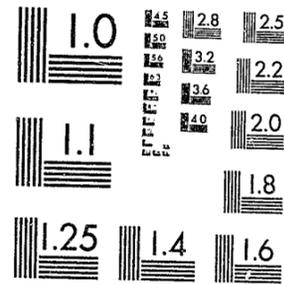


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John Spellman, Governor

Amos E. Read, Secretary

# DEPARTMENT OF CORRECTIONS



## ALTERNATIVES TO INCARCERATION PLAN

December 1, 1984

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ALTERNATIVES TO INCARCERATION PLAN  
DECEMBER 1, 1984

## EXECUTIVE SUMMARY

In accordance with Senate Bill 4798, the alternatives to incarceration planning project was conducted by the Office of Program Development, Department of Corrections between March 31, 1984 and December 1, 1984. The project has four major components: analysis of literature and national and other-state experience; collection and analysis of national and Washington program and population information; generation and analysis of policy-related information; and a study of local correctional facilities. The plan is designed to outline the issues for an improved alternatives system. In developing the planning project the department had extensive meetings in local communities with local government officials, criminal justice professionals, special interest groups and private citizens. The concept of alternatives has historical and popular acceptance.

Analysis of literature and national and other-state experience (Chapters I and II) found that many strategies have been used to control prison overcrowding and to provide community correctional services. While the concept of alternatives to incarceration is not precise, the approaches taken to alternatives have many common themes. Washington has experiences similar to other states. There is a strong national and state tradition in the use of alternatives. The types of alternatives used in a state tend to reflect the state's political history.

Analysis of Washington program and population information (Chapters III, IV and V) resulted in several findings. First, there will be approximately 8,200 felony offenders in 1986 who will be eligible for alternative sentences. Included in this total are approximately 3,975 first-time offenders, 3,450 other nonviolent offenders, 310 violent offenders, and 460 sex offenders. Second, there are obvious gaps in certain geographic locations between the supply of alternative to incarceration services and the numbers of offenders who will be eligible for alternatives. Third, the Department of Corrections now provides a wide range of alternatives, but it cannot unilaterally meet emerging needs, such as the development of community treatment resources for sex offenders. Fourth, the existing alternative system is greatly dependent on public funds. The state is the principal source.

The issue of liability is examined. Its chilling effect on alternatives is noted. The report urges legislative action to manage the tort claims process with due regard to the state's reasonable liability and limited resources (Chapter VI).

The issue of the relationship of state and local government in the operation of jails is examined (Chapter VII). Four administrative approaches, with associated costs, are discussed. These are presented as the Status Quo Model, the State Standards Model, the State Financing Model, and the State Jail Operation Model. No impediments were found for local government's development of alternatives for local prisoners. The Department of Corrections recommendation (Chapter IX) is that no major change be made at this time.

Analysis of policy-related material (Chapters II and VIII) resulted in the identification of a number of fundamental policy issues that need resolution before a comprehensive, coherent system of alternative programs can be implemented (Chapter IX). This analysis resulted in the development of three optional alternatives to incarceration model systems. Two of the three systems are based on a shared responsibility between the Department of Corrections and local government. The third is a state-operated system. The Statewide Advisory Group, established to help with this project, recommended that the legislature adopt a system based on shared responsibilities. The Department of Corrections also endorses the principle of mutual involvement proportionate to the responsibilities, resources and needs of the agencies involved (Chapter IX).

## ACKNOWLEDGEMENTS

The completion of this project would not be possible without the help of the following.

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## ALTERNATIVES TO INCARCERATION PLAN

### SECTION ANALYSIS

Senate Bill 4798 requires that the Alternatives to Incarceration Plan include a number of elements. The following listing of relevant sections of Senate Bill 4798 indicates how the requirements are set forth in the law. The discussion indicates how the Department of Corrections responded to each and where in the plan it is addressed.

Section (5) ... The plan shall include, but is not limited to:

- (1) The establishment of goals and objectives for the development, implementation, and expansion of alternatives to total confinement;

Discussion: Goals for the alternatives to incarceration system are contained in Chapter I. The objectives for meeting the goals are presented as possible optional alternatives systems. Extensive discussion of the optional systems is found in Chapter VIII.

- (2) An identification and evaluation of current state and local alternatives to total confinement, including, but not limited to, probation-type services and court-ordered community service programs authorized under RCW 72.09.100(5);

Discussion: Chapter II contains a general identification and evaluation of different alternatives to incarceration strategies. Reference to Washington State experience is also contained in Chapter II. A survey of community programs in Washington providing alternatives to incarceration services was carried out. The analysis of survey results is

presented in Chapter III. Chapter IV contains a discussion of the state-level probation and community services programs administered by the state Department of Corrections.

- (3) An evaluation of the existing organizational structure and of the services provided by the department's division of community services and its role in providing or administering programs that are alternatives to total confinement after July 1, 1984;

Discussion: The role played by the department's Division of Community Services is described in Chapter IV.

- (4) The establishment of policies and procedures to improve and expand existing alternatives to total confinement including, but not limited to, probation-type services and court-ordered community service, and to develop new alternatives to total confinement. Policies and procedures on program site selection, offender intake assessment, program and offender monitoring, and evaluating and reporting the effectiveness of alternatives to total confinement should be included;

Discussion: Policy needed to improve and expand existing alternatives to total confinement are touched on in most of the Chapters. Chapters II, VI, and IX draw attention to substantive policy issues that should be addressed by the legislature. Chapter VIII, in its discussion of optional alternative systems, alludes to procedures that would be necessary to implement the various systems and stresses the importance of evaluating the effectiveness of alternatives to incarceration. Details such as policies and procedures on program site selection, offender intake assessment, and program and offender monitoring must await discussions about the direction the alternatives system should take.

- (5) The identification of projected numbers of nonviolent offenders who may be eligible for alternatives to total confinement;

Discussion: Estimates of the number of offenders who may be eligible for alternatives to total confinement are found in Chapter V. This Chapter also contains information about the relationship of the eligible offender pool and current service supply.

- (6) A delineation of the role and functions of affected state and local government entities and state and local service providers with respect to the administration and operation of programs that are alternatives to total confinement;

Discussion: Chapter VIII contains the delineation of the role and function of affected entities, as part of the description of a series of optional alternatives to incarceration systems.

- (7) The identification of funding sources, funding responsibility, and costs associated with alternatives to total confinement and how funding for such programs can occur within state and local budget limitations;

Discussion: Chapters III, IV and VIII include information on funding sources, funding responsibilities, and costs associated with alternatives to total confinement. A detailed analysis of exactly how funding for such programs can occur within state and local budget limitations and exactly what level of funding would be needed to serve the eligible offenders would not be possible until decisions are made about the direction the alternatives system should take.

- (8) An analysis of the legal liability of state and local government entities and private sector service providers, and a determination of what types of insurance or other mechanisms are available to provide legal and financial safeguards;

Discussion: Liability concerns are mentioned in various chapters. The analysis of the legal liability of state and local government entities and private sector service providers is presented in Chapter VI. Mechanisms to provide legal and financial safeguards are also considered there.

- (9) An identification of the statutory changes which may be necessary to permit full implementation of the plan;

Discussion: Chapters I, II, IV, VI, VIII and IX all touch upon possible statutory changes that could serve to facilitate full implementation of alternatives to incarceration.

- (10) An analysis of the role local correctional facilities should assume under Chapter 9.94A RCW. The analysis shall determine: (a) Whether the state should assume financial responsibility for operating local correctional facilities, (b) whether the state should contract for county jail beds to house state prisoners, (c) whether new jail facilities have adequate programs to meet the needs of state prisoners, and (d) the feasibility of counties using minimum security facilities for low-risk offenders.

Discussion: Chapter VII contains the study of local correctional facilities.

Process requirements of Senate Bill 4798 and the manner in which those were met are discussed in Chapter I.

ALTERNATIVES TO INCARCERATION PLAN

WASHINGTON STATE DEPARTMENT OF CORRECTIONS  
December 1, 1984

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ACQUISITIONS

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## CHAPTER I

### INTRODUCTION

The provision of correctional services to convicted felons in the community is not a new idea in Washington. Probation and parole services have been major programs for many years. Historically approximately 80% of the felons convicted each year have been placed on probation. The emphasis on community corrections and alternatives to incarceration has, however, intensified the last few years. Expectations for alternatives to incarceration are high. But the expectations held by one group may differ widely from the expectations held by another. Competing objectives for alternatives to incarceration will be apparent as one reads this plan. The following discussion should help the reader understand the context in which this plan was developed.

#### A. Factors Leading to the Alternatives Planning Project

Two major factors have amplified the growing interest in alternatives to incarceration. The first is the overcrowding phenomenon. The second is passage and concerns about implementation of the Sentencing Reform Act.

Both the state prison system and select county jails have experienced severe overcrowding beginning in the late 1970s. Lawsuits and riots, as well as a variety of management problems, are possible consequences. An initial response to overcrowding was to expand capacity. While the state and numerous counties have taken this approach, the growth in the numbers of persons being incarcerated has outpaced the growth in capacity. Early release and work release strategies have also fallen short. A strategy focused on community corrections was endorsed in December 1983 by the Governor's Emergency Commission on Prison Overcrowding. This body recommended that the legislature adopt a community-based corrections program. The recommended program would expand on the following components: restitution, community service, use of jail space, and the community corrections concept delineated in legislation introduced but not

passed in the spring of 1983. That legislation would have established a statewide funding mechanism to allow local units of government to plan, develop, and implement alternative programs at the local level.

Prison and jail overcrowding concerns were not the main impetus for enactment of the Sentencing Reform Act of 1981 (SRA). However, the SRA did introduce the concept of rationing prison beds to the violent. The issue of overcrowding was acknowledged and addressed in this legislation. The Sentencing Guidelines Commission was required to conduct a study to determine the capacity of existing and planned correctional facilities and programs. While the commission did not need to consider such capacity as it developed sentencing guidelines for recommendation to the legislature, it did need to project whether the implementation of the recommended guidelines would result in exceeding such capacity. If that were the case, then the commission was required to prepare an additional list of standard sentences consistent with capacity. In addition, if overcrowding should persist, the Governor may call on the Sentencing Guidelines Commission to deal with the problem. The link between the SRA and correctional facility overcrowding concerns is further reflected in a 1983 amendment to the SRA which established a reporting mechanism. The report that is to be presented to the 1987 Legislature must include an assessment of the effectiveness of the guidelines and impact on prison and jail populations and community corrections programs.

A more direct link between the SRA and concern about alternatives to incarceration is apparent. A major intent of this law is to emphasize confinement for the violent offender and alternatives to total confinement for the nonviolent offender. The sentencing ranges adopted into law in 1983 reflect this legislative direction. The amended law emphasizes that in sentencing nonviolent offenders for one year or less, the court should give priority to available alternatives to total confinement. Explicit direction for converting total confinement sentences to alternative sentences are also included in the law. A troubling realization confronts people when they start thinking about execution of these provisions of the law. In order for judges to sentence offenders to alternative programs, the programs must exist and judges must feel confident using them. It is not apparent that this is so. If the lack of alter-

native programs were to result in a shift in the historical distribution of offenders between alternatives and prison, toward prison, it would have dire affects on prison population and correctional costs. Superimposed upon questions about the availability and accessibility of alternative programs is the issue of funding of programs if the use of standard sentencing ranges and alternative conversion sentences result in a dramatic increase in the demand for alternative programs.

Preliminary investigation of the availability and acceptability questions was carried out in late 1983. The Sentencing Guidelines Commission (1983), with the assistance of the Department of Corrections (DOC), Division of Community Services, identified and provided a description of many of the programs in operation at that time. Staff of the Washington State Senate Committees on Institutions and Ways and Means (1983) conducted a survey of the 128 superior court judges to assess judicial amenability to using alternatives to total confinement. Together these two studies paint only a partial picture. Neither speaks directly to funding issues.

These studies did, however, point up the need for a more thorough analysis of the problems and potentials associated with increased use of alternatives to total confinement. The 1984 Legislature acknowledged this need by requiring that DOC prepare a comprehensive plan for the development, implementation, and operation of alternatives to total confinement for nonviolent offenders.

#### B. Development of the Alternatives to Incarceration Plan

This plan is a response to Sections 3-8 of Engrossed Senate Bill No. 4798, the Prison Overcrowding Act of 1984, Chapter 246, Laws of Washington, 1984.

#### Planning Requirements

A number of tasks are specified in Senate Bill 4798. The tasks and sub-items within major tasks are outlined below.

1. Formulate a comprehensive plan for the development, implementation,

and operation of alternatives to total confinement for nonviolent offenders. During formulation of the plan, it will be necessary to:

- a. establish goals and objectives for system development, implementation, and operation;
  - b. identify and evaluate current state and local alternative programs;
  - c. evaluate existing DOC structures and programs for administering alternatives to incarceration;
  - d. establish policies and procedures to improve and expand existing alternatives to incarceration;
  - e. estimate the number of offenders who may be eligible for sentencing to the various alternatives to incarceration;
  - f. identify the costs and existing or potential funding sources, as well as governmental budget impacts of funding, for alternatives to incarceration; and
  - g. identify areas of legal liability and determine mechanisms available to provide legal and financial safeguards.
2. Delineate the role and functional relationships of state and local government entities, as well as state and local service providers, in both the administration and operation of alternatives to incarceration programs.
  3. Analyze statutory changes which may be necessary to permit full implementation of the plan.
  4. Analyze the role of local correctional facilities. During this analysis the following will be explored:

- a. whether the state should assume financial responsibility for operating local correctional facilities;
- b. whether the state should contract for local jail beds to house state prisoners;
- c. whether new jail facilities have adequate programs to meet the needs of state prisoners; and
- d. the feasibility of counties using minimum security facilities for low-risk offenders.

Senate Bill 4798 made DOC responsible for plan development. Within DOC the Office of Program Development was designated the responsible unit. The Division of Community Services, which is in the position both strategically and under current law to provide and administer certain alternative programs, was a major source of program-related content material that was incorporated into this plan.

The mandating legislation also provided that DOC be able to request necessary staff assistance, data, information, and data processing assistance from the Office of Financial Management, the Board of Prison Terms and Paroles, the Administrator for the Courts, the Sentencing Guidelines Commission, the Corrections Standards Board, and the Department of Social and Health Services.

#### Planning Process

Various approaches to completing, under severe time constraints, the massive undertaking called for in the legislation were considered. The agreed upon approach proceeded along three parallel tracks: analysis of literature and other-state experience, collection and analysis of national and Washington program/population information, and generation and analysis of policy-related information. Care was taken to make sure the planning process took into account: the availability of planning resources; the experience and skills of available staff; the views and values of citizens, local government, special interest groups, and the

private sector; the expectations of individuals who would be using the plan; and the demands of the criminal justice system.

1. The first step involved gathering background information. The literature search and other-state data gathering and analysis occurred during this step. A letter was sent to the chief state corrections administrator in each state requesting information specific to individual states. The National Criminal Justice Research Service provided valuable assistance with the national literature search. Previously published descriptive information on Washington programs was also gathered. These materials contributed to a draft describing the historical, philosophical, and political context in which the planning for alternatives to incarceration took place. This material constitutes the bulk of Chapter II.
2. The second step was an assessment of alternative system needs. A number of "Community Consultation" group meetings were held to obtain local interest group, value-based information about what types of programs are viewed as worth supporting. The types of entities the legislation mandated that DOC receive input from were represented in this process step. The task of these groups was to develop and explore ideas which could lead to the development of programs having high levels of public satisfaction. The program and policy input from these group meetings, along with other-state experience and DOC program design experience, were reflected in alternative system models that were developed in a later step. The Community Consultation Report is included as Appendix A.

Surveys of existing programs and criminal justice system users of programs were conducted to obtain information that served as the basis for an evaluation of current state and local alternatives to incarceration. Consideration was taken of factors that serve as barriers to the initiation or expansion of alternative programs. Estimates of the size of offender target groups that would be sentenced to alternative programs were also taken into account. This evaluation served to identify existing or potential problems of which users of the plan should be aware.

3. The third step involved identifying policy questions and developing objectives for the alternatives system in Washington. Many of the policy questions were of a nature that would not allow them to be answered or fully addressed in this plan. The major objectives for alternatives to incarceration are presented, as optional systems, in Chapter VIII of this plan.

A statewide advisory group, representative of state-level agencies and organizations and special interest groups, was formed and reviewed draft material produced in the planning process. A roster and a statement of the roles of the Statewide Advisory Group are included in Appendix B and C. The advisory group helped assure that general agreement and broad-based support for the principles reflected in the plan were sought. The statewide planning group was called on to evaluate options and recommend objectives for the alternative to incarceration system goals supported by the planning process.

4. The final step of the planning process involved a series of reviews by involved groups. A preliminary draft was reviewed by DOC and revised before being sent to the Governor's Interagency Criminal Justice Work Group. The legislation required that this body review the plan before its submission to the legislature. The Statewide Advisory Group reviewed the preliminary draft at the same time the Governor's Interagency Criminal Justice Work Group did. Necessary revisions were made in the draft following the Work Group's review. The plan also was reviewed by the Office of Financial Management before it was submitted to the legislature.

#### Uses of the Plan

The Alternatives to Incarceration Plan is a direct response to the legislative mandate of Senate Bill 4798. It will be considered by the legislature as that body deliberates about alternatives to incarceration. This plan is a tool to be used by the legislature as it sets policies related to alternatives to incarceration. While the mandating legislation refers to the plan establishing policies and determining what course of action should be taken, it can not do that. It can, however, provide information

and guidance to the legislature as it carries out its decision-making and policy-setting function.

This document may also be used as a planning tool by other agencies and individuals. It presents information that has not previously been collected or easily accessible. For example, it includes: an estimation of the number of offenders who could potentially be served by alternative to incarceration programs; a description and analysis of existing alternative to incarceration programs; an indication of the match between the supply and demand for programs in numerous locations throughout the state; and estimations of the economic impacts of making various changes in the housing and management of state prisoners. Local governments and alternative program service providers should find such information useful.

#### Data Adequacy

Is it important to call the reader's attention to certain timing and data factors that will be reflected in various sections of this plan. First, this study took place simultaneously with initial implementation of the SRA. Not only was this a time of great confusion and uncertainty, it was a time of great change. Conditions or services that were in existence at the beginning of the study were not necessarily operating at the conclusion of the study and vice versa. Second, the timing of the study precluded making inferences based on actual SRA sentencing experience. Finally, criminal justice data are far from perfect. Improvements, some of them dramatic, as is the case with the Washington State Offender Based Tracking System, are being made. But voids, gaps, and inadequacies exist. To the extent possible, well recognized data sources have been used. At times it has been necessary to combine a number of sources of information to get a relatively complete picture of a given situation.

#### C. Relationship of Sentencing Reform Act Sanctions and Alternatives to Incarceration

The SRA establishes five categories of sanctions: total confinement, partial confinement, community supervision, community service and fines.

The definition of each sanction is given in the law. Guidelines for converting days of total confinement of one year or less to partial confinement or hours of community service are also included. A strict reading of the law would limit alternatives to total confinement to these two options.

Given the historical use of probation, and various treatment stipulations as conditions of probation and parole, it is understandable that a broader interpretation of the term alternatives to incarceration is common. In addition, the concern about prison overcrowding encourages people to think about alternatives to prison more readily than they think about alternatives to jail. This is certainly reflected in the definition of alternatives to total confinement found in Senate Bill 4798. There, alternatives to total confinement means residential and nonresidential programs that meet the definitional requirements of the five categories of sanctions established under Chapter 9.94A RCW (the SRA) and that are operated by the department or local government entities to serve nonviolent offenders who have been convicted of crimes, in lieu of incarceration in state prisons or local jails.

The following discussion does indeed cover all five sanctions established in the SRA. But the scope is somewhat broader than either the SRA or Senate Bill 4798. A justification for this approach is the dynamic nature of the SRA. The following discussion also encompasses alternatives to prison, although the major focus is on alternatives to jail.

#### Total Confinement

Total confinement means confinement inside the physical boundaries of a facility or institution operated or utilized under contract by the state or any unit of local government for twenty-four hours a day, or pursuant to RCW 72.64.050 and RCW 72.64.060 (these statutes pertain to labor and honor camps).

The state's prisons, work camps, and honor farms qualify as total confinement, as do local jails. It is not uncommon for people to view work camps, honor farms and jails as alternatives to prison, although

each meets the definition of total confinement. This is also true for certain treatment settings, such as:

1. The programs for sexual offenders at Western State and Eastern State Hospitals.
2. The alcohol treatment program, Pioneer Center North. This is a long-term, minimum security alcoholism treatment program for involuntarily committed clients. A fence surrounds this institution and clients only leave the grounds under escort.
3. Portions of time spent in some residential drug treatment programs. Usually these programs stipulate that the client spend the first 30 to 90 days under "house arrest," also termed a "blackout period." During this period, individuals are unable to leave the facility, receive or initiate telephone calls, write or receive letters, or receive visitors. The goal is to "break" persons from their past associations and habits.

The sentencing ranges set forth in the SRA sentencing grid are expressed in terms of total confinement. The SRA stipulates that terms of confinement totaling more than a year need to be served in a facility or institution operated or utilized under contract by the state, whereas terms under a year shall be served in a facility operated, licensed, or utilized under contract by the county. There are exceptions possible in the cases of certain sex offenders or first-time, nonviolent offenders.

#### Partial Confinement

Partial confinement means confinement for no more than one year in a facility or institution operated or utilized under contract by the state or any unit of local government for at least eight hours each day with the balance in the community. The offender is required to report to the facility at designated times and may be required to comply with crime-related prohibitions.

Both state and county work release facilities qualify as partial confine-

ment. Some portions of time spent in residential drug and alcohol treatment programs might also qualify. Usually these programs operate a phased level of security where the supervision initially is very severe and the person is confined to the facility. Restrictions are gradually removed as the person progresses through treatment.

Partial confinement is an alternative to total prison confinement. In the case of persons sentenced under SRA to between one and three years, no more than the final three months may be served in a partial confinement setting. In cases of sentences of longer than three years, no more than the last six months may be served in a partial confinement setting. Whether or not this post-prison alternative to total confinement is used is a DOC administrative decision.

Partial confinement is also an alternative to total jail confinement for persons sentenced to less than one year. The SRA states that one day of partial confinement may be substituted for one day of total confinement. Although the SRA stresses the use of alternatives to total confinement for nonviolent offenders, it is clear in the law that the conversion of total confinement to partial confinement for violent offenders with less than one year sentences is also allowable. The sentencing judge decides whether or not the partial confinement sentence will or may be used.

#### Community Service

Community service means compulsory service, without compensation, performed for the benefit of the community by the offender. Current state law stipulates that the work be done for a unit of government or for a nonprofit organization which assists the poor or infirm.

Community service sentences are often used by municipal court judges in lieu of fines (in traffic violation cases, for example). Superior court judges have commonly ordered community service sentences in welfare fraud, burglary and drug cases. Such sentences have generally been arranged on an ad hoc basis through defense attorneys. The offender is interviewed by staff at the worksite and an agency placement

decision is made. The offender signs a contract to complete a specific number of contracted hours. The agency and the offender's probation officer may both monitor compliance. Offenders who fail to perform are either booked into jail or required to pay a fine. The use of community service by the courts has been sporadic. Only a few counties have had established community service work programs.

Organized community service programs provide offenders a structured environment in which to work off all or part of a court ordered community service sentence. Community service work programs not only furnish a supervised, task-specific, monitored work environment for offenders, they benefit the community through the work done by offenders and by serving an accountability function.

The SRA allows for the substitution of eight hours of community service for one day of total confinement, up to two hundred and forty hours or thirty days. The courts are encouraged to use such conversions for nonviolent offenders with sentences of one year or less. This is why many people feel there will be a marked increase in the number of offenders given community service sentences, and why it is important to have a structured environment in which they will serve their sentences.

All offenders sentenced to terms involving community service are to be under the supervision of the Secretary of the DOC or such persons as the Secretary designates.

#### Community Supervision

Community supervision means a period of time during which a convicted offender is subject to crime-related prohibitions and other sentence conditions imposed by the court. The SRA allows community supervision to be ordered in three instances: as part of a first-offender waiver sentence; if an alternative sentence conversion is ordered by the court; and with an exceptional sentence. At the same time, the SRA places some restrictions on community supervision that are not associated with traditional probation. The conditions of the community supervision sentence must be crime-related prohibitions, defined as orders prohibit-

ing conduct which directly relates to the circumstances of the crime for which the offender has been convicted. They are not to be construed to mean orders directing an offender affirmatively to participate in rehabilitative programs or to otherwise perform affirmative conduct.

Rehabilitative-oriented sentences are reserved for the first-time, non-violent offender. Under the section of the law dealing with this subject, it is made explicit that the court may impose up to two years of community supervision which may include, in addition to crime-related prohibitions, requirements that the offender:

1. Devote time to a specific employment or occupation.
2. Undergo available outpatient treatment or inpatient treatment not to exceed the standard range of confinement for that offense.
3. Pursue a prescribed, secular course of study or vocational training.

The court may impose up to one year of community supervision on all sentences of confinement for one year or less. In such cases, unless otherwise ordered by the court, the period of community supervision begins at the date of release from confinement. For nonconfinement sentences, the period of community supervision begins at the date of entry of the judgment and sentence. The supervision is to be by the Secretary of DOC or such person as the Secretary designates. Although not as explicitly as partial confinement and community service, community supervision serves as an alternative to incarceration. The Senate Bill 4798 requirement that this plan include an evaluation of current alternatives to total confinement, including probation-type services, reinforces the idea that community supervision should be used as an alternative to total confinement.

#### Fines

Fines means the requirement that the offender pay a specific sum of money over a specific period of time to the court. All offenders sentenced to terms involving fines are to be supervised by the Secretary

of DOC or such person as the Secretary designates. It is sometimes expressed that fines should not serve as an alternative to incarceration. Instead, fines are often viewed as an added sanction for individuals sentenced to total confinement or one or more of the above-described alternatives to total confinement.

#### Exceptional Sentences

The SRA allows the sentencing court to go outside the standard sentencing range if it believes there are aggravating or mitigating circumstances in the crime. The court decision to impose an exceptional sentence may be appealed by either the prosecution or the defense. Exceptional sentences alter the time requirements in individual cases. They may include any of the appropriate SRA sanctions.

#### D. Conceptual Framework

The immediate objective of Senate Bill 4798 is the production of a comprehensive plan for the development, implementation, and operation of alternatives to total confinement for nonviolent offenders. A longer term objective is the development of a system of community alternative programs that can be used by offenders who can best serve their sentences in the community without substantial danger to the community. This objective goes hand in hand with the SRA exhortation that alternatives to total confinement be given priority when sentences of less than one year are imposed on nonviolent offenders.

#### Jail Issues

Senate Bill 4798 calls for an analysis of the role local jails should assume in the implementation of the SRA. An analysis of this type calls for a review of the relationships between state and local government in providing total incarceration and alternative services to convicted offenders. Historically, local jails have served both convicted felons and misdemeanants in addition to pretrial detainees. Because it changes historical relationships between state and local governments, the SRA has the potential of drastically altering the way many jurisdictions

carry out their criminal justice responsibilities.

#### Limits of the Study

Criminal justice services are interrelated but may be placed on a continuum ranging from arrest to final discharge. Changing any part of the continuum causes changes in other parts. The Alternatives to Incarceration Plan is limited to those points on the continuum expressly mandated by Senate Bill 4798. It does not address the related issues of: detainee jail population relief through bail reform; displacement of misdemeanants, detainees and felons in the finite capacity of the jail system; competition between misdemeanants, felons and juveniles for community service sites; convicted misdemeanor jail population control through determinate sentencing; or the operational differences between the concepts of public safety, public satisfaction and victim satisfaction.

#### Alternatives To Incarceration System Goals

Although the mandate to develop a system of community alternative programs is very clear, the desirable characteristics of the alternatives system are not. In other words, neither Senate Bill 4798 nor the SRA set out goals that would serve as an adequate framework for planning. The need for such a framework became apparent as individuals and organizations expressing an interest in the alternatives planning project presented conflicting expectations for the study. In addition, it has been the experience in other states that evaluation of an alternatives system is greatly simplified if the system goals are clear. Therefore, project staff drew up a number of goals to set the stage for the planning called for in Senate Bill 4798. The initial goals were modified and amplified in response to information and insights gathered in the initial stages of the study. Finally, goal statements were reviewed and adopted by the Statewide Advisory Group prior to that group's consideration of optional alternatives systems for Washington State. Those goal statements are as follows:

To develop and maintain a supply of alternatives to total confine-

ment that provides a full spectrum of nonincarceration choices in sentencing felons: partial confinement, community supervision, community service and fines.

To develop and maintain alternatives to total confinement of sufficient quality that judges are confident sentencing felons to them.

To develop and maintain alternatives to total confinement that satisfy community needs for justice in the criminal justice system.

To develop and maintain alternatives to total confinement that satisfy the treatment and rehabilitative needs of convicted felons.

To administer alternatives to total confinement in a manner that encourages and utilizes substantial local participation in program development and implementation.

To administer alternatives to total confinement in a manner that assures quality programs and adequate accountability to the funding source(s).

## CHAPTER II

### BACKGROUND -- ALTERNATIVES TO INCARCERATION

Until very recently, most American penological innovation centered on the prison. For more than a century, penal reform has meant endowing correctional institutions with new names, plant designs, operational philosophies, treatment modalities, staff and inmates. To the fortress prisons of the nineteenth century we have added education, health and mental health programs. Vocational training and state-use industry have replaced the crank and the rockpile. The lockstep and the silent system have given way to Transcendental Meditation and group therapy. We have variously expected prisons to redeem, to break the spirit, to inculcate habits of industry, to educate, to train, to medicate and, simply, to quarantine.

Over time, our perception of what these institutions should accomplish has changed. But, until recently, there were few questions about who should be in prison. Criminals belonged there. The purpose of prison reform -- an American tradition nearly as old as the prison -- has endured: to help the institution do to the confined whatever society then felt ought to be done.

#### A. Purposes of Alternatives to Incarceration

What we have come to think of as alternatives to incarceration have nonetheless long been with us. Fines are among the oldest of penal sanctions. Probation has a long and venerable history. But these sanctions, whatever their initial design, have seldom been used for persons who were otherwise prison-bound. The penitentiary was the heart of the American system of social control.

In the period following the end of the Second World War, our attitudes towards imprisonment underwent a fundamental change. Social consensus over the response to crime deteriorated as did faith in basic political,

religious and social institutions. An awakened sensitivity to the plight of minorities spotlighted the fact that prisons were disproportionately occupied by the poor, the black and the brown. Newspaper stories which followed riots and the exhumation of apparently murdered inmates told citizens that prisons were places of not only punishment but sometimes degradation and lawless terror as well. Social scientists, with renewed interest and more sophisticated tools and techniques, turned to criminology as never before. The new evaluation literature produced the "nothing works" doctrine and caused a seasoned correctional administrator to publicly remark that he often wished that violators were never caught, because "...too often they become worse in our care" (President's Commission on Law Enforcement and Administration of Justice, 1967).

One scholar surveyed the earnest reforms of the decades and solemnly pronounced the history of correction "a graveyard of abandoned fads" (Martinson, 1976). The American infatuation with the prison, always ambivalent, was over. Attention shifted to alternatives to incarceration. The optimism over the malleability of human character which spawned the modern prison moved outside the walls. Old non-prison penalties were re-examined, and new sanctions were sought. The President's Task Force on Law Enforcement and the Administration of Justice declared in 1967 that imprisonment should be used sparingly, and that wherever possible offenders should be diverted to community programs. Model penal codes produced by the American Law Institute and the National Council on Crime and Delinquency placed major restrictions on incarceration. The National Advisory Commission on Criminal Justice Standards and Goals issued a 1973 report which would have virtually restricted imprisonment to violent offenders and which called for a ten-year moratorium on prison construction.

Prison populations generally did decline in the late 1960s and through much of the next decade, even during periods in which the reported crime rate rose. State and local program development was stimulated by grants from the Law Enforcement Assistance Administration, the National Institute of Mental Health and other federal agencies. Most large jurisdictions developed community corrections or alternative to incarceration programs.

Then, in the late 1970s, reported crime rates and fear of crime soared.

Frustrated citizens displayed less tolerance for offenders. Minority communities spoke less often of political prisoners. With increasing frequency they demanded more police protection. Courts committed record numbers of felons to prison, and parole boards sensitive to public outrage kept them there longer than ever. Some alternative programs survived economic retrenchment, but many fell victim to competition for scarce public dollars.

