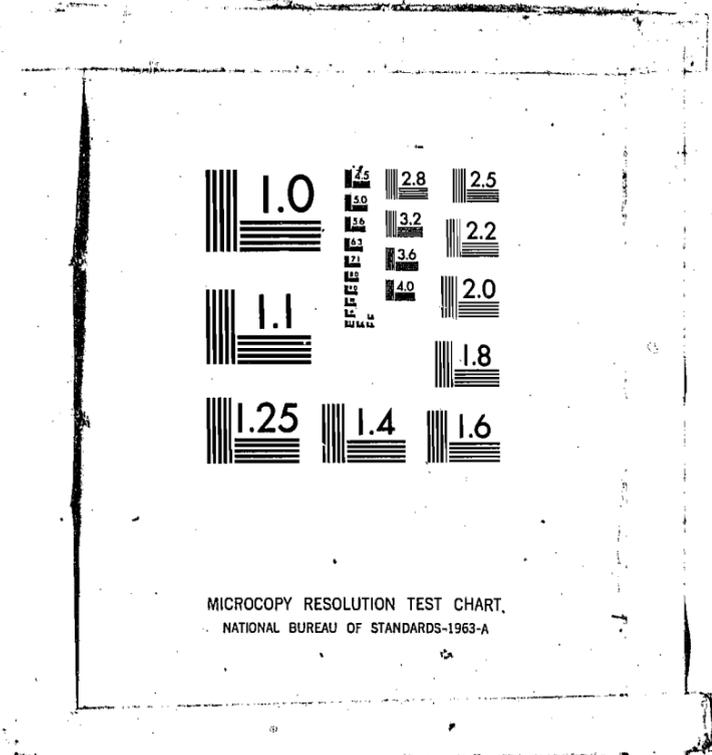


National Criminal Justice Reference Service



This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART,
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

DATE FILMED

12/28/81

79402

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

Public Domain
Nat'l Inst. of Law Enforcement &
Criminal Justice
to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

NATIONAL ASSESSMENT OF ADULT RESTITUTION PROGRAMS

Supplemental Report: An Approach to Future Evaluation

Co-Project Directors

Joe Hudson

Burt Galaway

July 10, 1981

School of Social Development
UNIVERSITY OF MINNESOTA
Duluth, Minnesota 55812
218/726-7245

Prepared under Grant Number 78-NI-AX-0110 from the National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, U. S. Department of Justice. Points of view or opinions stated in this document are those of the author and do not necessarily represent the official position or policies of the U. S. Department of Justice.

NCJRS

JUL 14 1981

INTRODUCTION

ACQUISITIONS

The National Assessment of Adult Restitution Projects. The National Assessment of Adult Restitution Projects was funded as a phase one national evaluation project by the National Institute of Law Enforcement and Criminal Justice. This research was intended to determine the state of the art and complete necessary groundwork for subsequent evaluations of restitution and community service projects. The study was undertaken by the School of Social Development, University of Minnesota, Duluth, and ran from October, 1977 to August, 1980. The central assumption of the research was that criminal justice planners, policy makers, and administrators do not have a common knowledge base from which to make decisions about the appropriateness of community service and financial restitution projects. Consequently, there is very limited basis for making modifications in such programs so as to more efficiently and effectively achieve stated objectives. New programs are initiated without serious consideration given to building planfully on the experiences of earlier program attempts. Consequently, the National Assessment of Adult Restitution Programs was undertaken to provide information for use by criminal justice officials in making program and research decisions about the use of restitution and community service as sanctions for adult offenders.

A more specific aim of the national assessment was to develop conceptual and operational models of restitution and community service projects. These models organize program inputs, activities, and outputs as well as specify the linkages among these sets of variables. The results are presented in both descriptive and visual terms in the form of evaluable program models which are prerequisite for conducting outcome oriented evaluation research. In line with the assumption about the lack of program clarity, a major gap in the research literature has been the failure to adequately conceptualize and describe in evaluable terms the operations of restitution and community service projects. Without clear descriptions of program structure and operation, the understanding and replication of projects is impossible. The development of conceptual models is essential to criminal justice planners, policy makers, and administrators interested in systematically evaluating restitution and community service projects as well as in replicating such projects in other settings.

Purpose of the report. This report is to describe an approach thought to be the most appropriate for planning and conducting evaluation research on community service and financial restitution projects. Two assumptions underlie this research approach. First, based on work completed in the National Assessment, the assumption is made that community service and financial restitution project managers have little conceptual clarity about structure and logic of program operations. The theoretical links between program inputs, activities, and outputs/outcomes have not been specified. Crucial questions in this connection have to do with the level and types of inputs required for the operation of these programs, the nature and type of activities engaged in by staff and others, the priority listing of anticipated outcomes, and the logic linking expenditure

of resources, completion of activities, and the presumed achievement of program objectives or effects. Without carefully conceptualizing the treatment and its planned effects, it is not possible to explain the reasons for success or failure.

A second assumption is that evaluation research should most appropriately be geared to the current stage of program development. Different evaluation objectives and techniques are required for different stages of program development. Following from this, the present stage of knowledge about community service and financial restitution projects requires that evaluation efforts be geared to monitoring program operations as compared to rigorously assessing program outcomes. The remainder of this report will deal in detail with these two assumptions and suggest an evaluation approach to be used for community service and financial restitution projects.

