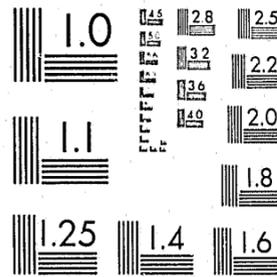


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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

6/8/84

CALIFORNIA LEAGUE OF ALTERNATIVE SERVICE PROGRAMS

2413

STANDARDS & GUIDELINES for PROGRAM OPERATIONS

STANDARDS & GUIDELINES FOR PROGRAM OPERATIONS

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INTRODUCTION

Community service sentence programs in California have developed since 1966. There are now ninety-four programs serving approximately 140,000 adults and juveniles each year. Many different philosophies, funding sources, and procedures are utilized by the programs. Adaptability to local need is a strength of community service sentencing, however, a need for standardization in some areas has been recognized for many years.

CLASP, the California League of Alternative Service Programs, is a non-profit consortium of community service sentence programs. Based in both public and private non-profit agencies, these programs administer community service sentences as imposed by the courts. Founded in 1975, CLASP promotes the development and effective use of community service as a sanction.

CLASP's standardization efforts have been ongoing. The first effort was an intercounty referral form developed to facilitate transfers. It is used in conjunction with annually updated program directories. In 1980 - 81, CLASP received a grant from the Intergovernmental Personnel Act Advisory Council to analyze and address operation and training needs of programs. Three standards and guidelines were developed under the IPA grant. They have been updated for inclusion in this publication.

Standards and Guidelines for Program Operations is one result of the CLASP Resource Center's first year efforts. The Resource Center was first funded in 1982 - 83 by the National Highway Traffic Safety Administration, U.S. Department of Transportation. It is now funded from 1983 - 85 by the California Office of Traffic Safety. The Resource Center provides community service information, technical assistance, and training to criminal justice organizations and programs. A major objective the first year was to further develop standards and guidelines for program operations. Areas to be addressed by standards and guidelines were selected through a review of prior program requests for assistance, and of the Needs Assessment conducted under the IPA grant. Comments were also solicited from program staff during CLASP regional meetings.

Two sources of information provided the basis for these standards and guidelines. First, on-site assessments of practices, procedures, and problems were conducted with fifteen programs in fourteen counties. 147 involved parties were interviewed, including program staff, user agency staff, offenders, judges, prosecutors, defense attorneys, and probation officers. Special acknowledgement is owed to the staff of these programs for their contributions. Such an extensive effort would not have been possible without their help. Much time and effort was given by them for interviews, arrangements for interviews with other criminal justice system personnel, and general hospitality.

Programs participating in the on-site assessments include:

Community Service Alternatives Program
Volunteer Bureau of Alameda County

Tahoe Area Sentencing Alternative Program
Voluntary Action Center of South Lake Tahoe

Court Referral/Community Service Program
Volunteer Center of Los Angeles County

Community Service Program
Volunteer Center of South Bay - Harbor, Los Angeles

Alternative Sentence Program
Marin County Probation Department

Court Referral Program
Volunteer Center of South Orange County

Alternative Sentencing Procedures
Volunteer Bureau of Sacramento,
Sacramento Municipal Court

Public Service Program
San Diego County Probation Department

Project 20
San Francisco County Probation Department

Alternative Service Volunteer Program
Eastside Opportunity House, Inc., San Joaquin County

Community Options Inc.
Santa Cruz County

Community Service Program
Sierra County Probation Department

Volunteer Work Program
Solano County Probation Department

Court Referral Program
Stanislaus County Personnel Department

Community Service Work Program
Yuba County Probation Department

Second, statistical data was collected from an additional twenty-two programs. This information has been published separately in the 1982 Index of Member Program Activities.

Given the variety of community service sentencing programs in California, and the duties and responsibilities common to those programs, it is CLASP's objective that these Standards and Guidelines for Program Operations be adopted by all programs at the minimal level. Questions and comments about them may be addressed to:

Ms. Cres Van Keulen, Director
CLASP Resource Center
523 Fourth Street, Ste. 207
San Rafael, CA 94901
(415) 459-2234

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GLOSSARY OF TERMS

- "Caseload" - All offender or cases currently "active" or "open".
- "Caseworker" - Program staff responsible for placement, interview, monitoring, followup, and reporting. Also known as Interviewers, Placement Coordinators, etc..
- "Client" - Offender assigned community service and or program caseload.
- "Interviewees" - Offenders who have been interviewed, and have had their case/file "opened" by program staff.
- "Program" - Community service sentence program.
- "Program Staff" - Community service sentence program staff.
- "User agency" - A public or non-profit agency that is the offender's actual worksite.

PROGRAM STATISTICS STANDARD

The importance of good recordkeeping cannot be overemphasized. Programs must have the ability to document their activities, and to identify areas in need of improvement. Statewide information must be maintained to promote appropriate use of community service, and for organizational credibility.

Despite the interest in program statistics, there has been no consensus about what data should be collected and how it may be maintained and employed. Over the years CLASP has assumed responsibility for statewide coordination of certain program activities, including the collection of program statistics. However, statewide collection efforts such as CLASPS's 1982 Index of Member Program Activities are increasingly difficult to compile due to the great diversity of information kept and reported.

To address this problem, CLASP has developed this Program Statistics Standard. It is also an integral part of the Annual Program Evaluation Standard and the Program Cost-Effectiveness Analysis Standard. The standard has two levels: Minimal, and Optimal. Programs adopting the Minimal level standard should be able to collect basic information for both program and organizational use. Programs adopting the Optimal level will have the capability to derive more sophisticated information. Preferably this would be done by use of a computer. Again, this would document and improve program operations as well as provide valuable statewide information.

PROGRAM STATISTICS STANDARD

Minimal

Optimal

(same as Minimal unless substitute appears)

DATA COLLECTION

Each program shall collect its statistics annually. For the purposes of the Annual Evaluation the statistics shall be reported for a full year's period, which corresponds to the program's fiscal year. The statistics shall be available within three months after the close of the year.

MANNER OF COLLECTION

It is suggested that all statistics be collected by use of an Open Log (Appendix A) and Close Log (Appendix B).

All statistics shall be collected by use of an Open Log (Appendix C) and Close Log (Appendix D), except when otherwise noted.

(2)

REPORT FORMAT

All statistics shall be reported according to categories designated on the Code Sheets (Appendix E), regardless of collection method.

All statistics shall be reported according to categories designated on the Code Sheets (Appendix E).

STATISTICS

The following statistics are required. They are ordered in accordance with the Annual Program Evaluation Standard. See Code Sheets for categories with asterisks. *

- (a) Number of interviews conducted.
- (b) Percent of interviewees in each "Source Referral" category.*

All information on the Open Log (Appendix C) and Close Log (Appendix D) shall be collected. It should be noted that some of this information is required for purposes of collating statistics by computer, and may not be of value unto itself. The following information is required in addition to that cited in Minimal:

- (r) Number of referrals made to program.¹
- (s) Percent not interviewed.¹

¹This information may not be drawn from the Open & Close Logs.

