



TRANSFER OF
KNOWLEDGE
WORKSHOP

Public Service

107293

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ALIFORNIA LEAGUE OF
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107293

**U.S. Department of Justice
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The inclusion of programs described in this publication, other than those directly administered by the Department of the Youth Authority, does not necessarily constitute an endorsement by the State of California or the Department of the Youth Authority.

PREFACE

Thirty-seven people from different parts of the justice system participated in a Transfer of Knowledge Workshop on Public Service June 4, 5 and 6, 1986 in Upland, California. Participants exchanged ideas and information to enhance knowledge in this important area.

The workshop is one of a series sponsored by the Department of the Youth Authority, in cooperation with other agencies, to expand the base of knowledge and expertise in dealing with crime and delinquency. In these Transfer of Knowledge workshops, acknowledged experts present program models and action strategies. This information is shared with others who find the information useful.

Through sharing of this kind of information, strategies can be developed to help solve the major problems of crime and delinquency facing our communities.

ACKNOWLEDGEMENTS

The Department of the Youth Authority thanks the Chief Probation Officers of California, California League of Alternative Service Programs and Office of Criminal Justice Planning for their support and help in making this workshop possible.

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INTRODUCTION

There is growing interest in the idea that offenders of correctional facilities, both juvenile and adults, should be required to repay society, at least in part, for the damage wrought by their crimes. One way to achieve accountability is through work projects of public service. Increasingly, such programs, in which offenders work in the community on projects that benefit the public, are being utilized by the California Youth Authority and many county probation departments.

Public service programs frequently benefit the offender as well as victims and society. An offender who is able to help a community during a time of flood or fire, or who rebuilds a camp used by underprivileged children, achieves a sense of accomplishment that will help him as he works toward a productive and law-abiding life.

EXTERNAL CONSTITUTENCY BUILDING

Public support is necessary to establish and successfully maintain public service work programs in the community. Much of the citizenry does not automatically welcome the presence of correctional institutions and offenders in their area. As a result, there is frequently a level of apprehension to be overcome through constituency building programs. One such program has been developed by the San Diego County Probation Department. It seeks to create a positive climate to offset the possibility of negative incidents, criticism from political figures, citizen groups and homeowners, as well as critical inquiry from the press.

To offset these problems, the constituency building effort should emphasize the benefits that accrue from public service work. For example, a newspaper article that explains the benefits of a public service program can help overcome resistance to the concept. The safety aspects of a flood control program can certainly be appreciated by people who must deal with rising waters.

Constituency building can be carried out in other ways, such as through speeches to community groups or at "career day" exhibits. For example, San Diego's program consists of a number of ingredients. First is a "fact-finding" phase, utilizing questionnaires distributed to the courts, police, bar association, citizens groups and to probation department staff. A Departmental "communications coordinator" is assigned to organize a program to inform the community of the need of the public service effort as well as details of the program as it unfolds. Facts are distributed through a speaker's bureau, pamphlets, and posters. The San Diego effort also makes use of uniforms for selected staff members, the marking of probation department automobiles, an awards presentation banquet, and steady contacts with the news media.

Highly important in the San Diego approach is citizen involvement, including open houses at department-operated institutions, exhibits at "Career Days," displays at fairs, the distribution of toy badges for youngsters, the use of volunteers and student interns, involvement of military reserve units and the establishment of special awards.

Public service work can help overcome criticism directed against other aspects of correctional operations, such as institutional overcrowding, heavy workloads and high detention costs. Public service work programs are an excellent tool for encouraging public support for correctional programs.

Because of the possibility of such negative reaction, the correctional agency which establishes a public service program must keep "positive"

information readily available. The media should be supplied, for example, with a list of persons and organizations that support the program, and a detailed accounting of the benefits to the community, including number of days of service and dollar value.

In summary, public service work projects offer society and correctional agencies, in particular, beneficial results. However, if such programs are to enjoy success and experience growth, the area of constituency building must not be overlooked. Through this approach, the public support that is needed to keep the program going can be assured.

SAFETY ISSUES

Safety is of great concern for work crews. This concern must be addressed prior to the operation of any work crew. The California Occupational Safety and Health Act requires that adequate first aid materials be readily available for personnel on every job. The following is a partial list of suggested safety procedures:

Safety Procedures:

1. No offender shall be permitted to begin a work assignment without receiving instructions on how to perform the job including how to use assigned tools.
2. On a regular basis (at least weekly), crew supervisors will present a safety lecture to crew members covering routine crew operations.
3. First aid kits will be taken to work sites, not left in the vehicle.
4. All tools will be carried in a safe manner — never over the shoulder.
5. All tools will be wagon-wheeled at breaks, at lunch and at the end of work day for inventory.
6. All crew supervisors must possess a valid CPR, First Aid Certificate and Class II California drivers license.
7. Crew supervisors will ensure that the proper safety equipment is available and used properly.
8. The crew supervisor will assess the work site for possible hazards and will report any noted hazards to his supervisors. The crew will not begin work until the crew supervisor receives clearance from his supervisor.

