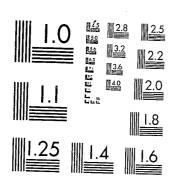
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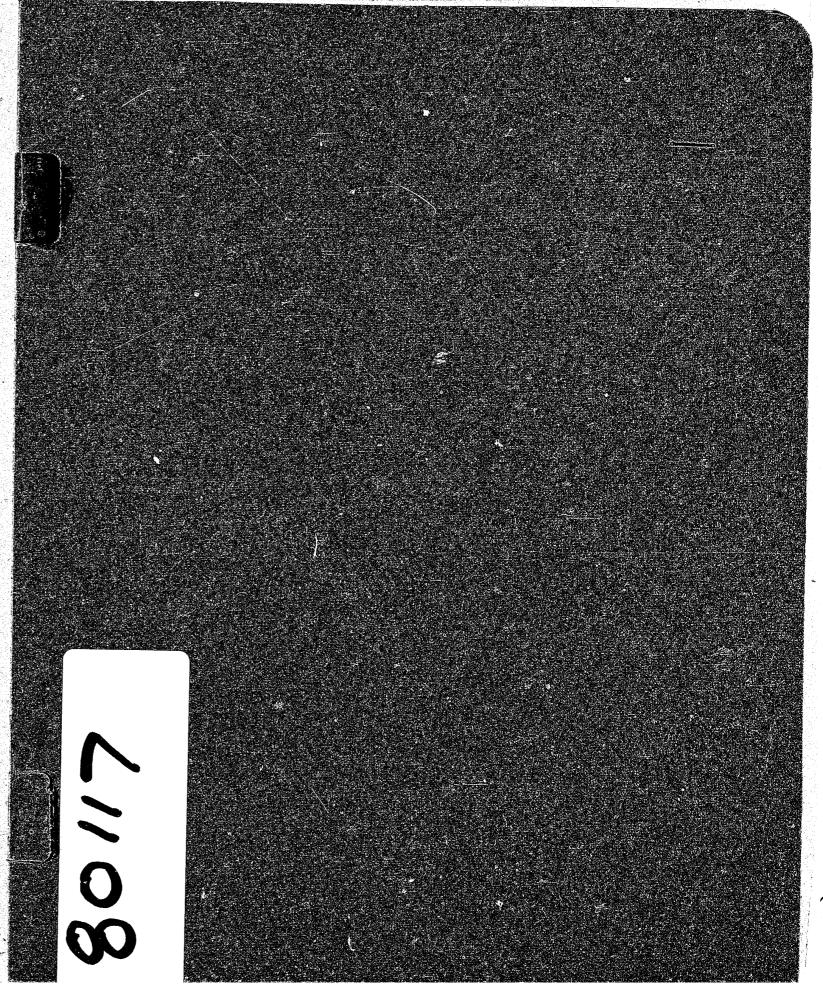
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FINAL REPORT:

RESULTS OF THE 1979-80 OPINION SURVEY OF IOWA'S COUNTY SHERIFFS' DEPARTMENTS

for the

Exec: ive Board
of the
Iowa State Sheriffs'
and Deputies' Association

Conducted by:

STATISTICAL ANALYSIS CENTER
OFFICE FOR PLANNING AND PROGRAMMING
523 East 12th Street
Des Moines, Iowa 50319

May, 1980

U.S. Department of Justice National Institute of Justice

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State of Iowa
Office for Planning and Programming
523 East 12th Street
Des Moines, Iowa 50319

Robert F. Tyson, Director

STATISTICAL ANALYSIS CENTER

*Survey Coordinator/Author **Survey Assistant/Data Processing Support

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PREEACE

The following is an analysis of responses given by 84 (of the 99) Iowa county sheriffs' departments responding to an Opinion Survey Form developed by the Iowa Statistical Analysis Center. The survey was initially conducted in August of 1979 in response to a request from the Iowa State Sheriffs' and Deputies' Association. Those departments not responding by January, 1980, received a second request to participate. All responses received prior to May of 1980 were included in this analysis.