PROGRAM STATISTICS STANDARD

	<u>Minimal</u>	<u>Optimal</u>
STATISTICS (continued)	(c) Percent of interviewees in each "Type of Sentence" category.*	(t) Percent of interviewees in each "Type of Counsel" category.*
	(d) Number of interviewees placed.*	(u) Percent of interviewees in each "Health" category.*
	(e) Number and percent of interviewees in each "Not Placed" category.*	(v) Percent of interviewees in each "Drivers License" category.*
	(f) Percent of interviewees on supervised probation.	(w) Percent of interviewees in each "Case Opened" category.*
	(g) Number of hours assigned.	(x) Percent of interviewees in each "Transportation" category.*
(3)	(h) Percent of interviewees in each "Number of Hours Assigned" category.*	(y) Average number weeks case open.
	(i) Percent of interviewees in each "Type of Offense" category.*	(z) Average number client-obtained extensions per client.
	(j) Percent of interviewees in each demographic category (age, sex, race, education, employment, and income).*	(aa) Average extensions granted by program per client.
	(k) Number of hours worked.*	(bb) Average number monitoring contacts per client.
	(l) Percent in each "Task" category.*	
	(m) Percent of user agencies served by categories.*	
	(n) Offender completion rate.* (see Disposition Codes).	

PROGRAM STATISTICS STANDARD

Minimal

- (o) Number of cases per caseworker; actual vs. desired.¹
(see CLASP's Program Caseload Size Guideline).
- (p) Number of offender accidents; claims made; and number and dollar amount of claims paid.¹
- (q) Percent of offenders paying fees.*

(4)

¹ This information may not be drawn from the Open & Close Logs.

APPENDIX E

CODE SHEET 1

SOURCE OF REFERRAL

- 1 = Justice Court
- 2 = Municipal Crt (traffic)
- 3 = Municipal Crt (criminal, other)
- 4 = Muni/Sup Crt (adult diversion)
- 5 = Superior Court (adults only)
- 6 = Probation (adults, crt unknown)
- 7 = Juvenile Traffic
- 8 = Juvenile Crt (or probation)
- 9 = Juvenile Diversion (informal)
- 10 = Federal
- 14 = Transfer from other program
- 0 = Other

NOT PLACED

- 1 = No Interview
- 2 = Problems Prevent Placement
- 3 = Refused by Program
- 4 = Fee not Paid

SEX

- F = Female
- M = Male

AGE

- 1 = 17 or less
- 2 = 18 - 20
- 3 = 21 - 30
- 4 = 31 - 40
- 5 = 41 - 60
- 6 = 61 +

EDUCATION

- 1 = Not High School Graduate
- 2 = High School Grad / GED
- 3 = Some College
- 4 = College Graduate

EMPLOYMENT

- 1 = Student
- 2 = Employed
- 3 = Unemployed
- 4 = Other (disabled, retired, AFDC)

RACE

- 1 = Caucasian
- 2 = Black
- 3 = Hispanic
- 4 = Asian/Pac Island
- 5 = Native American
- 0 = Other

TYPE OF SENTENCE

- A = Other (add-on, diversion, indepnt)
- B = Alternative to Fine
- C = Alternative to Jail
- D = Alternative to Juvenile Detention
- E = Alternative to Supervsd Prob adult
- F = From another County

TYPE OF PROBATION

- 1 = Conditional Release
- 2 = Supervised
- 3 = None

TYPE OF OFFENSE

- 1 = Traffic infractions (parking, moving violations, equipment, etc)
- 2 = D U I
- 3 = Traffic misdemeanors (reckless, open container, hit&run, driv lic)
- 4 = Traffic felonies (vehicular manslaughter, hit&run)
- 5 = Drug/alcohol misdemeanors-non auto (drunk in public, poss.marijuana)
- 6 = Drug/alcohol felonies (poss/sale narcotics, etc.)
- 7 = Property misdemeanors (petty theft, burglary, welfare fraud, trespass)
- 8 = Property felonies (theft, burglary, welfare fraud, embezzlement)
- 9 = Violence against people (sex offenses, assault&battery, fight)
- 0 = Other

APPENDIX E

CODE SHEET 2

INCOME

Family Income	Number of family members								
	1	2	3	4	5	6	7	8	9
\$ 0 - 2,999	A	A	A	A	A	A	A	A	A
3,000 - 9,999	B	A	A	A	A	A	A	A	A
10,000-24,000	C	B	B	B	B	B	A	A	A
25,000-39,999	D	C	C	C	C	B	B	A	A
40,000 +	E	D	C	C	C	C	B	B	A

USER AGENCY

- 1 = Public
- 2 = Private Non-Profit
- 12 = To other program
- 0 = Other

DISPOSITION

- 1 = Completed assignment
 - 2 = Completed w/extra hrs or exceptional performance
 - 3 = Completed w/ work and fine/jail combined
 - 4 = Paid fine, served jail sentence
 - 5 = No work placement made
 - 6 = No work completed
 - 7 = Some work completed
 - 8 = Recalled or returned to court
- Note: A program's completion rate is determined by comparing the totals of categories 1, 2, & 3 to the totals of categories 5, 6, & 7. Categories 4 and 8 are considered neutral - neither successful, nor a failure.

FEEES

- 1 = Maximum paid
- 2 = Partially waived
- 3 = Fee waived
- 4 = Fee not paid
- 0 = Other

TASK

- 1 = Unskilled labor, clerical
- 2 = Skilled labor, clerical
- 3 = Staff aide
- 4 = Professional in capacity
- 12 = To other program
- 0 = Other

NUMBER OF HOURS ASSIGNED

- 1 = 1 - 16
- 2 = 17 - 40
- 3 = 41 - 79
- 4 = 80 - 199
- 5 = 200 - 499
- 6 = 500 +
- 0 = Other

CASEWORKERS

- (fill in names of caseworkers)
- 1 =
 - 2 =
 - 3 =
 - 4 =
 - 5 =
 - 6 =
 - 7 =
 - 8 =
 - 9 =

APPENDIX E

CODE SHEET 3

TYPE OF COUNSEL

- 1 = Public
- 2 = Private
- 3 = None

HEALTH

- 1 = Good
- 2 = Physical disability
- 3 = Mental disability

DRIVERS LICENSE

- 1 = Valid
- 2 = Restricted
- 3 = Suspended
- 4 = None

CASE OPENED

- 1 = Drop In
- 2 = Appointment
- 3 = Telephone
- 4 = Court Extension
- 0 = Other

TRANSPORTATION

- 1 = Car
- 2 = Bus
- 0 = Other

APPENDIX A

	CASEWORKER	OFFENDER NAME	SOURCE OF REFERRAL	TYPE OF SENTENCE	NUMBER OF HOURS ASSIGNED	# HRS. ASSIGNED CODE
01						
02						
03						
04						
05						
06						
07						
08						
09						
10						
11						
12						
13						
14						
15						
16						
17						
18						
19						
20						
21						
22						
23						
24						
25						
26						
27						
28						
29						
30						

(11)

