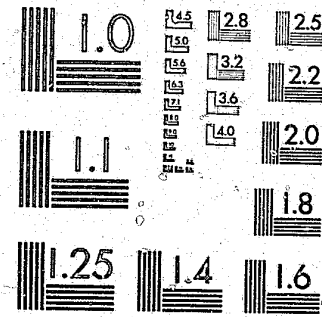


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OFFENDER REHABILITATION

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THE GEORGIA RESTITUTION SHELTER PROGRAM



MF-1

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PROGRAM

U.S. Department of Justice
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Program Plans and Services
Evaluation and Monitoring Services
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ADMINISTRATIVE

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

One of the purposes for this program was to reduce the inmate population. Because of the definition of client eligibility as "marginal risk", some offenders diverted to this program by the Courts quite possibly would have been diverted to other community alternatives if this program were not available because judges are cognizant of the problem of prison overcrowding. The definition of client eligibility was cited as an accountability issue in the interim report; however, no action was taken to modify it. In addition, the use of the program as an alternative to prison by the Board of Pardons and Paroles to reduce the inmate population is debatable. In some of the cases where offenders were not accepted into the program, paroles were not withheld; also restitution as a condition of parole was not deemed appropriate. However, placements totaled 400 offenders during the evaluation period, September 1, 1974 through June 30, 1976, approximately 1 1/2 times the adjusted goal.

As with all new correctional programs, the Restitution Shelter Program suffered the usual problems: slow caseload growth; personnel related problems; and, more importantly, conceptual problems and operational indifferences. Caseload size during FY75, the year of implementation, was 36% of the 118 available slots; however, the program was up to 77% of capacity in FY76, and by FY77 it was 85% of capacity. Personnel problems cited involved: the counter-productive working relationships between DOR and the State Merit System which processes personnel transactions, provides lists of eligible applicants and other services; limited staff; and frequent staff turnover. Conceptual problems and operational

indifferences can best be summarized as: the lack of initiative in establishing a strong definition of eligibility; the lack of major goal oriented therapeutic programming; failure to use community resources; and inconsistent follow-up. Some other problems experienced by the program were: (1) beginning center operations in smaller metro areas where available jobs are fewer rather than in Metro Atlanta; and (2) failure to obtain Certificates of Occupancy required by State health and safety officials before facility use which contributed to the delay in openings. Probably the most serious of all problems was the lack of coordinated plans for program development, implementation, and on-going operations.

The evaluation of the Restitution Shelter Program revealed that the program was moderately successful in terms of its residential performance. Only about one-third of program enrollees were in-house failures. However, goals upon which the program effectiveness was based were loosely defined.

In FY75, FY76, FY77 average daily program costs were \$24.68, \$11.99 and \$12.90, respectively. Institutional average daily costs for the same periods were \$8.99, \$8.77 and \$10.57, respectively. Program-for-program cost, the relative cost efficiency based on FY77 data, revealed:

- a. Restitution center: \$2,068 (112 days in program, 1,598 days on probation the average length of time left after release);
- b. Straight incarceration: \$5,961 (564 days in prison sentence if incarcerated);
- c. Incarceration with pre-release: \$6,176 (144 days in prison, 120 days pre-release);
- d. Program cost savings of 65% vs. straight incarceration; or
- e. Program cost savings of 66% vs. incarceration with pre-release;
- f. Straight incarceration savings of 4% vs. incarceration with pre-release.

Importantly, the post-release performance was considerably less than desired; it is characterized by a one-year rearrest rate of 61 percent, while the Impact Program's Probation and Parole Component was 45 percent.*

Goals identified to measure program performance are listed below along with attainment status. The complete analysis is in Section 6.0.

Goal 1. Open three residential restitution shelters with capacities between 20 and 40 clients each in September, 1974 and one shelter within the same capacity range in April, 1975 (p. 54, budget narrative, grant application).

Attainment: Openings of the centers in Albany, Macon and Rome which were scheduled to begin operations September 1, 1974, were delayed between 30 and 75 days. The Atlanta Center scheduled to open April 1, 1975 opened April 30, 1975.

Goal 2. Provide an alternative to incarceration for both the Courts and the Board of Pardons and Paroles (p. 67, grant application).

Attainment: Placements from both the Courts and Board of Pardons and Paroles were received. Of the 400 offender participants, approximately 80% were from the Courts and 20% from the Board of Pardons and Paroles. The problems cited earlier minimize any accomplishment in this area.

Goal 3. To divert 275 offenders during the 22 months of program operation (October, 1975 grant amendment).

Attainment: The program was highly successful with its revised goal of 275 offender placements--down from 600 originally--achieving 1 1/2 times its adjusted goal, or 400 offender placements.

Goal 4. To save \$592,900 as a result of program diversion (Same as #3).

Attainment: Another downward revised goal which originally projected savings of \$2,064,000 (grant narrative p. 55). Utilizing the mathematical formula used in the October 1975 grant amendment, no real dollars were saved as average daily program cost far exceeded those same costs for prison. In FY75 and FY76 the program's average daily costs were \$24.68 and \$11.99, respectively, while prison costs were \$8.99 and \$8.77, respectively. However, if a relative cost effectiveness approach is used, cost savings potential totals \$4,108 per diverted offender with comparable sentences.

*Harvey Nation and Gwendolyn Fride. Atlanta High Impact Anti-Crime Program: Second Annual Report, Atlanta, Ga; Georgia Department of Offender Rehabilitation, 1976, p. 59.

Goal 5. To successfully graduate 60 percent of all offender participants (performance budgeting material submitted to OPB, October 27, 1975).

Attainment: Sixty-one percent of all offenders released from the program were successfully terminated.

Goal 6. Assure victim reparation through the payment of restitution either actual or partial cash or symbolic restitution (pp. 68-69 grant application).

Attainment: Of the \$207,567 awarded victims, only \$54,828 was repaid. Symbolic restitution was assigned to 157 offenders, most of whom were parolees. Program participants reportedly performed 2,556 hours of compulsory public service as symbolic restitution.

Goal 7. To test the effectiveness of intensive probation/parole supervision and restitution payment on offender success/failure in the program and after release (p. 68, grant application).

Attainment: The framework in which Intensive Probation/Parole Supervisors performed their duties was different from traditional models because little to no on-street supervision of the offender occurs, thus the supervision had little to no impact on offenders. Pearson correlation revealed no significance related to success or failure based on restitution payment.

Goal 8. To measure citizen participation in terms of the use of one-to-one volunteers with each offender, in job placement and in the use of VISTA volunteers (p. 68, grant application).

Attainment: Only 23 percent of the offenders served were paired with a citizen volunteer at program entry; 22 percent of all offenders were paired at their release from the program. We were unable to identify any job placements developed by volunteers. However, VISTA volunteers were very active in centers and performed many tasks well. However, the reason most often reported in 69 percent of the cases was "volunteer not available." The low level usage of community resources was an issue raised in the program's interim evaluation which continued throughout the grant period.

indebtedness, and prevent non-criminal legal action or negative reaction by the community from occurring.

1.3 Alternative

In July, 1974, DOR developed two diversionary programs which would reduce intake of offenders into the prison system. The first was the Intensive Supervision Probation/Parole Supervision Program, designed to divert offenders into a specialized community supervision program at the time of sentencing, thereby reducing the number of inmates available for prison entry. The program was characterized by small caseloads with a supervisor-to-offender ratio of 1 to 25, use of community resources for assistance to help solve offenders problems, and the use of the private citizen as a volunteer in conjunction with the Probation/Parole Supervisor.

The second diversion program was the Restitution Shelter Program. The Georgia Restitution Program also focused on the diversion of eligible offenders at the time of sentencing, thereby reducing DOR intake of inmates. As a result, the majority of program participants were, rightfully, probationers. However, the Board of Pardons and Paroles utilized the program as a tool for parole consideration in some cases where the offender would have otherwise remained incarcerated or at revocation proceedings in lieu of reimprisoning the offender. DOR has operated the Restitution Shelter Program under auspices of the Community Facilities Division since September, 1974.

1.0 PROGRAM OVERVIEW

1.4 Program Concept

One element within the concept of restitution is offender reparation to the victim for losses and/or damages incurred when such payments are generated from the offender's employment related earned income. Although offenders generally are gainfully employed full time, sometimes a diversion of cash income through a restitution scheme is extremely difficult because of the offender's economic circumstances. In those cases, restitution must assume a symbolic nature to be effective.

Public service took various forms such as the offender providing individualized services at mental health facilities, local hospitals, and non-profit organizations or to the community itself through park maintenance and street cleaning. The community benefited from other services provided by offenders such as home repairs, leaf-raking and other services for the elderly and/or disabled persons without the financial capability to pay private vendors for such services.

Current justice practices rarely provide for interaction between the victim and the offender after criminal acts have been committed. There are no plans for the victim to be the determining factor in the use, award or value of symbolic restitution. However, the victim may reject any monetary compensation awarded. Involvement of the victim in the value determination of public service restitution occurred on a limited basis and personalized symbolic restitution in which the victim receives the benefits is not planned.

The criteria established for offender participation in service-oriented restitution included: low earned income from employment, family dependents to support, physical disability, current recipient of public assistance, and offenders whose release from prison or jail was stimulated by the availability of the program as an alternative to incarceration. Public service duty was directed by the Courts or the Board of Pardons and Paroles as a special stipulation of a sentence or a release order. The performance of public service by offenders was also an additional program mandate of the Deputy Commissioner.

Halfway houses¹⁵ or restitution centers by their very design must be located near people centers, where community involvement, identification, and concern are prevalent. Problems develop when community involvement is lacking. Halfway houses have historically experienced a difficult time developing and being functional when community concerns are directed against a program.

Citizens, as past and potential victims of crime, do not generally welcome the establishment of correctional rehabilitation programs in their community because citizens have rarely recovered their losses and damages as a result of criminal activities of offenders. Also, it may be felt that the presence of offenders in the local community will make the citizens vulnerable to repeated victimization.

Successful community correctional rehabilitation programs should reduce recidivism, which in turn lowers the rate of readmission to the prison system. Offenders released directly from prison to the street without a community center experience have a recidivism rate of 53 percent in Georgia.¹⁶ It is felt by many correctional administrators that recidivism can be further reduced through the expanded use of community resources.

A major effort to make the Restitution Program acceptable to the community and reduce recidivism was the utilization of citizen volunteers in various capacities within the program. Citizens who show offenders that they care help offenders understand their human needs as well as their responsibility to society to be a useful, law-abiding citizen. Through the use of citizens as volunteers and other community agencies, the return to prison rate is reduced as rendered services increase.

1.5 Model of Program Activities

As a model for the Restitution Program in Georgia, the highly successful Minnesota Restitution Program¹⁷ was reviewed for its potential implementation in Georgia. Upon review, however, it was felt that Georgia's program should provide more flexibility in client selection, service delivery, and operation than that which is available to the Minnesota program. Although latitude was desired for Georgia's program, both programs share some similarities:

1. both programs deal with the restitution concept;
2. both are residential; and
3. both are research-oriented programs.

Eligibility criteria in Georgia's program have one major restriction, that the offender must reside in the same judicial circuit where the restitution shelter is located.¹⁸ Because of an internal program decision permitting offender residency from any judicial circuit in Georgia, the residency restriction provides minimal difficulty to program operations.

Thus, Georgia's program is in sharp contrast to Minnesota's program on eligibility for participation. Participation in the Minnesota program is limited to:

1. those offenders eligible for parole having at least one year left to serve on the sentence at the time of entry into the program;
2. property offenders from the seven major metropolitan counties; and
3. property offenders who have not demonstrated tendencies toward violent crimes.

In addition, those offenders whose background suggests severe psychiatric problems or a dependency on chemicals (drugs) are ineligible. A final disqualifying factor in the Minnesota program is the offender's socio-economic status. If the offender has middle class intelligence, adequate social skills and resources, and earned income from lawful sources, he is ineligible for participation in the program.

The concept of restitution can be distinguished from the concept of victim compensation thusly:

The concept of restitution and victim compensation are frequently mingled in one hurried cliché about aid for the victim. Yet they are vastly different ideas with varying theoretical applications. Compensation is a responsibility assumed by society; it is civil in character. . . . Restitution, on the other hand, allocates responsibility to the offender; claim for restitution by the criminal is penal in character, and thus manifests a correctional goal in the criminal process.¹⁹

Regarding the concept of restitution, there is one central difference between the Georgia and Minnesota programs. In the Minnesota program, citizen (victim) participation is central to the restitution scheme and participation of the victim is an active function of the restitution agreement; thus the victim has a potential veto of the restitution agreement.

However, in Minnesota when the victim is unwilling to participate in the restitution agreement, a symbolic victim is adopted, who negotiates the restitution agreement on behalf of the actual victim. The victim, in Georgia, is not always an active participant in the restitution agreement and complete victim participation is not planned.

