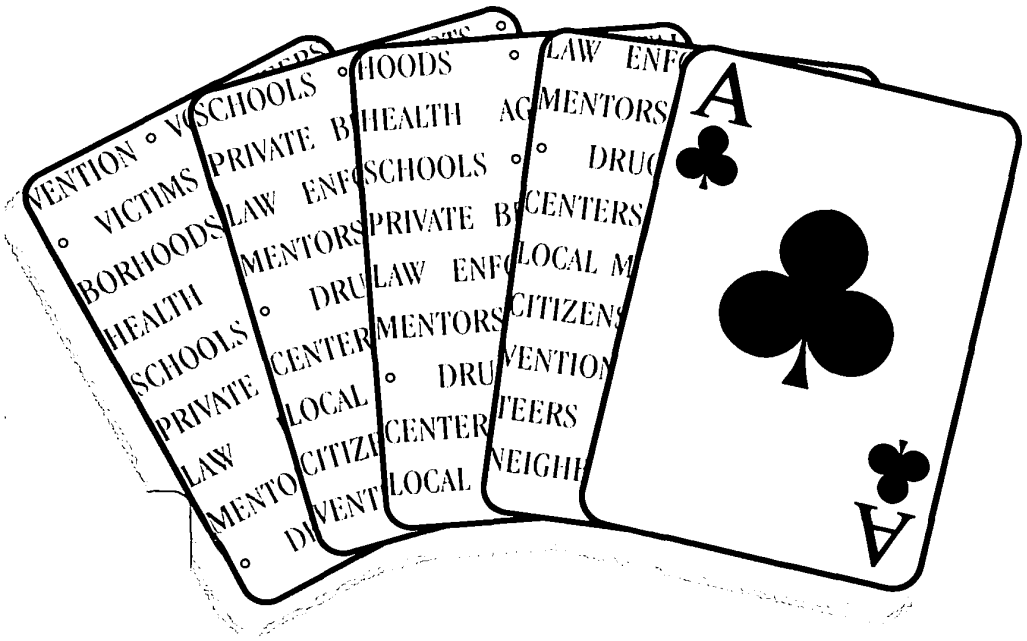
RESTORING HOPE THROUGH COMMUNITY PARTNERSHIPS:



The Real Deal in Crime Control

The American Probation and Parole Association

A Handbook for Community Corrections

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Restoring Hope Through Community Partnerships: The Real Deal in Crime Control—A Handbook for Community Corrections

Betsy A Fulton

1996. 230pp. ACCN 162391

Not available from NCJRS. Order from American Probation and Parole Association c/o Council of State Governments, Iron Works Pike, P.O. Box 11910, Lexington, KY 40578 (606–244–8000). $30.00.

Provides a theoretical and practical foundation for involving the community in the mission of community corrections. This handbook provides examples of innovative programs and sample policies and practices that can be adapted to meet an agency's specific needs. Different sections of the handbook examine such issues as the infrastructure necessary for successful community partnerships regardless of the purpose and context, the basic requirements for successfully mobilizing individuals and groups, techniques for the effective use of volunteers, and traditional and innovative methods for involving the community in the corrections process. Exercises are included to encourage substantive discussion and the exploration of innovative strategies for engaging in partnerships that benefit the community, agency, and offenders.

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The Real Deal in Crime Control — A Handbook for Community Corrections

By
The American Probation and Parole Association

ISBN 0-87292-907-8
American Probation and Parole Association
c/o Council of State Governments
Iron Works Pike, P.O. Box 11910
Lexington, KY 40578-1910

C135-9500
Price $30.00

The research conducted for this monograph was supported under award #93-DD-CX-K023 and 91-DD-CX-K040 from the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice.

This manual was prepared in cooperation with the Council of State Governments who provides project staff and secretariat services to the American Probation and Parole Association.

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ACKNOWLEDGEMENTS

Restoring Hope Through Community Partnerships: A Handbook for Community Corrections is a compilation of information from a variety of invaluable sources. APPA would like to thank: the National Crime Prevention Council, a leader in effective community involvement strategies, for information obtained through their extensive resources; community corrections practitioners across the country for sharing their programs and practical insights; and each of the contributors who wrote articles for inclusion in Section V of the Handbook, reflecting their organizational and personal experiences in building community partnerships.

Special appreciation goes to Kim Frentz of Partners Against Crime in Detroit, Michigan; Jerry Dash of Volunteers in Prevention, Probation and Prisons, Inc. in Detroit, Michigan; Daniel Nevers, Wisconsin Department of Corrections; and David Lehman, Humboldt County Probation in Eureka, California for their review of the document and suggested improvements.

RESTORING HOPE THROUGH COMMUNITY PARTNERSHIPS:
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Introduction

Never doubt that a small group of thoughtful, committed people can change the world. Indeed, it is the only thing that ever has.

-Margaret Mead-

This *Handbook* is about personal power — the power to dream, and the power to make those dreams come true. Each of us possesses the power to make a difference in the world in which we live. If we allow history to be our guide, we understand that unity among citizens increases this power exponentially. While a great leader, Martin Luther King did not pursue his dream without gaining the support of the American public. John Kennedy's famous quote "ask not what your country can do for you, but what you can do for your country," exemplifies his dream — that each citizen assume personal responsibility for improving our nation.

In the realm of criminal justice, dreams center around safety and fairness. The following vision statement represents the collective hopes of over 2,000 community corrections professionals from across the nation. (APPA, 1995)

The message is clear — the future of community corrections calls for an integrated and unified approach to problem-solving and service delivery. A high priority has been placed on building community partnerships and engaging key stakeholders in the mission of community corrections. Recognizing

Our Vision

We see a fair, just and safe society where community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy.

We seek to create a system of Community Justice where:

- **A full range of sanctions and services** provides public safety by insuring humane, effective, and individualized sentences for offenders, and support and protection for victims;
- **Primary prevention initiatives** are cultivated through our leadership and guidance;
- **Our communities are empowered** to own and participate in solutions;
- **Results** are measured and direct our service delivery;
- **Dignity and respect** describe how each person is treated;
- **Staff are empowered** and supported in an environment of honesty, inclusion and respect for differences; and
- **Partnerships with stakeholders** lead to shared ownership of our vision.

that community safety must be viewed as a broader initiative to include the community, victim and family, significant investments are being made in strategies designed to empower the community to identify and own both the problems and solutions associated with creating a fair, just and safe society. These strategies are forward moving, inclusive and quality driven. They entail:

- ongoing education and collaboration;
- broad involvement in decision-making;
- establishing relationships characterized by mutual respect and open communication; and
- listening to the concerns and ideas of community members and key criminal justice stakeholders.

While sounding fairly simple and basic, these initiatives can present many challenges. Time, patience and, above all, enthusiasm are the quintessential ingredients to successful community involvement initiatives. In a profession overwhelmed by increasing workloads and decreasing budgets, these ingredients may be hard to come by.

Community involvement initiatives also require a certain amount of risk. Agencies and practitioners must assume an "open door approach," inviting people in to have a look around and offer their opinions and recommendations. This, in turn, opens the door for change — and change can be frightening and uncomfortable.

Despite these barriers to involving the community, practitioners who have taken this initiative realize its benefits. Through a request for information conducted as part of the American Probation and Parole Association's *Community Involvement Project,* practitioners identified several benefits of community involvement for the offender, the community corrections profession and the community (see box).

Clearly, involving the community provides a powerful mechanism for achieving the dreams of community corrections professionals — a fair, just and safe society for all.

Top Ten List for "Why Involve the Community?"

10. Placements for student interns.
9. Increased community controls over offenders.
8. Increased employment/education opportunities for offenders.
7. Reduced corrections costs.
6. Community service.
5. Public education in community corrections.
4. Supplementation of human resources.
3. Personal development for offenders.
2. Public support for community corrections.
1. Expanded community resources for offenders.

Using This Handbook

This *Handbook* provides a theoretical and practical foundation for involving the community in the mission of community corrections. It is a compilation of information from agencies and professionals who have successfully engaged the community in their mission and who have, in turn, demonstrated their commitment to community safety. The *Handbook* draws on the experience of the National Crime Prevention Council, a leader in developing community partnerships, and the recent community policing experience. It includes examples of innovative programs and sample policies and practices that can be adapted to meet an agency's specific needs. Exercises are included to encourage substantive discussion and the exploration of innovative strategies for engaging in partnerships that benefit the community, agency and offenders. The *Handbook* consists of six key sections designed to put ideas into action.

Section I - Guiding Principles discusses the basic rationale for joining hands with the community to prevent and control criminal behavior. It provides a theoretical context for involving the community and convincing evidence regarding the benefits of building partnerships and a network of social control. It discusses the advantages of involving citizens in all aspects of the organization and its operations over restricting the involvement to a specific task or process. Using these principles as the conceptual framework for program development and implementation will lead to successful and long lasting relationships with the community and its members.

Section II - Community Involvement as an Organizational Value examines the infrastructure necessary for successful community partnerships regardless of the purpose or context. It is suggested that community involvement be viewed as a pervasive organizational value, as an attitude, rather than a separate entity or program. Personnel at all levels of the organization must truly value and model inclusivity and reciprocity. Organizational policies and practices, from hiring to measuring outcomes, should reflect and support these organizational values.

Section III - Mobilizing the Community presents the basic requirements for successfully engaging and mobilizing individuals and groups. Remaining sensitive to individual needs and concerns motivates and sustains involvement in community projects. Methods for identifying these needs are discussed. Mobilization tactics and planning tools are provided to facilitate the transference of a group's positive energy into action and results.

Section IV - Effective Use of Volunteers provides information for tapping into an incredibly valuable and under used resource within our communities. Statistics suggest that approximately sixty percent of the people in the United States volunteer in some capacity. Community corrections must start taking advantage of this rich opportunity to enhance the services provided to offenders and the community by supplementing the existing work force with caring, skilled and diverse volunteers. This section discusses key processes for recruiting and retaining volunteers and provides examples of various roles volunteers can fulfill within a community corrections agency.

Section V - Program Highlights includes traditional and innovative methods for involving the community in community corrections. Several programs identified through a national search are highlighted in articles written by program personnel. Program overviews, sample procedures, and keys to success are included.

Section VI - Community Involvement Resources concludes the *Handbook* with a listing of organizations who can offer support and guidance to your community involvement efforts.

It is hoped, that upon conclusion of this *Handbook*, you will possess the motivation to extend a hand in partnership and the knowledge and skills to sustain it. The safety of our communities is at stake. Remember, all it takes is a small group of thoughtful, committed people to change the world.

I. Guiding Principles

This section of the Handbook is devoted to four *Guiding Principles* for involving the community in correctional programming. These principles were revealed through an extensive literature review and in-depth discussions with community corrections practitioners who have successfully involved the community in their mission. It is recommended that these principles serve as the foundation for future program development and operations.

Principle #1: Crime is a community problem.

Statistics and theoretical foundations offer compelling arguments for making public education and citizen participation a priority in community corrections. Very little progress will be realized until community corrections personnel and community members alike recognize the community's role in promoting and controlling crime.

Principle #2: Informal social controls are the most effective method of reducing crime.

By its very nature, the criminal justice system is limited in its ability to reduce crime; it is designed to respond after the fact. These legal boundaries place the responsibility for prevention with citizens who, through the exertion of informal social controls, are most effective in reducing crime. Applied research and program experience confirm this common sense approach to effective crime prevention and control.

Principle #3: Community involvement should be encouraged to the maximum extent possible.

Citizen ownership over the problems and solutions related to crime is in the best interests of offenders, community corrections agencies, and communities. This sense of ownership increases as people have more input. Therefore, citizen participation should not be limited to a single task or purpose, but rather it should be sought during the developmental stages and when ideas are needed on program and procedural improvements.

Principle #4: Networking and collaboration are necessary to significantly impact crime and maximize agency operations.

A unified and cohesive approach among community corrections agencies, other community service providers and citizens results in the efficient use of limited resources and their possible expansion. This translates into increased opportunities for successful offender reintegration and enhanced social controls.

Please read on to find out more about these principles and their application to your community corrections programming.

Guiding Principle #1:
Crime is a community problem

Why is crime a community problem? Because . . .

Crime is pervasive.

- A violent crime takes place every seventeen seconds in the United States.[1]
- In 1992, 35 per 1,000 persons were the victim of rape, robbery and aggravated and simple assault.[2]
- 23,438 Americans, or 9.4 per 100,000, were murdered in 1990.[3]
- 14.8 million household crimes were committed in 1992.[4]
- In 1992, 23 percent of households in the United States were victimized by a crime of violence or theft.[5]
- Five percent of households in the United States had at least one member age 12 or older who was the victim of a violent crime.[5]
- One in 15 households in the Nation were touched by burglaries and violent crimes committed by strangers.[5]

Crime is robbing our children of their youth.

- One-third of all rape victims are under 18 years old.[6]
- Unified Crime Report statistics show that teens age 13-18 commit 19.9 percent of all crime, although they account for only 9 percent of the population.[6]
- Homicide is the leading cause of death for young black males.[6]
- Every five minutes a child is arrested for a violent crime.[7]
- Every seven minutes a child is arrested for a drug crime.[7]
- Every two hours a child is murdered.[7]

The majority of criminal offenders reside in our communities.

- 3.2 million offenders across the nation are in the community under probation or parole supervision.[8]
- "Tough on crime" legislation is leading to prison crowding and inadvertently causing violent offenders to be released into the community.[8]

Crime occurs among families, friends and communities.

- In 1992, almost half of all murder victims were either related to (12 percent) or acquainted with (35 percent) their assailants.[9]
- 29 percent of all murders were the result of an argument among acquaintances.[9]
- 2,695,010 children are reported abused or neglected.[7]

Crime costs victims and communities (and, therefore, taxpayers) billions of dollars each year.

- In 1992, crime victims lost $17.6 billion in direct costs including losses from property theft or damage, cash losses, medical expenses, and amount of pay lost because of injury or activities related to the crime.[10]
- The average loss sustained by victims per crime in 1992 was $524.[10]
- The United States spent approximately $24.9 billion in 1992 to build, operate, and maintain its prisons and jails. State and local governments pick up the majority of these costs.[8]
- Spending for corrections is the fastest growing item in state budgets.[11]

The costs of crime deplete funds from other important programming.

- Increases in corrections budgets mean that funds are being diverted from health care, job training, education, and capital improvements on roads, bridges, and water systems.[8]
- In 1992, 70 percent of the $12 billion federal drug budget was spent on law enforcement and interdiction; 30 percent went to treatment and prevention.[8]

Reductions in other important programming may increase the propensity for criminal behavior.

- The typical prison inmate is a young, poorly educated male who was unemployed at the time of arrest.[8]
- Forty percent of all state prison inmates are unable to read, and only 25-30 percent have completed high school.[8]
- Only 33 percent of prison inmates were employed full time at the time of their arrest.[8]

And the cycle continues. . .

While these statistics are alarming, mere numbers cannot fully capture the devastating effects of crime and violence on local communities — their economies, neighborhoods, and quality of life.[3] Crime forces people out of cities; it holds us captive in our homes because of the fear it creates; it invades every aspect of our lives. Despite the intrusive nature of crime, the very system designed to address it (i.e., the criminal justice system) continues to be a mystery to most citizens. This leads to fear, apprehension and inhibited community involvement.

The criminal justice system is not an isolated entity, nor should it be. The problem with the current "closed-system" approach is quite obvious — the criminal justice system responds *after* a crime or violent event occurs,[3] which does very little to prevent crime. What is needed is a comprehensive, unified approach between the community and the criminal justice system.

Why? Because. . .

Crime is a community problem, and therein, must lie its solution.

[1]*Staying Safe: Prison Fellowship's Guide to Crime Prevention* (Spring, 1994)
[2]*Guns and Crime* (BJS, 1994)
[3]*Understanding and Preventing Violence* (NIJ, 1994)
[4]*Criminal Victimization Survey Report* (BJS, 1993)
[5]*Crime and the Nation's Households, 1992* (BJS, 1993)
[6]*Topics in Crime Prevention* (National Crime Prevention Council, 1989)
[7]*The State of America's Children Yearbook* (Children's Defense Fund, 1994)
[8]*Americans Behind Bars* (Edna McConnell Clark Foundation, 1993)
[9]*Preventing Interpersonal Violence Among Youths* (NIJ, 1994)
[10]*The Costs of Crime to Victims* (BJS, 1994)
[11]*The State of Criminal Justice: An Annual Report* (American Bar Association, 1994)

Theoretical underpinnings for involving the community in community corrections

Alarming statistics, such as those reported in the previous pages, and the contention that "crime is a community problem," are not meant to absolve offenders or community corrections agencies from the need to be accountable to the communities in which they reside or serve. They are cited as a means to underscore the impact of crime on communities and vice versa.

When offenders are returned to, or allowed to remain in, the community, they become both a potential asset and a potential liability to the community. While many changes have to come from within the offender, by providing assistance, advocacy, and opportunity the criminal justice system and the community can facilitate those changes. Several key theoretical perspectives of crime support this contention.

The Strain Theory posits that society induces specific needs and goals, and that criminal behavior occurs because of blocked opportunities for conformity (Cloward and Ohlin, 1960). Many lower class people, unable to find legitimate means to success, adapt by choosing illegitimate means (i.e., criminal behavior). Some participate in illegal behavior for financial or material gains (e.g., theft, drug dealing); some for status (e.g., gang activity, violence); and some as a means of escape (e.g., drug abuse).

How does the community come into play in this theory of crime? Institutions and individuals must: advocate for equal access to educational and employment opportunities; assist youth and offenders with realistic goal setting; model prosocial means of achieving these goals; and reward people for their personal achievements through praise, attention and exposure to additional opportunities.

The Social Learning Theory assumes that behaviors are learned according to negative and positive reinforcements received from both conventional and deviant socializing groups. Crime evolves when an individual receives more frequent and more salient reinforcements from their deviant peers for illicit activities than they do from prosocial groups for positive actions and behaviors (Akers, 1977).

According to this theory, counteracting this reinforcement for antisocial behavior requires working with offenders and their families to develop supportive, prosocial networks within the community. Offenders should be encouraged to associate with charitable, religious, athletic, fraternal and other such community organizations where prosocial behaviors are valued and reinforced (Abadinsky, 1990).

The Social Control Theory suggests that "delinquent acts result when an individual's bond to society is weak or broken" (Hirschi, 1969: 16). Internal restraints (e.g., guilt) and external restraints (e.g., social disapproval, social ostracism and fear of punishment) determine the strength of this bond. These internal and external constraints develop as the result of families and communities setting certain standards of behavior, and rewarding conformity or punishing nonconformity. In environments characterized by disorganization and crime, persons may organize their behavior around a delinquent or criminal group that rewards them with belonging and status (Abadinsky, 1990).

Crime is the result of complex interactions among individual characteristics, and family and community influences (Earls and Reiss, 1994); thus its resolution lies in interventions that consider and alter each of these pieces.

This theory suggests that an informed and cohesive community could tip the scales so that the risks of criminal behavior outweigh its rewards. For even in neighborhoods characterized by disorganization, poverty and crime, the majority of citizens are law-abiding (Sampson and Groves, 1989). What they need is a means of unifying their beliefs and values so that they are able to exert the informal social controls that inhibit criminal behavior.

The selected theory of crime is less of an issue than the need to recognize the important role of the community in preventing and controlling crime. Crime is the result of complex interactions among individual characteristics, and family and community influences (Earls and Reiss, 1994); thus its resolution lies in interventions that consider and alter each of these pieces.

In a real sense all life is inter-related. All men are caught in an inescapable network of mutuality, tied in a single garment of destiny. Whatever affects one directly affects all indirectly. I can never be what I ought to be until you are what you ought to be, and you can never be what you ought to be until I am what I ought to be. This is the inter-related structure of reality.

Rev. Martin Luther King, Jr.

Developing community-based corrections

Over the past decade, numerous community corrections programs have been implemented across the nation to alleviate prison crowding and to provide courts and parole boards with additional options. Of the 4.5 million adults under some form of correctional supervision in 1992, 79.2 percent were living in the community (Beck, 1994). Still, the *community* aspect of community supervision remains elusive.

In a presidential address at the American Probation and Parole Association's 1991 Annual Institute, Don Evans suggested that correctional option programs are *community-placed* rather than *community-based.* That is, they often fail to address the community context in which offenders must reside by overlooking the broader social problems that contribute to crime. This approach is detrimental to both the offenders and the community which probation and parole are designed to serve.

> *The empirical foundation of policies and programs calling for community interventions to reduce crime is that the structure and organization of communities affect the crime rate independent of the individual characteristics of residents and offenders or the culture and organization of the society. Offender characteristics contribute to predictions of recidivism, and so does the density of offenders in a community and its social organization. Each of these factors has an effect on recidivism independent of the others (Reiss, 1986, p. 24).*

Based upon studies regarding the community's impact on the level and nature of crime, Byrne (1986) points to "the need for probation and parole officers to act as advocates for change in the communities where offenders reside" (p. 487). If an offender's community environment is replete with drugs, violence, or even structural neglect, offenders cannot be expected to see "a way out." What they see is a criminal justice system which is totally divorced from the realities in which they must exist.

Developing truly *community-based* corrections programs requires getting involved in the offender's environment, expanding the offender's support system within the community and advocating for services (see Figure I-1). It is through these av-

Figure I-1

Community-Placed----------versus----------Community-Based

One-dimensional mindset - offenders are, first and foremost, viewed as criminals; individual characteristics of offenders are viewed as the primary cause of crime and, therefore, as the primary target of change.	***Multi-dimensional mindset*** - offenders are viewed as fathers, daughters, drug addicts, employees; individual characteristics, family dynamics, and community structure and organization are viewed as contributors to crime and, therefore, as equally important targets of change.
Closed-system approach - dyadic relationship between offender and community corrections; restricts information from going to the community.	***Open-system approach*** - information is shared with community members and organizations as a means to expand the network of support for offenders and to protect the community.
Offender reform is goal - requires changes in the offenders, and conformity to accepted community standards.	***Offender reintegration is goal*** - requires changes in the offender (e.g., attitudinal and behavioral) and the community (acceptance, support, opportunity)

enues that probation and parole can facilitate reintegration, and offenders can begin to realize successes and positive rewards for prosocial behaviors.

> *A truly comprehensive community corrections model is one which facilitates change in the offender, the criminal justice process, and the community. Until community corrections professionals and the policymakers approach the crime problem from this broader perspective our crime control efforts will be short-lived, futile, and will inevitably fail (Lawrence 1991, p. 462).*

Byrne (1989) suggests four key elements of a proactive, community-oriented supervision strategy including: 1) the coordination and development of community resources; 2) the generation of support for the de-escalation of both community-based and institution-based sanctions; 3) a focus on the problems and needs of communities as well as offenders; and 4) the direct placement of probation officer teams in neighborhoods. Each element is listed in Exhibit I-1 with an example of how it can be incorporated into agency operations.

Getting involved in offenders' environments demonstrates care and concern for the offenders and their families and neighborhoods. It is the first step in cultivating a trusting relationship with the community. This trust is an essential ingredient for the shared ownership of problems related to crime and collaboration in solutions.

Realizing the power and necessity of citizen involvement in crime prevention and crime control initiatives, community corrections agencies across the country are making the community an integral part of their operations. They are building partnerships, educating the public, and recruiting volunteers. More and more, community corrections agencies are recognizing that they cannot resolve the crime problem on their own. Why?...Because crime is a community problem, and therein, must lie its solution.

Exhibit I-1

Key elements of a community oriented supervision strategy

Element #1. The coordination and development of community resources to assist offenders with problems in the areas of substance abuse, employment/education, and marital/family relations.

Cooperating Agencies for Referral and Treatment (CART)

Virginia Department of Corrections

CART, a cooperative relationship of the agencies in the rural Western Tidewater area in Virginia, was formed by Adult Probation and Parole to enhance communication, information sharing and training within and between programs serving mutual offender populations. CART coordinates services to the offender by minimizing duplication and maximizing access. CART has been instrumental in expanding and strengthening treatment resources available to offenders.

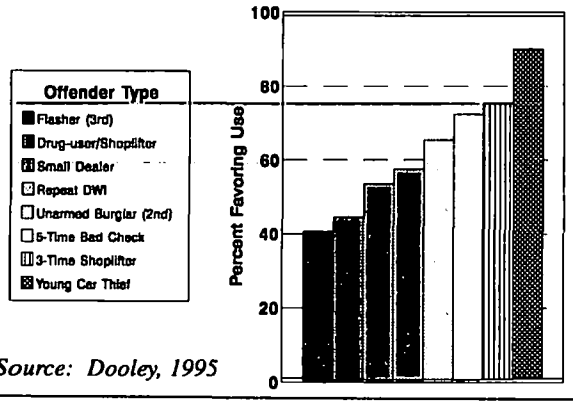
Element #2. The generation of support for the de-escalation of both community-based and institution-based sanctions.

Gaining Support for Sentencing Options

Vermont Department of Corrections

In March of 1994, the Vermont Department of Corrections conducted a public opinion survey to determine the degree of public support for community-based sentencing options. As seen in the graph below, Vermonters strongly favor the use of community-based sentences, rather than incarceration in jail, for a wide variety of non-violent offenders, even some repeat offenders.

Using Community Board Sentences
for Selected Offender Types



Source: Dooley, 1995

Element #3. A focus on the problems and needs of communities as well as offenders.

Contributing to the Community

Cook County Adult Probation

Cook County Adult Probation Department extends its role from that of traditional offender supervision to include prevention and community advocacy. Administrators and probation officers are involved in tutoring, mentoring and recreational programs at a local elementary school in a high risk neighborhood. Officers view this type of work as an important aspect of their jobs. These are high risk youth that can benefit from positive role models and educational assistance. By getting involved, probation officers learn more about the families and neighborhoods of their clients, gain the community's confidence and support, and, most importantly, provide youth with alternatives to antisocial behaviors.

Element #4. The direct placement of probation officer teams in neighborhoods, with responsibility for resource development (as well as offender control) within a specific geographic area.

Neighborhood Probation

Wisconsin Department of Corrections

Several jurisdictions throughout Wisconsin have initiated Neighborhood Probation and Parole Supervision, or "beat supervision." Probation and parole agents are placed in storefront offices within high risk neighborhoods. A limited geographic focus enables the neighborhood agent to supervise area residents with more intensity, to emphasize a proactive problem-solving approach, and to develop resources in the community. Neighborhood agents have established themselves as an active presence in the neighborhoods, and as a positive resource for offenders, other residents and community groups.

Guiding Principle #2: Informal social controls are the most effective method of reducing crime

Acknowledging that crime is a community problem is a good first step to developing a broad and comprehensive approach to crime prevention and crime control. The focus now turns to forces within communities that promote or repress crime and to ways in which these forces can be altered.

Defining informal social control

> *The first thing to understand is that the public peace...is not kept primarily by the police, necessary as police are. It is kept primarily by an intricate, almost unconscious, network of voluntary controls and standards among the people themselves ...No amount of police can enforce civilization where the normal, casual enforcement of it has broken down.*
>
> *Jane Jacobs, Death and Life of Great American Cities as cited in National Crime Prevention Council, 1987, p. 1*

Jacob's reference to "voluntary controls and standards" and their "casual enforcement" describes the notion of informal social control. Skogan (1987) defines it as the ability of citizens to develop and enforce norms of public conduct. The philosophy maintains that strong neighborhoods (i.e., those with resources, well-maintained infrastructure and caring, involved citizens) will be able to "police" themselves.

Neighborhoods have a powerful influence on attitudes and behaviors. They provide both formal and informal networks including neighbors, schools, businesses, and boys and girls clubs which structure lives by modeling how things are supposed to be done and by steering individuals along their developmental paths (Earls and Reiss, 1994). The nature of these networks, combined with family and individual characteristics, drives an individual toward prosocial or antisocial behavior.

Decades of sociological research suggest that "particular areas generate and transmit criminal behavior regardless of the population living there" (Earls and Reiss, 1994, p. 9). Disorder, evidenced by dilapidated buildings and antisocial behavior by neighborhood residents, negatively impacts citizens' ability to exert informal social control (Shonholtz, 1987; Skogan, 1987). A collapse of informal social controls leads to an increase in crime. People become fearful and isolated which further heightens the likelihood of criminal behavior (US Department of Health and Human Services, 1993). As can be seen, crime is a cyclical phenomenon; it is very difficult to know where it starts or, more importantly, where it will end.

The success of informal social controls is related to the degree of social bonding within a community. The Social Development Research Group (1990), in their *Communities that Care* approach to reducing adolescent problem behaviors, suggest that positive social bonding consists of three important elements:

1) **Attachment** is a close relationship with parents, peers, teachers, or other conventional individuals or groups; when these relationships are present, people are less likely to behave in ways that can threaten these relationships.

2) **Commitment** refers to individuals having a stake in society; an investment in a future earned through education and employment opportunities.

3) **Belief** is a set of values about what is right and wrong or about socially acceptable behaviors. The stronger the belief, the less likely the values or standards will be violated.

In the simplest of terms, therefore, informal social control refers to a community's ability to:

- develop residents' stake in the community;
- establish standards of acceptable behavior;
- provide positive social networks;
- promote prosocial behavior through modeling and rewarding it;
- provide educational and employment opportunities; and
- minimize antisocial behavior by reducing the opportunity and desirability of crime.

While community factors are not the only factors to be considered in crime control, their

alteration in a manner that increases the ability of a community to exert informal social control provides a hopeful avenue for crime prevention and crime control.

Evidence of its power

The power of informal social control appears to lie in its preventive nature. The formal criminal justice system emphasizes after-the-fact investigations and arrest, and places prevention outside of its legal boundaries. This requires citizens to assume responsibility for ongoing prevention and early intervention policies by working through the informal norms of social control (Shonholtz, 1987). There is strong evidence to suggest that neighborhood organizations offer an effective mechanism for increasing this form of social control (Florin and Wandersman, 1990).

"Crime prevention works, and it works because of a two-track approach — reducing opportunities for crime and building neighborhood and community cohesion" (National Crime Prevention Council [NCPC], 1987, p. 1). In addition to being more effective than post facto methods of crime control (i.e., arrest, prosecution and incarceration), prevention, through informal social control, offers a less expensive, long-term measure by involving a broad spectrum of people and organizations in the fight against drugs and crime.

A decline in informal social control

The decline in informal social control can be attributed to several primary factors: 1) the increased professionalization and isolation of social services; 2) changing demographics; 3) a lack of values; and 4) fear of crime.

Professionalization and isolation of social services. Shonholtz (1987) suggests that "expectations and social norms that once motivated citizens to undertake civic responsibilities began to atrophy in the wake of continued professionalization of nearly all social services" (p. 46). The poor outcomes of many of these social service agencies (e.g., welfare, housing and urban development, criminal justice, children services) support the idea that "isolating social problems and assigning the solution to its own bureaucratic institution" (Florin and Wandersman, 1990, p. 42) does little more than frustrate the problem. Why? Because it represents a short-term, superficial approach to resolving complex, deep rooted problems. Whether citizen involvement declined because of the perception that these problems were being taken care of, or because citizens were shut out by confusing and bureaucratic institutions is unknown. But clearly, this trend needs to be reversed, and citizens need to be empowered to own and participate in designing solutions to the devastating human conditions these institutions are designed to address.

Exhibit I-2

Informal Social Control in Action

The **Miami Coalition for a Safe and Drug-Free Community** is a model for what works in fighting the drug problem. Combining strong community involvement, work-place involvement and media support, illicit drug use has declined significantly. According to preliminary results of the Federal National Household Survey on Drug Abuse, the drop in regular drug use was 56 percent below 1991 rates as compared to an 11 percent decline for the entire nation. (Community Anti-Drug Coalitions of America, 1995).

The **United States Housing and Urban Development** encourages local Public Housing Authorities to involve residents in anti-drug and crime prevention initiatives through the establishment of Resident Management Corporations (RMC). Within four years of the formation of the Kenilworth-Parkside RMC in Washington D.C., crime was reduced by 75 percent. (Aspen Systems Corporation, 1991).

Studies of **Neighborhood Watch Programs** across the country support the effectiveness of strong community involvement in crime prevention initiatives. Sidney and Shelby Counties in Ohio, reported a 50 percent reduction in crime after the implementation of the Eyes and Ears program; and in Lakewood, Colorado, the burglary rates in 15 neighborhoods fell 77 percent following the establishment of Neighborhood Watch programs. (National Crime Prevention Council, 1987).

Changing demographics. According to the National Crime Prevention Council (NCPC, 1986), urban communities tend to share the following characteristics:

- they are densely populated;
- the infrastructure is older and in disrepair;
- there is a greater concentration of ethnic and racial minorities;
- there are many low-income families, and persons and families on welfare; and
- there is a preponderance of multi-family rather than single-family housing.

They also share another characteristic — increased levels of fear and crime.

These characteristics are causing people to flee the urban areas, leaving neighborhoods and communities with fewer resources and an increasing severity of poverty among those not able to move (US Department of Health and Human Service, 1993). These population shifts further compound the problems of crime and disorder (Schuerman and Kobrin, 1986) by disrupting traditional social networks and forcing people into isolation (US Department of Health and Human Service, 1993). "The same factors that generate crime erode the bases for collective action" (Skogan, 1989, p. 438). With little or no feelings of attachment to the community, residents' interaction and participation declines, and thus, the informal social controls disintegrate.

Lack of values.

America has indeed lost its commitment to moral truth, and with it the most powerful restraint on immoral behavior. The process is predictable: The loss of social consensus on right and wrong weakens informal social controls and unleashes criminal impulses (Colson, 1994, p. 3).

A loss of values is blamed on many factors including a breakdown in the family, decreased religious affiliations, and media permeated with violence. Many of these factors have become the nucleus of political platforms and debates. Political divisiveness further hinders our ability to come to any consensus on right and wrong. The concern over values and their relationship to crime is not a party issue — it is a fact. Research suggests that antisocial attitudes and values are among the strongest predictors of criminal behavior (Gendreau, Andrews, Goggin and Chanteloupe, 1992). For this reason, we should explore reasons for the decline in prosocial values and strategies for their restoration.

The concern over values and their relationship to crime is not a party issue -- it is a fact.

Fear of crime. The decrease in support networks and a lack of consensus between right and wrong culminate in an overriding fear of crime. Violence, drug use and gang activity are what is visible to the public — it fills the streets and floods the media. Law-abiding citizens begin to feel helpless and hopeless. "Fear of crime can cripple a community. It can have a greater impact than crime itself" (NCPC, 1987, p. 4). Through communication and public education, communities can turn this fear into a catalyst for community action against crime.

Community corrections' role in its revitalization

With a better understanding of informal social control, its potency in controlling crime, and the deep rooted causes for its decline, the next obvious question becomes "what role can community corrections practitioners and agencies play in increasing a community's ability to exert informal social control?" "Is it beyond the scope of our agency missions, or capabilities?"

The ultimate goal of our criminal justice system is to prevent crime and violence. Traditionally, criminal justice professionals have pursued this goal through the arrest, conviction, and punishment of criminal offenders, both to incapacitate those individuals and to deter others from crime. The enforcement of our criminal codes is the cornerstone of a just and orderly society. It is apparent, however, that substantial reductions in crime and violence will come about only if police and other criminal justice professionals broaden their charge to include nontraditional crime prevention strategies and work in partnership with the communities they serve (Jeremy Travis as quoted in DeJong, NCJ149549, p. 2).

True, community corrections practitioners and agencies may not be able solve the problems of crime and its related factors, but they can be instrumental in organizing communities to come together for crime prevention and crime control initiatives. "The ability of individuals to act in defense of their community is shaped in important ways by the opportunities for action that are available to them" (Skogan, 1989, p. 437). Through effective leadership, community corrections agencies can provide opportunities for individuals to get involved and teach them the skills for effective crime prevention initiatives. Chief Nicholas Pastore, of New Haven, Connecticut's Police Department states that "the tone of leadership is very, very important. It's not just telling people what to do. It's treating people with dignity and respect, and educating them to modify behavior" (as cited in Join Together, 1995). By developing a relationship with the community that is characterized by mutual respect and support, community corrections agencies can encourage citizens to get involved.

"What role can community corrections practitioners and agencies play in increasing a community's ability to exert informal social control?" "Is it beyond the scope of our agency missions, or capabilities?"

Studies indicate that community organizations focusing on crime are less common in poorer, renting, high-turnover, high-crime areas (Garofalo and McLeod, 1988; Silloway and McPherson, 1985; Kohfeld, Salert and Schoenberg, 1983; Henig, 1978, 1982). This is largely due to the common misconception that residents of poverty stricken and high crime neighborhoods are not concerned about the quality of life within their neighborhood. The fact is, however, that "in even the most dangerous communities in the country, the majority of residents live reasonably law-abiding lives most of the time" (Earls and Reiss, 1994, p. 13), and that they very much care about improving circumstances within their neighborhoods. This is important for agencies to understand as they begin their community involvement initiatives.

The Social Development Research Group (1990) suggests that empowerment is the key to promoting positive bonding within a community. The mere offering of respect, involvement and support can help people overcome the isolation and depression that often results in abuse, neglect and other criminal behavior (US Department of Health and Human Services, 1993). Furthermore, by educating citizens and encouraging them to take action, community corrections agencies can help alleviate the fear that inhibits the exertion of informal social controls. They can open the door to citizen involvement.

The police have led the way in building community partnerships and crime prevention efforts. "Community policing is anchored in the concept of shared responsibility for community safety and security" (NIJ, 1992, p. 3). Community policing strategists have outlined a role for law enforcement which is proactive and focuses on empowering citizens, improving the physical environment in which they live, and strengthening neighborhoods.

For example, the Houston Police Department has implemented three programs that are particularly successful in their active involvement of citizens (Brown, 1987):

- The Directed Area Responsibility Team (DART) is assigned to a neighborhood with the purpose of getting to know neighborhood leaders and groups, and factors that put the neighborhood at risk. The directive under the DART program is to become partners with the community in improving neighborhood life.
- Project Oasis focuses on making physical improvements to neighborhoods as one means to drive out the "bad" elements (i.e., crime). Police provide support services to neighborhoods which undergo publicly funded physical improvements, such as improving lighting or rehabilitating structures. The provision of support services reinforces the positive behavior of neighborhood residents. In the public housing project where it was first implemented, Project Oasis was found to result in a significant reduction in crime and calls to police, and an overall improvement in the quality of life.
- The Fear Reduction Project was successful in improving the quality of life for neighborhood residents by: placing police in community storefronts which allowed services to be directed to an area's specific needs; training police officers in community organization strategies so that they can assist residents in identifying community issues and government resources available to address these issues; and by officers going door-to-door in a specified

area to discuss citizens' concerns about safety. This strategy was found to be the most successful in fear reduction. Targeted areas also showed a reduction in crime.

By developing a mutually supportive relationship with the community, building community cohesion, and providing opportunities for citizen participation, community corrections agencies can serve as catalysts for community action.

Other examples of community policing in action include (NIJ, 1992):

- Madison, Wisconsin developed storefront substations located in lower income housing complexes of the city's South Side. The substations are staffed by permanently assigned beat officers. Officers maintain close contact with the residents of the area through foot patrol and on-site problem-solving. A study of the Madison Experimental Police District provided evidence of positive change in the officers' attitudes toward their work, improved perceptions and attitudes on the part of the community, and a significant reduction in reported burglaries.
- New York City assigned one or more police officers to each neighborhood in order to learn more about the residents and their concerns and to be more available to them. The department shifted from "an incident-responding orientation to a problem-solving orientation" (p. 7).
- The Chamber of Commerce developed the South Seattle Crime Prevention Council, comprised of community organizations, to serve as partners with the police. Among the programs developed through this partnership were Narcotics Activity Reports in which citizen complaints of drug activity were received and investigated; the Antigraffiti Program in which anticrime volunteers participated in "paintouts"; and the Telephone Hotline which was an anonymous tipline. Quarterly crime statistics showed improvements in the quality of life in South Seattle.

These police agencies have established themselves as valued assets to communities, improved the quality of life in neighborhoods once characterized by deterioration, and reduced crime.

Probation and parole agencies are learning from these community policing initiatives and experimenting with ways to assist communities in revitalizing the informal social controls necessary to preventing crime at the family or neighborhood level. The list in Figure I-2 is only a sample of what is already being done.

By developing a mutually supportive relationship with the community, building community cohesion, and providing opportunities for citizen participation, community corrections agencies can serve as catalysts for community action. As individuals or agencies, we can make a difference. Every small step helps us move in the direction of safer communities.

Figure I-2

Community Corrections -- A Catalyst for Action

10 Ways Officers/Agencies Can Make a Difference

1. Conduct a job fair for offenders and community residents.
2. Replace trash with flowers.
3. Develop a speakers' bureau.
4. Coach an athletic team.
5. Conduct a survey to determine citizens' concerns about crime.
6. Provide parenting classes.
7. Involve the families of offenders, particularly children, in the supervision process.
8. Become a Big Brother or Big Sister.
9. Use community service to improve the neighborhood environment.
10. Prepare and distribute a list of safety tips.

Guiding Principle #3:
Community involvement should be encouraged to the maximum extent possible

Community corrections agencies can be instrumental in empowering citizens and community groups to exert the informal social controls that prevent or reduce crime.

These efforts can, however, be short circuited if the community's needs and ideas are not fully explored. This section introduces the basic ingredients for involving the community in a manner that promotes ownership of both the problems and solutions to neighborhood crime.

Partnerships

A report from the National Institute of Justice (NIJ, 1992) credits strong partnerships, based on a sense of shared responsibility, for the success of community policing initiatives. "Partnerships" imply a relationship between people or groups, in which each has equal status and a certain independence, but also has implicit or formal obligations to the others (*American Heritage Dictionary*, Second College Edition).

To involve the community to the maximum extent, agencies must clearly understand the mutuality of strong partnerships they require each to give and take; to exchange skills, knowledge and resources; and to respect one another's ideas and suggestions.

To involve the community to the maximum extent, agencies must clearly understand the mutuality of strong partnerships — they require each to give-and-take; to exchange skills, knowledge and resources; and to respect one another's ideas and suggestions. In order for community involvement to be effective, it must go far beyond simple task performance — the community should be invited to participate in all program phases and to perform functions which best utilize their talents.

Leaders who lead *and* get out of the way

The previous discussion on informal social controls included problems associated with isolating social problems to their own institution. A more successful strategy may "lie in individual and collective self-help/mutual aid efforts that are coordinated with and supported by formal systems (e.g., education, justice, workplace)" (Florin and Wandersman, 1990, p. 42). With this in mind, an appropriate role for community corrections agencies and practitioners may be to provide leadership, structure and resources for the community involvement process in a manner which encourages participation and decision-making at the local level.

The National Crime Prevention Council (1986, pp. 17-18) outlines the following role for crime prevention organizers:

> *The crime prevention program organizer, whether law enforcement or civilian, paid or volunteer, stimulates and coordinates the community's crime prevention activities. He or she:*
>
> - *promotes individual action;*
> - *locates and nurtures groups of citizens;*
> - *acts as catalyst for group action; and*
> - *helps the community in policy-making.*

This participatory leadership type of approach contributes to the success of 1) building strong partnerships; and 2) getting things done. A leader who provides the structure and resources (e.g., staff time, meeting space) for getting the job done, and who simultaneously listens to and supports the citizens' ideas and actions, conveys a sense of concern and respect for the community's needs and inspires ownership of the problems and solutions to neighborhood crime. This approach to leadership helps community corrections agencies to establish trust — the fundamental ingredient of any successful partnership.

From this basis of mutual trust and respect, community corrections agencies can facilitate goal

setting and goal achievement. Through their knowledge of criminal behavior and their access to resources, they can guide citizens and community groups through activities that result in benefits to the community, the community corrections agency and the offender.

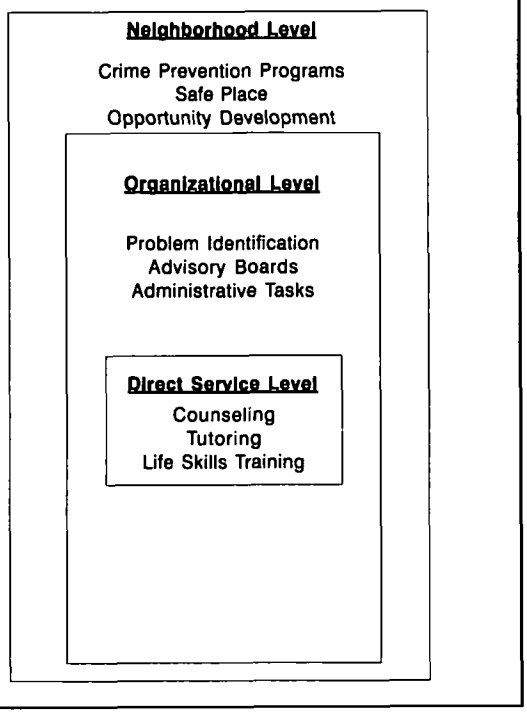
Variety in form and function

Community involvement can take on many forms and functions (see Figure I-3). Each form and function is interdependent; together they bring many benefits to the community, the corrections agency and offenders.

At the neighborhood level, residents' can participate in crime prevention programs such as Neighborhood Watch Programs or Anti-Drug Coalitions. They can serve as Safe Places for runaway youth. Or they can participate in organizations whose purpose is to provide educational, employment or recreational opportunities to youth and other neighborhood residents. This type of community participation brings many indirect benefits to a community corrections agency. Involvement at the neighborhood level assists probation and parole officers in monitoring offenders' behaviors within the community; controlling their behaviors through the exertion of informal social controls; and in providing opportunity for offender reintegration (e.g., education and employment; acceptance).

Figure I-3

Community Involvement - Forms and Functions



Probation and parole practitioners are encouraged to become involved in crime prevention programs within their neighborhoods or in the neighborhoods where they work. Officers have information and skills that could be very useful to the group. Their participation may also enhance their professional credibility and provide good public relations for the community corrections agency.

Probation and parole practitioners can also encourage victims and other citizens who express concern about offender placement in their neighborhoods, and crime in general, to become involved in ongoing crime prevention programs. In this manner, fear, anger and frustrations can be translated into positive community action.

At the organizational level, community involvement can serve many functions. Community members can assist in the identification of community needs and resources that may not be evident from community corrections' perspective. Community members can participate on advisory boards which guide and/or oversee agency operations and provide a mechanism for accountability to the community. And community members can perform specific tasks which directly assist the community corrections organization. These tasks may range from public relations and resource advocacy to bookkeeping and filing.

At the direct service level, a multitude of opportunities exist for community involvement. High caseloads limit the amount of time and resources available to offenders. Offenders have many specialized needs that can be met through one-on-one or group relationships with community volunteers. Volunteers can provide counseling, tutoring, or emotional support. They can teach offenders job skills or work within the community to enhance employment opportunities. They can teach basic life skills or cognitive restructuring. The opportunities for community involvement at the direct service level are endless, and can be molded to the skills and interests of individuals willing to volunteer their time.

Agencies will be more successful in involving a broader spectrum of citizens if various opportunities are available. Citizens and community groups can then choose to participate at a level that is comfortable to them, which best meets their personal and

community interests, and which capitalizes on their specific strengths and talents.

A continuum of involvement

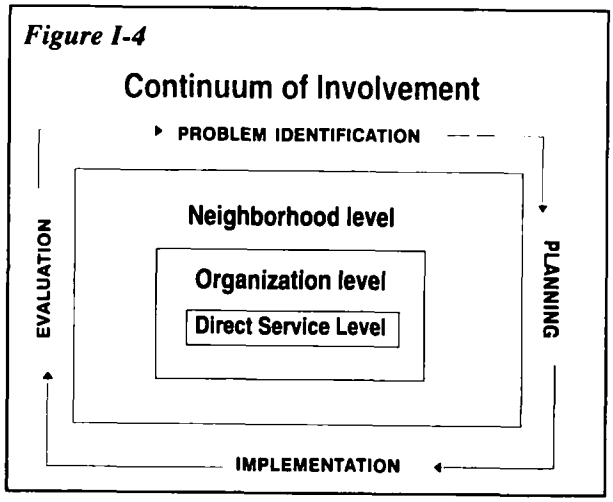
Experts in volunteer management stress that people must feel needed and productive if their interest is to be maintained (NCPC, 1986). Offering a broad spectrum of activities such as those introduced above, will facilitate volunteer retention. Equally important, however, is the extent to which these individuals or groups are involved in decision and policy making. Involvement in each of the four developmental phases (see Figure I-4) will increase and maintain the community's interest and support, and bring rich benefits to community corrections agencies.

Problem identification. Involving citizens in discussions and activities aimed at identifying problems associated with fear and neighborhood crime is essential. "Although crime cases are based on facts and evidence, residents' perceptions of community problems are important factors in understanding what will spur the community to action" (NCPC, 1994, p. 3). While community corrections may perceive high drug activity and a lack of employment opportunities for offenders as the primary problems contributing to crime, neighborhood residents may cite more basic problems such as abandoned cars and buildings or poor street lighting as their primary concerns. Overlooking these concerns will undermine community involvement initiatives; addressing them will forge a relationship of mutual trust and motivate community members to actively participate in these and future crime control activities.

Joint problem identification is a good first step toward an inclusive, democratic approach to problem resolution.

Planning. "To be constructive rather than oppositional, community activity needs to be inclusive rather than exclusive, to allow those affected by the activity to participate in shaping the activity -- in a word, to be democratic" (Pepinsky, 1989, p. 463). Joint problem identification is a good first step toward an inclusive, democratic approach to problem resolution. The next step is to plan how the problem can be addressed.

Figure I-4



The tendency is for social service agencies, such as community corrections, to take an already developed plan into the community and ask for residents' assistance and support. While this may be an efficient approach, it is likely to be less effective than an approach which involves a broad spectrum of community members encompassing a wide range of ideas, knowledge and skills. True, a group approach to planning and problem-solving is more complex and time consuming, but the benefits far outweigh these costs. Group problem-solving leads to creative ideas and increased options. Involving more people expands the level of human, material and financial resources available to resolving the problem. Most importantly, perhaps, involvement in planning and decision-making increases commitment to implementation and follow-through.

Implementation. A comprehensive and inclusive approach to planning will enhance the likelihood of successful implementation. However, even with the most well laid out plans, problems can be encountered -- good plans do not always translate into good practice.

During initial program implementation, it is imperative that all participants be flexible and persistent. Volunteers must be given permission to experiment and to modify and improve practices. Without this permission, volunteers will feel frustrated and unproductive. With this permission they will be empowered to develop effective practices that achieve the desired objectives and provide them with more personal satisfaction and growth.

The results of good practice will motivate citizens to remain involved. Having participated in a positive experience, they may spread the word and engage more citizens in the effort. They also may expand their efforts to target other problems associated with neighborhood fear and crime.

Evaluation. The evaluation of any new program or initiative should be considered up-front during the planning process. Results oriented, performance-based measures should be established with extensive input from the community. Community members' definitions of success may include measures beyond community corrections' interests. To use the previous example, the community's definition of success may be the number of abandoned cars removed, increased street lighting and other quality of life measures. Community corrections may define success as a reduced rate of local drug activity, an increase in the number of offenders within that neighborhood to become employed, or an increased percentage of offenders from the neighborhood to successfully complete their term of supervision.

By measuring what is important to citizens, community corrections demonstrates commitment to the community. Furthermore, involving the community in identifying measures of success enhances performance and cooperation with data collection procedures necessary for measuring success.

Evaluation results, good or bad, must be shared with community members. They may have insights into why the desired objectives were not achieved and ideas for program improvements. Seeing the positive results of their time and energy, community members will be motivated to stay involved.

It is difficult to open the door to observation and potential criticism, regardless of how constructive. And yet, to take full advantage of the strengths and resources within the community, providing an opportunity for observation and input is essential.

An open system approach creates challenges for any profession. Fear, resistance, and loss of control are all common feelings that emerge when moving to a more inclusive approach. It is difficult to open the door to observation and potential criticism, regardless of how constructive. And yet, to take full advantage of the strengths and resources within the community, providing an opportunity for observation and input is essential.

Guiding principles #1 and #2 clearly place the responsibility for crime prevention and crime control in the hands of the community through the recognition that crime is a community problem and the exertion of informal social controls. "Community members are willing to accept that responsibility if they feel part of the program planning, implementation, maintenance, and evaluation, and if they can see positive results" (NCPC, 1986, p. 1). Guiding principle #3 suggests that it is up to community corrections agencies to lead them through these program phases and to involve them to the fullest extent possible.

Guiding Principle #4: Networking and collaboration are necessary to significantly impact crime and maximize agency operations

No one social service agency alone can impact the deep-rooted social problems that exist within our communities. By working together, however, agencies can pool their resources and talents and begin to make a difference. Recognizing this interdependency, community corrections agencies and practitioners must focus on networking with neighborhood residents, community groups and other service providers, and collaborating on ways to impact crime and maximize agency operations.

Impacting crime

The ultimate goals of any correctional program include enhancing public safety and reducing criminal behavior. Community corrections, of course, focuses primarily on achieving these goals by supervising known criminal offenders within the community. Agencies use a variety of supervision strategies as a means to protect the public and reduce recidivism:

- treatment and services are provided to offenders to address their criminogenic needs;
- surveillance techniques such as field contacts, drug testing or electronic monitoring are used to monitor offenders' activities and social environments; and
- enforcement methods (e.g., intermediate sanctions and short-term incarceration) are imposed to hold offenders accountable and to control them in the community.

Agencies may favor one of these components over the others, but it is increasingly being recognized that all three components must be in place to meet the desired goals of public safety and reduced recidivism. Regardless of which strategies an agency selects, networking and collaborating with citizens, community groups and other social service agencies will enhance their effectiveness by:

- creating or expanding the network of social control;
- enhancing supervision; and
- expanding opportunities for offender reintegration.

Network of social control. As discussed at length, informal social controls offer the most effective means of impacting crime. Hence, community approaches aimed at affecting the entire environment and changing community norms, values and policies (Bracht, 1990 as cited in Developmental Research and Programs, Inc., 1993), are essential elements of a comprehensive community corrections strategy.

> *Involving the whole community in a prevention effort reaches and engages more people than individual recruitment alone. And, this approach promotes widespread communication of consistent standards for behavior and the need for prevention. Because community approaches are likely to involve a broad spectrum of individuals, groups, and organizations, they create a greater base of support for behavior change...The community-wide focus creates a unique synergy; the whole is greater than the sum of its parts (Developmental Research and Programs, Inc., 1993, pp. 16-17).*

Through networking and collaboration community corrections can raise neighborhood awareness and empower community members to work together toward the common interest of public safety.

Through networking and collaboration community corrections can raise neighborhood awareness and empower community members to work together toward the common interest of public safety.

Enhanced supervision. With the burgeoning probation and parole populations, the need for community involvement through a variety of support mechanisms becomes apparent. Volunteers can perform a variety of tasks allowing officers more time for substantive contact with offenders who pose the highest levels of risk to the community. These tasks can range from administrative tasks (e.g., paperwork) to providing offenders with transportation or teaching offenders new skills.

A strong informal community network can enhance the general surveillance provided by probation and parole agents -- residents can assist in monitoring offender behavior and reporting both positive and negative behaviors to the community corrections agency. This assistance from the community, gained through networking and collaboration, can actually make the job of probation and parole officers more manageable.

Offender reintegration. Successful offender reintegration is dependent on 1) citizens tolerating the community placement of offenders; and 2) opportunities for offenders to participate in services designed to address their criminogenic needs. By educating neighborhood residents about the basis for community placement and supervision objectives, community corrections agencies can reduce related fears and assist in promoting community empathy for offenders.

The lack of available services for offenders is seen as one of the reasons many offenders have failed to reintegrate into their communities (Byrne and Kelly, 1989). This obstacle to reintegration can be counteracted by developing partnerships with other community service providers and negotiating methods for meeting the service needs of offenders. Such forms of networking and collaboration will broaden the network of support for offenders and further facilitate successful reintegration.

Maximizing agency operations

In these days of fiscal constraints and public demand for accountability, it is essential that community corrections agencies are effective (i.e., they "do the right thing") and efficient (i.e., they "do things right"). Networking and collaboration with citizens and other community service agencies promotes both effectiveness and efficiency by:

- providing a cost-effective continuum of services;
- recognizing the interdependency between community corrections and other community components;
- gaining advocacy for human and financial resources; and
- holding community corrections agencies accountable.

Continuum of services. Probation and parole serve a diverse population of offenders with a range of risks and needs. Despite the trend of developing specialized, in-house services, it is virtually impossible for community corrections agencies to meet the specific needs of all of these offenders with internal resources. The expertise, time and money are simply not available. This does not, however, have to spell defeat. Most communities have existing resources to meet the primary needs of the offender population (i.e., substance abuse, education, employment). Community corrections agencies can perhaps make these services more accessible to the offender population by:

- educating these agencies about supervision objectives;
- establishing clear referral procedures; and
- facilitating offenders' attendance and progress through the application of legal leverage.

Exhibit I-3

Developing a Continuum of Services

Multnomah County, Oregon

The following services were developed as the result of networking and collaboration with and by the Community Corrections Advisory Committee:

- Psychological Evaluations (2)
- Mental Health Treatment
- Domestic Violence Treatment
- Sex Offender Treatment
- Detoxification Services
- Alcohol and Drug Outpatient Treatment (3)
- Alcohol and Drug Residential Treatment (5)
- Child Care Services
- Educational Services (2)
- Housing Services (3)
- Polygraph Services (2)
- Drug Testing
- Program Evaluation Services (2)

Furthermore, by joining forces, community corrections and other community service providers may be more successful in garnering needed funds by demonstrating a collaborative and coordinated approach to service development and delivery. Multnomah County, Oregon's Community Corrections Advisory Board comprised of key criminal

justice stakeholders and lay citizens has been successful in establishing a continuum of services through ongoing networking and collaboration (see Exhibit I-3) .

Developing a continuum of services does not need to be limited to those services offered by formal community service providers. For example, by establishing partnerships with other non-profit agencies willing to serve as community service sites, community corrections can meet the supervision objectives of lower risk offenders, while focusing their time and expertise on higher risk offenders. Community service holds offenders accountable for their crime by making them pay their debt to society; it serves rehabilitative purposes by teaching offenders responsibility and possibly new job skills; and its somewhat punitive nature may deter future criminal activity. Another example of expanding services through nontraditional, informal networks includes the use of one-on-one volunteers to tutor offenders or teach them specific life or job skills.

Obviously, developing a continuum of services by tapping into existing community resources rather than developing additional (and possibly duplicative) services is cost-effective and efficient in that existing structures and strengths (e.g., skills and knowledge) are being utilized. In other words, there is no need to reinvent the wheel. Regarding the effectiveness of this approach, the better able an agency is to match services to specific offender needs through a broad spectrum of services, the more effective they will be in meeting the probation or parole supervision objectives. Furthermore, as previously indicated, brokering services to other community service providers broadens the network of support available to the offender.

Interdependency. The benefits of networking and collaboration for community corrections are clear. But why should other agencies or citizens willingly participate in such a partnership? All community agencies are, to some extent, interdependent -- they serve many common clients and have mutual interests. Community corrections agencies are often vital referral sources for local community service providers. Considering that funding is often based on number served, and because offenders are entitled to many of these services, a collaborative relationship with community corrections is in service providers' best interests. The legal leverage and support that probation and parole officers can provide to offenders may facilitate the referral and service delivery process as well as enhance the likelihood of achieving the service goals.

Another indication of this interdependency is that community service agencies generally compete for funding from the same public coffers. Diverting funds from the local mental health agency to community corrections for the purpose of developing a duplicative or similar service would be detrimental to both agencies and the community; these funds could be used, instead, for improvement or expansion of services. A more efficient manner of service development would be to work together to ensure that services meet offender needs and to expand services within the existing mental health structure.

