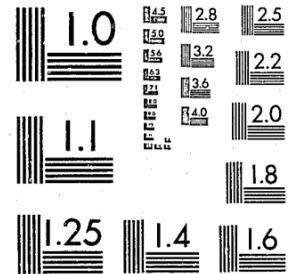


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JAIL OVERCROWDING

GUIDE TO DATA COLLECTION AND ANALYSIS

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JAIL OVERCROWDING

GUIDE TO DATA COLLECTION AND ANALYSIS

May 1982

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U.S. Department of Justice
National Institute of Justice

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1.0 INTRODUCTION

In the course of providing technical assistance in data collection and analysis to the 60 jurisdictions (nationally) that have participated in the LEAA-funded Jail Overcrowding and Pretrial Detainee Program (JO/PDP) over the last four years, the American Justice Institute's project staff has refined the procedures and forms for planning and executing a data collection and analysis program. This document represents a distillation of the information and technical assistance provided during the course of the project. We trust that it will assist you in planning and implementing your own data collection and analysis program and thereby help to identify some of the causes and develop solutions to the problem of jail overcrowding and the underutilization of pretrial alternatives to incarceration in your jurisdiction.

It is important to realize that the information generated by a data collection and analysis effort to answer questions about the causes of jail overcrowding and the use of pretrial alternatives is specific to each jurisdiction. Informational requirements will vary as a result of: (1) the unique structure and functioning of each jurisdiction's criminal justice system, (2) differences in the nature and dimensions of the jail overcrowding problem being addressed, and (3) differences in the assumptions and hypotheses about the relationships that exist between the policies and procedures that govern the processing of defendants by the county's criminal justice agencies, and jail overcrowding.

2.0 PURPOSE OF DATA COLLECTION AND ANALYSIS

Most criminal justice agencies collect information about the processing of defendants that pass through their sphere of responsibility. This operational information is usually available in summary form only and therefore not compatible with a reconstruction of defendant transactions that occurred at each decision point. Therefore, data must be collected that reflect each agency's response at all relevant decision points in offender processing to explore the impact of these decisions on jail overcrowding. A fresh data collection program is also advantageous since some agency representatives often suspect that the data collected by other agencies is self-serving. The data must be collected and analyzed in such a way that everyone on a

Jail Population Management Board will have confidence in its accuracy.

It is assumed that jurisdictions will form a Jail Population Management Board composed of representatives from each criminal justice agency in the county. Since the actions of all local criminal justice agencies can and do impact the jail population, all must be involved in any concerted effort to reduce jail overcrowding.

One function of the Jail Population Management Board is to formulate hypotheses about the causes of jail overcrowding and the absence/underutilization of alternatives to pretrial detention. Such hypotheses generate questions that determine (1) what data is to be collected, and (2) what analyses must be performed to provide answers to the questions formulated. As an example, a jurisdiction might hypothesize that the underutilization of citation release is a contributing factor in jail overcrowding. This hypothesis would generate the question "How many defendants are being booked into the county jail for potentially citable offenses?". This question would require that the data element, i.e. item of information, "Charge at Time of Booking" be tabulated for a representative sample of defendants booked into the jail.

Analysis of this data element, with a frequency distribution table showing the number and percent of bookings for each offense, provides answers to the question, i.e. "How many defendants are booked for offenses that by statute or policy are potentially eligible for citation release, provided that other conditions are met (identification, community ties, no criminal history, etc.)?" Table 1 is a partial frequency distribution of the data element "Charge at Time of Booking" from an analysis of booking data. Some of the offenses shown in Table 1 would appear to be citable in the field, e.g. shoplifting, trespassing, etc.

If the question were expanded to "How many defendants are booked by each police department for potentially citable offenses?", the data element "Arresting Agency" must be added to the data collected, and the analysis expanded to a crosstabulation (joint frequency distribution) of "Charge at Time of Booking" by "Arresting Agency." Table 2 shows a crosstabulation of the data elements "Misdemeanor Charge at Booking" by "Arresting Agency" from a jail overcrowding study.

TABLE 1
CHARGE AT TIME OF BOOKING
FREQUENCY DISTRIBUTION

<u>CHARGE</u>	<u>Frequency</u>	<u>Percentage</u>
Murder	4	.2
Negligent Manslaughter	2	.1
Rape	4	.2
Kidnapping	1	.1
ADW - Felony	9	.5
ADW - Misdemeanor	14	.7
Assault on Female	42	2.2
Other Assaults	6	.3
Forced Entry	17	.9
*Trespassing	31	1.7
Break - Enter	72	3.8
Armed Robbery	22	1.2
Common Law Robbery	10	.5
Larceny \$200+	12	.6
Larceny \$50 - 200	48	2.6
*Shoplift Under \$50	39	2.1
Auto Larceny	6	.3
Other Assaults	42	2.2
Forgery - Counterfeit	57	3.0
Fraud	8	.4
Embezzlement	1	.1
Stolen Property	24	1.3

*Potentially citable.

TABLE 2

MISDEMEANOR CHARGE AT BOOKING
 BY ARRESTING AGENCY
 CROSSTABULATION

MISDEMEANOR CHARGE AT BOOKING

<u>ARRESTING AGENCY</u>	<u>Assault</u>	<u>Petty Theft</u>	<u>Drugs</u>	<u>Sex</u>	<u>Drunk Driving</u>	<u>Disord. Conduct</u>	<u>Total</u>
Sheriff	9	30	4	6	27	5	81
Sacramento PD	5	29	7	4	245	3	293
Isleton PD	0	0	0	0	1	0	1
Federal Agency	0	0	0	0	1	0	1
State Agency	1	0	0	2	501	0	504
TOTAL	15	59	11	12	775	8	880

Such an analysis would facilitate the targeting of an expanded citation release program to specific arresting agencies. As an example, Table 2 shows that fifty-nine (59) bookings for "petty theft" were recorded during the jail overcrowding study; 30 by the Sheriff's Department and 29 by the Sacramento Police Department. With an approximately 50/50 distribution of petty theft bookings, a jail population reduction program through the increased use of citations for this offense could focus on either or both departments in this case.

Appearing in a subsequent section of this Guide are some typical questions that jurisdictions participating in the Jail Overcrowding Program have formulated to investigate the causes of jail overcrowding and the utilization of pretrial alternatives to incarceration; and the data elements and analyses required to provide answers to those questions.

3.0 DATA COLLECTION/ANALYSIS AND PLANNING FOR SYSTEM CHANGE

Planning for criminal justice system change must be based upon valid and reliable information, derived by empirical methods, rather than placing exclusive reliance upon subjective judgement. In the Jail Overcrowding Program, emphasis is placed upon the execution of a comprehensive data collection and analysis program for (1) problem identification, (2) the evaluation of pretrial alternatives to detention, and (3) the development of programmatic responses to detention facility overcrowding. In addition to its uses for planning system change, a well-conceived systematic data collection effort will facilitate (1) projecting the impact of various policy/program alternatives on the inmate population, (2) estimating alternative program costs vs jail costs per inmate effected, and (3) program evaluation during the implementation phase of a project, following the planning phase, through the establishment of baseline data which can subsequently be replicated to determine program impacts.

As an example, a properly planned data collection program will provide the information necessary to determine the impact on the jail population of less restrictive criteria for release-on-recognizance (ROR) by providing empirically derived information on the number of incarcerated inmates who would meet the revised criteria and could potentially be released, were a policy change made.

Likewise, the cost of a twenty-four hour, seven day a week ROR screening program could be compared with the daily cost of bed space in the jail for inmates who received delayed screening, e.g. booked Friday night but interviewed Monday morning, or who "slipped through the cracks" and were never interviewed, though eligible.

4.0 DEFENDANT PROCESSING POLICIES/PROCEDURES AND JAIL OVERCROWDING

Analysis of the data from jurisdictions that have participated in the Jail Overcrowding Program over the past four years has identified several key decision points, and the criteria employed at each, in defendant processing by the criminal justice system, that significantly impact jail overcrowding. In planning a data collection and analysis program, it would be advisable to at least consider the inclusion of the data elements required to evaluate (1) system functioning (rates) at each of these decision points and (2) the policies, procedures, and criteria that appear to be governing the decisions made. The data elements and analyses required to evaluate system functioning at each identified decision point are described below in the chronological order of defendant processing. They also illustrate the general uses of data for problem identification, planning for system change, and program impact evaluation.

4.1 ARREST. At the time of arrest, the law enforcement officer must decide whether to book the defendant or release him/her by issuing a citation or notice to appear in court to answer the charges. Admittedly, there are other options available, e.g. warning and reprimand; dispute resolution; referral to detox centers, hospitals, or clinics, but these are the two alternatives most frequently employed. Jail Overcrowding Program data analyses typically demonstrate an underutilization of the citation/notice to appear option even though its use is authorized (for misdemeanors) by state statutes.

Assessment of the relative use of field citation can be made by accessing two data sources: (1) police records and (2) jail booking logs. Experience has shown that police records are often inadequate for this purpose since (1) the number of citations issued may not be tabulated and summarized, (2) the offenses for which citations are issued may not be recorded, and/or (3) arrests and bookings by offense may not be tabulated. Booking records are

usually a better source of the two data elements "Charge at Time of Booking" and "Arresting Agency", required to evaluate (1) the use of field citation throughout the county and (2) its use/underutilization by specific law enforcement agencies, as indicated by the booking of defendants for offenses potentially citable under state statutes.

As indicated previously in Section 2.0, the data analyses required to explore these two issues are (1) a frequency distribution showing the number and percent of bookings for each offense and (2) for the second issue, regarding the use of field citations by specific law enforcement agencies in the county, a crosstabulation of the two data elements, "Charge at Time of Booking" by "Arresting Agency". Such a crosstabulation may indicate that all or a few major arresting agencies are booking (and not citing) a significant number of misdemeanor offenses (offenders) eligible, by statute, for field citation. Tables 1 and 2 illustrate a computer-produced frequency distribution of the data element "Charge at Time of Booking", and a crosstabulation of the data elements "Charge at Time of Booking" by "Arresting Agency", respectively.

4.2 PRETRIAL RELEASE ELIGIBILITY. Previous data analyses by Jail Overcrowding Program jurisdictions have demonstrated the existence of a number of policy and/or procedural problems at this decision point that impact the pretrial population of the jail. In the following three sections, some of the problems encountered will be discussed, and the data elements and analyses identified that can be used to explore each in planning a data collection and analysis program.

4.2.1 Inmates Eligible for ROR but Not Interviewed. Some inmates, by statute or policy, are automatically excluded from consideration for non-monetary release following booking because of the seriousness of the offense (felony), the type of offense (sale of drugs, prostitution, use of a weapon, crime of violence), or the characteristics of the offender (drug addict, alcoholic, psychiatric). In spite of the exclusionary criteria, a number of inmates booked into the jail, who are otherwise eligible for some form of recognizance release, "fall through the cracks" and are never interviewed, due primarily to the release agency's staffing patterns and/or inadequate jail/inmate records. A companion problem incidentally, consists of inmates who initially are excluded from consideration for non-monetary release because of the nature of the offense which is subsequently reduced to an eli-

gible offense but no follow-up release interview is conducted.

The omission of initial ROR eligibility screening can be evaluated using the data elements "Pretrial Release Interview (Yes/No)", "Offense Seriousness (Felony/Misdemeanor)", "Offense at Time of Booking", and "Offender with Exclusionary Characteristics (Yes/No)".

By crosstabulating the data element "Pretrial Release Interview (Yes/No)" with the "Offense Seriousness (Felony/Misdemeanor)" data element one can determine, for example, the percentage of misdemeanants not interviewed for ROR. By crosstabulating "Offense at Time of Booking" with "Pretrial Release Interview (Yes/No)", and using "Offender with Exclusionary Characteristics (Yes/No)" as a control variable, it can be determined what percentage of defendants, booked into the jail with nonexclusionary offenses and not having personal problems, e.g. drug abuse, that automatically excluded them from consideration for ROR, were not interviewed for non-monetary release consideration. If a significant number of inmates meet these conditions, probable causes would be (1) the inmate record system is inadequate to track and identify potentially eligible defendants, and/or (2) ROR interviewer staffing patterns of eight hours per day, five days per week may preclude interviewing some/many inmates because of coverage and workload problems. This staffing situation typically results in a relatively small percentage of inmates interviewed and an even smaller percentage released on ROR since many of those who are eligible are bond-out before an interview can occur. Several jurisdictions that have participated in the Jail Overcrowding Program have augmented their ROR screening staff and adopted a policy of interviewing all bookings for release eligibility. Other jurisdictions, with antiquated manual record systems, have opted for automated (computer-based) booking, jail and pretrial release management information systems.

4.2.2 ROR Screening Delays. Delays in inmate screening for ROR eligibility (and consequent delays in release from jail) are typically caused by one of the factors indicated in Section 4.2.1 above, i.e. staffing patterns. The following data elements are required to investigate this potential problem area: (1) "Date of Booking", (2) "Date of Release", and (3) "Type of Release". Converting the two dates to Julian days (elapsed days since

January 1 of any year) and subtracting the converted "Date of Booking" from "Date of Release" would yield the number of elapsed days from booking to release from jail, for each case. Computing the mean (average) of these values for the sample of cases included in the study would yield the "Average Length of Stay (ALS)". Crosstabulating "Average Length of Stay" (or ranges of days from booking to release) by "Type of Release" would show the average incarceration time between booking and release for each mode of pretrial release from jail. Table 3 is a computer-produced crosstabulation of the two data elements "Number of Days Detained" and "Type of Release". Table 4 shows "Average Length of Stay" crosstabulated with "Type of Release", from a jail overcrowding study, plus other measures of jail utilization.

With such crosstabulation tables, comparisons can be made among the average lengths of stay for each type of pretrial release, e.g. ROR, cash bond, surety bond, and deposit bail. Comparison can also be made between the ALS before and after augmented interviewer staffing. These comparisons may indicate the need for some procedural changes by the pretrial release unit. Generally, if an ROR release is going to be made, it should occur within 8-12 hours of booking, which allows for interviewing, information verification, and court notification.

4.2.3 ROR Eligibility Criteria. Previous analyses of jail populations have shown that some pretrial release units/agencies use very stringent criteria (prior misdemeanor/felony arrests/convictions, seriousness of the current charge(s), and community ties) in determining eligibility for recognition release. This is usually indicated by (1) the small percentage of defendants booked who are subsequently interviewed, (2) a low "released to interviewed" ratio and (3) a very low failure-to-appear rate (1-3%), with negligible impact on the jail overcrowding problem. To explore the underutilization of ROR and any possible discrepancies between the release criteria adopted by the unit/agency and those employed by the screeners, the following data elements are required:

- Interviewed for ROR Eligibility (Yes/No)
- Qualified for ROR (Yes/No)
- Current Offense

TABLE 3

NUMBER OF DAYS DETAINED
BY TYPE OF RELEASE
CROSSTABULATION

TYPE OF RELEASE

<u>DAYS DETAINED</u>	<u>Never Released</u>	<u>Cash Bond</u>	<u>Property Bond</u>	<u>Unsecured Bond</u>	<u>Bondsman</u>	<u>OR Regular</u>	<u>OR Super.</u>	<u>Total</u>
0	2	2	0	246	5	5	1	261
1	216	103	89	164	199	74	3	848
2	283	36	29	18	47	41	3	457
3	26	7	2	5	19	1	3	63
4	7	1	4	5	7	2	2	28
5	10	2	4	2	3	0	2	23
6+	136	3	9	26	16	2	14	206
TOTAL	680	154	137	466	296	125	28	1886

TABLE 4
 JAIL BED UTILIZATION BY
 METHOD OF RELEASE

Method of Release	BED UTILIZATION				
	Annual Bookings	Average Length of Stay	Bed Utilization	% Jail Bed Capacity	Beds Used
Bailed	19,149	1.6 Days	30,638	18.2	95
Citation	12,008	0.8 Days	9,606	0.5	3
ROR	4,048	5.9 Days	23,883	14.2	74
Detained/dismissed	3,047	9.7 Days	29,556	17.5	91
Held until sentencing	6,369	7.3 Days	46,494	27.4	142
Held for other agency	864	43.3 Days	37,411	22.2	115
TOTAL	45,485	11.43 Days	177,588	88.8	520

Annual bookings 1980 -- 45,485
 Average population less trustees -- 520
 Total annual bed utilization -- $520 \times 364 = 189,280$

SOURCE: Phase I Jail Overcrowding Study Sample

- Offense Seriousness (Felony/Misdemeanor)
- Length of Residence in County
- Employed (Yes/No)
- Family Ties (Yes/No)
- Prior Misdemeanor Arrests/Convictions (Yes/No)
- Prior Felony Arrests/Convictions (Yes/No)

The "Current Offense", "Offense Seriousness", and "Bail Amount" data elements are indicators of the severity of the offense charged. "Length of Residence in County", "Employed", and "Family Ties" are the typical indicators of community ties (and non-flight) employed by most release agencies. "Prior Misdemeanor Arrests/Convictions" and "Prior Felony Arrests/Convictions" data elements, of course, relate to previous criminal activity and are also used by release agencies in assessing the probability of pretrial crime if the individual is released on ROR.

Simple frequency distributions of the data elements "Interviewed for ROR Eligibility (Yes/No)" and "Qualified for ROR (Yes/No)" will show the percentage of those booked who are considered for recognizance release and of those interviewed, the percentage who qualify for ROR. Crosstabulating the data element "Qualified for ROR (Yes/No)" with the offense, criminal history, and community tie data elements will give some indication of (1) the criteria that are actually being employed by screeners to determine eligibility, (2) the increase in non-monetary releases that would occur if the criteria were changed (relaxed), and (3) any underutilization of ROR due to restrictive policies on eligibility. A three or four-way crosstabulation of the above data elements may reveal a pool of detainees declared ineligible for ROR who (1) have community ties, (2) are not charged with a serious/violent offense, and (3) have no criminal history. A simple frequency table may indicate that a significant number of those booked meet one or more of the three criteria above. Many of these inmates will, of course, bond-out. Those detained who meet the above criteria become a target group for program planning, e.g. less stringent criteria for ROR, supervised ROR for higher risk defendants, etc., by the Management Board.

In some jurisdictions, the data analyses have revealed that no consistent criteria are used in assessing eligibility for recognizance release, making the development of a numerically scored point system of high priority.

4.3 FILING OF CHARGES BY THE PROSECUTOR. Some jurisdictions that participated in the Jail Overcrowding Program found that the prosecutor's delay in reaching a decision about filing formal charges against incarcerated defendants has a significant impact on jail overcrowding. A companion problem consists of a significant number of pretrial detainees whose cases are dismissed after filing at later stages in the judicial process, indicating inadequate early case screening by the prosecutor's office. In some jurisdictions where state statutes prescribe the maximum period of time that a defendant can be held in custody before being released, if formal charges are not filed, the prosecutor's office takes the maximum number of allowable days to reach a decision not to file before mandatory release occurs. Obviously, early decisions about filing impact inmate days in jail and the overall jail overcrowding problem. Also, early and thorough prosecutorial screening should reduce the number of dismissals and the length of stay of pretrial detainees effected thereby.