Property crime offenders were singled out as the main offenders for participation in the Georgia program; however, other offense categories are eligible for participation, including misdemeanants and violent crime offenders. In this program, the compensation of the victim(s) is of prime concern and repayment of the victim(s) from the offenders' income earned while in the program is emphasized.

Each of the four restitution centers had its own unique features in terms of geographical location, size, and operational philosophies; yet each center functioned within operational dictums established by the Deputy Commissioner. Within the program, there were two operational levels through which an offender could proceed toward successful program completion: the residential and, unofficially, the post-residential phases. Neither phase had a specific time duration.

During the residential phase, the program strives to achieve positive changes in offenders' attitudes and behavior, to develop desirable work habits and skills, and to insure the repayment of restitution of the victim(s). During the post-residential phase, the emphasis is placed on continuation, reinforcement, and monitoring of any demonstrated positive attitudinal and behavioral changes. Due to the fact that only 4% of all inmates are females, only male offenders are eligible for the initial residential activities.

1.6 Program Objectives

Goals established for the Restitution Shelter Program were optimistic in their scope as a result of imaginative planning. However, the knowledge gathered during on-going program activity necessitated modification of some goals. The most significant of these was the projection of clients to be served--originally 600 but reduced to 275 by a grant amendment.

After all changes had been made, the goals for the program were divided into two general areas--impact and managerial. Impact objectives addressed interaction with clients while managerial goals stipulated tasks administration would accomplish.

1.6.1 Managerial Goals

The managerial goals for the program were:

1. Open three residential restitution shelters with a capacity of 20-40 clients in September 1974; open one restitution center with a capacity of 20-40 clients in April 1975.
2. Provide an alternative to incarceration for both the Courts and the Board of Pardons and Paroles.
3. Divert 275 offenders from incarceration during the 22-month grant period, thereby saving \$592,900.
4. Assure victim reparation through the payment of restitution (either actual, partial cash, or symbolic restitution).

1.6.2 Impact Goals

The impact goals for the program were:

1. To test the effectiveness of intensive supervision and restitution payment effect on offenders' success/failure rate (recidivism).
2. To measure citizen participation in the program:
 - a. Sponsorship roles
 - b. Job placements
 - c. VISTA

1.7 Research Concerns

Failure among "marginal risk" offenders in transitional community supervision programs occurs at a rate higher than that desired by Georgia DOR. As a specialized program, the rate of failure among the Restitution Center clientele will provide a major indicator of whether this treatment approach is a viable alternative to incarceration.

As a community-based program, \$635,728 was budgeted to initially finance the centers. As a result of this expenditure, a cost analysis was performed with the expectation of an end-of-program correlation with benefits.

Therefore, the objectives of the final evaluation were:

1. test the effectiveness of intensive supervision on clients of the Restitution Center Program;
2. develop a cost/benefits analysis;
3. determine if this program was used as an alternative to incarceration;
4. determine to what extent restitution of victims occur:
 - a. actually;
 - b. partially;
 - c. symbolically; and,
5. determine what effect volunteers have on offenders in reducing revocations while at the same time increasing employment among program participants.

1.8 Grant Management

Coordination of activities (state and federal administration, accounting, evaluation and personnel) and the diversity of programs within the grant created a need for a grant monitor. This individual was responsible for coordinating the information flow between various affected units within DOR,

the State Crime Commission, regional LEAA, and national LEAA; requested approval of grant amendments; and was the impetus for establishing programmatic parameters.

2.0 METHODOLOGY

2.1 Selection of Participating Judicial Circuits

Judges from Georgia's 42 judicial circuits were canvassed for participation in this program with 15 judicial circuits represented in this evaluation. Participating judicial circuits were chosen for inclusion in the Intensive Supervision Program after superior court judge(s) made written requests for placement of an Intensive Probation/Parole Supervisor in their respective judicial circuit. The need for program services in an area was also a factor in the judicial circuit selection process. However, in conjunction with their requests, each judge also expressed program support and a willingness to utilize the program in lieu of incarceration for eligible offenders.

2.2 Personnel Allocations and Recruitment

Personnel allocations were originally made reflecting priority recommendations of each Regional Deputy Commissioner prior to March 1, 1975, when DCOR adopted divisional administration. Subsequent to March 1, 1975, the Deputy Commissioner for Community Facilities Division, one of three operational divisions, supervised community facilities. Recruitment of personnel was delegated to the Assistant Deputy Commissioner and to each Shelter Director to whom prospective employees were to be assigned; however, the Deputy Commissioner retained final approval authority. A discussion of personnel results is presented later.

2.3 Definition of Eligibility

The definition of eligibility originally established identified the target population as "marginal risk, second offense felons."²⁰ Problems developed within the initial acceptance framework when several functional

questions arose which had not previously been considered. Questions considered were:

1. Must both offenses be felonies?
2. Could placement result from a combination of misdemeanor and felony conditions?
3. Is the first offender with a series of misdemeanor charges eligible?
4. Is the probationer or parolee whose current level of adjustment is deteriorating eligible without going through formal revocation procedures?
5. Upon acceptance, should the duration of the program be the same for all offenders?

From field operations and judicial viewpoints, the definition of eligibility was cumbersome and did not provide the latitude deemed appropriate for a successful program. While no specific answers were forthcoming, management sought wider program acceptance through an expanded admission criterion.

In August, 1975, at mid-program, the Law Enforcement Assistance Administration (LEAA) approved a grant amendment changing eligibility from "marginal risk, second offense felons" to "marginal risk."²¹ Thus, it was left to the discretion of the Courts and the Board of Pardons and Paroles to define "marginal risk" in the disposition of each case considered.

2.4 Selection of Participants

Referral and acceptance of offenders to the program were done through:

1. the court through direct sentencing after conviction or following probation proceedings; or
2. the Parole Board through direct parole grant or assignment following parole revocations proceedings when caseloads were less than 90% of capacity.

Other sources of program placements were discouraged to prevent contamination of the sample.

2.5 Random Selection

Random selection was not to be used in placement determinations until the center reached 90 percent of capacity. The 90 percent of capacity criterion was arbitrarily established to provide:

1. accelerated program growth; and,
2. eventual random selection of all participants once centers reached and maintained normal operating capacity.

While caseloads were less than 90 percent of capacity, the judiciary or the Parole Board could place an offender in this program without regard to randomization procedures. Following the interim program evaluation report, all placements were to be by the random selection process. The random selection process of selecting program participants is a mathematical procedure of determining eligible participants through the elimination of selection bias.

2.6 Special Exceptions

To provide the referral sources additional placement alternatives, exceptions to criteria were built into the participant selection process. There were two categories for special cases:

1. the offender rejected through random selection procedures; and,
2. the offender whose placement required the re-classification of another program participant to create a vacancy when caseloads were full.

In both cases, however, the Courts or Parole Board would make an additional request for acceptance into the program based upon the offender's need for the program's service.

2.7 Period of Supervision

Definite requirements regarding the amount of time an offender would spend in the program were not established. Grant expectations and estimates were, on the other hand, predicated upon an in-program period of approximately 5 1/2 months, and would be determined by the offender's behavioral adjustment while in the program.* Changes to the client's legal status (via sentence amendment or sentence being set aside, revoked, or other disposition) required concurrence of the referral authority.

2.8 Data Sources

The sources of data for this evaluation were:

1. a descriptive offender profile developed by computer analysis from data previously collected on all program participant files;
2. the case record, a chronologically organized narrative document which outlined problems and methods of possible solutions and other pertinent data useful in a "treatment" process;
3. the Scope Data Sheet which provides additional statistical data;
4. routine Probation/Parole Supervisors' monthly reports providing statistics on caseloads, i.e., terminations, clients, number of volunteers, etc.; and,
5. the Scope Termination Report which subjectively records the Probation/Parole Supervisor's reason(s) for the success or failure of the client. (See Appendix B.)

2.9 Data Collection

Primary responsibility for the collection of data was assigned jointly to a Research Associate and four (4) Probation/Parole Supervisors with additional assistance from the Descriptive Research and Statistics Unit, DCOR. The Research Associate coordinated the reporting procedures and was responsible for the compilation and computation of data.

*Grant application budget narrative, p.54.

2.10 Data Analyses

The data analyses were performed using a packaged computer program, the Statistical Package for the Social Sciences (SPSS). SPSS is a user-oriented system which provides a large measure of flexibility in the manipulation of data and enables the evaluator to personally analyze the data which he has collected.

3.0 ANALYSIS OF FINDINGS

The analysis of findings is based upon data submitted at two different program development stages. The first data set is from the Scope Data Sheet which was utilized at program entry to provide demographic data on program referrals. The second data set is for the Scope Termination Report filed at the time the offender's supervision ends and in which the Probation/Parole Supervisor subjectively critiques the offender's program progress in retrospect.

3.1 Referrals*

There were 413 offender referrals to the Restitution Shelter Program, of which 400 referrals resulted in program placements. Of that number, 57 cases were referred to the program after data collection ended. The 13 cases not subjected to program supervision had the following dispositions: accepted into the Intensive Supervision Program (5); randomly rejected and incarcerated (4); and other (4). Because there were few cases in the control group and a stratified sample proved impractical, no further analysis of control group data is being made.

3.1.1 Referrals by Source

As a diversion from imprisonment, the program received 80 percent of its referrals from the Courts directly on probation. An additional 20 percent of the offenders, of whom 28 were youthful offender parolees, were referred to the program by the Board of Pardons and Paroles.

*This section is an analysis of the characteristics associated with program referrals and does not attempt to compare with the prison population.

3.0 ANALYSIS OF FINDINGS

3.1.2 Age

The reported age of all participants ranged from 15 to 64 years of age. The mean age was 24.13 years with standard deviation of 7.927. A total of 78% (312) offenders were in a group of eleven ages which ranged from 17 to 27 years of age and closely paralleled age grouping in the correctional institutions (See Table 1).

TABLE 1
AGE BY PROGRAM STATUS

Program Status	Age Groups				Total
	15-16	17-20	21-27	28-64	
Probationer	0	167	76	77	320
Parolees	1	33	36	10	80
TOTAL	1	200	112	87	400

3.1.3 Race and Sex

Due to the residential design of the program, there were no female referrals or placements. However, of the placements received, 57% were white males, 43% were black males, and 2% were Hispanic males (See Table 2).

TABLE 2
PROGRAM STATUS BY RACE AND SEX

Program Status	Race and Sex			Total
	White Male	Black Male	Hispanic Male	
Probationer	187	123	2	312
Parolee	40	48	0	88
TOTAL	227	171	2	400

3.1.4 Marital Status

Fifty-four percent of all offender referrals were single. In addition, there were 23% married offenders and 23% offenders reported being divorced, separated or other.

3.1.5 Dependents

Sixty-three percent offenders reported no children dependent upon their support. Eighteen percent offenders reported one dependent child, and 19% offenders reported two dependent children. On the other hand, 62% reported having no adults to support, 32% reported one dependent adult and 6% reported two adults for whom they were financially liable.

3.1.6 Socio-Economic Status

The socio-economic status most often reported was the minimum standard of living characterized by current poverty guidelines. In that category, 42% offenders were reported at the minimum standard of living level. Another 26% offenders were reported to be middle class, while the occasionally employed category totaled 19% of all placements.

Only 6% of the offenders were solely dependent on public assistance (welfare), and other socio-economic or no status was reported for 7% offenders. (See Tables 3 and 4).

TABLE 3
RACE BY SOCIO-ECONOMIC STATUS

Race	Welfare	Occasionally Employed	Minimum Standard of Living	Middle Class	Other	Total
White	10	33	93	75	16	227
Black	10	32	106	15	8	171
Hispanic	0	0	2	0	0	2
TOTAL	20	65	201	90	24	400

TABLE 4
SOCIO-ECONOMIC STATUS BY PROGRAM STATUS

Program Status	Welfare	Occasionally Employed	Minimum Standard of Living	Middle Class	Other	Total
Probationer	12	55	156	79	18	320
Parolees	5	9	55	8	3	80
TOTAL	17	64	211	87	21	400

3.1.7 Education

The average education level of all referrals was 9.97 with a standard deviation of 2.3. Education attainment ranged from first grade (4) to a bachelor's degree (1). Eighty-five offenders reported having a high school diploma or its equivalent. Eighteen offenders had one or more years of college. The majority of offenders, 83%, were in an academic group from 8th to 12th grade level.

3.1.8 Offenses

Of all offender placements, 13% (44) were placed as a result of a misdemeanor conviction. The remaining 87% placements stemmed from a felony conviction. Crimes against property (burglary, theft, and forgery) comprised the largest category, with burglary 115, theft 62, and forgery 47 placements, respectively. Offense against person--the bodily injury incidents such as aggravated assault, murder, and rape--accounted for 18% offender placements. Drug offenses accounted for 5% placements. See Table 5 which follows and summarizes sentences by offense group (based upon complete data sets - Scope Data Sheet and Termination Report).

