MINNESOTA COMMUNITY CORRECTIONS ACT EVALUATION

Minnesota Department of Corrections

CRIME CONTROL PLANNING BOARD

TECHNICAL REPORT:

APPROPRIATENESS OF SANCTIONS

January, 1981

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TABLE OF CONTENTS

LIST OF TABLES

LIST OF FIGURES

I. INTRODUCTION

In 1973 Minnesota enacted the Community Corrections Act. The Act, representing the State's most far reaching criminal justice policy, has restructured Minnesota's correctional services and policies. It has brought about changes in correctional administration, services offered, and sentencing practices. The intent of these changes is to achieve improvements for both society and offenders.

A major theme of the Act assumes that lower severity offenders should be retained in the community. To this end the Act calls for increased correctional services for offenders and provides a subsidy to support these services. The Act also encourages the retention of lower severity offenders by charging counties if such offenders are sent to state prisons.

The Act, therefore, holds expected benefits for both society and the offender. Society may benefit in terms of costs and public protection and offers the offender the benefit of more equitable or appropriate sanctions. It is the latter with which this section is concerned. While the offender is the beneficiary of this goal, it should be noted that it is society that defines what is appropriate. The goal of appropriateness of sanctions represents a social concern for doing "right" things for offenders. It is not a goal articulated by offenders themselves.

While appropriate sanctions interests were not spelled out in the Act, testimony surrounding its enactment and the opinions of practitioners associated with the Act all pointed to this unexpressed goal. Various attempts by the evaluation's Advisory Group and research staff to define this goal have included the concepts of humaneness, equity, fairness, justice and compassion. A primary theme has been that different types of offenders deserve different sanctions. Serious offenders may deserve institutionalization, but less serious offenders do not. While the rehabilitation argument suggests that a prison environment might make less serious offenders worse, the concern here is that it is not "right" or fair to subject less serious offenders to the severe sanction of prison. Interwined with this concern is the notion of equity, each type of offender should receive equal treatment. Because some county areas have lacked alternatives to incarceration, less serious offenders might receive prison sanctions. In a neighboring county with more resources, a less serious offender might be kept in the community. These various lines of arguments seem to be summarized in the label "appropriateness of sanctions".

II. ISSUES

The central question in this section of the evaluation is: What is the effect of the Community Corrections Act on appropriateness of sanctions. Appropriate sanctions are evaluated primarily in terms of commitment-noncommitment.

For adults, two analyses are conducted on appropriateness of sanctions. The first analysis focuses on the initial sentence. The second includes a two year follow-up period to incorporate sentence changes. This second analysis takes into account the sanction that offenders eventually experience rather than just the initial sentence. This distinction is important. The CCA might bring about changes in initial sentencing, but later revocations may reverse this change.

The eventual sanction experienced is considered more important in evaluating this goal than the sanction imposed at the time of sentencing for a number of reasons. First, the goal is to benefit the offender. If sentencing practices change as a result of the CCA, but these new, perhaps more appropriate, sanctions are closely followed with revocations to prison, there is no lasting change for the offender. For example, a lower severity offender may be placed on probation and later have that probation revoked for a technical violation. The eventual sanction, prison, would not be appropriate for the offense or offender. The wider range of community sanctions afforded by the CCA (more probation options, treatment facilities, jails and jail programs) should allow judges to impose additional sanctions without having to resort to the inappropriately severe sanction of prison. If initial sentencing changes, but subsequent alterations obliterate this change, the goal of appropriate sanctions is not being achieved.

For juveniles, only the initial sanction can be probed because of various data collection problems noted in the Minnesota Community Corrections Act: Research Design. The juvenile section of the analysis is adapted from the Retaining Offenders in the Community analysis, since any community sanction is assumed to be more appropriate for juveniles. All of the remaining issues in this section will therefore refer only to adults.

There are a number of supporting analyses in this section. The first examines the effect of the CCA on types and durations of community sanctions imposed at sentencing. While the principle analysis focuses on the appropriateness of commitment-noncommitment, there are clearly implications for appropriateness in terms of community sanctions. The distribution of sanctions within the community (probation, jail, fines, etc.) may be changing due to CCA. With the increased range of community sanctions available (more probation options, treatment facilities, jails and jail programs), there is expected to be a corresponding increase in the range of community sanctions ordered. The length of probation and jail time may also be changing due to the CCA. Information on all of these facets of community sanctions will be of use to both county personnel and decision makers in other states who are considering community corrections legislation. Changes in community sanctions are not included in the measure of the goal of appropriate sanctions for a number of reasons. First, it is not considered central to assess the Act's impact. Second, rankings of sanction severity are open to debate. Third, the relative merits of any observed changes in community sanctions are also arguable. Therefore, findings on changes in the distribution of community sanctions are presented descriptively. Readers are left to draw their own conclusions as to the merits of any observed changes.

A second related question examines the effect of the CCA on sanction changes. This analysis will be used to explore any differences between the appropriateness of sanctions at sentencing and two years after sentencing. Specific analyses planned include CCA effects on frequencies of court ordered sanction changes, ranges and levels of sanctions received after sanction changes, and reasons for sanction changes.

A third supporting analysis addresses the location of inappropriate cases. There are two ways a sanction can be inappropriate. Offenders appropriate for prison can be kept in the community, and offenders appropriate for the community can be sent to prison. Each reduces levels of appropriateness. This analysis examines the nature of the inappropriate cases before and after CCA entry. Inappropriate cases are examined both at sentencing, and two years after sentencing. Should the goal of appropriateness of sanctions not be met results from this analysis will be particularly useful. Results

will indicate where inappropriate cases are located, and, therefore, which categories of offenders need to be relocated (e.g., community cases to prison or vice versa).

A fourth supporting analysis is: Can the chargeable provision of the Act contribute to the achievement of appropriateness of sanctions? The chargeable provision of the Act has been considered an important incentive to retain lower severity offenders in the community. The Act specifies that CCA counties pay per diem expenses for certain adult offenders sent to prison. The Act defines these offenders as those whose statutory maximum sentences are five years or less. The chargeable provision of the Act may be seen as an initial attempt by the Act's authors to define who should be kept in the community and who should not be. This section of the Act has been repealed effective 1981 with the advent of the Minnesota Sentencing Guidelines legislation, which is a recent legislative effort to define which offenders should be imprisoned and which should not be. While the Minnesota CCA will no longer have this provision, the analysis continues to be relevant as the chargeable provision may have affected the achievement of the goal of appropriateness of sanctions during the time period of analysis. In addition, the usefulness of the chargeable provision of the Act continues to have policy relevance for other states contemplating community corrections legislation.

III. METHODOLOGY

The analysis of appropriateness of sanctions for juveniles is entirely separate from that for adults. Therefore, there are separate methods sections for each.

A. Adults

1. Measurement of Appropriateness of Sanctions

To determine appropriateness of sanctions one requires two measures: a standard for what sanctions offenders "ought" to receive and information on sanctions actually received. By comparing these two, one can determine whether a sanction is appropriate or not.

a. A Standard for Appropriateness

How does one decide what offenders "ought" to receive? Ought is a very relative term. An offender's idea of what he or she "ought" to receive may be very different from a victim's. Different segments of society have a wide range of opinions as to what offenders "ought" to receive. There cannot, therefore, be an absolute definition of what sanctions offenders "ought" to receive. Three efforts have been made recently in Minnesota to define the kind of offender for whom a specific sanction might be appropriate. The first effort was the chargeable provision of the Act. It specifies that counties pay a daily charge for imprisoned offenders whose statuatory maximum sentence was five years or less. While this decision rule is simple and legislatively expedient, it does not capture the complexities of appropriateness. Legislative testimony speaks of keeping non-serious, non-habitual offenders in the community, but the 0-5 rule does not take into account prior criminal history. Also, many lower severity offenses have sentences greater than five years, while some higher severity offenses have five year sentences. The chargeback provision was designed to encourage appropriate sanctions, but was never meant to be an adequate definition of appropriateness. While the research group does not believe the chargeable provision of the Act is an adequate operationalization of the concept of appropriateness, others disagree. Therefore, corroborating analyses are conducted

using the chargeable nonchargeable categories as a standard for what offenders ought to receive.

A second recent attempt in Minnesota to define what offenders "ought" to receive is a parole release matrix designed to aid the Minnesota Corrections (Parole) Board in determining length of stay for imprisoned offenders. This instrument combined offense severity, as defined by the Corrections Board members and others, with "risk of failure," which is an index composed largely of prior criminal history elements. The matrix recommends prison time based on these two dimensions. The chief disadvantage of this instrument as a standard for what sanctions all offenders ought to receive is that it only recommends length of prison time, rather than who should go to prison. It, therefore, is of limited value when applied to all offenders and is not used here.

A third attempt in Minnesota to define what sanctions offenders ought to receive is sentencing guidelines developed by the Sentencing Guidelines Commission. These guidelines represent a concerted effort to define appropriate sanctions applicable for all felons. The Guidelines Grid (Figure 1) has two axes: offense severity and prior criminal history. Offense severities were ranked by Commission members and others, and were then grouped into ten categories ranging from lowest to highest severity. The prior criminal history index is based on the extent of prior convictions and the custodial status at the time of the current offense. Offenders can be placed on the grid based on their prior criminal history and the severity of their offense. Offenders whose grid placement falls above and to the left of the dark line should be kept in the community. Offenders whose grid placement falls below and to the right of the dark line should be imprisoned. The grid boxes also indicate the number of months to be served if offenders are imprisoned. These guidelines, therefore, provide a standard for what sanctions offenders ought to receive, according to correctional values prevalent in Minnesota. For additional information on the development and use of the sentencing guidelines refer to Minnesota Sentencing Guidelines: Report to the Legislature (1980).

Three criticisms could be made for using the sentencing guidelines as a measure of appropriateness. One objection is that there are justified deviations from the guidelines that cannot be taken into account in its use as a research instrument. A second concern germane to Minnesota is that the guidelines may be altered. Another criticism is that it is unfair to apply a 1980 standard to sentencing practices in the 70's.

First, justified deviations from the guidelines, indeed, cannot be taken into account in this research. However, one would expect the percentages of justified deviations to be the same before and after a county enters the Act. This error should not affect changes in appropriateness and, therefore, would not affect conclusions on CCA impact.

