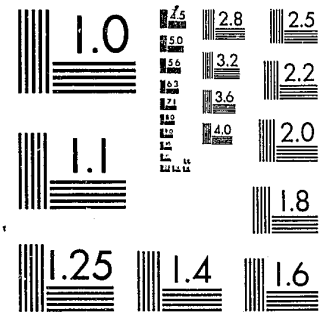


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U. S. DEPARTMENT OF JUSTICE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION		CATEGORICAL GRANT PROGRESS REPORT	
GRANTEE Trident United Way Post Office Box 2696 Charleston, South Carolina 29403	LEAA GRANT NO. 78-DF-AX-0219	DATE OF REPORT 4/30/81	REPORT NO. 9
IMPLEMENTING SUBGRANTEE	TYPE OF REPORT <input type="checkbox"/> REGULAR <input type="checkbox"/> SPECIAL REQUEST <input checked="" type="checkbox"/> FINAL REPORT		
SHORT TITLE OF PROJECT Juvenile Restitution Program	GRANT AMOUNT \$208,235		
REPORT IS SUBMITTED FOR THE PERIOD 11-1-78	THROUGH 1-31-81		
SIGNATURE OF PROJECT DIRECTOR <i>Merry Hofford</i>	TYPED NAME & TITLE OF PROJECT DIRECTOR MERRY HOFFORD, DIRECTOR, JRP		
COMMENCE REPORT HERE (A continuation page as required.)			
FINAL REPORT Outline			
I. Introduction			
II. Program Philosophy, Goals and Objectives			
III. Activities and Accomplishments			
A. Administration and Management			
B. Restitution Orders and Client Profiles			
C. Community Education			
D. Victim Services and Job Development			
E. Justice System Impact			
F. Program Evaluation			
IV. Conclusions			
A. Impact on Juveniles and Recidivism			
B. Restitution as an Alternative to Incarceration			
U.S. Department of Justice National Institute of Justice			
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RECEIVED BY GRANTEE STATE PLANNING AGENCY (Official)			DATE

I. Introduction

In 1978 the Voluntary Action Center of Trident United Way proposed, in response to OJJDP's program announcement "Restitution by Juvenile Offenders: An Alternative to Incarceration", to implement a community service restitution program for Charleston County, South Carolina. Subsequently, the United Way was awarded a discretionary grant in the amount of \$208,235 to establish the program as a research and demonstration project for a two year period. The grant period was extended to January 31, 1981 through a no-cost extension. The following report attempts to briefly describe the Juvenile Restitution Program which was established through this grant, its operations, activities, and accomplishments over the two year period; and to assess the impact of the program on the Charleston community and court system. Generally, restitution in Charleston County and in the State of South Carolina has progressed in the past two years from a relatively obscure concept to almost a household word. This development has been impressive to watch, and exciting to be a part of. The end of the original two year grant period marks in reality more of a beginning. In the next two years, we expect to see a concept of restitution in South Carolina programatically expanded to include financial restitution to victims as well as continued development of community service restitution; and, to see restitution implemented on a state-wide basis through the South Carolina Department of Juvenile Placement and Aftercare. Section Two of this report describes the program philosophy, mission, goals and objectives which have evolved during the past two years. Section Three describes in more detail the activities and accomplishments of the program. This section includes administration and management, a description of juveniles and the impact of the program on them, community involvement, services to victims, and impact on the justice system. A program evaluation has also been completed and is described in Section Three. Section Four offers conclusions and observations on the overall impact of the Juvenile Restitution Program as well as problems encountered, and unique successes.

II. Program Philosophy, Goals and Objectives

In 1978 LEAA's Office of Juvenile Justice and Delinquency Prevention announced a major initiative to design, implement and test restitution program models operating as an alternative to incarceration for juvenile offenders. The specific results sought by OJJDP as listed in the program announcement were:

1. A reduction in the number of youth incarcerated.
2. A reduction in recidivism of those youth involved in restitution programs.
3. Provision for some redress or satisfaction with regard to the reasonable value of the damage or loss suffered by victims of juvenile offenses.
4. Increased knowledge about the feasibility of restitution for juveniles in terms of cost effectiveness, impact on differing categories of youthful offenders, and the juvenile justice process.
5. An increased sense of responsibility and accountability on the part of youthful offenders for their behavior.
6. Greater community confidence in the juvenile justice process.

Through a two-year grant awarded by OJJDP in September, 1978, the Trident United Way proposed to implement a community service restitution program for Charleston County, South Carolina. The goals of the Charleston County Juvenile Restitution Program address the results sought by OJJDP as well as the needs of the local community. The Program Goals are:

- A. To reduce the number of incarcerated youth from Charleston County by providing a community service restitution alternative to traditional sentencing for juvenile property offenders.
- B. To reduce the recidivism of successful program participants by increasing their sense of responsibility and accountability for their behavior and by teaching basic life-skills related to employment.
- C. To increase community confidence in the juvenile justice process by providing information to the public and to victims of program participants about dispositions, work assignments and the success of individual participants as well as the program in general.
- D. To provide supplemental manpower for community service agencies through a youth volunteer workforce comprised of program participants working a minimum of six hours per week each.

- E. To evaluate thoroughly the impact of the Juvenile Restitution Program in Charleston County through an independent study to be conducted over the two-year funding period.

In order to accomplish these goals in an orderly fashion and to provide a means of a measuring attainment, the JRP staff has developed specific objectives for each year of operations along with a work plan listing activities and staff responsibilities underneath each objective. Objectives for 1979 and 1980 are listed below.

