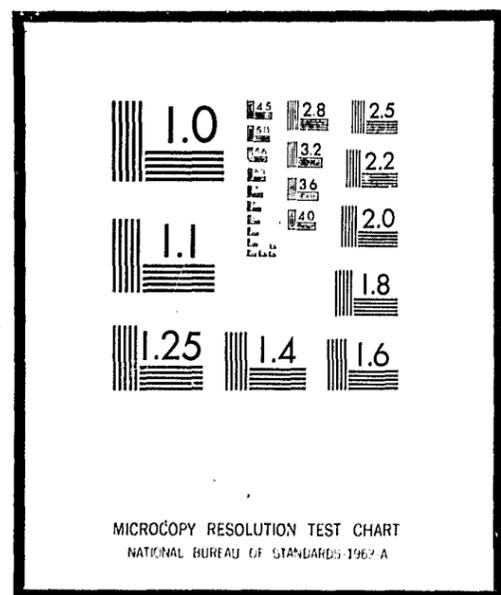


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

ALAMEDA REGIONAL CRIMINAL JUSTICE

PLANNING BOARD

Kenneth Kofman, Chairman

John F. Lenser, Executive Director

SECOND YEAR EVALUATION REPORT

OF THE COURT REFERRAL PROGRAM

submitted to:

Alameda Regional Criminal Justice Planning Board

Prepared by:

Jerry H. Langer
Associate Research Analyst

Grants Management & Evaluation Unit
Paula A. Nordine, Coordinator

Office of Criminal Justice Planning
100 Webster Street, Suite 104
Oakland, California 94607

December 1, 1974

Date filmed, 10/24/75

PREFACE

This report was prepared under the auspices of the Alameda Regional Criminal Justice Planning Board's OCJP Research Center grant which enables Planning Board staff to evaluate the performance of projects funded by the Board.

The evaluation is intended to provide written documentation and analysis of project status and progress, to identify problem areas, and to offer suggestions to improve project performance. It is hoped that this evaluation will assist the Alameda Regional Criminal Justice Planning Board, project representatives, the local unit of government, and OCJP in future project planning.

The opinions and recommendations stated in this document are those of staff. They do not necessarily represent the official position of the Alameda Regional Criminal Justice Planning Board or of its individual members.

JOHN F. LENSER
Executive Director

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I. INTRODUCTION

FINAL EVALUATION REPORT

COURT REFERRAL PROGRAM

OCJP No. 0864

Subgrantee: Human Resources Agency - Probation Department

Implementing Agency: Volunteer Bureau of Alameda County

Project Director: Ms. Barbara Morse

Contact Person: Ms. Jane Thomson

Grant Amount: \$ 47,686 Grant Period: 7/1/73 - 6/30/74

Year of Funding: ___1st 2nd ___3rd Period Covered by Report: 7/1/73 -
6/30/74

Project Description:

The Court Referral Program provides the Alameda County courts with dispositional alternatives to incarceration or fines. Through the use of this program, judges may offer convicted misdemeanants the option of performing a stipulated number of hours of community service in lieu of paying a fine or serving jail time. The court notifies the Volunteer Bureau when such a referral is made. The individual is then interviewed at the Bureau and placed in a private or public community service agency. The program impacts directly on the criminal justice system by providing the courts with alternatives to incarceration and formal probation.

II. SUMMARY AND RECOMMENDATIONS

A. Summary

The Court Referral Program operates on the philosophical premise that it is not a part of the criminal justice system. Its working assumption is based on the belief that voluntary community service is an invaluable resource. As such, its performance should be encouraged among citizens in general. The extent to which convicted misdemeanants are required to perform community service activities merely underscore the program's belief that such activities are necessary and worthwhile, regardless of the participant's background or criminal justice involvement.

The unorthodox philosophical approach notwithstanding, the program has been received quite favorably by the criminal justice system. In its first two years of operation the program has placed over 4,000 convicted misdemeanants in community service agencies. These offenders have contributed over one-quarter million hours of community service. At a rate of \$2.00 per hour, the value of the work performed is over one-half million dollars. This in itself represents a substantial benefit, given the program's two year operating budget of less than \$140,000.

During its second year, the program has experienced a 35 percent increase in referral rates over the previous year. This is a further indication of the degree of acceptance and utilization the program is receiving from the courts. The majority of the program's participants are from North Alameda County. This is reflective of the greater usage among the courts in this area, as well as the larger number of dispositions filed in North County. Nevertheless, the participation rate of South and East County convicted misdemeanants can and should be increased.

Court referral participants are for the most part individuals convicted of traffic violations, although one-third are convicted for penal code violations. A typical profile of a court referral participant is a white male or black female, both under the age of 30, with limited educational background, and in a non-employed occupational status. The majority of court referral participants perform maintenance or clerical work.

The program has successfully achieved most of its objectives. The work assignment completion rate of court referral participants has exceeded 80 percent for the second consecutive year.

The program's efforts at expanding its services among juveniles and felons have not been as successful as was anticipated. There is still great reluctance among judges to sentence convicted felons to community service work. Efforts at increasing the program's usage among the juvenile courts have encountered legal as well as practical difficulties, which have had the effect of limiting its usage among juveniles. In addition, a local consultant firm has completed a "court referral model" report. The report outlines the major components of the program and presents sample forms and job descriptions. The report will enable jurisdictions throughout the state and nation to familiarize themselves with the program and to replicate such a program in their own area.

B. Recommendations

It is recommended that:

- The Court Referral Program expand into South Alameda County on a full time basis. A South County office should be centrally located to facilitate the interviewing and placement of court referral participants. The office should be staffed with adequate personnel to insure that 100 referrals per month can be processed. It is suggested that the Probation Department allocate the necessary resources to expand the project into South County.
- The County Probation Department supports the project by providing funding for the 1974-1975 fiscal year. In addition, a mechanism should be established whereby appropriate Court Referral administrative structures can be discussed and resolved, with a view toward allowing for the continued autonomy of the project.
- The project limits its activities to adult misdemeanor cases. The inappropriateness of utilizing court referral as a dispositional alternative for juveniles and felons has been well documented during the first two years of project operations. It is suggested that the project continue to expand its services in misdemeanor cases, particularly for penal code violations.

- Project Staff assume additional responsibility for following-up on cases which do not report for (1) the initial court referral interview and/or (2) agency work assignments. It is suggested that additional staff be hired to perform this function and that a systematic procedure be established with the courts to provide immediate feedback on those cases which do not report for their interview or work assignment.
- A cost-benefit analysis be undertaken to assess the efficiency and relative effectiveness of the Court Referral Program. Such a study should be undertaken by the Office of Criminal Justice Planning or the Probation Department.

III. PROJECT OPERATIONS

A. Organizational Structure

The administrative structure of the project may be divided along two lines: program and fiscal. Programatically the Court Referral Program operates under the aegis of the Volunteer Bureau of Alameda County. The Volunteer Bureau serves as the coordinating unit of voluntary services in the County. The County, which is the "official applicant" of the CCCJ grant, has designated the Department of Probation to act as the fiscal agent. The two organizational structures are depicted in Figures 1 and 2. As can be noted by the figures, the Probation Department, County Auditor-Controller, and Regional OCJP are all assuming administrative responsibilities. The Probation Department acts as the fiscal agent for the project. Its major responsibility lies in maintaining the project's accounts to insure effective financial control and fiscal integrity. The Department is responsible for classifying, recording, summarizing and reporting all financial transactions. The County Auditor-Controller acts as the "reviewer" of the Probation Department's fiscal activities. The Regional OCJP performs the function of coordinating and providing technical assistance to insure compliance with State OCJP fiscal regulations.

As can be seen by the lines of authority in Figures 1 and 2, accountability for fiscal aspects are somewhat different from those of programmatic areas. These differences in administrative structures have caused confusion at times, particularly in fiscal matters. Since neither program personnel nor the Volunteer Bureau are "directly" responsible for fiscal accountability, the operational question of who does what to insure fiscal integrity becomes problematic. The Probation Department, County Auditor-Controller, and Regional OCJP are all assuming partial responsibility for various fiscal functions. Unfortunately, the question of where one agency's task begins and another's ends has not been set to policy. Consequently, the project's director and coordinator have found themselves "caught in the middle" when agency assumed tasks were not followed through on. As a result, the project coordinator has insisted that a number of specific fiscal procedures be placed in writing so as to prevent future ambiguity and confusion. Regional OCJP staff have worked closely with project personnel and all agencies involved, to clarify fiscal roles and responsibilities.

