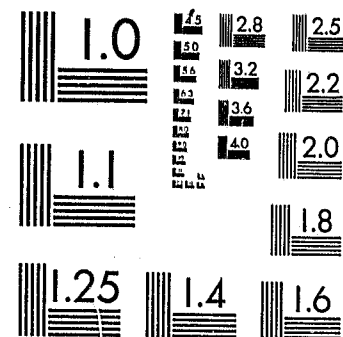


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City of New Orleans
The Mayor's Criminal
Justice Coordinating Council

May, 1981

RESTITUTION FOR
JUVENILES:
A FINAL EVALUATION
REPORT ON THE ORLEANS
PARISH JUVENILE COURT
JUVENILE RESTITUTION
PROJECT

Gilbert D. Litton, Jr., Director of Evaluation
Stephen M. Hunt, Evaluator

MAYOR ERNEST N. MORIAL, Chairman
Michael Bagnaris, Vice Chairman
Frank R. Sarpas, Jr., Executive Director

✓
FINAL EVALUATION OF THE
ORLEANS PARISH JUVENILE COURT
JUVENILE RESTITUTION PROJECT

Prepared by
The Mayor's Criminal Justice
Coordinating Council

May 1981

Frank R. Serpas, Jr., Executive Director
Gilbert D. Litton, Jr., Director of Evaluation
Stephen M. Hunt, Evaluator

The Orleans Parish Juvenile Court Juvenile
Restitution Project was funded by the
OFFICE OF JUVENILE JUSTICE
AND DELINQUENCY PREVENTION

U.S. Department of Justice
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ACQUISITION

MAYOR'S CRIMINAL JUSTICE COORDINATING COUNCIL

EVALUATION

PROJECT: Orleans Parish Juvenile Court Juvenile Restitution Project

PROJECT NUMBER: 78-ED-AX-0159

FUNDING SOURCE: Office of Juvenile Justice and Delinquency
Prevention

SUBGRANTEE: City of New Orleans

OPERATING AGENCY: Orleans Parish Juvenile Court

PERIOD OF GRANT REPORT: December 1, 1978 - December 31, 1980

DATE OF REPORT: May, 1981

PREPARED BY: Stephen M. Hunt
Gilbert D. Litton, Jr.

EVALUATION ASSISTANCE: Gladys Anderson, Typist

CUMMULATIVE GRANT AWARD:	O.J.J.D.P.	\$499,147
	Operating Agency Match	55,461
	Total	\$554,608

PROJECT PERSONNEL: Judge Joan B. Armstrong, Project Director
Adele Lowe, Program Coordinator

AUTHORIZED OFFICIAL: Ernest N. Morial, Mayor
City of New Orleans

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I. INTRODUCTION

The Orleans Parish Juvenile Court Juvenile Restitution Project was funded by a two-year grant from the Office of Juvenile Justice and Delinquency Prevention (O.J.J.D.P.). The Juvenile Restitution Project is one of eighty-five restitution projects funded under the National Juvenile Restitution Initiative, a three-year \$30,000,000.00 program. This second year preliminary impact evaluation¹ is cumulative in scope and covers the first 25 months of program funding from 12-1-78 to 12-31-80. In late 1980, the project received a no cost extension based on unexpended funds for continued operations through September 15, 1981.

A. Goals and Objectives

The following goals and objectives were stipulated in the original grant application:

GOALS

1. Provide a comprehensive program of restitution alternatives for (140) adjudicated delinquents annually.
2. Through a program of restitution, to increase the confidence of victims of juvenile crime in the juvenile justice system.
3. Decrease the number of commitments to the Department of Corrections by 15% over a (3) year period.

¹For a full discussion of program development and implementation activities see Restitution for Juveniles: A Process Evaluation Report on the Orleans Parish Juvenile Court Juvenile Restitution Project, Mayor's Criminal Justice Coordinating Council, Stephen M. Hunt, February 1980.

4. Decrease recidivism among program participants by 25% as compared to comparable youth not involved in the program. Recidivism here means adjudication as delinquent during a one year period after leaving the program.

OBJECTIVES

1. Provide direct monetary restitution to (100) victims of juvenile crime annually in New Orleans.
2. Provide indirect restitution to 40 victims of juvenile crime annually in New Orleans through contributions to recognized community funds.
3. To provide increased counseling, recreational and educational services to participating juvenile offenders.
4. To increase the number of effective dispositional alternatives available to Juvenile Court by strengthening existing youth service agencies through the support of the Restitution Program.
5. To provide the public with information on the program aimed at increasing public awareness of and confidence in the juvenile system.
6. To increase the employability of participating youth through work-training experience, education and pre-vocational training.

B. Program Methodology

The Juvenile Restitution Project was designed to process approximately 140 youths per year and to serve a maximum of 90 participants at any given time. Initially, program personnel determined that each youth was to remain in the program for twelve months, although some exited after six months for good behavior and others were terminated for bad behavior when necessary. In March 1980, this policy was changed so that the length of project participation is individually determined for each participant based on the amount of restitution to be paid, the hours to be worked, and other factors.

After referral by the court and acceptance by the project, the participants are assigned to either of two Youth Serving Agencies Y.S.A.'s)- St. Mark's Community Center or Kingsley House-where employment, placement, and other services are arranged.

Funds in the form of stipends compensating participants for subsidized employment, as well as payments to victims for restitution, were provided by the grant. Participants working in subsidized employment were paid with grant funds and, although it appeared that these youth paid victims from their earnings, all restitution payments were made from grant funds. Initially, participants were required to work an average of five hours each week and received a stipend of \$30 per month, which included food money and an incentive allowance. Additionally, bus tokens were provided if necessary. The youth were informed that their work was

community service restitution and the balance of their earnings after deduction of the incentive allowance would be used to repay the victim.

Until February 1980, the victim was repayed with grant funds after the participant was accepted and the youth "reimbursed" the project. However, after February 1980, victims were reimbursed out of the participants earnings and the method of determining monthly restitution payments and incentive allowance payments was revised to permit variable payment plans primarily dependent upon the number of hours to be worked and the amount of restitution owed.

C. Data Collection and Analysis

The evaluation design submitted by the Mayor's Criminal Justice Coordinating Council (M.C.J.C.C.), together with the original grant application to O.J.J.D.P., provide the structure for this evaluation.

1. Process Measures

The first year process evaluation² of the Juvenile Restitution Project included an analysis of many implementation activities. All process and procedural activities are analyzed and up-dated in this final evaluation. In addition, comparisons of those activities are made based on several appropriate time divisions. Finally, significant changes during program operations are identified.

²Ibid.

2. Impact Measures

In addition to updated implementation activities, this second year preliminary impact evaluation includes some outcome or impact measures. More specifically, the evaluation assesses the impact on victims in terms of their satisfaction with this type of redress and on offenders in terms of program failure rates and levels of arrests and convictions during and after program participation. Long term recidivism rates cannot be analyzed in this evaluation because only five participants completed the program as of 12/31/79. This number is insufficient to draw any conclusions.

D. Changes in Project Components

In April 1980, Douglas Dodge, O.J.J.D.P. program monitor, made a site visit to New Orleans. At the time of this visit, several meetings were held with Mr. Dodge, project staff, and members of the M.C.J.C.C. As a result of these meetings, some procedural changes were made which became effective the following month:

1. The selection criteria was revised to assist in selecting more "serious" referrals; and,

2. The Youth Serving Agencies were prohibited from providing recreational or educational services to participants, as well as any other services not specifically geared to employment.

In addition, a series of discussions was held in April, May, and June 1980, between the program staff, the Y.S.A.'s, and staff at the M.C.J.C.C. relative to the merits of retaining the Y.S.A.'s at a reduced level of services or having the program provide those services internally. It was ultimately decided by Juvenile Court that the project would retain the contracts with the Y.S.A.'s and the contracts continued in effect for the duration of the period covered by this evaluation. (See Appendix E.)

E. The Process Evaluation

In February 1980, a process evaluation of the project, which covered the period 12-1-78 to 12-31-79, was completed.³ That evaluation discussed in detail all components of the Restitution Project including: referral, screening, restitution arbitration, staffing, orientation and program activities, work stipends and restitution payments, types of program exits, and public relations.

In addition, the following recommendations were made in the process evaluation:

1. Revise selection criteria explicitly defining appropriate and inappropriate referrals, including categorical

³Ibid.

exclusion of all first offenders unless the present offense is serious enough to warrant incarceration, and all others not adjudicated delinquent.

2. Revitalize the referral process to encourage a larger number of appropriate participants.
3. Enforce participants' compliance with the terms of their restitution contracts more effectively.
4. Revise the system for determining the work stipend, restitution payment, and incentive allowance, allowing flexibility in the terms according to both the seriousness of the offense and the amount of documented loss.
5. Promote unsubsidized employment as a future component of the project.
6. Significantly increase the Juvenile Court's support of and responsibility for the success of the Restitution Project.

Most of these recommendations have been adopted in whole or in part, especially recommendations 1, and 4.

II. PROJECT OPERATIONS AND EFFICIENCY

The operations of the Orleans Parish Juvenile Court Restitution Project were assessed on the basis of project records and monitoring visits. Most of the data were compiled by project staff onto a single data sheet which summarized data from project records, Y.S.A. narrative reports, and financial records. The evaluator confirmed these data by comparisons with individual case folders. Data gathered during the second year preliminary impact evaluation were computerized for analysis.

Because changes were adopted in the selection criteria and in the length of program participation by May, 6, 1980, further analysis was deemed to be relevant in the case of some of the variables. Thus, in the analysis of the majority of the data in this evaluation, comparisons were made on the basis of:

- (1) The overall 25 months of operation covered in this evaluation;
- (2) Between 12-1-78 to 12-31-79 and 1-1-80 to 12-31-80; and,
- (3) Between 12-1-78 to 5-5-80 and 5-6-80 to 12-31-80.

A. Participant Profile

In brief, the typical participant can be described as being a fifteen year old black male from a single parent family situation (only 31% came from married or common-law families), an average family income of between \$5,000-\$7,500 per year, and charged with

burglary or theft/shoplifting. Previous arrest and conviction history indicates that the typical participant had an average of 2.5 previous arrests and 0.4 previous convictions, which suggests the level of previous contact with the juvenile justice system.

A number of socio-economic background characteristics and other behavioral and programmatic variables for all referred and accepted participants were analyzed in terms of the relevant time frames. These variables included: age, sex, race, family marital status, family income, charge, seriousness, type offense, Youth Serving Agency, participant status, exiting status, previous arrests and convictions, amount of ordered restitution, restitution paid by participants, incentive allowances, type employment, hours worked, re-arrest history, and victim data. Table 1 includes the data for the first eleven variables and should be referred to in order to supplement the following brief discussion of each of those variables. Subsequent tables analyze the remainder of the variables in this section.

1. Age

Overall and for each of the four time periods, both the average and the median age of participants was slightly in excess of 15 years of age. (See Table 1.)

2. Sex

Of all 241 participants, 88.8% (214) were male and 11.2% (27) were female. This ratio varied only slightly for participants during each of

TABLE 1

PARTICIPANT DESCRIPTION																					
		12/1/78 - 12/31/80				12/1/78 - 12/31/79				1/1/80 - 12/31/80				12/1/78 - 6/8/80				6/8/80 - 12/31/80			
AGE	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	
18 and Under	83	(20.1)			12	(20.7)			81	(27.0)			16	(18.5)			40	(30.0)			
18	70	(18.0)			20	(34.0)			60	(27.3)			27	(33.3)			43	(26.0)			
18	86	(21.1)			23	(28.7)			63	(24.6)			34	(42.0)			52	(32.6)			
17 and Over	22	(5.1)			3	(5.2)			10	(18.4)			6	(8.2)			17	(10.0)			
Total Accepted	241	(100.0)	18.2	18.3	58	(100.0)	18.3	18.4	183	(100.0)	18.1	18.3	81	(100.0)	18.3	18.4	160	(100.0)	18.1	18.3	
SEX																					
Male	214	(88.0)			81	(87.0)			103	(80.1)			70	(86.6)			146	(88.0)			
Female	27	(11.2)			7	(12.1)			20	(19.9)			11	(13.6)			14	(10.0)			
Total Accepted	241	(100.0)			58	(100.0)			123	(100.0)			81	(100.0)			160	(100.0)			
RACE																					
Black	210	(87.1)			66	(85.1)			160	(85.2)			76	(87.0)			135	(84.4)			
White	31	(12.9)			4	(6.9)			27	(14.8)			5	(7.0)			25	(15.6)			
Total Accepted	241	(100.0)			58	(100.0)			187	(100.0)			81	(100.0)			160	(100.0)			
FAMILY MARITAL STATUS																					
Common Law	22	(9.2)			0	(0.0)			17	(9.3)			0	(1.3)			13	(8.2)			
Decayed	60	(10.7)			0	(0.0)			31	(17.0)			12	(15.0)			20	(12.5)			
Divorced	68	(27.3)			20	(35.1)			46	(24.7)			24	(29.0)			61	(38.0)			
Separated	62	(18.0)			12	(21.1)			31	(17.0)			17	(21.3)			28	(18.1)			
Married	62	(21.0)			10	(17.5)			42	(23.1)			18	(18.0)			37	(23.3)			
Other	17	(7.1)			1	(1.8)			16	(8.0)			3	(3.8)			10	(6.0)			
Missing	2	--			1	--			1	--			1	--			1	--			
Total	241	(100.0)			58	(100.0)			183	(100.0)			81	(100.0)			160	(100.0)			
FAMILY INCOME																					
<\$1,000 yr	3	(1.3)			0	--			3	(1.7)			0	--			3	(2.0)			
\$1,000-2,500	22	(9.1)			11	(20.0)			11	(6.0)			14	(18.0)			0	(0.0)			
\$2,500-5,000	42	(18.1)			0	(0.0)			25	(20.3)			11	(14.0)			32	(21.0)			
\$5,000-7,500	53	(23.0)			12	(20.0)			42	(24.6)			10	(12.1)			37	(24.0)			
\$7,500-10,000	48	(17.0)			11	(20.0)			20	(14.0)			10	(12.1)			24	(16.1)			
\$10,000-15,000	32	(14.2)			7	(13.3)			25	(14.0)			12	(16.0)			20	(12.4)			
\$15,000-20,000	17	(7.0)			5	(8.4)			12	(7.0)			0	(0.0)			11	(7.4)			
>\$20,000	18	(8.7)			0	--			16	(8.7)			1	(1.3)			14	(8.4)			
Missing	10	--			0	--			11	--			0	--			11	--			
Total	241	(100.0)			58	(100.0)			183	(100.0)			81	(100.0)			160	(100.0)			
CHARGES																					
Armed Robbery	0	(0.0)			3	(5.2)			0	(0.0)			0	(0.0)			1	(0.6)			
Assault/Battery	15	(6.2)			7	(12.1)			13	(7.1)			2	(2.5)			13	(8.1)			
Robbery	28	(11.6)			10	(17.2)			10	(5.5)			12	(14.8)			18	(11.3)			
Burglary	68	(27.4)			11	(19.0)			55	(30.1)			18	(22.3)			48	(30.0)			
Theft-Shoplifting	71	(29.5)			20	(34.5)			51	(27.8)			26	(32.1)			45	(28.1)			
Receiving S.G.	43	(17.8)			12	(20.7)			31	(16.9)			21	(26.0)			23	(14.4)			
Property Damage	0	(0.0)			0	--			0	(0.0)			0	--			0	(0.0)			
Other	3	(1.2)			0	--			3	(1.6)			0	--			3	(1.9)			
Total	241	(100.0)			58	(100.0)			183	(100.0)			81	(100.0)			160	(100.0)			

TABLE 1

PARTICIPANT DESCRIPTION

	12/1/78-12/31/80	12/1/78-12/31/79	1/1/80-12/31/80	12/1/78-5/5/80	5/6/80-12/31/80
SERIOUSNESS					
Minor Property	23 (9.8)	7 (12.7)	16 (8.0)	8 (10.3)	15 (9.6)
Moderate Property	88 (37.4) C 62.5%	23 (41.8) C 60.0%	65 (36.1) C 63.3%	31 (39.7) C 66.0%	57 (36.3) C 60.5%
Serious Property	59 (25.1)	10 (18.2)	49 (27.2)	21 (28.9)	38 (24.2)
Very Serious Property	21 (8.9)	2 (3.8)	19 (10.6)	2 (2.6)	19 (12.1)
Serious Personal	17 (7.2)	8 (14.5)	9 (5.0)	9 (11.5)	8 (5.1)
Very Serious Personal	27 (11.5)	5 (9.1)	22 (12.2)	7 (9.0)	20 (12.7)
Missing	6 --	3 --	3 --	3 --	3 --
Total	241 (100.0)	58 (100.0)	183 (100.0)	81 (100.0)	160 (100.0)
TYPE OFFENSE (For Successful Completions)					
Single Victim/Single Offender	32 (43.2)	8 (47.1)	24 (42.1)	12 (46.2)	20 (41.7)
Single Victim/Multiple Offender	24 (32.4)	4 (23.5)	20 (35.1)	8 (23.1)	18 (37.5)
Multiple Victim/Single Offender	1 (1.4)	0 --	1 (1.8)	0 --	1 (2.1)
Multiple Victim/Multiple Offender	17 (23.0)	5 (28.4)	12 (21.1)	8 (30.8)	9 (18.8)
Missing	167 --	41 --	126 --	55 --	112 --
Total	241 (100.0)	58 (100.0)	183 (100.0)	81 (100.0)	160 (100.0)
YOUTH SERVING AGENCY					
St. Marks	151 (63.2)	38 (65.5)	113 (62.4)	50 (61.7)	101 (63.9)
Kingsley	88 (36.8)	20 (34.5)	68 (37.6)	31 (38.3)	57 (36.1)
Unassigned	2 --	0 --	2 --	0 --	2 --
Total	241 (100.0)	58 (100.0)	183 (100.0)	81 (100.0)	160 (100.0)
PARTICIPANT STATUS					
Exited	140 (58.1)	52 (89.7)	88 (48.1)	71 (87.7)	89 (43.1)
Still In	101 (41.9)	6 (10.3)	95 (51.9)	10 (12.3)	81 (56.9)
Total	241 (100.0)	58 (100.0)	183 (100.0)	81 (100.0)	160 (100.0)
EXITING STATUS (Accepted During those time periods)					
Removed- Disciplinary	27 (10.3) C 25.0%	14 (26.0) C 40.4%	13 (14.8) C 15.9%	20 (28.2) C 38.1%	7 (10.3) C 11.5%
Removed-Other	8 (5.7) C 74.2%	7 (13.5) C 59.6%	1 (1.1) C 83.0%	7 (9.9) C 61.0%	1 (1.4) C 87.0%
Completion-Adjustment*	3 (2.1)	3 (5.8)	0 --	3 (4.2)	0 --
Completion	101 (72.1)	20 (53.8)	73 (83.0)	41 (57.7)	60 (87.0)
Other	1 (0.7)	0 --	1 (1.1)	0 --	1 (1.4)
Still In	101 --	6 --	95 --	10 --	91 --
Total	241 (100.0)	58 (100.0)	183 (100.0)	81 (100.0)	160 (100.0)
*For Good Cause					

the four time periods. (See Table 1.)