County departments responding to the survey are listed as follows:

Adair Adams Decatur Allamakee Appanoose Audubon Benton Black Hawk Boone Bremer Buchanan Buena Vista Butler Carroll Carroll Cass Cedar Cherokee Chickasaw Clinton Duvis Audubon Dickinson Dubuque Floyd Frayette Franklin Fremont Greene Grundy Guthrie Carroll Hamilton Cass Hancock Hardin Cherokee Harrison Clinton Clinton Humboldt Dallas Decatur Andin Chevate Decator Delaware Andin Chevate Delaware Andin Delaware Franklin Fremont Greene Harrison Hamilton Catheria Hamilton Cherokee Harrison Chickasaw Henry Clayton Howard Clinton Humboldt Dallas	Jasper Johnson Jones Keokuk Linn Louisa Lucas Lyon Madison Mahaska Marion Marshall Mills Mitchell Monona Monroe Monroe Montgomery Muscatine O'Brien Osceola Page	Palo Alto Plymouth Pocahontas Polk Pottawattamie Poweshiek Ringgold Scott Shelby Story Tama Taylor Van Buren Warren Warren Washington Wayne Webster Winnebago Winneshiek Woodbury Worth
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With only one exception, the survey form was completed by the sheriff himself rather than by a deputy. The analysis provided on the following pages represents the opinion of each sheriff and has not been edited or altered in any manner.

SUMMARY

County sheriffs in Iowa were surveyed in an attempt to learn their opinions on a number of issues thought to be important to the Iowa State Sheriffs' and Deputies' Association. A question was posed to the sheriffs regarding their opinion about a minimum salary program for law enforcement officers. Of the 84 individuals responding to this question, over three-fourths (79%) voiced approval of such a program.

OPINION ABOUT A MINIMUM SALARY PROGRAM

TABLE 1

<u>Opinion</u>								Res	sponses
Strongly in favor								57	(68%)
Somewhat in favor								.9	(11%)
Neutral								8	(10%)
Somewhat opposed								6	(7%)
Strongly opposed	•	•	•	•	•	•		_4	(5%)
							Tota1	. 84	(101%)

Sheriffs favoring a minimum salary program (N=66) were also asked to recommend minimum annual salary levels for departmental personnel. Table 2, on the following page, summarizes their responses. The data suggest that over half (34) would recommend a base annual salary for sheriffs within a range of \$20,000-\$22,499. The recommended salary range for mid-level positions (chief deputy, captain, lieutenant and sergeant) was primarily at \$15,000-\$17,499, with strong sentiment for the former two positions (chief deputy and captain) at the next highest salary range (\$17,500-\$19,999). The minimum salary suggested for deputies fell primarily within two ranges (\$12,500-\$14,999 and \$15,000-\$17,499). Data displayed in this table clearly support higher levels of salary for supervisory officers.

^{*} See Appendix I for a copy of the Opinion Survey Form.

 $^{^{\}star}$ Does not total 100% due to rounding-off error.

TABLE 2 SHERIFFS' OPINIONS ON RECOMMENDED MINIMUM SALARY FOR DEPARTMENTAL PERSONNEL

S A L A R Y R A N G E S

POSITION	11,500- 12,499	12,500- 14,999	15,000- 17,499	17,500- 19,999	20,000- 22,499	22,500- 24,999	25,000- 27,499	27,500- 29,999	30,000- and Over	NUMBER OF RESPONSES
Sheriff	0	0	9	10	34	2	7.	0	3	65
Chief Deputy	0	4	25	2 1	6	2	1	0	2	61
Captain	0	5	19	12	1	2	1	0	2	42
Lieuteñant	0	7	22	8	2	2	1	0	1	43
Sergeant	2	9	22	5	2	2	1	0	0	43
Deputy	6	21	26	5	5	0	0	0	0	63

Note: the figures included within the dotted line area show where the largest number of responses occur.

