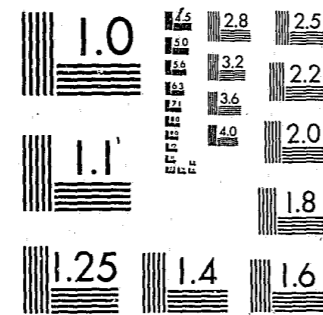


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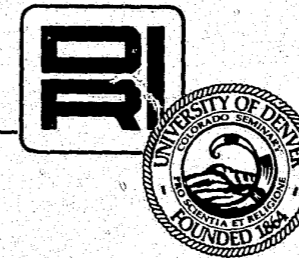
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An Evaluation of the Community Service Restitution Program: A Cluster Analysis

Prepared for
Law Enforcement Assistance Administration



Social Systems Research and Evaluation Division
Denver Research Institute
University of Denver • Denver, Colorado

May, 1981

80391

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AN EVALUATION OF THE COMMUNITY SERVICE RESTITUTION PROGRAM: A CLUSTER ANALYSIS

Prepared by:

Glenn Cooper
Anita S. West

May, 1981

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ACQUISITION

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Denver, Colorado 80208

Prepared under Grant Number 79-ED-AX-0033
From the Law Enforcement Assistance Administration
U.S. Department of Justice

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Anita S. West, Ph.D.
Glenn Cooper, M.J.A.
Project Directors

INTRODUCTION AND OVERVIEW

Program Description

In May 1979, the Law Enforcement Assistance Administration (LEAA) initiated a pilot program to provide start-up funding for seven community service restitution projects in the United States. Community service restitution can be defined as symbolic payment by an offender through service to the community. The Community Service Restitution Program (CSR) was regarded by LEAA as an additional alternative to the traditional criminal sanctions of jail, fines and probation. This concept, which had been adapted extensively in Great Britain and on a scattered basis in this country, had not been fully tested. The Social Systems Research and Evaluation Division of the Denver Research Institute (DRI) was awarded a grant to evaluate the program.

Rather than testing community service as an isolated pretrial or sentencing option by the courts, a comprehensive program of information and client support was proposed. Isolated attempts to institutionalize community service had met with mixed reactions from the courts and mixed success rates in terms of service completions and satisfactory performance. In order to overcome some of the observed deficiencies of previous attempts to utilize community service restitution, the funded projects were required to demonstrate the following five elements in their programs.

1. Community service placement opportunities for offenders.
2. Selection criteria for program participants.
3. Use of contractual agreement to define offender's restitution obligation.
4. Availability of voluntary social and vocational rehabilitative services.
5. Administrative procedures to assure monitoring of sentence performance.

Further, a program of social supports varying from routine telephone contacts to professional counseling was proposed at each of the sites.

Following is a brief description of the projects funded under the LEAA initiative:

Arrowhead Regional Corrections: Alternatives--A Community Service Restitution Program for Women. As the name implies, the Arrowhead program was designed to provide a community service option for women. The project

serves the Arrowhead region of northern Minnesota including Lake, Koochi-ching, Aitken, Cook, St. Louis, and Carlton Counties. The project was initiated in response to information indicating that some diversion and postconviction alternatives available to male offenders in the area were not equally available to women. The opportunity for community service was cited as one of these discrepancies. In addition, those sponsoring this initiative concluded that women involved with the criminal justice system often were in need of supportive services such as job training, personal counseling, etc. Therefore, the Arrowhead project established a working relationship with the Career Development Center in Duluth and other local providers to deliver supportive services required by community service clientele. This diagnostic and service brokering aspect of the Arrowhead program is unique among the LEAA's CSR projects.

Arrowhead clients reach the project in one of three ways: as part of a supervised release bonding arrangement, as part of a deferred prosecution arrangement through the district attorney, or as part of a sentence imposed by a judge. Although most referrals are charged with misdemeanors, minor felonies are eligible and are referred at times. The project is staffed by full-time and part-time restitution coordinators who receive referrals, assess client needs, make community service and support service placements, and monitor client progress.

Baltimore Volunteer Community Service Program. This project serves the District and Circuit Courts of Baltimore County, Maryland. Administrative control rests with the County Criminal Justice Coordinator's Office. This site operates with a relatively small staff including a project director, two project coordinators and a secretary. The director and coordinators receive, process, and monitor clients, as well as develop and maintain placement sites.

All Baltimore County clients come to the project from the courts on either a probation before judgment (PBJ) or probation status. The majority of referrals enter the project as PBJs, a form of stayed sentencing by which a judge postpones sentencing a convicted defendant pending the termination of the community service assignment. Successful completion negates the imposition of any further sanctions and voids the defendant's court records. The overwhelming majority of Baltimore County clients are misdemeanants referred from the District Court.

Baltimore County has processed a large volume of clients with a minimum of staff support. To do this they have placed responsibility on the volunteers to manage their own work schedules. All client contacts with the project beyond intake are made by telephone. Community service volunteers must take the initiative to go out to their assigned work sites, set up a schedule of hours and report progress back to their assigned coordinator.

The Volunteer Community Service Program has been successful in placing clients in a wide range of assignments such as library aides, hospital aides, clerical positions, and counselors for the disabled.

Northeastern University Community Service Restitution Program. The Northeastern project represents a unique administrative coalition between a large urban university and four suburban court systems. This community service project serves the District Courts of Brookline, Newton, Dedham, and Wrentham, Massachusetts.

Faculty from the graduate program in criminal justice at Northeastern University presented the idea of a community service restitution endeavor to several judges, probation directors, and other criminal justice authorities in the suburban Boston area. A planning/advisory committee comprised of key criminal justice and university personnel was formed to develop the foundation of a program and make plans for its implementation. This committee has been instrumental in advising the project and helping set policy, especially in the early stages.

The CSRP accepts clients on a deferred disposition (continuance) and postconviction basis. Assignment lengths are set by judges on a case-by-case basis considering such factors as criminal history and the nature of the referral offense. All community service clients are under an informal probation status while completing their assignments. Therefore, responsibility for client supervision is shared between probation officers and the project, with probation having ultimate reporting responsibility to the court.

Staff positions include: project director, court liaison/restitution officer, placement developer and administrative assistant. The project's main office is in Brookline.

Jacksonville Community Restitution Clearinghouse (JCRC). JCRC operates out of the Fairfield Correctional Institute in Jacksonville, Florida. The project's service area includes all of Duval County.

The Jacksonville project is the only component of the LEAA program initially designed to serve postincarcerated clientele. JCRC receives referrals who are serving work furlough sentences in Fairfield, have been sentenced to weekend commitments in a county correctional facility, have been sentenced to probation by the County or District Court, or have been diverted from prosecution by the county attorney. Work furlough volunteers receive "gain time," or days deducted from their work release jail sentences as an inducement to perform community service. For each two days of community service work completed, one day is deducted from an inmate's sentence. Those sentenced to weekend commitments may replace each jail day with eight hours of community service work.

JCRC is also unique in that it serves a relatively high proportion of felony offenders. No other first year project has been quite so open to accept convicted felons.

The Jacksonville staff consists of a project director, a community service placement specialist, a field service specialist, two vocational counselors and a secretary. Administrative control of JCRC rests within the Fairfield Correctional Institution.

Offender Aid and Restoration (OAR). With administrative authority centered in the OAR/USA offices in Charlottesville, Virginia the OAR community service project consists of three subsites in Durham County, North Carolina; Madison County, Indiana; and Fairfax County, Virginia. Each of the sites is staffed by a project coordinator and an administrative assistant. The community service projects are all part of the overall OAR operation in these locations which provides volunteer counseling services to inmates of local jails and prisons.

The primary target population of the OAR sites is pretrial divertees. The staff scan court dockets and make recommendations to prosecutors about defendants who qualify for diversion from prosecution and referral to community service. The Fairfax County location accepts only first time arrestees charged with any misdemeanor and some minor felonies. In addition, the Madison County and Durham County projects take postconviction referrals.

The OAR system represents an unusual approach in that a central coordinating office manages several geographically dispersed projects as part of a national system.

Prisoner and Community Together (PACT). PACT presents an illustration of a community service endeavor in a small semirural setting. The project operates out of Porter County, Indiana, which includes the towns of Valparaiso and Portage.

PACT handles referrals strictly on a postconviction basis. Only offenders convicted of misdemeanors may participate. As a rule, clients come to the program on a judicial recommendation from one of two County Courts (Valparaiso and Portage). The typical referral has been given a suspended jail sentence, part of which has been suspended conditional upon completion of a certain number of community service hours. PACT also accepts clients who have been sentenced to serve weekends in the Porter County Jail, but who perform community service work instead. These latter referrals are made by the warden of the jail.

PACT is the only project employing a multiple placement system for each client. Community service volunteers work in several locations throughout their term, usually rotating day to day. The PACT organization enjoys a long standing affiliation with the United Way, allowing PACT access to a great many community organizations. Among those agencies accepting a relatively large number of PACT community service clients are the YMCA, Portage Park District and the Valparaiso Street Department.

Porter County PACT is a satellite of PACT, Inc., headquartered in Michigan City, Indiana. However, the CS project is managed for the most as an autonomous local unit.

San Francisco Community Services Project. The San Francisco project is the only one under the LEAA initiative to be operating in a major urban setting. The project is administered by the Adult Probation Department of the city and county of San Francisco, California.

Essentially, two separate projects exist here under one administrative umbrella. One is pretrial and the other is postconviction. The pretrial services component accepts clients who are charged by the Municipal Court with misdemeanors. The specific target population is a group of defendants filed on as misdemeanants and found by the district attorney to be "diversion suitable," but who are not eligible for other diversion programs in San Francisco and/or would not be accepted by other projects due to such factors as the number of prior arrests or convictions; the nature of the referral offense; a history of mental disturbances; a defendant's physical health; previous diversion participation; and/or the amount of financial restitution involved in the case.

The project's postconviction unit serves convicted misdemeanants and felons referred from Municipal and Superior Courts. This unit is an extension of a program called Project 20 which has existed since the early 1970s. Originally, Project 20 provided the courts with a sentencing alternative for convicted traffic offenders. The LEAA initiative permitted expansion to include the general target population of convicted misdemeanants and felons.

Because of the anticipated social needs of the urban population served, the San Francisco project built in a strong support services component which is shared by both units. A part-time mental health worker provides crisis intervention and directs clients to long-term care when necessary. A part-time career specialist assists clientele in their permanent vocational pursuits.

Figure 1 on the following page presents a matrix of the first year LEAA projects according to their major characteristics.

The projects received their funds on July 1, 1979 to begin operations for 18 months. Start-up delays at some of the sites caused several of the projects to postpone the beginning of operations for several months. The sites were each awarded a three-month extension to continue through March 1981. The DRI evaluation covers a 19-month period from July 1979 through January 1981.

Evaluation Approach

The objectives of the DRI evaluation were to describe the processes of start-up and implementation at each project and to measure the impacts of

FIGURE 1

MATRIX OF PROJECT CHARACTERISTICS:
LEAA COMMUNITY SERVICE RESTITUTION PROGRAM

| | Arrowhead | Baltimore County | Northeastern University | Jacksonville | GNR/Durham | GNR/Fairfax | GNR/Madison | PACT | San Francisco Pretrial | San Francisco Postconviction |
|--------------------------------|---|---|--|--|--|--|---|---|---|--|
| Target Population | Women 18 or over charged with misdemeanor or minor felony | Nonviolent adult offenders charged with misdemeanors or felonies | Adults, 17 and over charged with misdemeanors or felonies | Adults 18 and over charged with misdemeanors or felonies--sentence of one year or less; no sex-violent offenders | 16 and over; first offenders; residents of Durham County; no history of drug, alcohol, violence, or mental problems | 18 and over; first offenders charged with shoplifting offense; must not be premeditated; Fairfax and Arlington Co. residents | 18 or over charged with a misdemeanor or Class D felony; first offender Madison County resident; no history of violence | 18-25 years old charged with misdemeanors or felonies; first offense | Adult; misdemeanor charged; no history of drug, alcohol, or violence | Adult convicted misdemeanants and felons |
| Area Served | Arrowhead Region--Cook Lake, St. Louis, Carleton, Koochiching, Aitken counties, Minnesota--office, Duluth, MN | Baltimore County, Maryland--office, Towson, MD | Brookline, Dedham, Newton, Wrentham, Massachusetts--office, Brookline, MA | Duval County, Florida--office, Jacksonville, FL | Durham County, North Carolina | Northern Virginia--office, Fairfax | Madison County, Indiana--office, Anderson, IN | Porter County, Indiana--office, Valparaiso, IN | San Francisco County, CA | San Francisco County, CA |
| How CS is Offered | Pretrial--bonding option, prosecution option; Postconviction--alternative to jail, fines | Probation before judgment (PBJ)--deferred sentence by judge; sentencing option with probation | Continuance--deferred disposition with probation; sentencing option with probation | Pretrial--by prosecutor; sentence option--part of probation; weekend commitment--in place of jail; work furlough--voluntary option to reduce work release time | Pretrial--by prosecutor and court; prayer for judgment continued (PJC)--deferred sentence by judge; sentencing option with probation | Pretrial--by prosecutor with concurrence of court | Pretrial--by prosecutor and judge; sentencing option with probation | Postconviction--by judge; alternative to jail, fines, weekend commitment--in place of jail time | Pretrial--prosecutor and court | Sentencing alternative by judge |
| Courts of Referral | County Courts (misdemeanors); District Courts (felonies) | District Courts (misdemeanors); Circuit Court (felonies) | District Courts | County Courts (misdemeanors); Circuit Courts (felonies) | District Courts | General District Courts | County Courts (misdemeanors); Superior Courts (felonies) | County Courts | Municipal Courts | Municipal Court (misdemeanors); Superior Court (felonies) |
| Criteria for Assignment Length | Set by referral agent (court, court services, or county attorney) | Set by judge case by case | By judge with in specified range | Pretrial--set by state's attorney; Probation--per by court; weekend commitment 3 day CS = 1 day jail time; work furlough--2 days CS = 1 day jail time | Class A misd = 40-50 hours; Class B misd = 30-39 hours; Class C misd = 20-29 hours | All assignments are for 50 hours | Class D felony = 50 hours; Class A misd = 45 hours; Class B misd = 35 hours; Class C misd = 25 hours | Set by judge; suspended to jail sentence; 6 hours CS = 1 day jail | Guidelines presented to judge by category; charge, past record, present offender status considered | Set by judge case by case |
| Range of Hours | 100 hours maximum | None--at discretion of judge | Minimum = 15 hours; Maximum = 100 hours | None | Minimum = 20 hours; Maximum = 50 hours | 50 hours | Minimum = 25 hours; Maximum = 50 hours | None | Minimum = 25 hours; Maximum = 100 hours | None |
| Staffing | Project director; community service restitution coordinators (6) | Project director; project coordinator (2); secretary | Project director; supervisor/court liaison/restitution officer; Newton Administrative assistant; Brookline Court liaison; restitution advisor; Dedham Court liaison; restitution advisor | Project director; vocational counselor; placement specialist; field services specialist; secretary | Project director; administrative assistant | Project director; administrative assistant (4 time) | Project director; administrative assistant | Program director; work placement coordinator; community worker (Valparaiso) community worker (Portage); secretary | Director*; unit director; court liaison; program coordinator; community worker (Valparaiso) community worker (Portage); secretary | Unit director; service representative; felons unit representative; placement representative (2); typist/data collector |
| Supporting Legislation | Minnesota statutes--241-26, 241.31 | Maryland statutes--Article 27, Sections 641 and 292 | Massachusetts statutes--Chapter 781 | Florida statutes--94B.031, 775.091; Municipal Ordinances 106.303(a)(4) | None | None | Indiana statutes--IC35-7-2-1 P.L. 148 Section 22; (5) | Indiana statutes--IC35-7-2-1 P.L. 148 Section 22; (5) | California Penal Code Section 1001 | California Penal Code Section 490.5 |

program processes on three populations: offenders, criminal justice systems, and communities. In addition, cross-project comparisons were conducted in order to identify the most effective approaches and to specify which strategies and conditions can lead to wider and more effective use with various types of clients.

DRI staff used several approaches for collecting the data needed to achieve these objectives. Site visits were essential for a firsthand examination of project activities, supporting criminal justice agencies and placement sites. Client tracking forms (see Appendix II) were developed by DRI and used by the projects to gather information on each client terminated from the community service program. These data were then processed and analyzed on an aggregated basis per site.

Client survey forms (Appendix II) were distributed to each CS project and given to the volunteer/clients upon completion of their service. They were asked to complete the brief questionnaire and mail their anonymous responses (postage free) to DRI. These surveys were analyzed as part of each case study to get some feedback from clients on their attitudes toward the community service option and their particular work experiences.

Telephone surveys of criminal justice personnel and placement agency staffs were also undertaken. An attempt was made to contact two judges, probation officers, public defenders, prosecutors, support service agencies (where applicable) and placement agencies at each project location. The questions (Appendix II) were aimed at ascertaining these individuals' impressions of community service and implementation through their local projects. The surveys took place between August and December of 1980 after each project had had ample time to establish a track record.

A final component of the data collection was a baseline study (Appendix II) conducted in part by the projects and in part by DRI. Samples of approximately 100 pre-CSRP clients were drawn at each location and information was collected to get an idea of the types of dispositions invoked before community service became a viable option.

Data Collection Problems

Although vast amounts of quantitative and subjective interview data have been generated and analyzed by this program, several possible limitations exist with some of the data. First, because special staff were not provided to the sites for data collection, each had to depend on personnel with other full-time commitments to find the time for record keeping and data handling. DRI provided training to directors in data gathering, but could not adequately monitor the day-to-day effort. Therefore, some projects did not return forms representing a comprehensive accounting of all terminated clients, when compared with the number of terminations they claimed to have. Also, because

the data contained in these tracking forms could not always be verified, DRI had to assume the information received was accurate and complete.

We suspect there might have been some variation in the way client survey forms were distributed, accounting for varying return rates. DRI's instructions asked projects to hand the survey forms to former participants upon their termination from services and to allow those individuals to complete the questionnaires and mail the forms at their convenience. DRI has some reason to believe however, that clients at some sites were asked to complete the surveys in the presence of project staff who, in turn, mailed them to DRI. There is no way to determine if this process affected the results.

In the presentation of the cost analysis, average daily jail costs are those furnished by the projects and they are usually based on total costs of operating the jail divided by the average daily population. The jail costs used in project calculations are therefore probably higher than the costs actually saved through placement in a community service alternative since the fixed costs of jail operation would not be substantially reduced by the diversion of a few persons. However, without detailed knowledge of jail capacity, actual population data, jail classification conditions and problems, placements in other jurisdictions, court orders to relieve overcrowding, etc., it is impossible to estimate actual savings with accuracy. For example, if the alternative placement of even ten persons per day saved a jurisdiction from a costly lawsuit brought about by overcrowding, or saved the jurisdiction the costs of new construction, then the cost savings would be substantial. If, on the other hand, the jail population were well below capacity, the marginal costs (food, linens, etc.) of each jail day saved would probably be very nominal and other cost efficiencies would need to be established.

Finally, problems arose with telephone surveys in that some targeted respondents, notably judges, were occasionally impossible to reach or refused to participate. Lists of potential respondents were provided to DRI by project staffs. Exhaustive efforts were made to try to sample two people in each category, but sometimes these efforts proved fruitless. Therefore, some sites had fewer respondents than others.

Contents of the Report

This document contains case studies of each project describing the areas served, organizational structures, and client flows. Also, the data particular to each site are presented and analyzed.

The section entitled "Conclusions, Comparisons and Recommendations" examines answers to research questions posed as part of the CSRP evaluation design. Recommendations are proposed based on the evaluation results.

Appendix I contains data tables. Appendix II includes data collection forms used to gather information for this study.

CASE STUDIES

Immediately following are case studies examining each of the CSRP sites and projects in considerable detail. These project reviews present intensive descriptions of each community service project including sections relating to general descriptions of service areas, crime data, descriptions of local court systems, criminal justice case flow processing, examinations of legislation impacting community service restitution and narratives on the history of the respective community service projects. Further, the case studies examine the projects' goals and objectives, staffing patterns, staff changes, community service client case flows, working relationships with the criminal justice systems, working relationships with placement agencies, insurance procedures and public relations activities. Within each case study is a data analysis of the CS project including an examination of participant characteristics, case processing characteristics, community service outcomes, client survey results, progress toward meeting goals and objectives and baseline analyses. Finally, a "summary and conclusions" section is included in each.

Each site received its respective case study for review prior to publication of this report. Issues of completeness and accuracy were clarified during these reviews.

ALTERNATIVES—A COMMUNITY SERVICE RESTITUTION PROGRAM FOR WOMEN ARROWHEAD REGIONAL CORRECTIONS—MINNESOTA

General Description of Service Area

The Alternatives program is designed specifically for women offenders in northeastern Minnesota. It is under the direction of the Arrowhead Regional Corrections (ARC) which was established in 1973 to plan, administer, and provide correctional services on a regional basis.

ARC serves six counties encompassing an area of 16,596 square miles. The main office is in Duluth, which is located in St. Louis County. The remaining counties in the region are Aitkin, Koochiching, Lake, Cook, and Carlton. The distance from the southern part of the region to the northern section is quite extensive. For example, it is approximately 170 miles from Duluth, located in the southern part of the region, to International Falls which is the region's northern boundary.

In 1979, population estimates for the region were 306,000. St. Louis, the largest county, had a population of 220,400, of which 94,517 resided in the city of Duluth. The smallest county, Cook, had a population of 4,400 in 1979. The total population for the state in 1977 was estimated at 3,980,000. Thus, based on 1977 population estimates, the six counties in the Arrowhead region represented approximately 13 percent of the total state population. The adult female population in the Arrowhead region totaled 112,271 in 1975 and was projected to reach 119,781 in 1980. This reflects a 6.7 percent increase in five years compared to a 5.6 percent increase for males in the same 5 years.*

The majority of the state's population resides in urban areas (66.4%). However, ARC serves both rural and urban areas. St. Louis County is predominantly urban, while the other counties are rural.

The major industries in the region are mining and shipping. The city of Duluth has a highly diversified factory output including iron and steel products, lumber, foodstuffs, leather, textiles, transportation equipment, farm machinery, chemicals, and metal alloys. In the rural areas, the major farm products are dairy, hay, and potatoes.

*Taken from "Women's Program Task Force Report" unpublished paper. Duluth, MN: Arrowhead Regional Corrections, 1979.

In 1970, the majority of the population was white, (289,979); 1,063 were black; 2,284 were American Indian. Other ethnic groups represented in the region are Orientals and Spanish Americans.

Additional sociodemographic statistics for the region are presented below:

- In 1977 the unemployment rate for the state was 4.2 percent. In all six counties the unemployment rate was higher than the state average. Aitkin County had the highest rate with 11.6 percent and Cook County had the lowest rate with 5.6 percent. The other counties fell between these two percentages.
- Per capita income in 1975 was lower in each of the six counties than it was for the state (\$4,825). Aitkin County had a low of \$3,328 and St. Louis County had a high of \$4,748. The remaining counties fell between Aitkin and St. Louis Counties.

Crime Data

The arrest patterns for men and women in Minnesota are very similar to national figures. The ratio for adult offenders in Minnesota is one female to seven male offenders. Since 1975 part I (felony) offenses have increased among women by 33.5 percent. The total number of crimes committed by women since 1975 has increased 7 percent.* The typical female offender in the Arrowhead region can be described as white, single, 18-20 years old and arrested for larceny. The typical sentenced offender spends an average 9.40 days in jail and the nonsentenced offender spends 2.08 days in jail.*

Description of the Criminal Justice System

There are two court levels participating in the Alternatives project, the District Courts and County Courts. Within the region there are two District Courts. Court District 6, located in Duluth, serves St. Louis, Carlton, Lake, and Cook Counties. Court District 9 in International Falls serves Koochiching and Aitkin Counties. Each District Court has six judges. There are five County Courts. Lake and Cook Counties have a combined County Court. All of the County Courts have one judge except St. Louis County which has six judges.

*Taken from "Women's Program Task Force Report" unpublished paper. Duluth, MN: Arrowhead Regional Corrections, 1979.

The District Courts have original jurisdiction in civil and criminal cases. In addition, they have appellate jurisdiction from the County, Probate, and Municipal Courts. The County Courts have three divisions: (1) civil and criminal, (2) Family Court, and (3) probate. County Courts have criminal jurisdiction over misdemeanors and they are also responsible for conducting preliminary hearings.

Case Flow

Most of the women who come before the County Courts are there because of a misdemeanor offense. Most often the court appearance involves criminal charges for writing bad checks, drunken driving, careless driving, disorderly conduct, petty theft, and shoplifting.

Cases in the County Court system usually result in either a fine or jail sentence. The fines generally range from \$25 to \$500. In cases where the offense causes financial loss or there are unpaid checks, the judge can order financial restitution and may or may not suspend the fine. If there is a jail sentence, the sentence will vary from 1 to 30 days in jail. In a few cases, suspended probation is ordered if the offender is able to pay financial restitution within a specified period of time. The typical sentence for DWI is a \$500 fine, reduced to \$300, if the offender attends an alcohol treatment program or a course on alcoholism. The Alternatives program is another option to the typical sentencing pattern of either serving in jail or paying a fine.

A relatively small number of women appear before the District Court. Their appearance is generally due to gross misdemeanors or felony charges such as theft, forgery, wrongfully obtaining assistance (welfare fraud), or drug and drug-related charges.

Typical sentences in District Court are: (1) jail sentence (30-80 days) with work release if the offender is employed, and (2) suspended probation of 1-3 or 5 years. In a small number of cases, the sentence included a fine. Financial restitution is often ordered when the offender has caused out-of-pocket losses to the victim. In District Court the jail time and/or fines are reduced but rarely eliminated. In addition, the judge frequently orders the offender to pay attorney fees. Again the Alternatives project has created another option to the typical sentencing patterns.

Legislation Relating to Community Service Restitution

The Huber Law was established to enable offenders, sentenced to jail, the opportunity to continue employment during their jail sentence. It further allows offenders who receive a jail sentence to participate in community work service programs. The Alternatives project staff has not used this law, since their goal is to promote community service as an alternative to jail sentences.

Since the project staff are involved with the courts prior to conviction, they attempt to avoid jail sentences for their clients. Although the judges have not exercised the Huber Law, it is already possible to sentence an individual to jail and participation in a community service program under existing law.

History of the Alternatives Program

Prior to the Alternatives project, the court could sentence a woman to community service restitution through the "First Offenders Program." This program was administered by probation officers. However, placements for women were limited and supervision was inadequate. Consequently, ARC was interested in developing a program that would provide alternative community service placements for women, and at the same time assist them in utilizing community support services such as counseling, educational, and job placement agencies.

In 1979, Arrowhead Regional Corrections contracted with Alternative Behaviors Associates to conduct a study on the utilization of restitution in the region. Case records from the county and district courts were reviewed to determine the feasibility of implementing a services restitution program as an alternative sentence. Data were compiled on cases where disposition occurred between June 1, 1975 and June 30, 1976. The results of this review indicated there were approximately 430 female cases in four criminal county courts that resulted in a sentencing disposition. Since the majority of the offenses were for property crimes (the sample excluded traffic offenses), it was suggested that if a community work service program had been available, a large portion of the cases analyzed could have participated in this type of program in lieu of the traditional sentencing patterns.

Based on the study's results, ARC determined that a restitution program could serve 350-450 women a year. The program would utilize the community work service model of restitution which places emphasis on the individual's needs, e.g., assesses her needs and skills, in addition to providing assistance with obtaining vocational skills and training.

One of the goals specified in the Arrowhead Regional Corrections plan was to provide support services for women offenders. In an effort to address this goal, ARC appointed a women's program task force in 1979 to make recommendations and provide assistance to ARC in developing a program for women offenders. This task force consists of individuals from several social welfare agencies, the Board of Education, county commissioners, and state legislators. In 1979, a study was completed which provides statistical data on women offenders in the region. This study also describes existing community services for women throughout the region.

When LEAA funded the Alternatives project, this task force was instrumental in implementing the project. They assisted in developing a project

management plan and identifying community service and placement agencies. The task force continues to meet regularly. Frequently the meetings will have a guest speaker who has participated in the Alternatives project. For example, they have had both placement sponsors and social service agency contact persons speak about their experiences with the volunteers.

The initial steps in implementing the program were to: (1) contact personnel in the judicial system and describe the program goals/objectives and referral procedures; (2) contact placement agencies and social service agencies to establish policies regarding referrals, supervision of volunteer workers, evaluation follow-up; (3) finalize the program's record keeping/reporting system; and (4) organize and initiate public relations activities.

The goals of the Alternatives program were to:

1. Provide an alternative sentence for female offenders who would otherwise receive a traditional sentence of either jail or financial restitution.
2. Provide counseling, educational and vocational services to the project participants.
3. Increase the employability of the participants.
4. Less than 15 percent of the participants in the project will recidivate during the course of their sentence.

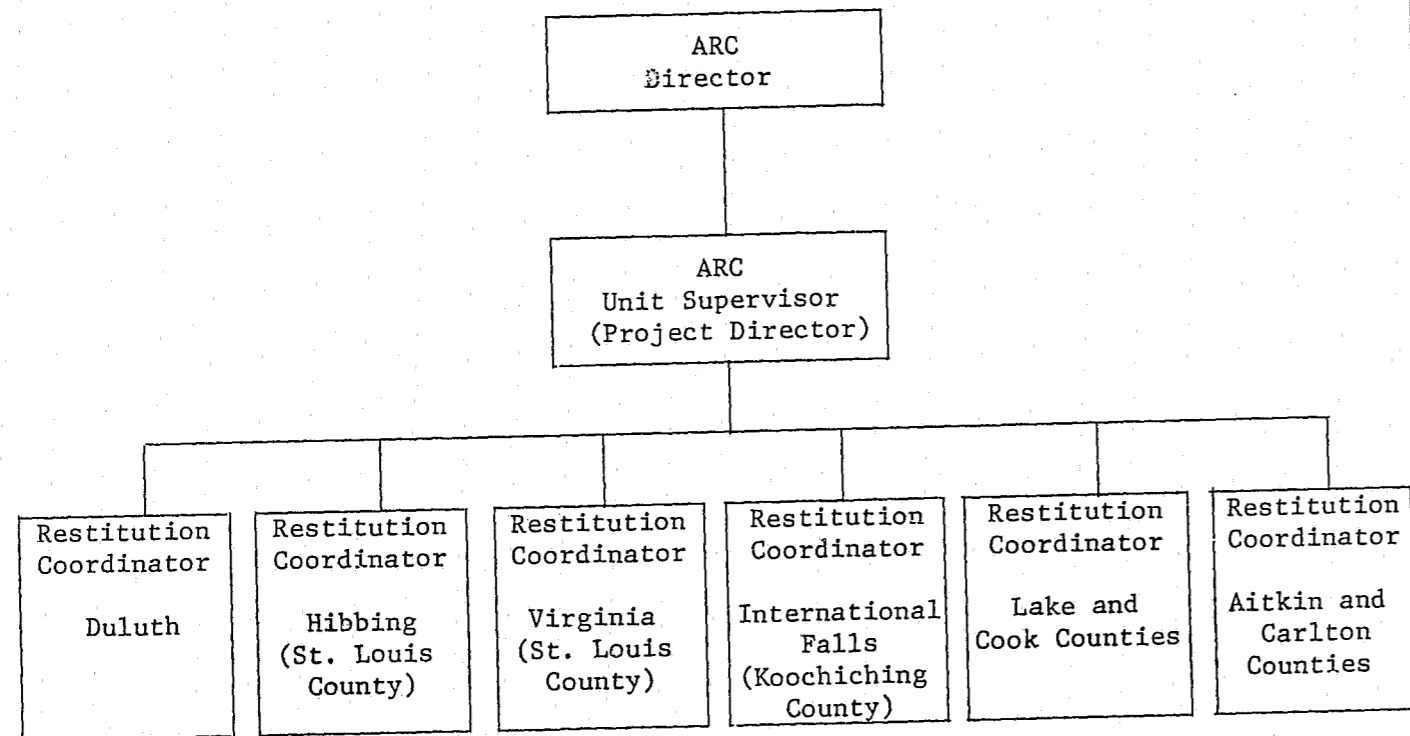
Project Staffing

Prior to LEAA funding, all of the staff except one were employed by ARC. Seven staff members are involved in the Alternatives program. The program is under the direction of the Arrowhead Regional Corrections Unit supervisor, Ms. Lurline Baker-Kent. She is supervised by the ARC director, Ms. Baker-Kent supervises six community restitution coordinators located in various offices throughout the region. St. Louis County has three community restitution coordinators. One full-time coordinator is responsible for serving only the city of Duluth. Her office is located in the ARC office in Duluth. One part-time coordinator is responsible for the Hibbing area and another part-time coordinator is responsible for serving the Virginia area. Their offices are located in the county courthouses with the ARC corrections agents. Koochiching County has one part-time coordinator who is located in the county courthouse. There is one part-time coordinator serving Lake and Cook Counties. Her office is in the Lake County Service Center. For the Cook County referrals she works out of the Cook County Court House. Finally, there is one part-time coordinator responsible for Carlton and Aitkin Counties. She works out of the county courthouse, (see Figure 2 on the following page).

FIGURE 2

ORGANIZATIONAL CHART

Alternatives--A Community Service Restitution Program



The project director is responsible for the overall management of the program. This includes hiring, training, and supervising the staff; coordinating with the placement agencies and social support services; and organizing public relations activities. The community restitution coordinators are responsible for assigning the clients to work sites; monitoring their progress in fulfilling the terms outlined in the restitution agreement; assisting clients in obtaining support services (e.g., education, financial, counseling, etc.); and performing recidivism checks and follow-up on project clients during and upon completion of the contract. In addition, the restitution coordinators work closely with the judicial system's personnel in assessing the client's needs; recommending an appropriate community service restitution program; and informing the justice system about the client's progress.

Client Flow

As mentioned earlier, the Alternatives project serves adult women (18 years or older) who reside in the Arrowhead region. The program accepts women who have committed criminal offenses including traffic-related offenses. The intake process can occur at various settings depending on the source of referral. There are three sources of referral. They are:

1. Diversion (Direct referrals from the county attorney). When a county attorney's office decides to charge an offense, the prosecutor may recommend diversion and refer the alleged offender to the Alternatives program. If the referral agrees to participate in the program, the county attorney and the restitution coordinator meet with the client to finalize the contract for payment of damages through the Volunteer Community Service Program. If the contract is completed satisfactorily within the time frame established in the contract, the charges are dropped. Participation in the project at this level is not an admission of guilt.

2. Pretrial. In this situation, the offender has gone through the courts and received a sentence of monetary restitution. If the offender cannot pay monetary restitution, she is rearrested and placed on supervised release (a pretrial program). At this point the restitution coordinator and the supervised release officer meet with the offender to negotiate a contract for participation in the community service restitution program. The contract must be completed before the offender appears in court.

3. County and District Court. The County Court can sentence the offender to a fine or the community work service program based on the fine at a rate of \$5.00 per hour. The restitution coordinator, the probation officer, and offender meet to define the terms of the contract necessary to complete the sentence. In District Court after the presentence investigation, the judge can fine the offender, put her on probation, or incarcerate her in a state or local facility. With the Alternatives program, the judge sentences the offender

to community service work as an alternative to jail, probation or a fine. In the District Court, the restitution coordinator, probation officer, and offender define the terms of the contract. A small number of offenders have received jail sentences in addition to participating in the Alternatives program.

After an offender is referred to the program, the restitution coordinator initiates the intake process. This involves an explanation of the program, an initial assessment of the offender, and the contract process. The contract is a work service commitment, and, if necessary, a commitment to obtain support services. The initial assessment gathers information on the client's offense, marital status, number of children, education, work history, skills, interests, disabilities, alcohol/drug-related problems, financial status, and the recommended programming for volunteer service and support services.

In order to safeguard the rights of offenders, there is a provision for a refusal to participate in the community work service program. In addition, the offender has the right to due process at any time during the period of completing the alternative sentence. This includes representation by an attorney and the right to present testimony if resentencing or reappearance in court is required.

A referral made by the court, court services (e.g., probation officer or supervised release officer), or the county attorney indicates the number of hours required to complete the program. The restitution coordinator and the offender then discuss the various types of placement options available. A placement decision is made based on the offender's interest and the availability of a specific work assignment. At this time, the client's educational, vocational, social service and other needs are discussed. If additional services are needed, they are written into the contract.

Once the offender agrees to do volunteer service at a particular site and/or to obtain specific support services, a contract is signed by the offender and restitution coordinator. One copy of the contract is sent to the referring court agency and copies are kept by the client and the restitution coordinator.

When a client is placed, the placement agency designates one staff member who is responsible for supervising the volunteer community service worker. The placement supervisor reports to the restitution coordinator when the volunteer completes her service or if a volunteer does not report to work.

Occasionally a participant is reassigned to another placement agency. When this occurs, it is usually due to either personality conflicts between the client and the placement personnel or changes in the client's personal time schedule (e.g., employment changes). If personality conflicts arise, the client is given a second chance at another placement agency. If problems occur at the second placement, the participant is referred back to the courts.

After the offender completes the work service portion of the contract, the restitution coordinator notifies the referring court agency. Failure to complete the community work service, as scheduled, results in a referral from the Alternatives program back to the courts. The maximum time allowed for completing the program is six months.

If the offender indicates an interest in career development, a referral is made to the Career Development and Training Center which is funded by CETA and administered by the city of Duluth. The career training center is a comprehensive facility which provides vocational evaluation, practical job training, basic educational training, job readiness skills training, and job interviewing assistance. Two program areas that are heavily utilized by the Alternatives referrals are the job evaluation section and the educational development area.

The job evaluation section uses various instruments and procedures to examine such qualities as manual dexterity, clerical aptitude, mechanical skills, etc. The screening takes two days and determines the extent and nature of the client's need for further training and eventual placement.

The educational development section features several computer terminals through which the PLATO system teaches students a variety of skills ranging from basic arithmetic to how to complete a job application form. Between 60 to 75 percent of the basic skills curriculum and 20 percent of the job seeking curriculum are presented via the PLATO terminal which displays text, graphics, and animation to which learners respond by touching the screen or typing a response. This system is integrated with separate support packages consisting of audiovisual materials and student manuals including exercise workbooks and application activities.

ARC's Management Information System

Information is gathered on each client when she enters the program and when she completes the program. The data system collects information on the source of referral, description of the case, amount of restitution ordered, an evaluation of client performance/work service, recidivism, etc. Information regarding the client is also collected from a variety of sources such as the court system, placement agencies, support service agencies and the restitution coordinators. In addition, monthly and quarterly summary reports are prepared which describe: (1) client flow and client status, service data (e.g., hours of CSR performed by clients, average length of service, and monetary value of service), and client overview (e.g., number of clients receiving support services, number of first offenders).

Working Relationships with the Criminal Justice System

In general, the judges, district attorneys, public defenders, and probation officers interviewed by DRI indicated the Alternatives project has gone well. Specifically the program has provided an alternative to jail and fines for women with children and the indigent as well as affluent female offenders.

In addition, respondents reported that the program has had a positive effect on women with a low self-image. Rather than imposing a fine, the court now refers women to the Alternatives program. By using a wide range of placement agencies and community support services, the Alternatives program has encouraged women to utilize their skills, and/or to seek training for specific jobs, and to obtain services that can help them evaluate their roles and improve their self-images. Finally, the program has provided the opportunity for women to gain work experience, and at the same time contribute to the community.

Personnel in the criminal justice system felt the program was most appropriate for first and second time offenders. However, one judge indicated the program should be a component of the total community corrections system, and not used solely as a first offender program as some judges currently view it.

Several individuals agreed that the program should include both juveniles and adults. Yet, when asked if the program should be expanded, the interviewees felt it should remain at its present level. One individual indicated the need for additional information.

Interviewees were asked if the offenders participating in the program were justly punished. For the most part they reported the sentences ordered were appropriate, except one respondent felt that the community service ordered should be of longer duration (e.g., 50 hours of community service was not sufficient for \$500 worth of vandalism). Another individual questioned the amount of work actually performed by the project participants.

Many suggestions were made for improving the Alternatives program. It was frequently mentioned that more communication was needed between the project staff and the criminal justice system personnel. Specifically, the information/communication requests focused on placement procedures, client follow-up and monitoring, and client outcome after completing the program. It was also suggested that the program have more public exposure.

Overall, the individuals in the criminal justice system felt their working relationship with the project staff was excellent. Finally, the majority of the individuals indicated that utilization of a broad range of community support services should definitely be a component of a community service restitution program. In fact, access to a wide range of services was considered to be a very positive and valuable aspect of the Alternatives program.

Working Relationship with Placement Agencies and Support Service Agencies

The Alternatives program has utilized a variety of placement and community support service agencies. For the most part, the agency personnel felt the program has gone extremely well. In fact, the project staff noted there were relatively few problems with recruiting placement agencies and finding appropriate placements for the women.

Of the placement agency personnel interviewed, most stated that the volunteers were generally cooperative and reliable. For a few volunteers, the agencies were able to be of assistance either by locating a full-time job or by writing a letter of reference for the volunteer. At the same time, the agencies benefited by accepting the clients and utilizing the volunteer's skills to complete special projects.

A positive aspect of the Alternatives program was the assistance it provided in helping women gain access to a social support group by referring them to the social service agencies. Since many women would not seek assistance on their own, the Alternatives program was able to establish the linkages between the clients and the social support service agency. Further, several individuals, referred to a support service agency, have continued to utilize the agency's services and programs after they have completed their agreement with the Alternatives program.

The placement agencies and support service agencies felt there has been an excellent working relationship with the project staff. The project staff has been especially helpful in referring volunteers with special skills such as accounting, graphic arts, etc. In addition, the staff have been extremely cooperative when problems occurred between the client and agency. If problems occur the client is reassigned to another placement agency. When problems continue to exist with the placement assignment, the client is referred back to the court. The placement agency personnel indicated the client assessments conducted by the project staff have been adequate for making appropriate work assignments. However, the assessments were not adequate for identifying problem areas and service needs. The social support service agency personnel also felt that the project staff's assessments were not always adequate for determining service needs.

With respect to program improvements, placement agency personnel felt there should be more communication and coordination between the project staff and placement agency. Specifically, the placement agencies said they needed more information regarding the purpose of the project, procedures for monitoring clients, and assistance in determining client needs and problems. It was also suggested that the project staff take a more active role in monitoring the clients. The project's position has been to not release confidential client information to placement sites unless there was a specific request and the agency could demonstrate that knowledge of such information would benefit the client.

Types of Placements and Support Services

As indicated earlier, the Alternatives program has utilized a variety of community agencies for placing their clients. The type of work performed by the volunteers ranges from the more traditional jobs such as secretarial, and general outdoor work to very nontraditional tasks such as making quilts and knitting garments for nursing home residents.

The types of support services used by clients is indicative of the project staff's knowledge of existing community resources and their ability to coordinate their efforts with these agencies. Specifically, individuals have been referred to mental health agencies, alcohol and drug counseling centers, job placement agencies, and vocational and education centers. (See data analysis section for detailed information.)

Insurance

Minnesota, under statute, insures clients who are participating in the Alternatives program. In 1979, Minnesota passed a law specifying that the "State is liable for claims and demands arising from injury to or death of a person who has been directed from the court system and who is performing work in restitution pursuant to a written agreement signed by himself." Claims arising from this law are paid pursuant to legislative appropriation following an evaluation of each claim.

Public Relations

The project staff has been extensively involved in public relations activities. At the beginning of the project, the staff gave several presentations to local service organizations, senior citizen groups, and Alcoholics Anonymous clubs.

Recently the project staff was instrumental in coordinating a public hearing on "Women Offenders in Corrections." They also assisted in preparing a resolution to the Minnesota commissioner of corrections. This resolution requested funding for community service restitution programs and emphasized the need for a state plan to develop female offender programs. Project staff developed and distributed a brochure describing the goals and purposes of the Alternatives program. Other public relations activities have included: an appearance on a local television show; several newspaper articles; initiation of a bill in the Minnesota legislature regarding community-based services for women; coordination of a seminar on restitution in Minnesota; participation in a national restitution symposium; and participation in a Government Accounting Office study on women in prison.

Data Analysis

Data analysis for the Arrowhead project is based on information collected by that project on 288 community service clients who completed the program between July 1978 and February 1981. In addition, 70 Arrowhead participants responded to the DRI client survey. The tables referred to are located in Appendix I of this report.

I. Characteristics of participants (Tables 1-3). The 288 participants were, of course, all women. Most (195) were under 30 years of age and the greatest proportion (75%) were white. Other Arrowhead client characteristics are summarized as follows:

- Employment status at intake (Table 4). The largest percentage of women were homemakers (32%) at the time of referral. Another large number, 63 (22%) were unemployed, while 53 (18%) held full-time jobs outside of the home.
- Highest grade completed (Table 5). Most of Arrowhead clients completed some high school, or beyond. A total of 247 out of the 288 participants went to at least high school level.
- Client occupation or skills (Table 6). The range of skills of Arrowhead clients spanned the gamut of categories from professionals to unskilled workers. The occupations of many, 91, were unknown. Of those that were known, the largest categories were unskilled (66) and clerical (30).
- Prior arrest history (Table 7). Far and away, the Arrowhead clients were generally first offenders. Figures show that 267 (93%) had no prior felony arrests and 216 (75%) had no record of previous misdemeanor involvement.
- Referral offense (Tables 8 and 36). Nearly all referrals to the Arrowhead project came on the basis of misdemeanor charges. Of the 288 clients, 267 or 93 percent, fell into this category. The breakdown of exact offenses shows the largest concentration in petty theft (theft under \$100), accounting for 114, or 40 percent, of all clients. There was also a relatively high concentration of traffic charges (61).

II. Case processing. The following list of items describe the outcomes, in terms of numbers, of clients processed through the Arrowhead system.

- Community service hours assigned (Table 9). The majority of Arrowhead clients, 204 out of 288, were assigned to less than

50 hours. The largest concentration of hours is in the 30-49 hour category, accounting for 139 (48%) of all assignments.

- Point of referral recommendation (Table 10). Data here indicate that Arrowhead community service project was used primarily as a postconviction sentencing option. Out of the 288 women who finished the program, 209 (73%) were referred by the court as a sentencing condition and another 51 (18%) were referred to the project by probation officers after conviction.
- Type of sentence imposed with community service (Table 11). Clients referred to the Arrowhead project generally appear to have been fined and placed on community service or put on probation and the project simultaneously. A total of 116 clients were placed on probation, while another 113 were fined. It is very important to note, however, that women have the choice of paying the fine or performing community service. The CS option was designed, in part, to give women an alternative to fines, especially those who cannot afford it. Lynne Gagne of the Arrowhead staff estimates that 90-95 percent of the defendants offered the option choose community service. Although the project serves mainly as an alternative to fines, the community service option is available to any female defendant in the service area.
- Court of referral (Table 12). The overwhelming majority of Arrowhead referrals came to the project from the County or misdemeanor Courts. Data from Table 12 indicate that 271 (94%) were referred from County Courts, while only 11 (4%) came from the District or felony Courts.

III. Community service outcomes.

- First community service assignment (Table 13). Assignments were varied fairly equally across the various categories. Some of the breakouts include: library/hospital aides--26, typing/filing--21; public works--38; day care--52; institutional work--30; and recreation assistant--22.
- Total placements while in the community service program (Table 14). Close to three-quarters (74%) of all Arrowhead clients worked at only one assignment while in the project. Only 24 (8.3%) of the known cases worked at two or more locations.
- Type of project termination (Table 15). Arrowhead staff reported a very high number, 244 (85%), of their clients

completed the terms of their community service assignments and, thus, were successfully terminated from the project. Only 25, 9 percent, failed to successfully complete their community service obligations.

- Client's criminal justice status at termination (Table 16). Data here indicate further the level of success achieved with Arrowhead clients. Over one-half, 172 clients, were released of any further criminal involvement while doing community service, as 259 (90%) showed no record of rearrest.
- Primary reason for unsuccessful termination (Table 19). While only 25 clients left the project as unsuccessful terminations, the major reason given for such action was "lack of cooperation," which was exposed in 13 of these cases.
- Support services provided (Table 19). Because support services were such an important component of the Arrowhead program, DRI expected to find a great deal of attention being paid to this function. Indeed, 287 separate services were performed for 169, or 59 percent, of all accepted volunteers. The types of direct services were varied with counseling (46), job readiness (38), and alcohol treatment (35) being the most prevalent. A total of 53 services were conducted by agencies outside of the Arrowhead staff, most of those being delivered by the Career Education Center in Duluth.
- Matching of client skills to placements (Table 26). Because of the small cell sizes, it is difficult to make any conclusive statements regarding the matching of skills and the types of placements resulting. Yet, certain trends are evident. Of the 26 persons classified as professional, 7 (27%) were placed in positions requiring application of their professional skills. Over one-fourth (7 out of 27) of the typing/filing slots were filled by women with a clerical background. The unskilled group were used in a variety of job types, apparently dictated by their interests and the availability of positions. One interesting point evolving from these data is that 7 unskilled women filled jobs requiring applied skills.
- Value of community service work performed. DRI data indicate that 11,701 hours of work was completed by the 288 Arrowhead volunteers. Computed at the hourly rate of \$5 per hour, the total value of this labor to the communities served was \$58,505.

IV. Client surveys. A total of 70, or 26 percent, of the 268 participants who took part in the Arrowhead community service program

responded to the DRI survey. Tables 20-25 report their responses to the project satisfaction questions.

Close to half of the respondents, 32 (46%), felt they learned some useful skills through their community service experience. A high proportion, 71 percent (50 clients), felt they were able to use some of the skills they possessed for their CS work. There seemed to be a general satisfaction with the types of assignments as 44 (63%) responded "no" to the question, "Would the community service experience been better if the work had been different?"

Surprisingly, not a single respondent said that CS was a bad choice compared to other available alternatives. Another very high proportion of the respondents, 89 percent, said they felt community service was a fair alternative. Finally, 80 percent (56 clients) gave the program an overall positive rating.

Following are some of the comments expressed by Arrowhead respondents:

"The CS work experience is an excellent way for first offenders to learn to respect the law. No one ever found out that I had been arrested, which could have been very embarrassing and could have led to dismissal from my present job."

"Had a very enjoyable time. Met very nice people who helped me get a permanent position there."

"The negative aspects of my DWI were changed to a positive experience because of the position I was able to work in."

"It was quite strenuous and tired me out, but I enjoyed it. I just didn't like being there under orders."

"I no longer feel like a second class citizen. Thank you."

NOTE: The comments from women who worked in the Arrowhead program were overwhelmingly positive.

V. Meeting of project goals.

1. The Alternatives Project will provide an alternative sentence for 300 clients during the project period who otherwise receive a traditional sentence.

The 288 terminations represent women who completed the project through 19 months, one more month than the original grant period. Through this time, there were 160 women still active bringing the total number of referrals to 448. By the end of the 18 month grant period in December 1980,

402 referrals had been processed. Therefore, Arrowhead met and exceeded this goal.

2. To provide counseling, education, and vocational services to at least 50 percent of the project participants.

As noted earlier in the discussion on support services, 169 or 59 percent of the 288 clients in the DRI data bank received these services. More significant perhaps is the fact that multiple services totaling 287 were provided to many clients.

3. To increase the employability of the participants by at least 50 percent while they are in the program.

There is no true way to measure the degree of employability as it is a subjective interpretation. Project staff claim "employability" is enhanced through receipt as the support services outlined in Goal 2, and, thus, claim this goal has also been fulfilled.

4. Less than 15 percent of the participants in the project will recidivate during the course of their sentence.

This objective was met. DRI data show that 9, or 3 percent of those served were rearrested. Nevertheless, rearrest information was missing for 20 clients. Even if all 20 had recidivated, however, this goal would still have been reached.

VI. Baseline comparisons. The DRI staff visited Duluth in October 1980 to collect data for the baseline study. Because of logistical encumbrances, we were only able to gather information from St. Louis and Carlton Counties.

Information was collected on 104 baseline subjects. All cases involved adult, female offenders, with no known prior offense history. The sample included 73 St. Louis County residents, 9 from Carlton County and 22 whose residents were unknown.

The object of the baseline study was to ascertain what type of sentence, if any, community service is replacing. While the numbers are too small to imply any statistically significant conclusions, the trends nevertheless give us some indication of previous sentencing patterns.

The largest category of sentence types was fines which accounted for 43, or 42 percent of all dispositions. In addition, fines were part of the sentence in 11 other cases, meaning this disposition was imposed in over half the cases sampled. Another important item of note is that 21, or 20 percent, of all cases sampled were released with no sentence imposed. Finally, an equally high number, 23 cases, were referred to special programs such as a first

offender program, human development, or a DWI clinic. Though one cannot say conclusively, it appears that community service in the Arrowhead region is mainly an alternative to fines. This is also borne out by the fact that a high proportion of project clientele were fined and permitted to complete community service in its place. The 20 percent release rate in the baseline group might lead to the conclusion that some present CS referrals may have been let go in years past. Also, community service may be serving as an alternative to or as an addition to other special programs in the area.

VII. Costs. Because Arrowhead does not serve as an alternative to jail or probation in most cases, we cannot imply that savings will be affected in these areas. The primary "savings," or revenue is represented by the value of the work performed, which, in this case was \$58,505. Costs incurred include the project budget which stood at \$163,377 and revenues lost as a result of fines not imposed and collected. The budget includes \$22,902 and start-up equipment expenses. The baseline yields figures showing the average fine to be \$108. Also, 98 percent of these levies were successfully collected. If all 104 clients who were fined this year had been required to pay \$108 and if 98 percent were collected, the amount of revenue to the counties would have been \$11,007.

It should be noted that the above figures represent estimates and some generalizations. The true cost of the program cannot be accurately calculated here. Nevertheless, the figures do yield a "ballpark" estimation of the monetary benefits and expenses involved in the Arrowhead project.

Summary and Conclusions

The Alternatives program located in Duluth, Minnesota is designed for adult women offenders (18 years and older). The program is administered by the Arrowhead Regional Corrections office. This office is responsible for providing correctional services to six counties in northeastern Minnesota.

The program accepts women who have committed criminal offenses including traffic violations. The intake process can occur at various settings depending on the source of referral. There are three sources of referral which are (1) direct referrals from the county attorney, (2) pretrial referrals, and (3) County and District Court referrals.

There are seven staff members involved in the Alternatives program. An Arrowhead Regional Corrections Unit supervisor is responsible for supervising six community restitution coordinators. The coordinators are responsible for assigning program participants to their placement site; monitoring their progress in fulfilling the terms outlined in the restitution agreement; assisting clients in obtaining support services (e.g., educational/vocational skills, counseling, financial assistance, etc.); and performing recidivism checks and follow-up assessments on clients during and upon completion of the participant's community restitution contract. In addition, the coordinators work closely with

the judicial system personnel in assessing the client's needs, recommending an appropriate placement, and informing the justice system about the participant's progress.

Throughout the project there was some concern about whether or not the coordinators had sufficient time for adequately monitoring the client's progress through the program. In some instances the placement site personnel indicated there should be more communication between the Alternatives project staff and the placement agency. The placement agencies specifically recommended that the project staff periodically conduct site visits, provide more information on the project's goals and objectives, and provide the placement agency with detailed information regarding the participant's skills, social needs, etc. The judicial system personnel also indicated there should be more communication and coordination between the Alternative project's staff and the criminal justice system personnel.

The Alternatives project has developed an extensive community support service network for the program participants. A particularly unique aspect of the program's support service component is the utilization of the Career Development and Training Center. The career center, funded by CETA, is a comprehensive facility providing vocational evaluation, practical job training, basic educational training, job readiness skills training, and job interviewing assistance. Two program areas heavily used by the Alternatives program are the job evaluation skills section and the educational development area.

The development of community support services has been a major focus of this effort. The extent to which services have been developed and commitments made from such a large sector of the social service system is particularly noteworthy. However, in some instances it appears that this component takes precedence over the primary purpose of the program, that is to develop sentencing alternatives for women by providing community service restitution in lieu of fines and incarceration.

During a 19-month period, 288 women completed the project. By the end of the grant period in December 1980, 402 referrals had been processed. Of the 288 clients listed in the DRI data bank, 169 (59%) received community support services. The DRI data also indicate that nine clients or 3 percent of the 288 clients were rearrested. However, rearrest information was missing for 20 clients. Yet even if all 20 had been rearrested, which is not likely, the project's goal to have less than a 15 percent recidivism rate was still achieved.

BALTIMORE COUNTY VOLUNTEER COMMUNITY SERVICE PROGRAM

General Description of Service Area

Baltimore County sits in the south central section of the state of Maryland. The city of Baltimore is surrounded by the remainder of Baltimore County, and is physically a part of the county, even though it is a home rule city not under the auspices of the county government.

Baltimore County presently has the third highest population compared to other counties in the state. The number of residents gained by 3.2 percent between 1970 and 1977, from 621,077 to 641,976. In the same time period, the state of Maryland's population rose from 3,923,897 to 4,137,000, a rate of 5.1 percent. Therefore, Baltimore County's rate of growth has been somewhat less than the state as a whole.

The population of Baltimore County is about one-half white and one-half black. The latest census figures also indicate that 100 percent of the county's population is in urban areas. Figures for 1977 yield a nonwhite population for Baltimore County of 46.4 percent, compared to 17.8 percent for the state as a whole. A summary of other demographic indicators for Baltimore County shows the following:

- percentage unemployed (1970) = 4.6 percent (3.2% for Maryland)
- income per capita (1975) = \$4,577 (\$5,626 for Maryland)
- median family income (1970) = \$12,081 (\$11,063 for Maryland)

The above data indicate that the average resident of Baltimore County is generally below average on economic measures when compared to the state as a whole. While median family incomes are higher, per capita income levels are lower and unemployment rates are higher.

Baltimore County is an area dotted with a number of small to medium sized towns (i.e., Towson, Essex, Dundalk, Pikesville) and a number of small independently owned businesses. Also, over the past several years corporate offices have been moving from the core city Baltimore area to suburban Baltimore County locations. The largest industrial employers presently located in the county are steel (Bethlehem) and shipping.

Crime Data

Crime rates for FY 1977 and FY 1978 are presented in the Baltimore County Volunteer Community Service Program proposal.

For Part I reported violent offenses, Baltimore County ranked third highest among the state's six largest jurisdictions in FY 1977 and second in FY 1978, with rates of 490 per 100,000 and 637 per 100,000, respectively. Baltimore County ranked third in the rate of Part I property crimes in both years, although the reported rate decreased slightly (from 5,106 to 4,807) between the two reporting periods.

Baltimore County Court System

Within Baltimore County, two court levels exist for the hearing of a criminal felony and misdemeanor matters. The District Court is the lower division hearing mainly misdemeanors and minor felonies. Specifically, the District Court has original jurisdiction over all traffic and civil matters, misdemeanors and criminal violations of state and local regulations. This court also hears felony cases if, in theft incidents, the nature of the goods taken or obtained does not exceed \$500. Also heard is any case in which the penalty upon conviction is less than three years of confinement, at a fine of less than \$3,000, or both. The Baltimore County District Court, serving Maryland's District 8, is staffed by 12 judges.

The upper level, or Circuit Court, has exclusive jurisdiction over all serious felony cases for which conviction penalties bring three or more years of prison and/or \$3,000 in fines. Additionally, the Circuit Court hears cases on appeal from the District Court. Baltimore County is located in the state's third judicial district which also includes neighboring Harford County. A total of 13 judges sit on the Circuit Court bench.

The Baltimore County project had anticipated at the outset receiving the large majority of its referrals from the District Court, with some minor felony cases emanating from the Circuit Court.

Criminal Justice Case Flow Processing

The procedure for processing alleged criminal offenders in Baltimore County is outlined in the Baltimore County Volunteer Community Service Program proposal.

As soon as possible after being taken into police custody, the arrestee is brought before one of 24 District Court commissioners for purposes of reviewing the police charges, advising the arrestee of his/her constitutional rights, assigning a District Court trial date and setting bond. Case documents are then forwarded to the state's attorney office for consideration of filing and to the criminal office of the District Court.

At the time of advisement by the District Court commissioner, a determination is made as to whether or not the defendant is eligible for a public

defender. If eligible, the defendant meets with the public defender either in jail if detained, or at the office if out on bond, to go over the case prior to preliminary hearing.

As stated above, the county office of the state's attorney reviews all statements of criminal charges for filing consideration. Felony charges are submitted to a special felony review unit whose attorneys file recommendations for preliminary hearings and prepare cases for grand jury indictment consideration. Misdemeanors are considered by the District Court division of the state's attorney office.

The next step in the judicial process is the preliminary hearing. A defendant may waive his or her right to such a hearing, but, in any event, a request for preliminary hearing must be filed within ten days of the defendant's arrest. The purpose of the hearing is for the judge to make determinations concerning whether or not to dismiss or reduce the original charges and at which level (District or Circuit Court) the case should be heard. The Grand Jury is used as an alternative to the preliminary hearing for serious felony charges.

Prior to sentencing in either the Circuit or District Courts, judges usually order a presentence investigation. Convicted defendants may be sentenced to fines, community service restitution, probation, jail, work release, or prison.

Legislation Relating to Community Service Restitution

The Maryland code provides statutory support for the use of community service restitution as a sentencing option. Article 27, Section 641 and 292, allows for nonviolent misdemeanants and felons to volunteer for work in nonprofit organizations or government agencies, for a designated number of hours, in lieu of traditional sentences such as fines or incarceration.

History of the Volunteer Community Service Program (VCS) Program

The Volunteer Community Service Program began operations in May 1978. Prior to receipt of LEAA funding, the project was managed by one full-time Comprehensive Employment and Training Administration (CETA) employee and one part-time secretary. The project was initiated in response to a call by the District and Circuit Court judges of Baltimore County to have another sentencing alternative which would provide work experience to offenders as well as benefit the community; reduce the probation caseload of the State Department of Probation and Parole; and offer offenders a direct access to community support agencies so that they might obtain help for personal and employment problems.

Originally, the pilot project concentrated only on the District Court. Any nonviolent Part II offender coming through that court was eligible for community service restitution. The judge hearing a particular case had the option of recommending community service in addition to, or in place of other sentencing options. Because of the high volume of clients coming through the program and the potentially increased caseload once District Court judges more fully accept community service and Circuit Court judges began adopting it, the project decided to seek LEAA funding for expansion.

