U.S. Department of Justice
National Institute of Corrections

The Practical Planning Guide
for
Community Corrections
Managers

April 1991

Acknowledgments

Table of Contents

Table of Figures

Introduction

> [In 1990] there are more than l,000,000 Americans aged 18 and over in prison and jail, and more than 2,500,000 on parole or probation. If one adds those on bail or released awaiting trial or appeal and those serving other punishments such as community service orders, the grand total under the control of the criminal justice system exceeds four million, nearly 2 percent of the nation's adult population. (Morris and Tonry, 1990)

Prison and jail crowding, fiscal constraints, public and criminal justice interest groups, and the demands for community supervision of the offender have brought community corrections to the foreground. Community corrections will continue to be viewed with great interest as a solution to a larger dilemma in corrections.

Community corrections managers are challenged in that they must be responsive to environmental influences when planning within their discipline. In this time of possible large-scale system change, community corrections managers will need to manage change while maintaining their organizations' integrity. The 1990s will provide an opportunity for and the possibility of increased funding or a shift in funding emphasis for community corrections. Now is the time for managers to define and/or expand their range of sanctions and services and to use them systematically.

When managers are thoughtful in planning, they are better prepared to utilize additional resources as they become available.   The manager will be less inclined to force a program to fit a resource as opposed to developing a resource to fit a community or offender requirement.

Getting the Most Out of This Guidebook

This guidebook presents the planning model, which is a seven-phase model meant to assist the community corrections manager to be a leader in the planning process. The planning model is for ongoing planning to serve the criminal justice community. It also allows the community corrections manager to address a community or offender requirement. The model has application for immediate or long-range planning.

Throughout this guidebook the term **community corrections manager** is used. This term may include individuals who have responsibility for managing a probation or parole agency or a residential facility.

The word **phase,** rather than **step,** is used deliberately. **Step** implies discrete actions. **Phase** connotes a cycle of changes. Phases can mean in practice that there is a blend and overlap, and phases do not always follow each other. As the process continues, new or undisclosed information is discovered that needs to be considered, as it possibly redefines previous work (adapted from Burke, 1987).

There is no single, foolproof sequence of phases.   In addition, there is no magic number of phases. Depending on your situation, you may want to modify the sequence or add to the number of phases. Furthermore, you are encouraged to customize each phase for your local situation.

Getting Ready

The guidebook begins by asking the manager to gain a systems perspective. Figure 1 shows the relationship between the systems perspective, the manager's perspective, and this planning model. This section discusses the systems perspective and the manager's perspective.
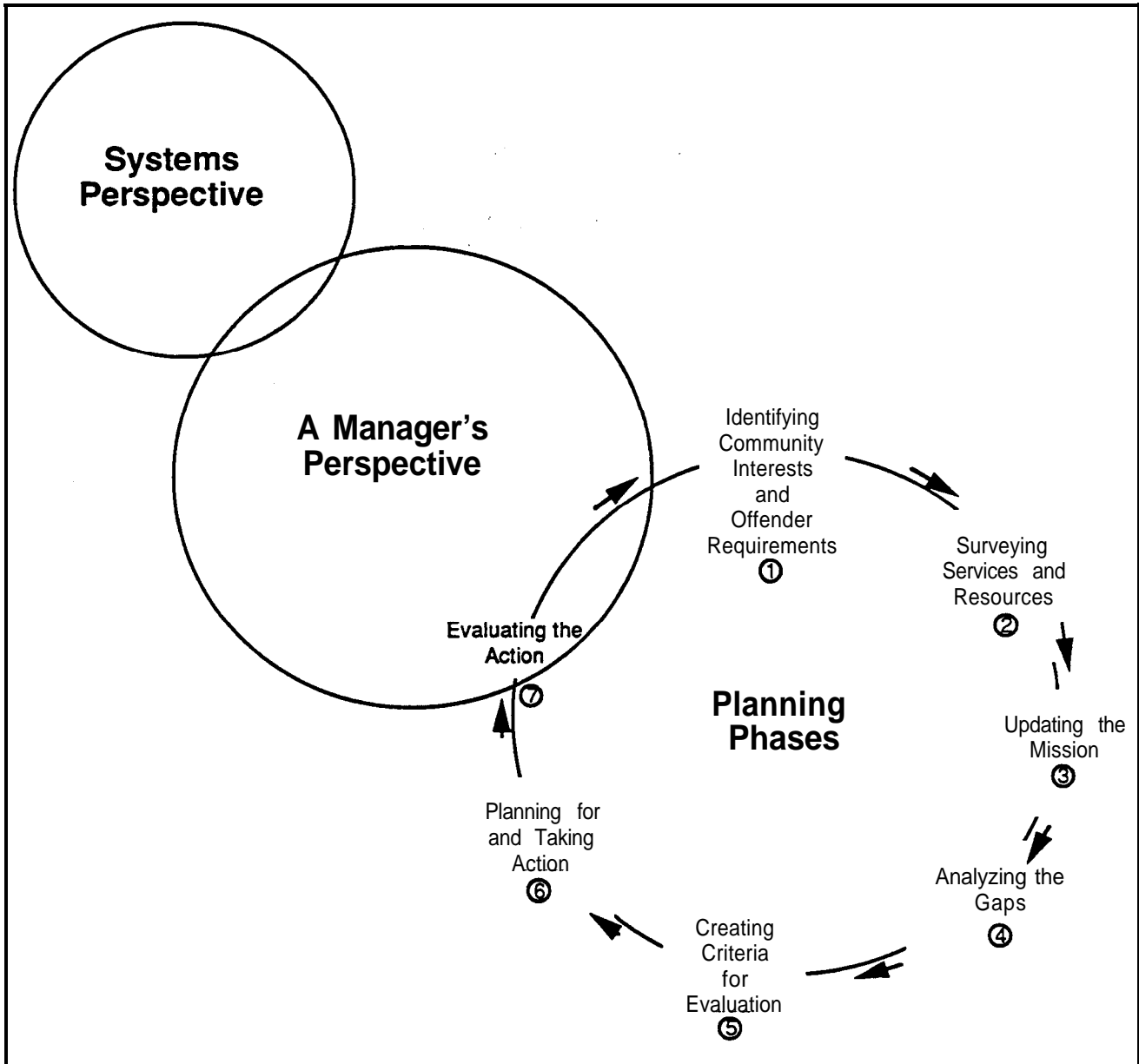
Figure 1. Overview of the System

The Systems Perspective

This model is a tool for managers to use to aid them in thoughtful planning for organizational change or enhancement. An organization is seen as a complex system with boundaries that allow input and output. This system exists within a larger external environment that is constantly exerting pressure on its boundaries, an environment with which the organization must interact.

A change in one part of the system always creates change throughout the system. If one part changes, other parts must change to accommodate the new situation. From the systems perspective, there are several points to consider before you work through this model:

- Identify the community corrections stakeholders.

- Determine the source(s) of change.

- Determine the readiness for change.

- Determine the capability for change.

This section provides guidelines for addressing these points.

Community Corrections Stakeholders

Every formal organization is affected by its surrounding environment. Institutions or regulations may make demands and have an impact upon the organization's operation and its freedom to take independent action. The key units or sectors making these demands are called ***stakeholders.***

Identify the stakeholders external to your organization but within your local environment.

Figure 2 lists the stakeholders that are generally involved. **YOU need to enhance this diagram by adding stakeholders that are relevant in your community.**

The Source of Change and Readiness for Change

This guidebook assumes that conditions exist to warrant exploring new ways of assessing and delivering services. Before beginning the phases in this model, you should have a rough idea of why you are reevaluating your system.

The major issue(s) is/are:

1)

2)

3)

4)

Keeping these issues in mind, answer the following questions for each:

- Whose idea was it or where did the idea for the project originate?

- Where (or by whom) was the need for the change determined?