1979 Objectives

- A. To enroll 140 adjudicated juveniles in the JRP by assisting Family Court and Youth Bureau staff in selecting and recommending appropriate cases to the Judge and establishing a referral mechanism from the court to the program.
- B. To develop a thorough intake process which will orient program participants and their parents to the program and result in appropriate placement of the youth in a community service job and arrangements for transportation.
- C. To design and implement an efficient system for monitoring the attendance and progress of each juvenile on a weekly basis and reporting back to Family Court on a monthly basis. Clear-cut criteria for successful and unsuccessful termination will be maintained.
- D. To develop a variety of work sites which can provide meaningful jobs and supervision for program participants.
- E. To ensure the support of juvenile justice, youth, and law enforcement agencies by maintaining strong positive working relationships with them.
- F. To inform victims of program participants, of court dispositions, program guidelines and general client progress.
- G. To maintain a balanced and cohesive staff which, provided the necessary administrative and clerical support, can run the JRP smoothly as a team.
- H. To insure that all reports and data are submitted to United Way and LEAA as necessary.
- I. To systematically publicize information about the program through various media with the intent of improving the image of the juvenile justice system.
- J. To establish a board which will oversee the operations of the program and provide recommendations and support as necessary.
- K. To provide for a two-year program evaluation to be conducted by an independent consultant which will achieve the attached objectives.

1980 Objectives

- A. To increase the annual enrollment by 10% to 155 adjudicated juveniles; and to assist J,P & A staff in selecting and recommending appropriate cases.
- B. To provide each youth referred to the JRP with a thorough orientation to include an overview of the program for juveniles and parents at Family Court, an individual intake interview, and a job skills class resulting in appropriate placement in a community service job.
- C. To monitor the attendance and progress of each juvenile on a weekly basis, and submit reports to Family Court on a monthly basis. The support of parents will be improved by increased communication with monitors. A mechanism for J,P & A review of all cases closed by JRP shall be developed.
- D. To develop at least 20 new work sites for juveniles, particularly in the West Ashley and North Charleston areas.
- E. To provide additional support and recognition to agency supervisors through workshop luncheons to be held twice yearly.
- F. To increase the satisfaction of victims through personal contact and provision of additional written materials geared towards the needs of the victim.
- G. To increase community awareness and support through development of a Speakers Bureau, ongoing media exposure, and a focus on law enforcement.
- H. To establish the role of the JRP in developing restitution as a statewide alternative, and to develop a clear position on the program's involvement with monetary restitution.
- I. To maintain a balanced and cohesive staff which can run the JRP smoothly as a team.
- J. To submit all reports & data required by the Advisory Board, United Way, LEAA and IPA.
- K. To insure continued funding of the JRP from local or state sources, and to effectively use the products of the outside evaluation towards this end.

The goals and objectives have been implemented according to the following program philosophy:

"The Juvenile Restitution Program (JRP) offers an accountability model with a focus on community service restitution which provides benefits for the victims and the community as well as for juvenile delinquents. The Family Court is offered an alternative sanction that is neither punishment or treatment. Rether, a restitution order provides the juvenile offender with a very clear message that society will hold them accountable for their behavior. It requires that they take an active role in carrying out the sanction imposed by the court. Additionally, it provides juveniles with a concrete mechanism through which they can make amends for the offense thereby having expressed guilt in a socially acceptable way and secured a sense of atonement. The JRP provides manpower for a variety of public agencies which in turn become involved in an effort to impact the serious problem of juvenile crime.

Restitution programs can serve to habilitate juvenile offenders into a world of work by teaching life skills and providing as positive an experience for the youth in the program as possible. The JRP maintains a variety of worksites in different areas and fields from which program youth are allowed to choose. All volunteer supervisors and placement agencies are carefully screened and oriented to the goals and philosophy of the JRP. Within the structure of a normal work setting, every effort is made to allow for creative experiential learning and positive feedback for a job well done. Likewise, youths are not permitted to behave irresponsibly or with a performance or attitude that would not be accepted from regular employees. The fact that their services are valuable and needed is emphasized to each youth.

Although the focus of the JRP is on teaching juvenile offenders accountability for their behavior and exposing them to a rewarding work experience, the program recognizes the current void in services to victims of program youth. The psychological and emotional needs of victims are often greater than financial needs, and these are the needs which the JRP has the capacity to address. Every effort is made to contact each victim personally about the disposition and final outcome of the case. Additional services include assistance with recovering property, and referral for legal and social services."

Through the implementation of program policies and the accomplishment of goals and objectives in accordance with the philosophy of accountability as stated above, the Juvenile Restitution Program has demonstrated that restitution is a viable alternative sanction for serious property offenders which also benefits the entire community.

III. Activities and Accomplishments

A. Administration and Management

The Trident United Way houses and oversees the Juvenile Restitution Program. The United Way Board of Directors has charged the Juvenile Restitution Program Advisory Board, formed in August, 1979, with providing assistance, support and direction to the program, as well as insuring that operations are in accordance with what was proposed in the grant. The Chairman of the JRP Advisory Board, Mr. M. William Youngblood, Jr., sits on the Executive Committee of the United Way Board and functions as a liaison between the two boards.

Within the United Way, the JRP has been placed in the Planning Division. The Program Director is responsible to the Director of Planning, and ultimately to the Executive Director of the Trident United Way, Mr. Charles W. Fruit. The staff was hired according to schedule and has been remarkably stable with only one resignation to accept a promotion within the United Way, and that position being filled by a program intern.

Throughout the implementation of the JRP, there have been no major management changes or problems. Startup of the program occurred slightly behind schedule due to slow hiring of staff and the Christmas Holiday Season. The project then spent several months "fitting" itself into the existing United Way organization and the Family Court structure as well. This type of initial floundering would be expected and necessary for any new program.

