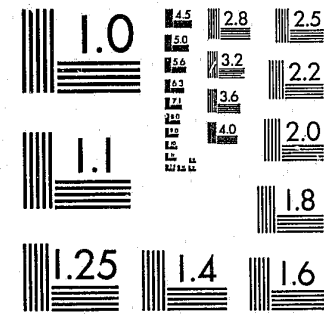


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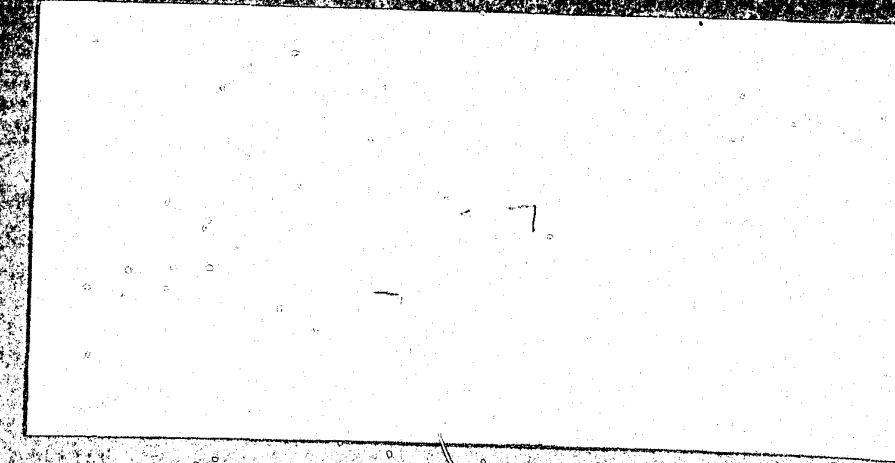
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San Diego



ASSOCIATION OF
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**CRIMINAL JUSTICE
EVALUATION UNIT
1980 REPORT**

Grant No. A-2803-3-80

February 1981

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ACQUISITIONS

Preface

This document presents 1980 crime statistics for the San Diego region and analysis of crime trends over the past five years. Federally-funded criminal justice projects are reviewed and a perspective regarding the nature and function of the criminal justice system is discussed. Abstracts of recent evaluation reports conducted for the Regional Criminal Justice Planning Board are also included.

Collection of the 1980 data was a difficult task requiring review of crime statistics at all law enforcement agencies. We gratefully acknowledge the assistance of records personnel in these departments.

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CHAPTER 1 CRIME TRENDS

Chapter 1

Crime Trends

INTRODUCTION

The substantial reduction in federal criminal justice funds is viewed with dismay by many individuals. Yet this could be advantageous to criminal justice planning and operations because it encourages a focus on crime as a local issue. This is appropriate since the greatest number of different efforts take place at this level.

Review of federal Law Enforcement Assistance Administration (LEAA) projects revealed a significant feature about the criminal justice system in San Diego: there is minimal information regarding "what works" to prevent and/or reduce crime. This is due in part to inadequate planning, lack of accountability and problems intrinsic to the information (data) available. Most LEAA programs developed were rarely well-documented or well-measured. Intervention efforts were not specified nor were activities prior to intervention systematically described. Local funding efforts have resulted in similar outcomes, e.g., incremental approaches, inadequate accountability, inconsistent, unstandardized data collection procedures.

Major decisions regarding the nature and function of criminal justice in the San Diego region will be made over the next several years. To effectively plan and develop crime control policies and allocate resources accordingly, a forum comprised of public officials and criminal justice administrators should be maintained in this region. The interrelatedness of the system components warrants a continued, coordinated effort to identify and analyze crime problems, and implement change strategies. To assist this process, an accountability system should be developed for the criminal justice components. Such a system would link component efforts to specified measures of effectiveness and could provide standards or benchmarks from which objectives or priorities are determined and critically assessed. Since crime control policies are closely associated with the accuracy and timeliness of the information generated to support them, an accountability system is essential.

Indications are that the available data reflecting efforts of criminal justice components (law enforcement, District Attorney, Courts) is not currently being used to seriously examine systemwide performance or address significant fluctuations in particular areas.

Preliminary analysis of the data by evaluation staff revealed disparities among law enforcement agencies which may be a reflection of inconsistent data collection procedures and/or differences in

policies regarding law enforcement operations. Since these data are compiled by a State agency, timely assessment at the local level is precluded and the potential for inaccurate interpretation is increased.

It is suggested that the criminal justice interests of the San Diego region could be more effectively served if this information was standardized, compiled, and examined at the local level. Complete implementation of the Automated Regional Justice Information System (ARJIS) is a step in this direction. Improvements in data management will not automatically produce encouraging or significant conclusions, but may provide a better understanding of what is happening and how it differs from what happened before. Analysis of the information on a systemwide, regional basis can highlight areas of concern and prepare a foundation for priority development and subsequent assessment of efforts. But without improvement in the data needed to supply evaluation information, the information will continue to fall short of policy needs.

If crime control policy is to be effective and be able to eventually answer the question of what works in criminal justice, the issues of coordinated planning, accountability, and data management must be addressed by elected officials and criminal justice administrators.

SAN DIEGO REGIONAL CRIME

The number of crimes per 1000 population increased by 6% between 1979 and 1980 (42.1 and 44.8 crimes per 1000, respectively). National City was the only jurisdiction to experience a decline in the crime rate from 1979.

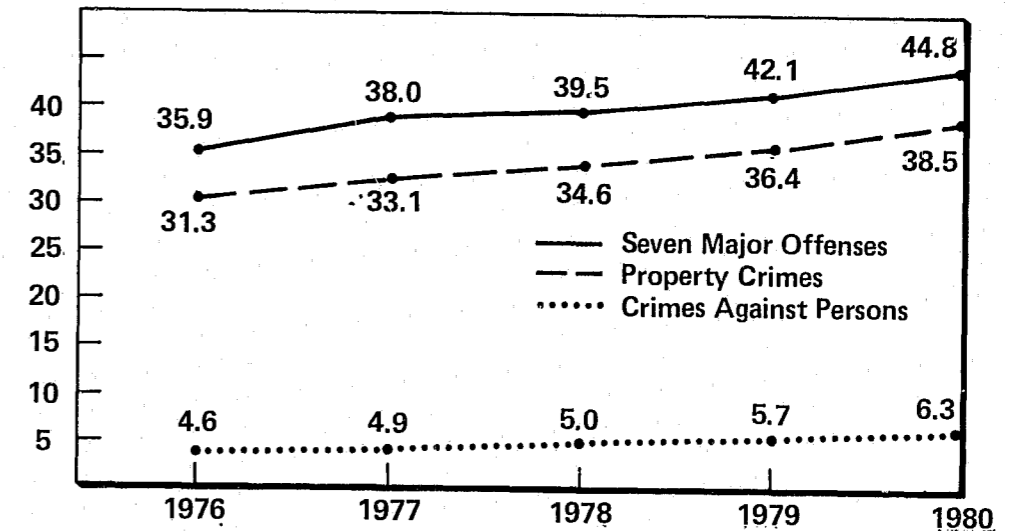
Property crimes account for 86% of the major offenses committed in the region. The rate for these crimes showed an increase from 1979 to 1980 (36.4 to 38.5 per 1000) as did crimes against persons (5.7 to 6.3). (Figures presented for 1980 may vary slightly from subsequent figures released by Bureau of Criminal Statistics due to data collection procedures.)

The cost of administering the criminal justice system was fairly constant between fiscal years 1978 and 1979, the most recent year from which data is available from the Department of Justice (\$129.1 million increasing slightly to \$129.5 million). The majority of the funds expended during 1979 were for law enforcement (59%). The courts received 19% of the allocations, corrections 15%, prosecution 7%, and public defense .3%.

Since 1976, the crime rate for major reported offenses* in the San Diego region has increased by 25%. During this period, criminal justice expenditures increased by 44% (based on projected 1980 figures).

*Homicide, rape, robbery, aggravated assault, burglary, grand theft and motor vehicle theft.

FIGURE 1
CRIME RATE PER 1000 POPULATION
SEVEN MAJOR OFFENSES*
SAN DIEGO REGION
1976 - 1980



* Homicide, rape, robbery, aggravated assault, burglary, grand theft and motor vehicle theft.

