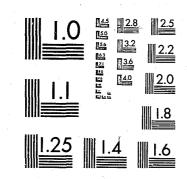
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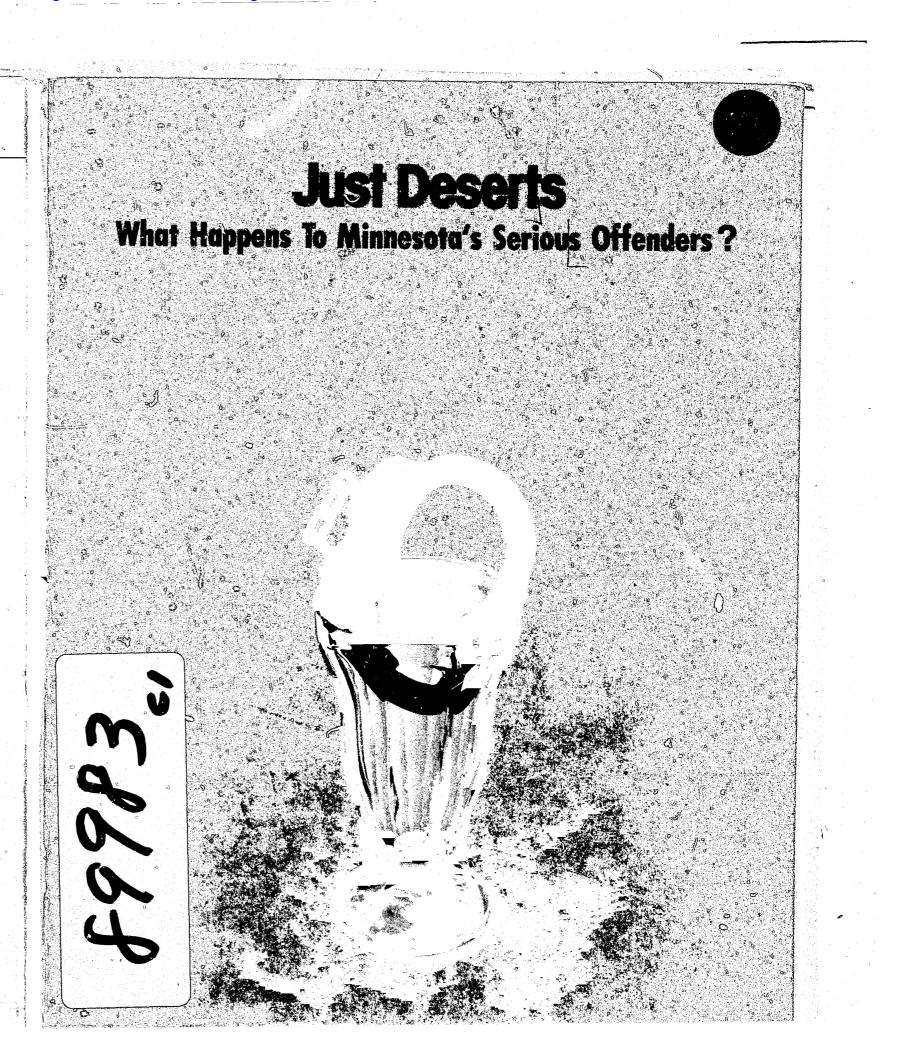


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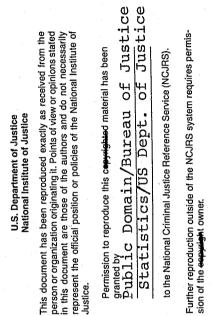
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National Institute of Justice United States Department of Justice Washington, D.C. 20531



Just Deserts

What Happens To Minnesota's Serious Offenders?



Prepared By Stephen Coleman

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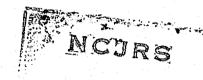
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ACQUISITIONS

INTRODUCTION

This report summarizes one year of data on what happens to adults arrested for serious crimes (felonies) in Minnesota. The year to be examined is from July 1, 1980 to June 30, 1981-the state fiscal year 1981. In addition to giving a broad picture of what is happening in the criminal justice system, this report also looks at several issues that are of special importance to criminal justice in Minnesota.

One major concern is that criminal defendants are not treated differently simply because of their race. In this report we describe certain apparent differences in the handling of White, Black, and Indian defendants and then investigate whether the differences in treatment reflect active discrimination or circumstances surrounding their crimes.

achieving some of its goals.



Another set of issues center on the likelihood that convicted persons receive sentences to jail, prison, or that involve no incarceration. An understanding of decisions on incarceration is especially crucial in that many of the jails and prisons in the state are at capacity. The Community Corrections Act, under which many counties participate, was intended to keep less serious criminals in their communities where costs might be less than in the state prison and rehabilitation more effective. Data here will give evidence as to whether community corrections is

As we review the sentences that convicted persons receive, we shall also be able to assess the extent of plea bargaining (or charge bargaining), that is, the frequency with which defendants' charges are lessened in severity from arrest to conviction. Plea bargaining is a measure of the discretion that prosecutors have and it also bears on the effectiveness of attempts by the legislature to mandate specific punishments for specific crimes. In 1981, for example, the legislature substantially increased the penalties for those convicted of using a gun in the commission of a violent crime. Although our data mostly precedes the effective date of the law change, we shall present statistics on what happened to those convicted of violent gun crimes. These statistics can then be a baseline to judge in following years the extent to which the mandate of the legislature is being carried out in practice. As we shall see, the fate of criminals who use guns is closely connected with questions of race and the use of incarceration in sentencing decisions.



THE DATA AND ITS LIMITATIONS

The statistical data upon which this report is based most decisive factors affecting sentencing under is the culmination of several years of development the state's sentencing guidelines. The lack of of the state's criminal justice computer criminal history data thus restricts us to some information systems. Criminal justice data is degree in the kinds of analysis possible. collected on reported crimes and arrests by police Nevertheless, we shall demonstrate that the data and sheriffs' offices throughout the state. The offers many opportunities for analysis that are crime and arrest data is forwarded to the State little effected by this limitation. Bureau of Criminal Apprehension (BCA) in St. Paul. If an arrested adult is charged with a felony A second drawback is the timeliness of the data. or gross misdemeanor a second trail of data is Because the volume of data being collected is so begun on that person. It begins with the great it is not possible to have an up to the minute



prosecutor's filing of a complaint form and includes data on all subsequent and significant appearances in criminal district court (the felony court in Minnesota), including sentencing. Court data is collected through the clerks of court and processed by the State Judicial Information System (SJIS) maintained by the Office of the Supreme Court Administrator (St. Paul). Data on juvenile delinquents is also collected through the court system but is kept separately from adult criminal data.

Arrest data and court data are merged and become part of the Computerized Criminal History (CCH) file, which is maintained under the authority of the BCA. Data for this report was extracted from the CCH file with the permission of the BCA and in accordance with Federal guidelines. All personal identification was removed from the data before analysis so that confidentiality of individual criminal history records was preserved. Thus, the purpose of the data analyzed here is to bring to the public and government bodies a statistical overview of the processing of criminal defendants without sacrifice to the confidentiality of police and court records.

This data will be maintained by the Criminal Justice Program, Office of Local Government, as a resource for criminal justice in Minnesota. Copies of the data have also been provided to the Bureau of Justice Statistics, Department of

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Justice, Washington, D.C. so that a national profile of the processing of criminal defendants might be produced. As funding permits, reports of this nature will continue to be produced in future years.

