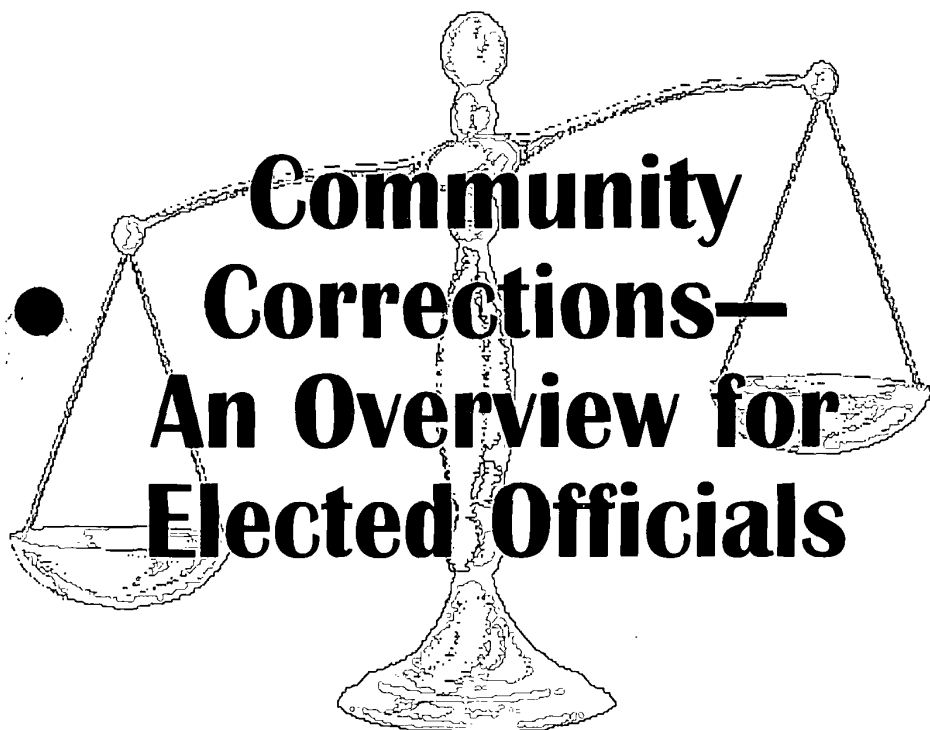


Tools for Building Effective Community Corrections





---

The Center for  
Community  
Corrections

190380

C.1

# Community Corrections— An Overview for Elected Officials

By Margot C. Lindsay with  
Mary K. Shilton

CCC

A public-private partnership promoting an  
effective system of community corrections  
November, 2000

PROPERTY OF  
National Criminal Justice Reference Service (NCJRS)  
Box 6000  
Rockville, MD 20849-6000





The research conducted for this publication was supported under award #99-DD-BX-0090 from the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. Points of view in this document are those of the author and do not necessarily represent the official position of the U.S. Department of Justice.



---

## TABLE OF CONTENTS

Introduction .....	1
<b>PART 1 How Did Community Corrections Come About?</b> .....	3
The development of community corrections .....	3
Tough, safer in the long run, better for victims .....	4
The trend towards restorative justice .....	5
<b>PART 2 Who Goes to Community Corrections?</b> .....	9
Likely candidates for community programs .....	9
Nonviolent, first time offenders .....	9
Nonviolent substance abusers .....	9
Mothers with children .....	10
Nonviolent juveniles .....	10
Elderly and infirm offenders .....	10
Mentally ill .....	10
Developmentally disabled offenders .....	11
<b>PART 3 How Can Substance Abusers be Dealt With Effectively?</b> .....	13
Some different approaches .....	13
Research findings .....	15
Supervision plus programs .....	15
Rehabilitation .....	15
Drug and alcohol treatment .....	16
Benefits to community and victim .....	18
<b>PART 4 What Does the Public Think?</b> .....	19
Safety first .....	19
Results of polls and focus groups .....	19
A potential constituency .....	20
<b>PART 5 How Much Does It Cost?</b> .....	23
<b>PART 6 If You Should Want More Information</b> .....	27

---

## THIS PROJECT IS DEDICATED TO THE FOLLOWING PROPOSITIONS:

- That successful community corrections depends on intergovernmental collaboration which recognizes the needs and promises of each level of government;
- That successful community corrections demands a genuine partnership with the community;
- That the optimum use of community corrections requires public officials and a public who understand its purpose and are willing to support its programs;
- That small, relatively inexpensive changes in the right places can do much to increase the likelihood of successful community corrections.



# Introduction



● *D*ealing with crime and punishment is seldom an easy matter for elected officials. They are often presented with decisions involving difficult and complicated tradeoffs:

- the amount of discretion to allot judges and correctional officials;
- the amount of money to allocate the criminal justice system, and for what purposes;
- the way to distribute those funds across the system and between state and local governments.

The purpose of this paper is to provide a brief overview of one segment of the criminal justice system—community corrections. It is probably the facet of the criminal justice system least understood by your constituents, yet most relevant to them, because it deals with offenders under supervision right in the community. In the United States today, of the 6 million people under the control of the criminal justice system, about two out of three of them are in community corrections, probation or parole. Therefore, community corrections is at the heart of the criminal justice system.

