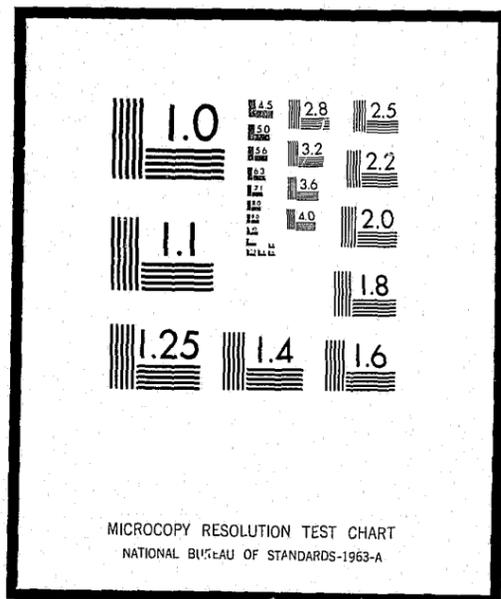


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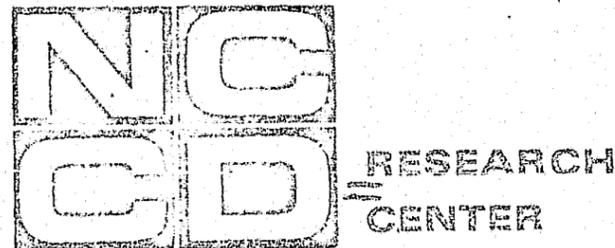
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PRETRIAL RELEASE WITH SUPPORTIVE SERVICES FOR "HIGH RISK" DEFENDANTS

EVALUATION REPORT #3

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Director,
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PRETRIAL RELEASE WITH SUPPORTIVE SERVICES
FOR "HIGH RISK" DEFENDANTS —

THE THREE-YEAR EVALUATION
OF THE POLK COUNTY DEPARTMENT OF
COURT SERVICES
COMMUNITY CORRECTIONS PROJECT

EVALUATION REPORT #3

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*The evaluation was conducted and this report
was produced by the Research Center of the
National Council on Crime and Delinquency,
Davis, California, under contract to the Des
Moines Office of Community Development, Des
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✓
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MAY, 1973

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TABLE OF CONTENTS

	<u>Page</u>
Acknowledgements	i
Table of Contents	ii
Summary of Findings and Recommendations	vii
<u>Release Prior to Trial</u>	1
The Issues	1
The Recommendation	4
Pretrial Release in Des Moines	5
<u>The Des Moines Community Corrections Project</u>	7
Project History	7
Project Operation	8
<u>Evaluation Methodology</u>	13
Evaluation Plan	14
Project Goals and Assumptions	15
The Research Model	21
Data Collection	24
Statistical Analyses	27
<u>Evaluation Results</u>	28
Defendants Studied	29
Defendants Described	33
Defendant Group Differences	37
Client Selection	41
Project Services to Defendants	43

TABLE OF CONTENTS (cont.)

	<u>Page</u>
Pretrial Release Outcome	43
Appearance for Trial	45
Pretrial Offense Allegations	48
Pretrial Jail Time	50
Public Assistance	53
Income Changes	55
Bail	55
Legal Representation and Fees	59
Post-Program Outcomes	61
Court Outcome	62
Conviction Rates	62
Incarceration Rates	64
Sentence Lengths	66
Recidivism	68
Arrests and Convictions	72
Recidivism Seriousness	72
Recidivism Conclusions	75
Financial Effectiveness	79
Societal Effectiveness	81
Evaluation Conclusion	82

FIGURES

1. Des Moines Model Neighborhood Corrections Project Organizational Chart	10
2. The Research Model	19

TABLE OF CONTENTS (cont.)

TABLES	<u>Page</u>
I. Original Assignments, by Group, of Defendants Interviewed During the Third-Year Evaluation Period December 16, 1971 through December 15, 1972	31
II. Original Assignments, by Group, of Defendants Interviewed During the Three-Year Evaluation Period February 3, 1970 through December 15, 1972	31
III. Three-Year Socio-Demographic Profiles of Three Defendant Groups: Project-Released (C), Bail Released (B), and Project-Rejected-Jailed (G)	35
IV. Ten Client Characteristics Related to Failure in the Community Corrections Program	39
V. Number of Services Provided to Defendants Released to the Community Corrections Project for Years 1970, 1971, and 1972	44
VI. Number of Defendants Who Received Each Type of Service Provided by the Community Corrections Project for 1970, 1971, 1972	44
VII. Closed Cases for All Defendants Studied During the Community Corrections Evaluation - Year Three and Three Years	46
VIII. Appearance in Court over a Three-Year Period of Three Groups of Defendants Released Prior to Trial - Those Released: on Bail (B); to Community Corrections (C); and on Bail after Rejection by Community Corrections (Q)	47

TABLE OF CONTENTS (cont.)

	<u>Page</u>
IX. Three-Year New Offense Allegations Lodged During the Pretrial Periods of Bail Releasees (B), Project Defendants (C), and Those Rejected by the Project but Released on Bail (Q)	49
X. Jail Time Analysis for Three Years of Community Corrections Project Operation	52
XI. Time-To-Trial for the Three Year Project Period	53
XII. Through-Time Comparisons of Public Assistance Rates for Two Defendant Groups and Two Time Periods	54
XIII. Three-Year Prearrest vs. Pretrial One-Month Income Comparisons for Jailed and Released Defendants	56
XIV. Amount of Bail, Posted and Unposted, Set by the Court for All Eligible Defendants Interviewed by Project Staff During Three Years	57
XV. Comparisons of Legal Representation and Attorney Fees Paid by Jailed and Released Defendants - Three Years	60
XVI. Closed-Case Defendants Charges Dropped vs. Not Dropped	63
XVII. Closed Case Defendants Convictions vs. Non-Convictions	64
XVIII. Post-Conviction Incarceration Rates Prior to Sentencing	65
XIX. Incarceration Rates of Sentenced Defendants	65
XX. Sentence Lengths for Convicted Defendants	67
XXI. Post-Disposition Arrests and Convictions of All Offenders in Groups C, B, and G in 1972	72

TABLE OF CONTENTS (cont.)

	<u>Page</u>
XXII. Post-Disposition New Arrests and Convictions of Defendants in Groups B, C, and G in 1972 Who Were Not Incarcerated for Their Original Charges	74
XXIII. Comparison of Groups B, C, and G (1972) On the Basis of Seriousness of Post-Disposition Offenses	75
XXIV. Comparison of Groups B, C, and G (1972) On the Basis of Recidivism Scores	77

APPENDICES

- A Codesheet and Offense Code List Used By Des Moines Model Neighborhood Corrections Project
- B Statistical Analyses of Community Corrections Clients' Characteristics, as Related to Failure vs. Non-Failure in the Program
- C Summary of Multiple Regression on Outcome

SUMMARY OF FINDINGS AND RECOMMENDATIONS

Evaluation of the Polk County Department of Court Services Community Corrections Program effectiveness is being conducted by the Research Center of the National Council on Crime and Delinquency. The first-year (1970) evaluation indicated the project's general success. The second-year results underscored the prior findings and provided a more comprehensive description of the project's achievements in terms of its goals and underlying assumptions. This, the three-year report, describes conclusively the success of pretrial release to supportive services.

Comparisons among groups of defendants--pretrial releasees vs. those not released--served as the basis for the evaluation. The findings and recommendations that resulted from this approach are listed below.

Client Characteristics. Assessment on thirty-one individual, social, and demographic defendant characteristics provided a profile of clients released to the project. Contrasted with this were two comparison groups. One, a group of non-released defendants who were not recommended for release to the project, was shown to be much more marginal as compared to the project group--marginal in the sense of a higher expectation of pre- and post-trial

recidivism. The other, composed of defendants released on bail, was slightly less marginal. (Pages 33-41)

Based upon three years of defendants' pretrial outcomes, ten client characteristics were identified that are related to failure in the program. These findings are preliminary in nature, and are not acceptable for practical application. (Pages 37-40)

Client Selection. The project staff is able to exclude from the program a group of defendants for whom the risk of pretrial release failure (i.e., threat to the community) is greater than that posed by those selected for the program. (Pages 41-72)

Appearance for Trial. More than ninety-eight percent of the project's clients appeared. The available evidence from bail release in Polk County indicates the same appearance rate. (Pages 45-47)

Pretrial Offenses. The project's defendants and those released on money bail do not differ as to offense allegations (approximately twenty-two percent) during the release period. (Pages 48-50)

Primary Goal Effectiveness. If "safe pretrial release" is defined as release without any greater risk of failure to appear for trial and of new offenses during the pre-trial period, then the project's selectivity and support-

tive services to 489 defendants are achieving the primary goal:

- To obtain the safe pretrial release of high risk defendants who would ordinarily remain in jail in Des Moines until trial because they do not meet ROR "community stability" criteria and can not afford bail. (Pages 45-50)

Pretrial Jail Time. The project's existence saved 25,681 defendant jail-days. Of these, 13,006 days would have been served by defendants who were not found guilty, ultimately. (Pages 50-53)

Pretrial Employment and Income. The project's employment assistance aids its clients to avoid unemployment; thus, their income is maintained rather than lost completely, as it is for jailed defendants. (Page 55)

Legal Representation. People released to the project were able, more often than those jailed, to retain and pay their own defense attorneys rather than relying upon court-appointed counsel. (Pages 59-61)

Court Outcome. Several findings pertain to this factor:

- Defendants released prior to trial are less often convicted than those jailed. However, the project's clients show only a trend in that direction. (Pages 62-64)

-- The project defendants are less often incarcerated than those jailed, subsequent to conviction. (Pages 64-66)

-- Sentence lengths for those in the project who are convicted and incarcerated are shorter than those of defendants jailed prior to trial and are shorter than those imposed upon bail releasees. (Pages 66-67)

Secondary Goal Effectiveness. The considerable amount of inconclusive evidence available so far indicates that those individuals who are provided with the project's pretrial, rehabilitative services are less likely to commit new offenses subsequent to the pretrial period than are defendants who do not receive project services. Until further study is completed, this finding may be accepted tentatively as indicating that the project is accomplishing its second goal--that of reducing future recidivism. (Pages 68-78)

Financial Cost Effectiveness. Based upon the \$518,234 expended by the project and the \$716,929 saved during the three years, the most conservative statement is that the project is at least paying for itself. (Pages 79-80)

Societal Effectiveness. The evidence is conclusive that the community is benefiting from the program and that release to the project prevents unnecessary hardship for

defendants--especially those who are not convicted--and their families. (Pages 81-82)

Evaluation Conclusion

The Des Moines Community Corrections Project is demonstrating its viability and effectiveness. It is accomplishing its goals at no financial or social costs to society. Based upon these findings, the National Council on Crime and Delinquency recommends that this pretrial approach be implemented wherever community support can be generated for its acceptance.

It is recommended that the project staff:

-- Work together with the evaluation staff to identify and apply a set of selection criteria used to make the judgement of "poor risk for release to the project". On the basis of the obtained selection criteria, improve its success rates and, thereby, its efficiency.

Release Prior to Trial

The Community Corrections Project was a demonstration program. It was designed to explore the feasibility of one method of alleviating a nationwide condition that results in severe inequities and hardships for individuals as well as in critical, moral, and financial problems for society. Currently, as part of Polk County Court Services, it is continuing with the same focus.

The Issues

The judiciary in any locality is empowered to decide whether or not persons arrested and charged with a criminal offense will be released pending trial. Those not released await final disposition for days, weeks, and often months--depending upon the prosecution caseload, the gravity and complexity of the case, and the condition of the court calendar.

The impact of the pretrial release decision is extensive. A released defendant is one who may live with and support his family, maintain his ties to the community, and apply himself to his own defense by searching for witnesses and evidence, by keeping in close touch with his lawyer, and by obtaining the assistance of private

counsel. An imprisoned defendant may be subjected to the squalor, idleness, and possibly criminalizing effects of jail. He may be confined though literally innocent; many jailed defendants are not convicted. He may be confined while presumed innocent, only to be freed when found guilty; many jailed defendants, after they have been convicted, are placed on probation or given suspended sentences instead of being imprisoned. In addition, society relies upon the court for protection when the decision is made about releasing a defendant. If a released defendant fails to appear for trial, the law is flouted. If a released defendant commits crimes, the community is endangered.

The method used most often to deal with these complicated issues is money bail in an amount fixed by the court. A defendant without access to that amount of money is remanded to jail. The ordinary device defendants use to furnish bail is to pay a fee, commonly ten percent of the bail, to a bondsman who posts a bond with the court for the full amount. The glaring weakness of the money bail system is that it discriminates against poor defendants, thus running directly counter to the law's avowed purpose of treating all defendants equally. Also, a massive side effect of money bail is that it costs taxpayers millions of dollars a year for non-released, incarcerated defendants.

Communities spend as much as eighteen dollars per day to house, feed, and guard each jailed defendant--including the defendant who is in jail solely because he is financially unable to raise bail.

Beyond this, evaluating a defendant's reliability in terms of dollars is so difficult that, perhaps inevitably, most jurisdictions have come to use what might be called a standard crime-pricing system. On the theory that the likelihood of a defendant's appearance for trial depends upon the size of the penalty he faces and therefore upon the seriousness of the charge against him, bail rates are often preordained--a stated amount of dollars for each specific crime. The effect of fixed rates and their disparity from place to place is to leave out of consideration the individual--not only his financial means but his background, character, and ties to the community.

Although bail is recognized in the law solely as a method of insuring a defendant's appearance at trial, judges often use it as a way of keeping in jail persons they fear will commit crimes if released before trial. As well as this procedure's being of dubious legality, it is ineffective in many instances. Professional criminals or members of organized criminal elements have little difficulty posting bail, although, since crime is their way of life, they are clearly a threat to society.

The Recommendation

After pondering the issues, including the difficulty of identifying the relatively small percentage of defendants who are significant risks in terms of flight or criminal conduct before trial, the President's Commission on Law Enforcement and Administration of Justice made a specific recommendation:

*Bail projects should be undertaken at the State, county, and local levels to furnish judicial officers with sufficient information to permit the pre-trial release without condition of all but that small portion of defendants who present a high risk of flight or dangerous acts prior to trial.**

This recommendation was based, in part, upon the knowledge obtained from the Manhattan Bail Project--an experiment with the increased use of release on the defendant's own recognizance as an alternative to bail. The Bail Project, launched in 1961 by the Vera Foundation** and the New York University Law School, demonstrated that judges released more defendants on their own recognizance when presented with verified information about the defendant's community ties (family, residence, and employment) than without such information. It showed, also, that defendants with firm community ties could be counted on

* U.S. President's Commission on Law Enforcement and Administration of Justice, *The Challenge of Crime in a Free Society*, Washington, D.C.: U.S. Government Printing Office, 1967, p. 132.

**On June 20, 1966, the Vera Foundation was reorganized as the Vera Institute of Justice.

to return to court for trial, whether or not money bail was posted. These results led to the establishment of a permanent pretrial release operation in several jurisdictions, including Polk County, Iowa (the City of Des Moines and its environs). Changes in bail practice occurred, as well, in nearly one hundred other communities in over half of the states across the country.