A closer examination of the sheriffs' minimum salary recommendations was done to determine if there is any difference in responses from sheriffs serving counties of various size populations. It was assumed that sheriffs in the more populous counties would probably recommend a higher minimum base salary for their departmental personnel than those serving the less populous areas. The data generally support this relationship, as sheriffs serving counties with a population of 50,000 or more typically recommended the highest salary levels for departmental personnel. (See Table 5 on the following pages for further illustration.)

Lateral transfer, or the ability of officers to move from one department to another without loss of rank, is another topic of discussion among law enforcement personnel. However, survey data indicate little consensus on this issue.

TABLE 3

OPINION ON FAVORING POLICY OF LATERAL TRANSFER

<u>Opin</u>	ior	1				Res	ponses
Yes No							(51%) (49%)
						84	(100%)

Sheriffs were also asked to choose from among several activities, the one which should <u>first</u> be emphasized to better assist a department in meeting the current demands placed on it. While showing little support for <u>improved training</u>, sheriffs primarily endorsed two choices: <u>hiring additional personnel</u> (45%) or <u>improving the salary structure</u> (43%).

TABLE 4

MEETING DEMANDS OF YOUR DEPARTMENT

Opinion				Res	ponses
Hiring additional personnel Improving salary structure Improving training Other		•	•	3 6 6	(45 %) (43 %) (7%) (5%)
	To	ta]	L	84	(100%)

TABLE 5

AVERAGE MINIMUM SALARY RECOMMENDED

FOR SHERIFF'S DEPARTMENTAL PERSONNEL

BY COUNTY POPULATION GROUPS

COUNTY POPULATION GROUPS

POSITION	8,999	9,000-	13,000-	16,000-	20,000-	25,000-	50,000	TOTAL COUNTY
	and Under	12,999	15,999	19,999	24,999	49,999	and Over	AVERAGE
	(9)	(15)	(20)	(17)	(13)	(15)	(10)	(99)
Sheriff	\$19,667	\$ 19.600	\$19,318	\$19,778	\$19,700	\$21,563	\$27,350	\$20,555
	(6)	(15)	(11)	(9)	(10)	(8)	(6)	(65)
Chief Deputy	\$17 , 500	\$ 16,829	\$16,982	\$17 , 450	\$17 , 750	\$19,125	\$24 , 123	\$18,138
	(6)	(14)	(11)	(9)	(7)	(8)	(6)	(61)
Captain	\$16,583	\$16,617	\$15,895	\$17,414	\$18,125	\$17,821	\$24,410	\$17,848
	(3)	(6)	(10)	(7)	(4)	(7)	(5)	(42)
Lieutenant	\$16,333	\$ 16,121	\$15,361	\$17 , 086	\$17 , 750	\$17,214	\$21,051	\$17,134
	(3)	(6)	(10)	(7)	(4)	(7)	(6)	(43)
Sergeant	\$16,083	\$15,583	\$14,710	\$16,657	\$16,363	\$16,586	\$18,631	\$16,251
	(3)	(6)	(10)	(7)	(4)	(7)	(6)	(43)
Deputy	\$15,100	\$15,792	\$14,295	\$15,489	\$14,820	\$16,000	\$15,037	\$15,233
	(5)	(14)	(11)	(9)	(10)	(8)	(6)	(63)

Note: the numbers given in parenthesis in the table heading are the total number of sheriffs assigned to each group given their county population size. Those figures shown in parenthesis in the table represent the actual number of sheriffs in that population group who responded to this question. For example, of the 13 sheriffs who serve a county of 20,000-24,999 population, 10 of them responded to this question and on the average, recommended a minimum annual salary for sheriffs at \$19,700; for chief deputies at \$17,750, etc. (The names of individual counties in each population group are given on the following page.)

Ln

TABLE 5 (con't.)