Internally, the JRP staff has been managed through a process of team management and a system of management by objectives. Each staff member compliments the team well and in fact there has been no staff turnover from November, 1978 through June, 1980. The staff collectively develops program objectives for each calendar year and reviews progress on them each six months.

The Advisory Board for the JRP was not formed until August, 1979. The fifteen members were very carefully selected to represent the juvenile justice system, education and youth services, and the community in general. The board also includes youth representation. Following a half-day orientation to the JRP, the Advisory Board spent several months educating themselves about the general issues surrounding restitution including South Carolina legislation, and also about the specifics of the Charleston program. Board members have actively publicized the program, reviewed and supported new legislation, visited victims and work sites, and have developed goals and a work plan for determining the future form and funding source for the JRP.

III B. Restitution Orders and Client Profiles

JRP Clients

From February, 1979 when the JRP first became operational to January 31, 1981, a total of 301 juvenile offenders have been ordered to make community service restitution through the program. The original grant proposal stated an objective of enrolling 140 juveniles per year or an average of 11-12 offenders per month. Since the program became operational in February, 1979, the JRP has actually been enrolling 13-14 youth per month, so intakes have exceeded expectations. Each juvenile has been screened by the JRP Intake Coordinator and found to be appropriate according to our own selection criteria.

The vast majority (89%) of program youth are adjudicated for serious or very serious property offenses. Table A lists offenses and percentages of JRP clients referred for each offense in 1979 and indicates that there is an average of 1.65 current offenses per referral.

Table A
JRP Clients by Offense Resulting
in Referral, 1979

<u>Offense</u>	<u>Number</u>	<u>Percent</u>
Arson	3	2
Assault	6	4
Burglary	7	5
Robbery	3	2
Housebreaking	66	44
Grand Larceny	79	53
Malicious Injury to Property	16	11
Petty Larceny	24	16
Trespassing	12	8
Shoplifting	12	8
Other Property*	8	5
Other**	10	6

NOTE: Percentages and total offenses for 149 clients average out to 1.65 current offenses per referral.

* Other property includes: receiving stolen goods (5), safecracking (2) and avoiding payment

** Other includes: resisting arrest (3), traffic (3), disturbing the peace (1), leaving the scene of an accident (1), public drunk (1), and criminal sexual conduct (1)

Table B presents an overall profile of restitution program clients.

Table B
Profile of Juveniles

<u>Age</u>		<u>Sex</u>	
13 & under	17%	Male	93%
14	20%	Female	7%
15	24%		
16	31%	<u>Race</u>	
17	8%	Black	49%
		White	51%
<u>Offense</u>			
property	95%		
personal	3%		
victimless	2%		

As you can see, the typical program client is a 15½ year old male property offender. This profile has remained remarkably stable over time and is basically reflective of the national profile with the exception that Charleston has a much higher percentage of minority representation than most other projects.

Restitution Orders and Case Closures

During twenty-four months of operations (2/79 - 1/81) a total of 23,345 hours of community service work has been ordered by the four Family Court Judges in Charleston County. The average restitution order has increased from 72 in 1979 to 77 in 1980. The judges utilize a model for assignment of hours which has proven to be very appropriate. A disproportionate percentage of unsuccessful terminations are for youths who were ordered to work a number of hours far in excess of that recommended in the model for the offense. The range of restitution orders has been from 26 hours to 250 hours. However, the vast majority, 77% of the cases, fall between forty and one hundred hours. Clients with restitution as a sole sanction averaged the fewest hours of community service and had a 100% successful completion rate. The group averaging the highest number of community service hours also tended to have additional stipulations to their probation and had the highest rate of unsuccessful termination. The logical conclusion to be drawn from this data is that the more serious offenders have a more difficult time complying with restitution requirements. However, this group does not vary significantly from the average JRP client.

Table C

Successful and Unsuccessful JRP Clients by Offense

<u>Offense</u>	<u>Successful Total</u>		<u>Unsuccessful Total</u>	
	<u>Number</u>	<u>Per Cent</u>	<u>Number</u>	<u>Per Cent</u>
Arson	1	1.5	1	5.3
Assault	1	1.5	1	5.3
Breaking and Entering	7	10.8	-	-
Burglary	1	1.5	1	5.3
Grand Larceny	9	13.9	1	5.3
Housebreaking	24	36.9	9	47.2
Malicious Injury to Real Property	1	1.5	-	-
Petty Larceny (including Shoplifting)	10	15.4	1	5.3
Robbery	2	3.1	-	-
Other	9	13.9	5	26.3
Total	65	100.0	19	100.0

An analysis of successful and unsuccessful clients by offense is shown in Table C. The predominant offense in both categories is housebreaking which accounts for 37% of successfully closed cases and 47% of unsuccessfully closed cases. The difference here is significant. It is also clear from this table that the most serious offense categories are very disproportionately represented on the unsuccessful termination side. It is important to keep in mind though that the purpose of the program is to work with serious property offenders, and that the overall track record, even with serious property offenders, is a 78% successful completion rate. In other words, of 259 cases closed by January 31, 1981, 203 of those were closed having completed their entire restitution requirement. Only 58 juveniles were unsuccessfully closed cases which had to be returned to court. Of the 22% of unsuccessful cases, 80% are for poor attendance or performance on the job. Only ten program youths have been terminated for a re-arrest.

