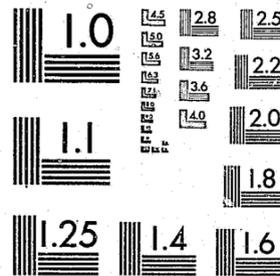


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TWO-YEAR REPORT ON THE NATIONAL  
EVALUATION OF THE JUVENILE RESTITUTION INITIATIVE:  
AN OVERVIEW OF PROGRAM PERFORMANCE

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TWO-YEAR REPORT ON THE NATIONAL  
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June, 1982

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## PREFACE

As a major report of the national evaluation of the Juvenile Restitution Initiative, this report reflects the efforts of the entire staff of the evaluation, including many of those no longer at the Institute of Policy Analysis. In addition, there are others involved in the initiative-- such as project directors, staff at NIJJD and OJJDP, and members of the technical assistance team at the National Office for Social Responsibility-- whose cooperation and assistance have proved invaluable.

Among the IPA staff, no one's contribution to this document was greater than that of research associate William R. (Bill) Griffith. Bill performed most of the data analysis contained in this report and was solely responsible for analyzing the MIS data and conducting the successful completion study. Anne L. Schneider prepared the sections on offense/offender seriousness and in-program reoffense rates, while Michael J. Wilson did the cost study. Peter R. Schneider wrote the introduction and conclusions, and prepared the section on restitution program models. He and Anne determined the form of the report, decided upon its contents and acted as editors.

Persons who have never processed data in the volumes generated by this evaluation would find it difficult to appreciate the effort involved. On each of the more than 17,000 cases in the MIS file, there are more than 190 variables or discrete pieces of information. On this file alone, then, there are more than three million separate items. Those items were examined, coded, and prepared for keypunching by research assistants Kathy Chadsey, Mary Beth Medler, Bill Staples, Barbara Seljan, Colleen Cleary, Janet Valade, Liz Tildesly, and Paul Reiter. If these people acted a little

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crazy on Friday afternoons, no one can say they didn't have a right to. Programmer Jerry Eagle is primarily responsible for storing and retrieving all the data and works closely with Bill Griffith on data analysis problems.

Of those outside IPA, whose help has been so crucial, special mention must be made of Douglas Dodge who, as OJJDP's program manager for restitution, has essentially "run" the initiative. In the opinion of many, Doug preserved the integrity of the initiative by insisting upon compliance with guidelines in the face of pressure to soften, for example, the criteria for referrals. At the same time, his tireless work for the initiative, and his continual good cheer, helped smooth out a lot of rough spots.

The national evaluation was extremely fortunate to have as its project monitor Pamela Swain of the National Institute of Juvenile Justice and Delinquency Prevention. Pam, always conscious of the need to maintain the highest possible standards of scientific inquiry, represented the interests of the evaluation whenever necessary. Equally important, she strived against overwhelming odds to ensure that the evaluation had the resources it needed to faithfully execute the research design.

Gerry Waldron, head of the restitution technical assistance team at NOSR, worked untiringly to make sure that restitution as a disposition for juvenile offenders was given every chance to succeed. If it were to fail, he insisted, let it fail of its own accord and not as a result of bad planning, poor management, or inadequate resources. He was ably assisted in his efforts by Joseph Lynch and David Smiley.

This report would not have been possible without the cooperation of the project directors, for it was upon them and their staffs that the burden of collecting the MIS data ultimately fell. Since all cooperated,

all helped; however, there were a few whose advice and assistance at the outset was particularly useful. These included June Logan and Anne Asplund of Oklahoma City; Joyce Hooley and Christine Deane of Quincy, MA; Dennis Maloney of Wisconsin; Calvin Remington of Ventura, CA; Merry Hofford of Charleston, SC; and Donna Gilbeau of Portland, ME. All had suggestions concerning revisions of the MIS forms and uses for the data, and their contributions were valuable.

This list is undoubtedly incomplete. The contributions of some persons, certainly, were overlooked here, and to them we apologize. Other persons assisted primarily with the evaluation in the experimental sites, and their help will be noted in future reports.

PRS  
Eugene, Oregon

June, 1982

## INTRODUCTION

In February, 1978, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) began soliciting proposals for a major initiative entitled "Restitution by Juvenile Offenders: An Alternative to Incarceration."<sup>1</sup> Copies of the program announcement were sent to more than 10,000 juvenile justice organizations--including juvenile courts, state and local planning agencies, social service agencies providing probation services, youth employment organizations, and so forth. After a two-stage application process, grants were awarded to 41 separate projects located in 26 states, Puerto Rico, and the District of Columbia. Six of the grants were awarded to statewide agencies or organizations which, in turn, funded restitution programs at the local level. Altogether, the juvenile restitution initiative provided support for 85 programs--all but a few of which were created as a direct result of the federal funds.<sup>2</sup>

The framers of the initiative envisioned the program as a major research and development effort designed to support and experiment with the use of restitution as an alternative to traditional dispositions for young offenders, and specifically as an alternative to incarceration. The major goals of the program were set forth as follows:

- (1) A reduction in the number of youth incarcerated.
- (2) A reduction in recidivism of those youth involved in restitution programs.
- (3) Provision for some redress or satisfaction with regard to the reasonable value of the damage or loss suffered by victims of juvenile offenses.
- (4) Increased knowledge about the feasibility of restitution for juveniles in terms of cost effectiveness, impact on differing categories of youthful offenders, and the juvenile justice process.

- (5) An increased sense of responsibility and accountability on the part of youthful offenders for their behavior.
- (6) Greater community confidence in the juvenile justice process.

Reflected in these goals are several specific concerns:

First, attention in this initiative clearly is directed toward the more serious offender--the juvenile who has had prior contact with the police and/or the court or who has committed a crime which would place him or her in jeopardy of incarceration. By requiring that referrals to restitution programs be limited to adjudicated delinquents, and by emphasizing that the programs be used as alternatives to incarceration, the initiative obviously is targeted at a particular type of juvenile offender.

The second objective--a reduction in recidivism--reflects the traditional concern of juvenile justice authorities in preventing future delinquent behavior by youths involved in the programs.

In contrast, the third and fifth goals are not commonly addressed in juvenile justice systems and are more directly relevant to the unique characteristics of restitution approaches.

These goals suggest that participation in a restitution program will have positive effects on both offenders and victims. Through direct restitution or community service, offenders are expected to experience an "increased sense of responsibility and accountability" (objective 5); and victims, by receiving redress or satisfaction with regard to their damage or loss (objective 3), should manifest improved attitudes toward the juvenile justice system. The sixth objective indicates a concern about community attitudes toward the juvenile justice process and the expectation that restitution programs might be more effective than other approaches in

gaining community confidence.

The fourth goal of the initiative clearly highlights the experimental nature of the federal program and the desire by federal officials to test the effectiveness of restitution for juvenile offenders. This objective contains three other important aspects. First, the federal officials were concerned about the impact of restitution programs on the juvenile justice process as a whole. One important issue was whether the implementation of the program would, as an unintended and unwanted consequence, "widen the net" for juvenile offenders and ensnare more youth in the system. This could occur if juvenile authorities view restitution as an attractive disposition and, as a result, begin to increase the number of petitions filed and the number of youths adjudicated. On the other hand, there was concern about whether juvenile court judges would use restitution as an alternative disposition even when it was made available to them. Second, the objective suggests that the effectiveness of restitution may differ by category of juvenile offenders. In other words, there is the presumption that different types of justice system responses may be needed for different kinds of offenders. Third, concern is expressed about the cost-effectiveness of restitution as compared with other, more traditional, juvenile court dispositions. A related issue is the cost of different kinds of restitution programs and, especially, the cost effectiveness of different program components.

To address the specific interests expressed in the objectives--as well as other important research questions--the national evaluation of the juvenile restitution initiative is divided into three major components:

The first component is designed to assess the impact of restitution (or involvement in a restitution project) on both offenders and victims.

So that the unique effects of restitution can be isolated, experimental research designs--requiring the random assignment of offenders and their victims into experimental and control groups--have been established in six project sites: Ventura County, California; Dane County, (Madison), Wisconsin; Oklahoma County, Oklahoma; Clayton County, Georgia; Ada County, (Boise), Idaho; and Washington, D.C. This segment of the evaluation focuses on outcome measures such as rates of recidivism and attitudinal shifts, and involves comparisons between restitution and nonrestitution dispositions; programmatic restitution and nonprogrammatic restitution; and restitution as a sole sanction vs. restitution coupled with other types of juvenile court dispositions. Most of the data for this component have been collected and currently are being analyzed; reports on these topics will begin appearing in 1983.

The second component deals with the initiative as a whole and seeks to assess its progress according to selected short-term performance measures. Reported in this segment of the evaluation are indicators of project activity, such as the number of referrals and the amounts of restitution ordered and paid; and indicators of offender performance, such as the proportion of restitution orders successfully completed and the proportion of referrals who commit new offenses while still in the project.

This component also provides the data describing the offenders, victims, and the type of offenses resulting in referrals. From these data are drawn indications of the socioeconomic characteristics of offenders; the "seriousness" of their delinquent activity and, hence, likelihood of incarceration; and the proportion of victimizations involving persons rather than businesses or public institutions.

The third component of the evaluation addresses the policy issues associated with the initiative. These issues fall into several different categories, including organizational questions, implementation problems, and costs. It is important to know, for example, whether the myriad ways of organizing restitution programs make any difference. Examined, here, are the types of restitution projects brought about by the initiative, their location in the juvenile justice system, and the different components or services included. These aspects of restitution programming can be compared with one another according to indicators of performance and, it is hoped, statements can be made concerning which components seem to be more successful. Implementation issues involve such things as the time it takes for restitution projects to get started, the integration of the new services into the operations of the court, and the types of changes in court policies required to accommodate the project. Finally, questions of costs include not only an assessment of the costs of projects funded by this initiative but, more importantly, how much it would cost other jurisdictions to operate restitution projects using their own resources.

This report focuses on the second two components of the evaluation. Based primarily on data collected through the Management Information System, it documents the progress and accomplishments of the initiative as a whole during the first two years. Included is information on the types of offenders and victims, the amounts of different kinds of restitution ordered and paid, the rates of successful completion of restitution orders, the incidence of reoffending, and so forth. The report is intended to be the definitive statement on the activities of the initiative.

Readers will note that the number of cases varies from section to section

and table to table. The reason for this is that certain categories of cases are included in some analyses and excluded in others. Transfer cases, for example, are included in counting the number of referrals, but excluded in assessments of the seriousness of offenders. Table 1.1 explains the variations in N-sizes and outlines the decision rules used in different analyses.



TABLE 1.1 A SUMMARY DESCRIPTION OF VARIATIONS IN N SIZES

<u>Topic</u>	<u>Transfer Cases Included?</u>	<u>Project-identified Ineligibles Included?</u>	<u>Open Cases Included?</u>	<u>All Sites Included?</u>	<u>Other</u>	<u>Maximum N of Cases</u>
Analysis of the MIS Data	Yes	Yes	Yes	Yes		17,354 referrals 15,427 closures
Seriousness of Offenses and Offenders	Not in computing the % of referrals meeting different seriousness standards	Not in computing the % of referrals meeting different seriousness standards	Yes	Yes		17,354* - 14,270
Analysis of In-Program Reoffense Rates	Yes	No	Yes	Yes	No status, traffic or probation violation reoffense cases included	15,192
Successful Completion Rates	Yes	Not in computing the rate of successful completion	No	Yes		15,427* - 13,681
Costs of the Juvenile Restitution Initiative	Yes	Yes	Varies	No	Westfield, MA Concord, NH Red Lake, MN Camden, NJ Snohomish, WA Washington State excluded Western, AR excluded in some instances	15,393

\*These figures are ranges. The maximum number of cases for these topics will vary depending on the specific variables being included in the analysis.

MODELS OF RESTITUTION: AN OVERVIEW OF THE  
DIFFERENCES AND SIMILARITIES AMONG FUNDED PROJECTS

Introduction

The types of restitution projects which emerged as a result of the OJJDP initiative depended, in large part, upon the constraints imposed by the federal guidelines, the philosophies of the applicants regarding the purposes and primary beneficiaries of restitution, and individually-held "theories" concerning the causes of juvenile delinquency. The guidelines set the parameters for the target population and, to some extent, shaped the methodology of the program; however, beliefs about restitution and delinquency had greater impact, and in fact account for most of the major differences among projects.

In specifying the target population to be served by the restitution initiative, the guidelines were emphatic in insisting that referrals to projects funded by the program be serious offenders. They required, first of all, that projects accept only adjudicated juvenile offenders, and second, that referrals be in serious jeopardy of incarceration.<sup>1</sup> Specifically declared ineligible were status offenders and those adjudicated for "victimless" crimes, e.g., substance abuse. The crime of non-negligent homicide also was excluded, presumably because it poses a particularly difficult case for restitution.

While applicants generally were free to shape their own programs, the guidelines made it clear that certain components were desirable and that certain procedures would not be allowed. For example, the guidelines made specific reference to the use of restitution as a sole sanction, provision of public service jobs and other employment opportunities, the use of

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arbitration or mediation in determining the amount of restitution ordered, and the involvement of victims in the restitution process. Moreover, limitations were placed on the use of OJJDP funds for subsidizing employment and paying restitution. The form of many restitution projects, therefore, was influenced by the guidelines.

However, beliefs among the applicants regarding the purposes of restitution and the causes of juvenile delinquency undoubtedly had even more to do with the forms, or models, of restitution projects in the initiative. These beliefs trigger a chain of decisions affecting the types of services ordered, and to whom; the types of restitution required; the types of clients desired; the role of different parties in the restitution process, and so forth.<sup>2</sup> For example, if victims are considered the primary beneficiary of a restitution program, then victims are likely to be offered additional services; the preferred form of restitution would be monetary payments to victims (rather than community service); and the eligibility criteria for offenders would be broad in order to maximize participation and hence serve larger numbers of victims.

Besides the content of the federal guidelines and the beliefs of the applicants, other variables also can influence the form of a restitution project. These include such things as the type of agency operating the project; its location (both physical and administrative) within the juvenile justice system; its relationship with the juvenile court, and so forth.

One of the goals of the national evaluation of the juvenile restitution initiative is to determine whether different "models" of restitution are associated with measures of project performance, such as completion rates and recidivism. It is important to know, for example, whether projects which devote considerable resources to finding and holding jobs for offenders do as

well in terms of providing restitution to victims as projects which give offenders little or no assistance.

Before an analysis of the impact of differences in restitution models can be undertaken, however, a considerable amount of work remains to be done on the determination and classification of those differences. This section will attempt to describe the projects in the initiative in terms of some of the programmatic differences and, it is hoped, lay the groundwork for a more analytic approach when the data have been refined.

#### Organizing for Restitution: An Overview

Information on selected aspects of the 85 projects funded under the restitution initiative is displayed in Tables 2.1 through 2.6. The data were collected through a questionnaire administered over the telephone to members of the project staffs -- usually the project directors. The questionnaire initially was administered in March, 1979, and updated versions of the instrument were administered in February, 1980 and March, 1981. Repeated administrations of the questionnaire were intended to clarify existing information and collect new data on any changes that had occurred in staffing or organization.

Data on the orientation of the restitution projects -- whether they are intended to serve primarily victims or offenders -- is displayed in Table 2.1. While persons and agencies who operate restitution programs are reluctant to state an orientation for their services -- and in fact generally are inclined to say they serve offenders and victims equally<sup>3</sup> -- the data indicate a distinct tilt toward offenders: 94 percent of the OJJDP-funded projects help offenders find work to pay restitution, and more than half offer counseling services as well. Victim services are provided by 84 percent of the projects, with the bulk of these (77 percent) being assistance in documenting the amount of loss.

TABLE 2.1 ORIENTATION OF RESTITUTION PROJECTS

PROJECT COMPONENT	% YES	% NO
<u>Services to Offenders (excluding employment)</u>		
Counseling	54%	46%
Vocational Training	30	70
Special Education	17	83
Recreational	18	82
Transportation	34	66
<u>Work-Related Offender Services</u>		
	(94)	(6)
Project Arranges Guaranteed Jobs	28	72
Project Helps Offender Find Job	61	39
Project Subsidizes Employment	70	30
Project Attempts Permanent Placement	58	42
<u>Services to Victims</u>		
	(84)	(16)
Counseling and Support	23	77
Assistance in Documenting Loss	77	23
Assistance with Property Return	24	76

Subsidized employment (full or partial) is the most popular work-related service provided for offenders, with assistance in finding jobs second and guaranteed employment a distant third. More than half (58 percent) of the projects attempt to place youth in permanent jobs after restitution has been paid. The emphasis on employment reflects not only the need of the offender to earn money to pay restitution, but also the widespread belief -- incorporated into many projects -- that youths with paying jobs are less likely to engage in delinquent behavior.

The role of different parties in the development of the restitution plan is indicated by the information in Table 2.2. These data, like those in the previous table, help to reveal the orientation of the project. For example, projects which view their primary mission as the rehabilitation of young offenders are more likely to tailor plans to meet the offender's needs and provide the offender participation in the development of the plan. Projects oriented more toward victims would provide maximum victim representation and be more likely to implement and enforce orders handed down by the judge.

Again, the data disclose a definite pro-offender orientation: Most projects require community service in lieu of or in addition to monetary restitution, and two-thirds develop the restitution plan and present it to the court. More than 80 percent provide a role for the offender in the development of the plan. A strong role for the victim -- meaning formal representation of his or her interest and participation in a mediation session -- is provided in about one-third of the projects.

Table 2.3 shows how victim loss and the amounts of restitution -- both monetary and community service -- are determined. Many projects believe -- justifiably or not -- that the victims of a crime will overestimate the amount of their losses (in fact, this was mentioned most frequently by projects as

TABLE 2.2 DEVELOPMENT OF RESTITUTION PLAN

<u>PROJECT COMPONENT</u>	<u>% YES</u>	<u>% NO</u>
<u>Type of Restitution</u>		
Monetary	94%	06%
Unpaid Community Service	82	18
Direct Victim Service	42	58
<u>Role of Project</u>		
Project Develops Restitution Plan	67	33
Project Implements Court Order	25	75
<u>Youth Has Role in Development of Plan</u>		
	81	19
<u>Victim's Role in Development of Plan</u>		
Victim's Interest Represented	31	69
Victim-Offender Mediation	29	71

TABLE 2.3 DETERMINATION OF RESTITUTION ORDERS

<u>PROJECT COMPONENT</u>	<u>% YES</u>	<u>% NO</u>
<u>Victim Loss Determined By:</u>		
Official Police Estimate	63%	37%
Documentation from Victim	76	24
Victim Estimate	37	63
Insurance Company Documentation	55	45
Project Estimate	17	83
Court Estimate	19	81
No Loss Information Obtained	5	95
<u>Monetary Restitution Determined By:</u>		
Victim Loss Primarily	80	20
Victim Loss and Offense Seriousness	9	91
Victim Loss, Offense Seriousness & Priors	6	94
Offender's Ability to Pay	28	72
Other	4	96
<u>Community Service Orders Determined By:</u>		
No Fixed Guidelines	53	47
<u>Guidelines Based On:</u>		
Matrix Sentencing Standards	41	59
Offense	86	14
Priors	83	17
Victim Loss	41	59
Offender's Age	31	69

a problem in the provision of victim services). Therefore, documentation -- by the victim, police, or insurance company -- usually is required as a measure of victim loss.

The amount of victim loss is the primary determinant of the amount of monetary restitution in 80 percent of the projects, while in 28 percent the offender's ability to pay also is taken into account. Rarely, in cases involving monetary restitution, are the seriousness of the offense and the offender prior delinquency considered. Cases involving community service, however, seem different. While there are no fixed guidelines for the determination of a community service order in 53 percent of the projects, those which have guidelines rely heavily on the seriousness of the offense and the number of priors. Probably, offense seriousness and priors are given greater weight in these cases because the amount of victim loss is small.

Project components involving organization and case management are displayed in Table 2.4. The predominant role of probation is indicated by the finding that more than half the projects are located in or alongside probation departments; most offenders are on probation while satisfying restitution requirements; and probation officers usually supervise project clients who are on probation. On the other hand, probation officers usually are not free to change the terms of the restitution order: they have authority to modify the order in only 16 percent of the projects, and in only one site can they unilaterally vacate or void the requirement.

Most restitution projects see their clients at least once each week, and 92 percent see their clients at least once each month. If an offender fails to make restitution, through his or her own volition, the usual sanction is commitment to an institution or a state agency which operates institutions. Use of commitment as the major sanction for non-compliance is

TABLE 2.4 ORGANIZATION AND CASE MANAGEMENT

<u>PROJECT COMPONENT</u>	<u>% YES</u>	<u>% NO</u>
<u>Restitution Project Located With:</u>		
Probation or Juvenile Bureau	51	49
Non-Profit Agency	20	80
Non-Judicial City or County Office	16	84
Other or Mixed	13	87
<u>Offenders are on Probation:</u>		
Always	58	42
Sometimes	41	59
Never	1	99
<u>Probation Supervised By:</u>		
Probation Officers	77	23
Restitution Project	14	86
Both	7	93
<u>Modifications in Order Permitted</u>	73	27
<u>Modification Authority Held By:</u>		
Judge	74	26
Restitution Project	26	74
Probation	16	84

TABLE 2.4 (continued)

<u>PROJECT COMPONENT</u>	<u>% YES</u>	<u>% NO</u>
<u>Project Has Contact With Youth:</u>		
Daily	9	91
At Least Once a Week	61	39
At Least Once a Month	92	8
Varies	7	93
None	1	99
<u>Sanctions for Non-Compliance</u>		
Commitment	72	28
Contempt Citation	4	96
Warning from Judge	33	67
Extended Probation	12	88
Termination from Project	16	84

another indication that most projects are adhering to the intent of the initiative by using restitution as an alternative to incarceration.

Table 2.5 presents information which summarizes the positions taken by the projects on a number of programmatic and operational issues relating to restitution. According to the data, offenders usually remain on probation for awhile after restitution has been paid, and parents are discouraged from helping their children with the payments. While a variety of mechanisms have emerged for the manner in which money changes hands, in only a few projects does the youth pay the victim directly -- probably because victims prefer to minimize contact with the offender. On other policy matters, projects tend to hold multiple co-offenders equally liable for restitution, and the majority report they will not permit insurance companies to enter claims for restitution.

Changes in the restitution projects or their environments during the periods they were operating on federal funding are shown in Table 2.6. A surprisingly large number of projects (35 percent) have had at least one new director, and 41 percent have experienced changes in service-delivery personnel such as counselors. However, these staff changes do not appear to have been accompanied by changes in the projects or their operating policies. Only a few projects have added or deleted services to victims and offenders, and the policies covered in the survey were relatively stable.

#### Summary and Conclusions

What has been reported in this section is merely a broad overview of the variation in projects funded by the National Juvenile Restitution Initiative. The similarities in the projects can be attributed to the guidelines and the requirements for federal funding, but the differences clearly are

TABLE 2.5 PROGRAMMATIC AND OPERATIONAL ISSUES

ISSUE	% PROJECTS
Is probation ended or reviewed when restitution is paid?	
Yes	24%
Not necessarily	47
No	4
NA	1
Hardly ever, rare	24
Are parents permitted to pay youths' restitution?	
Permitted	30
Discouraged	49
Prohibited	18
NA, no monetary restitution	3
How does project recommend that restitution be divided among co-offenders?	
Evenly	69
Proportionally	14
Varies	13
Other	4
How are restitution payments made to victim?	
Youth pays victim directly	3
Youth pays project	24
Youth pays other agency	29
Project to victim (youth does not handle money)	34
Varies or DK	5
What does project intend to do about claims from insurance companies?	
Will pay insurance companies	30
Will pay victim full amount including insurance	1
No policy	0
Will not pay insurance	64
Case-by-case consideration	4

TABLE 2.6 CHANGES IN RESTITUTION PROJECT OR ENVIRONMENT

PROJECT COMPONENT	% YES	% NO
<u>Changes in Restitution Project Staff</u>		
Project Director	35	65
Assistant Project Director	24	76
Service Deliverers	41	59
Other	27	63
<u>Changes in Court Personnel</u>		
Judge	34	66
Court Administrator	7	93
Director of Juvenile Court Services	4	96
Prosecutors	7	93
Other	18	82
<u>Changes in Policies</u>		
Parents' Role in Paying Restitution	11	89
Payment of Insurance Companies	14	86
Amount of Earnings Kept by Youth	20	80
Maximum Amount of Restitution	21	79
<u>Changes in Project Components</u>		
Added Offender Service	13	87
Deleted Offender Service	11	89
Added Victim Service	8	92
Deleted Victim Service	3	97

due to the different perspectives people have on restitution and juvenile delinquency. The great majority of these projects are first and foremost restitution projects in that they strive to make the victim whole; their focus, however, is on the offender. Virtually all in the projects want to see the victim repaid, but they want the payment to be made by the offender and not his or her parents. It is for this reason -- to hold the offender accountable for his or her actions -- that so much emphasis is placed on the development of employment opportunities.

## FOOTNOTES

<sup>1</sup>See the program announcement, "Restitution by Juvenile Offenders: An Alternative to Incarceration," Office of Juvenile Justice and Delinquency Prevention, LEAA, Department of Justice, February, 1978, and "Policy Statements," Special Emphasis Division OJJDP, January, 1980.

<sup>2</sup>See Anne L. and Peter R. Schneider, "An Overview of Restitution Program Models in the Juvenile Justice System," Juvenile and Family Court Journal, February, 1980.

<sup>3</sup>In a survey conducted prior to the initiative of courts which order juveniles to pay restitution, three-quarters of the respondents said the goals of aiding victims and rehabilitating offenders were equally important. See Peter R. Schneider, et al., "Restitution Requirements for Juvenile Offenders: A Survey of the Practices in American Juvenile Courts," Juvenile Justice, November, 1977.

ANALYSIS OF THE MIS DATA: THE INITIATIVE AT TWO YEARS

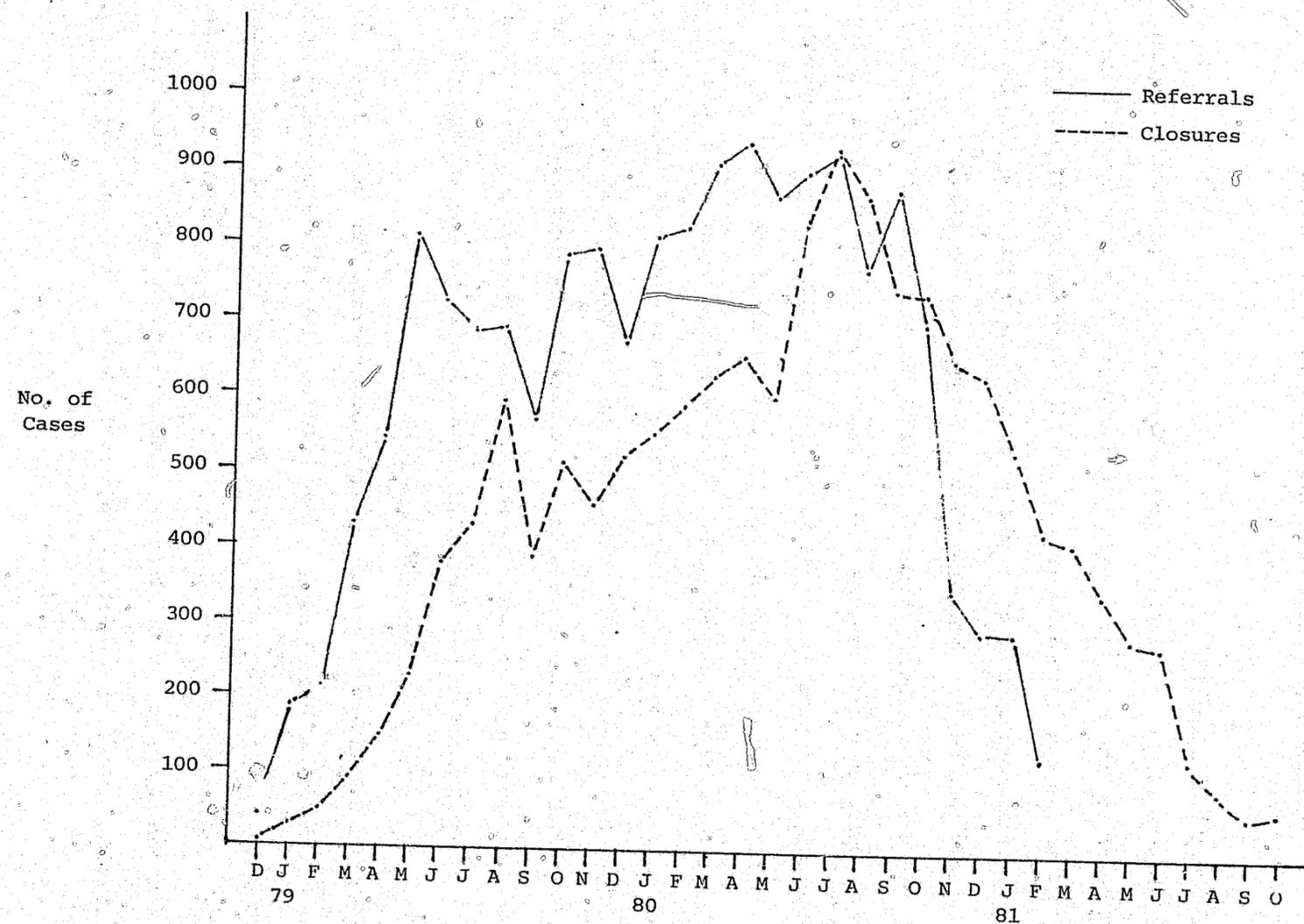
Introduction and Overview

This section of the report presents the Management Information System (MIS) data for the 85 sites involved in the Juvenile Restitution Initiative. The MIS intake and case closure forms are filled out by project personnel on all referrals both upon entry to the program when a restitution plan has been formulated, and at exit, when the youth has completed the requirements of the plan or, for other reasons, has been terminated. The forms are mailed to IPA weekly, where they are coded by a staff member responsible for data quality control; this person's work later is verified by another party. Frequently, phone calls are made to sites to clarify questionable items.

