

HILLSBOROUGH COUNTY BOARD OF CRIMINAL JUSTICE
RELEASE-ON-RECOGNIZANCE UNIT

Evaluation Report

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ACQUISITIONS

Hillsborough County Criminal Justice Planning Unit
Evaluation Capability

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EXECUTIVE SUMMARY

This report is an executive summary of an evaluation of the Release-On-Recognizance (ROR) program in Hillsborough County. The primary purpose of the evaluation is to provide relevant information to the Hillsborough Criminal Justice Planning Council and the Hillsborough County Board of Criminal Justice in order to assist them in making informed decisions regarding the funding and the operation of the ROR Unit. It is hoped this evaluation will also provide objective feedback to the ROR Unit Staff to assist them in their regular monitoring of project policies, procedures, activities and outcomes.

The evaluation of the ROR Unit focuses on project operations since July 1, 1977. Information included in the report was derived from personal interviews with key staff of the Board of Criminal Justice and the ROR Unit; monthly, quarterly and final progress reports completed by the ROR project staff; and, various evaluations of similar projects in other jurisdictions.

The full evaluation report on the ROR Unit includes sections entitled "Introduction", "Background",

"Evaluation Design", "Program Description", "Data Analysis" and "Conclusions and Recommendations." The executive summary will highlight the material included in this report, which addresses the ROR Unit's functions and responsibilities and its expected activities and outcomes.

The ROR program is administered by the Hillsborough County Board of Criminal Justice through the Board's Supervisor of Programs. The project staff include: a Court Services Supervisor, one Shift Coordinator, five ROR Specialist/Technicians, and one Clerk-Typist, who are employed full-time using a combination of LEAA, CETA and County funds.

The stated purpose of the ROR program is to demonstrate that through proper screening, a significant number of pre-trial detainees can be released from incarceration on their own recognizance. These individuals are expected to appear for court hearings as scheduled and remain in the community without further criminal involvement during the pre-trial period.

Since the inception of the ROR Unit, the Board of Criminal Justice and the ROR Unit itself have undergone some changes, which shifted the responsibilities of various key staff members. Some of the program's stated objectives

were also modified slightly to more accurately reflect the project's activities and expected outcomes. After these changes were made, the last grant year was devoted to stabilizing the program and focusing project activities more clearly on the stated purpose of the project.

The ROR process generally includes screening adult offenders after booking and verifying arrest records, employment and residence information provided by the defendants. Structured interviews are conducted by the ROR staff with all detainees who do not bond out of jail and who do not object to being interviewed. Once this information is collected and verified, the individual's eligibility for ROR is determined using standard criteria, including, residence and family ties in the community, employment/school status and prior record. Those individuals eligible for ROR are referred to the courts and recommended for ROR by the project staff. In all cases, a County or Circuit Judge makes the final ROR decision.

In addition to screening for ROR eligibility, the project staff also screen detained individuals for medical, psychological and other social service needs. The staff then interface with community agencies and with Board of Criminal Justice nurses, staff psychologists and

caseworkers who can provide services needed by the individuals screened.

Process/Activity Measures

The primary process measures utilized by the ROR project include the number of individuals screened, and the number of clients actually ROR'd as a result of the ROR Unit's activities. From July 1, 1977 to June 30, 1978, 13,715 individuals were screened by the ROR Unit, and 1,332 were actually ROR'd. Compared to the criterion level stated in the project objectives, these figures represent a level of activity 4.8% below the anticipated number to be screened and 26.7% below the anticipated number to be ROR'd. Further review of these data show a general trend toward a decrease in project activity level from month to month over the project year and a similar decrease from the previous 9-month period.

An additional process measure used by the ROR project is the proportion of clients recommended to the courts for ROR who are actually ROR'd by the judges. The data show that 1,332 individuals (92%) were ROR'd out of the 1,447 recommended to the courts for ROR. Compared to the criterion level stated in the project objective, these data represent an acceptance rate 7% better than antici-

pated. Thus, even though the actual number of individuals ROR'd decreased, the proportion of those referred to the court (and the proportion of those screened) who were ROR'd increased during the grant period and increased over the previous 9-month period. The better than anticipated acceptance rate by judges and an additional measure, decreased "time from booking to release on ROR," indicate improved efficiency.

Outcome Measures

The primary outcome measures utilized by the ROR project are failure-to-appear rates (FTA), recission rates (recission of a court order to release an individual on ROR), rearrest rates (rearrest while on ROR status) and probation disposition rates. The FTA and recission rates are the most appropriate measures of project success. The other measures, by themselves, are poor measures of project success. However, used in conjunction with FTA and recission rates, these measures do contribute to better understanding of the project, particularly if correlational measures of "time from release on ROR to disposition" and "offense charged" are also available.

Using sample data to compare pre-trial defendants who were ROR'd with pre-trial defendants who bonded out of

jail indicates that FTA rates, recission rates and rearrest rates for ROR clients were lower and probation disposition rates were higher than for bonded pre-trial defendants. At the same time, caution is warranted when comparisons of this nature are being made, since various methods of computing these rates, particularly FTA and recission rates, are possible. Direct comparisons would generally be inappropriate. Although this kind of inconsistency exists in the data cited in this evaluation, the differences between ROR'd clients and bonded defendants are so large that the computational variances cannot account for them entirely.

Depending on the particular samples and the computational methods used, the FTA rates, recission rates, rearrest rates and probation disposition rates are as follows:

ROR PROJECT OUTCOME MEASURES

| | FTA Rates (ranges) | Recission Rates (ranges) | Rearrest Rates (ranges) | Probation Disp. Rates |
|----------------------------------|-----------------------|-----------------------------|----------------------------|--------------------------|
| Bonded Defendants (sample) | 31.3% | 20.9% | 22.2% | 21.1% |
| ROR Clients (sample) | 13.5 - 21.8% | 4.8 - 12.9% | 3.1 - 4.3% | 52.6% |

These data clearly indicate the ROR clients were rearrested less often and received probation more often

than bonded defendants. Although the FTA and recission rates for ROR clients compare favorably, these results are surely more ambiguous due to the computational inconsistencies mentioned earlier and detailed in the full evaluation report.

Project Costs

The ROR Unit project is funded with a combination of LEAA, CETA and County general revenue funds. The primary costs for program operation are personnel costs comprising approximately 90% of the project's \$112,000 budget (\$47,272 of which is the LEAA grant).

Utilizing a simple work-time analysis conducted with the ROR staff, it was determined that 51% of project time was devoted to clients who were screened and not ROR'd, while the remaining 49% of project time was devoted to clients screened and ROR'd. Using these estimates, a "cost per unit of service" was derived for each of the two groups of individuals served. Thus, it cost approximately \$4.50 for each client screened and \$41.00 for each client ROR'd. These costs, however, do not include costs of securing judicial approval for ROR and other costs associated with failures-to-appear in court and rearrests, which obviously drive costs of ROR higher.

The above-mentioned costs do not take into account "cost savings" to the County or to the individual and the community. If we assume that each defendant ROR'd would have remained in jail on the average from five to ten additional days, cost savings to the County can be estimated to range from \$107,959¹ to \$253,080² annually. If decreased welfare costs and reduced costs to the economy from loss of productive manpower are also considered, total cost savings associated with the ROR program could be substantially higher, at least to the degree necessary to offset additional court and law enforcement costs mentioned above.

Conclusions and Recommendations

Since the inception of the ROR Unit, the project staff have performed well under some generally adverse conditions. The Staff's level of work experience and education appears adequate for their job classifications

¹ Minimum estimate based on reduction of 5 days incarceration time at \$16.21 per day; Board of Criminal Justice estimate of average cost per day of detention.

² Maximum estimate based on reduction of 10 days incarceration time at \$19.00 per day; national average cost per day of detention. Reference: Instead of Jail (Volume 2); National Institute of Law Enforcement and Criminal Justice, October, 1977.

and pay, however, their reported involvement in in-service training has been limited. The environment and general working conditions at the ROR Unit are not comfortable and are not conducive to the development of good work habits.

During the early stages of the project's development, changes to project objectives and changes in staff alignment and functions caused some inconsistency in the project's operation. The past grant year saw steps taken to stabilize the project and to focus project activities more clearly on the stated grant objectives. Given these factors, the performance of the ROR staff and the project itself is particularly significant.

In terms of service quantity, the numbers of individuals screened and ROR'd appear appropriate, even though below the level of activities anticipated at the onset of the project. In terms of quality of service, the FTA rates, recission rates and rearrest rates for ROR'd individuals compare favorably with similar measures of performance for bonded individuals. Further, the proportion of ROR recommendations approved by the courts and the time from booking to release on ROR are two additional measures which indicate acceptable service quality.

In general, the findings of this evaluation are positive in nature and support the continuation of the ROR Unit. The full evaluation report addresses a number of problem areas and related suggestions for project improvement. These comments are summarized below in a series of recommendations which should be considered and discussed in more detail by local officials responsible for the operation of the Board of Criminal Justice and the ROR Unit. Since these recommendations have both advantages and disadvantages, local officials should make considered decisions regarding their implementation.

Recommendation: Identify those project data essential for future management and evaluation purposes, minimize the collection of unneeded information and routinize data collection using standard data collection procedures.

Recommendation: Continue collecting needed process data, including the number of individuals screened, referred to court for ROR, and referred for other services; the number of individuals ROR'd; the time from

booking to release; manhours expended; and, time from release to disposition.

Recommendation: Continue collecting needed outcome data, including FTA rates, recission rates and rearrest rates, utilizing a standard written procedure for collecting and calculating such rates.

Recommendation: Develop procedures to collect and utilize sample data through the use of annual or semi-annual studies of project outcome rather than continuing to rely on studies reporting total population data.

Recommendation: Develop a profile of clients served utilizing sample data collected on a case-by-case basis at annual or semi-annual intervals.

Recommendation: Develop and utilize a standard procedure to advise detainees of the availability of ROR, and thus, maximize the benefit to the system and to individuals detained in Hillsborough County.

Recommendation: Provide judges with additional information to make well informed decisions regarding pre-trial release by utilizing the ROR Unit to complete background checks on those ROR requests initiated by individuals other than ROR Unit Staff.

Recommendation: Maintain an accurate file of active ROR cases which can be updated by the ROR unit staff on a month-to-month basis.

Summary Remark

Again, the reader should be reminded that the preceding recommendations were made because they were thought to offer possible benefits to the ROR project and to the local criminal justice system as a whole. Those having merit should be reviewed and further study of their effects should be undertaken prior to their implementation. Implementing those procedures which do offer positive effects would strengthen an already successful ROR program in Hillsborough County.

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INTRODUCTION

This report is an evaluation of the Board of Criminal Justice Release-On-Recognizance Unit. The first part of this report constitutes what is normally called a preliminary evaluation and consists of sections on the background and history of the project, an evaluation design, a brief project description, a qualitative analysis of the project and its operating procedures, and an overview of stated process objectives defined by the project. This portion of the evaluation will be used primarily as input to the local Criminal Justice Planning Council. The data included should support the Hillsborough Criminal Justice Planning Council in its decisions regarding LEAA continuation funding for the project. In addition, this report will be used to provide initial feedback to the Board of Criminal Justice staff regarding the operation of the Release-On-Recognizance (ROR) Unit.