The following data elements are required to explore potential delays at this criminal justice decision point: (1) "Date of Booking", (2) "Date of Release", (3) "Type of Release", and (4) "Offense Seriousness (Felony/Misdemeanor)". Converting both dates to Julian days (elapsed days) and subtracting "Date of Booking" from "Date of Release", will yield the variable (data element) "Total Days Incarcerated", for each case. This variable can subsequently be recoded into convenient ranges beyond 10 days, e.g. 11-15, 16-20, 21-25 days, etc. Table 5 illustrates a frequency distribution from a jail study of "days detained", with the recoding of days greater than 10 into appropriate ranges. One of the data items (categories) included in the "Type of Release" data element would be "No Prosecution/Information". By crosstabulating "Total Days Incarcerated" with "Type of Release" and using "Offense Seriousness (Felony/Misdemeanor)" as the control variable, it can be determined if the district attorney's office is introducing an inordinate delay in the criminal justice processing of incarcerated defendants by

TABLE 5
DAYS DETAINED
FREQUENCY DISTRIBUTION

<u>DAYS DETAINED</u>	<u>Frequency</u>	<u>Percent</u>	<u>Cumulative Percentage</u>
0	261	13.8	13.8
1	848	45.0	58.8
2	457	24.2	83.0
3	63	3.3	86.4
4	28	1.5	87.9
5	23	1.2	89.1
6	22	1.2	90.2
7	17	.9	91.1
8	17	.9	92.0
9	16	.8	92.9
10	18	1.0	93.8
11 - 15	26	1.4	95.2
16 - 20	21	1.1	96.3
21 - 25	12	.6	97.0
26 - 30	11	.6	97.6
31 - 50	17	.9	98.5
51 - 70	16	.8	99.3
71 +	13	.7	100.0
TOTAL	1886	100.0	

procrastinating with the decision not to file. Using the control variable "Offense Seriousness (Felony/Misdemeanor)" would provide greater differentiation of delays by type of offense. Procrastination by the prosecutor would be indicated by a significant number of (1) mandatory releases and/or (2) no prosecution/information releases that occur just before the mandatory release date is reached. If, for example, state statutes prescribe a 96-hour mandatory release of defendants accused of a misdemeanor, you may find that several inmates are (in reality) serving "four day sentences" through inaction of the district (state) attorney's office. Delays in making the filing decision may be, in part, due to the failure of law enforcement agencies to get evidence and anticipated testimony to the prosecutor's screening unit in a timely fashion.

Table 6, a crosstabulation of "Total Days Incarcerated" by "Type of Release", illustrates the problem of mandatory releases of misdemeanants and "No Information" releases that occur just before a mandatory release would go into effect. Column 2 of Table 6 shows "No Information" releases, column 8 shows "96-hour Mandatory" releases. Inspection of Table 6 shows that three inmates were released on the third day of detention just before the mandatory 96-hour (4 day) release would go into effect, and that seven inmates were detained the full four days when the 96-hour mandatory release was initiated. Both situations contribute to the unnecessary use of jail bed space. Table 7 illustrates a similar problem with the early release of felony defendants who are not going to be charged by the prosecutor's office. This data is taken from a state with statutes prescribing the release of inmates accused of a felony offense if charges have not been filed within 21 days. Column 2 of Table 7 shows that eight inmates were released after 16-20 days of incarceration, i.e. just before a mandatory release would go into effect because of a "No Information" decision by the prosecutor. A considerable saving in bed space would have been effected had early prosecutorial screening occurred.

4.4 PRESENTENCE INVESTIGATION. Even though a post-trial decision point in offender processing, the presentence investigation report (PSIR) can require an extended period of time to complete, thereby negatively impacting efforts at jail population containment by increasing the average length of stay for those inmates in presentence status. A number of offenders may

TABLE 6

TOTAL DAYS INCARCERATED BY
TYPE OF ORIGINAL RELEASE FROM JAIL
CROSSTABULATION

TYPE OF RELEASE FROM JAIL

<u>DAYS INCARCERATED</u>	<u>No Info</u>	<u>Time Served</u>	<u>Cash Bond</u>	<u>Surety Bond</u>	<u>Agency ROR</u>	<u>Court ROR</u>	<u>96 Hr Mandatory</u>	<u>Total</u>
1	0	13	13	50	18	5	0	99
2	0	9	6	15	2	0	7	39
3	3	8	1	3	1	1	17	34
4	0	9	0	0	0	0	7	16
5	0	1	0	4	1	0	1	7
6	0	3	0	0	0	0	0	3
TOTAL	3	43	20	72	22	6	32	198

TABLE 7

TOTAL DAYS INCARCERATED BY
TYPE OF RELEASE FROM JAIL
CROSSTABULATION

<u>DAYS INCARCERATED</u>	<u>TYPE OF RELEASE</u>						<u>Total</u>
	<u>No Info</u>	<u>Time Served</u>	<u>Cash Bond</u>	<u>Surety Bond</u>	<u>Agency ROR</u>	<u>Court ROR</u>	
0 - 10	3	87	22	86	24	6	228
11 - 15	1	8	0	3	1	6	13
16 - 20	8	2	0	1	1	1	13
22 - 25	0	3	0	0	0	0	3
26 - 30	0	2	0	6	0	1	9
TOTAL	12	102	22	96	26	8	266

remain incarcerated during this period awaiting completion of a PSIR that recommends and results in a sentence of probation, restitution, fine, community service, i.e. non-incarceration, or state prison. For these individuals, every day of PSIR preparation time contributes to overcrowding since their removal from jail is delayed. Data from one jurisdiction participating in the Jail Overcrowding Program showed that 45% of the PSIR's required 131 days or longer for completion, 15% required 111-130 days, and 25% required 91-110 days. Twenty-nine (29) percent of the PSIR's completed for incarcerated offenders required 131 days or longer; 35% required 111-130 days.

To explore this potential problem area in criminal justice processing requires collection of the following data elements: (1) "Last Trial Date", (2) "Last Sentencing Court Date", (3) "Post-Trial Incarceration (Yes/No)", and (4) "Sentence". As in previous examples, the two dates are converted to Julian (elapsed) days; "Last Trial Date" is subtracted from "Last Sentencing Court Date", yielding the number of days (approximately) required to complete and submit the PSIR, i.e. the variable "PSIR Total Days", for each case. This variable can then be recoded into convenient ranges of days for display in tables. The data element "Post-Trial Incarceration (Yes/No)" is self-explanatory. Data items for the data element "Sentence" would consist of an exhaustive set of all sentencing options.

The initial analysis would consist of a frequency table display of the variable "PSIR Total Days", showing the number and percentage of days for completion. Such a table would provide an overall view of the average and distribution of days required to complete the PSIR. Finer discrimination of the impact of PSIR preparation on the jail population would require crosstabulating the data elements "Post-Trial Incarceration (Yes/No)" and "PSIR Total Days". Table 8 shows the range of days required for completion of the PSIR for incarcerated offenders from one jail study. Even finer discrimination would be provided by crosstabulating "Sentence" by "PSIR Total Days" with "Post-Trial Incarceration (Yes/No)" as the control variable. This latter analysis would show the number of days required to complete the PSIR for incarcerated inmates who received non-incarceration sentences (among others). For these inmates (and for the jail) every day of PSIR preparation represents an excess prisoner day. An analogous situation is created by incarcerated

TABLE 8
DAYS TO SENTENCING BY
PRESENTENCE INVESTIGATION
CROSSTABULATION

DAYS TO SENTENCING	PSI	
	PSI Requested	PSI Not Requested
1 - 10	0	2
11 - 20	0	3
41 - 50	1	0
51 - 70	1	0
71 - 90	1	1
91 - 110	2	0
111 - 130	5	0
131 +	4	0
TOTAL	14	6

inmates who receive sentences to state prison. This too represents excess inmate days in relation to PSIR preparation time since transfer out of the jail to state institutions is delayed.

The foregoing represent policy and procedural problems at a few criminal justice decision points that were revealed by Jail Overcrowding Project data analyses and are meant to be suggestive of the types of data elements and analyses that can be used to investigate defendant processing problems. These examples are not meant, by any means, to be exhaustive of the criminal justice system dysfunctions that can negatively impact jail population. In formulating plans for data collection and analysis, Jail Population Management Boards will develop a myriad of hypotheses and questions about the causes of jail overcrowding that the data will be expected to answer. Appendix A contains the 115 questions that were developed by one Jail Overcrowding Project.

5.0 FLOWCHARTING THE CRIMINAL JUSTICE SYSTEM

Flowcharting defendant processing steps through the criminal justice system is a very effective way of identifying all decision points, decision-makers, options, and policies/guidelines that govern each decision which influences movement away from, into, and out of the jail. Such a flowchart is essentially a map of the criminal justice system showing routes into, through, and out of the system. Flowcharting the system is a natural prelude to the tasks described previously in Section 4.0 so as to identify the relevant decision points, options, and criteria employed, that impact the jail population.

The following procedures outline the steps to be followed in developing such a flowchart:

1. List the criminal justice agencies in the jurisdiction (law enforcement, prosecution, defense, courts, corrections).
- 2: Identify all decision points where someone with the necessary legal authority can:
 - a. Commit a person to jail or order his arrest and commitment.
 - b. Decide to employ some alternative to incarceration.

3. For each decision point:
 - a. Identify the decision-maker(s).
 - b. List and define the options.
 - c. Indicate whether explicit policies or guidelines govern the decision, and list such if they exist.
 - d. Make clear whether someone other than the decision-maker regularly provides information to assist in determining the defendant's eligibility for particular options (identify this person or agency).
 - e. Make clear whether someone assists in the implementation of decisions through provision of direct and/or referral services (identify the categories of services provided, and, where applicable, the most commonly used resource agencies).
4. Arrange the decision points and related options (so far as possible) in chronological order, starting with the decision to arrest, warn, refer, or cite a suspect and proceeding through the ordinary steps in the criminal justice process (or at least to the point of sentencing).
5. Convert this outline into a flowchart or set of charts.

As an example, Appendix B shows the very detailed criminal justice system flowchart developed by the County of San Francisco during the Jail Overcrowding Project. The first page of this Appendix shows the symbols that can be used, with an explanation of each. Appendix C shows the more basic flowchart (in terms of decision points and options) developed by Orange County (Orlando) Florida. A narrative description should accompany the flowchart delineating the decision-makers involved in each criminal justice event/decision, the optional routes that the defendant can take at each decision point, and agency policies and guidelines that determine which route through or out of the system the defendant will take.

6.0 PLANNING A DATA COLLECTION AND ANALYSIS PROGRAM

As previously discussed in Section 2.0, Purpose of Data Collection and Analysis, hypotheses about the causes of jail overcrowding and/or absence/underutilization of alternatives to pretrial detention generate questions that determine (1) what data is to be collected and (2) what analyses must be performed to provide answers to the questions formulated, which in turn

provides the information needed to accept or reject the original hypotheses, i.e. hypothesis testing. It is essential in planning a data collection and analysis program to have well defined questions, data elements, and analyses before any data is collected. It is very inefficient and counterproductive to collect data first, and then by some unplanned analysis, answer questions that were never clearly formulated and may not be answerable because the data elements were too limited in scope. To quote a guide to research methods, "A question well-stated is a question half-answered". Collecting data without a well-defined plan or purpose, hoping to make sense out of it afterward, is courting disaster. Good planning for data collection and analysis will circumvent many of the pitfalls, sources of contamination, and invalidating factors that call into question the findings and interpretations that any given study of jail overcrowding may report.

Some of the questions that should be considered for inclusion in planning for a data collection and analysis program are:

1. What are the sources of jail bookings, i.e. arresting agencies, and bases or reasons for booking? Basis of commitment, essentially, is the legal status of the person committed to or held in jail. Examples would include:

Accused person awaiting arraignment or trial; convicted person awaiting sentence; sentenced prisoner awaiting transportation or held pending outcome of appeal or other court action; sentenced prisoner serving time here; alleged parole or probation violator; local or state fugitive; extraditee; federal prisoner; witness in protective custody; juvenile; civil commitment.

2. What is the relative use of jail by source of commitment (how many commitments by each agency for each category of reason)?
3. How are people released and what is the relative incidence of each type of release? Release categories might include:

No complaint; no prosecutor charge; jailer citation; ROR; conditional or supervised release; cash bail; percentage bail; surety bail; property bail; third party release; release to diversion; nol pross; dismissed; acquitted; sentenced to time served; served sentence (including some time subsequent to sentencing); paroled; sentence modified; released to probation.

4. What is the average length of stay over-all and in relation to type of commitment and type of release? Are there substantial numbers of people in custody whose length of stay exceeds the typical time frame required to make pretrial release decisions. Average length of stay can be from admission to release or from any specified status change until release. Useful statistics might also include average stay in a given status whether or not release occurs when status changes, e.g. time from commitment pending arraignment on a new charge until status changes to "awaiting trial" -- for those who do not gain release by or as a result of the arraignment hearing. The more refined the breakdown, the greater the prospect of identifying possible clues for jail population management strategies. Average detention time can be estimated with fair accuracy, incidentally, in the absence of specific case-by-case data. The formula is: average daily population during a specified period multiplied by the number of days in the period divided by the number of admissions during the period.

5. What accounts for denial of less restrictive forms of, and usually earlier, release? This refers primarily to pretrial release, but could relate also to parole denial where parole is available in the jurisdiction. As to pretrial release, it refers especially to ROR or other forms of non-monetary release. These benefits may be denied because of ineligibility or unsuitability, that is, technically eligible but deemed a poor risk by the decision-maker. Statistics, ideally, should go beyond these mere labels and show the incidence of specific reasons given for ineligibility and unsuitability.

6. What is the incidence of use of alternatives to jail commitment and what accounts for the level of use:

a. By the police? Police alternatives to jail include a variety of diversionary practices, e.g. warning and reprimand, crisis intervention, dispute settlement, referral to detox centers, hospitals, clinics, etc., or use of citation in lieu of arrest and booking into the jail. Obtaining statistics on alternative practices may prove difficult, but many

departments may be able either to provide data or to make relevant records available for use in a data collection project. One complicating factor in some jurisdictions is the multiplicity of police agencies. Generally, however, most jail commitments will be made by two or three agencies and data collection in this depth might be limited to them.

b. By the prosecutor? Prosecutor alternatives to jailing accused persons might include dispute settlement programs, and use (or request for) summons in lieu of arrest warrants.

c. By the courts? Court alternatives might include use of summons in lieu of arrest warrants and, at the time of disposition, opting for some non-incarceration penalty.

7. Do contemporary practices in the use of jail and its alternatives work to the disadvantage of particular defendant groups, i.e. are such characteristics as sex, age, race, ethnicity, economic status, sexual orientation, education, mental or physical health problems, etc. inappropriately associated with denial of less restrictive alternatives.
8. Do some inmates have needs that could better be met by diversion of the individual to another system, i.e. health, mental health, welfare, education, employment, etc.
9. Is there a significant delay in transporting inmates sentenced to state institutions. How quickly are inmates held for other jurisdictions/agencies removed from the jail, e.g. parole holds. Are there ways to clear minor holds and warrants quickly so that inmates charged with relatively low risk misdemeanors can be released from pretrial incarceration. What percentage of the jail population would be impacted by early removal.
10. Is defense counsel being appointed early so that motions for bail reductions, ROR recommendations to the court, and pleas can be made in a timely fashion.
11. Are alternatives to jail for the public inebriate, mentally ill, and drug user being fully utilized. What proportion of the jail population consists of offenders with such characteristics.
12. How are court delays, e.g. continuances, impacting the jail population.
13. Are competency evaluations requiring excessive time for completion for those incarcerated pretrial.
14. What is the ratio of incarceration/non-incarceration sentences. How does this ratio compare to the relative usage of such sentences in the state and nation. Are restitution, community service, fine, and probation sentences used appropriately in accordance with community expectations. Are sentencing guidelines employed to enhance sentencing equitability.
15. How many pretrial and sentenced inmates are incarcerated because of ordinance violations and failure to pay fines.
16. Are alternatives to incarceration for drunk driving and traffic violations being fully utilized. What proportion of the sentenced and unsentenced population constitute such offenses.
17. Is the classification system overly restrictive in relation to offense severity resulting in an excessive number of inmates assigned to maximum security housing. Would realignment of the classification criteria relieve overcrowding in some areas of the jail.
18. What are the offense characteristics of the sentenced population. Are felons a high proportion of the sentenced population or are misdemeanants a significant component. What implications do the proportional representations have for sentencing guidelines for misdemeanants.

19. Are existing pretrial release criteria being applied uniformly. What percentage of the pretrial population meeting the criteria remain in jail. Why do they remain in jail.

If any or all of the above questions are to be explored, data elements covering each issue must be incorporated in the data collection effort. Answers to these questions (or a subset thereof) will, hopefully, suggest possible changes in practice which may help contain jail population by (1) reducing jail commitments, (2) increasing the use of less restrictive and/or earlier release methods, and (3) shortening the time in particular statuses, hence total average detention time.

6.1 DATA ELEMENTS. The first step in refining the information required to answer each question posed and hypothesis proposed for investigation is to identify the specific data elements needed to explore each issue, and to develop a concise definition of each data element so identified. Every jail overcrowding study will, of necessity, have its limitations in terms of resources (primarily staff) which will limit the questions that can be answered, the size of the sample selected for study, the data elements recorded, and analyses performed. Some information, while desirable, may not be available in source documents (records) requiring the implementation of a new data collection program that is more costly and time-consuming than the project can afford; some information may be inaccessible; and some while interesting, may be invalid and/or unreliable and therefore of little use for sound planning. An initial pruning of the list of data elements can be made on the basis of practical judgement of their probable accessibility, completeness, and reliability. An investigation of probable source documents and pretest of the data collection instrument may further limit the data elements that can reasonably be included in the study.

During the four year course of the Jail Overcrowding Project, the AJI staff has developed a set of data elements, and their definitions, that should accommodate most data collection programs. These data elements (with definitions) are shown in Appendix D. This list is not meant to be exhaustive nor prescriptive (only suggestive) of the data elements that could be included in a jail overcrowding study. The data elements to be included in any specific study will be dictated by the unique questions to be answered. Additional data element definitions may be obtained from the LEAA publication,

"Dictionary of Criminal Justice Data Terminology", 1976.

After the required data elements have been selected, an exhaustive list of data items, i.e. all values/categories of information that each data element can assume, must be developed. For example, if the data element "Sentence" is to be collected and coded, all possible sentencing options must be listed so that the data collectors/coders have data items (with codes) that will apply to each and every case. The same would be true for such data elements as "Arresting Agency", "Judge", and "Type of Release from Jail", which may assume many values. Since the data element "Offense Charged" can take on so many values (hundreds) its coding can be handled in one of two ways: (1) attempt to list and code, in advance, all possible offenses with which arrestees may be charged or (2) have the data coders assign a unique code to each offense as it is encountered during data collection. It is during pretesting of the data collection instrument for computer-based analysis (to be discussed) that data item omission will be discovered (and corrected).