A strong effort was made to obtain data for this report which were complete for all projects up through their first two years of federal funding. All projects were notified by their site managers months in advance of the data editing deadlines, and then deadlines were extended to accommodate late data. The result of this effort was that for the 17,354 referrals reported through the first two years of the initiative, complete case closure information was obtained for 15,427 of them, or 89 percent.

Figure 3.1 shows the monthly patterns of referrals (the solid line) and case closures (the dashed line). Referrals are plotted from December, 1978, through February, 1981.<sup>1</sup> Since project funding began on a staggered schedule between September, 1978, and February, 1979, the two-year funding anniversary date varies among projects. This results in different referral reporting periods for different projects. Projects funded in September, 1978, for

FIGURE 3.1 JUVENILE RESTITUTION PROJECT REFERRALS AND CLOSURES FOR TWO YEARS OF FEDERAL FUNDING, BY MONTH<sup>1</sup>



<sup>1</sup> See the text for an explanation of the two-year funding time frame.

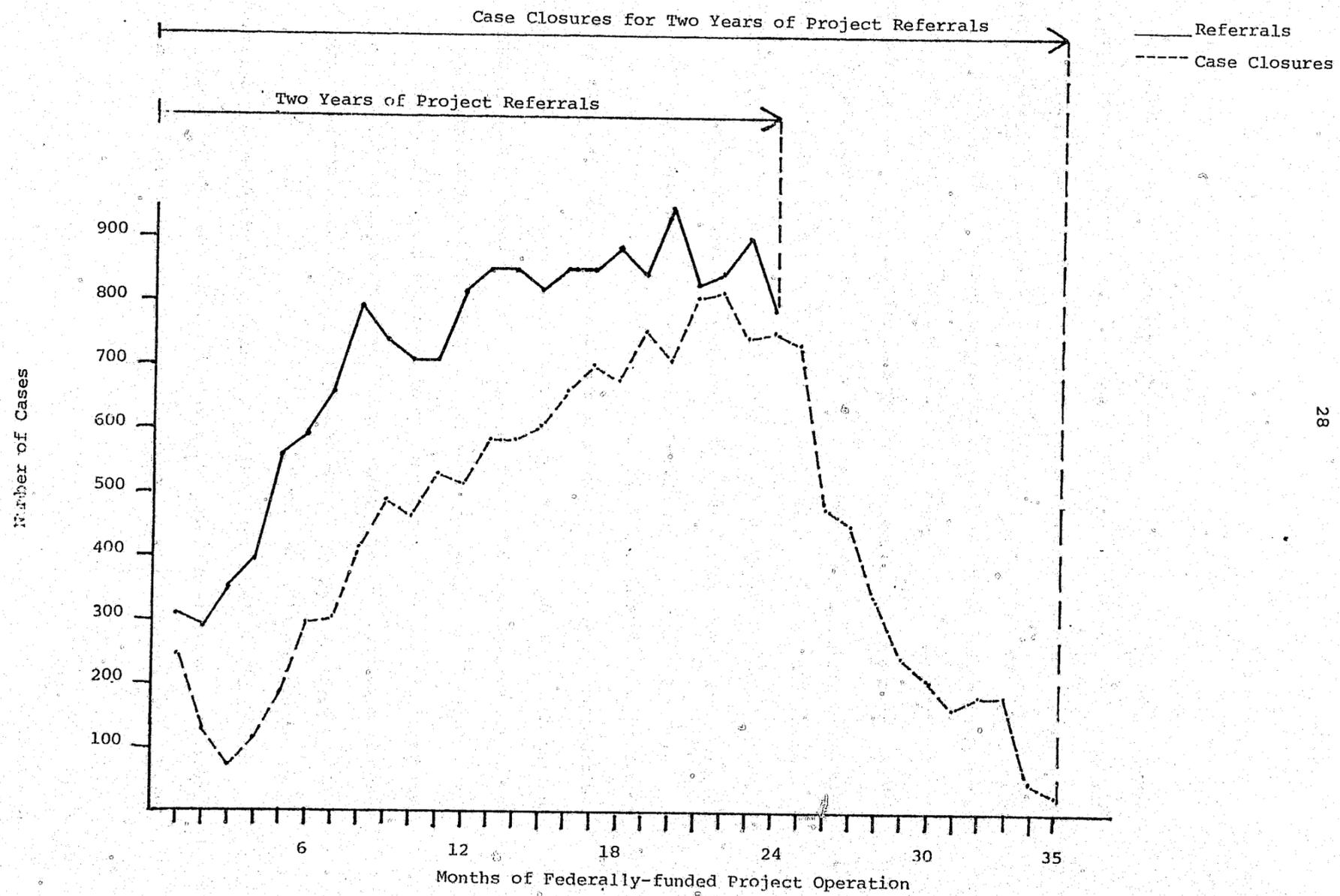
example, only reported referrals up through September, 1980, for these two-year data; while projects funded in February, 1979, reported referrals from that point up through February, 1981. Thus, while the reporting periods varied depending on the start-up date of federal funding, the duration of the referral reporting period was the same--two years--across all projects.

The duration of the case closure reporting period was longer than the referral reporting period due to case-by-case variation in program completion times. The first case closures were reported in December, 1978, and cases were still being closed out in October, 1981, for cases referred on or before February, 1981. Thus, in order to collect information on two years of program referrals, the case closure reporting period encompassed 35 months.

Figure 3.2 charts referrals and case closures by months of project operation, rather than by calendar month (e.g., month 12 is each project's twelfth month of federally-funded operation and varies from September, 1979 to February, 1980, depending on the project's grant award date). This allows one to see more clearly how caseflow was affected by project start-up time. During their first twelve months of federally-funded operation, these projects steadily increased their numbers of referrals from about 300 to slightly more than 800 per month. During the next twelve months, however, caseflow became reasonably stable ranging from 786 to 947 cases per month with an average of 855 each month.

For the first two years of federal funding, case closures lagged behind referrals in absolute numbers, but followed a similar pattern of early, steady increases with a later pattern of gradual levelling off. After month

FIGURE 3.2 JUVENILE RESTITUTION INITIATIVE REFERRALS AND CLOSURES BY MONTHS OF FEDERALLY-FUNDED PROJECT OPERATION



24, cases referred prior to two years of federal funding continued to be closed out at a steadily diminishing rate through month 35.<sup>2</sup>

The initiative caseload for the first two years of federal funding, by month, is presented in Figure 3.3. This shows the total number of clients handled by all projects in the initiative during each of the first twenty-four months of project operation. During this time, the average number of clients being served per month was 3,589; the monthly numbers ranged from 89 (month 1) to 5,856 (month 25). For any particular month, the monthly caseload amounts included any current open cases, any new referrals and any cases closed during that month.

Some of the highlights in the two-year MIS data are as follows:

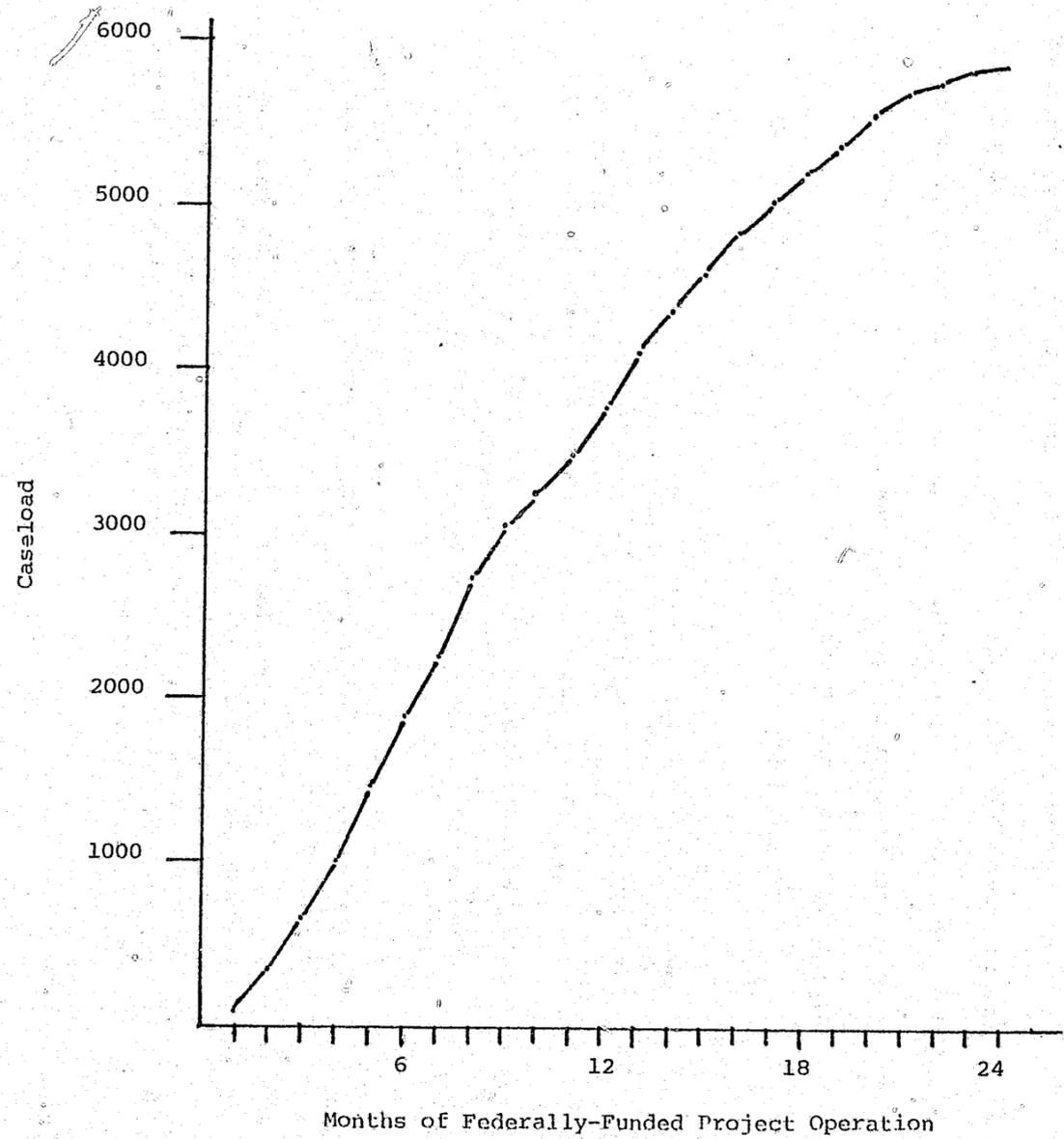
Approximately 89 percent of all referrals in the first two years of federal funding have thus far been closed. Of these, 77 percent made full compliance with the original or adjusted restitution requirements. If project-identified ineligibles are removed from the data, the proportion of closed cases successfully completing their original or adjusted restitution requirements is 86 percent.

Offenders completing restitution orders have paid a total of \$1,532,996 in monetary restitution, worked 259,092 hours of unpaid community service, and completed 4,061 hours of direct service to victims.

More than \$9.5 million in losses have been reported by the victims of offenders assigned to restitution programs. These losses range from less than \$1.00 to \$300,000.00.

As restitution for these losses, juvenile court judges have ordered offenders to pay \$2,593,581 in cash, work 355,408 hours of unpaid community service, and provide 6,052 hours of direct service to victims. A total of \$3,220,491--more than one-third of the total reported losses--was reported recovered from other sources independent of restitution programs.

FIGURE 3.3 JUVENILE RESTITUTION INITIATIVE CASELOAD BY MONTHS OF FEDERALLY-FUNDED PROJECT OPERATION



The characteristics of offenders assigned to restitution projects have changed very little over these two years: 72 percent are white, 90 percent are male, and 50 percent are first offenders. Median family income has steadily increased along with the Consumer Price Index. The median family income across all offenders was about \$12,000.

The types of offenses for which restitution is ordered also showed little change over the first two years: property offenses comprised 86 percent of the total, personal offenses were 10 percent, and other minor and victimless offenses made up four percent.

#### Two-Year MIS Data Across Sites

Tables 3.1 through 3.7 present the summarized data from the 85 sites. Table 3.1 displays data on the types and amounts of restitution ordered and completed. Of the 17,354 referrals to restitution projects in the first two years of federal funding, 91.2 percent (15,829) had a formal restitution plan developed and implemented. Sixty-six percent of the plans involved some monetary restitution, either singly or in conjunction with unpaid community or direct victim service. Forty-four percent of the plans involved some unpaid community service restitution, also either singly or in conjunction with other types of restitution. Victim service comprised a very small proportion of all restitution plans; only about one percent of all restitution plans contained a victim service component.

Of the 15,427 closed restitution cases (these include successful completions, unsuccessful completions, and project-identified ineligibles), 90.8 percent had restitution plans (14,012). Sixty-five percent of the closed restitution plans involved some monetary restitution, 45 percent had some unpaid community service, and only one percent had direct victim service.

Table 3.2 shows the background characteristics of offenders referred to restitution projects during their first two years of federal funding. The

TABLE 3.1 TYPES AND AMOUNTS OF RESTITUTION ORDERED AND COMPLETED<sup>1</sup>

	<u>Intakes</u>	<u>Closures</u>
Total Number of Cases	17,354	15,427
TYPE OF RESTITUTION		
Total number of plans	15,829	14,012
# monetary restitution plans	8,502	7,314
# community service plans	4,996	4,596
# victim service plans	104	93
# with court costs, fines (only)	248	209
# monetary and community service	1,888	1,692
# monetary and victim service	56	52
# community and victim service	17	25
# other plans	18	31
# no plans or missing data	1,525	1,415
	<u>Ordered</u>	<u>Completed</u>
AMOUNT OF RESTITUTION		
Monetary restitution	\$2,593,581	\$1,532,996
Community service hours	355,408	259,092
Victim service hours	6,052	4,061

<sup>1</sup> Entries in the table represent MIS intake and closure forms on project referrals through each project's two-year anniversary funding date. Plans involving court costs, fines, and/or attorney fees are listed separately under type of restitution only if no other type of monetary or non-monetary restitution was involved. When court costs (fines, etc.) were ordered along with another type of restitution, then the plan was listed under the latter category. The amounts of restitution ordered do not include any court costs, fines, or attorney fees.

TABLE 3.2 BACKGROUND CHARACTERISTICS OF OFFENDERS

CHARACTERISTICS	%	Number of Cases
<u>TYPE OF OFFENSE</u> <sup>1</sup>		
Burglary	34.3	5,942
Larceny	19.7	3,402
Vandalism	13.2	2,290
Motor Vehicle Theft	9.6	1,653
Assault	5.4	937
Robbery	3.1	532
Rape	.1	17
Other Personal Offenses	1.4	247
Other Property Offenses	9.2	1,593
Other Minor Offenses	1.8	314
Victimless Offenses	2.2	388
TOTAL	100.1	17,315
<u>RACE</u>		
White	71.6	12,187
Black	22.8	3,887
Mexican	1.4	234
Native American	1.7	290
Puerto Rican	1.5	262
Other	1.0	162
TOTAL	100.0	17,022
<u>SCHOOL STATUS</u>		
Full-Time	76.0	12,561
Not in School	20.0	3,310
Other	4.0	651
TOTAL	100.0	16,522
<u>SEX</u>		
Male	89.6	15,467
Female	10.4	1,798
TOTAL	100.0	17,265
<u>AGE</u>		
Average Age	15.36	17,102
<u>INCOME</u>		
Median Annual Household Inc. \$12,000		9,920
<u>PRIORS</u>		
Average Number of Priors	1.39	15,966

<sup>1</sup> Offenses are coded by IPA personnel from the narrative description of the offense contained on the MIS form. Coding categories and rules are those used in the Uniform Crime Reports (UCR). Offense classifications shown in this table reflect the actual event, as described on the MIS form, and not necessarily the offense charged.

most frequent type of referral offense was burglary; slightly over one-third of all cases were referred for having committed this offense. Larceny and vandalism were, respectively, the second and third most common types of referral offenses; each comprised more than ten percent of all referral offenses. The most common type of personal offense, and the sixth most common referral offense type overall, was assault, including both aggravated and simple assaults. In sum, property offenses made up 86 percent of all referral offenses; personal offenses, ten percent; and other minor and victimless offenses, four percent.

The demographic characteristics of offenders referred to restitution projects suggest that these referrals tend to be white males, slightly over 15 years of age (at the time of referral), from homes with a median annual income of \$12,000, enrolled in school full-time. The average number of prior delinquent offenses for these referrals was 1.4; half were first offenders.

A crosstabulation of the seriousness level of the referral offense and the referral's offense history is contained in Table 3.3. Excluded from this table are cases closed by the project before any restitution plan could be developed or implemented (i.e., project-identified ineligible--see the discussion of Table 3.5 for a further description of these), cases where the victim loss was unknown, transfer cases, and cases with an unknown number of prior delinquent offenses. Nine categories of offense seriousness are included in the offense seriousness-offense history matrix. In most instances, offense seriousness is a combination of offense type and victim loss; however, some offense types--such as, armed robbery, aggravated assault, and status offenses--are classified without regard to dollar loss. Offense history is

TABLE 3.3 CROSSTABULATION OF SERIOUSNESS LEVEL AND OFFENSE HISTORY

SERIOUSNESS OF REFERRAL OFFENSE	PRIOR AND CONCURRENT DELINQUENT OFFENSES KNOWN TO COURT OFFICIALS <sup>2</sup>							TOTAL PERCENT
	0	1	2	3	4	5	6+	
Number of cases	6,967	3,370	1,934	1,183	713	446	1,021	14,270
<u>Victimless</u> : Includes traffic accidents or tickets, status offenses, drugs, alcohol, gambling, prostitution, and probation violations.	1.0%	0.6%	0.3%	0.2%	0.1%	0.1%	0.1%	2.4%
<u>Minor Offenses</u> : Minor offenses not easily classified as property or personal, such as disorderly conduct.	0.8%	0.4%	0.2%	0.2%	0.1%	***	0.1%	1.8%
<u>Minor Property</u> : Any property offense with loss/damage of \$10 or less except burglary and arson.	5.9%	2.4%	1.5%	1.1%	0.5%	0.3%	0.6%	12.3%
<u>Minor Personal</u> : Resisting or obstructing an officer, coercion, hazing, other similar UCR PART II offenses.	0.8%	0.5%	0.4%	0.2%	0.1%	***	0.2%	2.1%
<u>Moderate Property</u> : Burglaries and arsons with loss/damage of \$10 or less and any other type of property offense with loss/damage of \$11 to \$250.	12.1%	6.2%	3.4%	2.1%	1.2%	0.7%	1.8%	27.5%
<u>Serious Property</u> : Burglaries and arsons with loss/damage of \$11 to \$250 and any other property offense with loss/damage greater than \$250.	13.7%	6.3%	3.4%	2.0%	1.4%	0.9%	1.7%	29.3%
<u>Very Serious Property</u> : Burglaries and arsons with loss/damage of \$250 or more.	6.8%	3.7%	2.4%	1.3%	0.9%	0.6%	1.8%	17.5%
<u>Serious Personal</u> : Unarmed robberies and non-aggravated assaults with loss of \$250 or less.	1.6%	0.7%	0.5%	0.3%	0.1%	0.1%	0.2%	3.7%
<u>Very Serious Personal</u> : Unarmed robberies and non-aggravated assaults with losses exceeding \$250 and all UCR PART I personal crimes including rape, armed robbery, aggravated assault.	1.7%	0.7%	0.5%	0.3%	0.2%	0.1%	0.2%	3.6%
TOTAL PERCENT	44.4%	21.5%	12.5%	7.6%	4.6%	2.9%	6.5%	100.0%

<sup>1</sup>Offenses are coded by IPA personnel from the narrative description of the offense contained on the MIS forms. Coding categories and rules are those used in the Uniform Crime Reports (UCR). Transfer cases are not included.

<sup>2</sup>These figures include prior offenses resulting in a court contact and concurrent offenses. No incident is counted both as a prior offense and as a concurrent offense.

\*\*\*Less than 0.1 percent.

also a combination of two variables: the number of prior delinquent offenses known to court officials and the number of offenses concurrent with the referral offense. About 44 percent of all referrals had no prior or concurrent offenses.

Victim characteristics are displayed in Table 3.4. A total of 18,390 victims were reported for the 17,354 referrals to restitution programs in the first two years of federally funded program operation. For 238 of these referrals, the number of victims was unknown.

The total known victim loss was \$9.5 million, and the median victim loss was \$188. These losses ranged from less than one dollar to \$300,000; 17 referrals committed offenses having losses greater than \$100,000. The total victim loss figure probably underestimated the true total loss, since a large number of cases were excluded from the analysis (N = 2,403) because no exact figure was ever ascertained, although a loss did occur. Another 361 cases were excluded because all loss information (i.e., both whether or not a loss occurred and the amount) was unknown. If complete information were available for these missing cases, the total loss figure would most likely have approached \$11 million.

The total losses recovered by victims from insurance and other nonrestitution project sources was \$3.2 million. This figure is also most likely an underestimate since frequently this information was unknown to the projects (N = 3,695).

Victims most often tended to be persons or households; as almost two-thirds of all referrals (65.8 percent) victimized persons or households. About one-quarter of all referrals had victimized stores or businesses, and about one-eighth had victimized schools or public properties. (These figures

TABLE 3.4 CHARACTERISTICS OF VICTIMS

VICTIM INFORMATION	
Total number of victims <sup>1</sup>	18,390
Total reported victim loss (based on data from 14,122 intake forms)	\$9,500,873
Total reported amount recovered by victim from insurance and other sources <sup>2</sup> (based on data from 12,941 intakes)	\$3,220,491
Proportion of referrals involving personal or household victims	65.8%
Proportion of referrals involving schools or other public property as victim	12.5%
Proportion of referrals involving institutional victims (stores or businesses)	26.8%
Proportion of dollar loss ordered as monetary restitution	91.0%
Proportion of dollar loss paid as monetary restitution	76.8%

<sup>1</sup> The number of victims reported may exceed the total number of intakes shown on previous tables because some incidents have multiple victims. The percentages shown in the lower portion of the table may exceed 100 percent because some incidents involve more than one type of victim and both are coded.

<sup>2</sup> A small proportion of this may include restitution from co-offenders.

add to greater than 100 percent because some offenders had more than one victim type.)

In addition, Table 3.4 shows that when monetary restitution was ordered, judges frequently determined the order based on the documented victim loss. On the average, 91 percent of the known loss was ordered when monetary restitution was required (this average was computed at the individual level). Moreover, for 65 percent of all monetary restitution orders where the victim loss was known, judges ordered offenders to pay back 100 percent of the loss. Of all closed monetary restitution cases where the victim loss was known, the data show that, on average, slightly over three-quarters of the dollar loss was paid as monetary restitution. Fifty-six percent of all closed monetary restitution cases with a known victim loss paid 100 percent or more of the victim loss.

The reasons for case closure are summarized in Table 3.5. Of the 15,418 closed cases, 76.5 percent were closed in full compliance with the original or adjusted restitution requirements, 11.2 percent were closed as project-identified ineligibles (PII), and 12.3 percent were closed as unsuccessful completions. Project-identified ineligibles are cases closed when no restitution plan could be developed or implemented due to factors outside of the youth's or project's control. Included in the PII category are factors such as the victim being unwilling to document the loss (thus, the amount of the restitution order could not be determined), the youth being committed to a mental institution, the judge denying a restitution recommendation, and the youth's family moving out of the project's jurisdiction (runaways, however, are not counted as PII's).

TABLE 3.5 COMPLETION OF ORIGINAL RESTITUTION REQUIREMENTS FOR CLOSED CASES

	All Referrals	Project Clients
REASON FOR CLOSURE (# of cases)	15,418	13,702
% closed with full compliance	70.1%	78.9%
% closed with adjustments	6.4%	7.2%
% project identified ineligible	11.2%	---
% never placed	.6%	.6%
% lost positions	.6%	.6%
% unsuccessful in meeting restitution requirements	4.3%	4.9%
% closed due to subsequent offense	2.6%	2.9%
% closed because youths committed to secure facility	.8%	.9%
% other	3.6%	4.0%
TOTALS	100.2%	100.0%
PROPORTION OF ORIGINAL ORDERS COMPLETED <sup>1</sup>		
% of dollars paid	74.0%	
% of community service hours worked	81.0%	
% of victim service hours worked	79.0%	

<sup>1</sup>The percentages in these cells represent the proportion of the original restitution amounts (for all youths whose cases were closed) that were paid at the time of case closure.

Since no restitution plan is ever implemented (or in many cases, considered) for project-identified ineligible, there is no determination of their success or failure at completing restitution requirements; therefore, project-identified ineligible should be excluded from the data when the rate of successful completion is calculated. When these cases are excluded, the rate of successful completion for the first two years of project referrals for the juvenile restitution initiative is 86.2 percent.

Also shown in Table 3.5 are the proportions of the original restitution orders that were finally completed. These figures are aggregate statistics composed of the total number of dollars paid or hours completed divided by the total number of dollars or hours ordered by the court. About three out of every four dollars ordered as monetary restitution were paid for the closed cases, and four of every five community and victim service hours ordered were completed for cases that had closed.

Table 3.6 presents the restitution sources for closed monetary restitution cases. Nearly 90 percent of all dollars paid in monetary restitution came from youths, eight percent came from parents, and two percent from other sources, such as insurance and friends. Sixty-one percent of the money coming from youths was from employment found by the projects, one-third was from employment the youths themselves found, and six percent was from the youths' savings, employment found by the parents and other sources.

Over \$1.3 million in earnings from restitution jobs was reported through the Management Information System data. This figure undercounts the actual amounts of money earned on restitution jobs, because total dollars earned on restitution jobs not found by the project are usually unknown to the project.

TABLE 3.6 SOURCES OF MONETARY RESTITUTION FOR CLOSED RESTITUTION CASES

SOURCE OF MONETARY RESTITUTION

% from youths	89.8%
% from parents	8.1%
% from other	2.1%
TOTALS	100.0%

SOURCE OF YOUTHS' MONETARY RESTITUTION

% from employment found by youths	33.0%
% from employment found by project	61.0%
% from savings or other sources	6.0%
TOTALS	100.0%

EARNINGS AND SUBSIDY<sup>1</sup>

Total reported earnings	\$1,341,768
Total subsidy from project funds	\$1,089,159
% of earnings kept by youths	32%

<sup>1</sup>The reported earnings shown include project subsidies and any dollars earned in addition to the subsidized amounts that were known to the project.

Slightly over \$1 million was paid in job subsidies. Forty-one restitution projects had at least ten percent of their caseload receiving some subsidy dollars. (This excludes sites with fewer than ten closures. Sites with between ten and 30 closures were included only if more than two-thirds of their closures received subsidies.) About two-thirds of the subsidy dollars were paid as monetary restitution, with the other one-third being kept by the youths.

The status of the restitution youths at case closures is shown in Table 3.7. In slightly over half of all closed cases the youths were still on probation at the time of completion of their restitution; and slightly over one-third were no longer under the jurisdiction of the court. Nearly 90 percent of all youths were living with their family, guardian, or relatives at the time of case closure, and about 28 percent were employed.

The recontact information presented at the bottom of Table 3.7 shows that seven percent of all closed cases went before the court at least once subsequent to their referral to the restitution project for noncompliance with the restitution requirements, and slightly over 12 percent had been re-referred to the court after the restitution project began work on the case. About 83 percent of all closed cases have had no subsequent contacts with the court for noncompliance with the restitution requirements or a subsequent offense. Some of the rereferrals occurred after the project began its preliminary work on the case and reflected offenses that had been committed before the youth ever officially began paying restitution. (See section 6 for a discussion of the in-program reoffense rates.)