The second part of this evaluation constitutes what is normally called a final evaluation and consists of a comparative analysis of the ROR Unit with other

similar projects around the country, a detailed analysis of project outcomes, a brief analysis of project costs by various service units and the conclusions and recommendations resulting from this evaluation effort. This portion of the evaluation will be incorporated into the total evaluation report package and will be utilized primarily as input into the local Board of Criminal Justice's budget deliberations regarding local assumption of project costs. In addition, this report will be used as feedback to the Board's staff regarding the operation of the ROR Unit.

The evaluation will focus attention on the ROR Unit operation since July 1, 1977, however, reference is made necessarily to implementation and first year project activities to gain insight into the development of the project, problems encountered and project changes implemented. In this respect, a number of events which occurred in the Board of Criminal Justice and some of its related activities also will be the focus of attention in the Background and History section of this report. Conclusions and Recommendations have obvious implications for the third year ROR project and the subsequent incremental

institutionalization of the ROR Unit within the Board of Criminal Justice adult corrections programs.

The selection of the ROR Unit for an evaluation and the initiation of the preliminary plans for this evaluation began in late 1977, while the actual implementation of these plans did not begin until early 1978. The evaluation design included in the first part of this evaluation report further outlines the focus and intent of this evaluation.

Finally, it should be noted that the evaluation of the Board of Criminal Justice ROR Project was conducted only with the full support and cooperation of the program staff at the Board of Criminal Justice. Their subjective input and their efforts in collecting, assimilating and analyzing data regarding the operation of the ROR and related programs was essential. Their previous and on-going efforts in substantiating the progress made by the ROR project further expedited the completion of this report.

BACKGROUND

In late summer of 1974, the Director of Programs for the Board of Criminal Justice and a member of his staff met with the staff of the Hillsborough County Criminal Justice Planning Unit to discuss the development of a program to expand assessment and classification services provided to inmates in the Board's various correctional facilities. At that time, less than half of the pre-trial and sentenced population were receiving initial assessment interviews and only about 25 persons per month were receiving complete assessment/classification services. The development of a formal Assessment and Classification Unit (ACU) was envisioned as having a number of potential benefits to both pre-trial and sentenced inmates and to the institutions themselves. First, information collected by the ACU would be important in making pre-trial decisions including those regarding pre-trial release, placement within the local corrections system and placement in educational and counseling programs within the institutions. Second, this information could be helpful to judges in making

various decisions during the course of the court proceedings including decisions regarding pre-trial release, pre-trial intervention or sentencing.

Third and finally, this information could be helpful to the Board of Criminal Justice, the Parole and Probation Commission and the Division of Corrections (now called "Department of Corrections" - DOC) in making decisions (and expediting the decision-making process) regarding placement and services needed for sentenced individuals.

During the FY 1975 criminal justice planning process in late 1974, the ACU preliminary proposal was reviewed and approved for LEAA funding. In November, 1975, a formal application was developed and the grant was awarded on January 8, 1976. Due to a number of minor delays, the original grant period (December 1, 1975 through November 30, 1976) was revised and the ACU project was implemented on February 1, 1976 to extend through January 31, 1977.

In March of 1976, the Board of Criminal Justice implemented an additional project on a pilot basis which worked in concert with the ACU grant project. This Release-On-Recognizance (ROR) project was made possible through the employment of a number of

temporary Comprehensive Employment and Training Act (CETA) employees and represented an expansion of a very small ROR program operated by the Board up until March of that year. Given the potential impact of the ROR project and the dependence of the ACU project on a good ROR operation, the Board of Criminal Justice developed a preliminary proposal for LEAA funding of the local demonstration project.

During the summer of 1976, the local Hillsborough Criminal Justice Planning Council reviewed the ROR preliminary proposal and recommended the award of FY1975 LEAA reprogrammed funds which had been unexpended by other local FY1975 LEAA-funded projects. Subsequently, a formal grant application was developed and submitted to the Bureau of Criminal Justice Planning and Assistance in Tallahassee. A formal grant award was made on September 30, 1976 for the project year October 1, 1976 through June 30, 1977.

In the latter part of 1977, the ACU continuation grant was developed and submitted to the Bureau of Criminal Justice Planning and Assistance in Tallahassee along with Planning Council and Planning Unit recommendations for approval for FY1976 LEAA funding. On January 24, 1977, the ACU continuation grant was

awarded. Shortly thereafter, however, the Board of Criminal Justice decided not to continue the ACU grant beyond February 28, 1977, and on February 25, 1977, the Planning Unit requested the rescission of the FY1976 grant award upon the advice of the Board of Criminal Justice. This rescission was granted on March 21, 1977.

To a great extent, the ACU project was discontinued due to the Board's decision to eliminate the use of supervised ROR. The primary function of the ACU had become the supervision of ROR clients and thus, the Board members felt they could no longer justify maintenance of the large staff for the ACU project. At the same time, the Board recognized the need/benefit for unsupervised ROR and the continuation of the ROR grant.

Throughout the development and operation of both the ACU and the ROR grants, one prevailing problem has surfaced. Namely, the Board of Criminal Justice has undergone a considerable amount of turnover in administrative, supervisory and line staff positions. To some extent, the turnover was due to the reorganization of the Board's program components. The turnover

in line positions, however, appears to be a combination of the typical low salary schedules in corrections and the temporary nature of the funding sources, both CETA and LEAA. The lack of continuity due to this staff turnover and the resulting program changes has had an unknown effect on the ROR project.

In retrospect, the implementation of the ACU grant without the ROR component fully functioning was accomplished with too little forethought. The change in program direction and the ultimate rescission of the ACU grant stand as evidence to this fact. In this respect, however, the ROR project upon initial review appears to have been stabilized and integrated with the other program components of the Board's correctional system.

Aside from the problems mentioned above, one other note regarding the ROR project needs to be mentioned at this time. Specifically, a number of the grant's measurable objectives were revised slightly to reflect more realistic expectations for the project in terms of activities and outcomes. These modifications are either directly or indirectly related to the rescission of the ACU grant.

The second year continuation of the FY1975 ROR project grant has been completed through the development, award and implementation of the FY1977 ROR grant (No FY1976 funds were needed due to timing of FY1975 and FY1977 funding decisions.). As mentioned in the Introduction, the remainder of this evaluation report will focus primarily on activities and outcomes from the project period July 1, 1977 through June 30, 1978.

EVALUATION DESIGN

Purpose of Evaluation

The primary purpose of this evaluation is to provide relevant information about the ROR project to the Hillsborough Criminal Justice Planning Council and the local Hillsborough County Board of Criminal Justice. The ROR Unit project was selected for a local evaluation because it is one of the largest of the local LEAA-funded projects and is the only local project which has the potential to directly affect the adult detention and corrections program in Hillsborough County. The evaluation results will be provided to local elected officials and other individuals responsible for making decisions regarding LEAA and local funding to continue the ROR Unit project.

The Hillsborough County Board of Criminal Justice, Release-On-Recognizance Unit (ROR) is a pre-trial release program patterned after the Des Moines and Manhattan Bail projects. As this evaluation was begun, the ROR program was in its second full year of operation, having received federal funding

assistance from the Law Enforcement Assistance Administration (LEAA) through a 9-month demonstration grant, #75-AS-12-D403, and two 12-month grants: #77-A3-12-DE01 and #78-A4-12-EA01. The ROR project was also selected during the FY1979 planning process to receive FY1979 LEAA funding to maintain the current operation. The FY1979 funding constitutes its final year of LEAA funding eligibility under existing guidelines.

Evaluation Objectives, Measurement and Data Analysis

A. Evaluation Objectives #1 and #2

1. Evaluation Objective

To define the ROR Unit's functions and responsibilities in relation to other relevant justice system components.

2. Evaluation Objective

To determine the extent to which the ROR Unit's actual operation is consistent with expected program activities.

3. Measurement

On-site visits will be made and interviews with administrative, supervisory and line staff will be the primary data source for measurement of these objectives.

Grants applications, formal correspondence, narrative progress reports and existing monitoring reports will also be utilized to complete the ROR Unit program analysis.

Questionnaires and interviews with selected individuals will also be used to identify staff time requirements for completing ROR work assignments, to identify the degree of awareness and utilization of the program by the judiciary and to identify the existence and quality of relationships with other criminal justice and related community agencies.

The ROR Unit program will also be compared with other known pre-trial release programs. In this respect, data regarding all five evaluation objectives will be used for comparative analysis where appropriate.

4. Data Analysis

Data collected will be summarized and presented in narrative form, qualitatively defining the ROR Unit program, intra-agency relationships within the Board of Criminal Justice and inter-agency relationships with other justice system and related agencies. The data analysis will include a thorough description of the kinds and level of services provided in relation to grant objectives. A comparison with other pre-trial release programs will also be provided.

B. Evaluation Objective #3

1. Evaluation Objective

To identify the rate at which ROR clients fail to appear for scheduled court appearances for comparison with the rate at which bonded clients fail to appear.

2. Measurement

Base data for this objective have been developed. Failure to appear rates are available for both a sample of bonded clients and clients released on recognizance. Failure to appear data for those clients on ROR during the project year will continue to be collected and cumulated on a monthly and quarterly basis.

3. Data Analysis

This evaluation will analyze trends in monthly and quarterly failure to appear rates for ROR clients. In

addition, ROR clients and bonded clients will be compared on this parameter. Significant difference tests will be utilized where possible.

C. Evaluation Objective #4

1. Evaluation Objective

To identify the rate of rearrest on new charges for ROR clients (while they are on ROR status) for comparison with the rearrest rate for bonded clients (while on bonded status).

2. Measurement

A systematic sample of bonded clients and a similar sample of ROR clients will be selected for this purpose. A thorough check through the Clerk of the Circuit Court's record system will be required to verify rearrest data.

3. Data Analysis

This evaluation will compare the rearrest rate for ROR clients with that of bonded clients. In addition, a comparison of these rearrest rates with available data from other similar projects will be made. Significant difference tests will be utilized where possible.

D. Evaluation Objective #5

1. Evaluation Objective

To identify the rate at which ROR clients receive the disposition of "Probation" as compared to both bonded clients and clients who remain incarcerated during the pre-trial period.

2. Measurement

Base Data on probation dispositions for a sample of bonded clients and clients who remained incarcerated

during the pre-trial period are currently available. Similar data will also be collected for clients on ROR whose disposition is determined during the grant period. For purposes of the evaluation, data will only be collected for those clients who plead guilty or were found guilty as a result of the extant offense.

3. Data Analysis

This evaluation will simply compare the data collected for ROR clients with the existing base data for other clients. Significant difference tests will be utilized where possible.

Report Distribution/Implementation Strategy

During the course of the evaluation study the ROR Unit staff will be encouraged to provide objective input to be included in the report. In addition, the ROR Unit staff will be provided an opportunity to

review and comment on both the final report and its executive summary prior to distribution.