Aritee Poletis, the CETA employee who coordinated the pilot program, was retained by the county in that position to run the LEAA-funded project. Because they had previously been in operation, there was no start-up delay. Thus the project began accepting clients under the new grant on July 1, 1979. With the advent of an expanded project, Ms. Poletis intensified her public relations efforts within the Baltimore County criminal justice community and in the general community to develop new client placement sites. An Advisory Board was formed, made up of placement agency representatives, judges, other criminal personnel and lay citizens. Ms. Poletis conducted meetings with the probation and parole staffs and with individual judges to try to gain acceptance and cooperation with the Volunteer Community Services Program.

Goals and Objectives

The following goals and objectives were formulated for the community service volunteer program under the LEAA grant:

Performance Goals

1. Identification by the Circuit and District Court judges of 1,320 nonviolent Part II offenders who will agree to adhere to program regulations and volunteer to perform community services in lieu of a traditional fine and/or incarceration.
2. Screening and placement for each referral into a volunteer job capacity within a two week time period.
3. Development of a detailed volunteer needs assessment of all local nonprofit organizations and assessment of volunteer job placement possibilities.
4. Establishment and implementation of standard procedures by which the volunteer community service agency can directly refer clients for support services and can monitor the progress of each person referred.
5. Completion of assignment for at least 80 percent of the referrals.

Impact Goals

1. To provide a suitable option for 10 percent of the cases heard in District Court.
2. To eliminate the caseload of nonserious offenses for probation and parole agents.

Objectives

Screening. To screen an average of 110 persons per month sentenced to the Volunteer Community Service Program prior to participation in the project.

Placement. To place 100 offenders within a nonprofit or governmental organization.

Monitoring. To monitor all placements during the work period to ensure each offender's compliance with his/her obligation. Monitoring will be done by the program coordinator from information obtained through the volunteer work supervisor of the community agency. Forms for documenting number of hours worked, as kept daily by the work supervisor, will be logged on the offender's office file weekly.

Reporting.

- To report back to the court, probation office, client and file all persons failing to comply with program regulations and/or failing to successfully complete their designated number of volunteer service hours within one week after determination of noncompliance by the project coordinator and director (average 20 per month).
- To report back to the court, probation officer, client and file successful completion of work assignment (average 80 per month).

Referral to rehabilitative services. To refer 14 percent of total referrals to support services since evaluation of offenders referred to the pilot program shows that 14 percent of the 215 referrals are presently unemployed with no vocational or educational training, or future employment direction.

Many of the offenders also have psychological problems which are many times interrelated with their offenses. These problems usually stem from family, economic, and employment disorders. Since presentence investigations are often not ordered in these

cases, the judge does not have needed resources for referral to support services. Based on previous experience, it is estimated that 10-15 percent of the offenders accepted into the Volunteer Community Service Program will be in need of services.

Evaluation

To compile data from individual records so that by the end of the grant year program, problems and client characteristics will be available for use in planning for the second year of the grant.

Administration/Management Structure--
Baltimore County Volunteer Community Service Program

The project operates under the auspices of the county's court system (district and circuit and the county council). Ultimate administrative responsibility rests with the county executive. Under the county executive is an administrative officer and under that person is the county's criminal justice coordinator. The project director of the community service program is directly responsible to the criminal justice coordinator.

The project staff working under the VCS director include two project coordinators and one secretary. Specific responsibilities for each of the positions include:

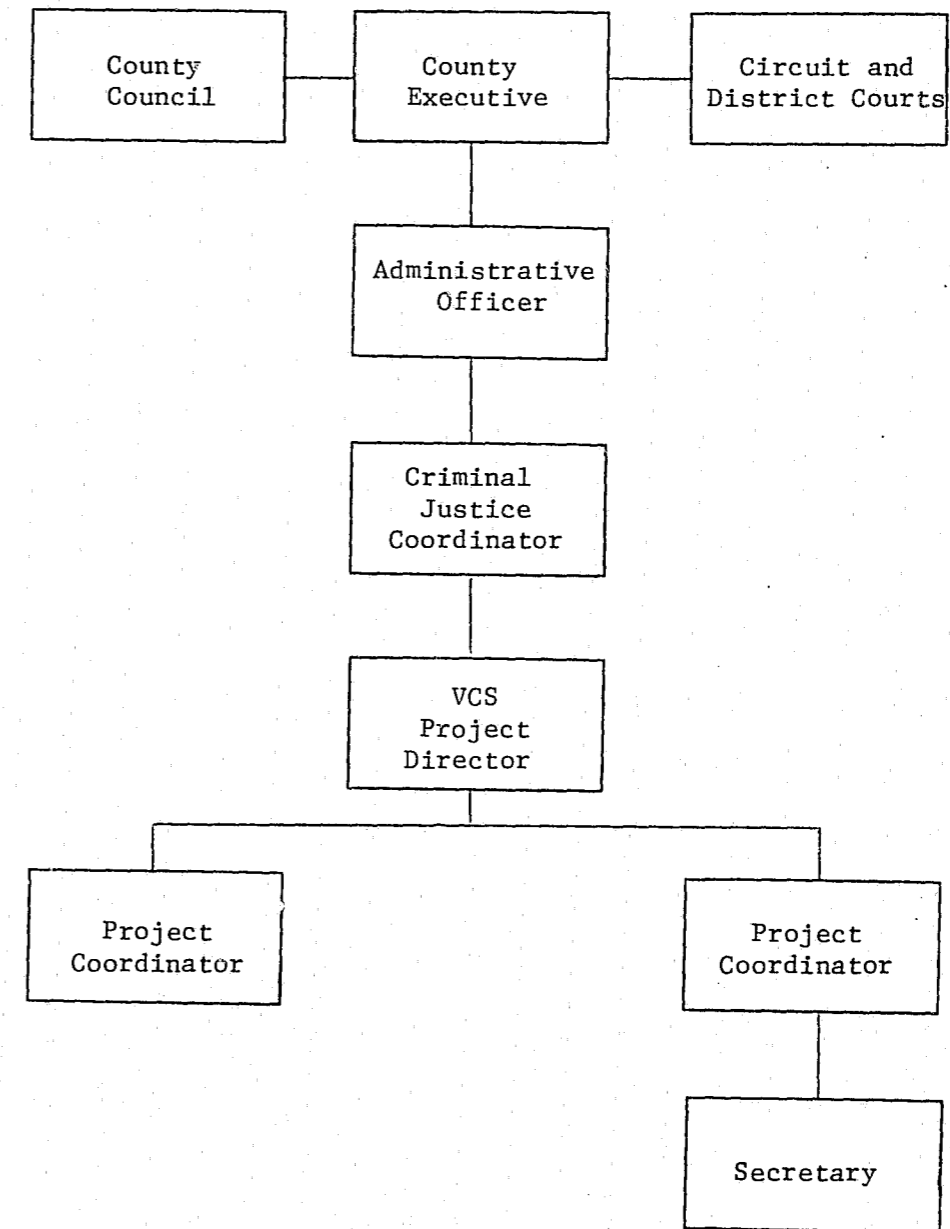
Project Director--design and implementation of the program; staff selection; arranging of cooperative agreements with agencies to which referrals will be made to complete volunteer service and for rehabilitative services; day-to-day fiscal and program management; developing and implementing management information system; preparing fiscal and program reports for criminal justice actors; meets with criminal justice personnel to discuss needs for revision and improvements; liaison between criminal justice coordinator, courts and Department of Probation and Parole.

Project Coordinator--receives referral forms from courts; screening and interviewing of offenders; places offenders in agencies, reviews client and agency evaluations; liaison between courts, offender and placement agency; negotiates referrals to supportive services, monitoring client participation; notifies sentencing judge and probation officer of completion/noncompletion of sentence.

The following organizational chart (Figure 3) illustrates the structure under which the Baltimore County Volunteer Community Service Program operates:

FIGURE 3

BALTIMORE COUNTY VOLUNTEER COMMUNITY SERVICE PROGRAM ORGANIZATIONAL CHART



Staff Changes

Aritee Poletis, the original project director of the pilot program, remains in that position. Since the inception of the LEAA grant in July 1979, four project coordinators have worked for the program.

Client Case Flows

The movement of clients through the Baltimore County system is depicted in Figure 4 on the following page. Eligible clients for the Volunteer Community Service Program include all Part II nonviolent, adult, misdemeanor offenders. This takes in such charges as shoplifting, marijuana possession, driving while suspended, hit and run, driving while intoxicated, and larceny. As the program has expanded its sphere of operation to the Circuit Court, they have begun to accept some felony referrals (see data analysis section).

The decision to sentence to community service and the determination of how many hours a particular sentence carries rests solely with the discretion of the judge. Typically, judges consider such factors as the severity of the instant offense and the defendant's prior record before deciding on a community service sentence. Usually, persons are assigned to the project following a court disposition of "probation before judgement." This is a stayed sentence through which a defendant's actual disposition is delayed pending the outcome of his/her community service assignment. If the work is successfully completed, the volunteer on the recommendation of the project, has the original charges dismissed and all court records expunged without having to return to court. If, on the other hand, the project unsuccessfully terminates a PBJ client, the court imposes a standing sentence, i.e., jail, fine or probation, at the defendant's return appearance before the bench. It should be noted that PBJ with community service is an option the defendant may reject and opt instead for traditional sentencing.

Once a defendant agrees to volunteer for community service he/she signs an agreement form at the court, a copy of which is forwarded to the project. The responsibility for initiating communication between the new volunteer and the project lies with the volunteer, who has one week to contact a project coordinator. The judge may, or may not stipulate a time period in which the assignment must be completed. If not, a standard six-month period is allowed.

When the project receives the name of a referral from the court, the staff begins to initiate internal record keeping procedures. The referral is logged and staff create a file card with basic client information. A terms and conditions form is later signed by the new client at the screening interview.

The new client's initial screening with the project coordinator is done at the project office. Only if the coordinator determines that a volunteer may require support services counseling, after the volunteer has requested them,

FIGURE 4

BALTIMORE COUNTY VOLUNTEER COMMUNITY SERVICE PROGRAM FLOW CHART

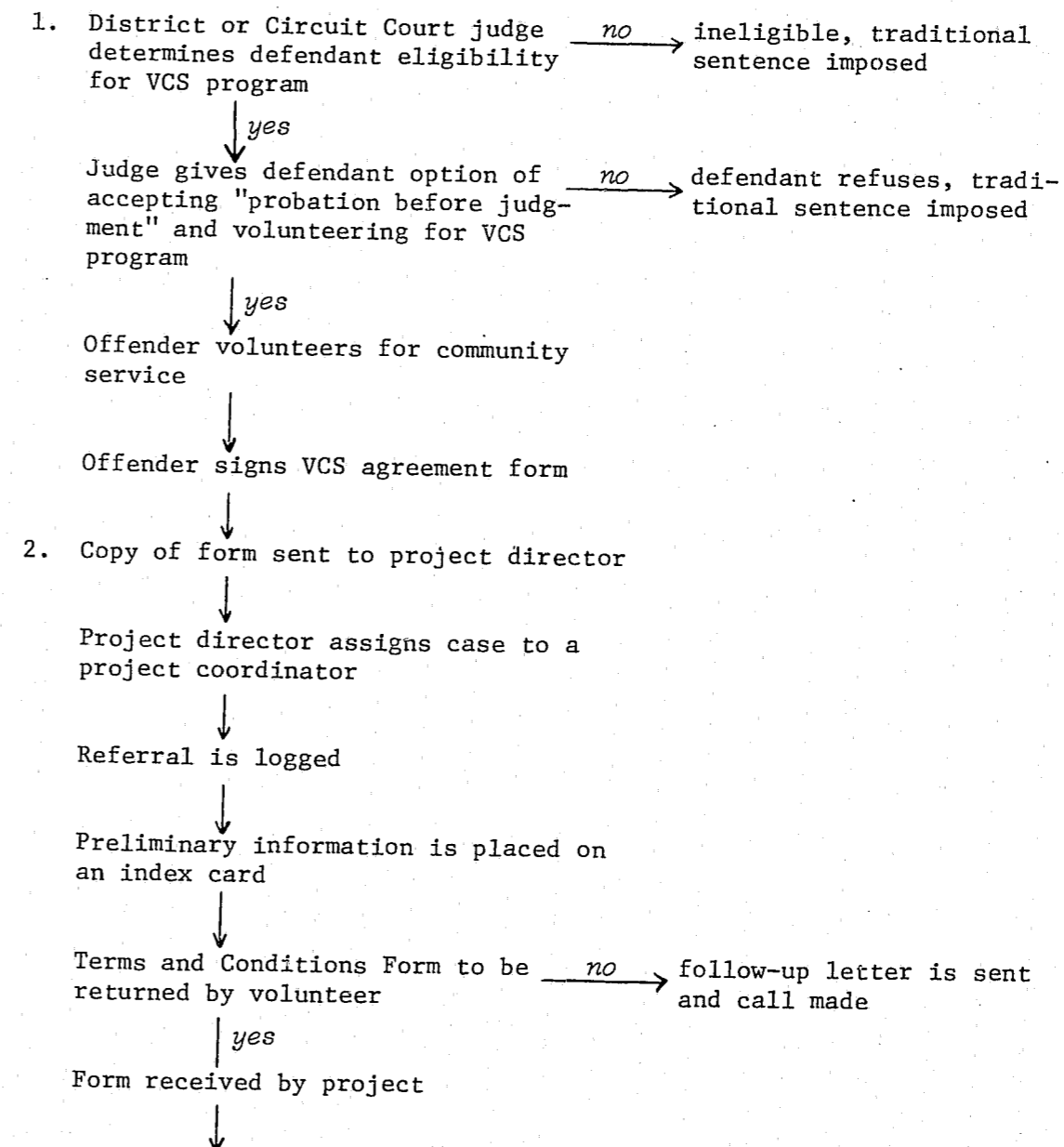


Figure 4 (continued)

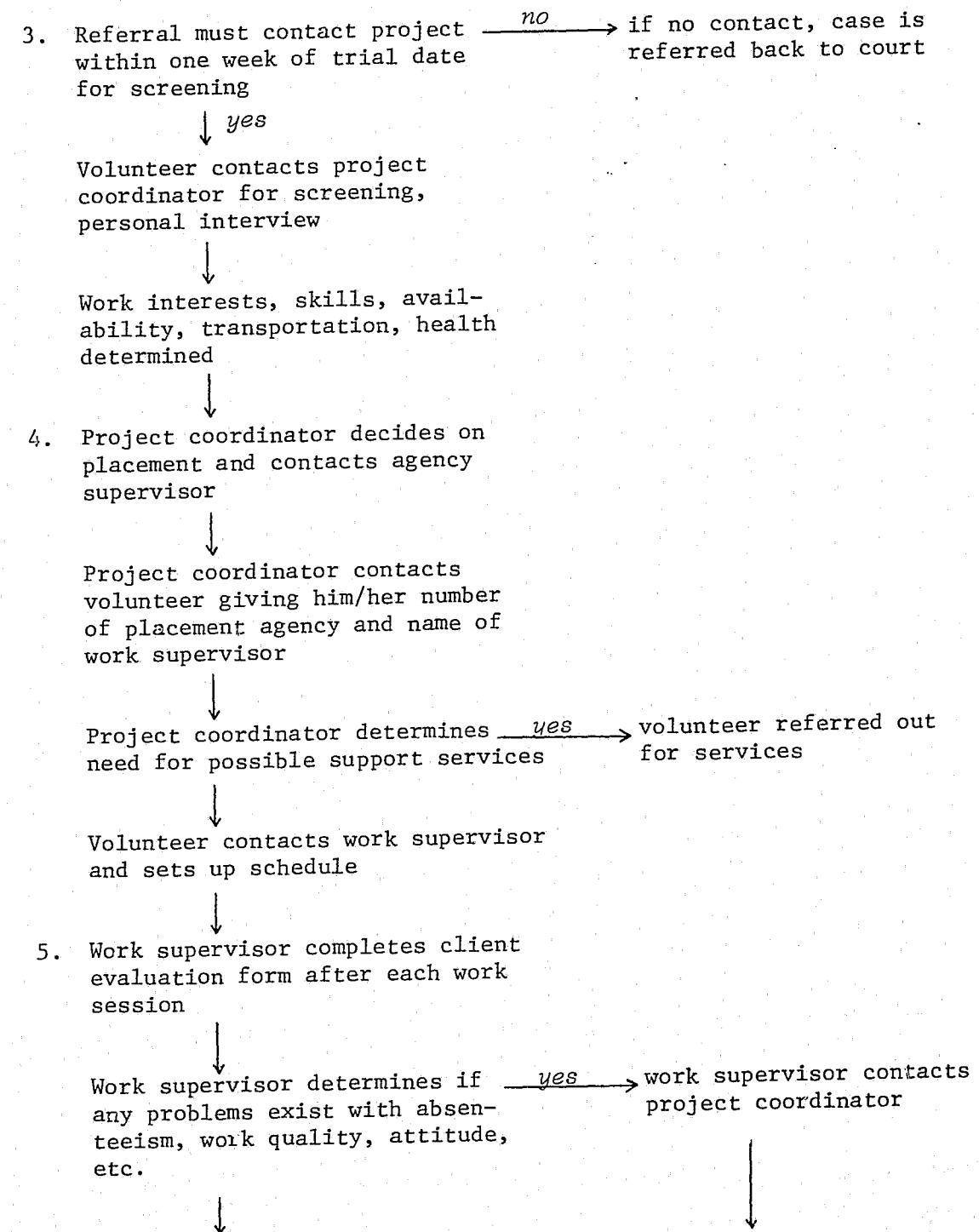
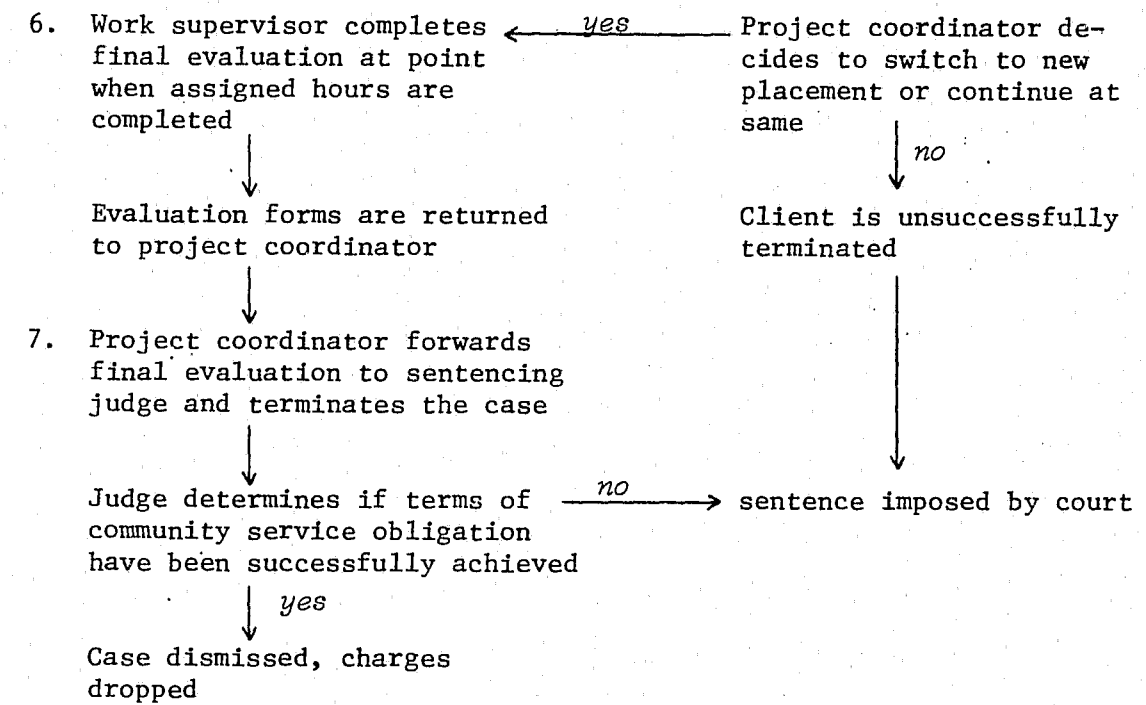


Figure 4 (continued)



i.e., counseling, is the subject referred. Otherwise, the screening which includes a determination of skills, interests, current employment status, health, transportation needs, and possible hindrances to the completion of the work. Taking this information, the coordinator matches the volunteer's skills, interests and availability with an available placement opportunity. The coordinator then notifies the agency contact person of the placement and the volunteer who must contact the agency and make working arrangements.

Once firm arrangements have been made for worker placement, client monitoring procedures begin. The project sends out client evaluation forms, on which the work supervisor logs days and hours worked. Placement supervisors notify the project any time a volunteer fails to show up for work, or displays attitudinal or work quality problems. The project coordinator uses his/her judgement to decide when a placement should be suspended, switched or unsuccessfully terminated.

When the assigned work hours are completed, the work supervisor evaluates the client and forwards the information to the project coordinator. The coordinator then sends a copy to the sentencing judge for final case disposition. If no further problems exist, the project terminates the case.

Working Relationship with Baltimore County Criminal Justice System

Because all referrals to the Volunteer Community Services Program emanate from the court, most of the contacts the project has had have been with judges and court personnel. Relations between the project staff and the courts appear to be quite good. Prosecutors and defense attorneys, although having limited contact with VCS, seem to be aware of the community service project and approve of its work. The project has had a closer working relationship with the Department of Probation and Parole, as several VCS clients have been on supervised probation while doing community service.

All three judges interviewed by DRI expressed a positive view toward community service as an alternative sentencing tool. Additional comments about its benefits with regard to allowing the court to do more in determining sentences, to being a deterrent to further criminal activity, to making it possible for a client to avoid a criminal record, and to returning something to the community were expressed. The judges were supportive of and impressed by the enthusiasm of the Baltimore CS staff, although some misgivings were expressed about administrative efficiency with regard to the time required to place clients in work assignments. It was suggested that the CS project needed more staff.

There appeared to be some confusion about what types of offenders were eligible for the project. One judge thought the project included all types of offenders; another thought it only included nonviolent misdemeanants and should be expanded to also include nonviolent felons; and the third thought it

currently included all except violent offenders. In determining how much time they would sentence, the judges relied on their own discretion, taking into account factors such as type and seriousness of charge, and personal characteristics of the offender. One judge said he averaged about 50 hours, and purposely avoided long sentences because it prevented others from coming into the project.

From another perspective, one of the Baltimore County public defenders believed the judges occasionally gave long sentences, although both defenders interviewed were of the opinion that the majority of sentencing was fair. The defenders believed that a major positive aspect of the community service project, besides affording an alternative to jail, was that it helped defendants find jobs. One defender believed the CS option was a viable alternative to traditional sentences for early, nonserious offenders while the other interviewee recommended expansion to handle serious as well as early offenders. Such expansion was recommended to include an increase in the number of CS project staff in order to do a better job of following up on problem cases.

A district attorney held an opposite view from that of the public defenders regarding the community service project's effect on jobs for clients. Although the DA supported the CS option for nonviolent first offenders, she felt that overall it offered clients only limited experience and no full-time job opportunities. Furthermore, she suggested that a negative aspect was that it could be taking away jobs from noncriminals. The DA felt that CS was not an alternative to jail because in her opinion, those people sentenced to CS had not committed serious enough offenses to be sent to jail.

Another representative from the Baltimore County prosecutor's office had some definite ideas about the usefulness of community service, although he was relatively uninformed about the Baltimore County project. He did say, however, that he felt the sentences were too lenient with the number of hours assigned being too low. The prosecutor was in favor of relating the work assignment to the offense; for example, litterers should be sentenced to highway clean-up. The prosecutor suggested that CS acts as a punishment involving more than the value of the crime, thus showing offenders that the crime is not worth the penalty. He believed that CS makes it less likely that offenders will repeat their crimes. The best aspect of the Baltimore County project was viewed to be its PBJ option with community service which allowed people to avoid a criminal record.

DRI interviewed two officers of the Baltimore County Probation Department, both of whom were satisfied with their relationship with the CS project and believed that the project had worked out well. A combination of management responsibility has existed between the probation officers and the CS project staff which has created some problems for one of the interviewees with regard to determining who was responsible for violations. Both probation officers pointed out that the CS project had not decreased their caseload

because all community service sentences include probation, although one stated that CS had cut back on the need for probation officers to monitor volunteer work. It should be noted, however, that a number of CS referrals, apparently unbeknownst to probation staff, are on "court probation" which does not require formal supervision. One probation officer suggested that a caseload cutback could result if the VCS project would assume total responsibility for clients. While stating that she preferred more therapeutic programs, one of the interviewees said she felt community service provided a good alternative to fines. The other probation officer said the CS was probably not an alternative to jail because few of the offenders sentenced to community service would have been sentenced to jail anyway.

Working Relationship with Placement Agencies

As of February 1981, the Baltimore County project had placed clients in approximately 200 separate agencies throughout the area. They have developed positions in a wide assortment of sites including libraries, hospitals, colleges, parks and alcohol treatment centers. Some of the positions include: receptionists, maintenance aide, health care volunteer, library aide and leadership assistant. Preliminary data indicate the highest number of positions, close to half, to be in public works projects.

The project has found that a number of their volunteers have full-time jobs. Therefore, they have had to develop placement opportunities for evenings and weekends.

DRI interviewed three placement sites including two hospitals and the Baltimore County Public Works Department. The site representatives were all very enthusiastic about the ability of CS to allow nonserious offenders to avoid a criminal record while at the same time not letting them "get off easy." The sites reported excellent working relationships with the Baltimore project staff, but suggested that an increase in VCS staff was needed.

In discussing positions being filled by the CS volunteers, both hospitals referred to the number of hours of the assignment as a factor significantly affecting the volunteer's involvement with the host organization with regard to training. One hospital said they train new workers for available jobs, except for those with 40-50 hours or less whom the hospital does not bother to train. The other hospital suggested that volunteers with 20 hours or less are not too helpful and that those with 40 plus hours are best because of the training that is needed. Both hospitals reported that several volunteers stayed on with the hospital after the community service assignment was over.

The interviewee in the Public Works Department told DRI that several volunteers had applied to the county for a job with him after the assignment, but that none had been hired due to a county personnel policy which requires their name to appear on a special list from which he must choose. DRI was told

volunteers learn landscaping skills through the county work, which can be applied elsewhere.

Insurance

Community service workers are covered by a policy which extends to all volunteer workers in state, county or private nonprofit agencies in the state of Maryland. The agreement provides accidental death and dismemberment and medical benefits for the worker in the Volunteer Community Services Program. The limits are \$5,000 for accidental death, loss of sight and dismemberment and \$1,000 for personal injury. Under Maryland law, volunteer workers are not eligible for workman's compensation.

Public Relations

Ms. Poletis has been quite active during her term as director in trying to spread the name of the project. Most of these efforts took place in the project's early phases when staff were trying to increase public knowledge and gain public acceptance.

The project developed brochures to serve a dual purpose. First, they are handed out to volunteers in court so that the new clients could familiarize themselves with the program they are about to enter. Secondly, the brochures are distributed to nonprofit agencies in the Baltimore County area who may be potential placement sites.

In addition to the brochures, press releases have appeared in the Baltimore Sun, August 14, 1978; August 16, 1978; February 1979; March 5, 1979 and March 12, 1979. Another article appeared in The Retriever on October 16, 1978.

Support Services

Support services are offered only to those volunteers requesting assistance and upon concurrence from the project coordinator. Available services include drug/alcohol abuse treatment; physical examinations; group, individual and family counseling; psychiatric assistance, and educational employment counseling. It should be pointed out that all support services are brokered out to other agencies, with only short-term counseling or other assistance provided by project staff.

Preliminary data show that only a very small number of Baltimore County clients (about 7%) have required supportive services of any type.

Data Analysis

Data analysis for Baltimore County is based on information collected by the project on 1,312 community service participants who completed services from July 1978 to January 1981. In addition, 281 Baltimore County volunteers responded to the DRI client survey. The tables referenced are located in Appendix I of this report.

I. Characteristics of participants. The 1,312 clients can be characterized as typically young, white and male. Data from Tables 1-3 indicate that 1,020 (78%) were between the ages of 16 and 29; 897 (68%) were white; and 906 (68%) were male. Other Baltimore County client indicators can be summarized as follows:

- Employment status at intake (Table 4). The majority were fully employed (57%). Nevertheless, a sizeable proportion (19%) were unemployed.
- Highest grade completed (Table 5). Over half (53%) have gone through some high school. A large number, 407 have some college education.
- Client occupation or skills (Table 6). The data on this variable, yield a wide diversity of skill levels. The biggest area of concentration is semiskilled (452), which comprises 35 percent of the client occupations.
- Prior arrest history (Table 7). The typical client had no prior felony or misdemeanor arrests before the referral charge. Data indicate 1,068 (81%) with no previous felony arrests and 814 (62%) with no known misdemeanor arrests.
- Referral offense (Tables, 8, 37). The vast majority of referrals came to the Baltimore County project on a misdemeanor charge. Out of 1,312 cases 1,251 or 95 percent were charged with misdemeanors, while only 51 accused felons completed the program. Considering exact referral charges, the largest categories were "thefts of an unknown amount" which accounted for 407 (31%) of all referrals and "miscellaneous traffic offenses," accounting for 414 (32%) of the project's clients.

II. Case processing. The following items summarize data describing the processing of community service participants in the Baltimore County system:

- Community service hours assigned (Table 9). The majority of volunteers were assigned to work between 10 and 49 hours.

The largest single range is the 30 to 49 hour category, accounting for 529, or 52 percent of all cases. In the 18-month period surveyed, CS clients worked a total of 53,961 hours.

- Point of referral recommendation. Close to 99 percent (1,293) of all clients came to the project on a probation before judgement (PBJ) basis. Therefore, community service in Baltimore County can be said to be an almost exclusive stayed sentencing option.
- Type of sentence imposed with community service (Table 11). Naturally, because PBJ is not a sentence, PBJ itself was the only disposition in the vast majority of cases.
- Court of referral (Table 12). Over 94 percent of all cases emanated from the district courts, which have original jurisdiction over misdemeanor offenses.

III. Community service outcomes.

- First community service assignments (Table 13). As very few clients worked in more than one assignment, the first assignment generally represents the sum total of work done by clients in this project. Data indicate diversity of assignments covering all categories. The largest representation falls in institutional work (519) and library/hospital aide (267). The institutional work, according to project director Aritee Polettis, took place in locations such as health centers, youth service bureaus, the State Department on Aging and county criminal justice agencies.
- Total placements while in the community service program (Table 14). As noted above, very few volunteers worked at more than one site. For some reason, however, data was missing in 200 cases on this variable.
- Type of project termination (Table 15). Project staff report a very high successful completion rate of 97 percent, with 1,266 out of 1,312 satisfactorily completing their CS obligations. This is the highest success rate among the 7 projects studied.
- Clients criminal justice status at termination (Table 16). Most referrals remain on informal probation, or probation before judgement, even though their community service work has been successfully completed. It is up to the probation officer assigned to a defendant to approach the court once the PBJ term has expired. Performance on community service is one factor considered by the court before dismissal.

- Total rearrests while in project (Table 17). Only 34, or about 3 percent of all cases were known to have been rearrested while under the auspices as the Baltimore County project.
- Support services provided (Table 19). The Baltimore County project aided 43 clients providing 52 direct or referral services. Education services (13) and employment referrals (16) were the most predominant. It should be noted that support services were not considered an important component of this project and were delivered only upon the request of individuals referred.
- Matching of client skills to placements (Table 27). There appears to have been no noticeable pattern between types of placements and skill levels. Regardless of occupation, most clients worked in government institutions or in libraries and hospitals. These types of jobs seemed to be the most plentiful. Presumably jobs within these facilities were fit, when possible, to the clients working in them.

IV. Client surveys. A total of 281 or 23 percent of the 1,205 participants who completed the program responded to the DRI survey. Tables 20 through 25 report the responses to these project satisfaction questions.

While generally voicing favorable feelings to the program, a clear majority (73%) felt they learned no useful skills through community service. Nevertheless, 1,760 volunteers said they utilized skills they already had; only 36 felt the experience would have been better had the work been different; 209 believed community service to be the best choice of alternatives available to them; 228 said they thought community service was a "fair" alternative; and 219 (78%) believed the overall community service experience to be positive.

Following are some comments expressed by Baltimore County participants:

"... an enriching and rewarding experience; it was worth getting a ticket to go through such an experience."

"It would be difficult to utilize all of my skills in 40 hours of community service work."

"I enjoyed every minute of it."

"I worked in a court library cutting out bears and bunnies. I find that very insulting to my line of work. A two-year old child could have done the work I was assigned to do. I feel it was nothing but a waste of my time!"

"The ability to work on my off days any time of the week was a great advantage. After working with VCSP, I applied for a full-time job after knowing what was offered."

V. Meeting of project objectives.

1. **To place an average of 100 offenders per month, 1,200 offenders per year into private or public nonprofit agencies.**

The project reports that 2,051 referrals were screened and placed through December 1980, while 2,211 were screened and placed through January 1981. These data yield an 18 month figure of 114 per month and a 19 month total of 118 per month. Therefore, the project has exceeded this objective.

2. **To return to the community 44,000 hours of service, worth \$136,000 if paid at the minimum wage per hour in 12 month of operations.**

Through 18 months, ending in December 1980, 1,312 clients completed 53,961 hours of work. Computed at the minimum wage of \$3.10 per hour the dollar value of the work equals \$167,279. The project reports that through January, 53,954 hours were put in totaling \$167,258 at the minimum wage of \$3.10 per hour.

3. **To have 1,400 offenders complete their community service obligation during the grant period.**

DRI data indicate that 1,312 clients completed community service in the original 18-month grant period. This falls 6 percent short of the objective. Project reports indicate that 1,371 volunteers went through VCSP as of the end of January 1981. While the project has fallen just short of meeting this objective, they should have easily surpassed the 1,400 figure in February.

4. **To refer 14 percent of total referrals to support services.**

DRI has collected data, as previously noted, on support services provided to the 1,312 terminated participants. To reiterate, 43 individuals, or 3 percent received such services. Thus, Baltimore County project fell short of meeting this objective.

VI. Baseline comparisons. Baltimore County VCSP staff were asked to collect data on 100 cases from District and Circuit Courts. The cases were to be selected from a one year period prior to the beginning of the community service project ranging from July 1, 1978 to June 30, 1979. As was the case with all the baseline studies, the object here was to get some idea, albeit descriptive and limited in number, of what criminal justice dispositions community service acts as an alternative to.

The project was instructed to draw 90 adult misdemeanor defendants and ten accused felons with no prior arrest histories. In order to compare sentencing patterns of judges who are presently referring cases to community service, we asked that they select the sample according to the following judicial breakdown:

| JUDGE | CASES |
|-------|-------|
| A | 15 |
| B | 15 |
| C | 10 |
| D | 10 |
| E | 45 |

The staff was able to secure 80 cases for baseline data collection. Although this reduced number places further limitations on the reliability of any conclusions, certain inferences can be drawn from the results.

As noted previously, probation before judgement has emerged as the dominant disposition of community service cases. Among the 80 baseline cases, however, only six were granted PBJ. The remaining cases were generally disposed of through some combination of jail, fine or probation. These include 24 cases sentenced to probation; ten fines, eight jail sentences, two combinations of probation, jail and fines; two probation and jail combinations; and eight combined fine and probation sentences. Judicial sentencing patterns in Baltimore County for first offenders seem to have shifted, at least somewhat, from jail, fine and/or probation to community service and PBJ.

Costs

The baseline was also intended to get some indication of the impact of CS on costs. County officials report that the average annual costs of housing one inmate in jail is \$13,000, or \$35.62 per day. The eight baseline subjects sentenced to jail were given a total of 2,134 days. This would cost the county over \$76,000--money which could be saved had community service been the sentence. On the other hand, 36 fines were collected among the baseline sample totaling \$2,730--money which is lost to county coffers if fines are replaced with alternate service. This in turn, however, is replaced by the value of the service provided to the community.

We cannot accurately calculate, or estimate, the savings realized by placing defendants on community service and PBJ rather than probation as a sentence condition. As noted earlier, PBJ'd individuals are under a form of informal probation in addition to being responsible to VCSP. However, because the project assumes the major share of defendant responsibility, probation's involvement is lessened and, presumably, their time and costs are reduced.

Summary and Conclusions

The Baltimore County project was very successful in processing and serving a large number of volunteers with a relatively small amount of staff. Also, the VCSP was effective in developing a number of active placement sites throughout the greater Baltimore area to serve volunteer work needs and provide easy access for clients.

Because of the relatively high number of clients served with a relatively low level of staff support, the Baltimore County project proved to be the most cost effective of all the LEAA sites. In order to handle such a high volume of referrals and placements, project director Aritee Poletis developed a system whereby all volunteer contacts and most placement site dealings were carried out by phone. Referrals were made responsible for contacting VCSP to get their assignments and were obligated to report to work and report back to VCSP on their progress. By minimizing direct client contact, the project came to act mainly as a community service broker, permitting them to take on a high referral caseload.

VCSP also proved to be a very effective force in the Baltimore County criminal justice system. The persistent efforts of the project, notably those of Ms. Poletis, resulted in widespread acceptance of the concept in the District and Circuit Courts. Community service, coupled with PBJ, was a concept which had been implemented on a limited basis during the project's pre-LEAA pilot period. Through effective campaigning and as a result of the concept's growing success its use became extensive as an option for accused minor offenders.

In spite of its successes, this project did encounter some problems. The heavy caseload seemed to place a burden on the staff resulting in occasional lag periods between referral and placement, according to one judge. DRI feels that at least one more staff position was needed to handle the heavy case flow. Also, the shortage of staff reduced the project's ability to provide support services such as counseling. Finally, indications from probation officers point toward some confusion as to how PBJ clients are cosupervised by the VCSP and probation. Here again, more staff support might have helped to allow the project to take a greater role in supervising clients beyond providing CS assignments. The project should take steps to work out supervision assignments with probation.

At this writing, the Baltimore County Volunteer Community Service Program is seeking permanent funding through the County Court budget.

**NORTHEASTERN UNIVERSITY COMMUNITY SERVICE
RESTITUTION PROGRAM**

General Description of Service Area

The Northeastern University program serves four communities in the suburban Boston area: Brookline, Newton, Dedham, and Wrentham. All four* of the program areas are home rule communities. Brookline and Dedham are incorporated as towns, whereas Newton is a city. Brookline is contiguous with Boston and is located just to the west of the major city. Newton sits to the west of Brookline. Dedham is approximately six to seven miles south of Boston. A total of 18 communities are part of the service area, including seven in Dedham and nine in Wrentham.

Each community exhibited declines in population between 1970 and 1977 although Dedham's was nominal. Brookline's population declined from 58,886 to 50,680, a reduction of 14 percent. Newton's population declined from 94,006 to 87,183, a loss of 7 percent. Finally, the population of Dedham went from 26,938 to 26,587 for a decline of 1 percent. These figures are unlike the state of Massachusetts as a whole which has demonstrated a 2 percent increase in population during the same time frame from 5,689,170 to 5,777,000.

The residents of the area are predominantly white. Census figures for 1970 indicate black populations of 3.2 percent, 0.3 percent, and 1.2 percent for Brookline, Dedham and Newton respectively. The black population proportion for the state at that time stood at 3.1 percent. Unemployment data for 1970, although admittedly outdated, yield the following figures: Brookline = 2.5 percent; Dedham = 5.2 percent; Newton = 5.7 percent. The unemployment rate for Massachusetts in 1970 stood at 3.8 percent, thus indicating higher than normal rates for Dedham and Newton. A summary of other demographic indicators for these locations gives the following results:

- income per capita (1975)
 - Brookline \$8,117
 - Dedham 5,549
 - Newton 7,554
 - Massachusetts 4,965

- median school years completed (1970)
 - Brookline 13.2
 - Dedham 12.4
 - Newton 13.4
 - Massachusetts 12.2

*The fourth jurisdiction, Wrentham, was recently added. Because of this, information relevant to this area is limited.

The above data seem to indicate that residents of these areas, especially Brookline and Newton, are financially better off and more educated than the average person in the state of Massachusetts.

Brookline and Newton can be characterized as liberal, upper-middle class communities. There are no major industries to speak of in either town, and both are dotted with small, privately owned businesses. Many of the residents are professionals who work within the greater Boston area. Brookline is an older community inhabited by a great number of long standing residents, whereas Newton has tended to draw younger, newer residents over recent years. Wrentham is predominantly rural and relatively poor compared to the other communities, with no major industries.

Unlike Brookline and Newton, Dedham is a more conservative, middle class, partially industrial community.

Crime Data

Uniform Crime Reports (UCR) crime data are available for 1978 for Brookline, Newton, and Dedham. Following is a summary of those data.

| | |
|-------------------|--|
| Newton: | Total adult arrests = 738 Total 18-21 = 291 Major categories = DUI (143), "other offenses" (193) |
| Dedham: | Total adult arrests = 354 Total 18-21 = 291 Major categories = larceny (97), DUI (47), disorderly conduct (52), "other offenses" (50) |
| Brookline: | Total adult arrests = 321 Total 18-21 = 155 Major categories = burglary (53), larceny (58), DUI (39) |

The above figures present the total arrest picture, plus an indication of the arrest incidence for the project's target group (18-21). It is evident from these data that a high proportion of the arrests in the three jurisdictions are concentrated in the age range and within the misdemeanor/nonserious felony population served by the project.

Court System

Courts in Massachusetts are under a state run system with funding authority and administrative control emanating from the legislature through a state court administrator.

Dedham, Newton, and Brookline each fall into a distinct judicial district. Each such district contains two courts of record to hear criminal cases.

The lower, or District Courts have original jurisdiction for all misdemeanor cases and minor felonies. Arraignments and trials for these offenses are conducted in the District Courts.

Serious felonies are filed and heard in the Superior Courts. As in the case with the District Courts, there is a division of the Superior Court in each of the towns of Dedham, Newton, and Brookline. Although the Northeastern University Community Service Program can and does accept felony offenders, they are precluded at this time from accepting any cases not referred through the District Courts. Therefore, only minor felony cases are referred to the project (see data analysis section).

Criminal Justice Case Flow Processing

All criminal defendants in the project's four communities are arraigned in the District Court. Arraignments generally take place within 24 hours of arrest.

At the District Court arraignment, the defendant is notified of the exact nature of the pending charges and informed of the right to counsel. Defendants often opt to waive their right to an attorney.

The next step in the arraignment process is the entering of a plea. The plea in most cases is not guilty, or "not guilty with admission of facts to warrant a finding of guilty." The latter is a procedure often employed by judges to protect defendants from pleading guilty without the benefit of counsel.

In some cases, after accepting a plea, the judge hears the facts of the case, as presented in most instances by the arresting police officer and the defendant. Occasionally the judge will reach a decision at this time. In most instances a plea is entered at the arraignment. The judge establishes a continuance date four weeks hence, at which time the defendant is brought to trial. Continuances are used for cases in which the defendant pleads not guilty and/or needs extra time to secure counsel. If a continuance is granted, the disposition of the case is deferred and a defendant's case is officially continued without a finding.

Legislation Relating to Community Service Restitution

State legislation supporting the enactment of community service and other diversion dispositions is found in Chapter 781 of the Massachusetts State Statutes. The law establishes a procedure for pretrial diversion of some offenders to programs of community service and supervision from the District Courts. The law stipulates that eligible clients include those age 17 to 21, with no previous convictions who are recommended by the community service program or have been selected through judicial discretion. Successful completion of the program may result in dismissal of the charges. Further, participation in a community service program does not constitute an admission of guilt.

It should be pointed out that the Northeastern University program, while taking primarily young offenders, has not put a 21-year old ceiling on referrals.

History of the Community Service Program

The Boston area community service restitution program was conceptualized by Professor Larry Siegel of the Northeastern University School of Criminal Justice. Aware of the LEAA initiative, Siegel approached several local judges including Justice Maurice Richardson of the North Norfolk (Dedham) District Court, Justice Lawrence Shubow of Brookline and Justice Monte Basbas of Newton. As the concept caught on, support for the pending program was gained from probation departments, police, prosecutors, and a number of potential client placement agencies. An advisory committee was formed, made up of the three justices mentioned above plus other criminal justice personnel and community leaders to advise Dr. Siegel on the process to follow in the development and implementation of the program.

The program was seen mainly as a benefit to the Probation Departments of the three jurisdictions. Numerous misdemeanor and minor felony offenders tried and convicted in the District Courts were placed on minimal supervision probation. Because no other diversionary options were available to judges, the probation caseloads were continually swelled by these low supervision clients. Probation personnel felt that the degree of services provided to all clients suffered as a result of too many cases and too little time.

Community service assignments had been used by the judges on a scattered, ad hoc basis. However, because of the absence of an organized project, probation staff had to supervise the workers. Also, there were no personnel available to develop placements which resulted in the creation of makeshift assignments, i.e., cleaning up the courthouse.

Although the LEAA grant award was made in June 1979, the project did not begin accepting clients until October of that year. The original

director, Sue Howarth, was not brought on until the end of August 1979. Much of the delay was caused by complicated and cumbersome hiring practices. Project personnel, especially the director, had to go through Northeastern University's hiring procedures and by approved by the community service advisory board. This proved to be very time consuming during the project's early stages. These early problems have been eliminated and subsequent hiring has gone smoothly.

Goals and Objectives

The goals and objectives first proposed for the Community Service Restitution Program were modified and revised in April 1980. The staff at that time, felt that many of the original objectives were unrealistic. Also, they generally held that the objectives were overwhelmingly offender and system-based, not adequately addressing the benefits to the community. The original objectives called for such accomplishments as reducing jail sentences, cutting court costs, reducing confinement costs, and lower client recidivism rates.

The new objectives, as outlined in a revised proposal, reorder the project's priorities from service to offenders and the criminal justice system to benefits to the community. Quality of services replace monetary savings as an inducement to criminal justice system participation. The new proposal discounts as unmeasurable the objectives aimed at reducing jail populations and recidivism. Following are the revised goals and objectives:

Program Goals

- I. To place approximately 1,200 offenders in community service placements during the 14 months of program operations. The 1,200 offenders will be referred from the district courts being served by the program.
 - A. Approximately 960 (80%) of the 1,200 offenders will be ordered to perform community service while their cases are continued without a finding.
 - B. Approximately 120 (10%) of the 1,200 offenders will be ordered to perform community service as a condition of probation.
 - C. The remaining 120 (10%) will be ordered to perform community service either as a sole sanction or as a condition of probation imposed in conjunction with a suspended sentence.
- II. To accomplish a 75 percent success rate among the clients referred to the program during the 14 months of program operations.

- A. This will result in approximately 900 offenders successfully completing their community service obligations.
 - B. Given the present average community service assignment of 40 hours per offender, a minimum of 36,000 hours of service will be provided to the community.
- III. To benefit the community, the offender and the criminal justice system.
- A. Community Benefits
 - 1. To provide at least \$144,000 worth of service to the community resulting from 900 offenders each successfully completing an average of 40 hours of service, valued at an average of \$4.00 per hour.
 - 2. To maximize the effects of CSR services to the community by developing placements in at least 200 different community agencies.
 - 3. To provide service placements to at least 75 percent of agencies offering positions (150).
 - 4. To increase community understanding of the Community Service Restitution Program through the dissemination of information.
 - a. To issue regular press releases to local print media regarding the progress and activities of the program.
 - b. To sponsor an open house for each district served by the program in order to inform community members, agency representatives and court personnel or program goals, philosophy and procedures.
 - c. To speak on at least 14 occasions before local civic, social and professional organizations.
 - d. A Board of Directors will be organized which will consist of community leaders from each court district who will keep the program responsive to community needs.
 - e. One thousand brochures describing the program will be distributed throughout the communities.
 - f. CSR will issue approximately 50 public service announcements and will appear on at least one local television program.
 - B. Offender Benefits
 - 1. To place at least 40 percent of the program participants in positions that enhance or teach marketable skills.

- 2. To maximize the potential for matching offender skills and/or interests with agency needs and to be able to offer the offender a choice by developing at least 500 different positions in the participating agencies.
 - 3. To direct program participants requesting support services to agencies providing these services. Based on the program's experience to date, approximately 10 percent or 120 of the program participants,
- C. Criminal Justice System Benefits
 - 1. To reduce the probation department's supervision responsibilities by the equivalent of 1,000 cases.
 - a. Supervision responsibilities normally assumed by probation for the 960 program participants whose cases are continued without a finding will be entirely assumed by CSR staff.
 - b. CSR staff will assume sole responsibility for supervision of the 120 offenders ordered to perform CSR as a condition of probation for the extent of their CSR obligation. On average, CSR obligations will be completed in four months. Therefore, CSR staff will assume 1/3 of the supervision responsibility for the 120 cases or the equivalent of 40 cases.
 - 2. To increase the frequency of supervisory contact with offenders over that currently provided by the probation department.
 - a. Offenders whose cases are continued without a finding now receive minimal supervision from probation consisting of one contact for the duration of the continuance. They will be receiving two contacts per month by CSR staff for the duration of the CSR obligation. (Average length of CSR obligation is three months.)
 - b. Offenders who receive probation disposition are now normally contacted once a month throughout the probation period by the probation department. CSR will contact the 120 offenders in this category an average of two times per month during their restitution obligation, or an increase over probation contact of once per month per offender. (Average length of CSR obligation is four months.)
 - c. An increase in contact per continuance client of twice a month for a three-month period would result in an increase of six (6) contacts per client (6 x 960 = 5,760).

- d. An increase in contact per probation client of once per month for an average of four months would result in an increase of four (4) contacts per client ($4 \times 120 = 480$).
- e. Offenders receiving CSR as a sole sanction will be contacted two times per month by the CSR staff. These cases would normally receive no probation supervision.
- f. Offender monitoring and supervision will be supplemented through CSR staff contacts with placement agencies at least once per week per offender placed.

Staffing Pattern

The staffing scheme of the Northeastern University project has also been modified since its inception. The changes took place in June 1980 and were necessitated by the project's expansion to the Wrentham Court and the desire to make the process as efficient and cost effective as possible.

Originally, the project consisted of nine staff members: a program director; one supervisor (also served as court liaison/restitution advisory for Brookline); one court liaison for Newton; one court liaison for Dedham; a restitution advisor in Newton; a restitution advisor in Dedham; a full-time placement developer serving the entire project; one part-time placement developer; and one administrative assistant. The new staffing compliment of eight includes:

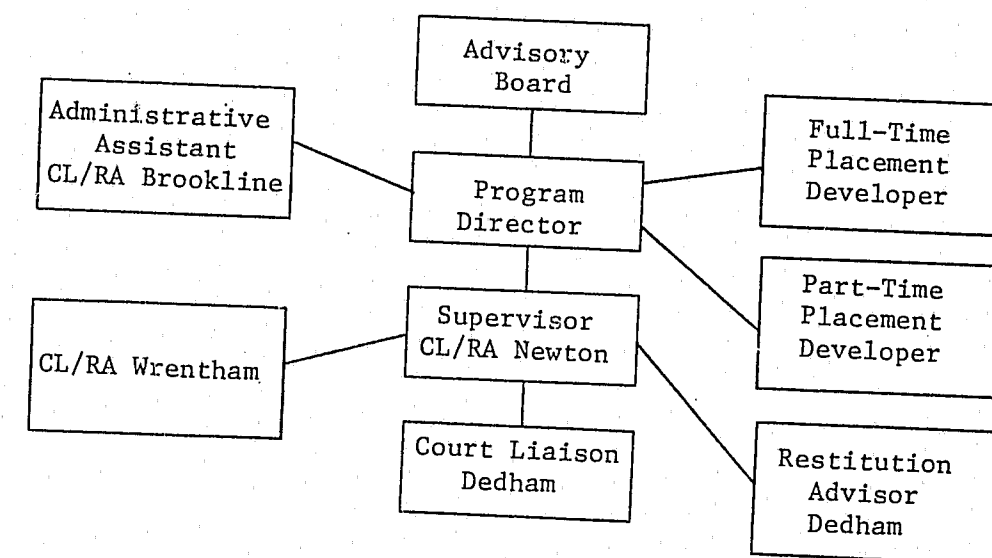
- one project director
- one supervisor (supervises all court liaisons and restitution advisors and directly handles court liaison and restitution advisor duties in Newton)
- one administrative assistant (also responsible for court liaison and restitution advisor duties in Brookline)
- one court liaison/restitution advisor for Wrentham
- one court liaison for Dedham
- one restitution advisor for Dedham
- two placement developers (one full-time, one part-time) serving the entire project

Program director, Eleanor Shea explains that the changes were made to simplify the line of responsibility and to make the project more cost

efficient. Experience showed that jobs, specifically the court liaison and restitution advisor positions, could be combined without sacrificing effectiveness. The organizational chart below represents the current Northeastern project structure.

FIGURE 5

NORTHEASTERN UNIVERSITY CSRP ORGANIZATIONAL CHART



Job descriptions for the positions listed above read as follows:

Program Director. Overall administrative coordination; hiring; supervision and training of staff; direct supervision over all but court liaisons; program design and development; budget management; fund raising; public relations.

Supervisor. Responsible for overseeing the work of all restitution advisors and court liaisons; compiles monthly data; assists director in administrative and management duties; performs court liaison and restitution advisor duties in Newton court.

Administrative Assistant. Secretarial and clerical work; office organization; typing; correspondence; bookkeeping; administrative support and assistance to program director.

Court Liaison/Restitution Advisor. Present at court sessions; develop restitution orders and offender eligibility; initial client interviews; monitor placements; coordinate with probation; prepare and advise clients for service; facilitate placements; assess need for support services.

Placement Developer. Development, recruitment and maintenance of placements in agencies and of rehabilitative and treatment services; community liaison.

Staff Changes

The major staff change took place in June 1980 as Sue Howarth, the original program director left and was replaced by Eleanor Shea. Ms. Shea was promoted from the position of supervisor to fill the director's post. The Newton court liaison was promoted to supervisor while retaining court liaison/restitution advisor responsibilities in Newton. The administrative assistant assumed the duties of court liaison/restitution advisor for Brookline, formerly held by Ms. Shea, while retaining the role of administrative assistant. Also, Dr. Larry Siegel, who composed the original proposal for Northeastern University and served as an advisor to the project, left the university in summer 1980. The only other change to occur since the original staff was hired in October 1979 was the departure of a restitution advisor in May 1980. That position was eliminated as part of the new organizational structure.

Client Case Flow

The system of client flow is outlined in the revised proposal. Following is a summary of that system.

The vast majority of cases coming through District Court arraignments are continued for second hearings. Therefore, very few cases come to the project directly from arraignment.

Defendants are referred to the project, either at arraignment or second hearing, upon a finding of guilty or in cases where the judge decides to continue a case without a finding. In cases continued without a finding, the judge establishes certain conditions which the defendant must meet, one of which might be the completion of community service. Here the sentencing judge uses his or her discretion to set the number of community service hours a defendant must serve. The sentences fall within a range of 15 to 100 hours. Such factors as a defendant's prior offense record and the nature of the instant offenses contribute toward determining the number of hours a particular

offender will be assigned, although no strict criteria presently exist and assignment durations may vary from judge to judge. In addition, judges generally require a minimal level of supervision, to be provided by project staff, in conjunction with community service work. Offenders found guilty and assigned to the program may receive the following combination sentences: (1) community service plus probation and a suspended sentence, (2) community service and probation with the opportunity for early termination with successful program completion (Dedham only). Clients came to the program on continuances in 87 percent of all cases studied by DRI.

Once community service has been accepted by a defendant, that person is assigned to a probation officer. As soon as possible, the probation officer and new client meet to review the conditions of the sentence. All community service clients, regardless of the exact nature of their sentence, are assigned to a probation officer. The conditions of the sentence, including any restitution obligations are agreed to by both parties and signed off in a contractual agreement.

The community service representative, in the person of the court liaison, enters the picture before probation processing. Here, the court liaison works out a restitution order with the referral which is subsequently reviewed and approved by the probation officer. The first step here is to screen the client to determine skills, interests, and available service hours. Initial agreement is reached on the nature of the placement and tentative starting and completion dates. A contract is then signed by both parties binding the terms of the agreement. The court liaison later delivers the signed contract to the defendant's probation officer for ratification.

The next step involves setting up client placement. This is the job of the court liaison. To accomplish this the court liaison scans a list of available placement slots at the courthouse and tries to match client skills and interests with the current agency needs. The case is then assigned to the restitution advisor who confirms the assignment with the designated placement agency. The restitution advisor then calls the new client to have that person sign a contract and confirm the community service placement. A restitution assistant is assigned to monitor the case through the client and the agency.

Clients are supervised by probation and the project until the case is terminated in court. The Dedham district initiated a new system whereby clients placed on community service and probation or community service solely can terminate their cases early and not face an additional court hearing. Those clients who are on a "continuance without a finding" and successfully complete community service return to court on the continuance date for dismissal of charges.

A determination of unsuccessful completion is made jointly between project staff and probation on a case-by-case basis. The official project notification is in the form of a letter from project staff to the client and

probation officer. In the case of sentenced offenders, the supervising probation officer generally takes the unsuccessful client back to court for a probation violation for resentencing. Those defendants on a continuance are brought to court for disposition and sentencing.

A flow diagram of cases as they move through the community service system is depicted in Figure 6. This diagram was originally prepared as part of the Northeastern University revised proposal.

Working Relationship with the Criminal Justice System

Interaction between the Community Service Restitution Program and the local criminal justice system can be described as very good. Results of survey interviews conducted with judges, prosecutors, public defenders, and probation officers indicate universal acceptance of community service and a close, smooth working relationship with the project staff.

Both judges interviewed by DRI expressed satisfaction with the process of placement and referral and the project's ability to monitor and follow-up clients. Because of the success thus far, they both expressed a desire to expand the age eligibility to include juveniles and older adults.

Probation staffs in the area also see the community service program as a boon to their system. According to the two officers interviewed, the project has cut back their workload by taking primary responsibility for the least serious types of offenders on their caseloads. Here again, the probation staff characterize their working relationship with the project staff as excellent. Communications between the project and probation, so vital because of joint client responsibility, appear to be very good. Therefore, a united front is in evidence when the two agencies present case information in court. One probation interviewee did criticize the program for not delivering as many clients as originally promised in the proposal.

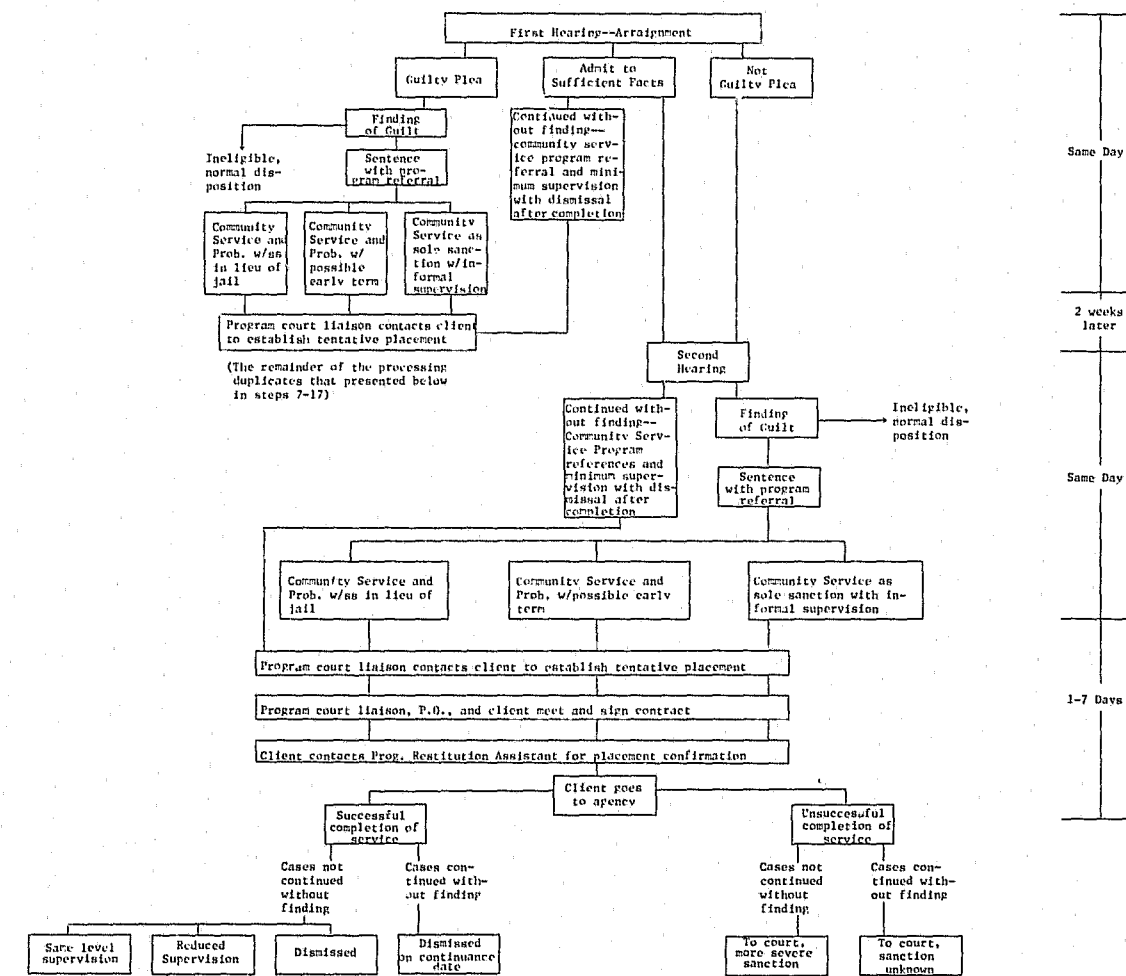
The prosecutors and public defenders interviewed also strongly support the implementation of the community service concept in the surrounding Boston area. Basically, these people see community service's benefits as providing a viable alternative to traditional sanctions such as fines. They also see community service as a deterrent to future criminal involvement for young, early offenders and an opportunity to expunge criminal records to avoid the stigma those records carry.

Working Relationship with Placement Agencies

As was the case with criminal justice agencies, the placement sites dealing with the community service program report a smooth working relationship and satisfactory results. The two agencies DRI spoke with claim the

FIGURE 6

NORTHEASTERN UNIVERSITY
COMMUNITY SERVICE RESTITUTION PROGRAM FLOW DIAGRAM



referral process and volunteer work programs have worked out very well. The major complaint was that clients are not assigned for a long enough period of time to allow for the teaching of any permanent skills or to assign the volunteers any "meaningful" work.

One of the placement personnel DRI spoke with found community service volunteers essential to do the types of "mundane" work that their normal crew of volunteers would not handle, such as maintenance and grounds-keeping. Both expressed a strong desire to continue working with the community services program and would like to see it expanded to other courts in the area.