6.2 DATA ANALYSIS METHODOLOGIES. Planning for data analysis starts with the consideration of laying out information in ways designed to answer questions as efficiently, clearly, and reliably as possible. As stated previously, planning the data analysis is an integral part of question formulation and data element identification.

Virtually all studies of jail overcrowding and the use of pretrial alternatives to incarceration will find that frequency distributions of individual data elements and two or three-way crosstabulations of data elements will suffice to answer all questions posed. The only added analysis will consist of calculating elapsed time and average elapsed time between dates, e.g. booking date to release date. Table 9 is an example of a computer-produced frequency distribution of the data element "Arresting Agency"; Table 10 is a crosstabulation of the data elements "Arresting Agency" and "Reason for Booking".

Initially, most analyses start with running a frequency distribution on all discrete (categorical) data elements. This provides basic information about

TABLE 9

ARRESTING AGENCY
FREQUENCY DISTRIBUTION

<u>ARRESTING AGENCY</u>	<u>Number</u>	<u>Percent</u>
Orange Co. Sheriff	287	45.8
Orlando PD	230	36.7
Winter Park PD	24	3.8
Apopka PD	6	1.0
Winter Garden PD	5	.8
Edgewood PD	2	.3
Ocoee PD	5	.8
Other Local	5	.8
Florida HP	30	4.8
US Marshall	8	1.3
Boarder Patrol	2	.3
Military	17	2.7
Other Federal	1	.2
Other Agency	5	.8
TOTAL	627	100.0

TABLE 10

ARRESTING AGENCY BY
REASON FOR BOOKING
CROSSTABULATION

ARRESTING AGENCY	REASON FOR BOOKING							Total
	Arrest New Charge	Sentence	Outside Warrant Or Hold	Military Hold	Court Remand	Federal Agency	Court Order Other Jurisd.	
Sheriff	201	52	16	0	11	1	4	285
Orlando PD	221	5	3	0	0	0	0	230
Winter Park PD	24	0	0	0	0	0	0	24
Florida HP	26	4	0	0	0	0	0	30
All Others	22	2	4	10	0	18	0	56
TOTAL	495	63	23	10	11	19	4	625

the distribution of each data element and can be used to edit check the data for out of range values and coding errors. For continuous data elements, e.g. "Age", "Bond Amount", etc., the computation of mean, median, standard deviation, and range will provide useful insights and permit detection of coding errors. If continuous data elements are to be used in frequency and crosstabulation tables they must be recoded into convenient ranges.

One key decision that must be made during the planning phase is whether the data analysis will be manual or computer-based. A number of considerations will influence this decision:

1. Is a computer-based data manipulation/statistical program accessible to the project? Large programmable calculators, such as the Monroe 1766, are limited to very small (2 x 2) crosstabulation tables. Micro and minicomputers typically do not have the core capacity to handle the crosstabulation tables that must be produced. So basically, the project must have access to a large mainframe computer, e.g. an IBM 370, Burroughs 6700, CDC 5400, with a maintained statistical program, e.g. the Statistical Package for the Social Sciences (SPSS), Biomedical Computer Program (BMD). SPSS is available at virtually all university and state college computer centers.
2. The availability of staff with some knowledge of data coding and computer-based analysis (or a consultant/graduate student who possesses these skills). This "Guide to Data Collection and Analysis" is written at a basic level so that a person with minimal background can carry-out the data collection, data coding/tabulation, and manual analysis tasks with little outside assistance. Computer-based analysis, on the other hand, will require unique skills not covered by this guide, which are, nevertheless, probably readily available.
3. The size of the sample selected, the number of data elements captured, and the magnitude and complexity of the analysis will dictate the method of analysis (manual vs. computer-based).

It will be cost and time-effective to employ a computer-based analysis (as opposed to manual tabulation and computation) for even moderately sized samples of cases processed by the criminal justice system (N = 200+), using 20 or more data elements. If a number of large crosstabulation tables are required to answer the questions originally posed, computer-based analysis is the only feasible option.

4. If the required data elements are currently captured by an automated criminal justice information system (with or without a data analysis capability) computer-based analysis (in-house or at a computer center) is recommended because the sample size and the number of data elements will probably be large.

6.3 SOURCE DOCUMENTS. Once the required data elements have been identified for tabulating/coding and analysis, the source documents (agency operational records) must be located where, hopefully, the data elements are captured (recorded during defendant processing). The data elements required for a study of jail overcrowding/pretrial release are usually found in (1) booking logs/jail records, (2) pretrial release agency interview/client tracking forms, and (3) court dockets. In some jurisdictions, the district attorney's records of prosecution and judicial proceedings are more accurate and complete than court dockets. Typically, court records are the most difficult for accessing, interpreting, and retrieving such information about defendant processing as the dates of all court events (municipal and superior), disposition of charges, and sentences.

Consideration must also be given to the form in which information is recorded in source documents. For example, if only the penal code section of the charge is documented, provision must be made for a conversion table so that the data collectors can record the actual offense charged.

Once identified, authorization must be obtained for access to the source documents, to include (1) who can have access for data collection, (2) at what times, and (3) for what information (some of which may be covered by security and privacy regulations). If some or all of the data elements are

captured in an automated criminal justice information system, authorization must also be obtained to access this data base with its unique security and privacy regulations. Such a system should be capable of producing a magnetic tape of the required data elements for all cases (or a sample of cases) for analytic purposes. Automated systems, e.g. PROMIS, have not proven to be fruitful sources of data since they tend to be fragmented among agencies making defendant tracking through the entire criminal justice system a precarious task.

If available source documents do not contain the required data elements, or the information is unreliable, consideration must be given to implementing a special data collection program for this specific purpose. Such a program would be a last resort as agency personnel are very reluctant to engage in such an effort. Also, the time frame for a study of jail overcrowding may preclude the development and implementation of an extensive new data collection program.

6.4 SAMPLING METHODOLOGY. It is assumed that in medium to large jurisdictions, a representative sample of bookings/intakes will be selected for study rather than the entire such population admitted for a given period of time. One exception to sampling might be considered in the unlikely event that one or several automated criminal justice information systems capture all the required data elements involving offender/offense characteristics and all the major criminal justice events/decision points in defendant processing. In this case, the entire population of intakes for a representative time period could be considered for analysis.

The first step in developing a sampling design is to define the population of intakes to the system from which the sample will be drawn, e.g. all bookings at the main jail from January 1, 1981 to December 31, 1981. Once the population is so defined, planning efforts must then focus on selecting a representative sample of such intakes (who will be "tracked" through the system to final disposition and sentencing) so that reliable inferences can be made from the analysis of the sample data to the entire population of intakes. Making reliable inferences from the analysis of the data from a sample of intakes to the entire defined population of intakes implies

selection (1) of a random sample, (2) of sufficient size and, (3) over an adequate period of time to "assure" that the sample is representative of the population. Each of these three concepts is discussed below:

1. A sample is random if every member of the defined population has an equal chance of being selected for inclusion. Random selection can be approximated by assigning each unit (intake/booking) in the population a unique sequential number and then selecting the sample based upon matches between the assigned numbers and the numbers found in a random number table (included in the appendices of some statistical texts). For all practical purposes, the last three or four digits of the booking number will suffice in lieu of assigning unique numbers to each booking/intake. Either way, the use of a random number table for sample selection can be a very time-consuming, tedious task.

A methodologically accepted alternative is systematic random sampling which involves the selection of every nth booking/intake with the provision that the first case to be included in the sample is chosen randomly, i.e. a random start. In this way, every person in the population has an equal chance of being included. If a random start were not employed, cases between the nth cases, e.g. 10th, 20th, 30th, etc would have no chance of being selected and the principle of randomness would be violated. As an example of this procedure, if it were determined that a 20% random sample would be adequately representative of all bookings during a one year time period, the selection of every fifth booking (after random selection of the first case) would achieve the required sample size and meet the criteria of random sampling.

2. Basically, the larger the sample size the more unbiased the sample becomes with the attendant reduction in sampling error (standard error), but, this has its practical limitations given the staff resources and time frame for a study of the factors contributing to jail overcrowding.

In most social science field research a 20% random sample should provide a reasonably adequate representation of the total population. But this too has its limitations if, for example, the population to be sampled is defined as all bookings during a one year time period, and there were 10,000 such bookings, 2,000 cases would be selected with a 20% sample. With even a moderate number of data elements (20-30) to record per case, this would be a prohibitive undertaking for any study of jail overcrowding.

To assist project staff in selecting appropriate sample sizes, Table 11 is reproduced from "A Method for Employing Sampling Techniques in Housing Surveys", William Wolman, Bureau of Research, New York State Division of Housing, 1948. This table shows the sample sizes required for the 95% and 99% confidence limits and reliability limits ranging from $\pm 1\%$ to $\pm 10\%$, when samples are selected from the finite population levels shown. Even though some populations (bookings or intakes) as defined may not meet all the attribute sampling assumptions, Table 11 will still provide reasonable projections of the sample sizes needed. As an example of the use of this table, a sample size of 588 would be required if a confidence limit of 95% and a reliability limit of $\pm 4\%$ were selected for the study of a finite population of 10,000 (bookings). Most jurisdictions that completed Jail Overcrowding Projects used sample sizes ranging from 600-700 cases for data collection efforts employing 50-60 data elements. Most jurisdictions also slightly oversampled under the assumption that a small percentage of cases could not be tracked to final disposition. Obviously, at some point there must be a trade-off between data elements and sample size since both impact the magnitude of the data collection effort and the time frame in which it must be completed.

TABLE 11

Table of sample size required for finite populations, for confidence limits and specified reliability limits in sampling attributes in per cent.

A. 95% Confidence Interval
(p = .5)*

Number of Occupied D.U.'s in Area	Sample Size for Reliability of					
	$\pm 1\%$	$\pm 2\%$	$\pm 3\%$	$\pm 4\%$	$\pm 5\%$	$\pm 10\%$
500	**	**	**	**	222	83
1,000	**	**	**	385	286	91
1,500	**	**	638	441	316	94
2,000	**	**	714	476	333	95
2,500	**	1,250	769	500	345	96
3,000	**	1,364	811	517	353	97
3,500	**	1,458	843	530	359	97
4,000	**	1,538	870	541	364	98
4,500	**	1,607	891	549	367	98
5,000	**	1,667	909	556	370	98
6,000	**	1,765	938	566	375	98
7,000	**	1,812	959	574	378	99
8,000	**	1,905	976	580	381	99
9,000	**	1,957	989	584	383	99
10,000	5,000	2,000	1,000	588	385	99
15,000	6,000	2,143	1,034	600	390	99
20,000	6,667	2,222	1,053	606	392	100
25,000	7,143	2,273	1,064	610	394	100
50,000	8,333	2,381	1,087	617	397	100
100,000	9,091	2,439	1,099	621	398	100
$\rightarrow \infty$	10,000	2,500	1,111	625	400	100

* p - Proportion of units in sample possessing characteristics being measured; for other values of p. the required sample size will be smaller.

** In these cases 50% of the universe in the sample will give more than the required accuracy.

TABLE 11
(continued)

B. 99.7% Confidence Interval
(p = .5)*

Number in Population	Sample Size for Reliability of				
	±1%	±2%	±3%	±4%	±5%
500	**	**	**	**	**
1,000	**	**	**	**	474
1,500	**	**	**	726	563
2,000	**	**	**	826	621
2,500	**	**	**	900	662
3,000	**	**	1,364	958	692
3,500	**	**	1,458	1,003	716
4,000	**	**	1,539	1,041	735
4,500	**	**	1,607	1,071	750
5,000	**	**	1,667	1,098	763
6,000	**	2,903	1,765	1,139	783
7,000	**	3,119	1,842	1,171	798
8,000	**	3,303	1,905	1,196	809
9,000	**	3,462	1,957	1,216	818
10,000	**	3,600	2,000	1,233	826
15,000	**	4,091	2,143	1,286	849
20,000	**	4,390	2,222	1,314	861
25,000	11,842	4,592	2,273	1,331	869
50,000	15,517	5,056	2,381	1,368	884
100,000	18,367	5,325	2,439	1,387	892
→ ∞	22,500	5,625	2,500	1,406	900

* p - Proportion of units in sample possessing characteristics being measured; for other values of p. the required sample size will be smaller.

** In these cases 50% of the universe in the sample will give more than the required accuracy.

3. The period of time sampled of bookings should be extensive enough to be representative of all bookings. It should encompass a sufficient interval of time to eliminate or smooth-out the effects of seasonal trends in offenses, offenders, and changes in enforcement policy and statutory modifications. As an extreme example, if the jurisdiction were New Orleans, a sample of bookings taken exclusively during Mardi Gras would be atypical of bookings during the remainder of the year in terms of offender and offense characteristics. To achieve representativeness, it would be far superior to draw a 5% sample of jail bookings during the one year time period preceding commencement of the study, than a 100% "sample" of all bookings during a recent two-week period. Considerable bias could be introduced by the latter sampling technique, causing generalizations to the entire population of defendants passing through the criminal justice system to be quite spurious due to many contaminating factors, e.g. weekly and seasonal variations in crime rates and types, a policy change regarding the issuance of citations by a major police department during the sampling period, etc. Virtually any sampling plan that would guarantee representativeness is acceptable, e.g. a sample of bookings from every other month during one year. Generally, jurisdictions participating in the Jail Overcrowding Project have selected a one year time-period from which to sample bookings at the jail.

Obviously, the time interval selected for sampling must be recent to be representative of current criminal justice system processing of defendants. So many system changes would have occurred to render a sample of bookings five years ago worthless. On the other hand, sampling current bookings/intakes, while they would be quite representative of contemporary practices, would be counterproductive, since the data collection effort could not be completed until all cases had been adjudicated (assuming final disposition and sentencing are included as data elements). In a sample of current bookings, some misdemeanors would have completed adjudication whereas many felony cases would still be pending, seriously limiting the inferences that could be made. To avoid the sampling period dilemma, a small sample of recent cases that have been adjudicated should be

selected and the time from booking to sentencing computed. To be valid, this sample should include some serious offenses, Part I crimes, which can take the maximum time for adjudication. With this estimate of processing time in mind, the sampling time interval can be backed-up to that point where virtually all cases will have completed adjudication. If a historical sample is not utilized for the study, many "don't knows" will be coded for the dispositional and sentencing data elements resulting in such a small N for those variables as to make any generalization invalid.

6.5 DATA COLLECTION INSTRUMENT DEVELOPMENT. Some form must be developed for recording/coding the data element values for each case. The format of the data collection instrument will be largely determined by the mode of analysis to be employed, i.e. manual tabulation and computation vs. computer-based analysis. If the analysis is to be manual, the data collection instrument must identify and provide space for the entry of each data element. Figure 1 shows a rather comprehensive model data collection instrument (in terms of the components of the criminal justice process involved) that was developed by AJI's Jail Overcrowding Project staff. This instrument (form) was designed with a dual purpose in mind: (1) as a data collection form and (2) as a booking, jail, and pretrial release defendant tracking/transaction record through the entire criminal justice process to disposition and sentencing. In this latter capacity, it exceeds (in data elements) what would be required for the former, e.g. physical description, jail facility movements, etc. Using this form for data collection, only those data elements selected for inclusion in the study would be completed. Information is entered on the form for each case in the sample and subsequently hand-tabulated on forms prepared in frequency distribution or crosstabulation format. Frequencies and percentages are then calculated for each data item in a frequency table, and each cell, row, and column in a crosstabulation table. As discussed previously, manual tabulation and computation become prohibitive if even a moderate number of crosstabulation tables (two, three or four-way) are to be produced from a sample of over 200 cases employing 20 or more data elements.