In the 1980s more Americans than ever -- by number and proportion -- are behind bars. Confronted with bulging prisons and epic budgetary pressures, public officials look to alternatives for relief. For most, the optimism over treatment outcomes has diminished. The rehabilitative potential of programs is seldom mentioned. Reform is now driven primarily by pragmatism.

Throughout all this, it is apparent that the relevant terms -- community corrections and alternatives to incarceration, which are sometimes used interchangeably -- lack specific meaning. Small prisons located in urban or suburban areas are often labelled "community correctional centers." Many programs hailed as alternatives to incarceration deal primarily with offenders who would have received another nonsecure sanction in their absence (a problem to which we will return later).

There are also different stages at which alternatives may be utilized and by which they may be classified. Generally, there are pre-trial, sentencing and exit alternatives. Pre-trial alternatives are used to minimize pre-trial detention and prevent a subsequent sentence of imprisonment. Examples of these are summons and citation release, bail, release on recognizance, third-party release and home detention. Pre-trial diversion, deferred prosecution or acceptance of guilty plea/sentencing and mediation are other program models.

Sentencing alternatives are those used by the court in lieu of prison and include probation, restitution, fines and others which will be discussed later. This category also includes mechanisms to provide judges with information to support the application of alternative sanctions.

Exit alternatives are applied after some period of incarceration and are usually the result of administrative rather than judicial discretion. These are probably the best known programs. They include halfway houses, work release, furloughs and parole.

Within all this variation, how do we approach the subject? First of all, for the purpose of this discussion alternatives to incarceration are only those procedures, processes or programs which accommodate offenders who in their absence would go to jail or prison or, if already there, remain incarcerated. While in the survey and planning portions of this work we focus on programs that meet the definition of alternatives to total confinement found in Senate Bill 4798, at other times we use the term alternative for any program that is a substitute for total confinement.

Second, we recognize that pre-trial alternative (diversion) programs have indirect effects on incarcerated populations and on sentencing and exit options. For example, effectively using alternatives to incarceration for unsentenced prisoners provides space in local facilities and flexibility in dealing with sentenced offenders. This discussion, however, will concentrate on sentenced felons and, therefore, on sentencing and exit alternatives.

The purpose served by alternative programs is an overarching concern which must be resolved by society itself. We do not pretend to settle the issues here. Alternatives to incarceration may serve humanitarian goals by providing effective social control with minimum cost in human terms. Despite the discouraging results of the early evaluation literature, there is new evidence that carefully designed treatment programs in the community may indeed steer some persons away from crime (Sechrest, et al., 1979, and Martin, et al., 1981). There is support for the opinion that alternative programs, if fully used, could limit the staggering costs that will be incurred if prison populations continue to grow as they have in the past five years. And they may ameliorate the population crisis which already exists and which increases the severity of all challenges to effective correctional administration.

What alternatives to incarceration are needed, and how and where they are implemented, flows directly from a fundamental public policy debate on crime and punishment. To amend the penal policy presumes there is a penal policy. The contemporary context, unfortunately, includes substantial ambivalence towards the criminal justice system. In the absence of clear social consensus on the response to crime, this study recognizes that alternatives to incarceration may serve in varying proportions all of the purposes listed above. The data and observations which follow help to clarify some of the issues in the continuing public debate regarding crime control.

## B. Alternative To Incarceration Strategies

### Community Supervision

Probation is the best known and most used alternative to incarceration in the United States. On September 1, 1976, there were almost 1.5 million persons under community supervision in this country. Of these, almost one million were adult probationers.

Probation can be an independent sentence, or offenders may be placed on probation along with the suspension of a jail or prison term. It may be administered as simply the (conditional) absence of incarceration; or it may be coupled with numerous treatment options and collateral penalties. Philosophically, probation may focus on deterrence and incapacitation, in which case the objective is surveillance and control; or it can be treatment-oriented, with an emphasis on counselling, support and service brokerage. These approaches may be embraced wholesale by any administrative unit, or both may be applied to different types of clients within the same office.

### Third Party And Contract Agreements

The basic concept of probation has not changed since its ostensible beginning in a Boston Police Court at the behest of a cobbler, John Augustus, in 1841. Numerous variations on the theme have, however, emerged. In contract probation, the offender and the probation officer -- rather than

the court -- negotiate a performance contract with specific, measurable goals. In third party probation, an individual or group volunteers to assume responsibility for an offender assigned to their custody. Typically, the third party will provide support and encouragement as well as help finding employment, education, vocational training, housing, medical care and other services.

#### Differential/Intensive Supervision

The separation of whole caseloads into groups requiring different levels of control or help, depending upon the predominant administrative philosophy, has been tried in many jurisdictions. It is a basic management strategy for maximizing the use of scarce resources. Its minimum requirement is an assessment instrument to segregate offenders at intake and place them into appropriate categories. All offenders can be initially placed into the highest level of supervision and gradually phased through diminishing levels of control. Or a discriminating function may be applied immediately to sort offenders into initial classes according to perceived risk. Generally, such systems specify a schedule of contact requirements at each level.

Washington initiated an Intensive Parole Program in June 1976 to provide a well-structured alternative to incarceration for low-risk committed felons. This followed a 1974 Department of Social and Health Services (DSHS) report which concluded that 21% of those sentenced to prison could be immediately paroled without jeopardizing community safety. The following year, another study by Mathematica, Inc. estimated that 14.1% of all incarcerated felons in the state could safely be placed on immediate parole. A 1981 evaluation by the DSHS Analysis and Information Services Division found that the program exceeded its goals. In 1979 the program was expanded to include probationers, many of whom would have been incarcerated if intensive supervision were not available.

#### Volunteers

The use of volunteers in probation increased during the 1970s. Trained

volunteers can free professional staff for field supervision by assuming some of the administrative and clerical burden. Many programs, however, use volunteers in a one-to-one role as caseworkers. In some places they substitute for professionals on low-risk caseloads, and some jurisdictions have used them in high-risk cases.

Washington was a leader in the use of volunteers during much of the last decade. The program deteriorated badly, however, and efforts to rebuild a strong volunteer component in the Community Services Division of the Department of Corrections (DOC) are underway.

#### User Fees

Just as residential facilities commonly charge for room and board, some probation departments have begun to charge offenders for services. Alabama, Florida and Oklahoma have legislatively mandated supervisory fees for probationers. An order of the Colorado Supreme Court in 1978 required supervisory fees for probationers and set separate levels for misdemeanants and felons. In all, nine states report the use of such fees, with sums varying from \$2.00 per month to \$2.00 per day. There seem to be few claims that these fees have a salubrious effect on either the programs or probationers' morale. They do, however, produce revenue for community supervision during a time of fierce competition for funds.

The Washington State Legislature has acknowledged and endorses the use of this resource. The Sentencing Reform Act of 1981 requires that persons placed on community supervision pay an assessment of not less than \$10 and not more than \$50. The exact amount of the assessment is to be determined by DOC by rule, and numerous exemptions are established.

Considerable revenue is at stake. DOC now has more than 17,000 individuals under community supervision. Universal application of this law and aggressive management by DOC could potentially produce a sizable sum.

#### Supported Work

Several specialized probation programs have been developed in recent years

to address needs that are common to many offenders on probation. They are based on the hypothesis that certain social deficiencies increase the likelihood that offenders are higher probation risks. Poor work histories are frequently encountered. The Vera Institute of Justice in New York City formed a company, the Wildcat Service Corporation, to provide jobs for probationers, parolees and others. Wildcat specializes in conservation and cleaning projects, making street barriers and some clerical work. Participants are expected to move eventually into non-subsidized jobs in the community. A 1978 evaluation found that Wildcat returned more than its \$9,130 per capita cost via work value, reduced welfare expenditures, taxes paid, reduced arrests and victim losses. Company revenue, once largely limited to foundations and the federal government, now comes increasingly from client agencies (Friedman, 1978).

New York City government also developed a supported work project, the Transitional Employment Program (TEP). Drug addicts in treatment are placed by TEP in one-year slots as community service aides. They are assigned individually, as opposed to Wildcat's workcrew structure, to clerical, research assistance, pest control, janitorial and social service positions. Evaluation revealed, compared to Wildcat, somewhat lower costs for TEP (Friedman, 1978).

The New York programs are probably the largest, but supported work has been used elsewhere. In El Paso, Texas, the probation department operates a job-training program for unmotivated, young probationers with poor work skills. Project WORK (Willingness, Opportunity, Reward, Knowledge) utilizes contracts with a private, nonprofit agency which provides training slots in auto repair, carpentry, welding and so forth.

#### Community Service

The community service sanction places offenders in unpaid positions with nonprofit or tax-supported agencies to work a specified number of hours as punishment. Community service orders seem to be used with growing frequency in the United States and abroad, often without the benefit of law.

Sentences requiring community service are popular for a variety of reasons. They place responsibility squarely on offenders, requiring them to repay the community for the insult of the crime. By providing services, they may compensate society in a way which would otherwise be impossible. These offenders are spared the stigma of prison, and the public is spared the costs of confinement.

Great Britain pioneered the use of community service orders. A 1972 criminal justice act intended to slow the growth of the English penal system began the practice as an experiment. Community service was one of several mandated programs aimed at diverting prisoners. A two-year experiment in six jurisdictions tested a referral and placement system that was so effective it was made a national program. The sanction has been extensively used since. More British offenders received community service orders than suspended or deferred sentences in 1976 (Harland, 1980). It was expected that community service dispositions would exceed probation by the early 1980s.

The British system explicitly targets individuals who would otherwise be imprisoned. Work is usually scheduled in the evenings and on weekends to prevent conflict with paying jobs. Newton (1979) has stated that sentences range from 40 to 240 hours, and those of 100-240 hours duration are considered to be the equivalent of one year's confinement. These programs are administered by the Probation and Aftercare Service in concert with community organizations. The sanction is a sentence in its own right, however, and not a condition of probation. It is estimated that, currently, some 800 offenders are doing mandated community service work in Great Britain each Saturday.

In the United States, community service has commonly been restricted to misdemeanants, traffic and minor felony offenders. It is more often than in England an alternative to fines or an adjunct to probation, and it is usually administered in conjunction with probation. Alameda County, California, is generally credited with creating the first modern American community service project. That program, begun in 1966, accepted only indigent female traffic offenders, who were allowed to work off their fines through unpaid work. The idea was popular, and variants of it

emerged around the country. Between 1978 and 1981, the Law Enforcement Assistance Administration disbursed \$30 million to establish community service programs in 85 sites.

No one knows how many of these programs exist today. Many perished with the end of federal support. Others have continued with a combination of foundation and local government funding. There are indications that the sanction is thriving in hard times. More than 55 programs have been recently counted in California, with eight in Los Angeles alone. Referrals to some of these programs have reportedly increased 200% per year. In Quincy, Massachusetts, the demand for placements by using agencies has exceeded the number of court referrals.

The source of the apparent boom in sentencing to community service is not clear. One reason may be that, by 1981, 13 states had passed laws authorizing community service for traffic offenders, notably drunk drivers. Criminal justice personnel in California surveyed by Corrections Magazine in 1982 estimated that one-half to two-thirds of those in such programs were drunk drivers. There is some concern that this group may squeeze out other offenders.

This usage pattern threatens the utility of community service as a punishment for serious felony and misdemeanor offenders, as it is used in Great Britain. First, the programs have a finite capacity. Excessive volume and limited funding are likely to decrease completion-of-service rates and damage the credibility of the sanction. Also, when judges, prosecutors and the public see community service primarily as an option for mostly middle class and white defendants, others are likely -- by default -- to head for jail.

Much evidence suggests that community service may be headed that way. Several evaluations have revealed programs which deal almost exclusively with offenders who are unlikely candidates for imprisonment. The National Assessment of Adult Restitution Programs, which included community service in its study, concluded that, "In almost every .... program, [it] has been used in an add-on fashion, even where the original program objectives included reducing the intrusiveness of the system" (Galaway, Hodson and Jovack, 1980).

These studies are not definitive, but the risk appears to be substantial. If this tendency is not countered, community service sentencing may become, in the words of the Vera Institute's Douglas McDonald, "another of those fads that California periodically sends out to the nation and [which] then falls into disuse and disfavor after enjoying great popularity." (McDonald, 1984.)

There are indications, however, that serious cases are being successfully referred to community service in some locations. The Community Restitution in Service Project (CRISP) operated by Pima County, Arizona, was designed as an alternative to incarceration, fines and money restitution. Virtually all of its participants are felons. One-third of the clients in the Solano County, California, Volunteer Work Program were convicted of felonies for which they could be imprisoned. In Georgia's Probation Diversion Centers, community service is part of a program combining community work with intensive, residential supervision of probationers.

Prisoners and Community Together, Inc. (PACT) in Porter County, Indiana, accepts persons convicted of Class A (more serious) misdemeanors who were initially sentenced to jail. Some of PACT's programs accept only convicted felons or misdemeanants whose offenses were pleaded down from felonies. One-third of PACT clients have prior convictions. The program estimates that half of its clients would be in jail or prison if the community service program did not exist. The Off Days Sentencing Program in Dade County, Florida, converts jail sentences to weekend service work after an initial one night in jail. The initial impetus was to prevent offenders' job loss through absenteeism.

The Community Service Sentencing Project operated by the Vera Institute of Justice in New York City is possibly the best example of thorough use of the sanction as an alternative to confinement. Begun as a pilot project in the Bronx in 1979, the program spread to Brooklyn in 1980 and, in the face of a massive jail crisis, to Manhattan in the spring of 1981. The Vera eligibility criteria assured a relatively hardcore clientele. First-time offenders were excluded. Of the 260 in the pilot group, one-third had felony convictions, and as a group they averaged 2.5 prior convictions. Ninety-five percent were Black or Hispanic. Almost all were unemployed

at the time of their arrest. Most were in their mid-20s, and at least a third had evident drug or alcohol problems. Vera's research indicates that 42% of them would have been jailed without the program (Greene, 1983).

These offenders spend 70 hours each -- regardless of offense -- on work crews managed by Vera supervisors. They have cleaned up senior citizens' centers and neighborhood parks; they have repaired playground facilities; and they have demolished condemned structures and carried away debris. Because the work is mostly undesirable, little union resistance has been encountered.

Vera monitors compliance carefully and works closely with the N.Y.C. Police Warrant Squad to secure the resentencing of those who fail to perform. As a result, the project claims a compliance rate of 85% to 90%. The Vera Community Service Sentencing Project now processes over 1,200 offenders per year at an average cost of \$750 each.

#### Restitution

Restitution refers to the compensation of the victim by the offender. In some programs offenders make direct payments to the victim. In others, they pay into a central fund which disburses the payments. It is a financial penalty, but the victim, rather than the state, is the beneficiary. Like community service, it emphasizes personal responsibility and accountability. Even more than community service, restitution appears to be a collateral penalty; that is, it is usually a condition of probation or, improbably, an addition to a jail or prison term. Restitution is sometimes a condition of a suspended sentence (Oklahoma) or a condition of placement in a pre-release or community residential facility (Arkansas, Georgia, Mississippi and North Carolina).

A recent national review by Chesney, et al. (1978) identified 54 restitution programs in the United States and its territories. Of those, 35 were nonresidential and 19 were residential. Twenty-six were administered by state government, 19 by county probation departments and four by local prosecuting attorneys. In most of these programs, restitution was

not the sole sanction. Most often, it was a condition of probation. In some cases, probation was terminated as soon as repayment was completed.

#### Fines

Fines penalize by reducing temporarily an offender's standard of living. Their use in the United States has not changed appreciably in many years. In some other countries, however, fines are being applied to a broader range of criminal offenses. Monetary sanctions are one of the most used penalties in Europe. In England fines are authorized for virtually every offense but murder. They are now applied to one-quarter of all offenses in Denmark. Fines were levied in 83% of crimes in Sweden in 1976. Two out of three offenses in Holland result in fines. Australia, Japan, Finland, New Zealand and West Germany make extensive use of fines. Closer to home, the Canadian penal code authorizes the substitution of a fine for imprisonment for all offenses with the exception of those carrying a penalty of more than five years in prison.

The pre-eminence of the fine in the penal system of so many nations appears to be the product of explicit policy decisions. Fines are clearly punitive. They can be tailored to the severity of the offense. They can be designed in a socially equitable fashion. The collateral consequences of a fine are usually less than incarceration, and they limit the state's intrusion into private lives while preserving its right to control certain behavior.

Many offenders' limited ability to pay has decreased the utility of fines in the United States and raised social justice issues as well. Fines tend to impose disproportionate burdens on people of different income levels when they are set by law, as they generally are in this country. This approach tends to disqualify low income persons from consideration, boosting by default their candidacy for jail. For the upper middle class, fines can be seen as an occasional "tax" for criminal behavior. A particular fine may be beyond the means of one offender but merely an inconvenience for another. A similar fine for a brain surgeon and a waitress, for example, does not dispense a comparable amount of punishment for a given crime.

This problem has received more formal attention in other countries, notably in the form of the "day fine." The concept appears to have begun in Finland in 1921. The term "day fine" derives from the procedure wherein an offender's income is calculated as a per diem amount which is then multiplied by a factor representing the gravity of the offense. The result is a varied scale which accurately adjusts fiscal penalties to both crime severity and the offender's ability to pay. As a result, day fines can have a similar impact on persons of different means. To Europeans, this makes them more palatable and more useful for a broader range of criminal behavior.

Noncompliance is a major issue in the use of fines. Traditionally, in this country incarceration has been used to enforce payment. The U.S. Supreme Court, however, has ruled that an alternate resolution must be sought prior to jail. Imprisonment is available as an option in other countries as well but is seldom used. Compliance issues should be minimized where the fine is adjusted to the offender's resources in the first place, as in the "day fine" system. In addition, a management structure to deal with missed payments may help -- that is, some degree of noncompliance should be expected, and the system should be prepared to respond quickly and appropriately to it. In some cases, it may be advantageous to convert fines to community service when it is apparent that offenders are not simply obdurate but lack the ability to pay, as is done in Saskatchewan's Fine Option Program.

It may be that American offenders are less financially responsible than their counterparts overseas. It is possible, however, that financial penalties have not received optimal use. But fines in this country have not generally been designed to maximize the capabilities of this old punishment.

#### Partial Confinement

Supervised community residence, or "halfway houses" as most forms are known today, is likewise not a new program. The almshouse or jail was often a cottage industry of sorts in colonial America, and public payment to families to house the poor, the infirm and, even, the criminal ante-

dates the prison. In more recent times the halfway house has emerged as a method of easing the transition from total confinement to community life. Such programs are operated by both government and private agencies under a variety of philosophies. Some provide only bed and board while placing full responsibility on residents for obtaining a job and maintaining lawful behavior. Others provide a rich mix of treatment opportunities, and some brand themselves, as a whole cloth, "therapeutic communities."

Most such programs have been of the "halfway out" variety, providing offenders with a form of phased release into the community. Increasingly, however, "halfway in" residences have been developed to provide placements for persons who require more control or supervision than probation affords but who do not require prison. Partial confinement in a community setting -- which in some cases is a section of a county or city jail -- may therefore be the last phase of a term of incarceration or a complete sanction in its own right.

Placements of either type have increased markedly over the past 20 years. In 1971 the U.S. Bureau of Prisons released 19% of its inmates through community facilities, generally operated by purchase of service contracts. In 1978 it discharged 46% through these programs. The states made increasing use of work release, education release, pre-release, conditional release and similar programs in the 1970s. Some 400 public and private adult residential aftercare facilities were identified in a 1978 survey, and recent projections suggest they now serve 30,000 to 40,000 offenders each year (Hylton, 1982). Evaluations of these programs have generally found that they are effective: that is, they lower the cost of correction without appreciably increasing the risk to the public. Research in some areas has suggested that community-based reintegration programs of this type have had a positive effect on post-prison behavior (recidivism).

In the 1980s, correctional administrators are often wary of recidivism data. Community corrections facilities have also been plagued by lack of funds, questionable management practices, and concerns about their fostering net-widening instead of serving as alternatives. There are, however, a plethora of justifications for community residential facilities.

- They are more humane than incarceration.
- They are less disruptive of positive social ties (family and jobs) which some offenders have.
- They are more compatible with other collateral sanctions, such as fines, community service and restitution.
- They are often less costly than imprisonment, especially when offenders' contributions to room and board, family support and taxes are considered.
- They fill a gap in the continuum of social control, providing more supervision than probation but less than prison or jail.
- They substantially restrict the freedom of offenders and are therefore generally seen by residents and the community as punishment.
- They can be designed with varying levels of security and treatment modalities to accommodate many types of offenders.
- They can be publicly or privately operated.
- They can readily conform to community standards and are more flexibly operated than institutions.

The development of these programs in the 1960s and early 1970s was based primarily on humanitarian ideals and high treatment expectations. Cost was usually an ancillary factor. Recently, community placements have been accelerated by severe prison and jail overcrowding and the rapid growth of crime control budgets. Michigan, for example, was the first state to legislate an emergency powers act to control prison populations. The same pressures led to the development of a network of halfway houses for persons approaching parole. In 1978 the Michigan Legislature also allocated \$1.2 million for a series of halfway houses for young, felony probationers who might be sent to prisons. The Michigan Department of

Corrections formed a Community Alternatives to Prison Program (CAP) to administer these funds by telling local communities about the availability of money and to provide technical assistance in program planning and implementation. Thirteen such programs were operational in 1980, and more are planned.

The existence of a community corrections network and an emergency powers act together may suggest that community programs will not prevent prison overcrowding. But it may be that the Michigan early release legislation might have been triggered many more times than it has been were the residential network not in place.

While community residential facilities have historically been used primarily to provide a transition from total confinement, they have real potential as substitutes for incarceration. This will require a dedicated management structure, clear program identity and theory, trained staff, appropriate classification/referral mechanisms and routine evaluation -- in short, those things which militate towards success for any correctional program. Funds, of course, are required. With these attributes, there is every indication that community residential programs can adequately accommodate a wider range of felony offenders.

#### Multimodal Programs

A substantial number of new programs defy categorization in conventional terms, because they combine several distinct concepts. Alabama's Supervised Intensive Release (SIR) program, for example, is an early parole release model begun in 1983. It allows the placement of select inmates, after at least 90 days confinement, in their homes under intensive supervision which focuses on surveillance, job placement and maintenance. Restitution and/or community service (a minimum of eight hours per week) are required, and offenders must pay a supervision fee as well. By law, victims must receive written notice one week prior to release and prosecutors get two weeks notice. Five supervisory contacts per week are required, including job site visits. A home curfew is strictly enforced. The placement is considered an extension of confinement. Alabama classifies it as nonresidential work release. But clearly, it contains

the elements of many others programs as well.

Oklahoma created a Specialized Offender Accountability Program in 1983. It requires that nonviolent offenders placed on early parole have a personal plan which includes intensive supervision, restitution, community service, employment, urinalysis and a curfew. Special conditions may be established pursuant to a professionally conducted mediation session with the victim, allowing the latter to play a key role in the determination of sanctions for the offender. Young (age 18-22) candidates undergoing screening for the program are placed in the Regimented Inmate Discipline Programs (RID) at the state reception center prior to release. They are subject to stringent rules and requirements such as the following: physical conditioning, rigid dress code, rigid grooming/hygiene standards, limited personal property, structured leisure activities, controlled movement, strict cleanliness standards, early lockdown, and minimal idleness. These inmates may also be compelled to participate in substance abuse education, Alcoholics Anonymous, Narcotics Anonymous, adult education programs, and various life skills training classes.

Perhaps the best example of a multimodal program is provided by Florida. The Community Contract Program begun there in 1983 combines intensive supervision, by special "community control officers," who handle only those cases, with community service, restitution, fine payment, mandatory participation in self-improvement programs and payment of a supervisory fee. Community control officers operate in teams to ensure daily contact, including evenings and on weekends. With the exception of presence at specified activities, the program constitutes virtual house arrest. The target group is non-forcible felony offenders who would otherwise be imprisoned. Probation and parole violators are also screened for participation in lieu of committal to prison. Offenders in the program may be required to: submit to and pay for urinalysis, breathalyzer or blood specimen tests whenever so ordered; maintain an hourly accounting of all activities on a daily log; and file a monthly report. These restrictions are meant to substitute for the loss of freedom inherent in incarceration.

These programs are emblematic of the genre. Others, while primarily of one type or another, also combine several treatment modes to a lesser

degree. This appears to be a trend. Correctional programs seem increasingly likely to apply at once several techniques or procedures. As a group, they tend to emphasize offenders' responsibility for their own behavior, to present an overtly punitive profile but to combine aspects of both punitive and therapeutic programming.

Perhaps this is a response to the lack of consensus over how to respond to criminal offenders. No dominant theory on the treatment of criminals has emerged to fill the current vacuum. Also, many of these programs are the results of initiatives to relieve prison overcrowding. Such programs are likely to contain people who were, or would have otherwise been, incarcerated. Extensive programming may be an attempt to approximate the levels of control and supervision provided by incarceration. It may also represent an adaptation to society's generally punitive contemporary mood. Throughout these programs' design, one senses a determination to make sure that offenders and the public recognize that these programs, though not imprisonment, do constitute punishment.

#### D. Community Corrections Legislation

This statutory genre can be traced to California's Probation Subsidy Act of 1965, which provided funds to counties as an incentive to reduce commitments to state institutions. Past commitment patterns were used to develop quotas, with annual adjustments for population changes. To be eligible for subsidy funds, counties were required to commit fewer than the stipulated number of offenders. The total subsidy was \$4,000 times the number under the quota. Probation Subsidy resulted in annual reductions of 3,000 to 5,500 commitments per year to California prisons from 1967 through 1976. At its peak in the early 1970s, it provided \$22 million yearly to 74% of California's 58 counties.

Washington enacted a similar program, the Probation Subsidy Program, in 1973. While the law provides for the state to share in the cost of local correctional programs and requires the state to develop rules and procedures for disbursement, in fact the law was part of a pilot project to dispense federal funds provided by the federal Law Enforcement Assistance Administration (LEAA). Only five counties received the funds,

which ended with the demise of LEAA (Patton, 1975). Only one of the projects, a pretrial diversion program in Snohomish County, continues today with state funds. The Sentencing Reform Act renders this law inapplicable to felonies committed on or after July 1, 1984.

Since 1970, at least eleven states -- Colorado, Georgia, Indiana, Iowa, Kansas, Maryland, Minnesota, Ohio, Oregon, Utah and Virginia -- have enacted similar legislation.

Like alternatives to incarceration, the concept of community corrections legislation lacks precise meaning. State community corrections acts have diverse goals and objectives. There does seem to be at least one common thread in all of them: a mechanism to transfer state funds to local government to encourage development of local correctional services. The means to accomplish this varies considerably among the states as does the degree of success. Oregon and Kansas use a dual system. State funds provide an incentive, but those subsidies can be reduced (through charge-backs) if counties commit more than a stipulated number of offenders. Other states, such as Minnesota and Utah, have attempted to directly affect sentencing practices by the establishment of sentencing grids. Other states, like Colorado and Iowa, have depended more on the legislative establishment of sentencing alternatives in addition to probation and prison to encourage different sentencing practices.

The American Correctional Association (1982) has defined community corrections legislation as "a statewide mechanism through which funds are granted to local units of government to plan, develop, and deliver correctional sanctions and services at the local level." Such legislation, it declares, usually has eight key elements.

1. A clearly defined target group of prison-bound offenders.
2. A subsidy to a local unit of government.
3. A performance factor or enforcement mechanism.
4. Local involvement in planning.

5. An annual comprehensive plan.
6. A formula for calculating subsidy amounts.
7. Voluntary participation on the part of localities.
8. Restrictions on use of subsidy funds.

This format is helpful but not definitive. Because they have different objectives, these statutes are difficult to compare. Some mandate a high degree of local planning, while others do not. Some, like Minnesota, distinctly encourage the development of innovative, community-based rehabilitative programming, while others tend only to enhance probation. Some delegate considerable authority, yet in others complete control over correctional decisions remains with the state. Many have diverted very few offenders from prison.

Analysis is complicated by the lack of agreement about what community corrections is. Denhardt (1980), in an evaluation of community corrections in Kansas, defined community corrections as an approach to handling offenders that has the following four elements: decentralization of authority from the state to local levels; citizen participation in program planning and policy making; deinstitutionalization of offenders; and an emphasis upon rehabilitation through community programs. Lauen (1982) used this definition to examine states' implementation of the community corrections act concept. He found considerable variation among the states on all four of these variables. While Lauen's analysis is not complete -- he does not examine all relevant states -- it is helpful in assessing what structural aspects of legislation are associated with what outcomes. The diversity of these impacts carries a major implication: that, to be successful, community corrections legislation should not be too diffuse. Laws that intended population reduction, for example, but concentrated on planning and local involvement have had marginal impact on the original problem. The lesson is that community corrections legislation cannot be all things to all people. The aims of effective law must be explicitly tied to clear policy objectives.

Further information on community corrections legislation will come from a multi-site evaluation now being conducted for the National Institute of Justice. This evaluation should be completed next year. As in the earlier works, however, interpretation will probably be complicated by the diversity of objectives, administrative mechanisms and implementation processes.

E. Washington State Community Acceptance

As evident from the foregoing discussion, one type of alternative program may be readily accepted in one state but be judged completely unsuitable in another. To a lesser degree the same can be said about different localities in a given state. The drafters of Senate Bill 4798 acknowledged this fact. Section 7 requires the alternatives to incarceration plan to reflect regional differences. Further, the department was instructed to consult with and receive input from affected agencies, organizations, service providers, and individuals working at the regional level.

To accomplish this mandate DOC asked special interest groups and individuals in different geographical areas what they saw as the most desirable alternatives to incarceration. Most groups and individuals were reached through the Community Consultation effort, which is reported on in the Appendix. In addition, staff presentations were made to the Washington Jailers Association, the Washington Association of Sheriff and Police Chiefs Association, and the Washington Association of Counties. Informal contacts were made with numerous interested individuals. In all cases, peoples' opinions on alternatives to incarceration were solicited. Informal responses provided valuable contextual information for this study. They also aided in the the development of the jail operations models and the optional alternative to incarceration systems models presented in Chapters VII and VIII.

As seen in Table 1 and discussed below, a number of program strategies or program elements would be acceptable to different Washington communities. Most of them have the potential for encouraging the use of alternatives and/or enabling them to run smoothly. Many of them require

Table 1  
PROGRAMS RECOMMENDED BY THE  
COMMUNITY CONSULTANTS -- RELATIONSHIP TO  
THE SENTENCING REFORM ACT SANCTIONS

Sanction	1st time non-violent offenders	Repeat non-violent offenders	Exceptional Sent. Offender
Total Confinement			
. Jail	X	X	X
Partial Confinement	X	X	X
. Residential Community			
. Service Work	X	X	X
. Indentured Work	0	0	0
Community Supervision	X	X	X
. Treatment	X	0	X
. Education/Training	X	0	X
. Restitution	X	X	X
. House Arrest	X	0	X
Community Service Work	X	X	X
Fines	X	X	X

Not addressed in the Sentencing Reform Act: prevention, public education and joint state/local ventures.

X = Provided for without legislative change; may need resources.

0 = Requires legislative change; may need resources.

some minor modifications of the Sentencing Reform Act or other existing laws which may inhibit if not prevent their use. Some of the programs have fiscal impact, but in the main the fiscal impact is relatively low or represents the potential of cost savings or at least cost avoidance. When people were asked about desirable alternatives to incarceration, no constraints were placed on them. Therefore, it is not surprising that community opinion is not exactly complementary with SRA provisions.

Identifying Alternatives As Sanctions Of Choice

Many of the community consultants felt that in the course of refinement and amendment of the Sentencing Reform Act of 1981 (SRA), the strength

with which the use of alternatives is stressed as the sanction of choice has decreased. To encourage the use of alternatives, they proposed that the prosecutor's office, the defense counsel and DOC jointly recommend to the court the use of alternatives to total incarceration, in either the jail or prison, for all convicted offenders with sentences of two years or less.

#### Nonsecure Total And Partial Confinement Facilities

A number of community consultants proposed the use of nonsecure facilities. These facilities would be residential facilities for offenders who do not represent a threat to the community. While lodged in these facilities, offenders may receive counselling, training, and participate in community service work programs. The high cost of secure construction and a custody staff would be avoided.

These facilities would provide a feasible alternative for offenders who are too young or too poor to have sufficient resources or community support to meet the requirements of regular community supervision, community service work, fines and/or restitution.

