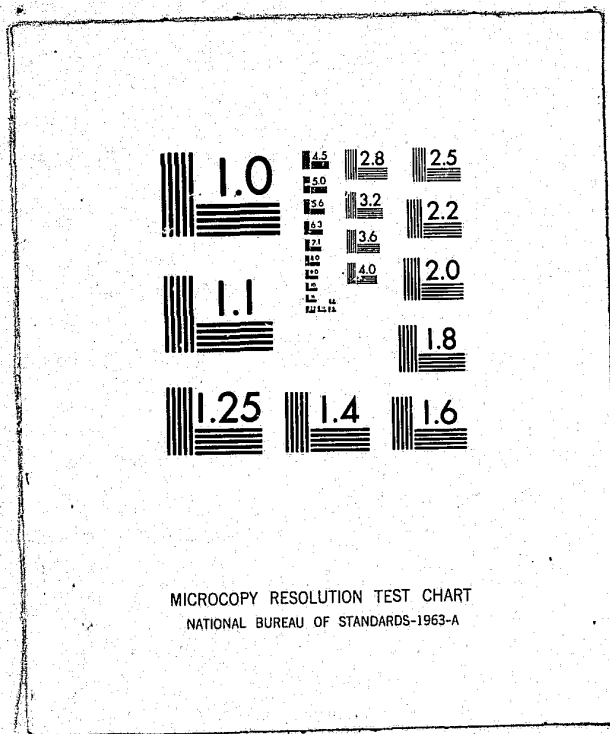


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OCTOBER 13, 1980

City of New Orleans

The Mayor's Criminal
Justice Coordinating Council

JUVENILE RESTITUTION

A PROCESS EVALUATION
REPORT ON THE ORLEANS
PARISH JUVENILE COURT
JUVENILE RESTITUTION
PROJECT

67609

MAYOR ERNEST N. MORIAL, Chairman
David A. Marcello, Vice Chairman

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

Prepared by
The Mayor's Criminal Justice
Coordinating Council

February, 1980

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

THE MAYOR'S CRIMINAL
JUSTICE COORDINATING
COUNCIL
Mayor Ernest N. Morial
Chairman
David Marcello, Vice Chairman

NCJRS

APR 10 1980

MAYOR'S CRIMINAL JUSTICE COORDINATING COUNCIL
PROCESS EVALUATION
ACQUISITIONS

PROJECT: Orleans Parish Juvenile Court Juvenile Restitution Project

PROJECT NUMBER: 78-ED-AX-0159

FUNDING SOURCE: Office of Juvenile Justice and Delinquency
Prevention

SUBGRANTEE: City of New Orleans

OPERATING AGENCY: Orleans Parish Juvenile Court

PERIOD OF GRANT REPORT: December 1, 1978 - December 31, 1979

DATE OF REPORT: March, 1980

PREPARED BY: Stephen M. Hunt

EVALUATION ASSISTANCE: Gladys Anderson, Typist

CUMULATIVE GRANT AWARD:	O.J.J.D.P.	\$510,046
	Subgrantee	56,672
	Total	<u>\$566,718</u>

PROJECT PERSONNEL: Joan B. Armstrong, Orleans Parish Juvenile
Court Administrative Judge
Adele Lowe, Program Coordinator

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

EXECUTIVE SUMMARY

The Orleans Parish Juvenile Court Juvenile Restitution Project was funded by a \$510,046 two-year grant from the Office of Juvenile Justice and Delinquency Prevention (O.J.J.D.P.). The project is one of eighty-five different restitution projects to be funded under the National Juvenile Restitution Initiative, a three-year \$30 million program.

The Project was designed to process approximately 140 youths per year and to serve a maximum of ninety participants at any given time. Once accepted, participants are assigned to either the St. Mark's Community Center or to Kingsley House where placement into community service work and other services are arranged.

Funds in the form of stipends, including incentive and food allowances, and transportation expenses for each participant, and restitution payments for each victim were provided by the grant. Youths were to work an average of twenty hours per month community service and receive various types of counseling on an as-needed basis.

The fifty-eight referrals accepted during the evaluation period were mostly black youths from low income families. Overall, the project distributed \$12,223.13 restitution either to direct victims or to the Victim Fund. A total of 2,877 hours of community service work was provided by participants who received \$4,365.75 in total as

incentive and food allowances.

The Youth Serving Agencies provided participants with a total of 1,277 hours of counseling, tutoring, and/or pre-vocational guidance. As of December 31, 1979, forty-six participants were still active, one was successfully terminated, four were removed for disciplinary reasons one was removed for a medical reason, and six were inactive.

During the evaluation period the Juvenile Restitution Project was established as a dispositional alternative for youths adjudicated in the Orleans Parish Juvenile Court. Approximately 7.3 juveniles per month (58/8) were accepted into the Project during the evaluation period. Although the Court, the Juvenile Division of the District Attorney's office, and the Juvenile Probation office were all aware of the Project, anticipated levels of referrals and participants were not reached. The underutilization of the Project as a dispositional alternative to incarceration seriously limits the cost effectiveness of this potentially impactful program.

Furthermore, since sixteen (28%) participants were first offenders not ordinarily incarcerated, the underutilization of the Project as an alternative was compounded. Since the acceptance of inappropriate participants displaces others for whom the Project could be a real alternative, the acceptance of first offenders could be interpreted as negatively impacting Project goals.

Service delivery and community service work placement and management were implemented in an efficient manner by both Y.S.A.s. However, due to the fact that the Project operated with less than 62% of the maximum placements, both Y.S.A.s should realize that service delivery management will have to accommodate more participants with the same number of staff personnel. Furthermore, data analysis revealed that a significant number of participants were in violation of their restitution contract with the Project. For instance, Table 7 indicates that the median hours worked was 16.5 per month with over 50% of all participants working less than four hours per week. As stated in each restitution contract, all participants were required to work five hours per week and, three unexcused absences from work were grounds for termination from the Project. As community service work is the primary means for impacting participants, compliance with this requirement is critical to the success of the program.

As this process evaluation primarily discussed procedural activities, effectiveness and impact will be measured in the second-year preliminary impact evaluation. Thus, with effectiveness and impact in mind, as a result of systematic analysis and careful study, the following general recommendations have been made:

1. Revise selection criteria explicitly defining appropriate and inappropriate referrals, including categorical exclusion of all first offenders unless the present offense is serious enough to warrant incarceration, and all others not adjudicated delinquent.

In order to reduce the rate of incarceration, youths who would not have been otherwise incarcerated should be excluded from the Project. Likewise, juveniles having insignificant restitution to pay may be inappropriate, since the primary "treatment" is the payment of restitution.

2. Revitalize the referral process to encourage a larger number of appropriate participants.

As the resources of the Project have been underutilized during the evaluation period, a more intensive recruitment effort is required to maximize the Project's impact. Programmatic and staff organization was based upon a projected maximum of ninety participants at any one time. Project records indicated that of the eighty-one referrals made during the evaluation period, fifty-eight (72%) were accepted. If the acceptance rate were to remain at 72%, the number of referrals would have to increase to 16.3 ($11.7/72\%$) monthly.

3. Enforce participants' compliance with the terms of their restitution contracts more effectively.

As the Project is an alternative to incarceration, a violation of the rules, regulations, or terms of the contract is grounds for removal from the program, return to court, and incarceration. If any participant is permitted to remain in the program while in violation of the contract, not only will impact be minimized for that

participant, but other participants may view this as an opportunity to "beat the system" themselves. It is problematic that even if participants do not work the required twenty hours per month (the actual median was 16.5 hours per month), accrued restitution payments are not proportionately decreased. For instance, a youth who is working only 83% of the required community service hours not only accrues 100% of the monthly restitution payment, but will complete the program in only one year, in effect "beating the system." It is suggested that if a youth works either more or less than the required hours, restitution payments should be proportionately adjusted and early or late release be utilized as an incentive to work the required hours. However, the enforcement of compliance with Project requirements depends upon accepting appropriate participants.

Specific procedures should be established regarding participants inactive for two months, including documented reasons for such a status, a limited time period for remaining in that status, and explicit causes for either promotion back to active status or removal and referral back to court.

4. Revise the system for determining the work stipend, restitution payment, and incentive allowance, allowing flexibility in the terms according to both the seriousness of the offense and the amount of documented loss.

As an objective of the Project is to make youthful offenders more accountable for their criminal behavior, it appears necessary for the severity of the sanction to approximate the severity of the loss. If

all participants are required to work the same number of community service hours for the same period of time, a participant convicted of a serious offense may deduce that that offense is no more serious than a lesser one. It is suggested that participants convicted of more serious offenses be required to work more hours than participants convicted of less serious offenses.

5. Promote unsubsidized employment as a future component of the Project.

When O.J.J.D.P. funding expires, a restitution program based upon cost efficient unsubsidized employment may be more attractive to the City administration. Additionally, an unsubsidized program may be more impactful on participants since restitution will be paid from actual earnings. However, if unsubsidized employment is implemented in the future, equal access to all eligible juvenile offenders regardless of race, color, creed, sex, ethnic group, or socio-economic status must be guaranteed.

6. Significantly increase the Juvenile Court's support of and responsibility for the success of the Restitution Project.

As the primary source of referrals to the Project is the Juvenile Court, both the quantity and quality of referrals from judges should be increased. In terms of quality, strict adherence to selection criteria aimed at establishing the Project as a true alternative to incarceration should be followed. Furthermore, it is suggested that Project staff have open access to the judges.

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I. INTRODUCTION

The Orleans Parish Juvenile Court Juvenile Restitution Project was funded by a \$510,046 two-year grant from the Office of Juvenile Justice and Delinquency Prevention (O.J.J.D.P.). The Juvenile Restitution Project is one of eighty-five different restitution projects to be funded under the National Juvenile Restitution Initiative, a three-year \$30 million program.

A. The Concept of Restitution

At the Second National Symposium on Restitution held in St. Paul, Minnesota on November 14 and 15, 1977, the following definition of restitution was provided, "a sanction imposed by an official of the criminal justice system requiring the offender to make a payment of money or service to either the direct or substitute crime victim."¹ Restitution programs generally vary along a continuum from victim-oriented to offender-oriented. Victim-oriented programs usually place emphasis upon the financial repayment for the loss due to the offense and may include victim/offender interaction. Offender-oriented programs emphasize offender treatment and rehabilitation, frequently including

¹Burt Galaway and Joe Hudson, Offender Restitution in Theory and Action, Lexington Books, 1977, p. 1.

educational, vocational, and counseling services.

As most restitution programs include a combination of both victim and offender services, the potential benefits are varied. Ideally, victims will be reimbursed and acquire more confidence in the justice system, offenders will better comprehend the full costs of crime, the system will have an alternative to incarceration, and the community will benefit from more cost effective sanctions. Accordingly, the goals and objectives set forth in the initial project proposal can be viewed as critical to the focus and operational direction of the project.

B. Goals and Objectives

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

GOALS

1. Provide a comprehensive program of restitution alternatives for (140) adjudicated delinquents annually.
2. Through a program of restitution, to increase the confidence of victims of juvenile crime in the juvenile justice system.
3. Decrease the number of commitments to the Department of Corrections by 15% over a (3) year period.
4. Decrease recidivism among program participants by 25% as compared to comparable youth not involved in the program. Recidivism here means adjudication as delinquent during a one year period after leaving the program.

OBJECTIVES

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

C. Program Methodology

The Juvenile Restitution Project was designed to process approximately 140 youths per year and to serve a maximum of 90 participants at any given time. Although each youth is supposed to remain in the program for twelve months, some may exit after six months for good behavior and others may be terminated for bad behavior when necessary. Once referred by the court and accepted by the Project, the participants are assigned to either of two Youth Serving Agencies (Y.S.A.s), St. Mark's Community Center or Kingsley House, where placement into subsidized employment and other services are arranged.

Funds in the form of stipends compensating participants for community service work, as well as payments to victims for restitution were provided by the grant. All participants working in subsidized employment are paid with grant funds and, although it appears that youths pay victims with their earnings, in fact, all restitution payments are made from grant funds.

Participants work an average of five hours each week, approximately twenty hours per month and receive a stipend of \$30 per month, which includes food money and an incentive allowance. Additionally, bus tokens are provided if necessary. The youths are informed that their work is community service restitution and the balance of their earnings after the incentive allowance is deducted is used to repay the victim. (Actually, the victim is repayed with grant funds after the participant is accepted and the youth "reimburses" the Project.)

D. Selection Criteria

According to the original grant application the Restitution Project was designed to serve a specific group of juvenile offenders meeting the following selection criteria:

1. Orleans Parish youth, ages 14 through 16, who have been adjudicated delinquent for assault, burglary, theft or auto theft and in some cases armed robbery will be eligible for the program. This excludes youth adjudicated delinquent for murder and rape. Status offenders will also be excluded from participation.

2. Individuals with patterns of violent behavior or those deemed a threat to themselves or to the community will be excluded from the program.
3. An analysis of the youth's arrest history, suitability for employment and his or her ability to both understand and accept the restitution concept will be utilized in the selection process.
4. Equal access to the program will be assured to all eligible juvenile offenders regardless of race, color, creed, sex, ethnic group or socioeconomic status. This will be achieved by maintaining a proportionate balance between the percentage makeup of the total juvenile arrestee population according to the characteristics listed above and the clients of the OPJCRP.

E. The Planning Process

The original grant application was prepared by the Planning section of the Mayor's Criminal Justice Coordinating Council (M.C.J.C.C.) during the Spring of 1978, with the O.J.J.D.P. grant award to the Orleans Parish Juvenile Court effective as of December 1, 1978. The court was unable to fill the Program Coordinator position until the beginning of March 1979 and a complete staff was not hired until the following month. However, the sub-contractors, St. Mark's and Kingsley House, had hired additional personnel and begun preparations for referrals in January, 1979.