The community can impact the safety of probation and parole officers by being aware of their presence in the field; the community can impact the effectiveness of supervision by providing opportunities for offender reintegration.

Community corrections agencies and the community at large are also interdependent. Public safety is, to some extent, dependent on the court and corrections agencies to make appropriate decisions regarding the community placement of offenders and to minimize the risk that these offenders pose through appropriate intervention, surveillance and enforcement. In turn, the community can impact the safety of probation and parole officers by being aware of their presence in the field; the community can impact the effectiveness of supervision by providing opportunities for offender reintegration.

The prison siting process provides a good example of the interdependency between corrections and the community and the benefits of citizen involvement in the decision-making process. The siting of prisons is a highly politicized process and historically, citizens have regarded prisons as a negative. Prisons are, in an acronym, LULU's ("locally unwanted land uses" as identified by Popper, 1981). According to Ducsik (1979) the traditional approach to siting LULU's has been the "decide, announce, defend" model. This "closed system" approach, not surprisingly, generates a hostile response from the residents who must live with the facility in their community (Ducsik, 1979; Krause, 1992; Carlson, 1992). An "open system" approach to prison siting, however, can lead to the establishment of a supportive association between the prison and community; reduce stress to those

associated with the facility; and enable the development of offender reintegration programs (Johnson, 1987; ACA, 1984; Duffee and Wright, 1990). Jacobs (1983) cites the case of Vienna, Illinois where an attitude of receptiveness and respect exists between the correctional facility and the community. The facility has offered concrete benefits to the community including evening classes at the prison for local residents, an offender operated ambulance service, local school classes taught by offenders and softball games refereed by offenders (Krause, 1992).

Resource advocacy. Like all other publicly financed programs, correctional options programs face the challenge of garnering funds from increasingly restricted funding sources. This places them in an atmosphere of keen competition for the limited amount of money available. According to Wanat (1978), agency budgets are largely influenced by two factors: 1) the merit of the request; and 2) the nature of the agency's constituency. Thus far, for correctional options, the focus has been on establishing the merit of the request alone based upon the overcrowding of prisons and the costs of institutionalization. The second factor has been largely ignored.

Correctional options programs have two subset constituencies: those to whom they provide direct services — offenders; and those to whom they provide the indirect service of ensuring public safety — the community. To ensure that they receive the much needed funds to continue operating and to expand and improve services to offenders, these programs must inform and involve their indirect constituents. If citizens are aware of the need for and the benefits of correctional options in their community, they will voice their support. Wanat states that the more vocal the constituency of an agency the greater the chance of its increased funding. As corrections agencies are more successful at reducing recidivism and increasing public safety, they enhance their credibility among their constituency and establish themselves as valued assets within the community.

Accountability. Prior to enlisting public support, community corrections agencies must have a clear understanding of their organizational values, mission and goals and be able to communicate them to others. They must also be able to demonstrate positive results. Networking and collaboration with citizens and other community service agencies can, therefore, promote organizational accountability.

One way to communicate organizational aims and accomplishments is to establish specific performance-based measures and to share the outcomes with the community. For example, an interested citizen or community agency could examine performance-based measures such as those reported in Figure I-5 and reasonably conclude that the agency is concerned about the rights of crime victims and facilitating behavioral change in offenders, and that the agency produces positive outcomes in these areas.

Figure I-5

Sample Performance-Based Measurements

Fiscal Year 1995

- 82 percent of victim restitution ordered was successfully collected and distributed to victims;
- 85 percent of all offenders were gainfully employed; and
- there was a 32 percent reduction in the number of positive urinalyses for offenders identified as having a drug problem.

Sharing both positive and negative outcomes will earn greater respect and credibility with all audiences. Measuring performance demonstrates a commitment to improved practices; and key information about agency struggles may elicit support and assistance for those improvements. In this manner, the community corrections agency becomes accountable to the community for effective and efficient practices, and the community becomes accountable to community corrections for support and assistance.

Community corrections agencies cannot resolve the problem of crime alone, even as it relates to the probation and parole offender population. By joining forces with citizens and other community service providers, community corrections can, however, contribute many strengths and resources to a community's crime prevention and crime control efforts. Simultaneously, networking and collaboration are powerful mechanisms for ensuring the most effective and efficient community corrections practices and for achieving organizational goals and objectives.

Guiding Principles - summary and conclusion

The 1990s have been a period of growth for community corrections in terms of increasing offender populations and responsibilities, and in terms of integrity and professionalism. A sound knowledge base has been established upon which to build credible programs and improve operations. As community corrections faces increasing challenges, it is imperative that the exploration for efficient and effective practices continue. Involving the community in this exploration is essential. Why? Because...

Crime is a community problem. Crime has devastating emotional and economical effects on our communities. To counteract this devastation it is essential that community corrections practitioners and community members alike recognize that family and community environments are contributing factors in the cycle of crime. These factors must be incorporated in a comprehensive approach to crime prevention and crime control. Informed and involved communities represent our strongest ray of hope considering that...

Informal social controls are the most effective method of reducing crime. The reduction of crime requires a proactive approach. The very nature of our criminal justice system and its legal boundaries inhibits a preventive focus -- prevention becomes the responsibility of families and neighborhoods who can establish standards of acceptable behavior and provide supportive social networks that model and reward prosocial behaviors. Community corrections agencies and practitioners can empower communities to exert these informal social controls by sharing their knowledge and skills with the community, and by providing opportunities for community members to participate in crime prevention and crime control initiatives. In fact...

Community involvement should be encouraged to the maximum extent possible. There are a multitude of ways to involve the community in our pursuit of public safety. A range of tasks requiring diverse talents can be performed at the neighborhood, organizational or direct service level. To take full advantage of the strengths and resources within the community, citizens should be invited and encouraged to participate in the planning, implementation and evaluation of programs and activities. This inclusive approach is essential since...

Networking and collaboration are necessary to significantly impact crime and maximize agency operations. The only way community corrections can meet the many and diverse needs of the offender population is to develop partnerships with citizens and other community service providers. Through these partnerships community corrections can create a network of support and services for offenders and facilitate reintegration. Networking and collaboration lead to the effective and efficient use of community resources and promote organizational accountability by forcing community corrections to communicate what they do and demonstrate positive results.

These four guiding principles set forth compelling reasons for involving the community in correctional options. They provide a foundation for future program development -- a future that includes a comprehensive community-oriented approach to crime prevention and crime control. The next section of this manual will build upon these guiding principles and provide a framework for action.

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II. Community Involvement as an Organizational Value

The recent visioning process conducted by the American Probation and Parole Association revealed a strong consensus regarding the need to involve the community in correctional options.

> *Community corrections agencies are committed to investing significantly more energy in building community partnerships through ongoing education and collaboration. Informing and engaging the community will lead to a broader sense of ownership of community justice and the effective coordination of community services. It will contribute to prevention, promote communication and enhance the visibility and understanding of community corrections' mission (APPA, 1995, p. 9).*

This section of the *Handbook* is about making it happen in your agency by putting the *Guiding Principles* into practice. "Making it happen" requires structure, support and skills.

Police Chief Nicholas Pastore, the leader of community policing in New Haven, Connecticut states that "community policing is a philosophy as opposed to a program" (as cited in Jones, 1995). Likewise, community corrections agencies must have an underlying philosophy regarding community involvement upon which all agency practices are based -- from hiring personnel to measuring results. Involving the community goes far beyond the mere modification of existing policy or program development (Community Policing Consortium, 1994; California Probation, Parole and Corrections Association [CPPCA], date unknown). It requires an extensive exploration of organizational values and a realignment of goals and activities to reflect those values.

Community Involvement as An Organizational Value discusses:

- barriers to community involvement in community corrections;
- customer and product analysis;
- incorporating the community into the organizational structure and operations;
- facilitating internal role changes; and
- a lesson on promoting and managing change.

Involving the community will be much less complicated once an agency has taken steps to define their values and ensure that their practices are in concert with these values. Agency personnel will be more committed to working with the community; and the community will be more receptive to working with an agency with values and practices that reflect concern and respect for the community.

Barriers to community involvement

Probation in the United States started with one man, John Augustus, who stood before the court and advocated for a suspension of an offender's sentence during which time Mr. Augustus would counsel the offender and assist him in life problems such as finding employment or securing a home. Mr. Augustus' philanthropic actions stemmed from his strong belief in giving people a second chance and assisting them to become productive members of society by offering caring and supportive relationships. Even then, Mr. Augustus was misunderstood by the rest of the community and suffered alienation and harassment. Despite the threat of losing everything he worked for, he did not give in to these negative forces; he stuck to his beliefs and continued his work supervising convicted offenders in the community. In the end, he was rewarded by reformed offenders offering their assistance and support, and other people volunteering their time to continue his work (Augustus, 1984).

The first step in managing a force is to recognize it — to understand its nature, its impact. There are several factors about the very nature of probation and parole services which make it difficult to involve the community in their mission.

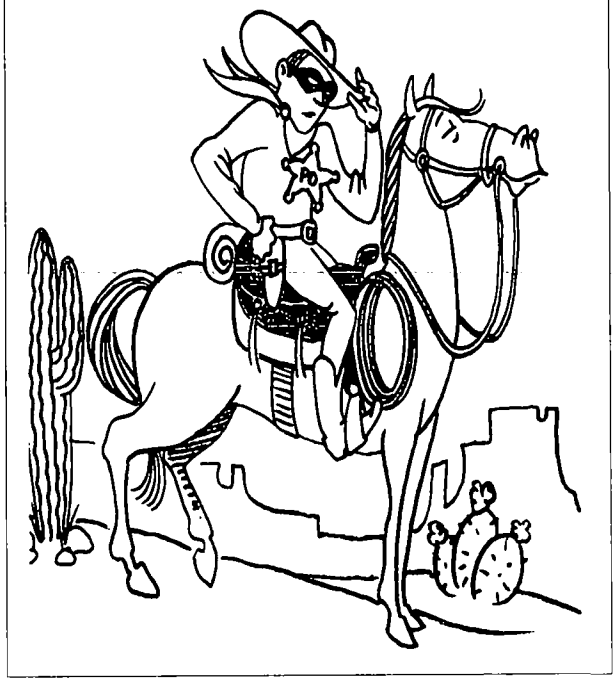
Like in the days of John Augustus, many internal and external forces impact the criminal justice system, its operation and its ability to take independent actions (NIC, 1991). Also like with John Augustus, willingness to take risks and clarity of purpose will assist criminal justice professionals in managing these forces in a way that leads to success.

The first step in managing a force is to recognize it — to understand its nature, its impact. There are several factors about the very nature of probation and parole services which make it difficult to involve the community in their mission.

First, probation and parole are unknown by the community as service providers. While probation and parole provide direct services primarily to those who have been convicted of criminal conduct, their services indirectly affect everyone in the community. In most cases, unless by unfortunate circumstances someone comes into direct contact with probation and parole services, the general public either does not know such an agency exists or does not understand the functions of the agency.

> *We don't have what the media refers to as 'good visuals.' Probation has no dramatically overcrowded jails through which to lead tours; no uniforms resplendent with badges and weapons; no judicial robes. It's hard for the public to see what we do. We're everywhere, yet often invisible. We have no trademark, no symbol by which people recognize us (CPPCA, n.d.).*

Figure II-1: The Unknown Service Provider



Second, in addition to a lack of "good visuals," the nature of the service provided by probation and parole is viewed negatively by a large segment of the population. Probation and parole are not in the business of serving "deserved" constituents such as the disabled, the elderly, or neglected children. (Although offenders may be among these populations.) The populations directly served by probation and parole have committed criminal offenses; thereby, placing them on the lowest rung of the ladder of American society. They also have "uncomfortable" problems such as substance abuse,

illiteracy and sexual deviance. All this combines to alienate offenders from their communities, and probation and parole agencies from the majority of people to whom they provide their service of ensuring public safety.

Figure II-2: Nature of Services

A third factor hindering community involvement is that public relations efforts are often directed from outside probation and parole. Information on probation and parole operations is generally not relayed to the public unless an offender under community supervision commits a heinous crime. Suddenly, with the reporting of an offender's failure, probation/parole services are thrust into the public eye in a decidedly unfavorable light. Obviously, these situations do not provide the best opportunity for probation and parole to demonstrate to the public the worthwhile and diligent services they provide to the community.

How does being unknown, alienated and misrepresented affect us and what we do?

- It limits our personal power by creating resentment.
- It limits resources for offenders.
- It endangers officers and communities.
- It limits the power of public support.
- It leads to bad public policy.

Figure II-3: Misguided Public Relations

These effects and the interrelationships among offenders, the criminal justice system, and the public insist that community involvement is given top priority. The public must be made aware of the resulting benefits each time an offender can be safely managed within the community or successfully reintegrated after a period of incarceration, and of their important role in that success.

But to sell that, we have to believe it ourselves; we need to start in our own back yard and clarify our values and purpose. Much of the general public's confusion over the function of community corrections is because "even among practitioners of probation there is confusion, loss of will, lack of enthusiasm about what their jobs are, what they mean and what they can be. The product is fuzzy; the salespeople are unconvinced" (CPPCA, n.d.). Before we can ask for public support, we need to participate in an honest, thorough assessment of our organizational values and practices and ensure their consistent delivery. Then, and only then, can we involve the community in correctional options in a manner that will assist probation and parole in overcoming the barriers outlined above. The remainder of this section of the *Handbook* will guide agencies through considerations and actions required to merge this visionary element with reality.

Customer and product analysis

As total quality management initiatives and "reinvention of government" became popular so did the awareness that public organizations have both internal and external customers (Osborne and Gaebler, 1993). Hence, customer satisfaction is being introduced as a key objective for community corrections.

Community corrections' traditional focus on the offender often causes the public to feel as if community and victim concerns are superseded by the welfare of offenders (Barajas, 1993). It also causes confusion over who our customers are -- offenders or the community. While offenders certainly benefit from the services we deliver, these services, whether they be intervention, surveillance or enforcement are performed in the name of public safety, even rehabilitative services which are clearly offender-focused. Public safety is our ultimate goal and the community and its individual elements are the recipients of that service.

> *A recognition of who our customers are does not negate the importance of maintaining effective responses to clients. There may be times when what best serves the client may clash with customers' expectations. This circumstance may call for the agency to meet the client's needs first and seek to create a customer base through education and persuasion (Barajas, 1993, p. 3).*

The first step in adopting community involvement as an organizational value is to begin identifying community elements and their respective needs and expectations, and to reiterate the valuable services that we provide to the community. This can be done by answering several critical questions:

- Who is the community?
- What are their needs/expectations?
- What products or services do we deliver in meeting those needs/expectations?
- How are these community needs/expectations and our products and services interdependent?

Worksheets appearing on pages 48-51 provide a format for recording answers to these questions and can be used as guides for an agency-specific analysis.

Who is the community?

According to the American Heritage Dictionary, Second College Edition, community can be defined as:

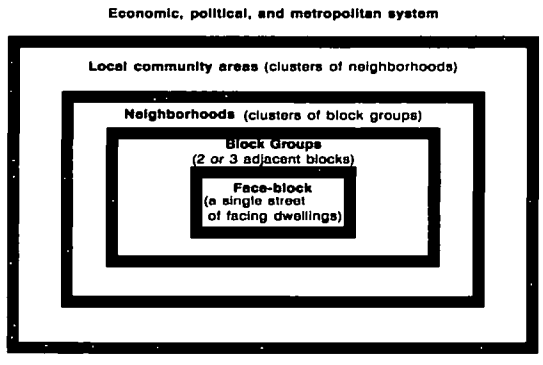
- a group of people living in the same locality and under the same government;
- a group or class having common interests (e.g., the scientific community); and
- society as a whole, the public.

A community consists of neighborhood residents, local government officials, local businesses, schools, hospitals, social service agencies, and social groups all with diverse values and concerns (Community Policing Consortium, 1994). They all, however, have a stake in the community's safety. The key is for community corrections to develop methods of addressing the diverse, and sometimes conflicting, interests of these various community elements while remaining focused on "the fundamental issue of public safety and quality of life" (Community Policing Consortium, 1994, p. 15).

Earls and Reiss (1994) describe communities as a set of nested boxes representing different levels, or units of community (see Figure II-4) each with more breadth and varying degrees and types of influence over criminality and quality of life. For instance, a face-block defines the universe for young children and, therefore, influences early childhood development. Neighborhoods, typically small, homogeneous areas, vary in class structure and personal, family and organizational networks which can either push individuals toward criminality or help them avoid it.

Figure II-4

Nested Boxes - Earls and Reiss (1994)



A careful examination of these various levels of community may influence community involvement strategies for community corrections. For instance, the Division of Probation and Parole in Wisconsin has established several community-based satellite offices in small, homogeneous, geographically defined, high crime neighborhoods. Officers assigned to these neighborhoods have first hand knowledge of the environmental factors affecting criminality and quality of life, and by developing cooperative relationships with community members and agencies they have become involved in proactive problem-solving of individual, family and neighborhood issues (Malone, 1994). Furthermore, the Wisconsin Division of Probation and Parole in Madison has developed an additional resource for a poverty-stricken, high crime neighborhood by drawing on the strengths of a nearby middle to upper class neighborhood which has a stake in the safety of the larger community (J. Ladinsky, personal communication, April 1, 1995).

Other community involvement strategies may focus on the broader economic, political and metropolitan system encompassing each community. These strategies may target a "community of interests," such as local social service agencies interested in the problems of drug and alcohol abuse, for the purpose of enhancing educational and treatment services available to offenders and the local community; or local businesses for the purposes of job development for offenders.

The first step, then, is to define the community as it relates to your agency. It may be helpful to begin this process by identifying:

1) distinct community units (e.g., neighborhoods, municipalities, counties);
2) peer agencies (i.e., other law enforcement or criminal justice agencies);
3) social service agencies;
4) local institutions (e.g., churches, schools);
5) neighborhood or social groups active in the community;
6) government officials; and
7) residents and community leaders.

The format provided in Figure II-5 may prove useful for identifying various community elements.

Figure II-5

Identifying Community Elements (e.g., Peer Agencies) Using a Hypothetical Jurisdiction

Community Elements	High St. Neighborhood	Five Points Neighborhood	Springfield City	Franklin County
Law enforcement agencies/officers	Officer Smith - Neighborhood Police Officer	Officer Jones - Neighborhood Police Officer	Springfield Police Department	Franklin County Sheriff's Department
Courts/Judges			Springfield Municipal Court -Judge Kerns	Franklin County Common Pleas Court - Judge Maple - Judge Howard - Judge Kendall Franklin County Juvenile Court - Judge Thomas - Judge Lewis
Jails/Prisons			Springfield City Jail	Franklin County Jail High Point Minimum Security Prison
Other Community Corrections Agencies			Springfield Municipal Court Probation Department	Franklin County Juvenile Probation Department
Prosecutors			Springfield City Prosecutors - Mr. Lloyd	Franklin county Prosecutor's Office - Ms. Lake
Public Defenders				Public Defender's Office - Mr. Graves

This process can be conducted as a group by listing those elements familiar to community corrections personnel. The list can be expanded as the community involvement initiatives continue and additional elements are identified. Please see the supplemental materials at the end of this section, pages 48-51, for worksheets and complete columns one through five. Simply photocopy the blank worksheet if more space is required for additional community units or elements.

The next step is to develop a clear understanding of the interdependencies between your agency and the community. This can be done by examining community needs and expectations and agency products and services.

What are the community's expectations?

Many of our political leaders and government officials are unclear about what the community really wants and expects from the criminal justice system. Public opinion polls suggest that policy makers vastly overrate the public's desire for punishment (Doble, 1987; Cullen, Cullen and Wozniak, 1988; Tilow, 1992). What the public wants is to feel safe in their own communities. The Edna McConnell Clark Foundation (1993) cites the following similarities among the findings of a number of public opinion polls:

- The public views rehabilitation as a primary purpose of criminal sanctions.
- The public consistently supports treatment for drug-addicted offenders.
- The public may prefer a strict form of community supervision over prison for offenders who are not a threat to their safety.
- After given information about individual offenders and their crimes, the respondents were more likely to support the use of community-based sanctions.

These findings can serve as a starting point for analyzing community expectations. However, because each jurisdiction varies in terms of community attitudes and degrees of tolerance, it is essential that community corrections agencies attempt to identify their community's specific expectations. This may be the first task requiring completion to fully integrate the community into agency structure and operations. Several methods for ascertaining the community's expectations will be discussed in the following chapter, *Mobilizing the Community*.

Because each jurisdiction varies in terms of community attitudes and degrees of tolerance, it is essential that community corrections agencies attempt to identify their community's specific expectations.

To begin identifying specific needs and expectations of the community as a whole and of the individual elements, turn to the worksheets and complete column six. The various community elements may have different needs and expectations. For example, the jails may depend on community corrections for reducing crowding by processing revocations in a timely fashion; social service agencies may depend on community corrections as a reliable referral source; and a specific high crime neighborhood may depend on community corrections for maintaining order through surveillance and enforcement activities.

What products or services do we deliver in meeting those expectations?

Community corrections products and services include:

- probation and parole investigations and court reports which help to determine appropriate case dispositions (sentencing, release from prison, responses to supervisory violations);
- low-cost alternatives to prisons and jails;
- offender classification for determining appropriate levels of supervision based on the risk presented by offenders;
- rehabilitative services designed to address offenders' criminogenic needs and reduce risk;
- control within the community through surveillance and enforcement techniques;
- a brokerage service for community resources (e.g., referrals, monitoring offender progress, encouraging participation);
- collection of fines and court costs;
- collection and disbursement of restitution to victims;
- free labor through the performance of community service hours; and

- victim services including notification, assessment of victim impact, mediation, and referrals to services.

This is not an exhaustive list of products and services. Your agency may offer unique products and services. Completing column seven on the worksheet will assist in the identification of many products or services that community corrections provides to the community and its individual elements.

How are these community needs and our products and services interdependent?

For the purposes here, it may be helpful to think in terms of:

- What each of the identified community elements need/expect from community corrections (i.e., column six)?
- What are they currently getting (i.e., column seven)?
- What do we need/expect from them in order to effectively deliver these products and services? (Complete column eight).
- What are we currently getting? (Complete column nine).

Answering these questions serves several purposes:

- it provides a format for internally clarifying what community corrections does for the community and provides a "selling point;"
- it clarifies what these various community elements do for community corrections and reinforces the need for their support;
- it clarifies community corrections needs and provides information that allows them to prioritize efforts at building community partnerships; and
- it indicates areas where community corrections can improve services to the community.

Once we know who we are and what we can deliver, and know who our target audiences are, we can go about mapping strategies to get to where we want to be. We must make some solid decisions about what we need, why we need it, where it's going to come from and how we're going to get it. We have to be clear and specific, honest and accountable (CPPCA, n.d.).

Upon completion of this customer and product analysis, we can begin to educate the community and collaborate on ways to enhance public safety. The next section will build on this analysis by suggesting ways in which to incorporate the community's needs, expectations and support into our organizational structure and operations.

Incorporating the community into the organizational structure and operations

Barry Nidorf, Chief Probation Officer of Los Angeles County Probation Department (1993) discusses the minimal efforts of community corrections to reach out to the public and other community agencies, and the somewhat adversarial attitudes that have developed among community corrections practitioners toward these groups. He sees this changing...

> *Virtually all community corrections practitioners recognize the need for customer-focused outreach efforts. Such efforts involve interdependence among community corrections agencies and all their publics and peer agencies to: 1) define a sense of mission that is relevant to community expectations; 2) create a clear and compelling organizational identity and public image; and 3) implement crime control strategies and programs that benefit all (p. 6).*

The purpose of this section is to provide a framework for agencies to assess their organizational structure and operations as it relates to involving the community. The development of a comprehensive philosophy upon which agency programs and practices are based requires the examination of the following:

- values inherent in the agency;
- the agency mission statement;
- goals of the agency;
- activities performed to accomplish the goals; and
- measures for determining how well the activities are being performed and what impact they are having.

Alignment of these key organizational practices enhances an agency's chances for successfully involving the community in a long-lasting and purposeful way.

Of critical significance is the involvement of line personnel and supervisors in this developmental process. It is line officers who will be interfacing with the community on a daily basis. Involving line staff can change their perceptions of the proposed change from one that is threatening to one that offers opportunity. By inviting, and valuing, officer input, agencies can identify meaningful ways to involve the community in the organizational mission.

Alignment of these key organizational practices enhances an agency's chances for successfully involving the community in a long-lasting and purposeful way.

Throughout this section, the Vermont Department of Corrections will be used as an example of an agency which has undergone a recent "reinvention" to illustrate the new emphasis being placed on the community.

> *1994 and 1995 will not be forgotten for some time in the history of the Vermont Department of Corrections. 'Vermont Department of Corrections has embarked on a new course in corrections rooted in the belief that prisons frequently fail to serve society's needs and that a vital component — **the community** — has been missing from our criminal sanctions' (The Community, Winter, 1995). During this period the Department of Corrections has virtually taken a "wrecking ball" and demolished a one-hundred-year-old organizational structure arranged around two rather ancient institutions: prison and probation. Until now, these were the only sentencing options available (Dooley, 1995).*

While your agency may not require restructuring, an exploration and clarification of agency values and practices is essential to effective public advocacy. Several exercises appear on pages 52-57 to guide agencies through this exploration and to facilitate the community's integration into community corrections.

Values

The most critical step in community involvement initiatives is to clarify and communicate agency values. Values shape decisions, actions, and consequently, results, for individuals and organizations. A hypothetical probation agency might have a mission statement, "to build community partnerships" but if that organization does not really *value* the community's input it will not be practiced.

> *As the largest component of the correctional system, community corrections must be committed to caring rather than merely serving. Not only must we provide high-quality services for offenders, but we must truly care about the communities from which they come and that our agencies are part of. Whatever outcomes we hope to achieve through our services must be measured by the overall effect on the common good and well-being of the community (Barajas, 1993, p. 2).*

"The guiding values central to community policing are trust, cooperation, communication, ingenuity, integrity, initiative, discretion, leadership, responsibility, respect, and a broadened commitment to public safety and security" (Community Policing Consortium, 1994, p. 25). Values serve as the motivating force behind agency policies and practices, from hiring officers, to the case supervision of offenders, to monitoring and evaluation. Establishing and articulating values conveys a positive identity and promotes an understanding about the beliefs and priorities of an organization to both internal and external stakeholders.

Exhibit II - 1

Organizational Values and Professional Principles

Vermont Department of Corrections

Values:

Responsibility
Commitment
Integrity
Judgement
Creativity
Enthusiasm
Compassion

Professional Principles:

We believe

- ★ That people can change.
- ★ That treatment and education contribute to positive change.
- ★ That community participation and support is essential for the successful delivery of correctional services.
- ★ In the Inherent worth and dignity of all individuals.
- ★ In treating people with respect and courtesy.
- ★ In teamwork and the process of continuous improvement.
- ★ In professional self-improvement.
- ★ In the placement of offenders in the least restrictive environment consistent with public safety and offense severity.
- ★ In fairness throughout all decision making.
- ★ In respect for the liberty interest, rights and entitlements of the individual.
- ★ In individual empowerment.
- ★ In non-violent conflict resolution.
- ★ In maintaining a safe and secure environment.
- ★ In the value of individual,cultural and racial diversity.

Mission

Mission statements set forth, in broad language, the organization's ultimate purpose. They clarify an organization's strategic intent, its reason for being. The lack of a clear mission can lead to serious organizational repercussions; confusion about what business an organization is in is commonly associated with reactive management, confused operations, and ineffective services. Mission statements must steer planning and operations toward desired outcomes. A mission statement should clarify organizational intent — e.g., "build community partnerships" without spelling out how it will be done — e.g., "through public relations."

As is the case in community policing, integrating the community in agency missions and operations may change, or refocus, the mission and role of community corrections from the more traditional reactive and enforcement approach to a more proactive and preventive approach.

> *The community policing philosophy reaffirms that proactive crime prevention, not merely responding to calls for service, is the basic mission of the police. Community policing fulfills this mission by maintaining a visible police presence in neighborhoods, undertaking activities to solve crime-producing problems, arresting law violators, maintaining order, and resolving disputes. At the same time, community policing is anchored in the concept of shared responsibility for community safety and security. In community policing, the police and citizens are partners in establishing and maintaining safe and peaceful neighborhoods (NIJ, 1992, pp. 2-3).*

Considering the major restructuring that can result from integrating the community in the mission of community corrections, an inclusive approach to mission development is all the more imperative. See Figure II-6 for guidance on mission development. The newly developed mission statement in Exhibit II-2 reflects the importance of considering and involving the community in the agency's planning and operations.

Figure II-6

Essential Elements in Mission Development

APPA's Issues Committee

Initiative and involvement of top leadership. The initiative and support of top leadership is essential to developing and operationalizing a meaningful mission. However, the agency mission should not simply mirror an administrator's goals.

Broad-based involvement of staff in the development process. Involving staff in the development of an agency mission clarifies the purpose(s) of community corrections and promotes buy-in. Staff can then develop and implement methods with the intent of achieving the organization's mission.

Broadly stated. Imbedded within the mission is a set of implicit or explicit values. NASA's famous mission, "to put a man on the moon by...," was clear and broadly stated. It implied the value of space exploration and science. It did not specify how that mission was going to be achieved.

Achievable. NASA's mission was believed to be achievable. Defining a mission that is not reasonably achievable — "to eliminate crime" — sets the stage for almost certain failure. At the other extreme, a mission that sets forth minimal expectations would not be very inspiring.

Considers customers and stakeholders. Community corrections agencies exist to provide products or services which satisfy the needs of customers. An agency that defines a mission which ignores or is contrary to the needs of its customers will be short-lived.

Linked to methods of achieving goals. Missions should guide operations and performance measures. Methods that contradict or fail to support the mission of an organization will produce unintended results.

Periodic review. Missions, customers' expectations, and external and internal conditions change. A common practice in community corrections is reference to missions which no longer reflect the agency's interests or those of their customers.

Exhibit II -2

Agency Mission Statement

Vermont Department of Corrections

The Vermont Department of Corrections, in partnership with the community, serves and protects the public by offering a continuum of graduated sanctions and risk management services.

This is accomplished through a commitment to excellence that promotes continuous improvement, respect for diversity, legal rights, human dignity, and productivity.

Goals

A broadly stated mission, while desirable, can be overwhelming. Clarifying organizational goals, begins to bring the mission into focus and break it down into manageable, achievable components. Exhibit II-3 provides sample goals that map out the future and provide a measure of success. They specify the intentions of the agency and direct organizational activities.

Exhibit II - 3

Sample Organizational Goals

Vermont Department of Corrections

1. Involve the community in the criminal justice process.
2. Achieve a high rate of program completions by offenders.
3. Provide meaningful consequences and accountability that reduces criminal justice processing time.
4. Increase the use of community resources to serve the target population.
5. Provide opportunities for victims and community citizens to confront offenders for the purpose of promoting victim empathy.
6. Effect a high degree of victim and community compensation, resolution, and satisfaction with the criminal justice process.

The importance of goal clarification cannot be understated. Goals that are overly ambitious or conflicting can create organizational confusion; one goal may be achieved at the expense of another. Intensive Supervision Programs (ISPs) have encountered this problem: The more stringently ISPs impose the punitive conditions (as a means of providing an intermediate punishment and increasing public protection), the more likely they are to exacerbate prison crowding and to approach the costs of imprisonment (Turner and Petersilia, 1992). This type of scenario threatens organizational credibility and causes people to question the true value and purpose of community corrections programs.

One solution to this problem may lie in specifying and differentiating short- and long-term goals. For example, goal #6 in Exhibit II-3 may be designated as a long-term goal to be achieved within one year, while goals #4 and #5 may be short-term goals to be achieved within 90 days. This may also help to sustain interest and commitment to involving the community. "Easy wins may make the best openers. These would be changes for which it should be possible to build the broadest base of support... meeting some of the easier goals may help prepare the organization for the more difficult ones" (Wycoff and Oettmeier, 1994 as cited in Community Policing Consortium, 1994).

Activities

Selecting methods, or activities, that support the agency's stated goals is the next step in establishing community involvement as an organizational value. These activities should not be performed haphazardly, but rather within the well-defined framework established through community-oriented values, mission, and goals.

Integrating community involvement with offender supervision. Community involvement activities should be fully integrated with offender supervision strategies by:

- assessing and targeting family and community factors contributing to offenders' criminality;
- networking with families, neighbors and other community representatives to collect and share information; and
- working in the community to expand educational and employment opportunities and enhance community attitudes.

Specific community involvement strategies. There are numerous activities that can be performed by community corrections personnel to reach out to the community, and by citizens and

community groups to support community corrections. These activities will be briefly introduced here and discussed in more detail in section five of this *Handbook*, *Program Highlights*.

Public relations. Public relations efforts are simply defined as developing two-way communication between the agency and the community. Public relations efforts need not be expensive or time-consuming, and they can draw on the natural talents present within the community corrections agency. Some traditional strategies include:

- maintaining a customer service orientation;
- developing a speakers' bureau;
- developing specific public relations materials;
- issuing press releases; and
- holding news conferences.

These strategies can be combined to reach wide-ranging segments of the community.

Participation in more non-traditional public relations strategies is increasing among community corrections professionals. These activities include:

- neighborhood development activities such as paintouts, trash pickup, and home repairs;
- conducting or attending town hall meetings;
- participation in ongoing neighborhood crime prevention programs;
- adopt-a-school programs; and
- other volunteer services.

Participation in such community activities reflect well on the individual and the agency, and should be encouraged to the fullest extent.

Volunteers. As discussed in section one of the *Handbook*, there are numerous roles that volunteers could play within community corrections, from assisting with paperwork, to providing direct services to offenders, to developing and overseeing a community corrections plan. Volunteers are invaluable to fulfilling community corrections' mission. They provide a base of support for community corrections and supplement the human resources required for effective offender supervision.

Citizen advisory boards. The use of citizen advisory boards emerged with the advent of community corrections acts. Many jurisdictions are required by statute to form advisory boards which generally consist of a combination of representatives from various criminal justice and law enforcement components (e.g., courts, prosecutors, police departments) and lay citizens. These advisory boards primarily assist with planning and oversight of community corrections plans. Some advisory boards are involved in recommending offenders for placement in community corrections and for devising supervision plans. Citizen advisory boards serve as a mechanism for holding community corrections agencies accountable to the community, provide a powerful network of support, and are often influential in securing human and financial resources for the agency.

Community coalitions. Social service agencies within a community share many common concerns and clients. Community coalitions, or task forces, are often established to address specific issues such as domestic violence, drug abuse or youth violence. The objectives of such coalitions include streamlining the referral and delivery of services, maximizing community resources, and providing a formal mechanism for networking and collaboration. Community corrections personnel can contribute their knowledge and skills to these coalitions; in turn, they can gain expertise in the area of concern and enhance the accessibility and effectiveness of services for offenders.

Neighborhood placement. A new trend emerging as a way to return probation and parole to their roots in the community involves the placement of probation and parole agencies or officers within high risk communities. In this way, officers can perform their jobs more efficiently. Their increased familiarity the community, its residents and resources, in many cases, allows them to resolve problems before they lead to criminal activity.

Restorative programming. Restorative justice is an emerging paradigm in community corrections. Agencies are increasingly concerned with holding the offender accountable for their offense through the restoration of victim and community losses incurred. Programmatic aspects of this new paradigm include victim-offender mediation, restitution and community service.

Direct offender services. Offenders' needs are many and diverse. In an effort to meet these needs, agencies are turning to the community for help. Other social service agencies are being called upon to address the varied educational and mental health

needs of offenders. Mentoring programs are also a popular solution to individualizing services. Through networking and collaboration with individuals and other community agencies, community corrections is successfully expanding and improving services to address the varied risks and needs of offenders.

Exhibit II - 4

Agency Activities

Vermont Department of Corrections

Public Opinion Survey - as a means of identifying and addressing the community's needs, public opinion research was conducted to survey Vermont citizen's opinions with regard to crime and justice issues. The results of the survey showed strong support for programs with a reparative emphasis, and which involved the community and citizens in the process.

Reparative Probation - this program serves as a sentencing option for the court and targets non-violent offenders. The program's emphasis is on the offender accepting responsibility and making victims and communities whole again. They can do this by paying restitution to victims, performing community service, participating in victim offender mediation or victim empathy programs and by completing various rehabilitative programming.

Community Reparative Boards - citizens are recruited to participate on community reparative boards which are responsible for selecting reparative activities to be completed by the offender, determining satisfactory completion of reparative activities, and recommending case actions (e.g., discharge, violation, continued supervision) to the Court.

The Community Newsletter - a quarterly newsletter, prepared by the staff of the Department of Corrections, is disseminated to department personnel, government officials, and other criminal justice stakeholders including community members. The newsletter includes departmental updates, motivational and informative articles, and staff and volunteer recognition.

These are just a few of the ways to involve the community and achieve agency goals. Agencies are becoming more and more inventive when it comes to tapping the valuable resources within the community. The primary factor to consider when planning and prioritizing your community involvement activities is whether or not they assist agencies in achieving organizational goals and address community needs and concerns. As can be seen in Exhibit II-4, the Vermont Department of Corrections has implemented several activities to support their organizational values, mission and goals.

Performance-based measurement

Evaluating the impact of community involvement initiatives is imperative. It demonstrates commitment to the community and promotes both agency and community accountability. Petersilia (1993) has stated, "once the agency has identified its goals and the methods it uses to address each goal, it can specify objective (measurable) criteria that determines the extent to which the activities are being performed" (p. 8).

Performance-based measures provide agencies with a mechanism for assessing what agencies do and how well they do it. There are two types of performance-based measures:

1) process measures - was the program implemented as designed; and
2) outcome measures - did the program or practices achieve the desired results.

Both process and outcome measures are needed to measure the effectiveness of community involvement. Examining processes helps to explain why such effects were produced, and how processes can be modified to produce desired outcomes (Blalock, 1990). Process measures for Vermont's goal #1, "involve the community in the criminal justice process," may include:

- the number and type of volunteer recruitment methods implemented;
- the number of Community Reparative Boards established across the state;
- the demographic make-up of the Community Reparative Boards;
- the number of cases heard by Community Reparative Boards during the fiscal year; or

- the extent of media relations occurring through the year.

Outcome measures are needed to assess a program's impact. The seven principles of results-oriented government (Osborne and Gaebler, 1993, pp. 146-155) illustrate the importance of measuring results (see Figure II-7). Outcome measures for Vermont's goal #1 could include:

- an increase in the number of volunteers working with the agency;
- increased volunteer retention;
- the rate of Community Reparative Board orders being successfully completed by offenders; and
- the rate of recidivism among offenders participating in the reparative probation program.

For more in-depth information on the development and implementation of performance-based measurements, please see Boone, H.N. & Fulton, B. (1995). Results-Driven Management: Implementing Performance-Based Measures in Community Corrections. Lexington, KY: American Probation and Parole Association.

Section One of this *Handbook* included a discussion on the importance of involving the community in defining measures of success and incorporating what is important to them within the measurement strategy. By doing so, the community will be more committed to carrying out programs and activities as designed and to cooperate with any required data collection.

Figure II-7

Seven Principles of Results-Oriented Government

1) What gets measured gets done;
2) If you don't measure results, you can't tell success from failure;
3) If you can't see success, you can't reward it;
4) If you can't reward success, you're probably rewarding failure;
5) If you can't see success, you can't learn from it;
6) If you can't recognize failure, you can't correct it; and
7) If you can demonstrate results, you can win public support.

A comprehensive approach to involving the community, from clarifying values to measuring success, will lead to an enhanced public image for community corrections. The alignment of these key operational elements provides a solid basis for reaching out to the community for support. They also increase our ability to meet the community's needs and expectations and deliver our promised services. This clarification process is just the first step in the change effort. The structure and motivation must exist for putting these key organizational elements into practice. The remainder of this section will address methods for promoting and managing organizational change.

Facilitating role changes

Now that an organizational framework has been developed for integrating the community, it must be supported with role adaptations by management and line staff. Many lessons about operational changes can be learned from the community policing experience. "Community policing requires major changes in operations including: decentralization of activities and facilities, role changes for most personnel, new training, revised schedules, and an altered call-response system" (Community Policing Consortium, 1994, p. 33). Similar changes will be necessary within community corrections. An increased community focus will alter the contemporary roles of management and line staff. This section will discuss these role changes and support mechanisms for facilitating these changes.

An increased community focus will alter the contemporary roles of management and line staff.

Role changes

A review of the community policing literature reveals that community involvement will necessitate role changes and the assumption of additional responsibilities throughout the ranks.

Management. Lessons from community policing initiatives suggest that change must come from the top down with the behavior of the chief executive setting the tone for the entire organization:

> *Management must instill the agency with a new spirit of trust and cooperation that will be carried over into the relationships between the agency and its community policing partners. The early cooperation and influence of management is key to gaining support throughout the ranks (Community Policing Consortium, 1994, pp. 31-32).*

The role of a mid-manager is especially critical to community involvement initiatives. "A...unit supervisor must constantly mediate the needs of his or her personnel, the demands and rights of the public, and the overall mission of the department" (Pastore, p. 33). To meet these competing responsibilities, supervisors will require an arsenal of communication and managerial skills. Management must practice a participatory style of leadership, permit and support risk-taking, and secure resources for officers to meet community needs (D. Nevers, personal conversation, April 2, 1995). Rather than directing officers every move, supervisors should function as mentors, motivators, and facilitators which may be threatening for managers who are more comfortable with the authoritarian role and routinized operations (Community Policing Consortium, 1994).

Line officers. The role changes will perhaps be most felt by the line officer who interacts with the community on a daily basis. In addition to offender-oriented supervision and service delivery, an officer will be asked to serve as a "problem-solver, mediator, facilitator, social engineer, and generalist-leader..." (Pastore, p. 32). This may lead to a mixture of feelings including excitement about the new opportunities or fear and apprehension.

Community policing pioneers reiterate that a community focus does not imply a reduction or removal of authority or the subordination of preserving law and order, but rather that tapping into expertise and resources within communities will relieve police of some of their burdens. A parallel judgment can be drawn within community corrections -- the necessary resources for managing the large number of offenders are simply not available through traditional avenues; community involvement is designed to expand and enhance current human resources and services, not replace them. Furthermore, community policing experiences have demonstrated that interaction with the community has actually led to improved attitudes of officers toward their jobs and the community (Community Policing Consortium, 1994; NIJ, 1992).

Support Mechanisms

As can be seen, community corrections personnel within agencies shifting to a community focus will be asked to assume new roles and additional responsibilities. Many will view this new focus as an opportunity for personal and professional growth

and overdue recognition for roles they already fulfill; others will be resistant and apprehensive. Several key elements are necessary to facilitate the change effort.

Decentralization. As has been the case for police departments, centralized control aimed at ensuring compliance with standard operating procedures, has inadvertently isolated community corrections officers from the community (Community Policing Consortium, 1994). Current methods of case distribution and hierarchical lines of authority inhibit officers from getting to know a community and from addressing problems as they arise at the community level (NIC, 1993). By decentralizing operations, officers can become more familiar with the specific needs of the neighborhoods and constituents they serve and adapt procedures accordingly (NIJ, 1992).

Moving decision-making downward. Hand-in-hand with decentralization is the need to shift decision-making and responsibility downward. Moving discretion downward places more authority in its rightful place — with the officer who is most familiar with the community's problems and expectations (NIJ, 1992). Officers must have the operational latitude and departmental backing to establish a solid community partnership and to effectively meet the identified needs of the community (Community Policing Consortium, 1994).

Involvement. It is essential for management to involve staff in all aspects of the change effort. Involving staff not only increases motivation and interest, but effectively taps the resources staff have to offer. Many of the skills they have developed through offender supervision are transferable to community involvement tasks. Furthermore, employees may have access to various groups identified as essential to community corrections' success, or a means of influencing them (CPPCA, n.d.). Tapping these existing skills and community contacts may be a non-threatening place to start.

Training. The Community Policing Consortium (1994) states that all personnel must become skilled in the techniques of problem-solving, motivating and team-building and emphasizes the need for ongoing training. "The training of mid-level managers should emphasize their role in facilitating the problem-solving process by coaching, coordinating, and evaluating the efforts of patrol officers. Patrol officers must receive training that encourages and develops initiative and discretionary ability, planning, organization, problem-solving, communication and leadership skills." The training required of community corrections professionals would mirror those recommended here.

Ensuring safety. In order to conduct their jobs efficiently and effectively, community corrections officers must feel safe within the community. Increased involvement with the community could potentially expose officers to more dangers. Every precaution should be taken; at a minimum officers should be trained in self-defense, de-escalation skills, and other safety techniques, and they should be provided with communication devices to facilitate contact with the home office or law enforcement agencies. Agents actively involved in neighborhood supervision in Madison, Wisconsin have stated that they actually feel that their safety has increased because of partnerships with local police officers and the increased familiarity with residents (S. Jones and C. Knox, personal conversation, April 1, 1995).

Building community partnerships will require non-traditional hours and a flexible management style. Community corrections must move away from prescribed methods of doing business (e.g., contact standards) and allow line staff to use their discretionary abilities to determine how to best meet the needs of their caseloads within the community context.

Flexibility. Rykert (1994) addresses the importance of building flexibility into a system shifting from a closed approach to a community focus. Building community partnerships will require non-traditional hours and a flexible management style. Community corrections must move away from prescribed methods of doing business (e.g., contact standards) and allow line staff to use their discretionary abilities to determine how to best meet the needs of their caseloads within the community context. Flexibility will also assist in the prevention of burnout — community police officers have found that more involvement with a community often leads to an increase in off duty volunteer services within that community. This additional volunteer service may be beyond the scope of responsibilities but it enhances community relations

and reflects well on the community corrections organization. Flexibility in scheduling and expectations will encourage and reward this involvement and minimize burnout.

Another aspect of community involvement requiring managerial flexibility is the notion of risk-taking. "Managers cannot ask officers to be risk-takers and then discipline them when occasional mistakes occur" (Kelling, 1988 as cited in Community Policing Consortium, 1994). Managers must be able to step back from the situation, analyze possible reasons for the mishap, and coach officers on improved practices.

Performance evaluation. Performance evaluations must be adapted to correspond with the changing roles. Performance evaluations should include criteria which measures the extent to which officers are building partnerships and how effectively they are identifying and addressing community needs. Performance evaluations should shift to concerns broader than typical case management concerns. "Motivation, creativity and the ability to get things done are just some of the assets that middle managers will evaluate in their subordinates" (Pastore, 1994, p. 3). Performance evaluation should emphasize quality over quantity (Community Policing Consortium, 1994).

As stated by Osborne and Gaebler (1993), "what gets measured, gets done." Including the above mentioned criteria within performance evaluations will facilitate role changes. A system for rewarding managers and officers who are successful in involving the community also is necessary. Rewards include merit increases, formal recognition, and movement within a suitable career path. Also needed, "...is a system that rewards advancement through skill levels in the same job as much or more than it rewards advancement through the ranks" (Moore, and Stephens, 1991 as cited in Community Policing Consortium, 1994). Given the proper learning environment, structured feedback on meaningful performance criteria, and appropriate rewards, staff will work to improve outcomes and achieve desired goals.

External support. A recent article, *Cops and Community* (Gurwitt, 1995), discusses the importance of support from government officials and other government agencies to community policing's success: "Community policing can help save a neighborhood. What it can't do is save a neighborhood all by itself" (p. 17). As with the police, community corrections is just one component of a government system designed to serve the community. All of city government must be committed to community reclamation.

Most important to community corrections agencies in their efforts to involve the community, is the support of the local court and parole board. This support is essential to the officer's need for discretionary powers and a certain measure of autonomy. Furthermore, judges' and parole board members' influence and authority as community leaders will facilitate community outreach and other government support.

These support mechanisms will provide a basis for successful role adaptation for community involvement initiatives. But change is a threatening and challenging process requiring inspirational and convincing leadership. The next lesson will provide four critical steps for promoting and managing change.

A lesson on promoting and managing change

The following lesson in organizational change has been adapted from Wack, P. and Fulton, B., (1995). Dancing with elephants, Perspectives, 19(2), pp. 14-16.

As outlined above, involving the community in correctional options requires major structural and philosophical changes within an organization. It should come as no surprise if community corrections practitioners, already challenged by an extreme pace and scale of change, view further change with a degree of skepticism (Manion, 1989). But change is inevitable, never ending, and everywhere.

James Belasco (1990) likens organizational resistance to change to teaching an elephant to dance. By chaining an elephant to a stake, you can train the animal to stay in place. Even when the chain is removed and the elephant is free, it will not wander. Mr. Belasco outlines four steps to teaching the elephant to dance — or for promoting and managing positive organizational change.

Step 1: Create a vision

The first step is to know where you want to go; to create a vision for change. Change is more than rearranging; it is also redirecting one's actions and consciousness towards a predetermined goal. "Vision is a statement of what you want your organization to be. It is a simple-to-understand, inspirational, focusing statement" (Belasco, 1990). A vision statement must be clear enough to guide the decision-making of others and inspiring enough to empower them to deliver. The organizational vision statements in Exhibit II-5 certainly reflect the importance of the community's role in achieving organizational goals.

Vision is supported most when it is created through collaboration, by those who must live it. Then, the job is to keep the big picture in focus and manage the daily, incremental changes to come.

Exhibit II-5

Sample Organizational Vision Statements

APPA's Vision

We see a fair, just and safe society where community partnerships are restoring hope by embracing a balance of prevention, intervention and advocacy.

Georgia Department of Corrections

The Georgia Department of Corrections will become a primary partner in a collaborative effort among all criminal justice entities, human service providers, educators and the community in effectively preventing and reducing crime in the state of Georgia.

Vermont Department of Corrections

To be valued by the citizens of Vermont as a partner in the prevention, research, control and treatment of criminal behavior.

Step 2: Build a sense of urgency and provide guidance

Change is uncomfortable. As in the case of the elephant, the tendency is to stick with the old ways because it feels more secure. Reaching out to the community, inviting them in, can create fear and uncertainty. But by building a sense of urgency others come to realize that community involvement is essential and that the closed-system approach is no longer acceptable. Urgency can be created by posting citizen complaints and bad press, giving staff budget information, and circulating information on what other organizations are achieving by involving the community.

Once people recognize the need for change, they need careful guidance. They need to know not only what needs to go, but also what should replace the old behavior. This is done by giving permission to experiment with new behaviors and most of all by modeling them.

Step 3: Anticipate obstacles

Common obstacles are:

1) A lack of patience - change takes time, particularly change of the nature being proposed here (i.e., community involvement) where it is dependent on internal and external changes in attitudes and behaviors. To keep the vision alive, people need continuous short-term validation. They need to experience progress and success; hence, the value of short-term, achievable goals.

2) Exaggerated expectations - it must be recognized that gaining community support will not happen overnight, nor will it resolve all of our organizational problems. There are no instant cures. Base expectations in reality.

3) Carping skeptics - a common example of a skeptical remark about educating and involving the community is "we do not have the time, resources, or expertise to get involved in public relations." The validity of such remarks should be recognized and alternatives offered. True, our time and resources are limited; but we have to expend time and resources to gain time and resources. And as for expertise, many of the skills required to work with offenders (e.g., interpersonal and communication skills, case planning skills) will serve agencies well in their public relations efforts. These talents need to be identified, developed and rewarded.

4) Procrastination - often people do not see the new way as part of the "real job." Networking with community members and organizations is a time consuming task that sometimes seems removed from the day-to-day management of offenders. To demonstrate a commitment to this vision element managers must create a vision-supporting environment. They can suggest activities which are doable and simple; support people when they take these steps; and make sure it is recognized in performance evaluations.

5) Imperfection - remember the words of Don Shula, coach of the Miami Dolphins, "success isn't final and failure isn't fatal." The goal should be constant improvement, not perfection. We all make mistakes. Personal and professional growth comes about by recognizing them, learning from them, and discussing them in a supportive environment.

Step 4: Evaluate performance

The more people are involved in developing mechanisms for evaluating their performance, the more committed they will be to maximizing performance and realizing goals. Performance-based measurements such as those outlined previously will facilitate the achievement of positive results and further the commitment to involving the community in correctional options.

The change process is cyclical rather than linear. Two steps backward will be taken for every three steps forward. But with broad-based deliberation, activities calculated to support a predetermined vision, and institutionalized support, change can be successfully managed.

Community involvement as an organizational value — summary and conclusion

We all face barriers in the work we do. Our attitudes toward those barriers will determine the extent of their impact on our performance. As community members ourselves, we share other residents' concerns. As community corrections personnel, we know their are interventions that can make a difference. This dual role, places community corrections personnel in a pivotal position to educate the public and motivate them to become involved in crime prevention and crime control activities.

This module was designed to guide groups through exercises to clarify the agency purpose, to unite colleagues, and to rejuvenate commitment to improving the safety of our communities. It was designed to remind practitioners of agency and personal strengths and of the value of the services that community corrections provides.

The first step, customer and product analysis, provides an opportunity to step back and take a look at what services community correction *does* provide, and at the number of people and agencies who *are* dependent on these services. It suggests that agencies view the community as the customer and that agencies become familiar with the components of the community and the varied needs and expectations.

The second step requires an understanding that involving the community is not a tangential undertaking. It is an underlying philosophy; it must become part of the organizational framework. An agency's values, mission and goals should reflect the importance of community partnerships. Activities should be designed to involve the community to the fullest extent. Performance should be measured to demonstrate the commitment to enhancing public safety and the success of community partnerships.

The third major step toward making community involvement an organizational value is to recognize that change is hard -- for agency administrators, for line personnel, for community members -- change is hard. The internal management of change will impact external relations with the community. Officers need support and recognition for trying new methods, for playing new roles. Then, they can facilitate change in community attitudes and actions. Community partnerships in crime prevention and crime control requires a degree of risk-taking. It can be fun, challenging, and growth oriented. It may change the nature of probation and parole, and enhance the image of community corrections.

Once this internal house cleaning is complete, agencies can turn outward with confidence, offering valuable services and seeking support and involvement. The next section of this *Handbook* will explore strategies for mobilizing the community.

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Community Involvement as an Organizational Value

Supplemental materials

	Community Units				Customer Expectations and Products			
Community Elements (Column 1)	(Column 2)	(Column 3)	(Column 4)	(Column 5)	Community Expectations (Column 6)	Current Prod./Services (Column 7)	Comm. Corr. Expectations (Column 8)	Current Support (Column 9)
Law Enforcement Agencies/ Offices								
Courts/ Judges								
Jails/Prisons								
Other Community Corrections Agencies								
Prosecutors								
Public Defenders								
Other Peer Agencies								

	Community Units				Customer Expectations and Products			
Community Elements (Column 1)	(Column 2)	(Column 3)	(Column 4)	(Column 5)	Community Expectations (Column 6)	Current Prod./Services (Column 7)	Comm. Corr. Expectations (Column 8)	Current Support (Column 9)
Mental Health Services								
Drug/Alcohol Treatment Services								
Children's Services								
Welfare/ Human Services								
Housing Authority								
Other Social Service Agency								

	Community Units				Customer Expectations and Products			
Community Elements (Column 1)	(Column 2)	(Column 3)	(Column 4)	(Column 5)	Community Expectations (Column 6)	Current Prod./Services (Column 7)	Comm. Corr. Expectations (Column 8)	Current Support (Column 9)
Local Schools/ Colleges								
Churches								
Other Local Institutions								
Neighborhood/ Community Groups								
Government Offices/Officals								
Informal Community Leaders								
Other Resident/Groups								

Community Elements (Column 1)	Community Units (Column 2)	(Column 3)	(Column 4)	(Column 5)	Customer Expectations and Products: Community Expectations (Column 6)	Current Prod./Services (Column 7)	Comm. Corr. Expectations (Column 8)	Current Support (Column 9)

Exercise #2 - Developing a Vision

Vision development is a process which encourages individuals and groups to expand their horizons and explore what should be within community corrections. While here, the process is applied strictly to community involvement, it could be applied to any program component or to vision development for the entire agency.

Purpose of Exercise: To guide the agency through a process allowing them to explore, or "vision" creative and innovative ideas for involving the community.

Participants: Broad-based involvement is essential. All staff, or staff representing each level of the organization, should participate in this exercise. Everyone sees things differently and offers unique ideas.

Facilitator: A skilled internal or external facilitator is needed to conduct this exercise. It is essential that the facilitator suspend judgement and remain objective, encourage participation from all participants, and keep the group moving forward toward the completion of the exercise. The facilitator must be skilled at paraphrasing statements and ensuring that each participants' contributions are represented.

Equipment/Supplies Needed: Newsprint (i.e., flip charts), tape, magic markers, stickers (dots).

Space Requirements: The room should be large enough to move around freely and to post the newsprint on the walls. Set-up should promote interaction among participants (e.g., several round tables for small groups; one large horseshoe or square configuration with room to break out into small groups).

Instructions:

A. Introduce the exercise by discussing the three ways to view the future:

1. Future as what will be - this way of thinking about the future sees the future as in the hands of others. The future is decided by others (e.g., people, forces) and it is "dropped on us." Our job then is to react. This is a fatalistic view and a victim posture.

2. Future as what can be - in this view the future is largely shaped by others, but we have some, very limited say in it. Within the strict limits provided by others, we can make some impact on our future. This is a "coping" kind of posture.

3. Future as what should be - here we take responsibility for our future and declare that we must know what kind of a future we want. Then we can do all within our power to seek that future, recognizing we may not have things come out exactly as we wish. This is an "empowered" or self-directed posture.

It is this third way of thinking about the future that will serve as the foundation of this exercise.

B. Post the ground rules on a flip chart and review them with participants.

1. Every person's perspective is taken seriously.
2. Groups manage themselves.
3. The group will generate its own data and interpret it.
4. Differences are allowed; common ground is sought.

C. Lead participants through a personal, preliminary vision.

1. Invite people to find a comfortable position, one they can stay in for 4-5 minutes. Some may want to close their eyes to limit distractions.
2. Take the group to the year 2005. Ask them to imagine that in this year, the agency and the community are working together to achieve the agency's mission and to increase public safety. Ask them to look around in the agency and the community -- what is being done? How are people treating each other? What ishappening? Walk them around the agency and the community and have them make mental notes of what they see, hear, feel.
3. Ask each person to write down what they saw, heard, felt. (Give them 5-8 minutes).

D. Break participants into groups of 6-8 people and lead them through the development of a small group vision by asking them to complete the following tasks (post on flip chart) (30 minutes):

1. Select recorder and reporter.
2. Go around the group and record on a flip chart one vision element (i.e., one thing they saw) from each person (do not discuss).
3. Continue going around the group until all vision elements are recorded on flip chart. Note, but don't write down duplicates.
4. As a group, decide on the four to five most compelling elements.
5. Write these elements on a single sheet of flip chart paper.

E. Reassemble the large group and lead them through the development of a large group vision.

1. Place reports from each group on the front wall so all can see under a lead-in statement such as "We are committed to being an agency where..." (The lists from the groups would each complete this statement).
2. Have each group reporter interpret their list for the remainder of the group. Limit this report to three minutes per group.
3. Number the posted vision elements 1-25, or whatever. Ask the group to identify any clear duplicates and eliminate.
4. Instruct each person to write on a piece of paper the five most compelling vision elements which appear on the wall. Give each person five dots to paste on their choices as a means of voting.
5. When all the dots are posted ask "What do you know now about the vision for involving the community in this agency?" Note responses on flip chart.
6. The aim is to narrow down to 4-6 phrases which will serve as the "vision for community involvement" and provide a basis for future program and strategy development.

Next steps: The next steps would be to develop a vision statement for community involvement and implementation strategies for making the vision a reality.