#### Include Substance Abuse Treatment As A Crime-Related Prohibition

The apparent de-emphasis of treatment concerned many of the community consultants. Currently the SRA, except in the case of the first-time, nonviolent offender, precludes requiring substance abuse treatment as a component of a sanction. By legislatively expanding the eligible population, a number of the existing substance abuse treatment programs could continue to play a significant role as alternatives to incarceration.

#### Noncompliance Commissioners

Under the current language of the SRA, individuals who violate the conditions of their court ordered sanctions are subject to return to the committing court for the imposition of up to 60 days of total confinement for each violation. The opinion was expressed that in some jurisdictions the use of the superior courts for this function will severely

clog an already overcrowded court system. It was suggested that consideration might be given to modifying existing law to permit district courts to appoint commissioners to hear these noncompliance cases. These commissioners would have the authority to impose up to 60 days of total confinement. The commissioners' decisions would be subject to review by the superior court. By making the language permissive, local jurisdictions could appoint commissioners if their court docket load warranted.

#### Day Fines

In many places throughout the state fines are rarely used as a sanction and more rarely used as a single freestanding sanction. Typically, they are only applied to those who can afford the fines or in combination with other sanctions. Judges have expressed their concern about the equitable use of fines and the limited ability of many offenders to pay a specific dollar amount. For example, a \$1,000 fine to a poor person is a more harsh sentence than a \$1,000 fine to a wealthy person. The European courts have resolved this dilemma by assessing fines relative to the income of the individual and requiring payment equivalent to a given number of days wages for similar crimes. Several community consultants suggested that a similar approach might be usable in Washington.

#### Double Shifting Of Partial Confinement

Partial confinement usually involves a person living at a partial confinement facility and working in the community for eight hours or more a day. The definition of partial confinement in the SRA does not mandate that the individual spend the night at the partial confinement facility. Many of the community consultants felt that significant increases in the capacity of the existing partial confinement facilities could be realized if part of the population were confined in the facility at night and worked in the community during the day, and another part were confined in the facility during the day. During their stay, the latter individuals might receive education or training or be assigned to work programs. They would spend their evenings and nights in the community.

### Expand The Offender Based Tracking System To The Misdemeanor System

This expansion of the Offender Based Tracking System (OBTS) to misdemeanants would not only provide research and management information to the county, but would establish a continual record for individuals who may eventually be involved in the felony system. The expansion of this system was supported by community consultants because it would increase the strengths of county correctional systems, while enabling them to avoid the high development costs of a management information system.

### Joint Misdemeanor And Felony Programming

In many communities of the state the volume of convicted felony or misdemeanor offenders does not justify the development of a full range of alternative programs. It was suggested that if a mechanism were developed to allow state and local governments to develop joint and/or reciprocal programs on the basis of a negotiated cost sharing formula, the potential scope of the alternatives system could be greatly expanded.

### Cost Sharing

As anticipated, and reflected in the preceding discussion, there were differences in values and judgments on appropriate alternatives between different regions and communities across the state. They were not overwhelming. Persons in all communities agreed that funding for new programs would be a problem. The community consultations reinforced the idea that decisions about the numbers and types of alternative programs needed in a given area can be made only after larger policy questions are resolved. Questions like what mechanism will be used to distribute funds to local units of government to allow them to plan, develop and deliver correctional sanctions and services at the local level?

### F. Unresolved Policy Issues

As the SRA goes into effect, and supportive program planning and development begins, a number of unresolved policy issues are apparent. In the course of the study, both from the literature and from the discussions

with community groups, state and local government and special interest groups, seven major policy areas were identified. Prior to the development and implementation of an alternatives system, these policy issues must be addressed by the legislature.

### The Definition of A State Prisoner

SRA provisions for less than one year total incarceration of, or conversion to alternative sentence for, certain felony offenders serve to muddy the traditional distinctions between state and local offenders and attendant responsibility. Traditionally, the misdemeanor offender was the responsibility of local government and the felony offender was the responsibility of state government. The SRA makes the State DOC responsible for control of only some felony offenders with sentences less than one year, and there is mixed responsibility for others. In addition, the SRA raises the issue of the 60-day sanction for the noncompliant offender. Should the individual who is serving up to 60 days total confinement for noncompliance of an alternative sentence fall under the responsibility of the state or the county, as current law provides. Problems related to the unclear definition of a state prisoner are discussed further in Chapters VI and VII.

### Liability Issues

Three distinct types of liability issues have emerged. The first revolves around the liability of a participating local government or nonprofit agency in the implementation of community service work sanctions. The second issue arises around the responsibility and vulnerability of a participating agency, whether state, local or nonprofit, as regards any tortious action of the offender. The third relates to the general liability issues arising out of a recent supreme court decision in the Petersen v. State case. These liability issues are discussed in greater length in Chapter VI.

### Fiscal Issues

The SRA raises a number of fiscal issues. While an alternative system

may yield long term savings, much of these savings are related to capital construction cost savings and other long term cost avoidances. In the shorter range an alternative system will incur greater costs. An unresolved issue is where should these new costs lie -- with the state or with the communities? Some individuals and groups have argued that the SRA raises a number of issues related to Initiative 62. Others have raised the issue of fiscal resource. Counties with their property taxation caps have little flexibility in generating revenues. Similarly, the state with its constitutional commitments to K-12 education, etc., has limited resources. Alternative systems will cost money and this money will come from the taxpayers in the State of Washington. The possible distribution of responsibilities for funding alternatives is discussed further in Chapter VIII.

#### Administrative Feasibility

The literature, national experience, and the Washington State experience demonstrate that an alternative system must be based on cooperative state and local government activities. The appropriate balance between state and local government in the areas of authority, responsibility and costs is not clear. A system which places the authority in one area but the responsibility in another is inherently unworkable. Similarly so, a system which places authority or responsibility in one area but the cost responsibility in another will lead to dissent and eventual collapse. The issue then is how to strike a proper balance between these three areas. Three possible approaches to this dilemma are discussed in Chapter VIII, but the solution lies with the legislature.

#### Alternatives to What?

As pointed out in the preceding discussion, the term alternative is an inexact term. Under the SRA, jails may be seen as an alternative to prisons. However, in Senate Bill 4798, alternatives are seen as alternatives to total confinement, inclusive of both prisons and jails. Other programs which are termed alternatives such as Treatment Alternatives to Street Crime (TASC) are seen as alternatives to penetration into the criminal justice system. A detailed description of the scope and nature of an

enhanced alternative system in Washington awaits the public policy decision as to what an alternative program is an alternative to.

#### Public Perception Of A Sanction

The public perception of the nature of a criminal sanction directly affects its use and the public's satisfaction with the implementation of the sanction. If alternative sanctions are to be satisfactory to the public, they must be responsive to public perception. The SRA mixes treatment sanctions (first-time offenders and sex offenders) with just-desert sanctions. The sentencing guidelines are predicated upon total confinement with alternatives being conversions, yet the central thrust of the reform act is towards the limited use or rationing of total confinement. Should alternatives be exhausted before total confinement becomes the sanction of choice? The community consultations suggested a public expectation of a guided behavioral change of offenders. It may be that the people of Washington have not given up on rehabilitation.

#### Multiple Decision-Makers In The Use Of Alternatives

Although the SRA allows for the extensive use of alternatives to incarceration, there is concern that a myriad of factors may be at work to inhibit their use. A commonly expressed concern is the existence of multiple decision-makers, which results in unclear and often conflicting approaches to sentencing and/or managing offenders. The following presentation will briefly discuss the roles and biases of the principal decision-makers.

##### 1. The Courts

The superior courts in the state of Washington determine the number and nature of the sanctions that will be used. In making their decisions they are guided by the sentencing guidelines. Factors that may influence the courts in deciding on the use of alternatives include: the law; an individual judge's desire to be responsive to perceived public wishes; justice for both the offender and society; the fiscal and social costs involved; and an individual judge's philosophical position.

## 2. Public Prosecutor

The prosecutor's office is second only to the courts in effecting the use of alternatives. The broad powers of the prosecutor in plea and charge selection do much to control the eligibility of an offender for an alternative placement. Prosecutor's in their decision-making are influenced by the following factors: the law; public wishes and pressure; the financial impacts of their decisions; and an individual prosecutor's philosophical position.

## 3. The Sentencing Guidelines Commission

The Sentencing Guidelines Commission serves as the principal research arm for the legislature in articulating the array of sanctions available to the courts. The Commission, while having no direct power, is in a position to exercise considerable influence upon the legislature in developing the array of sanctions. By law, the Commission is guided by three factors: the law; the availability of public resources; and its multi-representative, thereby philosophically diverse, structure.

## 4. Local Government

A successful system of alternatives is dependent upon the support of the communities in which the alternatives are implemented. By nature, an alternative system, contrary to a total incarceration system, cannot function without the cooperative support of the community and local government. In considering alternatives, local government may be guided by at least the following factors: the values and wishes of the local citizens; available, often limited, public funds; and the community philosophy.

## 5. The Department Of Corrections

DOC, as part of the administrative branch of government, has responsibility for implementing the decisions of the legislature and the courts. It has little autonomous authority in making decisions

about the placement of an individual in an alternative. Its discretion is primarily limited to the placement of an individual in partial confinement after a period of total confinement. Within its limited mandate, DOC is influenced by the following factors: the law; the perception of public wishes; the wishes of local government; available, often limited, public funds; and administrative philosophy and experience in managing offenders.

Decision-makers have distinct limits on the degrees of discretion they may exercise and thereby constraints on their ability to expand or contract a system of alternatives. In addition, there are three significant leverage points that must be recognized in any effort to enhance the alternatives system.

- The legislature has the exclusive authority for developing and modifying laws and articulating public policy. The size, scope and nature of alternative programs is the prerogative of the legislature.
- Local government represents the site/location of the alternative programs. In addition, it is the political partner of the legislature. Therefore, it is in a position to greatly influence the implementation and size of an alternatives system. Without the cooperation and support of local government, a system of alternatives cannot exist.
- The public must endorse the practice or intent of an alternative system. Frequently the public is not well educated in the reasons, rationale and costs of an alternatives system. The public may tend to deny the more abstract alternative sanction system in favor of the more concrete total incarceration system. Certainly, no alternatives system can survive and flourish without public education and public support.

## CHAPTER III

### EXISTING PROGRAMS IN WASHINGTON

Studies done in late 1983 suggest that there is a gap between the potential for alternatives to incarceration and present reality (Sentencing Guidelines Commission, 1983; Senate Committees on Institutions and Ways and Means, 1983). Establishing a comprehensive system without a sufficient understanding of existing conditions would be ill advised. More information was obviously needed to provide the guidance required to improve and/or expand the existing system of alternatives to total confinement. This is reflected in Section 5 (2) of Senate Bill 4798 which calls for:

An identification and evaluation of current state and local alternatives to total confinement, including, but not limited to, probation type services and court-ordered community service programs authorized under RCW 72.01.100(5).

To help accomplish this mandate, the Department of Corrections (DOC) conducted a telephone survey of programs that serve as alternatives to incarceration as defined in Senate Bill 4798. The development, administration and results of this survey are described below.

#### A. Survey Methodology

##### Research Population

The research universe was defined as all programs in the state of Washington that could serve as alternatives to incarceration.

In order to identify potential programs, staff of DOC Division of Community Services, members of the Washington State Prosecutors Association, the Washington Association of Sheriffs and Police Chiefs, and the Washington Association of Judges were asked to identify any such programs. Letters containing both a description of the legislative mandate and an

"Alternatives to Incarceration Study -- Agency Identification" form were sent to over 500 individuals and organizations. The letter asked respondents to provide the following information on potential programs: 1) program name, address and telephone number of program contact person; 2) program administration; 3) estimated number of clients served per year; 4) geographical area served; 5) types of clients served; and 6) types of services provided.

While many of the completed agency identification forms contained only a fragment of the requested information, it was possible to generate a list of over 300 potential programs.

Since the department wished to exclude programs that could not serve as alternatives to incarceration as defined in Senate Bill 4798, and since programs were identified by persons not entirely familiar with the term, it was necessary to screen the list rigorously. Programs were eliminated using the following criteria:

1. Any program answering negatively to the question, "Do you consider your program an alternative to total confinement?"
2. Any program involved only in pre-trial diversion.
3. Any program serving only misdemeanants or juveniles.

This elimination process took place during the data collection period and resulted in a final research population of 118 programs (in some cases a single agency provided more than one program). A list of the survey agencies is contained as Appendix D.

#### Questionnaire

The phone survey questionnaire was designed to provide data on four conceptual areas. These were: 1) the major service focus of the various alternative programs, 2) the number and type of offenders served, 3) the programs' organizational structures, and 4) funding sources. Questions used to measure these areas were selected and developed on the

basis of consultations with individuals involved in drafting the legislation and previous research.

Questions about the maximum daily capacity and average daily population of felons and misdemeanants were used to measure the concept of number of types of offenders served. This concept was also measured by questions about whether programs provided treatment for substance abusing offenders, individual or group counselling, or job training and referral. The concept of major service focus was measured by asking if the program was a community service work program or if it was a residential or nonresidential program. Questions about staffing and advisory board involvement were used to measure organizational structure. Finally, questions about the source of funds were used to provide information on funding sources.

While a pretest is mandatory for a new instrument, similar versions of the present survey have been used and found to be adequate (Wayson and Funke 1984).

After the final survey questions were developed, they were converted into a pre-coded format so that the data could be key punched directly from the surveys themselves. In order to do this, each question had to be divided into small, specific sections. Item responses were designed to be mutually exclusive. The resulting survey consisted of 120 items. Of these, six were open-ended and not amenable to key punching. These items were left in their original state in order to obtain anecdotal data. A copy of survey questions is contained as Appendix E.

#### Reliability

Every effort was made to build reliability into both the questionnaire and the data collection procedure by reducing potential sources of random measurement error.

Reliability was built into the questionnaire in two important ways. First, survey items were designed to eliminate guessing. One way in which this was achieved was to force respondents to respond to certain questions in ranges instead of exact numbers. While allowing respondents

to respond with exact numbers provides more precise data, it can produce guessing and recall problems for certain types of questions. For example, responses to questions on the number of staff were presented in ranges in order to prevent guessing by subjects from large programs or those with a high staff turnover.

Second, terms such as "work release" and "community supervision", were defined concisely in a glossary. Whenever respondents had questions about such terms, interviewers provided them with the glossary definition. This was done in order to standardize the data.

Staff not only attempted to build reliability into the questionnaire itself, an additional endeavor was used to build reliability into the data collection process. The six selected interviewers attended a three hour training session. Training was designed to promote interviewer consistency, a popular technique used to enhance reliability. The training consisted of the following activities. First, the glossary described above was provided to each interviewer. Second, interviewers were told to read interview items verbatim. Next, all were advised to use a friendly voice tone in order to avoid interviewer effects that could result from differences in tone of voice. This was also intended to encourage participation. Fourth, practice interviews were done. Next, interviewers were told not to suggest answers. If subjects had difficulty remembering an answer, interviewers read item responses as a memory probe. Sixth, considerable attention was spent clarifying the difference between missing, don't know and not applicable responses. Finally, interviewers were told to record responses to open-ended items verbatim, in order to obtain the most accurate responses possible.

#### Validity

Validity was enhanced in two ways. First, all survey items were scrutinized for face validity by qualified research staff. Second, all interviewers were instructed to interview the project director whenever possible. This was done in order to reduce potential bias from respondents' organizational positions. For example, it might be possible that certain staff positions might consistently over or under-report on variables

such as funding.

#### Data Collection Procedure

The data collection procedure consisted of two parts. First, the department mailed copies of the survey to directors of potential programs in May. This was done in order to acquaint respondents with the survey and to allow them the opportunity to formulate answers to some of the survey items. The second part of the data collection procedure was the telephone interview, which took place between June 1 and July 13, 1984.

Each telephone interview began with an attempt to contact the project director. While this usually required multiple phone calls, the effort was ultimately successful for the majority of surveys. Once the appropriate person was reached, the interviewer then verified the program's name, address, and telephone number. Next, the interviewer read a brief description of the mandate, in order to orient the respondent to the survey topics. Following this, any program that failed to meet the research population inclusion criteria was excluded in the manner described above. At this point, the interviewer began asking the survey questions.

While most surveys were between 20 to 40 minutes long, a few were longer.

#### Data Adequacy

While every effort was made to obtain a reliable, valid, and comprehensive data set on existing alternative to incarceration programs, the following caveats are relevant.

First, information contained in this report represents the situation at the time of data collection only. This is important because the corrections field is currently in a state of flux. It is possible that the situation could change greatly as a result of the Sentencing Reform Act (SRA). Therefore, these data could become outdated quickly.

Second, this study does not include data on every alternative program

in Washington State. This means that the extent to which the data shown here are representative of all programs in this state is unknown. Some very promising programs may not have been included.

Third, it is impossible to rule out all bias associated with a respondent's position in the organization. While the interviewers tried to interview the project directors, this was not always possible. For example, sometimes directors were out of town for extended periods or simply unable or unwilling to accept the phone call. In such cases, other persons familiar with the alternative service were sought. Not only was it not always possible to reach the directors, but some directors were new and relatively unfamiliar with the program. "Don't know" responses in the data reflect this.

Fourth, while survey questions were scrutinized rigorously during the survey development, some unanticipated ambiguities in the questions emerged during the data collection. For example, it was assumed that "referral" is an unambiguous term. However, the interviewers learned that while some respondents defined "referral" as any name given to the program by any criminal justice agency, others defined it as offenders either admitted to the program or on its waiting list. Use of the second definition would result in a smaller number, since it is more restrictive. This ambiguity and others will be discussed more thoroughly as they become relevant to the data analysis.

A factor peculiar to the programs' organizational structures has also influenced the data to some extent. This factor is that many programs have multiple functions and do not serve only as alternatives to incarceration. Sometimes the alternative portion of a program is added on after the program has been in existence for a long period. This means that some of the data of interest to this study reflect the conglomerate of program activities instead of that section functioning as an alternative. This may tend to inflate some of the data items. This problem became apparent especially in the budget and capacity data. While interviewers were aware of it and tried to obtain only the relevant data, this was not always possible.

While the flaws in the data are real and should not be ignored, they do not negate the utility of the data to a critical degree. As the first endeavor to collect comprehensive data of this kind in Washington, the present study provides a substantial amount of unique and useful information about alternatives to incarceration in Washington State.

#### B. Results: Overview of Regional Distribution and Funding Sources

Because of the diversity among the 118 alternative programs, most of the data analysis was done using subsets of the surveyed programs. However two issues of concern required analysis of the entire population of programs. These issues are regional distribution of programs and an overview of funding sources.

##### Regional Distribution

Table 1 and Map 1 show the distribution of alternative programs and felony convictions by DOC region.\* In general, the data show that each region contained alternative programs and made contributions to felony convictions. However, the relationship between the number of programs and percentage of felony convictions was far from even. For example, although Region IV had 20% of the programs and accounted for 32% of the felony convictions, Regions I and II had nearly as many programs (21% and 19%, respectively) but far fewer convictions (10% and 12%, respectively). On the other hand, Region V had 11% of the programs but 19% of the convictions. In other words, program distribution does not necessarily coincide with conviction experience.

##### Funding

Each program surveyed was asked for its source of funds: state gov-

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\* For research purposes, DOC had divided Washington State into six geographical regions representing a reasonable balance of population and resources. Conviction data are only approximate, based on reports supplied to the Administrator for the Courts.

Table 1  
ALTERNATIVE PROGRAMS BY  
DOC REGION OF FACILITY LOCATION

Region	Frequency	Percent	Percent Of Convictions 1983
I	25	21.2	10
II	23	19.5	12
III	13	11.0	9
IV	24	20.3	32
V	13	11.0	19
VI	18	15.3	18
Out Of State	2	1.7	
	<u>118</u>	<u>100</u>	<u>100</u>

ernment, local government, federal government, foundations, United Way, client fees, other sources and in-kind contributions. They were also asked to provide a total budget figure for Fiscal Year 1983. As seen in Table 2, state government and client fees were the most common sources of funds for the programs surveyed, while the least common funding sources are foundations and United Way. It is obvious that multiple sources of funding is the rule for alternative to incarceration programs.

Table 2  
PROGRAM SOURCE OF FUNDS

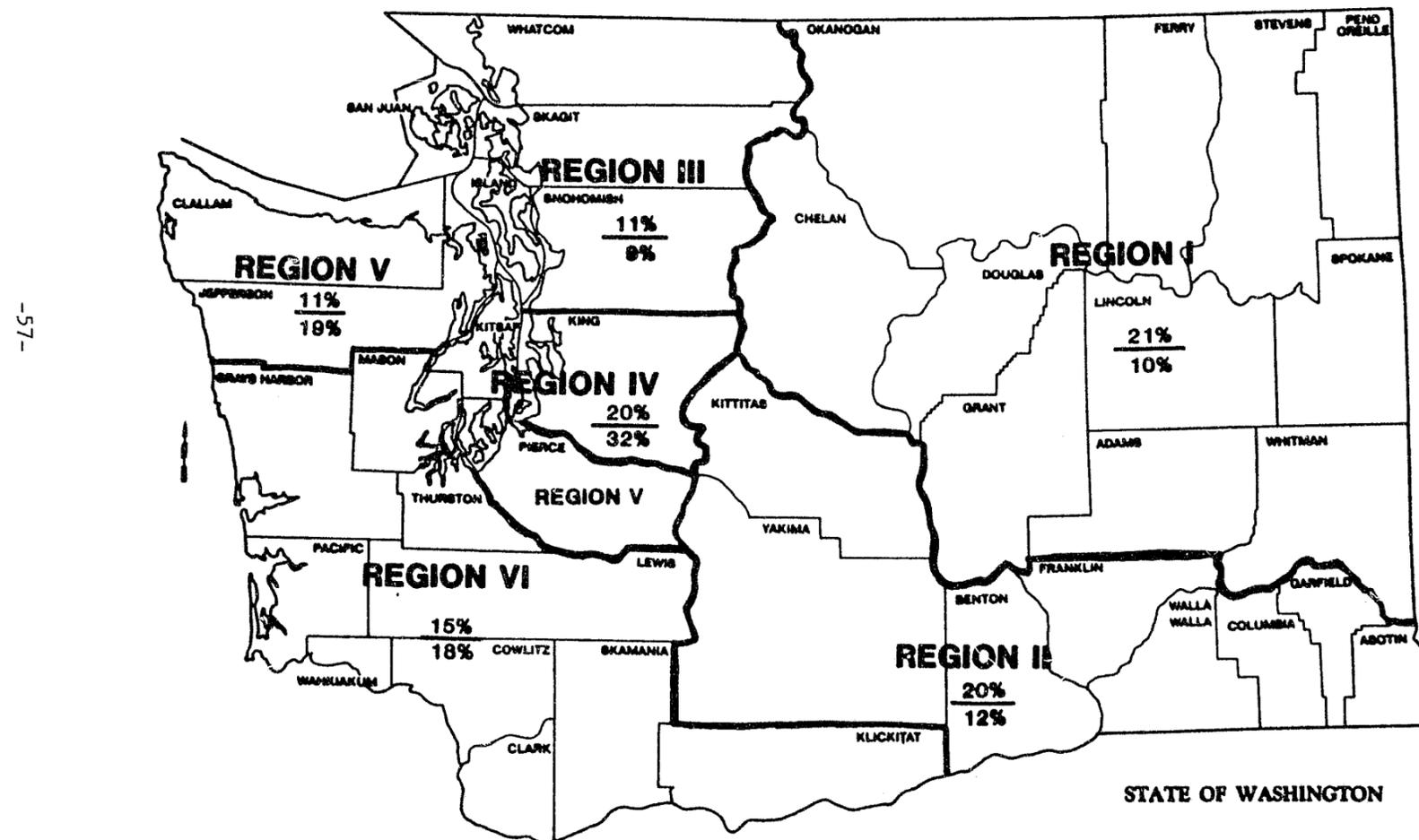
Source	No. Of Programs Receiving Funds From That Source
State Government	71
Local Government	49
Federal Government	36
Foundations	22
United Way	27
Client Fees	72
Other	43

C. Results: Breakdown By Program Category

The following section of this report focuses on a breakdown of the data by program category. Such an approach allows the examination of patterns

# MAP I

RELATIONSHIP BETWEEN PERCENT OF PROGRAMS AND PERCENT OF CONVICTIONS\*



\*In each ratio, the numerator and denominator are the numbers of programs and convictions, respectively.

in the data that are obscured when they are analyzed as a single group.

There are seven program categories. Four of the seven are largely sanction-oriented in nature. These are state work release, local work release, community service work, and Treatment Alternatives to Street Crime (TASC).\* The remaining three programs are basically rehabilitative. These are inpatient substance abuse treatment, outpatient substance abuse treatment, and job training programs. Following is a brief description of the seven program categories.

All work release programs are partial confinement programs.\*\* Offenders divide their time between a government operated or contracted facility and working or going to school in the community. Such programs are generally sanction-oriented. Work release may be either a state or local program. While basically similar in structure, state and local work release differ in two ways. First, they receive major funding and are operated or contracted by the state and county, respectively. Second, state work release facilities primarily house offenders released from prison while local facilities house offenders who might otherwise be in prison or jail. However, a given program may serve in both capacities and may house both types of offenders.\*\*\* Eighteen state and 15 local work release programs are represented in this survey.

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\* TASC programs were placed in the sanction-oriented category because they are not involved directly with treatment. While they make referrals to treatment, their major function is substance abuse monitoring and client case management.

\*\* Partial confinement, one of the sanctions in the Sentencing Reform Act, is defined in Chapter I.

\*\*\* The DOC, as discussed at length in Chapter IV, has a specific, well defined role in providing work release. In many cases, the facilities that provide state-contracted work release services also provide local and federal services, therefore the information for state work release gathered during the survey will not correspond directly to the data presented in Chapter IV.

Community service work programs serve offenders who must do compulsory service, without compensation, performed for the benefit of the community.\* Offenders may be sentenced to a given number of hours of service in lieu of a prison or jail sentence. Typically, the service is done in nonprofit or tax-supported agencies, such as food banks or senior centers. The service is not designed to be rehabilitative. There are 11 of these programs in this report.

The final sanction-oriented category is Treatment Alternatives to Street Crime (TASC). TASC is a community supervision program.\*\* Designed for substance abusers, these programs consist of three sections. First, offenders are identified as substance abusers. Second, both the substance abuse problem and treatment needs are diagnosed. Third, individuals are monitored for any substance use (usually through urinalysis). Recruitment may be voluntary or through referrals. Violent offenders are not served. While TASC programs may be used for pre-trial diversion, the focus here is on TASC as a condition of probation (community supervision). With the SRA prohibition of deferred sentences, the future role and scope of TASC programs is unclear. There are four TASC programs represented in this study.

The remaining three program types are rehabilitative in nature. Under the SRA, rehabilitative requirements are mainly reserved for first-time, nonviolent offenders. Under the section of the law dealing with this type of offender, the court may impose up to two years of community supervision, require the offender to engage in specific job training or employment, or to undergo outpatient or inpatient treatment not to exceed the standard range of confinement for that offense. At the time of the survey, the offenders participating in substance abuse treatment or job training programs often did so as a condition of probation or as part of

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\* Community service work, one of the sanctions of the Sentencing Reform Act, is defined in Chapter I.

\*\* Community supervision, one of the sanctions in the Sentencing Reform Act, is defined in Chapter I.

a parole plan. Substance abuse treatment programs may operate on an inpatient or outpatient basis. Regardless of whether the program is residential or not, treatment usually consists of individual and/or group counselling, substance abuse education, and possibly participation in Alcoholics Anonymous (AA) or Narcotics Anonymous (NA). Data are available on 32 inpatient and 37 outpatient programs.

Job training programs provide vocational training, referrals, and counselling for offenders. Again, at the time of the survey, offenders may have received this kind of sentence as a probation condition. There are six job training programs in the present study.

Survey data are presented in three major sections. These are: 1) clients served, 2) organizational structure, and 3) funding sources. Each of these three sections is divided further into different facets of the larger topic. In addition, differences between sanction- and rehabilitation-oriented programs will be noted. The results are displayed in Tables 3 through 20. The geographical distribution of surveyed programs is shown in Map 2. The geographical distribution of surveyed programs, as a function of service category, is presented in Table 21.

Clients Served: Capacity, Referrals and Length of Stay

Tables 3 through 6 present data on capacity, referrals, and length of stay for felons and misdemeanants, respectively. The obvious conclusion is that there is no doubt that all four measures revealed substantial differences by program category, in both capacity and average daily population. The most interesting finding in Table 3 is the comparison between capacity and average daily population. It seems that most of the program categories were operating below capacity, with the exception of outpatient substance abuse programs.

While initial inspection of Table 3 suggests the existence of sex and offender type differences, these conclusions are probably unwarranted from this data. Conclusions on sex differences are probably invalid because many programs operate on a first-come-first-served basis and do not distinguish capacity by gender. This means that capacity for each

sex depends partially on the pattern of offender admissions for these programs. For example, if all beds are taken by females, the capacity for males is zero. Capacity figures may not be summed across gender for this reason. However, while some programs did have specific capacities for males and females, the proportion of these programs is not known. Conclusions on offender type differences are invalid because the numbers of misdemeanants were artificially low. This is due to the exclusion from the survey of programs serving only misdemeanants.

Table 3  
CLIENTS SERVED: MAXIMUM  
CAPACITY AND AVERAGE DAILY  
POPULATION FOR PROGRAM CATEGORIES

	Maximum Capacity*		Average Daily Population	
	Male Felon	Female Felon	Felon	Misdemeanant
State Work Release	806	116	630	45
Local Work Release	670	80	476	79
Community Service Work	226	39	110	196
TASC	558	504	540	4
Inpatient Substance Abuse	762	175	566	186
Outpatient Substance Abuse	284	242	269	633
Job Training	1,277	86	232	39

\* Maximum capacity figures reflect the sum of offenders who could be served by particular program types. State work release capacities are higher than the current 714 male and 98 female, and misdemeanant populations are included, because facility information on joint state/local facilities is reflected in the state work release category. All figures are averages at the time the survey was conducted.

Comparison of capacity to referrals, shown in Table 4, suggests that many more offenders were referred than were accepted. However, the extent to which data on referrals were accurate is not known because some respondents defined referrals as any name provided to the program by any criminal justice system agency, while others defined it as any offender accepted or on the waiting list. In addition, while there were fewer referrals than persons in the average daily population for TASC programs, this is due, at least partially, to both the newness of these programs and the survey timeframe.

Comparison of referrals between fiscal 1983 and 1984 demonstrates that most of the program categories showed a projected increase. (Even the exceptions, outpatient substance abuse treatment programs and TASC, showed a projected increase for felons.)

Table 4  
CLIENTS SERVED: REFERRALS BY PROGRAM CATEGORY

	Fiscal 1983		Fiscal 1984*	
	Felon	Misdemeanant	Felon	Misdemeanant
State Work Release	5,117		5,141	36
Local Work Release	3,149	688	3,489	1,456
Community Service Work	1,473	1,900	1,617	2,130
TASC	450	15	1,936	15
Inpatient Substance Abuse	2,272	1,504	2,445	1,733
Outpatient Substance Abuse	4,691	3,456	5,435	3,417
Job Training	1,642	121	2,514	440

\* 1984 referrals are projections.

Data on length of stay are interesting because together with average population values, they allow us to get a rough estimate of volume. For example, Table 5 shows that the average length of stay for the majority of felons in all programs, except outpatient substance abuse treatment, was likely to be six months or less. This was also true of misdemeanants assigned to community service work, TASC, inpatient substance abuse treatment and job training (see Table 6).\*\* This means that if offenders were sentenced to an alternative for six months or less, the average daily population figures could be doubled (or more) to show the number of offenders who could be served per year.

In conclusion, results from the analysis of clients served suggest several things. First, it seems that most programs were under capacity. Second, programs were anticipating an increase in referrals through 1984.

\*\* The percentages for TASC and job training take into account only programs for which the question was applicable. Note that percentages for these two program types are subject to large fluctuations, due to the small number of programs in each.