The purpose of analyzing characteristics of successful and unsuccessful cases is to gain a better understanding of which offenders are most likely to succeed and which offenders might be successful if special efforts are made by program staff so that at least the youth is not set-up for failure. For example, MetaMetrics discusses some findings from the program evaluation which indicate that certain job sites, mainly outdoor park and recreation facilities, have a much better success rate with program youth than more structured, traditional sites such as police and fire departments. Successful clients spent 2 months in JRP compared with 1.4 months for unsuccessful clients. Over 40% of the unsuccessful clients had prior delinquencies compared to 22% of the successfully closed cases. Therefore, when a youth is referred to the JRP with a history of prior adjudication, or an excessive number of hours, the program staff make an effort to place them in an agency which obtains better than average results. In addition, high-risk youth are monitored very carefully during the crucial first six weeks.

Data collected and analyzed by Meta Metrics, Inc., has been invaluable to the development of the Juvenile Restitution Program model. Refinements have been made based upon their feedback which will undoubtedly enhance the effectiveness of the program.

III C. Community Education and Job Development

To increase community confidence in the juvenile justice system, in addition to educating the victims and public service agencies who receive direct benefits from the Juvenile Restitution Program, it is also important to develop awareness and credibility in the general community. Crime is a problem which concerns everyone, and the juvenile justice system is a mystery to those not directly involved in it. Restitution is a very positive response to the juvenile crime problem, and it is one that is easily understood and sensible. The JRP, therefore, has developed a comprehensive plan for public awareness which utilizes all forms of the media including radio, television, newspaper, ETV and billboards along with printed program brochures, newsletters, and a great deal of public speaking by the Project Director and Advisory Board members.

Specifically, the plan called for an all-out campaign during January of 1980, with regularly scheduled follow-ups thereafter. The January campaign utilized donated, professionally developed, commercial spots on all local TV and Radio stations. Commercial schedules, as opposed to public service announcements, allow for 30 and 60-second spots and guarantee a certain number of spots per day and a certain percentage of "prime time" spots. Over 900 TV and Radio commercials, valued at over \$10,000 were aired during January. At the same time, JRP representatives appeared on seven local television talk shows and six radio interviews. And finally, commercial billboards, also donated, were displayed throughout Charleston County.

In late February, 1980, MetaMetrics, Inc., outside evaluators, conducted a community attitude survey and found that 52% of the general population knew about the Juvenile Restitution Program and could identify where they had heard about it. Eighty-eight percent of those interviewed liked the concept of restitution. This finding was duplicated by another community crime survey conducted by Blackwater Associates, Inc., for Trident 2000. They interviewed over 500 persons in the tri-county area and found that 86% of the citizens favor the idea of restitution. The MetaMetrics, Inc. interviews also discussed the different types of restitution. When asked to rank each of three types in order of preference, 38% favor community service the most, 36% favor monetary and 26% victim service. Table D details these responses.

These survey results combined with a more subjective assessment of feedback from the evaluators, professionals, judges, staff, advisory board members and acquaintances has convinced the project director that the JRP is indeed very well known and highly regarded in the Charleston community.

The impact of the JRP on attitudes of victims and community service providers has also been assessed. Preliminary analysis of those responses is positive with 39% of the victims responding that the JRP had "much value". Ninety-five percent of the victims said that they would report future incidents to the authorities. Community service agencies and supervisors have been overwhelmingly positive about working with JRP clients.

Table D
Responses to Community
Attitude Survey

	<u>Number</u>	<u>Per Cent</u>		
<u>Know about JRP</u>				
Yes	26	52.0		
No	24	48.0		
Total	50	100.0		
<u>Where JRP was heard about</u>				
Radio	7	26.0		
T.V.	10	37.0		
Newspaper	10	37.0		
Total	27*	100.0		
<u>Response to restitution as an alternative sentence for juvenile offenders</u>				
Mostly positive	42	88.0		
Mostly negative	6	12.0		
Total	48	100.0		
	<u>Most</u>		<u>Least</u>	
	<u>Number</u>	<u>Per Cent</u>	<u>Number</u>	<u>Per Cent</u>
<u>Preference toward type of restitution</u>				
Victim service	13	26.0	19	39.0
Monetary	18	36.0	18	37.0
Community Service	19	38.0	12	24.0
Total	50	100.0	49	100.0

*There were 26 who had heard about the JRP Program but multiple responses were given resulting in the above total of 27.

III C. Community Service Jobs

Creative job development has become a major focus and strength of the Charleston County Juvenile Restitution Program. The staff constantly explores new avenues for placement sites as the client population resides throughout Charleston County which is 110 miles long, and young people have a wide variety of vocational interests. When the JRP began accepting referrals, 12 local agencies had given prior agreement to provide job slots for JRP clients. These were more traditional community service agencies such as the Red Cross, the Charleston County Health Department, Police Departments, and the Salvation Army which were basically located in the center of downtown Charleston. The JRP staff quickly realized the necessity of broadening the program's job bank by developing more job sites which would encompass all of Charleston County. Ideally, the JRP prefers placing clients in jobs which particularly interest the juveniles and are easily accessible to their homes or schools so that they can take responsibility for their own transportation. It is essential therefore, that JRP develop job placements in every community within the county.

Any public or private non-profit agency whose services are provided to the general public and are designed to promote the social welfare, environmental quality, or general well-being of the Charleston County community are eligible work sites. The type of work performed by JRP clients varies depending on the individual needs of the agencies. For instance, the Charleston County Public Defender's Office and the Charleston County Department of Parks, Recreation and Tourism usually need clerical workers to type, file, sort mail, stuff envelopes, etc. Agencies such as the Charleston County Schools and the Charleston County Department of Public Works have a much greater need for building and grounds maintenance personnel. The U.S. Department of Commerce's Marine Fisheries Service needs lab assistants to help scientists conduct marine research experiments whereas the SPCA, the Charleston County Animal Control Facility, and the Charleston Police Stables need workers who will groom and feed animals as well as maintain the cleanliness of the animals' cages and stalls. Charles Towne Landing State Park has more than seven job slots for JRP clients ranging from bicycle repair to crop ranger. Every agency that provides jobs for JRP clients has unique needs, and the JRP staff recognizes the importance of meeting those needs. It should also be noted that several quality job sites have been developed through victims who have taken an active interest in the success of JRP.

