



U.S. Department of Transportation  
National Highway Traffic Safety Administration

# Community Service Restitution Programs for Alcohol Related Traffic Offenders The 5 As of Community Service

Volume I

104570

U.S. Department of Justice  
National Institute of Justice

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Attitude

Accountability

Administration

Advertising

Agencies

# Foreword

Part of the stimulus for the development of this manual was the initiation of community service programs for convicted DWI's by a few States and localities. The major stimulus for Federal legislation regarding community service programs was the Presidential Commission on Drunk Driving recommendations on adjudicating the drunk driver. The Commission, Federal legislation, Governor's task forces and interested citizens have all combined to stimulate widespread development of community service programs.

In this context, the authors feel it would be useful to recapitulate the Presidential Commission's recommendations on adjudication of the drunk driver.

## Adjudication

Judges are a critical part of any effective approach in curtailing the alarming rise in alcohol related driving offenses. In the true American tradition, the accused is entitled to a fair trial and due process of law in these and other criminal charges. However, once guilt is established in alcohol related offenses, judges should not hesitate to impose realistic penalties, sentences and fines which carry real deterrent value.

Perhaps we should take note of Justice Cardozo's celebrated precept that "justice, though due to the accused, is due the accuser also (297 U.S. 97, 122)." Beneficiaries of justice cannot be offenders only. The public, the other party to the action, cannot be ignored. It should be kept in mind that the public, and not only the defendant, has certain rights. Thus, the judiciary plays a vital role in discouraging driving under the influence. There are about 21,000 judges hearing traffic cases in the nation's 17,000 courts. DUI cases constitute a substantial portion of their caseload. Nonetheless, most of these judges have had little formal training in either the adjudication of these cases or in alcohol use and traffic safety. All too often, the judiciary fails to view driving under the influence as a serious offense meriting certain, swift and appropriate punishment.

Furthermore, State laws frequently fail to reflect the seriousness of the offense; therefore, sentences for violating the law are not always prescribed. Offenders often receive minimal, if any, punishment for errant behavior. Courts frequently impose lenient sentences without regard for the offender's driving and criminal record, alcohol problems, or the damage caused to the victims. This undercuts any general deterrent effect of the laws regulating the drinking driver.

The following recommendations are intended to improve the adjudication of DUI cases:

## Recommendation—Mandatory Sentencing

**Sentencing of DUI Offenders:** The sentences recommended herein upon conviction of driving under the influence should be mandatory and not subject to suspension or probation. Specifically, the recommendations are that:

All States establish mandatory substantial minimum fines for DUI offenders, with correspondingly higher mandatory minimum fines for repeat offenders.

Any person convicted of a first violation of driving under the influence should receive a mandatory license suspension for a period of not less than 90 days, *plus assignment of 100 hours of community service or a minimum jail sentence of 48 consecutive hours.*

Any person convicted of a second violation of driving under the influence within five years should receive a mandatory minimum jail sentence of 10 days and license revocation for not less than one year.

Any person convicted of a third or subsequent violation of driving under the influence within five years should receive a mandatory minimum jail sentence of 120 days and license revocation for not less than three years.

Sentencing of License Violators: States should enact a statute requiring mandatory jail sentences of at least 30 days for any person convicted of driving with a suspended or revoked license or in violation of a restriction due to a DUI conviction.

## **Commentary**

Courts presently have broad discretion to sentence drinking drivers. They typically fine, restrict the license and impose educative or rehabilitative conditions of probation on DUI offenders. Judges do not ordinarily impose jail sentences or require direct community service.

The law must have some bite if we are to deter drinking and driving. Mandatory jail sentences or directed work and license suspensions should effectively deter DUI. Offenders must know they will certainly and swiftly be sentenced to those penalties if they violate the law. They must also understand that subsequent violations will result in the imposition of progressively more severe penalties.

Although studies reveal that driver's license suspension or revocation is more effective in reducing crashes than are fines, jail, or alcohol education programs, between 70 and 80 percent of drivers with suspended, revoked or restricted licenses drive illegally. This continuing violation of laws merits increased punishment. This will impact particularly on those drivers who have had their licenses revoked as a result of a DUI conviction.

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ACQUISITIONS

# Introduction

The intent of this manual is to present an examination of the nature, policies and procedures of community service programs which will be useful to State and local authorities interested in implementing similar programs in their own jurisdictions.

The American Bar Association, in the publication *Community Service by Offenders*, explains the concept of community service programs as follows:

“A community service program is a program through which convicted offenders are placed in unpaid positions with non-profit or tax-supported agencies to serve a specified number of hours performing work or service within a given time limit as a sentencing option or condition. The community service program is responsible for making appropriate placements, verifying offender’s progress toward completion of required hours of service, at times issuing reminders or warnings and arranging for placement changes or other modifications, and submitting reports to referring courts.”

The concept of community service programs was formally introduced in the early nineteen seventies, most notably with the Court Referral Program of Alameda County, California, and the Alternative Community Service Program of Multnomah County, Oregon, both initiated in 1972. In these and other programs which followed, offenders are typically assigned to community service programs as a condition of their probation. This provides offenders with an alternative to jail and/or a fine, depending upon legislative mandate or judicial practice.

Benefits of the community service approach to the problem of drunk driving are many. Community service programs:

- Assist in reducing overcrowding of jails

Given the current dimensions of jail overcrowding, indeed, with some county jails filled beyond capacity, even 30-day jail sentences represent monumental pressure for county correctional facilities and staff. One to three day sentences for drunk drivers may overburden corrections facilities officials, due in part to weekend sentencing and to other administrative procedures. Community service programs may provide a “release valve” to alleviate some

of the pressure on an already overtaxed institution, while limiting the offender’s freedom and providing support to the community.

- Save taxpayers the cost of incarceration

Comparative cost analyses of community service programs versus jail sentencing indicate that there is a significant saving per offender with community service programs. In a study of 8 counties and 115 clients in New Jersey, for example, the total benefit to the communities in jail expenses saved and services performed in a 6-month period totaled approximately \$327,000.

- Provide resources to deserving agencies in the form of volunteer labor

Benefits to the community via unpaid labor are of immeasurable value since community service assignments address needs which would by and large be postponed or remain unaddressed because of revenue scarcity. Renovations, upgrading, and repair of public facilities and property are typical avenues of restitution for community service offenders.

- Allow offenders to make restitution to the community

The philosophy of many community service programs is restitutive, i.e., drunk driving is an intolerable offense against the community and an endangerment to the lives of innocent people. A clear sense of the DWI offender’s accountability to the community is established.

- Often have a positive effect on offenders, changing their attitudes about drunk driving

Community service programs provide the DWI offender the opportunity for constructive activity in place of idle jail time. Community service provides many offenders with an opportunity to develop social responsibility and a better sense of their own worth through contributions to their community. In other words, “giving feels good.” The community service experience also provides offenders with non-alcohol related social experiences which they may have lacked previously. Many reports of ex-offenders indicate that they were grateful for the opportunity and in some instances admitted that the program was a major rehabilitative factor in changing their lifestyles and attitudes.

This manual breaks down the community service process into "The Five A's of Community Service":

- Attitude
- Administration
- Agencies
- Accountability
- Advertising

The attitude toward drunk driving is changing around the country. More States are legislating mandatory jail or community service and, in some cases, treatment for multiple DWI offenders. Stepped up enforcement has put

more offenders into the criminal justice system thus causing increases in jail populations and the development of organized community service programs. Community service programs for convicted DWI's are relatively new operations in which only limited information sharing has been achieved nationwide. The following pages provide information on community service programs in practice across a wide spectrum of the nation's communities. It is clear that community service programs, particularly as an alternative to incarceration, are burgeoning. They offer a low-cost, innovative and promising direction for the future.

# Attitude

The first of the Five A's of Community Service is Attitude. The attitude or philosophical bias of a given community serves to provide the premise from which the program proceeds. All of the other A's of Community Service— Administration, Agencies, Accountability and Advertising— derive from the way in which a program perceives its mission.

Americans hold differing opinions about the problem of drunk driving. Many believe stronger punishments are in order. Some think that all drunk drivers should be jailed. Others insist that the solution lies in more effective measures regarding alcohol treatment programs. Still others feel that a combination of jail and treatment is appropriate. With the population holding such divergent viewpoints on the problem of drunk driving, it stands to reason that many different perspectives are reflected by programs set up to combat the problem. This includes community service restitution programs.

Most programs contain within their philosophy the belief that community service serves the DWI offender by providing:

- A suitable punishment for the offense of drunk driving
- An outlet for restitution on the part of the offender
- A therapeutic method of fostering a sense of self-esteem and responsibility in the offender.

Different programs, however, choose to emphasize different elements within this spectrum.

## PUNISHMENT AND DETERRENCE

The primary purpose of many programs appears to be one of punishing the offender. The Metropolitan Court Community Services Program (MCCSP) of Albuquerque, New Mexico, for example, has prepared a program description that states:

"The program provides the judge with a viable alternative in sentencing offenders in cases that the offender neither deserves nor will benefit from incarceration, or in cases involving middle class or affluent offenders, where the fine will have little significance. The program also benefits the community . . . [in that the] services provided to the general public are designed to enhance the social welfare . . . of the community."

Later in the program description, mention is made of modifying the offender's "environment in a positive way." However, clearly the order of the paragraphs would indicate to the reader that the concerns of the program in Albuquerque are first to provide an equitable punishment for offenders, and second to benefit the community. In the words of a program representative, the Metropolitan Court Community Service Program provides "a good way for citizens who have committed transgressions to pay for it."

## Administration

Programs emphasizing punishment logically set up their administrative apparatus to reflect this orientation. Thus, program personnel are more apt to have backgrounds in law enforcement than, for example, counseling. In addition, monitoring procedures are generally more stringent. An example of this type of administration may be found in the Sheriff's County Service Program of Cook County, Illinois. The administrators of this program are employees of the Sheriff's Department and offenders are supervised at the work site by uniformed personnel. The rehabilitative effects on program participants convicted of alcohol related traffic offenses were limited to ". . . making sure [through close supervision] that the offender stays away from alcohol during the eight hours he's on assignment."

## Agencies

Selection of appropriate activities also reflects a program's philosophical bias. In cases where the emphasis is on the punitive aspect of community service, agency selection is typically limited to those agencies providing activities involving manual labor. MCCSP, the aforementioned program in Albuquerque, New Mexico, assigns most participants convicted of alcohol related traffic offenses to the city's Weed and Litter Division. Other local agencies that are used by programs with a similar philosophy include:

- The Department of Public Works
- The Department of Parks
- The Department of Sanitation.

The typical activities provided for offenders include supplemental maintenance and custodial tasks such as snow removal, washing official vehicles, removing litter, and maintaining public properties.

### Accountability

Programs oriented toward a punitive philosophy tend to hold offenders more directly accountable than programs emphasizing a more rehabilitative approach. Monitoring is, therefore, apt to be more direct. Offenders who fail to report for work are issued a warning notice, and those who fail to respond to the warning notice within a short period of time are arrested and returned to the court for further sentencing.

The statistics used to measure the effectiveness of such programs are generally limited to the following:

- Number of offenders
- Number of hours assigned
- Number of hours completed.

Not included are statistics concerning the different kinds of skills offenders bring to the program, or other data concerning the potentially therapeutic effect of the experience.

### Advertising

It is essential that all community service programs, no matter what their philosophy, gain and maintain the support of their communities. A good public relations campaign ensures that the surrounding community is well informed and cooperates in the fulfillment of the program's mission.