Overview of the report. The next section of this report presents a brief description of the research approach used in the National Assessment for collecting data regarding operations of the twenty financial restitution and community service projects included in the study sample. Following this, a distinction is made between evaluation research conducted for summative and for formative purposes and the recommendation made that the next evaluation efforts be directed to formative research. The rationale for this recommendation is provided and the likely benefits suggested. The synthesized program models generated out of the sample of twenty community service and financial restitution projects are then presented and briefly described. These models conceptually depict program inputs, activities, outputs, and outcomes. The present need is for researchers to use these models as a basis for structuring and collecting data. The final section of this report presents the major kinds of questions and suggested measures needing to be considered in conducting formative research on community service and financial restitution programs.

THE NATIONAL ASSESSMENT OF ADULT RESTITUTION PROGRAMS RESEARCH APPROACH

The first task in the National Assessment Project was to define the universe of community service and financial restitution projects serving adult offenders in this country. Second, a sample of twenty projects were purposively selected from the identified population of such programs in the country. Upon reaching agreement with the individual project managers concerning the specific demands the research would place on them for information as well as the specific research procedures to be used, requests were made for all available documentation about project operations. The intention was to develop a documents model of the programs. This model was to depict the structure of each program as revealed by the documents with particular attention to specifying project inputs, activity components, outputs and outcomes as well as the logic or rationale linking these variables. This model was to be used as a basis for discussion with projects so as to help identify additional types of data needed for the refinement of the model as it had been revealed by the documents.

Because of the limited amount of documentation received from most of the programs prior to the scheduled site visits, no formal documents models were completed. Instead, on the basis of additional documentation received during and after the site visit, as well as data obtained by personnel and telephone interviews with persons knowledgeable about the projects, a draft conceptual model of each project was developed. This was submitted to the project managers for review and comment. In addition, phone interviews were conducted with key respondents, discussions held with project managers about questions and concerns with the draft model, and additional empirical data obtained about the actual operations of the project. This material was then used to refine the conceptual model. Each of these twenty project models amounted to conceptually specifying and organizing project inputs, activities, and outputs/outcomes and making explicit any existing logic linking these sets of variables. The next step in the research was to integrate and synthesize the twenty individual project models into a summary composite model. Two composite models were developed--one for financial restitution and one for community service projects. The final task in the work of the National Assessment was to suggest an evaluation approach seen as the most appropriate way to proceed in planning and implementing research on financial restitution and community service projects. That is the primary aim of this report.

Formative and summative Evaluations. The literature on evaluation research often reflects the distinction made by Michael Scriven between evaluations conducted for summative as compared to formative purposes. Formative evaluation produces information about program process which is fed back during program evaluations to improve operations while summative evaluations are done to assess program outcomes. Summative information is not fed back during ongoing program operations because to do so would likely lead to program changes, thus altering the independent or program variable. Summative evaluations must meet several preconditions: clearly articulated program components, clearly specified goals or objectives, and clearly articulated and plausible rationale linking program inputs with activities and activities with outputs and outcomes. An evaluation conducted for summative purposes that cannot meet these preconditions is likely to be irrelevant and largely useless for drawing rigorous inferences about program effects--aim set for such evaluations. The reason for this is that vaguely conceptualized programs make it difficult to know what was evaluated, vaguely stated goals or objectives make the development of appropriate indicators a guessing game, and failure to articulate program logic leaves open the implausibility of the program activities producing planned results.

The aim of formative evaluation is not to make rigorously judgments about program outcomes. It is, instead, to provide information to relevant decision makers to use in modifying the program. A collaborative relationship is necessary between the researcher and the program management and staff so that the significant research questions can be identified and prioritized in relation to the decisions to be made, data needs and procedures determined and

the expected content and timing of reports to be generated scheduled. Information is to be collected on salient aspects of the program and fed back to program staff and managers on a continuous basis. Long-term follow-up studies on clients served is not likely to be a primary concern with this type of research. Instead, the focus is on conceptualizing or, put differently, discovering the program as it operates over time and not, as in summative evaluations, using research to stand in judgment about the program.

A variety of data collection procedures can be used in a formative evaluation according to the specific questions to be addressed. For reasons of economy, major emphasis should be placed on the routine collection of data in the form of a management information system run by the program itself. This system would involve sets of procedures to collect, process, and report data on a continuous basis. A data collection component would involve a set of procedures and forms to be used in collecting data so as to monitor ongoing performance. The data processing component would involve a set of procedures to store and process data and the reporting component would involve a set of procedures to retrieve stored data and generate reports for the presentation of information in usable form for program decisions. Ideally, the reports generated would be useful to both program staff and managers as well as to program monitors.

Besides the routine collection of data and the reporting of information in the form of an information system, a variety of research procedures could be used so as to accumulate more qualitative information about specific aspects about program operations. Among such procedures are the use of structured and unstructured interviews, various types of observational methods—from unstructured observation to relevantly more structured uses of data guides and rating schemes—and the ongoing assessment of program documents and records including special information program staff are required to provide for program monitoring purposes. Such data can be collected from clients at different points in the program, interviews and observations of program staff on the conduct of their work, and an assessment of case records designed to collect data about particular features of the program.

There are several benefits associated with conducting formative evaluations at this stage of community service and financial restitution programming. First, this will permit a check on the accuracy and relevance of the community service and financial restitution models developed out of the National Assessment. To what extent do these models accurately reflect the program to be evaluated and what modifications need to be made in it so as to more accurately depict actual program operations? A second benefit is the opportunity that formative research is likely to afford to provide clarity about program structure and identify possible unintended outcomes or effects of the program. Finally, formative research provides for the ongoing accumulation of data that can be used to rationalize decision making in financial restitution and community service programs.