Pretrial Release in Des Moines

The Des Moines Pretrial Release Project implemented the release on own recognizance (ROR) type of approach in 1964. Since then, this operation and its counterparts elsewhere have reconfirmed the findings of the Manhattan Bail Project. Annually in Polk County, approximately 1800 defendants are eligible for bail. The Pretrial Project's efforts result in release for almost 800 of these people, many of whom would be unable to raise bail money. Another 600 post bail and are released. Most of the remaining 400-- the high risk group--would stay in jail pending trial because they are financially unable to make bail and do not meet the project's objective criteria for release.

Five criteria are used and in order to be recommended for release by the Pretrial Project, a defendant must have a Polk County address at which he can be reached and a total

of five points.* Point ratings are based upon information obtained from defendants. Law students conduct individual interviews of arrestees, verify the information (usually by telephone), and provide their reports to the court. The decision on release remains with the judiciary.

A five-year summary of results indicated that the project was accomplishing what it set out to do.** During the 1964 to 1969 period, it was instrumental in the pretrial release without bail of 3800 people. Of these, 2.4 percent failed to appear for trial.

Despite its major accomplishments, the Pretrial Release Project met only part of the need. Of necessity, it had to ignore those defendants who could neither post bail nor be released on their own recognizance. These people were viewed as poor risks for safe release prior to trial. The Pretrial Release Project did not have the resources to reduce the risk factor by working closely with individuals during the release period and by providing them with the services required to develop their community ties. Another approach was needed to address this problem.

*The selection criteria, with respective point ranges following, are: (1) length of present residence--1 to 3; (2) number and type of family ties--1 to 3; (3) length of residence in Polk County--ten years or more, 1 point; (4) length of present employment--1 to 4; and (5) number and type of prior convictions--minus 1 to 2.

**Jones, James E., *The Des Moines Pre-Trial Release Project, 1964-1969, Des Moines, Iowa: Hawley Welfare Foundation and Polk County-City of Des Moines, 1969.*

The Des Moines
Community Corrections Project

Project History

In 1969, a number of concerned citizens in Des Moines--including judges, businessmen, civic leaders, newspaper editors, probation officials, and others--felt that something more could be done to improve pretrial release. Constituting themselves as an informal Ad Hoc Committee, they expressed the belief that a significant proportion of those defendants remaining in jail prior to trial was not dangerous and could be released. This stimulus, together with the sponsorship of the Iowa Council of the National Council on Crime and Delinquency (NCCD), and the catalytic action of the Des Moines Model Cities Agency, produced the process by which ideas were translated into an operational approach.

Initially conceived as the Des Moines Model Neighborhood Corrections Project, this approach aimed at the pretrial release to supportive services of marginal defendants--those who could neither post money bail, nor be released on their own recognizance. This thrust has been maintained during the project's three years of existence, since February of 1970.

Funding for the project has come from all levels of government, with respective annual budgets of \$222,500;

\$143,582; and, \$152,152. Originally, the Department of Social Services, which operates the state prison and parole system, was to be the project administrator. When officials of that agency decided against this, the National Council on Crime and Delinquency was persuaded to provide fiscal and administrative direction during the first-year demonstration period. The NCCD, a private agency, does not ordinarily operate local projects but it agreed to do so until local government assumed administrative control of the program. On January 1, 1971, this took place. The program was incorporated as the Community Corrections Project into the newly-created Polk County Department of Court Services--together with the Pretrial Release Project, and County Probation Services. Since that time, the project has increased substantially its staff and caseload.

Project Operation*

Modifications of staff patterns have been made during the three year period. The current project staffing is depicted by the organizational chart on the next page. In addition, a consulting psychiatrist provides six hours of weekly psychiatric evaluation and individual counseling.

* A complete program description may be obtained upon request from: Bernard Vogelgesang, Director, Polk County Court Services, 606 College Avenue, Des Moines, Iowa 50314.

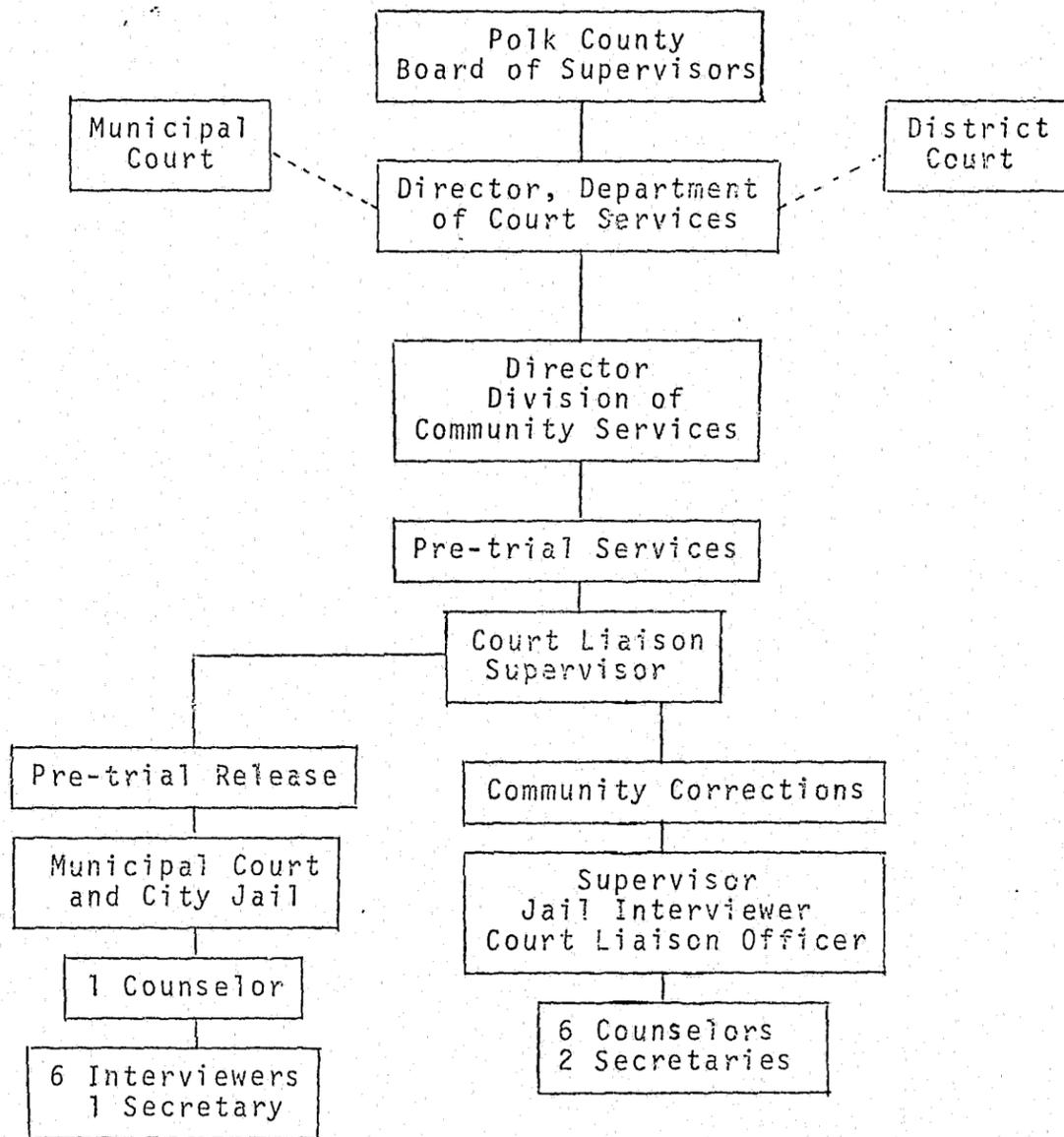


Figure 1

Des Moines Model Neighborhood Corrections Project
Organization Chart

Guidance is provided to the project by an Advisory Council. Through time, it has been composed of most of those persons who were members of the Ad Hoc Committee, plus additions such as representatives of the Sheriff's Office and Department of Social Services, and several residents of the Model Neighborhood.

All defendants who are interviewed by Pretrial Release staff and who are not released (except traffic, intoxication, or simple misdemeanor cases) are referred to the Community Corrections Project. Other sources of referrals are attorneys, judges, and agencies or individuals who are interested in particular defendants.

Those referred to the project are interviewed in jail by a project Jail Interviewer. The interview is brief, concentrating upon the defendant's social, criminal, and employment histories, and his current friends, residence, and job. The veracity of his information is checked by contacting the people he gives as references, as well as other reliable sources.

Whether or not a defendant is to be recommended for release to the project is a decision made by the Project Director, the Court Liaison Officer, and the Jail Interviewer, acting in concert. Based upon all available information, the decision is subjective--quite unlike the point system applied by the Pretrial Project. Primarily, the question underlying the determination of the defendant's

acceptability is, "Can the project be of help to the potential client?"

The court has the final authority on release. If it accepts a release recommendation, a bail bond form is signed by the defendant as principal and surety. The bond and the project's recommendation are then filed in the Court Clerk's Office.

In the client's initial meeting with the project counselor to whom he has been assigned, the requirements of the Community Corrections Project and the procedures and processes of the client's supervised release are explained to him. When it is certain that the client understands his role in the project and the conditions of his release, he is required to read and sign a performance contract specifying the conditions and expectations for him while under supervision of the Community Corrections staff.

Typically, a person released to the project must report daily to his counselor. Apart from personal, family, or group counseling, he may be required to spend some evenings at the project office for classes or films on: alcoholism, drug abuse, the Concentrated Employment Program, the use of legal counsel and welfare services, the effects of marijuana, planned parenthood, medical insurance, vocational rehabilitation services, and remedial education. In addition, he may be referred to one or more of a variety of public and private agencies for such services as: employment,

budget planning, child care training, drug or alcoholism treatment, psychiatric diagnosis and/or therapy, medical treatment, remedial education, vocational evaluation, etc. The overall effort is to meet flexibly the needs of the individual defendant, upgrade him in line with his interests and potential, and encourage him to develop stable community ties.

A file, maintained on each client released to the project, contains all information pertinent to him including: the release investigation and recommendation; results of psychiatric, psychological, educational, and vocational evaluation; records of therapy and remedial efforts; and a narrative, chronological history of the supervision process. The history serves several functions in that it documents: the degree and rate of client progress; all important contacts and events (a necessary legal safeguard for the project and counselor); and the information upon which to base a final report to the court prior to the sentencing of a convicted client.

The final report includes the counselor's outline of the project's experience with the defendant during the release period, and a description of any positive community, family, or employment ties that have been formed or strengthened during this time. Sufficient client progress while under supervision is taken as an indication that rehabilitation could be continued within the community. In this type of situation, the counselor's recommendation

to the court is usually one of probation with suspended sentence. If the court follows the recommendation, the offender is transferred to the probation section of Court Services. This transfer within the department, and a quick forwarding of the client's file to his probation officer, provide a smooth transition from pretrial to post-sentencing supervision.

Some of the project's clients do not appear for trial, and others are arrested on new charges. In these instances, the release bonds are revoked. Unlike the Pretrial Project, two other conditions can lead to bond revocation and return to jail upon the project's recommendation: failure to make identifiable progress in the program, and abrogation by the client of the contract he signed upon his release to the project.

Evaluation Methodology

One outstanding feature of the project has been its emphasis upon a comprehensive evaluation of effectiveness. As a pilot demonstration program, its accomplishments had to be examined in order to determine its value as a permanent program. As an ongoing service and as a possible model for replication elsewhere, its results must be specified in concrete terms so that others may assess its values. It is with these aspects of assessment that the annual research reports deal.

Evaluation Plan

The evaluation plan was designed by the Research Center of the National Council on Crime and Delinquency, Davis, California. With close collaboration and information input from project staff, the plan was in operational form by May 15, 1970. Lack of money, however, precluded its implementation until October 1, when the Des Moines Model Cities Agency provided additional funds (\$13,000) and a contract to the NCCD Research Center to conduct the first year's evaluation. The second-year evaluation was funded at \$24,000, and examined the project's effectiveness during the period December, 1970, through December, 1971. A third-year evaluation was begun under an extension of the second year's contract. In September of 1972, the research funding was increased to include evaluation of the other components of the Polk County Court Services.

Five separate, yet interlocking, stages were delineated for the evaluation process.

- Specification of the assumptions underlying the project's stated goals and methods.
- Development of the research model which would provide the basis for examining the validity of the assumptions and of the degree of goal accomplishment.
- Formulation of a data collection system by which the information needed by the research model could be obtained.

- Statistical analyses of the data to test hypotheses developed from the assumptions.
- Provision of annual reports of findings.

Project Goals and Assumptions. The Community Corrections Project has been aimed at two overriding goals, within the context of community-based treatment:

- To obtain the "safe" pretrial release of "high risk" defendants who would ordinarily remain in jail in Des Moines until trial because they do not meet ROR "community stability" criteria and can not afford bail. By "safe" is meant appearance for trial and the absence of new offenses while awaiting trial.
- By means of the community-based, rehabilitative, and upgrading services provided by the project to those defendants released to it, to reduce the amount of future crime committed by this group.

Subsumed under these goals or collateral to them are a number of specific assumptions, the validity of which is examined by the evaluation.

- There are individuals in the group of high risk defendants who can be safely released, without bail, prior to trial.
- The project staff can select from this group the most likely candidates for release.
- Those individuals released to the project are

enabled to take an active part in their own defense and, therefore, are less likely to be convicted than if they had remained in jail.

- Those who show they are "safe" pretrial releasees and who are tried and convicted are more likely to be allowed to remain in the community (suspended sentence, probation) after conviction than if they had not been released.

- Those "safe" pretrial releasees who are convicted and sentenced to incarceration are likely to have shorter sentences imposed than if they had remained in jail.

- Those individuals released to the project prior to trial will be less likely to commit offenses in the future than if they had remained in jail prior to trial. This may be true for those who are not convicted of the original offenses as well as for those who are convicted.

- Release to the project will prevent unnecessary hardship for defendants (especially those who are not convicted) and their families, and save the general public considerable expense.

The project's accomplishments in terms of each of these goals and assumptions were examined during the first year. Though the results were tentative, due to the short evaluation period and the small number of people

studied, they were indicative of the project's effectiveness.

The Des Moines Model Neighborhood Corrections Project had as its primary first-year goal the selection and safe pre-trial release into the community of at least 100 of approximately 400 defendants jailed due to inability to post money bail or to meet release-on-recognizance (ROR) community stability criteria.

The primary goal was achieved. Of 141 defendants interviewed, eighty-one were released to the project's full-range community treatment program during an eight-month operational period. All sixty-one defendants whose cases reached court disposition appeared for trial. Five criminal violations (8.2%) were charged to people in this group. These results compare favorably with what is known about pre-trial release (ROR) outcomes in Des Moines and elsewhere, including bail release. Thus, this community-based demonstration program is showing that defendants, who have been considered poor risks for pre-trial release, can be released with no greater danger to the community than that presented by persons on money bail.

In addition, the project demonstrated that it could: significantly reduce jail costs, alleviate the hardship of non-convicted defendants, and generally pay for itself.

One of the most striking findings is that the project appears to have a direct impact upon the criminal justice system. Defendants released to the project, compared to a pre-selected control group of comparable non-released defendants, were less likely to be incarcerated subsequent to conviction. Also, the released defendants employed private counsel more often than did those not released.

Based upon all available evidence, the evaluation of effectiveness indicates that the Des Moines Model Neighborhood Corrections Project should be continued and augmented. Also, there

is sufficient basis to consider the project as a model for implementation elsewhere.*

The second-year research report provided a more comprehensive description of the project's achievements in terms of its goals and underlying assumptions.