The programmatic administration is rather straightforward. The primary units assuming responsibility for and having an effect on the programmatic aspect are confined to the Courts, Volunteer Bureau, Regional OCJP and the project itself (see Figure 2). The Probation Department acting as

Figure 1. Court Referral - Fiscal Structure

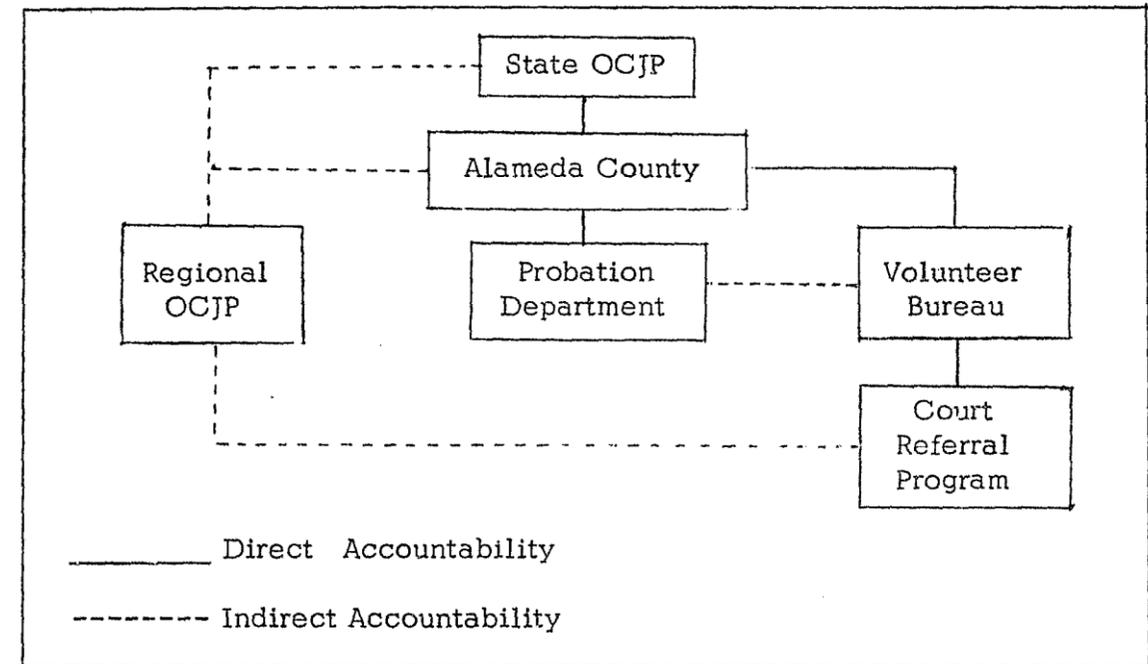
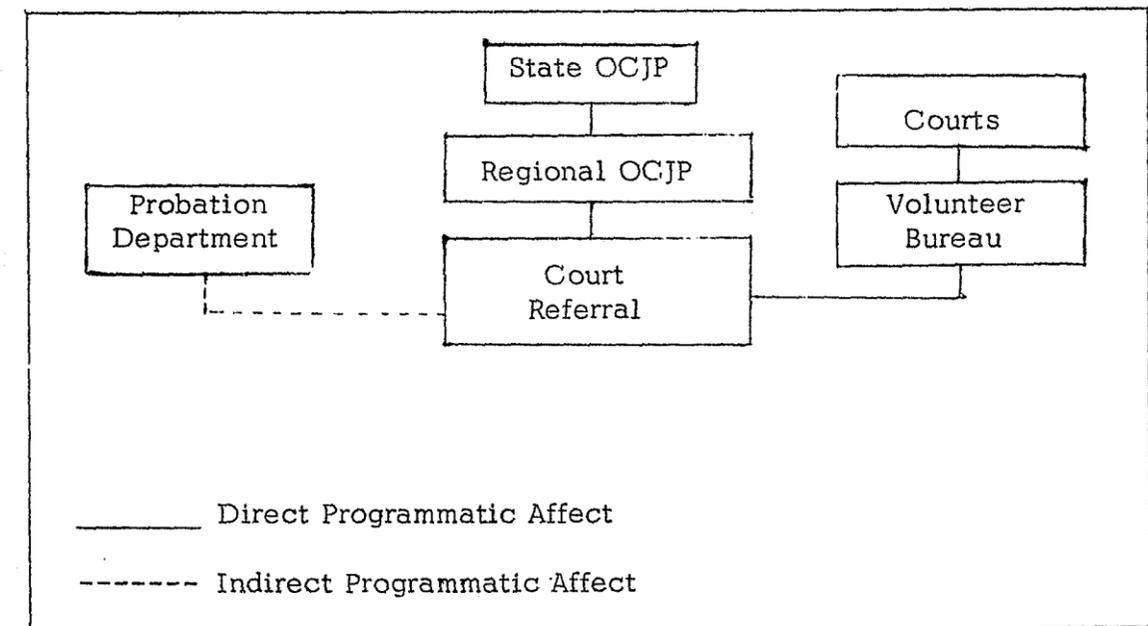


Figure 2. Court Referral - Program Structure



the administrative unit on behalf of the County is only marginally involved with the day-to-day operations of the program.

The Regional OCJP involvement is due to the contractual obligation it has in assuming conjunct responsibility for evaluating the effectiveness of the project as well as its grants management function. The Courts as principle users of the project's services exercise considerable influence over program referrals. The Volunteer Bureau assumes the formidable task of providing linkages with community service agencies, thereby establishing the parameters of agency referrals and services provided.

The programmatic structure is heavily dependent on the responsiveness of the Courts and more specifically on the personal idiosyncrasies of the particular judges. For example, the degree to which the program is successful in placing felons in community service agencies is for the most part beyond the control of the project. If judges feel that felony cases are not appropriate for referral then there is little the program can do administratively to impact on felony sentencing.

B. Personnel

The project consists of three full time and four part-time staff members (see Figure 3). The Project Coordinator is responsible for the overall administration and development of the program, liaison with the Alameda County Probation Department, as well as for required reporting to the Office of Criminal Justice Planning. The coordinator oversees daily operations in the Oakland office, works with the courts, probation officers and agency personnel to maintain and improve effectiveness of program procedures. In addition the coordinator gathers data for the quarterly progress reports according to OCJP standards and provides source documentation for all fiscal reports.

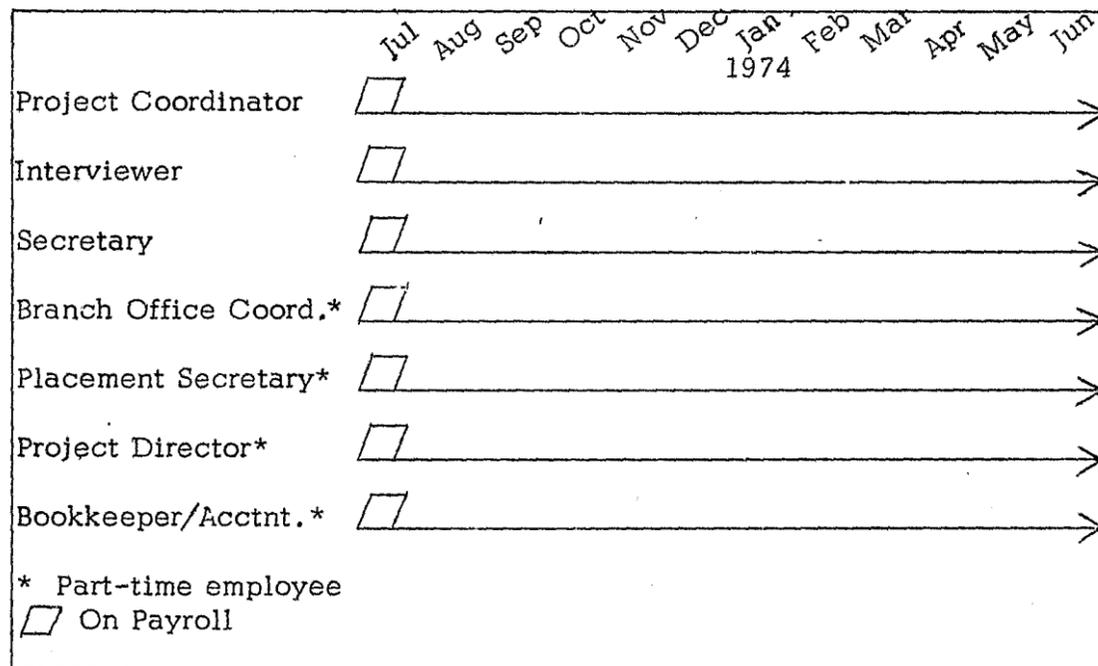
The Interviewer screens, makes placements, does follow-up and reports to the courts. The Branch Office Coordinator supervises all South County operations: interviews, does follow-up, maintains records, and provides liaison with court and probation personnel. All professional staff members keep community service agency requests updated; the Branch & Project Coordinators develop new placements and consult with agency personnel to enhance existing volunteer programs.

