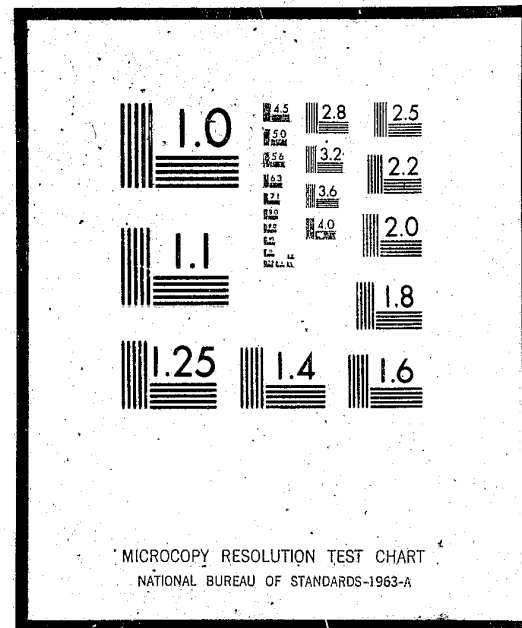


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5/11/76

TO THE ATTENDING EVALUATION OFFICER  
IN THE U.S. DEPARTMENT OF JUSTICE  
INVESTIGATION AND CONTROL DIVISION

236-26-100

Submitted to: Evaluation and Control Division  
U.S. Department of Justice  
Washington, D.C. 20531

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Submitted: [Date]  
U.S. Department of Justice  
Washington, D.C. 20531

EVALUATION INITIATED BY: Philadelphia Region, G.J.C.

PROJECT: Investigation and Warrant Service Unit CONTINUATION NO.: PH-164-72-73A  
City of Philadelphia

SUBGRANTEE: Court of Common Pleas CURRENT NO.: PH-74-C-e3-5-238

EVALUATION CONDUCTED BY: NAME: Dr. Robert Wilson

ADDRESS: 28 Virginia Avenue, Rehoboth, Delaware 19971

DURATION OF PROJECT: August 12, 1974 TO: June 30, 1975

DURATION OF EVALUATION: August 12, 1974 TO: June 30, 1975

DATE OF REFUNDING REPORT: March 15, 1975

#### SECTION I. SUMMARY

The objectives of the Investigation and Warrant Service Unit are twofold:

- a. To communicate with defendants regarding court hearings and other criminal justice procedures, thereby preventing failure to appear in court and other adverse actions during the pretrial period which forestall the administration of justice.
- b. To serve failure to appear warrants to defendants who failed to appear at court hearings.

Employing the following criteria, the Investigation and Warrant Service Unit has improved in efficiency during the past year: a decrease in the percentage of defendants failing to appear at scheduled hearings, a decrease in the percentage of defendants classified as fugitives, an increase in the number of fugitives surrendering voluntarily, an increase in the total number of warrants served, an increase in the number of warrants served per man-hour, a decrease in the average investigative cost per retired warrant, and an increase in the overall ROR efficiency index (which provides a general ratio of project input to project output).

During the last year (1974) the project has also demonstrated a substantial gain in cost effectiveness. Whereas in FY 1973 the average investigative cost per warrant was \$29.92, during the last year (FY 1974) the cost declined to \$18.31, a decrease of 40 percent. This increased efficiency appears to reflect a general improvement in the level of communications with defendants—through the mails, by telephone, and in the community—by investigative and warrant service personnel. If further gains

in efficiency are to be achieved, however, "high risk" defendants should be identified through a "profile" technique in order that intensive communication procedures may be developed and focused upon this group.

#### RECOMMENDATIONS

##### Short Term.

1. The work of the project should be continued into the future.
2. The Warrant Service Unit investigative staff should be brought up to full strength immediately. It is currently funded at half the recommended strength.
3. More detailed procedures describing the philosophy and role of the warrant service investigator should be developed. As this role becomes better articulated and understood, better communication with defendants will be achieved, resulting in an increased project efficiency.
4. The evaluation of the project should shift its focus to analyzing the impact of communications efforts with defendants. A predictive technique should be developed, whereby all incoming defendants are classified in terms of communications risk. Appropriate procedures should be employed for defendants having different risk classifications. Impact should be gauged both in terms of cost effectiveness and reduction in failure to appear rates (and other efficiency indicators).
5. The cost-benefit and cost effectiveness measure employed in the present evaluation should be expanded to monitor the impact of communications efforts beyond the service of warrants. That is, postcards, phone calls, and personal contacts should be conceptualized as input units. Output measures should be conceptualized in terms of cost-benefit ratios for particular communication methods.
6. Warrant Service operational statistics should assume an increasing importance in the management information system of the Pretrial Services Division. Additions to the monthly report should include tabulations of phone notifications, postcards, field visits. Also, "walk-ins" and "success" indicators, similar to the new efficiency index for Release on Recognizance, should be reported monthly.

##### Long Term.

1. The Pretrial Services Division should explore the possibility of establishing field offices in neighborhood locations where the majority of defendants reside. Administration should make

a careful analysis of such outreach operations in other cities.

2. Court administration and ROR management should develop a comprehensive plan having a much longer time frame—approximately five years. The planning process should take into consideration the many potential community resources and agencies operating in the pretrial diversion area, including those offering services which might be employed by the newly developed Conditional Release Program. This planning should include an exploration of programs in other jurisdictions which employ neighborhood locations and indigenous residents in their operations.

## SECTION II. PROJECT ACTIVITIES

### 1. Project Goals and Objectives.

The basic functions of the Warrant Service Unit are twofold:

- a. To communicate with defendants regarding court hearings and other criminal justice procedures, thereby preventing failure to appear in court and other adverse actions during the pretrial period which forestall the administration of justice.
- b. To serve failure to appear warrants to defendants who did not attend court hearings.

The subgrant application specifies the following anticipated results:

1. "The number of new warrants issued will continue to decrease because of the utilization of a personnel notification system and the deterrent effect of the unit's increasing field presence and visibility."
2. "The Pretrial Services Division Investigation and Warrant Service Unit, at full strength, will be able to serve more warrants than are issued."
3. "The Warrant Unit, at full strength, will make some progress toward decreasing the present backlog."
4. "Through an increasing field verification system, the Warrant Unit will be instrumental in improving the quality and quantity of Conditional Release and bail reduction petitions presented by the Pretrial Services Division."
5. "The Warrant Unit will continue to close substantially more cases per employee than the pre-existing unit did."
6. "A greater number of defendants will be returned to the criminal justice system without any additional period of incarceration."
7. "The length of time from failure to appear to apprehension will decrease, and therefore, the total time from arrest

to disposition will decrease."

8. "More defendants will voluntarily turn themselves in after failing to appear due to the increased understanding and acceptance of the Warrant Unit and knowledge that otherwise they will be apprehended."

"These anticipated results will improve the administration of justice and upgrade the integrity of the criminal justice system. Court backlogs will be decreased as cases are disposed in a shorter time. The perceptions of all participants in the criminal justice system will be ameliorated by the consequent increase in efficiency."

"Victims will feel vindicated. Defendants will be deterred. Police and witnesses will have more confidence in the operation of the system."

"These results will be measured by daily and weekly statistical reports concerning the number of new bench warrants issued; the number of warrants disposed; the method of disposal (emphasizing the amount of detention time preceding disposition of bench warrant); and the delay between failure to appear and apprehension."

## 2. Project Activities.

The Warrant Service Unit is comprised of eight teams of plain-clothes investigators, a chief field investigator and two supervisors and clerical support staff. Prior to September, 1973, the field force was administered through the Philadelphia Police Department and the District Attorney's Detective Office, although some record keeping and responsibility for administration was vested in the Pretrial Services Division. Beginning in September, 1973 the Pretrial Services Unit began to phase in its own field force of investigators, while the Police Warrant Unit was phased out. Between June and October, 1973 the functions of the Police Warrant Service Unit were gradually assumed by the Pretrial Services Division. Since that time, the service of all failure to

appear warrants has been under the administration of the Pretrial Service Division.