Comparisons among groups of defendants--pretrial releasees vs. those not released--were the basis for the evaluation. The findings and recommendations that resulted from this approach were:

Client Characteristics. Assessment on thirty-one individual, social, and demographic defendant characteristics provided a profile of clients released to the project. A comparison group composed of non-released defendants who could have been released to the project was shown to be slightly more marginal, as compared to the project group--marginal in the sense of a higher expectation of pre- and post-trial recidivism.

Appearance for Trial. Almost ninety-eight percent of the project's clients appeared. All available evidence from the Des Moines Pre-Trial Release Program and from bail release in Polk County indicate the same appearance rate, almost ninety-eight percent.

Pre-Trial Offenses. The project's defendants and those released on money bail had the same rate of offense allegations (approximately seventeen and one-half percent) during the release period. Similar findings exist from the ROR type of approach.

Program Selectivity. Those defendants rejected by the project as poor release risks, but later released on bail, had the highest rate of pre-trial new offense allegations (thirty-nine percent).

*Venezia, P.S., Des Moines Model Neighborhood Corrections Project Research Evaluation Report Number 1 (February 3, 1970 to December 16, 1970), Des Moines, Iowa: Model City Agency, February 3, 1971.

Thus, the project staff's selection decisions tend to be accurate.

Primary Goal Effectiveness. If "safe pre-trial release" is defined as release without any greater risk of failure to appear for trial and of new offenses during the pre-trial period, then the project's selectivity and supportive services to 231 second-year defendants are achieving the primary goal:

- To obtain the safe pre-trial release of high risk defendants who would ordinarily remain in jail in Des Moines until trial because they do not meet ROR "community stability" criteria and can not afford bail.

Pre-Trial Jail Time. The project's existence during 1971 saved 3343 defendant jail-days. Of these, 1231 days would have been served by defendants who were not found guilty, ultimately.

Pre-Trial Employment and Income. The project's employment assistance aids its clients to avoid unemployment; thus, their income is maintained rather than lost completely, as it is for jailed defendants.

Legal Representation. People released to the project were able, more often than those jailed, to provide their own defense attorneys rather than relying upon court-appointed counsel.

Court Outcome. Several findings pertain to this factor:

- Defendants released prior to trial are less often convicted than those jailed. However, the project's clients show only a trend in that direction.
- The project defendants are less often incarcerated than those jailed, subsequent to conviction.
- Sentence lengths for those in the project who are convicted and incarcerated do not differ significantly from those of defendants jailed prior to trial. However, the project group's sentences are shorter than those imposed upon bail releasees.

Secondary Goal Effectiveness. The small amount of inconclusive evidence available so far indicates that those individuals who are provided with the project's pre-trial, rehabilitative services are less likely to commit new offenses subsequent to the pre-trial period than are defendants who do not receive project services. Until further study is completed, this finding may be accepted tentatively as indicating that the project is accomplishing its second goal--that of reducing future recidivism.

Financial Cost Effectiveness. Based upon the \$143,582 expended by the project and the \$135,000 saved during the second year (exclusive of indirect savings) the most conservative statement is that the project is paying for itself.

Societal Effectiveness. The evidence is conclusive that the community is benefiting from the program and that release to the project prevents unnecessary hardship for defendants--especially those who are not convicted--and their families.

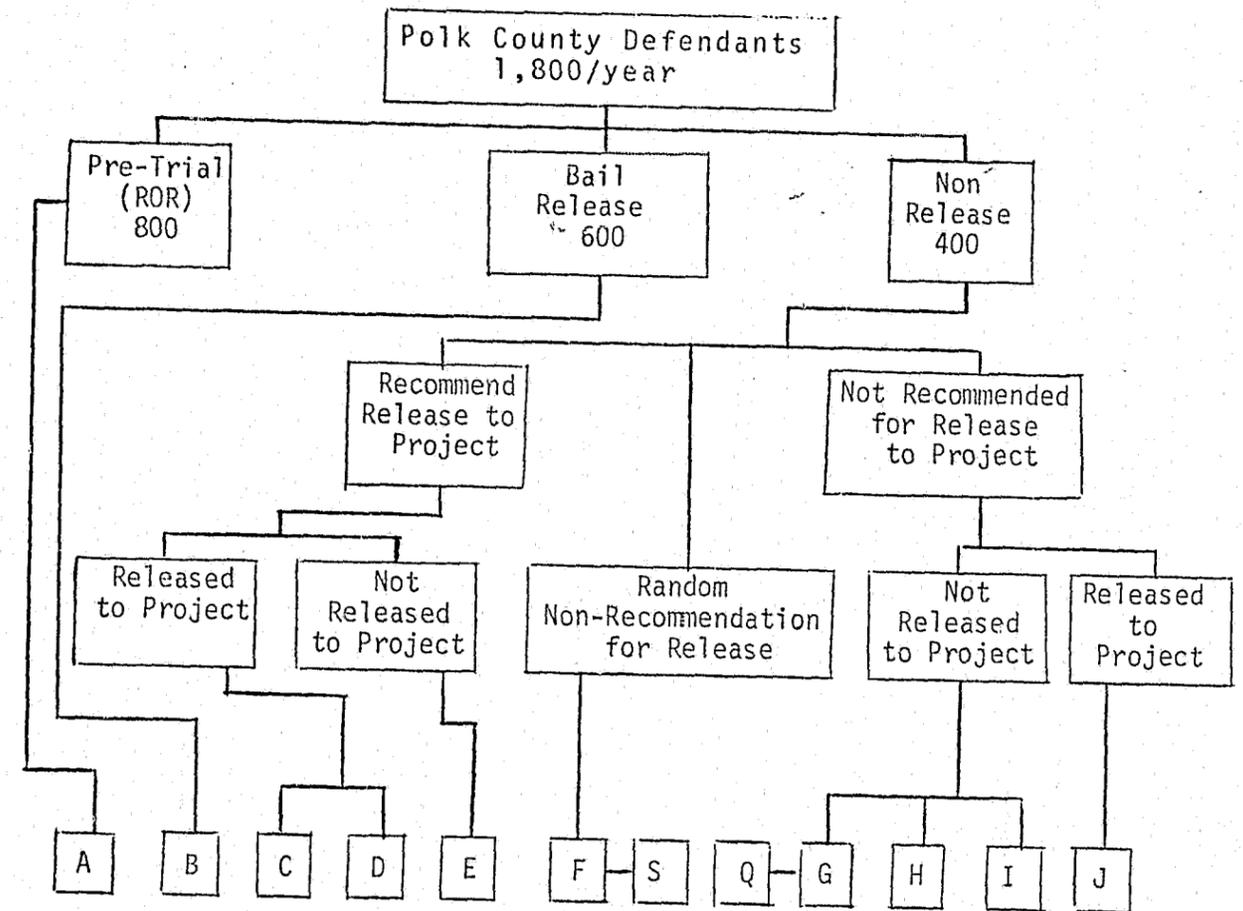
Evaluation Conclusion. The Des Moines Community Corrections Project is demonstrating its viability and effectiveness. It is accomplishing its goals at no financial or social costs to society. Based upon these results, the evaluation staff recommends that the project be continued and augmented. Also, there is sufficient basis to consider the project a model for implementation elsewhere.

It is recommended that the project staff:

- Make every effort to reduce, for its defendants, the amount of time spent in jail prior to release.
- Work together with the evaluation staff to identify and delineate the selection criteria used to make the judgement of "poor risk for release to the project."
- On the basis of the obtained selection criteria, improve its success rates and, thereby, its efficiency.*

*Venezia, P.S., Des Moines Community Corrections Project Evaluation Report Number Two, Davis, California: National Council on Crime and Delinquency Research Center, February 1972.

The Research Model. Depicted in Figure 2 (on the next page) is the method that was used for grouping defendants according to pretrial release decisions made about them. Originally, the experimental design included a "control" group (Group F). During the project's planning phase, the observation was made that the probable number of defendants who could be released to the project (180) would exceed the project's capacity for service (120), especially during the first-year developmental stage. The decision, concurred in by project staff, the Advisory Committee, and the Model Cities Agency, was to shift some of the "overload" to a separate group comparable to the released-to-project "experimental group" (Group C+D). These people were not, however, recommended for release--nor were they released to the project. This was accomplished by assigning to this non-release control group, on a chance basis (by means of a table of random numbers), twenty percent of those who were interviewed and decided upon favorably. Thus, in every five defendants who would have been recommended for release, one was passed over as though he had not been interviewed but was kept track of as part of a separate group. Assignments to the control group were terminated, however, in May, 1971. Project administrators and concerned citizens insisted upon this when the project's expansion made its services available to virtually every eligible defendant.



- A = Released to Pre-Trial Project.
- B = Released on money bail.
- C = Experimental group--released to project upon staff recommendation.
- D = Released to project upon staff recommendation, but on a less than full-time, or on a "work release" basis.
- E = Recommended for release to project, but court denies release.
- F = Control group--randomly selected group comparable to Group C, but not recommended for release, and not released.
- G = Rejected as poor risk for release.
- H = No project interview or recommendation; jail detention.
- I = Ineligible for project consideration.
- J = Placed in project by court decision; previously rejected by, or not considered by, the project.
- Q = Originally in Group G, but later released on bail.
- S = Originally in Group F, but later released on bail.

Figure 2
The Research Model
(All numbers are approximations.)

The method of selection (chance) allowed the assumption that the control group differed from the experimental group on one attribute only--release to the project. If this assumption was valid, then differences between the two groups--in outcomes (such as convictions, court dispositions, and sentence lengths) may be seen as related to pretrial events. For example, if significantly fewer experimentals (Group C+D) than controls (Group F) are later convicted, then there is evidence to support the assumption that release prior to trial is related to outcome in court. This type of experimental versus control approach is often of crucial importance to evaluation of project effectiveness--yet it is rarely employed, and when it is attempted, often its purpose is defeated by subsequent events. The latter was the situation in this evaluation.

The experimental portion of the research design required that the control group (F) be representative through time, and that defendants assigned to this group would remain in it. Neither of these conditions was met. As was stated, no additions were made to the control group after May, 1971, and thirteen of the original forty-eight control defendants were subsequently released prior to trial. These events had unknown selective effects upon Group F and it could not be viewed as a control group

differing from the project group in one way only--non-release prior to trial. The most that can be said about Group F is that within it were defendants who could have been released to the project, and who would have been released if there had been sufficient project capacity at the time of their availability.*

The overall "tracking" approach permitted other sub-group comparisons that, through time, began to provide information to resolve such crucial issues as: the extent to which society is jeopardized (failure to appear and new offenses) by the various forms of pretrial release (Groups A, B, C, and D); identification of the factors associated with the judicial decision not to release (Group E); and improvement of the selection process for pretrial release (by a specification of releasee attributes associated with success or failure during the pre-trial period) so as to increase the number released without any greater risk to the community. These issues are addressed later in the report.

Data Collection. The cornerstone of any program evaluation is a comprehensive data collection--one that is tailored to the needs of the project, identifies project elements, allows for comparisons of subgroups, and records specific

*Full details on the composition of this group, and the research results derived during the first two years of evaluation are included in Evaluation Reports 1 and 2, previously cited.

attributes and outcomes of individuals. In addition, the sought-for data must be collectable--they must exist somewhere before they can be collected--and the data collection instrument (codesheet) must be short-form in design and easily usable if the data are to be collected accurately. The current codesheet is reproduced in Appendix A. Each item was examined in the light of relevance, availability of information, and acceptability to project staff before its inclusion in the data collection. Some codesheet changes were made as a result of first and second-year experience. Further revisions are being made as a result of the expanded Court Services.

The original plan was to obtain a completed codesheet for individuals in each of the subgroups (A through J). In May of 1970, the project staff began the data collection by coding (entering the required information on codesheets) for the released-to-project cases (Group C+D). When the first evaluation contract was approved in October, 1970, full-time data collection assistance was obtained for coding of all other cases. Sources from which information was obtained were: Project Staff, Polk County Attorney's Office, Clerk of District Court, Clerk of Municipal Court, Pretrial Release Program, Polk County Jail, the Des Moines Police Department, and several lawyers (concerning fees). The collection effort was hampered, however, by several factors:

- Though data on more than 2000 Pretrial releases have been collected, evaluation resources were, for three years, insufficient to process and analyze the data for information pertinent to this report. Due to the expanded research contract, however, these tasks are nearing completion. A separate report on Pretrial Release is anticipated for release in July of this year.
- In January, 1971, when the Data Specialist attempted to obtain summary data on Bail Release Outcome, she found that this information was virtually non-existent in Polk County. A painstaking examination of all criminal dockets for 1970 yielded the number of people who forfeited bail, and the total amount of bail forfeited. The picture this presented, though, was totally inaccurate. It was discovered, for example, that defense attorneys often obtain trial postponements until absconded clients have been returned; that new offense charges are not recorded along with bail information, and do not result, necessarily, in bail forfeiture; and that new offense convictions in other states are not ruled, always, as bail forfeitures. In an effort to obtain further information, the Data Specialist interviewed each known bail bondsman in Polk County.

Her report was that they either could not or would not provide specific information. Thus, the Pretrial New Offense and the Failure-to-Appear rates given in this report for the Bail Group are seen as under-estimates of the actual rates of occurrence. This is the case despite redoubled efforts at data collection for this group in the second and third years. The valuable result obtained from this attempt was the significant increase in group size (six in year one, 162 in year two, and 204 in year three) that has permitted a study of court dispositions.

Statistical Analyses. The data input cut-off date of December 16, 1972, provided a third year and a three year sample of defendants for study. Data processing and analyses were conducted at the NCCD Research Center. The first approach to the data was to summarize and tabulate the information obtained, by data item, for each group. This provided descriptions of the characteristics of the various subgroups and supplied the basis for comparisons. The subgroup comparisons were of two general types: (1) on input data--attributes such as age, offense, area of residence, etc.; and (2) on outcome--new offense charges, appearance for trial, convictions, etc. The latter were aimed at examining the validity of the stated assumptions and at the evaluation of project effectiveness.

Lastly, all available data was sifted for information elements pertinent to cost effectiveness.

Evaluation Results

The viewpoints and conclusions contained in this report are the sole responsibility of the author. Based as they are upon three years of project operation, with comparisons available between the first and second years, many of the findings are definitive. Those that must be viewed as tentative are identified as such.

The findings below are set forth in summary and tabular fashion. A deliberate effort was made to avoid involved explanations of research methodology and statistical techniques. Instead, complete data summaries, and descriptions of statistical procedures, are obtainable, upon request, from the author--for those who wish to check, replicate, or go beyond the reported results. A brief discussion of "significant" versus "not significant" differences is necessary, however, before proceeding further.

Many comparisons were made among subgroups to determine the ways, if any, in which they differed on such factors as defendants' attributes and outcomes. In general, when comparing small groups of people the likelihood is that "differences" among them will be observed--and the smaller the groups, the greater the probability of "apparent"

differences. For example, of 1000 fifth-grade youngsters, two randomly selected groups of fifty each are likely to show a greater difference in average height than would two groups of 500 selected in the same way. A few very short children selected by chance into one of the two groups of fifty would reduce noticeably the average height of that group, while those same children would have much less effect on the average height of a group of 500.

The essential idea is that chance is a possible factor underlying observed differences among groups--especially with ones as small as those dealt with in this report. The need, therefore, is to be cautious in accepting an obtained difference as really distinguishing between two groups. The probability that chance could account for a given set of findings must be evaluated before conclusions are drawn. In the report of results below, differences between groups are discussed as:

- Significant: the probability that chance could account for the given result is less than five percent.
- Not Significant: the probability that chance could account for the given result is greater than five percent.