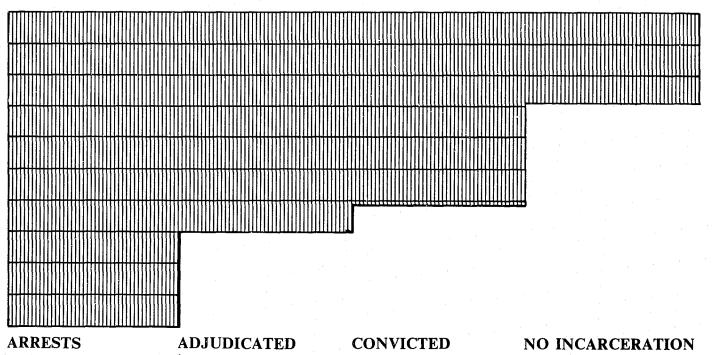
The data used for this analysis has several limitations. Foremost among these is that it contains no information on the criminal histories of defendants. Yet criminal history is one of the

knowledge of the state of criminal justice. Here we have chosen to use the (1981) state fiscal year as the standard because it was the most recent year of data available when this research program was begun. Furthermore, we have adopted the rule of including for that year only cases that were disposed of during the year. That is, the data set is based on a "dispositional year"; it may include cases that began with an arrest in that year or a preceding year. (A method of standardizing a year is necessary so that one year can be compared with another.)

A third limitation in the data is that if a person is arrested or convicted two (or more) times in a year, each incident will be counted as a separate case. That is, strictly speaking, the data has to do with cases not with individuals.

MOST LIKELY PATH FOR ADULTS ARRESTED FOR SERIOUS CRIMES

ADULT FELONY



11.805

8,230 70% arrests

7178 61% arrests 87% adjudicated

3382

29% of arrests 47% of convictions

AN OVERVIEW OF THE PROCESSING OF CRIMINAL DEFENDANTS

processing. Generally a portion of those arrested

The flowcharts also show the numbers of those convicted who were sentenced to prison, jail, or not incarcerated. We have chosen to isolate the incarceration aspect of the sentencing in order to present the most important aspect of the sentence at the risk of losing some additional information on whether a fine or other condition of sentencing might have been imposed in addition to the level of incarceration.

The flowcharts also show the numbers of people who were convicted on the same charges as at arrest, on a different felony, or on a non-felony. (This data is presented only in the charts found in the appendix.) When a person was charged with more than one crime initially, only the most serious charge was considered. Thus conviction on a charge different from the charge of arrest will usually mean that the charge was reduced in seriousness at some time between arrest and conviction. In part, the reduction in charge may be the result of circumstances surrounding the crime, or in part, plea bargaining. The reduction of a felony to a non-felony at conviction strongly suggests plea bargaining in that had the prosecutor not charged a felony, the case would not have been in district court and thus not in this data:

In 1981 a total of about 11,800 adults entered the criminal justice system with felony arrests (page opposite). (A felony is a crime for which one might be sentenced to more than one year in prison.) Of this number 70% were brought to court and 30% were released without prosecution. Of those prosecuted 87% (7,178) were convicted and sentenced.

Almost half of those convicted received sentences that required no incarceration, compared to 42% who had to serve time in jail and 11% who were committed to a state prison. Of those arrested for felonies and later convicted, 20% were convicted of crimes that are not felonies. The percentage of non-felony

In this section of the report we present statistics on what happens to persons arrested for felonies. Because of the complexity of the data, most of it is shown in the form of flowcharts that detail first the number arrested for specific crime types and then the number (and percentage) who remain in the criminal justice system at each stage of

will not be prosecuted, a portion of those prosecuted will not be convicted, and so forth.

convictions was 26% among those who were not sentenced to jail or prison; this seems to indicate a connection between charge reduction or plea bargaining and the imposition of the least severe sentences.

We also observe that the number of persons acquitted of crimes was very small, amounting to less than 1% of the cases brought to court. About 3% of adjudicated defendants received "other" dispositions: these might be instances, for example, where a treatment program is required of the defendant but no formal disposition put on record.

Because the processing of defendants depends mainly on the type of crime charged, we shall next examine several of the major crimes, starting with the violent crimes against persons.

Violent Crimes.

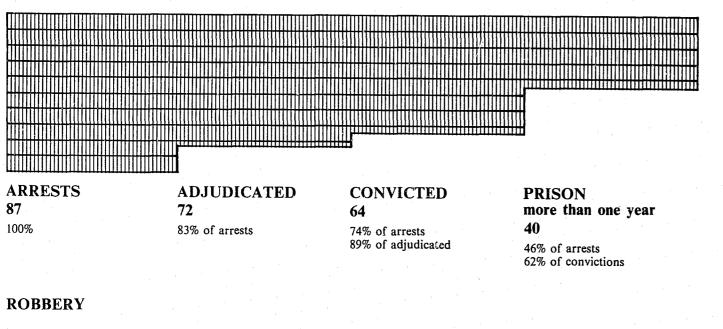
The violent crimes include murder, rape (or sexual assault), robbery, and aggravated assault. (If an assault involves no serious injury it is classified as a "simple" assault, which is not a felony and not considered a serious crime.) Each of the violent crimes, as with other crimes, has in the law grades of seriousness, which call for varying degrees of punishment. For our purposes here we lump together all crimes of a single general type; differences in the degree of seriousness account in part, nowever, for differences in sentencing. Statistics for murder, rape, robbery, and aggravated assault are shown in the graphs here. As one might expect, and as sentencing guidelines specify, those convicted of violent crimes generally receive harsher sentences than those convicted of property or other crimes.

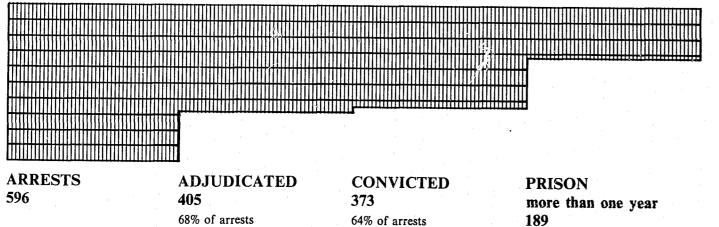
The most likely case outcome for murder and robbery convictions is imprisonment for more than one year. The percentage of convicted murderers receiving pr/son sentences is 62%; for convicted robbers it is 50%. These are the only crimes, however, for which prison is the most likely sentence. For sexual assault cases the probability of a prison sentence is equal to the probability of a jail sentence-hoth 36% For. aggravated assault cases a prison sentence was a 16% probability upon conviction.

Although violent crimes received the most severe punishments on the average, the data also shows that a substantial percentage of those convicted serve no time at all in jail or prison: 29% for sexual assault; 18% for robbery; and 44% for aggravated assault. These statistics are partly accounted for by the reduction in charges from arrest to conviction. For example, among those arrested for rape who eventually were sentenced without incarceration, 29% were convicted of a non-felony crime and 14% were convicted of a less serious felony than rape. In the case of aggravated assault 36% of those convicted were actually convicted on non-felony crimes.