The underlying reasoning for this transfer of responsibility was that all bail programs were administered through the courts (10% Cash Bail, ROR and the newly established Conditional Release Program). The courts were in the position within the criminal justice system to provide continuity in service. Previously, some records had been lodged with the Police, some with the District Attorney's Office and some with the Pretrial Service Division. Administration was fragmented; the system was bewildering, not only to defendants, but also to those who were involved in the administration of justice. This situation led to frequent administrative errors and often resulted in persons being arrested who should not have been and others remaining unapprehended when they should have been.

Another problem was that the officers in the Police Warrant Unit were often removed from their regular duties and placed on other assignments when the Police Department was short-handed. Finally there was the cost factor. Police officers are paid more than Warrant Service Unit investigators. The general rationale was that the Pretrial Services Unit could do the field work both more efficiently and more humanely. Another reason for the transfer of warrant service responsibility was the fact that the new service would entail much more than the apprehension of fugitives. As pointed out in the grant application, a systematic notification



was to be given to defendants with respect to when and where to show up for hearings. This procedure was to be reinforced with telephone calls, postcards, and field visits -- all of which could be readily coordinated with the operations of the ROR Program and other court bail programs. The new unit, however, was funded at half the level anticipated to be necessary to cut back on the bench warrant backlog.

### SECTION III. EVALUATION ACTIVITIES

#### 1. Nature, Extent and Timing of Evaluation Activities.

Evaluation activities correspond with the evaluation plan. The evaluation specifies a research design which entails data collection from both Courts and Corrections. During the initial evaluation period (July 1, 1974 - January 31, 1975) the following tasks were completed:

- a. Development of data collection format for securing ongoing profile of defendants served by the Warrant Services Unit. This profile, which is a by-product of the monthly sampling which will be used as a continuous monitoring technique (see Release on Recognizance Program Evaluation -- PH-273-74A, submitted February 6, 1975), will readily identify defendants who are responsive to communications efforts from the Warrant Service Unit as contrasted with those who have not responded. Specifically, it will be possible to compare defendants who respond to postcards, phone calls and field visits

with those who are not responsive to these efforts. From this procedure will emerge a high risk profile of defendants who will require other steps to be taken in order to assure their appearance at court and compliance with criminal justice procedures. In short, these profiles will make it feasible to predict defendants who have a high communications risk profile and to take corrective action before failure-to-appear or rearrest actually occurs.

- b. Monitoring and analysis of monthly operating statistics of Warrant Service Unit (presented in results section of this report).
- c. Interviews with Warrant Service Unit personnel as specified in the research plan.
- d. Preparation of cost benefit analysis and efficiency analysis presented in this report.
- e. Analysis of "walk-ins", detailing number of defendants who surrender voluntarily to Warrant Service Unit.
- f. Analysis of compliance with employment opportunity guidelines.
- g. Interviews with court personnel regarding psychological examinations for Warrant Service Unit investigators with particular emphasis on their effect and acceptance of

minority group members as Warrant Service Unit investigators.

- h. Completion of interim evaluation report (issued January 17, 1975) and Refunding Evaluation Report (issued March 1975).
- i. Preparation of in-service training format to be offered to selected members of the Warrant Service Unit. This program will focus on evaluation methods and management techniques.
- j. Development of new criteria for Release on Recognizance which will aid the Warrant Service Unit in estimating risk of flight. This new system (described in the ROR Refunding Evaluation, PH-237-74A, issued March, 1975) will allow Pretrial Services personnel to input specified defendant characteristics under the court computer through a remote terminal and to receive immediate output regarding probability of FTA, speed of return to the system, and rearrest.

#### Data Collection Efforts.

The major source of management information regarding the Warrant Service Unit is the Pretrial Service Division monthly statistical report. The turn-around time on the preparation of this report has been speeded up to the point where data are available for analysis within one month from the time which the

activity took place. Monthly statistical data are employed regularly, both as a management and as an evaluation technique.

The other major source of data for the Warrant Service Unit will emanate from the on-going profile which samples the caseload of the Warrant Service Unit on a monthly basis (described in Section 1). This on-going profile will include a series of demographic indicators, a criminal history, and other relevant information on defendants. The most important by-product of this profile will be an analysis of defendants who have failed to respond to postcards and telephone calls, those who fail to appear, and who are classified as fugitives. The new profile procedure will have the statistical power to discriminate between high risk and low risk groups. As a result, management will be in a much better position to take steps which will result in better communication and compliance by high risk defendant groups. The new profile procedure will also have the capacity to function as an on-line record-keeping procedure (in addition to its capacity to provide statistical estimates of bail risk). While predictive capacity is presently limited to ROR recommendations with respect to risk of flight or recidivism, it is also possible to predict communications risk in the same manner which FTA is now predicted. This procedure will alert the Warrant Service Unit as to special actions which might be taken for high risk defendants.

The following sources of data were used in the preparation

of this report:

- a. Number of defendants released on recognizance per month (July, 1972 - December, 1974), from monthly statistical report.
- b. Number of bench warrants issued per month (July, 1972 - December, 1974), from Pretrial Services monthly statistical report.
- c. Failure to appear rates (July, 1972 - December, 1974):  
(1) for willful failures; (2) for non-willful failures, from Pretrial Services Division monthly statistical report.
- d. Number and percentage of total arrested persons (July, 1972 - December, 1974), (those processed through the Police Administration Building): (1) interviewed by Pretrial Services personnel; (2) recommended for ROR; (3) granted ROR -- all of the above from the monthly Pretrial Services Division statistics.
- e. Fugitive rates (percentage of those willfully missing court appearance during given month who have not yet been apprehended by the investigative staff, July, 1972-December, 1974) for those: (1) recommended for ROR, (2) those not recommended for ROR -- all of the above from monthly statistical report.
- f. Interviews as indicated in previous section.

- g. Data on "walk-ins" (defendants who have failed to appear who subsequently surrender to Warrant Service Unit) from warrant service unit statistics and data received from previous Police Warrant Unit.
- h. Detention population for December, 1971, December, 1972, January, 1973 and January, 1974 supplied by Philadelphia Detention Center.
- i. Number of warrants cleared per month (from Police Department, District Attorney's Office and Pretrial Services Division).
- j. Working hours, staffing, and costs from District Attorney's Office, Police Department and Pretrial Service Division, June, 1972 through December, 1974.
- k. Outstanding fugitive warrants, 1971, 1973, and 1974 from Philadelphia Court of Common Pleas and Municipal Court computer system.
- l. Comparative data from other jurisdictions indicated in footnotes and in refunding report for Release on Recognizance Program.

2. Scope and Limitations of Evaluation.

Monthly data appear to monitor accurately actions taken by the Pretrial Services Unit and dispositions made by the courts and actions taken by the Police. Since no secondary data are

available to validate these data, it is impossible to estimate over-counts or under-counts of various data elements. The evaluator is satisfied, however, with the efficiency of Pretrial Services staff in the collection and tabulation of data. Data are not available for this report describing inputs and outputs from the Detention Center population but some analysis will be presented in the Final Evaluation Report (July, 1975).

