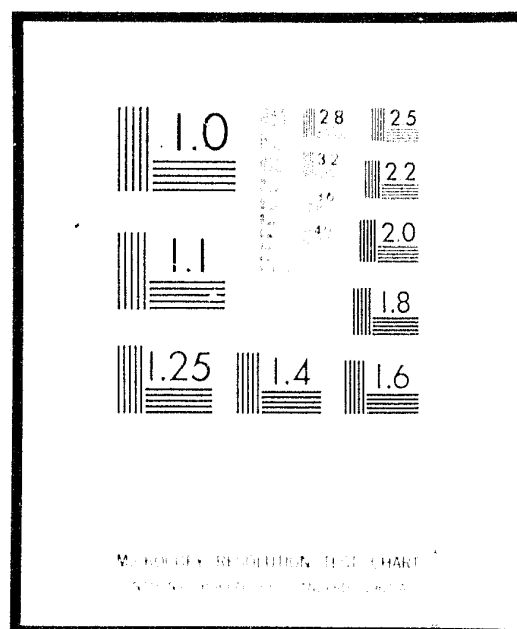


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

REFUNDING EVALUATION REPORT
Release on Recognizance Program

(PH-237-74A)

Submitted to: Evaluation and Monitoring Unit
Governor's Justice Commission
Philadelphia, Pennsylvania

Project Period Evaluated: July 1, 1974-January 31, 1975

Prepared by: Robert A. Wilson

Submitted: March 15, 1975

Date filmed

4/30/76

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SUPERIOR COURT JUSTICE COMMISSION
PROJECT EVALUATION SUMMARY

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EVALUATION INITIATED BY: Philadelphia Region, G.J.C.

PROJECT: Release on Recognizance Program CONTINUATION
 City of Philadelphia NO.: PH-166-73A

SUBGRANTEE: Court of Common Pleas CURRENT NO.: PH-74-C-e3-5-237

EVALUATION CONDUCTED BY: NAME: Dr. Robert Wilson

ADDRESS: 28 Virginia Avenue, Rehoboth, Delaware 19971

DURATION OF PROJECT: July 15, 1974 TO: June 30, 1975

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DATE OF REFUNDING REPORT: March 15, 1975

SECTION I. SUMMARY

The basic functions of the Release on Recognizance Bail Program are to make recommendations to the courts regarding eligibility for release on recognizance (ROR) and to assure that defendants who are released on recognizance appear at hearings and follow other criminal justice procedures during the period prior to adjudication.

Gauged by the following criteria, ROR's performance has improved during the last year: the percentage of the total number of defendants granted ROR, the percentage of all defendants recommended for ROR who are granted ROR, the percentage of defendants who fail to appear (FTA) at scheduled hearings, and the overall efficiency index, which provides a single indicator of project output as compared to project input.

Comparing the Philadelphia ROR project with similar programs in other large cities reveals that this project is considerably more efficient, as judged by both FTA rates and efficiency indices.

In general, ROR is effective in meeting the objectives for which it was designed: to allow defendants to enjoy pretrial freedom and to relieve other segments of the criminal justice system from the burden of detaining and processing defendants. Moreover, without the services of ROR, the criminal justice system would be unable to function in its present form.

RECOMMENDATIONS

Short Term.

1. It is recommended that the work of the project be continued into the future.

2. The reweighting and validation of the ROR point criteria, which are employed to assess defendants' risk of flight, should proceed as quickly as possible. The recommended changes in this procedure should result in a great increase in overall efficiency—both in terms of equity in the administration of justice and in terms of cost effectiveness.
3. ROR should modernize the initial interview with defendants, adopting a procedure whereby as the interview proceeds, information is entered into a remote computer terminal. In this manner complete information (including demographic characteristics, criminal history, verification data, point weightings, etc.) could be entered immediately and bail-risk calculated by an on-line computer technique. This procedure should simplify and speed the ROR process substantially.
4. The project should incorporate both personnel and resources to assure that the ROR point criteria are continuously updated by the statistical procedures developed in connection with this evaluation.
5. Steps should be taken to assure that ROR personnel are represented at all preliminary arraignments. Judges occasionally have difficulty in interpreting and implementing ROR recommendations.
6. ROR should meet regularly with all judges to assess its operations. Through this process ROR would gain valuable feedback, which would result in more effective procedures and increased management information. Judges would profit by gaining a better understanding of the resources available through the Pretrial Services Division.
7. A sample of defendants should be reinterviewed regularly for quality control purposes. This monitoring would result in the elimination of a substantial number of problem areas in interviewing and verifying which currently go uncorrected.

Long Term.

1. Court administration and Pretrial Services Division management should develop a comprehensive plan having a much longer time frame—approximately five years. This long-range plan should consider the following:
 - a. Working conditions at the Police Administration Building remain poor. Noise, overcrowding, and lack of privacy pose serious problems. Somehow this condition must be improved.
 - b. The Pretrial Services Division should expand its operations substantially during the period subsequent to initial

arraignment, but prior to the final court disposition. It is during this period that the Division can become more effective by expanding services (such as conditional release) and by providing recommendations for innovative alternatives to incarceration beyond those which are currently employed. Also, during this period, staff is in a better position to provide much better information both to the defendant and to the courts, and to secure the services of other community resources when necessary.

- c. ROR should explore the feasibility of establishing field offices in neighborhood locations where the majority of defendants live. Planning should take into consideration the efficiencies obtained in other jurisdictions where outreach programs have been tried.
- d. The efficiency indices presented in this report should be expanded and used for management information. Most worthy of additional attention are indicators focusing upon certain classes of defendants—e.g., those having certain demographic characteristics or those charged with certain offenses.
- e. The continuous defendant profile which is currently being developed needs to be expanded and employed as a management information technique. Through this continuously updated profile it is feasible to detect significant trends in defendant flow and to make program adjustments when necessary. Within the next year, the defendant profile should be most useful in analyzing the appropriate kinds of communication techniques for defendants having different bail risks. Through this method, too, substantial gains in efficiency should result.
- f. The administrators of the Court of Common Pleas and Municipal Court should press for an agreement that if the bail for a defendant is small (\$1,000 or less) ROR might be granted immediately, rather than employing lengthy interviews and detailed procedures of ROR or 10% Cash Bail. The District Attorney needs to be brought in on these discussions and a formal agreement reached. Or alternatively, defendants who require only a small amount of bail might be released on an unsecured property bond.
- g. The court administration should provide resources to plan systematically for diversion projects between the initial arraignment and final disposition. This will require a closer liaison with community planning bodies both within the criminal justice area and outside of it including the traditional health, education and welfare agencies in the Philadelphia community.

SECTION II. PROJECT ACTIVITIES

1. Program Goals and Objectives.

The basic functions of the Release on Recognizance Bail Program are to make recommendations to the court regarding eligibility for release on recognizance (ROR) and to assure that defendants who are released on recognizance appear at hearings and follow other criminal justice procedures during the pretrial period.

The ROR Programs goals and objectives are clearly stated in the sub-grant application:

"It is anticipated that the Release on Recognizance Bail Program will: (1) Provide more of the necessary information and recommendations to the court which allows a maximum of defendants pretrial release, particularly through the active use of the investigators. (2) Supply continued information and services to the defendants, the defendants' families, and the community, during the pretrial period. (3) Insure that the vast number of defendants appear at scheduled court appearances through extensive verification and notification procedures. Of heightened importance is the use of the Investigative Unit to prevent failures to appear wherever possible. (4) Decrease the number of failure to appear warrants through personal notification and prior information of the defendants inability to attend court (i.e., hospitalization). (5) Increase the number of defendants who will surrender themselves after failing to appear by extensive post failure to appear notification (phone calls, letters, etc.), and an increased understanding and acceptance of the Investigative Unit and the knowledge that otherwise they will be apprehended. (6) Insure that the fugitive rate remains low, or is made even lower. (7) Provide valuable and continued information on characteristics of defendants throughout the criminal justice system."