MOST LIKELY PATH FOR OFFENDERS OF VIOLENT CRIME

MURDER

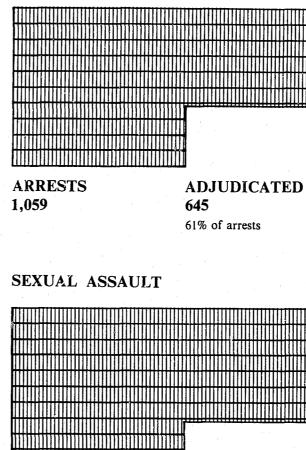




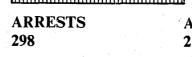
92% of adjudicated

32% of arrests

50% of convictions

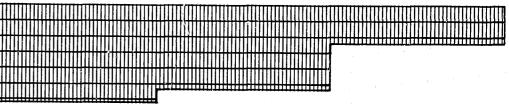


AGGRAVATED ASSAULT



211 71% of arrests

6

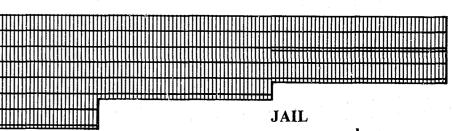


CONVICTED 566

53% of arrests 88% of adjudicated

NO INCARCERATION 248

23% of arrests 44% of convictions



ADJUDICATED

CONVICTED 177

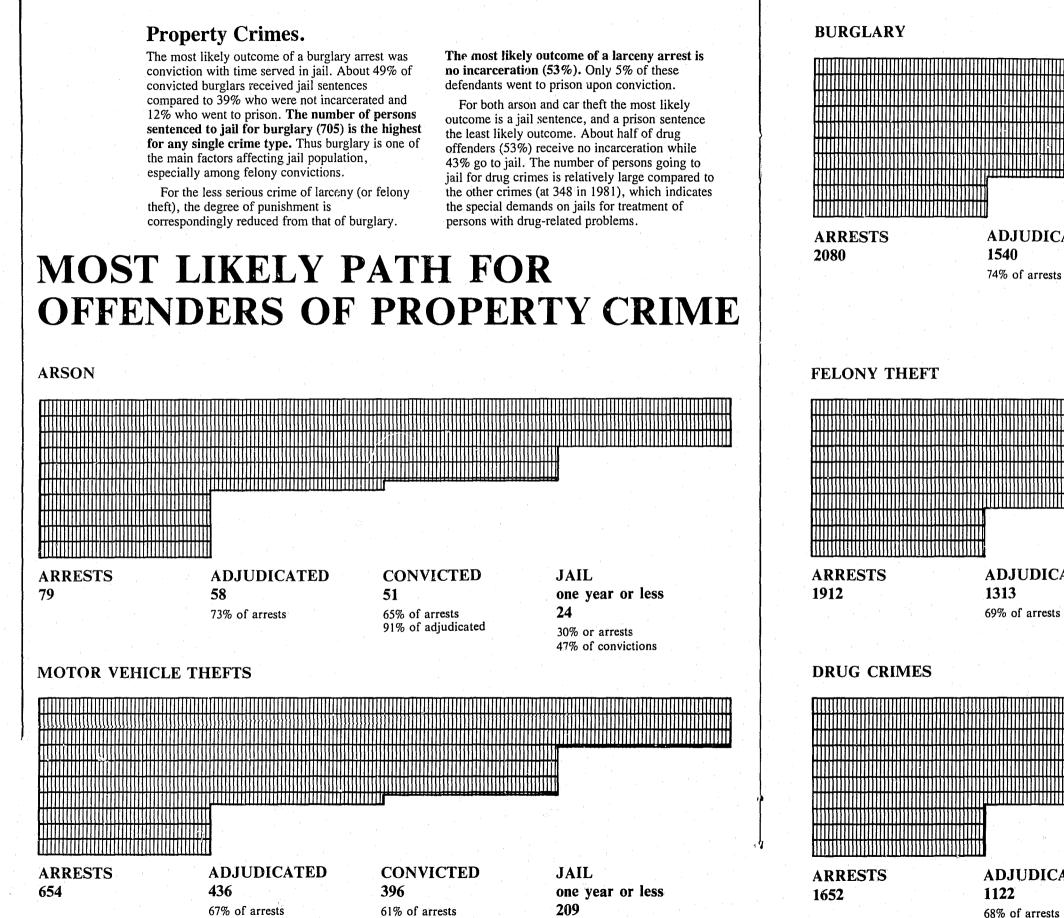
53% of arrests 84% of adjudicated one year or less 63

21% of arrests 36% of convictions

PRISON

more than one year 63

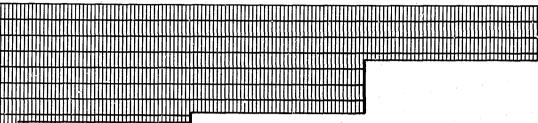
21% of arrests 36% of convictions



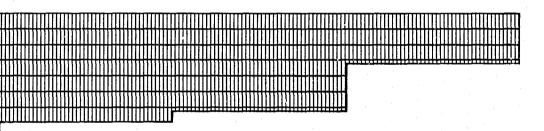
91% of adjudicated

8

31% of arrests 53% of convictions



CONVICTED 1431 69% of arrests 93% of adjudicated JAIL one year or less 705 34% of arrests 49% of convictions

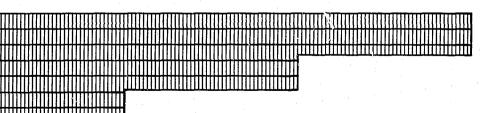


ADJUDICATED

CONVICTED 1172 61% of arrests 89% of adjudicated

NO INCARCERATION 621

32% of arrests 53% of convictions



ADJUDICATED

CONVICTED 803

49% of arrests 72% of adjudicated

NO INCARCERATION 427 26% of arrests

53% of convictions



demonstrate the value of a criminal statistics database for answering important questions about criminal justice in Minnesota. In the past most research on criminal justice has required that special research projects be set up to deal with topics of interest; these research projects have been costly and time consuming. Although this database cannot duplicate the thoroughness of an in-depth research effort, it can provide information on major questions at a small fraction of the cost, and by maintaining the database on a interactive computer system, we are able to get answers to ad hoc inquiries almost immediately. Here we shall demonstrate what can be done by looking at several perennial

Outcomes for Violent Crimes.

criminal justice system in numbers greater than their proportion of the general population would suggest, the issue of discrimination is always present. We shall consider first the processing of cases for each of the major races (White, Black, and Indian) for the violent crimes (except murder). These crimes are the most likely to result in prison sentences and so are of special interest in the question of discrimination. (We exclude murder

In Figures 11, 12, and 13 (in appendix) are flowcharts for the outcomes of violent crime cases

much less likely to be prosecuted than Whites or Indians. Only half (49%) of Blacks arrested went to court, while for Whites and Indians the percentages are 70% and 68% respectively. Two interpretations are possible (perhaps more), and either or both may be valid. It may be that it is more difficult to prosecute cases against Blacks because of difficulties in obtaining evidence, witnesses, and so forth. Poor relations between the Black community and the police would tend to decrease the likelihood of prosecution. On the other hand, police may be arresting many Blacks without sufficient evidence for prosecution or at inflated charges, that is, at felony levels instead of misdemeanor levels. Which of these interpretations is correct we cannot determine, but here the statistics identify an area where a significant concern

Convicted Blacks were more likely to go to

in incarceration (23%), than Whites. Whites were more likely to get jail sentences (36%), while only 28% went to prison and 35% received no incarceration. Indians, after conviction, fit the pattern of Blacks more closely than Whites: 42% to prison, 34% to jail, 26% no incarceration.