3. Race

Blacks accounted for 87.1% (210) of the 241 participants, while whites made up the remaining 12.9% (31). However, over time the percentage of white participants seems to have increased, with white participants making up 14.8% of total participants during 1-1-80 to 12-31-80 and 15.6% during 5-6-80 to 12-31-80. During the first program year (12-1-78 to 12-31-79), white participants accounted for only 6.9%. This seems to indicate a trend involving the referral of larger numbers of white participants to the program by Juvenile Court judges. (See Table 1.)

4. Family Marital Status

The data indicates that the vast majority of participants are from single parent homes, including either a deceased, divorced, or separated family status, with 61.9% of all participants¹ reporting one of those family situations. The four time periods indicate that between 58.7% - 72.0% of the participants fell within one of those three categories. (See Table 1.)

5. Family Income

Of all participants,² 53.9% reported annual family incomes of \$7,500 or less. An additional 17.8% reported income between \$7,500 - \$10,000. Thus, almost 72% of all participants reported annual family incomes of no more \$10,000. (See Table 1.)

¹Data on 2 participants were not reported.

²Data on 16 participants were not reported.

6. Charges

The largest category of offenses with which participants were charged were the property crimes of burglary and theft/shoplifting. Of the 241 participants, 56.9% (137) were charged with one of those offenses. This same percentage remained constant over the four time periods. In addition, the crimes against person of armed robbery, assault/battery, and robbery account for 21.5% of the total.

Finally, before the procedural changes on 5/6/80, the most frequent offense was theft/shoplifting. After that date, the most frequent offense was burglary. This does indicate the referral of more serious offenders, even though the percentage shift is minimal. (See Table 1.)

7. Seriousness

The Institute of Policy Analysis of Eugene Oregon, the National Juvenile Restitution Initiative Evaluator, developed a seriousness scale based on amount of injury and other factors. (See Appendix A). Using that scale, 62.5% of all participants¹ were rated as having committed either moderate property or serious property offenses. This ratio remained constant over the four time periods varying only between 60.0% - 66.6%.

However, there does appear to be a percentage increase in referrals among those classified as very serious property offenders. During the period 12-1-78 to 5-5-80, these offenders accounted for only

¹Data on 6 participants were not reported.

2.6% of all charges. Between 5-6-80 to 12-31-80, that same category accounted for 12.1%. The changes indicated in the section on charges might substantiate this shift. Additionally, during those same two time periods, the percentage of offenders classified as serious personal decreased from 11.5% to 5.1%. (See Table 1.)

8. Type Offense

Of the 104 successful completions (including 3 by adjustment), data was available on 74 participants. Of those 74 participants, 32 (43.2%) were involved in a single victim/single offender charge. An additional 24 participants (32.4%) were involved in a single victim/multiple offender situation. For the period 5-6-80 to 12-31-80, that ratio had narrowed to 41.7% (single victim/single offender) and 37.5% (Single victim/multiple offender). (See Table 1.)

9. Youth Serving Agencies

Of all participants¹, 151 (63.2%) were assigned to the St. Mark's Community Center and 88 (36.8%) were assigned to Kingsley House. Over the four time periods, this assignment ratio remained relatively constant. (See Table 1).

10. Participant Status

Of all 241 participants referred and accepted during the period 12-1-78 to 12-31-80, there were 140 (58.1%) who exited (not necessarily completed) the program. The remaining 101 (41.9%) participants were in

¹Two participants were unassigned on 12-31-80.

a "still-in" program status as of 12-31-80. While there is wide variation in this ratio over the four time periods, no trend analysis is appropriate because of the change in program procedures in March 1980. Before that date, all participants were assigned to the program for 12 months. After that date, time in the program varied depending primarily on hours worked and restitution owed. (See Table 1).

11. Exiting Status

A further break-down of the 140 exiting participants reveals that 104 (74.2%) of them exited through program completion or completion by adjustment.¹ An additional 35 (25.0%) were removed for disciplinary or other "bad cause" reasons. (The exiting status of one participant fell into none of these categories.)

Over the four time periods, the percentage of successful and unsuccessful participants exiting the program shows considerable variation. During the periods 12-1-78 to 12-31-79 and 12-1-78 to 5-5-80, the ratio of successful exits to removals was 59.6% to 40.4% and 61.9% to 38.1% respectively. For the periods 1-1-80 to 12-31-80 and 5-6-80 to 12-31-80, the ratio of successful to removed participants was 83.0% to 15.9% and 87.0% to 11.5%, respectively.

¹For good cause

Thus, based on these trends, the program is successfully exiting a much larger percentage of participants, especially after the procedure changes of March 1980, which allowed for variable times in program instead of the 12 month placement. (See Table 1.)

12. Previous Arrests and Convictions

The data indicates that the previous number of arrests for all participants¹ averaged 2.5 arrests (median = 1.8.) These remained constant over the four time periods. However, almost half (45.1%) of the participants indicated either none or a single previous arrest.

An analysis of the previous conviction data shows that the average number of previous convictions for all participants² was 0.4 convictions (mean = 0.2). These also remained constant over all time periods. Overall, 91.2% of the participants indicated either none or a single previous conviction. (See Table 2.)

13. Amount of Ordered Restitution

For all participants³, 132 (62.3%) had ordered restitution amounts of less than \$200.00, with the average amount ordered being \$217.00 (median = \$118). Few trends can be discerned from the data other than that no participants for which data were reported were referred

¹Data on 2 participants were not reported.

²Data on 1 participant were not reported.

³Data on 29 participants were missing.

TABLE 2

PREVIOUS ARREST AND CONVICTION HISTORY OF PARTICIPANTS															
12/1/78 - 12/31/80				12/1/78 - 12/31/79				1/1/80 - 12/31/80				12/1/78 - 5/5/80		5/6/80 - 12/31/80	
PREVIOUS ARRESTS	N	%	Mean Median	N	%	Mean Median	N	%	Mean Median	N	%	Mean Median	N	%	Mean Median
0	57	(23.8)	45.1%	16	(27.0)	46.8%	41	(22.7)	44.8%	19	(23.5)	42.0%	38	(24.1)	46.9%
1	51	(21.3)		11	(19.0)		40	(22.1)		15	(18.5)		36	(22.8)	
2	35	(14.6)		9	(15.5)		26	(14.4)		12	(14.8)		23	(14.6)	
3	34	(14.2)		6	(10.3)		28	(15.5)		11	(13.6)		23	(14.6)	
4	22	(9.2)		4	(6.9)		18	(9.9)		6	(7.4)		16	(10.1)	
5 and above	40	(16.7)	12	(20.7)	28	(15.5)	18	(22.2)	22	(13.9)					
Missing	2	--	0	--	2	--	0	--	2	--					
Total	241	(100.0)	2.5 1.8	58	(100.0)	2.5 1.7	183	(100.0)	2.5 1.9	81	(100.0)	2.8 2.0	160	(100.0)	2.3 1.7
PREVIOUS CONVICTIONS															
0	170	(70.8)	91.2%	43	(74.1)	87.9%	127	(69.8)	92.3%	57	(70.4)	87.7%	113	(71.1)	93.1%
1	49	(20.4)		8	(13.8)		41	(22.5)		14	(17.3)		35	(22.0)	
2	15	(6.3)		6	(10.3)		9	(4.9)		8	(11.1)		6	(3.8)	
3	4	(1.7)		1	(1.7)		3	(1.6)		1	(1.2)		3	(1.9)	
4	1	(0.4)		0	--		1	(0.5)		1	(1.2)		1	(0.6)	
5 and above	1	(0.4)	0	--	1	(0.5)	0	--	1	(0.6)					
Missing	1	--	0	--	1	--	0	--	1	--					
Total	241	(100.0)	0.4 0.2	58	(100.0)	0.4 0.2	183	(100.0)	0.4 0.2	81	(100.0)	0.4 0.2	160	(100.0)	0.4 0.2

with restitution owed of less than \$50.00 during 1-1-80 to 12-31-80.

In addition, there was a percentage increase in those participants with ordered restitution of \$200.00 - \$299.00 during the period 1-1-80 to 12-31-80 compared to 12/1/78 - 12/31/79. (See Table 3.)

14. Restitution Paid By Participants

These data are not really comparable, because prior to February 1980, victims were compensated in full after participants were accepted into the program. After that date, the victim is not compensated until the participant exits the program and the full amount ordered is not paid unless the participant has "earned" and contributed that amount.

Nevertheless, for the 127 participants for which data were reported, 53 (41.7%) of them paid restitution of less than \$100.00. (The average amount paid was \$153.83 and the median was \$99.82.) More significantly, the average amount paid during the period 12-1-78 to 12-31-79 and 12-1-78 to 5-5-80 was \$217.48 and \$193.92 respectively. However, the time periods 1-1-80 to 12-31-80 and 5-6-80 to 12-31-80, the average amount paid fell to \$109.69 and \$103.00, respectively. For all time periods, the median was approximately \$100.00. (See Table 4.)

TABLE 3

AMOUNT OF ORDERED RESTITUTION

12/1/78 - 12/31/80				12/1/78 - 12/31/78				1/1/80 - 12/31/80				12/1/78 - 5/5/80				5/6/80 - 12/31/80				
Amount	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median
Less than \$50	8	(3.8)			8	(13.8)			0	--			8	(9.8)			0	--		
\$50-99	40	(18.8)	62.3%		10	(17.2)	88.9%		30	(19.5)	59.8%		14	(17.3)	70.4%		28	(19.8)	57.2%	
\$100-199	84	(38.6)			22	(37.9)			62	(40.3)			35	(43.2)			49	(37.4)		
\$200-299	37	(17.5)			5	(8.6)			7	(8.6)			7	(8.6)			30	(22.8)		
\$300-399	13	(6.1)			2	(3.4)			11	(7.1)			3	(3.7)			10	(7.6)		
\$400-499	5	(2.4)			4	(6.9)			1	(0.6)			4	(4.0)			1	(0.8)		
\$500-599	10	(4.7)			2	(3.4)			8	(5.2)			2	(2.5)			8	(6.1)		
\$600-699	1	(0.5)			1	(1.7)			0	--			1	(1.2)			0	--		
\$800-1000	14	(6.6)			4	(6.9)			10	(6.5)			7	(8.6)			7	(5.3)		
Missing	29	--			0	--			29	--			0	--			28	--		
Total	241	(100.0)	\$217	\$118	58	(100.0)	\$211	\$100	183	(100.0)	\$219	\$149	81	(100.0)	\$221	\$117	160	(100.0)	\$215	\$124

TABLE 4

RESTITUTION PAID BY PARTICIPANTS																				
12/1/78 - 12/31/80					12/1/78 - 12/31/79				1/1/80 - 12/31/80				12/1/78 - 5/5/80				5/8/80 - 12/31/80			
Restitution Paid	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median
0	8	(4.7)			1	(1.9)			5	(8.7)			3	(4.2)			3	(5.4)		
\$1-24	9	(7.1)			3	(5.8)			8	(8.0)			8	(8.5)			3	(5.4)		
\$25-49	7	(5.5)			5	(9.8)			2	(2.7)			5	(7.0)			2	(3.6)		
\$50-99	31	(24.4)			8	(15.4)			23	(30.7)			13	(18.3)			18	(32.1)		
\$100-199	48	(38.6)			19	(38.5)			30	(40.0)			26	(36.6)			23	(41.1)		
\$200-299	8	(6.3)			3	(5.8)			5	(6.7)			4	(5.8)			4	(7.1)		
\$300-399	2	(1.6)			2	(3.8)			0	--			2	(2.8)			0	--		
\$400-499	5	(3.9)			4	(7.7)			1	(1.3)			4	(5.8)			1	(1.8)		
\$500-599	4	(3.1)			2	(3.8)			2	(2.7)			2	(2.8)			2	(3.6)		
\$600-699	1	(0.8)			1	(1.9)			0	--			1	(1.4)			0	--		
\$800-1,000	5	(3.9)			4	(7.7)			1	(1.3)			5	(7.0)			0	--		
Missing	114	--			6	--			108	--			10	--			104	--		
Total	241	(100.0)	\$153.83	\$99.82	58	(100.0)	\$217.48	\$100.19	183	(100.0)	\$109.88	\$99.58	81	(100.0)	\$183.92	\$100.07	160	(100.0)	\$103.00	\$98.83

15. Incentive Allowance

The incentive allowance was defined in the original application as a monthly \$20.00 payment. Program participants in subsidized employment received work stipends monthly, including the incentive allowance and a percentage of the restitution owed monthly based on hours worked and amount of restitution owed. In May, 1979, this definition was altered to include the food allowance and the total amount became \$30.00 monthly.

Since March 1980, participants are assigned to the program for varying periods. For this reason, little trend information can be derived from the data. However, the fact that the mean and median incentive allowance for the periods 1-1-80 to 12-31-80 and 5-6-80 to 12-31-80 is far less than those payments for the periods 12-1-78 to 12-31-79 and 12-1-78 to 5-5-80 does reflect reduced program participation time. In fact, for the period 5-6-80 to 12-31-80, the average allowance was \$53.92 (median = \$27.50) compared to a mean of \$131.13 (median = \$122.00) during the period 12-1-78 to 5-5-80. (See Table 5.)

16. Type Employment/Hours Worked

For the 173 participants¹ for whom data were available, 60.7% (105) were employed in subsidized employment, 20.8% (36) were engaged in unsubsidized employment, and 29 (16.8%) were ordered by the court to perform community service work instead of or in addition to actual restitution payments. (See Table 6.)

¹Data on 68 participants were missing.

TABLE 5

INCENTIVE ALLOWANCE																				
12/1/78 - 12/31/80				12/1/78 - 12/31/79				1/1/80 - 12/31/80				12/1/78 - 5/5/80				5/6/80 - 12/31/80				
Incentive Allowance	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median				
0	20	(19.4)			5	(10.0)			15	(28.3)			12	(17.9)			8	(22.2)		
\$1-24	12	(11.7)			3	(6.0)			9	(17.0)			4	(6.0)			8	(22.2)		
\$25-49	15	(14.6)			2	(4.0)			13	(24.5)			5	(7.5)			10	(27.8)		
\$50-99	8	(8.7)			2	(4.0)			7	(13.2)			4	(6.0)			5	(13.9)		
\$100-149	18	(17.5)			11	(22.0)			7	(13.2)			15	(22.4)			3	(8.3)		
\$150-199	7	(6.8)			7	(14.0)			0	--			7	(10.4)			0	--		
\$200-249	11	(10.7)			11	(22.0)			0	--			11	(16.4)			0	--		
\$250-299	5	(4.9)			4	(8.0)			1	(1.9)			4	(6.0)			1	(2.8)		
\$300-499	8	(5.8)			5	(10.0)			5	(10.0)			5	(7.5)			1	(2.8)		
Missing	138	--			8	--			130	--			14	--			124	--		
	241	(100.0)	\$104.15	\$87.25	58	(100.0)	\$161.40	\$155.50	183	(100.0)	\$50.13	\$27.00	81	(100.0)	\$131.13	\$122.00	160	(100.0)	\$53.92	\$27.50

TABLE 8

TYPE EMPLOYMENT OF PARTICIPANTS*

TYPE EMPLOYMENT	12/1/78 - 12/31/80		12/1/78 - 12/31/78		1/1/80 - 12/31/80		12/1/78 - 5/5/80		5/6/80 - 12/31/80	
	N	%	N	%	N	%	N	%	N	%
Subsidized	105	(60.7)	50	(90.9)	55	(46.6)	60	(82.2)	45	(45.0)
Unsubsidized	36	(20.8)	3	(5.5)	33	(28.0)	10	(13.7)	26	(26.0)
Other	3	(1.7)	2	(3.8)	1	(0.8)	3	(4.1)	0	--
Comm. Serv.	29	(16.8)	0	--	29	(24.6)	0	--	29	(29.0)
Missing	68	--	3	--	65	--	8	--	60	--
Total	241	(100.0)	58	(100.0)	183	(100.0)	81	(100.0)	160	(100.0)

*Indicates category of first employment. In some cases, subsequent employment was in another category.