FIGURE 1 MODEL DATA COLLECTION INSTRUMENT PAGE 1

COUNTY SHERIFFS DEPARTMENT JAIL											
ARREST DATE/TIME		ARREST AGENCY		ARREST LOCATION		ARREST REPORT NO.		BOOKING DATE/TIME			
NAME OF ARRESTEE - LAST, FIRST, MIDDLE						AKA - NICKNAMES		BOOKING LOCATION			
ADDRESS OF ARRESTEE - STREET NUMBER, CITY, STATE, ZIP CODE								TELEPHONE		BOOKING AGENCY	
BIRTHDATE	AGE	SEX <input type="checkbox"/> M <input type="checkbox"/> F	RACE/ETHNICITY		HT.	WT.	HAIR	EYES	MARKS	OTHER	BOOKING NO.
US CITIZEN <input type="checkbox"/> YES <input type="checkbox"/> NO	MILITARY STATUS <input type="checkbox"/> ACTIVE <input type="checkbox"/> INACTIVE <input type="checkbox"/> NONE		BRANCH OF SERVICE		LAST UNIT ASSIGNED TO		TYPE OF DISCHARGE <input type="checkbox"/> HONORABLE <input type="checkbox"/> GENERAL <input type="checkbox"/> DISHONORABLE				
DRIVER LICENSE NO. - STATE OF		CZ - STATE CRIMINAL IDENTIFICATION AND INVESTIGATION NO.				FBI - FEDERAL BUREAU OF INVESTIGATION NO.					
PRIMARY OFFENSE CHARGED			CODE SECT.	CTS.	<input type="checkbox"/> MISD <input type="checkbox"/> FELONY	OTHER OFFENSE CHARGED			CODE SECT.	CTS.	<input type="checkbox"/> MISD <input type="checkbox"/> FELONY
SECONDARY OFFENSE CHARGED			CODE SECT.	CTS.	<input type="checkbox"/> MISD <input type="checkbox"/> FELONY	OTHER OFFENSE CHARGED			CODE SECT.	CTS.	<input type="checkbox"/> MISD <input type="checkbox"/> FELONY
CO-DEFENDANT(S) NAME - LAST, FIRST, MIDDLE			LAST, FIRST, MIDDLE			LAST, FIRST, MIDDLE					
WARRANT(S) <input type="checkbox"/> YES <input type="checkbox"/> NO		WARRANT(S) NOS.		CHARGE(S)		HOLD(S) <input type="checkbox"/> YES <input type="checkbox"/> NO		BY WHOM - AGENCY(S)			
TEMPORARY CUSTODY - BOARDER <input type="checkbox"/> YES <input type="checkbox"/> NO		AGENCY		DATE FROM: TO:		CHARGE(S)					
INTERVIEW BY		DATE/TIME		CONFIDENTIAL - SPECIAL NEEDS: <input type="checkbox"/> MEDICAL <input type="checkbox"/> ALCOHOL <input type="checkbox"/> DRUGS <input type="checkbox"/> FAMILY <input type="checkbox"/> EMOTIONAL <input type="checkbox"/> EMPLOYMENT <input type="checkbox"/> OTHER:							
PROPERTY TAKEN AT ARREST AND/OR BOOKING: <input type="checkbox"/> CLOTHING <input type="checkbox"/> JEWELRY <input type="checkbox"/> CASH \$ _____ AMT. <input type="checkbox"/> OTHER _____											
PRIOR ARREST AND CONVICTION RECORD											
DATE	AGENCY	CHARGES	COURT	DISPOSITION							
SPECIAL REMARKS:											
PRESENT SUPERVISION STATUS <input type="checkbox"/> FEDERAL PROBATION - PAROLE <input type="checkbox"/> LOCAL PROBATION - PAROLE <input type="checkbox"/> PTR <input type="checkbox"/> NONE <input type="checkbox"/> STATE PROBATION - PAROLE <input type="checkbox"/> COMMUNITY WORK RELEASE - FURLOUGH <input type="checkbox"/> OTHER _____											
PRIOR PTR PROGRAM INVOLVEMENT: <input type="checkbox"/> YES <input type="checkbox"/> NO <input type="checkbox"/> UNKNOWN IF YES: <input type="checkbox"/> SUCCESSFUL <input type="checkbox"/> UNSUCCESSFUL <input type="checkbox"/> UNKNOWN TYPE: <input type="checkbox"/> ROR <input type="checkbox"/> CONDITIONAL - SUP. RELEASE <input type="checkbox"/> CASH BAIL <input type="checkbox"/> SURETY BAIL <input type="checkbox"/> CITATION <input type="checkbox"/> UNKNOWN <input type="checkbox"/> OTHER BAIL <input type="checkbox"/> DIVERSION PROGRAM <input type="checkbox"/> PROSECUTION <input type="checkbox"/> OTHER _____											
PRIOR FTA'S <input type="checkbox"/> YES <input type="checkbox"/> NO		DATE(S) OF FTA		FOR WHAT TYPE PTR		FOR WHAT TYPE PTR <input type="checkbox"/> ROR <input type="checkbox"/> CONDITIONAL - SUP. RELEASE <input type="checkbox"/> CASH BAIL <input type="checkbox"/> SURETY BAIL <input type="checkbox"/> CITE <input type="checkbox"/> OTHER BAIL <input type="checkbox"/> DIVERSION PROGRAM <input type="checkbox"/> PROSECUTION <input type="checkbox"/> OTHER _____					
PLACE OF BIRTH	EDUCATION		MARITAL STATUS		LIVES WITH - LAST, FIRST, MIDDLE				RELATIONSHIP		
CITY STATE	1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18		<input type="checkbox"/> MARRIED <input type="checkbox"/> SINGLE <input type="checkbox"/> DIVORCED <input type="checkbox"/> SEPARATED <input type="checkbox"/> UNKNOWN						HOW LONG		
HOW LONG AT PRESENT ADDRESS		PREVIOUS ADDRESS(ES) - STREET NO. CITY, STATE ZIP CODE				LIVED AT HOW LONG					
YRS. MOS.		1. _____ 2. _____				YRS. MOS. YRS. MOS.					
EMPLOYER - SCHOOL - NAME OF		ADDRESS		TELEPHONE		HOW LONG					
1. _____		_____		() _____		YRS. MOS. YRS. MOS.					
2. _____		_____		() _____		YRS. MOS. YRS. MOS.					

FIGURE 1 (continued)

SALARY-WAGES \$ _____ HR. S. _____ NO. _____		RELIGION-ORGANIZATION MEMBERSHIPS 1. _____ 2. _____		NO. OF DEPENDENTS REL. TO 1. _____ 2. _____		NAME(S) OF REFERENCES 1. _____ 2. _____		REL. TO _____ PHONE _____			
PRETRIAL RELEASE ELIGIBILITY <input type="checkbox"/> YES <input type="checkbox"/> NO		DECIDED BY WHOM _____		REASONS NOT ELIGIBLE _____							
INMATE	TYPE OF RELEASE <input type="checkbox"/> NO COMPLAINT <input type="checkbox"/> NO PROSECUTION CHARGE <input type="checkbox"/> JAILER CITATION <input type="checkbox"/> ROR ORIGINAL BAIL AMT. \$ _____ BAIL REDUCTION REQUESTED _____ DENIED REDUCED TO: \$ _____ NOTES _____										
	<input type="checkbox"/> CASH BAIL <input type="checkbox"/> SURETY BAIL <input type="checkbox"/> OTHER BAIL <input type="checkbox"/> CONDITIONAL/SUPERVISED RELEASE <input type="checkbox"/> RELEASE TO DIVERSION <input type="checkbox"/> MOL-PROS <input type="checkbox"/> DISMISS <input type="checkbox"/> ACQUITTED <input type="checkbox"/> NON-INCARCERATED SENTENCE <input type="checkbox"/> SENTENCE TO TIME SERVED <input type="checkbox"/> SERVED SENTENCE AGENCY NAME _____										
	RELEASE DATE/TIME _____ REFERRALS: PTR SUPERVISION/MONITORING: _____ DIVERSION SUPERVISION: _____ SPECIAL SERVICES: _____										
JAIL	IN CUSTODY CLASSIFICATION LEVEL- <input type="checkbox"/> HIGH <input type="checkbox"/> MED. <input type="checkbox"/> LOW			JAIL FACILITY MOVEMENTS			DATE/TIME				
	SPECIAL NEEDS SERVICED DATE COMMENT			TRANSFER TO _____			_____				
	1. _____			TRANSFER TO _____			_____				
COURT	IN CUSTODY SECURITY RE-CLASSIFICATION ACTIONS (DATE(S))										
	FROM _____ LEVEL TO _____ LEVEL _____ COMMENTS _____ FROM _____ LEVEL TO _____ LEVEL _____										
	SPECIAL NOTES; COMMENTS ON ABOVE: _____										
ACT	INITIAL COURT APPEARANCE		OFFENSE(S) CHARGED		COURT	TYPE COUNSEL	DEPT.	DATE/TIME	PLEA	JUDGE	DISPOSITION
	ARRAIGNMENT HEARING		1. _____								
	PRELIMINARY HEARING		1. _____								
	FELONY ARRAIGNMENT HEARING		1. _____								
	TRIAL-DISPOSITION HEARING		1. _____								
	SENTENCING HEARING		1. _____								
ON	GRAND JURY INDICTMENT <input type="checkbox"/> YES <input type="checkbox"/> NO DATE _____		PRESENTENCE INVESTIGATION <input type="checkbox"/> YES <input type="checkbox"/> NO BY: _____		STATE PROBATION/PAROLE <input type="checkbox"/> LOCAL PROBATION/PAROLE		DATE REQUESTED _____		JUDGE _____		
	SENTENCES: <input type="checkbox"/> STATE PRISON <input type="checkbox"/> JAIL _____ NOS. <input type="checkbox"/> JAIL AND PROB _____ NOS. JAIL _____ NOS. PROB. _____ <input type="checkbox"/> STATE PRISON - SUSPENDED <input type="checkbox"/> PROBATION _____ YRS. _____ NOS. <input type="checkbox"/> FINE \$ _____ AMT. <input type="checkbox"/> OTHER _____ <input type="checkbox"/> COMMUNITY SERVICE. <input type="checkbox"/> MENTAL HEALTH <input type="checkbox"/> RESTITUTION \$ _____ AMT.										
	SPECIAL NOTES; COMMENTS ON ABOVE: _____										
FOLLOW UP	GENERAL OUTCOMES I.E.; OVERALL ASSESSMENT OF ARRESTEE PERFORMANCE DURING THE POST-ARREST PERIOD - SHOULD INCLUDE USE OF ASSIGNED PRETRIAL SERVICE PROVIDERS; DIVERSIONARY PROGRAMS; ROR; JAIL; RE-ARRESTS; ETC. AS INDICATORS <input type="checkbox"/> SUCCESSFUL <input type="checkbox"/> UNSUCCESSFUL <input type="checkbox"/> UNKNOWN										
	PRIMARY REASON(S) FOR SUCCESS - NON-SUCCESS <input type="checkbox"/> FTA <input type="checkbox"/> DIVERSION PROGRAM <input type="checkbox"/> RE-ARREST <input type="checkbox"/> PRE-TRIAL SERVICE PROVIDER <input type="checkbox"/> OTHER _____										
	COMMENTS: _____										
NAME OF ARRESTEE- LAST, FIRST, MIDDLE								BOOKING NO.			

If the decision is to use computer-based analysis, the two following options are available for recording/coding the information to be keyed or keypunched.

1. Record the data element values for each case on a data collection form similar to that shown in Figure 1. Then, using a data coding guide, transfer the data in coded form to an 80-column coding form (see Figure 2). A typical data coding guide (codebook) is shown in Appendix E with provision for the card columns that each variable (data element) will occupy, the variable number, the variable name, and the numerical codes assigned to each data item (values that data elements can assume). The coded data is then keypunched from the 80-column coding form.
2. Transfer of the data in coded form from the data collection instrument to the 80-column coding form can be circumvented by developing a pre-coded data collection instrument such as that shown in Appendix F. This pre-coded data collection form was developed by AJI's Jail Overcrowding Project staff for a participating jurisdiction and can be used as a model for formatting and coding data elements if this is the coding option selected. The form shows (1) the numerical codes for the data items associated with each data element, (2) the card column(s) in which the code(s) for each data element will be keypunched, and (3) the proper alignment of the data entry spaces (boxes) down the right-hand margin. The use of a pre-coded data collection form is strongly recommended as it reduces (1) data coding time and (2) coding errors, because each data item and its corresponding numerical code are shown on the form along with the column-labelled data entry spaces. There is no need to (1) reference a codebook, (2) transfer information from one form to another, or (3) locate the correct columns on the 80-column coding form. The data is keypunched directly from

the pre-coded data collection instrument. Even though the pre-coded option is selected, it is wise to develop a codebook for accounting and training purposes. The codebook should include a brief definition of each data element and the source document from which it is to be retrieved.

Whether the planned data analysis is automated or manual, the data collection instrument should have space allocated for the designation of (1) the name of the data collector (for tracking and error correction), and (2) the defendant's name, so that the individual can be tracked through the system as additional data elements are entered on the form. As shown in Appendix F, if a pre-coded data collection form is used, the first three columns should be allocated to the variable "Case Number", for keypunching. Each case in the sample should be assigned a unique sequential number so that the punched cards and data collection forms can be matched and compared for compatibility and errors. If the number of card columns assigned to the data elements exceeds eighty, two (or more) cards must be used to keypunch the data for each case. If this is so, card column number four on the first card should be reserved for the variable "Card Number". The case number should then be repeated in the first three columns of the second card, and the number 2 entered in column four to show that this is the second card for that case. The entry of case and card number is required for multiple card record lengths so that the cards can be organized and sorted in terms of these two variables.

The data elements on the data collection instrument should be in the chronological sequence of criminal justice processing from arrest to sentencing. Logical categories of information should be grouped, e.g. demographics, offenses and counts, criminal history. The instrument should be well formatted and typed to make a positive and professional impression on everyone involved in its completion. After development of the prototype data collection instrument, it must be pre-tested (validated) with a small sample of cases to determine if (1) the data elements can be retrieved as planned from the respective source documents and (2) some data elements can assume values not anticipated in initial planning (and coding), e.g. unforeseen offense categories and/or court dispositions. In addition to validating the data

collection instrument and highlighting necessary modifications, the pre-test can also be used to develop (1) estimates of the average time to complete each case and (2) projections of the total personnel time required for this task in relation to sample size and the time-frame allocated for the project.

If the data elements required for analysis are captured by an automated criminal justice information system, data collection instrument development is obviated and analysis can proceed from a tape input of the cases processed by the system during the study period.

6.6 DATA CODING GUIDELINES. If computer-based analysis is to be performed, the data must be coded in machine-readable format and entered on cards, tape, or disk. The following guidelines, many of which represent SPSS conventions, should facilitate data coding and analysis:

1. Do not use any alpha (alphabetic) codes, only numeric. The use of alpha codes (1) increases keypunching errors and (2) restricts the analyses that can be performed. Also, the numeric zero (0) should not be used as a code value for a categorical variable, e.g. "Sex", which should be coded 1 = Male and 2 = Female. Zeros can become confounded with missing values. Do not use special characters, e.g. an asterisk, as codes, which must subsequently be recoded for analysis.
2. Dates should be coded as three distinct data elements (variables) e.g. September 21, 1980 would be entered in the following format using hypothetical card column specifications:

MO	DAY	YR
09	21	80
6-7	8-9	10-11

This coding format will facilitate either (1) conversion of the months and years to days in preparation for subtracting two dates to compute an interval of time or

(2) the use of the SPSS program YRMØDA for converting and subtracting dates. The YRMØDA function is used in SPSS with COMPUTE and IF statements to compute the elapsed time between any two dates.

3. Blanks should not be used to represent either missing data or "not applicable" for a particular data element. By SPSS convention, 8's are used as the code to represent "not applicable" and 9's are the code value(s) for "don't know/unknown". Of course, 8's and 9's could not be used in this way if they also represent values that a categorical variable has been assigned, e.g. an 8 cannot represent both "not released" and "not applicable".
4. There are two ways to code the data element "Offense Charged": (1) numerically code an "exhaustive" list of potential offenses or (2) assign sequential numerical codes in the codebook as offenses are encountered during data collection. The problem with the first procedure is in developing a truly all-inclusive list of offenses. The second procedure requires that data collectors/coders work closely together and maintain a joint listing of codes assigned to offenses to avoid duplication and confounding.
5. When it is difficult to anticipate all values that a categorical variable can assume, it is wise to include a coded category of "other" so that the list, in essence, becomes exhaustive. This would be true for such data elements as "Arresting Agency", "Race", "Marital Status", and "Type of Release".
6. Codes must be recorded clearly on the data collection form (or 80-column coding form) e.g. ones (1's) must be vertical and not slanted like slashes (/). 0's must be slashed (Ø) to avoid being keypunched as zeros. Key punch operators cannot be expected to correctly interpret vague

codes.

7. For speed and accuracy of recording continuous variables, consideration can be given to coding value ranges rather than actual values, e.g. the data element "Bail Amount" could be re-coded on the data collection instrument into meaningful ranges of dollars.

7.0 IMPLEMENTING A DATA COLLECTION PROGRAM

Assuming that during the planning phase of the data collection program the following tasks were completed (1) data element identification, (2) source document location and authorization for access, (3) sampling design, (4) data collection instrument development, and (5) data coding structure; the following tasks are required for implementation and completion of the data collection program:

7.1 HIRING AND TRAINING DATA COLLECTORS/CODERS. Personnel assigned to data collection and coding should have some experience in data retrieval from criminal justice records and a familiarity with criminal justice terminology. Training should cover the following aspects of the data collection program:

1. An orientation to the overall purposes of the study and the methodology to be employed.
2. A thorough review of the data collection instrument, to include:
 - a. Each data element and its definition (See Appendix D).
 - b. All potential values that each data element can have (plus their definitions) and rules for discriminating between values, e.g. felony vs. misdemeanor, types of release from jail (cash bond vs. surety bond), etc.
 - c. How data elements will be entered on the data collection instrument if other than check boxes, e.g. penal code section and/or charge for "Prior Conviction(s)". For pre-coded data collection forms, data entry is relatively self-explanatory.

3. An in-depth review of (1) the source documents from which each data element will be retrieved, (2) the agencies whose records will be accessed, and (3) assistance that can be anticipated at each agency in locating records and data elements therein. A few hours spent in observing defendant processing and recordkeeping in each agency can be a useful orientation.

With a small sample of cases, and under supervision, each data collector/coder should attempt to retrieve each data element from the appropriate source document and record it on the data collection instrument. Resolution of problems with data elements, their definitions and recording, and source documents can be made at this time. To determine inter-coder reliability (the extent to which coders agree), and identify data collection problems, all data collectors should record (and code) a few of the same cases in common. Discrepancies among the data collectors in coding the same cases (and data elements) can be discussed and resolved at this point before the actual data collection program begins.

If a pre-coded data collection form is not used yet computer-based analysis is contemplated, the training described above must be expanded to include instruction and practice in using a coding guide (codebook) to convert the information recorded on the data collection instrument to numerically coded values, and entering them on an 80-column coding form in preparation for keypunching.

Previous experience indicates the desirability of assigning a full-time project manager to the data collection program. Generally, this responsibility cannot be shared with other major tasks or persons. In lieu of such a personnel assignment by a criminal justice agency or planning department, a knowledgeable consultant can be hired to direct the data collection and analysis program. Incidentally, student interns can be productively used as data collectors, under supervision.

7.2 COLLECTION OF DATA. During the start-up period, the data collectors will require close supervision to resolve problems and ambiguities with the data collection instrument and in the retrieval of information from agency records. Initially, supervisory staff should validate a few data collection forms completed by each data collector by comparing data element entries with source documents. Only in this way can the validity of the data element entries be established, i.e. the extent to which the data entry corresponds to the "true" position of the person on the characteristics being measured. Data collectors may be very reliable in recording one or more of the selected characteristics but at the same time very invalid, e.g. "fine" and "restitution" continually confounded as sentences. Once the degree of validity of the data being collected has been ascertained, subsequent data collection forms should be edited for (1) completeness, (2) legibility, and (3) comprehensibility. Data collectors should be questioned about any entries that appear to be ambiguous or incorrect.

7.3 DATA CODING. Assuming that computer-based analysis will be performed and a pre-coded data collection instrument was not utilized, the data must be coded (converted to numeric codes) in a format suitable for keypunching. As discussed previously in Section 6.5, Data Collection Instrument Development, a data coding guide (codebook) must be developed to enable coders to convert the data from alphabetic descriptors to numeric values for subsequent statistical manipulation. Appendix E is an example of a codebook developed for a jail overcrowding study and consists of (1) the data element (variable) name, (2) the numerical codes assigned to each value (data item) that the data element can assume, and (3) the column(s) reserved for that variable. Using a data collection form such as that shown in Figure 1, in conjunction with the codebook, information is transferred in numerically-converted form from the data collection instrument to an 80-column coding form (See Figure 2) formatted for keypunching. In general, the quality control checks discussed in Section 7.2, Collection of Data, apply to this procedure.

7.4 DATA PREPARATION (KEYPUNCHING). Data keying or keypunching can be readily accomplished from either a pre-coded data collection form or an 80-column coding form. If the recommendations in Section 6.6, Data Coding

Guidelines, are followed, no special keypunching instructions should be required. Key verification, which is the process of comparing the data keyed with the data recorded on the 80-column coding form or pre-coded data collection form, to assure its correspondence, will approximately double the expense of data preparation, but still represents a cost/effective procedure in terms of assuring the accuracy of the data keypunched.