TABLE 5
OFFENSE BY SENTENCE

Offense	Length of Sentence (Months)						Total
	1-24	25-36	37-60	61-120	121-240	Life	
Misdemeanor	15	3	9	9	2	0	38
Crimes Against Persons	3	2	5	12	7	1	30
Crimes Against Property	2	13	46	39	46	0	146
Drugs	0	0	0	3	2	0	5
TOTAL	20	18	60	63	57	1	219

3.1.9 Earned Income and Types of Restitution Awarded

Gross earnings, for ease of discussion, were divided into five categories: (0) no earned income, (1) income from \$17 thru \$502, (2) income from \$503 thru \$1,440, (3) income from \$1,441 thru \$2,995, and (4) income from \$2,996 thru \$12,101. The following table--produced by cross-tabulation of variables, types of restitution and gross earnings--suggests that gross earnings were

higher when actual cash restitution was awarded. The difference in the data may be explained away as a result of the assigned offender status. Generally, parolees released from prison were unemployed at program entry and did not have any restitution obligations, but their parole was aided by the availability of the program; while probationers who were assigned by the courts were generally employed at entry and had a definite cash restitution obligation.

TABLE 6
INCOME BY RESTITUTION

Gross Earnings	Types of Restitution			Total
	Cash	Partial Combination	Symbolic	
No earned income	74	2	44	120 (31%)
\$17 - \$502	32	3	30	65 (17%)
\$503 - \$1,440	40	0	26	66 (17%)
\$1,441 - \$2,995	39	4	24	67 (17%)
\$2,996 - \$12,101	43	0	24	67 (17%)
TOTAL	228 59%	9 2%	148 38%	385 100%

3.1.10 Earnings of Program Participants

Statistical earning data supplied by the Georgia Department of Labor indicate that 125 (32%) offenders had no reported earned income during the four quarters' data supplied beginning with the fourth quarter of 1975. During this same period of time 61% of the total offender group with earned income had earned income of less than \$4,732 which is slightly below the minimum wage. Another 31 (7%) offenders had earned income at or above the minimum wage level of \$2.30 per hour. When computed on an annual basis, the salary range was

\$4,787 to \$12,101; four offenders earned in excess of \$10,000 each; 10 offenders earned between \$6,000 and \$9,999; and 17 offenders earned between \$4,787 and \$5,999. Gross wages reported totaled \$566,900 with a mean of \$2,123 for those offenders having earned income. An estimated 25 percent of the gross earned income was withheld for payroll deductions for state and federal income taxes, and several security and other miscellaneous items such as insurance, union dues, and equipment.

4.0 TERMINATIONS, RECIDIVISM AND TRANSITION

4.0 PROGRAM TERMINATIONS, RECIDIVISM AND TRANSITION

This section analyzes program terminations and recidivism (rearrest). The analysis include three types of terminations: success, failure and other, each defined below. (Also analyzed are rearrests and convictions.)

TABLE 7
PROGRAM TERMINATIONS

Types	Number	Percentage
Success	241	59%
Failure	138	35%
Other	21	6%
TOTAL	400	100%

4.1 Success Terminations

Successful program completion can be described by one or a combination of the following characteristics:

1. sentence expired;
2. paid awarded restitution in full;
3. completed symbolic restitution; and,
4. sentence amended because of positive behavioral adjustment, satisfactory employment, and payment of restitution.

Of all terminations in this program, 59% (241) were successful terminations.

(See Table 7 above).

4.2 Failure Terminations

Failure terminations are those cases in which supervision ended because the offender:

1. absconded; or
2. was revoked for technical violations of the probation order or parole agreement or a new crime conviction and sentence.

A total of 138 (35%) cases were classified as failures by the above criteria. Absconders accounted for 45% (62) of all failures; new crime convictions and revocations, the remaining 55% (76).

4.3 Other Terminations

This group of terminations included cases for which the reasons for termination data were not reported and deaths. There were 3 in-program deaths and 10 cases that had incomplete data, 8 of which cases were receiving in-program supervision.

4.4 Recidivism

The recidivism analysis is based on data supplied by the Georgia Crime Information Center (GCIC) of the Georgia Bureau of Investigation. Two hundred seventy-four offenders had data records filed with GCIC. GCIC did not provide data on those offenders arrested or convicted out-of-state. Some data records provided by GCIC were incomplete and, because of the number of arresting authorities maintaining on-site offender data records, the task of file verification was beyond the resources available to the evaluator. In addition, the lack of complete offender case records at the respective centers limited the available data.

Recidivism is defined in the Research and Development Bulletin No. 1 as consisting of:

1. criminal acts that resulted in conviction by a court, when committed by individuals who are under correctional supervision or who have been released for correctional supervision within a specific tracking period, and by
2. technical violations of probation or parole in which a sentencing authority took action that resulted in an adverse change in the offender's legal status.

We cannot project a successful recidivism rate based on this definition because of factors outlined above. If, however, we speak of program performance based on rearrests but not convictions we are able to discuss program impact. Of the 274 offenders who had a GCIC record, 31% were rearrested within six months of program release; within one year 59% had been rearrested; within eighteen months after program release 87% had been rearrested. Data were not available for the two-year analysis.

TABLE 8

REARREST

	Probation Time		
	6 mos.	One Year	18 mos.
Rearrest	50 31%	17 59%	5 87%
Success	110 69%	43 41%	11 13%

The 59% one-year rearrest rate for the Restitution Shelter Program is roughly comparable to the 45% one-year rearrest rate for the Impact Program. Both programs served high risk offenders, and basic program criteria were generally similar; however, the Impact Program participants received more in-program therapeutic counseling and were provided follow-up services after release.

The Minnesota Restitution Program reported a 40% one-year return to prison rate for its experimental group.²³ Noted differences between Georgia's and Minnesota's Program were the number of centers and clients served (individually, no center's one-year rearrest rate would have been equal to or greater than Minnesota's one year rate.) Additionally, Minnesota participants were selected from its prison population which is in contrast to the majority of Georgia's selections where offenders are selected largely from the courts.

Conviction data were not available for the entire sample. Of the 40 cases where both arrest and conviction data are present, 45% were successes and 55% were failures within six months; the one-year rate for failures was 75%. The disposition reported for those cases at the one-year level were: probation with fines and restitution, 22%; jailed or prison 28%; split sentence (jail and probation to follow), 15%; convicted and current sentence revoked, 15%; dismissed, 10%; and other, 10% (See Table 9 below).

TABLE 9
ARREST DISPOSITION

Disposition	Number	Percentage
Restitution, fine probation	9	22.5
Jail	11	27.5
Convicted and current sentence revoked	6	15
Split sentence (Jail and Probation)	6	15
Dismissed	4	10
Other	4	10
TOTAL	40	100

The offenses for the above group were: 17.5% misdemeanor; 27.5% burglary; 25% theft, and 30% other felonies. Fifty-five percent of the convictions were for property offenses.

4.5 Offenders in Transition

At this point it is important, perhaps, to discuss the relationship between Community Facilities and Community Based Services (CBS). In the majority of cases, when the offender was terminated from the Restitution Shelter Program, he was transferred to the Community Based Services Division for follow-up supervision and services. At the time of transfer, the Restitution Shelter Program lost control and responsibility for the offender. During the first six months following the termination of program supervision and services the offender is in transition: in transition, because the responsibility for providing a smooth, uninterrupted services and supervision delivery had not been clearly delineated. No systematic mechanism for bridging the gap between the residential setting and the loose "on-street" supervision modality exists. The receiving division, because of its high caseloads and limited staff, could not provide the framework while the sender did not really have the authority. Thus a traumatic state exists for the offender; both divisions could be responsible, and the issue may best be addressed through this question: "During the offender's transition, which of the divisions is more responsible for reducing offender rearrests and providing guidance and support to him during periods of crises?"

When reviewing cases where both arrest and conviction data were present, the one-year rearrest rate of 59% suggests that a serious problem exists between probation/parole supervision and community facilities in terms of service follow-up, transition and reinforcement. The only logical explanation

appears to be the risk factor of offender participants. However, the Impact Program was also a program of several residential centers for high risk offenders, but its one-year rearrest rate was 45%, as noted earlier. When high risk offenders are placed (i.e., those offenders whose probability of completing their sentence without further adverse confrontation with the criminal justice system is low), they do well in a structured residential setting. However, if the above arrest and conviction rates hold true for the entire sample, 181 offenders will have been re-convicted within one year of program release. Those cases when coupled with cases classified as in-program failures raise serious questions regarding program validity in terms of concept and operations. Yet, the sentencing data suggest that two-thirds of all offenders rearrested are diverted again from incarceration, further questioning the eligibility criterion of "high risk." Of course, the jurisdiction for sentencing is beyond control of the program administration.

Aftercare is an important variable in the overall schematic of service delivery without which reinforcement, follow-up and re-evaluation do not occur. Because aftercare is essential for the overall rehabilitation of offenders, those resources or services provided by community agencies might best be utilized when the offender's in-program obligation has been protracted sufficiently to allow for the completion of services scheduled.

The aftercare concept suggests a need for gradual return and release to the community. This gradual release might begin with a day or two a week away from the center, increasing in steps to full time away while receiving intensive probation supervision, followed by regular probation supervision. Jurisdiction given to centers at placement should remain until the offender is released to regular probation (about one year after release). Return of the offender to the center then would not require revocation proceedings.

Of course, community resources must be continually employed throughout the period of supervision to provide the greatest support to the offender. In this manner, needed programmed services can be continued without interruption.

5.0 COST AND BENEFITS ANALYSIS

Cox and Okpara, while evaluating DCOR's Adjustment Center Program, developed an assumption that provides community correctional programs an opportunity to evaluate cost and cost efficiency on a basis other than a day-for-day comparison. Their assumption considers the total sentence in addition to time spent in the project. If, in fact, community-based correctional programs are alternatives to incarceration and the after program supervision is a continuation of the original diversion, then the cost of the after program service is a factor in the cost analysis and program cost, as is the time that elapses. Cox expands the discussion in Sections 5.1 through 5.4 below.

5.1 General Indicators in Cost Analysis

There are at least three methods of estimating the relative efficiency of correctional programs. Each is based on the observation that all program costs--the cost of service delivery systems and that of substantive programmatic offerings--are relative to the costs incurred in some alternative structure of offender experiences. It is, therefore, the case that alternative programming options can be evaluated in terms of their actual or projected costs. Decision-makers can then gauge the relative importance of any observed differences in effectiveness in the context of observed differences in the relative efficiency of the alternative programs.

Any comparison of data requires that program modules be defined in terms of relevant time frames and allowable costs. For example, many community correctional programs have residential and non-residential components or modules. Similarly, each module usually runs for a specified or observed period of time.

5.0 COST AND BENEFITS ANALYSIS

In a similar vein, institutional and community program costs are often defined in terms of specific inclusions and exclusions which may affect the comparability of data. The cost per day of standard incarceration, for example, is often computed with authority lease rental and capital outlay costs excluded. It would, therefore, be of interest to examine budgets of any community program for rent or construction costs which would need to be deducted or qualified in the analysis and then do the analysis.

Gathering accurate descriptive and definitional information is, therefore, an essential first step in preparing a basic cost analysis. Once the bases of comparison are established, then each or all of at least three basic measures can be utilized to estimate relative efficiency.

5.2 Simple Operating Efficiency

The day-for-day comparison of costs for two or more programs is of value in assessing the relative operating efficiency of two similar programs or program modules. For example, both the Restitution Shelter and the Adjustment Center Programs have residential diversion modules. Comparing the relative operating efficiency of the two programs could, therefore, be conducted if the residential modules are the basis of comparison. If, however, total program costs were desired as a basis for comparison, then the descriptive and definitional information collected on the two programs would reveal that the Adjustment Centers Program has an intensive out-client second module while the Restitution Shelter Program follows the residential experience with a long period of simple probation supervision. A day-for-day cost comparison could be made which addressed the entire program of each approach to diversion, but the question being answered would not involve operating efficiency so much as it would involve the deflating factor of protracted regular supervision costs over time.

If the definitions and descriptions are carefully respected, then the relative operating efficiency of two programs is determined by the expression:

$$\bar{C}_d (P_1) \leq \bar{C}_d (P_2)$$

Where \bar{C}_d = the average daily cost and P_1 and P_2 are two comparable program experiences.

If the program being evaluated operates at an average daily cost less than that of the program which it is being compared to, then the evaluated program is relatively more cost efficient to operate.

5.3 Relative Cost Effectiveness

Day-for-day comparisons may be misleading in analyses which address programs of differing module structure, time frames, and allowable costs. A refinement in the assessment of efficiency would, therefore, be the relative program-for-program comparison of two or more approaches. Moreover, the effect of a sentencing or assignment choice would include all costs associated with that decision relative to each (or a selected) option.