● When we use the term “community corrections,” we mean it to cover all those facets of corrections concerned with individuals under super-

---

vision *outside* of jail or prison walls. Today this includes probation and parole, halfway houses, day reporting centers, drug and alcohol treatment programs, home confinement with or without electronic monitoring, and an array of supportive services such as educational classes and job training. An effective use of these programs depends heavily on the collective thinking of and the collaboration between branches and levels of government.

Community corrections programs deal with individuals at various points in their involvement with the system. They may be awaiting trial or sentencing, serving a sentence on probation, newly released from prison, or diverted from the criminal justice system completely if they adhere to conditions imposed by the court.

This overview is designed to give you a sense of how community corrections developed, how it works, what is known of its effectiveness and costs, the public's view of it, questions you may want to pursue, and resources that provide further details on the various issues. We hope you will find it helpful.





## PART 1

# How Did Community Corrections Come About?



### The development of community corrections.

*T*here has never been any question about the need for violent offenders to be kept behind bars for the greater part of their sentences. But for a while during the last half of the 1900s, prison became the punishment of choice for many convicted of nonviolent crimes as well. Policymakers passed mandatory sentences, habitual offender acts, and three strikes laws that put increasing numbers of people in jail and prison and for ever longer periods of time. The number of offenders behind bars grew from a little better than 200,000 in 1960 to over a million by 1994. (Today, in the year 2000, the number is nearing 2 million.)

By the late '70s, some policymakers began to be alarmed by growing prison budgets that threatened funding for other public services. Policymakers looked for other ways to deal with offenders, particularly with those convicted of nonviolent crimes. In many states, they concluded that, under proper restrictions and supervision, most nonviolent and small-time drug offenders could be kept safely at home or in halfway houses, checking in, often daily, to day reporting centers or drug treatment programs or community service sites. Often individual communities led the way. The Des Moines project, for example, was the impetus for the Iowa system. The Port Program in Rochester became a stimulus for Minnesota. Thus community corrections was created—intermediate sanctions less severe than prison but more severe than simple probation. Today over half the states have Community Corrections Acts, and all states have at least some form of these intermediate sanctions.

Just how community corrections programs should be designed and funded is a never-ending topic for debate among policymakers. No one model suits every state or locality. Some states design and pay for community corrections at the state level and deliver them locally. Others fund the programs at the state level, but the programs are actually designed at the county level. Still others deliver their programs in part or in whole through state funded contracts with private providers.

### **Tough, safer in the long run, better for victims.**

Contrary to what some may think, intermediate sanctions are not mere “slaps on the wrist.” The restrictions can be onerous, constant testing for drugs and alcohol can be invasive, and restitution to victims can require job readiness classes or a job—unaccustomed occupations for many. Indeed, many an offender, when offered the choice of a community sanction or jail time, has opted for jail time rather than be forced to adhere to the rigorous demands of community corrections programs. And of course there can be severe consequences for offenders who do not comply with conditions imposed, consequences that can include time in jail or prison.

**G**

### **CASE 1**

us is twenty years old from a small city in Alabama. He has no prior felony convictions. A few weeks ago, because of a serious and expensive drug addiction, he committed a string of burglaries. He pleaded guilty to three involving burglaries of homes.

The judge gave him a split sentence of five years, the first four to be served on probation and the fifth in the penitentiary. At the end of the four-year probation period, assuming good conduct, Gus may petition the court to suspend the remainder of his sentence. As a special condition of probation, Gus must pay restitution to his victims, continue to take part in the drug counseling he has already begun, complete four hours of community service a week for a year, and obtain a high school equivalency diploma (GED).

By imposing this sentence, which was drafted with the active involvement of one of Gus's victims, the court stated that it sought to achieve four objectives:

1. Place Gus in a position to pay restitution to his victims;
2. Allow Gus a chance to further rehabilitate himself from his drug addiction;
3. Test the sincerity of his commitment to live within the law; and
4. Punish him for the burglaries he committed.

The judge also reminded Gus that a probation violation at any time during the next four years would lead to revocation of his probation and commitment to the penitentiary.

---

Moreover, in creating them, policymakers believed that community corrections programs would enhance the public's safety because:

- offenders would be supervised *and*
- their deficiencies would be addressed through drug or alcohol treatment, or job preparedness or GED classes, thus minimizing the chances of future criminal behavior.

Furthermore, policymakers believed that victims would stand a better chance of receiving restitution when offenders are working in the community.

### The trend towards restorative justice.

In the mid '90s a new trend emerged. It drew on the principles embodied in restorative justice: greater attention to the victim and greater involvement of the public. According to Kay Pranis of the Minnesota Department of Corrections, one of its earliest proponents, while community corrections focuses on the relationships between the offender and the community, restorative justice underscores the following:

1. The criminal justice system should attend to all of the broken relationships—between the offender and the community, the victim and the community, and the victim and the offender.
2. The community should be the leader in the resolution of the criminal incident (not just a helper).
3. The philosophy of repairing harm and attending to victims should apply to all offenses.

The common emphasis on community involvement made community corrections the natural home for much of restorative justice practices.

Restorative justice concepts had long been applied in the juvenile justice system, but only now have they begun to make their way into the adult system. Driven by volunteer enthusiasm, they are being adopted for

lower level, nonviolent, adult offenders in an ever-growing number of states such as Vermont, Minnesota, Oregon, Massachusetts, and Iowa.