In summary, attempts to rigorously assess outcomes of community service or financial restitution programs are inappropriate given the present stage of program development. On the basis of data collected on twenty community service and financial restitution projects serving adults at different points in the criminal justice system as well as more limited data collection on one hundred eight such projects, we have concluded that prerequisites for outcome research cannot be met by the vast majority of community service and financial restitution programs in this country. Program activities have not been clearly articulated, goals or objectives have not been prioritized and stated in measureable terms, and an explicit linking rationale does not exist. These problems are compounded in financial restitution programs that commonly cluster together both restitution and nonrestitution activities.

Conceptual program models. Diagram 1 presents a schematic version of a financial restitution project as this has been generated from the practices of eleven projects included in the study sample. Inputs necessary for restitution programming include the resources of the criminal justice system necessary to bring about a referral of clients, a budget necessary to support staff, and some involvement of victims. The presence of a budget and the referral of clients requires a host setting or milieu supportive of the concept of restitution. The primary program activities depicted in Diagram 1 include intake, loss assessment, plan formulation, monitoring and enforcement; accounting and disbursement, and recording and termination. Outputs are identified for each of the program activities; one level of output involves a straightforward tabulation and the second, a value judgment. Outputs of intake activities, for example, include both the number of persons admitted to the projects (population) as well as an assessment of the extent to which intake activities result in the eligible population being admitted (a judgment). Finally, restitution projects presumably lead to socially beneficial outcomes which may benefit victims, offenders, and/or the criminal justice system. Potential victim benefits include a reduction in unreimbursed loss and increased satisfaction with the criminal justice system; potential offender benefits include reduction in recidivism and less criminal justice system intrusiveness; potential criminal justice system benefits include increased public support and reduction of criminal justice system overload.

Diagram 2 presents the synthesized program model for community service. The linkages between inputs, activities, outputs and outcomes are depicted in this figure similarly to the financial restitution model presented in Diagram 1. Inputs include the resources of the criminal justice system resulting in the referral of clients, a budget to support staff, and the resources of community agencies in which clients are placed to complete community service work. Primary program activities depicted in Diagram 1 include intake, the development of work placement sites, monitoring and supervision, and termination and reporting. Outputs are identified for each of the program activities and the presumed outcomes presented include benefits for clients, the work placement agency, and the criminal justice system.

DIAGRAM 1: MONETARY RESTITUTION PROGRAM MODEL.