As of this writing, the program has placed clients in 266 agencies.

Insurance

Volunteers placed through the program are covered by Northeastern University. The university had to purchase a policy through the CS project grant to cover volunteers for liability and personal injury. Ms. Shea noted that several potential placement sites were reluctant to accept program referrals until insurance coverage could be assured.

Public Relations

The program has made a continual effort to make itself known throughout the Boston area. Project director Eleanor Shea estimates that at least 25 newspaper articles have appeared in local papers as of November 1980. In addition, one television news spot was broadcast on August 27, 1980 regarding program activities and included an interview with Ms. Shea and a client.

The project printed up 2,000 brochures explaining community service and how the program works. These pamphlets were distributed to placement agencies and lawyers in the area, seeking renewed support and participation.

Finally, an open house was held in Wrentham in July to initiate the new site and familiarize the community with this program. Ms. Shea reports that this was quite successful and received extensive press coverage.

Data Analysis

Data analysis for the Northeastern University Community Service Restitution Program is derived from client information gathered by the project on 700 subjects who completed services between October 1979 and January 1981. The project reports that an additional 150 clients terminated services through

March 1981, at which point CSRP closed its operations. Also, 231 Northeastern clients responded to the DRI client survey. Tables referenced are found in Appendix I of this report.

I. Characteristics of Participants. The average CSRP client can be described as young, white and male. Data from Tables 1-3 indicate that the client caseload was made up of 669 (96%) individuals between 16 and 29 years old; 665 (95%) white; and 616 (88%) males. Other Northeastern client characteristics are as follows:

- Employment status at intake (Table 4). Most Northeastern clients were either employed full-time or students. The latter population is highly represented due to the large number of colleges and universities in the Boston area. A total of 302 (43%) were employed full-time, while 265 (38%) were students.
- Highest grade completed (Table 5). Clearly, most CSRP volunteers had finished some high school, or beyond. This group represents 671 (96%) of the population.
- Client occupation or skills (Table 6). The highest representation here falls into the "other" category in which 245 (35%) were classified. This represents the project's high student count. Beyond that, most of the CSRP volunteers were generally classified as either semi-skilled (28%) or unskilled (18%).
- Prior arrest history (Table 7). Like most of the other LEAA community service sites, the overwhelming majority of Northeastern clients were first offenders. Data indicate that 653 (93%) had no prior felony arrest record, while 475 (68%) showed no history of a misdemeanor arrest.
- Referral offense (Tables 8 and 38). While most clients, 612 (87%), were referred to the project on misdemeanor charges, 75 (11%) were accused felons. The felony figure is relatively high compared to other LEAA sites concentrating on nonserious offenders. Out of the 700 cases the largest exact offense categories were: miscellaneous traffic charges (138), liquor violations (120), petty theft (63), disorderly conduct (66), vandalism (46), and possession of marijuana (40).

II. Case processing. The following variables summarize information describing the processing of community service participants through the Northeastern system:

- Community service hours assigned (Table 9). While nearly half of these individuals were assigned to complete between 10 and

29 hours of community service work, 40 percent, 280 clients, were given longer assignments ranging from 30 to 69 hours. The average assignment length was 32 hours.

- Point of referral recommendation (Table 10). The vast majority of Northeastern volunteers, 595 (85%) of all clients, were referred to the project on the basis of continuances granted by the court. Continuances are similar to Baltimore County's PBJ, but case disposition as well as sentencing is deferred, pending completion of the terms of a probationary period. All such cases were assigned to a probation officer, although CSRP monitored all terms and stipulations of the continuance agreements.

Besides continuance dispositions, 77 defendants (11%) were convicted and assigned to the project by the sentencing judge.

- Type of sentence imposed with community service (Table 11). Continuance was the main "sentence," accounting for 606 (87%) of all clients. Formal probation, prescribed for 52 (7%), was the second most prominent disposition.
- Court of Referral (Table 12). Almost all (94%) of the Northeastern referrals came from the District Courts serving the four municipalities within the project's jurisdiction.

III. Community Service Outcomes.

- First community service assignment (Table 13). Like most of the other projects the greater percentage of Northeastern CS volunteers worked on only one assignment during their tenure in the program. Therefore, first assignment data give a reliable indication of the total work performed.

Over half, 389 clients, completed their assignments in some type of public works function. According to project staff, these public works jobs involved a variety of general physical maintenance and custodial tasks in private, nonprofit, as well as public agencies. Also, a number of clients in this category performed maintenance tasks for local public works departments such as dumps, landfills, highways, etc.

- Total placements while in the community service program (Table 14). Close to three-fourths (507) of the clients worked in one job only. Just over 10 percent had multiple placements.
- Type of project termination (Table 15). Consistent with the other projects in the LEAA program, Northeastern clients

yielded a very high rate of successful completions. Only 79 (11%) of the 700 terminated clients did not successfully finish their community service obligations.

- Criminal justice status at termination (Table 16). The great proportion of clients (597) were pending adjudication on their referral offense at the time of project termination. This represents the group under continuances at the point of referral. As continuance is a deferred disposition, the judge later heard these cases, determined guilt or innocence and imposed sentences if appropriate. Community service performance was the major function weighing in the courts decision.
- Total rearrests while in project (Table 17). This project was very successful in maintaining low client rearrest rates. Out of 700 cases, only 25 (4%) were known to have recidivated while completing their assignments.
- Primary reason for unsuccessful community service termination (Table 18). Considering all unsuccessful terminations, most were due to either excessive absenteeism (35) or general lack of cooperation (27).
- Support services provided (Table 19). Support services were provided to only a small portion of the Northeastern population. A total of 45 volunteers (6%) received 54 types of assistance. Job readiness assistance was delivered 16 times, and alcohol treatment on ten occasions.
- Matching of client skills to placements (Table 28). Most of the volunteers were either students, semiskilled, or unskilled laborers. A majority of the placements for these individuals, lacking specific occupational skills, were in the public works areas described previously.

IV. Client surveys. A total of 231, or 37 percent, of the 622 project participants responded to the DRI survey. Tables 20-25 summarize their responses.

A large majority (70%) expressed the opinion that the community service experience did not teach them any new skills. Nevertheless, 121 (52%) felt the project made use of skills these people already possessed. There seemed to be a relatively high degree of dissatisfaction with the type of assignments offered. A majority, 53 percent, felt the experience might have been or definitely would have been better had the work been different.

Regardless of the client's opinions about the quality of their assignments, a high proportion (66%) felt community service was a good alternative to traditional sentencing. An even higher proportion, 72 percent, said they believed community service was a fair alternative. Finally, 168 respondents (73%) felt overall that the community service experience was worthwhile.

Following are some comments expressed by participants in the Northeastern University project:

"I would have gone to jail but the 25 hours was better. I know I could do this as a living (working with the blind)."

"I rate this program very high for its personalism and understanding."

"The next time, if ever I do this, I will want to be assigned to a more productive job, as I only stood around and watched little kids."

"I think that the community service makes you think twice about doing whatever again. Also I think it's better than just probation alone. Probation doesn't really make you think about what you've done. Your program was a success to me. Thank you."

"Because my primary interest, due to my profession, was avoiding a criminal record, the program was the best choice. However, I was a little disappointed to be mopping floors when I could have been more useful in a counseling or even a clerical position."

V. Meeting of project objectives.

1. To place approximately 1,200 offenders in community service placements during the 14 months of program operations.

The project reports that 1,000 clients had been placed through the 14-month period terminating at the end of December and 1,073 by the end of January. The breakdown by type of case disposition is as follows:

| | December | January |
|------------------------|----------|---------|
| Continuance | 810 | 880 |
| Probation | 99 | 102 |
| Community Service Only | 17 | 17 |
| Suspended Sentence | 21 | 22 |
| Other | 1 | 1 |

As is evident from the above figures, the project has fallen slightly short of meeting these objectives.

2. To accomplish a 75 percent success rate among the clients referred to the program during the 14 months of program operations.

While the project exceeded its 75 percent successful completion objective with an 85 percent actual rate, it was not able to process the projected 900 successful clients. Through the 15 months of DRI client tracking, 700 volunteers completed the program, 594 of them successfully. These 700 individuals worked a grand total of 22,399 hours, an average of 32 hours per person. Project staff report 28,792 hours of work put in by all Northeastern clients including those still active at the end of January.

3. To benefit the community, the offender and the criminal justice system.

Community Benefits

The 700 terminated clients working a total of 22,399 hours provided \$89,596 worth of service to the communities. Considering the 28,792 total hours served through January 1980 the value rises to \$115,168.

The project reports a figure of 386 agencies through which placement opportunities were developed. This, of course, substantially exceeds the goal of 200. Also, service placements were made in 266 of these agencies surpassing the goal of 150.

As reported previously in this case study, the Northeastern project was quite active in addressing public information activities. Through the term of the project open houses were held in each court serving the project. Project director Eleanor Shea noted that 119 press releases and public service announcements were made through local radio stations, television stations and newspapers. A total of 1,400 brochures were disseminated.

Offender Benefits

The objective regarding the teaching of marketable skills is very difficult to measure accurately, in that the determination is highly subjective. The project claims that such skills were taught on any job outside those classified as public works, which involved custodial and maintenance activities. Since public works made up 56 percent of all placements, the remaining 44 percent were to include the teaching of such skills. While this may have been the case, there is not hard evidence to conclude that these skills were taught in each site outside of public works. In addition, 70 percent of those responding to the DRI survey said they learned no new skills.

The project goes on to report that 969 unique volunteer jobs were developed for CS participants over the grant period. This far surpasses the goal of 500. DRI inquired about the moderate degree of dissatisfaction expressed by clients over their placements and how that meshed with the high volume of volunteer opportunities. Ms. Shea explained that several factors stood in the way of placing each client in a job of his or her liking. First, because of the large number of students and full-time employees referred, night and weekend

placements were in high demand. Not all the most desirable positions could be provided at those times. Also, the seasonability of many jobs and concentration of positions in urban areas added to the difficulty of pleasing volunteers. Therefore, to fill the high demand of night/weekend placements in a few pockets of the service area, many more "menial" CS positions had to be created.

The Northeastern project fell short of meeting its goal of providing support services to 120, or 10 percent of its clients. Considering only 700 terminations, services were delivered to 45, or 6 percent. The staff explains the deficit by claiming a smaller demand than anticipated for such services and the active involvement of probation in handling these client needs.

Criminal Justice System Benefits

The project claims success in reducing the Probation Department's responsibility for dealing with these low risk clients. Even though probation had ultimate responsibility for these individuals CSRP took full day-to-day responsibility for 523 continued referrals who terminated service during the evaluation period and 850 overall. Contacts were increased for these individuals from the expected 5,340 by probation to 6,240 by the project.

VI. Baseline comparisons. It was not possible to conduct a baseline study at this site. Massachusetts laws prohibit the removal of any offender information from the state. Further, the system of record keeping in the courts made it very difficult to access the needed information. Thus, LEAA exempted the project from the baseline study.

Summary and Conclusions

The Northeastern University CSRP has proven to be a very effective alternative to probation in the suburban Boston area. The strong working relationships the project developed with probation units and the proven ability of CSRP to take a major share of the responsibility for handling clients with minimum supervision needs has served to make this project a model for community service as an adjunct to probation.

DRI telephone surveys revealed strong support for CSRP among all facets of the criminal justice systems served and placement agencies taking community service volunteers. Program directors Sue Howarth and Eleanor Shea were successful in gaining and maintaining the support of criminal justice personnel and the community at large. They were also successful in expanding the project to a fourth jurisdiction and trimming back excess staff to bolster efficiency and save costs.

Many of the problems faced by this project come about as a result of the administrative sponsorship of the grant and largely unreasonable objectives

which the directors had to live with. The combination of sponsorship by the university and adherence to the dictates of the local criminal justice systems caused conflicts and delays at the beginning. Several months passed before staff could be hired and client flow commence. The role of Dr. Siegel was never clear and seemed to cause conflicts.

Another initial problem this project had to confront was the existence of quantified objectives which were ill founded and beyond the reasonable scope of the program's ability. Fortunately, the directors had the foresight to recognize this, seek technical assistance and develop new objectives which could more accurately reflect on the potential impacts of community service and which could be measured.

Data on placements and responses to the client surveys tend to indicate a preponderance of custodial and general maintenance jobs and a corresponding lack of enthusiasm from many clients about the nature of their assignments. DRI feels that more effort should have been made to place clients in the somewhat rewarding types of jobs the project said it had developed.

Funding for CSRP ceased on March 31, 1981. The community service functions do continue, however, on an informal, limited basis. In Newton private funds were secured to support one person who coordinates community service activities. In Dedham and Brookline CS is administered informally through probation. No community service functions remain in Wrentham.

JACKSONVILLE COMMUNITY RESTITUTION CLEARINGHOUSE

General Description of Service Area

The Jacksonville Community Restitution Clearinghouse (JCRC) operates from Jacksonville for Duval County, Florida. Duval County is situated in the northeast corner of the state near the Georgia border.

Jacksonville makes up the major part of Duval County. Census figures for 1970 showed 97.9 percent of the county population are urban-based. Three beach communities are included. The city is the largest in Florida and Duval County has the fourth highest population compared to other counties in the state. In land area, Duval County is the largest county in the United States. The increase in population in the county between 1970 and 1977 was at a rate of 5 percent, from 528,865 to 554,100. Population for the state of Florida as a whole over the same time period has gained by 25 percent, from 6,791,418 to 8,466,000. It can be seen that Duval County's rate of growth has been considerably less than that of the state as a whole.

The population of Duval County is approximately three quarters white, with blacks making up 22.3 percent. This is not a characteristic minority mix for the state, which averages as a whole 15.3 percent black.

A summary of other demographic indicators for Duval County points out the following characteristics:

- percentage unemployed (1970) = 3.3 percent
(3.8 % for Florida)
- income per capita (1975) = \$4,761
(\$4,908 for Florida)
- median family income (1979) = \$8,671
(\$8,267 for Florida)

The above data show that although per capita income is slightly lower than the state average, Duval County residents are above average in employment and median family income.

Insurance businesses are major employers of the Jacksonville population. The city is also a seaport, and there are three naval bases.

Crime Data

The Jacksonville Community Restitution Clearinghouse proposal reports the crime profile for Duval County for calendar year 1977. During 1977, the Duval County Jail (jails and prisons division, Jacksonville, Florida) booked and processed in excess of 30,000 individuals. The average daily population of the Duval County Jail, during the same period, was 381 offenders (mostly unsentenced). The entire jails and prisons division (four facilities) houses approximately 420 sentenced inmates on any given day. Of the 30,000 persons arrested in 1977, 6,500 were eventually sentenced to a term of one year or less (county time). More than 3,000 individuals were placed on supervised probation. The arrest rate for Jacksonville (according to 1977 UCR of Florida) was 5,520.5 per 100,000 population. The Jacksonville jail and prison officials have calculated the overall recidivism rate for Jacksonville to be 42 percent.

Duval County Court System

Duval County is part of the Fourth Judicial Circuit which also includes Clay and Nassau Counties. In Duval County alone there are four Circuit Courts, where felonies are processed, and 12 County Courts, where misdemeanors are processed. The Jacksonville Community Restitution Clearinghouse Project anticipated drawing clients from three populations: felony and misdemeanor offenders sentenced to probation, offenders serving weekend sentences, and offenders in a work furlough program.

Therefore, when the JCRC project began in August 1979, misdemeanor and minor felony probationers were sentenced to a specified number of hours of community service. By March 1980, the county had developed a pretrial intervention program which served as a supervised release option, in lieu of prosecution, for the state attorney's office. Under this program, misdemeanor offenders are given the option of doing a community service assignment rather than having their cases filed in court. Successful completion of the community service assignment results in the dropping of charges and expungement of any criminal record by the state's attorney.

Duval County Criminal Justice Case Processing

Following the arrest of a criminal suspect, most arrestees in Duval County are released with a citation to appear in court. Those charged with more serious offenses are booked at the county jail. Here they may be released by a jailer on a recognizance bond, bail out through a monetary bond, or be retained in custody.

The first appearance in court takes place in County Court for those charged with misdemeanors, and in Circuit Court for those charged with felonies. Most initial appearances take place within one day of arrest. At this

point defendants are notified of the exact charges against them and their rights, i.e., to counsel. Although a defendant may enter a plea at the first hearing, the great majority are bound over for a second appearance. Staff at the Jacksonville Community Restitution Clearinghouse report that these subsequent hearings usually take place within two weeks in County Court, and within two months in Circuit Court.

Between first and second appearances, the state's attorney may review a particular case for possible diversion recommendation. If a case is deemed eligible for pretrial intervention, the prosecutor's office contacts the defendant and explains the option. Any person electing this diversion alternative in lieu of prosecution is assigned to a probation officer and placed on informal supervision for six months. Community service may or may not be part of the obligation. Successful completion of the six-month term of diversion results in a dropping of the charges. Unsuccessful completion generally results in filing of the original case.

Those not diverted and whose cases were not disposed of at the first hearing go on to a second appearance. At this point most defendants are represented by counsel. Typically, a plea is entered at this hearing often as a result of a plea bargain arrangement. The courts dispose of cases at the second appearance in which guilty pleas are entered. Those pleading not guilty go on to subsequent trials.

In addition to the traditional sentences of jail, fine, probation or prison, judges in Duval County make extensive use of work furlough and weekend commitment options. These sentences are served through the Fairfield Correctional Institute in Jacksonville. Community service may or may not be part of these sentences.

Probation services are administered by the Salvation Army. A defendant sentenced to probation through the County or Circuit Court may be required to do community service either through JCRC or Volunteer Jacksonville. Volunteer Jacksonville is a private, nonprofit organization which provides community organizations with leadership training and education for the effective utilization of citizen volunteers in human services.

Legislation Relating to Community Service Restitution

According to the JCRC proposal, there are two Florida statutes which authorize the courts to stipulate community or public service as a condition of sentence. The first such statute (948.031) says:

"Condition of probation; public service. Any person who is convicted of a felony or misdemeanor and who is placed on probation may be required as a condition of probation to perform some type of public service

for a tax-supported or tax-exempt entity, with the consent, and under the supervision, of such entity. Such public service shall be performed at a time other than during such person's regular hours of employment."

In addition, statute 775.091 specifies that "in addition to any punishment, the Court may order the defendant to perform a specified public service."

History of the JCRC Program

Prior to the Jacksonville Community Restitution Clearinghouse Project, the Jacksonville criminal justice system had already set a precedent for seeking out alternative methods to traditional incarceration of convicted offenders. Over a five-year period, the following alternatives had been instituted:

- citation in lieu of arrest
- release on recognizance
- pretrial intervention and diversion
- probation
- part-time sentencing
- work release
- parole

Impetus for utilizing the above had arisen from a serious Duval County jail overcrowding situation and a consequent need to reduce the jail population, from a desire to reduce criminal justice system costs, and from a philosophical commitment to rehabilitation, and the creation of additional benefits for both the community and the offender. The JCRC proposal noted that the percentage of Jacksonville offenders involved in alternative sentencing had increased considerably in recent years which was attributed to the planning and cooperative working arrangements among each of the units of the Jacksonville criminal justice system: the office of the sheriff, the state attorney's office, the public defender's office, the County and Circuit Courts, the Department of Corrections (probation field services), the parole commission, and the office of criminal justice planning. Additionally, a great number of community agencies (e.g., Florida Junior College, Jacksonville Drug Abuse Program, City Alcoholic Rehabilitation Program) provided necessary supportive services.

2. To provide job placement for 150 "job ready" clients.
3. To enroll 50 JCRC participants in part-time or full-time educational or vocational training programs, for the purpose of upgrading skills for employability.
4. To provide supportive services (e.g., substance abuse counseling, financial management advice, physical handicap assessment and treatment) on a referral basis, for 250 JCRC clients.
5. To conduct follow-up contacts with the placement agency, victim (where applicable), and client upon closure from the program.

Administration/Management Structure of JCRC Project

Upon award of the contract, the following staff were hired: a project director, a community service placement specialist, a field service specialist, two vocational counselors, and a secretary. In subsequent discussions with DRI, project staff indicated what they considered to be the major difference between the goals of their program and the previous two-year preliminary program. They pointed out that the previous program had supported strictly a work program. They believed the distinguishing characteristics of their program were the opportunity for gain time (early release), the value of the volunteer service to the community, and the opportunity for frequent counseling with the clients from the program staff and from the referral agencies.

At the outset, project personnel were uncertain as to the nature and scope of individual responsibilities within the program, and in conjunction with outside agencies, as well as to the procedures they should follow in processing clients. Therefore, both Denver Research Institute and the technical assistance providers recommended to the JCRC that they develop a policy/procedures manual.

The staff intended to gear themselves toward fulfilling the general responsibilities outlined in the original proposal. This translated into an organization of responsibility such that the project director managed project staff, sought to establish guidelines for coordination with Volunteer Jacksonville, and reported to the superintendent of the Fairfield Correctional Institution. The vocational counselors screened, placed, counseled and monitored referrals to the program from the group of clients serving weekend jail sentences and from the work furlough program. The community service placement specialist (CSPS) performed similar functions for probationers referred to the project by the courts. The CSPS started out with an office at Volunteer Jacksonville, in order to make use of that agency's placement system.

A survey conducted by the Jacksonville sheriff's office prior to preparation of the LEAA proposal revealed that in the previous two years, over 200 probationers had been required to perform community service as a condition of probation imposed by Duval County (Jacksonville) judges. Contact with a sample of 14 community agencies with whom the offenders were placed indicated extremely favorable responses to the program. Primarily, first offender misdemeanants, as a condition of probation, were involved in this "program." In a few instances, work furlough (county) participants, and those sentenced on a part-time basis, took part in community service activities.

This preliminary CS program was a cooperative effort between Volunteer Jacksonville, local judges, and the Salvation Army (where the Jacksonville probation department is based). The program had two goals: (1) to have individuals pay back to the community through service what they took away through crime, and (2) to provide individuals with productive community involvement which would be personally meaningful and which therefore would have potential for producing a positive effect on the individual.

In 1978, a total of 79 people were interviewed and referred to cooperating agencies under this program. Volunteer Jacksonville estimated the value of services performed to be approximately \$3,000, according to their 1978 annual project report. It was reported that clients ranged in age from 18 to over 60 and represented varied economic and racial groups. The typical service requirement was 20 hours during a probation period of six months.

However, the JCRC proposal reported that this program was greatly limited by lack of staffing personnel and an operating budget. Therefore, when criminal justice personnel in Jacksonville saw the LEAA program announcement, they brought it to the attention of Miles MacEachern, superintendent of the Fairfield Correctional Institute and one of those committed to the concept of work and rehabilitation. A colleague of MacEachern's in the Probation Department encouraged the JCRC project and saw it not only as a worthwhile program, but also as a vehicle for assisting the overburdened Probation Department.

Goals and Objectives

The goals of the JCRC project, as stated in their proposal, were to coordinate a sentencing alternative for the courts, while placing special emphasis on matching client skills, interests and needs to placement sites, and to demonstrate the cost effectiveness of a community service restitution alternative. The Jacksonville proposal outlined the following "specific measurable objectives:"

1. To place 900 sentenced (incarcerated and nonincarcerated) individuals in a community service placement(s).

Both vocational counselors and the CSPS were also responsible for developing new job sites. The primary duty of the field service specialist was to visit the various placement sites, monitor the work of assigned offenders, and report any findings back to the counselors.

Staff Changes

Jack Inman, the original project director left the program in July 1980. Miles MacEachern, superintendent of the Fairfield Correctional Institution, has since taken a more active role in the day-to-day operation of the project, and he is closely assisted by Walter Torrance, vocational counselor. Other staff changes include replacements for another vocational counselor, the community service placement specialist, and the field services specialist. The turnover appears to have occurred largely because departing staff members were offered higher pay and better opportunities elsewhere.

In April 1980, project staff terminated their agreement with Volunteer Jacksonville (VJ). The decision to do this was based on JCRC's belief that the project no longer needed Volunteer Jacksonville to make project placements as the Fairfield Correctional Institution had developed substantial contacts. In addition, the working relationship between JCRC and VJ had become strained. VJ's Monday through Friday, 8:00 a.m. to 4:00 p.m. schedule did not provide the availability necessary for supportive services. Also, there was some difficulty with the allocation of resources (telephone, office space, the placement file) to the project's community service placement specialist, as was called for in the original proposal. Furthermore, Volunteer Jacksonville was concerned about channeling felons to placement sites, which posed a problem to the JCRC plan. However, although VJ is no longer a part of the JCRC project, they are still handling some community service referrals for probationers through the County Court.

Client Case Flows

At program inception, those offenders who were eligible for the community service program were adults with a sentence of one year or less. Further, violent offenders and sex offenders were not accepted. Clients were drawn from three populations: offenders on probation, offenders serving weekend sentences and offenders in a work furlough program. One-third of all clients were referred to the project by the court system and two-thirds were referred by the jails and prisons division and the work furlough staff.

Unlike most other programs, clients on probation included both felony and misdemeanor offenders. All were sentenced by the courts to a specified number of hours of community service and referred to the JCRC for placement and monitoring. For weekend sentences, offenders reported to the Fairfield Correctional Institution (FCI) on the first weekend to be processed and then on

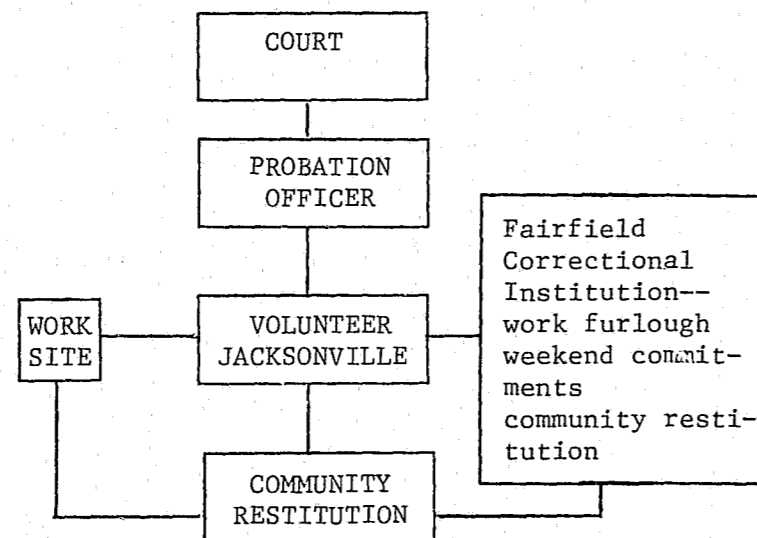
subsequent weekends they reported to the assigned community service job site. Offenders on work furlough were required to maintain full-time jobs and, therefore, their community service could only be performed in their spare time. Of the three offender populations, only the work furlough offenders were given any choice in whether or not they wished to do community service. Once a work furlough offender volunteered, JCRC staff placed him or her in a suitable community service assignment. Work furlough offenders could accrue one day gain time to be deducted off their sentence for every two days of community service completed, up to a maximum of four days per month. The gain time was not automatic; it was subject to approval and recommendations by the staff of the Fairfield Correctional Institution.

Eligibility criteria for work furlough clients went further to include stipulations on sentence length. Work furlough participants in community service must have a sentence of 35 or more hours and have no special conditions set. Credit is given by JCRC staff for CS work based on time put in plus work furlough evaluations submitted to JCRC by correctional officers who monitored the inmate. These latter evaluations assess the inmate's attitude and status on work furlough. If all is in order, the JCRC submits their recommendations for approval of gain time credit to the director of the work furlough program and the director of prisons and jails. Once approved, the forms are submitted to an accounting clerk who adjusts the inmate's release time accordingly. If problems arise, JCRC staff may have a conference with the correctional shift officers and the two directors before making a final determination.

The original flow diagram of case processing procedures is reproduced below.

FIGURE 7

JCRC ORGANIZATIONAL CHART



It can be seen that Volunteer Jacksonville played a central role, which primarily took the form of providing the project with placement agencies willing to accept JCRC clients. With the disassociation between the two organizations in April 1980, the JCRC staff officially took over the role assisted previously by Volunteer Jacksonville.

Another change also considerably affected client case flows. In March 1980 the JCRC project began to include pretrial clients. This arrangement represented pure diversion, with the expungement of a client's records upon successful completion of the designated period with community service. Criteria for pretrial intervention specified the following:

1. Eligible offenders include first-time offenders (no previous convictions, probations or pretrial intervention), and those charged with a third degree felony punishable by up to five years in prison or a misdemeanor reduced from a felony charge by the Circuit Court.
2. Victims in the case must consent before the defendant may enter the program.
3. Approval of the judge who presided at the initial hearing appearance (or judge of jurisdiction if intervention occurs later) is required.
4. Approval of the program administrator at the circuit level of jurisdiction is required.
5. Defendant must permit a background investigation to be conducted, waive rights to a speedy trial, offer an acceptable plan for a contractual agreement between himself or herself and the state attorney. The agreement must contain, when appropriate, an agreement to be supervised, to enter into counseling, to participate in programs for identified problems.

Once a client accepted the deferred prosecution agreement of the pretrial intervention program with community service as a special condition, the pretrial intervention supervisor contacted the Jacksonville Community Restitution Clearinghouse to refer the client for placement by JCRC in a community agency.

Once an individual was declared eligible for and assigned to the JCRC program an initial interview and assessment session was held with each client, during which the JCRC determined a placement agency which could benefit from the client's skills, and the client signed a contractual agreement. The

agreement laid forth the obligations of the client to the project and the placement agency, services available to the client and the length of time the client was required to participate in the program (minimum: 20 hours; maximum: open-ended). This initial interview and assessment touched on many areas; the vocational counselor explored criminal history, medical needs, family situation, economic responsibilities, vocational history and any special therapeutic needs.

Upon completion of interview and orientation to the JCRC terms and conditions, the vocational coordinator completed a "participant evaluation form." The form was an instrument whereby the staff member could evaluate work patterns, attitude, etc. Upon completion of the client's JCRC term, the same evaluation instrument was used at the exit interview.

The client was also seen by the community services placement specialist. (The person filling this position originally worked from the offices of Volunteer Jacksonville, but later remained at JCRC headquarters in the Fairfield Correctional Institution.) The community services placement specialist assessed and assigned a client to an appropriate community service agency (e.g., matching skills, interests, etc. where possible). The community service placement specialist also provided orientation and training assistance to the client.

For Pre-Trial Intervention (PTI) clients, the JCRC counselor informed the PTI supervisor of the client's schedule at the community service agency as soon as it was established.

The project director designated one day each week for the project staff to conduct a briefing on all new cases coming into the program. In addition, any cases currently on board, that needed further attention, were dealt with at this time. This weekly meeting allowed for increased communication and sensitivity to client problems, successes, and needs. Appropriate notations were placed in the client's case folder, so that overall evaluation at closure would be more reliable.

In addition, the community service placement specialist visited placement agencies on a regular basis to discuss client progress with the agency supervisor. This information was directed back to the vocational coordinator.

The field services specialist also spent time in the field. On-site visits were made to the placement agencies where the client's performance, punctuality, attitude and other adjustment problems were explored with the agency representative and client. This information was documented and placed in the case file. The field services specialist also acted as the field liaison with current and prospective community services agencies. She explained program rules and regulations, and generally performed the duties of a public relations person. Based on the experience of the work furlough and victim restitution program's field investigator, the field services specialist's role was conceived to

serve a dual purpose of ascertaining the JCRC client's accountability to his or her contractual obligations and maintaining a desirable rapport with the community agencies.

Upon completion, or just prior to completion of the community service contractual agreement, a vocational coordinator conducted an exit interview with the client. The "participant performance evaluation" was completed once again and used in a comparative manner with the initial "participant performance evaluation" as a tool to gauge what, if any, attitude changes and skill development had occurred during the community service term. The field services specialist also submitted a final report on the client's performance at the assigned agency. In the case of PTI clients, the PTI supervisor was contacted when the client had successfully completed the community service work requirement.

The flow diagram on the following page illustrates client processing by the JCRC.

Support Services

It had been anticipated that a great number of JCRC participants would have a wide variety of problems and needs, such as: underemployment/unemployment, substance abuse, legal difficulties, marital conflict, self-dissatisfaction. However, it was believed that for some, mere placement in, and completion of community service would satisfy the foremost concern--complying with the judge's court order. For those with more long range and deep rooted considerations, referral was determined appropriate to those agencies that could be of benefit to the client (e.g., local CETA, Department of Vocational Rehabilitation, Florida State Employment Service, local training programs--academic and vocational). Through referral, various services were to be available if needed to the JCRC client: vocational counseling and assessment; psychometrics; community resource referral; job/education development and placement. However, referral to supportive services was a rare occurrence during the implementation of the JCRC.

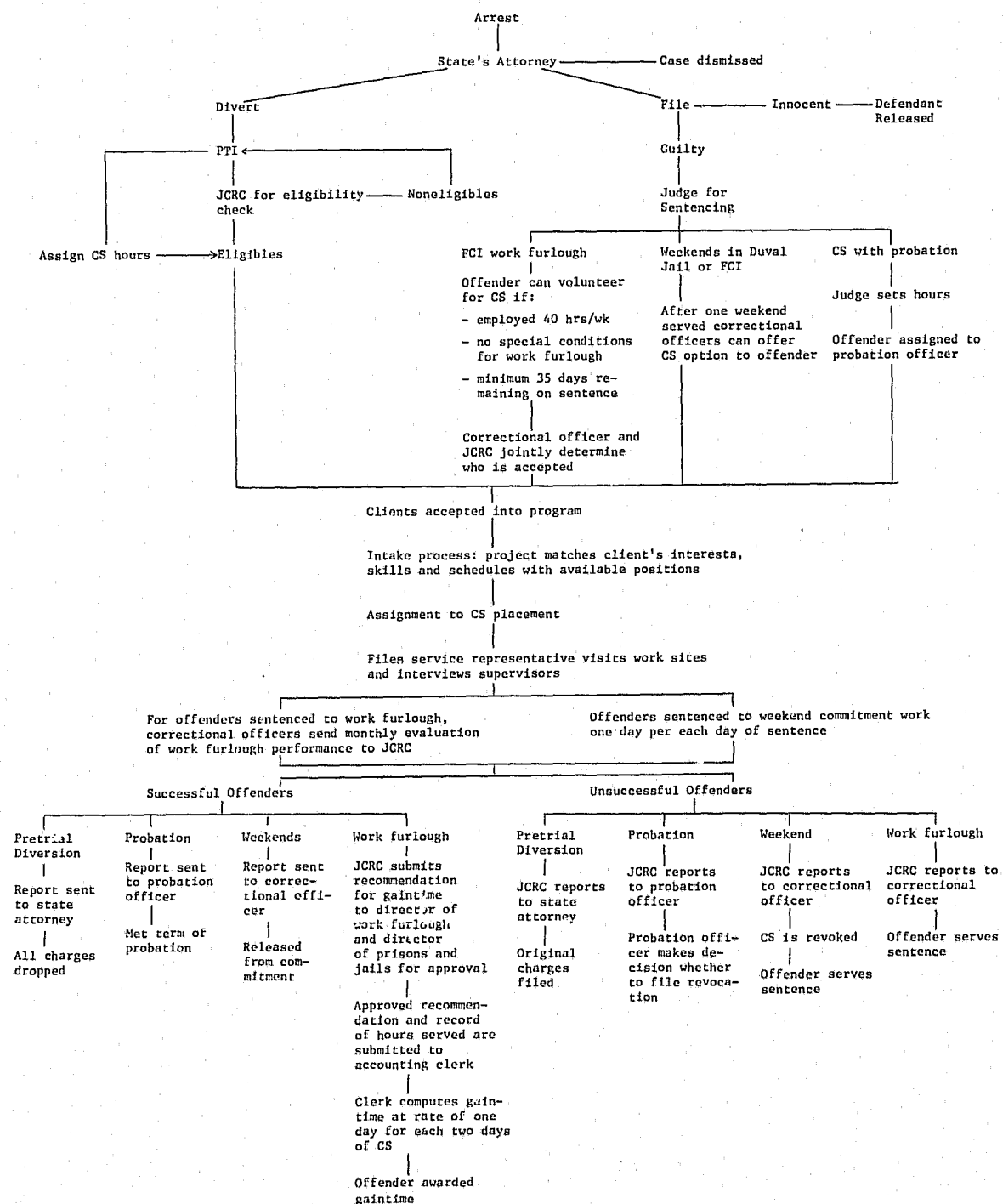
Working Relationship with Criminal Justice System

Response to implementation of the JCRC from various individuals in the criminal justice system and in placement agencies was generally favorable, although those persons interviewed by DRI did not have extensive knowledge about JCRC operations. Furthermore, fewer individuals in the Jacksonville area were interviewed than at the other LEAA experimental sites, due to problems of unavailability.

A state's attorney supported the concept of community service restitution, especially for first offenders and repeat offenders who had committed

FIGURE 8

JACKSONVILLE COMMUNITY RESTITUTION CLEARINGHOUSE FLOW DIAGRAM



victimless crimes. He believed that the JCRC had done a good job, but could be more effective if sheriffs and other administrative personnel were to provide more support and if more appropriate work assignments could be located for CS clients. The state's attorney believed also that some cases would have been dismissed if community service had not been available as an option. His opinion was that community service was of greatest value as a pretrial option.

It is interesting to note that a public defender concurred in the belief that use of community service in a pretrial situation is best. He reasoned that this use saves clogging of the courts and other parts of the criminal justice system. The public defender differed in opinion from the state's attorney concerning the dismissal of some cases if CS were not available. According to the defender, area prosecutors are very reluctant to dismiss any cases. Overall, the public defender considered it very important to identify, fund and use alternatives to incarceration such as the JCRC. His one criticism was that the JCRC was not being universally used by all the judges in Jacksonville, and he thought the JCRC should do more to get courts to refer probationers.

A probation officer believed that the JCRC option was a fairer alternative, especially for first offenders and pretrial cases, and that it benefited offenders in that it allowed them to see other points of view and to learn a sense of responsibility. While she felt her working relationship with the project was good, she believed that it could be improved by increased feedback from the JCRC concerning which staff were handling which clients and their evaluation of the client's progress. Two law enforcement officers were pleased with a reduction in jail overcrowding of weekend commitments which they attributed to the availability of the JCRC. They both cited some problems with court communications, and one explained that he had difficulty at times in getting answers from sentencing judges about what to do if "no shows" occurred.

Working Relationship with Placement Agencies

Two placement agency representatives were interviewed. Both were very much in favor of the community service option and reported that their experience with the JCRC to date had been positive. One representative was an ex-offender herself, and she stated that a major benefit of the program was that it gave offenders a sense of worth. While one representative had no suggestions for changes to the JCRC program, the other stated that it would be more helpful if clients were assigned more hours to work at the same place so that she could use them longer.

CONTINUED

1 OF 4

Insurance

Clients in the Jacksonville Community Restitution Clearinghouse project were covered by county insurance. Offenders in private nonprofit sites were covered with liability insurance intended for all volunteers.

Public Relations

JCRC staff presented orientation programs for probation counselors who worked for the Salvation Army and dealt with misdemeanor probationers. In addition, all judges (13) were briefed.

The staff also worked with the local media, judges, other criminal justice officials, and in the initial days with Volunteer Jacksonville to advertise the program. Local television stations covered the JCRC effort.

It is noteworthy that the JCRC proposal indicated that an extensive awareness campaign had been undertaken prior to the LEAA award; many letters of support were included with the original proposal including letters from the chief judge, state attorney, department of corrections area supervisor, Salvation Army corrections department, and the public defender's office.

Data Analysis

Data analysis for the Jacksonville Community Restitution Clearinghouse is based on data collected on 621 participants who completed service in the 19-month period between July 1979 and January 1981. Also, 392 client surveys were completed and mailed back to DRI. Finally, baseline data information was gathered on 100 subjects drawn from court records representing the period one year prior to project implementation. Tables referenced are found in Appendix I of this report.

Contacts with project personnel since the processing of these data have brought about discrepancies between the volume of client services reported by JCRC and information received by DRI. For whatever reasons, the project did not complete client tracking forms on all terminated cases as requested by DRI. To be precise, their records indicate 1,008 terminations for the same time period. Therefore, the analysis of these 621 cases represents only a partial accounting of JCRC clientele.

I. Characteristics of participants (Tables 1-3). Although most of the JCRC clients were young, they were not overwhelmingly so, like most of the other LEAA projects. Of the 621 terminations, 406 (65%) were between 16 and 29 years of age. The client caseload was mainly white, although black representation was relatively high at 222 (36%). Finally, the vast majority, 88

percent, were male. Other characteristics of the Jacksonville participants are as follows:

- Employment status at intake (Table 4). The overwhelming majority of JCRC clients were fully employed at the time of referral, more so than in any other project. The number of full-time employees was 445 (72%), while 121 (20%) were unemployed.
- Highest grade completed (Table 5). Most Jacksonville volunteers went to high school or beyond. This category represents 521 or 84 percent of the 621 subjects.
- Client occupation or specific skills (Table 6). The clients are spread out across the various categories, with the largest numbers falling under semiskilled at 144 (23%) and unskilled at 146 (24%).
- Client prior arrest history (Table 7). Prior arrest history is largely missing from the Jacksonville sample. Close to 57 percent (352) of the felony arrest records were available and most of the misdemeanor histories were missing. Therefore, it is not possible to make any conclusive statements regarding trends on this variable.
- Referral offense (Tables 8, 39). JCRC was promoted as a project planning to accept a high percentage of felonies. This proved to be the case. Of the 621 cases, 247 (40%) were referred on felony charges. The exact offenses are dispersed among the various categories. Driving under the influence accounted for the largest percentage with 172 (28%). Other figures include: miscellaneous traffic (56); theft over \$100 (34); theft--amount unknown (27); theft under \$100 (27); and possession of marijuana (30).

II. Case processing. Following is a summary of data on variables related to case processing.

- Community service hours assigned (Table 9). Jacksonville shows many more volunteers assigned higher number of hours, due primarily to the seriousness of referral offenses. The largest number, 220 (35%), fell into the 70-89 hour classification. More than half, 345 (56%), worked 50 or more hours. The total hours of community service performed by the 621 JCRC clients was 45,458. The project claims their records show 76, 547 hours completed by 1,180 clients.

- Point of referral recommendation (Table 10). Of the four options available for Jacksonville referrals, most came to the project as weekend commitments. A total of 337 (54%) were referred on that basis. The next highest category was pretrial diversion at 138 (22%). JCRC claims 525 weekenders, 193 work furlough and 212 pretrial clients completed the program.
- Type of sentence imposed (Table 11). The type of sentence imposed corresponds to the point of referral. Most (54%) were sentenced to part-time or weekend jail, with 22 percent having no sentence, as they were diverted to community service at the pretrial stage.
- Court of referral (Table 12). The highest percentage of the Jacksonville subjects (56%) came to the project from the County, or misdemeanor Courts. However, 191 (31%) emanated from the felony or Circuit Courts.

III. Community service outcomes.

- First community service assignment (Table 13). Data on this variable indicate that three types of assignments were prevalent among JCRC volunteers: general outdoor work (170); work at state/county institutions (152); and public works (117). According to Walter Torrance of the project staff, a wide variety of tasks were undertaken under these categories. Outdoor work included: park maintenance, building renovation, erecting exhibits at the art museum and assisting in the set-up and operation of the Special Olympics. Institutional work focused around community centers in Jacksonville and involved such tasks as maintenance, painting and answering phones. Finally, public works included road clean-up and maintenance.
- Total job placements while in community service program (Table 14). Here again, problems have occurred with missing data. Although word from the project leads us to believe that most clients were placed in just one assignment, total placements are unknown in 96 percent (594) of the cases.
- Types of project termination (Table 15). Jacksonville yielded a very high successful completion rate of 88 percent (544) clients. This is noteworthy in light of the fact that this project accepted so many felony referrals.
- Client's criminal justice status at termination (Table 16). Once again, it is hard to draw any definite conclusions because of the large number of missing cases (212). Of those cases in

which information was available, no status turned out to be the major code, representing those defendants referred on a pretrial basis.

- Total rearrests while in the community service project (Table 17). Missing data in so many cases makes it hard to come up with any conclusive statements. A total of 182 (29%) of the cases had missing data on this variable. Nevertheless, in the remaining cases, few rearrests were in evidence. Rearrests were recorded for only 14 individuals.
- Support services provided (Table 19). The project reports to have provided 709 separate services to 383 clients. This means that 62 percent of the 621 volunteers received some special help in addition to community service work. In spite of these positive findings, the exact type of services delivered is listed as "unknown" in a very high number (463) of cases. This raises questions as to what kinds of services were actually provided to JCRC participants.
- Matching of client skills to placements (Table 29). The preponderance of semiskilled and unskilled referrals were placed in public works, general outdoor and institutional types of jobs.

IV. Client surveys. A very high return rate was effectuated from Jacksonville. The forms received totaled 392 or 77 percent of the 508 participants. Aggregate figures on the responses to the questions are presented in Tables 20 to 25.

As was the case with most projects, Jacksonville respondents felt, by 159 (41%) to 230 (59%), that they learned no new skills through their community service experience. On the other hand, 186 said they at least partially used skills they already had. Clients were about equally split in their response to the question, "Would the community service experience have been better had the work been different?" While 108 said no, 46 responded yes and 76 said maybe.

A strong majority, 66 percent, said they felt the community service option was a good alternative for them. Also, a very high percentage, 84 percent, voiced the opinion supporting the fairness of the CS option. Finally, over 80 percent, 314 clients, said overall the community service experience was positive.

Some comments from JCRC respondents included:

"I could have been a (sic) better service to someone maybe if I could have attempted to teach someone to read, or helped someone who couldn't help themselves."

"I enjoyed working for CRC because of the people I was working for."

"The program is a good one. It needs more community support. The people involved are doing a good job."

"I really like working with the elderly. It helped me believe that no matter what age or sex these are people who will always need your help. Thank you."

"I hope I never end up on the car wash again."

V. Meeting of program objectives.

1. To place 900 sentenced (incarcerated and nonincarcerated) individuals in a community service placement.

During 19 months of operation, 621 individuals were placed in community service assignments and completed the program. Of the 621, 472 were known to be sentenced individuals, while an additional 138 were referred through pretrial intervention. Due to data collection problems at the site, DRI has learned that project progress reports account for 1,008 referrals through December 1980 and 1,180 through January 1981.

2. To provide job placement for 150 "job ready" clients.

DRI data on support services indicated that only 20 individuals were provided with employment assistance, 9 through job readiness counseling, and 11 through direct job referral.

3. To enroll 50 JCRC participants in part-time or full-time educational or vocational training programs, for the purpose of upgrading skills for employability.

Here again, DRI information shows JCRC falling short of their goal. Support services in these areas were provided for only eight clients. Some clients classified as having received support services of an "unknown" nature may have taken part in these types of services.

4. To provide supportive services (e.g., substance abuse counseling, financial management advice, physical handicap assessment and treatment) on a referral basis for 250 JCRC clients.

Support services, both direct and by other agencies, was provided to 383 clients. Nevertheless, as stated previously, the unknown nature of such services raises doubts as to just what was provided for these individuals.

5. To conduct follow-up contacts with the placement agency, victim (where applicable), and client upon closure from the program.

Exact data are not available to corroborate adherence to this objective. Nevertheless, project procedures were set up to require exit evaluation of all volunteers from their placement sites. Procedures were also regularly followed in which clients were interviewed by volunteer coordinators after termination. These follow-up visits were conducted to evaluate the client's performance from his/her point of view, and to assist the person in locating permanent work or in remediating other personal problems.

VI. Baseline comparisons. DRI staff conducted a baseline study of 100 misdemeanor and felony court cases from the period July 1, 1978 to June 30, 1979. Cases were drawn from county and circuit court files. The object of this study was to get some idea of what the traditional sentencing patterns were prior to the inception of JCRC.

Every tenth case was drawn until 75 cases were coded from Duval County Court and 25 from Circuit Court. The breakdown by offense type came to 71 misdemeanors, 26 felonies, and 3 unknown.

While the largest percentage (35%) of these individuals were fined, a number served jail time, were put on probation, or were assessed a fine and put on probation. The totals for these various dispositions are as follows:

| <u>Sentence</u> | <u>Number</u> | <u>Percent</u> |
|---------------------|---------------|----------------|
| Jail | 18 | 18 |
| Fine | 35 | 35 |
| Probation | 14 | 14 |
| Fine & Probation | 18 | 18 |
| Jail/Fine/Probation | 1 | 1 |
| Other | 14 | 14 |

From these figures, it is reasonable to conclude that the types of offenders who would have been referred to JCRC would often have been fined, but in many cases, offenders would have been jailed, put on probation, or given some combination of these three. Therefore, had these offenders had the option of community service, CS would have served as an alternative to all three traditional types of sentences.

VII. Costs. The project can claim cost benefits from jail time saved and from the value of community service work performed. Because of the limitations of the DRI data base, these cost figures will underestimate the actual savings.

The 337 weekend commitments referred to JCRC work totaled 31,243 hours. Dividing this figure by eight to get the number of working days we derive a figure of 3,905. The housing of weekend commitments has been shared by the Jacksonville Correctional Institution (JCI) and the Duval County Jail. Cost figures provided by officials of each of these facilities put the most recent daily costs per inmate at \$23.06 for JCI and \$37.52 for the Duval County Jail. Assuming equal distribution of "weekenders" between the two institutions, the average cost comes to \$30.29 per day. Therefore, the cost savings brought about by 3,905 days x \$30.29 per day comes to \$118,282.

JCRC's internal figures claim 525 weekenders were served and terminated by the project for the same period. If these clients had an average of 12 jail days displaced by community service work, 6,300 days would have been saved. At \$30.29 per day, the amount of savings from diversion of weekend commitments, by JCRC's client count, would come to \$190,827.

DRI shows 50 work furlough clients having gone through the project. All work furlough inmates are housed at the Fairfield Correctional Institution at a daily cost of \$15.45 per inmate. These 50 individuals worked a total of 2,799 hours, or 350 days. Because one day was deducted from each inmate's sentence for each two days or 16 hours worked, 175 days (2,799 ÷ 16) would have been spared. At \$15.45 per day \$2,704 would have been saved.

JCRC claims to have served 193 work furlough clients through to completion. Taking an average of two days saved and using the same computational procedures described above, \$5,964 would have been saved from JCRC's work furlough component.

DRI data on the 621 terminations in our base indicate 45,458 total hours of community service was performed. At a rate of \$3.10 per hour (minimum wage), \$140,920 worth of work was delivered to the community. JCRC claims \$236,006 for the same period. The Jacksonville budget stood at \$145,819, out of which \$14,216 was for start-up equipment expenses.

Summary and Conclusions

JCRC presented unique and innovative approaches toward the application of the community service concept. Using CS as an alternative primarily to weekend commitments, JCRC served as a model of how community work could replace jail. This was also true of the work furlough option where this project served as a means of directly reducing inmate sentences.

Jacksonville also proved to be a versatile program by adapting a variety of community service options. This was the only one of the LEAA projects to offer CS as a pretrial alternative, sentencing alternative and, as noted above, as an option to weekend commitment and work furlough incarceration.

Unfortunately, this project faced many problems which hindered its effectiveness. DRI feels that clear lines of authority were never drawn between the administration of Fairfield Correctional Institute and JCRC. The project faced unusually high turnover, due in large part to salaries which were not commensurate with duties performed and not competitive with similar jobs in the Jacksonville area.

It was difficult for DRI to evaluate JCRC due to noncompliance with our data requests. Close to 500 cases reported as terminated by JCRC were never coded and sent to DRI. Therefore, the quantitative analysis is based on a partial sample, rather than the entire universe of JCRC volunteers. Also, a great deal of information was missing from the forms that were received.

The project seemed to overcome early problems it encountered in its working relationship with Volunteer Jacksonville. After this arrangement dissolved, JCRC was successful in developing its own network of placement agencies. One has to wonder, however, if the problems with Volunteer Jacksonville could have been avoided through a clearer understanding of joint responsibilities at the front end.

At this writing, JCRC is operating without a full-time project director. Mr. MacEachern of FCI has taken responsibility for the day-to-day operation. JCRC is seeking permanent funding through local sources, but, according to Mr. MacEachern, the outlook is bleak.

OFFENDER AID AND RESTORATION

General Description of Service Area

Three community service restitution projects were funded under the auspices of Offender Aid and Restoration Inc. (OAR). OAR is a multistate organization headquartered in Charlottesville, Virginia. Their main purpose is to recruit and train volunteers to work with prisoners incarcerated in local jails, Volunteers counsel prisoners on locating employment and other steps necessary to prosper, and avoid further trouble upon release.

The community service projects were established as part of the ongoing OAR programs in three locations: Durham, North Carolina; Fairfax County, Virginia; and Madison County, Indiana. Following is a general description of each of these sites.

Durham, North Carolina: Durham is both a city and county located in the north central part of the state. The area is growing slowly, as indicated by recent population figures. The 1977 population of 143,144 represents a 7.3 percent increase from the 1970 count of 132,681.

The county is mostly urban and predominantly white, although the percentage of blacks, 32.6 percent, is greater than the 22.2 percent figure for North Carolina. The Durham County unemployment rate for 1970 was a somewhat low 2.8 percent compared to 3.4 percent for the entire state. Other demographic indicators for the Durham area are as follows:

- income per capita (1975) = \$4,817
- median school years completed (1970) = 11.6 percent (10.6% for North Carolina)

The major and most noteworthy industry in Durham is the tobacco industry. Durham is the national headquarters of the R.J. Reynolds Tobacco Company. Other prominent employers in the area include the textile and furniture manufacturing industries. Several colleges and universities including Duke University are located in or near Durham County and also serve as major employers.

Fairfax County, Virginia: Fairfax County sits on the northern tip of Virginia immediately adjacent to Washington, DC. Fairfax City is the main urban pocket within the county. The area has been characterized as an upper-middle class "bedroom" community for Washington, DC, with the federal government serving as the major employer. In addition, the county is a major retail center with a large number of shopping centers and small businesses.

The population of Fairfax County showed a substantial increase between 1970 and 1977 going from 455,021 to 533,954. Census data from 1970 indicate that 89.1 percent of the county's area is urban. Only 3.5 percent of the county's residents are black compared to an 18.5 percent figure for the state of Virginia. The median school years completed by Fairfax County inhabitants is 12.9. The latter figure for Virginia is 11.7.

The income per capita for Fairfax County, as reported by 1975 census figures is \$7,472. This is substantially higher than the Virginia figure of \$4,954. The 1970 Fairfax unemployment rate was 2.1 percent contrasted to the state rate of 3.0 percent during the same time period.

Madison County, Indiana: Madison County is situated in the east central portion of Indiana. Anderson, the county seat and location of the OAR community service project, is approximately 35 miles northeast of Indianapolis.

The population of Madison County remained basically the same between 1970 and 1977, declining very slightly from 138,451 to 138,205. The county is mainly urban, although 30 percent is classified by the census bureau as rural. Figures for 1977 indicate a nonwhite population of 5.8 percent for Madison County, compared to 6.9 percent for the state of Indiana.

A summary of other demographic indicators for Madison County yields the following figures:

- percentage unemployed (1970) = 5.3 percent
(4.1% for Indiana)
- income per capita (1975) = \$4,903
(\$4,673 for Indiana)
- median family income (1970) = \$10,346
(\$9,970 for Indiana)

Madison County is a strong industrial community with two plants, General Motors and Delco-Remy providing the majority of jobs in the area. Recent cutbacks and layoffs in the automotive industry have been very damaging to the economy of the county. Contrary to the 1970 unemployment figure reported above, Madison County presently has the highest unemployment rate in the United States.

Crime Data

UCR crime information is available for 1978 for Durham, Fairfax and Madison Counties. Following is a partial breakdown of those data.

Durham:

- total adult arrests = 9,479
- total adult Part I = 1,148
- total adult Part II = 8,331
- major categories = DUI (704)
drunkenness (433)
"all other offenses" (6,032)

Fairfax:

- total adult arrests = 15,955
- total adult Part I = 2,593
- total adult Part II = 13,362
- major categories = DUI (3,781)
drunkenness (3,321)
"all other offenses" (3,261)
larceny/theft (1,744)

Madison:

- total adult arrests = 3,763
- total adult Part I = 738
- total adult Part II = 3,025
- major categories = DUI (415)
drunkenness (1,203)
disorderly conduct (432)
larceny/theft (486)

The OAR projects concentrate on part II adult offenders. Part II offenses include all misdemeanors. The Fairfax County project is limited only to shoplifters, who are included in the larceny/theft category.

Court Systems

Durham: North Carolina is divided into judicial districts composed of Superior and District Courts. Durham County is in the 14th judicial district. The Superior Court is a trial court of general jurisdiction concerned primarily,

in the criminal area, with felony cases. The District Courts have exclusive original jurisdiction over misdemeanor cases.

A total of three District Court and two Superior Court judges sit in Durham County.

Fairfax: Two courts serve Fairfax County in their handling of criminal cases. The general District Courts have original jurisdiction over misdemeanor cases while the Circuit Court generally rules in felony matters.

Fairfax County is part of Virginia's 19th circuit and 19th district. The county has seven general District Court judges and eight Circuit Court judges.

Madison: Three court levels exist in Madison County and throughout Indiana to rule on criminal cases. The lower level County Courts have original jurisdiction for all misdemeanor and traffic violations, as well as some small claims cases. The second level Circuit Court oversees all juvenile matters and hears some less serious felonies.

The upper level Superior Court has jurisdiction in all felony cases in addition to hearing civil and domestic matters.

A total of six judges sit in Madison County including two County Court judges, one Circuit Court judge and three Superior Court judges.

Legislation Relating to Community Service Restitution

Neither state nor local statutes exist in North Carolina or Virginia supporting restitution or community service. Public Law 148 of the Indiana Code allows for direct compensation to victims of violent crimes through restitution agreements. There are, however, no direct references to community service in the Indiana Code or in Madison County ordinances. None of these states has legislation preventing the implementation of community service programs.

History of the Community Service Restitution Program

The basic philosophy of OAR is to provide volunteer assistance to incarcerated individuals to enable them to successfully reacclimate to community life. As such, any program which will aid incarcerated offenders, or help prevent the jailing of offenders falls under OAR's purview.

In April 1979, the OAR office in Fairfax County, Virginia developed a community service program for first offenders charged with shoplifting. The project was initiated as a joint effort between OAR/Fairfax and the commonwealth attorney in response to a high and growing shoplifting rate. This initial

effort was funded by the U.S. Department of Labor with a 10 percent OAR match. Options available to the prosecutors for handling the many first time "impulse" type retail pilferers seemed limited and inadequate. In addition, the onus of a criminal record for a single impulsive indiscretion could prove to be an overly costly and embarrassing burden to these minor offenders.

Prior to receipt of LEAA funds in July 1979, the Fairfax project operated on a limited basis serving only Fairfax County residents (excluding Fairfax City) and with just one staff person. The grant enabled the project to grow to two full-time staffers, expand to include non-Fairfax County residents, take more clients and develop additional volunteer assignments.

At the same time, the Fairfax pretrial community service project was replicated in Madison and Durham Counties. Although basically similar (see OAR Client Flow section) the latter two sites possess some fundamental differences from the prototype Fairfax site. First, Madison and Durham will accept any first time misdemeanant referral, not just shoplifters. Secondly, as these sites have evolved, they have expanded their bases of eligibility criteria to include some referrals on a postconviction basis.

The two new sites were selected by OAR/USA on the basis of demonstrated staff capability and interest; high or rising misdemeanant arrest rates; and a willingness on the part of the criminal justice systems and the communities to support community service.

Goals and Objectives

The overall objectives of the OAR community service program, as spelled out in the grant proposal are "to reduce crime and improve the effectiveness of the criminal justice system." To accomplish this they proposed to:

1. Establish a community service program similar to those operating in Montgomery and Prince George's County, Maryland.
2. To set up a system of continual feedback to judges on the progress of the project and individual clients.
3. To recruit an experienced corps of volunteers to service workers during and after their assignments.
4. To establish a comprehensive employment and training program including job preparation, job placement and post-placement support aimed at helping offenders make the transition from community service work to full-time employment.

In addition to these qualitative goals, several quantitative objectives for the combined program were proposed. These include:

1. The development of 1,029 CS assignments including 416 in Fairfax, 312 in Madison, and 301 in Durham.
2. The completion of 28,620 hours of community service work including 9,540 in Fairfax, 7,675 in Madison, and 8,000 in Durham.
3. The recruitment and assignment of 64 volunteers to assist community service workers including 6 in Fairfax, 18 in Madison, and 40 in Durham.
4. The completion of 1,709 volunteer hours of work devoted to the program including 1,157 in Fairfax, 174 in Madison, and 378 in Durham.
5. A total of 1,029 feedback reports to judges including 416 in Fairfax, 312 in Anderson, and 301 in Durham.
6. The delivery of employment and training services to 81 participants including 15 in Fairfax, 21 in Madison, and 45 in Durham.
7. The successful completion of 850 including 344 from Fairfax, 1,258 from Madison, and 248 from Durham.