A tenet of restorative justice is that offenders should be held directly accountable to those they have harmed. This accountability takes place through panels of volunteers who meet with the victim and the offender—and often their family members and friends. After hearing from all concerned, the volunteer panel creates a sentence that allows the offender to repair the harm caused both victim and community and to deal with the behavior that caused the harm in the first place. The volunteers also help smooth the offender's acceptance back into the community. This process can go by a number of different names: family conference, neighborhood accountability board, reparative or probation board, even a merchant accountability board, depending on its format.

## CASE 2

**B**illy, 18, lives in a small Iowa town. Six months ago he and a couple of his buddies set out to demolish some mailboxes, and succeeded in destroying 33. The judge sentenced Billy to three years on probation, and referred his case to the Youthful Offender Program, a restorative justice process developed in response to the growing number of young offenders being sent to the adult corrections system. Its goal is to prevent further criminal behavior, and involves a Neighborhood Accountability Board of local citizens to work with the Department of Correctional Services to provide both accountability and rehabilitation.

Billy has already had his first meeting with the Board, whose members have reviewed with him the terms of his sentence—100 hours of community service, restitution for the damage to the mailboxes, attendance at substance abuse, pre-employment and other classes. They have also expressed to him the feelings of the community: hurt at the harm but willingness to welcome him back if he adheres to and completes the terms of his probation. Billy has already undergone the Victim Offender Mediation Process, an integral part of the Youthful Offender Program, by meeting at an open session in Town Hall with not only his victims, but, at his request, everyone in the town wanting to attend.

He will soon be meeting with the Neighborhood Accountability Board for the second time, and after another six months will meet them once more to report on his progress, thus ensuring the partnership between the community, represented by the Board, and the Department of Correctional Services in providing both supervision and support, accountability and rehabilitation to the offender. After the first year, the probation officer will determine when Billy will have fully completed the terms of his sentence, and when the supervision can be terminated.

---

Membership on these panels brings community residents face-to-face with the realities of dealing with criminal behavior: what makes people commit crimes and what seems to help them change their lifestyles — a form of public education second to none. And the process has been greeted warmly. A recent poll conducted in Vermont, where the panels are numerous and widespread, reveals that the public supports them by a margin of 92 to 8!

In order to assess how criminals are dealt with in your state, you may want to pursue the following questions:

*How many nonviolent offenders are in the prison population? For what types of crime and what length of sentence are they held?*

---

*What proportion of the jail population is made up of persons awaiting trial on nonviolent offenses or those convicted of nonviolent offenses? What are the types of offenses and what is the average length of stay for both categories?*

---

*How many and what types of community corrections programs exist, and how are they being used? How can one learn the quality of these programs? How many offenders are in these programs? Are these programs being used to their full capacity?*

---

*What proportion of the local programs are funded by the state? Is there sufficient flexibility at the local level to allow programs to be responsive to community mores and community resources?*

---


*Are procedures embodying the principles of restorative justice being considered? Are there some already in place?*





## PART 2

# Who Goes To Community Corrections?



*F*or many nonviolent and low-risk offenders, unsupervised probation is adequate. For the more difficult cases, much will depend on the variety and capacity of community corrections programs in any given area.

### Likely candidates for community programs.

Groups that policymakers might consider as likely candidates for community programs include the following:

#### NONVIOLENT, FIRST TIME OFFENDERS

This population is often easiest to keep in the community. However, many such offenders do not need high levels of supervision and services, so valuable supervision resources should not be wasted on offenders who may do well under traditional probation supervision.

#### NONVIOLENT SUBSTANCE ABUSERS

Pretrial diversion and drug courts are two responses to address the need to limit use of incarceration for those involved with drugs or alcohol. When given treatment and

---

required to participate in aftercare, the recidivism of these offenders can be decreased significantly.

### **MOTHERS WITH CHILDREN**

States like North Carolina and California have provided sentencing and residential placement for mothers with children who are to be incarcerated for relatively short periods of time. The purpose is to minimize harm to the family and to assist the parent to stabilize within the community setting. Such programs are geared to break intergenerational cycles of poverty and abuse.

### **NONVIOLENT JUVENILES**

As states develop statutes that waive more and more youth under the age of majority into adult corrections, it is important to note that many of them are first time, nonviolent offenders. Encouraging pro-social development, education and reintegration into the community for these youth is important. Many states are developing separate community-based programs for youth who are adjudicated as adults.

### **ELDERLY AND INFIRM OFFENDERS**

States like Colorado and Maryland have developed special procedures for the care and compassionate release of elderly and ill offenders. Most elderly offenders convicted of nonviolent crimes are unlikely to recidivate and can safely and humanely be handled in community-based programs.

### **MENTALLY ILL**

According to conservative estimates, there are at least one million persons under criminal justice supervision who are mentally ill, or have a history of major psychological problems. They become involved in the justice system because they have not been treated by mental health professionals.



---

Most mental illnesses can be stabilized and treated in an outpatient setting. Others require residential treatment. The mental health system should be accessed for offenders who are mentally ill. Specialized teams of mental health, criminal justice and law enforcement officials have been created in several jurisdictions such as Shelby County, Tennessee (Memphis), and King County, Washington (Seattle). Specialized courts dedicated to mental health issues offer another promising collaborative approach for diverting the mentally ill to treatment programs.