    Externally _____   By me/us _____   Other _____

- What choices do we have about whether or not to make the change?

    Whether and how _____   Only how _____

Who initiates the change or where the change originates may influence your interest and commitment to the change.

How ready are the stakeholders to change in the direction that you are tentatively considering? **Readiness** has to do with willingness, motives, and aims.

Irrespective of readiness, how capable are the stakeholders of making or helping with the change? **Capability** has to do with power, influence, and authority to allocate resources.

You as a community corrections manager need to assess your organization's readiness for change and its capacity to participate in bringing about the change.
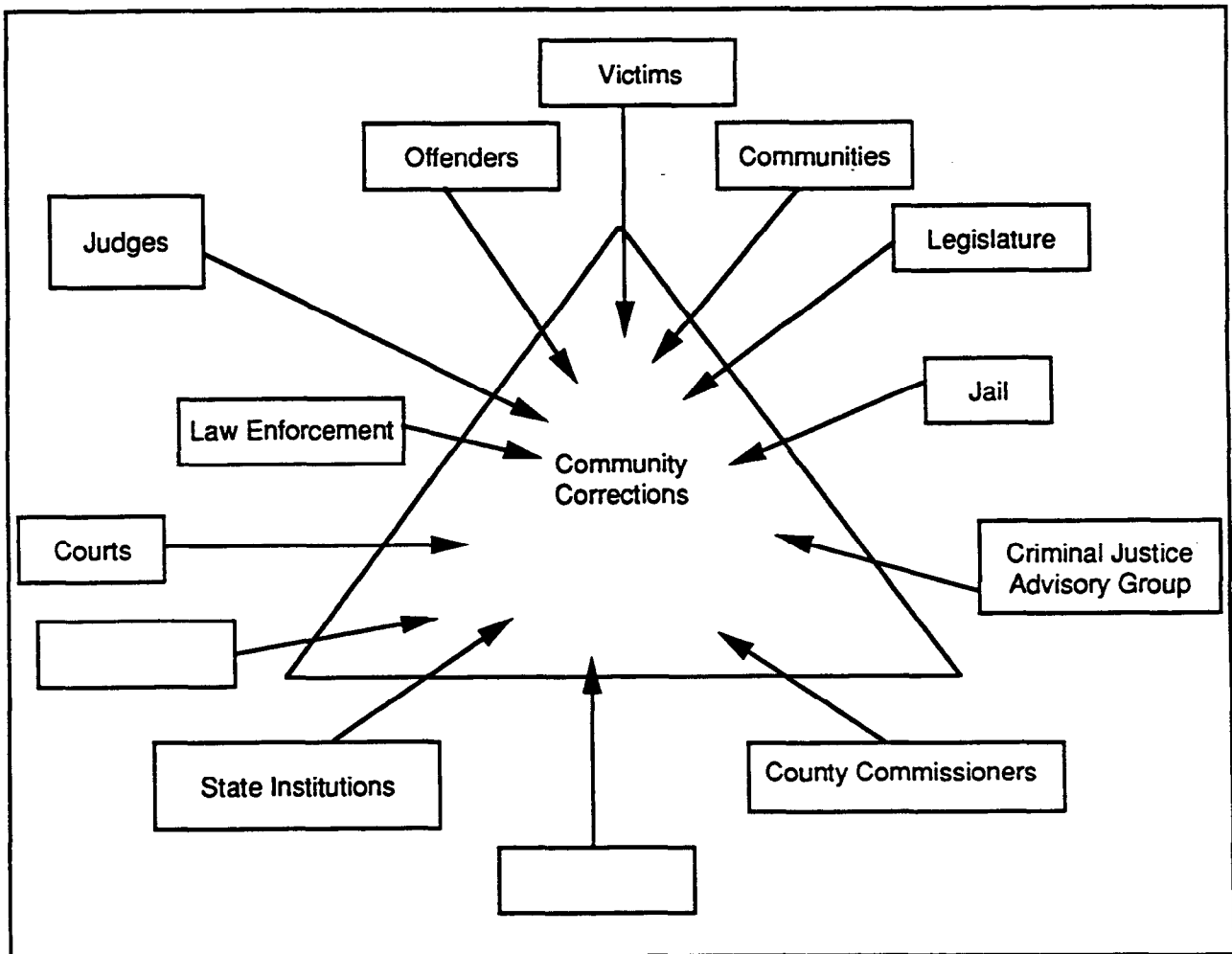
Figure 2. Community Corrections Stakeholders

You can use the chart shown in Figure 3 to rank the readiness and capability of your organization.

In the left-hand column, list the individuals or groups who are critical to your own change effort Check the appropriate box. These rankings will help you focus on the work that must be done to engage others in the change effort. Use these rankings to discuss the readiness and capability of various individuals and groups.

	Readiness willingness, motives			Capability influence, authoriiy		
	High	Medium	Low	High	Medium	Low
External individuals or groups						
1						
2						
3						
4						
5						
Internal individuals or groups						
1						
2						
3						
4						
5						

Figure 3. Readiness and Capability Chart

(Adapted from Richard Beckhard, <u>Organization Transitions: Managing Complex Change</u>, (c) 1989 by Addison-Wesley Publishing Company. Reprinted with permission of the publisher.)

A Manager's Perspective

From the manager's perspective, there are several points to consider as the manager works through this model:

- Routine assessment.

- Building in broad involvement and commitment.

- Appointing a project manager.

- The project manager's leadership ability.

Routine Assessment

Community corrections managers need to routinely assess their effectiveness in carrying out their organizations' purpose. Completing an assessment gives credibility to a manager's decisions. A manager might decide to:

- Leave things as they are.

- Enhance the existing system.

- Make additions to the system.

- Remove things from the system.

Building in Broad Involvement and Commitment

One option for building in broad involvement and commitment is to use your ongoing management group.

Another option for building in broad involvement is to form a *core team* to assist in the management of the change process. A *core team* is similar to a working committee or task force. The core team should be a cross-sectional group of employees, including management, that will coordinate the activities in this model.

Good communication between the core team and the management is essential. A key issue to be clarified is the authority of the core team - which might range from advising to managing to decision making.

Once a project is completed, the core team can be disbanded. The follow-up responsibility is resumed by the ongoing management group.

Appointing a Project Manager

You can appoint a project manager to lead the change effort. project managers need to have the respect and trust of their colleagues.

Leadership

The manager has the primary responsibility for the change effort. Managers have multiple roles such as conflict resolver, resource allocator, synthesizer, and employee developer. This guidebook focuses on two additional roles.