TABLE 3.7 STATUS OF YOUTHS AT CASE CLOSURE

COURT STATUS (# of cases)	15,220
No longer under jurisdiction (%)	36.6%
On probation or supervision (%)	53.2%
Court review schedule (%)	8.7%
Other (%)	10.8%
TOTAL	109.3%
LIVING STATUS (# of cases)	14,918
Living with family, guardian, relative (%)	87.9%
Nonsecure, out-of-home placement (%)	3.8%
Secure facility (%)	5.8%
Other (%)	2.6%
TOTAL	100.0%
EMPLOYMENT SITUATION (# of cases)	15,427
Not employed (does not want to work) (%)	28.2%
Unemployed (wants to work but has no job) (%)	25.6%
Employed (%)	27.7%
Other (%)	18.5%
TOTAL	100.0%
RECONTACT (# of cases)	14,882
Recontact for noncompliance (%)	7.0%
Recontact on subsequent offense (%)	12.2%
No subsequent contacts (%)	83.2%
TOTAL	102.4%

Entries in the "Court Status" category may exceed 100 percent because some youths were on probation and had a court review scheduled. These youths were coded into both categories. Similarly, the entries under "Recontact with Court" can exceed 100 percent since some youths had a recontact both for a subsequent offense. These youths were coded into both of the recontact categories.

### Two-Year MIS Data Within Sites

Tables 3.8 through 3.10 present site-by-site information on the number of referrals and case closures, the amounts of restitution ordered, and the amounts of restitution paid.

The referral and case closure data in Table 3.8 includes cases with dates of referral from the date that federal funding began (these dates ranged from September, 1978 to February, 1979 depending on the project) up through two years subsequent to that date (i.e., September, 1980 to February, 1981). Thus, referrals processed for the first two years of federal funding for each project are included in these data. Cases closed after the two-year anniversary date are counted in these data only if their date of referral was prior to the two-year date.

Four projects which were not in operation two years after receiving their federal funding are included here but were not included in the analysis presented in the earlier section of this report. These are Westfield, MA; Concord, NH; Snohomish County, WA; and Barron County, WI.

The column headed "First Referral Date" in Table 3.8 indicates the earliest client referral date, not the date federal funding commenced.

The amounts of restitution ordered, by project are displayed in Table 3.9. These amounts exclude any nonproject monetary restitution, court costs, or nonproject community service ordered. Similarly, Table 3.10, indicating the amounts of restitution paid, excludes nonproject restitution amounts and court costs paid.

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TABLE 3.8 NUMBER OF REFERRALS AND CASE CLOSURES, BY PROJECT<sup>1</sup>

PROJECT	FIRST REFERRAL DATE	March 1980 & Earlier		April 1980 thru June 1980		July 1980 thru Sept 1980		Oct. 1980 thru Dec. 1980		Jan. 1981 thru Feb. 1981		CUMULATIVE TOTAL	
		I	C	I	C	I	C	I	C	I	C	I	C
<b>LOCAL GRANTS</b>													
AR, Western	5/10/79	113	66	28	25	36	45	12 <sup>✓</sup>	24	0	24	189	184
CA, Ventura Co.	1/15/79	236	133	66	54	36	60	8 <sup>✓</sup>	37	0	28	346	312
CT, Norwich	5/7/79	110	64	35	33	43	58	37	30	19 <sup>✓</sup>	55	244	240
DC, Washington	5/14/79	201	107	67	71	46 <sup>✓</sup>	52	0	40	0	37	314	307
FL, Broward Co.	5/1/79	195	80	68	35	55	67	71 <sup>✓</sup>	66	0	104	389	352
GA, Clayton Co.	6/27/79	129	56	29	45	17	30	30	18	10 <sup>✓</sup>	34	220*	183
ID, 4th Judicial Dist.	4/9/79	417	256	113	119	87	107	118	150	72 <sup>✓</sup>	159	855*	836*
IL, Chicago	7/9/79	81	14	38	18	37	30	40	24	32 <sup>✓</sup>	60	228	146
KY, Jefferson Co.	2/14/79	169	112	38	42	47	52	17 <sup>✓</sup>	32	0	30	271	268
LA, New Orleans	4/11/79	75	15	43	31	64	55	17 <sup>✓</sup>	41	0	48	199	190
ME, Cumberland Co.	10/2/78	132	113	17	8	27 <sup>✓</sup>	23	0	19	0	12	176	175
MD, Prince George's Co.	4/2/79	393	179	112	51	73 <sup>✓</sup>	83	0	43	0	104	578	460
MA, Lynn	12/6/78	187	119	21	36	46 <sup>✓</sup>	37	0	26	0	34	254	252
MA, New Bedford	2/1/79	84	54	15	14	9 <sup>✓</sup>	17	0	9	0	4	108	98
MA, Quincy	1/1/79	383	237	111	54	93	80	21 <sup>✓</sup>	72	0	52	705*	575*
MA, Westfield <sup>2</sup>	10/31/78	64	49	0	0	7	14	0	9	0	0	73*	74*
MI, Wayne Co.	4/12/79	403	179	242	91	258 <sup>✓</sup>	176	0	163	0	239	903	848
MN, Hennepin Co.	3/16/79	948	557	152	181	192	144	101 <sup>✓</sup>	146	0	28	1397*	1059*
MN, Red Lake Reservation	2/28/80	4	0	0	0	3	1	0	1	0 <sup>✓</sup>	5	7	7
MN, Washington Co.	3/15/79	206	150	37	39	27	28	39	29	34 <sup>✓</sup>	56	343	302
NH, Concord <sup>2</sup>	12/1/78	15	12	0	0	0	0	0	0	0	0	15	12
NJ, Camden Co.	1/8/78	438	323	86	58	37	65	19 <sup>✓</sup>	30	0	62	580	538
OH, Adams-Brown Co.s	5/1/79	14	9	3	4	2	5	1	1	0 <sup>✓</sup>	1	20	20
OH, Geauga Co.	1/8/79	131	80	89	62	109	123	27 <sup>✓</sup>	52	0	33	356	350
OH, Hamilton Co.	5/10/79	118	55	34	18	43	25	20	27	1 <sup>✓</sup>	26	216	151
OH, Lucas Co.	1/1/79	612	492	64	74	102	99	40 <sup>✓</sup>	78	0	64	1031*	1015*
OH, St. Clairsville	2/23/79	33	25	7	12	11	5	25	9	6 <sup>✓</sup>	29	82	80
OH, Summit Co.	1/2/79	301	284	49	47	42	45	32 <sup>✓</sup>	43	0	5	424	424
OK, Oklahoma Co.	5/3/79	39	22	64	26	71	39	78	37	31 <sup>✓</sup>	129	318*	288*
PR, Rio Piedras	2/20/79	141	95	35	40	28	37	15 <sup>✓</sup>	25	0	16	219	213
SC, Charleston	2/5/79	182	141	48	47	27	40	7 <sup>✓</sup>	22	0	11	264	261
TX, El Paso	12/29/78	78	56	10	14	7	12	2 <sup>✓</sup>	6	0	5	120*	116*
VA, Newport News	5/29/79	63	32	27	26	10	27	25	14	23 <sup>✓</sup>	44	148	143
WA, Snohomish Co. <sup>2</sup>	1/8/79	98	96	0	0	0	0	0	0	0	0	98	96
WI, Dane Co.	12/1/78	140	101	40	35	22 <sup>✓</sup>	31	0	19	0	14	215*	213*

(continued)

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(continued) TABLE 3.8 NUMBER OF REFERRALS AND CASE CLOSURES, BY PROJECT<sup>1</sup>

PROJECT	FIRST REFERRAL DATE	March 1980 & Earlier		April 1980 thru June 1980		July 1980 thru Sept 1980		Oct. 1980 thru Dec. 1980		Jan. 1981 thru Feb. 1981		CUMULATIVE TOTAL	
		I	C	I	C	I	C	I	C	I	C <sup>3</sup>	I	C
<b>STATEWIDE GRANTS</b>													
<b>Delaware:</b>													
Kent Co.	3/1/79	241	95	35	15	30 <sup>✓</sup>	25	0	79	0	83	306	295
New Castle Co.	2/24/79	624	213	110	100	93 <sup>✓</sup>	114	0	57	0	228	827	712
Sussex Co.	3/2/79	175	100	19	25	33 <sup>✓</sup>	27	0	15	0	60	227	227
Delaware Totals		1040	408	164	140	156 <sup>✓</sup>	166	0	151	0	369	1360	1234
<b>Nevada:</b>													
Churchill/Lander/Eureka Cos.	1/9/79	2	0	7	1	1	6	1	3	0 <sup>✓</sup>	1	11	11
Clark Co.	5/29/79	153	106	66	48	36	50	50	37	14 <sup>✓</sup>	59	319	300
Elko Co.	10/4/79	4	0	4	4	3	3	1	2	0 <sup>✓</sup>	3	12	12
Esmeralda/Mineral/Nye Cos.	5/11/79	5	4	0	0	1	1	0	1	0 <sup>✓</sup>	0	6	6
Humboldt/Perishing Cos.	1/26/80	2	0	5	2	6	7	5	6	0 <sup>✓</sup>	0	18	15
Lyon/Douglas Cos.	5/29/79	23	12	13	7	16	21	2	6	6 <sup>✓</sup>	8	60	54
Storey Co.	5/24/79	15	8	2	5	7	7	20	20	5 <sup>✓</sup>	9	49	49
Washoe Co.	10/10/79	43	37	19	17	33	35	18	11	8 <sup>✓</sup>	20	121	120
White Pine/Lincoln Cos.	10/5/79	8	3	0	4	8	1	0	1	1 <sup>✓</sup>	5	17	14
Nevada Totals		255	170	116	88	111	131	97	87	34 <sup>✓</sup>	105	613	581
<b>New Jersey:</b>													
Atlantic Co.	12/19/79	10	2	10	1	5	1	9	1	0 <sup>✓</sup>	0	34	5
Bergen Co.	1/7/79	21	1	26	6	37	24	22	14	3 <sup>✓</sup>	3	109	48
Burlington Co.	12/3/79	26	2	20	8	19	14	6	9	8 <sup>✓</sup>	31	79	64
Cape May Co.	10/11/79	17	3	3	4	0	0	0	0	0 <sup>✓</sup>	0	20	7
Cumberland Co.	1/30/80	2	0	0	0	0	0	0	0	0 <sup>✓</sup>	0	2	0
Essex Co.	9/19/79	24	1	10	1	14	6	18	7	4 <sup>✓</sup>	4	70	19
Hudson Co.	9/13/79	33	4	26	9	19	13	22	12	10 <sup>✓</sup>	4	110	42
Hunterdon Co.	4/17/80	0	0	1	0	0	0	0	0	0 <sup>✓</sup>	1	1	1
Mercer Co.	11/28/79	29	6	36	12	19	18	23	9	4 <sup>✓</sup>	30	111	75
Middlesex Co.	9/14/79	12	2	10	2	5	3	17	1	6 <sup>✓</sup>	0	50	8
Monmouth Co.	12/21/79	9	0	19	2	8	14	10	6	4 <sup>✓</sup>	4	50	26
Ocean Co.	9/24/79	9	0	13	0	7	1	0	0	0 <sup>✓</sup>	0	29	1
Passaic Co.	10/16/79	33	3	40	1	8	2	1	0	0 <sup>✓</sup>	0	82	6
Salem Co.	10/9/79	23	2	16	6	4	0	0	0	0 <sup>✓</sup>	0	43	8
Sussex Co.	4/3/80	0	0	0	0	1	0	0	0	0 <sup>✓</sup>	0	1	0
New Jersey Totals		248	26	230	52	146	96	128	59	39 <sup>✓</sup>	77	791	310

(continued)

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(continued) TABLE 3.8 NUMBER OF REFERRALS AND CASE CLOSURES, BY PROJECT<sup>1</sup>

PROJECT	FIRST REFERRAL DATE	March 1980 & Earlier		April 1980 thru June 1980		July 1980 thru Sept 1980		Oct. 1980 thru Dec. 1980		Jan. 1981 thru Feb. 1981		CUMULATIVE TOTAL	
		I	C	I	C	I	C	I	C	I	C <sup>3</sup>	I	C
<b>New York:</b>													
Nassau Co.	3/15/79	250	161	68	74	93	67	71 <sup>✓</sup>	75	0	49	502*	446*
Suffolk Co.	3/29/79	130	71	34	21	25	25	22 <sup>✓</sup>	39	0	23	234*	189*
Upstate Cos.	3/22/79	113	57	30	29	34	41	10 <sup>✓</sup>	33	0	20	191*	183*
New York Totals		493	289	132	124	152	133	103 <sup>✓</sup>	147	0	92	927*	818*
<b>Washington:</b>													
Benton/Franklin Cos.	2/9/79	47	28	11	14	10	16	16	1	12 <sup>✓</sup>	33	100*	96*
Clark Co.	8/23/79	48	12	40	13	16	19	19	36	16 <sup>✓</sup>	57	139	137
Grays Harbor Co.	3/1/79	153	80	27	33	37	25	22	15	25 <sup>✓</sup>	65	306*	280*
King Co.	5/1/79	221	162	61	88	62	70	45	38	37 <sup>✓</sup>	68	426	426
Mason Co.	3/1/79	87	37	9	27	19	20	21	23	3 <sup>✓</sup>	27	157*	151*
Seattle	12/5/79	28	5	28	27	22	15	33	25	30 <sup>✓</sup>	68	141	140
Washington Totals		584	324	176	202	166	165	156	138	123 <sup>✓</sup>	318	1269*	1230*
<b>Wisconsin:</b>													
Ashland Co.	5/5/79	22	14	0	6	3	2	1 <sup>✓</sup>	2	0	2	26	26
Barron Co. <sup>2</sup>	4/4/79	4	3	0	0	0	0	0	0	0	0	4	3
Chippewa Co.	3/6/79	46	25	9	5	19	25	6 <sup>✓</sup>	11	0	12	80	78
Douglas Co.	8/23/79	14	1	4	5	7	5	2 <sup>✓</sup>	1	0	9	27	21
Eau Claire Co.	5/12/80	0	0	5	0	7	1	0 <sup>✓</sup>	4	0	7	12	12
Fond du Lac	5/12/80	0	0	1	0	4	1	4 <sup>✓</sup>	2	0	5	9	8
Green Bay	3/29/79	41	29	14	13	20	16	7 <sup>✓</sup>	13	0	8	82	79
Kenosha Co.	2/26/80	1	0	23	4	39	24	11 <sup>✓</sup>	21	0	21	74	70
Marathon Co.	2/24/79	48	30	3	6	4	10	3 <sup>✓</sup>	3	0	9	58	58
Menominee Reservation	3/6/79	79	48	7	1	11	27	0 <sup>✓</sup>	16	0	5	97	97
Outagamie Co.	5/16/79	37	16	9	7	10	15	8 <sup>✓</sup>	8	0	14	64	60
Racine Co.	5/6/80	0	0	10	1	4	11	8 <sup>✓</sup>	7	0	3	22	22
Rock Co.	2/5/79	51	29	16	10	12	15	16 <sup>✓</sup>	11	0	23	95	88
Walworth Co.	2/28/79	16	11	7	4	6	4	0 <sup>✓</sup>	5	0	5	29	29
Wisconsin Totals		359	206	108	62	146	156	66 <sup>✓</sup>	104	0	123	679	651

1. Entries in this table reflect information on referrals to these projects during their first two years of OJJD funding. The column heading "I" indicates the number of intakes processed; "C", the number of cases closed.
  2. These projects were closed prior to two years of funding, and have not been counted in the analysis presented earlier in this section.
  3. Cases in this column were closed between January, 1981 and October, 1981. These figures are only for cases referred to these projects prior to their two-year anniversary date.
- \* This total includes transfer cases which were not included in the quarterly statistics.  
 ✓ Indicates the quarter during which the project's two-year OJJD-funding time period elapsed. Intakes received after this period were not processed by IPA.

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TABLE 3.9 AMOUNT OF RESTITUTION ORDERED, BY PROJECT<sup>1</sup>

PROJECT	TYPE(S)	March 1980 & Earlier	April 1980 thru June 1980	July 1980 thru Sept 1980	Oct. 1980 thru Dec. 1980	Jan. 1981 thru Feb. 1980	CUMULATIVE
<b>LOCAL GRANTS</b>							
AR, Western	\$\$ C.S.Hrs. Vic.Hrs.	\$18,412 145 28	\$ 8,174 704 0	\$20,438 469 8	\$ 0 104 0	\$ 0 0 0	\$ 48,476 1,422 36
CA, Ventura Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$48,518 6,731 154	\$18,268 1,316 0	\$ 8,239 1,212 100	\$ 1,024 486 0	\$ 0 0 0	\$ 76,049 9,745 254
CT, Norwich	\$\$ C.S.Hrs. Vic.Hrs.	\$15,499 2,576 0	\$ 5,701 1,205 0	\$ 3,124 864 0	\$ 2,810 915 0	\$1,114 660 0	\$ 28,248 6,220 0
DC, Washington	\$\$ C.S.Hrs. Vic.Hrs.	\$ 2,769 13,037 20	\$ 1,439 3,247 90	\$ 1,318 2,610 0	\$ 0 0 0	\$ 0 0 0	\$ 5,526 18,894 110
FL, Broward Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$47,231 3,327 45	\$18,465 552 0	\$11,910 740 30	\$21,495 510 0	\$ 0 0 0	\$ 99,101 5,129 75
GA, Clayton Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 3,865 1,013 0	\$ 2,072 367 0	\$ 174 236 0	\$ 1,135 284 0	\$ 720 189 0	\$ 12,178* 2,089 0
ID, 4th Judicial Dist.	\$\$ C.S.Hrs. Vic.Hrs.	\$63,068 1,671 565	\$ 7,383 1,136 35	\$ 7,523 688 32	\$ 4,806 816 10	\$1,253 401 215	\$101,682* 4,740* 857
IL, Chicago	\$\$ C.S.Hrs. Vic.Hrs.	\$18,112 37 0	\$ 8,419 0 0	\$ 9,011 0 0	\$ 6,790 0 0	\$5,630 0 0	\$ 47,962 37 0
KY, Jefferson Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$30,290 1,196 212	\$ 7,907 476 0	\$ 9,694 156 0	\$ 2,291 448 0	\$ 0 0 0	\$ 50,182 2,276 212
LA, New Orleans	\$\$ C.S.Hrs. Vic.Hrs.	\$16,946 0 0	\$ 7,636 83 0	\$ 9,035 458 0	\$ 2,850 456 0	\$ 0 0 0	\$ 36,467 997 0
ME, Cumberland Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$19,748 3,633 86	\$ 3,764 767 0	\$ 2,217 596 3	\$ 0 0 0	\$ 0 0 0	\$ 25,729 4,996 89
MD, Prince George's Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$131,194 12,534 0	\$37,234 4,551 0	\$49,202 1,256 0	\$ 0 0 0	\$ 0 0 0	\$217,630 18,341 0
MA, Lynn	\$\$ C.S.Hrs. Vic.Hrs.	\$25,233 877 14	\$ 4,089 28 16	\$ 6,533 385 75	\$ 0 0 0	\$ 0 0 0	\$ 35,855 1,290 105
MA, New Bedford	\$\$ C.S.Hrs. Vic.Hrs.	\$23,826 34 0	\$ 4,774 0 0	\$ 1,826 0 0	\$ 0 0 0	\$ 0 0 0	\$ 30,426 34 0
MA, Quincy	\$\$ C.S.Hrs. Vic.Hrs.	\$54,006 6,011 307	\$11,692 2,733 8	\$10,417 1,983 0	\$ 595 485 0	\$ 0 0 0	\$ 91,677* 11,806* 315
MA, Westfield <sup>2</sup>	\$\$ C.S.Hrs. Vic.Hrs.	\$ 8,197 490 0	\$ 0 0 0	\$ 627 65 0	\$ 0 0 0	\$ 0 0 0	\$ 9,262* 775* 0
MI, Wayne Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$37,860 2,476 322	\$12,076 3,963 0	\$ 8,237 5,928 0	\$ 0 0 0	\$ 0 0 0	\$ 58,173 12,367 322
MN, Hennepin Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$97,602 14,036 40	\$12,873 2,144 0	\$32,207 3,112 0	\$13,438 1,544 0	\$ 0 0 0	\$156,937* 20,876* 40
MN, Red Lake Reservation	\$\$ C.S.Hrs. Vic.Hrs.	\$ 2,125 0 0	\$ 0 0 0	\$ 625 40 0	\$ 0 0 0	\$ 0 0 0	\$ 2,750 40 0
MN, Washington Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$13,740 2,391 343	\$ 1,885 580 20	\$ 225 490 0	\$ 3,404 500 15	\$1,533 659 0	\$ 20,791 4,620 378

(continued)

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(continued) TABLE 3.9 AMOUNT OF RESTITUTION ORDERED, BY PROJECT<sup>1</sup>

PROJECT	TYPE(S)	March 1980 & Earlier	April 1980 thru June 1980	July 1980 thru Sept 1980	Oct. 1980 thru Dec. 1980	Jan. 1981 thru Feb. 1981	CUMULATIVE
NH, Concord <sup>2</sup>	\$\$ C.S.Hrs. Vic.Hrs.	\$ 1,446 113 20	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 1,446 113 20
NJ, Camden Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$26,147 7,337 63	\$ 7,003 1,620 0	\$ 4,879 630 0	\$ 1,332 255 0	\$ 0 0 0	\$ 39,363 9,842 63
OH, Adams-Brown Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 7,166 560 40	\$ 757 120 0	\$ 372 80 0	\$ 440 40 0	\$ 0 0 0	\$ 8,735 800 40
OH, Geauga Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$27,768 80 78	\$10,345 1,716 325	\$11,243 2,354 0	\$ 2,162 615 32	\$ 0 0 0	\$ 51,518 4,765 435
OH, Hamilton Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$39,282 0 0	\$16,078 0 0	\$16,405 0 0	\$ 7,155 0 0	\$ 91 0 0	\$ 79,011 0 0
OH, Lucas Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$73,181 1,080 0	\$ 9,451 445 0	\$15,148 1,138 0	\$ 6,956 200 0	\$ 0 0 0	\$132,717* 2,883* 0
OH, St. Clairsville	\$\$ C.S.Hrs. Vic.Hrs.	\$ 4,538 779 26	\$ 192 294 0	\$ 1,166 425 0	\$ 1,564 781 40	\$ 668 136 0	\$ 8,128 2,415 66
OH, Summit Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$66,391 0 0	\$15,643 0 0	\$13,291 0 0	\$10,133 0 0	\$ 0 0 0	\$105,458 0 0
OK, Oklahoma Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 8,752 348 0	\$ 4,613 405 0	\$ 7,105 562 10	\$ 3,528 622 0	\$ 1,602 145 0	\$ 32,727* 2,093* 10
PR, Rio Piedras	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 16,867 162	\$ 0 3,906 0	\$ 0 5,080 0	\$ 0 1,308 0	\$ 0 0 0	\$ 0 27,161 162
SC, Charleston	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 13,967 0	\$ 0 3,789 0	\$ 0 2,028 0	\$ 0 542 0	\$ 0 0 0	\$ 0 20,326 0
TX, El Paso	\$\$ C.S.Hrs. Vic.Hrs.	\$11,308 3,444 0	\$ 4,354 200 0	\$ 2,169 700 0	\$ 252 100 0	\$ 0 0 0	\$ 19,113* 6,254* 0
VA, Newport News	\$\$ C.S.Hrs. Vic.Hrs.	\$14,517 845 0	\$ 4,511 361 0	\$ 2,052 64 0	\$ 5,031 360 0	\$ 5,552 426 24	\$ 31,693 2,056 24
WA, Snohomish Co. <sup>2</sup>	\$\$ C.S.Hrs. Vic.Hrs.	\$36,794 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 36,794 0 0
WI, Dane Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$23,369 1,203 8	\$ 4,777 1,937 0	\$ 4,421 430 0	\$ 0 0 0	\$ 0 0 0	\$ 33,270 3,570 8
<b>STATEWIDE GRANTS</b>							
<b>Delaware:</b>							
Kent Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$23,489 3,404 75	\$ 4,428 280 0	\$ 3,537 275 0	\$ 0 0 0	\$ 0 0 0	\$ 31,454 3,959 75
New Castle Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$46,581 26,382 140	\$10,608 5,433 0	\$11,376 3,112 138	\$ 0 0 0	\$ 0 0 0	\$ 68,565 34,927 278
Sussex Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$12,101 2,659 25	\$ 3,484 270 0	\$ 3,027 350 40	\$ 0 0 0	\$ 0 0 0	\$ 18,612 3,279 65

(continued)

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(continued) TABLE 3.9 AMOUNT OF RESTITUTION ORDERED, BY PROJECT<sup>1</sup>

PROJECT	TYPE(S)	March 1980 & Earlier	April 1980 thru June 1980	July 1980 thru Sept 1980	Oct. 1980 thru Dec. 1980	Jan. 1981 thru Feb. 1981	CUMULATIVE
Delaware Totals	\$\$ C.S.Hrs. Vic.Hrs.	\$82,171 32,445 240	\$18,520 5,983 0	\$17,940 3,737 178	\$ 0 0 0	\$ 0 0 0	\$118,631 42,165 418
<b>Nevada:</b>							
Churchill/Lander/ Eureka Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 468 0 0	\$ 292 100 0	\$ 100 0 0	\$ 40 0 0	\$ 0 0 0	\$ 900 100 0
Clark Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$27,811 288 0	\$14,747 192 0	\$ 7,430 36 0	\$12,096 40 0	\$ 7,381 44 0	\$ 69,465 600 0
Elko Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 462 0 0	\$ 724 0 0	\$ 336 0 0	\$ 45 0 0	\$ 0 0 0	\$ 1,567 0 0
Esmeralda/Mineral/ Nye Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 2,410 0 0	\$ 0 0 0	\$ 626 0 0	\$ 0 0 0	\$ 0 0 0	\$ 3,036 0 0
Humboldt/Pershing Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 996 0 0	\$ 453 0 0	\$ 240 24 0	\$ 702 64 0	\$ 0 0 0	\$ 2,391 88 0
Lyon/Douglas Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 4,219 751 0	\$ 2,783 260 0	\$ 2,231 465 30	\$ 117 320 0	\$ 681 768 0	\$ 10,031 2,564 30
Storey Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 2,228 20 0	\$ 328 0 0	\$ 802 50 0	\$ 939 272 0	\$ 111 106 0	\$ 4,408 448 0
Washoe Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 4,827 0 0	\$ 4,444 160 0	\$ 4,540 264 0	\$ 4,344 160 0	\$ 1,427 80 0	\$ 19,582 664 0
White Pine/Lincoln Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 2,139 0 0	\$ 0 0 0	\$ 5,187 16 0	\$ 0 0 0	\$ 55 0 0	\$ 7,381 16 0
Nevada Totals	\$\$ C.S.Hrs. Vic.Hrs.	\$45,560 1,059 0	\$23,771 712 0	\$21,492 855 30	\$18,283 856 0	\$ 9,655 998 0	\$118,761 4,480 30
<b>New Jersey:</b>							
Atlantic Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 2,741 416 0	\$ 1,082 30 0	\$ 1,572 75 0	\$ 226 360 0	\$ 0 0 0	\$ 5,621 881 0
Bergen Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 7,661 1,760 100	\$ 7,804 1,300 0	\$ 2,730 2,140 0	\$ 8,764 640 0	\$ 858 0 100	\$ 27,817 5,840 200
Burlington Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 5,328 418 28	\$ 1,340 305 120	\$ 2,757 285 40	\$ 1,133 167 0	\$ 1,848 75 0	\$ 12,406 1,250 188
Cape May Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 3,924 30 0	\$ 497 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 4,421 30 0
Cumberland Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 168 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 168 0 0
Essex Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 4,387 312 0	\$ 2,203 100 0	\$ 6,294 0 0	\$ 3,911 460 0	\$ 1,062 0 0	\$ 17,857 872 0

(continued)

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(continued) TABLE 3.9 AMOUNT OF RESTITUTION ORDERED, BY PROJECT<sup>1</sup>