### DEVELOPMENTALLY DISABLED OFFENDERS

These offenders require special programs and assistance to function normally. Programs are best offered through placement in small, specialized facilities with a correctional component. Several states such as Ohio are developing such residential facilities as a safe approach for the developmentally disabled offender.

In thinking about who goes to community corrections, you may want to consider the following questions:

*Are there an adequate number of quality programs in each area to make community corrections a feasible option for most of these groups?*

---

*Do the statutes allow the use of community corrections for these groups? If not, should they?*

---

*Should each county or region have a local council, such as the boards mandated by Community Corrections Acts, to review practices and policies in its area?*

---


*Are there incentives to provide interagency and intergovernmental cooperation where needed?*





## PART 3

# How Can Substance Abusers Be Dealt With Effectively?



*T*his is one of the most difficult questions confronting elected officials. Until the crack epidemic of the mid '80s, most minor drug offenders were given probation and made to go to treatment. The advent of the crack epidemic gave rise to a large number of mandatory drug laws, imposing prison terms for two years and up for even relatively minor drug possession. Unfortunately the treatment available in prisons is small compared to the need. It is estimated that, although 60% to 70% of inmates need treatment, only 16% receive it before being released. Although more treatment is available in the community, here too demand exceeds capacity.

### Some different approaches.

Policymakers determine the general parameters for dealing with substance abusers. There are various avenues that can be pursued, including the following:

1. **MANDATORY PUNISHMENTS REQUIRING JAIL OR PRISON TIME.** Mandatory sentences tend to be aimed at those convicted of repeat DUIs (Driving Under the Influence), and at drug offenders, both large and small dealers, and their “mules” (those who, wittingly or unwittingly, carry their drugs to points of distribution), and street sellers.

- 
2. **DRUG COURTS.** A drug court involves an ongoing judicial presence over the year or so an offender is under its jurisdiction, a continuum of treatment and rehabilitation services, frequent drug testing, and collaboration between the court, public agencies, and community-focused organizations. According to former Associate Chief Judge Herbert Klein, who helped start the first drug court in Miami in 1989, “Putting more and more offenders on probation just perpetuates the problem. The same people are picked up again and again until they end up in the state penitentiary and take up space that should be used for violent offenders. The Drug Court tackles the problem head-on. We offer meaningful diversion where drug abusers can get treatment as well as social, education and vocational skills so they can find jobs.”

At the end of its first four years of operation, the Miami Drug Court found the re-arrest rate of its graduates had dropped to 3%, and the cost per offender was \$700 compared to the \$30,000 it would have cost to keep that offender in the Dade County jail. The Oakland Drug Court, which started in 1990, found its recidivism rates were cut in half.

3. **DRUG TREATMENT ALTERNATIVE TO PRISON (DTAP).** A program run out of the office of Brooklyn’s District Attorney since 1990, it has been replicated in several jurisdictions in New York State. DTAP handles more severe cases than most drug courts, individuals with two or more prior nonviolent convictions who, but for the program, would surely be headed for prison. The program provides intensive residential treatment, GED classes, vocational training, and help with securing jobs and housing. A special enforcement team pursues the dropouts and returns them to court for prosecution, while those who complete the program have their charges dismissed.

Susan Powers, the former Deputy District Attorney who created DTAP, emphasizes the need for both a carrot and a stick. “The marriage between treatment and the criminal justice system can be difficult because each views offenders from a very different perspective. Treatment people see recovery as a process which includes relapse, while the courts expect to enforce rules and protect the public. I

---

think you can do both, but you have to be tough about going after those who drop out.”

Program statistics show that, compared to similar groups who have been sent to prison, DTAP cuts recidivism in half, and saves \$20,000 in prison costs for every individual who is diverted into the program.

### Research findings.

While no one can say with certainty what will work for every individual, there is now enough research to show the effectiveness of certain elements.

### SUPERVISION PLUS PROGRAMS

Probably the most important finding is that supervision alone does not change criminal behavior. Supervision *plus* programs targeted at the offenders’ needs *can* do so.

It’s not surprising that the kinds of programs that work require cross-agency collaboration and many types of services. The lives of most offenders are chaotic and difficult to stabilize. The greater the variety of supervision, drug and alcohol treatment, and skills development classes available, the greater the likelihood of providing the tools that will change an offender’s future lifestyle while he or she is under appropriate supervision.

### REHABILITATION

Over the past few years rehabilitation has been given a secondary role in criminal justice systems. However, research underscores the finding that the benefits of most community-based sentences lie in their rehabilitative, rather than their punitive nature. This is not to say that punishment is not inherent in community corrections sentences. But it is the emphasis on treatment, education and job readiness that offers the most promise of turning an offender’s life around.

- Intensive supervision can only be effective in reducing recidivism if combined with substance abuse treatment and employment or job readiness classes.
- Offender education, job training, and employment are recognized by researchers and practitioners as three of the most critical factors linked with positive offender outcomes. However, apart from a few jail and community-based education and work programs, surprisingly little has been done to systematically address how offenders can gain skills and productive work, and thereby be more accountable to their communities, families and victims.