A program's bias is typically reflected in the program's promotional ventures. Programs emphasizing deterrence feel that the punitive nature of the offender's experience may further serve to lessen the likelihood of recidivism, and stress this belief in their interaction with the public.

### RESTITUTION

A program representative from the Alameda Volunteer Center in Oakland, California, characterized that program's philosophy as, "... not punishment, not rehabilitation, but *restitution*." Programs with this attitude stress the many ways in which communities are enhanced through the assignments of participating offenders. Also, included as support for the restitution philosophy are factors such as the considerable costs of incarceration and the need for additional prisons, as well as the cost to the community should the free services of these offenders be withheld. Great care is taken to ensure that offenders are not assigned to work that might otherwise create regular employment opportunities for the community. For example, a local YMCA may not be able to afford the services of an extra swimming instructor but may receive those services at no cost through a community service assignment.

Some programs, such as the Baton Rouge City Court Department of Probation and Rehabilitation Community Service Program, actually calculate the costs and benefits

of their service. A sample analysis for this program appears below:

**Estimated Value of Services Provided by Type of Service  
January 1983-December 1983**

Type	Occupation	Number of Workers	Market Value Per Hour <sup>10</sup>	Total Hours	Total Value
Skilled Trades	Brick Mason	10	\$13.22	320	\$ 3,807.36
	Carpenter	46	13.43	1,654	21,273.12
	Electrician	15	14.34	480	6,424.32
	Fiberglass Fabricator	1	12.42	32	397.44
	Fencing	1	11.87	32	379.84
	Insulator	4	12.42	128	1,589.76
	Ironworker	12	12.42	384	4,769.28
	Machinist	1	13.22	32	423.04
	Millwright	2	13.22	64	846.08
	Painter	42	14.01	1,712	17,484.48
	Pipefitter	12	13.22	384	5,076.48
	Plasterer	1	13.22	32	423.04
	Plumber	4	13.22	128	1,692.16
	Roofer	7	12.42	224	2,782.08
	Sheet Rock Hanger	3	12.42	96	794.88
	Welder	6	13.22	400	4,864.96
Trades Helpers	11	9.92	352	3,491.84	
Automotive	Mechanic	41	10.00	1,312	12,160.00
Other Mechanical	Refrigeration	1	13.22	32	423.04
	Air Conditioning	6	13.43	192	2,578.56
Health Professions	Nurse	2	9.20	64	588.80
	Nurse's Aid	1	3.91	32	125.00
	Optician	1	25.00	32	800.00
	Physical Therapist	1	10.24	32	327.68
	Respiratory Therapist	1	9.25	32	296.00
	X-Ray Technician	1	6.05	32	193.00
Office Services & Professions	Accountant	1	12.52	32	400.64
	Office Clerk	9	3.91	256	1,000.96
	Secretary	16	5.01	512	2,565.12
Adult Education	Fiscal Analyst	1	11.00	32	352.00
	Teacher	8	11.00	256	2,816.00
Labor		983	3.35	32,049	90,584.00
Other	Librarian	1	11.0	32	352.00
	Jazz Musician	1			3,000.00
TOTALS		1,253		41,383	\$221,966.19

By assigning a "Market Value Per Hour" to each task performed by offenders, the report estimates that the City of Baton Rouge received \$221,966.19 in free services during 1983. Parenthetically, it might be noted that the report itself was prepared by an offender at no cost to the city.

Finally, proponents of this philosophy agree that offenders who are incarcerated not only cost the community in higher taxes, but by the nature of their confinement, they are often prevented from returning anything to the citizens against whom they transgressed.

### Administration

Programs emphasizing restitution require an administrative apparatus that incorporates a wide range of agencies and activities. The Alternative Community Serv-

ice Program of Multnomah County, Oregon, for example, maintains a directory of over one hundred and forty user agencies. This is necessary in part to ensure that offenders having specialized skills may be placed in assignments utilizing those skills. Maintaining records involving a substantial number of agencies demands substantial administrative effort in addition to that directed toward interviewing and processing offenders.

Restitution type programs often place the primary responsibility for monitoring offenders on the user agencies. Examples of this practice include the Community Service Option Program in Houston, Texas, and the Community Service Program of Boulder, Colorado. Both of these programs place the onus of monitoring on user agencies by requiring the agencies to provide monthly reports on the progress and satisfactory completion of offenders.

#### *Agencies*

Recruiting a wide array of agencies is vital to community service programs that wish to match offender skills and community needs. The Jefferson County Community Service Program of Jefferson County, Colorado, for example, devotes one day a week to recruiting new agencies and maintaining a good rapport with existing agencies. The Community Service Option Program in Houston, Texas, recruited twenty-five agencies before accepting any offenders, and has since recruited over one hundred more. It is essential for this type of program, therefore, to not only recruit a wide variety of agencies offering a broad spectrum of potential assignments, but to maintain close contact with these agencies once they have been recruited.

#### *Accountability*

A program representative from the Community Service Option Program in Houston, Texas, says that, "accountability is the program's most important concern." Programs such as this rely on assignments that include interaction with many different segments of the general population (i.e., the elderly, the poor, the handicapped, etc.). It is essential, therefore, that offenders are thoroughly screened prior to assignment. It is equally important that potential user agencies are informed of this process. The Hospital Volunteer Program of Cook County, Illinois, invites representatives from the local hospitals that are involved with the program to participate in the screening process itself, thereby assuring that the hospitals are not only aware of, but *invested* in the continuing success of the program.

#### *Advertising*

Programs stressing restitution often have easy access to free advertising in the form of newspaper articles covering offenders on assignment. These articles may include

photographs of offenders cleaning up after a parade, building booths at a county fair or stuffing envelopes for a local charity, instructing youth about alcohol and traffic safety, or helping to implement alternative transportation activities.

Many programs establish an ongoing relationship with a local reporter. The Volunteer Action Center, in Bismarck, North Dakota, prepares a weekly column concerning program activities for a local paper. Program coverage concerning the Jail Alternative Service Program of Salt Lake County, Utah, occurs in the local press every six months. Both programs also avail themselves of free public service announcements over local radio and television stations to keep their respective communities informed. The Alternative Community Service Program of St. Louis County, Missouri, invites local agencies to an annual open house. These are just a few of the ways in which community service programs emphasizing restitution garner local support.

### **REHABILITATION**

Many programs feel very strongly that rehabilitation plays an important part in dealing with DWI offenders. Some organizations offer a rehabilitative element to their overall approach in conjunction with community service (e.g., the West Texas Regional Adult Probation Department's Residential Treatment Centers). While it would be unlikely to discover a program which would hold rehabilitation to be the primary purpose of the community service, some programs take steps that affect their administration, agency involvement, accountability and advertising, in an effort to place at least a secondary stress on the rehabilitative component of community service.

#### *Administration*

Programs concerned with this aspect of community service often employ personnel with backgrounds in the areas of psychology or social work rather than law enforcement. They also tend to keep additional statistics in order to make a better assessment of the effect of the program on the offenders. As stated earlier, the primary emphasis of the Alameda Volunteer Center of Oakland, California, is on restitution. However, program representatives take great pride in the program's rehabilitative aspects as well. They report that ten percent of the total number of offenders continue to volunteer with their user agencies after completing their assignments.

#### *Agencies*

Programs with a rehabilitation philosophy choose user agencies that provide activities that hopefully will lessen the likelihood of recidivism.

The Hospital Volunteer Program of Cook County, Illinois, for example, has been set up to give alcohol

related traffic offenders a first hand look at the potentially destructive aftermath of drunk driving. Offenders are assigned exclusively to hospitals, working in emergency rooms, or with amputees and other handicapped individuals, in the hope that once having had this experience, offenders will leave the program with a better understanding of the potentially crippling effects of driving while intoxicated.

Other programs feel that in instances where an offender is assigned to a place where he may use his skill and where his assignment perhaps leads to regular employment, the offender comes away with an improved self-image and may in turn become less inclined toward alcohol abuse.

### *Accountability*

For these type of programs, responsibility for monitoring tends to rest with the offender. The Community Service Program of the Baton Rouge City Court in Baton Rouge, Louisiana, for example, is among the programs that hold the offender responsible for maintaining his time card. Should an offender lose it, credit for all hours completed by the offender are also considered lost. Program personnel believe that this instills in the offender a responsibility for himself and his actions. Program ad-

vocates claim that this sense of responsibility is often lacking in those individuals who drink and drive.

### *Advertising*

Programs that include rehabilitation as a goal point out to their constituencies that community service environments are more conducive to the rehabilitation of the offender than is incarceration. Some program representatives feel that many lower class offenders have never had an "experience of success" and that once this experience is provided by the community service program, the offender is likely to enter the "success enhanced self-esteem further success" cycle. Middle and upper class offenders, in contrast, are reported to have so many career commitments that even though they had wanted to volunteer, they had never found the time. For these people, community service fulfills a need for altruistic behavior. Rehabilitation oriented programs report that within all classes of individuals, several offenders discover that it feels good to help people and exit from the program with a heightened sense of belonging and an investment in their own well-being and that of their community. Promotional efforts, therefore, center on informing the public of the enhanced self-esteem, acceptance of responsibility, and increased civic mindedness that are evident in the rehabilitated offender.

# Administration

The second of the Five A's of Community Service is Administration. The relative success or failure of a community service program may be traced directly to its procedures and the personnel engaged in administering those procedures. This chapter will begin by exploring the various authorities under which programs are administered (e.g., statewide mandate, local legislation, etc.). We will then look at the types of programs organized in response to those authorities, such as private non-profit programs, programs run out of probation departments, and even instances where private non-profit agencies and probation departments are one and the same.

Next, we will examine the typical structures of community service programs. This examination shall include a description of personnel positions and their responsibilities, staff qualifications and the ratio of staff to offenders. This will be followed by a discussion of funding sources and typical program costs.

Program procedures will then be discussed. This section will cover how various types of programs process the offender from the initial interview to the completion of the assignment. Finally, we will examine the issue of insurance, looking at a variety of options regarding the ways in which offenders are insured, as well as liability issues concerning community service programs.

## AUTHORITIES

At least ten states, including Arizona, Colorado, Florida, Hawaii, New Jersey and Rhode Island, have statewide legislative mandates prescribing community service as a sanction for drunk driving. That number is increasing as the issue of drunk driving grows in prominence among the Nation's concerns. It is helpful for programs to have a prescribed legislative mandate, according to the Department of Justice's publication *Community Service by Offenders*, because:

"Legislative action can be useful in establishing structures for utilizing community service sentences. Development of programs can be authorized and funds for operation appropriated via legislation. Other aspects of administration and procedure can be spelled out in the law. The interest of consistency in the use of community service orders can be served by establishing statutory guidelines, criteria, presumptive sentences or sentencing ranges."

It is sometimes the case that programs derive their authority from statewide legislation that encourages community service as an option allowed at the discretion of the court. Connecticut, Kansas, Louisiana, Michigan and Tennessee are States having this type of legislation. *Community Service by Offenders* describes the benefits of this approach as follows:

"... legislation encouraging community service as a sentence attracts the attention of judges, attorneys and others who, for various reasons, might not use the alternative in the absence of direct authorization. It also makes evident legislative support for alternative sentencing."

In a third type of situation, legislation exists which neither prescribes nor encourages community service as a sanction for drunk drivers, but does not preclude such an option. Massachusetts state law, for example, does not forbid community service as a sanction for drunk drivers, but does prescribe a minimum period of confinement in either a residential treatment center or a period of confinement in jail, to be followed by participation in an out-patient treatment program. This serves to make the additional sanction of community service less likely to occur. In contrast, the State of Utah, while prescribing a mandatory period of incarceration for DWI offenders allows offenders to use community service hours to lessen their periods of confinement.