TABLE 5  
CLIENTS SERVED:  
FELON LENGTH OF STAY <sup>1/</sup>

	<u>State Work Release</u> <sup>3/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
Less than 1 wk.			1 (9%)				
1 wk. - 1 mo.		3 (20%)	3 (27%)		12 (38%)	3 (8%)	1 (17%)
1 mo. - 6 mos.	13 (72%)	9 (60%)	3 (27%)	4 (100%)	12 (38%)	10 (28%)	3 (50%)
6 mos. - 1 yr.	4 (22%)	2 (13%)	1 (9%)		4 (13%)	8 (22%)	
1 yr. - 2 yrs.		1 (7%)			3 (9%)	8 (22%)	
More than 2 yrs.						1 (3%)	1 (17%)
Unknown	1 (6%)		2 (18%)			5 (14%)	
Not Applicable			<u>1 (9%)</u>		<u>1 (3%)</u>	<u>1 (3%)</u>	<u>1 (17%)</u>
TOTAL	18	15	11	4	32	36 <sup>2/</sup>	6

<sup>1/</sup> Data represent the number of programs in each category that serve felons for the corresponding average length of stay. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.  
<sup>2/</sup> Data not available from one outpatient program.  
<sup>3/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

TABLE 6  
 CLIENTS SERVED:  
 MISDEMEANANT LENGTH OF STAY <sup>1/</sup>

	<u>State Work Release</u> <sup>3/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
0 wk. - 1 wk.		1 (7%)	1 (9%)				
1 wk. - 1 mo..	1 (6%)	4 (27%)	3 (27%)		12 (38%)	3 (8%)	
1 mo. - 6 mos.	1 (6%)		4 (36%)	2 (50%)	11 (34%)	12 (32%)	3 (50%)
6 mos. - 1 yr.		5 (33%)	1 (9%)		4 (13%)	9 (24%)	
1 yr. - 2 yrs.		1 (7%)			2 (6%)	5 (14%)	
2 yrs.							
Unknown	1 (6%)		2 (18%)			3 (8%)	
Not Applicable	<u>15 (83%)</u>	<u>4 (27%)</u>		<u>2 (50%)</u>	<u>3 (9%)</u>	<u>3 (8%)</u>	<u>3 (50%)</u>
TOTAL	18	15	11	4	32	35 <sup>2/</sup>	6

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<sup>1/</sup>Data represent the number of programs in each category that serve misdemeanants for the corresponding average length of stay. Numbers in parantheses are the data presented in terms of percentages. Percentages may not total due to rounding.

<sup>2/</sup>Data not available from two outpatient programs.

<sup>3/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

(This is a likely consequence of the Sentencing Reform Act, implemented July 1.) In addition, since the average length of stay in programs was six months or less, capacity figures reflected at a minimum only half of the annual volume of offenders who could be served. Next, there were few general differences between sanction and treatment-oriented program categories. Finally, it is quite likely that figures on offender types (such as felons or misdemeanants) could be artificially inflated among programs that serve post-prison or pre-trial offenders in addition to offenders sentenced to the program instead of prison. Because the point of reference of this plan is alternatives that can be used in lieu of total confinement in jail, from the perspective of capacity, referral and daily population figures could be too high, particularly for state work release programs. On the other hand, while the degree to which these figures are inflated for substance abuse treatment and job training programs is unknown, data from community service work, TASC, and local work release programs may better reflect the current situation. This is because post-prison and pre-trial offenders are not as likely to be found in these three program categories.

In general, the data provided here reveal that while there are alternatives to incarceration in Washington State, and that many were not at capacity at the time of the study, most programs anticipated an increase in referrals. It remains to be seen whether or not existing programs are adequate for increasing numbers of eligible offenders. (An example of this problem will be discussed in a later section.) It also remains to be seen what changes in number and scope of the existing programs will be brought about by the SRA limitations on crime-related prohibitions that programs routinely impose.

#### Program Organization: Staffing and Advisory Boards

Given that there are many alternative programs in the community which could, and expect to, serve more offenders, the way in which these programs are organized is of interest. Relevant data on staffing and community boards are presented in Tables 7 through 10.

Tables 7, 8 and 9 provide data on number of full-time, part-time and volunteer employees, respectively. In general, work release and substance

abuse programs indicated the largest full-time staff, as shown in Table 7. Over 50% of the programs in these categories had full-time staffs of at least six. However, this result could be misleading because the values may reflect staffing of an entire organization instead of the section serving as an alternative. Since the extent to which this is true is unknown, it is impossible to ascertain the amount of bias, if any, in the data. Of greater interest is the finding that so many programs had staffs of under six. This means that it is possible to operate such programs with very few staff. This is an important finding since the demand for such programs may increase dramatically in the near future.

Comparisons between Tables 7, 8 and 9 show that there was a moderate tendency to employ full-time staff, as opposed to part-time and volunteer staff. The fact that a substantial number of programs did employ volunteer staff, however, suggests community interest and involvement in these types of programs.

Table 10 displays data on the proportions of programs that had community boards. In fact, most programs did use community boards. The exception was local work release programs, of which 60% did not have such a board. Otherwise there were few differences on this characteristic. The existence of so many community boards further supports the idea of public interest and involvement in alternative programs.

There was a slight tendency for the rehabilitative programs (substance abuse treatment and job training) to use administrative boards more than the sanction-oriented programs (work release, community service work, and TASC). The latter group tended to use advisory boards more than the former group.\*

In summary, the data on organization show modest differences in staffing and type of community board used. While the findings presented here

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\* Work release programs often use a screening board which, while not strictly an advisory board, serves some of the roles of such a board.

TABLE 7  
PROGRAM ORGANIZATION:  
NUMBER OF FULL-TIME EMPLOYEES<sup>1/</sup>

	State Work Release <sup>2/</sup>	Local Work Release	Community Service Work	TASC	Inpatient Substance Abuse	Outpatient Substance Abuse	Job Training
None		1 (7%)	2 (18%)	1 (25%)	1 (3%)	1 (3%)	
1		3 (20%)	3 (27%)		1 (3%)	2 (5%)	1 (17%)
2 - 5	1 (6%)	3 (20%)	3 (27%)		2 (6%)	7 (19%)	2 (33%)
6 - 10	7 (39%)		1 (9%)	2 (50%)	5 (16%)	14 (38%)	1 (17%)
11 - 25	8 (44%)	5 (33%)		1 (25%)	11 (34%)	9 (24%)	2 (33%)
26 - 50	2 (22%)	3 (20%)			9 (28%)	3 (8%)	
51 or more			2 (18%)		3 (9%)	1 (3%)	
Unknown							
TOTAL	18	15	11	4	32	37	6

<sup>1/</sup> Data represent the number of programs employing the corresponding range or full time staff. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.

<sup>2/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

TABLE 8  
PROGRAM ORGANIZATION:  
NUMBER OF PART-TIME EMPLOYEES<sup>1/</sup>

	<u>State Work Release</u> <sup>2/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
None	5 (28%)	7 (47%)	4 (36%)		5 (16%)		
1	3 (17%)	7 (47%)	1 (9%)	1 (25%)	4 (13%)	11 (30%)	2 (33%)
2 - 5	6 (33%)	1 (7%)	3 (27%)	2 (50%)		5 (14%)	2 (33%)
6 - 10	4 (22%)		1 (9%)	1 (25%)	12 (38%)	10 (27%)	2 (33%)
11 - 25			1 (9%)		7 (22%)	10 (27%)	
26 - 50			1 (9%)		3 (9%)		
51 or more			1 (9%)		1 (3%)	1 (3%)	
Unknown							
TOTAL	18	15	11	4	32	37	6

<sup>1/</sup> Data represent the number of programs employing the corresponding range of part-time staff. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.

<sup>2/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

TABLE 9  
PROGRAM ORGANIZATION:  
NUMBER OF VOLUNTEER EMPLOYEES<sup>1/</sup>

	<u>State Work Release</u> <sup>2/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
None	5 (28%)	8 (53%)	6 (55%)	4 (100%)	6 (19%)	17 (46%)	2 (50%)
1					3 (9%)	3 (8%)	
2 - 5	6 (33%)	5 (33%)	2 (18%)		15 (47%)	9 (24%)	1 (17%)
6 - 10	2 (11%)	1 (7%)			3 (9%)	3 (8%)	
11 - 25	3 (17%)	1 (7%)	1 (9%)		1 (3%)	3 (8%)	1 (17%)
26 - 50	1 (6%)				1 (3%)	1 (3%)	1 (17%)
51 or more			2 (18%)		3 (9%)	1 (3%)	1 (17%)
Unknown	<u>1 (6%)</u>					<u>1 (3%)</u>	
TOTAL	18	15	11	4	32	37	6

<sup>1/</sup> Data represent the number of programs utilizing the corresponding range of volunteer employees. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.

<sup>2/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

TABLE 10  
PROGRAM ORGANIZATION:  
PROGRAM RELATIONSHIPS TO COMMUNITY BOARDS<sup>1/</sup>

<u>Programs</u>	<u>State Work Release</u> <sup>2/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
Without Community Boards	4 (22%)	9 (60%)	2 (18%)	1 (25%)	10 (31%)	5 (14%)	1 (17%)
Advisory Boards	8 (44%)	3 (20%)	3 (27%)		6 (19%)	11 (30%)	1 (17%)
Policy Boards	3 (17%)	1 (7%)	2 (18%)		5 (16%)	6 (16%)	
Administrative Boards	2 (11%)	2 (13%)	3 (27%)	1 (25%)	8 (25%)	12 (32%)	2 (33%)
Other	<u>1 (6%)</u>		<u>1 (9%)</u>	<u>2 (50%)</u>	<u>3 (9%)</u>	<u>3 (8%)</u>	<u>2 (33%)</u>
TOTAL	18	15	11	4	32	37	6

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<sup>1/</sup> Data represent the number of programs with the corresponding Community Board relationship. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.  
<sup>2/</sup> State work release data are inaccurate insofar as they reflect state/local facility data. The boards reported for state work release, with the exception of screening committees, represent boards of contracting agencies, not DOC.

**CONTINUED**

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are not striking, they provide some support for the argument that failing to look at differences between program types would result in a loss of information.

#### Funding Sources

Data on funding and revenue sources are presented in Tables 11 through 20.

Table 11 lists proportions of program categories which received state funding in 1983. State work release and inpatient substance abuse treatment programs scored highest in this regard, while community service work and local work release received very little (82% and 60% received no state funding, respectively). It may be that the state tends to fund residential programs more than other types.

Tables 12, 13 and 14 exhibit data on local, federal and foundation funding respectively. While the data display a general paucity of funding from all three sources (particularly federal funding), there are some exceptions.\* Forty percent of local work release, 55% of community service work and 45% of outpatient substance abuse treatment programs received some amount of funds from local governments. In addition, 33% of the job training programs received funds from the federal government and 50% of them received funds from foundations.\*\*

The rehabilitative programs reported that they received some funding from United Way. Inpatient and outpatient substance abuse treatment and job training programs received this kind of funding, as seen in Table 15.

Table 16 shows a propensity for rehabilitative programs to receive money from client fees, since 75% and 86%, respectively, of inpatient and outpatient substance abuse treatment programs received such fees. TASC

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\* The data demonstrate clearly that this is not an era of generous federal funding for innovative types of criminal justice programs.

\*\* Again, this is only 2 programs.

TABLE 11  
PROGRAM FUNDING:  
FUNDS RECEIVED FROM  
STATE FISCAL 1983 <sup>1/</sup>

<u>Dollars</u>	<u>State Work Release</u> <sup>4/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
None		9 (60%)	9 (82%)		14 (47%)	9 (24%)	1 (17%)
1 - 15,000						1 (2%)	1 (17%)
15,001 to 30,000						3 (8%)	
30,001 to 50,000				1 (33%)		2 (5%)	1 (17%)
50,001 to 100,000	1 (6%)				2 (7%)	3 (8%)	
100,001 to 500,000	10 (56%)	4 (27%)	1 (9%)	2 (67%)	9 (30%)	14 (38%)	2 (33%)
500,001 to one million	2 (11%)						
More than one million	1 (6%)	1 (7%)			1 (3%)		
Do not know	<u>4 (22%)</u>	<u>1 (7%)</u>	<u>1 (9%)</u>		<u>4 (13%)</u>	<u>5 (14%)</u>	<u>1 (17%)</u>
TOTAL	18	15	11	<u>3<sup>2/</sup></u>	<u>30<sup>3/</sup></u>	37	6

- <sup>1/</sup> Data represent the number of programs receiving state funds in FY83 in the corresponding range. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.
- <sup>2/</sup> Data are not available from one TASC program.
- <sup>3/</sup> Data are not available from two outpatient programs.
- <sup>4/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

TABLE 12  
PROGRAM FUNDING:  
FUNDS RECEIVED FROM  
LOCAL GOVERNMENT 1983 <sup>1/</sup>

Dollars	State Work Release <sup>3/</sup>	Local Work Release	Community Service Work	TASC	Inpatient Substance Abuse	Outpatient Substance Abuse	Job Training
None	15 (83%)	7 (47%)	5 (45%)	3(100%)	22 (69%)	15 (41%)	5 (83%)
1 - 15,000	1 (6%)	1 (7%)	2 (18%)		3 (9%)	11 (30%)	
15,0001 to 30,000			2 (18%)		1 (3%)	2 (5%)	
30,001 to 50,000		1 (7%)	1 (9%)			1 (3%)	
50,001 to 100,000			1 (9%)		1 (3%)		
100,001 to 500,000	1 (6%)	2 (13%)			1 (3%)	3 (8%)	
500,001 to one million		1 (7%)					
More than one million					1 (3%)		
Do not know	1 (6%)	2 (13%)			3 (9%)	5 (14%)	1 (17%)
TOTAL	18	15	11	3 <sup>2/</sup>	32	37	6

<sup>1/</sup> Data represent the number of programs receiving local government funds in FY 83 in the corresponding range. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.

<sup>2/</sup> Data not available from one TASC program.

<sup>3/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

TABLE 13  
PROGRAM FUNDING:  
FUNDS RECEIVED FROM  
FEDERAL GOVERNMENT 1983 <sup>1/</sup>

<u>Dollars</u>	<u>State Work Release</u> <sup>3/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
None	14 (78%)	12 (86%)	10 (91%)	3 (75%)	18 (56%)	22 (59%)	3 (50%)
1 - 15,000		1 (7%)			4 (13%)	2 (5%)	
15,0001 to 30,000					1 (3%)	1 (3%)	
30,001 to 50,000						1 (3%)	
50,001 to 100,000	1 (6%)	1 (7%)			2 (6%)	3 (8%)	1 (17%)
100,001 to 500,000	2 (11%)				3 (9%)	1 (3%)	
500,001 to one million							
More than one million					1 (3%)	1 (3%)	1 (17%)
Do not know	<u>1 (6%)</u>	_____	<u>1 (9%)</u>	<u>1 (25%)</u>	<u>3 (9%)</u>	<u>6 (16%)</u>	<u>1 (17%)</u>
TOTAL	18	17 <sup>2/</sup>	11	4	32	37	6

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<sup>1/</sup> Data represent the number of programs receiving federal funds in FY 1983 in the corresponding range. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.

<sup>2/</sup> Data not available from one local release program.

<sup>3/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

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TABLE 14  
PROGRAM FUNDING:  
FUNDS RECEIVED FROM  
FOUNDATIONS 1983 <sup>1/</sup>

<u>Dollars</u>	<u>State Work Release</u> <sup>3/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
None	16 (89%)	15(100%)	10 (91%)	3(100%)	24 (75%)	29 (78%)	2 (33%)
1 - 15,000			1 (9%)		3 (9%)	1 (3%)	2 (33%)
15,0001 to 30,000							
30,001 to 50,000					2 (6%)	1 (3%)	
50,001 to 100,000	1 (6%)					1 (3%)	
100,001 to 500,000							1 (17%)
500,001 to one million							
More than one million							
Do not know	<u>1 (6%)</u>	_____	_____	_____	<u>3 (9%)</u>	<u>5 (14%)</u>	<u>1 (17%)</u>
TOTAL	18	15	11	<u>3<sup>2/</sup></u>	32	37	6

<sup>1/</sup> Data represent the number of programs receiving foundation funds in FY 1983 in the corresponding range. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.

<sup>2/</sup> Data not available from one TASC program.

<sup>3/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

TABLE 15  
PROGRAM FUNDING:  
FUNDS RECEIVED FROM  
UNITED WAY 1983 <sup>1/</sup>

<u>Dollars</u>	<u>State Work Release</u> <sup>3/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
None	17 (94%)	15(100%)	8 (72%)	3(100%)	22 (69%)	24 (65%)	3 (50%)
1 - 15,000			2 (18%)		2 (6%)	4 (11%)	1 (17%)
15,0001 to 30,000			1 (9%)		3 (9%)	3 (8%)	
30,001 to 50,000					1 (3%)	1 (3%)	
50,001 to 100,000							1 (17%)
100,001 to 500,000					1 (3%)		
500,001 to one million							
More than one million							
Do not know	<u>1 (6%)</u>				<u>3 (9%)</u>	<u>5 (14%)</u>	<u>1 (17%)</u>
TOTAL	18	15	11	<u>3<sup>2/</sup></u>	32	37	6

<sup>1/</sup> Data represent the number of programs receiving funding from United Way in Fiscal Year 1983 in the corresponding range. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.

<sup>2/</sup> Data not available from one TASC program.

<sup>3/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

TABLE 16  
PROGRAM FUNDING:  
FUNDS RECEIVED FROM  
CLIENT FEES 1983 <sup>1/</sup>

<u>Dollars</u>	<u>State Work Release</u> <sup>3/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
None	11 (61%)	7 (47%)	8 (73%)	1 (33%)	8 (27%)	5 (14%)	5 (83%)
1 - 15,000	2 (11%)	3 (20%)	2 (18%)	2 (66%)	3 (10%)	6 (16%)	
15,0001 to 30,000	1 (6%)	1 (7%)	1 (9%)		2 (7%)	4 (11%)	
30,001 to 50,000		3 (20%)			1 (3%)	2 (5%)	
50,001 to 100,000	2 (11%)	1 (7%)			2 (7%)	5 (14%)	
100,001 to 500,000					3 (10%)	4 (11%)	
500,001 to one million	1 (6%)				1 (3%)		
More than one million					1 (3%)	1 (3%)	
Do not know	<u>1 (6%)</u>				<u>9 (32%)</u>	<u>10 (27%)</u>	<u>1 (17%)</u>
TOTAL	18	15	11	<sup>32/</sup>	30	37	6

<sup>1/</sup> Data represent the number of programs receiving client fees in Fiscal Year 1983 in the corresponding range. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.

<sup>2/</sup> Data not available from one TASC program.

<sup>3/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

Programs also received a considerable amount of client-generated funds, since 66% responded positively. This has implications for offender processing, because most offenders could not pay stiff client fees themselves.

As demonstrated in Table 17, most program categories obtained some funding from other miscellaneous sources, although again, inpatient and outpatient substance abuse treatment and job training programs scored highest here. TASC programs reported no funding from other miscellaneous sources.

Except for TASC, most programs received in-kind contributions (see Table 18). Community service work and job training programs were most likely to receive in-kind contributions.

Table 19 provides data on total budgets. It is interesting that some programs in five of the seven categories have budgets of more than one million dollars. Only TASC and community service work programs were not included in this group. Overall, state work release and both types of substance abuse treatment programs had the largest total budgets, since over half of the programs in each of these groups had budgets of at least \$100,000. However, total budget figures do not necessarily provide an estimate of the expense of processing offenders, if programs also serve nonoffenders. While it is known that all persons in work release are offenders, this cannot be said for substance abuse treatment programs. In addition, the proportion of persons in the latter type of program who are offenders is unknown.

This problem is compounded further by the fact that there may be pre-trial and post-prison offenders in some of the programs. Further, inaccuracy could result for programs in which the alternative is an adjunct program. Again, the proportion of the budget used for offenders sentenced to alternatives is unknown.

Table 20 displays data on proportions of program categories that require client payments. There were several differences among the program categories. First, community service work programs were the most likely to require liability insurance (36%). While in general most other program categories did not require this, 19% of inpatient substance abuse treat-

TABLE 17  
PROGRAM FUNDING:  
FUNDS RECEIVED FROM  
OTHER SOURCES 1983 <sup>1/</sup>

<u>Dollars</u>	<u>State Work Release</u> <sup>4/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
None	16 (89%)	13 (87%)	7 (64%)	3(100%)	14 (45%)	18 (49%)	3 (50%)
1 - 15,000		1 (7%)	2 (18%)		5 (16%)	9 (24%)	1 (17%)
15,0001 to 30,000					2 (6%)	2 (5%)	1 (17%)
30,001 to 50,000					2 (6%)	1 (3%)	
50,001 to 100,000					1 (3%)		
100,001 to 500,000	1 (6%)	1 (7%)			2 (6%)	1 (3%)	
500,001 to one million							
More than one million							
Do not know	<u>1 (6%)</u>		<u>2 (18%)</u>		<u>5 (16%)</u>	<u>6 (16%)</u>	<u>1 (17%)</u>
TOTAL	18	15	11	<u>3<sup>2/</sup></u>	<u>31<sup>3/</sup></u>	37	6

<sup>1/</sup> Data represent the number of programs receiving funds from other sources in Fiscal Year 1983 in the corresponding range. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.

<sup>2/</sup> Data not available from one TASC program.

<sup>3/</sup> Data not available for one inpatient program.

<sup>4/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

TABLE 18  
PROGRAM FUNDING:  
FUNDS RECEIVED FROM  
IN-KIND CONTRIBUTIONS 1983 <sup>1/</sup>

<u>Dollars</u>	<u>State Work Release</u> <sup>5/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
None	14 (82%)	13 (87%)	4 (36%)	3(100%)	18 (64%)	20 (63%)	2 (40%)
1 - 10,000	1 (6%)		2 (18%)		1 (4%)	3 (9%)	2 (40%)
10,001 to 50,000			2 (18%)		3 (11%)	4 (13%)	1 (20%)
50,001 or more					2 (7%)		
Do not know	<u>2 (12%)</u>	<u>2 (13%)</u>	<u>3 (27%)</u>	_____	<u>4 (14%)</u>	<u>5 (16%)</u>	_____
TOTAL	17 <sup>2/</sup>	15	11	3 <sup>3/</sup>	28	32	5 <sup>4/</sup>

<sup>1/</sup> Data represent the number of programs receiving in-kind funds for Fiscal Year 1983 in the corresponding range. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.

<sup>2/</sup> Data not available from one state work release program.

<sup>3/</sup> Data not available for one TASC program.

<sup>4/</sup> Data not available for 1 job training program.

<sup>5/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

TABLE 19  
PROGRAM FUNDING:  
FUNDS RECEIVED FROM  
TOTAL BUDGET FOR 1983 <sup>1/</sup>

<u>Dollars</u>	<u>State Work Release</u> <sup>4/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
None							
1 - 15,000	1 (6%)	1 (7%)	3 (27%)			1 (3%)	
15,0001 to 30,000		1 (7%)	2 (18%)				
30,001 to 50,000			2 (18%)	1 (33%)			
50,001 to 100,000		2 (13%)	1 (9%)		3 (10%)	4 (11%)	2 (33%)
100,001 to 500,000	7 (39%)	3 (20%)	2 (18%)	2 (66%)	11 (37%)	20 (54%)	2 (33%)
500,001 to one million	4 (22%)	1 (7%)			4 (13%)	4 (11%)	
More than one million	2 (11%)	2 (13%)			4 (13%)	2 (5%)	1 (17%)
Do not know	<u>4 (22%)</u>	<u>5 (33%)</u>	<u>1 (9%)</u>		<u>8 (27%)</u>	<u>6 (16%)</u>	<u>1 (17%)</u>
TOTAL	18	15	11	<sup>2/</sup> 3	<sup>3/</sup> 30	37	6

<sup>1/</sup> Data represent the numbers of programs with a total budget in Fiscal Year 1983 in the corresponding range. Numbers in parentheses are the data presented in terms of percentages. Percentages may not total due to rounding.

<sup>2/</sup> Data not available from one TASC program.

<sup>3/</sup> Data not available for one inpatient program.

<sup>4/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

TABLE 20  
PROGRAM FUNDING: PERCENTAGES <sup>1/</sup>  
REQUIRING CLIENT PAYMENTS

	<u>State Work Release</u> <sup>2/</sup>	<u>Local Work Release</u>	<u>Community Service Work</u>	<u>TASC</u>	<u>Inpatient Substance Abuse</u>	<u>Outpatient Substance Abuse</u>	<u>Job Training</u>
Liability Insurance Required	6% (1)	7% (1)	36% (4)	0	19% (6)	11% (4)	0
General Participation Fees Required	6% (1)	13% (2)	9% (1)	0	53% (17)	86% (32)	33% (2)
Room and Board Fees Required	78% (14)	93% (14)	18% (2)	0	50% (16)	22% (1)	0
Other Fees Required	11% (2)	20% (3)	0	100% (4)	28% (9)	35% (13)	0

<sup>1/</sup> Values represent the percentage of programs in each category requiring a given type of client fee. The number of programs requiring each type of fee is listed in parentheses.

<sup>2/</sup> State work release data are inaccurate insofar as they reflect state/local facility data.

ment programs did so. Second, the rehabilitative programs required general participation fees. The scores were 53%, 86% and 33% for inpatient and outpatient substance abuse treatment and job training programs, respectively. Third, and not surprisingly, residential (work release and inpatient substance abuse treatment) programs were most likely to charge room and board fees. Finally, all TASC programs charged for urinalysis.

In conclusion, data on funding sources show that there were important differences by program category. Some of the differences are consistent with common sense. For example, residential programs required room and board fees. State work release received state funds. Community service work programs charged liability insurance fees. It seems also that rehabilitative programs may be more costly than some sanction-oriented programs, such as community service work. However, it is difficult to assess the extent to which this is true for substance abuse treatment programs, since not all persons in such programs are offenders.

#### Other Potential Program Types: Sex Offender and Mental Health Programs

Sex offender and mental health programs as distinct categories were excluded from this analysis due to the inability to group such programs on the basis of the data collected. In fact, the data revealed that no one program served sex offenders exclusively. Mental health programs designed especially for offenders are not represented in this study. However, both sex offenders and offenders with mental or emotional disorders are of great concern to both the department and the public. Whether or not such offenders would be eligible and/or benefit from sentences to these kinds of alternatives is a topic of great interest.

While the present study lacks the data required to include sex offenders in the analysis, it is known that 21 programs indicated that they provide some type of service for sex offenders, if they happened to be sentenced to that particular program. It is probable that counselling services for sex offenders were merely a small part of a larger organization. Examples of programs that provided services to sex offenders are Adams County Community Services, Quincy Inn and Skamania County

Counselling Center.

Felony offenders have not always been viewed as suitable clients by mental health agencies. However, most programs that offer individual and group counselling offer it as part of their general program. This is especially true for substance abuse treatment programs. Nevertheless, six programs indicated that their main focus was mental health, and that they did accept felony referrals. While offenders composed only a minority of client loads at the time of the study, it may be that the use of this type of program may become more common with the movement toward using alternatives to total confinement.

#### D. Conclusions And Unresolved Issues

Results from the analysis provide strong support for the argument that different types of programs vary considerably, especially on capacity and funding variables. While the differences reported here were not quite as outstanding for staffing, there were differences here as well.

The results given in this report have implications for corrections policy and bring up issues that are relevant to the search for viable alternatives to incarceration. One obvious issue is whether or not the existing programs have the capacity to cope with the anticipated increase in offender referrals. This is especially critical for community service work programs because it is assumed by some that felony referrals to such programs will nearly triple the referral figures presented in this report. In fact, the Department of Corrections assumes that there will be approximately 6000 felony referrals to community service work programs per year during the 1985-1987 biennium. While the data presented here do not provide a definitive answer to this question, there can be no doubt that there are many promising alternatives available in Washington State.

Another critical issue concerns funding. This is especially problematic for the substance abuse treatment programs. Since inpatient substance abuse treatment may cost several thousand dollars, the question of payment for offender participation will need resolution. In addition, there are many reasons to believe that increased numbers of female offenders

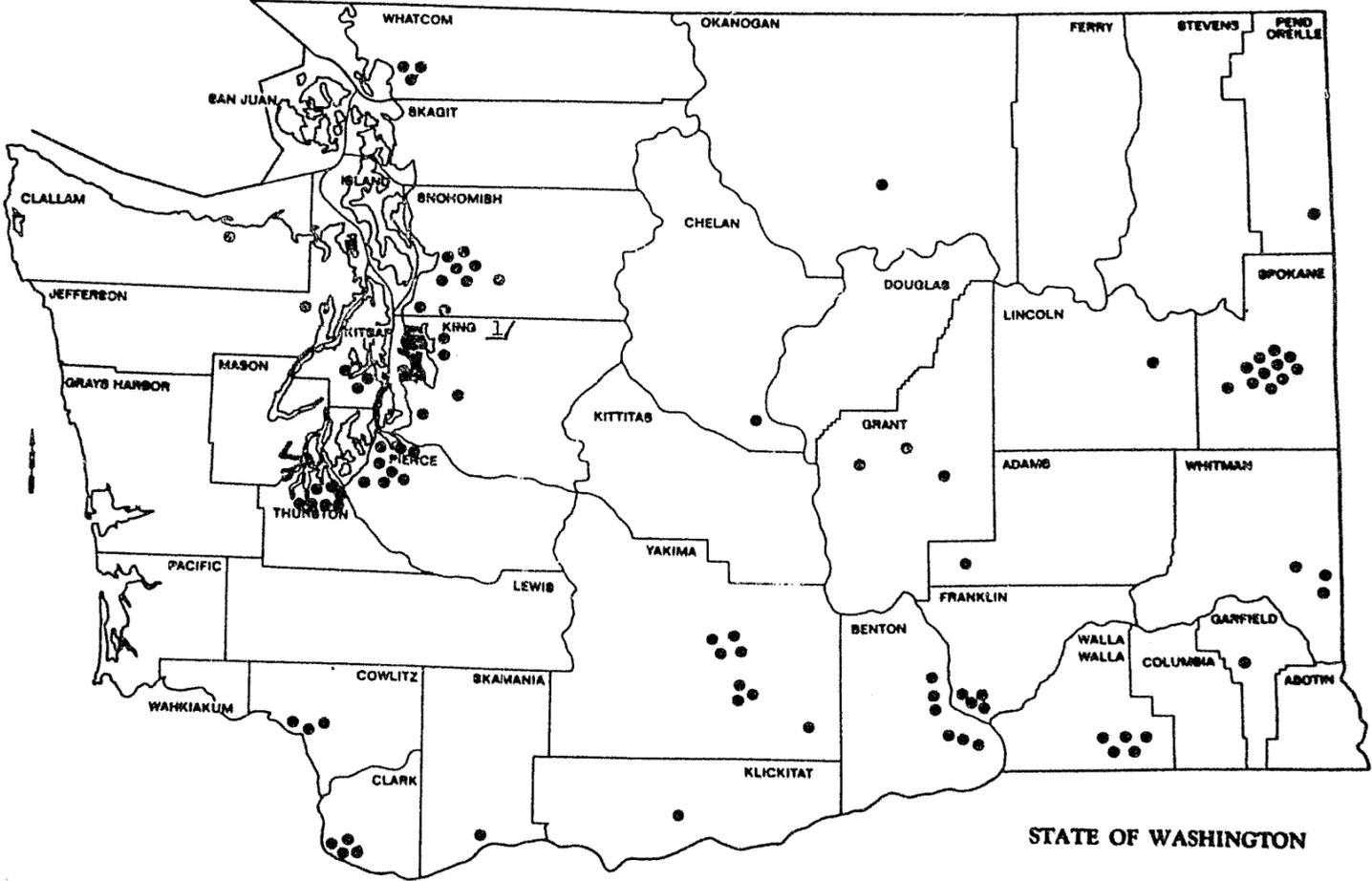
and sex offenders will be receiving alternative sentences. Resources for treatment and/or meeting support needs of these types of offenders are now viewed as wholly inadequate. Program design and funding are both issues that require attention.

Another unresolved issue is the size of the eligible pool of offenders vis a vis the program capacity by type. A narrow interpretation of eligibility, e.g., only first-time arrested or convicted nonviolent offenders, may result in an under-utilization of this resource. Similarly a narrow definition of crime-related prohibitions, e.g., no alternative programs at all other than punishment and supervision, may make the offender population incompatible with this diverse resource unless the participating agencies make major changes in their programs and/or philosophies.

A final unresolved issue is the unknown future use of exceptional sentences and plea/charge bargaining to make certain special needs offenders eligible for these programs.

# MAP II

GEOGRAPHICAL DISTRIBUTION OF ALTERNATIVE PROGRAMS



-98-

1/The solid black area in King County indicates that there are 19 programs in Seattle. There are two out-of-state programs not shown.