## DRUG AND ALCOHOL TREATMENT

Drug and alcohol treatment are particularly important to changing criminal behavior. According to an in-depth survey of probationers in 1995, drug trafficking and possession of drugs were the prevailing felony charges; driving while intoxicated and assault were the two top misdemeanor charges. Yet only 41% of probationers that year were given treatment as a condition of probation; 37% actually received treatment, and drug testing was required of only 32%.

It's estimated that 70% of the offender population has serious substance abuse problems. But there is insufficient treatment available, particularly in prisons and jail. While at least 60% of the inmate population need substance abuse treatment, only 16% receive such treatment prior to release. This means that access to treatment for offenders after release is essential because sustained treatment and aftercare can cut re-arrest rates by at least half.

- **DRUG AND ALCOHOL TREATMENT PROGRAMS** are critically important and cost-effective. Serious substance abuse problems can lead to criminal behavior, and \$1 spent on drug treatment has shown to save \$6 in further correctional costs. As mentioned above, sustained treatment and aftercare can cut recidivism by at least one-half.

- 
- **HALFWAY HOUSES OR RESIDENTIAL FACILITIES** for those leaving prison ease the transition back into the community. This need for a gradual, supported return has long been recognized in the mental health field, when patients have been discharged after a period of hospitalization. A 1994 Federal Bureau of Prisons study found that placement in halfway houses prior to release, when the halfway house required full time employment or education coupled with substance abuse treatment, substantially reduced the likelihood of recidivism.
  - **DAY REPORTING CENTERS**, sites in the community to which offenders report on a daily to weekly basis, are most effective when they include either brokered or direct services such as drug and alcohol treatment, literacy programs and job readiness classes.

The National Institute of Drug Abuse has developed a list of principles for drug addiction treatment. The list includes the following items:

- No single treatment is appropriate for all individuals.
- Treatment needs to be readily available.
- Effective treatment attends to multiple needs of the individual.
- Remaining in treatment for an adequate period of time is critical for treatment effectiveness.
- Medications are an important element of treatment for many patients, especially when combined with counseling and other behavior therapies.
- Addicted or drug-abusing individuals with coexisting mental disorders should have both disorders treated in an integrated way.
- Treatment does not need to be voluntary to be effective. However, individual motivation to engage in treatment sustains long-term abstinence.

- 
- Recovery from drug addiction can be a long-term process and frequently requires multiple episodes of treatment.

These are elements elected officials will want to know are present in treatment programs funded with public moneys.

### **Benefits to community and victim.**

Finally, in thinking about what works, the benefits to victims and community from community corrections should not be undervalued. Victims have been able to receive restitution when offenders have been required to get jobs to pay them for the harm caused. Communities have received significant benefits from work crews tending their parks, or repairing and painting abandoned buildings.

Legislators and commissioners can do much to make sure the public dollars are being spent efficiently and effectively, not only in ways that deal with supervision, but also with changing behavior to prevent future crimes. Questions you might want to consider include the following:

*Is research underway to determine the effectiveness of the states' and counties' various community corrections programs? If so, what criteria are being used?*

---

*How much drug and alcohol treatment is available in the state prisons? Is it available in the county jails? Is it available for probationers? How does the amount available compare to the needs of the different populations?*

---

*Are welfare to work or other transitional programs leading to employment available to offenders?*





## PART 4

# What Does the Public Think?



### Safety first.

*T*he public's primary concern—a concern that far outweighs all others—is for its own safety. It wants corrections to protect it from harm. Once that is assured, the public is open to considering how various crimes should be punished. But before they can even begin to think about the usefulness of community corrections, they will need to know that the primary aim of the criminal justice system is to provide safety, that indeed, there is protection without walls.

Aside from prison, most citizens have little knowledge about how punishment is administered. And since, when the public thinks crime, it thinks violent crime, with Willy Horton still taking pride of place, this is no wonder. The public does not tend to think of shoplifting or check kiting or small trafficking in drugs, or other nonviolent offenses.

### Results of polls and focus groups.

Despite these initial impressions, over the past decade members of the public, through polls and focus groups, have consistently expressed their approval of community corrections for nonviolent criminals, once they learn of its existence. They particularly appreciate the dual pur-

---

pose of community corrections: supervision and accountability plus dealing with deficiencies to prevent future crime.

- Focus groups conducted by John Doble in the early 1990s, in several states as different as Alabama and Delaware, found participants making a sharp distinction in dealing with those convicted of violent crime and those convicted of nonviolent crime. When participants learned of programs such as drug and alcohol treatment and restitution for victims, their feelings came down on the side of work, pay-back, and treatment in the community for nonviolent offenders.
- A 1995 National Opinion Survey by Flanagan and Longmire found the public wanting the correctional system not only to protect it, but also to provide services to offenders to change them into law abiding citizens. The public supported rehabilitation because it understood offenders were coming back to or remaining in the community, and would be living in their neighborhoods without supervision once their sentences were over. The services supported by the public included education, training and drug treatment.
- A 1997 article by M. DeWine stressed that the public has no objection to supervision in the community rather than behind bars, as long as its safety is not put at risk. Again the public approved an emphasis on changing behavior, returning offenders to society able to lead law-abiding lives. Community service and vocational training were deemed important elements. And the public felt more attention needed to be paid to victims—an indication of the importance of restitution, which of course requires an offender to work.

