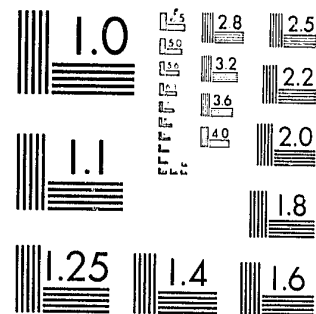


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A STUDY OF THE COSTS AND BENEFITS OF THE WASHINGTON COUNTY RESTITUTION CENTER

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PREPARED BY THE
OREGON LAW ENFORCEMENT COUNCIL

A STUDY OF THE
COSTS AND BENEFITS OF THE
WASHINGTON COUNTY RESTITUTION CENTER

by

Richard A. Jones

and

Clinton Goff

A STUDY OF THE
COSTS AND BENEFITS OF THE
WASHINGTON COUNTY RESTITUTION CENTER

February, 1979

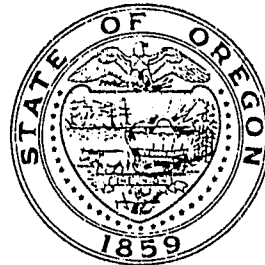
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Governor

James M. Brown
Chairman
Oregon Law Enforcement Council

Keith A. Stubblefield
Administrator
Oregon Law Enforcement Council

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Dr. Clinton Goff, second author and Supervisor of the Evaluation and Research Unit of the Oregon Law Enforcement Council, designed the client information forms and assisted in the evaluation design. Secretaries, LeeAnn Pugh and Jeanne Bittner, typed the report.

For more information regarding this report, contact Richard A. Jones, Program Evaluator, or Clinton Goff, Supervisor, Evaluation and Research Unit, at:

Oregon Law Enforcement Council
2001 Front Street, N.E.
Salem, Oregon 97310
(503) 378-4228

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SUMMARY

Overview

The Washington County Restitution Center was designed to provide an alternative to jail which would allow the jobless, non-violent offender to "pay for his crime" in an honorable way. Relative to jail, the Center was seen as an economic improvement to the community with the residents contributing to their own room and board; the assurances of payment of restitution, fees, and fines; and the economic benefits from the employed contributing to the economy of the community. Center residents were required to agree to gain and maintain employment, to agree to a restitution contract, and to develop a monthly financial plan. They progressed through a nine-step program and with progress and step movement based upon weekly evaluations.

Cost Analysis

Over the operational period of a grant from the Law Enforcement Assistance Administration, the Center maintained an averaged population in residence of six persons. Average expenditures per resident each day were \$35.43. Adjusting these expenditures by the average amount of room and board monies paid by residents reduced the amount by \$3.16 to \$32.27 per resident each day. Local incarceration in Washington's county jail cost \$18.76 per prisoner day during the FY 1976-1977. This incarceration figure did not reflect jail construction costs. The Center leased its facility and this cost was reflected in its expenditures. Adjusting for facility costs by adding a prorated amount for new jail construction to the incarceration figure results in the Center costing about ten dollars a day more per resident. Subtracting the Centers' rent in order to obtain costs for its operations, results in the Center costing about twelve dollars a day more per resident. Had the Center maintained an average resident population at or very near to ten the two would appear to have been cost competitive. The Center residents contributed an average of about ten dollars each day to the economic flow of the community through restitution (financial and community services), fees, fines, savings, allowances and expenses. Therefore, if these contributions were valued in full (100 percent), the Center would have been cost competitive at its average of six residents.

Program Success and Client Characteristics

None of the Center's residents were arrested for new crimes involving property on victims. However, 15 of 36 residents admitted to the Center were returned to jail. Ten of the thirty-six residents had no financial restitution ordered and the amounts for those with an order ranged from \$60 to \$3,000. More of the residents with the lessor amounts of financial restitution ordered successfully completed the program than those with the higher amounts. Eight other variables associated with the residents were analyzed for their relationship with program success and none were found to be statistically significant.