- The community corrections manager as a *change-agent.*

- The community corrections manager as a *skilled planner.*

The Planning Model

The planning model consists of seven phases. Figure 4 shows the flow of these phases. The following sections describe the purpose of each phase as well as provide suggestions for conducting each phase.
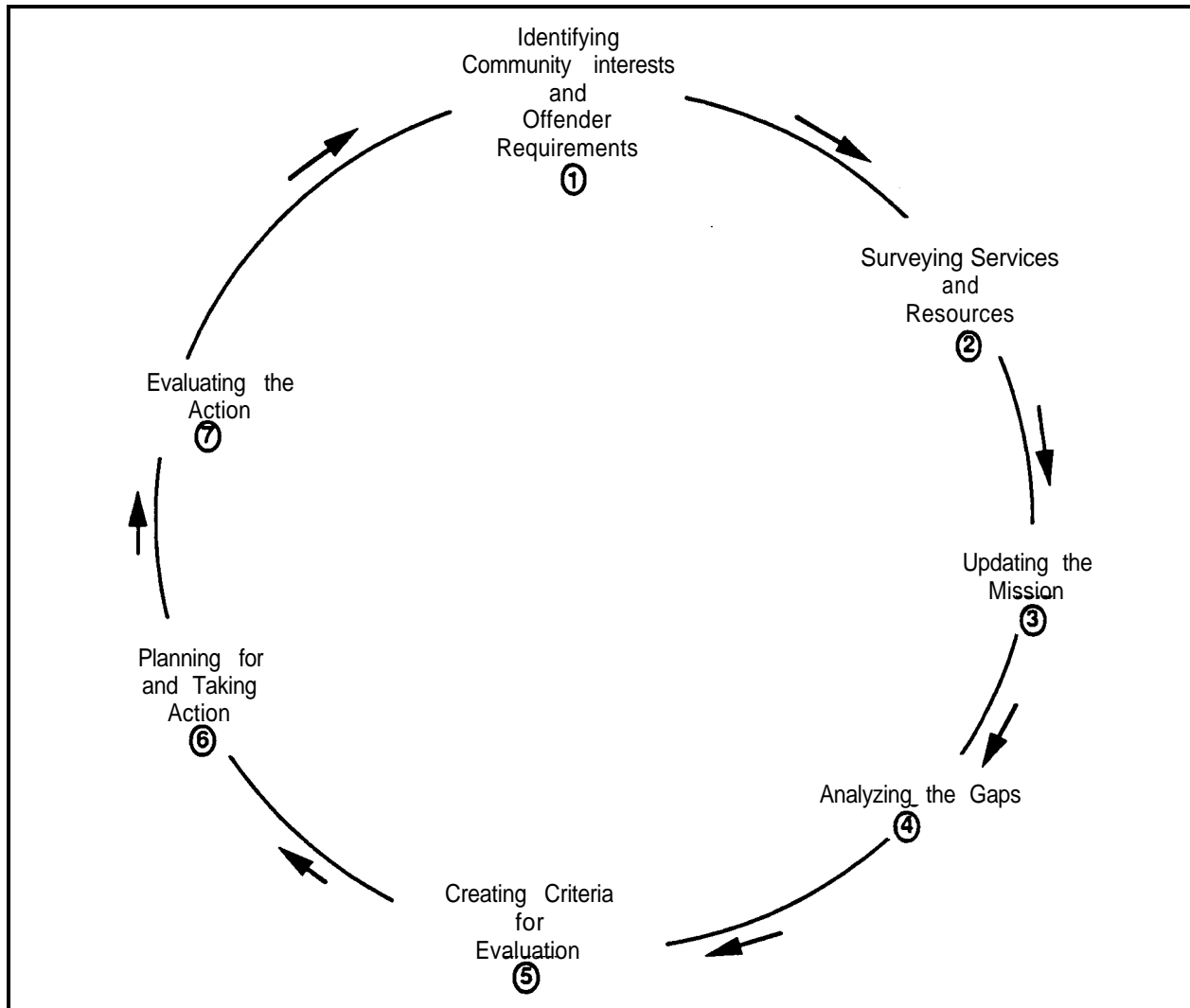
Figure 4. The Planning Model

Following is a brief overview of each phase in the planning model.

Phase 1: Identifying Community Interests and Offender Requirements: During this phase you will gather information (assemble facts) that you will use as a foundation for defining the current state.

Phase 2: Surveying Services and Resources: During this phase you will identify the available services and resources that are internal and/or external to your organization.

Phase 3: Updating the Mission: During this phase you will revisit the purpose of the business and compare the information gathered during Phase 1 and Phase 2 with the mission statement.

Phase 4: Analyzing the Gaps: During this phase you will select and develop or strengthen intermediate sanctions including punishments and service options.

Phase 5: Creating Criteria for Evaluation: During this phase you will determine whether your objectives meet the program goals.

Phase 6: Planning For and Taking Action: During this phase you will develop and implement a plan of action to achieve the program goals.

Phase 7: Evaluating the Action: During this phase you will determine whether the objectives are being met and also determine whether adjustments need to be made.

Phase 1: Identifying Community Interests and Offender Requirements
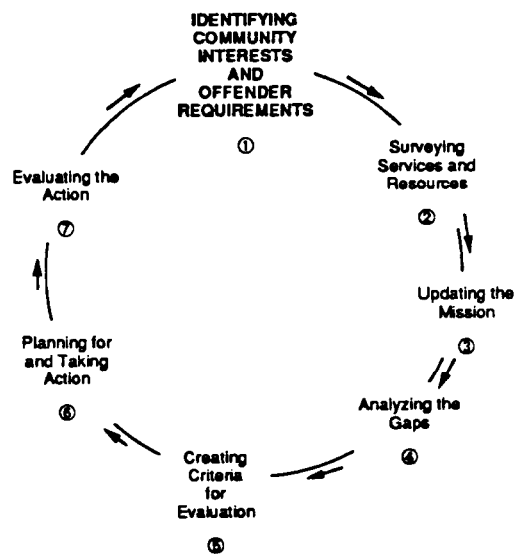
This is a fact-finding phase. You will gather information (assemble facts) that you will use as a foundation for defining the current state.

The Purpose of This Phase

During this phase you will interact with the external environment (local community) and you will interact with the offender population to:

- Determine the local community's interest in changing the sanctioning process.

- Develop offender profiles by understanding the offender's level of social, economic, and rehabilitative needs and the level of risk that he or she presents to the community.

How to Conduct This Phase

To determine the local community's interest in changing the sanctioning process, you can:

- Convene public information forums with a twofold purpose:

    Brief the community on what is going on within the local justice system.

    Ask for public opinion.

- Survey special interest groups and poll public opinion by distributing written questionnaires, conducting telephone interviews, and meeting with special interest groups.

    Note: When polling public opinion, consider the following cautions:

        Know the risks involved when approaching certain groups.

        Consider their interests, motivation, and credibility.

        Consider how you will interpret and manage the information you gather.

- Be a co-participant, via a citizen advisory board, in the community's mission.

To develop an offender profile, use a standardized assessment procedure that:

- Clarifies risk/need classification.

- Justifies staff positions.

    - Equalizes work load based on work units.

    - Assigns a supervision category to the offender.

Two assessment tools are a ***risk assessment*** and a ***needs assessment.***

The ***risk assessment*** determines the level of risk the offender presents to the community. The risk assessment evaluates things such as:

- Criminal background (prior arrests, felony and non-felony convictions, types of and frequency of arrests).

- Stability within the community (ability to maintain employment and length of time at current address).

- Attitude.

- Substance abuse (alcohol, drugs).

Figure 5 is an example of a risk assessment worksheet.

The ***needs assessment*** determines the offender's social. economic, and rehabilitative needs. The needs assessment evaluates things such as:

- Academic/vocational skills.

- Employment history.

- Financial management.

- Marital/family relationships.

- Friends and associates.

- Emotional stability.

- Substance abuse problems.

- Mental ability.

- Overall health.

- Sexual behavior.

Figure 6 is an example of a needs assessment worksheet.