For elected officials, this public support for rehabilitative programs when coupled with community supervision may be difficult to appreciate, since proponents appear to be few and not particularly vocal. But given an understanding of community corrections' purposes and programs, the support has been consistently there.

### **A potential constituency.**

A growing number of citizens are becoming directly involved with corrections in the community. They are volunteering in community pro-

---

grams, serving on community corrections and other advisory boards, on boards of provider agencies, and most recently, on restorative justice panels. This means a growing number of your constituents are becoming familiar with the complexities and issues of crime and punishment, and can understand and attest to the benefits of community corrections.

One proof of the public's support is that it has not been difficult to recruit volunteers, particularly for the new restorative justice panels. In fact, in one state administrators had to close down recruitment because they could not accommodate the numbers wanting to volunteer. Significant segments of the community, too, stand ready to help if asked. A recent questionnaire sent to selective members of the business, education, religious and volunteer administrator sectors reported a willingness to meet with correctional administrators, to plan and monitor local programs, and to assist in gaining access to community resources.

Community members directly involved with community corrections programs represent a knowledgeable constituency for you, able to inform and support you as you wrestle with problems of program and funding. Their importance should not be underestimated.

- They can serve as educators of their fellow community residents and of their local media, to explain the purpose and procedures of community corrections and how it protects the public's safety, both now and in the future. Public education is critical, since surveys and focus groups show that the public, while ill-informed, becomes supportive of community corrections once its purpose and procedures are explained. A voice from "outside the system," based on personal knowledge, carries an extra dollop of credibility.
- They understand that incidents are bound to happen, but that incidents should not necessarily jeopardize constructive approaches. They can provide a credible voice to speak about the ways in which public safety is addressed.

The growing success of restorative justice panels can only add to the numbers of citizens involved in corrections, an involvement heartily endorsed by the public. Already mentioned is the survey conducted this year in Vermont (where panels are widely used) that found that the public supported the concept by a margin of 92 to 8!

---

But you may have to seek out these volunteers from your community. They may not see as part of their job to let you know what they are experiencing and how they may be helpful to you in serving as resources to their neighbors, your colleagues, or the media.

While these volunteers are important, the community itself needs to feel represented. In the community corrections process, the community is being asked to house offender programs and make its local resources—treatment, job training, etc.—available to them. Therefore it is only fair that the community be given a voice in local decision making and program implementation, to ensure that its interests are being protected. In many places community members serve on Community Corrections Advisory Boards, but often their numbers are few and their voices overwhelmed by those of the criminal justice practitioners. Policymakers can make sure that communities have a prominent role in creating and monitoring the programs that they are asked to support.

Because of the importance of citizen and community involvement, questions elected officials might wish to pursue include the following:

*Do community programs, particularly residential ones, have advisory committees composed of local residents?*

---

*Do community corrections boards have a strong local representation from key constituencies outside the criminal justice system, such as the business, education, and religious sectors?*

---

*Do state correctional agencies have advisory boards with members of the public represented?*

---

*Are community residents involved in their local community corrections asked their views of the programs?*

PROPERTY OF

National Criminal Justice Reference Service (NCJRS)

Box 6000

Rockville, MD 20849-6000

## How Much Does It Cost?



*D*espite growth in the field generally, per capita expenditures for community corrections have barely kept up with the growing numbers in their programs. Community corrections accounts for about 10% of total correctional expenditures, yet is asked to deal with roughly seven out of every 10 offenders. The reality is that most correctional programs in the community are chronically under funded.

What drives the states' corrections budgets are the growing prison and jail populations. Despite the emergence of community corrections, the United States today imprisons 668 persons per 100,000 population, more than any other industrialized nation. One in 23 white males and one in four black males born in the decade of the 1990s can expect to be incarcerated at some point during their lifetimes. The growing budget numbers for prisons and jails tend to cause cutbacks in rehabilitation and community corrections programs. This tendency can lead to corrections dollars being spent less effectively and providing less safety for the public.

From 1990 to 1998, prison costs increased from \$48 to \$56 per inmate per day on average. The average community corrections costs, on the other hand, range from \$4 to \$40 per individual, depending on the level of services and supervision. And, as mentioned earlier, \$1 spent on drug treatment is estimated to save \$6 in future correctional costs.

---

Computing correctional expenditures is complicated by the fact that three levels of government, many agencies, and private providers are all involved. Correctional budgets often overlap with other budgets in the area of education and human services. When elected officials learn more about component costs, they can make better decisions about how to allocate correctional dollars across agencies and levels of government.

In thinking about budgets, public officials may want to consider the following possibilities:

- **OUTSIDE AUDITS** are helpful to make sure that the performances of community corrections, jails and prisons are adequate and cost-effective.
- **NEEDS ASSESSMENTS** are helpful to see whether services match offender needs. For example, are there sufficient drug and alcohol treatment programs to meet the substance abuse problems of offenders? Is job training geared to the job market?
- **ACCREDITATION AND CORRECTIONAL IMPACT STATEMENTS** can help manage correctional budgets. Agencies that are accredited through the American Correctional Association and other similar processes report they have been able to provide more comprehensive services of a higher quality.
- **FUNDING SYSTEMS THAT TARGET DOLLARS TO A PARTICULAR PROBLEM, REGION OR GROUP OF OFFENDERS**, can help assure that resources go where they are most needed. Such funding has the added advantage of requiring localities to work together and with the state on community corrections program priorities.

