

REPORT:
EVALUATION OF THE
PROGRAM

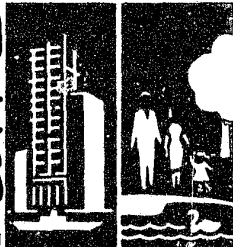
PREPARED BY
THE MAYOR'S CRIMINAL JUSTICE
COORDINATING COUNCIL

FRANK R. SERPAS, Jr., Executive Director
ROBERT STERNHELL, Director of Evaluation
STUART CARROLL, Evaluator



THE TARGET AREA CRIME SPECIFICS PROGRAM,
VOLUNTEER PROBATION PROJECT,
was funded by the Law Enforcement Assistance
Administration, Grant Number 72-ED-06-0017-TA-9

46328
COPY 2



**PRIDE BUILDS
NEW ORLEANS**

THE MAYOR'S CRIMINAL JUSTICE
COORDINATING COUNCIL
MAYOR MOON LANDRIEU
Chairman
ANTHONY GAGLIANO
Vice-Chairman



MAYOR'S CRIMINAL JUSTICE COORDINATING COUNCIL

Impact Evaluation Report

Project: Volunteer Probation

Project Number: 72-ED-06-0017-TA-9

Subgrantee: City of New Orleans

Operating Agency: Probation Department, Orleans Parish
Juvenile Court

Date of Report: June, 1977

Director of Evaluation: Robert Sternhell

Prepared By: Stuart P. Carroll
Project Evaluation Specialist III

Evaluation Assistance: Ruth de la Gueronniere,
Grants Administrator

Cheryl Lyle,
Clerical and Graphics

Clay Calhoun, Jr.,
Student Intern

Grant Award: LEAA cash - \$ 62,411
In-kind match - \$120,434

Total budget - \$182,845

Subgrant Period: 7/15/73 to 3/31/76

Project Personnel: Israel Sidney, Project Director
Lena Flint, Volunteer Supervisor

Authorized Official: Moon Landrieu, Mayor
City of New Orleans

NCJRS

APR 10 1978

ACQUISITIONS

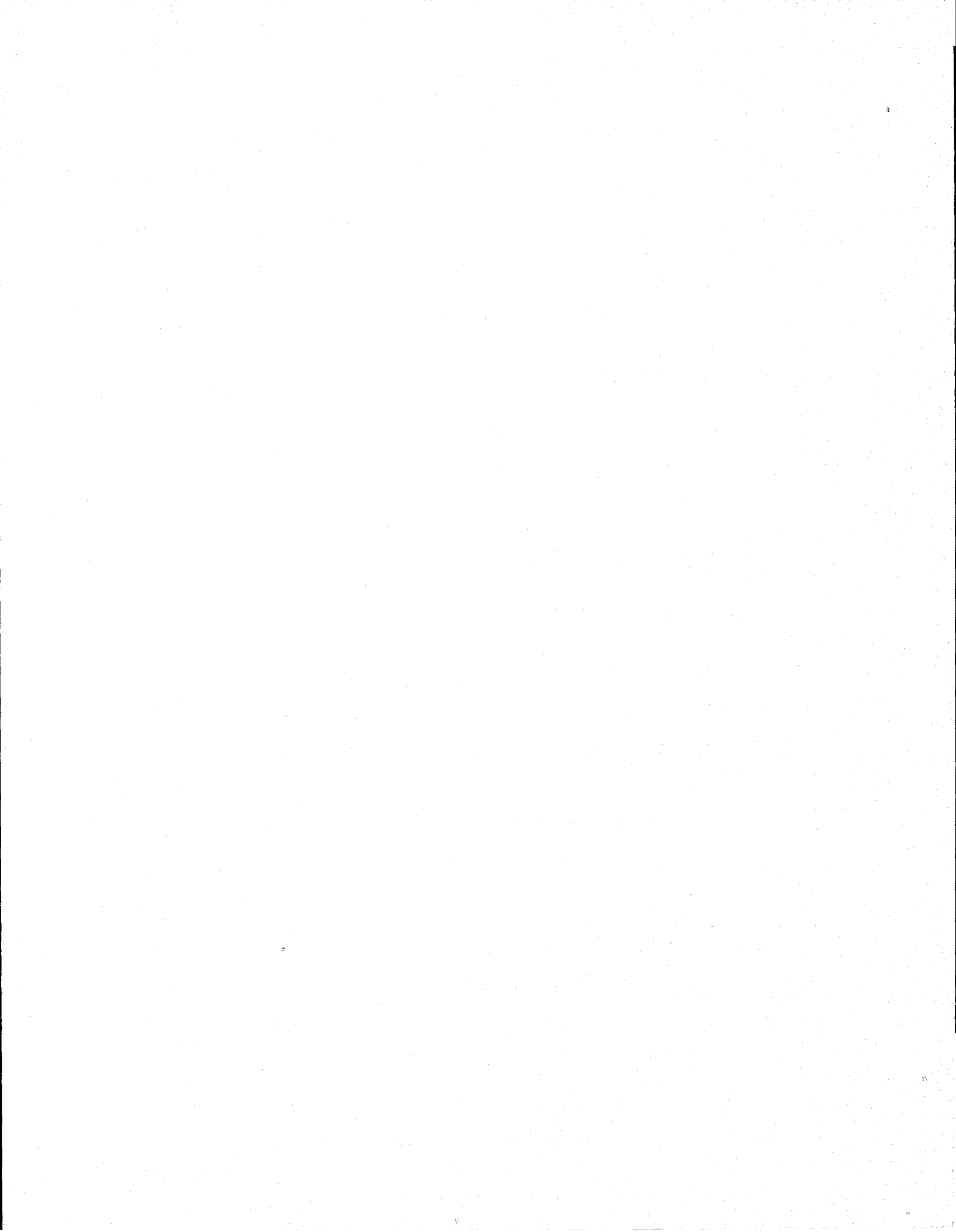
TABLE OF CONTENTS

	<u>Page</u>
ACKNOWLEDGEMENTS.....	i
INDEX TO TABLES.....	iv
EXECUTIVE SUMMARY.....	v
 <u>Chapter</u>	
I INTRODUCTION.....	1
II PROJECT CONCEPT.....	3
III PROJECT DESCRIPTION.....	10
IV EVALUATION PROCEDURES.....	14
Measures of Efficiency.....	14
Measures of Effectiveness.....	15
Data Collection and Maintenance.....	16
Arrest Recidivism.....	18
Control Group.....	18
Seriousness Index Score.....	20
V PROJECT EFFICIENCY.....	25
Intake.....	25
Terminations.....	29
Volunteer Recruitment and Training.....	29
Volunteer Utilization.....	32
Direct Service.....	33
Intake.....	36
Resource.....	37
Summary.....	38
VI PROJECT EFFECTIVENESS.....	40
Comparison Group.....	41
Experimental Group.....	45
Summary.....	51
VII ADMINISTRATION AND COSTS.....	54
General Administration.....	54
Team Concept.....	56
Fiscal Administration and Costs.....	57
Direct Service.....	59
Intake.....	59
Cost Summary.....	60
Administrative Safeguards.....	61

<u>Chapter</u>	<u>Page</u>
VIII CONCLUSIONS, RECOMMENDATIONS, FOLLOW-UP.....	64
Recommendations.....	68
Follow-Up/Continuation.....	71
BIBLIOGRAPHY.....	74

INDEX TO TABLES

<u>Table Number</u>		<u>Page</u>
5.1	Intake Summary.....	28
5.2	Termination Reasons.....	29
5.3	Sources of Volunteer Recruitment.....	30
5.4	Volunteer Recruitment by Service Category...	31
5.5	Volunteer Occupations.....	32
5.6	Volunteer Participation.....	33
6.1	Comparison Group Arrests Prior.....	43
6.2	Comparison Group Arrests After.....	44
6.3	Comparison Group Summary.....	45
6.4	Experimental Group Arrests Prior.....	46
6.5	Experimental Group Arrests During.....	48
6.6	Experimental Group Arrests After.....	49
6.7	Experimental Group Summary.....	50
6.8	Experimental and Comparison Groups Summary..	52
7.1	Financial Summary.....	63



EXECUTIVE SUMMARY

Juvenile delinquency, as measured by both the number and seriousness of offenses, experienced a sharp increase in New Orleans during the 1960's and early 1970's. Increased juvenile arrests resulted in strained personnel resources within the Orleans Parish Probation Department. It was believed that the increased workload of probation officers was contributing to the high incidence of rearrest of juveniles on probation. In light of budgetary constraints to hire additional staff, the concept of volunteer probation officers was developed.

Definition and Study Objectives

The Volunteer Probation Program represents a pilot program funded through the Target Area Crime Specifics Program, which has as its goal the reduction of juvenile recidivism. It was believed that by utilizing volunteers to work with "low risk" juveniles, the regular probation officers would have more time to spend on more difficult cases.

This study focuses on the program as it has developed relative to its goals and objectives. The study's objectives are two-fold:

1. To measure the efficiency of the Volunteer Probation Program in implementing the program as stated in the planning document
2. To measure the impact (i.e., effectiveness) of the program operations upon the delinquency problem.

Procedures

The first objective was satisfied by analyzing several types of data, including: (1) allocation of resources, (2) program activities and administration, (3) funds expended, (4) volunteer recruitment, training utilization, and retention, (5) service delivery, and (6) client selection.

The second objective was satisfied by the arrest recidivism and the seriousness of arrests subsequent to entering the program. The program participants were measured against their own behavior prior to, during, and after participation. Participants were also measured against a comparison group.

Programmatic Efficiency

The program objective relative to providing a one-to-one ratio of volunteers to probationers during the experimental period was accomplished. During the 27 months of project operations, 53 youth were individually assigned to volunteers. A second program objective relative to the release of a substantial number of regular probation officers to work with more difficult cases did not result from the utilization of volunteers in a one-to-one relationship to probationers. However, a modification to the experimental program, the use of volunteers as intakers, did result in the release of three probation officers from that duty. Due to unfilled vacancies within the department, no documentation could be found that those who were released assisted in decreasing field probation officer workloads. Another modification to the pilot program was the establishment of Resource volunteers who

contributed time and effort in planning recreational events and acting as chaperones. Volunteers contributed nearly 10,000 hours of time to the program. Aggressive efforts were made to recruit and train volunteers. The lack of adherence to administrative procedures caused difficulties in terms of securing management information and data for evaluation.

Programmatic Effectiveness

The project's goal of reducing the arrest recidivism of program participants was exceeded during this period. When analyzed from a pre-participation/post-participation perspective and when utilizing a comparison group, the experimental group recided significantly less. Those who continued to have police contacts were, in general, those who varied from intake criteria. These youth not only continued arrest patterns but the charges became increasingly more serious.

Conclusions

The impact of the experimental program was limited in effect primarily because of the low number of youth served during the period, particularly since those youth served were considered to be "low risk". For example, during the last 12 months of funding, less than 3 youth per month were brought into the program. Problems associated with the assignment of administrative responsibility for the youth in the program caused the cost per serving one youth to be in addition to, rather than an alternative to, normal probation costs. Results, in the form of reduced recidivism, are predictable given the intense interaction of the youth, volunteer, and probation

officer in the case of "low risk" youth over an average period of 10 months. This is 10 months in addition to time already completed on probation.

Project modifications to the original scope of the program, including the establishment of intake and resource volunteers, appeared to be a more effective use of volunteers than did direct counseling.

Recommendations

Volunteers can provide a much needed resource for the Juvenile Court and their services should be made available departmentally. The use of volunteers in a one-to-one situation should be limited and the development of group counseling sessions should be encouraged. The activities of intake and resource volunteer should be expanded.

Follow-Up

At the end of the experimental period, the program (now called Juvenile Court Probation Program) was funded through the Louisiana Commission on Law Enforcement and Administration of Criminal Justice through bloc grants. Modifications were made to increase the effectiveness of volunteers, especially in the areas of intake, follow-up, and referrals.