Figure 5. RISK ASSESSMENT WORKSHEET

DATE: _____   PROBATIONER: _____

1.	Number of Address Changes in Last 12 Months:	0 2 3	None Two Two or More

                                                                               _____(1)

1. Number of Address Changes in Last 12 Months:
- 0 None
- 2 Two
- 3 Two or More   _____(1)

2. Percentage of Time Employed in Last 12 Months:
- 0 60% or More
- 1 40%-50%
- 2 Under 40%
- 0 Not Applicable   _____(2)

3. Alcohol Usage:
- 0 Alcohol use unrelated to criminal activity; e.g., no alcohol-related arrests, no evidence of use during offense
- 1 Probable relationship between alcohol use and criminal activity
- 2 Definite relationship between alcohol use and criminal activity; e.g., pattern of committing offenses while using alcohol   _____(3)

4. Other Drug Usage:
- 0 No abuse of legal drugs; no indicators of illegal drug involvement, i.e., use, possession or abuse
- 1 Probable relationship between drug involvement and criminal activity
- 2 Definite 'relationship between drug involvement and criminal activity; e.g., pattern of committing offenses while using drugs, sale or manufacture of illegal drugs   _____(4)

5. Attitude:
- 0 Motivated to change; receptive to assistance
- 3 Somewhat motivated but dependent or unwilling to accept responsibility
- 5 Rationalizes behavior; negative; not motivated to change   _____(5)

(Con't)

6. Age at First Adjudication   **0**   24 or Older
    of Guilt (Adult or Juvenile -· **2**   20-23
    Include Deferred)   **4**   19 or Younger   ____(6)

7. Number of Prior Periods of   **0**   None
    Probation/Parole Supervision: **4**   One or More
    (Adult or Juvenile)   ____(7)

8. Number of Prior Probation/   **0**   None
    Parole Revocations (Adult   **4**   One or More
    or Juvenile)   ____(8)

9. Number of Prior Felony   **0**   None
    Adjudications of Guilt: **2**   One
    (or Juvenile Commitments -   **4**   Two or More
    Include Deferred)   ____(9)

10. Adult or Juvenile   **0**   None
    Adjudications for: **2**   Burglary, theft, auto theft, or robbery
    (Select Applicable and   **3**   Worthless checks or forgery   ____(10)
    Add for Score. Include
    Current Offense.
    Maximum Score: 5)

11. Adult or Juvenile Adjudica- **0**   No
    tion for Assaultive Offense   **8**   Yes
    Within Last FIVE Years: (An   ____(11)
    Offense Which is Defined as
    Assaultive, or One Which
    Involves the Use of a Weapon,
    Physical Force or the Threat   TOTAL RISK SCORE: ____(12)
    of Force)

                                              RISK LEVEL: ____(13)

                    RISK
               1 = Maximum   (15+)
               2 - Medium   (8-14)
               3 - Minimum   (0-7)

Figure 6. NEEDS ASSESSMENT WORKSHEET

1.   ACADEMIC/VOCATIONAL SKILLS

-1 High school or above skill level	0 Adequate skills; able to handle everyday require-ments	+2 Low skill level causing minor adjustment problems	+4 Minimum skill level causing serious adjust-ment problems	___ (1)

2.   EMPLOYMENT

-1 Satisfactory employment for one year or longer	0 Secure employ-ment; no diffi-culties reported; or homemaker, student, retired	+3 Unsatisfactory employment or unemployed but has adequate job skills	+6 Unemployed and virtually unemployable; needs training	___ (2)

3.   FINANCIAL MANAGEMENT

-1 Long-standing pattern of self-sufficiency; e.g, good credit	0 No current difficulties	+3 Situational or minor difficul-ties	+5 Severe diffi-culties; may include over-drafts, bad checks, or bankruptcy	___ (3)

4.   MARITAL/FAMILY RELATIONS

-1 Relationships and support exceptionally strong	0 Relatively stable relationships	+3 Some disorganiza-tion or stress but potential for improvement	+5 Major disor-ganization or stress	___ (4)

5.   COMPANIONS

-1 Good support and influence	0 No adverse relationships	+2 Associations with occasional nega-tive results	+4 Associations almost completely negative	___ (5)

(Con't)

6. EMOTIONAL STABILITY

-1 Exceptionally well adjusted; accepts re- sponsibility for actions	0 No symptoms of emotional instability; appropriate emotional responses	+4 Symptoms limit but do not prohibit adequate functioning; e.g., excessive anxiety	+7 Symptoms pro- hibit adequate functioning; e.g., lashes out or retreats into self	____(6)

7. ALCOHOL USAGE PROBLEMS

0 No use; use with no abuse; no disruption of functioning	+3 Occasional abuse; some disruption of functioning	+6 Frequent abuse; serious disruption of functioning	____(7)

8. OTHER DRUG USAGE PROBLEMS

0 No disruption of functioning	+3 Occasional abuse; some disruption of functioning	+5 Frequent abuse; serious disruption of functioning	____(8)

9. MENTAL ABILITY

0 Able to function independently	+3 Some need for assistance; potential for adequate adjustment; possible retardation	+6 Deficiencies severely limit independent functioning; possible retardation	____(9)

10. HEALTH

0 Sound physical health; seldom ill	+1 Handicap or illness interferes with functioning on a recurring basis	+2 Serious handicap or chronic illness; needs frequent medical care	____(10)

(Con't)

11. SEXUAL BEHAVIOR

0 No apparent dysfunction	+3 Real or perceived situational or minor problems	+5 Real or perceived chronic or severe problems

_____(11)

P.O.'S IMPRESSION OF PROBATIONER'S NEEDS:

-1 Well Adjusted   0 No Needs   +3 Moderate Needs   +5 High Needs

_____(12)

ASSIGNED LEVEL OF SUPERVISION   1 Maximum_____   2 Medium_____   3 Minimum_____

PROBLEM STATEMENT _____

Behavioral Objectives (with time frame)

Probationer's Action Plan

Officer's Action Plan

TOTAL NEEDS SCORE = ___ **(13)**

NEEDS LEVEL = ___ **(14)**

NEEDS

1 - Maximum (30+)
2 - Medium (15-29)
3 - Minimum (14 & below)

_____
Officer's Signature

15

Phase 2: Surveying Services and Resources
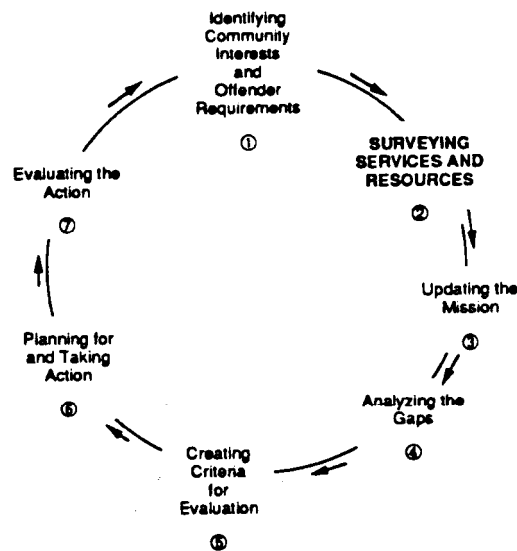
This is the second fact-finding phase. You will identify the available services and resources that are internal and/or external to your organization in order to develop a resource and power base.

The Purpose of This Phase

During this phase you will develop a directory of services and programs and create a continuum of sanctions and services.

How to Conduct This Phase

YOU are encouraged to seek out all human service resources within your community that may be appropriate as services to the offender.

A **directory of services** is produced and continually updated. The directory lists services and programs available within the organization and/or the community. Figure 7 is a sample program listing. A service or program directory listing might include the following:

- Fiscal year.
- Program title.
- Contact person.
- Program address and phone.
- Primary service.
- Secondary service.
- Brief program description.
- Target population.
- Approximate number of offenders to be served annually.
- Geographic area to be served.
- Program purpose, goals, and outcomes.

Fiscal year: 1989-91   **County:** Washington

Program title: <u>Chemical Dependency Program</u>

Contact person:

Program address: **Phone:**

Primary service: Chemical dependency assessments

Secondary service: Chemical dependency treatment

Other services: Chemical dependency case management

Program purpose: To provide subsidized treatment services to mandated offenders that will address their chemical dependency issues and work toward reduction of their high-risk behavior.

Brief program description: The services provided by Washington County Community Corrections/Health and Human Services Chemical Dependency Services Program are used by the staff to supervise the offender population of Washington County. This offender population continues to increase, as evident by the 430 consultations and 195 assessments completed in FY 1987-88.

The purpose of the WCCC Chemical Dependency Services Program will be twofold in 1989-91. First, the program will provide a range of services that will include assessment, treatment, and case management. Second, the offenders receiving services will be prioritized according to risk behaviors. The high-risk behaviors of the chemically dependent offender can be characterized by person-to-person crimes, sex offenses, and other assaultive activities. In addition, chemically dependent offenders are frequently in a crisis state, increasing their potentially unpredictable and high-risk behaviors.