For example, comparing the costs of the Adjustment Center or Restitution Shelter Programs with the costs of incarceration could lead to any analysis of the cost effectiveness of diversion. Once again, definitional and allowable cost issues dominate the use of the analysis. If the analysis is to be used as an estimate of the cost effectiveness of diversion, then the mechanisms at sentencing must be clearly diversionary in their intent and in their implementation. In addition, the terms of incarceration for offenders not diverted into the program must be determined experimentally or carefully estimated through the use of comparison groups or a tenure of incarceration model based on actual sentence length and historical data on time served.

Assuming that the definitional, descriptive, and allowable cost issues are clearly noted, then the relative costs of two approaches can be compared in explicating the expression:

$$[\bar{C}_d \cdot \bar{N}_d (P_{1.1}) + n[\bar{C}_d \cdot \bar{N}_d (P_{1.n})]] \leq [\bar{C}_d \cdot \bar{N}_d (P_{2.1})] + n [\bar{C}_d \cdot \bar{N}_d (P_{2.n})]$$

Where \bar{C}_d is the average cost per day and \bar{N}_d is the average number of days for $P_{1.1}$, module one in program one, etc.

If the program being evaluated operates at a total program cost less than that of the comparison program ($P_{2.n}$), then the decision to utilize the program was a cost effective decision.

5.4 Relative Cost Benefits

Although it would be possible to determine relative cost effectiveness and then independently examine client outcome (relative program effectiveness) data, both processes can be integrated in the concept of cost benefits. For every decision-making choice concerning sentencing or assignment to one of two or more service delivery programmatic offerings options, there is an outcome which is usually expressed in terms of "ultimate" client success or failure upon release from each program. For each of these client outcomes, there is a cost associated with success or failure.

For example, the two diversion programs discussed earlier each have a certain unique but potentially stabilized failure rate over time. For each client who recidivates after exposure to the program, there is a cost to the System represented by the expenses of incarceration or additional supervision resulting from the recidivism offense(s). One program may be more "cost beneficial" than the other due to its programmatic effectiveness in minimizing recidivism through sound programs, careful selection of clients, or some other particular programmatic feature.

Assuming that program descriptions document the unique processes of each structure in the comparison,* the relative cost benefits of two or more approaches can be estimated by the expression:

$$[\bar{C}_d \cdot \bar{N}_d (P_{1.n})] + \bar{C}_d [\bar{N}_d \cdot \bar{F}_d (P_1)] \leq [\bar{C}_d \cdot \bar{N}_d (P_{2.n})] + \bar{C}_d [\bar{N}_d \cdot \bar{F}_d (P_2)]$$

Where \bar{F}_d is the average number of days of additional correctional services observed in cases of street failure.

A program being evaluated would therefore be relatively cost beneficial if and only if the total program costs plus the total costs of client failures is less than that for a selected comparison group(s).

It is important to reiterate that each of these methods is a way of viewing the relative efficiency of a program or the use of a program for a given group of clients. The simple formulae outlined above can accommodate almost any comparison, making it essential that an evaluator thoroughly describe and define the basis of any comparison made with this technique. Otherwise, the analysis may be meaningless in a policy-making or decision-making sense.

5.5 Simple Cost Efficiency

This is an application of the theory above. The day-for-day cost comparison is a method of computing costs of programs based upon the dollars expended and clients served. This method of cost computation is referred to as the simple cost efficiency. Simple cost efficiency analysis of the Restitution Shelter program is summarized in Table 10 which follows. The basis of comparison is the cost of incarceration computed utilizing FY76 cost data. Program cost for FY77 based upon the simple cost efficiency formula was 22% more than incarceration.

*Otherwise, there would be no basis for relevant knowledge about "why" any differences may be observed.

TABLE 10
SIMPLE COST EFFICIENCY

Program	Average Daily Cost	Percentage of Change with Incarceration as Base
Restitution Centers	\$11.99	+37%
Incarceration	\$ 8.77	0
Adjustment Centers	\$20.01	+128%

The simple cost efficiency analysis on its face suggests, based upon day-for-day cost comparison, that it would have been more economical to incarcerate the diverted offender group. However, when the same programs are compared based upon their relative cost efficiency, better information is available for managers and decision-makers' use. Yet, when the Adjustment Centers Program is compared with the Restitution Shelter Program in terms of costs, the Adjustment Centers are 67% more costly on a day-for-day basis to operate than the Restitution Shelter Program.

5.6 Relative Cost Effectiveness

The relative cost effectiveness approach compares the diversion cost to, in this case, the cost of incarceration. A central issue of this approach is the diversion period. It includes the time served in the program as well as any past program supervision cost. Recidivism is included in the analysis; the results are relative cost benefits, which will be discussed later.

The relative cost effectiveness of programs compared is summarized in Table 11 below. The period of continued diversion (regular probation/parole supervision) cost \$.39 per offender day. The calculations of days for the continued diversion are: Restitution Shelter, 1,598; Incarceration, zero; and Adjustment centers, 120.

TABLE 11
RELATIVE COST EFFICIENCY
FY76 Data

Program	Average Daily Cost	Average No. of Program Days	Other Diversion	Total	Percent + Incarcerant Change
Restitution	\$11.99	112	\$620	\$1,963	-152
Incarceration	\$ 8.77	564	0	\$4,946	0
Adjustment Ctr.	\$20.01	90	\$ 68	\$1,868	-165

It seems based upon data in the above table that it would be more economical to divert offenders into community-based programs than it is to incarcerate them. On the other hand, the relative cost efficiency comparison of the Restitution Shelter program with the Adjustment Center program is somewhat misleading based upon the table above because of the Restitution Shelter program's longer continued diversion period.

5.7 General Program Cost

During the grant period, there was a total of \$655,567 expended for Restitution Program operations. Of that figure, \$225,848 was spent in FY75, and the remaining \$429,719 was spent in FY76. The appropriations were generally on a 90/10 federal/state match basis. (See Table 12 on the next page).

TABLE 12
COST ANALYSIS

City	Albany	Atlanta	Macon	Rome	Total
Date Opened	11/16/74	4/30/75	11/1/74	10/1/74	NA
Capacity	34	28	20	36	118
FY75 Avg. daily pop.	16	4	9	14	43
Percentage of Capacity	47%	14%	45%	39%	36%
FY76 Avg. daily pop.	25	26	17	23	91
Percentage of Capacity	74%	93%	85%	64%	77%
FY75* Expenditures	\$61,329	\$18,186	\$59,399	\$67,813	\$225,848
FY76* Expenditures	\$105,219	\$94,879	\$95,553	\$104,748	\$429,719
FY75 Avg. daily cost	\$12.17	\$49.96	\$21.23	\$15.35	\$24.68
FY76 Avg. daily cost	\$11.53	\$10	\$14.94	\$11.48	\$11.99

*\$25,116 and \$32,021 were added for the Intensive Probation/Parole Supervisors in FY75 and FY76, respectively.

5.7.1 Other Funds for Program

The \$57,137 utilized for support of the intensive probation supervision aspect of the program was appropriated in the Intensive Supervision Program budget. A breakdown of those figures reveals that \$25,116 and \$32,021 were expended in FY75 and FY76, respectively. The sum included personnel costs and operating expenditures.

Community correctional programs seldom are funded adequately to operate and maintain a sound program. One of the ways in which community centers augment their revenues is through the collection of maintenance fees from their clients. Generally, \$4 per day is collected when the offender is gainfully employed to a maximum of \$28 per week. In FY75, the amount expended was relatively small (\$5,995), but during FY76 when the program was fully operational, \$47,023 was projected and budgeted. However, in FY76 only \$29,062 was expended.

5.7.2 Lapsed Funds

Of all funds budgeted for program operations, \$92,050 was lapsed at program end. The unspent funds were in regular operations and maintenance fees with \$74,089 and \$17,961 not used, respectively.

5.8 Cost Savings

In an October, 1975 approved grant amendment, DCOR projected an average yearly per offender program cost of \$2,344. In that same grant amendment, a \$4,500 yearly cost for offender incarceration was projected; as a result, a cost disparity of \$2,156 was created as savings. When the projected cost is converted to a daily cost, a cost comparison analysis can be made. The projected cost for incarceration equals \$12.33 per offender; projected Restitution Program cost equals \$6.43 per offender.

In the aforementioned grant amendment, it was estimated that \$592,000 would be saved by serving 275 offenders in this program. The saving estimate was based upon (1) a five-month turnover rate and (2) the cost of inmate incarceration being \$4,500 per year less the cost of program supervision (\$2,344) or a saving of \$2,156 per offender served. Needless to say, the philosophy upon which the projections were made was fallacious. What remains unclear is how cost figures were originally determined.

The cost of incarceration did not remain constant as projected in the grant application; in fact, the actual average daily inmate cost never exceeded \$10 per day. The disparity in costs discussed earlier was based upon a day-for-day comparison. There were no real dollar savings generated as a result of this program. The average daily program cost exceeded comparable costs for incarceration. However, if all participants' entire sentence had been served in prison, the cost savings would be substantial. As mentioned earlier, day-for-day cost comparisons are misleading. Further cost savings are generated by continuing the offender in another community supervision program after the original diversion program supervision ends (i.e., regular probation/parole supervision). Generally, regular probation/parole cost is drastically lower than either incarceration or community center programs. For the past few fiscal years, this cost averaged less than one dollar per day per offender served. In FY76, it was \$.39. However, the question that is raised is: Is the coverage of probation functions adequate? It would seem doubtful with a caseload ratio of 1:125.

5.9 Program Benefits

While the most serious problem that DCOR management was experiencing was overcrowding in its penal institutions, the use of limited fiscal resources (state or federal) for community correctional programs as alternatives to imprisonment which do not produce measurable results perhaps suggests that program funds should have been invested elsewhere. Documenting the fact that the program did not free any needed bed space was extremely difficult in view of all factors surrounding the issue of overcrowding.

There is full recognition by the author that the probated sentence is an alternative to prison and incarceration; thus, it is unrealistic to assume that all offenders will go to prison upon sentencing. Uniform criteria must be established to determine who receives the probated sentence as a measuring device to determine the viability of diversionary programs in corrections. Yet, dispositions of offender cases not placed in the program suggest that the program was utilized as an alternative within the framework of probation; selection biases prevented a true test of program diversion potential. Few offenders were incarcerated due to their non-acceptance into the program.

As indicated earlier, 400 offenders were placed in the program. However, if a tangible definition of eligibility had been established and maintained throughout the grant period, and scrutinized and validated by empirical research methods, a significant number of prison bed spaces could have been saved as a result of program placements. The bed spaces freed would have represented the most desired impact from this program by DOR management. The absence of significant results due to the lack of a clearly defined acceptance criterion has serious implications for future community correctional programs and resource dollars.

Benefits from the program in dollar investment must correlate with those benefits promised or alluded to in the funding request.

Other benefits provided by the program were: (1) opportunity to explore on a statewide basis the intensive supervision concept combined with payment of some form of restitution (actual, partial, or symbolic); (2) expansion of research activities into local field operations through the use of staff, courts, and the Board of Pardons and Paroles; (3) opportunity to expand community treatment centers into communities where offenders and staff usually had to travel a long distance to keep the mandates of the Courts and the Board of Pardons and Paroles, as well as DOR guidelines for effective probation/parole supervision; (4) channel for keeping families intact and affording the offender an opportunity to maintain gainful employment, pay taxes, support dependents and to decrease their need for public assistances (welfare, food stamps, and other aids) while making reparation for offense(s); and (5) the single most important benefit, the potential reversal of long-standing negative family behavior patterns, thereby affording an opportunity for the offender to become a viable, contributing member of good standing in society.

5.10 Use of Public Assistance

Welfare (public assistance) was a source of support for 23 offenders and families. None of this group received public assistance as a result of program placement. A breakdown of the source of non-earned income revealed that 15 offenders received social security, 3 offenders received food stamps, and 7 received veteran's benefits. An additional 295 offenders reported not receiving any type of public assistance.

Public assistance was continued in cases where offenders and their families were otherwise eligible before program placement.

5.11 Impact of Program

Economic impact of the restitution centers varies in the four locales where centers were opened (Albany, Atlanta, Macon, and Rome). Although each center was opened during a period when employment opportunities were declining, each center initially provided employment for seven staff persons on a permanent basis. The current individual center budget is an approximate quarter million dollars annually. Most of the funds are spent in the local economy. In addition, offenders earnings are also returned to the local community including taxes and restitution for offenders victims.

6.0 GOAL ATTAINMENT

Recidivism data remain largely incomplete. However, of the 274 offenders with a GCIC record, 28.2% were rearrested within six months of program release; within one year, 59.3% had been rearrested; and after 18 months of release, 85.5% had been rearrested for offenses of which 21% were misdemeanors; 33% were theft; 11% were burglary; 9% were drugs; 10% other felonies, and 16% technical violations. However, in cases where both arrest and conviction data were present, 75% had been convicted within one year following release. Of that number, approximately 43% were jailed as a result of convictions; another 22.5% were probated with fines and/or restitution; 15% were convicted and revoked on the current sentence; 10% were diverted to other community alternatives; and 10% were dismissed. The offenses for this group were: 17% misdemeanors; 27.5% burglary; 25% theft; and 30% other felonies.

