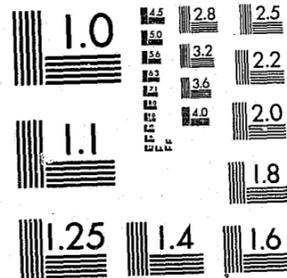


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U. S. DEPARTMENT OF JUSTICE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION		CATEGORICAL GRANT PROGRESS REPORT	
GRANTEE Pierce County	LEAA GRANT NO. DF-79-27-0068	DATE OF REPORT 3/10/81	REPORT NO. 6
IMPLEMENTING SUBGRANTEE Pierce County Sheriff's Office	TYPE OF REPORT <input type="checkbox"/> REGULAR <input checked="" type="checkbox"/> FINAL REPORT <input type="checkbox"/> SPECIAL REQUEST		
SHORT TITLE OF PROJECT Phase II Pre-Trial Detainee/Jail Overcrowding		GRANT AMOUNT \$150,969.00	
REPORT IS SUBMITTED FOR THE PERIOD FINAL		THROUGH	
SIGNATURE OF PROJECT DIRECTOR <i>Kathryn S. Bail</i>		TYPED NAME & TITLE OF PROJECT DIRECTOR Kit Bail, MSW Director, Central Intake Services	
COMMENCE REPORT HERE (Add continuation pages as required.)			
Please see attached for narrative/statistical reports.			
U.S. Department of Justice National Institute of Justice This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice. Permission to reproduce this copyrighted material has been granted by <u>Public Domain</u> <u>LEAA, U.S. Dept. of Justice</u> to the National Criminal Justice Reference Service (NCJRS). Further reproduction outside of the NCJRS system requires permission of the copyright owner.			
81126			
RECEIVED BY GRANTEE STATE PLANNING AGENCY (Official) <i>Robert M. Anderson</i>			DATE 3/19/81

No other benefits may be paid out under this program unless this report is completed and filed as required by existing law (74-7; Omnibus Crime Control Act of 1976).
 LEAA FORM 4587/1 (REV. 2-77) REPLACES EDITION OF 10-75 WHICH IS OBSOLETE.

I. Narrative Report of Phase II Project Activity

A. Introduction

Phase II of the Pre-Trial Detainee and Jail Overcrowding Grant in Pierce County was designed to implement and institutionalize a Central Intake Program in the Pierce County Jail for the purpose of decreasing pre-trial population. Phase II activity began in late July of 1979 with the recruitment and hiring of project staff. August and September 1979 were devoted to intensive staff training and planning for effective program inclusion into the operating routine of the Pierce County Jail.

As grant funding levels allowed the employment of only three Central Intake Screeners, coverage was provided 7 days a week from 8:00 a.m. to midnight. Individuals booked during the hours not covered by Central Intake staff were seen as soon as possible the next day before court arraignments.

The Central Intake concept was new in Pierce County and a great deal of time was spent in securing the support and cooperation of the criminal justice system as the program developed. The Phase I grant Advisory Committee, composed of representatives from all agencies within the Pierce County criminal justice system and treatment community, were extremely helpful in smoothing the way for program acceptance. As program staff strived to produce high quality service the program credibility grew rapidly within the criminal justice system, especially with the courts. Prior to the implementation of the Central Intake program, the courts had no objective and verified information on defendants to use as a basis for arraignment decisions.

As the program operated under the auspices of the Pierce County Sheriff's Office, an important focus of the Central Intake program was the provision of verified demographic information to the criminal justice system prior to arraignment. The goal was that the provision of verified information would increase the number of court PR arraignment decisions and thereby alleviate jail overcrowding problems. This is, in fact, the ongoing result of the Central Intake program which has now grown in credibility to the point where the Superior Court arraignment judges will frequently delay arraignment decisions until the next day or until the defendant has been screened by Central Intake and verified information has been provided to the court.

Overpopulation in the jails in Washington State has been an increasingly critical problem stemming partly from the severe overcrowded conditions in the state prison system. Therefore, the impact and importance of the Central Intake program has become crucial as it focuses on reducing the jail's pre-trial population. The population of the Pierce County Jail has steadily increased over the 18 months of program operation. However, the pre-trial population has decreased due to the function of the Central Intake program. Therefore, while the jail's population has increased, the Central Intake program has successfully met its goal of markedly reducing the pre-trial population and reducing the length of stay for individuals screened by Central Intake.

B. Summary of Quarterly Project Activity

Phase II began just prior to a special election of a new Pierce County Sheriff to replace former Sheriff George Janovich, convicted of federal racketeering charges. Therefore, the program began operation during a time of considerable change in the Pierce County Sheriff's Department. Morale was at an exceptionally low level and the jail was operating amidst much uncertainty as the Superintendent was expected to be replaced. However, the voters of Pierce County elected Lyle Smith sheriff, who kept the jail Superintendent and was fully supportive of the Central Intake program concept and goals.

The first quarter of program implementation proceeded very well. The jail staff was supportive and integration problems were minimal and easily resolved. The major problems centered around limited number of staff and creating an effective, workable schedule to provide the jail with maximum coverage.

Even in light of these constraints, the program has been both effective and successful in the eyes of the jail and the criminal justice system agencies benefiting from the program. The only non-positive comments received had to do with the lack of 24 hour coverage, which is a budget limitation which it is hoped will be resolved in 1982.

The second quarter of program activity focused on an expansion of the program's services on a gradual basis. Central Intake staff began to routinely provide crisis intervention services at booking. In addition to the screening interview, Central Intake staff familiarized incoming defendants with jail policies and procedures and the nature of social services available to them if they remained in custody: drug, alcohol and mental health counseling and diversion assessments; as well as employment and education services. In addition, Central Intake staff made frequent referrals to the Phase II Family Resource Team Coordinator, who addressed critical family problems and emergencies precipitated by a family member's incarceration.

During the second quarter a Policy and Procedure Manual was drafted for both the Central Intake and Social Services staff for inclusion into the final jail Policy and Procedure manual which was being rewritten.

Developing an effective manual data collection system to monitor program impact began during the second quarter with a Central Intake tracking system. Both the data collection and tracking system were limited in scope due to staff availability and the absence of any organized or computerized data collection system for the jail. However, we have collected data that clearly reflects program impact and data collection needs have been identified within the current planning process for the acquisition of a computerized system for the Pierce County Jail.

The Central Intake program produced a new jail classification system for the Pierce County Jail which has been further refined and now operates effectively and according to the new Washington State Jail Standards. The classification process begins with booking and Central Intake screening and a Classification Committee meets daily to review classification decisions, make appropriate evaluations and housing moves, as well as disciplinary decisions. The Classification Committee consists of the Director of Central Intake, Assistant Jail Superintendent, Intake Screener and a Jail Correctional Officer.

The third quarter of program activity included an analysis of misdemeanor jail PR recommendations from the Central Intake program. We believed the jail misdemeanor PR criteria needed to be revised to allow more discretion in jail PR decisions on misdemeanor defendants. As a result, the Central Intake Director met with District Court judges and expanded the criteria for jail PR. This expansion of eligibility criteria and discretion given to the Central Intake program for PR decisions was a direct result of the District Court judges' evaluation of the Central Intake program and their enthusiastic support.

During this period Pierce County was awarded 19 million dollars from the Washington State Jail Commission to construct a new jail facility to make it possible for Pierce County to come into full compliance with the Washington State's Jail Physical Plant and Custodial Care standards. The Central Intake program provides a variety of services which meet state standards. The fact that Pierce County Jail had in place a Central Intake program and Social Services program designed to maximize diversion alternatives was a major factor in Pierce County being among the first group of jails receiving construction funding awards.

In line with this, the Pierce County Sheriff's Office has included Central Intake staff in its 1981 budget planning to insure program continuation after the expiration of the grant.

The fourth and fifty quarters of Central Intake program operation were impacted by the loss of LEAA funding for the Drug and Alcohol Jail Social Services staff. These staff were eventually funded by TASC (Treatment Alternatives to Street Crime) and stationed in the jail as before. However, as TASC funded staff, more focus was given to diversion as opposed to treatment for felony substance abuse offenders.

The Central Intake Director, also Director of Jail Social Services, began a process with the Superior Court and Prosecutor's office whereby the TASC jail staff made recommendations for supervised PR release at arraignment. This has resulted in approximately 30-40 Superior Court arraignment PR's per month, based on Central Intake staff information, recommendation of Social Services Director and staff and TASC pre-trial supervision. This was also a new process which, as a result of careful planning and coordination, has worked smoothly and effectively, serving to further reduce the jail's pre-trial population.

During the last quarter of grant-funded program operation County budget problems threatened program continuation due to limited funds allocated to Pierce County Sheriff's Office budget for jail operation. This resulted in an immediate funding crisis which was eventually solved by a special budget allocation made by Pierce County Commissioners to continue the Central Intake program and hire Central Intake staff on a permanent basis as department employees. It is the goal of the Jail Superintendent and the Sheriff to expand the program in the 1982 budget to allow for 7 day, 24 hour Central Intake screening coverage.

C. Summary

In conclusion, the Pierce County Central Intake program, originated through the LEAA Pre-Trial Detainee and Jail Overcrowding grant has proven to be both successful and effective in meeting the program's primary goal of reducing the pre-trial population in the Pierce County Jail. The program has steadily grown and expanded its range of services to the jail and the criminal justice system in Pierce County, to the point where it has become, in fact, a crucial component in the speedy and effective processing of defendants through the criminal justice system.

However, over the 18 months of grant operation the program has developed and expanded its focus to include other services within the jail in addition to intake screening. Program staff also provide crisis intervention services, mental health counseling, mental health evaluations, inmate tracking and monitoring, data collection, security and booking assistance to jail correctional staff, as well as referrals to community resources for individuals released from custody.

The Phase II Pre-Trial Detainee and Jail Overcrowding grant awarded by LEAA to the Pierce County Jail has been a very effective program, without which the Pierce County Jail would experience even more severe overcrowding and would lose services vital to effective jail management.