Some community service agencies have proven to be more ideal in terms of job setting than others. The interim evaluation by MetaMetrics in March, 1980, provided findings that certain types of agencies produced better results than others in terms of JRP clients successfully completing their restitution work.

Community service agencies where the focus was primarily in the area of recreational, tourism, or park facilities had the highest rate (90%) of successful completions. Police and fire departments had a successful completion rate of only 57%. As a result of these findings, JRP has been developing more jobs in recreational parks settings.

When the JRP screens new agencies for job development, several factors are considered to determine the appropriateness of the agency. As was mentioned earlier, all agencies used by the JRP must be public or private non-profit organizations. Furthermore, a primary concern revolves around the kind of supervision which an agency can provide for JRP clients. It is important that the supervisor remain on the agency premises while a JRP client is working there. The most important prerequisite for a supervisor is that the supervisor has genuine interest in children. Another essential element in deciding whether an agency is suitable is determining the availability of work tasks to assure that the youths remain busy on the job rather than idle. Finally, it is extremely important for the staff to make a determination as to what the agency's attitudes are regarding the use of juvenile offenders as volunteer workers.

The community service jobs have been developed through personal conferences with representatives of the individual agencies. The JRP director and intake coordinator meet with agency directors and supervisors to provide them with a thorough orientation of the JRP. Selection criteria, termination criteria, interview guidelines, etc., are discussed in order to familiarize the potential placement agency with every aspect of the program's operation. It is stressed to each agency that the agency supervisor should interview each new JRP client on an individual basis. When the job interview is completed, the supervisor is free to turn down the applicant for the job if it is felt that the juvenile is not suitable for the required work assignment. Agencies seem to appreciate having this "veto" power but rarely exercise it. Work schedules for the JRP clients are individually arranged to meet the needs of the agency supervisor as well as the juvenile. JRP requires that clients perform a minimum of six hours of work a week, but if desired, a client can work up to twenty hours a week. Finally, throughout the orientation with the agency, the JRP staff places an emphasis on the program's philosophy as well as its goals and objectives. When a community service agency understands what the child can gain or lose from this work experience, it is likely that a child will be treated fairly and become an asset to the agency.

When the original proposal was written, the need to provide the clients with training or the supervisors with technical assistance was not envisioned. However, soon after JRP started accepting referrals, it became clear that both clients and supervisors would gain from some training and assistance. To insure that the child is prepared for the restitution requirement, youths are provided with a thorough orientation and attend a job skills class. The job skills class has been conducted each week by the monitors and attendance is required for each new JRP client prior to a job interview. The JRP client learns how to fill out a formal job application, participates in the role of playing of a job interview, and is provided with some ideas on what questions can be expected to arise during a job interview. Other topics include an explanation of the juvenile justice process, a review of JRP rules, how to look for a job, and how to use this job as a reference for future employers. The staff feels that this class not only enhances the self-confidence of the client for the upcoming interview, but this training will also be useful to the juvenile in any future job applications.

To assist the supervisors in working successfully with JRP clients, the JRP conducts a bi-annual supervisor's training workshop. These workshops bring supervisors together in a structured environment from a variety of volunteer agencies. In the workshop setting, supervisors are encouraged to exchange their experiences and problems working with JRP youths with other supervisors. They discuss alternative ways of handling a variety of situations which may arise while working with juvenile delinquents. The workshop explores attitudes, clarifies values, and emphasizes the importance of the supervisor acting as a role model for the JRP clients.

To date, over sixty community agencies have provided over 75 job slots and supervisors for JRP clients.

III D. Victim Services

The philosophy statement of the JRP clearly indicates that the primary focus of the program model is on the juvenile. However, the JRP is convinced that the needs of the victims of crime have been ignored for too long and that the justice system has a responsibility to respond to this void in victim services. Consequently, the JRP has initiated services to victims of juvenile delinquents which never before existed in Charleston County. In fact, the response of the program to victims is one which has grown significantly as our experience with these victims increased.

Initially, the standard procedure was to send each victim of program youth a brief letter indicating that the child had been adjudicated and ordered to perform a certain number of hours of community service work. The letter also explained the type of work which the juvenile had been assigned to and promised that the victim would receive a follow-up letter when the case was closed. These letters generated quite a few hostile phone calls to the program director. A committee of the JRP Advisory Board reviewed the victim services component and determined that the hostilities were misplaced and that perhaps a more personal approach and additional information on the JRP would better meet the needs of our victims.

Procedures were changed so that each victim is called about the disposition before receiving anything in the mail. The letters provide a much better explanation of the program and two brochures are included: one which describes the program and one which provides specific explanations and alternatives for victims. For example, many of the original hostile telephone calls were from victims who had no idea the juvenile had even been arrested and wanted to know how they could have confiscated property returned to them. The JRP discovered that among over a dozen police departments in Charleston County, none had a system for returning property to victims of juveniles. Victims of adults receive a notice from the court that a disposition on the case has been made, but because of stricter confidentiality regulations, the Family Court does not provide such information even to the arresting officer. The JRP Director and Advisory Board members discussed the situation with various juvenile justice officials, and the problem has been somewhat alleviated. The JRP victim information brochure explains to them how to go about getting property returned.

Unfortunately, the situation has only been solved for the victims of JRP clients. It is a goal of the program and the Advisory Board to encourage the local court system to develop a victim assistance program for all crime victims.