FIGURE 2
PERCENT DISTRIBUTION OF SEVEN MAJOR OFFENSES
SAN DIEGO REGION
1980

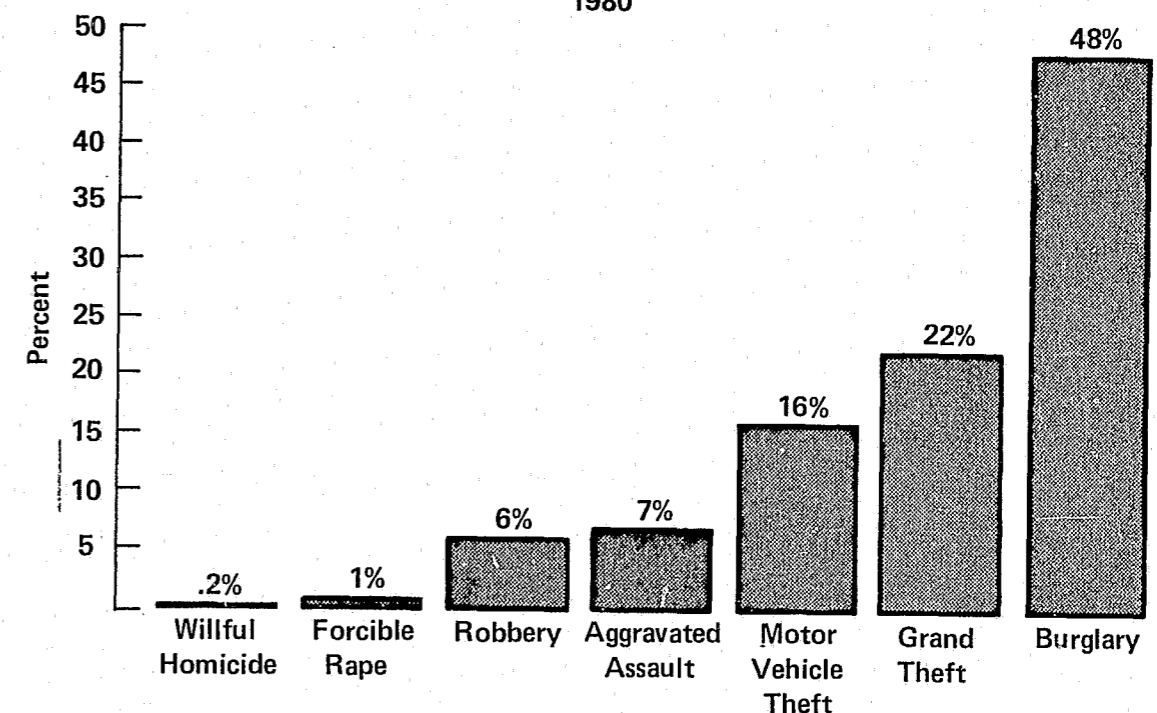
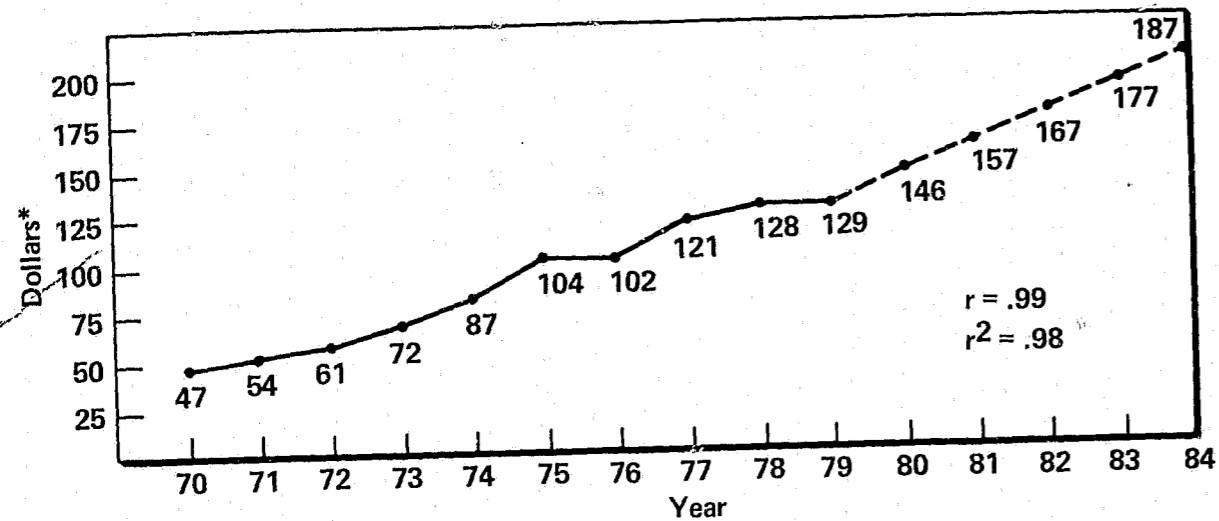


FIGURE 3
CRIMINAL JUSTICE EXPENDITURES
SAN DIEGO REGION
1970-1979, PROJECTED TO 1984



* Expressed in millions of dollars (excludes capital expenditures, federal and state grants)
 Source: Bureau of Criminal Statistics, California Department of Justice.

FIGURE 4
TOTAL CRIMINAL JUSTICE EXPENDITURES
BY TYPE OF AGENCY
SAN DIEGO REGION
FISCAL YEAR 1979

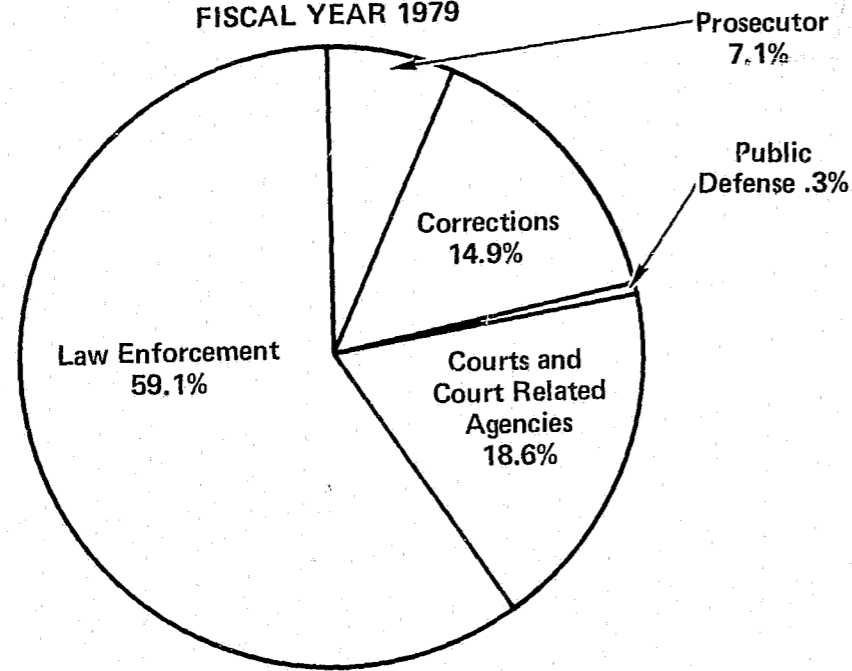


TABLE 1

CRIME RATE PER 1000 POPULATION BY JURISDICTION
7 MAJOR OFFENSES*
SAN DIEGO REGION
1979 AND 1980

	<u>1979</u>		<u>1980</u>
National City	63.1	National City	62.6
San Diego	50.6	El Cajon	53.7
Oceanside	48.9	San Diego	52.0
Imperial Beach	45.8	Oceanside	49.2
El Cajon	42.3	Imperial Beach	47.8
Carlsbad	41.2	Carlsbad	42.7
Chula Vista	39.8	Chula Vista	42.7
La Mesa	29.7	La Mesa	36.1
Escondido	27.6	Escondido	31.4
Sheriff	27.0	Sheriff	30.7
Coronado	23.4	Coronado	30.6

*Includes homicide, rape, robbery, assault, burglary, grand theft, and motor vehicle theft.

TABLE 2

CRIME RATE PER 1000 POPULATION BY JURISDICTION
CRIMES AGAINST PROPERTY AND PERSONS
SAN DIEGO REGION
1980

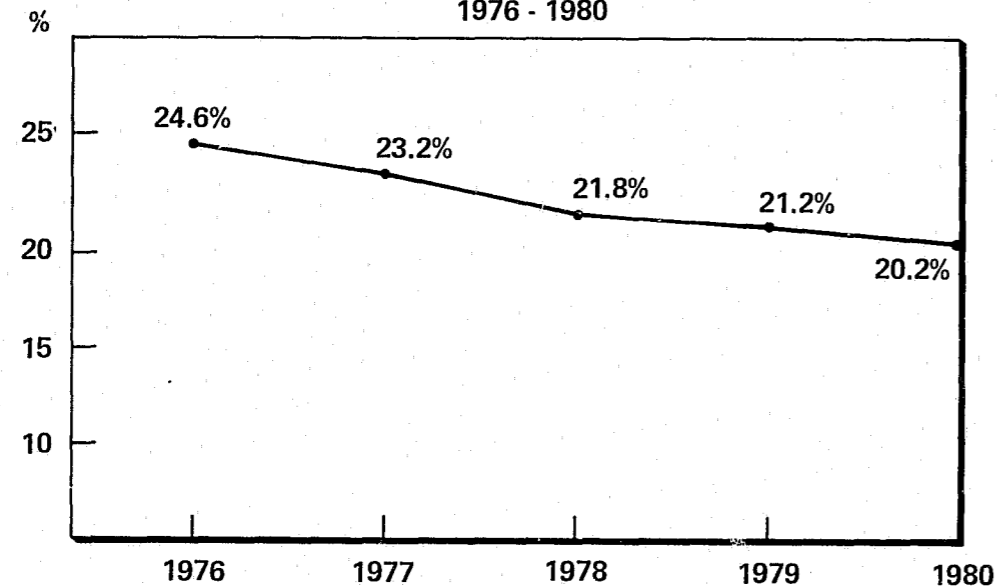
<u>Crimes Against Property</u>		<u>Crimes Against Persons</u>	
National City	50.5	Imperial Beach	11.9
El Cajon	46.1	National City	11.9
San Diego	44.7	Oceanside	11.8
Chula Vista	38.4	El Cajon	7.6
Oceanside	37.4	San Diego	7.3
Carlsbad	37.0	Carlsbad	5.7
Imperial Beach	35.9	Chula Vista	4.3
La Mesa	32.6	Sheriff	3.7
Escondido	27.9	Escondido	3.5
Coronado	27.7	La Mesa	3.5
Sheriff	27.0	Coronado	2.9

Clearance Rate

Law enforcement's ability to solve crime cases is measured by the clearance rate. This is the proportion of crime cases cleared by arrest or exceptional means (identification of an offender who cannot be arrested). Over the past five years, the regionwide clearance rate decreased from 24.6 to 20.2% of the reported major offenses. From 1979 to 1980, all jurisdictions, except Imperial Beach, experienced a decline in the clearance rate. Factors which influence the clearance rate include the volume of reported crimes, the policies and procedures of individual departments, the emphasis placed on specific crimes, the proportion and nature of cases assigned for investigation, training and experience of officers, availability of information and/or person hours available for preliminary and subsequent investigation.