LIABILITY AND LABOR CODES

The issues surrounding liability and labor codes are foremost. One line of thought is, "don't do it if it feels wrong." The following is a practical outline of labor codes that will provide some guidelines to operate within.

Article I Employers

3300-43 **County governmental units as employers.**

Where the supervisor or municipal court gives a criminal defendant the option to perform a fixed number of hours of volunteer service for a public agency or private non-profit charitable organization in lieu of a jail sentence or fine, the county would not be liable for worker's compensation since the criminal defendant would have the status of a volunteer and therefore, no employer-employee relationship could exist.

76.5 **Youth Authority Wards.**

Youth Authority wards who are assigned work projects are not included within Worker's Compensation coverage and this exclusion from coverage does not constitute a denial of equal protection because the juvenile correctional system is distinct from the adult system.

3364.55 **Worker's compensation for ward of juvenile court injured in rehabilitation work.**

A ward of the juvenile court engaged in rehabilitative work without pay, under an assignment by order of the juvenile court to a work project on public property within the jurisdiction of any governmental entity, including the federal government, shall upon the adoption of a resolution of the board of supervisors declaring that such ward is deemed an employee of the county for purposes of this division, be entitled to the **Worker's** Compensation benefits provided by this division for injury sustained while in the performance of such assigned work project provided:

- (a) That such ward shall not be entitled to any temporary disability indemnity benefits.
- (b) That in determining permanent disability benefits, average weekly earnings shall be taken at the minimum provided therefore in Section 4453.

*Juvenile court ward injured in course of working as **firebreaker** is entitled to benefits generally provided minor county employees.

Taking into account the entitlement of worker's compensation coverage for rehabilitative work projects and the non-coverage for public service work projects, it would seem most beneficial to utilize offenders in the public service work status whenever appropriate.

OPTIMAL WORKSITE RELATIONSHIPS

The use of incarcerated offenders to perform public service work in a community is a sensitive operation. One must be aware of the resident's concerns and the public agencies' needs. Youth and adult correctional agencies that are willing to engage in public service work must also be willing to take steps to ensure a successful and safe operation.

One important component of a successful program is the relationship between the provider and recipient. The identifying, evaluating and monitoring of work site/projects is extremely important. A coordinator must ensure that there is clear and open communication between both parties. The relationship must benefit both the community and offender before it can be labeled "optimal." Some issues to be considered are:

1. Develop a coordinator position at each institution or region to evaluate and monitor projects.
2. Personally meet with new recipients and explain benefits on both sides.
3. Develop classes for offenders prior to public service work crew assignment. Educate the offender as to the motivation behind public service work.
4. Visit job site to determine tools needed, size of crew and amount of time necessary.
5. Identify a liaison contact person.
6. Identify any security and safety issues.
7. Inform local law enforcement of work site.
8. Stay within your limitation.
9. Ask for public service work request in writing.
10. Work with local labor unions to secure endorsement.

COST REIMBURSEMENT

The cost of operating public service work crews is of great concern. Public agencies are constantly justifying their expenditures and public service is no different.

Los Angeles County Probation has approached this problem in a very straight forward and business manner. They have established work crews for hire. The Juvenile Alternative Work Service (JAWS) provides minors with a positive group work experience and brings in revenue to help offset the cost of operations.

Los Angeles County Probation enters into contracts with other public agencies. These contracts call for a set dollar amount for a specific size of work crew per day.

A sampling of contract agencies by Los Angeles County Probation are:

1. Westchester High School
2. City of El Monte
3. Compton Community College
4. Caltrans
5. City Parks

For more information on this innovative and productive approach contact:
Director of Work Furlough Programs, Los Angeles County Probation.

CLASSIFICATION

The selection of institutional offenders for public service work is a critical process for institution staff. Classification can be briefly defined as sorting and identifying the available population.

Classification personnel must also consider the needs of the offenders, taking into account any vocational, education, physical or emotional factors. Attempting to match offenders with work projects could enhance the quality of work and accelerate the benefits for offenders.

Points to consider:

1. Offense (Circumstances re: Commission)
 - a. Type — violence - drugs - etc.
2. Prior Record
3. Substance Abuse
 - a. Alcohol
 - b. Drugs — Detox
4. Mental Health
 - a. Psychological Problem
 - b. Potential for Assaultive Behavior
5. Physical Condition
 - a. Back Problems
 - b. Workers Comp Claim
 - c. Epileptic
 - d. Diabetic
 - d. Other Physical Problem
6. Escape Risk
7. Gang Association or Alliances
8. Educational Level
9. Work Experience/Skills
10. Outstanding Warrants
11. Incarceration History
 - a. Conduct Evaluation
 - b. Prior Public Service History
 - c. Work Furlough

- d. Probation Experience
- 12. Stability
 - a. Local Residence
- 13. Subjective Evaluation
 - a. Gut Level Feeling

SECURITY

Concerns about offenders working in the community are of extreme importance. The topic of security and supervision always enters into the discussions and decisions surrounding planning of projects.