The clerk-typist books appointments, types correspondence and reports, keeps files and daily statistical records. The efforts of paid staff are supplemented by interviewing, follow-up and clerical

work done by several capable volunteers, some of whom have been referred by the courts.

In addition a bookkeeper/accountant is employed for 10 hours per week to keep accounts and prepare budget reports. An increase in referrals from Southern Alameda County necessitated the employment of a half-time placement secretary. There has been no staff turnover since the beginning of the current contract year. All personnel currently employed by the project meet job specification requirements outlined in the CCCJ grant contract. The actual duties of staff adhere to those described in the grant contract and salaries are commensurate with the duties and responsibility of staff.

Figure 3. Court Referral Staff



C. Project Philosophy

The Court Referral Program does not assume a strong advocacy position for the purpose of improving the court system or to bring about judicial reform. There is no attempt to single out judges who are not utilizing court referral. There are no efforts underway to publicize the program

nor to solicit defendants. In contrast the program has taken a rather low-keyed approach, choosing to serve at the behest of the courts.

The philosophy behind this low-keyed approach is historical as well as pragmatic. The program was started in 1966 by a local judge as an alternative to incarcerating select misdemeanants. With the cooperation of the Volunteer Bureau, the program had been operational for five years prior to CCJP funding. During these years, the program served as a discretionary alternative that could be utilized by the courts. This approach has continued to be the focus of the program.

The involvement of the Volunteer Bureau further deemphasizes "rehabilitating defendants" or "improving the criminal justice system." The program continually emphasizes the fact that it is not an arm of the criminal justice system. Defendants referred from the Courts are treated and viewed as persons wanting to volunteer for community service, not as criminals. In its instructions to defendants, the following information is conveyed:

"The Volunteer Bureau of Alameda County is not a part of the Court, the Probation Department, or any other law enforcement agency. It is a private, non-profit agency which deals with people who wish to help their community on a voluntary basis, and places them where their help is needed in schools, clinics, Boys' Clubs, ecology centers, etc. People like you who are referred by the Courts, make up only a portion of those volunteers performing community service in Alameda County."

The issue of rehabilitation or alternative disposition is a secondary consideration. The program's primary concern is in exposing individuals to community service and to assist community based agencies in obtaining temporary personnel. Perhaps it is this philosophy which explains the success of the program and accounts for the high esteem in which it is held by certain judges.

D. Project Activities

Programmatically the project involves three principle phases:

- Defendant referral from the court.
- Project interview and agency placement.
- Follow-up on hours assigned to defendant.

1. Court Referral

The first phase i.e. defendant referral, is at the discretion of the judge. The project does not have interviewers in the jails nor in the courts soliciting and informing defendants that they may qualify for diversion into the program. Instead, judges are aware of the program and use their discretion in determining whether a defendant should be given the option of community services. On occasions, judges may ask for the recommendation of probation officers. Judges are asked to use the following guidelines in determining the feasibility of referring individuals to the Court Referral program:

- Males and females must be 16 years of age; in the case of minors consent of parent or guardian must be obtained.
- Individuals must have a stable pattern of behavior, free of any known assaultive, aggressive, or hostile conduct.
- Individuals who have a physical or emotional problem could be considered eligible. However, anyone recovering from a serious accident or illness, or who is taking medication which could produce side effects impairing his/her working ability or concentration, would not be acceptable.
- Individuals thought to be most suitable for referral are those who have evidenced a clear understanding of the role of the Volunteer Bureau as a helping agency and a real willingness to participate in community service.
- Above all, there must be reasonable evidence that the individual has sufficient education and ability to enable him to perform an assigned task - however simple - adequately and willingly.

If the defendant accepts the option of community service, he/she is given a specific number of work hours and placed on either court or formal probation. The program is then notified of the court's dispositional alternative and the offender is required to make an appointment with the Court Referral project.

The majority of referrals are from Municipal Courts in Northern Alameda County (see Table 1.) As can be noted by Table 1, the courts utilization of the program increased substantially - up 35.3

percent from fiscal year 1972 , the largest increase coming from Northern County Courts. The three municipal courts in North Alameda County referred 47.5 percent more persons during fiscal year 1973 than 1972. The only decreases in referral rates were among juvenile and superior courts. Reasons for this drop will be discussed in section IV of this report.

Table 1. Source of Participant Referrals

Courts and Jurisdiction	Referrals		
	FY 1972	FY 1973	% changed '72 - '73
Municipal Courts -			
North County	1244 (67.3%)	1835 (73.4%)	+47.5
● Oakland - Piedmont	887	1397	+57.4
● Berkeley - Albany	269	284	+ 5.6
● Alameda	88	154	+75.0
Municipal Courts -			
South County	520 (28.1%)	582 (23.3%)	+11.9
● San Leandro - Hayward	340	364	+ 7.1
● Fremont - Newark - Union City	159	186	+17.0
● Pleasanton	16	21	+31.2
● Livermore	5	11	+120.0
Others	84 (4.5%)	79 (3.2%)	- 6.0
● Superior Court	41	29	-29.3
● Juvenile Court	24	9	-62.5
● Courtesy Placements	19	41	+115.8
TOTAL	1848	2501	+35.3

Source: Court Referral Quarterly Progress Reports

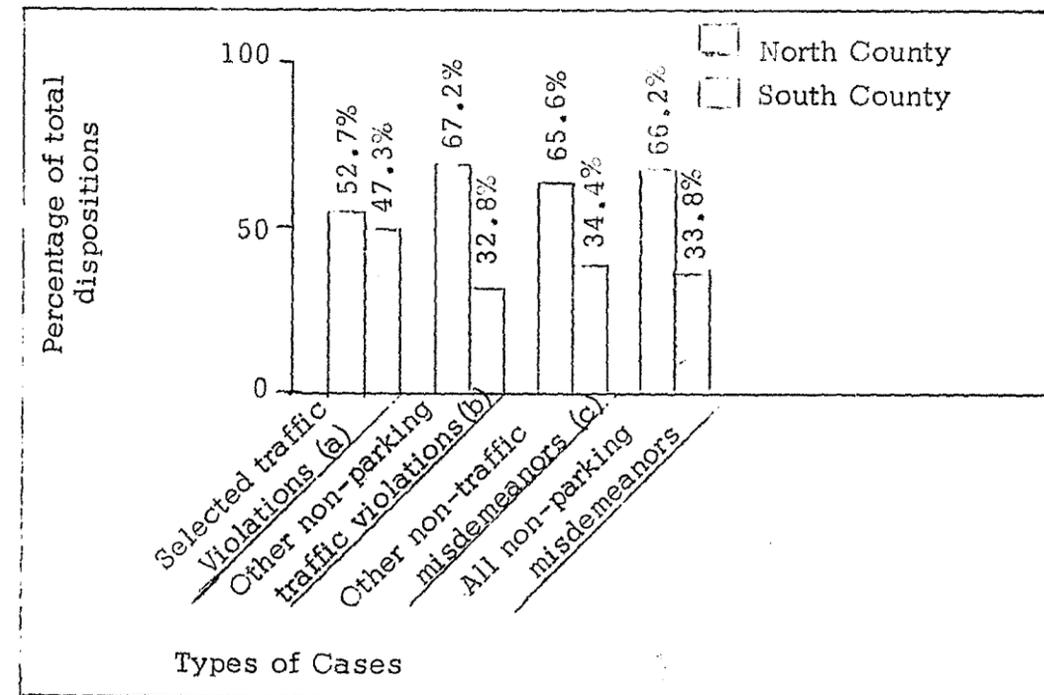
The ratio of North to South County referrals was 67 to 28 in FY 1972 , and 73 to 23 in FY 1973 (see Table 1). An analysis of 1972 Alameda County Municipal Court dispositions reveals that for all non-parking misdemeanors, the ratio was 66 to 34 along the North - South County split (see Figure 4.) that is , 34 percent of all non-parking misdemeanor dispositions were handled in South County Municipal Courts. Court referral statistics indicate that only 28 (FY 1972)

and 23 (FY 1973) percent of all participants were referrals from South County. It appears that there is a potential for a fifty percent increase in the South County referral rate. Reasons cited for the under-representation of South County participants are numerous. They include the following:

- limited program staff
- reluctance of South County judges to utilize program
- geographical problems pertaining to transportation
- limited local placement agencies
- part-time court referral branch office
- greater ability of defendants to pay fines

The branch office in South County is staffed by a coordinator and placement secretary, both employed part-time. They are responsible for the screening and placement of all court referrals within the four judicial districts of South County. Their jobs entail considerable travel and communication with the Oakland office. The physical location of the Hayward branch office is a rented room in a local church. In Fremont, staff utilize whatever space can be made available by the City's Recreation Department. The South County facilities and staff allocation are not adequate to meet the potential need for the program in this area.

Figure 4. Alameda County Municipal Court Dispositions for FY 1972



a- some of the more serious traffic offenses, i.e., violations of Sections 14601, 20002, 23102, 23103, 23104 and 23106 of the Vehicle Code have been reported separately.
 b- Excludes violations of sections specified in (a) above.
 c- Excludes intoxication cases.

Source: 1974 Judicial Council Report

Of all the offenders referred to the program only a small portion are placed on formal probation (see Table 2). Since the majority of infractions are traffic violations, judges feel that the formal probation status is not warranted. In fact, the program fulfills a quasi-probationary role by maintaining contact with the individual until the completion of his/her assigned hours. This contact often insures the courts that they will be advised of any change in a participant's status, thus alleviating the necessity for formal probation.

Table 2. Court Referral Participants Under Formal Probation Supervision

Status	Number and Percentage of Cases - FY 1973
On Probation for Offense	498 (19.9%)
Not on Probation for Offense	2003 (80.1%)

Source: Court Referral Quarterly Progress Report

Two-thirds of the court referral participants have been convicted of vehicle code violations (see Table 3). Of the vehicle code violators 23 percent were convicted of drunk driving. The majority of vehicle infractions were misdemeanor moving violations. Nearly 30% of participants were convicted of penal code offenses. Penal Code offenses represent a wide range of infractions from drug possession to grand theft. Over 40% of penal code convictions were for petty theft or malicious mischief. The more serious crimes such as burglary, robbery, battery or assault represented only 4 percent of the total number of infractions. This clearly points out that while the courts are readily disposed to utilize the program as a dispositional alternative for minor crimes, they are very reluctant to exercise this option for the more serious misdemeanor violations. The implications for expanding the program to felony cases thus become self-evident.

Table 3. Nature of Offense of Court Referral Participants

Violations	Number and Percentage of Infractions			
	FY 1972	%	FY 1973	%
Vehicle Code	1172	61.4	1732	66.7
Penal Code	697	36.5	753	29.0
Other Offenses	39	2.0	110	4.2
Total	1908*	99.9+	2595*	99.9+
* Totals exceed number of referrals due to multiple charges in some instances. + Does not equal 100.0% due to rounding.				

Source: Court Referral Quarterly Progress Reports

The number of hours assigned to an individual is determined by the judge, taking into consideration such items as the nature of the offense, availability to perform work, access to transportation, family responsibilities, age and health of defendant, skills, etc. The majority of participants are assigned less than one week of work (see Table 4). This again is a reflection of the fact that most offenders are convicted of minor traffic offenses. Court referral participants contributed over 100,000 hours of community service work in FY 1972 and over 140,000 hours in FY 1973. This represents a substantial effort at providing increased resources to the community.

The majority of court referral participants are male, although the proportion of females in the program has been rising. Females now comprise over 47 percent of all participants (see Table 5). Ethnic minorities have also increased their participation. During FY 1972, minorities represented 42.5 percent of all participants. IN FY 1973, this percentage had risen to 50.7 percent, an increase of 19 percent. Black defendants represented the largest increase in minority participants, increasing in numbers from 540 in FY 1972, to 965 in FY 1973, an increase of almost 80 percent. Nearly two-thirds of the participants are between 18 and 30 years of age. During FY 1972, this age group represented over 72 percent of all participants. With respect to educational background nearly 3 out of every 10 participants have not completed high school. While 16.6 percent of the participants listed their occupation as students, only a small portion of these are high school students. Less than $\frac{1}{2}$ of 1 percent of all participants were under the age of 18, the normal age of high school graduates. The relatively low educational level - 59 percent had no education beyond high school - is also reflected in the occupational status of participants. Nearly one out of every four participants is unemployed. This is significantly higher than the local unemployment rate. These last two statistics - education and employment - are indicative of the need for a Court Referral Program. It may be inferred that for many individuals the payment of a fine or incarceration would impose hardships that serve neither the interest of justice nor the community at large.

The type of work court referral participants perform varies considerably. The majority - over 60 percent - perform maintenance or clerical related work (see Table 6). Maintenance includes both skilled and unskilled functions such as: animal care, school watchman, recycling, janitorial, repairs, etc. Clerical work includes typing, filing, collating, addressing, etc. The type of work performed is often limited by participants' educational level and occupational status as well as the availability of supervision among the participating agencies. It must be noted that the Court Referral Program is not an employment and/or educational assistance project. Though certain defendants, particularly those that are unemployed, may be better served by employment oriented diversion programs, the majority of participants are simply performing less than 40 hours of work in lieu of a court imposed fine and/or incarceration.

Table 4. Hours Assigned to Court Referral Participants

Hours Assigned	Number and Percentage of Referees			
	FY 1972	%	FY 1973	%
4 - 16	538	29.1	749	29.9
17 - 40	575	31.1	702	28.1
41 - 80	326	17.6	460	18.4
80 - 160	274	14.8	366	14.6
Over 160	132	7.2	215	8.6
Not Available	3	0.2	9	0.4
Total	1848	100.0	2501	100.0

Source: Court Referral Quarterly Progress Reports

2. Interview and Placement

After being notified by the court of the hours assigned, the offender contacts the Volunteer Bureau and schedules a personal interview. At the time of the interview the individual is oriented to the Volunteer Bureau and the Court Referral Program. Emphasis is placed on the fact that the Bureau is not part of the Court, Probation Department or any other criminal justice agency. The offender is considered as a person who wishes to help the community on a voluntary basis.

Court Referral interviewers screen the individual as to background, employment experience, education, interests, availability, and other factors affecting community service placement. The program staff then match these factors with community organizational needs in order to find an appropriate placement. The project has over 400 community agencies on file from which it can select and place people.

Once a mutually agreed-upon placement has been worked out, the community agency is contacted and the individual begins his work. The agency assigns a supervisor to the court referral participant and maintains a record of the hours worked. Aside from the supervisor, no one in the agency is informed that the individual is a convicted offender or a court referral placement.