The same logic applies to the effect of potential changes to the sentencing guidelines. One would not expect any changes to systematically benefit cases sentenced either before or after a county area enters the Act. For example, if a group of offenses are moved in the grid from community sentences to prison sentences, individual offenders will experience a change. Appropriateness levels may also change. However, they would be expected to change equally before and after CCA entry and would therefore not affect conclusions on CCA impact.

In response to the third issue, no standard could be developed today that could take into account changing values over time. If a change has been going on across all CCA

Figure 1: Sentencing Guidelines Grid

Presumptive Sentence Lengths in Months

Italicized numbers within the grid denote the range within which a judge may sentence without the sentence being deemed a departure.

SEVERITY LEVELS OF CONVICTION OFFENSE		CRIMINAL HISTORY SCORE						
		0	1	2	3	4	5	6 or more
Unauthorized Use of Motor Vehicle *Possession of Marijuana*	I	12*	12*	12*	15	18	21	24
Theft Related Crimes ($150-$2500) *Sale of Marijuana*	II	12*	12*	14	17	20	23	27 *25-29*
Theft Crimes ($150-$2500)	III	12*	13	16	19	22 *21-23*	27 *25-29*	32 *30-34*
Burglary - Felony Intent *Receiving Stolen Goods ($150-$2500)*	IV	12*	15	18	21	25 *24-26*	32 *30-34*	41 *37-45*
Simple Robbery	V	18	23	27	30 *29-31*	38 *36-40*	46 *43-49*	54 *50-58*
Assault, 2nd Degree	VI	21	26	30	34 *33-35*	44 *42-46*	54 *50-58*	65 *60-70*
Aggravated Robbery	VII	24 *23-25*	32 *30-34*	41 *38-44*	49 *45-53*	65 *60-70*	81 *75-87*	97 *90-104*
Assault, 1st Degree *Criminal Sexual Conduct, 1st Degree*	VIII	43 *41-45*	54 *50-58*	65 *60-70*	76 *71-81*	95 *89-101*	113 *106-120*	132 *124-140*
Murder, 3rd Degree	IX	97 *94-100*	119 *116-122*	127 *124-130*	149 *143-155*	176 *168-184*	205 *195-215*	230 *218-242*
Murder, 2nd Degree	X	116 *111-121*	140 *133-147*	162 *153-171*	203 *192-214*	243 *231-255*	284 *270-298*	324 *309-339*

1st Degree Murder is excluded from the guidelines by law and continues to have a mandatory life sentence.

*one year and one day

areas that culminates in the 1980 sentencing guidelines, one would expect increases in appropriateness after CCA entry. However, if values were changing over time, one may expect this change to affect all counties in the same way. The evaluation design incorporates the use of non-CCA county comparisons to control for this. If a change is, indeed, going on statewide, its effect will not be attributed to the CCA. Finally, there are strong indications that the sentencing guidelines have much the same intent as the CCA. The guidelines, therefore, provide a useful independent standard by which to assess the CCA.

The eventual sanctions experienced by offenders are considered of more importance in this evaluation than sanctions imposed at the time of sentencing. While the sentencing guidelines are the standard for determining the appropriateness of the initial sentence, additional factors need to be considered in determining the appropriateness of the eventual sanction. Both the CCA and sentencing guidelines indicate that revocations should not be a matter of course. The Act provides no exceptions to the per diem for a particular chargeable offense. Whether a judge imprisons a chargeable offender at the time of sentencing, or revokes him a year later, makes no difference for imposing a per diem. The guidelines have no presumptive language regarding revocation and subsequent commitments. They do include suggestions that indicate revocations resulting in commitment should not be reflexive.

The only way the appropriateness of a sanction can change in this evaluation is if the offender receives a revocation to prison. If an offender is appropriate for prison and is kept in the community, any revocation is considered appropriate. For community-appropriate offenders, the decision is not so clear. Researchers needed clear decision rules to decide which revocations are appropriate.

A number of different rules could be adopted to define appropriate revocations. Researchers discussed various indicators: new felony convictions, new misdemeanor or gross misdemeanor convictions, new arrests, one or more attempts to retain an offender in the community before revoking him to prison, grid placement (sentencing guidelines indicators), and various combinations of these. The consensus of researchers on indicators for appropriate revocations were:

1. A severe new felony conviction, or
2. Repeated attempts by the community to retain the offender, coupled with some conviction after the conviction offense (felony, misdemeanor, gross misdemeanor).

Since the sentencing guidelines are used as a standard to determine appropriate sanctions in the evaluation, researchers also paid attention to the Guidelines (non-presumptive) suggestions on appropriate revocations. Guideline indicators are:

1. A new felony conviction for which the Guidelines would recommend imprisonment, or
2. Despite use of more onerous conditions the offender persisted in violating conditions of the stay of execution.

The only substantive difference between the two sets of indicators was the researchers' requirement that some sort of conviction be obtained for a revocation to be considered appropriate. Researchers chose to use the sentencing guidelines (non-presumptive) indicators. This choice affected less than 25 cases out of 4300 cases.

While sentencing guidelines also suggested less forbearance was in order for the more severe community-appropriate offenders, this was not used as an indicator since the guidelines suggested that even then a revocation not be reflexive.

b. A Measure of Sanctions Received

Data have been collected on sanctions received by samples of adult offenders sentenced both before and after CCA entry. While one only needs to know if an offender was kept in the community or sent to prison to assess the appropriateness of that sanction, additional information on community sanctions has been collected. A seven point ordered scale of sanctions was constructed and includes:

1. Unsupervised probation/diversion,
2. Fine,
3. Supervised probation/diversion with no additional conditions,
4. Supervised probation/diversion with additional conditions other than listed in this seven point scale,
5. Supervised probation/diversion with the condition of residential treatment,
6. Jail, and
7. State incarceration

The order of these sanctions is the severity scale used in the evaluation. For data collection, the three most severe sanctions imposed at initial sentencing have been recorded.

In addition, incarceration and probation time ordered, incarceration time served, type of residential treatment program ordered, and any additional conditions of probation have been coded. Sanction changes received in subsequent court appearances are also recorded in the same detail and include the reason for the sanction change. The reader is referred to the Technical Report: Adult Offender Sample (1980) for the exact wording of each item. Only court-ordered sanctions and sanction changes are recorded (e.g., parole revocations and probation officer actions are excluded). If more than two court-ordered sanction changes occur, the first and last sanction changes are coded.

c. A Measure of Appropriate Sanctions

The appropriateness of a sanction is determined by comparing the sanction received by an offender with his or her placement on the sentencing guidelines. For example, if an offender's grid placement is in the community and the offender is sentenced to the community, the sanction would be appropriate. If a sanction change moves an offender from the community to prison, the appropriateness of that sanction will change too. Therefore, two measures of appropriateness are computed. The first measure is for the time of sentencing. The second one includes the highest sanction received within two years after sentencing. This time limit is necessary so that pre- and post-CCA cases will have an equal time for sanction changes to occur. The time limit also eliminates the recent participants from this second measure, because cases do not have the necessary follow-up time for sanction changes to occur.

Measuring appropriateness of sanctions using the chargeable provision of the Act follows the same steps as above. The chargeable category (statuatory maximum sentence of five years or less) indicates that an offender should be kept in the community. Offenders who do not fall in this category are then considered appropriate for prison. While the latter is not the intent of the Act, it is a necessary

assumption for research purposes if the chargeable provision is to be used as a standard of appropriateness for all offenders.

A two year follow-up has also been conducted using the chargeable provision as the standard for appropriateness. The correct rule for appropriate revocations using the chargeable provision is: If an offender is on probation for a chargeable offense and is convicted and sent to prison for a non-chargeable offense, the probation for the chargeable offense may be revoked at no cost to the county. However, this is not taken into consideration in the data analysis because it is expected to affect fewer than 30 cases of 4300 and would also require additional data collection. This assumption is based on the low number of cases that were altered for the primary analysis of this question (using the sentencing guidelines).

2. Subjects and Sampling

The evaluation of appropriateness of sanctions requires information on sanctions received by adult offenders before and after CCA entry. Since the measurement of appropriateness of sanctions for this evaluation is based on whether the right people go to prison, only people who can be sent to prison are included in the study. Therefore, the relevant population of adult offenders is defined as persons diverted for or convicted of felony level offenses.

Before one draws a sample, one first needs a listing of the population of interest from which to sample. Such a sampling frame is available for all CCA areas (except Rock-Nobles) from July 1972 through 1978. Rock-Nobles is excluded from the design since there is insufficient post-CCA time to study. Non-CCA areas are excluded from the design due to lack of a sampling frame and resources. However, this does not preclude the use of non-CCA comparisons, since recent participants can be used as non-CCA comparisons for early participants (and vice versa).

Independent random samples were drawn for each CCA area, using up to three different time frames needed for various comparison purposes. Since the primary use of the samples is to compare cases before and after CCA entry, one requires samples drawn before and after each county area's CCA entry date. For example, for Hennepin County one requires samples drawn before and after its entry date of January 1, 1978. The second use of the samples is when counties with recent entry dates are used as comparisons for early participants (or vice versa). One then requires samples in these comparison counties that are drawn before and after the entry date of the early participants. For example, if Hennepin County is used as a comparison for Ramsey, one requires samples drawn before and after July 1, 1974. A third use of the samples includes a follow-up period of two years so that sanction changes can be incorporated. Therefore, the post-CCA period has to be cut off earlier for sampling than it does for analyses based on sentencing information. In summary, samples were drawn in such a way to provide samples that met three requirements:

Pre X Post, where X = CCA entry date
Pre - Post, where - = CCA entry date of comparison county, and
Pre X $Post_a$, where $Post_a$ = shortened Post period to enable a follow-up.