In some instances, a local government (i.e., county or municipal) will legislate a mandate for the court regarding drunk drivers and community service. In the absence of such a mandate, programs may receive referrals from members of the court who are supportive of the community service concept.

## TYPES OF PROGRAMS

Community service programs generally fall into two categories, probation and private non-profit. There are occasions, however, in which these categories are one and the same. Community Services of Dade County, Inc., and Pride Incorporated of West Palm Beach, for example, are private non-profit programs that have been designated by the State of Florida to serve as probation departments for misdemeanants.

In some cases neither the probation department nor a public non-profit organization operates the program. The

Community Service Program of Providence, Rhode Island, for example, is operated out of the Driver Education Section of the Administrative and Adjudicative Division of the State Department of Transportation. In other instances, responsibilities for program operation are undertaken by an adjunctive municipal or county agency. The Metropolitan Court Community Services Program in Albuquerque is operated by the Department of Educational Services which is one of two agencies forming the Court's Probation and Educational Services Department. In Cook County, Illinois, the Sheriff's Department administers one of the available community services programs.

One advantage of administering a program through the probation department or related municipal agencies lies in the proximity of the public agency to the court. Local judges typically work closely with the probation department on a regular basis, and consequently are well informed of its policies and procedures. Because of this relationship, they may be less hesitant in making referrals than they would be in instances where they are called upon to become involved with "outside" agencies with which they are less familiar.

Another advantage lies in the inherently direct line of communication between a municipal or county agency and the court. The court may feel that offenders are being more closely monitored than they might be by a private agency. Likewise, the offenders may be more impressed with the possibility of being returned to the court for violations concerning their community service agreement.

The California League of Alternative Service Programs (CLASP) is a non-profit consortium of community service sentencing programs in California. Their broad perspective of the various types, policies and procedures of such programs has allowed them to come up with the following additional advantages typically found among programs administered by probation departments. In their view, such programs offer:

- More permanent funding (and more stability as a result)
- More paid staff
- Better access to information useful in screening offenders.

The advantages of programs administered by private non-profit agencies lie in the fact that generally community service is the sole purpose of such an agency. Where municipal departments often have other responsibilities in addition to the community service program, private non-profit agencies may direct all their efforts toward this one area of concern. Their personnel are more apt to have been hired in light of applicable experience with regard to community service. Offenders may feel less resentful about their involvement with a private non-

profit agency than with a probation department, and consequently may have a more positive experience. Other advantages to private non-profit community service programs as suggested by CLASP include:

- A wider variety of potential funding sources
- A better ability to generate publicity aimed at community relations
- Directors change more frequently, providing opportunities for new ideas in a program's approach.

## PROGRAM STAFFING AND STRUCTURES

Community service programs generally include a director, caseworkers, and a support staff. The directors typically have backgrounds in business administration which facilitate their ability to make management decisions, allocate personnel effectively, and handle fiscal matters. The director of a community service program tends to have some experience in public relations which is useful in attracting user agencies to the program and in courting and maintaining support for the program from the community at large. Directors may, in some instances, be called upon to write proposals for funding grants, so experience in this area is also helpful. They might also be tasked with making presentations to community groups and consequently benefit from public speaking and audiovisual experience. Finally, it is advantageous for directors to have some background in the social sciences, particularly psychology, and of course, some familiarity with counseling alcoholics.

Caseworkers for a community service program also have backgrounds in the social sciences. Typical credentials presented by caseworkers in programs across the country include bachelor's or master's degrees in psychology, sociology, social work or law enforcement. Finally, support staff with data processing skills is considered vital, particularly by larger programs, in recording and compiling data used in the preparation of reports as well as in monitoring offenders.

In 1982, CLASP investigated the practices of its member programs and discovered the following concerns:

- The vast majority of program staff felt their programs were not adequately staffed.
- Many programs did not have assigned caseloads; that is, each case was not opened, monitored, and closed by the same staff member.
- Caseworkers in programs which assigned caseloads most often did not know the size of their caseloads (number of active cases).
- No program had established a limit on caseload size
- Interviewers spent an average of 15-30 minutes with each client, but often did not feel this amount of time was adequate.

- Interviewers felt an allowance of 30-60 minutes per interview was ideal.

In response to those concerns, CLASP designed the guidelines for determining caseloads. These guidelines are presented in Figure A on the following page.

### COSTS AND FUNDING SOURCES

The costs associated with community service programs are generally the same as those described by a representative from the Volunteer Bureau of Alameda County:

- Personnel salaries and benefits
- Overhead (including rent and utilities)
- Printing and reproduction (including monitoring forms and reports)
- Equipment rental and maintenance personnel training
- Insurance (re: offenders and program liability)
- Miscellaneous.

The following table illustrates the breakdown in costs for the Community Service Program of the Baton Rouge City Court for the year 1983.

**Estimated Cost of Operating the Community Service Program  
1 January 1983-31 December 1983**

Category	Total Cost	Cost to City Court	Cost to Agency	Cost to Clients
Personnel	\$11,026.40	\$11,026.40	-0-	-0-
Facilities	-0-	-0-	-0-	-0-
Transportation	13,156.50	2,631.30	-0-	\$10,525.20
Administrative Overhead	2,205.28	2,205.28	-0-	-0-
Total	\$26,288.18	\$15,862.98	-0-	\$10,525.20

During the period for which data was available for this Community Service Program, a total of 1,253 clients worked 41,383 manhours, for an average cost per manhour worked of \$.63.

Community service programs may be funded by a variety of sources, including:

- State funding
- Local government funding
- Offender fees
- Grants (Federal, State and local)
- Community resources (i.e., fundraisers, The United Way, etc.).

For example, the Community Service Sentencing Program of Des Moines, Iowa, is funded entirely by State monies; the Community Service Program of Oklahoma City, Oklahoma, is funded by State monies in conjunction with offender fees; and the Hospital Volunteer Program of Cook County, Illinois, is funded through the Of-

fice of the State's Attorney. Additional examples include the following:

- The Community Service Program of the Lane County Adult Corrections Department of Public Safety, in Eugene, Oregon, is funded through the Sheriff's Department.
- The Washington Community Service Program of Clark County, Washington, receives county funding in conjunction with offender fees.
- The Marin County Community Services Program of Marin County California, receives a state grant as well as county funding.
- Programs in Maricopa County, Arizona and Coos County, Oregon, are funded entirely by their respective counties.
- The Community Service Option Program of Houston, Texas, includes fundraisers as a source of its revenues.

All of the preceding examples serve to illustrate the variety of ways in which programs receive funds.

State funding may result from money attached to legislation mandating community service as a sanction for drunk drivers, as in the case of several programs in Colorado. It may also be the result of a Federal formula grant to the State, directed toward a program's parent agency, as is the case in the Jail Alternative Community Service Program in Salt Lake County, Utah. Local government funding may be similarly directed toward a program's parent organization, or be derived from local legislative efforts in the specific area of community service.

Offenders' fees are those charges an offender must pay (in addition to punitive fines assessed by the court) in order to participate in the community service program. These fees are typically set on a sliding scale, based on the offender's ability to pay. While these fees are usually nominal and generally serve only to supplement a program's budget, the Alternative Community Services Program of St. Louis County, Missouri, constitutes an example of a program in which offender fees provide two-thirds of the overall budget. While no program visited or interviewed indicated that the program was fully self-sustaining, there is every reason to believe that self-sufficiency is an achievable objective. The first offenders sentenced to community service are currently spending upwards of \$1000 per year on their alcohol habit (Self-Sufficient Alcohol Safety System, DOT 44806 548). Some of these expenditures can and should be made available to pay for their community service program just as fees are used to pay for education, treatment and license reinstatement.

In addition, resources within the community may provide either supplemental or essential revenues for community service programs. The Volunteer Action Center

## FIGURE A

**WRITTEN** Each program shall determine, in writing, an appropriate caseload size per caseworker using the formula contained in this guideline.

**PURPOSE** This caseload size may be used in determining an appropriate staff size and program budget.

**FORMULA**  
**Casework Hours Available** Caseload size determinations are based on the total number of casework hours available each year. In determining the number of casework hours available, allowances shall be made for:

\*Other program activities, such as staff meetings and trainings, user agency visits, and criminal justice system personnel annual meeting.

\*Holidays and vacation /sick days.

**Hours Per Case** An estimate of the average number of hours needed by caseworkers for each case shall be made. This estimation should take into consideration casework procedures such as extent of initial interview, number of progress checks conducted, and detail of final report.

**Calculation** The average number of hours per case shall be divided into the number of casework hours available. The resulting figure is the caseworker's annual caseload. When divided by twelve months, it shall become the number of new cases per month for that caseworker.

**EXAMPLE** An example caseload size determination is below:

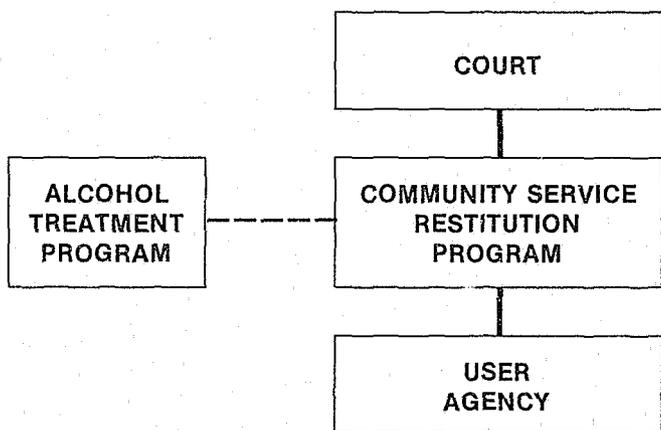
<u>Example</u>	<u>#Hours</u>
Caseworker (40 hrs. x 52 wks.)	2,000
Less: Staff meetings (12 x 4 hrs)	48
Staff Training (6 x 8 hrs)	48
User agency visits (50 x 4 hrs)	200
CJSP annual meeting (4 hrs)	4
Holidays (10 x 8 hrs)	80
Vacation days (15 x 8 hrs)	120
Sick days (12 x 8 hrs)	96 (596)
 Total Casework Hours Available	 <u>1,404</u>
 (Casework Hours Available 1404 =	 702 Annual
(Average Number Hours Per Case) 2	Caseload
	Size
 (Annual Caseload Size) 702 =	 =
(Months) 12 =	59 New Cases
	Per Month

of Bismarck, North Dakota, receives its funds from the United Way, fraternal orders and other civic groups. The Community Service Option Program of Houston, Texas, collects revenues through fundraisers and other events targeted at the surrounding community.

While federal monies are becoming scarce, Figure B appearing on the following pages, taken from CLASP's *Report of Technical Assistance*, offers avenues within the Federal Government in which community service programs may apply for grants.

## PROCEDURES

It is helpful in examining administrative procedures to begin by tracing the offender's route from the initial referral to the completion of voluntary service hours. Details of an offender's path vary considerably from program to program. What might be characterized as a typical process, however, may be described as follows:



Procedures vary greatly from program to program regarding the way in which an offender is processed within the system. As a rule, private non-profit agencies do not use extensive background information such as presentence investigation reports when screening or assigning offenders. This attitude is typified by a representative of the Jail Alternative Program of Community Corrections, Pikes Peak Region, Inc., of Colorado Springs, Colorado, who characterized the use of these reports as "too time consuming."

