



A Cost Analysis of Colorado's Restorative Juvenile Justice Pilot Programs

Prepared for the Colorado Restorative Justice Coordinating Council and the
Colorado State Court Administrator's Office by Caitlin O'Neil, August 2015

Executive Summary

In 2013, the Colorado legislature established four restorative justice (RJ) juvenile diversion pilot programs, in part to assess the efficacy of restorative justice to reduce cost. This is a preliminary study of operational *costs saved* from moving juveniles through the RJ pilots versus the pre-pilot status quo, which varied by judicial district. This report presents an analysis of the RJ pilot cost and an initial investigation into the juvenile justice system and conventional diversion service costs which have been displaced by the advent of the RJ pilots.

This preliminary study estimates the long-run marginal costs of the RJ pilots in the 12th, 19th, and 20th Judicial Districts. Long-run marginal cost is equal to the change in total cost generated by a change in workload that is large enough to affect staffing levels. A survey was used to gather data on the amount of time that DA staff, RJ service provider staff, and volunteers spend on all activities directly involved with shepherding a juvenile from screening for RJ eligibility to discharge from an RJ program. Staff hourly compensation rates and an estimated value of volunteer time were applied to time allocation figures to produce per-juvenile cost estimates for each RJ process type involved with directly serving a juvenile in the RJ pilots.

Costs per juvenile ranged from \$503 to \$1,251, with the exception of one rural program due to lower juvenile population in relation to initial start-up costs. . Total personnel hours spent per juvenile ranged from 34 to 46. This report discusses possible causes of such differences, though further investigation should be done before drawing conclusions about relative efficiency of the various RJ processes and pilot site models.

Potential cost savings per juvenile are equal to the marginal cost of transactions he or she would have generated before the pilots including conventional diversion services, filing of a petition, adjudication, or probation, minus the marginal cost of the RJ pilot and any other conventional diversion services he or she now generates (cost savings = transactions before pilots – transactions during pilots). The Colorado State Court Administrator's office estimates the average cost of a juvenile delinquency case in an urban district to be \$605.91 (including judicial officer and court staff salaries, operating costs, benefits, travel and capital outlay).¹ If combined with district attorney and probation costs, this would provide a juvenile justice system comparison cost for the RJ pilots. Analysis of the extent to which RJ services have displaced conventional diversion services should be done to estimate an appropriate comparison cost for juveniles who would have received diversion in the absence of the pilot.

In sum, this is a complex question with many variables to consider. The potential cost-savings are highly context-dependent requiring nuanced data collection for a complete cost assessment of the RJ pilots or any RJ programs in the future. Future work should be more in depth and estimate law enforcement, justice system, and societal *costs avoided*. These may be due to reductions in recidivism caused by the pilots, partnerships developed that avoid system costs, benefits to victims in the form of repaired harm and satisfaction, and benefits to society from avoided collateral consequences of juvenile delinquency records.

¹ Colorado State Court Administrator's Office. (2014). Cost per case estimates: Fiscal year 2015 (Urban locations).

Acknowledgements

Deb Witzel, Holly Panetta, and Tom Quinn provided invaluable guidance and thoughtful reviews of this report. Pete Lee, Perrie McMillen, Tom Quinn, Chandra Winder, Gabrielle Frey, Meg Williams, Cody Gardner, Elaina Shively, Kirsta Britton, Luke Yoder, and Erin Crites generously gave their time in interviews to inform the author about the Colorado juvenile justice system, juvenile diversion, and restorative justice. Jessica Johnston, Andrea Chavez, Kelli Hufford, Elaina Shively, Kirsta Britton, Luke Yoder and Chandra Winder provided data which informed this analysis. Daniel Acland, Christian Henrichson, Robin Lipp, Stephanie Lee, Ann Renaud, Marilyn Armour, and Shannon Sliva generously provided input on the cost estimation methodology and survey design. Much thanks is owed to the following people for participating in the time allocation survey: Doreen McMahon, Kirsta Britton, Andres Evans, Luke Yoder, Elaina Shively, Carin Armstrong, Clay Fong, Richard Mansbach, Leslie Maya-Charles, Catherine Childs, Andrea Bianchi, and Bonnie Strand. Finally, the Goldman School of Public Policy at the University of California, Berkeley provided institutional and financial support for the author to undertake this project.

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Purpose

The purpose of this report is to provide for the Colorado Restorative Justice Coordinating Council an initial assessment of cost savings generated by the restorative justice (RJ) juvenile diversion pilots and to consider further analyses which could assess the RJ pilots' potential to avoid future justice system costs and generate benefits for victims and society as a whole.

Background

House Bill 13-1254 restorative justice pilot programs

In August 2013, House Bill 13-1254 created restorative justice juvenile diversion pilot programs in Colorado's 10th, 12th, 19th, and 20th judicial districts, allowing for some juvenile offenders to access restorative justice (RJ) programs prior to filing a petition, or "pre-file". Though RJ has existed in Colorado since the early 1990s, these pilot programs are unique in that the participating District Attorneys (DAs) are receiving state funding² to systematically screen juvenile offenders for RJ eligibility and suitability. So, in addition to making RJ available as a pre-file diversion option, House Bill 13-1254 has substantially increased the number of juveniles participating in restorative practices in the 12th, 19th, and 20th Judicial Districts. The 10th Judicial District is still in the process of developing its district-level RJ pilot program.

Profile of juveniles referred to pilots

House Bill 13-1254 established that eligible juveniles would be first time offenders who had committed non-traffic misdemeanors or class 3, 4, 5, or 6 felonies. Passed in March of 2015, House Bill 15-1094 expanded RJ pilot eligibility to youth who have committed municipal and petty offenses. It also allows DAs discretion to waive the first offense restriction.

In addition to being legally eligible for RJ pilot participation, juveniles must be deemed suitable for RJ. That is, they must accept responsibility for their actions and be willing and able to participate in a restorative process.

Why an economic analysis?

One of the articulated purposes of House Bill 13-1254 is *"to provide data to assess the efficacy of restorative justice to reduce recidivism, to assist in repairing the harm caused to victims and the community, increase victim, offender, and community member satisfaction, and reduce cost."* This report presents a conceptual framework for how the pilots' efficacy in reducing cost may be assessed. It also contains estimates of pilot cost and a preliminary assessment of the justice system costs displaced by these pilots.

² State funding used to support the pilots comes from a \$10 RJ service charge, which applies to any adult convicted or juvenile adjudicated of a crime in Colorado.

Conceptual framework

How might the pilots reduce cost?

Juvenile interaction with the justice system can be thought of as a series of transactions, including: arrest, filing of a petition, diversion, deferred adjudication, adjudication, and probation. Each of these transactions may pose a different cost. The total cost to the State of one juvenile's pathway through the justice system is the sum of the costs of all the transactions he or she incurs from entry to last interaction with the system.

The RJ pilots may reduce cost through *cost savings* and/or *cost avoidance*. Cost savings would occur if the pilots operate at lower cost than the justice system transactions which they have displaced. Cost avoidance would occur if the pilots reduce participants' future justice system involvement, thus reducing the number of future transactions incurred.

Challenge in assessing cost avoidance

Juveniles deemed suitable for participation in the RJ pilots must take responsibility for their actions and be willing and able to participate in a restorative process. These youth may be less likely to reoffend regardless of whether or not they participate in the RJ pilots than youth who commit similar offenses but don't fit the suitability profile. So, attributing lower recidivism rates and thus reduced future justice system costs to the RJ pilot programs may overestimate true cost avoidance. Random assignment of RJ suitable juveniles to RJ or conventional diversion would be required to determine whether RJ does in fact reduce recidivism among this select population. Because this selection bias makes the possibility of cost avoidance very difficult to assess, the following discussion and analysis primarily considers the possibility of cost savings.

Assessing cost savings

Changes to the flow of juveniles

To understand the resource-use implications of the RJ pilots, it is important to consider how the pilots have changed the flow of juveniles through the justice system and diversion programs in each pilot district.

The **10th Judicial District** used pre-file diversion prior to HB13-1254. So, juveniles now eligible for the pilot would have very likely still received a pre-file diversion in its absence.³ The 10th judicial district's RJ pilot is still in development and has only received 10 referrals from inception as of June 30, 2015⁴, so it is excluded from the analysis presented below.

Prior to the RJ pilot, the **12th Judicial District**, District Attorney's office did not use pre-file diversion. So in the absence of the pilot, juveniles meeting the RJ suitability profile would have had petitions filed against them and would have likely received a deferred adjudication or been adjudicated delinquent.

³ Cody Gardner, personal communication, August 4, 2015.

⁴ Chandra Winder, personal communication, August 3, 2015.