The original grant application prepared by M.C.J.C.C. was based upon a program announcement entitled Restitution by Juvenile Offenders: An Alternative to Incarceration issued by O.J.J.D.P. in

February of 1978. That program announcement summarized the scope of the National Juvenile Restitution Initiative:

"The problem addressed by this initiative is the lack of meaningful dispositional alternatives to incarceration... The target population is youth who have committed misdemeanors and/or felony offenses and are adjudicated delinquent..."²

The results sought from the initiative can be summarized to include:

1. A reduction in the number of youths incarcerated.
2. A reduction in recidivism for participants.
3. Provision for restitution to victims.
4. An increased sense of responsibility and accountability on the part of participants for their behavior.
5. Greater community confidence in the juvenile justice process.
6. Increased knowledge regarding the feasibility of restitution as a sanction for juvenile offenders.

The goals, objectives, and selection criteria proposed in the grant application were intended to facilitate compliance with and achievement of these national priorities. However, since each

²Restitution by Juvenile Offenders: An Alternative to Incarceration, Office of Juvenile Justice and Delinquency Prevention, L.E.A.A., February 15, 1978, p. 101.

restitution project operates within a local social, economic, and political environment, the actual implementation, organization, and operation of each project often varies according to local resources and needs. A certain degree of flexibility seems both necessary and desirable in order to allow for these local variances.

During the early months of implementation following the hiring of the Project staff, the staff of the M.C.J.C.C. worked in an advisory capacity to initiate the methodology proposed in the grant application. On July 25, 1979, a M.C.J.C.C. monitoring report was completed. A primary area of concern noted in that report was that the program was not accepting appropriate juveniles in compliance with previously stated goals, objectives, and selection criteria. More specifically, according to the report the program was not providing an alternative to incarceration, since a significant number of participants with no previous arrests would probably not have been otherwise incarcerated. Staff at the Youth Service Agencies (Y.S.A.) of St. Mark's and Kingsley House expressed similar concerns about the type of participants being accepted. (A copy of a letter from a Y.S.A. staff person expressing this concern is contained in the Appendix).

Informal discussions regarding this issue took place during August and September, 1978, resulting in a special conference

with both M.C.J.C.C. and Juvenile Restitution staffs on September 20, 1979. A number of suggestions regarding compliance with the proper selection criteria were discussed, including the revision of goals, objectives, and selection criteria. It was recognized that the judges of Juvenile Court are the primary source of referrals and are, therefore, instrumental in determining potential participants. Although the staff at M.C.J.C.C. concluded that the original selection criteria were adequate, it was suggested that more specific criteria could provide the judges with clearer guidelines upon which to base referrals to the project. (A copy of the suggested revisions is contained in the Appendix).

The Project responded to the suggestions with a memo dated September 28, 1979, suggesting that the selection criteria would decrease the judges flexibility. (See copy in Appendix) In fact, the consensus of the M.C.J.C.C. suggested that the revised selection criteria would both increase and decrease flexibility in the following manner:

- (1) By omitting the type of charges from the criteria, offenders with a high number of previous arrests but a less serious current offense outside of the limited charges suggested on the original criteria would be eligible.
- (2) The revised criteria were designed to be more restrictive in order to clearly exclude first offenders.

The memo from the Project Coordinator further stated "at a recent meeting with the four juvenile judges, they stated that they often sentence first offenders to the Department of Corrections." However, an on-going study by the M.C.J.C.C. of the youths detained at the Youth Study Center reveals that the mean and median number of previous arrests for youths sent to the Department of Corrections from Orleans Parish in 1978 were 6.5 and 5.9, respectively. (See Table 1) Table 1 further evidences that only six youths (3.1%) of the total 194 sentenced to the Department of Corrections in 1978 were first offenders. Therefore, it can be deduced that the placement of first offenders into the Juvenile Restitution Project does not provide an alternative to incarceration.

Table 1

Youths Sent to the Department of Corrections in 1978 from Orleans Parish				
Number of Previous Arrests	Absolute Frequency	Relative Frequency	Adjusted Frequency	Cumulative Frequency
None	6	3.1%	3.8%	3.8%
1	11	5.7%	7.1%	10.9%
2	11	5.7%	7.1%	17.9%
3	19	9.8%	12.2%	30.1%
4	14	7.2%	9.0%	39.1%
5	12	6.2%	7.7%	46.8%
6	13	6.7%	8.3%	55.1%
7	14	7.2%	9.0%	64.1%
8	10	5.2%	6.4%	70.5%
9	11	5.7%	7.1%	77.6%
10	10	5.2%	6.4%	84.0%
11	6	3.1%	3.8%	87.9%
12	2	1.0%	1.3%	89.1%
13	2	1.0%	1.3%	90.4%
14	3	1.5%	1.9%	92.3%
15	1	0.5%	0.5%	92.9%
16	10	5.1%	6.4%	99.4%
21	1	0.5%	0.6%	100.0%
Missing*	32	19.6%	Missing	100.0%
Totals	194	100.0%	100.0%	
Mean = 6.506		Median = 5.885		

*The missing category includes thirty-three cases not identified in the Juvenile Detention Study in order to account for all youths sent to the D.O.C. in 1978.

It appears the National Initiative is experiencing a similar trend, with 54% of all participants nationwide as of October 31, 1979, being first offenders.³ Accordingly, a comparison with national statistics shows the Orleans Parish project with proportionately less first offenders. However, comparisons with national averages not only may encourage regression to national levels, but rarely account for local variations in the social, economic, and political conditions and needs. Thus, the M.C.J.C.C. in recognizing the need for alternatives to incarceration for juveniles in Orleans Parish, acted to encourage the fulfillment of that need regardless of the apparent direction of the National Initiative.

The Project submitted revised goals, objectives, and selection criteria to M.C.J.C.C. on October 25, 1979. (See copy in Appendix) A response to this communication was pending a discussion with the Juvenile Court judges on December 31, 1979. The first-year process evaluation will assess programmatic activities in terms of the original goals, objectives, and selection criteria.

F. Program Implementation and Timing

Although the Juvenile Restitution grant was awarded on December 1, 1978, the Juvenile Court was not able to hire a Program Coordinator until March 5, 1979. All other staff were not hired until early April and the project began accepting referrals in the latter part of April.

³"Monthly Report of The National Juvenile Restitution Evaluation Project," Institute of Policy Analysis, January, 1980.

On June 13, 1979, the Project submitted a general Workplan outlining forecasted activities through March 31, 1981. According to that Workplan, from sixty to ninety participants were to have been accepted by December 31, 1979. However, Goal 1 states that 140 youths are to be placed annually. Approximately 11.7 placements per month are required in order to reach that goal ($140/12$). Discounting the first four months of 1979 when the Project experienced some delays due to the hiring of personnel, but using 11.7 placements per month as an index, the Project should have accepted approximately ninety-four youths (11.7×8) by the end of December 1979. Using this index, the maximum number of youths placed per quarter, according to the Workplan, is approximately equal to the number required by the grant application; however, any level less than the maximum will be insufficient in terms of the required intake as stated in the original goals of the grant application. (A copy of the Quarterly Workplan Summaries appears in the Appendix).

G. Data Collection and Analysis

The evaluation design submitted by M.C.J.C.C., together with the original grant application to O.J.J.D.P., will form the basis for this process evaluation and for all subsequent impact evaluations.

1. Process Measures

The first year of the Juvenile Restitution Project included many implementation activities. In terms of this process evaluation, the following activities will be assessed in order to determine compliance with the application:

- a. Implementation time;
- b. Number of participants;
- c. Adherence to eligibility criteria;
- d. Victim involvement;
- e. Determination of restitution amounts; and,
- f. Responsiveness of Y.S.A.

2. Impact Measures

The second and third-year evaluations will focus on results and long term outcomes or impacts. More specifically, the second-year preliminary impact evaluation will assess impact on victims, both in terms of their satisfaction with this type of redress and their confidence in the juvenile justice system, and on offenders in terms of reduced levels of arrest recidivism. The final impact evaluation of third-year activities will analyze victim and offender impact as in the second-year, in addition to measuring adjudication recidivism during a one year period following release. An analysis of the net reduction in commitments to the D.O.C. will also be included.

3. Experimental Design

An ideal control group/experimental group design including random assignment is difficult to implement, especially one involving incarceration versus non-incarceration as an independent variable. Therefore, a comparison group design will be utilized for

purposes of both victim and offender impact assessment.

The first step in the construction of a comparison group involves the identification of a parallel group of juveniles not participating in the Project and sentenced either to the Department of Corrections or released on probation. Once a large non-Project group is identified, a comparison group is chosen upon similar criteria as the experimental group. Next, a pre-test and comparison of both groups are performed to determine any significant differences in impact variables before the treatment, (program participation). Finally, after treatment, differences are measured and statistically tested for significance. If utilized properly, the comparison group analysis will provide good indications of the probable effectiveness of the various treatment modalities.

II. THE COMPONENTS OF THE RESTITUTION PROJECT

Once a juvenile is apprehended by an officer of the New Orleans Police Department (N.O.P.D.), the suspect is taken to the Juvenile Division of Police Headquarters where a Field Investigation Report (F.I.R.) is prepared setting forth the facts of the case. If the officer determines that the offense warrants referral to the District Attorney, all records of the suspect are forwarded generally within twenty-four hours. The Juveniles Section of the D.A.'s office then either files a petition, refuses the case, or refers the case to the Probation office. In the case of a felony, the case may be referred to Criminal District Court. An arraignment is held at which time a trial date is set if a plea of not guilty is entered. A plea of guilty frequently proceeds directly to disposition at that time.

A. Referral

If the juvenile offender is found delinquent at either the arraignment, the adjudicatory, or the dispositional hearing, the judge may refer that youth to the Restitution Project via a referred form which is submitted to the Project. However, referral forms are not always completed and verbal referrals over the telephone are made either directly from a judge or through the Probation Department. In most cases, when restitution is ordered by the judge, referral is made both to the Probation office and to the Restitution office, simultaneously. As a rule, offenders go directly to the Pro-

bation office from the dispositional hearing. Usually the Intake Unit of Probation calls the Restitution office and indicates that a referral is on the way.

B. Screening

Ideally the referrant and the parent or guardian are interviewed on the same day as the dispositional hearing. If this is not possible the applicant schedules a first interview with the Restitution Arbitrator. If the referrant cannot be reached by telephone a letter is mailed to the appropriate address requesting that the Restitution office be contacted immediately.

1. The First Interview

The offender, the parent or guardian, the Program Coordinator, and the Restitution Arbitrator attend the first interview, which is usually held one to five days after the dispositional hearing. The purposes of this interview are to determine if the youth meets selection criteria, to give the youth and parent or guardian an in-depth description of the program, to assess the youth's behavior and attitudes, and to gather information to aid in determining which Y.S.A. would be appropriate. The first interview is designed to provide the Restitution staff with basic demographic data, a social history, and any health or emotional problems. Individuals not meeting basic selection criteria will be so informed at the first interview.

Youths who are deemed acceptable are given a brief narrative of the program description, including rules and consequences for failure to live up to the terms of the restitution agreement. In addition, the youth is informed that a specific staff worker from a Y.S.A. acting as the youth's advocate will contact him/her at home within several days.

2. Victim Input

The Program Coordinator, acting as advocate for the victim, initiates contact (via telephone) following the first interview. A Verification of Loss form is mailed to the victim to be returned as soon as possible. (A copy of this form is contained in the Appendix). If the victim cannot be contacted either by telephone or by mail within two months, the restitution amount is placed into the Juvenile Restitution Victim Fund. Victims also receive a program narrative and, if requested, receive regular quarterly reports on the progress of the youth while in the program. (A copy of a quarterly report is contained in the Appendix).

3. Y.S.A. Interview

A Y.S.A. worker contacts the offender following the first interview. The purposes of this interview are to assess the needs and potentials of the youth and to obtain information

necessary to develop a specialized program for the youth if placed at the Y.S.A. The youth is asked to indicate preferences for the various programs available and for the type and location of community service work placement.

C. Restitution Arbitration

According to the original grant application, the court was to refer youths to the Restitution program before the dispositional hearing. The Restitution staff was then to conduct a loss assessment and recommend an amount of restitution to be made official by the judge at the dispositional hearing. However, frequently in Juvenile Court the dispositional hearing is held immediately following the adjudicatory hearing and judges usually determine the amount of restitution due based upon testimony and evidence presented. Nevertheless, the Restitution staff believes that this is appropriate since all key actors are present at the adjudicatory hearing.

The restitution contract is signed by all parties, including the offender, the parent or guardian, the Program Coordinator, the Restitution Arbitrator, the Y.S.A. worker and the judge. The contract attempts to balance the interests of three parties: the victim; the offender; and, the community. Not only are these parties mutually inter-related to each other, but it is becoming evident that the rehab-

ilitation of the offender is dependent upon the cooperation and participation of both the victim and the community. Additionally, the incarceration of juveniles is not only becoming increasingly costly, but the effectiveness of institutionalization is uncertain. The contract arbitration, then, is a process dedicated to balancing the needs of victims, offenders, and the community.

Each restitution contract stipulates the following conditions:

1. Total length of participation;
2. Total restitution ordered and payment terms;
3. Type restitution;
4. Total community service hours required;
5. Stipend amount; and,
6. Statement of the causes for termination.

(A copy of the restitution contract is contained in the Appendix).