Crimes against person cases are more likely to be cleared than are crimes against property. For example, 61% of the murders, 64% of the aggravated assaults,* 50% of the rapes and 30% of the robberies were cancelled by arrest or exceptional means in 1980. In contrast, only 13% of the burglaries and 15% of the motor vehicle thefts were cleared. This could be due to a greater emphasis placed on crimes of violence due to the seriousness of the offenses, the availability of witnesses who can identify suspects, and/or the smaller volume of cases involving violence.

FIGURE 5
CLEARANCE RATE*
SAN DIEGO REGION
1976 - 1980



*Clearance rate is the number of reported crimes cleared by arrest or exceptional means (homicide, rape, robbery, aggravated assault, burglary and motor vehicle theft) divided by the total number of reported crimes.

*Aggravated assault is unlawful attack for the purpose of inflicting severe or great bodily harm.

FIGURE 6
PERCENT OF MAJOR OFFENSES CLEARED BY ARREST OR EXCEPTION
BY CRIME TYPE
SAN DIEGO REGION
1980

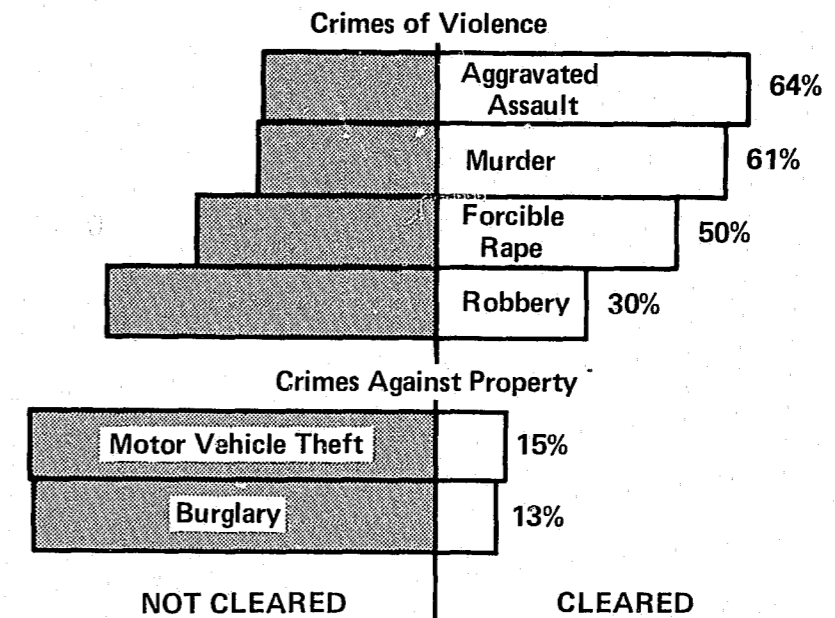


TABLE 3
CLEARANCE RATE BY JURISDICTION
MAJOR OFFENSES
1979 AND 1980

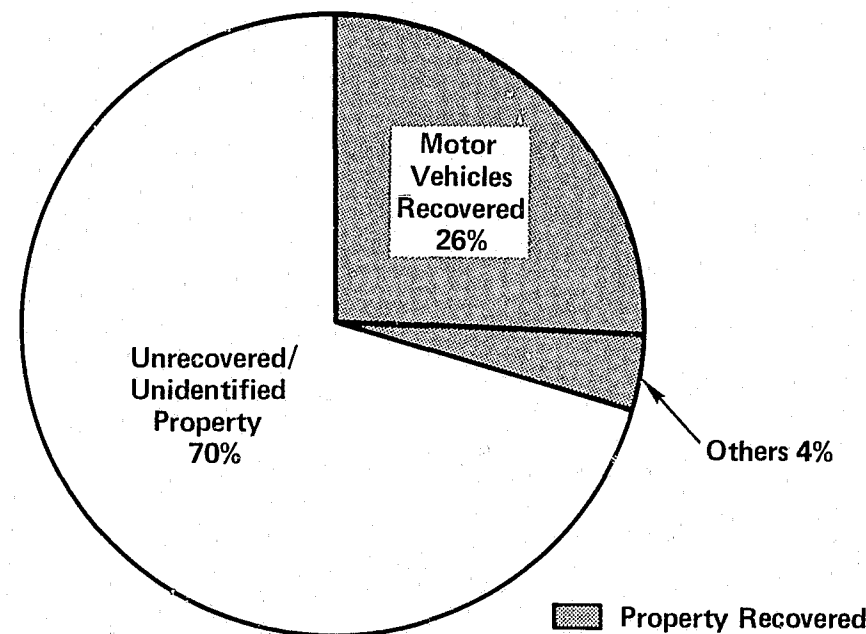
	1979		1980
Coronado	31.8%	El Cajon	27.1%
Sheriff	28.6%	Oceanside	22.3%
El Cajon	27.9%	Sheriff	21.9%
Chula Vista	26.8%	Coronado	21.4%
San Diego	26.8%	Escondido	19.9%
Oceanside	24.8%	San Diego	19.5%
Escondido	24.2%	La Mesa	19.3%
La Mesa	22.5%	Chula Vista	18.8%
National City	21.7%	National City	18.7%
Imperial Beach	15.4%	Imperial Beach	17.4%
Carlsbad	10.3%	Carlsbad	11.6%

Stolen Property

The value of property stolen in the San Diego region was over \$94 million in 1980. Thirty percent (30%) of the stolen property was recovered in 1980, a decrease from 34% in 1979. The major proportion of the property that was recovered was in the category of motor vehicles (26% of the property stolen).

Property recovery rates are affected by the availability of information on serialized and nonserialized property, knowledge of techniques for identifying stolen property and staff time available for researching property ownership. These elements vary by department.

FIGURE 7
PROPORTION OF STOLEN PROPERTY RECOVERED*
SAN DIEGO REGION
1980



*Stolen property = \$94,673,611

TABLE 4

PROPERTY RECOVERY RATE BY JURISDICTION
SAN DIEGO REGION
1979 AND 1980

	1979		1980
Imperial Beach	55.4%	El Cajon	45.3%
El Cajon	47.7%	National City	36.4%
National City	42.4%	San Diego	33.0%
Escondido	40.0%	Oceanside	30.7%
San Diego	35.2%	Imperial Beach	28.4%
Oceanside	32.2%	Coronado	28.3%
Coronado	31.4%	La Mesa	26.4%
La Mesa	28.3%	Escondido	22.8%
Sheriff	26.3%	Sheriff	22.6%
Chula Vista	24.0%	Carlsbad	19.5%
Carlsbad	17.6%	Chula Vista	18.8%

ANALYSIS OF CRIME TYPES

The following section presents a discussion of three specific crime types: burglary, robbery and assault.

Burglary

Burglary constitutes a serious crime problem, when frequency of occurrence and financial loss are considered. This crime remains the dominant reported major offense in each jurisdiction in the San Diego region. The number of reported burglaries in the region increased by 7% between 1979 and 1980. But the number of burglaries decreased by 9% in National City and remained stable in the City of San Diego during the same time period.

Analyzing residential burglaries relative to the number of potential targets (i.e., housing units) indicates that the rate of residential burglaries per 1000 households increased by 5% between 1979 and 1980 (39.0 to 41.1). Residential burglaries account for 73% of all burglaries.

Law enforcement officers cleared a smaller proportion of these crimes in 1980 (13.4%) compared to 1979 (15.9%). Due to the nature of the crime, burglaries have a relatively low clearance rate. This is in part due to problems in identifying property as stolen and lack of witnesses and/or evidence linking a suspect to a crime. Also, a suspect may be arrested for only one crime, but he/she may be responsible for several burglary cases which are never cleared.

Non-forced entry burglaries (e.g., entry through an unlocked door or open window) decreased from 32% of burglaries reported in 1979 to 27%

in 1980. This may be an indication that citizens are taking efforts to secure their homes and businesses. This trend began prior to the initiation of LEAA federally-funded crime prevention projects, but there is evidence that these projects have had a positive effect in specific areas by increasing citizen awareness and encouraging prevention efforts. Several local law enforcement agencies have implemented crime prevention projects.

Thirty-nine percent (39%) of all the property stolen in the region was taken in burglaries (\$37 million). The average dollar loss per burglary in 1980 was \$958. As of January, 1980, the Automated Regional Justice Information System (ARJIS), a computerized system used by law enforcement, has the capability of retrieving information on stolen and pawned property (serialized and non-serialized). The expectation is that this system will increase property recovery in the region.

Robbery

Crimes against persons are a major concern due to the potential for physical harm, but they comprise a small proportion of the major reported crimes (14%) with robberies accounting for 7%. Regionwide, robberies in 1980 increased by 7% over the previous year. A decline in robberies was reported in National City and Coronado.

Law enforcement officers cleared fewer cases in 1980 (30.1%) than in 1979 (32.1%). The clearance rate is lower for robberies than other crimes against persons because the suspect is more likely to be a stranger to the victim.