Related to the differences in case outcome by race was the degree of charge reduction among the different races. Only 15% of convicted Blacks had their arrest charges reduced to non-felonies at conviction; this compares to 27% for Whites and 21% for Indians.

Although the patterns of case outcome show significant differences across the races, this does not immediately imply that discrimination is involved. Case outcome also depends heavily on criminal history records and the circumstances of the crimes. Further examination of the statistics does indeed show that much of the differences in race is accounted for by whether a gun was used in the crime.

In Figures 14, 15, and 16 (in appendix) we show flowcharts for each race for those who were arrested for violent crimes where guns were used by the assailant. Note first that of 1,260 whites arrested for violent crimes, 415 (33%) had used a gun. For Blacks, however, gun usage was much higher; it involved 224 of 465 (48%) defendants; and for Indians 42 of 177 (24%). That is, Blacks were the most likely to use a gun in a violent crime, while Indians were the least likely.

Among those convicted of violent gun crimes racial differences diminish. For Whites 44% of those convicted received prison sentences compared to 54% for Blacks and 52% for Indians. So it is possible to conclude that because Blacks are significantly more likely to use guns than Whites, the apparent differences seen above in sentencing for violent crimes are largely the result of heavier sanctions being imposed on gun using criminals. This factor does not explain the sentencing of Indians, however, who were even less likely than Whites to use guns.

We can also infer from the high involvement of Blacks in gun crimes that the criminal histories of recidivists would more likely show a record of gun usage, and this factor would also account for some of the differences in sentencing between Blacks and Whites. It may be that Indians also have generally more serious criminal records than Whites, but we cannot say from this data. In all, it is harder to rule out the possibility of discrimination against Indians than it is for Blacks, in the prosecution of violent crimes.

As we turn to the next section of the report we shall look at the question of racial discrimination **prison (43%) and less likely to spend no time** using a different method of statistical analysis.

Factors Affecting the Incarceration of Convicted Felons.

In this analysis our focus is on the type of sentence: no incarceration, jail, or prison. We use a statistical method, discriminant analysis, which allows us to examine simultaneously the effect of several factors on how a convicted defendant is sentenced. Factors included are: the race (White or minority), age, and sex of the defendant, the severity of the crime (where we rank the crimes numerically in order of seriousness according to Federal guidelines), whether a gun was used, whether the county where the crime was committed participates in the Community Corrections Act, whether the crime was committed in Hennepin and Ramsey Counties, and whether the county jail was filled to capacity on average during the year.

Because a number of jails in the state are operating at virtually full levels, it is important to investigate, if possible, what sentencing factors may be causing heavy jail usage. Furthermore, the state has invested heavily in community corrections in the anticipation that local communities would take on a greater share of the burden, so inclusion of this factor allows a partial analysis of the impact of community corrections on sentencing decisions.

We have restricted the analysis to those counties that have jails approved for 1 year incarceration. There are 27 such counties, of which 14 were under the Community Corrections Act. Most of the population of the state is in these 27 counties.

The method of discriminant analysis answers the research question of what factors best predict whether a convicted person will receive one of two alternatives. In the first instance we analyze the alternatives no incarceration or jail; in the second instance we analyze the jail or prison decision. We further breakdown the analysis by crime type so that we consider in turn all felonies, violent crimes only, and then the property crimes of burglary, larceny, and auto theft taken together.

First, concerning the no incarceration or jail decision we find that the sex of the defendant is the most important factor, generally, in determining whether the offender goes to jail or not. Males are more likely to go to jail than females, other things equal. For all classes of crimes, the severity factor also predicts fairly well—the more serious the crime, the more likely is a jail sentence. The results also indicate a small but statistically significant effect of race, with minorities somewhat more likely to go to hail than Whites; this applies to all categories of crimes. There is also a slight tendency for younger offenders to receive sentences of jail. Community corrections counties also show a higher likelihood of jail sentences.

All of these factors together, however, only explain or predict correctly in 56% to 59% of the cases whether a convicted defendant will go to jail or not be confined. In other words, in almost half of the sentences where jail or no incarceration is the issue, other (unknown) factors are determining what happens. These factors might include criminal history, the employment status of the defendant, or circumstances of the crimes. Discretion or lack of consistency in the prosecution of defendants may also be involved.

On the question of whether a convicted defendant goes to jail or prison, we obtain similar results. Females are less likely to go to prison, other things equal. Those who commit more serious crimes are more likely to go to prison. The use of a gun in a crime is the strongest single factor in predicting commitment to a state prison, which reinforces the previous analysis of gun crimes. We also find that older criminals, perhaps because of longer criminal records, are somewhat more likely to go to prison. The least significant factors are race—with minorities slightly more likely to be sentenced to prison than jail-and participation in community corrections, which also predisposes toward a prison sentence. If we look at the property crimes alone, however, we do not find any significant factors other than the relative severity of the crime in predicting jail or prison sentences.

Again the overall prediction success rate is not very high, at about 60%, which indicates that other unaccounted for factors are also heavily involved in the jail or prison decision. The exception is for violent crimes where the gun factor boosts the successful prediction rate to 77%.

Notable by its absence as a strong explanatory factor is participation in community corrections. Indeed community corrections seems to have a slight influence in the opposite direction than intended: namely, resulting in more offenders being confined than fewer, and more commitments to state institutions. A similar observation was made in a recent study of the effectiveness of community corrections: "The CCA appears to increase the severity of community sanctions. In general there is a decrease in the use of probation and an increase in probation with a condition of jail."¹ The evaluation also reported that it was not clearly proven that the CCA had increased the number of offenders retained in the community (as opposed to $prison.)^2$

"Minnesota Community Corrections Act Evaluation-Appropriateness of Sanctions," Minnesota Department of Corrections, January 1981, p 23.

² Ibid.- ^CRetaining Offenders in the Community," pp. 19-23.