This exercise is based on materials developed by Fahy G. Mullaney for the American Probation and Parole Association's Vision Development for Community Corrections.

Exercise #3 - Creating an Agency Mission Statement

Mission development is a long process; one that should involve as many people as possible from all levels of the organization. This exercise can be used as an initial step in this process. The questions asked are designed to get people thinking about what they do, for whom, how they do it, and perhaps most importantly, why they do it. The answers developed by the group will serve as a solid basis for reaching out to the community and key criminal justice stakeholders.

Purpose of Exercise: To guide agencies through an assessment of current values and beliefs in order to reaffirm, modify or develop an agency mission statement which reflects these values and beliefs.

Participants: Broad-based involvement is essential to the development of an agency mission statement. All staff, or staff representing each level of the organization, should participate in this exercise.

Facilitator: A skilled internal or external facilitator is needed to conduct this exercise. It is essential that the facilitator suspend judgement and remain objective, encourage participation from all participants, and keep the group moving forward toward the completion of the exercise. The facilitator must be skilled at paraphrasing statements and ensuring that each participants' contributions are represented.

Equipment/Supplies Needed: Worksheets for each participant, newsprint (i.e., flip charts), tape, magic markers, current mission statement.

Space Requirements: The room should be large enough to move around freely and to post the newsprint on the walls. Set-up should promote interaction among participants (e.g., several round tables for small groups; one large horseshoe or square configuration with room to break out into small groups).

Instructions:

1) Introduce the purpose of the exercise and factors leading to the decision to conduct the exercise.
2) Discuss the importance of an agency mission and the essential elements in mission development (see p. 45; see worksheet on the following page - what, how, who and why).
3) Encourage participants to approach this exercise with honesty and creativity. There are no right or wrong answers. The purpose is to explore their own values and beliefs about the mission of the agency as well as those of their co-workers, and to ultimately come to some common ground and understanding about the work they perform.
4) Distribute a worksheet to each participant and instruct them to complete it individually (10 minutes).
5) Break into small groups of 6-8 (each made up of a vertical slice of the organization if possible). Instruct groups to: identify a recorder and spokesperson; discuss their answers; and come to a group consensus regarding the answers to each question (30-45 minutes).
6) Ask participants to come back to the large group. Starting with question #1, ask the spokesperson for each group to report one of their group's responses. List each group's response on a flip chart. Once each group has had the opportunity to list one of their responses, ask each group spokesperson to report any additional responses not yet represented. Facilitate a discussion regarding the responses to question #1 to arrive at a large group consensus about the fundamental purpose of the agency. Repeat the process for questions 2 - 5 (1 hour).

Next steps:

1) Ask for nominations and/or volunteers (6-8) to develop a draft mission statement reflecting the group's answers to these critical questions and complying with the elements of effective mission statements.
2) Distribute for input. Review and revise until a mission statement is developed that reflects the fundamental purpose of the agency and the values and beliefs of agency personnel.

Mission Development Worksheet

Your mission statement should capture the fundamental purpose for your agency's existence. It should be brief, clear, and broad enough to allow flexibility yet still focus the energies of agency members. It should reflect the values, beliefs, philosophy, and culture of your agency and serve as a means by which agency members can make decisions.

Effective mission statements answer the following four questions:

1. What (what do we do; what "business" are we in)?
2. How (how do we achieve our purpose; how are our values reflected)?
3. Who (who do we serve; who are our customers, clients, stakeholders)?
4. Why (why is it important or valuable)?

To begin thinking about your agency's mission, answer the following questions:

1. What is the fundamental purpose of our agency?

2. What is the unique accomplishment our agency must make in order for the criminal justice system to achieve its goals?

3. What role do we fulfill that no other agency can fulfill?

4. Who benefits directly or indirectly from the work of this agency?

5. What will be characteristic about how we work as an agency?

Source: Governmental Services Center (1994). Developing a High Performing Team, Frankfort, KY: Kentucky State University

Exercise #4 - Goal Setting

Use the following questions to guide the development of realistic and achievable goals for involving the community in your agency mission.

1. What people and organizations can help us achieve our mission?

2. What roadblocks or threats might limit our ability to involve the community?

3. What opportunities exist for community involvement that we can develop to help us achieve our mission?

4. What resources do we have on hand that will help us involve the community in achieving our mission?

5. What resources do we need to develop that will help us involve the community in achieving our mission?

Source: Governmental Services Center (1994). Developing a High Performing Team, Frankfort, KY: Kentucky State University

Exercise #5 - Measuring Performance

A method must be developed for measuring how well agencies and individuals are implementing community involvement strategies and for assessing the impact of these strategies. Involving a broad spectrum of agency personnel in the identification of these measures will promote staff buy-in and commitment to achieving the desired results. The following questions can be used to guide agencies through the identification of performance-based measures which accurately reflect what they are doing to involve the community and how well they are doing it.

A. Identifying process measures - (i.e., were the programs/activities implemented as designed?)

For each community involvement goal, consider the following:

1. What are the correct processes/procedures for conducting the programs/activities which support goal achievement?

2. What would be the most effective method(s) of ensuring that these processes/procedures are being followed?

B. Identifying outcome measures - (i.e., are the programs/activities achieving the desired results?)

For each community involvement goal, consider the following:

1. What matters most to you about the impacts of programs/activities which support goal achievement?

2. What do you believe to be a fair test of the program's/activity's effectiveness?

3. What information can be gathered to determine the degree of effectiveness?

III. Mobilizing the Community*

We all may have come in different ships, but we are all in the same boat now.

Dr. Martin Luther King, Jr.

As indicated in Section II, human service and government agencies, including community corrections, are recognizing the need for developing partnerships with the community if they hope to impact today's social problems and to address human needs. They are developing community-based strategies rich with opportunity, support, and resources.

It all gets back to Guiding Principle #1 — crime is a community problem. Each of us in some way has been touched by crime. Whether we are community corrections practitioners with a job to do, the child of an incarcerated offender, or the unfortunate victim of a crime, "we are all in the same boat," facing the fears and devastation of crime in our daily lives. This section of the *Handbook* will explore methods for identifying and acting on this common ground, for harnessing the hopes and dreams that each of us have for a peaceful community.

Community corrections practitioners have the necessary knowledge and skills to become a catalyst for crime prevention and crime control in their communities. They understand the complexities of the criminal justice system, they are familiar with the contributors to crime, and they have access to government officials and community resources. Furthermore, they have a motivation to get the community working with them. *Mobilizing the Community* is all about putting this skill, knowledge and motivation to work in the community. It will explore:

- general considerations for community organizing;
- assessing community needs;
- moving from ideas to action; and
- sustaining involvement and action.

Just as effective offender supervision requires careful assessment and planning, so too does community organization. Those skills that officers use each and every day with offenders can be transferred to a community context. Also like working with offenders, working with the community requires extraordinary persistence. The pay-off — it provides a formula for success and opens the doors to new and exciting challenges.

** The contents of this section have been gleaned from many existing materials on community mobilization. The primary resources include: 1) Rubin and Rubin (1986), Community Organizing and Development; and 2) materials produced by the National Crime Prevention Council. Readers are highly encouraged to review these resources for further information on community mobilization.*

General considerations for community organizing

Goals of community organizing

Community corrections' goals for involving the community may target specific organizational needs such as to enhance public relations or to recruit mentors for offenders. Here, the broader goals of community organizing are addressed. They include:

- bringing people together to resolve shared problems;
- teaching people to overcome the sense of powerlessness that individuals often feel about fighting big problems;
- enhancing power through collective action; and
- developing the community's capacity to solve problems systematically through a proactive, planned approach (Rubin and Rubin, 1986; National Crime Prevention Council [NCPC], 1986a, 1988).

Acting collectively produces a synergistic effect — groups can accomplish what individuals struggle to achieve.

There is definitely strength in numbers. Acting collectively produces a synergistic effect — groups can accomplish what individuals struggle to achieve. Community organizing links the skills and resources of citizens and compels them into action toward improving the quality of life. In a nutshell, community organization "can get something done about an immediate problem, build a base for dealing with future problems, gain new resources for action, and increase or sustain the community's social and economic health" (NCPC, 1994a, p. 1).

Implicit in the goals of community organizing is the concept of **community empowerment** -- the sense that people who live and work in the community can and do control its destiny (NCPC, 1986b). A broad definition of community empowerment proposes that people gain control in their own lives by working with others to change their social and political realities (Wallerstein, 1993). The Social Development Research Group (1990) suggests that three conditions are necessary to empower communities: 1) opportunities must exist to be involved; 2) participants must have the skills for successful involvement; and 3) participants/groups must receive recognition and rewards for their involvement and accomplishments. By sharing their knowledge, expertise and time, community corrections practitioners can meet these conditions and empower citizens to increase the safety of their communities. Simultaneously, community corrections can increase the likelihood of achieving key organizational goals.

Figure III-1

Empowering Citizens through Crime Prevention

Crime prevention is:

"a challenge to parents, children and teens, concerned citizens, grassroots and community groups, businesses, law enforcement and the criminal justice system, churches, youth and social service workers, housing and employment systems, to:

ADMIT that their community has crime problems,
TAKE RESPONSIBILITY for solving these problems,
SET PRIORITIES for addressing various crime problems,
IDENTIFY resources available to tackle problems, and
WORK TOGETHER to solve or reduce the impact of the problems."

NCPC, 1986a

Targets of community organizing

The targets of community organizing vary across people, places and substance. Section II of this manual discussed targets of community organizing from the perspective of the community corrections organization. Later in this section, methods for identifying and targeting a specific community's needs are discussed. Here, are some broad considerations for determining the targets of community organizing.

People versus places. As stated, a key goal of community organizing is to help people overcome the powerlessness they may feel when facing a personal, social or political problem. Powerlessness has both subjective and objective dimensions: subjectively, people may feel alienated from the world in which they live or influenced by external controls; and objectively, people may lack economic and political power (Wallerstein, 1993). Many empowerment tactics target one dimension or the other. Either they:

- target **individuals/groups** through programs designed to increase self-esteem, employability or education; or they
- target **places** through such programs as economic development and improved housing conditions.

To successfully empower communities and build their capacity to resolve problems, an integrated, multiple-objective approach is necessary — both dimensions must be targeted for change because the problems themselves are interdependent and mutually reinforcing (Fordham, 1993). For example, in community corrections the focus is primarily on treating individual offenders by requiring them to participate in drug treatment or employment/education programs. When trying to apply these newly developed skills, offenders are often faced with a limited job market and drug infested neighborhoods. This leads to frustration and contributes to failure. A more effective approach would be to simultaneously work with communities and businesses to develop job opportunities or to organize an anti-drug campaign.

Substance. Certainly, community safety represents a common concern for citizens to rally around. But there are many diverse perceptions as to the causes of crime and what actions will make people feel safer. These perceptions will influence citizen's motivation for becoming involved in specific crime prevention and crime control activities. Community corrections personnel involved in community organizing must fight the urge to push their ideas, needs and priorities on citizens and community groups.

> *In order to motivate collective action, the community organizer must try to get people involved in solving those problems of most interest to community members. Then, gradually, as successes occur, the organizer can approach other issues and build successes in those areas as well (Rubin and Rubin, 1986, p. 32).*

This strategy may necessitate a focus on activities which seem outside the scope of crime prevention and crime control such as paint outs to rid neighborhoods of graffiti, sex education to reduce teen pregnancy, or improvements in the lighting of neighborhood streets. By tapping into connections with government entities and social services, community corrections agencies and personnel can assist communities in addressing such needs. By-products will be an improved quality of life and increased community cohesion, both of which contribute to a reduction in fear and an increase in informal crime controls; and an opportunity to build trust between the community and the community corrections agency.

The National Crime Prevention Council (1986a) outlines four approaches to crime prevention which vary in substance and purpose. These approaches provide a useful framework for examining potential programs and activities for community organization aimed at increasing public safety.

The **Neighborhood Watch approach** involves an organization of concerned citizens working together to reduce crime in their communities by identifying, observing and reporting any suspicious behavior. Neighborhood Watch programs have reduced crime and are effective in reducing fear, improving community cohesion, and enhancing police and community relations.

The **individual strategies approach** focuses on reducing opportunities for specific crimes against person or property and on victimization prevention. Activities that fall under this category of crime prevention programs include child protection education, self-protection classes, elderly escort services, arson prevention and anti-vandalism campaigns.

The **root causes approach** aims to prevent individuals from becoming criminals in the first place. Efforts are directed toward improving the community's social and economic conditions. Examples of programs designed to address the root causes of crime include mentoring programs which provide role models to at-risk youth, community-based tutorial programs designed to improve education, or public housing initiatives designed to improve living conditions.

The **comprehensive approach** brings together aspects of the above three approaches. Efforts of this approach are generally geared toward high priority problems confronting the community (e.g., drugs, youth violence). It involves citywide coordination and the orchestration of social services and community groups.

Each of these approaches to crime prevention can positively impact the community in general and the offenders under community corrections' supervision. These approaches increase informal mechanisms of controlling offender behavior, reduce the opportunity for re-offending, and increase opportunities for programs and services.

Tactics of mobilization

The process of community organizing is just as important as the substance. In *Community Organizing and Development*, Rubin and Rubin (1986) discuss three basic tactics for mobilizing communities: 1) use and enhance existing community structures; 2) persuade individuals; and 3) build commitment.

Use and enhance existing community structures. This mobilization tactic involves four key components:

1) **Working with on-going organizations** - Bringing together organizations with similar interests is a quick way to organize a community around a particular issue or activity. Many diverse organizations share common interests and could be targeted for participation. For example, a community corrections agency concerned about the high level of drug abuse among their offender population could target drug and alcohol treatment agencies, alcohol or narcotic anonymous groups, police, anti-drug coalitions, DARE programs, schools, churches, and recovering offenders from the community. The key is to focus on the shared interests of these groups (i.e., the community drug problem) and integrate differences. This strategy is beneficial in that it aligns a new community organization with other respected and accepted community organizations.

2) **Developing a network** - Because these groups are already concerned and informed about the issue, an organizer does not have to persuade people. The focus is on developing networks and solidarity, linking skills and resources, and increasing communication.

3) **Finding local leaders** - The benefits of this strategy are two-fold. First, the opinions of acknowledged community leaders (both formal and informal) generally provide an indication of community sentiment giving community organizers a head start on assessing community needs and positions. Second, local leaders are instrumental in mobilizing others into action. The success of this strategy, however, is dependent on the community organizer recognizing the difference between "acknowledged" and "appointed" leaders (NCPC, 1986a). Acknowledged leaders are community members who have earned the respect of community residents. Appointed leaders are persons whose leadership is politically decided or determined by official employment. Acknowledged leaders may also be appointed leaders, but not all appointed leaders are acknowledged by the community.

4) **Creating community integration** - to increase the willingness of other community members to participate, community organizers, through the network of organizations and leaders, must disseminate information and build a community identity (e.g., through community newsletters or special events).

Persuade individuals. Persuasion, as referred to by Rubin and Rubin "does not mean changing peoples' views, it means helping people realize that the community organization will satisfy their wants and needs" (p. 143). Rubin and Rubin suggest three basic requirements for effective persuasion:

1) **Learn what people think about community problems and then persuade them to take actions to satisfy their own convictions** - this requires meeting people, networking and, above all, listening.

2) **Concentrate on how participation can satisfy individualized needs** - people want to feel that they get something out of their efforts, and that they contribute to the organization or cause.

3) **Search for the personal incentives that will lure individuals into group actions. Organizing is done with people not saints.** Incentives can come in the form of material incentives (i.e., goods or services with economic value);

solidarity incentives (e.g., socializing, sense of group membership); and expressive incentives (i.e., the opportunity to express values/beliefs).

Build commitment through "bootstrapping." In order to sustain interest and motivation individuals must receive constant reinforcement or rewards. "Bootstrapping" refers to beginning with small projects that are likely to succeed and building on this sense of achievement to encourage additional collective action on larger issues. "Nothing encourages participation better than being on a winning team" (Rubin and Rubin, 1986, p. 154).

By incorporating these tactics into efforts at increasing citizen participation in crime prevention and crime control programs and activities, community corrections agencies can increase their chances for a positive and successful experience with community organizing.

Trust and cultural sensitivity

Trust and cultural sensitivity are essential ingredients for effective community organizing regardless of the chosen target or tactic. The following tips were adapted from suggestions offered by the National Crime Prevention Council (1986a) for earning trust and developing a sensitivity to cultural differences.

- Do your homework - read about the community's culture to learn as much as possible about the cultural history.
- Learn some non-verbal actions and signals basic to the culture.
- Understand the community's perceptions of its crime problems and law enforcement.
- Start by working with the community's acknowledged leaders.
- Work through agencies that have already gained trust.
- Stay out of the community's politics.
- Do not duplicate existing efforts, especially those offered by a trusted and proven program.
- Focus attention on the community's other concerns while also addressing the problems of crime.
- Deliver on promises made.
- Give credit to all who contribute.

Community corrections agencies are often perceived as having a law enforcement function alone and, therefore, generate a certain amount of distrust, especially among high crime, urban communities. A slow and steady pace that allows time for building trust will lead to the desired outcomes far sooner than a hastened, forced agenda.

A slow and steady pace that allows time for building trust will lead to the desired outcomes far sooner than a hastened, forced agenda.

Organizer's roles and skills

Rubin and Rubin (1986) outline four roles that community organizers must play to mobilize the community into action: teacher, catalyst, facilitator and link.

1) **Organizers as Teachers** — A primary goal of community involvement is to build a community's capacity to solve their own problems. Community organizers can teach problem-solving skills by providing specific instruction, by sharing information, and, most importantly, by modeling the behavior or activity.

2) **Organizers as Catalysts** — It is unlikely that any one person has the skills and knowledge required to solve a community problem alone. Therefore, it is important for community organizers to be able to identify skills in community members and motivate them to contribute those skills to the betterment of the community. One of the organizers most important responsibilities is to promote a spirit of teamwork, a sense of community, and a "can do" attitude.

3) **Organizers as Facilitators** — Organizers facilitate project and task completion by providing participants with information and performing routine organizational tasks such as meeting preparation, record keeping and information dissemination. Basically, as facilitators, organizers ensure follow through on projects and tasks, and keep people moving toward goal achievement.

4) Organizers as Links — A community organizer links people with information; links individuals and groups with common interests and concerns; and links communities with problem-solving skills and resources.

As long as each of these four roles is represented among the planning team or other community participants, an organizer's role preference should not be problematic. It is essential for a community organizer to recognize his/her personal strengths and weaknesses, and to seek the participation of individuals with complimentary strengths and skills.

Archer et al. (1984, p. 57) list several skills and personal characteristics of effective community organizers. They include:

- a working knowledge of community organization theory and process;
- good planning and assessment skills;
- knowledge of the community in which organization is taking place;
- awareness of the power structure and the transfer of power in the community;
- credibility within the community;
- dedication to an idea or goal;
- trust in others and in their abilities;
- the ability to share responsibility;
- good communication skills;
- leadership qualities;
- belief in the democratic process;
- flexibility to be able to react to the situation and respond appropriately;
- time-management skills to realistically obtain objectives in reasonable time, acknowledging the constraints and resources available;
- acceptance that the community, not the individual, is the client;
- research skills;
- a sense of humor; and
- patience.

Reviewing these roles and skills, it is striking how similar they are to those required of effective probation and parole officers. Many of the skills applicable to community corrections can be put to good use in community organizing.

WANTED, A Community Organizer: Willing to work long, inconvenient hours at low pay. Must be willing to accept the blame for frequent failures. Must not try to claim personal credit for successes.

Must be willing to learn new skills and grow with the people in the organization to bring about a democratic community of constantly increasing capacity.

The work involves teaching, facilitating, and linking community members to the broader community. Good communication and analytical skills desirable. Warm and empathetic personality a plus.

Source: Rubin and Rubin, 1986, p. 62.

Community involvement participants

Public safety is a concern to everyone and all community residents can have an impact on the level and type of informal social controls which influence crime. The desire for a high level of involvement, must be balanced with several considerations. Consider the following tips when determining who to involve in your program or project.

Tip #1: If you recruit them, use them. In order to sustain interest and involvement and to build trust and credibility, people must feel as if they are making an important contribution to the program or project.

Tip #2: Carefully match skills and interests of participants with projects, developmental stages and tasks. The steps that lead to a project's completion cannot be carried out without technical knowledge or expertise (Rubin and Rubin, 1986). A community organizer must identify the specific skills needed to successfully complete the project, determine what stage those skills are needed, and know where to find them.

Tip #3: Participants should be representative of the community at each stage of program development and implementation. The number of people involved in the project may vary from one developmental stage to another. Each stage must include a diverse spectrum of individuals that will represent the needs and concerns of all community residents.

Tip #4: Every member of the community has talents to offer. Although there is a need for special talents, individual contributions from children, teens and adults are equally important.

Special contributions of youth and senior citizens.

...we can isolate or engage...

NCPC, 1987

There are two populations within our communities that tend to get left out of decisionmaking: youth and senior citizens. Both of these populations are less mobile and more likely to stay in a neighborhood despite crime-related problems. Therefore, youth and senior citizens may have more of a stake in crime prevention activities.

Teens have an abundance of energy and enthusiasm to lend to a community effort. Their need for commitment and recognition (NCPC, 1989) can be met through involvement in local crime prevention activities. Youth, in turn, can offer creative solutions to community problems and impact the behavior of their peers and younger children in ways that adults cannot. Youth are also influential in fundraising efforts.

Early involvement in community organizations affects the future of the community by teaching youth skills and developing a stake in the community. A 1992 Gallup Survey on Volunteering found that youth who volunteered, observed a family member volunteer, or were helped by a volunteer were more likely to volunteer as an adult (Independent Sector, 1992).

NCPC (1989) offers several tips for involving youth including:

- strike an appropriate balance of adult-teen power by teaching and guiding throughout the project while offering youth opportunities to make their own decisions;
- address teen concerns;
- build on teens' need for friendship; and
- move to action as quickly as possible.

Schools and boys and girls clubs are good resources for youth volunteers and for teachers willing to guide the youth through planning and implementation. Youth can perform many functions. They can participate in neighborhood clean up campaigns, distribute flyers, develop recreational opportunities, and organize and conduct fundraising events such as bake sales and car washes.

Senior citizens also have much to offer community organizations. A study on the use of volunteers in police agencies indicated the following benefits of using older volunteers:

- stability, reliability, dependability of workers;
- experience and knowledge;
- wisdom, maturity and leadership;
- workers who are nice to have around, create good morale and are enthusiastic;
- better work ethic than younger workers;
- calming influence on the rest of the staff; and
- relate well to community (American Association of Retired Person, 1994).

> Some of the common themes you have for kids is that they want to feel like they have a voice. They want to be recognized. They want to have a place that is theirs. And they want to have hope for employment and a future.
>
> *David Lehman, Chief Probation Officer*
> *Excerpt from interview with Times-Standard*
> *Eureka, CA*

It is important for older citizens to feel involved in their community and to stay active. Senior citizens have years of experience to offer a community organization. Retired seniors often have the time to volunteer, making them a valuable resource since time is a primary barrier to volunteerism (Independent Sector, 1992). Like youth, senior citizens should not be overlooked when recruiting willing participants for important community projects.

A Role for offenders. A primary objective of community corrections is to assist offenders in becoming productive, law-abiding citizens. One way to accomplish this objective is to provide ways for offenders to develop a stake in the community. Involving them in community projects and crime prevention programs offers an excellent opportunity to:

- become involved in positive activities within the community;
- learn how their criminal behavior impacts other community residents; and
- restore the community for damage caused by their criminal behavior.

Often, offenders are leaders within their neighborhood -- unfortunately, leaders of negative, antisocial behavior. If this leadership ability can be nurtured through positive activities, offenders can learn something about themselves and their abilities, and possibly steer troubled youth away from drugs

and crime. Offenders also can perform community service for the good of the neighborhood and provide insight into what services or activities may help to reduce neighborhood crime. By working together on neighborhood issues, community corrections practitioners, residents and offenders can develop a new understanding and respect for one another.

Where to look. The best place to start identifying willing, experienced and skilled participants for community projects is in existing organizations and clubs. Figure III-2 lists the various community entities to tap for certain skills and resources.

Figure III -2

Key Actors

Community Entity	Skills and Resources
Government Officials and Agencies	
Mayors and Other Local Chief Executives	Leadership
Council Members and Other Local Legislators	In-kind resources (e.g., financial, human, material, services, equipment, meeting and activity space).
Law Enforcement Agencies	Skills and knowledge about community members, resources, and local problems
Criminal Justice Officials	Technical skills and substantive knowledge
Planning Agencies	Control, or input, regarding the allocation of funds
Schools	Capacity to make and enforce laws and regulations.
Social Services	Community networks
Parks and Recreation Departments	
Public Housing Agencies	
Streets and Highways Departments	
Sanitation Departments	
Public Transit Agencies	
Publicly Funded Health Services	
Mental Health and Counseling Services	
Community Development Agencies	
Community and Civic Organizations	
United Way and Similar Agencies	Expertise and special focus
Civic Improvement Groups (e.g., Kiwanis and Lions clubs; League of Women Voters and Urban League; Boy and Girl Scouts)	Experience in community organizing (e.g., identifying needs, soliciting participation, fund raising)
Churches, Synagogues and Other Religiously Based Groups	Grassroots nature
Community-Wide Topical Groups (i.e, professional associations; interests groups)	Volunteer networks; pool of public-spirited activists
	Positive social forces
	Support networks for children, families
	Special programs and services
Businesses and Business Organizations	
Retail Merchants	Goods and services
Manufacturers	Business skills
Service Industries	Technical skills
Landlords and Other Real Estate Owners	Jobs
Newspapers, Radio, Television	
Business Organizations	
Neighborhood and Social Groups	
Neighborhood Watch Groups	Immediate access to residents
Mother's Clubs	Knowledge of community, residents, resources and problems
Neighborhood Associations	Grassroots nature
Fraternal clubs	Voting power
Sports groups	
Fellowship	
Hobby clubs	

Adapted from: NCPC, 1994b.

The value of planning

"Planning is a collaborative, orderly and cyclic process to attain a mutually agreed-on desired future, or goal" (Archer et al., 1984, pp. 21-22). According to Rubin and Rubin (1986) "planning:

- increases the range of problems and alternatives examined;
- links goals to specific objectives and tasks; and
- guides day-to-day activities" (pp. 310-311).

Effective planning for community involvement requires essentially the same steps and skills required for the case planning and supervision of offenders:

1. Needs are assessed.
2. Problems are prioritized.
3. Goals are agreed upon.
4. Strategies are examined.
5. Resources are identified.
6. Actions are determined.
7. Responsibilities are assigned.
8. Progress is monitored.
9. Plans are modified as needed.

The purpose of joint case planning with offenders is to promote offenders' buy-in and to gain commitment to the plan. Likewise, planning community projects develops a collaborative spirit and work style that will contribute to the success of the program or project (NCPC, 1994b).

Planning enhances the quality of community projects. It should not be underrated or short circuited. Time spent up-front on planning will save time and money in the long-term.

The importance of a planning team.

Agencies initiating community involvement activities should formulate a planning team of community representatives to provide a base of information and support. The planning team should encompass individuals with knowledge of the community and a personal investment in improving its safety. Community organizers may want to first formulate a team of 4-5 individuals to assist with initial activities such as assessing community needs, and then expand the group to 8-10 members when specific needs have been identified and goals have been established.

Members of the planning team should possess specific skills, knowledge, and expertise that will contribute to the program's success. Some of the universal skills needed in community involvement projects include:

- needs assessment skills to identify community needs and concerns;
- group facilitation and presentation skills to lead public forums, group discussions, planning sessions;
- supervisory skills to coach, monitor and reward participants;
- interpersonal skills to communicate with community groups and residents, government entities, and businesses;

Figure III-3

25 Reasons to Plan

1. Focus effort where action is needed and productive.
2. Avoid the "business as usual" trap.
3. Maximize use of existing resources.
4. Uncover new resources.
5. Reflect and incorporate changes in the real world.
6. Create a road map to reach goals.
7. Increase ability to check progress and results.
8. Bring problems into manageable focus.
9. Help make goals clearer, more solid, more achievable.
10. Aid in establishing priorities.
11. Help identify milestones and progress to celebrate.
12. Establish evaluation criteria and baseline.
13. Galvanize action.
14. Develop clear choices and alternatives.
15. Help minimize confusion and frustration.
16. Improve communication and reduce conflict.
17. Sustain commitment.
18. Spotlight basic assumptions for reexamination.
19. Help control events instead of letting events control.
20. Check perception of problems against realities.
21. Act and prevent more, react and control damage less.
22. Focus on results rather than process.
23. Develop shared agenda for the future.
24. Solve problems and improve conditions.
25. Deal more effectively with contingencies and emergencies.

Source: National Crime Prevention Council, Washington, D.C., 1992.

- writing skills to develop brochures, news releases, and reports for community dissemination;
- training/teaching skills to train volunteers and community residents on project activities;
- administrative skills to plan, budget and evaluate; and
- fundraising skills to generate and secure resources.

Planning teams offer many benefits in addition to providing a base of information and support. They provide the continuity and structure needed to carry out the plan; build leadership and commitment by inviting input and involvement; and promote a team approach to community problem-solving.

Figure III-4

Developing A Planning Team

Factors to Consider

1. What is the scope and purpose of the program?
2. What skills are needed and who could contribute these skills?
3. Who is knowledgeable about the community?
4. Who will be affected by the program?
5. What public policies or procedures will be affected?
6. Who might hinder program progress if not invited to help in the design?
7. Who could contribute leadership?
8. Who are the key individuals and institutions that can effect change as it relates to the identified problem?

Adapted from: Police Executive Research Forum and NCPC, 1994

Assessing community needs

Value of needs assessments

The importance of conducting a comprehensive and accurate community needs assessment prior to initiating community involvement programs and activities cannot be overstated. It serves as the foundation for future planning and implementation. Needs assessments:

- document, prioritize, and clarify existing crime-related problems;
- identify residents' perceptions about the crime and the criminal justice system;
- provide an excellent means of involving the community in problem identification;
- provide information to the public about crime-related problems;
- provide baseline data for future program evaluation;
- provide initial direction for developing a workplan; and
- assist in setting program goals, strategies and objectives (Police Executive Research Forum & NCPC, 1994).

Remember, action must reflect the community's concerns and perceptions regarding the causes of the problem. Hence, objectivity and accuracy are essential to the needs assessment process.

Type of information needed

Two types of information must be collected: First, information which describes the community and its circumstances; and second the "felt needs" of community members (Rubin & Rubin, 1986).

Knowledge about the community will increase the credibility of community organizers and prepare them for answering questions and searching for solutions to community problems. It will provide them information about existing circumstances that may be contributing to the problem (in this case, crime) and community resources available to address the problem. Typically, this information is gathered from available data maintained by local governmental offices or other social service agencies. Figure III-5 provides community corrections practitioners interested in increasing citizen participation in crime prevention and crime control activities with a checklist for collecting pertinent data from various community sources.

Identifying "felt needs" is equally important as it supplements and clarifies information of the type listed above. Furthermore, perception, more than reality, spurs people into action. Gathering the information suggested in Figure III-5 will assist in educating residents and assuaging any unfounded fears. Still, it is important to listen to citizens regarding their thoughts on the causes and solutions to crime in their community. "Felt needs" that may be of particular interest to community corrections practitioners and agencies may include:

- crime victimization experiences;
- observations of drug dealing, crime, and disorder;
- perceptions of neighborhood conditions and quality of life;
- fear of crime;
- experiences with police;
- attitudes toward police and other government agencies;
- attitudes toward offenders;
- attitudes toward probation/parole;
- priorities given to various community problems;
- participation in various community activities; and
- perceptions regarding problems and solutions to crime (adapted from Police Executive Research Forum and NCPC, 1994).

Data gathering techniques for identifying felt needs

Mailed, in-person, and telephone surveys are effective means for identifying "felt needs." The primary advantage of community surveys is that the results are more representative of typical community members. Focus groups and public forums offer effective means of gathering more in-depth information, but tend to target or attract a narrower group of community representatives. Each data gathering technique offers specific advantages and disadvantages as listed in Figure III-6. The type of information being requested, skills of community organiz-

ers, and time and resources available for the needs assessment process should drive the selection of a data gathering technique. It may be desirable to combine techniques.

Figure III-5

Describing the Community

Type of Data to be Collected	Potential Sources
Population and other demographics - overall population - gains or losses in population - average household size - average number of children per family - number of single-parent families - age distribution - racial and ethnic diversity	U.S. Census data County, city and state planning agencies Social service agencies
Economics, Employment and Housing - average household income - unemployment rate - types of businesses, industry - percentage of homeowners - percentage of population receiving public assistance - number of public housing units - number living in public housing	U.S. Census data Chamber of Commerce Labor Department Housing Department Human Services Agency
Education and Training - educational level of residents - number of private and public schools - number of colleges/universities - school populations - strengths/weakness of schools - dropout and truancy rates - are school buildings available for use by other agencies/groups - what specialized drug and crime related programs are offered in schools	U.S. Census data Chamber of Commerce School board, administrators, teachers, guidance counselors Parent-teacher associations Board of Education Colleges and universities Juvenile justice agencies
Health and Welfare - number and size of hospitals - availability of public health services - number and size of mental health agencies - types of mental health services provided - prevalence of drug and alcohol use and addiction - availability of drug and alcohol treatment - rates of abuse and neglect - primary health problems	Hospitals and clinics Emergency rooms Drug and alcohol prevention and treatment services Protective services Rape and domestic violence programs Police and sheriff's departments

Figure III-5

Describing the Community, cont.

Type of Data to be Collected	Potential Sources
Crime and the Criminal Justice System - most commonly abused drug(s) - number of drug-related arrests - places of high drug activity - local crime rates - nature and extent of violence - nature and extent of property crimes - victim profiles - nature and extent of citizen complaints - youth involvement with drugs - gang activity - extent of police services available - sentencing patterns - number and type of offenders within community - jail/prison populations - recidivism rates - probation and parole services available - probation and parole caseloads sizes - specialized offender programs - victims services available	Police and sheriff's departments Prosecutors Probation and parole agencies Courts and clerks office Juvenile justice agencies Emergency rooms Victim assistance programs Rape and domestic violence programs Child welfare agencies
Miscellaneous - child care options - public transportation - recreational programs - religious affiliations - crime prevention programs	Park and recreation departments Youth organizations Service clubs Churches Chamber of Commerce Schools Police and sheriff's departments

Adapted from Police Executive Research Forum and the National Crime Prevention Council (1994). *Neighborhood-oriented policing in rural communities: A program planning guide.* Washington, D.C.: U.S. Department of Justice, Bureau of Justice Assistance.

Figure III - 6

Advantages and Disadvantages of Data Gathering Techniques

Technique	Advantages	Disadvantages
Mailed Surveys	**For respondents:** Relatively easy to complete Nonthreatening when gathering sensitive information **For organizers:** Easy to quantify Systematic Relatively inexpensive Able to reach a large sample Able to reach broad representation of community members Requires less staff/volunteer time	**For respondents:** Requires literacy No means to ask questions **For organizers:** Increases chances of respondents misinterpreting questions Prominent use of close-ended questions limits data Presents difficulty in following up incomplete or nonresponses May produce biases due to self-selection and nonresponse
In-Person Surveys	**For respondents:** Provides chance for respondents to clarify directions and items **For organizers:** Easy to quantify Systematic Increased response rate Allows observation of nonverbals Able to reach a broad representation of community members **For both:** Face-to-face interaction helps fuel staff/volunteer and participant enthusiasm Provides chance to build rapport	**For respondents:** Possible inconvenience or intrusion **For organizers:** Workload limits number of participants Interviewer training necessary Requires increased human resources Expensive Day and evening hours required Allows for interviewer interpretation of answers **For both:** Time consuming
Telephone Surveys	**For respondents:** Reduces embarrassment of discussing sensitive topics face-to-face Provides chance for respondents to clarify directions and items **For organizers:** Easy to quantify Systematic Conserves interviewer's time Does not involve travel, energy use Least expensive if calls are local	**For respondents:** Possible inconvenience **For organizers:** Day and evening hours required Biases sample by limiting survey to those who have phone service and listed numbers Requires careful interviewer preparation Must provide way for respondents to call back and check validity of survey

Figure III - 6

Advantages and Disadvantages of Data Gathering Techniques, cont.

Technique	Advantages	Disadvantages
Focus Groups	**For respondents:** Chance to share knowledge and express concerns Provides opportunity to network with others concerned/ knowledgeable about issue. **For organizers:** Targets people most knowledgeable about problem/issue Structured question/answer format helps guide data collection Provides opportunity to obtain in-depth information Allows for adjustments in questions to gather needed information **For both:** Provides chance to establish rapport Generates enthusiasm and support	**For respondents:** Time consuming Requires scheduling and travel **For organizers:** Difficult to quantify and prioritize Requires skilled facilitator Requires meeting space and equipment May not adequately represent felt needs of typical community members Open to facilitator/organizer interpretations
Public Forums	**For respondents:** Participants feel more involved Provides social opportunity **For organizers:** Provides opportunity to obtain in-depth information Allows for adjustments in questions to gather needed information Interaction generates ideas Broader representation of community members than focus groups **For both:** Provides chance to establish rapport Generates enthusiasm and support	**For respondents:** Time consuming Requires scheduling and travel **For organizers:** Difficult to quantify and prioritize Requires skilled facilitator Self-selected attendees may bias data Requires meeting space and equipment Requires announcements/ advertising/solicitation Open to facilitator/organizer interpretations **For both:** May be difficult to keep participants focused

Sources:

Archer, S. E., Kelly, C. D., & Bisch, S. A. (1984). *Implementing change in communities: A collaborative process.* St. Louis, Missouri: The C. V. Mosby Company.

Florida Chamber of Commerce (1994). *Business alliance: Planning for business and community partnerships.* Washington, D.C.: U.S. Department of Justice, Bureau of Justice Assistance.

National Crime Prevention Council (1988). *Planning is a verb.* Washington, D.C.: Author.

Police Executive Research Forum & The National Crime Prevention Council (1994). *Neighborhood-oriented policing in rural communities: A program planning guide.* Washington, D.C.: U.S. Department of Justice, Bureau of Justice Assistance.

Surveys. Survey construction impacts response rates and the utility of the information collected. Please see Exhibit III-1 in the supplemental materials at the end of this section of the *Handbook* for a sample survey for identifying a community's felt needs. The following steps, as outlined by Sudman and Bradburn (1983), are suggested for preparing surveys.

1. **Decide what information is needed** - the extent to which research objectives are clearly formulated will impact the value of the information obtained through the assessment process.

2. **Draft questions** - precise wording is imperative to ensure accurate and valid answers. A key consideration when developing questions is whether to use open-ended or closed-ended formats. The advantages of an open-ended format are that it encourages respondents to fully express their opinion and it provides richer, more comprehensive answers. The disadvantages are that it is often difficult to summarize and quantify the information, and that it takes more time. The advantages of a closed-ended format, which has predetermined categories of answers for the respondent to check or circle, are that it guarantees comparability, it makes numerical coding easy, and it is time efficient. The disadvantage is that it often elicits superficial responses.

   The other important aspect of developing questions lies in the response options for closed-ended questions. The number of choices should be limited to avoid confusion. Sudman and Bradburn (1983) offer several recommendations for response options:

   - limit options to a maximum of five categories;
   - the nature of the question should drive the order of responses (e.g., best to worst, least to most);
   - in scaled responses, if a clear indication of the way respondents lean is desired, provide an even number of options; and
   - when asking respondents to rank order items, the number of items should be limited to avoid confusion.

3. **Put the questions in sequence** - the length and complexity of a mailed, or self-administered, survey directly affects the response rate. Sudman and Bradburn (1983) offer several tips for sequencing:
   - start easy, with closed-ended questions;
   - cover one topic at a time;
   - start with more salient questions; and
   - end with "additional comments."

   The inverted funnel sequence is best for mailed surveys. It moves respondents from narrow to general questions and compels them to consider certain points and base their evaluations on similar dimensions. For example, when assessing crime related problems and issues it would be desirable for respondents to first identify personal experiences with victimization and the perceived rate of crime in the community before making a judgement about the causes of crime or possible solutions.

4. **Format the survey** - when formatting a survey the respondents' needs should be given the highest priority. A well-formatted survey can reduce errors and increase motivation. The survey should:
   - look easy;
   - not appear crowded;
   - allow sufficient space for answering open-ended questions;
   - use large and clear type; and
   - have questions clearly numbered.

5. **Precode survey** - wherever possible precode the answers to each question to facilitate data entry (e.g., 1 = strongly disagree; 2 = disagree; 3 = agree; and 4 = strongly agree).

6. **Prepare simple instructions for the survey** - a one page informative and instructional letter should be prepared and attached to the front of the survey. It should include:
   - a purpose statement;
   - a description of how the information will be used;
   - a statement about the importance of participant's responses;
   - a promise of confidentiality;
   - benefits of participation;
   - general instructions for answering the questions (specific instructions will be given within the context of the survey for questions requiring unique methods of response);
   - an estimate of how long the survey will take to complete;

- ◆ information about what to do if questions arise;
- ◆ the name and address to which the completed survey should be sent;
- ◆ a deadline for completion; and
- ◆ a thank you for participating.

7. **Get peer evaluation of the draft survey in group sessions and/or individually** - ask each reviewer to document:

   - ◆ questions/instructions requiring clarification;
   - ◆ additional questions for possible inclusion;
   - ◆ redundancies;
   - ◆ the time it took to complete each survey; and
   - ◆ recommendations for improvements.

   Feedback from these individuals should drive survey revisions.

8. **If possible, pilot test the survey on a small sample of respondents similar to those who will be asked to participate in the survey** - ask these respondents to indicate:

   - ◆ any problems they had completing the survey;
   - ◆ questions/instructions requiring clarification; and
   - ◆ the time it took to complete the survey.

   Develop the final survey based on this feed back.

It would be nearly impossible, and extremely expensive, to survey all neighborhood residents. Therefore, a representative sample of residents must be selected. To get a truly representative sample, residents must be randomly selected from a complete listing of residents, or a complete listing of those residents the survey is targeting. For example, if an agency wants only to target registered voters, a list may be obtained from the Board of Elections. If households, rather than individual residents are going to be targeted, a list can be developed from a *Polk Directory* which can be found in the public library. A table of random numbers can then be used to randomly select individuals, or households, from these lists. (Please see Rubin, H. 1983, *Applied Social Research* for information on how to use a table of random numbers). Because the sampling process can be quite complicated, it is recommended that agencies consult a local university for assistance.

Conducting focus groups. Focus groups are one-time, 2-3 hour meetings with various groups of individuals with some knowledge or experience with the problem or issue at hand. A structured question/answer format is used for gathering information. The following steps are recommended for conducting effective focus groups:

1. Select a skilled group facilitator, who is unbiased and non-threatening, to facilitate the focus groups.
2. Establish groups consisting of 10-12 individuals that encourage open and honest communication (e.g., police officers, victims, offenders, court personnel, community leaders, social service representatives, school representatives).
3. Identify several key questions (see Figure III-7) that will be asked of each group to elicit the desired information.
4. Convene focus groups:
   - ◆ inform participants of the purpose of the focus groups;
   - ◆ ask key questions;
   - ◆ probe for additional information as needed and encourage participation from all members of the group; and
   - ◆ record on a flip chart all answers to each of the key questions without identifying individual responses.
5. Compile answers from all focus groups into a report and make it available to all participants and other members of the community.

Figure III-7

Potential Questions for a Focus Group

1. What type(s) of crime have you personally experienced or observed?
2. How is neighborhood crime impacting you and your family?
3. What factors do you believe contribute to crime?
4. What do you think can, or should, be done about crime in your neighborhood?
5. What community resources (human, financial, service) are available to address the crime problem?
6. What would you like to see as priorities for crime prevention and crime control over the next year?

Planning public forums. Public forums are effective means for generating enthusiasm and support for crime prevention and crime control programs. A range of individuals should be invited to the forum to insure broad community representation. Participants might include:

- neighborhood association representatives;
- representatives of neighborhood watch groups;
- parent and youth group representatives;
- local media representatives;
- law enforcement representatives;
- city, county, and state officials;
- school administrators, teachers, or other individuals in the school system;
- religious leaders;
- representatives of civic and service groups; and
- representatives of other nonprofit organizations (Florida Chamber of Commerce, 1994).

The Florida Chamber of Commerce (1994) suggests publicizing the meeting through inserts in local company payroll checks, fliers distributed to various civic clubs and social service agencies, and newspaper advertisements.

The Juvenile Justice and Delinquency Prevention Commissions and the Community Congress in Humboldt County, California developed a process for facilitating town hall meetings to identify community concerns. David Lehman, Chief Probation Officer for Humboldt County Juvenile Court, suggests that the structure and organization of the meeting environment can have a significant impact on the outcome of the meeting. Lehman suggests:

- maintaining an interactive and physical closeness with participants (spatial barriers can block progress);
- using flip charts, markers and tape to record and post group's responses;
- placing chairs in a semicircle so that all participants are visible to each other;
- placing chairs for facilitators in front but not behind a table;
- ensuring that the room temperature is comfortable and that there are good acoustics;
- offering refreshments to participants; and
- providing child care to attract attendees representative of the community (Byrd, Martin & Lehman, 1995).

Figure III-8

Sample Agendas for Public Forums

Meeting #1

- ✔ Welcome and introductions
- ✔ Purpose of meeting
- ✔ Identification of community needs and concerns
- ✔ Next steps
- ✔ Thank yous

Meeting #2

- ✔ Welcome and introductions
- ✔ Purpose of meeting
- ✔ Generation of possible solutions
- ✔ Identification of community resources
- ✔ Request for volunteers
- ✔ Next steps
- ✔ Thank yous

The style and format of the meeting will depend on group size. Organizers should be prepared to make adjustments. For groups of 20 or less, a large group discussion would be manageable using questions such as those outlined for the focus groups. For larger groups it may be advisable to break out into small groups for discussions and exercises and have a spokesperson report group findings to the larger group. One way to examine community fears/concerns and community strengths is through Exercise III-1, "Prouds and Sorries." The visioning process introduced in Section II may also be adapted for a public forum on community development.

Exercise III-1

Prouds and Sorries

Purpose: To examine community concerns and strengths.

Instructions:

1. Ask each participant to write on a piece of paper a list of things (e.g., events, decisions, way of doing things) about the community that makes them sorry (3-4 minutes).
2. Ask them to select their own "sorriest sorry" from their list and circle it.
3. Ask participants to repeat steps 1 and 2 for the things in the community that make them proud.
4. Divide the participants into groups of 6-8 persons.
5. Ask each group to complete the following tasks (record on a flip chart):
   a. Select a recorder to write down sorries and prouds.
   b. Taking turns, hear each person's "sorriest sorry." Record, but do not discuss or debate.
   c. Once all sorries are listed, discuss them, and select, as a group, the group's sorriest sorry.
   d. Repeat the process for the group's "proudest proud."
6. Reassemble into one large group and, taking turns, ask a spokesperson from each group to report their group's results. Record on a flip chart.
7. Once each group has been heard, facilitate a discussion by asking "looking at these two lists, what strikes you" or "if a visitor walked in and saw these lists, what would he/she think about this community?"
8. List thoughts and ideas on a flip chart titled "Messages of Prouds and Sorries."
9. Summarize by indicating that the sorries represent community needs and concerns that can be addressed through community organizing; and that the prouds represent community strengths and resources that can be tapped to make improvements and resolve or lessen issues.

Source: This exercise is based on materials developed by Fahy G. Mullaney for the American Probation and Parole Association's Vision Development for Community Corrections.

Disseminating assessment results

The key findings of the needs assessment process should be compiled and disseminated to assessment participants, other community members, and government and social service agencies (see Figure III-9). Key dissemination vehicles may include:

- brochures;
- neighborhood and agency newsletters;
- newspaper articles;
- radio stations;
- public service announcements; and
- public forums.

Item number 20 on the sample survey, "how do you find out about news events in your neighborhood," should provide guidance on where to publish results or to announce next steps.

Figure III-9

FEAR AND NEIGHBORHOOD CRIME
Crossroads Neighborhood Assessment Findings

In July 1995, a survey was conducted on a random sample of 500 Crossroads neighborhood residents to determine perceptions and concerns as they relate to neighborhood crime. Here is what the 316 respondents told us.

- ✔ The fear of crime is very high. Fear is causing people to avoid going out at night and to change their activities. People believe that their likelihood of being a victim of a personal or property crime is high.
- ✔ 24% of the respondents were the victim of a property crime (e.g., theft, vandalism) during the past year.
- ✔ 3% of the respondents were the victim of a personal crime (e.g., rape, assault) during the past year.
- ✔ People believe that crime is caused primarily by drugs. Unsupervised kids rated as the second biggest contributor to crime.
- ✔ The following were rated as **"big problems"** in the neighborhood:
  1. drug use
  2. appearance (junk cars, trash, graffiti, etc.)
  3. crime
- ✔ The following were rated as "somewhat of a problem" in the neighborhood:
  1. unsupervised juveniles
  2. noise
- ✖ People believe that Crossroads residents **can** make a difference.
- ✖ 73% of the respondents indicated a willingness to participate in a neighborhood crime prevention program.

If you are interested in participating in solutions to neighborhood crime, or for a copy of the complete survey results, please call 234-5678.

The assessment activities introduced in this section can be used throughout the mobilization process as a means to conduct a "neighborhood check-up" or gather additional information and ideas. Upon conclusion of these needs assessment activities, community organizers should have a good idea of community problems and the degree of interest and motivation among community residents and groups in working to resolve these issues. The stage is set for the next phase in community mobilization.

Moving from ideas to action

Information is valuable — action is invaluable
James Belasco, 1990, p. 16

The concept of a "stream of engagement" is very important to community organizing. A primary advantage of needs assessment activities is that they generate interest and support for crime prevention and crime control activities. Organizers must maintain momentum and keep the "stream of engagement" flowing. Movement keeps people interested and builds credibility by demonstrating follow-through. This will facilitate the recruitment of volunteers needed to carry out the project(s).

The next step in community mobilization is to develop an action plan for project implementation. At this point, the original planning team may want to recruit 4-5 additional people with specific expertise in the identified areas of need to help with project planning. The Crossroads Neighborhood planning team could include: individuals knowledgeable about factors contributing to drug use, the affects of drug use, and community resources for addressing the drug problem; teachers, juvenile probation officers, park and recreation personnel, coaches or others skilled at working with youth and developing educational or recreational opportunities; and individuals with labor skills and access to resources useful to a neighborhood clean-up project. This expanded planning team should:

1. focus on developing an overall project plan;
2. divide into committees with planning team members serving as committee chairs;
3. recruit committee members;
4. develop goal-specific plans with respective committee members;
5. facilitate committee activities; and
6. report progress to the organizer.

Elements of a plan

Comprehensive plans include several basic elements (Rubin and Rubin, 1986; Police Executive Research Forum and NCPC, 1994).

Goals provide a road map to the future.

Objectives operationalize goals. They should be specific, measurable, time framed and result-oriented.

Tasks are specific actions taken in support of the stated goals and objectives.

Roles and responsibilities specify who will carry out each task.

Resources (goods, services, money and people) are needed to implement the plan. They must be identified and secured.

Alternative solutions must be explored and kept in reserve. Even the most well laid out plans can encounter problems and barriers.

An organization's capabilities as a newly established organization should lead to a focus on "achievable" goals.

Prioritizing goals

A new community organization may set itself up for failure trying to tackle too many problems. The planning team should establish priorities based on the identified areas of need. The National Crime Prevention Council (1986a) suggests four ways for prioritizing goals.

1) Rank according to the problem's impact on the community;
2) Determine what resources are available to address which problems;
3) Assess the organization's capability (i.e., the skills and abilities of participants) to address the problem;
4) Determine *when* a problem should be addressed (e.g., based on urgency, sequencing); and
5) Rank according to the community's motivation to address the problem.

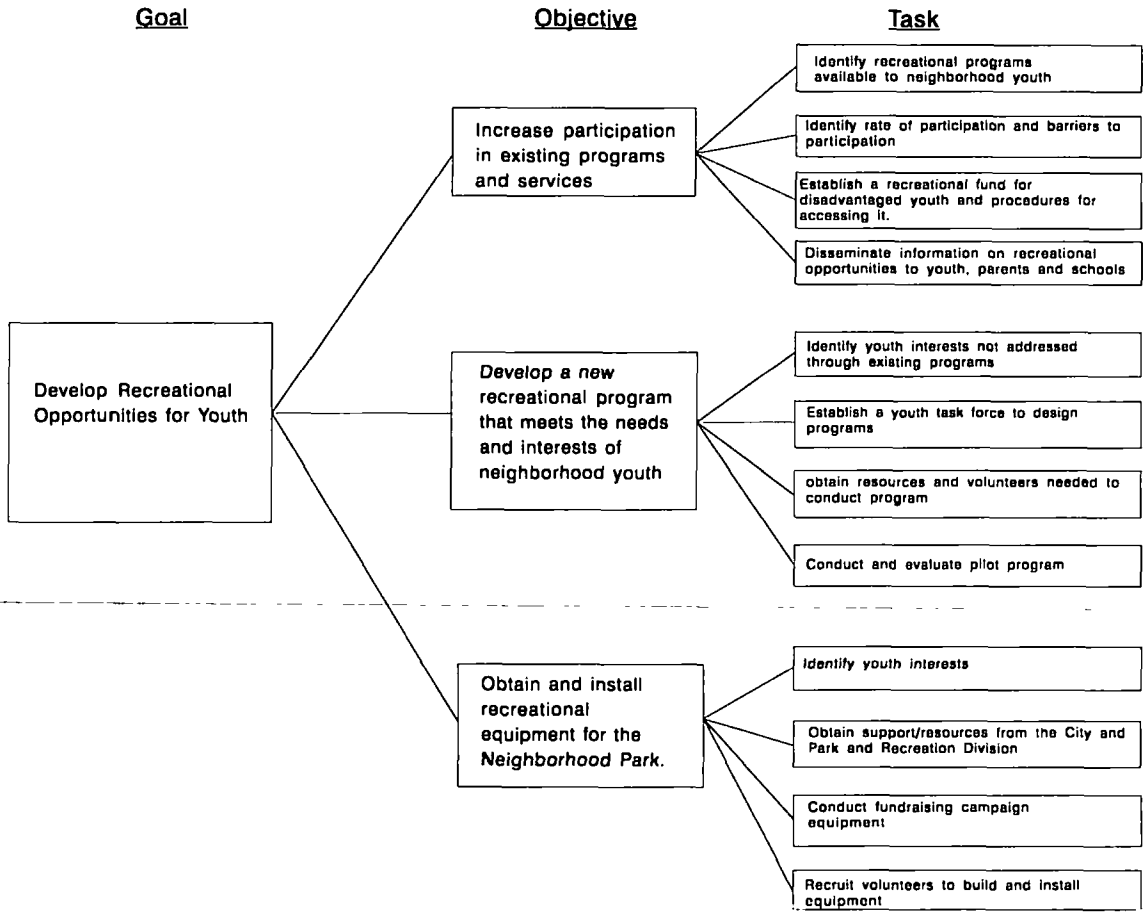
An organization's capabilities as a newly established organization should lead to a focus on "achievable" goals. In the case of Crossroads Neighborhood, the primary goals could include: 1) developing recreational opportunities for youth; and 2) conducting a neighborhood clean-up project. Improvements in both of these areas may impact drug use within the neighborhood.

Planning tools

Flow charts and action plans provide concrete ways to depict the plan. They provide a method for communicating and clarifying plans for project participants and the community. The flow chart in Figure III-10 depicts the objectives and tasks for goal #1 of the Crossroads Neighborhood Community Enhancement Project.

Figure III-10

Planning Flow Chart
Crossroads Neighborhood Enhancement Project



Source: Adapted from Rubin and Rubin, 1986.

The Community Anti-Drug Coalitions of America (CADCA, n.d., a) suggest several advantages of written action plans:

- Action plans are critical in times of staff/ volunteer turnover.
- Action plans provide a concrete tool with which to approach potential funders.
- Action plans serve as a basis for evaluating the group's accomplishments.

Figure III-11 is a sample action plan for a fundraising committee supporting the development of recreational opportunities in the Crossroads Neighborhood.

Figure III-11

Community Action Plan

Committee: Park Improvement Committee
Objective: Obtain and install recreational equipment for the Neighborhood Park

Task	Person Responsible	Resources	Due Date
Identify youth interests	Bill and Sally	1) Access youth through schools and Boys Club 2) Needs assessment committee will include our questions in youth survey	December 15, 1995
Obtain support/ resources from the City and Park and Recreation Division	Jennifer and Sam	Sam (works with Parks and Rec)	January 30, 1995
Conduct fundraising campaign	Mike, Pete, and Pam	1) Pam can prepare and print flyers at work 2) Church Youth Group will assist with campaign 3) Lumber retailer has already donated $500 worth of building materials.	February 15 - March 15, 1995
Recruit volunteers to build and install equipment	Sue and Steve	1) City maintenance department will lend tools 2) Probation department will provide community service workers	April 15, 1995

Meetings — the primary vehicle for planning and action

Meetings are the primary vehicle for planning and implementing community activities. As we all know, meetings can be an incredible waste of time or a productive, exhilarating experience. They can also be the difference between the success and failure of a community project. The secrets to effective meetings lie in: knowing when to have a meeting; thoroughly preparing for the meeting; encouraging balanced participation and solving problems creatively during the meeting; and knowing when to end the meeting.

The secrets to effective meetings lie in: knowing when to have a meeting; thoroughly preparing for the meeting; encouraging balanced participation and solving problems creatively during the meeting; and knowing when to end the meeting.

To meet or not to meet. Meetings can produce high quality solutions to problems and increase commitment by involving people in decisionmaking. However, they are time consuming, and they can be excruciating when not necessary or well planned.

Adler (1986) suggests that a meeting should only be held when an organizer can answer "yes" to the following questions:

1. Is the job beyond the capacity of one person?
2. Are individuals' tasks interdependent?
3. Is there more than one decision or solution?
4. Are misunderstandings or reservations likely?

Meeting preparation. Once the necessity of a meeting has been determined, plans must be made regarding the time, place and substance of the meeting. The checklist on the following page can be used to guide meeting preparation.

A clear agenda, distributed to meeting participants ahead of time, is critical. The agenda should be accompanied by any background information that will be needed during the meeting. Furthermore, if advanced work (e.g., reading an article, preparing a report) needs to be completed by meeting participants, this too, should be noted on the agenda.

Figure III-12

Characteristics of Good and Bad Meetings

Good meetings	Bad meetings
fast paced	long and boring
logical progression	unstructured, chaotic
information is available for decision-making	decisions made with information missing
high level of interaction	minimal participation
equal participation	dominated by a few
meeting goals achieved	nothing is accomplished

Source: Adapted from Rubin and Rubin, 1986

There are two key types of agenda items:

1) Information sharing items (e.g., reports, meeting notices, routine business) — these items generally do not require decisions or discussion and can be taken care of in relatively short periods of time.

2) Information processing items — these items require discussion, problem-solving and decisions. The desired outcomes of these items should be clearly identified on the agenda. For example, if the agenda item is "recruiting volunteers for community clean-up," the desired outcome or goal might be to "decide on recruitment methods and assign responsibilities."