II. CENTRAL INTAKE PROGRAM DATA

SEPTEMBER 1980

A. Total Booked into Pierce County Jail	1223
B. Total Net* Bookings	547
C. Total Screened by Central Intake	352
D. Total Net* Screenings	305
E. Total PR'd on recommendation of Central Intake	4
Failures to Appear	0

F. Arraignment Dispositions (In-Custody):

FELONS

	<u>Screened</u> (n=173)	<u>Not Screened*</u> (n= 53)
Court PR	27%	25%
Court Bail Reduction	16%	8%
No Charges Filed	28%	17%
Other Dispositions resulting in immediate release	2%	8%
Other Dispositions resulting in delayed release	27%	43%

MISDEMEANANTS

	<u>Screened</u> (n=132)	<u>Not Screened</u> (n=189)
Court PR	25%	29%
Bail or Fine Reduction	7%	6%
NCF	8%	2%
Other Dispositions resulting in immediate release	29%	42%
Other Dispositions resulting in delayed release	32%	22%

G. Length of Stay

<u>Screened:</u> Felons=16.47 days	<u>Not Screened:</u> Felons=18.66 days
Misdemeanants=7.62 days	Misdemeanants=4.73 days

CENTRAL INTAKE PROGRAM DATA

OCTOBER 1980

A. Total Booked into Pierce County Jail	1216
B. Total Net* Bookings	492
C. Total Screened by Central Intake	350
D. Total Net* Screenings	287
E. Total PR'd on recommendation of Central Intake	8
Failures to Appear	0

F. Arraignment Dispositions (In-Custody):

FELONS

	<u>Screened</u> (n=159)	<u>Not Screened.</u> (n= 43)
Court PR	19%	21%
Court Bail Reduction	21%	5%
No Charges Filed	24%	16%
Other Dispositions resulting in immediate release	2%	5%
Other Dispositions resulting in delayed release	34%	53%

MISDEMEANANTS

	<u>Screened</u> (n=128)	<u>Not Screened</u> (n=162)
Court PR	28%	30%
Bail or Fine Reduction	3%	6%
NCF	5%	5%
Other Dispositions resulting in immediate release	34%	29%
Other Dispositions resulting in delayed release	30%	28%

G. Length of Stay

<u>Screened:</u> Felons=16.49 days	<u>Not Screened:</u> Felons=24.32 days
Misdemeanants=5.84 days	Misdemeanants=4.2 days

CENTRAL INTAKE PROGRAM DATA

NOVEMBER 1980

A. Total Booked into Pierce County Jail	1000
B. Total Net* Bookings	411
C. Total Screened by Central Intake	319
D. Total Net* Screenings	270
E. Total PR'd on recommendation of Central Intake	5
Failures to Appear	0
F. Arraignment Dispositions (In-Custody):	

FELONS

	<u>Screened</u> (n=127)	<u>Not Screened</u> (n= 22)
Court PR	32%	18%
Court Bail Reduction	17%	9%
No Charges Filed	23%	9%
Other Dispositions resulting in immediate release	3%	0%
Other Dispositions resulting in delayed release	24%	64%

MISDEMEANANTS

	<u>Screened</u> (n=143)	<u>Not Screened</u> (n=119)
Court PR	27%	26%
Bail or Fine Reduction	8%	7%
NCF	3%	5%
Other Dispositions resulting in immediate release	27%	27%
Other Dispositions resulting in delayed release	35%	35%

G. Length of Stay

Screened: Felons=8.29 days
Misdemeanants=4.39 days

Not Screened: Felons=25.6 days
Misdemeanants=4.37 days

PIERCE COUNTY JAIL CENTRAL INTAKE
SCREENING ACTIVITY REPORT

	TOTAL BOOKED	TOTAL NET** BOOKINGS	TOTAL SCREENED	TOTAL NET SCREENINGS	TOTAL JAIL PR's	TOTAL FTA's
<u>1979</u>						
Oct 15-Nov 15	1172	546	346	232	19	0
Nov 16-Nov 30	509	205	116	82	4	1
December	1118	395	302	213	18	0
<u>1980</u>						
January	1035	*	237	206	0	0
February	1086	*	288	221	5	0
March	951	435	269	227	4	0
April	1142	427	272	267	6	1
May	1175	399	337	263	2	0
June	1151	460	351	289	6	0
July	1154	448	338	273	7	0
August	1214	503	396	327	0	0
September	1223	547	352	305	4	0
October	1216	492	350	287	8	0
November	1000	411	319	270	5	0
December	1020	465	379	277	7	0

* Data unavailable for this time period

** Net means those booked/screened who were eligible for screening and remained in custody for arraignment.

ARRAIGNMENT DISPOSITIONS
IN-CUSTODY MISDEMEANANTS

Figures given represent % of totals

	PR	Bail Reduction	NCF	Other-Immediate Release	Other-Delayed Release	PR	Bail Reduction	NCF	Other-Immed. Rel.	Other-Delayed Rel.
1979										
Oct 15-Nov 15	*	*	*	*	*	*	*	*	*	*
Nov 16-Nov 30	31	3	13	22	31	*	*	*	*	*
December	41	1	2	18	38	*	*	*	*	*
1980										
January	36	4	8	16	36	*	*	*	*	*
February	37	4	4	17	38	*	*	*	*	*
March	32	3	6	59	**	30	0	7	62	**
April	36	2	7	22	34	33	5	10	21	31
May	26	4	11	13	45	29	1	7	28	35
June	32	4	11	23	30	22	5	3	31	39
July	23	9	8	28	33	29	6	2	29	34
August	34	7	5	24	30	33	4	8	24	32
September	25	7	8	32	29	29	6	2	22	42
October	28	3	5	30	34	30	6	5	28	29
November	27	8	3	35	27	26	7	5	35	27
December	36	7	2	33	22	31	6	3	31	29

*=no data available for this time period

**="Other" categories combined this time period

SCREENED

NOT SCREENED

ARRAIGNMENT DISPOSITIONS
IN-CUSTODY FELONS

Figures given represent % of totals

	PR	Bail Reduction	NCF	Other-Immediate Release	Other-Delayed Release	PR	Bail Reduction	NCF	Other-Immed. Rel.	Other-Delayed Rel.
1979										
Oct 15-Nov 15	*	*	*	*	*	*	*	*	*	*
Nov 16-Nov 30	26	14	16	35	9	*	*	*	*	*
December	40	12	16	24	8	*	*	*	*	*
1980										
January	31	18	19	17	15	*	*	*	*	*
February	28	27	18	14	12	*	*	*	*	*
March	20	26	25	29	**	8	16	24	53	**
April	17	32	28	34	1	8	8	40	31	5
May	18	20	21	41	1	5	10	15	68	0
June	18	22	25	34	1	12	20	12	48	8
July	21	26	20	31	2	8	3	5	33	8
August	31	18	25	21	4	18	5	44	29	2
September	27	16	28	27	2	25	8	17	43	8
October	19	21	24	34	2	21	5	16	53	5
November	32	17	23	24	3	18	9	9	64	0
December	27	17	23	31	1	21	8	33	38	6

*=no data available for this time period

**="Other" categories combined this time period

SCREENED

NOT SCREENED

III. EVALUATION OF PHASE II PRE-TRIAL DETAINEE/OVERCROWDING GRANT
CENTRAL INTAKE PROGRAM, PIERCE COUNTY JAIL

Prepared by Katherine H. Briar, DSW
Evaluation Consultant

INTRODUCTION

The Central Intake Program in the Pierce County Jail has been fully operating since October of 1979. During the 14 months of this LEAA funded project, data on the effectiveness of its screening, tracking and service components have been generated. This report will analyze the findings from the evaluation component of the project and address their implications for future programmatic development.

The Central Intake Program grew out of a planning phase which generated documentary evidence for needed services to address jail overcrowding caused by a large pre-trial detainee population. In planning for the program, it was assumed that an increase in systematic data gathering, processing, disposition and accountability for defendants would result in a reduction of the jail population, jail costs and pre-trial detainee custody time. The Central Intake Program has tested this hypothesis; from the data it has generated, both these and other impacts can be assessed. More specifically, the Central Intake Program offered an opportunity to test the relationship between demographic information submitted to the courts about inmates during arraignment and the consequent reduction in the jail population through increased use of release options by the court such as PR and bail reduction. The Central Intake Program also was designed to address the fact that, despite the 1200 or more persons booked into the Pierce County Jail monthly, little if any systematic information had been generated about them. Such information deficits severely reduced the ability of jail staff to manage, house and provide social services and health care to pre-trial detainees. Thus, this project also tests the impact of information generated about inmates on jail PR, as well as decisions regarding housing, inmate handling, incident rates, patterns of utilization of social services and the family resource team.

It had initially been anticipated that the project would also generate data about the effects of screening information on rearrest rates and increased use of alternatives to long-term incarceration. Preliminary data gathering regarding these two outcomes demonstrated that such analyses would not be valid given the intervening factors affecting them over which the project has had no control. Thus, this report will limit its focus to the direct impact the Central Intake Program has had on the jail and the arraignment court rather than the indirect impact on recidivism and sentencing decisions.

METHODOLOGY

To evaluate the impact of the Central Intake Program on arraignment release decisions, a comparison of arraignment release decisions for screened versus un-screened defendants was conducted. Since the arraignment options regarding PR and bail reduction are greater for persons charged with felonies than those charged with misdemeanors (as some misdemeanants cannot be held beyond arraignment), it would be assumed that if screening information were effective, there would be more frequent use of PR and bail reduction for defendants who had been screened

versus those who were not screened.

Such comparative data have been generated on a monthly basis. The tracking of persons who had been screened by intake screeners and those who were unable to receive screening services, trend data have been generated. Detainees unable to receive screening services were persons who often, due to a backlog in numbers of newly booked inmates, were simply excluded from the process because of time constraints. Subjects in this control group consisting of those who received no screening services were not randomly selected; however since their exclusion from the screening process was not based on any systematic procedure, it can be assumed that no major bias has evolved in either the attributes of those in the control group or as a result of the way in which they were excluded from receiving screening services.