Review of in-program failure and tentative recidivism data suggest that a serious problem exists in terms of program concept and offender transition. The concept of restitution payment as a means of deterring offenders from the re-commission of crime seems fallacious. Implementation needs to be reinforced with a highly structured therapeutic program which has aftercare as one of its phases. Aftercare is defined as the services rendered to the offender after release from the residential program. Since two of DOR's divisions are, in part, responsible for the offender while in the community, close coordination of their services and programs is mandated to provide maximum assistance to the offender, and hopefully to prevent the offender's future return to crime.

The aftercare thesis suggests a need for gradual return and release to the community. This gradual release might begin with a day or two away from the center per week; increasing in steps to full-time away while receiving intensive probation supervision, followed by regular probation supervision. Jurisdiction given to centers at placement should remain until the offender

is released to regular probation (about one year after release). Return of the offender to the center then would not require revocation proceedings. Of course, community resources must be continually employed throughout the period of supervision to provide the greatest support to the offender. In this manner, needed programmed services can be continued without interruption. However, a question of relationships and responsibility remains: during the offender's transition from a residential to a non-residential setting, which of the divisions is most responsible for reducing offender rearrests and providing the offender with guidance and support?

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1.1 Background of Program

Criminal acts and crime skyrocketed when the economy (national, state, and local) sagged as a result of the recession.¹ Adjustments were made to combat the spiralling effects of the crisis but available jobs declined, and the cost of living rose to unprecedented levels.² As the unemployment rate gained points, reported incidence of crime showed comparable growth.³

Teel and Fuller state, "The reasons for the sudden upward trend in the prison population include new state laws allowing juveniles to be sent to state prisons, more money for law enforcement and new technology and more police and prosecutors to apprehend and convict suspects."⁴

The result is the continuous addition of offenders to an already crowded prison system.⁵ This increase has been steady, and Georgia penal institutions are now nearing an overpopulation crisis.⁶ Today, there are over 11,500 inmates⁷ in Georgia correctional institutions managed by DOR. During the period that this evaluation covers (September 1974 through June 30, 1976), Georgia incarcerant population showed a net increase of 1,455 (14.0%) inmates.⁸ In addition, 17 county correctional institutions (former public work camps) have closed since July, 1970.⁹ Although new state penal institutions are being built and will be pressed into operation, the lengthy construction period negates the achievement of needed bed space due to increasing intake.¹⁰

While DOR incarcerant population exceeds the design capacity of the prison system,¹¹ caseloads in regular probation/parole supervision, a normal diversion mechanism, were also growing at an alarming rate.¹² Probation/parole supervision itself was understaffed and underfinanced. A large-scale release of inmates to probation/parole supervision was not feasible.

As the institutionalized populace continued its growth, it became clear that DOR must develop alternatives to traditional imprisonment that would divert offenders both pre- and post-sentencing. No state appropriated funds were available for any new types of diversionary programs. To finance the program DOR sought federal assistance.

Funding for the program was part of a two-year discretionary grant from the Law Enforcement Assistance Administration (#74-ED-99-0004) and state funds totaling \$635,728.¹³ The program provided for three centers to begin operations in October, 1974, and one center to open for operations in April, 1975. The centers are located in metropolitan cities--Albany, Atlanta, Macon, and Rome, Georgia. Capacity of each center varied between 20 and 25 offenders.

1.2 Legal

Legal authority for such programs had been previously established in constitutional law.¹⁴ Restitution in the past has been added as a legal requirement to some probated sentences and could be stipulated as a condition for a parole release action. Thus there were no major legal barriers to the orderly activation of the program.

Establishing correctional programs in community settings involves some risk-taking. Many community correctional programs meet citizen-initiated obstacles including legal actions, to prevent their establishment in communities where citizens have been victimized by criminal acts. It would appear that compensating the victim should reduce some of the initial hostility felt by victims and increase the acceptance of programs in their community. One may reasonably expect offenders to make reparations through earned income. However, income from any legal source can be used to satisfy

6.0 GOAL ATTAINMENT

Success may be viewed in conjunction with goal attainment. Some goals were easily quantifiable and measurable--others were less so; however, some were modified during the program. All of the objectives will be addressed independently as modified. The goals are more fully explained in the following sections:

Goal 1. Open three residential restitution shelters with capacities between 20 and 40 clients each in September, 1974 and one shelter within the same capacity range in April, 1975 (p. 54, budget narrative, grant application).

Attainment: Openings of the centers in Albany, Macon, and Rome which were scheduled to begin operations September 1, 1974, were delayed between 30 and 75 days. The Atlanta Center scheduled to open April 1, 1975 opened April 30, 1975.

Goal 2. Provide an alternative to incarceration for both the Courts and the Board of Pardons and Paroles (p. 67, grant application).

Attainment: Placements were received from both the Courts and the Board of Pardons and Paroles. Of the 400 offender participants, approximately 80% were from the Courts and 20% from the Board of Pardons and Paroles. The problems cited earlier in the Executive Summary minimize any accomplishment in this area.

Goal 3. To divert 275 offenders during the 22 months of program operation (October, 1975 grant amendment).

Attainment: The program was highly successful with its revised goal of 275 offender placements, down from 600 originally, achieving 1 1/2 times the adjusted goal with 400 offender placements.

Goal 4. To save \$592,900 as a result of program diversion (Same as #3).

Attainment: Another downward revised goal which originally projected savings of \$2,064,000 (grant narrative, p. 55). Utilizing the mathematical formula used in the October 1975 grant amendment, no real dollars were saved as average daily program costs far exceeded those same costs for prison. In FY75 and FY76 the program's average daily costs were \$24.68 and \$11.99, respectively, while prison costs were \$8.99 and \$8.77, respectively. However, if a relative cost effectiveness approach is used, cost savings potential totals \$4,108 per diverted offender with comparable sentences.

Goal 5. To successfully graduate 60 percent of all offender participants (performance budgeting material submitted to OPB, October 27, 1975).

Attainment: Sixty-one percent of all offenders released from the program were successfully terminated.

Goal 6. Assure victim reparation through the payment of restitution--either actual or partial cash or symbolic restitution (pp. 68-69, grant application).

Attainment: Of the \$207,567 awarded victims, only \$54,828 was repaid. Symbolic restitution was assigned to 157 offenders most of whom were parolees. Program participants reportedly performed 3,215 hours of compulsory public service as symbolic restitution.

Goal 7. To test the effectiveness of intensive probation/parole supervision and restitution payment on offender success/failure in the program and after release (p. 68, grant application).

Attainment: The framework in which Intensive Probation/Parole Supervisors performed their duties was different from traditional models because little or no on-street supervision of the offender occurred; it had little or no impact on offenders. Pearson correlation revealed no significance related to success or failure based on restitution payment.

Goal 8. To measure citizen participation in terms of the use of one-to-one volunteers with each offender, in job placement and in the use of VISTA volunteers (p. 68, grant application).

Attainment: Only 23 percent of the offenders served were paired with a citizen volunteer at program entry; 22 percent of all offenders were paired at their release from the program. We were unable to identify any job placements developed by volunteers. However, VISTA volunteers were very active in centers and performed many tasks well. However, the reason most often reported in 69 percent of the cases was "volunteer not available." The low level usage of community resources was an issue raised in the program's interim evaluation which continued throughout the grant period.

7.0 SUMMARY

The Restitution Shelter Program was implemented at a time when economic conditions were at the lowest level since the "great depression" of the 1930's. Crime was on the rise, available jobs had declined and unemployment was skyrocketing. Georgia prison population was also rising. The inmate population had been increasing steadily since 1971 and was nearing crisis proportions. The Restitution Shelter Program was designed as a mechanism to reduce overcrowding in Georgia's penal institutions through reduced inmate intake. However, the program service population did not increase as rapidly as was projected: a backlog of inmates was housed in local jails; logistical problems contributed to delayed center openings and, when added to operating problems, they negated institutions' receiving any relief.

Overall, no major problems were experienced by the Restitution Shelter Program. However, some minor problems experienced by the program were: (1) obtaining "Certificate of Occupancy" required before the facility could be used; (2) unavailability of jobs in the smaller cities where centers were located; (3) lack of clearly defined criteria for eligibility; (4) lack of sufficient staff initially; (5) a counterproductive working relationship between DOR and the State Merit System which processes personnel transactions, provides list of eligible applicants and other services; and (6) an insufficient number of clients initially, due to establishment of the first centers in small cities rather than in the metropolitan Atlanta area where a larger concentration of potential clients lives.

7.0 SUMMARY

Success levels achieved were at or near the goal established. Generally, the goals and objectives were loosely defined as were performance measurement criteria. In terms of success, the program functioned without an empirical basis. Thus, the impact of success was minimized because a consistent comparative analysis was missing. Success as a diversion mechanism was also hampered by the lack of an empirical base for comparison.

Restitution as a concept and a practical correctional approach to modifying criminal behavior and providing victim compensation is becoming part of Georgia's correctional philosophy. Recently, the Law Enforcement Assistance Administration provided funds for the continuation of the restitution payment approach to crime control. In this program, the payment of restitution is the sole sanction applied to the convicted offender. The Georgia Legislature funded the continuation of the Restitution Shelter Program entirely with State appropriations. Georgia has completed a statewide restitution/victim compensation study, and some findings are being prepared for legislative action. The Governor of Georgia has proposed 15 new community centers. The Community Facilities Division has changed the orientation of their adjustment centers to adjustment/restitution centers.

Georgia is making progress with its restitution program. However, much of what is left to be done deals with conceptualizing the program in terms of theoretical and practical performance and evaluation. The future of this type of diversion--community restitution centers--is shrouded by an array of unanswered issues which when answered should provide conceptual and programmatic guidance for community centers. One of the more important issues to be decided is raised because the program to date has not clearly established what overwhelming successful performance is or should be, and thus cannot be measured by those success criteria.

As the future of the Restitution Shelter concept unfolds, the issues that need answering are: In a correctional setting, what is the mission for restitution (community) centers? Who should set goals and objectives and establish evaluative criteria? Who or what determines eligibility? Who is responsible for the offender in transition? Does a restitution (community) center have to have a lower cost effective ratio than incarceration to be judged effective? How important is it to reduce recidivism? Which of the operative philosophies is best for center management? Is it more appropriate for the program to focus on employment, whereby the offender is able to repay the victim but which may not impact recidivism; or is it best to develop therapy as a behavior modifier which might affect recidivism? Can both approaches work effectively together? Again, is partial success possible.

8.0 RECOMMENDATIONS

1. Community Facilities should establish a more therapeutic oriented supervision program for its centers and clientele. Initiating such a change shifts program orientation from primarily employment and employment-related operation to one which attempts to deal with psycho-social problems of offenders. Key factor in the relative high program rearrest rate apparently has been lack of an emphasis on therapy. However, it appears from review of other programs that where psychological treatment is given a high priority, those programs have demonstrated lower rearrest rates in comparison to this program. To accomplish this, the program will need additional counseling staff.
2. Data availability for recidivism and other analyses might be vastly improved if DOR field personnel responsible for supplying data to various agencies used the offender's full legal name and showed "nicknames" as aliases. Further, field personnel should submit completed data records to GCIC for all offenders processed by the Department, regardless of which agency is required by law to submit relevant data to GCIC. The data record may be compiled in stages as the offender is moved through the criminal justice system; with arrest and sentencing data submitted upon receipt of the offender and then any status change data prior to the offender's release and final disposition.
3. Community Facilities should address the serious problem of information flow--from collection to storage to retrieval to analysis to dissemination. The information system established should be designed as a resource to all divisions in the Department. Also, the Division should designate someone to coordinate information release and to clear all such releases through the Public Information Office. In addition, the designated persons should work with Program Evaluation to assure that objectivity, clarity and data relevancy are maintained.
4. DOR, in order to make its rehabilitation and diversion programs both effective and viable and in order to reduce recidivism in the future, must sponsor legislation to reorganize the Criminal Justice System Authority to control offender movement throughout the criminal justice system, from entry to exit. Innovative correctional ideas and programs must be given genuine guidance and support at every level of participation--from top management levels downward--if such ideas and programs are to impact the criminal justice system, change offender lifestyles, and ultimately reduce recidivism.