TABLE 21  
GEOGRAPHICAL DISTRIBUTION  
OF SURVEYED PROGRAM SERVICES <sup>1/</sup>

Program Category	Region						Out of State	Total
	I	II	III	IV	V	VI		
State Work Release	2	2	2	4	6	2		18
Local Work Release	3	4	4	1	2	1		15
Community Service Work	0	3	2	2	1	2	1	11
TASC	0	0	1	1	1	1		4
Inpatient Substance Abuse	7	6	2	9	4	4		32
Outpatient Substance Abuse	14	8	1	3	3	8		37
Job Training	0	1	1	2	0	2		6
Other <sup>1/</sup>	2	4	1	5	0	0	1	13
<b>Total</b>	<b>28</b>	<b>28</b>	<b>14</b>	<b>27</b>	<b>17</b>	<b>20</b>	<b>2</b>	<b>136</b>

<sup>1/</sup> The values presented in Table 21 do not precisely correspond to the number of programs in Washington State for three reasons. First, the corrections field is in such a state of flux that the data are out of date almost as soon as they are collected. Second, a small number of programs that were in operation during the survey were, for one reason or another, omitted. Third, these values represent the number of services instead of the number of programs. Many programs offer multiple services.

## CHAPTER IV

### DEPARTMENT OF CORRECTIONS ROLE IN ALTERNATIVES

As is the case in many states, the State Department of Corrections (DOC) plays a major role in providing and administering programs that are alternatives to total confinement. Section 5 (3) of Senate Bill 4798 requires that the alternatives to incarceration plan include:

an evaluation of the existing organizational structure and of the services provided by the department's division of community services and its role in providing or administering programs that are alternatives to total confinement after July 1, 1984.

An evaluation of this nature represents a major effort under the most stable of circumstances. Given the changing conditions and uncertainty surrounding the implementation of the Sentencing Reform Act (SRA) it is a formidable task. In order to place reasonable bounds on this activity, the timeframe for analysis will be limited, to the extent practicable, to the period from July 1, 1983 to July 1, 1985. The timing of this study precluded analysis of post-SRA experience. New proposed plans will be described in the context of the SRA.

#### A. Department of Corrections Organizational Structure

The mission of the Department of Corrections is protection of the public through confinement, supervision and redirection of adult felons. The department's main objectives are:

- Ensuring the safety of the public, staff and offenders.
- Punishing the offender, through the denial of liberty, for his/her violation of the law or for violation of conditions of supervision.
- Fair and equitable treatment of all offenders.

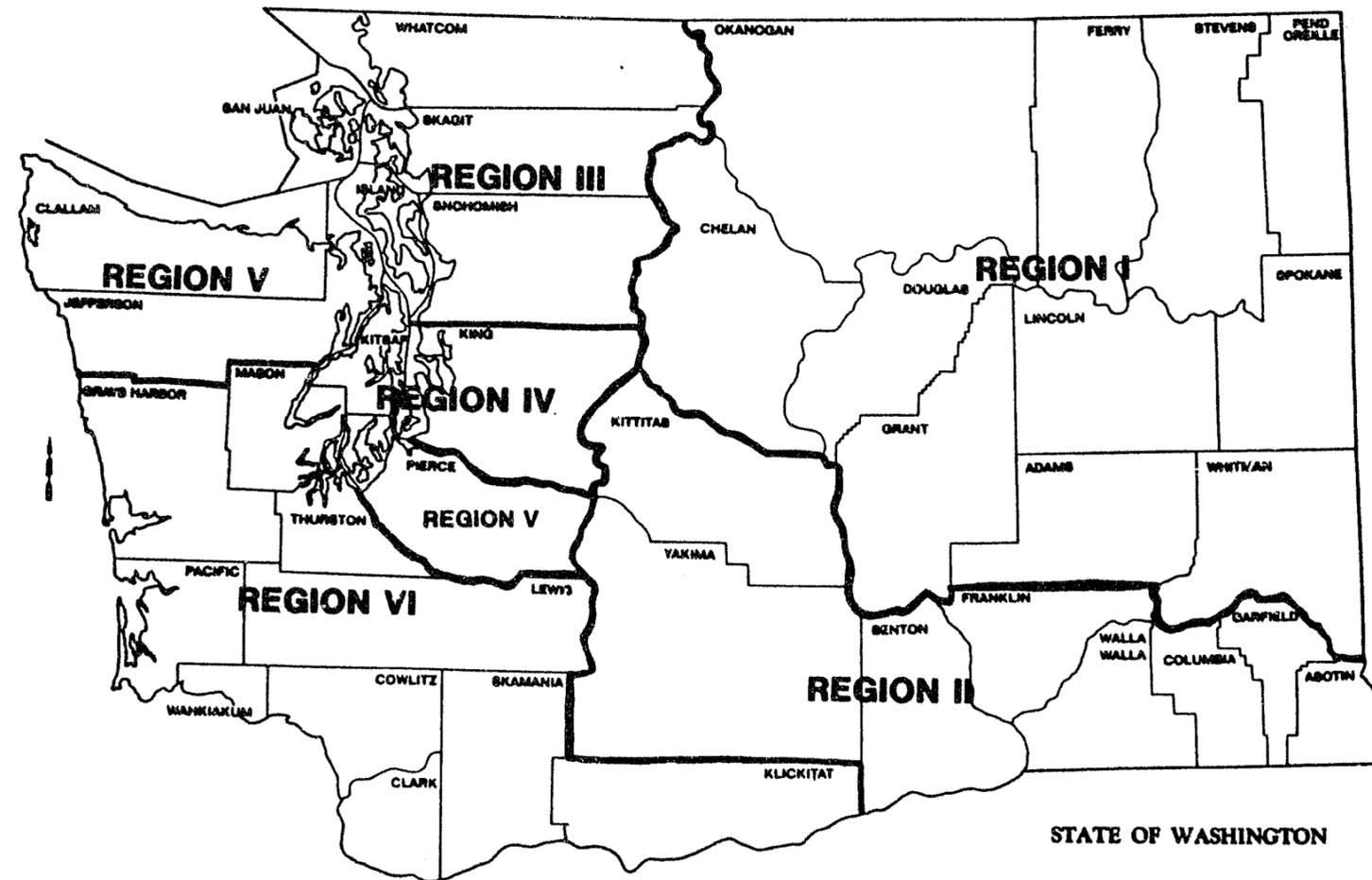
- Effective and efficient management of resources.
- Providing for restitution, fines, court fees, and supervision fees.
- Accountability to the citizens of the state.
- Compliance with national standards appropriate to the state of Washington and establishment of a system that is reflective of the values of the community and which seeks to avoid idleness, adopt the work ethic, provide opportunities for self improvement, provide tangible rewards for accomplishments, and share the obligation of the community.

The DOC organizational structure is designed to facilitate attainment of those objectives. DOC has three operating divisions--Prisons, Community Services and Institutional Industries. The Division of Management and Budget provides fiscal support to all agency divisions and sections, manages the offender information systems and develops contracts with service providers. The Assistant Secretary, Program Development, is responsible for the development and oversight of the department's health, mental health, educational and vocational training, religious and recreational programs, volunteer and community involvement programs, the department-wide offender grievance system, and the planning and research functions. The Office of Employee Services is responsible for all personnel matters. A Senior Assistant Attorney General from the Office of the State Attorney General manages the staff responsible for legal guidance to the department.

DOC has divided the state into six regions for administrative purposes. These regions, shown in Map 3, represent a reasonable balance of geography, population and resources. The six regions are the base of demographic planning for the various community based services the department provides. Each of the divisions and offices has a role to play in the department's provision or administration of alternatives to total confinement. The lead role is played by the Division of Community Services.

# MAP III

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## B. Services Provided by the Division of Community Services

The Division of Community Services has five separately budgeted programs for which it is responsible. These programs include Work/Training Release, Geiger Field Work/Training Release, Adult Probation and Parole, Intensive Supervision, and the Victim/Witness Notification Program. Operationally these programs are administered in a manner which allows the state to manage felony offenders within local communities. The programs are designed to allow offenders varied access to the community. From a program standpoint, the access ranges from very restricted access to virtually open access. The following description breaks the five major budgeted programs down into smaller administrative programs. They are presented in the order of the most supervisory involvement to the least involvement by DOC staff. A fuller description will be provided for the programs that function as alternatives to total confinement.

### WORK RELEASE

#### Phase 2 Work Release Programs

Phase 2 is the term used to describe the most secure work release program.\* Offenders placed in Phase 2 programs are allowed access to the community only while under direct supervision. The purpose of the Phase 2 programs is to receive, evaluate and classify offenders as they are transferred from the Division of Prisons into the Division of Community Services. The Division of Community Services maintains two facilities with a total capacity of 225 beds dedicated to this program. The Phase 2 beds are in Pierce County (Tacoma Work Release, Western State Hospital Grounds, capacity 140) and Spokane County (Geiger Phase 2, Geiger Field, capacity 85).

In addition to receiving all offenders from the Division of Prisons, the Phase 2 programs also serve as training facilities and interchange

\* Phase 1 work release involves brief periods of total confinement for disciplinary purposes or holding for transportation purposes.

for offenders who have been unable to adjust acceptably in a normal work release facility. Offenders within these programs have access to educational programs which include adult basic education, high school diplomas and GED Certification. Further, if offenders can afford college classes (home study), they are allowed to participate in available correspondence programs.

One of the obligations of all offenders placed in the Tacoma facility is that they work a required number of hours at Western State Hospital. A variety of jobs including maintenance, culinary work, laundry worker, grounds keeper, and heating plant worker are all available. In addition to providing some training and experience for the offender, these jobs provide an opportunity to work in an environment outside the direct jurisdiction of DOC.

Upon arrival in Phase 2, the offender's case is prepared for review by a local work release screening committee for consideration for acceptance into a Phase 3 (regular work release) program. The offender is provided with orientation to work release programming and is informed of the various options available. Since most offenders arriving in the Phase 2 program are within the timeframe necessary for development of a parole plan, Phase 2 staff follow up on determining whether a pre-parole investigation has been completed. If not, a pre-parole referral is made. In short, programming is intended to prepare the offender for placement in a Phase 3 work release program or directly on parole status.

#### Phase 3 Work Release Programs

Normal work release programming is available to offenders through the state of Washington. There are currently 17 work release facilities in the state. All but one of the work release programs (Tri-Cities) are contracted programs for which the state provides professional staff and the contractor provides the facility, food and correctional staff. Offenders are required to be in residence for a defined period of time each day and, under prescribed conditions, are allowed to work at paid

employment and/or participate in vocational training. Each work release facility has specific guidelines which enable the offender to earn the privilege of increased access to the community. The basic responsibility of the offender is to find work, develop some resources, and begin re-integration into the community. While in work release, the offender is required to pay \$9.00 per day in board and room. All monies earned by offenders are placed in trust by the Department of Corrections and an offender is allowed a controlled number of dollars to meet everyday expenses. Offenders are also required to pay any restitution, fines, and/or court fees they owe.

Special privileges such as furloughs and sponsored outings are available to offenders who have demonstrated their ability to participate in work release programming. All individuals who are allowed to serve as sponsors for either furloughs or social outings are screened and receive orientation from the various work release facilities.

Through the support and cooperation of the Division of Institutional Industries, a number of offenders have jobs available to them which pay less than minimum wage but nevertheless help them meet board and room obligations. These jobs (Class IV Industries) are the result of contractual agreements between DOC and various governmental agencies and/or non-profit organizations. Until an offender finds a job in the open labor market, the availability of such work is important in helping to retain offenders in work release. At the present time there are 12 such programs available for offenders in work release. Two additional programs are anticipated to be in operation within the next 30 days. Class IV Industries provide job sites for 82 offenders.

Two work release programs exist to meet the needs of offenders with special problems.

#### 1. Work Release for the Developmentally Disabled Offender

One of the more unique programs in the Division of Community Services is a work release facility which is programmatically designed to

respond to the needs of developmentally disabled offenders. Historically, such offenders have been unable to effectively compete in the normal job market or to effectively adjust to a normal work release program. As a result, a special program has been developed at Rap House for 20 offenders (both male and female) who are developmentally disabled. Staffing at this facility has been enhanced to help provide for some of the special needs of this target population. The Rap House program is especially concerned with identifying community support systems which will enable the developmentally disabled offender to receive the kind of support necessary for ultimately making a non-delinquent adjustment.

#### 2. Work Release for the Mentally Ill Offender

Similar to Rap House, a work release program designed for responding to the needs of the mentally ill offender has been established by DOC. Lincoln Park is located adjacent to Rap House and is designed to house 30 mentally ill offenders. Again, these offenders have been identified during their incarceration as requiring special mental health support. Lincoln Park programming is specifically concerned with identifying community resources potentially available for the mentally ill offender once he/she paroled, and with identifying jobs which are available to the mentally ill offender. The staff at Lincoln Park are also available for consultation with field staff in order to help field supervisors better understand the unique needs of mentally ill offenders on parole.

This program also maintains a contract psychiatrist who helps monitor the emotional needs of the offenders. Significantly, a close working relationship with the Special Offender Center of the Division of Prisons enables Lincoln Park to utilize the Special Offender Center to stabilize those offenders subject to emotional deterioration. Such offenders are returned to the Division of Prisons for the time period necessary for stabilizing their symptoms. They are then returned to the work release facility for continued programming. Such flexibility enables the work release program to effectively respond to the instability characteristic of mentally ill offenders.

Between July 1, 1983 and June 30, 1984 the average daily work release population was 513 inmates (prerelease from prison) and 230 probationers and parolees. These facilities operated at approximately 89 percent of capacity during that period. Felons resident in work release facilities spend from 8-12 hours per day in the facility, and the average length of time they stay in that setting is four months. Approximately 2,700 state felons resided in state work release facilities in fiscal year 1984. As of November 14, 1984 the state work release capacity and population was as noted in Table 1.

Approximately 130 state salaried employees work in the state work release program. This staff is augmented by contract staff at certain facilities. In addition, over 100 volunteers relate to the work release program. A number of volunteers function by serving on advisory/screening committees that oversee individual programs and/or participate in the approval/placement process. In summary, primary functions of work release programs are:

- To provide public safety through a structured residential program and ongoing case supervision of each adult offender from correctional institutions as a transition to parole, granted probation by the courts or parole by the Board of Prison Terms and Paroles.
- To assist each offender through establishing behavior limits, counselling, the use of community resources, referral, and prioritized supervision. To redirect his/her former unlawful behavior toward law-abiding conduct.
- To conduct investigations and to submit reports as required to the Secretary, Department of Corrections, the Board of Prison Terms and Paroles, the superior courts and the interstate compact authorities in matters concerning supervision of adult offenders (pre-parole investigations, furlough investigations, termination reports, progress reports, supplemental and special reports, and interstate reports).

TABLE 1  
State Work Release  
Capacity and Occupancy  
November 14, 1984

WORK/TRAINING RELEASE FACILITY	CAPACITY		INMATE		PAROLE		PROBATION		TOTAL
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	
REGION I Geiger	123	12	99	0	3	2	56	4	164
REGION II Tri-Cities	13	2	9	2	0	0	0	0	11
Yakima	38	2	3	0	3	0	15	0	21
REGION III Bellingham	21	4	12	1	3	0	6	2	24
REGION IV Bishop Lewis	24	0	17	0	4	0	3	0	24
Madison Inn	28	0	13	0	4	0	2	0	19
Pioneer House	54	6	34	8	2	0	2	0	46
Reynolds	88	12	56	6	7	1	9	0	79
REGION V Kitsap	26	4	3	0	0	0	24	1	28
Lincoln Park *	25	5	7	1	7	0	4	0	19
Port Angeles	15	0	5	0	1	0	5	0	11
Progress House	50	10	52	4	0	0	6	0	62
Rap House *	15	5	5	0	3	0	10	0	18
Tacoma	126	14	105	13	1	0	1	0	120
REGION VI Clark County	30	10	12	0	0	0	18	5	35
Longview	20	5	13	0	3	0	2	0	18
Olympia	18	7	16	1	0	0	2	0	19
TOTAL	714	98	461	36	41	3	165	12	
GRAND TOTAL		812		497		44		177	718

\* Offenders with mental and physical problems make up the population of these facilities.

- To collect all earnings of offenders and develop an individualized budget which ensures priorities set by law, (room and board, family support, restitution to victims, court costs, legal debts, savings towards parole, etc.).
- To monitor the offender's behavior through close observation, bed checks, employer and home visits and contacts, drug and alcohol tests and contacts with community resources who provide services to the offender.
- To recommend and participate in hearings for offenders who violate the law or residential program rules.

The amount of money coming from the state general fund to provide state work release program services in fiscal year 1983 was approximately \$8.8 million. Client fees, for room and board, of approximately \$895,000 were collected and used to offset state funds.

#### COMMUNITY SUPERVISION

##### Intensive Supervision

The Division of Community Services operates a number of programs that fall under the rubric of community supervision. One of the most significant is the Intensive Supervision Program (ISP). Initially designed as a program which would allow for diversion from incarceration, ISP has undergone some significant modifications. It represents the maximum investment of case management time for offenders on probation or parole. The courts have frequently identified ISP as an alternative to state prison incarceration. It is a program which clearly addresses the treatment as well as the surveillance needs of the offender. If an offender is not placed under ISP at the time of sentencing by the court (probation), the Board of Prison Terms and Paroles has the option of using ISP (parole) as a means of reintegrating the offender into the community under a highly structured environment.

All offenders placed on ISP are evaluated and an assessment of their risk level as well as identification of their needs is made. In addi-

tion, each offender has an individual case plan developed which identifies the specific supervisory needs and goals of the offender. Where some offenders require significant help in obtaining treatment and/or counselling, others obviously require very intense surveillance. The case assessment plan which is developed helps to clearly identify the type of supervision given the offender.

Frequently, one of the conditions of placement on ISP is that the offender reside for a period of time in a work release facility. During this time the offender may locate normal housing and obtain adequate employment. The next major objective is that of ensuring that all counselling or treatment needs are being addressed by the offender and that the offender has help finding suitable living arrangements upon leaving the work release facility.

Because of extensive involvement of staff time in the management of those individuals under ISP, caseloads of community officers having an intensive clientele are restricted to 25 rather than the normal average of 90 offenders on regular probation and parole.

In brief, ISP staff engage in the following functions:

- Conduct investigations and determine the acceptability for the ISP of felony offenders.
- Enforce conditions upon which probation and parole have been granted by the superior court or the Board of Prison Terms and Paroles.
- Conduct investigations in matters concerning the offender under supervision and submit reports as required to superior courts and the Board of Prison Terms and Paroles.
- Place under arrest offenders who give reason to conclude they are a danger to the public, or have committed a new offense or another serious violation of probation or parole.

-- Participate in hearings for offenders charged with violation of probation or parole and to make recommendations for disposition of these charges.

-- Assist each offender through counselling, use of and referral to existing community resources and, where necessary, development of new resources in the community; to redirect the offender's former unlawful behavior toward law-abiding conduct.

For Fiscal Year 1983, the state appropriated approximately \$11.5 million for the provision of adult probation and parole services. Of that, approximately \$10.4 million went to regular probation and parole and \$1.1 million went to ISP.

#### Parole

Over 95% of the 2,028 individuals released from DOC facilities during Fiscal Year 1983 were subject to parole supervision by DOC community services staff. Prior to consideration for parole, a Pre-Parole Investigation is completed for each offender. This investigation is specifically concerned with determining whether or not a parole plan is realistic in terms of potential employment, residence, and community needs. This investigation is forwarded to the Board of Prison Terms and Paroles to help in their determination of whether or not the parole is to be granted. The decision by the Parole Board may include a short period of time in work release prior to normal parole supervision.

A risk and need assessment is done when the parolee arrives in the field and, if necessary, a case assessment plan is developed. The level of parole supervision obtained by any one offender is determined by the needs of that offender. The intent of parole supervision is to provide the most supervision for those offenders who are most in need -- whether in terms of public safety or in terms of developing necessary support systems.

#### Presentence Investigations

One of the major services provided by the Division of Community Services is that of preparing presentence investigations for the superior courts prior to the sentencing of felony offenders. During the last few years, the courts requested such investigations for approximately 80% of all convicted felons. The presentence investigation includes a comprehensive description of criminal history, social history, psychological factors and financial history. In addition, information about education, special skills and the offender's community resources are described. Over the last several years, presentence investigations have included a recommendation to the court relative to sentencing. In effect, the judge relied upon the Division of Community Services to provide these investigations as an unbiased report (in contrast to a defense attorney's recommendation or a prosecutor's recommendation) about the offender.

#### Probation

Approximately 80% of the individuals convicted of felonies over the last several years have not gone to prison. Instead, they have been placed under the supervision of the DOC Division of Community Services, on probation. Probation, therefore, has been serving as a major alternative to prison incarceration.

The probation program provided by the Division of Community Services covers the largest group of offenders under DOC jurisdiction. This program allows for a continuum of offender management, responsive to both the needs of the community and the offender. Through risk and need assessment, case planning and resource identification, comprehensive case management can be provided for those offenders placed on probation by the superior courts. This particular program necessitates close communication with the superior courts, local prosecuting attorneys, and defense attorneys within the community. Supervising community corrections officers maintain careful records of the offender's adjustment and participation in court mandated programs. Officers provide regular information to the courts in order to help judges make an ultimate dis-

position of a probation case. Further, when a probationer becomes involved in behavior which is unacceptable (as defined by the special conditions of probation) this information is presented to the court in preparation for the possibility that the probation be revoked and the offender be placed under the jurisdiction of the Division of Prisons.

The Division of Community Services provides community supervision services through 47 field offices throughout the 39 counties. As mentioned, probation represents the largest client group served by DOC. In addition, it is impossible to clearly differentiate between DOC services to probationers and parolees. Therefore, the remaining discussion of probation will include reference to other community supervision programs.

A thumbnail sketch of the duties of an individual community corrections officer is provided by the following list of responsibilities: intake interview; completion of intake face sheet; completion of intake summary; completion of a case assessment plan; completion of needs/risk assessment; case supervision of mandatory contracts; case oversight and monitoring of conditions of supervision; oversight of collection of fees for supervision; routine contracts with law enforcement, courts, community resource, etc.; resource referral and development; completion of routine progress reports; completion of appropriate termination reports, i.e., conditional discharge from supervision, request for dismissal, etc.; investigation of alleged violations; submission of notice of violation; service of due process papers, i.e., violation specified, etc.; preparation of violation reports; identification and subpoenaing of witness; testifying at hearings; conducting routine field investigations; preparation/dictation of routine reports; completion of special investigations/reports, as assigned; case file maintenance including chronological entries, filing, etc.; preparation and submission of public safety and conviction information forms; preparation of victim/witness lists; completion of month end summaries and population counts, investigation and reporting of off count violations involving all activities previously noted; maintaining 24-hour warrant verification processes; participation in statewide task forces, as assigned; participation on various regional/office committees and task forces; participation in ongoing/re-

quired training; monitoring and log maintenance of state car usage, repairs, etc.; supervision of volunteers; preparation of volunteer reports; routine correspondence; and routine administrative tasks.

The average monthly community supervision caseload between July 1, 1983 and June 30, 1984 was 21,937 clients. As of June 1984 the number of individuals in each case type was as follows:

Probation - Regular	17,177	Parole - FOS	213
Parole HB 922-Early Rel.	333	On Appeal	114
Parole - Regular	2,696	Insanity Acquittal	166
Probation - FOS	932	Intensive Supervision	755
Probation - Out-of-State	1,319	(approximately 40/60	
Parole - Out-of-State	546	probation and parole)	

The staff, including clerical and support staff, employed to serve this number of offenders is 444. They are geographically distributed as follows:

Region	Regular Supervision	Intensive Supervision
I	60	8
II	44	9
III	41	8
IV	128	14
V	60	9
VI	<u>56</u>	<u>7</u>
	389	55

Of the regular supervision staff, approximately 240 are community corrections officers (CCO). Of the intensive supervision staff, approximately 40 carry caseloads. The approximate caseload per CCO is 90 for regular supervision and is limited to 25 for intensive supervision.

Paid staff are supplemented, but not supplanted, by volunteers who are able to help the department provide services that otherwise would not

be available. Approximately 100 volunteers are associated with the community supervision function. Many of these individuals are student interns who receive academic or similar credit while they engage in some of the following tasks: research, tutoring, assisting with counseling, presentence investigations, and parole assistance.

#### OTHER COMMUNITY SERVICES PROGRAMS

##### Victim/Witness Notification

As of spring 1983, DOC was directed to develop a program which would provide notification for victims and witnesses of violent crimes. In effect, this program informs witnesses and victims whenever an offender who is involved in a violent crime reenters the community. Victims, witnesses and law enforcement officials are notified when offenders escape, are placed on furlough, moved to work release or are paroled. Victims and witnesses are given the opportunity to request such notification and are responsible for letting DOC know when they are interested in receiving this information. This program has enjoyed a significant amount of public support and provides significant information to key individuals involved in the initial crime.

##### Pre-trial Diversion

DOC contracts with a private non-profit organization to provide support services for offenders identified by the superior courts (Snohomish County) as eligible candidates for participation in a diversion program. In effect, this program allows the superior court judge to identify a support program which precludes the necessity of continued involvement in the criminal justice system by an offender. For the 1983-85 biennium, \$236,000 was appropriated for the Snohomish pre-trial diversion program.

##### Fines and Restitution

DOC has been responsible for monitoring and reporting the extent to which offenders have paid court-imposed fines, as well as for developing schedules for payment of restitution. Through assessment of the offend-

er's economic condition, schedules are developed and offenders are required to agree to payment schedules which realistically meet restitution requirements.

#### Treatment Alternatives to Street Crime (TASC) Programs

Under contract with six separate organizations, DOC contracts for the drug and alcohol related services provided by Treatment Alternatives to Street Crime (TASC). These contracts currently provide programming in Snohomish County, King County, Pierce County, Clark County, Yakima County and Spokane County. Offenders who have been identified as having problems in the area of substance abuse are referred to TASC, which assesses their needs and identifies treatment programs to which they can be referred. In addition, TASC helps in monitoring offenders in an effort to help determine the extent to which such offenders comply with court ordered restrictions relative to substance use. Although TASC programs are strongly oriented toward a treatment model of dealing with offenders, they also play a key role in monitoring those offenders having a high likelihood of continued substance abuse.

#### Mental Health Services

The Division of Community Services contracts with a number of vendors who provide a broad variety of mental health services. These contracts include psychological as well as psychiatric services. Psychological evaluations, psychiatric evaluations, and psychopharmacological need assessments are all available to those offenders who have been identified as being in need of support in the area of mental health. In addition, treatment programs available in the community have been identified, and available resources have been targeted for helping offenders defray the cost of participation in mental health programs. Although a significant effort is made in motivating offenders to pay for their own services whenever possible, both assessment and treatment services have been made available for offenders as needed and resources permit.

Perhaps the most significant involvement of the Division of Community

Services in responding to mental health needs has been that of establishing close working relationships with other state and community agencies who are providing mental health services in the community. Whenever resources have been identified, staff have been able to effectively determine the extent to which such services may be made available to the felony offender.

#### Community Involvement and Criminal Justice Liaison

In addition to providing programs that focus directly on offender management, the Division of Community Services conducts a variety of programs directed towards helping the offender establish and maintain a non-delinquent adjustment within the community. One of the primary programs in this category involves volunteers. Volunteers are involved in sponsoring offenders in work release programs who are eligible for furloughs and/or social outings. In addition, volunteers actively participate in screening committees where offenders are screened prior to their being admitted to a local work release program. Volunteers are utilized by probation and parole offices throughout the state as a means of providing work support in non-sensitive areas. Further, volunteers participate by identifying resources and by providing transportation, escort services, and job contacts for offenders under community supervision. One of the most critical elements of the volunteer program is the extent to which it provides community education and helps the community better understand both the risk and the needs of the felony offender.

Division of Community Services staff not only work with volunteers, they are actively encouraged to provide information through lecturers and interviews to service groups, the media and interested citizens upon request. Staff participate in educational programs at all educational levels and in virtually all the service organizations working within the state of Washington. In addition, the Division of Community Services has been actively involved in providing special interest information to the news media in an effort to further educate the public relative to the needs and accomplishments of the offender population.

Another critical activity in which the Division of Community Services is involved is not so much a formal program as it is an ongoing effort to maintain close liaison with all aspects of the criminal justice system. Division Administrators are involved in regular meetings with an interagency work group which addresses problems and works on projects requiring the cooperative effort of various agencies. The exchange of a number of work release beds for jail space in the King County area is the product of such cooperation. In addition, each Regional Administrator is actively involved in making contacts with local law enforcement officials, superior courts, prosecuting attorneys and local government leaders. This participation is specifically concerned with maintaining close contact with various communities as they work to resolve criminal justice issues.

Individual staff members have responded to the general expectation that corrections be accurately perceived as only a part of the overall criminal justice system. They know it is their responsibility to share both time and knowledge about DOC in an effort to improve and facilitate effective problem solving at the community level.

#### C. Services Coordinated With The Division Of Institutional Industries

The department's Industries program was originally established by the 1954 Legislature with the intent of providing work opportunities to minimize idleness among inmates, to teach marketable skills, and to dispose of products and services produced by inmate employees. With the passage of the Corrections Reform Act of 1981 (SSHB 235) the department was charged with the responsibility of providing work opportunities to other offenders under the department's jurisdiction. Two of the five classes of work programs the department is authorized to conduct have a community focus.

Class IV, or Community Work Industries, allows a unit of government or nonprofit organization to employ inmates housed in work release facilities, as well as prisons. The work or services can be done either within the facility or in the community, depending on the needs of the

hiring agency and the classification of the inmates in the area. The on-site supervision and/or on-the-job training is provided by the hiring agency, as is a gratuity up to the minimum wage. The department provides needed space, intermittent supervision, and a representative to coordinate the program. The development of this class of industry was initially hampered by the revenue shortfalls suffered by both local and state government. But, public sector partners have slowly begun to respond to this industry, and a number of pilot projects operated during 1983.

Class V, or Community Service Programs, enables an offender who is not sentenced to prison to work off all or part of a community service order imposed by the sentencing court. Employment is limited to work for a community service program operated by the state, a local unit of government, or a nonprofit agency which assists persons who are poor or infirm. Programs in this class are subject to supervision by DOC.

During Fiscal Year 1983 the department concentrated on the design and development of the Class V Industry program. These efforts were directed at having a well structured program that would be implemented coincidental with implementation of the SRA. Therefore, the department's major involvement in court ordered community service work was limited to the role played by staff of the Division of Community Services in those cases where community service work was a special condition of probation. In general, this involved: an intake interview with the offender receiving the court order, to discuss specific conditions of the order including how the client would complete the community service; provision of needed assistance in locating a work site; and some type of monitoring and reporting on the completion of the community service work.

Although data on yearly caseloads are not available, the following data from November 1982 gives an indication of the numbers of offenders given community service work sentences prior to the implementation of the SRA. People are anticipating that there will be a marked increase in such sentences in the coming years.

Court Ordered Community Service Caseload

	Region I	Region II	Region III	Region IV	Region V	Region VI	Totals
Number of Caseload Carrying Officers Reporting *	31	23	24	50	32	23	193
Number of Caseload Carrying Officers in Region *	36	30	28	68	42	39	243
Percentages of Caseload Carrying Officers Reporting	86.1%	76.6%	85.7%	73.5%	76.2%	58.9%	79%
Number of Probationers Under Supervision During 11/82	2,151	1,569	1,668	4,806	2,627	2,474	15,295
Number of Probationers Under Supervision Given COCS	86	53	140	466	255	89	1,089
Percentage of Probationers Given COCS	4.0%	3.4%	8.4%	9.7%	9.8%	3.6%	7%

\*NOTE: The presentence units are not included.

SOURCE: Statewide Survey of Court Ordered Community Service Class V Industries, Department of Corrections, November 1982.

D. Post-Sentencing Reform Act Role In Providing And Administering Alternatives

The Sentencing Reform Act of 1981 which became effective July 1, 1984, will substantially alter the historic sentencing practices in the state of Washington. While SRA mandates a number of programmatic changes, many of them will be made incrementally. Therefore, adjustments in many of the department's functions as regards alternatives to incarceration may not be fully realized during the next year. The purpose of this section is to describe some of those changes as they are being currently interpreted. One of the more sensitive issues that needs to be dealt with relative to the SRA is the question of operational interpretation of certain aspects

of the law. In short, many decisions are being made on an interim basis via the Interim Directives of the DOC, Division of Community Services. They will not be converted into policy until DOC has been able to ensure that they are appropriate directions.