More specifically in terms of services provided to victims of JRP youth, through January 31, 1981, there have been 319 program victims. Since the increased services were implemented in November, 1979, each victim has received a phone call, two personal letters at the time of intake and case closure, and printed materials developed for victims. Additional information is provided on request, and on occasion, program staff or Advisory Board members will meet with victims or provide them with referrals for other services.

A general profile of program victims is presented in Table E. Monetary losses of these victims are also indicated, however, they have not been verified nor have we accounted for the portion of these losses which was ultimately recovered. The profile indicates that 35% of our victims are private businesses. The remainder are evenly split between persons (25%), households (26%) and public property (22%).

Table E

Profile of Victims and Loss

Total reported loss based on 192 cases	\$163,154
Average loss (not verified and excluding 9 cases which account for \$80,000 in losses)	\$ 454
Total number of victims	319
Range of loss	\$1- \$20,000 (arson)
Types of victims	
persons	26
households	25
public property	21
private business	34

III E. Impact on the Juvenile Justice System

The Charleston County juvenile justice system has been utilizing the services of the JRP for two years. How the local justice system views the program's impact in the community is important as it will serve in determining if there is, indeed, a need to continue a restitution alternative program.

In January, 1980, MetaMetrics, Inc., surveyed a number of representatives within the Charleston County juvenile justice system including a Family Court judge, an assistant solicitor, a public defender, a probation counselor, and an intake supervisor. This particular group of juvenile justice professionals felt that community service restitution through JRP provided a sanction that was slightly more restrictive than probation alone and less restrictive than incarceration. It was felt that JRP is a very appropriate programmatic approach that filled a gap for the local juvenile justice decision makers.

The respondents of this survey believed that JRP serves the Charleston area in several ways. Initially, the juvenile justice system recognized the need for a third, moderately restrictive, no-nonsense program for juvenile offenders. Probation counselors feel that JRP client monitoring and supervision provides their clients with twice as much structure as that required for other probationers. The judges as well as the probation counselors stated that they appreciate the client progress reports submitted by JRP each month as these reports accurately document each client's movement through the program. All of the respondents believed that most juveniles benefit from JRP in terms of permitting the child to learn a job skill, to work among responsible adults, and to be held responsible for meeting the basic requirements of the program. Finally, these juvenile justice professionals felt that the overall community benefits from JRP by virtue of the work generated by the clients.

In a more recent interview with the chief Family Court judge, a number of opinions were voiced as to the appropriateness of the JRP in Charleston County. In terms of his overall opinion of the JRP, Judge Robert R. Mallars felt that "...the JRP has become the program resource in the community with the most quality." He stated further, "The JRP has been an alternative to incarceration because without the well-structured aspect that the JRP provides its clients, these same juveniles would have been incarcerated as there would be no other alternative." He views JRP as, "...a tool we can use in rehabilitating juveniles by applying discipline and giving them values that they can use throughout their lives."

Overall, he would like to see the selection criteria of JRP expanded where there are mitigating circumstances within a case. When asked what he felt has been the impact of the JRP on dispositions in the Charleston County Juvenile Court, he replied, "It has reduced the commitments to DYS (Department of Youth Services) because we now have a viable alternative. Ordinarily, we (the judges) wouldn't take another chance on the child remaining in the community, but with the structure provided by the JRP, we are willing to give these kids another chance." He further stated that the judges seriously consider committing (to an institution) a JRP client if that client is unsuccessfully terminated from the program and returned to court. The basis for this rationale is that the judge (at

that point in time) feels he has already exhausted the best community resource which the court has to offer the child.

Each of the Charleston County Family Court judges as well as the entire Juvenile Placement and Aftercare staff have been extremely supportive of the JRP. There was a consensus, however, among the several juvenile justice professionals interviewed, that the JRP should broaden its selection criteria to include juveniles other than strictly property offenders.

The JRP has had a significant impact on the juvenile justice system throughout South Carolina as well as locally. The program director and JRP Advisory Board have reviewed, revised and consulted with state representatives on several pieces of pending legislation related to restitution. Advisory Board members and JRP staff have frequently provided information to decision-makers on the Charleston experience with juvenile restitution. Consequently, legislation was passed in May, 1980 which allows Family Court judges to order monetary restitution up to \$500; and, it orders the S. C. Department of Juvenile Placement and Aftercare to implement a restitution alternative on a statewide basis in conjunction with community agencies.

The JRP program director provided technical assistance to a J, P & A Restitution Task Force charged with developing policies and procedures for statewide implementation. The program will be modeled after the Charleston program. JRP staff will undoubtedly assist in the implementation and training process as well. Obviously, then, the JRP has impacted the entire juvenile justice system including the legal code in South Carolina.

The following cost effectiveness profile indicates that the JRP has had significant impact on recidivism and incarceration rates as well. Potential clearly exists for substantial cost savings if restitution were implemented in a similar manner statewide through the S. C. Department of Juvenile Placement and Aftercare.

A broader but less measurable impact is envisioned as well. The JRP believes that a key to the success of the program is the philosophy of accountability which is constantly stressed not only to juvenile offenders, but to the court and the public as well. It is a return to justice, and a significant divergence from recent practices of emphasizing treatment or punishment. The JRP has demonstrated that such an approach works. J, P & A's Restitution Task Force has adopted a similar philosophy, and if it can be utilized consistently in every Family Court in South Carolina, then that will be, by far, the greatest impact the JRP has on the juvenile justice system.