Since trend data regarding arraignment release decisions offer no explanatory information about the value of the screening information, additional qualitative data were sought through interviews with several judges. Findings from these structured interviews along with an analysis of the trend data from the comparative study will form the basis of the analysis of the impact of the Central Intake Program on the court.

The impact of arraignment release decisions on the jail population was extrapolated from the same comparison study of screened versus un-screened defendants. It is possible--based on data regarding the length of stay prior to sentencing of both these groups--to estimate any cost savings to the jail due to any differences in release patterns that may emerge in the analysis.

To further assess the direct and immediate impact of the Central Intake Program on the size of the jail population, data have been generated on the numbers of persons recommended for personal recognizance release from the jail.

It can be assumed that the impact of screening information on the management of inmates will be seen in reduced incident rates. Since information is generated regarding medical, mental health, family and other factors that affect the housing management and social service responses to these pre-trial detainees, incident rates may be reduced. Data comparing incident reports from randomly selected months during the planning phase of the project with those from its implementation offer a basis for assessing the impact of the Central Intake Program. Since such data generate explanatory information about why the activities of the screeners has an impact, qualitative information was sought through interviews with jailors.

Other impacts of the project on the jail, while also qualitative in nature, are nonetheless relevant. For example, the Family Resource Coordinator, a special component of the Central Intake Program, offered an opportunity to study the extent to which screening information on potential family problems along with follow-up social services with families might increase the pace in which a defendant moves through the system. Since the variables that affect the length of time in which a defendant is processed may change and are beyond the control of the Family Resource Coordinator, only qualitative observations have been generated for analysis at this time.

FINDINGS

Arraignment Release Decisions and Cost-Savings

Analysis of the arraignment release-related decisions leading to bail reduction shows that a higher percentage of screened than unscreened felony detainees were offered this avenue to release. Comparison of the trends in the use of bail reduction shows that the increased percentage of screened versus unscreened detainees averages 12.1% for felonies and .8% for misdemeanants. Since judges tend to have more discretion in making release decisions for felonies it is with this group of pre-trial detainees, the effectiveness of the screening information is most significant as well as most evident. The table below presents these data and the accompanying graph helps to display the variance between the release opportunities for the screened versus unscreened pre-trial detainees.

TABLE I

Pre-Trial Felony Detainees Receiving Bail Reduction at Arraignment

MONTH	SCREENED	NOT SCREENED	% DIFFERENCE
March	26%	16%	+10
April	32%	8%	+22
May	20%	10%	+10
June	22%	20%	+ 2
July	26%	3%	+23
August	18%	5%	+13
September	16%	8%	+ 8
October	21%	5%	+16
November	17%	9%	+ 8
December	17%	8%	+ 9
Average	$\bar{X}=21.5$	$\bar{X}=9.2$	$\bar{X}=12.1$

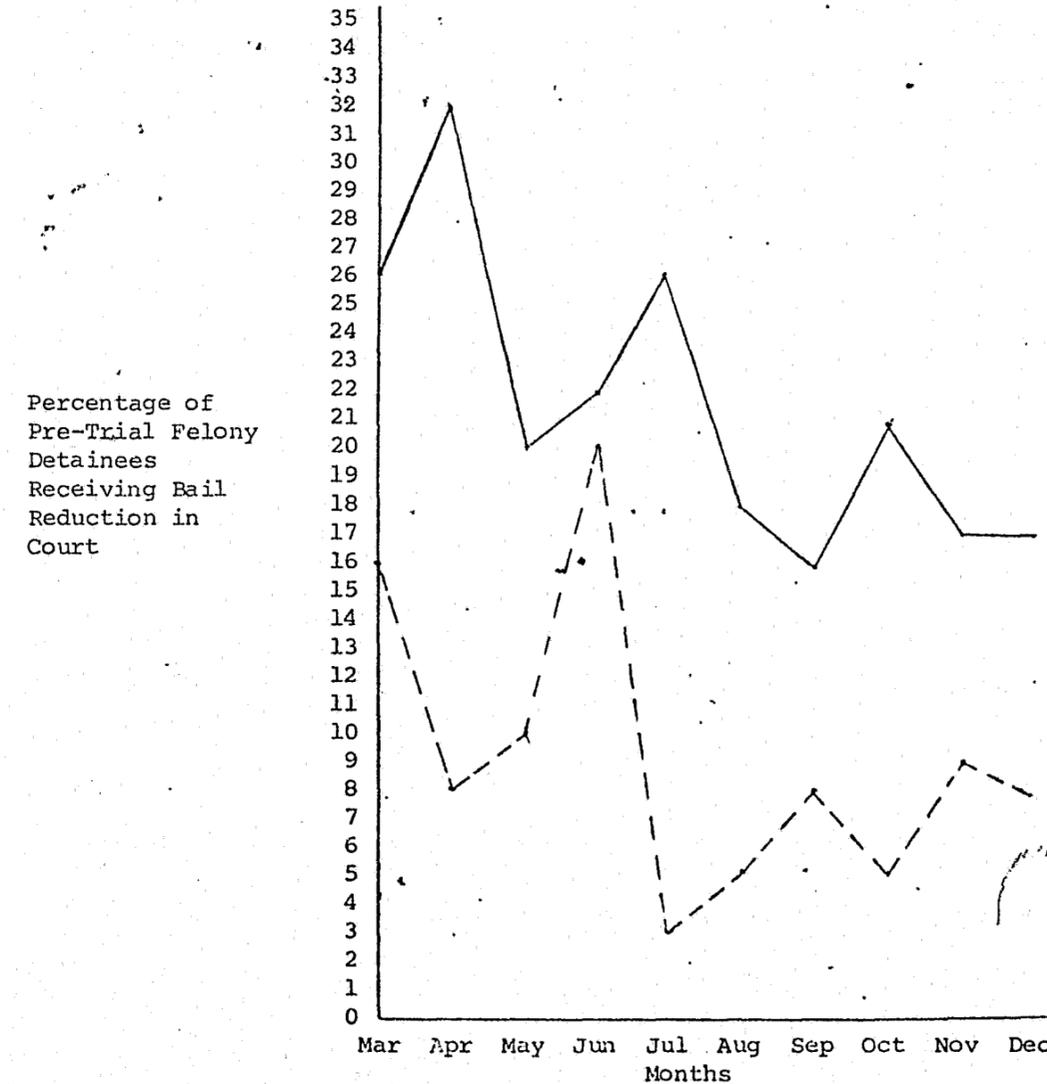
TABLE II

Pre-Trial Misdemeanant Detainees Receiving Bail Reduction at Arraignment

MONTH	SCREENED	NOT SCREENED	% DIFFERENCE
March	3%	0%	+3
April	2%	5%	-3
May	4%	1%	+3
June	4%	5%	-1
July	9%	6%	+3
August	7%	4%	+3
September	7%	6%	+1
October	3%	6%	-3
November	8%	7%	+1
December	7%	6%	+1
Average	$\bar{X}=5.1$	$\bar{X}=4.6$	$\bar{X}=.8$

GRAPH I

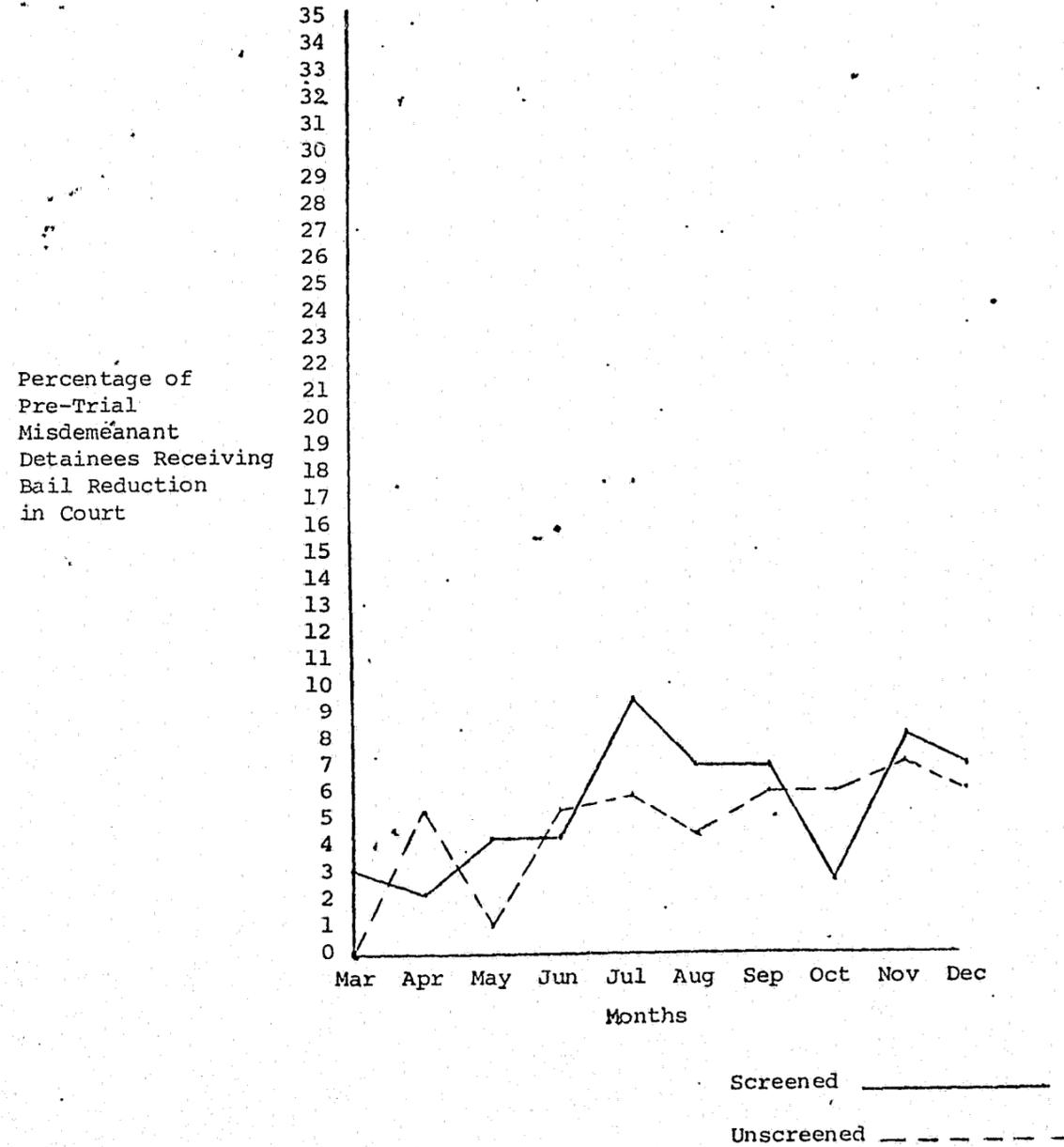
Pre-Trial Felony Detainees Receiving Bail Reduction at Arraignment