	CASEWORKER CODE	INTERVIEW DATE	OFFENDER NAME	OFFENDER #	REFERENCE #	REFERRAL SOURCE	CASE #	SENTENCED DATE	# HRS ASSIGNED	# WEEKS ALLOWED	AGE	SEX	ETHNICITY	EDUCATION	EMPLOYMENT	INCOME	OFFENSE CODE	COUNSEL
01																		
02																		
03																		
04																		
05																		
06																		
07																		
08																		
09																		
10																		

APPENDIX C
(page 1)

OPEN LOG

PAGE # _____

(13)

	CASEWORKER CODE	OFFENDER #	PLACEMENT 1			PLACEMENT 2			PLACEMENT 3			TOTAL # HOURS WORKED	DISPO CODE	# WEEKS CASE OPEN	# CLIENT EXTEN	# PROG EXTEN	# MONITORING CONTACTS	FEE PAID
	# HRS COMPLETED	AGENCY CODE	WORK CODE															
01																		
02																		
03																		
04																		
05																		
06																		
07																		
08																		
09																		
10																		

APPENDIX D

CLOSED LOG

PAGE # _____

PROGRAM COST-EFFECTIVENESS ANALYSIS STANDARD

Analysis of the cost-effectiveness of community service sentence programs is conducted to compare program cost to the cost of other sanctions. Such analysis is invaluable to program funding sources, and to those responsible for program planning and administration.

This standard has been developed so that each program may determine its cost-effectiveness in a uniform and credible manner, and has been designed in accordance with CLASP's Program Statistics Standard. The Statistics Standard requires, among other things, that all offenders be grouped according to "Type of Sentence" (Alternative to fine, jail, etc.) by use of statistical logs. Use of the logs also identifies the number of hours assigned offenders in each "Type of Sentence" category. Without this information, programs could reasonably estimate the percentage of offenders who might instead have paid a fine, should the program have not existed, but not the amount of those fines or the potential fine revenue. By using this Cost-Effectiveness Standard, each program will be able to accurately estimate the potential fine revenue, as well as incarceration and probation supervision cost savings.

The worksheets used in this standard are self-explanatory. Figures for Worksheet 1 may be taken from the Open Log used for collecting statistics. As set forth on Code Sheet 1 in the Program Statistics Standard, Group A includes offenders given community service in addition to other sanctions, as a condition of diversion, or as an independent, non-converted sanction. Group B includes offenders given community service as an alternative to a fine, Group C as an alternative to jail, Group D as an alternative to juvenile detention, and Group E as an alternative to supervised probation. Group F includes offenders referred from other counties. Because other counties would be responsible for the offender, should the program not exist, Group F is not considered in determining cost-effectiveness. It should be noted that "From another County" is not the same as "To/From other Programs" as used in sections of the Statistics standard. On Worksheet 2, Group A is distributed among Groups B - E because it would be difficult to determine the dispositions of these cases should the program not exist (dismissal, jail, fine, etc.). It is therefore assumed that the possible dispositions would be similar in percentage to Groups B - E.

Worksheets 3, 4, and 5 refer to fine, jail, and juvenile detention "conversion rates". These rates are the methods whereby sentences are converted to community service assignments. For example, a \$100 fine may be converted to community service at a rate of \$4 per hour. Or, a ten day jail sentence may be converted at a rate of eight hours community service for each jail day. If these rates are not standardized, an estimate of the most common practice should be made. Worksheets 3 - 6 require information about each county's fine collection rate, and costs of incarceration, detention, and probation supervision. If this information is unavailable locally, please contact the CLASP Resource Center.

COST - EFFECTIVENESS ANALYSIS

Worksheet 1

GROUP	INTERVIEWEES		HOURS ASSIGNED	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
B				
C				
D				
E				
TOTAL	_____	100%	TOTAL _____	100%

A # Interviewees _____ # Hours Assigned _____

Worksheet 2

Group A Allocation

Group A # <u>interviewees</u>	X _____ % = _____ # add to Group B
	X _____ % = _____ # add to Group C
	X _____ % = _____ # add to Group D
	X _____ % = _____ # add to Group E
Group A # <u>hours assigned</u>	X _____ % = _____ # add to Group B
	X _____ % = _____ # add to Group C
	X _____ % = _____ # add to Group D
	X _____ % = _____ # add to Group E

COST - EFFECTIVENESS ANALYSIS

Worksheet 3

Group B
Alternative to Fine

Step 1 HOURS ASSIGNED _____ # Worksheet 1
 + _____ # Worksheet 2
 = _____ HOURS ASSIGNED
 X _____ % Hour Completion Rate
 = _____ POTENTIAL HOURS

Step 2 $\frac{(\text{POTENTIAL HOURS})}{(\text{FINE CONVERSION RATE})} = \$$ _____ POTENTIAL FINE REVENUE (Gross)
 X _____ COLLECTION RATE
 = _____ POTENTIAL FINE REVENUE (Net)

Worksheet 4

Group C
Alternative to Jail

Step 1 HOURS ASSIGNED _____ # Worksheet 1
 + _____ # Worksheet 2
 = _____ HOURS ASSIGNED
 X _____ % Hour Completion Rate
 = _____ POTENTIAL HOURS

Step 2 $\frac{(\text{POTENTIAL HOURS})}{(\text{JAIL CONVERSION RATE})} = \#$ _____ POTENTIAL JAIL DAYS

Step 3 _____ POTENTIAL JAIL DAYS
 X _____ PER DIEM Cost of incarceration (see appendix)
 = _____ INCARCERATION COST SAVINGS

COST - EFFECTIVENESS ANALYSIS

Worksheet 5

Group D
Alternative to Juvenile Detention

Step 1 HOURS ASSIGNED _____ # Worksheet 1
 + _____ # Worksheet 2
 = _____ HOURS ASSIGNED
 X _____ % Hour Completion Rate
 = _____ POTENTIAL HOURS

Step 2 $\frac{(\text{POTENTIAL HOURS})}{(\text{JAIL CONVERSION RATE})} = \#$ _____ POTENTIAL JUVENILE DETENTION DAYS

Step 3 _____ POTENTIAL JUVENILE DETENTION DAYS
 X _____ PER DIEM Cost of incarceration (see Appendix)
 = _____ INCARCERATION COST SAVINGS

Worksheet 6

Group E
Alternative to Supervised Probation

INTERVIEWEES _____ # Worksheet 1
 + _____ # Worksheet 2
 = _____ TOTAL INTERVIEWEES
 X \$ _____ Cost of Probation Supervision (see Appendix)
 = _____ PROBATION SUPERVISION COST SAVINGS

COST - EFFECTIVENESS ANALYSIS

Worksheet 7

Balance Sheet

+	<u> </u>	Worksheet 4 INCARCERATION COST SAVINGS
+	<u> </u>	Worksheet 5 INCARCERATION COST SAVINGS
+	<u> </u>	Worksheet 6 PROBATION SUPERVISION COST SAVINGS
=	<u> </u>	COST SAVINGS
-	<u> </u>	Worksheet 3 POTENTIAL FINE REVENUE
=	<u> </u>	GROSS TOTAL COST SAVINGS
-	<u> </u>	PROGRAM COST
=	<u> </u>	NET SAVINGS

CALIFORNIA LEAGUE OF ALTERNATIVE SERVICE PROGRAMS

CRIMINAL JUSTICE SYSTEM LIAISON STANDARD

Community service sentence program staff in California have frequently expressed interest in the development of a systematic approach to liaison with other criminal justice system personnel.