This is in contrast to the procedure common among programs administered out of municipal agencies. The offender profile drawn by these agencies usually includes information concerning an offender's previous involvement with the law.

It is clear, however, that prudent offender placement and program management require knowledge of an offender's past criminal history, especially violent offenses, degree of alcohol and/or drug dependence, physical and mental health, and other factors affecting safety and placement. This prudence is equally advisable for both

private non-profit and public community service programs. Most of this information is readily available from the prosecutor or courts.

Other general areas of concern at the initial screening are the offender's:

- Alcohol involvement
- Physical health
- Amount of community service hours assigned
- Availability
- Transportation requirements
- Skills and interests.

It is important to make some assessment of an offender's involvement with alcohol, not only for his own benefit, but for the benefit of the community service program, and its reputation and reliability as perceived by user agencies. For example, the West Texas Regional Adult Probation Department uses the *Alcohol Abuse Screening Indicator* presented as Figure C on the following page to determine an offender's alcohol involvement. Included in this assessment are the:

- Court Procedures for Identifying Problem Drinkers (Mortimer-Filkins Test)
- Blood alcohol level of the offender at the time of the arrest
- Michigan Alcoholism Screening Test (MAST)
- Number of prior alcohol related arrests.

The health of an offender may have bearing on his ability to do the work required by the program assignment. This is especially important for programs such as the Metropolitan Court Community Services Program of Albuquerque, New Mexico, where DWI offenders are generally assigned to manual labor.

The amount of hours an offender is assigned may determine to some degree the nature of his assignment. In addition, some agencies will not accept offenders who are assigned only a small number of hours (e.g., eight or less), due to the difficulty involved in placing these individuals.

The prevailing attitude among community service program administrators is that the hours of an offender's assignment should not conflict with his regular workday. This generally relegates community service assignments to the weekends. Further, since those convicted of alcohol related traffic offenses often face suspension of their drivers licenses, transportation becomes an important factor in determining an offender's assignment. This is especially true for programs encompassing a broad, often rural, geographical area, such as the Community Service Program of Jefferson County, Colorado. Because of its location and the vast area it serves, the issue of transportation is this program's primary criterion in matching offenders to agencies. Some community service programs, such as the Community Service Probation Program of

## FIGURE B

### FUNDING GOVERNMENT SOURCES

The federal funds available to support criminal justice programs and research have been reduced and some programs have been incorporated into the block grant funding structure. Overall, competition for federal funds is intense. Potential sources and characteristics of funds that may be applicable to alternative service programs are listed below:

#### FEDERAL - DEPARTMENT OF JUSTICE

##### Office of Juvenile Justice and Delinquency Prevention

633 Indiana Ave. N.W.  
Washington, D.C. 20531  
202-724-5911

Objective: To provide funds for programs and services for juvenile offenders, status offenders and delinquency prevention as authorized by the Juvenile Justice and Delinquency Prevention Act of 1974.

Type of Funds Available: (1) Block grants to states; state determines how funds are allocated. (2) Special Emphasis grants which support demonstration projects in specific areas (e.g., juvenile gangs; serious and violent juvenile offenders). Send letter to Special Emphasis Grants Division stating, as specifically as possible, the types of special emphasis grants you would like to compete for. RFA's are issued periodically based on such information. The emphasis is on innovative programs. Very competitive.

Comments: OJJDP is currently operating under a continuing resolution. The availability of future funds is subject to change.

##### National Institute for Juvenile Justice and Delinquency Prevention

OJARS  
Department of Justice  
Washington, D.C. 20531  
202-724-7753

Objective: To encourage, coordinate and conduct research and evaluation of juvenile justice and delinquency prevention activities.

## FIGURE B (Continued)

Funds Available: Research and evaluation contracts. Highly competitive. Unsolicited proposals invited but availability of funds varies. Contact Institute for more information.

### National Institute of Justice

Department of Justice  
Washington, D.C. 20531  
202-492-9133

Objective: To encourage and support research and development to increase the understanding of the causes of crime and to improve the criminal justice system.

Funds Available: Primary emphasis on research and evaluation; may require match; very competitive. Periodic requests for applications; contact the Institute for specific information.

### National Institute of Corrections

Correctional Services Branch  
320 First St., N.W., Room 200  
Washington, D.C. 20534  
202-724-7995

Objective: Research and evaluation related to corrections, including the causes, prevention, diagnosis and treatment of criminal offenders. NIC also provides training and technical assistance for correctional agencies.

Funds Available: NIC issues an annual request for proposals describing projects available for grant funding in the following fiscal year. Contact NIC to be placed on RFP list.

## FEDERAL - HEALTH AND HUMAN SERVICES

### National Institute on Alcohol Abuse and Alcoholism (NIAAA)

Division of Extramural Research  
Parklawn Building, Room 14L-17  
5600 Fishers Lane  
Rockville, MD 20857

Objective: To encourage research, evaluation and development of new programs in the area of alcohol and alcohol related problems.

Funds Available: Alcohol Research Grants; Research Scientist Development and Research Scientist Awards, National Research Service Awards, ADAMHA Small Grant Program. Solicited and unsolicited proposals accepted. Contact NIAAA for grant program announcements and guidelines and deadlines for unsolicited proposals.

FIGURE C

ALCOHOL ABUSE SCREENING INDICATOR						
	SOCIAL DRINKER		POSSIBLE PROBLEM		PROBLEM DRINKER	
MORTIMER-FILKINS Questionnaire Score	11 or Less		12 thru 15		16 and Above	
MORTIMER-FILKINS Questionnaire and Interview	39 or Less		40 thru 49		50 and Above	
B.A.L./B.A.C. of prior D.W.I. Arrest	.05% thru .15%		.16% thru .19%		.20% and Above	
B.A.L./B.A.C. of most Recent D.W.I. Arrest	.05% thru .15%		.16% thru .19%		.20% and Above	
Number of Prior D.W.I Arrests	0		1		2	
Number of Prior Alcohol Related Arrests	0	1	2	3		
M.A.S.T. Score	1,2 or 3		4 or 5		6 or 7	8 or Up
Numerical Drinking Profile	1	2 or 3		4 or 5	6 or 7	

NAME of CLIENT \_\_\_\_\_ EVALUATOR \_\_\_\_\_ OFFICER \_\_\_\_\_

DATE COMPLETED \_\_\_\_\_ INDICATION \_\_\_\_\_ COMMENTS \_\_\_\_\_

Toledo, Ohio, circumvent this problem by having the user agency (in this case, a municipal agency) provide transportation for offenders to and from the work site.

Matching the skills and interests of offenders with the needs of the community is a fundamental concern of a large proportion of community service programs. It is essential that the offender and the user agency view community service as a mutually beneficial experience. Intake procedures at these programs, therefore, typically feature a comprehensive skills inventory of the offender.

By way of summarizing the various areas involved in the intake process, Figures D and E on the following pages provide sample intake forms from Community Services Inc. of Dade County, Florida, and the Adams County Community Service Program in Brighton, Colorado.

## **INSURANCE**

The issue of insurance is handled in various ways by community service programs. Some programs, such as the Community Corrections Program of Boulder, Colorado, and the Community Service Program of Oklahoma City, charge offenders a nominal fee for coverage.

In other instances, such as the Community Service Probation Program of Toledo, Ohio, the Alcohol Automobile Social Awareness Program of Reno, Nevada, and

the Jail Alternative Community Service Program (JACS) of Salt Lake County, Utah, the State insures offenders at no cost. JACS also includes workman's compensation in its coverage.

Some programs, such as the Community Service Program of Multnomah County, Oregon, and the Community Service Program of the City Court of Baton Rouge, Louisiana, purchase insurance from national companies who may specialize in insuring volunteers (see Figure F, sample insurance form on the following page). Offender insurance is also sometimes provided through the user agencies, under policies that may cover other volunteers with whom an agency is involved.

Some programs do not provide any insurance for offenders. These programs generally hold the belief that offenders are participating in the program by choice, in lieu of incarceration, and that consequently the program is not liable for damages to the offender resulting from his assignment.

The issue of a program's liability to both user agencies and the community at large, is another concern. Programs operated through municipal or county agencies are often covered by policies covering the municipalities themselves. For example, most jurisdictions have liability insurance covering the local police department or transit authority. In such cases, that insurance may extend to the probation department as well.

## FIGURE D

### COMMUNITY SERVICES OF DADE COUNTY, INC.

#### INTAKE EVALUATION AND SUMMARY

Name of Student \_\_\_\_\_ Date \_\_\_\_/\_\_\_\_ 19\_\_

Student Number \_\_\_\_\_ D.O.B. \_\_\_\_\_ Sex: Male ( )  
Female ( )

#### BACKGROUND INFORMATION:

#### STUDENT VIEWPOINTS ON COMMUNITY SERVICES:

#### STUDENT VIEWPOINTS ON ABILITIES, SKILLS, OR NEEDS (Educational or Rehabilitative)

#### COMPLICATION INDICATORS (Arrets, Attitude, Degree of Stability, Autonomy)

#### TIME STRUCTURE

#### GEOGRAPHICAL CODE - (See Key)

#### CLASSIFICATIONS

	YES	NO
1. Student able to select agency	( )	( )
2. Student able to provide weekly schedule.	( )	( )
3. Student able to specify task.	( )	( )
4. Student able to specify availability.	( )	( )
5. Student able to complete within 60 days.	( )	( )
6. Student acknowledges starting date and time.	( )	( )
7. Student acknowledges requirements for completion.	( )	( )
8. Student acknowledges penalties for non-completion.	( )	( )
1. Is there a specified task student wants to perform?		
2. Is there a special group that student wants to work with?		
3. Is there a stated preference for placement out of residential area?		
4. Is there a need for a special schedule? (If so, state need and why)		

#### AFFECTIVE OBSERVATIONS (Behaviorally Defined)

FIGURE D (Continued)

	YES	NO	
Noticeable Disabilities	( )	( )	Specify: _____
Circulatory, Respiratory	( )	( )	
Communicates Adequately	( )	( )	Writing _____ Speech _____
Speech Difficulties? (Describe)			
Gait while walking? (Describe)			
Mental Status (Orientation & Affect)			
Overall: Appearance? Describe)			

INTERVIEW AND WRITTEN MATERIALS SUBMITTED BY THE STUDENT

These materials were ( ) or were not ( ) reviewed with the student during his interview session.

The Student DID ( ) or DID NOT ( ) confirm the accuracy of these materials. Reasons for any discrepancies were given as follows:

Behavior of the student was generally regarded as ( ) appropriate OR ( ) not appropriate. (If inappropriate, state behavioral observations):

The Student: ( ) accepts C.S. Assignment.  
( ) rejects C.S. assignment.  
( ) cannot perform C.S. at this time due to scheduling problems.  
( ) cannot perform C.S. at this time due to physical or emotional incapacitation.  
( ) Will recontact for scheduling at following time: \_\_\_\_\_  
( ) Will pay late fees. YES \_\_\_\_\_ NO \_\_\_\_\_

The student gave an impression of ( ) understanding OR ( ) NOT understanding the assignment procedures.

He ( ) accepted OR ( ) rejected the suggestion ( ) OR requirement ( ) for follow-up/referral action.