These services will ensure accessibility and appropriate intervention in the chemical dependency issues of 1,000 offenders.

The chemical dependency services coordinator provides consultation services to probation staff, assessment of the offenders' chemical dependency, and the development of ancillary services. The drug counselor at Washington County Health and Human Services provides assessments, consultations, and group and individual treatment services to chemically dependent offenders.

Target population: Chemical dependency offenders involved in sex. person, and assaultive crimes

Approximate number of offenders served annually: 1,000 (based on previous usage trends)

Geographic area to be served: Washington County, Oregon

Program goals and outcomes: [See sample in Phase 5]

Figure 7. Sample Program Directory Listing

YOU should create a visual representation of sanctions and services existing in your system. This visual representation should be built on a continuum that reflects sanctions and services from the least restrictive to the most restrictive.

The continuum shown in Figure 8 is an example of the relationship between sanctions programs and offender status in Washington County. The continuum shown in Figure 9 lists the range of currently available sanctions/services. You should prepare a brief synopsis of programs to accompany the continuum. The continuum shown in Figure 10 is an example of the offender sentencing continuum for the Maricopa County Adult Probation Department.

**WASHINGTON COUNTY
CONTINUUM OF SANCTIONS
PROGRAM AND OFFENDER STATUS**

PROGRAM

OFFENDER
STATUS

State Prison

Sentenced

Washington County
Jail

Sentenced
Pretrial
Holds

Washington County
Restitution Center

Custodial Home Supervision

Sentenced

Formal Probation/Parole

• Intensive Supervision
• Diagnostic Supervision Program
• Sex Offender Supervision
• General Supervision
• Specialized DUI Supervision
• Low-Risk Supervision
   (Accelerated Probation)

Sentenced
Sentenced
Sentenced
Sentenced
Sentenced

Sentenced

Community Service

Sentenced

Bench Probation

Sentenced

Figure 8. Sanctions Programs and Offender Status

SANCTIONING OPTIONS BY LEVELS OF SUPERVISION

PRISON

RESIDENTIAL   RESIDENTIAL

HOUSE ARREST   HOUSE FURLOUGH

DAY CENTER   DAY CENTER

INTENSIVE SUPERVISION   INTENSIVE SUPERVISION

STANDARD PROBATION   STANDARD PAROLE

COMMUNITY SERVICE   COMMUNITY SERVICE

RESTITUTION   RESTITUTION

PROBATION   PAROLE

DAY FINES

FINES

Least Restrictive - - - - - - - - Most Restrictive - - - - - - - - Least Restrictive

Source: National Institute of Corrections Community Corrections Division (1988).

Figure 9. Sanctions and Services Continuum

MARICOPA COUNTY ADULT PROBATION DEPARTMENT

OFFENDER SENTENCING CONTINUUM

PRESENTENCE   INVESTIGATION
ASSESSMENT   PROCESS

SENTENCING   JUDGE

FINANCIAL ASSESSMENTS	SUMMARY PROBATION	STANDARD PROBATION	COMMUNITY PUNISHMENT	INTENSIVE PROBATION	JAIL TERM	DAY REPORT	SHOCK (IPS)	PRISON

REGULAR

FURLOUGH
PROGRAMS

Least   Restrictive   -   Most   Restrictive

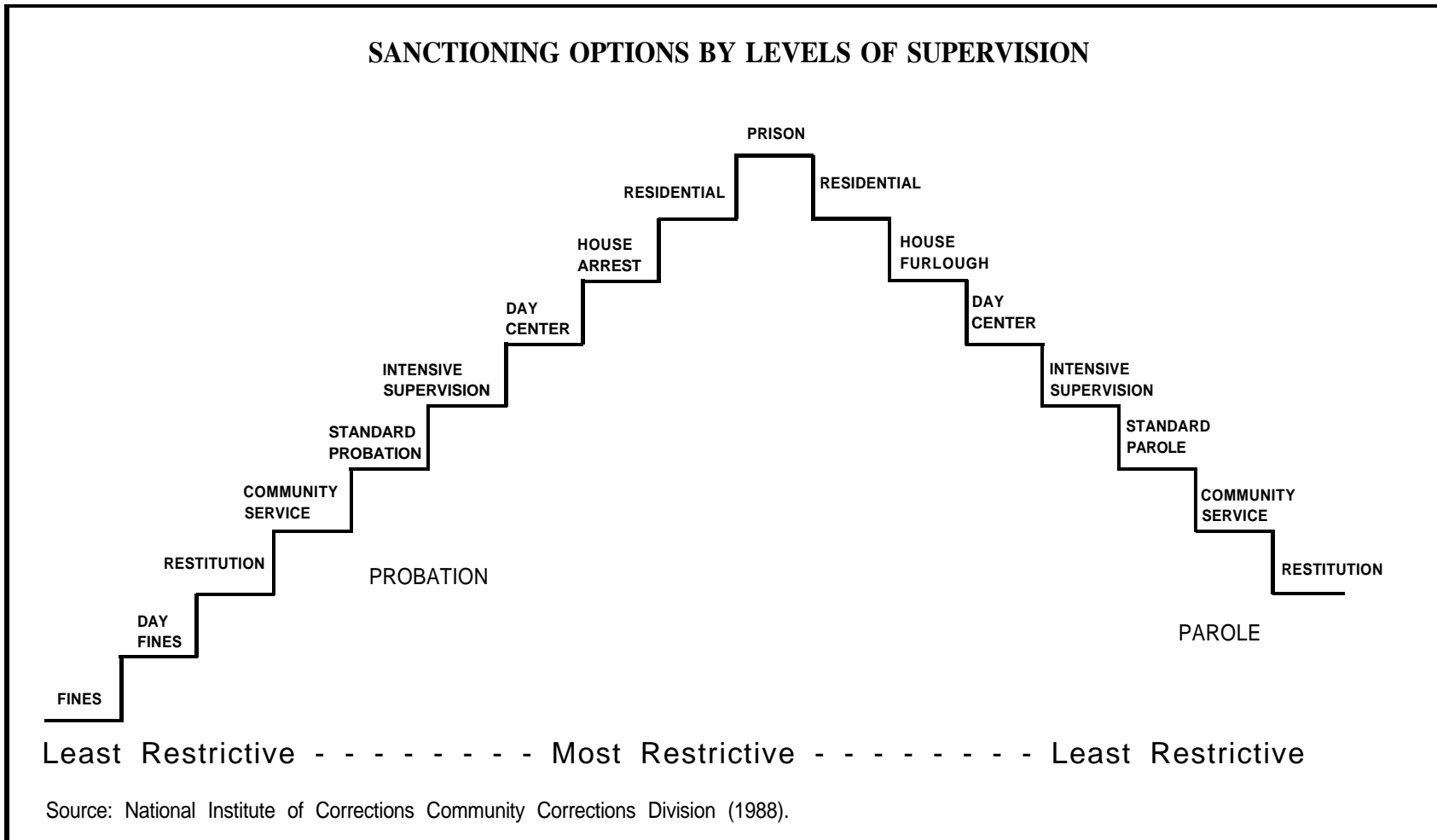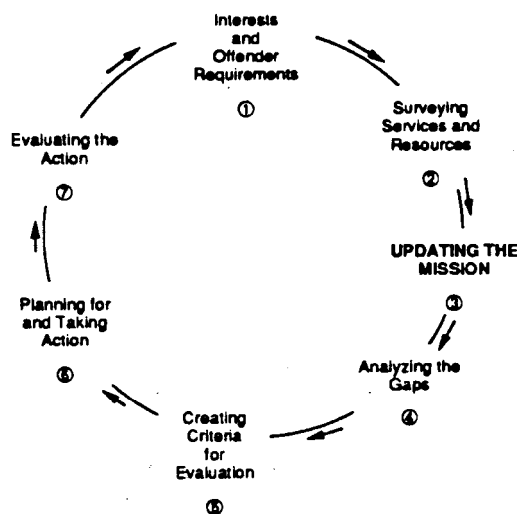**Figure 10. Offender Sentencing Continuum**

Phase 3: Updating the Mission

During this phase you will revisit the purpose of the business and compare the information gathered during Phase 1 and Phase 2 with the mission statement.