It was apparent from the assessment that communication problems exist between program staff and criminal justice personnel, and that these problems inhibit effective service delivery. However, 83% of all the staff personnel interviewed believed that their program was an integral part of the local criminal justice system. This positive attitude demonstrates a willingness to strengthen communications in order to resolve any existing problems in program operations.

The assessment also provided information about the frequency and purpose of contacts between program staff and criminal justice personnel. As can be seen in the below tables, 67% of the criminal justice system personnel interviewed never or rarely had contact with program staff during the preceding year. When contact did occur, 49% of the time it was regarding a specific client.

	Probation Officers	Public Defenders/ Prosecutors	Judges
FREQUENCY OF CONTACT WITHIN PREVIOUS YEAR			
<u>Never</u>	1	9	6
<u>Rarely</u>	2	7	4
<u>Frequently</u>	6	4	4
PURPOSE OF CONTACT WITHIN PREVIOUS YEAR			
<u>Specific Client</u>	6	7	6
<u>General Information</u>	2	3	8
<u>Policy Discussion</u>	1	0	4
<u>Staff Training</u>	0	2	0

Finally, all parties interviewed were asked who needed more information about community service sentencing. All the parties felt that there is a need for all criminal justice system personnel to receive more information about community service sentencing.

Overall, the assessment showed both a lack of understanding about local community service sentencing practices on the part of criminal justice system personnel, and interest in more frequent and effective liaison. To address this issue, CLASP has developed this Criminal Justice Liaison Standard. Designed in accordance with the Annual Program Evaluation Standard, it has two levels: Minimal and Optimal. Given the variety of community service sentence programs in California, and their different staffing patterns, it is our objective to implement a feasible, statewide system at the Minimal level.

Programs are also encouraged to more frequently initiate informal contacts with other criminal justice system personnel to promote better understanding of community service sentencing.

CRIMINAL JUSTICE SYSTEM LIAISON STANDARD

Minimal

Optimal
(same as Minimal unless substitute appears)

CRIMINAL JUSTICE
SYSTEM ANNUAL
MEETING

Each program shall hold one meeting each year for the purpose of criminal justice system liaison.

AGENDA

The meeting agenda shall include at minimum:
*Narrative description of program history and objectives.
*Summary of statistics such as number of referrals; total hours worked and monetary value; and success rate.
*Discussion of problem areas and program strengths.
*Viewing of CLASP videotape "Sentenced to Help Others".
(Optional)

(In addition to items detailed under Minimal, the agenda shall include presentations by selected offenders and user agency staff.

PARTICIPANTS

With appropriate clearance, all criminal justice system personnel involved in community service sentencing shall be invited to attend. This would include: judges, prosecutors, defense attorneys, and probation officers.

ANNUAL PROGRAM
EVALUATION

An Evaluation shall be given to each criminal justice system party and user agency staff member present (see Annual Program Evaluation Standard). With appropriate clearance, an evaluation, accompanied by a letter of introduction, shall be distributed to each criminal justice system party not present.

ANNUAL PROGRAM EVALUATION STANDARD

In 1980-81, CLASP conducted an extensive needs assessment under the Personnel Training and Resource Development Project funded by the Intergovernmental Personnel Act Advisory Council. Both the IPA and Resource Center assessments identified a lack of uniformity in self-evaluation efforts, and in evaluation criteria. Significantly, much concern was also expressed by programs about funding. In recent years there has been an obvious decrease in available funds for human-service type programs, including both public and private non-profit criminal justice programs. Because of this, community service sentence programs must prove their value beyond any doubt in order to insure survival.

The evaluation methodology described below can accomplish this and more. "Evaluation" is a process that not only measures the success of a program in meeting its objectives, but provides the objective information necessary for program improvement. Evaluation is a form of social accountability required in various forms by funding sources, and the general public. It is, in many ways, a "reality check".

Basically, there are two types of evaluation: Efficiency, and Effectiveness. The evaluation methodology in this standard focuses on the effectiveness of programs in meeting their stated objectives. Because it standardizes self-evaluation practices, it also makes programs comparable. It does not attempt to address internal efficiency issues.

A completed evaluation will consist of five sections: Program Narrative; Program Statistics; Cost-Benefit Analysis; Offender Completion Rate; and an Offender Impact Survey.

The Program Narrative section provides background information about the program. It will give the unfamiliar reader an overall "picture" of program operations. It also contains one of the most important elements of any evaluation: a comparison of program objectives to results. Objectives are measurable; they identify what you want to accomplish and within what time period. Common community service sentence program objectives are:

- * To serve X number of offenders per year.
- * To contribute X number of hours of labor to the community annually.
- * To achieve X percent success rate annually.

Program objectives will vary by offender target group, program philosophy, etc... In stating these objectives, and success in achieving them, references should be made to other relevant portions of the evaluation. The Narrative should be brief and concise, and except for the objectives, need not be changed for future evaluations.

The Program Statistics section provides more factual information about program operations. Much of the information presented in this section also provides documentation needed for other areas of the evaluation such as objectives, Cost-Benefit Analysis, and Completion Rate. Standardized categories are designated as part of CLASP's statewide recordkeeping standardization efforts.

The Cost-Benefit Analysis section is one of the most important because it can show monetary impact on the local community. It is perhaps the most persuasive argument for program funding. The methods to be used are contained in CLASP's Cost-Effectiveness Analysis Standard. It achieves credibility by being a statewide, standardized method of determining monetary gain.

The Offender Completion Rate is highlighted in this evaluation so that it may be seen as a primary indication of success. It may be useful to compare the program's rate to that of similar programs to demonstrate its inclusion in a range of acceptable rates.

The Offender Impact Surveys will have varying degrees of importance to different readers. Separate questionnaires will be administered to three groups: the user agency supervisors and supervising probation officers who have had the opportunity to closely observe the offenders, and the offenders themselves. The offender survey is administered only to those completing the work because its purpose is to determine what impact, if any, community work had on the offender's attitudes and perceptions. So it is logical to ask only those completing their work for their opinions. Furthermore, those who have completed their work are more likely to respond to a questionnaire. The surveys are not meant to be statistically valid; they are designed to document first hand, subjective program experiences.

ANNUAL PROGRAM EVALUATION STANDARD

ANNUAL EVALUATION

Each program shall conduct a self-evaluation annually.

SECTIONS

The evaluation shall consist of five sections:

- I Program Narrative
- II Program Statistics
- III Cost-Benefit Analysis
- IV Offender Completion Rate
- V Offender Impact Survey

SECTION I

The Program Narrative section shall, at a minimum, describe the following:

- (a) Program history (original start date & funding source etc.).
- (b) Program objectives - specific.
- (c) Referral criteria (offender target population, exclusions, etc.).
- (d) Standard jail/fine conversion ratios, or general practice, if any.
- (e) Funding source & amount, including fees charged, if any.
- (f) Staff (number, positions, responsibilities).
- (g) User agency and criminal justice system liaison activities.
- (h) Offender insurance (type provided, by whom).