Some of these juveniles would have received RJ services through a deferred adjudication or as a part of their sentence. Diversion services besides restorative justice are not and have not been available in the 12th Judicial District for several years.⁵

The **19th Judicial District** was using pre-file diversion prior to the launch of the RJ pilots. So juveniles meeting the RJ eligibility and suitability profile prior to the pilots would have very likely received pre-file diversion. Now, many of these juveniles receive RJ services in addition to conventional diversion services. The availability of RJ within diversion services allows the district to address juvenile cases that were previously deemed unsuitable for diversion. The 19th is now working in partnership with a local RJ service provider, referring pre-file diversion cases to RJ services. Thus some juveniles who would previously have had a petition filed against them and received services via probation have been diverted. This change has increased the capacity for the 19th to serve juveniles that qualify for RJ or diversion. Thus, the overall number of juveniles receiving pre-file diversion has increased due to the RJ pilot.⁶

The **20th judicial district** did not practice pre-file diversion prior to the launch of the RJ pilots. So before the pilots, juveniles meeting the RJ eligibility and suitability profile would very likely have received conventional diversion services via a filed diversion. Now, these youth receive pre-file diversion to RJ as well as some conventional diversion services. Additionally, because the pilot funds have allowed the district to hire an additional diversion coordinator, the 20th Judicial District has been able to increase the volume of juveniles sent to diversion. The 20th has begun to use pre-file diversion for juveniles who, in the absence of the RJ pilot would have received deferred adjudications or been adjudicated.⁷

Transactions displaced, transactions added, and potential cost savings

Table 1 summarizes the transactions which occurred before and the transactions which occurred after the RJ pilots brought about the changes discussed above. It illustrates the flow of juveniles through the justice system and diversion programs. Potential cost savings are equal to the cost of transactions incurred before the pilots minus the cost of transactions incurred after the pilots were launched [cost savings = transactions before pilots (A) – transactions during pilots (B)]. Thus, *potential savings depend on each judicial district's practices before the pilot, the degree to which RJ services have displaced conventional diversion services, and – in the 19th and 20th – the extent to which diversion has been expanded to serve juveniles who would have otherwise gone through the traditional juvenile justice system.*

⁵ Andres Evans, personal communication, August 11, 2015.

⁶ Kirsta Britton, personal communication, August 7, 2015.

⁷ Elaina Shively, personal communication, August 10, 2015.

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Table 1. Transactions before the pilots, transactions during the pilots, and potential cost savings

Judicial district	Sub-population of pilot participants	Percent of total juveniles in pilot	(A)	(B)	(A minus B)	
			Transactions before pilots	Transactions during pilots	Potential savings	
12th	All those participating in pilot	100%	Filing	RJ pilot	+	Filing
			Post-filing transactions		+	Post-filing transactions
					-	RJ pilot
						Savings
19th	Original diversion population	Estimate of percent of juveniles now participating in pilot who would have received diversion before	Diversion services (before)	Diversion services (now)	+	Diversion services (before)
				RJ pilot	-	Diversion services (now)
					-	RJ pilot
						Savings
	Expanded diversion population	Estimate of percent of juveniles now participating in the pilot who would not have received diversion before	Filing	Diversion services (now)	+	Filing
			Post-filing transactions	RJ pilot	+	Post-filing transactions
					-	Diversion services
					-	RJ pilot
20th	Original diversion population	Estimate of percent of juveniles now participating in pilot who would have received diversion before	Filing	Diversion services (now)	+	Filing
			Diversion services (before)	RJ pilot	+	Diversion services (before)
					-	Diversion services (now)
					-	RJ pilot
	Expanded diversion population	Estimate of percent of juveniles now participating in the pilot who would not have received diversion before	Filing	Diversion services (now)	+	Filing
			Post-filing transactions	RJ pilot	+	Post-filing transactions
					-	Diversion services
					-	RJ pilot
						Savings

In summary, these RJ pilot programs have increased the flow of juveniles to diversion and decreased the flow of juveniles through conventional justice system transactions, such as filings, adjudication, and probation. Furthermore, RJ services may have displaced some conventional diversion services for those juveniles who would have received a pre-file or filed diversion in the absence of the pilot.

This change in the flow of juveniles has *increased workload* in some justice system and diversion functions (such as screening for RJ eligibility, diversion case management, and RJ service provision) and *decreased workload* in other functions (such as filing petitions, adjudication, and probation). However, it *has not required creation of whole diversion programs from scratch*. The service providers and DA offices existed prior to the RJ pilots, though the DA offices have each hired one half or one full-time equivalent employee to change their screening practices and establish the necessary infrastructure to divert more youth. In the 19th Judicial District the DA office's partner non-profit organization added restorative justice to its service provision in order to support the RJ pilot. Similarly, the change in the flow of juveniles *has not allowed for whole programs or functions to be completely shut down*. DA, court, and probation infrastructure must still exist to handle remaining albeit fewer filed petitions and adjudications. These insights have important implications for the estimation of cost savings as discussed in the next section.

Average versus marginal cost

Government costs can be categorized as variable, fixed, and step-fixed. Variable costs – such as materials or supplies that are consumed during a single RJ conference – change in direct proportion to the number of juveniles served. Step-fixed costs – such as diversion case managers – remain constant until the juvenile caseload rises above a certain threshold. Fixed costs – such as building rent or a program executive director – stay constant regardless of the number of juveniles served.⁸

Average cost is equal to the total cost (including variable, step-fixed, and fixed costs) of all juveniles served, divided by the total number of juveniles served. Because average cost includes fixed costs, it is an appropriate metric to use when considering whether to start up a new program (which would incur fixed costs) or to close down an existing program (which would save fixed costs).

However, incremental changes to output do not affect fixed costs. The RJ pilot programs operate simultaneously to the traditional criminal justice system and other diversion programs. A policy which increases the number of juveniles diverted from the traditional criminal justice, but does not eliminate the traditional system, does not eliminate the traditional systems' fixed costs.

Marginal cost is the change in cost due to a change in workload or output and is a more appropriate metric for evaluating incremental changes in the justice system. *Short-run marginal cost* – which just includes variable costs – is an appropriate metric for smaller changes in workload that don't affect

⁸ Vera Institute of Justice. (2013). A guide to calculating justice-system marginal costs: Fact sheet. New York, NY: Vera Institute of Justice. Retrieved from <http://www.vera.org/sites/default/files/resources/downloads/marginal-costs-guide-fact-sheet.pdf>, 1.

staffing levels, while *long-run marginal cost* – which includes variable and step-fixed costs – is an appropriate metric for larger changes in workload that do affect staffing levels.⁹

For example, when one juvenile is given a pre-file diversion as opposed to adjudication and sentenced to probation, variable costs (such as materials and supplies) will be affected. But one juvenile case will not sufficiently change workload to allow the DA office to employ one less attorney or the probation department to employ one less probation officer. However, if an increment of, say 50 out of 500, juveniles are given pre-file diversion as opposed to adjudication and sentence to probation, variable costs and step-fixed costs will be affected. That is, with a decrease of 50 cases, the probation department may be able to employ fewer probation officers. Yet the probation department infrastructure, the courthouse, and other fixed costs, must still be incurred.

The RJ pilots have involved fairly large changes in workload to various aspects of the juvenile justice system and diversion programs. So, the following analysis estimates the long-run marginal cost of the pilots.

Estimating the long-run marginal costs of the pilots

Methods

“The bottom-up method” – which involves identifying all costs related to serving a single juvenile¹⁰ – was used to estimate the long-run marginal cost of the pilots. Data collection focused on staff and volunteer time, as supplies and travel associated with an individual case were deemed relatively negligible. Data were gathered via a survey which asked DA and RJ service provider staff to estimate the amount of time that paid workers and volunteers spent between January 1, 2015 and June 30, 2015 on all processes directly involved with shepherding juveniles from screening for legal eligibility to participate in the pilot through discharge from an RJ program. This survey is available in Appendix A.

The set of RJ processes included in the survey was developed based on conversations with diversion directors in the DA offices and directors of RJ service provider organizations. The RJ processes were defined to be mutually exclusive and exhaustive, and organized into three phases: pre-restorative process, restorative process, and post-restorative process. The set of processes is as follows (definitions of each process can be found within the survey instructions to respondents, available in Appendix B):

- **Pre- restorative process**
 - Screening for eligibility to participate in RJ
 - DA intake for RJ pilot suitability
 - RJ service provider intake
 - Assessment tool for risk and needs

⁹ *ibid.*

¹⁰ Vera Institute of Justice. (2013). A guide to calculating justice-system marginal costs. New York, NY: Vera Institute of Justice. Retrieved from <http://www.vera.org/sites/default/files/resources/downloads/marginal-costs-guide-fact-sheet.pdf>, 9.