COUNTIES ASSIGNED TO POPULATION GROUPS

8,999	9,000-	13,000-	16,000-	20,000-	25,000-	50,000-
and Under	12,999	15,999	19,999	24,999	49,999	and Over
(9)	(15)	(20)	(17)	(13)	(15)	(10)
*Ida Osceola *Davis *Van Buren *Wayne Taylor Clarke *Ringgold *Adams	*Montgomery *Greene *Humboldt *Mitchell *Guthrie *Monona *Pocahontas *Howard *Lucas *Monroe *Decatur *Audubon *Adair *Worth *Fremont	*Shelby Iowa Allamakee *Chickasaw Appanoose Sac Grundy Emmet Hancock *Dickinson Winnebago *Calhoun *Franklin *Lyon *Palo Alto *Keokuk *Louisa Union *Madison *Mills	*Jones *Tama *Delaware Clay Washington *Page Crawford *Henry *Cedar *Hamilton *Cass Butler *O'Brien *Harrison Wright * Cherokee Jefferson	*Bremer *Clayton *Benton *Carroll Kossuth *Buchanan *Hardin *Mahaska *Winneshiek Jackson *Buena Vista *Poweshiek *Floyd	Cerro Gordo *Webster *Des Moines *Marshall Lee Wapello *Muscatine *Jasper Warren Sioux Marion *Dallas Boone *Fayette *Plymouth	Polk *Linn Scott *Black Hawk *Woodbury Dubuque Pottawattamie *Johnson *Story *Clinton

Note: population figures are taken from the 1978 Iowa Uniform Crime Reports, published by the Iowa Department of public safety.

^{*} County sheriffs responding to the survey question regarding their recommendations of a minimum salary program for departmental personnel. (The average of their responses is provided on the previous page.)

Several questions in the survey instrument addressed the problem of departmental workload, and queried the sheriffs about their perceptions of change in workload in recent years. Table 6 presents their responses, and shows that over 90% of the sheriffs were of the opinion that their departmental workload has increased dramatically in recent years.

TABLE 6

CHANGE IN YOUR DEPARTMENTAL WORKLOAD

Opinion	Responses
Workload has increased dramatically Workload has increased somewhat	7 (8%) 0 0
Total	84 (100%)

Those who perceived an increase (somewhat/dramatic) in workload were further asked to determine the extent to which certain factors have contributed to that workload. Table 7, on the following page, summarizes the opinion of those responding to this question. Factors are rank ordered according to the average response of all participants. The two most significant elements affecting departmental workload are: 1) civil complaints and serving of papers, and 2) administration and paper work, viewed by nearly nine out of 10 sheriffs as extremely important in contributing to increased workload. Additionally, two other factors (crime scene investigation and follow-up and jail administration and transportation of prisoners within one's own jurisdiction) were also cited as extremely important by at least 70% of the sheriffs. In contrast, the element considered least significant was that of internal investigation, with 60% of the sheriffs ranking it as of minor importance or having no effect at all on departmental workload.

TABLE 7

FACTORS CONTRIBUTING TO DEPARTMENTAL WORKLOAD

	(1) Extremely Important	(2) Somewhat Important	(3) Minor Importance	(4) No <u>Effect</u>	Average Response
Civil complaints and serving of papers	72 (86%)	12 (14%)	0	0	1.14
Administration and paper work	73 (87%)	10 (12%)	0	1 (1%)	1.15
Crime scene investi- gation and follow-up	65 (77%)	15 (18%)	4 (5%)	0	1.27
Jail administration and transport of prisoners within own jurisdiction,	59 (70%)	13 (15%)	10 (12%)	2 (2%)*	1.46
Criminal warrants	38 (45%)	37 (44%)	9 (11%)	0	1.65
Radio traffic	44 (52%)	28 (33%)	8 (10%)	4 (5%)	1.67
Court appearances	41 (49%)	24 (29%)	19 (23%)	0 *	1.74
Routine patrol	32 (38%)	40 (48%)	8 (10%)	4 (5%)*	1.81
Support to municipal police departments	28 (33%)	38 (45%)	13 (15%)	5 (6%)*	1.94
Business/residential "trouble calls"	20 (24%)	45 (54%)	15 (18%)	4 (5%)*	2.04
Permits to purchase guns	28 (33%)	28 (33%)	23 (27%)	5 (6%)*	2.06
Dept. of Transportation notices	19 (23%)	32 (38%)	30 (36%)	3 (4%)*	2.20
Transport of prisoners to other jurisdictions .	20 (24%)	31 (37%)	21 (25%)	12 (14%)	2.30
Traffic-related work	8 (10%)	43 (51%)	22 (26%)	11 (13%)	2.43
Internal Investigations .	16 (19%)	18 (21%)	20 (24%)	30 (36%)	2.76