INTRODUCTION

This report is the third and final evaluation study of the Volunteer Probation Program under the Target Area Crime Specifics Program. The first study, issued in 1974, emphasized program implementation and evaluation development.¹ The second report, issued in 1975, evaluated the service delivery capacity of the program and commented on the preliminary program impact.²

This report reviews the history of the program from its inception, analyzes the ability to implement the concept, and evaluates outcomes with reference to stated goals and objectives. The purposes of this study are to advise decision-makers on the practicality of a volunteer probation officer concept for Orleans Parish, to offer information to project personnel to assist in program management, and to help in decisions necessary to allocate scarce program resources.

The Volunteer Probation Program is one of eleven action programs funded under the Target Area Crime Specifics Program. The Target Area Program was funded by the Law Enforcement Assistance Administration for three million dollars.

¹Target Area Evaluation: A Six Month Report on the Development of Target Area Projects and the Evaluation System (MCJCC, City of New Orleans), July, 1974.

²Volunteers in Juvenile Probation: A Preliminary Evaluation of the Effectiveness of the New Orleans Demonstration Project (MCJCC, City of New Orleans), August, 1975.

The grant was awarded in July, 1973, to the Mayor's Criminal Justice Coordinating Council and was further subgranted to those agencies responsible for the implementation of the programs. Since the individual projects under Target Area were largely experimental, evaluations were required on each separate project. It is a result of an attempt to assess experimental programs that this report is written.

Section II of this report describes the problem which stimulated program development. In addition, the concept upon which the program is based is reviewed. Section III describes program operations as they relate to such things as goals and objectives, organization, operating procedures, and staff. An explanation of the evaluation methodology is contained in Section IV. An analysis of project efficiency is contained in Section V as it relates specifically to such issues as intake, terminations, volunteer recruitment, and services. Section VI presents an analysis of project effectiveness or impact. According to the goals of the project, this is primarily concerned with reductions in recidivism. Section VII reviews project administration and costs, and Section VIII contains the evaluator's conclusions; and as a follow up to this report, it reviews the history of the Volunteer Probation Program since funding ended under the Target Area Program. Also included in this section are the evaluator's recommendations.

II
PROJECT CONCEPT

In 1972 the Mayor of New Orleans appointed an Action Task Force to report on the juvenile delinquency problem in New Orleans and to suggest methods through which a reduction in juvenile crime could be influenced.³ Summarized briefly, the following observations were made concerning the problem:

1. Juvenile crime in New Orleans, as measured by arrests and offenses cleared by arrest, had increased by 100% since 1960.
2. The number of youth entering the system as first offenders had increased by 37%, and the arrest of repeat offenders had increased by 6%.
3. The type of offense attributable to youth had increased significantly in terms of seriousness.

Of the many consequences of the increasing juvenile crime problem, a major impact was the increased burden placed on the Probation Department of the Orleans Parish Juvenile Court. Because more juveniles were entering the juvenile justice system as a result of more serious offenses, more youth were needing the services of a probation officer rather than being released to parents without court supervision. For example, of the juveniles adjudicated delinquent in 1969 and not institutionalized, 28% were placed on probation. By 1972, this figure had grown to 41%.

³Mayor's Action Task Force Report (unpublished), November, 1972.

Stated differently, this meant that in 1972 an average of 47 juveniles were being added to the probation rolls each month, resulting in approximately 800 juveniles on probation at any one time. Due to the number of probation officers on the staff of the Probation Department, an officer was responsible for an average caseload of 55 youth, thus limiting counseling sessions to about one per month per client at best. The inadequacy of this officer/youth ratio was emphasized in light of the Probation Department's estimate that 39% of the juveniles on probation would be rearrested.

The Mayor's Action Task Force suggested that one method for upgrading probation services would be to establish a one-to-one probation officer to youth ratio. Due to limited fiscal resources within the Probation Department, this suggestion to increase the number of probation officers was unobtainable. Recognizing that budgetary considerations precluded the addition of full-time personnel to the department, the Task Force offered an alternative strategy. They suggested "the inception and development of a volunteer participation... (which would)... be recognized as the highest priority for the needs of the Probation Department."

As an operational response to the Task Force suggestion, the Target Area Crime Specifics Program addressed this need through the creation of the Volunteer Probation Program. The program was designed to use the skills of concerned community residents as part-time, non-paid probation officers,

thereby reducing the caseload of regular probation officers, increasing the officer/youth ratio, and involving the community in the solving of the juvenile crime problem in New Orleans. It was believed that by recruiting, training, and utilizing volunteers from the community to act as part-time probation officers, there would be increased contact between volunteer probation officers and youth on probation. An appropriate role model would be provided by the volunteer helping to make the probation period a positive experience which would lead to acceptable social behavior and reduced recidivism. As a result of volunteer recruitment, the department would gain a more positive image through being better known in the community. Additionally, by using a team concept of a regular probation officer and volunteer to work with "low risk" juveniles, there should theoretically be more time available for the regular probation officer to work with more serious offenders. It was suggested that concentrated, active intervention in the more serious cases by the regular probation officer would aid in the reduction of recidivism.

While the idea of using volunteers as probation officers was a new concept for New Orleans, it had been attempted previously in other jurisdictions. As early as 1967, the President's Commission on Law Enforcement commented that "citizen volunteers have been used with apparent success by some probation departments" and recommended that "probation and parole services should make use of volunteers

and subprofessional aides in demonstration programs and regular programs."⁴ Subsequently, this recommendation was included in the statement of national standards and goals to reduce crime.⁵ Included in that report were specific recommendations for utilization of citizen volunteers as tutors, escorts, and counselors. It also recommended that an attempt be made to match volunteers and youth according to sociological characteristics.

Nationally, programs have developed both under LEAA funding and funding from many other public and private sources. In general, the goal of these programs was to reduce professional probation officer caseloads and to reduce the rate of recidivism of those youth both on probation and being served by the volunteers. Few of these programs have had intensive evaluations performed.⁶ The most serious and comprehensive evaluation performed to date was on one of the oldest and, according to the project personnel, most successful of the volunteer probation officer programs. The Volunteers in Probation (VIP) program in Royal Oaks, Michigan,

⁴The Challenge of Crime in a Free Society, A Report to the President's Commission on Law Enforcement and Administration of Criminal Justice (GPO: Washington, D.C.), 1967, p. 168.

⁵Community Crime Prevention, National Advisory Commission on Criminal Justice Standards and Goals (GPO: Washington, D.C.), 1973, p. 319.

⁶Cook, T. J., and Scioli, F. P., Jr., The Effectiveness of Volunteer Programs in the Area of Courts and Corrections (NSF: Washington, D.C.), 1975; and Dixon, Michael C., Juvenile Delinquency Prevention Programs (Peabody College: Nashville, Tennessee), 1975.

was evaluated during the mid-1970's, and the following list briefly summarizes the results of that study.⁷

1. The program did not accomplish reductions in delinquent behavior among probationers it served.
2. About one-fourth to one-third of the program participants did not receive services.
3. Demographic characteristics of the volunteers made no difference in their effectiveness.
4. Those volunteers which were not students had relatively better success with probationers.
5. All volunteers were "paired" with probationers (race, sex).
6. There was an indication that a particular type of probationer would be more or less successful in the program, including seriousness of offense.
7. Group counseling sessions were found to be counter-productive in those cases where probationers reported few problems with their family.
8. Little attitude change was apparent among most probationers.
9. A deterioration of parent/youth relationships was noticed as a result of group counseling because of a resentment to having to attend sessions.
10. The program had no effect on probationers' school grades including those who were tutored.
11. The coercive power of the court was perceived as an impediment to program success.

⁷Berger, Robert J., et. al., Experiment in a Juvenile Court: A Study of a Program of Volunteers Working with Juvenile Probationers (Institute for Social Research: University of Michigan), 1975.

The above summary points to several problems encountered specifically with utilizing volunteers and discounts some of the hypotheses regarding their utilization. Expected outcomes, in terms of reduced recidivism and better school grades, were not realized. Hypotheses concerning dedication of volunteers, matching of volunteers and probationers, and family involvement were not supported. In addition to the findings from this report, other reports have studied the effect of the size of caseloads and outcomes in terms of recidivism.⁸ The most evidence points out that variance in caseload size has little effect on further criminal involvement of youth on probation. That is, no support is given to assumptions that reduced caseload size of probation officers will cause a reduction in recidivist rates among probationers. While these studies indicate the need for further research, two factors are strongly supported. Even at best, the caseload size is only tangentially related to the probability of violation. Secondly, by the fact that a probation officer is more available because of reduced caseload, no effect can be demonstrated that this translates to better service.

While the few empirical studies which have been completed on volunteer programs have pointed out problems in both the utilization of volunteers and less than expected

⁸Neithercutt, M. G., and D. M. Gottfredson, Caseload Size Variation and Differences in Probation/Parole Performance, National Center for Juvenile Justice, 1978.

results, the programs have prospered across the country. Excitement over the use of volunteers is exhibited by the volunteers themselves, judges, and probation department personnel. While individual successes for probationers are usually pointed out, it cannot be determined that any widespread effect has occurred. The relative cost for supporting these programs is low, and many are funded through private endowments.⁹

⁹Reports of a basically non-empirical nature can be found in Volunteers! And the Rehabilitation of Criminal and Juvenile Offenders, the pre-conference report of Volunteers in Probation, Inc., Second National Conference, Memphis, Tennessee, 1972; and Ellenbogen, Joseph and Beverly DiGregorio, "Volunteers in Probation Exploring New Dimensions," in Judicature, Vol. 58, No. 6, January, 1975, pp. 281-285. For a more empirical view, see The Volunteer Counselor Program: An Exemplary Project (LEAA: Washington, D.C., 1975).

III

PROJECT DESCRIPTION

The concept suggested by the Task Force Report translated into the following specific goal and objectives in the Target Area Plan. The goal, objectives, and program operations were influenced by existing programs and were developed with the assistance of Probation Department employees.

The goal of the Volunteer Probation Program was to reduce the recidivist rate among juveniles on probation by 10%. The objectives or methods for the program included the provision of a one-to-one ratio of volunteers to probationers in 50 cases and to reduce a substantial number of professionals from less serious cases for work with the hard-core recidivists.

Administratively, the program comes directly below the Director of Probation, who functions as the director for the program. The Operational Director, or Volunteer Supervisor, administers the day-to-day operations of the project and is assisted by an Assistant Volunteer Supervisor and two clerical persons. These personnel compose the only full-time paid staff for the program. The Supervisor and Assistant Supervisor are both probation officers and are responsible for liaison with field supervisors; establishing field placement in cooperation with local colleges; linking to community resources; recruiting, training, and supervising volunteers; and representing the program to the community.

Recruitment of volunteers for the program involves their active solicitation through the local media and through community organization speaking engagements. Ideally, volunteers should be para-professionals or students in the field of social work, psychology, sociology, and law. In practice, the criteria for volunteers include:

1. 18 years old and over
2. Males and females
3. Persons interested in children, well motivated, responsible, reliable, and stable
4. Persons who would function as adequate and appropriate models

After volunteers are identified, they are screened for acceptability and, if accepted, are scheduled for a training course. At the initial interview after screening, a decision is made as to which category of volunteers the prospective member will participate. (Although only direct service volunteers were specifically mentioned in the application, other types developed.) Volunteers may participate in direct service, intake, and indirect resource. Direct service volunteers are those who work directly with the probationer and replace many of the functions of the probation officer. According to the planning document, the direct service volunteer is to assist the probation officer in carrying out comprehensive plans for the probationers. Involvement of the volunteer will decrease the number of contacts between the probationer and the probation officer, but the responsibility for the juvenile is maintained by the officer. Intake

and indirect resource volunteers are not mentioned specifically in the grant and are an outgrowth of organizational needs. Intake volunteers perform the initial interview with juveniles referred to the Juvenile Court and the Probation Department. It was anticipated that these volunteers would be able to reduce the number of regular probation officers needed for intake and allow them to be reassigned as field officers. A second function for intake volunteers was to perform follow-up services requested by the Probation Department on probationers. The position of indirect resource volunteer was designed to fill a multiplicity of duties. Primarily, it was suggested that they publicize activities of the program, aid in recruitment, perform clerical services when needed, plan cultural and recreational activities for the probationers, and act as chaperones. In addition to providing these services, the position offers those in the community who may be reluctant to participate at the level of direct service an opportunity to offer a public service.