It is noteworthy that the typical participant is a black male from a low income family. In the past, restitution projects have been criticized nationally for primarily accepting white upper middle class participants. However, most of those restitution projects were based upon participants working in unsubsidized employment positions and paying restitution with part of their earnings. Many black juveniles from low income families were considered ineligible in those projects since many lacked adequate education and/or experience to find an unsubsidized position. As the Orleans Parish Juvenile Restitution Project does provide for subsidized employment, that problem was avoided.

While the cost of providing subsidized employment for significant numbers of youth might make local funding difficult after grant funding expires, the data indicates that the number of participants engaged in unsubsidized employment has increased markedly. This number has grown from 3 participants during 12-1-78 to 12-31-79 to 33 participants during the period 1-1-80 to 12-31-80. In fact, during the period 5-6-80 to 12-31-80, the data indicates that at least 26 of the 160 participants accepted were employed in unsubsidized positions.

Since the implementation of the program, the percentage of participants engaged in unsubsidized employment has increased. In the period 12-1-78 to 12-31-79, unsubsidized employment only accounted for 5.5% of accepted participants. However, during the period 5-5-80 to

12-31-80, this percentages accounted for 26.0%.¹ In addition, during that latter period community service assignments accounted for 29.0% off the participants accepted during that period. Prior to 5-5-80, there were no participants engaged solely in community service work. This seems to represent a positive trend - a decrease in subsidized employment and an increase in unsubsidized employment, plus the implementation of community service work as an additional victim alternative.

The number of hours worked by each participant also reflects the varying lengths of program participation. While this data were only recorded for those participants who have exited, all participants² for whom data was available worked an average of 73.2 hours (median = 45.0 hours). However, for the period 5-6-80 to 12-31-80, the average dropped to 42.2 hours (median = 35.5 hours). Concurrently, a far greater percentage of participants working 49 hours or less during 1-1-80 to 12-31-80 and 5-6-80 to 12-31-80 is indicated, providing further substantiation of shorter periods of program involvement.

(See Table 7.)

¹The actual percentage of subsidized/unsubsidized is not completely accurate. The data indicated the initial kind of employment and some participants changed from subsidized to unsubsidized employment while in the program.

²Data on 127 participants were missing.

TABLE 7

HOURS WORKED BY PARTICIPANTS																				
12/1/78 - 12/31/80					12/1/78 - 12/31/78				1/1/80 - 12/31/80				12/1/78 - 5/5/80				5/6/80 - 12/31/80			
Hours Worked	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median
0	12	(10.5)			5	(10.0)			7	(10.9)			9	(13.6)			3	(6.3)		
1-49	47	(41.2)			6	(12.0)			41	(64.1)			13	(19.7)			34	(70.8)		
50-99	20	(17.5)			7	(14.0)			13	(20.3)			11	(16.7)			9	(18.8)		
100-149	15	(13.2)			15	(30.0)			0	--			15	(22.7)			0	--		
150-199	13	(11.4)			13	(26.0)			0	--			13	(19.7)			0	--		
200-299	6	(5.3)			4	(8.0)			2	(3.1)			4	(6.1)			2	(4.2)		
300-399	1	(0.9)			0	--			1	(1.6)			1	(1.5)			0	--		
Missing	127	--			8	--			119	--			15	--			112	--		
Total	241	(100.0)	73.2	45.0	58	(100.0)	110.8	117.5	183	(100.0)	44.0	35.0	81	(100.0)	95.8	91.5	160	(100.0)	42.2	35.5

Regarding the two Y.S.A.s which are responsible for the employment function, the data indicate that St. Mark's Community Center had a larger percentage of participants engaged in both unsubsidized employment and community service work than did Kingsley House. (See Table 8.)

17. Re-Arrest History

For all program participants¹, 75.5% (179) of them were not arrested during program enrollment, with this percentage increasing markedly from 12-1-78 to 12-31-79 (54.4%) to 1-1-80 to 12-31-80 (82.2%). The percentage of those with no arrests is largest during the period 5-6-80 to 12-31-80 and totals 84.8% (134) participants. Naturally, re-arrest should result in immediate revocation from program participation. In fact, this process is somewhat lengthy and program personnel are sometimes unaware of incidents of re-arrest.

An analysis of arrests after program participation without regard to date of release/date of arrest indicates that of the 138 participants for whom arrest data were available,² 84.1% (116) showed no re-arrest after program exit. The second year of operations indicates a percentage increase in those participants not arrested after program

¹Data on 4 participants were missing.

²Data on 103 participants were missing.

TABLE 8

EMPLOYMENT BY YSA*		
12/1/78 - 12/31/80		
St. Marks	N	%
Subsidized	62	(55.9)
Unsubsidized	25	(22.5)
Other	2	(1.8)
Comm. Service	22	(19.8)
Missing	40	--
Total	151**	(100.0)

Kingsley	N	%
Subsidized	43	(69.4)
Unsubsidized	11	(17.7)
Other	1	(1.6)
Comm. Service	7	(11.3)
Missing	26	--
Total	88**	(100.0)

*Indicates category of first employment.
In some cases, subsequent employment
was in another category.

**2 unassigned.

completion, but the absence of comparable time periods "at risk" make conclusions unwarranted. (See Table 9.)

18. Victim Description

Available data indicate that 60.8% of the offenses involved personal victims, while the remaining 39.2% involved a business/school. These percentages varied somewhat over the four time periods and much of the data was missing.

In analyzing victim satisfaction, an attempt was made to contact the victims of all successfully exiting participants. Of the 74 victims that were reached, 91.9% (68) expressed satisfaction with the program, while only 4.1% (3) expressed dissatisfaction. (The remaining 4.1% (3) did not fit comfortably into either category.) This level of satisfaction remained constant over all four time periods. (See Table 10.)

19. Cross Tabulation Analysis of Variables

Appendix C provides a discussion of a cross tabulation analysis of both participant status (either exited or still in) and program exit (either removed disciplinary, removed-other, completion-adjustment, completion, or other) by all of the 18 variables discussed in this section. While little can be concluded from that analysis, it does identify variables that should continue to be analyzed over time in an effort to identify those factors most closely associated with successful participation.

TABLE 9

PARTICIPANT RE-ARREST HISTORY																			
12/1/78 - 12/31/80				12/1/78 - 12/31/79				1/1/80 - 12/31/80				12/1/78 - 5/5/80				5/6/80 - 12/31/80			
ARREST DURING PROGRAM		Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median
0	179 (75.5)			31 (54.4)				148 (82.2)				45 (57.0)				134 (84.8)			
1	39 (16.5)			14 (24.6)				25 (13.9)				20 (25.3)				18 (12.0)			
2	13 (5.5)			8 (14.0)				5 (2.8)				9 (11.4)				4 (2.5)			
3	3 (1.3)			2 (3.5)				1 (0.6)				2 (2.5)				1 (0.6)			
4	2 (0.8)			2 (3.5)				0 --				2 (2.5)				0 --			
5	1 (0.4)			0 --				1 (0.6)				1 (1.3)				0 --			
Missing	4 --			1 --				3 --				2 --				2 --			
Total	241 (100.0)	0.4	0.2	58 (100.0)	0.8	0.4		183 (100.0)	0.2	0.1		81 (100.0)	0.7	0.4		160 (100.0)	0.2	0.1	
ARREST AFTER PROGRAM																			
0	116 (84.1)			39 (75.0)				77 (80.5)				57 (80.3)				50 (88.1)			
1	16 (11.6)			10 (19.2)				6 (7.0)				10 (14.1)				6 (9.0)			
2	4 (2.9)			1 (1.9)				3 (3.5)				2 (2.8)				2 (3.0)			
3	1 (0.7)			1 (1.9)				0 --				1 (1.4)				0 --			
4	1 (0.7)			1 (1.9)				0 --				1 (1.4)				0 --			
Missing	103 --			6 --				97 --				10 --				93 --			
Total	241 (100.0)	0.2	0.1	58 (100.0)	0.4	0.2		183 (100.0)	0.1	0.1		81 (100.0)	0.3	0.1		160 (100.0)	0.1	0.1	

TABLE 10

VICTIM DATA					
	12/1/78 - 12/31/80	12/1/78 - 12/31/79	1/1/80 - 12/31/80	12/1/78 - 5/5/80	5/6/80 - 12/31/80
TYPE VICTIM (For Successful Completions)					
Person	45 (60.8)	9 (52.9)	36 (63.2)	13 (50.0)	32 (66.7)
Business/School	29 (39.2)	8 (47.1)	21 (36.8)	13 (50.0)	16 (33.3)
Missing	167 --	41 --	126 --	55 --	112 --
Total	241 (100.0)	58 (100.0)	183 (100.0)	81 (100.0)	160 (100.0)
VICTIM SATISFACTION (For Successful Completions)					
Satisfied	68 (91.9)	16 (94.1)	52 (91.2)	25 (96.2)	43 (89.6)
Not Satisfied	3 (4.1)	0 --	3 (5.3)	0 --	3 (6.3)
Other	3 (4.1)	1 (5.0)	2 (3.5)	1 (3.8)	2 (4.2)
Missing	167 --	41 --	126 --	55 --	112 --
Total	241 (100.0)	58 (100.0)	183 (100.0)	81 (100.0)	160 (100.0)

III. GOAL ATTAINMENT

A. Goal 1 - To provide a comprehensive program of restitution alternatives for 140 adjudicated delinquents annually.

Even though this evaluation covers the time period 12-1-78 to 12-31-80, because the program did not become operational and accept participants until April 1979, goal attainment was measured over a twenty month period. Based on the anticipated acceptance of 140 participants annually, this goal would require the referral and acceptance of 11.7 participants monthly. During a 20 month period, this would amount to a total of 234 participants. Table 11 indicates that 58 participants were accepted during the period 12-1-78 to 12-31-79, with an additional 183 participants accepted during calendar year 1980. During those two time periods, 241 participants were referred and accepted. Therefore, without regard to participant eligibility criteria, the program exceeded the goal requirement.

However, it is essential that the participants meet the selection criteria in order to state that the program has, in fact, attained this goal. According to the original grant application, the Restitution Project was designed to serve a specific group of juvenile offenders meeting the following selection criteria:

TABLE 11

REFERRAL SOURCE OF PARTICIPANTS										
SOURCE	12/1/78 - 12/31/80		12/1/78 - 12/31/79		1/1/80 - 12/31/80		12/1/78 - 5/5/80		5/6/80 - 12/31/80	
	N	%	N	%	N	%	N	%	N	%
Armstrong	41	(17.0)	13	(22.4)	28	(15.3)	17	(21.0)	24	(15.0)
Giarruso	37	(15.4)	16	(27.6)	21	(11.5)	17	(21.0)	20	(12.5)
Mule	47	(19.5)	18	(31.0)	29	(15.8)	29	(35.8)	18	(11.3)
Gilllin	26	(10.8)	10	(17.2)	16	(8.7)	12	(14.8)	14	(8.8)
Ganucheau	86	(35.7)	0	--	86	(47.0)	5	(6.2)	81	(50.6)
Ad Hoc	3	(1.2)	1	(1.7)	2	(1.1)	1	(1.2)	2	(1.3)
Unknown	1	(0.4)	0	--	1	(0.5)	0	--	1	(0.6)
Total	241	(100.0)	58	(100.0)	183	(100.0)	81	(100.0)	160	(100.00)
DISPOSITIONS										
	N	%	N	%	N	%	N	%	N	%
Adj. Delinquent	226	(94.2)	47	(81.0)	179	(98.4)	69	(85.2)	157	(98.7)
Status Offenses	14	(5.8)	11	(19.0)	3	(1.6)	12	(14.8)	2	(1.3)
Missing	1	--	0	--	1	--	0	--	1	--
Total	241	(100.0)	58	(100.0)	183	(100.0)	81	(100.0)	160	(100.0)
SUSPENDED DOC										
	N	%	N	%	N	%	N	%	N	%
Yes	142	(58.9)	18	(31.0)	124	(67.8)	22	(27.2)	120	(75.0)
No	99	(40.7)	40	(69.0)	59	(32.2)	59	72.8	40	(25.0)
Total	241		58	(100.0)	183	(100.0)	81	(100.0)	160	(100.0)

1. Orleans Parish youth, ages 14 through 16, who have been adjudicated delinquent for assault, burglary, theft or auto theft and in some cases armed robbery will be eligible for the program. This excludes youth adjudicated delinquent for murder and rape. Status offenders will also be excluded from participation.
2. Individuals with patterns of violent behavior or those deemed a threat to themselves or to the community will be excluded from the program.
3. An analysis of the youth's arrest history, suitability for employment and his or her ability to both understand and accept the restitution concept will be utilized in the selection process.
4. Equal access to the program will be assured to all eligible juvenile offenders regardless of race, color, creed, sex, ethnic group or socio-economic status. This will be achieved by maintaining a proportionate balance between the percentage makeup of the total juvenile arrestee population according to the characteristics listed above and the clients of the OPJCRP (Orleans Parish Juvenile Court Restitution Program).

However, on April 30, 1980, a revised program selection/eligibility criteria was proposed by the Juvenile Restitution Program. These

revisions were approved by the M.C.J.C.C. on 5-6-80 and were effective immediately. The revised selection criteria were as follows:

1. Orleans Parish youth, ages 12 through 16, who have been adjudicated of delinquent offenses, where restitution would be appropriate, will be eligible for the program.
2. The following types of adjudicated offenders will be excluded:
 - A. Youths adjudicated for murder or rape.
 - B. Status offenders.
 - C. Youths with patterns of violent behavior or those deemed a threat to themselves or to the community.
 - D. Youths adjudicated of a victimless offense.
3. In an attempt to focus on more serious offenders who have been adjudicated of delinquent offenses, the following list of categories are those types of offenders who are deemed appropriate referrals to the program.
 - A. An adjudicated offender who has 3 previous arrests.
 - B. An adjudicated offender who has 1 previous conviction.
 - C. An offender who has been adjudicated of the following serious offenses: (1) armed robbery, (2) aggravated battery, (3) aggravated assault, (4) aggravated arson, (5) aggravated burglary.

D. An offender who has been adjudicated of a delinquent offense where there has been \$250 or more of loss.

E. An offender adjudicated of a delinquent offense and given a suspended sentence from the Department of Corrections.

4. An analysis of the youth's arrest history, suitability for employment and his or her ability to both understand and accept the restitution concept will be utilized in the selection process.
5. Equal access to the program will be assured to all eligible juvenile offenders regardless of race, color, sex, ethnic group or socio-economic status.

As the program was conceptualized and implemented to provide a true sentencing alternative to incarceration for the juvenile judges, the selection criteria effective May 6, 1980, were more specific in terms of which juveniles should be referred as participants. Both selection criterion excluded status offenders from participation.

While the period prior to 5-6-80 is more difficult to analyze in terms of appropriate participant referral because of less specificity in the selection criteria, it can definitely be said that the 12 status offenders referred and accepted during that period were inappropriate. An additional 18 referrals did not exhibit any previous arrest or conviction

history, although 4 of those were convicted of armed or aggravated offenses. Of the remaining 14 participants, 11 of them owed restitution of \$150.00 or less. Thus, it is open to dispute whether at least 11 of the referrals made prior to 5-6-80, in addition to the 12 status offenders, were suitable. Therefore, the appropriateness of more than 28% (23) of the total referrals (81) made during the period before the referral criteria were changed is questionable.

After May 5, 1980, a more detailed participant referral analysis is possible because of the greater explicitness in the definition of a suitable referral. Of the 160 participants referred and accepted after 5-5-80, there were 8 participants who met none of the stated criteria and 2 participants designated as status offenders. By definition, these 10 participants are ineligible for participation. In addition, 46 other referrals met only the criteria of a suspended commitment to the Department of Corrections and met none of the criteria in terms of arrest or conviction history, armed or aggravated offenses, or monetary amounts owed as restitution. These included the current offenses of:

<u>Offense</u>	<u>Number</u>
Theft	17
Simple Burglary	10
Purse Snatching	5
Simple Robbery	3
Criminal Damage	3
Attempted Simple Burglary	2
Receiving Stolen Goods	2
Attempted Theft	1
Criminal Trespass	1
Attempted Auto Theft	1
Simple Criminal Damage	1
Total	46

While data is not available to compare the arrest history and current offense of commitments to the Department of Corrections from Juvenile Court in 1979-1980, it is questionable whether some of those listed above would have been committed in the absence of the Restitution Project. One of the dangers in utilizing D.O.C. commitments suspended referrals lies in the possibility that deeper immersion in the juvenile justice system might be counter productive in the case of some individuals and may stigmatize these juveniles unnecessarily. More specifically, such referrals and acceptances effectively undercut a thorough analysis of the program under evaluation which is both experimental in nature and was designed to serve as an alternative to incarceration. The inclusion of selection criteria assumed that those referrals would be adjudicated of more serious offenses.