Under the present system the Restitution staff secures a copy of the Judgment Sheet which contains the final disposition of the case, and in some cases including the amount of restitution to be paid. However, in these cases the Program Coordinator still investigates the victim's loss and, if the court ordered amount is sufficient, the court is requested to make appropriate changes in the amount. In other cases, the court refers a defendant to the Restitution Project and orders that the program staff, occasionally in conjunction with either the prosecutor or the probation officer, to determine the amount of restitution to be approved by the court at a later date. After the referrant is accepted and signs a contract agreeing to specific terms, the contract is hand delivered to the court for the judge's signature and final approval. A copy of the signed contract is placed into the court record.

D. Staffing

The staffing meeting is usually schedule five days following the first interview and is attended by the Y.S.A. worker, the Program Coordinator, and the Restitution Arbitrator. The primary purposes of the staffing are to make an acceptance decision, to develop the restitution contract, and to develop a program of services at the Y.S.A.

The findings of the Y.S.A. worker are presented at the staffing and a program of services is developed specially for the referrant.

If the referrant is deemed unsuitable for the program, that recommendation is made by the Y.S.A. worker. However, since the responsibility for compliance with the selection criteria and achievement of goals and objectives lies with the Restitution Project, the Program Coordinator makes the final decision to accept or to reject. Once accepted, the Y.S.A. worker will become that referrant's counselor and advocate.

Once a referral is approved for acceptance a second interview is scheduled to arrange for the signing of the contract and the beginning of orientation. Before the proposed participant and parent sign the document, the Restitution Arbitrator outlines the program and states that a failure to comply with the rules and regulations will result in referral back to the court and probable incarceration.

The youth and parent or guardian sign the contract and other releases required and the contract is then delivered to the judge for signature.

Copies are sent to the youth, the Probation Department, and the Y.S.A., while the original is kept in the participant's master file in the Restitution office. The participant is then instructed to report to the Y.S.A. at a certain time and date.

E. Orientation and Activities

Participants are placed into programs at either of two Y.S.A.s. St. Mark's Community Center offers youngsters of all ages a total development program, and provides opportunities for self-development through physical exercise, education, counseling, the arts, career awareness, and employment. Kingsley House provides counseling and supportive services to assist adolescents in assessing, developing, and utilizing their own resources to adapt to unavoidable stresses and circumstances when possible.

Community service work placement is of critical importance during the initial weeks of participation. The method of placement is similar for both Y.S.A.s. A placement is made that is most suitable either to the participant's needs or best matches the type of offense. An appointment is made and the participant attends an interview with the potential supervisor. After this interview a work schedule is developed which usually includes five hours of work per week or twenty hours per month. A Y.S.A. worker monitors each placement at the worksite at least monthly and consults with the supervisor concerning the youth's performance. In addition, a performance evaluation is completed by the supervisor after six and twelve months. (A copy of the performance evaluation

is in the Appendix). If a youth is unsuccessful at one worksite, another placement is made as soon as possible.

If a participant has a job when accepted or secures a position after acceptance, the Project staff may consider that position an unsubsidized work placement. In that case, the participant is required to submit an agreed upon restitution payment in the form of a monthly money order to the Restitution Project. Although community service work placement is not required, participants with unsubsidized employment are still expected to attend all activities at the assigned Y.S.A. Detailed policies and procedures regarding unsubsidized employment had not yet been developed by the Restitution staff by December 31, 1979, but will be required before more extensive utilization, especially if this is the future direction of the program.

At St. Mark's participants are required to attend weekly group counseling sessions and monthly individual counseling sessions. Counseling sessions vary in content according to needs identified by the counselor, but over a period of time include pre-vocational guidance, social adjustment counseling, tutoring if necessary, and other individualized counseling. Participants are also required to attend five hours of recreation per month.

Counseling at Kingsley House consists of required individualized sessions on a weekly basis, with other specialized counseling on an as needed basis, in addition to on-the-spot counseling intervention while participating in recreational programs. Youths in the Restitution Project are required to attend two hours of recreation per week. Recreation at Kingsley House includes not only athletics, but also arts, crafts, and music. Monthly narrative reports prepared by each participant's counselor at both Y.S.A.s are submitted to the Restitution office summarizing all activities. (A copy of a monthly narrative is contained in the Appendix.

F. Work Stipends and Restitution Payments

Probably one of the most important elements of any restitution program is the system by which payments are made by offenders to victims, as the system of repayment is the crux of the restitution concept. Consequently, an ineffective system of repayment will likely result in an ineffective restitution program. Since restitution has only been recognized as a viable dispositional sanction in the last ten years and as the present O.J.J.D.P. Juvenile Restitution Initiative is clearly experimental in nature, a widely tested standardized system for repayment has not yet been developed. Therefore, the repayment system utilized by the Orleans Parish Restitution Project, being experimental in nature, will be evaluated in terms of the efficiency

and effectiveness of a specific type of repayment system in the local environment.

According to the original grant application, community service work stipends were to include:

- (1) \$20 incentive allowance for the youth
- (2) One-twelfth of the total ordered restitution
- (3) \$24 food allowance
- (4) \$12 transportation allowance (in the form of bus tokens)

One-twelfth of the total ordered restitution was to be automatically deducted from the monthly stipend and paid to the victim. The transportation allowance was to be issued weekly to the youths by Y.S.A. counselors in the form of bus tokens on an as needed basis. The youths were to receive \$44.00 cash monthly, as a food and incentive allowance.

As a result of meetings with the Y.S.A.s, the M.C.J.C.C., and the Restitution staff, the payment of stipends was modified on May 30, 1979, to more clearly define the needs of the victim and the offender. On that basis the community service work stipend was adjusted as follows:

- (1) \$30.00 incentive allowance, including food allowance.
- (2) One-twelfth of the total ordered restitution.
- (3) \$12.00 transportation allowance on an as needed basis.
(in the form of bus tokens)

The Restitution staff judged that the original amount of \$24.00 for food per month was excessive as most participants would receive \$6.00 per week for food for working only five hours. Thus , the food allowance was reduced to \$2.50 per week and added to the \$20.00 per month incentive allowance, bringing the total to \$30.00 per month. The transportation allowance remained unchanged with bus tokens available upon request. (See memo in the Appendix).

Participants receive work stipends monthly with restitution payments automatically deducted leaving a balance equal to the \$30.00 incentive allowance. Of course, if a youth works more or less than twenty hours per month the stipend and incentive allowance will vary accordingly.

The Project utilizes a Victim Fund to accumulate restitution payments either if the actual victim cannot be located or if the victim asks that the restitution be paid to a substitute victim. Project staff had not developed a detailed plan for disbursements from this Fund by December 31, 1979.

G. Types of Exits

1. Good Cause

All restitution contracts are initially for a one year period. However, the amount of time that a youth actually spends in the program as a condition of

probation remains flexible. If a six month review of an individual's records indicates exemplary progress, a participant may have restitution removed by the Court as a condition of probation. In that case, any services at the Y.S.A., e.g. counseling, recreation, education, and/or pre-vocational training, will continue to be available upon request. In addition, any remaining unpaid restitution will be paid in full by the project. Review of a youth's progress for the purpose of possible termination for good cause can be initiated by either the Y.S.A. or the Restitution Staff, but the final decision to release rests with the Juvenile Court judges. Assessment for early termination takes into account the attendance records for both Y.S.A. activities and community service work, attitude and behavior, and progress in school or training.

2. Bad Cause

Recommendations for removal from the Restitution program can be made for the following reasons:

- (a) Failure to cooperate with the Y.S.A. staff and/or failure to regularly attend Y.S.A. classes and activities specified in the restitution contract;

- (b) Termination by the Y.S.A. from the program component for bad cause;
- (c) Three unexcused absences⁴ from the community service work placement during the period of the contract;
- (d) The conviction of an illegal act; or
- (e) Psychological or physical problems which prohibit meaningful participation.

When a particular Y.S.A. submits a written request for termination for bad cause, a joint conference is held between the Restitution Arbitrator and the Y.S.A. counselor. If after this hearing the Y.S.A. insists upon removal, the Program Coordinator may either transfer the participant to another Y.S.A. setting, or terminate the youth from the program, referring him/her back to the court with a recommendation that probation be revoked and incarceration be effected.

H. Public Relations

The Program Coordinator has developed a public relations campaign aimed at the following:

⁴Due to the fact that the Y.S.A. counselors found it difficult to document the exact number of unexcused absences, the Project redefined this cause to be "excessive absences."

- (1) Informing the general public of the Restitution project and keeping the public advised of its progress.
- (2) Increasing the public's confidence in and image of the juvenile justice system.
- (3) Soliciting full and part-time jobs for participants.
- (4) Soliciting meaningful community service work slots for participants.
- (5) Working toward institutionalization of the Restitution project within City government.

It was anticipated in the grant proposal that roughly 35% of the Program Coordinator's time and efforts relate directly to achieving the aforementioned objectives.

III. PROJECT OPERATIONS AND EFFICIENCY

The Orleans Parish Juvenile Court Restitution Project operations were assessed on the basis of project records and monitoring visits. Most of the data were compiled by project staff onto one data sheet summarizing data from project records, Y.S.A. narrative reports, and financial books. The evaluator confirmed these data by comparisons with individual case folders. Although most of the data were manually totalled, averaged, and summarized, data gathered during the second-year preliminary impact evaluation will be computerized for analysis.

A. Participant Profile

Table 2 summarizes general socio-economic background characteristics for all fifty-eight accepted participants. According to that table, the typical participant can be described as being a fifteen year old black male, from a divorced family, with a median family income of \$7000 per year, and 53.5% charged with a non-serious offense most likely theft. Previous arrest and conviction history presented in Table 3 indicating that the typical participant had two previous arrests and no previous convictions suggests both the level of previous contact with the juvenile justice system and the level of criminal activity.

Referrants from all sections of Juvenile Court, as indicated in Table 4, were adjudicated either "Delinquent" (81%) or "In Need of

Table 2

Participant Description

December 1, 1978 - December 31, 1979

Age	N	%	Mean	Median
13	1	2%		
14	11	19%		
15	20	34%		
16	23	40%		
17	3	5%		
Total Accepted	58	100%	15.3	15.0
Sex				
Male	51	88%		
Female	7	12%		
Total Accepted	58	100%		
Race				
Black	54	93%		
White	4	7%		
Total Accepted	58	100%		
Family Marital Status				
Divorced	20	34%		
Separated	12	21%		
Married	10	17%		
Deceased	8	14%		
Common law	6	10%		
Other	2	4%		
Total Accepted	58	100%		
Family Income				
\$1210 - \$2460	11	21%		
\$2660 - \$5160	10	19%		
\$5200 - \$7850	10	19%		
\$7900 - \$10400	11	21%		
\$12000 - \$20000	11	21%		
Missing	5	-		
Total Accepted	58	100%	\$7374	\$7000
Charges				
Armed Robbery	3	5%		
Simple Robbery	11	19%		
Simple Burglary	12	21%		
Theft/Shoplifting	20	34%		
Receiving Stolen Things	11	19%		
Aggravated Battery	1	2%		
Total Accepted	58	100%		
Seriousness*				
Victimless	0	-		
Minor Offense	0	-		
Minor Property	8	13.8%		
Minor Personal	0	-		
Moderate Property	23	39.7%		
Serious Property	10	17.2%		
Very Serious Property	5	8.6%		
Serious Personal	7	12.1%		
Very Serious Personal	5	8.6%		
Total	58	100.0%		

*This seriousness scale was developed by the Institute of Policy Analysis.

Table 3
Previous Arrest and Conviction History
December 1, 1978 - December 31, 1979

Previous Arrests	N	%	Mean	Median
0	16	28%		
1	11	19%		
2	9	15%		
3	6	10%		
4	4	7%		
5	3	5%		
6	4	7%		
7+	5	9%		
Total Accepted	58	100%	2.5	2.0
Previous Convictions				
0	43	74%		
1	8	14%		
2	6	10%		
3	1	2%		
Total Accepted	58	100%	0.4	0.0

Table 4
Referral Sources
Court Dispositions
December 1, 1978 - December 31, 1979

	N	%
Referral Sources		
Section A	13	22%
Section B	16	28%
Section C	18	31%
Section D	10	17%
Other	1	2%
Total Accepted	58	100%
Court Dispositions		
Adjudicated Delinquent	47	81%
Adjudicated In Need of Supervision	11	19%
Total Accepted	58	100%
Ordered to Restitution		
Project with Specific Amount of Restitution	31	53%
Ordered to Restitution		
Project without Specific Amount of Restitution	24	41%
Not ordered directly to the Restitution Project	3	5%
Total Accepted Referrals	58	100%
Suspended Sentences to D.O.C.*	15	(26%)

*These cases were sentenced to the D.O.C., that sentence was suspended, then ordered to the Restitution Project.

Need of Supervision" (19%). Thirty-one cases (53%) were referred to the Project with specific amounts of restitution to be repaid, while twenty-four (41%) referrals were made without specific amounts. In fifteen cases (26%) referrants were first sentenced to the Department of Corrections, that sentence was suspended, then the referrant was ordered to the Restitution Project.

In twenty-seven cases (47%) the amount of restitution was determined by a detailed arbitration procedure supervised by the Program Coordinator of the Restitution staff. Table 5 indicates that the mean amount of restitution ordered was \$211; however, the frequency distribution indicates that 57% had \$100 or less restitution ordered.