^{*} Does not total 100% due to rounding-off error.

In the questionnaire sheriffs were also asked if they agree with public opinion which suggests that the actual incidence of crime (both reported and unreported) has increased in recent years. As might be expected, nearly all (98%) of those surveyed agree with that statement. A summary of their responses is provided in the following table.

TABLE 8

AGREE WITH OPINION THAT CRIME HAS INCREASED IN RECENT YEARS

<u>Opi</u>	<u>t</u> n	loi	1						Res	ponses
										(98%) (2%)
										(100%)

Those who indicated agreeing with the previous statement (by answering yes) were further asked to identify, by level of importance, a list of factors which are often thought to contribute to the increasing crime problem. Table 9, on the following page, displays the distribution of their responses as well as presenting the factors in order of importance (determined by the average response given by all sheriffs). Findings shows that the sentencing practices of the courts was given the highest rating, with 87% of the sheriffs considering it extremely important in contributing to the volume of crime. Of nearly equal importance were two other factors, the policies of correctional agencies, and a general reduction in respect for moral standards, with a large percentage (78% and 71% respectively) also rating these factors in the "extremely important" category. Determined by the sheriffs to be of least importance were increases in juvenile and adult population.

TABLE 9
FACTORS CONTRIBUTING
TO CRIME INCIDENCE

	(1) Extremely Important	(2) Somewhat Important	(3) Minor Importance	(4) No Effect	Average Response
Sentencing practices of the courts	71 (87%)	9 (11%)	2 (2%)	0	1.16
Policies of correctional agencies	64 (78%)	14 (17%)	4 (5%)	0	1.27
General reduction in respect for moral standards	58 (71%)	22 (27%)	2 (2%)	0	1.32
<pre>Increase in population mobility (tourism, commuting, etc.)</pre>	37 (45%)	25 (30%)	19 (23%)	1 (1%)*	1.80
Television and news media portrayal of violence	30 (37%)	32 (39%)	18 (22%)	2 (2%)	1.90
Inadequate resources for law enforcement and criminal justice agencies	24 (29%)	42 (51%)	14 (17%)	[*] (2%)	1.93
Increase in un- employment	24 (29%)	39 (48%)	17 (21%)	2 (2%)	1.96
Policies and programs of the public educational system	30 (37%)	30 (37%)	14 (17%)	7 (19%)	1.98
Increase in juvenile population	23 (28%)	33 (40%)	20 (24%)	6 (7%)*	2.11
Increase in adult population	6 (7%)	40 (49%)	27 (33%)	9 (11%)	2.48

^{*} Does not total 100% due to rounding-off error.

The last series of questions contained in the survey instrument addressed the sentencing policies and operation of the State's correctional system. Responses, as displayed in the following table, indicate that more than three out of every four sheriffs do not support continuation of the State's sentencing policies.

TABLE 10

OPINION ABOUT MAINTAINING PRESENT SENTENCING PRACTICES

Opin	io	<u>1</u>										Res	ponses
													(22%)
No	•	•	•	٠	٠	•	•	•	•	•	•	<u>65</u>	(78%)
										To	otal	83	(100%)

Another question was then posed regarding the length of time served by convicted offenders. As seen in Table 11, all survey participants, with the exception of one, did not believe that offenders were incarcerated for long enough periods following conviction.