Screened _____
Unscreened _____

GRAPH II

Pre-Trial Misdemeanant Detainees
Receiving Bail Reduction at Arraignment



Data on the percentage of screened pre-trial detainees released on PR at arraignment reflects similar patterns. As can be seen from the tables and graphs below, PR was a release option offered to a larger percentage of screened felony detainees than those lacking screening information. In fact, an average of 8.5% more of the screened population were offered PR than those unscreened. As with the trends in bail reduction, it would be expected that judges would be able to exercise more discretionary powers with felony defendants that with misdemeanants whose charges may not permit them to be held beyond arraignment. Thus, the imperceptible differences in percentages among misdemeanants in the two groups offered PR are not only expected but corroborate anticipated differential impact of screening data.

TABLE III

Pre-Trial Felony Detainees
Released on PR at Arraignment

MONTH	SCREENED	NOT SCREENED	% DIFFERENCE
March	20%	8%	+12
April	17%	8%	+ 9
May	18%	5%	+13
June	18%	12%	+ 6
July	21%	8%	+13
August	31%	18%	+13
September	27%	25%	+ 2
October	19%	21%	- 3
November	32%	18%	+14
December	27%	21%	+ 6
Average	21.2%	14.4%	+8.5

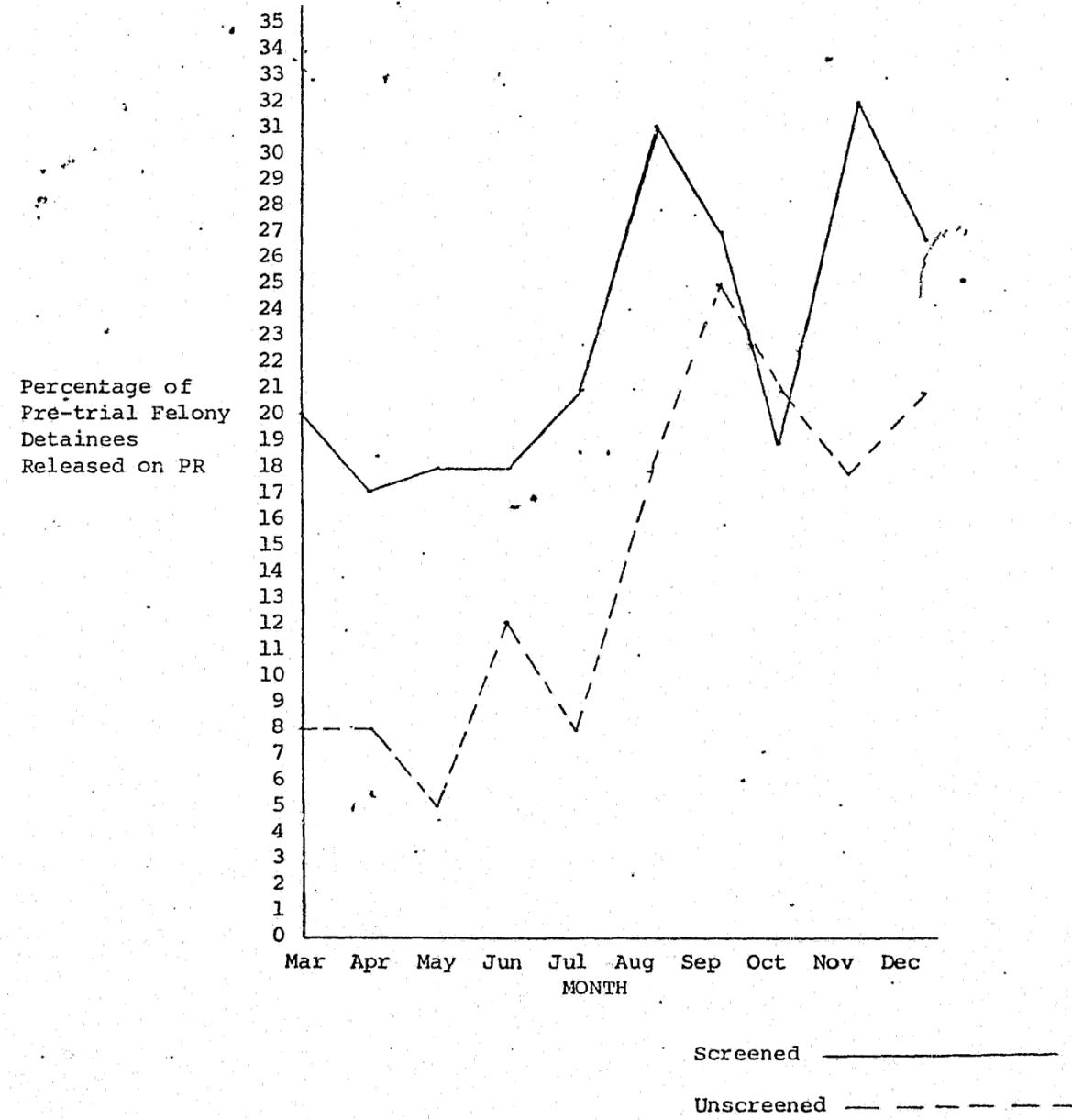
TABLE IV

Pre-Trial Misdemeanant Detainees
Released on PR at Arraignment

MONTH	SCREENED	NOT SCREENED	% DIFFERENCE
March	32%	30%	+ 2
April	36%	33%	+ 3
May	26%	39%	-13
June	32%	22%	+10
July	23%	29%	- 6
August	34%	33%	+ 1
September	25%	29%	- 4
October	28%	30%	- 2
November	27%	26%	+ 1
December	36%	31%	+ 5
Average	$\bar{X}=29.9$	$\bar{X}=30.2$	$\bar{X}=.3$

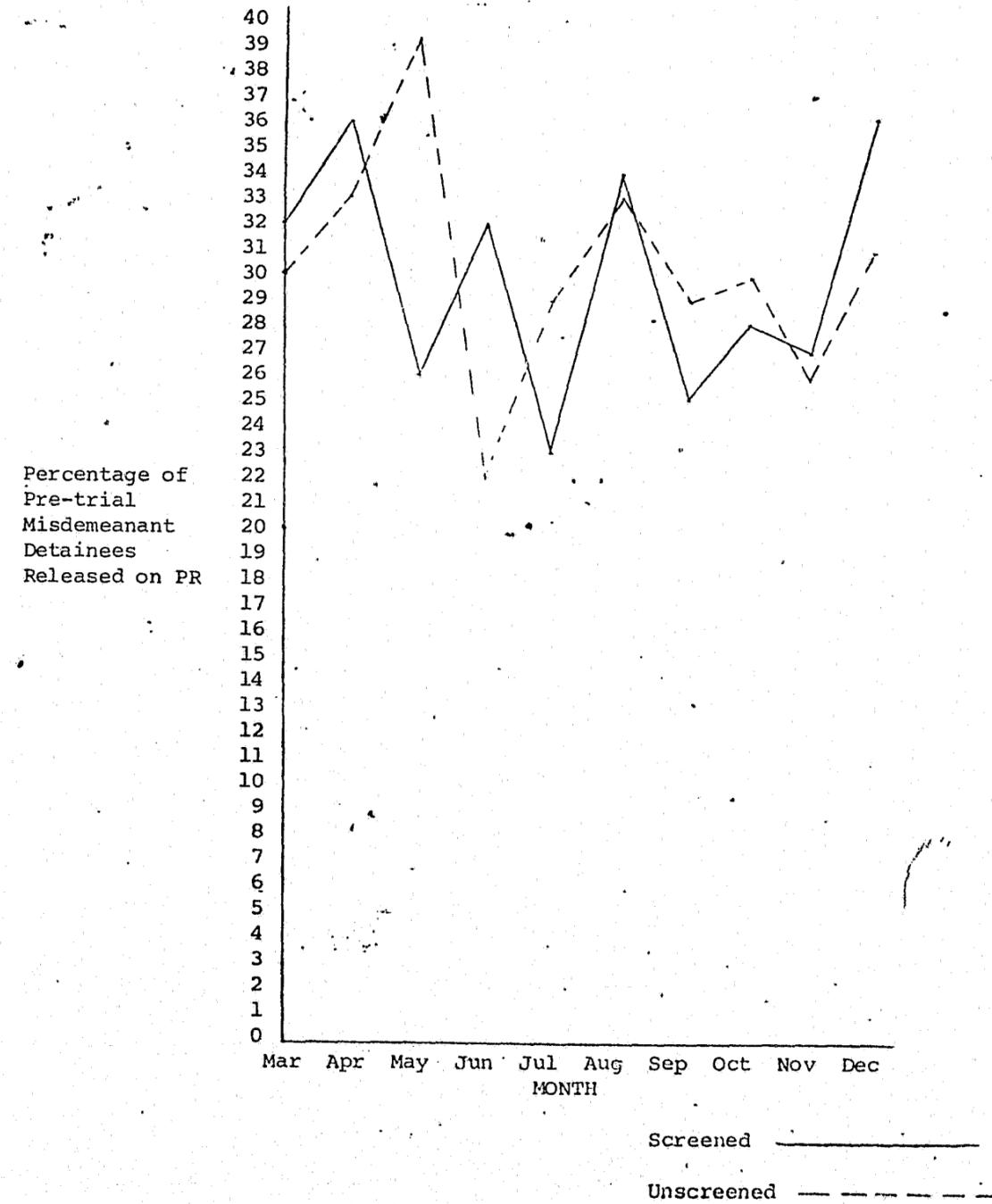
GRAPH III

Pretrial Felony Detainees Released on PR at Arraignment



GRAPH IV

Pretrial Misdemeanant Detainees Released on PR at Arraignment



To summarize, it is evident that screening information significantly affects judicial release decisions during arraignment in Superior Court. Moreover, the impact of such information persists despite the changes in the persons who occupy the role of presiding arraignment judge. On the other hand, the effects of the information on release decisions in misdemeanor courts are for the most part either less significant or negligible.