Two separate training schedules have been designed for the volunteers. All volunteers are given an orientation to the department. Those who are to perform as direct service volunteers continue their training through presentations on the facts and theory of delinquency, causes and solutions to juvenile delinquency, and the identification of the role of the volunteer in relation to the probation officer. Intake volunteers are instructed in the procedures and forms to be used in the intake process.

According to the planning document, the program is intended to serve "low risk" juveniles. Although "low risk" juvenile is not defined, it is characterized as a juvenile who requires counseling and a role model rather than strict supervision. Further, the juvenile who is to be served by this program was to be a less serious offender, since one of the purposes of the program was to allow regular probation officers to spend more time with more serious offenders. According to the planning document, a spin-off of the project operations was to be the creation of a procedure to identify "low risk" juveniles. The intake criteria developed by project personnel contained the following requirements:

1. Age range - 10-16 years
2. Males and females
3. Previous record - minor charges such as petty thefts, status offenses, etc.
4. Exclusion of juveniles with demonstrated hostile, violent, aggressive tendencies

During the implementation stage of the program, some modifications and additions to the original design took place. Although these changes were not documented through grant adjustment requests, a significant change in the scope of operations did occur and for that reason, they will be dealt with in this report. Three major changes that occurred included the diversification of volunteers into direct service, intake, and resource; the accomplishment of intake as a volunteer function; and the establishment of group counseling sessions.

IV

EVALUATION PROCEDURES

The Volunteer Probation Project was established to create a more effective probation program for juveniles. The project was created to reduce the heavy caseload of regular probation officers in order to provide more frequent and personal contacts with the probationer. By providing active role models for probationers and increasing the amount of contact between officer and probationer, recidivism among juveniles on probation was expected to decrease.

In order to assess whether progress has been made in operationalizing the program rationale and whether any impact as a result of the project can be evidenced, an evaluation analysis is made. The evaluation analysis proceeds along two closely related perspectives: efficiency and effectiveness.

Measures of Efficiency

Measures of efficiency are used to demonstrate the adherence of project implementation according to the planning document. Efficiency is measured in terms of time from receipt of grant to implementation, allocation of resources (manpower and equipment), program activities and administration, and funds expended. These measures address the question, "Is the project proceeding according to the approved grant application?"

Although every effort is made to quantify measures, it is inherent in the monitoring and data gathering phase of evaluation that non-quantifiable data will be collected. These subjective assessments are used only in the formulation of conclusions and recommendations in conjunction with quantifiable data. The following quantifiable measures are used in assessing project efficiency in addition to the general measures previously cited:

1. The number of probationers served by the program
2. The number of volunteers recruited by the program
3. The ratio of direct service volunteers to probationers
4. The number of successful terminations of probationers
5. The number of intakes performed by volunteers as a proportion of total intakes
6. Personal characteristics of volunteers and probationers
7. The identification of probationers as "low risk"

Measures of Effectiveness

Measures of effectiveness are used to evaluate the impact of project activities on the population involved. This impact on juveniles involved in volunteer probation will be measured in two ways:

1. The number of recidivists among juvenile probationers in the volunteer probation program. It was believed that there would be a reduction or elimination in this "low risk" population.

2. The number of recidivists among a comparison group of juveniles on probation. This group will be compared to the volunteer probationers in an attempt to evaluate the project success. While these probationers may be of higher risk (i.e., more serious offenders) than the volunteer probationers, an elucidating pattern should prove useful for analysis. This measure is used, primarily, because there is no readily available data on "low risk" probationers in general. By implication, the comparison group should exhibit a reduced rate of recidivism if the volunteer probation project is effective. By reducing the case load of regular probation officers, it was believed that they could have more impact on the more "hard core" juvenile offenders (here it is assumed that the comparison group includes at least some of the more serious offenders).

Data Collection and Maintenance

Data for evaluation of this project is collected from the following sources:

1. Application for Grant (SLEPA 1):
This is the basic document for the programmatic and budgetary aspects of the program. It contains the goals and objectives.
2. Subgrantee Narrative Reports (SLEPA 5):
This form is prepared by the Volunteer Probation Administrator and is submitted to the CJCC. It is used as a descriptive source of project activities.
3. Subgrantee Report of Expenditures:
This form is submitted by program personnel and is used to compute the financial summary.
4. Grant Adjustment Request (SLEPA 12):
This is used to document budgetary and programmatic changes in the project.
5. Monthly Monitoring Report Form (CJCC - TA 9.1):
This is a statistical report which includes figures relating to program operations on a monthly basis.

6. History and Tracking Card (CJCC - TA 9.2):
This is a brief case file on each probationer in the program. It is maintained by CJCC and is updated quarterly.
7. New Orleans Police Department Juvenile Division Arrest Records:
These are cumulative records of police/juvenile contacts. They indicate the date of contact, offense, and disposition.
8. Juvenile Court Case Files:
These are the source for the construction of the comparison groups.
9. Probation Department Records:
These are the case files on juvenile probationers and were used only in the cases where the History and Tracking Card was incomplete.
10. Volunteer Probation Files:
Primary source for information on volunteers.

All data was collected manually on forms compatible for automatic data processing equipment. On all data elements associated with individual youths' names, names are purged and replaced with a numerical code. Analysis files were developed through the Statistical Package for Social Science (SPSS) which allows the necessary flexibility for frequency counts, crosstabulations, and statistical tests for significance. Given the level of data used and the small size of the group, the use of statistical tests is problematic. For clarity, tabular presentations and numerical references contain either actual frequencies or proportions. Adequate security precautions exist on both manual and automated files in accordance with state and federal regulations as they apply to privacy and security.

Arrest Recidivism

Because the disposition data available on juvenile probationers was found to be an inadequate measure of juvenile recidivism, an alternate measure of project impact was sought. This measure was an attempt to determine the extent to which the project impacted on juvenile recidivism reduction. The only other measure that could approach this issue was arrest recidivism. While an arrest does not indicate guilt, it is a standard way to look at the overtime records of juvenile probationers and, particularly for juvenile crime prevention and diversion programs, the arrest incident indicates system entry. It is for the purposes of stopping the youths' penetration into the system that prevention programs develop.

Arrest recidivism is measured in terms of actual arrests of the youth by police. New Orleans Police Department Juvenile Division records are used to track the involvement of youth via arrests. It is possible through this method to view arrest histories prior to program participation, during participation, and for the period following completion of a program. In order to assist in making the arrest recidivism analysis more useful, two additional methods are employed: control group and seriousness index scores.

Control Group

The development of the control group was problematic because of definitional ambiguities surrounding the term

"low risk." Rather than wait until that term was operationally defined and establish a post-hoc control group, the decision was made to establish a cohort group which could be used for comparative purposes. While this group has certain biases (as expressed below), it is believed that the superiority of using a cohort sample far outweighs the minor problem of bias and maturation.¹⁰

The control group was randomly selected (with replacement) from case files of the Juvenile Court. Criteria and/or stratifications for selection included the following:

1. The juvenile must be between 10-16 years old.
2. The juvenile must have been placed on probation between 1972-1974.
3. The juvenile must have been residing in a public housing project neighborhood at the time of probation.

Criteria one and two were used in order to closely match the age and time of involvement with the juveniles in the program. No stratification was made by race and sex as these should randomly be selected since no mention is made in the grant relative to quotas for race and sex. Criteria three was not used specifically for this program but because the control group was multipurposed in that it was used for several different programs. Some bias occurred as a result of this stratification in that historically youth from the public housing projects have more arrests proportionally than do youth in other parts of the city.

¹⁰Campbell, Donald T., and Julian Stanley, Experimental and Quasi-Experimental Designs for Research (Rand McNally: Chicago), 1966 (reprint).

The members of the control group were periodically screened, and those juveniles who may have been subsequently accepted into the volunteer program were purged.

Two levels of arrests are observed in this analysis. The first is concerned with incidents of arrests which is an aggregated measure identifying the total number of arrests and includes multiple arrests. The second level is individuals arrested and is concerned only with the individual youths and not how many times they were arrested. In terms of program success, a reduction in both the number of individual youth arrested and total arrest incidents would be expected.

Seriousness Index Score

As a refinement of and clarifying device for studying recidivism, a Seriousness Index Score is computed on arrest incidents.¹¹ The Crime Seriousness Index was developed in an attempt to more adequately measure the degree of involvement of groups of juveniles in status and delinquent offenses. The Seriousness Index Score (SIS) is a weighted measure based on the number of arrest incidents for status offenses, minor offenses, and serious offenses. A score of one was assigned status offenses, a score of two for minor offenses, and a score of three was assigned to serious offenses.

¹¹While the scoring device used here was developed by CJCC, recognition should be made to Sellin, T. and M. E. Wolfgang, The Measurement of Delinquency (John Wiley and Sons, Inc.: New York), 1964, for the influence of that work on the technique used here.

The combination of these scores divided into the total arrest incidents yields the SIS. An increasing score indicates increasingly serious involvement.

Attempting to develop an index of criminal involvement by juveniles is not unique to this study (see Bibliography). The level of development, at this time, is generally limited to particularistic scaling techniques which are difficult to replicate across jurisdictional boundaries. In an effort to give the current scale some semblance of comparability, the Federal Bureau of Investigation Crime Index (labeled UCR in the tables) is included. It was not used in any programmatic analysis and does not represent either an endorsement of or agreement with the use of the Index as an indicator of juvenile criminal involvement.

The SIS used in this report is particularistic to New Orleans, and it is intended to be used as a gross measure of seriousness. The categories used are basically subjective, and each offense listed could be argued. The categories were derived by interviewing Juvenile Court judges, Probation Department personnel, police officers, and reviewing incident reports for offenses in each category. It is hypothesized that further refinement of this method, i.e., using incident specific data rather than offense specific data will result in basically the same patterns although actual scores may vary.

The purpose in using this scoring technique for a program evaluation¹² resulted from a hypothesis about juvenile criminal involvement held by local juvenile justice personnel. It has been suggested that in juvenile delinquency prevention programs which attempt to reduce recidivism that an absolute reduction in arrests is not sufficient to show program progress. In fact, it may be that arrests would not decrease at all. In those cases where no reduction is demonstrated, it has been suggested that although the youth is still being involved in activities which lead to his arrest that the type or seriousness of the offense would be less. In order to satisfy those who hold to the "tapering off" theory, the SIS is utilized. By utilizing this method (combination of recidivist rate and SIS) nine outcomes are possible.

That outcome which would indicate successful impact by the program would be a reduction in both recidivism and seriousness. Conversely, an increase in both would indicate a lack of success. Other interpretations can be made for those other combinations. For example, if a situation existed in which recidivist rates remained the same or increased and the SIS decreased, a possible explanation would be that although the youth were continuing to have contact

¹²Normally, "delinquency" scales or seriousness scores are used in much the same manner as crime rates. The technique here differs in that a small group is viewed rather than a large population group or geographical area.

with the juvenile justice system, it was of a less serious nature after entering the program.

The components of the three categories used in the Index (status, minor, and serious) are listed below. The UCR category conforms to the definitions for the offenses listed in the F.B.I. Crime Index.¹³ The category "status" includes only those offenses defined in LSA R.S. 13:15669 and includes specifically runaway, truancy, and ungovernable and uncontrollable. "Minor" offenses include:

- Simple criminal damage to property
- Simple drunk
- Criminal mischief
- Criminal trespass
- Trespass
- Fireworks
- Disturbing the peace
- Obscenity
- Bike theft
- Loitering
- Prostitution
- Crime against nature
- Glue sniffing
- Shoplifting
- Exposing person
- Fleeing from police
- Possession of stolen property
- Gambling

"Serious" offenses include the following plus all other adult criminal offenses:

- Murder
- Rape
- Armed robbery
- Burglary
- Auto theft
- Drug charges
- Concealed weapon
- Illegal use of weapon
- Assault

¹³See, for example, Uniform Crime Reporting Handbook, U. S. Department of Justice: Washington, D.C., 1974.