Table 5
Ordered Restitution
December 1, 1978 - December 31, 1979

Ordered Restitution	N	%	Mean	Median
0 - \$50	12	21%		
\$51 - \$100	21	36%		
\$101 - \$200	9	16%		
\$201 - \$300	5	9%		
\$301 - \$500	6	10%		
\$501 - \$900	2	3%		
\$901 - \$1000	3	5%		
Total Accepted	58	100%	\$211	\$100

Discussion

It is noteworthy that the typical participant is a black male from a low income family. Restitution projects in the past have been criticized nationally for accepting primarily white upper middle class participants. However, most of those restitution projects were based upon participants working in unsubsidized employment positions and paying restitution with part of their earnings. Many black juveniles from low income families were considered ineligible in those projects since many lacked adequate education and/or experience to find an unsubsidized position. As the Orleans Parish Juvenile Restitution Project provides subsidized employment this problem is avoided. However, the cost of providing subsidized employment for a significant number of youths might make institutionalization difficult after grant funding expires.

Since the Project was designed as an alternative to incarceration, offenders adjudicated "In Need of Supervision" who would not have otherwise been incarcerated were strictly excluded from participation. Thus the eleven participants adjudicated "In Need of Supervision", even though charged with delinquent offenses should not have been accepted. Not only are these individuals expressly excluded from participation, their acceptance violates the concept of providing an alternative to incarceration.

The practice by the court of first sentencing a youth to the D.O.C., suspending that sentence, then ordering the offender

to the Restitution project is documentation that the Project is an alternative to incarceration if those offenders would have been otherwise incarcerated. However, the previous arrest history and seriousness of the present offense for the fifteen participants with suspended sentences to the D.O.C. seemed at variance with comparative data on youths actually sentenced to the D.O.C., since seven (47%) of those in the Project were first offenders. This method seems additionally beneficial in that it acts as a deterrent to violations of the rules and regulations, since participants know that they will likely face incarceration if removed from the program and returned to court.

That over 50% of all court referrals are made with specific amounts of ordered restitution also indicates an efficient use of the Project. If the court can determine a fair restitution amount during the judicial hearing, no further need exists for the Project to arbitrate that amount with the victim. If the court were able to state specific amounts of restitution in every case, the Project's responsibility for restitution arbitration would be relieved and, the present Restitution Arbitrator could potentially devote time to developing unsubsidized employment positions.

As one of the primary affective components of the project, restitution payments should be large enough to impact participants. A participant with a trivial amount of restitution is not really in a restitution program but, rather, in a specialized counseling or job assistance program. In this sense, ferrants with small amounts of

documented restitution may derive greater benefits from an alternative program.

B. Programmatic Activities

According to the grant application, the Project was to have ninety participants at any one time, with fifty (56%) at St. Mark's and forty (44%) at Kingsley House. During the evaluation period fifty-eight participants were placed, with thirty eight (66%) at St. Mark's and twenty (34%) at Kingsley House.

Fifty-three (91%) of all accepted participants were placed into community service work positions during the evaluation period. Three additional participants were placed into unsubsidized positions, one was removed before placement, and another was just recently accepted and not yet placed. Table 6 lists the community service and unsubsidized work placements. The largest percentage of participants were placed with the Park and Parkway Commission where the youths maintain plants, shrubs, and trees used to landscape city streets.

Table 6
Employment Placements*
December 1, 1978 - December 31, 1979

	N
Park and Parkways Commission	10
Kingsley House	7
Dopkwe Community Center	6
H.A.N.O.	5
Lafitte Housing Project	(1)
St. Thomas Housing Project	(4)
St. Mark's Community Center	3
Treme Youth Development Center	3
Community Service Center	2
Goodwill Industries	2
Custom Automotive Repair	2
Y.M.C.A.	2
St. Mark's Day Care Center	2
St. Alphonsus School	2
N.O. Revival Center	1
Lighthouse for the Blind	1
Oliver's Beauty Salon	1
Irish Channel's Boy's Club	1
Irish Channel Satellite Clinic	1
A.M.E. Church Rectory	1
Hope House	1
Court of Two Sister's Restaurant**	1
Pontchartrain Hotel Restaurant**	1
Popeye's Fried Chicken**	1
Not Placed***	2
Total Accepted and Placed	58

*Six of these placements did not yet begin to work.

**These three positions are unsubsidized placements.

***One participant was not placed before removal from the program and another was just accepted and not yet placed.

According to the original grant application the Housing Authority of New Orleans (H.A.N.O.) was to provide forty (44%) community service work slots for participants. Table 6 indicates that only five (9%) of the placed participants worked for H.A.N.O. during the evaluation period. A monitoring report submitted on July 25, 1979, by the M.C.J.C.C. addressed the low level of placements with H.A.N.O. According to the Project Coordinator, the number of work slots committed to H.A.N.O. should be flexible in order to meet the needs of participants. A series of correspondences between officials, documents that

H.A.N.O. officials have agreed to keep the number of work slots flexible.

(See Appendix)

Although fifty-six placements were made during the evaluation period, fifty participants including the three working in unsubsidized positions actually worked. According to Table 7, the median number of hours worked by participants was 16.5 hours per month for placements at both St. Mark's and Kingsley House. Similarly, monthly incentive allowances or cash payments to participants were practically identical, with Table 8 showing that the median was \$24.55 and \$24.68 for participants at respective Y.S.A.s.

Restitution was paid either directly to the victim or to the Victim Fund according to the direct victim's request. The amount of weekly and monthly restitution payment assessed to each participant varies according to one-twelfth of the total restitution ordered. Table 9 indicates that direct victims received \$9.01 and \$10.65 monthly from participants at Kingsley House and St. Mark's respectively. Table 10 indicates that two participants at Kingsley House and four participants at St. Mark's paid \$7.75 and \$4.29 respectively each month to the Victim Fund.

Service delivery at the Y.S.A.s can be assessed in terms of average hours per month and the percentage of all participants receiving various services. Table 11 indicates that fifty-one (88%) participants were counseled a median of 2.2 hours monthly at Kingsley House and 2.6 hours

Table 7
Community Service Work
December 1, 1978 - December 31, 1979

	N	%	Mean (hrs/wk)	Mean (hrs/mo)	Median (hrs/wk)	Median (hrs/mo)
Kingsley House						
0.5 - 2.9 hrs/week	6	33%				
3.0 - 3.9 hrs/week	4	22%				
4.0 - 4.9 hrs/week	4	22%				
5.0 - 5.9 hrs/week	4	22%				
6.0 + hrs/week	0	-				
Total Participants	18	100%	3.6	15.6	3.8	16.5
Placed, not working	1					
Unsubsidized work	1					
Total at Kingsley House	20	34%				
St. Mark's						
0.5 - 2.9 hrs/week	9	31%				
3.0 - 3.9 hrs/week	6	21%				
4.0 - 4.9 hrs/week	7	24%				
5.0 - 5.9 hrs/week	4	14%				
6.0 + hrs/week	3	10%				
Total Participants	29	100%	4.0	17.3	3.8	16.5
Placed, not working	5					
Unsubsidized work	2					
Accepted, not placed	2					
Total at St. Mark's	38	66%				
Total Accepted	58	100%				

Table 8
Incentive Allowance
To Participants

		December 1, 1978 - December 31, 1979					
		N	%	Mean (\$/wk)	Mean (\$/mo)	Median (\$/wk)	Median (\$/mo)
To Offenders							
Kingsley House							
\$1.00 - \$4.99/week		6	33%				
\$5.00 - 5.99/week		4	22%				
\$6.00 - \$6.99/week		4	22%				
\$7.00 - \$8.99/week		4	22%				
\$9.00 +		0	-				
Total Participants		18	100%	\$5.44	\$23.56	\$5.67	\$24.55
Placed, not working							
Unsubsidized work							
Total at Kingsley House		20	34%				
St. Mark's							
\$1.00 - \$4.99/week		11	38%				
\$5.00 - \$5.99/week		4	14%				
\$6.00 - \$6.99/week		4	14%				
\$7.00 - \$8.99/week		8	28%				
\$9.00 +		2	7%				
Total Participants		29	100%	\$6.38	\$27.63	\$5.70	\$24.68
Placed, not working							
Unsubsidized work							
Accepted not placed		2					
Total at St. Mark's		30	66%				
Total Accepted		58	100%				

Table 9

Restitution Payments

to Direct Victims*

December 1, 1978 - December 31, 1979

	N	%	Mean (\$/wk)	Mean (\$/mo)	Median (\$/wk)	Median (\$/mo)
To Victims						
Kingsley House						
\$0.02 - \$0.99/week	4	24%				
\$1.00 - \$1.99/week	1	6%				
\$2.00 - \$2.99/week	5	29%				
\$3.00 - \$6.99/week	3	18%				
\$7.00 - \$21.00/week	4	24%				
Total Participants	17	100%	\$4.56	\$19.74	\$2.08	\$9.01
Paid to Victim Fund	2					
Placed, not working	1					
Total at Kingsley House	20	34%				
St. Mark's						
\$0.02 - \$0.99/week	3	12%				
\$1.00 - \$1.99/week	7	28%				
\$2.00 - \$2.99/week	4	16%				
\$3.00 - \$6.99/week	6	24%				
\$7.00 - \$21.00/week	5	20%				
Total Participants	25	100%	\$4.87	\$21.09	\$2.46	\$10.65
Paid to Victim Fund	4					
Placed, not working	5					
Accepted, not placed	2					
Unsubsidized	2					
Total at St. Mark's	38	66%				
Total Accepted	58	100%				
	==					

*This table does not include cash payments to victims paid in advance by the Project on behalf of participants.

Table 10
 Restitution to
 Victim Fund*

December 1, 1978 - December 31, 1979						
	N	%	Mean (\$/wk)	Mean (\$/mo)	Median (\$/wk)	Median (\$/mo)
To Victim Fund						
Kingsley House						
\$1.40/week	1	50%				
\$7.17/week	1	50%				
Total Participants	2	100%	\$1.79	\$7.75	\$1.79	\$7.75
Paid to direct victims	17					
Placed, not working	1					
Total at Kingsley House	20	34%				
St. Mark's						
\$0.65/week	1	25%				
\$0.70/week	1	25%				
\$1.28/week	1	25%				
\$1.39/week	1	25%				
Total Participants	4	100%	\$1.00	\$4.33	\$0.99	\$4.29
Paid to direct victims	25					
Placed, not working	5					
Accepted, not placed	2					
Unsubsidized	2					
Total at St. Mark's	38	66%				
Total Accepted	58	100%				

*This table does not include cash payments to the Victim Fund in advance by the Project on behalf of participants.

Table 11
Youth Serving Agencies
Service Delivery

December 1, 1978 - December 31, 1979

	Total Participants		Service		Mean		Median	
	N	%	N	%	(hrs/wk)	(hrs/mo)	(hrs/wk)	(hrs/mo)
<u>Counseling:</u>								
Kingsley House	20	34%	18	90%	.5	2.2	.5	2.2
St. Mark's	38	66%	33	87%	.7	3.0	.6	2.6
Totals	58	100%	51	88%				
<u>Tutoring:</u>								
Kingsley House	20	34%	2	10%	3.9	16.8	3.9	16.8
St. Mark's	38	66%	16	42%	.4	1.7	.4	1.7
Totals	58	100%	18	31%				
<u>Pre-Vocational:</u>								
Kingsley House	20	34%	16	80%	.2	.9	.1	.4
St. Mark's	38	66%	32	84%	.5	2.2	.4	1.7
Totals	58	100%	48	83%				
<u>Recreational:</u>								
Kingsley House	20	34%	18	90%	4.2	18.1	4.3	18.5
St. Mark's	38	66%	29	76%	.5	2.2	.4	1.7
Totals	58	100%	47	81%				

per month at St. Mark's. Forty-eight (83%) participants received pre-vocational guidance, a median of 0.4 hours monthly at Kingsley House and 1.7 hours per month at St. Mark's. Forty-seven (81%) participants participated in recreational activities, a median of 18.5 hours monthly at Kingsley House and 1.7 hours per month at St. Mark's. Only eighteen (31%) participants received tutoring (only two at Kingsley House), a median of 16.8 hours monthly at Kingsley House and 1.7 hours per month at St. Mark's.

Discussion

In terms of the balance of placements between St. Mark's and Kingsley House, the data suggest that St. Mark's has accepted approximately 10% more participants and Kingsley House 10% less than the proposed balance. However, this imbalance does not, as yet, identify a problem since both of the Y.S.A.s are short of the projected maximum number of participants.

Community service work placement appears to be progressing smoothly with the possible exception of the small number of placements with H.A.N.O. Part of that problem is the lack of adequate supervision at the work site. According to the grant proposal, the Y.S.A. worker is to accompany the youths working at H.A.N.O. everyday and see that a regular H.A.N.O. employee is available for supervision. If this problem can be resolved, H.A.N.O. placement has the potential

for impacting both participants and residents in housing projects.

The renovation of H.A.N.O. property not only gives participants opportunity to learn marketable skills, but residents will directly benefit from improved living conditions.

The issue of unsubsidized employment should be studied carefully, since the direction of the Project into this area will likely affect continuation. Issues related to unsubsidized employment which require explicit clarification include: the responsibility for finding jobs; the determination of impactful restitution amounts and fair repayment terms; the responsibilities of employers concerning their role in the Project; the monitoring of participant's progress; arranging for supportive services; causes for removal and successful termination; and the relationship between probation and the restitution contract.

A comparison of the median monthly incentive allowance with the median restitution payments indicates that participants on the average receive over twice as much monthly incentive allowance than they pay as restitution to direct victims or the Victim Fund. Requiring participants to pay a greater proportion of their stipend as restitution and receiving a smaller proportion as an incentive allowance could enhance the impact on participants of paying restitution. However, the current low level of ordered restitution in conjunction with the requirement that participants pay only one-twelfth of that amount per month minimizes

that impact. If, on the other hand, ordered restitution increased and/or participants were allowed to pay more than one-twelfth of the ordered amount per month, impact could be increased.