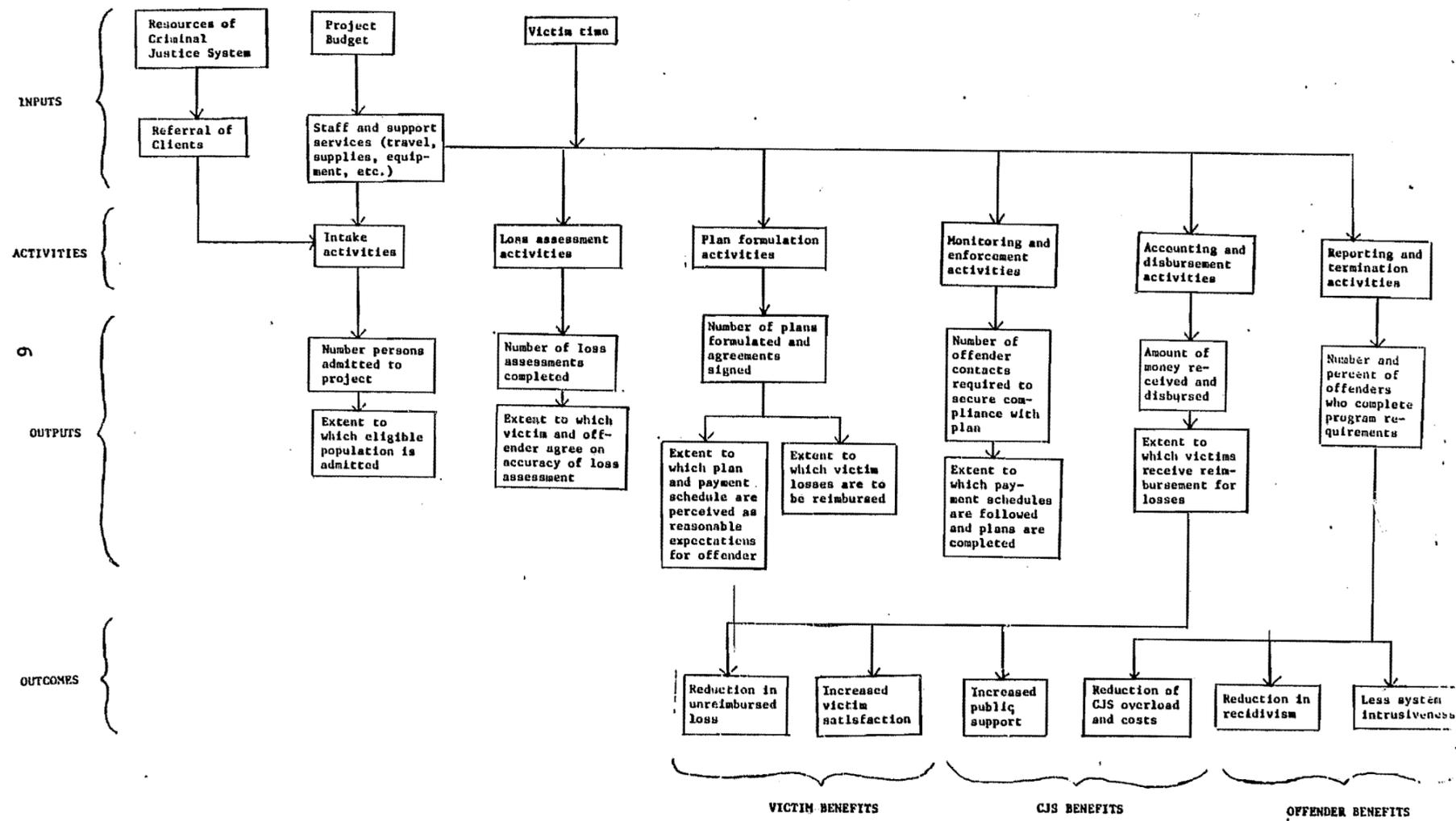
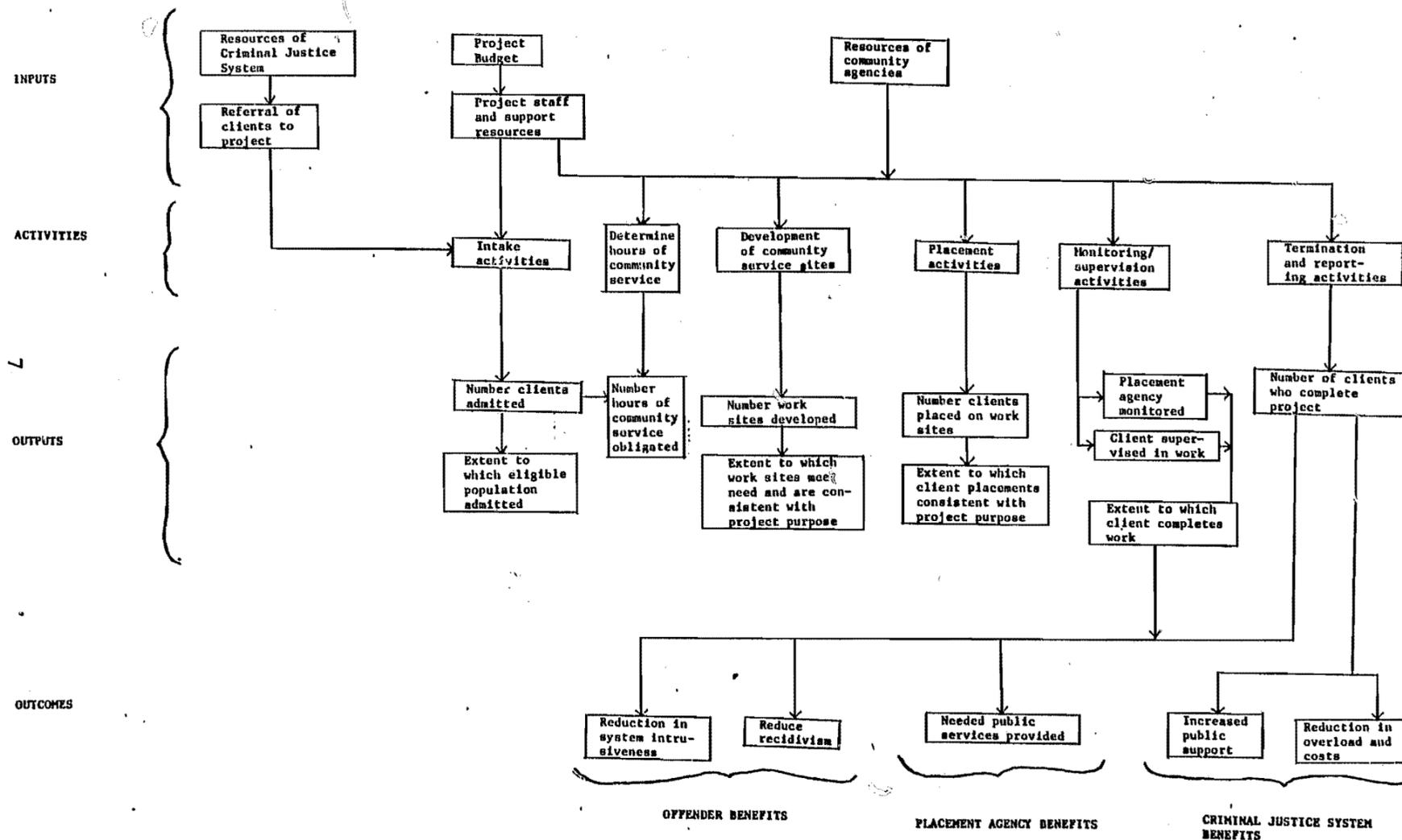


DIAGRAM 2: COMMUNITY SERVICE PROGRAM MODEL



EVALUATION QUESTIONS AND SUGGESTED MEASURES

This section presents the major categories of questions to be addressed in the evaluation of financial restitution and community service programs. Questions relating to program inputs, activities, and outputs are raised and specific measures suggested for data collecting. Finally, questions about program outcomes are raised and measures presented. Clearly, however, the type of outcome questions asked and the measures used are contingent on the purpose of the program and cannot be specified independently of the purpose. What is the penal philosophy incorporated in the program purpose—to rehabilitate, incapacitate, deter or provide just deserts—and what are the kinds of outcomes or objectives relative to these purposes? Given clarity and agreement on these sets of issues, appropriate measures can then be selected and used. A variety of such measures are presented in this section.

Program Inputs

Evaluative Question. What is the nature and amount of resources required for the operation of community service and financial restitution programs?

Suggested Measures. The specific measures to be used in answering this central evaluative question with regard to program inputs will be similar for both community service and financial restitution projects. Both types of projects would require data collected on the following measures:

1. Amount and value of time required by criminal justice officials to make referrals to the community service or financial restitution project.
2. Number and qualifications of staff required for the restitution or community service activities.
3. Number of hours and value of volunteer time donated to restitution or community service activities.
4. Budget and expenditures necessary to supply staff and support services for the restitution and community service activities.
5. Number and characteristics of offenders referred to the project and number and characteristics of offenders admitted.