Figure III-13

Meeting Preparation Checklist

Meeting Attendees

Names

_____ _____ _____

_____ _____ _____

_____ _____ _____

How many attendees are anticipated?_____

Logistics

Meeting location_____

____ convenient
____ adequate size
____ laid out to promote interaction
____ free from distractions

Equipment needs

✔/na	*comments*
_____podium	_____
_____blackboard	_____
_____projector	_____
_____flipchart	_____
_____sound system	_____
_____refreshments	_____

Agenda

✔/na	*comments*
_____time	_____
_____length	_____
_____location	_____
_____items and goals	_____
_____background information	_____
_____pre-work	_____
_____date of distribution	_____

Additional preparation required_____

Rubin and Rubin (1986) offer several recommendations for arranging an agenda:

- Place some routine business, announcements or brief reports first.
- Place the important information processing items about 15-20 minutes after the start of the meeting when people tend to be most alert.
- End with noncontroversial items, such as routine business items that do not require discussion.
- Do not crowd the agenda with long, complicated items.
- Try to estimate the time needed for each item and include it on the agenda.
- Aim for a maximum of two hour meetings.
- Leave time before and after meetings for conversation.

Figure III-14

Sample meeting agenda

Location:_____ Time: _____

Date:_____ Facilitator:_____

Agenda Items	Projected time frame	Desired Outcomes
Opening	7:00	
Committee reports	7:10 - 7:25	
Resource needs	7:25 - 8:00	Comprehensive list of goods and services required for each committee
Fundraising campaigns	8:00 - 8:40	Coordination of fundraising efforts Ideas for fundraising Identify possible resources
Review of milestones and accomplishments	8:40 - 8:50	
Next steps	8:50 - 9:00	
Adjournment	9:00	

Conducting the meeting. Anyone who has conducted a meeting understands that it is much more difficult than it appears. The meeting chair is responsible for eliciting participation from all group members and for moving the group toward meeting goals. The following discussion suggests tips for meeting leadership and problem-solving.

Shared leadership promotes equality and ownership. Furthermore, it is important to cultivate leadership skills among group members working on community projects, so that they, in turn, can use these skills with other community members.

Leadership. While the community organizer and the planning team members may want to assume leadership responsibilities initially, it may be wise to share this responsibility (e.g., through a rotation) among group members. Shared leadership promotes equality and ownership. Furthermore, it is important to cultivate leadership skills among group members working on community projects, so that they, in turn, can use these skills with other community members. Group leaders generally emerge naturally depending on the task at hand.

Adler (1986) suggests setting a constructive tone for the meeting by opening with:

- a statement of meeting goals;
- any necessary background information;
- a preview of how the meeting will run; and
- a reminder of time constraints.

Rubin and Rubin (1986) discuss the careful balance necessary for leaders to effectively guide groups through discussions. Effective leaders:

- contribute fresh ideas;
- initiate discussion;
- provoke original thought in others;
- critically evaluate the ideas of others;
- encourage critical thought in others;
- make agenda suggestions;
- clarify;
- summarize;
- verbalize consensus;
- regulate participation; and
- encourage others by listening.

Basically, leaders must be able to lead and guide the group without forcing their ideas on the group.

Encouraging balanced participation is perhaps the most important responsibility of a meeting leader. People must feel involved in the problem-solving and decisionmaking process. This requires that a leader tactfully interrupt members who dominate the discussion and redirect the question or discussion to the quieter members — e.g., "That is a great idea Don. I would like to hear how that suggestion works for others. Any thoughts Sarah?" If it is not a great idea, the leader can summarize the member's suggestion and throw it back out to other members for evaluation - e.g., "Don, if I'm hearing you correctly, you are suggesting...Sarah, what do you think?" This type of redirection also helps to keep the meeting on track.

Again, the leadership skills required for conducting effective meetings are very similar to those practiced by community corrections personnel every day. The new context, however, introduces additional challenges. Some people come by these leadership skills naturally. Others may require training. While formal training in facilitation skills or leadership skills would be preferable, there are other effective ways to learn these skills:

- Attend community meetings and observe how the meeting chairs conduct business.
- Talk to meeting chairs whose skills you admire and ask for suggestions.
- Ask to lead a staff meeting as an opportunity to practice these skills.
- Ask for feedback from members of groups you have chaired.

Problem-solving techniques. Structured methods for problem-solving facilitate meeting leadership. They encourage participation from all group members, ensure that many possible solutions are considered and evaluated, and contribute to better decisionmaking. There are many problem-solving options that can add variety to meetings. Zemke (1993) discusses two general categories of problem solving techniques:

1) **Interactive techniques** require discussion and oral exchange (see Figure III-15). They "work best when:

- the group is small (fewer than 10 people);
- time is plentiful;
- differences in status and opinion or viewpoint are likely to be minor; and
- discussion is deemed useful" (Zemke, 1993, p. 48).

2) **Parallel techniques** require solitary idea generation followed by pooling and discussion of the results (see Figure III-16). They "work best with:

- ◆ larger groups;
- ◆ when time is at a premium;
- ◆ when status differences need to be equalized;
- ◆ when a lot of ideas are considered to the problem-solving process; and
- ◆ when anonymity might be desirable" (Zemke, 1993, p. 48).

Figure III-15

Interactive Problem-Solving Techniques (Zemke, 1993, pp. 46-51)

Traditional Brainstorming (Osborne, 1957)	**Trigger Method** (Ford Motor Company)	**SIL - Successive Integration of Problem Elements** (Battelle Memorial Institute)
Four rules of conduct: 1. No criticism during the idea-generating phase. 2. Freewheeling is encouraged and welcome. 3. Go for quantity. 4. Combine and improve. **Two core principles:** 1. Deferred judgment. 2. Quantity breeds quality. **Step one:** Meeting preparation. • A statement of the problem is developed. • Equipment is gathered (flip chart, markers, tape). • Participants are identified. **Step two:** The problem statement is presented to the group. **Step three:** Idea generation. • Facilitator asks participants to suggest solutions for 30 to 45 minutes. • Facilitator records ideas on a flip chart. • Facilitator acts as cheerleader for group's efforts. **Step four:** Evaluate Ideas. • Facilitator leads a discussion of the ideas generated. • The best ideas are identified, ideas are combined. **Step five:** Follow-up. • One person receives additional ideas after the session. • This person prepares a report on new ideas and the best ideas identified during the session for basis of decision at next meeting.	**Six step process:** 1. The problem statement is read to the group. 2. Each member spends five minutes writing down his first reactions to solving the problem. 3. At the end of this silent idea-generation period, one participant reads one of her ideas to the group. 4. For 10 minutes the group discusses but does not evaluate the idea. The goal is to use the idea as a springboard for variations and other ideas. 5. This continues until all the ideas of all the team members have been read and discussed. 6. The new ideas and variations can then be used for yet another session, or an evaluation and recommendation phase can begin.	This method attempts to integrate or combine a group's ideas into a solitary "best-bet" solution to the problem. **Six step process:** 1. A group of 4-7 people generates written solutions to the stated problem. 2. Two participants each read one of their ideas to the team. 3. The team discusses ways to integrate the two ideas into one solution. 4. A third participant reads an idea to the group and the group again tries to mold these three ideas into one possible solution. 5. This "add-an-idea" cycle continues until all the ideas of all the participants have been read aloud, and the group has tried to integrate them. 6. The process is complete when the group reaches consensus on one integrated solution.

Figure III-16

Parallel Probelm-SolvingTechniques (Zemke, 1993, pp. 46-51)

Brainwriting Pool
(Battelle Memorial Institute)

Six step process:

1. Five to eight people are seated around a table.
2. The facilitator presents a problem to the group.
3. The participants write their ideas on a sheet of paper or a large note card.
4. When a participant has written four ideas, he places his idea sheet in the middle of the table in exchange for another participant's sheet.
5. Participants read the ideas on the new sheet and then add ideas of their own. They may return the sheet or card to the pool and draw out a different sheet whenever they need additional inspiration.
6. After 30 to 40 minutes, the process ends, the idea sheets are collected, and an evaluation phase begins.

Variations:

Method 6-3-5:

1. Six participants have five minutes to write down three ideas apiece on a sheet of paper.
2. Sheets are passed clockwise and each person adds his own ideas to the sheet he receives.
3. The process continues until all the sheets get back to their original owners.
4. After a break, the group evaluates the accumulated ideas.

Pin-Cards:

1. Each participant is given a stack of note cards of a different color.
2. After the problem is explained, everyone begins writing down ideas - one idea per card.
3. The cards are laid next to the person on her immediate right.
4. When a participant needs added stimulation, she picks up and reads one of the cards that has been passed on, adding any new ideas.
5. This continues for 20-30 minutes.
6. The cards are collected, sorted into categories and pinned to a large board.
7. Duplications are eliminated and evaluation begins. Best for six to eight people for two to three hours.

Nominal Group Technique
(Delbecq and Van de Ven, 1968)

Four step process:

1. Silent generation of ideas - each participant is given one 5 by 7 index card for each problem the group will work on. Every card has a problem statement typed across the top. Participants are instructed to write as many possible solutions to the problem as they can think of in 15 minutes, and then to move on to the next card.

2. Round-robin reporting of ideas - the facilitator lists one idea per person on a flip chart, going around the group until all the ideas are recorded.

3. Discussion for clarification - each item is discussed for clarification, elaboration, defense, synthesis, editing, adding, subtracting, etc.

4. Ranking of the solutions' potential for success - this is a form of silent balloting. Everyone writes on a card, in descending order, what he thinks are the five best solutions. The facilitator and a volunteer from the group record the votes and tabulate the results to determine a final list of the top five solutions. The facilitator then asks the group to agree or disagree with the ranking. If the group is not comfortable with either the final solutions or their rank order, discussion is re-opened and, if necessary, a new vote is taken.

Note: This process was developed from studies of the decision-making problems experienced by citizen-involvement groups.

Closing a meeting. Knowing when to end a meeting is just as important as knowing how to prepare for and conduct a meeting. After awhile, meetings become unproductive and people become disenchanted. Adler (1986) suggests three times when a meeting should be closed:

1. when the scheduled closing time has arrived;
2. when the group lacks resources to continue; and
3. when the agenda has been covered.

The meeting facilitator should close the meeting by:

- summarizing what was accomplished;
- summarizing the next steps (e.g., assignments, next meeting date); and
- thanking the group.

The meeting should be followed up with meeting minutes which summarize decisions made and actions to be taken. Unfinished business should be carried over to the agenda for the next meeting.

Resource development

...bartering, bargaining, borrowing and just plain asking are keys to reaching out to tap the richness of resources every community offers (NCPC, 1987, p. 1).

It is difficult asking for help and even harder asking for money. Yet, there are numerous examples of community groups and non-profit agencies who simply ask the right people the right question and, somehow, receive the resources they need.

The National Crime Prevention Council (1987) suggests developing a clear, explicit description of what resources are needed to carry out a project; and considering goods and services instead of money. Resources include:

- people;
- materials;
- time;
- money; and
- facilities (Police Executive Research Forum and NCPC, 1994).

Approaching people and organizations for resources serves two purposes: 1) to obtain enough money to accomplish the organization's goals; and 2) to involve community members in the fundraising process (i.e., as volunteers and as contributors) and, thereby, increase their commitment to the goals of the organization (Rubin and Rubin, 1986).

When soliciting door-to-door or by mail present the following information:

- your name and organization;
- the organization's accomplishments;
- current problem;
- what the donor can do (volunteer, donate goods or services, amount of monetary contribution); and
- instructions on how to give (i.e., mailing and street address)(Rubin and Rubin, 1986).

Other fundraising techniques include:

- membership fees;
- special events (auctions, charity balls, fish fries);
- raffles; and
- writing grant proposals for government funds or foundations (please see Section VI of the *Handbook* for a listing of potential funding sources).

Figure III-17

Fund Raising Tips to Remember

1. People give to people; ask in person.
2. Keep complete records of your donors.
3. People cannot respond unless you tell them what you want. Always ask for a specific amount or item.
4. Be enthusiastic, optimistic, and bold. You get what you ask for.
5. People want recognition. Send thank you notes.

Adapted from Flanagan (1982).

Sustaining involvement and action

Nourishing

Identifying and addressing individual needs. The Police Executive Research Forum and NCPC (1994) emphasize the need to address the particular concerns and interests of individuals as a means to sustain their involvement and motivation. Individuals who are most interested in the social aspects of community volunteerism should be put to work on group tasks with a high level of interaction. Individuals volunteering to gain knowledge and skills in the project area could work in a research capacity and perhaps be more involved in planning. Organizational representatives must experience first hand the benefits of involvement for their organization or for their personal work performance. For example, community corrections practitioners may be involved in a community project to develop additional resources for their clients, or to garner support from residents in a high risk neighborhood and enhance their safety. If these interests are not addressed, the likelihood of continued involvement will be reduced. Community organizers should make it a priority to identify and understand the reasons individual members are involved and work with individuals on how these needs might be met. A mutually beneficial relationship increases the likelihood of success.

Community organizers should make it a priority to identify and understand the reasons individual members are involved and work with individuals on how these needs might be met.

Opportunities for knowledge and skill enhancement. Community participation should take place within a learning environment. When people complete a project they should be able to feel as if they have gained something — whether it be insight into their own behaviors and abilities, enhanced communication skills, or a better understanding of factors contributing to crime.

Community organizers can sustain involvement and action by developing training opportunities for participants. Training can come in many forms which account for limited resources:

- a mentoring system could be established whereby participants are matched according to their areas of expertise and areas of interest in learning;
- participants with specific skills or expertise of interest to others could give presentations or conduct workshops;
- video training tapes could be purchased or rented for use by the group; or
- the group may be able to tap into training offered by organizations such as United Way, Red Cross, or other volunteer organizations in the area.

Building leadership skills among participants is critical to sustaining involvement and action. Volunteer leaders can burn out; without a system for developing new leaders, there may be no one to assume leadership responsibilities and action could come to a halt (Police Executive Research Forum and NCPC, 1994). Rotating leadership responsibilities is an effective way to minimize burn out.

Feedback on performance. The degree of formality involved in giving participants feedback on their performance should be determined by the group. Feedback can be given through two-way performance evaluations between participants, it can be given through written feedback forms, or it can be given through informal communication between participants. It is imperative, however, that participants be offered suggestions for improvement or recognized for a job well done, both of which contribute to a learning environment and increased satisfaction.

Monitoring and evaluating

In Section II of this *Handbook* the need for both process and outcome measures as discussed. Flow charts and action plans such as those developed for Crossroads Neighborhood provide simple mechanisms for tracking process and progress. Completion dates and outcomes should be recorded routinely. The Community Anti-Drug Coalitions of America (CADCA, n.d., b) recommends reviewing action plans monthly and providing feedback to the group.

The Crossroads Neighborhood Park Improvement Committee may want to examine the following process measures to determine whether or not the project and tasks are being carried out according to plan:

- number of tasks completed by the target date;
- number of youth responding to survey;
- youth recreational interests identified through survey;
- number and type of meetings conducted;
- resources obtained from City and Park and Recreation Division;
- number and type of fundraising activities conducted;
- number of people involved in fundraising activities;
- number and type of volunteer recruitment methods implemented; and
- number of volunteers recruited to help with installation of equipment.

Outcome measures to determine the extent to which the committee is achieving its objective could include:

- the amount of funds raised;
- the type and amount of goods and services donated;
- the type and amount of equipment purchased; and
- the type and amount of equipment installed.

The Crossroads Neighborhood organization as a whole would want to examine intermediate and ultimate outcomes such as:

- increased use of the park by youth and families;
- a decrease in complaints to police about unsupervised youth;
- decreased drug use; and
- a decrease in juvenile crime.

Achieving reduced drug use and crime is a long-term endeavor. It is important to measure immediate and intermediate outcomes to track progress, to modify action plans as needed, and to provide the participants and the community at large with feedback on results.

The importance of monitoring and evaluating community projects cannot be overstated. It is a primary vehicle for providing participant's with feedback on their individual and group performance. It can lead to improved methods of doing things and a sense of accomplishment. Seeing the results of hard work rejuvenates enthusiasm and sustains interest.

Communicating

Clear and open communication is essential to sustaining involvement and action. This includes communication among participants and with other community members and organizations.

Access to information is a prerequisite for problem-solving.

Formal mechanisms of communicating with participants should be established. This may include: verbal progress reports at meetings, or written communication through meeting minutes, progress reports, or newsletters. Both achievements and problems should be shared among all participants. Access to information is a prerequisite for problem-solving.

Communicating with other community members and organizations can increase interest and involvement and garner support and resources. Community groups may benefit from establishing a media or public relations task force and a press kit. A press kit could include a fact sheet about the organization and the issue(s) being addressed, a listing of participants, and examples of the group's work and accomplishments (CADCA, n.d., c). The message and accomplishments of a community group can be communicated through a variety of mechanisms including:

- bumper stickers;
- posters;
- brochures;
- newsletters;
- presentations;
- public service advertising (PSA's);
- editorials in local newspapers;
- videos; and
- speakers bureaus.

General objectives of public relations or media campaigns include informing the public (i.e., increasing awareness and knowledge); persuading the public (i.e., changing attitudes or beliefs); and motivating the public (i.e., to change their personal behaviors or to get involved in community activities) (CADCA, n.d., c). The group's objective and

the target audience should dictate the selected method of communication.

PSA's are commonly used by community groups to communicate their message to the public. PSA's generally address problems of general concern to most citizens and receive gratis placement in broadcast and print media (O'Keefe, Rosenbaum, Lavrakas, Reid and Botta, 1993).

Results of a national, independent evaluation of the National Citizens' Crime Prevention Campaign suggests the potency of public service advertising in changing attitudes and generating preventive action. The evaluation, conducted by the University of Wisconsin, found that:

- More than four out of five adults recalled having seen the McGruff public service messages (PSAs), and half of adults recalled the current anti-violence messages.
- One third who had seen the PSA's had learned from them; one fifth who had seen them had taken preventive actions.
- Almost half reported feeling more personally responsible for preventing crime; slightly more than half said they had become more concerned about the crime problem.
- 70 percent said the PSA's were effective in increasing their own crime prevention awareness and 90 percent said they were effective in increasing their children's awareness of crime prevention.
- The PSA's were particularly effective in reaching parents with children at home, less-educated and lower-income citizens, women, and African Americans (O'Keefe et al., 1993).

Community organizers should develop monthly or quarterly summaries of the public relations and media activity and report the information back to the participants (CADCA, n.d., d). Positive press will reaffirm participant's commitment and sustain their involvement.

Celebrating

Last but certainly not least, successes, both small and large, should be celebrated. Early in the group's formation, a brainstorming session should be held to identify celebratory events or activities that would be most meaningful to the group. A committee should be designated for planning these events. Celebrations can range from small social events for participants only to large community-wide events. Examples of celebrations conducted by community anti-drug coalitions across the country include:

- a "family day in the park;"
- 5K run/walk;
- anti-drug march and rally;
- awards dinners;
- a youth bowling event;
- festivals; and
- concerts (CADCA, n.d., e).

The primary purpose of such events is to recognize and honor all volunteers, sponsors and participants. These events, however, provide a perfect opportunity to generate additional interest and support and to further communicate the group's accomplishments. The media should definitely be invited.

Celebrations meet people's need for belonging and recognition. They are essential to sustaining community involvement and action and contribute to a cohesive and unified community.

Mobilizing the community — summary and conclusions

Community mobilization can be a long and involved process that offers many challenges along the way. It also offers many rewards. Working with others toward a common goal has synergistic effects — it generates enthusiasm and commitment, both of which are essential to enhancing the safety of our communities.

This section of the *Handbook* introduced the basic tenets of effective community organizing. Several common themes emerge throughout its pages: 1) the importance of information; 2) the effects of who is involved and how they are treated; and 3) the power of planning and process.

Assessing community needs is a crucial first step in mobilizing the community. Without a clear understanding of community problems and strengths, community projects may miss the desired target, wasting valuable resources and damaging credibility. Community organizers must take the time to explore resident's perceptions of crime and their ideas for solutions. This important phase of mobilization sets the stage for planning and implementation by establishing trust and gaining the community's support and commitment.

Building on this base of information and community support, organizers can continue to the next stage of community mobilization — moving from ideas to action. Careful planning is required for successful implementation. Organizers should involve a broad spectrum of individuals who can provide diverse skills and knowledge. Strong leadership is a must; a good leader is able to listen, support and challenge participants in a manner that demonstrates respect and appreciation for their efforts and that facilitates goal achievement.

Successful community mobilization requires patience and persistence. Community problems are not going to be fixed overnight. In order to sustain involvement and action, community organizers must facilitate a mutually beneficial relationship. Participants must feel as if they are making important contributions and they must gain something from their involvement, whether it be social interaction, knowledge, or a safer neighborhood. This requires nourishment, open communication, and ongoing feedback.

Effective community mobilization, like most things in life, requires learning by trial and error. The information in this section provides a starting point. Don't be afraid to try something new...remember the words of Don Shula, coach of the Miami Dolphins, "success isn't final and failure isn't fatal."

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Moblilizing the Community

Supplemental materials

Exhibit III-1

SAMPLE COMMUNITY SURVEY

Please answer all of the following questions by *circling* the responses that best fit *your* opinions.

	Very Strongly Disagree	Strongly Disagree	Disagree	Uncertain	Agree	Strongly Agree	Very Strongly Agree
1. I often avoid going out during the daytime because I am afraid of crime.	1	2	3	4	5	6	7
2. This neighborhood is a better place to live now than it was a year ago.	1	2	3	4	5	6	7
3. My fear of crime is very high.	1	2	3	4	5	6	7
4. Most of the crime problems around here are caused by drugs.	1	2	3	4	5	6	7
5. There is a good chance that I will be the victim of a property crime (theft, burglary) this year.	1	2	3	4	5	6	7
6. I often avoid going out after dark because I am afraid of crime.	1	2	3	4	5	6	7
7. Fear of crime is very high in this neighborhood.	1	2	3	4	5	6	7
8. There is a good chance that I will be the victim of a personal crime (rape, assault) this year.	1	2	3	4	5	6	7
9. Most of the crime problems around here are caused by gangs.	1	2	3	4	5	6	7
10. I am more afraid of crime than I have ever been.	1	2	3	4	5	6	7
11. Most of the crime problems around here are caused by unsupervised kids.	1	2	3	4	5	6	7
12. Physical improvements will make this neighborhood a safer place to live.	1	2	3	4	5	6	7
13. The drug problem in this neighborhood is not as bad as it was a year ago.	1	2	3	4	5	6	7
14. Most of the crime problems around here are caused by people who don't even live here.	1	2	3	4	5	6	7

Exhibit III-1

SAMPLE COMMUNITY SURVEY - *continued*

15. How important are the following problems in your neighborhood? (In the space provided before each item, place a number from the following scale which best represents your opinion.)

Scale: Big Problem 5 | 4 | Somewhat a Problem 3 | 2 | Not a Problem 1

- ☐ Appearance problems (for example, junk cars, trash, etc.)
- ☐ Parking/traffic
- ☐ Crime
- ☐ School-related problems
- ☐ Problem with neighbors
- ☐ Street people/homeless
- ☐ Noise
- ☐ Unsupervised juveniles
- ☐ Abandoned/run-down buildings
- ☐ Public intoxication
- ☐ Prostitution
- ☐ Drug use

16. Would you agree or disagree with this statement: "There's little my neighbors and I can do to solve problems in this neighborhood." (Check the answer which best represent your opinion.)

Agree ☐ Disagree ☐ Unsure ☐ Refused ☐

17. What kinds of community groups are you active in? (Check all that apply.)

Church ☐ Social Club ☐ Block Ass'n. ☐
Fraternal ☐ Political ☐ Sports ☐
Service Club ☐ School ☐ Youth ☐

18. How do you feel about going out for meetings at night? (Check the answers which best represent your opinion.)

Walking? Very Safe ☐ Pretty Safe ☐ Somewhat Unsafe ☐ Very Unsafe ☐ Don't Go ☐
Driving? Very Safe ☐ Pretty Safe ☐ Somewhat Unsafe ☐ Very Unsafe ☐ Don't Go ☐

19. Do you and your neighbors get together for social events? (Check the answers which best represent your opinion.)

Often Sometimes ☐ Occasionally ☐ Rarely/Never ☐

For community needs discussion/meetings?

Often Sometimes ☐ Occasionally ☐ Rarely/Never ☐

20. How do you find out about news events in your neighborhood? (Check all that apply.)

School ☐ Television ☐ Metropolitan newspaper ☐ Neighborhood newspaper ☐ Radio ☐
Neighbors' chat ☐ Family/Friends ☐ Self (own observations) ☐ Other ☐

Please provide the following background information as indicated.

21. What is your age?_____years

22. What is your sex? _____Male _____Female

23. How many years have you lived in this neighborhood? _____years

Exhibit III-1

SAMPLE COMMUNITY SURVEY - *continued*

24. How many residents are there in your household? _____residents

25. During the last year, have you: (circle correct answer)

a. been the victim of a property crime (theft, vandalism)?	yes	no
b. been the victim of a personal crime (rape, assault)?	yes	no
c. taken additional steps to protect yourself from crime?	yes	no

26. Additional comments?

Adapted from:

NCPC, Planning is a Verb, Washington, D.C.: Author.

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IV. Effective Use of Volunteers

Volunteers...Our greatest natural resource.

Points of Light Foundation, 1995

Given today's limited financial and human resources, community corrections cannot afford to overlook our "greatest natural resource." There are untapped human resources in each community which could prove invaluable to community corrections in fulfilling their mission. The goal is to find and utilize those resources in a manner that enhances existing practices and services, promotes a positive image of community corrections, and satisfies the needs and interests of the volunteer. Section III addressed many issues relevant to recruiting and sustaining volunteer involvement in community organizations. This section will be devoted to developing an effective volunteer program within a community corrections setting.

Discussions with community corrections personnel and a review of the literature suggests a certain level of resistance to using volunteers. This resistance stems from "its more trouble than its worth" to concerns about job displacement. Those community corrections professionals that have been involved with a successful volunteer program acknowledge the up-front time and effort it takes to get a volunteer program off of the ground, but adamantly state that it is worth every minute. Benefits cited for using volunteers in a correctional setting include:

- volunteers expand the skills, abilities and resources available to the offender;
- they provide an essential element of community involvement, generating public awareness of community corrections;
- they allow for individualized services and more time to be spent with the offender, increasing the probability of effective intervention;
- they allow more effective use of the professional full-time, paid staff;
- they enhance programs at a relatively moderate cost; and
- they make offenders more accountable to the community because of the direct and frequent contact with members of the public (Spence, 1993; McCarthy & McCarthy, 1991).

The secrets to a successful volunteer program appear to lie in six basic processes:

1) planning;
2) recruiting;
3) screening;
4) training;
5) supervising; and
6) recognizing.

These six processes will be explored throughout this section of the *Handbook*. Practical tips from agencies experienced in developing and implementing volunteer programs will be shared, as well as sample policies and procedures. By following some basic rules of volunteerism, agencies can begin to use and value "our greatest natural resource."

Planning

Planning for a volunteer program involves:

- identifying a need;
- defining roles for volunteers;
- clarifying the nature of volunteer-staff relationships;
- exploring legal issues associated with managing volunteers; and
- developing policies and procedures.

A comprehensive planning stage should involve all levels of staff, clients and potential volunteers.

Identifying a need

When developing a volunteer program, agencies should ask themselves three key questions:

1) How would volunteers promote and support the organization's mission and philosophy?
2) What goals are not being achieved or tasks not being accomplished due to limited financial, human or service resources?
3) Can these tasks or goals be accomplished effectively by volunteers (Ogburn, 1993)?

Recruiting volunteers without careful consideration of these questions could lead to a bad experience for both the volunteer and the agency. Volunteers used unwisely can end up feeling that their time is being wasted. After all, people who volunteer to help in such endeavors often have an altruistic nature; if their time is being wasted they may feel that it could be better spent assisting another agency. The careless hiring of volunteers could also mean that the agency must deal with someone who is simply "in the way," or who requires extensive supervision. This is certainly not needed on top of all the other burdens with which officers must deal. "For a volunteer program to be successful, it should not create more work for the paid staff or place additional demands on an already heavy work-load" (Smith, 1993, p. 81).

Defining volunteer roles

In addition to considering agency needs, volunteer motivations should be considered. Developing volunteer opportunities which address volunteer needs will contribute to increased satisfaction and retention.

The primary motivations for volunteering include:

- satisfying altruistic needs (i.e., helping others, serving the community);
- gaining career related experience;
- socializing;
- gaining satisfaction, enjoyment from work; and
- feeling needed (Independent Sector, 1992; Brown and Zahrly, 1989 as cited in Fisher and Cole, 1993).

To meet these diverse motivations and to create a learning environment for volunteers, it is recommended that agencies develop a range of volunteer opportunities requiring different levels of knowledge and skills, addressing different interests, and accommodating varying time commitments. Volunteers can perform many functions within correctional settings; agencies are limited only by their creativity (Leenhouts, n.d.; McCarthy & McCarthy, 1991). Many agencies categorize volunteer services into administrative services, direct offender services, and victim services; or into routine and advanced tasks (see Exhibit IV-1).

Position descriptions should be developed for each job. Descriptions should include:

- a position title;
- the goals of the volunteer position;
- a clear description of duties;
- minimum qualifications;
- requested time commitment;
- a description of any volunteer benefits; and
- the title of the individual providing supervision for the volunteer position.

Please see Exhibit IV-4 in the Supplemental Materials at the end of this section for examples of job descriptions.

Exhibit IV-1

Volunteer Opportunities - Program Examples

The Minnesota Citizens' Council, which provides contract services to the Department of Corrections for an Intensive Supervision Program, uses volunteers to perform both routine tasks and tasks that require specific skills or expertise.

Routine tasks:

- transportation;
- telephone calls to verify attendance and progress in offenders' employment, schooling or counseling;
- case recording; and
- compiling and submitting statistics.

Tasks requiring specific skills and expertise:

- financial planning;
- job development and employment referrals;
- child care;
- community resource development; and
- family and personal counseling.

In the **London Area Office of Community Parole within the Correctional Service of Canada**, citizens gradually assume increasing responsibility for the following services:

- offender classification;
- pre-release investigations;
- one-on-one supervision of individually assigned cases;
- co-supervision of high-risk or special-need offenders;
- specialty areas such as teaching, mental health;
- community resource development;
- public education projects; and
- advisory committees (Spence, 1993).

South Carolina Department of Corrections' volunteer opportunities encompass the following classifications:

- Direct services - Volunteers working directly with inmates or providing inmate services;
- Support Services - Volunteers providing staff support with little or no inmate contact;
- Committees, Boards, Commissions, Advocacy - Volunteers serving on policy or advisory boards, committees or task forces or serving as public advocates to promote agency goals;
- Groups - individuals volunteering as a part of a group designing or sponsoring a program or project to benefit institutional and inmate needs;
- Special Events - volunteers that provide a service once a year with minimum or no inmate contact.

Exhibit IV-2

Specific Examples of Volunteers in Action

Community Sponsor and Network Teams, New Jersey Administrative Office of the Courts

New Jersey's Intensive Supervision Program (ISP) uses community sponsors and network teams to provide the offender with a "linkage to the community" (New Jersey Administrative Office of the Courts, 1983). Community sponsors and network teams consist of individuals, identified by the offender in their application for participation in ISP, who could assist them in making their transition into community life.

The community sponsor and network team are contacted by ISP staff to ascertain their willingness and suitability to assume these roles. During an initial meeting with the officer the sponsor and network team members receive an orientation to the program; listen to and review the officer's interview with the offender; and discuss ways in which they can assist the offender in achieving their goals as identified in the case plan. Community sponsors and network teams ultimately reach an agreement regarding their responsibilities as outlined in the plan. The duties of community sponsors and network teams include:

- transportation to work or other obligations;
- assisting in emergencies such as loss of a job or home;
- acting as an advocate in dealing with other community agencies, organizations, or individuals;
- helping to occupy "free time;" and
- monitoring special conditions such as community service.

The community sponsor and network team are individualized volunteers. Their services are targeted to one offender whom they can assist in reintegration. This provides a very real support mechanism for the offender and for the ISP officer.

Montgomery Court Placement Program, Alabama

The purpose of this Alabama-based program is to "link the court to the requisite community resources" (Lindsay, 1992). The program is designed to place unemployed offenders in community work sites or paying jobs. Skills assessments are conducted by the local Job Training Partnership Act. Volunteers interview offenders and make the appropriate referrals. The volunteers work closely with the court and the probation and parole department. They also closely collaborate with administrators of community work sites and local employers, and quickly respond to any concerns that may arise. The program has involved over sixty employers and forty community work sites. Volunteers have placed over 100 clients in community work sites, with an 85 percent success rate; and 200 offenders into successful job placements.

Clarifying staff-volunteer relationships

Poor staff-volunteer relations are a frequent cause of failure for volunteer programs (McCarthy & McCarthy, 1991). Involving staff in the planning and design of the volunteer program will promote buy-in and increase the program's acceptance. Line personnel may know best the areas where volunteer assistance is needed. Furthermore, as in most agencies, officers have some level of responsibility for monitoring volunteers who are providing direct services to offenders on their caseloads and should, therefore, have input into supervision, monitoring and reporting requirements.

Staff should receive training on supervising and consulting with volunteers (McCarthy & McCarthy, 1991). This training should include information on the parameters of the volunteer program (e.g., restrictions on volunteer duties; legal issues) and program policies and procedures. Communication or management skills training should also be included to facilitate interactions with volunteers.

One person should be designated as volunteer coordinator. This person should be knowledgeable about probation and parole, but skilled in the area of community organization and public relations (Action, n.d.).

Typically, the volunteer coordinator assumes responsibility for recruiting, screening, and assigning, and troubleshooting when problems arise. Line

staff are usually more involved with the day-to-day guiding and monitoring of volunteer performance. Volunteers must know who to turn to for direction and to whom they are accountable (Action, n.d.).

Legal issues

The laws pertaining to the administration of volunteer programs vary from state to state. Agencies should seek the advice of local legal counsel during the planning stage. The check list in Figure IV-1 can be used to guide legal inquiries.

The following precautions will help reduce risk of liability associated with volunteers:

1. Carefully screen volunteers by conducting a background investigation.
2. Develop a clear and comprehensive departmental policy concerning the use of volunteers including procedures for interviewing, screening, training, placing and supervising volunteers.
3. Train officers on working with volunteers.
4. Ensure that volunteers have a clear understanding of the limits of their authority by:
   - carefully training them how to perform their volunteer duties; and
   - providing them with a policies and procedures manual.
5. Have volunteers read and sign a memorandum of understanding which includes:
   - a description of duties and any volunteer requirements;
   - a statement of understanding regarding the potential risks associated with working with convicted felons;
   - an agreement to hold harmless and indemnify the agency; and
   - a statement acknowledging that donation of time and service does not represent employment.
6. Include volunteers in state or professional liability insurance coverage or purchase additional coverage (del Carmen & Trook-White, 1986).

Please see the Supplemental Materials at the end of this section for sample policies and procedures (Exhibit IV-8 and IV-15) and for a sample memorandum of agreement (Exhibit IV-9).

Figure IV-1

Legal Issues Check List

Anti-Discrimination

- Because volunteers are not compensated, they are **generally** not protected by federal or state anti-discrimination laws.
- Most organizations, however, choose to treat volunteers as if they were protected by anti-discrimination laws.
- Federal grantees generally must treat volunteers as employees and are, therefore, subject to anti-discrimination laws.
- ADA requires that persons with disabilities be given the same opportunity to participate in or benefit from the activities of public agencies. Although not yet established through case law, ADA rules may apply to volunteers if the volunteer position clearly benefits the volunteers.

Workers' Compensation

- Check with your state law to determine your obligation to purchase workers' compensation insurance for volunteers.
- Some states statutorily allow volunteer organizations the option of treating their volunteers as employees for purposes of workers' compensation.
- Purchasing workers' compensation premiums for volunteers may offer an advantage since individuals who elect to seek workers' compensation cannot also attempt to recover damages through personal injury litigation against employers.

Figure IV-1

Legal Issues Check List, cont.

Child Labor Laws

- The Fair Labor Standards Act which encompasses the child labor law generally does not apply to volunteers.
- It is recommended that organizations consider the child labor restrictions regarding hazardous occupations, licensing, parental consent and working hours when designing service assignments for young volunteers.

General Tax Rules

- Payments to volunteers must be treated the same as payments to employees.
- Living allowances, stipends, post-service benefits, and in-kind benefits are usually treated like wages.
- Reimbursements to volunteers are taxable to the same extent as reimbursements to employees.

General Liability

- There are seven areas of officer, supervisor, and agency liability. (Officers supervising volunteers are considered supervisors in liability cases):
  1. Negligent failure to train - agencies have a duty to train volunteers; failure to do so subjects the supervisor and the agency to liability.
  2. Negligent hiring - proper background investigation is important; liability ensues when a volunteer is unfit for appointment.
  3. Negligent assignment - a supervisor has an affirmative duty not to assign or leave a subordinate (i.e., a volunteer) in a position for which he/she is unfit.
  4. Negligent failure to supervise - abdication of responsibility to oversee volunteers' activities.
  5. Negligent failure to direct - failing to sufficiently tell the volunteer the specific requirements and proper limits of the job to be performed.
  6. Negligent entrustment - failure to supervise or control a volunteers' custody, use, or supervision of equipment.
  7. Negligent retention - failure to take action against a volunteer when the volunteer has demonstrated unsuitability for the job to a dangerous degree.
- Qualified immunity applies to all community service officers and means that officers are immune if they acted in good faith.
- Good faith means acting with honest intentions under the law and in absence of fraud, deceit, collusion, or gross negligence.

Liability to third parties for injuries caused by volunteers

- These seven areas of liability apply to volunteers because volunteers may be considered subordinates of the agency, particularly if the agency exercises supervisory duties or authority over the volunteer.

Liability to Volunteers

- For injuries caused by offenders - the agency will most probably not be liable except if the agency is guilty of gross negligence. Agencies must warn volunteers of the risks; train volunteers; and carefully evaluate offenders to whom they assign volunteers to work with.

Adapted from:

1. *Tremper, C., Seidman, A. & Tufts, S. (1994). Managing Volunteers Within the Law, Washington, DC: Nonprofit Risk Management Center*
2. *delCarmen, R. and Trook-White, E. (1986). Liability Issues in Community Service Sanctions, Washington, DC: U.S. Department of Justice, National Institute of Corrections.*

Recruiting

Fisher and Cole (1993) suggest that competition for volunteers among nonprofit organizations requires a marketing approach to recruitment. This entails:

- viewing volunteers as consumers and appealing to their interests and motivations;
- developing recruitment materials and strategies which balance organizational needs with volunteer needs; and
- prioritizing recruitment methods to increase recruitment success.

Developing written materials

Distributing recruitment brochures, as a strategy by itself, is generally not an effective recruitment method (Leenhouts, n.d.). It is recommended, however, that agencies have written materials for distribution in conjunction with other recruitment strategies. Key components of effective recruitment brochures include:

- visual appeal;
- information about the agency and its mission;
- an accurate and complete portrayal of volunteer services sought;
- knowledge, skills and experiences that can be gained from serving as a volunteer; and
- the name, telephone number and address of the person or agency to contact for further information.

Please see the Supplemental Materials section for examples of recruitment flyers (Exhibits IV -5 and IV-10) and brochures (Exhibits IV-6 and IV-11).

Recruitment methods

~~Action (n.d.) cites three primary recruitment~~ methods: 1) mass media releases; 2) well planned and prepared approaches to community groups and organizations; and 3) one-to-one recruitment, using satisfied volunteers, staff or offenders.

NCPC (1994) suggests that agencies should decide whether to use a focused recruitment strategy seeking volunteers with particular skills for a specific position, or a general appeal for persons to perform a variety of tasks.

Mass media. For a general recruiting effort, the local newspaper(s) always offer(s) the possibility of purchasing space for a help wanted advertisement. Another possibility is providing the local newspaper with a press release on the program itself, and its need for volunteers. Informing the press of the agency's efforts may spark the interest of a local reporter and provide the opportunity to articulate the need for volunteers in this context.

Cable television stations often have public access channels, and television and radio stations are required to give time for public service programming. These avenues can be used as forums for recruitment of volunteers and for general education about the agency. An added benefit is that these services are provided at no cost to the agency.

Targeting community groups and organizations. Certainly, a general call for volunteers can be issued, but a thoughtful look at the community's resources enables the agency to direct its efforts more efficiently.

- *Universities or colleges.* Some communities are fortunate enough to have colleges or universities nearby. Students, especially students of criminal justice, social work, or psychology, are interested in gaining experience in their fields. Volunteering for a community corrections agency offers them a particularly attractive opportunity. Universities also offer internships through various departments. Agencies could offer the opportunity for departments to employ their students in unpaid internships.

  Departments at local colleges or universities may permit the posting of job announcements on bulletin boards. Some professors may even announce the opportunity in classes, or provide time for a presentation from agency representatives. College employment services may post the announcement, as well. These can be invaluable resources in getting your message out to an interested population.

- *Philanthropic Organizations.* Certain organizations are centered around philanthropic causes. Agencies might consider contacting these organizations and involving them at the

outset in their efforts to utilize volunteers. The United Way, for example, is one of the most successful organizations at recruiting assistance from the community. Organizations that have crime and justice as specific interests include: the American Association for Retired People, General Federation of Women's Clubs, and Service Corps of Retired Executives. Neighborhood crime prevention programs may also provide a good volunteer resource for community corrections.

- *Churches.* Religious affiliation is the strongest indicator of volunteer involvement (Independent Sector, 1992). Thus, local churches are an excellent resource for volunteer recruitment, especially if the volunteer services benefit their neighborhood or residents. Churches often have informational bulletin boards and may allow the posting of job announcements. Most churches have bulletins which keep the congregation informed of church activities. The agency could contact the bulletin publisher to see if a volunteer recruitment announcement could be included.
- *Volunteer clearinghouses.* Many communities have a centralized office available for a host of different organizations to recruit volunteers.

One-to-one recruitment. This is seen as the most effective method of volunteer recruitment (Leenhouts, n.d.; Isley, 1990; Fisher and Cole, 1993). A direct request from a friend or family member is the primary way people become involved in voluntary activities (Fisher and Cole, 1993). According to Independent Sector (1992) those asked to volunteer are three times more likely to volunteer than those who are not asked. Satisfied volunteers can then be powerful recruitment tools for community corrections agencies through word of mouth or by participating with staff in formal presentations to community groups.

Recruiting volunteers for community corrections presents two special challenges. First, volunteers may question why they should volunteer to work with criminals or "bad people." Through their recruitment efforts, agencies must educate the public about the offender population and attempt to dispel some of the fear and misperceptions. One program's response follows:

> *Our response begins by recognizing that volunteers represent the community at large. We believe the community needs to learn about offenders and then play an important role in ensuring that offenders do not again become a threat to society. Our staff take this message to the community when we recruit volunteers. When the community understands that people in the criminal justice system are those whom the welfare and education systems have failed, we receive a positive response. A key to effective recruitment is allaying potential volunteers' fears about working with offenders.*
>
> *Charlotte Arnold (1993, pp. 120-121)*
> *Program for Female Offenders in Pittsburgh*

Second, males and minority groups are underrepresented among volunteers (Fisher and Cole, 1993) and over-represented among the offender population. To increase participation among these groups, agencies must show how volunteer participation and the agencies goals and methods are consistent with the needs and interests of people in these groups. Specifically, many young male offenders can benefit from exposure to a positive role model through a one-on-one, or mentoring, relationship.

Screening

Given the sensitive areas in which agency volunteers will be involved, the same care taken in hiring regular staff should be taken in recruiting volunteers. Careful screening provides the agency with legal protection. There are two major purposes of a comprehensive volunteer screening process:

1) to assess the applicant's skills, knowledge and abilities as they relate to the volunteer duties; and
2) to ensure a good match between the volunteer and the agency.

Isley (1990) suggests that the screening process be approached as a chance for both parties to learn about the other's attitudes, beliefs, and motives so that each can make a decision based on comprehensive information. "Assignment of volunteers according to their interests, experience, competence and time available for service is a vital factor in their success" (Action, n.d., p. 3) and to the success of the agency's volunteer program.

Application materials

A well designed application form can increase the efficiency of the volunteer screening and selection process (Fisher and Cole, 1993). General application forms for volunteers should request:

- the applicant's name, address and phone number;
- employer's address and phone number;
- educational and employment background;
- information regarding previous volunteer experience;
- information necessary to complete a criminal records check;
- a statement of interest in volunteering for the agency;
- how much time the applicant is willing to commit;
- how the applicant learned about the organization; and
- character references.

Application forms for specific volunteer positions could request additional information on the skills and abilities required to perform the duties (e.g., counseling skills; knowledge about drug and alcohol abuse; teaching skills; or proper licensure for providing offenders with transportation)(Fisher and Cole, 1993). Prior to the recruiting process agencies should determine which skills, knowledge and abilities an applicant should bring with them and which the agency is willing to provide through training.

Please see Exhibits IV-7 and IV-12 in the Supplemental Materials section for sample volunteer application forms.

Applicant interview

The application form and a check of references should provide enough information to assess the prospective volunteer's knowledge, skills and abilities. An interview will provide more information about the applicant's motivation and attitudes — factors that are essential to volunteer work. During the interview the applicant's views on crime and community corrections should be explored to ensure compatibility with the agency's mission and values.

During the interview the applicant's views on crime and community corrections should be explored to ensure compatibility with the agency's mission and values.

An interview with a prospective volunteer can be a powerful public relations tool. It provides a chance to inform a member of the community about community corrections. This community member may in turn share this information with friends and family. It is essential for agency personnel to be prepared, professional and friendly, reflecting a positive image of the agency.

Volunteer selection

While the same care should be taken to screen and select volunteers as is taken with employees, characteristics and qualifications may be weighted differently in the selection of volunteers. John Pazarro of the New Jersey Intensive Supervision Program states "those who look good on paper tend

to be the worst [volunteers]." Many times those with impressive credentials are unable to commit enough time, or they are unable to relate to the offender. While this is not always the case, Mr. Pazarro cautions agencies to not "judge a book by its cover." Individuals who have experienced life struggles of their own are often more genuinely interested in helping others.

Surprisingly, a growing number of volunteers are crime victims and former offenders (Costa & Seymour, 1993). Interviews are particularly important when screening these prospective volunteers for appropriateness. Interviews provide agency personnel a chance to explore whether the personal experiences of these ex-offenders and victims will benefit the agency or interfere with agency goals and objectives. Their personal experiences may prove invaluable to other offenders and victims. Offenders who have turned their lives around can serve as role models and offer a ray of hope to younger, struggling offenders. Victims can teach victim empathy to both staff and offenders (Costa and Seymour, 1993) and work with other crime victims. While these personal experiences should not automatically exclude them from consideration, they should perhaps be screened more carefully.

McCarthy & McCarthy (1991) suggest delaying the final selection of volunteers until an applicant has attended an orientation session and previewed the job. Such a stringent screening and selection process may discourage some applicants, but that is the idea of the process. It is important that the organization and the volunteers complement each other and above all else, that they provide the best assistance possible to offenders, victims and the community.

Exhibit IV-3

Sample Interview Questions for Prospective Volunteers

Frank X. Gordon Literacy Center
Maricopa County Adult Probation Department

What made you decide to call us to volunteer your services?

What benefits do you believe volunteering will provide you?

What experience in group dynamics do you have?

What method of instruction would you use in a group of four?

Are there any drug/alcohol problems that we should be aware of? What about anger control issues?

Are you now or have you ever been on probation or charged with any unlawful offense?

What if you are working with a student who is belligerent and obstinate and after you have worked awhile with him, he yells at you, I already KNOW this stuff! and throws down his pencil. How do you think you would react?

What if you discover that the student you are working with is a child molester or a sex offender? How would this affect your tutor/student relationship?

What do you feel is your greatest strength in communicating with people? Weakness?

What assurance do I have that you are committed to being here every week?

Training

As the result of a thorough screening process, selected volunteers should possess the knowledge, skills and abilities that will allow them to sufficiently perform the job. The criminal justice system, however, is a complex entity, as is offender supervision and victim services. Volunteers providing direct services to offenders or victims will be dealing with human and legal issues, both of which are gray matters offering many challenges. "In work related to criminal justice, the training a volunteer receives is crucial. It must include 'be wary' guidelines and discussions about realistic expectations" (Arnold, 1993, p. 122). Additionally, volunteer training is essential to: promoting agency goals and efficiency; contributing to volunteer satisfaction and retention; and providing a mechanism for disseminating accurate agency information to the public.

"In work related to criminal justice, the training a volunteer receives is crucial. It must include 'be wary' guidelines and discussions about realistic expectations" (Arnold, 1993, p. 122).

The extent of volunteer training in community corrections ranges from two hours of orientation to extensive and ongoing skills training. Leenhouts (n.d.) suggests that the duration and content of training be driven by the task and the degree of supervision afforded the volunteer; the more intensive the continuing supervision, the less intensive the orientation and training needs to be.

Training has been found to add significantly to the rewards of volunteer work. Fisher and Cole (1993) suggest that five needs dictate occasions for providing training to volunteers:

1) the need to learn about the organization;
2) the need to possess skills and knowledge to undertake a particular job;
3) the need to be updated about changes in the position, the organization, or the clients;
4) the need to prepare for increased responsibility within an organization; and
5) the need for personal growth and enrichment.

These needs can be met through orientation, pre-service training, on-the-job training, and in-service training.

Most experts in volunteerism agree that an orientation session is essential to inform and welcome volunteers (NCPC, 1994; Action, n.d.; McCarthy & McCarthy, 1991). Orientation should include an overview of the criminal justice system and the program's history, mission and goals. Volunteers need to know:

- what is expected of them;
- how they should perform the duty;
- what it contributes to the program; and
- to whom they report for supervision (Action, n.d.).

While orientation sessions are designed to be more informative and ceremonial, pre-service training should be more instructional and provide volunteers with the skills and resources necessary to perform their volunteer duties. A review of volunteer programs in community corrections suggests that pre-service training should include:

- information on agency and community resources available to support volunteers;
- descriptions of situations volunteers are likely to encounter;
- role playing scenarios;
- instructions regarding confidentiality; and
- counseling or other job-related skills (Smith, 1993; Leenhouts, n.d.; McCarthy & McCarthy, 1991).

As volunteers work with offenders and victims, they are bound to encounter difficult situations (e.g., an offender under the influence of drugs or alcohol; an offender who becomes angry and violent; a victim suffering from depression). How the agency responds to these situations will impact the volunteer's level of confidence, satisfaction and willingness to continue working with the agency. One way to approach such situations is through on-the-job and in-service training.

Effective on-the-job training is dependent on the relationship between the supervising officer and

the volunteer. In order for a volunteer to learn from an experience, the supervisor must be available to listen to the volunteer, provide praise for a job well done, and coach the volunteer on possible improvements.

Effective on-the-job training is dependent on the relationship between the supervising officer and the volunteer.

In-service training should be designed to enhance knowledge and build skills. It can cover a range of topics including:

- interviewing;
- drug/alcohol abuse;
- counseling;
- domestic violence;
- crisis intervention; or
- case planning.

Providing volunteer training does not have to break the agency's bank. Several strategies are available for providing volunteer training at minimal expense:

- Include volunteers in employee in-service training.
- Use skilled volunteers as trainers. This is an excellent way to provide experienced volunteers with opportunities for advanced responsibility and at the same time to increase the credibility of the training (Fisher and Cole, 1993).
- Network with community service providers to request that they provide volunteers with training on their area of expertise or that they include agency volunteers in their in-service training.
- Create opportunities for volunteers to learn from each other.

Supervising

Leenhouts, a leader in volunteerism in community corrections states "the most important ingredient by far in any successful volunteer program is the continuing supervision, guidance, support and monitoring of the volunteers" (n.d., p. 14). Studies of volunteer satisfaction support this contention (Gidron, 1983; Colomy, Chen & Andrews, 1987). There are several key considerations in developing the supervisory component of a volunteer program.

Who supervises?

The first consideration is "who is responsible for supervision?" In a centralized program, a designated volunteer coordinator is responsible for all administrative and supervisory functions of the volunteer program. In a decentralized program, which appears most common in community corrections settings, a designated volunteer coordinator recruits, screens and places volunteers, and unit supervisors or line officers provide the day-to-day supervision of volunteers.

One common method of volunteer supervision is to use experienced volunteers in the supervision of other volunteers. This supervision mechanism provides two key benefits: 1) it minimizes the time and expense of involving paid staff; and 2) it provides a way to promote and recognize experienced volunteers by creating a career ladder that advances volunteers to supervisory positions.

Supervisory skills and attitudes

The skills and attitudes required to serve in a supervisory capacity for volunteers mirror those required for effective supervision of paid employees. Three supervisory characteristics, however, are especially important when working with volunteers:

1) The supervisor should have a positive attitude; this means an interest and willingness to provide the guidance and support needed by volunteers. As mentioned earlier, some community corrections personnel have expressed resistance to using volunteers. To avoid a negative experience for the volunteer, it is recommended that volunteers not be assigned to these individuals. Perhaps as the volunteer program progresses this resistance will dissipate.

2) Effective delegation is key to supervising volunteers. Volunteers want to be helpful and feel that they are making an important contribution. Volunteer supervisors need to entrust specific and important tasks to the volunteer.

3) Good communication skills are essential. Volunteers come from diverse backgrounds with varied educational levels and experiences. This requires supervisors to listen carefully and to adapt instructions and feedback to the individual.

Figure IV-2

Tips for Working with Volunteers

- ✔ get to know why the person is volunteering so that you can address their needs and interests;
- ✔ be available to them for questions;
- ✔ give clear instructions and check for understanding;
- ✔ listen to concerns and ideas;
- ✔ involve them in decisionmaking when appropriate; and
- ✔ show your appreciation.

Volunteer performance evaluation

Agencies must develop methods for reviewing the performance of volunteers that recognize their voluntary status yet allows the organization to set and control performance standards (Fisher and Cole, 1993). "Volunteer pay comes in the form of personal satisfaction and the knowledge of an important

job well done" (McCarthy & McCarthy, 1991, p. 382). Thus, praise and appreciation are important elements of volunteer performance review. While formal performance reviews are used with volunteers, self assessments and peer reviews seem to be the preferred methods for evaluating volunteer performance.

Bi-monthly meetings between staff and volunteers are recommended as a mechanism for reporting and monitoring volunteer activities (Leenhouts, n.d.). Volunteers providing direct services to offenders should be required to keep comprehensive case notes and to submit monthly reports documenting their case activities.

Delivered formally or informally, effective feedback on volunteer performance should be:

- behavioral rather than personal;
- descriptive rather than judgmental;
- balanced with observed strengths and identified areas for improvement; and
- a two-way interactive process between the supervisor and the volunteer.

Recognition

Volunteer recognition creates a climate for further partnership and should be an integral, planned part of any volunteer program (Action, n.d.). Recognition can be delivered formally and informally and should be delivered regularly and often.

As shown in Figure IV-3, organizations and communities reap many benefits from volunteer involvement. Volunteers are incredibly special people, giving freely of their time and talents. A show of appreciation (see Figure IV-4) is a small price to pay for the numerous benefits that volunteers can bring to community corrections agencies.

Figure IV-3

Volunteer Facts and Figures

- Volunteers donated an average of 4.2 hours per week during 1991.
- The hours donated by volunteers in 1991 represent the equivalent of 9.0 million full-time employees.
- The estimated value of volunteer time in 1991 was $176 billion dollars.

1992 Gallup Survey on Volunteering
Independent Sector, 1992

Figure IV-4

Volunteer Recognition:

A Little Goes a Long Way

Treat with respect and courtesy
Involve in decisionmaking
Send balloon or flower bouquets
Recommendations to prospective employers
Volunteer of the month/year awards
Gift certificates
Recreational discounts
Have a volunteer picnic
Say thank you
Free coffee
Pins, buttons, stickers, mugs
Give additional responsibilities
Provide day care
Wash their car
Give positive feedback
Provide quality training
Write a letter of commendation
Involve in staff meetings
Handshakes and hugs
Send cards
Throw a surprise party
Smile
Praise for a job well done
Create pleasant surroundings
Develop a volunteer recognition bulletin board
Write a letter to the editor
Engage in conversation
Treat to a soda
Have clients write thank you letters
Take pictures

Effective use of volunteers — summary and conclusions

Two primary concerns of community corrections practitioners are the lack of resources for offender intervention and excessive workloads. Volunteers represent a golden opportunity for addressing these concerns. An effective volunteer program can add a whole new dimension to community corrections programs. Most obviously, volunteers can supplement human resources, allowing professional officers to devote their time to intensive intervention with those offenders who need it most. Equally important, however, volunteers provide community corrections, both practitioners and offenders, with a connection to the community. Positive volunteer experiences can translate into a network of support and resources.

Effective volunteer programs require extensive forethought and planning. They must be purposeful programs developed around an identified agency need. The diversity of volunteer skills and abilities lends itself to unlimited possibilities for volunteer services. Well planned recruiting and screening practices will ensure the attraction of motivated and caring individuals willing to assist the agency in goal achievement. Volunteer training will ensure that volunteers possess the competencies to adequately perform specific tasks. Supervision techniques and ongoing recognition will sustain the volunteers' interest and involvement, leading to mutual benefits for the agency and the volunteer.

Community corrections practitioners and offenders alike have much to learn from volunteers. Volunteers can offer diverse viewpoints and contribute new skills and knowledge. The most important thing they share, however, is their volunteer spirit...their willingness to give of their time and energy for the betterment of the community.

This is the true joy in life...
being used for a purpose recognized by yourself
as a mighty one...
being a force of nature instead of a feverish selfish
little clod
of ailments and grievances
complaining that the world will not devote itself to
making you happy...
I am of the opinion that my life belongs to the whole
community
and as long as I live
it is my privilege to do for it
whatever I can.
I want to be thoroughly used up when I die.
For the harder I work the more I live.
I rejoice in life for its own sake.
Life is no brief candle to me.
It's a sort of splendid torch
which I've got to hold up for the moment
and
I want to make it burn as brightly as possible
before handing it on to
future generations.

by George Bernard Shaw

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Effective Use of Volunteers

Supplemental materials

South Carolina Department of Probation, Parole and Pardon Services
Volunteer/Intern Services Program

County of Los Angeles Probation Department
Volunteers in Service to Others (VISTO)

South Carolina Department of Probation, Parole and Pardon Services Volunteer/Intern Services Program

By Vivian "Lisa" Williams, Coordinator of Volunteer Services

Introduction

Recognizing the importance and potential of volunteers/interns, the South Carolina Department of Probation, Parole and Pardon Services (SCDPPPS) initiated the development of the Volunteer/Intern Services Program (VISP) in May 1989. The goal of this program is to provide supportive services to the probation/parole agent, residential programs, and the central office while assisting offenders to successfully reintegrate, cope or process within the community.

The primary purposes of the Volunteer/Intern Services Program (VISP) are to:

- augment the services of paid staff members through the utilization of volunteers and interns;
- provide offenders with extended services for successful reintegration into the community through the use of volunteers and interns;
- develop and implement programs that encourage and allow for members of the community to share in the responsibility for facilitating change in offenders under probation/parole supervision;
- increase public awareness as to the goals and objectives of the SCDPPPS and to familiarize the public with offender needs; and
- develop meaningful opportunities for volunteers/interns within the VISP and the SCDPPPS.

Program Overview

The VISP offers two tracks in which the community can become involved. The Offender Service Track allows volunteers/interns to work with and provide direct services to offenders. Volunteers for this track can serve as literacy tutors, mentors, job developers, group facilitators and workshop presenters. The System Service Track allows volunteers to work with and provide direct services to the Department. Volunteers for this track can serve as probation/parole assistants, clerical assistants, and receptionists.

All offenders shall be considered for participation in the VISP. The supervising agency shall use presentence reports, court intake reports, assessments, prior investigation reports, and other screening processes to determine an offender's needs and suitability for the program.