The ROR Project continues to integrate itself as a viable part of the criminal justice system in Philadelphia. Its basic task is to provide an alternative to money bail or incarceration for those who can demonstrate that they are good bail risks.

ROR accomplishes this task through an immediate interview with

those that are arrested and brought to the Police Administration Building (PAB). Employing a weighting of various personal factors (length of time lived in Philadelphia, marital status, criminal history, etc.) the defendant is assigned a bail risk classification which is then communicated to the Judge in the form of a recommendation at the preliminary arrignment.

2. Project Activities

During the last 2-1/2 years that ROR has been in operation, over 38,000 defendants have been released without paying money bail. The corresponding figure for the previous corresponding period last year shows that slightly over 25,000 defendants were Released on Recognizance. Through this program, since its inception, over 3 million dollars in money bail were saved.¹

During the current evaluation period (July 1, 1974 - January 31, 1975) the ROR Project remained fully operational. During this time, a newly developed Conditional Release Program became fully operational. This new service, funded by the William Penn Foundation, makes it possible for some defendants, who were not previously eligible for Release on Recognizance or 10% Cash Bail, to be released under supervision of the Pretrial Services Unit while they obtain diagnosis and treatment for certain medical and social problems, e.g., drug addiction, mental health, alcoholism, vocational and family problems.

1. PROPOSAL: CONDITIONAL RELEASE FOR THE CITY OF PHILADELPHIA. Pretrial Services Division, Court of Common Pleas, Philadelphia. July, 1973, P.A. 2.

Also during the last year, the Pretrial Services Divisions Warrant Service Unit, completing its first year of operation, offered additional support in contacting defendants through field visits who previously had been impossible to reach.

An important by-product of this project's evaluation is the development of a new set of criteria for Release on Recognizance. During the last year a carefully selected sample of 1,400 defendants was followed-up for a period of six months to determine (a) risk of failure to appear, (b) risk of slow return to the criminal justice system, and (c) rearrest risk. Based on a mathematical model developed through this evaluation procedure, a new set of weightings has been developed which allow the ROR Unit to make more accurate judgments as to the risk of flight and recidivism. The new criteria, developed in 1974, are currently being tested and validated employing a new sample of defendants. As this system is implemented and adjusted, it should add immensely to the efficiency of decision-making regarding ROR recommendations to the courts.

In sum, the activities during this project period correspond with those specified in the project application. The thrust during the first six months of the funding period has been toward improving efficiency and making adjustments which improve the linkages with the overall criminal justice system in the Philadelphia area.

SECTION III. EVALUATION ACTIVITIES

1. Evaluation Activities to Date.

The current evaluation is a continuation of the previous year's effort. The evaluation plan specifies a complex research design which focuses upon the development of a new set of criteria for Release on Recognizance and upon an analysis and development of operational statistics. Between July 1, 1974 and January 31, 1975 the following tasks were completed:

- a. Presentation of a new procedure for assessing ROR risk. Using this new procedure ROR Interviewers are able to estimate the probability of a defendant's failing to appear, his speed of return to the system if he does fail to appear, the probability of his being rearrested on the same charge, and the probability of his being re-arrested on a different charge. (See ROR score sheet contained in Appendix.)
- b. Development of sampling plan and coding format for data collected to verify the new point system (described in a.).
- c. Development of computer program for court computer system which allows an ROR Interviewer to enter data on a remote terminal and to receive on-line output on FTA risk, slow return risk, and rearrest risk. This new program has been tested and is operational for batch processing (submitted at the court computer). Within the next month the program

will be operational on remote terminals at the Police Administration Building and at the Pretrial Service Division offices on North Broad Street.

- d. Analyzed operational statistics through December, 1974.
- f. Developed new efficiency ratio which gives a comprehensive measure of ROR case input compared to output deficiency (See table 3 of this report).
- g. Interviewed ROR and Warrant Service Unit personnel, Court administrators and selected persons from outside agencies regarding ROR evaluation.
- h. Completed Interim Evaluation Report (January 17, 1975).
- i. Completed Final Evaluation Report (February 6, 1975).
- j. Conducted in-service training for research staff (March 5, 1975).

Beginning in December, 1974, ROR staff, working with the evaluator, developed a method for creating an on-going profile of the ROR caseload. An initial sample of 500 defendants were selected. These records are augmented monthly by an additional 200 defendants - which will ultimately yield a sample of 2,400 defendants per year. After a case has been in the sample for a year it will be replaced by another case from the current month, allowing a continuous update of the profile. This profile will be useful for detecting general trends in the criminal

justice system, for quality control, for other information relating to the characteristics of defendants, and for evaluating the program's impact over a period of time. Even more important, the method will allow a continuous adjustment of the ROR criteria (the ROR point system) which will result not only in more efficiency, but also in greater fairness in the administration of justice. In short, through this method the court will be able to make much more efficient decisions regarding pretrial release and will be able to be more fair in assuring the defendant's rights, while at the same time protecting the community from defendants who are potentially harmful during the period of pretrial release.

2. Data Information Employed in Evaluation.

The most important source of evaluative information is the ROR Unit's Monthly Statistical Report. This document describes both the input of defendants to the system and the system's output in terms of those released on recognizance and their degree of compliance during the release period. During the previous year there was often a several months' lag in issuance of these reports. But this process has now been speeded up to the point where there is less than a one month's lag in issuance of the previous months statistics.

Monthly statistical data are employed regularly, both as a management and as an evaluative tool. The other major source of statistical data for the ROR evaluation consists of monthly pro-

file information entered on to a special form (See ROR Evaluation format, code sheet ROR evaluation, included in Appendix). The coding of this information conforms to the schedule included in the evaluation plan. Prior to the preparation of the Final Evaluation Report (May, 1975) follow-up information on FTA, speed of return, and rearrest will be entered on the unit record. The weightings of the point system, which are a by-product of last year's evaluation, will be validated through a series of multiple regression techniques. At this time, the ROR criteria and their weightings will be readjusted. All data processing is being carried out through the Philadelphia Court's computer center. Overall, the result of this work will be a permanent capacity of the Pretrial Services Division to update the ROR point system.

The following data sources were used in the corporation of this report.

1. Number of defendants interviewed by the ROR Unit (July, 1972 - December, 1974) from ROR Monthly Statistical Report.
2. Total persons granted ROR (July, 1972 - December, 1974) from ROR Monthly Statistical Report.
3. Persons scheduled for hearings (July, 1972 - December, 1974) from ROR Monthly Statistical Report.
4. FTA warrants issued (July, 1972 - December, 1974) from ROR Monthly Statistical Report.

5. Data on "walk-ins" from Warrant Service statistics (1973 and 1974).
6. Interview data from personnel indicated in Section III, Item 1.
7. Data generated from Evaluation Report Supplement Release on Recognizance Bail Program, amended October 15, 1974.
8. Data generated through operational tests of new ROR point criteria, collected November, 1974 - January, 1975, point totals computer through Philadelphia Court computer system.
9. Comparison data with other jurisdictions from various sources, indicated in report.

Reliability and Validity of Data Employed

Monthly statistical data appear to monitor accurately the actions taken by the Pretrial Services Unit and follow-up data on defendants.

Since last year the Pretrial Services Unit has assumed complete responsibility for the service of bench warrants. Previously many of the administrative records were stored in the District Attorney's Detectives Office and the Police Warrant Unit office. Since Pretrial Services now has administrative control over these records, they are now kept in a centralized place; far fewer errors are apparent.