In terms of monthly service delivery the typical participant at the Y.S.A.s received the following:

At Kingsley House:	2.2 hours of counseling
	0.4 hours of pre-vocational guidance
	18.5 hours of recreation
At St. Mark's	2.6 hours of counselling
	1.7 hours of pre-vocational guidance
	1.7 hours of recreation
	1.7 hours of tutoring (only 42%)

Participants at both of the Y.S.A.s contributed an additional 16.5 hours per month of community service work. These services, in addition to paying restitution, are the primary "treatments" intended to impact the criminal behavioral pattern of participants. Although it is still too early to assess impact in terms of reduced contact with the juvenile justice system, a more comprehensive analysis will be possible in the second-year preliminary impact evaluation.

C. Overall Programmatic Productivity

Table 12 summarizes total programmatic activities in terms of aggregate totals for all participants during the evaluation period. A total of \$12,223.13 restitution was paid either directly to victims or to the Victim Fund. Participants provided the community with 2,877 hours of community service work and aggregately received \$4,365.75 in the form of incentive allowances. The Y.S.A.s provided 619.5 hours of counseling, 329.0 hours of tutoring, 328.5 hours of pre-vocational guidance, and 1,691.5 hours of recreation to participants. Fifty-eight Quarterly Reports were submitted to victims and additional copies were sent to parents, guardians and probation officers. Sixty Verification of Loss forms were received.

Table 12
Total Programmatic Activities
December 1, 1978 - December 31, 1979

Total restitution ordered by court	\$12,223.13
Restitution paid by participants to victims*	\$ 3,130.83
Restitution paid by Project to victims	8,303.95
Restitution paid by participants to Victim Fund*	162.39
Restitution paid by Project to Victim Fund	625.96
Total Restitution Paid	<u>\$12,223.13</u> =====
Total community service work**	2,877.0 hrs.
Total cash payments to participants**	\$ 4,365.75
Total hours counseling	619.5 hrs.
Total hours tutoring	329.0 hrs.
Total hours pre-vocational	328.5 hrs.
Total hours recreation	1,691.5 hrs.
Total number of Quarterly Reports sent to Victims, parents, and Probation	58
Total number of Verification of Loss reports received	57

*Since it is the policy of the Project to pay the full ordered restitution to the victim soon after acceptance, the restitution paid by participants to victims is actually reimbursement to the Project.

**The total hours of community service work and the total cash payments to participants both exclude hours worked and payments for unsubsidized employment.

According to the grant application, the Program Coordinator is responsible for developing a comprehensive public relations program designed to inform and educate the public regarding the Restitution Project. In furtherance of this effort, the Program Coordinator addressed various community groups on twenty-two separate occasions, broadcast public service announcements on five different radio stations and was mentioned in two newspaper articles during the current evaluation period. The Coordinator stated in the presentations that the Project allows participants not only to see the relationship between criminal activity and loss of the victim, but for many youths guilty of non-violent offenses paying restitution is a more appropriate sanction than incarceration. (A list of all the public speaking engagements is contained in the Appendix).

Table 13 shows the status of the fifty-eight accepted participants as of December 31, 1979. Forty-six (79%) were still active participants, one (2%) successfully completed the Project and was released after only six months, four (7%) were removed for disciplinary reasons, one (2%) was removed for a medical reason, and six (10%) were inactive in terms of programmatic activities although not officially terminated from the Project.

Table 13
Current Status
of Accepted Participants
December 31, 1979

	N	%
Still In	46	79%
Six Month Completion	1	2%
Removed-Disciplinary	4	7%
Removed-Medical	1	2%
Inactive*	6	10%
Total Accepted	58	100%

*This category includes individuals who did not participate in any programmatic activities for at least two months during the current evaluation period.

Discussion

Restitution projects based upon subsidized employment may experience difficulty in maximizing the impact upon participants of paying restitution, since both participants and victims are paid with grant funds rather than the actual earnings of participants.

For example, in the Orleans Parish Restitution Project, all participants receive equal incentive allowances for working the same number of hours and all pay the restitution ordered in exactly one year.

This procedure does not allow for flexibility according to the seriousness of the precipitating criminal offense; i.e., a youth guilty of bicycle theft is required to work the same number of hours for the same period of time and receive the same incentive allowance as a youth guilty of armed robbery or auto theft. One question raised is

"How are these youths supposed to understand the relationship between their criminal act and the true loss of the victim?"

Restitution projects based upon unsubsidized employment are not usually faced with this situation, since participants actually pay varying amounts of restitution from their own earnings depending upon the actual loss to the victim. However, initiating and maintaining an unsubsidized program depends upon the support of the community. Thus, if the Orleans Parish Juvenile Restitution Project begins to move toward unsubsidized employment, which in the long-run may be the only way the program can be maintained, substantial community support in the form of available employment positions for participants appears to be a prerequisite.

As a subsidized program, the Restitution Project did benefit the community, the victims, and the participants to the extent indicated in Table 12. To what degree these results can be said to have impacted the level of criminal activity in the community remains to be analyzed. At a minimum, if all the participants would have otherwise been incarcerated at the Louisiana Training Institute (L.T.I.), those additional costs of incarceration would have been saved. However, as previously discussed, some of those now in the Project would not have been otherwise incarcerated.

As the six participants inactive in terms of programmatic activities for at least two months comprise approximately 10% of all accepted participants (58), although the Project still expects these participants to fulfill the terms of their contracts, more specific policies regarding that status should be developed. Since all restitution contracts specifically require five hours of community service work per week and attendance at Y.S.A. functions, inactivity for two months is clearly a violation of the contract and grounds for removal. However, if such an inactive status can be justified specific reasons should be stated in writing by the Project in order to explain why these participants are not removed from the program.

D. Process Measures

One major factor effecting overall performance during the first year of Project operation was the delay in hiring personnel. For a combination of reasons a full staff was not hired until early April, 1979, and the first participant was not accepted until the latter part of April, 1979. This four month implementation delay contributed to the Project failing to meet the goal of processing 140 adjudicated delinquentss annually. However, based upon an index of 11.7 placements per month ($140/12$), the Project should have

accepted ninety-four participants (11.7 x 8) by December 31, 1979.

Thus the fifty-eight accepted participants during the evaluation period amount to 62% of that adjusted goal.

Although the selection criteria as stated in the original grant application did not explicitly exclude first offenders, as the Project was designed to provide an alternative to incarceration, those first offenders who would not have been otherwise incarcerated should be excluded from participation. Table 3 revealed that 28% of all participants were first offenders and 74% had no previous convictions, indicating that some accepted participants should have been excluded. Secondly, as youths not adjudicated delinquent were categorically excluded, Table 4 evidenced that 19% of all accepted participants were adjudicated "In Need of Supervision" in direct violation of the selection criteria.

Thirty-one participants (53%) were referred to the Project by Juvenile Court judges with specific amounts of restitution to pay, with the remaining twenty-seven restitution amounts (47%) determined by Project staff. In general, the procedures utilized to determine the monetary loss were judged to be efficient. However, it may be inappropriate to accept participants with less than \$50 restitution to pay into a program which assesses offenders only one-twelfth of the ordered amount per month. Table 5 indicated that 21% of all participants were ordered to pay less than \$4.17 per month restitution ($\$50/12$). It is

questionable whether this insignificant payment could be impactful on participants.

According to the original grant application, the Y.S.A.s were to develop individual supportive service programs on an as needed basis for each participant, to include counseling, recreational, and/or educational activities. Table 11 indicated that participants received between three and four hours of various counseling per month and participated in recreational activities in varying degrees. While communication between the Y.S.A.s and Project staff appeared to be on-going, regular inter-staff meetings could improve rapport and coordination.

The Y.S.A.s are also responsible for placing and monitoring participants in community service work slots. Fifty-six participants (90%) were placed during the evaluation period and, according to Table 7, participants of both Kingsley House and St. Mark's worked a median of 16.5 hours per month, 17% less time than the 20.0 hours per month projected in the original grant application.

All victims were involved with restitution arbitration, each submitting Verification on Loss forms in writing and negotiating quite extensively with the Restitution staff over the telephone and by mail concerning the amount of restitution to be paid. Most victims requested to be kept informed of the participant/offender's progress through Quarterly Narrative reports. Table 12, indicated

that fifty-eight Quarterly Reports were sent to victims and sixty. Verification of Loss forms were received from victims, suggesting a high level of victim involvement. Victim satisfaction is further enhanced by receiving full payment of restitution a few weeks after the participant is accepted by the Project.⁵

E. Cost Analysis

Due to the length of time of full Project operations and the total number of participants completing the program, a cost analysis is not warranted at this time. However, a cost analysis will be included in the second-year preliminary impact evaluation. Table 14, a Financial Status Report submitted by the Project summarizing cumulative programmatic expenses, indicates that program outlays plus unpaid obligations during the grant period from December 1, 1978 to December 31, 1979 were \$164,761.64 in total.

⁵This policy was discontinued in February, 1980.

FINANCIAL STATUS REPORT (H-1)		U.S. Department of Justice, LLEAA					
3. Name and Address of Grantee Organization Orleans Parish Juvenile Court 1000 Howard Ave., Suite 1200 New Orleans, La. 70113		4. Employer Identification No. 72-6000969 W	5. Grantee Acct. No. or Ident. No. 78-ED-AX-0159				
6. Final Report <input type="checkbox"/> Yes (Complete 12b(3) below) <input checked="" type="checkbox"/> No		7. Date of Report <input type="checkbox"/> Cash <input type="checkbox"/> Actual Expenditures					
8. Report Period (Mo., Day, Yr.) FROM 12 01 78 TO 12 01 80		9. Report Period (Mo., Day, Yr.) FROM 10 1 79 TO 10 12 31 79					
10. STATUS OF FUNDS							
PROGRAMS - FUNCTIONS - ACTIVITIES							
	(1)	(2)	(3)	(4)	(5)	(6)	TOTAL
a. Total outlays previously reported (Line 10a from previous rept.)	\$118,148.60						\$118,148.60
b. Tot. program outlays this period	45,646.60						45,646.60
c. Less: Program income credits	8.33						8.33
d. Net program outlays this period (Line b minus Line c)	45,638.27						45,638.27
e. Tot. program outlays to date (Sum of Lines a and d)	163,786.87						163,786.87
f. Less: Non Federal share of program outlays	16,378.69						16,378.69
g. Tot. Federal share of program outlays (Line e minus Line f)	147,408.18						147,408.18
h. Total unpaid obligations	974.77						974.77
i. Less: Non Federal share of unpaid obligations	97.48						97.48
j. Fed. share of unpaid obligations (Line h minus Line i)	877.29						877.29
k. Tot. Fed. share of outlays and unpaid obligations (Line g plus Line j)	148,285.47						148,285.47
l. Tot. Fed. funds authorized	510,046.00						510,046.00
m. Unobligated balance of Fed. funds (Line l minus Line k)	361,760.53						361,760.53
11. Indirect Expenses: a. Type of rate (Mark box) <input type="checkbox"/> Provisional <input type="checkbox"/> Predetermined <input type="checkbox"/> Final <input checked="" type="checkbox"/> Fixed				12. REMARKS (Attach additional sheets if necessary) - See Instructions on Reverse. Prepared By: <u>Marta Cohen</u>			
j. Rate 5%		c. Base \$505,990.00		12a. Planning Grants		12b(1). Block Action Grants	
d. Total Amount \$ 25,300.00		e. Federal Share \$ 22,793.00		12c. Planning Grants		12d. Block Action Grants	
13. CERTIFICATION - I certify that to the best of my knowledge and belief this report is correct and complete and that all outlays and unpaid obligations are for the purposes set forth in the grant award documents.				12e. Planning Grants		12f. Block Action Grants	
Name and Title: <u>Joan B. Armstrong</u>		TELEPHONE: <u>504-586-3907</u>		12g. Planning Grants		12h. Block Action Grants	
Signature of Authorized Official: <u>[Signature]</u>		Date Report Submitted: <u>1/24/80</u>		12i. Planning Grants		12j. Block Action Grants	
LLEAA Form 7160/1 (Rev. 6-76)		Replaces edition of 11-75 which is obsolete.		12k. Planning Grants		12l. Block Action Grants	

IV. CONCLUSIONS AND RECOMMENDATIONS

During the period from December 1, 1978 to December 31, 1979 the Juvenile Restitution Project was established as a dispositional alternative for youths adjudicated in the Orleans Parish Juvenile Court. Approximately 7.3 juveniles per month (58/8) were accepted into the Project during the evaluation period. Although the Court, the Juvenile Division of the District Attorney's office, and the Juvenile Probation office were all aware of the Project, anticipated levels of referrals and participants were not reached. The underutilization of the Project as a dispositional alternative to incarceration seriously limits the cost effectiveness of this potentially impactful program.

Furthermore, since sixteen (28%) participants were first offenders not ordinarily incarcerated, the underutilization of the Project as an alternative was compounded. Since the acceptance of inappropriate participants displaces others for whom the Project could be a real alternative to incarceration, the acceptance of first offenders could be interpreted as negatively impacting Project goals.

Service delivery and community service work placement and management were implemented in an efficient manner by both Y.S.A.s.