Possession of burglary tools
Purse snatching
Battery
Escape from Louisiana Training Institute

PROJECT EFFICIENCY

The efficiency or programmatic accomplishments of the Volunteer Probation Program are reviewed in this section. In this review, the functions of the program as they are described in the planning document are investigated as well as significant modifications in procedures. In addition, project objectives such as the provision of a one-to-one ratio of volunteers to probationers and the release of professionals to work with more serious youth are discussed.

Intake

During the 27 months of project operations, 123 youth were admitted to the program. This is an average intake of 4.6 youth per month. However, during the last year of the grant, the average intake was 2.7 youth per month. No benchmark or goal was established in the grant for the number of youth to be served, except as it relates to the provision of a one-to-one ratio of volunteers to probationers. That goal was 50 youth.

The criteria for acceptance of juveniles into the Volunteer Probation Program included the provision that juveniles selected would be classified as "low risk". The term "low risk" was not operationally defined and was characterized in the planning document as "less serious offenders and those individuals that have reached some level of stable functioning..."

The probationed juveniles will not be selected at random. Every effort will be made to identify 'low risk' juveniles who require counseling and a role model rather than strict supervision." Subsequent correspondence with the program staff produced the following definition of the target population and criteria for acceptance into the program.

1. The juvenile must be between the age of 10 through 16 years.
2. Both males and females are included.
3. The juvenile's previous record should include only minor charges such as petty theft, status offenses, etc.
4. Juveniles with demonstrable hostile, violent, or aggressive tendencies are excluded.

Additionally, there was an expectation that systematic procedures would be developed which would identify the "low risk" population.

In order to establish whether the eligibility criteria stated above were consistently used in selecting the probationers for the program, the following analysis took place.

1. The number of juveniles accepted into the program was determined.
2. History and tracking cards were examined to determine age and sex of the probationers.
3. Those juveniles with prior police arrest records were identified.
4. An examination of the police arrest record was made in order to determine both the number of prior arrests and the seriousness of the charges.

Analysis for age and sex is clear-cut and posed no problem for operationalizing those variables of intake. However, criteria as to seriousness of the arrests, number of prior

arrests, and violent and hostile behavior pose considerable problems of measurement since no quantifiable standard exists. In order to operationalize these criteria, it became necessary to arbitrarily assign some quantifiable measure to each. The following definitions apply to the criteria:

1. Hostile, violent, and aggressive tendencies refers to arrests for murder, rape (including attempt), armed robbery, weapons charge, and aggravated assault and battery. Juveniles who have histories of these charges would not be suitable for this program.
2. Number of prior arrests for minor charges is limited to three. This takes into account police contacts which were handled informally and not referred to the District Attorney or Probation Department. Additionally, three arrests does not suggest an established pattern of criminal behavior given the minor nature of the charges.

The average age of the probationer accepted into the program was 14.52 years. Two juveniles below the age of 10 were accepted, and 16 above the age of 16 were accepted. In 85% of all cases accepted, age criteria was followed. Males comprised 66.7% of all youth accepted, and females comprised 33.3%. The proportion of blacks accepted was 76.4% and whites, 23.6%.

Of the 123 juveniles accepted into the program, 93% were listed by project personnel as being on probation. Youth were on probation an average of 6 months prior to entering the program.

A review of the police records of the probationers prior to entering the program shows that 68% had prior police contacts. Further analysis indicated that 6.5% had arrests which could be classified as hostile or violent in nature.

In four of the cases, a record of more than one such arrest was noted. The average number of arrests for those juveniles having arrests was 2.55 (214 arrest incidents). Status and minor charges characterized over one half of the arrests. Sixty percent of the youth with arrests had only one or two arrests. Table 5.1 summarizes the intake of the program.

In most cases, intake criteria were followed. In those cases which varied from the criteria outlined, two explanations may be offered.

1. Intake of probationers was determined not only by the formal intake criteria but also on the needs of probation officers.
2. Arrest records, not conviction records, were the basis for the analysis.

The development of systematic procedures for the identification of "low risk" probationers has not resulted from program efforts.

Table 5.1
VOLUNTEER PROBATION INTAKE SUMMARY

<u>Total Intake</u>	<u>Age</u>		<u>Education</u>
	123	Average = 14.5 yrs. Range = 9-18 yrs.	Average = 8 yrs. Range = 3-12 yrs.
	<u>Race and Sex</u>		
	<u>Male</u>	<u>Female</u>	<u>Total</u>
White	15	14	29
Black	67	27	94
Total	82	41	123
<u>Youth On Probation</u>	<u>Prior Police Contacts</u>	<u>Average Number of Arrests</u>	
93%	68%	2.55	

Terminations

Of the 123 youth accepted into the program, 74% had terminated by the end of the Target Area grant, leaving a balance of 32 youth in the program. According to project records, 93.4% successfully terminated and 6.6% were unsuccessful. Of those youth terminated, 90.1% were on probation when entering the program. Combined with the average time spent on probation prior to program acceptance, youth in the program spent an average of 17 months on probation. No evidence of early termination as a result of program participation was noted. As can be seen in Table 5.2, 53% of the youth terminated from the program left as a result of probation automatically ending. Reasons for another 29% were not noted; however, project personnel indicated that most, if not all, terminated automatically.

Table 5.2
TERMINATION REASONS

Automatic end of probation, including age	= 48 (53%)
Moved from area or emancipated by marriage	= 5 (5%)
Committed to LTI, State School, or Milne	= 7 (8%)
Returned to regular probation officer	= 1 (1%)
Quit participating in program	= 3 (3%)
Probation officer requested early termination	= 1 (1%)
Unknown	= <u>26 (29%)</u>
Total	91 (100%)

Volunteer Recruitment and Training

Volunteers for the program were recruited from churches, schools, civic and social organizations in New Orleans. Each

month during the program the Volunteer Supervisor made one or more speaking engagements in an effort to secure volunteers. Media coverage of the program was an excellent source for recruitment as were volunteer agencies. As can be seen in Table 5.3 the most common source for volunteers was other volunteers. Volunteers tended to actively solicit friends and associates to join the program. There were 263 volunteer applications received for the program of which 161 were accepted and completed training. Ninety-nine volunteers left the program, leaving 62 on the roster at the end of the discretionary grant. Project monitoring reports indicated 183 volunteers accepted; however, only 161 could be documented.

Table 5.3
SOURCES OF VOLUNTEER RECRUITMENT

Other Volunteers	=	41 (26%)
Media	=	25 (16%)
Volunteer Agencies	=	29 (18%)
Universities	=	23 (14%)
Religious Organizations	=	13 (8%)
Judges	=	8 (5%)
Others	=	12 (7%)
Not Recorded	=	<u>10 (6%)</u>
Total		161 (100%)

Volunteers were recruited into three services categories-- Direct Service, Intake, and Resource. Direct Service volunteers refer to those who were mentioned specifically in the grant. Intake and Resource volunteer categories developed later during the grant. Of the 161 volunteer records on file, Table 5.4 shows the proportion recruited for each of

the three types of volunteers. Although direct services to the probationer was the heart of the program, less than half of the volunteers recruited were assigned to this category.

Table 5.4
VOLUNTEERS RECRUITED BY SERVICE CATEGORY

Direct Service	=	65	(40%)
Intake	=	45	(28%)
Resource	=	25	(16%)
Not Recorded	=	<u>26</u>	<u>(16%)</u>
Total		161	(100%)

After acceptance to the program and an orientation course, volunteers were trained in the specific job they were to perform. Training classes were held when the number of pending volunteers was high enough to warrant a session, with intake volunteers generally being trained on-the-job.

The average age for volunteers was 32 years, with a range from 17 to 74 years. Approximately 24% were black males, 14% white males, 28% black females, and 34% white females. The largest single occupational category from which the volunteers were drawn was students, with 27%. Table 5.5 displays those categories from which volunteers were drawn. Recruitment of volunteers generally followed the criteria established in the grant application. The screening mechanism for volunteers consisted of checking with references and requesting a police background check. No psychological, psychiatric, or attitudinal tests were used.

Table 5.5
VOLUNTEER OCCUPATIONS

Students	=	43 (27%)
Clerical	=	18 (11%)
Professional and White Collar	=	16 (10%)
Housewife	=	19 (12%)
Blue Collar	=	12 (7%)
Counselors/Social Workers	=	9 (6%)
Teachers	=	9 (6%)
Retired	=	5 (3%)
Clergy	=	4 (2%)
Not Recorded	=	<u>26 (16%)</u>
Total		161 (100%)

Volunteer Utilization

According to the grant application for this program, only one type of volunteer was specified. The Direct Service volunteer was cited as being that person who would help reduce the workload of the Probation Department, let probation officers handle more serious cases, and aid in establishing a one-to-one ratio between volunteers and probationers. As the project geared up, it became obvious that some people wanted to serve as volunteers but not in the category of direct service. It also became obvious that other needs within the Probation Department could be aided through volunteer efforts. The following description of volunteer utilization includes a review of the two additional volunteer categories--Intake and Resource.

Whereas Table 5.4 showed the number of volunteers recruited in the separate categories, Table 5.6 shows the number and percent of volunteers who actually participated in

the program after recruitment and training. Participation is defined as having a youth assigned for counseling, being regularly scheduled for intake, and active participation as a chaperone on a regular basis or being involved in the solicitation for or planning of recreational activities.

Table 5.6
VOLUNTEER PARTICIPATION

<u>Service</u>	<u>Number</u>	<u>% of Total Recruited</u>	<u>% of Total Participated</u>
Direct	54	83%	50%
Intake	36	80%	33%
Resource	<u>18</u>	<u>72%</u>	<u>17%</u>
Total	108	67%	100%

Once volunteers were accepted and trained, documentation could be found to indicate that 67% of the volunteers recruited actually rendered service to the program. Of those volunteers participating, Direct Service persons accounted for 50%, Intake accounted for a third, and Resource, 17%. At the end of the discretionary grant period, 62 volunteers remained on the rolls of which 47% were Direct Service, 34% were Intake, and 19% were Resource.

a. Direct Service Volunteers

The Direct Service volunteer must be considered the major element in this pilot program. The goal of reduced recidivism by providing a one-to-one relationship between volunteers and probationers and releasing a substantial

number of professionals from less serious cases to work with hard core recidivists was, according to the grant, dependent upon the effective use of trained volunteer probation officers. Theoretically, the Direct Service volunteer was to be supervised by the Volunteer Supervisor and was to act as a partner to the regular probation officer in serving the youth. The role of the volunteer was conceptualized as assisting the regular probation officer who would retain responsibility for the case.

After selection and training, Direct Service volunteers were to be matched with probationers. During this matching process, such things as age, race, sex, and background of the volunteer were to be used as the initial criteria for placement with a probationer. This process, for the most part, was ad hoc and no formal matching criteria were developed.

According to the project files, there have been a total of 54 volunteers actively participating as Direct Service. Nine volunteers served more than one probationer non-simultaneously. Two volunteers served siblings in addition to the primary probationer. All in all, 53 youth were assigned on a one-to-one basis with a volunteer during the grant period. This represents 43% of the youth in the program. Thirty-nine volunteers maintained a one-to-one relationship, with the balance leading groups of several probationers each. Therefore, over 50% of the youth in the program did not receive the benefit of a one-to-one relationship with a volunteer probation officer. However, the program objective of

providing a one-to-one ratio of volunteers to probationers on 50 cases was met.

According to time sheets completed by Direct Service volunteers, over 4,000 hours were volunteered during the grant period.

The relationship between the volunteer, the Volunteer Supervisor, and the regular probation officer was covered in detail in the previous report on this program. While some elements of this relationship were worked out by the Volunteer Supervisor, such as eliminating a caseload for the Supervisor and the Assistant, problems at the end of the grant persisted. For this reason the following excerpt still remained basically true at the end of the grant period. (See VPO Evaluation, August 1, 1975.)

Since the project was conceptualized as a team effort between the probation officers and the volunteer, the referral source for the program are the probation officers, and since the probation officer retains responsibility for the probationer, the relationship between program and probation officers is critical. One of the basic assumptions of the project is that by using volunteers with "low risk" juveniles, the probation officer would have more time to spend with harder cases. While this premise is logically constructed, several elements intervene which dilute the premise and in some cases subvert it.