From the evaluator's perspective, it is difficult to relate the ROR operation to other segments of the criminal justice system -- particularly corrections. While some data are available from the Detention Center and are presented here, they do not provide a general indicator of just who among the detention population might be potentially eligible for pretrial release. Stated another way, after the ROR Interviewer finishes his initial contact with the defendant subsequent to arrest, the Pretrial Services Unit may have difficulty keeping track of a defendant. Once a person is incarcerated it is far more difficult for the Pretrial Services Unit (or any arm of the Court) to determine his bail risk and to take action to secure release if this seems justified.

The validity of the Monthly ROR Statistics must be assessed on the basis of what they are used for. These reports are used principally for two purposes: (a) as a management tool for assuring a reasonably even work flow; (b) as an indicator of relative program success which can be used, in turn, to validate the program's impact on the criminal justice system. The data system continues to serve these two purposes well. Turn-around time, preparation and distribution of the report has improved markedly since last year's evaluation, giving both administrators and evaluator more up-to-date information on program activity and impact.

The new data format for creating a profile of ROR defendants is also being used for quality control purposes. Through

a series of systematic reinterviews with defendants, validity and reliability of various data elements -- particularly those which are important in determining eligibility for ROR -- are being tested. This procedure, which will become an integral part of the ROR operation, will also aid in both evaluation and program administration.

No difficulties have been encountered in implementing the evaluation plan. Increasingly, the evaluation assumes a viable role in ROR operations.

3. Scope and Limitations of Evaluation

Fundamentally, this evaluation consists of three components:

1. A monitoring and analysis of monthly statistical data supplied by the ROR Unit.
2. Interviews with ROR staff, other criminal justice personnel (Judges, administrators, persons in private agencies) defendants, and persons from other ROR agencies in other jurisdictions.
3. Selected special evaluation problems:
 - a) The revision of the ROR point system.
 - b) A validation of the new ROR point system.
 - c) Development of on-line computer system to implement the new system.
 - d) Development of a method for securing an on-going profile of ROR defendant population, including sampling, coding, punching, data processing and formatting of report.

- e) In-service training of ROR personnel to implement these new data analysis techniques.

The evaluation, as currently funded, has a capacity to perform the above functions reasonably well. Because this is a well established program, the amount of effort which must go into analyzing the planning of the program is small. Compliance with LEAA regulations is readily monitored because the project is well staffed and well administered. In short, the evaluator can state confidentially that the project is effective -- that it is achieving its basic goals. At this point in the project's history the evaluator can be useful primarily in improving the efficiency of the project by helping project personnel develop certain new management and research techniques.

Feedback to Project

The most concrete result of the present evaluation is the new point system and the supporting data system which provide the capability of an on-line computer operation similar to an automated booking system employed by some police departments. This technique should result in much greater efficiency for the project. Additionally, the capability of project personnel to continuously adjust the point system will prove to be a valuable management tool.

The evaluator has also suggested several other techniques which will be useful in analyzing the monthly operational statistics. One of these techniques, THE EFFICIENCY INDEX, will be

discussed in the next section dealing with project results and analysis. In this report, a number of similar input-output ratios are proposed, which should prove to be valuable in analyzing and managing the program.

The evaluator will also present a series of in-service training sessions on evaluation techniques for project personnel (these sessions began in March, 1975).

The above comprises a list of some of the more concrete by-products of the evaluation. In addition, another role of the evaluator is to question and raise issues to bring into the open many of the underlying conflicts which exist in any program. The evaluator serves as an outside person -- someone who is not an official functionary of the Philadelphia Criminal Justice System -- with whom some of these issues can be discussed and hopefully resolved. Through regular sessions with the administrators of the ROR Program the evaluator hopes that he has been helpful in discussing and resolving some of the important operational problems.

SECTION IV. PROJECT RESULTS AND ANALYSIS

1. Results

In fiscal year 1972-1973 13,020 persons were granted Release on Recognizance. In the subsequent year (FY 1973-1974) ROR was granted to 16,514 defendants, an increase of 27% (Table 1). In the 1972-1973 period ROR was granted to 38% of the persons inter-

viewed at the Police Administration Building. In the last fiscal year, however, this figure increased to 45% yielding a 7% increase in the proportion of persons who eventually obtained ROR. This result suggests an increasing willingness of the judiciary to employ the Release on Recognizance recommendations.

The vast majority of defendants who were granted ROR appeared at the scheduled hearings. For the last six months of 1974 an average of 7.8% of the defendants failed to appear at hearings. (Table 2). The percentage of defendants who willfully failed to appear (the willful FTA rate) between July and September of 1974 was only 6.6%. Comparing the number of FTA warrants issued during the last six months of 1973 with the same period in 1974 reveals a decrease of 347 warrants. (Table 2).

FTA's are classified into two categories -- willful, those who deliberately evade a hearing; and non-willful -- those who miss a hearing because of a legitimate reason, e.g. hospitalization. The aim of the ROR Unit is to decrease the proportion of those failing to appear for both reasons -- willful and non-willful. Both categories of failures to appear decreased during the last fiscal year. (Table 2).

Defendants who have failed to appear at hearings for an invalid reason are listed on bench warrants. All those who have bench warrants yet to be removed are classified as fugitives.

The fugitive rate is reflected in the percentage of those scheduled for hearings in a given month who are also classified as fugitives. The fugitive rate declined from 2.9% to 2.3% during the last fiscal year. (Table 2). The fugitive rate for those recommended for ROR remained almost constant (1.8%), while the fugitive rate for those not recommended for ROR decreased from 5% to 3.7%.

The Efficiency Index

Also shown in this report is a new operational measure of efficiency which we have termed the efficiency index (Table 3). This figure is a ratio of program output to input. The efficiency ratio takes into consideration the number of persons interviewed at the Police Administration Building, the number of persons granted ROR, the number of persons scheduled for hearings and the number of persons appearing at scheduled hearings. In short, in the single number a summary statement of program inputs (in terms of number of persons interviewed at the PAB) and program outputs (those who have appeared in court) is presented. During fiscal year 1972-1973 the efficiency index during the average month was 353.8. In contrast, during the most recent year (FY 1973-1974) the index averaged 424.5, an increase in efficiency of approximately 20%. During the first six months of the present fiscal year (July - December 1974) the efficiency index averaged 420. In sum, the project continues to increase its efficiency, taking into consideration both the proportion of defendants receiving ROR and the proportion of those appearing at

hearings after ROR has been granted.

Another objective specified in the sub-grant application was to produce an increase in the number of fugitives who surrender voluntarily to the Pretrial Services Unit. The number of defendants who surrendered voluntarily ("walk-ins") are shown in Table 4. During 1972 the number of walk-ins averaged 201 persons per month. This figure increased in 1973 to 237. During 1974 (the most recent period) the figure had increased to 286. Some of this increase is attributed to the information conveyed to defendants by the Warrant Service Unit (PH-238-74A). In general, this result reflects an overall improvement of efficiency of the Release on Recognizance Program.

In summary, employing the indicators specified in the sub-grant application, a review of the data suggests that the anticipated results were obtained. The program is effective in terms of those objectives specified in the grant application. This evaluation also clearly indicates, however, that the ROR Program can increase its efficiency in many ways. Recommendations are spelled out in more detail in the recommendation section.

2. Other Factors Impacting the ROR Program.

a. Administrative Structure.

The Pretrial Services Division is an arm of the Philadelphia Court of Common Pleas and Municipal Courts. (In some other jurisdictions ROR Programs are administered by either Corrections or the District Attorney's Office).