Defendants Studied

Per Table I (on page 31), at least 440 people were interviewed in jail by the project staff during the

twelve-month period from December 16, 1971, to December 16, 1972. A total of 217 were recommended for release (Groups C and E). Of these, 207 were released to the project upon its recommendation. In addition, four who were not recommended for release were placed in the project by judicial decision (Group J). In all, 211 persons were released to the project during the third year of operation. This was two less than the 213 of the previous twelve months.

The 207 defendants in Group C became project clients upon its recommendation. The ten people in Group E are those who the court, contrary to project recommendation, refused to release. Group F, the original control group, had been terminated in year two. Therefore, no defendants were assigned. Of the remaining defendants interviewed, 181 were rejected by the project staff as poor pretrial risks (Group G), forty-two were found to be ineligible for release consideration due to emotional instability or refusal to participate (Group I), and four were released to the project by the court after the project had rejected them (Group J).

In addition to the above defendants there were others who were not interviewed but who were included in the study. These defendants were assigned to: Group H--composed of 16 people ineligible for bail due to special conditions such

TABLE I

Original Assignments, by Group,
of Defendants Interviewed
During the Third-Year Evaluation Period
December 16, 1971 through December 15, 1972

Number Interviewed	207	10	--	181	42	4	444*
Group Assignment	C	E	F	G	I	J	Total

* Not included are an unknown number of defendants whose release on bail, etc., precluded project action beyond interview.

TABLE II

Original Assignments, by Group,
of Defendants Interviewed During
the Three-Year Evaluation Period
February 3, 1970 through December 15, 1972

Number Interviewed	489	23	35	290	71	16	924
Group Assignment	C	E	F	G	I	J	Total

as holds placed on them by other jurisdictions; and, those who were released after posting bail (Group B, 204). Those in the latter group were Polk County defendants (except those in Justice of the Peace Courts) who were released on money bail during 1972, after being interviewed by the Pretrial Release component of Court Services. Most of these defendants (90%) were not recommended for release subsequent to the interviews.

Table II (on the preceding page) is in identical format to the preceding table. Here the data summary refers to the three years of project operation. Not shown are forty-five people in Group H and 338 in Group B who were not interviewed by Community Corrections staff.

For the three-year period, eighty-nine percent of those released on bail, after being interviewed by Pre-trial Release staff, were rejected for release on the basis of the interviews. This group, then, for year three and for three years, is comprised of people who did not meet the Pretrial Release Project's criteria, but who were released --on bail. In these two respects, Group B was similar to the Community Corrections Project's clients (Group C). The people in both groups were at large in the community, prior to trial, after having been rejected for pretrial release upon initial screening. At least one factor differentiated them--the manner of obtaining pretrial freedom. Those in Group B were able to and did post bail, while those in Group C either were not able to or were not forced to raise money

in order to obtain pretrial release.

Most of this report concerns itself with these two groups and with Group G--those people who did not raise bail and who remained in jail after rejection by both projects. Comparisons among these groups provided the results upon which many of the conclusions are based. In order to obtain the results, more than 3000 comparisons were required by: the eight groups, for the two time periods, across the fifty-six codesheet items (with an average of five categories per item). In all, eight man months of data correction, processing, and analyses were required. Much of the obtained information--that which was not directly pertinent to the issues addressed in this report--has not been included. Due to the need for brevity and reduced publication cost, complete data summaries and statistical descriptions have been omitted from this document. They are, however, obtainable, upon request and at cost of reproduction, from the author.*

Defendants Described

One of the first steps in evaluating a project that provides services to people is to describe as precisely as possible the group of individuals served. The three-year, socio-demographic profile of Group C (the project's

*Mail requests to him at the: National Council on Crime and Delinquency Research Center, Suite D, Brinley Building, 609 Second Street, Davis, California 95616.

clients) is provided in Table III, next page. A necessity in any evaluation in which group outcomes are compared, is an examination of the groups' "input" characteristics. That is, any initial differences among groups--in terms of factors that may have relevance to outcomes--must be identified. This has been done by including in Table III the profiles of Group B (bail release) and of Group G (in jail, rejected by the project). The table is based upon all defendants assigned to each of the three groups, though the number of people varies slightly, item to item, from each group's total--due to less than 100 percent completion of some items.

In order to avoid a more lengthy series of numbers, just the modal category, for each of the thirty-one items descriptive of defendant characteristics, is reported in the table. Groups B and G were compared independently, item by item, with Group C. Asterisks indicate those instances in which group differences are statistically significant. The statistical tests and significance levels used are identified at the bottom of the table.

Due to the large number of characteristics reported upon in Table III, no attempt is made here to provide a narrative description of the "average" defendant released to the project. Instead, the tabled results are treated as profiles of "vital statistics". As such, comparisons may be made among profiles of defendant subgroups. For example, comparisons of these three groups of defendants with their counterparts from year two and year three revealed

TABLE III

Three-Year Socio-Demographic Profiles of Three Defendant Groups: Project-Released (C), Bail Released (B), and Project-Rejected-Jailed (G)

(For each item, the modal category is given. Statistically significant differences for Group B or Group G, as compared to Group C are indicated by asterisks. The statistical tests and significance levels used are identified at the end of the table.)

Item	Category Description	C=489	B=338	G=290
6 Age	Average yrs.	26.5	26.4	27.0
7 Sex	Male	83%	87%	92%**
7 Race	Anglo	64%	70%	69%
8 Residence District	W/in Des Moines	89%	91%	84%*
	W/in Model City	35%	34%	36%
9 Status at Time of Arrest	Not under Any Sentence	80%	76%	72%*
10 Age at First Offense	Average yrs.	19.5	18.7	18.4
11 Number of Prior Arrests	One or More	86%	88%	92%**
12 Number of Juvenile Convictions	None	62%	61%	54%*
13 Number of Prior Adult Convictions	One or More	63%	61%	88%**
14 Number of Adult Jail Sentences	None	68%	66%	53%**
15 Number of Prior Prison Sentences	None	80%	79%	65%**
16 Aliases	None	88%	92%	91%
18 Number of Arrest Allegations	One vs. Two or More	71%	73%	67%
	Against Prop.	25%	25%	27%
	Against Persons	17.6%	9%*	16%

TABLE III (cont.)

Item	Category Description	C=489	B=338	G=290
20 Marital Status	Unmarried	74%	75%	78%
21 Years of Schooling	Average yrs.	10.8	11.1	10.6
22 Residence in Area	Resident	95%	93%	87%**
	One Year or More	75%	72%	62%**
23 Number of Residence Changes in Last 12 Months	One or More	68%	70%	75%*
24 Employment	Unemployed	56%	62%	59%
25 Number of Jobs Last 12 Months	Average No.	1.3	1.7	1.4
26 Number of Months on Last Job	Average Mos.	8.2	10.4	10.2
27 Willing to Further Education	Willing	74%	74%	68%
28 Number of Dependents	None	57%	63%	65%*
29 Number of Relatives in Polk County	One or More	81%	81%	72%**
30 Health	Good	77%	90%**	88%
31 Military Service	None	69%	71%	68%
32 Attitude	Desirable	90%	96%**	91%
34 Receiving Public Assistance	None	91%	92%	93%
35 Annual Income	Average income	\$3355	\$3177	\$2614
36 Income for One Month Prior to Arrest	Average Income	\$228	\$214	\$158
37 Drug Difficulties	None Known	67%	66%	64%
38 Alcohol Difficulties	None Known	70%	72%	69%

*Significant at the 5% level. **Significant at the 1% level. (The reported significance levels were obtained by means of the following tests, as appropriate: χ^2 , two-tailed "t", and Fisher's Exact Probability.)

no significant changes in defendant characteristics through time.* This speaks well for the reliability of the data collection, and indicates a remarkably unvarying defendant population. The tabled three year data, then, can be accepted as describing the third-year defendant groups.

Defendant Group Differences. Much research evidence has accumulated to show that client characteristics are related to outcome in a treatment program.** That is, for correctional approaches such as probation and parole, client attributes such as sex, age, race, employment, number of aliases, number of prior convictions, type of offense, etc., are related to success vs. failure. As can be seen from Table III, the Bail Release Group (B) was quite similar to the Community Corrections Group (C), except for three characteristics: "Type of Offense," "Health," and "Attitude."

If these three attributes are related to client outcome in the Community Corrections Program, it might be possible to draw some implications as to how well Group B defendants would have been expected to perform had they been released to the program. In order to determine which client attributes (if any) are related to program outcome,

*See Evaluation Report Number 2, *op. cit.*, Appendix C for comparison data from years one and two.

**Venezia, P.S., and A.W. Cohn, *Probation Information: A Tentative Model*, Davis, California: National Council on Crime and Delinquency Research Center, December 1968, pp. 18-31.

Group C was partitioned into "Failures" vs. "Non-Failures" and the two subgroups were compared on each of the thirty-one client characteristics. Failures were defined as those clients who:

- Absconded
- Refused to appear in court

and those who were returned to jail due to:

- Project recommendation
- New offense arrest
- Absconding.

All others were considered non-failures.

The results of this analysis are provided in Appendix B, for just those characteristics that were found to be related to program outcome. The ten factors that discriminate failures from non-failures are tabled on the next page, in terms of relationship to failure. A further analytic step, multiple regression analysis, was applied to the same data in order to estimate the degree of relationship of each characteristic to outcome. These findings are provided and discussed in Appendix C. Briefly, the correlations with outcome were not very high, and there was considerable overlap among the characteristics. More work will be needed utilizing techniques like factor analyses and stepwise regression, with larger samples of cases, before practical results such as a predictive scale could be developed.

TABLE IV
 Ten Client Characteristics
 Related to Failure in the
 Community Corrections Program

Item	Characteristic
7 Race	Black (as opposed to Anglo)
8 Residence	W/in City
11 Number of Prior Arrests	One or More
12 Number of Prior Juvenile Convictions	More than One
15 Number of Prior Prison Sentences	One or More
22 Length of Residence	Less than One Year
24 Employment	Unemployed
30 Health	Poor
32 Attitude	Poor
37 Known Drug Difficulties	One or More

In terms of the three defendant characteristics that differentiated Group B from Group C in Table III--fewer offenses against persons, better health, and better attitude--only two, health and attitude, are related to pretrial outcome in the Community Corrections Project (Table IV). Group B was better than Group C on these attributes. Since both groups had been rejected by the Pretrial Release Project, then, other conditions being equal, a better pretrial outcome for Group B might be expected. Defendants released on bail, however, are seen generally by the community as better risks because they can afford bail and because they stand to lose money if they "fail to appear" or commit an offense. On the other hand, Community Corrections clients are viewed as "high risks" but are provided with supportive services during the pretrial period. It is asserted by the project that this type of pretrial support in the community reduces risk.

These issues can not be resolved by use of the existing data. Definitive answers could be obtained from data on a sufficient number of defendants (at least 100) assigned randomly to two control conditions:

- Defendants ineligible for the Pretrial Release Project, who are willing and able to post bail, but who are released on their own recognizance
- Defendants who are eligible only for release

to supportive services, but who receive none during the pretrial release period.

These two groups, in addition to the three currently being studied (including those in the Pretrial Project) would provide the basis for discovering the critical factors related to low-risk pretrial release. At this point in time, the only acceptable assumption with regard to Groups B and C is that they do not differ in terms of pretrial release outcome. This assumption is examined later in the report.

Client Selection

Comparison of Group G (those rejected by the project) with Group C addresses another issue--that of Community Corrections' client selection. The twelve Group G characteristics asterisked in Table III show the differences between the two groups. Seven of these attributes deal with criminal history (items 9, 11, 12, 13, 14, and 15), and four pertain to roots in, and ties to, the community (items 22, 23, 28, and 29). Each of these characteristics is negative for Group G, as compared to Group C. Taken together, these eleven differences indicate that the Group G defendants possess more extensive criminal histories, are more transient, and have fewer community ties. The remaining factor (item 8) described Group G as having fewer people residing within Des Moines as opposed to outside the city limits. On the basis of the above, it

can be assumed that the decision to recommend release to the project may be based upon a set of criteria which the project staff have not made explicit.

The group rejected for release was quite different from that accepted by the project. Prior research indicates that these defendants who were "weeded out" could be expected to have had a significantly higher failure rate, if they had been released to the program, than those who were actually released to Community Corrections.* Further support for this idea was obtained from the failure vs. non-failure findings provided in Table IV. Of the ten factors shown to be associated with failure in the Community Corrections Project, four were found to distinguish Group G from Group C in the direction of expected failure. These were: more prior arrests, juvenile convictions, and prior prison sentences, and, shorter duration of residence in the area. A fifth factor, residence within the city, gave the opposite result--Group G, with fewer within-city residents, tended toward non-failure.

On balance, then, the project staff is apparently able to exclude from the project a group of defendants for whom the risk of pretrial release failure (i.e., threat to the community) is greater than that posed by those selected for the program. More evidence is brought to bear on this point in the "outcome" section of the report.

*Venezia, Cohn, *op. cit.*

Project Services to Defendants

The tables in this section provide summary data on the project's service inputs to clients. In Table V, on the next page, the number of services provided to clients is compared for each of the three years of operation. The only fact of significance is the third year shift to greater service input. During 1972, there was a smaller proportion of project clients receiving no services.

According to the data summarized in Table VI, on the next page, several changes have taken place through time in types of services provided to clients. Most notably, financial aid and employment assistance have decreased, while there was an increase in assistance with education, psychological services, and personal counseling. It is impossible to determine to what degree these shifts in service input reflect changing: client needs, available resources, project focus, or all three. The project staff is in the best position to assess this situation.

Pretrial Release Outcome

This section describes the Community Corrections Project's impact on events prior to trial. Before proceeding into the results, it is important to note that the numbers of defendants available for study in the

TABLE V

Number of Services Provided to Defendants Released to the Community Corrections Project for Years 1970, 1971, and 1972 (taken from Item 45)

No. of Defendants	Number of Services									
	None		One		Two		Three or More		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
1970 Defendants	8	10%	8	10%	17	21%	48	59%	81	
1971 Defendants	30	14%	33	15%	38	17%	119	54%	220	
1972 Defendants	8	4%*	20	10%	48	24%	127	63%	203	

*The shift from "none" to "one or more" from 1971 to 1972, is statistically significant at the .01 level.

TABLE VI

Number of Defendants Who Received Each Type of Service Provided by the Community Corrections Project for 1970, 1971, 1972 (taken from Item 45)

Type of Service	DEFENDANTS					
	1970		1971		1972	
	No.	%	No.	%	No.	%
Lodging	5	3%	16	4%	18	4%
Financial Aid	27	14%	20	4%	10	2%
Education	9	5%	70	15%	69	14%
Employment	43	22%	72	16%	63	13%
Medical	18	9%	45	10%	23	8%
Psychological	31	16%	90	20%	118	24%
Personal Counseling	20	10%	117	24%	152	31%
Vocational Training	21	11%	12	3%	13	3%
Transportation	20	10%	19	4%	23	5%
Total	194	100%	461	100%	489	100%

various groups are significantly fewer than those indicated in Tables I and II. Here, only "closed cases"--those for which there was a court disposition--are pertinent to the analyses. The number of available cases was reduced further by a few instances of incomplete coding on the necessary data items. In Table VII, on the next page, are shown the number of cases that were closed as of December, 1972, in each of the groups, for year three and three years.