Finally, researchers made decisions on several elements of a sampling formula used to select sample sizes needed to estimate population proportions: The confidence level desired, the level of precision desired, and estimates about the distribution of the variables to be measured. Without knowing the distribution of one of the major variables (the appropriateness of sanctions), researchers decided to select the propor-

TABLE 1: Sample Sizes for Adult Offenders in each CCA Area

AREA	YEAR							Total
	1972	1973	1974	1975	1976	1977	1978	
DODGE-FILLMORE-OLMSTED								
Felony Dispositions	28	42	39	43	39	41	75	307
Diversions	-	-	4	7	10	5	7	33
Total	28	42	43	50	49	46	82	340
RAMSEY								
Felony Dispositions	68	95	83	68	68	69	202	653
Diversions	-	-	2	8	5	7	14	36
Total	68	95	85	76	73	76	216	689
CROW WING-MORRISON								
Felony Dispositions	23	41	40	44	43	40	73	304
RED LAKE-POLK-NORMAN								
Felony Dispositions	11	27	24	37	50	49	46	244
TODD-WADENA								
Felony Dispositions	5	21	7	18	23	27	19	120
ARC								
Felony Dispositions	50	53	55	57	86	116	97	514
ANOKA								
Felony Dispositions	24	37	43	50	69	106	88	417
Diversions	7	15	14	5	-	-	-	41
Total	31	52	57	55	69	106	88	458

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TABLE 1: Sample Sizes for Adult Offenders in each CCA Area - continued

AREA	YEAR							
	1972	1973	1974	1975	1976	1977	1978	Total
REGION 6W								
Felony Dispositions	17	18	18	28	22	30	26	159
BLUE EARTH								
Felony Dispositions	17	36	33	36	34	23	33	212
HENNEPIN								
Felony Dispositions	83	108	91	73	73	73	223	724
Diversions	9	12	10	13	16	15	40	115
Total	92	120	101	86	89	88	263	839
WASHINGTON								
Felony Dispositions	31	49	47	45	47	51	84	354
TOTAL								4,233

tion that generated the largest sample size (.5). Researchers chose a confidence level of ninety percent and a precision level of +.05. This means that researchers can be ninety percent confident that a proportion resulting from sample data is within +.05 of the population value. Higher confidence levels would be preferable, but this yielded a sample that was much larger than evaluation resources could allow. Table 1 presents the final sample sizes required for each CCA area. Detailed information on the population and sampling is presented in the Technical Report: Adult Offender Sample.

3. Research Design

The primary design used evaluating the appropriateness of sanctions is a standard pretest-posttest design comparing proportions of appropriate sanctions before and after CCA entry. Since early, middle and recent participants use different designs, each is discussed separately.

a. Early Participants

The strongest design for the analysis of the appropriateness of sanctions is available for the counties that entered in 1974. One is able to use the recent participants, which joined in 1978, as non-CCA comparisons. While it would be ideal to have strictly non-CCA comparisons, this is not possible due to resource limitations and the lack of comparable non-CCA counties. Most of the larger, more urban counties have already joined the CCA. The availability of non-CCA years in the recent participants allows one to deal adequately with the rival hypothesis that changes occurring in CCA counties are occurring elsewhere without the CCA.

Three recent participants are available as comparisons for Dodge-Fillmore-Olmsted and Crow Wing-Morrison. Region 6W & Blue Earth and Washington counties joined the CCA approximately January 1978. Their 1972 through 1977 observations can be treated as comparison data for the two earlier participants.

Ramsey and Hennepin counties are the only two heavily urbanized counties in Minnesota and are analyzed separately. The 1972 through 1977 data for Hennepin, the recent participant, can be treated as comparison data for Ramsey county, whose entry date is 1974.

While data are available from 1972 through 1978, adjustments need to be made when recent participants are used as comparisons for early participants. The later participants' post-CCA observations (1978) are removed in order to eliminate their CCA effect. Because the 1978 observations are removed from the comparison county data, they are also removed from the CCA data to ensure that the time periods are comparable. For example, if 1978 observations remained in the CCA data but were removed from the comparison data, and something other than the CCA was affecting appropriateness in 1978, one might mistakenly infer a change in appropriateness post-CCA as due to the CCA.

In summary, when recent participants are used as comparisons against the early participants, the recent participants' CCA year (1978) is removed from both early and recent participants. Figure 2 illustrates this.

b. Middle Participants

Four county areas entered the CCA in approximately 1976. Because the entry dates of both the early and recent participants are so close to 1976, neither can be used for

FIGURE 2 : : Research Design for the Early Participating Counties -- Pretest-Posttest Design with Non-equivalent Control Group

CCA County:	Year 1972	1973	1974		1975	1976	1977	1978
Dodge-Fillmore-Olmsted	_____	_____	_____	X	_____	_____	_____	. . . . .
Crow Wing-Morrison	_____	_____	_____	X	_____	_____	_____	. . . . .
Comparisons:								
6W	----------	----------	----------		----------	----------	----------	X . . . .
Blue Earth	----------	----------	----------		----------	----------	----------	X . . .
Washington	----------	----------	----------		----------	----------	----------	X . .
CCA County:								
Ramsey	_____	_____	_____	X	_____	_____	_____	. . . . .
Comparison:								
Hennepin	----------	----------	----------		----------	----------	----------	X . . .

X = Area's CCA Entry

_____ = Time Period based on Early Participants' CCA Entry

-------- = Comparison Time Period based on Early Participants' CCA Entry

. . . . . = Time Period Eliminated from Analysis to remove CCA Effects from the Comparison Data and to Make the CCA and Comparison Periods Comparable

comparison purposes. Therefore, the design used is simply a pretest-posttest design without a control group. This design is weaker than the one described above because of the lack of comparisons to assess rival explanations. There is a possibility that any changes or lack of changes discovered might be due to factors other than the CCA, but without comparison data that possibility cannot be ruled out.

c. Recent Participants

Four CCA areas, Region 6 West, Blue Earth, Hennepin and Washington all entered the CCA around 1978. A pretest-posttest design with non-equivalent control groups is the primary analysis, as it was for the early participants. The early participants, Dodge-Fillmore-Olmsted, Ramsey and Crow Wing-Morrison are used as comparison counties. It should be noted that the design for the recent participants is not as strong as that for the early participants, since there is only one post-CCA year to analyze. There are only six months of data available for Washington county.

Again, since Hennepin and Ramsey are the only heavily urban counties, they are analyzed separately, with Ramsey used as the control county for Hennepin.

Adjustments again need to be made in the samples when the earlier participants are used as comparisons for the recent participants. The pre-CCA observations of the early participants (1972 through mid-1974) are deleted when the early participants are used as comparisons. This is done to eliminate the effects of the CCA, so that the only effects detected in the early participants are those that occur above and beyond the CCA. To make the recent participants comparable to their early participating control counties, the same periods, 1972 through mid-1974, are also deleted. This is illustrated in Figure 3.

It is clearly problematic to use counties that have already joined the CCA as controls. It could be that the CCA in some way insulates a county from state-wide changes. One might also find that the CCA affects counties in such a way that further changes are not possible. If this is the case, it would not be legitimate to use early participants as comparison counties. If this appears to be the case in any early participant, it is not used for comparison purposes.

4. Decision Rules

When one is using comparison county results, one needs to decide before hand how those results will be taken into account. What if an early participant shows a change, and one, two, or all three of the recent participants show the same change? Where does one draw the line? Researchers need objective decision rules as to how the comparison county findings will be employed. Researchers, with the agreement of the CCA evaluation Advisory Group, came up with three basic decision rules that dictate how comparison county data will be used. They are:

Rule	Applicable to
1. When a county has one comparison county, the results in the CCA county must be significantly different from the comparison county to conclude that the CCA results are due to the CCA.	Hennepin compared to Ramsey Ramsey compared to Hennepin

FIGURE 3: Research Design for Recent Participating Counties -- Pretest-Posttest Design with Non-equivalent Control Group

	Year							
CCA County:	1972	1973	1974	1974	1975	1976	1977	1978
6W	.....			_____			X	_____
Blue Earth	.....			_____			X	_____
Washington	.....			_____			X	_____
Comparisons:								
Dodge-Fillmore-Olmsted	.....		X	----------				----
Crow Wing-Morrison	.....		X	----------				----
CCA County:								
Hennepin	.....			----------			X	----
Comparison:								
Ramsey	.....		X	----------				----

X = County's CCA Entry

_____ = Time Period based on Recent Participants' CCA Entry

------ = Comparison Time Period based on Recent Participants' CCA Entry

..... = Time Period Eliminated from Analysis to Remove CCA Effects from the Comparison Data and to Make the CCA and Comparison Periods Comparable

2. When a county has two comparison counties, the results in the CCA county must be significantly different in the same direction from both comparisons to conclude that CCA results are due to the CCA.

   Region 6 West, Blue Earth and Washington compared to Dodge-Fillmore-Olmsted and Crow Wing-Morrison

3. When a county has three comparison counties, the results in the CCA county must be significantly different in the same direction from two of the three comparisons to conclude that the CCA results are due to the CCA.

   Dodge-Fillmore-Olmsted and Crow Wing-Morrison compared to Region 6 West, Blue Earth, and Washington.

The third decision rule is probably the most open to debate. It permits one to conclude that the CCA has had an impact when one comparison county demonstrates similar results. Researchers discussed several alternatives and eventually brought them to the evaluation's Advisory Group for consideration. This third decision rule might lead one to conclude that the CCA has had an impact (positive or negative) when in fact it has not. More stringent rules (for example, requiring that the comparison counties all show a different result from the CCA county) might err in the direction of concluding that there is no impact (positive or negative) when in fact there is. Research staff preferred the above third decision rule, which was unanimously accepted by the Advisory Group.

5. Statistical Significance

This section is included for readers who have no background in statistics. While the Results and Discussion section assumes a knowledge of statistics, the intention is that the non-technical reader can follow the inferences made. To this end a brief introduction to the statistics used is offered.

A primary step in interpreting results obtained from a sample is to test if the differences in those results are large enough to represent real differences in the populations from which the samples are drawn. For example, when one finds a difference in appropriateness pre- to post-CCA in the sample, one wants to test whether this is likely to represent a real difference in the populations from which the samples were drawn, or if it is simply due to chance. The very nature of working with a sample (rather than with the whole population) requires this. Statistical inference is concerned with coming to conclusions about the population from which the sample is drawn.

Researchers come to conclusions about whether a sample difference is large enough to report by using the following rule: Is the observed sample difference large enough that it would occur by chance less than 5 times out of 100? There are a number of statistical tests, some quite complicated, that test for this. Only four basic statistical methods are used in this section: the difference of proportions test and its companion, the difference of difference of proportions test, the t-test for difference of means, and the Chi-Square test.

a. Difference of Proportions Test

The difference of proportions test checks to see if the difference observed in the sample proportions is likely to represent an actual difference in the populations from which the samples are drawn. For example, this test is used to test if the middle participants' changes in appropriateness of sanctions pre- to post-CCA are significant.

b. Difference of Difference of Proportions Test

This is a generalization of the difference of proportions test to two samples. It can be used to take into account comparison county changes. For example, if Ramsey is increasing pre- to post-CCA in appropriateness of sanctions and its comparison county, Hennepin, is increasing during the same time period, one would want to assess whether Ramsey's increase is significantly greater than that observed in Hennepin.

c. T-Test of Significance of Means

When one obtains average or mean scores for pre- and post-CCA, one wishes to test if the differences observed are likely to be due to real differences in the population, or just flukes of the sample. The t-test uses the difference between the two averages, the variability in the samples and the sample sizes to generate a significance level that is treated in the same manner as significance levels described in the preceding tests.

d. Chi-Square Test

The Chi-Square test helps determine whether a systematic relationship exists between two variables. This is done by tabling the data and comparing the cell frequencies expected if no relationship exists between the variables with the cell freqencies observed in the sample. The resulting significance level is used in the same manner as those obtained using the previous tests.