Considering the fact that the ROR process is a part of the judicial process, the decision to locate the ROR Program within the aegis of the courts appears to be a wise one. Within the Pretrial Services Division the administrative structure appears to be adequate for the many functions which the unit now performs. Over the years which it has operated the Pretrial Services Division has won increasing acceptance and respect within the criminal justice system. (This is evident in interviews with personnel from the District Attorney's Office, the Police, and the Corrections Department, as well as with persons from outside Corrections from private agencies operating in the criminal justice field). There remains, however, a lack of administrative integration within the major segments of the criminal justice system in Philadelphia -- Courts, Police, District Attorney, Corrections, and Parole. Particularly in the instance of Corrections and the Parole Department, ROR still finds it difficult to determine the status of certain defendants. Because the functions of pretrial services are restricted to the period prior to adjudication, ROR is limited in managing flow through the total system. Similarly the Probation Department is limited to a specific group of persons who must meet certain conditions. Its capacity to manage through the entire system is also limited. Finally, the District Attorney's Office is also interested

in the defendant prior to disposition, again limiting its capacity to follow up and develop the best plan for the individual defendant. Overall, this fragmented pattern results in general discontinuity of service to defendants.

b. Operation and Management.

It was pointed out in the previous evaluation report that interviewers at the Police Administration Building required better training in eliciting information from defendants. It was also pointed out that more specific guidelines for interviewing needed to be developed. A new interviewer's manual has been written and more extensive training is now being offered to the interviewers.

c. Project Personnel.

ROR has experienced less personnel turnover than previously. While the program still employs a large number of young college graduates and part-time law students, as the program becomes more established, it appears that an increasing number of persons view Pretrial Services as a potential career line. In addition, the Court has now begun to implement a new merit system (civil service system) which should specify lines of promotion and lay out a course for long-term career development.

d. The Evaluation Process.

Staff continues to be uniformly enthusiastic and cooper-

ative with the evaluation personnel. ROR personnel have been most receptive to the new ROR point criteria which have been developed as a result of this evaluation.

e. Planning of the Project.

The planning of the project continues to be accurate with respect to forecasted operational parameters and estimating results.

f. Basic Method.

ROR is one segment of a system employed to divert defendants from detention. The key to understanding ROR lies in the point system used to judge risk of flight and recidivism. By its very nature, the point system implies a sensitive balance between two goals -- both releasing as many defendants as possible and incarcerating those who are dangerous to society. The fundamental task for ROR is to maintain the optimal balance. Since the decision of who should be eligible for ROR is based upon prediction of risk of flight (or recidivism), revision of the ROR criteria suggested in this report should aid greatly in improving the basic method of offering service.

g. Level and Timing of Funding.

Funding for the project appears to be barely adequate. The one year planning and funding frame for Governor's

Justice Commission projects, however, is inadequate. Demonstration projects of this type require a time frame of at least five years for adequate planning, funding, implementation, operation and evaluation. The year-to-year nature of project funding operates adversely, particularly in a large scale operating program like this one which processes large numbers of persons.

h. Allocation of Project Resources.

An examination of the project budget reveals no allocations which appear to be in error. ROR still needs to invest more time and effort in making its management information system a more viable operating tool. The program's commitment to continuous revision and updating of the ROR point criteria is laudable. Now that steps have been taken to incorporate this management technique into the program, its value needs to be accepted by other segments of the criminal justice system in order to realize its full potential as a management technique. Because of the highly charged political atmosphere surrounding bail and probation, a great deal of public education also needs to be done in this area. It is recommended that further efforts be made to generate positive media exposure for the ROR Program.

3. Project Impact.

a. Impact on Problems Specified in Grant Application.

Unquestionably, the ROR Project has fulfilled its basic purposes: To enable many defendants to enjoy pretrial freedom, rather than being penalized solely for being poor and to insure that the vast majority of defendants appear at scheduled hearings through the verification and notification system. The data presented verify that these objectives have been achieved.

b. Impact on the Criminal Justice System.

ROR has had a beneficial impact on the overall criminal justice system. The evidence indicates that ROR is superior in every way to the old system of private bondsmen.

ROR is but one of many alternatives to incarceration. Generally, the argument is made that it is both less expensive and more humane to employ this method. The fundamental problem of the composition of the detention population remains. This population continues to include a large number of persons convicted but not sentenced and a large number of prisoners with detainers for probation or parole violations. Included in the final report for this year will be an examination of the detention population with a careful look at a pro-

file of those who are potentially eligible for pretrial services.

4. Alternatives to Current Resource Allocation.

This analysis suggests no alternatives which would lead to more efficiency in allocating resources to achieve the same goals. Over the last year, the evaluator has carefully studied the other ROR projects throughout the nation. In no instance was it apparent that any of these projects was any more efficient than the Philadelphia project. Moreover, the project continues its leadership nationally in the field of release on recognizance. If substantial gains in efficiency are to be made, these will probably not emanate from internal adjustments within the project itself. Rather, gains in efficiency will probably evolve from a better understanding and liaison with the judiciary, with other components of the criminal justice system such as police, parole and corrections, and with a better acceptance of the program within the defendant community. Specific recommendations are made with respect to each of these groups in the recommendation section.

5. Project Success or Failure.

The project has been successful in achieving its goals. Management now needs to monitor carefully its efficiency through careful quality control and its newly developing management information system. It is recommended that additional input-output measures be formulated (such as the efficiency ratio

described in this report) and that these indicators be used regularly as a basis for decision-making and general reflection on the operation of the project.

6. Comparison with Other Projects of this Type.

The Philadelphia Pretrial Services Division, including ROR, Conditional Release, and the Warrant Service Unit, provides a broader scope of services than most similar projects throughout the country. Also, comparing the percentage of total defendants who are released on recognizance, Philadelphia's 46% compares favorably with other cities. In a recent study completed by Wice it was reported that a much lesser percentage of the total defendant population was released on recognizance.² Wice reported release rates for other cities as follows: Los Angeles: 5%, Washington: 31%, San Francisco: 22%, Baltimore: 7%, Indianapolis: 14%, St. Louis, 5%, Chicago: 4% and Atlanta: 4%. Also, FTA rates reported for other jurisdictions are as follows: 28% in Cleveland,³ 7% in Washington, D.C.,⁴ 9.9% in New York City.⁵

² Paul B. Wice. Freedom For Sale: A National Study of Pretrial Release. Lexington, Massachusetts: D.C. Heath and Company, 1974, p.118.

³ Predicting Defendant Appearance, Thomas J. Larkin, Court Management Project. Cleveland, Ohio, November, 1973.

⁴ District of Columbia Bail Agency, Philadelphia Court Bail Program, Pretrial Release Program Comparative Study, Bruce D. Beaudin, et al., 1972, p.175.

⁵ City of New York, Pretrial Services Agency Operations Report, December, 1973. Table 1.

Philadelphia's 7.3% FTA rate appears to be relatively low, as compared to these other jurisdictions, suggesting that the project's efficiency is better than average.

Still another way of comparing the Philadelphia project with those of other cities is to compute an efficiency index for each jurisdiction (Table 5). This figure, discussed earlier, takes into consideration the proportion of the defendant population which is released on recognizance as well as the failure to appear rate. Based on data from nine major cities, the Philadelphia project is considerably more efficient than any other jurisdiction. Washington's efficiency index is closest (307 as compared to Philadelphia's 425) while Chicago's is lowest (209). Thus, while the FTA rate is a conservative index of measuring the failure of a project, the efficiency ratio is a more comprehensive measure of success. Success, in this ratio, combines the goal of releasing as many defendants (who are good bail risks) as possible with that of keeping the FTA rate low. This figure then is actually an optimization index which monitors the balance between the release rate and the failure to appear rate, whereas the failure to appear rate, by itself, is a minimization measure. Used alone, the FTA rate addresses only the goal of minimizing the number of defendants who fail to appear and who are potential problems in the community. The release rate, by itself, in contrast, is a maximization measure, which addresses only the goal of releasing as many defendants as possible, irrespective of the

consequences. The efficiency index combines both minimization and maximization criteria into one optimization measure.