SUMMARY:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Assignment: (Agency, Starting Date, Time # of hours) \_\_\_\_\_

Referral made to (optional): \_\_\_\_\_ Signed: \_\_\_\_\_  
Date of Report \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_

FIGURE E

ADAMS COUNTY COMMUNITY SERVICE PROGRAM  
 1821 East Bridge Street, Suite "K"  
 Brighton, Colorado 80601

Telephone: 659-7814

(For UPS Staff Only)			
COUNTY _____	INSURANCE PAID _____		
CASE NO. _____	NO. HOURS _____		
SENT. DATE _____	TIME _____	DIV. _____	
COMPLETE UPS BY _____			

.....

1. NAME \_\_\_\_\_ 2. DATE OF BIRTH \_\_\_\_\_ AGE \_\_\_\_\_  
Last First Middle

3. SEX:  MALE  FEMALE  
 4. RACE (Check One):  MEXICAN AMERICAN  CAUCASIAN  
 ASIAN ORIENTAL  BLACK  
 AMERICAN INDIAN  OTHER

5. ADDRESS \_\_\_\_\_  
Street City State Zip

6. TELEPHONE NUMBER WHERE YOU CAN BE REACHED: DAYTIME \_\_\_\_\_ EVENING \_\_\_\_\_

7. EMPLOYMENT (Check One):  
 EMPLOYED BY (Name and Address) \_\_\_\_\_ WHAT IS YOUR OCCUPATION? \_\_\_\_\_  
 UNEMPLOYED  
 STUDENT, PART-TIME  
 STUDENT, FULL-TIME

8. LIST THE HOURS YOU WORK AND/OR ARE IN SCHOOL ON EACH DAY:  
 Sunday \_\_\_\_\_ Wednesday \_\_\_\_\_  
 Monday \_\_\_\_\_ Thursday \_\_\_\_\_  
 Tuesday \_\_\_\_\_ Friday \_\_\_\_\_ Saturday \_\_\_\_\_

9. LIST YOUR SPECIAL SKILLS, HOBBIES AND INTERESTS: \_\_\_\_\_

10. DO YOU HAVE ANY DISABILITIES OR LIMITATIONS OF WHICH YOU ARE AWARE?  YES  NO  
 IF SO, LIST: \_\_\_\_\_

11. ARE YOU PRESENTLY UNDER A DOCTOR'S CARE OR TAKING ANY MEDICATIONS?  YES  NO  
 IF SO, EXPLAIN: \_\_\_\_\_

12. CHECK ONE:  I DEPEND UPON PUBLIC TRANSPORTATION OR OTHER PEOPLE FOR TRANSPORTATION.  
 I HAVE MY OWN TRANSPORTATION. DRIVER'S LICENSE NO. \_\_\_\_\_

13. HAVE YOU EVER BEEN CONVICTED OF: A FELONY?  YES  NO  
 CHILD MOLESTING?  YES  NO  
 ANY CHARGE INVOLVING ASSAULT?  YES  NO

14. DO YOU HAVE CHILDREN WHO ARE PRESENTLY LIVING WITH YOU?  YES  NO  
 IF SO, HOW MANY? \_\_\_\_\_

.....

Referral Agency Sent to: \_\_\_\_\_ Date Referred: \_\_\_\_\_ By: (Initials) \_\_\_\_\_

FIGURE F



ACCIDENT PROOF OF LOSS FORM  
**VOLUNTEERS INSURANCE SERVICE**

Policy SGL-232

**INA LIFE INSURANCE COMPANY OF NORTH AMERICA**

**IMPORTANT!**  
 Complete both sides of this form.  
 Attach bills and other medical insurance  
 payment records. Mail to:

**CIMA**  
**CORPORATE INSURANCE MANAGEMENT**  
 Plan Administrator  
 4200 Wisconsin Avenue, N.W.  
 Washington, D.C. 20018

PLEASE TYPE OR PRINT

NAME AND ADDRESS OF VOLUNTEER		AGE
NAME OF MEMBER ORGANIZATION		
ADDRESS OF MEMBER ORGANIZATION		
DOCTOR IN ATTENDANCE	HOSPITAL	
TO WHOM ARE PAYMENTS TO BE MADE?		
ADDRESS — IF PAYMENT TO BE MADE OTHER THAN TO VOLUNTEER		
DATE AND TIME ACCIDENT	A.M. P.M.	PLACE OF ACCIDENT
NATURE OF INJURY		
WHAT HAPPENED?		
DESCRIBE ACTIVITY ENGAGED IN AT TIME OF ACCIDENT?		
NAME OF SUPERVISOR OF THE ACTIVITY?		
WHO WAS PRESENT?		
AUTHORIZATION TO RELEASE INFORMATION: I hereby authorize any hospital, physician, or other person who has attended me or examined me to furnish to Insurance Company of North America and/or Life Insurance Company of North America, or its representative, any and all information with respect to any illness, medical history, consultation, prescriptions or treatment, and copies of all hospital or medical records. A photostatic copy of this authorization shall be considered as effective and valid as the original.		
DATE	SIGNATURE OF VOLUNTEER	

OFFICIAL CERTIFICATION BY MEMBER ORGANIZATION

I certify that the above volunteer was registered on our VIS roster prior to the date of the accident, and the accident occurred while he was on his assigned duties as a volunteer. I believe the information on this report is correct.

DATE OF REPORT \_\_\_\_\_

SIGNATURE OF OFFICIAL \_\_\_\_\_

TITLE \_\_\_\_\_



# Agencies

The third of the Five A's of Community Service is Agencies. In this chapter we will explore the diversified range of agencies and assignments that a program may utilize in matching offenders with agencies. Next, we will look at the various ways in which user agencies may be attracted to the program and the ways in which a solid relationship between program and agency may be established and maintained. Finally, we will examine the various ways in which responsibilities may be divided between community service programs and user agencies.

## AGENCIES AND ASSIGNMENTS

The only common characteristic among agencies involved with community service programs is that they must be public or private non-profit. Other than that, the list of potential user agencies is limited only by the program's philosophy toward the type of assignments it wishes to offer, and the locale in which the program resides. Area user agencies may include:

- Hospitals
- Nursing homes
- Hospices
- Shelters for the homeless
- Soup kitchens
- Hot-lines
- Public schools
- Mental institutions
- State universities
- Day care centers
- Recreation centers
- Libraries
- Drop-in centers
- Public utilities
- All government agencies
- Public television and radio stations
- Residential facilities for the retarded and handicapped.

Concerning specific agencies, the following list provides but a small sample of the private non-profit organizations participating in community service programs across the country:

- American Cancer Society
- American Diabetes Association
- American Red Cross

- Arthritis Foundation
- Boy Scouts of America
- Boys Club of America
- Cystic Fibrosis Foundation
- Easter Seal Society
- Goodwill Industries
- Muscular Dystrophy Foundation
- Special Olympics
- United Cerebral Palsy Foundation
- Volunteers of America
- YMCA.

The range of activities to which offenders may be assigned is once again limited only by a program's attitude and the range of available assignments. Offenders have been assigned to work in all major trades (e.g., painters, carpenters, bricklayers, welders, etc.), as well as professions (e.g., nurses, accountants, lawyers, computer programmers, teachers, etc.). The Community Service Program of the City Court of Baton Rouge even has had occasion to use the services of a jazz musician. Dentists may offer the community instruction in preventive dental care. Psychologists may provide free counseling at a youth center. Scientists may be assigned to tutor students at a local university. These are just a few examples of the varied range of assignments available to community service programs.

## ATTRACTING AGENCIES

The first step in attracting user agencies is for the community service program to determine the type of agency it wishes to utilize. Programs which emphasize the punitive aspects of community service, such as the Sheriff's Community Service Program of Cook County, Illinois, may prefer to select agencies in which offenders will be given manual labor, and in which offenders may be closely monitored. For these reasons the Metropolitan Court Community Service Program of Albuquerque, New Mexico, for example, has selected the city's Weed and Litter Division to meet the program's criteria. In contrast, the primary concern of the Community Service Program of Jefferson County, Colorado, is that assignments be accessible to offenders in terms of transportation. Because of this, the program tends to look for agencies that are near the offenders' homes, such as local parks and libraries.

Once having determined the criteria to be used in selecting agencies, a program must organize a strategy for contacting them. The Jefferson County program schedules one day a week for recruitment. Equally effective strategies are followed by other programs as well:

- The Community Service Program of the Corrections Department of Boulder, Colorado, sends a letter to potential user agencies inviting them to attend a meeting at which a group presentation is made by the program, explaining its policies and procedures.
- The Community Service Program of Burlington County, New Jersey, began by contacting agencies through the yellow pages, and followed this with presentations at civic meetings.
- The Community Service Program of Passaic County, New Jersey, used advertisements in local newspapers directed toward signing up agencies, as well as what a program representative characterized as a "door-to-door campaign."

The final step in attracting user agencies includes a meeting between representatives of the program and the user agency. At this time, policy may be spelled out, expectations and responsibilities may be delineated, and the agency is granted an opportunity to raise any questions or concerns regarding the agency's participation in the program. Many programs, among them the Community Service Option Program of Houston, Texas, emphasize

the viability of appointing a regular contact person within each user agency with whom to conduct all future interaction. This ensures a direct channel of communication both to and from the program in order to solve or prevent misunderstandings. The Marin County Community Service Program of California has set up a hot-line which agencies may use should an urgent problem arise.

It can be helpful at the outset of involvement with a user agency for program representatives to conduct an on-site needs assessment. This may serve to underline for agencies the broad areas of service that may be provided by offenders, as well as aid in establishing a continuing relationship between the agency and the program.

### **AGENCY RESPONSIBILITIES**

A program representative from the Community Service Program in Boulder, Colorado, stressed the importance of carefully preparing agencies at the outset by precisely defining program expectations. Some programs provide agencies with written agreements clearly delineating the responsibilities inherent in participation.

Figures G and H on the following pages include copies of agreements used by Community Services of Dade County, Florida, and the Volunteer Bureau of Alameda County, California. These documents describe in detail user agency responsibilities as perceived by these community service programs.

## FIGURE G

### Memorandum of Agreement

Community Services of Dade County, Inc., and \_\_\_\_\_  
\_\_\_\_\_, herein after referred to as the contractual agency,  
mutually covet and agree to a program of community services, as described  
below.

#### Purpose

The purpose of this Memorandum of Agreement is to arrange for meaningful  
work for persons required by the Dade County Court, or other Court, to  
perform community service hours in Dade County governmental or not-for-  
profit, private agencies.

#### Agreements

\_\_\_\_\_, the contractual agency, agrees  
to the following conditions:

- 1) To furnish a job description for each participant desired, to provide work for Community Services of Dade County, Inc., participants, and to provide necessary working materials for the jobs provided.
- 2) To provide a safe work environment.
- 3) To not require participants to perform any duties that may be hazardous, demeaning in nature or that cannot be or are not performed by a regular employee of the contractual agency.
- 4) To provide supervision of work of participants at all times.
- 5) To notify and document to Community Services program manager or counselor any participant who fails to show for community service hours assignment, or is tardy to report, via standardized reporting requirements.
- 6) To notify and document Community Services program manager or counselor of any violation of the attached rules and regulations for participants of the program.
- 7) To abide by and keep Agency Rules and Regulations, Standards of Conduct, and Agency Reporting Requirements, as attached.
- 8) To provide comprehensive liability insurance in the amount of at least \$1,000,000 bodily injury and \$100,000, property damage or \$1,000,000, combined bodily injury and property damage coverage, naming Community Services of Dade County of Dade County, Inc., as an additional named insured. A Certificate of Insurance verifying this coverage will be provided indicating a thirty (30) day notice of cancellation to be sent to Community Services of Dade County, Inc.