B. JUVENILES

The Act implies that the appropriate sanction for the vast majority of all adjudicated juveniles is a community sanction. The incentive to retain lower severity adults in the community (the chargeable provision) applies to all but a very small number of serious adjudicated juveniles. Since this exception affected only a very few number of juveniles in 1978 it is not taken into account in the analysis. The evaluation of appropriate sanctions for juveniles is adapted from the juvenile analysis in the Retaining Offenders in the Community section. If the assumption is correct that any community placement is the appropriate one for the vast majority of juveniles, then any decrease in juvenile commitment rates can indicate an increase in the appropriateness of sanctions.

While it would be ideal to extend to juveniles the research design employed for adults in the Appropriateness of Sanctions section, this is not possible. First, a comparable study looking at juveniles would have consumed the entire evaluation budget; a sampling frame of all adjudicated juveniles was not available as was the case for adults. Second, access to juvenile court, probation and diversion files is not clearly legally mandated as it is for adults. Since a data set comparable to the adult one is not available for juveniles, researchers made inferences from the commitment rate analysis in the Retaining Offenders in the Community section. It should be noted that the design for juveniles in this section is therefore weaker than that for adults.

To evaluate the impact of the CCA on the appropriateness of sanctions, one needs first to assess whether changes have occurred and then to rule out rival explanations for any observed changes. The Retaining Offenders in the Community design for juveniles uses two data sets: juvenile commitments to state correctional institutions from 1970 through 1979 and juvenile population-at-risk figures. Juvenile commitment rates are calculated for all CCA areas and for the rest of the state by year from these two data sets.

Forecasting techniques are used to estimate commitment rates without the CCA. In the technique used here, pre-CCA commitment rates are pooled with the commitment rates for the rest of the state. A trend (slope) is calculated from these and is used to estimate commitments in each CCA area after it begins participation in the Act. All non-CCA data points available go into the estimate, thereby controlling for non-CCA effects during the same time periods. By comparing the forecasted estimate of commitments without the CCA with what is observed in each CCA area after it joins the Act, one can infer the effect of the CCA on commitment rates. For a more comprehensive discussion of this methodology, the reader is referred to the Technical Report: Retaining Offenders in the Community.

It should be noted that the design employed for juveniles in appropriate sanctions is weaker than that used for adults. The data on juvenile commitments are used because they are the only data available. The juvenile study on appropriateness of sanctions has the following limitations:

1. The inferences from the juvenile data are more problematic than those for adults. There is a clearly defined and enumerated adult target population of the CCA. Fron this adult target population representative samples are drawn from which inferences can be made to the target population. Extensive data are collected on sanctions. Inferences can be made from the adult sample results on sanctions to the target population. Because of careful sampling there is a small but known element of error that can be considered in this inference. The juvenile situation is far less satisfactory. The target population is not clearly defined. It is believed to be larger than the adult target population but certainly not as large as the total population-at-risk. Because there is not a clearly defined and enumerated target population, it is not possible to draw samples of juveniles. As a result the data that are used are county-level aggregate commitment rates based on the total population-at-risk. The inference is from the total population-at-risk to an ambiguous target population. The degree to which commitments are accounted for by the target population and whether this degree changes over time are unknown. The degree to which the target population and the population-at-risk overlap and whether this degree is changing over-time are unknown. The extent of error is unknown and cannot be considered in interpreting results. Thus inferences to juveniles in the target population from aggregate data based on the population-at-risk may contain errors.

2. Commitment data provide an imperfect indicator of the concept being evaluated. For adults the sample data indicate what type of offender receives what type of sanction. For juveniles, however, it is not known if a decrease in commitments represents the same amount of increase in the use of more appropriate community sanctions.

3. The evaluation of appropriateness of sanctions for juveniles uses only one data set. Moreover, the commitment data subject to some error. The commitment data in the early 1970's are affected by some problems in data entry. The inclusion of all non-CCA areas should help to control the effects of the data errors. In contrast intercoder reliability tests were conducted to assure the accuracy of the adult sample data. Additional data are also available to provide corroborating evidence for the adult analyses.

IV. RESULTS AND DISCUSSION

Results are presented for adults and juveniles separately.

A. Adults

1. What is the Effect of the CCA on Appropriateness of Sanctions?

a. Initial Sentencing.

Tables 2 through 5 present sample data on appropriateness of sanctions at the time of sentencing. Ten of the eleven CCA areas maintain appropriateness of sanctions with CCA participation. The eleventh area, Red Lake-Polk-Norman, increases appropriateness of sanctions with CCA entry. While two early participants, Crow Wing-Morrison and Ramsey, also show an increase in appropriateness of sanctions with participation, this increase is not significantly different from that observed in recent participants during that same time period (Tables 2 and 3). There appears to be a significant increase in appropriateness of sanctions during the 1970's in a number of counties that is not caused by participation in the CCA.

One middle participating county area, Red Lake-Polk-Norman, shows a twenty-eight percent increase in appropriateness of sanctions, which is highly significant (Table 4). Red Lake-Polk-Norman's appropriateness level is the lowest before entry and almost the highest after CCA entry. In probing for reasons, researchers noted that this CCA area had a limited quantity of correctional programs before it entered the Act and a very large increase in programs after entry (Technical Report: Local Correctional Programming). At the time of CCA entry, Red Lake-Polk-Norman opened a regional correctional facility which provided a much wider range of sentencing options within the community. While this facility was planned and built before the area came into the CCA, it could not have been staffed and run without CCA funds. It is, therefore, appropriate to attribute the possible effects of this facility to the CCA.

None of the recent participants show a significant increase in appropriateness with CCA participation (Tables 3 and 5). This same pattern is observed in the early-participating areas during the same time period. The findings for the recent participants on appropriateness are based upon a much shorter time period than that for the earlier and middle participants. Therefore these findings are not as conclusive, particularly for Washington County which is based on only six months of dispositions. However, the same pattern emerges. The conclusion for the recent participants is maintenance of appropriateness of sanctions at the initial sentence.

b. Two Years After Initial Sentencing

Tables 6 through 8 provide data on the appropriateness of sanctions two years after the initial sentence. These data reflect the effects of any changes in the original

sentence. Seven of the eleven CCA areas have been in the Act long enough to allow a two-year follow-up measure. The conclusion for six of these early and middle participating areas is maintenance. For the seventh CCA area, Red Lake-Polk-Norman, the conclusion again is an increase. While there are significant increases observed in Crow Wing-Morrison and Ramsey counties, these increases are again observed in the recent participants during the same time period.

Pre-CCA levels of appropriateness two years after sentencing range from sixty-three percent (Red Lake-Polk-Norman) to ninety-five percent (Todd-Wadena). Post-CCA levels of appropriateness range from seventy-six percent (Anoka) to ninety-six percent (Red Lake-Polk-Norman).

c. Corroborating Analyses

An analysis of appropriate sanctions has also been conducted using the chargeable provision of the Act as the standard for appropriateness. Very similar findings emerge. The only difference is that Crow Wing-Morrison also shows a significant increase in appropriateness. In general the levels of appropriateness are lower using this standard rather than the Sentencing Guidelines. However, the changes attributed to the CCA are remarkably similar. These findings are highly corroborative of the primary analyses. Whether one uses sentencing guidelines or the chargeable provision of the Act as a measure of appropriateness the same statewide findings emerge. The CCA maintains but does not improve appropriateness of sanctions for most CCA areas.

A Corroborating analysis has also been conducted using Sentencing Guidelines Commission data. The Sentencing Guidelines Commission collected similar data on random samples of felons sentenced during fiscal year 1978 in all Minnesota counties. (Refer to Minnesota Sentencing Guidelines: Report to the Legislature for information on samples and data collection.) While these data do not allow comparisons before and after CCA entry, they do provide researchers with the opportunity to compare appropriateness levels across CCA and totally non-CCA counties. These data therefore provide a totally non-CCA comparison group. The later participating areas are excluded from this analysis entirely as they entered the CCA during the data collection period. Ramsey county has an appropriateness level of 81.0% (N=371). The other early and middle participants have an average appropriateness level of 86.3% (N=454). The non-CCA counties (the sixty counties which had not joined the CCA by the end of 1978) have an appropriateness level of 83.9% (N=767). A difference of difference of proportions test indicates that there is no significant difference between the CCA areas excluding Ramsey and the non-CCA areas ($Z=1.13$, $p > .05$). There is a significant difference between Ramsey county and the other CCA areas ($Z=2.06$, $p < .05$), but this is not interpreted as a CCA effect. The non-CCA areas do not differ in appropriateness from the CCA areas. These data support the finding that the CCA does not increase appropriateness of sanctions.

d. Conclusion on the Effect of the Community Corrections Act on the Appropriateness of Sanctions

The findings on appropriateness based on the initial sentence are the same as the findings based on a two-year follow-up measure (Table 9). Supporting analyses using a different standard of appropriateness are highly corroborative. Whether one uses the sentencing guidelines or the chargeable provision of the Act as a standard of

appropriateness, and whether one bases findings on initial sentencing or incorporates a follow-up period for revocations, the results are strikingly similar. The Community Corrections Act maintains but does not increase appropriateness of sanctions for most CCA areas.

2. What is the effect of the CCA on Types and Durations of Community Sanctions Imposed at Sentencing?

a. Types of Community Sanctions Imposed

Tables 10 through 13 provide information on community sanctions imposed before and after CCA entry. While community sanctions are of primary interest in this analysis, the percentage of cases receiving prison sentences are included. This allows one to inspect whether changes in community sanctions are associated with reductions in prison use. In the first analysis, only the most severe sanction is used. For example, if an offender receives jail and probation sanctions, only the jail sanction is used because it is considered the more severe of the two. Probation with additional conditions includes conditions other than fines, jail, and residential treatment. The severity ranking of sanctions is included in section III. A. 1. b. (pages 6 and 7).