Reflecting on the work done in Phases 1 and 2 brings clarity to whether or not your existing mission statement needs to. be updated. If your organization does not have a mission statement, this is an appropriate time for you to draft one.

The Purpose of This Phase

Most community corrections organizations have mission statements. This phase encourages you to update the mission statement. This update integrates your annual assessment of offender needs, sanctioning options, community interests, and other environmental influences. Changes to the mission statement may be minor or major. It is critical to review the mission statement on an annual basis, regardless of the degree of revision necessary. Any decisions regarding a new or changed program must support or help achieve your organization's mission.

How to Conduct This Phase

Your organization's mission statement describes the organization's reason to exist as concisely and clearly as possible. The legal mandates are always in a mission statement.

Following is the mission statement of the San Diego County Probation Department. It is an example of a mission statement that reflects the legal mandates imposed on a county probation department.

> To secure and protect the public through the assessment of offender risk and needs; to ensure compliance with the orders of the Court; to opcratc confinement facilities; and to provide community supervision that benefits this community and enables the offender's lawful behavior.

A mission statement can also be more visionary in nature. It can reflect the value and work environment ethic that the leadership supports. Figure 11 is the **Vision of Excellence** statement from the Marion County, Oregon, Department of Corrections.

Marion County Corrections is a partnership of community, staff, and offenders that believes in the inherent worth of people.

- Dedicated to a humane and caring climate

- Respecting the dignity of each individual

- Recognizing achievement and celebrating success

- Exercising responsible stewardship of resources

- Committed to community protection

- Successful clients are an investment in the quality of community life.

We are a unified team with a shared sense of commitment to service.

- Open and responsive to progressive ideas and actions

- Maintaining an environment of openness, honesty, and mutual respect

- Taking pride in, and responsibility for, the quality of what we do

- Courageously holding ourselves and others accountable

- Our actions demonstrate how we would like to be treated

Justice and fairness become the standards by which we are judged.

Figure 11. Marion County, Oregon, Vision of Excellence

Phase 4: Analyzing the Gaps
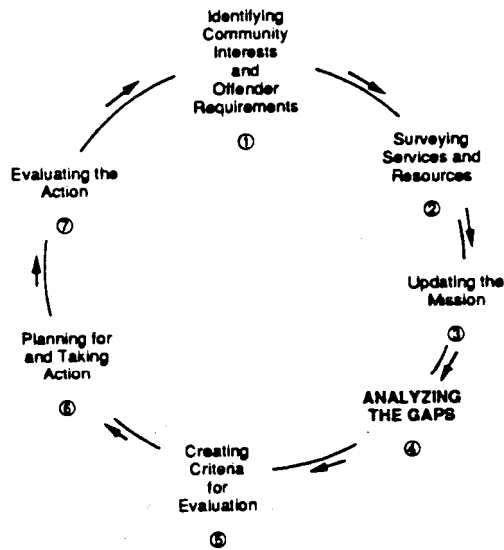
This phase determines the difference (gaps) between the current mission statement (what is) and the program goals (what ought to be). During this phase you will select and develop or strengthen intermediate sanctions, including punishments and service options.

The Purpose of This Phase

Gathering information means assembling the facts. During Phase 1 and Phase 2 you gathered the information.

During Phase 3 you used the information gathered in the first two phases as background material for reflecting on the organization's mission statement. During Phase 4 you will assign meaning and priority to the facts. You will also generate options that are responsive to what ought to be. Only when a gap is identified do you as a community corrections manager know the difference between what is and what ought to be.

After completing the initial risk/needs assessment of an offender, you should target him or her for specific sanctions/services. Then, to fill the gaps, you should identify new sanctions/services to match offender needs, as well as needed enhancements of sanctions/services.

How to Conduct This Phase

YOU can use the information generated in Phases 1 through 3 as the focus for a discussion of the needs within the system that do not currently have a resource match.

Next, look at the unmet system needs and brainstorm ways to meet them. Selecting, developing, or strengthening sanctions may serve this purpose.

Intermediate sanctions and intermediate punishments have been used interchangeably with convicted offenders. However, neither consistently excludes integrative or habilitative programs in the continuum. *This is the phase where you should be creative and innovative.*

Phase 5: Creating Criteria for Evaluation
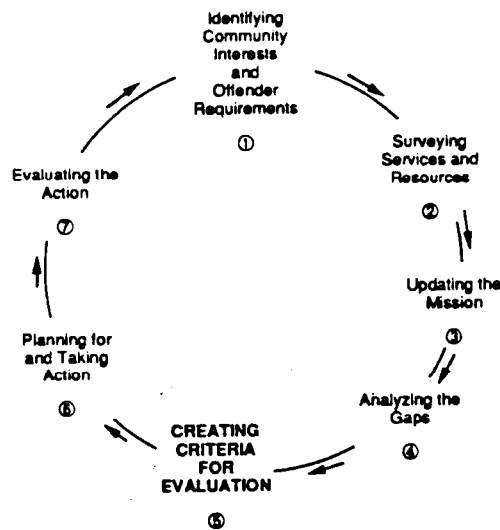
Evaluation is collecting and using information to answer questions about the effectiveness of your actions. During this phase you will determine whether your objectives meet the program goals.

The Purpose of This Phase

YOU as a community corrections manager need to develop measurable objectives to be used to evaluate sanctions and services. This evaluation determines whether or not your sanction/service is achieving your desired results.

How to Conduct This Phase

TWO common methods of evaluation are related to program objectives and program costs. The following is an example of community corrections programming rationale:

> Community corrections is a more appropriate sanction for most nonviolent offenders with substance abuse, mental health, education, and employment problems. These offender needs can be less expensively and more effectively handled in community corrections programs than in prison or jail.

Regardless of whether rehabilitation is or is not a major goal of community corrections, offenders in community corrections often participate in programs. The community corrections manager should be able to describe, on an annual basis, offenders' participation in programs. Figure 12 provides an example of program objectives.

Program title: Chemical Dependency Program, Washington County, Oregon

Program purpose:
To provide subsidized treatment services to mandated offenders that will address their chemical dependency issues and work toward reduction of their high-risk behavior.

Program goals:
1. To provide, in a timely manner, an assessment of high-risk offenders.
2. To provide treatment referral and service to high-risk offenders mandated to receive service.
3. To provide inpatient drug treatment referrals based on need.

Program outcomes:
1a. Three hundred (300) high-risk offenders will complete an assessment within 3 weeks of referral.
1b. Two hundred (200) reduced-risk offenders will complete an assessment within 6 weeks of referral.
2. Five hundred (500) assessment and treatment recommendations will be provided.
3a. One hundred (100) offenders will complete an antabuse physical to assist in the reduction of high-risk behaviors.
3b. Eighty (80) offenders will consume subsidized antabuse to assist in the reduction of high-risk behavior.
4. Forty-eight (48) offenders will participate in at least 28 days of inpatient drug treatment and 50% of the participants will successfully graduate.
5a. Seventy-five percent (75%) of offenders recommended for treatment service will initiate the service delivery.
5b. Fifty percent (50%) of high-risk offenders will successfully complete the treatment provided by the Washington County service provider.

Figure 12. An Example of Program Objectives

The following is an example of a community corrections cost rationale:

> Reducing the costs of incarceration is currently the most realistic and achievable objective by reducing the number of nonviolent offenders being incarcerated in facilities and by *reducing the future costs* of prison and jail construction.