Forty-one percent (41%) of these crimes occurred in commercial stores and 34% were highway robberies (public street, park, etc.). The nature of robberies has changed slightly over the past five years with an increase in the proportion of robberies occurring in banks (1% in 1976 and 3% in 1980) and residences (8% and 12% respectively). Nearly half of all robberies (43%) involved the use of a firearm.

The overall dollar loss in robberies is lower than burglaries (\$611). The total amount of property taken in robberies in 1980 was approximately \$3 million.

Aggravated Assaults

Aggravated assaults increased regionwide by 19.9% compared to 1979, although five jurisdictions show a decrease in the number of aggravated assaults reported during the same period (Carlsbad, Chula Vista, Coronado, La Mesa, and National City). Law enforcement officers cleared 64.2% of the reported aggravated assaults in 1980, an increase from 62.8% in the previous year. Firearms were used in only 14% of these assaults, with hands and feet the predominant weapon (32%) followed by knives (18%).

TABLE 5
BURGLARIES
SAN DIEGO REGION
1976-1980

	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>Percent Change/ Difference 1979 to 1980</u>
Number of Burglaries	30,526	34,188	35,455	36,158	38,647	+ 6.9%
Residential Burglary Rate Per 1000 Households	36.9	41.1	40.9	39.0	41.1	+ 5.4%
Clearance Rate	19.3%	16.9%	16.3%	15.9%	13.4%	- 2.5%
Dollar Loss	\$438	\$462	\$535	\$617	\$958	

TABLE 6
ROBBERIES
SAN DIEGO REGION
1976-1980

	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>Percent Change/ Difference 1979 to 1980</u>
Number of Robberies	3,310	3,599	3,815	4,552	4,880	+ 7.2%
Robbery Rate Per 1000 Population	2.1	2.2	2.2	2.6	2.7	+ 3.8%
Clearance Rate	35.7%	39.1%	29.0%	32.1%	30.1%	- 2.0%
Dollar Loss	\$224	\$293	\$582	\$525	\$611	

TABLE 7
AGGRAVATED ASSAULTS
SAN DIEGO REGION
1976-1980

	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>Percent Change/ Difference 1979 to 1980</u>
Number of Aggravated Assaults	3,425	3,814	3,986	4,621	5,539	+19.9%
Aggravated Assault Rate Per 1000 Population	2.2	2.3	2.3	2.6	3.1	+19.2%
Clearance Rate	68.0%	67.8%	67.8%	62.8%	64.2%	+ 1.4%

National studies on violent crimes indicate that nearly a third of reported violent incidents were committed by offenders related to the victim (Lentzner and DeBerry, Intimate Victims, 1979). In 1980, 20% of the homicides occurring in the City of San Diego were spouse/spouse-like related. In the Sheriff's jurisdiction, 6 of the 40 homicides (18%) were in this category. A domestic violence study conducted by the Criminal Justice Evaluation Unit revealed that 16% of the total reported assaults in North County occurred between persons who knew each other well.

Assaults on peace officers increased from 581 in 1979 to 749 in 1980 (+6%).

SYSTEM PERSPECTIVE

Although arrests are an integral function of law enforcement and an indicator of police performance, this data was not available for this report. Problems related to recent automation of arrest information in the San Diego Police Department precluded timely availability.

The Offender-Based Transaction System (OBTS), developed by the Bureau of Criminal Statistics, provides an overview of the criminal justice system by tracking adult felony arrest cases from the initial arrest through disposition and sentencing. This data illustrates the inter-relationship of system components (i.e., law enforcement, prosecution, courts, and corrections) by providing attrition rates for the various phases in the criminal justice process. Critical analysis of these data over time, or in comparison with other jurisdictions, can be useful in identifying changes that may be consistent with the objectives of system components.

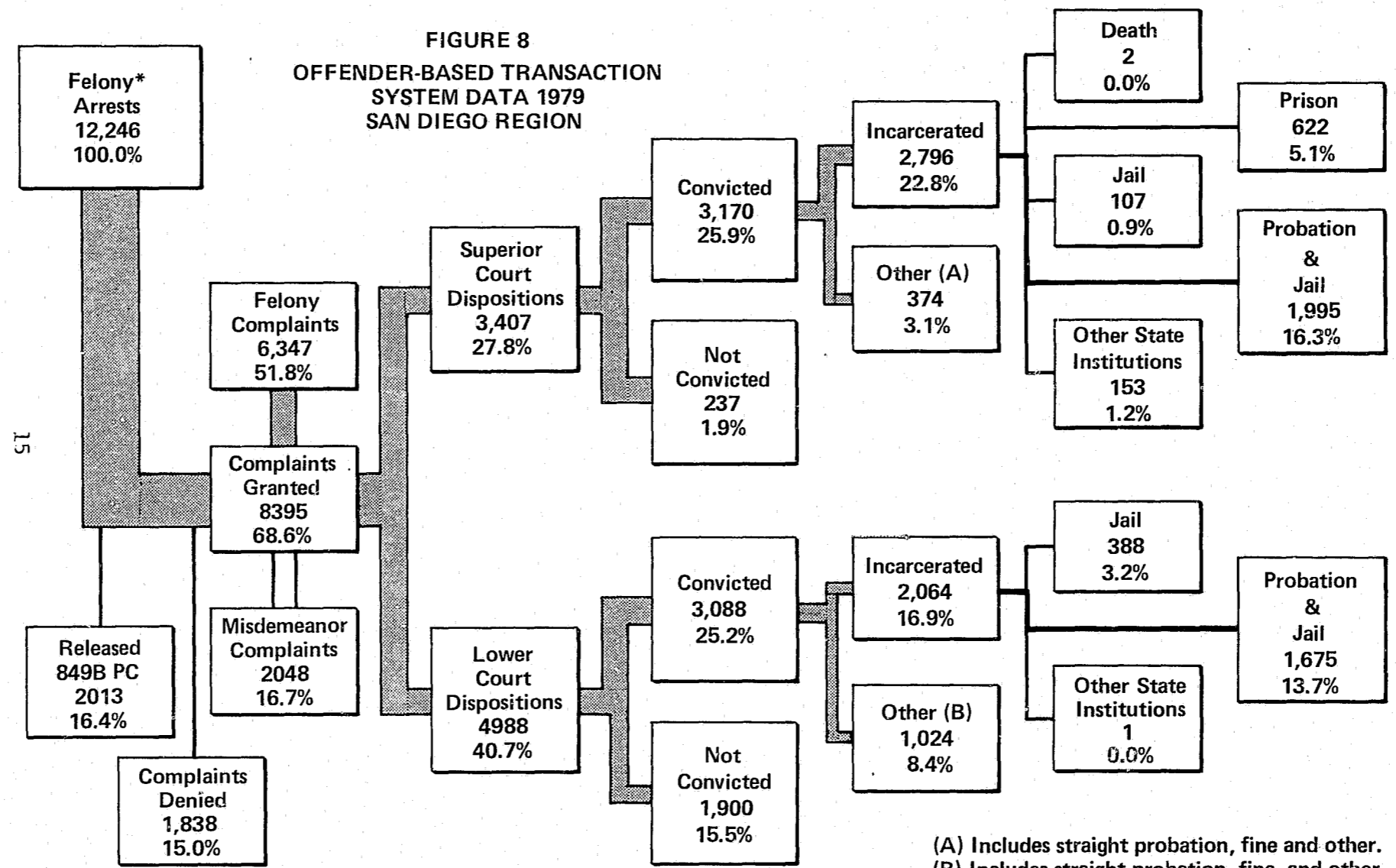
San Diego Region (See Figures 8, 9 and 10)

The flow chart on page 15 presents OBTS data related to San Diego arrestees in 1979, the most recent year available. The data represents a sample of cases reaching disposition during that year.* Significant findings, based on 12,246 arrests, include:

- o A higher proportion of arrestees were released by law enforcement agencies in 1979 (16%) compared to 1978 (11%).
- o In an additional 15% of the 1979 arrest cases, complaints were denied by the District Attorney's Office.
- o Complaints were filed in 69% of the arrests (17% for misdemeanors and 52% for felonies).
- o Of the total arrests, 26% resulted in a felony conviction.
- o Of those convicted for felonies, 4% were found guilty by trial with guilty pleas the predominant means for disposing of felony cases.
- o Ultimately, 5% of the felony arrests resulted in state prison commitments.
- o The majority of the defendants incarcerated for felonies (75%) remained in local facilities.

*Statewide, approximately two thirds of all arrest dispositions are reported to the Bureau of Criminal Statistics.

FIGURE 8
OFFENDER-BASED TRANSACTION
SYSTEM DATA 1979
SAN DIEGO REGION

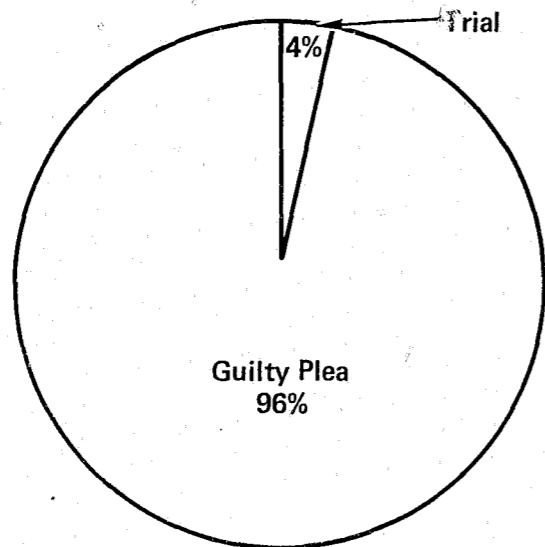


*Approximately 65% of all felony arrest dispositions are reported statewide.
Source: Bureau of Criminal Statistics, Sacramento, CA.