However, due to the fact that the Project operated with less than 62% of the maximum placements, both Y.S.A.s should realize that service delivery management will have to accommodate more participants with the same number of staff personnel. Furthermore, data analysis revealed that a significant number of participants were in violation of their restitution contract with the Project. For instance, Table 7 indicated that the median hours worked was 16.5 per month with over 50% of all participants working less than four hours per week. As stated in each restitution contract, all participants were required to work five hours per week and, excessive absences from work are grounds for termination from the Project. As community service work is the primary means for impacting participants, compliance with this requirement is critical to the success of the program.

As this process evaluation primarily discussed procedural activities, effectiveness and impact will be measured in the second-year preliminary impact evaluation. Thus with effectiveness and impact in mind, as a result of systematic analysis and careful study, the following general recommendations have been made:

1. Revise selection criteria explicitly defining appropriate and inappropriate referrals, including categorical exclusion of all first offenders unless the present offense is serious enough to warrant incarceration, and all others not adjudicated delinquent.

In order to reduce the rate of incarceration, youths who would not have been otherwise incarcerated should be excluded from the

Project. Likewise, juveniles having insignificant restitution to pay may be inappropriate, since the primary "treatment" is the payment of restitution.

2. Revitalize the referral process to encourage a larger number of appropriate participants.

As the resources of the Project have been underutilized during the evaluation period, a more intensive recruitment effort is required to maximize the Project's impact. It is suggested that the Project work with the District Attorney's office to identify potential participants early in the judicial process. Programmatic and staff organization was based upon a projected maximum of ninety participants at any one time. Project records indicated that of the eighty-one referrals made during the evaluation period, fifty-eight (72%), were accepted. If the acceptance rate were to remain at 72% the number of referrals would have to increase to 16.3 (11.7/72%) monthly.

3. Enforce participants' compliance with the terms of their restitution contracts more effectively.

As the Project is an alternative to incarceration, a violation of the rules, regulations, or terms of the contract is grounds for removal from the program, return to court, and incarceration. If any participant is permitted to remain in the program while in violation of the contract, not only will impact be minimized for that participant, but

other participants may view this as an opportunity to "beat the system" themselves. It is problematic that even if participants do not work the required twenty hours per month (the actual median was 16.5 hours per month), accrued restitution payments are not proportionately decreased. For instance, a youth who is working only 83% of the required community service hours not only accrues 100% of the monthly restitution payment, but will complete the program in only one-year, in effect "beating the system." It is suggested that if a youth works either more or less than the required hours, restitution payments should be proportionately adjusted and early or late release be utilized as an incentive to work the required hours. However, the enforcement of compliance with Project requirements depends upon accepting appropriate participants.

Specific procedures should be established regarding participants inactive for two months, including documented reasons for such a status, a limited time period for remaining in that status, and explicit causes for either promotion back to active status or removal and referral back to court.

4. Revise the system for determining the work stipend, restitution payment, and incentive allowance, allowing flexibility in the terms according to both the seriousness of the offense and the amount of documented loss.

As an objective of the Project is to make youthful offenders more accountable for their criminal behavior, it appears necessary for the severity of the sanction to approximate the severity of the loss. If all participants are required to work the same number of community

service hours for the same period of time, a participant convicted of a serious offense may deduce that that offense is no more serious than a lesser one. It is suggested that participants convicted of more serious offenses be required to work more hours than participants convicted of less serious offenses.

5. Promote unsubsidized employment as a future component of the Project.

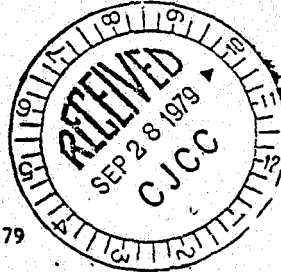
When O.J.J.D.P. funding expires, a restitution program based upon cost efficient unsubsidized employment may be more attractive to the City administration. Additionally, an unsubsidized program may be more impactful on participants since restitution will be paid from actual earnings. However, if unsubsidized employment is implemented in the future, equal access to all eligible juvenile offenders regardless of race, color, creed, sex, ethnic group, or socio-economic status must be guaranteed.

6. Significantly increase the Juvenile Court's support of and responsibility for the success of the Restitution Project.

As the primary source of referrals to the Project is the Juvenile Court, both the quantity and quality of referrals from judges should be increased. In terms of quality, strict adherence to selection criteria aimed at establishing the Project as a true alternative to incarceration should be followed. Furthermore, it is suggested that Project staff have open access to the judges.

V. APPENDIX

A. Letter from Y.S.A. concerning type of participant



September 15, 1979

Ms. Adele Lowe
Juvenile Restitution Program
916 Lafayette Street
New Orleans, Louisiana 70113

Dear Adele,

Recent developments have compelled us to put in writing our concern about the type of referrals we are getting for our Restitution Program. On numerous occasions we have reiterated our belief that the success of the program depends on our offering an alternative to incarceration for juveniles convicted of crimes. Not only is the reduction of commitments to the Department of Corrections a goal of the program, but the very real threat of incarceration will serve as a powerful motivator for a youth to participate actively in the program. On reviewing the referrals we have received, we find that of our 14 clients only 5 of these have records that probably would have resulted in commitment. In fact 7 of our clients have never had a previous conviction and therefore have never even been on probation. Therefore, we are serving as an addition to probation before any additional efforts are indicated rather than an alternative disposition. Further we are losing the motivational aspect with this type of referral. This situation leaves us open to some very real problems. Two of our referrals have already refused, in no uncertain terms, to participate in the program. Their records would not indicate that incarceration is in fact a probable alternative. Yet many other clients are aware of these youths' refusal to participate and are waiting to see what happens. These two youths could be committed as a lesson to those who refuse to participate but in that case our efforts result in raising the number of commitments not decreasing them. Yet if nothing is done, the active clients and other potential clients become aware of the absence of any enforcement power to the program. All of this would have been avoided if referrals were held to those youths whose participation actually was an alternative to incarceration. If they refuse to participate they could be automatically committed.

I am aware that referrals are slow though with the present concern over juvenile crime I am not sure why this situation exists. However, the policy of taking anything we can get seems to be working against the success of the program itself.

If we need to get together to discuss any of these issues, please let me know.

Sincerely,
Cathy Bass
Cathy Bass

B. Suggested Revisions by M.C.J.C.C.

ORLEANS PARISH JUVENILE COURT RESTITUTION PROGRAM

I. GOALS AND OBJECTIVES

A. GOALS

1. Provide a comprehensive program of restitution alternatives for (140) adjudicated delinquents annually.
2. Through a program of restitution, to increase the confidence of victims of juvenile crime in the juvenile justice system.
3. Decrease the number of commitments to the Department of Corrections by 15% over a (3) year period: 5% first year, 10% second year and 15% by the third year.
4. Decrease recidivism among program participants by 25% as compared to comparable youth not involved in the program. Recidivism here means adjudication as delinquent during a one year period after leaving the program.
5. Provide a positive alternative to incarceration for the Juvenile Court Judges.

B. OBJECTIVES

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

B. Suggested Revisions (cont.)

7. Provide an alternative to incarceration for 90 serious juvenile offenders at any one time, for a total of 140 annually.
8. Decrease the number of delinquents convicted of serious crimes and sent to Department of Corrections by 5% per year.

C. SELECTION CRITERIA

1. Orleans Parish youth, ages 14 through 16, who have been adjudicated delinquent at least twice or have four arrests and one conviction which occurred prior to the current arrest and adjudication.
2. Youth must be those who would normally be committed to the Department of Corrections in the absence of alternative programs. Youth who would be incarcerated with the next minor or major offense may also be selected.
3. This excludes youth adjudicated delinquent for murder and rape. Status offenders will also be excluded from participation. Individuals with patterns of violent behavior or those deemed a threat to themselves or to the community will also be excluded from the program.
4. An analysis of the youth's arrest history, suitability for employment and his or her ability to both understand and accept the restitution concept will be utilized in the selection process.
5. Equal access to the program will be assured to all eligible juvenile offenders regardless of race, color, creed, sex, ethnic group or socioeconomic status. This will be achieved by maintaining a proportionate balance between the percentage makeup of the total juvenile arrestee population according to the characteristics listed above and the clients of the OPJCRP.

C. Response from Project concerning revisions

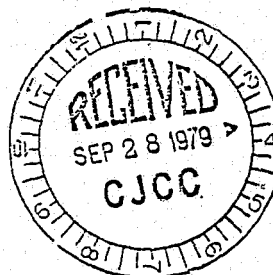


TELEPHONE 522-3384

ORLEANS PARISH RESTITUTION

916 LAFAYETTE ST.
NEW ORLEANS, LA. 70113

September 28, 1979



MEMORANDUM

TO: Mr. Stuart Carroll, Deputy Director, Criminal Justice
Coordinating Committee

FROM: Adele Lowe, Program Coordinator /AL

SUBJECT: Suggested Changes of Program Goals, Objectives, and
Selection Criteria

The Criminal Justice Coordinating Committee recommended to the Orleans Parish Juvenile Restitution Program at a meeting scheduled on Thursday September 20, 1979, that a modification of the goals, objectives and selection criteria is essential in order to grant the juvenile court judges more flexibility in scrutinizing possible referrals for the program. According to CJCC a change is also necessary in order to adhere to OJJDP's National Goals. I feel the revised criteria would decrease the judges flexibility. It would also negate one of OJJDP's National Goals. Explanations of why the criteria is not applicable for the program will be discussed.

The original selection criteria is stated in the Orleans Parish Juvenile Restitution Grant, No. 78-ED-AX-0159, as follows:

Orleans Parish youth, ages 14 through 16, who have been adjudicated delinquent for assault, burglary, theft or auto theft and in some cases armed robbery will be eligible for the program. This excludes youths adjudicated for murder and rape. Status offenders will also be excluded from participation.

C. Response from Project (cont.)

OJJDP has included offenders involved in victimless crimes from restitution programs. If offenders of victimless crimes were eligible to participate in the program, it would negate the concept of restitution. Therefore, it is important that names of appropriate offenses are mentioned in a restitution selection criteria.

The revised selection criteria, No. 1, recommended at the meeting with CJCC and the Restitution Program staff states as follows:

Orleans Parish youths, ages 14 through 16, who have been adjudicated delinquent at least twice or have four arrests and one conviction which occurred prior to the current arrest and adjudication.

It was suggested to me by CJCC that the revised selection criteria would include drug offenders who might be appropriate for the program. According to Gordon Bazemore, National Juvenile Restitution Evaluation Project, drug abuse is considered a victimless crime.

The revised criteria would place more emphasis on the number of prior offenses as opposed to the current offense. The current offense is important in order to determine if restitution should be considered and the seriousness of the present offense is a major determining factor for possible incarceration.

At a recent meeting with the four juvenile judges, they stated that they often sentence first offenders to the Department of Corrections. The determination for incarceration depends on the facts of the case and the seriousness of the offense, as determined in the adjudication process, as well as the youth's prior record. Basing the determination of incarceration on previous offenses negates the adjudication process on which the restitution program is based.

When an offender is referred to the program, the staff investigates basic demographic data and social history, including school history, physical problems and any history of emotional problems. Either Kingsley House or St. Marks Community Center also interviews the offender. The restitution staff and agency then decide if the referred youth is appropriate for the program. With all research at hand on the particular case, the staff is well-equipped to evaluate if the restitution program will provide a positive social impact on the youth.

C. Response from Project (cont.)

Therefore, the restitution program can also serve as preventive medicine for youths who appear to be prime candidates for incarceration at a later date.

The restitution staff has investigated court dispositions in order to ascertain the types of cases referred to the judges. It appears that the juvenile court judges are referring the appropriate offenders to the program. However, the court is already limited to the types of cases it can refer to the program. A sufficient amount of the judges' time is spent with neglect, custody, and adoption cases. Many juvenile offenders are not appropriate for the program due to the youth's age or type of crime. The revised criteria would not increase the judges flexibility, but instead it would decrease what flexibility the judges currently have.

The suggested change in goal three that recommends the specification of reduction in commitments on a yearly basis will be taken into consideration when a grant adjustment is requested. The suggested, additional goal five and objectives seven and eight are implicit in other goals and objectives or restatements of other goals and objectives but will also be taken into consideration.

The purpose of this letter is to document to CJCC the reasons that some of the suggested changes of program goals, objectives and selection criteria recommended to the Restitution staff are not applicable at this time. I would appreciate your written response to this letter in terms of specific reasons why these requested changes should be made and how these changes would improve the program.

We appreciate your concern for the program. We look forward to working with you in providing positive social impact through a reduction of crime in the City of New Orleans.

AL/ww

cc: Eleck Craig, Steve Hunt, CJCC
Joan B. Armstrong, Administrative Judge
Florence Onstad, Judicial Administrator

D. Suggested revisions by
the Project

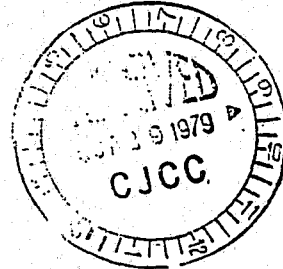


TELEPHONE 522-3384

ORLEANS PARISH JUVENILE RESTITUTION

916 LAFAYETTE ST.
NEW ORLEANS, LA. 70113

October 25, 1979



Mr. Frank R. Serpas, Jr.
Criminal Justice Coordinating Committee
1000 Howard Avenue
Suite 1200
New Orleans, La. 70113

Dear Mr. Serpas:

Attached is a copy of the revised program operating philosophy, program goals and objectives, and program selection criteria. These will be submitted with the Policy and Procedure Manual as adjustments.

I would appreciate any input from you or any member of the staff at CJCC concerning these proposed adjustments, and I would like to request that these comments be placed in writing so that misunderstandings do not arise from verbal communications.