Table 12 provides a breakdown of inappropriate and questionable referrals.

Table 12

Inappropriate and Questionable Referrals		
Categories	12-1-78 - 5-5-80	5-6-80 - 12-31-80*
Status Offenders	12	2
No Previous Arrest or Conviction History Amount Due - No More than \$150 Current Offense not Armed or Aggravated	11	N/A
Met No Selection Criteria	N/A	8
Met only D.O.C. (suspended)	N/A	46
Total	23	56

The data analysis suggests that 79 (32.8%) of the 241 referrals may not have been suitable for program participation.

B. Goal 2 - Through a program of restitution, to increase the confidence of victims of juvenile crime in the criminal system.

During the period of time covered by this evaluation, 101 participants completed the program and 3 others completed with some adjustment for "good cause." Attempts were made to contact the victims of all of the successfully completing participants and 74 (71%) were interviewed by telephone. As Table 10 indicated, over 90% of those interviewed were satisfied and felt positive about the restitution project. Only 3 (4.1%) of the victims expressed real dissatisfaction with the program.

C. Goal 3 - Decrease the number of commitments to the Department of Corrections by 15% over a 3 year period.

This goal is extremely difficult, if not impossible, to measure in that it presupposes that the nature and number of charges petitioned would remain constant over time. Therefore, the absence of constant variables preclude any real analysis of goal attainment.

Nevertheless, for informative purposes, certain data is included in this evaluation. The cases recently petitioned in juvenile court are as follows:

<u>1975</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>
2,526	1,877	987	1304

The number of recent commitments to the Department of Corrections are:

<u>1975</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>
223	194	147	236

While the data for 1980 does indicate an increase in both the number of cases petitioned and in Department of Corrections commitments compared to 1979, this neither negates nor substantiates a goal which is not measurable as originally stated.

D. Goal 4 - Decrease recidivism among program participants by 25% as compared to comparable youth not involved in the program. Recidivism here means adjudication as delinquent during a one year period after leaving the program.

Until March 1980, all participants were assigned to the program for a period of 12 months. After that date, length of time in the program primarily depended upon the number of hours worked per week and the amount of restitution owed. As of 1-1-80, only 5 participants had exited from the program - 1 for "bad cause," 1 for medical reasons, and 3 by commitment to the Department of Corrections. Thus, this goal is impossible to measure because of the absence of participants released for a one year period after program completion through the end of this evaluation period.

However, Table 9 provided detailed data on participant re-arrests while in the program and after program completion. Overall, the mean arrests during program participation was 0.4 arrests and the median was 0.2. Arrests after program exit (not necessarily completion) averaged 0.2 arrests and a median of 0.1. Over time, the average arrests both during participation and after program exit are less for the period 1-1-80 to 12-31-80. and 5-6-80 to 12-31-80. The former may be due, in part, to shorter time spent in the program after 5-5-80, while the latter might be due to less time "on the street" after program completion than earlier releases.¹ Although the impact of the program on the re-arrests of the participants is difficult or impossible to measure, the average re-arrests compares favorably with the average arrest history before program participation.

E. Objective 1 - Provide direct monetary restitution to 100 victims of juvenile crime annually in New Orleans.

During 1979, this annual goal was not met, although at least 51 of the 58 participants accepted during that period of time indicated some amount of restitution payment. However, this high rate of payment (in some amount) was probably due to the fact that the program made full restitution to the victim when the participant was accepted

¹Standardized periods to account for variable program times and release times could be established in analyzing recidivism.

and the participant then reimbursed the program out of his "earnings" while in the program. In March 1980, this method was changed in that the victim is now paid after the participant exits from the program and the amount paid is the amount contributed by the participant during the period of program participation. Thus, in the case of successful completions, the full amount will be paid, whereas in the case of those exiting for disciplinary reasons, only partial payment will be paid. As Table 4 indicated, 70 participants paid restitution in some amount during 1-1-80 to 12-31-80.

However, 101 of the 108 participants on which data were missing are participants in a "still-in" status on 12-31-80. As the victims are not paid until participant exit beginning in March 1980, some payments have been accrued by "still-in" working participants during 1980. The data indicated that 13 participants in a "still-in" status on 12-31-80 had worked and contributed toward the restitution owed. An additional 8 participants had done Community Service work as ordered by the Court.

This goal is difficult to measure as the data cut-off date was 12/31/80, and it is possible that other participants accepted late in the year did, in fact, contribute toward the restitution owed. Therefore, while the goal was only 70% met in 1980, an additional 13 participants at least had contributed during that year to the restitution to be paid upon release.

F. Objective 2 - Provide indirect restitution to 40 victims of juvenile crime annually in New Orleans through contributions to recognized community funds.

This objective was deleted and discontinued at the insistence of the funding source (O.J.J.D.P.).

G. Objective 3 - To provide increased counseling, recreational and educational services to participating juvenile offenders.

The analysis of this objective must be qualified. Prior to May 1980, the objective stood as originally stated. After that time, the O.J.J.D.P. funding source monitor required that only job placement, job monitoring, and pre-vocational guidance/counseling constituted allowable services. Therefore, general counseling, recreation, and educational services were no longer reimburseable after May 1980.

Table 13 indicates the documented level of services to participants during the period 12-1-78 to 12-31-80 per participant during different time periods for both Youth Serving Agencies combined. Tables 14(a) and 14(b) provide that same data for both Y.S.A.'s. Those three tables can be summarized as follows:

SUMMATION OF TABLES 13-14

Both Y.S.A.'s	12-1-78 12-31-80		12-1-78 12-31-79		1-1-80 12-31-80		12-1-78 5-9-80		5-6-80 12-31-80	
	Mean	Median	Mean	Median	Mean	Median	Mean	Median	Mean	Median
Counseling	11.5	3.3	25.9	20.2	3.1	2.1	20.6	14.3	2.5	2.0
Tutoring	1.9	0.1	4.6	0.2	0.3	0.2	3.4	0.2	0.4	0.2
Pre-Voc.	6.9	2.5	15.3	10.2	2.0	1.6	11.9	5.5	1.9	1.5
Recreation	26.5	0.3	66.1	15.3	3.6	0.0	49.8	11.0	2.9	0.0

KINGSLEY HOUSE

Counseling	6.8	2.3	16.1	17.5	1.6	1.5	10.9	8.5	1.5	1.2
Tutoring	1.9	1.0	5.2	2.7	0.0	0.0	3.3	1.7	0.0	0.0
Pre-Voc.	5.0	2.8	9.9	4.3	2.3	1.3	6.9	3.5	2.7	2.6
Recreation	54.3	0.4	142.6	128.0	3.4	0.1	94.0	47.5	0.1	0.1

ST. MARK'S

Counseling	14.1	3.8	31.5	23.5	4.0	2.6	27.3	20.0	2.9	2.3
Tutoring	2.0	0.1	4.2	0.5	0.6	0.3	3.4	0.3	0.7	0.3
Pre-Voc.	7.9	2.3	18.4	12.5	1.9	1.6	15.4	10.3	1.6	1.4
Recreation	9.9	0.3	20.7	11.0	3.7	0.0	16.6	4.5	4.3	2.2

TABLE 13

HOURS OF SERVICES TO PARTICIPANTS (BOTH YSA'S)

COUNSELING	12/1/78 - 12/31/80				12/1/78 - 12/31/79				1/1/80 - 12/31/80				12/1/78 - 5/5/80				5/6/80 - 12/31/80			
	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median
0	13	(8.5)			1	(2.0)			12	(13.8)			4	(5.9)			9	(13.0)		
1-4	70	(51.1)			5	(10.0)			85	(74.7)			14	(20.6)			56	(81.2)		
5-9	12	(8.8)			4	(8.0)			8	(9.2)			9	(13.2)			3	(4.3)		
10-19	13	(9.5)			13	(28.0)			0	--			13	(19.1)			0	--		
20-29	15	(10.9)			14	(28.0)			1	(1.1)			14	(20.6)			1	(1.4)		
30 and above	14	(10.2)			13	(28.0)			1	(1.1)			14	(20.6)			0	--		
Missing	104	--			8	--			96	--			13	--			91	--		
Total	241	(100.0)	11.5	3.3	58	(100.0)	25.9	20.2	183	(100.0)	3.1	2.1	81	(100.0)	20.6	14.3	160	(100.0)	2.5	2.0
TUTORING	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median
0	121	(87.1)			35	(87.3)			86	(98.9)			54	(76.1)			67	(98.5)		
1-5	6	(4.3)			6	(11.5)			0	--			6	(8.5)			0	--		
6-10	2	(1.4)			2	(3.8)			0	--			2	(2.8)			0	--		
11-15	8	(5.8)			8	(15.4)			0	--			8	(11.3)			0	--		
16 and above	2	(1.4)			1	(1.9)			1	(1.1)			1	(1.4)			1	(1.5)		
Missing	102	--			6	--			96	--			10	--			92	--		
Total	241	(100.0)	1.9	0.1	58	(100.0)	4.8	0.2	183	(100.0)	0.3	0.2	81	(100.0)	3.4	0.2	160	(100.0)	0.4	0.2
PRE-VOCATIONAL	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median
0	18	(13.1)			4	(8.0)			14	(16.1)			10	(14.7)			8	(11.6)		
1	30	(21.9)			2	(4.0)			28	(32.2)			3	(4.4)			27	(39.1)		
2	21	(15.3)			2	(4.0)			19	(21.8)			8	(8.8)			15	(21.7)		
3-5	31	(22.6)			9	(18.0)			22	(25.3)			15	(22.1)			16	(23.2)		
6-10	13	(9.5)			10	(20.0)			3	(3.4)			11	(16.2)			2	(2.9)		
11-20	14	(10.2)			13	(28.0)			1	(1.1)			13	(19.1)			1	(1.4)		
21 and above	10	(7.3)			10	(20.0)			0	--			10	(14.7)			0	--		
Missing	104	--			8	--			96	--			13	--			91	--		
Total	241	(100.0)	6.9	2.5	58	(100.0)	15.3	10.2	183	(100.0)	2.0	1.6	81	(100.0)	11.9	5.5	160	(100.0)	1.9	1.5
RECREATION	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median
0	86	(81.9)			5	(8.8)			81	(92.0)			19	(27.1)			67	(97.1)		
1-10	16	(11.5)			13	(25.5)			3	(3.4)			15	(21.4)			1	(1.4)		
11-20	10	(7.2)			9	(17.6)			1	(1.1)			10	(14.3)			0	--		
21-50	8	(5.8)			6	(11.8)			2	(2.3)			8	(11.4)			0	--		
51-99	5	(3.6)			5	(9.8)			0	--			5	(7.1)			0	--		
100-199	8	(5.8)			8	(15.7)			0	--			8	(11.4)			0	--		
200-299	4	(2.9)			3	(5.9)			1	(1.1)			3	(4.3)			1	(1.4)		
300 and above	2	(1.4)			2	(3.9)			0	--			2	(2.9)			0	--		
Missing	102	--			7	--			95	--			11	--			91	--		
Total	241	(100.0)	26.5	0.3	58	(100.0)	60.1	15.3	183	(100.0)	3.6	0.0	81	(100.0)	49.8	11.0	160	(100.0)	2.9	0.0

TABLE 14 (a)

HOURS OF PARTICIPANT SERVICES AT KINGSLEY HOUSE																					
		12/1/78 - 12/31/80				12/1/78 - 12/31/79				1/1/80 - 12/31/80				12/1/78 - 5/5/80				5/6/80 - 12/31/80			
		N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median
COUNSELING																					
0		9	(18.0)			--	--			9	(28.1)			3	(10.7)			6	(27.3)		
1-4		23	(48.0)			2	(11.1)			21	(65.7)			8	(28.5)			15	(88.1)		
5-9		4	(8.0)			2	(11.1)			2	(6.3)			3	(10.7)			1	(4.5)		
10-19		7	(14.0)			7	(38.0)			--	--			7	(25.0)			--	--		
20-29		7	(14.0)			7	(38.0)			--	--			7	(25.0)			--	--		
Missing		38	--			2	--			38	--			3	--			35	--		
Total		88	(100.0)	6.8	2.3	20	(100.0)	16.1	17.5	68	(100)	1.6	1.5	31	(100.0)	10.9	8.5	57	(100.0)	1.5	1.2
TUTOR																					
0		51	(98.1)			18	(94.7)			33	(100.0)			29	(96.7)			22	(100.0)		
16 and above		1	(1.9)			1	(5.3)			--	--			1	(3.3)			--	--		
Missing		38	--			1	--			35	--			1	--			35	--		
Total		88	(100.0)	1.9	1.0	20	(100.0)	5.2	2.7	68	(100.0)	0.0	0.0	31	(100.0)	3.3	1.7	57	(100.0)	0.0	0.0
PRE-VOC.																					
0		14	(28.0)			3	(16.7)			11	(34.4)			9	(32.1)			5	(22.7)		
1		6	(12.0)			--	--			6	(18.8)			1	(3.6)			5	(22.7)		
2		2	(4.0)			1	(5.6)			1	(3.1)			2	(7.1)			--	--		
3-5		17	(34.0)			7	(38.9)			10	(31.2)			8	(28.6)			9	(40.9)		
6-10		8	(12.0)			3	(16.0)			3	(9.3)			4	(14.4)			2	(9.0)		
11-20		2	(4.0)			1	(5.6)			1	(3.1)			1	(3.6)			1	(4.5)		
21 and above		3	(6.0)			3	(16.8)			--	--			3	(10.8)			--	--		
Missing		38	--			2	--			38	--			3	--			35	--		
Total		88	(100.0)	5.0	2.8	20	(100.0)	9.8	4.1	68	(100.0)	2.3	1.3	31	(100.0)	6.9	3.5	57	(100.0)	2.7	2.6
RECREATION																					
0		29	(55.8)			1	(5.3)			28	(84.8)			8	(28.7)			21	(95.5)		
1-10		4	(7.7)			2	(10.5)			2	(6.0)			3	(10.0)			1	(4.5)		
11-20		1	(1.9)			--	--			1	(3.0)			1	(3.3)			--	--		
21-50		3	(5.8)			1	(5.3)			2	(6.0)			3	(10.0)			--	--		
51-99		3	(5.8)			3	(15.9)			--	--			3	(10.0)			--	--		
100-199		8	(15.4)			8	(42.4)			--	--			8	(26.4)			--	--		
200-299		2	(3.8)			2	(10.6)			--	--			2	(6.8)			--	--		
300-4 above		2	(3.8)			2	(10.6)			--	--			2	(6.8)			--	--		
Missing		36	--			1	--			35	--			1	--			35	--		
Total		88	(100.0)	54.3	0.4	20	(100.0)	142.6	128.0	68	(100.0)	3.4	0.1	31	(100.0)	94.0	47.5	57	(100.0)	0.1	0.1

TABLE 14 (b)

HOURS OF PARTICIPANT SERVICES AT ST. MARKS																				
	12/1/78 - 12/31/80				12/1/78 - 12/31/79				1/1/80 - 12/31/80				12/1/78 - 5/5/80				5/6/80 - 12/31/80			
	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median	N	%	Mean	Median
COUNSELING																				
0	4	(4.8)			1	(3.1)			3	(5.5)			1	(2.5)			3	(8.4)		
1-4	47	(54.0)			3	(9.4)			44	(80.0)			6	(15.0)			41	(87.2)		
5-9	8	(9.2)			2	(6.2)			6	(10.9)			6	(15.0)			2	(4.2)		
10-19	6	(6.8)			6	(18.7)			--	--			6	(15.0)			--	--		
20-29	8	(9.2)			7	(21.9)			1	(1.8)			7	(17.5)			1	(2.1)		
30 and above	14	(18.1)			13	(40.5)			1	(1.8)			14	(35.0)			--	--		
Missing	64	--			6	--			58	--			10	--			54	--		
Total	151	(100.0)	14.1	3.8	38	(100.0)	31.5	23.5	113	(100.0)	4.0	2.6	50	(100.0)	27.3	20.0	101	(100.0)	2.9	2.3
TUTOR																				
0	70	(80.5)			17	(51.6)			53	(88.1)			25	(61.0)			45	(97.8)		
1-5	6	(8.8)			6	(18.2)			--	--			6	(14.0)			--	--		
6-10	2	(2.3)			2	(6.0)			--	--			2	(4.8)			--	--		
11-15	8	(9.2)			8	(24.3)			--	--			8	(19.5)			--	--		
16 and above	1	(1.1)			--	--			1	(1.8)			--	--			1	(2.2)		
Missing	64	--			5	--			50	--			9	--			55	--		
Total	151	(100.0)	2.0	0.1	38	(100.0)	4.2	0.5	113	(100.0)	0.6	0.3	50	(100.0)	3.4	0.3	101	(100.0)	0.7	0.3
PRE-VOC.																				
0	4	(4.6)			1	(3.1)			3	(5.5)			1	(2.5)			3	(8.4)		
1	24	(27.6)			2	(6.3)			22	(40.0)			2	(5.0)			22	(46.8)		
2	19	(21.8)			1	(3.1)			18	(32.7)			4	(10.0)			15	(31.9)		
3-5	14	(16.1)			2	(6.2)			12	(21.9)			7	(17.5)			7	(14.8)		
6-10	7	(8.0)			7	(21.8)			--	--			7	(17.5)			--	--		
11-20	12	(13.8)			12	(37.6)			--	--			12	(30.0)			--	--		
21 and above	7	(8.0)			7	(21.8)			--	--			7	(17.5)			--	--		
Missing	64	--			6	--			58	--			10	--			54	--		
Total	151	(100.0)	7.9	2.3	38	(100.0)	18.4	12.5	113	(100.0)	1.9	1.6	50	(100.0)	15.4	10.3	101	(100.0)	1.6	1.4
RECREATION																				
0	57	(65.5)			4	(12.5)			53	(88.4)			11	(27.5)			48	(97.8)		
1-10	12	(13.8)			11	(34.4)			1	(1.8)			12	(30.0)			--	--		
11-20	9	(10.3)			9	(28.1)			--	--			9	(22.5)			--	--		
21-50	5	(5.7)			5	(15.6)			--	--			5	(12.5)			--	--		
51-99	2	(2.3)			2	(6.2)			--	--			2	(5.0)			--	--		
200-299	2	(2.3)			1	(3.1)			1	(1.8)			1	(2.5)			--	--		
Missing	64	--			6	--			58	--			10	--			54	--		
Total	151	(100.0)	9.9	0.3	38	(100.0)	20.7	11.0	113	(100.0)	3.7	0.0	50	(100.0)	16.6	4.5	101	(100.0)	4.3	2.2

As Table 13 indicates, the combined Y.S.A.'s documented the following services during 12/1/78 to 12/31/80 per exiting participant:

<u>Services</u>	<u>N</u> ¹	<u>Mean</u>	<u>Median</u>
Counseling	137	11.5	3.3
Tutoring	139	1.9	0.1
Pre-Voc.	137	6.9	2.5
Recreation	139	26.5	0.3

Tables 14(a) and 14(b) provide a break-down of exiting participant services documented by each of the Y.S.A.'s. Those tables indicate that average counseling services were much higher at St. Mark's and average recreation services were much higher at Kingsley House. Overall, the analysis indicates low levels of average and median service delivery to exiting program participants for the periods 1-1-80 to 12-31-80 and 5-6-80 to 12-31-80 compared to the previous time period.