Based on this new procedure employing the comparative efficiency measures which are available, Philadelphia's program appears more efficient than other programs in major cities.

6. Further Issues.

Recommendations concerning ramifications of this project to the total criminal justice system are made in Section 5, Findings and Recommendations.

7. Project Costs - Benefits.

Based on the average detention cost of \$19.00 per day (which is considered to be a low estimate) and assuming conservatively that the 16,500 defendants released annually on ROR would spend a week each in jail, in the absence of an ROR Program detention costs alone would be \$2,196,000.00 per year. This estimate does not of course take into account the other costs to the criminal justice system, let alone the lost wages, lost taxes, welfare costs, the cost of human suffering and other social costs such as divorce and mental illness which are linked with incarceration. Moreover, without the ROR Program, new detention facilities would be required, the current cost of which is estimated to be over \$30,000 per detainee.⁶

⁶ Conditional Release for the City of Philadelphia, Pretrial Services Division, 1973, pp. j12-j15.

V. FINDINGS AND RECOMMENDATIONS

1. Conclusions.

a. Achievement of Project Objectives.

The ROR Program has met its objectives for the fiscal year, July, 1974 - June, 1975.

ROR is successful in terms of accepted management standards, including FTA rates, fugitive rates, total number of persons released, and the newly developed efficiency ratios.

Judged by external criteria, including the declining detention population ROR has also made a substantial impact on this problem.

The ROR Project appears to fulfill an important need in providing a viable alternative to money bail. ROR in Philadelphia has become an indispensable part of the criminal justice system.

b. Impact on the Problem.

No citizen of Philadelphia is denied bail simply because he lacks the funds. In this sense the system has almost completely replaced the old system of bail bondsmen which preceded it. While the ROR criteria do reflect middle class standards of community stability (employment, long stable residence in the city, marriage, and the absence of a criminal record) these criteria are

predictive of appearance in court and compliance with law during the pre-trial period. The criteria, then, do support the program goals and will do so even more efficiently as new weightings are developed.

c. Cost Effectiveness.

As specified in the previous section, the project is effective as an alternative to incarceration. Estimated savings in detention costs approximate 1-1/2 million dollars annually, as compared to the total project cost of less than one-half million dollars annually resulting in a net gain of one million dollars per year.

d. Success Factors.

The project was originally well planned, with the benefit of several pilot projects which established a clear process for granting release on recognizance. Staffing and funding are adequate. The strongest factors resulting in the success may be traced to good management and leadership which provides a strong stimulus at the local level and leadership at the national level.

2. Recommendations.

a. Appropriateness and Practicality of Project Objectives.

Objectives appear adequate, appropriate and practical for the project as currently designed. ROR functions primarily to make a recommendation prior to arraignment.

If ROR becomes more involved with post-arraignment interviews, staff will be able to provide much more information, counseling, and referrals which will help the defendants to understand the workings of other community agencies, and to take advantage of the resources which are available in the community.

b. Value of Basic Method and Approach.

ROR has been demonstrated to be a viable alternative to incarceration both at the local and national levels. Some of the larger communities have decentralized the ROR operation, opening neighborhood branches and becoming more involved with neighborhood institutions, thereby achieving better communication with defendants and making the bureaucratic character of the courts less oppressive. It is recommended that the Philadelphia project explore innovations at the neighborhood level as conducted by some of the other large cities. Should ROR become more involved in post-arraignment procedures, i.e., counseling, conditional release, and other interventions prior to final disposition, these services might be made more palatable by offering them in neighborhood locations and employing some indigenous neighborhood residents in this capacity.

Given the current one year planning frame, which is a by-product of the LEAA funding cycle, internal adminis-

tration of the project is adequate. However in terms of long term planning, particularly by the administration of the Court of Common Pleas and Municipal Court, long term planning (having at least a five year time frame) needs to be performed. Particularly important is the program's liaison with the Probation Department and Corrections Department regarding the flow of cases through the system. A great deal of attention also needs to be given to an examination of the community resources which are available for Conditional Release. Of particular importance are the services in the area of alcoholism rehabilitation, employment counseling and other psychiatric services which are required by a large number of defendants. In order to perform this analysis, the court must develop an in-depth profile of defendants which includes a careful analysis of problems, diagnosis, prognosis and treatment. In other words, to be successful in diversion efforts, the Court will have to become active in analyzing the social service gaps in the community and in planning to fill these gaps. This can only be achieved by careful research and planning at the court administrative level.

4. Modifications and Objectives Methods and Operations.

1. The validation and reweighting of ROR point criteria should proceed as quickly as possible. Comparing

the new weightings, derived through mathematical modeling with the old weightings, developed originally by the Vera Project (1961) by asking bondsmen their subjective estimates, we find substantial discrepancies in the weightings. The old weighting system totally neglects the defendant's age in predicting bail risk. The new system, in contrast, finds age of the defendant to be one of the most important factors in assessing bail risk. (Table 6). The old system gives a substantial weighting to family contacts (marriage, living with family, etc.); the new system, in comparison, gives a much more modest weighting to these factors. The old system gives only a moderate weighting to the defendant's prior criminal record. The new system gives prior record a weighting of over 2-1/2 times the old system. These are important modifications in basic ROR procedure. In terms of overall efficiency, the employment of these new criteria should result in a large improvement in the efficiency index.

2. The project needs to build in resources to assure the continuous reassessment and reweighting of the point system.
3. The project should expand its activities substantially in the period following the initial arraignment

but prior to the final court disposition. It is during this time that the Pretrial Services Division can be most useful in expanding its role in conditional release and in providing general counseling to defendants who are in need of help, irrespective of the final disposition of the court.

4. The Court administration should provide resources to plan systematically for diversion projects between the initial arraignment and final disposition. This will require a closer liaison with community planning bodies both within the criminal justice area and in outside agencies, including the traditional health, education and welfare agencies in the Philadelphia community.
5. Some of the conditions indicated last year by ROR interviewers persist:
 - a. Working conditions at the Police Administration Building are poor. Noise, overcrowding and lack of privacy still pose serious problems. Somehow this condition needs to be improved.
 - b. A re-interview with a sample of defendants needs to be carried out regularly for quality control purposes. Re-interviews should be done by persons other than those who conducted the initial interview. The information should be

cross-checked. Using a random sampling plan, it will be possible to determine trouble spots in both the interviewing and verification process.

6. In connection with its post-arraignment activities and conditional release activities, the Pretrial Services Division should explore the possibility of establishing field offices in neighborhood locations where the majority of defendants reside. Administrators should make a careful analysis of similar operations in other cities.
7. Often no one from ROR is present at preliminary hearings. Apparently this makes it difficult for Judges to interpret ROR recommendations and reports at certain times. This problem needs to be remedied.
8. ROR should interview judges to determine the usefulness of reports and their understanding of same.
9. The administrators of the Court of Common Pleas and Municipal Court should press for an agreement that if the bail for a defendant is small (\$1,000 or less) the defendant might be released on an unsecured appearance bond. The District Attorney needs to be brought in on these discussions and a formal agreement reached.
10. The administration of the Court of Common Pleas and

Municipal Court should convene the judges regularly in order to discuss the administration of ROR and to develop a more effective means of employing ROR in the administration of justice.

11. ROR should establish an automated interviewing procedure whereby while the defendant is being interviewed, information is entered into a remote computer terminal via a typewriter keyboard. In this manner the complete record, verification, ROR criteria and point estimates could be entered immediately and bail risk calculated by an on-line computer system. This procedure would simplify and speed the ROR process enormously.

d. Cost of the Project.

It is recommended that two principal resources be added to the ROR Project.