SECTION II (Minimal)

The program Statistics section shall, at a minimum, contain the following information which shall be reported according to CLASP's Program Statistics Standard.

- (a) Number of interviews conducted.
- (b) Percent of interviewees in each "Source of Referral" category.
- (c) Percent of interviewees in each "Type of Sentence" category.
- (d) Number of interviewees placed.

Example

GROSS VALUE	\$335,660 (100,197 hrs x 3.35/hr)
less: Program Cost	86,000
NET VALUE	<u>\$249,660</u>

- (e) Number and percent of interviewees in each "Not Placed" category.
- (f) Percent of interviewees on supervised probation.
- (g) Number of hours assigned.
- (h) Percent of interviewees in each "Number of Hours Assigned" category.
- (i) Percent of interviewees in each "Type Offense" category.
- (j) Percent of interviewees in each demographic category (age, sex, race, education, employment, and income).
- (k) Number of hours worked.
- (l) Percent in each "Task" category.
- (m) Percent of user agencies served, by category.
- (n) Offender completion rate.
- (o) Number of cases per caseworker; actual vs. desired (see CLASP's Program Caseload Size Guideline).
- (p) Number of offender accidents; claims made; and number and dollar amount of claims paid.

(Optimal) In addition to the above (a) - (p), the section shall contain:

- (q) Number of referrals made to program.
- (r) Percent not interviewed.

SECTION III The Cost-Benefit Analysis section shall consist of two parts: Cost-Effectiveness; and Value of Labor.

Cost-Effectiveness Cost-Effectiveness shall be determined by the method contained in CLASP's Program Cost-Effectiveness Analysis Standard.

Value of Labor The total number of hours worked, as contained in Section II (k), shall be multiplied by the current minimum wage for a "gross value". Total program operational cost, not including in-kind contributions, shall then be subtracted from the gross value for a "net value".

SECTION IV
(Minimal)

The Offender Completion Rate, Section II (n), shall be stated.

(Optimal)

In addition, the rate shall be compared to that of at least two other similarly organized and administered programs. The programs shall be similar in:

- (1) Number of interviews conducted.
- (2) Percent of interviewees in each "Type of Sentence" category.
- (3) Percent of interviewees in each "Type of Offense" category.
- (4) Number of cases per caseworker.

SECTION V

The Offender Impact section shall summarize the results of surveys administered to offenders, probation officers, and user agency staff.

Offender Survey

The Offender survey (Appendix A) shall be administered to offenders within six weeks of case closure. As the purpose of the survey is to determine what impact, if any, the work itself had on the offender's relationship to his/her community, it shall be administered only to those completing their assignments (completion rate categories 1, 2, & 3). The offenders shall be randomly selected; at least 5% of qualifying offenders shall be contacted. If surveys are mailed, it is suggested that a brief cover letter (see Appendix B) and a stamped return envelope be included.

Probation Officer Survey

The Probation Officer survey (Appendix C) shall be administered to all probation officers supervising offenders. If surveys are mailed, it is suggested that a brief cover letter (see Appendix D) and a stamped return envelope be included.

User Agency Survey

The User Agency Survey (Appendix E) shall be administered to all user agencies. If surveys are mailed, it is suggested that a brief cover letter (see Appendix F) and a stamped return envelope be included.

Note: Questions 7 - 21 appear on all three surveys. In order to correlate responses, they have been assigned the same number. If, for any reason, a program chooses to delete a specific question from a survey, the remaining questions should not be re-numbered.

APPENDIX A

PROGRAM PARTICIPANT QUESTIONNAIRE

- (1) How many hours of work were you assigned? _____
- (2) What was your offense? _____
- (3) Do you feel you were guilty? (check one)
/ / YES / / YES, but with special reasons
/ / NO / / NO OPINION
- (4) Did you have any prior convictions? (Besides infractions such as traffic, parking tickets)
/ / YES / / NO / / DON'T KNOW
- (5) In general, do you think your community service assignment by the judge was fair?
/ / YES / / NO / / NO OPINION
- (6) Did/do you have a Probation Officer?
/ / YES / / NO / / DON'T KNOW
- (7) Do you think you were given
/ / Enough time / / Not enough time
/ / More time than needed
to do the work?
- (8) Did you get an extension of time to complete the work from the court or your probation officer?
/ / YES / / NO / / DON'T KNOW
a. if yes, how many? _____?
- (9) What type of work did you do?
/ / Physical - maintenance, janitorial, park, other labor..
/ / Clerical - typing, filing, phones, general office, library..
/ / Staff Aide - Medical clinic, convalescent hospital, teachers aide, etc..
/ / Other _____
- (10) To the best of your knowledge, were you specifically given community service: (check as many as apply)
/ / Instead of a fine / / In addition to a fine
/ / Instead of a jail term / / In addition to a jail term
/ / Instead of supervised probation
/ / In addition to victim restitution
/ / Instead of victim restitution
/ / By itself; not as an alternative to another sentence.
/ / To pay court costs / / Other _____

- (11) Do you feel you were given a community service assignment mostly as: (check one)
 - // Restitution - to "pay back" a debt to the community for breaking a law and for the expense?
 - // Punishment - to teach you a lesson?
 - // Rehabilitation - to change your behavior or attitude in a positive way?
 - // Other _____
- (12) Do you feel your work helped your community?
 - // YES // NO // DON'T KNOW
- (13) Did doing community service change your attitude about the criminal justice system?
 - // YES, NEGATIVELY // YES, POSITIVELY // NO CHANGE
- (14) Did doing community service change your attitude about your community?
 - // YES, NEGATIVELY // YES, POSITIVELY // NO CHANGE
- (15) Do you feel the community service work will deter you from future lawbreaking?
 - // YES // NO // DON'T KNOW
- (16) Do you think you were treated fairly by your community service caseworker?
 - // YES // NO // DON'T KNOW
- (17) Do you think you were treated fairly by your supervisor at your work site?
 - // YES // NO // DON'T KNOW
- (18) Do you think you were given enough supervision or guidance at your work site?
 - // YES // NO // DON'T KNOW
- (19) Did you continue to volunteer at your work site, or would you consider volunteering in the future?
 - // YES // NO // DON'T KNOW
- (20) Were you offered a paid job by your worksite, or as a result of your work there?
 - // YES // NO
- (21) Do you feel community service assignments in general are being "soft" on crime?
 - // YES // NO // DON'T KNOW

Comments: _____

Thank you for your time and help!

APPENDIX B

(Program Letterhead)

(date)

Dear Community Service Worker:

Your experiences as a participant in this program are important to us in planning future operations and funding requirements.

Could you please take a few moments of your time to complete the enclosed confidential questionnaire? As it is only being sent to a small percentage of those who did community services, it is important that we hear from you. A stamped return envelope has been provided for your convenience.

Thank you in advance for your help.

Sincerely,

(name(s) of program staff)

APPENDIX C

PROBATION OFFICER QUESTIONNAIRE

(1) About how many probationers on your caseload in the last year have had community service assignments?

// None // 1-10 // 11-20
// 21-40 // 41 or more // DON'T KNOW

(2) Did they usually complete the assignments?