It would be expected that with a greater percentage of screened felony detainees receiving release options than those unscreened, the average length of stay in the jail would also reflect such differential outcomes. Examination of the trends generated by data on length of stay among these two groups shows that screened felony detainees stay in the jail for shorter periods of time than the non-screened detainees. The table and accompanying graph depicting such differences display the generally significantly higher average days spent in the jail if one is unscreened.

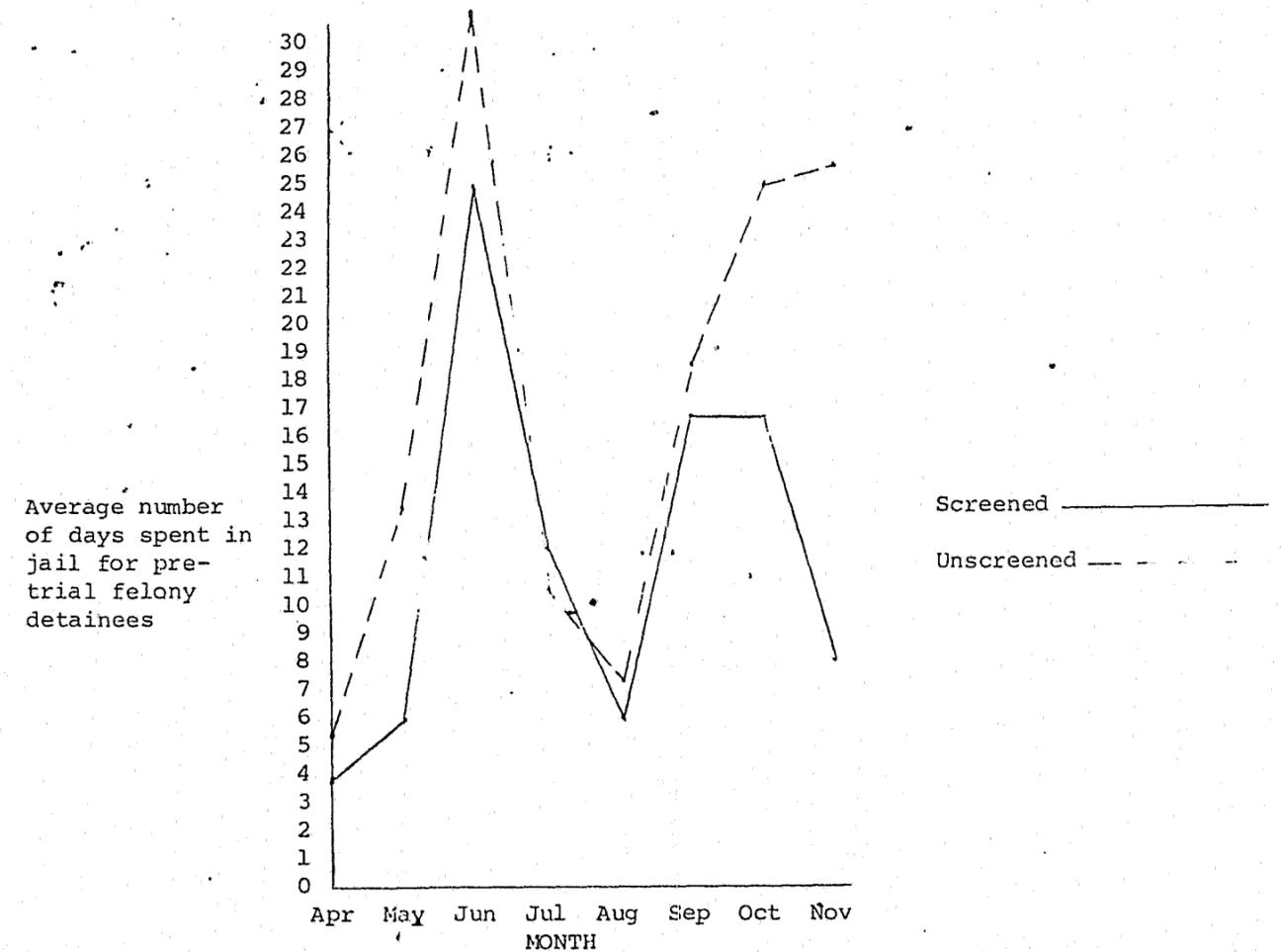
TABLE V

Average Length of Stay in Jail
for Screened and Unscreened Felony Detainees

MONTH	SCREENED	NOT SCREENED	% DIFFERENCE
April	3.92	5.3	-1.38
May	5.8	13.2	-7.4
June	24.82	31.96	-7.14
July	11.9	10.36	+1.54
August	6.23	7.42	-1.19
September	16.47	18.66	-2.19
October	16.49	24.32	-7.83
November	8.29	25.6	-17.31
Average	$\bar{X}=11.74$	$\bar{X}=17.1$	$\bar{X}=-5.36$

GRAPH V

Average Length of Stay in Jail
for Screened and Unscreened Felony Detainees



While other factors beyond arraignment release options may affect patterns in the length of jail stay for pre-trial detainees, it is interesting to note that the screened felony detainees fared significantly better than the unscreened detainees. For example, in months like November, unscreened detainees remain in jail custody almost four times as long as screened felony detainees.

The implications of such differences in length of stay are profound given the increasing numbers of persons being booked into the Pierce County Jail. Both cost-savings and actual housing space itself are obvious direct benefits of the screening and case management functions performed by the Central Intake Program.

Estimated mean savings can be calculated based solely on the length of stay for screened and unscreened felony detainees during April to November. Since during that period the County charged a rate of \$25 per inmate per day, and since during that period 1194 felony detainees were screened, and those persons spent an average 5.4 days in the jail less than those unscreened, the savings are in the order of \$161,190.00.

The three Superior Court judges and one District Court judge who were interviewed about the program provided some perspectives about the significance of the screening information in helping them arrive at a decision as to whether to provide release options to an individual. During structured interviews three of the Superior Court judges who had presided during arraignments over the period of time of the project discussed the difficulties they face when release decisions must be made. All the Superior Court judges described the problems of assessing risks in release decisions when limited information is available. Lacking such information they must decide in a vacuum, in "ignorance". According to them screening information not only made their job a lot easier, but several noted that they felt much less effective without it. One judge explained he came to rely so completely on the screening information that he would postpone release decisions about unscreened individuals until specially requested screening information could be obtained. Another judge explained that because the screening information is verified, it offers a valid neutral perspective on the detainee while providing a stronger foundation with which to predict the likelihood of risks to the public and risks that he or she would return for court dates. Rather than being faced with the problem of having to rely solely on instinct, on interviews conducted by the judge, or on information provided by the defense counsel, several felt that such information improved the reliability of their release decisions.

Two Superior Court judges discussed their belief that the screening information actually saved the county money by decreasing the amount of time required for each arraignment decision. With such verified information "at their fingertips" the number of daily arraignment decisions increased, thus bringing savings to the courts and the county. One judge suggested that the information may have already saved the county the costs of at least one-half a new judge and eventually the cost of two additional judges.¹

The District Court judge also offered some insight into the value of the information in reinforcing the need for custody for an individual. This judge cited the numerous domestic cases involving abuse of spouse or child which require a careful assessment of risk of recidivism upon release with the availability of screening information. Some arraignment decisions are often reached which prolong the jail time of the person due to the risks that appear evident as a result of the additional screening information.

When asked to assess the weaknesses of the screening component of the program, several judges cited the lack of 24 hour coverage as a deficit. They worried that if the program were eliminated they would be forced to resort to the less preferred methods of arriving at release decisions. Moreover, several noted their concern that more people would be spending longer periods of time in jail

because needed information may neither be available nor verified. One judge felt that without the program the jail facility would have to double in its capacity to hold the overflow who now are released more quickly and processed faster through the system.

Personal Recognizance Release from Jail and Failure to Appear Rate

Since the inception of the program, screening information has been used for personal recognizance releases from the jail for misdemeanor offenders. Persons whose demographic and court related information fit release criteria are not only referred to the jail supervisor for release assessment, but if release is forthcoming they are given follow-up services by screeners to strengthen the likelihood that they will appear in court. Since the inception of the program, 90 persons have been released on jail PR and only 2 of these persons have failed to appear in court. While comparison information about court appearance rates regarding persons released from custody by law enforcement is not available, estimates of the failure to appear rates show them to be precipitously higher than the .02% rate of the Central Intake Program. The referral for jail release function of the Central Intake Program has helped to further reduce the jail population. The fact that the numbers reviewed for personal recognizance release are relatively small is a reflection of the use of field citation by officers. Those misdemeanants whose attributes might fit the criteria for release but who nonetheless are booked into the jail have an opportunity to be reviewed again in the jail. Thus the Central Intake Program functions as a reinforcement for the release decisions occurring in the field and as a back-up checking point for persons eligible for release but who were still booked into the jail.