#### Work Release Programs

Partial confinement sentences are anticipated to make use of many of the present work release programs. Under the SRA, partial confinement is the sole responsibility of the committing county. It is apparent, however, that the counties did not anticipate the dollar impact of this responsibility. The Division of Community Services anticipates that a number of DOC work release programs, through contractual arrangements with counties, will have partial confinement offenders. The division has developed screening as well as participation criteria for those potential offenders. The current budget law identifies dollars that have been made available to the state for housing a "probationer" population which would include those individuals sentenced after July 1, 1984. The issue of unanticipated costs to the county should be addressed by the 1985 State Legislature.

It is expected that the various work release facilities will continue to function in much the same way that they are at the present time. Partial confinement offenders who violate work release rules will be faced with the possible sanction of being returned to the county jail to serve the balance of their sentence in total confinement at the local level.

All partial confinement participants will continue to be responsible for payment of board and room, and all partial confinement participants will be subject to prior screening by the facility's screening committee.

It is anticipated that the programs at Rap House and Lincoln Park will continue to function as a means of providing partial confinement facilities for special needs offenders.

#### Intensive Supervision

The Intensive Supervision Program (ISP) will undergo some significant changes in terms of entry criteria for those offenders under this level of supervision. Intensive supervision will be one of four levels of supervision provided by the Division of Community Services for offenders living within the community. The court may request an assessment which would inform it of the level of supervision under which the Division of Community Services would place any one offender. The level of supervision will be determined by a risk and needs assessment as well as through the development of a case assessment plan. The court may then determine whether or not to exercise the option of placing an offender under community supervision. This information is expected to be especially helpful to the courts if an exceptional sentence is being considered by the court.

Intensive supervision will provide the highest level of community supervision for offenders under the jurisdiction of the Division of Community Services. If an offender's behavior warrants consideration for reclassification and the reclassification committee determines that a period of intensive (or maximum or medium) supervision is required the classification committee will be expected to make that determination.

#### Parole

Parole has been eliminated for individuals sentenced under SRA. DOC will continue to be responsible for providing parole supervision for those offenders who committed crimes prior to July 1, 1984. It should be noted that the Sentencing Guidelines Commission is currently preparing suggested legislation to be considered by the 1985 Legislature relative to the development of a post-release supervision program for sex offenders. Without legislative intervention, parole supervision is expected to diminish significantly by 1988.

#### Presentence Investigations

The presentence investigation generally provides the same information

under the SRA as it was designed to provide under the old structure. A major difference under SRA is that an increase in the number of investigations is anticipated. In cases where a presentence investigation is not required, an intake form will be prepared on the sentenced offender.

The DOC has determined that sentence recommendations are something that should be provided to the court by prosecutors and defense counsel. This was concurred in by the Sentencing Guidelines Commission and the Governor's Interagency Criminal Justice Work Group.

#### Probation

The probation program that has been operated by the Division of Community Services takes on an entirely new structure under the SRA. A judge now has the option of imposing sentences involving jail time, partial confinement, inpatient treatment, outpatient treatment, fines, restitution, and community supervision. Only community supervision appears similar to the old concept of probation. Under community supervision, it is significant that the most severe sanction which a judge may impose on an offender who violates a condition of community supervision is a sanction of 60 days jail time. Under the old sentencing structure, judges had the option of terminating the probation and placing the offender in prison. Under the new structure, this option is not available to a judge. Once an offender is placed under community supervision, that offender remains within the community. Community corrections officers will be monitoring offender compliance and will be reporting non-compliance to the sentencing court. DOC will not, however, be making a recommendation concerning non-compliance sanctions.

The Division of Community Services is responsible for tracking community sanctions imposed by a superior court. This tracking includes virtually all of the community based sanctions imposed by the court. One of the major purposes of this tracking is to allow DOC, as is required, to notify the court when the sanction has been satisfied.

#### Supervision Fees

The SRA authorizes DOC to charge fees to offenders under community supervision. A process for assessing the offender's ability to pay has been established, and a sliding scale has been set which takes into account the level of supervision being provided as well as the offender's ability to pay.

#### Victim/Witness Notification

The Victim/Witness Notification program will continue to operate as it has under the old sentencing structure.

#### Fines and Restitution

The Division of Community Services will continue to assume responsibility for the monitoring of payment of fines and restitution by the offenders receiving such sanctions from the courts. This monitoring will be conducted on the Offender Based Tracking System.

#### Mental Health Services

Under the SRA, a major emphasis has been placed in the area of providing support services for those offenders requiring mental health support. Within the Division of Community Services, an increased effort will be made in the area of diagnosis, referral and monitoring of all offenders in need of mental health services. In cooperation with the University of Washington, a screening device is being developed which will help identify these offenders as soon as they come to the attention of DOC (at the time the presentence investigation is written or an intake interview is done). With early diagnosis and identification, it will be possible to more effectively respond to mental health needs of offenders within the community.

#### Community Involvement

The one very clear message of the SRA is the expectation of the legisla-

ture that DOC will be cooperatively involved with communities throughout the state of Washington in the effective management of the overall criminal justice system. The Criminal Justice Information Act of 1984 further mandates clear and accurate coordination of information by all agencies involved in criminal justice.

To this end, the Division of Community Services fully anticipates extensive involvement at the local and regional level as well as the state level in order to facilitate the management of the felony offender within the state of Washington.

#### Community Service

One of the major programs developed under the SRA is the program to accommodate an increased use of the community service sanction. The implementation of this program (Class V Industries) has resulted in the Division of Community Services making major staffing assignments and increasing coordination with the Division of Institutional Industries. The program is managed, overall, by a staff person from the Division of Institutional Industries, and each Community Services region has a community service regional manager who is responsible for the implementation of the program in his/her respective region. Through the coordination of the Division of Institutional Industries, a program for identifying potential job sites and developing agreements between DOC and agencies receiving work hours is being established. In implementing this program, DOC has developed a system which:

- matches offender by location, skill and schedule with available job work site;
- monitors offender activity for compliance to court order;
- provides training as necessary for all participants of program; and
- provides reports as necessary for judges, prosecuting attorneys, DOC job work sites and state legislators.

Once an offender is placed with an agency for carrying out the sentence, a community corrections officer maintains contact as needed to ensure the offender's completion of work. Monitoring may include telephone, mail and in-person contacts with the agency. Problems are referred to the community service regional manager.

A computer system has been developed which will help in monitoring all offenders with a community service sanction and all of the government agencies and nonprofit organizations eligible to receive community service. A series of conferences with local officials has been conducted throughout the state in an effort to describe the Community Service Program. In addition, a meeting was held in Olympia with representatives of various state agencies to inform them about the SRA to describe the community service sanction. This particular program will require intensive ongoing coordination between DOC and nonprofit organizations and local government entities. The program supply data presented in Chapter V reflects the number of community work sites established in July, August and September 1984.

#### E. Unresolved Issues

Historically the Division of Community Services has provided services which balance the needs of the offender and the safety concerns and expectations of the community. The SRA changes this balance towards less treatment and more supervision. This changed balance limits the capacity of the Division of Community Services to provide some types of behavior change programs that it has historically provided. This is particularly true in the areas where offender's mental health, mental capacities, and substance abuse behavior are relevant issues. Legislative actions and interpretations and/or practices of the courts in the implementation of the SRA will undoubtedly provide direction for future DOC responses. It is unknown how apparent community expectations for treatment will impact the courts and through this DOC's role in community alternative programs.

## CHAPTER V

### SERVICE DISTRIBUTION AND ELIGIBLE OFFENDER PROJECTIONS

The purpose of this chapter is to identify the projected numbers of offenders who may be eligible for alternatives to total confinement. The total statewide numbers presented here are useful for estimating potential cost impacts of enhancing the alternatives to incarceration system. The county-specific information on estimated offender populations and/or service availability may be useful for community-level program planning purposes.

#### A. Projections Of The Numbers Of Offenders Who Will Be Sentenced In 1986

Due to the lack of sufficient time and resources to collect original data, the department decided to use an existing data set to develop the population forecasts necessary for this and other sections of this plan. While several data sets were available, most of them lacked the information needed by the present study.

After consultation with criminal justice organizations such as the Administrator for the Courts, the Sentencing Guidelines Commission, and the Corrections Standards Board, as well as the Office of Financial Management, it was decided to use the data collected and the assumptions adopted by the Sentencing Guidelines Commission during the Jail Impact Study (1982) for the bulk of the analysis. Data for most of the remainder of the analysis was obtained from the Office of Financial Management.

The Sentencing Guidelines Commission data set consists of a sample drawn from 18 counties in Washington State. It includes 3215 felony commitments to the DOC (this includes both admissions to prison and admissions to probation). Consisting of over 300 variables, it includes extensive data on offender criminal history, jail time served, sentencing to various types of rehabilitation programs, and demographic information such as age and race. Data analysis by the original investigators produced various

weighting and scoring systems which are used in the present study.\*

The Office of Financial Management provided data on annual number of commitments to DOC for Fiscal Years 1982 and 1986.

#### Procedure For Estimating Offender Populations

The offenders who are eligible for alternatives to incarceration, as defined in Senate Bill 4798, are first-time offenders as well as other offenders with sentences of one year or less. The procedure used to estimate the 1986 offender population eligible for alternatives included a number of steps. First, data from the Office of Financial Management were used to estimate the projected increase in commitments to DOC between 1982 and 1986. The Sentencing Guidelines Commission data were used to calculate the numbers of committed offenders in the 18 county sample (1982) in each of the various categories eligible for alternative sentences. The figures from the county sample were weighted in order to estimate county totals and a statewide figure representing the number of felony offenders who would have been eligible for sentencing alternatives in Washington during 1982.\* This figure is 7644. The estimated numbers of offenders in each of the categories in 1986 was calculated by applying the appropriate percentages to the projected number of commitments to DOC in 1986. The projected total is 8199.

Since different types of offenders may receive different sentences, it is useful to know the relative numbers of first-time offenders, non-violent offenders, violent offenders, and sex offenders who make up the pool of offenders who may be eligible for alternatives. Following is a table of the numbers of different types of offenders.

These values represent the estimated number of felons that will be eligible for participation in alternative programs in Washington State.

\* Permission was obtained from the Sentencing Guidelines Commission to use the weighting and scoring systems.

Table 1  
FELONY OFFENDERS ELIGIBLE FOR ALTERNATIVES IN WASHINGTON STATE

Category	1986
First-Time Offenders Nonviolent-nonprison Offenders	3976
Violent-nonprison Offenders	3449
Sex Offenders	312
	462
TOTAL	8199

Although the SRA emphasizes alternative sentences for nonviolent offenders, under certain circumstances violent offenders are eligible for alternative sentences. Therefore, they are included in these figures. In addition, sex offenders are eligible for rehabilitation-oriented, sentences as are first-time offenders. Because of the very few resources for community treatment of sex offenders (see Chapter III) the remainder of this Chapter will focus on the nonviolent-nonprison offender and the first-time offender populations.\*

Since offenders and alternative programs are not distributed evenly throughout Washington State, it is important to know whether or not the offender pool exceeds program supply within any given county. This is the topic of the next section.

#### B. County by County Presentation of Alternative Program Supply and Eligible Offender Pool

##### Data on Supply and the Eligible Offender Pool

Most of the data on program supply come from the alternatives to incarcer-

\* It is not possible at this time to speculate about the number of offenders who might receive exceptional sentences which could include a requirement for alternate placement.

ation survey of June 1984, discussed in Chapter III. Because the field of corrections is currently undergoing substantial changes, the data are augmented by records from the Division of Institutional Industries, the Sentencing Guidelines Commission, and the Department of Social and Health Services. With one exception, values on both the number of programs and maximum capacities reflect the number of services instead of the number of programs. This is due to the fact that many programs provide multiple services. For example, many substance abuse programs provide both inpatient and outpatient treatment; this means that values in the following tables may reflect double or even triple counting. This is true of both the number of programs and program male/female capacity figures. The one exception is work release programs, where combined state/local work release programs have capacity listed only once. Since much of the data reflect double counts, and the programs in the various categories are quite distinct, the reader is cautioned against trying to total program or capacity values.

Data on eligible offender pools come from the Sentencing Guidelines Commission data described in the previous section. Even though this data set includes only 18 counties and is drawn from a 1982 sample, it is the best source of information for the present task. The relationship between program supply and offender pools, however, can be examined only for the 18 sampled counties. Also, the reader should be aware that various county interpretations of the SRA and the actual experience of implementing the SRA may significantly alter the conclusions of this study.

There are two aspects to program supply that are relevant. The first is program capacity. While it is not possible to add the program capacities and get a direct comparison of the program capacities to numbers of eligible offenders, it is possible to get a general idea of whether or not the existing programs have the capacity to attempt to process the sentenced offenders. For example, if a given county has 40 community service positions, 100 state work release beds, 50 job training positions and expects 150 offenders in 1986, it is reasonable to suggest that this particular county could probably meet the needs of that offender pool. The second relevant aspect of program supply is program diversity. This is important because, given a population of offenders with widely diver-

gent criminal histories, it would seem that different types of programs would be required to service them adequately. For example, it is unlikely that all offenders in a given county would be drug offenders who would do best at substance abuse treatment centers. The present study has data on program capacity and diversity for all 39 counties.

In summary, program supply needs to be sufficient in both capacity and diversity in order to meet the needs of the eligible offenders. While the following analysis has data on both program supply and offender pool for only 18 counties, data on program supply are available for all counties and provide enough information to allow preliminary speculation for all counties.\*

The results of the analysis presented in Tables 1 through 39 demonstrate clearly that the annual eligible offender pool both exceeded and will exceed program supply by a substantial margin in almost half of the counties for which data are available.\*\* This argument is supported by the finding that while there was some number of eligible offenders in each of the 18 counties, there were two counties with only one program (Pacific and Pend Oreille), and six with only a few programs (Clark, Grant, Jefferson, Lewis, Mason and Skagit).

The situation was better in some of the remaining counties. For example, Franklin, King, Snohomish, Spokane, Thurston and Walla Walla Counties did not reveal a large discrepancy between program capacity and the offender pool. The remaining four members of the 18 county sample had programs as well. A graphical summary of the relationship between program

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\* The 18 sampled counties account for approximately 75% of the total eligible offender pool. Therefore, approximately 994 first-time offenders and 862 nonviolent-nonprison offenders would be sentenced in the remaining 21 counties in 1986.

\*\* It was not possible to assess normal client flow across county lines, which may either increase or decrease apparent disparities between supply and the offender pool.

supply and offender pool is presented in Map 4.

The results of the data analysis demonstrate that while program supply fared little better when measured by diversity than when measured by capacity, there were a few counties that seemed to have a diversity of programs. Five counties had six or more types of programs. These were King, Pierce, Snohomish, Spokane and Thurston Counties. Nine counties had from three to five programs. These were Benton, Clallam, Clark, Cowlitz, Franklin, Kitsap, Walla Walla, Whatcom and Yakima Counties. The remaining 25 counties had two or less program types.

In summary, the counties varied considerably in the degree to which program supply matches, and is anticipated to match, the eligible offender pool. For example, while King, Franklin, Snohomish, Spokane and Thurston Counties appeared to have adequate capacity, and while King, Pierce, Snohomish, Spokane and Thurston appeared to have adequate diversity, many of the 18 counties had gaps between supply and the offender pool.

#### Conclusion

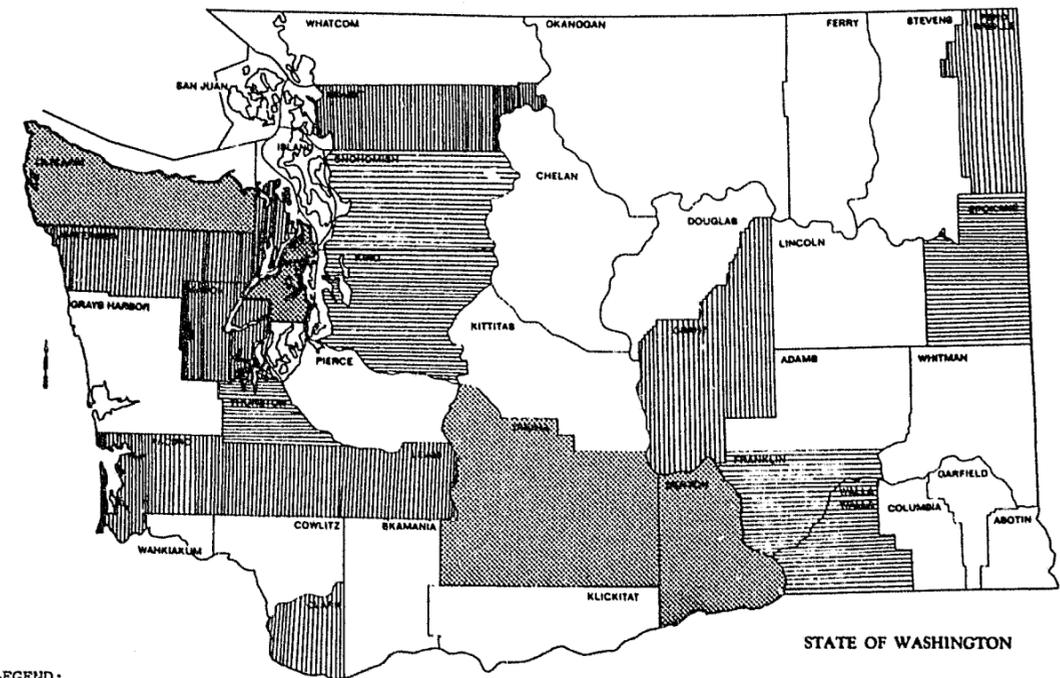
There is no doubt that the discrepancy between the eligible offender pool and program supply is abysmal in many areas in Washington State. In addition, it is possible, even likely, that areas which appear to have adequate program supplies (such as King and Snohomish Counties) are expected to, and do, serve offenders from areas lacking in this regard. These situations have implications for public policy. Finally, the fit between program or service offerings and offender need is not reflected in a mere accounting exercise.

First, the costs of transporting offenders to distant areas to serve their sentences could become prohibitive. Second, if one of the benefits of community corrections is that it takes place in the offenders' communities, transporting to distant areas destroys one of the benefits of serving this kind of sentence. Third, it may not be necessary to saturate each county with alternative programs if programs in adjacent areas are close enough to offset transport costs and to retain the community focus. Fourth, the concept of community must be clearly defined.

One county may contain numerous communities. When this is the case, it would probably be unfeasible to expect each community to contain many and diverse alternative programs. Finally, offender needs and community response to those needs must play a pivotal role in local program planning.

### MAP IV

RELATIONSHIP BETWEEN PROGRAM SUPPLY AND OFFENDER POOL



#### LEGEND:

- Apparent balance between program supply and offender pool
- Offender pool exceeds supply somewhat
- Offender pool exceeds supply substantially
- No data

TABLE 1  
ADAMS COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	1	3	3
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL  
Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 2  
ASOTIN COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	2	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL  
Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 3  
BENTON COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	1	11	4
Community Service Work	2	52	52
TASC	0	0	0
Inpatient Substance Abuse	1*	-	-
Outpatient Substance Abuse	3*	-	-
Job Training	0	0	0
Mental Health	3	3+	-

ANNUAL NONVIOLENT OFFENDER POOL

Offender Type	1982	1986
First Time Offender	138	153
Other Nonviolent Offender	74	82

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources. Offender demand was estimated by using Sentencing Guidelines commission data (1982) as a baseline.

TABLE 4  
CHELAN COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	1*	7	8
Outpatient Substance Abuse	1*	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 5  
CLALLAM COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	1	15	0
Local Work Release	0	0	0
Community Service Work	1	10	10
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	3	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL		
Offender Type	1982	1986
First Time Offender	27	30
Other Nonviolent Offender	28	31

**Legend:** A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

**Source:** Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources. Offender demand was estimated by using Sentencing Guidelines commission data (1982) as a baseline.

TABLE 6  
CLARK COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	1	30	10
Local Work Release	0	0	0
Community Service Work	1	-	-
TASC	1	-	2
Inpatient Substance Abuse	3*	-	-
Outpatient Substance Abuse	3*	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER FGGL		
Offender Type	1982	1986
First Time Offender	197	219
Other Nonviolent Offender	146	162

**Legend:** A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

**Source:** Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources. Offender demand was estimated by using Sentencing Guidelines commission data (1982) as a baseline.

TABLE 7  
COLUMBIA COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	1	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 8  
COWLITZ COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	1	20	5
Local Work Release	0	0	0
Community Service Work	1	15	18
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	3	11+	2+
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 9  
DOUGLAS COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	0	0	0
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 10  
FERRY COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	1	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 11  
FRANKLIN COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	1	13	2
Local Work Release	1	20	8
Community Service Work	1*	17	3
TASC	0	0	0
Inpatient Substance Abuse	1*	17	3
Outpatient Substance Abuse	1	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Offender Type	1982	1986
First Time Offender	50	56
Other Nonviolent Offender	55	61

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources. Offender demand was estimated by using Sentencing Guidelines commission data (1982) as a baseline.

TABLE 12  
GARFIELD COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	1	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL  
Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 13  
GRANT COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	1	2	2
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	2	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Offender Type	1982	1986
First Time Offender	35	39
Other Nonviolent Offender	43	48

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources. Offender demand was estimated by using Sentencing Guidelines commission data (1982) as a baseline.

TABLE 14  
GRAYS HARBOR COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	1*	1	1
Outpatient Substance Abuse	2*	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 15  
ISLAND COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

<u>Service</u>	<u>PROGRAM SUPPLY</u>		
	<u>Number of Programs</u>	<u>Male Felon Capacity</u>	<u>Female Felon Capacity</u>
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	2	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 16  
JEFFERSON COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

<u>Service</u>	<u>PROGRAM SUPPLY</u>		
	<u>Number of Programs</u>	<u>Male Felon Capacity</u>	<u>Female Felon Capacity</u>
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	1	15	18
Outpatient Substance Abuse	1	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

<u>Offender Type</u>	<u>1982</u>	<u>1986</u>
First Time Offender	17	19
Other Nonviolent Offender	8	9

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources. Offender demand was estimated by using Sentencing Guidelines commission data (1982) as a baseline.

TABLE 17  
KING COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	4	221	36
Local Work Release	1	160	6
Community Service Work	40*	240	128 <sup>1/</sup>
TASC	1	168	112
Inpatient Substance Abuse	11*	574 <sup>2/</sup>	94 <sup>3/</sup>
Outpatient Substance Abuse	17*	59 <sup>4/</sup>	45 <sup>4/</sup>
Job Training	2*	20+	10+
Mental Health	1	-	-

ANNUAL NONVIOLENT OFFENDER POOL

Offender Type	1982	1986
First Time Offender	923	1024
Other Nonviolent Offender	818	908

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources. Offender demand was estimated by using Sentencing Guidelines commission data (1982) as a baseline.

- 1/ One program does not serve females and the capacity is unavailable for one program.
- 2/ Capacities are unavailable for four programs.
- 3/ One program does not serve females and capacities are unavailable for four programs.
- 4/ Capacities are available for only two programs.

TABLE 18  
KITSAP COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	1	26	4
Local Work Release	1 <sup>1/</sup>	-	-
Community Service Work	9*	30	30
TASC	0	0	0
Inpatient Substance Abuse	1	6	6
Outpatient Substance Abuse	3*	10+	10+
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Offender Type	1982	1986
First Time Offender	156	173
Other Nonviolent Offender	85	94

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources. Offender demand was estimated by using Sentencing Guidelines commission data (1982) as a baseline.

- 1/ One program provides state and local work release jointly. The capacities for the combined services are listed under state work release only.

TABLE 19  
KITITITAS COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	1	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 20  
KLICKITAT COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	1	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 21  
LEWIS COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

<u>Service</u>	<u>PROGRAM SUPPLY</u>		
	<u>Number of Programs</u>	<u>Male Felon Capacity</u>	<u>Female Felon Capacity</u>
State Work Release	1	6	4
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	2	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

<u>Offender Type</u>	<u>1982</u>	<u>1986</u>
First Time Offender	102	113
Other Nonviolent Offender	74	82

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources. Offender demand was estimated by using Sentencing Guidelines commission data (1982) as a baseline.

TABLE 22  
LINCOLN COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

<u>Service</u>	<u>PROGRAM SUPPLY</u>		
	<u>Number of Programs</u>	<u>Male Felon Capacity</u>	<u>Female Felon Capacity</u>
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	2	7+	3+
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL

Information Unavailable

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

TABLE 23  
MASON COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	2	2	2
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	0	0	0
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL		
Offender Type	1982	1986
First Time Offender	32	36
Other Nonviolent Offender	35	39

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources. Offender demand was estimated by using Sentencing Guidelines commission data (1982) as a baseline.

TABLE 24  
OKANOGAN COUNTY  
RELATIONSHIP OF PROGRAM SUPPLY  
TO NONVIOLENT OFFENDER POOL

Service	PROGRAM SUPPLY		
	Number of Programs	Male Felon Capacity	Female Felon Capacity
State Work Release	0	0	0
Local Work Release	0	0	0
Community Service Work	0	0	0
TASC	0	0	0
Inpatient Substance Abuse	0	0	0
Outpatient Substance Abuse	1	-	-
Job Training	0	0	0
Mental Health	0	0	0

ANNUAL NONVIOLENT OFFENDER POOL		
Information Unavailable		

Legend: A dash (-) indicates that no capacity figures are available. A plus (+) indicates that data are available for one program only. An asterisk (\*) indicates that more than one service is provided by at least one program. Except for work release, programs are counted once for each service provided and capacities are shown twice if there is no service differentiation between male and female clients. These data should not be totalled.

Source: Number of programs and capacity data are based on a DOC survey conducted in June, 1984, augmented by additional data obtained from other sources.

**CONTINUED**

**2 OF 3**

F. PARTICIPATION BY CORRESPONDENCE

In addition to those individuals who participated in the meetings, a number of individuals or organizations corresponded directly to express their views, opinions and recommendations. Thirty individuals and/or organizations participated in this way.

For specifics concerning the individuals and organizations involved, please see Appendix A for a list of the participants.

The input from this process is discussed below. The order of the discussion is determined by the frequency of a particular recommendation. A given recommendation may have been offered by an individual or a group or represents a meeting group consensus. No value judgments have been made. Listings are made solely on the basis of the frequency of the recommendation.

The frequency tabulations include all recommendations received from all sources and all mediums. In some of the responses the professional and/or regional identification was not known. The frequency responses to the types recommendations, therefore, will not tabulate with the frequency of response by profession or region.

A draft of this report was circulated to all participants for review and corrections. The corrections were incorporated in the final draft.

The recommendations include but are not limited to the classes of sanctions noted in the Sentencing Reform Act. As such, possible implementation of a specific recommendation may require legislative action.

IV GENERAL POLICY RECOMMENDATIONS

In the course of the consultations, a number of general policy recommendations were made. These recommendations relate to policy that cuts across all programmatic areas. These general policy recommendations will be discussed below in the order of their incidence of occurrence.

A. JOINT VENTURES (46 occurrences)

The core of the essence of this recommendation is that alternative programs should be developed and implemented through a joint venture involving actors other than solely the state. There is no clear consensus as to what would be the optimal form of this joint venture. Twenty recommendations called for contracts between the state and nonprofit and/or local units of government, while eighteen called for state/local consortia. In two communities with strong, active United Funds, a third recommendation of "a middle-man" brokerage structure was made. Although there was diversity in detail among the recommendations, there were several common characteristics; these joint ventures should have clearly stated objectives and performance criteria, and a clear plan of action which is measurable and accountable, not only in terms of performance but in terms of cost.

The nature of the relationship between the state and the participating agency, be it local government or private sector, should be by way of formal contract.

Fiscal responsibilities should be in detail and explicit in the contract. Included in the fiscal system should be sufficient funds to provide for reasonable rates of overhead and indirect costs on the part of all participants.

B. FISCAL RESPONSIBILITY (44 occurrences)

The essence of this general policy recommendation is that the total costs for programs for convicted felons, either in total confinement or alternatives, is the responsibility of the state.

1. LEGAL AND TAX BASE ISSUES (17 occurrences)

The essence of these recommendations is that programs for convicted felons are a state responsibility and under state law, Proposition 62, it is the responsibility of the state to pay all direct and indirect costs that may be accrued by county or local government. Associated with this is the perception that the state, with its larger tax base, has the capacity to fund these programs, while local governments, with narrower and more restricted bases, do not have the capacity.

2. LIABILITY (11 occurrences)

These recommendations focused onto two general areas:

a) Labor and industry insurance liability for those offenders involved in community service programs or other programs where they were providing goods or services. The recommendation is that this is a cost of the program and, as such, the responsibility of the state.

b) General liability; issues related to damages or losses that may be suffered by participating units of government and/or the general public. The recommendation is that liability for the actions of state offenders lies with the state, and the state should bear the fiscal responsibility for paying for general liability insurance.

3. THE REALITY OF CORRECTIONAL COSTS (8 occurrences)

The essence of this recommendation is that correctional programs are costly. Some programs may be less costly than others, but all programs have a real cost. It is unrealistic to expect that a correctional program, either through its products, services, fees, or contributions from offenders, can be without cost. In planning any correctional program, therefore, the real cost should be budgeted fully in the beginning. Any recovery of costs should be regarded as coincidental recovery of revenue.

C. COMMUNITY INVOLVEMENT (24 occurrences)

The essence of this recommendation is that for an alternative to incarceration program to be successful in the community it must actually involve individuals from that community. Individual involvement on the part of community members cannot be replaced by organizational or bureaucratic pronouncements.

Community involvement was seen as being implemented in a variety of ways, but two areas were most frequently mentioned.

1. LOCAL SCREENING COMMITTEES (11 occurrences)

Local screening committees would be made up of individuals from a community. The composition would vary between the communities, but it would include the general public, special interest groups and some government representation. The purpose of these screening committees would be to make recommendations to the courts and/or the Department of Corrections as to whether or not an individual should be considered for alternatives in that community.

2. VOLUNTEER INVOLVEMENT (11 occurrences)

The essence of this recommendation is that, wherever possible, volunteers should have an active and meaningful role in the implementation of programs. This role would include direct service in community service, community supervision, partial confinement, and job development activities. Citizen involvement was seen not as a cost saving activity, but rather as a vehicle for active involvement of the citizen in the alternative program.

D. PUBLIC EDUCATION (13 occurrences)

The essence of this recommendation is that the general public is not informed concerning correctional issues in general, and alternatives to total incarceration in specific. All operating alternative programs should have an adequately staffed and funded public education component. The responsibilities of this public education unit is to educate the public about the issues of relative cost of alternatives vs. total incarceration, public safety issues, and the general nature of the correctional activity.

V ALTERNATIVE PROGRAM DESCRIPTIONS

Eleven general categories of alternative programs were identified and discussed by the community consultation groups. Each program will be discussed within the parameters of analysis mandated by the legislation.

A. COMMUNITY SERVICE WORK (70 occurrences)

Community service work was far and away the most commonly cited alternative. It was generally seen as a satisfactory alterna-

tive as it would be highly specific and highly visible. Through its production of actual goods and services it was perceived as being sufficiently punitive to meet the general public's perception that the offender was not "getting away with something".

1. PROGRAM DESCRIPTION

Community service work programs are programs where convicted offenders are assigned the responsibility to provide a specific number of hours or products to the general community without compensation. The majority of the recommendations called for the recipient agency of these services to be a unit of local government. Other recipients would be: an established service provider agency, e.g., food banks, senior centers, etc., and nonprofit, general service organizations. The offenders' work programs should be clear, specific, visible and performance measurable. Make-work, over-staffed, or under-supervised programs were seen as detrimental to the success of this alternative. The most common examples of unsatisfactory programs were drawn from some of the excessively staffed "make-work" programs of the Work Progress Administration (WPA) of the 1930s. Also cited were those juvenile community service work programs which were either unsupervised or were based on self-sought, self-reported community service work. An individual sentenced to the program should be held specifically accountable for performing visible tasks. The visibility of these tasks was seen as an important component for gaining and maintaining public support.

The individual may be sentenced to a community service program for a specific number of hours, or until the accomplishment of some specific goal, e.g., numbers of cords of wood cut, miles of road cleared, etc.

The experience of the communities in the number of community service hours suggests that the mandated 240 hours maximum ceiling is significantly below common practice. This is particularly true in the medium to small communities where 300-500 hour sentences are common.