No placement of community service participants will be effected until the Certificate of Insurance, as described above, is accepted by and on file with Community Services of Dade County, Inc. The Certificate of Insurance must be all inclusive as to dates covering this memorandum of agreement, or special arrangements made to verify insurance coverage, as required above, if the policy is changed during the period of time covered in this memorandum of agreement.

\_\_\_\_\_, known as the contractual agency, will also indemnify and save harmless Community Services of Dade County, Inc., from all liability, loss, cost, expense, including attorney fees which may be sustained by Community Services of Dade County, Inc., by reason of the death of, or injury to, any person or damage to any property rising out of or in connection with the services provided hereunder.

(continued)

FIGURE G (Continued)

-page 2

- 9) To provide verification and documentation of the contractual agency's not-for-profit status by submitting a copy of the Internal Revenue Services' Termination Letter for Section 403 organizations, exempting the contractual agency from payment of federal income taxes.
- 10) To provide documentation of official Board of Directors, or other governing body actions approving this Memorandum of Agreement.

Community Services of Dade County, Inc., agrees to the following conditions:

- 1) To provide Community Services participants to perform community service hours whenever possible to the contractual agency.
- 2) To notify contractual agency of any changes of participants required to report to the agency.
- 3) To provide programmatic intake assessment and counseling to all participants in program to assure contractual agency participants are placed to agency job description and other requirements, as best as can be determined in the intake process.
- 4) To promptly and efficiently handle any problems that may arise from time to time to the resolution of the problem one way or another.

Period of Agreement

The period of time for this Memorandum of Agreement is from July 1, 1984, to June 30, 1985.

Other

It is expressly understood and recognized by \_\_\_\_\_, herein named as the contractual agency, that Community Services of Dade County, Inc., assumes no liability or responsibility for any persons, their performance or conduct of any persons referred to the contractual agency by Community Services of Dade County, Inc.

Acceptance of Agreement

The undersigned have affixed their seals and signatures to this Memorandum of Agreement to enter into the agreements and covenants as herein stated.

For Community Services of Dade County, Inc.

Witness \_\_\_\_\_ H. Drexel Dobson, Jr.  
Executive Director

Sworn and subscribed to me this \_\_\_\_\_ day of \_\_\_\_\_, 1984.

Notary Public  
State of Florida, at large

My Commission expires:

For \_\_\_\_\_  
herein named as the contractual agency

Witness \_\_\_\_\_ Executive Director

Sworn and subscribed to me this \_\_\_\_\_ day of \_\_\_\_\_, 1984.

Notary Public  
State of Florida, at large

## FIGURE H

MEMORANDUM OF AGREEMENT  
BETWEEN VOLUNTEER BUREAU OF ALAMEDA COUNTY  
AND "USER" AGENCY

### GOALS OF THIS AGREEMENT

1. Volunteer Bureau will serve agencies and volunteers more effectively through improved communication and consultation.
2. Agency will approve and support its volunteer program, with the understanding that volunteers shall enhance, not supplant, paid staff.
3. Agency will recognize the importance of volunteer's contribution to the program, with consideration for the skills and interests of the individual.

The purpose of this agreement is the enhancing of human services in this country through citizen involvement.

### DEFINITIONS

1. Volunteer Bureau: It is understood that the Volunteer Bureau is an advocate for volunteerism and a central clearinghouse for volunteerism and a central agencies. It provides consultation and training opportunities to agencies as appropriate. The Volunteer Bureau believes that, ideally, volunteers are an integral part of agencies' operations. The Volunteer Bureau expects that volunteer program standards will reflect the invaluable quality of individuals who are willing to give time and energy to fulfill agency needs.
2. Volunteer: It is understood that a volunteer is anyone who performs a service for an agency/organization without pay. Reimbursement for on-the-job expenses does not constitute payment.

## FIGURE H (Continued)

3. Agency: It is understood that an agency is defined as a non-profit corporation, a governmental entity or a community-based organization which provides services to meet human needs. The Volunteer Bureau will accept requests for volunteers from agencies which are involved in education, cultural activities, recreation, health or social welfare, but cannot refer volunteers to "get out the vote" campaigns, solicitation of money, overt political work or religious proselytizing. Board and care homes, convalescent hospitals and rest homes which are proprietary are excepted from the non-profit status requirement by reason of the over-riding problems of loneliness experienced by aged and disabled residents of such institutions. It must be clearly understood, however, that volunteer service in such establishments shall be limited to friendly visiting, entertaining, and other personal involvement with patients. Housekeeping, maintenance, clerical and other tasks not involving patient contact or which should be performed by paid staff are not acceptable volunteer jobs in this type of setting. Agencies may be asked to present written evidence of non-profit status.

### JOB DESCRIPTIONS

1. Agency will supply the Volunteer Bureau with detailed job requests for volunteers. Agency will submit job requests on forms supplied by the Volunteer Bureau. There are three types of job request forms supplied:
  - a. On-going Job Request - to be completed for volunteer jobs that are always needed within your agency (i.e., tutors, recreation aides, etc.). These should be submitted at the time of registration and when new on-going jobs are developed within your program.
  - b. Temporary Job Request - to be completed for volunteer jobs that are needed on a one-time only basis or when the need arises (i.e., bulk mailing, field trip assistance, repair work on facility). Please submit these requests at least two weeks

## FIGURE H (Continued)

prior to the date the assistance is needed. You may also call this type of request into the office. Please be ready to give all information requested on the form when you telephone.

- c. Job Requests for Professionally Skilled Volunteers - to be completed for requesting volunteers to serve as board members, management assistants, or project developers. Complete this form and submit to the Bureau as your needs arise.
2. Agency will not displace a paid worker or put any volunteer into a job for which funding is available.
3. Agency will keep the Volunteer Bureau informed of any changes in on-going volunteer job requests, volunteer supervisors, or general agency information (i.e., address change, personnel change).
4. The volunteer Bureau will keep accurate up-to-date listings of volunteer needs. Agency request will be communicated to all appropriate programs of the Bureau.

### SCREENING AND SELECTING

1. Initial screening by the Volunteer Bureau will determine whether the potential volunteer meets the requirements of the Job Request submitted by the agency. The Volunteer Bureau will provide agency with pertinent information concerning the potential volunteer at the time of referral. If the potential volunteer is a client of the Community Service Alternatives Program, the Volunteer Bureau will also disclose at the time of referral, the offense (e.g., traffic violations drunk driving) for which the client must perform community service restitution.
2. It is recommended that whenever possible, the agency designate a specific staff member to coordinate the volunteer program. Each volunteer will be interviewed by the staff member before his/her assignment is begun. The interview is a useful means to: discuss

## FIGURE H (Continued)

the expectations of both the volunteer and the agency, answer any questions and concerns either party might have, define and discuss the job assignment to be undertaken, and work out a mutually agreed upon work schedule.

3. It is agreed that after the initial agency interview is conducted, the agency may then choose to accept or turn down that potential volunteer. The agency must notify the Bureau of its decision in either case. Additionally, the agency agrees that if it is ever dissatisfied for any reason with a client's performance, the agency will notify the Volunteer Bureau. The Volunteer Bureau agrees to help resolve the problem or if resolution is not possible, arrange placement of the volunteer in another assignment.

### TRAINING AND SUPERVISING

1. Agency will orient volunteer to organization's goals and policies, roles of volunteer and staff, opportunities for advancement and/or further involvement, and a work location.
2. Agency will assign a supervisor to the volunteer. The supervisor will provide training and direction to the volunteer in order to complete the assigned tasks. The supervisor will also sign the volunteer time sheet. (If the volunteer is a Community Service Alternatives Program Client, the time sheet is required by the Bureau).
3. The supervisor will maintain open communication with volunteer and recognize good performance and work to improve areas of weakness and to upgrade volunteer's skills.
4. Agency will inform Volunteer Bureau and volunteers of upcoming training sessions and workshops.

## FIGURE H (Continued)

5. The Volunteer Bureau will be available to agency upon request for consultation in regard to particular problems with volunteers. The Volunteer Bureau will perform an agency visit, upon request, to assess agency volunteer program.
6. The Volunteer Bureau will inform agency of all training sessions it offers on Volunteer Management. The Volunteer Bureau will be available to provide consultation in designing or improving volunteer programs when formal training is not offered. Agency must schedule an appointment for such consultation.

### CONSIDERATION AND RECOGNITION

1. All staff will understand their agency's commitment to the Volunteer Bureau.
2. Staff effectiveness in the utilization and supervision of volunteers shall be recognized by agency administration.
3. Staff will make volunteers welcome. Staff will provide recognition and incentive.
4. Volunteers will be given equal treatment to that of paid staff with regard to working conditions, titles and opportunities to contribute to agency decision and policy making.
5. Agency will give serious consideration to providing insurance coverage and reimbursement for expenses such as transportation and uniforms whenever possible.

### PERSONNEL RECORDS AND JOB OPPORTUNITIES

1. Agency will maintain a personnel file for each volunteer with safeguards for confidentiality, to include assessments of job performance, hours worked, training courses taken, special

## FIGURE H (Continued)

accomplishments and assignments. Agency will produce record for use on a resume or job reference.

2. Volunteers will be notified of job openings. Agency will consider volunteer training and performance valid qualifications for hiring.
3. Agency will make time records available to Volunteer Bureau upon request.

# Accountability

The fourth of the Five A's of Community Service is Accountability. In this chapter we will look at the different monitoring procedures used by programs to keep track of offenders. We will also examine the reporting methods involved in providing accountability to sentencing authorities. Finally, we will explore the ways in which programs are evaluated by the courts, user agencies and the community at large.

## MONITORING OFFENDERS

In order for a community service program to establish itself as a responsible resource both to user agencies and the community, a program must ensure that offenders are held accountable. The underlying premise of community service, that offenders are more valuable to the community when engaged in voluntary service than when incarcerated, rests upon the assumption that those offenders will be responsibly monitored.

For many community service programs, the initial step in ensuring the accountability of offenders is the contract between the offender and the program. The purposes of the contract are twofold. First, it clearly defines for the offender his obligations to the program. Second, by signing the contract, the offender undertakes responsibility for his actions.

Figures I and J on the following pages provide examples of community service contracts, used by the West Texas Regional Adult Probation Department of El Paso, Texas, and the Adams County Community Service Program of Brighton, Colorado. Most programs use time cards to validate offenders' progress in completing assignments. While formats may vary from program to program, the essential elements included in a time card are:

- Agency name
- Offender's name
- Day and time of assignment
- Signature of agency representative.

Figures K and L on the following pages provide examples of time cards used in the Community Service Program of the City Court of Baton Rouge, Louisiana, the Alternative Service Program of Multnomah County, Oregon, and the Alternative Sentence Program of Marin County, California. Most programs place the responsibility on the offender for maintaining his time card. The

program in Baton Rouge insists that any failure on the part of the offender in maintaining his time card will result in repeating any hours not accounted for. The program further insists that should an offender lose his time card, he is required to repeat all the hours completed prior to the time the card was lost. However, not all community service programs use time cards in monitoring offenders. The PRIDE Inc. program of Palm Beach County, Florida, requires instead that an offender present a notarized letter from an agency representative indicating that the offender has completed the required amount of hours.

Frequently, programs place the responsibility on the user agency for the daily supervision of offenders. This is usually in conjunction with monthly follow-up contacts from the program itself. The Alameda Volunteer Center of Oakland, California, for example, uses a system of interim checkpoints for monitoring offenders. All offenders are reviewed at the midway point in their length of time served. Offenders serving long sentences receive additional reviews on a periodic basis, both prior to, and following, the halfway point of their sentence.