Jail Incident Rate

This evaluation sought to determine the extent to which the screening and case management services of the Central Intake Program offered additional management tools to jailers. For example, it was assumed that screening information indicating a person to be mentally ill or suicidal might help the jailers manage inmates more effectively, when in the absence of such explanatory information they might have perceived such an individual's behavior as insolent, resistant or rejecting. Moreover, it was expected that demographic, social, psychological and health related information would form a more appropriate basis for inmate housing. This evaluation addressed the extent to which the impact of such information and new management tools might be reflected in a reduction in incidents in the jail.

The incidents recorded in the jail incident log during three randomly selected months were reviewed. Incidents relating to interpersonal conflict and violence rather than administrative notations were tallied for the months of February, June and September 1979 and 1980. The following tables and graphs display the frequency of incidents before and after the initiation of the Central Intake Program.

TABLE VI

Frequency of Jail Incidents

MONTH	BEFORE	AFTER	DIFFERENCE
	C.I.	C.I.	
Feb	7	6	-1
June	8	7	-1
Sept	6	5	-1
Ave.	$\bar{X}=7$	$\bar{X}=6$	$\bar{X}=-1$

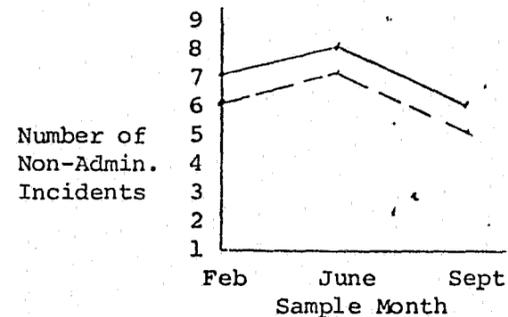
TABLE VII

Average Jail Population Before and After Initiation of Central Intake Program

MONTH	BEFORE	AFTER	DIFFERENCE
	C.I.	C.I.	
Feb	247.6	276.8	+29.2
June	245.2	277.2	+32.0
Sept	270.2	281.2	+11.0
Ave.	254.3	278.4	+24.06

GRAPH VI

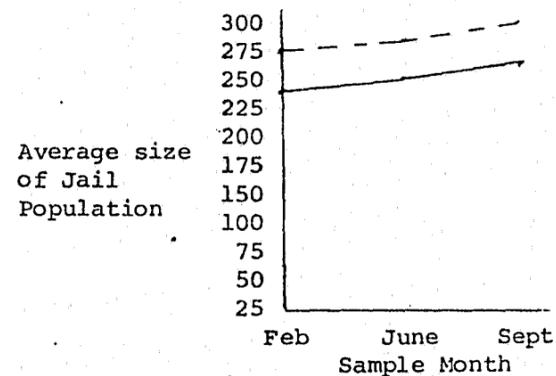
Jail Incidents



Before Central Intake
 After Central Intake

GRAPH VII

Average Jail Population



Despite the relatively low numbers to begin with, the frequency of incidents dropped in each sample month by only one. However during these months after the initiation of the program the population climbed and averaged approximately 24.06 more inmates per sample month. Thus, with increased numbers of inmates in a jail of a capacity of 218, housing and inmate management problems might be expected to increase, yet the frequency of incidents dropped by one during each of these sample months.

Jailers' Observations About the Central Intake Program

While variables other than the initiation of the Central Intake Program may account for the reduced frequency of incidents, it is interesting to note the extent to which jailers themselves perceive the program to have an impact on incidents. The same interview schedule used with judges was administered to a sample of eight jailers. When asked in what way the Central Intake Program had a direct or indirect impact on their work, all these jailers described similar patterns of program effectiveness. They saw the screening information to be helpful "for once you know what the problems are, it makes it easier to deal with an inmate". For example, one jailer commented, "It helps to know when an inmate is a wise guy, is faking or is really having mental problems." Such information allowed them to vary their responses to inmates as a function of the problems shaping their behavior rather than reacting solely to the behavior itself.

Jailers felt that the Central Intake Program was particularly effective with suicidal, mentally/physically ill, first-time offenders and those with family problems. They noted that in the screening interviews both useful information was gathered as well as necessary help offered to allay some of the fears that the newcomer to the jail may often express later in some behavioral problem. With the overcrowding, several felt that everyone becomes "edgier"; Central Intake staff act like a "safety valve" by releasing some of the tensions and reducing the "number of fights". One jailer said that without the program "the place would have blown up." The overcrowding makes the place feel like a "powder keg". Others, when asked about what might happen if the Central Intake Program were eliminated, offered such observations as "custody would have to do the interviews", harmony would be gone, frustration would occur for inmates and staff as you would know that problems that occurred could have been solved by Central Intake. Several noted that without the program, custody staff would have more work and some might resign.

Like the judges, the major weaknesses of the program were seen as its lack of 24 hour coverage. One jailer suggested that if screeners had been available for 24 hours, the suicide that occurred during the uncovered graveyard shift might have been prevented. It was suggested that because the graveyard shift is not covered, domestic violence cases, cases of neglected and abused children are not addressed as well as they might be. Only one jailer had a specific concern about the staff; he felt that sometimes social workers may assume too much authority by offering promises they can't keep; they need to

better coordinate their activities with custody. Two jailers noted that while screeners as well as the rest of the social workers add to the demands on custody, the work they do in alleviating tensions, with classification and housing, helping inmates with problems, with the overall management of the inmate population offsets the additional workload their presence creates. Several jailers remarked about the high quality of staff and felt that the program wouldn't have worked as well without this factor. They also noted that Central Intake staff assist with routine jail duties such as answering the phone, which helps when the workload is excessive. One jailer stated that he felt that the staff of the Central Intake Program (as well as all the social workers) are working toward the same goals as the jailers, except with different methods.

A suggestion was offered that jailers and social workers receive some of their in-jail training together to further build the mutual respect and understanding of one another's roles.

The overall pattern of positive regard for the functions of Central Intake and the staff help explain as well as to elaborate on some of the qualitative contributions of the program. Also noteworthy is the fact that the jail is perceived as having an insufficient number of jailers who thus might have represented the additional work created by social workers' requests to pull inmates from tanks for interviews. Given the high potential for perceived inconvenience and additional burdens that the Central Intake staff might have caused by their requests of jailers' help with inmate interviews, it is quite noteworthy that the responses to the program were so favorable.

Impact on Families

Since the program supported a part-time family resource coordinator it is important to address the way in which services to families contribute to the desired outcomes of a reduction in jail population, jail incidents and an increased pace with which an inmate is processed through the system. While the family resource coordinator worked only 10 hours a week, 5% of screened inmates were seen as having family problems needing attention. The family resource coordinator was able to respond to the family problems caused or exacerbated by incarceration. For example, one single parent mother required child care for her children during her incarceration. With this arranged through services initiated by the family resource coordinator she could more effectively focus on her legal problems. In other cases the family required more extensive support such as ways to generate income or job seeking help, emotional support and referral to other social services agencies for ongoing problem solving.

Observations of the family resource coordinator as well as other staff suggest that when families are contacted about the inmate's incarceration and are mobilized, they can often help the inmate get processed more quickly and more effectively. The family serves not just as a pressure point on various actors in the system but also as a source of motivation for the inmate who may psychologically have "given up". Locked behind bars, with limited access to outside

resources, some inmates appear to succumb, letting the "system" pursue its own course. The family resource coordinator felt that her role was to empower family members to become involved and to help keep the inmate from being lethargic and resigned to the complex system which he or she may often not understand very well. Thus it was observed, even though a comparative study was not carried out, that inmates with involved family members tend to spend less time in jail thus contributing to the overall project's outcome goals of a reduction in the size of the jail population and the length of stay of inmates.

Implications of the Findings and Conclusions

The evaluation component of the Central Intake Program addressed the impact of screening and case management services on a reduction of the jail population, jail costs and pre-trial detainee custody time. Since the evaluation focused on the direct impact of such services, their less direct consequences for recidivism and sentencing decisions were not explored. The effects of the Central Intake Program on arraignment decisions, jail PR, jail incidents and families of inmates were measured by data generated from a comparison of screened and unscreened pre-trial detainees, interviews with judges and jailers, comparison of jail incidents before and after the initiation of the program, trend analysis of jail PR's and failure to appear rate, as well as interview findings and case studies from the jail family resource coordinator. These multiple measures of program effectiveness suggest not only the degree of impact of the Central Intake Program but also its systemwide implications for pre-trial detainees.

The significant impact of screening information on arraignment outcomes for screened versus unscreened felony detainees not only underscores the effectiveness of the program in reducing custody time, but poses some additional questions. Since the evidence suggests that felony detainees accompanied by screening information fare better than those without such information during arraignment, the question as to whether such services be available to all felony detainees should be addressed. As a demonstration project, the Central Intake Program's effectiveness required that systematic analyses of the utility of screening information occur. However, once such demonstrated effectiveness is evident, the persistence of these differential outcomes must be examined. Such inequities could be redressed with improved resources for the Central Intake Program permitting screening services for all pre-trial detainees and especially those charged with felonies.

Another area for further research as well as service development involves the families of inmates. If, in fact, family involvement promotes speedier processing of the inmate through the system, the benefits to the system through cost-savings, to the courts, and reduced custody time warrant the continued development and evaluation of this facet of the program. Moreover, this program feature offers an opportunity to explore an additional method of reducing custody time while developing jail and prison alternatives.

Jailers perceptions about the way in which the Central Intake Program has helped with inmate management and housing also warrants discussion. Screening

and case management services offer an opportunity to help jailers to look beyond inmate behaviors and appearances to some of the factors affecting them, such as depression, mental illness, health disabilities, or drug or alcohol withdrawal. Thus, their management of inmates may be more effective when informed by such additional information. On the other hand, their effectiveness is crippled when, for example, a suicidal inmate's condition is undetected because screening services were not available. Thus, it is recommended that round-the-clock screening services be implemented to maximize the effectiveness of inmate management and to promote improved utilization of Central Intake services by the jailers.