PROJECT	TYPE(S)	March 1980 & Earlier	April 1980 thru June 1980	July 1980 thru Sept 1980	Oct. 1980 thru Dec. 1980	Jan. 1981 thru Feb. 1981	CUMULATIVE
Hudson Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 8,560 100 0	\$ 6,035 713 0	\$ 5,274 484 0	\$ 7,669 480 0	\$ 714 175 3	\$ 28,252 1,952 3
Hunterdon Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 312 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 312 0 0
Mercer Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$11,942 133 0	\$ 5,825 243 0	\$ 2,893 35 10	\$ 5,080 106 2	\$ 522 30 3	\$ 26,262 547 15
Middlesex Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 2,051 100 0	\$ 2,167 0 0	\$ 350 155 0	\$ 1,516 320 0	\$ 3,200 200 0	\$ 9,284 775 0
Monmouth Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 1,678 2,132 0	\$ 4,094 6,129 0	\$ 2,852 2,757 0	\$ 1,341 2,285 0	\$ 0 465 0	\$ 9,965 13,768 0
Ocean Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 473 0 0	\$ 115 0 0	\$ 920 0 0	\$ 0 0 0	\$ 0 0 0	\$ 1,508 0 0
Passaic Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 7,062 500 150	\$ 3,150 300 0	\$ 624 0 0	\$ 19 0 0	\$ 0 0 0	\$ 10,855 800 150
Salem Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 520 80	\$ 1,853 217 0	\$ 111 105 0	\$ 0 0 0	\$ 0 0 0	\$ 1,964 842 80
Sussex Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 476 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 476 0 0
New Jersey Totals	\$\$ C.S.Hrs. Vic.Hrs.	\$55,975 6,421 358	\$36,953 9,337 120	\$26,377 6,036 50	\$29,659 4,818 2	\$ 8,204 945 106	\$157,168 27,557 636
<b>New York:</b>							
Nassau	\$\$ C.S.Hrs. Vic.Hrs.	\$51,072 128 38	\$ 7,933 63 0	\$14,229 50 0	\$13,176 0 0	\$ 0 0 0	\$ 91,409* 241 38
Suffolk Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$23,081 0 121	\$ 8,460 0 320	\$ 9,381 0 0	\$ 2,368 0 0	\$ 0 0 0	\$ 49,217* 0 441
Upstate Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$23,306 242 0	\$ 7,088 60 0	\$ 2,074 50 37	\$ 1,173 0 0	\$ 0 0 0	\$ 33,671* 352 37
New York Totals	\$\$ C.S.Hrs. Vic.Hrs.	\$97,459 370 159	\$23,481 123 320	\$25,684 100 37	\$16,717 0 0	\$ 0 0 0	\$174,297* 593 516
<b>Washington:</b>							
Benton/Franklin Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 8,051 2,145 0	\$ 2,321 163 0	\$ 2,002 250 0	\$ 2,670 718 0	\$ 1,756 537 0	\$ 17,134* 3,993* 0
Clark Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$17,410 1,455 0	\$ 7,978 514 0	\$ 3,397 145 0	\$ 5,229 555 0	\$ 2,778 930 0	\$ 36,792 3,599 0
Grays Harbor Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$13,353 7,125 0	\$ 1,199 1,585 0	\$ 4,362 2,620 0	\$ 2,458 1,148 0	\$ 1,666 1,865 0	\$ 23,849* 16,078* 0

(continued)

(continued) TABLE 3.9 AMOUNT OF RESTITUTION ORDERED, BY PROJECT<sup>1</sup>

PROJECT	TYPE(S)	March 1980 & Earlier	April 1980 thru June 1980	July 1980 thru Sept 1980	Oct. 1980 thru Dec. 1980	Jan. 1981 thru Feb. 1981	CUMULATIVE
King Co.	\$\$	\$28,160	\$ 5,425	\$ 1,842	\$ 3,382	\$ 1,523	\$ 40,332
	C.S.Hrs.	11,145	2,983	3,629	2,353	1,710	21,820
	Vic.Hrs.	0	0	0	0	0	0
Mason Co.	\$\$	\$ 3,483	\$ 258	\$ 4,096	\$ 2,507	\$ 630	\$ 12,909*
	C.S.Hrs.	6,630	745	1,070	1,434	370	11,889*
	Vic.Hrs.	0	0	0	0	0	0
Seattle	\$\$	\$ 1,596	\$ 1,041	\$ 1,257	\$ 4,612	\$ 1,696	\$ 10,202
	C.S.Hrs.	1,462	1,353	1,375	1,342	1,482	7,014
	Vic.Hrs.	0	0	0	0	0	0
Washington Totals	\$\$	\$72,053	\$18,222	\$16,956	\$20,858	\$10,049	\$141,218*
	C.S.Hrs.	29,962	7,343	9,089	7,550	6,894	64,393*
	Vic.Hrs.	0	0	0	0	0	0
<b>Wisconsin:</b>							
Ashland Co.	\$\$	\$ 2,677	\$ 0	\$ 267	\$ 50	\$ 0	\$ 2,994
	C.S.Hrs.	306	0	70	25	0	401
	Vic.Hrs.	47	0	0	0	0	47
Barron Co. <sup>2</sup>	\$\$	\$ 1,317	\$ 0	\$ 0	\$ 0	\$ 0	\$ 1,317
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Chippewa Co.	\$\$	\$11,560	\$ 885	\$ 3,004	\$ 1,921	\$ 0	\$ 17,370
	C.S.Hrs.	80	0	161	0	0	241
	Vic.Hrs.	147	90	16	0	0	253
Douglas Co.	\$\$	\$ 2,579	\$ 944	\$ 1,810	\$ 310	\$ 0	\$ 5,643
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	325	0	0	0	0	325
Eau Claire Co.	\$\$	\$ 0	\$ 2,370	\$ 3,074	\$ 0	\$ 0	\$ 5,444
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	3	0	0	0	3
Fond du Lac	\$\$	\$ 0	\$ 753	\$ 1,178	\$ 4,304	\$ 0	\$ 6,235
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Green Bay	\$\$	\$11,902	\$ 5,876	\$ 3,557	\$ 1,979	\$ 0	\$ 23,314
	C.S.Hrs.	1,330	118	745	500	0	2,693
	Vic.Hrs.	0	0	16	0	0	16
Kenosha Co.	\$\$	\$ 85	\$ 5,789	\$ 7,210	\$ 2,572	\$ 0	\$ 15,656
	C.S.Hrs.	376	1,155	1,527	340	0	3,398
	Vic.Hrs.	0	0	0	11	0	11
Marathon Co.	\$\$	\$22,924	\$ 1,923	\$ 1,891	\$ 968	\$ 0	\$ 27,706
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	100	0	0	0	0	100
Menominee Reservation	\$\$	\$11,963	\$ 612	\$ 322	\$ 0	\$ 0	\$ 12,897
	C.S.Hrs.	158	137	356	0	0	651
	Vic.Hrs.	28	0	0	0	0	28
Outagamie Co.	\$\$	\$ 9,742	\$ 2,026	\$ 4,009	\$ 3,079	\$ 0	\$ 18,856
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	17	0	0	0	0	17
Racine Co.	\$\$	\$ 0	\$ 2,446	\$ 473	\$ 793	\$ 0	\$ 3,712
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Rock Co.	\$\$	\$15,353	\$11,625	\$ 7,922	\$ 8,761	\$ 0	\$ 43,661
	C.S.Hrs.	222	0	0	0	0	222
	Vic.Hrs.	35	0	0	0	0	35
Walworth Co.	\$\$	\$ 9,816	\$ 700	\$ 1,930	\$ 0	\$ 0	\$ 12,446
	C.S.Hrs.	40	220	270	0	0	530
	Vic.Hrs.	0	0	0	0	0	0

(continued)

(continued) TABLE 3.9 AMOUNT OF RESTITUTION ORDERED, BY PROJECT<sup>1</sup>

PROJECT	TYPE(S)	March 1980 & Earlier	April 1980 thru June 1980	July 1980 thru Sept 1980	Oct. 1980 thru Dec. 1980	Jan. 1981 thru Feb. 1981	CUMULATIVE
Wisconsin Totals	\$\$	\$99,918	\$35,949	\$36,647	\$24,737	\$ 0	\$197,251
	C.S.Hrs.	2,512	1,630	3,129	865	0	8,136
	Vic.Hrs.	599	93	32	11	0	735

1. Entries in this table reflect information on referrals to these projects during their first two years of OJJDP funding.
2. These projects were closed prior to two years of funding, and have not been counted in the analysis presented earlier in this section.

\* This total includes transfer cases which were not included in the quarterly statistics.

TABLE 3.10 AMOUNT OF RESTITUTION PAID AND WORKED, BY PROJECT<sup>1</sup>

PROJECT	TYPE(S)	March 1980 & Earlier	April 1980 thru June 1980	July 1980 thru Sept 1980	Oct. 1980 thru Dec. 1980	Jan. 1981 thru Feb. 1981	CUMULATIVE
<b>LOCAL GRANTS</b>							
AR, Western	\$\$ C.S.Hrs. Vic.Hrs.	\$ 5,062 130 28	\$ 1,605 0 0	\$ 5,253 656 8	\$ 1,680 200 0	\$11,141 99 0	\$ 24,741 1,085 36
CA, Ventura Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$13,744 2,154 245	\$ 4,753 1,245 0	\$ 8,211 1,470 0	\$10,231 740 0	\$ 8,767 670 0	\$ 45,706 6,279 245
CT, Norwich	\$\$ C.S.Hrs. Vic.Hrs.	\$ 5,558 918 0	\$ 1,046 1,038 0	\$ 4,939 1,536 0	\$ 1,787 751 0	\$ 6,807 1,466 0	\$ 20,137 5,709 0
DC, Washington	\$\$ C.S.Hrs. Vic.Hrs.	\$ 67 2,358 0	\$ 640 2,297 0	\$ 479 2,856 10	\$ 994 3,664 0	\$ 706 3,841 62	\$ 2,886 15,016 72
FL, Broward Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 4,104 1,289 60	\$ 4,070 693 0	\$ 5,535 573 0	\$ 8,453 597 30	\$20,943 605 0	\$ 43,105 3,757 90
GA, Clayton Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 830 591 0	\$ 1,478 317 0	\$ 831 267 0	\$ 259 299 0	\$ 3,017 380 0	\$ 6,415 1,854 0
ID, 4th Judicial Dist.	\$\$ C.S.Hrs. Vic.Hrs.	\$14,791 744 402	\$ 5,839 437 45	\$ 7,985 498 42	\$ 6,260 878 0	\$ 7,016 1,667 107	\$ 53,560* 4,252* 596
IL, Chicago	\$\$ C.S.Hrs. Vic.Hrs.	\$ 353 0 0	\$ 735 10 0	\$ 2,313 0 0	\$ 2,090 0 0	\$ 6,183 42 0	\$ 11,674 52 0
KY, Jefferson Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$15,595 833 0	\$ 5,919 420 106	\$ 9,332 154 27	\$ 6,448 70 0	\$ 6,716 599 0	\$ 44,010 2,076 133
LA, New Orleans	\$\$ C.S.Hrs. Vic.Hrs.	\$ 3,777 0 0	\$ 3,794 0 0	\$ 5,992 155 0	\$ 5,759 271 0	\$ 8,879 597 0	\$ 28,201 1,023 0
ME, Cumberland Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 8,542 1,660 23	\$ 1,298 0 0	\$ 3,889 605 0	\$ 3,875 249 3	\$ 2,418 149 0	\$ 20,022 2,663 26
MD, Prince George's Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$16,589 5,444 0	\$ 8,132 643 0	\$16,760 1,978 0	\$ 8,221 1,008 0	\$22,121 2,784 0	\$ 73,823 11,857 0
MA, Lynn	\$\$ C.S.Hrs. Vic.Hrs.	\$ 5,428 331 0	\$ 2,777 187 0	\$ 4,706 64 16	\$ 6,672 142 0	\$ 6,803 203 14	\$ 26,386 927 38
MA, New Bedford	\$\$ C.S.Hrs. Vic.Hrs.	\$ 9,531 34 0	\$ 2,434 0 0	\$ 2,891 0 0	\$ 3,388 0 0	\$ 1,320 0 0	\$ 19,564 34 0
MA, Quincy	\$\$ C.S.Hrs. Vic.Hrs.	\$15,668 3,153 91	\$ 1,217 648 224	\$ 6,573 1,747 0	\$11,549 1,577 40	\$ 6,542 1,106 8	\$ 50,034* 8,619* 363
MA, Westfield <sup>2</sup>	\$\$ C.S.Hrs. Vic.Hrs.	\$ 4,032 340 0	\$ 0 0 0	\$ 1,501 146 0	\$ 1,004 23 0	\$ 0 0 0	\$ 6,857* 529* 0
MI, Wayne Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 9,488 234 30	\$ 5,034 439 0	\$ 7,441 1,783 0	\$ 6,975 818 0	\$ 9,351 2,837 0	\$ 38,289 6,111 30
MN, Hennepin Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$28,675 8,699 40	\$10,999 2,736 0	\$ 9,722 1,960 0	\$10,423 2,584 0	\$ 2,137 432 0	\$ 62,469* 16,451* 40
MN, Red Lake Reservation	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 0 0 0	\$ 40 0 0	\$ 171 0 0	\$ 0 0 0	\$ 211 0 0
MN, Washington Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 2,815 1,751 222	\$ 2,394 475 114	\$ 1,495 415 20	\$ 589 395 0	\$ 4,774 832 0	\$ 12,067 3,868 356

(continued)

(continued) TABLE 3.10 AMOUNT OF RESTITUTION PAID AND WORKED, BY PROJECT<sup>1</sup>

PROJECT	TYPE(S)	March 1980 & Earlier	April 1980 thru June 1980	July 1980 thru Sept 1980	Oct. 1980 thru Dec. 1980	Jan. 1981 thru Feb. 1981	CUMULATIVE
NH, Concord <sup>2</sup>	\$\$ C.S.Hrs. Vic.Hrs.	\$ 379 112 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 379 112 0
NJ, Camden Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 9,549 5,495 30	\$ 3,206 965 0	\$ 2,160 1,279 0	\$ 2,232 333 0	\$ 7,703 735 35	\$ 24,850 8,807 65
OH, Adams-Brown Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 4,114 288 40	\$ 845 160 0	\$ 2,364 200 0	\$ 136 40 0	\$ 440 40 0	\$ 7,899 728 40
OH, Geauga Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$10,846 0 78	\$ 5,245 788 0	\$19,664 1,894 126	\$ 2,438 1,286 0	\$11,668 692 0	\$ 49,861 4,660 224
OH, Hamilton Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 8,404 0 0	\$ 2,525 0 0	\$ 6,645 0 0	\$ 6,880 0 0	\$ 5,959 0 0	\$ 30,413 0 0
OH, Lucas Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$37,071 1,030 16	\$11,073 40 0	\$13,722 557 0	\$11,227 725 0	\$15,540 100 0	\$109,070* 2,452 16
OH, St. Clairsville	\$\$ C.S.Hrs. Vic.Hrs.	\$ 2,493 612 16	\$ 1,286 255 0	\$ 110 175 0	\$ 879 375 0	\$ 1,543 866 0	\$ 6,311 2,283 16
OH, Summit Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$57,299 0 0	\$14,601 0 0	\$14,350 0 0	\$13,262 0 0	\$ 2,623 0 0	\$102,135 0 0
OK, Oklahoma Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 1,599 26 0	\$ 1,644 56 0	\$ 2,106 278 0	\$ 1,687 149 10	\$ 7,181 978 20	\$ 17,338* 1,497* 30
PR, Rio Piedras	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 10,254 213	\$ 0 3,648 0	\$ 0 4,067 0	\$ 0 2,959 0	\$ 0 3,186 0	\$ 0 24,114 213
SC, Charleston	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 8,116 0	\$ 0 3,000 0	\$ 0 2,708 0	\$ 0 1,494 0	\$ 0 737 0	\$ 0 16,055 0
TX, El Paso	\$\$ C.S.Hrs. Vic.Hrs.	\$ 5,980 2,656 0	\$ 2,082 620 0	\$ 2,623 300 0	\$ 370 700 0	\$ 5,093 0 0	\$ 17,163* 5,741* 0
VA, Newport News	\$\$ C.S.Hrs. Vic.Hrs.	\$ 4,415 600 0	\$ 4,505 145 0	\$ 7,886 246 0	\$ 2,094 401 0	\$ 9,808 565 16	\$ 28,708 1,957 16
WA, Snohomish Co. <sup>2</sup>	\$\$ C.S.Hrs. Vic.Hrs.	\$20,400 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 20,400 0 0
WI, Dane Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$12,827 299 56	\$ 3,350 828 0	\$ 4,124 1,290 40	\$ 2,795 425 0	\$ 6,195 282 0	\$ 29,916* 3,124 96
<b>STATEWIDE GRANTS</b>							
<b>Delaware:</b>							
Kent Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 4,731 1,137 75	\$ 881 200 0	\$ 2,380 324 0	\$ 3,287 945 0	\$ 5,595 650 0	\$ 16,874 3,256 75
New Castle Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 9,597 5,632 163	\$ 6,701 3,354 0	\$ 7,550 4,488 70	\$ 3,474 1,959 6	\$13,511 8,623 124	\$ 40,833 24,056 363
Sussex Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 3,536 1,080 25	\$ 450 395 0	\$ 853 365 40	\$ 1,458 115 0	\$ 6,047 557 0	\$ 12,344 2,512 65

(continued)

(continued) TABLE 3.10 AMOUNT OF RESTITUTION PAID AND WORKED, BY PROJECT<sup>1</sup>

PROJECT	TYPE(S)	March 1980 & Earlier	April 1980 thru June 1980	July 1980 thru Sept 1980	Oct. 1980 thru Dec. 1980	Jan. 1981 thru Feb. 1981	CUMULATIVE
<b>Delaware Totals</b>	\$\$ C.S.Hrs. Vic.Hrs.	\$17,864 7,849 263	\$ 8,032 3,949 0	\$10,783 5,177 110	\$ 8,219 3,019 6	\$25,153 9,830 124	\$ 70,051 29,824 503
<b>Nevada:</b>							
Churchill/Lander/ Eureka Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 234 0 0	\$ 109 100 0	\$ 323 0 0	\$ 234 0 0	\$ 900 100 0
Clark Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$14,678 16 0	\$ 4,439 224 0	\$10,198 97 0	\$ 8,322 0 0	\$13,120 162 0	\$ 50,757 499 0
Elko Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 230 0 0	\$ 700 0 0	\$ 251 0 0	\$ 130 0 0	\$ 1,311 0 0
Esmeralda/Mineral/ Nye Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 1,242 0 0	\$ 0 0 0	\$ 750 0 0	\$ 626 0 0	\$ 0 0 0	\$ 2,618 0 0
Humboldt/Pershing Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 88 0 0	\$ 1,426 24 0	\$ 332 0 0	\$ 0 0 0	\$ 1,846 24 0
Lyon/Douglas Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 2,788 210 0	\$ 586 251 0	\$ 2,419 540 0	\$ 960 83 30	\$ 1,134 366 0	\$ 7,887 1,450 30
Storey Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 648 20 0	\$ 430 0 0	\$ 1,161 16 0	\$ 590 274 0	\$ 795 127 0	\$ 3,624 437 0
Washoe Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 3,375 0 0	\$ 3,053 0 0	\$ 4,813 424 0	\$ 1,567 80 0	\$ 5,671 160 0	\$ 18,479 664 0
White Pine/Lincoln Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 844 0 0	\$ 708 0 0	\$ 639 0 0	\$ 586 0 0	\$ 4,298 0 0	\$ 7,075 0 0
<b>Nevada Totals</b>	\$\$ C.S.Hrs. Vic.Hrs.	\$23,575 246 0	\$ 9,768 475 0	\$22,215 1,201 0	\$13,557 437 30	\$25,382 815 0	\$ 94,497 3,174 30
<b>New Jersey:</b>							
Atlantic Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 75 0 0	\$ 60 0 0	\$ 63 0 0	\$ 349 0 0	\$ 0 0 0	\$ 547 0 0
Bergen Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 633 50 0	\$ 3,021 1,190 0	\$ 425 580 0	\$ 1,870 120 0	\$ 5,949 1,940 0
Burlington Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 516 0 0	\$ 395 153 0	\$ 1,014 175 40	\$ 1,264 140 0	\$ 3,619 639 28	\$ 6,808 1,107 68
Cape May Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 105 0 0	\$ 1,035 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 1,140 0 0
Cumberland Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0
Essex Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 0 23 0	\$ 273 0 0	\$ 281 99 0	\$ 1,027 0 0	\$ 1,581 122 0

(continued)

(continued) TABLE 3.10 AMOUNT OF RESTITUTION PAID AND WORKED, BY PROJECT<sup>1</sup>

PROJECT	TYPE(S)	March 1980 & Earlier	April 1980 thru June 1980	July 1980 thru Sept 1980	Oct. 1980 thru Dec. 1980	Jan. 1981 thru Feb. 1981	CUMULATIVE
Hudson Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 835 0 0	\$ 1,030 0 0	\$ 1,688 0 0	\$ 1,517 0 0	\$ 344 0 3	\$ 5,414 0 0
Hunterdon Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 312 0 0	\$ 312 0 0
Mercer Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 264 31 0	\$ 248 190 0	\$ 1,100 89 0	\$ 1,810 76 2	\$ 6,111 80 0	\$ 9,533 466 2
Middlesex Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 310 0 0	\$ 300 0 0	\$ 78 0 0	\$ 83 0 0	\$ 0 0 0	\$ 771 0 0
Monmouth Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 471 549 0	\$ 604 4,119 0	\$ 1,301 1,788 0	\$ 190 1,064 0	\$ 2,566 7,520 0
Ocean Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0
Passaic Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 66 0 0	\$ 0 0 0	\$ 63 0 0	\$ 0 200 0	\$ 0 0 0	\$ 129 200 0
Salem Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 45 0	\$ 0 179 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 224 0
Sussex Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0	\$ 0 0 0
<b>New Jersey Totals</b>	\$\$ C.S.Hrs. Vic.Hrs.	\$ 2,171 76 0	\$ 4,172 1,144 0	\$ 7,904 5,573 40	\$ 7,030 2,883 2	\$13,473 1,903 31	\$ 34,750 11,579 73
<b>New York:</b>							
Nassau	\$\$ C.S.Hrs. Vic.Hrs.	\$11,591 0 38	\$ 8,984 64 0	\$ 6,760 27 0	\$10,462 0 0	\$ 9,013 80 0	\$ 50,659* 171 38
Suffolk Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 7,288 0 0	\$ 3,800 0 0	\$ 1,244 0 0	\$ 6,182 0 0	\$ 6,177 0 139	\$ 26,476* 0 139
Upstate Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 8,612 0 0	\$ 2,527 0 0	\$ 9,436 122 8	\$ 3,908 0 16	\$ 3,239 0 21	\$ 27,822* 122 45
<b>New York Totals</b>	\$\$ C.S.Hrs. Vic.Hrs.	\$27,491 0 38	\$15,311 64 0	\$17,440 149 8	\$20,552 0 16	\$18,429 80 160	\$104,956* 293 222
<b>Washington:</b>							
Benton/Franklin Cos.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 3,375 823 0	\$ 2,298 495 0	\$ 2,421 318 0	\$ 182 0 0	\$ 3,676 1,292 0	\$ 12,206* 3,028* 0
Clark Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 964 288 0	\$ 1,991 425 0	\$ 2,737 110 0	\$ 8,257 270 0	\$10,752 1,735 0	\$ 24,701 2,828 0
Grays Harbor Co.	\$\$ C.S.Hrs. Vic.Hrs.	\$ 2,333 3,423 0	\$ 2,040 1,662 0	\$ 2,548 1,737 0	\$ 1,345 1,299 0	\$ 4,346 3,290 0	\$ 13,295* 12,699* 0

(continued)

(continued) TABLE 3.10 AMOUNT OF RESTITUTION PAID AND WORKED, BY PROJECT<sup>1</sup>

PROJECT	TYPE(S)	March 1980	April 1980	July 1980	Oct. 1980	Jan. 1981	CUMULATIVE
		& Earlier	thru June 1980	thru Sept. 1980	thru Dec. 1980	thru Feb. 1981 <sup>3</sup>	
King Co.	\$\$	\$ 3,525	\$ 3,476	\$ 1,616	\$ 671	\$ 2,245	\$ 11,533
	C.S.Hrs.	3,775	1,730	2,212	1,339	2,304	11,360
	Vic.Hrs.	0	0	0	0	0	0
Mason Co.	\$\$	\$ 1,133	\$ 2,154	\$ 607	\$ 896	\$ 1,262	\$ 6,284*
	C.S.Hrs.	2,148	1,779	1,515	1,686	1,700	10,053*
	Vic.Hrs.	0	0	0	0	0	0
Seattle	\$\$	\$ 415	\$ 268	\$ 80	\$ 215	\$ 3,595	\$ 4,573
	C.S.Hrs.	64	1,090	583	540	2,059	4,336
	Vic.Hrs.	0	0	0	0	0	0
Washington Totals	\$\$	\$11,745	\$12,227	\$10,009	\$11,566	\$25,876	\$ 72,592
	C.S.Hrs.	10,521	7,181	6,475	5,134	12,380	44,304
	Vic.Hrs.	0	0	0	0	0	0
Wisconsin:							
Ashland Co.	\$\$	\$ 1,174	\$ 1,203	\$ 398	\$ 200	\$ 92	\$ 3,067
	C.S.Hrs.	56	40	0	260	45	401
	Vic.Hrs.	47	0	0	0	0	47
Barron Co. <sup>2</sup>	\$\$	\$ 164	\$ 0	\$ 0	\$ 0	\$ 0	\$ 164
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Chippewa Co.	\$\$	\$ 3,554	\$ 1,074	\$ 5,464	\$ 1,046	\$ 2,916	\$ 14,054
	C.S.Hrs.	30	0	25	141	21	217
	Vic.Hrs.	135	0	106	0	0	241
Douglas Co.	\$\$	\$ 150	\$ 304	\$ 692	\$ 498	\$ 2,525	\$ 4,169
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	9	0	0	9
Eau Claire Co.	\$\$	\$ 0	\$ 0	\$ 0	\$ 812	\$ 3,020	\$ 3,832
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	3	0	3
Fond du Lac	\$\$	\$ 0	\$ 0	\$ 99	\$ 775	\$ 1,922	\$ 2,796
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Green Bay	\$\$	\$ 5,574	\$ 3,554	\$ 3,997	\$ 2,279	\$ 3,462	\$ 18,866
	C.S.Hrs.	684	393	295	425	496	2,293
	Vic.Hrs.	0	0	0	16	0	16
Kenosha Co.	\$\$	\$ 0	\$ 716	\$ 2,908	\$ 931	\$ 4,025	\$ 8,580
	C.S.Hrs.	0	591	715	694	743	2,743
	Vic.Hrs.	0	0	0	11	0	11
Marathon Co.	\$\$	\$ 8,792	\$ 1,899	\$ 7,137	\$ 856	\$ 4,274	\$ 22,958
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	100	0	0	100
Menominee Reservation	\$\$	\$ 3,685	\$ 162	\$ 1,448	\$ 1,202	\$ 935	\$ 7,432
	C.S.Hrs.	52	0	320	269	0	641
	Vic.Hrs.	6	0	6	0	0	12
Outagamie Co.	\$\$	\$ 3,029	\$ 1,530	\$ 2,851	\$ 1,355	\$ 5,512	\$ 14,277
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	17	0	0	0	0	17
Racine Co.	\$\$	\$ 0	\$ 108	\$ 1,896	\$ 916	\$ 589	\$ 3,509
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Rock Co.	\$\$	\$ 7,185	\$ 1,866	\$ 4,682	\$ 6,527	\$14,106	\$ 34,366
	C.S.Hrs.	152	30	0	20	0	202
	Vic.Hrs.	35	0	0	0	0	35
Walworth Co.	\$\$	\$ 7,329	\$ 693	\$ 326	\$ 1,246	\$ 1,686	\$ 11,280
	C.S.Hrs.	40	50	80	140	60	370
	Vic.Hrs.	0	0	21	0	0	21

(continued)

(continued) TABLE 3.10 AMOUNT OF RESTITUTION PAID AND WORKED, BY PROJECT<sup>1</sup>

PROJECT	TYPE(S)	March 1980	April 1980	July 1980	Oct. 1980	Jan. 1981	CUMULATIVE
		& Earlier	thru June 1980	thru Sept. 1980	thru Dec. 1980	thru Feb. 1981 <sup>3</sup>	
Wisconsin Totals	\$\$	\$40,636	\$13,109	\$31,898	\$18,643	\$45,064	\$149,350
	C.S.Hrs.	1,014	1,104	1,435	1,949	1,365	6,867
	Vic.Hrs.	240	0	242	30	0	512

1. Entries in this table reflect information on referrals to these projects during their first two years of OJJDP funding.
2. These projects were closed prior to two years of funding, and have not been counted in the analysis presented earlier in this section.
3. Cases in this column were closed between January, 1981 and October, 1981. These figures are only for cases referred to these projects prior to their two-year anniversary funding date.

\* This total includes transfer cases which were not included in the quarterly statistics.

## FOOTNOTES

<sup>1</sup>Cases referred before December, 1978 are included in the December figure.

<sup>2</sup>It should be noted, again, that complete case closure information was obtained for 89 percent of all referrals received during the first two years of federally-funded program operation. The case closures plotted in Figures 3.1 and 3.2 will thus total only 89 percent of the referrals plotted.

## SERIOUSNESS OF OFFENSES AND OFFENDERS

Introduction

Among the many questions raised concerning the initiative guidelines, few were more intractable than those pertaining to the appropriate target population. Program guidelines clearly stated that one of the major purposes of the initiative was to provide an alternative to incarceration to adjudicated delinquents. The guidelines, however, did not define the target population as consisting only of youths who would have been incarcerated if not referred to the restitution project. Furthermore, they did not define the appropriate population as youths who (legally) could have been incarcerated. Instead, the target population was defined rather broadly in the program announcement, without reference to the "alternative to incarceration" issue:

The target population is youth who have committed misdemeanors and/or felony offenses and are adjudicated delinquent as a result of a formal fact-finding hearing or a counseled plea of guilty. It is expected that projects will include juvenile offenders with varying categories of misdemeanors and/or felony offenses, including property offenses and offenses against persons. This excludes victimless crimes and the crime of non-negligent homicide. Using data on the number of youth adjudicated in 1975 and 1976, each community will define the target population by precise criteria, and develop action projects which provide for restitution by offenders as described above.<sup>1</sup>

Officials from the Office of Juvenile Justice and Delinquency Prevention were very insistent that projects accept as referrals juveniles who would

have been incarcerated unless referred to the project, but they did not require that all project clients meet such a stringent standard. OJJDP's position included the requirement that all projects demonstrate a percentage reduction in the incarceration rates within their communities. And, as mentioned earlier in this report, OJJDP officials frequently expressed concern that the initiative should not be used for minor offenders who otherwise would have been diverted entirely from the juvenile justice system.