// YES // NO // DON'T KNOW

(3) Which of the reasons below, if any, do you think influenced your probationers' completion or non-completion of the work?

	Completion	Non-Completion
Offender's attitude	//	//
Worksite	//	//
Assignment size	//	//
Program supervision	//	//
P.O. supervision	//	//
Court reinforcement	//	//
Offender suitability	//	//

(7) Were the probationers given:

// Enough time // Not enough time // More time than needed
to do the work?

(8) Did you give (or assist in getting) any probationers an extension of time to complete the work?

// YES // NO // DON'T KNOW
a. if yes, how many _____

(9) Do you think the type of work done by the probationers was appropriate?

// YES // NO // NOT APPLICABLE

(10) To the best of your knowledge, were your probationers given community service: (check as many as apply)

// Instead of a fine // In addition to a fine
// Instead of a jail term // In addition to a jail term
// Instead of supervised probation
// In addition to victim restitution
// Instead of victim restitution
// By itself; not as an alternative to another sentence
// To pay court costs // Other _____

- (11) Do you think community service assignments are mostly given as: (check one)
 - // Restitution - to "pay back" a debt to the community for breaking a law and for the expense?
 - // Punishment - to teach them a lesson?
 - // Rehabilitation - to change their behavior or attitude in a positive way?
 - // Other _____
- (12) Do you think your probationer's community service work helped the community?
 - // YES // NO // NOT APPLICABLE
- (13) Do you think doing community service changed your probationer's attitude about the criminal justice system?
 - // YES, NEGATIVELY // YES, POSITIVELY
 - // NO CHANGE // NOT APPLICABLE
- (14) Do you think doing community service changed your probationer's attitude about the community?
 - // YES, NEGATIVELY // YES, POSITIVELY
 - // NO CHANGE // NOT APPLICABLE
- (15) Do you think the community service work will help to deter any of their future lawbreaking?
 - // YES // NO // NOT APPLICABLE
- (16) Do you think your probationers were treated fairly by their community service caseworkers?
 - // YES // NO // DON'T KNOW
- (17) Do you think your probationers were treated fairly by their work site supervisors?
 - // YES // NO // DON'T KNOW
- (18) Do you think they were given enough supervision or guidance at the work sites?
 - // YES // NO // DON'T KNOW
- (19) Did/would any of them continue to volunteer?
 - // YES // NO // DON'T KNOW
- (20) Did your agency offer a paid job to any of the offenders, or assist them in getting another job?
 - // YES, _____ // NO
 - number
- (21) Do you feel community service assignments in general are being "soft" on crime?
 - // YES // NO // DON'T KNOW

Comments: _____

Thank you for your time and help!

APPENDIX D

(Program Letterhead)

(date)

Dear Probation Officer;

Will you please assist us by completing the enclosed confidential questionnaire? We are currently conducting our annual program evaluation. Your experiences as a supervisor of probationers given community service assignments are important to us.

When completing this questionnaire, please;

- * Answer the questions within the context of this LAST YEAR.
- * Respond in a general nature - think of the average probationer, not the exceptional ones.

Your additional comments are welcome! We would appreciate receiving your completed questionnaire by (date). A stamped return envelope has been provided for your convenience.

Thank you in advance for your help.

Sincerely,

(name(s) of program staff)

APPENDIX E

AGENCY QUESTIONNAIRE

- (1) About how many offenders have you worked with in the last year?
- | | | |
|-----------|----------------|----------------|
| / / NONE | / / 1-10 | / / 11-20 |
| / / 21-40 | / / 41 or more | / / don't know |
- (2) Did they usually complete the assignments?
- | | | |
|---------|--------|----------------|
| / / YES | / / NO | / / DON'T KNOW |
|---------|--------|----------------|
- (3) Which of the reasons below, if any, do you think influenced their completion or non-completion of the work?
- | | Completion | Non-Completion |
|----------------------|------------|----------------|
| Offender's attitude | / / | / / |
| Worksite | / / | / / |
| Assignment size | / / | / / |
| Program supervision | / / | / / |
| P.O. supervision | / / | / / |
| Court reinforcement | / / | / / |
| Offender suitability | / / | / / |
- (7) Were the probationers given:
- | | | |
|-----------------|---------------------|---------------------------|
| / / Enough time | / / Not enough time | / / More time than needed |
|-----------------|---------------------|---------------------------|
- to do the work?
- (8) Did any of the offenders get an extension of time to complete the work?
- | | | |
|---------|--------|----------------|
| / / YES | / / NO | / / DON'T KNOW |
|---------|--------|----------------|
- (9) What type of work did they do? (check as many as apply)
- | |
|--|
| / / Physical - maintenance, janitorial, park, other labor.. |
| / / Clerical - typing, filing, phones, general office, library.. |
| / / Staff Aide - medical clinic, convalescent hospital, teachers aide, etc.. |
| / / Other _____ |
- (10) To the best of your knowledge, were the offenders given community service: (check as many as apply)
- | | |
|---|--------------------------------|
| / / Instead of a fine | / / In addition to a fine |
| / / Instead of a jail term | / / In addition to a jail term |
| / / Instead of supervised probation | |
| / / In addition to victim restitution | |
| / / Instead of victim restitution | |
| / / By itself; not as an alternative to another sentence. | |
| / / To pay court costs | / / Other _____ |

OFFENDER TIME ALLOWANCE GUIDELINE

Community service sentence program staff in California have frequently indicated concern about the amount of time offenders are allowed to complete their assignments. While too much time can encourage procrastination and irregularity, too little time can place undue hardship on the program, user agency, and offender. The assessment revealed several key aspects of this issue.

- * Judges or probation officers always set offender's completion dates.
- * No formal criteria exist for setting completion dates. However, the informal criteria identified usually involved the offender's availability.
- * Judges or probation officers granted most extensions of time. In some cases, programs or court clerks were authorized to grant short extensions (usually about two weeks).
- * Methods used for requesting extensions of time varied greatly by program and included written requests or personal appearances by the program, offender, or probation officer.
- * Few counties had formal or informal criteria for granting extensions of time. Criteria in existence were usually subjective and involved the offender's apparent willingness to complete the assignment, and past efforts.
- * Inadequate time in which to complete the assignment was a problem frequently cited by offenders.

Judicial and probation cooperation are required to implement this guideline. Programs should be encouraged by the responses of judges and probation officers interviewed during the assessment - most were interested in receiving time allowance guidelines. Much valuable court and probation time is taken up because of inappropriate completion dates. Petitions to extend or revoke probation must be filed and considered, and warrants must be issued and court hearings held for offenders who fail to complete their assignments. A time-saving remedy, such as this guideline, may be welcomed.

These guidelines should be presented by program staff, providing an opportunity for questions and comments. After initial cooperation is secured, the guideline may be reviewed annually at the criminal justice system personnel meeting (see Criminal Justice System Liaison Standard).

Offender Time Allowance Guideline

WRITTEN POLICY Each program shall have a written Offender Time Allowance Guideline.

DEVELOPMENT The guideline shall be developed in cooperation with involved criminal justice system agencies.