TABLE 11

OPINION ABOUT OFFENDERS SERVING ENOUGH TIME FOR THEIR CRIMES

<u>Opini</u>	Lon							Res	ponses
Yes No		• • • • • •							(1%) (99%)
0	•					(100%)			

Sheriffs' responses about correctional alternatives also indicated strong displeasure about the use of <u>probation</u> in the State. About 81% of those surveyed believe it is used too frequently while over half were of the same opinion about <u>pre-trial release</u>. Two other release alternatives, <u>institutional work release</u> and <u>residential corrections</u> were judged by about half of the sheriffs as used enough while a smaller percent (36% and 30%) were of the opinion that these two programs are used too frequently.

TABLE 12
OPINION ABOUT CORRECTIONAL
RELEASE ALTERNATIVES

	(1) Used Too Frequently	(2) Used Enough	(3) Used Too <u>Little</u>	(4) No <u>Opinion</u>	Average Response
Probation	68 (81%)	16 (19%)	0	0	1.19
Pre-trial release	44 (52%)	39 (46%)	0	1 (1%)*	1.50
Institutional work release	30 (36%)	41 (49%)	4 (5%)	9 (11%)*	1.90
Residential corrections	25 (30%)	45 (54%)	6 (7%)	8 (10%)*	1.96

^{*} Does not total 100% due to rounding-off error.

Appendix I

IOWA SHERIFF'S DEPARTMENT

OPINION SURVEY FORM

Name	e of Sheriff filling out this questionnaire:
Cour	nty Department:
Tele	ephone Number:
GEN	ERAL DIRECTIONS
1.	PLEASE COMPLETE THIS OPINION SURVEY WITHIN 14 (FOURTEEN) WORKING DAYS AND RETURN TO THE IOWA STATE SHERIFFS' AND DEPUTIES' ASSOCIATION, ALONG WITH THE ACCOMPANYING TECHNICAL DATA FORM.
2.	This questionnaire has been designed for FAST COMPLETION. All questions can be answered by:
	a. Circling a code number opposite an answer, not the answer itself. Example: Yes 1 No 2
	b. Writing a number in each series of boxes, making sure the boxes to the <u>right</u> are filled first.
	Example: 3 2 7 25
	c. Writing in your opinion in the question which is "open-ended". Space has been provided for these responses.
3.	Please answer <u>every</u> question. Your opinions are very important. <u>THERE SHOUL</u> <u>BE NO BLANKS LEFT FOR ANY QUESTION UNLESS THERE ARE SPECIFIC INSTRUCTIONS</u> <u>WITHIN THE QUESTIONNAIRE TO SKIP CERTAIN QUESTIONS.</u>
4.	Please ignore the numbers below the boxes and in the margin of each page. These are card and column indicators to be used in data processing.
5 .	If you do not understand what a question means, please call Sheriff Marvin Andersen at (515) 332-2471.

IOWA SHERIFF'S DEPARTMENT OPINION SURVEY FORM

	(Do not co	2 3 omplet
	County Number 4	5
1.	. Would you be in favor of Iowa developing a minimum salary program for its law enforcement officers? (CIRCLE ONE NUMBER ONLY)	
	a. Strongly in favor 1	
	b. Somewhat in favor 2	
	c. Neutral (SKIP TO Q. 3) 3	
	d. Somewhat opposed (SKIP TO Q. 3) 4	
	e. Strongly opposed (SKIP TO Q. 3)5	6
	 IF IN FAVOR, what minimum annual salary would you recommend for the following full-time sworn positions in county law enforcemen 	t?
	Salary	
	a. Sheriff	
	b. Chief Deputies	$\prod_{1 \in I}$
	c. Captains	21
	d. Lieutenants	26
	e. Sergeants	31
2	f. Deputies	36
3.	Would you favor sheriffs' departments utilizing a policy under which qualif personnel could move from one department to another without loss of rank? (CIRCLE ONE NUMBER ONLY)	ied
	Yes 1	
	No	