8.0 RECOMMENDATIONS

5. Follow-up research into the overall program achievements should be undertaken at one, two, three and subsequent years after the end of a program. Special attention to recidivism, cost/benefits, employment, length of time on the streets and success/failure must be mandated. However, before such follow-up research is undertaken or future programs implemented, a more comprehensive definition of recidivism than what is now operative within the Department of Offender Rehabilitation must be developed. Webb, et al, proponents of a more comprehensive definition of recidivism theory, found in their research, in my opinion, a most important question about recidivism: "Is partial success possible?"* The answer to that question might provide many ramifications beneficial to corrections and rehabilitation; future correctional program funding may be improved as a result of increased understanding of the problem.

6. As a consequence of the realistic operational problems which correctional agencies typically face (e.g., overcrowded prisons, high probation/parole caseload ratios, insufficient funds, inadequacy of staff, staff morale and other problems), such agencies naturally tend to use the bulk of their existing fiscal resources to address their immediate problems. Thus, the relatively few agencies that possess the required technical research expertise usually have little actual functional ability to engage in serious research projects that could lead to an improved situation later. In fact, some agencies doubtless have no real desire to conduct correctional research and become involved in research projects only because of the service delivery assistance which such projects often provide.

Hence, reason dictates that research-minded funding bodies like LEAA must lead the way in promoting meaningful empirical research among correctional agencies if such research is ever to be accomplished. However, merely promoting corrections research is not enough. Because of an agency's need to focus primarily on operational problems, the funding body must also become intimately involved in the actual conduct of the research projects and must closely monitor all facets of each project, from design throughout the data collection and evaluative analysis; and must provide technical assistance during their monitoring efforts. This close involvement is necessary in order to ensure that an agency makes a sincere research effort and does not functionally structure research concerns as subordinate to service delivery provisions. Only when funding bodies take a much harder position and demand research accountability by actually participating in and facilitating field research projects will such projects begin to live up to their great potential.

*Vincent J. Webb, Dennis E. Hoffman, William O. Wakefield and Joel Snell. "Recidivism: In Search of a More Comprehensive Definitions."

7. New, innovative correctional programs must be limited in scope (size and geographical area) during the period of time that experimental research is on-going. Sufficient lead time for planning, design, development and implementation of new programs should be provided to solve known and potential problems; smooth the transition from stage to stage; process forms; order supplies and equipment; recruit, employ and orient staff to program's needs. Such advance planning time should increase the viability of correctional rehabilitative programs and make them more acceptable to all elements of the corrections system and the community at-large. Once a program has proven itself as a positive tool in the offender rehabilitation arsenal, then it should be expanded throughout the service delivery system.

8. Community-based correctional programs must be designed to serve major client centers (metropolitan areas) where the majority of its clients reside as well as the majority of program staff; and where jobs are readily available to support their service population. This applies especially since offender employment has been assigned a high priority in the operational philosophy of community centers. Problems related to the availability of potential staff should be substantially reduced and population served should be maximized. Services should be differentiated to fully use the existing resources within the correctional system as well as those resources available through other agencies and private citizens. The probation/parole system to which clients of the Community Facilities Division, at least, theoretically function should be organized around workloads (service delivery) and have direct access to the courts and parole board to seek other clients. This would then shift staff's major responsibility in community facilities from the surveillance/supervision model now in operation to a service delivery/support model. The resulting change should place its major emphasis on service delivery; it would continue the surveillance and supervision, but with less attention being focused upon it.

9. New restitution programs should include greater use of service restitution designed to provide alternatives for program participation by indigent offenders. Service restitution provided must be meaningful and performed in public and private agencies. Documentation for types of services rendered, number of hours expended, agencies used must be accurate and permanently recorded. A mechanism must be developed whereby offenders may be released from prison prior to their normal parole to participate in these programs; and specific restitution required whether cash or service be spelled out in the release order, parole decree or court order, and determined on an individual basis according to economic abilities of the offender. New programs should also set specific criteria for eligibility, criteria which can be measured by empirical research methods. Previous research should be incorporated into future research designs.

FOOTNOTES

9.0 REFERENCES

¹Corrections Digest, Vol. 6, No. 5, March 1975, p. 2; Corrections Digest, Vol. 6, No. 22, October, 1975, pp. 2-9.

²Georgia Labor Market Trends, August, 1976; Sharon Bailey. Atlanta Constitution, January 14, 1974 and Vernon Jordon. "Other Voices," Atlanta Constitution, August 8, 1974.

³George H. Cox, Jr, "Unemployment and Prison Population: An Indication of Social Dependence of the Criminal Justice System," September, 1975.

⁴Leonard Ray Teel and Chet Fuller, "Research in Progress," Georgia Journal of Corrections, Vol. 3, No. 1, Winter 1974; pp. 61-64; and Alice Murray. "Prison Sentences Longer," Atlanta Constitution, September 24, 1975.

⁵Allen Ault, Inform '75, Vol. 1, No. 1, April, 1975.

⁶_____. Trends, Vol. 2, No. 1, 1974.

⁷Georgia Department of Corrections Population Statistics Reports, 1974-1976. These reports are computer-generated to provide management data on inmate population trends.

⁸Ibid.

⁹Georgia Board of Corrections, Annual Report 1969-70 and Annual Report 1974-75. The Board of Corrections Annual Report, printed to provide information to State Governor and Legislature, cites public work camp closings due to economical and physical deteriorating plants.

¹⁰Gerald T. Flowers, Interim Restitution Evaluation Report, 1975.

¹¹See Supra Note 9.

¹²Richard E. Longfellow, Memorandum "Caseload Trends," Georgia Department of Corrections/Offender Rehabilitation, March 17, 1975.

¹³Law Enforcement Assistance Administration, National Scope Project for Citizen Action, p. 53, budget narrative.

¹⁴Constitution of Georgia, Article V. Section I, Paragraph XI, (2-3011); Codes of Georgia Annotated, Titles 27 and 77, Acts of 1943, 1956, 1958, 1965; and the Executive Reorganization Plan of 1972, Acts of 1972, pp. 1069, 1074.

¹⁵Oliver J. Keller, Jr. and Benedict S. Alper, Halfway Houses: Community Centered Corrections and Treatment, p. 10.

¹⁶Georgia Department of Corrections/Offender Rehabilitation, Research and Development Division, Bulletin No. 1, 1975.

The Georgia figure is based on computer analysis of records of 262 inmates who were released during the fourth quarter of 1971. During their first year after release, 56 had been arrested, another 59 were arrested in their second year, and another 24 in their--a total of 139, or 53 percent. Only arrests leading to conviction or revocation were counted.

¹⁷Minnesota Department of Corrections; Minnesota Restitution Center (undated mimeograph).

¹⁸Law Enforcement Assistance Administration, National Scope Project for Citizen Action.

¹⁹"An Analysis of Alternatives to Incarceration in Georgia--a Special Research Project," Emory Law Journal, Vol. 24, No. 2, 1975; Galoway and Hudson, "Restitution and Rehabilitation: Some Central Issues, Crime and Delinquency: Hudson (ed) Restitution in Criminal Justice, 1975.

²⁰Law Enforcement Assistance Administration, National Scope Project for Citizen Action, p. 66, program narrative.

²¹Law Enforcement Assistance Administration, National Scope Project for Citizen Action, (grant amendment approved October, 1975).

²²Harvey Nation and Gwendolyn Pride, Atlanta High Impact Anti-Crime Program: Second Annual Report: Therapeutic Community Rehabilitation Program, Atlanta, Georgia, June, 1976, pp. 57-64.

²³See Supra Note 17.

²⁴George H. Cox, Jr., Director of Program Evaluation is responsible for the theoretical cost development.

²⁵See Supra Note 21.

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11.0 APPENDICES

APPENDIX A

APPENDIX A

SCOPE DATA SHEET
(Use November, 1975 Revision Only)

Please complete one Scope Data Sheet for each Offender referred to either the Intensive Supervision or Restitution Program. Also, please circle the number corresponding with your answer and place the number in the box(es) to the right of the question. ALL SCOPE DATA SHEETS MUST HAVE A SOCIAL SECURITY NUMBER and each question must have an answer (use zero for not applicable questions). All Scope Data Sheets should be mailed to the Scope Evaluator once per month, no later than the 5th of the month. Thanks.

OFFENDER'S NAME: _____
Address: _____
City: _____

- 1) Offender's Social Security Number: Column #
(Use a Temp. No. if the offender does not have a permanent social security number.) 1-9
- | | | | | | | | |
|--|---|---|---|---|---|---|---|
| | □ | □ | □ | □ | □ | □ | □ |
|--|---|---|---|---|---|---|---|
- 2) Control Card Number: 10-11
- | | | | | | | | |
|--|---|---|---|---|---|---|---|
| | 9 | 3 | □ | □ | □ | □ | □ |
|--|---|---|---|---|---|---|---|
- 3) Program: 12
- | | | | | | | | |
|-------------------------|---|--|--|--|--|--|--|
| 1-Intensive Supervision | □ | | | | | | |
| 2-Restitution | □ | | | | | | |
- 4) Program Status: 13
- | | | | | | | | |
|---------------------|---|--|--|--|--|--|--|
| 1-Probationer | □ | | | | | | |
| 2-Parolee | □ | | | | | | |
| 3-Youthful Offender | □ | | | | | | |
- 5) Age at Conviction: 14-15
- | | | | | | | | |
|--|---|---|---|---|---|---|---|
| | □ | □ | □ | □ | □ | □ | □ |
|--|---|---|---|---|---|---|---|
- 6) Race/Sex: 16
- | | | | | | | | |
|--|---|--|--|--|--|--|--|
| | □ | | | | | | |
|--|---|--|--|--|--|--|--|
- | Male | Female |
|--------------------|--------|
| 1-White | 6 |
| 2-Black | 7 |
| 3-Indian | 8 |
| 4-Spanish Speaking | 9 |
| 5-Other | 0 |
- 7) Martial Status: 17
- | | | | | | | | |
|--|---|--|--|--|--|--|--|
| 1-Single (Never Married) | □ | | | | | | |
| 2-Married | □ | | | | | | |
| 3-Separated | □ | | | | | | |
| 4-Divorced (Not Remarried) | □ | | | | | | |
| 5-Widowed | □ | | | | | | |
| 6-Common Law Marriage (Established) | □ | | | | | | |
| 0-Not Reported, Unknown, Not Applicable. | □ | | | | | | |

- 8) Living Arrangements Prior to Apprehension: □ 18
- 1-Living Alone
 - 2-Living with Spouse
 - 3-Illicit Relationship
 - 4-Living with One or More of Same Sex
 - 5-No Home
 - 6-Inmate of Institution
 - 7-Living with Another Family
 - 8-Living with Parents or Pseudo-Parents
 - 9-Other
 - 0-Not Reported
- 9) Number of Dependent Children: □ 19
- 10) Number of Dependent Adults: □ 20
- 11) Socioeconomic Level: □ 21
- 1-Welfare
 - 2-Occasionally Employed
 - 3-Minimum Standard of Living (\$3,000 or Equivalent annual income)
 - 4-Middle Class
 - 5-Other
 - 6-Food Stamps
 - 7-Unknown
 - 8-Not Applicable
 - 0-Not Reported, _____
- 12) Religion: □ 22
- 1-Islam
 - 2-Catholic
 - 3-Baptist
 - 4-Methodist
 - 5-Episcopalian
 - 6-Presbyterian
 - 7-Church of God
 - 8-Holiness
 - 9-Other
 - 0-Not Reported
- 13) Education Level: □ 23-24
- 00-Not Reported
 - 01-12 -- As Indicated
 - 13 - 1 Year College
 - 14 - 2 Years College
 - 15 - 3 Years College
 - 16 - Bachelor Degree
 - 17 - Master's Degree
 - 18 - Ph.D.
 - 19 - Law Degree
 - 20 - Medical School
 - 88 - GED
 - 99 - None

- 14) Vocation/Trade (type of work): 25-27
(See Code Sheet)
- 15) Current Employment Status: 28
 1-Employed Full Time
 2-Employed Part Time
 3-Unemployed - Recently (6 Months or Less)
 4-Unemployed - Long Time (Over 6 Months)
 5-Never Worked (non student) (Capable)
 6-Student
 7-Incapable of Work
 8-Unknown
 0-Not Reported, 9-Not Applicable
- 16) Weekly Salary: (In Whole Dollars Only) 29-31
- 17) Monthly Family Support Payment (In Whole Dollars Only) 32-24
- 18) Is there any other family income (other than parents)? 35
 1-Yes
 2-No
 0-Not Reported, 3-Unknown, 4-Not Applicable
- 19) Source of other Family Income: 36
 1-Social Security
 2-VA
 3-Unemployment compensation
 4-Welfare
 5-Others (Explain)
 6-Wife
 7-Food Stamps
 0-Not Reported, 8-Unknown, 9-Not Applicable
- 20) Military Service: 37
 1-AF
 2-Army
 3-Navy
 4-Marines
 5-Coast Guard
 6-Other
 9-No Military Service
 0-Not Reported, 7-Unknown
- 21) Type of Discharge: 38
 1-Honorable
 2-General
 3-Undesirable
 4-Bad Conduct
 5-Dishonorable
 6-In Service
 9-No Military Service
 0-Not Reported, 7-Unknown