Appearance for Trial. One of the conditions for release prior to trial by whatever means, is that the accused appear in court when summoned. Failure to do so is not only a breach of the release agreement, it is also a crime. Appearance rates were determined for three groups: those released on bail (B); those released to Community Corrections (C); and, a subgroup of B--those who had been rejected by Community Corrections, but had been released later on bail (Q). Relatively small in number, Group Q defendants might be viewed as "high risks" due to their rejection for non-bail release. The factor of "high risk", however, is somewhat dubious--this group's characteristics (age, sex, race, etc.) did not differ from either those of Group B or Group C. Accepting equality on input measures, the fact remains that the defendants in Group Q were rejected for pretrial release by both

TABLE VII
 Closed Cases for All Defendants
 Studied During the Community
 Corrections Evaluation - Year Three
 and Three Years

Group	Year Three		Three Years	
	Total	Closed Cases	Total	Closed Cases
B	204	125	338	249
(Q)	(54)	(32)	(88)	(60)*
C	207	129	489	398
E	10	8	23	19
F	--	--	35	34
G	181	127	290	231
H	16	15	45	44
I	42	27	71	53
J	4	1	16	12

*Group Q is a subgroup of Group B, comprised of people rejected by Community Corrections but subsequently released on bail.

programs--Pretrial Release and Community Corrections. The data in Table VIII, below, provide the first clue as to how this group fared, as compared to the other two.

TABLE VIII

Appearance in Court over a Three-Year Period of Three Groups of Defendants Released Prior to Trial - Those Released: on Bail (B); to Community Corrections (C); and on Bail after Rejection by Community Corrections (Q) (taken from Item 53)

Group	Closed Cases	Appeared for Trial	Rate of Appearance
B	181	179	98.9%
C*	398	391	98.2%
Q	60	60	100.0%

*The third-year appearance rate was 99.2%.

Easily seen is that the three groups did not differ significantly on appearance rates. Some doubt exists, though, about the degree to which the obtained Group B rate accurately reflects reality. The extreme difficulty in obtaining pretrial outcome data on these defendants was described on page 29. Since nonappearance for this group tended to be masked, the tabled rate may be an overly high estimate. The least that can be said is that those defendants released to Community Corrections were not any more guilty of "failure to appear" than were those released on bail.

The somewhat surprising fact is that the appearance rate of those rejected by Community Corrections and then released on bail is no worse than the other two groups. It is best to put this finding into context with the others to follow before risking any interpretations.

Pretrial Offense Allegations. In Table IX, on the next page, are given the three-year data reflecting the rates at which released defendants were alleged to have committed new offenses during the pretrial period. Data collection resources were not sufficient to follow through on these defendants for court findings and dispositions.

It is enlightening that those defendants rejected by the project, but later released on bail (Q) had the highest rate of pretrial new offense allegations. This is another piece of evidence (in addition to the Group G attribute profile and the failure vs. non-failure analyses) to indicate that though the project staff have not specified the criteria upon which a "poor risk" judgement is based, their decisions tend to be accurate. Although preliminary research has been done as part of this evaluation to identify factors predictive of danger to the community, it is still required that project staff delineate the criteria upon which risk judgements are based. By making the selection criteria overt, they can be examined and, perhaps, improved.

TABLE IX

Three-Year New Offense Allegations
Lodged During the Pretrial Periods
of Bail Releasees (B), Project Defendants (C),
and Those Rejected by the Project
but Released on Bail (Q)
(from Item 46)

Groups	Group Total	Accused Defendants	Number of Allegations	Allegations Per Defendant	Percent Accused
Q	64	22	29	1.4	34.4*
B	188	39	66	1.7	20.7
C	438	102	145	1.4	23.3

*Significantly greater than B at the .05 level, and than C at the .10 level.

The results obtained from Group Q, combined with the finding of no difference between Groups B and C, support the first two project assumptions. These, as stated earlier, were:

- There are individuals in the group of high-risk, jailed defendants who can be released safely, without bail, prior to trial.
- The project staff can select from this group the most likely candidates for release.

If "safely" is defined as without any greater risk of failure to appear for trial and of new offenses than that experienced by the bail release approach, then both assumptions are supported by the above findings. The most conservative statement that can be made is that defendants released to the Community Corrections Project are

no greater risks to the community than those released on money bail. This, taken together with the fact that 489 defendants were serviced by the program in a three-year period, indicates that the project is achieving its primary goal:

- To obtain the safe pretrial release of high risk defendants who would ordinarily remain in jail in Des Moines until trial because they do not meet ROR "community stability" criteria and can not afford bail.

Pretrial Jail Time. The number of days released to the project (not served) by Group C was calculated by adding together the number of days from release to:

- The point at which charges were dropped, for those defendants whose charges were dropped.
- Date of termination in project, for those returned to jail.
- Date of trial, for those acquitted.
- Date of court disposition, for those convicted.

In addition, days from arrest to interview and from interview to release were obtained. A similar process was followed in calculating jail-days served by groups EFGIH (those who remained in jail). In order to make the two groups comparable, a mythical release date was computed

for each of the "in-jail" defendants by subtracting eighteen days (the number of Group C days from arrest to release) from the total days served in jail.

For the three years, 25,681 man-jail-days were not served by the 421 people in Group C (using the Table X average of sixty-one days "served" by Groups EFGIH). This saving could be significantly increased if the average of eighteen days from arrest to release (same as for years two and three) was to be cut by at least half for the project's defendants.

Perhaps one of the most important findings from this jail-time analysis is that, over a three-year period, an average of seventy-four days was spent in jail by each person who could not obtain pretrial release but who was not convicted, ultimately. During this time, the project saved 176 of these people, whose cases were dropped, dismissed, etc., a total of 13,006 days in jail (Group C = 176 x Groups EFGIH seventy-four day average).

An interesting sidelight is one that deals with the court process. The Table XI analyses, on page 53, show that for the defendants studied, the average time to trial was 110 days for those on pretrial release and seventy-nine days (significantly less) for those in jail. This fact indicates that the Polk County Court continues to succeed in its efforts to provide speedier trial for

TABLE X
Jail Time Analysis
for Three Years of Community
Corrections Project Operation

Group	Item	Number Cases	Number Days	Mean
C	From Arrest to Project Interview	489	6,210	12.7
	From Interview to Release	481	2,549	5.3
	Days Supervised by Project	421	35,490	84.3
B	From Arrest to Project Interview	338	1,555	4.6
	From Interview to Release	221	3,403	15.4
	Days of Pretrial Release	138	13,068	94.7
EFGIH	Jail-Days "Served" (Closed Cases)	381	23,241	61.0
FOR THOSE NOT CONVICTED:				
C	Days Supervised	176	13,323	75.7
B	Days on Bail	138	13,080	94.8
EFGIH	Time Served in Jail	108	7,981	73.9

jailed defendants--though there was no significant reduction during 1972 (year three) as compared to 1971 (year two). There was a significant decrease, however, in time to trial for those released; 1971--123 days, and

TABLE XI
Time-To-Trial Analysis for
the Three Year Project Period

Defendant Groups	N	Average Days to Trial	Significance
Released (C J B) vs. Jailed EFGIH	589 381	109.9 79.1	<.001
C vs. B Jailed	397 181 381	117.2 90.9 79.1	<.01 <.001
B vs. Jailed	181 381	90.9 79.1	Not Sig.
Rel. Yr. 2 vs. Rel. Yr. 3	365 255	122.9 95.8	.001
Jail Yr. 2 vs. Jail Yr. 3	204 177	80.5 77.6	Not Sig.

1972--ninety-six days.

Public Assistance. The comparisons made on this factor among the various defendant groups are shown in Table XII, on the next page. Groups B and C were examined for through-time changes in public assistance rates and, as is indicated

TABLE XII
Through-Time Comparisons*
of Public Assistance Rates
for Two Defendant Groups
and Two Time Periods
(Items 34 and 47)

Groups	Public Assistance Pre-Arrest			Public Assistance Pre-Trial		
	Yes	No	% Yes	Yes	No	% Yes
C	42	444	8.6	39	397	8.9
B	25	303	7.6	6	29	17.1

* No significant differences were found as a result of any of the comparisons.

in the table, there were no significant differences between the pre-arrest and pretrial rates for each of the groups. The results were the same when the group rates were compared with each other for the pre-arrest and pretrial periods. These findings show that the proportion of people receiving public assistance were the same for Group B and C defendants, and that the group public assistance rates did not change from prior to arrest through the pretrial period. One proviso is that the pretrial rate of public assistance (17.1%) remains in doubt due to the small number of cases for which this data item was coded. Thus, after three years of project operation, there is no evidence to indicate that the project's supportive services result in reduced public welfare costs.

Income Changes. In Table XIII, on the next page, the average one-month pre-arrest and pretrial incomes are shown for Groups B, C, Jailed, and Released. The only significant differences involved those defendants jailed. While the incomes for each of the other groups did not change from one period to another (as compared to themselves and other groups) earnings of those jailed decreased dramatically--to virtually none--from pre-arrest to pretrial. Therefore, release to the project definitely permits defendants who would have remained in jail to maintain their incomes.

Bail. Project data with regard to bail are summarized in Table XIV, on pages 57 and 58. The total amount of bail, set for those released to the project was \$2,709,600. At the ten percent fee for a bondsman, \$270,960 or an average of \$555 for each of the 488 defendants would have been required for bail release. Bail amounts for the other groups, except for Group B, did not differ significantly from those for Group C. The average ten percent bail fee for Group B's 337 defendants was \$252 (significantly less than Group C, at the .01 level). This may be tied in with the fact that these defendants, as compared to the project group, were less often charged with "offenses against persons" (Table III, Item 18)--the type of offense for which typically bail is set high.

TABLE XIII

Three-Year Prearrest vs. Pretrial
One-Month Income Comparisons
for Jailed and Released Defendants
(From Items 36 and 48)

Groups	Interval	Number	Average One-Month Salary	Significance
C	Prearrest	435	\$229	Not Sig.
	vs. Pretrial	404	\$264	
B	Prearrest	291	\$214	Not Sig. (.10)
	vs. Pretrial	41	\$ 75	
Released	Prearrest	742	\$224	Not Sig.
	vs. Pretrial	459	\$198	
Jailed	Prearrest	391	\$164	.001
	vs. Pretrial	272	\$ 3	
C vs. B	Prearrest	435	\$229	Not Sig.
	Prearrest	291	\$214	
Released	Prearrest	742	\$224	Not Sig.
Jailed	Prearrest	391	\$164	
Released	Prearrest	742	\$224	.02
vs. Jailed	Prearrest	391	\$164	
C vs. B	Pretrial	404	\$264	Not Sig. (.10)
	Pretrial	41	\$ 75	
Released	Pretrial	459	\$198	Not Sig. (.10)
Jailed	Pretrial	272	\$ 3	
Released	Pretrial	459	\$198	.001
vs. Jailed	Pretrial	272	\$ 3	

TABLE XIV

Amount of Bail, Posted and Unposted,
Set by the Court
for All Eligible Defendants
Interviewed by Project Staff
During Three Years
(Item 41)

Bail	Groups					Number	Cum. %
	C	E	F	G	I		
\$ 00	1				1	2	0.2
100	5			5	1	11	1.4
200	2			5		7	2.2
300	5			7	1	13	3.6
400	2			2		4	4.1
500	45		4	29	7	85	13.5
550	1					1	13.6
600	20	2	6	25	8	61	20.4
700	3			3		6	21.0
800	8			3	3	14	22.6
900	1			1		2	22.8
1,000	130	4	9	52	12	207	45.7
1,100	4					4	46.1
1,150					1	1	46.2
1,200	5			3	1	9	47.2
1,250					1	1	47.3
1,300	1			1		2	47.6
1,400				1		1	47.7
1,500	11			5	1	17	49.6
1,550	1					1	49.7
1,600	1					1	49.8
1,800				1		1	49.9
1,900	1					1	50.0
2,000	62	4	4	28	7	105	61.6
2,100	2			1		3	62.0
2,200				1		1	62.1
2,250					1	1	62.2
2,400				1		1	62.3
2,500	9			5	2	16	64.0
2,600	1		1			2	64.3
2,700				1		1	64.4
3,000	31	1	2	13	4	51	70.0
3,100				1		1	70.1
3,200			1			1	70.2

TABLE XIV

Amount of Bail, Posted and Unposted,
Set by the Court
for All Eligible Defendants
Interviewed by Project Staff
During Three Years
(Item 41)

Bail	Groups					Number	Cum. %
	C	E	F	G	I		
\$ 00	1				1	2	0.2
100	5			5	1	11	1.4
200	2			5		7	2.2
300	5			7	1	13	3.6
400	2			2		4	4.1
500	45		4	29	7	85	13.5
550	1					1	13.6
600	20	2	6	25	8	61	20.4
700	3			3		6	21.0
800	8			3	3	14	22.6
900	1			1		2	22.8
1,000	130	4	9	52	12	207	45.7
1,100	4					4	46.1
1,150					1	1	46.2
1,200	5			3	1	9	47.2
1,250					1	1	47.3
1,300	1			1		2	47.6
1,400				1		1	47.7
1,500	11			5	1	17	49.6
1,550	1					1	49.7
1,600	1					1	49.8
1,800				1		1	49.9
1,900	1					1	50.0
2,000	62	4	4	28	7	105	61.6
2,100	2			1		3	62.0
2,200				1		1	62.1
2,250					1	1	62.2
2,400				1		1	62.3
2,500	9			5	2	16	64.0
2,600	1		1			2	64.3
2,700				1		1	64.4
3,000	31	1	2	13	4	51	70.0
3,100				1		1	70.1
3,200			1			1	70.2

TABLE XIV (continued)

Bail	Groups					Number	Cum. %
	C	E	F	G	I		
\$ 3,600	1					1	70.4
4,000	8			7	1	16	72.1
4,600	1					1	72.2
5,000	43	2	6	20	4	75	80.5
5,100	1					1	80.6
5,600				1	1	2	80.9
5,700	1					1	81.0
6,000	9	1		4		14	82.5
6,500	1					1	82.6
7,000	1	1	2	1		5	83.2
8,000	2	1		2	1	6	83.8
9,000	3	1		1		5	84.4
9,500				1		1	84.5
10,000	33	3		34	8	78	93.1
10,900	1					1	93.3
11,000	1			4	1	6	93.9
11,200				1		1	94.0
12,000	1			1		2	94.2
13,000	2					2	94.5
14,900				1		1	94.6
15,000	3	2		2		7	95.4
20,000	4	1		1	1	7	96.1
20,600				1		1	96.2
25,000	3			2		5	96.8
25,300				1		1	96.9
26,000				1		1	97.0
30,000	2			1		3	97.3
35,000	1			2		3	97.7
45,000				1		1	97.8
50,000	7			4	1	12	99.1
56,000					1	1	99.2
75,000	1					1	99.3
100,000	1					1	99.4
103,000	2					2	99.7
110,000	1					1	99.8
150,000	1					1	99.9
200,000	1					1	100.0
Total	488	23	35	288	70	904	

Group C: Number	488	Groups E,F,G, and I: Number	416
Total Bail	\$2,709,600	Total Bail	\$1,895,650
Average Bail	\$ 5,552	Average Bail	\$ 4,557
Ten Percent	\$ 555	Ten Percent	\$ 457

Additional to the above findings are two facts. First, that fifty percent of the 904 defendants interviewed did not raise as little as the \$10 to \$190 required to obtain a bond at up to the \$1900 level. Second, the project obtained the release of fifty-four percent of defendants who did not raise bail, but who were legally eligible, otherwise, for pretrial release.