Typically, keypunching costs are considerably less at a university or college computer center than at a commercial service bureau. Recent rates for keypunching at a university computer center were \$18.39/hour for a priority job. Approximately 100 cards can be keypunched per hour; key verification doubles the cost. As an example, for anticipating costs, the recent expense of keypunching and verifying 80 columns of data on 1126 cards (one card per case) was \$415.00.

8.0 DATA ANALYSIS

As discussed in Section 6.2, data analysis can be accomplished by either manual tabulation and computation or through the use of computer-based data manipulation/statistical programs. Tradeoffs must be made in terms of (1) turn-around times, (2) project schedules and budgets, and (3) personnel availability and capabilities. Large data sets and/or complex analyses, in terms of crosstabulation tables, virtually dictate the analytic method, i.e. computer-based. It is highly recommended that pre-coded data collection forms be used in conjunction with computer-based analysis unless there are overriding considerations, e.g. questions must be answered with short turn-around times by simple analyses employing a minimal number of data elements.

Initially, computer-based analysis should start with running an 80-column listing of all the data cards which can then be scanned for coding and key-punch errors. Cards with errors can then be re-keypunched. Next, frequency distributions should be run for all discrete (categorical) variables, not only to answer questions posed about jail overcrowding but to edit the data for out of range values and coding errors. Likewise, ranges, means and medians should be computed for continuous variables. Following this, procedural control cards must be developed that will direct the specific analyses

required to answer the questions initially developed. Frequency distributions, crosstabulation tables, and the computation of average elapsed time between decision points should provide answers to virtually all questions. Sections 2.0, 3.0, and 4.0 of this Guide provide numerous illustrations of these types of analyses. Assuming a sample size of 400-600 cases and 30-50 data elements per case, costs can be projected at \$0.20 per frequency table and \$0.30 per crosstabulation table.

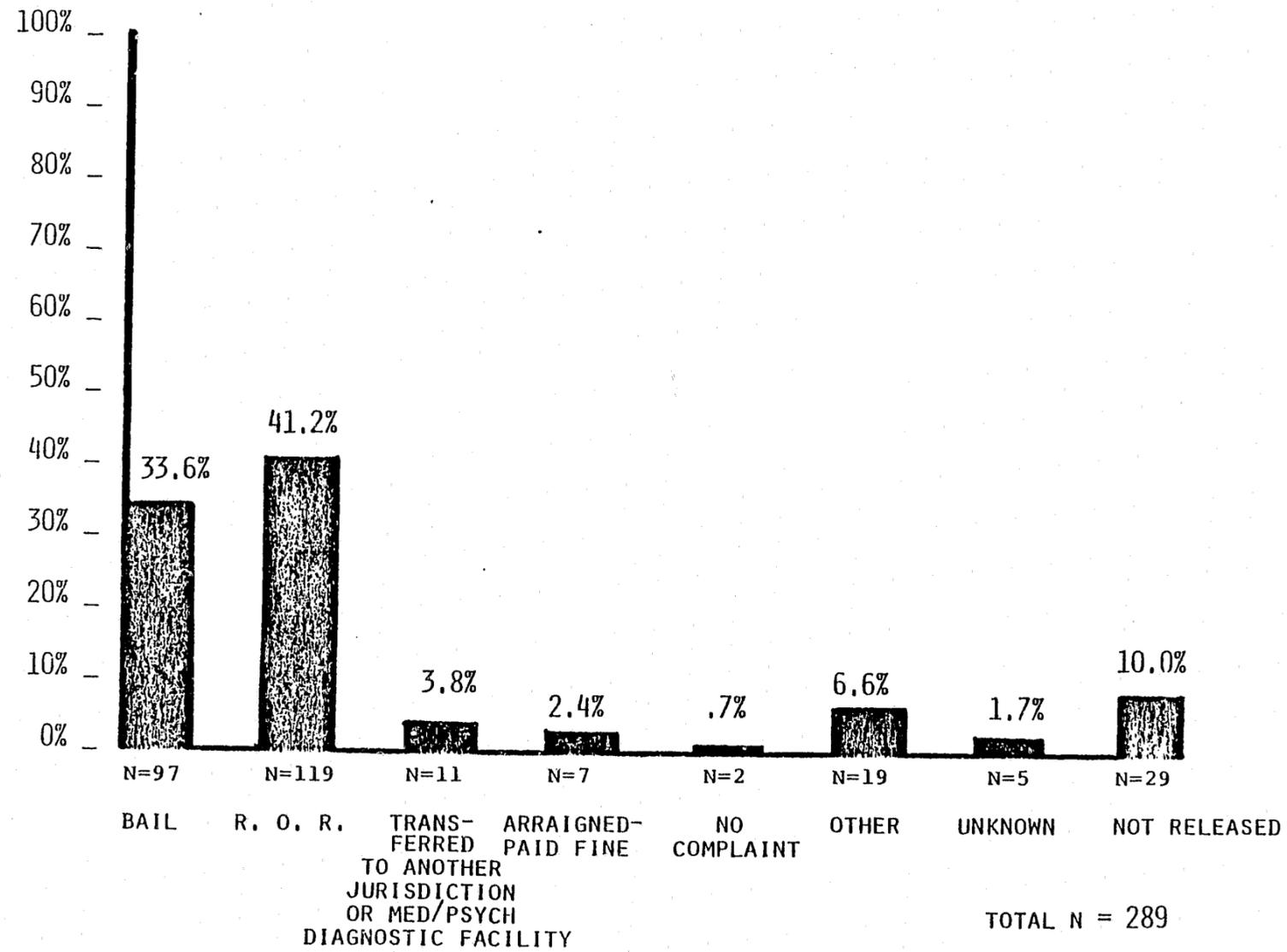
9.0 INTERPRETING THE ANALYSIS

The outputs of the analyses performed must initially be interpreted in terms of the questions that guided the analytic procedures adopted, whether the questions were "What percentage of bookings are accounted for by each arresting agency?", or "What is the average elapsed time from booking to filing by the prosecutor? By type of offense?". Interpretation of data is basically a subjective process of determining to what extent the analyses confirm or deny the original hypotheses.

In addition to testing hypotheses and answering questions, the data analysis will suggest various policy and procedural options that could be explored, and the anticipated impact of these options on jail overcrowding and the use of alternatives to incarceration, e.g. if certain offenses were not automatically excluded from consideration for citation release, jail bookings could be reduced XX%. Insightful interpretation of the analyses should reveal possible changes in practice which could help contain jail population by (1) reducing jail commitments, (2) reducing the average length of stay through the use of earlier release methods, (3) the increased use of less restrictive release options, and (4) expediting criminal justice processing by shortening the time in particular statuses, e.g. presentence, and thereby the total average detention time. The options for policy and procedural change, and their anticipated impact on the jail population and the use of alternatives to incarceration, must be well documented and substantiated by the data for presentation to the Jail Population Management Board in a readily comprehensive format.

FIGURE 3

MEANS OF PRETRIAL RELEASE FOR TRAFFIC OFFENDERS I



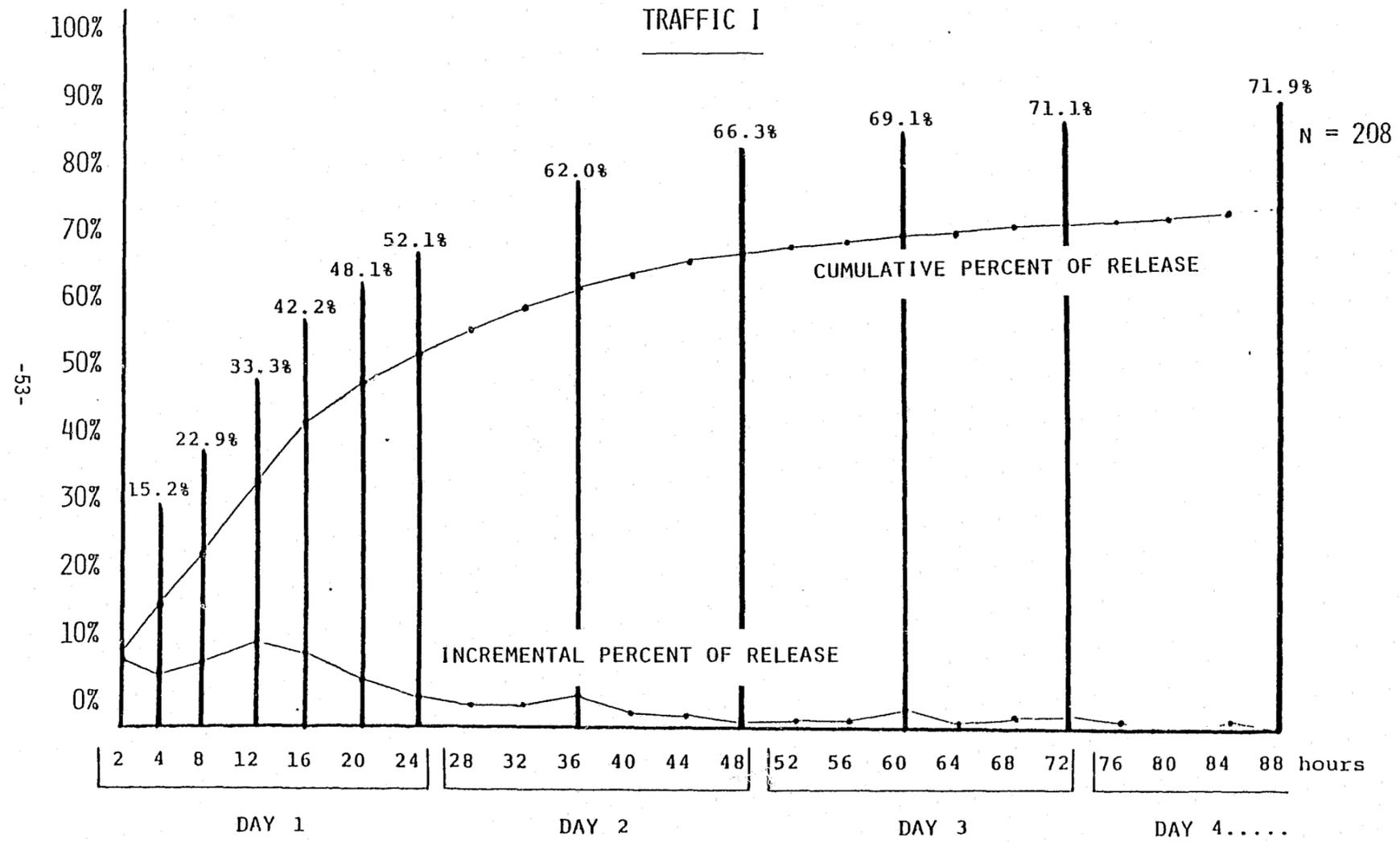
10.0 DATA DISPLAY FOR DECISION-MAKING

Out of data interpretation and the resultant identification of possible new courses of action comes the crucial task of planning--engaging relevant policymakers on the Management Board in giving serious consideration to the options identified. Planning must be based upon valid and reliable information. In this case, the data collected and the information developed by the data collection and analysis program. The information must be presented in ways that can be readily grasped and used to choose among alternative courses of action, and project the impact of these options on jail population. For comprehension, tabular and graphic presentations should accompany narrative descriptions. As frequency distributions and crosstabulation tables were adequate to answer most questions for data analysis, they can serve equally as well to present information to decision-makers. Sample frequency distributions and two-way crosstabulation tables are shown in Sections 2.0 - 4.0 of this Guide. Frequency tables should show the number and percentage of cases in each category. For the display of certain types of data, histograms and bar-charts may be superior to frequency distributions, and for others, pie-charts convey more information. Figure 3 shows a histogram (bar chart) of the means of pretrial release for traffic offenders in one jurisdiction. Crosstabulation tables should identify the number of cases in each cell as well as the row and column percentages of the totals represented by these cases. SPSS, by the way, can produce tables (frequency and crosstabulation) in an 8½" x 11" format for direct inclusion in reports.

Temporal relations (continua) e.g. rate of release (by type of release) over time, elapsed time from booking to filing by the prosecutor (by type of offense) are best displayed using graphs. Trend projections associated with varying courses of action are also best displayed in a graphic format. Figure 4 is an example of a graphic presentation of the rate of pretrial release over time for traffic offenses, showing both the incremental and cumulative percentages.

Projecting and comparing detention alternative program costs with jail bed space costs provides crucial information to policy makers in evaluating the relative cost/benefit of proposed policy and procedural options. To make this comparison, the average daily jail cost per inmate must be known or determined. Alternative program costs must then be projected and the daily

FIGURE 4
RATE OF RELEASE OVER TIME



cost per defendant serviced (as an alternative to detention) estimated. Data analysis should have indicated the number of defendants coming into the system who meet the proposed eligibility criteria. With the relative cost information and the projected size of the target population, program savings can be forecast for any desired period of time. With soaring jail construction and operating costs, most citation and recognizance release programs can show substantial savings. The magnitude of the savings is closely related to the level of contact and supervision required. The administrative costs of a citation release program, for example, are very low, whereas the cost of operating a residential work release program is relatively high (but usually below jail costs).

In addition to costs, Jail Population Management Boards will also be concerned with public safety and the efficient administration of the justice system. They will therefore be interested in the pretrial crime and failure-to-appear (FTA) rates to be anticipated with any proposed pretrial release program. FTA and pretrial crime rates associated with similar programs nationally can be cited. The data collection and analysis program should have generated information concerning the impact of the application of new eligibility criteria on the jail population and the expected FTA and pretrial crime rates. As an example, perhaps a weighted point system similar to the Vera Scale is being proposed as a tool to evaluate eligibility for ROR and increase release rates. The proposed point scale can be used to score all cases in the sample. A frequency distribution of point scale total scores will indicate the cumulative percentage of defendants at each score level. A crosstabulation of point scale total scores with the incidence of FTA and pretrial crime will show how these indicators of release behavior fluctuate with scoring on the point scale. Presenting the frequency and crosstabulation tables to the Jail Population Management Board will allow them to readily grasp the relationship between score totals and (1) percentage of potential releases at each score level and (2) anticipated FTA and pretrial crime rates associated with every level. In this way, the Management Board can make an informed decision on a cut-off score for the point system with predictable impact on release, pretrial crime, and FTA rates.

With ingenuity, the data analysis can be used to illustrate problems in criminal justice processing that contribute to jail overcrowding, and suggest optional courses of action, with their anticipated impact on the jail population, for consideration by the Management Board.

APPENDICES

APPENDIX A

SAMPLE QUESTIONS FOR ANALYSIS

1. How many individuals were arrested by each agency listed in question six of the data collecting form? Percentages?
2. How many felonies were arrested by each agency listed in question six of the data collection form? What are the percentages?
3. How many and what percentage of misdemeanors were arrested by each applicable agency in question six of the data collection form?
4. Of the felonies arrested by the Orange County Sheriff's Department, what percentage were sentenced? What percentage went to trial?
5. Apply question four above to all the other municipal agencies listed in question six of the data collection form.
6. Of the misdemeanors arrested by the Orange County Sheriff's Department, what percentage were sentenced? What percentage were sentenced while in a trial status?
7. Apply question six above to all the other municipal agencies, also apply these questions to the Florida Highway Patrol.
8. What percentage of the arrested individuals were arrested with a hold condition?
9. What percentage of arrested holdees were arrested by the U. S. Military? What percentage were arrested by the U. S. Border Patrol? Orange County Sheriff's Department? Include all agencies listed in question six of the data collection form.
10. Of the holdees arrested, could we obtain a breakdown on length of time spent incarcerated? (One day, two days, three days, etc.)
11. How many arrestees booked were arrested for only one misdemeanor? For two misdemeanors?
12. How many arrestees booked were arrested for only one felony charge? Two felony charges?
13. How many arrested for one charge only? How many arrested for two charges? Multiple charges?
14. How many arrestees are sixteen (16) years of age or younger? How many of these juveniles are male? How many are female?
15. What percentage of bonds are under \$101? \$101 to \$270? \$271 to \$550? \$551 to \$850? \$851 to \$1300? \$1301 to \$2000? \$2001 to \$5500? \$5501 to \$10500? \$10501 to \$-0-?

16. Of arrestees, who are not hold status and who can bond out by virtue of a bond set? What percentage do bond? Percentage of those with bond of under \$101? \$101 to \$270? \$271 to \$550? \$551 to \$850?
17. Of the arrestees who did bond out of jail, can we obtain a graph with mean, median and mode as to amount of time incarcerated prior to bonding out? (Days). See Graph #2.
18. What percentage of sample were U. S. citizens? What percentage were non-citizens? Unknown?
19. Of those arrested and released on a pre-trial release, how many were misdemeanor? Felony? Percentage?
20. What percentage of those arrestees who were pre-trial released had a bond of under \$1000? How many with a bond over \$1000?
21. What percent of felony arrestees are pre-trial released? (Excluding holdees).
22. What percent of arrestees arrested for a crime of violence are pre-trial released?
23. What percent of black arrestees with bond set do bond out? What percent of white arrestees with a bond set do bond out?
24. What percent of black arrestees with a bond set are pre-trial released?
25. What percent of white arrestees with a bond set are pre-trial released?
26. Of the black misdemeanor arrestees, what percent bond out? What percent are release pre-trial?
27. Of the white misdemeanor arrestees, what percent bond out? What percent are released pre-trial?
28. What percentage of arrestees released pre-trial release are released in one day or less? Two days? Three or more days?
29. Given the following description; arrestees with (1) bond set (2) Orange County residence (3) three months or more Orange County residence (4) misdemeanor charge; of those arrestees fitting this description booked for new arrest, how many did not obtain a release in one day? Of the arrestees fitting the above (1 - 4) description, how many bonded out? Percentage? How many were pre-trial released? Percentage?
30. Of the arrestees who bonded out, list the most common to least common charges with percentages?
31. Using criteria listed in question (29) run the same analysis for a felony arrestee.

32. Of the arrestees who were pre-trial released, list the charges these arrestees were charged with.
33. Percentage breakdown on judges handling cases, this breakdown on cases where a judge was indeed assigned to a case. (Case load percentage).
34. How many of the arrestees had a prior misdemeanor arrest?
35. How many arrestees had a prior felony arrest?
36. How many arrestees had a prior misdemeanor and felony arrest?
37. How many arrestees had a prior misdemeanor conviction?
38. How many arrestees had a prior felony conviction?
39. How many arrestees had a prior felony and misdemeanor conviction?
40. How many arrestees who bonded out had prior felony convictions? Prior misdemeanor arrest?
41. How many arrestees who bonded out had prior felony arrest? Prior misdemeanor arrest?
42. How many (applying 39, 40, 41) for pre-trial releases?
43. Percent breakdown on marital status?
44. Percent breakdown for those with and those without probation status?
45. Same for parole status?
46. Percent breakdown on age?
47. Breakdown on occupation, percent of arrestees in each category?
48. Breakdown on employment status?
49. Percent breakdown, for length of time Orange County residency?
50. Percentage or ratio for arrestees booked for crimes of violence and non-violence. See classification (30) on the data collection instrument.
51. Percent of arrestees who had an initial appearance?
52. Percent of arrestees who had an initial appearance and also bonded out.
53. Percent of arrestees who had a preliminary hearing.
54. Percent of arrestees who were sentenced at the preliminary hearing.
55. Percent of arrestees who had no further court data other than the preliminary hearing and/or the initial appearance.