(Revised 11/75 - SCOPE DATA SHEET, Page 3)

- 22) The most serious (count) Offense (present conviction): 39-42
(See Code Sheet)
- 23) Second Major Offense (present conviction): 43-46
(Write in and see code Sheet)
- 24) Sentence in months (use 072 for Youthful Offender, 000 for Life): 47-49-
- 25) Fine (in whole dollars only \leq the decimal point is to the right of the boxes) 50-54
- 26) Restitution (in whole dollars only): Same 25 55-59
- 27) Court cost (in whole dollars only): Same 26 60-64
- 28) County of residence at conviction: 65-67
(See Code Sheet)
- 29) Employment Status at Time of Apprehension: 68
 1-Employed Full Time
 2-Employed Part Time
 3-Unemployed - Recently (6 months of less)
 4-Unemployed - Long Time (Over 6 months)
 5-Never Worked (non student) (Capable)
 6-Student
 7-Incapable of Work
 0-Not Reported, 8-Unknown, 9-Not Applicable
- 30) Juvenile Record: 69
 1-Yes
 2-No
 3-Unknown 0-Not Reported
- 31) Number of Previous Adult Convictions: 70
(Put 9 if 9 or more)
- 32) Number of Previous Adult Misdemeanor Convictions: 71
(Put 9 if 9 or more)
- 33) Number of Previous Adult Felony Convictions: 72
(Put 9 if 9 or more)
- 34) Judicial Circuit of Conviction: 73-74
(See Code Sheet)
- 35) Date Placed in Program: 75-80
 Y R M O D A

(Revised 11/75 - SCOPE DATA SHEET, Page 4)

- 36) Reenter Offender's Social Security Number: 1-9
- 37) Computer Control Card Number: 9 4 10-11
- 38) Offender's DOOR ID Number: 12-19
- 39) Disposition of Referral: 20
 1-Accepted Restitution Program
 2-Accepted Intensive Supervision Program
 3-Randomly rejected and incarcerated
 4-Randomly rejected and placed on regular Probation/Parole Supervisor
 5-Other (explain _____)
 6-Referred to other community treatment program--give name _____
 7-Rejected caseload full assigned regular Probation/Parole Supervisor
 8-Rejected caseload full and incarcerated
 9-Rejected caseload full, disposition unknown
 0-Randomly rejected - disposition unknown
- 40) Was randomization a factor in the acceptance or rejection this referral? 21
 1-Yes
 2-No
 3-Unknown
 0-Not Reported, 4-Not Applicable
- 41) Were the random selection criteria used? 22
 1-Yes
 2-No
 0-Not Reported, Unknown, Not Applicable
- 42) If no, why not? 23
 1-Caseload less than 90% of capacity (22 or less)
 2-Special Request of court or parole board after random rejection
 3-Other (explain)
 4-Full capacity - no room for another offender
 0-Not Reported, 5-Unknown, 6-Not Applicable
- 43) If yes, what is the random selection No.? 24-25
 (See random selection table attached to the selection and reporting procedures)
- 44) This referral came from: 27
 1-Court (direct sentencing)
 2-Court (revocation hearing)
 3-Parole Board (direct parole)
 4-Parole Board (revocation hearing)
 5-Youthful Offender Board

- 45) If at capacity, was an offender under supervision reclassified to create a vacancy? 28
 1-Yes
 2-No
 3-Unknown
 0-Not reported, 4-Not Applicable
- 46) Has the offender ever received a probated or parole sentence? 29
 1-Yes
 2-No
 3-Unknown
 0-Not Reported, 4-Not Applicable
- 47) If yes, which one? 30
 1-Probation
 2-Parole
 3-Both
 0-Not Reported, 4-Unknown, 5-Not Applicable
- 48) If the above sentence was not successfully completed what disposition occurred in the case? 31
 1-Revoked and sent to prison
 2-Absconded
 3-Other (explain _____)
 4-Revoked and referred to other program (give name) _____
 0-Not Report, 5-Unknown
- 49) At the time of the current arrest, was the offender attending school? 32
 1-Yes
 2-No
 3-Unknown
 0-Not Reported, 4-Not Applicable
- 50) If yes, in what type program? 33
 1-Vocational or technical school
 2-High school (Including GED preparation)
 3-College (including junior college and graduate school)
 4-Other (explain) _____
 5-Unknown
 0-Not Reported, 6-Not Applicable
- 51) The current conviction (program placement) occurred through: 34
 1-Trial by jury
 2-Trial by judge
 3-Plea Bargaining (agreement on sentence recommendation between District Attorney and the offender's attorney).

- 4-Voluntary plea (plea entered without any promised sentence)
- 5-Revocation
- 6-Other (explain) _____
- 0-Not Reported, 7-Unknown

52) Major social/behavior problems plaguing rehabilitation: 35

- 1-Alcoholism
- 2-Drug Abuse
- 3-Mental Health (psychological)
- 4-Family relationships
- 5-Education
- 6-Physical Health
- 7-Criminality
- 8-Poor Self-Concept
- 9-Other (explain) _____
- 0-Not Reported.

53) Secondary social/behavior problem: 36
(See List Above)

54) Number of office contacts with offender: 37-39

55) Number of home contacts with offender: 40-42

56) Number of field contacts with employers, referral agencies, etc.: 43-45

57) Number of contacts with offender's family: 46-48

58) Number of telephone contacts: 49-51

59) Number of referrals to other agencies: 52-54

60) Types of referrals (list in order made): 55
 56
 57
 58
 59

61) Was a volunteer assigned to work with offender? 60
 1-Yes
 2-No

62) If no, why not? 61
 1-Offender not selected for pairing
 2-Volunteer deemed appropriate but offender refused volunteer services

- 3-Suitable volunteer unavailable
- 4-Other (explain) _____
- 5-Volunteer not deemed appropriate for this offender
- 6-Offender was rejected for program participation
- 0-Not reported

63) List major offense of last two previous convictions if possible: [other than present offense(s)]:

1. 62-65

2. 66-69

64) Has the offender previously been incarcerated? 70
 1-Yes
 2-No
 0-Not Reported, 3-Unknown

65) If yes, was the incarceration in Georgia? 71
 1-Yes
 2-No
 0-Not Reported, 3-Not Applicable, 4-Unknown

66) If eligible for VA benefits, has the offender applied? 72
 1-Yes
 2-No
 0-Not Reported, 3-Not Applicable, 4-Unknown

Offender's weekly salary at apprehension: 73-75

Probation/Parole Supervisor's Computer Code # 76-80

Probation/Parole Supervisor's Name: _____

Office Telephone Number: _____

SCOPE TERMINATION REPORT
(Revised 11/75)

_____ Probation/Parole Supervisor's Name

_____ Mailing, Street/P.O. Address

_____ City, State, Zip Code

_____ GIST No.

_____ Off GIST No.

NOTE:

The above information has been requested to save time in securing additional data when necessary.

INSTRUCTIONS:

Please complete one SCOPE Termination Report for each offender leaving your caseload who is not being transferred to another Intensive Probation/Parole Supervisor in the same program. If an offender is transferred to another SCOPE Program, in addition to the SCOPE Termination Report, another SCOPE DATA SHEET must be completed by the receiving program. Each question must have an answer. A leading zero is to be used when an answer does not fill all of the allotted boxes. All SCOPE Termination Reports must be mailed to the SCOPE Evaluator once per month, no later than the 5th of each month.

The mailing address is:

SCOPE Evaluator
Department of Offender Rehabilitation
800 Peachtree Street, N.E.
Room 321
Atlanta, Georgia 30308

11. If the answer to item #7 above is yes, how long has the offender held the present job? 31
 1-One week
 2-One month
 3-More than one month but less than three months
 4-More than three months but less than six months
 5-In excess of six months
 6-Other (explain) _____
 7-Unknown
 8-Not applicable
 0-Not reported
12. How many job changes has the offender has since being placed in the program? 32-33
13. If the answer to item #7 above is yes, what is/was the offender's gross weekly salary (in whole dollars only)? 34-36
14. If the termination resulted from a new crime conviction, what is the most serious offense (charge)? (SEE Code Sheet, use zeroes if the termination resulted from causes other than a new crime conviction.) 37-40
15. In your opinion, is the offense listed in item #14 above more serious than the offense(s) which resulted in this program placement? 41
 1-Yes
 2-No
 3-Unknown
 4-Information not available
 5-Not applicable
 0-Not reported
16. What was the major offense that resulted in this program placement? (SEE Code Sheet and/or SCOPE Data Sheet (item #22), use 7777 for probation revocation, 8888 for parole revocation, 6666 for direct parole grant, and 0000 for not applicable.) 42-45
17. Prior to this termination, if it is the result of a new crime conviction, were you considering recommending revocation of the offender? 46
 1-Yes
 2-No
 3-Undecided
 4-Not applicable
 0-Not reported

18. If you considered this case a potential failure (indicated by yes to item #17 above), what characteristics of the offender's behavior impressed you the least or were deteriorating (list as many as appropriate by priority)? 47-48
 49-50
 51-52
 53-54
 01-Alcoholism (abuse of alcoholic beverages)
 02-Drug abuse (non-physician prescribed use of drugs)
 03-Mental health (psychological maladjustment)
 04-Family relationships (with wife, parents or other responsible relatives)
 05-Education (lack of progress)
 06-Education (failure to attend school)
 07-Education (retarded educationally)
 08-Physical health (disabilities)
 09-Increased criminality
 10-Poor self-concept
 11-Permissiveness
 12-Consistent unemployment
 13-Unknown
 14-Not applicable
 15-Other (explain) _____
 16-Other (explain) _____
 17-Other (explain) _____
 00-Not reported
19. If this termination is a failure, which of the choices below most appropriately described your assistance to the offender in attempts to prevent this failure (list as many as appropriate by priority)? 55-56
 57-58
 59-60
 61-62
 63-64
 01-Intensified supervision/surveillance
 02-Intensified indepth counseling
 03-Referred to relevant community resource agency with expertise in problem areas
 04-Requested help with offender from family (i.e., wife, parents or responsible relatives)
 05-Requested help with offender from community leaders
 06-Returned to court for counseling by judge
 07-Returned to Parole Board for counseling
 08-Requested assistance from volunteer
 09-Assigned volunteer (previously did not have one)
 10-Referred to probation counselor for counseling
 11-Referred to Chief P/P Supervisor for counseling
 12-Other (explain) _____
 13-Other (explain) _____
 14-Other (explain) _____
 15-None of the above
 16-Unknown
 17-Not applicable
 00-Not reported

CONTINUED

1 OF 2

- 28. In regards to your follow-up of the agency referral (if the answer to item #23 above is no), what steps did you take then?
 1-Assigned follow-up to volunteer
 2-Requested written report of progress from agency
 3-Referred offender back to same agency
 4-Referred offender to different agency
 5-Assigned offender to volunteer for additional services
 6-No further action taken
 7-Personally contacted resource agency
 8-Other (explain) _____
 9-Not applicable
 0-Not reported 14
- 29. If this termination resulted in the incarceration of the offender, how many months of the sentence remained to be served? 15-17
- 30. If the offender's program acceptance was based upon a parole grant or parole or probation revocation, how many months of the original sentence was left to be served at program entry? 18-20
- 31. Approximately how much time was spent with the offender per in-depth interview?
 1-Less than 5 minutes
 2-More than 5 minutes but less than 15 minutes
 3-More than 15 minutes but less than 30 minutes
 4-More than 30 minutes but less than one hour
 5-More than one hour
 6-Record of time not kept
 7-Other (explain) _____
 8-Not applicable
 0-Not reported 21
- 32. How many total in-depth office interviews with the offender did you have? 22-24
- 33. How many total in-depth home interviews with the offender did you have? 25-27
- 34. In reference to item #33 above, how many of these contacts were concurrent with the offender's family? 28-30
- 35. How many visits with the family alone did you make (with the offender not present)? 31-33

- 36. How many field contacts with employers, referral agencies, or other community resources did you make on behalf of this offender? 34-36
- 37. If all of your contacts, interviews with the offender were not physical (in person), how many total telephone contacts were made? 37-39
- 38. When you saw the terminated offender where did you most often see him/her?
 1-In P/P Supervisor's office
 2-At the offender's job
 3-At the offender's home
 4-On the streets (local gathering place i.e., poolroom)
 5-At home of friends of offender
 6-At home of assigned volunteer
 7-Other (explain) _____
 8-Never saw the offender
 9-Not applicable
 0-Not reported 40
- 39. Will the case record, developed for this case, upon review provide beneficial data for identification of and problem solving, if the offender is returned to our system or is incarcerated?
 1-Yes
 2-No
 3-Not sure
 4-Not applicable
 0-Not reported 41
- 40. If no, why not?
 1-Used P/P Supervisor's Notebook (field) exclusively to record data
 2-Information gather is too general
 3-Information is not relevant
 4-Case record not required in this office
 5-Never developed or completed case record
 6-Other (explain) _____
 7-Unknown
 8-Not applicable
 0-Not reported
- 41. Was a volunteer assigned to work with this offender?
 1-Yes
 2-No
 3-Not reported

42. If no, why not?
- 1-Volunteer not deemed appropriate for this offender
 - 2-Volunteer deemed appropriate but offender refused volunteer's services
 - 3-Suitable volunteer unavailable
 - 4-Offender not selected for pairing
 - 5-Offender too dangerous
 - 6-Service not provided by volunteer
 - 7-Unknown
 - 8-Other (explain) _____
 - 9-Not applicable
 - 0-Not reported

44

43. If your answer to question #41 above is yes, what services did the volunteer provide (list as appropriate in order of service rendered)?