WASHINGTON COUNTY RESTITUTION CENTER: AN OVERVIEW

The Washington County Restitution Center was designed to serve as an alternative to incarceration in jail and to provide a residential setting that would be conducive to rehabilitation of certain property offenders. In 1974, substantial increases in the numbers of property offenders "sitting out" time in the Washington County jail were observed. Many of these offenders were jobless and without training and were seen with an obvious need for job placement services. Further, project proponents felt that the percentage of recovered stolen property or recovered costs of such property was too low.

Although the Washington County's Department of Public Safety had been providing a misdemeanor and work release program, such early conditional release was not considered appropriate for many of the offenders. It was felt, however, that some of these offenders could be placed in and benefit from a highly supervised residential center within the community. The Washington County Restitution Center was proposed as a means to reduce crowding jail conditions while allowing the jobless, non-violent offender to "pay for his crime" in an honorable way.

A grant application for the Restitution Center was submitted to the Oregon Law Enforcement Council (OLEC) on March 3, 1975. Pursuant to advice from Council staff a request for funds direct from the Law Enforcement Assistance Administration (LEAA) was resubmitted a few days later. The Center was funded for two years as part of a special LEAA, five-part Comprehensive Offender Program Effort (COPE). The goal of COPE was to provide a better integrated approach for the allocation of resources to enhance the rehabilitation of criminal justice target groups. The Washington County Restitution Center award was made to the County Department of Public Safety while four other COPE grants were made to the Corrections Division, State of Oregon.

Goals for the Restitution Center, upon application, were (1) to lower the recidivism rate for property offenders and (2) to lower the percentage of unrecovered property costs for victims. Rates were not established for either goal. Residents were to receive intensive counseling and job placement services. Special services and treatment were to be provided under contract. It was also anticipated that the Center would utilize volunteers from the community to work with and assist the residents.

Restitution was defined as payments of either services or money by an offender to the victim of a crime. It was theorized that restitution creates a clear and explicit goal for the offender with the job placement services providing the means for the unemployed to make the goal obtainable. Restitution requires active participation on the part of the offender in his own rehabilitation. This participation was considered to be absolutely necessary in order to increase the offender's self-esteem and to help him become a responsible and worthwhile member of society.

In addition to the Center being a rehabilitation improvement over jail, it was also anticipated that it would result in an economic improvement to the community. The economic improvement was purported to arise from the savings in direct costs from the residents contributing toward their own room and board; the assurance of payments of restitution, fees, and fines and the more indirect economic benefits by the employed contributing to the economy of the community.

Project Implementation

Delays in the implementation of the Restitution Center were numerous. LEAA notification of award of the funds was received in October of 1975, approximately six months after the submission of the application. In response to apprehension expressed at a public hearing, the local city planning commission voted against a special use permit for the initial Center site. Three months after the notification of award, another site in another city was found suitable by project proponents; but again, subsequent to public hearing, that city's planning commission also voted against the second proposed site. Finally, a location was selected and approved nine months after notification of the award. However, prior to occupancy at the approved site, various building code requirements had to be satisfied and a lease secured. The Center became ready for occupancy in October of 1976, one year after the grant award and approximately fifteen months after the start of the site selection process.

The Center, as originally conceived, was to employ a live-in residence manager, a one-half time assistant manager, a counselor, a secretary and part-time cook. The county was unable to recruit a live-in manager. This necessitated hiring an additional full-time night manager to ensure 24-hour supervision. Several staff positions were reclassified to eventually include a counselor/manager and three full-time relief managers. One change in the project director position occurred shortly after the award and another change occurred shortly after the Center began admitting residents. During the latter change, the sheriff's office maintained operations and provided the necessary continuity. Of the positions directly funded in whole or in part from the grant the secretarial position was the only position that did not undergo a change in personnel.

Prior to occupancy and in accordance with legislation passed by the 1975 Regular Session, a citizens advisory committee was appointed by the city council of jurisdiction. At their first meeting, the members demonstrated their interest in participation and agreed to rotate one position on the initial screening interview of prospective residents. The committee also recommended that stiff and immediate consequences be imposed for failure to abide by proper community conduct and house rules and regulations which the committee had helped develop. The seemingly unfortunate aspect of this participation by these community volunteers was that it narrowed the pool of prospective residents. Anyone with any history of behavior which might be considered threatening was precluded from the program. Although the criteria for admittance broadened over the period of the grant, the numbers of persons in residence over much of the time was less than had been anticipated.