Perhaps, a more meaningful analysis would compare the period before and after non-work related services were disallowed. That data indicates the following for the combined Y.S.A.'s for accepted and exiting participants during those periods.

<u>Services</u>	<u>N</u> ²	<u>12-1-78-5-5-80</u>		<u>N</u> ²	<u>5-6-80-12-31-80</u>	
		<u>Mean</u>	<u>Median</u>		<u>Mean</u>	<u>Median</u>
Counseling	68	20.6	14.3	69	2.5	2.0
Tutoring	71	3.4	0.2	68	0.4	0.2
Pre-Voc.	68	11.9	5.5	69	1.9	1.5
Recreation	70	49.8	11.0	69	2.9	0.0

¹Actually, 140 participant's exited, but data was missing on several.

²Actually, 71 participants and 69 participants exited during those periods, but data was missing on several.

As indicated, there was a significant reduction in all documented service delivery areas to accepted and exiting participants after non-work related services were eliminated by the funding source. The only allowable services - pre-vocational guidance and counseling (if employment related) - totaled an average of 4.4 hours and a median of 3.5 per exiting participant. Most interestingly, the documented delivery of the only unquestionably allowable service (pre-vocational guidance) was reduced considerably after 5-6-80 at St. Mark's Community Center and, to a lesser extent, at Kingsley House. However, at both Y.S.A.'s the level of documented service delivery in all areas dropped markedly after 1/1/80 compared to the previous period.

In an effort to understand or attempt to explain this seemingly large decrease in direct service delivery to participants, program personnel at both St. Mark's Community Center and Kingsley House were interviewed. Both agencies expressed concern with the level of services and offered the following as partial explanations for the decrease in documented service delivery:

- (1) During part of the time under evaluation, especially during 1980, neither Y.S.A. was operating with a full complement of restitution counselors. Kingsley House personnel stated they were advised by the restitution staff not to hire replacement personnel as the service contract would probably not be renewed.

- (2) Participants working in unsubsidized employment positions, those in a "suspended" status awaiting removal from the program for non-compliance with contract terms, and those whom the Y.S.A.'s have notified the program of contract completion and are awaiting formal termination from the program receive few or no services. However, participants in all those categories were carried as "active" on the monthly reports as having received no services.
- (3) The amount of services delivered may have been inflated initially because of misunderstandings regarding service documentation. For instance, St. Mark's Community Center personnel stated that early in the program, job site visits were reported as counseling contacts.
- (4) Resistance by many participants was encountered after program assignment and time was needed to secure the cooperation and participation of participants.
- (5) At St. Mark's Community Center a large number of participants were enrolled in its regular school prior to the summer of 1980. As a result, those participants received considerable pre-vocational guidance services.

- (6) After 5/6/80, average time in the program was reduced to approximately three months for exiting participants. This compares to an average of almost 10 months for exiting participants earlier in the program.

An additional observation noted by the M.C.J.C.C. staff was that an organized systemic process was not significantly developed or implemented by the Restitution Project staff focusing on improving service delivery. Program personnel chose to restructure the program by proposing to eliminate the Y.S.A.'s from participation rather than by strengthening those relationships. In addition, program staff persisted in those attempts after Juvenile Court determined that the contracts with the Y.S.A.'s would be continued. While the friction between the program and the Y.S.A.'s may have affected service delivery, the extent or existence of this factor cannot be ascertained. (See Appendix E.)

Nevertheless, it is questionable whether this low level of documented service delivery provides significant benefits to program participants. Other than the employment related activities of job readiness, job development, job placement, and job site monitoring, perhaps other direct "rehabilitation" services to participants should be eliminated in view of the low level of documented services and the reduced periods of time assigned to the program in which to profit from such services.

However, services other than direct services were provided to participants by the Y.S.A.'s. These services included: job placements, work site monitoring visits, phone contacts, conferences, letters, and family contacts. Additional data supplied by both Y.S.A.'s indicate the following levels of activity.

KINGSLEY HOUSE

ACTIVITY	12/1/78 - 12/31/80	12/1/78 - 12/31/79	1/1/80 12/31/80	12/1/78 5/5/80*	5/6/80* 12/31/80
Work Site Monitoring Visits	559	198	361	387	172
Phone Calls	640	186	454	336	304
Letters	128	0	128	30	98
Family Contacts	113	79	34	90	23

*Actually 4/30/80

**Actually 5/1/80

ST. MARK'S COMMUNITY CENTER

ACTIVITY	12/1/78 12/31/80	12/1/78 12/31/79	1/1/80 12/31/80	12/1/78 5/5/80	5/6/80 12/31/80
Work Site Monitoring Visits	495	265	230	278	217
Job Related Phone Contacts	84	62	22	63	21
Job Related Conferences	123	86	37	92	31
General Phone Contacts	119	71	48	86	33
General Conferences	203	116	87	136	67
Job Placements	106	65	41	60	46

H. Objective 4 - To increase the number of effective dispositional alternatives available to Juvenile Court by strengthening existing youth service agencies through the support of the Restitution Program.

The question of inappropriate referrals discussed in Goal 1, pages 32-39 does not fully support the intent of this goal to increase effective dispositional alternatives available to Juvenile Court. In addition, program personnel proposed eliminating the services contracts with the Y.S.A.'s and providing those services internally, but after full consideration of all factors, Juvenile Court agreed for the present to continue the contracts. (See Appendix E.) However, program personnel persisted in these efforts and in view of the conflicts between the program staff/Juvenile Court and the Y.S.A.'s, it would appear that this objective was not met. (See pages 49-51.)

I. Objective 5 - To provide the public with information on the program aimed at increasing public awareness of and confidence in the Juvenile system.

Table 15 includes a list of speeches, meetings, and other public relations activities engaged in by program personnel during 1980.

Table 15

Date	Organization
January 9, 1980	Kiwanis Club, East New Orleans
January 18, 1980	Kiwanis Club, Algiers
January 29, 1980	Children's Council of New Orleans
January 31, 1980	Newscast - Channel 12
February 12, 1980	Radio - Public Service Announcement on WQUE
February 20, 1980	Conference in Denver on the National Initiative
April 9, 1980	Juvenile Justice Council Workshop
April 21, 1980	Elysian Fields Civic Improvement Association
May 8, 1980	M.C.J.C.C. Executive Board Meeting
June 25, 1980	Young Men's Business Club of Greater New Orleans
July 17, 1980	Louisiana Motor Transport Incorporated
Oct.-Nov., 1980	Public Service Announcements-WEZE, WTIX, WNOE, WRNO, WWIW, WBYU, and WQUE
October 28, 1980	Unica Civica Americana
September 24, 1980	U. S. Coast Guard
November 2, 1980	WBYU-FM Al Breaux Talk Show
November 12, 1980	Vieux Carre Action Association
November 17, 1980	Carrollton Rotary Club
November 24, 1980	Crime Explosion-Channel 4

J. Objective 6 - To increase the employability of participating youths through work-training experience, education, and pre-vocational training.

The extent of attainment of the part of this objective relating to education and pre-vocational training can be gleaned from an examination of service delivery by the Y.S.A.'s. (See discussion of Objective 3, pages 43-52.) It would appear that the level of documented direct services is minimal and that the intent of this objective was, at best, only partially met.

The attainment of much of the remainder of the objective is contained in the discussion on type employment/hours worked on pages 21-27. While it is difficult to determine increases in employability, the various kinds of employment could be considered beneficial to the participants insofar as learning job skills, discipline, etc. (The specifics of the activities of the Y.S.A.'s relative to job development/placement/monitoring are detailed in the discussion of Objective 3, page 52.)

IV. REFERRAL SOURCES

Table 11 provided a detailed analysis of the referral source of participants during the entire period of evaluation and for the other four periods being analyzed. (It should be noted that Judge Ganucheau was not elected to the Juvenile Court until early 1980. Therefore, she is excluded from any referral data analysis prior to her election.) As that table indicates, Judge Ganucheau was responsible for nearly 50% of the program referrals during the period 1-1-80 to 12-31-80, and especially during the period 5-6-80 to 12-31-80. Overall, about 94% of the 241¹ referrals were adjudicated delinquent, with the remaining 6% adjudicated as status offenders. For 59% of the participants, the disposition consisted of, or included, a suspended commitment to the State Department of Corrections.

Further, Table 16 analyzes a cross tabulation of the source of referral by the type of exit for all 140 participants who exited (not necessary completed) the program. As indicated, Judge Ganucheau had a low rate (7.2%) of participants removed from the program for disciplinary or other "negative" reasons and an extremely high rate (92.9%) of those successfully completing it. The removal rates for the other judges varied between 21.7% - 38.9% and the successful completions and completions by adjustment varied between 58.4% - 78.2%. In addition, Judge

¹Data were missing on one participant.

TABLE 10

REFERRAL SOURCE BY TYPE EXIT

Type Exit	Armstrong	Giarruso	Mule'	Gill/n	Ganuchau	Ad Hoc	Total
Removed Disciplinary	7 (29.2)	6 (33.3)	8 (25.0)	4 (17.4)	2 (4.8)	0 (0.0)	27 (19.3)
Removed Other	2 (8.3)	1 (5.6)	3 (9.7)	1 (4.3)	1 (2.4)	0 (0.0)	8 (5.7)
Completion Adjustment	1 (4.2)	1 (5.6)	0 (0.0)	1 (4.3)	0 (0.0)	0 (0.0)	3 (2.1)
Completion	13 (54.2)	10 (55.6)	20 (64.5)	17 (73.9)	39 (92.9)	2 (100.0)	101 (72.1)
Other	1 (4.2)	0 (9.0)	0 (0.0)	0 (0.0)	0 (0.0)	0 (0.0)	1 (0.7)
Total	24 (100.0)	18 (100.0)	31 (100.0)	23 (100.0)	42 (100.0)	2 (100.0)	140 (100.0)

Ganucheau was responsible for the referral of 42 (30.0%) of all exiting participants, although she only served as a Juvenile Court Judge since early 1980.

However, a closer examination of the data indicates that during the period 5-6-80 to 12-31-80, the number of referrals receiving Department of Corrections commitments (suspended), but meeting none of the other selection criteria requirements from each judge included:

5-6-80 - 12-31-80 D.O.C. SUSPENDED DISPOSITION ONLY

Ganucheau	35
Giarrusso	5
Mule'	3
Armstrong	1
Gillin	1
Ad Hoc	1
Total	46

If these offenders would have been otherwise incarcerated, the practice by the court of first sentencing a youth to the D.O.C., suspending that sentence, then ordering the offender to the Restitution Project could provide documentation that the project is offering a real alternative to incarceration. This method can be beneficial in that it acts as a deterrent to violations of the rules and regulations, since participants know that they will face incarceration if removed from the program and returned to court.

However, inequities may occur when participants who would not ordinarily be committed to the D.O.C. in the absence of the project are given suspended D.O.C. sentences. In addition, other referrals meeting none of the selection criteria should not have been either referred or accepted. Finally, those status offenders referred and accepted were expressly excluded from participation by both eligibility criteria. (The discussion of Goal 1, pages 32-39 provides a detailed analysis of the possible inappropriateness of a large number of referrals.)

V. TIME-IN-PROGRAM ANALYSIS

An analysis was done on the time-in-program of all participants based on one of the following categories:

1. Removed for disciplinary reasons (27);*
2. Completion/Completion by adjustment (104);*
3. Still-in (as of 12-31-80) (101);* and,
4. All exiting participants (140).*

In addition, the time-in-program was analyzed from four different time process perspectives which were defined as:

1. Referral date to contract date;
2. Contract date to employment date;
3. Employment date to exit date; and
4. Contract date to exit date.

As Table 17 indicates, the mean and median time periods between the referral date and the contract date do not indicate considerable variation. Overall and for all categories of participants, the variance was between 8 days - 26 days. Table 17 further indicates that the mean and median time period between the contract date and the employment date for the various categories of participants varied between 14 days-32 days, except for disciplinary removals between 1-1-80 to 12-31-80 and still ins between 12-1-78 to 5-5-80. However,

*Total possible number of participants in this category. The actual number used in the analysis varies based on the availability of time data.

TABLE 17

TIME-IN PROGRAM ANALYSIS															
12/1/78 - 12/31/80			12/1/78 - 12/31/79			1/1/80 - 12/31/80			12/1/78 - 5/5/80			5/8/80 - 12/31/80			
REFERRAL DATE TO CONTRACT DATE															
	N	Mean	Median	N	Mean	Median	N	Mean	Median	N	Mean	Median	N	Mean	Median
All Exiting Participants	107	21.4	15.0	38	18.2	11.2	69	23.2	18.0	57	23.3	17.0	50	19.3	15.0
Completions or Completions By Adjustment	78	20.1	16.0	23	13.4	10.1	55	22.8	17.0	38	19.4	17.0	43	20.8	15.4
Removed for Disciplinary Reasons	21	20.3	14.0	10	13.8	11.5	11	26.1	18.0	18	24.1	14.3	5	8.2	10.0
Still In Participants	64	22.0	21.0	8	17.4	15.7	56	23.5	22.0	10	25.5	18.8	54	--	--
CONTRACT DATE TO EMPLOYMENT															
All Exiting Participants	68	21.2	16.4	28	19.4	16.9	41	22.4	18.0	40	23.9	18.0	29	17.5	16.9
Completions or Completions By Adjustment	51	19.5	16.0	15	20.0	16.4	36	19.3	15.4	25	21.5	15.4	26	17.8	17.0
Removed for Disciplinary Reasons	12	28.5	18.9	9	19.8	18.4	3	58.1	61.8	11	32.1	20.4	1	1.0	1.0
Still In Participants	34	22.1	17.0	5	27.8	22.6	29	21.1	14.0	8	41.2	23.7	28	--	--
EMPLOYMENT DATE TO EXITING DATE															
All Exiting Participants	59	171.2	139.0	26	285.0	259.3	33	86.6	85.9	36	230.0	242.6	23	78.2	758.4
Completions or Completions By Adjustment	40	158.6	104.4	13	201.8	280.6	27	85.8	82.8	21	240.7	258.8	18	89.8	56.8
Removed for Disciplinary Reasons	12	111.3	156.5	8	270.0	213.5	4	93.8	87.8	10	228.5	158.7	2	134.8	134.8
Still In Participants	41	112.8	68.8	5	301.8	300.4	38	74.1	58.9	6	337.2	358.9	35	--	--
CONTRACT DATE TO EXIT DATE															
All Exiting Participants	88	105.8	132.0	38	285.5	288.6	58	101.3	79.2	45	238.1	217.2	41	84.8	88.8
Completions or Completions By Adjustment	69	157.3	106.2	18	317.8	312.5	43	87.8	70.8	26	251.4	281.4	33	83.2	88.8
Removed for Disciplinary Reasons	20	185.8	148.0	8	278.5	252.8	11	109.2	113.8	14	232.8	186.8	6	76.8	42.8
Still In Participants	82	110.2	80.6	8	434.6	389.4	78	84.6	51.8	10	375.1	384.0	72	--	--

Table 17 shows considerable variance among the time periods and among the categories of participants in both mean and median time periods between the employment date and the exit date. The average and median times for the periods 12-1-78 to 12-31-79 and 12-1-78 to 5-5-80 are considerable longer than for the other time periods. This, of course, reflects the change in program procedures after March 1980, in that participants after that date were assigned to the program for different periods of time rather than for a full year. Finally, Table 17 provides an analysis of the four categories of participants by the various time periods and indicates the mean and median days between the contract date and the program exit date. Similarly, these periods reflect that change in procedure effective in March 1980, in that the mean and median time periods are of much shorter duration after that date.