Legal Representation and Fees. Some striking differences resulted from the group comparisons shown in Table XV (on page 60) as to type of legal representation and attorney fees paid.

- All released defendants and those in Groups B and C, respectively, were equally represented by private counsel, while jailed defendants were more often represented by public counsel.
- Released defendants, especially those in Group C, paid attorney fees more often than those jailed.
- Released defendants, especially those in Group C, paid the highest average attorney fees.

Taken together, these results indicate that those people released to the project were able, more often than those jailed, to retain and pay for their own legal representation, rather than relying upon court-appointed counsel. Moreover, the project's defendants more often paid attorneys, than did those released on bail. It

TABLE XV

Comparisons of Legal Representation and Attorney Fees Paid by Jailed and Released Defendants - Three Years (Items 65 and 33)

REPRESENTATION:

Groups	Private Counsel	Public Counsel	% Private	Significance
B	128	103	55	Not Sig.
C	218	195	53	
Released	328	328	50	.01
Jailed	98	252	28	

NUMBER OF ATTORNEY FEES PAID:

Groups	None	Some	% None	Significance
B	122	5	96	.01
C	297	70	81	
Released	429	77	85	.01
Jailed	289	8	97	

AVERAGE ATTORNEY FEES PAID:

Groups	Number	Mean	Significance
B	127	\$ 19	.02
C	367	\$106	
Released	506	\$ 83	.001
Jailed	297	\$ 9	

may be that the project's guidance and counseling services resulted in a heightened sense of responsibility in its clients.

Post-Program Outcomes

The administrative, program decision to terminate assignments to the Control Group (Group F), explained on pages 21-24, had specific consequences that are pertinent to this section. In order to determine how and to what degree the Community Corrections Project impacts the Polk County Court process, a control group is indispensable. The basic question to be answered is, "What would have happened, in terms of charges dropped, convictions, and sentencing, if the project's defendants had been jailed prior to trial." This question is impossible to answer meaningfully without the basis for legitimate comparisons that would be provided by a large enough group of randomly selected defendants who differed from those in the project in one respect only--that of being jailed. In addition, such a group would have to be representative of the same time interval as those in the project. None of the in-jail groups currently in the study, including the remnants of the original Control Group, meet these conditions. Except for Group F, each of these groups contain defendants who were not project eligibles, for various reasons. Group F is very small in number, is not represented beyond

May, 1971, and has lost a sizeable proportion of its defendants.

The third year and three-year evaluation results, then, can not be used to address the question posed above. The best available evidence on this issue continues to be the results obtained from the second year evaluation, in which the reconstituted Control Group was legitimate as a reference group.

Court Outcome. The results for closed-case defendants, discussed in this portion, deal with the movement of defendants through the later phases of the judicial process. The information, tabled on the pages to follow, serves more as a description of court outcomes than as a measure of program effectiveness.

Conviction Rates. In Table XVI, on the next page, comparisons are provided among the groups studied as to the number of cases dropped vs. not dropped over the three-year period. That is, it deals with all closed cases in terms of how many were prosecuted after formal charges were filed. These results show that released defendants significantly more often have charges dropped than do those who remain in jail. Neither this finding,

TABLE XVI

Closed-Case Defendants
Charges Dropped vs. Not Dropped
(From Item 51)

Groups	Charges Not Dropped	Total	% Not Dropped	Significance
C	270	398	67.8	<i>compared with:</i>
F	27	34	79.4	not sig.
B	159	249	63.9	not sig.
Released	438	659	66.5	<i>compared with:</i>
Jailed	286	381	75.1	.01

however, nor that derived from Table XVII, on the next page, may be used as a support for the project's third assumption, which was:

- Those individuals released to the project are enabled to take an active part in their own defense and are, therefore, less likely to be convicted than if they had remained in jail.

Though conviction rates follow the same pattern as do those for charges dropped, the project's impact upon these events is still unknown. A little light is shed on this if the trends in the data are considered, as well as the statistically significant results: The Project Group, as compared to the Reference Group of defendants who were eligible for and could have been released to

TABLE XVII
Closed Case Defendants
Convictions vs. Non-Convictions
(From Item 58)

Groups	Convicted	Not Convicted	Total	% Conv.	χ^2	p
C	254	144	398	63.8	<i>compared with:</i>	
F	25	9	34	73.5	Not Sig.	
B	152	97	249	64.0	Not Sig.	
Released	414	245	659	62.8	<i>compared with:</i>	
Jailed	272	109	381	71.4	.01	

the project (Group F), had the numerically higher rate of charges dropped, and the lower conviction rate. In addition, it was shown that the Project Group more often retained and paid private counsel than did the Bail Group, the Jail Group, or the Reference Group (from second-year results). Though it can not be concluded on the basis of the above that the project is responsible for lower conviction rates, it is warranted to assert that the project's existence may contribute to more equitable judicial outcomes.

Incarceration Rates. The project's impact upon post-trial incarceration is rather definitive. As can be seen from Tables XVIII and XIX, on the next page, offenders who were not released prior to trial tended to be jailed prior to sentencing, and to be sentenced to incarceration.

TABLE XVIII
Post-Conviction Incarceration
Rates Prior to Sentencing
(From Item 55)

Group	Incarcer.	Not Incarcer.	Total	% Incarcer.	Significance
C	48	206	254	18.9	<i>Compared with:</i>
F	12	13	25	48.0	.01
B	15	137	152	9.9	.02
Rel.	64	350	414	15.5	<i>Compared with:</i>
Jailed	102	170	272	37.5	.01

TABLE XIX
Incarceration Rates of
Sentenced Defendants
(From Item 59)

Group	Incarcer.	Not Incarcer.	Total	% Incarcer.	Significance
C	90	161	251	35.9	<i>Compared with:</i>
F	17	18	25	68.0	.01
B	63	87	150	42.0	.02
Rel.	156	253	409	38.1	<i>Compared with:</i>
Jailed	189	81	270	70.0	.01

This is true, too, of the Reference Group specifically compared to the Project Group and the Bail Group.

Keeping in mind that the Reference Group defendants could have been released upon the project's recommendation, the results can be accepted as strongly supportive of the

fourth assumption:

-- Those who show they are safe pretrial releasees and who are convicted of the original offense are more likely to be allowed to remain in the community (suspended sentence, or probation) after conviction than if they had not been released.

In view of the magnitude of the difference in rates, the conclusion is inescapable: the post-trial incarceration disparity reflects the pre-adjudication condition-- i.e., if free, then free; if jailed, then incarcerated. The implications of this finding underscore judicial system inequities. A literal translation of this information into the language of practical reality is: an unknown number of people are sentenced to jails and prisons because they are poor--too poor to effect their release prior to trial. Granting this as true, the post-project recidivism results, discussed in a following section, take on special significance.

Sentence Lengths. The results shown in Table XX, on the next page, are somewhat confusing. They make it impossible to make any clear statement about the validity of the fifth assumption:

-- Those safe pretrial releasees who are convicted and sentenced to incarceration are likely to have shorter sentences imposed than if they had remained in jail prior to trial.

TABLE XX
Sentence Lengths for
Convicted Defendants
(From Item 63)

Group	Number Sentenced	Average Sentence (Mos.)	Significance
C	99	46.8	<i>Compared with:</i> Not Sig. .05
F	16	20.8	
B	58	74.5	
Released	160	56.1	<i>Compared with:</i> .05
Jailed	181	74.8	

The most that can be said is that convicted bail releasees (B) received sentences that were among the highest for all groups and that they were significantly higher than those for the project releasees. On the other hand, the Reference Group sentences were among the lowest, but not significantly lower than those of the Project Group. At the same time, the Release Group's sentences were significantly shorter than those of the Bail Group. In view of the Control Group's termination, this is another situation that will not be clarified by an additional evaluation year or larger numbers of people in the other groups. The question of comparative sentence length will remain moot.

Recidivism

The experience of the Community Corrections Project with respect to new offenses committed by persons after being released from the supervision of the project is explored in this section. Such an examination is directly pertinent to a measurement of the project's accomplishment of its second goal:

- By means of the community-based, rehabilitative, and upgrading services provided by the project to those defendants released to it, to reduce the amount of crime committed by this group.

In this analysis, recidivism is measured by re-arrest and new conviction. Theoretically, new conviction is the more appropriate measure of recidivism, since it is only by conviction that the fact of a new offense committed by a given party is established. However, persons who entered the project in 1972 have had insufficient time, generally, to be convicted on an offense committed after disposition of their original charges. Although each of the pretrial groups has experienced a number of new convictions, it is evident that many new offenses are under-represented in the conviction group. For this reason, new arrests are also used as a measure of recidivism.

Analysis was conducted by means of comparing three groups on the basis of three outcomes. The three groups

compared were: B, those released on money bail; C, those accepted by and released to the Community Corrections Project; and G, those rejected by the Community Corrections Project who were detained in Jail.* Although several obvious differences exist between these three groups, comparisons appear to be appropriate. The Bail Group and the Community Corrections Group are similar in the sense that both groups were released prior to trial. The contention that pretrial release tends to reduce recidivism would be equally operative for both groups. The important distinction between the two groups is that the Bail Group was able and willing to post bond, while the Project Group was not. However, the latter was provided with supportive services that are claimed to reduce recidivism.

Comparison of the Community Corrections group with the group detained in jail is also seen as appropriate. Both groups were rejected by the Pretrial Release Project, and neither was able to obtain release by posting bond. The most obvious difference between the groups is that one group was released, while the other was detained. Another

*Increased research resources in 1972-1973 made more and better data collection possible. This enabled the completion of Groups B and G data for 1972 to the point that both groups are over-represented for that year as compared to 1970 and 1971. Group C is over-represented in the first two years, combined, as compared to the third year. A three-year recidivism analysis, then, would have provided more people in Group C, than in the other two groups, with more time in which to commit new offenses. On this basis, the recidivism study was restricted to 1972.

difference, which tends to confound explanation of observed differences in recidivism, is the fact that the Community Corrections Group was selected as being a "better risk" group than the detained group--and was proved to be so by the analysis provided on pages thirty-seven through thirty-nine of this report. It is important to note, however, that in the absence of the Community Corrections Project, defendants in both groups would have been detained on the basis that their release would have been too risky. If nothing else, observed differences in recidivism rates in favor of the project's defendants, would suggest that the risk factor for the two groups is not identical, and that the Community Corrections Project has demonstrated ability to select the lower-risk people.

The outcome factors on which the groups were compared were the following:

1. New offense rates - refer to the proportion of the groups that committed new offenses after dispositions of the original offenses which brought them into the study. In this analysis, new offense rates were measured by new arrests and new convictions, separately.
2. Seriousness of new offenses - also, is measured by new arrests and new convictions. Four seriousness categories were used in the analysis: traffic and intoxication charges, simple misdemeanors,

indictable misdemeanors, and felonies.

3. Recidivism score - refers to a scale which was developed to account simultaneously for both number and seriousness of new offenses. Each re-offender was assigned one point for each new misdemeanor, two points for each new indictable misdemeanor, and three points for each new felony. This recidivism score was generated separately for new arrests and new convictions. Analysis was conducted by testing for differences between group mean scores.*

The follow-up data collection was limited to new convictions within Polk County--based upon court and police records--and did not include out-of-county convictions. Therefore, the reported recidivism rates are low estimates of new offense adjudications. Despite these geographic limitations, there is no reason to believe that any of the three groups would commit more (or less) offenses outside the county than any of the other groups.

*Recidivism scores were developed by combining one interval-level measure (number of offenses) with one ordinal-level measure (seriousness of offense). The resulting score is thus somewhere between an ordinal and interval-level scale. The t-test carries with it the assumption that the data analyzed are interval-level. To the extent that the recidivism score is less than interval-level, this assumption has been violated. Justification for this treatment of the data exists in the literature (see, for example, Sanford Labovitz, "The Assignment of Numbers to Rank Order Categories", *American Sociological Review*, 1970, 35, 3, June, 515-524). Though the t-values do provide a fairly accurate indication of group differences, the actual probability levels reported might be treated with some caution.

Arrests and Convictions. The new arrest and conviction rates for all defendants in the three groups are compared in Table XXI, below. The significance level of .10

TABLE XXI

Post-Disposition Arrests and Convictions
of All Offenders in Groups C, B, and G in 1972

A. NEW ARREST RATES

Groups	Rearrested	Not Rearrested	Total	Percent Rearrested	Significance
C	37	174	211	17.5	<i>Compared with:</i> Not Sig. Not Sig. (.10)
B	26	124	150	17.3	
G	45	136	181	24.9	
B	26	124	150	17.3	<i>Compared with:</i> Not Sig. (.10)
G	45	136	181	24.9	

B. NEW CONVICTION RATES

Groups	Convicted	Not Convicted	Total	Percent Convicted	Significance
C	22	189	211	10.4	<i>Compared with:</i> Not Sig. Not Sig.
B	17	133	150	11.3	
G	25	156	181	13.8	
B	17	133	150	11.3	<i>Compared with:</i> Not Sig.
G	25	156	181	13.8	

indicates a trend in the new arrest data that may be confirmed through time as the sizes of the groups increase.

As it is now, there is an indication that the defendants in Group G may be more prone to new arrests than those in Groups C and B. No differences were revealed among the groups on conviction rates.

A further step was taken in this analysis by narrowing the focus to a comparison among those defendants in each of the groups who were not incarcerated. These were, primarily, defendants who were not convicted of the original charge. There were too few cases to permit meaningful statistical procedures on subgroups such as those: found not guilty; whose cases were dropped or dismissed; and, who were convicted but not incarcerated. The results of the comparisons that were made are depicted in Table XXII, on the next page. Group G had a significantly higher re-arrest rate than either of the other two groups, while its new conviction rate was higher than Group C only. There was, however, a tendency in the same direction for Group G as compared to Group B on new convictions.

Recidivism Seriousness. The group comparisons made on the basis of classification of re-arrests and new convictions into four categories of increasing seriousness gave no significant results, as is shown in Table XXIII, on page 75. There were no intergroup differences even when the categories were taken two at a time, e.g., misdemeanor vs. felony.

TABLE XXII

Post-Disposition New Arrests and Convictions
of Defendants in Groups B, C, and G in 1972
Who Were Not Incarcerated for Their Original Charges

A. NEW ARREST RATES

Groups	Rearrested	Not Rearrested	Total	Percent Rearrested	Significance
C	37	151	188	19.7	<i>Compared with:</i> Not Sig. .01
B	26	101	127	20.5	
G	45	72	117	38.5	
B	26	101	127	20.5	<i>Compared with:</i> .01
G	45	72	117	38.5	

B. NEW CONVICTION RATES

Groups	Convicted	Not Convicted	Total	Percent Convicted	Significance
C	22	166	188	11.7	<i>Compared with:</i> Not Sig. .05
B	17	110	127	13.4	
G	25	92	117	21.4	
B	17	110	127	13.4	<i>Compared with:</i> Not Sig. (.10)
G	25	92	117	21.4	

The recidivism score comparisons, however, did differentiate among the groups (Table XXIV, pp. 77, 78). Group C had the significantly lowest re-arrest score of any of the groups, while its score was lower only than that of Group G, for new convictions. Since a low score

TABLE XXIII

Comparison of Groups B, C, and G (1972)
On the Basis of Seriousness of
Post-Disposition Offense

A. SERIOUSNESS OF NEW ARRESTS

Groups	Traffic & Intox.	Misdem.	Indict. Misdem.	Felony	Significance
C	8	7	5	17	<i>Compared with:</i> Not Sig. Not Sig.
B	11	2	3	10	
G	11	5	2	27	
B	11	2	3	10	<i>Compared with:</i> Not Sig.
G	11	5	2	27	

B. SERIOUSNESS OF NEW CONVICTION

Groups	Traffic & Intox.	Misdem.	Indict. Misdem.	Felony	Significance
C	9	6	4	3	<i>Compared with:</i> Not Sig. Not Sig.
B	9	3	3	2	
G	11	6	0	8	
B	9	3	3	2	<i>Compared with:</i> Not Sig.
G	11	6	0	8	

indicates less serious recidivism these results show Group C to be clearly superior to the other two groups.