Table 5. Socioeconomic Characteristics of Court Referral Participants

Characteristic	Number and Percentage of Referees			
	FY 1972	%	FY 1973	%
<u>Sex</u>				
Male	1022	55.3	1320	52.8
Female	826	44.7	1181	47.2
<u>Ethnicity</u>				
Caucasian	1061	57.4	1217	48.7
Black	540	29.2	965	38.6
Chicano	185	10.1	241	9.6
Oriental	20	1.1	17	0.7
American Indian	19	1.0	24	0.9
Other	20	1.1	15	0.6
Not Available	2	0.1	15	0.6
<u>Age</u>				
Under 18	22	1.2	11	0.4
18 - 21	593	32.1	651	26.0
22 - 30	718	38.9	999	39.9
31 - 40	259	14.0	412	16.5
Over 40	249	13.4	409	16.4
Not Available	9	0.5	19	0.8
<u>Education</u>				
Some High School	500	27.1	740	29.6
Completed High School	546	29.5	736	29.4
Some College	603	32.6	757	30.3
Completed College	177	9.5	242	9.7
Not Available	21	1.1	25	1.0
<u>Occupational Status</u>				
Student	357	19.3	416	16.6
Employed	545	29.5	866	34.6
Unemployed	426	23.1	617	24.7
Not in Labor Force	513	27.8	574	23.0
Not Available	7	0.4	28	1.1

Source: Court Referral Quarterly Progress Reports

Table 6. Types of Work Performed by
Court Referral Participants

Category	Volunteers Referred			
	FY 1972	%	FY 1973	%
Maintenance	406	22.0	767	30.7
Clerical	486	26.3	751	30.0
Professional	226	12.1	228	9.1
Recreation	181	9.8	221	8.8
Child Care	68	3.7	147	5.9
Para-Medical	101	5.5	135	5.4
Artistic Work	67	3.6	75	3.0
Tutors	40	2.2	91	3.6
Aide to Handicapped	42	2.3	55	2.2
Other	231	12.5	31	1.2
Total	1848	100.1*	2501	99.9*

* Does not equal 100% due to rounding.

Source: Court Referral Quarterly Progress Reports

3. Follow-Up

The final phase of the program concerns itself with the completion of the hours assigned by the courts. Both the community service agency and the court referral participant keep records of the hours worked. Upon completion of the appropriate hours the Court Referral Program is notified by the participant. The program in turn verifies the participant's hours through agency records and then contacts the courts. In the event the individual does not complete the hours assigned, within the designated time frame, the matter is referred back to the court for further disposition. For those participants that complete their assignment no further action is taken.

E. Project Future

The Court Referral Program is completing its second full year under CCCJ funding. The project is currently receiving an additional seven month grant beginning in July 1974, for completion of its 36

month grant duration. Future program plans are contingent on funding from the County Probation Department. The Department has currently included the program in its 1974-75 budget subject to review and approval by the County Administrator and Board of Supervisors. Though it may be premature at this time, it would be to the advantage of the program coordinator, the project director and the program's board of directors to develop those working relations and lines of authority best suited for the program in the event that the Probation Department assumes full financial responsibility.

One of the aspects which has enabled the program to be a success is its ability to maintain an autonomy and identity apart from that of the criminal justice system. To maintain this autonomy and identity, it is suggested that the program continue to operate on a contractual basis with the County rather than being integrated into the operation of the Probation Department. If the Probation Department sponsors the project in the future, the same degree of flexibility and autonomy which presently exists should be maintained.

F. Recommendations

It is recommended that:

- The Court Referral Program expand into South Alameda County on a full time basis. A South County office should be centrally located to facilitate the interviewing and placement of court referral participants. The office should be staffed with adequate personnel to insure that 100 referrees per month can be processed. It is suggested that the Probation Department allocate the necessary resources to expand the project into South County.
- Project Staff assume additional responsibility for following-up on cases which do not report for (1) the initial court referral interview and/or (2) agency work assignments. It is suggested that additional staff be hired to perform this function and that a systematic procedure be established with the courts to provide immediate feedback on those cases which do not report for their interview or work assignment.
- The County Probation Department supports the project by funding for the 1974-1975 fiscal year. In addition, a mechanism should be established whereby appropriate Court Referral administrative structure can be discussed and resolved with a view toward allowing for the continued autonomy of the project.

IV. PROJECT IMPACT

A. Project Effectiveness

Effectiveness may be defined as the project's ability to achieve its overall program objectives. The project's objectives as stated in its second year CCCJ contract are as follows:

- Provide alternative dispositions, county-wide, for selected misdemeanants, felons, and juveniles.
- Interview and place at least 125 offenders each month in community service activities.
- Increase Superior Court placements by 25 percent.
- Achieve an 80 percent success rate among interviewees for completion of community service assignments.
- Develop a written model of the Court Referral Program for use in other jurisdictions.

Project personnel are operating on a full-time basis in North County and part-time in South Alameda County. While the project is quite successful in placing convicted misdemeanants in community service agencies, judges are very reluctant to refer felons and juveniles.

Statistics for the two-year period covering FY 1972-1973 reveal that only 70 referrals have come from Superior Court and 33 from Juvenile Court (See Table 1). These referrals represent only 2.4 percent of all participants. Juvenile referrals have dropped from 24 to 9 during the second year. The difficulties associated in establishing a juvenile component are many. According to project staff and probation department administrators, it is felt that community service placement is less appropriate for juveniles. While most juveniles interviewed completed their assignment, placement was difficult. Juveniles are available at hours inconvenient to most agencies, frequently have transportation problems, and need close supervision. In addition judges are reluctant to require parents to sign liability waivers, a requirement of all participants.

The objective of increasing Superior Court placements by 25 percent has not been met. The referral of felons decreased during the second year from 41 to 29, a drop of 29.3 percent. Placement of felons is limited in large part, by the nature of the offense. Very few judges

hear cases that they feel are appropriate for referral. This is due to judges' propensity against utilizing court referral as a dispositional alternative in cases where the crime is punishable by death or imprisonment in a state penitentiary. Project staff have made concerted efforts at expanding the program to include felons. However, it does not appear that the courts are willing to utilize court referral as a dispositional alternative in these cases. It is concluded that unless there is a considerable shift in public as well as judicial attitude toward the "punishment" of convicted felons the project will continue to be limited to participants convicted of minor crimes.

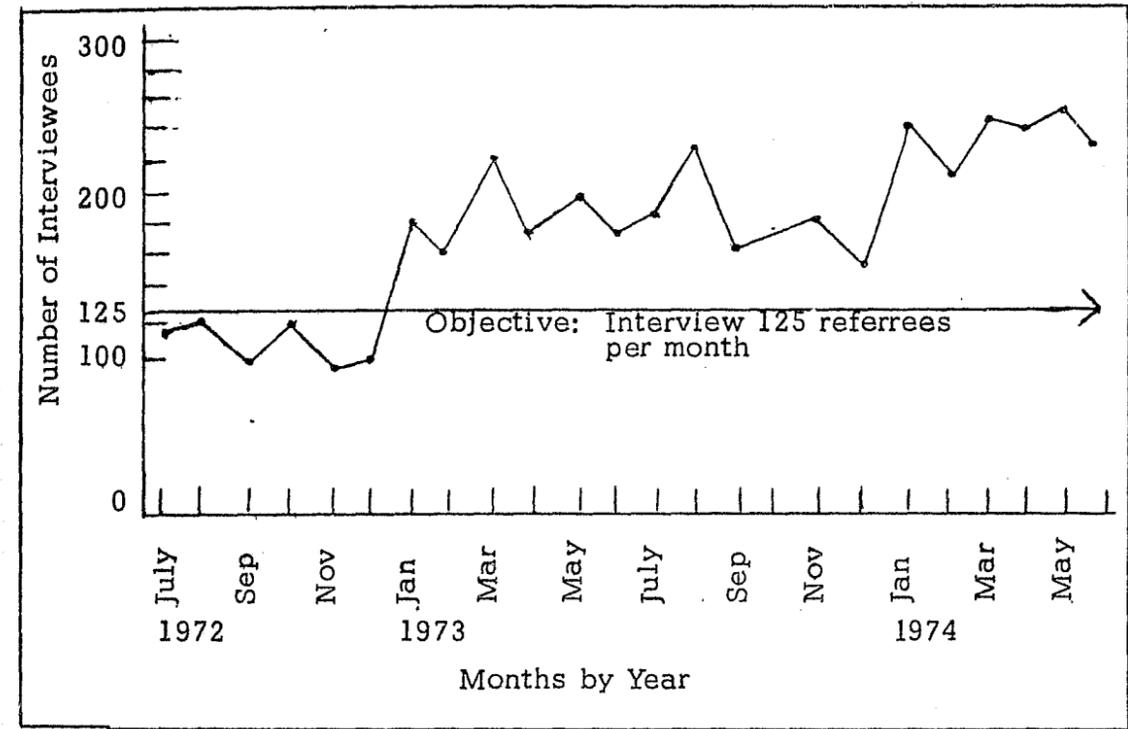
The objective of interviewing and placement of 125 offenders each month has been exceeded by a wide margin during the first two years (see Figure 5). During 1972, a monthly average of 154 participants were interviewed. Of this total only 28 or 1.5 percent were not placed because they were "unsuitable". In FY 1973, the average monthly interview rate rose to 208, an increase of 35 percent. Of this total only 50 or 2.4 percent were not placed. Those cases which are deemed "unsuitable" are returned to the court for other dispositions. Reasons for non-placement vary but include the following:

- Lack of useable skill.
- Inappropriate attitude
- Lack of mobility
- Severe mental or physical health problems.