In general, the evaluator is satisfied with the scope, reliability and validity of evaluation data. It is still impossible, however, to ascertain from any of the computer system operating in the Philadelphia criminal justice system, the flow of defendants through this system. This is particularly crucial for Corrections and Parole Departments from which entries to the court computer system are slow, incomplete, and give few clues as to the potential for various bail programs which are available. It is recommended that a Bail Eligible Profile be developed for those who are in detention. Through this technique the Pretrial Service Unit would be alerted constantly to those who might be eligible for Release on Recognizance, Conditional Release or 10% Cash Bail. Often, more work needs to be done with the defendant regarding establishment of bail eligibility, clarification of the defendant's status with the Police or District Attorney's Office, or clarification with the Probation Department. While Pretrial Services appears to have adequate profile information on defendants who have been incarcerated for more than 30 days, information is often unavailable

for defendants who have been in detention facilities for shorter periods. Daily profile data on this population would result in much greater speed in bail procedures and a substantial decrease in detention costs.

Pretrial services also conducts daily interviews at the Detention Center. Defendants in this huge facility are often unavailable for interviews (being on kitchen duty, sick call, or on other maintenance details). To speed this procedure it is recommended that all defendant interviews take place at the Police Administration Building. In this manner defendants may be transported in a group, interviewed immediately and then returned to detention.

The evaluator has encountered few difficulties in implementing the evaluation plan. Cooperation from Warrant Service staff has been excellent.

#### Feedback to Project.

1. As a result of previous evaluations several steps have been taken which lead to greater efficiency. Of prime importance is the development of the new ROR criteria, discussed in detail in this report and in the ROR re-funding report.
2. The Warrant Service Unit has instituted a "fail safe" system, as recommended in the previous evaluation report which insures that defendants are not apprehended and brought to the Police Administration Building in error.



Presently, no defendant can be arrested except after verification by a blue warrant in the Warrant Service Unit files. This blue warrant must confirm with other documents which indicate that the defendant has not been arrested previously or who has not appeared voluntarily in connection with the charge.

3. The Warrant Service Unit files which were transferred from the Police Warrant Unit and the District Attorney's Unit in 1973 are now much better organized. Individual case records for defendants are now more concise; information is constantly updated; microfilming is now employed. In general, folders are in much better shape than during previous evaluation period.
4. A new procedure has been instituted for communication between members of the Warrant Service Unit and judges. Previously judges had made direct requests for forthwith warrants to be served to Warrant Service Unit investigators. This often caused a conflict between the basic function of the warrant unit (primarily to serve FTA warrants rather than forthwith warrants) and sometimes resulted in a tendency to undertake functions which had nothing to do with pretrial service. Communications with judges are now mediated through Court Representatives rather than through Warrant Service Unit Investigators. This procedure builds in another fail safe mechanism, which insures that investigators will not be used for

purposes which affect the Court adversely.

5. As recommended in the previous report, a merit system is being established for Philadelphia Court personnel. This should improve enormously the continuity of service and the career line possibilities for investigators and supervisory personnel.

In general, the interaction between the evaluator and administrative staff of the Warrant Service Unit has been productive. There has been a great deal of brainstorming, focusing particularly upon research efforts which will allow the unit to perform its function better. As a result of some of these conversations, it was determined that the profile of defendants having high communication risks should be developed. This is the one example of the technical assistance and consultation provided by the evaluator which has been constantly available to the Warrant Service Unit.

#### SECTION IV. PROJECT RESULTS AND ANALYSIS

##### 1. Project Results.

The results of this project are monitored by a number of performance indicators specified in the research plan. Since the Warrant Service Unit has been operating under the management of the Pretrial Services Division only since October of 1973, comparisons are made with the Police Warrant Unit and District Attorney's Warrant Unit which performed the warrant service functions prior to this time.

One of the difficulties in any program evaluation is answering the question: how do we know when the program has been a success? We also pose the question: successful compared to what? These queries lead to the issue of standards, or some sort of bench mark against which to judge program defectiveness and efficiency. While nationally recognized standards are being developed for Release on Recognizance, few standards exist for warrant service. As a consequence, results analyzed here compare program efforts in Philadelphia during various time spans and under various administrative units.

Central to any program which serves a large number of defendants is the organization's capacity to dispense service in an efficient manner. Efficiency, as suggested here, infers a ratio of program input to program output. These ratios may be viewed as a kind of inventory system. An even ratio suggests that defendants are being processed consistently through the criminal justice system in an even flow. Widely diverse ratios (on a month-by-month comparison) infer an uneven work flow and bottlenecks in the system.

The first measure employed is the ratio of warrants received per month by the Warrant Service Unit as compared to the number of warrants cleared (Table 1). A "clearance" suggests an apprehension or other procedure which results in acceptable explanation of why the defendant did not appear at the scheduled time. Table

1 shows these ratios for three periods: June, 1972 through December, 1972; January, 1973 through December, 1973 (Pretrial Service Division assumed the warrant service function in September, 1973); and January, 1974 through December of 1974, when all warrants were served by the Warrant Service Unit which was administered by the Pretrial Services Division. In 1972, during the average month (Table 1), 96% of the warrants received were cleared. By 1973, a transition year for the administration of the Warrant Service Unit, this figure had decreased slightly to 94%. However, in 1974, when this function was totally assumed by the Pretrial Services Division, the Warrant Service Unit cleared 127% of the warrants received per month. This comparison reveals that the unit is removing some of the warrant backlog of previous years and that it has achieved a substantial gain in effectiveness (in terms of the number of warrants cleared). The 1974 figures verify that the unit has a capacity to make great inroads in decreasing the backlog of outstanding warrants which existed in previous years. This is particularly commendable, in view of the fact that the unit currently operates at half the strength of previous units.

The primary difference between the present warrant service effort and those conducted by the Police and District Attorney's Office is in the scope of service, which has been broadened substantially. Rather than simply serving warrants, as done previously, the unit employs a substantial communications effort --

telephone calls, postcards and field visits. Also, through a greater breadth of contact within the defendants' neighborhoods, warrant service investigators are able to provide better information about the workings of the criminal justice system, which should also result in greater efficiency throughout the entire Pretrial Services Division.

If the Warrant Service Unit is communicating effectively, the number of fugitives who surrender voluntarily should increase. Table 2 compares voluntary surrenders (walk-ins) for the periods of May through December of the years 1972, 1973, and 1974. For the earliest year, 1972, the number of walk-ins averaged 201 per month. In 1973 this figure increased to 237. By 1974, (when the Warrant Service Unit was in full operation) the figure dramatically increased to an average of 286 walk-ins per month. Interviews with Warrant Service Unit personnel attribute this trend to better communications efforts and to new procedures which were worked out within the Pretrial Services Unit. Prior to 1974, defendants who surrendered voluntarily were often incarcerated or placed in temporary detention in the City Hall until their hearing. Thus, if a defendant surrendered in the morning, he was often incarcerated for the rest of the day (or sometimes several days). Presently, when a defendant surrenders voluntarily, unless he has committed a very serious crime, he is not detained. Instead he is released on recognizance until the time of his hearing. According to warrant service investigators, this information has filtered into the defendant

community, resulting in a much greater percentage of voluntary walk-ins. Considering that the investigative cost is currently approximately \$18 per retired warrant, it is estimated that these new procedures have resulted in a savings to the criminal justice system of approximately \$12,000 to \$15,000 per year. Moreover, investigators are free to work on more difficult fugitive cases which previously would not have received this attention. In general, the communications component of the warrant service effort, appears to have resulted in a decrease in the fugitive rate by approximately 10% per month.

As of January 30, 1974 the Police Department listed approximately 8,500 outstanding warrants. Since that time over 3,000 of these warrants have been removed through an administrative screening process by the District Attorney's Office. This procedure, known as administrative withdrawal, allows the Warrant Service Unit to set a more effective priority in dealing with those warrants which remain. Still, a large number of these warrants should be classified as inactive. The Court's computer system lists outstanding warrants beginning in 1971, by the month which they are issued. A cumulative total up to this point is approximately 8,000 outstanding warrants. The Warrant Service Unit, in performing its functions with increasing efficiency, has made some inroads also in decreasing the number of outstanding warrants.