In summary, few observations would be relevant concerning this data. Of major importance is the fact that the data does support the changes in time in program assignment procedures which became effective during March 1980.

VI. FAILURE RATE ANALYSIS

Using a procedure¹ developed by Anne L. Schneider,⁴ the failure rate analysis indicates the monthly failed percentage for seven sub-groups, in addition to the monthly rate for all participants. As the number of failures, the total number of participants, and the total length of time "at risk" are all factors affecting the computed failure rate, variations in the failure rate between sub-groups may be attributed to any or all of these factors in varying degrees.

According to Table 18, the failure rate for all participants accepted prior to 1-1-81 was 2.5%, indicating that 2.5% of the failures (27) did so each month. As the average months of participation for all those individuals was 4.557 months, the product of the monthly failure rate and the average months is the estimated percentage failed of all participants (11.4%). This calculation can be crosschecked by comparing it with the actual percentage failure of 11.2% for all participants based on the result of all failures (27) divided by total number of participants (241). The small difference between these percentages is due to the fact that average months was based on incomplete data, with some entry dates missing from the original data file.

¹The procedure is explained in Appendix D.

⁴In Program Reoffense Rates For Juveniles in Restitution Projects, Anne L. Schneider, Peter R. Schneider, and S. Gordon Bazemore, Institute of Policy Analysis, October 1980.

TABLE 18

FAILURE RATE ANALYSIS							
PARTICIPANT CATEGORIES	Failures	Cases	% Failed (Failures/Cases)	Avg. Months	Total Months Avg. Months x Cases	Monthly Failure Rate Based on Total Months at Risk	% Failed* (Failure Rate x Avg. Mos.)
All Participants Accepted Before 1-1-81	27	241	11.2%	4.557	1098.237	2.5%	11.4%
Participants Accepted During 12-1-78 to 12-31-79	14	58	24.1%	10.210	592.180	2.5%	25.5%
Participants Accepted During 1-1-80 to 12-31-80	13	183	7.1%	3.015	551.745	2.4%	7.2%
Participants Accepted During 12-1-78 to 5-5-80	20	81	24.7%	8.677	702.837	2.8%	24.3%
Participants Accepted During 5-6-80 to 12-31-80	7	160	4.4%	2.551	408.160	1.7%	4.3%
Participants at St. Mark's	15	151	9.9%	4.955	748.205	2.0%	9.9%
Participants at Kingsly House	12	88	13.6%	3.792	333.696	3.6%	13.7%
All Exiting Participants	27	140	19.3%	5.446	762.440	3.5%	19.1%

*These figures were based upon the product of the failure rate per month and the average months in the program. The similarity of these figures to the actual percentage failed in column 3 indicates the accuracy of the computed failure rate. The slight variance was due to avg. months based on incomplete data.

A comparison of the time periods suggests that the failure rate has decreased. However, this finding is probably due in large measure to the policy revision permitting participants to exit from the program once restitution payments have been completed. Prior to this policy change, all participants were required to remain in the program for one full year, thereby increasing all participant's time "at risk" and leading to a higher (presumed) failure rate.

Finally, the failure rate for all juvenile restitution participants should not be compared with the failure rate for participants in any other program, since the average months "at risk" will likely differ among programs. The fact that the failure rate for all exiting participants (3.5%) is higher than that for all participants (2.5%), including those still-in the program, supports the contention that the exclusion of still-in participants biases an outcome analysis in the direction of failures. Thus, the preceding failure rate analysis seems to provide a more accurate method for determining actual outcome efficiency.

An analysis of the failure rates for participants at the two Y.S.A.'s suggests that participants fail at a higher rate at Kingsley House (3.6%) than at St. Mark's Community Center (2.0%). However, this finding should not in and of itself lead to the conclusion that St. Mark's necessarily does a better job. A detailed analysis of participants assigned to both Y.S.A. would be necessary in order to identify significant differences which may account for different failures rates.

VII. COST SUMMARY

During the period 12-1-78 to 12-31-80, the following amounts were expended in the course of program operations:

<u>*Total Expended</u> <u>12-1-78 - 12-31-80</u>	<u>Total Expended</u> <u>12-1-78 - 12-31-79</u>	<u>Total Expended</u> <u>1-1-80 - 12-31-80</u>
\$336,350.00	\$163,787.00	\$172,563.00

During those same periods of time, the following number of participants were referred and accepted by the program:

<u>12-1-78 - 12-31-80</u>	<u>12-1-78 - 12-31-79</u>	<u>1-1-80 - 12-31-80</u>
241	58	183

Therefore, for the entire period of the evaluation the following costs could be assigned per participant:

12-1-78 to 12-31-80	=	\$1,395.64	(241 participants)
12-1-78 to 12-31-79	=	\$2,823.91	(58 participants)
1-1-80 to 12-31-80	=	\$ 942.97	(183 participants)

These costs include all accepted participants without regard to whether or not the referral met the selection criteria or whether or not the participant successfully exited from the program.

A further analysis by each Y.S.A. indicates the following cost expenditures between 12/1/78 - 12/31/80. The estimated costs for the period 10/1/80 - 12/31/80 were based on average expenditures by each Y.S.A. for the previous 22 month period.

*Includes LEAA funding and match.

Y.S.A.	Total Expenditures
St. Mark's Community Center	\$ 85,505.71
Kingsley House	<u>70,959.43</u>
Total	\$156,465.14

Of the 241 referrals during the period 12/1/78 - 12/31/80, St. Mark's was assigned 151 (63.2%) and Kingsley House was assigned 88 (36.8%) of them. This totals 239 participants because two of the referrals were unassigned as of 12/31/80. Based on this data the following costs per participant can be assigned:

Y.S.A.	N	Cost Per Participant
St. Mark's Community Center	(151)	\$566.26
Kingsley House	(88)	\$806.36

These costs cannot accurately be assigned to a cost per hour of direct service delivery because the hours of documented service delivery only include those participants who have exited from the program. In addition, they include the expense related to other program activities conducted by the Y.S.A.'s, such as job monitoring, job development, or overhead expenses. Finally, these total expenditures and costs per participant include all referrals regardless of whether the participants had exited or were in a "still-in" status as of 12/31/80.

VIII. SUMMARY AND RECOMMENDATIONS

In 1978, the Office of Juvenile Justice and Delinquency Prevention (O.J.J.D.P.) proposed funding a number of restitution programs for juvenile offenders, the purpose of which was to support sound cost-effective projects to assist in assuring greater accountability on the part of juvenile offenders toward victims and the local communities. The programs were to focus on establishing an alternative to incarceration for adjudicated juvenile offenders. In meeting this objective, projects were funded which included those providing compensation to victims either through payments or work, as well as projects requiring appropriate community service work.

It was anticipated that these programs would assist in securing greater victim and community support for juvenile justice and in establishing additional alternatives to costly incarceration of juvenile offenders. The program guidelines stated that funded projects would coordinate with community service agencies and employment programs. Each funded program was to define the target population by precise criteria and develop action projects which would provide for restitution by adjudicated juvenile offenders, either by monetary payment to the victim, direct services to the victim, or community service work. Thus, restitution could be imposed as a sole sanction, or as a condition of probation or community based placement.

The program, as developed in New Orleans, met with a measure of success. The referral and acceptance of the number of participants specified in the goals and objectives was slightly exceeded during 20 months of program operation; 8,350.04 hours of work were performed by 114 exiting participants; \$19,536.41 in total restitution were paid by 127 exiting participants; 1,454.53 hours of counseling was provided to 127 exiting participants; 267.99 hours of tutoring was provided to 139 exiting participants; 942.01 hours of pre-vocational guidance was provided to 137 exiting participants; 3,686.98 hours of recreation was provided to 139 participants; public visibility of the program was enhanced by a number of public appearances by program staff; satisfaction with the program was evidenced by nearly all of the victims of exiting participants that could be contacted; an increase in the number of participants placed in unsubsidized employment was noted; and, while not yet measureable, job-related skills and increased employability status were acquired by many of the participants.

However, while the target population was defined in the initial grant application and, subsequently, modified in order to assist in the referral of increased numbers of serious offenders, nearly one-third of all referrals were questionable in terms of adhering to the spirit of the selection criteria (through the sole use of the D.O.C. (suspended) or in terms of meeting none) established to provide program services

as an alternative to incarceration for serious adjudicated delinquents. The potential stigmatization and possible future incarceration of less serious offenders that could result from an attempt to meet referral goals through the use of the D.O.C. (suspended) criteria should not be minimized. In addition, during 20 months of program operation, documented direct service delivery to participants by the Youth Service Agencies (Y.S.A.'s) sharply declined. Unfortunately, goal #4 dealing with reduced recidivism could not be measured because of insufficient time after exiting of a significant number of participants; goal #3 was not measurable as stated; and, several other goals or objectives established tenuous bases for analysis. Thus, little could be concluded regarding program impact on the subsequent behavior of participants. Moreover, the demographics of the juvenile offender population in New Orleans may have contributed to difficulties in adhering to the original program concept. Additionally, during the period evaluated, a legislative change was enacted whereby 16 year old offenders charged with the crimes of armed robbery, aggravated rape, aggravated kidnapping, aggravated burglary, first and second degree murder, and manslaughter could be tried as adults.

Nevertheless, because the program was a demonstration project, much can be learned and utilized from this evaluation. Specifically, local needs, inter-agency cooperation and coordination, and the economic conditions prevailing locally should be addressed and those

issues resolved prior to the development of future programs. Thus, if the program is to continue operations through funding from other sources, the following recommendations are proposed in an effort to facilitate the implementation of a more effective program for juvenile offenders:

- (1) In view of the questionable appropriateness of many of the program referrals, it is recommended that the program revise its stated objective of serving as an alternative to incarceration requiring the referral of serious offenders and, instead, establish a less comprehensive victim oriented compensation program serving less serious offenders;
- (2) Subsidized employment for juvenile offenders should be discontinued. While it is recognized that because the average participant is a 15 year old black male from a poor socio-economic environment, the development of unsubsidized work opportunities will be difficult and sufficient community service work may not be available. On the other hand, the concept of subsidized employment for juvenile offenders will doubtless be a difficult concept to promote in seeking highly competitive alternative funding. Thus, it is recommended that all efforts should

be directed toward the development of an expanded unsubsidized employment/community service victim compensation program.

- (3) Because of the low level of documented direct services provided to program participants by the Youth Service Agencies and because average time in the program is of short duration, it is recommended that the service contracts be amended to include only the functions of job readiness, job development, job placement, and job site monitoring.
- (4) It is incumbent upon the Juvenile Court to implement an internal management information system. Such a system is imperative if the functions of the court are to be operated effectively. While political risks are involved in the utilization of management information systems, the realities of effective operations and the needs of the community as a whole demand it. Otherwise, no real accountability or effective overall operations are possible. Regarding the juvenile restitution program specifically, the existence and utilization of such a system would have revealed at an early date those facts which impacted the referral of appropriate participants. In addition, it would have identified

at an early date the need for modifications in the program as originally conceptualized.

Assessing the efficacy of this programmatic effort has been a difficult process because the program has had a dual and paradoxical nature. That is, the Orleans Parish Juvenile Court Restitution Program (OPJCRP) did achieve several significant goals, and for this the Court, the program staff, and the community Youth Service Agencies should receive due recognition. However, these goals were achieved within an atmosphere of tension and mistrust which, although difficult to measure empirically, had a strong, negative impact on the program and, in a more limited way, on the juvenile justice system in New Orleans. Ignoring the deep conflicts which existed throughout the entire life of this grant would be both irresponsible and unprofessional in view of the critical role evaluation must play in improving program operation and as a basis for making future budgetary and policy decisions.

A major rationale of restitution programs in general and the OPJCRP in particular was to increase the effectiveness of the juvenile justice process. In New Orleans it was hoped that needed cooperative working relationships and net-working of services could be furthered between private Youth Service Agencies and juvenile court, with the restitution program serving as a vehicle. Rather, a great deal of tension and friction developed between the community agencies

and the staff of the OPJCRP. This situation grew out of a series of repeated efforts by the restitution program staff to terminate the contractual agreements with the YSA's and to provide the services directly. The desire to end the purchase of service agreements was based on allegations by the OPJCRP staff that program funds received by the YSA's were being spent inappropriately. The staffs of all agencies involved with the program diverted much time and energy to this issue. A subsequent audit by the Law Enforcement Assistance Administration determined that these allegations were unfounded.

Persistent attempts to end the participation of the YSA's in the program precluded development of cooperative and effective working relationships between the restitution program and other agencies involved. This, in turn, prevented the implementation of an integrated and creative process through which program operations could be upgraded and the overall juvenile justice system strengthened.

IX. ANALYSIS UPDATE

To determine whether identified referral trends have continued since the data cut off date of 12/31/80, a further analysis of program referrals was done for the period 1/1/81-5/8/81. That analysis indicated that 68 new referrals were made during that period as indicated below.

<u>Judge</u>	<u>Number</u>	<u>Percent</u>
Ganucheau	46	67.6
Giarruso	7	10.3
Armstrong	5	7.4
Gillin	5	7.4
Mule'	5	7.4
<u>Total</u>	<u>68</u>	<u>100.1</u>

In addition, these referrals were analyzed in terms of meeting the established participant referral criteria. That analysis revealed that 10 (14.7%) referrals met none of the established criteria of 5/6/80; 32 (47.1%) of the referrals met only the D.O.C. (suspended) criteria; and, the remaining 26 (38.2%) referrals met one or more of the other criteria. Thus, 42 (61.8%) of the referrals were questionable or prohibited in terms of referral appropriateness, with the remaining 26 (38.2%) of them meeting eligibility requirements. Those referrals meeting only the D.O.C. (suspended) criteria were convicted of the following offenses:

<u>Offense</u>	<u>Number</u>
Theft	16
Simple Burglary	6
Receiving Stolen Things	4
Simple Battery	2
Arson	1
Burglary	1
Obscene Phone Calls	1
Attempted Simple Robbery	1
<u>Total</u>	<u>32</u>

As in the evaluation period, the largest number 28 (87.5%) of inappropriate or questionable referrals were made by Judge Ganucheau. In addition, of the 26 referrals made during this period which unquestionably met the criteria, Judge Ganucheau referred 14, with the other four Juvenile Court judges referring 12 participants. These facts seem to suggest a lack of support for the program on the part of four of the Juvenile Court judges, but may also indicate a non-random distribution of serious cases among court sections. However, because juvenile cases are randomly distributed among the five court sections, over time each section should receive a caseload roughly equal in seriousness and criminal background to the other sections. Whatever the case, a management information system would have revealed these trends at an early date and would have allowed for the introduction of necessary modifications and programmatic alterations. Without the introduction and utilization of a management information system in Juvenile Court, it is impossible to draw any real conclusions regarding that court, to make valid recommendations for improving existing procedures, or to substantiate effective and efficient operations.

Between 5/6/80-5/8/81 Judge Ganucheau referred 127 participants. Of that total, 63 (49.5%) met only the D.O.C. (suspended) criteria. Of those 63 referrals, the following arrest and conviction histories were noted.

<u>Number</u>	<u>Arrest/Conviction History</u>
30	No previous arrests/no previous convictions
20	One previous arrest/no previous convictions
13	Two previous arrests/no previous convictions
<u>63</u>	

The other four Juvenile Court judges referred 14 participants during that same period of time meeting only the D.O.C. (suspended) criteria. Conclusions that can be reached from these data are that one judge is using the program extensively for less serious offenders and the extensive use of that single criterion represents a substantial variation in sentencing practices.

In the absence of a management information system, definitive conclusions cannot be reached. Nevertheless, the direction in which the program has been operating is similar to the modified program envisioned in the recommendations. Those recommendations suggest the continuation of a victim compensation oriented program for less serious offenders using community service work and unsubsidized employment as restitution options. The referral trends identified in the evaluation and substantiated in referrals made since 1/1/81, indicate the apparent need for such a modified program which makes no pretense of offering an alternative to incarceration and which is less expensive to operate because of the discontinuance of subsidized employment as a work option. Judging from the nature of the program referrals, a target group

of participants as envisioned in the original program concept does not exist in New Orleans at this time.

X. APPENDIX

APPENDIX A

SERIOUSNESS OF REFERRAL OFFENSE

Number of Cases

Victimless: Includes traffic accidents or tickets, status offenses, drugs, alcohol, gambling, prostitution, and probation violations.

Minor Offenses: Minor offenses not easily classified as property or personal, such as disorderly conduct.

Minor Property: Any property offense with loss/damage of \$10 or less except burglary and arson.

Minor Personal: Resisting or obstructing an officer, coercion, hazing, other similar UCR PART II offenses.