As stated in its objectives, the completion rate for court referral participants is expected to be 80 percent. Completion rates were calculated for all participants except those which were still working on assignments or were returned to the court because they were "unsuitable" for placement. Figures indicate that the 80 percent completion rate has been achieved (see Table 7). Although the completion rate dropped slightly from 83.6 percent in FY 1972, to 81.4 percent in FY 1973, it continues to exceed the stated objective.

A number of no hours are reflected in the statistics. This category consists of persons who are directed to report to the program by the court but who do not contact the program or report for their scheduled interview. When known, these cases are referred back to the court which in turn issues a bench warrant or assigns another interview date. Project staff assume only partial responsibility for following up on no-show cases. If the no-show clients are eliminated from the calculation, the completion rate is even higher: 88.7 and 89.3 percent

Figure 5. Number of Court Referral Participants Interviewed



Source: Court Referral Quarterly Progress Reports

Table 7. Completion Rate of Court Referral Participants (Inactive Cases)

Status	Participants			
	FY 1972	%	FY 1973	%
● Completed Assigned Hours	1285	83.6	1627	81.4
● Partial Completion	125	8.1	195	9.8
● No Hours	128	8.3	177	8.9
Total Inactive Cases	1538	100.0	1999	100.1*
* Exceeds 100% due to rounding				

Source: Court Referral Quarterly Progress Reports

respectively for fiscal years 1972 and 1973. Upon completion of their assigned hours, a number of participants continue to provide additional hours or volunteer on a regular basis. Over the two year period covering FY 72-73, 345 individuals or 11.8 percent of those completing their assignment, continued to volunteer.

The final objective stated in the contract, pertains to the development of a court referral model. Under contract to the Bay Area Social Planning Council a "Model Court-Ordered Work Program" report has recently been completed. The model addresses itself to four components of the Court Referral Program:

- Administrative organization
- Program Operation
- Staffing
- Finances

In addition to a description of the various components several sample forms and job descriptions are presented in the appendices of the report. The program received 500 copies of the report for general distribution. Many other jurisdictions from within the state, as well as other parts of the country, have inquired regarding the function and establishment of such a program. The success of the program would seem to warrant its replication in other communities.

B. Client Evaluation

Upon completion of their work assignment, select court referral participants are requested to evaluate their experience with the program. A review of these responses reveals a near unanimity of opinion regarding the program's usefulness. The responses to the question: "Do you think this program of referring persons for volunteer services is of value as an alternative to jail or paying a fine?" indicate that there is overwhelming participant agreement as to the need and value of the program. Some participants felt that the program provided an alternative for persons without the financial resources to pay fines. Others thought that it provided them with the opportunity to serve the community and to gain valuable experience in the process.

Some typical responses to the above question were:

- Definitely, serving time wastes time, serving people is constructive both for the people served and the person serving.
- Yes, personally I didn't have fine money yet I felt I was doing something useful to help others.
- I am poor and could not have paid the money. Volunteer service is a very good alternative to jail.

In response to the question: "Do you feel that this was a good placement?", most people indicated that it was worthwhile placement and that they learned something from their work. Participants felt that the work experience oriented them to agencies within the community, the problems these organizations are facing and attempting to ameliorate, and how community groups are dealing with the social problems. While most replies were positive, the question: "Has this work been of any value to you personally", elicited a number of negative responses. In some instances, negative responses were the result of false expectations, such as an unemployed person hoping to find permanent employment as a result of the volunteer experience. In other cases, persons complained about the mundane and boring nature of the work to which they were assigned.

On the whole, the evaluations were very positive, implying that the experience was more than an alternative to fine or incarceration, and that it served to raise social consciousness and orient people to a part of their community which may heretofore have been beyond their interest.

C. Court Responsiveness

Since the courts and specifically judges are the primary users of the program, their utilization of the program's services is paramount to project effectiveness. As such, the various ways in which judges perceive the program will directly affect the day-to-day referral rate to the program. It is this very issue which has precluded the project from impacting on juvenile and felony defendants.

While not attempting to delve into the personal idiosyncrasies of particular judges the following interpretations have been given for utilizing the program:

- Judge A feels that the program serves primarily as a dispositional alternative for indigents.
- Judge B utilizes the program for indigents, as well as those for whom a fine or incarceration does not mean anything.
- Judge C uses the program in instances when the crime does not warrant a jail sentence and/or a fine.
- Judge D sees the program primarily as showing defendants that community service is a healthy and positive thing to be involved in.
- Judge E utilizes the program only as a last alternative after exhausting other pre-trial diversion possibilities.

Although not mutually exclusive, the circumstances under which clients are referred to the program vary considerably. For the most part they fall completely within the discretion of the judges. However, regardless of the circumstances under which judges refer participants, they unanimously agree to the need for such a program. In a recent study completed by the Bay Area Social Planning Council, it was found that 96 percent of the judges in Alameda and San Mateo County felt that court work projects such as the Court Referral Program were "very important" to continue.

D. Project Efficiency

Program efficiency focuses on the relationship between effectiveness and cost. The relative cost associated with the achievement of pre-stated objectives is often of great importance in assessing the "worth" of publicly financed programs. The Court Referral Program is in its third and final year as an "experimental and demonstration" project funded by the Law Enforcement Assistance Administration. With the termination of federal funds, local units of government must make the difficult choice of whether to continue funding the project. The program has demonstrated its effectiveness viz. meeting pre-stated criminal justice impact objectives, yet the question of efficiency remains.

To provide policy makers with additional information in making crucial funding decisions, Regional OCJP staff are planning to undertake a cost-effectiveness evaluation of the Court Referral Program. The

methodology for such a study is attached to this report (see Appendix). It is anticipated that such a study will commence in January 1975.

E. Recommendations

It is recommended that:

- The project limit its activities to adult misdemeanor cases. The inappropriateness of utilizing court referral as a dispositional alternative for juveniles and felons has been well documented during the first two years of project operations. It is suggested that the project continue to expand its services in misdemeanor cases, particularly for penal code violations.
- A cost-benefit analysis be undertaken to assess the efficiency and relative effectiveness of the Court Referral Program. Such a study should be undertaken by the Office of Criminal Justice Planning or the Probation Department.

V. EVALUATION METHODOLOGY

A. Approach

Several traditional research approaches were used to generate information for the second year evaluation report. First, all extant data and information were analyzed to provide an overview of project activities and a context for the evaluation effort. Extant data included, but was not limited to, project generated reports, criminal justice statistical summaries, previous evaluation reports, legal contracts, and other relevant literature. Second, new data bases were developed through on-site visits, unstructured interviews, and non-participant observation. These sources were used to provide qualitative and subjective data on project operations.

Three extensive site visits were made between the months of February and August 1974. The purpose of these site visits was to solicit information regarding various aspects of project operations. An unstructured survey instrument was administered to the administrative staff of the program. Data pertaining to the following areas was collected and analysed:

- project administration and personnel
- project implementation
- technical and fiscal components

The site visits also served to facilitate extant data retrieval and provided for limited non-participant observation. Project records pertaining to the subjective assessment of the Court Referral Program by participants, judges, and agencies were also collected and analysed.