Staffing Patterns

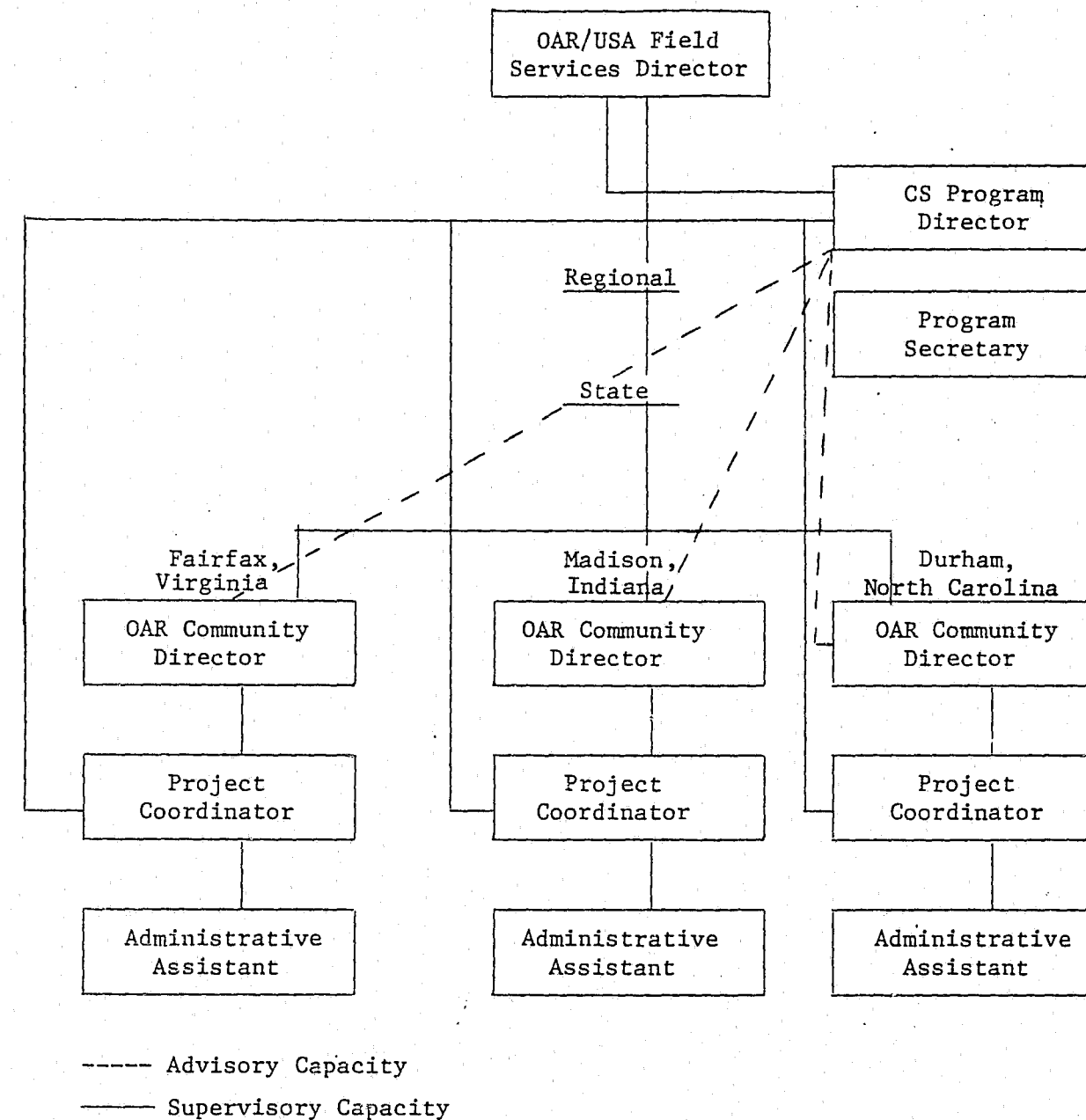
The organizational chart on the following page depicts the structure of the OAR community service projects within the general OAR framework.

Each of the three project sites is staffed by a project coordinator and an administrative assistant. The coordinators are all directly responsible to the local OAR supervisors. The OAR chain of command goes up from the local level to state, regional and national (OAR/USA) plateaus.

A community service program director was installed by OAR/USA to oversee the three projects and coordinate their efforts. Her role has been primarily an advisory one, assisting the project coordinators and local OAR officials on policy, management, evaluation, etc.

FIGURE 9

OAR COMMUNITY SERVICE RESTITUTION ORGANIZATIONAL CHART



Duties of the OAR community service staff are as follows:

Program Director--develop, coordinate, and oversee the program and provide supportive services to the three demonstration sites; publish brochures, forms, etc.; accumulate data; accounting and finance requirements; summarize results; lay groundwork for CS projects at other OAR sites; develop public information programs.

Project Coordinator--monitor clients; scan court dockets and flag eligible cases; public relations; develop placements.

Administrative Assistant--share duties of project coordinators at the discretion of the coordinator.

Staff Changes

Several staff changes have occurred over the life of the program. The only original project coordinator who has remained through the duration of the program has been Fran O'Neal in Fairfax County. Hank Ellison, coordinator of the OAR/Re-entry community service program in Madison County, resigned in September 1980 and was replaced by Dorothy Nevitt, who was the administrative assistant at the time. Ms. Nevitt replaced the original administrative assistant, Len Crockett, in February 1980. Quintin Norman, coordinator of the Durham community service project departed in November 1980 and was replaced by his administrative assistant, Lottie Harvin. Gloria Robinson replaced Ms. Harvin in February 1981. Finally, on the project level, Ruth Novak, administrative assistant to Mr. O'Neal in Fairfax County, left in August 1980 and was replaced by a part-time staffer as a cost savings measure.

Community service project director Mary Zoller resigned her position in December 1980. Her duties were assumed by Diane Martin, her former supervisor and OAR/USA field services director.

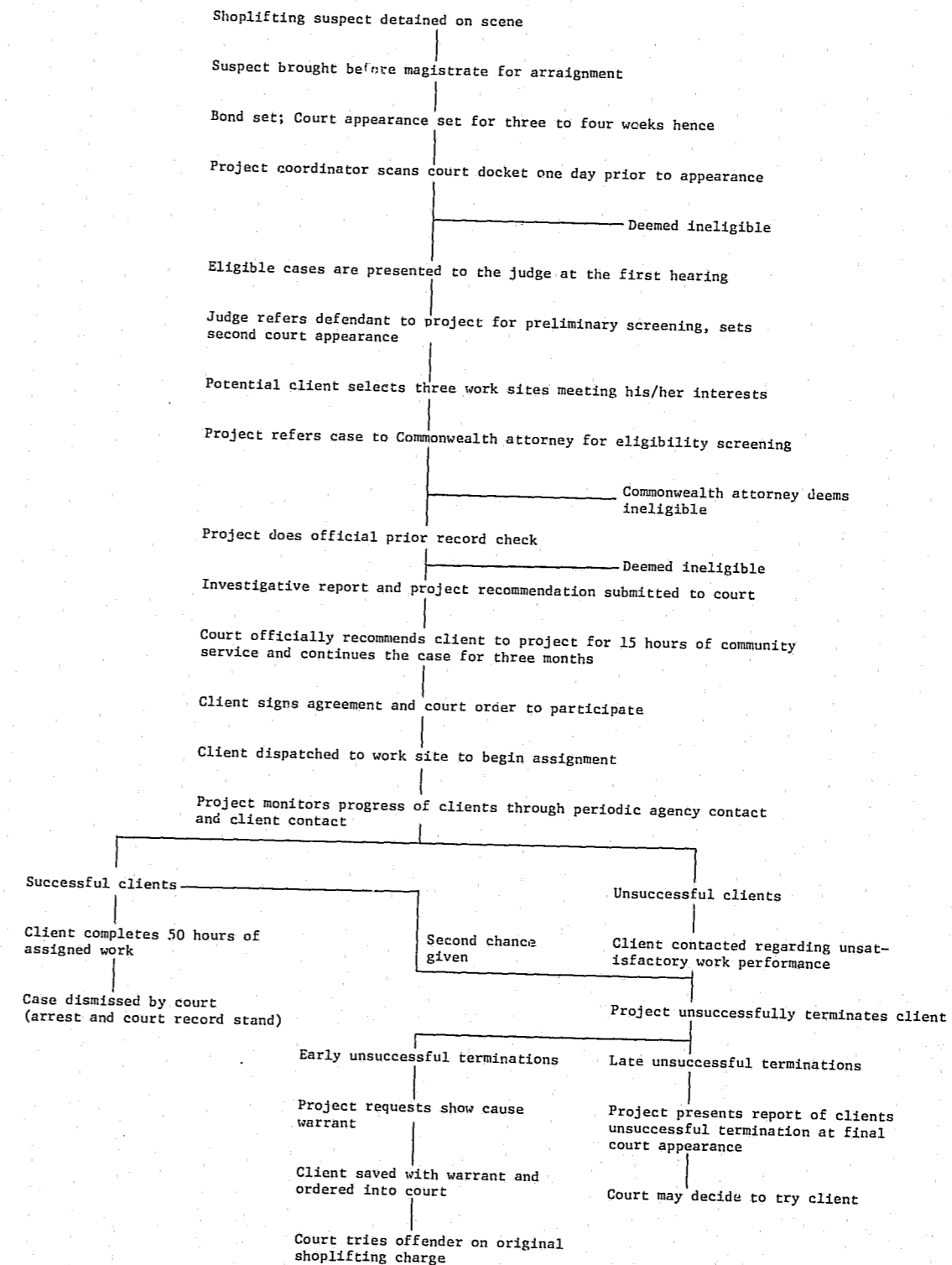
OAR Client Flow

As stated previously, all three OAR sites have basically similar intake and client processing procedures, based on the Fairfax prototype. A flow diagram of the Fairfax County project is on the following page.

The Fairfax model represents a rather simple system for securing and processing clients through a community service system. Initially persons arrested for suspected shoplifting violations are brought before a county magistrate for arraignment. Several weeks hence they go before a judge of the general District Court for a first hearing.

FIGURE 10

OAR FAIRFAX COMMUNITY SERVICE FLOW DIAGRAM



The day prior to the hearing, OAR staff scan the upcoming court docket in pursuit of eligible community service participants. Those qualified must be first offenders, charged with shoplifting, 18 years or older and a resident of Fairfax or Arlington Counties. These recommendations are then made to the court which makes a preliminary referral to the project.

At this point the potential client interviews with project staff to determine his or her work interests and skills. The referral is asked to select three sites for possible placement. Immediately after this, OAR and the commonwealth attorney conduct a follow-up screening to insure client eligibility. The project double checks prior arrest records through scrutinization of state police records. The commonwealth attorney generally eliminates any case in which an excessive amount of goods were stolen and/or the determination is made that the theft was not impulsive, but premeditated.

If the project and commonwealth attorney finally agree on the acceptability of a client a formal recommendation is made to the court at the second hearing, which usually takes place within three weeks of the initial court appearance. After the official placement in OAR by the court, the new referral is requested to sign a program agreement and a "court order" stipulating conditions of the community service release. The court, at this point, also continues the case for three months. All assignments stipulate 50 hours of community service to be completed within 2.5 months.

Monitoring of clients while they are involved in their work assignments is somewhat informal. The project contacts its placement agencies on a regular basis regarding the maintenance of old and development of new community service work projects. In so doing, they also check on the status of clients presently working at those agencies. Also, project staff phone all participants at least once every three to four weeks to monitor their progress. Project coordinator Fran O'Neal reports that placement sites encountering any difficulties with a particular assignee will notify him, after which he takes the appropriate action.

Successful clients go on to their final court appearances at which point the judge, in agreement with the commonwealth attorney, dismisses the case. It should be pointed out, however, that dismissal does not constitute expungement of arrest or court records.

Clients experiencing difficulties in completing their assignments may face one of several dispositions. O'Neal reports that in all cases the project will try to mediate the problem and give clients a second chance, usually at the same agency. Failing this, the project will unsuccessfully terminate the client. If this takes place early in the course of the assignment the project requests authorization from the court to issue a "show cause" warrant, requiring the former client to appear in court. Generally the judge will reinstate the case for normal processing and set it for trial.

In cases where the unsuccessful termination takes place late in the assignment, the project will normally wait for the regularly scheduled final court appearance to file their report. The judge may or may not invoke normal criminal proceedings at this stage.

Durham: As mentioned above, Durham follows the same basic format as Fairfax. The project at its inception was primarily, though not entirely, a pretrial operation, with community service acting as a deferred prosecution option for the prosecutor. Durham, however, is not limited to shoplifters and does not have a strict 50 hour work requirement. The flow diagram on the following page, originally developed by Ed Brown of the Criminal Justice Research Center, illustrates the flow of cases through the Durham system.

In addition to accepting referrals through deferred prosecution, OAR Durham gets clients through deferred sentencing by the court as well as convicted offenders. The deferred sentencing option is referred to as prayer for judgement continued, or PJC.

As with Fairfax, the project coordinator here screens the court docket one day prior to arraignment to flag potentially eligible community service participants. Durham's eligibility criteria include: adult (16 or over), first time misdemeanor offenders, and residents of Durham County. Candidates with a known history of drug, alcohol, violence or mental problems are eliminated from consideration.

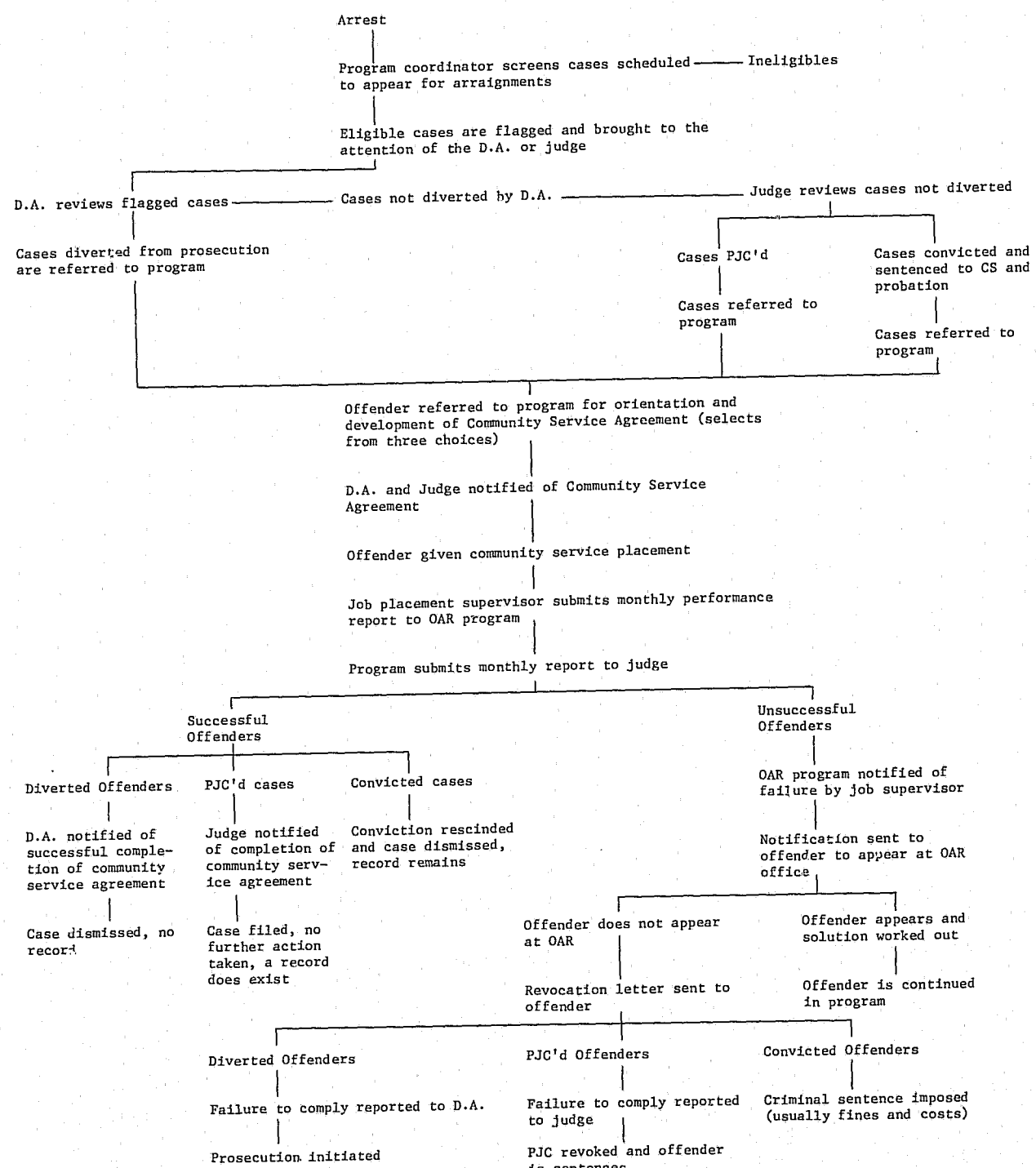
Flagged cases not diverted by the district attorney may be PJC'd by the court or sentenced to community service. Upon receipt of a referral, the project staff meet with the new client to sign a mutual agreement to conduct orientation. As in Fairfax, clients are given three choices out of the available options for placement. The district attorney and judge are then notified that an agreement has been reached, after which the client is officially placed.

Monitoring of cases is relatively formal in Durham. Site supervisors are asked to submit monthly client performance reports to the project staff who, in turn, pass them on to the judge.

Clients derive various benefits from their successful service depending on the origin of their referral. For pretrial clients, the prosecutor is notified of the positive termination after which the case and all record of any criminal involvement is expunged. PJC cases essentially follow with the same disposition except that the arraignment judge makes the decision to halt further processing and a court record remains. Those referred to the project on a postconviction basis do not differ significantly from those on PJC. Convicted clients are generally those who plead innocent but are found guilty and sentenced to community service in lieu of fines and costs. Successful completion results in rescinding of the conviction and dismissal of the case, even though the court record remains.

FIGURE 11

OAR/DURHAM COMMUNITY SERVICE FLOW DIAGRAM



Clients facing difficulties completing their assignments are always provided a second opportunity to work things out and continue their programs. Those not responding to project attempts to rectify problems and those who continue to have difficulties receive a letter of revocation. Such an unsuccessful termination generally results in the initiation of prosecution by the district attorney for pretrial cases, the invocation of sentencing by the arraignment judge on PJC clients and the imposition of the original sentence, usually payment of fines and costs, for postconvicted clients. As a rule, credit is not given for time "served" if a client terminates unsuccessfully.

Madison County: The flow diagram on the following page depicts the movement of participants through the OAR/Re-entry project in Madison County, Indiana. The chart is taken from the original model drawn up by Ed Brown in April 1979 and revised according to current operating procedures.

Two types of clients are eligible for participation in the Madison project--those diverted pretrial and those sentenced to probation. Persons charged with misdemeanors and minor felonies (Class D) are eligible. At this writing, clients are coming from two divisions of the County Court and one Superior Court division.

As with the other OAR sites, the project coordinator flags cases from the court docket for possible diversion to the project. Postconviction cases are referred totally at the discretion of the sentencing judge. Whether coming to the program on a pretrial or postconviction basis, the referring judge assigns offenders to a set number of community service hours, based on the referral offense, according to the following schedule:

- Class D Felony = 50 hours
- Class A Misdemeanor = 45 hours
- Class B Misdemeanor = 35 hours
- Class C Misdemeanor = 25 hours

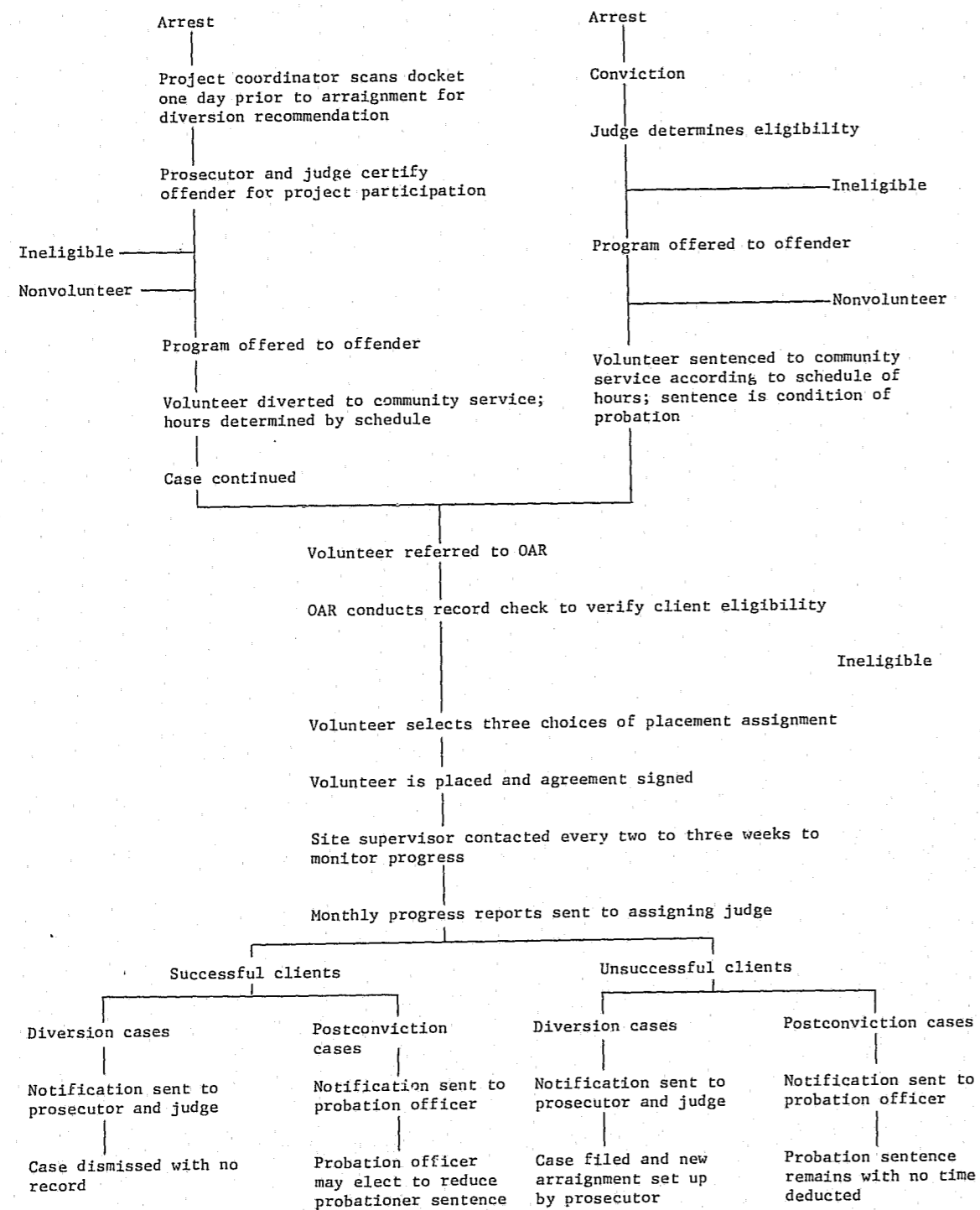
After certification by the court, the volunteer is referred to the project for screening and orientation. At the same time, project staff locate and scrutinize the official state police record of the client to reconfirm his or her eligibility.

Clients are told to choose three sites in which they prefer to be placed. The project attempts to assign them to a job of their choice. Once working, monitoring is conducted informally as on-site monitors are contacted every two to three weeks by the project to check on client progress. The information garnered through this monitoring process is compiled in monthly progress reports which are presented to the referring judge.

Successful pretrial diversion clients in Madison County have their cases dismissed and criminal record expunged through a joint action by the prosecutor and judge. No further court appearance is required by the client.

FIGURE 12

OAR/RE-ENTRY MADISON COMMUNITY SERVICE FLOW DIAGRAM



All postconviction clients are on unsupervised probation while working on their community service assignments. Therefore, it is the probation officer who is notified of a successful completion. The probation officer may decide to reduce the client's time on probation as a reward for a positive community service termination, although there is no legal requirement to do so. According to former project coordinator Dorothy Nevitt, most successful postconviction clients do indeed have their probation time reduced.

Judges and prosecutors are notified of pretrial cases which are unsuccessfully terminated. The prosecutor then files the case and normal processing ensues. Probation officers are notified of unsuccessful postconviction clients. No punitive action is generally taken by the probation officer, but no credit for any time worked is given in cases involving unsuccessful terminations.

Working Relationship with Criminal Justice System

DRI staff conducted attitude surveys of criminal justice personnel in Fairfax, Madison and Durham to gauge reactions to the concept of community service and toward the particular projects operating in their jurisdictions. Following is a summary, by site, of the questionnaire responses.

Fairfax: Both judges interviewed have been well satisfied with the results of the project thus far. They feel it has been very beneficial to both participating offenders and placement agencies. In terms of possible improvements, one judge felt that the program was functioning very well at present while the other felt that some expansion in the pool of offenders currently accepted might be in order. At present, only first time "impulse" type shoplifters can participate. Legislation would be required to expand it further unless the commonwealth attorney wants to provide it as an option to prosecution for other offenders.

Both judges characterize their working relationship with the OAR staff as excellent. They complimented the staff for their competency and their promptness in notifying the court of any problems. Also, OAR was given high marks for the close tracking it maintains with clients.

The judges split on their answer regarding how OAR has affected their sentencing patterns. Because CS technically is not a sentence, one judge stated that it has had no effect. The other, assuming present CS clients would be convicted, stated they would normally be sentenced to fines and suspended jail time.

Both judges believe community service has a very positive deterrent impact on offenders. The chance to erase criminal records and the sense of having repaid society for their crimes, they feel, helps curb recidivism. Both also state that the present Fairfax policy of assigning all clients to 50 hours of

service is the most workable system and because there is so little disparity between offenders it would make little sense to differentiate between them.

DRI interviewed one public defender and a commonwealth attorney. While the defender found OAR/Fairfax to be an excellent program the prosecutor characterized it as "all right." These two parties differed sharply on who should be permitted access to the program. The commonwealth attorney feels strongly that participation should be limited, as it is now, to first offender, impulse shoplifters. The public defender, however, believes this system to be inconsistent and arbitrary in its application. He thinks a constitutional issue might be imminent here, as potential clients are, at times, eliminated from consideration for no apparent cause. The public defender also feels the project should be expanded to handle all misdemeanants except those charged with DWI or major traffic violations.

The defender and prosecutor each thought that none of the cases diverted to OAR now would have been released, but would have been tried and found guilty.

As with the judges, the prosecutor and public defender report a very good to excellent working relationship with project staff. Both parties feel the experience is beneficial to offenders. The public defender states community service should reduce offender recidivism due to the constant reminder it imposes of the act which was committed. They believe it would not be effective at all for repeaters, but acts as a "shock treatment" for first offenders.

Madison: Both judges interviewed regarding the OAR/Re-entry community service project in Madison County, expressed strong support for and satisfaction with the project. One judge, however, expressed concern that the project is not receiving support in all courts. Both judges feel the program needs no improvement presently and should expand to handle any nonserious felony or misdemeanor offender. Such expansion would allow OAR/Re-entry to accept Class C felonies.

The judges agree that their working relationship with the program has been excellent. They describe the staff in such terms as "cooperative, concerned, open, helpful, and interested." Each judge feels the system of placement and referral has worked out well thus far having received no complaints to date.

Both judges appear to be using OAR primarily as a postconviction alternative to probation. One stated that he makes a firm recommendation to reduce a probation sentence by a given number of hours for each hour of community service performed. They also agree that community service does act as a deterrent to future criminal involvement, especially among first offenders. They see it as a more severe yet more humanizing form of punishment than paying fines.

The prosecutor we spoke to was also pleased with the OAR program in Madison and would like to see it expanded to handle more nonserious offenders. He praised the staff for their ability to work with his office and provide continued feedback.

Finally, we spoke with a Madison County probation officer. Unfortunately, this person had no direct contact with the community service project, but had some peripheral knowledge of the operation. He felt that community service could be an effective alternative for select offenders, but had not been implemented with any of his clients, therefore having no effect on his caseload.

It would appear from the feedback we received that the OAR/Re-entry program is very popular with those judges and other criminal justice personnel who are utilizing it, but it has not been accepted in all potential participating courts, or among all potential users in the system, i.e., probation officers.

Durham: We were able to contact two judges in Durham County who have referred offenders to the OAR community service program. As with the other OAR sites, both judges expressed strong satisfaction with and confidence in the local project. One, the chief judge of the County Court, praised the project for the strong support it has gained in the community. Neither jurist recommended any improvements in the present operation. Both felt the communication between them and the staff was very good, praising staff's constant presence in court and their monthly feedback to the court on the status of clients.

Neither judge invokes or recommends a specific number of community service hours in any given case. They trust OAR to work out an equitable assignment with the client.

The judges differ on the point in the processing of an offender where community service is most appropriate. The chief judge uses it strictly as a pretrial diversion option. The other judge never applies community service pretrial, but uses it exclusively as a deferred sentencing (PJC) option.

While neither judge could point to any statistical evidence of recidivism reduction as a result of community service, both point out that they rarely see these offenders in court again. They also agree that first offenders are the most likely beneficiaries.

There appears to be a communication problem in Durham between the project and judges as to just how and where community service can be applied. When asked to assess the effectiveness of the pretrial and postconviction options, one judge reported that she was unaware of such alternatives, but strictly applied community service as an alternative to sentencing in her court.

Our discussion with a Durham County district attorney indicated strong backing for community service from the prosecutorial side. He feels diverting these persons from the system has lightened the court caseload while enhancing volunteerism in the community. One drawback he sees is that the program lacks adequate publicity in the community resulting in partial usage of available placement opportunities. Also, he would like to see the eligibility criteria expanded to allow for more than first offenders and misdemeanants.

Working Relationship with Placement Agencies

To determine how placement agencies view the OAR projects, DRI interviewed two placement agencies per site. Following are summaries of their responses.

Fairfax: Our conversations in Fairfax were with the director of Lambda House, a home for retarded children, and with a recreation specialist at the Fairfax County Department of Recreation and Community Services. Both parties were highly supportive of the program, summing up their overall opinions in terms such as "wonderful" and "beautiful." The recreation specialist reported that several volunteers have remained in that capacity beyond the term of their community service obligations and several others have been offered contracts for full-time employment.

In response to our question regarding problems encountered with community service volunteers, one reported none while the other said there have been a few isolated cases including pot smoking and speeding. Nevertheless, both describe their overall working relationship with the project as excellent.

Each placement agency feels the volunteers have learned some useful lessons as a result of their work beyond the assigned tasks. The recreation specialist spoke of the benefits of group interaction and the self-confidence gained through participation. The work done with retarded children in Lambda House has taught volunteers counseling skills, as well as the satisfaction derived in helping persons less fortunate than themselves.

Both agencies were highly complimentary of the time and effort OAR has put into screening referrals and the procedure of allowing the agencies to further screen them. This system apparently has done a lot to minimize inappropriate placements.

Madison: Our interviews in Madison County were with the director of the county humane society and with the supervisor of the city animal shelter in Anderson. Both expressed total satisfaction with the volunteers they have received, with the person from the animal shelter stating a preference for OAR referrals over CETA volunteers.

Both agencies expressed a constant need for volunteers while explaining that the OAR referrals comprise a large portion of their volunteer force. The availability of community service workers to do certain jobs and at times normally not preferred by other volunteers has made them a vital addition to these organizations. Both persons expressed a strong desire for more community service volunteers than they are presently receiving, although neither place has retained any community service workers as paid or unpaid staff.

Durham: Our interviews in Durham were with a representative of the county department of social services and with a person from Women in Community Service. Both expressed satisfaction with the workers they have received although they have employed 4-5 and two volunteers respectively. The department of social services reported having some problems in motivating workers to get started while WCS reported no problems.

Obviously neither of these agencies has depended too greatly on OAR for volunteers, although each expressed satisfaction with the procedures followed by the project when they make referrals. They also feel the monitoring, through forms and follow-up phone contacts has been adequate. Each of them also believes that work in their agency has helped clients' attitudes and their ability to work with others.

Neither agency has kept its volunteers on a paid or unpaid basis after their service. But, the department of social services states they never employ volunteers while WCS say both of their clients (with the help of WCS) secured full-time jobs while doing community service.

It appears, at the point of these interviews that OAR/Durham can build more credibility with placement agencies as their referral rate increases and they become more visible.

Insurance

The Fairfax and Durham projects are covered by an insurance policy arranged through OAR/USA in Charlottesville. This policy provides general liability coverage for volunteers while working on site.

Clients in Madison County sign waivers upon entering the program absolving OAR of responsibility in case of volunteer mishap. Further, project officials in Madison have stated that placement sites assume responsibility, under their insurance plans, for community service volunteers.

Public Relations

All three sites, as well as the OAR/USA office in Charlottesville, Virginia have been engaged in ongoing public relations efforts prior to and since

their inception. In the first few months of operation each project had articles appear in local newspapers and had staff talk about the program on television and radio public service broadcasts. Among other places, articles have appeared in the Washington Star (Fairfax), the Anderson Daily Bulletin (Madison) and the Durham Morning Herald (Durham) describing the OAR community service projects. Mary Zoller, former CS project director for OAR/USA developed a brochure to disseminate information about the program and to aid other OAR sites who might wish to replicate the community service concept. Finally, a recognition dinner was held in summer 1980 in Durham to honor the staff of the OAR community service project. This event was attended by criminal justice and community leaders and covered by the local media.

Data Analysis

Data analysis for the three OAR sites is based on information collected by the projects on 108 Durham clients, 251 Fairfax clients, and 95 Madison clients who completed services between July 1979 and February 1981. Response rates to client surveys were: Durham--92; Fairfax--154; and Madison--23. Tables referred to are found in Appendix I of this report.

DRI has recently learned that Durham figures are not a reflection of the total number of clients who completed services. Staff turnover which took place in January 1981 prevented this site from completing client tracking forms on all terminated clients. OAR officials contend 340 persons actually finished the program since July 1979. However, because DRI is not in possession of information, beyond aggregate numbers, the analysis of OAR/Durham is based on 108 client records.

I. Characteristics of participants (Tables 1-3).

Durham: The 108 Durham terminations were mainly young, black, and equally divided between male and female. A total of 107 were between 16 and 24 years old; 62 (57%) were black; 54 (50%) were male, while 54 (50%) were women.

Fairfax: The Fairfax population was mostly young, although the distribution was widely dispersed. Also, Fairfax clientele were, for the most part, white, and close to evenly split between men and women. While 135 (54%) were between 16 and 29, 116 clients were 30 or older. A total of 184 (73%) were white and 137 (55%) were female, and 114 (45%) were male.

Madison: The high proportion of Madison participants were young, with 77 out of 95 being under the age of 30. Eighty-six out of 95 were white, and 83 (87%) were men. Other OAR client characteristics can be summarized as follows:

- Employment status at intake (Table 4). **Durham**--the preponderance of Durham volunteers were either employed full-time (36) or unemployed (33). **Fairfax**--most Fairfax clients, 153, were fully employed at the point of referral. The next largest group was homemakers (28). **Madison**--the greatest percentage of Madison County clients were either employed (42) or unemployed (27).
- Highest grade completed (Table 5). All three sites show the greatest percentage of their clients completing some high school, or beyond. In addition, many Fairfax clients (93) had some college education.
- Client occupation or specific skills (Table 6). **Durham**--no pattern becomes evident here, as the Durham caseload spans all categories. A high number, 36, were listed as unknown. **Fairfax**--here also a distinctive pattern does not emerge. The highest numbers are in the categories of professionals (40), clerical (36), or semiskilled (21).
- Client prior arrest history (Table 7). For the most part the arrest history of **Durham** volunteers was unknown. Data reflect 69 percent (74) unknown in the prior felony category, and 63 percent (68) unknown or prior misdemeanants for the Durham population. Following their eligibility criteria, **Fairfax** took no referrals with any prior felony arrests and only 2 out of 251 with any known history of a misdemeanor offense. **Madison** accepted very few referrals with any previous record, although they did take some. Only 2 clients had any known felony history, while 10 out of 95 had records of misdemeanor arrests.
- Referral offense (Tables 8, 40, 41, 42). **Durham**--of the 108 clients in the Durham population, all but one were referred on misdemeanor charges. The offense breakdown shows the greatest percentage of referrals (56, 52%) coming into the project on petty theft (theft under \$100) charges. **Fairfax**--all but one of the Fairfax referrals were diverted to community service on a misdemeanor offense. As this site restricted its population to shoplifters, all 251 were charged with petty theft. **Madison**--while Madison took its largest share of clients (79, 83%) on misdemeanor charges, the 11 felony referrals is the highest among the OAR sites. Specific offense breakdowns show 16 (17%) referred on miscellaneous assault charges, 13 (14%) for public drunkenness, and 13 (14%) for DUI.

II. Case processing. Following is a summary of data on case processing variables for the three OAR sites.

- Community service hours assigned (Table 9). **Durham**--the majority of Durham clients (80, 74%) were assigned in the 30-49 hour range. In the 19-month period, the 98 Durham clients performed a total of 3,544 hours of work. Data were missing in ten cases. The average workload per client was 36 hours. **Fairfax**--all but three Fairfax volunteers were assigned to work 50 hours. The 249 clients in the DRI data base (two cases were missing) worked a total of 12,522 hours. **Madison**--The modal work assignment for Madison was in the 30-49 hour range, into which 67 (71%) of 95 volunteers fell. The 95 clients worked 4,148 hours, an average of 44 hours per participant.
- Point of referral recommendation (Table 10). The OAR project was established primarily as a pretrial diversion operation and this was reflected in the data. All but one of the Durham and Fairfax clients originated as a pretrial intervention referral. In Madison, 78 of 108 volunteers were pretrial referrals, while seven were postconviction judicial referrals and ten were postconviction probation clients.
- Type of sentence imposed with community service (Table 11). The great majority of referrals from all three sites had no sentence imposed, as they were pretrial divertees. This was true for 85 of 108 Durham clients, 251 out of 251 Fairfax referrals, and 78 of 95 Madison subjects.
- Court of referral (Table 12). **Durham**--almost all, 88 of 108, cases were referred from the District Court. **Fairfax**--most of the 251 cases, 201, came from the general District Court. An additional 35 were referred from Fairfax County Court and 14 from the Municipal Court. **Madison**--the bulk of the referrals here, 83 of 95, emanated from the County Court. An additional ten came from the Superior Court.

III. Community service outcomes

- First community service assignment (Table 13). **Durham**--the assignments here were spread out among the various categories. Leading the list were: library/hospital aide (23), public works (22), and general outdoor work (17). **Fairfax**--jobs in Fairfax were also dispersed among the various classifications. The list includes: general outdoor work (65), "other" (60), typing/filing (42), and library/hospital aide (37). Project coordinator, Fran O'Neal describes the most common tasks

under these categories as: clerical work with nonprofit agencies like the Red Cross, supervising youth activities for the Fairfax County Department of Recreation and Community Services, cleaning, landscaping and running concession stands in parks, and performing maintenance work at county golf courses. **Madison**--the vast majority of positions in Madison County were filled in the area of public works (71 out of 95). Acting project coordinator, Randy Woodward, describes the types of tasks performed as primarily maintenance and repair jobs in local nonprofit organizations like churches, schools, the Red Cross and YMCA.

- Total job placements while in community service program (Table 14). Durham and Fairfax report one placement only for the vast majority of their clients. Data on this variable were missing in 83 of 95 Madison County cases.
- Type of project termination (Table 15). **Durham**--of the 108 clients served by the Durham project, 91 (84%) terminated successfully. The termination disposition of nine clients was listed as unknown. **Fairfax**--Fairfax achieved a very high (92%) successful completion rate. Of 234 clients, 231 recorded positive terminations. **Madison**--OAR/Re-Entry of Madison County also achieved a high successful completion ratio in their community service program. Out of 95 clients, 82 (or 86%) successfully terminated, while only 12 failed to do so.
- Client's criminal justice status at termination (Table 16). Because of the heavy emphasis on pretrial diversion at the OAR sites, the expectation is that most clients at termination will have had charges dropped and returned to a noncriminal justice status. While this was largely true for the Fairfax and Madison sites, a high number of Durham clients (50 out of 108) were still pending adjudication at the conclusion of their community service term. Harriet Quinn of Durham OAR explains that charges are not formally dropped until the case is dismissed by the prosecutor. Because there is often a lag between termination and dismissal, these clients technically are still pending adjudication until the prosecutor acts. All successfully terminated clients do have their charges dismissed.
- Total rearrests while in community service program (Table 17). Fairfax and Madison report very few rearrests of active community service clientele. A total of 235 (94%) of Fairfax volunteers avoided rearrest, and 92 out of 95 (97%) of all Madison participants did not recidivate. Information on this variable was missing in 78 out of 108 Durham cases.

- Support services provided (Table 19). The OAR sites provided very little in the way of support services. It should be noted that few such services were anticipated as the limited staffs of two persons per site made it virtually impossible to deliver such services. Only Durham, where 48 separate services were delivered to 31 clients had any such services to speak of. In Durham, counseling/tutoring of clients was the primary activity conducted.
- Matching of client skills to placements (Tables 30, 31, 32). It is difficult to denote any positive patterns in the Durham and Madison data because of the small number of clients reported by each of these sites. In Madison, public works was the most used type of placement and unskilled laborers filled the majority of these slots. In Durham, the jobs as matched by occupational skills are so spread out, nothing can be said about matching one to the other. Though no conclusive statements can be espoused, Fairfax seemed to make an effort to match skills to assignments. Of 40 clients with professional skills, 14 were placed in assignments requiring application of those skills. Also, a large number of semiskilled and unskilled individuals were placed in outdoor jobs involving manual labor.

IV. Client surveys (Tables 20-25).

Durham: This site had a very high return rate of 92 surveys out of 108 known terminations. This was one of the few sites surveyed where the majority of respondents (69%) expressed the opinion that they had learned some useful skills while in the project. Further, 85 out of 92 felt they had made use of their present skills. Most, 53 (58%), said a change of assignments would not have made the work any better. Overwhelmingly, these people expressed the thought that community service was a good alternative to other choices available. Finally, 90 of 92 rated community service in Durham as an overall good experience.

Comments from Durham volunteers include:

"I thought the community work was a much better solution to the problem compared to other options. In many cases a criminal record would not only be unfair, it could ruin a career. This is a very desirable solution--spread the word."

"I'm very happy I was made aware of this program. I believe in it very strongly and I hope it will strengthen and grow. Thank you for helping me."

"I enjoyed the job I had because I was helping people. This program is very good. It helps people headed in the wrong direction go straight. Keep this program. It was the first hope, not the last."

Fairfax: A total of 154 individuals out of 235 terminations, 66 percent, responded to the Fairfax survey. The overall impression of the community service program was highly positive.

The majority of Fairfax clients felt they learned some useful skills through their experience. The count here was 83 (53%) yes, 68 (44%) no. Over 66 percent stated the community service experience allowed them to make use of some of their skills. Also, 98 respondents (64%) felt that no improvements could have been realized had the nature of the work been different. An overwhelming majority of Fairfax respondents, 144 (95%) believed community service to be the best alternative available to them. An even higher number, 147 (96%) judged community service as "fair." Finally, 143 respondents (93%) rated the CS experience as positive.

Comments from Fairfax participants include:

"I enjoyed using some of my professional skills. I feel the people in the program were helpful and considerate."

"I plan to continue doing some part-time volunteer work with my community service experience group. I feel the service was extremely beneficial."

"I am most grateful and appreciative to the county of Fairfax for giving me the opportunity to turn a negative situation into a positive experience. The judicial system in this county is not only fair, but extremely sensitive to people's individual problems."

Madison: As only 23 persons responded to the survey from Madison County, it is not really possible to imply a great deal about the volunteer's view of community service. Thirteen out of 23 said they learned some useful skills. A total of 14 said they used skills they already had. Also, 14 endorsed the type of work required by their assignments. All but one respondent said that community service was a good choice compared to other alternatives. Sixteen out of 23 rated community service as fair, and 19 thought the overall experience was positive.

Comments from Madison clients:

"I was unable to collect unemployment since I was doing the OAR program. There should have been some sort of work benefit/income so that I may have been supporting myself, which would not make a person consider committing any more crimes."

"Thank you."

V. Meeting of project objectives. The following objectives were proposed for the OAR program and are cumulative for the three sites:

1. The development of 1,029 CS assignments.

Data gathered by OAR/USA yield the following figures on acceptance rates through December 1980: Durham = 356, Fairfax = 368, Madison = 133. This totals out to 857 assignments through 18 months. Through March 1981, the figures are: Durham = 301, Fairfax = 416, Madison = 312 for a total of 907.

2. The completion of 25,215 hours of community service work.

Information received by DRI indicates that OAR fell far short of meeting this goal. Our records show the Durham clients worked 3,544 hours, Fairfax 12,522 hours, and Madison clients worked 4,148 hours for a program total of 20,214. Diane Martin of OAR/USA in Charlottesville, Virginia claims the following figures for hours of completed work: Durham = 8,418, Fairfax = 13,301 and Madison = 5,408 for a total of 27,127 at the end of December 1980.

3. The recruitment and training of 64 volunteers to assist community service workers.

OAR/USA records indicate that 87 volunteers were trained and enrolled to assist community service efforts at the three sites by the end of March 1981. The breakdown by site was Durham = 43, Fairfax = 29, and Madison = 15. Total volunteer hours equalled 1,020.

4. The completion of 1,709 volunteer hours of work.

By the end of March 1981, 6 months beyond the original 18-month grant period, 1,020 hours had been logged.

5. The delivery of 1,029 reports back to judges.

By the end of March 1981, 836 such reports had been completed.

6. The delivery of employment and training services to 81 participants.

DRI records and feedback from project staff lead us to believe that this objective was not met. Coordinators at the three sites indicated that the shortage of staff and time prohibited the delivery of any such services. Data received on terminated cases indicates 31 clients over the 19 months received any support services. These numbers, provided to DRI by the sites, are disputed by OAR/USA. They contend 246 clients participated in employment training including 204 from Durham, 21 from Fairfax, and 21 from Madison through December 1980 and 250 through March 1981.

7. Eight hundred fifty successful completions.

Data from Table 15 show 404 participants successfully completing their community service assignments. This figure, of course, is way below OAR's projections. The sites claim the following completion rates--Durham = 252, Fairfax = 368, Madison = 97 for a total of 717 through December 1980 and 801 through March 1981.

VI. Baseline comparisons.

Baseline data collection efforts were requested from all three OAR sites. Because they lacked the time and resources the Madison County site declined to participate.

The primary purpose here, as with other projects, was to develop information on case disposition before community service became a program option.

Durham: Former project coordinator, Quintin Norman, selected and coded a sample of 100 arrestees from the period July 1, 1978 to June 30, 1979 whose cases were disposed of in Durham County District Court. All subjects in the sample were to be charged with a misdemeanor violation and have no previous history of criminal involvement. The sample included 53 blacks, 46 whites, and 70 males, 30 females.

Findings from the Durham baseline figures indicate that most defendants were either released (42) or fined (16). An additional 14 persons were fined as part of another sentence.

While more study is needed, it appears that community service in Durham was used largely as an alternative to release and partially as an alternative to fines.

Fairfax: Project coordinator Fran O'Neal was able to collect baseline information on 89 subjects (out of a requested 100) for the year prior to the inception of OAR/Fairfax community services. All subjects were charged with shoplifting and had no record of prior criminal involvement.

Results of the Fairfax study would seem to indicate that community service replaced fines as the primary mode of case disposition. Out of the 89 cases studied, 67 had fines assessed as part of the sentence. Also, 11 cases were dismissed by the court and/or prosecutor and 13 involved a jail sentence.

VII. Costs. Each of the OAR sites were budgeted at \$58,729 for 18 months of operation. Of this amount, \$57,564 can be attributed to operational costs, with the remainder going toward start-up equipment expenses. These costs are partially offset by the value of work performed by community service

volunteers and by jail time, if any, that is saved by diversion to community service.

OAR sites used the minimum wage, \$3.10 per hour, through the project period. Using this rate multiplied by the hours worked at each site (3,544--Durham, 12,522--Fairfax, and 4,148--Madison), the following "revenue" was generated: Durham--\$10,986, Fairfax--\$38,818, and Madison--\$12,859.

The cost of jail time is: Durham--\$11.75 per inmate day, Fairfax--\$50 for first day, and \$23 thereafter; Madison--\$11.60. Durham baseline figures indicate the average fine was \$29. The average fine in Fairfax ran \$78. Had CS clients been tried and sentenced to jail the costs listed would have been incurred by the counties. Had fines been imposed and collected, this revenue would have gone to the county treasuries. For example, had all 108 Durham clients studied been sentenced to jail for 1.5 days (the average CS assignment length) the costs to the county would have been \$1,904 (minus fixed costs). Similar calculations based on caseloads served and jail costs would bring the Fairfax and Madison figures to \$29,869 and \$1,102 respectively. Similarly, if all Durham clients had been fined \$29 at a 90 percent collection rate, \$2,819 would have been collected by the county. In Fairfax \$17,620 could have conceivably been collected if 251 clients had been assessed an average of \$78 and 90 percent had paid.

Summary and Conclusions

The OAR projects demonstrated how community service could be applied as a pretrial diversion option in small urban courts. The three sites were successful in working with local prosecutors and judges to provide defendants with an opportunity to do community service work in place of criminal processing and as a way of avoiding a criminal record.

The concept used by the OAR sites was simple, yet effective. Only two full-time staff were needed to screen potential referrals, conduct client intake, develop placements and monitor volunteer programs. In addition, feedback from Fairfax and Durham clientele indicate a relatively high degree of satisfaction with the nature of the work performed and the opportunity to avoid a criminal record. Several participants, especially in Fairfax, continued their volunteer work or secured permanent employment at the CS site upon conclusion of their diversion assignments.

The OAR sites were not without their shortcomings, however. Throughout the grant year, administrative problems existed between OAR/USA in Charlottesville and the sites. The role of the national project director vis-a-vis local management was never entirely clear. Further, the stipulations of the OAR proposal in regard to items such as volunteer recruitment were not easily adaptable on the local level and were not fully carried out.

The Fairfax pretrial prototype was not entirely workable in Durham and Madison. Durham's referral rate picked up later on, but Madison's never did. Durham, and especially Madison, seemed to suffer from a lack of adequate planning and commitments from referral agents to ensure adequate client flow once operations began.

It is DRI's feeling that all three sites should expand their eligibility criteria and move beyond the almost exclusive pretrial referral base in order to increase their client flow. This will involve a selling job, especially in Fairfax, to referral agents within the criminal justice system.

At this writing, Fairfax has been assured continued funding by the county. The status of the Madison and Durham sites is presently uncertain.

PRISONERS AND COMMUNITY TOGETHER (PACT)

General Description of Service Area

The PACT Community Service Restitution project is housed in Porter County, Indiana at Valparaiso. Porter County is situated in the northwest corner of the state immediately adjacent to Chicago, Illinois. The area is small compared to other Indiana counties.

The population of Porter County increased by over 20 percent between 1970 and 1977, from 83,114 to 103,404. In the same time period, the population of the state of Indiana rose at a rate of only 3 percent indicating a relatively greater population increase for Porter County than the rest of the state. PACT attributes the area's rapid growth to its proximity to the heavy industrial areas of northwest Indiana and the Chicago region.

Porter County can be characterized as predominantly white, rural to partially rural, and conservative. Figures for 1977 indicate a nonwhite population for Porter County of only .2 percent, compared to 6.9 percent for the state as a whole. Latest census figures show that 63.3 percent of the county's population is city or urban-based (64.9 percent for Indiana).

A summary of other demographic indicators for Porter County yields the following figures:

- Percentage unemployed (1970) = 3.0 percent (4.1 percent for Indiana)
- Income per capita (1975) = \$5,308 (\$4,673 for Indiana)
- Median family income (1979) = \$11,610 (\$9,970 for Indiana)

In spite of the very high white population, PACT officials contend that the minority population of Porter County is growing, due primarily to the growth of heavy industry and the consequent relocation of segments of the labor force to the area. As of 1979, there were 28 manufacturing and industrial corporations with plants in Porter County, the largest being Bethlehem Steel and the National Steel Corporation.

Crime Data and Trends

Crime data for Porter County are available through Uniform Crime Reports for 1978. A summary of these figures follows.

Porter County police agencies arrested 2,455 persons in 1978. Of this total, 386 were apprehended for Part I, or serious felonies, and 2,069 for Part II offenses.

Because the PACT project accepts only adult, misdemeanor offenders the appropriate figures to present here are those reflecting Part II adult offenders. For 1978, county law enforcement officials arrested 1,822 persons on misdemeanor charges.

Porter County Court System

Four levels of court jurisdictions operate in Porter County, including Superior, Circuit, County, and City Courts. The upper level Superior Court has two divisions presided over by Judges Bruce Douglas and Jack Allen. This court has original jurisdiction for all civil and domestic matters as well as felony filings.

The second tier, or Circuit Court, has jurisdictions in all juvenile matters as well as miscellaneous adult cases not filed in Superior Court. Judge Raymond Kickbush presides over Porter County's lone Circuit Court division.

The County Court has original jurisdiction for misdemeanor violations, traffic offenses, Class D felonies, and some small claims cases. Until July 1979, only one division of the court sat in Valparaiso under the direction of Judge Bryce Billings. At that time, the county authorized the establishment of a second County Court in Portage to be presided over by Judge Roger Bradford.

The fourth and final court in Indiana is the City Court. The City Courts have authority over all municipal violations which take place within the respective city limits. They also hear overflow cases from the County Courts. Only one City Court, in Chesterton, is currently operating in Porter County.

Criminal Justice Case Flow

Because eligibility criteria for the PACT restitution project specify early misdemeanor offenders only, the project is based almost exclusively in the two County Courts. All defendants charged with misdemeanors, as well as some minor felony arrestees are arraigned in County Court. All serious felons are arraigned in Superior Court.

The greater percentage of defendants coming before the County Court for their initial hearing plead guilty and are sentenced at that point. This is certainly the case with almost all PACT referrals. The usual procedure involves a reading of charges, acceptance of a guilty plea and sentencing. Those who plead not guilty have bond set and a trial date set up. Most defendants appear at arraignment without the benefit of counsel. Clients are

referred on a postconviction basis by Judges Bradford and Billings in lieu of jail. City Court cases are occasionally referred.

Beginning in May 1980, PACT began receiving additional referrals on a postincarceration basis from the Porter County Jail. The warden recommends prisoners sentenced to serve weekends in lockup for misdemeanor offenses. PACT then contacts the prisoner and has them come in for a screening interview. If the sentencing judge concurs with PACT's recommendation, the former part-time incarcerate can elect to do community service work for the duration of his/here sentence rather than serve jail time.

Legislation Relating to Community Service Restitution

Public Law 148 of the Indiana Code creates a mechanism whereby direct compensation to victims of violent crimes can be made through restitution agreements. This is the only reference in the Indiana statutes to restitution and is not directly relevant to PACT, as community service restitution is not specifically addressed.

History and Development of the PACT Community Service Restitution Program

The PACT Community Service Restitution Program accepted its first official referral on July 1, 1977, two years prior to commencement of operations under LEAA funding. Initially, CETA and the Porter County United Way provided the financial backing for the project.

The need for a community service restitution option arose through Judge Billings' realization that jail was the sole available sanction for convicted, nonserious offenders. A previous experiment in which an offender was permitted to clean the courthouse rather than serve jail time proved mutually acceptable to the court, offender, and the community. Therefore, community service was formalized by Judge Billings with the consent and support of the local citizenry.

In its first year, the project accepted 254 referrals. These 254 completed a total of 5,563 hours of volunteer work for a variety of nonprofit agencies. LEAA funds were sought and awarded to permit expanded client servicing, especially in light of the opening of the new County Court in Portage.

All hiring of new staff took place prior to receipt of LEAA funds. At the outset, the program was fully operational under the new grant. As a result of the new grant, the part-time community worker went full-time and a placement coordinator for the new Portage County Court was added.

Goals and Objectives

The following list of goals and objectives were set forth by PACT in their original grant application.

Goals:

1. To reduce the use of jail incarceration for young offenders by using community service restitution as an alternative sanction.
2. To increase community participation in the local criminal justice system.
3. To reduce offender recidivism.
4. To benefit the local criminal justice system through lowered cost of nonincarceration and direct service to local nonprofit groups.

Program Objectives:

The primary objectives of the Community Service Restitution Program include the following:

1. To maintain an active pool of 30 nonprofit organizations/agencies who are placement sources to receive free community service work and additionally provide support to individual clients.
2. To expand active use of program into north Porter County (city of Portage), involving both offender referral and work placement.
3. To place 350 primarily young adult offenders (18-25 years) convicted of minor offenses in an estimated 12,600 hours (average 36 hours per client) of free community service work restitution as an alternative to jail incarceration (1 day in jail = 6 hours of work).
4. To provide basic orientation, supportive counseling and information and referral to other appropriate service agencies (employment office, Occupational Development Center, Porter-Starke Services, Alcohol Safety Action Program, etc.), if necessary, for each offender who chooses a community service restitution assignment.

5. To monitor and record offender implementation of community service work restitution assignments.
6. To maintain an accurate management information system on each client from initial contact to termination, including follow-up and evaluation information.
7. To conduct advisory council meetings in which local criminal justice system representatives and other community leaders provide input and involvement in the project, along with public speaking engagements, to various local organizations.

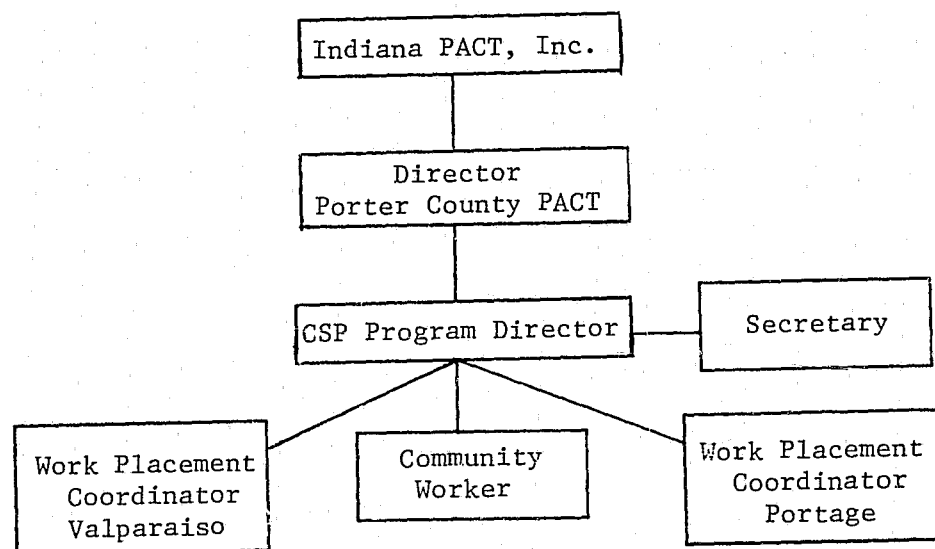
Administration/Management of PACT

The PACT Community Service Restitution Project exists within the larger framework of Porter County PACT, which in turn has a place in the state organization of PACT, Inc. PACT, Inc. is a private, community-based corrections organization operating several different programs in northwest Indiana and Illinois for prisoners, ex-offenders, youth, and victims of crime. It is headed by a Board of Directors and an executive director who supervise Porter County PACT Project, Bradley House, Volunteers in Justice, Joe Hall Community Corrections Center, the Community Corrections Advocacy Project and Elkhart County PACT.

The director of the Porter County PACT project has ultimate supervisory responsibility over the community service restitution program and a jail visitation and assistance program. The CSR program itself has a director who is specifically responsible for management and supervision of the program, implementation of operating procedures, supervision of other staff members, formal liaison with the local criminal justice system, initial orientation of program requirements for prospective clients, and program development. Program development involves suggesting program replication in other sites, consultation and technical assistance, development of additional placement sites, public relations, supervision of data collection, review of client status including decisions regarding unsuccessful terminations and referrals back to court, and assistance to the Porter County PACT general director.

The CSR program director supervises a four-person staff including two work placement coordinators, one community worker, and a secretary. The work placement coordinator is largely responsible for maintaining contacts with placement agencies, developing jobs, and monitoring client/agency relationships based on feedback from the community workers. The community worker works closely with the clients and attempts to manage available resources as well as provide feedback to other CSR staff members in order to meet the clients' legal, CSR-related, and personal needs. This person's functions also include

FIGURE 13
 PACT COMMUNITY SERVICE RESTITUTION PROJECT
 ORGANIZATIONAL CHART



monitoring, "trouble-shooting," mediating on-the-job supervision problems and generally dealing with any problems that take place at the work sites.

Staff Changes

Since the start of the PACT CSR program, several personnel changes have taken place at the administrative level. The original Porter County director, Gary Olund, moved on to Michigan City as assistant and was replaced by John Kuss. Also, the CSR program director, Karen Albrandt, left after devoting three years to the CSR effort and was replaced by Jan Freise.

So far, the effectiveness and smooth operation of the PACT CSR program does not appear to have been affected to any significant degree by these disruptions in management continuity. This may be due to the fact that a well developed set of policies and procedures had been in place, utilized, and tested for three years prior to the management changes. Any long-term effects of these management changes remain to be seen.

PACT Case Flow

Eligible participants in the PACT CSR project include any first time misdemeanor offender or Class D, C or B felons arrested in Porter County, convicted and sentenced to jail. Participation is limited to nonviolent offenders. A defendant can substitute jail for community service at the discretion of the presiding judge.

At the time of sentencing, eligible offenders are given the option of participating in the community service program. If the offender chooses to participate in the program, he/she is required to complete six hours of community service for each day of jail time imposed. The jail time is then suspended on condition that the community service be completed successfully. Upon voluntarily selecting the community service option, the offender is informed by the presiding judge that failure to fulfill the service hours will result in imposition of the original jail sentence.

A few exceptions to the above procedure exist. On occasion, offenders will be required to perform community service as a condition of probation, although use of this option is very limited. Additionally, as previously noted, the CSR program may identify offenders serving time in jail for whom the program seems appropriate. When this occurs, the judge is approached and if he agrees, the remainder of the offender's jail sentence may be suspended on the condition that an equivalent amount of community service is performed. Furthermore, there are mitigating circumstances where the judge may feel the CSR option is appropriate for someone other than a first time offender. It is important to note that legislation recently passed gives the County Court dealing with misdemeanors jurisdiction also over Class D felonies.

These offenses would then be eligible generally for inclusion in the CSR program. Class D felonies include offenses such as minor theft and controlled substance abuse. PACT has received Class D, C and B felony referrals since passage of the legislation. Also, some recent clients have been repeat offenders with at least one prior adult felony or misdemeanor conviction.

PACT referrals through the Porter County Courts are documented by written court contracts stating the number of assigned community service hours. If no PACT representative is in court at the time of sentencing, the court instructs the defendant to report to the PACT offices. PACT representatives are generally present in court one day per week. The new program volunteer has 48 hours to make initial contact with PACT, at which time an appointment is scheduled to conduct orientation and complete intake.

At orientation, intake forms are completed, program rules and guidelines are given to the offender and a target date for completion of community service is negotiated. The target date is not an absolute date for completion, but rather a benchmark for assessing progress toward completion. This date can be renegotiated if deemed appropriate by PACT. Upon presentation and discussion of the guidelines with a PACT staff member, the client is given a consent to participate form to sign, acknowledging his understanding of his responsibilities, that failure to comply with this order will result in the original jail sentence being imposed, and an agreed upon date of completion based on the number of hours assigned. A PACT staff person also signs the consent to participate.

PACT staff assign the client-volunteer to his/her first job placement at the orientation meeting. Because PACT has a policy of rotating placements after one or two days at any particular site, clients are required to report to the project offices weekly until completion of their community service obligation to receive new placements and to inform or be informed of any difficulties which have arisen. Repeated failure to report can result in unsuccessful program termination.

PACT maintains an extensive system of internal record-keeping to track clients' progress through the program. All client and placement agency contacts are recorded on a "daily staff log." An individual record of work hours completed by site is maintained for each client on a "community service record," which is kept with the "client information form."