The recruitment of volunteers is handled on the state level by the Volunteer/Intern Services Coordinator. Recruitment of volunteers on the county level is handled by the regional office or county liaison. The public is made aware of volunteer opportunities through the use of the media, public speaking engagements, job and career fairs, and word of mouth. Training is conducted either by the State Coordinator or Regional Coordinators. On-the-job training is conducted by the County Liaisons. Supervision of volunteers/interns is provided at the county level. The overall monitoring of the program is done by the Statewide Volunteer/Intern Services Coordinator.

Program Outcomes

This program has developed ways to involve the community in redirecting offenders' lives. Community groups, churches, businesses, and concerned individuals have joined together to lend a helping hand to offenders in need. Religious groups are very active, volunteering their services by providing offenders with transportation to work, vocational training, drug rehabilitation, spiritual guidance or mentoring.

Offenders involved in the program learn quickly that people do care enough to help them change their lifestyles. Sometimes all they need is someone to listen to their opinions and concerns and to just believe in them. Self esteem is a big issue when dealing with female offenders. Having a concerned volunteer assist them and offer guidance takes away their feeling of helplessness and hopelessness.

The Department benefits by having additional human resources to handle some of the more routine tasks. Because of the increase in offenders placed under community supervision, and the decrease in staff, volunteers/interns assist in the overall management of the Department.

The community and citizens benefit by volunteering their time and expertise to the Department and offenders. Many volunteers/interns were hired by our Department because of their efforts, dedication and hard work. Through volunteer participation, the community gains a better understanding of what we do as a Department and the impact we can have on the community.

Administrating agency: South Carolina Department of Probation, Parole and Pardon Services

Contact: Vivian "Lisa" Williams

Address: P.O. Box 50666, Columbia, SC 29250; (803) 734-3088

Exhibit IV-4

Volunteer Job Descriptions

South Carolina Department of Probation, Parole and Pardon Service
Volunteer/Internship Positions Available
(Non-Paid)

Position: Court Assistant

Major Responsibility: Assist with Department within the Courthouse setting and Courtroom.

General Functions: Assist with processing of offenders placed on probation. Investigate and collect information from Clerk of Court. Review information with offenders. Monitor other court activity.

Position: Agent/Team Assistant

Major Responsiblity: Assist Probation/Parole Agents with monitoring and meeting the needs of offenders.

General Functions: Assist maintaining contacts with service and referral agencies. Conduct contracts with law enforcement agencies, court offices family members and employers so that information can be monitored for better supervision and treatment of offender.

Position: Special Services Assistant

Major Responsibility: Assist with the implementation and the operation of the one of the Department's many specialized programs.

General Functions: Intern functions in this area will be adapted and defined to meet the specific needs and functions of the program.

Position: Job Developer

Major Responsiblity: Assist offender find employment and learn job search skills.

General Functions: Assist staff with offender employment. Meet with offenders to provide skills on interviewing, demeanor and handling job conflicts. Make referrals to employment assistance agencies and develop a job information bank.

Position: Office Assistance

Major Responsiblity: Assist office administrative and clerical with office responsibilities.

General Functions: Assist office support staff with clerical and office responsibilities. Assist with typing, photocopying, and telephone duties. Develop and monitor a file tracking system. Compile and distribute information for administrative staff. Assist with monitoring and updating financial records for staff.

Position: Victim Services Office

General Functions: Prepare initial Victim Notification Packets. Assist in identifying and locating crime victims. Provide information and/or assistance to victims when necessary. Conduct research regarding victims services in and outside of the Fifth Judicial Circuit. Perform other miscellaneous duties as needed.

Position: Victim Services Office

General Functions:
- Prepare initial Victim Notification packets.
- Assist in identifying and locating crime victims.
- Provide information and/or assistance to victims when necessary.
- Conduct research regarding victim services in and outside of the Fifth Judicial Circuit.
- Perform other miscellaneous duties as needed.

Position: Assistant Rehabilitation Counselor - Staying Straight Program

Responsibilities:
- Conduct rehabilitation counseling.
- Assist with psychological testing and diagnosis.
- Coordinate community referrals and follow-up.
- Coordinate job skills development and placement for clients.
- Perform work adjustments counseling.
- Assist with educational goals of clients.
- Addiction identification and treatment.
- Prepare and maintain treatment plans.

Position: Assistant Case Manager - Staying Straight Program

Responsibilities:
- Case management of clients.
- Conduct life skills classes.
- Coordinate family/client services
- Assessment of family/client needs.
- Family social work.
- Identify and develop community resources.
- Addiction identification and treatment.
- Prepare and monitor treatment plans.

Position: Records Analyst

General Functions:
- Assist with research and development of new perspectives and solutions for the division.
- Assist with document preparation, searches, and microfilming.
- Maintain department statistics and activity reports.
- Work with operations involving Federal, Interstate and State Projects (SWATS, SCDC, FBI, SLED, RAP SHEETS, etc....)

Position: Personnel Division

General Functions:
- Conduct, compile and follow up on surveys of Agency Personnel.
- Update Benefits package and presentation.
- Participate in daily activities of Personnel Section.

Position: Administrative Assistant

Responsibilities: Assist in the daily operations of the Information Resource Management section by performing a variety of office duties.
Assist in the collection and review of data.
Use graphic software packages to prepare data for presentation to executive management.
Provide administrative support to IRM section.

Position: Systems Analyst

Responsibilities: Assist with daily support of Unisys XE-520 to include trouble shooting, creating back up files and equipment installation.
Write and review COBOL code for information (MIS) housed on SLED mainframe.
Provide technical assistance regarding automated systems to all levels of agency personnel.

Position: Research Analyst

Responsibilities: Assist in the implementation of research and evaluation projects. Duties could involve conducting surveys, interviewing subjects and compiling data.
Access agency data base to provide and present information for executive management, budget development and program planning.
Respond to informational requests from state and federal agencies.

Position: Second Shift Assistant

Responsiblities: Assist the department within the county office and field. Assist agents with the monitoring of offenders and collection of information.

General Functions: Assist with the monitoring of offenders placed on Home Detention and electronic monitoring.
Investigate and collect information for reports.
conduct contacts with law enforcement agencies, clients, their family and employers.
Perform various administrative duties.

Position: Restitution Center Agent Assistant

Responsibilities: Assist the Restitution Center Agent with general administrative duties.

General Functions: To assist the Agent in filing, making copies, telephone duties, stuffing envelopes, distributing information to support staff and any other general office duties.

Position location: Columbia Restitution Center, 510 Beckmon Drive, Columbia, S.C. 29203 and Spartanburg Restitution Center, 108 Broadcast Drive, Spartanburg, S.C. 29303.

Exhibit IV-5

Sample Volunteer Recruitment Flyer

YOU

Can Volunteer

With
South Carolina Department of Probation, Parole, and Pardon Services

Volunteer Services Program

A Handful of Time...
A Lifetime Of Difference...

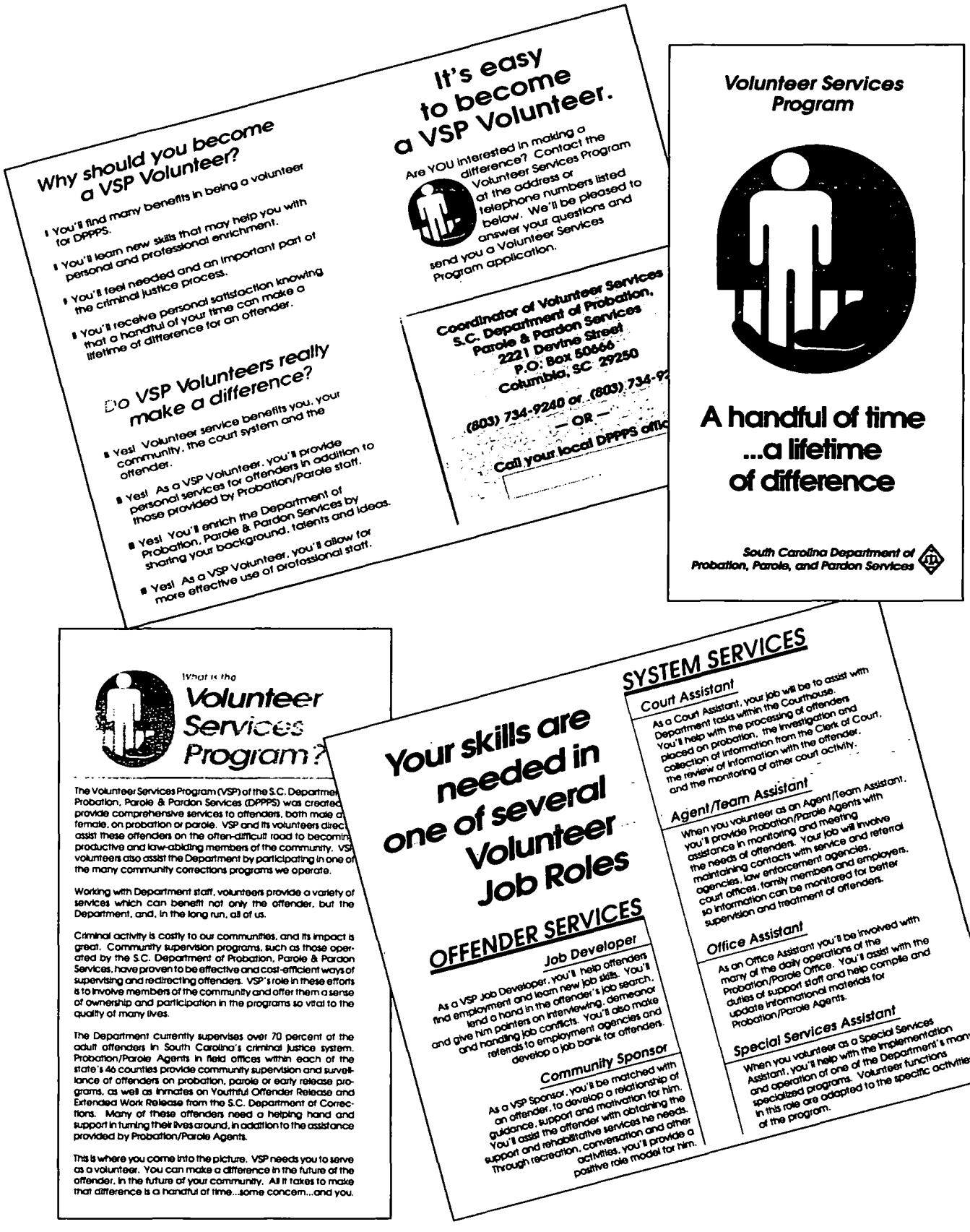
Clerical Assistant
Community Sponsor
Court Assistant
Job Developer
Literacy Tutor
And Much More...

For More Information, Contact Your Local DPPPS Volunteer Liaison, Or Call:

V. Lisa Williams (803) 734-9240.

Exhibit IV-6

Sample Volunteer Recruitment Brochure



Why should you become a VSP Volunteer?

- You'll find many benefits in being a volunteer for DPPPS.
- You'll learn new skills that may help you with personal and professional enrichment.
- You'll feel needed and an important part of the criminal justice process.
- You'll receive personal satisfaction knowing that a handful of your time can make a lifetime of difference for an offender.

Do VSP Volunteers really make a difference?

- Yes! Volunteer service benefits you, your community, the court system and the offender.
- Yes! As a VSP Volunteer, you'll provide personal services for offenders in addition to those provided by Probation/Parole staff.
- Yes! You'll enrich the Department of Probation, Parole & Pardon Services by sharing your background, talents and ideas.
- Yes! As a VSP Volunteer, you'll allow for more effective use of professional staff.

It's easy to become a VSP Volunteer.

Are YOU interested in making a difference? Contact the Volunteer Services Program at the address or telephone numbers listed below. We'll be pleased to answer your questions and send you a Volunteer Services Program application.

Coordinator of Volunteer Services
S.C. Department of Probation, Parole & Pardon Services
2221 Devine Street
P.O. Box 50666
Columbia, SC 29250

(803) 734-9240 or (803) 734-9

— OR —

Call your local DPPPS offic

Volunteer Services Program

A handful of time ...a lifetime of difference

South Carolina Department of Probation, Parole, and Pardon Services

What is the Volunteer Services Program?

The Volunteer Services Program (VSP) of the S.C. Departme Probation, Parole & Pardon Services (DPPPS) was created provide comprehensive services to offenders, both male a female, on probation or parole. VSP and its volunteers direc assist these offenders on the often-difficult road to becomin productive and law-abiding members of the community. VS volunteers also assist the Department by participating in one of the many community corrections programs we operate.

Working with Department staff, volunteers provide a variety of services which can benefit not only the offender, but the Department, and, in the long run, all of us.

Criminal activity is costly to our communities, and its impact is great. Community supervision programs, such as those operated by the S.C. Department of Probation, Parole & Pardon Services, have proven to be effective and cost-efficient ways of supervising and redirecting offenders. VSP's role in these efforts is to involve members of the community and offer them a sense of ownership and participation in the programs so vital to the quality of many lives.

The Department currently supervises over 70 percent of the adult offenders in South Carolina's criminal justice system. Probation/Parole Agents in field offices within each of the state's 46 counties provide community supervision and surveillance of offenders on probation, parole or early release programs, as well as inmates on Youthful Offender Release and Extended Work Release from the S.C. Department of Corrections. Many of these offenders need a helping hand and support in turning their lives around, in addition to the assistance provided by Probation/Parole Agents.

This is where you come into the picture. VSP needs you to serve as a volunteer. You can make a difference in the future of the offender, in the future of your community. All it takes to make that difference is a handful of time...some concern...and you.

Your skills are needed in one of several Volunteer Job Roles

OFFENDER SERVICES

Job Developer

As a VSP Job Developer, you'll help offenders find employment and learn new job skills. You'll lend a hand in the offender's job search, and give him pointers on interviewing, demeanor and handling job conflicts. You'll also make referrals to employment agencies and develop a job bank for offenders.

Community Sponsor

As a VSP Sponsor, you'll be matched with an offender, to develop a relationship of guidance, support and motivation for him. You'll assist the offender with obtaining the support and rehabilitative services he needs. Through recreation, conversation and other activities, you'll provide a positive role model for him.

SYSTEM SERVICES

Court Assistant

As a Court Assistant, your job will be to assist with Department tasks within the Courthouse. You'll help with the processing of offenders placed on probation, the investigation and collection of information from the Clerk of Court, the review of information with the offender, and the monitoring of other court activity.

Agent/Team Assistant

When you volunteer as an Agent/Team Assistant, you'll provide Probation/Parole Agents with assistance in monitoring and meeting the needs of offenders. Your job will involve maintaining contacts with service and referral agencies, law enforcement agencies, court offices, family members and employers, so information can be monitored for better supervision and treatment of offenders.

Office Assistant

As an Office Assistant you'll be involved with many of the daily operations of the Probation/Parole Office. You'll assist with the duties of support staff and help compile and update informational materials for Probation/Parole Agents.

Special Services Assistant

When you volunteer as a Special Services Assistant, you'll help with the implementation and operation of one of the Department's many specialized programs. Volunteer functions in this role are adapted to the specific activities of the program.

Exhibit IV-7

Volunteer/Intern Application

NAME:_____
(Last) *(First)* *(Middle)*

ADDRESS:_____
(Street) *(City)* *(State)* *(Zip)*

TELEPHONE:_____DATE OF BIRTH:_____
(Home) *(Work)*

SSN:_____ HT:_____WT:_____ EYE COLOR:_____

DRIVER'S LICENSE#:_____

EDUCATIONAL LEVEL: If currently attending school will you be receiving school credit for your volunteer work?
☐ Yes ☐ No (If yes, indicate school name, address and a contact person).

_____

_____

EMPLOYER NAME AND ADDRESS:

SUPERVISOR'S NAME:_____ TELEPHONE #:_____

Have you ever been arrested or convicted of a criminal offense? ☐ Yes ☐ No If yes, explain.

_____

_____

Have you ever been dismissed from any organization as a volunteer? ☐ Yes ☐ No If yes, explain.

_____

_____

REFERENCES

1)_____
(Name) *(Address)* *(Telephone)*

2)_____
(Name) *(Address)* *(Telephone)*

3)_____
(Name) *(Address)* *(Telephone)*

Previous Volunteer Experience

If you have volunteered before please list the organizations and responsibilities:

1)_____

2)_____

3)_____

How did you hear about the Volunteer Services Program?_____

_____

AVAILABILITY FOR VOLUNTEER WORK:

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Morning							
Afternoon							
Evening							

PREFERRED VOLUNTEER ROLE:

Offender Services_____System Services_____

A) I understand I will be subject to a criminal records check to be conducted by the SCDPPS via SLED records.

B) In case of emergency notify:

_____

(Full Name) *(Address)* *(Relationship)*

Telephone #:_____

_____

Signature of Applicant

_____

Date

Exhibit IV-8

Sample Policies and Procedures for Volunteers

South Carolina Department of Probation, Parole and Pardon Services

Division: Field Services
Subject: Volunteer Services Program
Topic: Volunteer Intern Services Program

Policy & Procedure No. 107
Page 1 of 6

Related Forms:

POLICY **VOLUNTEER INTERN SERVICES PROGRAM**

PROCEDURE

Introduction

The South Carolina Department of Probation, Parole and Pardon Services regards the Volunteer Intern Services Program (VISP) as an integral part of its' efforts to augment and support the services of Agents and to improve the public's awareness of the Department's mission and responsibilities. The VISP provides students and the community with an opportunity to experience the work of a Criminal Justice Agency while applying the knowledge and skills learned towards educational requirements or work experience.

Volunteer/Intern Duties and Responsibilities

- Volunteers/Interns will mean any person who, of their own free will, provides goods or services without financial gain, to the Department. In addition, Interns receive credit towards their educational requirements.
- Volunteers/Interns participating in the VISP will complete the training and orientation program.
- Volunteers/Interns will abide by all policies and procedures of the VISP and all regulations of the respective schools.
- Volunteers/Interns will maintain established work hours unless permission to alter is granted.
- Volunteers/Interns will maintain time sheets and submit them to the Volunteer Liaisons by the first of the month. Interns will be responsible for providing their schools with a copy of the time sheets.
- Volunteers/Interns are encouraged to participate in the System Service or Offender Service Track of the VISP.
  - System Service Volunteer/Interns will address the needs of the county and Central Office, Community Control Restitution Centers by assisting with daily staff functions from administrative to investigative duties.
  - Offender Service Volunteers/Interns will address the needs of the offender by utilizing community based services and resources.
- All interns producing reports, studies or term papers related to their experiences as an intern, will furnish a copy of the completed project at least one (1) week prior to their separation from SCDPPPS.
- Interns will obtain written permission from SCDPPPS (See Directive 804.2) to produce any type of report that involves the use of agency information or human subjects. The completed project will be maintained in the intern's file and forwarded to the Coordinator of Volunteer Services.

Volunteer/Intern Tasks should involve the following:

- System Service Track
  - Court Intake Assistant
  - Agent/Team Assistant
  - Investigation Assistant
  - Victim Assistant Program Assistant
  - Clerical/Receptionist
- Offender Services Track
  - Literacy/Adult Education
  - Job Developer
  - Mentor/Sponsor
  - Workshops/Group Presenter
    - Financial Planner
    - Parenting Skills
    - Life Skills
    - Anger Management
    - Self Esteem

Volunteer/Intern Program Referral/Request Process

- Referral Process to VISP
  - Agents will review their caseload to assess offender needs and suitability for VISP.
  - Agents will complete the VISP Referral Form (VISP.1) and forward a copy to liaison.
  - Agents will refer offenders to the appropriate program depending on availability.
  - The Agent will receive notification of which Volunteer has been assigned to the offender.
- Request for Volunteer/Intern
  - The Volunteer Liaison will notify staff of the availability and skills of the Volunteers/Interns.
  - The Volunteer Liaison will coordinate with supervisors or facility directors in order to effectively utilize Volunteers/Interns

Supervision and Evaluation

- Staff responsibilities
  - Volunteer Liaison
    - Will assign an Agent or other employee to supervise to Volunteers/Interns.
    - Will provide written evaluations for staff.
  - Agents/Designated Personnel
    - Will provide direct supervision of Volunteers/Interns.

- Will evaluate Volunteers/Interns performance.

- Volunteer/Intern Responsibilities
  - The Volunteers/Interns will report to the Volunteer Liaison or person responsible for supervision.
  - The Volunteers/Interns will be expected to complete an exit interview prior to completion of service.

Recruitment/Screening/Training

- The Regional Program Administrators/Coordinator (RPA's/RPC's) will:
  - Coordinate recruitment and initial training of the Volunteers/Interns;
  - Conduct interviews, screening and background investigation of the Volunteer/Interns;
  - Coordinate meetings with participating schools and community resources.
- The Volunteer Liaison will:
  - Assist RPA/RPC's in recruitment efforts;
  - Provide orientation and on-the-job training for Volunteers/Interns;
  - Provide training for staff on Volunteer/Intern usage.
- The Volunteer/Intern is responsible for the following:
  - The Volunteer/Intern will submit an application and sign a Release of Information Form to the respective RPA/RPC, Volunteer Liaison or Coordinator of VISP.
  - Will submit to screening which will include interviews, background investigations, training and orientation programs.
  - Applicants with prior criminal convictions will be considered based upon the nature of the offense(s), period of time since the offense(s) committed, and behavior since the offense(s).
  - The Volunteer/Intern will successfully complete the Pre-Sentence Training and Orientation to receive certification as a VISP participant.
  - The Volunteer/Intern will receive a picture identification badge, which will be worn at all times.
  - Upon completion of all of the above, the RPA/RPC or Coordinator of VISP, will have each person sign the VISP Placement Agreement Form, which includes confidentiality, Hold Harmless, and Automobile Insurance statements.

Additional Staff Responsibilities

- The RPA/RPC's will:
  - Coordinate VISP within the respective regions;
  - Plan and implement VISP with respective county offices;
  - Monitor, guide and conduct training for the Volunteer/Interns and Volunteer Liaisons;
  - Ensure proper supervision, evaluations, utilization and on-the-job training of volunteers/ interns;
  - Assist with community awareness efforts in support of VISP;

- Maintain regional monthly reports;
- Respond to problems between staff, community, organizations, school and volunteers;
- Coordinate annual recognition of volunteers.

- The Volunteer Liaison will:
  - Coordinate VISP within respective county;
  - Develop and promote volunteer opportunities within the county office;
  - Assist in the recruitment and community awareness efforts for VISP;
  - Promote effective use of Volunteers/Interns;
  - Direct supervision of Volunteers/Interns;
  - Maintain county monthly reports;
  - Assist in planning of annual volunteer recognition.

Disclosure of Information to Volunteers/Interns

- Volunteers/Interns may be told confidential and privileged information by Agents that is relevant and necessary for proper and safe completion of their responsibilities.

- All information required from the offender's file will be requested of and may be disseminated by the appropriate agent.

Reporting Data on the Program:

The Volunteer Liaison will submit a county monthly report to the RPA or RPC. The RPA or RPC will submit a monthly regional report to the statewide coordinator.

Statewide VISP Coordinator

The Statewide Coordinator is responsible for assisting the field/whenever needed. The Coordinator acts as a consultant, assists with special projects and programs and any other aspect of VISP on a statewide basis.

Approved by Director Date

Revised 8/23/95

Exhibit IV-9

Volunteer Services Program
Placement Acceptance Agreement

SECTION -I

The following conditions shall be adhered to by all volunteers for the period of their affiliation with S.C. Department of Probation, Parole, and Pardon Services:

1) Volunteers will learn the Agency and Volunteer Program missions and will conduct himself/herself and their assigned job tasks in a manner which is conducive to the promotion of those missions.

2) Volunteers are expected to review the Volunteer Training/Orientation Handbook and all relevant directives outlined in the Agency's Operations Manual, as listed below, and to adhere to all rules and regulations governing SCDPPS employees.

   SUP: 21 and 22
   COM: 3,4,5, and 6

3) Volunteers are exempt from certain privileges granted to permanent state employees, to include:

   A) Hours of work
   B) Rate of compensation
   C) Leave time
   D) Employee benefits (dental/health plans, insurance, etc..)
   E) Grievance rights

4) Volunteers are to maintain strict confidentiality of SCDPPPS records, clients, employees, and other information at all times.

5) Volunteers will maintain a professional image at all times during the performance of their job duties.

6) Volunteers are expected to respect the professional status of SCDPPPS personnel.

7) Volunteers will refrain from excessive fraternization with SCDPPPS personnel.

8) Volunteers are expected to maintain established work hours unless permission to alter is granted by the immediate supervisor/program coordinator.

9) Volunteers will provide sufficient notification to their immediate supervisor of any schedule changes or problems.

10) Volunteers are expected to properly maintain time sheets and turn them in to their immediate supervisor by the first of each month.

11) Volunteers are expected to complete all assignments and tasks promptly and as requested.

12) Volunteers are to immediately notify supervisors upon completion of assigned tasks so that new tasks can be assigned.

13) Volunteers will be assigned to an immediate supervisor and will receive assignments from this supervisor or a program coordinator.

14) Volunteers assigned to specific work area are expected to properly maintain the area.

15) Volunteers are expected to restrict their activities to work areas which are applicable to their current job duties.

16) Volunteers are subject to disciplinary or withdrawal procedures when policy or rule infractions occur. The involuntary withdrawal of a volunteer may occur without oral or written explanation and is not grievable with the SCDPPS.

17) Volunteers will attend and complete the Training/Orientation Program. On-the-Job Training and In-Service Training will be completed at the discretion of the immediate supervisor, a program coordinator, or the VSP Coordinator.

18) Volunteers will receive a performance evaluation(s) during their affiliation with the SCDPPS. Satisfactory performance may result in the retainment of a volunteers, however, unsatisfactory performance may result in the dismissal of the volunteer.

19) Volunteers will participate in an exit interview prior to the completion of their service with the SCDPPPS.

SECTION-II

The following Automobile Insurance Statement, Hold Harmless Agreement and Agreement of Confidentiality shall be reviewed and signed by each volunteer:

AUTOMOBILE INSURANCE STATEMENT

Volunteer Services Program

As a participant in the South Carolina Department of Probation, Parole, and Pardon Services (SCDPPS), Volunteer Services Program, I understand that I will be responsible for providing my own transportation to and from work and during the execution of my position responsibilities. I understand that my responsibilities may involve or result in the use of my personal vehicle in the transportation of a SCDPPS client. I understand that the SCDPPS does not, in any manner, provide any type of automobile insurance coverage for the Volunteer Services Program, its volunteers, or the clients.

This is to further state that I have been advised by the SCDPPS that volunteers are expected to abide by all S.C. State Laws regarding Automobile Insurance, Drivers Licensing, Vehicle Maintenance, and Vehicle Operation. I understand that all volunteers, authorized by the SCDPPPS to provide client transportation, are expected to maintain at least, the minimum Automobile Insurance coverage required by S.C. State Law. I have been advised by the SCDPPPS to notify my Automobile Insurance carrier of my participation in the Volunteer Services Program. I have been advised by the SCDPPPS of the availability of Excess Automobile Insurance through numerous Volunteer Insurance Agencies, at a nominal cost to the volunteer.

HOLD HARMLESS AGREEMENT

As a condition of participating in the South Carolina Department of Probation, Parole and Pardon Services Volunteer Services Program and receiving training and a training manual, I, the undersigned, hereby waive any and all claims and demands and agree to hold the South Carolina Department of Probation, Parole and Pardon Services, it Board and employees harmless from any and all claims and demands which I may in the future have against the South Carolina Department of Probation, Parole and Pardon Services, its Board or its employees for any injury to my person or my property resulting from my participating in the South Carolina Department of Probation, Parole and Pardon Services Volunteer Services Program.

IN WITNESS WHEREOF I have voluntarily entered into this Hold Harmless Agreement.

AGREEMENT OF CONFIDENTIALITY

While a volunteer worker or intern for the South Carolina Department of Probation, Parole, and Pardon Services, you may have access to both electronic and written information. You may also be authorized to use computer information terminals.

These terminals shall be used for the purposes of obtaining information necessary to perform duties pertinent to your job description, and in compliance with the Directives in the Department's Operations Manual.

All information is deemed privileged and confidential, and shall not be disclosed to anyone other than a judge or others entitled under Code of Laws of South Carolina 1976, as amended, to receive such information.

Any misuse of computer terminals, or the information received, (i.e, using the terminals for personal reasons, or supplying information to unauthorized persons), may result in your dismissal from the Department.

After reading the above, I understand and agree to protect the confidentiality of electronic and written information, and to understand and to comply with the laws, regulations and directives controlling the use of information.

I have read and fully understand the contents of the Placement Acceptance Agreement and each agreement contained therein and agree to adhere to each of them as a condition of my affiliation with the S.C. Department of Probation, Parole and Pardon Services. I have participated in the SCDPPPS Volunteer Training/Orientation Program and I understand the purpose of the Agency's Operations manual and how to utilize it. I also have received a copy of the Volunteer Services Program Manual and have received training on its contents and use.

_____ _____

Volunteer Date

I have reviewed the contents of the Placement Acceptance Agreement and each agreement contained therein with the volunteer and have explained the SCDPPP's expectations concerning his/her work.

_____ _____

Witness Date

County of Los Angeles Probation Department

Volunteers In Service To Others (VISTO)

By Nelson Offley, Senior Director, Community Relations and Communications Office

Introduction

In 1992, the Los Angeles County Probation Department underwent a massive restructuring. A significant factor motivating the change was the department's desire to increase its responsiveness to the community and to strengthen its juvenile crime prevention efforts. As a result of the restructuring, the Community Relations and Communications Office was established. The purpose of this Office is to enhance and support the Probation Department's involvement with the community through coordinating community activities, generating community resources, and providing technical assistance to staff and community service providers. Since its establishment, the Community Relations and Communications Office has provided the department with significant opportunities to enhance its relations with the many and diverse Los Angeles communities.

Of primary significance is the department's Volunteers In Service To Others (VISTO) program. This volunteer program was established in 1963. The purpose of VISTO has always been to involve the community in helping to alleviate the problems of crime and delinquency by providing support to Probation Staff. Since the restructuring, the program has been expanded to actively recruit volunteers to meet the identified needs of the Department. Recruitment takes place at colleges, universities, service organizations, and other targeted areas. Through the program, the Department increases its volunteer resources, meets identified service needs, and expands its visibility in the community.

Program Overview

The purpose of the VISTO office is to:

- actively recruit, screen and orient potential volunteers;
- assign volunteers to work locations;
- process and maintain paperwork and files pertaining to volunteers; and
- involve the community positively in the Probation Department.

The VISTO office consists of a VISTO Coordinator and a student worker who serves as a part-time assistant. An additional Community Relations staff member also serves as a VISTO representative and does community outreach. VISTO contacts are designated at each work location to receive, orient and assign volunteers as needed. Two Reserve Deputies assist the VISTO Coordinator by making presentations about the program, developing program flyers, collecting data and conducting research.

Volunteer orientations are held bi-weekly at headquarters and as needed at work locations or community organizations. The orientations are the primary informational and recruiting vehicle for prospective volunteers. The volunteers receive program information, a departmental overview, and the necessary paperwork to participate as volunteers.

Program Outcomes

Each year, approximately 1,200 volunteers donate 150,000 hours to the Probation Department. Their contributions range from tutoring, counseling and religious programs in camps and Juvenile Halls, to casework assistance in the field as well as administrative assistance at our Headquarters.

In return, volunteers receive training and work experience, students gain hours toward internships and everyone gains the knowledge that they are doing something positive to help their community.

Volunteers have played an important role in the Department and given the current fiscal realities, volunteers will be increasingly important.

Administrative agency: Los Angeles County Probation Department

Contact: Nelson Offley, Senior Director of the Community Relations and Communications Office: Robert Sainz, Director

Address: 9150 East Imperial Highway, Downey, CA 90242; (310) 940-2501.

Exhibit IV-10

Sample Volunteer Recruitment Flyer

VISTO

VOLUNTEERS IN SERVICE TO OTHERS

Why should you volunteer for the Probation Department?

- to learn about the Criminal Justice System
- to gain field experience
- to work with troubled youth
- learn the Probation Officers job responsibility
- to lend a helping hand
- be involved with special juvenile projects
- to receive class/internship credit
- to help tutor juveniles to come up a grade level in school subjects
- to help youngsters express themselves through recreational activities
- to gain awareness and insight on gangs through our gang prevention unit
- to help our probation officers with narcotic testing
- to put your bilingual skills into action
- to enhance your clerical/computer skills by inputting cases
- to care, share and participate with offenders

All individuals interested in volunteering must attend an orientation. To attend, please call (310) 940-2527 to setup an appointment.

GET INVOLVED... CALL

Los Angeles County Probation Department
9150 E. Imperial Highway
Downey, CA 90242
Volunteer Coordinator - Andy Greene

Exhibit IV-11

Sample Volunteer Recruitment Brochure

PROBATION SERVICES IN LOS ANGELES COUNTY

Overview

The Probation Department is a criminal justice agency, responsible for providing probation services to juveniles and adults as required or authorized by state and local laws.

The Department is a component of the executive branch of county government and is closely linked to the courts. Its primary purpose is protection of the community.

The Probation Department assists the court in enforcing the laws and penalties which ultimately reflect the values of our society. Its services to the community include recommending sanctions to the court, enforcing court orders, operating correctional institutions, incarcerating delinquents, assisting victims and providing corrective assistance to individuals in conflict with the law.

The Los Angeles County Probation Department is among the national leaders in the correctional field. Over two-thirds of its 3,500 employ
engaged in some professional aspect of p
work, as deputy probation officers, deter
services officers or supervisors. Its emp
over 46 work locations, including juven
detention centers, residential treatmer
and field services offices.

Mission Statement

To protect the community
recommending sanctions to th
enforcing court orders; ope
correctional institutions;
incarcerating delinque

To design and implement a
programs to reduce crime and tc
rights.

PROBATION VOLUNTEERS

The Probation Department provides significant opportunities for volunteers to contribute to the department's mission and function. Volunteer opportunities exists in all aspects of probation work; investigation, detention, supervision, enforcement and community outreach.

If you volunteer for the Probation Department, you can:

- learn about the criminal justice system
- gain important work experience
- work with troubled youth
- participate in special projects
- tutor juveniles in one of our facilities
- increase your knowledge and insight about gang behavior

...skills

Gloria Molina
1st District

Yvonne Brathwaite Burke
2n District

Zev Yaroslavsky
3rd district

Deane Dana
4th District

Michael D. Antonovich
5th District

Barry J. Nidorf
Chief Probation Officer

Produced by
Los Angeles County Probation Department
—Communications/Community/Relations
Office

BROVISTOPM5/4/95

LOS ANGELES COUNTY
PROBATION
DEPARTMENT

VOLUNTEERS
IN
SERVICE
TO
OTHERS

Exhibit IV-12

Los Angeles County Probation Department
Volunteer Enrollment/Background Check

PLEASE PRINT

Date_____

Name_____

Address_____
(Street) *(Apt. #)* *(City)* *(Zip)*

Home Phone #_____ Work Phone_____

Soc. Sec. # _____-_____-_____ CDL/CAL ID #_____

SEX	ETHNICITY	DATE OF BIRTH / /	HT	WT	HAIR	EYES

Referred by_____

Education (Grade level completed)_____

School Presently Attending_____

Special training, skills, or major area of study_____

_____

Language other than English_____

Prefer working with (check one) Adults ☐ Juveniles ☐ Both ☐

Days Available (please check) Sun ☐ Mon ☐ Tues ☐ Wed ☐ Thrs ☐ Fri ☐ Sat ☐

Occupation_____ Employer_____

Emergency Information

Are you on any medication we should be aware of in case of an emergency?_____

Emergency Contact_____ Relation_____

Address_____

Phone_____

Signature_____ Date_____

For Office Use Only

ID Issued: Yes ☐ No ☐ Date of Issue:_____

Termination Date:_____

Volunteer Eligibility Checklist

1 .Are you now or have you in the past 3 years been affiliated with a gang? YES ☐ NO ☐

2. Have you been convicted of a felony in the past 3 years? YES ☐ NO ☐

3. Have you ever been convicted of a sexual offense? YES ☐ NO ☐

4. Have you been convicted for use or possession of any controlled substance in the past 3 years? YES ☐ NO ☐

5. Have you been convicted of a crime against children? YES ☐ NO ☐

6. Are you currently on probation? YES ☐ NO ☐

7. Do you have any outstanding warrants? YES ☐ NO ☐

If you have answered "yes" to any of the above questions, you are not eligible to volunteer with VISTO at this time.

8. Have you, as a juvenile or adult, ever been arrested, convicted, fined, imprisoned, placed on probation or given a suspended sentence? Have you ever forfeited bail in connection with any offense (except for traffic tickets involving faulty equipment, parking, hand or traffic signals or speeding) in any civil or miltary court of law? Include convictions that were dismissed.

YES ☐ NO ☐

If you answered "Yes" to the above question, please explain.

_____

_____

_____

Any misrepresentations or omissions of pertinent information will result in immediate rejection of application.

NAME:_____ SIGNATURE:_____

_____

Exhibit IV-13

Confidentiality of Criminal Offender Record Information

BARRY J. NIDORF
Chief Probation Officer

COUNTY of LOS ANGELES

PROBATION DEPARTMENT

CONFIDENTIALITY OF CORI INFORMATION

Criminal Offender Record Information (CORI) is that information which is recorded as the result of an arrest, detention or other initiation of criminal proceedings including any consequent proceedings related thereto. As an employee of the Probation Department, during the legitimate course of your duties, you will have access to CORI relative to persons referred for probation services. The Probation Department has a policy of protecting the confidentiality of Criminal Offender Record Information.

Copies of longhand drafts of court reports, official case notes and miscellaneous case data are confidential probation records. These documents should be retained in the case file and are not to be removed or copies outside your normal required duties. You are required to protect these confidential records against disclosure to all individuals who do not have a right-to-know or need-to-know the information.

The use of any information in probation files or the use of any information to make nonprobationary contacts with probationers or their relatives which has not been expressly approved by the Probation Department is considered to be a breach of confidentiality, inappopriate and unauthorized. Any employee engaging in such activities is in violation of the Probation Department's confidentiality policy and will be subject to appropriate disciplinary action and/or criminal action pursuant to Section 11142 of the Penal Code.

I have read and understand the Probation Department's policy concerning the confidentiality of CORI records.

_____
(Signature)

_____
Name (Print)

_____
Classification

_____
Date

Exhibit IV-14

Some Basic Guidelines for Volunteers

Empathy - This refers to an attitude of attempting to put yourself in the client's place. In essence, you are trying to imagine how the client/referral must feel in the situation he is in by trying to imagine how you might feel if your were in such a situation.

Respect for the Client - Respect his or her individuality and basic rights as a fellow human being. View your client with the dignity that another human being in trouble deserves. A client that is on probation needs to be approached with understanding. Give him confidence in himself and in you. Don't treat your client as a "bad" person because of his or her deviant behavior.

Acceptance - Accept the individual as he or she is. It may be difficult at first. Because of your client's background and environment he or she probably has a set of values vastly different from your own. Your client will become immediately aware of your rejection, making it difficult for your relationship with him or her to be effective. Therefore, develop an appreciation for the client in his or her own life situation.

Advice- Be cautious in giving advice to your client. Remember he has received a great deal of this. Advice is much better received when it is sought.

Communication - Get to your client's level of understanding. Use simple, nontechnical language. Keep the lines of communication open to the probation officer, school counselor, and volunteer coordinator.

Listening - Hear your client out! Let him talk. By being willing to listen, your will better understand your client and his or her problems, needs, capabilities, and limitations.

Be Open-Minded - Don't always go by the books. Be flexible and try your own approach or techniques.

Be Patient - Don't expect miracles overnight. When things have been going wrong for years, they cannot be corrected in a few weeks or months. Remember you may not be able to reap what you sow. Be able to deal with your own disappointment and even heartbreaks. Don't give up!

Role Model - One of the best things you can do for your client is to be a good role model through your own behavior patterns. For example, don't pick up your client's vernacular. To use language that isn't part of your can label you as a phony. Be an example at all times!

Become a Friend - Be someone your client can count on. Your client may be in a crisis much of the time and may be accustomed to being overcome by crisis and expect to be defeated. You are by choice in a position to stand by him when he or she really needs a friend, and you may be the only one at the time who will help him or her overcome the situation.

Exhibit IV-15

Common Questions on Volunteer Insurance and Liability

VISTO INSURANCE AND LIABILITY

If you are a person who is duly enrolled as an individual or group member in a volunteer program sponsored by a department, Los Angeles County, the following information will answer your concerns about insurance and your liability for your actions when serving as a volunteer.

What happens if you are injured in the course of a volunteer assignment?

The County volunteer workers accident insurance reimburses a volunteer accident victim for medical expenses resulting from an accident sustained in the course of rendering volunteer services for the County. The coverage provides up to total of $5,000. However, you must use your own insurance or medical plan first, then any residual may be covered by the County policy. Medical expenses benefits are on a reimbursement basis, therefore, it is necessary that the volunteer be referred to any specific hospital facility. All injuries should be reported to your probation supervisor and the community Affairs Office within 24 hours of the next regular work day, even though you use your own personal insurance to cover expenses involved.

What happens if a probationer you are serving or someone else injured as a result of your activities while you are acting as a volunteer?

The County, in Title 5, Chapter 5.32 of the County Code gives the same liability protection to volunteers as to regular employees.

This ordinance provides liability protection from suits by third parties for volunteers while they are performing assigned tasks unless the volunteer acts with malice or gross negligence outside the course and scope of the assigned tasks. Therefore, it is very important that you have a clear understanding of the limits of your authority. All questions regarding various procedures you may need to follow will be handled by your probation supervisor during regular working hours.

In case of emergency or accident involving a probationer:

1. Assist probationer to nearest medical facility, then
2. NOTIFY THE RESPONSIBLE FAMILY MEMBER(S).
3. During the working hours, notify the county staff person responsible for the probationer.

Should the situation warrant emergency medical care, contact the local Fire Department to request Paramedical Service. If necessary, the probationer will be transported to the nearest emergency hospital. You may also wish to make a police report.

ALWAYS HAVE IN YOUR POSSESSION A

PARTICIPATION/MEDICAL CONSENT FORM PROPERLY COMPLETED BY PARENT OR GUARDIAN OR PROBATION OFFICER.

If you drive your car as part of your volunteer assignment, do you need car insurance?

The County liability protection does not excuse you from observing California State laws regarding auto insurance nor from maintaining a valid driver's license. Community Affairs office will need information and verification regarding your auto insurance and valid driver's license before giving you an assignment involving transportation of probationers.

Exhibit IV-16

Sample Volunteer Policy Statements

Policy Statements

The Probation Department Policy Manual gives direct statements on the policies, functions and procedures of the Los Angeles County Probation Department. Some of these policies apply to volunteers directly, and others have implications for volunteers.

The following material has been developed to aid you in your understanding of how you as a volunteer fit into the policy framework which governs the activities of the department in which you serve.

Policy Manual Statement No. 35 authorizes the involvement of volunteers in meeting the service needs of clients. Statement No. 34 establishes an award system for those who serve as volunteers. Since these two statements form the policy basis for the VISTO Program, they are included in their entirety.

Policy Manual
Statement No. 2C

Public Information

The Probation Department carries out a planned program of public information in order to inform the community of the problems of crime and delinquency and to point out the need for citizen participation and support to meet these problems. No provision of this policy is intended to infringe on your rights to express your personal opinion as long as it is identified as such.

You should exercise caution in making public statement to the media so that they do not represent the Probation Department unless the statement has prior approval of the department. You are asked to discuss interviews and/or appearances with the media in advance with your Coordinator.

In the event you become aware of an event or incident with potential or widespread publicity for the department, you are urged to refer the matter to your VISTO Coordinator.

No information about clients should be shared with non-employees without prior approval of the case DPO.

Policy Manual
Statement No. 3

Employee Conduct

As a volunteer, your are encouraged to participate in the organizations and associations pertinent to your volunteer work.

Courteous and helpful conduct is expected from your in all your contacts with the public.

Use of VISTO Identification Cards is strictly limited to VISTO assignments and related simple identification purposes.

You should refrain from political activities while conducting business as a VISTO volunteer on or off county premises.

If you are arrested for other than a minor traffic offense, you should inform your VISTO Coordinator of the circumstances.

.....AND A REMINDER: CONTRABAND

It is illegal to possess contraband in a Probation Department Facility. Under no circumstances are you to pass on contraband to a probationer or withhold knowledge of such a transaction from the DPO.

Contraband includes items that are not issued by the facility or permitted to be given to the minor during visiting hours. Any questions about contraband should be directed to the Deputy Probation Officer on Duty.

Policy Manual
Statement No. 4B

Client-Employee Relationship

Often your relationship with a client involves informal social contacts. The purpose of these contacts, however, is to enhance the client's abilities to achieve those goals set out in his case plan for rehabilitation. Therefore, all client contacts should be reviewed with the case DPO in order to assure that there is a consistent approach and that a professional level of service is maintained. The DPO is required to include all client contacts in his supervision records.

Policy Manual
Statement No. 29

Human Relations Policy

It is the policy of the Probation Department to establish and maintain a climate in which all personnel accept the dignity of all people and act accordingly. You should perform your duties in a manner that demonstrates support of this policy.

Policy Manual
Statement No. 34

Recognition Awards for Service by Private Citizens

It is the policy of the Probation Department to encourage donations of time, goods, and services from private citizens and to provide suitable recognition awards for such donations.

Implementation

1. Employees who arrange for or are connected with the receipt of a donation are responsible for arranging recognition in accordance with department guidelines.
2. Individual work locations may develop guidelines to provide special awards which are unique to that office.
3. County employees acting outside of their regular employment in the capacity of a volunteer are eligible for such awards.
4. Departmental awards shall include the following:

   Letters of Appreciation
   Certificate of Appreciation
   Letters of Commendation
   Certificates of Commendation
   Service Pins

Policy Manual
Statement No.35

Community Resources

Implementation

1. It is the obligation of the employees with case responsibility to identify the needs of probation clients which, if met, will contribute to the clients' rehabilitation to useful, law-abiding lives in the community and provide for the protection of the community.
2. Case planning designed to meet those needs will include services which can be provided by the use of community agencies, organizations, and citizen volunteers, as well as the services to be provided by the Probation Department.

3. The deputy probation officer retains full responsibility for decisions regarding and management of his assigned cases. He must, therefore, give direction to services provided to the client by the persons who are not employees of the department. It is his responsibility to see that services being provided by community agencies, foster parents, private clinics, other community resources meet departmental standards and effectively contribute to implementing the plan of supervision.

4. The Probation Department will solicit, develop, and utilize community resources which can contribute to the success of probation programs. These include, but are not limited to:

   Citizen Volunteers
   Volunteer Professional services
   Contributions of goods and services
   Placement resources
   Medical, psychological, and counseling
   Employment and training opportunities

Exhibit IV-17

II. Guidelines for Working in Field Offices

In addition to the guidelines for volunteering in institutions, there is a set of guidelines specific to the field office setting.

1) Confidentiality

Field office volunteers may work with confidential information in the form of probationers' files, computer data or information obtained verbally.

a) Files may not be removed from the probation office. Contents of the files may not be copied and taken home or used as part of a school assignment or for any other purpose.

b) If a volunteer comes in contact with information regarding a person they know personally, they should notify their supervisor and refrain from handling that case.

c) Volunteers who are given access to computer files may not use this information for purposes outside the Probation office. Computers may not be used to access records of the volunteer, their family, or acquaintances.

d) Volunteers working with computers may not install personally owned software as it may violate copyright law, nor install software acquired through bulletin boards as it may introduce viruses into the computer.

e) Most information obtained verbally from probationers is confidential and is not to be repeated outside the probation office. However, Probation staff should be notified immediately in the following cases:

   a) The probationer discusses committing suicide

   b) The probationer reports that child abuse is taking place in their home. Probation Officers are required to report these incidents.

2) Dress Code

Volunteers should dress in a business-like manner.

3) Contact with Probationers

Volunteers are not to make contact with probationers outside their assigned office or location unless approved by the Probation Officer assigned to the case.

Volunteers involved in mentoring programs sponsored by Probation should follow the guidelines established for their program.

I have read and understand the above guidelines.

Volunteer Signature _____ Date _____

V. Program Highlights

Research activities for the American Probation and Parole Association's (APPA) Community Involvement Project sponsored by the Bureau of Justice Assistance included collecting, reviewing, and assessing community involvement programs from community corrections agencies around the country. Many agencies responded to APPA's request for information and provided invaluable information that contributed to the development of this Handbook.

A review of program materials and discussions with community corrections personnel experienced in the development of community partnerships and programs revealed several common themes:

- Developing community partnerships is a long-term process requiring patience and perseverance.
- A high degree of structure is needed to effectively involve the community in correctional programming.
- Enthusiasm is the primary key to success.

The programs highlighted in this section of the Handbook are at various stages of development and implementation. The articles on each program were prepared by program personnel and describe the intricacies involved in their development and operation. Each article includes personal stories and examples of program policies and materials. Names, telephone numbers and addresses are listed at the end of each article for those interested in obtaining further information. The programs are divided into several categories including:

- public relations;
- neighborhood-based probation;
- restorative programming;
- advisory boards;
- mentoring; and
- coalition building.

These programs represent examples of the exciting developments in community corrections and demonstrate our ability to become empowered community partners and to serve as catalysts for change. A common statement made by several program personnel was "we learned by trial and error." The purpose of this section of the Handbook is to encourage practitioners to network with other community corrections agencies to share ideas, learn from their trials, and build on their experience.

Public Relations

Public relations involves communicating a message and presenting a positive image to the public. In their everyday activities as citizens, officers, and administrators, community corrections personnel create an image of probation and parole. As discussed in Section II of this Handbook, this image is not always positive; people are generally unclear about probation and parole's function and dissatisfied with the revolving door of the criminal justice system.

Public relations can be administered in many different ways. Traditional public relations methods involve using the media and developing written materials to inform the public about the agency mission and operations or about a particular event. More innovative methods involve community corrections personnel developing partnerships and volunteering for community projects and causes outside the direct scope of community corrections. Both types of public relations strategies are critical to gaining credibility. Various strategies must be combined to reach wide-ranging segments of the community.

The Utah Department of Corrections, Division of Field Services formed a Public Relations Committee comprised of personnel representing all levels and regions of the organization. The committee's objectives were to educate the public and elected officials about the business of probation and parole and to promote a positive image of the Division. The committee developed a comprehensive public relations strategy involving the aggressive use of the media, the development of an informative video and a public relations packet, and community outreach through charity and volunteer work. This professional public relations campaign has enhanced the Division's image as a caring and concerned human service agency and has resulted in increased public support.

As members of the Juvenile Justice and Delinquency Prevention Commission, Superior Court Judge John Buffington and Chief Probation Officer Dave Lehman helped found the **Community Congress of Humboldt County**, a private, non-profit organization designed to strengthen families and communities. "Town hall meetings" are used to help communities identify and resolve problems. Accomplishments include teen centers, parenting classes, and neighborhood watch programs. Chief Lehman sees his voluntary involvement with Community Congress as part of his Department's mandate to give attention to crime prevention measures. Community Congress demonstrates community corrections' ability to become empowered community partners.

Suggested Readings:

California Probation, Parole and Correctional Association. The power of public support: A handbook for corrections.

Field Operations Public Relations Committee

Utah Department of Corrections

By Cathy Cartwright, Assistant Regional Administrator

Introduction

Traditionally, corrections' public relations efforts have not been characterized by advanced planning. More often, we scramble reactively to defend our policies to an outraged citizenry following the commission of violent acts by offenders under our supervision. Recognizing the need for a proactive community outreach program, the Utah Department of Corrections, Division of Field Operations, formed a Public Relations Committee in the fall of 1992. Charged with the responsibility of providing information to the public and elected officials in an organized, professional manner, the committee formulated its mission: to promote a positive image of the Division of Field Operations and the Department of Corrections.

Program Overview

During the last two and one half years, the committee has developed and implemented a number of programs. They include community awareness and education projects, resource material development, and community service activities. Each of these programs has a number of focus areas.

The community awareness and education program resulted in the formation of a speakers bureau, with staff, occasionally accompanied by volunteer offender speakers, making presentations to community and civic groups and elementary, secondary and college classes. Staff presenters are prepared to speak on a number of topics: overview of Corrections; Field Operations/Adult Probation and Parole; community correctional centers; careers in corrections; victims, restitution and community service; treatment programs; electronic monitoring, intensive supervision and intensive drug supervision programs; gangs; substance abuse; sentencing; presentence reports and background investigations; and intermediate sanctions. Offender presenters focus on relating their life experiences and subsequent results.

Increasing public awareness of the Division, as well as the Department, was also accomplished when the committee sponsored booths at the Utah State Fair and the Utah Education Association's Conference. The purpose of the booths was to inform the public of the Division of Field Operation's and Utah Department of Correction's mission statement, goals and objectives. At the Utah State Fair, the booth served a dual purpose: giving the Division a forum for public education, and an increased law enforcement presence at the Fair, which was marred by gang violence the previous year. The materials available at both booths emphasized community protection, offender opportunities for habilitation and rehabilitation, recruitment of staff, and use of technology to supervise offenders in the community.

The legislators saw first-hand the problems and challenges encountered by the Field Operations staff.

To educate legislators in our state, the regions implemented a ride-along program: the legislators accompanied agents and correctional officers as they conducted field visits. The legislators saw first-hand the problems and challenges encountered by the Field Operations staff. To further inform the community, each region has formed a community relations council, comprised of local elected officials, community leaders and Field Operations personnel. The councils meet once a month to discuss corrections related issues.

In order to have a well prepared and professional speakers bureau, the public relations committee realized it would need to develop resource materials. The committee made a video which describes the mission and operation of the Division of Field Operations; wrote lesson plans for the speakers bureau; developed a public relations packet; and published an overview of the Division in the form of a brochure (see Exhibit V-1). With the materials produced by the committee, Utah Department of Corrections' staff also presented information on radio talk shows, and recruited potential staff for the Department at career fairs at local colleges and universities.

Exhibit V-1

Excerpts from Informational Brochure

☆ Benefit to the Offenders on Probation/Parole ☆

Offenders are given the opportunity to prove themselves in the community. Probation and parole officers can and will assist offenders who have demonstrated a willingness and ability to help themselves.

☆ Intermediate Sanctions ☆

Many offenders don't need to go to prison to change their behavior and become law abiding citizens. Programs that Field Operations "operates" are designed to offer sanctions that are somewhere on the continuum between regular probation supervision and incarceration. Intermediate sanctions may involve stricter parole/probation conditions, require the completion of programs, or involve additional jail time. Some of the sanctions used are loss of privileges, electronic monitoring, drug testing, intensive supervision programs, no alcohol consumption, completion of counseling programs, curfew hours, payment of restitution, and community service work.

☆ Accountability and Control of Offenders ☆

Offenders under probation/parole supervision are more accountable for their actions than the average citizen. When an offender violates the terms and conditions of his probation or parole, action is taken. Agents, most of whom are college graduates, are trained and skilled not only in all common law enforcement and police techniques, but are also trained in guidance and counseling work, effective use of intermediate sanctions, and communication skills.

☆ Collection and Disbursement of Restitution ☆

Offenders on probation and parole are required to maintain employment and pay restitution to victims. Field Operations continually collects and disburses this restitution to victims of crimes. During 1992, about 1.2 million dollars was collected and disbursed.

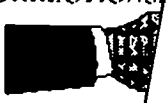
☆ Community Service by Offenders ☆

Offenders may be ordered to complete community service hours as a condition of probation or parole. Not only does this contribute to the community in terms of work completed and money saved, but it allows the offender to remain in the community where he can maintain employment, support his family and pay taxes. In addition, it frees up bed space for the more serious, habitual offenders.

☆ Reduction of Public Costs ☆

Prisons and jails are filled to capacity, and the cost of building them is extreme. Precious bed space must be reserved for the more dangerous offenders. Probation and parole supervision is an alternative to incarceration. Offenders on probation and parole status are required to maintain employment. Through employment, offenders are able to provide support to their families who may otherwise have to rely on state assistance for support. The cost of probation or parole [illegible] approximately one-tenth the cost of [illegible] individual in 1992, incarcerat[illegible] $19,000 per year, and supervi[illegible] $2,000 per year.

CORRECTIONS[illegible]



FOR ADDITIONA[illegible]
CAREER O[illegible]

Utah Departm[illegible]
6100 Sout[illegible]
Murra[illegible]

Division of Field Operations

PUBLIC PROTECTION
UTAH DEPARTMENT OF CORRECTIONS
DIVISION OF FIELD OPERATIONS
OFFENDER OPPORTUNITIES

O. Lane McCotter
Executive Director

Adult Probation
Parole Supervision
Community Correction Centers

Raymond H. Wahl
Director

To achieve its goal of developing its partnership with the community, the committee ran public service announcements on the radio (see Exhibit V-2).

Exhibit V-2

Script for Public Service Announcement

Announcer:	We see teachers as Instructional Guardians for our children.
	We see the Media as those who expose the truth.
	How do we see the Utah State Department of Corrections? We should see them as PEOPLE...
	PEOPLE who counsel those who violate the law...
Woman:	"Come on...I know you can make it!"
Announcer:	PEOPLE who assist crime victims...
Woman:	"We want to help you get financial reimbursement for your loss."
Announcer:	PEOPLE who protect the community.
Woman:	"Sorry, but you gave the judge no other choice."
Sound effect:	*prison doors shut*
Announcer:	The Utah State Department of Corrections, under the direction of O. Lane McCotter, would like you to know that over two million dollars in restitution was collected for victims last year. Also, thousands of dollars were saved Utah tax payers through alternatives to prison such as intensive probation and parole supervision, electronic monitoring of offenders in their homes, treatment programs meeting a variety of needs, and other innovative programs. Corrections employees are PEOPLE...PEOPLE who fight crime in Utah.

To serve the public in a more direct, personal way, the committee sponsored a fund drive for the canine companion program (see Exhibit V-3). Dogs selected for the program are matched with people with varying physical limitations and disabilities. With the money raised by the Division, the committee will help to cover the out-of-pocket costs incurred by individuals who have applied and are waiting for their special dog. It is anticipated that the Division will raise $1300 during its Corrections Week Charitable Campaign.

Operational Framework

The Division of Field Operations oversees the committee. The committee membership includes the Department's media spokesperson and a representative from each of the Division's seven regions. At the beginning of each fiscal year, the group establishes goals and objectives and develops a strategic plan.

Meeting monthly, the committee forwards recommendations for specific projects to the Division Director and Regional Administrators for review and final approval. Projects are evaluated by the Regional Administrators using the following criteria: soundness of proposal, the intended target population, number of individuals served or reached by the project, and anticipated outcome(s). The Division finances the selected projects.

Program Outcomes

Through its efforts, the committee has realized the following outcomes:

- the legislature, more fully aware of the Division's increasing agent workload, has funded 35 additional probation and parole positions in the last two years;
- the Division has created a more visible community presence;
- the Department's personnel recruiting efforts have been enhanced; and
- the Division has forged a proactive partnership with the community.

Keys to Success

The committee has identified the following keys to its success:

- engaging in intensive brainstorming for new and innovative ideas;
- implementing diverse projects;

Exhibit V-3

Corrections Cares

Your Field Operations Public Relations Committee decided to try something different this year. It is something we hope will become a tradition in Corrections, allowing us to "serve" in a different way at making the public aware of how much Corrections really does care.

We have chosen to support a canine companion program, a program similar to a guide dog program. Dogs selected for this mission are matched with people with varying physical limitations and abilities. In addition to providing their "masters" love and companionship, these special dogs help them open doors, retrieve or obtain objects that have fallen or are just out of reach, push elevator buttons, turn light switches on and off, pull wheelchairs, carry items, etc., - daily tasks we take for granted.