One must be aware that careful planning will reduce the chances of problems, however, the risk is ever present when working with offenders. In an effort to assist you in developing a classification system the following points need to be considered:

1. Visit work sites to identify any security problem.
2. Inform mutual aid agencies of work site (Police Dept., Sheriff's Office).
3. Maintain some type of communication with support agencies and institution (Handie Talkie Radios).
4. Limit size of crew to a number manageable by staff at work site.
5. Provide meals for crew and identify the area to be used for meals and breaks.
6. Use standard dress or uniform for easy identification.
7. Do pat downs of individuals and search vehicle daily.
8. Limit distractions such as radios, newspaper, books.
9. Crew supervisor should continually walk about in the work area.
10. Have current photo of each offender in vehicle for law enforcement and carry restraint equipment.

Managers should implement a training program for all Public Service supervisors, for we must not forget our first charge, protection of the community and its residents.

CONCLUSION

COMMIT A CRIME: GO TO WORK

The belief that offenders can and **must** be held accountable for their crimes is growing in our youth corrections agencies. The energy level of information sharing was extremely high at this workshop. The conclusion is that California will continue to be a leader in the field of youth corrections.

PUBLIC SERVICE by offenders is one area where all parties involved can measure benefits such as:

Work Skills

Painting
Plumbing
Using Heavy Equipment
Electrical Work

Whatever Skills are Required to
Perform the Work Tasks of the
Specific Job

Work Habits

Attendance/Punctuality
Work Attitude
Motivation

Decision-Making Skills
Personal Hygiene/Appearance/Grooming
Communication/Social Skills

Coping Skills-Job Seeking/Keeping Skills

Following Directions
Asking Questions
Accepting Criticism
Starting a Conversation
Being Polite
Paying Attention

Being Prepared
Completing Tasks
Continuing a Conversation
Staying Out of Trouble
Making Decisions
Expressing Criticism Constructively

Remember:

Build Community Support
Be Legal
Think Safety/Security
Classify and Match Offender to Project
Train and Educate both Staff and Offenders

APPENDIX

TRANSFER OF KNOWLEDGE WORKSHOP

PUBLIC SERVICE

PROGRAM/AGENDA

JUNE 4, 1986

- 11:00 a.m. - 12:00 Noon Registration
- 12:00 p.m. - 1:00 p.m. Luncheon/Welcome - Purpose and Task
Sam Kason, CYA,
Assistant Deputy Director, Southern Division
- 1:00 p.m. - 3:00 p.m. External Constituency - Public Relations/
Victim and Offender Benefits
Cecil Steppe, Chief Probation Officer, San Diego County
- 3:15 p.m. - 4:20 p.m. Small Groups - Each to develop a
check list for implementation
- 4:30 p.m. - 5:00 p.m. Large Group - Small Group Report
- 5:00 p.m. - 6:00 p.m. Reception
- 6:30 p.m. - 8:00 p.m. Dinner - Direction of Public Service
James Rowland, CYA, Director
Al Howenstein, Executive Director
Office of Criminal Justice Planning

JUNE 5, 1986

- 8:00 a.m. - 10:00 a.m. ... Safety — Robert Smith, Loss Prevention Analyst
San Diego County
Legal Liability — Dan Doyle, CYA, Chief Counsel
- 10:15 a.m. - 11:20 a.m. Small Groups - develop a check
list for implementation

11:30 a.m. - 12 Noon Large Group - Small Group Report

12:00 p.m. - 1:00 p.m. Luncheon

California Youth Authority,
Youthful Offender Board Member
Fernando Aldecoa, Board Member,
Youthful Offender Parole Board

1:00 p.m. - 3:00 p.m. Optimal Worksite Relations/
Cost Reimbursement

Cres Van Keulen, Director,
Community Service Center,
California League of Alternative Service Programs
William Gerth, Superintendent,
Camp Scudder, Los Angeles
County Probation Department
Carl Curtis, Director
Work Furlough Programs
Los Angeles County Probation

3:15 p.m. - 4:20 p.m. Small Groups -
Develop a check list for implementation

4:30 p.m. - 5:00 p.m. Large Group - Small Group Report

5:30 p.m. - 7:00 p.m. Dinner - Yountville Project

Paul Battisti, Administrator
Veterans Home of California, Yountville
Mike Tout, Assistant Head Group Supervisor
Ben Lomond Youth Conservation Camp

JUNE 6, 1986

8:00 a.m. - 9:30 a.m. Classification

Henry VanDerWeide, CYA
Parole Agent III, Youth Training School

Security — Vince Lostetter
Probation Director, San Diego County
Dea Pepper, Counselor
Community Correction Unit Placer County

9:45 a.m. - 10:50 a.m. Small Groups -
Develop a check list for implementation

11:00 a.m. - 11:30 a.m. Large Group - Small Group Report

11:30 a.m. - 12 Noon Closure

Randy A. Curtis, CYA,
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JUNE 4, 5 & 6, 1986**

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TRANSFER OF KNOWLEDGE WORKSHOP

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