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- Case coordination
- Pre-conference preparation
- **Restorative process**
 - Conference
 - Circle
 - Dialogue
 - Panel/board
 - Rethinking drinking/drugs
 - Class
 - ReStore
- **Post- restorative process**
 - Supervising/monitoring
 - Reconvening to revisit the terms of an RJ agreement
 - Administrative case closure

Most RJ service provider organizations invest a substantial amount of resources in maintaining a corps of volunteers who contribute to many of the processes above. As an organization's juvenile caseload increases, it must grow its volunteer corps. Activities associated with recruiting, training, and managing volunteers do not occur in direct proportion to the number of juveniles served. Hence these activities are excluded from the list of processes above for which time allocation data were collected. Yet, to reflect the fact that the use of volunteers to perform many of the processes above represents a cost to the RJ service provider organizations (that is, even though they are not paid, volunteers are not "free" to the organization), volunteer time was valued at \$25.68, as estimated by Independent Sector for Colorado in 2014.¹¹

Time spent by staff was multiplied by each individual's hourly compensation – including salary and benefits – as reported by survey respondents. Time spent by volunteers was multiplied by \$25.68. These costs (staff and volunteer time multiplied by their respective hourly values) were summed by process-type to produce a total cost for each process between January 1, 2015 and June 30, 2015. These total costs were divided by the total number of juveniles served in each process-type between January 1, 2015 and June 30, 2015 – as reported by respondents – to produce costs per juvenile by RJ process-type.

Findings

Table 2 presents estimated long-run marginal costs per juvenile for each process involved with serving a juvenile from screening for RJ eligibility to closure of the RJ case. These cost estimates should not be used to draw immediate conclusions about relative efficiency between the pilot sites. Rather, between-site differences in per-juvenile costs should be used to inspire further inquiry into what factors may be driving these differences and how they relate to outcomes.¹²

¹¹ Independent Sector. The value of volunteer time. Retrieved from http://independentsector.org/volunteer_time.

¹² At the time of this report, data from the 12th was not available thus analysis is minimal.

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The 19th Judicial District spends far more per juvenile than the 20th Judicial District on screening for RJ eligibility (\$20.14 in the 19th compared with \$1.38 in the 20th). This is likely because the screening procedure in the 19th involves a substantial amount of time spent by both the Director of Diversion the Diversion Case Manager, while the screening in the 20th is done in less time by one administrative assistant in the DA's office.

Both sites spend about the same amount per juvenile on intake done by the DA offices and RJ service providers, despite the fact that in the 19th Judicial District, DA office and RJ service provider staff hold intake meetings together, while in the 20th, DA office and RJ service provider staff hold separate intake meetings.

The 20th spends far more than the 19th on assessment of juveniles' risk and needs (\$26.96 per juvenile compared to \$7.80) and case coordination (\$679.14 per juvenile compared to \$67.54). This is likely because the 20th DA's office has implemented a new risk assessment as a result of the pilot, which it uses for every juvenile, and tends to oversee individual juvenile cases for longer before referring them to the RJ service provider. The 20th Judicial District views this substantial up-front time and resource investment in risk assessment and case coordination prior to RJ referral as part of its shift toward preventative work.¹³ Whether this fairly large up-front investment in preventative work pays off will depend on juvenile outcomes, an assessment which is far beyond the scope of this analysis.

While the 20th spends more per juvenile on pre-restorative process activities, the 19th spends more on restorative processes. In particular, the 19th spends about 75 percent more per juvenile than the 20th on conferences (\$231 compared to \$133) and about 50 percent more per juvenile on ReStore (\$429 compared to \$292).

The two sites spend similar amounts, per juvenile, on post- restorative process activities.

These cost differences between sites could be caused by actual differences in time allocated to particular processes; differences in the use of staff versus volunteers, which has implications for cost given the time value of staff tends to be greater than that assigned to volunteers; differences in salaries due to cost-of-living in each location; or to differences in the way survey respondents interpreted definitions of processes about which they were asked to report time allocation data. Thus findings in this report should inspire curiosity, not conclusions. Finally, it is important to remember that these marginal costs do not include fixed costs, so they would not be applicable to estimating the cost of starting up a new program.

¹³ Elaina Shively, personal communication, August 4, 2015.

Table 2. Cost per juvenile by process

Process type		Cost per juvenile		
		12th	19th	20th
Pre-restorative process	Screening for eligibility	\$ 184.55	\$ 20.14	\$ 1.38
	DA intake for RJ pilot suitability	n/a	\$ 31.20	\$ 32.58
	RJ service provider intake	\$ 65.57	\$ 36.20	\$ 25.47
	Assessment tool for risk and needs	n/a	\$ 7.80	\$ 26.96
	Case coordination	\$ 188.56	\$ 67.54	\$ 679.14
	Pre-conference	\$ 30.03	\$ 115.07	\$ 44.06
Restorative process	Conference	n/a	\$ 230.63	\$ 133.28
	Circle	\$ 723.80	n/a	\$ 80.71
	Dialogue	\$ 87.91	n/a	n/a
	Panel/board	n/a	\$ 17.98	n/a
	Rethinking drinking/drugs	\$ 723.80	n/a	n/a
	Class	n/a	n/a	n/a
	ReStore	n/a	\$ 428.98	\$ 292.11
Post-restorative process	Supervising/monitoring RJ agreement	\$ 179.05	\$ 137.49	\$ 109.55
	Reconvening to revisit the terms of an RJ agreement	n/a	\$ 18.10	n/a
	Administrative case closure	\$ 121.48	\$ 51.16	\$ 83.62

Tables 3a, 3b, and 3c present total per-juvenile cost estimates for each type of restorative practice type used by the respective RJ pilots. Because the ReStore process includes a built-in pre-conference, the per-juvenile cost of a pre-conference was excluded from the sum used to calculate the per-juvenile cost of ReStore. Total costs per juvenile ranged from \$503 for a panel/board (and accompanying pre- and post-restorative process activities) in the 19th Judicial District to \$2,217 for Rethinking Drinking/Drugs (and accompanying pre- and post-restorative process activities) in the 12th Judicial District. However, the Rethinking Drinking/Drugs program was new during the study period, with initial low-enrollment that exaggerated the per-juvenile cost calculations. (fn: The program director reports per-juvenile costs have since leveled closer to their costs of \$857 for their other conferencing and dialogue services. Luke Yoder, personal communication, Dec. 16, 2015)

Table 3a. Cost per juvenile by restorative practice in the 12th Judicial District

Restorative process-type	Total cost per juvenile	Costs summed to produce this estimate
Circle, Rethinking drinking/drugs	\$ 2,217 (see fn above)	Screening for eligibility, RJ service provider intake, Case coordination, Pre-conference, Circle, Rethinking drinking/drugs, Supervising/monitoring RJ agreement, and Administrative case closure

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Dialogue/ Conference	\$ 857	Screening for eligibility, RJ service provider intake, Case coordination, Pre-conference, dialogue, Supervising/monitoring RJ agreement, and Administrative case closure
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Table 3b. Cost per juvenile by restorative practice in the 19th Judicial District

Restorative process-type	Total cost per juvenile	Costs summed to produce this estimate
Conference	\$ 715	Screening for eligibility, DA intake for RJ pilot suitability, RJ service provider intake, Assessment tool for risk and needs, Case coordination, Pre-conference, Conference, Supervising/monitoring RJ agreement, Reconvening to revisit the terms of an RJ agreement, and Administrative case closure
Panel/board	\$ 503	Screening for eligibility, DA intake for RJ pilot suitability, RJ service provider intake, Assessment tool for risk and needs, Case coordination, Pre-conference, Panel/board, Supervising/monitoring RJ agreement, Reconvening to revisit the terms of an RJ agreement, and Administrative case closure
ReStore	\$ 799	Screening for eligibility, DA intake for RJ pilot suitability, RJ service provider intake, Assessment tool for risk and needs, Case coordination, ReStore, Supervising/monitoring RJ agreement, Reconvening to revisit the terms of an RJ agreement, and Administrative case closure

Table 3c. Cost per Juvenile by restorative practice in the 20th Judicial District

Restorative process-type	Total cost per juvenile	Costs summed to produce this estimate
Conference	\$ 1,136	Screening for eligibility, DA intake for RJ pilot suitability, RJ service provider intake, Assessment tool for risk and needs, Case coordination, Pre-conference, Conference, Supervising/monitoring RJ agreement, and Administrative case closure

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Circle	\$ 1,083	Screening for eligibility, DA intake for RJ pilot suitability, RJ service provider intake, Assessment tool for risk and needs, Case coordination, Pre-conference, Circle, Supervising/monitoring RJ agreement, and Administrative case closure
ReStore	\$ 1,251	Screening for eligibility, DA intake for RJ pilot suitability, RJ service provider intake, Assessment tool for risk and needs, Case coordination, ReStore, Supervising/monitoring RJ agreement, and Administrative case closure

Across all restorative practice types, estimated long-run marginal cost was higher in the 20th Judicial District than in the 19th judicial district. This difference is driven primarily by the 20th's large investment in case coordination relative to the 19th (\$679 per juvenile compared to \$68). The 20th Judicial District's relatively larger estimated marginal costs do not mean that it's potential for cost savings is lower than that of the 19th. The 20th is now saving resources for not filing petitions against all pilot participants, while the 19th is only saving resources for not filing petitions against pilot participants who would have not received diversion prior to the RJ pilot. So essentially, the 20th has a larger margin for cost saving than the 19th.