JUVENILE RESTITUTION PROGRAM

COST EFFECTIVENESS PROFILE

TABLE I

	Restitution	Probation	Restitution + 6 Month Prob.	Incarceration
Average cost per child	\$660	\$716	\$930	\$8,225
Rearrest rate	21%	28%	21%	over 30%
Level of Supervision	weekly	monthly	weekly-3months monthly-3months	round-the-clock
Average length of stay	3-4 months	17 months	6 months	8 months

The age, race, sex and offense profiles of juveniles in each category are very similar. The prior arrests of the juveniles in each group vary somewhat with juveniles in restitution having more priors than those on probation only, and fewer than those incarcerated.

The Table below shows that in FY 80, for the first time in five years, commitments to the state institutions operated by the Department of Youth Services decreased.

TABLE II

	FY 1976	1977	1978	1979	1980
Total commitments to S.C. juvenile institutions	2223	2281	2326	2578	2285
% change		↑ 3%	↑ 2%	↑ 10%	↓ 12%
Commitments from Charleston County	figures not available		166	248	178
% change				↑ 66%	↓ 29%

These figures include commitments to Reception and Evaluation, John G. Richards, Willow Lane and Birchwood.

TABLE I SHOWS THAT RESTITUTION COSTS LESS AND IS MORE EFFECTIVE AS A SANCTION FOR JUVENILE OFFENDERS THAN ANY OF THE OTHER DISPOSITIONS AVAILABLE.

THE FIGURES IN TABLE II AS WELL AS PREVIOUS EVALUATION RESULTS INDICATE THAT RESTITUTION IS PROBABLY FUNCTIONING AS A VIABLE ALTERNATIVE TO INCARCERATION WHICH MAKES IT EVEN MORE ATTRACTIVE FROM A COST SAVING STANDPOINT.

IF JUST ONE TENTH OF OVER 330 JUVENILES PLACED IN THE RESTITUTION PROGRAM ARE KEPT OUT OF SOUTH CAROLINA INSTITUTIONS, THEN THE PROGRAM HAS PAID FOR ITSELF

FURTHER ANALYSIS OF THE BENEFITS DERIVED FROM THE VARIOUS SANCTIONS WOULD SHOW THAT RESTITUTION ALSO OFFERS:

- WORK SKILLS FOR YOUNG PEOPLE
- FREE LABOR FOR COMMUNITY AGENCIES
- GREATER VICTIM INVOLVEMENT AND SATISFACTION

III F. Program Evaluation

Through a very careful screening and selection process, an evaluation committee which included the project director, selected MetaMetrics, Inc. to conduct both a process and interim evaluation over an eighteen month period from July, 1979 to January, 1981. An interim report was submitted in March, 1980. While the overall desing of the evaluation in not as purely scientific as that being conducted by the Institute for Policy Analysis, it provides the JRP Advisory Board and other local decision-makers with the information they need to determine the future direction and structure of the JRP. It is also designed to enable JRP staff, through an evaluation manual, to continue collecting data on the long-term impact of the program.

MetaMetrics, Inc., has conducted site visits approximately every month to Charleston for the Juvenile Restitution Program. The Interim Evaluation Report included a program description with casflow information and client profiles as well as analysis of factors related to successful and unsuccessful termiantions. Preliminary results were reported on surveys of victims and interviews with program clients and key juvenile justice officials. A community attitude survey was completed as well.

The final evaluation report focused on updated process data and impact findings as well as a cost benefit analysis. MetaMetrics presented the results to the JRP Board, The United Way Planning Board and several interested officials. A very useful product of the evaluation has been a brochure which summarizes and highlights program activities and impact over a two-year period. Copies of the Final Evaluation Report, Executive Summary and brochure have been forwarded previously and are attached.

In addition to the local evaluation, the Charleston JRP participates in the national evaluation being conducted by the Institute for Policy Analysis. Client Intake and Case Closure forms and monthly statistice and case summaries are submitted to IPA. The Charleston staff has a great deal of respect for the necessity and value of maintaining very accurate program and client data. Not only does it make evaluation results reliable, it provides a measure of accountability for the prigram, and an internal means for managing and tracking cases.

IV. Conclusions

A. Impact on Juveniles and Recidivism

In view of the operating philosophy of the JRP and the day-to-day functioning of the staff, it would be expected that the greatest direct impact which the program has will be on the juvenile offenders ordered to make restitution through community service work. Persons closely involved with the Juvenile Restitution Program are convinced that this is in fact the case. Program impact can be objectively demonstrated with recidivism comparisons, follow-ups overtime, and client attitude survey results. This type of information, though, does not adequately reflect the value of the experience in the program for these young offenders.

The experience of the staff in developing the JRP has been that most youths, given skills, structure and positive reinforcement, are able to respond in an acceptable and responsible manner. In fact, we have found many juveniles actually like their jobs and continue to do volunteer work when their restitution is over. A number of kids are such good workers they have been hired by the agency after they complete restitution. Initially, it was feared that our biggest problem would be motivating juvenile delinquents to do a good job as a volunteer. The termination criteria only allows for two unexcused absences and it has been rigidly applied. It is amazing to see supposedly incorrigible property offenders assume responsibility with competence and enthusiasm. Our subjective conclusion is that this program provides for many youths a first opportunity to experience the world of work, to excel and be recognized, to learn a new skill and to develop a mature, positive relationship with an adult/supervisor. An important advantage of community service over financial restitution is that the program can screen job sites to insure that they are ones which offer the elements conducive to a positive experience for the juvenile.