1. The capacity for planning and development for the general diversion area during the time between the initial arraignment and disposition.
2. Resources should be supplied to develop the automated interview and point criteria procedures recommended in point 9 above.

In general, cost of the project appear to be in line with other projects of this type. Planners for both

the City of Philadelphia and the Governor's Justice Commission need to come to grips with the fact that the ROR project is no longer an experiment, but rather is rapidly assuming one of the most important functions in the Philadelphia court system. Long term planning and permanent funding need to be assured.

e. Continuation of the Project.

This project should receive the highest priority from both the city and the Governor's Justice Commission. ROR has become such an institutionalized feature of the criminal justice system in Philadelphia that the entire process would cease to operate were this function not performed.

f. The Evaluation of the Project.

The evaluation of this project needs to be expanded in three principal areas:

1. Additional work needs to be done in the development of efficiency ratios, like the one presented in this report. Probably worthy of most attention are measures which are developed for certain types of defendants, i.e., those having certain demographic characteristics or committing certain kinds of crimes.
2. The defendant profile which is currently being developed needs to be further developed and used for

management purposes. Through this technique it will be possible to detect trends in the defendant flow and to make program modifications when necessary. The profile should be most useful presently in analyzing the appropriate kinds of communication techniques for defendants having different personal characteristics. Areas needing further exploration in more detail will be identified through this technique.

3. The ROR point criteria should be continuously validated and reweighted. This requires periodic computer analysis and analysis of the weightings through multiple regression procedures. The new weighting system, as presently evolved, contains 16 factors each with different weightings which are somewhat tedious to compute manually. As the ROR Unit moves toward computerization of its interview and recording procedures, the criteria should be continuously simplified and updated. This procedure must become an on-going part of the evaluation.

3. Policy Implications.

The Philadelphia Bail Project should serve as a model for other projects throughout the state and throughout the nation. The Governor's Justice Commission should encourage and support actively the dissemination of findings and the use of the techniques

employed. In the current repressive climate of public opinion, particularly in the City of Philadelphia, which has suffered an inordinate number of highly publicized violent crimes, it is difficult to sell, both to the public and the politicians, the idea of pretrial release. When a project with this kind of success exists, its story needs to reach the public. Also the Governor's Justice Commission should also establish policies which reward the use of a systematic point system of ROR criteria and all jurisdictions throughout the commonwealth. Since this valuable programatic technique has been pioneered by the Philadelphia program, the methods should be made available as a prototype wherever possible.

APPENDIX

Equal Employment Opportunity Commission Compliance

1. The Philadelphia Court of Common Pleas and Municipal Court has filed an Equal Opportunity Program Plan which includes both the Release on Recognizance Program and the Investigation and Warrant Service Unit project. This plan confirms to EEOP guidelines.
2. The Pretrial Services Division has provided evidence that it is carrying out all of the guidelines as specified.

A project breakdown by position, ethnicity, and sex as specified in Governor's Justice Commission Evaluation guidelines is shown on the following tables. The project appears to be in compliance with these guidelines.

A written EEO plan is on file with the Personnel Office of the Court of Common Pleas. In addition to the standards outlined in this plan, the Pretrial Services Division has affirmatively pursued nondiscriminatory hiring in the following ways: (1) Job preference is given to any fluent in Spanish. (2) The prior experience requirement has been waived for minority group members. (3) A policy of active recruitment has been pursued through community and minority based organizations, such as the Black Law Students Organization, the Spanish Speaking Council, and the Mayor's Spanish Speaking Advisory Council.

EQUAL EMPLOYMENT OPPORTUNITY PROGRAM CERTIFICATION

I, Dewaine L. Gedney, Jr., certify that the
(person filing application)

Pretrial Services Division has formulated
(criminal justice agency)

an equal employment opportunity program in accordance with

28 CFR 42.305, et. seq., Subpart K, and that it is on file in the

office of Court of Common Pleas
(name and title)

at City Hall
(address)

for review or audit by officials of the Pennsylvania Governor's

Justice Commission or the United States Law Enforcement Assistance

Administration, as required by relevant laws and regulations.

Dated: 9 May 1974

Dewaine L. Gedney, Jr.

See attached statement.

TABLE A
POSITION LEVEL BY ETHNICITY
Release on Recognizance
and
Investigation and Warrant Service Unit
March 1975

| Position Levels | Salary Ranges | Negro | Spanish | Asian Amer. | Women | Total |
|-----------------|-----------------|-------------|------------|-------------|-------------|-------|
| PR-25 | \$15,184-16,829 | | | | 1 100% | 1 |
| PR-22 | 13,461-14,871 | 2 66.7% | | | | 3 |
| PR-17 | 11,613-12,776 | | | | 2 100% | 2 |
| PR-16 | 11,309-12,428 | | | | 1 100% | 1 |
| PR-15 | 11,039-12,114 | 2 50% | | | | 4 |
| PR-12 | 10,263-11,211 | | | | 1 100% | 1 |
| PR-11 | 9,996-10,907 | | | | 1 100% | 1 |
| PR-10 | 9,697-10,567 | 13 86.7% | 2 13.3% | | | 15 |
| PR-8 | 9,128-9,922 | 1 100% | | | 1 100% | 1 |
| PR-7 | 8,801-9,550 | | | | 2 100% | 2 |
| PR-6 | 8,439-9,143 | 4 19% | 1 5% | | 7 33.3% | 21 |
| PR-3 | 7,366-7,921 | 3 37.5% | | | 8 100% | 8 |
| Totals | | 25 39.1% | 3 5% | 0 | 24 37.5% | 64 |

TABLE 1
RELEASE ON RECOGNIZANCE OPERATING TRENDS
July 1972 - December 1974

| | Jul. | Aug. | Sept. | Oct. | Nov. | Dec. | Jan. | Feb. | Mar. | Apr. | May | June | TOTAL |
|---|------|------|---------------------|------|------|------|---------------------|------|------|------|------|------|--------|
| Total Persons Interviewed by R.O.R. Unit | 2885 | 2953 | <u>1972</u> 2689 | 2938 | 2776 | 3000 | <u>1973</u> 2868 | 2691 | 3167 | 2725 | 2803 | 2646 | 34,141 |
| | 2671 | 2840 | <u>1973</u> 3051 | 3289 | 3277 | 3012 | <u>1974</u> 3025 | 2789 | 3310 | 2887 | 2880 | 2935 | 35,972 |
| | 3015 | 3178 | <u>1974</u> 3243 | 3483 | 3445 | 3147 | | | | | | | |
| Total Persons Granted R.O.R. | 871 | 963 | <u>1972</u> 995 | 1077 | 972 | 1106 | <u>1973</u> 992 | 1188 | 1362 | 1211 | 1197 | 1086 | 13,020 |
| | 1214 | 1326 | <u>1973</u> 1416 | 1570 | 1559 | 1418 | <u>1974</u> 1333 | 1284 | 1585 | 1278 | 1241 | 1290 | 16,514 |
| | 1360 | 1346 | <u>1974</u> 1429 | 1615 | 1614 | 1511 | | | | | | | |
| Persons Scheduled For Hearings | 2928 | 3095 | <u>1972</u> 3062 | 3334 | 3106 | 2871 | <u>1973</u> 2834 | 2435 | 2841 | 2894 | 3211 | 2885 | 35,496 |
| | 2905 | 3361 | <u>1973</u> 3298 | 3672 | 3270 | 2976 | <u>1974</u> 3477 | 3378 | 3546 | 3918 | 4428 | 3419 | 41,648 |
| | 2949 | 2643 | <u>1974</u> 2757 | 2610 | 2724 | 2923 | | | | | | | |