Figure 13 and Figure 14 are examples of sanctions continuums that include unit costs. Identifying total numbers of offenders that have been sentenced/referred to the sanctions, as opposed to incarcerated, enables the community corrections manager to report the cost comparisons to the larger, local correctional community. Although community corrections is clearly an effective and less expensive method of supervising offenders, ***you should be cautious not to underestimate the cost of developing and operating adequately staged and funded programs.***

**WASHINGTON COUNTY
CONTINUUM OF SANCTIONS
UNIT COST, PROGRAM, AND OFFENDER STATUS**

UNIT COST	PROGRAM	OFFENDER STATUS
$44 - 88/Inmate/Day	State Prison	Sentenced
$51.27/Inmate/Day	Washington County Jail	Sentenced Pretrial Holds
$24.94/Inmate/Day	Washington County Restitution Center	
$7.98/Inmate/Day	Custodial Home Supervision	Sentenced

Formal Probation/Parole

$6.43/0ffender/Day	• Intensive Supervision	Sentenced
$6.28/0ffender/Day	• Diagnostic Supervision Program	Sentenced
$2.76/0ffender/Day	• Sex Offender Supervision	Sentenced
$2.32/0ffender/Day	• General Supervision	Sentenced
$2.08/0ffender/Day	• Specialized DUI Supervision	Sentenced
$1.26/0ffender/Day	• Low-Risk Supervision (Accelerated Probation)	Sentenced
$2.26/0ffender/Day	Community Service	Sentenced
N/A	Bench Probation	Sentenced

Figure 13. Sanctions Program Continuum Showing Unit Cost

MARICOPA COUNTY ADULT PROBATION DEPARTMENT

OFFENDER SENTENCING CONTINUUM AND COSTS PER DAY

PRESENTENCE INVESTIGATION
ASSESSMENT PROCESS

SENTENCING JUDGE

FINANCIAL ASSESSMENTS	SUMMARY PROBATION	STANDARD PROBATION	COMMUNITY PUNISHMENT	INTENSIVE PROBATION	JAIL TERM	D A Y R E P O R T - -	SHOCK (IPS)	PRISON
		$1.98	$6.02	$12.32		$18.68	**cost** unavailable	$44.30

REGULAR

$38.09

FURLOUGH PROGRAMS

$27.00

Least   Restrictive - **Most   Restrictive**
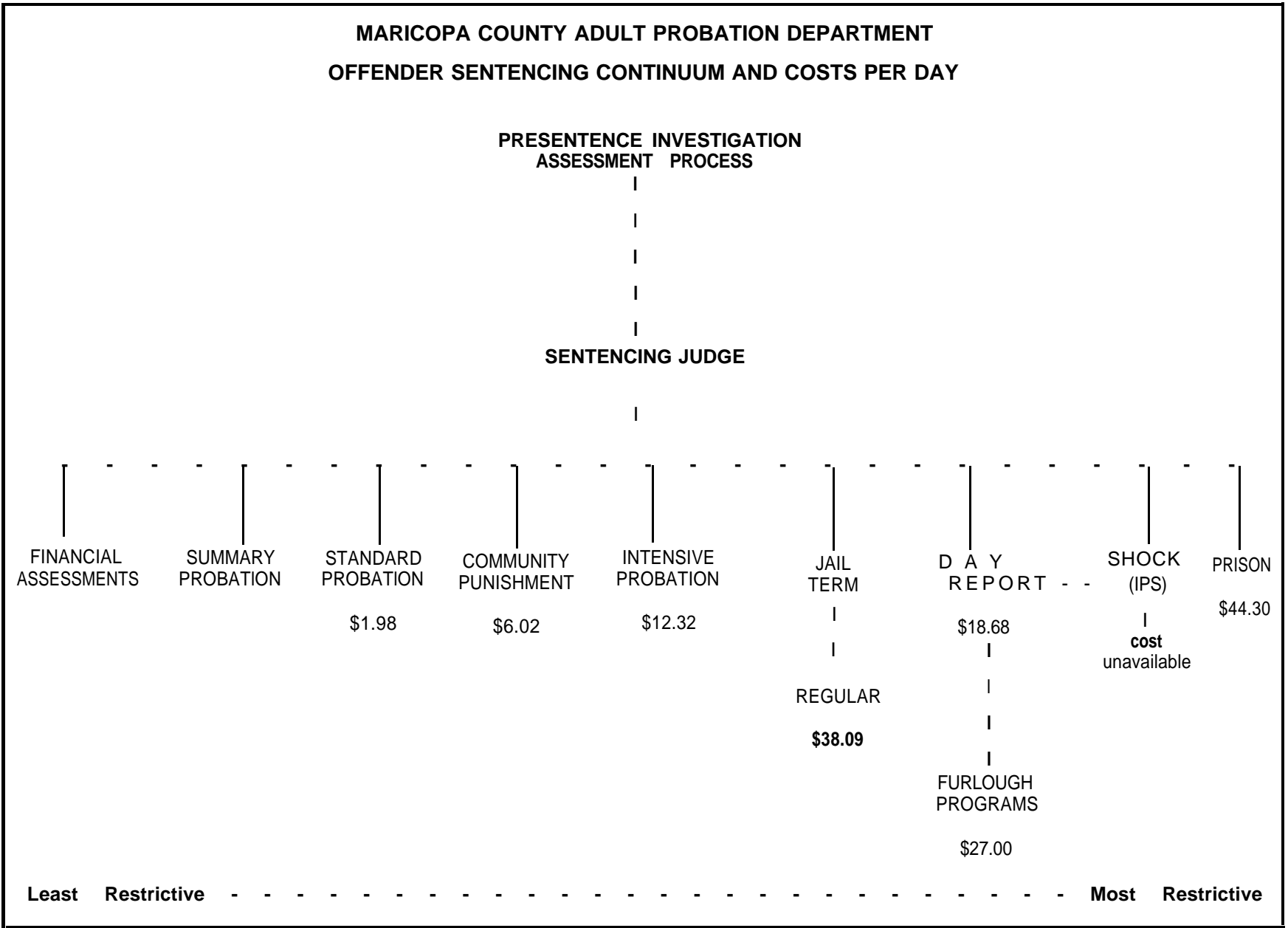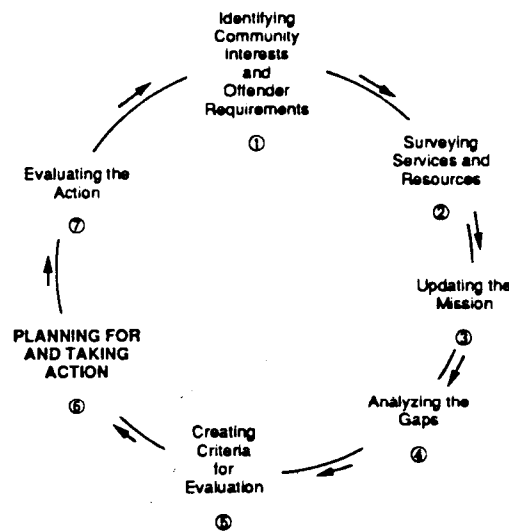
Figure 14. Offender Sentencing Continuum Showing Costs Per Day

Phase 6: Planning For and Taking Action

This is the implementation phase. During this phase you will develop and implement a plan of action to achieve the program goals.

The Purpose of This Phase

Now you are ready to develop an **action plan.** An **action plan** is a short-range plan that defines specific actions to be taken to accomplish an intended outcome, specific responsibility for those actions and completion dates. An action plan is a road map for the change effort.

How to Conduct This Phase

It is necessary to identify the major events or activities in order to define what action needs to be taken to meet the objectives of the mission statement. Keep the following in mind when writing your action plan:

- Have a specific plan with clear objectives.

- Identify key events or activities to take place.