2. CLIENT GROUP SERVED

The core client group to be served would be the sentenced felony offender. Community service work was frequently seen as an appropriate sanction for certain types of violent crimes, e.g., negligent homicide, as well as for nonviolent crimes. In addition to serving the felony offender, community service programs should be so designed and structured, through their contractual arrangements, that local units of government would sentence misdemeanor offenders to a single, existing community service project within a given community. Large numbers of misdemeanor offenders were seen as eligible clients.

### 3. ADMINISTRATIVE STRUCTURE

The most common recommendation for administrative structure would be that the Department of Corrections would contract with a local unit of government to mount a community service work program(s). Typically, this contractual relationship would be negotiated based on the needs and capacities of the local community and the offender population, both quantity and quality, from the state. It would be the responsibility of the state to initiate the development of community service work programs throughout the state. Following this developmental activity, however, it would be the responsibility of the local units of government to administer the programs. In some communities, the local unit of government may choose to subcontract this responsibility to a nonprofit organization with the consent of the state. The state would retain the responsibility for compliance supervision, e.g., assuring that the specific tasks were accomplished by the assigned individuals and reporting this performance to the court. The participating local unit of government would be responsible for on-the-job supervision.

There is no clear consensus as to how individual offenders should be assigned to different work projects. The recommendations were equally divided (10 each) between developing a system of matching the needs of the offender to the available work, and a system where offenders would be arbitrarily assigned with no choice.

The administrative structures would vary by the community, but they would have a common characteristic of a clear, concise written contract to undergird the relationship.

### 4. RELATIONSHIP WITH OTHERS

Community service work was seen largely as a decentralized enterprise taking place in localities under the guidance, directions, and accountability structures of the state. It was seen as a general alternative to total incarceration, not only for felons but for misdemeanants. It was recommended that provisions be devised in the contractual relationships to allow for felons and misdemeanants to participate in identical programs. This was seen as desirable, not only by way of cutting administrative costs but also by reducing confusion and competition for available work opportunities.

### 5. FISCAL RESPONSIBILITIES

The program was seen essentially as a state program with the state bearing the costs for mounting the program. Included in the state cost would be the costs of compliance supervision, work opportunity development, public education, general liability, labor and Industries insurance, and general overhead costs. The cost for on-the-job work super-

vision would be the responsibility of the agency which accrued the benefits of the program, e.g., if it was a county project, the county would bear the supervisory costs, a nonprofit would bear the supervisory costs in that setting, and the state would bear the cost in a state setting. Costs for equipment and materials would also be borne by the agency which accrued the benefits.

## B. TREATMENT ALTERNATIVES (27 occurrences)

### 1. PROGRAM DESCRIPTION

In this type of an alternative program a convicted offender would be sentenced to receive treatment, either on an outpatient or inpatient basis, for his/her illegal activity. Most frequently the offender was seen as a person with an established pattern of abuse of alcohol and/or drugs. There was no consensus as to whether the person would be sentenced to a treatment program as an alternative, receive a deferred sentence (a la the Treatment Alternative to Street Crime program), or if treatment would serve as an alternative sentence similar to the sex-offender statutes in the Sentencing Reform Act. The common characteristic, however, was that the individual would be sentenced to treatment with the alternative for noncompliance and nonconformance being total confinement. The program is generally seen as the more realistic approach for the compulsive abuser.

### 2. CLIENT GROUP SERVED

The client group was seen as first-time and repeat offenders who have a substantial history of substance abuse. The principal client group would be convicted felons, although misdemeanants would be eligible for the program on a purchase of service basis.

### 3. ADMINISTRATIVE STRUCTURE

There is no clear consensus as to the desirable administrative structure. Included in the recommendations were:

a) Treatment programs directly responsible to the Department of Corrections, which would subcontract then to units of local government or nonprofit agencies for the delivery of service.

b) Contracts between the Department of Corrections and the Department of Social and Health Services, Bureau of Substance Abuse, for the provision of services; in this latter case, the Bureau of Substance Abuse would be re-

sponsible for developing and monitoring the inpatient and outpatient service programs to the Department of Corrections' standards.

c) If an individual is declared in need of treatment by the court, the individual and the state would contract with a service provider on a mutually-negotiated basis with specific goals and accomplishments; payment would be by voucher from the state to the service provider.

#### 4. RELATIONSHIP WITH OTHERS

As discussed above, this type of alternative might be similar to either the Treatment Alternatives to Street Crime program and/or the sex offender program in the Sentencing Reform Act. As such, it is a form of deferred sentence. This program would also be significantly different from the other alternative programs, as an individual with a previous criminal history may be eligible for commitment to this program.

#### 5. FISCAL RESPONSIBILITIES

This program is seen as a directly operated state program with the state having full responsibility for all fiscal costs. Participating local units of government may join in the enterprise on a fee-for-service basis.

### C. PARTIAL CONFINEMENT (23 occurrences)

#### 1. PROGRAM DESCRIPTION

Partial confinement is seen as a program where an individual would reside for 8 hours per day in a facility owned, operated or leased by the state. These 8 hours would not necessarily include or be limited to the nighttime hours. A person might be placed in partial confinement directly from the sentencing court or indirectly following a period of total confinement.

The person in partial confinement may be working in the community, going to school in the community, receiving treatment in the community, or residing in the community and coming to the partial confinement facility for education, training, treatment and/or work. While associated with the partial confinement facility, the individual would be subject to the rules and regulations of the facility. Noncompliance with the facility rules, regulations and expectations would make the person eligible for up to 60 days total confinement sanction.

#### 2. CLIENT GROUP SERVED

The principal client was seen as a convicted felon. It was

recommended that convicted misdemeanants be included in the same programs, however, on a fee-for-service basis. This recommendation is based on the maximum use of a relatively scarce resource.

#### 3. ADMINISTRATIVE STRUCTURE

A wide variety of administrative structures were recommended. These included: state operated partial confinement facilities, private facilities operating under contract to the state, county facilities operated conjointly or under contract with the state, and county operated facilities. It appeared to be the consensus of the consultants that the administrative structure was highly dependent on the political nature of the host community. In some communities only a county run facility would be palatable, in others only a state run facility. The recommendation was that the facilities be negotiated on a case-by-case basis. In all cases, there should be clearly understood expectations and responsibilities enforced by negotiated contracts.

#### 4. RELATIONSHIP WITH OTHERS

A wide diversity of partial confinement facilities was recommended. The relationships would involve a tri-party negotiation between the local government unit, the state and the local community. All partial confinement facilities would have local citizen advisory boards controlling their admissions.

#### 5. FISCAL RESPONSIBILITIES

Because of the wide diversity of administrative structures recommended by the community consultants, fiscal responsibilities would have to vary by the administrative structure. In general, however, there was a consensus that fiscal responsibilities should be negotiated by contract. This negotiation should include specific daily unit costs for participation in the program. These unit costs would include all direct costs, indirect costs, public education costs, and the amount of retirement of capital costs. It was seen that it would not be uncommon for a partial confinement facility operator to have a contract with more than one government agency. These contracts might include minimum use guarantees.

On three occasions, recommendations were made that the provision for fiscal accountability also include a profit, so as to allow profit making enterprises to provide this type of alternative.

### D. RESIDENTIAL COMMUNITY SERVICE WORK PROGRAMS (20 occurrences)

The concept of residential community service work is derived from the old work farms of the past. In rural communities

it was seen as a work farm, but in more urban communities it was seen as a sheltered workshop and/or a residential facility for community service work offenders. In all cases it would be a nonsecure facility.

#### 1. PROGRAM DESCRIPTION

The essence of this program is that people would be sentenced to a period of residential community service work. While in residence, they would work, either within or outside the facility, in a variety of jobs. Although the majority of the community consultants recommended these jobs be performed without compensation, a minority (5) recommended that the individuals be paid the prevailing wage for that work and billed back for the cost of care. The purpose of the program is to provide residential care and work experience for the unstable offender. This is the offender who does not have the community structure to function in community service work or community supervision, but does not need the security and custody of partial confinement or total confinement. Residential community service centers would provide residential services, lodging and food, but not custody. As such, they were seen as less costly than partial confinement or total confinement. An offender participating in this program would work during working hours and would receive education and counselling services outside of those hours.

These facilities would be located in counties and/or regions of counties. Typically, they would not be of special construction, e.g., converted motels, military quarters and the like.

The work programs would not be dissimilar to nonresidential community work service programs. The custody level would be nonexistent. An individual sentenced to the facility, who absconds, would be subject to 60 day jail sanctions and/or a new crime.

#### 2. CLIENT GROUP SERVED

The principal client group was seen as the chronic, low level offender, be he/she a misdemeanor or a felon. This person lacks sufficient self-structure and discipline to survive unsupervised in the community, but does not constitute a severe enough risk to merit the expenditure of funds for partial or total confinement. Both felons and misdemeanants would be eligible for the program. Felons and misdemeanants with previous convictions would also be eligible for the program on a selected basis.

#### 3. ADMINISTRATIVE STRUCTURE

Residential community service programs would be administered by local units of government, either directly or through

contract with profit making or nonprofit organizations. The relationship to the state for state offenders would be a purchase of service on the basis of a negotiated contract. Specific expectations and standards would be embodied in the contract. Special service programs for developmentally disabled offenders, or other special need cases, would be negotiated on a case-by-case basis.

#### 4. RELATIONSHIP WITH OTHERS

This is a local diversionary program for the chronic, low risk offender. It is seen as a low-cost alternative to partial or total confinement. The state Department of Corrections would have access to this program on a purchase of service basis for selected offenders. These selected offenders would, in the main, be low-risk chronic offenders, including some with disabilities.

The program falls somewhere between the halfway house and the congregate care, welfare facility. The significant difference is that the predominant characteristic of this resident is a pattern of chronic law violations.

#### 5. FISCAL RESPONSIBILITIES

The primary fiscal responsibility would be that of local government. However, state government in purchasing services from the county would pay a negotiated daily rate, which would include direct and indirect costs, public education costs, capital retirement costs and other costs including labor and Industries insurance and liability insurance reimbursement.

#### E. EDUCATION AND TRAINING INVESTMENTS (19 occurrences)

The essence of this recommendation is that the typical, young first-time nonviolent offender has neither the education, training, nor resources to be able to survive on a day-to-day basis in any alternative program. For the individual to have an opportunity to successfully complete an alternative, whether it is partial confinement, community supervision or community service work, it will be necessary for the individual to have some basic skills and training. If the alternatives of restitution and fines are to be realistic, the individual will have to have the capacity to generate sufficient income, over and above the cost of survival, to make these alternatives realistically available.

#### 1. PROGRAM DESCRIPTION

The essence of this proposal is that the state should make an investment in education and training programs for selected unskilled, uneducated, no work experience offenders. This investment would be in the form of a community supervision sentence to a community college or technical school.

Upon completing the basic education and work skill training mandated by the sentence, the individual would be responsible for making restitution to the state for the cost of education and training.

2. CLIENT GROUP SERVED

The client group would be the young, first-time, nonviolent offender who has no history of education, training or work skills.

3. ADMINISTRATIVE STRUCTURE

This program would be administered by the Department of Corrections, Division of Community Services. The Department would negotiate individualized, specific educational plan programs with community colleges and technical schools. The offender would agree in writing to these programs and the specific performance levels. Noncompliance or nonperformance would be subject to court-imposed total confinement sanctions per incident.

4. RELATIONSHIP WITH OTHERS

This recommendation is for individualized sentences for the first-time, nonviolent offender, where education, training and work experience are provided for, rather than treatment and therapy. Its intent is to break the cycle of inadequacy at an early time.

5. FISCAL RESPONSIBILITIES

This program would be a state program with the state bearing the responsibility of all costs of both the supervision and tuition. The offender, upon successfully completing the regimen of study and work experience, would be charged with making restitution for all or part of the cost of the education and training.

F. PRIMARY PREVENTION (13 occurrences)

The essence of this proposal is that correctional services do not have the capacity to compensate for or correct the individual, group and societal deficiencies of its clientele. Corrections is inevitably in a position of attempting to respond with too little too late to individuals who have become well ingrained in unacceptable behavior patterns before being known to corrections.

1. PROGRAM DESCRIPTION

The essence of this recommendation is that the state should make significant investment in primary prevention to reduce the use of corrections, mental health, developmental disability resources and public welfare. The tactic would

be for the earliest possible intervention, probably beginning prior to admission to school, and continuing throughout. It is recognized that this program would have to be in operation for an excess of 18 years before any significant results could be seen.

2. CLIENT GROUP SERVED

The general public, with particular attention to those individuals and families with acute or chronic adjustment problems.

3. ADMINISTRATIVE STRUCTURE

This program would be administered by state, local, and private human service agencies. The Department of Corrections would not be involved in the administration.

4. RELATIONSHIP WITH OTHERS

This proposal is a broad front proposal aimed at addressing the early identification and treatment of problem circumstances and problem individuals. As such, it would be involved in the wide gamut of human service programs available in the state, both in the private and public arenas.

E. FISCAL RESPONSIBILITIES

Responsibility for this program would lie with the state. Fiscal resources would include both new resources and redirected resources from existing education and human service programs.

G. RESTITUTION (12 occurrences)

The purpose of restitution programs is to make good damages suffered by others. These damages can be compensated for through either direct money payments, indirect payments, or in-kind or piecework indirect compensation.

1. PROGRAM DESCRIPTION

Although the community consultants had some interest in developing programs of direct offender/victim restitution, they felt that in the main this was a delicate and sensitive area and should be left discretionary with the court and the community corrections officer. The biggest single problem of restitution programs, particularly direct restitution programs, is that the vast majority of offenders do not have the capacity to generate sufficient income to meet their own survival needs and an additional charge. This lack of resource question has led a number of jurisdictions to develop indirect, piecework type restitution programs. For example, Clallam County will sentence a person to cutting and stacking 30 cords of wood at the senior center. This wood is

then given out to needy senior citizens in the county. As previously discussed, the largest problem with restitution is available resource on the part of the offender and the offender's capacity to generate resources.

2. CLIENT GROUP SERVED

In general it was seen that the realistic client group would be the older, established property and personal crime offender. This person would be an individual who had a well-established pattern of adjustment and successful survival in the community, who had become involved in an offense. In general, the young, first-time offender was not seen as able to respond to a restitution order.

3. ADMINISTRATIVE STRUCTURE

The administrative structure tended to vary by the traditions in the different localities. In the main, however, the court would order restitution, and it would be the responsibility of the state community service officer to see that restitution is made. Typically, the payment would be made through a third party, such as the clerk of the court, local center, etc.

4. RELATIONSHIP WITH OTHERS

The restitution program was seen typically as a add-on sentence to some other alternative, where it could be applied to an individual with means. As such, it is not a general utility alternative.

5. FISCAL RESPONSIBILITIES

This program is seen as a state program for felons. The cost for the program should be borne by the state. This would include a local handling fee by the third party.

H. HOUSE ARREST (7 occurrences)

1. PROGRAM DESCRIPTION

As proposed this would involve an offender being confined to the premises of their residence, except for specific, previously authorized excursions. These excursions might include work, education or treatment. The program is seen as satisfactory for the fairly stable individual, and for the young, first-time, nonviolent offender who comes from a relatively established community. In general, house arrest was seen as effective in small and rural communities, but less effective in larger urban communities. Compliance would be maintained by one or more of the following structures:

a) A designated volunteer, who would work directly with

the individual, not only in monitoring his/her house arrest but also in job seeking and counselling.

b) The individual's compliance be monitored by a cadre of part-time employees drawn from the ranks of students and/or the retired. These people would be paid an individual fee for the supervision, with a bonus if the person successfully completed house arrest.

c) Neighborhood block watch; this variation builds on the existing neighborhood block watch programs to have neighbors ensure accountability and compliance with the order.

2. CLIENT GROUP SERVED

The middle class, relatively stable, small town offender is seen as the most potentially eligible client. Existence of the program is dependent upon pre-existing social mores in the community and on the part of the offender.

3. ADMINISTRATIVE STRUCTURE

The administrative responsibility would lie with the state Department of Corrections, Division of Community Services. They would have the responsibility for recruiting, training and supervising the house arrest personnel, be they volunteers, partially paid students, or retired people. These monitors would report compliance to community corrections officers, who would in turn report to the judge.

4. RELATIONSHIP WITH OTHERS

This was not seen as a general program, but it does appear to have some applicability for small and rural areas around the state.

5. FISCAL RESPONSIBILITIES

As this is a state felon program, the state would be responsible for paying all costs of the program. Included in those costs would be general liability insurance and Labor and Industries insurance for the monitors.

I. INDENTURED WORKERS (7 occurrences)

1. PROGRAM DESCRIPTION

The concept of this program is derived from the indentured worker programs in colonial America. Essentially, an individual, either a farmer or a manufacturer, will contract with the Department of Corrections for the unpaid services of an offender for a specified period of time. In the contract, the offender works without pay but receives room, board and clothing. The employer has the responsibility for meeting all of the survival needs of the offender, as

well as for providing education and training necessary for the offender to gain worthwhile employment. Abuse controls would have to be developed under contract and then be closely monitored by the Department of Corrections. Control of employer abuse could be handled by a civil or criminal sanction, and nonperformance on the part of the indentured worker by 60 day incarcerations.

2. CLIENT GROUP SERVED

The client group would be the young, unskilled, untrained, unexperienced, first-time offender. Depending upon the level of complexity of the training, some provision may have to be made for increasing the length of placement in this alternative in excess of 12 months.

3. ADMINISTRATIVE STRUCTURE

This program would be lodged in a local Department of Corrections community services office. The Department would have the responsibility for recruiting, developing, training and monitoring the private sector partners in this program. They would have to develop highly specific contracts and well-developed standards. Reports on client progress would be made to the committing court.

4. RELATIONSHIP WITH OTHERS

This program is a select alternative program designed for the first-time, nonviolent offender, or an offender who has an appreciable amount of time to serve and is deficient in skills. It is a resurrection of an old program used in this country which was discontinued because of abuse of the participants.

5. FISCAL RESPONSIBILITIES

The costs for the education, training, care and tools of the offender is borne by the profit-making participant. The state bears the responsibility for the recruitment, training, monitoring and supervision of the program.

J. COMMUNITY SUPERVISION (7 occurrences)

1. PROGRAM DESCRIPTION

Community supervision as described constitutes "pure" community supervision. By this is meant that it is "stand alone" community supervision and is not linked to any of the specialty or ancillary programs described above. It is the simple monitoring of an offender in the community. Concerns about monitoring capacity were expressed in light of the high caseloads for community supervision. The general proposal is that community supervision would be a viable alternative if the caseloads were brought down

to the 30 to 40 case level. At levels higher than that, there is little reason to expect that the intent of monitoring can be borne out by a community corrections officer. On the other hand, a markedly reduced caseload allows undue interference with the day-to-day life of the offender and extends beyond the monitoring function. The community consultants did not resolve this issue, but recommended the Department do an exhaustive restructuring of the community supervision program.

2. CLIENT GROUP SERVED

Any client of the Department of Corrections either under a direct exception sentence, a direct sentence or a conversion sentence would be served.

3. ADMINISTRATIVE STRUCTURE

Community supervision is a directly mandated function of the Department of Corrections under the Sentencing Reform Act. As such, the Department of Corrections has the responsibility for administering all aspects of this program, unless it so chooses to contract out or delegate parts of these responsibilities.

4. RELATIONSHIP WITH OTHERS

Community supervision in its "pure" sense is simple monitoring. As such, it has close relationships with the law enforcement and employer sectors of the community. Where the program extends into other types of community service related programs as discussed in the categories above, the scope of relationships with other agencies expands concomitantly.

5. FISCAL RESPONSIBILITIES

As this is a mandated state program for state offenders, the responsibility is solely with the state.

K. FINES (5 occurrences)

1. PROGRAM DESCRIPTION

Fines are a sanction where an individual is required to pay a monetary penalty. The flexibility of time payments was seen by the consultants as enhancing the availability of this program; nonetheless, it was seen as a relatively minor program.

2. CLIENT GROUP SERVED

It is anticipated that the client groups served here would be the middle class and upper middle class offenders who

had the wherewithal to make a fine payment without crippling side effects. It was not seen as an effective sanction for the young, first-time offender, as that person is typically unemployed or underemployed with little skills and little capacity to generate surplus income.

### 3. ADMINISTRATIVE STRUCTURE

This would be a state program where the individual offender made the payment on a regular scheduled basis to the clerk of the court until the obligation was resolved. The Department of Corrections community service people would have the responsibility for monitoring the schedule of payments and for taking appropriate action if there was a failure.

### 4. RELATIONSHIP WITH OTHERS

In the main, fines have little relationship with other parts of the system. It was recommended, however, that if the law were modified to allow local governments to directly participate in the income from fines, it would anticipate that fines would be more broadly used. There was no clear understanding as to whether or not fines would be enhancements of sanctions or an authentic alternative sanction.

### 5. FISCAL RESPONSIBILITY

As a state program for state offenders, the state is responsible. The clerk of the court handling the funds would charge the state a handling fee.

## VI PROGRAM RECOMMENDATIONS BY REGION

An anticipated outcome of the community consultation was that there would be differences in values and judgments on appropriate alternatives between the different regions and communities across the state.

The identified alternative programs were sorted by region of origin of the recommendation. The following table displays this distribution of recommendations by programs and by regions. (See page 22 for table 1.)

An examination of this table suggests that while there are some regional variations, they do not appear to be overwhelming. Examining the source of the recommendations at a finer level, e.g., community rather than regional, suggests that there may be greater variations on an urban/rural scale than on a regional scale. In general, the smaller communities were open to a wider range of alternatives, given local participation, than larger communities.

However, the nature of the community consultation provides inherent limitations in making statistical analysis from the generalized data sets, and limits the power of any elaborate analysis of the recommendations by regions.

## VII ALTERNATIVE RECOMMENDATIONS BY INTEREST GROUP

The body of alternative recommendations was sorted by interest group. For the purpose of this sort, nonprofit and provider agencies were combined with the general public as an interest group.

The following table displays the distribution of the recommendations by special interest groups and by alternative program. (See page 22 for Table 2.)

The size of the data sample and the discreteness of the categories limits the strength of an analysis. The data suggests that the law enforcement group tends to be more traditionally minded in terms of alternatives than the other groups.

## VIII REFINEMENT RECOMMENDATIONS

The community consultants made a number of recommendations to modify or refine the Sentencing Reform Act. This includes the following listed in order of their occurrence.

### A. THE PRESENTENCE INVESTIGATION (17 occurrences)

The central core of this body of recommendations is that the presentence investigation report be upgraded to include specific information about the individual's mental, economic and social status. Fifteen of the 17 recommendations called for the presentence investigation report to have a recommendation for a specific alternative to total incarceration. Twelve of the 15 recommended that the presentence investigation report should also contain recommendations for exception sentences.

### B. DEFERRED SENTENCES (4 occurrences)

The sense of this recommendation was that the legislation be modified to allow the courts to give deferred sentences as an exception sentence for all types of offenders. This body of four recommendations is separate from the earlier recommendations for a deferred or delayed sentence for treatment purposes.

### C. PROHIBITION VIOLATION COMMISSIONERS (2 occurrences)

The core of this recommendation is to speed up the process of dealing with individuals who violated court-ordered prohibitions associated with alternative sentences and who are subject for the up-to-60 days total incarceration sanction. The recommendation is that the law be modified to allow for the appointment of commissioners and/or hearing officers to hear cases of violation. These commissioners would have the power to place a person in up-to-60 days total incarceration if they were found to have violated a court order. The commissioners' decision would be subject to automatic review by the sentencing court. The product of this activity would be to reduce docket congestion for the Superior Court and to sharply abbreviate the time interval between the occurrence of the violation and the imposition of

TABLE 1

RECOMMENDATION	REGION I	REGION II	REGION III	REGION IV	REGION V	REGION VI
Community Service	10 (2)	27 (1)	8 (1)	7 (1)	13 (1)	5 (1)
Treatment Alternatives	12 (1)	3 (4)	3 (4)	3 (2)	2 (5)	4 (2)
Work Release/ Partial Confine.	9 (3)	3 (4)	6 (2)	1 (4)	2 (5)	2 (3)
Residential Class V Industries	4 (4)	8 (2)	1 (6)	1 (4)	4 (3)	2 (3)
Education & Training Investment	2 (6)	3 (4)	4 (3)	2 (3)	6 (2)	2 (3)
Primary Prevention	4 (4)	1 (6)	4 (3)	0 (0)	3 (4)	1 (4)
Restitution	3 (5)	4 (3)	2 (5)	2 (3)	1 (6)	0 (0)
House Arrest	4 (4)	2 (5)	0 (0)	0 (0)	1 (6)	0 (0)
Indentured/Apprenticed Workers	3 (5)	1 (6)	0 (0)	1 (4)	1 (6)	1 (4)
Community Supervision	1 (7)	2 (5)	3 (4)	0 (0)	1 (6)	0 (0)
Fines	3 (5)	1 (6)	0 (0)	0 (0)	1 (6)	0 (0)

Numbers in ( ) reflect ranking of recommendations in each region.

TABLE 2

RECOMMENDATION	CRIMINAL JUSTICE	JUDGES	ELECTED OFFICIALS	PUBLIC
Community Service	20 (1)	14 (1)	13 (1)	29 (1)
Treatment Alternatives	2 (6)	5 (2)	4 (3)	19 (2)
Work Release/ Partial Confine.	8 (2)	5 (2)	1 (5)	9 (4)
Residential Class V Industries	3 (5)	5 (2)	6 (2)	12 (3)
Education & Training Investment	4 (4)	3 (4)	6 (2)	9 (4)
Primary Prevention	2 (6)	1 (6)	3 (4)	7 (5)
Restitution	5 (3)	2 (5)	4 (3)	7 (5)
House Arrest	4 (4)	3 (4)	1 (5)	2 (8)
Indentured/Apprenticed Workers	1 (7)	2 (5)	1 (5)	6 (6)
Community Supervision	4 (4)	3 (4)	3 (4)	3 (7)
Fines	1 (7)	4 (3)	0 (0)	0 (0)

Numbers in ( ) reflect ranking of recommendations in each interest group.

the up-to-60 days total incarceration sanction.

D. MODIFY THE 60 DAY TOTAL CONFINEMENT SANCTION (2 occurrences)

The sense of this recommendation is to modify the law to allow for alternatives to be used for all or part of the 60 day total incarceration sanction for noncompliance. The thinking behind the recommendation is that for the inadequate, chronic, low-skill offender the intent and purpose of the alternative system can quickly be defeated as the person accumulated a large number of total incarceration days.

E. PARA-PROFESSIONALS/INTERN UTILIZATION (2 occurrences)

This recommendation would modify the law and/or the Department of Corrections budget to allow for budgeting for a number of year-round intern and para-professional positions. These intern positions would be used to supervise compliance with community service work orders. In addition, it would serve as a career entrance for students and other individuals who lack the education and/or experience to begin a career in the Department of Corrections.

F. CORRECTIONS STANDARDS BOARD RESPONSIBILITIES (2 occurrences)

It was recommended that the Corrections Standards Board's responsibilities be modified to include standard setting and audit responsibilities for alternatives to total incarceration. In addition, they would have the responsibility for contract dispute resolution if a dispute should arise between the Department of Corrections and units of local government or the private sector in alternative program management or contracting.

G. PROFIT MAKING AGENCY PARTICIPATION (2 occurrences)

The core of this recommendation is that the law be modified to allow profit making agencies to participate in the implementation of the alternatives and other correctional programs on an equal footing with state and local government and nonprofit agencies.

H. REPEAL THE SENTENCING REFORM ACT (2 occurrences)

The essence of this recommendation is that the Sentencing Reform Act be repealed and the state return to an indeterminate sentencing system. Sentences should be based on the condition of the offender and/or subsequent progress as much as on the crime of conviction.

I. MULTI-AGENCY ALTERNATIVE MONITORING (1 occurrence)

It is recommended that a statewide computer-borne information system be developed. This would allow police officers to have immediate information as to an individual's status if they were in an alternative program.

## IX FOLLOW-UP CONSULTATIONS

Following the public regional consultations described above, project staff had additional consultations with other special interest groups. They included the following:

- A. Washington Jail Association. This group was particularly concerned about the impact of the Sentencing Reform Act on jail populations and cost/administrative structural changes.
- B. The Washington Association of Sheriffs and Police Chiefs. This group shared the interests of the jailers. The association created a subcommittee to work with project staff.
- C. The Washington Association of Counties. Project staff met with and made presentations to the County Commissioners who attended the Association's three regional meetings in the fall of 1984. County Commissioners were generally concerned about state and local cost sharing, county/state relationships, and the responsiveness of the alternatives system to local values.

Informal discussions were also held throughout the course of the alternatives study with members of organizations such as the Washington Corrections Association, the Washington Council on Crime and Delinquency, Leadership Tomorrow, etc.

## ILLUSTRATION 1

### MEETING SCHEDULE CRIMINAL JUSTICE OFFICIALS

#### DOC REGION 1

Spokane MAY 15 10:00 a.m.-12:00 p.m.  
Spokane Community College  
N 2000 Green  
Lair Bldg - Basement

Spokane MAY 30 10:00 a.m.-12:00 p.m.  
Spokane Community College  
Lair Bldg - Basement

E. Wenatchee JUNE 12 10:00 a.m.-12:00 p.m.  
Security Bank of Washington  
Valley Mall Park Way

#### DOC REGION 3

Everett MAY 17 10:00 a.m.-12:00 p.m.  
American Red Cross Building  
1925 26th Street

Bellingham JUNE 8 10:00 a.m.-12:00 p.m.  
Whatcom County Courthouse  
County Council Meeting Room  
Second Floor

#### DOC REGION 6

Olympia MAY 14 10:00 a.m.-12:00 p.m.  
Capitol Campus  
House Office Building  
Hearing Room A

Olympia MAY 29 10:00 a.m.-12:00 p.m.  
House Office Building  
Hearing Room A

Vancouver JUNE 6 10:00 a.m.-12:00 p.m.  
Fire Station #3  
213 NE 120th Avenue

Aberdeen JUNE 6 10:00 a.m.-12:00 p.m.  
Aberdeen Library  
121 E. Market

#### FOR INFORMATION CONTACT:

Linda Howell  
Department of Corrections  
Mail Stop FN-61  
Olympia, WA 98504  
753-6180 or scan 234-6180

#### DOC REGION 2

Union Gap JUNE 14 10:00 a.m.-12:00 p.m.  
Yakima Valley Mall  
DSHS Conference Room  
2515 Main St.

Pasco MAY 31 10:00 a.m.-12:00 p.m.  
Red Lion Motor Inn  
2525 N 20th

Walla Walla JUNE 1 10:00 a.m.-12:00 p.m.  
Walla Walla Community College  
500 Tausick Way  
College Cafeteria

Ellensburg JUNE 13 3:00-5:00 p.m.  
Holiday Inn

#### DOC REGION 4

Seattle MAY 9 10:30 a.m.-12:30 p.m.  
University of Washington  
Savery Hall 315

Seattle MAY 23 10:30 a.m.-12:30 p.m.  
University of Washington  
Savery Hall 315

#### DOC REGION 5

Port Orchard MAY 22 10:00 a.m.-12:00 p.m.  
Kitsap County Courthouse Complex  
661 Taylor-next to work release bldg

Tacoma MAY 10 10:00 a.m.-12:00 p.m.  
Region 5 Conference Room  
2367 Tacoma Avenue South

Tacoma MAY 24 10:00 a.m.-12:00 p.m.  
Region 5 Conference Room  
2367 Tacoma Avenue South

Port Angeles JUNE 7 10:00 a.m.-12:00 p.m.  
Clallam County Courthouse Complex  
Emergency Services Room  
Basement

ILLUSTRATION 1 cont.