The Alcohol Automobile Social Awareness Program of Reno, Nevada, uses a computer to track offenders through the program. Warning letters are automatically generated for offenders who fail to report to their assignments. A benefit of this system lies in the fact that warning letters are sent to offenders well before their completion date, giving the offender an opportunity to rectify the situation in lieu of being returned to the court.

Figures M and N on the following pages are letters used by the Marin County Alternative Sentence Program. The first document serves as a warning to offenders. The second document notifies the offender that his non-compliance has made it necessary to return him to the court.

The last step involved in monitoring offenders concerns keeping the sentencing authority apprised of the offender's progress. This usually takes the form of a monthly report. The report generally includes offenders' names categorized by sentencing authority, the sentencing date, the offense, the amount of hours assigned, the hours completed, any incidences of misconduct on the part of the offender and all other pertinent information, such as illnesses or other reasons why an offender may

not have completed the requisite hours. When an offender ends his involvement with a community service program in the State of New Jersey, for example, the Administrative Office of the Courts requires that the program complete and provide to the sentencing authority the form presented as Figure O on the following page.

## MEASURES OF EFFECTIVENESS

Data collected and maintained by community service programs, is helpful in providing accountability to communities, user agencies, sentencing authorities and funding sources. These records allow the program to formulate a measure of effectiveness. The most typical data maintained by a program include the number of offenders, the hours assigned and the hours completed. For many programs, a ratio of the last two figures serves as a measure of effectiveness.

The Bureau of Field Operations of the Maryland Division of Parole and Probation expands the criteria used in measuring a program's success into two areas, effectiveness and efficiency, based upon the following factors:

- Effectiveness Criteria
  - number of successful completions
  - number of placements
  - number of worksites developed
  - number of offenders referred
  - number of hours completed
  - program costs
- Efficiency Criteria
  - cost per worksite developed
  - cost per successful completion
  - percent of total successful completions
  - percent of total failures to complete

The California League of Alternative Service Programs in their manual *Standards and Guidelines for Program Operations* emphasizes effectiveness as a criterion over efficiency "because it standardizes self-evaluation practices, and makes programs comparable." The CLASP manual goes on to suggest the following areas from which to base the evaluation of a program:

- Program narration
- Program statistics
- Cost-benefit analysis
- Offender completion rate
- Offender impact survey.

The program narrative offers the reader an overall summary of program operations. In addition, it lists the measurable objectives a program has formulated for itself (i.e., to have x per cent of the total hours assigned successfully completed). In the Program Statistics section, CLASP recommends that community service programs maintain statistics for the following:

- Number of interviews conducted

- Percent of interviewees in each "Source of Referral" category
  - Percent of interviewees in each "Type of Sentence" category
  - Number of interviewees placed
  - Number and percent of interviewees in each "Not Placed" category
  - Percent of interviewees on supervised probation
  - Number of hours assigned
  - Percent of interviewees in each "Number of Hours Assigned" category
  - Percent of interviewees in each "Type of Offense" category
  - Percent of interviewees in each demographic category (age, sex, race, education, employment, and income)
  - Number of hours worked
  - Percent in each "Task" category
  - Percent of user agencies served, by category
  - Offender completion rate
  - Number of cases per caseworker—actual vs. desired
- 
- Number of offender accidents; claims made; and number and dollar amount of claims paid.

The Cost-Effectiveness Section offers the following formula for determining a program's net worth to the community:

Net worth = hours completed × minimum wage - program costs.

For example, if:

100 hrs. were completed by volunteers over the course of one year

and \$4.00 an hour is the minimum wage

then 100

× 4

400

and if program costs for the year were \$50

then \$400 (labor)

- 50 (program costs)

\$350 NET WORTH

Section Four of the CLASP manual assesses the rate of offenders who have completed their assignments against the total number of offenders, and Section Five offers a summary of the results of surveys administered to offenders, probation officers and user agency staff. While many community service programs may not be able or wish to undertake such an extensive evaluative process, the various elements comprising the CLASP guidelines serve to illustrate many of the factors that may be used in determining a community service program's effectiveness.

FIGURE I

COMMUNITY SERVICE CONTRACT

As a condition of my probation, I \_\_\_\_\_ hereby agree to serve a total of \_\_\_\_\_ hours of Community Service beginning \_\_\_\_\_ until complete. I will report each and every \_\_\_\_\_ between the hours of \_\_\_\_\_ to \_\_\_\_\_ as ordered by the Honorable Judge \_\_\_\_\_ of the \_\_\_\_\_ District-County Court on the \_\_\_\_\_ day of \_\_\_\_\_ 19\_\_\_\_. I will preform this service with any or all of the following agencies:

- 
- 
- and any other Community Service locations as designated.

I fully understand that I am expected to abide by the rules and regulations of the specified agencies and furthermore, I agree to indemnify and hold harmless, the West Texas Regional Adult Probation Department and any and all agencies where I perform my community service from any losses or damages resulting from any incidents during my community service. Also, I fully understand that my failure to comply with this agreement will be a violation of my Conditions of Probation and could subject me to judicial proceedings.

Signed this \_\_\_\_\_ day of \_\_\_\_\_, 19 \_\_\_\_.

\_\_\_\_\_  
PROBATIONER

\_\_\_\_\_  
PROBATION OFFICER

\_\_\_\_\_  
WITNESS

FIGURE J

AGREEMENT OF PARTICIPATION  
Adams County Community Services Program

I, \_\_\_\_\_, have been ordered to participate in the Community Services Program by the County Court of Adams County, Colorado. I do understand that, as a participant, I am required by law (H.B. 1232) to perform \_\_\_\_\_ hours of work before \_\_\_\_\_ (which is thirty days prior to sentencing). I also understand that such work is to be Useful Public Service without pay or benefits of any kind whatsoever.

I understand that, as a participant in the Community Services Program, I am not legally an employee of the Community Services Program, the Probation Department, the County Court, or the Board of County Commissioners and that I have no right to any pay or benefits, neither do I have the right to be defended or indemnified by the Board of County Commissioners for any lawsuits against me arising from my participation in the Community Services Program.

I further understand that I have no legal right to seek Workman's Compensation from the Community Services Program nor the Board of County Commissioners in the event that I am injured while participating in the program. I further understand that I have no right to seek Unemployment Compensation from the Community Services nor the Board of County Commissioners after my participation ends.

ADDITIONALLY:

1. I certify that all of the information provided by me is true and I authorize the Community Services staff to obtain verification as needed.
2. A schedule will be arranged that is reasonable for me and the agency to which I am being referred and I understand that there will be only one referral made.
3. This schedule can only be altered with permission of the Community Services staff. I understand that my failure to comply with this schedule (i.e., no show or any tardiness) will result in a violation of the Court's Order.
4. I understand that, should I experience any difficulties or problems in completing the services, I am to contact the Community Services staff immediately.
5. I understand that I am required to pay a minimal insurance fee for my own protection and that this is a requirement of my participation in the Community Services program.

I HEREBY CERTIFY that I have read (or have had read to me) the conditions under which I will be assigned to an agency through the Community Services program and the conditions under which this assignment will be continued. I fully understand that my failure to comply with the above conditions will result in a violation of the Court's Order and that my case will then be referred back to the sentencing Judge for disposition.

Client's  
Signature: \_\_\_\_\_ Date \_\_\_\_\_

Staff  
Signature: \_\_\_\_\_ Date \_\_\_\_\_





FIGURE M

WARNING LETTER

JAMES B. SOETAERT  
CHIEF PROBATION OFFICER  
RONALD G. SAYLO  
CHIEF DEPUTY PROBATION OFFICER

Probation Department



Date:

To: \_\_\_\_\_

Case #

Dear \_\_\_\_\_

On \_\_\_\_\_ you were ordered by the court to perform \_\_\_\_\_ hours of community service by \_\_\_\_\_

The purpose of this program is to assist you in completing your assignment. Primary responsibility for doing so rests with you. If you are experiencing a problem with the placement plan we agree upon, please call me at your earliest opportunity.

ASP can be of help only if you take the initiative to seek our assistance. If you fail to complete your assignment, we must advise the court of your non-compliance. A bench warrant will then be issued for your arrest.

If you wish to avoid this rather unpleasant action, please telephone me at the number below. The office is open Monday through Friday, 8:30 to 5:00.

I am generally here:

- MON:
- TUE:
- WED:
- THU:
- FRI:

I look forward to hearing from you soon.

Sincerely,

\_\_\_\_\_  
Interview/Caseworker

FIGURE N

FAILURE LETTER

JAMES S. SOETAERT  
CHIEF PROBATION OFFICER  
RONALD G. BAYLO  
CHIEF DEPUTY PROBATION OFFICER

Probation Department



To:

Case # \_\_\_\_\_ Sentence Date \_\_\_\_\_

Number of hours \_\_\_\_\_ Completion Date \_\_\_\_\_

Dear

On the above date you appeared in the Municipal Court, Central Judicial District, County of Marin at which time the Court directed that you perform a community service assignment, that you report to the Alternative Sentence Program immediately after sentencing, that you report for work as assigned, and that you perform at a satisfactory level of service.

This matter has been returned to Court for the reason indicated below:

- Failure to report to the Alternative Sentence Program to arrange assignment or failure to complete placement interview process.
- Failure to report for work as assigned.
- Failure to perform at a satisfactory level of service.
- Failure to complete assignment by completion date. Credit given for \_\_\_\_\_ hours.

THIS OFFICE HAS NO FURTHER AUTHORITY IN THIS MATTER. Failure to contact the Court upon receipt of this letter could result in the issuance of a bench warrant for your arrest. Inquiries should be directed to the office of the Clerk of the Municipal Court, Room C-10, Hall of Justice, Civic Center, San Rafael, CA 94903.

- Traffic (415) 499-6253
- Animal Control (415) 499-4225
- Criminal (415) 499-6225

Date

Program Coordinator

ALTERNATIVE SENTENCE PROGRAM, ROOM 175 - CIVIC CENTER - SAN RAFAEL, CA 94903 (415) 499 - 6619

FIGURE O

COMMUNITY SERVICE REPORT

TO: \_\_\_\_\_  
FROM: \_\_\_\_\_ County Community Service Program  
DATE: \_\_\_\_\_

RE: \_\_\_\_\_  
Docket #: \_\_\_\_\_  
Charge: \_\_\_\_\_  
Court Date: \_\_\_\_\_

PLEASE BE INFORMED THAT:

(Check appropriate lines and fill in the blanks)

\_\_\_\_ Client has completed the community service requirement of \_\_\_\_\_ hours  
at: \_\_\_\_\_

Client's performance was rated:

Client's performance in community service has been unsatisfactory because:

Client is inappropriate for community service because:

THEREFORE WE:

are closing our interest in this case.  
recommend returning the client to court.  
recommend the following action: \_\_\_\_\_  
other \_\_\_\_\_

PLEASE ADVISE THIS OFFICE OF COURT ACTION.

Respectfully submitted,

# Advertising

The fifth and final A of the Five A's of Community Service is Advertising. Advertising is important, not only in attracting user agencies, but also in gaining and maintaining community support.

The cooperation of local businesses, unions and civic organizations is beneficial in many ways to a community service program. For some programs, such as the Community Service Option Program in Houston, Texas, and the Volunteer Action Center of Bismarck, North Dakota, the surrounding community serves as a funding source and cooperation, therefore, is not only beneficial, but crucial to program survival.

This chapter will explore the various ways programs may direct their efforts at educating their localities to the objectives and benefits of a community service program. We will examine the use of media, speaking engagements and other ways in which programs advertise their services.