Moderate Property: Burglaries and arsons with loss/damage of \$10 or less and any other type of property offense with loss/damage of \$11 to \$250.

Serious Property: Burglaries and arsons with loss/damage of \$11 to \$250 and any other property offense with loss/damage greater than \$250.

Very Serious Property: Burglaries and arsons with loss/damage of \$250 or more.

Serious Personal: Unarmed robberies and non-aggravated assaults with loss of \$250 or less.

Very Serious Personal: Unarmed robberies and non-aggravated assaults with losses exceeding \$250 and all UCR Part I personal crimes including rape, armed robbery, aggravated assault.

Seriousness Scale Developed By the
Institute of Policy Analysis, national
evaluator of the National Juvenile
Restitution Project.

Chart A

1 Hour Worked/ Week	2 Monthly Amount Paid Toward Restitution	3 Monthly Amount Retained By Youth	4 Total Earnings Based on \$3.10/ hr.
5 hrs/wk (50%*)	\$ 31.00	\$ 31.00	\$ 62.00
6 hrs/wk (55%*)	40.92	33.48	74.40
7 hrs/wk (60%*)	52.08	34.72	86.80
8 hrs/wk (65%*)	64.48	34.72	99.20
9 hrs/wk (70%*)	78.12	33.48	111.60
10 hrs/wk (75%*)	93.00	31.00	124.00

*The percent of the youths earnings that will be used to pay restitution.

Chart B

*The percent of the youths earnings that will be used to pay restitution.

Possible Combinations to Meet Total Restitution Requirements						
Time in Months	5 hrs/wk. (50%)* 20 hrs/mo.	6 hrs/wk. (55%)* 24 hrs/mo.	7 hrs/wk. (60%)* 28 hrs./mo.	8 hrs./wk. (65%)* 32 hrs./mo.	9 hrs/wk. (70%)* 36 hrs./mo.	10 hrs/wk. (75%)* 40 hrs./mo.
2	\$ 62.00	\$ 81.84	\$ 104.16	\$ 128.96	\$ 156.24	\$ 186.00
3	93.00	122.76	156.24	193.44	234.36	279.00
4	124.00	163.68	208.32	257.92	312.48	372.00
5	155.00	204.60	260.40	322.40	390.60	465.00
6	186.00	245.52	312.48	386.88	468.72	558.00
7	217.00	286.44	364.56	451.36	546.84	651.00
8	248.00	327.36	416.64	515.84	624.96	744.00
9	279.00 ^m	368.28	468.72	580.32	703.08	837.00
10	310.00	409.20	520.80	644.80	781.20	930.00
11	341.00	450.12	572.88	709.28	859.32	1,023.00
12	372.00	491.04	624.96	773.76	937.44	1,116.00

APPENDIX B

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APPENDIX C

Cross tabulation is a procedure used to determine how one variable (s) relates to other variables. Cross tabulations of type of participant program exit (removed-disciplinary, removed-other, completion-adjustment, completion, other) and status (exit or still-in) by a number of other variables were analyzed. Those variables included: age, sex, race, family income, family marital status, family arrest history, charge, seriousness, disposition, suspended D.O.C. disposition, referral source, previous arrests, previous convictions, ordered restitution, type employment, hours worked, Y.S.A., incentive allowance, restitution paid, counseling, tutoring, pre-vocational counseling, recreation, status, arrest during program, arrest after exit, type victim, type offense, victim satisfaction, and victim's race/sex.

The purpose of the analysis was to determine if any of these variables affected the type of program exit by participants in a statistically significant way.

In order to meet the test of statistical significance,* the significance level of each cross tabulation should be no more than 0.05. Levels of significance beyond that point cannot be used to infer that a given variable affected the constant variable to a statistically significant degree. In addition, the chi square indicates whether a systematic relationship exists between two variables.

*Significance levels are not strictly applicable when data from the entire population is used. However, certain authorities have disagreed.

I. Program Exit

Of the stated variables, Table 19 identifies those meeting the test of statistical significance regarding program exit:

Table 19

Cross Tabulation of Program Exit		
Variable	Chi Square	Significance
Race	12.9	0.01
Seriousness	42.3	0.003
Disposition	9.8	0.04
Previous Arrests	26.1	0.04
Ordered Restitution	58.7	0.003
Hours Worked	48.5	0.002
Incentive Allowance	44.0	0.008
Restitution Paid	92.7	0.000
Counseling	30.5	0.06*
Tutoring	54.6	0.000
Recreation	47.7	0.01
Arrests During	39.9	0.005

*Does not quite meet the test.

While it is not possible through this simple analysis to determine how those significant variables affect program exit, certain observations can be made:

1. Disposition and race can be eliminated from further comment as the vast majority of participants were black and were adjudicated delinquent. Therefore, those two variables would indicate a high level of significance.
2. Hours worked and incentive allowance should be ignored because participants now participate and receive incentive allowances over varying periods of time, whereas before March 1980, participants were assigned for a full year of participation. Thus, data for the whole period is incompatible.
3. Of the remaining variables, those of seriousness, ordered restitution, restitution paid, tutoring, and arrests during recorded the highest levels of statistical significance. In some manner, those variables most significantly affect the type of program exit - completion, completion by adjustment, removed - disciplinary, removed - other, or other. Thus, these factors, except for tutoring which is no longer a reimburseable service, should be analyzed closely in the future to ascertain in what manner and to what degree each affects outcome.
4. Previous arrests, counseling,¹ and recreation also indicate a level of statistical significance. These factors, except for non-job related counseling and

¹At 0.06 this variable does not quite meet the test.

recreation which are no longer allowable, should continue to be examined and analyzed with those described in (3) above.

In summary, it should be noted that the fact that a given variable meets the test of statistical significance does not indicate that the variable is "good" or "bad". For example, of the 103 participants¹ exiting by completion or completion by adjustment, 68 of them received no recreation. Nevertheless, that variable recorded a level of significance of 0.01. Thus, it could be concluded that the absence of recreational services positively affects program exit rather than that delivery of that service affects program exit in a positive way. However, the opposite conclusion may be valid. Further analysis over time is necessary to draw inferences of causal relationships and to rank variables in order of importance.

While similar analysis could be done with the other variables, because of the relatively short time of program operation it would probably be misleading to draw inferences from the data. If this kind of analysis is conducted at intervals in the future, trends can be discerned and inferential conclusions can be reached.

II. Status

The cross tabulation of status-exited or still-in-was analyzed using those same variables previously listed. Those variables indicating statistical levels of significance included:

¹Data were missing on one participant.

Table 20

Cross Tabulation of Status

Variable	Chi Square	Significance
Family Arrest History	7.8	0.02
Seriousness	15.5	0.009
Disposition	3.5	0.06
Suspended D.O.C.	23.9	0.000
Referral Source	16.9	0.01
Ordered Restitution	46.3	0.000
Type Employment	19.6	0.000
Arrest During	11.3	0.05

While this analysis is interesting, for the same reasons previously discussed no real inferences can be made. In addition, because status is determined to some degree solely by program admittance date, the validity of the constant variable used in the cross tabulation is questionable.

APPENDIX D

Outcome analysis can indicate the effectiveness of programmatic activities in terms of the proportion of participants successfully satisfying or failing to satisfy predetermined completion requirements. However, in evaluations of ongoing programs, outcome analysis can be confounded by a failure to account for participants "still-in" the program. Without taking these participants into consideration, the outcome analysis will be based solely in terms of those exiting from the program. Such an analysis runs the risk of indicating a greater proportion of successful completions than would have been the case after all participants have exited, while in the case of other analysis the opposite may be true. An ideal outcome analysis would be conducted after all accepted participants have exited, but this is not possible in evaluating an on-going program.

To develop a more accurate measure of success rates and failure rates, the time that "still-in" participants have been "at risk" must be included in the calculations. Therefore, rather than developing an outcome measure based upon aggregate success or failure over an extended period of time such as one year, time "at risk" for "still-in" participants can be combined with time "at risk" for exiting participants by utilizing monthly success or failure rates.

Stollmack and Harris⁵ proposed that the failure rate for a group of individuals undergoing a particular test can be determined by means of the maximum likelihood estimate:

$$\lambda_{mle} = K / \left(\sum_{i=1}^k t_i + \sum_{j=1}^{n-k} B_j \right)$$

where

λ_{mle} = The maximum likelihood estimate.
 n = The number of individuals tested

k = The number of individuals who failed.

t_i = The length of time during which each failure was at risk ($i = 1, 2, 3 \dots k$).

B_j = The length of time during which each non-failure was at risk ($j = 1, 2, \dots, n-k$).

A slight modification of the terminology utilized in Schneider's⁶ simplified Stollmack-Harris formula enables a determination of the monthly failure rate for all participants and various sub-groups of participants. The formula utilized to determine the monthly failure rate is as follows:

$$a = (K/N_1 + N_2) \times 100$$

where

a = The failure rate.

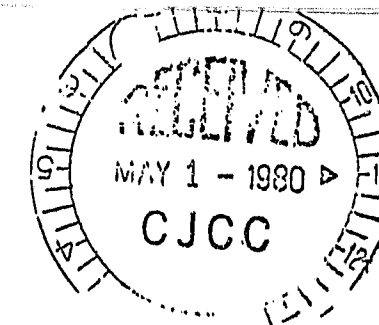
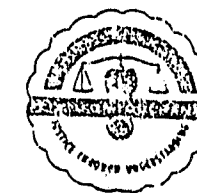
k = The number of failures in the group.

N_1 = The number of total "person-months" at risk for all failures.

N_2 = The number of total "person-months at risk for all non-failures.

⁵Failure-Rate Analysis Applied to Recidivism Data," Stephen Stollmack and Carl M. Harris, Operations Research, 22:1192-1205 Nov.-Dec. 1974.

⁶In Program Reoffense Rates for Juveniles in Restitution Projects, Anne L. Schneider, Peter R. Schneider, and S. Gordon Basemore, Institute of Policy Analysis, October 1980.



ORLEANS PARISH JUVENILE RESTITUTION

916 LAFAYETTE ST.
 NEW ORLEANS, LA. 70113

April 30, 1980

*Approved
 5/1/80
 F.S.*

MEMORANDUM

TO: Criminal Justice Coordinating Committee
 FROM: Orleans Parish Juvenile Restitution Program
 SUBJECT: Changes in the Selection Criteria

In a meeting with the Orleans Parish Juvenile Court Judges, the following selection criteria was endorsed. The program staff and the judges would like to submit these changes as an adjustment to the grant:

III. Program Selection/Eligibility Criteria

- A. Orleans Parish youth, ages 12 through 16, who have been adjudicated of delinquent offenses, where restitution would be appropriate, will be eligible for the program.
- B. The following types of adjudicated offenders will be excluded:
 - A. Youths adjudicated for murder or rape
 - B. Status offenders
 - C. Youths with patterns of violent behavior or those deemed a threat to themselves or to the community
 - D. Youths adjudicated of a victimless offense

C. In an attempt to focus on more serious offenders who have been adjudicated of delinquent offenses, the following list of categories are those types of offenders who are deemed appropriate referrals to the program. *Others are deemed appropriate*

1. An adjudicated offender who has 3 previous arrests
2. An adjudicated offender who has 1 previous conviction
3. An offender who has been adjudicated of the following serious offenses: (1) armed robbery, (2) aggravated battery, (3) aggravated assault, (4) aggravated arson, (5) aggravated burglary
4. An offender who has been adjudicated of a delinquent offense where there has been \$250 or more of loss
5. An offender adjudicated of a delinquent offense and given a suspended sentence from the Department of Corrections

John?

D. An analysis of the youth's arrest history, suitability for employment and his or her ability to both understand and accept the restitution concept will be utilized in the selection process.

E. Equal access to the program will be assured to all eligible juvenile offenders regardless to race, color, sex, ethnic group or socio-economic status.



CITY OF NEW ORLEANS
OFFICE OF THE MAYOR
May 20, 1980

ERNEST N. MORIAL
MAYOR

HAND DELIVERED

The Honorable Judge Joan B. Armstrong
Orleans Parish Juvenile Court
421 Loyola Avenue
New Orleans, La. 70119

Dear Judge Armstrong:

Several weeks ago Doug Dodge of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) conducted a monitoring visit of the Juvenile Restitution Program. One of the areas discussed with Mr. Dodge was the provision of services to the program participants by the contracted Youth Serving Agencies (YSA), Kingsley House and St. Mark's Community Center. Basically, the outcome of the discussion was that recreation, counseling and tutoring services would not be allowed but that job readiness, pre-vocational guidance, job placement, and monitoring were eligible. Subsequently, meetings were held with the program staff and the YSAs to determine how the allowable services would be provided.

There are currently two options for delivering these reduced services. The program staff has suggested that the contracts with Kingsley House and St. Mark's be terminated and that two additional positions (an employment specialist and a statistician) be established as part of the program staff and hired by the court. The YSAs are willing to continue serving the program participants and have submitted reduced budgets which reflect the reduced services they will be providing. Their proposed budgets with an explanation of the reductions is attached for your review. According to the YSAs, these are the minimum amounts for which they will be able to provide services.

I am asking that the court decide how they want to proceed with the program and the delivery of the allowable services to the participants. To assist you in this decision, I will outline what I feel are the pros and cons of the two options presented. A major factor which should be considered in this decision is that OJJDP will re-examine the progress of the program in August to determine if the program should continue, and if so, at what funding level. It is important that between now and August the program intensify its efforts to increase the number of participants and that those participants are properly served. It seems to me that a change in the method of delivering services could be disruptive to the program at a time when it is most critical for the

Criminal Justice Coordinating Council / Frank ...
1215 Prytania Street, Suite 418 / New Orleans, Louisiana 70130
Phone: (504) 586-3816

"An Equal Opportunity Employer"

Judge Joan B. Armstrong

-2-

May 20, 1980

program to be operating at the highest level possible. With this in mind, the pros and cons of the two options are presented below:

Option 1 - Court Personnel

PROS

- More control by court over personnel
- More control of the quality and type of services delivered
- Less cost

CONS

- Delay in hiring court personnel occasioned by the following:
 1. position in unclassified pay plan must be established
 2. City budget changes must be made
 3. screening and interviewing of applicants
 4. training new employees

NOTE: It could be August before this process can be completed.

- Following the employment of these individuals, there will be the time consuming task of gaining community acceptance and the development of job slots. The YSAs have developed this through years of community contact.

Option 2 - YSA Contracts

PROS

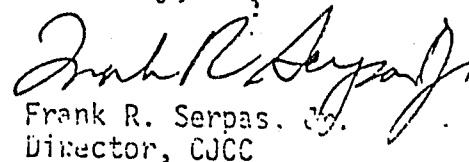
- Already providing service, no disruption to the program
- Community contacts and job slots already established
- Provides an opportunity for court to interact with private non-profit service delivery agencies to help build broad based community support for the court and programs operated by the court.

CONS

- Costs more
- Less control of personnel and delivery of services

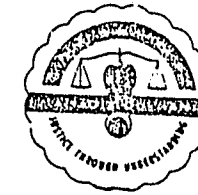
I am requesting that the court review the options presented and reach a decision in this matter as soon as possible. I will be available to discuss the information in greater detail if you require. With the August refunding decision deadline quickly approaching, it is important that you act promptly so that the program can proceed in a manner which causes as little disruption as possible.

Sincerely,


Frank R. Serpas, Jr.
Director, CJCC

FRS:eg
cc - Juvenile Court Judges
Mrs. Adele Lowe

-92-



*Copy for Steve
check of copy
for master file.*

TELEPHONE 522-3384

ORLEANS PARISH JUVENILE RESTITUTION

916 LAFAYETTE ST.
NEW ORLEANS, LA. 70113

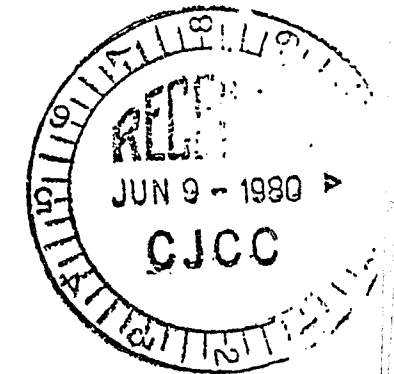
June 6, 1980

Mr. Frank R. Serpas, Jr., Director CJCC
1215 Prytania Street
Suite 418
New Orleans, La. 70130

Dear Mr. Serpas:

On May 29, 1980 the Orleans Parish Juvenile Restitution Program staff met with the juvenile court judges. The purpose of the meeting was to decide how to proceed with the program and the delivery of services provided for youths at Kingsley House and St. Mark's Community Center. The revised budgets conforming to a reduction in services and the options available to the program were also discussed. Mr. Doug Dodge, OJJDP, deemed that recreation, counseling and tutoring services were inappropriate for a restitution program, but that job readiness, pre-vocational guidance, job placement, and monitoring were necessary. Therefore, a reduction in those services deemed inappropriate would be cost effective and appropriate. A major factor considered in this decision is that OJJDP will re-examine the progress of the program in August to determine if the program should continue, and if so, at what funding level.