- 01-One-to-one sponsorship
- 02-Baby sitter services
- 03-Arts and craft instructions
- 04-Assistance Probation Officer
- 05-Big Brother or Sister
- 06-Discussion group coordinator
- 07-Employer of the offender
- 08-Employment counselor
- 09-Entertainer
- 10-Friendly visitor
- 11-Marriage and family counselor
- 12-Ministerial services
- 13-Recreation coordinator
- 14-Speech therapist
- 15-Test administrator
- 16-Tutor
- 17-Legal consultant (attorney)
- 18-Group counseling
- 19-Grooming counseling
- 20-Psychological counseling
- 21-Adult Basic Education Instructor
- 22-Consumer affairs counseling
- 23-Other (explain) _____
- 24-Other (explain) _____
- 25-Other (explain) _____
- 26-Not applicable
- 27-Other (explain) _____
- 28-Unknown
- 29-None
- 00-Not reported

45-46
 47-48
 49-50
 51-52
 53-54

44. How do you rate the general effectiveness of the volunteer who assisted with this offender?
- 1-Totally ineffective
 - 2-Limited effective
 - 3-Fairly effective
 - 4-Very effective
 - 5-Undecided on effectiveness
 - 6-Not applicable
 - 0-Not reported

55

45. Most often the contacts between the offender and the volunteer were initiated by whom?

- 1-The offender
- 2-The volunteer
- 3-The P/P Supervisor
- 4-The Community resource coordinator
- 5-Other (explain) _____
- 6-Unknown
- 7-Not applicable
- 0-Not reported

56

46. The contacts between the offender and volunteer most often were made through what medium?

- 1-Volunteer telephoning offender
- 2-Offender visiting volunteer's office
- 3-Both offender and volunteer meeting at P/P Supervisor's office
- 4-Volunteer visiting offender's home (place of residence)
- 5-Offender telephoning volunteer
- 6-Volunteer visiting offender's job
- 7-Unknown
- 8-Other (explain) _____
- 9-Not applicable
- 0-Not reported

57

47. Based upon data in the case record, how often did the volunteer and offender have contact with other?

- 1-Daily
- 2-Weekly
- 3-Every two weeks
- 4-Monthly
- 5-Quarterly
- 6-Other (explain) _____
- 7-Unknown
- 8-Not applicable
- 0-Not reported

58

- 48. Approximately, how long on the average, were the contacts between the offender and volunteer, according to the case record? 59
 - 1-Less than 5 minutes
 - 2-More than 5 minutes but less than 15 minutes
 - 3-More than 15 minutes but less than 30 minutes
 - 4-More than 30 minutes but less than one hour
 - 5-More than one hour
 - 6-Other (explain) _____
 - 7-Unknown
 - 8-Not applicable
 - 0-Not reported
- 49. How would you describe your relationship with the Volunteer assigned to this case? 60
 - 1-Supportive (willingly provides assistance, information and seek your advice)
 - 2-Neutral (provides assistance, information only when requested)
 - 3-Negative (avoids contact and fails to follow-up with offender progress)
 - 4-Other (explain) _____
 - 5-Not applicable
 - 0-Not reported
- 50. Were joint conferences held with the volunteer, offender and yourself? 61
 - 1-Yes
 - 2-No
 - 3-Not applicable
 - 0-Not reported
- 51. How often were contacts between the volunteer assigned this case and yourself? 62
 - 1-Daily
 - 2-Weekly
 - 3-Monthly
 - 4-Quarterly (every three months)
 - 5-Bi-monthly (every two months)
 - 6-Never
 - 7-Other (explain) _____
 - 8-Not applicable
 - 0-Not reported

- 52. Who most often initiated the contacts between yourself and the volunteer? 63
 - 1-The offender
 - 2-The volunteer
 - 3-The P/P Supervisor
 - 4-The Chief P/P Supervisor
 - 5-The Judge
 - 6-The volunteer resource coordinator
 - 7-No contacts
 - 8-Other (explain) _____
 - 9-Not applicable
 - 0-Not reported
- 53. Did you utilize specialized volunteer(s) or agencies to verify the perceived or diagnosed social, behavioral problem(s) reported on the SCOPE Data Sheet? 64
 - 1-Yes
 - 2-No
 - 3-Not applicable
 - 0-Not reported
- 54. If no, why not? 65
 - 1-Specialized volunteer with needed expertise not available
 - 2-Problems recently diagnosed elsewhere and available
 - 3-Use of specialized volunteer unwarranted due to lack of resources
 - 4-Offender refused to actively participate
 - 5-Specialized volunteer felt confirmation problem(s) unnecessary
 - 6-Other (explain) _____
 - 7-Not applicable
 - 0-Not reported
- 55. If this termination is a success, and not the result of the sentence expiration, did you discuss the earlier termination with the volunteer if assigned? 66
 - 1-Yes
 - 2-No
 - 3-Not applicable
 - 0-Not reported

- 56. If no, why not?
 1-Assigned volunteer not part of decision-making process
 2-Assigned volunteer unavailable for discussion
 3-Insufficient time
 4-Contrary to local P/P Supervision policy
 5-Contrary to court policy
 6-Decision not made by P/P Supervisor
 7-Other (explain) _____
 8-Unknown
 9-Not applicable
 0-Not reported 67

- 57. If the answer to item #53 above is yes, how do you describe the volunteer's reaction to the proposal?
 1-Strong agreement
 2-Agreement
 3-Neutral
 4-Disagreed
 5-Strong disagreement
 6-Other (explain) _____
 7-Unknown
 8-Not applicable
 0-Not reported 68

- 58. If this termination is a failure for disciplinary causes and offender was subsequently revoked, did you discuss your decision to recommend revocation prior to this action with the assigned volunteer?
 1-Yes
 2-No
 3-Not applicable
 0-Not reported 69

- 59. If no, why not?
 1-Insufficient time
 2-Volunteer unavailable
 3-Volunteer not in decision-making process
 4-Contrary to local P/P policy
 5-Contrary to court policy
 6-Decisions not made by P/P Supervisor
 7-Other (explain) _____
 8-Unknown
 9-Not applicable
 0-Not reported 70

- 60. If the answer to item #58 above is yes, how do you describe the volunteer reaction?
 1-Strong agreement
 2-Agreement
 3-Neutral
 4-Disagreed
 5-Strong disagreement
 6-Other (explain) _____
 7-Unknown
 8-Not applicable
 0-Not reported 71

- 61. Was restitution ordered to be paid by this offender?
 1-Yes
 2-No
 3-Unknown
 0-Not reported 72

- 62. If yes, how many dollars in restitution did the offender repay while under program supervision. (in whole dollars only)? 73-77

- 63. Based upon the awarded restitution, if any, which category listed below would you place restitution ordered?
 1-Actual (represent all of victim's loss or damage)
 2-Partial (victim's determined by administrative process and represent less than actual loss or damage)
 3-Symbolic (victim's compensation made a secondary issue based upon economical, employment, and family status of the offender)
 4-Unknown
 5-Not applicable
 0-Not reported 78

- 64. Did the offender attempt to pay restitution directly to the victim rather than use established procedures through court or restitution center?
 1-Yes
 2-No
 3-Unknown
 4-Not applicable
 0-Not reported 79

65. Did the volunteer, if assigned, provide any direct contacts between the victim and offender, to your knowledge? 80

1-Yes
2-No
3-Unknown
4-Not applicable
0-Not reported

If a volunteer was assigned to work with offender, what is the volunteer's
(1) Name _____
(2) Address _____
City _____ State _____ Zip? _____

66. Re-enter offender's Social Security Number. 1-9

67. Data Card Control Number: 10-11

9 7

68. Program 12

1-Intensive Supervision
2-Restitution

69. How much of the ordered restitution was left unpaid at the time of this termination (in whole dollars only)? 13-17

70. What is the race/sex of the volunteer? 18-19

Male		Female
01	White	06
02	Black	07
03	Indian	08
04	Spanish speaking	09
05	Other	10
11	Not applicable	
00	Not reported	

71. Which age grouping below is most appropriate for the volunteer? 20

1 - 17-21
2 - 22-26
3 - 27-31
4 - 32-36
5 - 37-41
6 - 45-50
7 - 50-65
8 - 65 and over
9 - Not applicable
0 - Not reported

72. What is the usual occupation of the volunteer assigned to this case (use code sheet and zeroes if the question does not apply)? 21-24

73. Did the volunteer, if assigned receive orientation training for service in this program? 25

1-Yes
2-No
3-Unknown
4-Not applicable
0-Not reported

74. If No, why not? 26

1-Orientation deemed not necessary due to previous volunteer service
2-No training was available
3-Training not required for service being rendered
4-Contrary to local P/P Supervision policy
5-Volunteer decline to participate in training
6-Training not necessary due to offender demeanor.
7-Other (explain) _____
8-Unknown
9-Not applicable
0-Not reported

75. If yes, who provided the orientation training? 27

1-Community Resource Coordinator (DCOR)
2-Citizen's Action Coordinator (DCOR)
3-P/P Supervisor
4-On-going training program in judicial circuit
5-Staff Development Center
6-Department of Volunteer Service
7-Chief P/P Restitution Center Director
8-Unknown
9-Not applicable
0-Not reported

76. If the volunteer received orientation training, in what format was the orientation training provided? 28

1-Written materials (take home)
2-Personal interview
3-Written materials and volunteer asking questions for clarification
4-Other (explain) _____
5-Not applicable
6-Unknown
7-In formal training sessions
8-By telephone
0-Not reported

77. How was the orientation of the volunteer accomplished?
 1-Individually
 2-Group
 3-Other
 4-Unknown
 5-Not applicable
 0-Not reported
78. What is the offender's total number of previous adult convictions?
79. What is the offender's total number of previous adult misdemeanor convictions?
80. What is the offender's total number of previous adult felony convictions?
81. What is your P/P Supervisor computer code?
82. What is your P/P Supervisor Locator Number?
83. During the period under supervision did the offender attend school?
 1-Yes
 2-No
 3-Unknown
 0-Not reported
84. If yes, in what type program?
 1-Vocational or technical
 2-High school (including GED prep)
 3-College (including junior college and graduate school)
 4-Other (explain) _____
 5-Unknown
 6-Not applicable
 0-Not reported
85. If the answer to item #83 above was yes, what is the highest academic grade level attained?
 00-Not reported
 01-12 as indicated
 13-1 yr. college
 14-2 yrs. college
 15-3 yrs. college
 16-Bachelor's degree
 17-Masters' degree
 18-Ph.D.
 19-Law degree
 20-Medical or Dental degree
 77-Not applicable
 88-GED
 99-None

B-18

29

30-31

32-33

34-35

36-40

41-42

43

44

45-46

86. At termination, how old was the offender?
87. At termination, had the offender socio-economic status improved?
 1-Yes
 2-No
 3-Unknown
 4-Not applicable
 0- Not reported
88. If yes, what is the current socio-economic status?
 1-Welfare
 2-Minimum standard of living (\$3,000 or equivalent annual income)
 3-Middle class
 4-Occasionally employed
 5-Food Stamps
 6-Medicaid/Medicare
 7-Other
 8-Unknown
 9-Not applicable
 0-Not reported
89. As a result of program placement, has the offender or his immediate family (wife/husband, children or dependent adults) had to begin receiving public assistance (welfare, food stamps, medicaid, social security, etc.)?
 1-Yes
 2-No
 3-Unknown
 4-Not applicable
 0-Not reported
90. If yes, from what source?
 1-Social security
 2-VA
 3-Unemployment compensation
 4-Welfare (aid to dependent children)
 5-Food stamps
 6-Medicaid/Medicare
 7-Other (explain) _____
 8-Unknown
 9-Not applicable
 0-Not reported
91. If the answer to item #89 is yes, how much money is received per month (in whole dollars only)?

B-19

47-48

49

50

51

52

53-55

92. What would you now have done differently to aid achievement or success (if this offender failed in the Program)?

B-20

93. How did you deal with the offender if the offender refused to participate with a volunteer or community resource agency?

END