During February of 1977, approximately four months after the Center received its first resident, the project was monitored by the Seattle Regional Office of LEAA. The monitor observed the delays associated with the project and the concessions that had been made on the type of offender accepted. In May of 1977, the Regional Office gave notice of its intent to terminate the grant on the basis that the Center had not been, and would not be able to, operate in a cost-effective manner. The site visit had been most untimely. The project proponents, having taken corrective action, appealed the decision. Subsequent to a second site visit, the Regional Office suspended the termination procedures and amended the grant requiring the OLEC to develop an evaluation design for a cost benefit analysis.

Participant Selection and Program Contract

Once the offenders are referred to the Center, either by the criminal courts in Washington County or by the Washington County Department of Public Safety, the offenders are screened by staff to ensure they have had no recent history of violence. During the screening process restitution contracts are developed specifying the amount of restitution and how the restitution is to be paid or in what manner personal services are to be provided. The contracts, mutually agreed upon by all parties, include the offender, the Center staff, the sentencing judge or captain of the jail and wherever possible the victims, depending upon their willingness to become involved.

As originally conceptualized the treatment program was divided into three distinct stages. At the first stage the offender was to have very limited privileges; he must secure employment and develop a personal monthly financial plan. In the second stage the resident was to become self-sufficient and participate in all aspects of the Center. At the third stage, the offender could move out into the community but would continue working toward final completion of his contract. Thereafter, the Center could request, if appropriate, early termination of probation or parole.

The treatment program later evolved into a nine-step program. Resident responsibilities and privileges are specified for each program step. Movements from one step to another are based upon weekly evaluations performed by the other residents; these evaluations may be amended by Center staff. Privileges granted are personal telephone calls, visits, passes, and participation in group activities. The house rules, policies, general agreements and step requirements are contained in a manual entitled "Restitution Center Treatment Plan."

Project Continuation

Subsequent to the termination of the LEAA grant on March 31, 1978, the Restitution Center was continued by the county. The Center was later fully incorporated into the Washington County Community Corrections Plan (October, 1978). Under this Plan, the Center will be moved and expanded to a new twenty-five bed facility; the existing facility is to become a Women's Center. The Men's Center will be served by an eight and one-half (FTE) person staff (a manager, five resident supervisors, a resident counselor, a cook, and a half-time clerk). The Women's Center will have six and one-half person staff (a manager, four resident supervisors, a resident counselor and half-time clerk). The plan estimated the combined average daily cost to the county for each resident at \$23.15 for the Fiscal Year 1978-1979.

COST ANALYSIS

The Restitution Center was developed as an alternative to incarceration. Jails, unlike residential centers or halfway houses, are capital intensive and can be characterized by high construction costs. Jails provide much of their security through their physical construction whereas the Center provides security by its supervision. Although opinions vary, incarceration in a maximum security facility, jail or prison, is generally associated with punishment and deterrence. The Center is based upon a meld of rehabilitation and restitution operations.

As with many new programs, the point in time that the Center should be considered to have been fully operational is a subjective matter. Much of the Center's efforts over the grant period were directed towards site selection, staffing, and procedures development. The Center experienced delays in implementation due to apprehension in the community which, at least at first, placed additional restrictions on client selection. The point in time that the Center first begins to receive residents appears on a subjective basis to be the earliest point that a cost comparison could reasonably be made. The first resident was received on October 25, 1976.

Expenditures

As with most projects funded in part with OLEC grants, the Center submitted reports of its expenditures each month. The monthly reports provide an accurate description of expenses by major budget categories. From November 1, 1976 through the date of grant termination, March 31, 1978, the project expended a total of \$109,864. Over this seventeen month period, the average expenditures each month (mean) was \$6,462.58. The expenditures by major budget category and the percentage of the total are presented in Table 1. The subtotal for personnel costs is also shown and makes up 74 percent of the total. In comparison, during the fiscal year 1976-1977 approximately 72 percent of the total actual expenses for the county jail were for personnel expenses.

Table 1. Restitution Center Expenditures from November 1, 1976 through March 31, 1978.