Although the target population was not defined in precise, quantitative terms which could be uniformly applied by the projects and measured by the evaluators, it was quite clear that the intent of OJJDP was that funds from the initiative be used for the serious juvenile offenders.

It was not particularly surprising, then, that the first few Monthly Evaluation Reports produced by IPA generated renewed concern about whether the projects were dealing with the appropriate target population. Data appearing in the early reports showed that, on the average, 60 percent of the referrals were first offenders. OJJDP officials were concerned about first offenders being represented (or "overrepresented") in the population served by the initiative for two reasons. One is that first offenders are not likely to be incarcerated; thus, the project may not be an "alternative to incarceration" for new youths. The second is that first offenders often are diverted from the system in the preadjudication phase and, therefore, an "overrepresentation" of first offenders in the initiative could indicate that a net-widening effect was occurring.

To clarify the intent of the initiative with respect to the types of referrals considered "appropriate," OJJDP issued new guidelines in the

form of a policy statement in late 1979. The statement regarding the types of juvenile offenders projects were expected to serve was as follows:

There are two factors determining the types of juvenile offenders to be served by projects. First, as indicated in the answer to question one, this Initiative is designed to serve only adjudicated offenders. For the purposes of this Initiative, adjudication is defined as the determination of guilt through a fact finding hearing or counseled plea before a judge or his designee. Although not all jurisdictions employ this exact definition for adjudication, all projects in this Initiative must accept only those juveniles who have been adjudicated, according to this definition.

Second, all projects must make a concerted effort to serve juvenile offenders who due to their presenting offenses and offense histories are in serious jeopardy of being incarcerated. For the purposes of this Initiative, incarceration is defined as the dispositional commitment of a youth to a secure or semi-secure facility which is either publicly or privately operated (e.g., state and county institutions, secure and semi-secure public or private treatment facilities). Although not all juveniles served by projects must fit this exact description, it is clear that from the result sought "reduction in incarceration" a portion of each project's caseload in this Initiative must be offenders who might have been incarcerated if the project were not in operation.

While it is difficult to predict what types of juvenile offenders will be incarcerated in a given jurisdiction, presumably those youths adjudicated for relatively more serious offenses and those youths who are repeatedly adjudicated for various offenses face the greatest chance of being incarcerated. Despite the difficulty of defining the term "serious juvenile offender" in an absolute sense, projects can address the intent of this Initiative by serving relatively more serious juvenile offenders -- based on their presenting offenses and offense histories -- who are at a significant risk of being incarcerated...<sup>2</sup>

This statement had immediate impact: the percentage of referrals who were first offenders began to drop in early 1980, and eventually was reduced a full 10 percent.

### Methodology

The approach we have taken in attempting to determine whether the projects served the appropriate target population is based on the assumption that the appropriate group consists of "serious offenders" and that a serious offender is (a) a juvenile without an extensive criminal history but whose referral offense is of a serious nature and/or (b) a chronic offender whose referral offense is either a misdemeanor or felony, but not necessarily one that is especially serious.

Rather than propose one specific standard which a referral would need to meet in order to be considered "appropriate" for the target population, we have developed several alternative sets of standards. Each alternative standard sets forth specific and measurable criteria which, if met by a referral, would constitute "eligibility" for the initiative under that particular standard. In the analysis that follows, each standard is applied to the referrals in order to determine what proportion of the youths would be considered eligible or appropriate for the initiative if that particular set of seriousness standards were being used to judge the referrals. This approach permits the reader to select a set of standards closest to those he or she prefers and then to assess whether the initiative reached the desired target population and to assess each of the projects in terms of that particular set of standards.

#### Five Alternative Standards for "Appropriate" Referrals

Each of the standards developed for this report is based on the offense seriousness-offense history matrix presented earlier in the MIS data analysis section of this report (Table 3 in that section). This matrix employs a combination of offense type and dollar loss (the offense seriousness components) along with the youth's number of prior delinquent offenses

and the number of offenses concurrent with the referral offense (the offense history components).

Since it would be difficult -- if not impossible -- to reach agreement on an exact definition of an "appropriate" referral based exclusively on the offense seriousness-offense history matrix, five alternative standards based on data from the matrix have been developed each employing different criteria for "appropriateness." Figure 4.1 shows each of the five standards superimposed on the offense seriousness-offense history matrix. The shaded areas represent referrals that would be inappropriate, using the criteria given by that particular standard.<sup>2</sup> Each standard is described in narrative form in Table 4.1.

Under the first standard, called "serious or repeat offenders," most of the referrals to the initiative for the first two years would have been eligible. This standard specifies that victimless offenses are not appropriate for referral to the projects and that first offenders (i.e., zero priors/concurrents) are not appropriate unless the immediate offense is at least at the "moderate property" seriousness level or higher. Using these criteria, 91 percent of the referrals would have been appropriate.

The second standard, called "serious offenders," simply specifies that no youths whose immediate offense is less serious than the "moderate property" category would be appropriate, regardless of the number of prior/concurrent offenses. Thus, inappropriate referrals would include offenses such as property crimes with a loss or damage of less than \$10, disorderly conduct, harassment, obscene language, thefts or larcenies of items valued at \$10 or less, and other similar types of minor offenses. If

FIGURE 4.1 FIVE UNOFFICIAL STANDARDS FOR ASSESSING THE APPROPRIATENESS OF REFERRALS<sup>1</sup>

I. SERIOUS OR REPEAT OFFENDERS

Seriousness Category	# of Priors/Concurrents						
	0	1	2	3	4	5	6+
Victimless	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Minor Offenses	Shaded						
Minor Property	Shaded						
Minor Persnl.	Shaded						
Moderate Prop.							
Serious Prop.							
Very Ser. Prop.							
Serious Persnl.							
Very Ser. Pers.							

90.9% of the referrals meet this standard

II. SERIOUS OFFENDERS

Seriousness Category	# of Priors/Concurrents						
	0	1	2	3	4	5	6+
Victimless	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Minor Offenses	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Minor Property	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Minor Persnl.							
Moderate Prop.							
Serious Prop.							
Very Ser. Prop.							
Serious Persnl.							
Very Ser. Pers.							

83.5% of the referrals meet this standard

III. SERIOUS AND/OR REPEAT OFFENDERS

Seriousness Category	# of Priors/Concurrents						
	0	1	2	3	4	5	6+
Victimless	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Minor Offenses	Shaded	Shaded	Shaded				
Minor Property	Shaded	Shaded	Shaded				
Minor Persnl.	Shaded	Shaded	Shaded				
Moderate Prop.	Shaded						
Serious Prop.							
Very Ser. Prop.							
Serious Persnl.							
Very Ser. Pers.							

72.6% of the referrals meet this standard

IV. REPEAT OFFENDERS

Seriousness Category	# of Priors/Concurrents						
	0	1	2	3	4	5	6+
Victimless	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Minor Offenses	Shaded						
Minor Property	Shaded						
Minor Persnl.	Shaded						
Moderate Prop.	Shaded						
Serious Prop.	Shaded						
Very Ser. Prop.	Shaded						
Serious Persnl.	Shaded						
Very Ser. Pers.	Shaded						

54.2% of the referrals meet this standard

V. CHRONIC AND VERY SERIOUS OFFENDERS

Seriousness Category	# of Priors/Concurrents						
	0	1	2	3	4	5	6+
Victimless	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Minor Offenses	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Minor Property	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Minor Persnl.	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Moderate Prop.	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Serious Prop.	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Very Ser. Prop.	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Serious Persnl.	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded
Very Ser. Pers.	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded	Shaded

30.5% of the referrals meet this standard

<sup>1</sup>In each diagram, the shaded area indicates referrals that would not be appropriate, given the criteria used in that unofficial standard. Unshaded areas represent combinations of seriousness of referral offenses and prior/concurrent offenses that would be appropriate under the criteria specified by that particular standard. Project-identified ineligible referrals have been excluded from this analysis.

These standards are not being proposed for adoption or for official use.

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TABLE 4.1. ALTERNATIVE STANDARDS FOR APPROPRIATE REFERRALS<sup>1</sup>

Definition	Meet or exceed the standard	Do not meet the standard
	%	%
I. SERIOUS OR REPEAT OFFENDERS: (a) Victimless offenses are not appropriate; (b) Youths with one or more prior/concurrent offenses are appropriate; (c) Youths whose referral offense is at the "moderately serious" level or above are appropriate.	90.9%	9.1%
II. SERIOUS OFFENDERS: All youths whose immediate offense is at or beyond the moderately serious property category are appropriate. Those in the victimless or minor categories are not appropriate.	83.5%	16.5%
III. SERIOUS AND/OR REPEAT OFFENDERS: (a) Victimless offenses are not appropriate; (b) Youths with three or more prior/concurrents are appropriate; (c) Youths whose referral offense is at or beyond the "serious property" category are appropriate; (d) Youths whose referral offense is at the "moderate property" category are appropriate only if they have one or more prior/concurrent offenses.	72.6%	27.4%
IV. REPEAT OFFENDERS: (a) Victimless offenses are not appropriate; (b) All other youths are appropriate if they have one or more prior/concurrent offense.	54.2%	45.8%
V. CHRONIC AND VERY SERIOUS OFFENDERS: (a) Victimless offenses are not appropriate; (b) The following combinations qualify a referral: minor offenses plus six or more priors/concurrents; moderate property plus three or more priors/concurrents; serious property plus two or more priors/concurrents; very serious property, serious personal, and very serious personal plus one or more priors/concurrents.	30.5%	69.5%

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<sup>1</sup>These standards are not being proposed for adoption or for official use. Rather, the purpose of the standards is to apply each to the initiative referrals in order to assess the characteristics of the target population. No judgments are being made about whether the initiative is or is not serving the intended population.

this standard were used, 85 percent of the referrals to the initiative would be considered appropriate (Table 4.1).

The third standard, "serious and/or repeat offenders," contains even more stringent criteria that must be met by a referral in order to be considered appropriate. As shown in Figure 4.1, first offenders (youths with zero/prior concurrent offenses) would have to have committed offenses in the serious property or higher range in order to be eligible for the project; youths with only one prior/concurrent offense would be eligible only if their offense were in the "moderate property" range or higher; and youths whose offense was in one of the "minor" categories would have to show three or more prior/concurrent offenses in order to be considered appropriate referrals. Victimless offenses, as in all of these standards, would not be eligible. Using the "serious and/or repeat offender" standard, 75 percent of the initiative referrals would be eligible.

The fourth standard is one of the simplest yet most demanding. It specifies that first offenders are not appropriate referrals, regardless of the seriousness of the instant offense, and that victimless offenses are not appropriate. Using this standard, slightly more than half the referrals to the initiative would be considered appropriate.

The most stringent standard is the last: "chronic and very serious offenders." As diagrammed in Figure 4.1, this standard not only prohibits referral of first offenders and victimless offenses, but it requires an ever-increasing number of prior/concurrent offenses as the instant offense becomes less serious. Thus, youths whose immediate offense is in one of the minor categories must have six or more prior/concurrents in order to be considered appropriate under this standard. If the immediate offense

is a moderate property level of seriousness, then the youth must have three or more prior/concurrents in order to be eligible. Approximately one-third of the referrals to the initiative met this standard.

#### Project-Level Seriousness Data

Offender and offense seriousness summary data for each project are presented in Table 4.2. The first row of the table shows the initiative-wide average number of priors (1.39), percentage of referrals with no priors (50 percent), and the proportions of referrals meeting each of the five seriousness standards discussed in the previous section (this ranges from 91 percent meeting the least stringent standard to about 31 percent meeting the most stringent). In this section, as in the last, project-identified ineligibles are not counted when computing the proportions of referrals meeting each of the five seriousness standards.

Each project that was not closed prior to two years of federal funding is included in Table 4.2. By examining both the offense history data and the offense seriousness data one can make a preliminary assessment of the seriousness of the youths being accepted as project clients.

For example, the table shows that the referrals in Western, Arkansas (N=189) had an average of 0.80 prior offenses and that 67 percent of them had no prior offenses (i.e., were first offenders). Moreover, the data show that 91 percent of the project's referrals (excluding any project-identified ineligibles) met seriousness standard #1; 90 percent met standard #2; 65 percent met standard #3; 35 percent met standard #4; and 15 percent met standard #5.

In assessing the target population for a particular site, one should examine both the offense history and the seriousness of the referral offense.

**CONTINUED**

**1 OF 2**

TABLE 4.2 OVERVIEW OF SERIOUSNESS LEVEL, BY PROJECT

	Avg. # of Priors	% With No Priors	Percent of Offenders <sup>1</sup> Meeting Seriousness Standard					
			#1	#2	#3	#4	#5	
All Referrals (N=17,354)	1.39	50	90.9	83.5	72.6	54.2	30.5	
<b>LOCAL GRANTS</b>								
AR, Western	(189)	0.80	67	91	90	65	35	15
CA, Ventura Co.	(346)	2.72	31	99	95	94	73	51
CT, Norwich	(244)	1.43	57	81	69	63	51	23
DC, Washington	(314)	2.23	25	94	70	77	75	39
FL, Broward Co.	(389)	1.10	65	92	89	78	40	23
GA, Clayton Co.	(220)	0.85	72	91	85	60	39	16
ID, 4th Judicial District	(855)	1.56	59	91	83	66	52	29
IL, Chicago	(228)	1.98	39	99	96	87	63	38
KY, Jefferson Co.	(271)	1.37	43	99	98	93	61	39
LA, New Orleans	(199)	1.57	32	96	92	85	71	37
ME, Cumberland Co.	(176)	1.25	54	87	78	76	49	24
MD, Prince George's Co.	(578)	1.15	49	90	85	76	58	31
MA, Lynn	(254)	1.42	32	92	84	79	64	33
MA, New Bedford	(108)	3.49	38	99	97	87	67	51
MA, Quincy	(705)	1.82	33	74	59	55	56	27
MI, Wayne Co.	(903)	1.55	47	89	75	70	53	27
MN, Hennepin Co.	(1397)	1.61	51	85	68	59	52	22
MN, Red Lake Reservation	(7)	1.00	0	100	100	100	100	100
MN, Washington Co.	(343)	0.81	61	90	86	60	42	17
NJ, Camden Co.	(580)	1.58	65	76	61	52	43	21
OH, Adams-Brown Cos.	(20)	2.47	56	100	100	100	75	50
OH, Geauga Co.	(356)	0.49	81	82	78	54	28	14
OH, Hamilton Co.	(216)	1.80	40	100	100	92	60	48
OH, Lucas Co.	(1031)	1.28	52	81	72	64	45	22
OH, St. Clairsville	(82)	0.44	68	93	89	56	36	7
OH, Summit Co.	(424)	2.43	34	98	97	86	69	52
OK, Oklahoma Co.	(318)	1.05	55	92	82	63	48	20
PR, Rio Piedras	(219)	0.67	72	95	94	80	29	17
SC, Charleston	(264)	0.66	74	88	83	58	32	15
TX, El Paso	(120)	2.52	21	98	75	85	76	44
VA, Newport News	(148)	1.57	41	98	91	83	67	47
WI, Dane Co.	(215)	1.88	44	89	76	73	57	30

(continued)

	Avg. # of Priors	% With No Priors	Percent of Offenders <sup>1</sup> Meeting Seriousness Standard					
			#1	#2	#3	#4	#5	
<b>STATEWIDE GRANTS</b>								
<b>Delaware:</b>								
Kent Co.	(306)	1.73	47	92	78	71	59	26
New Castle Co.	(827)	2.65	31	94	78	79	74	44
Sussex Co.	(227)	1.43	52	92	77	63	53	22
Delaware Totals	(1360)	2.24	38	93	78	75	67	36
<b>Nevada:</b>								
Churchill/Lander/Eureka Cos.	(11)	0.18	91	100	100	82	9	0
Clark Co.	(319)	0.98	58	99	98	88	46	30
Elko Co.	(12)	0.13	42	100	100	83	58	42
Esmeralda/Mineral/Nye Cos.	(6)	1.83	67	83	83	67	67	33
Humboldt/Pershing Cos.	(18)	0.83	56	100	100	78	44	17
Lyon/Douglas Cos.	(60)	0.90	80	98	93	85	38	21
Storey Co.	(49)	0.49	78	85	77	53	21	6
Washoe Co.	(121)	2.11	32	98	97	94	70	46
White Pine/Lincoln Cos.	(17)	0.18	94	94	94	88	18	6
Nevada Totals	(613)	1.11	57	97	96	86	47	29
<b>New Jersey:</b>								
Atlantic Co.	(34)	1.30	58	85	76	61	46	30
Bergen Co.	(109)	2.01	45	92	80	74	57	33
Burlington Co.	(79)	2.64	41	99	94	96	69	61
Cape May Co.	(20)	3.10	25	100	100	95	75	60
Cumberland Co.	(2)	-	-	-	-	-	-	-
Essex Co.	(70)	0.97	61	95	92	77	48	28
Hudson Co.	(110)	2.26	40	99	97	90	62	44
Hunterdon Co.	(1)	6.00	0	100	100	100	100	100
Mercer Co.	(111)	3.27	15	99	88	92	87	56
Middlesex Co.	(50)	4.54	16	100	92	92	86	76
Monmouth Co.	(50)	1.27	55	76	67	72	48	24
Ocean Co.	(29)	3.93	89	100	87	80	67	53
Passaic Co.	(82)	1.64	23	97	79	83	72	32
Salem Co.	(43)	1.43	44	71	63	54	39	22
Sussex Co.	(1)	-	-	-	-	-	-	-
New Jersey Totals	(791)	2.30	39	94	85	82	65	43

(continued)

		Avg. # of Priors	% With No Priors	Percent of Offenders <sup>1</sup> Meeting Seriousness Standard				
				#1	#2	#3	#4	#5
<b>New York:</b>								
Nassau Co.	(502)	0.54	71	99	99	93	34	22
Suffolk Co.	(234)	0.68	71	99	99	84	37	26
Upstate Cos.	(191)	1.01	67	99	99	87	44	24
New York Totals	(927)	0.67	70	99	99	89	37	23
<b>Washington:</b>								
Benton/Franklin Cos.	(100)	2.21	46	100	99	95	68	49
Clark Co.	(139)	1.15	54	100	98	92	54	36
Grays Harbor Co.	(306)	1.33	62	83	76	68	52	25
King Co.	(426)	1.60	55	95	87	81	61	37
Mason Co.	(157)	1.25	75	70	62	53	40	21
Seattle	(141)	1.43	39	88	67	65	65	27
Washington Totals	(1269)	1.47	57	89	81	75	56	32
<b>Wisconsin:</b>								
Ashland Co.	(26)	1.32	20	100	100	92	84	12
Chippewa Co.	(80)	2.38	39	99	96	92	75	50
Douglas Co.	(27)	2.12	38	100	100	96	71	54
Eau Claire Co.	(12)	5.91	27	100	100	100	100	88
Fond du Lac	(9)	5.00	0	100	100	100	100	100
Green Bay	(82)	2.72	41	96	86	87	67	50
Kenosha Co.	(74)	2.88	43	96	88	79	64	42
Marathon Co.	(58)	2.60	55	100	100	94	67	52
Menominee Reservation	(97)	9.23	7	99	94	94	91	86
Outagamie Co.	(64)	2.21	38	95	92	83	65	42
Racine Co.	(22)	3.14	23	100	100	89	83	72
Rock Co.	(95)	3.05	31	99	97	95	83	68
Walworth Co.	(29)	3.43	29	95	80	80	75	55
Wisconsin Totals	(675)	3.65	33	97	93	89	76	57

<sup>1</sup> Project-identified ineligible are excluded from these percentages.

Some projects tend to take substantial numbers of first offenders but concentrate almost exclusively on the most serious immediate offenses. Referrals in the Adams-Brown Counties, Ohio project, for example, include 56 percent who are first offenders (six percent higher than the initiative-wide average), but half of their referrals -- the initiative average is 30.5 percent -- meet the most stringent seriousness standard (#5).

Another strategy for defining eligibility would be to take repeat or chronic offenders even if their immediate offenses are not particularly serious. Quincy, Massachusetts appears to be an example of this type. Although only 27 percent of their referrals meet the most stringent seriousness standard, 67 percent of their referrals are repeat offenders (only one-third have no priors).

#### Discussion

It must be emphasized that the purpose of the analysis is not to pass judgment on the initiative or on any particular project. The purpose is to provide a more accurate description of the "seriousness" of referrals to the initiative.

The standards, and the data presented in the tables of this section, can be used in several ways other than those already discussed. For example, one might wish to define the target population so that it includes a specific proportion of youths with a high probability of being incarcerated; excludes entirely those youths with a high probability of being diverted; and permits the remainder of the population to be in between these extremes. (Unfortunately, there is no nation-wide information system from juvenile courts that could be used to determine the probability of these dispositions and thereby provide a uniform and consistent standard for the projects to follow.) Nevertheless, if agreement could be reached concerning the

combination of offense seriousness and pattern of prior offenses that define the incarcerable group and the divertable group, then the data in this section could be used to determine whether the appropriate target population was served by projects in the initiative.

## FOOTNOTES

<sup>1</sup>Restitution by Juvenile Offenders, page 101.

<sup>2</sup>Memorandum originally drafted November 28, 1979; issued by the Office of Juvenile Justice and Delinquency Prevention in December, 1980.

<sup>3</sup>Project-identified ineligibles (PIIs) have been excluded from this since these youths were never officially accepted as restitution project clients. No restitution plan was developed for PIIs.

## SUCCESSFUL COMPLETION RATES

### Introduction

One of the most important short-term performance criteria for restitution projects is the rate of successful completion of restitution requirements. For restitution to be a viable dispositional alternative, it is necessary that the youths for whom restitution is ordered be able to complete their requirements. In this section of the report data are presented on the successful completion of restitution orders in the juvenile restitution initiative, with specific emphasis on:

1. A definition and explication of successful completion, unsuccessful completion, and project-identified ineligible.
2. A presentation of the associations between background characteristics and rates of successful completion.
3. A description of the relationships between program and restitution plan characteristics and successful completion rates.
4. A summary of the rates of successful completion within each restitution project.

### Successful Completion, Unsuccessful Completion and PII's

Upon termination from restitution programs, information on each youth was collected through the Management Information System (MIS) on the reason for case closure (an overview of the MIS data is contained in section 3 of this report). If a youth completed all restitution within the allotted

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time period and had not violated any other parts of the restitution order, the project would indicate that the case had been closed in full compliance with the original restitution requirements. Through the first two years of the juvenile restitution initiative, 70.1 percent of all closed cases were in full compliance with the original restitution requirements (Table 5.1). If a restitution order was adjusted after the youth began making restitution, and the case was closed with the youth having completed all requirements of that adjusted restitution order, the project would report that the case had been closed in full compliance with adjusted restitution requirements. Of all closed cases, 6.4 percent were in full compliance with adjusted restitution requirements. In each of these two instances--full compliance with original requirements and full compliance with adjusted requirements--the youth had met his or her restitution requirements and had successfully completed the restitution order; these two types of case closures are both classified as successful completions in this report. All other completion status types are classified as either unsuccessful completions or project-identified ineligible (Table 5.1).

The second major type of completion--unsuccessful completion -- is composed of 23 different reasons for completion, which is 12.5 percent of all closed cases. Each of these reasons shows a failure to complete the restitution requirements after the restitution plan was imposed. In some instances, the reason for closure was not within the project's nor the youth's control, but the final outcome was still that the restitution ordered was not fully or successfully completed by the youth in the restitution project.

TABLE 5.1 FREQUENCY DISTRIBUTION OF SUCCESSFUL COMPLETIONS  
UNSUCCESSFUL COMPLETIONS AND PROJECT-IDENTIFIED INELIGIBLES

Type of Completion	Reason for Completion	%	Number of Cases
SUCCESSFUL	Full compliance with original requirements	70.1	10,806
	Full compliance with adjusted requirements	6.4	991
UNSUCCESSFUL	Youth never had position	0.6	86
	Youth lost position	0.6	89
	Unsuccessful in meeting restitution requirements <sup>2</sup>	4.4	670
	Youth ran away	0.7	113
	Youth reoffended	0.8	118
	Youth reoffended and was committed	1.8	279
	Parent refused to make restitution	0.1	8
	Youth quit program	0.3	43
	Youth committed on current offense	0.8	116
	Terminated due to youth's health	0.1	22
	Judge withdrew restitution requirements	0.4	61
	Youth unable to pay restitution	0.1	20
	Time in secure facility in lieu of restitution	0.2	30
	Youth paid fine in lieu of restitution	*	5
	Restitution held in abeyance	*	6
	Part of order completed independent of project	0.6	89
	Youth's insurance paid restitution	0.1	7
	Victim pursuing civil action	0.1	7
	Youth no longer a juvenile	0.1	19
	Terminated due to psychological problems	0.1	16
	Youth's probation expired	0.1	20
	Terminated due to unsatisfactory home environment	*	2
	Project terminated the case <sup>2</sup>	0.4	58
PROJECT-IDENTIFIED INELIGIBLE <sup>1</sup>	Inappropriate for project services	1.5	232
	No restitution ordered, no victim loss	2.3	352
	Petition dismissed	0.8	130
	Youth not guilty	*	6
	Victim could not be located	0.3	41
	Not adjudicated	0.7	102
	Youth committed to mental institution	*	6
	Youth refused to participate	1.4	212
	Youth moved out of jurisdiction	1.5	227
	Court officer withdrew referral	*	6
	Victim unwilling to document loss	1.1	169
	Youth committed on pending charge	0.3	44
	Judge denied restitution recommendation	0.2	35
	Youth's attorney refused restitution	0.1	10
	Parent denied youth's participation	*	6
Youth and victim unable to reach agreement	*	2	
Victim dropped restitution order	*	8	

(continued)

TABLE 5.1 (Continued)

Type of Completion	Reason for Completion	%	Number of Cases
PROJECT-IDENTIFIED INELIGIBLE <sup>1</sup> (continued)	Youth ordered incarceration for referral offense	0.8	120
	Youth placed in group home for referral offense	*	5
	Youth reoffended prior to disposition	*	5

\* Less than 0.1 percent

<sup>1</sup>A closed case is classified as project-identified ineligible only when the case is closed prior to the development and implementation of the restitution order. Cases closed for any reason after the restitution order is implemented are classified as either successful or unsuccessful completions.

<sup>2</sup>This explanation is rather general and additional information was not available on the reason for the lack of success.

Project-identified ineligibles--the third type of completion--differ from unsuccessful completions in that although the youth was referred to the restitution project, no restitution plan was ever implemented. The case was closed prior to the development or implementation of a restitution order. Frequently, project-identified ineligibles are the result of cases being referred to a restitution project prior to disposition for the purpose of developing a restitution plan. In some cases, for example, the project will be unable to locate the victim for the purpose of loss documentation and will thus be unable to recommend any monetary restitution order. The case will be closed out by the project and an alternative sanction will be imposed. Of all closed cases, 11.4 percent were project-identified ineligibles.

Since a major distinction between unsuccessful completions and project-identified ineligibles (PII's) lies in whether or not a restitution order is ever implemented, an issue arises as to whether PII's should be included when computing the rate of successful completion of restitution requirements. We would suggest that PII's be excluded from the successful completion calculation because inclusion would be misleading for at least two reasons. First, it would give an underestimate of the ability of youths to complete restitution requirements, because many youths who had never been ordered to complete restitution would be included in the rates. Second, it would unfairly penalize projects which began work on a case prior to disposition since included in the project's rate of successful completion of restitution requirements would be a number of youths who never had a restitution plan implemented, or in some cases considered. For these reasons, project-identified ineligibles are not included

in the description and analysis of successful completion rates included in this report. The analysis of successful completion only includes those cases in Table 5.1 whose type of completion was successful (N = 11,797) or unsuccessful (N = 1,884). Once project-identified ineligibles are excluded, the overall rate of successful completion of restitution requirements for closed cases referred to projects during their first two years of federal funding is 86.2 percent.

#### Background Characteristics and Successful Completion

Through the Management Information System (MIS) background data are collected at intake on each youth who enters a restitution project. The background information collected includes: age (at intake), race, sex, annual household income, school attendance, and number of prior delinquent offenses. In addition, information is collected on the type of referral offense and its seriousness, and the number of offenses concurrent with the referral offense.

Table 5.2 presents the bivariate frequency distributions for rates of successful completion by background characteristics. Of these background characteristics, school attendance, income, race, and number of priors are moderately related to successful completion; seriousness is weakly related; and age and sex show no relationship. The significance levels reported are for the  $Tau_B$  and  $Tau_C$  statistics. One should keep in mind that with as many as 13,000 cases, minor, nonsubstantive differences will frequently be statistically significant.