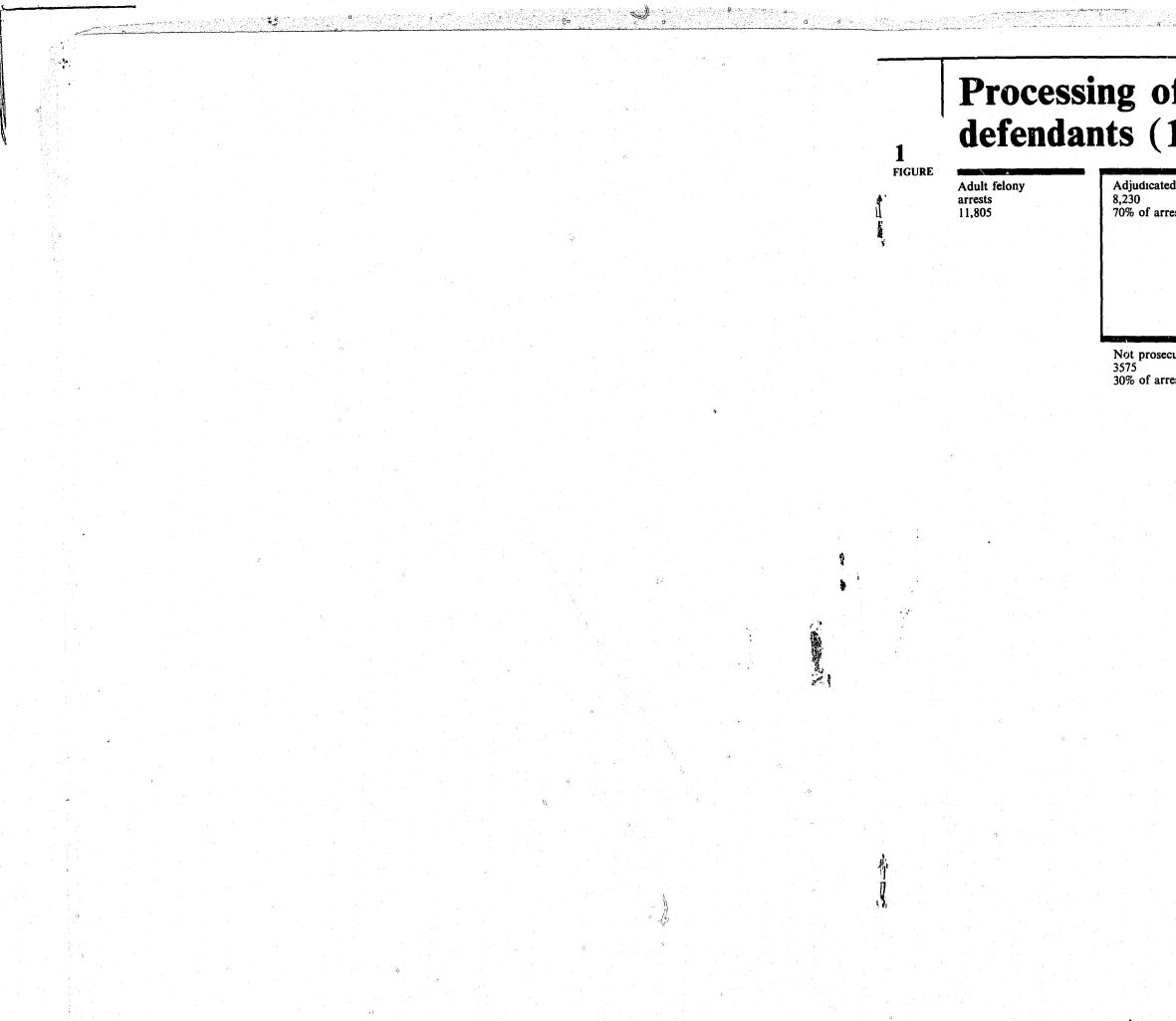
That the analysis here validates findings of the Community Corrections Act evaluation demonstrates how well the criminal justice database can perform. Moreover, this shows the possibility of future monitoring of the Community Corrections Act at low cost by using the statistical database to watch for significant changes in sentencing patterns.

The analysis does not give a complete answer to why certain jails are overcrowded, but we can observe that the fact of overcrowding itself does not seem to bear on sentencing decisions. More striking is the simple fact that among felony defendants nearly four times as many are being incarcerated in jail than in prison. And the fact that even larger numbers of felony defendants receive no incarceration implies that small changes in the decisions about who goes to jail and who does not can have a substantial impact on jail population. In other words, there is a great "reservoir" of potential candidates for jail, and one can imagine that local variations in sentencing practices can easily produce jail overcro.vding.

Although the state has made conditions for prison sentences very specific in the sentencing guidelines, no comparable guidelines exist to govern the sentencing of felons to jail. Yet we have seen that jails are much more commonly used to hold convicted felons than prisons. These observations suggest that if uniformity and consistency in sentencing is a goal for all felony cases—not just when a prison sentence is at issue—then the legislature ought to consider the feasibility of guidelines for jail incarceration. Such a change in public policy might benefit jails in that they could better estimate the demands for jail capacity and services.

This analysis also points out potential directions of change in the use of jails and prisons. As treatment of men and women becomes more uniform in the criminal justice system, one can expect to see an increase in the numbers of women in correctional facilities. The recent (1981) change in legislation mandating prison sentences for those who use guns in violent crimes has an even greater potential for increasing prison population. Had such a law been in effect in the period of our data analysis, up to 200 additional persons might have been given prison sentences. Whether such an increase will now come about remains to be seen; given the extent of discretion in the processing of criminal defendants it is by no means certain what the practical result of the legislative mandate will be. We plan to examine this issue in the future when another year's criminal justice statistics becomes available for analysis.

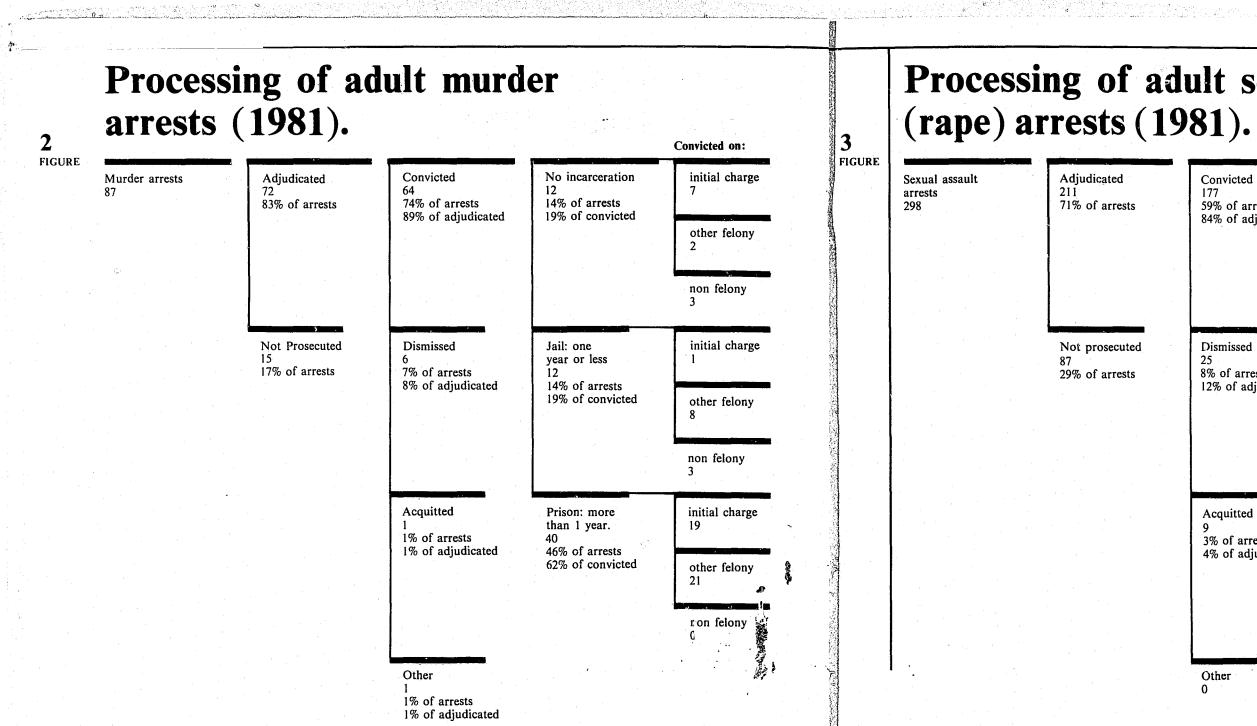




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1981	ult felon)	J	Convicted on:	
ed rests	Convicted 7178 61% of arrests 87% of adjudicated	No incarceration 3382 29% of arrests 47% of convicted	initial charge 2137	
	or no or adjudicated		other felony 374	
			non felony 871	
ecuted rests	Dismissed 727 6% of arrests	Jail: one year or less 2981	initial charge 1896	
	9% of adjudicated	25% of arrests 42% of convicted	other felony 533	
			non felony 552	
	Acquitted 86 1% of arrests	Prison: more than 1 year 815 7% of arrests	initial charge 545	
	1% of adjudicated	11% of convicted	other felony 263	

Other 239 2% of arrests 3% of adjudicated



방법 수준이 집안했다.