(A) Includes straight probation, fine and other.
(B) Includes straight probation, fine, and other.

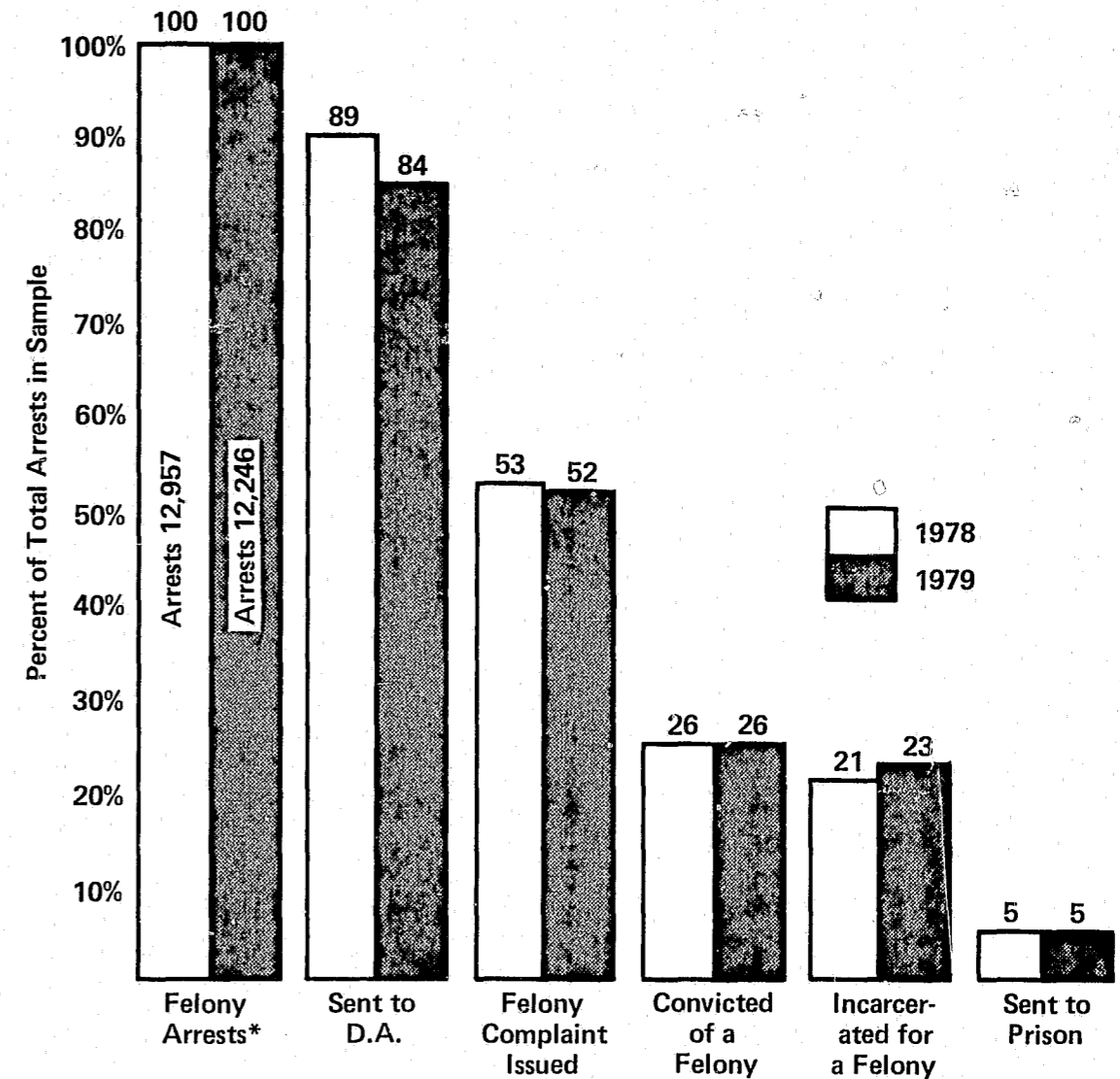
With the exception of an increase in those released by law enforcement, the system attrition rates remained fairly constant from 1978 to 1979. (See Figure 10.) The data continue to emphasize the fact that the processing of felony arrest cases through incarceration is primarily a local function which requires coordination and planning among the system components.

FIGURE 9
TYPE OF CONVICTION IN LOWER AND SUPERIOR COURT
CONVICTED ADULT FELONS
OFFENDER-BASED TRANSACTION STATISTICS
SAN DIEGO REGION
1979



Note: 4.7% of the adults convicted of felonies in the State of California were convicted by trial.

FIGURE 10
COMPARISON OF FELONY ARREST DISPOSITIONS
SAN DIEGO REGION
1978 TO 1979



*Represents approximately 2/3 of all felony arrest dispositions. These arrests were traceable from arrest to final disposition.

Source: Bureau of Criminal Statistics, Sacramento, Ca.

TABLE 8
 PERCENT DISTRIBUTION OF FELONY ARREST DISPOSITIONS
 BY JURISDICTIONS
 OFFENDER - BASED TRANSACTION SYSTEM
 1979

Type of Dispositions	Statewide	San Diego County Total	Carlsbad	Chula Vista	Coronado	El Cajon	Escondido	Imperial Beach	La Mesa	National City	Oceanside	San Diego P.D.	Sheriff	All Others
Total Felony Arrest Dispositions	170,980	12,246	.72	421	80	756	187	133	183	657	577	5,983	1,827	1,370
Law Enforcement Releases	10.7	16.4	0.0	1.4	2.5	0.0	0.0	0.0	0.5	0.2	12.1	31.8	0.6	0.5
Complaints Denied	13.6	15.0	9.7	10.2	11.3	11.9	22.5	12.0	14.8	21.8	23.2	17.4	9.7	8.0
Complaints Filed	75.6	68.6	90.3	88.3	86.3	88.1	77.6	88.0	84.7	78.0	64.6	50.9	88.7	90.5
Lower Court Dispositions	52.6	40.7	41.7	59.4	73.8	67.9	40.1	57.9	65.6	57.4	36.5	25.3	53.2	58.0
Not Convicted	15.9	15.5	8.3	16.9	15.0	25.6	9.0	18.0	23.0	18.0	12.6	9.3	22.4	27.2
Dismissed	15.6	15.1	8.3	16.7	15.0	25.3	9.0	17.2	22.5	17.2	11.9	8.8	22.1	26.9
Acquitted	0.3	0.4	0.0	0.2	0.0	0.3	0.0	0.8	0.5	0.8	0.7	0.5	0.3	0.4
Convicted	36.7	25.2	33.3	42.5	58.8	42.2	31.1	39.8	42.6	39.4	23.9	15.9	30.8	30.8
Guilty Plea	36.1	24.5	31.9	42.3	58.8	41.3	30.6	39.0	42.6	39.2	23.6	15.2	30.1	30.7
Trial (Court & Jury)	0.6	0.7	1.4	0.2	0.0	0.9	0.5	0.8	0.0	0.2	0.3	0.7	0.7	0.1
Superior Court Dispositions	23.0	27.8	48.6	29.0	12.5	20.2	37.4	30.1	19.1	20.7	28.1	25.6	36.5	32.6
Not Convicted	2.6	1.9	1.4	1.2	1.3	1.3	2.7	2.3	1.6	2.0	1.7	1.5	3.6	2.3
Dismissed	2.2	1.7	1.4	1.0	1.3	1.3	2.7	2.3	1.1	1.8	1.2	1.3	3.2	2.2
Acquitted	0.4	0.2	0.0	0.2	0.0	0.0	0.0	0.0	0.5	0.2	0.5	0.2	0.4	0.1
Convicted	20.4	25.9	47.2	27.8	11.3	18.9	34.8	27.8	17.5	18.7	26.3	24.1	33.0	30.2
Guilty Plea	18.3	24.6	43.0	26.6	10.0	18.7	33.2	26.3	17.5	18.1	24.5	22.8	31.0	29.4
Trial (Court & Jury)	2.1	1.3	4.2	1.2	1.3	0.2	1.6	1.5	0.0	0.6	1.8	1.3	2.0	0.8
Total Conviction	57.1	51.1	80.5	70.3	70.1	61.1	65.9	67.6	60.1	58.1	50.2	40.0	63.8	61.0