At the outset, it should be re-emphasized that probation officers carry case loads far in excess of what one might reasonably service. During 1973, for example, the caseload per probation officer rose from 49 in January to 79 in December. In 1974 there were an average of 84 probationers per officer, and currently the average is 74. It is obvious that under these conditions only minimal time can be spent with the individual probationer and that more difficult cases must be serviced at the expense of other cases. Additionally, a situation can soon

exist in which only crisis situations can be serviced. It takes a probation officer a very short time to be able to identify which juveniles are "low risk", that is, those he has to spend minimal time on without their violating the conditions of probation. By spending less time with these probationers, it frees the officer to handle more difficult cases and crisis situations. It is from this group of "low risk" juveniles that the project was conceptualized as receiving its referrals. It is at this juncture that problems exist. First, by referring a "low risk" probationer to the program, the probation officer is opening himself to more work. That is, if the team approach is utilized, it means conferences and contacts with the volunteer about the progress and plans for the probationer. Thus, the use of the volunteer is creating work where little effort was previously expended. Secondly, and most common, because the volunteer and probation officer do not interact, the project staff become responsible for supervising the volunteer and servicing the probationer. A third problem is the question of termination. Since the regular probation officer is ultimately responsible for the probationer, he is the agent who decides when termination is appropriate. Conflict can arise when the volunteer recommends termination and the probation officer disagrees. In most cases, these might be legitimate differences of opinion, but it would not be unreasonable to acknowledge the situation in which a probation officer would not want to terminate the probationer for other reasons. For instance, if the "low risk" probationer was terminated, there is the distinct possibility that a harder case could be assigned to the officer to take the place of the terminated one. Given the overload on the probation officers, one can emphasize with an officer who attempted to keep as many "low risk" probationers on his case load as possible. Finally, in order to improve the relationship between the regular staff and the project, it has become necessary to deviate from the "low risk" category in some instances and accept the probationers into the program who do not fulfill the criteria. The impact of this is felt most in the additional time spent on the juveniles by the administrative staff and on measuring the success of the program.

b. Intake Volunteers

The position of Intake volunteer was one of the modifications which came about after the program began. The role

of these volunteers consisted of replacing regular intake officers by doing intakes and follow-up investigations. It was expected that those intake officers replaced would be re-assigned as field probation officers and would carry an active caseload. According to project records, 36 volunteers participated on a regular basis as intakers. These volunteers had done approximately 70% of the intakes at the last evaluation period and by the end of the grant were completing virtually all of the intakes. During the grant over 2,000 intakes were performed by volunteers. At the beginning of the grant, the Intake Section was staffed with three intake officers. As a result of volunteer participation, those officers were released for re-assignment.

Intake volunteers also performed follow-ups on probationers. This function was greatly expanded during the latter part of the grant, and over 1,400 follow-ups were completed. Over 5,000 hours were contributed by Intake volunteers.

c. Resource Volunteers

The position of Resource volunteer was created as a result of an expansion in the role of volunteers in the Probation Department. Early in the project life, staff personnel recognized that some organizations and individuals could effectively assist the overall project and be of benefit to the Probation Department without being put into a direct service relationship with the probationer. The duties of the Resource volunteers include helping with administrative functions, planning and supervising field trips and special programs,

assisting in part-time job placement, and soliciting or contributing supplies and tickets to special events. In addition, a monthly newsletter is published which acts as a communication link between the program participants and interested parties.

One service provided by Resource volunteers, which assists directly in reducing the workload of regular probation officers, is chaperone duty. Prior to the program, female probationers who must be transported to locations outside of New Orleans (airport, LTI, etc.) had to be accompanied by a female probation officer. Thus, hours were consumed by probation officers in transit at the expense of servicing their caseload. Resource volunteers were used for this service, thereby releasing probation officers from the task. According to the monthly monitoring reports, there have been 19 of these chaperoned trips during the grant.

Eighteen persons actively participated as Resource volunteers and contributed over 700 hours of services.

Summary

During the 27 months of project operations, 123 youth were admitted to the program. Of the 91 youth terminated, the project considered 93.4% as successful. Most youth were terminated automatically, and there was no evidence that early terminations resulted from program participation. Intake criteria were generally followed.

One hundred eight volunteers actively participated in the program of which 50% were Direct Service and the remainder were Intake and Resource. A one-to-one relationship was achieved with 53 probationers with the rest being served in groups. Intake volunteers had assumed virtually all responsibility for intakes and follow-ups for the Probation Department. Almost 10,000 hours were volunteered during the grant.

VI

PROJECT EFFECTIVENESS

Presenting evidence of programmatic impact under any conditions is problematic because of the inferential leap between the data presented and interpretation of the outcomes. Ideally, impact would be a cause and effect report, i.e., the project did A; therefore B occurred. As is the case with all crime related programs, many variables intervene to mitigate the results of program efforts. Such variables as unemployment, maturation, and the intervention of other programs are beyond the scope of reasonable control efforts. Some adjustments can be made in the presentation of data which may be helpful to the reader when deciding on the merits of the program. However, two elements are absolutely necessary when conducting field research or evaluation of impact: the project must conform to the original grant guidelines or document changes, and its internal records must be accurate. In the case of Volunteer Probation, neither of these two conditions were satisfactorily met. The scope of the program operations increased beyond the grant which reduces the emphasis from the pilot nature of the program. The internal record keeping system of the project was specifically mentioned as a problem area early into the grant life, and although adjustments were made, inconsistencies and inaccuracies persisted. Interpreting this impact evaluation should, therefore, be mitigated by those considerations. In addition, the size of the group

studied does not lend itself to rigorous statistical analysis; therefore, the tabular presentations include both percentage and frequency figures.

The impact of the program relates specifically to the recidivism of the juveniles on probation. That is, do probationers who are receiving the services of the volunteer have fewer and less serious contacts with law enforcement officials following their entry into the program?

Impact, for the purpose of this report, is measured by the number of arrests and the seriousness of the arrests for the probationers after they entered the program versus their own behavior prior to entry. They are also compared to a group of probationers who have not received volunteer attention. In addition, it refers to the influence of the program in terms of the entire juvenile justice system.

The following descriptive statistics present a view of the frequency of police contact among juveniles on probation and the seriousness of the contacts. For the purpose of analysis, two groups will be studied: (1) the Experimental Group, composed of those juveniles who have terminated from the program; and (2) the Comparison Group, composed of youth on probation who were not involved in the program.

Comparison Group

The Comparison Group, selected from Probation Department and Juvenile Court files, should show a significant degree of difference from the Experimental Group in terms of arrest

recidivism, arrest frequency, and seriousness of charges. Section IV describes the method of selection for the Comparison Group and points out some of the problems in creating a control mechanism for this project. Differences should be exaggerated as a result of the special treatment given to members of the Experimental Group.

The Comparison Group consists of 67 youth, of which 12% are female and 88% male. Their average age is 15 years. All youth in the Comparison Group were on probation during the same period as the youth in the Volunteer Program. Prior to being placed on probation, all members of the Comparison Group had at least one arrest incident. Table 6.1 illustrates the frequency and types of arrest for the youth. The 67 youth accounted for 259 arrest incidents, or an average of 3.87 arrests each. Status offenses accounted for 14% of the arrest incidents, minor offenses for 66%, and serious offenses for 20%. In addition, 48% of the arrest incidents were classified as UCR Index offenses.¹⁴

The Seriousness Index Score for the Comparison Group prior to probation is 2.04. Arrest dispositions for this group were 16% of the arrest incidents resulting in an admonishment and release and 84% in referral to Juvenile Court.

¹⁴See Section IV for an explanation of the categories. UCR offenses constitute a subset of the combined offenses.

Table 6.1

COMPARISON GROUP ARRESTS
PRIOR TO PROBATION

	Status	Minor	Serious	UCR
Frequency	38	170	51	125
% of Total	14%	66%	20%	48%

N = 259

Number of probationers = 67

SIS = 2.04

Subsequent to being placed on probation, 49 youth had identifiable arrest histories, which is a 27% decrease from those having prior arrests. These 49 youth were involved in a total of 300 arrest incidents. Even though the number of youth arrested decreased, the number of arrest incidents for the group increased. The increase in incidents was 16%, thereby increasing the average number of arrest incidents for those youth being arrested to 6.12. This indicates that although fewer youth were being arrested, those who were, were being arrested more frequently. As can be seen in Table 6.2, status and minor offenses decreased and more serious offenses increased. This pattern is clearly reflected in the Seriousness Index Score which increased to 2.17. UCR offenses remained proportionally the same, court dispositions decreased to 76%, and admonish and release increased to 24%.

Table 6.2

COMPARISON GROUP ARRESTS
AFTER ENTERING PROBATION

	Status	Minor	Serious	UCR
Frequency	22	191	87	144
% of Total	7%	64%	29%	48%

N = 300

Number of probationers = 67

Number of probationers with
past arrest histories = 49

SIS = 2.17

Table 6.3 summarizes the arrest behavior of the Comparison Group during the study period. Arrest recidivism for the group decreased by 27%; however, arrest incidents increased by 16%, and this increase was in serious offenses. The increase in serious offenses resulted in a 6% increase in the Seriousness Index Score. This pattern suggests that after entering probation, those youth who continue to be subjects of arrests tend to be charged with increasingly more serious offenses.

Table 6.3

COMPARISON GROUP SUMMARY

	Absolute Change	% Age Change
Number of probationers with arrest history	-18	-27%
Number of arrest incidents	+41	+16%
Number of status arrests	-16	-42%
% of status arrests	- 7%	-50%
Number of minor arrests	+21	+12%
% of minor arrests	- 2%	- 3%
Number of serious arrests	+36	+71%
% of serious arrests	+ 9%	+45%
Number of Index arrests	+19	+15%
% of Index arrests	N/C	N/C
Seriousness Index Score	+13%	+ 6%

Experimental Group

The Experimental Group is composed of the 91 youth who terminated from the program. Males accounted for 64% of those terminated and females, 36%. Twenty-two percent were white and 78% black. The average age for the group was 15 years. Ninety percent of the youth were on active probation, with the remaining 10% being handled informally. In addition to their time on probation, they spent an average of 10.88 months in the program. Ninety-three percent of the youth terminated

successfully from the program and 7% were unsuccessful.

Table 6.4 shows the frequency and type of arrests for the Experimental Group prior to entry in the Volunteer Program. Seventy-four percent of these youth had documented arrest histories prior to participation. The remainder either came to court as a result of school or family referral or were over age and could not be tracked through police records.¹⁵ The 67 youth with arrest histories accounted for 167 arrest incidents, or an average of 2.49 arrests for each youth arrested. Status arrests represented 16% of the incidents, minor arrests 56%, and serious offenses 28%. In addition, 44% of the incidents were for UCR offenses. Arrest dispositions for this group were 22% admonished and released and 78% referred to Juvenile Court. The Seriousness Index Score was 2.10 for the experimental group prior to participation.

Table 6.4

EXPERIMENTAL GROUP ARRESTS PRIOR TO PROGRAM ENTRY

	Status	Minor	Serious	UCR
Frequency	27	93	47	73
% of Total	16%	56%	28%	44%

N = 167

Number of participants = 91

Number of participants with arrest history = 67

SIS = 2.10

¹⁵An analysis was made on the Experimental Group controlling for age and although the frequency distribution changed slightly, both proportions and the Seriousness Index Scale remained stable. The control experiment excluded only 16 youth.

While this analysis is primarily concerned with the behavior of youth after completing the Volunteer Program, it was suggested by project personnel that some indication of the youths' arrest history while participating in the program be viewed. To that end, the following narrative describes arrest recidivism and offense seriousness of the youth during program participation.

Table 6.5 shows the arrest histories of participants while they were actively participating. Fifteen youth accounted for 55 arrest incidents during this period. This is an average of 3.66 arrest incidents for each youth being arrested. The number of youth arrested decreased by 78%, and the number of incidents decreased by 67%. The proportion of both status and minor offenses decreased; however, serious offenses increased by 68% and the proportion of Index offenses increased from 44% to 60%. Eighty-four percent of the arrest incidents resulted in referral to Juvenile Court, with 16% resulting in admonishment and release. The Seriousness Index Score increased 11% from 2.10 to 2.33. This review suggests that significant reductions in both the number of juveniles arrested and the number of arrest incidents occurred during active participation. However, those youth who did continue to be arrested were charged with increasingly more serious offenses.