Relevant background characteristics of clients are:

- a. Present offense
- b. Criminal history
- c. Age
- d. Sex
- e. Race
- f. Employment status
- g. Income
- h. Number of dependents

Besides the above measures required for both community service and financial restitution projects, specific measures could be applied relative to each type of program. For financial restitution projects, measurement information could be applied relative to each type of program. For financial restitution projects, measurement information could be collected on the amount and value of victim time required of a restitution project. For community service projects, additional measures are the number of hours and value of staff time provided by the work placement sites for the community service activities.

Because financial restitution projects characteristically involve both restitution and non-restitution activities, it is important that input data be broken out according to restitution and non-restitution types of activities. This is typically not a problem in community service projects because usually these projects do not provide additional types of services.

Program Activities and Outputs

Evaluative question. What is the manner and extent to which outputs are produced by project activities? More specific evaluative questions relate to each of the major activity components identified in Diagrams 1 and 2. These include the following:

1. Intake activities. To what extent is the eligible population admitted to the community service or financial restitution project?
2. Loss assessment activities. To what extent do victims and offenders agree on the accuracy of loss assessments? (Financial restitution only.)
3. Recruitment of community agency work sites. To what extent are community service work sites consistent with project purpose provided for project placements? (Community service only.)
4. Plan formulation activities. To what extent are the plan and payment schedules perceived as reasonable expectations for the offender and to what extent are victim losses to be reimbursed? (Financial restitution projects only.)
5. Placement in work sites. To what extent are clients placed in community service work sites? (Community service projects only.)
6. Monitoring/supervision/enforcement activities. To what extent are payment and work schedules followed and plans completed? (Both community service and financial restitution projects.)
7. Accounting and disbursement activities. To what extent do victims receive reimbursement for losses? (Financial restitution projects only.)
8. Reporting and termination activities. To what extent do offenders complete program requirements? (Both community service and financial restitution projects.)

Suggested measures. The following activity measures are suggested.

1. Intake activities.
 - a. Number and characteristics of offenders screened for eligibility.
 - b. Number and characteristics of offenders admitted to projects.
 - (1) present offense
 - (2) criminal history
 - (3) age
 - (4) sex
 - (5) race
 - (6) employment status
 - (7) income
 - (8) number of dependents
 - c. Number of referrals denied admission and reason for denial.
 - d. Referral source.
 - e. Amount and value of staff time required for screening.
 - f. Percent of total eligible population admitted to project.
2. Loss assessment activities.
 - a. Types of victims contacted (individual, business, public agency).
 - b. Number and types of victims providing loss information.
 - c. Amount and type of losses.
 - (1) cost of repairing damaged property
 - (2) value of lost property specifying the standard to use so as to arrive at value
 - (a) replacement value
 - (b) depreciated value
 - (c) original value
 - (d) other standard
 - (3) Medical costs.
 - (4) Lost wages or income resulting from offense.
 - (5) Lost wages or income resulting from need to participate in criminal justice processing of offender.
 - (6) Increased insurance or security cost.
 - (7) Unliquidated cost.
 - d. Extent to which victims have received reimbursement from third parties.
 - e. Number of victim contacts required to complete cost assessment.
 - f. Number of victim-offender meetings to negotiate loss assessment.
 - g. Number of estimates of total loss which offenders agree are accurate.
 - h. Number of estimates of total loss which victims agree are accurate.
 - i. Total number of loss assessments completed.
 - j. Reasons for noncompletion of loss assessments.
 - k. Amount and value of staff time required for loss assessments.

3. Recruitment of agency work sites.
 - a. Number of recruitment contacts made with community agencies.
 - b. Number and type of agencies recruited as work sites.
 - c. Amount and value of staff time required for recruiting work sites.
4. Plan formulation activities.
 - a. Number of plans formulated.
 - b. Reasons for failure to formulate plans.
 - c. Number and types of victims designated to receive restitution.
 - d. Total amount of restitution designated to be paid.
 - (1) amount to be paid to direct victims
 - (2) amount to be paid to third parties who have reimbursed victims
 - (3) amount to be paid to non-victim community organizations
 - e. Percent of victim losses to be paid by restitution.
 - f. Percent of third party reimbursement to be paid by restitution.
 - g. Number of plans which involve direct victim-offender negotiations; number of negotiation sessions.
 - h. Number and characteristics of offenders obligated to pay restitution.
 - i. Number and characteristics of offenders declining to accept the restitution plan.
 - j. Number of plans accepted, modified, and denied by reviewing or approving authority.
 - k. Number of staff contacts with victim to develop plan.
 - l. Number of staff contacts with offender to develop plan.
 - m. Amount and value of staff time required to formulate plan.
 - n. Length of time permitted to complete restitution obligations.
 - o. Extent to which offenders perceive the plan and payment schedule as a reasonable obligation.
 - p. Extent to which project staff perceive the plan and payment schedule as a reasonable obligation for the offender.
5. Placement in work sites.
 - a. Amount and value of staff time required for placement activities.
 - b. Number and type of agencies used for placement.
 - c. Number of community service hours ordered.
 - d. Type of work assigned.
 - e. Number and characteristics of offenders placed.
 - f. Number and characteristics of offenders declining to accept placement.
 - g. Length of time permitted to complete community service obligation.
 - h. Extent to which offender perceives the placement plan and schedule as a reasonable obligation.
 - i. Extent to which project staff perceive the placement plan and schedule as a reasonable obligation for the offender.