81



Local Law Enforcement Jurisdictions

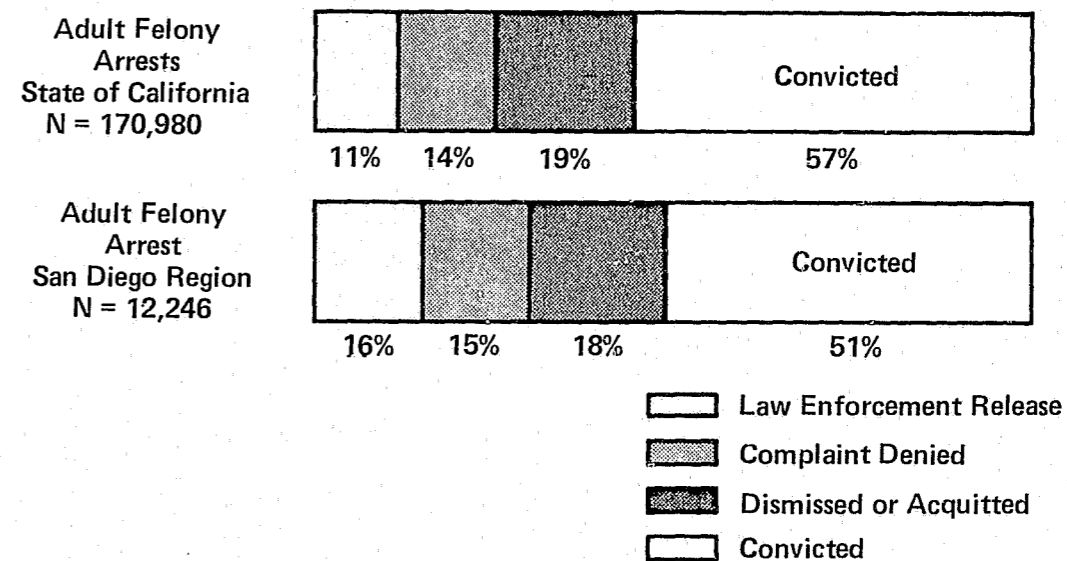
Table 8 presents the dispositions of felony arrests in individual police agencies in San Diego. Agency data is compared to region and statewide figures. Wide disparities are apparent in particular areas, e.g., law enforcement releases, complaints filed, convictions. It is suggested that examination of attrition rates can be useful to assess performance levels of components and reveal inconsistencies either in reporting practices or policies which may account for the variation among law enforcement agencies.

Statewide Comparisons (See Figures 11 and 12)

When the San Diego region statistics are compared to statewide OBTS data, the following differences are revealed:

- o The rate of release by law enforcement is higher in the San Diego region than statewide (16% and 11%, respectively).
- o A slightly higher proportion of arrests result in a complaint denied in San Diego (15%) compared to the entire state (14%).
- o These two factors lead to a lower conviction rate in the San Diego region (51%) compared to the state figure (57%).*
- o A higher proportion of those convicted in the San Diego region are incarcerated (79% vs. 69% statewide).

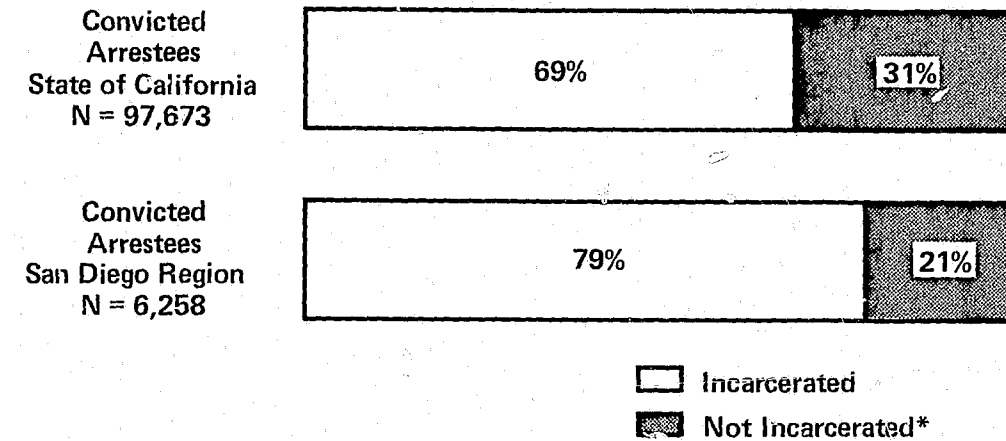
**FIGURE 11
DISPOSITION OF ADULT FELONY ARRESTS, 1979
SAN DIEGO REGION AND STATE OF CALIFORNIA
OFFENDER-BASED TRANSACTION STATISTICS**



Percentage may not equal 100 due to rounding.

*This includes felony arrests disposed of as misdemeanors and felonies.

**FIGURE 12
TYPE OF SENTENCE
ADULT FELONY ARRESTEES CONVICTED IN 1979
STATE OF CALIFORNIA AND SAN DIEGO REGION
OFFENDER BASED TRANSACTION STATISTICS**



*Includes probation, jail, fine and other.

Characteristics of Felony Arrestees (See Figures 13, 14 and 15)

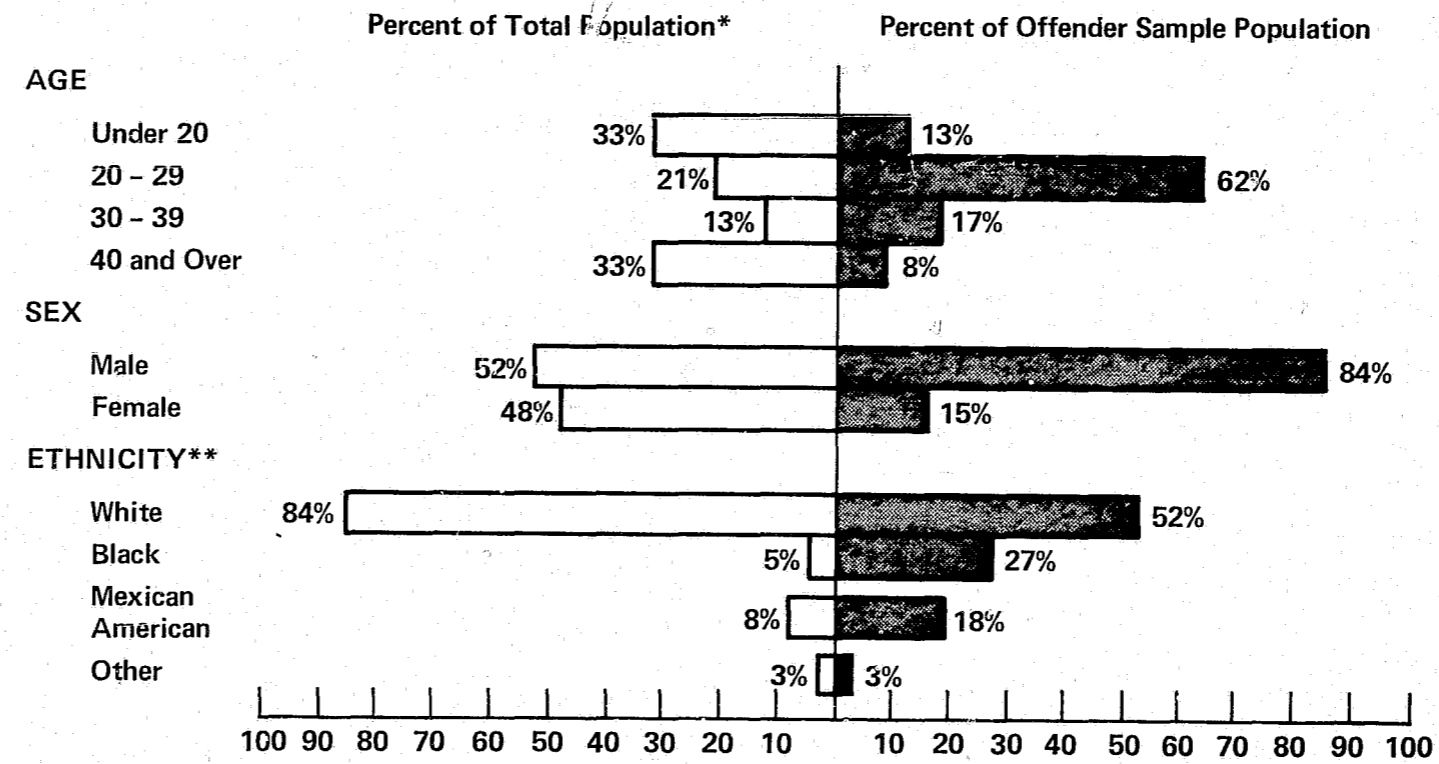
OBTS data indicate that 62% of those arrested were between the ages of 20 and 29. This percentage is considerably higher than the general population figure of 21% in this age group. In addition, 84% of the arrestees are male, while males reflect 52% of the region's population.

Minorities are also disproportionately represented in the arrest data when compared to the general population. Blacks represent 5% of the region yet 27% of those arrested; and Mexican Americans are 8% of the regional population but 18% of those arrested.

Seventy percent (70%) of the arrestees whose cases reached superior court disposition are known to have a prior record, with 12% having served time in prison. As would be expected, the sentence imposed is more severe for those with a prior record. Of those who have been in prison, 58% were again sentenced to a state institution, compared to 24% of those with a less serious prior record, and 13% of those with no record.

FIGURE 13

CHARACTERISTICS OF FELONY OFFENDERS (OBTS)
AND TOTAL POPULATION (1979)
SAN DIEGO REGION



Note: Percentages may not equal 100 due to rounding and missing data.

* Based on 1975 census.