4,	In what way would you say the worklo	oad of your NLY)	department	has changed	in
	a. Workload has increased dram	atically		1	
	b. Workload has increased some	what		2	
	c. No change in workload (SKIP	70 Q. 6).		. 3	
	d. Workload has decreased some	what (SKIP	TO Q. 6).	. 4	
	e. Workload has decreased cons				38
5.	IF WORKLOAD HAS INCREASED, how imporfactors is in contributing to that w	tant would orkload?	you say eac (CIRCLE ONE	h of the fol NUMBER ON EA	.lowing ACH LINE)
			Somewhat Important	Minor Importance	No Effect on Demand
a.	Administration and paper work	. 1	2	3	4
b.	Routine patrol	. 1	2	3	4
c.	Crime scene investigation and follow	-up 1	2	3	4
i.	Traffic-related work	. 1	2	3	4
≞.	Support to municipal police departmen	its 1	2	3	4
f.	Court appearances	. 1	2	3	4
3•	Internal investigations	1	2	3	4
1.	Business/residential "trouble calls".	1	2	3	4
١.	Jail administration and transport of prisoners within your jurisdiction	1	2	3	4
•	Transport of prisoners to other jurisdictions	1	2	3	4
•	Civil complaints and serving of papers	s 1	2	3	4 48
•	Criminal warrants	1	2	3	4
•	Permits to purchase guns	1	2	3	4 50
•	Dept. of Transportation notices	. 1	2	3	4 51
•	Radio traffic	. 1	2	3	4
•	Other (SPECIFY)	. 1	2	2	53

6.	assist	of the following do you your department in med E ONE NUMBER ONLY)	ı believe sh eting the cu	ould first be	e emphasized t s placed on yo	o better our department	?
	a.	Hiring additional pers	sonnel with	existing tra	ining and sala	ry 1	
	ъ.	Improving training for	existing p	ersonnel		2	
	c.	Improving salary struc	ture for ex	isting person	nnel	3	
	d.	Something else (SPECIA	FY)			4	55
7.	unrepo	opinion suggests that rted) has been increast	ng in recen	incidence of tyears. Do	crime (both r	eported and h this	
			Yes			1	
			No	(SKIP TO Q. 9	9)	2	56
8.	IF YES	, how important would y sed incidence of crime?	ou say each (CIRCLE O	of the follo	owing factors EACH LINE)	is in the	
			Extremely Important	Somewhat Important	Minor Importance	No Effect on Incidence of Crime	
a.	An inc	rease in unemployment.	1	2	3	4	
b.	An inc	rease in juvenile pop.	1	2	3	4	57
c.	An inc	rease in adult populati	.on · 1	2	3	4	58
i.	An inci	rease in population mob urism, commuting, etc.)	oility · · l	2	3	4	59
e.	enfo	late resources for law procement & criminal justicies	tice	2	3	4	60
Ε.	The ser	ntencing practices of t	he · · l	2	3	4	61
ζ.		licies of correctional	1	2	3	4	62
1.	A gener	cal reduction in respec	t 1	2	3	4	63
Ŀ.	TV and viol	news media portrayal o	f • • 1	2	3	4	64
Cor	ntinued	on next page)					65

16.

j	. The policies and programs of the public educational system	1	2	3		Γ
k	. Other (SPECIFY)				4	66
		1	2	3	4	
9.	. Do you think Iowa should maintain	its pre	sent sentend	cing practic	es?	67
			Yes		1	
			No	• • • • •	2	68
10	In your opinion are offenders ser are convicted?	ving end	ough time fo	r crimes for	which they	7
			Yes		1	
			No	• • • • • •	2	69
11.	What is your opinion about the use (CIRCLE ONE NUMBER ON EACH LINE)	of the	following r	elease alte:	rnatives:	
a.	Freq	d Too uently	Used Enough	Used Too Little	No Opinion	
ъ.	release	1	2	3	4	
	Probation	1	2	3	4	70
	Residential corrections	1	2	3	4	71
d.	Institutional work release	1	2	3	4	72
						73

END