6. Monitoring, supervision, and enforcement.
 - a. Number and type (phone, mail, personal) of monitoring contacts made with offenders.
 - b. Number and type of inquiries received from victims or agency work sites.
 - c. Number of offender termination actions initiated and the results of these actions.
 - d. Amount and value of project staff and community service work site staff time spent in monitoring activities.
 - e. Amount and percent of restitution payments and work completed on schedule.
 - f. Amount of restitution collected or number of community service hours completed; percent of planned amount of restitution or community service work collected.
 - g. Characteristics of offenders who completed and did not complete restitution or community service obligations.
7. Accounting and disbursement activities.
 - a. Number and characteristics of direct victims who received restitution; amount and percent of planned restitution received by direct victims.
 - b. Amount and percent of planned restitution received by third party victim.
 - c. Amount and percent of planned restitution received by non-victim community organizations.
 - d. Time lapse between payment of restitution by offender and disbursement to victims.
 - e. Amount and value of staff time required for accounting and disbursement activities.
8. Reporting and termination activities.
 - a. Number and type of reports made by staff.
 - b. Number of offenders completing program requirements.
 - c. Number and nature of in-program failures.
 - d. Amount and value of staff time required for reporting and termination activities.

Rationale Linking Inputs to Activities. A clear rationale linking the expenditure of project inputs with the completion of project activities has not been formulated for community service or financial restitution projects except the common sense position that a variety of resources are necessary to engage in the restitution or community service activities. There is no specific information as to how much staff time is necessary to accomplish the community service or restitution activities in these programs or a rationale to provide guidance as to the types and qualifications of staff needed for these activities. This is especially problematic in the case of financial restitution projects where a variety of non-restitution services are provided such as counselling, referral, community supervision, residential supervision and so on. In fact, within financial restitution projects, staff qualifications and the numbers of staff tend to correspond more to the performance of the

non-restitution services than to the restitution activities themselves. Furthermore, in a substantial number of financial restitution projects, the selection of offenders for participation in the program seems to relate more to non-restitution programming components than to the restitution activities. This is not nearly so much the case with community service programs which tend to focus their efforts on the community service activities and do not get involved in a variety of other services so common in financial restitution projects. In either type of project, however, a clear linking rationale between the expenditure of inputs and the completion of specified activities has not been articulated. Specific questions requiring further attention in this regard include the following:

1. How much staff time is necessary for the completion of restitution and community service activities?
2. What types of staff are best suited for performing restitution and community service activities?
3. What are appropriate salary levels for these staff?
4. What types of offenders are most appropriate for the restitution or community service program?

PROGRAM OUTCOMES

Evaluative questions. Program outcomes constitute the socially justifying basis for the existence of the program. They constitute the goals which, if accomplished at reasonable cost, provide an acceptable reason for a continuation of the project. Goals for financial restitution projects can be classed in terms of potential terms of program beneficiaries—offenders, victims, or criminal justice system. Similarly, goals for community service projects commonly set as the intended beneficiaries either offenders, the criminal justice system, and the community service work sites.

1. Financial restitution projects.
 - a. Offender.
 - (1) To what extent does the financial restitution project impact on the offender's rehabilitation?
 - (2) To what extent does the financial restitution project reduce the intrusiveness of the criminal justice system?
 - b. Victims.
 - (1) To what extent does the financial restitution project result in compensation provided to crime victims?
 - (2) To what extent does the financial restitution project involve victims in the program activities?
 - c. Criminal justice system.
 - (1) To what extent does the financial restitution project reduce costs for the operation of the criminal justice system?
 - (2) To what extent does the financial restitution project increase the confidence and satisfaction of the community with the operations of the justice system?

2. Community service projects.

a. Offender benefits.

- (1) To what extent does the community service project impact on the rehabilitation of the offender?
- (2) To what extent does the community service project reduce the intrusiveness of the criminal justice system over the offender?

b. Criminal justice system benefits.

- (1) To what extent does the community service project reduce the costs of operating the criminal justice system?
- (2) To what extent does the community service project increase the satisfaction of the community with the criminal justice system?

c. Placement agency benefits. To what extent do benefits result to the work site agency from the provision of work?

Offender Benefits. Two categories of presumed benefits for offenders can be identified for community service or financial restitution projects. First, offenders are presumed to benefit because the restitution or community service activities are seen as contributing to rehabilitation. The second presumed offender benefit is the reduction of criminal justice system intrusiveness. This benefit is based on the assumption that the restitution or community service program serves offenders who might otherwise receive a more severe sanction—incarceration or prosecution rather than, respectively, community based sanctions and pretrial diversion. Clearly, however, these presumed benefits may, in practice, be in conflict. The degree of system intrusiveness over the offender may be increased on the grounds that the purportive rehabilitation goal of the project requires that as broad a category of offenders as possible be defined as eligible and, consequently, program interventions maybe provided earlier than might appropriately be the case if the sole goal of reducing intrusiveness was maintained by the program.

Victim benefits. Financial restitution programs commonly identify goals relating to victim benefits. For the most part, these relate to the provision of compensation or redress to the crime victim. Additionally, some projects specify the involvement of victims in the restitution program and hold this as a program goal. An implicit reason for involving victims is to increase their satisfaction with the criminal justice system and this is commonly a second, presumed victim benefit.

Placement agency benefits. In community service programs, program goals also relate to benefits to the community service work site or placement agency. Most commonly, the presumed benefits have to do with the provision of work at minimal cost to the agency.