Thank you for your continuing cooperation.

Sincerely,

Adele Lowe

Adele Lowe
Program Coordinator

AL/ww
Enc.

D. Suggested revisions (cont)

II. PROGRAM GOALS AND OBJECTIVES

A. Goals

1. Provide a comprehensive program of restitution alternatives for (140) adjudicated delinquents annually.
2. Through a program of restitution, to increase the confidence of victims of juvenile crime in the juvenile justice system.
3. Decrease the number of commitments to the Department of Corrections by 15% over a (3) year period: 5% first year, 10% second year and 15% by the third year.
4. Decrease recidivism among program participants by 25% as compared to comparable youth not involved in the program. Recidivism here means adjudication as delinquent during a one year period after leaving the program.

D. Suggested revisions (cont.)

5. Provide an alternative to incarceration
for the Juvenile Court Judges

B. Objectives

1. Provide direct or indirect restitution
to (140) victims of juvenile crime
annually in New Orleans.
2. To provide increased rehabilitative services to participating juvenile offenders.
3. To increase the number of effective dispositional alternatives available to Juvenile Court.
4. To provide the public with information on the program aimed at increasing public awareness of and confidence in the juvenile justice system.
5. To increase the employability of participating youth through work-training experience and rehabilitative services.

CONTINUED

1 OF 2

D. Suggested revision (cont.)

4. An analysis of the youth's arrest history, suitability for employment and his or her ability to both understand and accept the restitution concept will be utilized in the selection process.
5. Equal access to the program will be assured to all eligible juvenile offenders regardless of race, color, creed, sex, ethnic group or socioeconomic status. This will be achieved by maintaining a proportionate balance between the percentage makeup of the total juvenile arrestee population according to the characteristics listed above and the clients of the OPJRP.

D. Suggested revisions (cont.)

III. PROGRAM SELECTION/ELIGIBILITY CRITERIA

1. Orleans Parish youth, ages 14 through 16, who have been adjudicated delinquent for offenses where restitution would be appropriate will be eligible for the program. This excludes youth adjudicated delinquent for murder and rape. Status offenders will also be excluded from participation.
2. Youth must be those who would normally be committed to the Department of Corrections in the absence of alternative programs. Youth who would be incarcerated with the next minor or major offense may also be selected.
3. Individuals with patterns of violent behavior or those deemed a threat to themselves or to the community will be excluded from the program.

D. Quarterly Workplan Summaries



TELEPHONE 522-3384

ORLEANS PARISH RESTITUTION

916 LAFAYETTE ST.
NEW ORLEANS, LA. 70113

QUARTERLY WORKPLAN SUMMARIES

I. First Quarter

December 1, 1978 through December 31, 1978

- A. A search committee will be organized by the four Family Court Judges to identify individuals with specific skills necessary to organize and manage the Orleans Parish Juvenile Restitution Program.

II. Second Quarter

January 1, 1979 through March 31, 1979

- A. The Orleans Parish Juvenile Restitution Program will be fully staffed at the end of this quarter.
- B. Office space and equipment will have been secured.
- C. Meetings will be conducted with the Criminal Justice Coordinating Committee, the Youth Service Agencies, the Juvenile Probation Department, and the Family Court Judges. These meetings will be scheduled to discuss programmatic issues that affected the start-up phase of the program.

D. Quarterly Workplan Summaries (cont.)

III. Third Quarter

April 1, 1979 through June 30, 1979

- A. By the end of this quarter it is anticipated that twenty juveniles will be in the Restitution program.
- B. A total of four public engagements will have been made in the community.
- C. Each program participant at this time is expected to have a complete folder indicating work and activity schedule which will best suit his/her needs.
- D. Restitution payments will have been made to more than half of the victims in the program.

IV. Fourth Quarter

July 1, 1979 through September 30, 1979

- A. Approximately forty to fifty offenders will be in the Juvenile Restitution Program by the end of this quarter
- B. Restitution payments by this time will have been paid to approximately thirty to fifty victims.
- C. Quarterly reports on the offender's progress will have been mailed to the victims during this time period.

D. Quarterly Workplan Summaries (cont.)

V. Fifth Quarter

October 1, 1979 through December 31, 1979

- A. It is anticipated that there will be approximately between sixty to ninety participants in the Orleans Parish Juvenile Restitution Program at this time.
- B. The Restitution Program looks forward to some participants terminating for a good cause by the end of this report.
- C. The Orleans Parish Juvenile Restitution Advisory Committee plans to be active in the City of New Orleans. By this date it is anticipated that the Committee will have contributed valuable input to the Juvenile Restitution Program.
- D. Victims who have participated in the Restitution Program will be contacted at this time. They will be asked to evaluate the offender's progress in the program and to submit an explanation to this fact in writing. Consequently, this will act as positive support for the Orleans Parish Juvenile Restitution Program.

E. Verification of Loss Form

Victim's Name _____

Address _____

Phone _____

Offender's Name _____

Verification of Loss Form

This form is to verify that as a result of the actions leading to case # _____ I suffered the damages below:

A. Costs for losses/damage \$ _____

B. I received payment from:

1. Insurance Company \$ _____

2. Victim compensation program \$ _____

3. Other (list separately) \$ _____

TOTAL COMPENSATION \$ _____

C. Total unpaid costs are \$ _____

D. My insurance carrier(s) is/are: _____

E. Place of offense: _____ Date of Offense: _____ Time: _____

F. Please write a summary of how the offense happened. (Continue on back if necessary)

G. Do you want money paid directly to you ☒ or to the Victim's Fund ☒ ?
(check one) _____

H. Do you want to receive Quarterly Progress Reports on the youth?
☒ Yes ☒ No (check One)

I give permission to the personnel of the restitution project to investigate these facts and my loss. I further agree to participate in the evaluation of the Restitution Program.

Signature of Victim

PROJECT USE ONLY

Police report carries loss at \$ _____

Insurance confirms payments of \$ _____

Suggested restitution amount \$ _____

Revised 5-22-79

F. Quarterly Report

ORLEANS PARISH JUVENILE RESTITUTION PROGRAM
916 Lafayette Street
New Orleans, Louisiana 70113

Phone:
522-3384

RE: Name:
Offense:
Date of Offense:

Dear

Thank you for exhibiting an interest in the rehabilitation of the offender, _____. Below you will find a quarterly report on his/her progress in the program. The Juvenile Restitution staff appreciates your cooperation in this matter:

Total Hours of Education from _____ to _____	_____
	Total
Total Hours of Counseling from _____ to _____	_____
	Total
Total Hours of Recreation from _____ to _____	_____
	Total
Total Hours of Prevocational Training from _____ to _____	_____
	Total
Total Hours of Work from _____ to _____	_____
	Total
Summary of Progress	

G. Restitution Contract

ORLEANS PARISH JUVENILE RESTITUTION PROGRAM

MUTUAL CONTRACT

I, _____
agree to follow the Rules and Regulations established by the Orleans Parish Juvenile Restitution Program. I understand that the program seeks to recognize the needs of my victim through monetary repayment for his/her losses, recognize the needs of the community through employment of the youth, and recognize my needs by combining a program of restitution with a program of rehabilitation. I understand and agree to complete the objectives stated in this agreement by my release date. I understand that one of two youth serving agencies will provide me with those services aimed at building my ability for self-support. I understand that where these services are not available referrals will be made to acquire the needed services. I understand that my participation in the restitution program will not be less than six months or more than one year. I understand that I may be terminated from the program after a six (6) months review for good cause which shall take into consideration:

- (1) Attendance records for YSA activities and work;
- (2) Attitude and conduct as judged by the YSA;
- (3) Over-all progress in school and prevocational;

I understand that if terminated after six (6) months for good cause, any financial restitution remaining will be paid by the Restitution Program and that I may continue my participation in any of the activities provided by the youth serving agency if I so desire. I understand that upon my successful completion of the restitution program it will be recommended that my probation period is shortened/ended provided I meet all necessary requirements.

G. Restitution Contract (cont.)

I understand that failure to complete the objectives or failure to follow the Rules and Regulations shall result in removal from the program or disciplinary action to be determined by the court. I understand that failure in any one of the following areas will terminate me from the Restitution Program.

- (1) Failure to cooperate with the Yourth Serving Agency and/or failure to regularly attend YSA classes and activities specified in the restitution contract.
- (2) Three unexcused absences from work during the period of the contract.

Although one unexcused absence will not terminate me from the Restitution Program, the total monthly stipend will be reduced by one-third for each unexcused absence from work.

- (3) Conviction of any other illegal act..
- (4) Psychological or physical problems which prohibit me from participating meaningfully in the program.

If my participation in the program is a condition of probation, I understand that removal from the program will result in a recommendation to the court that probation be revoked and incarceration recommended.

I am aware that the contract I am signing is an individual one; therefore, it has been written to comply with my needs as both an offender and a juvenile.

Restitution Payments

- (1) Time period in effect _____
- (2) Total amount of Restitution _____
- (3) Monthly payment _____
- (4) Date of Payment _____
- (5) Payment made to: Individual _____
Community Fund _____
- (6) Work Hours _____
- (7) Amount offender will receive _____

G. Restitution Contract (cont.)

In witness whereof the parties undersigned have here unto
set their hands and seals this _____ day of _____, 19____.

OFFENDER

PARENT/GUARDIAN

PROGRAM COORDINATOR

PROGRAM ARBITRATOR

YOUTH AGENCY STAFF MEMBER

H. Performance Evaluation

ORLEANS PARISH JUVENILE RESTITUTION PROJECT

PERFORMANCE EVALUATION

YOUTH 'S NAME _____ EVALUATION DATE _____

JOB TITLE _____ DATE WORK BEGAN _____

BUSINESS NAME _____

ADDRESS _____

SUPERVISOR _____ PHONE _____

Read each of the descriptions carefully and place an "X" next to the one that best fits the youth. Entire evaluation should be discussed with youth and forwarded to program counselor.

I. Qualify of Work (How well is work performed?)

- _____ (a) Work consistently shows care
- _____ (b) Work shows some care
- _____ (c) Work is usually sloppy

II. Quantity of Work (How much work does the youth produce?)

- _____ (a) Very Productive
- _____ (b) Finishes the allotted amount of work
- _____ (c) Does an inadequate amount of work

III. Effort (How hard does the youth try?)

- _____ (a) Works to full capacity
- _____ (b) Tries fairly hard
- _____ (c) Does not exert enough effort

IV. Cooperation (How well does youth work with others?)

- _____ (a) Generally helpful and supportive
- _____ (b) Performs share without causing friction
- _____ (c) Usually disruptive to others

V. Responsiveness to Directions (How well does youth accept supervision?)

- _____ (a) Responds consistently well to supervision
- _____ (b) Usually complies with instructions
- _____ (c) Generally resists and sometimes refuses direction

H. Performance Evaluation (cont.)

PERFORMANCE EVALUATION

Page 2

VI. Initiative (How much direction does the youth need?)

- _____ (a) A self-starter; works independently
- _____ (b) Needs some direction and follow-up
- _____ (c) Must usually be told what to do

VII. Judgement (How well does youth make decisions?)

- _____ (a) Consistently makes sound decisions
- _____ (b) Sometimes makes good decisions
- _____ (c) Decisions are generally faulty

VIII. Leadership

- _____ (a) Would excel in a leadership role
- _____ (b) Shows some talent for leadership
- _____ (c) Would not be suitable as a leader
- _____ (d) Unknown

IX. Attendance and Punctuality

(1) Attendance

- _____ (a) Very good
- _____ (b) Good
- _____ (c) Average
- _____ (d) Poor

(2) Punctuality

- _____ (a) Very good
- _____ (b) Good
- _____ (c) Average
- _____ (d) Poor

X. Attitude Toward Leaving Program

- _____ (a) Is anxious to leave
- _____ (b) Is ambivalent about leaving
- _____ (c) Is clearly afraid to leave
- _____ (d) This evaluation is not termination evaluation

XI. Confidence (How would the youth perform on a job interview?)

- _____ (a) Would do well on a job interview
- _____ (b) Would do satisfactorily on a job interview
- _____ (c) Would perform inadequately on a job interview
- _____ (d) Unknown

H. Performance Evaluation (cont.)

TO THE YOUTH:

Your signature is requested here only as an indication that you have seen this report. Your signature is not intended to imply that you agree with the ratings. Feel free to discuss this report with the rater.

YOUTH SIGNATURE

DATE

H. Performance Evaluation (cont.)

EVALUATION COMMENTS

- (1) Did the youth raise any objections to your evaluation? If so, what were the reasons for the objections?
- (2) What skills and work habits do you expect the youth to improve over the next evaluation period? Also indicate if youth accomplished what you projected in your last evaluation, if applicable?
- (3) Have you noticed any problems that might be interfering with the job performance of the youth?
- (4) What training, education, or other service would you recommend to make this youth more "employable"?

Supervisor's Signature

Date

1

J. Memo Changing Stipends



Memo 1

TELEPHONE 522-3384

ORLEANS PARISH RESTITUTION

916 LAFAYETTE ST.
NEW ORLEANS, LA. 70113

May 30, 1979

MODIFICATION OF STIPENDS

The payment of stipends has been modified to more clearly define the needs of the victim and offender. As it was stated in the grant (Please find attached-PAYMENT OF STIPENDS NO. 3)

"In calculating the total monthly stipend, a total of \$36.00 per month has been included for food and transportation: \$24.00 for food and \$12.00 for transportation. This latter amount will be given to the youth by his YSA counselor weekly in the form of bus tokens. The former amount, \$24.00, will be issued directly to the youth monthly. In total then, the youth will directly receive \$44.00 of his total stipend monthly, with transportation expenses and the restitution."