Table 6.5

EXPERIMENTAL GROUP ARRESTS
DURING PROGRAM PARTICIPATION

	Status	Minor	Serious	UCR
Frequency	3	26	26	33
% of Total	6%	47%	47%	60%

N = 55

Number of participants = 91

Number of participants

with arrest history = 15

SIS = 2.33

After terminating from the Volunteer Program, the youth who participated were tracked in order to determine arrest recidivism after having completed the program and their period of probation. Fifteen youth were identified as having arrests subsequent to termination, and these youth accounted for 39 arrest incidents or an average of 2.60 each. Whereas the proportion of status offense incidents decreased from pre-participation by 93%, minor and serious offenses increased. Index offenses experienced a slight decrease. More of the incidents resulted in admonishment and release (31%) and fewer (69%) were referred to court. The Seriousness Index Score increased from 2.10 to 2.19.

Table 6.6

EXPERIMENTAL GROUP ARRESTS
AFTER PROGRAM PARTICIPATION

	Status	Minor	Serious	UCR
Frequency	2	25	12	16
% of Total	5%	64%	31%	41%

N = 39

Number of probationers = 91

Number of probationers
with arrest histories = 15

SIS = 2.19

The pattern of juvenile arrest involvement described previously as emerging from the "during" period is reinforced in the "after" period. There was a 77% decrease in the number of youth arrested prior to program participation and after terminating. No youth was found to have been arrested after program participation who was not arrested prior. The number of arrest incidents the Experimental Group was involved in decreased by 77% also. The recidivist rate for those youth with prior police contacts was 22%, and minimization of penetration rate considering the entire Experimental Group was 17%. Although the frequency of individuals arrested and the number of incidents they were involved in decreased, the seriousness of the offenses increased. Prior to program participation, the average number of incidents per youth arrested was 2.49, and after participation the average increased to 2.60. Status offenses became almost non-recurrent in the

after period, while proportionally minor and serious offense incidents increased. However, both UCR offenses and court decreased proportionally in the after period. The Seriousness Index Scale increased by 4%. In contrast to the pattern which emerged from the "during" period, it appears that the increase in the Seriousness Index Score resulted from increases in minor offenses and decreases in status offenses rather than from a large increase in serious offenses. Table 6.7 summarizes the changes from the pre-participation period to the post-participation period.

Table 6.7

EXPERIMENTAL GROUP SUMMARY
Pre Through Post

	Absolute Change	% Age Change
Number of probationers with arrest history	- 52	-78%
Number of arrest incidents	-128	-77%
Number of status arrests	- 25	-93%
% of status arrests	- 11%	-69%
Number of minor arrests	- 68	-73%
% of minor arrests	+ 8%	+14%
Number of serious arrests	- 35	-75%
% of serious arrests	+ 3%	+11%
Number of Index arrests	- 57	-78%
% of Index arrests	- 3%	- 7%
Serious Index score	.09	+ 4%

Summary

Based on the preceding descriptive analysis, the expected decrease in arrest recidivism by program participants was realized during the grant period. Although no baseline data existed for recidivist rates of similar youth prior to the initiation of this project, the Probation Department estimated that 39% of the youth on probation became recidivists after completing probation. The experimental group exhibited a 22% recidivist rate, which is a 44% difference in the projected outcome and the actual outcome. Thus, based on the arrest histories of program youth as compared to the recidivist rates for probationers in general, the project achieved its goal of reducing the recidivist rate by 10%.

When compared to a similar population of offenders, those in the program displayed fewer arrests after program participation. Table 6.8 summarizes the behavior of both the Experimental and Comparison groups in terms of pre and post participation changes. While the comparison group also displayed an overall reduction in arrest frequency, no relationship can be demonstrated between that decrease and the program objective of releasing probation officers to work with more serious offenders.

Table 6.8

Summary
EXPERIMENTAL AND COMPARISON GROUPS

	Experimental Group	Comparison Group
Number of youth with prior arrests	67	67
Number of youth with post arrests	15	49
% Change	-78%	-27%
Proportional change in		
Status offenses	-69%	-50%
Minor offenses	+14%	- 3%
Serious offenses	+11%	+45%
Index offenses	- 7%	N/C
% Change SIS	+ 4%	+ 6%
Recidivist rate	22%	73%

As was pointed out in the analysis, a pattern emerged which indicated that while most youth experienced a reduction in arrests, the seriousness of the offenses of those who continued to be arrested increased. After examining the individual youth in the Experimental Group who continued to have more serious arrests, it was apparent that these youth should have been screened out prior to program participation because they did not meet eligibility criteria. Stated differently, they were, in general, more serious offenders prior to participation than the majority of the youth handled. The nature

of the selection process suggests that arrest recidivism reduction is a logical outcome based on the criteria that accepted probationers be characterized as "low risk". The exceptions made at the time of intake appear to be exceptions after termination.

In the analysis of both the Experimental and Comparison groups, exogenous variables such as maturation, changes in family situations, school counseling and other social service programs were not operationalized as intervening forces in the behavior modification of either the Experimental or Comparison groups. The absence of the variables should not be interpreted as an indication of the difficulty inherent in social research through which reasonable control efforts cannot comprehensively account for all variables.

VII

ADMINISTRATION AND COSTS

This section is primarily concerned with four specific areas of administration. General administration reflects the ability of the project to efficiently and accurately operate the program. The administration of the team concept refers directly to the project's ability to operationalize that portion of the grant which calls for cooperation between the volunteers and the regular probation officers. It also bears directly on the project's ability to release professionals to work with more serious youth. Fiscal administration refers to the project's ability to adhere to the approved grant budget. Fiscal information in conjunction with programmatic data allows for a cost-outcome analysis of operations. The establishment of procedures for the privacy and security of youth in the program through proper screening and appointment of the volunteers comes under legal administration.

General Administration

During the grant period, the positions of Project Director, Volunteer Supervisor, and Assistant Volunteer Supervisor underwent personnel changes. Transition in these cases was uncomplicated and no adverse effects in relation to project activities occurred. Additionally, one grant adjustment request was made to extend the dates of the project, as was the case in most of the Target Area projects. Internal forms and

administrative procedures were developed early in the grant life. Unfortunately, the administrative procedures were not followed consistently, which negatively impacted both programmatic management and evaluation endeavors. In both of the proceeding evaluations of this project, administrative difficulties were pointed out. Following the second evaluation, technical assistance was rendered for improvement in the management system. Some improvement was noticed initially following the assistance, however, the overall administrative management of the program was marginal. Disagreement between figures in monitoring reports, narrative reports, and the project's files resulted in audits by the evaluator in order to bring figures into agreement. Inaccuracy in probationer files and volunteer folders was not found to be as significant a problem as incompleteness. Accuracy and completeness in project administration should not be viewed as a bureaucratic imposition on project personnel. Rather, proper administration is a necessary management tool and in terms of internal and external evaluation of the project's progress, inaccuracies can distort and reduce the effectiveness of such efforts. With the exception of the arrest data, all other data in this evaluation, particularly service frequencies and volunteer recruitment and utilization, were verified from existing records and with the Volunteer Supervisor.

Significant attempts were made by the Volunteer Supervisor to recruit volunteers. The most common methods used were personal speaking engagements and media announcements.

According to the Volunteer Supervisor, a major need was for black male volunteers, and these were the most difficult to secure.

In the preceding reports on this project, the blame for administrative problems of this project was directed toward the situation in which both the Volunteer Supervisor and the Assistant were maintaining an active caseload. It was suggested that the maintenance of this caseload imposed significant time constraints upon the staff and as a result, administration suffered. During the latter portion of the grant life, this situation was rectified. However, there was no concomitant increase in administrative efficiency.

Team Concept/Reduced Workload

One area of program operations which was a serious concern of the Volunteer Supervisor was the program's role in relation to regular probation officers. This team concept as utilized in the Volunteer Program is described in earlier portions of this report (pp. 35 and 36), as is a discussion of its related problems.

One objective of the project was to release a substantial number of professional probation officers to work with more difficult cases. Since most probationers receiving services from the volunteer staff were "low risk" and would not have received intensive service from probation officers, the reduction of these youth from the regular staff would, at best, have minimal impact. A paradox is present when

considering the team concept in relation to reduced work. If the intent was to reduce the work of the probation officer, why institute a system which would require more effort from the probation officer than he would normally expend. Whereas a phone check-in and a counseling session per month might be appropriate for the "low risk" youth under normal circumstances, the utilization of the volunteer would call for frequent coordinating and supervision sessions between the volunteer and the probation officer. The relationship between the volunteer and probation officer and the systemizing of intake was not successfully improved during the grant.

A major contribution made by the volunteer staff during the grant was outside the scope of the experimental project, yet it may have been the most successful contribution made. The use of volunteers in the intake section of the department did allow for the release of some professional staff members to be reassigned. However, unfilled positions left vacant by departing probation officers have offset the gains made by having volunteers complete virtually all of the intake function.

Fiscal Administration and Costs

Fiscal responsibility as measured by completeness, accuracy and timeliness of reports, and expenditures by line items was efficiently administered during the grant period. Table 7.1 presents a fiscal summary for the project. LEAA cash constituted \$62,411 and the balance of the budget was

in-kind match. The bulk of the expenditures consisted of personnel costs.

The cost-outcome analysis which follows is intended to show relative costs per outcomes generated from the project. It is an aggregate measure and because figures are averaged, it does not account for the extremes--those cases in which a great deal of time was spent with one probationer or volunteer and those where little time was spent. The purpose of the analysis is to assist management and funding agencies in determining priorities for the allocation of scarce resources.

Since the project did not exclusively serve youth in a one-to-one ratio, it is necessary to arrive at a pro-rata cost for the major two services provided. The cost represents supervision time and clerical assistance, since volunteers were unpaid. For the purpose of this analysis, only those services related to Direct Service and Intake are considered. Resource is deleted because of its comparatively small number of hours and the difficulty in arriving at a tangible work product. A basic assumption is that hours of supervision correspond closely to hours contributed by volunteers. Based on this premise, 56% of the funds expended supported the Intake function of the volunteers and 44% for Direct Service. Therefore, in terms of LEAA cash only, it is estimated that \$34,606 was spent in support of the Intake function and \$27,190 for Direct Service. Total expenditures were slightly less than budgeted (\$61,796).

A. Direct Service Costs

During the grant, 123 youth were admitted to the program and served. A cost per youth admitted is \$221. From this gross measure, two subsequent steps are used generally in social programs for cost outcomes. The first step computes the average cost per youth by those who completed the program. Thus, for the 91 youth who terminated the average cost is \$299. The second step requires that those who unsuccessfully terminated from the program be excluded. Relatively few (6) youth were unsuccessful, thus changing the cost per successfully terminated youth to \$320. As a further requirement of this analysis, it is suggested that those youth who had arrests subsequent to participation also be excluded. Nine youth had post participation arrest histories (15 youth less the 6 already deducted); an adjusted cost figure would be \$344. Therefore, in the preceding analysis, it is possible to estimate cost based on differing priorities. If one is interested only in cost per youth served, the first figure of \$221 per youth should be used. Since the goal of this project was to reduce recidivism, it is suggested that the appropriate figure to use is that which measures the cost for successfully terminating a youth without subsequent arrests. That figure is \$344.

B. Intake Costs

Project records on the number of intakes performed by volunteers were not totally complete, so the number of reported intakes is used as for the cost analysis. In

addition to intakes, these volunteers also performed follow-up calls on probationers. Therefore, both the number of intakes and the number of follow-ups are combined to show the work product of the Intake volunteers. Approximately 2,000 intakes were documented plus 1,400 follow-ups for a total number of transactions of 3,400. The cost per unit averages approximately \$10. These volunteer activities supplanted three professional staff members. Intakes and follow-ups were performed for 20 months of the grant period. The cost of maintaining the three positions for these 20 months would have been approximately \$45,415. The differential cost for utilization of volunteers for intake and follow-up versus the placement of regular probation officers is approximately \$10,809.