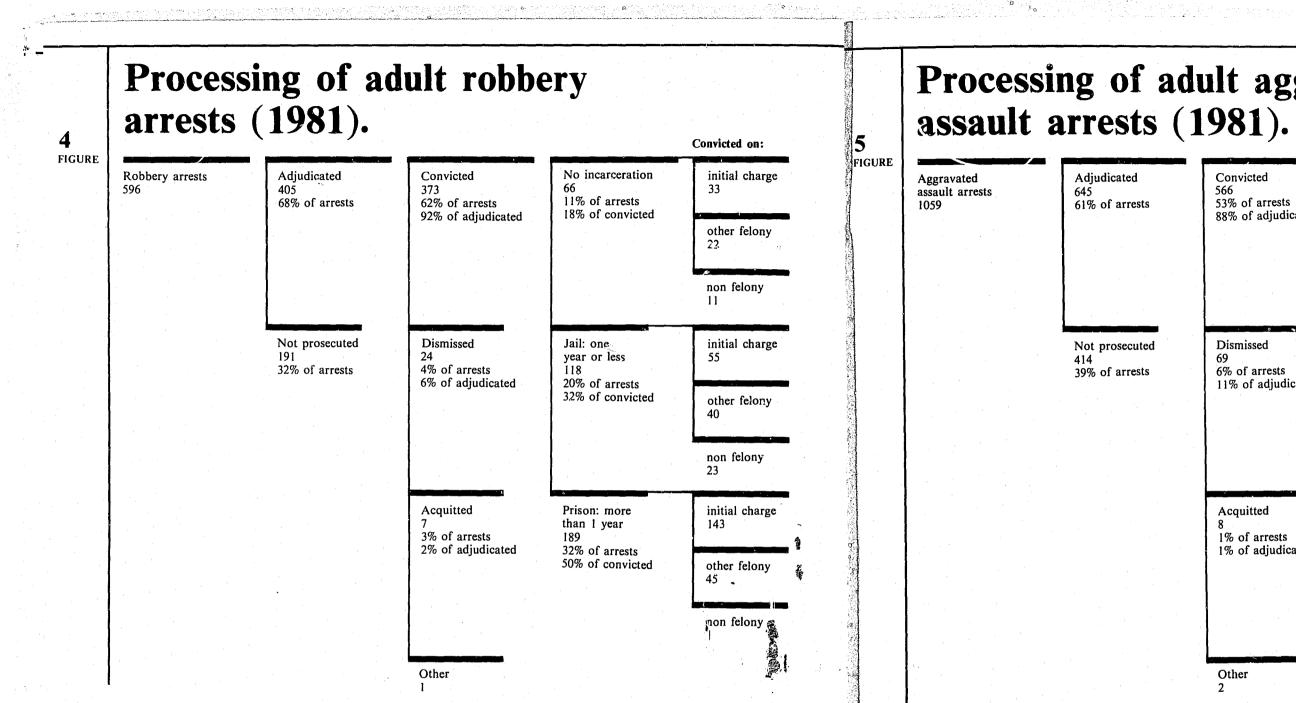
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Processing of adult sexual assault

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Other Ω

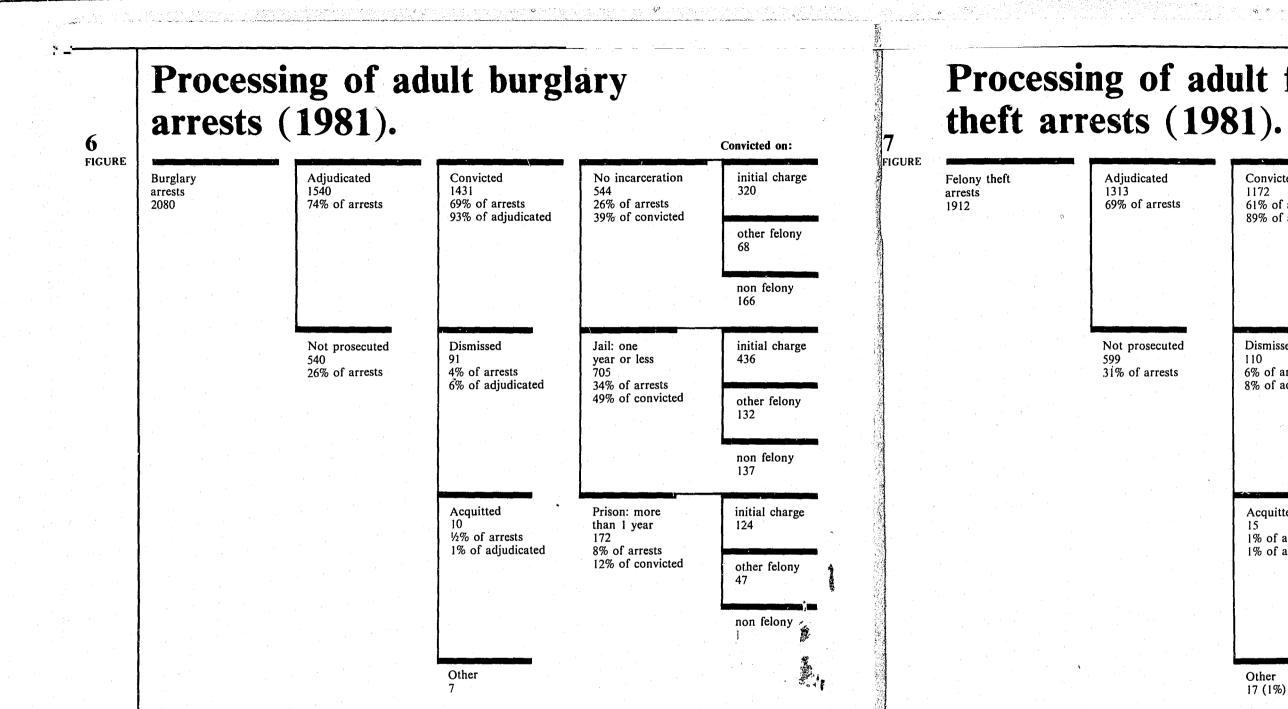
Convicted on: Convicted No incarceration initial charge 177 51 29 59% of arrests 17% of arrests 84% of adjudicated 29% of convicted other felony 7 non felony 15 Dismissed Jail: one initial charge 25 year or less 39 8% of arrests 63 12% of adjudicated 21% of arrests 36% of convicted other felony 14 non felony 10 initial charge Acquitted Prison: more 39 than 1 year 9 3% of arrests 63 4% of adjudicated 21% of arrests 36% of convicted other felony 24 non felony 0