Overall, the 19th and 20th allocate similar time per juvenile – 41.93 and 46.45 hours, respectively – to the totality of processes assessed in this study. (Note that the amount of time to serve one juvenile would be slightly less than these per-juvenile sums across all process-types because most juveniles would only participate in one restorative practice, whereas these totals include all restorative processes offered by in the site.)

Figures 1a, 1b, and 1c show how total personnel hours per juvenile – including DA staff, RJ service provider staff, and volunteers – are allocated among pre-restorative process, restorative process, and post- restorative process activities. The 19th devotes relatively more person-hours to the restorative process phase, while the 20th devotes relatively more person-hours to the pre-restorative process phase. This result is consistent with the above findings that 19th spends relatively more per juvenile on restorative processes, while the 20th spends relatively more on assessment and case coordination in the pre- restorative process phase.

Figure 1a. Personnel hours per juvenile by process phase in the 12th Judicial District

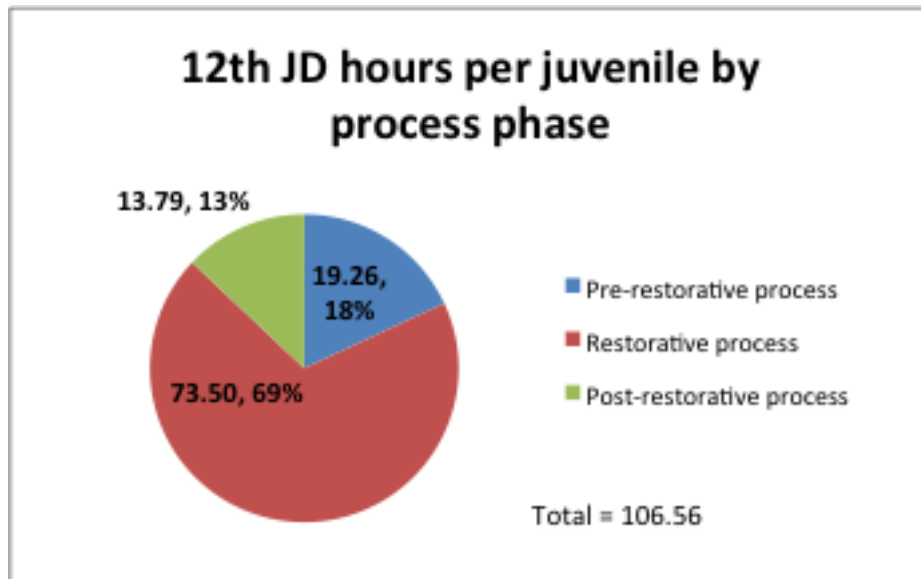


Figure 1b. Personnel hours per juvenile by process phase in the 19th Judicial District

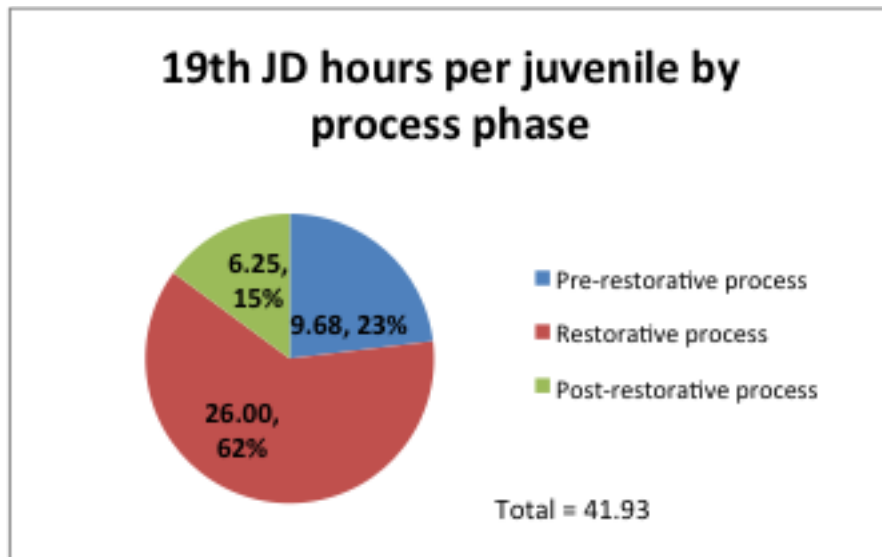
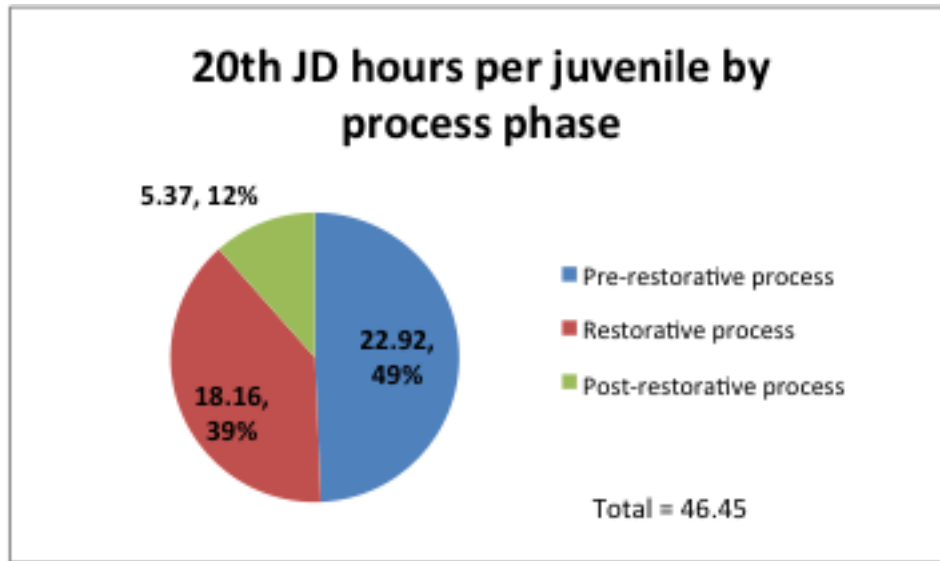


Figure 1c. Personnel hours per juvenile by process phase in the 20th Judicial District



Figures 2a, 2b, and 2c show how total hours were spent by personnel type, including DA staff, RJ service provider staff, and volunteers. Sixty-eight percent of all hours in the 19th were spent by volunteers. Given that volunteers tend to be used most heavily in the restorative practice phase, this result is consistent with the above finding that the 19th devotes 62 percent of total hours to the restorative process phase. Consistent with the above finding that the 20th invests heavily in risk assessment and case coordination, Figure 2c shows that DA staff – who spend much of their time on risk assessment and case coordination – spent more time per juvenile than RJ service provider staff and volunteers.

The 12th spent 170 person-hours over 6 months on Circles and Re-thinking Drinking and Drugs, each. The Rethinking Drinking and Drugs model was being newly implemented in that time period. They only served 5 juveniles during that time in each of those process types. So average person hours per juvenile for each of those restorative processes was 34, which was much higher than the next largest, which was ReStore in the 19th at 16 hours per juvenile. The 12th has such high costs for Circles and Rethinking Drinking and Drugs because, with such low numbers of juveniles, they are unable to take advantage of economies of scale at the implementation phase. Community volunteers are actively engaged as a way to lower the actual out-of-pocket costs for implementation in this rural setting.