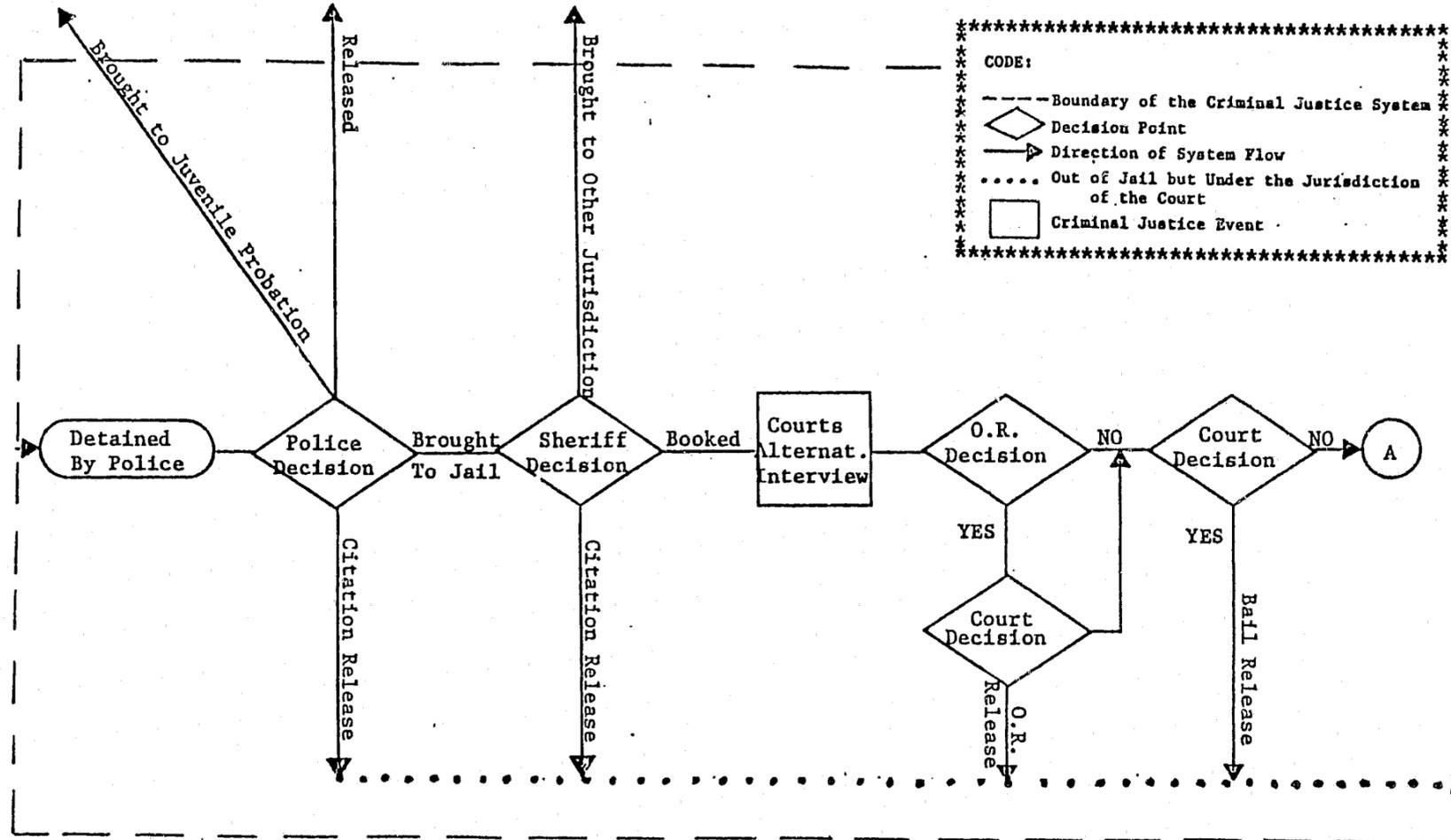
56. Percent of arrestees sentenced at initial appearance.
57. Of those arrestees sentenced at initial appearance breakdown on types of sentences.
58. Of arrestees sentenced at preliminary hearing, what percentage were fined, sentenced to what?
59. Of those persons who attended only an initial appearance, how many were not sentenced?
60. Of the arrestees who attended the preliminary hearing and no further court date, how many were not sentenced?
61. Of arrestees who attended pre-trial, how many were sentenced at pre-trial?
62. Of the arrestees who were sentenced at pre-trial, breakdown of the sentences: (types).
63. Of those who attended pre-trial, how many were not sentenced?
64. Of those who bonded out, how many were sentenced to incarceration?
65. Of those who PTR'D out of jail, how many were sentenced to incarceration?
66. Of the arrestees, how many went to trial? How many did not go to trial?
67. Of those who went to trial, how many were sentenced?
68. Of those arrestees sentenced, how many had a PSI ordered?
69. Of those sentenced at trial, how many were sentenced to (give breakdown).
70. How many of the PSI's in sample were state? How many were county?
71. What is the average length of time for a PSI? State? County? (Check last court appearance to sentenced date).
72. What was the shortest PSI time recorded? Longest? Average?
73. Same as above for incarcerated people?
74. Of sentenced arrestees, what percentage were placed on PSI prior to sentencing.
75. How many arrestees where indicted by the grand jury? Were these arrestees sentenced?
76. How many arrestees went to trial but were not sentenced? Were sentenced?

77. Were there any incarcerated inmates? Incarcerated while on PSI whom were sentenced to probation?
78. Of total amount of inmates arrested, how many were sentenced? How many were not sentenced?
79. Of those sentenced, breakdown sentences using No. 42 on the data collection sheet.
80. How many of the arrestees who were not sentenced spent more than one day incarcerated? Breakdown over a time continuum.
81. Of the arrestees released from jail - no information, 96 hour release, 21 day mandatory release, graph possible exits on a time continuum. See Graph B.
82. Of arrestees who pled, how many pled no contest, guilty, not guilty?
83. How many arrestees went out of jail, no information filed? Percentage of total new arrestees? See No. 49 of the data collection sheet, option number 1.
84. Breakdown question 46 of the data collection sheet as to number and percentage for each type of release relative to the total number arrestees.
85. Breakdown on question No. 49, numbers 1 - 7 of the data collection instrument.
86. What percentage of arrestees bonded out?
87. What percentage pre-trial released of total arrestees, excluding hold-ees.
88. Compare the number arrested with capias/warrant with the number arrested with capias warrant?
89. Of those arrested with a capias/warrant, how many were sentenced exclude holdees?
90. Of those non-capias/warrant arrest, how many were sentenced? Exclude holdees.
91. What is the ratio of misdemeanors to felonies according to sample?
92. Of the total arrested population, give the ratio of black to white, male to female.
93. What percent of the females were arrested for a crime of violence?
94. What percent of those people booked in are bondable?
95. What is the average bond for a white male? Black male? White female? Black female?
96. Of those arrestees who bonded, what is the white percentage? What is the black percentage?

97. What percent of the sample showed no prior arrest?
98. What is the ratio for sentenced arrestees for fined, incarcerated, probation, incarcerate and fine, incarcerate and probation?
99. What percent of new arrest are arrested for violation of probation?
100. What is the average education level of the sample?
101. What is the average age level of the sample?
102. Breakdown on offenses from most to least? Breakdown on primary offenses from most to least.
103. What percent of sample was employed? Unemployed? Student?
104. Breakdown on occupations. Most to least.
105. What percent of arrestees were pre-trial incarcerated one day? Over one day?
106. Of the sample, what percent went to an initial appearance? (Excluding holdees).
107. Of the sample, what percent went to an arraignment? (Excluding holdees).
108. Of the sample, what percent went to pre-trial? (Excluding holdees).
109. Of the sample, what percent went to trial? (Excluding holdees).
110. Give the breakdown on choice of attorney.
111. Compare the length of time for a PSI on an incarcerated arrestee and a non-incarcerated arrestee.
112. How many arrestees were arrested for alcohol involvement? See questions 14, 15 numbers (39, 68, 79, 95, 34, 24, 95) percentage of arrest?
113. How many arrestees were arrested for drug related crimes? See questions 14, 15 numbers (32, 66, 67, 69, 70, 71, 76, 22) percentage of arrest.
114. How many arrestees were arrested for sex related crimes? See questions 14, 15 numbers (4, 33, 48, 52, 53, 54, 72, 80, 81, 83, 84, 93) percentage of arrest.
115. Of those sentenced to state prison, average elapsed time at date sentenced and date released to state prison.

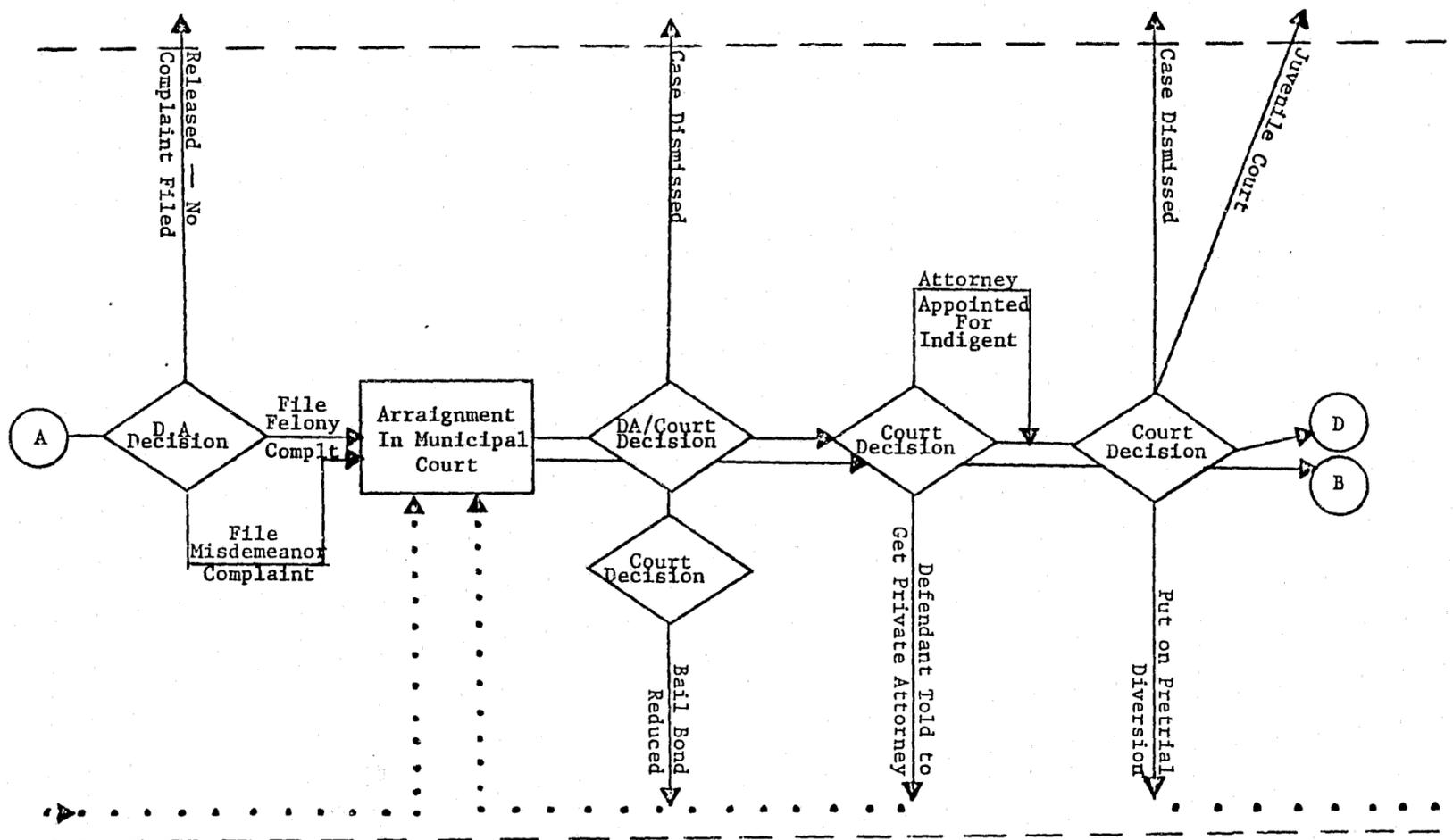
APPENDIX B

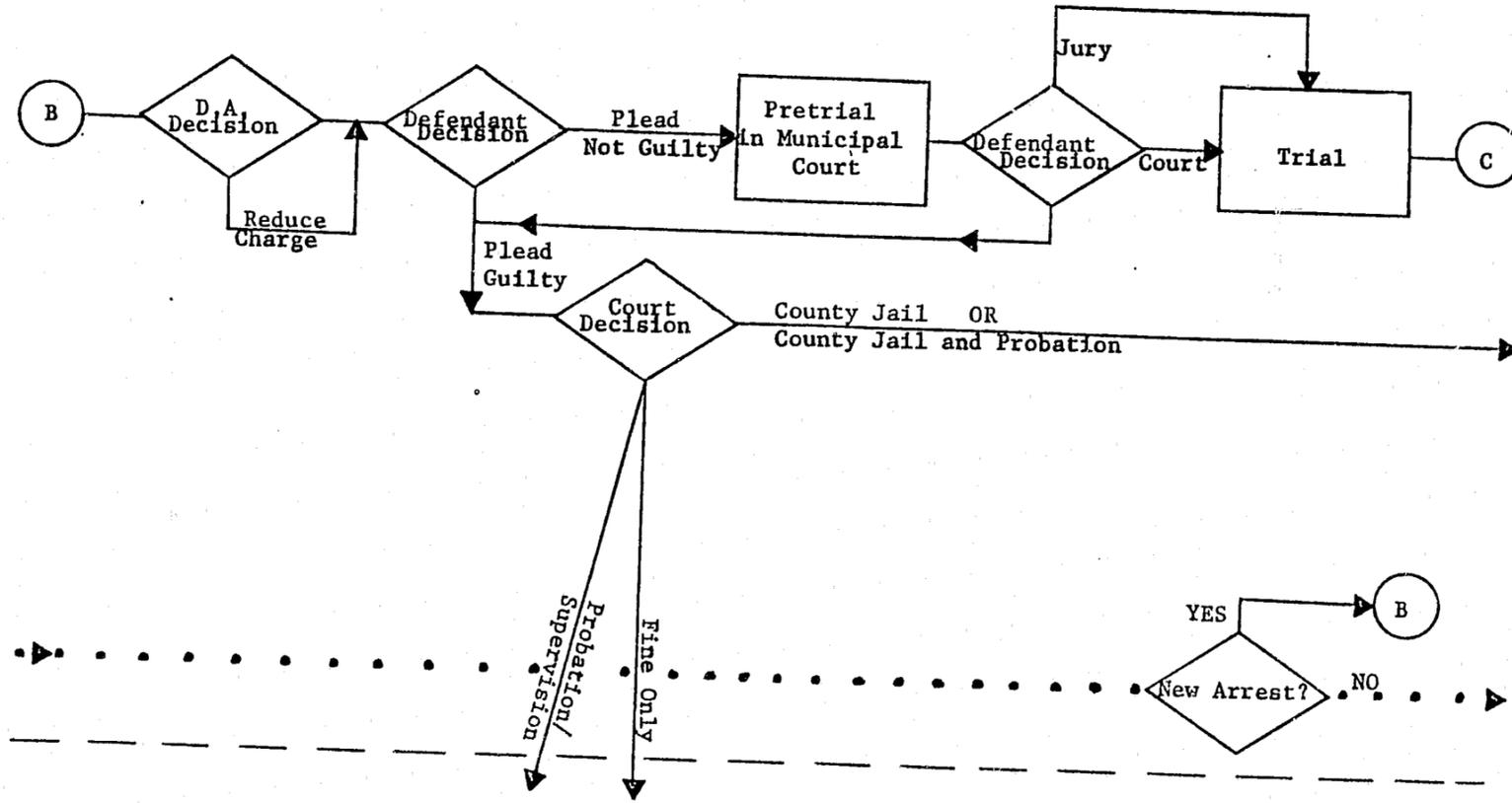
SYSTEM FLOW — SAN FRANCISCO CRIMINAL JUSTICE SYSTEM