Budget Categories	Percentage	Total Expenditures (17 Months)	Average Monthly Expenditures
Personnel	57.7%	\$ 63,357	\$3,726.88
Fringe Benefits	16.0%	17,560	1,032.94
Total Personnel	73.7%	\$ 80,917	\$4,759.82
Travel	0.3%	384	22.59
Equipment	3.3%	3,671	215.94
Supplies	7.2%	7,952	467.76
Contractual	5.9%	6,522	383.65
Construction	--	-0-	-0-
Other	9.5%	10,418	612.82
Indirect Charges	--	-0-	-0-
Total Non-Personnel	26.3%	\$ 28,947	\$1,702.76
TOTAL	100.0%	\$109,864	\$6,462.58

Typical expenditures for incarceration run between \$17 to \$21 each day per prisoner. For the current biennium, the Legislature fixed the cost per day at \$20.69 per person for purposes of Oregon's Community Corrections Act. The reported costs in the Washington County Jail for 1975 were \$17.32 per incarceration day. In the fiscal year 1976-1977, the Washington County Department of Public Safety estimated costs at \$18.76 per incarceration day.

The total expenses for the Center per person-day are, with little doubt, higher than expenditures per person-day for incarceration in jail. During this seventeen-month period, the Center received a total of 36 residents who accumulated 102 person-months at the Center during this time period. The computed mean population over the entire seventeen-month period was 6.0 persons. Assuming there was an average of 30.4 days in a month, the expenditures were calculated to have been \$35.43 per person each day.

The Restitution Center was originally to have a ten-man capacity. However, the Center did not begin to reach full capacity until the last six months of this seventeen-month period of the project. Initially, prospective residents were apparently screened to such strict risk criteria that there were simply not enough candidates who could qualify. This situation changed over time as the Center was able to demonstrate that it posed little risk to the community residents. Secondly, the Center was limited to a capacity of eight residents until certain building improvements were made. Approval for use for a ten-man residency was made during the latter part of the seventeen-month period.

Expected Effects of Average Daily Population

Operating short of its anticipated capacity, expenditures per resident can be expected to be greater than when the Center is operating at full capacity. Much of the Center's expenditures should be relatively fixed and not reflect small variations in the number of residents. For instance, personnel costs, rent, travel, equipment and most categories of expenditures should not vary with small variations in the number of residents. Whereas certain costs, such as food and individual treatment services, should be directly related to the number of residents.

Within the framework of fixed and variable costs, Table 2 demonstrates the expected effects of average daily population on the average expenditures per person per day. The daily expenditures per person for the project period are shown for its average daily population (ADP) of 6.0 along with estimates of the daily expenditures at an ADP of 7.0, 8.0, 9.0 and 10.0. The estimates were derived by proportionately adjusting the monthly average expenditures in the budget categories of Supplies and Contractual to the number of residents.¹ As seen in Table 2, the estimates of the expenditures (although considerably reduced) at the full ten-man occupancy remain greater (\$23.13 person-day) than the expenditures for operating the jail (\$18.76 person-day).

¹Although expenditures for food is contained within the budget category of Supplies, the category also contains expenditures for other supplies, such as office supplies, which would not be expected to directly vary with the number of residents. Likewise, certain expenditures within contractual expenses, from which costs for alcohol and drug testing services were paid, would not vary with nominal changes in the number of residents. However, some expenditures within the categories of Equipment and Other may increase to some degree with the population. Thus, adjusting only the two categories of Supplies and Contractual is an approximation considered reasonable.

Table 2. Estimated Effects of Average Daily Population on The Restitution Center's Daily Expenditures Per Person.

Average Daily Population	Estimated Expenditures	
	Monthly	Daily Per Person
6	\$6,462.58	\$35.43
7	6,604.48	31.04
8	6,746.38	27.74
9	6,888.29	25.18
10	7,030.19	23.13

Adjustments for Room and Board

The residents of the Restitution Center also contributed to their own room and board. Initially, they were to contribute one-fourth of their income but not less than \$12.50 each week. The amount was later set at \$3.50 a day. The room and board monies were collected by the county, presumably to offset their costs, but were not included in the Center's budget as a reduction in expenditures. During the seventeen-month period, there was \$9,809 collected for room and board.² At the calculated average population of six persons, the average room and board collected each day from each resident was \$3.16. If these monies had been treated as a reduction in expenditures, then the expenditures per person each day would have dropped to \$32.27. In Table 3 the estimates of expenditures at the increased number of residents is shown as reduced by the average amount collected for room and board.