Recidivism Conclusions. There is sufficient evidence to warrant the conclusion that defendants who are not recommended

for release to the Community Corrections Project, and who remain in jail prior to trial, are more prone to post-trial recidivism than those who are released on bail or to the project. This may be due to the selection of the better risks for pretrial release. The fact, however, that the Project Group, of the three, tended to show the best composite results is supportive of the project's sixth assumption:

-- Those individuals released to the project prior to trial will be less likely to commit offenses in the future than if they had remained in jail prior to trial. This may be true of those who are convicted of the (original) offenses as well as those who are not.

Until further evaluation is completed, these findings can be accepted as indicating that the project is accomplishing its second goal--that of reducing future recidivism.

A more thorough study of project recidivism will be conducted as part of the Polk County Court Services Evaluation, the report of which will be forthcoming at the end of this year.

TABLE XXIV

Comparison of Groups B, C, and G (1972)
On the Basis of Recidivism Scores*

A. ARRESTS

Score	Number in Group B	Number in Group C	Number in Group G
1	2	6	5
2	3	5	2
3	5	16	17
4	1	0	1
5	0	1	2
6	0	1	2
7	0	0	1
8	1	0	1
9	1	0	0
10	1	0	0
11	0	0	1
15	1	0	0
17	0	0	1
24	0	0	1
n =	15	29	34
	Mean B	Mean C	Mean G
	4.60	2.58	4.50

Significance

B/C: (.01)

C/G: (.025)

B/G: (Not Sig.)

*See text, page 71, for scoring procedure.

TABLE XXIV (continued)

B. CONVICTIONS

Score	Number in Group B	Number in Group C	Number in Group G
1	3	6	5
2	2	4	1
3	1	3	3
4	0	0	1
5	1	0	1
6	1	0	2
n =	8	13	13
	Mean B	Mean C	Mean G
	2.625	1.769	2.308

Significance

B/C: (.10)

C/G: (.05)

B/G: (Not Sig.)

Financial Effectiveness

The project's three-year operating costs were \$518,234, or \$1,026 for each of the 505 defendants (including the six cases that were not used in the study due to incomplete data). Some of the financial benefits were:

- These defendants had an average income of \$742 during the pretrial period, or a sum of \$374,205. This figure does not take into account any earnings during the pre-sentence period.
- The project's defendants were saved a total of 25,681 days in jail. Official Polk County jail cost figures for 1972 were not obtainable, but the informal estimate is six dollars per day--not including capital expense alterations. Since it can be argued that reduced jail populations do not affect a reduction in all jail costs, an estimated savings of four dollars per defendant-day for food, clothing, medical, transportation, and personnel is used for this calculation--or \$102,724.
- It can be assumed that if the project did not exist, sixty-eight percent rather than thirty-six percent of its 254 convicted clients would have been incarcerated (higher incarceration rates of defendants jailed prior to trial). This would have

resulted in eighty-three more than the ninety that were incarcerated. These additional people would have been given forty-seven month sentences-- a total of 117,030 institutional man-days. Parole (of expense to the taxpayer) and time off for good behavior might have cut the imposed sentences by one-half. Prison costs average fourteen dollars per day per person (excluding capitol improvement and administrative costs)* and approximately half of the "extra" sentence time would have been served in prison rather than jail. On the same basis as jail savings, a conservative estimate, then, would be 40,000 institutional days at six dollars per day, or \$240,000.

- As an approximation, savings accruing from reduced post-trial recidivism can be considered offset by the additional, pretrial crime committed by defendants released to the project.

Without going into further, more indirect considerations (such as legal aid for those without income due to being jailed prior to trial), it can be said that: on the basis of the \$518,234 expended and the \$716,929 saved, the project is at least paying for itself.

*Unpublished communication from the Iowa State Bureau of Adult Corrections.

Societal Effectiveness

It is impossible to calculate with any degree of accuracy the Community Corrections Project's social impact. The best that can be done is to list its assumed benefits and liabilities. In so doing, substantial support is evident for the seventh assumption:

- Release to the project prevents unnecessary hardship for defendants (especially those who are not convicted) and their families. . .

Some of the factors that are pertinent to the three-year social impact are as follows:

- At least 25,000 jail-days were not served by defendants who were too poor to obtain their own release on bail.
- More than 13,000 days were not spent in jail by project defendants who were not found guilty.
- The project assisted its clients with employment and enabled them to continue to earn a substantial amount of money during the pretrial period.
- Release to the project eliminated, for its clients, the equation: money = liberty.
- Release to the project permitted significantly greater representation by private counsel, and, perhaps, contributed to more equitable adjudications.

- Incarceration, possibly needless, subsequent to conviction of project defendants was reduced.
- Release to the project increased pretrial crime by no more than the amount tolerated as a result of release on money bail.
- It is likely that new crimes subsequent to the pretrial period were reduced.
- The project's savings in dollars are at least equal to its cost.

Evaluation Conclusion

The Des Moines Community Corrections Project is demonstrating its viability and effectiveness. It is accomplishing its goals at no financial or social costs to society. Based upon these findings, the National Council on Crime and Delinquency recommends that this pretrial approach be implemented wherever community support can be generated for its acceptance.

CONTINUED

1 OF 2

APPENDIX A
 CODESHEET AND OFFENSE CODE LIST
 USED BY
 DES MOINES MODEL NEIGHBORHOOD CORRECTIONS PROJECT

Des Moines, Iowa
 NEIGHBORHOOD CORRECTIONS PROJECT

A-1
 CODESHEET

NCCD Research Center

(USE "0" FOR UNCODEABLE
 DUE TO LACK OF INFORMATION)

Group
 Assignment _____

<p>1. NAME _____</p> <p>2. I.D. NUMBER (assigned by project) 1 2 3 4 5 <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/></p> <p>3. DISTRICT COURT NUMBER 6 7 8 9 10 11 <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/></p> <p>4. INTERVIEWED BY (Neighborhood Corrections Project interviewer's code designation) 12 <input type="text"/></p> <p>5. INTERVIEW DATE 13 14 15 16 17 mo. <input type="text"/> <input type="text"/> day <input type="text"/> <input type="text"/> yr. <input type="text"/> <input type="text"/></p> <p>6. DATE OF BIRTH 18 19 20 21 22 mo. <input type="text"/> <input type="text"/> day <input type="text"/> <input type="text"/> yr. <input type="text"/> <input type="text"/></p> <p>7. SEX AND RACE 23 <table style="width: 100%; border: none;"> <tr> <td style="width: 50%;"></td> <td style="width: 50%; text-align: center;">male</td> <td style="width: 50%; text-align: center;">female</td> <td style="width: 50%;"></td> </tr> <tr> <td>Mex-Amer</td> <td style="text-align: center;">X</td> <td style="text-align: center;">5</td> <td style="text-align: center;"><input type="text"/></td> </tr> <tr> <td>Negro-Amer</td> <td style="text-align: center;">1</td> <td style="text-align: center;">6</td> <td style="text-align: center;"><input type="text"/></td> </tr> <tr> <td>Anglo-Amer</td> <td style="text-align: center;">2</td> <td style="text-align: center;">7</td> <td style="text-align: center;"><input type="text"/></td> </tr> <tr> <td>Amer Indian</td> <td style="text-align: center;">3</td> <td style="text-align: center;">8</td> <td style="text-align: center;"><input type="text"/></td> </tr> <tr> <td>Other</td> <td style="text-align: center;">4</td> <td style="text-align: center;">9</td> <td style="text-align: center;"><input type="text"/></td> </tr> </table> </p> <p>8. RESIDENCE DISTRICT (use Project's codes) 24 <input type="text"/> X Model Cities 1 Balance of City of Des Moines 2 Balance of Polk County 3 Balance of State of Iowa 4 Out-of-state</p> <p>9. STATUS AT TIME OF ARREST 25 <input type="text"/> X New case 1 Informal probation 2 Probation misdemeanor 3 Probation felony 4 In court-ordered placement 5 Parolee (adult or juvenile) 9 Other (specify) _____</p> <p>10. AGE AT FIRST OFFENSE (years) 26 27 <input type="text"/> <input type="text"/></p> <p>11. NUMBER OF PRIOR ARRESTS 28 <input type="text"/> X None 1-2-3-4-5-6-7-8-9 or more</p> <p>12. NUMBER OF PRIOR JUVENILE CONVICTIONS (exclude traffic misdemeanors) 29 <input type="text"/> X None 1-2-3-4-5-6-7-8-9 or more</p> <p>13. NUMBER OF PRIOR ADULT CONVICTIONS 30 <input type="text"/> X None 1-2-3-4-5-6-7-8-9 or more</p> <p>14. NUMBER OF ADULT JAIL SENTENCES 31 <input type="text"/> X None 1-2-3-4-5-6-7-8-9 or more</p> <p>15. NUMBER OF PRIOR PRISON SENTENCES 32 <input type="text"/> X None 1-2-3-4-5-6-7-8-9 or more</p> <p>16. ALIASES (identity falsification only) 33 <input type="text"/> X None 2 Two 1 One 3 Three or more</p>		male	female		Mex-Amer	X	5	<input type="text"/>	Negro-Amer	1	6	<input type="text"/>	Anglo-Amer	2	7	<input type="text"/>	Amer Indian	3	8	<input type="text"/>	Other	4	9	<input type="text"/>	<p>17. DATE OF ARREST 34 35 36 37 38 mo. <input type="text"/> <input type="text"/> day <input type="text"/> <input type="text"/> yr. <input type="text"/> <input type="text"/></p> <p>18. ARREST ALLEGATION (use offense list provided, and code as many as three offenses) 39 40 41 42 43 44 <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/></p> <p>19. PRE-TRIAL RELEASE STATUS 45 <input type="text"/> X Not contacted for Pre-Trial Release Project 1 Rejected by Pre-Trial Release Project 2 Accepted by Pre-Trial Release Project 3 Released, but revoked 9 Other (specify) _____</p> <p>20. MARITAL STATUS 46 <input type="text"/> X Single 5 Common law marriage 1 Married 6 Homosexual alliance 2 Separated 7 Communal setting 3 Divorced 9 Other (specify) _____ 4 Widow(er)</p> <p>21. YEARS OF SCHOOLING COMPLETED 47 48 <input type="text"/> <input type="text"/></p> <p>22. LENGTH OF RESIDENCE IN AREA 49 <input type="text"/> X Not currently area resident 1 Less than 6 months 2 Over 6 months but less than one year 3 Over one but less than two years 4 Over two but less than three years 5 Over three but less than four years 6 Over four but less than five years 7 Over five but less than ten years 8 Over ten years</p> <p>23. NUMBER OF RESIDENCE CHANGES WITHIN THE PAST 12-MONTH PERIOD 50 <input type="text"/> X None 1-2-3-4-5-6-7-8-9 or more</p> <p>24. EMPLOYMENT STATUS 51 <input type="text"/> X Not employed 1 Employed full-time 2 Employed part-time 3 Not employable 9 Other (specify) _____</p> <p>25. NUMBER OF JOBS HELD DURING LAST 12 MONTHS 52 53 <input type="text"/> <input type="text"/></p> <p>26. NUMBER OF MONTHS ON LAST-HELD JOB 54 55 <input type="text"/> <input type="text"/></p> <p>27. WILLINGNESS TO FURTHER EDUCATION 56 <input type="text"/> X Willing 1 Unwilling</p> <p>28. NUMBER OF DEPENDENTS 57 <input type="text"/> X None 1-2-3-4-5-6 or more</p> <p>29. NUMBER OF RELATIVES RESIDING IN POLK COUNTY 58 <input type="text"/> X None 1-2-3-4-5-6 or more</p> <p>30. HEALTH 59 <input type="text"/> X Good physical & mental condition 1 In need of medical treatment 2 In need of psychiatric treatment 9 Other (specify) _____</p>	<p>31. MILITARY SERVICE 60 <input type="text"/> X Prior service 1 No prior service</p> <p>32. ATTITUDE 61 <input type="text"/> X Desirable 1 Undesirable or poor</p> <p>33. AMOUNT OF ATTORNEY FEES (in dollars) RESULTING FROM CURRENT ALLEGATION AND PAID BY CLIENT 62 63 64 65 66 <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/></p> <p>34. RECEIVING PUBLIC ASSISTANCE AT TIME OF REFERRAL (excluding food stamps) 67 <input type="text"/> X Yes 1 No</p> <p>35. ALL ANNUAL INCOME (during last 12-month period) AT TIME OF ARREST (enter amount in dollars) 68 69 70 71 72 <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/></p> <p>36. INCOME FOR THE MONTH PRIOR TO ARREST (in dollars) 73 74 75 76 77 <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/></p> <p>37. USE OF DRUGS--DIFFICULTIES 78 <input type="text"/> X None known 1 Interpersonal 2 Legal 3 Connected w/ current case 4 Combination 1 & 2 5 Combination 1 & 3 6 Combination 2 & 3 7 Combination 1, 2 & 3</p> <p>38. USE OF ALCOHOL--DIFFICULTIES 79 <input type="text"/> X None known 1 Interpersonal 2 Legal 3 Connected w/ current case 4 Combination 1 & 2 5 Combination 1 & 3 6 Combination 2 & 3 7 Combination 1, 2 & 3</p> <p>39. INITIAL ACTION PENDING ADJUDICATION 80 <input type="text"/> X Released to parent or other individual 1 Released on own recognizance 2 Released on bail 3 Released to Model Neighborhood Corrections Project 4 Work release 5 Jail detention 6 Released to Pre-Trial Release Project 9 Other (specify) _____</p> <p>40. I.D. NUMBER (for Card 2--same as Item 2) 1 2 3 4 5 <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/></p> <p>41. AMOUNT OF BAIL SET BY COURT (in dollars) 6 7 8 9 10 11 <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/> <input type="text"/></p> <p>42. PROJECT PRE-TRIAL RECOMMENDATION TO THE COURT 12 <input type="text"/> X Twenty-four hour release 1 Day time release only 2 Night time release 3 No release 4 Case dismissed prior to recommendation 5 No recommendation 9 Other (specify) _____</p>
	male	female																								
Mex-Amer	X	5	<input type="text"/>																							
Negro-Amer	1	6	<input type="text"/>																							
Anglo-Amer	2	7	<input type="text"/>																							
Amer Indian	3	8	<input type="text"/>																							
Other	4	9	<input type="text"/>																							

(OUTCOME DATA)

REASON FOR "NO RELEASE" RECOMMENDATION 13

X None

1 Random control group assignment

2 Mental deficiency

3 Emotional instability

4 Refusal to participate

5 Project already at capacity

6 Evaluation as a poor risk

7 Nature of offense (specify) _____

8 On "hold" in jail

9 Other (specify) _____

COURT DECISION ON PROJECT'S RELEASE RECOMMENDATION 14

X Twenty-four hour release

1 Day time release only

2 Night time release

3 No release

4 Case dismissed prior to recommendation

5 No recommendation

9 Other (specify) _____

SERVICES PROVIDED TO THIS DEFENDANT (as many as three types of services may be coded for each case) 15

X None

1 Lodging

2 Financial aid

3 Education

4 Employment

5 Medical

6 Psychological

7 Personal counseling

8 Vocational training

9 Transportation

7 Other (specify) _____

NEW OFFENSE ALLEGED DURING PRE-TRIAL PERIOD (use offense list provided, and code as many as three new offenses) 18 19

20 21

22 23

24

RECEIVING PUBLIC ASSISTANCE DURING PRE-TRIAL PERIOD (excluding food stamps) 24

X Yes 1 No

GROSS INCOME DURING PRE-TRIAL PERIOD (in dollars) 25 26 27 28 29

(Earned income only)

49. COURT OUTCOME 30

X Appeared for court (no difficulty)

1 Appeared for court (in custody for technical reasons at time of trial)

2 Appeared for court (in custody due to apprehension on new offense allegation)

3 Did not appear on court date, but appeared at rescheduled date

4 Refused to appear (whereabouts known)

5 Absconded (no other offense alleged)

6 New offense alleged, whereabouts unknown

7 Prosecution discontinued--trial date cancelled

9 Other (specify) _____

50. PRELIMINARY HEARING DATE 31 32 33 34 35

mo. day yr.