There is a significant change in the most severe sanction imposed at the initial sentence in eight of eleven CCA areas (Tables 10-13). In general, this change is an increase in the use of jail as the most severe sanction. Although some changes in the distribution of sanctions are occurring in comparison counties during the same time periods, the changes found in the CCA areas are not duplicated. While comparison areas do show slight increases in jail use, these percentage increases are small. Moreover, the increases in jail use noted in two of the earlier participants, Dodge-Fillmore-Olmsted and Crow Wing-Morrison, may be a continuing CCA effect. Therefore their use as comparison counties is suspect. While the data are open to some interpretation one may conclude that there is a significant increase in jail use that is due to the CCA. This is not explained primarily by a decrease in prison use, which indicates that offenders traditionally kept in the community are receiving more severe sanctions as a result of the CCA.

The above analysis examines only the single most severe sanction imposed at sentencing. While jail use is increasing, one wants also to know if probation use is actually decreasing. The answer is no (Table 14). The imposition of jail sanctions is in addition to probation. Therefore, the change in community sanctions is actually a shift from probation to probation with a condition of jail. Again, this increase is not observed to the same extent in comparison areas, with the exception of Blue Earth county.

b. Jail Time Served

Tables 15 through 18 present average jail days served as a result of initial sentencing. There are no significant differences before and after CCA in nine of the eleven areas. In two CCA areas, Ramsey and Region 6 West, jail days do increase significantly. These two increases are not observed in comparison counties. In general, however, the CCA has not had an effect on the length of jail time served.

c. Probation Months Imposed

Tables 19 through 22 present probation months imposed in CCA areas before and after CCA entry. There are no significant differences with CCA participation in eight of the eleven areas. Supervised probation months significantly increase in two CCA areas, Anoka and Todd-Wadena, and significantly decrease in one area, Ramsey. In general, the CCA does not affect probation months imposed at the time of sentencing.

d. Conclusion

The Community Corrections Act has significantly affected the distribution of community sanctions imposed at sentencing. In general, there is a decrease in probation use and an increase in probation with a condition of jail. Although some changes in the distribution of community sanctions are occurring in comparison counties during the same time periods, the changes found in the CCA areas are not duplicated. This lack of parallel change in comparison counties leads one to conclude that the increase in the use of jail is indeed due to the CCA. On the other hand, length of jail time served and probation time ordered do not change systematically as a result of CCA participation. While available analyses may be open to some interpretation, one may conclude that the CCA has increased the severity of community sanctions. This increase in severity is not explained primarily by a decrease in prison use, which indicates that offenders traditionally kept in the community are receiving more severe sanctions as a result of the CCA.

3. Is There Any Difference in Sanction Changes Before and After CCA?

There are no differences in the frequencies with which sanctions change after CCA entry. The number of cases receiving sanction changes in the adult offender sample is so small that it is virtually impossible to make inferences and draw conclusions about ranges and levels of sanction changes and reasons for those sanction changes.

4. Where Are the Inappropriate Cases?

As noted in the Introduction, there are two ways a sanction can be inappropriate. Offenders appropriate for prison can be kept in the community, and offenders appropriate for the community can be sent to prison. This analysis provides information on the distribution of inappropriate cases in CCA areas.

The reader is reminded that the evaluation's measure of appropriate sanctions cannot be perfect. Justified deviations from sentencing guidelines grid placement cannot be taken into account. Thus, some cases measured as inappropriate may in fact be appropriate, while some cases measured as appropriate may in fact be inappropriate. Since grid placement is used only as a research indicator of appropriateness, proportions of appropriateness before and after CCA entry are expected to contain the same amount of error. If justified deviations are constant, the difference between proportions before and after CCA entry should be an accurate measure of change.

Table 23 presents proportions of offenders incongruently placed in the community and prison at the initial sentencing before and after CCA entry. The percentages given are percentages for the entire sample. For example, before entry, 34.7 percent of Red Lake-Polk-Norman's sample is inappropriate. Offenders incongruently in prison comprised 26.4 percent of the sample. There is a 28.4 percent increase in appropriateness with CCA entry as noted in the change column. The preponderance of inappropriate cases at initial sentencing is community cases sent to prison, and it is primarily changes in this category that account for the increases in appropriateness of sanctions. The major exceptions to this appear to be some of the more recent participants, Region 6 West, Blue Earth and Hennepin, where the pre-CCA inappropriate state percentages are already quite low.

The same pattern for the earlier and middle participants is seen two years after sentencing. However, the percentages of inappropriate community cases in prison are greater both before and after CCA entry (Table 24). This finding reflects the fact that most sanction changes resulting in commitment are incongruent with the sentencing guidelines using decision rules noted in Section III. A. 4. (page 13).

5. Can the Chargeable Provision of the Act Contribute to the Achievement of Appropriateness of Sanctions?

As noted in the Introduction, the chargeable provision of the Act provides a disincentive for CCA areas to imprison certain lower severity offenders. CCA areas are charged a per diem for imprisoning offenders who have maximum sentence lengths of five years or less. Table 25 presents the relationship between chargeable categories (maximum sentence length over or under five years) and the sentencing guidelines grid placement, which is the primary standard for appropriateness in this evaluation. The percentage agreement between these two measures provides an indication of how much the chargeable provision can contribute to the achievement of appropriate sanctions. The higher the percentage agreement, the more the chargeable provision can contribute to the achievement of appropriate sanctions, as it is operationalized in this evaluation.

Average agreement (of where an offender ought to go) between the chargeable provision and appropriate sanctions as indicated by the sentencing guidelines is over eighty percent. This ranges from a low of seventy-three percent for Hennepin County to a high of ninety percent for Washington County. Clearly, the chargeable provision could contribute to the achievement of appropriate sanctions. However, it may be more helpful in some CCA areas than others.

There are two ways the chargeable provision may not contribute to the achievement of appropriate sanctions. The first is when a CCA area is charged for the incarceration of state-appropriate offenders. This happens when a state-appropriate offender's maximum sentence length is five years or less. To the extent that this disagreement happens, the chargeable provision is directly hindering the achievement of appropriate sanctions. This happens less than five percent of the time (Table 25).

The second way the chargeable provision may not contribute to appropriate sanctions is when there are no charges for the incarceration of community-appropriate offenders. This happens about fifteen percent of the time. Two CCA areas, Hennepin and Dodge-Fillmore-Olmsted, each had over twenty percent of their cases in this category. To the extent that community-appropriate cases are not chargeable, the provision does not contribute to the achievement of appropriate sanctions.

There is a difference between the two ways the chargeable provision cannot contribute to the achievement of appropriate sanctions. The first is an error of commission and as such directly hinders the achievement of appropriate sanctions. The second is an error of omission. The five year maximum sentence length used by the chargeable provision of the Act does not cut in the same place as the sentencing guidelines in-out line. The chargeable provision, therefore, misses a number of community-appropriate offenders.

In summary, the chargeable provision of the Act can contribute to the achievement of appropriate sanctions about eighty percent of the time and will directly hinder it less than five percent of the time. However, the chargeable provision does not encourage the retention of some community-appropriate offenders.

B. Juveniles

1. What is the Effect of the CCA on Appropriateness of Sanctions for Juveniles?

The commitment rate analysis for the Retaining Offenders in the Community objective indicates that nine of the eleven CCA areas decreased their state commitments for juveniles (Table 16). The commitment rate analysis compares the actual number of juveniles committed to state correctional institutions with a predicted number of juveniles committed. This predicted number is based on the CCA area's actual commitment rate at the time of entry adjusted for the statewide juvenile commitment trend, which is an increase. One infers that a decrease in comitments from a CCA area represents an increase in the number of juveniles retained in the community. Since the appropriate sanction for the vast majority of juveniles is in the community, any decrease in commitments should represent an increase in appropriateness of sanctions. One may therefore infer an increase in appropriate sanctions for nine of the eleven CCA areas.

While the effect of the CCA on percentage change in juvenile commitments is quite large, this represents a small change in appropriateness for the target population of juveniles. The juvenile target population of the Act is not clearly defined, but is considered larger than the population of adjudicated juveniles and smaller than the population as a whole. For perspective, if one limits the target population to adjudicated juveniles only, one finds that the increase in appropriateness would be from approximately 97.9 percent to 98.5 percent. If all juveniles in the community are included in the target population, this increase in appropriateness would shrink. However, the conclusion is that the CCA increases appropriateness of sanctions for juveniles.

V. SUMMARY AND CONCLUSIONS

A. Adults

There are five primary conclusions:

1. The CCA maintains but does not increase appropriateness of sanctions in the majority of CCA areas. Levels of appropriateness increase in a number of areas but this is not a CCA effect.

2. The CCA appears to increase the severity of community sanctions. In general there is a decrease in the use of probation and an increase in probation with a condition of jail. This is not explained primarily by a decrease in prison use, indicating that offenders traditionally kept in the community are the recipients of these increased sanctions.

3. The CCA does not affect the frequency of sanction changes. The low frequency of sanction changes in the sample did not allow a more detailed analysis of the CCA's effect on ranges and levels of sanction changes and reasons for those changes.

4. Inappropriate cases are more likely to be community cases committed inappropriately to prison than prison cases inappropriately retained in the community, both before and after CCA entry.

5. The chargeable provision of the Act can contribute to the achievement of appropriateness of sanctions, but is an imperfect instrument of encouragement.

B. Juveniles

1. The CCA improves appropriateness of sanctions in the majority of CCA areas for juveniles. While juvenile results are potentially positive, they should be interpreted with caution. In particular, the juvenile design for appropriate sanctions is weaker than that used for adults. The observed increased in appropriateness are also small. One cannot be confident that findings for appropriateness would be equally positive if a study comparable to the adult study were feasible. Researchers therefore feel that the adult findings for this section should be stressed. However, the limited data available for juveniles suggest that the impact of the CCA on appropriateness of sanctions for juveniles is positive.