DISTRIBUTION The guideline shall, with appropriate clearance, be given to each individual involved, i.e., to each judge, probation officer, prosecutor, and defense attorney.

EXPECTATIONS Each offender shall be placed into a time allowance category designating the minimal number of hours the offender is expected to perform weekly. Consideration shall be given to the offender's other obligations such as employment, school, and childcare. At least two categories shall exist.

RUNNING CALENDAR A "running calendar" for easy date reference shall be included in the guideline.

APPLICABILITY The guideline shall be applied to each offender uniformly with the understanding that exceptional circumstances may exist that necessitate a waiver of the guideline.

EXAMPLE A sample Offender Time Allowance Guideline system is attached. The system includes a guideline of the number of weeks allowed for completion and a "running calendar".

USE The guideline should be used as follows:

1. Decide how many hours the offender is expected to perform each week. For example, an offender who is employed full-time, and who has a young family, may be expected to perform a minimum of four hours of community service each week. An unemployed offender without family responsibilities may be expected to perform at least 16 hours each week.
2. The guideline will show how many weeks to allow for assignment completion, based on the number of hours to be performed weekly, and the total number of hours assigned. Note: Two extra weeks are included for placement and followup, and for offender illness, etc...
3. When the number of weeks to be allowed for completion are known, use the running calendar to determine the exact completion date. For example, if an offender is to be allowed 17 weeks to complete 120 hours, find the date of sentencing on the calendar, then count down 17 weeks. The weeks are ordered in groups of fives for easy counting.

Total Number of Hours Assigned	EXPECTATION Number of Community Service Hours to Be Performed Each Week		
	4	8	16
1-16	6	4	4
17-39	8	6	4
40	12	7	4
50	15	8	6
60	17	10	6
70	20	11	7
80	22	12	7
90	25	14	8
100	27	15	8
110	30	16	9
120	32	17	10
130	35	18	10
140	37	20	11
150	40	21	11
160	42	22	12
170	45	23	13
180	47	25	14
190	48	26	14
200	52	27	15
240	62	32	17
260	67	35	19
300	77	40	21
350	90	46	24
400	102	52	27
500	127	65	34

Number of Weeks Allowed For Assignment Completion

RUNNING CALENDAR

	<u>MONDAY</u>	<u>TUESDAY</u>	<u>WEDNESDAY</u>	<u>THURSDAY</u>	<u>FRIDAY</u>
Sept '83	5 12 19 26	6 13 20 27	7 14 21 28	8 15 22 29	9 16 23 30
Oct '83	3 10 17 24 31	4 11 18 25 1	5 12 19 26 2	6 13 20 27 3	7 14 21 28 4
Nov '83	7 14 21 28	8 15 22 29	9 16 23 30	10 17 24 1	11 18 25 2
Dec '83	12 19 26 2	13 20 27 3	14 21 28 4	15 22 29 5	16 23 30 6
Jan '84	9 16 23 30	10 17 24 31	11 18 25 1	12 19 26 2	13 20 27 3
Feb '84	6 13 20	7 14 21	8 15 22	9 16 23	10 17 24
Mar '84	27 5 12 19 26	28 6 13 20 27	29 7 14 21 28	1 8 15 22 29	2 9 16 23 30
April '84	2 9 16 23	3 10 17 24	4 11 18 25	5 12 19 26	6 13 20 27
May '84	30 7 14 21 28	1 8 15 22 29	2 9 16 23 30	3 10 17 24 31	4 11 18 25 1
June '84	4 11 18 25	5 12 19 26	6 13 20 27	7 14 21 28	8 15 22 29
July '84	9 16 23 2 9	10 17 24 3 10	11 18 25 4 11	12 19 26 5 12	13 20 27 6 13

RUNNING CALENDAR

	<u>MONDAY</u>	<u>TUESDAY</u>	<u>WEDNESDAY</u>	<u>THURSDAY</u>	<u>FRIDAY</u>
Aug '84	16	17	18	19	20
	23	24	25	26	27
	30	31	1	2	3
	6	7	8	9	10
	13	14	15	16	17
Sept '84	20	21	22	23	24
	27	28	29	30	31
	3	4	5	6	7
	10	11	12	13	14
	17	18	19	20	21
Oct '84	24	25	26	27	28
	1	2	3	4	5
	8	9	10	11	12
	15	16	17	18	19
	22	23	24	25	26
Nov '84	29	30	31	1	2
	5	6	7	8	9
	12	13	14	15	16
	19	20	21	22	23
	26	27	28	29	30
Dec '84	3	4	5	6	7
	10	11	12	13	14
	17	18	19	20	21
	24	25	26	27	28
	31	1	2	3	4
Jan '85	7	8	9	10	11
	14	15	16	17	18
	21	22	23	24	25
	28	29	30	31	1
Feb '85	4	5	6	7	8
	11	12	13	14	15
	18	19	20	21	22
	25	26	27	28	1
March '85	4	5	6	7	8
	11	12	13	14	15
	18	19	20	21	22
	25	26	27	28	29
April '85	2	3	4	5	6
	9	10	11	12	13
	16	17	18	19	20

CALIFORNIA LEAGUE OF ALTERNATIVE SERVICE PROGRAMS

OFFENDER MONITORING & REPORTING PROCEDURES STANDARD

In 1980-81, C L A S P conducted an extensive needs assessment under the Personnel Training and Resource Development Project funded by the Intergovernmental Personnel Act Advisory Council. The assessment showed, among other things, that the 62 participating programs utilized at least 57 different methods to monitor and report on clients. In addition, very few programs had developed their monitoring and reporting procedures into a formal policy routinely distributed to clients, user agencies and other involved criminal justice system parties.

Both the IPA and Resource Center assessments identified several criminal justice system concerns regarding community service assignments: the way in which programs assure that the sentences are carried out, and the manner in which reports are provided to the courts or probation.

This standard has been developed to address this issue. It replaces the Client Monitoring Standard developed under the IPA project. The standard has two levels: Minimal and Optimal. Given the variety of community service sentence programs in California, and their different staffing patterns, it is our objective that a viable system at the Minimal level be implemented by California programs. Samples of all forms discussed in this standard are available from the C L A S P Resource Center.

OFFENDER MONITORING & REPORTING PROCEDURE STANDARD

	<u>Minimal</u>	<u>Optimal</u> (same as minimal unless substitute appears)
WRITTEN POLICY	Each program shall have a written policy that is uniformly applied to all offenders. The policy shall include an explanation of referral, recordkeeping, monitoring, and final report procedures.	
DISTRIBUTION	<p>The policy shall be given to each offender. It is suggested that it be incorporated into a Client Agreement and/or Timesheet.</p> <p>Each user agency shall be given this policy and required to cooperate in its implementation.</p> <p>User agencies shall be required to keep, at a minimum, the following information for Final Report on timesheets supplied by program or in another acceptable written form. Information shall include: Total number of hours worked; Last day worked; Task(s) performed; and Supervisor's name and signature.</p> <p>User agencies shall designate a person or persons, preferable the offender's supervisor, that is/are authorized to supply information for Progress Checks and Final Reports.</p>	<p>This policy shall be given to each offender who shall be required to acknowledge receipt and understanding by signing said policy. A copy of the signed policy will then be retained in the offender file. It is suggested that it be incorporated into a Client Agreement and/or Timesheet.</p> <p>Each user agency shall be given this policy and shall indicate in writing, its agreement to implement the policy. Agreement may also detail offender failure-to-report and injury procedures, accident coverage provided, etc.</p> <p>User agencies shall be required to keep the information described in the Minimal standard. The information shall also include: Dates of work performed and number of hours worked each date; Total number of hours worked; Task(s); Performance comment; and Supervisor's name and signature.</p>

OFFENDER MONITORING & REPORTING PROCEDURES STANDARD

Minimal

Optimal
(same as minimal unless substitute appears)

DISTRIBUTION
(continued)

User agencies shall advise the program if the offender fails to report within one week of initial referral, or if the offender fails to report as scheduled more than twice.