Upon completion, a full copy and an executive summary of the final evaluation report will be provided to the Board of Criminal Justice program staff and the Sheriff, as the Executive Director of the Board, for their final review and comments. After receipt of the Board's staff's comments, the executive summary of the final evaluation report will be formally presented to the Hillsborough Criminal Justice Planning Council for their review and consideration. Copies of the full final report will be kept on file at the Planning Unit, available for review and/or distribution upon request only. Prior to any further distribution, a meeting between the Planning Unit staff, the Evaluation Specialist and the appropriate Board of Criminal Justice staff will be held to discuss the evaluation results and implementation of any recommendations. In addition, distribution of the evaluation reports to the administrative staff and the members of the Board of Criminal Justice will be handled as deemed appropriate by the Board's Supervisor of Programs.

ROR Grant Objectives

This evaluation is being conducted in the second year of the ROR project which operated under a different set of objectives than was used the first project year. Some of the revisions that were made in the second year objectives were required due to the recission of the ACU grant while others were made in an attempt to identify additional outcome measures for the project while eliminating some of the process measures. The chart on the following pages analyzes these objectives.

In order to select objectives for this evaluation, the goals and objectives (both implicit and explicit) of the project were discussed with the project director and his staff. These objectives were then reviewed in light of the stated objectives of the first and second year grant periods and in light of the kinds of measures used in evaluating other pre-trial release programs around the country. The objectives selected for this evaluation then address the ROR Unit process or activity measures utilized throughout the project and address the outcome measures used during the second year project. It should be noted that the

stated outcome measures for the second year ROR project are measures which are often used in evaluations of pre-trial release programs and for this reason were felt to be the most appropriate for this evaluation.

RELEASE-ON-RECOGNIZANCE UNIT PROGRAM OBJECTIVES

| 1975 Project Objectives (Summary) | 1977 Project Objectives ¹ (Summary) | Rationale for Change from 1975 to 1977 | Evaluation Objectives (Summary & Rationale) |
|--------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>1. To screen within two hours 350 pre-trial detainees per month, referred from Assessment & Classification Initial Assessment Unit.</p> | <p>1. To screen within two hours 1,200 pre-trial detainees per month, referred by Central Booking.</p> | <p>The ACU is no longer functioning and thus, the initial screening must be accomplished by ROR Unit staff. One level of screening was thus effectively eliminated.</p> | <p>1. Define the functions and responsibilities of the ROR Unit. (Important for qualitative assessment of ROR Unit project.)</p> |
| <p>2. To have released 125 pre-trial detainees per month.</p> <p>3. To have the Courts approve the release of 90% of those referred for ROR.</p> | <p>2. To refer 165 pre-trial detainees to the Courts for ROR per month; 85% of which will be approved by the Courts.</p> | <p>The wording of the objective was changed to more accurately represent function of ROR Unit. A slight modification of expectations is also indicated.</p> | <p>2. To determine consistency with expected project activities. (Important for qualitative assessment; encompasses many of process objectives both implicit and explicit.)</p> |
| <p>4. To demonstrate with ACU that a higher percentage of ROR clients will receive probation than incarcerated clients.</p> | <p>3. To demonstrate that a higher percentage of ROR clients will receive probation than incarcerated clients.</p> | <p>Slight wording change incorporated due to ACU recission.</p> | <p>3. To identify rate at which ROR clients receive probation as compared to bonded clients. (Consistent with 1975 and 1976 objectives.)</p> |

¹ No FY 1976 LEAA funds were utilized since residual FY 1975 funds were available to start the project.

RELEASE-ON-RECOGNIZANCE UNIT PROGRAM OBJECTIVES (Continued)

| 1975 Project Objectives (Summary) | 1977 Project Objectives (Summary) | Rationale for Change from 1975 to 1977 | Evaluation Objective (Summary & Rationale) |
|----------------------------------------------------------------------------------------------------------------------------------|--------------------------------------|--------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------|
| 5. To have 25% of ROR clients placed on unsupervised release status. (4/22/78 - modified to 100% release on unsupervised status) | | Due to Board of Criminal Justice Policy supervised release status was eliminated. Thus all ROR clients are unsupervised. | |
| 6. Develop reporting forms, etc. | | Process objective applicable to 1975 grant only. | |
| 7. Staff training of 80 hours. | 4. Staff training of 40 hours. | Staff training reduced second year due to pre-service training requirements. | |
| 8. To prepare evaluation reports. | | Process objective eliminated. | |

RELEASE-ON-RECOGNIZANCE UNIT PROGRAM OBJECTIVES (Continued)

| 1975 Project Objectives (Summary) | 1977 Project Objectives (Summary) | Rationale for Change from 1975 to 1977 | Evaluation Objectives (Summary & Rationale) |
|--------------------------------------|-------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | 5. To demonstrate that ROR clients appear in court on schedule a higher % of time than bonded clients. | No-show rates for ROR vs. bonded clients is a measure utilized by many pre-trial release projects. Appropriate for ROR Unit project. | 4. To determine rate at which ROR clients fail to appear in court as compared to bonded clients. (Alternative method to measure the rate at which they appear; yet consistent with 1976 objectives.) |
| | 6. To demonstrate that ROR clients have a lower re-arrest rate while on release status than bonded clients. | Re-arrest rates for ROR vs. bonded clients appropriate for ROR Unit project and used by other pre-trial release programs. | 5. To determine rate of re-arrest for ROR clients as compared to bonded clients. (Consistent with 1976 objectives.) |

PROGRAM DESCRIPTION

This section of the evaluation report addresses Evaluation Objective #1 -- Project Description and relationship with other criminal justice system agencies.

The Hillsborough County Board of Criminal Justice is an intergovernmental agency responsible for both the local adult corrections program and the Hillsborough County Department of Criminal Justice Information. The Board includes the Sheriff of Hillsborough County who serves as the executive director of the Board, the Mayor of the City of Tampa or his designee the Chief of Police, one member of the City Council of the City of Tampa, one member of the Board of County Commissioners of Hillsborough County, one circuit judge with criminal responsibilities serving in the Thirteenth Judicial Circuit and appointed by the Chief Judge of the circuit, and the State Attorney, Public Defender and Clerk of the Circuit Court from the Thirteenth Judicial Circuit.

Because it is a local corrections function, the Release-On-Recognizance (ROR) Program is administered by the Board of Criminal Justice through the Board's

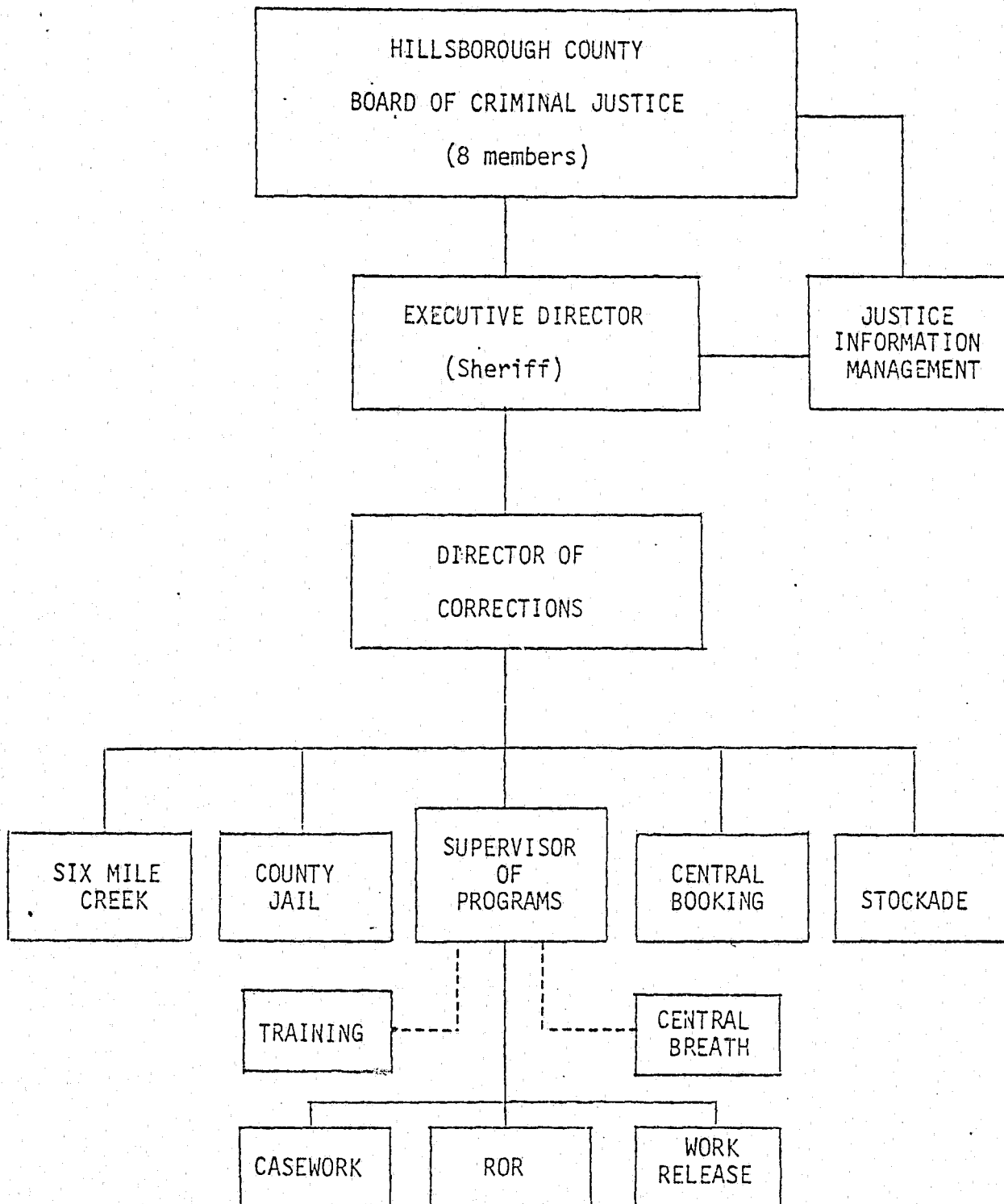
Supervisor of Programs. The location of the ROR program within the Board's overall organizational structure is described in the chart provided on the following page.

The ROR project staff including the project coordinator is physically located on the second floor of the Central Booking facility at the Tampa Police Department in downtown Tampa. The Board's administrative staff, including the ROR project director, is housed at the County Stockade several miles away.

The ROR project staff consists of one shift coordinator, four ROR specialists and one ROR technician. (In October, 1977, the staff was reduced from nine to six employees through attrition.) These staff members are paid through a combination of a Law Enforcement Assistance Administration (LEAA) grant, Comprehensive Employment and Training Act (CETA) and local matching funds. These individuals work in shifts and maintain seven day per week, 16½ hours per day coverage of the ROR Unit. Due to the shift-work requirements, each staff member performs essentially the same function regardless of position title. In addition, two county funded staff positions, a Court

HILLSBOROUGH COUNTY BOARD OF CRIMINAL JUSTICE

ORGANIZATIONAL CHART



Services Supervisor and a clerk-typist are utilized full-time to provide direct supervision and clerical assistance. Thus, the total program staff includes eight full-time employees.