TABLE 2: Impact of the CCA on Appropriateness of Sanctions at the Initial Sentencing in Early Participating Counties

CCA AREA	Appropriateness Level Pre-CCA	Post-CCA	Pre-Post Change	Is CCA Change Significantly Different from Two of Three Comparison Counties?[a]	Conclusion
Dodge-Fillmore-Olmsted					
Percent	88.0	91.4	+ 3.4	No	MAINTAIN
Sample Size	(98)	(161)			
Crow Wing-Morrison					
Percent	70.7	81.6	+10.9	No	MAINTAIN
Sample Size	(94)	(139)			
COMPARISON AREA					
Region 6 West					
Percent	91.1	89.3	- 1.8		
Sample Size	(49)	(89)			
Blue Earth					
Percent	74.7	85.5	+10.8		
Sample Size	(63)	(117)			
Washington					
Percent	69.3	83.6	+14.3		
Sample Size	(101)	(169)			

a. A difference of difference of proportions test has been used to determine whether the CCA change is significantly different from a change in a comparison area. Z-scores of $\pm$ 1.96 were required.

TABLE 3: Impact of the CCA on Appropriateness of Sanctions at the Initial Sentencing in Ramsey and Hennepin Counties

CCA AREA	Appropriateness Level Pre-CCA	Post-CCA	Pre-Post Change	Is CCA Change Significantly Different from Comparison County?	Conclusion
Ramsey					
Percent	76.0	86.8	+10.8	No	MAINTAIN
Sample Size	(213)	(262)			
COMPARISON AREA					
Hennepin					
Percent	77.6	81.2	+ 3.6		
Sample Size	(270)	(307)			

CCA AREA					
Hennepin					
Percent	81.2	78.3	- 2.9	No	MAINTAIN
Sample Size	(307)	(263)			
COMPARISON AREA					
Ramsey					
Percent	86.8	87.1	+ 0.3		
Sample Size	(262)	(217)			

a. A difference of difference of proportions test has been used to determine whether the CCA change is significantly different from a change in a comparison area. Z-scores of ± 1.96 were required.

TABLE 4: Impact of the CCA on Appropriateness of Sanctions at the Initial Sentencing in Middle Participating Counties

CCA AREA	Appropriateness Level Pre-CCA	Post-CCA	Pre-Post Change	Is CCA Change Significant?[a]	Conclusion
Red Lake-Polk-Norman					
Percent	65.3	93.7	+28.4	Yes	INCREASE
Sample Size	(102)	(153)			
Todd-Wadena					
Percent	97.4	88.8	- 8.6	No	MAINTAIN
Sample Size	(60)	(61)			
Arrowhead Regional Corrections					
Percent	84.4	89.0	+ 4.6	No	MAINTAIN
Sample Size	(252)	(264)			
Anoka					
Percent	73.1	80.6	+ 7.5	No	MAINTAIN
Sample Size	(238)	(225)			

a. A difference of proportions test has been used to determine whether a pre-post change is significant. A Z-score of ± 1.96 was required.

TABLE 5: Impact of the CCA on Appropriateness of Sanctions at the Initial Sentencing in Recent Participating Counties

CCA AREA	Appropriateness Levels Pre-CCA	Post-CCA	Pre-Post Change	Is CCA Change Significantly Different from Both Comparison Counties[a]	Conclusion
Region 6 West					
Percent	89.3	85.8	- 3.5	No	MAINTAIN
Sample Size	(89)	(47)			
Blue Earth					
Percent	85.5	83.3	- 2.2	No	MAINTAIN
Sample Size	(117)	(48)			
Washington					
Percent	85.4	94.2	+ 8.8	No	MAINTAIN
Sample Size	(201)	(52)			
COMPARISON AREA					
Dodge-Fillmore-Olmsted					
Percent	91.4	89.0	- 2.4		
Sample Size	(161)	(82)			
Crow Wing-Morrison					
Percent	81.6	82.2	+ .6		
Sample Size	(139)	(73)			

a. A difference of difference of proportions test has been used to determine whether the CCA change is significantly different from a change in a comparison area. Z-scores of ± 1.96 were required.

TABLE 6: Impact of the CCA on Appropriateness of Sanctions Two Years after Sentencing in Early Participating Counties

CCA AREA	Appropriateness Levels Pre-CCA	Post-CCA	Pre-Post Change	Is CCA Change Significantly Different from Two of Three Comparison Counties[a]	Conclusion[b]
Dodge-Fillmore-Olmsted					
Percent	84.7	85.3	+ .6	No	MAINTAIN
Sample Size	(98)	(179)			
Crow Wing-Morrison					
Percent	63.7	81.7	+18.0	No	MAINTAIN
Sample Size	(94)	(168)			
COMPARISON AREA					
Region 6 West					
Percent	87.4	88.5	+ 1.1		
Sample Size	(49)	(89)			
Blue Earth					
Percent	69.4	84.6	+15.2		
Sample Size	(63)	(117)			
Washington					
Percent	67.3	83.3	+16.0		
Sample Size	(101)	(193)			

a. A difference of difference of proportions test has been used to determine whether the CCA change is significantly different from a change in a comparison area.. Z-scores of ± 1.96 were required.
b. This measure incorporates sanction changes received within two years of the initial sentence.

TABLE 7: Impact of the CCA on Appropriateness of Sanctions Two Years after Sentencing in Ramsey and Hennepin Counties

CCA AREA	Appropriateness Level Pre-CCA	Post-CCA	Pre-Post Change	Is CCA Change Significantly Different from Comparison County?[a]	Conclusion[b]
Ramsey					
Percent	73.4	85.4	+12.0	No	MAINTAIN
Sample Size	(213)	(336)			
Hennepin					
Percent	73.4	81.7	+ 8.3		
Sample Size	(270)	(307)			

a. A difference of difference of proportions test has been used to determine whether the CCA change is significantly different from a change in a comparison area. A Z-score of ± 1.96 was required.
b. This measure incorporates sanction changes received within two years of the initial sentence.

TABLE 8: Impact of the CCA on Appropriateness of Sanctions Two Years after Sentencing in Middle Participating Counties

CCA AREA	Appropriateness Level Pre-CCA	Post-CCA	Pre-Post Change	Is Pre-Post Change Significant[a]	Conclusion[b]
Red Lake-Polk-Norman					
Percent	63.5	96.1	+32.6	Yes	INCREASE
Sample Size	(102)	(114)			
Todd-Wadena					
Percent	95.0	90.5	- 4.5	No	MAINTAIN
Sample Size	(60)	(51)			
Arrowhead Regional Corrections					
Percent	81.3	84.5	+ 3.2	No	MAINTAIN
Sample Size	(252)	(194)			
Anoka					
Percent	70.4	76.1	+ 5.7	No	MAINTAIN
Sample Size	(238)	(154)			

a. A difference of proportion test has been used to determine whether a pre-post change is significant. A Z score of ± 1.96 was required.
b. This measure incorporates sanction changes received within two years of the initial sentence.

TABLE 9: Impact of the CCA on Appropriateness of Sanctions -- A Summary of Findings

CCA AREA	Findings for Initial Sentencing	Findings for Two Years after Sentencing[a]	Conclusion
Dodge-Fillmore-Olmsted	MAINTAIN	MAINTAIN	MAINTAIN
Ramsey	MAINTAIN	MAINTAIN	MAINTAIN
Crow Wing-Morrison	MAINTAIN	MAINTAIN[b]	MAINTAIN
Red Lake-Polk-Norman	INCREASE	INCREASE	INCREASE
Todd-Wadena	MAINTAIN	MAINTAIN	MAINTAIN
Arrowhead Regional Corrections	MAINTAIN	MAINTAIN	MAINTAIN
Anoka	MAINTAIN	MAINTAIN	MAINTAIN
Region 6 West	MAINTAIN	N/A	MAINTAIN
Blue Earth	MAINTAIN	N/A	MAINTAIN
Hennepin	MAINTAIN	N/A	MAINTAIN
Washington	MAINTAIN	N/A	MAINTAIN

a. This measure incorporates sanction changes received within two years of the initial sentence.
b. If the chargeable provision of the Act is used as a standard of appropriateness instead of the sentencing guidelines, Crow Wing-Morrison shows an increase.

Table 10: Impact of the CCA on Most Severe Sanction Imposed at Initial Sentence in Early Participating Counties

CCA Area	Most Severe Sanction: Probation, Fines[a] Pre	Post	Probation & Additional Conditions[b] Pre	Post	Probation & Residential Treatment Pre	Post	Jail, Workhouse Pre	Post	Prison Pre	Post	Total Pre	Post	X^2	Is CCA Change Different from Two of Three Comparison Counties?
Dodge-Fillmore-Olmsted														
Percent	13.5	17.8	34.1	18.9	18.1	10.0	25.8	46.9	8.5	6.4	100-	100-	16.8 p< .005	Yes
Number	13	29	33	30	18	16	25	75	8	10	98	161		
Crow Wing-Morrison														
Percent	25.6	26.3	24.2	29.5	11.0	3.6	6.0	20.5	33.2	20.1	100-	100-	17.0 p< .005	Yes
Number	24	37	23	41	10	5	6	28	31	28	94	139		
COMPARISON AREAS														
Region 6 West														
Percent	50.8	20.9	41.2	56.7	1.8	9.6	-	7.6	6.3	5.1	100-	100-	N/A	
Number	25	19	20	50	1	9	0	7	3	5	49	89		
Blue Earth														
Percent	1.7	4.8	54.1	51.2	7.3	4.4	9.0	32.6	28.0	7.0	100-	100-	22.4[c] p<.001	
Number	1	6	34	59	5	5	6	37	18	8	63	115		
Washington														
Percent	27.3	25.9	12.9	33.5	7.4	4.0	12.2	15.7	40.2	21.0	100-	100-	20.7 p<.001	
Number	28	44	13	57	7	7	12	26	41	35	101	169		

[a] This category includes no conditions, fines, unsupervised probation and supervised probation without additional conditions.
[b] Additional conditions include conditions other than listed in (a).
[c] X^2 is based on collapsed cells.
[d] Percentages and totals may not add up due to weighting.