Finally, it can be argued that with the demonstrated impact of case management services on the FTA rate for those misdemeanants released from the jail, that an experimental program be developed to explore ways to maintain the low FTA rate while expanding the criteria for release which currently restrict release options to those with an FTA in the last two years.

The combined services of promoting earlier release from custody along with improvements in court appearance rates may help further reduce the jail population while furthering more timely and effective processing of such persons through the system.

The Central Intake Program's exemplary service, quality staff and capable leadership offers a model for other jails encumbered by large pre-trial detainee populations. The implications for replicating such a program in other jails in the state should be explored with state corrections administrators and the jail commission. Moreover, the Central Intake Program should be utilized as a resource with implications for jail administrators and community groups elsewhere in the nation seeking to develop improved responses to problematic jail conditions stemming from overcrowding and jail incidents.

1. Similarly, cost estimates might have been generated in the interviews with judges about any financial savings to the courts as a result of screening information. Since trend data were generated to measure differences in the length of time arraignment release decisions required for both groups, all that can be offered is the estimate offered by one judge.
2. The distinction between "administrative" and other forms of incidents such as violent incidents was made by Dr. Herbert Forrester in his report regarding the effects of social services on jail incidents in Pierce County in 1978.

REPORT AND STATISTICAL ANALYSIS BY THE EVALUATOR,
Dr. Herbert A. Forrester,
OF SOCIAL SERVICE PROGRAMS DEVELOPED AS A RESULT
PRISONER INTEGRATION TRAINING PROGRAM WORKSHOPS

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I INTRODUCTION

This report presents a quantitative analysis of the effect on the county jail environment of social service programs initiated as a result of training under the curriculum reported above. Proper scientific method requires that conclusions be qualified by reservations. Apart from such qualifications, a concise summary is that there is a clear effect of the social service program in reducing violence in the jail environment, and that the effectiveness increases with continuation of the program. (This increasing effectiveness presumably reflects the increasing experience of the providers of service, and the increasing acceptance of the program by the jail staff.)

A number of problems arose in collecting data from the jails; a full discussion is given in the last section of this report. The major conclusion is that data collection services must be provided to the jails, since mid-size county jail staffs do not have the background or the time to provide such data collection for outside evaluation/research agents.

II PIERCE COUNTY JAIL : STATISTICAL TREATMENT

The original plans for extensive data collection proved impractical (see the later discussion), and it became necessary to settle for the data that could be obtained. Pierce County Jail provided copies of its standard booking sheets from April 1, 1978, to September 30, 1978, and copies of its incident reports for the same period.

A summary of the data from the booking sheets is given in Table 1. Bookings are distinguished into two basic classes: the first class comprises those held for less than 24 hours, or held on an irregular basis (such as work release, weekenders, part-time, etc.); the second class comprises those held for 1 day or longer. The rationale for this distinction is that the programs initiated in the jail could only affect those held for some period of time. The periods of time are here designated as follows:

- * "Short term" = less than 24 hours.
- ** "Irregular" = work release, weekenders, days, etc.
- *** "Long term" = 24 hours or longer

TABLE 1. BOOKINGS

APRIL	Total Bookings	:	675
	Short term*	:	444
	Irregular **	:	12
	Long term ***	:	223
MAY	Total Bookings	:	619
	Short term *	:	427
	Irregular **	:	13
	Long term ***	:	179
JUNE	Total Bookings	:	650
	Short term *	:	416
	Irregular **	:	16
	Long term ***	:	218
JULY	Total bookings	:	681
	Short term *	:	448
	Irregular **	:	13
	Long term ***	:	220
AUGUST	Total Bookings	:	640
	Short term *	:	495
	Irregular **	:	5
	Long term ***	:	227
SEPTEMBER	Total Bookings	:	954
	Short term *	:	597
	Irregular **	:	14
	Long term ***	:	343

For September : The long term divides as follows:

U. S. Marshall	:	36
Tacoma	:	74
Pierce County	:	233

* Short term = less than 24 hours

** Irregular = work release, weekenders, days, etc.

*** Long term = 24 hours or longer

On the assumption that violence in jails might be more closely associated with a proclivity to incidents on the part of the prisoners, a subclass of the long term class was distinguished. This subclass (hereafter designated "aggressive") consisted of those whose booking included charges related to overt violence (ranging from resisting arrest to murder). This method of distinguishing the aggressive subclass can be defended only slightly: it has some chance of distinguishing the overtly violent; however, the data available provided no better method. Argument on this point is unnecessary, since in fact the "aggressive" subclass has provided only an indication of homogeneity in the jail population over the period under investigation.

The total number of long-term and of aggressive inmates held in the jail was counted for each day of the period. The results are presented in Table 2.

TABLE 2. LONG TERM POPULATION

The first group of figures tabulates total number of inmates held daily for more than 24 hours. The second group of figures tabulates total number of inmates held daily on charges associated with aggression.

April	5	10	19	19	31	37	75	80	55	53
May	98	88	88	92	107	110	112	110	117	117
June	109	109	113	114	132	139	140	136	140	141
July	141	143	144	138	147	148	151	140	170	173
Aug.	161	154	153	157	171	176	182	183	178	182
Sept.	232	240	245	243	262	265	253	273	234	301
April	1	3	3	3	37	32	35	34	38	38
May	37	35	36	37	47	47	48	48	53	53
June	48	49	50	49	64	67	64	69	63	67
July	56	57	55	52	60	62	67	73	61	67
Aug.	67	63	64	67	82	83	85	85	81	73
Sept.	84	88	83	87	97	95	97	100	105	111

The incident reports are classified on the basis of the presence or absence of two characteristics:

1. The occurrence of property damage, personal injury, or overt violence; if such occurs the incident is hereafter called "violent"; otherwise, "administrative".
2. The next characteristic used in classifying incidents is the occurrence of the incident at time of booking or at a later time; these are referred to as "booking" or "internal" incidents respectively.
3. A classified list of incidents by date is presented in Table 3.

TABLE 3. INCIDENTS

Date	Booking		Internal	
	Violent	Administrative	Violent	Administrative
4/1		1		
4/2	1	1	1	
4/6				1
4/12				1
4/13			1	1
4/16	1			
4/17			1	1
4/21			1	1
4/23				1
4/26				1
4/27				1
4/28			1	
5/3				1
5/4				1
5/5				1

(continued next page)

TABLE 3. INCIDENTS (continued)

Date	Booking		Internal	
	Violent	Administrative	Violent	Administrative
5/9			1	
5/11				1
5/12			1	
5/13			1	
5/19	1			
5/25	1			
5/26	1			
5/29				1
6/3			1	
6/4			2	
6/5			1	
6/7			2	
6/8			1	
6/10				1
6/17			2	2
6/25				1
7/2			1	
7/7			2	
7/8			1	
7/9			1	1
7/15				1
7/16			1	
7/28	1		1	1
7/29			2	
				1

(continued on next page)

TABLE 3. INCIDENTS (continued)

Date	Booking		Internal	
	Violent	Administrative	Violent	Administrative
8/4			1	
8/5	1			1
8/8			1	
8/10				1
8/13	1	1		
8/16			2	
8/17				1
8/18				1
8/26			1	
8/31			1	
9/3		1	1	
9/5				
9/6	1			1
9/10			1	
9/11	1			
9/12				3
9/13	1			
9/14				2
9/22				2
9/24			1	1
9/25	1		1	
9/26				1
9/28			1	
9/29				1

The data presented so far requires some discussion.

1) The population numbers in Table 2 rise steadily throughout April. This is an artifact of the data collecting process, since the corresponding data for earlier months is not available. From May on, the data shows the characteristics to be expected of true population figures: they are roughly stable over 1 to 2 week periods, with small fluctuations. We take the population figures for the months from May through September as reliable. (The large increase on September 1 is due to the Pierce County Jail combining with the Tacoma City Jail, under a single administration, maintaining previous procedures.)

2) The data of Table 3 shows that incident reports are of relatively infrequent occurrence; this presumably is due to a filtering process on the part of the jail personnel, as a result of decisions as to what justifies the labor and trouble of making an incident report. It seems reasonable to take these incident reports as an index to the true level of violent incidents, and the data available permits no other option. However, the relative infrequency of such reports requires collection of the data over extended periods of time in order that the level of significance rises above the level of randomness of the data. Moreover, we deal only with internal incidents on the ground that the social service program initiated as a result of the Prisoner Integration Program Workshops, cannot control events occurring outside the jail environment, and most booking incidents are initiated or affected by events outside that environment.

Data grouped by months and by weeks are presented in Tables 4 and 5 respectively.

TABLE 4. DATA GROUPED BY MONTHS

	Average Population		Violent	Admin.	Total
	Long Term	Aggressive			
April	55.27	19.20	5	8	13
May	98.94	45.48	6	5	11
June	124.90	56.33	9	1	10
July	144.65	58.52	8	4	12
August	162.16	67.32	6	4	10
September	257.40	91.63	6	12	18

TABLE 5. DATA GROUPED BY WEEKS

Week	Average Population		Internal Incidents		Total
	Long Term	Aggressive	Violent	Administrative	
1	26.57	5.57	1	1	2
2	50.29	14.29	1	2	3
3	63.14	24.00	2	2	4
4	81.00	32.86	1	3	4
5	93.00	37.00	0	3	3
6	96.43	42.86	3	1	4
7	104.71	49.29	9	0	9
8	107.14	48.71	0	1	1
9	112.43	50.00	3	0	3
10	111.71	52.00	5	3	8
11	125.00	56.14	2	3	5
12	133.29	59.57	0	0	0
13	138.14	60.71	1	0	1
14	136.29	52.71	5	1	6
15	134.14	54.00	1	1	2
16	144.14	59.14	1	1	2
17	156.14	64.29	2	1	3
18	160.71	68.14	1	1	2
19	153.86	67.71	1	1	2
20	167.14	69.71	2	2	4
21	170.14	65.86	1	0	1
22	197.00	73.29	1	0	1
23	249.00	86.57	1	3	4
24	256.57	89.29	1	5	6
25	258.43	90.29	0	2	2
26	271.71	100.00	3	3	6

The correlation coefficients between long term and violent populations as determined from Tables 2 and 5 are respectively 0.9689 and 0.9727, which agrees with the impression from simple inspection that the aggressive population is a simple fraction of the long term population. The conclusions to be drawn from this are two fold:

1) The structure of the jail population as defined by the studied characteristics appears to be unchanged over the period under consideration.