Placements are usually monitored shortly after the service is provided. This is done either by phone or site visit. Typically, service provided during the week is monitored by phoning supervision personnel at the work site. Phone contacts are followed by entries on the community service record. Weekend placements are monitored in person by the community worker and recorded on the community service record. Monitoring consists of checking a client's work performance, absenteeism, punctuality, attitude, ability to understand and

follow orders. Also, the staff survey the volunteers to see if they are satisfied with the assignments and to ascertain if they are experiencing any problems.

In addition to monitoring services performed, PACT staff, usually the work placement coordinator, contacts one of the participating agencies on the list of participating agencies to determine whether they need people for placements. Available placements are recorded and volunteers are assigned as they call in. Because most work is unskilled and because few placements are long-term, skills screening is minimal. However, inquiries are made to determine what the client's special aptitudes and interest might be, so that the placements can be geared in that direction.

When the required number of community service hours are completed, the judge is sent the original court referral contract signed by PACT staff, indicating successful completion of the community service obligation. The offender is verbally notified of termination from the program. At this time, the offender's records are placed in an inactive file.

PACT maintains a management information system through their client and placement agency tracking mechanism. By examining the months' tabulation of agency and client contacts and time intervals of staff contacts, the CSR project director can analyze staff utilization. Management decisions on the allocation of time and resources are made accordingly. The director also compiles the statistics gathered throughout the month on number and types of terminations, number of referrals, number of community service hours assigned and completed, number of referrals, number of community service hours assigned and completed, days diverted from jail, and number of agencies using CSR workers. These monthly statistics are presented to LEAA and are used internally to assess progress toward meeting PACT's goals and objectives.

The project follows a fixed procedure for dealing with clients who are in danger of not finishing their community service obligations on time. A series of warning letters including a "fast approaching letter," a "long since past letter" and a "last chance letter" are sent in succession as the time for completion approaches. Failure by the client to respond to the "last chance letter" results in the project's issuance of a "jurisdiction letter" sent to both the client and the County Court. This letter transfers jurisdiction back to the court. Typically, issuance of the "jurisdiction letter" results in issuance of a bench warrant for the client's arrest, followed by imposition of the previously suspended jail sentence. Occasionally, however, the judge will permit the offender to get back into the program. While failure to contact PACT and poor service performance are possible reasons for termination, the most often cited reason is repeated failure to appear to scheduled job placements without an acceptable excuse.

Originally, there were no policies concerning the conditions under which these letters were issued. The subjective judgement of program staff was the primary determinant in issuing these letters. Criteria have been

developed to govern when these letters are to be issued according to a timetable.

Clients are recontacted between two and six weeks after termination to measure their satisfaction with the PACT program. Then, at six months after completion, all clients are contacted by phone to collect follow-up data. Data form follow-up measures show any changes in client's life status, i.e., employment, and assess the degree, if any, of further criminal involvement since termination. This information gives the project a basis for making judgements on the long-term effectiveness of community service.

Working Relationship with Porter County Criminal Justice System

The PACT CSR program has the formal and informal support of the local criminal justice system. The program is officially a joint project between the Porter County Court (Judge Billings) and PACT, Inc., although Porter County PACT is entirely responsible for administering the community service restitution. In addition to Judge Billings' active support, the program has received considerable interest and support from the other County Court judge involved, Judge Bradford. PACT has been conscientious also about maintaining formal and informal contacts with prosecutors, sheriff department personnel, and probation staff. Public defenders are not involved because the vast majority of clients in the CS program plead guilty at arraignment and are sentenced without trial.

Persons from the involved offices were surveyed by DRI regarding their working relationship with PACT and community service restitution.

From the judges' viewpoint, a major advantage of the community service option was that it provided them with a sentencing alternative to incarceration for minor offenders. One judge felt that this advantage was also the most meaningful for the offender. He believed that CS was most valuable not as a work related experience but as an alternative to jail for that offender. Both judges were of the opinion that CS was a "constructive" and "fair" form of punishment, although they varied in the degree to which they felt the experience affected long-term criminal behavior change in the offender, with one more strongly convinced that recidivism was reduced.

The judges stressed the importance of PACT in administering the CS, saying that they would consider using CS as a sentencing option even if PACT did not exist, but that court administration of the sentence would be impossible. This viewpoint was also reflected in a belief that the PACT project was in need of more staff and funding. Regarding other needed changes, it was suggested that more attention could be directed toward developing new placement sites rather than depending exclusively on existing ones. In this same regard, a prosecutor mentioned that there are often too many workers at one site without enough to do.

The prosecutor's view of community service mirrored that of the judges in that CS was seen as an alternative which could help the prosecutor better carry out his legal responsibilities. DRI was told that CS has provided prosecutors with a plea bargaining tool which has helped lighten caseloads. Reaction to the PACT CS program was positive, and, as with the judges, community service was perceived to be a fair alternative and to have considerable value as a replacement for jail for minor offenders.

A representative of the Probation Department also stressed the value of CS as an alternative to jail. He indicated that his department has an excellent working relationship with PACT and he would like to see the CS program expanded to include juveniles and some less serious felony cases. While he said the PACT program would help lighten the probation caseload if it were to include juveniles, the current project has not eliminated any clients from his department's caseload. Follow-up workshops were cited as having demonstrated positive effects in attitude change as a result of the PACT project, especially with regard to first offenders.

The Porter County sheriff also reported satisfaction with the PACT community service project. He cited minor problems with clients occasionally failing to appear at assignments, but said this happened very infrequently. He singled out the opportunity for clients to serve their sentence on a weekend and thus maintain their regular weekday job as a special advantage of the CS project. He stated that PACT supervises the weekend work crew for prisoners and that this has been very successful.

The only other restitution program in Porter County operates through the county probation office and involves cash repayment to victims of crime. This program in no way overlaps with the Community Service Restitution Program. As a private, community-based corrections program, PACT functions independently of the probation office, with no formal authority or control existing between the two offices. However, a cooperative relationship exists with the probation office involving frequent sharing of information on particular clients who have community service hours to complete and who may additionally be on probation for another offense.

Working Relationship With Placement Agencies and Support Services Agencies

As of September 1980, PACT CSR has placed clients in 56 sites through Porter County. Through observation of their operation, it appears that PACT has been rather successful in developing placement sites and in finding work for clients to do at those agencies. This is due in large part to their original ties to Porter County United Way and the credibility that relationship brings; the influence of Judge Billings and his efforts on behalf of PACT; the compact nature of Porter County and the consequent easy accessibility of agencies willing to take volunteers; and the good "track record" established by

PACT over the past few years, leading to a good reputation and a high degree of credibility among prospective placement agencies.

Despite the large number of placement agencies available for use, most of the work done by PACT volunteers has been of the general outdoor or public works variety. Preliminary data indicate that approximately 80 percent of their clients did jobs in these areas as their primary assignment.

DRI surveyed three different placement agencies, and all said that the volunteers placed with them worked out very well on the whole. Problems were cited with a very few workers who had "bad attitudes" or other unacceptable characteristics, but these were terminated early from the project. All mentioned that CS volunteers made a unique contribution by doing tasks that other non-CS volunteers were reluctant to undertake (such as maintenance work) and by working normally unpopular shifts (such as nights and weekends). Two of the three placement organizations interviewed said they would have had to hire personnel to perform certain tasks, if the community service project did not exist.

There was a consensus that the working relationship with the PACT staff was good and that PACT monitored clients closely and was always accessible if any problems arose. The one criticism that was voiced concerned PACT's system of placing volunteers in agencies one day at a time. It was felt that, were volunteers allowed to remain for longer periods, they could learn more, receive training, apply some skills, and generally be of more wide-ranging value to the placement agency.

Each agency interviewed said that all involved personnel in their organization were informed as to the criminal status of the volunteers, and that this caused no problems whatsoever. Benefits to the volunteers were cited as the learning of discipline and some skills, as well as the realization of different attitudes about life from those to which the volunteers had been previously exposed.

In designing the CSR program, PACT originally expected to interact extensively with the existing social service system also. However, contrary to what was anticipated, few clients have required special counseling or other supportive help. A new drug/alcohol counseling program run through the court receives most offenders requiring assistance in these areas. Of the small number of clients requiring support services, most require some form of personal counseling which is usually done in-house by project staff. CSR project director Jan Friese estimates at least one-half of the volunteers requiring support services are tended to by PACT staff.

When other support services are needed, clients are generally referred to appropriate social service agencies by PACT. The clients for which this has been necessary have been referred to the following: Occupational Development Center, Portage Adult Education (for high school education), Porter Starke

Services (community mental health center), Porter County Alcohol and Drug Offender Services, Salvation Army (emergency services and counseling), Emmanuel Lutheran Church (financial assistance and spiritual support), Information and Referral Service (an information source and link to service groups), and PACT, Inc.'s services for ex-offenders, prisoners, and victims of crime.

Insurance

PACT volunteers were thought to be covered under the same insurance provisions applied to prisoners in the Porter County Jail. Because PACT volunteers were technically serving jail sentences through their community service work, they were technically considered jail inmates for insurance purposes. Therefore, any liability for injuries sustained while performing community service activities were considered covered by the county. Concomitantly, placement agencies were supposedly insured for losses which may take place as a result of criminal acts committed by PACT volunteers. Recent conversations with Porter County insurance representatives showed this not to be the case. PACT staff are currently investigating coverage possibilities through private sources.

Public Relations

In addition to the involvement solicited through the placement sites and various supportive service agencies, PACT has placed considerable emphasis on efforts in public education and awareness regarding prisoner and ex-offender issues and concerns. On the average, two speaking engagements are conducted per month to various church, school, civic, and professional groups. Annual Advisory Council luncheons are also conducted to develop key contacts and to solicit feedback from the community which is served. The 15-person council consists of: United Way executive director, county judge, sheriff, warden, chief probation officer, local ministers, professional social service administrators, university professors, and other community leaders.

In addition, the CSR program has received substantial media coverage. An ABC-TV affiliate aired an hour long interview on the PACT CSR program as an alternative to jail for young adult offenders. A Channel 2 (Chicago) special news feature covered the restitution program and problems at the Indiana Dunes. Channel 5 (Chicago) offered a special telecast entitled "Nothing Ever Changes," which highlighted the PACT restitution program, and some community perspectives on various approaches and alternatives to incarceration. In addition, numerous press releases and feature stories on the PACT CSR program have appeared in newspapers, including the: Post Tribune, The Vidette Messenger, and Gary Post-Tribune.

Since PACT has gained widespread credibility in Porter County, the volume of public relations efforts and the perceived need for them have

diminished. The last such effort of any note took place in August 1980 when the local press was invited to cover the Advisory Council meeting.

Data Analysis

Data analysis for PACT is based on information collected by that project on 405 community service participants who completed services between July 1979 and February 1981. Also, 96 PACT volunteers responded to the DRI client survey and data for a 100 case baseline sample was collected by PACT personnel. Data tables are located in Appendix I.

I. Characteristics of participants (Tables 1-3). The typical PACT community service client was very young, white and male. Data indicate that 299 (74%) were under 21 years old, 387 (96%) were white, and 359 clients (89%) were male. Other PACT client indicators are summarized as follows:

- Employment status at intake (Table 4). The majority of clients coming into PACT were fully employed at intake (217 or 54%). Also, 103 (25%) were unemployed and 58 (14%) were listed as students.
- Highest grade completed (Table 5). This information was not routinely collected by the project and, therefore, was not available.
- Client occupation or specific skills (Table 6). This information also was unavailable in many (105 or 26%) of the cases. Where data were available the highest categories were semiskilled (98) and unskilled (77).
- Prior arrest history (Table 7). The project did not have access to this information. Therefore, prior criminal involvement data were not made available to DRI.
- Referral offense (Table 8). PACT was limited to accused misdemeanants only and their data base reflects this restriction. Out of 405 clients, all but four were referred on the basis of a misdemeanor charge. A breakdown of the referral offenses shows concentrations in: liquor violations (107), possession of marijuana (50), thefts (37), DUI (28) and general drunkenness (25).

II Case processing. The following items summarize data describing the processing of community service clients through the PACT system:

- Community service hours assigned (Table 9). PACT clients were generally assigned no fewer than 10 nor more than 69 hours of work. Data show 116 (29%) assigned in the 10-29 hour range, 120 (30%) in the 30-49 hour range, and 136 (34%) in the 50-69 hour range. DRI figures show these 405 volunteers worked a grand total of 16,485 hours, an average of 41 hours per person.
- Point of referral recommendation (Table 10). Close to the entire PACT population (96%) were referred on the basis of a direct sentence by a Porter County Court judge.
- Type of sentence imposed with community service (Table 11). In close to half the cases (198, 49%), a sentence of jail and fine was imposed and the jail sentence was suspended in place of community service. In another 30 percent (121) of the cases, informal probation was added to the sentence and enforced in addition to the community service assignment and fine.
- Court of referral (Table 12). PACT received referrals almost exclusively from the two County Courts. Out of 405 cases, 389 (96%) emanated from this source.

III. Community service outcomes

- First community service assignments (Table 13). The figures show that most PACT clients were initially placed in a public works assignment (241, 60%) or in an assignment classified as general outdoor work (135, 33%). As most PACT clients worked in multiple assignments, DRI collected data on the nature of those placements also. As was the case with the breakdown of initial placements, the bulk of the secondary and tertiary placements were in public works and general outdoor activities. A total of 238 (59%) of the second assignments were in public works and 127 (31%) in the general outdoor categories. Third assignment figures read: public works = 229 (56%), general outdoor = 120 (30%).

Most of the public works assignments involved weekend tasks for the Valparaiso Street Department. This work generally called for fix-up and maintenance of public roads.

- Total job placements while in the community service program (Table 14). Most PACT clients, (72%) had six or more placements through their term in the program. Each assignment usually lasted one or two days (at 6 hours per day). This rotating placement system was unique to PACT.

- Type of project termination (Table 15). PACT recorded one of the highest successful project completion rates at 92 percent. Of the 405 clients only 11 (3%) were unsuccessfully terminated from the project.
- Clients' criminal justice status at termination (Table 16). Close to half (200) of the PACT volunteers had served out their sole sanction, community service, and had no present criminal justice standing upon program completion. Most of the rest (175) had been placed on informal probation and remained to beyond finishing community service.
- Total rearrests while in community service project (Table 17). Very few PACT volunteers recorded any recidivist acts while actively serving their community service sentences. Out of the 405 cases, 367 (91%) showed no record of further criminal involvement.
- Support services provided (Table 19). PACT delivered very few additional client services beyond development and management of the CS assignments. A total of 32 supplementary services were provided to 28 clients. Of the 32, the most prevalent was counseling, listed in 18 (56%) of the cases.
- Matching of client skills to first placement (Table 33). The high concentration of PACT clients were either semiskilled, unskilled or possessing unknown occupational skills. These individuals were most frequently placed in public works or outdoor maintenance positions to fulfill their community service obligations.

IV. Client survey. A total of 96, or 24 percent of the 405 participants who completed the PACT program responded to the DRI survey. Tables 20-25 report on the responses to the project satisfaction questions.

The overwhelming majority felt they learned no new skills as a result of the community service work they performed. This is probably due in large part to the menial nature of most of the tasks. Also, 43 respondents said they used skills they already had while 52 contended they either did not use these skills or only somewhat used them.

While 34 (35%) said the community service assignment would not have improved had the work been different, 22 claimed it would have been better and 40 said it might have improved. Nevertheless, a strong majority (74 or 77%) felt community service was a preferable option to the other alternative, which was usually jail and/or a fine. Also, 81 (84%) of the respondents considered community service a fair sentence. Finally 65 clients (68%) rated PACT as an overall positive experience.

Some comments from PACT respondents are:

"It beats the hell out of jail, and teaches you to stay out of cars while partying."

"I was arrested for a quart of beer. I wasn't drunk and I wasn't driving. I was fined \$60, spent two day in jail and 24 hours of PACT. Now you tell me if a stinkin' quart of beer was worth that kind of sentence."

"The service I did didn't benefit my job security, but it did help those there who needed assistance. I also met many people during my stay."

"Good clean job, not much work, fair enough for the charges brought against me."

"I felt that because of this option the judge is more likely to hand down a harsher sentence. The work was simple busy work, that did not need to be done. The system can be improved."

V. Meeting of program objectives.

1. To maintain an active pool of 30 nonprofit organizations/agencies who are placement sources to receive free community service work and additionally provide support to individual clients.

Through the course of the grant period, PACT developed an active roster of 73 placement sites. Therefore, this objective was met.

2. To expand active use of program into north Porter County (city of Portage), involving both offender referral and work placement.

This was accomplished with the opening of the new County Court in Portage and the establishment of a PACT community service office staffed by a full-time placement coordinator.

3. To place 350 primarily young adult offenders (18-25 years) convicted of minor offenses in an estimated 12,600 hours (average of 36 hours per client) of free community service work restitution as an alternative to jail incarceration (1 day in jail = 6 hours of work).

From all indications, this objective has been met. Through 19 months of operation under LEAA funds, PACT has placed and terminated 405 offenders primarily between 18 and 25. During that period total placement was 694. The 405 volunteers in the DRI data base completed a total of 16,485 hours of community service, an average of 41 hours per offender.

4. To provide basic orientation, supportive counseling and information and referral to other appropriate service agencies (employment office,

Occupational Development Center, Porter-Starke Services, Porter County Alcohol and Drug Offender Services, etc.), if necessary, for each offender who chooses a community service restitution assignment.

While PACT's supportive services were minimal, such help was provided to clients and placement sites upon request. Staff have made such help available upon request, but have found the demand to be low.

5. To monitor and record offender implementation of community service work restitution assignments.

DRI site visits and record checks indicate that PACT's monitoring of offenders and placement sites took place consistently and often. Placement supervisors interviewed by DRI also verified this fact. Refer to "Case Flow" section of the PACT case study for details.

6. To maintain an accurate management information system on each client from initial contact to termination, including follow-up and evaluation information.

An elaborate management information system was developed by PACT and put into practice prior to operation under LEAA funds. The system required staff to log all daily contacts with clients and placement sites. Data was then tabulated monthly and used by the project director as a planning tool and as a means of allocating staff time and resources. The management information system was a unique PACT innovation among the LEAA community service restitution projects.

7. To conduct Advisory Council meetings in which local criminal justice system representatives and other community leaders provide input and involvement in the project, along with public speaking engagements, to various local organizations.

The Advisory Council meets once per year at a luncheon to discuss the progress of the PACT community service project and make recommendations. Two such meetings have taken place since the award of LEAA monies (three since the project began in 1977), and the next meeting is planned for the summer of 1981.

VI. Baseline comparisons. A baseline study was conducted by Anna Wood-Cox of the PACT staff on 100 precommunity service offenders. Sample cases were drawn out of Porter County court records and restricted to young (18-25) misdemeanor offenders residing in Porter County. As PACT community services began accepting referrals on July 1, 1977, the baseline went back one year to cover the period July 1, 1976 to June 30, 1977.

The primary purpose of this baseline analysis was to get an idea of the trends in sentencing patterns prior to the availability of the community service

option. This would then tell us the types of sentences judges tend to impose without having the CS alternative available.

A total of 99 sample cases were coded. The sample included 95 men, 4 women; 94 white, 2 Spanish surname and 3 of unknown racial origin. All 95 subjects were between 18 and 25 years of age.

The clear trend emerging from the baseline data is that fines were the predominant type of sentence before PACT. Out of the 99 cases sampled, 56 were fined, 12 were sentenced to jail and fined and 21 others were sentenced to some combination of fine, jail and probation. In total, 89 out of 99 cases included a monetary penalty. Because fines are currently part of the present sentence, it appears that community service is added to what normally would be just a fine. Present sentencing patterns, not viewed in light of baseline information, would make it appear that community service in Porter County is imposed in place of jail with a fine and, at times, with the addition of informal probation. Since jail was generally not part of the sentence prior to PACT, CS is not really assigned as an incarceration alternative.

VII. Costs. Factors to be considered in trying to calculate the costs of the PACT community service project are:

- project budget
- "revenue" derived through community service work
- revenues lost through elimination of fines
- savings resulting from diversion from jail

The 18-month PACT budget was for \$121,176. Of this amount, approximately \$116,326 was for operational costs, the remainder for initial equipment purchases. Considering 16,485 hours of community service work was completed during that period, the value of such service, at the PACT rate of \$3.25 an hour, would be \$53,576.

The average daily cost per inmate at the Porter County Jail, according to PACT's most recent figures is \$18.50 per day. The 16,485 hours of community service, converted into days, comes to 2,747.5 (at a conversion rate of 6 hours of CS for every 24 hours of jail). Had these offenders served that time incarcerated, the cost to Porter County would come to \$50,829 (2,747.5 x \$18.50).

The average fine levied on baseline offenders was \$59. Had the 405 PACT clients been fined this amount, and the courts collected, \$23,895 in revenue would have been generated. Since fines generally are levied with

community service, this revenue is not forfeited. Adding this \$23,895 in projected fines plus \$53,576 in work value, PACT clients would have added \$77,471 of work and funds to the county's coffers.

Summary and Conclusions

PACT has proven to be a model program for a small urban environment. This project has displayed strong management capabilities, a smooth flowing client intake and placement process, and solid backing of the Porter County criminal justice system and the community as a whole.

DRI's evaluation has shown PACT with the highest success rate among all LEAA sites, yielding a 92 percent successful competition ratio. PACT's client and agency management information system serves as an ongoing mechanism for tracking the progress of volunteers. DRI has recommended replication of this system for other community service projects.

PACT has not been a stagnant program. Seeing the opportunity to expand its base of operation, they set up a satellite office in Portage and have been successful in spreading the community service concept to the northern part of the county. Also, the program has recently initiated an effort to expand client eligibility criteria. Originally, PACT accepted only first offender misdemeanants referred on a postconviction basis through the County Court. Of late, they have been seeking weekend commitments to take part in the project. Also, felony offenders processed through Superior and Circuit Courts have also begun to come to PACT.

Baseline data collected by the project have led to speculation that community service has served, in part, as an "add on" to fines. As such, PACT's efforts to expand their eligibility criteria have been aimed in large part at providing a true alternative to incarceration.

The one possible weak area we see in the PACT operation is their system of rotating placements. Client survey results and discussions with placement sites have turned up a noticeable degree of dissatisfaction with this method. While generally praising the community service option and the staff's strong client follow-up, many felt the work was too menial and unrewarding. Placement sites voiced concern that they have these people for too short a period to teach them any lasting skills.

The PACT community restitution program will continue operation under Porter County funding.

SAN FRANCISCO COMMUNITY SERVICES PROJECT

The San Francisco Community Services Project is administered by the Adult Probation Department. The goal of the project is to create innovative alternatives to typical correctional processing of selected offenders that can result in benefits to the criminal justice system, the offender, and the community. The program provides community service assignments for individuals referred by the courts of the city and county of San Francisco.*

General Description of Service Area

In 1970 the total population of San Francisco was 715,647 and by 1977 the population had declined to 655,072. The annual per capita income of 1975 was \$6,522, substantially higher than the state per capita income of \$5,465. In 1970, the average number of years completed in school was 12.4 years. The total number of residents in 1972, 18 years or older, was 478,800. The unemployment rate in 1975 was 6.4 percent, slightly higher than the state unemployment rate of 6.3 percent.

San Francisco is known for its diverse ethnic population. This diversity in the population is illustrated below:

San Francisco Population: Distribution by Ethnic Background (1970 Census)

| | |
|----------------------------|--------|
| Non-Spanish Whites | 47.7% |
| Spanish Whites | 14.5% |
| Total Whites | 62.2% |
| Blacks | 17.9% |
| Other, Predominantly Asian | 19.9% |
| | 100.0% |

It is interesting to note that the non-Spanish white population is a minority population of the city.

*Taken from project description brochure, 1980.

Crime Data

In 1976, San Francisco had the highest crime rate of California's seven high crime cities with a population over 250,000. It ranked first among those cities in the number of thefts over \$200, motor vehicle thefts, forcible rapes, and robberies. It ranked third in homicides and burglaries and fourth in aggravated assaults. San Francisco also exceeded the state averages for aggravated assaults and robbery. Although San Francisco comprises 3.1 percent of the state's population, in 1976 it had 6.1 percent of the state's crime rate.

Despite an 8 percent population decline from 1970 to 1978, San Francisco continues to experience an increase in the number of reported crimes. In 1977, 5,145 felony cases, 17,773 misdemeanor and infraction cases, and 104,586 traffic cases were filed in Municipal Court. During that period, 53,349 individuals were arrested by the police. According to two studies conducted in 1973 and 1974, the offender population is young, predominantly male and unemployed. In 1974, 55.2 percent of the offender population was under 26 years of age, 74.7 percent were single or separated and 59.1 percent were unemployed.

The San Francisco Court System

Referrals to the San Francisco Community Services Project originate in either the Municipal Court or Superior Court. The Municipal Court has original trial jurisdiction in criminal misdemeanor, and infraction cases. The Superior Court has jurisdiction over all felony cases. In California, if there are no Municipal Courts, the Superior Courts have jurisdiction of all criminal matters above the jurisdiction of Justice Courts. In the city and county of San Francisco there are Municipal Courts (19 departments) and Superior Courts (29 departments).

Legislation Relating to Community Service Restitution

In accordance with the California Penal Code, Section 1001, selected individuals can be diverted out of the traditional criminal justice system to participate in a pretrial diversion program. Pursuant to this legislation, the arrestee can ultimately have his/her charge fully dismissed. When a defendant's case is diverted, any bail or deposit on file by or on behalf of the defendant is returned to the arrestee.

Pretrial diversion, according to this statute, is defined as "the procedure of postponing prosecution either temporarily or permanently at any point in the judicial process from the point at which the accused is charged until adjudication." In addition, the statute states that at no time is the defendant required to make an admission of guilt as a prerequisite for participating in a pretrial diversion program. Additionally, the divertee is entitled to a hearing before their diversion can be terminated for cause. The

statute further states no information or statement from the defendant prior to or during participation and no information contained in reports concerning the defendant's participation in the program is admissible in any actions or proceeding, with the exception that if the defendant is recommended for termination with cause, information regarding their participation in the program can be used solely for the termination proceedings.

Section 490.5, (c) of the Penal Code also specifies that in lieu of fines for selected offenses, any person may be required to perform public services designated by the courts. It further specifies that in no event will the person be required to perform less than the number of hours of public service necessary to satisfy the fine assessed by the court and at the minimum wage prevailing in the state at the time of sentencing.

Section 1001, which outlines the pretrial diversion program, became effective in 1977 and it remains in effect until January 1, 1982. At that time, a defendant who has been diverted and accepted by the program, or an individual participating in the program will be allowed to complete his or her community service.

History of Community Restitution Projects in San Francisco

Prior to the LEAA-funded project, San Francisco had a pretrial diversion program (San Francisco Pretrial Diversion Project) and a postconviction program (Project 20). In 1973 Project 20 was initiated and in 1976 the pretrial diversion project was established.

Project 20 was initially developed as an alternative to traffic fines. The program was expanded by the courts in 1979 to serve criminal misdemeanor clients and, to some extent, less serious felons. Project 20 is responsible for all postconviction community service sentencing with the exception of a small Jail Clean-Up Program sponsored by the Police and Sheriff's Departments. Project 20 is funded by the city of San Francisco and administered by the Adult Probations Department.

San Francisco's first pretrial diversion program was initially funded with LEAA block grants, whereby the monies were channeled to the county Adult Probation Department. Presently this program continues to be funded with these and other monies through another unit of local government, the Sheriff's Department. Management and administration of this pretrial program is however, subcontracted to an independent firm.

The original pretrial diversion program accepts referrals, made by the judge, for individuals accused of misdemeanors. The project staff then designs and recommends a diversion plan to the court. When the service plan is approved and the participant completes the program, the case is dismissed. In 1977, approximately 135 clients per month or 29 percent of all persons arrested

for misdemeanor offenses (excluding gun, alcohol and drug charges) were diverted to the pretrial program.

Project 20 and the original pretrial diversion programs adhere to the philosophy of matching the individual's characteristics and needs to specific community service assignments. In addition, they aim to assist clients with their personal and rehabilitative needs.

The existing community service restitution programs in San Francisco have proven to be successful and well received by the court system. In fact, both programs were utilized to the extent that program resources were strained and the courts were unable to take full advantage of the alternative programs. Limited financial resources also prevented program development by eliminating plans to further expand the pretrial diversion component and to extend postconviction alternative sentencing to the nonviolent offender charged with a felony.

The community service restitution program proposal was submitted to LEAA for the purpose of expanding these two programs to meet the needs of a growing offender population. Additional funds were aimed at extending the programs to those individuals charged and/or convicted of serious misdemeanors, less serious felonies, and those individuals with more than a first time arrest record. The funds would also assist in merging the two programs into a single unit.

A brief analysis of the Daily Arrest List in 1979 justified the need for expanding the pretrial program. The analysis indicated that based on the total number of arrests, there were approximately 329 potential clients per month who could be diverted to the pretrial program. Since the program was serving approximately 177 divertees a month, there were enough arrestees to support an expanded program. In addition, the eligibility criteria would be extended to include petty theft charges, battery, defrauding innkeepers, malicious behavior, prostitution and obstructing sidewalks, unemployment/welfare fraud, trespassing, and grand theft up to \$1,000.

Numerous agencies expressed their willingness to assist in developing and expanding San Francisco's alternative disposition and sentencing programs. For example, the project was promised access to a computerized community resource information bank within the Adult Probation Department. In addition, the project was granted full support from the San Francisco Sheriff's Department, and the offices of the public defender and district attorney. Finally there was also a strong commitment from the community service placement/assignment agencies.

In sum, concerns of court congestion and jail overcrowding were considered the primary reasons by court personnel for endorsing an expansion of the community service restitution programs. The sheriff of San Francisco repeatedly expressed his interest in the programs because of its orientation

towards the alleviation of such factors as unemployment and underemployment. The Northern California Service League and the Own Recognizance (OR) Bail Project voiced similar concerns regarding the client's economic status. Finally the directors of Prisoner's Services and County Parole also shared in the need for maintaining and expanding community service restitution programs.

Initially, the San Francisco LEAA community service demonstration project was designed to coordinate and expand the existing San Francisco Pretrial Diversion Project, and Project 20. Problems, however, occurred in merging the programs since they were administered/managed under two extremely different organizational structures. At this time, the existing San Francisco Pretrial Diversion Project was under the jurisdiction of the Adult Probation Department. Since the program was subcontracted to a private firm, the sponsoring department had very little administrative or management authority over the pretrial diversion program. On the other hand, Project 20 was under the direct supervision of the Adult Probation Department. Consequently, the varying administrative structures and views on program management made it difficult to plan and coordinate project activities. The Adult Probation Department finally recommended that both programs be managed directly by that agency. This type of arrangement was unacceptable to the existing pretrial diversion project. Thus, the Adult Probation Department began investigating the possibility of initiating a second pretrial diversion program under the direction of the department.

The results of a brief study on monthly arrests indicated that San Francisco could, in fact, support two pretrial diversion projects. Further, since clients in the original pretrial program were first time offenders, the new program would be expanded to include those clients typically screened out of the existing program. In addition, by changing the program focus and expanding the eligibility criteria, a second such program would eliminate potential fragmentation problems and duplication of services.

The courts and Sheriff's Department also supported this concept. The Adult Probation Department, through its Investigation and Court Intake Units offered assistance in referring suitable individuals to the project. Under the direction of the Adult Probation Department, the project (both pretrial and postconviction components) could utilize the computerized state and local summary criminal history management information system. Finally, it was determined that an additional pretrial community service restitution program would not place a strain on community placement agencies.

As a result of the expressed need and support for another pretrial diversion program, plans were initiated to establish such a program under the auspices of the Adult Probation Department. Since Project 20 was already under the jurisdiction of this department, the original intent of coordinating the pretrial and postconviction programs could still be accomplished. This modified arrangement was approved by LEAA and plans were underway to operationalize the San Francisco Community Services Project. Immediately following LEAA's

approval of the project, steps were initiated to organize the project management component, determine staffing and hiring requirements, and develop program guidelines for the pretrial diversion component.

The Adult Probation Department, through the chief adult probation officer was designated the responsible party for overall management of the project. An executive director was hired to supervise and monitor the pretrial and postconviction components. Finally, a management committee was appointed to assist the executive director in recommending program policies and procedures. This committee consists of nine members: two judges from the Superior Court, two from the Municipal Court, one member from the District Attorney's Office, one member from the Public Defender Office, one from the San Francisco Bar Association, one member from a community service/placement agency, and one member from a local criminal justice agency. The chief adult probation officer or a representative is an exofficio member of the committee.

After appointing the management committee and hiring an executive director, steps were taken to hire new staff for the pretrial component and additional staff for the postconviction component. The executive director also initiated several public relations activities. These activities included discussing the project with judges and placement agencies to encourage them to use the program and to solicit program ideas. Finally, a description of program objectives and activities was prepared for the local community.

The final step in operationalizing the project was the development of guidelines and procedures for the pretrial diversion component. This aspect of the project involved establishing eligibility and suitability criteria for the selection of participants developing guidelines to determine the kind and length of community service, and devising client flow procedures such as monitoring, placement and program termination procedures. The staffing, staff duties and responsibilities, client flow procedures, and coordination activities between the components is discussed in detail in the next section.

Goals and Objectives

Briefly, the overall objectives of the San Francisco Community Services Project are:

- to demonstrate that community service restitution is an effective and viable alternative to criminal justice processing for the participant and the community
- to function as a socialization medium to assist clients in achieving rehabilitative objectives
- to provide support services such as mental health assessment, crisis intervention and job counseling, job placement, and

other necessary services to render a comprehensive review plan for the participants

Project Management and Administration

The two project components (pretrial and postconviction) are under the direction of the executive director. The director is responsible for reporting all project activities to the chief adult probation officer. Assisting the director is a part-time administrative aide and a part-time bookkeeper. The aide assists in compiling statistics, writing the progress reports, gathering information from the court system and placement agencies, and performing other tasks assigned by the executive director. The administrative aide also works with the pretrial component.

Each of the program components has a unit director who reports to the executive director. Since the organizational structure, staffing, eligibility criteria and client flow varies between the units, this discussion will present first, a brief description of the program distinctions. Second, there will be a detailed discussion of each component. The final portion of this section will discuss how the two units have coordinated certain aspects of their programs such as staffing and services.

The significant distinctions between the postconviction and pretrial diversion components are: (1) differences in the types of clients served and (2) the scope and diversity of the types of restitution services.

Briefly, the postconviction component serves clients who generally have had previous contact with the criminal justice system. In contrast, the pretrial diversion component serves a higher percentage of young, first time offenders (generally 18-25 years old). According to the courts and program administrators, these young clients require a different kind of support service system, i.e., educational and/or employment assistance. While the overall goal of providing restitutionary services is common to both components, the specific type of work performed varies according to the clients' particular situation, age, skills, etc. Yet in some instances the work site selected is appropriate to both project components.

Project Staffing: Postconviction Unit

Overall staffing for the postconviction component initially consisted of seven individuals (only five of whom were paid for by the grant). These include a unit director, and the LEAA grant-funded positions for two placement representatives, one service representative, one felony court representative and a typist/data collector. The unit director, the director of Project 20, is responsible for coordinating staff activities and monitoring the overall operation of this project component. Since the LEAA project is an augmentation of

the existing postconviction program (i.e., Project 20), the director volunteers her time and management skills to the LEAA funded component. The remaining staff was hired to expand postconviction services as outlined in the proposal submitted to LEAA. The service, placement and felony unit representatives report to the unit director. The following is a description of the staff's duties and responsibilities.

1. Unit Director, Postconviction Component (volunteer from Project 20)
 - coordinates staff activities
 - develops program policies
 - represents program in negotiations with courts, community, and community service agencies.
 - supervises client cases when necessary
 - provides expertise and resources for staff members
2. Service Representative
 - facilitates availability of support services for program participants
 - responsible for understanding accessibility, variety and quality of services available
 - works with placement staff to identify need for services and assists participants in obtaining needed services
 - assists with development of community service assignment locations
 - assists unit director in facilitating the client self-directed placement workshops and recruiting resource persons for round table discussions on causes of crime
 - consults with criminal justice personnel regarding referrals of specific individuals to community service
3. Placement Representative (2 positions)
 - meets with client for purposes of screening, interviewing and placement

- conducts follow-up on assignments, verifies program completion and reports results to court; for uncompleted assignments, responsible for conducting investigations, preparing reports, and returning referrals back to the courts

4. Felony Unit Representative

- responsible for client screening, placement, interview, follow-up court communication for cases referred from felony courts
- liaison with court system as well as contact with community programs accepting felony referrals

5. Typist/Data Collector

- types correspondence and memorandums to courts on client's progress
- compiles data for reports, internal program research and surveys
- inventories office supplies

The Postconviction Unit is located in the San Francisco Hall of Justice near the Adult Probation Department, Municipal and Superior Courts, and Police Administration Offices and the office of the district attorney and public defender. This location promotes easy access to all parties involved in the postconviction process.

Case Flow: Postconviction Unit

A. Referrals. The trial judge makes the final decision to refer individuals to the postconviction project. Prior to the judge's decision, the postconviction and Project 20 staff occasionally enter the criminal justice system at the request of the judge, investigating probation officer, legal counsel of other interested parties, to consult with potential program participants. The unit director and/or service representative are responsible for providing these consultative services to court personnel.

After the arrestee is sentenced to the program, they are given instructions to report to the Project 20 office, where a basic program questionnaire is completed. At that time, the offender is also scheduled to return on an appointed date for a screening interview. The interview is conducted approximately two weeks after the offender's initial contact with the program. This arrangement enables the offender to prepare mentally for the interview and it tests their commitment to assume responsibility for involvement in the program. In addition, the time lapse allows the staff to review the

case from court reports and to gather information from other appropriate resources such as the police, probation officers, district attorney, etc.

B. Screening. The screening interview is conducted to determine an appropriate community service placement. The interview further serves to orient the client and placement staff for the purposes of (1) developing an understanding of the participant's skills and interests; (2) identifying client service needs; (3) assessing the client's attitude towards community service; (4) determining any medical or psychiatric limitations of the client which may impose a risk on certain types of community service agencies or activities; and (5) determining ways in which the program and/or the placement agency need to assist the client in completing the service assignment.

The program's service representative participates in the interview if the placement representative determines that the client may need support services, e.g., mental health counseling. This information is generally specified in the presentencing report.

Felony cases, referred by the Superior Court, are screened by the felony unit representative. The purpose for this unit, within the postconviction component, is to simplify coordination between the program and Superior Court judges, court staff and officers. It further serves to standardize procedures for managing this aspect of the project.

C. Placement Process. Placements are made by either the placement representative or jointly by the placement representative and service representative, or there is self-directed placement through the assistance of a placement team. Self-directed placement is a relatively unique aspect of the project which is available to both felony and misdemeanor referrals. This process involves roundtable discussions with the program participant and local persons familiar with the causes of crime and criminal behavior. As a result of these discussions, the participant, in conjunction with Project 20 staff, develops a community service assignment at a local project/agency.

All referrals to the program work with the project staff to develop a placement plan. The community service placement plan is established by considering a number of factors including (1) information obtained during the screening interview, (2) special instructions from the referring court, (3) type of offense, (4) vocational interests or service needs of the offender, (5) participant's commitments if they are employed and other factors to consider in developing a schedule (i.e., hours and day) for performing service, and (6) general attitude of the participant and willingness to engage in community service.

With the consent of the program participant, the placement staff arranges a meeting with a community service placement agency. At this time the placement staff discusses the participant's case and the agency decides whether to accept or reject the participant. When the participant is accepted,

the type of work performed is determined. If the client is rejected, the placement staff seeks comparable community service alternatives.

Individuals, other than project staff and the participant, frequently influence the type of assignment. The judge, probation officer, or district attorney may recommend specific types of work activity. However, since the referral is ultimately under the jurisdiction of the project, it makes the final placement decision.

The number of community service hours are determined by the judge. The district attorney or probation officer and project staff often make recommendations to the judge during the presentence negotiations. Depending on the circumstances, the hours vary from 24-1,000 hours. However, project staff have determined that anything beyond 300 hours begins to present a problem to both the participant and the agency. Fines are converted to community service hours. Presently one hour of community service is equivalent to \$4.00/hour.

Following the development of a community service plan between the project staff, program participant and community service agency, a contract is signed by the program participant. The participant also signs Memorandum of Understanding that he or she has been honest in his or her application; and a waiver statement is signed to the effect that he or she will not hold parties involved in the agreement responsible in the event of injury or damages.

D. Client Monitoring, Follow-up and Program Completion. Upon referral to a community service assignment, instructions regarding the location, time, and type of work are given to the participant and time sheets re mailed to the placement agency. The community service agency designates a staff person to serve as liaison to the postconviction unit to assure that monitoring and evaluation of the participant is properly handled. Further, follow-up site visits are conducted by the project staff. Agencies are instructed to contact the project office immediately if problems occur. The agencies are expected to maintain accurate records of the dates and hours the participant served. They are also required to make such information available to the project staff.

When the client completes the community service assignment, project staff verify this with the placement agency. The information is then forwarded to the courts and probation officer via a memorandum. This memorandum serves as an official "completion notice," which provides information on the type of placement and the quality of work performed. Any measurable advantages of benefits derived from the placement for the participant are also noted in the memorandum.

E. Program Termination. The participant who chooses not to complete the community service assignment or who demonstrates abusive and disruptive behavior at the work site is reevaluated by the project staff. At this point the participant is either (1) returned to the probation officer, (2)

reassigned to another community service assignment, or (3) returned to court for a hearing and further disposition.

Those actions which are cause for termination are failure to report to the placement agency, failure to follow through with the assignment, violation of service assignment agreement, disruptive behavior, and the revocation of probation on other conditions. The court makes the final determination whether to terminate the participant from community service. The court, however, relies heavily on the postconviction staff reports.

F. Selection of Community Service Work Sites. Staff locate and screen potential agencies by reviewing their program focus, administrative structure, safety, capabilities for supervising the clients and reporting on a routine basis, and their ability to organize community service assignments in cooperation with both the agency and participant's needs. Potential placement sites are visited and review forms are completed by the project staff. The site visits also provide the opportunity to discuss the purpose and scope of the postconviction unit and Project 20.

There is a focus towards selecting taxpayer-sponsored agencies. The project staff primarily seek ways to assist agencies with staffing shortages at local public program offices. Community service agreements currently exist between the project and taxpayer programs such as public libraries, juvenile hall, recreation and playground agencies, museums, the Police Crime Prevention Unit and public hospitals.

In sum, the postconviction program objectives are to demonstrate:

- a positive alternative to incarceration for persons convicted of previous misdemeanor crimes and felonies
- that community service combined with available support resources can lead to a more productive life
- that community service alternative is less costly than incarceration
- that program clients participate in a creative and constructive manner at suitable agencies

Project Staffing: Pretrial Diversion Unit

The staffing for the pretrial component consists of nine individuals. These include the pretrial unit director, an administrative aide, three community service aides, a court liaison program coordinator, a part-time mental health specialist, a part-time career specialist, and a typist/data collector. The chart on the following page illustrates the organization and responsibilities.

1. Unit Director, Pretrial Diversion Component

- coordinates and directs pretrial diversion component staff
- develops program policies and advises on their application
- presents the program to the courts, law enforcement agencies and community groups and agencies
- supervises case and office management
- provides direct training to staff and organizes outside training opportunities
- develops a viable program of community outreach and criminal justice agency networking
- develops written materials required for daily operations and public information

2. Administrative Aide

- monitors quality of placement efforts
- reviews staff work
- coordinates reports to courts on client's progress
- assists with development of community service assignment locations
- assists unit director with developing and implementing program policy

3. Community Services Aides (3 positions)

- interview, place and supervise clients in their site assignments
- refer clients to the career specialist when appropriate and maintain contact in regard to clients' progress
- conduct visits when needed
- maintain communication with community service work agencies and intervene when placement problems occur
- organize case files which facilitate statistical record keeping

- participate in professional training programs whenever possible

4. Court Liaison Program Coordinator

- represents the project in court and with officers of the court
- makes initial contact with potential clients
- provides caseworkers with preliminary information relevant to adequate referrals
- provides unit director with significant information obtained from daily work with judges, district attorneys or private attorneys
- acts as liaison with legal and paralegal associations
- develops, in cooperation with unit director, new community service work sites when possible

5. Mental Health Specialist--part-time

- interviews and makes preliminary assessment of clients referred by the community service aide or community service representative (Postconviction Unit)
- develops relationships with community service sites which provide appropriate supervision and tasks
- consults with agencies able to improve the independent living skills of clients in need of mental health services
- provides expertise to staff of both components regarding service assignments for emotionally disturbed clients

6. Career Specialist--part-time

- interviews and assesses clients regarding job readiness and employment background
- contacts private employers with aim of arranging interviews for clients
- maintains contact with clients who have achieved employment
- intervenes in problems occurring in the initial stages of employment

- notifies caseworker of employment interviews, jobs achieved and problems associated with employment

- explains pretrial diversion component to organizations of employment development professionals both in the public and private sectors

7. Typist/Data Collector

- types correspondence and memorandums to courts on clients' progress

- keeps inventory of office supplies

Case Flow: Pretrial Diversion Unit

A. Referral and Intake. All persons who are charged with misdemeanor or offenses which cannot be charged, by law, with a felony, are eligible for the diversion program except under the following circumstances:

1. Persons with a prior felony conviction within ten years.
2. Persons with two or more prior misdemeanor convictions within ten years.
3. Persons with a similar or identical prior conviction within five years are not eligible.
4. Infractions are not eligible for diversion.
5. Drug and alcohol offenses divertible pursuant to Section 1000 of the California Penal Code are not eligible.
6. Offenses of illegal use or possession of any dangerous or deadly weapon as defined in Sections 12020, 12025, or 12031 of the Penal Code are not eligible.
7. Incidents involving significant bodily harm or the threat thereof are not eligible.
8. Offenses wherein restitution exceeds \$1,000 are not eligible.
9. Persons who have been previously diverted within five years are not eligible.
10. Driving while under the influence and reckless driving are not eligible.

11. Defendants charged with annoying or molesting children are not eligible.

Referrals to the pretrial component are typically made through the courts, either at arraignment or in the pretrial hearings. Further, the district attorney's office reviews daily the adult arrestee lists. This review is conducted to identify potential clients eligible for diversion prior to arraignment. The entries on the list are checked against the eligibility criteria, outlined above, prior to the court appearance.

Referrals are then checked against the eligibility criteria. Upon referral to the San Francisco Community Service Project, pretrial diversion program, the project staff explains the project to the client and answers questions regarding the client's rights and obligations to the project. The participant is assigned a caseworker (e.g., community service aide) and the screening process is initiated to select an appropriate community service agency. A report is then sent back to the court within three weeks affirming or denying the referrals eligibility and suitability for community service.

B. Screening. The screening process is designed to find the most appropriate program or combination of programs for the client. During the screening process, the pretrial staff determine which component or combination of project components will be most beneficial to the client. The project component areas are: (1) restitution placement (mandatory for all clients); (2) information and referral assistance for obtaining community support services unavailable through the project; and (3) direct services such as mental health and career counseling.

C. Placement. The pretrial services component developed a series of guidelines and procedures for establishing a placement plan and assigning the participant to an appropriate placement agency.

The first step in determining a placement is the classification of clients. Listed below are the six classification categories and the criteria for determining client classification.

- I. Minimal Supervision (MS)

No criminal history or two or less arrests in eight years and wants/needs only information regarding social programs in San Francisco.

- II. Job Placement (JP)

Answers "yes" to interview questions: wants assistance to achieve employment.

- III. Prostitutes (P)

- IV. Mental Health and Physical Disability (MH/PD)

Expressed interest in immediate assistance combined with inability to facilitate counseling without extensive assistance; or nonexpressed interest in services but demonstrable inability/difficulty to take care of self; and/or inappropriate and extreme behavior with a recent history of hospitalization and treatment; or verifiable physical limitations or developmental disabilities which require particular kinds of placement sites and/or activities, and/or no residence, no income, no current welfare (AFDC, GA, SSI, other) or employment history combined with recent arrests for "life style" and/or prior arrests for drug-related offenses.

- V. High Risk (HR)

Two or more arrests in one year or one or more convictions in two years for incidents involving the threat of significant bodily harm and/or three arrests within two years for drug-related offenses.

- VI. Financial Restitution (FR)

Although there is a certain amount of overlapping between the categories, this classification scheme assists the project staff in developing a restitution plan. The classification schedule also assists in determining the staffs' level of involvement for addressing the client's social, mental and vocational needs.

The second step in developing a placement plan is to consider a number of factors that ultimately influence the kind of work performed, and the location and type of placement agency. These factors are:

1. Commensurability with number of hours
2. Location of placement site in reference to client's job site or residence
3. Nature of charge/incident/prior
4. Cultural, racial, and linguistic factors
5. Skills (nature of service capability) of defendant
6. Risk factors
7. Present status (childcare, employment, housing, etc.)

8. Primary client classification (as described above)
9. Educational/vocational interests and goals
10. Recommendations by various parties (such as the courts, counselors, probation officers, physicians, etc.)

The third step in developing a placement plan is to determine the number of hours of community service. The chart presented below is a three-tiered service plan based on (1) the charge/offense; (2) the client's current offense record; and (3) the client's sociodemographic status. The categories/guidelines for determining the hours are:

Guidelines for Determining the Number of Hours Range of Hours

Category I: Charge/Incident

- | | |
|--|--------|
| a. public nuisance | 25-40 |
| b. inconvenience to person(s) | 40-75 |
| c. loss of property | 40-75 |
| d. potential for danger | 50-75 |
| e. physical threat/injury to person(s) | 75-100 |

Category II: Past Record*

- | | |
|--------------------------------|-------|
| a. postprobation/parole record | 5-10 |
| b. number of priors | 5-20 |
| c. nature of priors | 10-30 |

Category III: Present Status of Defendant--Deduct Hours

- | | |
|--|--------|
| a. health | (5-10) |
| b. children | (5-15) |
| c. employment issues | (5-15) |
| d. other factors (access to transportation, other family obligations, etc.) | (5-15) |

Total cumulative hours - plus 100 = 100
Total cumulative hours - less than 25 = 25

*Intensified supervision/monitoring of high risk cases (Categories I and II). High risk clients are required to maintain weekly contact with program, placement site to be more frequently consulted.

A finalized restitution assignment is determined after maximizing input from the client, project staff, the courts, and the designated community service work site. The hours for restitution vary between 25-100 hours. Finally, the restitution plan is presented to the Municipal Court judge who orders formal diversion.

The client signs a contract specifying the length of community service, criteria for completion of the service, and the consequences for unsuccessful completion. The program participant and community service aide sign the contract.

D. Monitoring, Follow-up and Program Completion/Termination. Each community service aide is responsible for insuring that weekly contacts are made between the client and the pretrial diversion program, and that the program participants follow through with their community service assignments. Weekly evaluation/progress reports are also completed for the participant receiving direct services. Difficult or time consuming cases are discussed weekly at staff meetings. At this time, the staff works together to develop creative approaches to such problems as client frustration, case worker burn out, and lack of community understanding or lack of adequate outreach and networking between the project and criminal justice agencies.

When the program participants successfully complete their restitution obligation, a court report is prepared recommending dismissal of the charges. In cases of unsuccessful completion, a detailed description of the reasons for termination is given to the court. The client, however, has the right, pursuant to California Penal Code, Section 1001, to a judicial hearing prior to termination from the program.

The criteria for determining terminations are:

- lack of cooperation with and failure to report to the placement agency
- two or more appointment absences without prior approval
- participation in activities resulting in law violations
- rearrest
- excessive tardiness or unsatisfactory performance after official/written warnings

The decision to recommend termination is determined by the project staff. According to project guidelines, the time limit for completing the program can range from 90-365 days depending on the participant's individual situation. The monetary value of community service is not relevant to any direct handling of a pretrial case.

When participants have completed their community service obligations, the project staff obtains information from the placement agency indicating duration, nature, impact, and monetary value, if any, of client participation. In addition, program participants are contacted and asked to evaluate the program.

E. Site Selection. As indicated earlier, the pretrial diversion component utilizes some of the community service placement agencies established by the postconviction unit. However, the pretrial component has also made a concentrated effort to develop additional work sites. Prior to the identification of new sites, criteria were developed for determining sites appropriate to the goals and objectives of the pretrial component. The criteria established are outlined below: (1) can the site provide adequate supervision? and (2) is the site willing and able to provide feedback to the project staff? Additional considerations for selecting work sites are the placement agency's ability to accommodate women with special needs, ethnic minorities, physically and mentally handicapped individuals, senior citizens, and veterans.

In sum, the objectives of the pretrial diversion component are:

- to develop and refine the practice of community service restitution in the pretrial setting
- to increase community assignment sites willing and able to provide necessary supervision of court assignees
- to provide direct and short-term services to clients as a deterrent to future arrest
- to provide timely and diverse service assignments for a heterogeneous group of defendants
- to identify and address conventional obstacles to rehabilitative and fair service assignments
- to explore social and cultural issues inherent in the theory and practice of community service restitution
- to assess the impact of community service restitution on the local criminal justice system, the community, and a select group of arrestees
- to enhance and complement existing network agencies

Integrative Activities Between Pretrial Services Unit and Postconviction Unit

In several instances, both components share the same placement sites and work together to develop new sites. The community service representative of the postconviction unit periodically reports to the pretrial component regarding changes in agency sites. Further, there are regular meetings of individual staff members which specifically address the status of community/placement work sites.

Staff training is conceived and implemented collectively by both components. In addition, community relations endeavors and the development of public information materials are joint efforts. The pretrial direct services personnel (e.g., mental health specialist and career specialist) also accept referrals from the postconviction program.

Working Relationship with Criminal Justice System

Postconviction. Individuals in the criminal justice system, who have had extensive earlier contact with Project 20, were contacted and asked to respond to a series of questions regarding community service restitution in general, and the postconviction component in particular. The individuals contacted were public defenders, district attorneys, and probation officers.

For the most part, the court personnel indicated the postconviction unit was a useful and important alternative to fines and incarceration. Further, the program has proven to be extremely successful. Responses regarding the working relationship with the project staff ranged from good to excellent.

Respondents indicated the project has been particularly successful for young offenders, 18-25 years of age, and first offenders. Interestingly, it was neither the purpose nor intent of the LEAA postconviction unit (PCU) to serve first offenders. Rather, the purpose of this component was to address serious misdemeanor and felony charges. It appears the respondents were unable to make a distinction between Project 20 as a whole and the postconviction unit which is one component within Project 20. Additional positive aspects of the program were (1) the placement process, which strives to match the client's skills and talents with an agency in need of special skills, and (2) the mental health counseling component. In fact, the majority of the respondents indicated the program should continue providing or at least have access to support services for the program participants.

One individual noted an unintended impact of the program was that negative reports on the project's clients were extremely beneficial to the criminal justice system personnel. Specifically, this provided the courts with background information on whether or not an individual would successfully complete the program and the reports assisted the courts in determining the impact the program has on recidivism rates. While conducting the interviews,

it was difficult to determine if respondents were addressing the questions with respect to the LEAA funded postconviction unit or Project 20 as a whole. Unless criminal justice system personnel were familiar with the project's differing eligibility criteria, it is understandable that they would have difficulties in distinguishing between the separate components. Consequently, the comments suggesting the postconviction project expand the eligibility criteria has already been addressed through the LEAA postconviction unit. Perhaps project staff have not made clear distinctions between Project 20 and PCU for the criminal justice system personnel. Another recommendation was to increase the amount of communication between the project staff and probation officers. Finally, two individuals mentioned there was too much time lag between the client's court referral to the program and placement in a community work site.

Regarding community service in general, the majority felt community service is an appropriate alternative to fines and imprisonment. They further indicated community service could replace imprisonment for nonviolent misdemeanants. Finally, it was suggested that community service programs are appropriate alternatives for juveniles as well as adults.

Pretrial diversion. The individuals contacted and asked to respond to questions regarding the pretrial diversion component included district attorneys, public defenders and probation officers. In general, the criminal justice system personnel indicated the pretrial component has been successful. In particular, the direct service component has been extremely useful, specifically the mental health services. Further, the project staff has been cooperative in working with the criminal justice system.

The criminal justice system personnel indicated they were aware of the placement process. Many were aware of the project's efforts to match the client's needs with an appropriate placement. For the most part, the placements/assignments were adequate but when placement problems occurred, the respondents felt they could confront the project staff and recommend placement changes. In fact, communication between the project staff and criminal justice system was not a problem issue.

Personnel were asked whether the pretrial diversion component was a fair form of punishment. One individual indicated the punishment (i.e., number of hours) was too harsh for some charges such as marijuana possession or prostitution. Other respondents indicated the punishment was appropriate in terms of length and type of assignments. There was, however, some concern that the program was a fair alternative only as long as the judge adheres to the eligibility criteria. When the guidelines and criteria are abused or extended, it results in unfair punishment for the offender and the community.

Respondents indicated the program was worth the costs it incurs, particularly since it costs approximately \$3,000-4,000 to process an individual through the courts. It was further recommended the program could be more cost effective if both pretrial programs operated under one agency.

All of the individuals contacted were aware of the pretrial program sponsored by the Sheriff's Department. The respondents indicated there was little competition since the programs operated under different eligibility guidelines (i.e., including variations in the type and length of service). In addition, there were enough referrals to support both programs. Yet, all of the respondents indicated there should be a single pretrial program operating under one criteria. Several individuals felt the programs were not competing for clients, but rather for funding and visibility. By combining the programs this would eliminate the political and financial power struggles. Finally, it was mentioned that with the two separately administered pretrial programs, it was possible for the offender to go from one program to the other and thus play the system off against each. Consequently, personnel time was lost and funds were wasted in each program's efforts to accommodate the individual in an appropriate placement.

A number of individuals recommended expanding the program to all types of offenders, including felons. It was also suggested that program participants, upon their completion of the work assignment, receive a copy of the report/memorandum which was sent to the court.

Several problems were identified regarding the pretrial component. Some of these included:

- competition for funding and visibility between the existing pretrial diversion components
- community service hours (25-100) were too rigid
- judges failed to adhere to the program's eligibility criteria--although the eligibility criteria were adequate, the judges tended to ignore them by referring serious/repeat offenders

Working Relationship with Placement Agencies

Postconviction. Two placement agencies accepting postconviction unit referrals were interviewed. Both agencies indicated the clients were well received. Further, the program has been successful due to the screening process and the efforts of project staff to place clients in agencies where they can apply their skills. The monitoring of clients was adequate since the project frequently calls the agency, carefully reviews the participant's time sheet, and occasionally conduct site visits.

The postconviction placement agencies indicated they relied heavily on the project to provide the agency with volunteers. Furthermore, the agencies noted it would be extremely difficult to provide services without the assistance of the program volunteers.

The agency personnel indicated they were unable to provide opportunities for the clients to develop skills. Rather, the agency utilized the participant's existing skills. For example, one offender was a designer and the agency asked him to teach a sewing class. Another volunteer was a photographer; his expertise was used to teach a photography class to senior citizens.

Asked if the volunteers became permanent employees of the agency, one individual at one placement site received CETA funds and continued working at the agency. Another placement agency assisted an individual in finding employment at a local community college. One agency indicated that some volunteers continued to work at the agency after completing their community service assignment.

There was one suggestion/request from the placement agency which requested follow-up information on the participants after completion of service. Specifically, the agency would like information on whether individuals found a job or whether they committed another crime.

Pretrial placement agencies. Placement agency personnel were contacted and asked to respond to several questions regarding the pretrial diversion component. The placement agencies indicated in general, that the program participants were cooperative (with the exception of one referral) and there was a good working relationship with the project staff. The agencies stated client monitoring and follow-up procedures were very effective, since the project staff frequently called the agency to ask about the clients. Time sheets, completed by the agency, also served as a monitoring tool.

When asked if project volunteers comprised a large portion of the agency's volunteers, the agencies responded they did not rely heavily on the project volunteers. One placement agency indicated they could contact the project staff if they needed additional volunteers. Another agency indicated they could not rely on the project to provide them with more volunteers. The agencies noted that none of the volunteers remained at the agency once their community service assignment was completed. The placement agencies contacted did not provide skill development opportunities for the program participants, rather they utilized the client's existing skills.

The placement agencies mentioned the one problem with accepting referrals was the amount of time invested in supervising the client. One agency questioned whether it was worth it to accept referrals since they work for such a short period of time. Several improvements regarding the program were recommended. These included: (1) arrange a meeting for community service placement agencies to exchange ideas, open communication channels, and

coordinate efforts; (2) the screening process is inadequate and clients are not always referred to the most appropriate placement agency; and (3) when screening the client and recommending a placement, a meeting should be held with the project staff, program participant and agency personnel.

Insurance

When community service placement agencies are screened, potential sites are asked if the volunteers are insured under a workman's compensation insurance policy. At most of the sites, the program participants are insured for personal injuries or damages. In cases where the client is uninsured, the city is responsible for coverage under its workman's compensation insurance plan.

Public Relations

The San Francisco Community Service Project is undertaking a number of public relations activities. Some of these activities include:

- preparing and distributing bilingual information regarding the project goals, objectives and activities
- meeting periodically with the judges to discuss project activities, problems, concerns, and to solicit ideas for improving the program
- working closely with the surrounding counties in courtesy referral situations
- involving key staff, the executive director and unit directors in community committees and boards
- presenting the project's goals and activities to local civic groups, law schools and other professional groups
- working with intern students
- preparing and distributing project data to criminal justice agencies

Record Keeping

Postconviction. The postconviction unit within Project 20 maintains an extensive record keeping system on the program participants as well as an internal record keeping system for administering project

activities. Detailed participant files are maintained and updated periodically. These files include the participant's court referral form; individual progress reports including documentation sheets noting phone calls and information provided by the agencies, courts and judges; personal information sheets to assist staff in the placement process; a copy of the "responsibility statement" signed by the client; and placement/assignment time sheets.

There are a number of internal record keeping activities and data gathering procedures to assist the staff in preparing their quarterly reports. These include:

- log book--records client's initial contact with the project
- site tally sheet--describes referral/placement sites; determines which sites are used or not used; name of referral; offense; date referred; service completed; total hours served; type of work performed and other comments
- site review forms--completed while recruiting potential work sites

Other forms which comprise the record keeping system are confidentiality statements for individuals to review files; and a questionnaire sent to participants after they have completed the program. By utilizing the data collected from the participant's file and the internal data gathering form, reports are prepared and submitted quarterly to the executive director.