The stated purpose of the ROR project is to demonstrate that through proper screening a significant number of pre-trial detainees can be released from incarceration on their own recognizance. The ROR project also hopes to increase the probability of court appearances and concomitantly reduce the rearrest rate for the pre-trial person when compared to the traditional bail/bond system.

All adults arrested in Hillsborough County are booked at the Central Booking facility. After booking, all male inmates, except those who bond out immediately, are transferred upstairs where assignments to a cell block are made and all admissions paperwork is completed. The detainees are then taken to the ROR Unit where structured intake interviews are conducted (Appendix A). Those individuals who refuse to be interviewed are not seen by the ROR staff. Further, if an individual comes to the ROR Unit but indicates that he plans

to bond out, the ROR process is suspended pending the outcome of the bonding decision. In these cases, the ROR process is continued only when the individual is unable to post bond.

Due to the State law requiring the separation of male and female inmates, females are screened for ROR utilizing a slightly different process. When women are booked they are held at Central Booking pending their transfer to the women's correctional facilities at the County Stockade. The ROR Unit staff calls or visits the Central Booking Desk every half hour and if any women have been booked they go to the Central Booking Area and conduct their intake interviews there. Many women are interviewed in this manner. Many others are not interviewed because they are transferred to the women's facilities at the County Stockade soon after booking. If a woman is transferred, the women's correctional staff and caseworkers at the Stockade identify possible ROR candidates and work in conjunction with the ROR staff to conduct the initial intake interviews.

When the intake interview has been conducted and if the detainee is not eligible for ROR based on the information provided, the individual is so

notified and returned to the general jail population. If the individual appears to be eligible for ROR based on the information provided, an ROR supplement (Appendix A) is completed and the inmate is advised that ROR consideration will be given pending verification of the information provided. At this time, the individual is returned to the general jail population until a record check and information verification are completed.

Like many pre-trial release programs around the country, the ROR program uses a point system to determine eligibility for pre-trial ROR. The point system described on the following page is used to make ROR decisions more consistent and objective.

During the course of the ROR intake process and if the ROR candidate appears to be eligible for ROR, an ROR package is developed. This package includes the jail card that comes with the individual from Central Booking, the Initial Intake Form and the ROR Supplement discussed above, an Information Release Form which is necessary to verify the information provided, a Release-On-Recognizance Request/Order which is necessary for the individual to officially request ROR and, upon approval, for the judge to

RELEASE-ON-RECOGNIZANCE QUALIFICATIONS

In order to meet the minimum standards for pre-trial release, an arrestee must meet the following qualifications:

- 1.) An arrestee must not be charged with a capital or first degree felony, or be on active parole or probation.
- 2.) An arrestee must receive at least six (6) points to be considered for ROR based on the following criteria:

| <u>CRITERIA</u> | <u>INTERVIEW VERIFIED</u> | <u>POINTS AWARDED</u> |
|-------------------------------------------------------------------------|-------------------------------|---------------------------|
| <u>Residence</u> | | |
| <u>Points</u> | | |
| 3 | _____ | _____ |
| 2 | _____ | _____ |
| 1 | _____ | _____ |
| +1 | _____ | _____ |
| <u>Family Ties</u> | | |
| 4 | _____ | _____ |
| 3 | _____ | _____ |
| 2 | _____ | _____ |
| 2 | _____ | _____ |
| 2 | _____ | _____ |
| +1 | _____ | _____ |
| <u>Employment, School, Resources</u> | | |
| 4 | _____ | _____ |
| 3 | _____ | _____ |
| 2 | _____ | _____ |
| 1 | _____ | _____ |
| 4 | _____ | _____ |
| 2 | _____ | _____ |
| 1 | _____ | _____ |
| <u>Health</u> | | |
| 1 | _____ | _____ |
| -1 | _____ | _____ |
| <u>Prior Record</u> | | |
| 2 | _____ | _____ |
| | _____ | _____ |
| | _____ | _____ |
| | _____ | _____ |
| <u>Points</u> | <u>Units</u> | |
| 0 | 2 | |
| -1 | 3-6 | |
| -2 | 7-13 | |
| -3 | 14-20 | |
| -4 | 21 and over | |
| | | TOTAL POINTS |
| | | _____ |
| <u>Subjective Evaluation</u> | | |
| 1 | _____ | _____ |
| -1 | _____ | _____ |
| 0 | _____ | _____ |
| <u>ADDITIONAL SUBJECTIVE POINTS CAN BE AWARDED ONLY BY A SUPERVISOR</u> | | |

court order the individual's release on pre-trial ROR, and a number of other notices and referral forms (Appendix A). During this same period the detainee is also given the ROR instructions which define the rules, regulations and conditions under which the individual will be ROR'd. Should all information be verified as accurate and should the judge approve ROR, the actual release of the individual is expedited by the development of the ROR package in this manner.

Verification of information provided by each detainee is a critical step in the ROR process. Securing the individual's authorization for release of necessary information is the first step in the process. The second step involves the ROR specialist/technician visiting or calling the Tampa Police records section and verifying local, Florida Crime Information Center (FCIC) and National Crime Information Center (NCIC) records of previous arrests. The final step is the verification of employment, school attendance, residence, family ties in the community and any health or drug related problems. Verification of this information is accomplished through telephone contact with family and other

references provided by the ROR candidate.

Verification of employment through the employer is generally avoided in order to minimize the chances of the individual losing a job because of the employer's knowledge of the extant or previous arrest.

Once the information provided in the intake interview is verified as accurate and complete the ROR package is presented either by phone or in person to the judge for his consideration. Any circuit or county judge can review the ROR package and authorize release. If the judge agrees with the ROR recommendation, the court order prepared in the ROR package is signed and the detainee is released from the jail on his own recognizance.

At the time of release ROR'd individuals are advised of any court dates which are already scheduled and when and how they will be notified of court dates not yet scheduled. Felony defendants are advised that they will be notified by the Clerk of the Circuit Court when their next hearing is scheduled; individuals charged with traffic offenses are notified that they must set up their own court

date within 10 days from the date of arrest; misdemeanor defendants are advised of their court date at the time of release.

In felony cases when an ROR'd individual fails to appear for a scheduled court hearing, the judges continue the case for two weeks so the defendant can be notified of the missed court date, the new court date and the consequences for failure to appear at the next hearing. This process is used to minimize failures to appear which are due to lack of notification or late notification of court dates. Any subsequent failure to appear results in a rescission of the ROR court order and the issuance of a capias for the defendant's arrest.

In traffic and misdemeanor cases when an ROR'd individual misses a scheduled court hearing, the ROR court order is immediately rescinded and a capias is issued for the defendant's arrest. Unlike felony cases, traffic and misdemeanor cases are not generally continued and rescheduled prior to a capias being issued, since these defendant's were either advised of their court dates or their responsibility to schedule a convenient court date when they were released on ROR.

In addition to screening for ROR eligibility the ROR staff also screens detained individuals for medical, psychological and other social service needs. Many individuals who are not likely ROR candidates go through the ROR screening process for this purpose. During booking, correctional officers do not have the time to identify anything but the most serious medical or psychological problems which may cause individual or institutional problems. The ROR screening mechanism can identify problem inmates, secure needed medical, psychological or social services and advise correctional officers of possible health or behavior problems. In this respect, the ROR staff frequently interfaces with various community agencies and with Board of Criminal Justice nurses, staff psychologists and caseworkers who provide medical, psychological and other social services to inmates.

DATA ANALYSIS

This data analysis addresses the ROR project data as described earlier in the Evaluation Design. Evaluation Objectives #2 through #5 are covered in this section of the report. Particularly, the grant process measures, the failure-to-appear rates, the rearrest rates and the probation disposition rates for ROR clients will be discussed and compared to bonded and non-bonded pre-trial defendants, where appropriate.

Process Measures -- Evaluation Objective #2

The primary process measures utilized by the ROR project include the number of clients screened for ROR, the number of clients referred to the courts for ROR and the number of clients actually ROR'd¹ as a result of the ROR project's activities. Table 1 on the following page summarizes four different types of data: the number of individuals

¹ It should be remembered when reviewing the data relating to the number of individuals ROR'd that the figures presented refer only to those ROR's which were made as a result of a referral from the ROR project. The figures exclude ROR'd clients released by a judge at the request of an attorney, family member or friend, without going through the ROR project screening process.

TABLE 1: Board of Criminal Justice -- Bookings, Screenings for ROR, Bonded, Referrals to Court for ROR, ROR¹

| | 7/1 to 9/30/77 | 10/1 to 12/31/77 | 1/1 to 3/31/78 | 4/1 to 6/30/78 | Year Total | Average Per Month | | % Change from Previous 9 Month Period |
|-----------------------------------|-------------------|---------------------|-------------------|-------------------|------------|-------------------|----------------------|---------------------------------------------|
| | | | | | | Grant Period | Previous 9 Months | |
| # Booked | 7,117 | 7,431 | 7,822 | 7,733 | 30,103 | 2,508 | 2,759 | -9.1% |
| # Screened | 4,883 | 3,983 ² | 2,810 | 2,039 | 13,715 | 917 | 1,659 | -31.2% |
| # Referred to Court for ROR | 425 | 357 | 324 | 341 | 1,447 | 121 | 169 | -28.4% |
| # ROR'd | 382 | 321 | 305 | 324 | 1,332 | 111 | 150 | -26.0% |

¹ Data presented represents a compilation of data reported in regular Quarterly Progress reports prepared by the Board of Criminal Justice staff for Grant Nos. 75-AS-12-D403 and 77-A3-12-DE01.

² Beginning December 3, 1977, hours of coverage at the ROR Unit were reduced from 24 to 16½. The reduction in the number of persons screened and the variability from month to month is the apparent result. During the five months before this change, the number screened averaged 1,563 per month, while in the seven months after the change this number dropped to 843 per month.

1) booked, 2) screened for ROR, 3) referred to court for ROR, and 4) ROR'd. The data are presented in quarterly totals, year-end totals and the average numbers in each category per month for the grant year. In addition, an average per month for the previous nine (9) month period is included for comparison purposes.

The first row of data in Table 1 points out that over the project year the number of individuals booked remained relatively constant although there was a decrease of 9.1% from the previous nine month period. The remaining data in the table indicate that the number of individuals screened, referred to court for ROR, and ROR'd decreased over the project year and decreased from the previous nine month period.

The decrease in the number of individuals screened for ROR during the project year is due to reduced coverage at the ROR Unit and a procedural change which was implemented in the latter part of the grant year. During the 7½ hour period when the ROR Unit is not staffed no intake interviews are conducted and a simple reduction in the number of

detainees screened results. The new procedure mentioned above, assigns certain detainees, especially those where a capias has been issued for their arrest and where the extant offense is a first degree or capital felony, a lower priority for an intake interview. When those individuals not screened immediately are transferred to another institution or bonded out of jail an additional reduction in the number screened results. The decrease in the number screened from the previous nine month period is associated with the termination of the Assessment and Classification grant (as discussed in the Background Section of this report).