MEETING SCHEDULE  
JUDGES

DOC REGION 1

Spokane MAY 15 12:00-2:00 p.m.  
Spokane Community College  
N 2000 Green  
Lair Bldg - Basement

Spokane MAY 30 12:00-2:00 p.m.  
Spokane Community College  
Lair Bldg - Basement

E. Wenatchee JUNE 12 12:00-2:00 p.m.  
Security Bank of Washington  
Valley Mall Park Way

DOC REGION 3

Everett MAY 17 12:00-2:00 p.m.  
American Red Cross Building  
1925 26th Street

Bellingham JUNE 8 12:00-2:00 p.m.  
Whatcom County Courthouse  
County Council Meeting Room  
Second Floor

DOC REGION 6

Olympia MAY 14 12:00-2:00 p.m.  
Capitol Campus  
House Office Building  
Hearing Room A

Olympia MAY 29 12:00-2:00 p.m.  
House Office Building  
Hearing Room A

Vancouver JUNE 6 12:00-2:00 p.m.  
Fire Station #3  
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Aberdeen JUNE 6 12:00-2:00 p.m.  
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Walla Walla JUNE 1 10:00 a.m.-12:00 p.m.  
Walla Walla Community College  
500 Tausick Way  
College Cafeteria

Ellensburg JUNE 13 3:00-5:00 p.m.  
Holiday Inn

DOC REGION 4

Seattle MAY 9 12:30-2:00 p.m.  
University of Washington  
Savery Hall 216

Seattle MAY 23 12:30-2:00 p.m.  
University of Washington  
Savery Hall 216

DOC REGION 5

Port Orchard MAY 22 12:00-2:00 p.m.  
Kitsap County Courthouse Complex  
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Tacoma MAY 10 12:00-2:00 p.m.  
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Region 5 Conference Room  
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Port Angeles JUNE 7 12:00-2:00 p.m.  
Clallam County Courthouse Complex  
Emergency Services Room  
Basement

ILLUSTRATION 1 cont.

MEETING SCHEDULE  
ELECTED OFFICIALS

DOC REGION 1

Spokane MAY 15 2:00-4:00 p.m.  
Spokane Community College  
N 2000 Green  
Lair Bldg - Basement

Spokane MAY 30 2:00-4:00 p.m.  
Spokane Community College  
Lair Bldg - Basement

E. Wenatchee JUNE 12 2:00-4:00 p.m.  
Security Bank of Washington  
Valley Mall Park Way

DOC REGION 3

Everett MAY 17 2:00-4:00 p.m.  
American Red Cross Building  
1925 26th Street

Bellingham JUNE 8 2:00-4:00 p.m.  
Whatcom County Courthouse  
County Council Meeting Room  
Second Floor

DOC REGION 6

Olympia MAY 14 2:00-4:00 p.m.  
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Hearing Room A

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Region 5 Conference Room  
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Port Angeles JUNE 7 2:00-4:00 p.m.  
Clallam County Courthouse Complex  
Emergency Services Room  
Basement

ILLUSTRATION 1 cont.

MEETING SCHEDULE  
ALTERNATIVES TO INCARCERATION STUDY

DOC REGION 1

Spokane MAY 15 6:00-9:00 p.m.  
Spokane Community College  
N 2000 Green  
Lair Bldg - Basement

Spokane MAY 30 6:00-9:00 p.m.  
Spokane Community College  
Lair Bldg - Basement

E. Wenatchee JUNE 12 6:00-10:00 p.m.  
Security Bank of Washington  
Valley Mall Park Way

DOC REGION 3

Everett MAY 17 6:00-10:00 p.m.  
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Bellingham JUNE 8 6:00-10:00 p.m.  
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County Council Meeting Room  
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Capitol Campus  
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Hearing Room A

Olympia MAY 29 6:00-10:00 p.m.  
House Office Building  
Hearing Room A

Vancouver JUNE 6 6:00-9:30 p.m.  
Fire Station #3  
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College Cafeteria

Ellensburg JUNE 13 10:00 a.m.-3:00 p.m.  
Holiday Inn

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University of Washington  
Smith Hall 120

Seattle MAY 23 6:00-10:00 p.m.  
University of Washington  
Smith Hall 120

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Tacoma MAY 24 6:00-10:00 p.m.  
Region 5 Conference Room  
2367 Tacoma Avenue South

Port Angeles JUNE 7 6:00-10:00 p.m.  
Clallam County Courthouse Complex  
Emergency Services Room  
Basement

APPENDIX A

Bob Boschee  
Division of Community Services  
Seattle

Larry Schaffer  
Seattle

Mike Dumovich  
B.L.H.  
Seattle

Carol Huehnerhoff-Roberts  
Bellevue

Diana Thompson  
Seattle

John Hulsell  
Public Defenders Assn.  
Seattle

Pat Steel  
King Co. Executive's Office  
Seattle

George Bridge  
University of Washington  
Seattle

Corinne Seully  
Pierce Co. Alliane  
Tacoma

Jennifer Belcher  
State Representative  
Olympia

Anne Ellsworth  
Tumwater

Dave Thysens  
Saint Markin's College  
Tacoma

Lois Stratton  
State Representative  
Spokane

Mark Provo  
NE WA Rural Resources  
Colville

Dr. A. LaMont Smith  
WA Correctional Assn.  
Spokane

Ernie Packebush  
Department of Corrections  
Spokane

Raymond "R.J." Johnson  
Spokane Urban Indian Health Serv  
Spokane

Vicki Fabre  
Senate Institutions Committee  
Olympia

Osborne B. Jones  
Olympia

Margaret Schiltz  
King County TASC  
Seattle

Helen S. Ratcliff  
WCCD  
Seattle

Leon H. Vaughn  
Seattle

Jean Hueston  
WCCD  
Kent

Ken Ristine  
United Way of King County  
Seattle

Diane M. Pedersen  
Department of Corrections  
Tacoma

Austin A. Burch  
Tacoma

Jean Marie Brough  
State Representative  
Federal Way

Kurt Sharrar  
WA ST Assn of Counties  
Olympia

James Henning  
WA ST Assn of Counties  
Colfax

Ken Sands  
Spokesman-Review/Chronicle  
Spokane

Merwin Cederblom  
Assoc. General Contractors  
Spokane

Meral Lowns  
Pine Lodge Cit. Adv. Comm.  
Spokane

Jack Pearson  
Spokane Police Dept.  
Spokane

Robert F. Patrick  
Whitman County  
Pullman

Ruta Fanning  
Senate Ways & Means Committee  
Olympia

Dorrie Peterson  
Department of Corrections  
Seattle

Clarence Schrag  
University of Washington  
Seattle

Joe McDonald  
TASC  
Seattle

Lena Berg  
Public Defenders Assn.  
Seattle

Larry Fehr  
WCCD  
Seattle

Helen Dorsey  
Pioneer Human Services  
Seattle

Charles E. Harlow  
Tacoma

Kathy Friedt  
Corrections Clearinghouse  
Olympia

Karryl Bullington  
Olympia

Jim Lux  
House Ways & Means Com.  
Olympia

Dan Boone  
Whitman County Commissioner  
Colfax

Jon W. Tyler  
WA Water & Power Co.  
Spokane

George Stearns  
Volunteer Coordinator  
Adult Probation & Parole  
Spokane

John C. Packebush  
Spokane

Don Manning  
Spokane County Jail  
Spokane

Donna Kelly/Al Lozano  
Channel 4, KXLY-TV  
Spokane

Robin H. Hickok Edmonds Police Department Edmonds	Douglas C. Engelbretson Sheriff Bob Dodge Everett	Larry McKeeman Snohomish County Prosecutor Everett
Walter Deierlein Superior Court Judge Mount Vernon	Gerald Knight Superior Court Judge Everett	John Wilson Superior Court Judge Everett
Mary Margaret Haugen State Representative Camano Island	Jeannie Long State Representative Mill Creek	Michael L. Hammond Everett Police Everett
Lou Kaufer M-2/Job Therapy Snohomish	Russ Anderson Winthrop	Patrick A. DeRyke Everett
William Harper Snohomish County Dept. of DOC Everett	Donnitta Walser Monroe	Scott Spencer Dolff Snohomish
Terry R. Williams Tulalip Tribes Marysville	John Fawcett Red Carpet Duce Realty Everett	L. Kirschner Snohomish County Jail Planning committee Everett
Steve Rantson Drug Abuse Council-Treatment Everett	C.E. Robinson Department 2-5 Everett	Jim McKinney Snohomish
Pat Fawcett Red Carpet Duce Realty Everett	Philip Balliman Everett	Sharon Toquinto TASC Everett
Nancy Anderson Taylor TASC Everett	Marie A. Jack Snohomish County Family Counselling Everett	Sig Faverson Everett
Duane A. Wilcox Kitsap County SO Port Orchard	Larry Bentholf Kitsap County Port Orchard	Jerry Guthrie Pathways Association Port Orchard
Dan Clem Prosecuting Attorney Port Orchard	Jim Roper Superior Court Judge Port Orchard	Jim Maddock Superior Court Judge Port Orchard
Bill Howard Superior Court Judge Port Townsend	Carolyn Powers State Representative Port Orchard	Senator Barbara Granlund Port Orchard
Phil Drouin City of Bremerton Councilman Bremerton	Gerald H. Gross Prosecuting Attorney Port Orchard	Audrey Boyer Bremerton
Margaret Schiltz TASC of King County Seattle	Joseph M. McDonald TASC of King County Seattle	Patrick Fitzsimon Seattle Police Seattle
Dick Nelson State Representative Seattle	Bob Williams King County Council Seattle	Ray Coleman King County DAD Seattle
Bernie Warner Second Chance/Reynolds W/R Seattle	Margaret Casey WA ST Catholic Conf. Seattle	Herbert M. Kagi Seattle University Seattle
Karen Noud University of Washington Seattle	Frank Joynson Second Chance/Reynolds W/R Seattle	Janet Rui Seattle-King Co. Public Defender Seattle
Scott A. Reiman Sea-King Public Defender Assn. Seattle	Carol Ceiling Victim Offender Reconcilia- tion Program Seattle	Ben Lindekugel United Way of King Co. Seattle

Ruth Coffin, President League of Women Voters Seattle	Bob Schrader Department of Corrections Seattle	Dell Durden United Way Seattle
Karen Fraser Thurston County Commissioner Olympia	George Barner Thurston County Commissioner Olympia	K.J. Davis Sumner
Grace Howell Lacey	Kathy Kay Robbins Metropolitan Dev. Council Tacoma	Barry McCabe Prison Fellowship/Care Tacoma
John S. Engen TASC Tacoma	Bill Gilbert Tacoma	Ty Metseln Pierce Co. TASC Tacoma
Jennifer Freimund YWCA Tacoma	Judith Smith Department of Corrections Olympia	Craig Apperson Corrections Clearinghouse Olympia
Barbara Miller Olympia	Virgil S. Clarkson Olympia	Walter Hatch Longview Daily News Longview
Dona Carlson Interaction/Transition Olympia	John P. Hutchens Olympia	Bonnie VanLoo Olympia
Dennis Johnston Division of Prisons Olympia	Don Beckett Prosecuting Attorney Spokane	Peggy Hoffman Department of Corrections Spokane
John J. Ripple Spokane Co. Superior Court Spokane	Denis Dellwo State Representative Spokane	Beth Santos Spokane Community House Spokane
Jonnie Harris Image Self Esteem Colbert	Jan Elizabeth Ross Spokane	Virginia M. Main Victim Witness Spokane
Marti Waed Victim Witness Spokane	Lorna Beyens Victim Witness Spokane	Kitti Gillespie Spokane Taxpayers Assn. Spokane
Chris A. Montgomery Colville	Debra Prichard Department of Corrections Kennewick	Ruta Abercrombie Department of Corrections Kennewick
Nancy McBridge Department of Corrections Kennewick	Jim Moon Department of Corrections Kennewick	Antovid Santoy Corrections Clearinghouse Yakima
Dave Savage Department of Corrections Yakima	Jack Kopp Department of Corrections Kennewick	Tom Tovar Department of Corrections Pasco
Kay Fritz Voluntary Action Center Kennewick	Becky Clark Voluntary Action Center Kennewick	General Davidson, Director Voluntary Action Center Kennewick
Lane Merryman Department of Corrections Pasco	Wilbert Butcher Pasco	Sam H. Edwards West Richland
Stan Moore Franklin co. Prosecuting Attorney's Office Pasco	Shirley Billingsley Franklin Co. Work Release Pasco	Jerry Adam Franklin County Prosecuting Attorney's Office Pasco
Dick Patrick Super Court Kennewick	Fred Staples Superior Court Kennewick	A.J. Yencopal Superior Court Kennewick

Cos Edwards City of Pasco Community Relations Task Force Pasco	Jenny Carmichael United Way Kennewick	Rod Simons KVEW Kennewick	Marcia L. Madeegal Chalet Nursing Home Selah	Russell Heator, Jr. Myer	G. McGlothan District Court Yakima
Howard J. Martin Walla Walla District Court Walla Walla	John D. Swank Walla Walla City Council Walla Walla	Richard White Columbia County Dayton	Heather K. VanNuys Yakima Co. District Court Yakima	Diana Guzman Yakima Co. District Court Yakima	John R. McAuley Institutional Industries Mercer Island
Jim Cummings Probation & Parole Walla Walla	Clancy Reser Superior Court Walla Walla	Mike Bates Depart. of Court Services Walla Walla	Lynn Lodmell Department of Corrections Olympia	Shirley Doty Yakima city Council Yakima	Sharon Collefson Yakima County Commission Yakima
Ronald Graham Columbia County Services Dayton	Richard A. Garcia Walla Walla	Tim Kittelson Cowlitz Co. Offender Serv. Kelso	Bruce Copley Comprehensive Mental Health Yakima	Roy L. Pleascot Corrections Clearinghouse Yakima	Terry D. Flinder Yakima
William Weiss Cowlitz Co. Offender Services Kelso	Tom Lodge Superior Court Judge Vancouver	Tom Phelan Clark Co. Defense Bar Vancouver	Catherine Fonchic Yakima	Patti Nagle Yakima	Elizabeth Hicken Yakima
Walt Church Cowlitz Co. Kelso	Carl Mason Vancouver	Barry Messer Clark County Commissioner Vancouver	Thomas R. Hichen Yakima	Roger Jim Tribal Chairman, Yakima Indian Nation Toppenish	Carol Monohon State Representative Raymond
John McKibbin Clark County Commissioner Vancouver	Art Curtis Clark County Prosecutor Vancouver	Jane Johnson Clark Co. Corrections Vancouver	Judge Meiner Clallam Superior Court Port Angeles	Tony Schall Clallam Co. Sheriff Port Angeles	Cass Mazur Clallam Co. Sheriff Port Angeles
Linda Hewerts Clark Co. Corrections Vancouver	Robert L. Songer Clark Co. Sheriff's Dept. Vancouver	Frank A. Cooley, Jr. Vancouver	David Hamilton Port Angeles	Chuck Rice Port Angeles	Mike Towell Bellingham
Steven L. Sanders Vancouver	Ken Badgley Wenatchee Police Dept. Wenatchee	Bill Brooks E. Wenatchee Police E. Wenatchee	Larry Mount Whatcom County Sheriff Office Bellingham	Ray Gordon Whatcom County Sheriff Office Bellingham	Senator Barney Goltz Bellingham
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Charles Cone Chelan Co. Superior Court Wenatchee	Tillman Wells Douglas County S.O. Wenatchee	W.H. Schmidtman Douglas Co. Commissioner E. Wenatchee	Wanda A. Boyles Bellingham	Hilda Bajema League of Women Voters Bellingham	Jon E. Ostlund Whatcom County Public Defender Bellingham
Rev. Frank B. Lowell Okanogan Co. Okanogan	Eric Thompson, Ph.D. Clinical Psychologist Winthrop	Robert F. Patrick Pullman	Joyce A. Peterson Bellingham	Bruce N. Yuesley, President Bank of Reumond Redmond	Patrick S. Fitzsimons Seattle Police Department Seattle
Ed Bartlett Yakima	Spurgeon Keeth Yakima	Bernie Freeman Benton Co. Sheriff's Dept. Kennewick	John J. Ripple, Judge Superior Court Spokane	A. LaMont Smith, D.P.A. Spokane	Lee Kirschner Job Therapy of Snohomish Everett
Cathy Lecompte Department of Corrections Yakima	Ed Newhouse Department of Corrections Yakima	Ley Estes Department of Corrections Yakima	James Crabb, Regional Administrator-DOC Everett	Sherry Burnham Samich Indian Tribe of WA Anacortes	Horton Smith, Judge King County Superior Court Seattle
Alfonso Dabalos Department of Corrections Yakima	Walter Nelson Department of Corrections Yakima	Alvin Artz Department of Corrections Sunnyside	Margaret Schacht, Director Dept. of Court Services Walla Walla	Maya Dickhoff La Petite Palette Kirkland	James A. Metcalf Olympia
Ken Benjamin Department of Corrections Yakima	Reid Follanshee Yakima Police Department Yakima	Tom Kirschman Yakima	Albert J. Yencopal, Judge Superior Court of Benton/ Franklin Counties Vancouver	James Rennick M.S. Sexual Abuse Clinic Portland	John S. McKibbin, Chair Board of Commissioners Vancouver
Dorothy Edgerton St. Elizabeth Med. Center Yakima	Patty Houts-Hussey Volunteer Chore Services Yakima	Eleanor Fuele DSHS Vol. Services Yakima	Joseph M. McDonald IASC of King County Seattle	John Skimas, Chief Presiding Superior Court Judge Vancouver	Art Curtis Prosecuting Attorney Vancouver
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Craig Apperson  
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Carol Moses  
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Paul Bird  
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## ALTERNATIVES TO INCARCERATION STUDY

## STATEWIDE ADVISORY GROUP MEMBERS

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Superior Court Judge  
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Clallam County Sheriff's Office

Herb Smith  
Executive Director  
Interaction/Transition

The Honorable Horton Smith  
Superior Court Judge  
King County

ALTERNATIVES TO INCARCERATION STUDY  
ADVISORY GROUP

Revised Roles

*The Alternatives to Incarceration Study Statewide Advisory Group will serve to advise the Department of Corrections as it formulates a comprehensive plan for the development, implementation, and operation of alternatives to total confinement for nonviolent offenders. Through the process of review, deliberation, and suggesting modifications of sections of the plan, the Statewide Advisory Group will assist in development of the plan's content.*

*Through informal conversation between group members and colleagues or other interested individuals, the Statewide Advisory Group will support efforts to increase public awareness and understanding of alternatives to incarceration. By evaluating optional objectives for the system of alternatives and recommending priority objectives, the Group will help assure that proposals in the plan are both acceptable and feasible. Through review of the draft plan, the Statewide Advisory Group will promote general agreement and broad-based support for the principles reflected in the plan."*

APPENDIX D

LOCATION OF ALTERNATIVES TO INCARCERATION SURVEYED AGENCIES

REGION 1: Adams County

Adams County Community Services O-Sub  
Chelan County -  
 Chelan-Douglas Community Alcoholism I-Sub  
 Services Center  
Grant County  
 Grant County Alcoholism Programs O-Sub  
 Grant County Mental Health and O-Sub  
 Family Services  
 Quincy Inn Other  
Lincoln County  
 Lincoln County Counseling Services O-Sub  
Okanogan County  
 Okanogan County Mental Health O-Sub  
Pend Oreille County  
 Pend Oreille County Mental Health Ctr O-Sub  
Spokane County  
 Community Alcohol Center O-Sub  
 Deaconess Medical Center I-Sub  
 Deep Creek Lodge Other  
 Geiger Corrections Center & Phase III WR-L&S  
 Horizon House I-Sub  
 Medicine Wheel Alcohol Treatment O-Sub  
 Salvation Army Booth Care Center I-Sub  
 Serenity House O-Sub  
 Spokane Alcohol Rehabilitation Center IO-Sub  
 Spokane Community House I-Sub  
 Substance Treatment/Education Programs O-Sub  
 of Spokane (STEPPS)  
Whitman County  
 Whitman County Alcoholism Center O-Sub  
 Whitman County Corrections Facility WR-L  
 Work Release  
 Whitman County Mental Health Center O-Sub

REGION 2: Benton County

Benton County Work Release WR-L  
 Lutheran Social Services IO-Sub  
 Mid-Columbia Mental Health Center MH  
 Dr. Dan McIvor MH  
 Tri-Cities Residential Services MH  
 Voluntary Action Center, Kennewick CSW  
Franklin County  
 Benton/Franklin County Alcohol Ctr O-Sub  
 Franklin County Work Release WR-L  
 Salvation Army I-Sub,CSW  
 Tri-Cities Work/Training Release WR-S  
Garfield County  
 Garfield County Mental Health O-Sub  
Walla Walla County  
 Blue Mountain Action Council/Job Job  
 Training Center  
 Community Alcohol Center O-Sub  
 VA Hospital Alcohol Treatment IO-Sub  
 Valley Residential Services MH  
 Walla Walla Community Alcohol Center IO-Sub  
Yakima County  
 Columbia Hospital Alcoholism Treatment I-Sub  
 Community Alcohol Center IO-Sub  
 Opportunities Industrial Center CSW  
 Sunnyside Jail Work Release WR-L  
 Toppenish Municipal Court Work Release WR-L  
 Valley Alcohol Council, Sunnyside O-Sub  
 Yakima Indian Nation Alcohol Program O-Sub  
 Yakima/Kittitas Work/Training Center WR-S

REGION 3: Snohomish County

Community Alcohol Services O-Sub  
 Conquest Center I-Sub  
 Counter Point WR-L  
 Everett Work/Training Release WR-S  
 Family Counseling Services MH  
 Job Therapy Job  
 Snohomish Co Community Work Program CSW  
 Snohomish County TASC TASC  
 Snohomish Co Work/Training Release WR-L  
 Volunteers of America CSW

REGION 3: Whatcom County  
(Cont)

Bellingham Work/Training Release WR-L&S  
 Lighthouse Mission Work/Training Release WR-L  
 Olympic Treatment Center I-Sub

REGION 4: King County

Alternative Sentencing Program O-Sub  
 Bellevue Domestic Violence Program Other  
 Bishop Lewis House Work/Training Release WR-S  
 Cabrini Alcohol Program IO-Sub  
 Care Unit of Kirkland I-Sub  
 Carriage House Other  
 Cedar Hills Alcoholism Treatment I-Sub  
 Court Referral Program CSW  
 Harborview Community Mental Health Ctr MH  
 Interaction/Transition O-Sub,Job  
 Job Therapy Job  
 King County Dept of Detention WR-L  
 King County TASC TASC  
 Madison Inn Work Release WR-S  
 North Rehabilitation Facility I-Sub  
 Northwest Treatment Center I-Sub  
 Pioneer Fellowship House Work Release WR-S  
 Pioneer Human Services I-Sub  
 Reynolds Work/Training Release WR-S  
 Salvation Army (Family Center) I-Sub,CSW  
 Sea DruNar I-Sub  
 Transition House Other  
 Victim/Offender Reconciliation Program Other  
 Washington Drug Rehabilitation I-Sub

REGION 5: Clallam County

Port Angeles Work/Training Release WR-S

Jefferson County

Halcyon House I-Sub

Kitsap County

Olalla Guest Lodge I-Sub  
 Pathway Associates (Kitsap County W/R) WR-L&S  
 Peninsula Lodge, Inc O-Sub,CSW

Pierce County

The Center O-Sub  
 The House IO-Sub  
 Lincoln Park Work/Training Release WR-S  
 Progress House Association, Work WR-S  
 Training Release  
 Puget Sound Alcoholism Center I-Sub  
 RAP House Work/Training Release WR-S  
 Tacoma TASC TASC  
 Tacoma Work/Training Release WR-L&S

REGION 6: Clark County

Clark County Community Corrections CSW  
 Clark County TASC TASC  
 St. Joseph Hospital Alcoholism IO-Sub  
 Treatment Center  
 SW Washington Alcohol Recovery I-Sub  
 Foundation (SWARF)

Cowlitz County

Drug Abuse Prevention Center O-Sub  
 Longview Work Release WR-S  
 Offender Services for Cowlitz County CSW

Klickitat County

Klickitat County Mental Health O-Sub

Skamania County

Skamania County Counseling Center O-Sub

Thurston County

Career Awareness Program Job  
 Friendship, Inc./A Beginning Alliance Job  
 Olympia Work/Training Release WR-S  
 Social Treatment Opportunity Programs O-Sub  
 TAMARC/Outpatient & Recovery House IO-Sub  
 Thurston County Jail Work Release WR-L  
 Thurston/Mason Community Mental O-Sub  
 Health Center

PROGRAM LEGEND:

CSW Community Service Work  
 I-Sub Inpatient Substance Abuse  
 IO-Sub Inpatient & Outpatient Substance Abuse  
 Job Job Training  
 MH Mental Health  
 O-Sub Outpatient Substance Abuse  
 TASC Treatment Alternatives to Street Crime  
 WR-L Work Release, Local  
 WR-S Work Release, State  
 WR-L&S Work Release, Local and State

APPENDIX E

ALTERNATIVES TO INCARCERATION SURVEY QUESTIONS

- 1 Total confinement is twenty-four hour a day confinement inside the physical boundaries of a facility or institution operated or utilized under contract by the state or any unit of local government. Terms of total confinement of less than one year are served in a local facility. Do you consider your program an alternative to total confinement?
- 2 Does your program provide treatment for substance abusers?
- 3 Does your program provide treatment for sex offenders?
- 4 Does your program provide services for special needs offenders?
- 5 Does your program provide services specifically for females?
- 6 Does your program provide for pre-trial diversion?
- 7 Does your program provide for post-sentence diversion?
- 8 Does your program provide individual counseling?
- 9 Does your program provide group counseling?
- 10 Does your program provide vocational training?
- 11 Does your program provide job referral/placement?
- 12 Does your program provide community service work?
- 13 Does your program provide residential work release (state)?
- 14 Does your program provide residential work release (local)?
- 15 Does your program provide community supervision (case management)?
- 16 Does your program provide other services?
- 17 Is your program residential or non-residential?
- 18 What gender of offender does your program serve?
- 19 What is the current maximum daily capacity for male felons?
- 20 What is the current maximum daily capacity for male misdemeanants?
- 21 What is the maximum daily capacity for male juvenile offenders?
- 22 What is the maximum daily capacity for male special needs offenders?

- 23 What is the maximum daily capacity for female felons?
- 24 What is the maximum daily capacity for female misdemeanants?
- 25 What is the maximum daily capacity for female juvenile offenders?
- 26 What is the maximum daily capacity for female special needs offenders?
- 27 What is the current average daily population for felons?
- 28 What is the current average daily population for misdemanants?
- 29 What is the current average daily population for juvenile offenders?
- 30 What is the current average daily population for special needs offender?
- 31 What is the average hours per day felons spend in your program?
- 32 What is the average hours per day misdemeanants spend in your program?
- 33 What is the average hours per day juveniles offenders spend in your program?
- 34 What is the average hours per day special needs offenders spend in your program?
- 35 What is the average hours per week felons spend in your program?
- 36 What is the average hours per week misdemeanants spend in your program?
- 37 What is the average hours per week juvenile offenders spend in your program?
- 38 What is the average hours per week special needs offenders spend in your program?
- 39 What is the average length of stay for felons in your program?
- 40 What is the average length of stay for misdemeanants in your program?
- 41 What is the average length of stay for juvenile offenders in your program?
- 42 What is the average length of stay for special needs offenders in your program?
- 43 For fiscal year 1984 (projected) what was the total number of felony criminal justice offender referrals to your program?

- 44 For fiscal year 1984 what is the projected total number of misdemeanor criminal justice offender referrals to your program?
- 45 For fiscal year 1984 what is the projected total number of juvenile criminal justice offender referrals to your program?
- 46 For fiscal year 1984 what is the projected total number of special needs criminal justice offender referrals to your program?
- 47 For fiscal year 1983, what was the total number of felony criminal justice referrals to your program?
- 48 For fiscal year 1983, what was the total number of misdemeanor criminal justice referrals to your program?
- 49 For fiscal year 1983, what was the total number of juvenile criminal justice referrals to your program?
- 50 For fiscal year 1983, what was the total number of special needs criminal justice referrals to your program?
- 51 For fiscal year 1982, what was the total number of felony criminal justice referrals to your program?
- 52 For fiscal year 1982, what was the total number of misdemeanor criminal justice referrals to your program?
- 53 For fiscal year 1982, what was the total number of juvenile criminal justice referrals made to your program?
- 54 For fiscal year 1982, what was the total number of special needs criminal justice referrals made to your program?
- 55 Is there a waiting list for your program?
- 56 How many people are on the waiting list?
- 57 On the average, how long do they wait?
- 58 Does your program emphasize offender payments of restitution, fines and/or court fees?
- 59 Are offenders sentenced to your program in lieu of payments of restitution, fines, and/or court fees?
- 60 Are you a community service work program?
- 61 For offenders who are sentenced, do offenders do professional, technical or managerial occupations?
- 62 For offenders who are sentenced, do offenders do clerical and sales work?

- 63 For offenders who are sentenced, do offenders do service occupations?
- 64 For offenders who are sentenced, do offenders do agricultural and industrial work?
- 65 For offenders who are sentenced, do offenders do processing work?
- 66 For offenders who are sentenced, do offenders do machine trades?
- 67 For offenders who are sentenced, do offenders do bench work?
- 68 For offenders who are sentenced, do offenders do structural work?
- 69 For offenders who are sentenced, do offenders do miscellaneous work?
- 70 For offenders who are sentenced, do offenders do other types of work?
- 71 Does a community board oversee your program?
- 72 What is the number of full-time paid employees in your program?
- 73 What is the number of part-time paid employees in your program?
- 74 What is the number of volunteers in your program?
- 75 What is ratio of full-time equivalent paid staff to client?
- 76 For fiscal year 1983, how much funding did you get from state government?
- 77 For fiscal year 1983, how much funding did you get from local government?
- 78 For fiscal year 1983, how much funding did you get from federal government?
- 79 For fiscal year 1983, how much funding did you get from foundations?
- 80 For fiscal year 1983, how much funding did you get from United Way?
- 81 For fiscal year 1983, how much funding did you get from client fees?
- 82 For fiscal year 1983, how much funding did you get from other?
- 83 What amount of in-kind contribution did your program receive in fiscal year 1983?

- 84 Including in-kind contributions, what was your total budget in 1983?
- 85 Are liability insurance fees required for program participation?
- 86 Are general program participation fees required?
- 87 Are room and board fees required for program participation?
- 88 Are other fees required?.
- 89 Would you like to increase the size of your program?
- 90 Do time constraints serve as a barrier to increasing the number of offenders served by your program?
- 91 Do funding concerns serve as a barrier to increasing the number of offenders served by your program?
- 92 Do staff limitations unrelated to funding limit increasing the number of offenders served by your program?
- 93 Do facilities serve as a barrier to increasing the number of offenders served by your program?
- 94 Does an insufficient supply of clients limit the number of offenders served by your program?
- 95 Do program guidelines serve as a barrier to increasing the number of offenders served by your program?
- 96 Do other factors serve as a barrier to increasing the number of offenders served by your program?
- 97 Do you consider liability/insurance issues to be a major barrier to establishment of new alternative programs?
- 98 Do you consider organized labor to be a major barrier to establishment of new alternative programs?
- 99 Do you consider social service agencies to be a major barrier to establishment of new alternative programs?
- 100 Do you consider the business community to be a major barrier to establishment of new alternative programs?
- 101 Do you consider insufficient flexibility in choosing target population a major barrier to establishment of new alternative programs?
- 102 Do you consider zoning regulations to be a major barrier to establishment of new alternative programs?
- 103 Do you consider funding to be a major barrier to establishment of new alternative programs?

- 104 Do you consider safety and sanitation codes to be a major barrier to establishment of new alternative programs?
- 105 Do you consider residents within the community to be a major barrier to establishment of new alternative programs?
- 106 Do you consider other factors to be major barriers to establishment of new alternative programs?
- 107 What factors motivated initiation of your program, and what incentives played a part in establishment of the program?
- 108 What was the source of "seed money" for your program, and what is the relationship of that funding source to current operation?
- 109 Do you refuse to accept into your program, either formally or informally, any of the following offenders?
- a. Offenders with particular charges.
  - b. Offenders with prior convictions.
  - c. Offenders with substance abuse histories.
- 110 What individuals and/or organizations in your community do you consider your major program supporters?
- 111 What have been your positive and negative experiences in working with other community and criminal justice agencies?
- 112 Would it be desirable for your program to expand the number of offenders served?
- 113 If yes, would it be possible to serve more felons?
- 114 Would it be desirable for your program to expand the types of offenders served?
- 115 If yes, would it be possible to expand to serve felons?
- 116 Would it be desirable or feasible for your program to be enhanced by adding new types of services?
- 117 If yes, would it then be possible to serve felons if you do not already?
- 118 Would it be feasible for your program to serve as a statewide model by expanding to accept clients from a larger area?
- 119 Would be feasible for your program to serve as a statewide program by serving as a model that could be set up in other locations?
- 120 How well do you think your program is doing?

**END**