The policy shall also, with appropriate clearance, be given to each criminal justice system party involved, i.e., to each judge, probation officer, prosecutor, and defense attorney. Cooperation in implementing the policy shall be requested.

(44)

REFERRALS

Offender referrals to user agencies shall be confirmed by the forwarding of a timesheet to the user agency.

The timesheets shall include the following information: Offender's name; Date referral made; Number of hours assigned; Timesheet due date; and Name of program case-worker. Space for Final Report information required from user agency shall also be provided.

In cases where the Final Report is due to the source of referral on or by the completion date exactly, the program shall designate an earlier "Timesheet due date" to allow for program casework procedures.

OFFENDER MONITORING & REPORTING PROCEDURE STANDARD

Minimal

Optimal
(same as Minimal unless substitute appears)

MONITORING

If completion/timesheet due date is more than one month from the date of referral to user agency, a Progress Check shall be made on offender progress when half of time allowed for completion has passed.

If completion/timesheet due date is more than one month from date of referral to user agency, Progress Checks shall be conducted at least once monthly.

All progress checks shall be conducted with person(s) authorized by user agency to give such information.

If the progress check is conducted by phone, information shall be recorded in the offender's file. If conducted in writing, the information shall be preserved in the offender's file until the Final Report has been made and file is "closed".

(45)

FINAL REPORTS

Final Reports shall be made in a timely manner that is acceptable to the referral sources.

Programs shall contact user agencies for Final Report information if information has not been received by completion/timesheet due date.

User agencies must give Final Report information in writing, and in such detail as previously described in DISTRIBUTION, paragraph #2.

OFFENDER MONITORING & REPORTING PROCEDURES STANDARD

Minimal

Optimal

(same as minimal unless substitute appears)

FINAL REPORTS
(continued)

All final Reports to the source of referral shall be made in writing, and shall include, at a minimum, information needed by the court to identify the offender (name, case #, date sentenced, etc..) and number of hours worked.

All Final Reports to the source of referral shall be made in writing and shall include, at a minimum, information needed by the court to identify offender as detailed under Minimal, plus: Number of hours worked; User agency; Task performed; and Performance comments. (A copy of user agency Final Report/ Timesheet may, at least partially, serve this purpose).

PROGRAM CASELOAD SIZE GUIDELINE

Community service sentence program staff in California have long been interested in the development of an equitable method of determining appropriate caseload size per caseworker. 1982 program statistics showed that caseload size varied greatly between programs. Assessment interviews also reflected differences in related program practices such as offender monitoring and reporting procedures. The assessment also revealed that:

- * The vast majority of program staff felt their programs were not adequately staffed.
- * Most criminal justice system personnel interviewed felt their local program was 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 caseload (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.

It is significant that the criminal justice system personnel were generally unaware of their local program's staffing difficulties, if any existed, because they felt the program had effective service delivery.

This guideline has been developed to assist in caseload planning, given the duties and responsibilities common to all programs. While defining "caseworker" as a staff member with little, if any, clerical responsibility, it is also adaptable to other staffing patterns. It provides for necessary staff meetings and trainings, user agencies site visits, and criminal system liaison while recognizing caseworkers' primary duties are placement, monitoring, and followup.

For some, this guideline may be an ideal for which to strive. For others, it may be more immediately attainable. Regardless, all those responsible for program administration are encouraged to consider implementation of this guideline as a step towards appropriate program standardization.

WRITTEN DETERMINATION

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) (Average Number Hours Per Case)	 1404 2 = 702 Annual Caseload Size
 (Annual Caseload Size) (Months)	 702 12 = 59 New Cases Per Month

OFFENDER INSURANCE COVERAGE STANDARD

Coverage for injuries and/or damages suffered or caused by offenders while performing community service has long been an issue of great concern to community service sentence program staff in California. Coverage may provide protection against the costs of defense, should a lawsuit arise, and against any judgments awarded. User agencies, programs, and "sentencing" counties may be cited as the responsible party. Accident/health and general liability coverage may be obtained through private policies or counties may be self-insured. An accident/health or Workers Compensation policy basically covers medical expenses resulting from accidental injuries. General liability provides protection against tort actions resulting from negligent or intentional damages to persons or property.

Assessment results pertaining to this issue include:

- * All respondents agreed that coverage for offenders was necessary.
- * 75% of the respondents indicated that coverage should be mandated by legislation.
- * 47% of the respondents were not aware whether offenders referred by the local program were, in fact, covered.
- * Only nine of the fifteen programs surveyed provided accident/health coverage for offenders.
- * Only ten of the fifteen programs provided liability coverage.
- * 53% of the judges interviewed did not know if coverage for offenders was required in their county.
- * Only one program reported any accident claims for 1982.
- * 29% of the respondents, excluding offenders, believed the user agency should provide liability coverage; 25% believed the county should provide it.
- * 41% of the offenders interviewed indicated the user agency should provide accident/health and general liability coverage. Only 7% thought the program should be responsible for providing coverage.
- * 22% of the offenders interviewed said the offenders should be responsible for accident/health coverage.

Adoption of this standard will greatly diminish the possibility of monetary losses resulting from litigation, and fulfill an obligation to the offender, thus providing a degree of protection to all community service sentence programs. Information about legislation pertaining to this issue, and available methods of coverage, is available from the CLASP Resource Center.

COVERAGE

Each program shall assure that all offenders, placed by that program, are covered for expenses incurred for work site accidents. The accident/health coverage shall be in an amount sufficient to meet current costs of medical care. No offender shall be required to incur expenses exceeding coverage provided.

General liability coverage shall also be provided.

Coverage may be provided by the county, program, or user agency.

WRITTEN
ACKNOWLEDGEMENT

The program shall require, in writing, acknowledgement of any coverage provided by the counties or user agencies. Acknowledgement will include type and amount of coverage, and procedures for the treatment of injuries and the submission of claims.

OFFENDER FEE

Offenders may be charged a nominal fee for coverage obtained through a private policy. The fee shall not exceed the actual incurred cost per person. Provisions shall be made for those offenders unable to pay the fee.

PROCEDURES

Written procedures for the treatment of injuries and submission of claims shall be developed. These procedures shall be distributed to all program and user agency staff.

DOCUMENTATION

Records of accidents, and claims made, shall be maintained for statewide information purposes.

END