- Use a logical chronology of events (time line).

- Consider the resources needed to accomplish each key event.

- Designate lead person(s) for each event.

- Establish checkpoints to review the process.

Figure 15 is an example of an action plan worksheet.

THE PLANNING MODEL, PHASE 6

Action plan sample worksheet

Date: _____   **Person recording:** _____

Goal: an idea directed toward **a** desired result; a broad, general statement of what you want to accomplish.

Objective: more specific than a goal; a good objective is measurable and indicates what will be done, by when, and the degree of change or consistency.
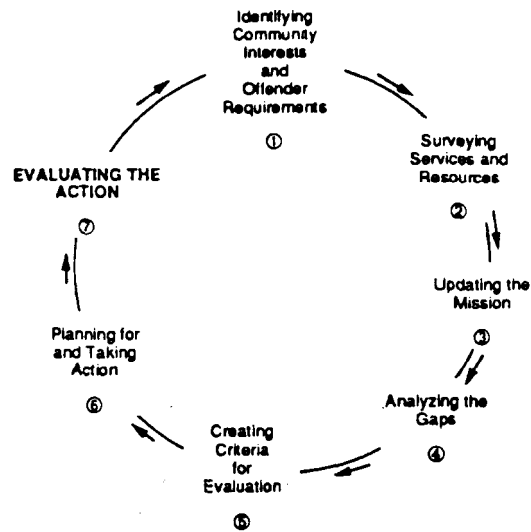
Activity or Event	Lead Person(s)	Resources	Time Line

Figure 15. Action Plan Sample Worksheet

Phase 7: Evaluating the Action

Identifying
Community
Interests
and
Offender
Requirements
①

Surveying
Services and
Resources
②

EVALUATING THE
ACTION
⑦

Updating the
Mission
③

Planning for
and Taking
Action
⑥

Analyzing the
Gaps
④

Creating
Criteria
for
Evaluation
⑤

This phase cycles back through the objectives. During this phase you will determine whether the objectives are being met and also whether adjustments need to be made.

Many efforts toward change by community corrections managers fall by the wayside. This can be attributed in part to the lack of clear goals and measurable objectives and the inability to demonstrate progress toward these goals. It can also be attributed to a lack of marketing the plans to stakeholders.

The Purpose of This Phase

If you have ensured the development of realistic criteria for evaluation in Phase 5, this phase will be straightforward. This phase focuses on whether or not the objectives are being met according to the predetermined criteria and whether or not a redirection is in order.

How to Conduct This Phase

Figure 16 revisits the planning model with evaluation as the focal point.
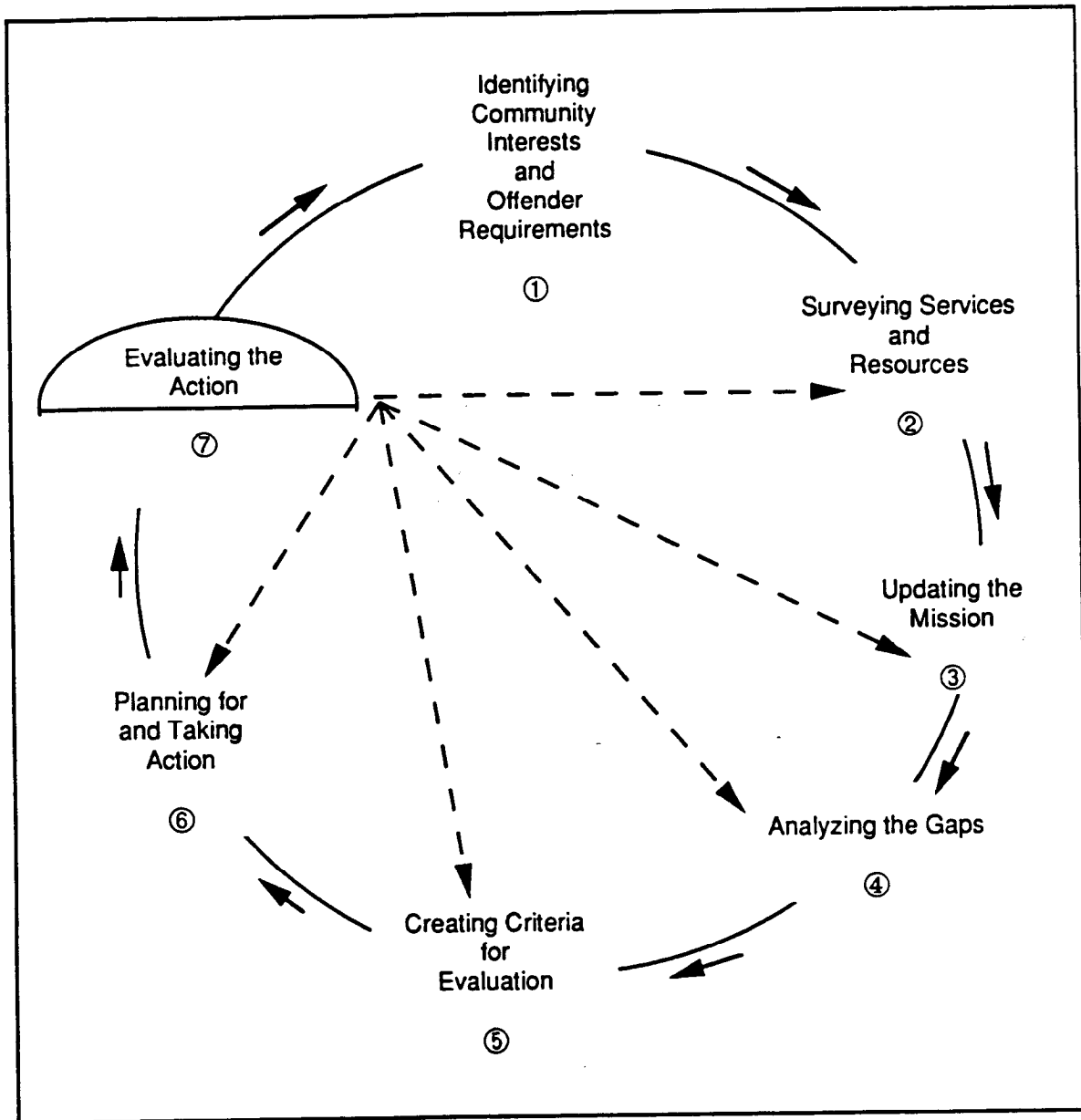
Figure 16. The Planning Model Showing Evaluation as the Focal Point

Final Thoughts

In recent years the emergence of increasing demands from environments surrounding community corrections organizations has motivated some managers to search aggressively for, develop, and experiment with specific processes for their system-wide planning. This type of process involves:

- Identifying the kind of social and technical environments necessary to operate effectively.

- Assessing and analyzing the situation.

- Developing a strategy for getting there.

- Evaluating accomplishments.

In summary, the seven phases of the planning model are:

Phase 1:   Identifying Community Interests and Offender Requirements: During this phase you gathered information (assembled facts) that you used as a foundation for defining the current state.

Phase 2: Surveying Services and Resources: During this phase you identified the available services and resources that are internal and/or external to your organization.

Phase 3: Updating the Mission: During this phase you revisited the purpose of the business and compared the information gathered during Phase 1 and Phase 2 with the mission statement.

Phase 4:   Analyzing the Gaps: During this phase you selected and developed or strengthened intermediate sanctions, including punishments and service options. That is, you determined the difference between what is and what ought to be.

Phase 5: Creating Criteria for Evaluation: During this phase you determined whether your objectives met the program goals.

Phase 6: Planning For and Taking Action: During this phase you developed and implemented a plan of action to achieve the program goals.

Phase 7: Evaluating the Action: During this phase you determined whether the objectives were met and whether adjustments needed to be made.

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Examples from community corrections agencies were used with permission.

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