Processing of adult aggravated

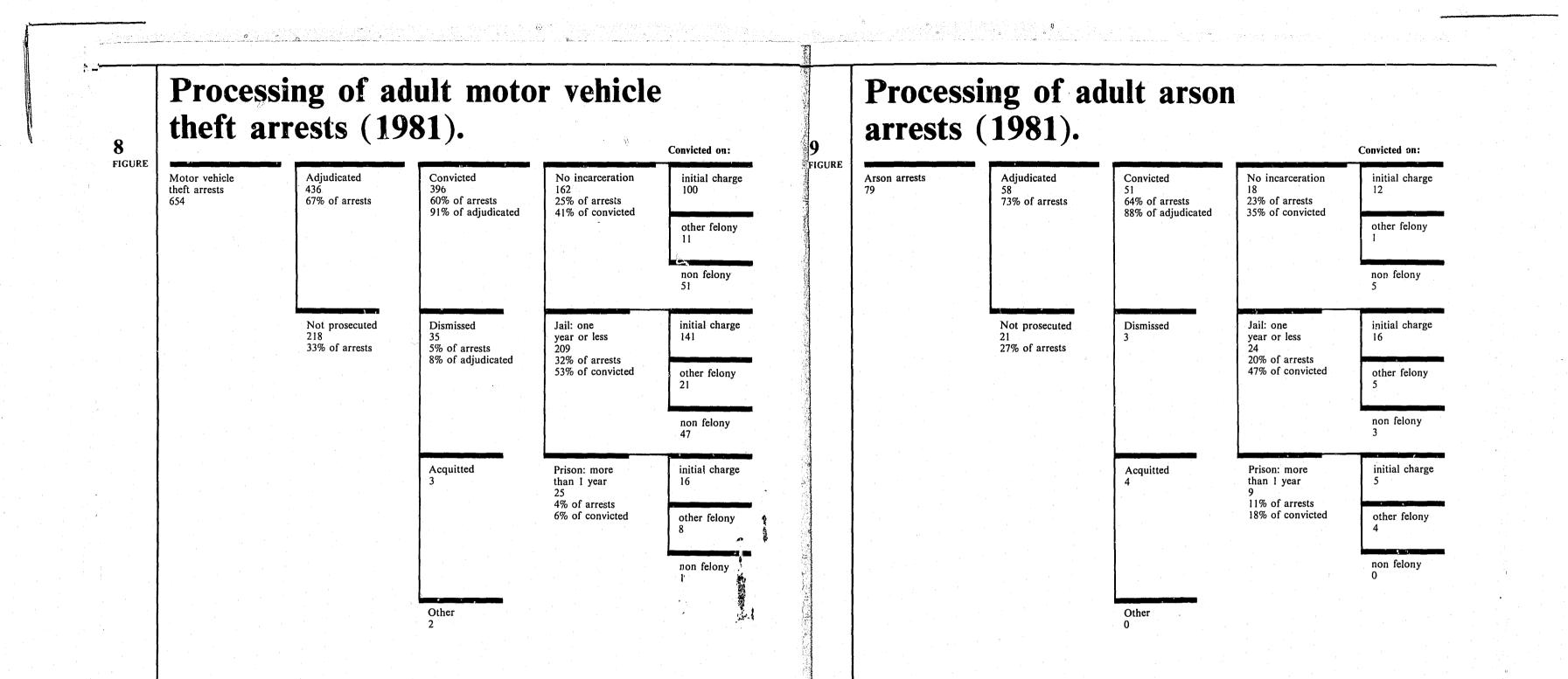
Convicted on: initial charge Convicted No incarceration 566 248 74 53% of arrests 23% of arrests 88% of adjudicated 44% of convicted other felony 45 non felony 129 initial charge Jail: one Dismissed year or less 83 69 225 21% of arrests 6% of arrests 11% of adjudicated 40% of convicted other felony 67 non felony 75 initial charge Prison: more Acquitted than 1 year 59 8 1% of arrests 93 9% of arrests 1% of adjudicated 10% of convicted other felony 33 non felony

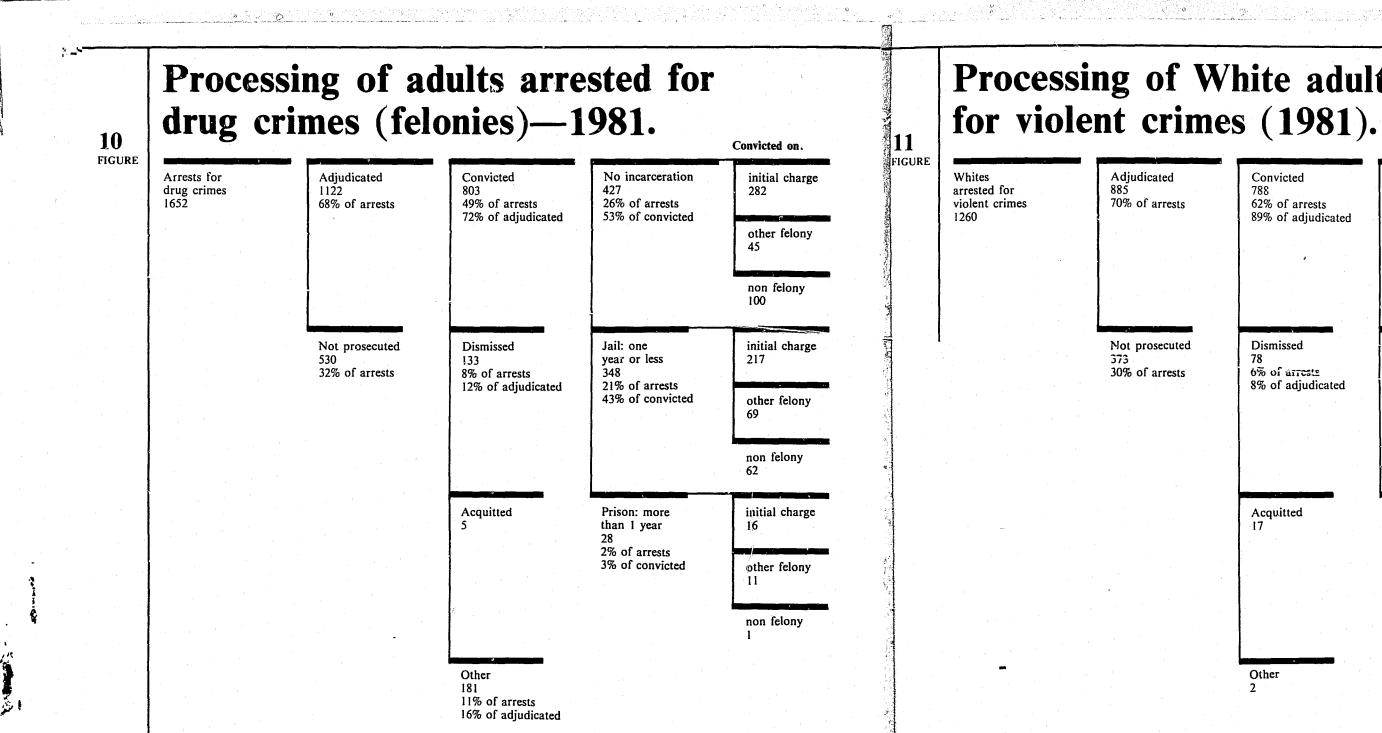
> Other 2



Processing of adult felony Convicted on: Convicted No incarceration initial charge 1172 621 453 61% of arrests 32% of arrests 89% of adjudicated 53% of convicted other felony 57 non felony 111 Dismissed Jail: one initial charge 110 year or less 364 6% of arrests 490 8% of adjudicated 26% of arrests 42% of convicted other felony 57 non felony 69 initial charge Acquitted Prison: more than I year 37 15 1% of arrests 61 3% of arrests 1% of adjudicated 5% of convicted other felony 24 non felony 0