School Attendance. Youth who were reported to be attending school on a full-time basis at the time of referral to a restitution project

showed about a ten percent higher successful completion rate than youth who were not in school. Youths in alternative schools, GED programs, vocational schools and secure facility schools had successful completion rates 7.6 percent lower than youth in non-special schools.

Annual Household Income. Youth from the lowest income group had the lowest successful completion rates (80.9 percent), while youth from the next income category (\$6,000-\$10,000) had successful completion rates over six percent higher. The highest income category (over \$20,000) had the highest successful completion rate of any demographic category (91.5 percent). It should be noted that income data were collected on only about 8,000 of the more than 13,000 cases included in this analysis. Frequently, this information was unknown and unobtainable to the restitution projects. Moreover, the accuracy of the income information obtained was most likely variable and probably underestimated the income groups of many youth.

Race. White youth had successful completion rates slightly over seven percent greater than nonwhites. Additional analysis revealed that income was strongly related to race ( $\gamma = -.58$ ;  $Tau_C = -.42$ ). Controlling for income, racial differences in rates of successful completion diminished for low income youths (no differences between whites and nonwhites for youths in the less than \$6,000 income category), but racial differences remained for the middle and upper income categories. Controlling for the number of priors had no effect on the relationship between race and successful completion.

Total Number of Priors/Charges. The relationship between number of priors and successful completion of restitution was clear and in the expected direction: the greater the number of priors, the lower the rate of successful completion. Youth with no priors/charges had successful completion

TABLE 5.2 SUCCESSFUL COMPLETION RATES BY BACKGROUND CHARACTERISTICS

CHARACTERISTIC	PERCENT SUCCESSFUL	PERCENT UNSUCCESSFUL	TOTAL	NUMBER OF CASES
<u>Age</u>				
13 and younger	87.6%	12.4%	100%	1,485
14	86.0	14.0	100	2,020
15	85.2	14.8	100	3,064
16	85.9	14.1	100	3,527
17	86.7	13.3	100	2,751
18 and older	85.8	14.2	100	612
				<u>13,459</u>
$\tau_c = .00 \quad \gamma = .00$ n.s.				
<u>Race</u>				
White	88.1%	11.9%	100%	11,528
Non-white	80.7	19.3	100	1,864
				<u>13,392</u>
$\tau_B = -.09 \quad \gamma = -.27$ $\alpha < .001$				
<u>Income (Annual)</u>				
Less than \$6,000	80.9%	19.1%	100%	1,590
\$ 6,000 - \$10,000	86.3	13.7	100	1,532
\$10,000 - \$14,000	87.3	12.7	100	1,576
\$14,000 - \$20,000	90.3	9.7	100	1,447
Over \$20,000	91.5	8.5	100	1,920
				<u>8,065</u>
$\tau_c = .08 \quad \gamma = .23$ $\alpha < .001$				
<u>School Attendance</u>				
Full-time	88.6%	11.4%	100%	10,013
Not in school	78.5	21.5	100	2,541
Other	81.0	19.0	100	489
				<u>13,043</u>
$\tau_c = -.07 \quad \gamma = -.33$ $\alpha < .001$				

(continued)

TABLE 5.2 (Continued)

CHARACTERISTIC	PERCENT SUCCESSFUL	PERCENT UNSUCCESSFUL	TOTAL	NUMBER OF CASES
<u>Total Number of Priors/Charges</u>				
0	90.3%	9.7%	100%	5,936
1	86.6	13.4	100	2,844
2	83.6	16.4	100	1,614
3	80.7	19.3	100	976
4	79.6	20.4	100	578
5	77.0	23.0	100	352
6 and more	77.2	22.8	100	797
				<u>13,097</u>
$\tau_c = -.09 \quad \gamma = -.25$ $\alpha < .001$				
<u>Seriousness</u>				
Victimless	86.0%	14.0%	100%	335
Minor General	88.7	11.3	100	239
Minor Property	87.4	12.6	100	1,708
Minor Personal	84.6	15.4	100	279
Moderate Property	89.4	10.6	100	3,752
Serious Property	85.1	14.9	100	3,895
Serious Personal	84.6	15.4	100	495
Very Serious Property	82.3	17.7	100	2,222
Very Serious Personal	85.5	14.5	100	470
				<u>13,395</u>
$\tau_c = .04 \quad \gamma = .11$ $\alpha < .001$				
<u>Sex</u>				
Male	86.3%	13.7%	100%	12,175
Female	84.7	15.3	100	1,414
				<u>13,589</u>
$\phi = .01 \quad \gamma = .06$ n.s.				

rates of over 90 percent, and each additional prior reduced the rate of successful completion by an average of 2.2 percent.

Offense Seriousness. Offense seriousness (see section 4 of this report for further discussion of this variable) is weakly related to successful completion, with higher levels of offense seriousness being related to lower successful completion rates. The greatest difference in successful completion between any two categories of offense seriousness is only 7.1 percent. The average successful completion for property offenders was 86.3 percent; for personal offenders, 84.9 percent. The average for minor seriousness categories (including victimless) was 86.7 percent, and for the more serious groups it was 85.4 percent.

Age. No relationship appeared (as a bivariate association) between age and successful completion. The greatest difference between any of the age groups was only 2.4 percent. Our expectation is that the "true" relationship between age and successful completion is one of older referrals completing restitution requirements at higher rates than younger referrals, but that this pattern is being suppressed by other variables (such as job subsidies). Clearly, more analysis is needed and will be done on this topic.

Sex. Similar to age, no significant differences in rates of successful completion between males and females appeared, although there was a tendency for males to have slightly higher successful completion rates.

#### Program Components and Successful Completion

In addition to background data, information is collected through the Management Information System on program and restitution plan components. Table 5.3 presents the bivariate frequency distributions for the rates of

successful completion by the program and restitution plan characteristics. Of these characteristics, the requirements of the restitution order, the presence of an employment subsidy, and the size of the restitution order are moderately related to successful completion, while the proportion of earnings subsidized and the type of restitution ordered are not related to successful completion.

Restitution Order Requirements. Earlier papers demonstrated that on an initiative-wide basis, youths ordered sole sanction restitution were more likely to complete their restitution requirements successfully than youths ordered other restitution requirements (Schneider, Griffith and Schneider, 1982)<sup>1</sup>. This relationship did not diminish significantly even after multiple statistical controls were introduced. These earlier results were not, however, based on the full two years of Management Information System data.

The data in Table 5.3 suggest that youths ordered sole sanction restitution still have a greater probability of completing their restitution requirements successfully than youths ordered restitution and probation or youths ordered suspended commitment restitution. The difference between the proportion of youths successfully completing who were ordered sole sanction and who were ordered restitution and probation is nearly 10 percent, which is two percent greater than the difference previously reported (Schneider, et al., 1982).

Fifty-nine projects in the restitution initiative have some sole sanction restitution plans in their caseload, and sixteen projects have over ten percent of their caseload with sole sanction restitution. Further analysis of sole sanction restitution will be forthcoming in later papers.

TABLE 5.3 SUCCESSFUL COMPLETION RATES  
BY PROGRAM AND RESTITUTION PLAN CHARACTERISTICS

CHARACTERISTIC	PERCENT SUCCESSFUL	PERCENT UNSUCCESSFUL	TOTAL	NUMBER OF CASES
<u>Restitution Order Requirements</u>				
Sole Sanction Restitution	93.9%	6.1%	100%	1,991
Restitution and Probation	84.2	15.8	100	9,555
Suspended Commitment	87.0	13.0	100	713
$\tau_c = -.05$ $\gamma = -.31$				12,255
$\alpha < .001$				
<u>Employment Subsidy</u>				
Yes	90.2%	9.8%	100%	3,840
No	84.5	15.5	100	9,858
$\phi = .07$ $\gamma = -.26$				13,698
$\alpha < .001$				
<u>Percent of Earnings Subsidized</u>				
0 - 75%	90.8%	9.2%	100%	196
76 - 100%	90.2	9.8	100	3,576
$\phi = .00$ n.s.				3,772
<u>Type of Restitution</u>				
Monetary	86.9%	13.1%	100%	7,016
Unpaid Community Service	87.9	12.1	100	4,406
Victim Service	94.5	5.5	100	164
Monetary and Community Service	85.4	14.6	100	1,730
				13,316
<u>Size of Monetary Restitution Order</u>				
\$ 1 - \$ 41	92.7%	7.3%	100%	1,703
\$ 42 - \$ 90	91.8	8.2	100	1,810
\$ 91 - \$ 165	87.4	12.6	100	1,795
\$ 166 - \$ 335	83.8	16.2	100	1,768
\$ 336 - \$ 7,992	77.4	22.6	100	1,682
$\tau_c = -.13$ $\gamma = -.30$				8,758
$\alpha < .001$				

(continued)

TABLE 5.3 (Continued)

CHARACTERISTIC	PERCENT SUCCESSFUL	PERCENT UNSUCCESSFUL	TOTAL	NUMBER OF CASES
<u>Size of Community Service Order</u>				
1 - 16 hrs.	96.2%	3.8%	100%	1,208
17 - 25 hrs.	91.9	8.1	100	1,281
26 - 40 hrs.	89.2	10.8	100	1,330
41 - 74 hrs.	82.8	17.2	100	1,056
75 - 1000 hrs.	76.9	23.1	100	1,249
$\tau_c = -.16$ $\gamma = -.40$				6,124
$\alpha < .001$				

Employment Subsidies. Employment subsidies are aimed at assisting youths in complying with their restitution orders. One hypothesized effect of employment subsidies is that they should produce higher successful completion rates than nonsubsidized restitution because jobs would be more obtainable, especially for the hard-to-employ, serious offenders.

Youths receiving employment subsidization had successful completion rates about six points higher than unsubsidized youths. The proportion of a youth's earnings that were subsidized did not, however, seem to make a difference in whether or not youths successfully completed their restitution requirements; there was no significant difference in the completion rates of youths who had small or large percentages of their earnings subsidized. This finding could be misleading, however, since very few youths receiving subsidies (five percent) had less than 75 percent of their earnings subsidized.

Size of Restitution Order. The size of the monetary restitution order and the size of the unpaid community service order were both statistically and substantively related to successful completion of restitution requirements.

For monetary restitution orders, the rates of successful completion varied by over 15 points; 92.7 percent of youths given monetary restitution orders of \$41 or less completed their requirements successfully, while only 77.4 percent of youths ordered monetary restitution amounts of \$336 or more were successful completions.

For unpaid community service orders, the variation in rates of successful completion was even greater, nearly twenty points. Youths ordered 16 hours and less of unpaid community service completed their orders 96.2

percent of the time, while youths ordered 75 hours and more only completed their orders in 76.9 percent of the cases.

Type of Restitution. While three possible types of restitution are available--monetary restitution, unpaid community service, and direct victim service--only monetary restitution and unpaid community service (either singly or in conjunction) are used with any great frequency by projects in the initiative. The completion rates for monetary restitution and community service differ by only one percent, while the completion rates for plans which combine these two major types of restitution are only slightly lower than the single plans (1.5 percent and 2.5 percent lower than monetary restitution and community service, respectively). Direct victim service appeared to be successfully completed at higher rates than the other types, but the number of completed restitution plans which had victim service orders was too low (N = 154) to produce statistically significant differences. (Only 93 noncombination victim service plans were completed; the other plans involved monetary restitution or community service combined with victim service.)

Rates of Successful Completion within Restitution Projects

The successful completion rates for each project in the initiative, along with the statewide totals, are presented in Table 5.4. The number of cases that each rate is based on is also included. For most projects the number of cases indicated will be fewer than the number of cases closed during the first two years of federal funding because, as discussed earlier in this section, project-identified ineligibles are excluded from the successful completion rate computations.

TABLE 5.4 SUCCESSFUL COMPLETION RATES, BY PROJECT

LOCAL GRANTS		(N)	STATEWIDE GRANTS		(N)
AR, Western	87.5%	(168)	<u>Delaware:</u>		
CA, Ventura	84.3	(268)	Kent Co.	74.9	(255)
CT, Norwich	90.2	(235)	New Castle Co.	88.1	(639)
DC, Washington	68.2	(170)	Sussex Co.	85.0	(200)
FL, Broward Co.	81.4	(339)	Delaware Totals	84.5	(1094)
GA, Clayton Co.	90.9	(176)	<u>Nevada:</u>		
ID, 4th Judicial Dist.	78.6	(518)	Churchill/Lander/ Eureka Cos.	100.0	(11)
IL, Chicago	59.8	(127)	Clark Co.	93.5	(294)
KY, Jefferson	89.1	(267)	Elko Co.	91.7	(12)
LA, New Orleans	80.0	(185)	Esmeralda/Mineral/ Nye Cos.	100.0	(6)
ME, Cumberland Co.	79.1	(158)	Humboldt/Pershing Cos.	100.0	(15)
MD, Prince George's Co.	89.0	(437)	Lyon/Douglas Cos.	94.2	(52)
MA, Lynn	81.5	(184)	Storey Co.	91.5	(47)
MA, New Bedford	84.4	(96)	Washoe Co.	97.5	(118)
MA, Quincy	95.2	(566)	White Pine/Lincoln Cos.	100.0	(33)
MI, Wayne Co.	74.0	(611)	Nevada Totals	94.7	(588)
MN, Hennepin Co.	97.4	(1050)	<u>New Jersey:</u>		
MN, Red Lake Reservation	50.0	(2)	Atlantic Co.	100.0	(5)
MN, Washington Co.	96.9	(292)	Bergen Co.	95.6	(45)
NJ, Camden Co.	93.2	(531)	Burlington Co.	96.9	(64)
OH, Adams-Brown Cos.	89.5	(19)	Cape May Co.	100.0	(7)
OH, Geauga Co.	98.6	(349)	Cumberland Co.	--	
OH, Hamilton Co.	72.9	(144)	Essex Co.	79.0	(19)
OH, Lucas Co.	83.7	(933)	Hudson Co.	95.2	(42)
OH, St. Clairsville	93.4	(76)	Hunterdon Co.	100.0	(1)
OH, Summit Co.	98.1	(424)	Mercer Co.	97.3	(75)
OK, Oklahoma County	83.5	(272)	Middlesex Co.	100.0	(8)
PR, Rio Piedras	91.1	(213)	Monmouth Co.	96.2	(26)
SC, Charleston	78.5	(260)	Ocean Co.	--	
TX, El Paso	87.0	(115)	(continued)		
VA, Newport News	92.9	(141)			
WI, Dane Co.	93.2	(206)			

TABLE 5.4 (Continued)

STATEWIDE GRANTS		(N)
<u>New Jersey: (continued)</u>		
Passaic Co.	100.0	(6)
Salem Co.	100.0	(8)
Sussex Co.	--	
New Jersey Totals	95.8	(306)
<u>New York:</u>		
Nassau Co.	73.0	(204)
Suffolk Co.	85.2	(108)
Upstate Cos.	88.6	(131)
New York Totals	80.6	(443)
<u>Washington:</u>		
Benton/Franklin Cos.	77.0	(87)
Clark Co.	71.1	(128)
Grays Harbor Co.	84.8	(277)
King Co.	58.5	(337)
Mason Co.	88.8	(143)
Seattle	65.9	(129)
Washington Totals	72.8	(1101)
<u>Wisconsin:</u>		
Ashland Co.	100.0	(26)
Chippewa Co.	94.9	(78)
Douglas Co.	89.5	(19)
Eau Claire Co.	87.5	(8)
Fond du Lac	87.5	(8)
Green Bay	91.6	(71)
Kenosha Co.	92.3	(65)
Marathon Co.	87.0	(54)
Menominee Reservation	93.2	(84)
Outagamie Co.	94.7	(57)
Racine Co.	93.3	(18)
Rock Co.	94.2	(87)
Walworth Co.	92.3	(26)
Wisconsin Totals	92.5	(601)

For local projects, the average rate of successful completion was 84.8 percent; for statewide projects, 90.6 percent; and across the six statewide grants (i.e., the average of the statewide totals), 86.8 percent. Across all restitution projects, the average project's rate of successful completion was 88.2 percent, with a range of from 50 to 100 percent.

#### Summary and Conclusions

The major findings of this presentation of successful completion rates are:

1. The overall rate of successful completion of restitution requirements for closed cases referred to projects during their first two years of federal funding was 86.2 percent.
2. Differences among socioeconomic categories ranged from moderate to small. There were no age or sex differences in successful completion, there was a seven percent racial difference, and a difference of about 11 percent among income levels. Offense history was moderately related to successful completion; first offenders had successful completion rates about 13 points higher than youths with six or more priors. The seriousness of the referral offense was very weakly related to successful completion of restitution.
3. The restrictiveness of court control over the youth was inversely related to successful completion. Youths ordered sole sanction restitution had successful completion rates nearly ten points higher than youths ordered "traditional" restitution and probation. Moreover, the size of the restitution order was strongly related to successful completion; larger orders were completed successfully less frequently than small orders. Job subsidies appeared to improve successful completion rates slightly.

Overall, a surprising finding of this examination of successful completion rates was that the average rate of successful completion of restitution requirements was so high and that the variation across different background, program, and restitution plan characteristics was so low. Never did the rate of successful completion fall below three out of four for any background, program or restitution plan subgroup (the lowest successful completion percentage for any subgroup examined was 76.9 for youths ordered 75 or more hours of unpaid community service). This strongly suggests that the answer to the question, Can and will serious offenders complete court-mandated restitution requirements? is an unequivocal "Yes."

## FOOTNOTES

<sup>1</sup>This, and other information, is contained in P.R. Schneider, W.R. Griffith and A.L. Schneider, "Juvenile Restitution as a Sole Sanction or Condition of Probation: An Empirical Analysis." Journal of Research in Crime and Delinquency 19 (1):47-65, 1982.

## AN ANALYSIS OF IN-PROGRAM REOFFENSE RATES

Introduction

All community-based delinquency programs that accept serious offenders as referrals and that seek to be true alternatives to incarceration must contend with the fact that some youths will reoffend during the time they are officially under the jurisdiction of the programs. The in-program reoffense rate is a function not only of the program effectiveness and the immediacy of its impact, but also (and perhaps, primarily) of the policy decisions that govern eligibility requirements. The extent of social control exercised over the youths during the time they are in the programs also may influence the rate and type of reoffending that occurs. Because of the policy implications arising from the type and extent of offenses committed by youths who are in programs funded by the federal initiative, in-program reoffending has been developed as one of the key short-term performance measures for the restitution initiative. The topics covered in this section are:

1. A presentation of the reoffense rates, controlling for time at risk, for the initiative as a whole and for each of the projects participating in the federal program;
2. A description of the types of offenses committed by juveniles during the time they were participating in the restitution programs;
3. An examination of the extent to which characteristics of the youths (age, race, gender, and so forth) are associated with the probability of reoffending;

4. An examination of the relationship between reoffending and selected policy variables, such as characteristics of the disposition orders.

This study differs in several significant ways from most other research and evaluation reports on delinquency programs. First, the performance measure used here is "in-program reoffending" rather than the more familiar concept, recidivism. The two are similar in that both are based on whether subsequent delinquent offenses are committed. They differ in that recidivism usually includes only the offenses committed after release from the intervention program whereas in-program reoffending refers only to the offenses committed when the youth is under the jurisdiction of the program. Second, this analysis is confined to reoffense information on juveniles who participated in the restitution programs; there are no similar data available on juveniles who received nonrestitution dispositions. The limitations of this approach are quite obvious. Most importantly, we are not attempting in this paper to compare the effect of restitution on recidivism with nonrestitution alternatives. The national evaluation design includes six experimental projects in which youths have been randomly assigned among restitution and nonrestitution alternatives. Self-reported delinquency information and official records data are being obtained from restitution groups and from the nonrestitution controls. A thorough analysis of restitution's impact on recidivism will be forthcoming when these data have been analyzed.

Some might argue that in-program reoffense rates, when considered in isolation, have no theoretical or policy relevance and that comparisons with nonrestitution dispositions are essential to interpretation of the data. Although comparisons greatly enhance the meaning of any performance indicator, the in-program reoffense rate of a delinquency program--and especially of

large, federally-supported initiatives such as restitution--is a useful and perhaps vital indication of satisfactory project performance. Policy makers and the public at large tend to hold juvenile and criminal justice programs especially responsible for the criminal offenses committed by persons who are officially under the auspices of the program at the time the crime is committed. Thus, timely information on the frequency of reoffending and the types of offenses committed should be provided as part of an evaluation, especially for the large federal programs. This information permits program monitors and local project directors to determine whether the reoffense rate is "acceptable" and to identify projects in which the rate of reoffending is so high as to be intolerable, either from a federal or local point of view. Information on factors associated with reoffending can be used as a diagnostic tool to reduce unacceptably high reoffense rates and knowledge about the correlates of reoffending can be used to improve the performance of restitution programs through fine tuning of project components and operating characteristics.

It is relatively obvious that the reoffense rate for the initiative as a whole or for a particular project might be too high and, therefore, require policy changes. Less obvious is the possibility that the reoffense rate actually could be below an optimal level. A project that wished to achieve the lowest possible reoffense rate could accept only those juveniles believed to have extremely low a priori probabilities of reoffending or they could exercise extensive in-program control over the behavior of the youths. Either one of these tactics countermands other purposes of the restitution initiative--namely, that the projects should deal with serious offenders and that the intervention should be short, nonpunitive, and involve a minimum of coercive control. An "ideal" reoffense rate, therefore, cannot be specified; it is

not even feasible to identify an upper limit that is "too high." It is possible, however, to measure the reoffense rate for the initiative and to test its sensitivity to the seriousness of the offenders, to characteristics of the youths, and to selected policy variables.

#### Source of Data

Reoffense data for youths referred to the initiative are taken from the Management Information System (MIS) forms completed for each youth by restitution project staff at the time a youth is terminated from a restitution project. The reoffense variable is derived from an item which asks whether the youth had any new juvenile court contacts since program intake and, if so, the characteristics of the incident or behavior which prompted the contact. If there was more than one recontact shown on the form or if the recontact was part of a multiple charge, the most serious offense was coded. Multiple incidents were extremely rare, however, because most projects closed cases as soon as one reoffense was reported. Project staff recorded a short narrative description of the offense and the actual coding was done by IPA personnel in Eugene.

The use of court recontact as the measure of in-program reoffending raises several concerns. It is generally acknowledged that the measure of recidivism used in a particular study depends on the research questions being asked, but the closer the researcher can get to a measure of the actual delinquent behavior, the better the measurement will be.<sup>1</sup> It was not possible to collect self-reported delinquency information from youths in all 85 projects. Project personnel who were responsible for filling out the forms in the field usually did not have access to police contact information unless the case was

referred to juvenile court. Thus, as a practical matter, the court contact measure of reoffending was selected. One major source of error in the use of court contact data is in making inappropriate comparisons across projects. There is a great deal of variation among jurisdictions in standards for re-referral to the court for an offense or probation violation. Also, projects may vary in the extent of knowledge they have about new contacts with the court, although most seemed to be routinely informed when a new offense occurred. Additionally, the extent of in-program reoffending undoubtedly varies with the seriousness of the offenders accepted as referrals in the restitution projects. Thus, cross-site comparisons should be made with great caution and differences should not be interpreted directly as a reflection of the program's impact on delinquent behavior.

Two issues that always arise in the analysis of recidivism or reoffense information involve the handling of cases that have not yet closed and the method of dealing with program dropouts. Studies in which cases that do not complete the program are excluded from the analysis of recidivism can be criticized on the grounds that the exclusion of program dropouts biases the findings so that they favor the program being studied.<sup>2</sup> In the analysis reported here, all unsuccessful completions are included in the study.<sup>3</sup> Youths who did not complete the restitution program are included as reoffenders, if they reoffended, or as nonreoffenders, if they did not. Open cases also are included in the study. The presumption is that these youths have not reoffended, within the amount of time that they have been at risk.

Another issue is the quality of the data. The recontact information, as well as other data about each referral, was collected by restitution

project staff and the forms were forwarded to IPA on a weekly basis. The forms were edited by IPA staff who provided regular feedback to project personnel regarding the completeness and quality of the information. Every effort was made to obtain complete and accurate data on each referral, but it was not possible to conduct on-site verification for the recontacts. Thus, we have no way of knowing how many recontacts actually occurred but were not known to the project staff at the time the closure form on the case was sent to IPA.

#### Reoffense Rates

Reoffense information for the restitution initiative as a whole was available on 15,192 juveniles who were referred during the first two years of program operation. These youths had spent an average of 6.26 months in the restitution programs and had committed a total of 1,204 offenses. For the initiative as a whole, then, 7.9 percent of the youths had reoffended during the time they were under the auspices of the projects. The proportion reoffending will increase over time because some of the 15,192 cases were still open at the time this analysis was undertaken. Since some of these youths undoubtedly will commit subsequent offenses before their cases close, the total number of offenses (and the proportion reoffending) will increase beyond the 7.9 percent.

There are several different techniques that can be used to calculate a reoffense rate which controls for time at risk and, therefore, does not suffer from the problem of a rate that continues to increase simply as a function of time. Survival analysis, first applied to the study of recidivism by Berea in 1972, has been used here.<sup>4</sup>

The survival rate actually is the cumulative proportion of cases that have not yet reoffended, at each of many different time lags beyond referral. Thus, this methodology produces a nonreoffense rate for one month beyond referral, two months, three months, and so on. The rate of reoffending can be determined simply by subtracting the proportion of nonreoffenders from 100 percent. Table 6.1 contains the information needed to calculate the cumulative proportion of youths reoffending (or not reoffending) at each monthly interval for up to two years beyond referral.<sup>5</sup>

The first column, Interval Start Time, shows the number of days beyond referral that denotes the beginning of the interval. The actual interval used in this analysis is 30 days in length. The number of referrals entering each interval is shown in the second column, the number withdrawing during the interval is shown in the third column, and the number reoffending during the interval is shown in the fifth column. For example, in the restitution initiative, there were 15,192 youths who entered the programs for at least one day. Of these, 1,468 withdrew during the first interval (i.e., their cases were closed between the 1st and 29th day beyond referral) and there were 170 youths who reoffended in that time period. The number of youths exposed to risk is shown in the fourth column. All of the remaining figures for a particular interval can be calculated from these. The proportion terminating refers to the percentage that reoffended during the interval and proportion surviving refers to those that did not reoffend.

The most important summary statistic for this analysis is the cumulative proportion surviving at the end of the interval (column 8 in Table 6.1). For the first month of the restitution initiative, the cumulative proportion

TABLE 6.1 "SURVIVAL" ANALYSIS<sup>1</sup>

Interval Start Time	Number Entering This Interval	Number Withdrawn During Interval	Number Exposed To Risk	Number of Terminal Events	Proportion Terminating	Proportion Surviving	Cumulative Proportion Surviving at End	SE of Cumulative Surviving
0	15,192	1,468	14,458.0	170	.0118	.9882	.9882	.001
30	13,554	1,936	12,586.0	172	.0137	.9863	.9747	.001
60	11,446	1,870	10,511.0	171	.0163	.9837	.9589	.002
90	9,405	1,524	8,643.0	146	.0169	.9831	.9427	.002
120	7,735	1,043	7,213.5	106	.0147	.9853	.9288	.003
150	6,586	857	6,157.5	88	.0143	.9857	.9156	.003
180	5,641	707	5,287.5	72	.0136	.9864	.9031	.003
210	4,862	546	4,589.0	48	.0105	.9895	.8936	.003
240	4,268	441	4,047.5	51	.0126	.9874	.8824	.004
270	3,776	381	3,585.5	36	.0100	.9900	.8735	.004
300	3,359	390	3,164.0	28	.0088	.9912	.8658	.004
330	2,941	383	2,749.5	26	.0095	.9905	.8576	.004
360	2,532	415	2,324.5	19	.0082	.9918	.8506	.005
390	2,098	303	1,946.5	8	.0041	.9959	.8471	.005
420	1,787	257	1,658.5	13	.0078	.9922	.8405	.005
450	1,517	216	1,409.0	8	.0057	.9943	.8357	.005
480	1,293	168	1,209.0	6	.0050	.9950	.8315	.006
510	1,119	181	1,028.5	6	.0058	.9942	.8267	.006
540	932	136	864.0	7	.0081	.9919	.8200	.006
570	789	104	737.0	9	.0122	.9878	.8100	.007
600	676	97	627.5	4	.0064	.9936	.8048	.008
630	575	88	531.0	0	.0000	1.0000	.8048	.008
660	487	73	450.5	3	.0067	.9933	.7995	.008
690	411	76	373.0	1	.0027	.9973	.7973	.008

<sup>1</sup>The SPSS program, "Survival" was used in this analysis. The term "survival" in this context, means the youth did not reoffend. The cumulative reoffense rate can be found by subtracting from 1.0 the cumulative proportion surviving at the end of the interval.

surviving was 98.8 percent. By the end of the second month, 97.47 percent were still included as nonreoffenders, 95.89 percent at the end of the third month, 91.6 percent at the end of six months, and after 12 months, 86 percent had not been re-referred to court for an offense. These figures, when converted to reoffense rates, show that 4 percent reoffend by the end of the third month; 8 percent by the end of the sixth month; and 14 percent by the end of the first year.