Table 3. Adjustment for Room and Board on the Restitution Center's Estimated Expenditures at Population Levels 6 Through 10.

Average Daily Population	Estimated Expenditures Reduced by Room and Board	
	Monthly	Daily Per Person
6	\$5,885.59	\$32.27
7	5,932.03	27.88
8	5,977.85	24.58
9	6,023.71	22.02
10	6,069.55	19.97

²Pro-rated for residents in the Center at the close of this seventeen-month period.

Adjustments For Facility Costs

Directly comparing the expenditures for operating the jail with the expenditures for operating the Restitution Center may not be a fair comparison. Much of the security provided by a jail is physical and built in at construction. Residential Centers must provide their security through other means. The facility costs for the Center were included within the Center's budget inasmuch as the facility was being leased. Ideally then, the jail's facility costs should be added to its operations costs for a comparison with these total expenditures for the Restitution Center.

Current costs for jails recently under construction, fully equipped with modern electronics and incorporating national recommended standards, run about \$100 to \$119 per sq. ft. with the total space about 400 to 450 sq. ft. per prisoner.³ These ranges, which exclude land acquisition, correspond to a low of \$40,000 per bed to a high of \$53,550. In 1976, and for purposes associated with the Oregon Corrections Master Plan, an architectural firm estimated that the cost of construction of a 504 person facility (in 1977 dollars and exclusive of land acquisition costs) would be \$23,700,000. This estimate corresponds to \$47,024 per person.

Whatever construction costs, it obviously would not be fair to add the full cost of construction to the first year of operating costs for a jail--just as it does not seem fair to disregard these costs and thereby favorably bias jails. As an example of how construction costs might affect the unknown total costs of a jail, Table 4 spreads hypothetical construction costs of \$40,000 per prisoner over 20 to 40 years in 5 year increments with no interest or discount. As shown, the "hypothetical total jail costs" with construction pro-rated at 20 years (\$24.19) would still be considerably less than the cost per person-day in the Restitution Center at the average population of six residents.

Table 4. Hypothetical Jail Construction Costs Pro-Rated Over 20 to 40 Years In Five-Year Increments.

Years Pro-Rated	Jail Construction Costs Per Day (\$40,000 per person)	Total Jail Costs Each Day (\$18.76 Operations Plus Construction Cost) Per Person
20	\$5.48	\$24.19
25	\$4.38	\$23.09
30	\$3.65	\$22.36
35	\$3.13	\$21.84
40	\$2.74	\$21.49

³Provided by the Jail Inspection and Misdemeanant Services Unit of the Corrections Division, Department of Human Resources, State of Oregon.

At the calculated average population of six persons, and with the hypothetical new jail construction costs amortized over 30 years, the difference in the daily adjusted costs per person would be just under ten dollars each day (\$32.27 - \$22.36 = \$9.91). Had the Center been able to maintain 90.0 percent of its full ten-person capacity over the entire seventeen months, it appears that it would have been cost competitive on a daily expenditure basis with local incarceration if the hypothetical new jail construction costs were amortized over approximately 30 years. Although the Center did not compile its population on a regular basis during the entire period, the records on each client show that the Center probably averaged around nine residents during the last six months of this period.

Another approach to looking at the costs for the jail and the Center would be to compare the operation costs exclusive of facility costs. Although this seems less desirable because it would not take into account the high construction cost for the jail, the end result is not much different than adding the pro-rated hypothetical jail construction costs. The rent for the Restitution Center was reported at \$295 per month. Subtracting this amount from the monthly average expenditures as adjusted by room and board results in an average expenditure for operations of \$5,590.59. On Table 5 the estimated expenditures for operations (average adjusted expenditures minus rental costs) at populations 6 through 10 are shown per person each day.

Table 5. Estimated Expenditures for Restitution Center Operations (Exclusive of Rent) at Population Levels 6 through 10.