** Total population figures are an estimate based on ethnicity of household head.

FIGURE 14
PRIOR RECORD OF FELONY ARREST DISPOSITIONS IN SUPERIOR COURT
OFFENDER-BASED TRANSACTION STATISTICS
SAN DIEGO REGION
1979
N = 3,407

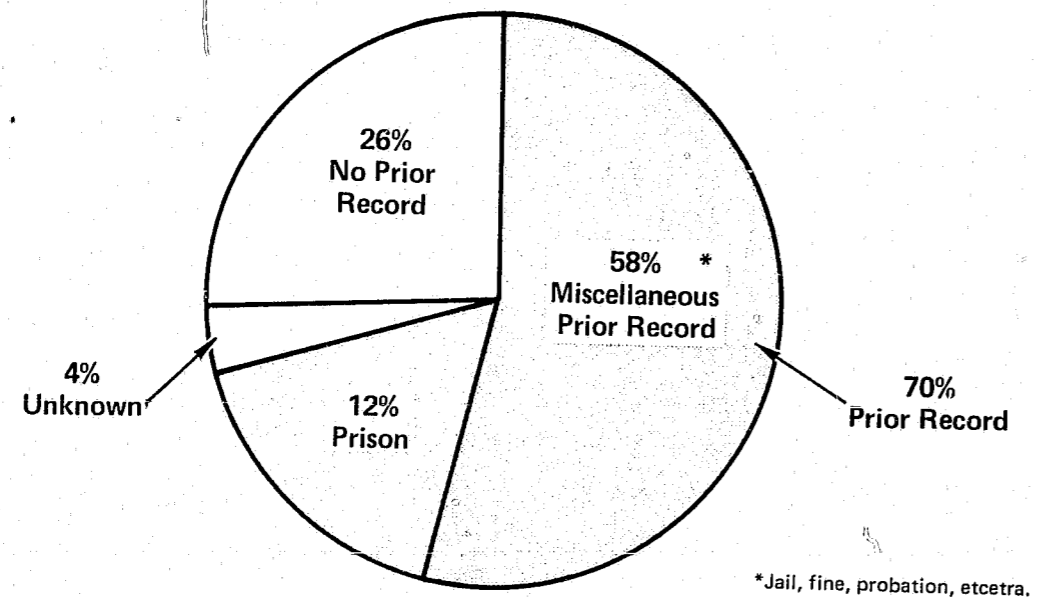
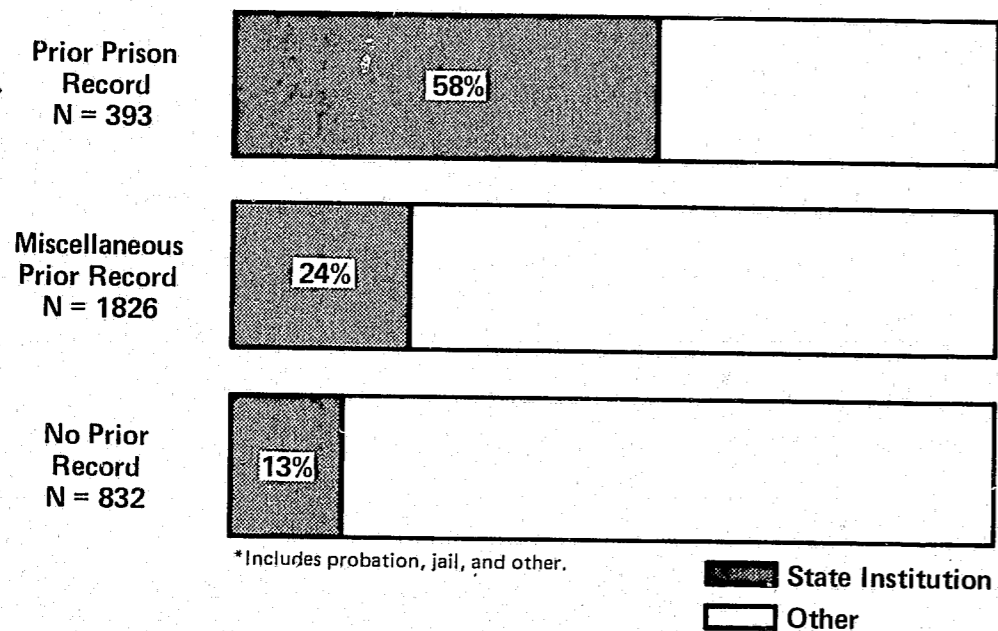


FIGURE 15
PRIOR CRIMINAL RECORD BY SUPERIOR COURT SENTENCE
OFFENDER BASED TRANSACTION STATISTICS
SAN DIEGO REGION
1979



Use and Value of Data

Examination of OBTS data over time, by jurisdiction as well as on a regional basis, can be a valuable tool to assess the efforts of criminal justice system components. Interpretation of the data must consider the limitations of the OBTS system: 1) Only felony arrests are included.

Although these reflect the most serious crimes, processing of misdemeanor cases comprises the predominant workload of system components. 2) The data does not include case processing by all related agencies, e.g., diversion efforts by probation. Despite these shortcomings, the OBTS data can provide benchmarks from which the performance of system components can be evaluated.

To benefit from the OBTS data, local elected officials and criminal justice administrators should develop objectives or standards regarding acceptable or optimal levels of attrition rates. For example:

1. Is a 16% level of law enforcement releases acceptable? Should it be decreased? Why is there an increase of 5% from 1978?
2. Only 4% of the convicted felony defendants were found guilty by trial. To what extent has plea bargaining affected guilty pleas?
3. Of those cases that reached superior court disposition, 70% of the offenders had had prior contact with the system. Is this associated with rehabilitation (or lack of) efforts?

Since law enforcement represents the first stage of criminal justice processing, the information presented previously regarding reported crimes and police efforts also lends itself to analysis on a regional basis. Disparities in clearance rates and property recovery rates could be examined to ascertain whether the differences are due to reporting practices, policies regarding emphasis on certain crimes, and/or differences in investigative techniques.

Initially, review of the data may raise more questions than answers to significant concerns. But critical examination provides a starting point for developing a systemwide accountability process from which activities of criminal justice agencies can be assessed and modified when necessary.

CHAPTER 2 WHAT HAPPENED TO THE FEDERAL (LEAA) MONEY IN SAN DIEGO?

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Chapter 2 What Happened To The Federal (LEAA) Money In San Diego?

In 1968, federal legislation enacted the law that created the Law Enforcement Assistance Administration (LEAA). The law, The Omnibus Crime Control and Safe Streets Act, has provided for more than \$6 billion to state and local governments to improve law enforcement, courts, and correctional systems; to combat juvenile delinquency; and to encourage innovative crime-fighting projects.

In the past 12 years, over \$23 million of LEAA funds was appropriated to the criminal justice system in the San Diego region. Examination of funding patterns since 1972 reveals interesting trends concerning prevalent philosophies, priority development, and issues addressed. This analysis includes LEAA efforts from 1972 through 1980 because information prior to 1972 is either unavailable or incomplete.

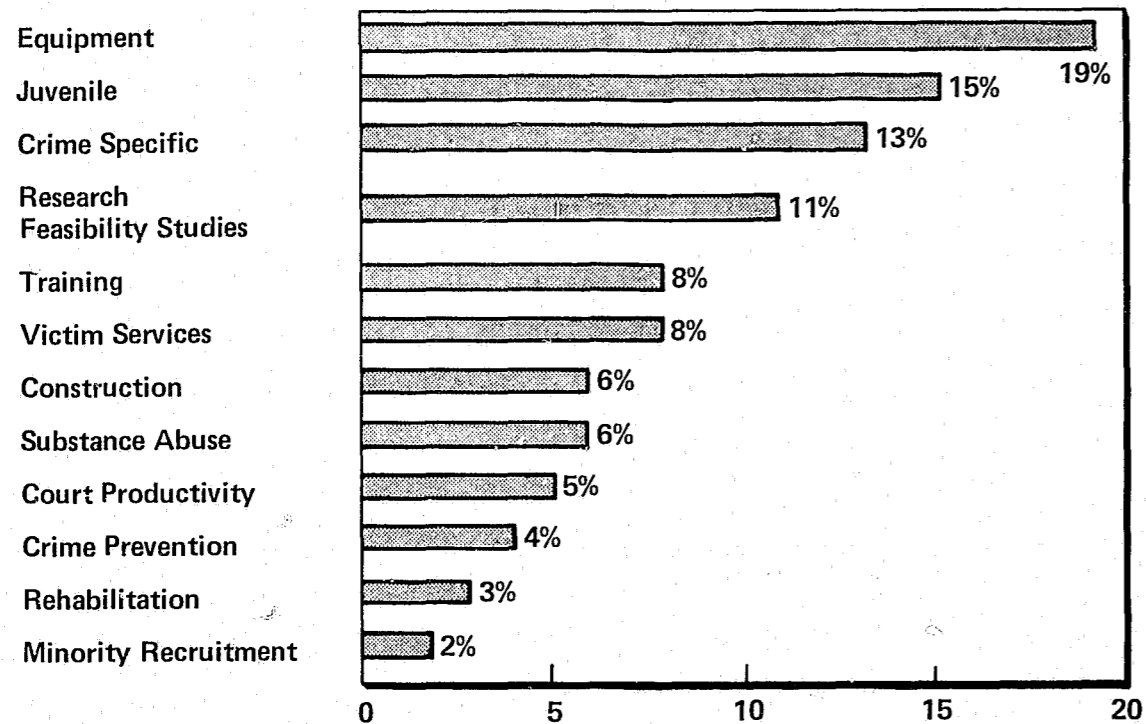
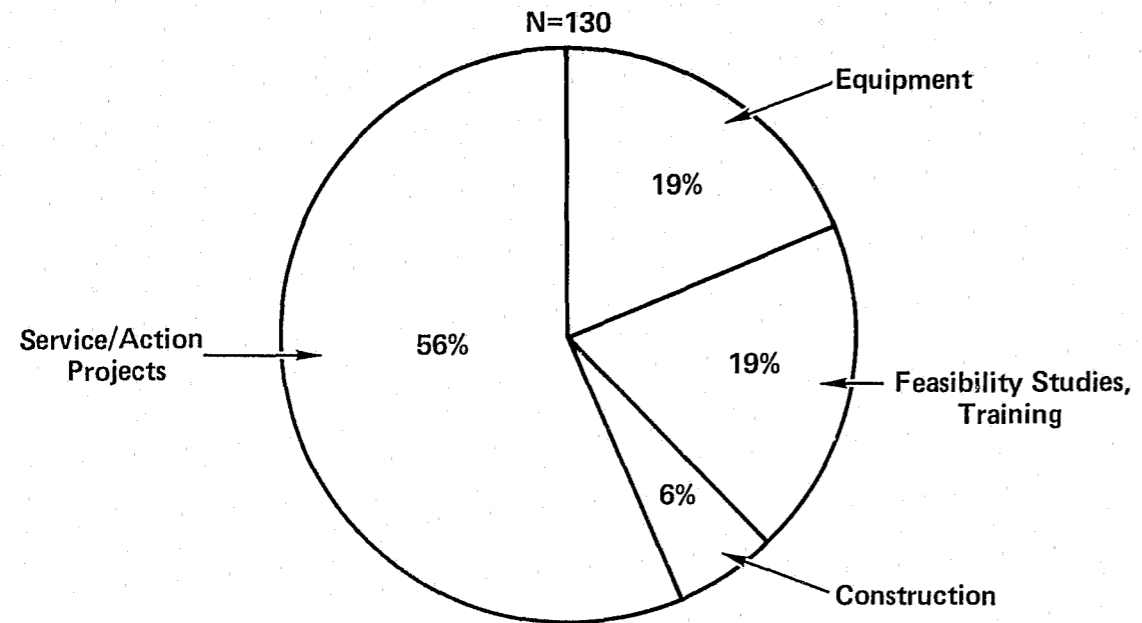
Projects Were Primarily Action/Service Oriented