It is recommended that a periodic review be made by the Warrant Service Unit in conjunction with the District Attorney's

Office of the backlog of outstanding warrants. All warrants should be classified according to a priority. Since the District Attorney's Office is now classifying its active caseload (those defendants who are to be tried within the next few months) by a new inventory system which assigns a priority, a similar procedure might be applied to the backlog of outstanding bench warrants, whereby they are classified in terms of importance by the District Attorney's Office and the Courts. At the moment, however, interviews with both the District Attorney's Office and Warrant Service personnel suggest that no consensus exists on what the backlog problem actually means. All are agreed, however, that the very existence of the backlog is still a thorn in the collective side of the criminal justice system. Efforts should be taken to remedy this situation.

Several cost efficiency measures were also computed for the Warrant Service Unit. During 1974 one warrant was disposed for approximately every four investigative hours (Table 3). In other words, .27 warrants were disposed per hour of investigative time. In the last four months of 1973, the initial period which the Warrant Service Unit was under the administration of Pretrial Services, one warrant was disposed for approximately every five hours of investigative time. Thus, in terms of the number of warrants serviced per hour of investigative time the unit achieved a 25% increase in efficiency during the last year. During the previous period, when the District Attorney's Warrant Service Unit staffed the unit, the number of warrants disposed

per investigative man hour fluctuated vastly from .08 to 1.3. (Evaluation Report, Investigation and Warrant Service Unit, February 1, 1974). These data indicate that it currently requires approximately four man hours to dispose of one warrant. A two man team disposes of a warrant every two hours. Last year it required 2-1/2 hours to dispose of one warrant.<sup>1</sup>

Cost figures for the Warrant Service Unit and the Police Warrant Unit which preceded it are shown in Table 4. Investigative cost for serving one warrant in 1974 was \$18.31 (Table 4). During the last four months of 1973, when responsibility for warrant service was shifted from the District Attorney's to Pretrial Services, the average cost per month was \$29.92. Thus, the cost per warrant served decreased markedly. The Warrant Service Unit has managed to reduce the cost by \$11.61, or 39%, between 1973 and 1974. An even more distinct contrast is the cost per warrant during 1972 (when the District Attorney's Office served warrants) and 1974 (Table 4). Within that time span the cost of serving a typical warrant decreased by \$43.69, a decrease of over 70%. Overall, this improvement in performance can be traced principally to better notification and communications effort, which is due, in turn, to the sound planning and efficient management of the project.

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<sup>1</sup> These figures do not include clerical time, supervisory time and administrative time.



A more fundamental question relating to the Warrant Service Unit and the entire Pretrial Service Division is the impact on the detention population. Since the greatest proportion of working time is devoted to serving FTA warrants, it can readily be understood that a consequence of this activity may actually be that more defendants are incarcerated. The broader philosophy of the Pretrial Services Division, including the Warrant Service Unit, however, encompasses the prevention of incarceration, principally through an efficient communication process. By maintaining contact with defendants regarding court hearings and other justice procedures, the basic goal is to divert them from the costly dehumanizing experience of detention.

A comparison on the Philadelphia detention population for four points in time is shown in Table 5. The latest count shows a decrease in the detention population from a year ago (December, 1974).

In summary, these indicators suggest that the cost per disposed warrant has been reduced as a result of placing the warrant service function under the administration of the Pretrial Services Division. Over the last year (1974) efficiency has increased markedly. Indicators such as the percentage of warrants cleared per month, the number of walk-ins and cost efficiency and hour efficiency suggest a dramatic increase in efficiency during the last year. The potential for even greater effectiveness is clearly revealed in interviews conducted with staff. The need to innovate and to attempt different ways of communication with

defendants regarding court procedures remains. The need for expansion of the Conditional Release concept, particularly with regard to the supporting agencies which can help in the diversion is most pronounced. As the effect of the new communications effort with defendants is monitored more accurately and specialized techniques employed for defendants having different bail risks, even greater gains in efficiency should be obtained.

Finally, the effect of the efficiencies of Warrant Service operation are reflected in Release on Recognizance operating trends. During the last year there has been a significant decrease in the failure to appear rate (Table 7). Also the fugitive rate has declined significantly (Table 7). Finally, the overall efficiency index for the Release on Recognizance Project has increased dramatically (Table 8). This latter figure considers defendant input and outputs in terms of successful court appearance. Comparing the Philadelphia ROR efficiency with that of other cities reveals that it is dramatically higher than any other jurisdiction (Table 9). This augmented efficiency must be attributed in part to the successful operation of the Warrant Service Unit.

#### Other Factors Effecting Results.

##### a. Administrative Structure.

Overall, the administrative capacity of the Pretrial Services Unit is more than adequate to manage the project. Administrative efficiency appears excellent. Remembering

however, that the unit has police powers, including those of arrest, and that investigators are armed with handguns, administrative controls and training must approximate those of the police. Careful inventories of weapons and ammunition must be maintained; the defense skills of police officers must be developed and practiced. The function of the unit is somewhat different from normal police activity in that it entails much more emphasis on communication with defendants. The role of the investigator is difficult in that it entails a sensitive balance between the authority components of an officer and the empathetic qualities of someone who must communicate effectively with defendants. An over-abundance of either authoritarian qualities of sympathetic empathy will result in failure to perform the investigative function adequately. Efforts should be made to spell out the professional qualities of the Warrant Service Unit investigator in more detail. This should include both a code of ethics and a portrayal of the spirit in which activities connected with the Pretrial Service Unit are carried out. Always, it is necessary to keep in mind that the investigator is carrying out a court function, not a police function. This role, with all its attributes, must be spelled out in explicit detail. Evaluations of performance should take into consideration the investigators general demeanor in communicating with defendants as well as his capacity to

apprehend fugitives.

b. Operation and Management.

Since the Pretrial Service Division has administered the Warrant Service Unit, both the number of investigators and the number of man hours worked per month has declined substantially. This is the direct result of the unit's being staffed at about one-half of the level it was called for in the original plan. If the number of outstanding warrants is to be reduced and greater gains in efficiency are to be achieved, an increase in the staff is required immediately.

c. Personnel.

Staff appears to be well qualified for warrant service functions. Since the inception of the program no brutality complaints have been lodged. Nor have any defendants been assaulted or shot by investigators. In general, investigators, supervisors, and administrators appear qualified to perform warrant service functions effectively.

d. The Evaluation Process.

All staff members interviewed were cooperative with the evaluator. Information was provided punctually; there was no hesitation to discuss the strengths and weaknesses of the project.

e. Planning.

Planning appears adequate. The fundamental problem is that the staff level is not the one specified in the original plan. Better planning and management will be possible when profile data showing the response of various segments of the defendant caseload to communications effort are presented. At this point, all defendants should be classified with respect to communication risk, as well as FTA risk and rearrest risk. Depending upon this risk classification, different methods -- personal visits, or contact with members of the community who can communicate with particular defendants might be attempted.

f. Basic Approach or Method.

The basic approach employed appears adequate to attain the project objectives as specified. The investigators carry out their quasi-police and communications functions well. Communications efforts appear to have a beneficial impact on project efficiency. However, much remains to be learned regarding how to communicate with defendants. As was recommended in the ROR Refunding Evaluation, project administration needs to explore various ways of reaching out into the community. Possibilities include establishment of offices at neighborhood locations, the use of indigenous neighborhood personnel for certain purposes, the use of settlement houses or other neigh-

borhood institutions as an intermediary in providing information regarding the criminal justice system such as court appearances. Also, while the Court has the capacity to punish those who do not live up to its rules, it does not have the capacity to reward defendants for performing well (appearing in court). Some psychological mechanism needs to be developed which rewards people for complying with the justice system, despite the fact that they may be incarcerated as a result of appearing in court.

g. Funding.