Average Populations	Estimated Expenditures For Operations Reduced by Room and Board	
	Monthly	Daily Per Person
6	\$5,590.59	\$30.65
7	5,637.03	26.49
8	5,682.85	23.37
9	5,728.71	20.94
10	5,774.55	19.00

At the calculated average population of six persons over the grant period that the Center was in operation, the average cost for operations at the Center was about twelve dollars more each day per person than the costs for operations of the jail (\$30.65 - \$18.76 = \$11.89). Based upon the estimated expenditures for the Center, the costs for its operations at full occupancy (\$19.00) would have been competitive with the costs for operation of the jail (\$18.76).

Economic Benefits to the Community

The Restitution Center, as an alternative to incarceration, contributes in several ways to the economy of the general community. Residents are required to gain and maintain employment. Most of the residents upon entry are considered to be in need of job placement services, rarely having a job prior to admittance, and unable to meet their routine financial obligations due to a lack of basic financial management skills. The residents who complete the program must learn and be able to demonstrate that they have or will become self-sufficient.

The average amount of economic contributions made by each of the 36 residents is shown in Table 6 along with the average amount contributed for each month and day of residency. The amounts shown for restitution and fines includes some money paid prior and subsequent to residency. Some of the residents had not completed paying for restitution upon completion of their residency but continued paying through the Center while remaining in the program, and some had apparently paid some of the court ordered restitution prior to admittance.

Table 6. Economic Contributions of the Restitution Center Residents to the Community.

Source	Mean Per Resident	Mean Per Person Per Month Of Residency	Mean Per Person Per Day Of Residency
Restitution paid	\$ 321.83	\$ 95.75	\$ 3.15
Fines paid	\$ 75.44	\$ 21.55	\$.71
Community Service	\$ 75.39	\$ 22.43	\$.74
Savings	\$ 288.77	\$ 79.97	\$ 2.63
Allowances and Expenses	\$ 309.69	\$ 92.14	\$ 3.03
Total	\$1,048.12	\$311.84	\$10.26

The dollar amounts for community service were assigned by the Center's staff and represent an average of \$2.70/hr. for an average of 8.3 hours of community service each month by each resident. Some of the residents paid outstanding bills and obligations out of their allowances and expenses.

All residents participated in performing the community services, which were coordinated through the local volunteer bureau. Therefore, the community services should not have displaced the regular employed inasmuch as the work was all volunteer. The residents average income was small by most standards. The kinds of jobs appear to have been typically unskilled to semi-skilled labor. Often the residents employment was part-time and intermittent. Nevertheless, the residents were working and contributing to the community.

PROGRAM SUCCESS AND CLIENT CHARACTERISTICS

As of March 31, 1978, there were thirty-six persons who had resided at the Restitution Center. Out of these thirty-six, there were twenty-one (58 percent) who successfully completed the program. None of the fifteen whose residency was revoked were returned to jail for reasons of criminal activities involving victims or property. Although three residents absconded, all were subsequently apprehended. Most of the unsuccessful terminations were for reasons associated with failing to abide by the rules of the Center, although explicit reasons for the revocations were not included on the forms used to collect the client information.

One of two major goals for the Restitution Center was to lower the recidivism rate for property offenders. Had recidivism been defined as subsequent criminal activity, particularly crime involving victims or property, then this goal must be considered to have been achieved by virtue of the fact that none of the Center's residents have as yet been rearrested for such crimes. Had recidivism been defined so as to include revocations for rule violations, then it is doubtful that the observed revocation rate would have been lower than some comparison rate. However, an opinion was expressed to the effect that the Center's strict enforcement of its rules, with immediate revocations for violations, contributed to the project's success by establishing an intolerance for any and all behavior deemed not acceptable.

The second major goal for the Center was to lower the percentage of unrecovered property costs for victims. All residents have been required to maintain employment and pay against whatever financial restitution was ordered. Little more could be done. Therefore, there is no practical alternative but to also consider this goal having been met, at least, to the degree possible.