We have identified six individuals who have applied for and are awaiting their special dog. Each has a special story; each has special needs. Here are three examples:

A 23-year old woman who suffers from severe rheumatoid arthritis and is currently attending community college in Salt Lake County needs help with her books and dropped items.

A 7-year old boy in San Pete County who was born with a condition that affects his muscular system. Because of his condition, it wasn't until last year he began to walk. Even with this major accomplishment, he is still confined to a wheelchair most of the time and needs extra help.

A 14-year old teen in Utah County whose backbone was not connected at birth is attending school but needs the help a canine companion could provide.

Out-of-pocket costs for an individual who receives a canine companion range from $1,500 to $3,500 depending on how much training their companion needs and where their companion comes from.

How can you help?

Corrections Week Charitable Campaign

From January 10, 1995 through April 21, 1995, we will be raising money to help an individual with costs of getting their companion. Money collected will be presented to the individual selected during Corrections Week. Statewide, each Field Operations office will be selling various types of candy. Locally, each office is encouraged to tap their creativity and find ways to add to the fund raising effort. All proceeds will be given to someone in Utah in need of a canine companion. Help your office with other fund raising ideas.

Contact _____ **Thanks for your help!**

- involving all Department of Field Operations' staff in the committee's public relations efforts;
- obtaining regional administrators' support of projects; and
- developing a comprehensive public relations packet, to include video presentations, lesson plans, brochures and handouts.

Future Plans

Future plans include:

- repeating and refining existing public relations projects; and
- continuing to evaluate and implement new projects.

Administrating agency: Utah Department of Corrections

Contact: Raymond H. Wahl

Address: 6100 South 300 East Salt Lake City, UT 84107; 801/265-5666

Community Congress of Humboldt County

By David L. Lehman, Chief Probation Officer, Humboldt County Probation

Introduction

The ultimate goal is delinquency prevention through establishing a common vision, engaging communities in long range planning, and fostering collaboration for the development of communities as healthy environments.

In 1987, Superior Court Judge John Buffington and members of the Juvenile Justice and Delinquency Prevention Commissions began experimenting with strategies to engage service providers and community members in working together for effective delinquency prevention. Humboldt Community Congress, a private non-profit entity, was the culmination of this effort. Its sole purpose is to provide forums for people to come together in a town hall/focus group format to discuss their concerns, explore solutions, and develop community action plans. The Community Congress provides a mechanism for community empowerment. The ultimate goal is delinquency prevention through establishing a common vision, engaging communities in long range planning, and fostering collaboration for the development of communities as healthy environments.

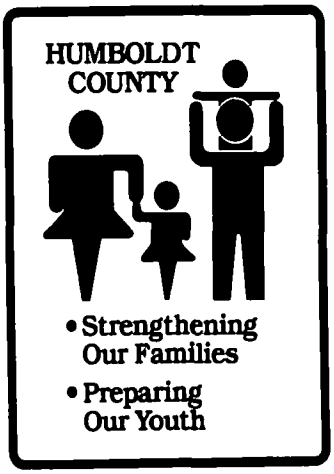
Established in 1988, the Community Congress has held well over one hundred community forums and has established an amazing track record. The Congress operates from the belief that people who live in a community know that community best, and that meaningful plans for change must involve and belong to those community members. The Congress has been a catalyst for activities ranging from moving dangerous crosswalks to building teen centers.

> *Local problems must be solved by local efforts and local plans. Governments at the state and national level are not capable of funding or planning to solve our problems. We need a stable growing source of money in order to plan for the future of Humboldt families and children.*
>
> *John Buffington, Superior Court Judge*

Exhibit V-4

Marketing Brochure Excerpt

COMMUNITY CONGRESS



COMMUNITY CONGRESS
OF HUMBOLDT COUNTY
P.O. Box 109
3289 Edgewood Road
Eureka, CA 95501
(707) 445-8841

Program Overview

The major goals of the Community Congress include to:

- develop a sense of hope and celebration;
- involve children, youth, and families within the communities;
- create a nurturing environment that supports the efforts of families and individuals to be healthy, strong, and responsible; and
- build a comprehensive, well coordinated, effective, and easily accessible array of human services.

Members of the Juvenile Justice and Delinquency Prevention Commission and the Community Congress developed the following process for facilitating town hall meetings:

- key community leaders are identified;
- they, in turn, involve other concerned citizens and youth;
- a series of town meetings with various community groups are held in which concerns, needs, and possible solutions are brainstormed;
- brainstorming information is recorded and presented back to community participants;
- the final community meeting involves clustering and prioritizing needs, lobbying, voting, and developing a preliminary action plan;
- follow-up meetings are planned; and
- success is celebrated.

Acting as catalysts to action the Community Congress hosts and facilitates the meetings, asks the community members to identify two or three of the most "doable" of the action plans developed during the meetings, and forms task teams to move the plans towards completion. As dreams become reality, the Community Congress encourages the community members to celebrate and share their success with other communities.

Town hall facilitators are trained volunteers. The training is offered for a minimal cost of $15.00. It was developed by the founders of the Community Congress and is conducted by experienced facilitators. The training consists of the following topics:

- dealing effectively with diverse viewpoints;
- adjusting style and format for large and small groups;
- behaving to support facilitation;
- active listening;
- pre-planning the meetings - inviting stakeholders;
- communicating yourself as a volunteer;
- sharing the leadership from the beginning;
- timing for steps in the process;
- dealing with conflict;
- supporting the group in building consensus;
- giving away the leadership;
- action planning; and
- post meeting feedback.

Operational Framework

In Humboldt County, prevention is a priority for corrections and law enforcement. The Chief Probation Officer and the Humboldt County Probation Department are active partners in Community Congress. Their involvement has been facilitated by California Welfare and Institutions Code, Section 236 which states:

> *Notwithstanding any other provision of law, probation departments may engage in activities designed to prevent juvenile delinquency. These provisions include rendering direct and indirect services to persons in the community. Probation departments shall not be limited to providing services only to those persons on*

Exhibit V-5

Problems and Possible Solutions Identified During Jefferson Area Town Hall Meeting

Sample problems	Sample solutions
Young kids unsupervised after dusk	Make a movie studio of Pay n Pak
Kids of all ages need more supervised activities that they want to do	Grant for low cost children's activities/meeting place
Don't feel children are safe at school	Street lighting
Transients roaming around neighborhood	Low or no cost multiple activity center for youth
Fear of neighbors	Environmental health provides free exterior paint for anyone who is a victim of graffiti
Reckless driving	Group letter writing to absentee landlords
Litterbugs	Public nuisance abatement laws
Lack of pride in where you live	
Illicit drug abuse	

probation being supervised under Section 330 or 654, but may provide services to any juveniles in the community.

Exhibit V-6

Community Congress - *Excerpt from Membership Recruitment Brochure*

The Community Congress is a group of people from 45 communities and neighborhoods in Humboldt County. We share a common commitment to strengthen our families and youth to meet the challenges of living. The Community Congress **needs your ideas and energy** to give form to this commitment.

The CONGRESS believes anyone can:

- create an idea
- share it in a public forum
- watch over it
- learn to trust and respect the ideas and opinions of others
- allow others to help give it form

Come share your ideas and dreams as Humboldt County moves into a new reality.

For corrections and public safety professionals, participating in organizations such as Community Congress might be viewed as a risky or even non-essential activity. However, just the opposite has been the result. While not all community efforts are successful, the new friendships and contacts formed improve public relations and help provide offender accountability and support. Real progress is made in collaboration, prevention, and public safety programs.

Oversight and monitoring of the Community Congress is provided by its Board and membership. Strong linkages and information-sharing occurs between communities, the Juvenile Court, Probation Department, schools, law enforcement agencies and the Juvenile Justice and Delinquency Prevention Commissions. Staffing and organizational structures for the Community Congress have varied over the seven years of experience. The most cost effective of these models rest upon volunteer support with part-time staff who take care of the typing and mailing of data generated at the town hall meetings. Stipends are often given to community volunteers who become part of the facilitation team and for translators and child care provided at the town hall meetings.

Funding for the Community Congress in the early stages of experimentation came from a prevention grant through the California Youth Authority, Irvine Foundation and the Humboldt Area Foundation. The Humboldt Area Foundation has established a trust fund to help provide the resources needed to carry out the major goals of the Community Congress. Other funds have been raised through memberships, corporate donations, fund-raiser activities, and sponsoring workshops and training.

Because the Community Congress does not provide direct services and acts only as a catalyst by hosting community meetings, liability issues are minimized.

Program Outcomes

The main obstacles encountered in the development of the model have been severe community disorganization, fear and hopelessness. We have found that it is important to allow communities to vent their anger and frustrations. The Congress provides a constructive vehicle for this venting. In most cases, if venting does not occur and communities cannot move past the anger and frustration, real progress does not occur. Volunteer burn-out is another issue that must be addressed. Celebrating small and large successes and training new facilitators can help prevent burn-out.

We have found that it is important to allow communities to vent their anger and frustrations. The Congress provides a constructive vehicle for this venting.

Offender benefits for the most part are derived through increased networking and new programs and partnerships that develop at the local level. One important case example comes to mind--one of our smaller communities rallied around an offender on felony probation who was involved in a minor violation. The Probation Department was ready to revoke the offender's probation. A call came in from a neighborhood watch program that the Congress helped initiate. Revocation plans were checked, more positive information was obtained on behalf of the offender, and sponsors were identified. A few months later, a successful termination from probation was submitted to the court rather than a revocation and prison recommendation.

Benefits to the Probation Department have been in increased support for departmental programs and initiatives, new friends and contacts, and increased interactions with local schools and law enforcement. The Probation Department is currently teaming up with officers from the Eureka Police Department who have been assigned to zones within the city of Eureka. This newest and most exciting experiment is to develop community policing/community corrections action plans put together with community participation through Community Congress organized meetings. The goals are simple: provide the best prevention, public safety, and services for offenders that the participants can design.

The benefits to our communities are extensive. The following are just a few of the accomplishments facilitated by Community Congress:

- rebuilding a skating rink and community center;
- developing teen centers;
- removing junk cars;
- helping to solve a murder case;
- establishing drug-free zones;
- implementing D.A.R.E. programs;
- formulating teen councils;
- moving a crosswalk;
- establishing healthy start programs;
- holding prevention award celebrations;
- sponsoring the first Hmong and Lao new year's celebration on the northcoast;
- developing neighborhood watch programs;
- implementing a senior citizens on patrol program;
- developing a regional treatment facility for hard to place delinquent wards of the Juvenile Court;
- publishing teen newsletters;
- posting a jobs bulletin board for teens;
- developing summer youth programs;
- building new parks; and
- offering parenting courses.

When we change the world of a child, we change the world.
Dewell H. Byrd, Chairman, Community Congress
Retired School Administrator

Keys to Success

The keys to success rest in empowered resilient communities. The Community Congress is merely a focal point for people to exchange ideas. It is a simple process with immense possibilities.

Future Plans

Our future plans are to work closely with communities and law enforcement in exploring the new opportunities presented through the Crime Bill, and to utilize the themes of resiliency and risk focused prevention within the Communities That Care model.

Administrating agency: The Community Congress of Humboldt County (a private non-profit agency)

Contacts: Dewell Byrd, David L. Lehman, Antoinette E. Martin

Address: P.O. Box 109, 3289 Edgewood Road, Eureka, CA 95501; Phone (707) 445-8841

Neighborhood-based Probation

The following problems have been identified with traditional probation and parole operations:

1. Probation and parole are accountable internally, but this has not always meant community accountability. Probation and parole need to be closer to the community, more responsive, and develop a problem solving approach.
2. Probation and parole are overwhelmed by its population resulting in a reactive approach to problem solving.
3. Probation and parole lack focus and are inefficient in their responses to problems due to general assignment caseloads.
4. Probation and parole have difficulty in obtaining comprehensive information about an area because of the number of officers who may have offenders in one neighborhood (Nevers and Knox, 1992).

These problems and a search for solutions are contributing to the development of neighborhood-based probation and parole agencies. Two agencies are leading the way, having developed variations of a community-based model.

The Wisconsin Department of Corrections, Division of Probation and Parole has been developing a model of neighborhood-based probation and parole supervision for approximately five years. It has been a dynamic process, constantly changing and growing to meet offender, officer, agency and community needs. Probation and parole agents are housed in community centers and apartment complexes in small, geographically defined neighborhoods with high concentrations of offenders. Agents have teamed up with neighborhood police officers and other community service agencies. Together, they conduct an extensive amount of field work and have a better understanding of the offender and the community environment.

Project Safeway of the Cook County Adult Probation Department in Chicago, Illinois is located in a high crime neighborhood on Chicago's west side. Project Safeway provides a range of educational and rehabilitative services to the 400 probationers residing in the neighborhood and to community members at large. This community-based probation center makes these services more accessible by "bringing probation back to the community." Project Safeway staff focuses on developing linkages with the community and making lasting changes in offenders' lives.

Neighborhood-based probation obviously takes a large investment in time and resources. Its efforts at integration are aimed at the offender as a whole person, taking into account not only the offender's needs, but the needs of the community in which they reside. The payoffs can be great in that the community now regards probation as one of its best resources — a helpful and involved fellow citizen.

Suggested Readings:

Byrne, J. (1989). Reintegrating the concept of community into community-based corrections. Crime and Delinquency, 35(3), 471-499.

National Institute of Corrections (Summer 1993). Reinventing community corrections. Topics in Community Corrections. Washington, DC: U.S. Department of Justice.

Police Executive Research Forum & National Crime Prevention Council (1994). Neighborhood-oriented policing in rural communities: A program planning guide. Washington, D.C.: U.S. Department of Justice, Bureau of Justice Assistance.

Neighborhood Probation

Wisconsin Department of Corrections

by Dan Nevers, Supervisor, Wisconsin Division of Probation and Parole

Introduction

How does a probation and parole agency respond to caseload growth, an increasing number of minority group offenders, and a complexity of social and economic factors among offender groups that leads them to isolation from the larger community? This is a familiar question that has been asked in most communities across the country. The form of the question may be driven by economics, low public credibility, staff burnout, or other motivating factors. Regardless, there is clearly a need to develop solutions and to investigate our relationship to the community as part of the answer.

The traditional approach to the supervision of offenders has been to focus on individuals and to follow directives set forth in a manual of procedures developed by the agency. Larger, centralized offices have developed in the interest of operational oversight capability, apparent efficiency, cost effectiveness, and offender responsibility to report. The result of this over time has been a routinized standard of reporting on the part of the offender, a general assignment of workers to an undifferentiated geographic area, and diffuse agency responsibility for outcomes. Other related results include the separation of the agency from the community in a meaningful sense and the perception that the community is a dangerous and forbidding place.

Exhibit V-7

Contrasting Traditional and Neighborhood Probation

Traditional	Neighborhood
General Assignment	Geographic focus
Offender focus	Community focus
"Professional" problem solving	Community involved in problem solving
Office bound	Community Presence
Diffuse agency responsibility	Individual worker responsibility

The Neighborhood Probation and Parole Project on the south side of Madison, Wisconsin has changed this focus from the individual offender to the family and the community. It has moved the probation and parole agent out of the office and in to the community centers and apartment complexes where the offenders live. It has given agents an opportunity to see the offender in a different, more accurate context. To accomplish this, the individual agents have had to take risks and make judgements at the lowest possible level of decisionmaking -- the probation and parole agent working on the streets.

This shift in focus has not been undertaken in isolation. By recognizing and learning about other agencies, such as neighborhood police officers, social workers, and health care nurses, probation and parole agents have developed mutual support systems which allow them to work safely and more efficiently. Moving out and focusing on the neighborhood has opened agents' eyes to the real dangers of guns and drugs and to the problems that offenders live with every day. This "up-close and personal" team approach has allowed agents to be problem solvers in the area of drug use and addiction, unemployment, and family violence.

Program Overview

The operation of Neighborhood Probation and Parole is best examined by looking at three scenarios that depict separate, but not exclusive, methods of probation and parole operations.

Scene one. A probation and parole agent is in the office at the desk. He is one agent of over 20 that work out of this busy office. Over 2,000 offenders report in here. The phone rings, a police officer is calling to report an alleged domestic battery to the girlfriend of an offender. After some discussion, the agent tells the officer to pick up the offender. "I'll see him in jail. I don't have the time to go out with you now. Send me the police report." When the offender is arrested the agent will interview him, collaborate his statement with the victim's, and staff the case with the division supervisor — a process that will take 4 to 7 days from the time of arrest to a decision point.

Scene two. The probation and parole agent is in the office which is located in the community center. There is much of the same paperwork scattered on the desk. Instead of the phone ringing the neighborhood police officer makes a personal appearance. She has a report of a domestic battery. The police officer and the agent decide to conduct a home visit together. The officer and the agent plan to get separate statements from the offender and the girlfriend as soon as possible. They will work together, each following their respective agency policies. Both agencies have a pro-arrest policy in the case of domestic violence; arrest of the offender may still be necessary, but in this scenario the decision to arrest is based on comprehensive information which will be readily available for further decisionmaking.

Scene three. The probation and parole agent is in the apartment of the offender talking to the girlfriend about the offender's recent loss of a job and the additional stress it has placed on the family. She is concerned and somewhat fearful because he has physically abused her on previous occasions. The agent provides her with some protective behavior strategies that she can use and makes sure she understands them. The agent also leaves the number of the Battered Women's Crisis Line and a message for the offender to report to the probation and parole office at which time the agent can discuss domestic violence issues with the offender without compromising the girlfriend. The offender will also be checked for drug use and be scheduled into the neighborhood support group for men in need of employment.

Each of these scenes constitute probation and parole supervision. The first is an example of how we operate in most cases, responding to large caseloads, paperwork demands and conflicting mandates. The last is an example of prevention, community protection, and the use of community resources. The last recognizes the stress and reality of the community as it exists for the offender and how we can fit in as an agency and as individual workers. City of Madison Public Health Nurse, Nancy Odell, who works in the Broadway-Simpson Neighborhood, is familiar with this approach. She says that public health has always used this community focus model, and she welcomes the participation of other agencies. She also recognizes that "gang bangers are a part of families too. Each one of these kids has a girlfriend, family and probably children with few resources." Her statement suggests that probation and parole need to recognize the problems where they are and then mobilize the resources to address them at that level.

A "resource team" approach with agencies cooperating at the line level, can lead to unexpected results. Recently, Agent Cheryl Knox described her surprise when a female offender, just released from drug treatment, came into the office, hugged her, and thanked her for her care and interest. Cheryl was surprised because it had been her unpleasant task to be the "heavy," incarcerating the offender for her continued drug use and other violations including child neglect. The city nurse provided back up support and concern about "losing everything, kids, apartment and freedom." It was this kind of teaming that forced the offender into treatment and helped her to recognize and appreciate the help she had received.

Everybody has been surprised by the level of offender responsiveness once they get past the surprise of seeing probation and parole agents willing to venture out and engage them on their "turf."

Each of these situations is different; each agent starts at a different place in the neighborhood and with different resources. Each agent works to "make the job your own." Some agents, like Jo Reed and her partner Bev Osborne, have taken their skills and interest in cognitive intervention groups into the neighborhood. They have conducted a variety of groups for men, women and couples in the community, and have involved the neighborhood police officer as a co-facilitator. Everybody has been surprised by the level of offender responsiveness once they get past the surprise of seeing probation and parole agents willing to venture out and engage them on their "turf."

Another agent, Chuck Wineland, supervises offenders in a six street area with approximately 4,000 people including 800 children, the majority of which are pre-school age. The neighborhood is comprised of one-third Asian, one-third African American, and one-third White or Hispanic. In order to better serve this culturally diverse population, Chuck became part of an interagency effort to learn more about the Asian population.

A final example of "making the job your own" is the working relationship established by agent Stephanie Jones and Madison Police Officer Linda Ruzicka. By working together each has become aware of the other's operating requirements, and each has attended interagency in-service training.

Just as they understand the differences in their functions and operations, they also realize the common goal of their work — protecting the community. Each feels that citizens would expect that kind of cooperation.

Agent Jones and Officer Ruzicka work together by doing the "beat" together, which may mean simply being visible together on the street, conducting home visits, or just seeing and talking to whoever is "hanging out." Agent Jones does after hours "ride alongs" with the officer to see the community at a different time and to make offender contacts. There is both formal and informal information sharing about who is on supervision, and who is living where (a difficult task because of frequent moves). As the result of this partnership, different resources and different jurisdictional authority are put to positive use rather than being viewed as an impediment to working together.

The community focus of Neighborhood Probation appears to have an impact on offenders. Traditional probation and parole agents report that offenders resist being transferred to neighborhood agents: "They get to know everything about you." This common statement suggests that Neighborhood Probation is making a difference, not only in agency efficiency, but in community visibility, information sharing, and ultimately in safety for both workers and the community.

Operational Framework

In the one Madison Probation and Parole Unit described, 8 of 13 unit agents work in 4 assigned neighborhoods in the South Madison area. Each neighborhood project developed at a different time as the opportunity or resources became available. As a consequence each is at a different evolutionary stage and obtains some benefits from the experience of the other. The Broadway-Simpson neighborhood project has been in existence for close to 5 years. The agents have an office in the community center and one agent is headquartered there 4 days each week. Agents have taken advantage of the strong neighborhood police presence and now take a leadership role in the community on their own. The first agent assigned to the area volunteered for this duty, highly dedicated to the community and determined to be successful. Although the development of the project has been extremely stressful, the ability to "make the job your own," that is, work flexible hours within a 40 hour work week, contribute creatively to the community, and see the direct results of your actions, has helped to prevent burnout.

The team approach is another factor in the reduction of burnout. Having someone to share the problems and workload is important. Just as important is having someone to help in planning, making community contacts, and discussing future directions.

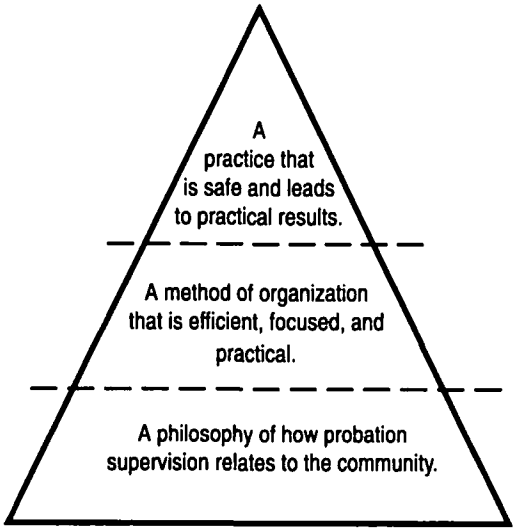
The Sommerset, Cypress-Magnolia Neighborhood is the newest addition to the project. The agents have sporadic office hours which they are attempting to stabilize. They work the neighborhood primarily in the morning when it is safest, and share an office area with the apartment complex manager who has been an enthusiastic supporter of their efforts. Working with the resources available, including a developing interagency program to support problem families, has proven beneficial. In addition, increased communication with the police department helps to assuage frustrations caused by an inability to work in areas dominated by gangs and drug use. The agents are recognizing the community for what it is, working in those areas that are accessible, and staying open to broader participation as the situation changes.

In order to maintain these diverse project areas and sustain constant evolutionary change, it is important that a supervisor be part of the team and view the efforts of the agents with patience and flexibility. On one hand, the supervisor must encourage the agents to move ahead, to be creative, and to take risks. On the other hand, this should be done within the traditional guidelines and legal authorities and mandates of the agency. Without the commitment of the supervisor and upper management, the agents would be left without the needed connections for them to feel safe. Without the philosophical and operational understanding at a front line supervisor's level, the agents would not be willing to take the physical and emotional risks that are part of development and change.

Keys to Success

Exhibit V-8

Structural Requirements for Neighborhood Probation



For Neighborhood Probation and Parole to be successful there must be a philosophy of using the strengths of the community to improve the community. Using existing resources that are neighborhood based builds upon itself and develops a stability that cannot be developed by programs that are bureaucratically or physically located outside the neighborhood. These resources may be governmental, social, family centered or may come from the offender themselves. Some may be voluntary or require minimal expenditure.

The Agency must be willing to organize in a way that supports the philosophy. We must be able to put our agents out there with a degree of safety and support for their efforts and recognize their abilities to do the job. If they have the training, be it in-service, on-the-job or more formal, and the dedication to "make the job your own" then the agency must be the facilitator that allows it to happen. Neighborhood probation can be easily over controlled.

Finally a practice must be developed by agents that gives them the ability to go out to the streets and apartments and become confident in their capability to operate safely and with practical results. By watching and learning from line workers in other agencies, agents have successfully developed techniques to this end.

Future Plans

Secretary of the Wisconsin Department of Corrections, Michael Sullivan, has made it an agency goal to expand neighborhood supervision throughout the State of Wisconsin. He stated at a recent University of Wisconsin supported conference on alternatives to incarceration that, "We need to focus on quality of life and how to improve it, rather than just waiting for a violation. Setting up neighborhood supervision is an approach that will bring us a long way."

He also commented, and this was supported by agent comment, that neighborhood supervision has a positive impact on revocation rates. This is not a researched conclusion, however it does appear that violations can be disposed of in a more direct fashion, and intervention can occur at a lower level of seriousness. More creative alternatives can be developed while still maintaining the offender in the home and community environment.

Administrating agency: Wisconsin Department of Corrections, Division of Probation and Parole

Contact: Dan Nevers, Field Supervisor

Address: Madison, WI; (608) 246-5428

Project Safeway

Cook County Adult Probation Department

By Nancy Martin, Chief Probation Officer
and Arthur J. Lurigio, Ph.D., Director of Research and Evaluation

Introduction

Large numbers of offenders moving into the criminal justice system have taxed correctional agencies throughout the country. Jail and prison crowding is rampant, and probation is now the most prevalent sentence in the United States. Current probation caseloads in most urban departments consist of persons with convictions for serious crimes and lengthy criminal histories.

The answer lies in the common goal that the community and probation share (i.e., ensuring that offenders become law-abiding and productive members of society).

Intermediate sanctions were created to remedy the institutional crowding problem, to provide judges with a wider range of sentencing options, and to protect the public against high-risk felons. Although such efforts have shown tremendous promise for reducing prison populations and for monitoring serious offenders, they have minimal impact or influence on the surrounding community. Moreover, most contemporary modes of probation supervision have taken probation further away from its roots in the community and have made it less responsive to community needs and concerns. Finally, recent research has demonstrated that enhanced surveillance programs, without a substantial community treatment or service component, have limited effects on offender behavior.

In addressing these issues, probation administrators must consider two basic questions. First, why is it essential for probation to return to a community orientation? The answer lies in the common goal that the community and probation share (i.e., ensuring that offenders become law-abiding and productive members of society). Second, how can probation respond to the challenge of returning to its roots? The Cook County (Chicago) Adult Probation Department's response was the creation of a community-based probation center, Project Safeway. Functioning under the auspices of the Circuit Court of Cook County, the project is designed to forge a working partnership between the department, not-for-profit service providers, and the community.

Exhibit V-9

Project Safeway
Client Characteristics

• Gender	
Male	83%
Female	17%
• Highest Grade Completed	
Grammar School Only	9%
Some High School	55%
High School Graduate	26%
Some College	8%
College Graduate	2%
• Health History	
Mental Health Problems	6%
Physical Health Problems	2%
• Employment Status	
Full Time	17%
Part Time	13%
Sporadic	4%
Unemployed	63%
Student/Disabled/Homemaker	13%
• Charges	
Drug Crimes	80%
Property Crimes	12%
Crimes Against Persons	8%
• Criminal History	
Average Prior Arrests	4
Average Prior Convictions	2
Average Prior Probations	1

Program Overview

Project Safeway became operational in November 1991 and is housed in a facility on the west side of Chicago, a high-crime neighborhood where many probationers reside. The center is open for extended hours to meet program and offender needs, and services only those clients living in its immediate vicinity or catchment area. Project Safeway's present caseload includes approximately 400 probationers. Project Safeway has three major goals:

- to strengthen probation's linkages with the community;
- to offer a full-service model of probation; and
- to bring about substantial and lasting changes in offenders' lives.

Project Safeway draws on local resources to offer on-site and community-based services and interventions that assist offenders in their efforts to avoid criminal behavior.

Exhibit V-10

A Sample of Project Safeway's Community Service and Agency Resources

Agency		Services Provided
March-Newberry Association	→	Education/Training
Garfield Community Service Center	→	Employment/ Education/Training
Better Boys Foundation	→	Education/Literacy/ GED
Douglas Park Church of Brethren	→	Education
St. Barnabus Urban Center	→	Education/ GED
Madison Keeler Shelter	→	Men's Shelter
Garfield Counseling Center	→	Family Counseling/ Drug Treatment
Bobby Wright Mental Health Center	→	Mental Health Services

The following are examples of the project's basic components:

1) An orientation program prepares offenders for the probation experience, encourages them to view probation as an opportunity for positive changes, and provides them with training in life management and communication skills.

2) On-site GED classes and other educational programs address different offender skill levels (sessions are held at various times throughout the day to accommodate the varying schedules of instructors and clients).

3) A manhood development program for African American males attempts to instill in them a greater sense of responsibility toward their children, families, jobs and neighborhoods.

4) A jeopardy program involves progressive discipline for technical and nonreporting violations of probation -- its intent is to facilitate constructive changes in offenders' behaviors before they escalate to more severe rule breaking and criminal activity.

5) On-site drug services, performed by Treatment Alternatives for Special Clients (TASC), involve substance abuse evaluations, referrals to treatment agencies for treatment-ready offenders, and substance abuse education classes for offenders waiting for treatment or refusing to recognize their drug problems.

6) Community service mandates are fulfilled within the project's geographic boundaries to emphasize the importance of community involvement (e.g., a neighborhood clean-up program with community residents and offenders working together to clear trash-ridden vacant lots).

7) Readiness skills training and job placement services are provided through the Safer Foundation and other community agencies.

8) Strategies and programs are implemented to address a variety of offender needs, such as HIV prevention, parenting skills, and health education.

9) A base of operations at Project Safeway has been established for the Cook County Adult Probation Department's field services units (the Intensive Probation Supervision program and the Home Confinement Program), which have

greatly strengthened the program's public safety aspects.

A noteworthy example of its investment in community development and crime prevention is Project Safeway's participation in Chicago's Adopt-A-School Program. Staff spend several hours each week with disadvantaged students from Chalmer Elementary School. They contribute their time working on a variety of activities including, taking children on field trips, tutoring and counseling students, coaching sports teams, and conducting meetings with students, teachers, and parents. In short, Project Safeway staff are serving as role models for Chicago youth and making a difference in children's lives.

In short, Project Safeway staff are serving as role models for Chicago youth and making a difference in children's lives.

The staff have pursued a number of other efforts to increase community understanding and participation in Project Safeway, including the distribution of a quarterly newsletter to highlight project goals, accomplishments, and activities. In addition, staff have held open houses for the public as well as a leadership breakfast with local business persons, judges, and politicians where they apprised them of the project's endeavors and solicited their endorsement of its programs. Moreover, Project Safeway hosted an Opportunity Day, which was an occasion for offenders and neighborhood residents to learn about different employment and educational avenues.

Operational Framework

Project Safeway is staffed by 1 deputy chief probation officer, 1 supervisor, 8 probation officers, and 1 secretary. All these positions are fully funded through Cook County Government's budget. In addition, County Government pays for office furnishings, overhead costs and supplies, and the yearly leasing of Project Safeway's space.

The daily job responsibilities of staff require them to visit community service providers, organizations, clubs, businesses, and churches to develop support and communication networks throughout the community. Staff are also encouraged to participate in community assistance efforts, especially those that directly serve project offenders and their families (e.g., the collection of food and clothing for the needy).

Exhibit V-11

What People Say About Project Safeway

• Project Safeway Probation Officers

"Project Safeway's accessibility drastically reduces the number of failures to report."

"The opportunity to be visible in the community allows us to become role models for younger kids and to help them avoid future contact with the criminal justice system."

"Safeway's greatest benefit comes from its strong ties with community agencies, business owners, and neighborhood residents."

"We work in close cooperation with community members; we're never in competition with them for services or resources."

"Smaller caseloads allow us more time to listen to clients and to establish rapport with clients' family members, who can be excellent resources."

• Project Safeway Clients

"My probation officer really cares about me and respects me as a person."

"Project Safeway is what's keeping me out of jail."

"Everything I need is right here. There are no hassles in getting help with my problems."

"It's very convenient for me to see my probation officer."

"I always feel that I pick up the phone or come into (Project Safeway) and talk to my probation officer. He's truly interested in how I'm doing and wants to keep tabs on my progress."

Project Safeway has also convened a local advisory council consisting of community residents, business persons, and police representatives. The council assists project staff in identifying community and offender needs, communicating project goals and objectives to the larger community, addressing issues regarding program development and implementation, and recruiting community volunteers to work with offenders.

Exhibit V-12

Project Safeway Newsletter Excerpts

COOK COUNTY ADULT PROBATION DEPARTMENT

PROJECT SAFEWAY

NEWSLETTER

BRINGING PROBATION BACK TO THE COMMUNITY

Volume IX

Fall 1993

CHRISTMAS DRIVE

The staff of Project Safeway is collecting new clothing, toys & canned food to be distributed for the Holidays to Project Safeway clients, other community members and community groups. Clothing in all children's and adult sizes are needed. Suggested clothing items to be donated are scarves, socks, gloves, mittens, and sweaters. Toys for all ages of children and canned food and other nonperishable foods are being collected as well. Donated items should not be wrapped.

Anyone who knows of a community group in need of donated items or willing to distribute donations should contact a Project Safeway staff person.

Donated items will be accepted until December 20, 1993. Please call Project Safeway at 265-2406 if you have a donation or drop your donation off at the 909 South Kedzie facility between 8:30 a.m. and 4:30 p.m.

OPPORTUNITY DAY A SUCCESS

On October 20, 1993, Project Safeway, sponsored its second annual Opportunity Day. Approximately 225 clients and community residents visited with over twenty education providers and job skill developers. Some of the agencies participating were Jobs for Youth, the Safer Foundation, Connections Adult Learning Center, and Malcolm X College.

Attendees also had the opportunity to listen to a variety of motivational speakers including Rivie Sorey and Mickey Johnson.

The highlight of the day was the Recognition of Achievement Ceremony. Mr. Irish Greene was the keynote speaker and Honorable Judge William Hibbler presented certificates to fourteen probation clients for educational achievement.

Program Outcomes

Since its inception, Project Safeway has produced a variety of benefits. First, it offers immediate, balanced, and comprehensive programs for offenders to address an extensive array of needs, deficiencies, and problems in living. Project Safeway's efforts include highly focused and intensive interventions in the areas of substance abuse treatment, vocational/employment training and placements, and individual and group counseling.

Second, it protects public safety through conscientious monitoring and surveillance practices such as in-office reports, home visits, telephone contacts, and team supervision work.

Third, it builds fundamental and lasting bridges between adult probation, independent service providers, and community institutions to create an effective network of available services for probationers.

Fourth, it fosters cooperative, working relationships among court agencies involved in the supervision of adult offenders.

Fifth, it integrates, under a single program, all aspects of probation operations with all levels of offenders' risk and needs.

Sixth, it provides a pool of community service workers to participate in city-sponsored neighborhood improvement activities.

Seventh, it promotes the rehabilitation and reintegration of offenders and prepares them to become law-abiding members of the community. This will lead to lower rates of recidivism and future incarceration.

Finally, it serves as a model of community supervision for other probation agencies in Illinois and throughout the country.

Keys to Success

- Follow through on offender services.
- Keep caseload sizes within manageable limits.
- Foster interaction among service providers.
- Provide convenient access to the reporting site.
- Network with community representatives.
- Maintain a long-term commitment to offender change.
- Evaluate program implementation and effects.

Future Program Plans

Future program plans include: starting a group to address the special needs and problems of female offenders (e.g., pregnancy, child care, domestic abuse); implementing educational sessions on the dangers of alcohol and tobacco use; bringing in motivational speakers to inspire clients to reach their goals; and starting counseling groups that will encourage probationers to engage in independent, problem-solving activities.

Administrating agency: Cook County Adult Probation Department

Contact: Regina Nero, Deputy Chief Probation Officer

Address: 808 South Kedzie Avenue, Chicago, Illinois 60612; (312) 265-2400

Restorative Programming

Restorative justice is emerging as a new paradigm for community corrections. Its primary assumption is that "crime results in injuries to victims, communities and offenders and that all parties should be included in the response to crime" (McLagan, 1992 as cited in Bazemore, 1994). Agencies making this paradigm shift are developing ways to involve the victim and the community in the criminal justice process and to hold offenders directly accountable for the damage they have caused. Common programmatic aspects of the restorative justice philosophy include:

- victim-offender mediation;
- victim awareness education;
- payment of restitution; and
- community service.

In the midst of the growing concern for victims' rights, providing victims services represents a means for the criminal justice system to gain public support (Colson and Van Ness, 1989). Additionally, victim services are not without benefit for the offender. Through the payment of victim restitution and participation in victim offender mediation and victim impact panels, offenders learn how their behavior impacts others and take responsibility for their actions. This is an important part of the reintegrative aspect of correctional options that can benefit both the offender, the victim and the community (Scheff, 1992).

To be successful in providing victims services, up-front linkages must be developed with victims and the community to express concern for their losses and to provide information and education about the processes associated with sentencing and restoration.

The Victim Offender Mediation Program operated by PACT, Inc., in Indiana, involves offenders, crime victims and the community in the restorative process by providing an opportunity for victims and offenders to meet face-to-face to negotiate restitution agreements and to discuss feelings associated with the crime. Trained community volunteers facilitate these meetings which are designed to personalize the crime and to hold offenders accountable. By involving victims and community volunteers in this program, PACT has increased the public's understanding of the criminal justice process and demonstrated a commitment to addressing victims' needs.

The **South Carolina Department of Probation, Parole and Pardon Services** developed a **Victim Services Program** in 1989 to better meet the needs of crime victims. Trained probation and parole officers carry "caseloads of victims" to whom they provide education and support throughout the community corrections process. This program provides another link to the community by using an extensive network of volunteers as Victims Service Specialists.

Community service is another common method for involving offenders, victims and the community in the restorative process. Appropriate and inappropriate community service placements mean the difference between good and bad public relations for the courts and corrections agencies. If an appropriate placement is made, the community service site benefits from free labor; the general public is protected as the result of the structure and supervision provided while the offender is performing community service; the offender learns responsibility and perhaps a new skill; and the criminal justice agency expands their resources and enhances their image and credibility. An inappropriate placement, on the other hand, creates frustration and conflict and wastes valuable time and resources. For each established community service site, corrections agencies must: understand the types of tasks offenders are required to perform; examine the level and type of supervision offenders are provided; and establish an ongoing relationship with site personnel that facilitates information exchange.

The Community Service Program within the U.S. Probation Office, Northern District of Georgia is an exemplary program which strives to hold offenders accountable and to restore the community for damages caused by the crime. Positive partnerships have been developed between numerous nonprofit agencies and the probation office due to a conscientious effort to match the offenders' skills and interests with the agencies' volunteer needs. This sentencing alternative and the volunteer services performed have resulted in the savings of millions of tax dollars and have enhanced the public image of the U.S. Probation Office.

Suggested Readings:

American Probation and Parole Association (1994). A guide to enhancing victim services within probation and parole. Lexington, KY: Author.

Bazemore, G. (1994). Developing a victim orientation for community corrections: A restorative justice paradigm and a balanced mission. Perspectives, 18(3), 19-24.

del Carmen, R.V., & Trooke-White, E. (1986). Liability issues in community service sanctions. Washington, D.C.: U.S. Department of Justice, National Institute of Corrections.

Galaway, B., & Hudson, J. (1990). Criminal justice, restitution and reconciliation. Monsey, NY: Willow Tree Press.

Hudson, J. & Galaway, B. (1990). Community service: Toward program definition. Federal Probation, LIV(2), 3-9.

Umbreit, M. (1994). Victim empowerment through mediation: The impact of victim offender mediation in four cities. Perspectives, 18(3), 25-30.

Zehr, H. (1990). Changing lenses: A new focus for crime and justice. Scottsdale, PA: Herald Press.

Victim Offender Reconciliation Program

By Regina Ruddell, Program Director

Introduction

The Victim Offender Reconciliation Program (VORP) was initially started in Orange County, Indiana in 1981. Today, VORP is in all of the Department of Corrections funded counties including Orange, Crawford, Harrison and Washington Counties. The program started with a vision of the Program Director, who at that time sensed a need in small, rural southern Indiana for a program that facilitated restitution to the victims of crime. VORP was introduced to address this jurisdictional need.

Program Overview

VORP provides an opportunity for a crime victim to meet face-to-face with the offender. The program is based upon the restorative justice philosophy which sees offenses primarily as the violation of one person by another. Programs like VORP seek to heal the wounds of the victim and the community and to hold the offender accountable for his/her actions. Specific program objectives include to: provide an alternative to incarceration for offenders; provide a voice for the victim; communicate to the offender the importance of taking responsibility for their crime; and facilitate a change in the offender's negative behavior.

Programs like VORP seek to heal the wounds of the victim and the community and to hold the offender accountable for his/her actions.

VORP is designed to make the crime personal by placing a face with it. The victim has an opportunity to ask "why" as all victims feel the need to know why they were chosen to be the offender's victim. The offender has an opportunity to answer the questions.

Offenders selected for the program are those offenders who commit a crime in which there is an identifiable victim -- property loss or damage has occurred, physical injury has been sustained, or there is something to negotiate or discuss, such as feelings, restitution and/or facts. The referrals come from the courts as part of the plea agreements and sentences. Some referrals come from the prosecutors' offices as a recommendation in the pre-sentence investigation. The victim must be willing to meet with the offender.

Trained volunteers facilitate the victim-offender meetings. A screening process and background check is conducted on all potential volunteers. PACT, Inc., conducts the training for volunteers. The training is arduous for the volunteer with at least 16 hours of classroom training on how to conduct a VORP meeting, plus a practice VORP and a "real" VORP which is observed before the volunteer can facilitate a meeting.

The facilitator conducts interviews with both the victim and the offender before setting a date for a mutual meeting. Each staff and volunteer follows a standard operating procedure when facilitating a VORP meeting.

Operational Framework

The oversight and monitoring is the responsibility of the program managers with the program director being the ultimate overseer. All statistics are given to the program director on a monthly basis with a monthly and a quarterly report done by the program director. The end of the fiscal year has an annual fiscal report showing the numbers of cases, the successful and non-successful completions. If an offender is a non-successful completion they are considered in non-compliance with the DOC contract and the courts and are referred back to probation for revocation.

Program Outcomes

A major obstacle to VORP is the public's misunderstanding of the therapeutic value for the victim and the rehabilitative value for the offender. Prior to their VORP experience, offenders rarely look at the crime in the context of a person involved in the crime. The value of seeing a victim's face showing the confusion and hurt of being a victim and all the feelings that accompany the hurt and loss of control is extremely rehabilitative for the offender and therapeutic for the victim. The process used seems a "no punishment" approach, when in reality it is one of the most stressful situations for an offender who is being confronted with his crime and

made to take responsibility and declare accountability to the victim.

The agency, community, victim and offender benefit by this process in the form of decreasing the recidivism rate of the offender. The victim can start the healing process by seeing a face and hearing the voice of the offender. The agency benefits by providing a vehicle for this process to take place.

The Keys to Success

A successful community is where ownership of a problem is taken by the community. The holistic approach to addressing crime in a community involves all aspects of the community working and interacting together to benefit the whole.

Future Plans

We are interested in the more serious offenders being given VORP to allow them to experience what their offense has done to their victims. Our philosophy of meeting face-to-face with the offender is a reality shock for the offender. It brings the "personal" into their offense. The victims are real and have real feelings and real questions.

We believe that more youth offenders placed in VORP would be an excellent deterrent for re-offending. Our records show a youth placed in our programs will be an adult placed in our programs unless an intervention is created. VORP is an excellent intervention mechanism.

Administering agency: Hoosier Hills PACT

Contact: Regina Ruddell, Program Director

Address: 105 South High Street, Salem, Indiana 47267; (812) 883-1959

Volunteers in Probation and Parole Assist Crime Victims in South Carolina

by Brett M. Macgargle, M.P.A., State Director of Victim Services

Introduction

Historically, volunteers have been a mainstay in probation and parole's efforts. In fact, a private citizen named John Augustus of Boston is credited with originating the modern concept of community supervision. In 1841, Augustus began supervising offenders released to his custody through the courts. Not only did Augustus volunteer his time, energy, and creativity in supervision, but his 18 years of work were considered highly successful -- successful enough to inspire the Massachusetts Legislature in 1878 to establish the first paid probation officer position for the city of Boston.

The problems of crime can never be solved from the bulwark of the criminal justice system. Each citizen must become educated and involved in community supervision.

One of the biggest complaints probation and parole officials echo is that citizens and many public and private organizations (including the media) do not understand what community supervision entails. This lack of knowledge and understanding fosters a reduction of support, hurts the image of probation and parole, and limits its resources. Not only are community supervision programs having to do more with less, but experts agree the lack of community understanding and involvement makes the objectives of supervision very difficult to accomplish.

The problems of crime can never be solved from the bulwark of the criminal justice system. Each citizen must become educated and involved in community supervision. Recognizing this, probation and parole agencies are aggressively seeking to involve the community and offer citizens a sense of ownership and participation in programs so vital in their community.

The South Carolina Department of Probation, Parole and Pardon Services (SCDPPPS) created an innovative and comprehensive Volunteer Services Program (VSP) in 1989. The VSP seeks to educate and involve the public by providing a variety of opportunities for potential volunteers. This article will focus on volunteers serving as Victim Service Specialists within VSP.

Program Overview

At the same time the SCDPPPS started the VSP, the agency applied for and received a federal grant through the U.S. Department of Justice Office for Victims of Crime. The purpose of the grant was to create a program designed to provide direct services to victims of crime while the offender is under community supervision. This program, entitled Victim Services in Community Corrections (VSICC) employs seasoned probation and parole officers who are promoted to serve as Victim Service Coordinators. These Coordinators actually carry a "caseload of victims" with structured duties similar to probation and parole officers.

Like probation and parole officers, Victim Service Coordinators are in need of volunteers to assist in providing direct services to victims. Since the VSICC program was created in 1989, volunteers have worked closely to assist the victim services staff in all areas of services. Specifically, volunteers assist the agency's Office for Victim Services by:

- processing Victim Impact Statements and mail;
- assisting agents in identifying victims for the presentence and pre-parole investigation;
- providing court and parole board orientation to victims who desire to attend violation hearings;
- monitoring the court for supervision cases;
- contacting victims after sentencing to provide them with information about community supervision and special sanctions with which the offender must comply;
- monitoring restitution payments;
- referring victims to community service providers for support and assistance;
- training staff;
- delivering presentations to various organizations; and
- completing research and evaluation of victim services and program efforts.

All volunteers are formally trained and oriented about their responsibilities and the service options listed above. The services they provide can benefit not only the victim, but the Department, the criminal justice system, and the public.

Many volunteers have actually been victims who, because of the crime, have taken a keen interest in how probation and parole hold the offender accountable during all facets of supervision. The SCDPPPS Victim Services Coordinator, Jackie Flynt emphasizes, "We find that victims who recover make some of the best volunteers because they can relate well with other victims, offering personal empathy and usually know the criminal justice system inside and out."

Operational Framework

The goals of the VSICC program is to provide information, education, protection and support services to crime victims as part of the community corrections process. To reach this goal, five main objectives have been delineated:

- notification of conviction and the conditions of community supervision, along with any special intermediate sanctions that are imposed;
- timely monitoring of restitution payments;
- collection and distribution of Victim Impact Statements to supervising officers and other correctional agencies' victim service programs;
- community-resource referrals to victims who are in need of counseling, financial aid, shelter, creditor intervention; and
- victim notification of hearings for violation and early termination, and the dispositions of those hearings.

The agency's Office for Victim Services employs a Director of Victim Services, a Victim Services Liaison, and six regional Victim Service Coordinators. On a monthly basis, the office receives approximately 300 letters, 700 phone calls, 250 Victim Impact Statements and numerous requests for information on community resources.

Program Outcomes

Volunteers in victim services have completed over 10,000 hours of service since the beginning of the program. The work done by volunteers in victim services serves not only the victim, but the supervising officer as well. As the SCDPPPS Volunteer Service Coordinator Lisa Williams cites, "We wanted volunteers to have a variety of options for service. Both offenders and victims are deserving of services, and the volunteers have been extremely helpful with both groups, decreasing the caseload work of supervising officers and Victim Service Coordinators."

> *With this volume of receiving, processing, and responding to victims and service providers, the Office for Victim Services staff would have a difficult time providing services effectively without the dedicated assistance of volunteers.*
>
> *William E. Gunn*
> *Director of SCDPPPS*

Volunteers in victim services also play a vital role in the mandatory training of probation and parole officers regarding the effects of victimization. Director Gunn mentions, "Officers who receive victim service training respond to a victim's requests for assistance dramatically different than officers who have not been trained. Trained officers understand that their job does and should require them to assist those who have been hurt by the offender and that providing services to victims helps hold the offender accountable for his or her actions."

As a victim service provider, the SCDPPPS has realized many benefits through its team of dedicated volunteers.

Administrating agency: South Carolina Department of Probation, Parole and Pardon Services

Contact: Brett Macgargle, State Director of Victim Services

Address: P.O. Box 50666, Columbia, South Carolina 29250; (803) 734-9367.

Federal Community Service — Northern District of Georgia

By Richard Maher, Supervising United States Probation Officer

Introduction

Through court-ordered work assignments, commonly referred to as community service, the Northern District of Georgia has demonstrated that a bridge of trust can be built between offenders and the community, which benefits the offender, the community, and the correctional system. Though community service orders inherently include a punitive aspect, work assignments in the district challenge offenders and seek to address identifiable needs such as social and vocational skills. A significant expectation of responsibility is placed on an offender. At the same time, offenders make contributions to the community which are genuinely needed and appreciated. The program concept helps offenders by bringing them in contact with members of the community who then become partners by serving as role models and mentors. Many offenders are subsequently offered employment either at agencies where they are placed, or in jobs resulting from contacts they made during the course of their court ordered work. In some years, offers of employment have been made to as many as five percent of those placed. It is a humanizing process for all. Offenders develop self-esteem, and community members come to learn that many "criminals" are not inherently criminal or incorrigible.

Program Overview

The system as a whole, and program staff in particular, are highly selective about the people who qualify for the Community Service Program. Obviously, this selectivity has added materially to the success of our efforts in that, of the first 200 participants in the program, 194 completed it with positive rewards for all concerned. Through this rigorous qualification process we are able to "set people up to succeed, not to fail."

Principally, only those individuals who are first time offenders are eligible for the program. In addition, the nature of the crime and the quality of the individual must indicate that there is not only no threat to the community but to the contrary, that there is strong reason to believe that the community's interest can best be served by the probationer supplying a needed service to the public at large.

For the best possible results, the proper placement of the individual is critical. We attempt to match up a participating agency's need with a probationer's capabilities. Since we work with in excess of 30 such agencies, there are a wide variety of needs.

For the best possible results, the proper placement of the individual is critical. We attempt to match up a participating agency's need with a probationer's capabilities.

When probation officers devise a community service order, they must consider traditional sentencing objectives, community acceptance, and offender characteristics. Perhaps nothing can better illustrate the intricacies of a successful community service order than actual accounts.

Paul described himself as someone who "had everything." At age 40 he owned an upscale French restaurant that was considered among the best. He had a family, beautiful home, luxury automobiles, and all the trappings of a successful life. Most importantly, he had "respect." Unfortunately, Paul also had a cocaine habit which resulted in his arrest and conviction for conspiracy to distribute cocaine. He was not what one would consider a major drug distributor, but he allowed his business to be a meeting place for others involved in criminal activity.

Before sentencing, Paul entered a 28-day residential treatment program for his drug abuse. He had the support of his wife and brother and seemed sobered by the pain he had caused his family. The probation officer discussed Paul's case with the sentencing judge. The judge determined that community service would be part of a court order but that to meet the purposes of deterrence and punishment, some additional punitive measures needed to be included. The court order that followed was intended to test the limits of the community service sanction, but it was careful to provide an opportunity for success. Paul was remorseful, accepting of responsibility, and had strong family support.

The court was willing to consider full-time community service for as much as two years in lieu

of a lengthy sentence. Paul's business had been seized by the Government, and there was no family income. However, his wife would obtain employment, and his brother offered to contribute $300 a month toward support of Paul's family, thus ensuring the mortgage would be paid. Paul's treatment included family counseling, and in spite of the current crisis, his family situation was hopeful.

Anticipating the community service order, the probation officer identified several agencies that could accommodate Paul's needs and talents. Following conferences with Paul and the director of the local cerebral palsy center, the probation officer determined that Paul would work in the center's kitchen. The kitchen was understaffed and had constant problems with equipment and meeting cleanliness standards. When Paul was introduced to the director and staff, it seemed Paul and the assignment were well suited.

At sentencing, the court ordered Paul to serve 90 days in a medium security prison to be followed by six months in a halfway house. He would begin his community service upon transfer to the halfway house and would perform 40 hours per week at the cerebral palsy center for one year. In addition, Paul was to continue frequent urinalysis to ensure he was drug-free.

The year that followed Paul's release was demanding. As he said, "I lost everything, but at least I did not lose my family." He gained a true sense of self-respect by making a diligent effort, by maintaining a positive attitude and by helping others. The kitchen was soon organized and began receiving excellent inspection reports from the county. Five years following his release from prison, Paul completed his community service and his probation. He did an exemplary job. The cerebral palsy center director, in speaking of Paul and other community service offenders assigned to the center, said, "I know offender community service works, because I have seen it work!"

Carl retired from the Navy as a chief petty officer. Upon discharge from the service, he worked with the U.S. Postal Service as a mail carrier. At some point in his career, Carl determined that delivering third-class mail was not worth the effort. His solution was to deposit such mail in the nearest dumpster once out of sight of the post office. Carl's crime was soon detected and as a consequence, he was fired and then convicted of a misdemeanor. His punishment was to pay restitution and perform 300 hours community service.

In Carl's case, the community service site was not determined until after he was sentenced. The presentence report indicated Carl was only one semester short of obtaining a bachelor's degree in mathematics. In an interview with the community service probation officer, Carl made a positive impression. The probation officer instructed him to serve his community service in seven-hour increments each Tuesday at a local elementary school. Upon conference with the principal, Carl was initially assigned to handle bus, playground and lunchroom duties. He also spent time in the third grade classroom as a teacher's aide.

Carl's leadership ability and his qualities so impressed the teaching staff that soon he was assigned three of the most troublesome third grade boys for special tutoring. Each was failing math. Carl worked with the boys in a separate room for an hour each Tuesday but also began coming in for an hour session another day of the week. Since part of the problem appeared to be related to lack of discipline, Carl joined in teacher conferences with the mothers of "his children." Within weeks all three were passing math and doing better in all their subjects. After completing his community service work, Carl was offered employment as a teacher's aide. He expressed interest but reluctantly turned the offer down. His own daughter was in college, and other considerations prevented him from sacrificing his current employment. Still, Carl expressed hope that he had impacted the lives of at least a few children in a lasting positive way. He felt he had received much more than he had given. The school principal was sure Carl had touched the lives of both the children and her staff in a very meaningful way. Carl was the first community service worker to be trusted to work in a school in the Northern District of Georgia. Through his effort and the confidence it inspired, the court's program has expanded to four schools, and dozens of successful placements have been made.

In September 1992, the Northern District of Georgia and District of South Carolina organized 40 willing community service offenders who spent a week carrying out work assignments directed by rangers and assisted by probation officers. Work was done both in Georgia's Chattahoochee National Forest and South Carolina's Sumter National Forest. Both the Georgia and South Carolina National Guard joined the partnership and supplied tents and cots. Each offender paid for his or her own meals, and the Forest Service contracted for the meals to be

brought to the campsite. The results by the end of the week were well beyond expectation. Trail projects were completed, campsites developed, a storage barn and helicopter hanger built, and a number of fish and wildlife projects completed. The cooperative effort was a source of pride for all. The program was repeated in both 1993 and 1994 and was joined by probation officers from several other federal court districts.

In 1994, following the Northern District of Georgia's example, the Eastern District of Tennessee carried out a similar project. In a single week, 27 horse pads were poured, 300 feet of split-rail fence built, a house repaired, and numerous labor-intensive trail projects were completed. Once again, the projects proved to be a source of pride for the offenders involved and resulted in a tangible and cost saving product for the taxpayers. The community, the offender and the criminal justice system all benefited.

Exhibit V-13

Letter of Appreciation

United States Department of Agriculture — Forest Service

Tallulah Ranger District
P. O. Box 438
Clayton, GA 30525
(706) 782-3320

Reply to: 1520

Date: October 2, 1992

Mr. Richard Haber
United States Probation Office
2000 Powers Ferry Rd., Suite 530
Marietta, Ga 30067

Mr. Haber:

On behalf of the U. S. Forest Service and the Tallulah Ranger District, I would like to thank you for your assistance in making the September work detail so successful.

There was a tremendous amount of work accomplished over the course of the week and the projects that were completed will serve the District and the public for many years to come. Your work ethic, adherence to safety practices, and professional attitude were apparent and appreciated throughout the week. The projects could not have been successful without your personal contributions and commitment.

My staff enjoyed the personal and professional interaction and we look forward to a permanent working relationship with the Criminal Justice Department. Thanks again and I extend to you an invitation to visit us and enjoy your National Forest.

Sincerely,

DAVID W. JENSEN
District Ranger

Program Outcomes

Over a five year period, 754 offenders were placed in numerous non-profit agencies. The value of these services is estimated to be over two million dollars. The success rate for offenders sentenced to community service has been in excess of 95 percent. This compares to a 32 percent success rate for the general population of the federal prison system as measured by repeat offenders. In 1992, the Northern District of Georgia received the Director's Award for Excellence from the Administrator's Office of the U.S. Courts.

The value of these services is estimated to be over two million dollars. The success rate for offenders sentenced to community service has been in excess of 95 percent.

The district's program has provided a significant contribution to Atlanta's historical Fox theater. For example, offenders have provided professional carpet and upholstery cleaning, and a sculptor assisted in restoring elaborate plaster work. Once, an accountant convicted of tax fraud, worked forty-hours a week for a year, assisting in the theater's finance office. Rick Flinn, director of restoration was at first reluctant to permit offenders to work in the theater. However, after some experience with the program, he was interviewed by a news reporter. In reflection, he said, "At first, there was a certain amount of distaste involved, but that was more than countered by the amount of work that has been done. If they were in jail, we would be paying thousands of dollars for these services. It is more effective in rehabilitating them than if they were sitting around with other criminals." Some offenders who were placed at the Fox went on to be offered employment following their service, or were assisted by theater staff in finding work elsewhere.

Former First Lady Rosalynn Carter wrote a personal letter regarding a court-ordered community service worker who performed 2,800 hours of service for "Project Interconnections" (see Exhibit V-14). The organization chaired by Mrs. Carter, and funded by several major corporations and foundations, develops housing for the homeless mentally ill. One offender, an engineer by trade, acted as coordinator for the project, which was to provide office, clinical, and recreational space as well as fifty residential units. The project was a success. Project Interconnections later presented an award to both the court and the probation community service coordinator as an expression of appreciation.

Exhibit V-14

Letter of Appreciation

ROSALYNN CARTER

9 August 1990

Dear Judge Tidwell,

Over the past several years, I have become actively involved again in mental health issues in Georgia. One of the most exciting programs I am working with, through an organization called Project Interconnections, is Phoenix House, an independent living apartment complex for homeless mentally ill persons.