Pretrial. The pretrial record keeping system is very similar to the postconviction unit. There are, however, two differences in documenting the project staff's client monitoring and follow-up activities.

First, "contact sheets" are used to record the contacts either with or about the client. Primarily these sheets document any information provided by the caseworker, client, or community program. Depending on the length of service, this information is used for writing periodic reports on each program participant specifying the client's progress, potential problems and/or recommending program modifications or termination.

Prior to termination and throughout the intervening period, the project contacts the placement site to monitor client satisfaction of community service assignments. The agency reports back to the project on the number of hours completed and tasks undertaken. Finally, the executive director is responsible for preparing occasional narrative and monthly statistical reports on both project components. This report is submitted to the chief adult probation officer and various local, state, and federal agencies.

Data Analysis

Data analysis for San Francisco is broken down into pretrial and postconviction segments. Information was collected by the two components on 756 pretrial clients and 400 postconviction subjects who completed services between February 1980 and February 1981. Also, 73 persons responded to the DRI client survey from the two San Francisco components. The data tables referenced are found in Appendix I of this report.

I. Characteristics of participants (Tables 1-3).

Pretrial. Clients processed for community service by the pretrial component were generally, though not exclusively, young. Of the 756 served, 490 (65%) were under 30 years old. Most of these volunteers were nonwhites. A total of 305 (40%) were listed as white, while 290 (38%) were black and 110 (15%) Spanish surname. By close to a four to one ratio, males outnumbered female clients. The totals in this category were 589 (78%) male and 163 (22%) female.

Postconviction. San Francisco postconviction clients spanned all age ranges, more than any other LEAA CS project. Although the numbers begin dwindling after 45 years, this component tended to serve clients of all ages. Also, like the pretrial component, most clients tended to be nonwhites. Finally, 363 (81%) of those served were men.

Other San Francisco client characteristics are summarized as follows:

- Employment status at intake (Table 4). The majority of volunteers in both components were listed as unemployed. For pretrial clients 457 (60%) are unemployed, while 211 (53%) of the postconviction clients were not working at the point of intake. The second highest category for each component was "employed" yielding these numbers: pretrial = 241 (32%), postconviction = 123 (31%).
- Highest grade completed (Table 5). The vast majority of subjects in both components completed some high school or beyond. This was true for 554 (73%) of the pretrial cases and 342 (86%) of postconviction clients.
- Client occupation of specific skills (Table 6). The occupations of pretrial clients was unknown in 246 (33%) of the cases. Where data were available, unskilled, with 167 clients, was the most reported category. Postconviction clients also tended to claim they were unskilled, with 142 (36%) falling into that grouping.
- Client prior arrest history (Table 9).

Pretrial. Many pretrial clients had some prior criminal involvement at the point of intake. More than half, 389, had at least one felony arrest on their record, and 618 (82%) showed a history of misdemeanor involvement. Also, 162 clients had four or more prior misdemeanor involvements on their records.

Postconviction. Like the pretrial component, the majority of postconviction participants showed some record of previous criminal justice involvement. Here, 211 (53%) had at least one prior felony arrest and 285 (71%) yielded a previous history of misdemeanant arrests. Over one-fourth, 111 postconviction clients, had four or more earlier arrests for misdemeanors.

- Referral offenses (Tables 8, 44, 45).

Pretrial. The vast majority of pretrial referrals came to the project on the basis of misdemeanor charges. Of 756 cases, 667 (88%) were charged with misdemeanors. The exact charges were scattered over the various crime classifications. The most frequent charges were: disorderly conduct (215), miscellaneous assaults (158) and theft over \$100 (108).

Postconviction. Just over three-quarters of the postconviction clients (303) were referred on the basis of misdemeanors. A total of 93 (23%), higher than most of the other LEAA community service projects, were felony referrals. The most prevalent charges were: DUI (102), miscellaneous traffic offenses (67) and carrying a concealed weapon (37).

II. Case processing. The following items describe the nature of case processing through the San Francisco pretrial and postconviction components:

- Community service hours assigned (Table 9).

Pretrial. The largest percentage of pretrial divertees were assigned between 25 and 49 hours. More specifically, 281 (37%) were assigned 25-29 hours and 361 (48%) were obligated to work from 30 to 49 hours (25 hours is the minimum assignment). DRI data show that these 754 clients (2 cases were missing) worked a total of 19,797 hours, an average of 26 hours per volunteer.

Postconviction. Many of the postconviction participants were assigned to complete a relatively high number of community service hours. Out of the 400 project completions, 334 (84%) were assigned to 30 or more hours of service. In addition, 127 clients (32%) were asked to complete 90 or more hours.

Overall, 398 clients (data were missing in 2 cases) completed a total of 20,680 hours, an average of 52 hours per person.

- Point of referral recommendation (Table 10). Of course, all pretrial clients were referred on a pretrial diversion basis. All but four of the postconviction referrals were sentenced to the project by the trial judge.
- Type of sentence imposed with community service (Table 11). In 752 of the 756 pretrial cases, no sentence was imposed, as defendants were diverted from formal criminal justice processing. The vast percentage of postconviction clients were sentenced to jail or required to pay a fine. Out of the 400 cases, 180 (45%) were given jail sentences and 140 (35%) had fines levied.

In all of the instances where jail was the requirement, the sentence was suspended in lieu of community service. If the client failed to complete any or all of the CS obligation, the case was returned to court where the entire jail sentence could be enforced. Fines were imposed on a per dollar equivalency with community service (X number of dollars = X number of hours). If the offender decided at any point not to complete the CS assignment, he/she would have to pay the remaining fine balance.

- Court of referral (Table 12). Both components received almost their entire caseloads from the San Francisco Municipal Court. This was the case for 98 percent of the pretrial cases and 95 percent of postconviction clients.

III. Community service outcomes.

- First community service assignment (Table 13).

Pretrial. Pretrial community service assignments were widely scattered throughout the various categories, with no distinct concentration evident in any of them. The program director reports that typical placement sites were: San Francisco Women's Center, Stonestown YMCA, Western Addition Cultural Center and Operation Concern. Work in these agencies involved a variety of tasks including clerical, counseling and physical maintenance.

Postconviction. The highest concentration of postconviction assignments was in the area of public works, where 135 (34%) of the clients were assigned. Also, 64 individuals (16%) were placed in typing/filing roles. Examples of placement agencies

included: San Francisco Parks and Recreation, Salvation Army and the Native American Senior Citizen Center. The public works jobs were largely for SF Parks and Recreation as part of the mayor's Clean City Campaign.

- Total placements while in the community service program (Table 14). Although project personnel report that most clients were placed in only one assignment, these data are missing in most pretrial cases. Of 331 postconviction cases, 312 (78%) were assigned to only one job while under their community service obligation.
- Type of project termination (Table 15). Both components show just over a 70 percent successful completion rate. The pretrial component recorded 546 positive terminations for a rate of 72 percent. Postconviction data show 287 successful completions out of 400 cases yielding a rate of 72 percent. While the overall success rates for San Francisco are lower than other LEAA-funded projects, it should be kept in mind that more risky types of offenders with more extensive criminal backgrounds were referred and accepted in San Francisco.
- Clients' criminal justice status at termination (Table 16). Pretrial clients were generally released from any criminal justice obligation after successfully completing community service. This was true for 543 (72%) of these volunteers. Unsuccessful clients were pending adjudication for their referral offenses.

Postconviction clients generally completed their sentences and had no criminal justice standing relating to the referral offense at termination (173, 43%). Many, however, continued on probation (153, 38%).
- Total rearrests while in community service project (Table 17). Both components were highly successful in maintaining low participant recidivism figures. A total of 719 (95%) of the pretrial clients avoided rearrest; 379 (95%) of the postconviction volunteers stayed clear of further criminal activity while serving their community service sentences.
- Primary reason for unsuccessful termination (Table 18). Both San Francisco components listed a general lack of cooperation as the main reason behind their negative terminations.
- Support services provided (Table 19).

Pretrial. Support services were considered a very vital part of this component's process, as evidenced by the employment of a mental health worker and vocational counselor on staff. The emphasis placed on support services is brought out by the fact that 779 separate benefits were delivered to 173 clients. The most predominant type of activity listed was job readiness counseling.

Postconviction. A total of 113 services were provided to 108 clients. The concentrated area of services was job readiness counseling, delivered 91 times.

- Matching job skills to placements (Tables 34, 35).

Pretrial. No distinct pattern surfaces here. People with a variety of skills were placed in a wide range of community service jobs.

Postconviction. The high percentage of clients were classified as semiskilled or unskilled and they were generally placed in public works positions. Also, the placement of most persons with clerical skills into typing/filing kinds of jobs tends to indicate an effort to match placements with skill levels.

IV. Client surveys (Tables 20-25). The response to client surveys in San Francisco was low. Only 73 forms were returned out of 1,043 terminations, a rate of 7 percent.

A majority of respondents (56%) indicated that they learned some useful skills through their community service experience. A solid majority of 69 percent said they used some of the skills they already had. Also, 48 (66%) clients voiced satisfaction with the program saying the experience would not have improved had the work been different.

A total of 63 out of 73 (86%) of the respondents claimed community service was preferable to traditional alternatives. Sixty-two clients (85%) rated the community work as a fair sanction. Finally, 63 clients rated the overall CS experience as positive.

Some comments from San Francisco clients included:

"I never worked for such great people in all my life. I can never say enough for Project 20. I loved every minute of it."

"The only good community service offers is for those who can't pay fines. If you don't have money, you're guilty."

"I was most fortunate for the opportunity to participate in this program. Excellent!"

"Enjoyed my community service--I coached a summer basketball team, which I have done before."

"Closer supervision would have resulted in greater productivity. I felt I accomplished what was wanted, but perhaps could have done more."

V. Meeting of program objectives.

1. **The project will serve 2,520 participants through the pretrial diversion service component, an average of 140 per month, in 18 months.**

The late start of the San Francisco project has not allowed the development of an 18-month data base. For the one-year period from February 1980 through January 1981, 1,641 referrals have been made to this component, an average of 137 per month. Therefore, they are just about on line to meet this objective.

2. **The postconviction unit will provide a managed alternative community service for approximately 1,836 clients during the 18-month project period.**

At the point of this report, the postconviction unit has been in operation for 13 months. In that period, 858 clients had been referred. To reach the goal of 1,836, they will have to accept 102 persons per month. To date, they have accepted an average of 66 per month. Thus, at this rate, they will fall short of their goal by 648 referrals.

VI. Baseline comparisons. DRI staff conducted two baseline studies in San Francisco. First, a 100 case sample was drawn from Municipal Court records for 1976. This marked the last year that no pretrial diversion services were available. The cases coded included only persons charged with misdemeanors as is the case with current project eligibility criteria. The purpose was to ascertain what types of dispositions were in evidence before community service was an option. The following dispositions, grouped by major categories were obtained:

| | |
|-------------------------------------|----|
| Released | 54 |
| Jail | 7 |
| Fine | 3 |
| Probation | 2 |
| Combinations of jail/fine/probation | 29 |

It is evident from the above data that the trend was toward release. Such dismissals of defendants resulted in action by the court or prosecutor. Therefore, though no conclusive statement can be made, it appears that many of today's pretrial referrals would have been released had no community service option been available. However, it is very important to note that the figures collected were based strictly on the pretrial component's eligibility criteria, including the provision of accepting any misdemeanor referral. No attempt was made to match the baseline sample to project clientele on prior arrest history, in that such data were not available at the time of sampling. Had the baseline sample included just those misdemeanor arrestees with previous records of felony and misdemeanor arrests, case dispositions likely would have yielded fewer releases and more traditional sentences. These baseline data are probably a more accurate measure of the likely dispositions of the "less serious" clientele handled by the Sheriff's Pretrial Diversion Project.

A similar data collection effort was undertaken to match against postconviction clients. Because Project 20 began operation in 1973, this sample was drawn from 1972, before the alternative option was offered.

The postconviction baseline sample included 101 cases, 80 charged with misdemeanors, 21 with felonies. The misdemeanor cases were drawn from Municipal Court, the felonies from Superior Court.

The breakdown of dispositions here were:

| | |
|-------------------------------------|----|
| Released | 37 |
| Jail | 6 |
| Fine | 12 |
| Probation | 17 |
| Combinations of jail/fine/probation | 23 |

While release remained the single predominant type of disposition, the traditional sentences were more prevalent. Therefore, today's postconviction clients may have received any of the traditional sentences or been released.

Summary and Conclusions

The San Francisco Community Services Project (SFCSP) is administered by the Adult Probation Department. The goal of the project is to create innovative alternatives to typical correctional processing of selected offenders

that can result in benefits to the criminal justice system, the offender, and the community.

The project consists of two components. The first component is a pretrial diversion program which serves primarily nonwhite, generally young (ages 18-30) adults who usually have had prior criminal involvement. The second component is the postconviction unit which operates out of Project 20, a postconviction program established in 1973, as a result of the LEAA-funded program.

San Francisco is currently supporting two pretrial diversion programs, (one that preceded the community service project) and criminal justice system personnel indicate that there is competition between these programs. The two programs are not competing for clients, but rather, they are competing for funds and visibility. It was recommended, by the judicial system personnel, that the programs merge their efforts under one administrative entity. The original pretrial program is presently under the direction of the Sheriff's Department. In addition, there is some question whether the two programs are in fact providing similar services. As a result, there may be some unnecessary duplication and overlapping of services.

The San Francisco Community Services Project, specifically the postconviction unit, is an example of a wholly urban service restitution program site. The postconviction unit is an excellent model since it serves multiple types of offenders, including felons; it works with clients who have had an extensive arrest history, and it successfully places the older offender, 30 years old or more. In addition, the postconviction unit is an excellent model for developing and maintaining a good working relationship with numerous community service placement agencies. The unit has developed an extensive record keeping system for monitoring the participant's progress, evaluating the placement sites and conducting periodic on-site visits.

The organizational structure of the pretrial diversion program component is similar to the postconviction unit. The pretrial component has developed a detailed client classification scheme to assist the staff in determining client needs and assigning the number of community restitution hours. Although the classification scheme provides some guidelines for client placement, it is perhaps too structured and unnecessarily rigid for practical purposes.

The availability of direct support services to program participants is a unique aspect of the project. Both program components utilize in-house counselors who provide mental health counseling and employment/vocational counseling. The project also utilizes other community social service agencies in the community.

CONCLUSIONS, COMPARISONS AND RECOMMENDATIONS

There is strong evidence to suggest that these pilot community service projects had beneficial impact on the offenders, criminal justice systems and communities served. Further, it appears that the alternatives presented through community service work, whether applied as a pretrial, postconviction or postincarceration option, have become at least partially institutionalized into the jurisdictions where they have been practiced. One of the most definitive conclusions that can be stated by this study is that community service restitution was received as a workable option and was used extensively in all the jurisdictions testing the concept. This is not a trivial finding since previous research had questioned the acceptability and use of this option by the courts. The following presentation of program conclusions is organized around the evaluation objectives and research questions included in DRI's evaluation design.

This chapter also presents a comparative study of the projects. Included are examinations of the effectiveness of administrative structures, characteristics of the project site, probation's view toward CS, client opinions, judicial sentencing patterns and costs.

The final section presents recommendations for these community service projects, for the Community Service Restitution Program and for future endeavors in this area.

Conclusions

A list of the objectives and questions drawn up to direct the evaluation effort are presented in Figure 14. These questions, first of all, relate to the impacts and effectiveness of the various strategies employed by the pilot projects (Evaluation Objective 1). Questions under Evaluation Objective 2 address the effects of community service restitution on the offenders served, and on judicial sentencing patterns, as well as addressing the costs of CSR. The next set of questions examines the relationship between community service and the legal system and the consequential impacts of one upon the other (Evaluation Objective 3).

1.a. Do projects show varying success rates according to points of referral from the criminal justice system?

This group of community service projects received referrals through the following means:

FIGURE 14

SUMMARY OF EVALUATION OBJECTIVES AND RESEARCH QUESTIONS

| Evaluation Objectives | Research Questions |
|--|--|
| <p>1. What are the necessary conditions and resources and the appropriate strategy for institutionalizing a community service restitution program?</p> | <p>a. Do projects show varying success rates according to points of referral from the criminal justice system?</p> <p>b. Do projects which include felony offenders in their population show higher or lower success rates than those programs serving misdemeanants exclusively?</p> <p>c. Does the rate of successful completions vary according to the demographic characteristics of clients?</p> <p>d. Does the location of the project administration impact the use and success of community service restitution?</p> <p>e. What are the most important factors contributing to and inhibiting project achievement of planned objectives?</p> <p>f. Does the nature of the community, i.e., urban vs. rural, large vs. small, have any effect on the support for and/or success of CSRP?</p> <p>g. What impacts, if any, does the CSRP have on the local probation/parole departments? What impacts do the probation/parole departments have on CSRP?</p> |

CONTINUED

2 OF 4

Figure 14 (Continued)

| Evaluation Objectives | Research Questions |
|---|--|
| 2. What are the costs, benefits, or other impacts associated with the community service restitution program? | a. What are the perceptions of offenders about their community service experience? b. What impacts, if any, does CSR have on sentencing patterns of judges? c. What are the incremental costs of LEAA community service restitution program? d. How do costs of the CSR program compare to the costs of alternative detention and sentencing options? |
| 3. What are the legal and other constraints on the design, implementation, and operation of the community service restitution program? | a. Are there existing state or local laws that facilitate or inhibit the use of community service restitution? b. Is there evidence that CSRP projects are impacting the legal system? |
| 4. What are the attitudes of criminal justice staffs toward the concept and implementation approaches of community service restitution? | |

- pretrial diversion alternative service as a condition of deferred prosecution (Arrowhead, OAR/Durham, OAR/Fairfax, OAR/Madison, Jacksonville, San Francisco Pretrial)
- deferred disposition, or continuance-case disposition delayed by trial judge until alternative service results are in (Northeastern)
- stayed sentencing or probation before judgement--defendant is convicted, but trial judge holds off imposing sentence until results of alternative service are obtained (Baltimore County, Northeastern)
- sentencing option--judge imposes alternate sentence of community service, generally as a condition of probation (Arrowhead, PACT, San Francisco Postconviction)
- weekend commitment diversion--offenders who are tried, convicted and sentenced to serve weekends in jail are permitted, if they desire to do community service work instead (Jacksonville, PACT)
- diversion from work release--offenders tried, convicted and sentenced to be housed in a correctional institution while on a work release assignment are permitted, on a voluntary basis, to perform community service work and earn time off their sentences (Jacksonville)

Data indicate no discernable relationship between type of project termination (successful vs. unsuccessful) and the point of referral from the criminal justice system. Successful termination is defined as completion of the assigned community service hours within the prescribed time frame, and completion of any special provisions of the assignment. Such a termination should be approved by the community service project and the referral agent in accordance with terms set out in any client/project contractual agreement. Because the vast majority of clients in all projects (87%) completed their community service assignments successfully, referrals from the various points of recommendation all proved to do quite well, thus there was little opportunity to discriminate between levels of success and point of referral. Figure 15 on the following page presents a program total of termination dispositions by point of referral.

Certain high volume projects accounted for the large numbers in some of these categories. For instance, probation before judgement was used almost exclusively by Baltimore County, which accounted for the high representation in that grouping.

FIGURE 15

PROJECT TERMINATION TYPE BY POINT OF REFERRAL: CSR PROGRAM

| | <u>Successful</u> | <u>Unsuccessful</u> | <u>Without Prejudice</u> | <u>Unknown</u> | <u>Total</u> |
|---------------------------|-------------------|---------------------|--------------------------|----------------|--------------|
| Pretrial | 1078 | 270 | 5 | | 1353 |
| Postconviction Judge | 932 | 146 | 31 | 1 | 1110 |
| Postconviction probation | 96 | 17 | 4 | 1 | 118 |
| Work release | 37 | 16 | 1 | 1 | 55 |
| Weekend commitment | 335 | 8 | 1 | 3 | 347 |
| Probation before judgment | 1,254 | 20 | | 5 | 1,279 |
| Continuance | 509 | 62 | 19 | 2 | 592 |
| Other | 10 | 4 | 1 | | 15 |
| Unknown | 1 | 1 | | | 2 |
| Total | 4,252 | 544 | 62 | 13 | 4,871 |

1.b. Do projects which include felony offenders in their population show higher or lower success rates than those programs serving misdemeanants exclusively?

While several projects had a small number of felons referred for community service, only the Jacksonville project and San Francisco's postconviction unit had a significant proportion of their volunteers who were felony referrals. In Jacksonville, 247 of 621 cases (40%) recorded by DRI were referred on felony charges, while 23 percent of the San Francisco postconviction clients (93 out of 400) came to the project on a similar basis.

The San Francisco PCU did indeed yield a higher rate of unsuccessful termination than the other sites serving primarily misdemeanor referrals. Out of 400 cases received, 102 (26%) failed to complete their community service obligations. In Jacksonville, 62 out of 621 (10%) failed to successfully finish the program. The Jacksonville rate was ranked about in the middle of all projects.

In addition to accepting a relatively high number of felon referrals, the postconviction unit in San Francisco accepted clients who were characterized by more prior arrests than at any other site. Approximately 73 percent of these individuals had at least one, and usually more, previous involvements with the criminal justice system at the time of referral for community service. This was also true for San Francisco's pretrial component, which also yielded a low client success rate compared to other CSRP sites. Therefore, it may be appropriate to speculate that high risk clients, characterized by previous arrest histories and more serious instant offenses (felonies vs. misdemeanors), may be less likely to successfully complete a community service assignment than lower risk individuals. Several things should be kept in mind, however. First, this simple analysis does not prove a predictive link between risk factors and success in community service, but merely suggests a trend that emerged from the CSRP experience. Second, although the success rates for San Francisco were lower than other program sites, all success rates were high--including both of San Francisco's components, where just over seven out of every ten terminations were positive.

Figure 16 on the following page is an overall summary of CSRP success rates by type of referral offense.

Data here indicate a slightly higher unsuccessful termination rate for felony referrals compared to misdemeanants. A total of 94 out of 489 felons (19%) were negatively terminated compared to 388 out of 3,855 misdemeanor referrals, a rate of 10 percent.

1.c. Does the rate of successful completions vary according to the demographic characteristics of clients?

FIGURE 16

TYPE OF PROJECT TERMINATION BY TYPE OF REFERRAL OFFENSE: CSRP PROGRAM

| | <u>Successful</u> | <u>Unsuccessful</u> | <u>Without Prejudice</u> | <u>Unknown</u> | <u>Total</u> |
|---------------------|-------------------|---------------------|--------------------------|----------------|--------------|
| Felony | 455 | 110 | 10 | 1 | 576 |
| Misdemeanor | 3754 | 426 | 50 | 17 | 4247 |
| Municipal Ordinance | 10 | 3 | | | 13 |
| Other | 19 | 2 | 1 | | 22 |
| Unknown | 5 | 2 | | | 7 |
| Total | 4,243 | 543 | 61 | 18 | 4,865 |

The typical CSRP client was young, white and male. Some notable exceptions include: Arrowhead, which accepted only female clients; OAR/Durham, where the majority of volunteers were black; and San Francisco's postconviction unit, where clients typically were older and black.

Since all projects yielded high successful completion rates it is hard to imply that any differences in demographic characteristics had any significant effect on results. Probably more important indicators of the likelihood of community service success are the risk factors described previously.

1.d. Does the location of the project administration impact the use and success of community service restitution?

DRI has observed that certain types of project administrative structures have proven more effective in processing clients; in providing well rounded, meaningful community service experiences; in overall project management; and in dealings with criminal justice systems and community placement agencies.

The LEAA projects studied were housed under several types of administrative structures including:

- local branches of national community-based nonprofit organizations--OAR, PACT
- local institutions, e.g., university--Northeastern University
- agencies of the local criminal justice system
 - Adult Probation Department--San Francisco
 - County Sheriff's Department--Jacksonville
 - County Criminal Justice Coordinator--Baltimore County
 - Regional Corrections Unit--Arrowhead

The prevailing pattern that emerged from this pilot program experience was that the less layered an administrative structure of a project, and the closer administration was to management, the more likely that project would succeed in establishing a smooth running operation. Conversely, more levels of administrative authority generally meant greater problems for project management. This is not to say that all CS endeavors of the former type succeeded, or those of the latter structure failed. But, those projects who vested administrative control closest to management tended to get operational sooner, had clearer lines of authority, and faced fewer personnel problems.

PACT, Baltimore County, San Francisco, and Arrowhead represent examples of projects which operated with relatively minimal layers of administrative control. Although ultimate administrative authority for the PACT project rested with the organization's national headquarters in Michigan City, day-to-day control was exercised by Porter County PACT. This arrangement

allowed the CS project to establish its own policies and procedures and implement them on the local level. Similarly, by vesting administrative control in the county criminal justice coordinator's office, the Baltimore County CS project gained quick credibility through the criminal justice system and had a direct line of administrative control emanating through that system. Here, also administration and management were linked, and policies and procedures were autonomously implemented.

The San Francisco experience represents an example of how a complicated, potentially unworkable administrative structure was converted into a design that proved very efficient. Originally, proponents envisioned the creation of a new organization, merging a pretrial diversion program which operated mainly through LEAA funds funneled by a subcontract through a unit of local government to a nonprofit corporation and a postconviction CS program which operated with a unit of local government through ad valorem taxes. The private corporation operating the pretrial program withdrew from the new scheme in a dispute over control, and continued operations under renewed sponsorship of another unit of local government. Henceforth, a new pretrial unit was forged and merged with the postconviction project under sponsorship of the San Francisco Adult Probation Department. Therefore, the pretrial community service programs, as well as a continuing postconviction CS project, were operating in San Francisco.

On the other hand, several projects faced difficulties due to more cumbersome administrative structures and lines of authority. OAR, like PACT, was an example of a CS operation run locally through a national organization. However, unlike PACT, the national, regional and local offices all tried to exert a great deal of control, creating confusing lines of authority. This was especially true with the creation of a national project director, who was supposed to coordinate the efforts of the three OAR sites. This person was given the role of being a "traveling manager," but her infrequent visits to the sites, outsider status, and suggestions that often went against local desires often created more confusion than assistance.

In Massachusetts, the affiliation with Northeastern University provided a unique opportunity for the community service project to use the resources and influence of a major educational institution. Also, technical assistance delivered by the school's College of Criminal Justice was helpful in starting and operating the project. Nevertheless, having to adhere to the university's administrative demands, as well as those of the criminal justice systems the project served, caused delays and conflicts from time to time. The installation of a part-time advisory project director from the university diluted the authority of the full-time director at the early stages. The Massachusetts project proved to be a successful undertaking, but placing administrative control closer to the system it served would have made things easier.

Finally, DRI believes that some of the problems encountered by JCRC in Jacksonville could have been reduced or eliminated had clearer lines of

authority been drawn between administration and management. The administrative staff of Fairfield Correctional Institution seemed to try to take too active a role in the day-to-day operation of the project, not giving the director the authority and autonomy he and the staff needed to be effective. These conflicts caused questions as to who was really directing JCRC and seemed to at least partially explain the high staff turnover experienced by this site.

1.e. What are the most important factors contributing to and inhibiting project achievement of planned objectives?

The following factors which appear to have an impact on a project's ability to meet its objectives:

Nature of objectives. A project should propose realistic objectives at the front end which management believes it can come reasonably close to reaching. Further, a CS site should not set goals in areas where such impacts are not feasible, or they cannot be accurately measured.

An example of a project where initially unrealistic objectives were set was the Northeastern University project. Objectives were proposed to reduce probation caseloads, provide extensive client support services, cut the number of defendant court appearances, reduce jail populations, reduce recidivism, and cut costs for the local criminal justice system. Although these goals were certainly admirable and impressive, they were, for the most part, unrealistic. For instance, staff learned that they could reduce the number of client contacts needed with probation officers by picking up some of the slack, but they could not take complete responsibility for these cases away from probation. It further became obvious that jail time reductions and recidivism reduction could not be accurately measured. Fortunately, the Northeastern staff realized their objectives were not reasonable and modified them to reflect areas where they could make measurable impacts, i.e., service to the community, client contacts.

Commitments of support. A project must have firm commitments from referral agents, supporting personnel in the criminal justice system and placement agencies in order to meet intake and placement objectives. Tacit support through letters and/or verbally during a project's planning phase are often not sufficient. Experience has shown that the people listed above must be involved as much as possible in the planning of a CS project and must be continually reminded of their commitment to cooperate.

At the OAR site in Madison County, Indiana, judges and prosecutors had agreed early on to cooperate by referring defendants for community service. However, by the time operations began they had forgotten their promise and referred only a handful of volunteers through the first months. The lobbying efforts of this site to increase usage of community service were not fully effective and referral levels never came close to the anticipated numbers.

Management autonomy. As noted in the discussion of question 1.d., the person managing a CS project should be given enough autonomy and administrative support to make the endeavor work. Undue administrative demands, excessive "red tape" and conflicting messages can bog down an operation.

Coordination of planning and implementation. It is very important to involve those who plan a project in its implementation. In several LEAA sites, projects were planned by one person or group and operated by others. In Jacksonville, for instance, the person who wrote the proposal had very little input into the ongoing operation. When staff were hired and client flow started, project management was uncertain about how to meet the objectives outlined in the proposal. Similarly, in the Northeastern situation described previously, the original objectives were drawn up by a university faculty member who remained outside the day-to-day operation.

On the other hand, at sites like Arrowhead, Baltimore County, PACT and San Francisco postconviction, those people who exercised administrative/managerial control were also the people heavily involved in the planning of the LEAA projects. They had been involved in the establishment of goals and objectives and pursued achievement of such with a knowledge of what was required.

1.f. Does the nature of the community, i.e., urban vs. rural, large vs. small, have any effect on the support for and/or success of community service restitution?

The experience of the pilot projects has shown that the size of a community cannot be used as a predictor of success or failure of a community service venture. However, working in a large urban environment tends to present more obstacles to overcome than a smaller setting. Some of these environmental differences can be made clear by contrasting the experiences of two projects, PACT and San Francisco. PACT served a rather small, partially rural area of Porter County, Indiana. San Francisco, of course, is a highly populous urban center. They will be compared according to several factors which were important to their support.

Political. By mutual consent PACT and County Court Judge Bryce Billings agreed that PACT should establish a community service option for young, misdemeanor offenders in Porter County. The influence of Judge Billings in the community and PACT's track record as a reliable, successful agency made political acceptance almost inevitable.

In San Francisco, forces competed for control over the community service effort. Eventually political backing for housing the program under the administrative umbrella of adult probation prevailed. Initially, competition for support and referrals existed between the San Francisco Community Service

Program (SFCSP) and other alternative programs, notably the pretrial diversion project run by the Sheriff's Department. SFCSP had to gain the support of numerous Municipal and Superior Court judges, prosecutors, probation staff, etc. Such support was garnered by providing new services and extending diversion to a clientele not reached by the other program. SFCSP began providing comprehensive data on referrals' suitability for CS diversion and began serving a previously excluded group including clients with mental health problems, substance abusers, the aged and physically disabled, misdemeanor recidivists, prior diversions, and miscellaneous charges not eligible for the other program.

Nature of clientele. Most PACT clients were young, first offenders charged with misdemeanors. Few voiced a need for any kind of in-depth support services.

San Francisco's clients ranged in age from 18 to over 60. They generally had a previous criminal record at the time of referral. Many were in need of assistance such as vocational help or mental health remediation. These services were delivered in part by the project and brokered out to appropriate community agencies.

Placement agencies. PACT had a number of agencies readily accessible to its offices in Valparaiso and Portage who agreed to accept volunteers. The program's ties with Porter County United Way, their previous ties with many community agencies and the good name of their primary supporter, Judge Billings, paved the way for the establishment of strong working commitments. Because of the small size of the area, transportation was usually not a problem.

In San Francisco, the diverse nature of the clientele and the community made the development of placement sites a delicate task. The postconviction unit, operating under the pre-existing framework of Project 20, used its previous knowledge, procedures and contacts to continue developing suitable placements. However, the pretrial services component had to develop special sites to serve a new group of clients including, as previously noted, those with mental health problems, the aged, the disabled, previously diverted individuals and persons owing financial restitution in amounts greater than acceptable at many agencies.

Certainly not all smaller projects are like PACT or larger ones like San Francisco. This example points out, however, that each was successful, through its radically different communities, in initiating and effectively operating community service projects.

1.g. What impacts, if any, does the CSRP have on the local probation/parole departments? What impacts do the probation/parole departments have on CSRP?

Several projects worked directly with probation departments in the supervision of clients. These sites included Arrowhead, Baltimore County, Northeastern University and San Francisco postconviction. One site, Northeastern University, actually measured its impact on the probation department by keeping count of how many client contacts the community service project was able to provide in lieu of probation officer client contacts. Information was also gathered by DRI on this subject through telephone interviews of probation officers at the various sites. DRI surveyed the opinions of the impacts of CS on probation clients and agencies.

Northeastern University. This project claims to have taken the major share of supervisory responsibility for clients whose cases were continued without a finding by the court and a portion of the responsibility for those assigned to straight probation. Even though the probation departments maintained technical supervisory responsibility and were ultimately accountable for these clients, CSRP took a large role in the day-to-day case maintenance.

The project reports taking responsibility for 850 clients who would normally be under the aegis of probation between October 1979 and January 1981. This involved taking full responsibility for continued clients and one-third responsibility for probationers. Further, they increased client contacts from probation levels to two per month for continued defendants from the one per month probation standard and to twice per month for probationers from the once per month level. The net result was an increase in supervisory contacts from a normal expected level of 5,340 to 6,240, a 17 percent rise.

Telephone surveys. Probation officers within the project jurisdictions were interviewed regarding their opinions of community service restitution and their thoughts on the particular projects in their area. The key questions were:

1. How do you feel the community service project has worked out as a whole?
2. How would you describe your working relationship with project staff?
3. Who is in charge of managing clients--you, project staff, or both?
4. Has the project helped to eliminate some of the clients from your caseload? If so, which ones?

Two probation officers from each site were interviewed except in Jacksonville where only one was available to DRI. The respondents were

selected from lists provided by the sites of officers actively involved with community service volunteers.

Response to the questions are summarized in Figure 17. In all cases the community service projects have been well received and the working relationships characterized as good to very excellent. In Jacksonville, the lone officer interviewed felt his information was not complete in that he has worked with only one JCRC case.

Conflicting statements from some of the officers raise doubts as to who manages client cases, the project or probation officers. In Arrowhead it is clear that probation has ultimate managerial authority. The Baltimore County probation officers (POs) report that case management was shared but it was not clear who had final authority. In Massachusetts, the two officers interviewed agreed that the project assumed most client responsibility, with probation reporting back to court. In San Francisco one officer claimed the project managed cases, one said probation maintained control. Finally, in Jacksonville, the PO stated that case management was shared.

San Francisco and Jacksonville respondents say the community service projects have not helped to eliminate probation cases. At the Arrowhead, Baltimore County and Northeastern sites, the consensus is that community service has been effective in reducing the amount of client supervision required by probation staff. One Baltimore County interviewee, however, felt the project should assume greater client responsibility to aid probation.

2.a. What are the perceptions of offenders about their community service experience?

The results of the client survey are summarized separately in each of the case studies of those respective projects. Considering the responses as a whole, community service volunteers were generally favorable toward the concept. Data from the client surveys are summarized in Tables 20-25 (see Appendix I).

A total of 1,412 individuals responded to the survey. Of this number, 80 percent (1,127) characterized the community service experience as positive. Also, 84 percent (1,180) felt CS was a fair alternative and 79 percent (1,108) said they thought community service was a good choice compared to traditional criminal sanctions.

More negative types of responses came to questions regarding the nature of the work rather than an assessment of community service as an alternative. A total of 797 respondents said the CS assignments made use of skills they already had, and another 356 individuals responded "somewhat" to that question. However, in response to the inquiry, "Did you learn any useful skills?" only 39 percent (547) answered favorably. Also, only the three OAR sites and San Francisco yielded a majority who responded yes to this question.

FIGURE 17

SUMMARY OF RESPONSES TO PROBATION SURVEYS

| | Arrowhead | | Baltimore | | Northeastern | | Postconviction San Francisco | | Jacksonville |
|---|---|--|---|---|---|--|--|------------------------|---|
| | Probation Officer 1 | Probation Officer 2 | Probation Officer 1 | Probation Officer 2 | Probation Officer 1 | Probation Officer 2 | Probation Officer 1 | Probation Officer 2 | Probation Officer 1 |
| How has community service worked out? | Very good | Excellent | Very well | Really well | Very excellent | Very well | Real well | Good | Very well |
| Working relationship with project | Excellent | Real good | Excellent | No problems | Excellent | Very good | Excellent | Good | Pretty good but only received a few clients |
| Who is in charge of managing clients? | ACR supervisors work P.O. the rest | Probation officer | Combined P.O. and project for medium status clients | Problems have arisen re: who is responsible for gray area | Usually CS staff; often both when combined with probation | Both project reports to P.O. who handles case in court | CS staff, although probation officers confer | Probation officer | Both probation reports to P.O. |
| Has the project helped to eliminate some cases? | Has helped to cut back probation officer workload | Doesn't eliminate but cuts down on time needed to spend with clients | No, but have cut back on probation officer need to monitor work | No, project should assume more responsibility | Very definitely with minor offenders | No, but cases now require less supervision by probation officers | No | No | No |

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Based on DRI's observations and feedback from the projects, it appears that the OAR sites, particularly Fairfax, Durham and San Francisco took more time, compared to other projects, to develop meaningful placements. These projects had relatively fewer public work placements, and more "people" related, i.e., counseling, types of assignments. In fairness to the other sites, however, the volume of clients, the limitations of available slots, and the necessity to place volunteers at times when menial jobs were the only option, often made it difficult to provide a learning experience for CS clients.

2.b. What impacts, if any, does CSR have on the sentencing patterns of judges?

Two separate analyses were conducted to study judicial sentencing patterns. First, we looked at how judges at each site assigned offenders to community service by offense category. The major contributing offense per site is compared by judge to determine the number of hours assigned for these particular offenses and the consistency between judges in making assignments. The analysis of judicial sentencing patterns here concentrates on those judges who heard the greatest percentage of community service cases. We have broken out data for any judge deciding at least 20 cases and lumped the remainder, per site, into one category of "other judges." The second part of the analysis looks at baseline sentencing figures for the same judges at each project to give an idea of what the courts were doing with similar offenders before the community service option was available.

Community Service Assignments

A. Arrowhead. The most frequent offenses resulting in referral to community service was theft, including theft under \$100, theft over \$100 and thefts of unknown amounts. The following table presents a breakdown of hours assigned by judge for these charges:

| Judge | Hours | | | | | | | Total |
|--------|----------|------------|------------|------------|------------|----------|--------------|-------|
| | 0-9 N | 10-29 N | 30-49 N | 50-69 N | 70-89 N | 90+ N | Unknown N | |
| A | | | 23 | | | 1 | 1 | 25 |
| B | | | 32 | 1 | | | | 33 |
| C | 1 | 2 | 8 | | | | | 11 |
| D | | 1 | 20 | 1 | | 2 | | 24 |
| E | | 3 | 16 | | | | | 19 |
| Others | | | 5 | | | 1 | | 6 |
| Total | 1 | 6 | 104 | 2 | | 4 | 1 | 118 |

B. Baltimore County. The major offense contributing to community service referrals in Baltimore County was theft. The following is a breakdown of sentencing patterns for theft charges by the Baltimore County judges:

| Judge | Hours | | | | | | Unknown N | Total N |
|--------|----------|------------|------------|------------|------------|----------|--------------|------------|
| | 0-9 N | 10-29 N | 30-49 N | 50-69 N | 70-89 N | 90+ N | | |
| A | | 4 | 1 | | | | | 7 |
| B | | 5 | 14 | 1 | | | 2 | 20 |
| C | | | 2 | | | | | 2 |
| D | | 9 | 10 | 16 | 8 | 16 | | 59 |
| E | | 2 | 52 | | 6 | 6 | | 66 |
| F | | 8 | 39 | 27 | 5 | 1 | | 80 |
| G | | 15 | 25 | 12 | 1 | 1 | | 54 |
| H | | 19 | 35 | 2 | | | | 56 |
| I | | 15 | 4 | 3 | 2 | 6 | | 30 |
| J | | 8 | 5 | 1 | | | | 14 |
| K | | 7 | 21 | 12 | 1 | 1 | | 42 |
| L | | | 1 | 5 | | 2 | | 8 |
| M | | 10 | 3 | | | | | 13 |
| N | | 1 | | | | | | 1 |
| Others | | 10 | 11 | 1 | 1 | 1 | | 24 |
| Total | | 112 | 223 | 80 | 24 | 36 | | 476 |

C. Northeastern University. The most common charge to come out of the Massachusetts project was "miscellaneous traffic," which includes such offenses as reckless and careless driving, driving uninsured and driving to endanger. A rundown of court assignment patterns on these charges is as follows:

| Judge | Hours | | | | | | Unknown N | Total N |
|-------|----------|------------|------------|------------|------------|----------|--------------|------------|
| | 0-9 N | 10-29 N | 30-49 N | 50-69 N | 70-89 N | 90+ N | | |
| A | | 5 | | 6 | | | | 12 |
| B | | 33 | 22 | 17 | 3 | 1 | | 78 |
| C | | | 1 | | | 3 | | 2 |
| D | | 4 | 2 | 2 | | 1 | | 8 |
| E | | 3 | 8 | 4 | | | | 15 |
| F | | 12 | 4 | 2 | | 1 | | 19 |
| Total | | 57 | 37 | 31 | 3 | 6 | | 134 |

D. Jacksonville. The most frequent charge leveled against JCRC clients was listed as driving under the influence of alcohol. Judicial sentencing patterns for this charge were:

| Judge | Hours | | | | | | Unknown | Total |
|--------|----------|----------|----------|----------|----------|----------|----------|-------|
| | 0-9 | 10-29 | 30-49 | 50-69 | 70-89 | 90+ | | |
| | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | |
| A | | | | 1 | 11 | | 12 | |
| B | | | | | 12 | 5 | 17 | |
| C | | | | 2 | 27 | 2 | 31 | |
| D | | | | 1 | 10 | 10 | 21 | |
| E | | | | | 14 | 1 | 15 | |
| F | | | | | 1 | | 1 | |
| Others | | | | 1 | 43 | 9 | 53 | |
| Total | | | | 5 | 118 | 27 | 150 | |

E. OAR/Durham. The common offense in Durham for community restitution clients was theft. The breakdown of assignments by judges reads:

| Judge | Hours | | | | | | Unknown | Total |
|--------|----------|----------|----------|----------|----------|----------|----------|-------|
| | 0-9 | 10-29 | 30-49 | 50-69 | 70-89 | 90+ | | |
| | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | |
| A | | | 11 | 3 | | | 14 | |
| B | | 5 | 21 | | | | 26 | |
| C | | 1 | 14 | 3 | | | 19 | |
| Others | | 1 | 11 | | 1 | | 13 | |
| Total | | 7 | 58 | 6 | 1 | | 72 | |

F. OAR/Fairfax. As all Fairfax clientele were charged with shoplifting, this narrow category of petty theft represents the entire Fairfax caseload. Also, all assignments, except one, were for 50 hours. An agreement by judges, prosecutors and the project to maintain this consistency of assignments was reached before the first client was referred.

G. OAR/Madison. The most common offense for which CS was utilized in Madison was assault. Because of this site's small overall number of clients and judges referring to the project, very little can be discerned from these data. Nevertheless, the following assignments were made on the basis of assault charges in Madison:

| Judge | Hours | | | | | | Unknown | Total |
|--------|----------|----------|----------|----------|----------|----------|----------|-------|
| | 0-9 | 10-29 | 30-49 | 50-69 | 70-89 | 90+ | | |
| | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | |
| A | | 2 | 13 | 2 | | | 17 | |
| Others | | | 12 | 1 | | | 13 | |
| Total | | 2 | 25 | 3 | | | 30 | |

H. PACT. The greatest percentage of PACT referrals came to project on liquor law violations. Following is a summary of assigned hours by Porter County judges for these liquor offenses:

| Judge | Hours | | | | | | Unknown | Total |
|--------|----------|----------|----------|----------|----------|----------|----------|-------|
| | 0-9 | 10-29 | 30-49 | 50-69 | 70-89 | 90+ | | |
| | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | |
| A | | 36 | 21 | 5 | | | 62 | |
| B | | 10 | 28 | 31 | | 3 | 72 | |
| Others | | | | 1 | | | 1 | |
| Total | | 46 | 49 | 37 | | 3 | 135 | |

I. San Francisco Pretrial. The primary offense category served by the San Francisco pretrial component was disorderly conduct. This category includes a multiplicity of offenses such as disturbance, obscene language, obstructing a police officer and inciting to riot. The distribution of hours assigned by judge for this offense was:

| Judge | 0-9 | 10-29 | 30-49 | 50-69 | 70-89 | 90+ | Unknown | Total |
|--------|----------|----------|----------|----------|----------|----------|----------|----------|
| | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> |
| A | | 10 | 22 | | 1 | | | 33 |
| B | | 19 | 23 | 3 | | | | 45 |
| C | | 6 | 9 | 3 | | 1 | | 19 |
| D | | 8 | 6 | 3 | 3 | | | 20 |
| E | | 12 | 10 | 1 | 8 | 3 | | 34 |
| F | | 12 | 16 | 1 | 1 | | | 30 |
| G | | 12 | 11 | 2 | | 1 | | 26 |
| Others | | 6 | | 1 | | | | 7 |
| Total | | 85 | 97 | 14 | 13 | 5 | | 214 |

J. San Francisco Postconviction. The final project, San Francisco's postconviction unit had most of their referrals come on the basis of driving under the influence (DUI) charges. The judicial sentencing patterns for this offense are as follows:

| Judge | Hours | | | | | | Unknown | Total |
|--------|----------|----------|----------|----------|----------|----------|----------|----------|
| | 0-9 | 10-29 | 30-49 | 50-69 | 70-89 | 90+ | | |
| | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> | <u>N</u> |
| A | | | | 1 | | | | 1 |
| B | | | | 1 | | | | 1 |
| C | | | 1 | 7 | 1 | 13 | | 22 |
| D | | | | | | 2 | | 2 |
| E | | | | 1 | | | | 1 |
| F | | | | 1 | | 2 | | 3 |
| G | | | | | | 2 | | 2 |
| Others | | 1 | 5 | 10 | 10 | 27 | | 53 |
| Total | | 1 | 6 | 21 | 11 | 46 | | 85 |

It must be kept in mind that factors other than the nature of referral offenses can be and are considered by judges in assigning community service hours. However, because of the homogeneity of the selection criteria of most of these projects, we feel the numbers presented here give an accurate representation of the length and consistency of sentencing among judges in the given sites.

Judges in Minnesota's Arrowhead region were very consistent in assigning theft offenders to 30-49 hours of community service work. In Baltimore County assignments for similar misdemeanor theft offenders varied widely between judges with 30-49 being the most widely used range.

The traffic offenses noted in the Northeastern project also yielded wide ranging assignment lengths from the judges studied. It should be noted, however, that traffic offenses can cover a wide range of severity, which could explain some of the variation. Jacksonville's DUI assignment pattern suggests that 70-89 hours was the range most often used by judges, representing 79 percent of the cases.

All OAR sites yielded consistency in judicial assignment trends. The Durham theft offenders were generally given 30-49 hours, while the Madison assault offenders also usually served 30-49 hours. As noted previously, all Fairfax clients were assigned 50 hours for petty theft.

The two PACT judges displayed varying sentencing patterns for first offender liquor violators assigned to community work. Assignments here varied from the 10-29 hour range to the 50-69 hour range for most defendants. The distribution of sentences for San Francisco pretrial also varied with judges assigning from 10 to 50 hours for disorderly conduct. Finally, most San Francisco judges tended to give long assignments for DUI offenses, with more than half falling in the 90 hours and over category.

It is interesting to compare sentencing patterns across projects for similar offenses. Theft was the primary referral offense in Arrowhead, Baltimore County, OAR/Durham, and OAR/Fairfax. Also, each of these projects concentrated on first offender misdemeanants. With the exception of Fairfax, theft assignments were in the 30-49 hour range. DUI was the most common offense in Jacksonville and for San Francisco's postconviction unit. Available data indicate judges at both sites tended to assign relatively long sentences of 70 hours or more for this charge.

Baseline comparisons. This analysis presents data on judicial sentencing patterns prior to the establishment of the community service option. The baseline consists of approximately 100 cases per site (excluding Northeastern and OAR/Madison) and denotes sentence types by judges, by offense. Because of the small number of cases per judge, only tentative conclusions about the trends of pre-CSRP sentences can be drawn.

Figure 18 presents data on judges active this year in community service assignments showing the various sentence alternatives of pre-CSRPs defendants. Experience from two judges from each project are used in this presentation.

Judges were selected for inclusion in this chart on the basis of their frequency of involvement in both community service assignment and in deciding baseline cases. The overall emerging trend here indicates that fines were used as a pre-CSRPs option more frequently than other alternatives by these particular judges.

2.c. What are the incremental costs of a community service restitution project?

2.d. How do the costs of the CSR program compare to the costs of alternative detention and sentencing options?

A study of the operating costs involved in running a combined community service/restitution program was conducted by Donald J. Thalheimer (1974). The study, "Cost Analysis of Correctional Standards: Community Supervision, Probation, Restitution, Community Service," presents a model budget for a combined program. Adjusting for inflation since that time and eliminating victim restitution personnel, we derive a current version of Thalheimer's model budget for a community service program (Figure 19).

This budget excludes the position of restitution coordinator and one support person, included in Thalheimer's model, to estimate the staff required for a pure community service project. His figures were multiplied by a factor of 1.76 to account for inflation since 1974. Mr. Thalheimer points out that these figures reflect an ongoing project. Therefore, higher costs would be evident, in the form of startup expenses for a new project.

To compute the possible cost advantages of community services, Figure 20 has been prepared which compares the per client costs of the LEAA projects to comparable costs for one alternative, jail. By computing the client cost per month and comparing it to the costs of housing the same people in local jails, we can get an idea of the savings generated in this area.

Client intake figures and local costs of incarceration were provided to DRI by the projects. Even though these are crude measures, it is obvious that in all cases, per client costs for community service are far less expensive than incarceration costs for the same clients.

Comparing these costs to available figures for the cost of probation community service, considering just comparable operating expenses, comes out to be more expensive. Thalheimer reports that in 1974 the monthly cost of

FIGURE 18

PRE-CSRP SENTENCING: BASELINE FIGURES

| Judges | Total Cases | Release | Jail | Fine | Probation | Combination Jail/fine Probation | Suspended Sentence | Special Programs | PBS/PJC | Other |
|-------------------------|-------------|---------|------|------|-----------|---------------------------------|--------------------|------------------|---------|-------|
| <u>Arrowhead</u> | | | | | | | | | | |
| 1 | 28 | 5 | 1 | 20 | | | 1 | 2 | | |
| 2 | 28 | 6 | 1 | 16 | | 1 | 1 | 3 | | |
| <u>Baltimore County</u> | | | | | | | | | | |
| 1 | 9 | | | 1 | 6 | 1 | | | | |
| 2 | 12 | 1 | | | 8 | 2 | | | 1 | |
| <u>Jacksonville</u> | | | | | | | | | | |
| 1 | 10 | 4 | 4 | 1 | | 1 | | | | |
| 2 | 16 | 3 | | 12 | 1 | | | | | |
| <u>OAR/Durham</u> | | | | | | | | | | |
| 1 | 28 | 13 | 1 | 9 | | 1 | 2 | | 1 | 1 |
| 2 | 25 | 12 | | 8 | | 1 | | 1 | 2 | 1 |
| <u>OAR/Fairfax</u> | | | | | | | | | | |
| 1 | 20 | 4 | 2 | 11 | | 3 | | | | |
| 2 | 20 | 1 | | 14 | | 5 | | | | |
| <u>PACT</u> | | | | | | | | | | |
| 1 | 57 | | 1 | 49 | | 5 | | | 1 | 1 |
| 2 | 28 | | 2 | 13 | | 11 | | | | 2 |
| <u>San Francisco</u> | | | | | | | | | | |
| 1 | 11 | 4 | 2 | | 2 | 3 | | | | |
| 2 | 18 | 7 | 1 | | 1 | 9 | | | | |
| TOTAL | 310 | 60 | 15 | 144 | 18 | 42 | 4 | 6 | 5 | 5 |

FIGURE 19
MODEL BUDGET FOR COMMUNITY SERVICE PROGRAM

| | Average High | Percent of Total Operating Costs | Average Low | Percent of Total Operating Costs |
|--------------------------------|--------------|----------------------------------|-------------|----------------------------------|
| <u>Personnel</u> | | | | |
| Community Service Coordination | 25,870 | 16.1 | 19,150 | 16.0 |
| Two Interviewers | 45,031 | 28.0 | 34,443 | 28.8 |
| Two Support Personnel | 23,232 | 14.4 | 17,994 | 15.0 |
| Total Salaries | 94,133 | 58.5 | 71,587 | 59.9 |
| Fringe Benefits (15%) | 14,120 | 8.8 | 10,738 | 9.0 |
| Total Personnel Costs | 108,253 | (67.3) | 82,325 | (68.8) |
| <u>Nonpersonnel</u> | | | | |
| Rent, Utilities | 14,344 | 8.9 | 10,560 | 8.8 |
| Communications | 7,216 | 4.5 | 5,280 | 4.4 |
| Supplies | 7,920 | 4.9 | 5,808 | 4.9 |
| Travel | 7,920 | 4.9 | 5,808 | 4.9 |
| Training | 2,816 | 1.8 | 2,112 | 1.8 |
| Purchased Services | 9,918 | 6.2 | 5,951 | 5.0 |
| Other | 2,464 | 1.5 | 1,760 | 1.5 |
| Total Nonpersonnel Costs | 52,590 | (32.7) | 37,279 | (31.2) |
| <u>Total Operating</u> | | | | |
| Costs | 160,843 | (100.9) | 119,604 | (100.0) |
| <u>Average Costs</u> | <u>High</u> | <u>Low</u> | <u>Mean</u> | |
| At 300 Referrals/Mo. | 44.68 | 33.22 | 38.95 | |
| At 200 Referrals/Mo. | 67.02 | 49.84 | 58.43 | |
| At 100 Referrals/Mo. | 134.04 | 99.68 | 116.86 | |

FIGURE 20

CSRP CLIENT COSTS AND COMPARABLE COSTS OF INCARCERATION

| PROJECT | Total Cost (21 months) | Cost per Month | Number of Clients Served | Client Served per Month | Monthly Per Client Cost | Local Monthly Cost per Jail Inmate |
|---------------------|---------------------------|-------------------|--------------------------------|-------------------------------|-------------------------------|---|
| Arrowhead | \$ 163,377 | \$ 9,077 | 402 (18 months) | 22.3 | \$ 407.00 | Not Available |
| Baltimore County | \$ 111,260 | \$ 6,181 | 2,051 (18 months) | 114 | \$ 54.17 | \$ 1,083 |
| Northeastern | \$ 231,046 | \$ 12,836 | 1,000 (18 months) | 71.4 | \$ 179.78 | \$ 1,250 |
| Jacksonville | \$ 145,819 | \$ 8,101 | 1,108 (18 months) | 61.6 | \$ 131.51 | \$ 909 |
| OAR | \$ 255,848 | \$ 14,214 | 857 (18 months) | 47.6 | \$ 298.61 | \$ 473 (Average-Fairfax Durham, Madison) |
| PACT | \$ 121,176 | \$ 6,732 | 694 (19 months) | 36.5 | \$ 184.44 | \$ 555 |
| San Francisco | \$ 349,992 | \$ 19,444 | 3,092 (18 months) | 171.1 | \$ 113.64 | \$ 1,110 |

minimum supervision for probationers in urban counties was \$10.13 per client. Adjusted for today's dollars, this figure goes up to \$17.83 per client month. However, in any cost analysis of community service, the value of the work done by CS volunteers must be taken into account. DRI figures for the LEAA projects, based on clients terminated through January 1981, yields the following:

- Arrowhead--\$58,505 (11,701 hours @ \$5 per hour)
- Baltimore County--\$167,279 (53,961 hours @ \$3.10 per hour)
- Northeastern--\$89,596 (22,399 hours @ \$4 per hour)
- Jacksonville--\$140,920 (45,458 hours @ \$3.10 per hour)
- OAR/Durham--\$10,986 (3,544 hours @ \$3.10 per hour)
- OAR/Fairfax--\$38,818 (12,522 hours @ \$3.10 per hour)
- OAR/Madison--\$12,859 (4,148 hours @ \$3.10 per hour)
- San Francisco Pretrial--\$62,675 (20,218 hours @ \$3.10 per hour)
- *San Francisco Postconviction--\$99,804 (32,195 hours @ \$3.10 per hour)

The total value of work performed by CSRP volunteers comes to \$681,442. Other benefits, mostly intangible and basically unmeasurable, are derived from community service assignments. Offenders avoid possible loss of employment by doing community service in their spare time rather than serving jail time. An alternative to fines for those who cannot afford them, i.e., Arrowhead, San Francisco Postconviction, becomes available. Finally, through vocational counseling provided by CS project, or by gaining full-time employment through placement sites CS volunteers can improve their own financial situations. Examples of this latter circumstance are OAR/Fairfax and Arrowhead where several volunteers became full-time or part-time employees of the agencies in which they completed their community service assignments. Also, in Fairfax and several other sites, some clients selected to continue their volunteer services beyond completion of their community service obligations.

*Because of the inordinate length of sentences for SFPCU clients considering only terminations gives a misleading account of actual hours worked at any given time. Therefore, DRI's figures were bolstered by project data to include hours completed by clients still in process at the end of January 1981. DRI's original figures showed 400 terminated clients completing 20,068 hours of work worth \$62,211.

3.a. Are there existing state or local laws that facilitate or inhibit the use of community service restitution?

Laws are on the books in most jurisdictions where CSR projects operated sanctioning community service and other alternatives. Following is a list of these statutes and a brief description of the contents of each:

Minnesota: State Statute 241.31--The law allows units of government or nonprofit corporations to operate community corrections program state statute 241.26 (Huber Work Release Law). This law allows for the release of incarcerated persons to work in community release projects.

Massachusetts: Chapter 781 of state statutes--This law permits the District Courts to release pretrial defendants to programs of community supervision and service.

Baltimore County: Article 27, Sections 641 and 292 of Annotated Code of Maryland--This legislation permits nonviolent misdemeanants and felons to work in community service in lieu of fines or incarceration.

Jacksonville:

- Florida Statute 948.031--this allows the court to make community service an option of probation
- Florida Statute 775.091--the court may order community service in addition to specified punishment.
- Municipal Ordinance 79-731-439--this law permits correctional officials to award gain time to work furlough inmates as compensation for completion of community service hours.

San Francisco:

- Section 490.5 of Penal Code of California--petty theft offenders may be permitted by the court to do public service work in place of fines.
- Section 1001--This is the basic statute outlining the procedures for pretrial diversion.

Indiana: State Statute Section 145.16 35-7-2-1 PL 148, Section 22(5)--this deals with provisions for victim restitution.

3.b. Is there evidence that CSRP projects are impacting the legal system?

The following paper, prepared by Professor William Beaney of the University of Denver College of Law, discusses the mutual impacts of community service and the legal system. It emphasizes legal issues which might arise from implementation of a CS project.

**LEGAL ISSUES ARISING FROM
COMMUNITY SERVICE RESTITUTION PROGRAMS**

I. Sentencing Alternative

When a judge is faced with imposing sentence after a plea of guilty or finding of guilt, he or she is normally confined by statute. There is no inherent judicial power to impose community service or any other penalty simply because this action appears socially desirable. Normally, a criminal act is defined by, and the penalty authorized by, a legislative or local governing body. Even in those few jurisdictions in which common law crimes still exist, the penalty must be assessed by reference to a statute setting forth the penalty for commission of a crime of comparable severity.

If there is no authority at law to impose a penalty other than a fine, imprisonment or both, the question arises whether or not a person adjudged guilty can "consent" to the imposition of a different or additional penalty. The obvious answer is that an official act not based on legal authority is ultra vires and hence, impermissible. In other words, consent of the person affected cannot supply authority for acts which require legislative authorization. This follows regardless of the form of punishment to which consent is given if not prescribed by statute, e.g., a convicted person cannot consent to be imprisoned for a period beyond that provided by statute, nor agree to a fine larger than provided by statute, and cannot consent to imprisonment at hard labor when only simple imprisonment is statutorily authorized. Similarly, a person cannot "consent" to work four hours a week for 13 weeks when such a penalty is not authorized by statute. Agreements between judges, prosecuting attorneys, public defenders and other agencies to operate a CSR program have no legal authorization. There are, however, reasons why this legal limbo exists, and why it remains unchallenged.

While consent cannot replace a deficient legal basis for sentencing, it can explain the absence of challenges to CSR sentences. The simplest case is where a defendant has counsel, retained or a public defender, and the prosecutor is willing to offer a CSR option. The defendant can, in theory, refuse to accept this alternative and may insist on fine and/or imprisonment as provided by statute. What has the defendant gained? Certainly, the public response to the offender serving a penalty of community service will be more favorable at the time of sentencing, and subsequently, if the record of conviction of the offender becomes relevant in a subsequent action, for example, where "good moral character" must be shown. Only if counsel had reason to believe that the CSR sentence clearly is in addition to the legislatively authorized sentence will he or she have reason to advise the client to refuse consenting to CSR. The likelihood of this situation occurring is slight. If judges were consistently to add CSR penalties to those specifically authorized, consent would rarely be forthcoming. It is possible, however, that inexperienced counsel or uncounseled defendants might be treated unfairly because of their

lack of familiarity with established sentencing patterns and thus, will agree to offers that exceed in severity the normal penalty. It would be possible by empirical analysis to determine if this were occurring in a particular jurisdiction, but no individual defendant would be likely to pursue such an expensive technique, and if a challenge to the fairness of the CSR penalty is raised subsequent to disposition and before action to appeal the sentencing, the judge is always free to impose up to the maximum provided by statute. If the original sentence is challenged on appeal (which involves a substantial additional expense), the trial judge will likely not be allowed to increase the fine/imprisonment portion of the sentence. Realistically, the challenge would most likely be maintained through the Office of the Public Defender, a legal aid office, or other public interest group. Since most of these groups are eagerly seeking alternatives to imprisonment for those who commit less serious crimes, they may prefer not to destroy the chances of gaining large scale use of CSR programs.