TABLE B
POSITION LEVEL BY ETHNICITY
Release on Recognizance
and
Investigation and Warrant Service Unit
March 1975

| Position Levels | Salary Ranges | Negro | Spanish | Asian Amer. | Women | Total |
|---|---------------------|-------|---------|----------------|-------|-------|
| PR-25 | \$15,184- 16,829 | | | | 100% | 100% |
| PR-22 | 13,461- 14,871 | 67% | | | 0% | 100% |
| PR-17 | 11,613- | | | | 100% | 100% |
| PR-16 | 11,309- 12,428 | | | | 100% | 100% |
| PR-15 | 11,039- 12,114 | 50% | | | 0% | 100% |
| PR-12 | 10,263- 11,211 | | | | 100% | 100% |
| PR-11 | 9,996- 10,907 | | | | 100% | 100% |
| PR-10 | 9,697- 10,567 | 72% | 11% | | 0% | 100% |
| PR-8 | 9,128- 9,922 | 100% | | | 100% | 100% |
| PR-7 | 8,801- 9,550 | | | | 100% | 100% |
| PR-6 | 8,439- 9,143 | 19% | 5% | | 33% | 100% |
| PR-3 | 7,366- 7,921 | 38% | 0% | | 100% | 100% |
| Total | | 39% | 5% | 0% | 38% | 100% |
| Phila. Standard Metropolitan Statistical Area | | | | | | |
| | | 18% | 1% | 0% | 52% | |

TABLE 3
RELEASE ON RECOGNIZANCE OPERATING TRENDS

| Item | Jul. | Aug. | Sept. | Oct. | Nov. | Dec. | Jan. | Feb. | Mar. | Apr. | May | June | TOTAL |
|---|------|------|-------|------|------|------|------|------|------|------|------|------|-------|
| Recommended ROR Fugitive Rate ¹ | | | 1972 | | | | 1973 | | | | | | |
| | 2.0% | 1.5% | 1.4% | 2.3% | 2.0% | 1.8% | 1.3% | 1.3% | 1.5% | 2.4% | 1.2% | 1.2% | 1.7% |
| | 3.0% | 1.7% | 1.6% | 2.5% | 1.8% | 1.6% | 1.5% | 1.1% | 0.9% | 1.9% | 1.8% | 2.1% | 1.8% |
| | 2.4% | 2.3% | 2.3% | | | | | | | | | | |
| Not Recommended for ROR Fugitive Rate ² | | | 1972 | | | | 1973 | | | | | | |
| | 5.4% | 8.6% | 8.8% | 6.9% | 6.9% | 4.6% | 4.8% | 3.5% | 2.8% | 3.7% | 3.5% | 1.0% | 5.0% |
| | 4.6% | 3.4% | 2.7% | 3.7% | 4.3% | 3.5% | 4.5% | 1.8% | 3.1% | 4.0% | 4.6% | 4.6% | 3.7% |
| | 4.4% | 4.3% | 5.3% | | | | | | | | | | |
| Efficiency Index ³ | | | 1972 | | | | 1973 | | | | | | |
| | 276 | 300 | 340 | 338 | 328 | 347 | 326 | 412 | 399 | 406 | 396 | 378 | 353.8 |
| | 411 | 426 | 426 | 438 | 439 | 433 | 405 | 439 | 452 | 415 | 401 | 409 | 424.5 |
| | 417 | 410 | 405 | 406 | 435 | 446 | | | | | | | |

¹Fugitive Rate (See Footnote #3) for those recommended for ROR.

²Fugitive Rate (See Footnote #3) for those not recommended for ROR.

³ Σ Persons Granted ROR \div Σ Persons Interviewed at Police Administration Building \times Σ Persons Appearing at Scheduled Hearings \div Persons Scheduled to Appear at Hearings \times 1000.

TABLE 2
RELEASE ON RECOGNIZANCE OPERATING TRENDS

| | Jul. | Aug. | Sept. | Oct. | Nov. | Dec. | Jan. | Feb. | Mar. | Apr. | May | June | TOTAL |
|----------------------------------|------|------|-------|------|------|------|------|------|------|------|------|------|-------|
| FTA Warrants Issued | | | 1972 | | | | 1973 | | | | | | |
| | 250 | 247 | 250 | 256 | 192 | 167 | 162 | 163 | 206 | 248 | 233 | 230 | 2,604 |
| | 279 | 294 | 272 | 302 | 253 | 237 | 279 | 155 | 200 | 247 | 308 | 235 | 3,061 |
| | 217 | 239 | 225 | 203 | 195 | 211 | | | | | | | |
| Total FTA Rate ¹ | | | 1972 | | | | 1973 | | | | | | |
| | 8.5% | 8.0% | 8.2% | 7.7% | 6.2% | 5.8% | 5.7% | 6.6% | 7.2% | 8.6% | 7.3% | 8.0% | 7.9% |
| | 9.6% | 8.7% | 8.2% | 8.2% | 7.7% | 8.0% | 8.0% | 4.6% | 5.6% | 6.3% | 7.0% | 6.9% | 7.3% |
| | 7.4% | 9.0% | 8.2% | 7.8% | 7.2% | 7.2% | | | | | | | |
| Willful FTA Rate ² | | | 1972 | | | | 1973 | | | | | | |
| | 6.6% | 6.6% | 6.6% | 6.3% | 6.1% | 4.2% | 3.2% | 4.3% | 5.2% | 5.8% | 5.0% | 5.2% | 5.4% |
| | 6.7% | 6.9% | 6.8% | 7.1% | 6.5% | 6.7% | 6.4% | 3.8% | 4.5% | 5.1% | 6.0% | 6.2% | 6.1% |
| | 6.0% | 7.6% | 6.1% | | | | | | | | | | |
| Fugitive Rate ³ | | | 1972 | | | | 1973 | | | | | | |
| | 2.7% | 2.9% | 8.0% | 3.3% | 2.5% | 3.3% | 2.0% | 1.8% | 1.8% | 2.7% | 1.8% | 2.2% | 2.9% |
| | 3.4% | 2.1% | 1.9% | 2.8% | 2.5% | 2.1% | 2.2% | 1.2% | 1.4% | 2.4% | 2.5% | 2.9% | 2.3% |
| | 3.1% | 2.9% | 3.4% | | | | | | | | | | |

¹Ratio of FTA Warrants issued to Total Persons Scheduled for Hearings.

²Ratio of those missing hearings for invalid reasons to Total Persons Scheduled for Hearings.

³Ratio of those with outstanding Bench Warrants to Persons Scheduled for Hearings.

TABLE 4
NUMBER OF FUGITIVES
SURRENDERING VOLUNTARILY BY MONTH
May 1972-December 1974

| | 1972 | | 1973 | | 1974 | |
|---------|--------|-------------------|--------|-------------------|--------|-------------------|
| | Number | Moving Average | Number | Moving Average | Number | Moving Average |
| Jan. | * | - | * | - | | |
| Feb. | * | - | * | - | | |
| March | * | - | * | - | | |
| April | * | - | * | - | 324 | |
| May | 243 | 234.2 | 217 | 259.3 | 272 | 302.0 |
| June | 200 | 225.7 | 264 | 232.7 | 310 | 307.0 |
| July | 260 | 230.7 | 217 | 252.3 | 339 | 301.3 |
| August | 217 | 205.7 | 276 | 242.7 | 255 | 302.3 |
| Sept. | 215 | 216.7 | 235 | 257.7 | 313 | 273.0 |
| Oct. | 185 | 224.7 | 262 | 240.3 | 251 | 259.0 |
| Nov. | 250 | 242.7 | 224 | 228.0 | 213 | 254.0 |
| Dec. | 239 | 242.3 | 198 | | 298 | |
| AVERAGE | 201 | | 237 | | 286 | |

*Data unavailable

TABLE 5
ROR EFFICIENCY INDICES FOR 9 CITIES¹

| | |
|---------------|-----|
| Philadelphia | 425 |
| Los Angeles | 46 |
| Washington | 307 |
| San Francisco | 210 |
| Baltimore | 70 |
| Indianapolis | 140 |
| St. Louis | 43 |
| Chicago | 29 |
| Atlanta | 38 |

¹Philadelphia data computed from monthly ROR statistics. Data for other cities from Paul B. Wice, *Freedom For Sale: A National Study of Pretrial Release*. Lexington, Massachusetts: D.C. Heath and Company, 1974, p. 118.