☛ The clients in the program will work a total of 5-10 hours per week. The work hours can be completed within a minimum of days per week. The work sites will be within walking distance of the service provider. (St. Marks or Kingsley House) Therefore, the sum of \$24.00 per month is not needed for food. Also, \$12.00 for transportation is not necessary because of the short distance between work site + *center* and home.

The Juvenile Restitution Program proposes a slight modification of stipends. Instead of the youth receiving \$20.00 a month as an incentive allowance, the youth will receive \$30.00 per month. The additional \$10.00 added on to his monthly stipend will serve as a learning experience in the managing of his own income. Also, as in the case of the "real" world of work, an employee is not given money for transportation to and from work by his employer. The victim will also receive \$30.00 instead of \$20.00 a month. This will clearly define a more equal distribution of income between offender and victim.

J. Memo Changing Stipends (cont.)

(2)

This decision is the result of input from St. Marks, Kingsley House, CJCC Steve Hunt, and the Juvenile Restitution Staff.

cc: Elick Craig, CJCC

K. Correspondence Concerning H.A.N.O.



HOUSING AUTHORITY
of
NEW ORLEANS

918 CARONDELET STREET NEW ORLEANS, LOUISIANA 70130

BOARD OF COMMISSIONERS

ANDREW J. DOUGLAS, CHAIRMAN
DR. W. EARL MAUSEY, VICE-CHAIRMAN
THOMAS J. HEIER, JR., COMMISSIONER
URSULA S. SPENCER, COMMISSIONER
MAURICE KATZ, COMMISSIONER

ELLIOTT J. KEYES, EXECUTIVE DIRECTOR
LOUIS GERDES, ATTORNEY
JOSEPH E. BERRIGAN, ATTORNEY

July 3, 1979

IN REPLY PLEASE REFER TO:
REFERENCE: Psychaud/ac
PROJECT:

FILE: P - 24
Community Services

Ms. Adele Lowe
Orleans Parish
Juvenile Restitution Program
916 Lafayette Street
New Orleans, Louisiana 70113

Dear Ms. Lowe:

This will confirm the conference you had with Mr. J. J. Psychaud,
Director of Community Services, Housing Authority of New Orleans, on
June 19, 1979 wherein the following was agreed.

1. The Housing Authority of New Orleans will work with the Juvenile Restitution Program by supervising approximately 40 juveniles who will work through various housing developments.
2. Work will be in the nature of helping regular HANO employees in the area of Community Services, Maintenance and Management.
3. Youths will work approximately five (5) hours each week for the duration of their restitution.
4. Salaries and fringes will be paid by you. HANO will provide work assignments and supervision.
5. HANO has the right to interview, select, refuse, or dismiss youths whom it feels will not work to the best interest of the agency.
6. Types of assignments will range from office work to general clerical, maintenance, assisting with counseling, delivering flyers and/or brochures, etc..

AREA CODE (504) 525-0781
"An Equal Opportunity Employer"

K. H.A.N.O. (cont.)

-2-

Ms. A. Lowe
Juvenile Restitution Program

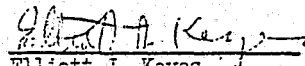
7. Youths will be placed in the Lafitte, St. Thomas, Magnolia, and Calliope Developments initially, then placed in other developments as the need arises.

8. HANO will keep time sheets on all individuals and forward to you periodically.

We look forward to hearing from you concerning the placement of the youths and also a positive working relationship in assisting the youngsters of our community.

Sincerely,

HOUSING AUTHORITY OF NEW ORLEANS


Elliott J. Keyes
Executive Director

cc:
Department Heads
Project Managers
Maintenance Foremen
Family Services Supervisors
File

K. H.A.N.O. (cont.)



TELEPHONE 522-3384

ORLEANS PARISH JUVENILE RESTITUTION

916 LAFAYETTE ST.
NEW ORLEANS, LA 70113

July 3., 1979

Jenard Peychaud
Housing Authority of New Orleans
918 Carondelet Street
New Orleans, Louisiana 70130

Dear Mr. Peychaud:

As per our telephone conversations on July 10 and July 30, and meeting on June 19, 1979, you and I have reached a mutual agreement on a specific statement which has recently been questioned by our evaluator, CJCC. Your letter to me dated on July 3, reads as follows:

The Housing Authority of New Orleans will work with the Juvenile Restitution Program by supervising approximately 40 juveniles who will work through various housing developments.

I explained to you at the meeting on June 19, 1979, that the number of the work slots will remain flexible according to the needs of the offender. For example, Kingsley House and St. Marks have been successful in obtaining numerous employment positions which will provide a variety of pre-vocational experiences for each youth in the Juvenile Restitution Program. Consequently, the Housing Authority might be providing ten (10) or fifteen (15) work slots with St. Marks providing forty (40) work slots and Kingsley House providing thirty-five (35) work slots.

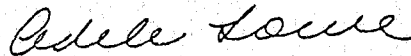
K. H.A.N.O. (cont.)

(2)

As a result of this discussion the phrase, "approximately 40", will be used in order to give the Juvenile Restitution Program some latitude in selecting a variety of work slots to benefit the individual needs and abilities of youthful participants.

I am looking forward to hearing from you in regards to this letter.

Sincerely,



Adele Lowe
Program Coordinator

cc: Steve Hunt, CJCC
(cc: Original letter from HANO)

K. H.A.N.O. (cont.)

HOUSING AUTHORITY OF NEW ORLEANS
918 CARONDELET STREET
NEW ORLEANS, LOUISIANA 70130

August 1, 1979

Ms. Adele Lowe
Program Coordinator
Orleans Parish
Juvenile Restitution Program
916 Lafayette Street
New Orleans, Louisiana 70113

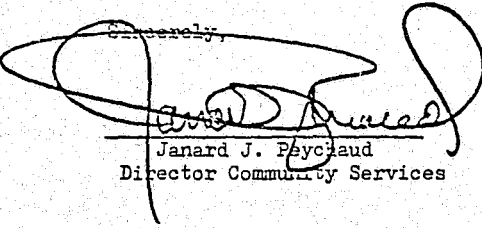
Dear Ms. Lowe:

Receipt is acknowledged of your letter of July 30, 1979 concerning the number of work slots the Housing Authority of New Orleans will utilize in your program.

This will confirm our agreement that even though we have indicated approximately 40 juveniles will work throughout the developments, the number of work slots will remain flexible according to the needs of the offender. This will further confirm the fact that the phrase "approximately 40" will be used in order to give the Juvenile Restitution Program some latitude in selecting a variety of work slots to benefit the individual needs and abilities of youthful participants.

I trust that this will assist you with your program.

Sincerely,



Janard J. Pyschlaud
Director Community Services

cc:
Executive
Administrative
File

K. H.A.N.O. (cont.)

HOUSING AUTHORITY OF NEW ORLEANS
918 CARONDELET STREET
NEW ORLEANS, LOUISIANA 70130

September 13, 1979

Reference: Peychaud/ac
File : P - 24

MEMORANDUM

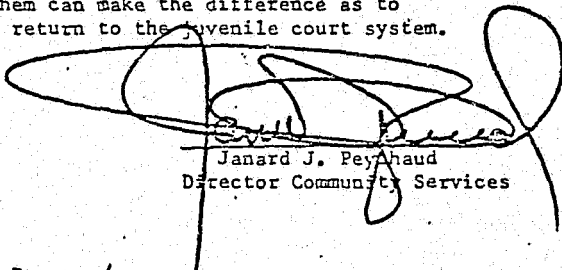
To: Family Services Supervisors
Project Managers
Maintenance Foremen

From: J. J. Peychaud

With reference to this agency's agreement with the Orleans Parish Juvenile Restitution Program, you are reminded that if you choose to select youths to work in your area, the jobs you wish them to perform should be meaningful so as to teach them basic skills in preparation for the job market.

On occasion, it has been reported that youths are not performing meaningful tasks, resulting in boredom, idleness and in one case mischief behavior.

The experiences you give them can make the difference as to whether they enter the job market or return to the juvenile court system.



Janard J. Peychaud
Director Community Services

cc:
Ms. Adele Lowe, Juvenile Restitution Program
Executive
Administration
Department Heads
File

Meeting/Place Description

Juvenile Advisory Committee at Jewish Community Center. I gave a speech describing the Juvenile Restitution Program. There were many questions asked, and the Committee expressed an interest in the program.

Talent Bank for Women was created by Governor Edwin Edwards. The Purpose of the Bank is to increase the number of women appointed State Boards and Commissions. I discussed the philosophy of the program, and people asked various questions about the program. The meeting was held at Loyola University.

Women in Crisis Town Meeting New Orleans was created by the institute of Cultural Affairs. We discussed the following problems facing women in New Orleans in 1979: 1. personal safety 2. provision of human services and programs for women 3. more political power 4. better employment opportunities 5. more flexible role definition. The meeting was held at the YWCA Tulane Ave.

Town meeting: New Orleans Women Affecting Community. Men and Women discussed the following concerns for the city of New Orleans: Roles, values, economics, crime, politics. Most of the conversations centered around the problem of crime in New Orleans. This group of seventy men and women met at the Jewish Community Center on St. Charles.

Various People Present

Ms. Frierson
Bob Donnaly- Dir. of Diversionary Program
Isrial Sidney-Dir. of Juvenile Probation

Pat Evens-Dir. of Louisiana Bureau for Women
Beverly Favre-Dir. of New Orleans Office for Women
Dr. Claire Anderson of Loyola University

Betty Spencer-Pontchartrain MHC
Adriane Ma Clanie NASW
Phyllis Nabonne-Minority Women

1. Beverly Favre, Mayor's Bureau for Women
2. Carolyn Ford, Central City
3. Mildred Young, Irish Channel
4. Rose Loving, New Orleans Public School Board Member.

Date

Tuesday, April 24, 1979
7:30 P.m. - 9:30 P.M.

Saturday, May 5, 1979,
9:30 A.m. - 12:30 P.M.

Thursday, May 31, 1979
7-10:00 p.m.

Thursday, June 7, 1979
7:30-10:00 P.M.

Meeting/Place Description

Lower Franch Quarter Anti
Crime Meeting. Vieux Carre
Motor Lodge, 920 N. Rampart
Speakers discussed the problem
of crime in the French Quarter
and New Orleans.

New Women's Network
Women initiated a new organization
interested in the growth of women
in various jobs in the City of New
Orleans.
The meeting was located at De Paul
Hospital in the Chapel.

WQUE, Stereo 93, 1440 Canal Street
New Orleans, La., Ten Second Time
Slot for Public Service Announcement

WBYS-FM, Plaza Tower Bldg.
1001 Howard Ave., 38th Fl.
Public Service Announcement
about Juvenile Restitution
Program

WWIW Sun Broadcasting
P.O. Box 53395, New Orleans, La.

Various People Present

District Attorney, Harry Connick
City Attorney's Office

Women from the public and private
sections in New Orleans

Bruce J. Corne

Public Service Director

Public Service Director

Date

Wednesday, July 18, 1979
7:00-9:00 P.M.

Monday, July 23, 1979
5:00-7:00 P.M.

Friday, July 27, 1979

Monday, July 30, 1979

Monday, July 30, 1979

Meeting/Place Description

WNOE, FM Stereo, 529 Bienville St.
New Orleans, La.
Public Service Annoucement about
Juvenile Restitution Program.

WRNO, FM Stereo, 3400 Causeway Blvd.
Metairie, La.
Public Service Annoucement about
Juvenile Restitution

Third Governor's Conference on
Juvenile Justice. People met in
Metairie, La. at the Landmark Motor
Hotel to discuss issues which face
youth in the Juvenile Justice field.

Womens' Network, Women of various
social agencies met to discuss the
problems facing women today.

Vieux Carre' Action Association
Andrew Jackson Restaurant

Women's Network
De Paul Hospital

Kiwanis Club Presidential Meeting
Regency Restaurant, Veterans Blvd.

Various People Present

Cristy Tipton

Kenny Nagim

Speakers from LEAA and in
other related areas

Vieux Carre' Shop Owners
and residence

Candidates for political
offices

Kiwanis Club Presidents
of New Orleans Area

Date

Wednesday, August 8, 1979

Wednesday, August 8, 1979

Monday, September 10, 1979
through Thursday, Sept. 13,
1979.

Monday, September 17, 1979
5:00-7:00 p.m.

Wednesday, October 10, 1979
11:45 A.M. - 2:00 P.M.

Monday, October 15, 1979
5:00-7:00 P.M.

Monday, October 22, 1979
7:00-8:00 P.M.

<u>Meeting/Place Description</u>	<u>Various People Present</u>	<u>Date</u>
Kiwanis Club Moisant Meeting Hilton Airport Inn	Kiwanis Club members	Tuesday, October 30, 1979 7:00-8:30 A.M.
Grace Episcopal Church 3700 Canal Street	Church Members	Tuesday, November 6, 1979 11:00-12:00 P.M.
Health Fair; SUNO Campus	Representatives from Health Services	Saturday, November 17, 1979 10:00 A.M.- 3:30 P.M.
Orleans Parish Prison Thanksgiving Day	Elderly Citizens	Thursday, November 22, 1979 11:00-2:00 P.M.
Mid City Kiwanis Club Meeting Jo Lenfants Restaurant	Mid City Kiwanis Club Members	Thursday, December 6, 1979 11:30 a.m. - 1:30 p.m.
Vieux Carre Action Association Tortoricis Restaurant	Vieux Carre Action Members	Friday, December 7, 1979 11:30 a.m. - 2:00 p.m.

END