Criminal justice system benefits. Finally, project goals for both community service and financial restitution projects can relate to providing benefits to the criminal justice system. These benefits are commonly of two types—reduction of cost and increasing public credibility. From another perspective, all the presumed benefits—to offenders, victims, placement agencies, and the criminal justice system—can be viewed as providing benefits to the larger community. Rehabilitation programs may offer indirect benefits to the entire community through the reduction of crime. Individual victims may be satisfied with financial restitution and involvement with the justice system and their collective satisfaction may contribute to overall community benefits of confidence and satisfaction with the operations of the justice system. The reduction of costs might benefit the community either in tax savings or the availability of resources to meet other community needs. Finally, the work completed in community service projects could be viewed as benefitting the larger community inasmuch as work is performed for tax supported or private, non-profit agencies at minimal cost.

Multiple goals held by community service or financial restitution projects as these involve offenders, victims, criminal justice system, and placement agencies create the clear possibility of conflict. An offender rehabilitation goal within a financial restitution project may be in direct conflict with a victim compensation goal. A similar type of conflict is likely to exist within a community service project between the goals of rehabilitation and those having to do with benefits with a community placement agency. Rehabilitation, for example, might best be accomplished through training or educational activities rather than through the completion of community service work. Consequently, multiple goals need to be prioritized within individual programs.

Suggested Measures.

Financial restitution programs. Output measures have been identified in relation to the activities of a financial restitution program. Two output measures seem to be particularly important in linking the project activities to the anticipated outcomes:

1. The number and percent of offenders who successfully complete program requirements.
2. The amount of restitution paid as a percentage of victim losses and as a percentage of the offender's initial obligation.

Specification of outcome measures is difficult because the selection of an outcome measure relates first to the purpose of the program which, in turn, is derived from the underlying penal philosophy. Thus, outcome measures cannot be identified independent of purpose and philosophy. Given this constraint, however, it is likely that

most financial restitution projects can identify acceptable measures of outcomes from the following:

1. Measures of offender benefits.
 - a. Number and nature of rearrests and number and nature of reconvictions as indicators of recidivism.
 - b. Offender perceptions that the sanction was fair.
 - c. Comparisons of background characteristics and criminal histories of offenders completing restitution programs as compared to those receiving more severe sanctions so as to make inferences about the reduction of system intrusiveness (the greater the similarity of the two groups, the more powerful the argument that the restitution program was reducing intrusiveness).
2. Measures of victim benefits.
 - a. Extent to which victim losses were repaid.
 - b. Victim's perception that the offender was handled fairly.
 - c. Sense of victim satisfaction with their experiences in the justice system.
3. Criminal justice system benefits.
 - a. Cost per successful completion of restitution program.
 - b. Reduction in the number and proportion of offenders being processed through the criminal justice system phases from which the restitution program was intended to divert.
 - c. Citizen perception of the fairness of requiring offenders to make restitution.

Community Service programs. Outputs have been identified for each of the program activities. Two output measures, however, appear to be particularly important in linking project activities to anticipated outcomes:

1. The number of community service hours completed as a percentage of the offender's initial obligation.
2. The number and percent of offenders successfully completing the community service program requirements.

Just as with financial restitution programs, it is difficult to specify outcome measures without clearly identifying the purpose of the program and the underlying penal philosophy. In short, outcome measures cannot be identified independent of purpose and philosophy. Given these considerations, however, the following would seem to be acceptable measures of outcome for community service programs:

1. Measures of offender benefits.
 - a. Number and nature of rearrests and number and nature of reconvictions as indicators of recidivism.

- b. Offender perceptions that the sanction was fair.
 - c. Comparison of background characteristics and criminal histories of offenders completing community service programs as compared to those receiving more sanctions so as to make inferences about the reduction of system intrusiveness.
2. Criminal justice system benefits.
 - a. Cost per successful completion of community service program as compared to alternative programs.
 - b. Reduction in the number and proportion of offenders being processed through the criminal service program was intended to avert.
 - c. Citizen perception of the fairness of requiring offenders to complete community service work.
3. Placement agency benefits: number of days of work completed and value of work.

Rationale Linking Activities/Outputs and Program Outcomes.

Financial restitution. The underlying rationale linking restitution activities to project goals has two aspects. First, since financial restitution activities are commonly clustered with other non-restitution program thrusts, it is necessary to clarify the presumed relationship between restitution activities, non-restitution activities and goals. Secondly, for projects in which restitution activities are presumed to make a direct contribution to the accomplishment of project goals, the underlying rationale for believing that the project activities have a relationship with the stated project goals needs to be articulated.

There are at least four different patterns of presumed relationships between restitution and non-restitution activities. The first suggests that the restitution activities are primarily to provide support for the non-restitution activities. This occurs, for example, when restitution components are used to gain public support for more total programming thrusts. The fact that offenders are making restitution is seen, from this perspective, to contribute to the development of public support for the program. A second model is essentially the reverse of the first one and suggests that the non-restitution activities are necessary for the support of the restitution activities in the program. For example, financial counseling and budget management services could be seen as essential for helping the offender budget resources so as to meet restitution obligations. Other examples would be the use of employment assistance and counseling directed at resolving problems, which if unresolved, might cause a lack of employment stability and therefore reduce the probability of the offender maintaining a job and, consequently, be unable to generate the resources for completing the restitution obligation.

Two further models can be suggested; in both the restitution activities and non-restitution activities make an independent contribution to accomplishing project goals. The two sets of activities may contribute to accomplishing the same project goals or they may contribute to accomplishing different project goals. In a pretrial diversion project, for example, an argument might be advanced that both restitution and supervision contribute to the goal of rehabilitating the offender or the goal of reducing system overload. Alternatively, a project model might suggest that restitution might contribute to the goal of repaying victims but that the supervision is necessary to insure that the offender remains out of the system and reduces system overload. The assumed relationship among restitution activities and other programming activities has not been clearly articulated in projects. The relationship between restitution and non-restitution activities needs to be more clearly conceptualized so as to aid further program development and evaluation.