Table 2 identifies the percentage of those individuals booked each quarter during the project grant year who were ROR'd. As can be seen, the proportion ROR'd decreased over the project year and also decreased from the previous nine month period.

Tables 3 and 4 further describe the ROR'd population in relation to both the number screened for ROR and the number referred to the courts for ROR consideration. The tables show that although the absolute number of individuals ROR'd decreased, the proportion of those screened who were ROR'd

TABLE 2: % Booked who are ROR'd¹

| | 7/1 to 9/30/77 | 10/1 to 12/31/77 | 1/1 to 3/31/78 | 4/1 to 6/30/78 | Average Per Month | |
|----------|-------------------|---------------------|-------------------|-------------------|-------------------|----------------------|
| | | | | | Grant Period | Previous 9 Months |
| # Booked | 7,117 | 7,431 | 7,822 | 7,733 | 2,508 | 2,759 |
| # ROR'd | 382 | 321 | 305 | 324 | 111 | 150 |
| % ROR'd | 5.4% | 4.3% | 3.9% | 4.2% | 4.4% | 5.4% |

TABLE 3: % Screened who are ROR'd¹

| | 7/1 to 9/30/77 | 10/1 to 12/31/77 | 1/1 to 3/31/78 | 4/1 to 6/30/78 | Average Per Month | |
|------------|-------------------|---------------------|-------------------|-------------------|-------------------|----------------------|
| | | | | | Grant Period | Previous 9 Months |
| # Screened | 4,883 | 3,983 ² | 3,810 | 2,039 | 1,142 | 1,659 |
| # ROR'd | 382 | 321 | 305 | 324 | 111 | 150 |
| % ROR'd | 7.8% | 8.1% | 10.9% | 15.9% | 9.7% | 9.0% |

¹ Data presented represents a compilation of data reported in regular Quarterly Progress reports prepared by the Board of Criminal Justice staff for Grant Nos. 75-AS-12-D403 and 77-A3-12-DE01.

² The hours of coverage at the ROR Unit were reduced from 24 to 16½ hours on December 3, 1977, as noted previously.

TABLE 4:

% Referred for ROR who are ROR'd¹

| | 7/1 to 9/30/77 | 10/1 to 12/31/77 | 1/1 to 3/31/78 | 4/1 to 6/30/78 | Average Per Month | |
|-----------------------------------|-------------------|---------------------|-------------------|-------------------|-------------------|----------------------|
| | | | | | Grant Period | Previous 9 Months |
| # Referred to Court for ROR | 425 | 357 | 324 | 341 | 121 | 169 |
| # ROR'd | 382 | 321 | 305 | 324 | 111 | 150 |
| % ROR'd | 89.9% | 89.9% | 94.1% | 95.0% | 91.7% | 88.8% |

TABLE 5:

Time of Release¹

| | Qtr. I 7/1 to 9/30/77 | Qtr. II 10/1 to 12/31/77 | Qtr. III 1/1 to 3/31/78 | Qtr. IV 4/1 to 6/30/78 | Yearly Total |
|---------------------------------------------------------|-----------------------------|--------------------------------|-------------------------------|------------------------------|--------------|
| Released at Preliminary Presentation ² | 42% | 30% | 14% | 19% | 27% |
| 1100 - 1700 hours | 18% | 21% | 44% | 42% | 30% |
| 1700 - 0800 hours | 41% | 49% | 45% | 40% | 44% |
| N = number ROR'd per period | N=382 | N=321 | N=305 | N=324 | N=1,332 |

¹ Data presented represents a compilation of data reported in regular Quarterly Progress reports prepared by the Board of Criminal Justice staff for Grant Nos. 75-AS-12-D403 and 77-A3-12-DE01.

² Preliminary Presentations are held each morning at 0800.

and the proportion of those referred to court who were ROR's increased over the grant period from the previous nine month period. The increased proportion of those screened who were ROR's is, again, at least partially the result of the decrease in the number being screened by the ROR Unit.

Additional data on the rate of court rejections of ROR Unit recommendations were also scrutinized. These data indicate that the judges' rejection of ROR recommendations decreased from 9.5% to 5.4% from the first half to the second half of the project year. Thus, either the judges began to have more confidence in ROR recommendations, the ROR screening and referral process was improved, or both factors combined yielded these results.

Data presented in Tables 5 and 6, show the time of release and the amount of time from booking to release for ROR individuals. Comparison of second and third quarter data in Table 5 indicates that a major change occurred over those time periods. Namely, of the detainees ROR'd through the program, the proportion who were released at preliminary presentations decreased considerably from the first

TABLE 6: Time from Booking to Release¹

| Time from Booking to Release | Qtr. I 7/1 to 9/30/77 | Qtr. II 10/1 to 12/31/77 | Qtr. III 1/1 to 3/31/78 | Qtr. IV 4/1 to 6/30/78 | Year End Totals |
|-----------------------------------|-----------------------------|--------------------------------|-------------------------------|------------------------------|--------------------|
| Less than 3 hrs. | 26% | 29% | 32% | 31% | 30% |
| 3 to 6 hrs. | 30% | 28% | 34% | 29% | 30% |
| 6 to 12 hrs. | 27% | 27% | 21% | 20% | 24% |
| 12 to 24 hrs. | 12% | 10% | 09% | 14% | 11% |
| more than 24 hrs. | 05% | 07% | 04% | 06% | 05% |
| N = number ROR'd per period | N=382 | N=321 | N=305 | N=324 | N=1,332 |

¹ Data presented represents a compilation of data reported in regular Quarterly Progress reports prepared by the Board of Criminal Justice staff for Grant Nos. 75-AS-12-D403 and 77-A3-12-DE01.

half to the second half of the grant period. Similarly, except to a lesser extent, the proportion of detainees ROR'd between the hours of 5:00 p.m. and 8:00 a.m. also decreased. On the other hand, the proportion of detainees ROR'd during the hours from 11:00 a.m. to 5:00 p.m. increased significantly.

Table 6 reflects the total time from booking to release. The data indicate that of all clients released on recognizance through the program, the proportion of those released in less than three hours and from three to six hours increased while the proportion of those released in more than six hours decreased.

Given the data in Table 5, it appears that the reduced ROR Unit coverage would increase the time from booking to release. However, since the individuals booked after midnight do not go to preliminary presentation until the morning of the following day, the elimination of the ROR Unit coverage during the hours of 11:00 p.m. to 8:00 a.m. had little effect on the length of time from booking to release. In fact, the procedural change giving likely ROR candidates priority for initial screening interviews appears to have decreased the time from

booking to release by focusing project activities more fully on screening individuals for ROR.

In summary, review of the project process data tell us much about the operation of the ROR Unit. First, the number of clients served by the ROR project has been decreasing -- decreasing from last year and decreasing over the current twelve month project period -- even though the number of individuals booked has not decreased correspondingly. Second, even though the number of clients served has been reduced, the proportion of clients screened who were ROR'd has increased, the time from booking to release has decreased and the rate of judges' rejection of ROR recommendations has decreased. Third, the data in the table below show that the ROR project did not fully meet the process objectives as specified in the project grant application.

PROJECT OBJECTIVES ASSESSMENT

| Measurable Objectives | Criterion Level | Project Activities/Results | Difference |
|-----------------------|--------------------------------------------|----------------------------------|------------|
| #1 | 1200 screened per month | 1142 screened per month | -4.8% |
| #2 | 165 referrals to Court per month | 121 referrals to Court per month | -26.7% |
| #3 | 85% acceptance rate on ROR recommendations | 92% acceptance rate | +7.0% |

Fourth, even though these stated project objectives were not met in full, the project has focused more clearly on ROR related activities and the additional measures, decreased time from booking to release, reduced rejection rates by judges, etc., indicate improved efficiency. Fifth and finally, the portion of the project that really suffered was the project's attempt to screen as many individuals as possible in order to identify individual problems or individuals who would be a problem for the institutions in which they remain incarcerated; a function not necessarily related to ROR.

Failure-to-Appear (FTA) Rates -- Evaluation Objective #3

Since the inception of the ROR project, a number of studies have been conducted in order to determine the failure-to-appear (FTA) rates for ROR clients. The data from these studies have been included in Table 7. This Table also includes data on the rates at which warrants were issued for the arrest of ROR clients who failed to appear in court for scheduled hearings..

On face value, the data indicate that the ROR clients performed considerably better than the bonded defendants. Scrutiny of the data, however, indicates

TABLE 7: Failure-to-Appear (FTA) Rates

| GROUP | FAILURE TO APPEAR RATE | WARRANTS ISSUED (Recission Rate) | TIME PERIOD | POPULATION (Sample) SIZE |
|-------------------------------|------------------------|----------------------------------|------------------|--------------------------|
| Bonded ¹ | 31.3% ⁵ | 20.9% | 1/1/75--6/30/75 | (N=163) |
| ROR (Supervised) ² | N/A | 10.1% ⁶ | 3/1/76--12/31/76 | (N=1,248) |
| ROR ² | N/A | 9.8% ⁷ | 7/1/77--12/31/77 | (N=703) |
| ROR ³ | 13.5% | 8.0% ⁸ | 5/1/77--7/31/77 | N=598 |
| ROR ⁴ | 15.2% | 4.8% ⁹ | 7/1/77--6/30/78 | N=1,798 |

¹ Release-On-Recognizance, Grant No. 75-AS-12-D403; Baseline Data for ROR project, Addendum to Final Project Report

² Release-On-Recognizance Unit, Report to the Board of Criminal Justice, Undated

³ Release-On-Recognizance Unit, Grant No. 75-AS-12-D403, Addendum to Final Project Report

⁴ Release-On-Recognizance Unit, Grant No. 77-A3-12-DE01, Final Project Report

⁵ Sample Includes felony and misdemeanor cases only.

⁶ Computation of rates utilizes # of detainees ROR'd as a base. In addition, the rate shown includes warrants issued due to non-compliance with ROR agreement plus warrants issued for FTA.

⁷ Computation of rates utilizes # of detainees ROR'd as a base.

⁸ Computation of rates utilizes # of scheduled court hearings. Utilizing # ROR'd as a base increases rates to 21.8% and 12.9% respectively; N=371.

⁹ Computation of rates utilizes # of scheduled court hearings. Utilizing # ROR'd as a base increases rates to 20.5% and 6.5% respectively; N=1,332.

that three different kinds of computations were used to obtain the FTA rates presented. As a result, the rates reported cannot be compared directly. At the same time, the differences between the FTA rates for the bonded defendants and the FTA rates for the two groups of ROR clients are so large that the computational variations cannot account for them entirely.

Two other notes about FTA rates at this time are important. In addition to the inconsistencies mentioned above, the accuracy of FTA rates is dependent upon the Court Clerk's thorough reporting of missed hearings and the ROR staff's thorough recording of those reported. Also, this rate in and of itself is a poor measure of the ROR'd clients' "negative" behavior since FTA rates include failures-to-appear for any reason: transportation problems, improper notification (or no notification), lack of directions to the court room, etc., in addition to intentional failure-to-appear. In those cases where a defendant released on pre-trial status (ROR or bond) does not appear in court for a scheduled hearing, the general procedure used locally by the judge is to grant a two-week continuance to allow for

proper notification. Should the defendant fail to appear at this second scheduled hearing, a warrant is issued for his arrest. Thus, warrants issued (or Recission Rate) is a better measure of "willful failure-to-appear."