Figure 2a. Hours per juvenile by personnel type in the 12th Judicial District

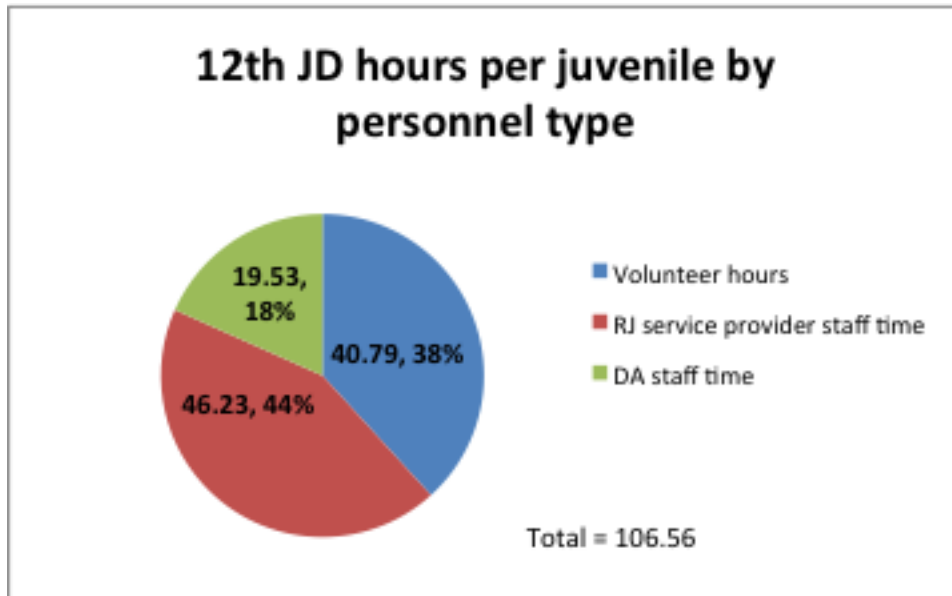


Figure 2b. Hours per juvenile by personnel type in the 19th Judicial District

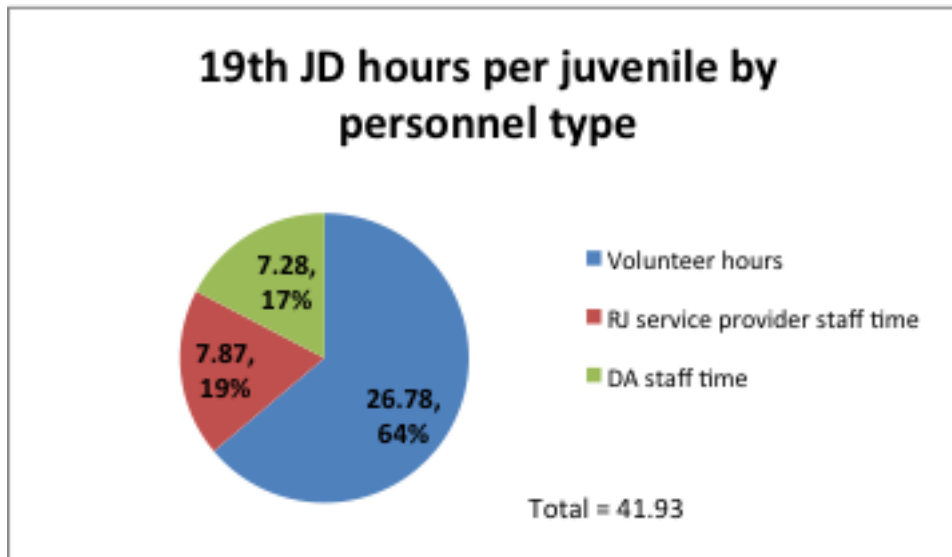
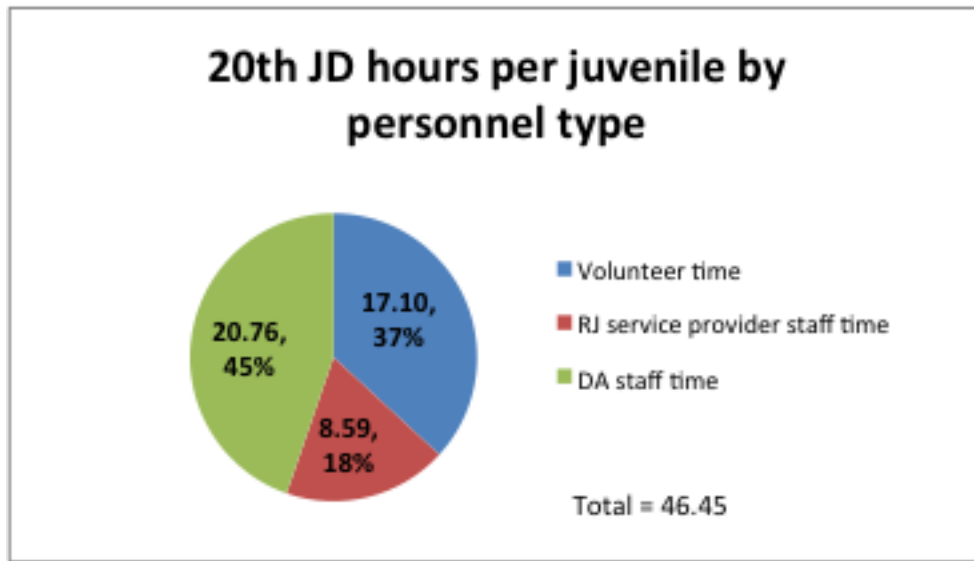


Figure 2c. Hours per juvenile by personnel type in the 20th Judicial District



Appendix C provides a breakdown of hours by personnel type for each process type.

Estimating the long-run marginal costs of other relevant transactions

In addition to estimating the long-run marginal costs of the pilots, comparable estimates for the other transactions listed in Table 1 are necessary to estimate cost savings as a result of the pilots. Possibilities for estimating the costs of these transactions – filing a petition, post-filing transactions, diversion services (before), and diversion services (now) – are discussed below.

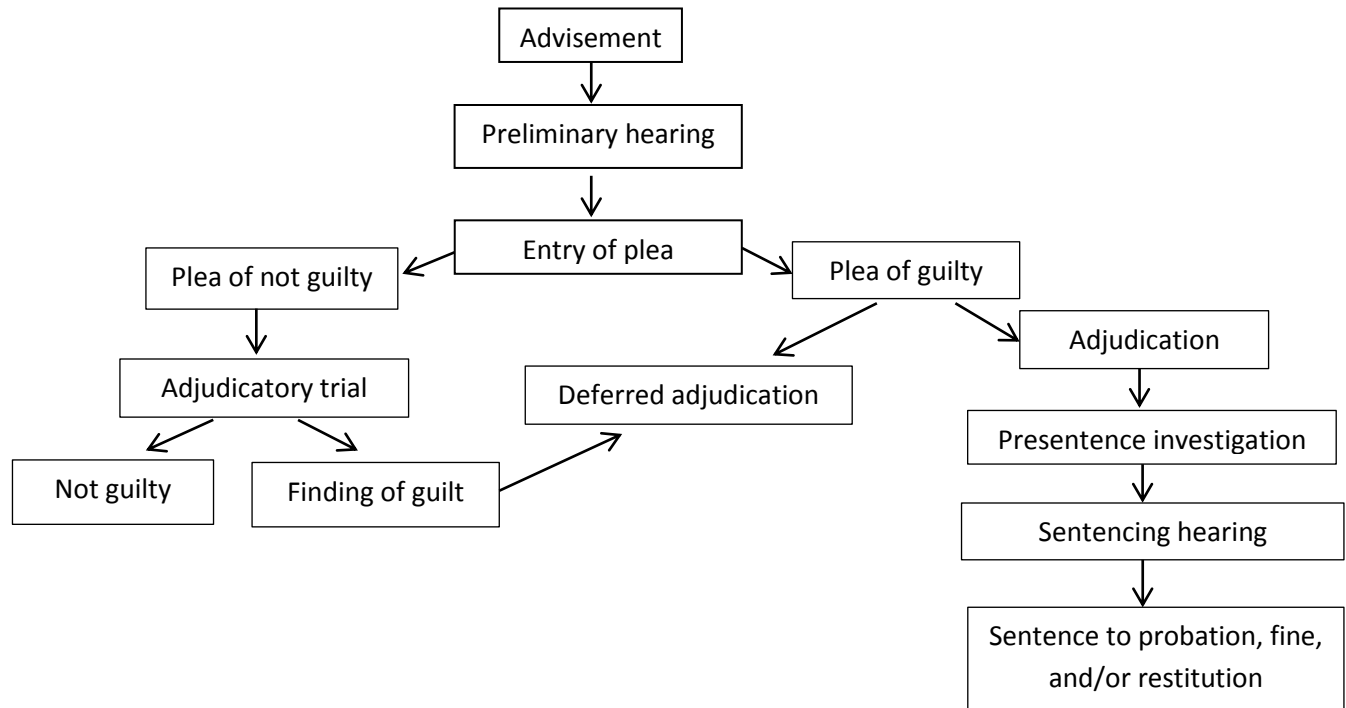
Filing a petition

The “bottom-up method” as described above in the “Methods” section above could be used to estimate the long-run marginal cost of filing a petition in a juvenile delinquency case. This estimate would include time spent by DA staff, judges, and court staff. Hourly compensation for DA staff, district court judges, and district court staff would have to be gathered or estimated.