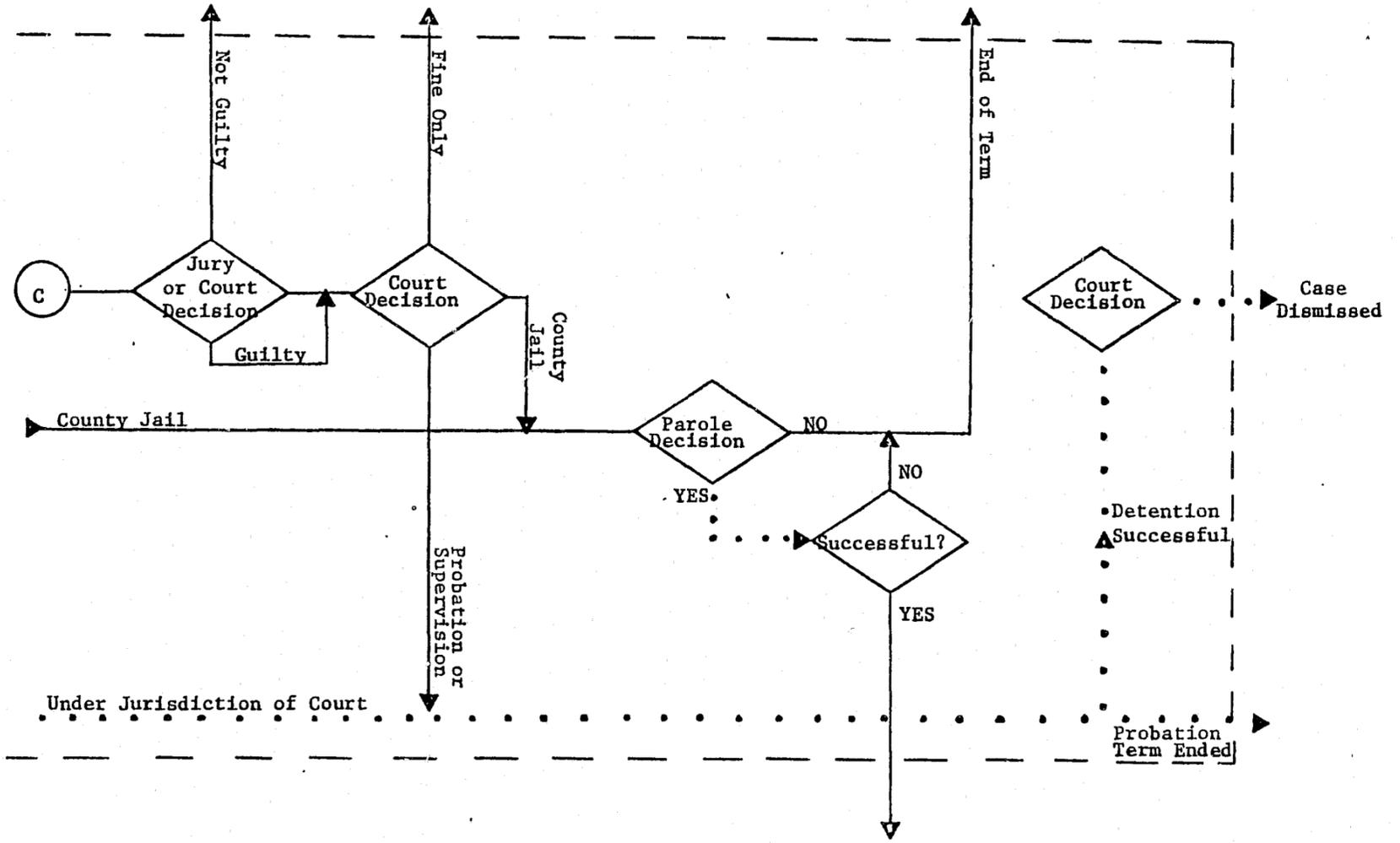


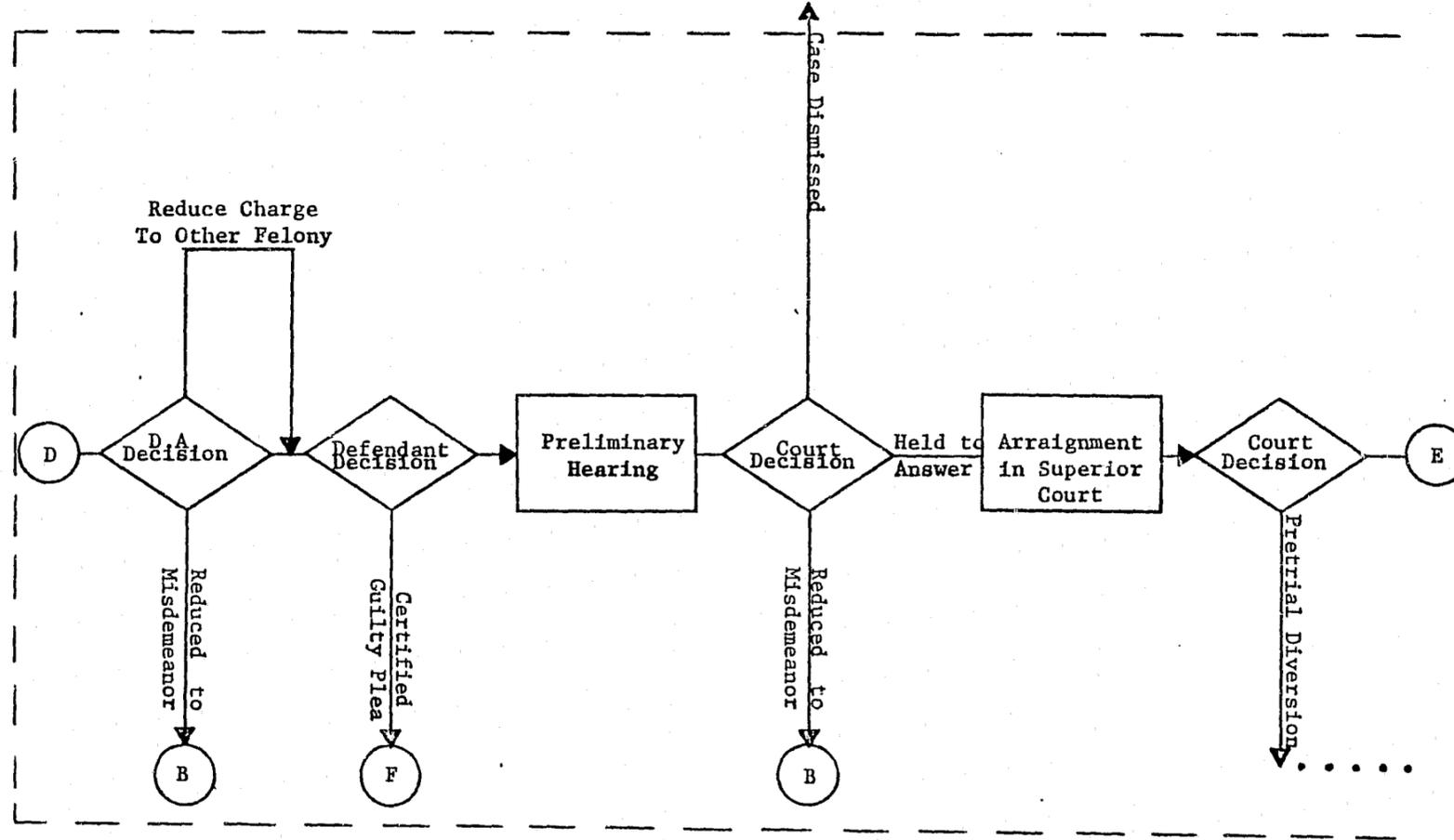
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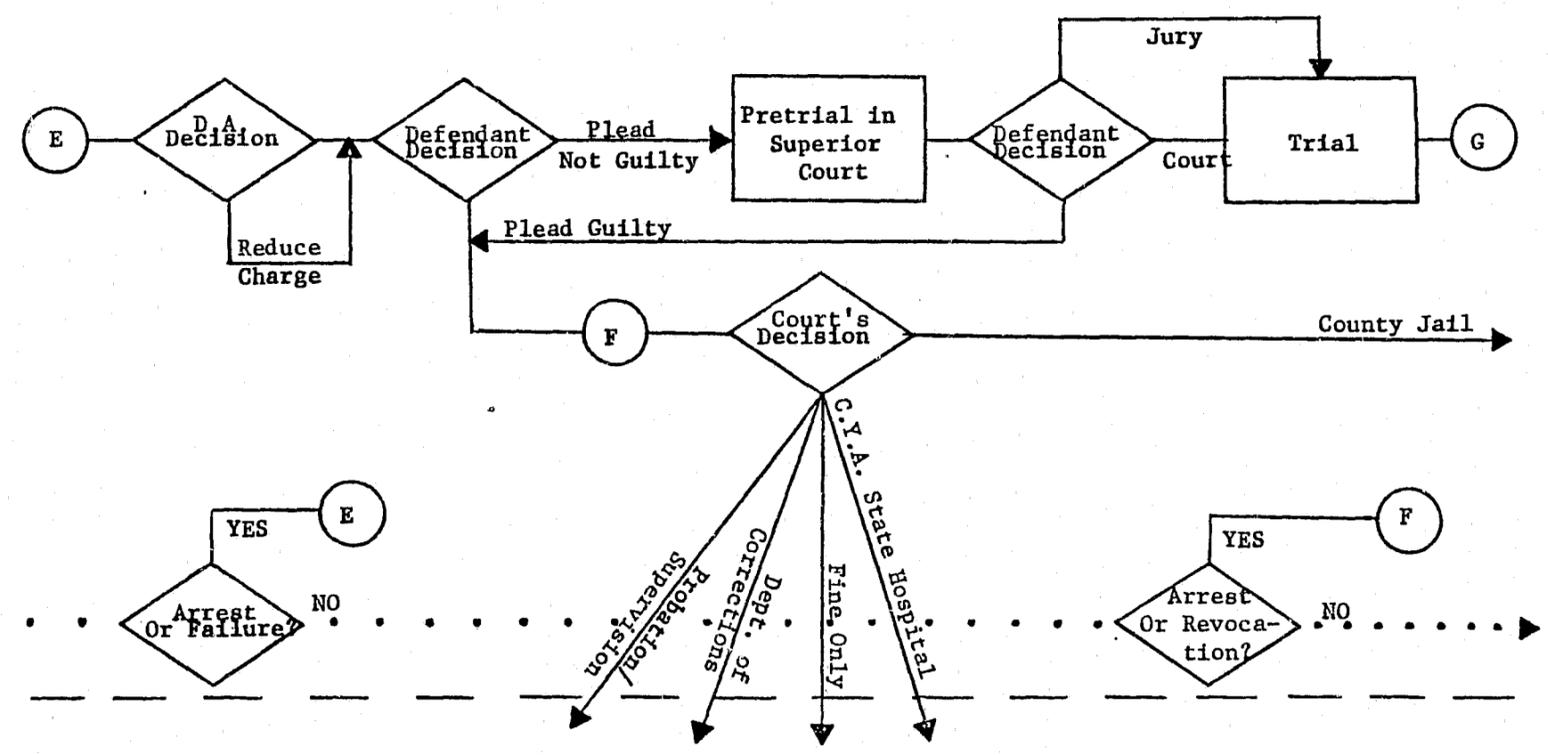
 - - - - - Boundary of the Criminal Justice System
 ◊ Decision Point
 → Direction of System Flow
 Out of Jail but Under the Jurisdiction of the Court
 □ Criminal Justice Event





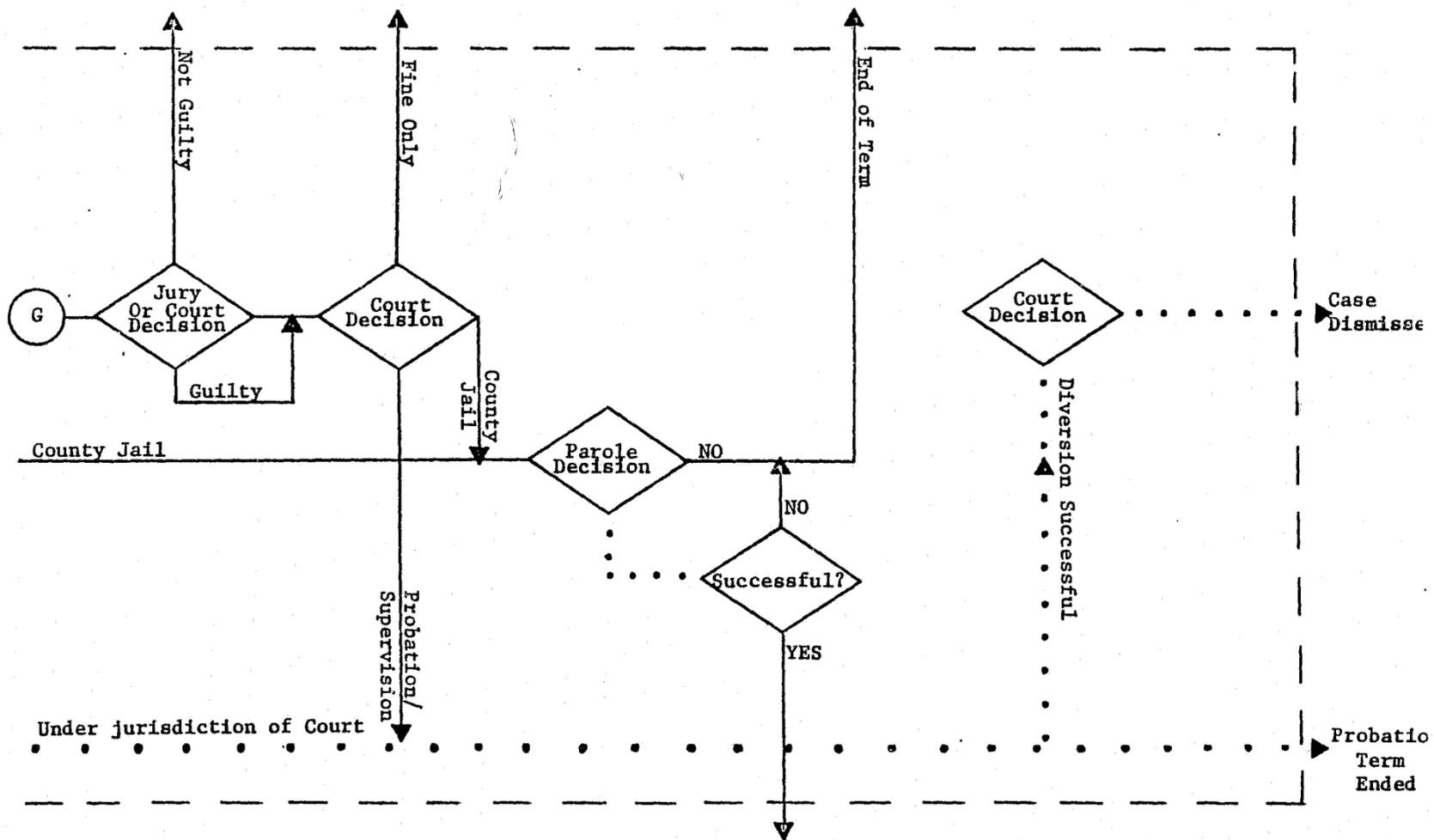


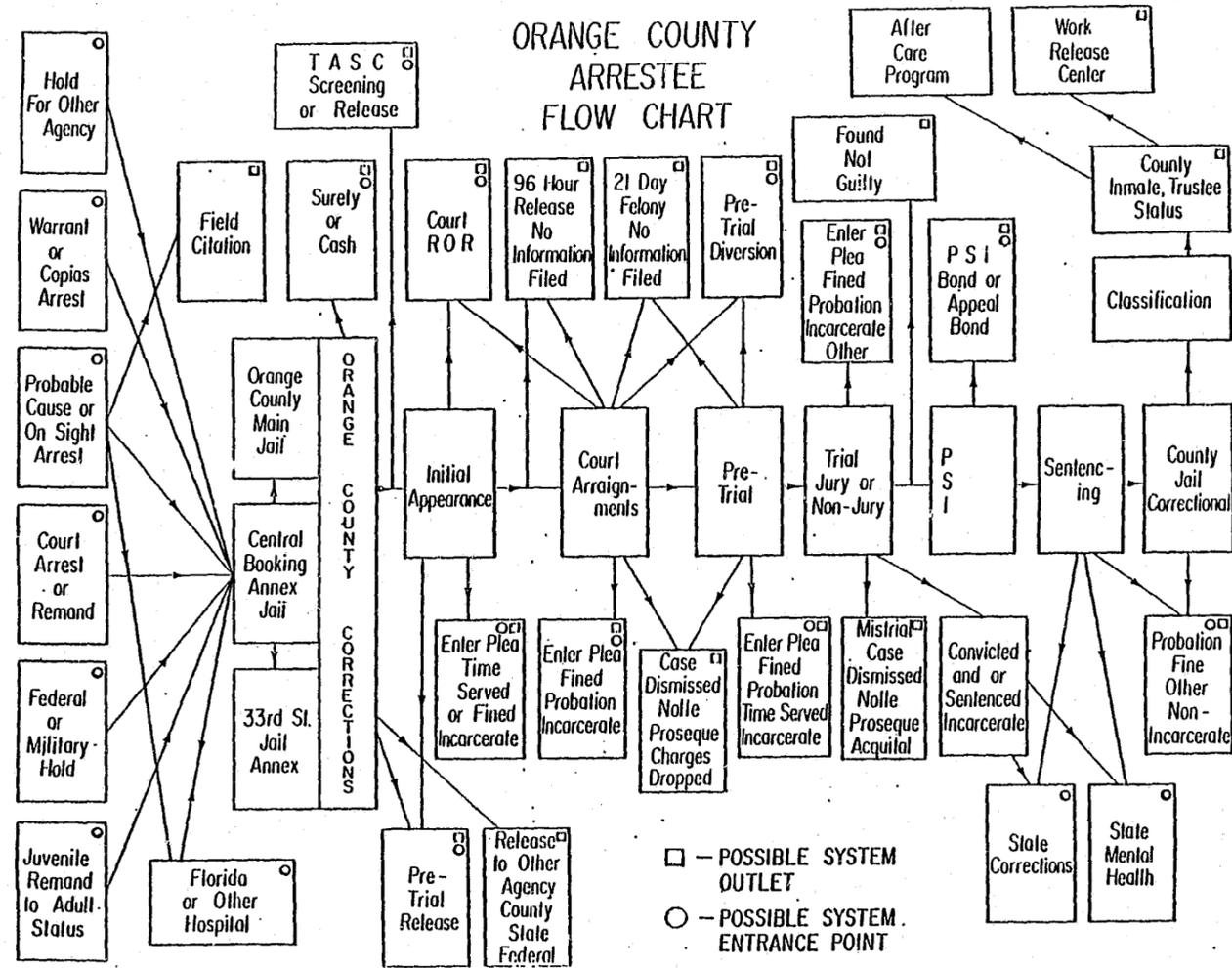




CONTINUED

1 OF 2





APPENDIX C

APPENDIX D
DATA ELEMENT DICTIONARY

1. Arresting Agency

The law enforcement, probation, or parole agency of a city, county, state, or federal jurisdiction which takes a person into custody by authority of law for the purpose of charging him/her with a criminal offense.

2. Arrest Report Number

The number assigned the arrestee by the arresting agency (officer), and used by the agency for further references to the arrestee and/or the offense(s) allegedly committed.

3. Date of Arrest

The month-day-year the arrestee was taken into custody by the arresting agency.

4. Booking Number

The number assigned the arrestee at time of processing by the booking officer, usually at a central receiving facility.

5. Booking Date

The month-day-year the arrestee was processed for booking purposes.

6. Booking Reason

The reason for this booking event, e.g. arrest on new charge, incarceration sentence, warrant/hold, boarder, etc.

7. Residence

The residence of the arrestee, including city, county and state.

8. Birthdate

The month-day-year of birth of the arrestee.

9. Sex
The gender of the arrestee.
10. Race/Ethnicity
The racial and/or ethnic origin with which the arrestee identifies.
11. U.S. Citizen
Determination of the arrestee's U.S. citizenship.
12. Military Service
The present military status of the arrestee, i.e. active, reserve, none.
13. Offense(s) Charged (primary & secondary)
The specific crime(s) alleged by the arresting officer.
14. Felony charge (primary offense)
An offense punishable by death, or by incarceration in a state or federal confinement facility for a period of which the lower limit is prescribed by statute in a given jurisdiction, typically one year or more.
15. Misdemeanor charge (primary offense)
An offense usually punishable by incarceration in a local confinement facility, for a period of which the upper limit is prescribed by statute in a given jurisdiction, typically a year or less.
16. Warrant Arrest
A judicial order which directs a peace officer to arrest a person who: (1) has been accused of an offense; (2) fails to obey a court order; or (3) escaped from custody, absconded from supervision, or otherwise violated release conditions.
17. Hold
Consists of a federal, state, or local law enforcement, probation and/or parole authorization to detain the arrestee for parole, probation, or law violation.