Comparing the warrants issued rates for bonded clients with the rates for the four groups of ROR'd clients again shows the ROR clients performed considerably better, but again, errors in the computation of these rates may account for some of the differences identified.

Re-Arrest Rates -- Evaluation Objective #4

Table 8 shows the results of follow-up studies conducted to find the difference in re-arrest rates for various groups of pre-trial defendants released on ROR and bond. As with the FTA rates discussed previously, different methods of computing re-arrest rates were used. But the differences are so large that the computational variations cannot account for them entirely. The data clearly indicate the ROR defendants were re-arrested on new charges less frequently than Bonded defendants.

TABLE 8: Re-Arrest Rates

| GROUP | RE-ARREST RATE (new offenses) | TIME PERIOD | POPULATION (Sample) SIZE | FOLLOW-UP PERIOD |
|----------------------------------|----------------------------------|------------------|-----------------------------|------------------|
| Bonded ¹ | 22.2% | 3/1/76--4/30/76 | (N=297) | 3/1/76--7/31/76 |
| ROR (Supervised) ¹ | 3.2% | 3/1/76--7/31/76 | N=525 | 3/1/76--7/31/76 |
| ROR (Supervised) ² | 4.3% | 3/1/76--12/31/76 | N=1,248 | 3/1/76--12/31/76 |
| ROR ² | 3.1% | 7/1/77--12/31/77 | N=703 | 7/1/77--12/31/77 |

¹ Release-On-Recognizance Unit, Grant No. 77-A3-12-DE01, Final Project Report

² Release-On-Recognizance Unit, Report to the Board of Criminal Justice (Undated)

Probation Disposition Rates -- Evaluation Objective #5

Table 9 shows the results of a follow-up study which was conducted to find out whether Bonded, Incarcerated and ROR'd defendants receive "probation" dispositions at differential rates. The Table indicates that the ROR clients sampled, in fact, received probation far more often than did either bonded defendants or defendants who remain incarcerated during the pre-trial period.

The data in Table 9, however, brings to light an important issue which has been neglected in the data analysis thus far. Namely, should we not expect the ROR clients to have better probation disposition rates (or FTA, warrants issued and re-arrest rates for that matter) than the bonded and incarcerated defendants? Although a Client Profile is not provided in this report, an analysis of "offenses charged" at the time of booking sheds some light on the characteristics of ROR'd, bonded and incarcerated defendants and how each group might be expected to perform.

What does the difference in the offense charged mean in terms of its effect on probation disposition rates? First, since a good portion of non-bonded

TABLE 9: Probation Disposition Rates

| GROUP | PROBATION DISPOSITION RATES | TIME PERIOD | POPULATION (Sample) SIZE |
|-------------------------------|-----------------------------|-----------------|--------------------------|
| Bonded ¹ | 21.1% ^{3,4} | 1/1/75--6/30/75 | (N=227) |
| Incarcerated ¹ | 27.7% ^{3,5} | 1/1/75--6/30/75 | (N=144) |
| ROR (Supervised) ² | 52.6% ³ | 3/1/76--9/30/76 | (N=207) |

¹ ROR Unit, Grant No. 75-AS-12-D403, Final Project Report
Baseline data, 8/10/77.

² ROR Unit, Grant No. 77-A3-12-DE01, Final Project Report, 7/25/78.

³ Data includes felony, misdemeanor and traffic cases where defendant pleaded or was found guilty.

⁴ Utilizing felony, misdemeanor and traffic cases regardless of plea or adjudication, Probation Disposition Rate = 14.8% (N=324).
Using felony and misdemeanor cases only, rate = 29.6% (N=162).

⁵ Utilizing felony, misdemeanor and traffic cases regardless of plea or adjudication, Probation Disposition Rate = 15.9% (N=252).
Using felony and misdemeanor cases only, rate = 11.4% (N=207).

and ROR'd defendants are not out of jail on bond because they could not afford bail, it seems only natural that a disposition involving a fine would be less likely for these individuals. Second, if a high percentage of bonded clients are traffic offenders rather than felony or misdemeanor offenders a disposition of a fine seems much more likely than either probation or an institutional sentence.

The data in Table 10 bear out these assumptions. Better than 49% of the defendants who bond out are charged with traffic offenses while 30% or less of the non-bonded and ROR'd defendants are traffic offenders. Correspondingly, 19 to 27% of the bonded individuals are felony offenders while 40 to 56% of the non-bonded and ROR'd defendants are felony offenders.

Data from these same samples indicate that 33.0% of the bonded defendants received sentences involving fines and 31.3% of the total non-bonded defendants sampled, including 44.7% of the non-bonded felony offenders, received sentences to the state prison or to local institutions. These facts, in conjunction with the data on offense charged make the probation disposition rates more readily

TABLE 10:

Category of Offense Charged for ROR'd, Bonded and Non-Bonded Defendants

| Category of Offense Charged | 1/1/75 -- 6/30/75 | | 3/1/76 -- 7/31/76 | | ROR Population 10/1/76 to 6/30/77 | ROR Population 7/1/77 to 6/30/78 |
|--------------------------------|------------------------|----------------------------|-----------------------|------------------------|-----------------------------------------|----------------------------------------|
| | Bonded: Sample Data | Non-Bonded: Sample Data | ROR'd: Sample Data | Bonded: Sample Data | | |
| Felony | 26.9% | 40.9% | 47.6% | 19.0% | 55.7% | 47.9% |
| Misdemeanor | 23.5% | 32.1% | 27.6% | 31.6% | 17.0% | 21.6% |
| Traffic | 49.7% | 27.0% | 24.8% | 49.3% | 27.3% | 30.5% |
| Sample Size | N=324 | N=252 | N=525 | N=294 | N=1,353 | N=1,332 |

understandable.

The bottom line is that probation disposition rates are a poor measure of ROR project performance. Differential probation disposition rates for ROR'd, bonded and non-bonded pre-trial defendants are more likely attributable to "offense charged", "prior record", "community ties", and "employment" than to the effects of the ROR program on the defendants or the judges making the disposition. That is, the criteria used to decide whether or not an individual should be ROR'd are generally more stringent than those used to release an individual on bond.

Project Costs

The ROR project is funded with a combination of LEAA, CETA and County funds. As can be seen in the table below, the primary costs for program operation are personnel costs. The expenditures from the 1975 and 1977 LEAA grants show that personnel costs average around 90% of the total; travel, equipment and other operating expenses account for a relatively small percentage of total program costs.

TABLE 11: Release-On-Recognition Unit

| | <u>Grant Expenditures</u> | |
|--------------------|---------------------------|---------------------|
| | <u>1975</u> | <u>1977</u> |
| | (10/1/76 to 6/30/77) | (7/1/77 to 6/30/78) |
| Personnel | \$36,278 (87.12%) | \$43,528 (92.08%) |
| Travel | 33 (.08%) | |
| Other Operating | 5,330 (12.80%) | 3,744 (07.92%) |
| Sub-Total: | \$41,641 | \$47,272 |
| Equipment | 1,147 | -- |
| Total Cost: | <u>\$42,788</u> | <u>\$47,272</u> |

These costs, however, are very conservative since ROR project funds come from CETA and County sources also, not just the LEAA grant. Thus, actual costs for operating the project are considerably higher. Utilizing salary figures quoted in the 1977 grant budget (for the ROR Coordinator, ROR Specialists (4) and ROR Technician), salary figures as included in the County Civil Service Pay Schedule (for the Project Coordinator and Clerk-Typist) and an estimated ratio of 90% personnel costs and 10% other operating expenses, a more realistic "total project cost" is obtained. The table below reflects these costs.

TABLE 12: Estimate of Total Project Costs

| | | |
|---------------------------------------------|----|------------------|
| Personnel (90%) | \$ | 101,551 |
| Project Supervisor | | 16,864 |
| ROR Coordinator | | 13,479 |
| ROR Specialist | | 13,106 |
| ROR Specialist | | 12,858 |
| ROR Specialist (2) | | 25,674 |
| ROR Technician | | 11,003 |
| Clerk-Typist II | | 8,567 |
| Other Operating (10%) (including Travel) | \$ | <u>10,155</u> |
| TOTAL BUDGET: | | <u>\$111,706</u> |

Since approximately 10% of those individuals initially interviewed were also ROR'd and since all those considered for ROR are involved in a more extensive screening and record verification procedure, the cost per individual screened and the cost per individual ROR'd overlap somewhat. Adjusting for this overlap in estimating costs per unit of service is important.

A simple work-time analysis conducted with the ROR staff indicated that approximately 82% of the ROR Coordinator, ROR Specialists and Technician's time was devoted to screening defendants and verifying information on ROR candidates (57% of which was devoted to interviewing and 43% of which was devoted to record checks, referrals to Court, etc.). Adjusting for the overlap between screening and the other ROR procedures and assuming that costs for support services are proportional to direct service costs, 51% of project time was devoted to clients who were screened and not ROR'd and 49% of project time was devoted to clients who were screened and ROR'd. Using these estimates in conjunction with the 1977 estimated total project costs and the 1977 service data, a realistic estimate of "costs per unit

of service" is as follows:

| | | | |
|-----------------------------------|-------------------------------|------------------------------------|-----------|
| 1) Unit Costs per Client Screened | (\$111,706: Total Costs)(.51) | | |
| | <hr/> | | = \$ 4.50 |
| | (13,715 - 1,332) | Individuals Screened but not ROR'd | |
| 2) Unit Costs per Client ROR'd | (\$111,706: Total Costs)(.49) | | |
| | <hr/> | | = \$41.00 |
| | 1,332 | Individuals Screened and ROR'd | |

These estimated unit costs for the project appear to be reasonable based on previous studies done on pre-trial release projects. However, it should be noted also that the estimates do not take into consideration costs of securing the judges' approval, recording of court orders or other related costs. Also, costs associated with failures-to-appear in court and re-arrests are not included but would certainly drive total costs higher.

On the other hand, "cost savings" to the county have not been included. If we assume, very conservatively, that the defendants ROR'd would have remained in jail on pre-trial status an average of from five to ten days each beyond their date of release on ROR and

if we assume that the average cost per day in jail is \$19.00¹ per inmate, cost savings to the county might be estimated at from \$126,540² to \$253,080³. Using Board of Criminal Justice average cost per day in jail of \$16.21 rather than the rational average utilized above, the cost savings to the county is estimated at from \$107,959⁴ to \$215,917⁵, slightly less than the previously cited figures.

If decreased welfare costs, decreased costs to the economy from loss of such productive manpower and decreased intangible costs for the incarcerated person and his family are also considered, total cost savings associated with the ROR program could be substantially higher. Higher, at least to the extent necessary to offset other court and law enforcement costs which result from ROR'd clients' failure-to-appear and re-arrests.