Post-filing transactions

“Post-filing transactions” is a catch-all category for the set of possible transactions which could occur after a petition is filed against a juvenile and assuming the juvenile does not receive a filed diversion. These possible transactions are outlined in **Figure 3**.

Figure 3. Post-filing juvenile justice system transactions¹⁴



The set of transactions which actually occurs in a given case will depend on whether the juvenile pleads guilty or not guilty, whether he or she is given a deferred adjudication or is adjudicated delinquent and the content of the sentence if he or she is adjudicated. To factor the varying costs and probabilities associated with each of these contingencies into a marginal cost estimate would likely be prohibitively complex. So, a next best option would be to sum average court, probation, and DA costs per case.

The Colorado State Court Administrator's office estimates the average cost – including judge and court staff salaries, operating costs, benefits, travel and capital outlay – of a juvenile delinquency case in an urban district court to be \$605.91.¹⁵ Further investigation should be done into the methodology used to make this estimate to avoid double-counting any court costs which are included in the estimate of the long-run marginal cost of filing a petition.¹⁶

Probation expenses could be incurred via either deferred adjudication or sentencing. Further investigation should be done to find estimates of average probation officer time per case, considering the level of supervision which pilot-eligible juveniles would likely receive.

¹⁴ Williams, M. (2012). Colorado's three-year juvenile justice and delinquency prevention plan (2012-2014). Denver, CO: Juvenile Justice and Delinquency Prevention Council, 160-162.

¹⁵ Colorado State Court Administrator's Office. (2014). *Cost per case estimates: Fiscal year 2015 (Urban locations)*.

¹⁶ Investigation into this estimate by the State Court Administrator's Office will be done before any public release of this report.

DA staff time spent on post-filing transactions will likely have to be estimated using the “bottom-up method”.

Diversion services

Estimating a marginal cost of diversion services beyond the pilots will be quite difficult given that services are tailored to meet the needs of individual juveniles and are provided by many different organizations. For the purposes of this study, marginal costs of diversion services are only relevant in the 19th and 20th Judicial Districts which have diversion services beyond the RJ pilots. An initial line of inquiry would be to compare diversion contracts in these districts before the launch of the pilots to those afterward to assess the extent to which RJ services have displaced conventional diversion services.

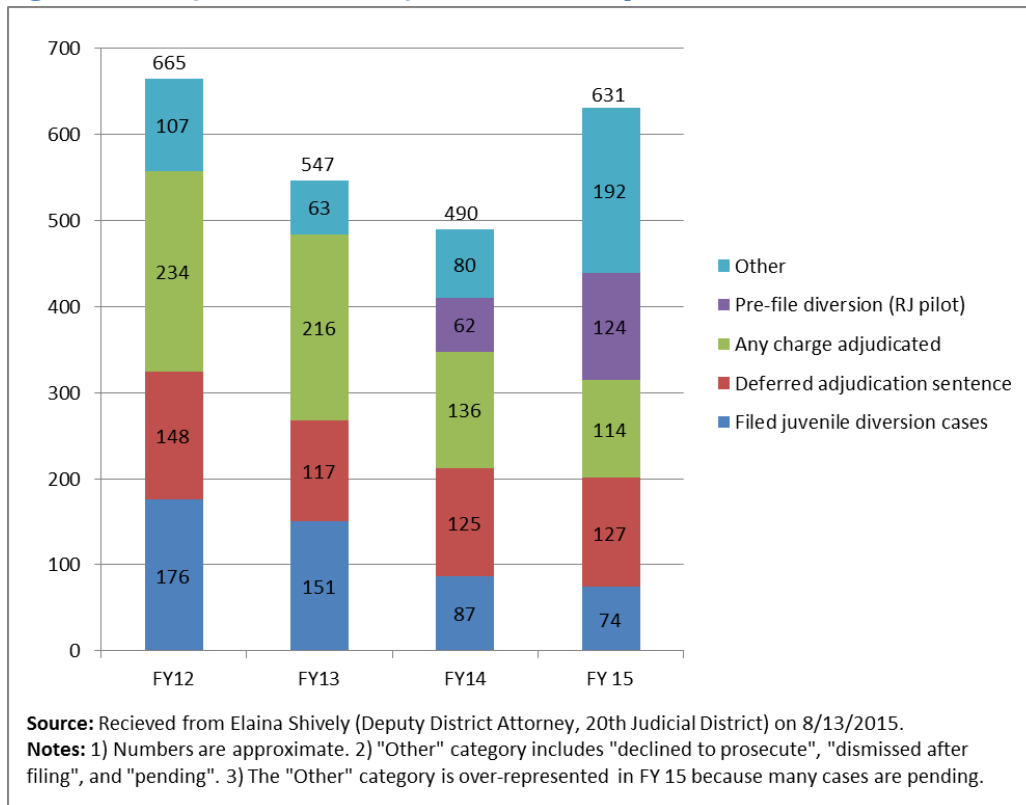
The [Washington State Institute for Public Policy](#) is expected to release cost benefit analyses of several juvenile diversion strategies. When available, this information could be valuable in estimating costs of diversion services.

Estimating the expansion of diversion in the 19th and 20th Judicial Districts

Once long-run marginal cost estimates are made for each transaction listed in Table 1, the following estimates must be made for both the 19th and 20th Judicial Districts: 1) the percent of juveniles now participating in the pilot who would have received pre-file or filed diversion in the absence of the pilot and 2) the percent of juveniles now participating in the pilot who would not have received pre-file or filed diversion (i.e. who would have gone into the juvenile justice system). These numbers should add to 100 percent.

Figure 4 shows how the 20th Judicial District's handling of juvenile delinquency cases changed between the 2012 through 2015 fiscal years. The number of deferred adjudications has remained relatively constant, while the numbers of filed diversions and adjudications have decreased. This suggests that pre-file diversion in the 2014 and 2015 fiscal years has displaced some filed diversions and adjudications. However, the percentage breakdown of avoided transactions by type is not clear from Figure 4. More investigation must be done to determine the extent to which pre-file diversion has been extended to juveniles in the 19th and 20th who would have otherwise not been diverted.

Figure 4. 20th Judicial District Juvenile Unit Dispositions



Areas for future work

As explained in the “Conceptual Framework” section above, this report is a preliminary assessment of *cost savings* as a result of the RJ pilots. To fully assess cost reduction, the possibility of *cost avoidance* should also be considered. As explained above, cost avoidance requires an estimation of the reduction in recidivism *caused* by the pilots, which is hard to establish given that juveniles are selected for pilot participation based on factors, which may correlate with a lower likelihood of recidivism. One way to address this challenge would be to use effect-size estimates from similar programs in which access to RJ services (after juveniles are deemed eligible and suitable) is randomized. This could be done in Colorado judicial districts of comparative size with juvenile diversion programs.

If the effects of Colorado’s RJ pilots on recidivism rates can be established – or drawn from similar programs elsewhere – the next step in assessing cost avoidance will be to estimate the benefits to society associated with these reductions in crime. With support from the Pew Charitable Trusts and the John D. and Catherine T. MacArthur Foundation, [Colorado’s Results First Initiative](#) in the Governor’s Office of State Planning and Budgeting is in the process of adapting, for Colorado, the Washington State Institute for Public Policy’s cost-benefit model. This sophisticated model is capable of estimating the social benefits of crime reduction. It may be possible to use the recidivism specific piece of their model to help assess cost avoidance due to the pilots.

The Results First model, however, will only take into account the value of avoided crime. It will not measure the value to victims of harm repaired via RJ processes or the value of satisfaction gained by other RJ participants. This is, most likely, an area where academic research is needed. Furthermore, the pilots may offer benefits to parents – such as not having to take time off work to appear in court – and the community – such as a greater sense of safety or community cohesiveness – which also won't be captured in the Results First model.

Regarding the pilot marginal cost estimates presented in this report, further work may be done to investigate the true value of volunteers to RJ service provider organizations. This analysis uses an estimate for the average volunteer in Colorado, which may or may not, be reflective of the true cost to RJ service providers to recruit, train, manage and retain volunteers who provide vital services to their organizations.