TABLE 7
PHILADELPHIA DETENTION POPULATION
1971 through 1974*

| Date | Category Under Sentence | Detentioners | Total |
|---------------|----------------------------|--------------|-------|
| December 1971 | 521 | 2,071 | 2,592 |
| December 1972 | 400 | 2,320 | 2,720 |
| December 1973 | 429 | 1,974 | 2,403 |
| December 1974 | 482 | 1,834 | 2,323 |

*All information from Philadelphia Detention Center for a single day during the month indicated.

TABLE 6
COMPARISON OF RELATIVE WEIGHTINGS OF CURRENT POINT SYSTEM WITH PROPOSED NEW SYSTEM*

| | Current System Criteria | | New FTA | | New Slow Return | | New Rearrest Same Charge | | New Rearrest Different Charge | | New System Weighted |
|---|-------------------------|-------|---------|-------|-----------------|-------|--------------------------|------|-------------------------------|-------|---------------------|
| | Pts. | % | Pts. | % | Pts. | % | Pts. | % | Pts. | % | Avg. 1-4 |
| Residence and Community Ties ¹ | 4 | 19.0 | 371 | 21.0 | 1367 | 42.2 | 130 | 5.0 | 341 | 8.8 | 19.3 |
| Family Points ² | 4 | 19.0 | 29 | 1.6 | 84 | 2.6 | 37 | 1.4 | 68 | 1.7 | 1.8 |
| Economic and Employment ³ | 4 | 19.0 | 189 | 10.7 | 536 | 16.5 | 491 | 19.0 | 380 | 9.8 | 14.0 |
| Prior Record Points ⁴ | 4 | 19.0 | 976 | 55.1 | 589 | 18.2 | 1629 | 63.0 | 1851 | 47.5 | 46.0 |
| Character Points ⁵ | 5 | 24.0 | 16 | 1.0 | 84 | 2.6 | 87 | 3.4 | 59 | 1.5 | 2.1 |
| Age ⁶ | Omitted | | 189 | 10.7 | 581 | 17.9 | 210 | 8.1 | 1197 | 30.7 | 16.9 |
| TOTAL | 21 | 100.0 | 1770 | 100.1 | 3241 | 100.3 | 2584 | 99.9 | 3896 | 100.0 | 100.1** |

*Weightings reflect theoretical maximum of total allowable points.

**Reflects weighted average.

¹Under current system includes: (a) length of time lived in Philadelphia, (b) length of time at present residence, (c) length of time at prior residence. Under revised system includes: (a) length of time at present address, (b) whether phone at address, (c) whether defendant has identification on person, (d) utilities under defendant's name, and (e) resides in owner occupied dwelling unit.

²Under current system includes: (a) whether living with family and (b) contacts with family members. Under new system includes (a) whether living with spouse, (b) whether defendant is married.

³Under current system includes: (a) whether employed, (b) whether employer will retain defendant. Under revised system includes: (a) amount of money owed, (b) whether employed and (c) length of time on present job.

⁴Under current system includes: (a) felony convictions and (b) misdemeanor convictions. Under revised system includes: (a) previous FTA record, (b) 6-month prior arrest record for same charges and different charges, (c) FTA's in last six months, and (d) arrest record for past 15 years.

⁵Under current system includes: (a) FTA record and (b) evidence of alcohol or drinking problem. Under revised system includes urinalysis re: heroin or morphine only.

⁶Age not included in current system.

CODE SHEET CRITERIA EVALUATION

| | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|---------------------|---|---|---|---|---|---|----------------------|---|----|----|-----|----|-------------|----|-------|----|-------|----|--------------------|----|-----------------|--|------------------|--|---------|--|-------------|--|--------------------|--|--------------|--|
| POLICE PHOTO NUMBER | | | | | | 7 | MO & YR OF INTERVIEW | | | | SEX | | YR OF BIRTH | | IDENT | | PHONE | | LENGTH OF PRES RES | | LIVES W/ SPOUSE | | PAYS RENT OR MTG | | MARITAL | | PRES EMPLOY | | PRES EMPLOY LENGTH | | LOAN PAYMENT | |
| 1 | 2 | 3 | 4 | 5 | 6 | | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | | | | | | | | | | | |

| | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|------------|--|------------------|--|---------------|--|---------------|--|-------------|--|-------------------|--|--------------|----|-----------|--|---------|--|----------------|--|--------------------|--|-------------|--|-------------|--|---------------------|--|
| OPIATE USE | | RESIDENCE POINTS | | FAMILY POINTS | | EMPLOY POINTS | | CHAR POINTS | | PRIOR REC. POINTS | | TOTAL POINTS | | UTILITIES | | NO. FTA | | FTA PAST 6 MOS | | WILLFUL FTA- 6 MOS | | ARREST SAME | | ARREST DIFF | | TOTAL PRIOR ARRESTS | |
| 23 | | 24 | | 25 | | 26 | | 27 | | 28 | | 29 | 30 | 31 | | 32 | | 33 | | 34 | | 35 | | 36 | | 37 | |

COLUMN 13

57 - 55 = 1
54 - 53 = 2
52 - 50 = 3
49 - 45 = 4
44 - 35 = 5
34 - 25 = 6
24 - 15 = 7
14 - 01 = 8

COLUMN 16

5 = UNKNOWN
1 = Less than 3 months
2 = 3 mos. to 6 mos.
3 = 7 mos. to 1 year
4 = 13 mos. to 24 mos.
5 = 2 yrs. 1 mo. to 5 yrs.
6 = 6 yrs. to 15 yrs.
7 = 16 yrs. to 20 yrs.
8 = over 20 yrs. less than life
9 = life

COLUMN 21

0 = UNEMPLOYED
2 = UNKNOWN
1 = Less than 3 mos.
2 = 3 - 6 mos.
3 = 7 - 12 mos.
4 = 13 - 24 mos.
5 = 2 yrs. 1 mo. - 5 yrs.
6 = 5 yrs. 1 mo. - 10 yrs.
7 = 10 yrs. 1 mo. or more

COLUMN 22

0 = NONE
1 = \$1 - 19.99
2 = \$20 - 49.99
3 = \$50 - 99.99
4 = \$100 - 199.99
5 = \$200 - 299.99
6 = \$300 - or over
0 = UNKNOWN

OUTSTANDING FUGITIVE WARRANTS,
LISTED BY COURT COMPUTER SYSTEM
(January 30, 1975)

| | | | | | |
|-----------|------|------|------|-------|--|
| | 1971 | 1972 | 1973 | 1974 | |
| January | 49 | 16 | 50 | 108 | |
| February | 40 | 28 | 27 | 91 | |
| March | 44 | 22 | 34 | 107 | |
| April | 44 | 25 | 47 | 118 | |
| May | 32 | 50 | 44 | 125 | |
| June | 40 | 33 | 58 | 120 | |
| July | 43 | 43 | 64 | 113 | |
| August | 12 | 34 | 69 | 160 | |
| September | 20 | 50 | 65 | 153 | |
| October | 13 | 57 | 80 | 176 | |
| November | 38 | 45 | 91 | 162 | |
| December | 26 | 35 | 92 | 190 | |
| TOTAL | 401 | 438 | 721 | 1,623 | |

END