As indicated previously, funding is still inadequate. Additional investigators are required. If innovative approaches employing more counseling or communication between the initial arraignment and final disposition are to be attempted, additional personnel will be required. If operations are expanded to include neighborhood locations, additional personnel will be required.

h. Allocation of Resources.

Allocation of resources by the Pretrial Services Unit administration appears satisfactory.

i. External Events.

Several times during the last few years judges have asked investigators to serve forthwith warrants in situations which may have been unwarranted. One of

these instances received wide media exposure and had an adverse impact upon the image of the Pretrial Services Unit. It is recommended that the Court administrators take steps to prevent future occurrences of this sort.

3. Impact of the Project.

a. Impact on Problem as Specified in Subgrant Application.

The project has impacted all of the problems described in the grant application, including the number of outstanding warrants left over from previous years. General performance, given the limited resources which have been employed has, increased dramatically during the last year. In short, the project has been successful in achieving its goals. These are primarily the service of bench warrants and the prevention of failures to appear and recidivism.

b. Impact on the Criminal Justice System.

The Pretrial Services Unit has two major functions: (1) making recommendations regarding bail and pretrial release and (2) diversion functions -- including the prevention of failure to appear and making recommendations for Conditional Release whereby persons receive treatment for certain personal disfunctions (such as alcoholism or drug addiction) rather than being incarcerated. As demonstrated by the data reviewed previously,

the unit diverts many defendants into constructive alternatives and thereby saves many costs to the criminal justice system and to the society in general.

4. Alternative Resource Allocation.

The evaluator has inspected the ROR budget and determined that internally the project is managed well. In fact, few alternatives exist within the present budgetary constraints. While there is no alternative to the employment of Warrant Service Unit investigators, there may be some important ways of supplementing their services: through more effective communications efforts in neighborhoods, through better media exposure. While the unit serves the courts and the justice system well, it is insulated from the community by several layers of bureaucracy. Thus, it is difficult to plan pretrial services in terms of overall community needs. It is recommended that the Court Administration attempt to develop better overall liaison with the other agencies in the community which are employed in diversion services (i.e., the mental health agencies, alcoholism and drug treatment agencies, welfare agencies and traditional United Way agencies.)

5. Comparison with Other Projects of this Type.

The Philadelphia Pretrial Services Unit, including ROR, Conditional Release and the Warrant Service Unit provides a broader scope of services than most similar agencies throughout the country. The Philadelphia project is unique with



respect to its systematic application of point criteria in the granting of ROR and Conditional Release. Most jurisdictions have failed to apply modern management techniques as effectively as is done in Philadelphia. FTA rates in other jurisdictions vary from 28% in Cleveland, 7% in Washington, D.C., and 9.9% in New York City (Refunding Evaluation Report, 1974). Philadelphia's 7.3% FTA rate appears to be relatively low as compared with these other cities. Moreover, the efficiency ratio for the entire ROR program is substantially higher than any of the other major cities surveyed (Table 9).

a. Results Expected in the Absence of Project.

In the absence of the Warrant Service Unit, failure to appear warrants would have to be served by another unit of the criminal justice system, thereby reducing the effectiveness of either the Police or District Attorney's Office. Neither of these units is capable of the communications efforts and follow-up with defendants which is currently possible through the Warrant Service Unit; thus the failure to appear rate and fugitive rate would be much higher. And that result would be much higher cost to the criminal justice system and to society in general.

6. Implications for Criminal Justice System.

The increased emphasis upon communication with defendants employed by the Warrant Service Unit suggests that other segments

of the criminal justice system might benefit by investing more resources in this direction. Possibly Parole, Corrections, and District Attorney's Offices might also benefit from a notification system.

7. Cost Effectiveness.

Cost benefits of warrant service are discussed in Section 3. Based on the average detention cost of \$19.00 per day, assuming conservatively that defendants released annually on their own recognizance would spend a week each in jail if there were no Pretrial Services Unit incarceration, costs alone would be \$2,196,000. This figure does not, of course, take into account the other costs to the criminal justice system, let alone the lost wages, lost taxes, welfare costs and other social costs such as divorce and mental illness which are linked with incarceration. Moreover, without the Pretrial Services Program, new detention facilities would be required, the current cost of which is estimated to be over \$30,000 per detainee. (Conditional Release for the City of Philadelphia, pp. 12a-j15). Finally, because of the services of the Warrant Service Unit, a large number of potential felonies are deterred, resulting in a decrease in the overall crime rate for the City of Philadelphia.

SECTION V. FINDINGS AND RECOMMENDATIONS

1. Conclusions.

a. Fulfillment of Project Objectives.

As stated in Section IV, Project Results correspond with

those anticipated in the project application. Specifically, in those terms specified -- fugitives surrendering voluntarily, investigative cost per warrant served, FTA rates, fugitive rates and a decrease in the warrant backlog -- all indicate the project objectives were met.

b. Impact on the Problem.

The Warrant Service Unit not only appears to have addressed an important problem in helping to provide a viable alternative to money bail, but the criminal justice system probably could not survive in its present form without the project.

c. Cost Effectiveness.

Cost effectiveness had been analyzed extensively in previous sections. Comparing this unit with the District Attorney's Warrant Unit and the Police Warrant Unit which preceeded it, the present effort has increased efficiency by approximately 40%. Savings in incarceration costs alone are over two million dollars per year. Moreover, savings in human terms, linked to a viable alternative to incarceration, are substantial.

d. Factors Effecting Project Success.

The project's sound design and planning appear to be the major factors impacting project success. Secondly, the administration of the project, which is carried

out by professional court administrators, appears excellent. The project, including the director and his staff, has achieved national recognition in the pretrial services field.

2. Recommendations.

a. Appropriateness and Practicality of Project Objectives.

Based on proven performance, the appropriateness and practicality of the project objectives have been demonstrated. In evaluation terms, the project is effective. It meets the goals as specified. Again, it must be emphasized that at this point in the project no modal shifts in the goals appear warranted. Rather, refinement of objectives relating to project efficiency are required. Once the project has identified a profile of defendants having various bail risks, appropriate methods of communication should be devised for each group. As the base expectancy rate (regarding failure to appear or recidivism) is established for each group, quantified objectives in terms of reduction in these rates should be established. Only through a careful monitoring of detailed data regarding specific target groups can efficiencies of this type be obtained.

b. Value of the Basic Method and Approach.

No alternative (known to the evaluator) to the present method could achieve the same objectives as

efficiently. While some extensions and innovations may be achieved, no basic restructuring of the Warrant Service Unit seems feasible or practicable.

c. Operation of the Project.

Planning. Court administration and ROR administration should develop a plan having a much longer time frame -- approximately five years. Planning should take into consideration the community resources for diversion from incarceration -- community agencies offering services which might be used by the Conditional Release Program. In addition, explorations of other cities or jurisdictions which employ neighborhood locations and indigenous residents in their operations should be made. One caveat, however, is that although such operations are receiving a great deal of attention in the literature, their efficiency and overall worth has yet to be adequately demonstrated.

Staffing. It is recommended that the Warrant Service Unit be brought up to full strength immediately. It is currently operating at half strength.

d. Modifications in Project Objectives, Methods and Operations.

It is recommended that the Warrant Service Unit consider employing several women as investigators. It is also recommended that the administration explore, in detail,

the role of the Warrant Service investigator and specify an overall philosophy and related behavior and attitudes which support this role. As this new role becomes more concrete, more effective communication with defendants will be achieved, resulting in even more efficiency in project operation. Also, more attention needs to be devoted to developing monthly operational statistics for the Warrant Service Unit. At present, units of activity and results are still crudely classified in terms of warrants served. Considering the fact that communications efforts including postcards, telephone calls and field notifications comprise the most innovative aspect of this project, this element of project management is curiously neglected in project monitoring. The present emphasis upon warrants served precipitates a police mentality among warrant service investigators, rather than the service orientation, which might be enhanced by visibly displaying communications efforts and their relative success to the staff.

e. Cost of the Project.