Table 11: Impact of the CCA on Most Severe Sanction Imposed at Initial Sentence in Hennepin and Ramsey Counties

CCA Area	Most Severe Sanction: Probation, Fines[a] Pre	Probation, Fines[a] Post	Probation & Additional Conditions[b] Pre	Probation & Additional Conditions[b] Post	Probation & Residential Treatment Pre	Probation & Residential Treatment Post	Jail, Workhouse Pre	Jail, Workhouse Post	Prison Pre	Prison Post	Total Pre	Total Post	X^2	Is CCA Change Different from Comparison County?
Ramsey														
Percent	16.0	14.1	17.6	28.4	4.0	6.7	25.4	31.1	37.0	19.8	100%	100%	21.8 p<.001	Yes
Number	34	37	37	75	8	18	54	81	79	52	213	262		
COMPARISON AREA														
Hennepin														
Percent	23.2	9.8	23.7	32.2	9.3	9.6	18.4	25.5	25.4	22.9	100-	100-	23.4 p<.001	
Number	63	30	64	99	25	29	50	78	68	70	269	307		
CCA Area														
Hennepin														
Percent	9.8	5.3	32.2	28.5	9.6	7.6	25.5	32.3	22.9	26.2	100-	100-	7.9 p>.05	No Change
Number	30	14	99	75	29	20	78	85	70	69	307	263		
COMPARISON AREA														
Ramsey														
Percent	14.1	12.0	28.4	25.8	6.7	6.9	31.1	36.9	19.8	18.4	100-	100-	2.0 p>.05	
Number	37	26	75	56	18	15	81	80	52	40	262	217		

[a] This category includes no conditions, fines, unsupervised probation and supervised probation without additional conditions.
[b] Additional conditions include conditions other than listed in (a).
[c] X^2 is based on collapsed cells.
[d] Percentages and totals may not add up to weighting.

Table 12: Impact of the CCA on Most Severe Sanction Received at Initial Sentence in Middle Participating Counties

CCA Area	Most Severe Sanction: Probation, Fines[a] Pre	Probation, Fines[a] Post	Probation & Additional Conditions[b] Pre	Probation & Additional Conditions[b] Post	Probation & Residential Treatment Pre	Probation & Residential Treatment Post	Jail, Workhouse Pre	Jail, Workhouse Post	Prison Pre	Prison Post	Total Pre	Total Post	X^2	Is CCA Change Significant?
Red Lake-Polk Norman														
Percent	19.6	5.5	27.0	21.6	6.8	2.0	17.8	60.6	28.8	10.3	100	100	52.7 p<.001	Yes
Number	20	8	27	33	7	3	18	93	29	16	102	153		
Todd-Wadena														
Percent	19.0	28.1	76.1	47.4	-	-	-	16.4	4.9	8.1	100	100	N/A	Yes[e]
Number	11	17	46	29	0	0	0	10	3	5	60	61		
Arrowhead Regional Corrections														
Percent	21.0	17.7	26.9	22.5	.8	1.2	30.3	44.5	21.1	14.1	100	100	12.14 p<.01	Yes
Number	53	47	68	60	2	3	76	118	53	37	252	265		
Anoka														
Percent	23.6	11.7	32.9	29.2	4.5	9.9	8.7	22.3	30.3	26.9	100	100	29.0 p<.001	Yes
Number	56	26	78	66	11	22	21	50	72	61	238	225		

[a] This category includes no conditions, fines, unsupervised probation and supervised probation without additional conditions.
[b] Additional conditions include conditions other than listed in (a).
[c] X^2 is based on collapsed cells.
[d] Percentages and totals may not add up due to weighting.
[e] X^2 based on community cases only is significant at $p < .001$.

Table 13: Impact of the CCA on Most Severe Sanction Imposed at Initial Sentence in Recent Participating Counties

CCA Area	Most Severe Sanction: Probation, Fines[a] Pre	Probation, Fines[a] Post	Probation & Additional Conditions[b] Pre	Probation & Additional Conditions[b] Post	Probation & Residential Treatment Pre	Probation & Residential Treatment Post	Jail, Workhouse Pre	Jail, Workhouse Post	Prison Pre	Prison Post	Total Pre	Total Post	X^2	Is CCA Change Different from Both Comparison Areas?
Region 6 West														
Percent	20.9	21.4	56.7	36.1	9.6	14.2	7.6	14.2	5.1	14.2	100 -	100 -	7.6 p>.05	No Change
Number	19	10	50	17	9	7	7	7	5	7	89	47		
Blue Earth														
Percent	4.8	4.2	51.2	20.8	4.4	10.4	32.6	45.8	6.9	18.8	100 -	100 -	10.2 p<.01	Yes
Number	6	2	58	10	5	5	37	22	8	9	114	48		
Washington														
Percent	24.1	21.2	34.3	23.1	3.9	9.6	16.7	34.6	21.1	11.5	100 -	100 -	13.0 p<.05	Yes
Number	48	11	69	12	8	5	34	18	42	6	201	52		
COMPARISON AREAS														
Dodge-Fillmore-Olmsted														
Percent	17.8	7.3	18.9	15.9	10.0	9.8	46.9	46.3	6.4	20.7	100 -	100 -	14.5 p<.01	
Number	29	6	30	13	16	8	75	38	10	17	161	82		
Crow Wing-Morrison														
Percent	26.3	15.1	29.5	32.9	3.6	-	20.5	28.8	20.1	23.3	100 -	100 -	4.3[c] p>.05	
Number	37	11	41	24	5	0	28	21	28	17	139	73		

[a] This category includes no conditions, fines, unsupervised probation and supervised probation without additional conditions.
[b] Additional conditions include conditions other than listed in (a).
[c] X^2 is based on collapsed cells.
[d] Percentages and totals may not add up due to weighting.

TABLE 14: Impact of the CCA on Jail and Probation Sanctions Received at Sentencing

CCA AREA	Sanction Probation[a], Fines Pre	Sanction Probation[a], Fines Post	Jail-Probation Pre	Jail-Probation Post	Jail Pre	Jail Post	Total[b] Community Sanctions Pre	Total[b] Community Sanctions Post
Dodge-Fillmore-Olmsted								
Percent	75.2	49.6	23.8	47.1	1.1	3.4	100-	100-
Number	60	80	19	76	1	5	80	160
Crow Wing-Morrison								
Percent	91.0	74.4	5.3	24.7	3.7	.9	100-	100-
Number	57	83	3	27	2	1	63	111
Ramsey								
Percent	59.7	61.3	23.9	32.7	16.4	6.0	100-	100-
Number	80	129	32	69	22	13	134	211
Red Lake-Polk-Norman								
Percent	75.0	32.5	25.0	65.8	-	1.7	100-	100-
Number	54	45	18	90	0	2	72	137
Todd-Wadena								
Percent	100	82.2	-	16.1	-	1.7	100-	100-
Number	57	46	0	9	0	1	57	56
Arrowhead Regional Corrections								
Percent	61.7	48.1	36.8	50.6	1.5	1.3	100-	100-
Number	123	110	73	115	3	3	199	227
Anoka								
Percent	87.5	69.5	11.0	29.3	1.5	1.2	100-	100-
Number	145	114	18	48	2	2	166	165
Region 6 West								
Percent	92.0	83.5	8.0	16.5	-	-	100-	100-
Number	78	34	7	7	0	0	84	40
Blue Earth								
Percent	64.9	43.6	35.1	51.3	0	5.1	100-	100-
Number	69	17	37	20	0	2	106	39
Hennepin								
Percent	67.0	56.2	30.1	40.7	3.0	3.1	100-	100-
Number	159	109	71	79	7	6	237	194
Washington								
Percent	78.8	60.9	19.7	37.0	1.5	2.2	100-	100-
Number	125	28	31	17	2	1	159	46

a. This category includes no conditions, fines, unsupervised probation, and supervised probation without additional conditions.
b. Percentages and totals may not add up due to weighting.

TABLE 15: Impact of the CCA on Jail Time Served in Early Participating Counties

CCA AREA	Mean Jail Days Served Pre-CCA	Post-CCA	Pre-Post Change Significant?[a]	Is CCA Change Different from Two of Three Comparison Counties?
Dodge-Fillmore-Olmsted				
Mean	118.6	94.0	No	No Change
Sample Size	(21)	(72)		
Crow Wing-Morrison				
Mean	30	121.8	N/A	No Change
Sample Size	(1)	(25)		
COMPARISON AREA				
Region 6 West				
Mean	-	34.0	N/A	
Sample Size	(0)	(6)		
Blue Earth				
Mean	110.8	103.4	No	
Sample Size	(4)	(25)		
Washington				
Mean	73.4	115.9	No	
Sample Size	(6)	(18)		

a. A t-test is used to determine whether the pre-post change is significant.

TABLE 16: Impact of the CCA on Jail Time Served in Ramsey and Hennepin Counties

CCA AREA	Mean Jail Days Served Pre-CCA	Post-CCA	Pre-Post Change Significant?[a]	Is CCA Change Different from Comparison County?
Ramsey				
Mean	93.9	157.6	Yes	Yes
Sample Size	(31)	(59)		
COMPARISON AREA				
Hennepin				
Mean	131.6	99.5	No	
Sample Size	(45)	(65)		
CCA AREA				
Hennepin				
Mean	99.5	93.1	No	No change
Sample Size	(65)	(67)		
COMPARISON AREA				
Ramsey				
Mean	157.6	108.9	Yes	
Sample Size	(59)	(61)		

a. A t-test is used to determine whether the pre-post change is significant.

TABLE 17: Impact of the CCA on Jail Time Served in Middle Participating Counties

CCA AREA	Mean Jail Days Served Pre-CCA	Post-CCA	Is Pre-Post Change Significant?[a]
Red Lake-Polk-Norman			
Mean	109.0	106.5	No
Sample Size	(14)	(77)	
Todd-Wadena			
Mean	-	104.5	N/A
Sample Size	(0)	(9)	
Arrowhead Regional Corrections			
Mean	172.5	207.6	No
Sample Size	(67)	(107)	
Anoka			
Mean	119.4	120.5	No
Sample Size	(17)	(44)	

a. A t-test is used to determine whether the pre-post change is significant.

TABLE 18: Impact of the CCA on Jail Time Served in Late Participating Counties

CCA AREA	Mean Jail Days Served Pre-CCA	Post-CCA	Pre-Post Change Significant?[a]	Is CCA Change Different from Both Comparison Counties?
Region 6 West				
Mean	34.0	207.3	Yes	Yes
Sample Size	(6)	(5)		
Blue Earth				
Mean	103.5	89.7	No	No Change
Sample Size	(25)	(15)		
Washington				
Mean	102.5	106	No	No Change
Sample Size	(23)	(71)		
COMPARISON AREA				
Dodge-Fillmore-Olmsted				
Mean	94.0	118.8	No	
Sample Size	(72)	(33)		
Crow Wing-Morrison				
Mean	121.8	98.1	No	
Sample Size	(25)	(16)		

a. A t-test is used to determine whether the pre-post change is significant.