In Table 6.2 are the estimated nonreoffense rates at three, six and twelve months for each project in the initiative that had sufficient cases and sufficiently reliable reoffense data to be included.<sup>6</sup> Considerable caution should be exercised in comparing the nonreoffense rates across the projects. Some of those with the smallest proportion surviving at the end of 12 months are the projects in large metropolitan areas, such as Ventura County, California (75 percent not reoffending in 12 months), Washington, D.C. (73 percent), Chicago, Illinois (78 percent), and Wayne County (Detroit), Michigan (82 percent). The 12-month reoffense rates, obtained by subtracting from 100 percent, are 25 percent, 27 percent, 22 percent, and 18 percent for the projects just named. Differences among the projects undoubtedly are influenced mainly by the seriousness of the offenders permitted into the programs, the local law enforcement policies regarding referral of juveniles suspected of committing offenses, and by the procedures established for informing project personnel about subsequent offenses. Without additional information about these variables, projects with higher rates of reoffending should not be viewed as having less-effective restitution programs. Also, greater reliance should be placed on the three- and

TABLE 6.2 SURVIVAL RATES, BY PROJECT<sup>1</sup>

	No. of Cases	Survival Rates		
		3 mos. %	6 mos. %	12 mos. %
All Referrals	15,192	96	92	86
<u>LOCAL GRANTS</u>				
AR, Western	169	93	88	--
CA, Ventura Co.	314	91	82	75
CT, Norwich	230	96	88	--
DC, Washington	171	93	83	73
FL, Broward Co.	362	98	95	90
GA, Clayton Co.	197	96	93	88
ID, 4th Judicial District	549	95	91	84
IL, Chicago	205	93	86	78
KY, Jefferson Co.	269	94	90	--
LA, New Orleans	191	95	91	84
ME, Cumberland Co.	156	93	84	--
MA, Lynn	183	95	89	91
MA, New Bedford	104	99	95	--
MA, Quincy	597	98	95	89
MI, Wayne Co.	650	98	96	82
MN, Hennepin Co.	1,364	97	96	95
MN, Washington Co.	314	97	97	97
NJ, Camden Co.	555	95	88	82
OH, Geauga Co.	351	98	93	--
OH, Hamilton Co.	206	91	87	80
OH, Lucas Co.	734	95	89	81
OH, St. Clairsville	74	97	81	--

<sup>1</sup>Projects not included in this table either had too few referrals to produce reliable results or did not submit reoffense information that appeared to be reliable. Statewide totals may exceed totals for individual projects because small projects are included in the former.

TABLE 6.2 (Continued)

	No. of Cases	Survival Rates		
		3 mos. %	6 mos. %	12 mos. %
All Referrals	15,192	96	92	86
<u>LOCAL GRANTS (Cont.)</u>				
OH, Summit Co.	402	98	--	--
OK, Oklahoma Co.	258	93	86	78
SC, Charleston	260	94	83	72
TX, El Paso	94	97	--	--
VA, Newport News	137	95	77	--
WI, Dane Co.	188	94	87	75
<u>STATEWIDE GRANTS</u>				
<u>Delaware:</u>				
Kent Co.	267	94	87	82
New Castle Co.	766	95	89	81
Sussex Co.	205	97	92	84
Delaware Totals	1,238	95	89	82
<u>Nevada:</u>				
Clark Co.	300	96	85	68
Lyon/Douglas Cos.	57	93	--	--
Storey Co.	45	94	--	--
Nevada Totals	579	96	89	79
<u>New Jersey:</u>				
Burlington Co.	78	97	91	86
Essex Co.	70	99	97	96
Hudson Co.	110	98	93	--
Mercer Co.	109	85	81	79
New Jersey Totals	780	97	95	94

TABLE 6.2 (Continued)

	No. of Cases	Survival Rates		
		3 mos. %	6 mos. %	12 mos. %
All Referrals	15,132	96	92	86
<u>STATEWIDE GRANTS (Cont.)</u>				
<u>New York:</u>				
Nassau Co.	258	94	90	88
Suffolk Co.	130	97	95	91
Upstate Cos.	139	98	97	--
New York Totals	527	96	94	91
<u>Washington:</u>				
Benton/Franklin Cos.	84	99	95	91
Clark Co.	126	88	86	81
Grays Harbor Co.	254	99	98	91
King Co.	325	93	92	--
Mason Co.	125	99	97	--
Seattle	123	94	--	--
Washington Totals	1,037	95	94	88
<u>Wisconsin:</u>				
Chippewa Co.	80	94	78	--
Green Bay	72	95	88	--
Kenosha Co.	69	94	87	--
Marathon Co.	42	100	96	--
Menominee Reservation	70	89	85	--
Outagamie Co.	59	96	87	--
Rock Co.	93	92	82	75
Walworth Co.	27	89	--	--
Wisconsin Totals	597	94	87	75

six-month rates because the number of cases often drops considerably there-  
after producing a less reliable 12-month figure.

#### Background Characteristics

A summary of the survival rates by age, race, income, school status, and sex is shown in Table 6.3. Significance levels have been reported in this table although it should be pointed out that virtually any difference will be statistically significant because of the large number of cases. When differences are statistically significant, an independent judgment must be made regarding the policy and theoretical relevance of the findings.

Even though there are some differences in the survival rates shown among the various subgroups of juveniles in Table 6.3, none of the subgroups has a rate that differs by more than four percent from the overall average of 86 percent nonreoffending after 12 months beyond referral. Differences at three months are never greater than two percent from the overall average. The major findings are:

1. Age. There is no relationship between age and reoffending. The youths who do best after three months are in the 13 and under age group (97 percent survival rate compared with 96 or 95 percent for the others) whereas those who do best after one year are the 17 and older juveniles (87 percent compared with 86 or 85 percent for the others).

2. Race. The nonreoffense rates for white and nonwhite youths are extremely similar for the first six months; a difference of one percent exists at three months and two percent at six. After one year of followup, however, the scores differ by five percent (87 vs. 82) with the white youths being more likely to have not committed subsequent offenses.

TABLE 6.3 SURVIVAL RATES BY AGE, RACE,  
INCOME, SCHOOL STATUS, AND GENDER<sup>1</sup>

	No. of Cases	Proportion Not Reoffending			Signf. Level
		3 mos. %	6 mos. %	12 mos. %	
All Referrals	15,192	96	92	86	
<u>Age</u>					
13 and under	1,645	97	93	86	
14	2,267	96	91	85	
15	3,423	95	91	86	
16	3,941	95	91	85	
17	3,070	96	92	87	
<u>Race</u>					
White	10,838	96	92	87	***
Nonwhite	4,165	95	90	82	
<u>Income</u>					
\$6,000 or less	1,795	94	88	82	***
\$6,000-\$10,000	1,699	95	91	82	
\$10,000-\$14,000	1,721	95	91	85	
\$14,000-\$20,000	1,569	96	91	86	
\$20,000 or more	2,106	97	93	88	
<u>School Status</u>					
Full Time	11,142	96	92	86	***
Not in School	2,929	95	89	85	
Other	552	94	90	83	
<u>Gender</u>					
Male	13,675	96	91	85	***
Female	1,561	97	94	90	

<sup>1</sup>Significance levels were estimated using the SPSS comparison routine which is a part of the "Survival" program. Three astericks indicate significance beyond .001.

This difference might be a statistical artifact attributable to the small number of nonwhite cases actually tracked for 12 months. Alternatively, there might be differences in the seriousness of the offenders or differences in the characteristics of the projects in which the youths are involved.

3. Income. A definite linear relationship between the family income and the nonreoffense rate is shown in Table 6.3. Juveniles from the lower income families have the lower survival rates (82 percent after one year) and the youths from the highest income groups having the highest scores (88 percent after one year).

4. School Status. Youths who are in school full time have an 86 percent survival rate after one year compared with 85 percent for youths who are not in school. Thus, this factor is not of any substantive importance in understanding reoffense rates.

5. Gender. Female offenders are slightly less likely to reoffend than males at each of the different time lags, but these differences are not very great during the early time periods. After one year, the survival rate for females, however, is 90 percent compared with 85 percent for males.

#### Seriousness of Offenders

The survival rates by type of offense, number of prior offenses, and the seriousness of the offense are shown in Table 6.4. There are no differences worth noting among the various types of offenses at the three- or six-month time lags. The highest survival rate, at three months, is 97 percent (vandalism) and the lowest is for larceny and vehicle theft (95 percent). All of the others are 96 percent. At the end of 12 months, however, a potentially important difference has appeared: The youths who entered

TABLE 6.4 SURVIVAL RATES BY TYPE OF OFFENSE, PRIOR OFFENSES,  
AND SERIOUSNESS OF OFFENSES

Type of Offense	No. of Cases	Proportion Not Reoffending			Signf. Level
		3 mos. %	6 mos. %	12 mos. %	
n.s.					
Burglary	5,239	96	92	86	
Larceny	3,001	95	90	84	
Vandalism	2,046	97	92	87	
Vehicle Theft	1,451	95	90	86	
Other Property	1,034	96	93	88	
Assault, Rape, Robbery	819	96	90	81	
Other Personal	1,117	96	92	88	
***					
<u>Prior Offenses</u>					
None	6,513	97	94	90	
One	3,157	96	92	87	
Two	1,829	95	90	83	
Three or More	3,161	93	88	80	
n.s.					
<u>Seriousness of Offense</u>					
Victimless Offenses	358	97	95	88	
Minor Offenses	259	95	94	91	
Property-minor	1,841	96	91	85	
Property-moderate	4,146	95	90	85	
Property-serious	4,387	96	91	86	
Property-very serious	2,615	96	93	86	
Personal-minor	299	95	89	84	
Personal-serious	565	95	90	82	
Personal-very serious	539	97	92	82	

the program on assault, robbery, or rape offenses had a survival rate of 81 percent (a reoffense rate of 19 percent) at the end of 12 months, whereas most of the other groups had rates of 86 to 88 percent at that time.

As might be expected, juveniles with more prior offenses are more likely to reoffend than those with fewer priors. After three months, the distinctions are quite noticeable: 97 percent of the first offenders have not yet reoffended compared with 96 percent of those with one prior, 95 percent of those with two priors, and 93 percent of those with three or more priors. At the end of 12 months, the distinctions are even more obvious: 90 percent of the first offenders still have not reoffended compared with 80 percent of those with three or more priors. The substantive importance of this finding depends on the tolerance of subsequent delinquent activities, the importance of involving serious offenders in restitution programs, and the types of offenses committed.

Table 6.4 also contains the three-, six-, and 12-month survival rates for several different levels of offense seriousness.<sup>7</sup> These data are somewhat difficult to interpret since the pattern does not seem to show a linear change based on offense seriousness at the three-month or six-month time lags. After 12 months, it is apparent that the important distinction may not be offense "seriousness"--as measured here--but rather the distinction between personal and property offenses. Juveniles who entered the programs convicted of a personal crime have lower survival rates after one year than those whose offense involved property.

#### The Disposition Order

Juvenile courts participating in the restitution initiative use several different kinds of court actions in addition to requiring that restitution

be made to victims. A few permit juveniles to participate in the restitution program without any other sanction or requirement, although most of the jurisdictions place the youths on probation. Many courts use suspended commitment (along with probation and restitution) as the disposition for some juveniles. The courts also can use different kinds of restitution: monetary, community service, victim service, or combinations of these three. The survival rates for each of these different kinds of court dispositions are shown in Table 6.5.

In an earlier analysis based on data from the first six months of the initiative, we reported that youths with the "least restrictive" disposition were less likely to commit a new offense.<sup>8</sup> At that time, the rates for juveniles with the sole sanction dispositions were better than those for the youths on probation or those who received suspended commitments. This same pattern exists for youths entering the programs during the first two years. The survival rates after one year are 91 percent for the sole sanction group compared with 85 percent for those on probation and those who received suspended commitments. These results could, of course, be produced by a priori differences in the likelihood of reoffending. It is possible that judges give sole sanction restitution orders to youths who are the least likely to reoffend and place on suspended commitment those who are most likely to reoffend. An analysis of the relationship between reoffending and the restrictiveness of the court disposition, controlling for the number of prior offenses, reveals that the sole sanction youths generally do better than the others if they are first or second offenders (see Table 6.6), but there are no differences for youths with two or more prior offenses. More extensive multivariate analysis is needed before reaching a definite con-

TABLE 6.5 NONREOFFENSE RATES BY CHARACTERISTICS OF THE COURT ORDER AND TYPE OF VICTIM

	No. of Cases	Proportion Not Reoffending			Signf. Level
		3 mos. %	6 mos. %	12 mos. %	
<u>Court Control</u>					
Suspended Commitment	845	95	90	85	.04
Probation	10,760	96	91	85	
Sole Sanction	2,164	96	94	91	
<u>Type of Restitution</u>					
Monetary	8,061	96	91	86	.67
Nonmonetary	7,253	96	91	85	
Community Service	4,645	96	92	85	.23
Not community service	10,669	96	91	86	
Monetary and Community service	1,937	96	87	83	.36

TABLE 6.6 REOFFENDING AND RESTRICTIVENESS OF COURT ORDERS, CONTROLLING FOR PRIOR OFFENSES<sup>1</sup>

No. of Priors	Type of Court Order		
	Suspended Commitment, Probation & Restitution	Probation & Restitution	Sole Sanction Restitution
None	.91	.94	.97
One	.90	.92	.93
Two	.95	.89	.95
Three or More	.88	.87	.87

<sup>1</sup>The figures show the six-month survival rates of youths with different kinds of court orders accompanying the restitution requirement.

clusion regarding the efficacy of different court dispositions in reducing reoffense rates.<sup>9</sup>

The survival rates of youths with different kinds of restitution orders also are shown in Table 6.5 and there are no differences among these groups.

#### Type of Reoffense

The most common type of reoffense is burglary (see Table 6.7) followed by larceny.<sup>10</sup> These two kinds of offenses are responsible for 45 percent of the total reoffenses. The victimless category, with 16.5 percent, is the third largest. About one-third of these were probation violations and the others are drug, alcohol, traffic, runaway, and other similar kinds of misbehavior. Eleven percent of the subsequent referrals to court are in the highly serious categories of assault (6 percent), robbery (5 percent) and rape (less than one-half of one percent--5 incidents in all).

The reoffense data have been arranged in Table 6.8 so that some information can be obtained on whether reoffenders committed crimes more or less serious than the offense of referral. Most of the reoffenders in the initiative have been returned to court with an offense roughly equal in seriousness or less serious than the referral offense. Ranking the offenses in order of declining seriousness, 71 percent of the reoffenders had a subsequent offense roughly equal to or less serious than their referral offense. (All offenses above and to the right of the heavy line on Table 6.8 were considered roughly equal to or less serious than the entering offense.) Most youths were more likely to recommit the same kind of offense than they were to commit any other particular type. For example,

TABLE 6.7 TYPES OF REOFFENSES

Type of Reoffense	No. of Reoffenses	Proportion of All Reoffenses
Burglary	387	25%
Larceny	344	22%
Vandalism	60	4%
Auto Theft	102	7%
Assault	88	6%
Robbery	75	5%
Rape	5	---
Other Personal Offenses	61	4%
Other Property Offenses	128	8%
Other Minor Offenses	69	5%
Victimless	<u>215</u>	14%
Total	1,534	

TABLE 6.8 ENTRY OFFENSE BY REOFFENSE

Type of Offense at Entry	Type of Reoffense											Total
	Rape	Robbery	Assault	Burglary	Auto Theft	Larceny	Vandalism	Other Minor Personal	Other Minor Property	Other Minor	Victimless	
Rape	0	0	0	0	0	1	0	0	0	0	0	1
Robbery	2	16	6	11	5	13	1	1	5	1	7	23
Assault	0	5	18	8	2	17	2	4	5	7	12	80
Burglary	1	25	19	182	35	93	19	15	43	24	69	525
Auto Theft	1	8	7	34	28	38	6	9	16	4	24	175
Larceny	0	13	14	71	15	100	10	13	21	12	45	314
Vandalism	1	3	11	41	9	37	11	12	16	8	21	170
Other Minor Personal	0	2	1	8	2	5	2	3	2	2	5	32
Other Minor Property	0	3	8	21	6	25	5	4	18	8	18	116
Other Minor	0	0	1	6	0	5	1	0	0	1	3	17
Victimless	0	0	3	5	0	10	3	0	2	2	11	36

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of the burglars who reoffended while in the program, 35 percent committed another burglary, compared with 18 percent who committed a larceny, four percent vandalism, and seven percent auto theft. Also, the burglars who reoffended were not very likely to commit serious personal crimes as only nine percent of their reoffenses were in this category. The reoffense patterns of youths who enter the program with convictions on serious personal offenses of assault, robbery, and rape also follow this pattern: 45 percent of their reoffenses are for these same three crimes.

#### Discussion and Conclusions

The major findings in this section are:

1. The reoffense rate for juveniles referred to the restitution program was four percent by the end of three months; eight percent by the end of six months; and 14 percent by the end of the first year.
2. Although there were some differences in the reoffense rates of juveniles from different socioeconomic backgrounds, none of the subgroups examined in this study had a rate that differed by more than four percent from the 12-month average of 14 percent reoffending (86 percent not reoffending). There was a five percentage point difference between black and white youths' reoffense rates at 12 months; a six percent difference between the lowest and highest income categories, and a five percent difference between male and female.
3. The reoffense rate varied with the number of prior offenses and with the restrictiveness of court control over the youth, although the direction of the latter relationship was contrary to expectations. Juveniles with restitution as the sole sentence (i.e., they were not placed on probation

nor given suspended commitments) were less likely to reoffend than were youths whose restitution orders were accompanied by probation or suspended commitment. Additional analysis suggests this relationship holds for first and second offenders, but there is no difference for those with three or more offenses. Even so, the data suggest that more restrictive sentencing conditions may not reduce the likelihood of reoffending, regardless of the number of priors. As expected, juveniles with more prior offenses when entering the programs were more likely to reoffend. The one-year reoffense rate for youths with three or more priors was 20 percent compared with the 14 percent overall average.

There are two major implications from these findings. First, the reoffense rate for the initiative as a whole seems to be at an "acceptable" level and there were no projects that could be singled out as having alarmingly high reoffense rates. It is unfortunate that the information from this report cannot be compared with data from other programs. There has been very little reported analysis of in-program reoffending for delinquency programs. When in-program recidivism rates are considered at all, it often is only parenthetically and the important issues regarding measurement and methodology that might permit comparisons often are treated in a cursory manner. In short, it has not been possible to find reports of the reoffense rates that could be used to establish a standard or benchmark.

A second implication is that the probability of keeping out of trouble is relatively good even for youths usually considered poor risks for community-based programs. The rather small differences in reoffense rates among the various subgroups examined here may be of some theoretical or sociological interest, but the differences are too small to indicate a need for change in the eligibility criteria.

## FOOTNOTES

<sup>1</sup>For an excellent discussion and comparison of different techniques used to measure recidivism, see Michael J. Hindelang, Travis Hirschi, and Joseph G. Weis, Measuring Delinquency, Beverly Hills: Sage Publications, 1981. Also see Gordon Waldo and David Griswold, "Issues in the Measurement of Recidivism," in Lee Sechrest, Susan O. White, and Elizabeth D. Brown (eds.), The Rehabilitation of Criminal Offenders: Problems and Prospects, Washington, D.C.: National Academy of Sciences, 1979; and D.S. Elliott and S. Ageton, "Reconciling Differences in Estimates of Delinquency," American Sociological Review, 1980, 45:95-110.

<sup>2</sup>See, for example, P. Lerman, Community Treatment and Social Control, Chicago: University of Chicago Press, 1975; and L. T. Empey and M. L. Erickson, The Provo Experiment: Evaluating Community Control of Delinquency, Lexington, MA.: Heath, 1972.

<sup>3</sup>Project-identified ineligibles are not included because these youths were never formally under the jurisdiction of the projects (no restitution plans were ever developed). Also excluded are cases closed with status offenses and probation violations. These are completely excluded (no risk time is added to the total and no offenses are counted). The reason for their exclusion is that these offenses are not criminal violations and, therefore, present no risk to the community. On the other hand, it is possible that a youth charged with a status offense or probation violation may have committed a minor delinquent act but was not formally charged with it. Thus, we have excluded both the risk time and the noncriminal offenses. Open cases present a dilemma since some of the youths whose cases are open may already have reoffended, but this will not be discovered until the case

is closed. When this occurs, the risk time included in this analysis (as if no offense had been committed) should not have been included or, alternatively, the youth should have been designated as a reoffender. The exclusion of open cases, however, also results in bias since most projects close a case as soon as a reoffense is referred to the court. Thus, closed cases have a disproportionate share of the reoffenders. For the analysis reported here, the problem is not severe since only about 11 percent of the cases included in the analysis were still open.

<sup>4</sup>A more complete discussion of the techniques for measuring recidivism (controlling for time at risk) is being prepared and will be forthcoming from IPA in the near future. Among the authors who have written on the topic are: John E. Berecochea, Alfred N. Himelson, and Donald E. Miller, "The Risk of Failure During the Early Parole Period: A Methodological Note," The Journal of Criminal Law, Criminology and Police Science, 1972, 63(1); Howard S. Bloom, "Evaluating Human Service and Correctional Programs by Modeling the Timing of Recidivism," Sociological Methods and Research, 1979, 8(2), 179-208; Carol M. Harris and Soumyo D. Moltra, "Improved Statistical Techniques for the Measurement of Recidivism," Journal of Research in Crime and Delinquency, 1978, July, 194-213; N. Kontowitz, "How to Shorten the Follow-up Period in Parole Studies," Journal of Research in Crime and Delinquency, 1977, 14, 222-236; Michael R. Lloyd and George W. Joe, "Recidivism Comparisons Across Groups - Methods of Estimation and Tests of Significance for Recidivism Rates and Asymptotes," Evaluation Quarterly, 1979, 3(1), 105-117; Michael D. Maltz and Richard McCleary, "The Mathematics of Behavioral Change - Recidivism and

Construct Validity," Evaluation Quarterly, 1977, 1(3), 421-438; Peter Schmidt and Anne D. Witte, "Models of Criminal Recidivism and an Illustration of Their Use in Evaluating Correctional Programs," The Rehabilitation of Criminal Offenders: Problems and Prospects, edited by Lee Sechrest, Susan O. White, and Elizabeth D. Brown, Washington, D.C.: National Academy of Sciences, 1979, 210-224; and Stephen Stollmack and Carl M. Harris, "Failure-Rate Analysis Applied to Recidivism Data," Operation Research, 1974, Nov-Dec, 1192-1205.

<sup>5</sup>The number of cases included in this analysis differs from that reported in previous sections because of differences in the extent of missing data on variables such as reoffense. If the reoffense item was left blank, it was assumed to be missing and the case was excluded from this analysis.

<sup>6</sup>Most of the projects that were excluded had too few cases to permit the use of survival analysis. A few were excluded because they reported no reoffenses at all and we had no way of verifying the accuracy of this information.

<sup>7</sup>The definition of seriousness is described, in detail, in Table 3.3: "Crosstabulation of Seriousness Level and Offense History."

<sup>8</sup>See Peter R. Schneider, William Griffith, and Anne Schneider, "Juvenile Restitution as a Sole Sanction or Condition of Probation: An Empirical Analysis," Journal of Research in Crime and Delinquency, January 1982.

<sup>9</sup>A multivariate analysis will be undertaken shortly and the results released in a subsequent IPA report. There are some complex methodological problems in conducting multivariate analysis using measures of reoffending which control for time at risk.

<sup>10</sup>This table has more cases than previous ones because of differences in the criteria used to exclude cases for having missing data.

## COSTS OF THE JUVENILE RESTITUTION INITIATIVE: A TWO-YEAR SUMMARY

### Introduction

A descriptive summary of two-year costs for the Juvenile Restitution Initiative, including total and per unit costs for the entire initiative as well as total and per unit costs by individual grantees, is presented in this section. The analysis is primarily descriptive. No attempt will be made at this time to link costs with either the benefits or the effectiveness of restitution as we do not yet have sufficient information regarding these (in relation to such issues as recidivism or victim satisfaction, for example). Further, while it will be noted that great variation exists in the per unit costs among the individual grantees, we have not yet completed an examination of the factors which are related to these differences, such as program characteristics or employment subsidies.<sup>1</sup> In spite of these limitations, the information contained here is the first comprehensive presentation of the national and local costs incurred during the establishment and operation of the juvenile restitution programs.

In the next part of this summary, the data used and the levels of analysis will be explained. This elaboration is necessary to provide the context needed for interpreting the per unit cost figures and for establishing comparability with other sections of this two-year report. Next, the total and per unit costs for the entire initiative will be discussed and, in the last portion of this section, grantee-level costs will be presented. The range of costs among the various projects will demonstrate that while all

grantees responded to the same program announcement, actual implementation resulted in a wide variation of program costs.

#### Data and Units of Analysis

The expenditure figures are taken from the Financial Status Reports (H-1's) completed quarterly by each grantee. The descriptions presented here utilize only the H-1 report submitted by a grantee during the last quarter of the project's second year. As grantees began the operation of restitution projects at different times, the actual beginning and ending months varied from one project to another.<sup>2</sup> Costs include the monies actually spent by the grantee during the two years and unpaid obligations incurred in this period. The H-1's show costs for the last quarter as well as the cumulative cost of operation to the end of the quarter. For some projects, the end of the second year did not coincide with the end of a quarter. In this situation, the two-year cost figures were obtained by prorating costs during the last quarter. The Financial Status Reports also provide a breakdown of expenditures and obligations into federal and nonfederal shares. The non-federal share usually was 10 percent. For most purposes in this report, only the total (federal plus non-federal) cost is considered.

To establish the per unit costs, it is necessary to have data on the "units" of interest, such as the number of youths referred to the projects during the first two years, the number of victims involved, and both the amounts of restitution ordered and the amounts paid. This information was obtained from the Management Information System (MIS) established and maintained by IPA. Summaries of the characteristics of youths and their resti-

tution orders have been presented earlier in this report, but the figures presented in this section are not necessarily the same since a few grantees could not be included in the cost study.<sup>3</sup> Another distinction between this section and the previous ones is that the focus here is on the grantees rather than the projects. The discrepancy between the numbers of grantees (41) and the number of projects (85) is due to the fact that six statewide grants were awarded and these, in turn, were used to establish 50 individual projects throughout the states involved.<sup>4</sup> The cost information obtained from the H-1 reports from the statewide grants pertains to the total costs across all of the projects within the state and it is not possible to break out the costs at the level of an individual project. Thus, even though it is possible for the MIS data to be reported for each of the 85 projects, it is not possible to identify the costs at that level. For the cost analysis, the statewide grants are considered on a par with each of the 35 individually-funded projects. Aggregation of the information to the state level results in these grantees having uniformly large numbers of referrals although some of the individual projects within the statewide grants actually are quite small. Although it is unfortunate that some grantees could not be included in the study at this time, those which are excluded account for only 11 to 12 percent of all referrals to the initiative and our estimates are that approximately \$1,300,000 may have been spent on them during the specific time period being considered here.

#### Total Initiative Expenditures and Selected Per Unit Costs

The total two-year expenditures for the subset of projects included in the cost analysis totalled slightly over \$12.5 million (see Table 7.1). Of this amount, nearly \$11.5 million, or 91 percent, constituted the federal

TABLE 7.1 TWO-YEAR COST SUMMARY

Total Outlay*	\$12,623,221.00
Federal Outlay*	\$11,496,135.00
Total # of Referrals (incl. transfers)	15,393
Total # of Youth/Months	78,918
Total # of Victims	15,818
Total Restitution Ordered (in equivalent \$)	\$ 3,285,135.00
total \$ restitution ordered	\$ 2,338,809.00
total CS and VS hours ordered	282,485
Total Restitution Paid (in equivalent \$)	\$ 2,045,533.00
total \$ restitution paid	\$ 1,370,988.00
total CS and VS hours worked	204,043
Average Cost Per Intake	\$ 820.06
Average Cost Per Youth/Month	\$ 159.95
Average Outlay Per Total Dollar Ordered**	\$ 3.79
Average Outlay Per Total Dollar Paid**	\$ 6.09
Average Outlay Per Victim	\$ 787.31
Average Restitution Order (in equivalent \$) Per Victim	\$ 207.68
Average Payment (in equivalent \$) Per Victim	\$ 129.32

\*Expenditures by only thirty-five of the forty-one grantees are reported here. The excluded grantees include Westfield, MA; Red Lake, MN; Concord, NH; Camden, NJ; Snohomish, WA; and Washington State. Our estimates are that \$1,284,105 to \$1,329,240 were expended by the excluded projects during the two-year time period and that approximately 2,042 referrals were handled.

\*\*Expenditures and restitution orders and payments for only thirty-four grantees are used here. Total outlay is considered as \$12,453,712. See Tables 7.4 and 7.5 for details.

share. These cost figures include initial start-up costs sustained prior to full program operation. Although a few grantees accepted referrals during the first month of funding, the average lag from the start of funding to the first referral was between two and three months. The average cost per referral for the 15,393 youths participating in the projects considered here is \$820. These youths spent a total of 78,918 "youth months" in the initiative which, when divided into the total project cost, shows that the average cost of maintaining a youth in one of these restitution projects for one month was \$160.