Another explanation of why CSR sentencing goes unchallenged is the combination of the habitual reverence displayed toward judicial discretion in sentencing and the curious ambiguities surrounding the granting of probation. It is true that there is a current revulsion against excessive discretionary sentencing power of judges, reflected in the movement toward mandatory sentencing laws, but this is largely a response to the imposition of probation or light sentences for serious offenders. Nevertheless, it has been customary to allow judges almost complete discretion in sentencing, so long as that discretion is exercised within statutory limits. Even the process by which sentences can sometimes be reduced by trial courts after a designated period, or by higher courts on appeal in an occasional case, simply reflects the way the judiciary handles the occasionally difficult case where a harsh original sentence may be in response to community opinion. In addition, probation has been made available as a sentence, or part thereof, with the judges empowered to set reasonable conditions for compliance. "Reasonable conditions" is a term that is difficult to understand. It allows judges to impose a wide range of restrictions on the defendant that would be intolerable if not justified by the supposed connection between the condition and the rehabilitation of the convicted person. The fact that these restrictions would constitute unconstitutional deprivations of the rights of an unconvicted person is not decisive. For example, a person on probation can be denied access to bars and other designated places, may be required to retain particular employment, or be forbidden to associate with certain persons. His or her personal living habits may be subjected to rules. Nevertheless, all conditions must appear to be rationally related to the continued orderly behavior and rehabilitation of the defendant.

It is arguable that the imposition of a duty to perform socially useful work may aid in rehabilitation. It may reduce the defendant's guilt feelings; it may initiate or reinforce good work habits for defendants who have been deficient; it may lead to better employment opportunities for defendants who have not found satisfactory jobs in the past. In spite of these factors, there is

no scaping the fact that the assigned work is in the nature of a penalty, comparable to both incarceration and a fine, insofar as one's freedom of action is curtailed and the work performed has an ascertainable monetary equivalent.

II. The Diversion Process

Legal issues may arise from the Community Service Restitutio Program at a different phase of the criminal justice process. First, it may be employed as part of a broad diversion program effort, whether or not authorized by statute. In a diversion program, CSR comes into effect after the filing of a charge, but before a formal judicial hearing on the merits takes place. Any CSR that attempts to operate before the filing of a charge has an extremely weak basis; such an effort runs the risk of being held in violation of due process, and a violation of the involuntary servitude provision of the 13th Amendment. It represents a kind of institutionalized legal blackmail, since there is no authoritative action beyond the original charge declaring but not deciding that a particular individual has committed a particular offense and that the arresting official felt that there existed probable cause to bring that individual to trial. A filing at least accomplishes that much. It also declares the nature of the offense(s) and gives notice to the accused of the risks faced if, instead of accepting the CSR alternative, he or she insists on a judicial hearing with the possibility of imprisonment and/or fine.

It seems clear that a diversionary CSR program gains a measure of legal strength if authorized by statute though it must be remembered that statutory authority cannot convey unconstitutional powers. Just as the limits on the sentencing powers of courts derive from legislation, so does the entire criminal justice system beginning with police action through convictions rely directly, or through legislatively delegated powers, on the actions of the legislature. If there is no legislative basis for a CSR program; it must derive its legal authority from the inherent powers of the courts, which, while not insubstantial, are strongest with respect to the internal operation of courts and occasional external matters (such as finance) that impinge seriously on the successful operation of courts. A CSR program, if viewed as a sentencing alternative, does not fit logically into the inherent power concept prior to the sentencing stage, at which point a sound argument can be made that the judge's discretionary power over the conditions of probation is sufficiently broad to justify the employment of a CSR program along with other conditions as part of the sentencing process. This argument is persuasive only if the CSR was determined to be coexistent with probation, which may not be a CSR objective.

A less weighty argument is that if the inherent power of the court is insufficient to justify diversionary use of CSR, then the prosecution's powers combined with that of the court may be sufficient. The underlying theory is that the prosecutor is simply foregoing the use of his or her authority to subject the defendant to trial due to the defendant's voluntary assumption of the duty

to perform socially useful work as a preferable alternative to trial and its possible adverse consequences. In the absence of legislative authority, a system operating on the basis of voluntary acceptance of diversionary CSR, and based on the inherent power of courts and the discretionary powers of a prosecutor, leaves serious questions of legality and constitutionality.

Assuming that there is a statutory basis, or that courts will uphold CSR programs for the reasons discussed, the legal issues remain. These issues are relevant both to the sentencing and diversion phases.

III. Specific Issues

Right to counsel. In at least one well-conceived set of standards for the operation of diversion programs, a right to counsel at this stage is prescribed. National Association of Pre-Trial Service Agencies, Pretrial Diversion (1978) Standard 1.1. This is based on the pretrial notice of the decision to waive trial and other rights associated with trial (confrontation, summoning of witnesses, and is relevant to both diversion and guilty pleas, etc.). Yet the current constitutional doctrine is that counsel does not have to be appointed for indigent defendants in misdemeanor cases, so long as no imprisonment is imposed. Scott v. Illinois 440 U.S. 367 (1979). Impossibility of imprisonment appears to avoid the necessity of appointing counsel. Is it realistic to rely on this ruling where voluntary CSR programs are in operation on the assumption that only imprisonment compels appointment of counsel? It can be argued that required work of social value is more analogous to imprisonment than to a fine. The contrary position can also be asserted, especially since the defendant has "volunteered" for service, while imprisonment is imposed by the court. Should the Supreme Court be faced with this issue for resolution, it appears that the Court would not insist on appointed counsel for indigent defendants (all financially able defendants can, of course, retain counsel if they wish). At least this would be true if the responsible courts and agencies had made certain provisions that such defendants were to be fully advised of their rights and alternatives, and in appropriate cases made it possible for those defendants who needed legal advice to receive the assistance of counsel. On policy grounds, a strong argument can be made in support of a right to appointed counsel for every indigent defendant who does not waive representation. The key element is cost, particularly in those districts that lack a well-finished public defender's office.

Voluntariness of waiver. This is a crucial element in the legal viability of CSR programs, whether as part of a diversion program or where the defendant pleads guilty and chooses a public service alternative to conventional sentencing.

Voluntariness is not a simple legal concept, but rather, is one that is given different meanings by the courts, depending on context and the kind of interests involved. For present purposes, it can range in meaning between an

informed, conscious waiver, where the actor understands and appreciates the making and consequences of the alternatives to a decision by a defendant that is not coerced in any obvious way. Since the waiver of trial can be deemed a critical stage in a judicial proceeding, the better view is that a CSR defendant should receive very careful, detailed advice from a responsible official or an attorney before a waiver of trial is accepted. The nature of the CSR responsibilities should be outlined in as much detail as possible so that the waiver will be "informed." The natural tendency to slide into a facile bureaucratic routine in advising defendants must be resisted. This is why advice by counsel has inherent advantages over advice by an administrative officer. It is unrealistic to assign the full advisory function to the judge, although the judge's role in advising is an important one.

Involuntary servitude. The law is clear that imposing work duties on a convicted person is permissible under the 13th Amendment. Does it make a difference if the work task is voluntarily assumed as part of a diversion program? So long as the voluntariness is established, no different result should follow, especially if there is a statutory basis for a CSR program. In the absence of legislative authority, and in the absence of a finding of guilt (which might justify CSR as a condition of probation), the argument would have to rest on the fact that the required labor is not "involuntary," but rather it is assumed by the defendant as an alternative to undergoing trial and other punishment. Any form of pressure sufficient to dispel the volitional nature of the defendant's choice, of course, destroy this rationale.

Cruel and unusual punishment. The 8th Amendment outlaws not only cruel forms of punishment but has been interpreted as preventing the imposition of penalties that are disproportionate to the seriousness of the offense. A case decided in the 1979 term of the Supreme Court is instructive of the generous view the Supreme Court takes of disproportionality. In Rummel v. Estelle, 63 L. Ed. 2d 382 (1980), the Court upheld a life sentence imposed by a Texas court under a recidivist law for three nonviolent offenses involving respectively \$80, \$28.36, and \$120.75. One should not infer too much from such a case, especially where the vote was 5-4, but language in the opinion displays a reluctance by the court to second guess legislatures with respect to sentencing. It is highly unlikely that any reasonable system of voluntarily assumed work assignments would cause the courts to hold the program unconstitutional. There is the possibility that a program calling for heavy work assignments in addition to other penalties might, if coupled with evidence of involuntariness, cause the court to uphold a cruel and unusual claim, but the chance seems remote.

Equal protection of the laws. A final problem that may require attention results from the very nature of the CSR programs--the need to assign participants to local positions where they will remain under local control. This means that offenders who otherwise would fully qualify for work assignment under the program may not be eligible. Is this necessarily a fatal shortcoming? It simply is not a satisfactory answer to argue that anyone is eligible and that

the costs are simply more severe for nonlocal offenders. The better answer has to be that the sentencing process necessarily must take into account the realities, and so long as the nonlocals are not given a disproportionately greater total sentence of diversion penalty, the equality principle is upheld and nonlocals are not denied equal protection, nor are out-of-state offenders denied Article IV, Section 2 privileges and immunities. To help the courts accept the principle that the penalties imposed on nonlocals are substantially equivalent in severity, it is necessary that the schedule of penalties should be well considered. In some cases it may be that the local offenders will be the deprived group if judges and others responsible for CSR program administration become obsessed with automatically assessing a job assignment.

IV. Insurance

It is important that each community and state ascertain the legal status of claims which those in CSR programs may produce by their activities which cause harm to others, or to themselves. In many instances it will be necessary to introduce new legislation, either to extend state liability or to make certain that CSR program participants are covered by existing liability provision.

As an alternative, programs must live in a state of uncertainty and await the outcome of various lawsuits before their legal obligations are clarified. A particular problem may arise from assignment of participants to private organizations, e.g., churches, YMCAs, etc. A question worthy of note with respect to assignment to church groups is whether this is an impermissible form of state aid to religion in violation of the 1st Amendment.

But more immediately the question is whether these private organizations are insured in such a way that CSR program participants are covered. These questions may be clarified through consultation with the insurance carriers of these organizations. Either existing policies can be modified, or existing governmental coverage can be changed to insure that CSR program-related liabilities are accounted for. Finally, new legislation is necessary. The problems relating to insurance coverage should not be ignored as a potentially prohibitive cost of the effective use of the CSR programs.

V. Conclusion

A number of legal and constitutional issues will likely arise from the operation of CSR programs. The best way to avoid most of the anticipated difficulties is to take a number of preventive measures. These include the following:

1. Statutorily authorize and outline the nature of CSR programs.

2. Strive to provide offenders with the fullest advice possible, by counsel or in other ways if counsel is not provided.
3. Insist on fairness and equivalence in providing CSR program work assignments vis-a-vis imprisonment and fines. This is extremely important in dealing with nonlocal offenders.
4. Avoid excessively heavy work assignments to avoid the cruel and unusual punishment argument.
5. Stress the truly volitional nature of the offender's choice, both at the diversion and sentencing stages.

4. **What are the attitudes of criminal justice staffs toward the implementation of community service restitution?**

Telephone surveys of criminal justice personnel in each of the sites were undertaken by DRI staff. The questionnaires (see Appendix II) were designed to evaluate the CS concept and the acceptance of the projects in the communities they served. In addition, placement agencies and some support service agencies were queried. Overwhelming support for the concept and the project was voiced by those questioned. Summaries of the results are found in each case study.

Generally, those surveyed expressed support for the community service option and confirmed good working relationships with project staffs. The judges questioned in those sites where CS was implemented primarily as a sentencing alternative generally felt the option gave them a necessary avenue to follow in addition to traditional sentences of jail and fines.

A strong majority of all judges interviewed stated a feeling that community service was a deterrent to future criminal activity for early and minor offenders. The opinion was frequently expressed that the punitive aspects of the service performed act as a constant, indelible reminder of the referral violation, thus convincing offenders of the inadvisability of further criminal involvement. Many judges also believed that the programs, which generally included nonserious, adult, first and second time offenders could and should expand their eligibility criteria to handle juveniles and minor felony adult offenders.

Prosecutors, especially those working with community service as a pretrial diversion alternative, generally viewed CS as an effective tool to reducing prosecution caseloads. It was also seen as a plea bargaining tool where used as a sentencing alternative. While several prosecutors felt the CS option could be extended to more serious, i.e., felony offenders, most that we talked to expressed the opinion that its effectiveness is limited to first or second time defendants charged with misdemeanors.

The public defenders surveyed by DRI were strongly in favor of community service as an alternative to jail or fines. Many felt that current restrictive eligibility criteria should be expanded to include juveniles and more serious adult offenders. Several defenders voiced the opinion that CS hours assigned by judges were too excessive at times and assignment lengths were often arbitrarily imposed. Also, some of the defenders, primarily those working in jurisdictions with pretrial CS projects, expressed fears of possible abuses of the option by prosecutors, whereby the community service option may be invoked as an alternative to dismissal.

Finally, probation officers generally viewed community service as an effective mechanism to either reduce their caseloads or cut back the time required for supervision of their "minor" cases. At the same time, they usually

saw community service as a viable and worthwhile alternative for offenders, compared to traditional sentences.

Recommendations

Community service restitution has been demonstrated to be an acceptable and welcome sentencing alternative in all of the jurisdictions in which the LEAA program operated. A number of persons active in the pretrial release field (including the authors) have questioned the use of CS as a pretrial diversion alternative. The sites that had pretrial components, however, used community service together with a form of deferred prosecution and, although all the data are still not in, these sites experienced no legal challenges to this mode of release and there has been positive feedback on its worth to the defendant and to the criminal justice system. Intensive efforts by project staff to publicize CS and encourage its use by the courts were observed during the early part of the program. These activities appeared to be less necessary as the program matured and demonstrated its value. This was interpreted as additional evidence of the acceptability of CS.

Community service programs require substantial resources for special staff people to screen and match clients, establish and maintain job assignments, monitor clients, and sustain their credibility with referral agencies and with the courts. Many of the cost-related benefits of CS, however, are intangible and indirect. The use of CS as an alternative to any form of incarceration or as a means to reduce the length of incarceration had the most direct impact on reducing criminal justice costs, as well as contributing to the reduction of overcrowded jails. However, few jurisdictions utilized CS in this way.

A comprehensive set of process recommendations is presented in a companion document to this report, "Handbook on Community Service Restitution." The Table of Contents from that report is appended (Appendix III). The principle recommendations of the evaluation study are summarized briefly below:

1. When not constrained by law or other external forces, projects need not limit themselves to serving only defendants charged with misdemeanors and with no prior criminal history. The CSRP experience has shown no marked differences in success levels of CS sites that include some felons and some repeat offenders in their eligibility criteria.
2. Community service programs experience greater and more consistent support when they are administratively linked to an agency of the local criminal justice system or to a local agency with strong well established ties to the criminal justice system. Further, once policy has been established,

project managers require a high degree of autonomy and support in the day-to-day operations.

3. A CS project should propose realistic objectives to guide its course of operations. Careful planning with referral agencies, impacted segments of the criminal justice system, placement agencies, and the general community contributes to the development of goals and objectives.
4. A community service restitution project requires strong, reliable commitments from referral and placement agencies. These commitments should be secure before a program opens its doors. These agencies can continue to be involved in planning and ongoing advisory capacities through their inclusion on an Advisory Board.
5. When the people who initiate, plan and develop support for a CS program are intimately involved in the operation, the projects experience fewer delays, more cooperation and higher productivity. An increased amount of project documentation, including the minutes of Advisory Board meetings, can help to reduce the confusion of inevitable staff turnover.
6. Great care should be exercised in screening CS volunteers. Frequently DRI observed minimal amounts of time spent with interviewing clients and reviewing criminal and mental health histories. Although no serious problems resulted at any of the sites studied, the potential harm that could result from ill-advised project assignments should be of concern to CS programs, and staff training and preparation should emphasize the importance of appropriate screening and matching activities.
7. Projects working with probation referrals should meet on a continual basis with probation staff to draw clear lines of authority and responsibility. We recommend that the community service staff, especially with minimal supervision clients, assume the major role in day-to-day supervision of probationers. Probation officers should be responsible for their client's court obligations.
8. CS projects should strive to develop "meaningful" types of placements as opposed to menial jobs whenever possible. Although success rates were high at sites where both types of positions were prevalent, client satisfaction was obviously higher in the former case. Even though no hard evidence exists, most participants indicated that the chances of long-

term volunteer employability and reduced recidivism are enhanced through efforts to create interesting CS placements. The type of assignment should be consistent with the articulated purpose of the CS program, i.e., rehabilitation, punitive, etc.

9. Projects should encourage referral agents to adopt consistent assignment patterns to avoid charges of discriminant sentencing.
10. Where it does not already exist, community service advocates should work toward the passage of supporting legislation.
11. CS implementors should guard against using community service where suspended sentences or unsupervised probation would have been equally effective.

The results of these programs indicate that community service should probably not be undertaken **solely** as a cost effective option, as a means to reduce jail overcrowding, as a technique to reduce recidivism or as a realistic alternative to reduce probation caseloads. It has been determined to be only marginally, if at all, effective in attaining any of these objectives. CS does seem to be an effective alternative for fines in those instances where inability to pay fines levied could result in additional criminal justice involvement, and even though it has not made a dramatic contribution to any of the areas mentioned, it has been a satisfactory option for the community, the criminal justice system and the offender. The evaluation of this program has determined that community service is a workable and acceptable criminal justice option. An experimental design would be needed to develop more definitive data on the impacts of community service as a sentencing or pretrial diversion alternative.

APPENDIX I
CSRP Data Tables

TABLE 7
CLIENT PRIOR ARREST HISTORY

| Priors Felonv Charges | Arrowhead | | Baltimore | | Northeastern | | Jacksonville | | OAR/ Durham | | OAR/ Fairfax | | OAR/ Madison | | PACT | | San Francisco Pretrial | | San Francisco Postconviction | | Total | |
|-----------------------------|-----------|-------|-----------|-------|--------------|-------|--------------|-------|----------------|-------|-----------------|-------|-----------------|-------|------|-------|---------------------------|-------|---------------------------------|-------|-------|-------|
| | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % |
| None | 267 | 92.7 | 1068 | 81.4 | 653 | 93.3 | 252 | 40.6 | 32 | 29.6 | 251 | 100.0 | 88 | 92.6 | 1 | 0.2 | 364 | 48.1 | 153 | 38.3 | 3129 | 63.4 |
| 1 | 11 | 3.8 | 35 | 2.7 | 30 | 4.3 | 88 | 14.2 | 1 | 0.9 | | | 1 | 1.0 | | | 251 | 33.2 | 53 | 13.3 | 470 | 9.5 |
| 2 | 1 | 0.3 | 11 | 0.8 | 13 | 1.9 | 6 | 1.0 | | | | | | | | | 94 | 12.4 | 34 | 8.5 | 159 | 3.2 |
| 3 | | | 5 | 0.4 | 1 | 0.1 | 4 | 0.6 | | | | | | | | | 28 | 3.7 | 33 | 8.2 | 71 | 1.4 |
| 4 or more | | | 2 | 0.2 | 1 | 0.1 | 2 | 0.3 | 1 | 0.9 | | | 1 | 1.0 | | | 16 | 2.1 | 91 | 22.7 | 114 | 2.3 |
| Unknown | 9 | 3.1 | 191 | 14.5 | 2 | 0.3 | 269 | 43.3 | 74 | 68.6 | | | 5 | 5.3 | 404 | 99.8 | 3 | 0.4 | 36 | 9.0 | 993 | 20.1 |
| TOTAL | 288 | 100.0 | 1312 | 100.0 | 700 | 100.0 | 621 | 100.0 | 108 | 100.0 | 251 | 100.0 | 95 | 100.0 | 405 | 100.0 | 756 | 100.0 | 400 | 100.0 | 4936 | 99.9 |
| Misdemeanor Charges | | | | | | | | | | | | | | | | | | | | | | |
| None | 216 | 75.0 | 814 | 62.0 | 475 | 67.9 | 22 | 3.5 | 31 | 28.7 | 249 | 99.2 | 79 | 83.1 | 1 | 0.2 | 136 | 18.0 | 79 | 19.8 | 2102 | 42.6 |
| 1 | 29 | 10.0 | 220 | 16.8 | 119 | 17.0 | 17 | 2.7 | 6 | 5.6 | 2 | 0.8 | | | | | 185 | 24.5 | 66 | 16.5 | 644 | 13.1 |
| 2 | 14 | 4.9 | 63 | 4.8 | 44 | 6.3 | 14 | 2.2 | 1 | 0.9 | | | 3 | 3.2 | | | 190 | 25.1 | 47 | 11.7 | 376 | 7.6 |
| 3 | 4 | 1.4 | 16 | 1.2 | 27 | 3.9 | 6 | 1.0 | 1 | 0.9 | | | 2 | 2.1 | | | 81 | 10.7 | 42 | 10.5 | 179 | 3.6 |
| 4 or more | 5 | 1.7 | 12 | 0.9 | 31 | 4.4 | 5 | 0.8 | 1 | 0.9 | | | 5 | 5.3 | | | 162 | 21.4 | 130 | 32.5 | 351 | 7.1 |
| Unknown | 20 | 6.9 | 187 | 14.3 | 4 | 0.5 | 557 | 89.7 | 68 | 63.0 | | | 6 | 6.3 | 404 | 99.8 | 2 | 0.3 | 36 | 9.0 | 1284 | 26.0 |
| TOTAL | 288 | 100.0 | 1312 | 100.0 | 700 | 100.0 | 621 | 100.0 | 108 | 100.0 | 251 | 100.0 | 95 | 100.0 | 405 | 100.0 | 756 | 100.0 | 400 | 100.0 | 4936 | 100.0 |

TABLE 11
TYPE OF SENTENCE IMPOSED WITH COMMUNITY SERVICE

| Sentence | Arrowhead | | Baltimore | | Northeastern | | Jacksonville | | OAR/ Durham | | OAR/ Fairfax | | OAR/ Madison | | PACT | | San Francisco Pretrial | | San Francisco Postconviction | | Total | |
|--------------------------------|-----------|-------|-----------|-------|--------------|-------|--------------|-------|----------------|-------|-----------------|-------|-----------------|-------|------|-------|---------------------------|-------|---------------------------------|-------|-------|-------|
| | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z |
| No sentence (PR) | 4 | 1.4 | | | 16 | 2.3 | 136 | 21.9 | 85 | 78.7 | 251 | 100.0 | 78 | 82.1 | | | 752 | 99.5 | 2 | 0.5 | 1324 | 26.8 |
| Formal Probation | 90 | 31.3 | 5 | 0.4 | 52 | 7.4 | 50 | 8.0 | | | | | 8 | 8.4 | | | | | 10 | 2.5 | 215 | 4.4 |
| Informal Probation | 16 | 5.6 | 4 | 0.3 | 4 | 0.6 | 5 | 0.8 | | | | | 6 | 6.3 | 1 | 0.2 | | | 3 | 0.7 | 39 | 0.8 |
| Suspended Sentence | 3 | 1.0 | 17 | 1.2 | 16 | 2.3 | 1 | 0.2 | | | | | 1 | 1.1 | | | | | | | 38 | 0.7 |
| Jail | 4 | 1.4 | | | | | 31 | 4.9 | | | | | | | 16 | 4.0 | 1 | 0.1 | 180 | 45.0 | 232 | 4.7 |
| Fine | 113 | 39.2 | | | | | 1 | 0.2 | 1 | 1.0 | | | 1 | 1.1 | 3 | 0.7 | | | 140 | 35.0 | 259 | 5.2 |
| Jail and Fine | 10 | 3.5 | 1 | 0.1 | | | 4 | 0.6 | | | | | | | 198 | 48.9 | | | 56 | 14.0 | 269 | 5.4 |
| Part-Time Jail | | | | | | | 333 | 53.6 | | | | | 1 | 1.1 | 8 | 2.0 | | | | | 342 | 6.9 |
| Work Release | | | 2 | 0.2 | | | 47 | 7.6 | | | | | | | | | | | | | 49 | 1.0 |
| Inf Prob/ Jail/Fine | 4 | 1.4 | | | | | 3 | 0.5 | 1 | 1.0 | | | | | 121 | 29.9 | | | 1 | 0.3 | 130 | 2.6 |
| Formal Prob/ Jail/Fine | 13 | 4.5 | | | | | 4 | 0.6 | | | | | | | 36 | 8.9 | | | | | 53 | 1.2 |
| Probation be- fore judgment | 18 | 6.2 | 1277 | 97.3 | 1 | 0.1 | 1 | 0.2 | | | | | | | | | | | | | 1297 | 26.3 |
| Prayer for judgment cont | | | | | 1 | 0.1 | | | 17 | 15.6 | | | | | | | | | | | 18 | 0.4 |
| Continuance | 11 | 3.8 | | | 606 | 86.6 | 1 | 0.2 | | | | | | | | | | | | | 618 | 12.5 |
| Other | 2 | 0.7 | | | 2 | 0.3 | 4 | 0.6 | 1 | 1.0 | | | | | 17 | 4.2 | | | 2 | 0.5 | 28 | 0.6 |
| Unknown | | | 6 | 0.5 | 2 | 0.3 | | | 3 | 2.7 | | | | | 5 | 1.2 | 3 | 0.4 | 6 | 1.5 | 25 | 0.5 |
| TOTAL | 288 | 100.0 | 1312 | 100.0 | 700 | 100.0 | 621 | 100.0 | 108 | 100.0 | 251 | 100.0 | 95 | 100.0 | 405 | 100.0 | 756 | 100.0 | 400 | 100.0 | 4445 | 100.0 |

TABLE 16
 CLIENTS' CRIMINAL JUSTICE STATUS AT TERMINATION

| Status | Arrowhead | | Baltimore | | Northeastern | | Jacksonville | | OAR/ Durham | | OAR/ Fairfax | | OAR/ Madison | | PACT | | San Francisco Pretrial | | San Francisco Postconviction | | Total | | |
|---|-----------|-------|-----------|-------|--------------|-------|--------------|-------|----------------|-------|-----------------|-------|-----------------|-------|------|-------|---------------------------|-------|---------------------------------|-------|-------|-------|------|
| | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | |
| None | 172 | 59.7 | 154 | 11.7 | 9 | 1.3 | 274 | 44.1 | 52 | 48.1 | 243 | 96.8 | 73 | 76.8 | 200 | 49.4 | 543 | 71.8 | 173 | 43.3 | 1893 | 38.4 | |
| Probation | 88 | 30.7 | 1123 | 85.6 | 41 | 5.9 | 95 | 15.3 | | | | | 10 | 10.5 | 175 | 43.2 | 5 | .7 | 153 | 38.3 | 1690 | 34.2 | |
| Parole | 1 | .3 | | | | | | | 2 | 1.9 | | | | | | | | | | | 3 | 0.1 | |
| Incarcerated same offense | 3 | 1.0 | | | 1 | .1 | 6 | 1.0 | | | | | | 6 | 1.5 | 2 | .3 | | | | | 18 | 0.4 |
| Incarcerated new offense | 3 | 1.0 | 5 | .4 | 2 | .3 | 5 | .8 | | | | | | 4 | 1.0 | 2 | .3 | 1 | .2 | | | 22 | 0.5 |
| Pending Adjudication same charge | 6 | 2.0 | | | 14 | 2.0 | 4 | .6 | 41 | 38.0 | 4 | 1.6 | 12 | 12.6 | 1 | .2 | 149 | 19.7 | | | | 231 | 4.6 |
| Pending Adjudication same offense | 1 | .3 | | | 597 | 85.3 | 5 | .8 | 9 | 8.3 | | | | | 1 | .2 | 42 | 5.5 | 7 | 1.7 | | 662 | 13.4 |
| Pending Adjudication new offense | | | | | 5 | .7 | | | 1 | .9 | | | | | 6 | 1.5 | 3 | .4 | 2 | .5 | | 17 | 0.3 |
| Other | 4 | 1.5 | 14 | 1.0 | 29 | 4.1 | 20 | 3.2 | 1 | .9 | | | | | 3 | .7 | | | 48 | 12.0 | | 119 | 2.4 |
| Unknown | 10 | 3.5 | 16 | 1.2 | 2 | .3 | 212 | 34.1 | 2 | 1.9 | 4 | 1.6 | | | 9 | 2.2 | 10 | 1.3 | 16 | 4.0 | | 281 | 5.7 |
| TOTAL | 288 | 100.0 | 1312 | 100.0 | 700 | 100.0 | 621 | 100.0 | 108 | 100.0 | 251 | 100.0 | 95 | 100.0 | 405 | 100.0 | 756 | 100.0 | 400 | 100.0 | 4936 | 100.0 | |

TABLE 19
SUPPORT SERVICES PROVIDED

| Service | Arrowhead | | Baltimore | | Northeastern | | Jacksonville | | OAR/ Durham | | OAR/ Fairfax | | OAR/ Madison | | PACT | | San Francisco Pretrial | | San Francisco Postconviction | | Total | |
|-------------------------------|------------|--------------|-----------|--------------|--------------|--------------|--------------|--------------|----------------|--------------|-----------------|---|-----------------|--------------|-----------|--------------|---------------------------|--------------|---------------------------------|--------------|-------------|--------------|
| | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z |
| Counseling/ Tutoring | 46 | 16.0 | 1 | 1.9 | 10 | 18.5 | 21 | 3.0 | 25 | 52.0 | | | | | 18 | 56.3 | 96 | 10.5 | 4 | 3.5 | 221 | 10.0 |
| Job Readiness | 38 | 13.2 | 1 | 1.9 | 16 | 29.6 | 9 | 1.3 | 7 | 14.6 | | | 1 | 50.0 | 4 | 12.5 | 261 | 28.6 | 91 | 80.5 | 428 | 19.4 |
| Mental Health Treatment | 10 | 3.6 | 2 | 3.8 | 2 | 3.7 | | | | | | | | | | | 60 | 6.6 | 6 | 5.3 | 80 | 3.6 |
| Alcohol Treatment | 35 | 12.2 | 3 | 5.8 | 10 | 18.5 | 34 | 4.8 | | | | | 1 | 50.0 | | | 68 | 7.5 | 5 | 4.4 | 156 | 7.1 |
| Drug Treatment | 2 | 0.7 | 4 | 7.8 | 2 | 3.7 | 2 | 0.2 | | | | | | | | | 14 | 1.5 | 2 | 1.8 | 26 | 1.2 |
| Medical/ Dental | 7 | 2.4 | 1 | 1.9 | | | 1 | 0.1 | | | | | | | | | 7 | 0.8 | 1 | 0.9 | 17 | 0.9 |
| Legal | 1 | 0.3 | | | | | 2 | 0.2 | | | | | | | 5 | 15.6 | | | | | 8 | 0.4 |
| Material Assistance | 12 | 4.2 | | | 1 | 1.9 | | | | | | | | | | | 126 | 13.8 | | | 139 | 6.3 |
| Educational-GED Vocational | 31 | 10.8 | 22 | 42.3 | 4 | 7.4 | 8 | 1.1 | 6 | 12.5 | | | | | 1 | 3.1 | 15 | 1.6 | 2 | 1.8 | 89 | 4.0 |
| Referral to Other Agency | 53 | 18.5 | | | 6 | 11.1 | 124 | 17.5 | 5 | 10.4 | | | | | 1 | 3.1 | 174 | 19.1 | 2 | 1.8 | 365 | 16.5 |
| Transportation | 9 | 3.1 | | | 2 | 3.7 | 2 | 0.2 | | | | | | | 3 | 9.4 | 8 | 0.9 | | | 24 | 1.0 |
| Employment Referral | 5 | 1.7 | 16 | 30.7 | | | 11 | 1.5 | 1 | 2.0 | | | | | | | | | | | 33 | 1.5 |
| Other | 29 | 10.1 | 1 | 1.9 | 1 | 1.9 | 32 | 4.6 | 3 | 6.4 | | | | | | | | | | | 66 | 3.0 |
| Unknown | 9 | 3.1 | 1 | 1.9 | | | 463 | 65.4 | 1 | 2.0 | | | | | | | 82 | 9.0 | | | 556 | 25.1 |
| TOTAL | 287 | 100.0 | 52 | 100.0 | 54 | 100.0 | 709 | 100.0 | 48 | 100.0 | | | 2 | 100.0 | 34 | 100.0 | 911 | 100.0 | 113 | 100.0 | 2208 | 100.0 |

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TABLE 26

OCCUPATION/SKILLS BY FIRST COMMUNITY SERVICE ASSIGNMENT: ARROWHEAD

| Occupation | Applied | | Lib-Hosp Aide | | Typing/Filing | | Public Works | | Day Care | | Institution Work | | General Outdoor | | Rec. Asst. | | Drug Treatment | | Other | | Unknown | | TOTAL | |
|-------------------|---------|-------|---------------|-------|---------------|-------|--------------|-------|----------|-------|------------------|-------|-----------------|-------|------------|-------|----------------|-------|-------|-------|---------|-------|-------|-------|
| | N | % | N | % | N | % | N | % | NN | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % |
| Managers | 1 | 3.6 | | | | | | | 1 | 2.8 | | | | | | | | | | | | | 2 | 1.0 |
| Professional | 7 | 25.0 | 1 | 4.5 | | | 2 | 10.0 | 6 | 16.7 | 4 | 17.4 | 1 | 10.0 | 1 | 7.1 | | | 4 | 15.4 | | | 26 | 13.0 |
| Technicians | 4 | 14.3 | | | 1 | 8.3 | 2 | 10.0 | 4 | 11.1 | 4 | 17.4 | | | | | | | 2 | 7.7 | | | 17 | 8.5 |
| Sales | | | 1 | 4.5 | | | 2 | 10.0 | 1 | 2.8 | | | | | 1 | 7.1 | | | | | | | 5 | 2.5 |
| Clerical | 6 | 21.4 | 4 | 18.2 | 7 | 58.3 | 2 | 10.0 | 1 | 2.8 | 1 | 4.3 | | | 2 | 14.3 | 1 | 33.3 | 4 | 15.3 | | | 28 | 14.0 |
| Skilled Craftsman | 1 | 3.6 | | | 1 | 8.3 | | | | | | | | | | | | | 1 | 3.8 | | | 3 | 1.5 |
| Semi-Skilled | 2 | 7.1 | 1 | 4.5 | | | 2 | 10.0 | | | 4 | 17.4 | | | | | | | 2 | 7.7 | 1 | 16.7 | 12 | 6.0 |
| Unskilled | 7 | 25.0 | 7 | 31.8 | | | 8 | 40.0 | 14 | 38.8 | 8 | 34.8 | 8 | 80.0 | 6 | 42.9 | 2 | 66.7 | 2 | 7.7 | | | 62 | 31.0 |
| Service Worker | | | 5 | 22.8 | 1 | 8.3 | 2 | 10.0 | 4 | 11.1 | 1 | 4.3 | 1 | 10.0 | 3 | 21.4 | | | 1 | 3.8 | 2 | 33.3 | 20 | 10.0 |
| Other | | | 2 | 9.1 | 2 | 16.7 | | | | | 1 | 4.3 | | | 1 | 7.1 | | | 3 | 11.5 | 2 | 33.3 | 11 | 5.5 |
| Unknown | | | 1 | 4.5 | | | | | 5 | 13.9 | | | | | | | | | 7 | 27.0 | 1 | 16.7 | 14 | 7.0 |
| TOTAL | 28 | 100.0 | 22 | 100.0 | 12 | 100.0 | 20 | 100.0 | 36 | 100.0 | 23 | 100.0 | 10 | 100.0 | 14 | 100.0 | 3 | 100.0 | 26 | 100.0 | 6 | 100.0 | 200 | 100.0 |

TABLE 27
 OCCUPATION/SKILLS BY FIRST COMMUNITY SERVICE ASSIGNMENT: BALTIMORE COUNTY

| Occupation | Applied | | Lib-Hosp Aide | | Typing/Filing | | Public Works | | Day Care | | Institution Work | | General Outdoor | | Rec. Asst. | | Other | | Unknown | | TOTAL | |
|-------------------|---------|-------|---------------|-------|---------------|-------|--------------|-------|----------|-------|------------------|-------|-----------------|-------|------------|-------|-------|-------|---------|-------|-------|-------|
| | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % |
| Managers | 2 | 5.6 | 5 | 2.0 | 1 | 3.7 | 1 | 0.9 | 1 | 4.2 | 25 | 4.9 | 2 | 8.0 | 8 | 5.0 | | | | | 45 | 3.8 |
| Professional | 8 | 22.2 | 18 | 7.1 | 3 | 11.1 | 4 | 3.8 | 5 | 20.8 | 38 | 7.5 | 3 | 12.0 | 16 | 10.0 | 5 | 11.6 | | | 100 | 8.4 |
| Technicians | 5 | 13.9 | 20 | 7.9 | | | 3 | 2.9 | 1 | 4.2 | 28 | 5.5 | 2 | 8.0 | 3 | 1.9 | 2 | 4.7 | 1 | 10.0 | 65 | 5.5 |
| Sales | 3 | 8.3 | 23 | 9.1 | 3 | 11.1 | 4 | 3.8 | 3 | 12.5 | 36 | 7.1 | 1 | 4.0 | 10 | 6.3 | 9 | 20.9 | | | 92 | 7.7 |
| Clerical | 4 | 11.1 | 52 | 20.6 | 10 | 37.0 | 2 | 1.9 | 4 | 16.6 | 85 | 16.8 | 1 | 4.0 | 16 | 10.0 | 8 | 18.6 | | | 182 | 15.3 |
| Skilled Craftsman | 2 | 5.6 | 15 | 6.0 | | | 8 | 7.6 | 1 | 4.2 | 10 | 2.0 | | | 2 | 1.3 | 8 | 18.6 | | | 46 | 3.9 |
| Semi-Skilled | 6 | 16.6 | 61 | 24.2 | 2 | 7.4 | 55 | 52.3 | 3 | 12.5 | 197 | 38.9 | 9 | 36.0 | 71 | 44.7 | | | 2 | 20.0 | 406 | 34.2 |
| Unskilled | 1 | 2.8 | 20 | 7.9 | 3 | 11.1 | 21 | 20.0 | 3 | 12.5 | 37 | 7.3 | 6 | 24.0 | 21 | 13.2 | 6 | 14.0 | | | 118 | 9.9 |
| Service Worker | | | 8 | 3.2 | 1 | 3.7 | 1 | 0.9 | 2 | 8.3 | 21 | 4.1 | | | 7 | 4.4 | | | | | 40 | 3.4 |
| Other | 1 | 2.8 | 18 | 7.1 | 4 | 14.8 | 3 | 2.9 | | | 17 | 3.4 | 1 | 4.0 | 4 | 2.5 | 5 | 11.6 | | | 53 | 4.5 |
| Unknown | 4 | 11.1 | 12 | 4.8 | | | 3 | 2.9 | 1 | 4.2 | 12 | 2.4 | | | 1 | 0.6 | | | 7 | 70.0 | 40 | 3.4 |
| TOTAL | 36 | 100.0 | 252 | 100.0 | 27 | 100.0 | 105 | 100.0 | 24 | 100.0 | 506 | 100.0 | 25 | 100.0 | 159 | 100.0 | 43 | 100.0 | 10 | 100.0 | 1187 | 100.0 |

TABLE 28

OCCUPATION/SKILLS BY FIRST COMMUNITY SERVICE ASSIGNMENT: NORTHEASTERN

| Occupation | Applied | | Lib-Hosp Aide | | Typing/Filing | | Public Works | | Day Care | | Institution Work | | General Outdoor | | Rec. Asst. | | Drug Treatment | | Other | | Unknown | | TOTAL | |
|-------------------|---------|-------|---------------|-------|---------------|-------|--------------|-------|----------|-------|------------------|-------|-----------------|-------|------------|-------|----------------|-------|-------|-------|---------|-------|-------|-------|
| | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % |
| Managers | 1 | 3.8 | 2 | 3.1 | 1 | 2.8 | 3 | 0.1 | | | 1 | 6.3 | | | | | | | | | | | 8 | 1.2 |
| Professional | 3 | 11.5 | 4 | 6.2 | 1 | 2.8 | 3 | 0.1 | 1 | 3.0 | | | | | 1 | 5.9 | | | 1 | 1.6 | | | 14 | 2.1 |
| Technicians | 1 | 3.8 | 4 | 6.2 | | | 12 | 3.1 | 1 | 3.0 | | | | | | | | | 2 | 3.2 | | | 20 | 2.9 |
| Sales | | | 1 | 1.5 | 1 | 2.8 | 3 | 0.1 | 1 | 3.0 | | | | | 1 | 5.9 | 1 | 50.0 | 4 | 6.5 | | | 12 | 1.8 |
| Clerical | | | 4 | 6.2 | 3 | 8.3 | 2 | 0.1 | 2 | 6.0 | | | 1 | 2.8 | | | | | 5 | 8.1 | | | 17 | 2.5 |
| Skilled Craftsman | 4 | 15.4 | 4 | 6.2 | | | 32 | 8.3 | 1 | 3.0 | 1 | 6.3 | 1 | 2.8 | 2 | 11.8 | | | 6 | 9.7 | | | 51 | 7.5 |
| Semi-Skilled | 7 | 26.9 | 13 | 20.0 | 5 | 13.9 | 128 | 33.1 | 9 | 27.3 | 4 | 25.0 | 16 | 44.4 | 2 | 11.8 | | | 7 | 11.3 | 1 | 50.0 | 192 | 28.2 |
| Unskilled | 3 | 11.5 | 10 | 15.4 | 4 | 11.1 | 76 | 19.6 | 3 | 9.1 | 5 | 31.3 | 8 | 22.2 | 3 | 17.6 | 1 | 50.0 | 11 | 17.7 | | | 124 | 18.2 |
| Service Worker | | | 1 | 1.5 | | | | | | | | | | | | | | | | | | | 1 | 0.1 |
| Other | 7 | 26.9 | 22 | 33.8 | 21 | 58.3 | 127 | 32.8 | 15 | 45.5 | 5 | 31.3 | 10 | 27.8 | 8 | 47.1 | | | 26 | 41.9 | | | 241 | 35.3 |
| Unknown | | | | | | | 1 | 0.1 | | | | | | | | | | | | | 1 | 50.0 | 2 | 0.3 |
| TOTAL | 26 | 100.0 | 65 | 100.0 | 36 | 100.0 | 387 | 100.0 | 33 | 100.0 | 16 | 100.0 | 36 | 100.0 | 17 | 100.0 | 2 | 100.0 | 62 | 100.0 | 2 | 100.0 | 682 | 100.0 |

TABLE 29
 OCCUPATION/SKILLS BY FIRST COMMUNITY SERVICE ASSIGNMENT: JACKSONVILLE

| Occupation | Applied | | Lib-Hosp Aide | | Typing/Filing | | Public Works | | Day Care | | Institution Work | | General Outdoor | | Rec. Asst. | | Other | | Unknown | | TOTAL | |
|-------------------|---------|-------|---------------|-------|---------------|-------|--------------|-------|----------|-------|------------------|-------|-----------------|-------|------------|-------|-------|-------|---------|-------|-------|-------|
| | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % |
| Managers | | | 1 | 4.5 | | | 6 | 5.2 | | | 6 | 3.9 | 9 | 5.3 | | | 1 | 4.3 | | | 23 | 3.8 |
| Professional | 5 | 8.6 | | | | | 3 | 2.6 | 1 | 4.2 | 4 | 2.6 | 6 | 3.5 | 2 | 15.4 | | | 1 | 5.9 | 22 | 3.7 |
| Technicians | 1 | 1.7 | 2 | 9.1 | | | 6 | 5.2 | 2 | 8.3 | 9 | 5.9 | 2 | 1.2 | 1 | 7.7 | | | | | 23 | 3.8 |
| Sales | 1 | 1.7 | 2 | 9.1 | 1 | 25.0 | 6 | 5.2 | 1 | 4.2 | 6 | 3.9 | 7 | 4.1 | 2 | 15.4 | 1 | 4.3 | 1 | 5.9 | 28 | 4.7 |
| Clerical | 5 | 8.6 | 1 | 4.5 | 1 | 25.0 | 3 | 2.6 | 2 | 8.3 | 8 | 5.3 | 8 | 4.7 | | | 3 | 13.0 | 1 | 5.9 | 32 | 5.3 |
| Skilled Craftsman | 7 | 12.1 | | | | | 17 | 14.7 | 1 | 4.2 | 28 | 18.4 | 36 | 21.2 | 1 | 7.7 | | | 3 | 17.6 | 93 | 15.5 |
| Semi-Skilled | 12 | 20.7 | 3 | 13.6 | | | 34 | 29.5 | 1 | 4.2 | 41 | 27.0 | 38 | 22.4 | 1 | 7.7 | 3 | 13.0 | 5 | 29.4 | 138 | 23.0 |
| Unskilled | 19 | 32.8 | 4 | 18.2 | 2 | 50.0 | 29 | 25.0 | 4 | 16.7 | 34 | 22.4 | 37 | 21.8 | 5 | 38.5 | 8 | 34.8 | 2 | 11.8 | 144 | 24.0 |
| Service Worker | | | 2 | 9.1 | | | 1 | 0.9 | 4 | 16.7 | 3 | 2.0 | | | 1 | 7.7 | | | 1 | 5.9 | 12 | 2.0 |
| Other | 8 | 13.8 | 4 | 18.2 | | | 5 | 4.3 | 5 | 20.8 | 11 | 7.2 | 22 | 12.9 | | | 5 | 21.7 | 1 | 5.9 | 61 | 10.2 |
| Unknown | | | 3 | 13.6 | | | 6 | 5.2 | 3 | 12.5 | 2 | 1.3 | 5 | 2.9 | | | 2 | 8.7 | 2 | 11.8 | 23 | 3.8 |
| TOTAL | 58 | 100.0 | 22 | 100.0 | 4 | 100.0 | 116 | 100.0 | 24 | 100.0 | 152 | 100.0 | 170 | 100.0 | 13 | 100.0 | 23 | 100.0 | 17 | 100.0 | 599 | 100.0 |

TABLE 30

OCCUPATION/SKILLS BY FIRST COMMUNITY SERVICE ASSIGNMENT: OAR/MADISON

| Occupation | Applied | | Lib-Hosp Aide | | Typing/ Filing | | Public Works | | Day Care | | Institution Work | | General Outdoor | | Rec. Asst. | | Other | | Unknown | | TOTAL | | |
|----------------------|---------|-------|------------------|---|-------------------|-------|-----------------|-------|-------------|-------|---------------------|-------|--------------------|-------|---------------|---|-------|---|---------|---|-------|------|-------|
| | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | |
| Managers | | | | | | | 1 | 1.4 | | | | | | | | | | | | | 1 | 1.1 | |
| Professional | | | | | | | 1 | 1.4 | | | | | | | | | | | | | 1 | 1.1 | |
| Technicians | | | | | | | | | | | | | | | | | | | | | | | |
| Sales | | | | | | | | | | | 1 | 25.0 | | | | | | | | 1 | 100.0 | 2 | 2.2 |
| Clerical | | | | | 1 | 16.7 | | | | | 2 | 50.0 | | | | | | | | | 3 | 3.2 | |
| Skilled Craftsman | | | | | | | 5 | 7.1 | | | | | | | | | | | | | 5 | 5.4 | |
| Semi-Skilled | | | | | 1 | 16.7 | 18 | 25.7 | | | 1 | 25.0 | 5 | 50.0 | | | | | | | 25 | 26.9 | |
| Unskilled | 1 | 100.0 | | | 2 | 33.3 | 41 | 58.6 | 1 | 100.0 | | | 5 | 50.0 | | | | | | | 50 | 53.8 | |
| Service Worker | | | | | 1 | 16.7 | | | | | | | | | | | | | | | 1 | 1.1 | |
| Other | | | | | | | 1 | 1.4 | | | | | | | | | | | | | 1 | 1.1 | |
| Unknown | | | | | 1 | 16.7 | 3 | 4.3 | | | | | | | | | | | | | 4 | 4.3 | |
| TOTAL | 1 | 100.0 | | | 6 | 100.0 | 70 | 100.0 | 1 | 100.0 | 4 | 100.0 | 10 | 100.0 | | | | | | 1 | 100.0 | 93 | 100.0 |

TABLE 31

OCCUPATION/SKILLS BY FIRST COMMUNITY SERVICE ASSIGNMENT: OAR/DURHAM

| Occupation | Applied | | Lib-Hosp Aide | | Typing/Filing | | Public Works | | Day Care | | Institution Work | | General Outdoor | | Rec. Asst. | | Drug Treatment | | Other | | Unknown | | TOTAL | |
|-------------------|---------|-------|---------------|-------|---------------|-------|--------------|-------|----------|-------|------------------|-------|-----------------|-------|------------|-------|----------------|-------|-------|-------|---------|---|-------|-------|
| | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % |
| Managers | 1 | 11.1 | 1 | 5.6 | | | | | | | | | | | | | | | | | | | 2 | 2.7 |
| Professional | 3 | 33.3 | 1 | 5.6 | | | 1 | 6.3 | 2 | 28.6 | | | | | | | | | | | | | 7 | 9.5 |
| Technicians | | | 2 | 11.1 | | | | | | | | | | 1 | 11.1 | | | | | | | | 3 | 4.1 |
| Sales | | | 2 | 11.1 | 2 | 28.6 | | | 1 | 14.3 | | | | | | | | | | | | | 5 | 6.8 |
| Clerical | 1 | 11.1 | | | | | | | | | | | | 1 | 11.1 | | | | | | | | 2 | 2.7 |
| Skilled Craftsman | | | | | | | 1 | 6.3 | | | | | | | | | | | | | | | 1 | 1.4 |
| Semi-Skilled | 2 | 22.2 | 3 | 16.7 | 2 | 28.6 | 2 | 12.5 | | | 1 | 20.0 | | 3 | 33.3 | 1 | 100.0 | 1 | 100.0 | | | | 14 | 18.9 |
| Unskilled | 1 | 11.1 | 3 | 16.7 | 1 | 14.3 | 9 | 56.3 | 3 | 42.9 | 2 | 40.0 | 1 | 50.0 | 2 | 22.2 | | | | | | | 22 | 30.0 |
| Service Worker | | | 1 | 5.6 | 1 | 14.3 | 1 | 6.3 | | | | | 1 | 50.0 | | | | | | | | | 4 | 5.4 |
| Other | 1 | 11.1 | 3 | 16.7 | | | 1 | 6.3 | | | 1 | 20.0 | | 1 | 11.1 | | | | | | | | 7 | 9.5 |
| Unknown | | | 2 | 11.1 | 1 | 14.3 | 1 | 6.3 | 1 | 14.3 | 1 | 20.0 | | 1 | 11.1 | | | | | | | | 7 | 9.5 |
| TOTAL | 9 | 100.0 | 18 | 100.0 | 7 | 100.0 | 16 | 100.0 | 7 | 100.0 | 5 | 100.0 | 2 | 100.0 | 9 | 100.0 | 1 | 100.0 | 1 | 100.0 | | | 74 | 100.0 |

TABLE 32

OCCUPATION/SKILLS BY FI'NT COMMUNITY SERVICE ASSIGNMENT: OAR/FAIRFAX

| Occupation | Applied | | Lib-Hosp Aide | | Typing/Filing | | Public Works | | Day Care | | Institution Work | | General Outdoor | | Rec. Asst. | | Drug Treatment | | Other | | Unknown | | TOTAL | |
|-------------------|---------|-------|---------------|-------|---------------|-------|--------------|-------|----------|-------|------------------|-------|-----------------|-------|------------|-------|----------------|-------|-------|-------|---------|-------|-------|-------|
| | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % |
| Managers | 1 | 4.2 | 4 | 10.8 | 1 | 2.4 | | | | | | | 4 | 6.2 | | | | | 1 | 1.7 | | | 11 | 4.4 |
| Professional | 14 | 58.3 | 10 | 27.0 | 2 | 4.8 | 1 | 20.0 | | | 1 | 16.7 | 1 | 1.5 | | | 1 | 33.3 | 10 | 16.7 | | | 40 | 16.1 |
| Technicians | | | 2 | 5.4 | 3 | 7.1 | | | | | | | 2 | 3.1 | | | 1 | 33.3 | 1 | 1.7 | | | 9 | 3.6 |
| Sales | | | 2 | 5.4 | 3 | 7.1 | | | | | 1 | 16.7 | 5 | 7.7 | | | 2 | 66.7 | 4 | 6.7 | | | 17 | 6.8 |
| Clerical | | | 8 | 21.6 | 9 | 21.4 | 1 | 20.0 | | | 1 | 16.7 | 2 | 3.1 | 1 | 33.3 | | | 14 | 23.3 | | | 36 | 14.5 |
| Skilled Craftsman | 1 | 4.2 | 1 | 2.7 | 1 | 2.4 | 2 | 40.0 | | | 1 | 16.7 | 10 | 15.4 | | | | | 1 | 1.7 | | | 17 | 6.8 |
| Semi-Skilled | 2 | 8.3 | 3 | 8.1 | | | | | | | | | 11 | 16.9 | | | | | 5 | 8.3 | | | 21 | 8.4 |
| Unskilled | 1 | 4.2 | 1 | 2.7 | 2 | 4.8 | 1 | 20.0 | | | 1 | 16.7 | 17 | 26.2 | | | | | 2 | 3.3 | 1 | 100.0 | 26 | 10.4 |
| Service Worker | | | | | | | | | | | | | | | | | | | | | | | | |
| Other | 3 | 12.5 | 2 | 5.4 | 10 | 23.8 | | | | | | | 9 | 13.8 | | | | | 15 | 25.0 | | | 39 | 15.7 |
| Unknown | 2 | 8.3 | 4 | 10.8 | 11 | 26.2 | | | 2 | 100.0 | 1 | 16.7 | 4 | 6.2 | 2 | 66.7 | | | 7 | 11.7 | | | 33 | 13.3 |
| TOTAL | 24 | 100.0 | 37 | 100.0 | 42 | 100.0 | 5 | 100.0 | 2 | 100.0 | 6 | 100.0 | 65 | 100.0 | 3 | 100.0 | 4 | 100.0 | 60 | 100.0 | 1 | 100.0 | 249 | 100.0 |

TABLE 33
 OCCUPATION/SKILLS BY FIRST COMMUNITY SERVICE ASSIGNMENT: PACT.

| Occupation | Applied | | Lib-Hosp Aide | | Typing/ Filing | | Public Works | | Day Care | | Institution Work | | General Outdoor | | Rec. Asst. | | Other | | Unknown | | TOTAL | |
|-------------------|---------|-------|---------------|-------|-------------------|-------|--------------|-------|----------|-------|------------------|-------|-----------------|-------|------------|-------|-------|-------|---------|---|-------|-------|
| | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % |
| Managers | | | | | 1 | 7.7 | 1 | 0.4 | | | | | 1 | 0.7 | | | | | | | 3 | 0.8 |
| Professional | | | | | | | 2 | 0.8 | | | | | 1 | 0.7 | | | | | | | 3 | 0.8 |
| Technicians | | | | | 1 | 7.7 | | | | | | | | | | | | | | | 1 | 0.3 |
| Sales | | | | | | | 6 | 2.5 | | | | | 4 | 3.0 | | | | | | | 10 | 2.5 |
| Clerical | | | | | 1 | 7.7 | 2 | 0.8 | | | | | | | | | | | | | 3 | 0.8 |
| Skilled Craftsman | 1 | 100.0 | | | | | 22 | 9.1 | | | | | 21 | 15.7 | | | | | | | 44 | 11.0 |
| Semi-Skilled | | | 1 | 100.0 | | | 54 | 22.4 | | | | | 43 | 32.1 | | | | | | | 98 | 24.6 |
| Unskilled | | | | | 3 | 23.1 | 50 | 20.7 | | | | | 22 | 16.4 | | | 2 | 33.3 | | | 77 | 19.3 |
| Service Worker | | | | | | | 3 | 1.2 | | | | | | | | | | | | | 3 | 0.8 |
| Other | | | | | 3 | 23.1 | 38 | 15.8 | | | | | 13 | 9.7 | 1 | 100.0 | 3 | 50.0 | | | 58 | 14.5 |
| Unknown | | | | | 4 | 30.8 | 63 | 26.1 | 1 | 100.0 | 1 | 100.0 | 29 | 21.6 | | | 1 | 16.7 | | | 99 | 24.8 |
| TOTAL | 1 | 100.0 | 1 | 100.0 | 13 | 100.0 | 241 | 100.0 | 1 | 100.0 | 1 | 100.0 | 134 | 100.0 | 1 | 100.0 | 6 | 100.0 | | | 399 | 100.0 |

TABLE 34

OCCUPATION/SKILLS BY FIRST COMMUNITY SERVICE ASSIGNMENT: SAN FRANCISCO PRETRIAL

| Occupation | Applied | | Lib-Hosp Aide | | Typing/Filing | | Public Works | | Day Care | | Institution Work | | General Outdoor | | Rec. Asst. | | Drug Treatment | | Other | | Unknown | | TOTAL | |
|-------------------|---------|-------|---------------|-------|---------------|-------|--------------|-------|----------|-------|------------------|-------|-----------------|-------|------------|-------|----------------|-------|-------|-------|---------|-------|-------|-------|
| | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % | N | % |
| Managers | 5 | 20.8 | 3 | 6.1 | 2 | 4.2 | | | | | 2 | 3.0 | | | | | | | | | | 12 | 2.6 | |
| Professional | 5 | 20.8 | 6 | 12.2 | 4 | 8.3 | | | 2 | 5.9 | 2 | 3.0 | 2 | 8.3 | | | 1 | 2.1 | 5 | 3.7 | | | 27 | 5.8 |
| Technicians | 2 | 8.3 | 5 | 10.2 | 4 | 8.3 | 3 | 7.7 | | | 3 | 4.5 | 4 | 16.7 | | | 3 | 6.5 | 5 | 3.7 | | | 29 | 6.2 |
| Sales | 1 | 4.2 | 2 | 2.0 | 3 | 6.3 | | | 2 | 5.9 | 1 | 1.5 | 2 | 8.3 | | | 2 | 4.3 | 17 | 12.7 | 1 | 50.0 | 31 | 6.6 |
| Clerical | 1 | 4.2 | 6 | 12.2 | 8 | 16.7 | 7 | 17.9 | 3 | 8.8 | 7 | 10.6 | | | 1 | 100.0 | 5 | 10.9 | 10 | 7.5 | | | 47 | 10.0 |
| Skilled Craftsman | 3 | 12.5 | 6 | 12.2 | 3 | 6.3 | 3 | 7.7 | 9 | 24.2 | 12 | 18.2 | | | | | 7 | 15.2 | 12 | 9.0 | | | 55 | 11.8 |
| Semi-Skilled | | | 3 | 6.1 | 3 | 6.3 | 4 | 10.3 | 2 | 5.9 | 11 | 16.7 | 1 | 4.2 | | | 7 | 15.2 | 22 | 16.4 | | | 53 | 11.3 |
| Unskilled | 3 | 12.5 | 5 | 10.2 | 12 | 25.0 | 15 | 38.5 | 12 | 35.3 | 16 | 24.2 | 11 | 45.8 | | | 16 | 34.8 | 40 | 29.9 | | | 130 | 27.8 |
| Service Worker | | | | | | | | | | | | | | | | | | | | | | | | |
| Other | 2 | 8.3 | 6 | 12.2 | 3 | 6.3 | 2 | 5.1 | 2 | 5.9 | 2 | 1.5 | 1 | 4.2 | | | 3 | 6.5 | 18 | 13.4 | | | 39 | 8.3 |
| Unknown | 2 | 8.3 | 7 | 14.3 | 6 | 12.5 | 5 | 12.8 | 2 | 5.9 | 11 | 16.7 | 3 | 12.5 | | | 2 | 4.3 | 5 | 3.7 | 1 | 50.0 | 44 | 9.4 |
| TOTAL | 24 | 100.0 | 49 | 100.0 | 48 | 100.0 | 39 | 100.0 | 34 | 100.0 | 67 | 100.0 | 24 | 100.0 | 1 | 100.0 | 46 | 100.0 | 134 | 100.0 | 2 | 100.0 | 468 | 100.0 |

TABLE 35

OCCUPATION/SKILLS BY FIRST COMMUNITY SERVICE ASSIGNMENT: SAN FRANCISCO POSTCONVICTION

| Occupation | Applied | | Lib-Hosp Aide | | Typing/Filing | | Public Works | | Day Care | | Institution Work | | General Outdoor | | Rec. Asst. | | Drug Treatment | | Other | | Unknown | | TOTAL | |
|-------------------|---------|-------|---------------|-------|---------------|-------|--------------|-------|----------|-------|------------------|-------|-----------------|-------|------------|---|----------------|-------|-------|-------|---------|-------|-------|-------|
| | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z | N | Z |
| Managers | 1 | 3.4 | | | 2 | 3.1 | 1 | 0.8 | | | | | | | | | 1 | 11.1 | | | | | 5 | 1.5 |
| Professional | 3 | 10.3 | | | 8 | 12.5 | 4 | 3.0 | | | | | 1 | 5.3 | | | | | 3 | 7.5 | | | 19 | 5.8 |
| Technicians | 2 | 6.9 | | | 4 | 6.3 | 2 | 1.5 | | | | | 2 | 10.5 | | | | | 2 | 5.0 | | | 12 | 3.7 |
| Sales | | | | | 5 | 7.8 | 2 | 1.5 | 2 | 10.0 | | | | | | | | | 2 | 5.0 | | | 11 | 3.4 |
| Clerical | 2 | 6.9 | 2 | 22.2 | 16 | 25.0 | 5 | 3.8 | 1 | 5.0 | | | | | | | | | 3 | 7.5 | | | 29 | 8.8 |
| Skilled Craftsman | 2 | 6.9 | 1 | 11.1 | 3 | 4.7 | 7 | 5.3 | 1 | 5.0 | 1 | 33.3 | 4 | 21.1 | | | | | 7 | 17.5 | | | 26 | 7.9 |
| Semi-Skilled | 8 | 27.6 | 2 | 22.2 | 11 | 17.2 | 29 | 22.0 | 5 | 25.0 | | | 1 | 5.3 | | | 3 | 33.3 | 8 | 20.0 | | | 67 | 20.4 |
| Unskilled | 8 | 27.6 | 2 | 22.2 | 8 | 12.5 | 69 | 52.3 | 8 | 40.0 | | | 10 | 52.6 | | | 5 | 55.6 | 9 | 22.5 | | | 119 | 36.3 |
| Service Worker | | | | | | | | | | | | | | | | | | | | | | | | |
| Other | 1 | 3.4 | | | 1 | 1.6 | 3 | 2.3 | 1 | 5.0 | | | 1 | 5.3 | | | | | 3 | 7.5 | | | 10 | 3.0 |
| Unknown | 2 | 6.9 | 2 | 22.2 | 6 | 9.4 | 10 | 7.6 | 2 | 10.0 | 2 | 66.7 | | | | | | | 3 | 7.5 | 3 | 100.0 | 30 | 9.1 |
| TOTAL | 29 | 100.0 | 9 | 100.0 | 64 | 100.0 | 132 | 100.0 | 20 | 100.0 | 3 | 100.0 | 19 | 100.0 | | | 9 | 100.0 | 40 | 100.0 | 3 | 100.0 | 328 | 100.0 |