## MEDIA

Advertisers claim that the way to reach the biggest potential audience at the lowest cost per customer is through the media. This is especially true for community service programs, as the use of the media is typically provided free of charge to the program in the form of public service announcements. In addition, coverage of community service events may be considered "news" and may be broadcast as such.

Newspapers generally include a "Local" or "Metropolitan" section in which they cover community events. The following are several examples of "free adver-



tising" in the form of newspaper articles covering programs in El Paso, Texas, Valparaiso, Indiana, and Multnomah County, Oregon.

The Jail Alternative Community Service program of Salt Lake County, Utah, contacts the local press at six-month intervals. They also receive periodic coverage on local television news programs regarding unusual community service assignments, such as in the instance of the skiinstructor whose assignment included work with handicapped skiers. The Volunteer Action Center of Bismarck, North Dakota, receives a weekly column in the local paper, as well as free public service announcements on local radio and television stations.

Many other programs distribute brochures to business and community organizations. Figure F on the following page includes examples of two such brochures from the Community Service Sentencing Program in Des Moines, Iowa, and the Alternative Service Program of Arapahoe County, Colorado. Lastly, the Volunteer Action Center of Bismarck, North Dakota, receives free advertising on grocery sacks and milk cartons.

## GROUP PRESENTATIONS

Many areas of the country offer built-in opportunities for group presentations, where local businessmen, representatives from civic and private non-profit organizations, unions and other community leaders meet on a regular basis to discuss the affairs of the community. The Alcohol Automobile Social Awareness Program (AASAP) in Reno, Nevada, is one of the many community service programs that make extensive use of speaking engagements as a way of informing the community about their services. AASAP makes presentations to high schools as well as to civic organizations and community groups. In places where this does not occur, it is incumbent upon the program itself to arrange such a forum. Making arrangements with community leaders is generally not difficult and often worthwhile.

While the meeting is being organized, attention should be given to the presentation itself. The presentation should be thorough, but not lengthy. A question and answer session following the presentation will provide the opportunity to explore any areas of concern in more

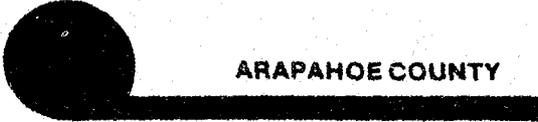


depth. A program should not attempt to provide too much information during the presentation, but may include more detail in a supplemental hand-out.

Audiovisual aids are also helpful if used correctly. A slide/tape presentation for example, can illustrate program concepts using photographs and charts wherever

possible. In addition, videotape presentations are being used more frequently but while effective, these tapes may be expensive to produce and inappropriate for large audiences. As a promotional device aimed at individual viewers, however, a videotape presentation may be worth the initial investment.

FIGURE P



ARAPAHOE COUNTY

**ALTERNATIVE  
SERVICES**

and

**USEFUL PUBLIC  
SERVICE**

*... working together to  
repay the community*

**COMMUNITY  
SERVICE  
SENTENCING  
PROGRAM**

A CRIMINAL JUSTICE  
**ALTERNATIVE**

# Summary

The preceding chapters have discussed the procedures for planning and operating a successful community service program. These procedures have been divided into five general areas:

- Attitude
- Administration
- Agencies
- Accountability
- Advertising

The first step in initiating a program is to determine what the program's particular emphasis shall be. The section titled "Attitude" explored the various philosophical biases adopted by programs, i.e., restitution, rehabilitation, or punishment and deterrence. Next, it examined how a particular bias has bearing on the program's administration, agency contact, accountability and advertising.

Once a program has determined its emphasis, the next step is to formulate the program's operating procedures. The second section, titled "Administration," suggested ways to establish both structure and function. Various legal authorities, types of programs and program staffing were examined. This was followed by a discussion of program costs and potential funding sources. Next, the ways in which offenders are processed was examined. Finally, the section ended with a discussion concerning insurance.

Having formulated its policy and administration, the program is now prepared to engage user agencies. The

section titled "Agencies" examined the different types of activities to which offenders may be assigned, and the various kinds of agencies that may provide such activities. A discussion of the methods used in attracting agency support followed this examination. The section ended with a look at the responsibilities of user agencies stemming from their involvement with community service programs.

The next section, titled "Accountability," explored the ways in which programs are accountable to the communities they serve. The section began with a discussion of the methods by which offenders are monitored. Some examples offered in this section placed the primary responsibility for monitoring offenders on the user agencies which, in turn, reported to the program. Other examples illustrated instances in which the programs themselves undertook all of the responsibility in this area. The section ended with a look at the methods used to evaluate community service programs.

The final chapter, titled "Advertising" presented both formal and informal ways of promoting community service programs. It began with an examination of promotional strategies which utilized local media (e.g., newspapers, T.V., radio, etc.) to keep the public, as well as local non-profit organizations, aware of community service programs. This was followed by a discussion of how to prepare effective presentations.

The Community Service Checklist on the following pages provides at a glance the steps involved in organizing and operating an effective program.

# Community Service Checklist

- Investigate existing laws and practices which may:
  - Mandate community service
  - Encourage community service
  - Offer the option of community service
  - Preclude the option of community service
- Form a task force composed of:
  - Business leaders
  - Sentencing authorities
  - Community activists
  - Elected officials
- Survey community attitudes using any of the following:
  - Questionnaires
  - Telephone interviews
  - Personal interviews
- Formulate program emphases choosing from the following:
  - Restitution
  - Punishment and deterrence
  - Rehabilitation
  - Any combination thereof
- Set program goals and objectives concerning:
  - Number of participants (offenders)
  - Types of activities
  - Percentage of completions
- Establish policy concerning insurance considering:
  - Medical insurance for offenders
  - Workman's compensation
  - Program liability
- Determine staffing requirements, including:
  - Desired caseload per employee
  - Number of employees required
  - Education and experience of employees
  - Employee salary requirements
- Assess total potential program costs, considering:
  - Administrative overhead (e.g., office space, heating, airconditioning, telephone, etc.)
  - Employee salaries and benefits
  - Materials (e.g., forms for processing offenders, duplicating machines, typewriters etc.)
  - Possible costs involved in transporting offenders to job sites
- Review and solicit available funding from sources including:
  - Federal Government
  - State Government
  - Local Government
  - Private non-profit (i.e., United Way)
- Develop a roster of potential user agencies, through:
  - Telephone solicitations
  - Personal interviews
  - Presentations to civic groups
- Design a screening process that will determine an offender's suitability for program participation, using:
  - Alcohol assessment guides
  - Pre-sentence investigation reports
- Design offender placement interview format which may include:
  - Sentencing authority (e.g., traffic court, municipal court etc.)
  - Offense
  - Length of sentence (amount of hours)
  - Place of residence
  - Medical history
  - Hobbies, skills and interests
  - Transportation requirements
- Determine monitoring procedures to be used, placing the onus on either:
  - The user agency
  - The offender
  - The program itself
- Design procedures based on the program's goals and objectives, for the following:
  - Recordkeeping (including possible computer use)
  - Program evaluation
  - Reports to sentencing authorities

# Acknowledgement

We would like to take this opportunity to thank the following individuals and their staffs for their cooperation in the preparation of this report:

Milton R. Skyring, Clerk/Judicial Administrator, City Court, City of Baton Rouge, Baton Rouge, Louisiana.

Frank Lozito, Ph.D., Director, West Texas Regional Adult Probation Department, 4824 Alberta Street, Suite 361; El Paso, Texas 79904.

Justice Ross Sanchez, Metropolitan Court, Albuquerque, New Mexico 87103.

Helen Harrington, Director, Community Services Program, P.O. Box 133, Metropolitan Court, Albuquerque, New Mexico 87103.

Drexel Dobson, Community Services of Dade County, Inc., 3600 West Flager Street, Suite 200; Miami, Florida 33135.

Glen I. Rothbart, Pride Inc., Harvey Building, 224 Datura Street; West Palm Beach, Florida 33401.

Darla J. Hofmeir, Coordinator, Arapahoe County Judicial Services, 5606 South Court Place, Suite 15; Littleton, Colorado 80120.

Cres Van Keulen, Director, CLASP Program, 523 Fourth Street, #207; San Rafael, California 94901.

Nellie Vintapatr, Supervisor, Adams County Community Service Program, 1821 East Bridge Street, Suite K; Brighton, Colorado 80601.

Irene Maestri, Director, Alameda Volunteer Center, 477 15th Street, Room 304; Oakland, California 916512-2080.

Sara Deming, Director, Alternative Sentence Program, Room 175, Civic Center, San Rafael, California 94903.

Rick Whitworth, DWI Coordinator, Office of the Court Administrator, Supreme Court Building, Room 234; Tallahassee, Florida 32304.

Dick Hackett, Cook County Hospital Volunteer Program, 720 South Wolcott, Chicago, Illinois 60612.

Donald Gaugush, Sheriff's Community Service Program, County Building, Room 900A; 118 North Clark Street, Chicago, Illinois 60602.

Phyllis Barnes, CSR Program Manager, Porter County Prisoner and Community Together, 23 E. Lincolnway; Valparaiso, Indiana 46383.

Mike Forret, Program Coordinator, Community Service Sentencing Program, Polk County Court House; 5th and Mulberry, Room 114-A; Des Moines, Iowa 50309.

Milton L. Mitchell, Sr., Director, Alternative Community Service Program, 7900 Carondelet Avenue; Clayton, Missouri 63105.

Louis Escobar, Program Coordinator, Community Service Probation Program, No. 1 Government Center Building; Toledo, Ohio 43604.

Joyce L. Stevenson, Camden County Probation Department, Special Services Division, 327-329 Market Street; P.O. Box 1928; Camden, New Jersey 08101.

Harvey M. Goldstein, Assistant Director for Probation, Administrative Office of the Courts, Richard J. Hughes Justice Complex, CN-037; Trenton, New Jersey 08625

John L. Tremaine, Jr., Division Director, Presentence Investigations and Special Services, Adult Probation Department, Superior Court of Arizona, P.O. Box 3407, Commerce Station; Phoenix, Arizona 85030.

Mary Wood, Jail Alternative Specialist, Community Corrections Pikes Peak Region Inc., 5250 North Nevada; Colorado Springs, Colorado 80907.

Sally Seiler, Supervisor, Drunk Driver Program, Community Corrections Department, P.O. Box 471; Boulder, Colorado 80306.

Micheline Lombardi, Office of Administrative Adjudication, 345 Harris Avenue, Providence, Rhode Island 02909.

Frances E. Michis, Director, Volunteer Action Center, 415 Avenue A East, Bismarck, North Dakota 58501.

Harley Leiber, Manager, Department of Justice Services, Community Corrections, Alternative Community Service, County Courthouse, Room 818; Portland, Oregon 97204.

Susan Kaeser, Program Supervisor, Multnomah County Alternative Community Service; County Courthouse, Room 818, Portland, Oregon 97204.

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Ken Palmer, Office of the State Courts Administrator, Supreme Court Building, Room 234; Tallahassee, Florida 32304.

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Gwen Rowley, Program Coordinator, Jail Alternative Community Service Program, 431 South 300 East, Room 110; Salt Lake City Utah 84111.

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We wish that it were possible to include more programs in our investigation and in no way wish to imply that these programs represent anything more than a sampling of community service programs currently available. It is our hope, however, that the programs documented in this report represent many of the various options and approaches to community service programs, and that they present to the reader a general overview of the ways in which community service programs may be designed.