TABLE 19: Impact of the CCA on Probation Time Ordered in Early Participating Counties

CCA AREA	Probation Months Ordered Pre-CCA	Probation Months Ordered Post-CCA	Pre-Post Change Significant?[a]	Is CCA Change Different from Two of Three Comparison Counties
Dodge-Fillmore-Olmsted				
Mean	60.2	48.1	Yes	Yes
Sample Size	(87)	(139)		
Crow Wing-Morrison				
Mean	51.6	59.2	No	No Change
Sample Size	(57)	(96)		
COMPARISON AREA				
Region 6 West				
Mean	31.3	44.3	Yes	
Sample Size	(43)	(83)		
Blue Earth				
Mean	58.8	38.4	Yes	
Sample Size	(43)	(106)		
Washington				
Mean	48.7	50.7	No	
Sample Size	(57)	(124)		

a. A t-test is used to determine whether the pre-post change is significant.

TABLE 20: Impact of the CCA on Probation Time Ordered in Ramsey and Hennepin Counties

CCA AREA	Probation Months Ordered Pre-CCA	Probation Months Ordered Post-CCA	Pre-Post Change Significant?[a]	Is CCA Change Different from Comparison County?
Ramsey				
Mean	45.0	34.6	Yes	Yes
Sample Size	(101)	(191)		
COMPARISON AREA				
Hennepin				
Mean	30.4	32.0	No	
Sample Size	(187)	(224)		
CCA AREA				
Hennepin				
Mean	32.0	36.4	No	No Change
Sample Size	(224)	(184)		
COMPARISON AREA				
Ramsey				
Mean	34.6	36.1	No	
Sample Size	(191)	(159)		

a. A t-test is used to determine whether the pre-post change is significant.

TABLE 21: Impact of the CCA on Probation Time Ordered in Middle Participating Counties

CCA AREA	Probation Months Ordered Pre-CCA	Probation Months Ordered Post-CCA	Is Pre-Post Change Significant?[a]
Red Lake-Polk-Norman			
Mean	52.3	50.4	No
Sample Size	(71)	(133)	
Todd-Wadena			
Mean	45.5	54.6	Yes
Sample Size	(51)	(51)	
Arrowhead Regional Corrections			
Mean	30.4	31.2	No
Sample Size	(168)	(208)	
Anoka			
Mean	46.8	58.4	Yes
Sample Size	(158)	(160)	

a. A t-test is used to determine whether the pre-post change is significant.

TABLE 22: Impact of the CCA on Probation Time Ordered in Late Participating Counties

CCA AREA	Probation Months Ordered Pre-CCA	Probation Months Ordered Post-CCA	Pre-Post Change Significant?[a]	Is CCA Change Different from Both Comparison Counties?
Region 6 West				
Mean	44.3	38.6	No	No Change
Sample Size	(83)	(34)		
Blue Earth				
Mean	38.4	42.1	No	No Change
Sample Size	(106)	(37)		
Washington				
Mean	51.1	47.6	No	No Change
Sample Size	(149)	(45)		
COMPARISON SIZE				
Dodge-Fillmore-Olmsted				
Mean	48.1	43.2	No	
Sample Size	(139)	(60)		
Crow Wing-Morrison				
Mean	59.2	63.9	No	
Sample Size	(96)	(55)		

a. A t-test is used to determine whether the pre-post change is significant.

TABLE 23: Distribution of Cases Incongruent with Sentencing Guidelines Placement at Initial Sentencing

CCA Area	Incongruent Placement	Percent Pre	Percent Post	Change in Appropriateness
Dodge-Fillmore-Olmsted	Community	3.5	4.7	- 1.2
	State	8.5	3.9	+ 4.6
	Total	12.0	8.6	+ 3.4
Crow Wing-Morrison	Community	4.4	2.7	+ 1.7
	State	24.9	15.7	+ 9.2
	Total	29.3	18.4	+10.9
Ramsey	Community	2.1	5.1	- 3.0
	State	21.9	8.1	+13.8
	Total	24.0	13.2	+10.8
Red Lake-Polk-Norman	Community	8.3	3.4	+ 4.9
	State	26.4	2.9	+23.5
	Total	34.7	6.3	+28.4
Todd-Wadena	Community	2.6	4.7	- 2.1
	State	0.0	6.5	- 6.5
	Total	2.6	11.2	- 8.6
Arrowhead Regional Corrections	Community	1.7	3.9	- 2.2
	State	13.9	7.1	+ 6.8
	Total	15.6	11.0	+ 4.6
Anoka	Community	4.4	2.8	+ 1.6
	State	22.5	16.6	+ 5.9
	Total	26.9	19.4	+ 7.5
Region 6 West	Community	5.6	6.1	- .5
	State	5.1	8.1	- 3.0
	Total	10.7	14.2	- 3.5
Blue Earth	Community	12.3	2.1	+10.2
	State	2.2	14.6	-12.4
	Total	14.5	16.7	- 2.2
Hennepin	Community	8.9	6.1	+ 2.8
	State	9.9	15.6	- 5.7
	Total	18.8	21.7	- 2.9
Washington	Community	3.9	5.8	- 1.9
	State	10.7	0.0	+10.7
	Total	14.6	5.8	+ 8.8

TABLE 24: Distribution of Cases Incongruent with Sentencing Guidelines Placement Two Years after Sentencing

CCA Area	Incongruent Placement	Percent Pre	Percent Post	Change in Appropriateness
Dodge-Fillmore-Olmsted	Community	3.5	4.4	- .9
	State	11.8	10.3	+ 1.5
	Total	15.3	14.7	+ .6
Crow Wing-Morrison	Community	4.5	2.4	+ 2.1
	State	31.8	15.9	+15.9
	Total	36.3	18.3	+18.0
Ramsey	Community	2.7	4.7	- 2.0
	State	23.9	9.9	+14.0
	Total	26.6	14.6	+12.0
Red Lake-Polk-Norman	Community	8.3	1.8	+ 6.5
	State	28.2	2.1	+26.1
	Total	36.5	3.9	+32.6
Todd-Wadena	Community	2.6	1.4	+ 1.2
	State	2.4	8.1	- 5.7
	Total	5.0	9.5	- 4.5
Arrowhead Regional Corrections	Community	1.7	5.0	- 3.3
	State	17.0	10.5	+ 6.5
	Total	18.7	15.5	+ 3.2
Anoka	Community	3.9	2.7	+ 1.2
	State	25.7	21.2	+ 4.5
	Total	29.6	23.9	+ 5.7

TABLE 25: Sentencing Guidelines Grid Placement by Maximum Sentence Length Post-CCA

CCA Area	Grid Placement	Statutory Maximum 0-5 Years	Statutory Maximum >5 Years		Percent Agreement
Dodge-Fillmore-Olmsted	Community	72.2 (116)	20.7 (33)	92.9 (149)	74.0
	State	5.4 (9)	1.8 (3)	7.1 (11)	
		77.6 (125)	22.4 (36)		
Crow Wing-Morrison	Community	75.6 (105)	17.4 (24)	93.0 (129)	81.2
	State	1.5 (2)	5.6 (8)	7.1 (10)	
		77.1 (107)	23.0 (32)		
Ramsey	Community	68.7 (180)	14.6 (38)	83.3 (218)	83.1
	State	2.4 (6)	14.4 (38)	16.8 (44)	
		71.1 (186)	29.0 (76)		
Red Lake-Polk-Norman	Community	75.8 (116)	13.4 (20)	89.2 (137)	83.5
	State	3.1 (5)	7.7 (12)	10.8 (17)	
		78.9 (121)	21.1 (32)		
Todd-Wadena	Community	85.4 (52)	8.3 (5)	93.6 (57)	87.0
	State	4.8 (3)	1.6 (1)	6.4 (4)	
		90.1 (55)	9.9 (6)		
Arrowhead Regional Corrections	Community	72.3 (191)	16.8 (45)	89.1 (236)	81.7
	State	1.5 (4)	9.4 (25)	10.9 (29)	
		73.8 (195)	26.2 (69)		

(TABLE 25 - continued)

CCA Area	Grid Placement	Statutory Maximum 0-5 Years	Statutory Maximum >5 Years		Percent Agreement
Anoka	Community	66.3 (149)	20.7 (47)	87.0 (196)	74.7
	State	4.6 (10)	8.4 (19)	13.0 (29)	
		70.9 (160)	29.1 (65)		
Region 6 West	Community	72.9 (34)	14.9 (7)	87.8	81.0
	State	4.1 (2)	8.1 (4)	12.2 (6)	
		77.0 (36)	23.0 (11)		
Blue Earth	Community	79.2 (38)	14.6 (7)	93.8 (45)	81.3
	State	4.2 (2)	2.1 (1)	6.3 (3)	
		83.3 (40)	(8)		
Hennepin	Community	57.0 (175)	21.2 (65)	78.2 (240)	72.9
	State	5.9 (18)	15.9 (49)	21.8 (67)	
		62.9 (193)	37.1 (114)		
Washington	Community	78.8 (41)	3.8 (2)	82.7 (43)	90.3
	State	5.8 (3)	11.5 (6)	17.3 (9)	
		84.6 (44)	15.4 (8)		

TABLE 26: Expected and Actual Juvenile Commitments by County Areas[a]

County Area	Expected Commitments	Actual Commitments	Number Retained	Average Retained Per Year	Appropriateness of Sanctions Conclusions
Dodge-Fillmore-Olmsted	55	13	42	8	INCREASE
Washington	21	7	14	9	INCREASE
Region 6 West	17	6	11	5	INCREASE
Crow Wing-Morrison	67	32	35	7	INCREASE
Red Lake-Polk-Norman	16	8	8	2	INCREASE
Arrowhead Regional Corrections	183	117	66	19	INCREASE
Ramsey	299	199	100	18	INCREASE
Anoka	21	15	6	2	INCREASE
Todd-Wadena	5	4	1	-	INCREASE
Hennepin	226	234	(8)	(4)	DECREASE
Blue Earth	16	18	(2)	(1)	DECREASE
Total	926	653	273	65	INCREASE

a. This table is adapted from Table 1 Technical Report: Retaining Offenders in the Community.

REFERENCES

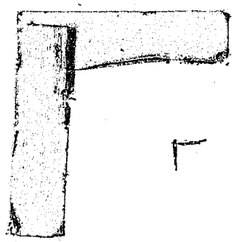
Minnesota Community Corrections Act Evaluation: Research Design, 1980.

Minnesota Sentencing Guidelines: Report to the Legislature, 1980.

Technical Report: Adult Offender Sample.

Technical Report: Local Correctional Programming

Technical Report: Retaining Offenders in the Community.



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