The cost of the project, as originally budgeted, appears accurate. Unfortunately, investigative staff is operating at half the planned level. It is recommended that the investigative force be brought up to strength.

f. Continuation of the Project.

Refunding is recommended. A longer planning frame needs to be developed, however, projecting Warrant Service Unit efforts at least five years into the future.

g. Evaluation of the Project.

Future evaluations should focus upon evaluation of the impact of communications efforts. An experimental design should be formulated whereby different client groups receive different forms of communication. Impact should be measured in terms of both costs and behavioral change.

The development of the on-going profile with defendants having different bail risk and communication risk (June, 1975) should produce a classification of defendants for this purpose. Careful attention should be given to the research design for FY 1976 and subsequent years to insure that the effect of these communication efforts are carefully monitored and adjustments in the program are made when warranted.

The cost benefit and cost effectiveness measure employed in the present evaluation should be continued, expanded and modified to include the cost effectiveness of communications efforts beyond the service of warrants.

That is, postcards, phone calls and other communications

efforts should be conceptualized as input units and changes in FTA or fugitive rates as output units. Both inputs and outputs could be costed out, resulting in a series of cost benefit ratios for different communications efforts.

Warrant Service operational statistics should assume an increasing importance in the monthly statistical report of the Pretrial Services Division. Monthly tabulations of phone calls, postcards, field visits, walk-ins and other selected activity measures should be included. Finally, an efficiency index similar to the one employed for ROR should be developed for the Warrant Service Unit.

Implications of the Project for Governor's Justice Commission Policy.

There are few preventative efforts which register such a dramatic impact in terms of deterrence. In one sense, the Pretrial Services Unit has a captive audience, in that defendants are legally obligated to adhere to most of its recommendations. The Governor's Justice Commission and the Law Enforcement Assistance Administration have placed a great deal of emphasis upon their activities with Police Departments. On the judiciary side, certain model projects, such as the Philadelphia Pretrial Services Division and its Warrant Service Program should be held forth as successful examples of how LEAA can work. The fact that this project is not only successful in administering justice humanely,



but is also acting as a preventative agent which actually deters crime is not widely known by either criminal justice personnel or by the public. The innovative qualities of this project and management and operation of this project should serve as bench marks by which other projects throughout Pennsylvania and in other states can be evaluated. While this project, like all others, is not without its problems, its strong points certainly outweigh its negative qualities. Its objectives are simple and direct. It has demonstrated its capacity to perform efficiently the objectives which have been outlined. In short, something can be learned from this project concerning the manner in which other LEAA projects can be planned and operated effectively.

## APPENDIX

### Equal Employment Opportunity Commission Compliance

1. The Philadelphia Court of Common Pleas and Municipal Court has filed an Equal Opportunity Program Plan which includes both the Release on Recognizance Program and the Investigation and Warrant Service Unit project. This plan confirms to EEOP guidelines.
2. The Pretrial Services Division has provided evidence that it is carrying out all of the guidelines as specified.

A project breakdown by position, ethnicity, and sex as specified in Governor's Justice Commission Evaluation guidelines is shown on the following tables. The project appears to be in compliance with these guidelines.

EQUAL EMPLOYMENT OPPORTUNITY PROGRAM CERTIFICATION

I, Dewaine L. Gedney, Jr., certify that the  
(person filing application)  
Pretrial Services Division has formulated  
(criminal justice agency)

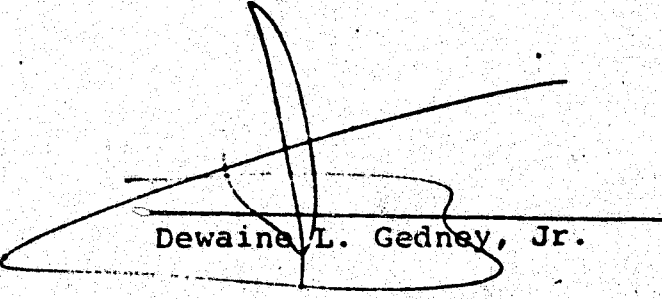
an equal employment opportunity program in accordance with  
28 CFR 42.305, et. seq., Subpart K, and that it is on file in the

office of Court of Common Pleas  
(name and title)

at City Hall  
(address)

for review or audit by officials of the Pennsylvania Governor's  
Justice Commission or the United States Law Enforcement Assistance  
Administration, as required by relevant laws and regulations.

Dated: 9 May 1974

  
Dewaine L. Gedney, Jr.

See attached statement.

A written EEO plan is on file with the Personnel Office of the Court of Common Pleas. In addition to the standards outlined in this plan, the Pretrial Services Division has affirmatively pursued nondiscriminatory hiring in the following ways: (1) Job preference is given to any fluent in Spanish. (2) The prior experience requirement has been waived for minority group members. (3) A policy of active recruitment has been pursued through community and minority based organizations, such as the Black Law Students Organization, the Spanish Speaking Council, and the Mayor's Spanish Speaking Advisory Council.

TABLE A  
POSITION LEVEL BY ETHNICITY

Release on Recognizance  
and  
Investigation and Warrant Service Unit  
March 1975

Position Levels	Salary Ranges	Negro	Spanish	Asian Amer.	Women	Total
PR-25	\$15,184-16,829				1 100%	1
PR-22	13,461-14,871	2 66.7%				3
PR-17	11,613-12,776				2 100%	2
PR-16	11,309-12,428				1 100%	1
PR-15	11,039-12,114	2 50%				4
PR-12	10,263-11,211				1 100%	1
PR-11	9,996-10,907				1 100%	1
PR-10	9,697-10,567	13 86.7%	2 13.3%			15
PR-8	9,128-9,922	1 100%			1 100%	1
PR-7	8,801-9,550				2 100%	2
PR-6	8,439-9,143	4 19%	1 5%		7 33.3%	21
PR-3	7,366-7,921	3 37.5%			8 100%	8
Totals		25 39.1%	3 5%	0	24 37.5%	64

TABLE B  
POSITION LEVEL BY ETHNICITY

Release on Recognizance  
and  
Investigation and Warrant Service Unit  
March 1975

Position Levels	Salary Ranges	Negro	Spanish	Asian Amer.	Women	Total
PR-25	\$15,184-16,829				100%	100%
PR-22	13,461-14,871	67%			0%	100%
PR-17	11,613-				100%	100%
PR-16	11,309-12,428				100%	100%
PR-15	11,039-12,114	50%			0%	100%
PR-12	10,263-11,211				100%	100%
PR-11	9,996-10,907				100%	100%
PR-10	9,697-10,567	72%	11%		0%	100%
PR-8	9,128-9,922	100%			100%	100%
PR-7	8,801-9,550				100%	100%
PR-6	8,439-9,143	19%	5%		33%	100%
PR-3	7,366-7,921	38%	0%		100%	100%
Total		39%	5%	0%	38%	100%
Phila. Standard Metropolitan Statistical Area		18%	1%	0%	52%	

TABLE A1

INVESTIGATION AND WARRANT SERVICE UNIT

## EQUAL EMPLOYMENT OPPORTUNITY PROGRAM CERTIFICATION

Job Category	Principal Duties	Annual Pay	Total # of Employees	# of Males	# of Females	# of Employees by Race				# %
						Black	White	Spanish	Other	
Shift Supervisor	Supervisor of entire shift; effective operational head	\$13,461	2	2		1 50%	1 50%			# %
Chief Field Investigator	Supervisor of field investigation teams	\$11,039	2	2		2 100%				# %
Administrative Investigator	Supervisor of Hearing Room & Extraditions	\$10,800	1		1		1 100%			# %
Field Investigator	Learn community; encourage voluntary dispositions; prevent failures to appear	\$ 9,697	16	16		9 56%	5 31%	2 13%		# %
Clerk-Typist	Preparation of daily reports to District Attorney, Police & courts	\$ 7,551	1		1		1 100%			# %
Data Collector	Assembling records for statistical purposes	\$ 7,366	1		1	1 100%				# %