Conclusion

The RJ pilots could reduce cost through *cost savings* or *cost avoidance*. Furthermore, the pilots may generate *societal benefits*, particularly to victims, beyond simply reducing costs. This report focuses specifically on potential *cost savings* (summarized in **Table 4**), which would occur if the pilots use fewer resources than do the justice system and diversion services which would have been used to respond to juvenile wrong-doing in the absence of the pilots. Such cost savings to the juvenile justice system and diversion programs could manifest in many ways, including: fewer DA, court, or probation staff; no change to staffing levels but reduced caseloads and therefore increased quality of services, or no change to staffing levels or quality of service but reduced caseloads and the ability for staff to take on new areas of work.

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Table 4. Potential savings due to pilots

Judicial district	Subgroup of pilot	(1) Percent of total juveniles in pilot	(2) Potential savings
12		100%	+ Filing
			+ Post-filing transactions
			- RJ pilot
			Savings for 12
19	A	Percent of juveniles now participating in pilot who would have received diversion before (19A %)	+ Diversion services (before)
			- Diversion services (now)
			- RJ pilot
			Savings for 19A
	B	Percent of juveniles now participating in the pilot who would not have received diversion before (19B %)	+ Filing
			+ Post-filing transactions
			- Diversion services
			- RJ pilot
20	A	Percent of juveniles now participating in pilot who would have received diversion before (20A %)	Savings for 19B
			+ Filing
			+ Diversion services (before)
			- Diversion services (now)
	B	Percent of juveniles now participating in the pilot who would not have received diversion before (20B %)	- RJ pilot
			Savings for 20A
			+ Filing
			+ Post-filing transactions
			- Diversion services
			- RJ pilot
			Savings for 20B

The following formula could be used to calculate total savings across all three pilot programs:

$$\text{Total savings} = (\text{Savings for 12}) + (19A\%)(\text{Savings for 19A}) + (19B\%)(\text{Savings for 19B}) + (20A\%)(\text{Savings for 20A}) + (20B\%)(\text{Savings for 20B})$$

To complete this calculation, the percentages in column 1 and the marginal costs of each transaction in column 2 must be estimated. This report provides a first step toward gathering this necessary information by estimating the long-run marginal costs of the RJ pilots. These estimates are summarized in **Table 5**.

Table 5. Cost per juvenile by restorative practice

Judicial District	Restorative process-type*	Total cost per juvenile
12	Circle, rethinking drinking/drugs	\$ 2,217**
	Dialogue/Conference	\$ 857
19	Conference	\$ 715
	Panel/board	\$ 503
	ReStore	\$ 799
20	Conference	\$ 1,136
	Circle	\$ 1,083
	ReStore	\$ 1,251

*Estimates include the cost of pre- and post- restorative process activities.

** See explanation of this higher cost at pp. 13-17. The cost differences between the 19th and 20th Judicial Districts' pilot programs are largely driven by case coordination, on which the 20th invests much more DA staff time than the 19th. Overall, the two sites allocate about the same total person-hours per juvenile to the RJ pilots, however the 20th spends relatively more time and money on pre- restorative process activities while the 19th spends relatively more time and money on restorative processes. These cost differences between sites could be caused by actual differences in time allocated to particular processes; differences in the use of staff versus volunteers, which has implications for cost given the time value of staff tends to be greater than that assigned to volunteers; differences in salaries due to cost-of-living in each location; or to differences in the way survey respondents interpreted definitions of processes about which they were asked to report time allocation data. Thus findings in this report should inspire future inquiry, not conclusions about relative efficiency of pilot sites.

Further work must be done to estimate the long-run marginal cost of filing a petition against a juvenile and the long-run marginal cost of the set of transactions – including deferred adjudication, adjudication, and probation services – which could occur after a petition is filed. The Colorado State Court Administrator's office estimates the average cost – including judge and court staff salaries, operating costs, benefits, travel and capital outlay– of a juvenile delinquency case in an urban district court to be \$605.91.¹⁷ If combined with district attorney and probation costs, this estimate would provide a juvenile justice system comparison cost for the RJ pilots. However, this juvenile justice system cost is only an appropriate comparison for juveniles now in the pilots who, in the absence of the pilots, would have gone through the juvenile justice system. Analysis of the extent to which RJ services have displaced conventional diversion services should be done to estimate an appropriate comparison cost for juveniles who would have received diversion in the absence of the pilot.

In sum, assessing cost savings is not as simple as comparing pilot average cost to juvenile justice system average cost. First, average cost may over estimate cost savings because moving an increment of juveniles out of the traditional juvenile justice system to diversion will not allow for elimination of the traditional juvenile justice system and its fixed costs. Thus, this report focused on marginal costs. Second, marginal cost of the traditional juvenile justice system is not an appropriate comparison for

¹⁷ Colorado State Court Administrator's Office. (2014). *Cost per case estimates: Fiscal year 2015 (Urban locations)*.

many RJ pilot participants who would still have been diverted in the absence of the pilots. So, not only does the use of these comparison transactions (filing a petition, post-filing transactions, and conventional diversion services) vary by site and within site, but “apples-to-apples” cost estimates must be gathered for each of them.

Thus, cost-savings are highly context-dependent. They depend on how practices have changed in each site and how the number of juveniles flowing into the juvenile justice system versus diversion has changed in each site as a result of the pilot. Cost savings may also take different forms, ranging from an actual reduction in government expenditure to simply less over-worked staff. Finally, these pilot programs are relatively new and their cost may change as the sites move beyond the implementation phase and staff become more accustomed to the work and as the sites cope with the phase out of state funding.

The cost-benefit analysis of restorative justice practices is very new. To date very little research exists in this realm in the US or the world. Colorado's efforts to understand the realities of the costs and benefits of restorative justice practices not only further establish its leadership in the field but also provide valuable information and foundation for furthering the reduction of juveniles entering the criminal justice system by supporting the use of restorative justice practices to divert young offenders from the traditional system.

Appendix A: Pilot marginal cost survey

Table A1: Staff compensation data collection form

Employer name	Staff name	Staff title	Salaried workers only					Hourly workers only		
			Work days per year (exclude paid vacation days)	Work hours per day	Annual salary	Benefits rate (in decimal form)	Calculated hourly compensation	Hourly wage	Hourly value of benefits, if provided	Calculated hourly compensation
	[Staff name 1]									
	[Staff name 2]									
	[Staff name 3]									

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Table A2: Staff and volunteer time data collection form

	Process type	Total number of juveniles participating by process type (Jan 1, 2015 - June 30, 2015)	Calculated average hours per juvenile	Volunteer - facilitator/ co-facilitator	Volunteer - community member	Volunteer - other	[Staff name 1]	[Staff name 2]	[Staff name 3]
Pre-restorative process	Screening for eligibility								
	DA intake for RJ pilot suitability								
	RJ service provider intake								
	Assessment tool for risk and needs								
	Case coordination								
	Pre-conference								
Restorative process	Conference								
	Circle								
	Dialogue								
	Panel/board								
	Rethinking drinking/drugs								
	Class								
Post-restorative process	ReStore								
	agreement								
	Reconvening to revisit the terms of an RJ agreement								
	Administrative case closure								
	[Other - please describe]								
	[Other - please describe]								
	[Other - please describe]								

Appendix B: Pilot marginal cost survey instructions

Overview

This survey will ask you to estimate the amount of time that paid workers and volunteers spend on all processes directly involved with shepherding a juvenile from the eligibility screening through discharge from a pre-file RJ diversion program. To attach a dollar value to these time estimates, you will be asked to report compensation data for all paid workers involved with these processes. Compensation data will be confidential and not included in any public reports.

The following is an attempt at a mutually exclusive and exhaustive list of processes, organized into three phases: pre- restorative process, restorative process, and post- restorative process.

- **Pre- restorative process**
 - Screening for eligibility
 - DA intake for RJ pilot suitability
 - RJ service provider intake
 - Assessment tool for risk and needs
 - Case coordination
 - Pre-conference
- **Restorative process**
 - Conference
 - Circle
 - Dialogue
 - Panel/board
 - Rethinking drinking/drugs
 - Class
 - ReStore
- **Post- restorative process**
 - Supervising/monitoring
 - Reconvening to renegotiate a reparative contract
 - Administrative case closure

Instructions

Tab 1 – Staff compensation

Please enter employer name, staff name, and staff title for all paid workers in the DA office and RJ service provider organizations who work directly on any of the processes listed above. Detailed definitions of these processes are provided below in the “Tab 2 – Staff and volunteer time” section below.

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For salaried workers, please enter data in columns D through G. Please enter benefit rates in decimal form. For example, if employees receive benefits valued at 45 percent of their salaries, please enter “.45” in column G. Column H will calculate automatically based on your entries in columns D through G. For hourly workers, please enter data in column I and J (if the hourly worker receives any benefits). Column K will calculate automatically based on your entries in columns I and J.