[redacted] has played an important role in the development of this project, and I want to thank you for making his time and energy available for this community effort. He has provided construction and management help for Phoenix House that we did not otherwise have available, allowing us to conserve our development costs. We have benefited from working with [redacted], and I believe he has benefited from his association with Project Interconnections. The success of our project seems to embody the goals of a community alternative service program.

The United Way has asked Project Interconnections to develop an additional project to be known as People's Place, a walk-in single residency hotel or living unit. We hope it will be possible for [redacted] to continue to help us in this endeavor. We can also use assistance from other people doing community service work in the federal probation system.

With appreciation for your assistance and my best wishes,

Sincerely,

Rosalynn Carter

The Honorable G. Ernest Tidwell
Federal District Court
Atlanta, Georgia 30303

Future Plans

Under the Federal Sentencing Guidelines, incarceration is the rule and fewer community service sanctions are being imposed. Regardless of restraints, the success of community service programs continues to inspire and create new initiatives. In the past year, the District of Middle Florida and District of Eastern Tennessee have carried out successful group projects. Both the Districts of Nebraska and South Dakota have programs in the planning stage. Officers from several other Districts have participated in the Georgia projects and hope to initiate similar efforts in their home districts.

The U.S. Forestry Service has funded a ranger and probation officer to travel to other states. They will encourage more courts and forest districts to develop a program similar to the one piloted in Georgia.

The various projects, through good screening and supervision practice, have been well received by the public. Many civic groups, public and private agencies, and the news media have joined in support and encouragement. As a result, the court, and more specifically the probation officer, is viewed by the community as a positive force. Perhaps most importantly, many offenders have accepted responsibility for their role in the program's success. Participants continue as volunteers at the agencies where they are placed and sometimes gain regular employment and social acceptance as a result of their good efforts. Although the United States Sentencing Commission, through guideline policy, has not provided the opportunity or incentive to employ alternative sanctions, perhaps an enlightened policy may yet develop.

Administrating agency: United States Probation Office

Contacts: Richard Maher, Supervising USPO; Chris Cain Community Service Specialist

Address: 2003 U. S. Courthouse, 75 Spring Street, S. W., Atlanta, Georgia 30303-3301; (404) 331-6441

Advisory Boards

Advisory Boards are potent methods for involving the community in the criminal justice process. Most states have some form of citizen advisory board although the composition and functions may differ. Advisory boards bring many benefits to community corrections including:

- a constituency for community corrections;
- a mechanism for keeping public administrators in touch with political realities;
- a sounding board and a set of allies for correctional personnel;
- a forum in which public officials and private citizens work together on developing opportunities and strategies for change;
- diverse views and perspectives;
- access to private and public resources;
- accountability to the public;
- a credible voice with which to explain programs, services, issues and incidents to those outside the criminal justice system; and
- a sense of ownership and commitment to local correctional programs (Lindsay, 1988).

The Community Corrections Advisory Committee in Multnomah County, Oregon is a statutory requirement of the Oregon Community Corrections Act adopted in 1977. The Committee is comprised of a mix of criminal justice professionals and lay citizens. The Committee helps develop the county's community corrections plans and oversees its operations. Multnomah County's Advisory Committee is much more than a formality. The Committee is very involved in resource development and evaluation. The skills and expertise of citizen participants contribute to the quality and success of correctional services.

The Community Reparative Boards established by the Vermont Department of Corrections offer a different form of advisory board. These Boards are comprised of citizen volunteers who are responsible for meeting with an offender to determine appropriate reparative activities to be completed as part of the offender's sentence to the Reparative Probation Program. These Boards are also responsible for recommending court action based on offender performance. Vermont's Reparative Boards provide a unique mechanism for involving citizens in the criminal justice process.

Suggested Readings:

Lindsay, M. (1990). A matter of partnership: Public involvement in residential community corrections. Washington, DC: U.S. Department of Justice, National Institute of Corrections.

Lindsay, M. (1988). Advisory boards and community corrections: Some forms, some issues and some suggestions. Unpublished paper prepared for the Division of Community Corrections of the National Institute of Corrections.

Missouri Citizen Advisory Board (1981). The ABCs of the CABs: A how-to-manual on creating citizen advisory boards. St. Louis: Missouri Citizen Advisory Board.

New Jersey Administrative Office of the Courts (1991). Probation advisory boards: A handbook.

Community Corrections Advisory Committee

Multnomah County, Oregon

By Cary Harkaway, Deputy Director

Introduction

The Oregon Community Corrections Act (CCA) was adopted in 1977 to promote local management of community corrections programs and to provide more effective sentencing alternatives with the ultimate goal being to reduce recidivism. This pioneering legislation and its subsequent amendments did more than shift responsibilities from the state to the counties. It helped to assure an integrated approach to local corrections by creating a framework for funding both basic parole/probation supervision and the services/sanctions necessary to make supervision effective. The CCA also created options for the degree of county participation including full county administration of community corrections, shared state/county administration, and full state administration of the local program. These options were designed to help each county respond to unique local needs, while allowing for increased local "ownership" over time. Most of the more populous counties have opted for Option 1, or full county administration.

The committee has become a resource for program development and evaluation, and a partner in the strategic planning effort that involves all local criminal justice agencies.

Perhaps as significant as the CCA's funding and administrative provisions was the requirement that the Governor appoint a state advisory committee to assist the Oregon Department of Corrections and that each county appoint an advisory committee for its community corrections program. The statutory role of each county committee is to:

- assist in the development of the county's biennial community corrections plan;
- observe the local operation of community corrections;
- report annually; and
- make recommendations to the county commissioners and program director.

The actual scope of each advisory committee's responsibilities varies from county to county. In Multnomah County, the committee has become a resource for program development and evaluation, and a partner in the strategic planning effort that involves all local criminal justice agencies.

Program Overview

The CCA requires that local advisory committee membership include a mix of criminal justice professionals and lay citizens (see Exhibit V-15). Multnomah County's advisory committee now includes thirteen lay citizens: one from each of the county's six integrated service districts, six at-large citizens, and an ex-offender.

Volunteers for the positions that aren't mandated are recruited through a county newsletter and through public speaking engagements by staff and committee members. Individuals who express interest in serving on the committee are asked to complete an application which is presented to the committee for review. Committee members make a recommendation to the Board of County Commissioners which is responsible for the actual approval and appointment to the committee.

The primary consideration in selecting committee members is their interest and willingness to work. Committee membership requires a minimum of two hours per month. Time contributed to subcommittee work can be substantial. Committee members serve three year terms. Provisions exist for members to serve a second term and committee members generally opt to continue their involvement.

Over the years, the lay citizen positions have enriched the committee's range of skills and expertise in such areas as fiscal accountability, program evaluation, adult education, substance abuse, mental health, female and minority offender issues, strategic planning, and group process.

The Multnomah County Community Corrections Advisory Committee adopted the following mission statement in 1993:

Exhibit V-15

Community Corrections Advisory Committee

Fifteen Mandated Positions

→ law enforcement officer;
→ a district attorney;
→ a circuit court judge;
→ a public defender or defense attorney;
→ a probation or parole officer;
→ a representative of a private correctional agency;
→ a county commissioner;
→ seven lay citizens; and
→ an ex-offender.

Multnomah County Additions

→ a representative of the Sheriff's correctional programs;
→ a second Circuit Court position;
→ a representative of the county's Community and Family Services Department;
→ and five more lay citizens.

The mission of the Advisory Committee is to advise and counsel the Director of the Department of Community Corrections and the Board of County Commissioners on state and local community corrections policies, to assist in the development of the county's Community Corrections Plan, to monitor the operation and effectiveness of community corrections programs, to report annually on those programs, and to advocate for community corrections at the state and local levels.

The Advisory Committee will advocate for the programs and funding necessary to enhance public safety and promote the positive change of offenders in the community through integrated supervisory, rehabilitative, and enforcement strategies.

The Advisory Committee will assist in developing the Community Corrections Plan by working in cooperation with Department of Community Corrections staff to assess client and system needs, to establish measurable program objectives, and to recommend priorities for program development and funding.

The Advisory Committee will monitor program operations and effectiveness by reviewing periodic program performance reports and evaluation studies, and by meeting with program staff and clients.

The Advisory Committee will assist in the design of an annual report which will summarize community corrections accomplishments, issues, and performance and outcome data, and offer recommendations for improving the delivery of community corrections services.

The Advisory Committee played a pivotal role in two major developments that shaped the direction of community corrections in Multnomah County: the use of contracts with private sector agencies to secure treatment and other resources, and the priority placed on program evaluation.

Contracting for Services. In the mid-1980's the county Department of Community Corrections began expanding the scope of services provided for clients through contracts with private non-profit organizations. Drug treatment, job development, and mental health programs were examples of services that could not be provided by probation and parole staff, but which were available in the community. The Department and its Advisory Committee opted to take advantage of this community capacity rather than hire specialized staff. The Advisory Committee increased its expertise in the development and oversight of contract programs when two members and two staff participated in a one week National Academy of Corrections training course entitled "Contracting in Community Corrections." The positive results appear in Exhibit V-16.

Contracting for treatment services helps to integrate the corrections and social service systems. The Advisory Committee was, and continues to be, an advocate for service delivery designed to increase community awareness of community corrections issues.

Program Evaluation. Program evaluation has become a primary focus of the Committee over the years. In 1989, the Committee recommended that the Department contract with an outside evaluator to evaluate a contract drug treatment program. The Committee agreed to provide oversight for the project and to assist in drafting the request for proposals. The project provided an opportunity for members to become knowledgeable consumers of

Exhibit V-16

Contracts for Services: 1994-95

PROVIDER	SERVICE
ASAP Treatment Services	Domestic Violence
ASAP Treatment Services	A& D Outpatient
BOTEC Analysis Corp.	Program Evaluation
Carter, Rebecca	Polygraph
Central City Concern	Housing
CODA	A&D Residential
CODA	Detoxification
Colistro, Frank	Psychological Evaluations
Council Prostitution Alt.	Case Management
DePaul Treatment Center	A&D Residential
Finigan, Michael	Program Evaluation
Harmony House	A&D Residential
InAct Inc.	A&D Outpatient
Mt. Hood Community MH	Mental Health
Myers, David	Psychological Evaluations
Payne & Associates	Learning Disabilities
Portland Community College	Instructors
Stay-Clean, Inc.	Housing
TASC of Oregon	Drug Testing
TASC of Oregon	A&D outpatient
Transition Projects, Inc.	Case Management Housing
VOA - Oregon (Men's Center)	A & D Residential
VOA - Oregon (Women's Center)	A & D Residential
Wollert, Richard	Sex Offender Treatment
Wygant, James	Polygraph
YMCA of Columbia Willamette	Child Care

program evaluations. The contract was awarded to the Reed College Public Policy Workshop and a professor who valued the opportunity to take a group of lay citizens and government officials through every step in completing a process and impact evaluation. As a result, the Committee sharpened its understanding of such evaluation issues as experimental design, statistical control, and data collection. As members grew in their understanding of program evaluation, so did their expectations for the Department's role in evaluating the services it delivers.

Operational Framework

The director, deputy director and administrative secretary of Multnomah County Community Corrections are staff to the Advisory Committee.

They prepare all meeting materials including agendas and manage meeting logistics. They attend each meeting and participate in discussions but do not vote on issues.

The Advisory Committee meets monthly to discuss the four to six issues that it identifies at an annual planning retreat. These are often complex issues which require considerable analysis, or controversial issues which have potential for polarizing the membership. In recent years, these issues have included the transfer of probation and parole supervision from the state to the county, staff safety, contracting decisions, benchmarks, the balance between services and sanctions, and the role of the Committee in impacting county policy. Each issue is assigned to a small group to gather information, present alternatives, and make recommendations. All members are encouraged to provide input to the working groups and guest speakers are invited to share their perspectives. The Committee strives for consensus decisions, allowing it to build on a shared set of principles and priorities when considering new program development, or when reviewing the department's budget and biennial plan. A number of meetings are reserved each year for technical plan and budget discussions.

Program Outcomes

After felony probation and parole supervision was transferred from the state to the county in 1991, the scope of the Committee's interests was considerably broadened. The Committee established a training agenda for itself that included meetings with staff and management from the department's field units. Department staff, other agencies, and the Board of County Commissioners have come to respect the Committee as a forum for discussing the full range of criminal justice issues impacting the state and county.

The Committee has been a partner in the department's public education campaign. Members have served as speakers at neighborhood meetings to help the department explain what community corrections is and why it can only be successful with community support. That is a difficult message to convey when popular attitudes are being shaped by "sound bites" or newspaper articles on our system's failures. Committee members have discussed our success stories with other citizen groups and have assisted in the process of getting neighborhood support for community corrections program sites. A formal agreement with one neighborhood association has resulted in the department regularly sending speakers to public education meetings and assigning work crews to projects that enhance neighborhood livability. In return, the association has provided volunteers to assist the department in supervising traffic offenders.

Members have served as speakers at neighborhood meetings to help the department explain what community corrections is and why it can only be successful with community support.

When asked what Committee membership has meant to her, lay citizen Judith Hadley responded:

Membership on the Advisory Committee has been alternately frustrating and exhilarating. When I first volunteered to serve, all I could hear were the sounds of my own hide-bound notions. After being part of this dynamic group, which often moves back and forth between disparate positions and working agreements, my ability to listen and accept has been considerably sharpened.

Keys to Success

Throughout the years of working with the Advisory Committee, program staff have tried many diverse strategies from flooding members with information to providing information upon request only; from leading meetings to sitting back as passive observers. Somewhere in the middle of these extremes seems to work best. The most appropriate role for staff is one of support. The members have developed their own process and assume leadership responsibilities. Committee members must feel a sense of thoroughness and completion. Resolution is important to continued motivation and involvement.

Community corrections in Multnomah County has been strengthened by the work of the Advisory Committee as an oversight group, planning resource, advocate for effective service delivery, and bridge to other government agencies and the community. Ultimately a successful community corrections program must integrate its services with the wider criminal justice system and the full array of local public and private services. This has been made possible in Multnomah County by a community empowered by the Oregon Community Correc-

tions Act. Dedicated funding, in combination with local control and citizen involvement, has resulted in creative solutions and community support.

Future Plans

Committee members have expressed an interest in attending some of the training in which department staff routinely enroll. The department has budgeted 1995-96 funds to accommodate that interest and to arrange several specialized training seminars that target issues related to the Committee's work plans.

Exhibit V-17

Multnomah County Community Corrections Organizational Values

People
We value the people who work in our organization and make it possible to accomplish the Department's mission.

Professional Behavior
We value positive interpersonal relations. We treat others with respect, promote effective communication, and hold each other accountable to the highest standards of professional behavior.

Positive Change
We value the promotion of positive change. We achieve this through collaboration and cooperation within our Department and in partnership with other criminal justice and community organizations.

Community
We value participation with our neighborhoods to promote a safer and more livable community.

Diversity
We value diversity and equal opportunity. As an organization, we structure ourselves to include staff with varied background and experience to deliver services for a diverse community.

Administering agency: Multnomah County Department of Community Corrections

Contact: Cary W. Harkaway, Deputy Director

Address: 421 SW Fifth Avenue, Suite 600, Portland, OR 97204; (503)248-3039

Reparative Probation Boards

by Michael J. Dooley, Program Director, Vermont Department of Corrections

Introduction

With the support of a Bureau of Justice Assistance Correctional Options Grant awarded in Spring of 1994, the Vermont Department of Corrections has undergone state-wide restructuring. This restructuring charts a radically new course for corrections in Vermont. This course is based on historical and scientific principles alike -- historical in that according to Article 64 of the Vermont Constitution, reparation of injury to victims and the community dates back to 1791 as an explicit expectation for handling criminal offenses (see Exhibit V-18); scientific in that there is a rich literary and research base that defines good, sound and rational correctional practice. Using risk prediction, for example, as a means to sort and match the correctional population with an array of sanctions and services will ensure that our scarce correctional resources are used in a cost efficient way that is more likely to positively impact recidivism.

Exhibit V-18

Vermont Constitution, Chapter II, Section 64, 1791

"To deter more effectually from the commission of crimes, by continued visible punishments of long duration, and to make sanguinary punishments less necessary, means ought to be provided for punishing by hard labor, those who shall be convicted of crimes not capital, whereby the criminal shall be employed *for the benefit of the public*, or the *reparation* of injuries done to private persons: and all persons at proper times ought to be permitted to see them at their labor."

The programs offered through the reorganization, can best be described as a three dimensional matrix-of-Programs,-Service-Tracks-and-Sanctions. The Courts are given a variety of new sentencing choices consisting of programs and associated services, organized within two service tracks (Risk Management and Reparative), and tied to one of four legal sanctions (Probation, Supervised Community Sentence, Pre-Approved Furlough, and Incarceration). The "Risk Management Service Track" contains programs that target offenders who have committed felony crimes and who represent a higher risk to re-offend. Intensive treatment and supervision is the focus of services in this track. The "Reparative Service Track" targets offenders who commit non-violent offenses and who represent a relatively lower risk to re-offend. The focus of this track is to require the offender to make reparation to the victim and the community. It is this track that features a program called *Reparative Probation* -- and involves the *community* in the justice process.

Program Overview

The central theme of the Reparative Probation program is for an offender to come face to face with the *community* to negotiate ways for an offender to make reparation to the victims and the community.

The Reparative model is based on a shifting paradigm that moves from a "retributive" to a "restorative" form of justice. A retributive focus promotes an adversarial process whereby guilt for a violation against the state is established, and punishment is seen as a "debt to society" resulting in an impersonal relationship between the state and the offender. The community is sidelined, and victims are often ignored. A restorative model defines crime as a violation of one person by another, promotes a problem solving focus based on "dialogue" that brings offender and victim (i.e., the community) together to negotiate a "restorative" resolution. The community plays a facilitative role in the restorative process of righting the harm and injuries caused by the offender. "Debt" in this sense is seen as being held accountable and liable for injuries caused to victims and communities.

Public Support. Advancing a restorative model of justice in the delivery of correctional services is strongly favored by Vermonters. This was validated during the late spring of 1994 when public opinion research was conducted to survey Vermont citizens' opinions with regard to crime and justice issues. The results of the survey showed strong support for programs with a reparative emphasis, and which involved the community and citizens in the process. Below are some highlights of the results of the survey with respect to using community members in the justice process.

- Vermonters strongly (75%) believe the whole criminal justice system needs to be reviewed and overhauled.
- Vermonters overwhelmingly (92%) endorse the idea of making property offenders pay back the victims of their crimes, and overwhelmingly endorse the idea that non-violent offenders should do unpaid work to pay back the community.
- Vermonters overwhelmingly favor using community work service instead of jail, for drunk drivers, drug users, shoplifters, bad check writers, and young offenders in general.
- Vermonters overwhelmingly favor the use of *Community Reparation Boards* to oversee the sentence of non-violent offenders.
- Vermonters, after learning about Community Boards, strongly favor the use of community-based sentences, rather than incarceration, for a wide variety of non-violent offenders, even repeat offenders.
- Vermonters do NOT favor using Community Sentences for violent offenders, even on the first offense.

In short, Vermonters want to be actively involved and want punishment to focus on opportunities and means for offenders to repair injuries and damages they caused. It is from the interest of Vermont's citizens, along with the need for community involvement to help the DOC and the criminal justice system to process offenders, that the *Reparative Probation* program was born.

Program Purpose. The Reparative Probation program is a first level program within the Reparative Service track. It is a program that provides Vermont's Courts with a sentencing option for offenders to make reparation to victims and the community. The intent is to have a probation sanction that responds to crime without unduly burdening the Courts, Corrections and other partners in the criminal justice system. It will provide the offender with a reparative experience without expending needed correctional resources that can be more effectively used for serious criminal offenders. By design, the Reparative Probation program will bring members of the community actively and formally into the justice process. The emphasis of programs and services, which are traditionally targeted at the offender, are now focused on victims and the community. Here, the emphasis is on the offender accepting responsibility with the central focus on making victims and communities whole again. It is this priority, responding to Vermont communities and the criminal justice system, that defines the goals of the program (see Exhibit V-19).

Exhibit V-19

Program Goals

1) Involve the community in the criminal justice process.
2) Achieve a high rate of program completions by offenders.
3) Provide meaningful consequences and accountability that reduces criminal justice processing time.
4) Increase the use of community resources to serve the target population.
5) Provide opportunities for victims and community citizens to confront offenders for the purpose of promoting victim empathy.
6) Effect a high degree of victim and community compensation, resolution, and satisfaction with the criminal justice process.

How The Program Works. The Reparative Probation program is intended to be used for offenders convicted of non-violent offenses. Offenders are referred to the program through the traditional sentencing process. Following sentencing, a brief intake is completed with the offender. The offender is then scheduled to appear before a Reparative Board consisting of five (5) citizens from the offender's respective community.

The next step, meeting the Reparative Board, is the innovation of this program which distinguishes it from other traditional programs. The specifics of the sentence are now in the hands of a board of community citizen volunteers and the offender. The offender and the board members meet to discuss the details and impact of the offender's behavior. The result is an agreement between the Board and the offender stipulating specific activities that the offender must complete (see Exhibit V-20). This interaction and resulting agreement is directed by the four offender activity areas listed in Exhibit V-21.

Reparative activities that meet the four areas may consist of, but are not limited to, the following:

Exhibit V-20

Sample Reparative Agreement

Offense: Petit Larceny

Specified Activity	Date Due
1. Make amends to the victim as follows: **Write and deliver a letter of apology to victim.**	6-6-95
2. Make amends to the community as follows: **Provide 20 hours of community service work at the Barre Vocational Center**	8-8-95
3. Understand the impact of your crime on the community as follows: **Meet with the Empathy Panel**	8-8-95
4. Learn about ways not to commit the same crime as follows: **Make an appointment and participate in an evaluation at Vocational Rehabilitation Department.**	
Complete a tour of the Chittenden County Correctional Facility.	8-8-95

- restitution to victims;
- community work service;
- victim offender mediation;
- cognitive skills development sessions;
- victim empathy programs;
- decision making programs; and
- driver improvement courses.

Offenders on Reparative Probation are not under traditional supervision. Compliance with the terms and agreement is the responsibility of the offender, including adequate verification and documentation of activity completion. Once an agreement has been reached regarding the appropriate sanctions the offender has 90 days to fulfill the agreement and complete the program. Upon completion, the Board may recommend discharge from probation. If the offender fails to successfully complete the program activities within the 90 day period, he or she may be returned to the Court for further action. The offender's relationship with the Reparative Board would end at this point.

Exhibit V-21

Four Offender Activity Areas

Restore and make whole the victims of crime. The offender will be expected to make restitution if ordered by the court, and participate in victim offender mediation if requested by the victim.

Make amends to the community. The offender will complete community work service, preferably a work service activity related to the criminal conduct.

Learn about the impact of crime on victims and the community. The offender will appear before a Victim Empathy panel composed of community members who know the impact of crime on their community. Members may be past victims of crime, members of groups like Students Against Drunk Driving, or Mother Against Drunk Driving, merchants familiar with crimes such as shoplifting, or they may be former offenders.

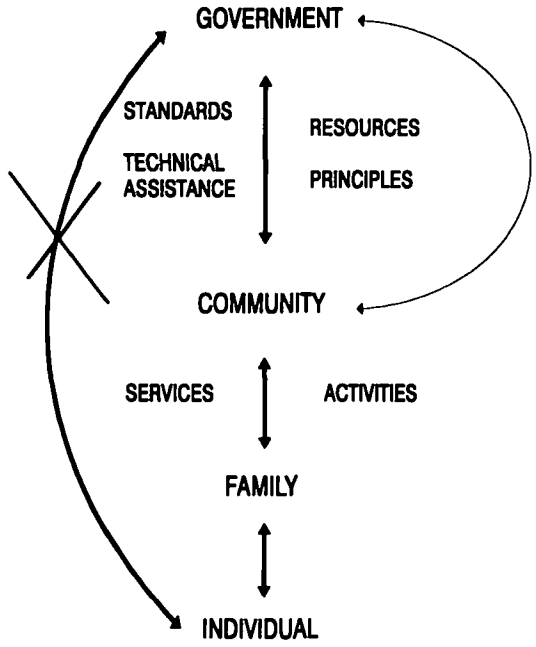
Learn ways to avoid re-offense in the future. Offenders will complete short educational programs designed to give them knowledge, skills and techniques to help them avoid reoffending in the future.

Using Community Reparative Boards in the Justice Process. Another paradigm shift taking place pertains to government's role in providing services. The model (see Exhibit V-22) shifts the paradigm of government serving individuals to *government* serving *community* serving *family* serving *individual*. This movement shifts responsibility back to the communities and families who are perceived to be in a better position to serve (and supervise) individuals. Thus, our Reparative Services will focus to a large extent on facilitating and providing services to communities who will then work with offenders. Using community boards is the beginning of this process.

Six Boards have been established and are operative in four of thirteen sites around the state with many more to follow. On a state-wide level we have been recruiting various members of the public to serve on the Boards. This was done by asking select community leaders to nominate people to serve on the Board. We received over 200 nominations, and people are still calling to express interest and ask questions. The overwhelming interest in this program validates the public opinion survey revealing citizens' support of the Reparative concept.

Exhibit V-22

Government Service Model



Local managers establish the Boards from the pool of nominations by first providing an educational briefing about the program and issues around serving on the Board. The most frequently asked questions are, "What is the time commitment, and when and how long will we meet?" The average time commitment required to date is 2-4 hours every two weeks. Members are assessed as to their interest and commitment, and then recommended to the Commissioner of Corrections for appointment. The goal for Board membership is to have a diverse group of people who represent various aspects of the community from local businesses to educational leaders.

The Boards are an invaluable asset to continued public information, marketing and gaining public support for this correctional options initiative.

Role of the Reparative Board (Community). The Reparative Board functions as an extension, of the corrections process, yet to a certain extent is independent. The Court chooses the "general" sanction of Probation with the "Reparative Probation" condition imposed. The specifics of the activities are determined and assigned by the Board consistent with the four offender activity areas. The authority to deal with the offenders can best be described as a partnership between the Court and the Community with Corrections being a facilitator between the two. Specifically, the Board is responsible for the following functions:

- to select reparative activities from the four program activity areas;
- to determine satisfactory completion of reparative activities;
- to recommend discharge to the Court; or
- to recommend violation to the Court.

Operational Framework

The new structure of the Vermont Department of Corrections places the Reparative Probation program under the Court and Reparative Services Unit (CRSU) which is managed by Department staff. The managers of these units are responsible for coordinating and providing administrative support to the Boards and for ensuring that a quality program and process is established. CRSU's focus services on court needs and coordinating community involvement (Reparative Boards). Probation Officer roles within CSRUs changed from traditional monitoring to administratively supervising large caseloads, facilitating community involvement, and providing services to the court in the CRSU's.

Staffing and Resources. The Program is currently supported by a Correctional Options Grant from the Bureau of Justice Assistance. Through the Grant, eight Reparative Coordinator positions were established and funded to assist CRSU managers at various locations.

The general duties of the Reparative Coordinator include:

- providing consultation to the Court, State Attorneys, and Defense Attorneys regarding referrals to Reparative Probation program;
- preparing cases to present before the Reparative Board;
- verifying offender contract compliance;
- managing and facilitating administrative matters and case processing for the Board;
- coordinating orientation and training for the Board; and
- arranging for community resources and service providers.

These positions will terminate by design at the end of the grant period. Their functions will be turned over to other corrections staff under the direction of the CRSU manager.

At the onset traditional corrections staff expressed resistance and concern about working with volunteers and doing correctional business through community boards. This way of doing business, in fact, is very foreign to a staff who are rooted in a traditional style of delivering correctional services (supervision and monitoring offenders). However, once staff began working with the community to establish the boards, the experience proved to be very rewarding. Two long-tenured staff managers claim that they are having the best time of their careers, while at the same time being challenged with a whole new way of doing business. Roger Brown, a CRSU manager states, "I've worked in this business for 20 years, doing every aspect — and this is the best time I think I have ever had. It's fun. There are a lot of interesting people out there." Maggie Hawksworth, also a CSRU manager, says that "I'm having the greatest time of my life — working with my boards."

Legal/Liability Issues. While many concerns over the use of community citizen boards are beginning to emerge, no hard legal challenges or concrete issues have been raised. This is predominantly due to the early stages of program implementation. Anticipated issues have been raised and discussed with the Legal Division of the Department of Corrections including:

- formal signing of documents (e.g., the Board/offender agreement);
- responsibility for probation violation proceedings if the offenders fails to complete the program;
- member representation when subpoenaed to testify;
- meeting format and rules regarding Public Meeting Laws in Vermont;
- need for adequate training for Board members;
- formal authority for the Board (at this point it is delegated by the Commissioner of Corrections); and
- board member protection against libelous claims by the offender.

Exhibit V-23

The First Case

"Our first Reparative Probation case was a 19-year-old who was caught driving while in *possession of malt beverage.* The newly-created Board was eager and enthusiastic to get a case from the Court. I was probably the most excited of all after the months of preparation that preceded this meeting. This offender could never know how much we all anticipated seeing him. We had sold the concept of restorative justice to the court, had informed, recruited and oriented community volunteers who had committed their time and energy, and had been practicing mock cases with correctional staff behaving as a "typical" offender would behave.

Trevor, the young man sentenced to the probation program, was quiet and nervous. I guess that he didn't know what to expect — would this interaction be a joke, or tougher than dealing with the usual probation officer? The Board heard his case. They asked him a number of simple and straightforward questions, but they were relaxed and inviting. They deliberated and then explained the four conditions of his contract: 1) to begin to work to pay off his traffic tickets; 2) to complete a state police defensive driving course; 3) to undergo an alcohol assessment; and 4) to write a 3-page paper on how alcohol has negatively affected his life.

I had supervised Trevor on previous convictions. As we met to discuss the process of fulfilling his contract, he said, "You know, they were fair," and walked out of my office. I can tell you that if I had given him those rather time-consuming reparative tasks, he would have had a few choice words for me — because I represented the Department of Corrections. Even though the Board was firm, I saw a mutual respect in that Board meeting room that morning, and a sense of satisfaction on the part of both the offender and the Board members who represented the community's side. It's pretty wonderful.

The impact was apparent. The Board made it clear to Trevor that they really cared and wanted him to change his behavior. Trevor was somewhat surprised at their sincerity in wanting to give him this opportunity."

Reported by Maggie Hawksworth and Karen Wheatley

Program Outcomes

Again, the purpose of the Reparative Program is to bring Vermonter's actively into the justice process, and to build a better system that is more responsive to victims and communities through a restorative justice process. The program is also designed to address system needs and the interests of Vermonters who desire to participate in the process. Exhibit V-24 represents the stated outcomes for the program.

For each outcome, measurable indicators are developed around which data will be collected. The program's effectiveness will ultimately be measured against these outcomes. For example, the first outcome, "victim/community compensation and confidence . . .," will be measured by doing a second public opinion survey compared against the first "base-line" survey done last March.

Several obstacles are anticipated in starting and maintaining the Reparative Program. Defense attorneys are opting to get offenders placed on a more predictable and less demanding "Administrative Probation." There remains a question as to the feasibility of sustaining the program without the position of the Reparative Coordinator which will terminate after the grant has expired. Adapting to the technical changes associated with the new program remains a difficult task due to different governmental/judicial and administrative systems involved. Also, there has been a natural resistance from many in the criminal justice system to change from old to new sentencing practices. Managing and coordinating reparative activities so that they can be completed within the 90 day time frame is a tall task. Our ability to maintain board interest and board retention is a common challenge in this type of program. Finally, working with and managing inconsistent philosophies and practices among and between boards around the state will probably be the biggest challenge for staff in their new roles.

Exhibit V-24

Program Outcomes

→ Victims and communities are adequately compensated and express confidence in the purpose and process of the Reparative program.

→ Offenders are held accountable, have realized the impact of their crime on others, and do not return as repeat offenders.

→ Citizens and volunteers play an active and substantial role in the Reparative Probation program.

→ Reparative Probation is a cost effective sanction for the targeted offender population.

→ Overcrowding is reduced by diverting short term "jail-bound" offenders to Reparative Probation.

→ Resources are focused on dangerous and higher risk offenders.

→ Court workload is expedited and reduced.

Keys to Success

Based on the feedback and experience so far, the following factors have been identified as keys to the success of the program:

- marketing the program effectively to the criminal justice system (judges, prosecutors and defense attorneys);
- having strong staff commitment and understanding;
- making case processing expeditious and simple to understand;
- facilitating a positive experience for the citizen boards;
- quality training for the citizen boards;
- adequate resourcing (space, time, staff, etc.) with reparative activities well organized, scheduled and planned;
- ensuring that there are initial successes for both offenders and victims/community in the restorative process;
- getting support from judges in limiting the time the offender is in the program and on probation; and
- a well organized and executed public information initiative.

Future Plans

The program is still in its infancy. There are many possibilities for this sentencing option. The current thinking is to allow and support the development and evolution of independent boards through private non-profits and municipal governments.

The Boards would be self-governing, but would provide technical assistance and support from the Corrections Department.

Another possibility relates to an indirect, yet powerful and credible, public information and education program. This would be achieved by cycling many citizens through the boards for limited terms. Through these people, a vast education and information network will be established, and a phenomenal amount of information disseminated. Community education about corrections and the sentence process will take place through a natural process. This will go a long way to enhancing public relations with Vermont's communities.

Administrating agency: Vermont Department of Corrections

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This project was supported by Grant No. 93-DD-CX-0034 awarded by the Bureau of Justice Assistance. Office of Justice Programs. U.S. Department of Justice. The points of view in this document do not necessarily represent the official position or policies of the U.S. Department of Justice.

Mentoring

Mentoring has been defined as a one-to-one relationship between unrelated individuals that is developmental in nature and usually takes place over an extended period of time (Uri Bronfenbrenner as cited in Freedman, 1992). While the mentoring concept is generally identified with matches between adult volunteers and youth, mentoring relationships can commonly be found among two adults in the corporate world and in criminal justice.

Mentoring seems to provide a perfect fit with correctional programming. High probation and parole caseloads restrict the one-on-one attention that officers can give to offenders and, therefore, restrict their impact. Offenders have many and diverse needs that could be addressed through a one-to-one relationship. Common problems among offenders are the lack of a proper role model and weak social bonds both of which could be addressed through a mentoring relationship.

The following eight guidelines for developing and sustaining effective mentoring programs within community corrections were adapted from Freedman (1992).

1. Recognize the diverse and serious needs of offenders and develop programs and specific mentoring relationships with these needs in mind.
2. Prepare the offender for the mentoring relationship by describing the relationship and setting realistic expectations.
3. When recruiting mentors, screen people out, not in. Let potential mentors know, up front, about the hard realities of mentoring, particularly as it relates to offenders.
4. Common ethnic and racial ties appear to be an advantage in forging mentoring relationships.
5. Ensure that the mentor and the offender schedule frequent and consistent time together. One, two hour interaction per week seems to be the standard.
6. Help identify tasks of interest to both the mentor and the offender that provide structure and an environment conducive to interchange (e.g., tutoring, job seeking skills).
7. Support mentors by providing up front and ongoing training, self-help meetings with other mentors, and guidance as needed.
8. The most important ingredient to a successful mentoring program is field staff. Ensure that officers who are working with mentor-offender matches understand the program philosophy and are willing to offer support and guidance to the mentors.

As suggested by these eight guidelines, mentoring programs in probation and parole involve many intricacies. The relationship between the officer, mentor and the offender can be quite complex. Two programs in particular have done a tremendous job developing a concept and operational framework for effective mentoring programs in community corrections.

Partners Against Crime was developed to give the 36th District Court in Detroit, Michigan a viable sentencing alternative for first offenders. PAC is designed as an enhancement to traditional probation supervision where high caseloads restrict the time an officer can give to an offender. Volunteers are matched with offenders in a one-to-one relationship in which the volunteer assists the offender in developing and following through with a personal success plan.

Georgia Department of Corrections' Volunteer Mentoring Program is designed to provide a network of support for offenders being released from a probation detention center. Volunteers are matched with offenders prior to their release to facilitate the transition from custody to the community. Volunteers work closely with the field supervision officer to ensure compliance with the offender's terms of supervision. A comprehensive program model has been developed which recognizes the complex relationship that can develop between mentors, offenders, and officers.

Suggested Readings:

Freedman, M. (1992). The kindness of strangers: Reflections on the mentoring movement. Philadelphia, PA: Public/Private Ventures.

Mecartney, C. A., Styles, M. B., & Morrow, K. V. (1994). Mentoring in the juvenile justice system: Findings from two pilot programs. Philadelphia, PA: Public/Private Ventures.

Partners Against Crime

by Kim Frentz, Program Director, Partners Against Crime

Introduction

Michigan's 36th District Court, the misdemeanant court with jurisdiction over the City of Detroit, mirrors the challenge facing many of our nation's urban misdemeanant courts -- shrinking funds and personnel coupled with increased probation caseloads. It is here that many of our young adult men and women enter the justice system spiral that may ultimately end in their imprisonment and create incalculable cost to those victimized along the way.

With funding from the State Justice Institute, Volunteers in Prevention, Probation and Prisons, Inc., sought to create a model urban crime-fighting partnership between the court and the community which it serves. In August 1991 the program, Partners Against Crime (PAC), was formed. PAC is designed to give the judges of 36th District Court in Detroit a viable sentencing alternative via direct community involvement, that when combined with traditional probation results in reduced recidivism.

Program Overview

The PAC mission is to keep first offenders from committing a second crime. Trained community volunteers are the nucleus to that mission. Very simply, PAC is the conduit that empowers caring individuals to be linked, one-to-one, with young adult offenders. The volunteer enhances traditional probation through a volunteer-probationer friendship. The friendship is designed to affect positive attitudinal and behavioral changes leading the probationer to resolve problems in lawful productive ways.

The PAC program is successful for two primary reasons. First, a modeling occurs as the inspirational personality of the volunteer is interjected into the life of the probationer. Second, the probationer, through their evolving friendship with a volunteer, acquires access to resources and information via the volunteer's personal knowledge and PAC's resource network.

Exhibit V-25

Volunteer Recruitment Brochure Excerpt

The letter in Exhibit V-27 is from a probationer whose participation in PAC was mandated by the sentencing judge. It portrays how a close personal relationship can develop while the probationer begins to adopt the positive values and behaviors of the volunteer. The letter is extraordinary as most probationers are unable to communicate their transformation so clearly. However, the process the writer describes is typical, in varying degrees, of how attitudes and behaviors change beneficially through one-to-one human contact.

Volunteer recruitment and responsibilities. Volunteers are recruited from the community at large through a public service announcement on cable access television and occasional newspaper advertisements. PAC staff are often invited to attend meetings of civic organizations and churches to speak about the program. They use these opportunities to distribute brochures which describe the program and volunteer opportunities.

There are four types of volunteer positions available in PAC.

- **Community Probation Workers** are community volunteers who are trained to work one-to-one with first time offenders for one hour per week. Community Probation Workers act as friends to young offenders and help lead them to a life of socially acceptable behavior through the development of a personal success plan. The program's greatest need is for people to volunteer their time as Community Probation Workers.

- **Chapter Coordinators** serve as local program representatives and are trained to assist in the recruitment, screening, matching and supervision of Community Probation Workers who live in their geographical area. One Coordinator is needed to supervise every 5-10 Community Probation Workers.

- **Court Coordinators** serve as "in-court" PAC representatives. Immediately after sentencing, the Court Coordinator escorts the offender to the PAC office for intake.

- **Administrative Volunteers** are trained to help with various administrative support tasks at the PAC Operations Office in Detroit.

Their are currently 22 PAC chapters within the Detroit area. Each chapter is coordinated and staffed by volunteers. PAC chapters are most often found in churches with volunteers recruited directly from the church congregation. Some chapters are housed in recreation or community centers.

Exhibit V-26

Volunteer Training Components

1. Program safety policies
2. Match-meetings
3. On-going meetings
4. Client accountability
5. The one-to-one helping relationship
6. Types of misdemeanor offenses
7. The PAC client's court order
8. Volunteer reporting requirements
9. PAC client guidelines
10. Volunteer code of ethics
11. Court client intake interview
12. Client attitude questionnaire

Volunteer training. An orientation session presented to potential volunteers is designed to provide an overview of the program and its mission. Upon completion of the orientation session, the volunteer has ample information to decide whether they will continue toward being matched with a client, or perhaps fill some other volunteer position within the chapter.

PAC Basic Training is designed to supply specific information about the requirements of the program, the safety of the volunteer, what is to be expected during the initial meeting with the client, and what should be accomplished in the subsequent on-going meetings. Required program documentation is explained (i.e., intake forms, monthly report forms) as well as the Code of Ethics for Justice Volunteers.

Exhibit V-27

Letter from PAC Participant

Dear PAC or whom it may concern:

I'm writing this letter to let you know your program was the best thing that happened to me throughout my ordeal with the law.

I can honestly say! if it were not for my partner, Karen, counseling me, advising me, spending quality time with me and calming me down in terribly stressful situations, I would have broken the law again. Karen has shared her wisdom and knowledge of the law with me many, many times. I don't know what I would have done if not been for my PAC partner. I remember the first time I met Karen, the first thing I said to myself was "Oh God, what is this more punishment, this little white lady, probably from the suburbs, rich and wasting the days with charity cases, while her rich hubby is somewhere making millions while she keeps herself busy while he's away.

Boy, was I wrong, really wrong. Karen is nothing like that! I was so surprised to see that she a real person who truly wanted to help me. Allow me to give you just a few of the ways Karen impacted my life.

1. I desperately needed to move out of the flat I was living in and I had not one friend to help me move, not one. But Karen called a friend of hers with a truck and the two of them moved me, my kids and all our possessions to our new house in one evening. I was so grateful, I offered to try and pay them but she refused any money or gifts. She said she only wanted to see me & my kids get a new start. After she left I cried, tears of joy and gratitude. I never knew people like her existed. And a new start we got, she even came by with curtains and clothes for my youngest daughter, Wow! God bless her.

2. My sister who I assaulted and was put in your program for had made me so furious I wanted to really beat her a —. Karen talked with me for hours and not only did she calm me down, she completely explained what the consequences would be if I violated my probation and help me see it wasn't worth it. God bless Karen.

3. There were times that I'd be so depressed because I could never afford to take my daughter anywhere because I had no money. Karen took me and my daughter along with her kids to major Magic and she paid for everything, wow! God will surely smile on Karen.

4. When I had lost all desire to draw and paint, Karen took me to the Fisher Building and General Motors building and I saw how beautiful the architecture was and we visited every art gallery in the Place. That really re-motivate me, she took me straight to the Art Supply store and we got some supplies and was painting again the very same day.

5. Karen knew how badly I wanted to plant my first vegetable garden at our new home, but as usual I never had the extra money to buy the plants. Karen came on our regular visiting day with a flat of tomatoes and flowers for me to plant, God bless her heart.

Believe me, I could go on and on about how Karen has improved my life and kept me out of the system. She's been a blessing to me and my children. I sincerely hope we will continue to associate with each other after my probation is over. PAC gave me direction, understanding, people to talk with, lots of valuable information and a friend who honestly kept me from getting into any more trouble.

Thank you PAC for making a positive difference in my life. Sincere thanks from your crime free client.

Tracy

Volunteer profile. There are currently over 100 volunteers matched with an offender and 50-60 volunteers awaiting a match. Each volunteer is asked to commit to one year of service. Most complete this year of service and approximately 60 percent continue to participate in PAC and are matched with another offender. Citizen volunteers have included:

- a corporate executive who made a midnight visit to the police station to assist an 18 year old youth who had been arrested for drinking beer while on probation;
- a housewife who stood by a 20-year old reformed prostitute in court who stabbed a drunk in self-defense;
- a lawyer who found a new home for a runaway teen who had stolen food from a store;
- a businessman who won the confidence of a hostile teenager arrested four times in seven months and helped the youth to develop self confidence and return to school full-time; and
- a mother of two young children responsible for rehabilitating a cynical young woman who had been on probation when arrested for drunken driving.

These men and women had one thing in common — they cared enough to help young people in trouble. At little cost to the public, they provided the personal attention needed to prevent young offenders from drifting into a life of repeat crime and substance abuse.

Program phases. Offenders progress through four program phases. Phase one occurs on the offender's day of sentencing. Upon conviction, the judge sentences appropriate defendants to probation with the additional mandated condition of "Participate in PAC." Most probationers given the PAC condition are between the ages of 17 and 25; are first time, non-heinous offenders; and have received a one-year term of probation. Court Coordinators are in the courtroom at sentencing to receive the probationer, a luxury traditional probation caseloads seldom allow. Trained to decompress the distressed probationer, these volunteers escort the probationer to the PAC office for intake, assessment, and assignment to a PAC chapter. A probationer's assignment to a PAC chapter is established by two factors; geographic location of the chapter in relation to the probationer's residence; and availability of an appropriate trained one-to-one volunteer within the chapter.

Exhibit V-28

Desirable Qualifications for One-To-One Volunteers

1. A real desire to be of help to another individual
2. Ability to read others feelings
3. Compassion
4. Non-judgmental attitude
5. Punctuality
6. Dependability
7. Objectiveness
8. Good physical health
9. Emotional stability
10. Emotional maturity
11. Cheerfulness and good sense of humor
12. A liking for order
13. Willingness to cooperate within the framework of established procedures
14. Willingness to learn
15. Respect for others
16. An ability to recognize one's own limitations to help persons
17. A healthy dab of optimism

Phase two begins as the probationer reports to the PAC chapter at a pre-designated time and date, usually within two weeks after sentencing. The Chapter Coordinator selects an appropriate Community Probation Worker from those available within the chapter to be matched with the offender. The Coordinator bases this selection on the information acquired through the recruitment and screening process and on personal knowledge of the volunteer. The Coordinator considers gender, likes and dislikes of the volunteer, and areas of expertise that the volunteer possesses that may coincide with the needs of the offender. While same gender matches are preferred, cross-gender matches are made since 70-80 percent of the offender population is male and there are more female volunteers than male volunteers. The Coordinator then facilitates the initial meeting between the volunteer and probationer, thus completing the match. The volunteer commits to the match throughout the offender's term of supervision. This partnership now moves forward with the objective of successful completion of probation.

Phase three commences with the volunteer and probationer meeting on a weekly basis, usually for an hour's duration (another luxury not always available within traditional caseload supervision). During this phase, PAC calls for each volunteer to "build a friendship" with their probationer. Frequently, as each volunteer-probationer friendship evolves, the partnership identifies a set of problems that prevent successful offender adjustment. The problems are usually fairly simple, yet the client may lack effective problem solving skills. The probationer, with the volunteer's assistance, begins building a personal success plan designed to help overcome the problems. The volunteer encourages the probationer to implement the plan and together they review and revise the plan monthly.

The probationer, with the volunteer's assistance, begins building a personal success plan designed to help overcome the problems.

At times the volunteer may identify a problem or pathology which necessitates professional service or treatment. Almost all PAC probationers require employment or employment upgrade, substance abuse counseling or treatment, and further educational preparation. Many PAC chapters have outreach and counseling services available through the church, as well as employment networks. If the necessary resources are not available at chapter level, PAC links the volunteer-probationer match to agencies and resources available within the City of Detroit. PAC utilizes personal contacts and an extensive community resource handbook in this endeavor.

Phase four is the transitional period when the probationer is discharged from probation after successfully completing the court ordered conditions of probation. Many volunteers continue the relationship with the probationer after their discharge and are encouraged to do so if appropriate. At this point, volunteers also become available for re-matching through their chapter.

Operational Framework

Partners Against Crime is a program area within the national non-profit corporation, Volunteers in Prevention, Probation and Prisons, Inc. (VIP), a program designed to stimulate the development of effective citizen participation in community corrections programs. VIP's Governing Board of Trustees has ultimate responsibility for PAC. A PAC Advisory Council also exists within VIP to assist with governance, management and funding of the PAC program. The Council is comprised of a VIP representative, PAC volunteers, and strong representation from the 36th District Court.

PAC staff currently consists of a full time Program Director and a full time administrative assistant. Present PAC funding is provided locally through the Hudson-Weber Foundation, the McGreggor Fund, the Community Foundation of Southwestern Michigan and the Ford Motor Fund. Permanent program support is being established through the Court and private and corporate funders.

PAC is designed to enhance regular probation, rather than to replace it. Offenders who are ordered to participate in PAC report regularly to their probation officer, typically once each month. PAC volunteers provide probation officers with monthly reports to keep them informed of the probationers' activities and progress. PAC volunteers are available to probation officers for questions or to discuss concerns about the offender, but personal communication between the officer and the volunteer is limited so as not to take up the officers' restricted time.

Probationer and volunteer accountability is maintained through a weekly monitoring of the match at the chapter level through the chapter coordinator's personal contact, and at the program wide level by the PAC Program Director using monthly client reports (see Exhibit V-29).

Program Outcomes

A formal evaluation of the PAC program was conducted by Wayne State University in Detroit. It assessed specific program outcomes (i.e., recidivism, court order compliance, and attitude change). The university developed a randomized experimental research design consisting of 200 probationers assigned to two groups. One hundred probationers were assigned to a treatment group receiving traditional probation plus a trained one-to-one PAC volunteer. Another one hundred probationers were selected to comprise a control group receiving traditional probation only.

A preliminary report indicates that the probation only group had an arrest rate of 25 percent compared to 14.3 percent for the group also participating in PAC. The complete evaluation report will be available in September 1995. Anecdotal data from volunteers, probationers, probation officers, judges

Exhibit V-29

Partners Against Crime - Monthly Report
Client Report for *(the previous month)*

Probation Officer: *Your client's probation officer*

Client's Name: *Your client* *Docket #:* *Client's court #*

Client's PAC #: *Client's PAC #*

Client Address & Phone #: *Client's address*
(Volunteer, please confirm and make changes if necessary)

CPW (1:1 volunteer): *Your name*

Date of Match-meeting: *Date you were matched* Date Probation Ends: *date*

Enter dates of completed meetings during *(previous month)*:

|_____| |_____| |_____| |_____| |_____|

Was client referred to any other agency during *(previous month)*?
NO ☐ YES ☐
If YES, indicate agency and contact person:

1. Check off the words that best describe the relationship in the contact you had with your probationer this month.

Difficult	☐	Distant	☐	Enjoyable	☐	Friendly	☐	Guarded	☐
Honest	☐	Hostile	☐	Impersonal	☐	Interesting	☐	Intimate	☐
Irrelevant	☐	Relaxed	☐	Strained	☐	Superficial	☐	Withdrawn	☐

2. Indicate areas in which there have been changes in the probationer's situation or where probationer's behavior has been noteworthy in any of the following areas:

	Positive change in situation/behavior	**Negative change in situation/behavior**	**Comments on Changes**
Family	☐	☐	_____
School	☐	☐	_____
Opposite sex	☐	☐	_____
Peer groups	☐	☐	_____
Employment	☐	☐	_____
Meeting with you	☐	☐	_____
Relationship with you	☐	☐	_____
Other	☐	☐	_____

No changes in situation/behavior (comment)_____

3. Indicate the level of personal interaction between you and probationer:

Very personal comments	☐	Personal comments	☐
Not too personal comments	☐	No personal comments at all	☐

4. General Comments: (use back side if necessary)_____

and the PAC staff indicates that volunteers are successfully intervening in the lives of their probationer. The above informants believe that most probationers who have participated in PAC appeared to have improved their behavior and are functioning well in society.

Keys to Success

PAC staff believe there are two important components to the successful operation of a large urban justice volunteer program. The first is to allow the community and chapters to have a sense of collective ownership of the program by involving volunteers in aspects of management, administration and fund development. The PAC Advisory Council has effectively delivered this component. The second is to insure that the program is institutionalized within the court as an attempt to cope with urban justice system politics. Judicial support is imperative for proper utilization of the program. This requires ongoing education and the development of efficient program processes.

Future Plans

A primary objective of the PAC program is to expand the current program at the adult misdemeanant court level to allow all probationers who may respond to having an inspirational volunteer inserted into their life receive PAC as a mandated order. There are potentially 1,000 offenders processed through the 36th District Court that could benefit from participation in PAC.

PAC was recently awarded a two-year grant from United Way to develop and implement a pilot mentoring program within the Wayne County Probate Court, Juvenile Division. It will allow PAC to work with Detroit youth from ages 11 - 15, who have been identified through initial contact with the court.

Administering agency: Volunteers in Prevention, Probation and Prisons, Inc.

Contact: Mr. Kim G. Frentz, Program Director

Address: 163 Madison Ave., Suite 120, Detroit, MI 48226; (313) 964-1110; FAX: (313)964-1145

The Georgia Department of Corrections Volunteer Mentoring Program

By Renie Chandler, Superintendent, Whitworth Detention Center

Introduction

The Whitworth Detention Center in Hartwell, Georgia has developed a prototype Volunteer Mentoring Program. The mission of the Volunteer Mentoring Program is to provide a network of community support for an offender who has been sentenced to the Whitworth Detention Center as an additional condition of probation or parole.

By using the unique contribution of the volunteer in the areas of service delivery and role modeling, the offender's likelihood of reaching his potential is greatly improved.

The primary program purpose is to reduce recidivism through citizen participation in mentoring offenders sentenced to and subsequently released from the Whitworth Detention Center. During the transition from the detention center to the street, volunteer mentors help to hold offenders accountable for returning to responsible citizenship. They provide encouragement and counsel as offenders "live out" the behavioral changes begun while detained and work toward goals set during pre-release planning.

The Volunteer Mentoring Program is based on the belief that a major factor in the development of criminal behavior and recidivism is dysfunctional social relationships. This program endeavors to break the self-fulfilling prophecy that offenders are worthless and incapable of change. By using the unique contribution of the volunteer in the areas of service delivery and role modeling, the offender's likelihood of reaching his potential is greatly improved. The Volunteer Mentoring Program believes that the individual action of a volunteer *can* make a difference in addressing problems of the offender.

Program Overview

Volunteer recruitment. Recruitment is coordinated by the Center's part-time Chaplain, Ricardo S. Green, Sr. Volunteers are recruited primarily from the five-county area in the Judicial Circuit from which the Center receives its offender population. A video was developed as a recruitment tool. Churches and civic organizations are targeted for volunteer recruitment. Volunteers must be at least 18 years of age and evidence emotional stability. They cannot have an active case with the Department of Corrections or the Board of Pardons and Paroles. Interested citizens who have a criminal history will be considered as a volunteer if their conviction occurred more than five years ago. Volunteers must agree to a background check and commit to one year of service.

Offender population. Offenders remanded to the Whitworth Detention Center consist of probationers and parolees who have violated their terms of supervision and are recommended for revocation. They are sentenced to the Center as a diversion from prison. The average period of incarceration is 4-6 months. The Volunteer Mentoring Program is designed to assist only those offenders who express an interest in a successful adjustment to society. Offenders' interest and motivation is assessed by the Whitworth Detention Center counselors.

Volunteer-offender matching. Once the offender is interviewed and considered motivated for the program, a Counselor reviews information on available volunteers, identifies a volunteer whose interests and background are similar to the offender's, and arranges a meeting between the volunteer and the offender prior to the offender's release. If during the meeting, the offender and volunteer appear to relate well, a "match" is made. Establishing community support prior to release facilitates the transition from incarceration to the community.

Volunteer responsibilities. The mentor will encourage the offender to set and implement both short and long-term plans to become a productive, law-abiding citizen. He will also become a "significant other" in the offender's life, being available to the offender in critical periods of stress as well as routinely to offer direction and support. Major responsibilities of the volunteer include:

- maintaining notes on contacts with the assigned offender;
- submitting a monthly report to the probation or parole officer of record;
- contacting the officer of record immediately upon learning that the offender has violated a condition of probation or parole;
- contacting the officer of record immediately upon learning that the offender is believed to be involved in a new offense or drug or alcohol abuse;
- attending basic orientation and advanced training electives;
- cooperating with the officer of record in the supervision of the assigned offender;
- developing a relationship with the offender for the purpose of evaluating issues in the offender's program;
- utilizing community resources when necessary to address the needs of the offender;
- volunteering a minimum of four hours contact time with the offender per month; and
- scheduling meetings with the offender at a site other than the offender's residence.

The above responsibilities are broadly developed to permit the volunteer to utilize his own style and approach in assisting the offender, while simultaneously complying with agency policy.

A Code of Ethics has been established by the Department of Corrections' Volunteer Services to ensure high conduct standards and to provide quality services to the offender (see Exhibit V-30). The volunteer is expected to help maintain the integrity of the Department.

Volunteers can be terminated in one of two ways. Negative termination results from an act by a volunteer that is other than professional. Such acts are defined as:

- engaging in conduct reflecting discredit on the Department of Corrections;
- negligence in performance of duties;
- disrupting the work environment;
- violating staff or offender rights to privacy, confidentiality, or personal beliefs;
- participating in unauthorized personal or business dealings with the offender; and
- committing an act that otherwise would disqualify the volunteer for acceptance in the program.

Exhibit V-30

Volunteer Code of Ethics

1. I will meet with my partner regularly in accordance with the rules and instruction of the program.
2. I will keep my partner's confidence to the extent possible without violating the law or ethical principals and unless necessary to prevent risk of serious harm to my partners or others.
3. I will inform my partner as to the limitations on my ability to keep my partner's confidence.
4. If necessary to disclose anything relating to my partner, I will attempt to do so in a manner least harmful and most beneficial to my partner.
5. I will try to serve as a role model for my partner, helping my partner to see the need for obedience to laws and respecting the rights of others.
6. I will endeavor to listen and not lecture to my partner and to help my partner understand that I am a friend on whom my partner can rely.
7. I will avoid any conflicts of interest with my partner.
8. I will avoid impropriety, or appearance of impropriety, in my relationship with my partner.
9. I will keep in my mind commitment to act always in the best interest of my partner and help my partner attain a way of life which will lead to a healthful, responsible, productive and successful life. I will avoid any activity that detracts from that goal.
10. I will not make any promises I cannot keep.
11. I will report all instances of child abuse/neglect immediately to the supervising staff.
12. I will not loan or give money to my partner.

_____ _____

Signature *Date*

Positive termination is action that permits dismissal without prejudice to the volunteer, such as the program service is no longer needed, or the volunteer resigns.

Training. The well-trained volunteer is better prepared to independently exercise good judgement and to act autonomously. The value of training is evidenced in a more professional, respected, and satisfied volunteer. The volunteers are trained by a joint effort between the detention center staff and the field supervision staff, who will be supervising the offender upon release.

Training is conducted in phases, including 20 hours of basic training and six hours of electives annually (see Exhibit V-31). Basic training is mandatory. Modules A, B, C, and D must be completed before a Volunteer may be matched with a detainee.

Modules E and F must be completed prior to the detainee's release from Whitworth Detention Center and prior to any mentoring under the supervision of the detainee's probation or parole officer.

Volunteers are better able to provide services if they understand the people they are serving and the environment in which they are providing the services. Volunteers are not being trained to become officers; their role is to provide support, not to perform surveillance or law enforcement functions. Basic training must be completed prior to the volunteer working with anyone who is under probation/parole supervision. Basic training is offered quarterly to make it convenient for the volunteers. Once a volunteer completes his/her basic training, he/she is placed on a state register for Correctional Associates.