Beyond the immediate rewards of the situation for most youth, they gain life skills, job skills and experience which will be invaluable to them in the future. All program participants attend a job skills class and an actual interview at the agency before they can start work. Because the termination criteria is so strict, juveniles quickly learn to anticipate their activities and obtain excused absences from work before the fact. They also are forced to learn a certain degree of independence from their parents and family. The majority of program youths come from families which do not or cannot provide even a minimal amount of physical or emotional support. Since the JRP is not in a position to alleviate this situation, the best way we have found to deal with it is to teach the kids that they can meet at least some of their own needs outside of their families. The opposite situation of a child who is completely smothered and overshadowed by parents is often seen as well. These young people too need to have an opportunity to experience some independence. Therefore, program monitors insist that all requests for excused absences or work changes come directly from the juvenile. Excuses from parents are not acceptable. The program also assists each referral in working out a plan for transportation to and from work which does not rely on family. The youth does not go for an interview until such arrangements have been made. Many, many juveniles

experience public transportation for the first time through the JRP! Finally, youth who successfully complete their restitution orders receive a certificate of recognition from the Voluntary Action Center which they can use along with their job reference in future applications for employment. The JRP experience offers a tremendous opportunity to increase or develop self-esteem. In fact, the strongest correlation from the entire evaluation was the finding that following their experience in the program, JRP clients had a significantly increased Self-esteem and attitude about themselves.

In addition, recidivism data looks most encouraging. MetaMetrics, Inc. as part of the impact evaluation, has carefully matched a group of 56 JRP clients with 56 non-JRP juvenile delinquents. Each individual case was matched by age, race, type of offense, and approximate date petitioned. The cases were tracked through Family Court records for the same amount of time. While some JRP youths were still active in the JRP when the tracking began all were closed cases by the time the comparison study was completed. The results show that overall the JRP group had a slightly greater incidence of criminal involvement prior to the recidivism study. Of 56 JRP delinquents, 22 had prior recorded arrests and of 56 non-JRP probationers, 15 had prior recorded arrests. So the JRP group, based on past criminal histories, would have expected to have a greater recidivism rate. Court records showed 18% of the JRP group with a subsequent arrest as opposed to 30% recidivism rate for the regular probationers.

B. Restitution as an Alternative to Incarceration

The Charleston County Juvenile Restitution Program has carefully collected data from a variety of sources to demonstrate that it does in fact serve as an alternative to incarceration. The most powerful means of demonstrating this, as it turns out, comes from the program's own records which are also the only data source the author has a great deal of confidence in. Follow-up reports, completed 90 days after each case closure, have been completed on 112 former program youths through April, 1980. The reports cover a variety of topics and are completed by interviewing the juveniles and checking on their status with court personnel. What is of particular interest here is that in every single instance of an ex-JRP youth being adjudicated for a new offense, regardless of whether they had been successful or not in the JRP or what the new offense was, the disposition was incarceration. Table 1 shows the exact figures. It is easy to conclude that the JRP is used as a last resort short of incarceration. Many program youths are, in fact, in the restitution program on a suspended commitment order.

Table 1
Three-Month Follow-up Results
Through April, 1980

	Number	Percent
Follow-ups Completed	112	100%
Re-arrests	6	5%
Incarcerated as a Result of Re-arrest	6	100%

Another means of demonstrating an alternative to incarceration is to compare the profile of program youth with a profile of incarcerated youth. The South Carolina Department of Youth Services issues an annual report which was the source for the incarceration profile presented in Table 2. The table demonstrates clearly that the two groups are almost exactly the same in terms of age, race, sex and criminal offense.

Table 2

Profile of Juvenile Restitution Program Juveniles
Compared to Juveniles Incarcerated in South Carolina

	JRP Youth		Incarcerated Youth (1978-1979)	
	Number	Percent	Number	Percent
Offense Resulting In Referral				
Larceny	50	34	343	28
Housebreaking, Breaking & Entering	65	44	270	22
Other Property	14	9	127	11
Serious Personal	14	9	110	9
Other	6	4	355	30
		<u>100</u>		<u>100</u>
Median Age	15.1		15.0	
Sex				
Male	92%		90%	
Female	8%		10%	
Race				
White	51%		47%	
Black	49%		53%	

The Institute of Policy Analysis has devised a similar means of assessing the appropriateness of referrals for this initiative. They too have assumed that since the youths in institutions are serious and/or repeat offenders, then the projects in the initiative can demonstrate that they are an alternative to incarceration if they handle serious and repeat offenders. Their most recent report for the Charleston program is attached. Although Charleston compares well with the rest of the projects in the initiative, we do have problems with this standard. Because of the changes which have occurred in the South Carolina juvenile justice system in the past two years, it is only possible to obtain records of prior offenses if the offense was adjudicated and occurred after July, 1978. Our own

estimate based on information from the Research Division of the S. C. Department of Juvenile Placement and Aftercare and on self-reports from program juveniles is that over 60% of program youths have at least one prior arrest. This estimate is conservative. J, P & A reports that on a statewide basis 68% of the youths adjudicated delinquent have at least one prior referral, and 89% of the youths on probation or aftercare have prior referrals to family court. If these prior court contacts could be documented for JRP youths, the "repeat offenders" category would increase dramatically. In fact recent manual collection of data on prior court referrals and current charges which are dropped places 57% of JRP clients in the chronic and very serious category.

Finally, as the cost effectiveness profile presented earlier indicates, incarceration rates from Charleston County went down 29% between FY 79 and FY 80 while the rate for the rest of the state went down only 12%. Again, additional time and more accurate data are needed to determine the extent to which the JRP has reduced incarceration, but there seems to be little doubt that it has.

Summary

The goals and objectives stated in the grant application and later amended have been met. Many have been exceeded beyond everyone's expectations. The JRP has caught the imagination of the Charleston community more than any justice or crime related program in recent history. OJJDP must certainly be commended for conceptualizing this idea and providing guidance and support throughout the two year grant period.

With the additional third-year funds and support from OJJDP, the Charleston Juvenile Restitution Program looks toward continued program development in the area of financial restitution and expansion of restitution statewide.

END