TABLE 1  
WARRANTS RECEIVED AND CLEARED BY MONTH  
June 1972-December 1974

	1972			1973			1974		
	Rec'd	Cleared	Percent Cleared	Rec'd	Cleared	Percent Cleared	Rec'd	Cleared	Percent Cleared
Jan.	*	-	-	871	938	107.7	729	829	113.7
Feb.	*	-	-	764	892	116.7	652	703	107.8
March	*	-	-	887	912	102.8	666	752	112.9
April	*	-	-	971	1,005	103.5	946	1,009	106.7
May	*	-	-	1,012	895	88.4	818	873	106.7
June	1,198	1,181	98.6	823	736	89.4	786	1,002	127.5
July	941	984	104.6	889	773	86.9	905	1,570	173.5
Aug.	1,114	1,172	105.2	978	835	85.4	692	1,273	183.9
Sept.	1,077	987	91.6	**897	**684	**76.2	897	1,340	149.4
Oct.	1,121	1,118	99.7	1,011	883	82.4	695	885	127.3
Nov.	925	916	99.0	740	637	86.1	620	704	113.5
Dec.	1,070	805	75.2	684	685	100.1	793	784	98.9
Monthly Average	1,064	1,023	96.2	877	823	93.8	767	977	127.4
TOTAL	7,446	7,163	96.2	10,527	9,875	93.8	9,199	11,724	127.4

\*Data unavailable  
\*\*Beginning in September 1973 warrant service in Philadelphia was completely staffed and administered by Pretrial Services. Prior to this time, warrants were served by the Police Department, the District Attorney's Office, and the Pretrial Services Division

TABLE 2  
NUMBER OF FUGITIVES  
SURRENDERING VOLUNTARILY BY MONTH  
May 1972-December 1974

	1972		1973		1974	
	Number	Moving Average	Number	Moving Average	Number	Moving Average
Jan.	*	-	*	-		
Feb.	*	-	*	-		
March	*	-	*	-		
April	*	-	*	-	324	
May	243	234.2	217	259.3	272	302.0
June	200	225.7	264	232.7	310	307.0
July	260	230.7	217	252.3	339	301.3
August	217	205.7	276	242.7	255	302.3
Sept.	215	216.7	235	257.7	313	273.0
Oct.	185	224.7	262	240.3	251	259.0
Nov.	250	242.7	224	228.0	213	254.0
Dec.	239	242.3	198		298	
AVERAGE	201		237		286	

\*Data unavailable

TABLE 3  
WARRANTS DISPOSED BY INVESTIGATIVE MAN HOURS  
September 1973-December 1974

	Supervisory Staff(2)	Hours Chief Field Investigators (4)	Field Investi- gators	Total Investigative Hours <sup>1</sup>	Investigative Warrants—Hours Warrants Disposed	Warrants Disposed Per Hour
1973						
Sept.	335.25	608.25	3364.50	3516.6	684	0.194
Oct.	289.50	637.50	3390.00	3549.4	833	0.235
Nov.	311.25	617.25	3588.37	3742.7	637	0.170
Dec.	302.25	589.50	3318.00	3465.4	685	0.198
Average	309.56	613.13	3415.22	3568.5	709.8	0.199
1974						
Jan.	330.00	637.50	3735.00	3894.4	829	0.213
Feb.	285.00	525.00	3142.50	3273.8	703	0.215
March	315.00	555.00	3690.00	3828.8	752	0.196
April	292.50	615.00	3660.00	3813.8	1009	0.265
May	322.50	682.50	4192.50	4363.1	873	0.200
June	285.00	652.50	3630.00	3793.1	1002	0.264
July	345.00	690.00	3630.00	3802.5	1570	0.413
Aug.	337.50	750.00	3937.50	4125.0	1273	0.309
Sept.	300.00	645.00	3787.50	3948.8	1340	0.339
Oct.	277.50	615.00	3495.00	3648.8	885	0.243
Nov.	285.00	360.00	2940.00	3030.0	704	0.232
Dec.	232.50	322.50	2542.50	2623.2	784	0.299
Average	300.63	587.50	3531.88	3678.7	977.0	0.266

<sup>1</sup>Excludes all supervisory staff time and three-fourths of Chief Field Investigators' time (Chief Field Investigators spent approximately one-quarter of their time in actual investigation).

TABLE 4  
INVESTIGATIVE COST PER RETIRED WARRANT  
June 1972-December 1974

	Police and District Attorney Warrant Unit	1972	1973	Pretrial Services Division Warrant Unit	1973	1974 <sup>1</sup>
January	*					\$22.37
February	*		\$29.06			22.18
March	*		17.19			24.23
April	*		48.15			18.00
May	*		43.69			23.80
June	*		49.06			18.04
July	\$60.62		60.67			12.05
August	72.76		60.30			16.12
September	61.09		54.94			14.65
October	73.29	(Average)	\$45.38	\$30.74		20.50
November	64.70			25.24		21.36
December	47.94			33.01		16.61
(Average)	\$62.00			30.69	(Average)	\$18.31
				(Average)	\$29.92	

\*Cost data are unavailable prior to June 1972.

<sup>1</sup>Pretrial Services began administration of warrant service in September 1973. Previously, the function was shared by the police and district attorney's office.

TABLE 6

## COMPARISON OF RELATIVE WEIGHTINGS OF CURRENT POINT SYSTEM WITH PROPOSED NEW SYSTEM\*

	Current System Criteria		New FTA		New Slow Return		New Rearrest Same Charge		New Rearrest Different Charge		New System Weighted
	Pts.	%	Pts.	%	Pts.	%	Pts.	%	Pts.	%	Avg. 1-4
Residence and Community Ties <sup>1</sup>	4	19.0	371	21.0	1367	42.2	130	5.0	341	8.8	19.3
Family Points <sup>2</sup>	4	19.0	29	1.6	84	2.6	37	1.4	68	1.7	1.8
Economic and Employment <sup>3</sup>	4	19.0	189	10.7	536	16.5	491	19.0	380	9.8	14.0
Prior Record Points <sup>4</sup>	4	19.0	976	55.1	589	18.2	1629	63.0	1851	47.5	46.0
Character Points <sup>5</sup>	5	24.0	16	1.0	84	2.6	87	3.4	59	1.5	2.1
Age <sup>6</sup>	Omitted		189	10.7	581	17.9	210	8.1	1197	30.7	16.9
TOTAL	21	100.0	1770	100.1	3241	100.3	2584	99.9	3896	100.0	100.1**

\*Weightings reflect theoretical maximum of total allowable points.

\*\*Reflects weighted average.

<sup>1</sup>Under current system includes: (a) length of time lived in Philadelphia, (b) length of time at present residence, (c) length of time at prior residence. Under revised system includes: (a) length of time at present address, (b) whether phone at address, (c) whether defendant has identification on person, (d) utilities under defendant's name, and (e) resides in owner occupied dwelling unit.

<sup>2</sup>Under current system includes: (a) whether living with family and (b) contacts with family members. Under new system includes (a) whether living with spouse, (b) whether defendant is married.

<sup>3</sup>Under current system includes: (a) whether employed, (b) whether employer will retain defendant. Under revised system includes: (a) amount of money owed, (b) whether employed and (c) length of time on present job.

<sup>4</sup>Under current system includes: (a) felony convictions and (b) misdemeanor convictions. Under revised system includes: (a) previous FTA record, (b) 6-month prior arrest record for same charges and different charges, (c) FTA's in last six months, and (d) arrest record for past 15 years.