During on-site visits, a limited observation of the program's interview process was conducted. This provided additional insight into the interaction of the program staff with court referral participants. Finally, an extensive literature research was undertaken to provide a full understanding of the Court Referral concept as well as to provide a complete context for the evaluation activities. The literature survey included the review of pertinent journal articles, previous evaluation reports, various reference publications, project authored reports and other relevant literature.

B. Project Effectiveness

Project effectiveness refers to the extent to which pre-stated objectives have been achieved. The program's second year CCCJ contract lists

five specific objectives which must be met for purposes of contract compliance. These objectives were developed jointly by project administrators and Regional OCJP staff at the beginning of the contract year. The objectives are all quantifiable and readily lend themselves to measurement.

All data used in the outcome analysis was collected and summarized by Court Referral staff. Quarterly progress reports submitted to the Regional OCJP office served to provide information regarding participant's placement rates and completion of work assignments. Data was of sufficient detail to provide additional information regarding the interviewing, placement, and follow-up of court referral participants.

Due to time and monetary constraints the information submitted by the program was not verified for its reliability or validity. However, based on the working relationship of this office with the project over the past two years and the experiences of previous evaluators, it is concluded that the data submitted is as accurate and complete as is possible. The data should be viewed as the best information available from the program, but not as conclusive.

Analysis of data was limited to frequency counts and percentiles. Whenever possible, efforts were made to identify data trends that were significant. However, the limitation of these trends must be noted since no test of "statistical significance" was utilized.

VI. APPENDIX

COURT REFERRAL PROGRAM
COST - EFFECTIVENESS METHODOLOGY

A. Introduction

This methodology is designed to determine the cost-effectiveness of the Alameda County Court Referral Program. The Court Referral Program provides the Alameda County Courts with a dispositional alternative to incarceration, fine, or formal probation. Through this program, judges may offer convicted misdemeanants the option of performing volunteer work in a community service agency for an assigned number of hours within a specific time period. The successful completion of such an assignment is in lieu of paying a fine or serving jail time.

The Court Referral Program is operated under the auspices of the Volunteer Bureau of Alameda County, a private non-profit organization, which has been in existence since 1947. When the court deems that community service work is a viable alternative to incarcerating or fining a convicted defendant, the individual is assigned a specific number of hours and referred to the Volunteer Bureau. After being notified by the court of the hours assigned, the offender contacts the Volunteer Bureau and schedules a personal interview. At the time of the interview, the individual is oriented to the Volunteer Bureau and the Court Referral Program. Emphasis is placed on the fact that the Bureau is not part of the Court, Probation Department or any other criminal justice agency. The offender is considered as a person who wishes to help the community on a voluntary basis.

Court Referral interviewers screen the individual as to background, employment experience, education interests, availability, and other factors affecting community service placement. The program staff then match these factors with volunteer organization needs in order to find an appropriate placement. The project has over 400 community agencies on file in which it can place people.

Once a mutually agreed-upon placement has been worked out, the community agency is contacted and the individual begins his work. The agency assigns a supervisor to the offender and maintains a record of the hours worked. Aside from the supervisor, no one in the agency is informed that the individual is a court referree. The nature of placements and the types of work Court Referral clients participate in varies considerably.

The final phase of the program concerns itself with the completion of the hours assigned to individuals by the courts. Both the agency and the individual keep records of the hours worked. Upon completion of the appropriate hours the project is notified by the client. The project in turn verifies the client claims with agency records and then contacts the courts. In the event the individual does not complete the hours assigned, the project refers the matter to the court for further disposition.

This analysis, then, is focused on the marginal misdemeanor offender, arrested for vehicle code violation or "petty offenses". These offenses comprise the majority of lower court filings and present one of the greatest challenges to the administration of justice. Due to the prohibitively large caseloads, the lack of opportunity to screen and prepare cases carefully, and the impossibility to inquire into a defendant's background, sentences in lower courts are often based on the charge, defendant's appearance, and response to whatever questions the judge may ask. As a result, short jail sentences and moderate fines are commonly imposed on an assembly-line basis. However, for many defendants, imprisonment and fines are viewed as arbitrary and unjust. The imposition of jail sentences and/or fines often places financial hardships on individuals and increases the burden on already overcrowded correctional institutions. What is needed are realistic alternatives that are "acceptable" to the courts as well as the offenders. The Court Referral Program is one such alternative and the question of its cost-effectiveness will, in part, determine the extent to which alternatives to traditional sentencing practices are feasible.

B. Measurement of Benefits

The two principle benefits derived from the Court Referral Program are: the diversion benefit, and the community service benefit. In addition, one other marginal benefit is realized by the program: the employment benefit.

1. Diversion Benefit

The first benefit is an immediate return to the community from the referral of defendants to the program. Savings are realized to the extent that offenders are not involved in the criminal justice system beyond the courts. The value to the community of diverting cases from the correctional system is dependent on

the number of offenders that would otherwise have been incarcerated, placed on formal or court probation.

2. Community Service Benefit

This benefit is a measurement of the participants' contribution to the community's social welfare. It is assumed that the contribution of personal services is a valid measure of a community's productivity and that the rise in that productivity contributes to the overall "well-being" of the community. Individuals that are placed in non-profit, community organizations provide manpower services beyond those which are rendered by paid staff. Since many of these agencies have limited budgets, an actual increase in service delivery is realized. The value of these services is a function of the number of hours that a particular type of work is performed.

3. Employment Benefit

A serendipitous benefit of the program is earnings resulting from the employment of individuals at agencies to which they were assigned. It is difficult to measure the effect of this aspect of the program because of the paucity of data. However, gross assessments can be made on the basis of a follow-up on a random number of service agencies.

For purposes of this analysis the recidivism reduction benefit is considered to be an inappropriate benefit for several reasons. First, the Court Referral Program was not devised, and in theory is not intended for, the rehabilitation of criminal offenders; second, the problem of subsequent offenses is a traditional one, not limited to the Court Referral Program. The majority of the program's clients are convicted of minor misdemeanors. This class of criminal offenders is not predisposed to a career of crime. They are for the most part law-abiding citizens that are cited for such offenses as speeding, hit and run, driving while under the influence, etc. The benefit in determining the recidivism rate of this cohort population is outweighed by the limited value of the results of such information.

The total benefit from the Court Referral Program is the sum of the present values of each benefit measured. The benefits can be expected to accrue over several years, yet for the purposes of this analysis, a two-year period will serve as the time frame. The cost effectiveness is a factor of the sum of the benefits.

minus the cost incurred. The latter include all funds and in-kind services expended for total program operations. If the benefits exceed the costs, the project has resulted in a net gain and improvement to the criminal justice system and society. More precisely, if the benefit-cost ratio exceeds unity, the project has been a worthwhile investment.

Several simplifying assumptions are made throughout this methodology in order to make the estimation of a cost-benefit possible. As in all cost analyses, the accuracy of the resulting estimates depends upon the quality of the existing data and the magnitude of the biases which result from simplifying assumptions. In this paper, most assumptions are of a conservative nature; that is, the bias results in reducing the estimated benefits of the Court Referral Program.

C. Data

A participant sample will be used for purposes of this analyses. This sample will be drawn from the total enrollee population of the first two years. A stratified simple random sample will be selected from the over 4,000 individuals participating in the project between July 1, 1972 and June 30, 1974. A sample population of 15 percent will be drawn. This sample will be matched along the following strata:

- sex
- age
- ethnicity
- educational background
- employment status
- nature of offense
- number of hours assigned
- type of work assigned

D. Control Group

The benefits from the project will be estimated by comparison of a sample of Court Referral participants with a control group. Ideally, controls are selected simultaneously with or from the same period as the subject or experimental group. However since the project did not utilize an "experimental research design", controls will have to be artificially constructed. Since

limited comparative data is available for misdemeanor convictions prior to July, 1972, it was decided to choose the control group from the 12-month period of July 1972 - June 1973. Individuals in the control group will be selected randomly from the court records of those Judicial districts which did not utilize the court referral service to an appreciable extent. This control group population will be similar to the participant group on four main criteria:

- age
- sex
- nature of offense
- ethnicity

The control group will be used primarily in determining the diversion benefit. It is assumed that community service and employment benefits are independent of controls, that is, no controls are deemed necessary to calculate the cost of manpower services resulting from the work of participants. Similarly employment gained as a result of volunteer work is independent of the constructed control group.