51. CHARGES DROPPED OR DISMISSED BY 36

X Not

1 Municipal court

2 Preliminary hearing

3 Grand jury

4 District court

5 District attorney

9 Other (specify) _____

52. DATE CHARGES DROPPED 37 38 39 40 41

mo. day yr.

53. FAILURE TO APPEAR OCCURRED AT 42

X None

1 Preliminary appearance--misdemeanor

2 Trial--misdemeanor

3 Traffic court

4 Preliminary hearing--indictable offense

5 Trial--indictable offense

6 Sentencing

9 Other (specify) _____

54. DATE TRIAL HELD 43 44 45 46 47

mo. day yr.

55. COURT ACTION PENDING DISPOSITION 48

X Disposition same day as adjudication

1 Released to parent or other individual

2 Released on own recognizance

3 Released on bail

4 Released to Model Neighborhood Corrections Project

5 Jail detention

6 Released outright

9 Other (specify) _____

56. DATE OF COURT DISPOSITION 49 50 51 52 53

mo. day yr.

Where disposed? _____

57. OFFENSE PROVEN OR ALLEGATION SUSTAINED (use offense code list provided, and code as many as three offenses) 54 55

56 57

58 59

58. HOW PROVEN OR SUSTAINED 60

X Not

1 Allegations admitted 3 Judge's finding

2 No defense 4 Jury verdict

59. COURT DISPOSITION 61 62

Charge Not Substantiated

XX Dismissed, not proven, or found not guilty

01 No disposition--taken off calendar

02 Dropped at district court

Charge Substantiated, No Transfer of Custody

10 Warned, adjusted, counseled

11 Informal supervision initiated

12 Prior supervision continued

13 Held open without further action

14 Referred to another agency

15 Parolee returned without recitment

16 Fine or restitution only

17 Referred to other jurisdiction

18 Sentence deferred to (date) _____

19 Suspended sentence only

25 Other (specify) _____

Transfer of Custody to:

30 State correctional institution--first time

31 State correctional institution--recitment

32 Jail term only

33 Jail term with fine or restitution

34 Jail term with formal probation

35 Jail, probation, with fine or restitution

44 Jail or fine

36 Probation with fine or restitution

37 Probation only

38 Special facility (farm, ranch, camp, school)

39 Halfway house

40 Other community placement

41 Private agency or institution

42 Public institution other than correctional

43 Individual

55 Other (specify) _____

60. NEIGHBORHOOD CORRECTIONAL PROGRAM OUTCOME 63

X Refused to enter

1 Entered but refused some services

2 Dropped out prior to trial

3 Participated grudgingly in total program

4 Participated actively in total program

5 Returned to jail by project recommendation

6 Returned to jail due to new offense arrest

7 Returned to jail due to technicality

8 Returned to jail due to absconding

9 Absconded

61. DATE OF TERMINATION IN PROJECT 64 65 66 67 68

mo. day yr.

62. AMOUNT OF FINE (in dollars) 69 70 71 72 73

63. LENGTH OF JAIL OR STATE INSTITUTION SENTENCE IMPOSED (months) 74 75 76

00X Life

64. SENTENCE SERVED PRIOR TO TRIAL (weeks) 77 78

65. DEFENDANT REPRESENTED BY 79

X Self

1 Private counsel

2 Court appointed counsel

3 Legal aid

4 Other (specify) _____

66. AMOUNT OF BOND FORFEITED BY FAILURE TO APPEAR (dollar amount) (not to be punched)

XXXXXX None

99. PRE-CODED BY PROJECT (for identification of Card 2) 80

Des Moines, Iowa
MODEL NEIGHBORHOOD CORRECTIONS PROJECT

O F F E N S E C O D E L I S T

Offense listed to be used for the coding of Arrest Allegation, New Offense Alleged During Pre-Trial Period, and Offense Proven or Allegation Sustained.

The list below is to be used to code each of these three items. For each, use the code that best describes the behavior in question. Do not rely solely upon penal code categories.

1. Arrest Allegation. Use the description of behavior given by the arresting agency.
2. New Offense Alleged During Pre-Trial Period. Same as for "Arrest Allegation."
3. Offense Proven or Allegation Sustained. Use the description of the act that the court found to have occurred.

In the case of more than one behavior, code the most serious one first, according to the alphabetical order of the categories ("A" is the most serious). If more than one behavior fits within a single category, choose that behavior for which the greatest penalty is provided by law, e.g., "Murder" as opposed to "Aggravated Assault."

A. OFFENSES AGAINST PERSONS

- 01 Murder 1
- 02 Murder 2
- 03 Attempted murder
- 04 Manslaughter
- 05 Assault w/ intent
- 06 Aggravated assault
- 07 Robbery w/ aggravation
- 08 Robbery, armed
- 09 Robbery, unarmed
- 10 Burglary w/ aggravation
- 11 Minor assault
- 12 Kidnapping
- 13 Other offenses against a person

B. CRIMES OF SEX

- 14 Forcible sex acts
- 15 Unnatural sex acts
- 16 Prostitution
- 17 Immoral acts
- 18 Promiscuity
- 19 Illegal sexual relations
- 20 Related to pornographic materials
- 21 Soliciting
- 22 Other sex offenses

C. OFFENSES AGAINST PROPERTY

- 23 Larceny over \$20
- 24 Larceny under \$20
- 25 Larceny of motor vehicle
- 26 Burglary (w/out aggravation)
- 27 Breaking and entering
- 28 Arson
- 29 Theft (grand or petit)
- 30 Shoplifting over \$20
- 31 Shoplifting under \$20
- 32 Destruction of property
- 33 Trespassing
- 34 Other offenses against property

D. CRIMES OF FORGERY, FRAUD and CONSPIRACY

- 35 Forgery
- 36 Fraud
- 37 Deception
- 38 Uttering fraudulent instrument
- 39 Issuing fraudulent instrument
- 40 Conspiracy
- 41 Blackmail, extortion
- 42 Receiving and concealing stolen property
- 43 Impersonation
- 44 Other forgery or fraud

F. CRIMES OF WEAPONS, DRUGS and ALCOHOL

- 54 Illegal possession of dangerous weapon
- 55 Illegal sale of dangerous weapon
- 56 Other weapons law violations (specify) _____
- 57 Possession of marijuana
- 58 Sale of marijuana
- 59 Sale of marijuana to minor
- 60 Possession of hallucinogenic drugs (LSD, mescaline, peyote, etc.)
- 61 Sale of hallucinogenic drugs
- 62 Sale of hallucinogenic drugs to minor
- 63 Manufacture of hallucinogenic drugs
- 64 Illegal possession of other dangerous drugs (narcotics, sedatives, stimulants, including prescription drugs)
- 65 Sale of other dangerous drugs
- 66 Sale of other dangerous drugs to minor
- 67 Manufacture of other dangerous drugs
- 68 Illegal possession of liquor or beer
- 69 Illegal sale of liquor
- 70 Illegal sale of liquor to minors
- 71 Illegal transport of liquor
- 72 Bootlegging
- 73 Violation of gambling laws
- 74 Drunk or drinking
- 75 City ordinance violations except disorderly conduct
- 76 Disorderly conduct

E. FEDERAL OFFENSES

- 45 Income tax evasion
- 46 Dyer Act
- 47 Fugitive
- 48 Bank robbery
- 49 Postal fraud
- 50 Postal theft
- 51 Counterfeiting
- 52 Narcotics
- 53 Other (specify) _____

G. OFFENSES AGAINST FAMILY and/or CHILDREN

- 77 Nonsupport
- 78 Failure to provide
- 79 Desertion
- 80 Neglect
- 81 Bigamy
- 82 Adultery
- 83 Contributing to delinquency
- 84 Violation of compulsory school law
- 85 Paternity offenses
- 86 Child beating
- 87 Other offenses

H. MISCELLANEOUS OFFENSES

- 88 Escapes from custody
- 89 Interfering with enforcement of law
- 90 Operating a motor vehicle w/out a proper license
- 91 Operating a motor vehicle while under the influence of alcohol
- 92 Operating a motor vehicle while under the influence of drugs
- 93 Traffic violation--personal injury
- 94 Standing motor vehicle violation
- 95 Other motor vehicle violation (specify) _____
- 96 Harboring a fugitive or concealing evidence
- 97 Resisting arrest
- 99 Other miscellaneous offenses (specify) _____

Item 7--RACE

	Anglo	Other	Total	%	χ^2	P
Fail	61	52	113	54.0		
Non-Fail	215	96	311	69.1	8.372	0.01

Item 7--RACE

	Negro	Other	Total	%	χ^2	P
Fail	47	66	113	41.6		
Non-Fail	88	223	311	28.3	6.753	0.01

Item 8--RESIDENCE DISTRICT

	W/in City	Other	Total	%	χ^2	P
Fail	106	7	113	93.8		
Non-Fail	269	41	310	86.8	4.070	0.05

Item 11--NUMBER OF PRIOR ARRESTS

	None	Other	Total	%	χ^2	P
Fail	8	105	113	7.1		
Non-Fail	54	257	311	17.4	7.021	0.01

Item 11--NUMBER OF PRIOR ARRESTS

	None & One	Other	Total	%	χ^2	P
Fail	22	91	113	19.5		
Non-Fail	111	200	311	35.7	10.132	0.01

APPENDIX B

Statistical Analyses of Community Corrections
Clients' Characteristics, as Related to
Failure vs. Non-Failure in the Program

Item 12--NUMBER OF PRIOR JUVENILE CONVICTIONS

	None	Other	Total	%	χ^2	P
Fail	60	51	111	54.1		
Non-Fail	194	114	308	63.0	2.728	0.10

Item 12--NUMBER OF PRIOR JUVENILE CONVICTIONS

	None & One	Other	Total	%	χ^2	P
Fail	83	28	111	74.8		
Non-Fail	262	46	308	85.1	5.941	0.02

Item 15--NUMBER OF PRIOR PRISON SENTENCES

	None	Other	Total	%	χ^2	P
Fail	82	31	113	72.6		
Non-Fail	254	57	311	81.7	4.178	0.05

Item 22--LENGTH OF RESIDENCE IN AREA

	Less Than 1 Yr.	Other	Total	%	χ^2	P
Fail	18	95	113	15.9		
Non-Fail	85	225	310	27.4	5.935	0.02

Item 24--EMPLOYMENT STATUS

	Not Employed	Other	Total	%	χ^2	P
Fail	73	38	111	65.8		
Non-Fail	166	140	306	54.2	4.416	0.05

Item 30--HEALTH

	Good Health	Other	Total	%	χ^2	P
Fail	74	38	112	66.1		
Non-Fail	237	72	309	76.7	4.810	0.05

Item 32--ATTITUDE

	Desirable	Other	Total	%	χ^2	P
Fail	84	25	109	77.1		
Non-Fail	283	21	304	93.1	20.825	0.01

Item 37--USE OF DRUGS, DIFFICULTIES

	None Known	Other	Total	%	χ^2	P
Fail	59	54	113	52.2		
Non-Fail	219	92	311	70.4	12.168	0.01

As reported earlier, thirteen items were found to be associated with the Failure/Non-Failure dichotomy. In order to assess the degree of association between a linear combination of these variables and outcome controlled for overlap among variables, multiple regression was performed.

Since many of the variables were nominal in scale and others were quasi-interval with attenuated ranges it was felt that more reliable information could be obtained if these variables were recoded to indicator variables. For example, a variable "Anglo-American" was created which had a value of 1 if the subject was an Anglo-American (code 2 or 7 on Item 7 of the codesheet) and a value of 0 otherwise. In table C-1 is displayed how these indicator variables were created.

APPENDIX C
SUMMARY OF MULTIPLE REGRESSION
ON OUTCOME

TABLE C-1

Codesheet #	Item Title	Indicator Variable	How Recoded
7	Sex & Race	Anglo-American	1 if Item 7=2 or 7 0 otherwise
7	Sex & Race	Negro-American	1 if Item 7=1 or 6 0 otherwise
8	Residence District	Des Moines Resident	1 if Item 8=0 or 1 0 otherwise
11	Number of Prior Arrests	Few Prior Arrests	1 if Item 11=0 or 1 0 otherwise

TABLE C-1 (continued)

Codesheet #	Item Title	Indicator Variable	How Recoded
12	Number of Prior Juvenile Convictions	Few Juvenile Convictions	1 if Item 12=0 or 1 0 otherwise
15	Number of Prior Prison Sentences	No Prior Prison Sentences	1 if Item 15=0 0 otherwise
22	Length of Residence in Area	Short Term Resident	1 if Item 22=0, 1 or 2 0 otherwise
24	Employment Status	Not Employed or Employable	1 if Item 24=0 or 3 0 if Item 24=1 or 2 case excluded otherwise
30	Health	Good Health	1 if Item 30=0 0 otherwise
32	Attitude	Poor Attitude	1 if Item 32=1 0 otherwise
37	Use of Drugs Difficulties	No Known Drug Difficulties	1 if Item 37=0 0 otherwise
10	Age at 1st Offense	Not Recoded	
33	Amount of Attorney Fees	Not Recoded	

The means of these variables and their Pearson product-moment correlations with outcome are shown in Table C-2, on the next page.

TABLE C-2

Variable	Mean	r
Anglo-American	.6506	.129
Negro-American	.3195	-.115
Des Moines Resident	.8871	.082
Few Prior Arrests	.3149	.117
Few Juvenile Convictions	.8209	.107
No Prior Prison Sentences	.7954	.097
Short Term Resident	.2419	.107
Not Employed or Employable	.5771	-.084
Good Health	.7361	.106
Poor Attitude	.1087	-.223
No Known Drug Difficulties	.6529	.165
Age at First Offense	19.41	.094
Amount of Attorney Fees	10.21	.115

These variables were then entered into a step-wise multiple regression procedure with outcome as the dependent variable.* Table C-3 is a summary of the regression for those variables which added significantly to the power of the regression expression (as demonstrated by a regression coefficient significant at $\alpha = .05$).

*Subprogram "regression" of the Statistical Package for the Social Sciences. Norman H. Nie, Dale H. Bent, and C. Hadlai Hall, New York: McGraw-Hill, 1970.

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1 OF 2

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1 OF 2