Other 17 (1%)

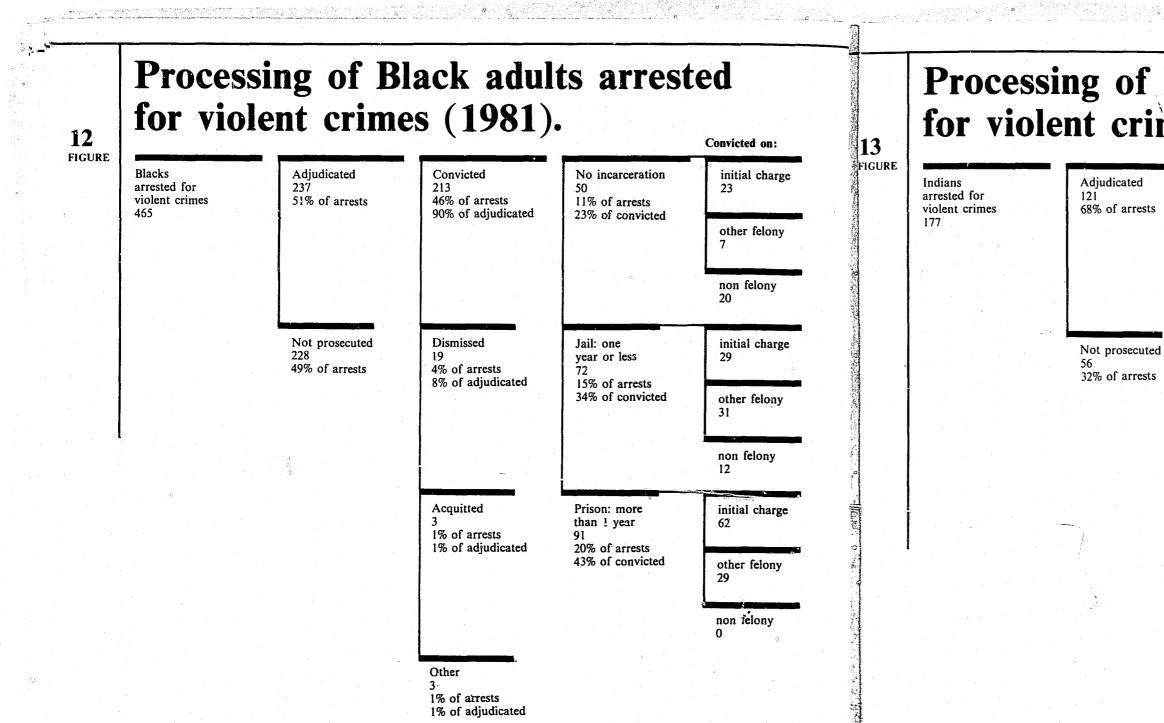




Processing of White adults arrested Convicted on:

 $(\gamma^{(1)},\gamma^{(2)},\sigma^{(2)},\gamma^{$

Convicted No incarceration initial charge 278 788 95 62% of arrests 22% of arrests 89% of adjudicated 35% of convicted other felony 59 non felony 124 Dismissed Jail: one initial charge year or less 282 122 78 6% of arrests 8% of adjudicated 22% of arrests 36% of convicted other felony 77 non felony 83 Prison: more initial charge Acquitted 17 than I year 153 228 18% of arrests 28% of convicted other felony 73 non felony 2 Other 2



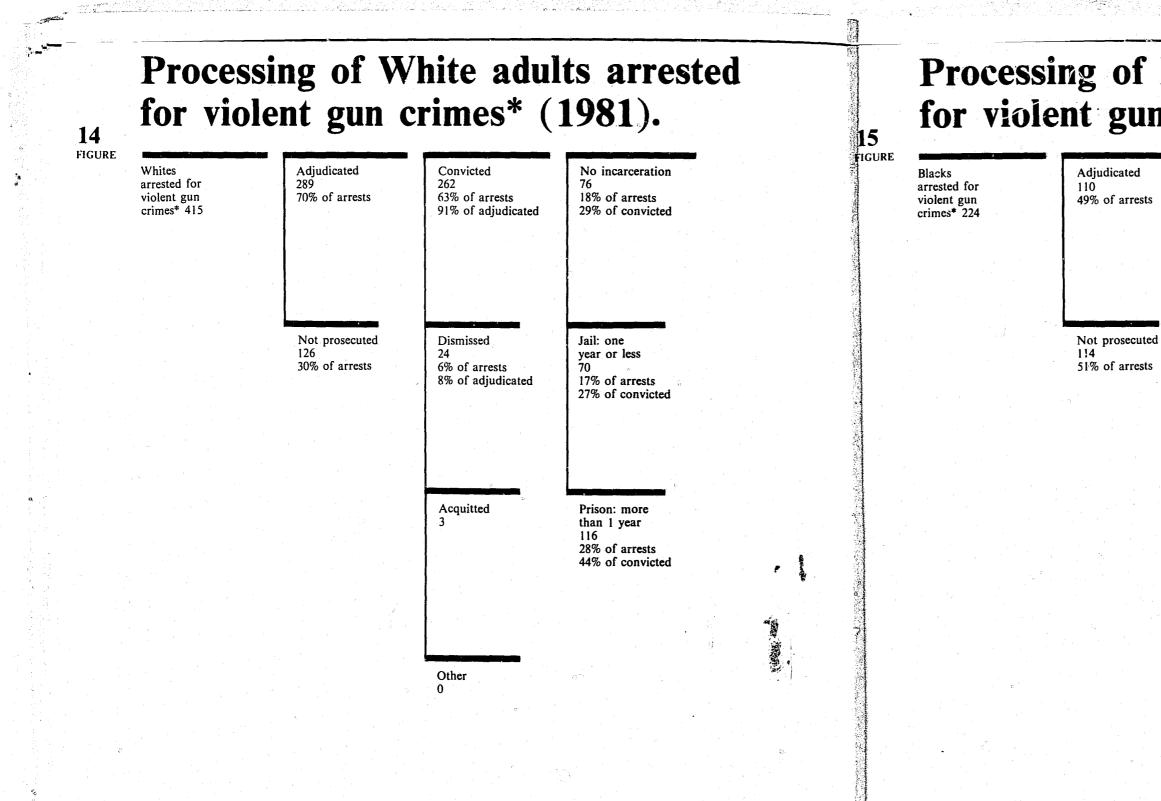
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26

Processing of Indian adults arrested for violent crimes (1981).

No incarceration Convicted initial charge 107 26 11 60% of arrests 15% of arrests 88% of adjudicated 24% of convicted other felony 6 non felony Dismissed Jail: one initial charge year or less 13 10 7% of arrests 36 11% of adjudicated 20% of arrests. 34% of convicted other felony 12 non felony 14 initial charge Acquitted Prison: more than 1 year 33 1% of arrests 45 25% of arrests 1% of adjudicated 42% of convicted other felony 12 non felony Other

0



*except murder

28

*except murder

Processing of Black adults arrested for violent gun crimes* (1981).

Convicted 97

43% of arrests 88% of adjudicated No incarceration 16 7% of arrests 16% of convicted

Dismissed 10 4% of arrests 9% of adjudicated Jail: one year or less 29 13% of arrests 30% of convicted

Acquitted 2

Prison: more than 1 year 52 23% of arrests 54% of convicted

Other