C. Cost Summary

The results of these cost-outcome analyses are mixed. In the case of the Direct Service aspect, an increased cost per probationer of \$344 is suggested. This suggestion of increased cost is based on the fact that the probation officer retained control of the probationer while being served by a volunteer. In addition, there is no evidence that youth in the program terminated early from probation or were on probation less time than those on regular probation. In fact, the time spent totally on probation and in program is suggestive of being excessive when considering the "low risk" or less serious nature of these youth. The cost presented in this analysis considers only the volunteer cost and not

the concurrent cost of regular probation.

The intake and follow-up functions are suggestive of being more cost effective since the volunteers were able to complete the workload of three probation officers at an estimated lower cost. Cost saving and/or benefits to the Probation Department are speculative because of vacant positions being left unfilled since the major benefit to be derived was releasing the intake officers in order to be assigned as field probation officers.

Administrative Safeguards

State law (L.R.S. 13:1587) provides the authority for the Juvenile Court to "employ such stenographic, secretarial, and other personnel as may be deemed necessary to make the functions of the court effective and provide adequate service." Further legislation (L.R.S. 13:1587.1) provides that these personnel shall be appointed by the concurrence of the judges. Additional legislation (L.R.S. 13:1586) restricts access by the "public" to all information obtained in cases of children brought to the attention of the Juvenile Court. This information is statutorily classified as "privileged information" which "shall not be subject to public inspection."

Through the establishment of administrative procedures, the project has attempted to conform to state law and to protect the interest of youth being served by volunteers. Administrative procedures were established for the screening

of volunteer applicants. Those procedures included a police arrest record check and the requirement that letters of recommendation be on file for each volunteer. The police check was completed by the New Orleans Police Department, and recommendations were solicited directly by the project from names given by the prospective volunteer. After successfully completing a three-session training course, a certificate was prepared and signed by the administrative judge appointing the individual as a volunteer. The issuance of identification cards was suggested but not instituted. While these administrative procedures may not be infallible, it is suggested that the procedures were in conformity to state law and were instituted and applied in the interest of protecting the privacy and security of the probationed youth.

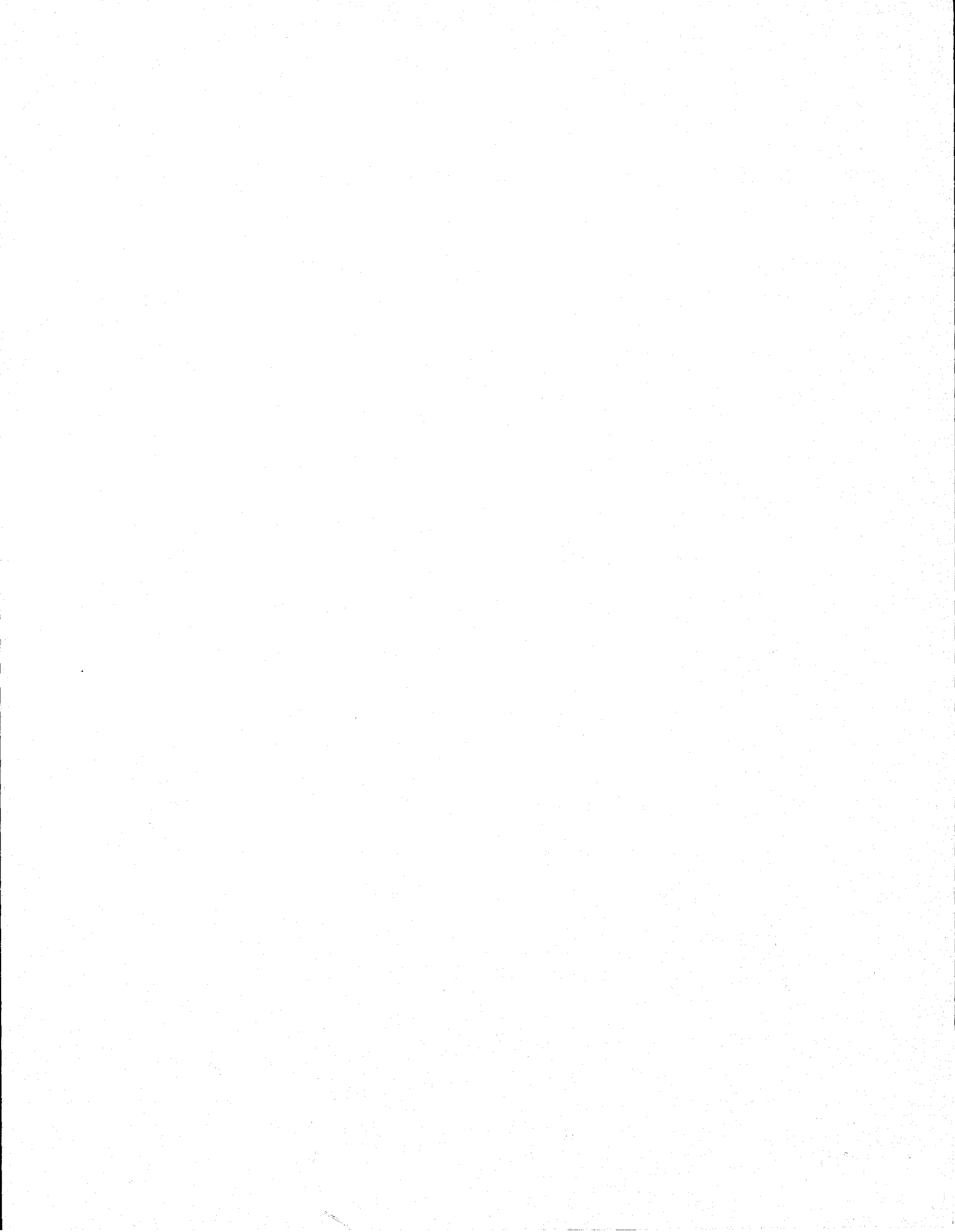


Table 7.1

FINANCIAL SUMMARY
Volunteer Probation Program

March, 1976

ITEM	TOTAL GRANT FUNDS			LEAA CASH ONLY		
	Amount Budgeted	Total Expenditures	Balance	Amount Budgeted	Total Expenditures	Balance
Personnel	\$155,206	\$151,698	\$3,508	\$ 51,815	\$ 56,212	-\$4,397
Fringe	\$ 13,338	\$ 7,369	\$5,969	\$ 7,605	\$ 2,803	\$4,802
Travel	\$ 1,591	\$ 1,622	-\$ 31	\$ 1,591	\$ 1,622	-\$ 31
Supplies	\$ 1,300	\$ 1,159	\$ 141	\$ 1,300	\$ 1,159	\$ 141
Other Direct	\$ 5,468	\$ 5,000	\$ 468	\$ 100	-0-	\$ 100
Indirect	\$ 5,942	\$ 5,942	-0-	-0-	-0-	-0-
TOTAL	\$182,845	\$172,790	\$10,055	\$ 62,411	\$ 61,796	\$ 615

Note: Total grant funds includes both LEAA cash and City in-kind match.
Expenditures include encumbrances.

Financial Summary prepared by: Ruth de la Gueronniere, Grants Administrator

VIII

CONCLUSIONS, RECOMMENDATIONS, FOLLOW-UP

Based on the data presented in this report, the Volunteer Probation Program achieved its goal of reducing the recidivist rate among juveniles in the program by 10%. For those juveniles who completed the program, 78% did not have arrest histories recorded during the follow-up period after terminating from the program. The Experimental Group of probationers in the volunteer program experienced a 44% difference in the projected recidivist rate for probationers in general. While both the number of individual youth and the number of offenses recorded decreased, the seriousness of the offenses for those still being arrested increased. These youth were, in general, those who did not fit the established intake criteria and who terminated unsuccessfully from the program.

Objective number one, the provision of a one-to-one relationship between volunteers and probationers was exceeded during the program. All other probationers in the program were served in group situations. Adequate volunteer recruitment and retention made the attainment of this objective possible.

Objective number two, the release of a substantial number of professionals to work with the hard core recidivists cannot be supported through this evaluation. The major factor intervening to negatively impact the attainment of this objective was the retention of the probationer by the probation.

officer. Procedures were not established through which the probation officer's caseload increased in the number of more difficult cases as a result of a probationer being in the volunteer program, though efforts were made. While three intake officers were deleted from the Intake Section, there is no evidence that they were assigned field operations supplemental to regular field probation officers.

Beyond the boundaries of the experimental nature of the program, the activities of intake resource volunteers were established. It is through these activities that the program was able to contribute its greatest effort. During the period of the grant, volunteers completed an average of 70% of all departmental intakes and by the end of the grant period were completing virtually all of them. Resource volunteers assisted in chaperone duty, planning of recreational events, and the publication of a newsletter.

When considering the administrative problems of the program, most especially those related to inter-departmental coordination, the program displayed internally efficient and effective results. The staff and volunteers were motivated to provide services and, based on the data collected, provided these services through many hours of volunteer effort. An important consideration, however, is what effect or impact did the program have on the juvenile justice system and at what costs, and was the experiment successful. To answer these questions, it is necessary to examine not only the programmatic operations but also the concept of volunteer utilization.

In terms of the project goal, the reduction of recidivism, the project exceeded the normally projected rate for probationers in general. This is seen by the evaluator as a logical extension of the selection process. The project was handling those youth whose probability of reciding would be a great deal lower than the average population. In addition, the youth involved in the program who were on probation had been on probation months prior to receiving volunteer services.

In objective number one, the provision of a one-to-one relationship between probationer and volunteer in 50 cases the objective was met. However, the program was operational for 27 months, and it appears that during the planning effort more attention should have been given the projected number of youth to be served. Considering that this objective constituted the only activity officially in the grant, the estimated cost for services would have been \$1,248 per youth in LEAA cash only and when considering the in-kind match, would have been \$3,650 per youth.

Objective number two had the possibility of assisting in making the experiment cost effective in that its intention was to release professional staff members from working with "low risk" youth so that more time could be spent with more difficult cases. Two factors were present which helped to dilute the impact of this objective. The first concerns the program concept of a team approach with the volunteer and the regular probation officer serving the youth. This approach

is contradictory to the objective in that it requires more effort on the part of the probation officer than would normally be expended. In practice, in most cases only the administrative responsibility for the youth was retained by the regular officer and counseling responsibility rested with the Volunteer Supervisor and the volunteer. Hypothetically, it was possible for the youth to have three counselors; his regular probation officer, the Volunteer Supervisor or Assistant, and the volunteer. Thus, the \$211 cost per acceptance or the \$344 cost for successful completion was above and beyond normal probation cost rather than an alternative to it. In addition, there was no mechanism established to increase the caseload of regular officers when a youth was accepted from them into the program.

The recommendations which follow this section are based on the following assumptions which were influenced by the 27 months of operational data generated by this project. The first assumption is that the program provided community residents with an opportunity to actively contribute to solving a major problem in the community. Based on the number of volunteers applying for program participation and the number of hours contributed, volunteers were motivated to work once accepted. Assumption number two is that the Probation Department is in need of auxiliary services which could be provided by volunteer efforts and which would be supportive of regular probation staff. Based on a review of recidivist data, the third assumption is that preventive programs and methodologies

must be developed to prevent youth from becoming involved in the juvenile justice system and to minimize penetration when it occurs. In addition, it appears that "low risk" or minor offenders could be diverted from the system if services could be provided on a referral basis with some follow up. Fourth, it is assumed that volunteers could have a role in preventive programs as an alternative to regular probation.

Recommendations

In formulating these recommendations, three major considerations were taken into account. The first consideration was basically subjective in that it represents the evaluator's perception, based on observation and interview, of needs within the Probation Department which can be effected through programmatic initiatives. The second consideration was based on the data presented in this report concerning the program's demonstrated strengths and weaknesses with a view toward maximizing the strengths. The last major consideration was cost. During periods of scarce resources, including grant funds and operating budget funds, additional services, i.e., costs, require considerable justification because of the competition for funds. Each agency or unit of government must establish internal priorities and the retention, modification, or expansion of existing services must be a decision made by management based on its commitment to services or programs. If a decision is made by the Director of Probation to retain the Volunteer Probation Program, the following recommendations are made.