<sup>5</sup>Under current system includes: (a) FTA record and (b) evidence of alcohol or drinking problem. Under revised system includes urinalysis re: heroin or morphine only.

<sup>6</sup>Age not included in current system.

TABLE 5  
PHILADELPHIA DETENTION POPULATION  
1971 through 1974\*

Date	Category Under Sentence	Detentioners	Total
December 1971	521	2,071	2,592
December 1972	400	2,320	2,720
December 1973	429	1,974	2,403
December 1974	482	1,834	2,323

\*All information from Philadelphia Detention Center for a single day during the month indicated.

**TABLE 8**  
**RELEASE ON RECOGNIZANCE OPERATING TRENDS**

Item	Jul.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	TOTAL
Recommended ROR Fugitive Rate <sup>1</sup>			1972				1973						
	2.0%	1.5%	<u>1.4%</u>	2.3%	2.0%	1.8%	<u>1.3%</u>	1.3%	1.5%	2.4%	1.2%	1.2%	1.7%
			1973				1974						
	3.0%	1.7%	<u>1.6%</u>	2.5%	1.8%	1.6%	<u>1.5%</u>	1.1%	0.9%	1.9%	1.8%	2.1%	1.8%
	2.4%	2.3%	<u>2.3%</u>										
Not Recommended for ROR Fugitive Rate <sup>2</sup>			1972				1973						
	5.4%	8.6%	<u>8.8%</u>	6.9%	6.9%	4.6%	<u>4.8%</u>	3.5%	2.8%	3.7%	3.5%	1.0%	5.0%
			1973				1974						
	4.6%	3.4%	<u>2.7%</u>	3.7%	4.3%	3.5%	<u>4.5%</u>	1.8%	3.1%	4.0%	4.6%	4.6%	3.7%
	4.4%	4.3%	<u>5.3%</u>										
Efficiency Index <sup>3</sup>			1972				1973						
	276	300	<u>340</u>	338	328	347	<u>326</u>	412	399	406	396	378	353.8
			1973				1974						
	411	426	<u>426</u>	438	439	433	<u>405</u>	439	452	415	401	409	424.5
	417	410	<u>405</u>	406	435	446							

<sup>1</sup>Fugitive Rate (See Footnote #3) for those recommended for ROR.

<sup>2</sup>Fugitive Rate (See Footnote #3) for those not recommended for ROR.

<sup>3</sup> $\Sigma$  Persons Granted ROR  $\div$   $\Sigma$  Persons Interviewed at Police Administration Building  $\times$   $\Sigma$  Persons Appearing at Scheduled Hearings  $\div$  Persons Scheduled to Appear at Hearings  $\times$  1000.

**TABLE 7**  
**RELEASE ON RECOGNIZANCE OPERATING TRENDS**

	Jul.	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	TOTAL
FTA Warrants Issued			1972				1973						
	250	247	<u>250</u>	256	192	167	<u>162</u>	163	206	248	233	230	2,604
			1973				1974						
	279	294	<u>272</u>	302	253	237	<u>279</u>	155	200	247	308	235	3,061
	217	239	<u>225</u>	203	195	211							
Total FTA Rate <sup>1</sup>			1972				1973						
	8.5%	8.0%	<u>8.2%</u>	7.7%	6.2%	5.8%	<u>5.7%</u>	6.6%	7.2%	8.5%	7.3%	8.0%	7.9%
			1973				1974						
	9.6%	8.7%	<u>8.2%</u>	8.2%	7.7%	8.0%	<u>8.0%</u>	4.6%	5.6%	6.3%	7.0%	6.9%	7.3%
	7.4%	9.0%	<u>8.2%</u>	7.8%	7.2%	7.2%							
Willful FTA Rate <sup>2</sup>			1972				1973						
	6.6%	6.6%	<u>6.6%</u>	6.3%	6.1%	4.2%	<u>3.2%</u>	4.3%	5.2%	5.8%	5.0%	5.2%	5.4%
			1973				1974						
	6.7%	6.9%	<u>6.8%</u>	7.1%	6.5%	6.7%	<u>6.4%</u>	3.8%	4.5%	5.1%	6.0%	6.2%	6.1%
	6.0%	7.6%	<u>6.1%</u>										
Fugitive Rate <sup>3</sup>			1972				1973						
	2.7%	2.9%	<u>8.0%</u>	3.3%	2.5%	3.3%	<u>2.0%</u>	1.8%	1.8%	2.7%	1.8%	2.2%	2.9%
			1973				1974						
	3.4%	2.1%	<u>1.9%</u>	2.8%	2.5%	2.1%	<u>2.2%</u>	1.2%	1.4%	2.4%	2.5%	2.9%	2.3%
	3.1%	2.9%	<u>3.4%</u>										

<sup>1</sup>Ratio of FTA Warrants issued to Total Persons Scheduled for Hearings.

<sup>2</sup>Ratio of thos missing hearings for invalid reasons to Total Persons Scheduled for Hearings.

<sup>3</sup>Ratio of those with outstanding Bench Warrants to Persons Scheduled for Hearings.



TABLE 9  
ROR EFFICIENCY INDICES FOR 9 CITIES<sup>1</sup>

Philadelphia	425
Los Angeles	46
Washington	307
San Francisco	210
Baltimore	70
Indianapolis	140
St. Louis	43
Chicago	29
Atlanta	38

<sup>1</sup>Philadelphia data computed from monthly ROR statistics. Data for other cities from Paul B. Wice, *Freedom For Sale: A National Study of Pretrial Release*. Lexington, Massachusetts: D.C. Heath and Company, 1974, p. 118.

TABLE 10  
OUTSTANDING FUGITIVE WARRANTS,  
LISTED BY COURT COMPUTER SYSTEM  
(January 30, 1975)

	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
January	49	16	50	108
February	40	28	27	91
March	44	22	34	107
April	44	25	47	118
May	32	50	44	125
June	40	33	58	120
July	43	43	64	113
August	12	34	69	160
September	20	50	65	153
October	13	57	80	176
November	38	45	91	162
December	26	35	92	190
TOTAL	401	438	721	1,623

END

CODE SHEET CRITERIA EVALUATION

POLICE PHOTO NUMBER 1 2 3 4 5 6						7	MO & YR OF INTERVIEW 8 9 10 11				SEX 12	YR OF BIRTH 13	IDENT 14	PHONE 15	LENGTH OF PRES RES 16	LIVES W/ SPOUSE 17	PAYS RENT OR MTG 18	MARITAL 19	PRES EMPLOY 20	PRES EMPLOY LENGTH 21	LOAN PAYMENT 22
0-No 0-Unk 1-Yes							0-Male 1-Female										0-No 0-Unknown 1-Yes				
OPIATE USE 23						RESIDENCE POINTS 24	FAMILY POINTS 25	EMPLOY POINTS 26	CHAR POINTS 27	PRIOR REC. POINTS 28	TOTAL POINTS 29 30	UTILITIES 31	NO. PTA 32	PTA PAST 6 MOS 33	WILLFUL PTA- 6 MOS 34	ARREST SAME 35	ARREST DIFF 36	TOTAL PRIOR ARRESTS 37			
0-No 0-Unk 1-Yes																					

COLUMN 13

37 = 35  
34 = 33  
32 = 31  
30 = 29  
28 = 27  
26 = 25  
24 = 23  
22 = 21  
20 = 19  
18 = 17  
16 = 15  
14 = 13  
12 = 11  
10 = 9  
8 = 7  
6 = 5  
4 = 3  
2 = 1  
0 = 0

COLUMN 16

5 = UNKNOWN  
1 = less than 3 months  
2 = 3 mos. to 6 mos.  
3 = 6 mos. to 1 year  
4 = 1 year to 1 1/2 yrs.  
5 = 1 1/2 yrs. to 2 yrs.  
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