2) It is not possible to distinguish on these data any special effect of the aggressive population on the occurrence of violent incidents.

The data in the last three columns of Table 5 is still sparse to the eye and this appearance is confirmed by the correlation coefficients between any of the population columns and any of the incident columns; these run from .05 to .18, which are too small for significant conclusions to be drawn.

On the other hand, we will see that the monthly data does lead to meaningful conclusions. What we will investigate are:

- 1) The dependence of incidents on population;
- 2) The dependence of violent incidents on total long term population and time.

Since the latter involves three variables (time, population, and violent incidents), we will consider the ratio between number of incidents and total population as a function of time. For notation:

T = month number, starting with April as month "1"

P = average long-term population

I = total number of incidents

R = ratio of number of violent incidents to total population

The data is then expressed in the following Table 6, where the April data is boxed as a reminder that they are unusable because of incompleteness.

TABLE 6. MONTHLY DATA

T	P	I	R
1			
2	98.94	11	0.06064
3	124.90	10	0.07206
4	144.65	12	0.05531
5	162.16	10	0.03700
6	257.40	18	0.02331

NOTE: Observe that:

- 1) The incidents show a sudden increase at the same time the population undergoes a sudden increase.
- 2) The ratio of violent incidents to population shows a steady and regular decrease.

[As a quick review: The regression equation expressing the dependence of Y on X has the form $Y = a + bX$, the coefficient b has a deviation s_b and the corresponding Student t - parameter is b/s_b . The number of degrees of freedom is $3 = 5 - 2$, and the Student t's for 3 degrees of freedom and for 95% confidence level is $t_{.025,3} = 3.182$].

The regression equations are then given in Table 7, below.

TABLE 7. REGRESSION EQUATIONS

$I = 4.4700 + .049046P,$	$t = 3,274$	$> t_{.025,3}$
$R = 0.09436 - 0.01097T$	$t = 3,429$	$> t_{.025,3}$

Significance level of 95%

The regression analysis confirms the impression which is obtained from inspection of the data in Table 6:

- 1) The total number of incidents increases with total population.
- 2) The percentage of violent incidents decreases as the social services program runs.

CONCLUSIONS

There appears to be no identifiable factor in the Pierce County Jail environment which might have produced a decrease in violence, except for the social services program. We can draw the conclusion that these programs have been effective, in limiting the occurrence of violent incidents.

This conclusion must be tentative; more extensive observation is clearly necessary, in this and other environments, to validate fully such a conclusion.

III. KITSAP AND CLALLAM COUNTIES

Little or no data was available from Kitsap and Clallam counties; no report similar to the report on Pierce County is possible. The situation is detailed along with a summary of the anecdotal reports from Clallam County. It was from the experience with Kitsap and Clallam counties that the project learned it was necessary to provide data collection service to the counties; budget restrictions on the project and the high cost of travel to Kitsap and Clallam counties made it impossible to provide such services to them.

KITSAP COUNTY

The major focus of the Kitsap County work plan was to improve administrative efficiency (see the work plan in the project report and in the appendix to the curriculum). The end product of this effort was to allow the Assistant Administrator time to arrange the mechanism which would cut a social service program in the County Jail. This effort was rewarded by an agreement in principle by the Kitsap County Commissioners to initiate a social service program in the County Jail, and the establishment of a Citizens' Advisory Board to the jail administration.

The jail administration and the County Commissioners were unable to identify staff money to implement the program within the time period of the evaluation.

CLALLAM COUNTY

Clallam County has no operating County Jail; prisoners are held in the Port Angeles City Jail. Negotiations with Clallam County involved representatives of the County Commissioners, the Sheriff's office, the County Work Release program, the City Jail Administration, and local alcoholism and mental health services.

The plan arising from the training seminar was to help design a program for a staff person to provide counselling to prisoners; this position was funded by the County to be supervised by Peninsula Counseling (the mental health workplan).

After the training sessions but before the start of the program, several changes occurred. There was a change in the City Jail administration. The County Work Release was brought under legal question, and there was threat of disbanding work release. The mental health agency became highly protective of its clients' privacy, and viewed work in the jail as the equivalent of clients coming to them; therefore, they viewed data concerning their clients as not subject to study under the evaluation plan.

Later the situation was somewhat ameliorated by the staff person giving at least anecdotal information about his own activities on behalf of inmates.

A summary of his data is:

<u>Month</u>	<u>New Clients Met</u>
June	16
July	8
August	18
Total	42

NOTE: The maximum holding capacity of the City Jail is 37.

Thus 42 County prisoners were provided with counselling during the months of June, July, and August as a result of the workplan.

IV. PROBLEMS OF DATA COLLECTION: SUGGESTIONS

Experience in this project has taught that it is necessary to bring data collection and processing services to the jail; this parallels the earlier experience that it is necessary to bring training programs to the jail personnel. This section discusses the evidence for such a conclusion.

It is clear that this report is based on barely sufficient data. Many questions remain unanswered because the data has been unavailable. This is not in accord with the original plans: much more data was asked for; agreements were reached with the seminar participants and with their supporting organizations to supply copious data; report forms for the data were prepared.

No data reached us from Kitsap County (see the section on Kitsap County). From Clallam County only a small amount of data was supplied, for a limited time, and by just one private social service organization.

A large body of data was obtained from Pierce County by having the project Expediter travel to the Pierce County Jail and copy the booking sheets and incident reports there. This process provided only a part of the desired data.

The problems of data collection can be discussed under the headings of: expense; sensitivity; dispersion; professionalism; transportation.

1) EXPENSE

Data collection is an expensive and time-consuming task. Most of the organizations with which the project has been concerned have limited budgets and manpower. They are doing well to collect even the limited kind and amount of data essential to their own operations.

2) SENSITIVITY

Much of the data which an outside evaluator would want is easily subjected to legal, moral, or political misuse. Private and governmental organizations quite properly attempt to prevent such misuse, either by refusing to release such data, or more commonly by not collecting it at all.

3) DISPERSION

The data relevant to the County Jail is dispersed through (and even generated in) a number of governmental departments and private social service organizations. In the present case information relevant to the county jail environment is to be found in the jail itself, in court records, in the departments dealing with probation, work release, and welfare, in the county budget departments, in the sheriff's office, in the prosecutor's office, in the public defender's office, in the offices of private lawyers, and in private social service agencies such as those dealing with alcoholism, or drug-dependency, or those providing psychiatric or counseling services. Such dispersion compounds the problems of expense and sensitivity.

4) PROFESSIONALISM

The personnel of each governmental or private agency are concerned with the professional quality of their own work. With surprising frequency this does NOT include an understanding of the nature or uses of statistical data. Indeed, there is often a fear of statistics and of data collection.

5) TRANSPORTATION

When data is collected at one location and then moved to another, it experiences a large accumulation of errors. This has been known for a long time, and a substantial part of data-gathering technology is devoted to overcoming the effect; it still manages to be surprising when it occurs in a new setting.

All of these problems have been encountered with all of the county jails and social service agencies dealt with by the Prisoner Integration Program.

RECOMMENDATIONS

Any future project involving substantial data collection and analysis should

- 1) reach a fully detailed understanding and formal agreement on the data to be collected, the methods to be used in collecting it, and the uses to be made of it (such an understanding being both within the project between its members and its evaluator, and between the project and the data sources), with such agreements to be supported and enforced by the funding source;
- 2) provide adequate personnel and funding for data collection;

- 3) provide a system for data exchange which protects legal and privacy issues.

Although the Prisoner Integration Program attempted all of these things, the lack of funding and enforcement support from the federal system resulted in a failure to produce the desired data.

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Born

April 4, 1926
Los Angeles, California

Military
Service
1944-
1946

U. S. Navy
Rank: 2nd Class Petty Officer
(Electronic Technician's Mate)
Honorable Discharge; 2 Medals

Education

1950

1) California Institute of Technology
B. S. in Mathematics
(Readership, 1949-1950)
Putnam Prize in 1950 (Mathematical Association
of America)

1951-
1954

2) Princeton University
M. A. in Mathematics, 1951
Ph. D. in Mathematics, 1954
(Teaching Assistant, 1950-1951;
Research Assistant, 1951-1952;
NSF Fellowship, 1952-1953;
Acting Instructor, 1953-1954.)
Thesis: Theory of Semicubical Complexes

Experience

1951
1952

1) Research Assistant at
Los Alamos Scientific Laboratories
during the summers of 1951 and 1952

1953

2) Research Assistant at
Princeton University
during the summer of 1953

1954-
1961

3) Instructor, Assistant Professor in Mathematics
University of Washington
Taught upper and lower division, undergraduate
courses and graduate course, in algebraic topology;
guided graduate students in thesis work
Headed research on contract for U. S. Army

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Experience
(cont.)

1961-
1963

- 4) Consultant in applied mathematics for the Boeing Company
Research on computing supersonic flows, aerofoil optimization

1969-
1972

- 5) Instructor at the Central Campus
Seattle Community College

1962-
present

- 6) Private tutoring in mathematics for high school, college, and graduate, students. This has included thesis students in Mathematics, Economics, and Political Science. Also tutored in Physics, Chemistry, Engineering, and Computer Science

1972-
present

- 7) Private Consulting in Systems Analysis for community agencies (in collaboration with Lee Kirschner)
Flow charting and statistical analyses of client movements, client services, internal paperwork and internal communications to optimize service and function.

1945-
present

- 8) Independent Research in Mathematics
Fields of Specialization:
Algebraic Topology
Differential Geometry
Foundations of Mathematics
Probabilistic Logic
Algebraic Geometry
Game Theory
Category Theory

END