With regard to restitution activities, the rationale linking these to victim, offender, or system benefits also tends to be implicit and poorly developed. The linkage to victim benefits is most straightforward; payment of restitution benefits victims. The likelihood of increased victim satisfaction is based on the view that when victims become aware of the fact that the criminal justice system is concerned about their losses and attempting to secure redress, the satisfaction of victims will increase.

Programs that hypothesize that financial restitution will contribute to the offender's rehabilitation tend to advance the rationale that engaging in restitution will lead to self-acceptance and a sense of responsibility on the part of the offender which, in turn, will result in more responsible behavior. Alternatively, projects might advance a specific deterrence rationale such as offenders will recognize the cost of their behavior and be deterred from engaging in future criminal behavior. A second argument in this regard has relevance for pretrial financial restitution programs as this involves the view that the sanction is imposed quicker, reducing the time lag between offense and sanction and thus will reduce the offender's sense that nothing happens when a criminal act is committed.

A rationale frequently advanced for programs which postulate an offender benefit of reduced system intrusiveness is that the restitution obligation, because of attentiveness to victim needs, increases public acceptance and public credibility with the program permitting the use of a less intrusive sanction. For example, the restitution component of a program can be seen as necessary to increase public acceptance for the notion of using an alternative sanction.

The rationale linking restitution to system benefits are similar to that linking restitution to the reduction of intrusiveness. Financial restitution is thought to generate public support for the

use of a less costly sanction—pretrial diversion rather than processing the offender through the criminal justice system or a community corrections program instead of incarceration—thus reducing cost for the system. Further, public awareness that the criminal justice system is responding to the needs of crime victims is seen as increasing the level of public support for criminal justice activities.

Community service. The linking rationale between community service program activities and stated goals run parallel to those identified for financial restitution projects. In relation to criminal justice system benefits, this goal is seen as achieved in two ways. First, costs will be reduced for the criminal justice system because community service programs are less expensive than either incarceration or probation supervision. In turn, the reduced costs of operating probation services and custodial institutions will be positively received by the citizenry. Second, as a network of agencies become involved with offenders and their problems, these placement sites will develop into a significant force in the community familiar with the needs of offenders and the problems of the justice system. Consequently, this will lead to greater support both for the individual and the offender as well as for the operations of the criminal justice system.

The linking rationale for client benefits and particularly the reduction of recidivism runs as follows. The community service sanction is assumed to be a more constructive sanction than serving time in jail and, as a consequence, leads to less bitterness on the part of the offender. In turn, the offender will then be more motivated to remain out of legal difficulties in the future. In addition, the offender will have a better attitude toward himself and toward the community as a result of performing community service work rather than serving time in jail. These more positive attitudes will then affect future pro-social behaviors.

The linking rationale between project activities and the outcome of placement agency benefits is most obvious and essentially involves the completion of non-paid work in tax supported and private non-profit agencies, with minimal expenditures for the supervision of the clients on the part of the agencies.

SUMMARY AND CONCLUSION

This report has presented a recommended research approach for the evaluation of community service and financial restitution programs. This recommended approach is based on the work completed in the National Assessment of Adult Restitution Programs, particularly the review of research conducted on community service and financial restitution programs and the development of conceptual program models for twenty projects. The recommended approach follows from a view of the present developmental state of restitution and community

service programming in this country. There is little conceptual clarity about active program ingredients, program outputs, or outcomes. Program purposes have not been articulated, prioritized or related to penal philosophy; program goals are commonly stated in vague terms and where multiple goals have been specified, these frequently conflict; program activities and related outputs are usually unstated; the linking rationale between inputs and activities and activities and outputs is rarely made explicit or, where explicit, is little more than common sense. Given this view of the program field, the recommended research approach has emphasized the use of formative research to collect data during the course of program operations so as to feed this information back to program managers and staff and aid in developing and refining a conceptual program model. Once some considerable degree of clarity about program operations is achieved and the program operates in a relatively stable manner, it would then be appropriate to implement more rigorous outcome designs.

Among the major issues to be considered in designing and implementing a formative evaluation approach are those of specifying the research purpose, making available necessary resources, and determining the nature of constraints likely to affect the research.

A wide variety of purposes could, potentially, be addressed by a single evaluation study of community service or financial restitution projects. Different users of evaluation information are likely to need different types of information. Clarity, therefore, needs to be established about the purpose and use of research findings in advance of designing and implementing data collection procedures. The view recommended here is that the primary users of information generated from an evaluation study should be program managers and staff. The primary purpose would be to develop greater clarity about how the program operates and the logical linkages between inputs and activities and activities/outputs and outcomes.

A wide variety of alternative types of measures have been listed in earlier sections of this report. Clearly, the nature and amount of resources available for the conduct of the research will limit the amount and variety of data that can be collected. Consequently, the preferred approach for structuring data collection would be the development of an information system. Such a system would collect and process data and report it in summary form to the key decision makers. If additional resources were available, a variety of supplementary studies could be conducted of the nature and type of program activities being pursued within the project.

Related to the question about resources are the variety of administrative, legal and ethical factors likely to constrain the amount and type of data to be collected. Such constraints are

likely to affect the nature and type of questions to be addressed within an evaluation and have implications for the degree of control that can be exercised over data collection activities. The validity and reliability of the data collected is likely, therefore, to be brought into some question. Clearly, multiple measures are desirable so as to triangulate on the particular phenomena in question but limited resources are likely to minimize the extent to which such procedures can be put in place.

END