18. Boarder
Refers to the temporary confinement of an arrestee in a jail facility for a federal, state, or other jurisdiction pending transfer, end of contract, etc., with the booking and anticipated departure dates identified.
19. Pretrial Release Interview (Date)
The month-day-year the interview with the arrestee was conducted to determine eligibility for pretrial release.
20. Special Needs: Medical, Alcohol, Drugs, Family, Emotional, Employment, Other
Refers to the special medical, alcohol, drugs, family, emotional, employment, or other needs relating to the arrestee which may indicate eligibility for a diversionary program.
21. Prior Conviction(s) Charge(s)
Refers to prior judgments of a court that the arrestee was guilty of the offense(s) charged.
22. Prior Arrest(s) Charge(s)
This refers to the prior arrests for which the arrestee has been taken into custody by authority of law for the purpose of charging with a criminal offense.
23. Present Status
Refers to the arrestee's current supervision status within the criminal justice system, i.e., probation, parole, work release, etc.
24. Education
The highest grade level attained by the arrestee.
25. How Long at Present Address
The number of months and/or years the arrestee has lived at the current address.

26. How Long at Previous Address

The number of months and/or years arrestee has lived at the previous address.

27. Lives With/Relationship

Refers to the person(s) the arrestee presently lives with and their relationship to the arrestee.

28. Employed (How long)

Employment status of the arrestee and the length of time employed in current position.

29. Salary

The hourly, monthly, or commission wages earned by the arrestee.

30. Marital Status

Refers to the present marriage status of the arrestee, i.e., married, single, divorced, separated, etc.

31. Prior Release on Own Recognizance

Refers to the prior release of an arrestee on own recognizance (any type PTR, other than bail bond, would be included in this category).

32. Prior Bail FTA (Yes/No)

Refers to the arrestee's prior release on a bail bond, and subsequent non-appearance on a scheduled court date.

33. Prior ROR FTA (Yes/No)

Prior Failure to Appear for a court appearance after having been released on own recognizance, or other forms of pretrial release.

34. Bail Amount

The monetary bond amount set by a judicial officer or prescribed by a bail schedule corresponding to the offense(s) allegedly committed by the arrestee to insure subsequent appearance in court.

35. Pretrial Release Eligibility Screening (Date)

Determination as to whether or not the information provided by the arrestee meets the criteria established by the jurisdiction for pretrial release consideration.

36. Type of Release (Date)

This refers to the type and date of initial release from jail, e.g. release on recognizance, bail bond, citation, diversion, charges not filed, served sentence, not guilty, etc.

37. FTA

Failure to Appear on one or more court scheduled dates.

38. ReArrest

Arrested on a new charge committed during the pretrial release period.

39. Referrals/Treatment Providers

Indicates the name of the referral agency(s) treatment provider(s) to which the arrestee was referred/assigned.

40. Diversion Program Assignment Name

The name of the diversionary program to which the arrestee was assigned.

41. Reason for Remaining in Custody

Refers to reason(s) for disqualification for release, e.g., couldn't make bail, non-resident, non-bailable offense, no community ties, etc.

42. Type of Counsel

Refers to the type of attorney, i.e. public defender, private attorney, self, etc.

43. Initial Court Appearance (Date/Judge)

The first appearance of the arrestee before a judicial officer so that the court may inform the arrestee of the charge(s) and set bail.

44. Arrestment (Date/Judge)

The appearance of the arrestee before a judicial officer in order that the court may inform the arrestee of the charge(s); that the arrestee may enter a plea, and be appointed counsel (may vary among jurisdictions).

45. Plea Entered at Arrestment

The arrestee's formal answer in court to the charges at the time of arrestment.

46. Information Filed (Date)

This refers to the charge(s) and date of formal filing by the prosecutor.

47. Preliminary Hearing (Date/Judge)

A formal process carried out by the court to provide a judicial evaluation as to whether or not there exists sufficient evidence to justify the arrestee's being placed on trial; use of this hearing and who conducts it will vary depending on jurisdiction.

48. Grand Jury Indictment (Primary offense)

A formal written accusation made by a grand jury and filed in a court, alleging that a specified person has committed a specific offense.

49. Trial Start Date (Judge)

The date of the beginning of the court process intended to resolve the issue of the arrestee's guilt or innocence of the charges for which prosecuted. This would include a hearing for purpose of considering whether to accept a defendant's plea of guilty.

50. Trial Last Date

The final date of the court process intended to determine guilt or innocence.

51. Final Disposition

The finding by the judge or jury of the arrestee's guilt or innocence of the specific charge(s), i.e. guilty, not guilty, dismissed, acquitted, etc.

52. Convicted Offense(s)

Refers to the offense(s) for which the arrestee has been tried and found guilty of committing.

53. Presentence Investigation Report (Agency/Date assigned)

Refers to the document produced by the designated authority at the request of the court in order to assist in determining the most appropriate sentencing option.

54. Sentence (Date)

The penalty imposed by a court on a convicted person, i.e. prison, jail, probation, fine, restitution, community service, etc.

55. Length of Sentence

If the sentence is incarceration, the months (jail) or years (prison) imposed.

APPENDIX E

SAMPLE DATA CODING GUIDE (CODEBOOK)

ITEM #	V #	VARIABLE NAME	CODES
		JAIL RECORDS:	
CARD 1			
1- 6	1	Date defendant booked into the County Jail on Probation Violation.	
7-12	2	Date defendant released from the County Jail.	99/99/99-N/A
13	3	Reason for release (Set 1)	1-Probation revoked 2-Time served out 3-Probation continued 4-Bond 5-ROR 6-Discharged from probation 7-Dismissed 8-Escape 9-N/A 10-Not in this set
14.	3	Reason for release (Set 2)	1-Released to other jurisdiction 2-Warrant recalled 3-Arrest in error 4-Committed to State Hosp. 5-Deceased 6- 7- 8-Other 9-N/A 10-Not in this set
15	4	Age (ten's digit)	1-10 2-20 3-30 4-40 5-50 6-60 7-70 8-80 9-90 10-00

ITEM #	V #	VARIABLE NAME	CODES
16	4	Age (one's digit)	1-1 2-2 3-3 4-4 5-5 6-6 7-7 8-8 9-9 10-0
17	5	Sex	1-Male 2-Female
18	6	Race	1-White 2-Black 3-Mexican 4- 5- 6- 7- 8-
19	7	Case originated in another jurisdiction. Further info not available	1-Yes 2-No
		CRIMINAL RECORDS:	
		Original charges for which defendant was placed on probation (allow for two charges, listing in order from most serious first)	
20-25	8	Charge #1	
26	9	Type of Charge #1	1-Felony 2-Misdemeanor

ITEM #	V #	VARIABLE NAME	CODES
27-32	10	Charge #2	999999-N/A
33	11	Type of Charge #2	1-Felony 2-Misdemeanor 9-N/A
34	12	Number of additional original charges (over two)	1-1 2-2 3-3 4-4 5-5 6-6 7-7 8-8 9-9 or more 10-0
35-40	13	Date of sentencing/date defendant placed on probation	
41	14	Sentence from original charges	1-Suspended imposition of sentence with probation 2-Suspended imposition of sentence with probation and some jail 3-Suspended execution of sentence with probation 4-Suspended execution of sentence with probation and some jail
42	15	Division disposing Probation Violation charge (Set 1)	1- 2- 3- 4- 5- 6- 7- 8- 9- 10-Not in this set

ITEM #	V #	VARIABLE NAME	CODES
43	15	Division disposing Probation Violation charge (Set 2)	1- 2- 3- 4- 5- 6- 7- 8- 9- 10-Not in this set
44	15	Division disposing Probation Violation charge (Set 3)	1- 2- 3- 4- 5- 6- 7- 8- 9- 10-Not in this set
45-50	16	Date Probation Violation charge disposed	
51	17	Disposition of Probation Violation charge	1-Probation continued 2-Probation revoked 3-Warrant recalled 4-Probation violation charge dismissed 5-Discharged from probation 6-Jail with continued probation 7- 8-Disposition pending 9- 10-Other
52	18	If violator released from County Jail on bond, type of bond	1-ROR 2-Cash 3-10% Cash 4-Surety 5-Property 6-ROR Conditional 7- 8-Signature/Personal 9-N/A 10-

ITEM #	V#	VARIABLE NAME	CODES
53	19	If ROR conditional bond, number of conditions attached	1-1 2-2 3-3 4-4 5-5 6-6 7-7 8-8 9-N/A 10-0
54-59	20	Date bond set	
60	21	Amount of bond first set (\$100,000 digit)	1-100,000 2-200,000 3-300,000 4-400,000 5-500,000 6-600,000 7-700,000 8-800,000 9-900,000 10-No 100,000's
61	21	Amount of bond first set (\$10,000 digit)	1-10,000 2-20,000 3-30,000 4-40,000 5-50,000 6-60,000 7-70,000 8-80,000 9-90,000 10-No 10,000's
62	21	Amount of bond first set (\$1,000 digit)	1-1,000 2-2,000 3-3,000 4-4,000 5-5,000 6-6,000 7-7,000 8-8,000 9-9,000 10-No 1,000's

ITEM #	V#	VARIABLE NAME	CODES
63	21	Amount of bond first set (\$100 digit)	1-100 2-200 3-300 4-400 5-500 6-600 7-700 8-800 9-900 10-No 100's
			\$999,900-N/A
64-69	22	Date bond re-set	99/99/99-N/A
70	23	Amount of bond violator released on (\$100,000 digit)	1-100,000 2-200,000 3-300,000 4-400,000 5-500,000 6-600,000 7-700,000 8-800,000 9-900,000 10-No 100,000's
71	23	Amount of bond violator released on (\$10,000 digit)	1-10,000 2-20,000 3-30,000 4-40,000 5-50,000 6-60,000 7-70,000 8-80,000 9-90,000 10-No 10,000's
72	23	Amount of bond violator released on (\$1,000 digit)	1-1,000 2-2,000 3-3,000 4-4,000 5-5,000 6-6,000 7-7,000 8-8,000 9-9,000 10-No 1,000's

ITEM #	V#	VARIABLE NAME	CODES
73	23	Amount of bond violator released on (\$100 digit)	1-100 2-200 3-300 4-400 5-500 6-600 7-700 8-800 9-900 10-No 100's
			\$999,900-N/A
DIVISION RECORDS:			
74-79	24	Date arrest warrant issued	
80	25	Type of arrest warrant on which violator actually arrested	1-Court warrant (capias) 2-MBP&P warrant
<u>CARD 2</u>			
1	26	Type of Probation Violation	1-Absconder 2-Technical
2	27	Preliminary Hearing (PH) held	1-Yes 2-No 3-Waived
3-8	28	Date PH held	99/99/99-N/A
9-14	29	Date PH waived	99/99/99-N/A
15	30	PH occurred before	1-Bench 2-MBP&P 9-N/A
16-21	31	Date Probation Revocation Hearing set (for)	99/99/99-N/A

ITEM #	V #	VARIABLE NAME	CODES
22-27	32	Date Probation Revocation Hearing held	99/99/99-N/A
28	33	Probation Officer writing violation report (Set 1)	1- 2- 3- 4- 5- 6- 7- 8- 9- 10-Not in this set
29	33	Probation Officer writing violation report (Set 2)	1- 2- 3- 4- 5- 6- 7- 8- 9- 10-Not in this set
30	34	MBP&P recommendations: first report	1-Continuance 2-Revocation 3-Delayed Action 4-Suspension 5-Termination of service(s) 6-Capias 7-Extend probation 8- 9- 10-
31	35	MBP&P recommendations: final report, if any should be submitted after first	1-Continuance 2-Revocation 3-Delayed Action 4-Suspension 5-Termination of service(s) 6-Capias 7-Extend probation 8- 9- 10-

ITEM #	V#	VARIABLE NAME	CODES
		New Charges: new charges filed while defendant in jail on Probation Violation	
32-37	36	Charge #1	999999-N/A
38	37	Type of Charge #1	1-Felony 2-Misdemeanor 9-N/A
39-44	38	Charge #2	999999-N/A
45	39	Type of Charge #2	1-Felony 2-Misdemeanor 9-N/A
46	40	Number of additional new charges filed (over two)	1-1 2-2 3-3 4-4 5-5 6-6 7-7 8-8 or more 9-N/A 10-0
47-52	41	Date new charges filed	999999-N/A

APPENDIX F
 MODEL PRE-CODED DATA COLLECTION INSTRUMENT
 DATA COLLECTING AND CODING FORM

NAME OF DATA COLLECTOR _____

DATE COLLECTED _____

OFFENDER NAME _____
 (Last) (First) (M.I.)

1. Case Number _____
 01-03

2. Card Number (Enter one): _____
 04

3. Arrest Date _____
 MO. DAY YR.
 05-06 07-08 09-10

4. Booking Date _____
 MO. DAY YR.
 11-12 13-14 15-16

5. Booking Number _____
 17-21

6. Arresting Agency _____
 22-23

- | | |
|---------------------------|-----------------------------------|
| 01 Orange County Sheriff | 11 Apopka Police |
| 02 Orlando Police | 12 Winter Garden Police |
| 03 Winter Park Police | 13 Eatonville Police |
| 04 Florida Highway Patrol | 14 Edgewood Police |
| 05 U.S. Marshal | 15 Ocoee Police |
| 06 U.S. Border Patrol | 16 Other Local |
| 07 U.S. Military | 17 Probation and Parole |
| 08 Other Federal | 18 Other State Agencies (Florida) |
| 09 Court Remanded | 19 Other Agency |
| 10 Out-of-State | 99 Unknown |

7. Number Charges at Booking _____
 (99 Unknown) 24-25

8. Date of Birth _____
 (99 99 99 Unknown) MO. DAY YR.
 26-27 28-29 30-31

9. Sex _____
 1 Male
 2 Female 32

Data Collecting and Coding Form
Page 2

10. Bond amount - dollars (At time of Booking) → 33-38
11. Race → 39
 1 White 5 American Indian
 2 Black 6 Polynesian
 3 Latin 7 Other
 4 Oriental 9 Unknown
12. U. S. Citizen → 40
 1 Yes
 2 No
 9 Unknown
13. Residence → 41
 1 Orange County 4 Out of State
 2 Other County Boardering Orange County 5 Other Country
 3 Other County in State 9 Unknown
14. Primary Offense Charged (Use Code Booklet) → 42-43
15. Secondary Offense Charged (Use Code Booklet) (88 Not Applicable) → 44-45
16. Misdemeanor or Felony Primary Charge → 46
 1 Misdemeanor
 2 Felony
17. Warrant or Capias Arrest → 47
 1 Yes
 2 No
18. Hold (Date Begun) → 48-49 50-51 52-53
 MO DAY YR

Data Collecting and Coding Form
Page 3

19. Judge (Primary Charge) → 54-55
 01 Baker 06 Diamantes 11 Kirkland, Sr. 16 Turner 21 Kirkland, Jr.
 02 Barker 07 Edwards 12 McDonald 17 Coleman 22 Sprinkel
 03 Brown 08 Gridley 13 Muszynski 18 Conser 23 Stroker
 04 Cooper 09 Kaney 14 Paul 19 Cycmanick 24 Thompson
 05 Cornelius 10 Keating 15 Pfeiffer 20 King 25 All Other
 -99 Unknown-
20. Date Hold Withdrawn (88 88 88-Not Applicable) → 56-57 58-59 60-61
 MO DAY YR
21. Prior Arrests - Orange County → 62
 1 Misdemeanor 4 None
 2 Felony 9 Unknown
 3 Misdemeanor and Felony
22. Prior Conviction - Orange County → 63
 1 Misdemeanor 4 None
 2 Felony 9 Unknown
 3 Misdemeanor and Felony
23. Marital Status → 64
 1 Married 4 Separated
 2 Single 5 Widowed
 3 Divorced 9 Unknown
24. Present Probation Status → 65
 1 Yes 8 Not Applicable
 2 No 9 Unknown
25. Present Parole Status → 65
 1 Yes 8 Not Applicable
 2 No 9 Unknown
26. Education (Years) (99 Unknown) → 67-68

Data Collecting and Coding Form
Page 4

27. Occupation
69-70

01 Student	06 Management
02 Professional	07 Agriculture
03 Clerical	08 Military
04 Trade	09 Unknown
05 General Labor	10 Retail

28. Employment Status
71

1 Employed	3 Student
2 Unemployed	9 Unknown

29. Length of Time - Orange County Residency
(Months) (888 Not Applicable) (999 Unknown) 72-74

30. Classification
(Primary Offense) 75

1 Violent
2 Non-Violent

31. Repeat Case Number
(Same as Number 1) 01-03

32. Repeat Card Number
(Enter a Number 2) 04

33. Initial Court Appearance Date
(Primary Charge) MO DAY YR 05-06 07-08 09-10

34. Last Pre-Trial Date
(Primary Charge) MO DAY YR 11-12 13-14 15-16

35. Trial Start Date
(Primary Charge) MO DAY YR 17-18 19-20 21-22

36. Trial Last Date
(Primary Charge) MO DAY YR 23-24 25-26 27-28

37. Court Case Number
(Primary Charge) (Court Code) 29-34

Data Collecting and Coding Form
Page 5

38. Last Sentencing Court Date
MO DAY YR 35-36 37-38 39-40

39. Grand Jury Indictment
(Primary Charge) 41

1 Yes
2 No

40. P.S.I.
42

1 State Investigation	3 County Investigation
2 No P.S.I. Requested or Done	9 Unknown

41. Sentence
43-44

01 State Prison	07 County Jail and Fine
02 State Prison and Probation	08 Probation
03 State Prison and Fine	09 Probation and Fine
04 Death Penalty	10 Fine
05 County Jail	11 Restitution
06 County Jail and Probation	88 Not Applicable

42. Length of Sentence
(Months and Years) (77 77 for Life) (88 88 Not Applicable) MOS YRS 45-46 47-48

43. Pre-Trial Incarceration
(Over One Day) 49

1 Yes
2 No

44. Plea in Court
(Primary Charge) 50

1 Guilty	8 Not Applicable
2 Not Guilty	9 Unknown
3 No Contest	

45. Type of Release From Jail
51-52

01 No Information	08 P.T. Diversion	15 Probation	22 Other
02 No Bill	09 96 Hr. Mandatory	16 Fined	88 Not Applicable
03 Cash Bond	10 21 Day Mandatory	17 Restitution	99 Unknown
04 Surety Bond	11 Acquittal	18 Juvenile Auth.	
05 Pre-Trial Release	12 PSI Bond	19 Rel. to Other Agency	
06 Court ROR	13 TASC	20 Rel. to Other State	
07 Not Guilty	14 Release to State	21 Other Non-Incarcerated Condition	

46. Release Date →

MO	DAY	YR
<input type="text"/>	<input type="text"/>	<input type="text"/>
53-54	55-56	57-58

47. Attorney →

- | | |
|-------------------|------------------|
| 1 Private | 8 Not Applicable |
| 2 Self | 9 Unknown |
| 3 Public Defender | |

<input type="text"/>
59

END