It is suggested that volunteer services administered through the Juvenile Court can present benefits which would result in lower processing costs, provide for efficient use of regular probation staff members, increase services to youth, and provide a vehicle for community service in the handling of the juvenile delinquency problem. It is suggested that the volunteer program be re-designated as a court services program through which volunteers may participate and their use be coordinated on a departmental-wide basis. Volunteers have been used successfully in the areas of intake and follow up, and their continued use is suggested. The utilization of resource volunteers demonstrated a potential for greater service than was rendered. It is suggested that resource volunteers be actively recruited to perform chaperone functions, administrative and clerical assistance functions, and recreational planning and sponsoring. Those functions should be made available to the department as a whole and be responsible to the needs of the field probation officers. Thus, the program would act as a clearinghouse to match officer needs to volunteer services. Resource volunteers could be instrumental in fund raising activities which would assist in offsetting some programmatic costs such as purchasing of services, transportation for field trips, and tickets for recreational and cultural activities. Volunteers trained in the availability of community resources could perform as referral agents for the informal handling of youth who are not being petitioned. Based on a needs intake summary and

interview, they could refer juveniles to existing programs and services. In the absence of community services, volunteers could be recruited to develop services such as tutoring.

While the serving of individual youth on a one-to-one basis by a volunteer is not a major recommendation of this report, some modifications are suggested if that service is to be continued. In order to increase the number of youth served, it is suggested that group counseling sessions be used and that individual matching of volunteers and probationers be done only on a limited, highly selective basis. Youth who have previously been described as "low risk" should be considered appropriate for individual or group counseling, and they should be adjudicated delinquent or in need of supervision and be on active probation. The decision to place a youth with volunteers should be made by a Juvenile Court judge or by the Probation Department screening section prior to placement with a regular field probation officer. Administrative responsibility for the youth should rest with the volunteer supervisor and decisions relative to the handling of the youth and termination should be made jointly by the Supervisor and the volunteer in the case of determinate sentencing. In the case of indeterminate sentencing, recommendations should be made to the appropriate judge. Because of the concentrated effort to be expended toward youth being handled by volunteers, efforts should be made to shorten the time spent on probation. In the event of a non-participating

youth or recidivist, the youth should be re-assigned by the screening section to a regular probation officer by the appropriate judge to another alternative.

It is recommended that administrative responsibilities be clearly assigned within the program, and that procedures be established which are understood by all paid personnel. Formal, written procedures for volunteers in each speciality should be prepared and distributed to volunteers. Project personnel should be aware of stated program goals and the objective or methods used to attain them.

Follow-Up/Continuation

At the end of the experimental period, the Volunteer Probation Program applied for and received a bloc grant from the Louisiana Commission on Law Enforcement and Administration of Criminal Justice. The grant was awarded for a period of one year and was subsequently renewed. Present indications are that the program will be awarded third year funding from the LCLE.¹⁶

Many of the recommendations listed previously in this report were implemented with particular emphasis being placed on a broader utilization of volunteers with a wider variety of services. Two major revisions from the pilot program warrant mention here. The first was to limit individual counseling to youth who displayed tendencies toward emotional

¹⁶The two bloc grants awarded through the LCLE were grants #75-C9-9.1-0032 and #77-C9-9.1-0167.

disturbances or mental retardation. The duties of the Direct Service volunteers in those cases was expanded to include working with the families and social serving agencies. In conjunction with this, a contractual arrangement was established with Tulane University to provide psychiatric evaluations to probationers on an outpatient basis. The second major modification was the establishment of an informal handling section through which referrals from the District Attorney's office could be channeled to existing community resources.

According to reports submitted during the bloc grant period, the following data reflects project activities during the first year bloc funding period.¹⁷

- a. About 50 youth were served in a direct service capacity by volunteers during the period. An average of 18 were active per month.
- b. About 100 youth were counseled in group by volunteers during the period or an average of 46 being served during each month.
- c. Approximately 148 psychiatric evaluations were performed.
- d. One youth was identified by project personnel as being rearrested.
- e. Approximately 2,130 referrals were accepted from the District Attorney.
- f. About 45 volunteers per month were actively participating in the program.
- g. The project reported over 6,400 hours contributed by volunteers.

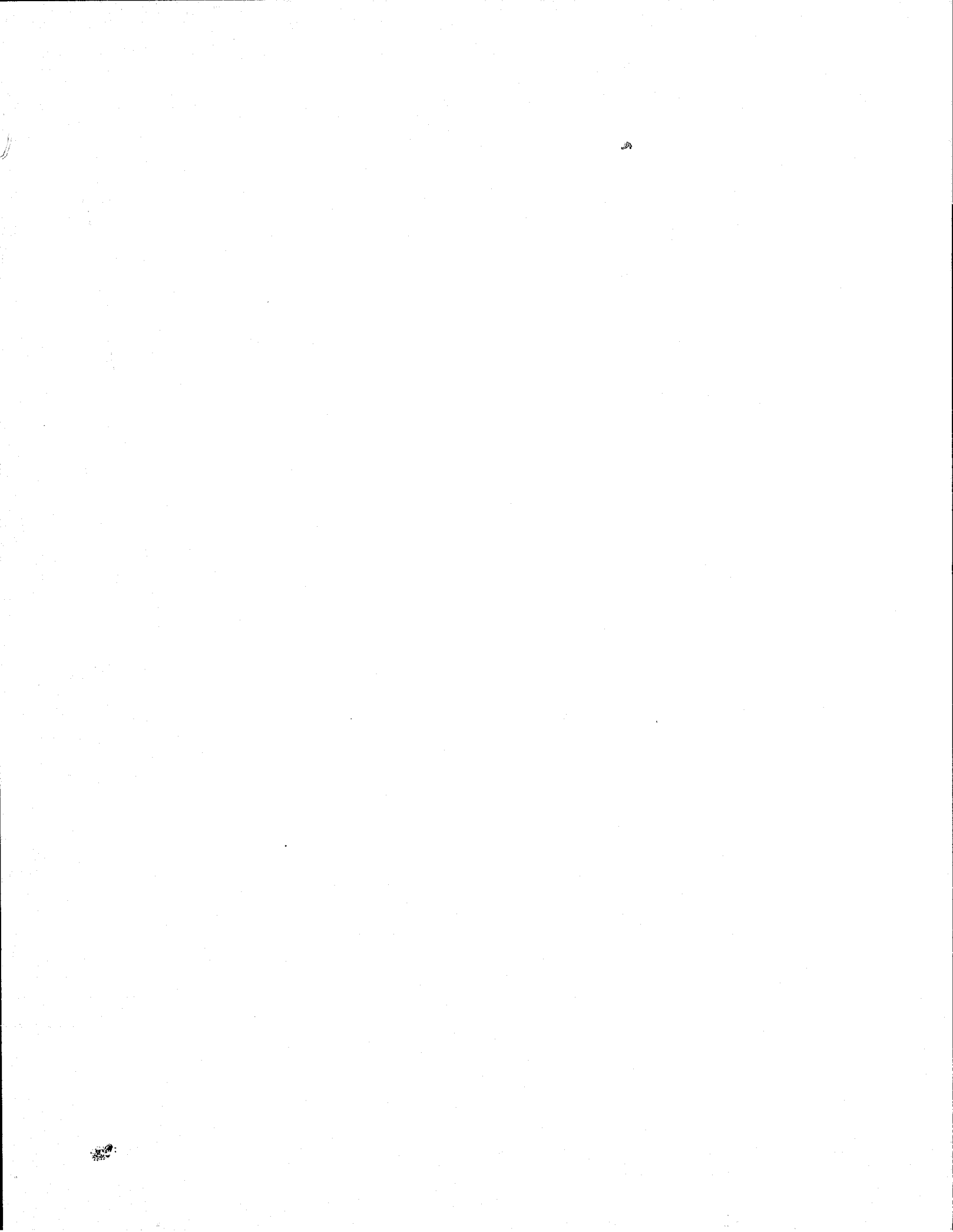
¹⁷No evaluation of this program was required under bloc funding, and no formal monitoring report was prepared. This data was culled from Narrative Progress Reports and has not been verified by the evaluator.

- h. Over 2,200 intake interviews were performed by volunteers.
- i. Over 2,000 follow-ups were completed.
- j. Nearly 600 referrals to community resources were made by volunteers.

BIBLIOGRAPHY

- Berger, Robert J., et. al. Experiment in a Juvenile Court: A Study of a Program Working With Juvenile Probationers. Institute for Social Science Research, University of Michigan, 1975.
- Campbell, Donald T. and Julian C. Stanley. Experimental and Quasi-Experimental Designs for Research. Chicago: Rand McNally, 1963.
- Carroll, Stuart. Volunteers in Juvenile Probation: A Preliminary Evaluation of the Effectiveness of the New Orleans Demonstration Project. New Orleans: MCJCC, 1975.
- Cook, T. J. and F. P. Scioli, Jr. The Effectiveness of Volunteer Programs in the Area of Courts and Corrections. Washington, D. C.: National Science Foundation, 1975.
- Cressey, Donald R. and Robert McDermott. Diversion from the Juvenile Justice System. National Assessment of Juvenile Corrections, University of Michigan, 1973.
- Dixon, Michael C. Juvenile Delinquency Prevention Programs: Report of the Findings of an Evaluation of the Literature. Washington, D. C.: National Science Foundation, 1975.
- Doleschal, E. Criminal Statistics. Rockville, Maryland: National Institute of Mental Health, no date.
- Edlen, Robert J. and Betty Adams. Volunteer Courts: A Child's Helping Hand. Washington, D. C.: LEAA, undated.
- Ellenbogen, Joseph and Beverly Di Gregorio. "Volunteers in Probation Exploring New Dimensions," Judicature, Vol. 58, No. 6, January, 1975, pp. 281-285.
- Finkelstein, M. Marvin. Prosecution in the Juvenile Courts: Guidelines for the Future. Washington, D. C.: LEAA, 1973.
- Goldman, N. The Differential Selection of Juvenile Offenders for Court Appearances. New York: NCCD, 1963.
- Kobetz, Richard W. and Betty Bosarge. Juvenile Justice Administration. Gaithersburg, Md.: IACP, 1973.
- Neithercutt, M. G. and D. M. Gottfredson. Caseload Size Variation and Differences in Probation/Parole Performance. National Center for Juvenile Justice, undated.

- Nettler, Gwynn. Explaining Crime. New York: McGraw Hill, 1974.
- Normandeau, A. "Trends in Robbery as Reflected by Different Indexes," in T. Sellin and M. E. Wolfgang, Delinquency: Selected Studies. New York: John Wiley & Sons, 1969.
- Scheier, Ivan H. and Judith Lake Berry. Guidelines and Standards for the Use of Volunteers in Correctional Programs. Washington, D. C.: LEAA, 1972.
- Sellin, T. and Marvin Wolfgang. The Measurement of Delinquency. New York: John Wiley & Sons, 1964.
- Sternhell, Robert and Stuart Carroll. Target Area Evaluation: A Six Month Report on the Development of Target Area Projects and the Evaluation System. New Orleans: MCJCC, 1974.
- A National Strategy to Reduce Crime. Washington, D. C.: Government Printing Office, 1973.
- The Challenge of Crime in a Free Society. Washington, D. C.: Government Printing Office, 1967.
- Community Crime Prevention. National Advisory Commission on Criminal Justice Standards and Goals, 1973.
- "Juvenile Court Volunteers Shown Ineffective as Officers, Tutors, Counselors," Juvenile Justice Digest, January 30, 1976.
- "Juvenile Delinquency Prevention and Control Act of 1968." Washington, D. C.: HEW.
- New Approaches to the Diversion and Treatment of Juvenile Offenders. Washington, D. C.: Monograph - LEAA, 1973.
- Task Force Report on Juvenile Delinquency and Youth Crime. Washington, D. C.: LEAA, 1967.
- Volunteers and the Rehabilitation of Criminal and Juvenile Offenders. Regal Oaks, Michigan: Volunteers in Probation, Inc., 1972.
- Volunteers in Law Enforcement. Washington, D. C.: LEAA, undated.
- The Volunteer Probation Counselor Program. Washington, D. C.: Exemplary Project Report, LEAA, 1975.



END