Although restitution has been the core of the Center, not all of the residents had financial restitution ordered. Ten of the thirty-six residents had no financial restitution ordered and the amounts for those with an order ranged from \$60 to \$3,000. The second highest amount ordered was \$1,599. The project included within their definition of restitution the amounts ordered for the attorneys fees and court costs. Nine of the thirty-six residents had some fine to pay, with five of these nine also having some restitution. The amounts of the fines ranged from \$110 to \$650 with a total of \$2,965. Six of the residents had neither fine nor restitution. The total amount of financial restitution ordered for all residents was \$20,783. The mean amount ordered for the twenty-six with restitution was \$799.34 and the mean for all including those with none ordered was \$577.31. The median (mid-point) amount of restitution ordered for the twenty-six with restitution was about \$579 (\$570-587) and the median amount for all thirty-six residents was about \$264 (\$248-280).

Residents with the lessor amounts of financial restitution more often successfully completed the program than those with the higher amounts. This finding is shown in Table 7 which depicts the percentage of the residents successfully completing the program with restitution amounts greater and lower than \$264.⁴ Seven of the ten (70 percent) who had no financial restitution ordered completed the program while 53.8 percent of those with some financial restitution ordered completed the program. Within the latter group, only 38.5 percent of the residents with ordered amounts greater than \$579 completed the program.

⁴The difference between these two percentages was found statistically significant at the ninety-five percent confidence level.

The employment aspect of this program should have economic benefits beyond that which has been shown. Most of the residents were considered to have been jobless or otherwise incapable of financial self-sufficiency. Therefore, it may be reasonably concluded that those residents were or would have been surviving through private or public assistance or possibly illegitimate means. Their employment then may not only represent a new economic contribution to the community, but also may represent the removal of a financial burden. Further, the economic contribution made by the residents who successfully completed the program could, for the most part, be expected to continue beyond their involvement in the program.

Conclusions

Over the operational period of the grant, the Restitution Center's calculated average population was six residents. With six residents, the Restitution Center was not cost competitive on an expenditure basis with the county jail. After adjusting for room and board monies collected and adjusting for the facilities costs by adding a pro-rated amount for construction to jail costs, the Center was costing about \$10 a day more per resident than local incarceration. Subtracting the facility costs for the Center (rent) and comparing the two costs for operations, the Center's operations costs was about \$12 more per day per person than local incarceration. However, at or near its capacity of ten residents, which appeared to have been the case for about the last six months, the adjusted costs for the Center appear to have been competitive.

The Center residents contributed an average of about ten dollars each day to the economic flow of the community. Therefore, if all of this amount were considered to be an economic benefit (100%) the Center would have been cost competitive at its average of six residents over the operational period of the grant.

The economic benefits to the community may extend beyond that supported by the collected data. Those previously jobless, now self-sufficient, may have been receiving private or public assistance and represented a previous financial burden with some real former cost to the community. Further, it would not seem unreasonable to assume, that for many, the economic contribution would continue in time past each resident's involvement in the program.

Table 7. Percentages of Residents Successfully Completing the Program with Amounts of Restitution Above and Below the Median Amount of Restitution.

Amounts of Restitution:	Completed Program %	Residency Revoked %	Number of Residents
Over \$264	38.9%	61.1%	18
Under \$264	77.8%	22.2%	18

Eight other variables or characteristics associated with the residents were analyzed for their relationship with program success. None of the characteristics shown in Table 8--number of Prior Convictions, type of Instant Offense, Marital Status, Age, Education, Alcohol, and Drug Assessments, nor Order of Admittance--were found to be statistically significant.⁵

Had any of the other eight variables been found related to program success, then it would have been possible to postulate that the amounts of restitution ordered was associated with that variable and that the restitution amount was irrelevant. For instance, if Age had been related to program success and the restitution amount had been dependent upon age, then the restitution amount could be spuriously related to program success. Lacking a significant relation between program success and any of the other variables there is no basis from the data to suggest this kind of explanation. It had been suggested that the larger amounts are too large of a financial obligation for some of the residents; that is, it would take too long to pay it off. Possibly, the amounts were greater than what some of the residents believed to have been fair. No data was collected which would support or fail to support either notion.

⁵If there had been some prior basis for expecting that persons known to be single would not as often complete the program, then Marital Status would have been statistically significant at the 95 percent confidence level (one-tailed test). Lacking an established basis for such a hypotheses the percentage differences were not significant (two-tailed test).

Table 8. Characteristics of Residents and Program Success.