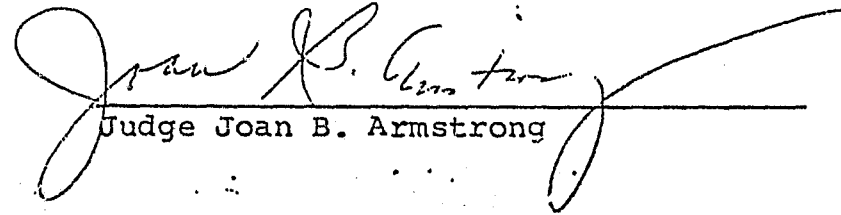
The judges and restitution staff discussed the pros and cons of two options proposed by Frank R. Serpas, Jr., Director CJCC. Option I focused on centralizing the program. All program services would be administered from the program office without assistance from the YSAs. Option II focused on continuing YSA contracts with a reduction of services and a revised budget.



-93-

After examining both options throughly, the court and the program staff decided on a third option. A third option would not be disruptive to the program at a time when it is most critical for the program to be operating at the highest level possible. The YSAs would continue providing reduced services at a reduced cost. However, the program staff would have the opportunity to investigate when and if a centralized plan would be possible and practical. Although the number of services available to participants at the YSAs would be reduced, it would be necessary that there would still be the same quality in those services provided.

Both the juvenile court judges and the restitution staff endorsed this third option. If you have any further questions concerning this matter, do not hesitate to call me.


Judge Joan B. Armstrong

BY: 
Adele Lowe, Program Coordinator

JBA/ww

cc: Juvenile Court Judges
Florence Onstad, Judicial Administrator



CITY OF NEW ORLEANS

OFFICE OF THE MAYOR

July 17, 1980

ERNEST N. MORIAL
MAYOR

Ms. Adele Lowe
Program Coordinator
916 Lafayette Street
New Orleans, LA 70113

Re: Orleans Parish Juvenile Court Restitution Program

Dear Adele,

As per our telephone conversation, the Orleans Parish Juvenile Court by letter dated June 6, 1980 has agreed to accept the revised budgets which were prepared by St. Mark's Community Center and Kingsley House. These revised budgets, which reflect reductions in services and services associated costs, were the result of several meetings with Doug Dodge, LEAA program manager, your staff, the CJCC staff and representative from St. Mark's Community Center and Kingsley House.

Since St. Mark's and Kingsley House have proceeded to reduce services in conformity with their revised budgets, all future payments to these agencies should be based on the revised budgets commencing with the date on which grant ineligible services were not provided to program participants. The contracts between Juvenile Court and both agencies should be formally amended to reflect the LEAA mandated cut back in services and service cost. For your reference, I have attached a sample contract amendment per CAO policy memorandum No. 24 (Revised). I suggest the revised budgets be attached to and made part of the amendments.

Thank you for your attention to this matter and for your continued cooperation. If additional information is required, please do not hesitate to contact me on 586-5103.

Criminal Justice Coordinating Council / Frank R. Serrano, Jr., Director

(504) 586-5103

"An Equal Opportunity Employer"

Ms. Lowe

2

July 17, 1980

Sincerely,

CRIMINAL JUSTICE COORDINATING COUNCIL

Robert C. Rhoden
Robert C. Rhoden
Grants Administrator

RCR/lmp

Encl.

cc -

Judge Joan B. Armstrong
David Billings
John Wall, Att. Catheryn Bass
Frank Serpas
Steve Hunt
Eleck Craig

Page 1 of 2

1 AMENDMENT
2 TO AGREEMENT FOR PERSONAL SERVICES
3 BETWEEN
4 THE CITY OF NEW ORLEANS
5 AND
6 JOHN DOE, M.D.

7 THIS AMENDMENT is made and entered into as of the 1st day of
8 January, 1980 by and between the City of New Orleans, herein
9 represented by Ernest N. Morial, Mayor (hereinafter referred to as
10 "City"), and John Doe, M.D. (hereinafter sometimes referred to as
11 "Contractor").

12 WITNESSETH

13 WHEREAS, the City and the Contractor have entered into an
14 agreement dated January 1, 1980 for the purpose of providing
15 medical services to the residents of the Youth Study Center, and
16 WHEREAS, the City desires to increase the number of weekly
17 visits required of the contractor under the terms of the original
18 agreement, and

19 WHEREAS, such increase in services to be provided by the
20 contractor shall constitute an increase in compensation to con-
21 tractor, and

22 WHEREAS, both parties to the agreement dated January 1, 1980
23 desire to amend the agreement and have the necessary authority
24 to do so,

25 THEREFORE, IT IS HEREBY AGREED:

26 To amend the contract dated January 1, 1980: To delete
27 Section I (A) in its entirety and substitute in lieu thereof:

1 A. Provide medical services, that is examination and
 2 treatment, as are necessary to the residents of the
 3 Youth Study Center. This includes four visits
 4 weekly and on-call responsibility.
 5
 6 To delete Section III, Compensation in its entirety and
 7 substitute in lieu thereof:
 8 III. Services will be paid for at the rate of \$570.00 per month,
 9 not to exceed \$6680.00 for the contract year.
 10 Both parties to this amendment hereby reaffirm the validity
 11 of all other provisions of the original agreement dated January 1,
 12 1980, save the above and foregoing changes.

13 IN WITNESS WHEREOF:
 14 ATTEST CITY OF NEW ORLEANS
 15 _____
 16 _____ ERNEST N. MORIAL, MAYOR
 17 _____
 18 _____
 19 _____ JOHN DOE, M.D.
 20
 21
 22
 23
 24
 25
 26
 27



Exhibit A

Bob
SA

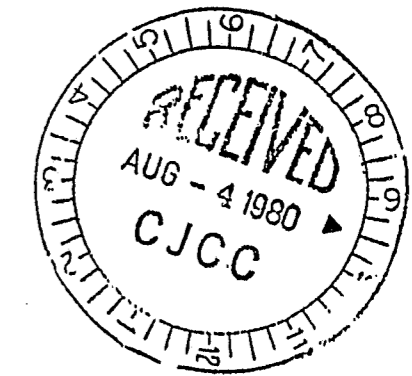
TELEPHONE 522-3384

ORLEANS PARISH JUVENILE RESTITUTION
 916 LAFAYETTE ST.
 NEW ORLEANS, LA. 70113

File

August 1, 1980

Mr. James Seymour
 Restitution Program Coordinator
 St. Mark's Community Center
 1130 N. Rampart Street
 New Orleans, La. 70116



Dear Mr. Seymour:

At this time the Judges of Orleans Parish Juvenile Court have decided, in the best interest of the program, to continue the original contracts with the agencies, Kingsley House and St. Mark's Community Center.

If you have any questions in regards to this letter, do not hesitate to call me.

Sincerely,

Adele Lowe
 Adele Lowe, Program Coordinator

*Don't know
 who to
 call*

cc: Bob Rhoden, CJCC

*Judge Armstrong called to advise that this decision
 was made by the court and is final.
 No appeal.*



RECEIVED

TELEPHONE 522-3324

ORLEANS PARISH JUVENILE RESTITUTION

916 LAFAYETTE ST.
NEW ORLEANS, LA. 70113

December 8, 1980

MEMORANDUM

TO: Orleans Parish Juvenile Court Judges

FROM: Orleans Parish Juvenile Restitution Program Staff

SUBJECT: Analysis of Contractual Arrangements with St. Mark's
Community Center and Kingsley House

As per your request, attached is a copy of the breakdown of expenses that St. Mark's and Kingsley House have reported as expenses associated with operating the restitution program at their agencies. After reviewing the financial and program records of the agencies, it is the conclusion of the program staff that funds delegated for use in the agencies' restitution programs have been channeled to subsidize other in-house programs of the agencies.

In August the decision was made to terminate the contracts because using the agencies to provide program services was not a cost effective method of operation. By terminating the contracts the program could continue for a longer period of time on present funding. The program itself could be improved because all phases of services would be operated by the court through the restitution program staff. During the period of time the agencies have provided these contractual services, it has been very difficult to motivate them to improve their programs.

The inherent problem in this program design is that the agencies' first priority is not the restitution effort. Their position has been to use the financial resources available to them through the restitution program to the best interest of

Since they have been successful in having the original termination decision reversed in their favor, it has been even more difficult to institute improvements in program services. Their method of exerting control has been to work through the offices of the Mayor and CJCC and not through the court. Their greatest interest in the program has centered around the continuance of financial resources. As for the impact on community relations, the agencies represent the positive aspects of the program as an accomplishment of the agencies and not that of the court. If the restitution program failed, the court and staff would bear responsibility. Likewise the converse should be true.

As a result of the aforementioned problems and a review of the attached materials, the Orleans Parish Juvenile Restitution Staff strongly recommends that the original decision to terminate the contracts with the agencies and provide those services in-house be upheld.

JUDGES

EDWARD G. GILLIN
JOAN B. ARMSTRONG
SALVADORE T. MULE
CLARENCE B. GIARRUSSO
ANITA H. GANUCHEAU



TELEPHONE 586-3900

ORLEANS PARISH JUVENILE COURT

421 LOYOLA AVENUE
NEW ORLEANS, LA. 70112

June 26, 1981

Mr. Frank R. Serpas, Jr.
Director
Criminal Justice Coordinating Council
1000 Howard Avenue, Suite 1200
New Orleans, Louisiana 70113

Re: Evaluation of Juvenile Court Juvenile
Restitution Project

Dear Mr. Serpas:

In response to the alleged "evaluation" of the Juvenile Court Juvenile Restitution Program by the Criminal Justice Coordinating Committee (CJCC), I have the following comments. I want these comments incorporated into the published "evaluation," and in that regard I must request that you furnish me with a list of all the various agencies and/or persons to which the "evaluation" will be sent, as I intend to correspond personally with said agencies/ persons in order to confirm that they have received my comments. Needless to say, I would not undertake this additional task were I not convinced of its necessity.

Let me emphasize that I speak only for myself, and my comments should not be construed as representing the other judges, as I have not had an opportunity to confer with them in depth about the "evaluation," partly as a result of the short response period permitted us.

By way of correction only, may I point out that the listed SUB-GRANTEE (City of New Orleans) did not furnish the \$55,461.00 match funds. The listed OPERATING AGENCY (Orleans Parish Juvenile Court) furnished those funds.

In general, I feel that the alleged "evaluation" is not an evaluation of the program. Admittedly, the "evaluators" did play some number games with the numbers involved, applying some statistical theories of questionable relevance, and apparently "calculated" the program as opposed to "evaluating" it. If one is interested in such "statistics," I assume this service had some merit.

However, I find it preposterous for you to suggest that the program was seriously "evaluated" when not one member of the CJCC "evaluating" team had any discussion with the judges involved, when not a single probation officer was interviewed, and when the "evaluators" spent not a single minute in a courtroom. If CJCC was indeed intent upon determining the utility, worth, or merit of the program, in common parlance "performing an evaluation" of the program, the above mentioned items would seem to be necessary prerequisites.

Admittedly, you and I had one ten minute conversation, after the "evaluation" had been completed, wherein you informed me what your criticism of me would be. I was never shown even one example of any specific case you considered to be an inappropriate referral, nor were any of the other judges to my knowledge. I hardly consider this a proper manner of "evaluation."

In those areas of the "evaluation" in which you drew conclusions, they were, for the most part, based upon erroneous judgments you made, which were, in turn, based upon incorrect (and unjustified) assumptions you made, all of which were coupled with faulty logic.

For example, the revised selection criteria for referral to the program, approved by CJCC (inter alia) on 5-6-80, included this category, specifically listed as one of the types of offenders "deemed appropriate" for referral to the program.

"E. An offender adjudicated of a delinquent offense (sic) and given a suspended sentence from (sic) the Department of Corrections." (pg. 35-36.)

When the judges attended the meeting with Mr. Doug Dodge, regarding these revised criteria, it was never suggested, nor indeed intended, that a juvenile be required to fall into all or even more than one of these revised categories in order to be deemed an appropriate referral to the program. (This is also evident from a review of the

revised selection criteria themselves. pp.35-36.) Consequently, your conclusion that a referral to the program of a juvenile with "only" (p.37) a suspended commitment to the Department of Corrections (D.O.C.) is questionable or inappropriate (pp.38-39) is, itself, an illogical, inexplicable, and rather silly conclusion. I further dispute your contention that many of the juveniles referred to the program through this category (suspended commitment to D.O.C.) would not have been committed to D.O.C. in the absence of the Restitution Program. I can only speak for myself, but let me assure you that the very great majority of my referrals to the program under this category would have been committed to D.O.C. had it not been for the Restitution Program. Perhaps you do not view such crimes as purse snatching and simple burglary as serious crimes, but I do. So, your "conclusions" in this area are completely unsubstantiated. I greatly resent your further unsubstantiated implication that I gave suspended commitments to D.O.C. to juveniles solely in order to get them into the Restitution Program (p. 58) as it is completely untrue and without any basis in fact. (Do you think I get a commission?)

Your defense of the Y.S.A.'s is a noble creative effort, but rather transparent. While I realize that this approach may be "politics as usual," I think it is ridiculous to suggest that the staff of the Restitution Program (3 people) could so seriously interfere with and/or undermine the operation of such established and organized agencies as St. Mark's and Kingsley House as you suggest. I feel certain that the staffs of the Y.S.A.'s are themselves above such behavior, and you impugn their integrity as well as that of the Restitution Program staff by this assertion. I did not ever hesitate to refer a juvenile to the program because of this alleged friction, nor do I believe any other judge ever so hesitated. Further, while you feel that it would be "irresponsible and unprofessional" to ignore such "conflicts," I feel that it was irresponsible and unprofessional of you to attach only part of the memorandum you put forth presumably to substantiate the existence of these conflicts. (pp. 100-101.) For the convenience of the readers, I am attaching the entire memorandum.

In short, I feel that the "evaluation" is neither comprehensive nor accurate. It is analogous to my "evaluating" the cardiac surgery techniques of Drs. DeBakey and Cooley without ever having witnessed such surgery or studied such techniques, but having read

ORLEANS PARISH JUVENILE COURT

two magazine articles regarding same. I regret that CJCC has treated so shabbily such an excellent program that is such a valuable asset to the Orleans Parish Juvenile Court and to the community.

Yours very truly,



Anita H. Ganucheau
Judge

AHG/bra

cc: Joan B. Armstrong, Judge
Clarence B. Giarrusso, Judge
Salvadore T. Mule, Judge
Edward G. Gillin, Judge
Mrs. Florence Onstad, Judicial Administrator
Mrs. Adele Lowe, Restitution Program

JUDGES

EDWARD G. GILLIN
JOAN B. ARMSTRONG
SALVADORE T. MULÉ
CLARENCE B. GIARRUSSO
ANITA H. GANUCHEAU



TELEPHONE 586-3900

ORLEANS PARISH JUVENILE COURT

421 LOYOLA AVENUE
NEW ORLEANS, LA. 70112

June 29, 1981

Mr. Frank R. Serpas, Jr.
Director
Criminal Justice Coordinating Council
1000 Howard Avenue, Suite 1200
New Orleans, Louisiana 70113

Dear Mr. Serpas:

Over the weekend I did some reading of the Evaluation of the Juvenile Court Restitution Program prepared by the Criminal Justice Coordinating Committee. I have been unable to read it in its entirety due to the press of other Court business and for the further reason that the time allowed to submit a reply has been very brief.

I have read Judge Ganucheau's letter and I am generally in sympathy and agreement with the majority of her comments. I would add the following comments of my own referable to the contents of the evaluation beginning at page 67. You say that four judges of the court did not support the program over the period of January-May, 1981. You note that Section "D" placed five children into the program over this period. I have not had the curtesy of a visit from you or your staff or even a phone call. If you had done so, you would have been informed of the following: 1) That I placed every child possible into the Restitution Program consistent with the criteria and guidelines of the program. I am meticulous about not placing children in the program where the criteria is not solidly applicable. I suggest you check the records in Section "D" over this period and let me know which children I could have placed into the program and did not. These pages of the report are empiric in content and could only be formulated by a pre-disposition to act on impression rather than the scientific method. The delinquency cases which appeared on my docket during this period were far fewer in number than the six months preceeding. The Judges under our system do not file delinquency charges. 2) I can recall a few cases which I did not place into the Restitution Program for the reason that it appeared the Restitution Program would terminate on August 1, 1981.

It is not prudent or wise to start children in the Restitution Program, only to tell them at a later date that the Program has folded for lack of further financing. In such cases, restitution was made a provision of the court order but was to be effectuated through the Probation Department (DYS). I have consistently followed that other phase of restitution as a policy over the years. You should know that there has always been a restitution program in the Juvenile Court by means of direct restitution. 3) The District Attorney's Office started its own Juvenile Diversion Program, approved and funded through LEAA, on March 1, 1981. Maybe this accounts for fewer filings than in the preceding six months. I am sure that cases otherwise referred to the Restitution Program have been processed through the District Attorney's Juvenile Diversion Program with provision for restitution in many cases. You might want to check this as this may have a direct bearing on the fewer number of cases per section eligible for the Restitution Program.

I would like the foregoing comments, one, two and three, published along with the evaluation which your office has made. To say that I have not supported the program during the period referred to above is a misstatement of the realities with respect to case filings and disposition in Section "D". I wanted to get these comments to you before the June 30th action. After I have had a full opportunity to make a considered appraisal of the entire report, I may wish to supplement my comments.

Yours truly,

Edward G. Gillin
Judge

EGG/mcl

END