E. Cost of Project

Measurement of the cost of the Court Referral Program is based on the total operating cost during the two year period previously mentioned. Direct costs are identified in formal contracts with the Office of Criminal Justice Planning. These include both federal and local allotments. Local costs represent both hard and soft costs. Summary reports of actual expenditures will be used to determine all exact costs. Indirect services and donated equipment and supplies not reflected in the contract budget will be calculated and incorporated into the cost-benefit formula. The equation used for determining costs of operating the program is as follows:

$$C_x = \sum_{i=1}^2 C_c + C_a$$

- i = year; July, 1972 - June, 1974
- C_c = actual yearly contract expenditure
- C_a = additional cost incurred, both direct and indirect, which are not reflected in the OCJP contract.

On the basis of this formula, it is also possible to determine the cost per participant.

F. Cost of Crime

This section will discuss the estimated costs of crime to the correctional system. The costs of court, correctional and probation services are provided. These estimates will be used in measuring the value of diversion.

The cost of "housing" a convicted offender at Santa Rita County Jail as well as Oakland City Jail has been estimated at \$15.00 per day. This cost provides basic food, medical, clothing, laundry, security, and recreational services. This \$15.00 per day cost is based on the formal agreement between the County of Alameda and the City of Oakland covering the procedures for handling prisoners.

The cost of probation services can be determined on the basis of probation officers' salaries plus supportive services. This cost can be calculated by dividing the total departmental budget by the number of budgeted positions. While it is recognized that the Probation Department is organized along Adult and Juvenile Divisions, the average cost per probation officer does not differ significantly.

Next it is assumed that there is some maximum adult caseload which the community deems desirable. When caseloads grow to exceed this, expenditures will be made to expand the number of probation officers. For the purpose of making this estimate the County Administrator's Office has utilized "yardstick cases" in determining personnel requests. These yardsticks adopted by the County Board of Supervisors are:

Adult Division

- 150 male supervisory cases per month
- 132 female supervisory cases per month

Thus, for the purpose of this analysis, it is assumed that if 150 additional cases were given to a probation officer, it would result in the hiring of additional probation officer. The cost per day, multiplied by one of these additional probationers, would be the annual cost of the probation officer divided by 150, divided by 365. Table 1, below, presents the costs of individuals placed on probation in Alameda County.

Table 1. Probation Costs

1972 - 1973	
Probation Department Budget	\$ 12,496,347.00
Budgeted Positions	732.67
Avg. Cost Per Probation Officer	17,056.00
Cost per Probation Case (Annual)	113.71
Cost per Probation Case (Daily)	.31

Source: Alameda County Budget Message, 1972 - 1973.

G. The Diversion Benefit

The first benefit to be measured is that occurring from diversion of participants' cases from the correctional system. The value to the community from diverting cases from the criminal justice system depends on the number of cases that would otherwise not have been diverted and the expected cost of the sentences. The expected costs of a sentence depends on the costs of different types of dispositions including acquittal, prison sentence, normal probation, etc., weighted by the probability that each disposition would have occurred. The value of diverting cases from the criminal justice system would be offset by those participants who fail to complete their assignments and must therefore return to the court for further adjudication. The cost of additional court services will be calculated for participants that have incomplete assignments. Table 2 below will help to illustrate the diversion benefit.

The estimated value of the prison and probation resource savings is offset by the loss of revenues obtained through fines had "conventional" sentences been handed down. Thus the formula for the diversion benefit could be as follows:

$$B_d = (C_p + C_{pr}) - B_f$$

C_p = probation cost

C_{pr} = parole cost

B_f = fines not levied in lieu of referral

Table 2. Estimated Differences of Dispositions of Court Referral and Control Samples

Disposition	Control N=100	Court Referral
Fine		
\$ 0 - 100		
100 - 200		
200 - 300		
300 - 500		
over 500		
Probation		
3 mos.		
6 mos.		
12 mos.		
Prison		
0 - 15 days		
6 - 10 days		
11 - 20 days		
21 - 30 days		
30 days		

H. Community Service Benefit

The second major benefit derived from the project is the value associated with the work performed by project participants. Court Referees are assigned to complete from 8 to 1,200 hours of volunteer work in a community service agency. The type of work performed falls into a variety of categories ranging from maintenance to child care. The calculation of community service benefits is a function of the following variables:

- type of work performed (W_t)
- hourly value of each type of work (V_n)
- percentage of clients performing a given type of work (C_p)
- total number of hours assigned to clients (H_t)
- rate of assignment completion (R_c)

The type of work performed (W_p) is based on standard job classifications. Records of work assignments are maintained by the project and are easily coded to reflect specific work assignments. The hourly rate (V_n) used in the valuation of volunteer services is based on State OCJP fiscal standards. State regulations specify "acceptable rates" for the valuation of over 35 employment classifications. The project maintains data on the percentage of clients performing a given type of work (C_p). During the course of a placement, the offender may perform tasks not originally part of his/her assignment. Also, in some cases placements in more than one community agency or organization are necessary to enable the offender to complete the hours assigned by the Court. For purposes of this analysis the difference in the value of the actual work performed compared with the assigned has not been taken into account. It is assumed that negative costs resulting from the performance of less valuable work will be offset by the performance of more valuable work in other assignments. In addition, the percentage of individuals performing work other than what was assigned is only 17 per cent. No data is available correlating the type of work performed with the number of clients or hours assigned. As a result, calculations will be made on the basis of the total number of hours assigned and percentage of clients performing a specific type of work. The total number of hours assigned (H_t) is based on the following formula:

$$H_t = \sum_{i=1}^5 H_x \cdot P_n$$

i = classes of hours assigned
 H_x = mean number of hours assigned
 P_n = number of participants assigned

The rate of assignment completion (R_c) is based on the total number of participants assigned to community service placements. Records of assignment completion are maintained by the project and are verified by community service agencies.

The value of the community service benefit can thus be determined by means of the following formula.

$$B_{cs} = \left[\sum_{i=1}^n (H_t \cdot C_p \cdot V_n) \right] \cdot (R_c)$$

i = type of work performed (W_t)

I. Employment Benefit

An unanticipated benefit of the project is the employment which may result from a participant's volunteer work in a community service agency. A primary consideration in the referral of offenders to the project is their indigent status. Quarterly project statistics show that only 32 percent of those interviewed were employed. The remainder were unemployed (26.3%) or not in the labor force (41.7%). The employment of individuals in agencies for which they performed volunteer work is a true social benefit. It is assumed that an individual's employment is associated with his/her placement by the Court Referral project. Thus, any subsequent earnings can be attributed to the project.

Determination of the employment benefit is based on self-reporting of a subsample of unemployed Court Referral participants. Telephone follow-up survey will be utilized to obtain employment and earnings data. The cost of the benefits will be as follows:

$$B_e = \sum_{i=1}^n E_a$$

i = individual obtaining employment at referral agency
E_a = annual earnings from agency employment

J. Total Court Referral Benefit

The total Court Referral Program benefit is the sum of the benefits previously identified minus the costs incurred (see below).

$$CR_b = (B_d + B_{CS} + B_e) - C_x$$

CR_b = Total Court Referral Benefit

If the total benefits (B_d + B_{CS} + B_e) exceed the total costs (C_x) the project can be said to be cost effective. The value of the effectiveness is in absolute dollars and provides an indication of the magnitude of the benefit.

To determine the cost-benefit ratio, that is the rate of return for a given investment, the following formula is applicable:

CONTINUED

1 OF 2

$$\frac{B_d + B_{cs} + B_e}{C_x} = CR_{br}$$

CR_{br} = Court Referral Benefit Ratio

If the ratio of the benefits to costs exceeds one, the project can be considered cost-beneficial. The degree of the benefit being a factor of the ratio. For example, if the project has a cost-benefit ratio of 1:3 then the rate of return for every dollar invested is threefold. The figure below will help illustrate the question of whether the program is efficient based on the ratio of benefits to costs.

Figure 1. Cost Efficiency Matrix

Program value :	inefficient	parity = 1	efficient
$\frac{\text{benefit}}{\text{cost}}$:	ratio 1 <	$\frac{B_d + B_{cs} + B_e}{C_x}$	> 1

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