¹ Estimated average daily costs for detention as cited in Instead of Jail: Pre- and Post-Trial Alternatives to Jail Incarceration (Volume 2) Alternatives to Pre-Trial Detention; National Institute of Law Enforcement and Criminal Justice - October, 1977.

² \$19.00 per day x 5 days x 1,332 defendants ROR'd = \$126,540

³ \$19.00 per day x 10 days x 1,332 defendants ROR'd = \$253,080

⁴ \$16.21 per day x 5 days x 1,332 defendants ROR'd = \$107,959

⁵ \$16.21 per day x 10 days x 1,332 defendants ROR'd = \$215,917

CONCLUSIONS AND RECOMMENDATIONS

Since the inception of the ROR project, the ROR Unit has performed well. The number of individuals screened and ROR'd through the Unit appears appropriate for the costs involved even though substantially below the level of activities anticipated at the onset of the project. Reductions in the number of staff and the staff coverage at the ROR Unit account, to some extent, for the lesser quantity of individuals ROR'd.

A number of administrative and staff changes at the Board of Criminal Justice and the ROR Unit have caused some difficulty in maintaining project continuity. However, during the past grant year steps were taken to stabilize the program and to focus project activities more clearly on grant objectives. Thus, the project staff were able to provide essential screening and referral services to ROR candidates and to many other detainees who were not ROR candidates.

In terms of service quality, various factors are indicators of positive project performance. The failure-to-appear rate, the warrants issued rate and the re-arrest

rate for ROR clients appear to have been better than those of bonded defendants and are within a range of acceptable outcome for the ROR project. The percentage of ROR recommendations made by the ROR Unit staff that were approved by the courts and the time from booking to release are two additional measures which indicate acceptable service quality.

The environment and general working conditions at the ROR Unit are not comfortable and are not conducive to the development of good work habits. The ROR Unit staff (like the detainees themselves and all correctional staff) work in crowded conditions with little or no privacy, high noise levels, and high summer heat. Fortunately, the jail expansion currently planned will provide some relief from these conditions.

The ROR staff as a whole have a level of work experience and education adequate to perform their jobs satisfactorily. They have an average of better than one and one half years of related experience (including their present positions) and all have achieved at least an A.A. degree, most in criminal justice, counseling or another related area. The level of staff training was not clearly documented during the course of this evaluation, however, the staff did report having only

limited involvement in in-service training. Some effort should be made by the Board of Criminal Justice to insure that new ROR Unit staff receive adequate pre-service training (other than on-the-job training) and that all staff receive regular in-service training. Such training seems particularly important since these individuals work so closely with detainees in a structured, security setting and their performance is critical to the safety of the community.

As this evaluation progressed, some general and specific problem areas were encountered where revisions in the ROR Unit procedures or in other aspects of the local criminal justice system could improve the operation of the ROR project and the local corrections program as a whole. If local officials agree that any of the recommendations provided might be beneficial, further study of some of these areas should be pursued. The reader is cautioned that immediate and drastic changes might have deleterious effects on the ROR project. Thus, before any changes are made in the ROR program, in ROR procedures or in other areas of the local system related to the ROR project, careful consideration should first be given to the advantages and disadvantages associated with each recommendation.

Current Data Collection Efforts

During the course of the ROR Unit project, a considerable amount of data has been collected and reported. Some of this data collection is extremely time consuming. During the course of the current grant year a concerted effort should be made to review those data which are currently being collected (for management and grant purposes) and then to:

- 1) identify those data essential for future management and evaluation purposes,
- 2) minimize the collection of unneeded information, and
- 3) routinize data collection using standardized collection procedures.

Routinizing data collection is particularly important, making the data collection task easier and the data collected consistent from month-to-month, year-to-year, etc.

Process Data

The following information constitutes a good measure of ROR Unit activities and should continue to

be collected even after the expiration of grant funding:

1. Number of defendants screened.
2. Number referred to courts for ROR.
3. Number ROR'd.
4. Number referred for medical treatment, psychological counseling, alcohol and drug abuse counseling and other social services.
5. The time from booking to release.
6. Man hours expended on ROR Unit activities.
7. Time from release to disposition.

Time from release to disposition is presently being collected but is not routinely tabulated/reported. This factor is critically important in interpreting the outcome data discussed below.

Outcome Data

Outcome data are those data that tell about the project's success or impact (on the clients or the justice system) rather than the type or levels of project activities. Outcome data elements include:

- 1) Failure-to-Appear (FTA) Rates

- 2) Warrants Issued Rates (Recission Rates)
- 3) Re-arrest Rates

As discussed in the data analysis, the Recission Rate (or the rate at which ROR clients' failure to appear at court results in a warrant or capias being issued for arrest) is the most appropriate and most accurate measure of project success. However, since recission rates can be computed using various methods, it is essential that the ROR Unit staff adopt a standard, written procedure for collecting and calculating recission rates so that project outcomes can be compared over time and with other populations (or samples) where the recission rate is calculated similarly. Otherwise, comparison of outcomes is neither practical nor meaningful in assessing project success.

Re-arrest rates are also currently collected by the project as outcome data and are considered (by similar projects around the country) as good measures of project success. But re-arrest rates are a measure of project success only to the extent that the project is expected to "predict" which offenders will commit subsequent offenses. Making consistent predictions of this nature is risky and should not be used by the ROR project as its sole effectiveness measure; particularly since the

project has so little effect on offenders once they have been released from custody. Nevertheless, re-arrest rates are a good supplement to other project outcome data if they can be collected easily and without jeopardizing the collection of more important data. Re-arrest data are particularly good if data on "time from release to disposition" can also be obtained, since this factor has been shown (in other similar projects) to be closely related to re-arrest (and FTA) rates.

Probation disposition rates have little or no relation to ROR status and are a poor measure of project success. Since the ROR Unit does not currently collect and report these data on a routine basis, they should assign a low priority to this kind of information for further data collection efforts unless local decision makers insist on being advised of such disposition.

Sample Data

To a large extent, the ROR project relies on population data for management information purposes. This kind of data collection is ideal. Unfortunately, collection of all data on all ROR clients is very time consuming. When control or comparison groups are also

included, i.e., comparing ROR clients to bonded defendants, data collection efforts become even more burdensome, particularly since neither electronic data processing capabilities nor data collection/research personnel are currently available. Thus, the ROR Unit should maximize its data collection efforts by developing procedures to collect sample data on outcome measures rather than continuing to rely on the more time consuming population data. Annual or semi-annual studies of project outcome utilizing sample data should be sufficient to meet the project's needs for management and evaluation information.

Client Profile

The process and outcome data mentioned previously can be further enhanced by the addition of client profile data, particularly if these data are collected on a case-by-case basis rather than an aggregate basis. Using this procedure, correlation studies will be possible and aggregate data can be easily compiled. Client profile data should include the following at a minimum:

- 1) Age
- 2) Race
- 3) Sex

- 4) Offense charged at time of booking
- 5) Number of arrests one year prior to extant offense
- 6) Types of prior offenses
- 7) Employment/education status at time of arrest
- 8) Length of residence in Hillsborough County prior to arrest

Since these data are currently collected for all ROR clients during the ROR screening process, no new data collection efforts are involved. Extracting these data from case files and compiling them into a statistical report would require some additional effort. Collecting similar data on control or comparison groups (like bonded defendants) would also consume additional time. Again, however, utilizing sample data in annual or semi-annual outcome studies would minimize the work involved.

ROR Screening Procedure

When an individual is detained in Hillsborough County, booking is completed by the Correctional staff at the Central Booking facility. After this general "intake" is accomplished the ROR staff interview all individuals, except those not interested in being considered

for ROR. Because of the hurried and otherwise demanding conditions at Central Booking, a significant number of detainees who are potential ROR candidates may be unaware of the ROR program and either bond out of jail or remain incarcerated. In order to achieve the most immediate release and the most equitable treatment of detainees eligible for release on pre-trial status, a standard procedure for advising detainees of the availability of the ROR program should be utilized. Such a procedure should insure that all individuals are advised of that option. Further, unless such a procedure is routinely utilized the ROR program can never provide the maximum benefit to the local system or to the individuals detained in the county. Using such a procedure could also lead to another positive side effect by increasing the chances of immediately identifying inmates in need of medical, psychological or other services.

ROR Records Check

Another problem area is that a large number of individuals are ROR'd through the courts without the safeguard of a record check or the verification of residence, employment history, etc. Such a record check

could be made for the respective court by the ROR Unit staff and would thus provide judges with additional information to make well informed decisions regarding pre-trial release. Arguments for implementing such a records check by the ROR Unit include:

- 1) such a procedure would ensure equitable handling of all cases where ROR is considered,
- 2) such a procedure would increase assurance that ROR candidates do not present a major risk to the safety of the community,
- 3) such a procedure would allow uniform control of individuals on ROR status, and
- 4) such a procedure would increase awareness of the successes and failures of individuals on ROR status.

Arguments against implementing such a procedure might include:

- 1) such a procedure would delay release in some cases,
- 2) such a procedure could inhibit a judge's discretion in making ROR decisions, and
- 3) review of all ROR candidates might require additional ROR staff.

Considering that the Board of Criminal Justice and the ROR Unit in particular hold to the philosophy that the primary concern with the ROR program is to ensure the safety of the community, the advantages of the above procedure seem to outweigh the disadvantages.

A negative outcome which could result from implementing such a procedure, however, is that if the criteria for ROR are more stringent than those informal criteria presently utilized by individual judges, the local jail population could increase. In any case, the feasibility of implementing such a procedure should be pursued by the Board of Criminal Justice and the local judiciary.

Roster of Active ROR Cases

One last problem with the ROR project is that an accurate roster of individuals on Active ROR Status is difficult to maintain. Having many individuals ROR'd through the courts without the assistance of the ROR Unit contributes to this problem. Primarily, however, this situation exists because the ROR project is not notified directly of case dispositions on ROR'd individuals. Rather, information on case dispositions is recorded on the court calendars, court dockets and case files maintained by the offices of

the Clerk of the Circuit Court and the State Attorney. Case dispositions are obtained by the ROR project staff and utilized to update ROR project files only through a time demanding process of reviewing daily court calendars and manually purging project files of ROR cases. The ROR project should make an effort to maintain a file of Active ROR Cases, updated at least monthly. Such a procedure is a prerequisite to the collection of data on "time from release to disposition" which, as mentioned earlier, is critically important in interpreting outcome data for the project.

Summary Remark

Again, the reader should be reminded that the preceding recommendations were made because they were thought to offer possible benefits to the ROR project and to the local criminal justice system as a whole. Those having merit should be reviewed and further study of their effects should be undertaken prior to their implementation. Implementing those procedures which do offer positive effects would strengthen an already successful ROR program in Hillsborough County.