TABLE 36
ARROWHEAD: REFERRAL OFFENSES

| Offense | No. Referred | Offense | No. Referred |
|-------------------------------------|--------------|----------------------------------|--------------|
| Armed Robbery | | Embezzlement | |
| Simple Robbery | | Extortion | |
| 1st & 2nd Degree Assault | 1 | Receiving Stolen Property | |
| 3rd Degree Assault | | Vandalism | |
| Assault to Police Officer | 1 | Weapons Violation | |
| Other Felony Assaults | | Drugs--Possession for Use | 1 |
| 1st Degree Burglary | | Drugs--Possession for Sale | 1 |
| 2nd & 3rd Degree Burglary | | Possession of Marijuana | 2 |
| Burglary Tools/Criminal Trespassing | | Possession for Sale of Marijuana | 2 |
| Theft/Amount Unknown | 9 | Other Drug Crimes | 1 |
| Theft Over \$100 | 14 | Gambling | 2 |
| Theft Under \$100 | 114 | Child Abuse | |
| Theft From Motor Vehicle | | Desertion | |
| Theft From Person | | Other Family & Children Offenses | |
| Auto Theft | | DUI | 23 |
| Joyriding | 1 | Liquor Violations | 2 |
| Misdemeanor Assaults | 6 | Drunkenness | |
| Arson | | Disorderly Conduct | 19 |
| Forgery | 4 | Vagrancy | |
| Check/Credit Card Fraud | 11 | Kidnapping | |
| Defrauding Creditor | | Other | 3 |
| Sales Fraud | | Miscellaneous Traffic | 61 |
| Criminal Impersonation | | Unknown | 5 |
| Other Fraud Charges | 5 | TOTAL | 288 |

TABLE 37
BALTIMORE COUNTY: REFERRAL OFFENSES

| Offense | No. Referred | Offense | No. Referred |
|-------------------------------------|--------------|----------------------------------|--------------|
| Armed Robbery | 5 | Embezzlement | 1 |
| Simple Robbery | | Extortion | |
| 1st & 2nd Degree Assault | 10 | Receiving Stolen Property | 3 |
| 3rd Degree Assault | 1 | Vandalism | 30 |
| Assault to Police Officer | 2 | Weapons Violation | 6 |
| Other Felony Assaults | 2 | Drugs--Possession for Use | 15 |
| 1st Degree Burglary | 6 | Drugs--Possession for Sale | 5 |
| 2nd & 3rd Degree Burglary | 19 | Possession of Marijuana | 66 |
| Burglary Tools/Criminal Trespassing | 3 | Possession for Sale of Marijuana | 1 |
| Theft/Amount Unknown | 407 | Other Drug Crimes | |
| Theft Over \$100 | 16 | Gambling | 2 |
| Theft Under \$100 | 54 | Child Abuse | |
| Theft From Motor Vehicle | | Desertion | |
| Theft From Person | 1 | Other Family & Children Offenses | 2 |
| Auto Theft | | DUI | 29 |
| Joyriding | 1 | Liquor Violations | |
| Misdemeanor Assaults | 29 | Drunkenness | 8 |
| Arson | 1 | Disorderly Conduct | 33 |
| Forgery | 4 | Vagrancy | 11 |
| Check/Credit Card Fraud | 2 | Kidnapping | |
| Defrauding Creditor | 5 | Other | 26 |
| Sales Fraud | | Miscellaneous Traffic | 414 |
| Criminal Impersonation | 1 | Parole Violation | 14 |
| Other Fraud Charges | 2 | Unknown | 65 |
| | | TOTAL | 1,312 |

TABLE 38
NORTHEASTERN: REFERRAL OFFENSES

| Offense | No. Referred | Offense | No. Referred |
|-------------------------------------|--------------|----------------------------------|--------------|
| Armed Robbery | | Embezzlement | |
| Simple Robbery | 1 | Extortion | |
| 1st & 2nd Degree Assault | 2 | Receiving Stolen Property | 9 |
| 3rd Degree Assault | 2 | Vandalism | 46 |
| Assault to Police Officer | 6 | Weapons Violation | 3 |
| Other Felony Assaults | 2 | Drugs--Possession for Use | 26 |
| 1st Degree Burglary | 11 | Drugs--Possession for Sale | 2 |
| 2nd & 3rd Degree Burglary | 25 | Possession of Marijuana | 40 |
| Burglary Tools/Criminal Trespassing | 9 | Possession for Sale of Marijuana | 3 |
| Theft/Amount Unknown | 13 | Other Drug Crimes | 1 |
| Theft Over \$100 | 32 | Gambling | |
| Theft Under \$100 | 63 | Child Abuse | |
| Theft From Motor Vehicle | 4 | Desertion | |
| Theft From Person | | Other Family & Children Offenses | 1 |
| Auto Theft | | DUI | 19 |
| Joyriding | 6 | Liquor Violations | 120 |
| Misdemeanor Assaults | 10 | Drunkness | 10 |
| Arson | 3 | Disorderly Conduct | 66 |
| Forgery | 3 | Vagrancy | 7 |
| Check/Credit Card Fraud | 4 | Kidnapping | |
| Defrauding Creditor | | Other | 2 |
| Sales Fraud | | Miscellaneous Traffic | 138 |
| Criminal Impersonation | | Unknown | 7 |
| Other Fraud Charges | 4 | TOTAL | 700 |

TABLE 39
JACKSONVILLE: REFERRAL OFFENSES

| Offense | No. Referred | Offense | No. Referred |
|-------------------------------------|--------------|----------------------------------|--------------|
| Armed Robbery | 3 | Embezzlement | 1 |
| Simple Robbery | 2 | Extortion | |
| 1st & 2nd Degree Assault | 6 | Receiving Stolen Property | 12 |
| 3rd Degree Assault | 7 | Vandalism | 1 |
| Assault to Police Officer | 6 | Weapons Violation | 5 |
| Other Felony Assaults | 5 | Drugs--Possession for Use | 20 |
| 1st Degree Burglary | 8 | Drugs--Possession for Sale | 4 |
| 2nd & 3rd Degree Burglary | 20 | Possession of Marijuana | 30 |
| Burglary Tools/Criminal Trespassing | 1 | Possession for Sale of Marijuana | 3 |
| Theft/Amount Unknown | 43 | Other Drug Crimes | 3 |
| Theft Over \$100 | 34 | Gambling | 1 |
| Theft Under \$100 | 27 | Child Abuse | 1 |
| Theft From Motor Vehicle | | Desertion | |
| Theft From Person | | Other Family & Children Offenses | |
| Auto Theft | 6 | DUI | 172 |
| Joyriding | | Liquor Violations | |
| Misdemeanor Assaults | 12 | Drunkness | 13 |
| Arson | | Disorderly Conduct | 5 |
| Forgery | 12 | Vagrancy | |
| Check/Credit Card Fraud | 21 | Kidnapping | |
| Defrauding Creditor | 23 | Other | 10 |
| Sales Fraud | 1 | Miscellaneous Traffic | 56 |
| Criminal Impersonation | | Parole Violation | 10 |
| Other Fraud Charges | 3 | Unknown | 30 |
| | | TOTAL | 621 |

TABLE 40
OAR/DURHAM: REFERRAL OFFENSES

| Offense | No. Referred | Offense | No. Referred |
|-------------------------------------|--------------|----------------------------------|--------------|
| Armed Robbery | | Embezzlement | |
| Simple Robbery | | Extortion | |
| 1st & 2nd Degree Assault | | Receiving Stolen Property | |
| 3rd Degree Assault | | Vandalism | 5 |
| Assault to Police Officer | | Weapons Violation | 1 |
| Other Felony Assaults | | Drugs--Possession for Use | |
| 1st Degree Burglary | | Drugs--Possession for Sale | |
| 2nd & 3rd Degree Burglary | 5 | Possession of Marijuana | 9 |
| Burglary Tools/Criminal Trespassing | | Possession for Sale of Marijuana | |
| Theft/Amount Unknown | 19 | Other Drug Crimes | |
| Theft Over \$100 | 1 | Gambling | |
| Theft Under \$100 | 56 | Child Abuse | |
| Theft From Motor Vehicle | | Desertion | |
| Theft From Person | | Other Family & Children Offenses | |
| Auto Theft | | DUI | |
| Joyriding | | Liquor Violations | 4 |
| Misdemeanor Assaults | 4 | Drunkenness | |
| Arson | | Disorderly Conduct | |
| Forgery | 1 | Vagrancy | |
| Check/Credit Card Fraud | | Kidnapping | |
| Defrauding Creditor | | Other | 1 |
| Sales Fraud | | Miscellaneous Traffic | 1 |
| Criminal Impersonation | | Unknown | 2 |
| Other Fraud Charges | | TOTAL | 108 |

TABLE 41
OAR/FAIRFAX: REFERRAL OFFENSES

| Offense | No. Referred | Offense | No. Referred |
|-------------------------------------|--------------|----------------------------------|--------------|
| Armed Robbery | | Embezzlement | |
| Simple Robbery | | Extortion | |
| 1st & 2nd Degree Assault | | Receiving Stolen Property | |
| 3rd Degree Assault | | Vandalism | |
| Assault to Police Officer | | Weapons Violation | |
| Other Felony Assaults | | Drugs--Possession for Use | |
| 1st Degree Burglary | | Drugs--Possession for Sale | |
| 2nd & 3rd Degree Burglary | | Possession of Marijuana | |
| Burglary Tools/Criminal Trespassing | | Possession for Sale of Marijuana | |
| Theft/Amount Unknown | | Other Drug Crimes | |
| Theft Over \$100 | 251 | Gambling | |
| Theft Under \$100 | | Child Abuse | |
| Theft From Motor Vehicle | | Desertion | |
| Theft From Person | | Other Family & Children Offenses | |
| Auto Theft | | DUI | |
| Joyriding | | Liquor Violations | |
| Misdemeanor Assaults | | Drunkenness | |
| Arson | | Disorderly Conduct | |
| Forgery | | Vagrancy | |
| Check/Credit Card Fraud | | Kidnapping | |
| Defrauding Creditor | | Other | |
| Sales Fraud | | Miscellaneous Traffic | |
| Criminal Impersonation | | Unknown | |
| Other Fraud Charges | | TOTAL | 251 |

TABLE 42
OAR/MADISON: REFERRAL OFFENSES

| Offense | No. Referred | Offense | No. Referred |
|-------------------------------------|--------------|----------------------------------|--------------|
| Armed Robbery | | Embezzlement | |
| Simple Robbery | | Extortion | |
| 1st & 2nd Degree Assault | 1 | Receiving Stolen Property | |
| 3rd Degree Assault | | Vandalism | 1 |
| Assault to Police Officer | | Weapons Violation | 2 |
| Other Felony Assaults | | Drugs--Possession for Use | 2 |
| 1st Degree Burglary | | Drugs--Possession for Sale | 1 |
| 2nd & 3rd Degree Burglary | 1 | Possession of Marijuana | 5 |
| Burglary Tools/Criminal Trespassing | | Possession for Sale of Marijuana | |
| Theft/Amount Unknown | 9 | Other Drug Crimes | |
| Theft Over \$100 | | Gambling | 1 |
| Theft Under \$100 | | Child Abuse | |
| Theft From Motor Vehicle | | Desertion | |
| Theft From Person | | Other Family & Children Offenses | |
| Auto Theft | | DUI | 13 |
| Joyriding | | Liquor Violations | 7 |
| Misdemeanor Assaults | 16 | Drunkenness | 13 |
| Arson | | Disorderly Conduct | 3 |
| Forgery | | Vagrancy | |
| Check/Credit Card Fraud | | Kidnapping | |
| Defrauding Creditor | | Other | |
| Sales Fraud | | Miscellaneous Traffic | 5 |
| Criminal Impersonation | | Unknown | |
| Other Fraud Charges | 1 | TOTAL | 95 |

TABLE 43
PACT: REFERRAL OFFENSES

| Offense | No. Referred | Offense | No. Referred |
|-------------------------------------|--------------|----------------------------------|--------------|
| Armed Robbery | | Embezzlement | |
| Simple Robbery | | Extortion | |
| 1st & 2nd Degree Assault | | Receiving Stolen Property | 1 |
| 3rd Degree Assault | | Vandalism | 9 |
| Assault to Police Officer | | Weapons Violation | 1 |
| Other Felony Assaults | | Drugs--Possession for Use | 16 |
| 1st Degree Burglary | | Drugs--Possession for Sale | |
| 2nd & 3rd Degree Burglary | | Possession of Marijuana | 50 |
| Burglary Tools/Criminal Trespassing | | Possession for Sale of Marijuana | 2 |
| Theft/Amount Unknown | 37 | Other Drug Crimes | 1 |
| Theft Over \$100 | | Gambling | |
| Theft Under \$100 | | Child Abuse | 1 |
| Theft From Motor Vehicle | | Desertion | |
| Theft From Person | | Other Family & Children Offenses | |
| Auto Theft | | DUI | 40 |
| Joyriding | | Liquor Violations | 135 |
| Misdemeanor Assaults | 19 | Drunkenness | 34 |
| Arson | | Disorderly Conduct | 19 |
| Forgery | 3 | Vagrancy | |
| Check/Credit Card Fraud | | Kidnapping | |
| Defrauding Creditor | | Other | 7 |
| Sales Fraud | | Miscellaneous Traffic | 21 |
| Criminal Impersonation | | Unknown | 7 |
| Other Fraud Charges | 3 | TOTAL | 405 |

TABLE 44

SAN FRANCISCO PRETRIAL: REFERRAL OFFENSES

| Offense | No. Referred | Offense | No. Referred |
|-------------------------------------|--------------|----------------------------------|--------------|
| Armed Robbery | | Embezzlement | |
| Simple Robbery | 2 | Extortion | |
| 1st & 2nd Degree Assault | 5 | Receiving Stolen Property | 17 |
| 3rd Degree Assault | 3 | Vandalism | 35 |
| Assault to Police Officer | 6 | Weapons Violation | 23 |
| Other Felony Assaults | 1 | Drugs--Possession for Use | 10 |
| 1st Degree Burglary | | Drugs--Possession for Sale | 6 |
| 2nd & 3rd Degree Burglary | 3 | Possession of Marijuana | 2 |
| Burglary Tools/Criminal Trespassing | 2 | Possession for Sale of Marijuana | 3 |
| Theft/Amount Unknown | 19 | Other Drug Crimes | 1 |
| Theft Over \$100 | 108 | Gambling | |
| Theft Under \$100 | 51 | Child Abuse | |
| Theft From Motor Vehicle | | Desertion | |
| Theft From Person | 17 | Other Family & Children Offenses | |
| Auto Theft | 7 | DUI | 3 |
| Joyriding | 3 | Liquor Violations | |
| Misdemeanor Assaults | 158 | Drunkness | 2 |
| Arson | | Disorderly Conduct | 215 |
| Forgery | 1 | Vagrancy | 15 |
| Check/Credit Card Fraud | 10 | Kidnapping | |
| Defrauding Creditor | 3 | Other | 2 |
| Sales Fraud | | Miscellaneous Traffic | 4 |
| Criminal Impersonation | 1 | Habitual Criminal | 2 |
| Other Fraud Charges | 10 | Unknown | 6 |
| | | TOTAL | 756 |

TABLE 45

SAN FRANCISCO POSTCONVICTION: REFERRAL OFFENSES

| Offense | No. Referred | Offense | No. Referred |
|-------------------------------------|--------------|----------------------------------|--------------|
| Armed Robbery | 1 | Embezzlement | |
| Simple Robbery | | Extortion | |
| 1st & 2nd Degree Assault | 2 | Receiving Stolen Property | 3 |
| 3rd Degree Assault | 3 | Vandalism | 12 |
| Assault to Police Officer | 3 | Weapons Violation | 37 |
| Other Felony Assaults | 11 | Drugs--Possession for Use | 6 |
| 1st Degree Burglary | 5 | Drugs--Possession for Sale | 3 |
| 2nd & 3rd Degree Burglary | 4 | Possession of Marijuana | 11 |
| Burglary Tools/Criminal Trespassing | 1 | Possession for Sale of Marijuana | |
| Theft/Amount Unknown | 29 | Other Drug Crimes | |
| Theft Over \$100 | 12 | Gambling | |
| Theft Under \$100 | | Child Abuse | 1 |
| Theft From Motor Vehicle | 3 | Desertion | |
| Theft From Person | 6 | Other Family & Children Offenses | 6 |
| Auto Theft | 1 | DUI | 102 |
| Joyriding | | Liquor Violations | |
| Misdemeanor Assaults | 21 | Drunkness | 4 |
| Arson | | Disorderly Conduct | 12 |
| Forgery | 10 | Vagrancy | |
| Check/Credit Card Fraud | 9 | Kidnapping | |
| Defrauding Creditor | 1 | Other | 7 |
| Sales Fraud | 1 | Miscellaneous Traffic | 67 |
| Criminal Impersonation | 4 | Habitual Criminal | 1 |
| Other Fraud Charges | | Escape | 1 |
| | | Unknown | 1 |
| | | TOTAL | 400 |

APPENDIX II

CSRP Data Collection Forms and Codebooks

COMMUNITY SERVICE RESTITUTION
INFORMATION CODING FORM
AND CODEBOOK

Social Systems Research and Evaluation Division
Denver Research Institute
University of Denver
Denver, Colorado 80208

CSRP INFORMATION CODING FORM

1 2 / 3 4 5 6 / 7 8 9 10 11 12 / 13 14 15 16 17 18 / 19 20 21
 Project Client # Referral Date CS Interview Date Hours
 Site

22 23 24 25 26 27 / 28 / 29 30 / 31 32 / 33 34 / 35 36 / 37 38 / 39 40
 Termination Date B Age Race Sex Residence Length of Intake
 Employment

41 42 / 43 44 / 45 46 47 48 / 49 50 / 51 52 / 53 54 / 55 56 / 57 58
 Grade Occupation Offense Offense Offense Felony Felony Misd.
 Type Class Arrests Convictions Arrests

59 60 / 61 62 / 63 64 / 65 66 / 67 68 / NAME OF JUDGE: _____
 Misd. Point Sentence Court Judge
 Convictions

69 70 / 71 72 / 73 74 75 / 76 77 / 78 79 / 80
 Support 1st 1st 1st 1st
 Prescribed Assignment Duration Completion Noncompletion Card No.

CARD 2

| | | | | | | | | | | | | | | | | | | | |
|-------------------|---|-----------------|---|---|-------------------|---|----------------------|---|-------------------|----|-----------------|----|----|-------------------|----|----------------------|----|---------------------|----|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 |
| 2nd Assignment | | 2nd Duration | | | 2nd Completion | | 2nd Noncompletion | | 3rd Assignment | | 3rd Duration | | | 3rd Completion | | 3rd Noncompletion | | Total Placements | |

Screening Devices Used:

| | | | | | | | | | |
|-------------------------------|----|----|----|----|----|-----------|----|----|----|
| 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 |
| Supportive Services Delivered | | | | | | Screening | | | |

| | | | | | | | | | | | | | | | | |
|---------------------|----|--------------|----|---------------------------|----|-----------|----|---------------------|----|-------------------------|----|-------------|----|-----------------|----|----|
| 31 | 32 | 33 | 34 | 35 | 36 | 37 | 38 | 39 | 40 | 41 | 42 | 43 | 44 | 45 | 46 | 47 |
| Termination Type | | CJ Status | | Termination Employment | | Rearrests | | Serious Rearrest | | Project Unsuccessful | | Disposition | | Hours Worked | | |

48 49
Bench
Warrant

50-79 - Blank 2
 80
 Card No.

Revised December 1979

CSRP CODEBOOK

Card 1

| Subject | Column | Variable # | Item |
|---------------------------------|--------|------------|---|
| I. General Information | 1-2 | | Project Site: 10 = Arrowhead 20 = Baltimore County 30 = Boston - Brookline 40 = Jacksonville 50 = OAR - Indiana 51 = OAR - North Carolina 52 = OAR - Virginia 60 = PACT 70 = San Francisco |
| | | 3-6 | Client Number (convert any existing system to 4-digit identifier) |
| | | 7-12 | Date of referral or approval for community service (trial date for Baltimore County) mo./day/year |
| | | 13-18 | Date of community service project interview (same as referral date for PACT) mo./day/year |
| | | 19-21 | Hours of restitution obligation: enter exact number of hours individual has been assigned/sentenced to complete in community service work; 998 = Indeterminate 999 = Unknown |
| | | 22-27 | Date of termination from community service project - mo./day/year |
| | | 28 | Blank |
| II. Demographic Characteristics | 29-30 | | Age at intake: enter age in years (will be derived from date of birth for Arrowhead) |
| | | 31-32 | Race: 01 = Black 02 = Anglo 03 = Spanish surname 04 = American Indian 05 = Oriental 06 = Other (specify) 99 = Unknown |

| Subject | Column | Item |
|---|--------|---|
| II. Demographic Characteristics (cont.) | 33-34 | Sex: 01 = Male 02 = Female 99 = Unknown |
| | 35-36 | Residence: 10 = Arrowhead - St. Louis 11 = Arrowhead - Cook 12 = Arrowhead - Carlton 13 = Arrowhead - Lake 14 = Arrowhead - Aitkin 15 = Arrowhead - Koochiching 16 = Arrowhead - Other 19 = Arrowhead - Unknown 20 = Baltimore County 21 = Baltimore City 22 = Baltimore - Other Maryland counties 30 = Boston - Brookline 31 = Boston - East Norfolk 32 = Boston - Newton 33 = Boston - Other 39 = Boston - Unknown 40 = Jacksonville 50 = OAR - Anderson 51 = OAR - Madison County (not Anderson) 52 = OAR - Durham (city) 53 = OAR - Durham County (not Durham) 54 = OAR - Fairfax County, VA 55 = OAR - Other 59 = OAR - Unknown 60 = PACT - Valparaiso 61 = PACT - Portage 62 = PACT - Other 69 = PACT - Unknown 70 = San Francisco 99 = Residence unknown |
| | 37-38 | Length of residence - enter in years; round off to closest year (not available for PACT, Arrowhead) |
| | 39-40 | Employment status at intake (if multiple, use most permanent): 01 = Employed full-time 02 = Employed part-time or temporary employment 03 = Unemployed 04 = Homemaker 05 = Student 06 = Self-employed 07 = Other (specify) 99 = Unknown |

| Subject | Column | Item |
|---|--------|---|
| II. Demographic Characteristics (cont.) | 41-42 | Highest grade completed or education level (not available for PACT, will use county averages): 01 = 0-6 02 = 7-9 03 = 10-12 04 = College - 2 years or less 05 = College - 3-4 year 06 = Post-graduate 07 = Other (specify) 99 = Unknown |
| | 43-44 | Occupation or specific skills (see Appendix A for description of categories): 01 = Officials and managers 02 = Professionals 03 = Technicians 04 = Sales 05 = Office and clerical 06 = Skilled craftsmen 07 = Semi-skilled operatives 08 = Unskilled laborers 10 = Other (specify) 99 = Unknown |
| III. Criminal Justice Case Processing | 45-48 | Referral offense: see attached offense codes in Appendix B |
| | 49-50 | Offense type: 01 = Felony 02 = Misdemeanor/Gross misdemeanor 03 = Municipal ordinance 04 = Status offense 05 = Other 99 = Unknown |
| | 51-52 | Offense class (e.g., Class B felony, Class 2 misdemeanor): 0A-0Z or 01-10 (no class distinctions in Arrowhead) 99 = Unknown |
| | 53-54 | Number of prior felony arrests--list exact number (adult only) 99 = Unknown |
| | 55-56 | Number of prior felony convictions (adult only)--list exact number 99 = Unknown |

| Subject | Column | Item |
|---|---|--|
| III. Criminal Justice Case Processing (cont.) | 57-58 | Number of prior misdemeanor arrests (adult only)--list exact number 99 = Unknown |
| | 59-60 | Number of prior misdemeanor convictions (adult only)--list exact number 99 = Unknown |
| | 61-62 | Point at which restitution was recommended: 01 = Pre-trial - arraignment/pre-filing 02 = Post-conviction - by judge 03 = Post-conviction - by probation 04 = Post-conviction - work release 05 = Post-conviction - weekend commitment 06 = Other (specify) 07 = Continuance/Probation before judgement (PBJ) 99 = Unknown |
| | 63-64 | Sentence type: 01 = No sentence - pre-trial release 02 = Probation (formal) 03 = Probation (informal) 04 = Suspended sentence 05 = Jail 06 = Fine 07 = Jail and fine 08 = Part-time jail 09 = Jail - work release 10 = Informal probation/fine/jail 11 = Formal probation/fine/jail 12 = Probation before judgment (PBJ) 13 = Prayer for judgment continued (PJC) 14 = Adjournment in contemplation of dismissal (ACD)/Continuance 15 = Other (specify) 99 = Unknown |
| 65-66 | Court of referral: 01 = County 02 = Circuit 03 = Superior 04 = District 05 = Municipal 06 = Other (specify) 99 = Unknown | |

| Subject | Column | Item |
|---|--------|--|
| III. Criminal Justice Case Processing (cont.) | 67-68 | Sentencing Judge: write in name of judge (codes will be developed) |
| | 69-70 | Supportive services/Treatment recommended 01 = Counseling/tutoring 02 = Job readiness 03 = Mental health 04 = Alcohol 05 = Drug 06 = Medical/dental 07 = Legal 08 = Material assistance - money, clothing, etc. 10 = Education - GED, adult basic, vocational 11 = Referral to other agency 12 = Transportation 13 = Other 99 = Unknown |
| IV. Restitution Case Processing | 71-72 | First community service assignment: 01 = Applied professional/trade skills 02 = Library/hospital aide 03 = Typing and filing 04 = Drug/alcohol treatment aide 05 = Public works, general physical maintenance 06 = Day care 07 = Work at state/county institutions 08 = General outdoor work 10 = Other (specify) 99 = Unknown |
| | 73-75 | First assignment duration--enter hours worked |
| | 76-77 | First assignment completion status: 01 = Completed 02 = Not completed 03 = Completed more than assigned hours 99 = Unknown |

| Subject | Column | Item |
|---|--------|--|
| IV. Restitution Case Processing (cont.) | 78-79 | First assignment reason for noncompletion |
| | | 01 = Not applicable 02 = Excessive absences 03 = Poor work quality 04 = Lack of cooperation 05 = No further need for services 06 = Rearrest 07 = Not client related 08 = Violation of contract agreement 10 = Other 99 = Unknown |
| | 80 | Card Number 1 |

Card 2

| Subject | Column | Item |
|---|--------|--|
| IV. Restitution Case Processing (cont.) | 1-2 | Second community service assignment: 01 = Applied professional skills 02 = Library/hospital aide 03 = Typing and filing 04 = Drug/alcohol treatment aide 05 = Public works, general physical maintenance 06 = Day care 07 = Work at State/county institutions 08 = General outdoor work 10 = Other (specify) 99 = Unknown |
| | 3-5 | Second assignment duration: enter hours worked |
| | 6-7 | Second assignment completion status: 01 = Completed 02 = Not completed 03 = Completed more than assigned hours 99 = Unknown |
| | 8-9 | Second assignment reason for noncompletion 01 = Not applicable 02 = Excessive absences 03 = Poor work quality 04 = Lack of cooperation 05 = No further need for services 06 = Rearrest 07 = Not client oriented 08 = Violation of contract agreement 10 = Other 99 = Unknown |
| | 10-11 | Third community service assignment: 01 = Applied professional skills 02 = Library/hospital aide 03 = Typing and filing 04 = Drug/alcohol treatment aide |

| Subject | Column | Item |
|---|--------|---|
| IV. Restitution Case Processing (cont.) | 10-11 | 05 = Public works, general physical maintenance 06 = Day care 07 = Work at state/county institutions 08 = General outdoor work 10 = Other (specify) 99 = Unknown |
| | 12-14 | Third assignment duration: enter hours worked |
| | 15-16 | Third assignment completion status: 01 = Completed 02 = Not completed 03 = Completed more than assigned hours 99 = Unknown |
| | 17-18 | Third assignment reason for noncompletion: 01 = Not applicable 02 = Excessive absences 03 = Poor work quality 04 = Lack of cooperation 05 = No further need for services 06 = Rearrest 07 = Not client related 08 = Violation of contract agreement 10 = Other 99 = Unknown |
| | 19-20 | Total job placements while in program: enter number 99 = Unknown |
| | 21-26 | Types of supportive/treatment services provided (up to 3): 01 = Counseling/tutoring 02 = Job readiness 03 = Mental health 04 = Alcohol 05 = Drug 06 = Medical/dental 07 = Legal 08 = Material assistance - money, clothing, etc. 10 = Education - GED, adult basic, vocational 11 = Referral to other agency 12 = Transportation 13 = Other 99 = Unknown |

| Subject | Column | Item |
|---|--------|--|
| IV. Restitution Case Processing (cont.) | 27-30 | Screening devices/processes used: List |
| V. Outcomes | 31-32 | Type of project termination: 01 = Successful 02 = Unsuccessful 03 = Without prejudice (any early termination not the fault of the offender, i.e., moved) 99 = Unknown |
| | 33-34 | Criminal justice status at time of termination: 01 = None 02 = Probation 03 = Parole 04 = Incarcerated - same offense 05 = Incarcerated - new offense 06 = Pending adjudication - same charge 07 = Pending adjudication - same offense 08 = Pending adjudication - new offense 10 = Other (specify) 99 = Unknown |
| | 35-36 | Employment status at termination (if multiple, use most permanent): 01 = Employed full-time 02 = Employed part-time/temporary employment 03 = Unemployed 04 = Homemaker 05 = Student 06 = Self-employed 07 = Other 99 = Unknown |
| | 37-38 | Total rearrests while in community service project: enter number 99 = Unknown |

| Subject | Column | Item |
|------------------------|--------|---|
| V. Outcomes (cont.) | 39-40 | Most serious rearrest while in community service project: 01 = Felony 02 = Misdemeanor 03 = Municipal ordinance 04 = Status 05 = Other (specify) 99 = Unknown |
| | 41-42 | Reason for unsuccessful termination from community service project: 01 = Not applicable 02 = Excessive absenteeism 03 = Poor work quality 04 = Lack of cooperation 05 = Poor attitude 06 = Rearrest 07 = Behavior 08 = Violation of contract agreement 10 = Other 99 = Unknown |
| | 43-44 | Court disposition of referral offense (where judgment depends on conclusion of community service): 01 = Case dismissed 02 = Not guilty 03 = Guilty - jail 04 = Guilty - fine 05 = Guilty - probation (informal) 06 = Guilty - probation (formal) 07 = Guilty - suspended sentence 08 = Pending 10 = Guilty - informal probation/ fine/jail 11 = Guilty - formal probation/fine/jail 12 = Probation before judgment (PBJ) 13 = Prayer for judgment continued (PJC) 14 = Adjournment in contemplation of dismissal (ACD) 15 = Other (specify) 99 = Unknown |
| | 45-47 | Total hours of work performed under community service: enter hours 999 = Unknown |

| Subject | Column | Item |
|------------------------|--------|---|
| V. Outcomes (cont.) | 48-49 | Court action taken on bench warrant issued due to unsuccessful termination: 01 = Case dismissed 02 = Not guilty 03 = Guilty - jail 04 = Guilty - fine 05 = Guilty - probation (informal) 06 = Guilty - probation (formal) 07 = Guilty - suspended sentence 08 = Pending 10 = Guilty - informal probation/ fine/jail 11 = Guilty - formal probation/ fine/jail 15 = Other (specify) 99 = Unknown |
| | 50-79 | Blank |
| | 80 | Card Number 2 |

DESCRIPTION OF JOB CATEGORIES

(Be guided by which category comprises the majority of the particular employee's primary duties)

Officials and managers - Occupations requiring administrative personnel set broad policies, exercise overall responsibility for execution of the policies, and direct individual departments or special phases of a firm's operations. Includes: officials, executives, middle management, plant managers, department managers, and superintendents, salaried formen who are members of management, purchasing agents and buyers, and kindred workers.

Professionals - Occupations requiring either college graduation or experience of such kind and amount as to provide a comparable background. Includes accountants and auditors, airplane pilots and navigators, architects, artists, chemists, designers, dietitians, editors, engineers, lawyers, librarians, mathematicians, natural scientists, registered professional nurses, personnel and labor relations workers, physical scientists, physicians, social scientists, teachers, and kindred workers.

Technicians - Occupations requiring a combination of basic scientific knowledge and manual skill which can be obtained through about two years of post high school education, such as is offered in many technical institutes and colleges, or through equivalent on-the-job training. Includes: computer programmers and operators, draftsmen, engineering aides, junior engineers, mathematical aides, licensed, practical or vocational nurses, photographers, radio operators, scientific assistants, surveyors, technical illustrators, technicians (medical, dental, electronic, physical sciences), and kindred workers.

Sales - Occupations engaging wholly or primarily in direct selling. Includes: advertising agents and salesmen, insurance agents and brokers, real estate agents and brokers, stock and bond salesmen, demonstrators, salesmen and sales clerks, grocery clerks and cashier-checkers, and kindred workers.

Office and clerical - Includes all clerical-type work regardless of level of difficulty, where the activities are predominantly nonmanual though some manual work not directly involved with altering or transporting the products is included. Includes: bookkeepers, cashiers, collectors (bills and accounts), messengers and office boys, office machine operators, shipping and receiving clerks, stenographers, typists and secretaries, telegraph and telephone operators, and kindred workers.

Craftsmen (skilled) - Manual workers of relatively high skill level having a thorough and comprehensive knowledge of the processes involved in their work. Exercise considerable independent judgement and usually receive an extensive period of training. Includes: the building trades, hourly paid foremen and leadmen who are not members of management, mechanics and repairmen, skilled machining occupations, compositors and typesetters, electricians, engravers, job setters (metal), motion picture projectionists, pattern and model makers, stationary engineers, tailor and tailoresses, and kindred workers.

Operatives (semi-skilled) - Workers who operate machine or processing equipment or perform other factory-type duties of intermediate skill level which can be mastered in a few weeks and requiring only limited training. Includes: apprentices (auto mechanics) plumbers, bricklayers, carpenters, electricians, machinists, mechanics, plumbers, building trades, metalworking trades, printing trades, etc., operatives, attendants (auto service and parking), blasters, chauffeurs, deliverymen and routemen, dressmakers and seamstresses (except factory), dryers, furnacemen, heaters (metal), laundry and dry cleaning operatives, milliners, mine operatives and laborers, motormen, oilers and greasers (except auto), painters (except construction and maintenance), photographic process workers, stationary firemen, truck and tractor drivers, weavers (textile), welders, and flamecutters, and kindred workers.

Laborers (unskilled) - Workers in manual occupations which generally require no special training. Perform elementary duties that may be learned in a few days and require the application of little or no independent judgement. Includes: garage laborers, car washers and greasers, gardeners (except farm) and ground keepers, longshoremen and stevedores, lumbermen, raftsmen and wood choppers, laborers performing lifting, digging, mixing, loading and pulling operations, and kindred workers.

Service workers - Workers in both protective and nonprotective service occupations. Includes: attendants (hospital and other institution, professional and personal service, including nurses aides, and orderlies).

OFFENSE CODEBOOK

0030 - ROBBERY

- 0031 - Aggravated robbery (armed robbery)
- 0032 - Simple robbery

0040 - AGGRAVATED ASSAULT

- 0041 - 1st degree and 2nd degree assault (assault with deadly weapon causing serious bodily injury: includes assault with intent to murder, rob, etc.)
- 0042 - Third degree assault (assault with deadly weapon with intent to cause injury; menacing - FELONY ONLY)
- 0043 - Assault to a Police Officer
- 0044 - Other felony assaults (includes vehicular assault, assault during escape, etc.)

0050 - BURGLARY

- 0051 - First degree burglary (armed with deadly weapon, or with assault to person)
- 0052 - Second or Third degree burglary (includes such things as breaking into vending machines, breaking and entering, breaking into cash registers, etc.)
- 0053 - Possession of burglary tools; explosives/CRIMINAL TRESPASS

0060 - LARCENY (THEFT)

- 0060 - Theft/unknown amount
- 0061 - Theft over \$100 (includes theft of rental property over \$100, theft by receiving)
- 0062 - Theft under \$100 (includes theft of rental property less than \$100, concealment of goods, etc.)
- 0063 - Theft from Motor Vehicle
- 0064 - Theft from Person

0070 - AUTO THEFT

- 0071 - Auto Theft
- 0072 - Joyriding

0080 - OTHER ASSAULTS - MISDEMEANOR

- 0081 - Miscellaneous assaults (including hazing, resisting police officer, intimidation, threats, reckless endangerment, menacing - MISDEMEANOR ONLY)

0090 - ARSON

- 0091 - Arson (includes first, second, third and fourth degree)

0100 - FORGERY AND COUNTERFEITING

- 0101 - First, second, and third degree forgery (includes altering records)
- 0102 - Possession of forged instruments or forgery devices (includes using slugs, criminal simulation)
- 0103 - Other forgery offenses (e.g., obtaining signature by deception, etc.)
- 0104 - Counterfeiting currency

1100 - FRAUD

- 0111 - Check and credit card offenses (short checks, theft of credit card, credit card fraud, possession of stolen credit card)
- 0112 - Defrauding creditor (e.g., purchase on credit to defraud, issue false financial statement, etc.)
- 0113 - Sales fraud (e.g., bait advertising, unlawful activities concerning sale of land, securities, etc.)
- 0114 - Criminal impersonation (impersonating a peace officer or public servant)
- 0115 - Other fraud charges (bribery, rigging of contests, altering of identification numbers, defrauding an inkeeper, etc.)

0120 - EMBEZZLEMENT

- 0121 - Embezzlement (misappropriation or misapplication of money or property entrusted to one's care)
- 0122 - Extortion

0130 - STOLEN PROPERTY

- 0131 - Buying, receiving, possession of stolen property

0140 - VANDALISM

- 0141 - Vandalism (willful or malicious destruction, injury, disfigurement, or defacement of public or private property. Includes malicious behavior, such as breaking windows, graffiti, etc., criminal mischief, littering, defacing property)

0150 - WEAPONS

- 0151 - Carrying concealed weapon
- 0152 - Other firearms or weapons offenses (carrying knife, etc.)

0180 - NARCOTIC AND DRUG LAWS

- 0181 - Possession for use - narcotic drugs (Opium, Cocaine, Heroin)
- 0182 - Possession for sale, manufacture, etc. - narcotic drugs
- 0183 - Possession for use - dangerous drugs (barbituates, amphetamines, etc.)
- 0184 - Possession for sale, manufacture, etc. - dangerous drugs
- 0185 - Possession for use - Marijuana
- 0186 - Possession for sale, manufacture, etc. - Marijuana
- 0187 - Other drug crimes, drug unknown (obtaining drugs by fraud and deceit)
- 0188 - Introducing contraband

0190 - GAMBLING

- 0191 - Gambling (includes professional gambling, possession of gambling devices, etc.)

0200 - OFFENSES AGAINST FAMILY AND CHILDREN

- 0201 - Child abuse
- 0202 - Desertion, abandonment, nonsupport, nonpayment of alimony, violation of custody, etc.
- 0203 - Other (includes bigamy, adultery, etc.)

0210 - DRIVING UNDER THE INFLUENCE

0211 - DUI

0220 - LIQUOR LAWS

0221 - General (bootlegging, operating a still, selling, etc.)

0222 - Furnishing liquor to a minor

0230 - DRUNKENESS

0231 - General (includes intoxication, drunk and disorderly, etc.)

0240 - DISORDERLY CONDUCT

0241 - General (includes disturbance, obscene language, unlawful assembly, obstructing peace officer or fireman, inciting to riot, obstruction of highway, etc.)

0250 - VAGRANCY

0251 - General (includes vagrancy, begging, loitering, vagabondage)

0260 - OTHER

0261 - Kidnapping

0262 - Other (abandonment of motor vehicle, bomb threats, concealing death of infant, obstructing governmental operations, pornography, abortion, perjury, tampering with witness/jury, cruelty to animals, wiretapping, anarchy, sedition, etc.)

0263 - Traffic miscellaneous

0270 - MISCELLANEOUS

0271 - Habitual criminal

0272 - Mandatory sentencing

0273 - Parole/probation violation

0274 - Fugitive/escape

Please Do Not Sign Your Name To This Form

CLIENT SURVEY

Your Age: _____ years

Your Sex: _____ Male; _____ Female

State of Residence: _____

County of Residence: _____

Are you presently employed? _____ Yes; _____ No.

1. Did you learn any skills during your community service experience that will be helpful to you in locating permanent employment or in improving your present job situation?
_____ Yes; _____ No;
2. During your community service work, did you use any of the skills you already have? _____ Yes; _____ No; _____ Somewhat.
3. Would the community service experience have been better if you had been assigned a different kind of work while in community service? _____ Yes; _____ No; _____ Maybe.
4. At the time, was the service work a good or bad choice compared to the other options available? _____ Good; _____ Bad; _____ Both good and bad; _____ It was the only choice available.
5. Considering the nature of the charge and the legal findings in your case, was the community service work a fair or unfair alternative? _____ Fair; _____ Unfair; _____ Not sure.
6. Overall, was your community service experience positive?
_____ Yes; _____ No; _____ Partly yes and no.

Comments:

Place in postage-paid envelope addressed to:

Ruth Katz
Denver Research Institute/SSRE
University of Denver
Denver, Colorado 80208

Favor No Firmar Este Formulacio

CUESTIONARIO DEL CLIENTE

Edad: _____ años residencia: estado _____

Sexo: _____ Masculino; _____ Femenino residencia: condado _____

¿Está Ud. actualmente empleado? _____ Si; _____ No.

1. ¿Durante su experiencia con el servicio a la comunidad aprendió alguna habilidad la cual le ayudará a encontrar empleo permanente o a mejorar su empleo actual? _____ Si; _____ No.
2. ¿Usó Ud. alguna de las habilidades que tenía de antemano durante su experiencia con el servicio a la comunidad? _____ Si; _____ No; _____ Un poco.
3. ¿Hubiera sido mejor su experiencia con el servicio a la comunidad si le hubieran dado algún trabajo diferente al que le dieron? _____ Si; _____ No; _____ Tal vez.
4. ¿Fue el trabajo una buena o mala selección comparado con otras opciones que habían? _____ Buena; _____ Mala; _____ Buena y mala; _____ Fue la única opción que había.
5. Tomando en cuenta la clase de acusación y los descubrimientos legales de su caso, ¿fue el trabajo del servicio a la comunidad una alternativa justa o injusta? _____ Justa; _____ Injusta; _____ No estoy seguro.
6. En general, ¿fue su experiencia con el servicio a la comunidad buena? _____ Si; _____ No; _____ En parte si y no.

Comentarios:

Site _____

COMMUNITY SERVICE RESTITUTION ATTITUDE QUESTIONNAIRE

Judges

1. How do you feel the community service restitution project has worked out as a whole?
2. What aspects of the project worked especially well?
3. What improvements do you feel could be made?
4. Do you feel the present program should be expanded or cut back in the number and type of offenders it includes? Who should it include?
5. Are those referred to the program generally indigent offenders unable to pay a fine?
6. Do most of the offenders referred to the program have private attorneys, or do they generally have appointed counsel?
7. How would you describe your working relationship with project staff?
8. How would you describe project staff's communication with the court overall?
9. Do project staff provide you with the necessary feedback on their clients?
10. How do you feel the system of referral and placement has worked? How did project staff work with you to develop and maintain this system?
11. How does the project staff compare with other criminal justice staffs, such as probation officers, in terms of client interaction and tracking?
12. How do you see community services restitution in relation to other alternatives for offenders? Are there other alternatives you prefer, such as drug/alcohol programs, drunk driver programs, etc.?
13. How do you approach sentencing using community service restitution-- i.e., are certain crimes worth x number of hours, or do you have some other system for assignment? Were any guidelines offered by project staff? If so, were they reasonable? Fair? Realistic?
14. Has the project changed the way you sentence offenders? If so, how?

15. Do you feel community service restitution is a true legal option? Would you be willing to use it even if the project itself did not exist?
16. Do you think community service should generally be combined with support services--i.e., counseling, job training, education, etc.?
17. Overall, do you believe that community service restitution provides worthwhile experiences for offenders?
18. Overall, is the project worth the costs it incurs?
19. Do you feel community service is a fair or unfair alternative to other forms of punishment, considering the type of offenses involved?
20. Do you feel community service is most appropriate for juvenile, adults, or both? Why?
21. In your opinion, in what situation(s) is community service best used: pre-trial, in conjunction with probation, or in conjunction with incarceration?
22. Do you think community service restitution may replace the need for imprisonment with some types of offenders? Which ones?
23. Do you think community service restitution could be utilized as the sole rehabilitation approach taken with some offenders? Which ones?
24. How do you think community service restitution affect offenders--i.e., their likelihood of recidivating, their outlook, etc.?
25. Do you think it has a different effect on first offenders than on those who have previously penetrated the criminal justice system? In what ways?
26. What are some unintended impacts or effects of the project, such as reducing fine revenues, increasing exposure of some individuals to the criminal justice system, etc.?
27. Do you think there will be any statutes forthcoming as a result of the project?

SPECIAL SITE QUESTIONS

Judges

Duluth:

1. Does sentencing usually include support services, or is that left as an option for offenders?
2. Do you feel the support services are worthwhile?
3. How do you feel about this project's having all women as clients?
4. Do you feel this project has equalized services for men and women in the Duluth area?
5. Do you think a similar program for men would be worthwhile?

Baltimore County:

1. Do you feel the project had sufficient resources available to make it work well?
2. Do you think there is an adequate number of project staff people to handle the clients?

OAR/All Sites:

1. What are your feeling on the organization of OAR locally and nationally?
2. Are there any changes in OAR that you feel would make working them easier?

OAR/Fairfax:

1. How do you feel about the current practice of assigning 50 hours of service to all offenders?
2. Are you satisfied with the pre-trial community service alternative?
3. Would you like to see the program include a post-conviction alternative as well?

OAR/Durham:

1. Are you satisfied with the pre-trial community service alternative?
2. Have you used the post-conviction alternative? If so, how has it worked out?

20. Do you feel community service is a fair or unfair alternative to other forms of punishment, considering the type of offenses involved?
21. Do you feel community service is most appropriate for juveniles, adults, or both? Why?
22. Do you think community service restitution may replace the need for imprisonment with some types of offenders? Which ones?
23. Do you think community service restitution could be utilized as the sole rehabilitation approach taken with some offenders? Which ones?
24. What would you say are some unintended impacts or effects of the project?

Site _____

COMMUNITY SERVICE RESTITUTION ATTITUDE QUESTIONNAIRE

DAs and Public Defenders

1. How do you feel the community service restitution project has worked out as a whole?
2. What aspects of the project worked especially well?
3. What improvements do you feel could be made?
4. Do you feel the present program should be cut back or expanded in the number and type of offenders it includes? Who should it include?
5. Do you feel offenders have been justly sentenced, in terms of length and type of assignment?
6. Are there cases you feel would have been dismissed if community service had not been available as an option? If so, what types?
7. How would you describe your working relationship with project staff?
8. Are you aware of the placement procedures used by the project? How do you feel the system of referral (and placement) has worked?
9. How does project staff work with you to develop and maintain this system?
10. Are you aware of any competitive alternative programs? How do you see community service in relation to other alternatives for offenders? Are there other alternatives you prefer, such as drug/alcohol programs, drunk driver programs, etc.?
11. Do you think community service should generally be combined with support services--i.e., counseling, job training, education, etc.?
12. Overall, do you believe that community service restitution provides worthwhile experiences for offenders?
13. Overall, is the project worth the costs it incurs?
14. Do you feel community service is a fair or unfair alternative to other forms of punishment, considering the types of offenses involved?
15. Do you feel community service is most appropriate for juveniles, adults, or both? Why?
16. In your opinion, in what situation(s) is community service best used: pre-trial, in conjunction with probation, or in conjunction with jail?

17. Do you think community service restitution may replace the need for imprisonment with some types of offenders? Which ones?
18. Do you think community service restitution could be utilized as the sole rehabilitation approach taken with some offenders? Which ones?
19. How do you think community service restitution affects offenders-- i.e., their likelihood of recidivating, their outlook, etc.?
20. Do you think it has a different affect on first offenders than on those who have previously penetrated the criminal justice system? In what ways?
21. What are some unintended impacts or effects of the project?
22. (Pre-trial projects only) Have there been any challenges as to the legality of the diversion program?

SPECIAL SITE QUESTIONS

DAs and Public Defenders

Baltimore County:

1. Do you feel the project had sufficient resources available to make it work well?
2. Do you think there is an adequate number of project staff people to handle the clients?

OAR/All Sites:

1. What are your feelings on the organization of OAR locally and nationally?
2. Are there any changes in OAR that you feel would make working with them easier?

OAR/Madison:

1. Do you see any major problems with community service restitution?
2. What, in your mind, qualifies an offender for the community service restitution project?
3. Have you had any problems finding qualified offenders to participate in the project?

San Francisco:

1. What is your overall impression of this project relative to other existing programs?
2. Does this project work well in tandem with other projects?
3. Does this project have any particularly strong points compared with others? Weak points?
4. Does this project offer any advantages over other projects? Any disadvantages?
5. How was it decided which program an offender would be assigned to?
6. Were there any problems caused by the existence of overlapping programs?
7. Do you have any suggestions concerning this situation?

Site _____

COMMUNITY SERVICE RESTITUTION ATTITUDE QUESTIONNAIRE

Probation Officers

1. How do you feel the community service project has worked out as a whole?
2. What aspects of the project worked especially well?
3. What improvements do you feel could be made?
4. Do you feel the present program should be expanded or cut back in the number and type of offenders it includes? Who should it include?
5. How would you describe your working relationship with project staff?
6. Who is in charge of managing clients--you, project staff, or both? How is this arranged?
7. Who has final legal responsibility for the clients?
8. Who is responsible for communications with the court concerning clients--you or project staff?
9. Has the project helped to eliminate some of the clients from your caseload? If so, which ones?
10. How do you feel the system of referral and placement has worked?
11. How does project staff work with you to develop and maintain this system?
12. In which cases, if any, do you see community service as an alternative to probation?
13. Do you feel community service is a good addition to probation?
14. How do you see community service restitution in relation to other alternatives for offenders? Are there alternatives you prefer, such as drug/alcohol programs, drunk driver programs, etc.?
15. Do you think community service should generally be combined with support services--i.e., counseling, job training, education, etc.?
16. Overall, do you believe that community service provides worthwhile experiences for offenders?
17. Overall, do you feel it is worth the costs it incurs?
18. Do you feel community service is a fair or unfair alternative to other forms of punishment?
19. Do you feel community service is most appropriate for juveniles, adults, or both? Why?
20. In your opinion, in which situation(s) is community service best used--pre-trial, in conjunction with probation, or in conjunction with incarceration?
21. Do you think community service restitution may replace the need for imprisonment with some offenders? Which ones?
22. Do you think community service restitution could be utilized as the sole rehabilitation approach taken with some offenders? Which ones?
23. How do you think community service affects offenders--i.e., their likelihood of recidivism, their outlook, etc.?
24. Do you think it has a different effect on first offenders than on those who have previously penetrated the criminal justice system? In what ways?
25. What are some unintended impacts or effects of the project?

Site _____

COMMUNITY SERVICE RESTITUTION ATTITUDE QUESTIONNAIRE

Placement Agencies

1. How have the clients worked out?
2. Did you have any problems with them?
3. Do project volunteers comprise a large portion of your volunteer workers?
4. Do you generally feel you can rely on the project to provide you with volunteers when you need them?
5. What would your volunteer situation be like without project volunteers?
6. How many of the people working in your agency know that these volunteers come from the courts? Any reactions?
7. How many of the people you serve know that these volunteers come from the courts? Any reactions?
8. How would you describe your working relationship with project staff?
9. How does the project staff monitor their clients?
10. How have you developed positions in your agency for these volunteers?
11. Do any of the offenders, while participating in community service, learn skills they may apply to new or present jobs?
12. Do you feel that working in your organization benefited the volunteers in other ways? How?
13. Would you like to have more project clients working in your organization?
14. Have you since employed any community service restitution volunteers on a regular basis? In what capacity?
15. Have many stayed to volunteer beyond the assigned period of community service? In what capacity?
16. What aspects of the project are especially helpful to you? That is, what would you like to see continued?

17. What aspects of the project do you feel need improvement so as to be of greater service to you?
18. Overall, do you believe that community service restitution provides worthwhile experiences for offenders?
19. Overall, is the project worth the costs it incurs?
20. Do you feel community service is a fair or unfair alternative to other forms of punishment, considering the type of offenses involved?
21. Do you feel community service is most appropriate for juveniles, adults, or both? Why?
22. Do you think community service restitution may replace the need for imprisonment with some types of offenders? Which ones?
23. Do you think community service restitution could be utilized as the sole rehabilitation approach taken with some offenders? Which ones?

SPECIAL SITE QUESTIONS

Placement Agencies

Duluth:

1. About how much time would you say the average project volunteer spends with you?
2. Would you like to see men participate in a similar community service restitution program?

Baltimore County:

1. Do you feel the project had sufficient resources available to make it work well?
2. Do you think there is an adequate number of project staff people to handle the clients?

OAR/All Sites:

1. What are your feelings on the organization of OAR locally and nationally?
2. Are there any changes in OAR that you feel would make working with them easier?

Jacksonville:

1. How easy has it been for you to use project volunteers in your organization?
2. Has the project worked out well for you even though it is not affiliated with Volunteer Jacksonville?
3. Does the seriousness of the offenses committed by some project volunteers cause any problems for you or others working in your organization?

PACT:

1. How well do you like PACT's system of placing volunteers in your organization one day at a time?

San Francisco:

1. How would you compare this project with others like it?

2. How effective is this project's staff in dealing with your organization relative to others?
3. How has this project monitored its clients relative to other projects?
4. Were there any problems caused by the existence of overlapping projects?
5. Do you have any suggestions concerning this situation?

SPECIAL SITE QUESTIONS

Jailers

Jacksonville:

1. How effective do you think the project has been in terms of reducing jail time?
2. How has the relationship been between Fairfield Correctional Institute and the project?
3. Have coordination efforts between FCI and the project been successful?
4. Have there been any problems between FCI and the project?
5. Are there any difficulties in scheduling offenders for both work release and community service?
6. Have any conflicts arisen between the two programs (Work Release and Community Service)?
7. How is the weekend commitment program going overall?
8. Have any special problems arisen with the weekend commitment program?

FACT:

1. How do you feel the weekend commitment portion of the project is going overall?
2. Are there any problems that have arisen?
3. Can you make any suggestions for improvement?
4. What aspects of the project have gone especially well?
5. Is there anything you would like to see more of for this program?

CARD 1

Denver Research Institute
Community Service Restitution Project

CSRP BASELINE CODING FORM

| | | | | | | | | | | | | | | | |
|-------------------------|----|-----------------------------|----|------------------------|-------------------------------------|---------------|-----------------|---------------|----|-----------------|----|---------------|----|----|----|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 |
| Project Site | | Case Number | | | | Arrest Date | | | | | | Arrest Charge | | | |
| 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | | |
| Arrest Type | | # Prior Misdemeanor Arrests | | # Prior Felony Arrests | | Age at Arrest | | Race | | Sex | | Residence | | | |
| 31 | 32 | 33 | 34 | 35 | 36 | 37 | 38 | 39 | 40 | 41 | 42 | | | | |
| Was Case Filed? | | Disposition Date | | | | | | Sentence Type | | Sentence Length | | | | | |
| 43 | 44 | 45 | 46 | 47 | 48 | 49 | 50 | 51 | | | | | | | |
| Fine Amount, If Imposed | | | | | If Fine Assessed, Was It Collected? | | Presiding Judge | | | | | | | | |

Codebook: CSRP Baseline Study

| <u>Column</u> | <u>Variable</u> | <u>Item</u> |
|---------------|-----------------|--|
| 1-2 | 1 | Project site. |
| 3-6 | 2 | Case number: each case will receive a unique identifier running in sequential order. |
| 7-12 | 3 | Arrest date: date person was arrested for sample offense. |
| 13-16 | 4 | Arrest charge: see attached offense codes in Appendix A. |
| 17-18 | 5 | Arrest type: 01 = Felony 02 = Misdemeanor/gross misdemeanor 03 = Municipal ordinance 04 = Status offense 05 = Other 99 = Unknown |
| 19-20 | 6 | Number of prior misdemeanor arrests (adult only). 99 = Unknown |
| 21-22 | 7 | Number of prior felony arrests (adult only). 99 = Unknown |
| 23-24 | 8 | Age at arrest |
| 25-26 | 9 | Race: 01 = Black 02 = Anglo 03 = Spanish Surname 04 = American Indian 05 = Oriental 06 = Other (specify) 99 = Unknown |
| 27-28 | 10 | Sex: 01 = Male 02 = Female 99 = Unknown |

| <u>Column</u> | <u>Variable</u> | <u>Item</u> |
|---------------|-----------------|--|
| 29-30 | 11 | Residence: 10 = Arrowhead-St. Louis 11 = Arrowhead-Cook 12 = Arrowhead-Carlton 13 = Arrowhead-Lake 14 = Arrowhead-Aitkin 15 = Arrowhead-Koochiching 16 = Arrowhead-Other 19 = Arrowhead-Unknown 20 = Baltimore County 21 = Baltimore City 22 = Baltimore-Other 23 = Md. Counties Baltimore-Other 29 = Baltimore-Unknown 30 = NE-Brookline 31 = NE-East Norfolk 32 = NE-Newton 33 = NE-Other 39 = NE-Unknown 40 = Jacksonville 50 = OAR-Anderson 51 = OAR-Madison County (not Anderson) 52 = OAR-Durham (City) 53 = OAR-Durham County (not Durham) 54 = OAR-Fairfax, VA 55 = OAR-Other 59 = OAR-Unknown 60 = PACT-Valpo 61 = PACT-Portage 62 = PACT-Other 63 = PACT-Outside Porter County 69 = PACT-Unknown 70 = SF-City 71 = SF-Outside City 99 = Residence Unknown |
| 31-32 | 12 | (For pretrial projects only) Was case filed? 01 = Yes 02 = No 99 = Unknown |
| 33-38 | 13 | Disposition Date - Month/Day/Year |

| <u>Column</u> | <u>Variable</u> | <u>Item</u> |
|---------------|-----------------|---|
| 39-40 | 14 | <p>Sentence Type:</p> <p>01 = Released 02 = Probation (formal) 03 = Probation (informal) 04 = Suspended sentence 05 = Jail 06 = Fine 07 = Jail and fine 08 = Part-time jail 09 = Jail-work release 10 = Informal probation/fine/jail 11 = Formal probation/fine/jail 12 = Probation before judgment (PBJ) 13 = Prayer for judgment continued (PJC) 14 = Adjourment in contemplation of dismissal (ACD)/continuance 15 = Other 99 = Unknown</p> |
| 41-42 | 15 | <p>Sentence length - enter in months</p> <p>99 = Unknown</p> |
| 43-47 | 16 | <p>If fine was imposed, how much was the amount?</p> <p>99999 = Unknown</p> |
| 48-49 | 17 | <p>If fine was assessed, was it collected?</p> <p>01 = Yes 02 = No 03 = Partially 99 = Unknown</p> |
| 50-51 | 18 | <p>Presiding judge: write name.</p> |

4. Does each offender sign a contract specifying:

- Length of community service?
- Time limits for completion of service?
- Criteria and consequences of unsuccessful completion?
- Insurance coverage during community service?

5. If contracts are used in your projects, who are the parties that make and sign the agreement?

6. What kind of insurance protection is available for offenders placed in public and in private nonprofit sites?

Process

7. What criteria are used to determine that an offender's participation in community service is unsuccessful and should be terminated?

8a. How is the length of time to be served in community service determined?

b. Any established minimum or maximum sentences to community service time?

Site: _____

GENERAL QUESTIONS

These questions are designed to provide some common descriptive information about each project. DRI staff have written in answers from information available in project proposals. Please correct this information as appropriate and please notify DRI if the information provided should be revised during the course of the project.

If you need more space for answers, please use the back of each page or a separate sheet of paper.

Offenders

1. What criteria are used to select participants for the Community Service Restitution Project?

2. To what extent does each offender choose or participate in choosing the agency/site at which community service will take place?

3. How is community service "offered" to offenders:

It is a voluntary alternative to jail or fines for certain classes of offenses.

It is an option available to those on work-release.

It is a sentencing alternative that is already in municipal ordinances state statutes

Other _____

8c. Any time limits for completion of community service?

d. Do you use the minimum hourly wage or some other amount to calculate the value of community service hours completed? Please explain

9. Do you plan to present orientation or training programs to introduce probation officers, placement site staffs, referral agency staffs, and others to the concept of community service restitution and to the goals and procedures of your project? (Please describe your plans)

Placements

10a. What screening methods, needs assessments, etc., will be used to determine the nature of client placements?

b. Will the placement agencies provide the project staff with placement site descriptions and qualifications/skills needed?

c. Do you anticipate that various factors relating to the offender (e.g., nature of the referral offense, criminal history) will be considered by project staff in making job placements?

- 11a. Which community service project staff member will have primary responsibility for monitoring clients while in a work site?
- b. Which agency representatives will monitor clients?
12. In what way and how often will placement agencies notify the project about worker attendance, performance, etc.?
13. What data elements will be collected routinely to track clients' progress through their placement assignments?
14. How will placements within a single agency be managed? Will restitution clients become part of the existing organizational structure of a placement agency or become part of a separate unit with a separate supervisor?
15. What factors will be considered in determining potential costs and cost savings/benefits to placement agencies (e.g., costs of supervision, value of services provided)?
16. How will you go about identifying and working with new (additional) placement agencies?

Outcomes

- 17a. How do you plan to work toward increasing public/community awareness and acceptance of community service restitution programs?
- b. How will you determine your successes?
18. Do you plan to ask persons sentenced to community service about their experience with the program? If yes, how and when will this be done?
19. Do you plan to ask staff at placement sites about their experience with the community service program? If yes, how and when will this be done?

APPENDIX III

Table of Contents from the Handbook on Community Service Restitution

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