Questions you may want to pursue include the following:

*How do the services being proposed jibe with the needs of the offender population? Are similar needs addressed in prisons and jails? Are they adequately addressed in community corrections? How is that calculated?*

---

---

*At what level of government are community corrections programs being planned? Funded? Evaluated? Is this the best level at which to conduct these activities? By whom will the major costs be borne?*

---

*Does the funding encourage or deter interagency and intergovernmental collaboration? Are there mechanisms that allow interagency and intergovernmental planning to take place?*

---

*Are all federal funds available being used to their maximum capacity?*







## PART 6

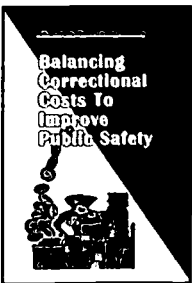
# If You Should Want More Information



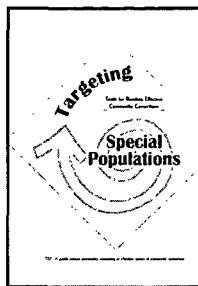
Some recent publications of the Center for Community Corrections offer more details about community corrections. Those publications with information that may help elected officials in their decision making include the following:



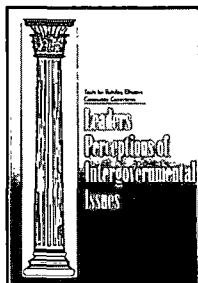
*Home Confinement and Drug and Alcohol Treatment* describes the possibilities offered by new technologies to deal more effectively with offenders in the community.



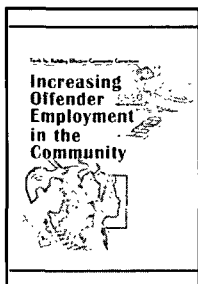
*Balancing Correctional Costs to Improve Public Safety* discusses the issues surrounding corrections budgets.



*Targeting Special Populations* explains the importance of carefully choosing appropriate individuals for community corrections programs, and the groups most likely to benefit from these programs while posing little threat to communities.

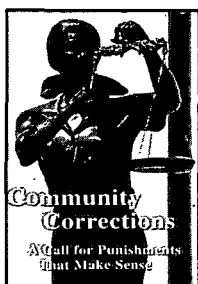


*Leaders' Perceptions of Intergovernmental Issues* explores the progress made and the issues and needs of community corrections from the viewpoint of the practitioners.

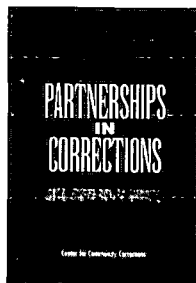


*Increasing Offender Employment in the Community* contains a listing of various programs available to prepare offenders for the world of work.

Two earlier Center publications address a broader range of issues in community corrections:

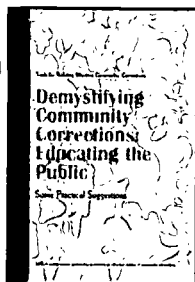


*Community Corrections: A Call for Punishments That Make Sense* stresses what works in community corrections and the results that can be achieved with effective community corrections programs.

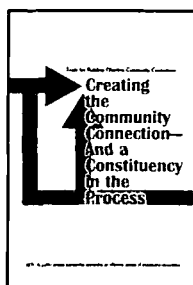


*Partnerships in Corrections: Six Perspectives* focuses on various collaborations undertaken by parts of the criminal justice system with the community, and suggests potential collaborations for the future.

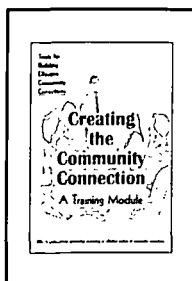
Other publications from the Center are targeted to criminal justice practitioners:



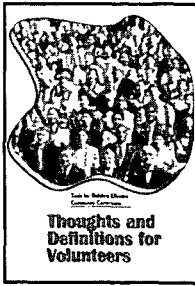
*Demystifying Community Corrections: Educating the Public* offers a different approach through which to explain community corrections to important segments of the community and to the broader public.



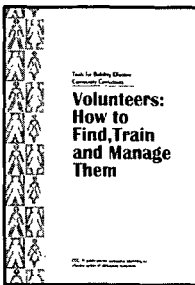
*Creating the Community Connection—and a Constituency in the Process* describes various models of collaboration between community corrections and the community, their benefits, and steps to bring them about.



*Creating the Community Connection—A Training Module* is designed for trainers in the field of community corrections, based on the material described above.



*Thoughts and Definitions for Volunteers* offers suggestions to volunteers in community corrections about the unique roles they can play because of their volunteer experience, and describes the more common terms heard around the criminal justice system.



*Volunteers: How to Find, Train and Manage Them* emphasizes the particular assets and pitfalls of managing volunteers in a criminal justice setting, and suggests approaches and training to make volunteer programs effective.