CONTINUED

1 OF 2

APPENDIX "A"

ROR INTERVIEW/REFERRAL PACKAGE

ROR SUPPLEMENT

BACKGROUND INFORMATION:

SPOUSES NAME:

(Last) (First) (M.I.) (Suffix)

REFERENCES: (For verification do not use two people at the same phone number)

NAME RELATION ADDRESS PHONE

COMMENTS/IMPRESSIONS:

1. RESIDENCE: (PRESENT)

(House Number/Street)

(Apt. No.)

(City) (State) (Zip) (Length) (With)

PHONE #.

PRIOR

(House Number/Street)

(Apt. No.)

(City) (State) (Zip) (Length) (With)

FOR POINTS: RESIDENCY

3 Present 1 Yr. or Present and Prior 1.5 Yrs.

TOTAL: 2 Present 6 Mos. or Present and Prior 1 Yr.

1 Present 4 Mos. or Present and Prior 6 Mos.

+1 Last 2 Yrs. or More in Hillsborough, Pinellas, Pasco, Polk, Manatee or Sarasota Counties

2. EMPLOYMENT: (PRESENT) (If a Student, Unemployed, or on Workmens Comp., Indicate so here)

Name Address Phone

Job Title Supervisor Length Income

PRIOR:

Name Address Phone

Title Length Income

FOR POINTS: EMPLOYMENT

TOTAL: 4 Present job 1 Yr. and can go back

3 Present job 1 Yr. or Retired/Housewife with children

2 Present Job 4 Mos. or Present and Prior 6 Mos./Housewife

1 Currently employed or receiving workmen's compensation or unemployment compensation



HILLSBOROUGH COUNTY
BOARD OF CRIMINAL JUSTICE

INITIAL INTAKE FORM

BOOKING # _____

DATE _____ TIME _____

SS # _____

INTERVIEWER _____

NAME: _____ R/S _____ DOB _____ AGE _____

ADDRESS: _____ LENGTH _____ PHONE _____

COUNTY: HILLS PINELLAS PASCO POLK MANATEE SARASOTA OTHER LENGTH _____

MARITAL STATUS: _____ NO. OF DEPENDENTS _____ AGES _____

EDUCATIONAL LEVEL ATTAINED: _____ YEAR LAST ATTENDED _____

RETURN TO SCHOOL: Y N

CURRENTLY EMPLOYED: Y N LENGTH _____ JOB TITLE _____

CURRENT HEALTH PROBLEMS: Y N _____

REGULAR MEDICAL TREATMENT/MEDICATION: Y N _____

ALCOHOL PROBLEM: Y N DRUG ADDICTION: Y N

DRUG USAGE: ALCOHOL MARIJ AMPH BARB HEROIN COC OTHER

ARREST HISTORY

| | DATE | OFFENSE | BOND/DISPOSITION |
|---------|------|---------|------------------|
| CURRENT | | | |
| | | | |
| | | | |
| PRIOR | | | |
| | | | |
| | | | |

ON PROBATION: Y N PAROLE Y N PG/LOCATION _____

PENDING CHARGES: Y N _____

REASON(S) DENIED POR: _____

COMMENTS: _____

REFERRALS

_____ MEDICAL EMERG/EVAL _____ EDUCATION _____ PRE-TRIAL INTERVENTION
 _____ PSYCHOLOGICAL EMERG/EVAL _____ ALCOHOL _____ PROBATION AND PAROLE
 _____ DRUG ABUSE DACCQ/TASC _____ CFCIP _____ OTHER

C. ARE YOU ATTENDING SCHOOL?..... Y N FULL TIME _____ PART TIME _____

HIGHEST GRADE COMPLETED? _____ LOCATION? _____

VERIFIED: Y N

ROR POINTS: SCHOOL

TOTAL: 4 Currently in school attending full time
2 Left school within 6 Mos. & Employed/PART TIME STUDENT
1 Left school within 3 Mos. & Unemployed

ROR POINTS: FAMILY TIES

TOTAL: 4 Lives With Spouse and Children
3 Lives With Parent(s), Spouse, or older person living with one or more of his/her Children
2 Lives with other family relatives; lives alone - stable residence (at least 1 Yr.)
Lives with non-family friend; Regular contact with family
+1 Head of household with children

ADDITIONAL INFORMATION:

Are you receiving unemployment compensation or any benefits?..... Y N

AGENCY: _____

Financial Status: _____
Assets: _____ Liabilities: _____

Military Status: _____
Present: _____ Past: _____ Type Discharge: _____

Will you be leaving Hillsborough County between now and your trial(s)?..... Y N
Between now and your trial you can be reached at:

Address _____ Phone _____ Time Of Day _____

ROR POINTS: SUBJECTIVE EVALUATION

TOTAL: +1 Appeared on some previous case, personal knowledge of defendant, positive impression
0 Appeared Average
-1 Intoxicated, Aggressive Behavior, Negative Impression
ADDITIONAL POINTS CAN ONLY BE AWARDED BY A SUPERVISOR

ROR POINT SUMMARY:

TOTAL: _____

CRIMINAL HISTORY _____

RESIDENCE _____

HEALTH INFORMATION _____

EMPLOYMENT _____

FAMILY TIES _____

SUBJECTIVE _____

INTAKE INTERVIEWER: _____

ROR INTERVIEWER: _____

AUTHORIZATION: _____

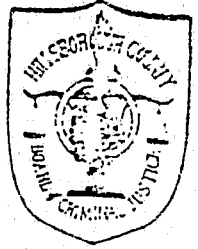
DATE ACTIVE: _____

REMARKS AND/OR COMMENTS:

HILLSBOROUGH COUNTY BOARD OF CRIMINAL JUSTICE

Tampa, Florida

INFORMATION RELEASE FORM



TO: HILLSBOROUGH COUNTY BOARD OF CRIMINAL JUSTICE
1512 North Clark Avenue
Tampa, Florida 33607

I, the undersigned request pre-trial release on my own recognizance because of financial or other reasons.

I certify that all information I have given is true to the best of my knowledge and belief.

I, the undersigned, give permission to the Board of Criminal Justice, or its representatives, to receive from any office, agency or reference, any and all information necessary to verify my historical background including the following: criminal, medical, psychiatric, educational, employment and psychological histories.

In addition, upon receipt of a written request from a related agency or the courts, I give permission to relay the requested information to them.

Date

Client or Relative

Witness

Relationship

HILLSBOROUGH COUNTY BOARD OF CRIMINAL JUSTICE
PRE-TRIAL RELEASE PROGRAM
UNSUPERVISED RELEASE-ON-RECOGNIZANCE REQUEST/ORDER

STATE OF FLORIDA
VS.

CHARGE:

DOCKET:

I, _____, do hereby request that I be released on my own recognizance with the understanding that I will appear at any time or place the Court or its official may direct. Further, I will comply with the following conditions:

- (a) I will not leave Hillsborough County or _____ COUNTY, FLORIDA or change my residence without first getting permission from the Court or its representative. To obtain this permission I will call 272-5395.
- (b) I understand that if I am arrested for any charge, while participating on ROR, my ROR will be rescinded immediately.
- (c) I hereby waive any and all extradition proceedings should I abscond or violate my Release on Own Recognizance conditions.
- (d) I further understand that if I violate any of the conditions of my release from custody, a warrant for my arrest will be issued immediately.
- (e) Further, I will comply with any and all other conditions that the Court may see fit to impose, including those conditions listed below.

I understand that any violation of the above conditions of release under this Order will be punishable as a Contempt of Court and that I will also be subject to being recommitted to custody pending trial.

I have read the above conditions and fully understand them and will abide by them. I will personally appear in this case in all Courts and proceedings as directed.

DATE

DEFENDANT

ORDER GRANTING RECOGNIZANCE

The Court, after being advised concerning the above matter, does hereby order the above named defendant to be released on the defendant's own recognizance this _____ day of _____, 19_____.

DUE IN COURT ON _____



BOARD OF CRIMINAL JUSTICE
INITIAL ASSESSMENT REFERRAL

DATE: _____

TO: _____

NAME: _____ DOB: _____ R/S: _____

PRESENT ADDRESS _____ PHONE: _____

CHARGE _____

_____ Sent. Pretrial

TYPE OF ARREST _____ TED _____ Married _____ Single _____

Divorced _____ Separated _____ Widowed _____

REASON FOR REFERRAL - IMMEDIATE NEEDS.

REFERRED BY: _____ APPROVED BY: _____

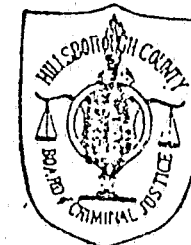
FOLLOW UP ACTION TAKEN: _____

RETURN THIS COMPLETED FORM TO THE INITIAL ASSESSMENT UNIT.

HILLSBOROUGH COUNTY BOARD OF CRIMINAL JUSTICE

RELEASE-ON-RECOGNIZANCE PROGRAM

COURT/DEFENDANT SUPERVISION INFORMATION



NAME: _____

CHARGE: _____

ADDRESS: _____

TELEPHONE: (Home) _____ (Other) _____

HILLSBOROUGH COUNTY
BOARD OF CRIMINAL JUSTICE
RELEASE-ON-RECOGNIZANCE UNIT



NAME: _____

CHARGE: _____

RELEASE DATE: _____

COURT: _____

LOCATION: _____

TIME: _____ DATE: _____

YOU ARE RESPONSIBLE FOR APPEARING IN COURT AT THE PROPER TIME.

1. FELONY: IF YOU DO NOT RECEIVE A COURT DATE IN THE MAIL BY _____, CALL 272-5395, AND ASK THAT YOU BE REASSIGNED A COURT DATE. GIVE THEM YOUR FULL NAME, DATE OF ARREST AND CHARGE. IF YOU RECEIVE THE DATE IN THE MAIL, DO NOT CALL THE ABOVE NUMBER.

2. TRAFFIC: TO RECEIVE YOUR COURT DATE GO TO ROOM #116, TAMPA POLICE DEPARTMENT WITHIN TEN (10) DAYS AFTER YOUR RELEASE FROM JAIL.

3. PLANT CITY TRAFFIC: TO RECEIVE YOUR COURT DATE GO TO COUNTY OFFICE BUILDING IN PLANT CITY WITHIN TEN (10) DAYS AFTER YOU ARE RELEASED.

REMEMBER: YOU MUST GO TO COURT ON THE DATE SPECIFIED.

CELL _____ DATE _____

NAME _____

CONTACT OR REQUEST

- | | |
|-------------------------------------------------|---------------------------------------------|
| <input type="checkbox"/> CASEWORKER - Pre-trial | <input type="checkbox"/> PAROLE & PROBATION |
| <input type="checkbox"/> CASEWORKER - Sentenced | <input type="checkbox"/> PUBLIC DEFENDER |
| <input type="checkbox"/> CHAPLAIN | <input type="checkbox"/> SGT. ON DUTY |
| <input type="checkbox"/> FLOOR OFFICER | <input type="checkbox"/> STAFF PSYCHOLOGIST |
| <input type="checkbox"/> MAJOR | <input type="checkbox"/> WARDEN |
| <input type="checkbox"/> NURSE | |

USE THIS FORM ONLY. WRITING ON BOTH SIDES IF NECESSARY.
NO OTHER MEANS OF REQUEST WILL BE ACCEPTED.

END