The cost per case does not by itself address one of the major objectives of the juvenile restitution initiative -- the establishment of offender accountability through the payment of restitution. Monetary restitution orders for the initiative totalled somewhat over \$2.3 million and the combined community and victim service hours exceeded 280,000. (For this portion of the study, Western, Arkansas is not included. Thus, there are 15,172 referrals being analyzed.) If the community service and victim service hours are converted to monetary equivalents (at \$3.35 per hour) the total value of all restitution orders comes to approximately \$3.25 million. This is an outlay of \$3.80 for each dollar ordered. Total restitution payments were somewhat less than the total amount ordered, with a full valuation of the amounts paid estimated at slightly more than \$2 million. As shown in Table 7.1, for each dollar or dollar equivalent paid in restitution, the average initiative expenditure amounted to \$6.09. This measure does not constitute a firm effectiveness ratio by itself for several reasons (e.g., subsidy payments are included in it). Nevertheless, this return realized on money spent puts the initiative in a favorable light when considered from the victim's point of view. This

TABLE 7.2 RANK ORDERING OF GRANTEEES BY PER UNIT COSTS

<u>Grantee</u>	<u>Cost Per Referral</u>	<u>Grantee</u>	<u>Cost Per Youth Month</u>
1 OH, Adams-Brown Co.	\$6,175	1 OH, Adams-Brown Co.	\$1,388
2 DC, Washington	2,286	2 DC, Washington	520
3 NY, State	2,251	3 ME, Cumberland Co.	459
4 MA, New Bedford	2,207	4 MA, New Bedford	451
5 IL, Chicago	2,198	5 NY, State	441
6 CA, Ventura Co.	1,991	6 TX, El Paso	385
7 TX, El Paso	1,786	7 WI, State	366
8 ME, Cumberland Co.	1,763	8 IL, Chicago	357
9 WI, State	1,674	9 CA, Ventura Co.	322
10 PR, Rio Piedras	1,277	10 CT, Norwich	303
11 CT, Norwich	1,155	11 PR, Rio Piedras	285
12 OH, Hamilton Co.	1,122	12 OH, Geauga Co.	279
13 MA, Lynn	1,068	13 WI, Dane Co.	268
14 WI, Dane Co.	1,000	14 MA, Lynn	241
15 KY, Jefferson Co.	931	15 KY, Jefferson Co.	236
16 MA, Quincy	899	16 OH, Summit Co.	216
17 LA, New Orleans	880	17 SC, Charleston	205
18 MD, Prince George's Co.	859	18 NV, State	200
19 OH, Geauga Co.	856	19 VA, Newport News	198
20 VA, Newport News	817	20 AR, Western	185
21 AR, Western	767	21 LA, New Orleans	160
22 SC, Charleston	733	22 OH, Hamilton Co.	151
23 NV, State	650	23 MD, Prince George's Co.	148
24 MN, Washington Co.	582	24 MA, Quincy	135

TABLE 7.2 (continued)

<u>Grantee</u>	<u>Cost Per Referral</u>	<u>Grantee</u>	<u>Cost Per Youth Month</u>
25 GA, Clayton Co.	\$524	25 MN, Washington Co.	\$129
26 FL, Broward Co.	512	26 OK, Oklahoma Co.	114
27 OK, Oklahoma Co.	483	27 OH, St. Clairsville	111
28 DE, State	445	28 FL, Broward Co.	91
29 OH, Summit Co.	443	29 GA, Clayton Co.	83
30 NJ, State	353	30 DE, State	61
31 OH, St. Clairsville	328	31 NJ, State	56
32 MN, Hennepin Co.	243	32 ID, 4th Judicial Dist.	53
33 ID, 4th Judicial Dist.	230	33 MN, Hennepin Co.	46
34 MI, Wayne Co.	196	34 MI, Wayne Co.	45
35 OH, Lucas Co.	123	35 OH, Lucas Co.	20

impression is given further weight by the fact that the average return per victim in \$130 in real and equivalent dollars.

Expenditures by Grantee

The single most salient characteristic of per unit costs for the 35 grantees is their range: total two-year expenditures extend from a low of \$24,963 to over \$2 million (see Table 7.2). Differences in total costs are only partially accounted for by differences in the number of referrals and in the length of time youths remain in the projects. Figure 7.1 shows that the cost per referral varied from less than \$250 to \$2,500. One atypical project had so few cases that its cost per referral was more than \$6,000. The cost of maintaining a youth in a project for one month (Figure 7.2) ranges from less than \$50 to over \$500 for most of the projects. These two variables (number of referrals and youth/months) each individually accounts for between 12 and 14 percent of the variance in total expenditures.<sup>5</sup> Figure 7.3 shows the distribution of costs per restitution dollar paid. Most of the projects are in the one to eight dollar range.

Figures 7.1, 7.2, and 7.3 each indicate that the costs of the restitution projects do not form a single, symmetric distribution but instead they tend to cluster into two groups: those with low to moderate costs per youth, which constitute about two-thirds of the projects and those with costs that are considerably higher. In Figure 1, for example, the greatest number of projects are in the \$760 to \$1,000 category and 71 percent have referral costs of less than \$1,250.

FIGURE 7.1 DISTRIBUTION OF COSTS PER REFERRAL

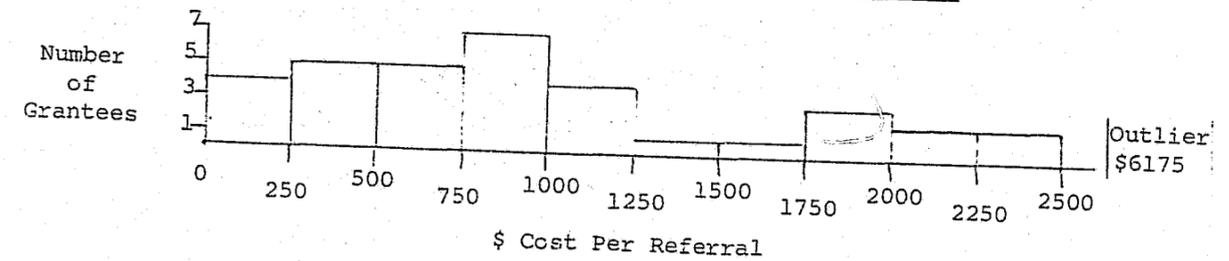


FIGURE 7.2 DISTRIBUTION OF COSTS PER YOUTH MONTH

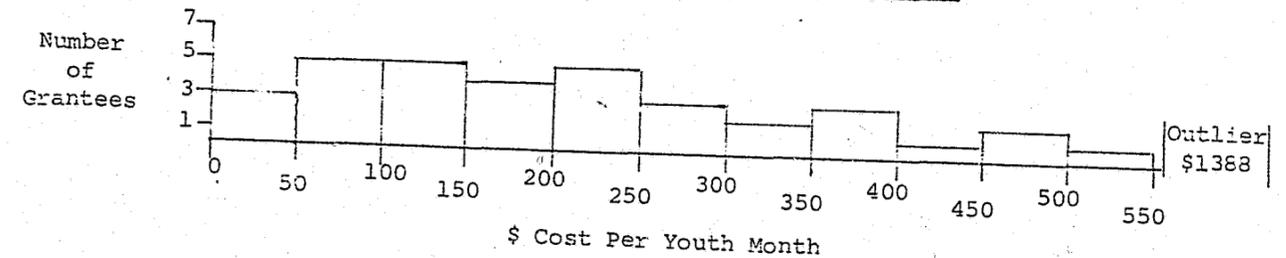
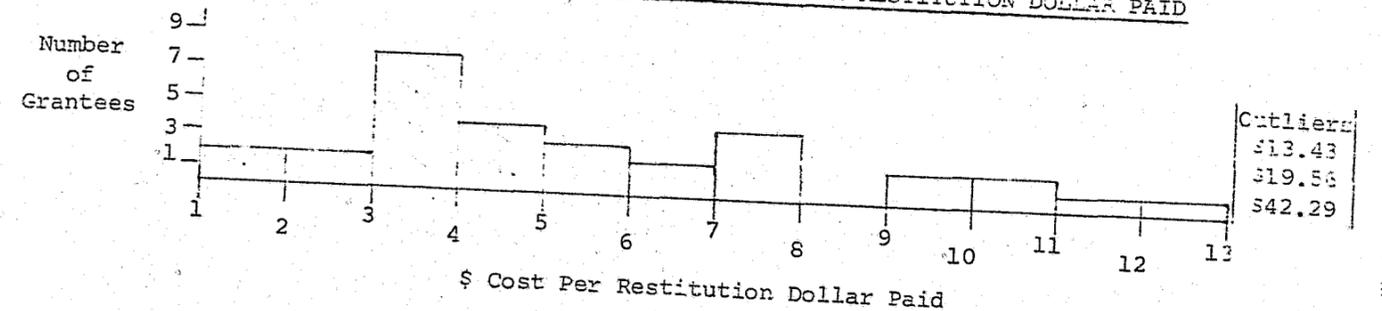


FIGURE 7.3 DISTRIBUTION OF COSTS PER RESTITUTION DOLLAR PAID



Detailed information regarding the per unit costs for each grantee is presented in Tables 7.3, 7.4, 7.5 and 7.6.

#### Conclusion

The per youth cost of the initiative has been computed in two ways which reflect different perspectives on the interpretation of per case cost. First, the total cost per case (\$820) includes start-up as well as operational costs over the two-year period and varies from one project to another depending on the length of time the youths remain under the jurisdiction of the program. Second, the time-bound measure of cost per youth month (\$160) controls for differences in the length of time youths spend in the programs and is more useful as a measure of comparative costs.

The payment of over \$2 million in restitution represents a 6:1 ratio of expenditures to restitution payments. For every six dollars that were spent by grantees, one dollar (or its equivalent) was returned to the victims in restitution. Even though the Juvenile Restitution Initiative was not established as a victim compensation program, the payment of an average \$130 per victim in real and equivalent dollars nationally over the two years is a favorable indicator of return.

The examination of costs by individual grantee shows that the size and cost varies greatly. Whereas the total average cost per referral was \$820 nationally, the individual grantees incurred costs between \$125 and \$6,175. This wide range of per unit costs is seen in every expenditure category. It also is noteworthy that the grantees are not evenly distributed along the full range of costs. It is fairly easy to place grantees into either the low/moderate group or into a high cost cluster. Reasons for the large differences in costs, after number of referrals and time in program have

been controlled, probably reflect differences in program components as well as overhead costs, cost of living factors, and so forth. These issues will be examined in future reports on the cost of restitution projects.

TABLE 7.3 EXPENDITURES BY REFERRAL AND YOUTH MONTH

GRANTEE	TOTAL EXPENDITURE	# OF REFERRALS <sup>1</sup>	YOUTH MONTHS	EXPENDITURE/REFERRALS	EXPENDITURE/YOUTH MONTH
<u>Local Grants</u>					
AR, Western	\$169,509	221	917	\$ 767	\$ 185
CA, Ventura Co.	688,988	346	2,143	1,991	322
CT, Norwich	281,748	244	930	1,155	303
DC, Washington	717,795	314	1,381	2,286	520
FL, Broward Co.	199,000	389	2,184	512	91
GA, Clayton Co.	115,381	220	1,394	524	83
ID, 4th Judicial Dist.	196,310	855	3,717	230	53
IL, Chicago	501,091	228	1,403	2,198	357
KY, Jefferson Co.	252,175	271	1,068	931	236
LA, New Orleans	175,216	199	1,095	880	160
ME, Cumberland Co.	310,331	176	676	1,763	459
MD, Prince George's Co.	496,314	578	3,359	859	148
MA, Lynn	271,347	254	1,124	1,068	241
MA, New Bedford	238,397	108	529	2,207	451
MA, Quincy	634,044	705	4,708	899	135
MI, Wayne Co.	176,548	903	3,926	196	45
MN, Hennepin Co.	314,707	1,296	6,796	243	46
MN, Washington Co.	199,487	343	1,548	582	129
OH, Adams-Brown Cos.	123,494	20	89	6,175	1,388
OH, Geauga Co.	304,802	356	1,094	856	279
OH, Hamilton Co.	242,406	216	1,604	1,122	151
OH, Lucas Co.	126,771	1,031	6,282	123	20
OH, St. Clairsville	24,963	76	224	328	111
OH, Summit Co.	187,896	424	869	443	216
OK, Oklahoma Co.	153,600	318	1,348	483	114
PR, Rio Piedras	279,602	219	981	1,277	285
SC, Charleston	193,469	264	943	733	205
TX, El Paso	214,371	120	557	1,786	385
VA, Newport News	120,881	148	610	817	198
WI, Dane Co.	215,000	215	803	1,000	268
<u>LOCAL TOTALS</u>	<u>\$8,139,590</u>	<u>11,057</u>	<u>54,302</u>	<u>\$736.15</u>	<u>\$149.89</u>

TABLE 7.3 (continued)

GRANTEE	TOTAL EXPENDITURE	# OF REFERRALS	YOUTH MONTHS	EXPENDITURE/REFERRALS	EXPENDITURE/YOUTH MONTH
<u>Statewide Grants</u>					
Delaware	\$ 605,032	1,360	9,891	\$ 445	\$ 61
Nevada	376,430	579	1,885	650	200
New Jersey	278,947	791	4,998	353	56
New York	2,086,477	927	4,734	2,251	441
Wisconsin	1,136,745	679	3,108	1,674	366
<u>Statewide Totals</u>	<u>\$ 4,483,631</u>	<u>4,336</u>	<u>24,616</u>	<u>\$1,034.05</u>	<u>\$182.14</u>
<u>Initiative Totals</u>	<u>12,623,221</u>	<u>15,393</u>	<u>78,918</u>	<u>\$820.06</u>	<u>\$159.95</u>

1. Referrals include transfer cases.

TABLE 7.4 RESTITUTION ORDERED

GRANTEE	TOTAL EXPENDITURE	\$ REST. ORDERED	CS & VS HRS ORDERED	TOTAL ORDERED REST. IN \$	EXPENDITURE/TOTAL ORDERED
<u>Local Grants</u>					
AR, Western <sup>1</sup>	\$ --	\$ --	--	\$ --	\$ --
CA, Ventura Co.	688,988	76,049	9,999	109,546	6.29
CT, Norwich	281,748	28,248	6,220	49,085	5.74
DC, Washington	717,795	5,526	18,894	68,821	10.43
FL, Broward Co.	199,000	99,101	5,204	116,534	1.71
GA, Clayton Co.	115,381	12,178	2,089	19,176	6.02
ID, 4th Judicial Dist.	196,310	101,682	5,597	120,432	1.63
IL, Chicago	501,091	47,962	37	48,086	10.42
KY, Jefferson Co.	252,175	50,182	2,488	58,517	4.31
LA, New Orleans	175,216	36,467	997	39,807	4.40
ME, Cumberland Co.	310,331	25,729	2,100	42,764	7.26
MD, Prince George's Co.	496,314	217,630	18,341	279,072	1.78
MA, Lynn	271,347	35,855	1,395	40,528	6.70
MA, New Bedford	238,397	30,426	34	30,540	7.81
MA, Quincy	634,044	91,677	12,121	132,282	4.79
MI, Wayne Co.	176,548	58,173	12,689	100,681	1.75
MN, Hennepin Co.	314,707	143,499	19,372	208,395	1.51
MN, Washington Co.	199,487	20,791	4,998	37,534	5.31
OH, Adams-Brown Cos.	123,494	8,735	840	11,549	10.69
OH, Geauga Co.	304,802	51,518	5,200	68,938	4.42
OH, Hamilton Co.	242,406	79,011	0	79,011	3.07
OH, Lucas Co.	126,771	132,717	2,883	142,375	0.89
OH, St. Clairsville	24,963	6,939	2,072	13,880	1.80
OH, Summit Co.	187,896	105,458	0	105,458	1.78
OK, Oklahoma Co.	153,600	32,727	2,103	39,772	3.86
PR, Rio Piedras	279,602	0	27,323	91,531	3.05
SC, Charleston	193,469	0	20,326	68,092	2.84
TX, El Paso	214,371	19,113	6,254	40,064	5.35
VA, Newport News	120,881	31,693	2,080	38,661	3.13
WI, Dane Co.	215,000	33,270	3,578	45,256	4.75
<u>LOCAL TOTALS</u>	<u>\$7,970,081</u>	<u>\$1,582,356</u>	<u>198,217</u>	<u>\$2,246,384</u>	<u>\$3.55</u>

TABLE 7.4 (continued)

GRANTEE	TOTAL EXPENDITURE	\$ REST. ORDERED	CS & VS HRS ORDERED	TOTAL ORDERED REST. IN \$	EXPENDITURE/TOTAL ORDERED
<u>Statewide Grants</u>					
Delaware	\$ 605,032	\$ 118,631	42,583	\$ 261,284	\$ 2.32
Nevada	376,430	109,106	3,512	120,871	3.11
New Jersey	278,947	157,168	28,193	251,615	1.11
New York	2,086,477	174,297	1,109	178,012	11.72
Wisconsin	1,136,745	197,251	8,871	226,969	5.01
<u>Statewide Totals</u>	<u>\$ 4,483,631</u>	<u>\$ 756,453</u>	<u>\$ 84,268</u>	<u>\$1,038,751</u>	<u>\$ 4.32</u>
<u>Initiative Totals</u>	<u>\$12,453,712</u>	<u>\$2,338,809</u>	<u>\$282,485</u>	<u>\$3,285,135</u>	<u>\$ 3.79</u>

1. Western Arkansas is excluded due to problems in matching the two years of expenditures to the same two years of MIS data.

TABLE 7.5 RESTITUTION PAID

GRANTEE	TOTAL EXPENDITURE	\$ REST. PAID	CS & VS HRS PAID	TOTAL PAID REST. IN \$	OUTLAY/PAYMENT
<u>Local Grants</u>					
AR, Western <sup>1</sup>	\$ --	\$ --	--	\$ --	\$ --
CA, Ventura Co.	688,988	45,706	6,524	67,562	10.20
CT, Norwich	281,748	20,137	5,709	39,262	7.18
DC, Washington	717,795	2,886	15,088	53,431	13.43
FL, Broward Co.	199,000	43,105	3,847	55,992	3.55
GA, Clayton Co.	115,381	6,415	1,854	12,626	9.14
ID, 4th Judicial Dist.	196,310	53,560	4,848	69,801	2.81
IL, Chicago	501,091	11,674	52	11,848	42.29
KY, Jefferson Co.	252,175	44,010	2,209	51,410	4.91
LA, New Orleans	175,216	28,201	1,023	31,628	5.54
ME, Cumberland Co.	310,331	20,022	2,689	29,030	10.69
MD, Prince George's Co.	496,314	73,823	11,857	113,544	4.37
MA, Lynn	271,347	26,386	965	29,619	9.16
MA, New Bedford	238,397	19,564	34	19,678	12.12
MA, Quincy	634,044	50,034	8,982	80,124	7.91
MI, Wayne Co.	176,548	38,289	6,141	58,861	3.00
MN, Hennepin Co.	314,707	49,909	13,475	95,050	3.31
MN, Washington Co.	199,487	12,067	4,224	26,218	7.61
OH, Adams-Brown Cos.	123,494	7,899	768	10,472	11.79
OH, Geauga Co.	304,802	49,861	4,864	66,155	4.61
OH, Hamilton Co.	242,406	30,413	0	30,413	7.97
OH, Lucas Co.	126,771	109,070	2,468	117,338	1.08
OH, St. Clairsville	24,963	4,475	1,318	8,890	2.81
OH, Summit Co.	187,896	102,135	0	102,135	1.84
OK, Oklahoma Co.	153,600	17,338	1,527	22,453	6.84
PR, Rio Piedras	279,602	0	24,327	81,495	3.43
SC, Charleston	193,469	0	16,055	53,784	3.60
TX, El Paso	214,371	17,163	5,741	36,395	5.89
VA, Newport News	120,881	28,708	1,973	35,318	3.42
WI, Dane Co.	215,000	29,916	3,220	40,703	5.28
<u>LOCAL TOTALS</u>	\$7,970,081	\$942,776	151,781	\$1,442,235	\$5.53

TABLE 7.5 (continued)

GRANTEE	TOTAL EXPENDITURE	\$ REST. PAID	CS & VS HRS PAID	TOTAL PAID REST. IN \$	OUTLAY/PAYMENT
<u>Statewide Grants</u>					
Delaware	\$ 605,032	\$ 70,051	30,327	\$ 171,646	\$ 3.52
Nevada	376,430	69,115	2,389	77,118	4.88
New Jersey	278,947	34,750	11,652	73,784	3.78
New York	2,086,477	104,956	515	106,681	19.56
Wisconsin	<u>1,136,745</u>	<u>149,350</u>	<u>7,379</u>	<u>174,069</u>	<u>6.53</u>
<u>Statewide Totals</u>	\$ 4,483,631	\$428,222	52,262	\$ 603,298	\$ 7.43
<u>Initiative Totals</u>	\$12,453,712	\$1,370,998	204,043	\$2,045,533	\$ 6.06

1. Western Arkansas is excluded due to problems in matching the two years of expenditures to the same two years of MIS data.

TABLE 7.6 FEDERAL OUTLAY, VICTIM EXPENDITURE, AND  
AVERAGE LENGTH REFERRALS REMAIN IN PROGRAM

GRANTEE	TOTAL EXPENDITURE	FEDERAL OUTLAY	# OF VICTIMS	EXPENDITURE/VICTIM	X̄ TIME IN PGM.
<u>Local Grants</u>					
AR, Western <sup>1</sup>	\$ --	\$ 150,309	--	\$ --	--
CA, Ventura Co.	688,988	620,583	394	1,749	5.6
CT, Norwich	281,748	265,091	245	1,150	3.2
DC, Washington	717,795	435,135	319	2,250	4.6
FL, Broward Co.	199,000	179,100	479	415	5.8
GA, Clayton Co.	115,381	106,074	205	563	4.9
ID, 4th Judicial Dist.	196,310	186,495	835	235	3.7
IL, Chicago	501,091	450,983	212	2,364	5.9
KY, Jefferson Co.	252,175	226,976	260	970	3.8
LA, New Orleans	175,216	157,694	181	968	6.0
ME, Cumberland Co.	310,331	277,371	176	1,763	3.6
MD, Prince George's Co.	496,314	446,682	704	705	6.9
MA, Lynn	271,347	243,830	225	1,206	4.5
MA, New Bedford	238,397	214,557	127	1,877	4.1
MA, Quincy	634,044	634,044	573	1,107	5.9
MI, Wayne Co.	176,548	158,893	923	191	5.8
MN, Hennepin Co.	314,707	283,236	1,453	217	3.2
MN, Washington Co.	199,487	199,487	339	588	3.5
OH, Adams-Brown Cos.	123,494	109,376	55	2,245	3.6
OH, Geauga Co.	304,802	299,557	319	955	2.6
OH, Hamilton Co.	242,406	220,221	195	1,243	5.6
OH, Lucas Co.	126,771	115,946	1,001	127	6.0
OH, St. Clairsville	24,963	22,467	47	531	3.6
OH, Summit Co.	187,896	169,107	443	424	1.1
OK, Oklahoma Co.	153,600	112,516	326	471	3.9
PR, Rio Piedras	279,602	251,454	182	1,536	4.2
SC, Charleston	193,469	174,123	246	786	2.8
TX, El Paso	214,371	198,659	105	2,042	3.8
VA, Newport News	120,881	107,149	146	828	3.9
WI, Dane Co.	215,000	190,500	219	982	3.4
<u>LOCAL TOTALS</u>	<u>\$7,970,081</u>	<u>\$7,157,615</u>	<u>10,934</u>	<u>\$728.93</u>	<u>4.5</u>

TABLE 7.6 (continued)

GRANTEE	TOTAL EXPENDITURE	FEDERAL OUTLAY	# OF VICTIMS	EXPENDITURE/VICTIM	X̄ TIME IN PGM.
<u>Statewide Grants</u>					
Delaware	\$ 605,032	\$ 545,024	1,373	\$ 441	8.7
Nevada	376,430	372,666	539	698	2.8
New Jersey	278,947	247,866	1,091	256	4.8
New York	2,086,477	1,920,149	811	2,573	4.5
Wisconsin	1,136,745	1,252,815	1,070	1,062	5.0
<u>Statewide Totals</u>	<u>\$4,483,631</u>	<u>\$4,338,520</u>	<u>4,884</u>	<u>\$918.02</u>	<u>5.8</u>
<u>Initiative Totals</u>	<u>\$12,453,712</u>	<u>\$11,496,135</u>	<u>15,818</u>	<u>\$787.31</u>	<u>4.83</u>

1. Western Arkansas is excluded due to problems in matching the two years of expenditures to the same two years of MIS data.

## FOOTNOTES

<sup>1</sup>These and other related topics will be the subject of a subsequent IPA technical paper.

<sup>2</sup>Using initial start-up dates provided by the H-1's, the two-year dates have been established as follows:

<u>Date</u>	<u>Project</u>	<u>Date</u>	<u>Project</u>
9/80	Delaware DC, Washington ME, Cumberland Co. MD, Prince George's Co. MA, Lynn MA, New Bedford MI, Wayne Co. MN, Hennepin Co. WI, Dane Co.	11/80	New York OH, Lucas Co. OH, St. Clairsville OH, Summit Co.
		12/80	FL, Broward Co. Nevada
		1/14/81	New Jersey
10/80	KY, Jefferson Co. LA, New Orleans MA, Quincy OH, Geauga Co. SC, Charleston TX, El Paso Wisconsin	2/81	AR, Western CT, Norwich GA, Clayton Co. ID, 4th Judicial Dist. IL, Chicago MN, Washington Co. OH, Adams-Brown Cos. OH, Hamilton Co. OK, Oklahoma Co. VA, Newport News
10/15/80	CA, Ventura Co. PR, Rio Piedras		

<sup>3</sup>Only thirty-five (thirty-four in some cases) grantees are included in this summary. The excluded grantees are Westfield, MA; Red Lake, MN; Concord, NH; Camden, NJ; Snohomish, WA; Washington State and Western, AR. These exclusions were the result of such factors as truncated participation in the initiative, unavailable expenditure data at the time of this report's preparation, and, in one case, a problem in matching MIS and expenditure time frames.

<sup>4</sup>A complete listing of individual projects within statewide grants can be found in Table 2.8.

<sup>5</sup>The zero order Pearson product-moment correlation between expenditures and the number of referrals is .37 and the corresponding correlation between expenditures and youth months is .35.

## SUMMARY AND CONCLUSIONS

This report demonstrates, among other things, the richness of the data generated thus far by the national evaluation of the Juvenile Restitution Initiative. It is interesting to recall that at the time the initiative was launched in 1978 little was known about the process of restitution generally, and even less about its application in juvenile courts. While restitution was widely used in conjunction with other sanctions meted out to juvenile offenders, there were few formal programs, very little documentation, and only a handful of studies. There were doubts about whether judges would use restitution for serious offenders, whether juveniles could make restitution if ordered, and whether restitution could ever serve as an alternative to traditional dispositions.

Today, with the data contained in this report, our knowledge about restitution is far greater. The research indicates, furthermore, that restitution as a disposition is feasible in the sense that it accomplishes its immediate objectives: judges will use it, they will use it for serious offenders and as an alternative to other dispositions, and juveniles can in fact perform as ordered and complete their restitution requirements. Moreover, despite concern that restitution in lieu of incarceration would be viewed by offenders as "easy time" and hence less of a deterrent, in-program reoffense rates average only eight percent after six months and 14 percent after one year.

Other interesting findings surfaced in the data, some of which were contrary to expectations. It was learned, for example, that youths making restitution as a sole sanction--rather than as a condition of probation--were more likely to complete the requirements and less likely to

reoffend. It was found that rates of completion varied by category of offender (as expected) but, unexpectedly, the rates were high for all categories and never dipped below 75 percent. Also, about two-thirds of the offenders' victims were persons or households, rather than (as anticipated) businesses or public institutions.

What is perhaps most significant, however, is the extent to which the initiative was used for serious offenders. Many new programs aimed at delinquent youth founder because of inappropriate referrals--including cases whose offenses were so minor that they might have escaped involvement with the juvenile justice system altogether. The restitution initiative avoided this problem by requiring, first of all, that all referrals be formally adjudicated and, second, that the projects concentrate on offenders who otherwise would have been incarcerated. As a result, more than half of the referrals had prior encounters with law enforcement, and about 22 percent had three or more priors. In addition, about 54 percent had committed serious or very serious offenses.

This report concludes the monitoring phase of the evaluation. The data needed to describe the activities of the initiative, the characteristics of its clients, and the accomplishments of its projects, are here. While the data cover only the first two years of an initiative whose projects lasted (with few exceptions) for three years, the data are complete enough to permit projections for the entire three-year period.

Among the many questions which remain are the impact of restitution on recidivism rates of juveniles, victim satisfaction and support of the juvenile justice system, and perceptions of fairness held by offenders and victims alike. These questions are being examined in the six experimental sites and reports will be forthcoming in 1983.

**END**