Exhibit V-31

Required Volunteer Training

Session I		8 Hours
Module A:	**Orientation**	
	Criminal Justice System GA Department of Corrections Whitworth Detention Center	
Module B:	**Policy & Procedures**	
	ETHIC FUNDAMENTALS of Volunteer Work in Corrections Causes for Termination	
Session II		8 Hours
Module C:	**HIV/AIDS**	
	Sexual Harassment	
Module D:	Description of AfterCARE Concept of Triangulation Phase One: Pre-Release Planning Documents	
Session III		4 Hours
Module E:	Probation/Parole Supervision	
Module F:	Release Week/Post-Release Records & Reporting	

In addition to basic training, it is imperative that volunteers be provided with on-going training. Elective training includes six hours per year on the following topics:

- cultural issues;
- mental health issues;
- avoiding manipulation;
- substance abuse; and
- co-dependency/enabling.

Training is continuously updated to meet the needs of the agency, the volunteer, and the offender

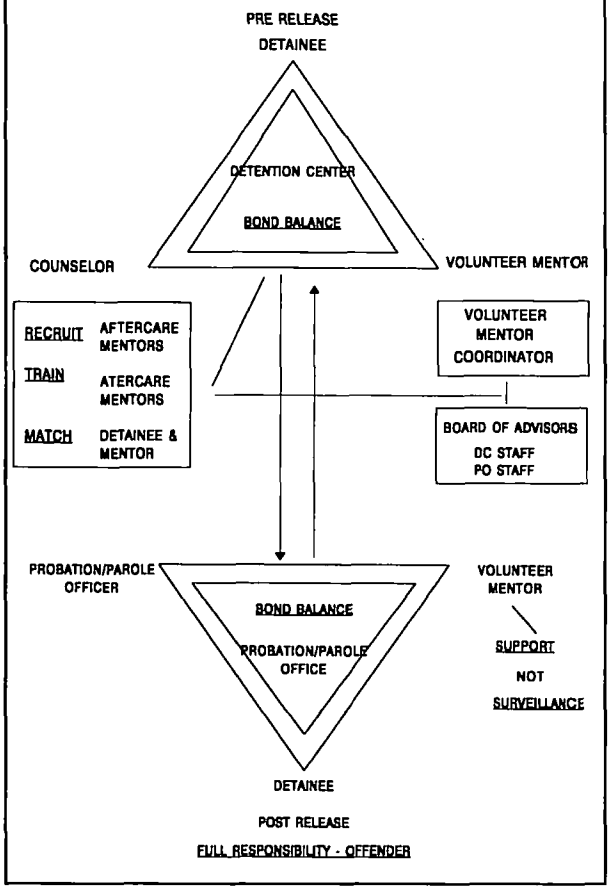
Triangulation and bond balance. Avoiding what is referred to as "triangulation" and maintaining a "bond balance" (see Exhibit V-32) between the offender, mentor and counselor/officer is critical to the offender's success. "Triangulation" results when a relationship existing among three people is manipulated by one individual to form an alliance with one against another. Triangulation will "strangle" the life of the Volunteer Mentoring Program if allowed.

The relationship between the mentor and the offender is complex and powerful. Both before release and afterwards, the mentor and the offender are in a three-way partnership with the counselor/officer, whose employment by the state requires accountability and progress in changing criminal behavior. In some cases, the need to "protect the public" outweighs the need to nurture personal growth in the offender. This is often the point where triangulation occurs. Triangulation is prevented when the Mentoring Program encourages balanced, healthy, respectful relationships among the individuals involved. When all participants engage in open, productive communication, most of these misunderstandings can be avoided.

It is quite possible that the volunteer and the offender will share a common background. It is equally possible that the two will come from very different backgrounds. If something about the offender interfere's with the volunteer's ability to work with the offender, the Volunteer Mentor Coordinator should be consulted immediately. A volunteer should not feel embarrassed to let someone know, as this could be counterproductive to the goals of this program and contribute to triangulation.

Exhibit V-32

Triangulation and Bond Balance



Operational Framework

Under the direction of Superintendent Renie Chandler, the program is staffed as follows:

• Responsibility for Volunteer Recruiting & Screening	Ricardo Greene, Chaplain
• Responsibility for Offender Screening & "Matching"	Mark Martin, Director, Counseling Services
• Responsibility for Probation/ Parole Liaison	Carol Moon, Probation Officer
• Responsibility for Training	Whitworth Detention Center Staff

Liability. In general, agencies are not held liable to volunteers unless they are guilty of gross negligence or if liability is specifically provided for by state law or agency policies. To avoid liability to the agency, the volunteer is required to waive and release any and all rights or claims of any kind or nature that may exist or accrue in the future against the Georgia Department of Corrections' Volunteer Mentoring Program. The Corrections Service Agreement includes a Waiver of Liability (see Exhibit V-33) to be signed by the volunteer. A similar waiver for the Board of Pardons and Parole is used when the offender is a parolee.

A related issue is the liability of a volunteer to an offender or a third party within the scope of services being performed for the agency. Generally, an agency would be liable for acts of volunteers that injure offenders or citizens since the volunteers are acting as representatives of the agencies. Specifically, liability depends on the scope of the volunteer's employment and whether or not the officer or the agency is negligent.

Proper recruitment, training, and supervision of volunteers are effective strategies which help to prevent liability issues. The following steps are intended to minimize risks to volunteers and third parties:

Selection Criteria — There are clear criteria for the selection of volunteers. The criteria include background reviews to determine fitness of character and to ensure that any past record of employment or criminal behavior does not pose a problem in the volunteer's duties.

Policies and Procedures — There are clear standards for employees, and policies and procedures for the supervision of volunteers.

Training — Volunteers are provided comprehensive training. The extent of training depends on the demands of the job and the kind of offenders assigned to the volunteer.

Supervision — Volunteers are supervised first by a Detention Center Counselor in the pre-release phase and later by a probation/parole officer in the post-release phase.

Documentation — The agency requires volunteers to document their activities and submit monthly reports for review. Likewise, the agency documents the selection of a volunteer and all performance reviews.

Exhibit V-33

State of Georgia_____

County of _____

WAIVER AND RELEASE BY VOLUNTEER

Personally appearing before me, the undersigned officer authorized to administer oaths in and for the State of Georgia, _____, who having first been duly sworn, did depose and state on his oath the following: that he is a candidate for volunteer service before the Georgia Department of Corrections and request to perform services that will place him in direct and indirect contact with convicted felony offenders sentenced to a term of probation to be served within the community; that he understands and expressly states his personal awareness that such work may involve some element of risk; that any service rendered by him will not be compensated for in any form; that he understands and expressly states that all policies of the Georgia Department of Corrections must be strictly followed; that he hereby, or himself and for his heirs or assigns, waives, renounces, and forever relinquishes any and all manner of claims or legal actions against the Georgia Department of Corrections for any injury or loss of any nature or type sustained by him in consequences of his service as a volunteer worker with the Georgia Department of Corrections.

_____

Volunteer's Signature

Sworn to and subscribed before me on this _____day of _____, 19 ____.

_____

Notary Public

My Commission Expires:_____

Conclusion

The relationship between the volunteer and the offender is a very special, delicately-balanced one. Brought together to work for the positive growth of the offender (and, indirectly, the volunteer), the volunteer and the offender have a relationship that defies categorization. They are not friends, although that kind of relationship could develop. They are not co-workers, although at times the

relationship could take on similar dynamics. It is important for both parties to understand and respect the other as well as the boundaries of this special relationship.

Far more than just punishment, probation and parole afford offenders the opportunity to turn their lives around and make the behavioral changes necessary to live responsibly. Such changes take time, nurtured by encouragement and discipline. Probation and parole are difficult places for change, full of hazards and uncertainties. Some of these uncertainties can be overcome with a good partnership among the offender, a mentor and a counselor/officer.

Administrating agency: Georgia Department of Corrections, Whitworth Probation Detention Center

Contacts: Renie T. Chandler, Superintendent; Ricardo S. Greene Sr., Chaplain

Address: Whitworth Detention Center, P. O. Box 769, Hartwell, GA 30643; (706) 376-6999

The Volunteer Mentoring Program is in the early stages of development and implementation. Volunteer recruitment is now in process and training will begin in November 1995. Modifications of this program are being piloted in other areas of the Georgia Department of Corrections and in collaboration with the Georgia Department of Pardons and Parole.

Coalition Building

Coalitions, consortiums, commissions, committees, task forces...such groups, regardless of their title, recognize the need for collaboration on community problems. The multiple offender needs that contribute to criminal behavior necessitate a multi-disciplinary approach to intervention. So many of the names and faces that appear in probation and parole agencies, also appear at the local welfare department, the housing authority, or the mental health agency. Rather than duplicating services or working at cross-purposes, agencies are joining together to create solutions.

Coalitions form around many substantive areas including family violence, drug and alcohol abuse and educational programming. Coalition building:

- facilitates communication;
- promotes interagency accountability;
- creates a network of support for agencies and their clients;
- promotes the cost-effective use of community resources;
- creates political clout;
- streamlines processes; and
- provides opportunities for skills and knowledge exchange.

The **Oklahoma Department of Corrections** in Enid, Oklahoma joined forces with several other community agencies to develop the **Family Center** and the **Community Learning Center**. The Family Center is designed to strengthen families and neighborhoods by connecting them with social services that address their needs. The Community Learning Center provides a continuum of education services. Both centers are accessible to the entire community, including criminal offenders who are now better served through expanded resources and an integrated approach to intervention.

The **Maricopa County Adult Probation Department** collaborated with civic and private sponsors to develop the **Frank X. Gordon Education Program**, a literacy program for offenders and other community residents. This collaborative approach has resulted in a high rate of educational improvement among participating students, an increased rate of success on probation among participating students, and many honors for the Adult Probation Department.

The **Recidivist Prevention Program of Fairfax County, Virginia** was developed by Probation and Parole District 29 to provide intensive intervention to a targeted group of young offenders in an effort to break the cycle of recidivism. A consortium of agencies provides a multi-disciplinary approach to the identification of offender needs and treatment planning. Among these consortium members is the Offender Aid and Restoration Program which recruits, trains and monitors volunteers to serve as mentors to the offenders.

Suggested Readings:

American Probation and Parole Association and National Association of State Alcohol and Drug Abuse Directors. (1992). Coordinated interagency drug training project: Participant manual. Lexington, KY: American Probation and Parole Association.

California Probation, Parole and Correctional Association. The power of public support: A handbook for corrections.

Crowe, A., & Reeves, R. (1994), Treatment for alcohol and other drug abuse: Opportunities for coordination. Washington, DC: U.S. Department of Health and Human Services, Center for Substance Abuse Treatment.

Family Center and Community Learning Center

By Kathy Waters, Deputy Director of Offender Services, Oklahoma Department of Corrections

Introduction

Oklahoma has gained some dubious distinctions that the citizens of Garfield County want to change. Oklahoma ranks fourth in the nation in the proportion of its population that is functionally illiterate; and it ranks third in the nation in per capita incarceration rates. District V Probation and Parole, the local community corrections office, encompasses 24 of the 77 counties in the state and supervises 3,000 offenders. Recognizing a need to develop alternatives to incarceration, District V applied for and received a grant to fund a community-based literacy program targeting offenders under community supervision. Around the same time, the Enid Metropolitan Area Human Service Commission conducted a community needs assessment focusing on the needs of young families. The result of the survey showed a large number of young families in a particular census tract in need of coordinated and comprehensive social services. District V was able to identify a large number of its probationers/ parolees from that same area.

The Family Center was established to strengthen families and neighborhoods by connecting them with activities and services that address their needs.

A "union of missions" occurred. The Community Learning Center, established by the District V grant, is a community-based literacy program for both offenders and area citizens which is located within the Family Center.

Program Overview

In 1992, the Enid Metropolitan Area Human Service Commission, a joint partnership involving United Way, Enid Public Schools, City of Enid, County of Garfield, Department of Human Services and 15 community members sponsored a Survey of Human Service Resources and Needs for Families. The results of the survey concluded that of Garfield County's 41,857 adult residents, an estimated 3,371 (8 percent) adults are functionally illiterate, and 14,231 (34 percent) are marginally illiterate. About 40 percent (3,348) of the functionally illiterate population are between ages 20 and 29, the critical early child-rearing phase of family life. Moreover, the survey found that only about 5 percent of the functionally illiterate adults in Garfield County participate in adult literacy programs, programs that have a drop-out rate of 60 percent or more. Reasons for the high drop-out rate vary, but the most important one cited in the report was "lack of service integration/coordination between and within literacy programs and family service providers.

Based on this report, the Commission concluded that adult literacy needs must be better addressed in Garfield county. To assist in providing programs for the Enid Metropolitan area, the Community Development Support Association (CDSA) was instructed to provide programs described in the Metro Commissioner's Report. CDSA is a non-profit volunteer-driven association that provides staff for research and planning to develop specific programs that address community needs.

In response to this survey, CDSA established objectives to address community education needs. These objectives include to:

1. establish a public/private community literacy coalition;
2. identify comprehensive integrated approaches that have worked in other communities; and
3. establish a Community Literacy Center that would provide family and workplace literacy services and link these services with those social services provided by a Family Center.

Family Center. The Family Center was established in July 1993 as a result of a demand for integrated social services. The Family Center is currently housed at the Hedges Community Speech and Hearing Clinic in Enid, Oklahoma, and is a project of CDSA. The goal of the Family Center is to strengthen both families and neighborhoods by connecting them with activities and services that address their needs. It has been proven that neighborhoods have a greater capacity to identify, develop and secure resources through a family center concept. Services that are provided by the Family Center assist individuals and families by:

- emphasizing and building family strength;
- being convenient, easy to access and user friendly;

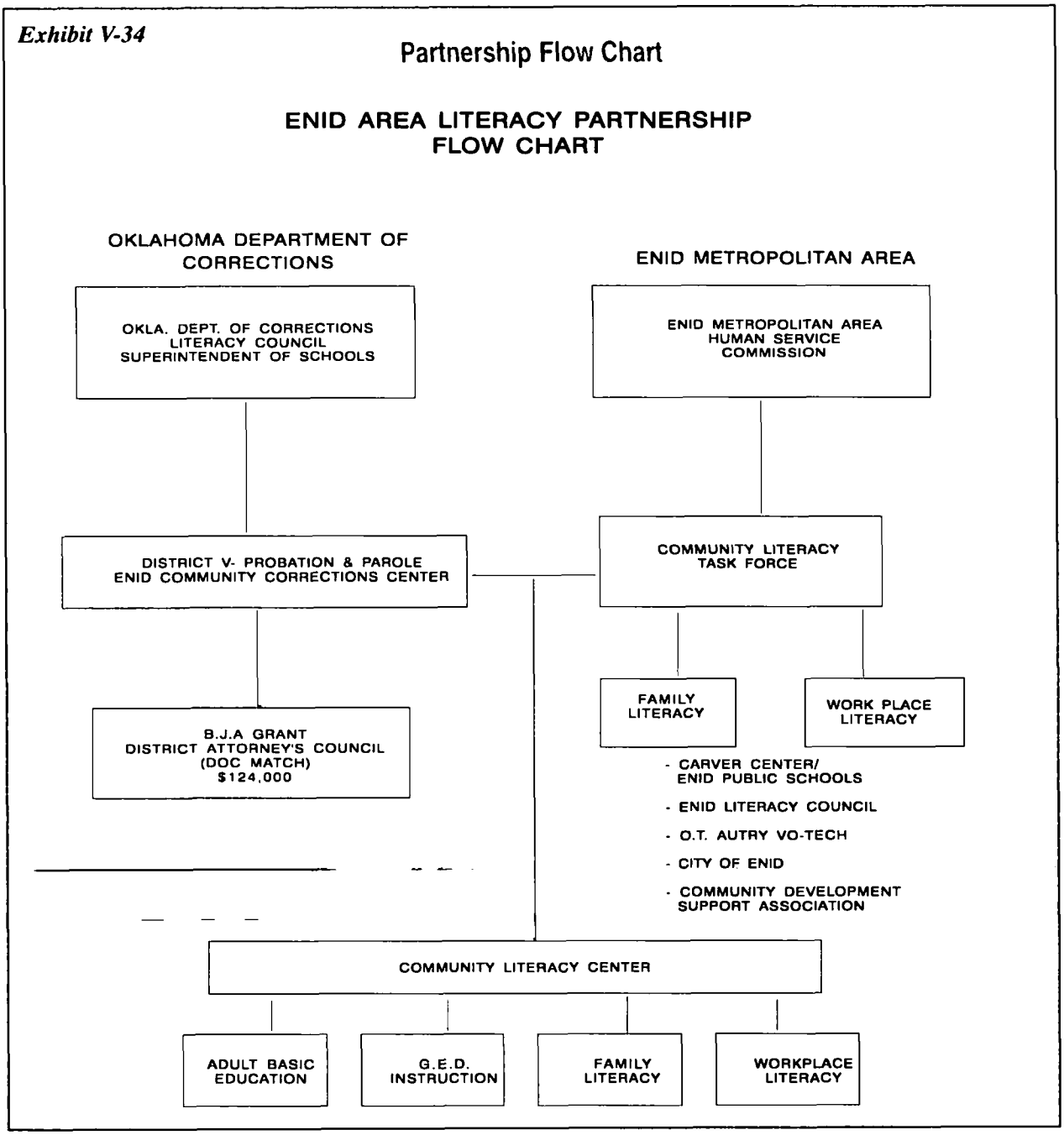
- empowering families to set and achieve their own goals and control their own future;
- coordinating and linking families with other community agencies;
- enabling neighborhoods to take action on behalf of families; and
- being accountable for positive benefits to families and neighborhoods.

Services that are currently being provided at the Family Center include:

- family support;
- information and referral;
- child health care;
- child care assistance;
- neighborhood organization;
- adult literacy;
- family counseling;
- parent education; and
- resource coordination (CDSA).

Exhibit V-34

Partnership Flow Chart



Participating agencies for this project include:

- Department of Human Services;
- Garfield County Health Department;
- Department of Corrections;
- Community Development Support Association;
- Youth and Family Services; and the
- Department of Education.

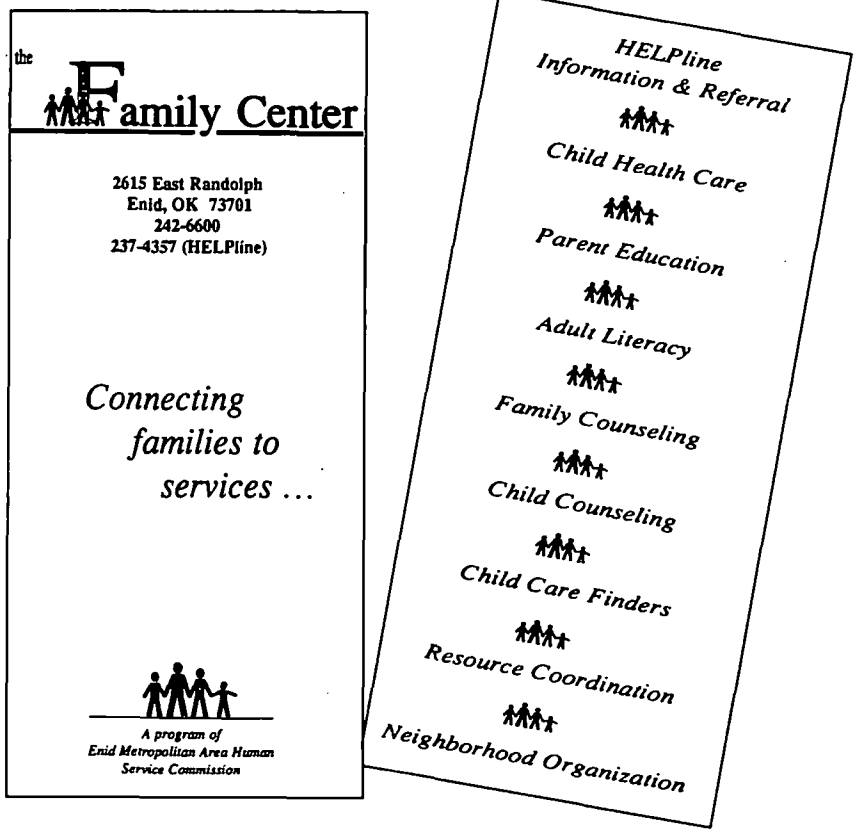
Community Learning Center. In 1992, District V of the Oklahoma Department of Corrections' Probation and Parole Division proposed the development of a community-based literacy program for the adult offender population. Application was made to the Bureau of Justice Assistance and District Attorney's Council for a grant to fund a community-based project to assess educational deficiencies and substance abuse needs prior to adjudication. The grant was received and in November 1993, the Enid Community Learning Program was established by the Oklahoma Department of Corrections. As a result, treatment and referral for substance abuse and educational programs is now a court-imposed sanction.

Realizing that illiteracy is not only a problem among the Department of Corrections population, but a widespread societal issue, coordination of literacy efforts between key governmental and non-governmental groups has resulted in the Enid Community Learning Center being housed within the Enid Family Center. Through this partnership, the Learning Center is providing a continuum of educational services to not only Department of Corrections clients, but to the entire community of Enid. Programs now being offered at the Community Learning Center are Adult Literacy, ABE/GED classes, Life Skills, Jobs Program and Workplace Literacy. The objectives of the Center are to break the cycle of illiteracy through a preventive effort and to reduce the number of persons entering the state prison system by educating them and their families in a community setting.

The Enid Community Learning Center's philosophy of adult education incorporates the belief that the learner's needs must be met, and the belief that the learner should have a sense of control over his/her own learning. The goal of the program is to provide quality education to adults who have not completed their high school education. This is accomplished by using various methodologies focusing on the needs of the individual student.

Exhibit V-35

Marketing Brochure Excerpt



Four methods of instruction are used to facilitate learning: one-on-one instruction utilizing tutors is used for students functioning at the literacy level; small group and lecture instruction accommodates those students functioning at the ABE or GED levels; and in all cases, a customized education program is developed for students using computer assisted learning. These modalities will enable students to become independent learners.

Program Outcomes

Offenders benefit from readily accessible services (user friendly) in a community setting. Often offenders are not adroit at recognizing and obtaining services which is compounded by the bureaucracy each service provider imposes. This "one stop shopping" concept allows easy access and increases services to those who need them.

It also provides the probation and parole officer with a resource to help the offender. Most importantly, collaboration is more economical, less redundant, and improves the quality of life in the community.

Keys to Success

Perseverance and flexibility are the primary keys to success. Time is required to forge and develop working relationships and to overcome "turf" issues. Teams are not developed overnight but require effort in building relationships and a common vision. Flexibility is essential. Each partner must give and take and recognize the others' needs and ability to participate.

Future Plans

Positive media attention, community enthusiasm, and the support of a state representative living in the area resulted in a legislative proposal requiring the Secretary of Health and Human Services, the Secretary of Safety and Security, and the Secretary of Education to submit a plan to the Governor for the development of family service centers throughout the state. The centers are to serve local residents and offenders being supervised in the community by coordinating services of the Department of Human Services, the State Department of Health, and the Department of Corrections. The legislation has passed in the House and is currently being studied by the Senate.

Administering agency: Oklahoma Department of Corrections and the Enid Metropolitan Area Human Service Commission

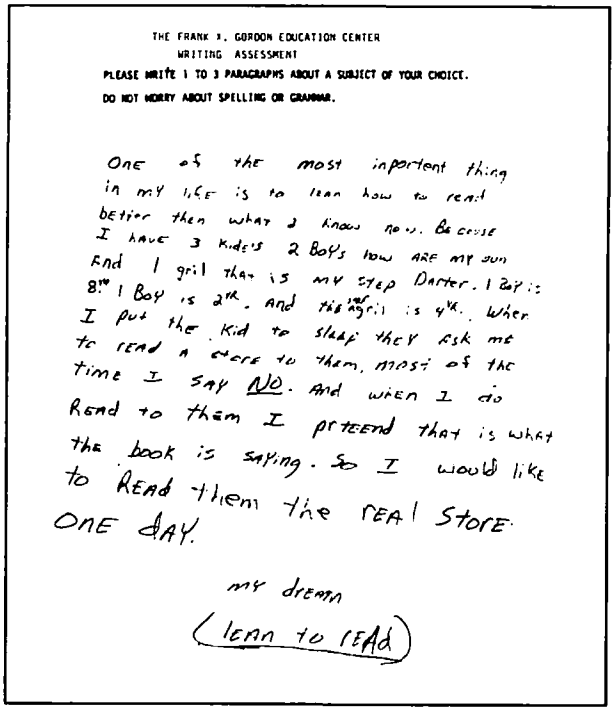
Contact: Mary Sweet, Ph.D.; Program Coordinator

Address: 2615 E. Randolf, Enid, OK 73701; (405) 242-6600

The Frank X. Gordon Education Program

By Erin O'Brien Halk, Assistant Program Director

A probationer, Patrick S., shares his dream...



THE FRANK X. GORDON EDUCATION CENTER
WRITING ASSESSMENT
PLEASE WRITE 1 TO 3 PARAGRAPHS ABOUT A SUBJECT OF YOUR CHOICE.
DO NOT WORRY ABOUT SPELLING OR GRAMMAR.

One of the most inportent thing in my life is to learn how to read better then what I know now. Because I have 3 kide's 2 Boy's how ARE my son And 1 girl that is my step Darter. I Boy is 8th 1 Boy is 2nd. And the 3rd girl is 4th. When I put the Kid to sleep they ask me to read a story to them, most of the time I say NO. And when I do Read to them I pretend that is what the book is saying. So I would like to Read them the REAL Store ONE DAY.

my dream
(learn to READ)

Introduction

Tragically, crime is the number one employer of the illiterate. Some statistics cite that 60 percent of all criminals are functionally illiterate. For these populations, reading below a sixth grade level makes finding meaningful employment next to impossible. In a broader perspective, this translates into the loss of billions of dollars due to unemployment, increased taxes, increased welfare payments and a higher crime rate.

In Arizona, 90 percent of all inmates in penal institutions are high school dropouts. Sixty-five percent are functionally illiterate. To help alleviate this problem, the Arizona Supreme Court initiated an ambitious state-wide literacy program. In cooperation with the Arizona Supreme Court, the Adult Probation Department of the Superior Court in Maricopa County created the Honorable Frank X. Gordon, Jr. Education Program.

The Frank X. Gordon Education Program incorporates a unique partnership of civic and private sponsors including International Business Machines (IBM), the Superior Court in Maricopa County, the Arizona Department of Education, the Department of Economic Security, Literacy Volunteers of Maricopa County, the Mesa Public Library, the Gary Tang Adult Education Center, and Mesa Public Schools. Together these partners are committed to the betterment of the community by providing free literacy and GED services for adult probationers, welfare mothers, and the community at large.

Program Overview

Program process. During the presentence stage, the probation department identifies probationers with less than a high school diploma. A recommendation for program participation is made to the sentencing court. The sentencing judge may order that the client participate in literacy or GED services as a special condition. While more than half of the program participants are offenders attending as a condition of their probation, others are there from the community at large, wanting to continue their education. Many program participants are referred

Exhibit V-36

An Offender's Taste of Success

Carroll L., a 51 year old probationer, was fulfilling community service hours by raking leaves outside of the education center. He timidly entered one morning to ask, "What do you do with people who can't read?" He was given a tour of the lab and a demonstration of the PALS system. Carroll returned motivated enough to complete the 100 hour PALS program in three weeks (ordinarily it takes 20 weeks). With the help of one-on-one tutors, he proceeded successfully through another computerized phonics program and then tackled touch typing. When he began, he could read and write only his name. A follow-up assessment indicates that Carroll raised his reading skills from 0 to a fourth grade level. His eyes light up when he describes the difference, "Now I can write out words and read things on TV and signs around town. It's nice to feel I know more about what's going on." When Carroll's sentencing judge, the Honorable C. Kimball Rose, got wind of the probationer's accomplishments, he sent a hand-written note of encouragement. Carroll was so moved by the gesture that his eyes filled with tears.

from the Job Opportunity and Basic Skills Program operated by the Department of Economic Security.

Upon intake, program staff identifies the student's areas of need using the Test of Adult Basic Education (TABE) and a writing sample. Students are placed in one of three levels: ABE I, ABE II, or GED.

The student is assigned to an "advisor" who tracks attendance and performance. Advisors phone absent students in a friendly, encouraging tone to say "we missed you in class today." The advisors maintain steady contact with offenders' probation officer.

Students are re-assessed after 20 hours of attendance to determine gains. The results are discussed with the student to give concrete evidence that the effort being put forth is paying off. It also helps motivate the student to confidently progress further.

The education program uses the Principle of the Alphabet Literacy System (P.A.L.S.). P.A.L.S. is an innovative, computer assisted learning program developed by IBM. The PALS program teaches adults to read and write using touch sensitive screen computers. The student interacts with the computer and is guided through a phonemic reading and writing program. The results of this program have been impressive. In approximately four months, a new reader can gain two to three grade levels in reading as measured by standardized testing.

Volunteers. Over 40 individuals volunteer their time as instructors. Volunteers are referred from many agencies including the Literacy Volunteers of Maricopa County, the Mesa Public Library and the Gary Tang Adult Education Center. Many retirees who have business or educational backgrounds volunteer as instructors. Additionally, probation officers often recommend offenders to serve as volunteer instructors to fulfill community service requirements.

Each referral is carefully screened to ensure that their qualifications and personal characteristics are compatible with the program. This screening takes place during a one-on-one interview with the project director. At this time, the potential volunteer is given a tour of the computer lab and a description of volunteer duties and expectations.

The Literacy Volunteers of Maricopa County train other volunteers on literacy development techniques. Additional training for volunteers is offered three times per year and involves workshops on using computer assisted learning and updates on new resources available for each level of student. These training sessions are also used to explore obstacles encountered by the volunteers and to discuss methods for overcoming each obstacle. Volunteers are encouraged to network among each other, sharing ideas and knowledge.

Public relations. To increase public awareness about the problem of illiteracy and the program, program personnel deliver presentations at local churches and community centers. They also report on the program's impact at in-house and national conferences. Numerous articles about the program have also appeared in local newspapers

Operational Framework

The program is made possible through the contributions of many agencies: The Maricopa County Adult Probation Department provides the facilities, administration, and most of the instructional staff; Mesa Public Schools provides instructors, books and computer software; the Administrative Office of the Courts provides computers and software; and the Literacy Volunteers of Maricopa County provides tutors.

Representatives from these community agencies and the courts joined together to form a consortium whose function is to provide general input into program development. Participants include:

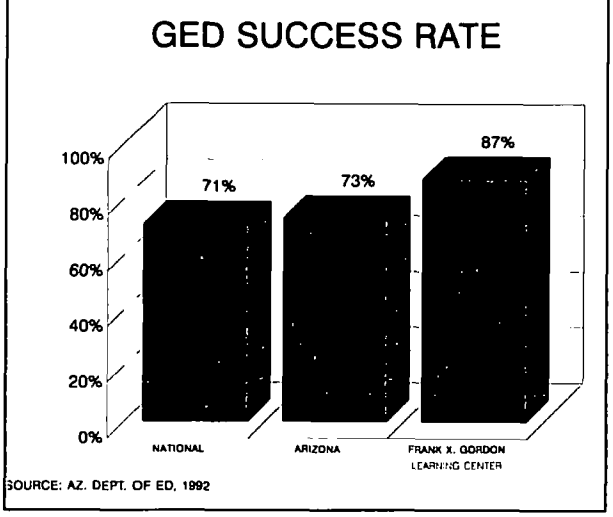
- a Chief Probation Officer;
- a public school administrator;
- a literacy volunteer;
- a probationer/student;
- a retired Chief Justice of the Supreme Court;
- a representative from the Department of Education;
- a local news columnist;
- a community merchant; and
- a Probation officer.

Program Outcomes

Over 3,000 students have attended classes at the Frank X. Gordon Education Program since its inception in 1989. Approximately 550 GEDs have been earned as a result. The program has the honor of having the highest GED exam success rate in 1993. This is of great significance considering that recidivism statistics suggest that probationers with a GED are less likely to re-offend than those without a GED (Seigel, 1993).

Exhibit V-37

GED Success Rate

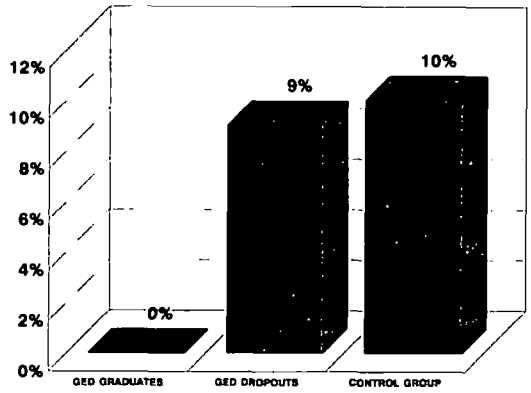


SOURCE: AZ. DEPT. OF ED, 1992

Exhibit V-38

Comparison of Recidivism Rates

SUBSEQUENT FELONY CONVICTION RATES FOR GED GRADUATES, GED DROPOUTS AND THE CONTROL GROUP



The Frank X. Gordon Education Program has brought many benefits to the Maricopa County Adult Probation Department, criminal offenders and the community. The Probation Department has received national recognition since the program's inception. In 1990 and 1991, the program was recognized as outstanding by the National Association of Counties. In 1992, the program was highlighted during the National Literacy Awards at the White House by President Bush (see Exhibit V-39). The program was also chosen as a national model at the "A Partnership for Safe Communities: Courts, Education and Literacy Symposium" at the National Judicial College in 1993.

Exhibit V-39

Literacy Center Honored — Newspaper Article Excerpt

Kudos for Frank X. Gordon

For offenders, the program offers an accessible and safe place to further their education. Learning to read opens many doors for offenders and facilitates the successful completion of their supervision. Former Chief Justice Warren Burger concedes, "Education for offenders makes sense because how many opportunities are available to illiterates with a criminal record?"

These offender successes translate into many benefits for the community. There is an axiom that says: "Educate 'em or support 'em." Education is far less costly than incarceration. Lower up-front costs combined with increased success rates of GED recipients can, therefore, contribute to a savings in tax dollars. Most importantly, the changes that take place in these students have far-reaching effects. Children who see their parents pursue an education will be less likely to drop out. Education helps break the inter-generational cycle of illiteracy, crime and welfare, improving the quality of life for families and communities.

Since I started here, I see my kids behave better and they like school better. My brother used to hang out with gangs and now he studies at the kitchen table for his GED and helps my kids with their homework.

A young female offender, living in the projects

My first grader's schoolwork has improved and my pre-schooler is so jazzed about Dad being in school, too, that he made me a Pop Tart to be sure I had breakfast before school today.

A male offender, a single father

Administrating agency: Maricopa County Adult Probation Department

Contact: Erin O'Brien Halk, Assistant Program Manager

Address: 245 N. Centennial Way, Mesa, AZ 85201; (602) 461-4502

Recidivist Prevention Program of Fairfax County

By Jennifer S. Joffe, Program Manager

Introduction

While variations in offender backgrounds exist, many common threads of youthful offender offenders include:

- the lack of a positive role model;
- educational and employment problems;
- problems with substance abuse and mental health issues;
- poor use of leisure time; and
- culturally insensitive and/or inaccessible community services.

The combination of these problems often contributes to a return to crime for the young offender. It is clear that a comprehensive and collaborative approach, that extends beyond the confines of the Probation Department, is needed to overcome the barriers to services and to positively impact the attitudes and behaviors of these offenders.

The Recidivist Prevention Program was developed to provide culturally sensitive and intensive intervention to a targeted group of youthful offenders in an effort to break the cycle of recidivism. Probation Counselor Jennifer Joffe emphasizes that "the program is not designed as a punitive program; it is a program designed to identify and address offender needs. Our efforts are focused on helping the offender to succeed as long as public safety is not compromised." The basic components of the program include:

- a network of community service providers dedicated to development and provision of culturally sensitive services;
- a multi-disciplinary approach to the identification of offender needs, treatment planning, and treatment services;
- a mentor program; and
- support and counseling groups.

Because no additional human or financial resources were initially allocated for this program, the Probation Department was dependent on existing services within the community. The first step in program development, therefore, was to establish collaborative relationships with other community service providers. Representatives from several community agencies joined together to form an Advisory Board whose primary function is to provide general input into program development and operations, and to ensure their respective agency's cooperation. Developing collaborative relationships with other community service providers expands the network of support available to probationers. Furthermore, it promotes the effective and efficient use of existing resources and strong advocacy for additional resources.

Participating agencies include the:

- Fairfax County Circuit Court
- Virginia Department of Corrections, Division of Field Operations
- Virginia Employment Commission
- Fairfax County Public Schools, Office of Adult Education
- Northern Virginia Black Attorney's Association
- Fairfax County Offender Aid and Restoration Program
- Fairfax County Department of Human Development
- Fairfax/Falls Church Community Services Board, Office of Alcohol and Drug Services
- Fairfax County Department of Community Action
- Fairfax/Falls Church Community Services Board, Office of Mental Health
- Local Churches, Fraternities and other community groups

A work group, comprised of a subgroup of the consortium members, has more hands-on involvement in the program. This work group is involved in the initial screening and evaluation of program participants and individualized treatment planning. (Please see Exhibit V-40 for the Program Processes).

Offender assessments are conducted at the Probation Department by various agency representatives. This "one-stop shopping" averts transportation problems, and facilitates agency coordination and offender monitoring. Upon the implementation of the treatment plan, the Probation Counselor maintains communication with each agency representative to monitor offender progress.

Exhibit V-40

Program Processes

Offender Selection

1. During the Presentence Investigation stage the Probation Department identifies program participants meeting the following criteria:
   - age 18-25;
   - non-violent offender;
   - first time felony offender, and;
   - preferably, a resident of the Route 1 Corridor of Fairfax County.
2. Those who meet criteria are further evaluated regarding their interest, motivation and ability to participate in the program.
3. A recommendation for program participation is made to the sentencing court.
4. Participation in the Recidivist Prevention Program is ordered as a special condition of probation at the time of sentencing.

Assessment and Treatment Planning

1. Upon intake, the Probation Counselor identifies the offender's major areas of need.
2. In-depth assessments on each major area of need are conducted by the appropriate community service agency representative.
3. Preliminary treatment plans are developed by each involved community service agency representative.
4. The Probation Counselor incorporates these plans into a comprehensive treatment plan.
5. Agency representatives meet as a group with each offender to discuss the final treatment plan and any anticipated obstacles.

Program Termination

1. Upon completion of individual treatment goals an offender is:
   a. transferred to standard probation; or
   b. deemed eligible for early termination of supervision.
2. Failure to cooperate with the treatment plan triggers:
   a. internal sanctioning; or
   b. return to court for revocation.

Recognizing the importance of a positive role model for these young offenders, the Offender Aid and Restoration Program (OAR), the Northern Virginia Black Attorney's Association and a local university's fraternities pooled their resources and expertise to develop cooperative relationships with a group of community church representatives for the specific purpose of recruiting mentors for program participants. OAR is a non-profit agency which receives both private and state funding. OAR works with local jails, institutions and community corrections agencies to provide support for families of offenders and reintegrative services for offenders. The program has a network of volunteers and established policies and procedures for volunteer programming. The Northern Virginia Black Attorney's Association is comprised of individuals who are respected and valued members of the African-American communities. The local university is George Mason; fraternities and service organizations have been contacted and the response has been positive. The collaboration between these groups and the Probation Department is a good example of a unified approach to achieving common goals.

Mentors work one-on-one with selected offenders to foster growth and development by assisting them with employment and interpersonal skills and exposing them to positive forms of recreation. OAR has assumed responsibility for helping train the mentors.

Ongoing public relations is a critical program component. Program personnel have delivered presentations at local churches, fraternities, and community centers to try to explain how the program functions. They have also presented program information to local public defenders and prosecutors. Fairfax County Circuit Court Judge Richard J. Jamborsky has delivered presentations on the program to various community groups, and articles have appeared in the local newspaper.

Operational Framework

Although the Department of Corrections is supportive of this initiative, the Recidivist Prevention Program is not a response to an administrative directive, but rather a localized program designed to meet a particular jurisdictional need. The Department of Corrections allocated a position to coordinate the program and to assist the Probation Counselors. Leo R. Pet, the coordinator, has been assigned to the program since September 1994. Program staff have developed and operated the program in addition to other regularly assigned duties as Probation Counselors with District 29. Probation Counselor Joffe serves as the program's manager and assumes primary responsibility for program and policy development. Probation Counselor James Perry manages this specialized caseload as a subset of a larger, general caseload. Pet does the daily monitoring and coordination of activities of the program participants. All three play active roles in program development, public relations, networking with other community service providers and advocating for resources and offender services. The Probation staff stated that they get a great deal of personal and professional satisfaction out of their involvement in this program and seeing the needs of this population addressed.

Although no formal program evaluation has been conducted, many positive outcomes are being realized. Program personnel believe that targeting a youthful population allows them to more effectively address offender needs and produce positive behavioral changes. The agency collaboration cuts through cumbersome red tape, streamlines services, and facilitates offender involvement.

Joffe and Perry both believe that the program has enhanced their personal and organizational credibility among other community service providers. Another program outcome is the positive energy generated by the networking and collaboration. Perry was gratified at how "quickly and cohesively the community came together for this cause."

Keys to Success

Joffe and Perry cite the following keys to success:

- perseverance;
- making processes and services simple and feasible;
- gaining support from sentencing courts;
- taking time for a thorough development phase;
- conducting research on similar programs across the country;
- not presuming anything (i.e., clear and open communication); and
- always returning to the original program intent for focus and direction.

Future Plans

Future program plans include: expanding program capacity; seeking funding for additional staff; enhancing the recreational and cultural components of the program; and developing an evaluation instrument and process to determine the effectiveness of the program and foster future funding.

Administering agency: Virginia Department of Corrections, Division of Field Operations, Probation and Parole District 29

Contact: Jennifer S. Joffe, Program Manager

Address: 10398 Democracy Lane, Suite 101, Fairfax, Virginia 22030; (703)934-0880.

References

Bazemore, G. (1994). Developing a victim orientation for community corrections: A restorative justice paradigm and a balanced mission. Perspectives, 18(3), 19-24.

Colson, C., & Van Ness, D. W. (1989). Alternatives to incarceration. The Journal of State Government, 62(2), 59-64.

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Nevers, D., & Knox, C. (1992). Paper presented at the APPA Annual Institute in St. Louis, MO.

Scheff, T.V. (1992). Three recommendations for California crime control policy. Working paper of the California Policy Seminar, Berkeley, CA.

VI. Community Involvement Resources

Training, Technical Assistance, Publications and Volunteers

American Correctional Association (ACA)
Mr. James Gondles
4380 Forbes Boulevard
Lanham, MD 20706
Phone: (301) 206-5100
FAX: (301) 206-5061

ACA represents the interests of the field of corrections including professionals working with the offender population, from custody to the community. The association offers many varied and diverse training courses through on-site, correspondence and conference forums. Courses have been developed for volunteer organizations and individuals who work with the offender population. ACA publishes a magazine, *Corrections Today* which covers a wide range of correctional topics. ACA also publishes books, training materials and resource publications that are used by the field and academic settings.

American Probation and Parole Association (APPA)
Ms. Betsy Fulton
P.O. Box 11910
Lexington, KY 40578-1910
Phone: (606) 244-8196
FAX: (606) 244-8001

APPA is a private, nonprofit membership organization for community corrections professionals. APPA conducts research on a variety of issues relevant to the field of community-based corrections and produces comprehensive manuals and resource guides (e.g., intensive supervision, family violence, victims services, performance-based measurement). APPA serves as a clearinghouse by responding to oral and written requests for information. APPA publishes a professional journal, *Perspectives*, which contains articles on the latest field research, innovative programs, and supervision strategies. APPA also conducts national and regional training seminars and the only national training institutes offering workshops, special sessions and an exhibit showcase designed specifically for community corrections.

Citizens United for Rehabilitation of Errants (CURE)
Mr. Charles Sullivan
P.O. Box 2310
National Capital Station
Washington, DC 20013-2310
Phone: (202)789-2126

CURE is a national organization with twenty-five state chapters. Most of its 10,000 members are either families of prisoners, prisoners, former prisoners as well as other concerned citizens. The purposes of CURE are two-fold: to make certain prisons are used only for those who absolutely have to be incarcerated; and to advocate that prisoners be given all the opportunities they need to turn their lives around.

Community Anti-Drug Coalitions of America (CADCA)
Mr. James Copple, Director
701 N. Fairfax St.
Alexandria, VA 22314-2045
Phone: (703) 706-0560
FAX: (703) 706-0565

CADCA supports community coalitions in their response to alcohol and other drug abuse and related violence. Crime prevention/control and community mobilization are at the heart of everything they do. CADCA can provide assistance through their 2,500 local coalitions nationwide or through their national office. They can assist community corrections by providing local volunteers and on-site assistance with planning, implementing and evaluating coalitions or other community partnerships. CADCA has an extensive library of printed materials on topics related to community mobilization.

General Federation of Women's Clubs (GFWC)
Ms. Pat Nolan, Program Director
1734 N. Street, NW
Washington, DC 20036
Phone: (202) 347-3168
FAX: (202) 835-0246

The General Federation of Women's Clubs (GFWC) has a grassroots, community-based crime prevention program that focuses on violence against women, violence against children, and community crime prevention. Crime prevention is also part of the GFWC Safety for Older Americans program which focuses on protecting senior citizens from crime, fire and fraud. GFWC, as a community service organization, may have volunteers available to assist community corrections agencies in various

capacities related to crime prevention and crime control; however, not all of the 8,000 clubs nationwide are interested in crime prevention. The local GFWC can be contacted for further information regarding local programs, and the national organization can be contacted for resource information.

International Association of Justice Volunteerism (IAJV)
IAJV International Office
P.O. Box 1152
Delta, Colorado 81414-1152
Phone: (303)874-8952

IAJV is committed to the improvement of the juvenile and criminal justice systems through the development and support of citizen participation. IAJV seeks to enhance justice volunteerism by serving as an advocate for citizen volunteers, developing relationships with organizations having similar goals and building the efforts of local programs across the country and Canada. IAJV sponsors Annual International Forums; convenes state/regional conferences; produces a quarterly newsletter; maintains a library resource center; publishes "how-to" manuals; and provides technical assistance on request.

International Community Corrections Association (ICCA)
Peter Kinziger, Executive Director
P.O. Box 1987
La Crosse, WI 54602
Phone: (608) 785-0200
FAX: (608) 784-5335

ICCA is a community corrections association whose membership represents approximately 300 agencies administering an estimated 2,000 programs ranging from pretrial to post-incarcerative programs. Members of the Association work hand-in-hand with probation and parole. ICCA provides information and training to enhance the quality of services for offenders and to promote the effectiveness of community-based programming. ICCA publishes an informative journal, a Justice Committee Newsletter, and position papers on various community corrections topics.

International Society of Crime Prevention Practitioners, Inc. (ISCPP)
Mr. Jim Howell
1696 Connor Drive
Pittsburg, Pennsylvania 15129
Phone: (412) 655-1600
FAX: (412) 655-1665

The mission of ISCPP is to establish and support a permanent network of crime prevention practitioners who can provide leadership, foster cooperation, encourage information exchange, and extend and improve crime prevention education and programs internationally. ISCPP distributes a newsletter featuring current articles on crime prevention, conducts an annual symposium, and provides training and technical assistance to encourage the development of crime prevention programs.

Justice Fellowship
Mr. Steve Varnam
P.O. Box 16069
Washington, DC 20041-6069
Phone: (703) 904-7312
FAX: (703) 478-9679

Justice Fellowship equips concerned citizens to promote reforms that restore victims, hold offenders accountable, and protect the public. Volunteer task forces seek rights for victims in criminal cases; restitution and community service sentences for nonviolent offenders; and healthy, viable work programs in prisons. Probation and parole practitioners can contact Justice Fellowship to obtain documents which describe these reforms and for a referral to the director for their state.

National Association of Service and Conservation Corps (NASCC)
Ms. Kathleen Selz
666 Eleventh Street, NW
Suite 500
Washington, DC 20001
Phone: (202) 737-6272
FAX: (202) 737-6277

NASCC is the national membership organization for youth corps, programs that employ, train, educate, and provide paid community service opportunities for young people ages 16-25. NASCC provides technical assistance and a Washington presence to over 100 programs in 38 states and the District of Columbia, serving approximately 26,000 young people annually in summer and year-round

programs. NASCC can refer community corrections practitioners to corps programs in their communities, provide publications about corps and corps-related work, and provide training and technical assistance to youth corps that want to partner with probation and parole agencies.

National Association of Town Watch (NATW)
P.O. Box 303
Wynnewood, PA 19096
Phone: 1-800-NITE-OUT
FAX: (610) 649-5456

NATW is a nonprofit organization dedicated to the development and promotion of organized, law enforcement-affiliated crime and drug prevention programs. NATW provides information, programs and technical assistance on keeping volunteers interested, involved and motivated. NATW operates the annual "National Night Out" program which involves over 27 million people from more than 8,700 communities. NATW also distributes a quarterly newsletter on the latest crime and drug prevention news.

The National Center For Citizen Participation in the Administration of Justice
Margot Lindsey, Chairman
20 West Street, Fourth Floor
Boston, Massachusetts 02111
Phone: (616) 350-6150

The National Center for Citizen Participation in the Administration of Justice is a nonprofit organization formed to promote public involvement in state justice systems across the country. The Center works with the courts and correctional agencies to create and maintain citizen advisory boards and other mechanisms for involving the public in the development and evaluation of policy and programs. The Center provides training and technical assistance on issues involving volunteers or relations with the public.

National Committee to Prevent Child Abuse (NCPCA)
Anne Cohn Donnelly, D.P.H.
332 S. Michigan Avenue, Suite 1600
Chicago, IL 60604
Phone: (312) 663-3520
FAX: (312) 939-8962

NCPCA publishes parenting information. The Healthy Families America program assists new, first time parents in developing positive parenting practices. For Child Abuse Prevention Month, NCPCA publishes a packet of information on how communities can raise public awareness of child abuse and its prevention.

National Crime Prevention Council (NCPC)
John Calhoun, Executive Director
1700 K Street, NW, Second Floor
Washington, DC 2006-3817
Phone: (202) 466-6272
FAX: (202) 296-1356

NCPC is a private, nonprofit organization whose principal mission is to enable people to prevent crime and build safer, more caring communities. NCPC is a rich resource for publications on crime prevention programs, volunteers and community mobilization. NCPC is involved in training, demonstration programs, and comprehensive planning efforts and acts as secretariat for the Crime Prevention Coalition. NCPC also manages the National Citizens' Crime Prevention Campaign. The McGruff symbol and the "Take A Bite Out of Crime" slogan are registered trademarks of NCPC.

National Organization for Victim Assistance (NOVA)
Ms. Marlene Young
1757 Park Road, NW
Washington, DC 20010
Phone: (202) 232-6682
FAX: (202) 462-2255

NOVA's primary goal is to provide victims with compassionate services and rights in the criminal justice system. To that end, it has been instrumental in developing knowledge, skills and techniques in violence prevention, victim assistance, and victim advocacy. A key area of emphasis is restorative community justice which focuses on cooperative alliances between community policing, community prosecution, community courts and victim services. NOVA can provide probation and parole practitioners with: training and technical assistance on victim services; information and referral on specific victim issues and appropriate responses; public education materials; and assistance in developing materials and educational programs for juvenile offenders.

National Sheriff's Association (NSA)
Mr. Charles Meeks
1450 Duke Street
Alexandria, VA 22314
Phone: (703) 836-7827
FAX: (703) 683-6541

NSA sponsors the National Neighborhood Watch program. Encouraging Neighborhood Watch formation and supplying information and materials are longstanding priorities. The newest NSA initiative, in conjunction with AARP and the International Association of Chiefs of Police is TRIAD, a cooperative community-based approach to reducing crimes against the elderly. More than 150 local Triad groups educate law enforcement officers about dealing more effectively with the elderly as well as strategizing to "crime-proof" seniors and deal with unwarranted fear of crime.

Nonprofit Risk Management Center
1001 Connecticut Ave., NW
Suite 900
Washington, DC 20036
Phone: (202) 785-3891
FAX: (202) 833-5747

The Nonprofit Risk Management Center brings the skills and knowledge of experts in insurance, liability, and risk reduction to all community-serving organizations. Specialized risk management tools and services are provided for nonprofits, government operations, and corporate volunteer programs. The Center provides training and technical assistance, conducts workshops, and offers guidebooks, manuals and directories on risk management and managing volunteers within the law.

Points of Light Foundation
P.O. Box 66534
Washington, DC 20035
Phone: (202) 223-9186

The Points of Light Foundation is a nonprofit organization with a mission of engaging more people more effectively in helping to solve serious social problems. The Foundation publishes documents, conducts training events and provides networking opportunities designed to promote effective volunteer programs. The Points of Light Foundation also markets items that aid in volunteer recruitment and recognition efforts.

The Program for Female Offenders, Inc.
Anne B. Franks, Assistance Executive Director
Penn/Liberty Plaza
1520 Penn Ave.
Pittsburgh, PA 15222
Phone: (412) 642-7380
FAX: (412) 642-9118

The Program for Female Offenders, Inc. has pioneered the use of productive incarceration alternatives for nonviolent offenders and developed programs that deter repeat offenses. They offer reasonably priced resources and technical assistance to help agencies customize these successful programs to fit community needs. The Program assists in assessing needs and resources, developing a comprehensive corrections program, creating community support, searching for funds, and developing staff.

The Public Agenda Foundation
Ms. Margaret Suzor
6 East 39th Street
New York, NY 10016
Phone: (212) 686-6610

The Public Agenda Foundation is a nonprofit, nonpartisan research and education organization that works to help average citizens make informed decisions on important national issues, and to help leaders in government and the private sector better understand public attitudes. The Foundation has prepared a video and several publications which may be particularly helpful to probation and parole practitioners attempting to build community partnerships. The videotape, *Public Agenda Prison Alternatives* outlines several solutions to the problem of prison overcrowding and is available from the Filmmaker's Library at (212) 808-4980. Documents describing a series of in-depth studies of public attitudes about crime can be obtained by sending a self-addressed mailing label to: Office of Communications, Edna McConnell Clark Foundation, 250 Park Avenue, New York, NY 10017.

The Safer Society
Mr. Robert Freeman-Longo, MRC, LPC
P.O. Box 340
Brandon, VT 05733
Phone: (802) 247-3132
FAX: (802) 247-4233

The Safer Society, a nonprofit agency, is a national research, advocacy, and referral center on

the prevention and treatment of sexual abuse. The Safer Society Press publishes relevant research, studies, video and audio tapes, and books that contribute to the development of sexual abuse victim and offender treatment, primary prevention, emerging topics, training, and developments in the field.

Service Corps of Retired Executives (SCORE)
Mr. Ken Yancey
409 3rd. Street, S.W., Fourth Floor
Washington DC 20024
Phone: 800-634-0245
FAX: (202) 205-7636

SCORE is a nonprofit association providing free business counseling. SCORE has 13,000 retired and active executives in 400 chapters across the U.S. ready to volunteer their time and skills. In many locations, SCORE counselors meet with inmates or parolees to help them plan for their future employment. They advise them on how to prepare for job interviews and to meet the expectations of employers. SCORE counselors also offer advice on how to start and run a small business.

Volunteers of America (VOA)
Ms. June Koegal
VOA Northern New England
100 Middle Street
Portland, ME 04101
Phone: (207) 871-7174

VOA is a nonprofit organization committed to rehabilitating offenders and providing them with the social, spiritual and vocational tools needed to make a positive contribution to society; safeguarding the public from dangerous criminal offenders; providing prisoners with humane treatment; and reintegrating offenders back into mainstream society. VOA believes that the success of offender rehabilitation programs relies on community support and is dedicated to educating and informing the public about corrections issues. VOA works throughout the United States offering a wide range of correctional services including residential work release, electronic monitoring, restitution, substance abuse treatment, and pre-trial detention facilities.

Volunteers in Prevention, Probation & Prisons, Inc. (VIP)
Mr. Jerry Dash
163 Madison Ave., Suite 120
Detroit, MI 48226
Phone: (313) 964-1110
FAX: (313) 964-1145

VIP's role is to stimulate the development of crime prevention partnerships between communities and correctional agencies through direct citizen involvement. VIP has access to a formally developed international communications network of programs and agencies who are involved in building partnerships within their local communities. Their quarterly publication, *VIP Examiner* provides information and technical advice on the effective use of volunteers. VIP sponsors an annual forum which brings together justice system practitioners and volunteers for the purpose of education, training, networking and information exchange. VIP can also provide agencies with direct technical assistance and training on issues related to volunteers and other forms of community partnerships.

Grant Funding Organizations

Edna McConnell Clark Foundation
250 Park Avenue
New York, NY 10017
(212) 986-7050

The goals of the Edna McConnell Clark Foundation are to improve conditions for persons who are poorly or unfairly served by the established institutions of society. The foundation has five specific programs: children, disadvantaged youth, homeless families, justice and tropical disease research. A number of community-based advocacy groups receive support.

Florence V. Burden Foundation
630 Fifth Avenue, Suite 2900
New York, New York10111-0254
(212)332-1150

This private foundation focuses on two fields: Aging and Crime and Justice. Crime and Justice priorities are for programs that nurture relationships between children and their incarcerated mothers and that develop children's abilities to avoid violence and conflict with the law. Linking Lifetimes, a program that links older people with at-risk youth

and young offenders is an example of a program funded by the Florence V. Burden Foundation.

Ford Foundation
320 East 43 Street
New York, NY 10017

The Ford Foundation awards grants in six primary program areas: Urban Poverty; Rural Poverty and Resources; Human Rights and Social Justice; Governance and Public Policy; Education and Culture; and International Affairs.

Mary Reynolds Babcock Foundation
102 Reynolda Village
Winston-Salem, NC 27106-5123
(919) 748-9222

The foundation traditionally provides funds to programs in education, social services, the environment, the arts, and citizen participation in the development of public policy. Programs that work towards solving problems in the Southeast receive roughly 75 percent of the grant funds, but the foundation also makes grants on a national basis.

Public Welfare Foundation
2600 Virginia Ave., N.W.
Washington, DC 20037
(202) 965-1800

The foundation has five funding priority areas: disadvantaged youth, population, the elderly, the environment, and criminal justice.

Robert Wood Johnson Foundation
P.O. Box 2316
Princeton, NJ 08543-2316

W. K. Kellogg Foundation
400 North Ave.
Battle Creek, MI 49017-3398

United Way of America
701 N. Fairfax St.
Alexandria, VA 22314-2045
(703) 836-7100

Federal Agencies

Bureau of Justice Assistance (BJA)
633 Indiana Ave., N.W.
Washington, DC 20531
(202) 514-6278

Bureau of Justice Statistics (BJS)
633 Indiana Ave., N.W.
Washington, DC 20531
(202) 307-0765

Center for Substance Abuse Treatment (CSAT)
5600 Fishers Lane
Rockwall II, 10th Floor
Rockville, MD 20857
(301) 443-2467

National Criminal Justice Reference Service (NCJRS)
Box 6000
Rockville, MD 20850
800-688-4252

National Institute of Corrections (NIC)
320 First St., N.W.
Washington, DC 20534
(202) 307-3106

National Institute of Justice (NIJ)
633 Indiana Ave., N.W.
Washington, DC 20531
(202) 307-2942

Office of Justice Programs (OJP)
U.S. Dept. of Justice
633 Indiana Ave., N.W., Room 1300
Washington, DC 20531
(202) 307-5933

Office of Juvenile Justice & Delinquency Prevention (OJJDP)
633 Indiana Ave., N.W.
Washington, DC 20531
(202) 307-0751

Office for Victims of Crime (OVC)
633 Indiana Ave., N.W.
Washington, DC 20531
(202) 514-6444
FAX (202) 514-6383

Substance Abuse & Mental Health Services Adm. (SAMHSA)
Parklawn Building
5600 Fishers Lane, Room 12C-105
Rockville, MD 20857
(301) 443-4795