	Completed Program %	Residency Revoked %	Number of Residents	Percent Total
Prior Convictions				
Four or more	52.9%	47.1%	17	47.2%
Three or less	63.2%	36.8%	19	52.8%
Instant Offense Type				
Property	50.0%	50.0%	18	50.0%
Other non-violent	66.7%	33.3%	18	50.0%
Marital Status				
Single	45.0%	55.0%	20	55.6%
Married, separated, divorced, or unknown	75.0%	25.0%	16	44.4%
Age				
22 and over	63.2%	36.8%	19	52.8%
21 and under	52.9%	47.1%	17	47.2%
Education				
No degree	50.0%	50.0%	14	40.0%
Some degree	61.9%	38.1%	21	60.0%
Alcohol at Entry				
Problem	61.5%	38.5%	13	36.1%
No problem/self controlled	50.0%	50.0%	12	33.3%
Unknown	63.6%	36.4%	11	30.6%
Drugs at Entry				
Problem	100.0%	---	2	05.6%
No problem/self controlled	66.7%	33.3%	12	33.3%
Unknown	50.0%	50.0%	22	61.1%
Order of Admittance				
First 18 residents	50.0%	50.0%	18	50.0%
Second 18 residents	66.7%	33.3%	18	50.0%

Conclusion

Inasmuch as none of the Center's residents were arrested for any new crimes involving property or victims, the program could be considered to be completely successful, especially as an alternative to jail. That some (fifteen) residents were returned to jail does not mean in itself that the program was a failure for those residents. Most of the revocations were for violations of the Center's rules and the strict enforcement policy may have contributed to the Center's ultimate success by establishing an intolerance for inappropriate behavior. Some success may also be attributed to the fact that the Center became operational, admitted residents and was ultimately assumed by the community. The project provided a way for some convicted offenders who are apparently without economic means to meet the conditions of their sentence (restitution and fines). There is no obvious benefit from ordering that restitution be made by someone who is incapable of making the restitution. With the Restitution Center, the courts, in theory, may apply an order of restitution wherever it deems appropriate with at least less concern for the ability to pay.

The finding that residents with the higher amounts of restitution ordered did not complete the program as often as those with lower amounts ordered is perplexing. Eight other variables were analyzed for their relationship with program success and none were found significant. Perhaps this particular finding was somehow uniquely associated with the Center's first 17 months of operation with these residents and, therefore, may not reoccur in the future. Regardless, it would seem prudent sometime in the future, to at least examine the amounts ordered in terms of program success for the county's subsequent Center residents.

APPENDIX A

Resident Characteristics and Program Success

Characteristic	Frequency of Terminations		
	Successful	Unsuccessful	Total
Marital Status			
Single	9	11	20
Married	3	2	5
Separated	2	1	3
Divorced	5	1	6
Unknown	2	0	2
Education			
Grade 8	1	0	1
9	2	0	2
10	1	2	3
11	3	5	8
12	7	5	12
GED	3	3	6
Some college	2	0	1
College Grad.	1	0	1
Unknown	1	0	1
Prior Criminal Convictions			
No prior	0	1	1
One misdemeanor	1	1	2
More than one misdemeanor	7	3	10
One felony	1	1	2
More than one felony	1	1	2
At least one felony and one misdemeanor	11	8	19
Alcohol Assessment At Entry			
Abusing and lacks incentive for treatment	5	4	9
Abusing and lacks finances for treatment	0	1	1
Referred for treatment	3	0	3
Problem self controlled	1	0	1
No problem	5	6	11
Unknown	7	4	11

APPENDIX A (Continued)

Resident Characteristics and Program Success

<u>Characteristic</u>	<u>Frequency of Terminations</u>		<u>Total</u>
	<u>Successful</u>	<u>Unsuccessful</u>	
Drug Assessment at Entry			
Referred for treatment	2	0	2
Problem self controlled	2	1	3
Never had problem	6	3	9
Unknown	11	11	22
Instant Offense			
Unauthorized Use of Motor Vehicle	4	4	8
Theft I	3	1	4
Criminal Mischief II	1	0	1
Forgery	1	3	4
Burglary	0	1	1
Criminal Traffic	6	5	11
Indecent Exposure	1	0	1
Criminal Non-Support	2	1	3
Criminal Activity In Drugs	3	0	3

END