Tab 2 – Staff and volunteer time

The column headers beginning with column H should be automatically populated with the names of staff you entered in Tab 1. Before entering any data, please take a moment to double-check that all names have populated correctly.

In column C, please enter the total number of juveniles who participated in each type of process between January 1, 2015 and June 30, 2015. The following table, also available in the “Reference – Juvenile counts” tab of the excel document, provides definitions of the numbers which should be entered in column C. Data for “pre-conference” through “ReStore” is pre-populated for your site using data collected by the Omni Institute.

A	B	C
	Process type	Total number of juveniles participating by process type (Jan 1, 2015 - June 30, 2015)
Pre-process	Screening for eligibility	Total number of juveniles screened for RJ pilot eligibility between 1/1/15 and 6/30/15
	DA intake for RJ pilot suitability	Total number of juveniles for whom intake was done by DA office between 1/1/15 and 6/30/15
	RJ service provider intake	Total number of juveniles for whom intake was done by RJ service provider between 1/1/15 and 6/30/15
	Assessment tool for risk and needs	Total number of juveniles for whom a risk assessment was administered between 1/1/15 and 6/30/15
	Case coordination	Total number of juveniles who were on diversion involving RJ for some time between 1/1/15 and 6/30/15
	Pre-conference	[Pre-populated]
Process	Conference	[Pre-populated]
	Circle	[Pre-populated]
	Dialogue	[Pre-populated]
	Panel/board	[Pre-populated]
	Rethinking drinking/drugs	[Pre-populated]
	Class	[Pre-populated]
	ReStore	[Pre-populated]
Post-process	Supervising/monitoring RJ agreement	Total number of RJ agreements which were monitored/supervised for some time between 1/1/15 and 6/30/15
	Reconvening to revisit the terms of an RJ agreement	Total number of juveniles for whom this event occurred between 1/1/15 and 6/30/15
	Administrative case closure	Total number of juveniles whose RJ case was closed (whether successful or unsuccessful completion) between 1/1/15 and 6/30/15

In Columns E and onward, please list the cumulative number of hours spent by each volunteer role (“volunteer – facilitator/co-facilitator”, “volunteer – community member”, and “volunteer – other”) and staff person on each process type between January 1, 2015 and June 30, 2015.

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Please round to the nearest quarter hour. For example, 30 hours and 45 minutes would be rounded to 30.75 hours. Please try not to double count the same activity in two separate processes. If you feel that there is overlap, please select one process to which to attribute the activity.

Definitions of each process are provided below and in the "Reference – Process definitions" tab of the excel document. After you have entered data in columns C and E onward, please review the calculated average hours per juvenile in column D. If this number seems surprisingly small or large based on your intuition, please revisit the data you have entered for accuracy and completion.

Pre- restorative process

Screening for eligibility – Include time spent reading and discussing juvenile case files to assess legal eligibility for pre-file diversion to a restorative process. Include time spent on administrative and documentation procedures associated with this screening.

DA intake for RJ pilot suitability – Include time spent planning, scheduling, and holding an initial appearance and/or intake meeting with a juvenile who has passed the screen for eligibility. Include time spent on administrative and documentation procedures associated with intake. Exclude time spent delivering and scoring an assessment tool.

RJ service provider intake – Include time spent planning, scheduling, and holding an intake meeting for a juvenile that has been referred to an RJ service provider.

Assessment tool for risk and needs – Include time spent delivering and scoring an assessment tool as well as associated documentation work (exclude this time from the "Intake for suitability" category) even if the assessment is delivered during the intake meeting.

Case coordination – Include time spent on coordination activities (such as scheduling, logistics, and communication) after the intake meeting(s) and before the restorative process takes place.

Pre-conference – Include time spent engaged in pre-conferences either in person or over the phone. Time spent scheduling or planning for the pre-conference should be included in "Case coordination".

Restorative process

Conference – Include time spent engaged in a structured meeting between offenders, victims and community members to address the harm of the crime and decide how best to repair it. If applicable, include time spent holding a follow-up restorative process to close the case. Time spent scheduling or planning for the conference should be included in "Case coordination".

Circle – Include time spent engaged in a process that brings together individuals who wish to engage in conflict resolution, or other activities in which honest communication, relationship development, and community building are core desired outcomes. If applicable, include time spent holding a follow-up restorative process to close the case. Time spent scheduling or planning for the circle should be included in "Case coordination".

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Dialogue – Include time spent engaged in a face-to-face meeting between the victim of a crime and the person who committed that crime, with the presence of a trained facilitator. If applicable, include time spent holding a follow-up restorative process to close the case. Time spent scheduling or planning for the dialogue should be included in “Case coordination”.

Panel/board – Include time spent engaged in a meeting where victim representatives and/or members of the community sit on a panel and speak to offenders about the impacts of crime on the community. If applicable, include time spent holding a follow-up restorative process to close the case. Time spent scheduling or planning for the panel/board should be included in “Case coordination”.

Rethinking drinking/drugs – Include time spent engaged in a restorative circle approach to raising awareness of the impact of alcohol or other substance on the developing brain, health decision-making, and the impact of youth actions. If applicable, include time spent holding a follow-up restorative process to close the case. Time spent scheduling or planning for the Rethinking drinking/drugs session should be included in “Case coordination”.

Class – Include time spent engaged in a structured time or sequence of times designated to teach offenders restorative values and principles to support them in gaining an understanding of the harm they caused by their behavior and help them repair the harm to the extent possible. If applicable, include time spent holding a follow-up restorative process to close the case. Time spent scheduling or planning for the class should be included in “Case coordination”.

ReStore – Include time spent engaged in ReStore processes designed to develop awareness of the impact of behaviors on businesses, family, and the community through the use of a combination of an impact panel, a restorative circle, and a restorative contract. If applicable, include time spent holding a follow-up restorative process to close the case. Time spent scheduling or planning for the ReStore session should be included in “Case coordination”.

Post- restorative process

Supervising/monitoring – Include time spent supervising a juvenile (such as monitoring his or her progress toward contract items) after the restorative process takes place and before the juvenile is discharged from the program.

Reconvening to revisit the terms of an RJ agreement – Include time spent holding a process for the purpose of reconsidering the terms of a reparative contract already agreed-upon in a previous restorative process.

Administrative case closure – Include any time spent on administrative activities required to close out cases and discharge participants from the program. (Any time spent holding restorative processes to close cases should be included with the relevant process above.)

If you feel that any processes are missing from this list, you may add them in the rows labeled “[Other - please describe]”.

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Appendix C: Hours spent per juvenile by volunteers, RJ service provider staff, and DA staff

Process type		12th				19th				20th			
		Volunteer hours	RJ service provider staff hours	DA staff hours	Total staff and volunteer hours	Volunteer hours	RJ service provider staff time	DA staff time	Total staff and volunteer time	Volunteer time	RJ service provider staff time	DA staff time	Total staff and volunteer time
Pre- restorative process	Screening for eligibility	0.00	0.00	4.74	4.74	0.00	0.00	0.50	0.50	0.00	0.00	0.05	0.05
	DA intake for RJ pilot suitability					0.00	0.00	1.00	1.00	0.00	0.00	0.78	0.78
	RJ service provider intake	0.00	3.63	0.00	3.63	0.00	1.00	0.00	1.00	0.19	0.52	0.00	0.70
	Assessment tool for risk and needs					0.00	0.00	0.25	0.25	0.00	0.00	0.75	0.75
	Case coordination	0.29	3.10	5.50	8.90	1.35	1.08	0.00	2.43	1.51	2.76	15.00	19.27
	Pre-conference	0.00	2.00	0.00	2.00	3.00	1.50	0.00	4.50	0.53	0.67	0.16	1.37
Restorative process	Conference					7.50	1.50	0.00	9.00	2.40	1.61	0.33	4.35
	Circle	20.00	14.00	0.00	34.00					0.75	0.75	0.94	2.44
	Dialogue	0.50	5.00	0.00	5.50								
	Panel/board					0.70	0.00	0.00	0.70				
	Rethinking drinking/drugs	20.00	14.00	0.00	34.00								
	Class												
	ReStore					14.23	1.53	0.53	16.30	11.38	0.00	0.00	11.38
Post-restorative process	Supervising/monitoring RJ agreement	0.00	2.50	5.50	8.00	0.00	0.50	4.00	4.50	0.16	0.91	2.00	3.07
	Reconvening to revisit the terms of an RJ agreement					0.00	0.50	0.00	0.50				
	Administrative case closure	0.00	2.00	3.79	5.79	0.00	0.25	1.00	1.25	0.18	1.375	0.75	2.30
TOTAL		40.79	46.23	19.53	106.56	26.78	7.87	7.28	41.93	17.10	8.59	20.76	46.45