---

## CCC MEMBERSHIP

**Benjamin F. Baer (1918–1991)**  
Former Chairman  
U.S. Parole Commission

**Donald E. Santarelli**  
President  
The Center for  
Community Corrections

**Warren I. Cikins**  
Secretary  
The Center for  
Community Corrections

**James Gondles**  
Executive Director  
American Correctional  
Association

**Dr. Don M. Gottfredson**  
Richard J. Hughes Professor of  
Criminal Justice, Emeritus  
Rutgers University School of  
Criminal Justice

**James J. Lawrence**  
Executive Director  
Oriana House

**Margot C. Lindsay**  
Former Chair  
National Center for Citizen  
Participation in the  
Administration of Justice

**Edwin F. Meese, III**  
Ronald Reagan Fellow in  
Public Policy  
Heritage Foundation

**Dr. Norval Morris**  
Professor of Law  
University of Chicago Law School

**Donald Murray**  
Associate Legislative Director  
National Association of Counties

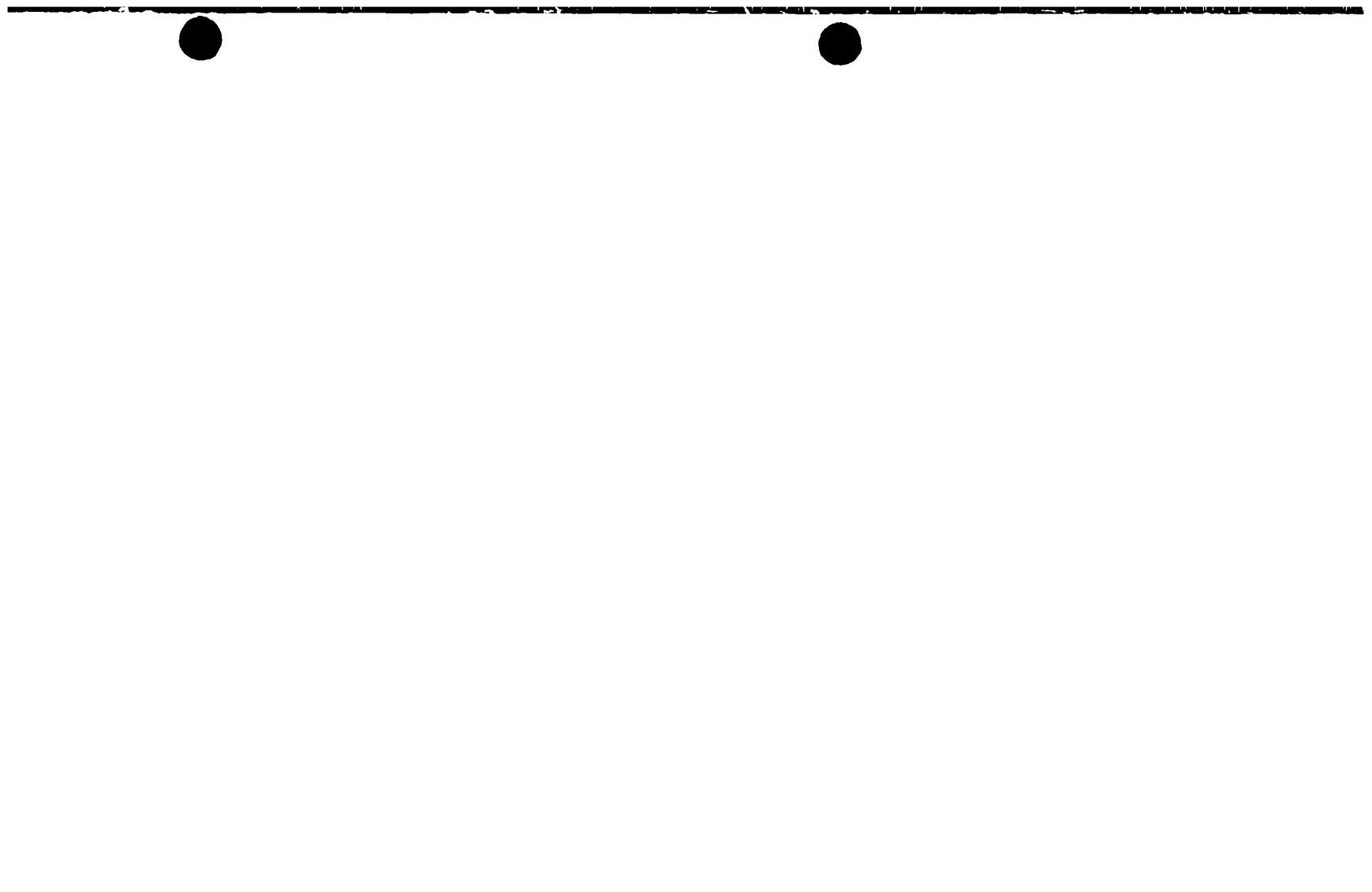
**J. Michael Quinlan**  
Former Director  
Federal Bureau of Prisons

**Mary Katherine Shilton**  
Criminal Justice Planner

**James K. Stewart**  
Director  
Justice Systems Technology  
Practice  
Booz-Allen & Hamilton

**Anthony Trivisono**  
President  
Capitol Corrections Group







### About the Center for Community Corrections

The Center for Community Corrections is a broad coalition of former public officials, researchers and correctional professionals representing local, state, and federal concerns. The Center was created in 1987 to promote the overall concept of community-based sanctions as well as specific program options.

### Additional Copies of This Report May Be Ordered From:

Donald Santarelli

CENTER FOR COMMUNITY CORRECTIONS

1615 L Street, N.W., Suite 1200

Washington, D.C. 20036

Phone: 202-778-0770

Fax: 202-463-0678