Figures 16 and 17 indicate that the majority of projects funded (56%) were action or service oriented. Review of annual plans since 1972 reveals that funding priorities were consistent with problems identified. A brief description of categories follows:

- o Equipment (19%) - Most of the early-funded projects allowed for provision and/or enhancement of communications capabilities in law enforcement agencies. A substantial portion of funds provided video tape camera and recording equipment for training of personnel in all components of the system.
- o Juvenile (15%) - Projects funded to confront juvenile delinquency included diversion efforts, drug-related counseling, and general counseling to pre-delinquent youth.
- o Crime specific (13%) - These projects focused on detection, apprehension, and prosecution of suspected offenders involved in specific crimes, e.g., burglary, receiving stolen property, vehicle theft, robbery, narcotics, and organized crime.
- o Research, feasibility studies (11%) - Several studies were conducted to examine specific problems, e.g., court congestion, medical services and overcrowding in the jail, needs assessment of probation services. The Criminal Justice Evaluation Unit was funded in this category to provide intensive evaluations of specific projects and make recommendations concerning continuation with local funds.

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FIGURES 16 AND 17
 PERCENTAGE OF LEAA PROJECTS
 SAN DIEGO 1972 - 1980



- o Training (8%) - All components of the system received funds for training projects to improve knowledge and enhance skills in particular areas such as drugs, crime-scene investigation, defense-prosecution coordination, and information exchange with criminal justice agencies.
- o Victim services (8%) - These projects recognized the needs of the victims of crimes in terms of shelter, counseling, and information regarding support and referral services. The primary target group was victims of assault and child abuse.
- o Construction (6%) - Of the eight projects funded, seven of these involved remodeling efforts in correctional facilities for the purpose of reducing jail overcrowding.
- o Substance abuse (6%) - These projects responded to the increased incidence of drug use and abuse by providing diversion for first-time offenders, drug education, rehabilitation, and counseling.
- o Court productivity (5%) - Using varied approaches, the objective of these projects was to reduce court backlog and congestion.
- o Crime prevention (4%) - These projects emphasized citizen involvement and responsibility in preventing property crimes.
- o Rehabilitation (3%) - These projects provided educational and vocational information and training to ex-offenders.
- o Minority recruitment (2%) - Efforts focused on increasing the proportion of minorities in the criminal justice profession as well as recruiting minorities to work with minority probation words.

Transition From Reactive to Proactive

Review of projects over eight years indicates some definite shifts in direction. Early projects focused on improving system capabilities and efficiency via upgrading of communications functions and computer-based information management. In the mid-1970's, numerous projects were funded that focused on apprehension of offenders involved in specific crimes, e.g., burglary, narcotics, fencing, organized crime. In recent years, more attention has been given to victims and witnesses of crimes. A preventive, proactive approach is reflected in funding community crime prevention programs, juvenile diversion efforts, and several projects providing services to victims of assault and child abuse.

Although long-range outcomes of these shifts are not yet known, any efforts that encourage community participation in crime prevention and attempt to treat victims/witnesses as fairly as offenders should lead to improvements in the criminal justice system.

Projects Locally Funded

There were 130 projects funded with LEAA monies from 1972 through 1980. Sixteen of these will continue to operate with these funds through mid-1981. Of the remaining 114 projects, 57% were continued by operating agencies. The staff may have changed or the name may differ, but the original concept or purpose has been retained with local funds.

Some of the projects/programs that were not absorbed when LEAA funding expired were not appropriate for continuation, e.g., special studies, specific training efforts, construction. Consideration of the remaining projects is a subjective assessment regarding the worth or value of continuation. One of the purposes of LEAA funds was to test new ideas. It is probable that some of these were less than successful and failures are expected through innovative efforts. In sum, over half of the projects were implemented with local funds. For a public policy program, that may be a good record.

POSITIVE OUTCOMES

Since LEAA funds reflected less than 5% of total criminal justice expenditures in San Diego, it is difficult to identify specific outcomes directly associated with LEAA efforts.

Nevertheless, local efforts involving LEAA have contributed in part to the following positive outcomes:

1. System Capacity Strengthened

Modernized communications and dispatch systems have improved law enforcement's capabilities to respond to calls for service, and obtain and exchange necessary information in a timely manner. Of particular import is the Automated Regional Justice Information System (ARJIS), which allows enforcement agencies comprehensive data concerning crimes/suspects in all jurisdictions. To accomplish its objective, the ARJIS project developed and implemented a regional crime/incident report currently in use by all police departments. Automated systems in the District Attorney's Office (PROMIS) and the courts have streamlined information and calendaring procedures.

2. Catalyst for Regional Criminal Justice Coordination

The LEAA legislation mandated a planning board comprised of elected officials and criminal justice administrators to identify crime problems and appropriate federal funds accordingly. These efforts resulted in a forum in which criminal justice component personnel have "talked to each other" and become aware of the ramifications of their inter-relationships.

3. Recognition of Other Agencies/Systems Role in Criminal Justice Issues

The development of priorities to be addressed with LEAA funds was accomplished by a planning process that included crime trend analysis,

position papers, and public hearings. This process necessarily included professionals in many fields other than criminal justice. These individuals frequently interact and/or provide services to the same clientele served by the criminal justice system.

In recent years, funds have been allocated to the Welfare Department, Health Services Department of the County, school districts, and community-based agencies. The shift from funding only criminal justice components recognizes the fact that crime-related problems cannot be effectively addressed without considering the significant responsibilities and influences of other institutions (family, church, school) and agencies (welfare, health, social service). Inclusion of these groups in the planning and allocation process can have positive impacts on understanding and alleviating crime problems.

4. Innovative Ideas

The LEAA funds allowed a means for the San Diego region to test new ideas through innovative projects. Several of these were regional in scope, e.g., Metropolitan Enforcement Team, Fencing, ARJIS, and ASTREA (Sheriff's helicopters). In addition, in 1977 LEAA funds provided the region with a mechanism to intensively evaluate projects through the development of the Criminal Justice Evaluation Unit. Although directed toward public officials to assist them in decisions regarding continuation with local funds, the reports were also used by project staff to modify program activities.

LESSONS LEARNED

The LEAA experience in San Diego can provide the region with some lessons learned or ways to address criminal justice problems more effectively.

1. Realistic Expectations

Contrary to public and political expectations, the overall crime rate has not decreased in the last 12 years. (See page 5.) The LEAA's inability to impact reported crimes is not surprising when certain factors are considered. First, there is general consensus that the "war on crime" was oversold. Although LEAA expended more than \$6 billion in a dozen years, this comprised less than 5% of all criminal justice spending. The expectation that federal assistance could impact the local crime rate obviously was unrealistic.

In addition, even though the criminal justice system has traditionally been expected to curb criminal behavior, it has by its nature operated in a reactive manner. Most contacts with individuals take place as a result of the actual or suspected occurrence of a criminal act. With the exception of the police, all other justice components interact with a defendant or victim/witness after criminal behavior is reported. Recognizing this feature of criminal justice operations along with various suggested causes of crime (e.g., unemployment, poverty, family breakdown) indicates that federal assistance for local criminal justice efforts should not have been expected to significantly affect the crime rate. As local monies are expended, particularly on new approaches for confronting crime problems, reasonable expectations, measurable objectives, and the need to critically assess outcomes should be considered.

2. Crime Prevention

Jurisdictions that focused on a specific crime (burglary) in designated areas experienced a reduction of reported crimes in those areas. Efforts focused on prevention must include commitments from elected officials and criminal justice administrators to insure that crime prevention services remain a visible function in criminal justice agencies.

Commitment involves provision of necessary staff and resources available to maintain interaction with the community. The use of civilians to carry out primary prevention activities proved both effective and efficient in specific areas in the Sheriff's jurisdiction.

3. Rehabilitation

Rehabilitation efforts have been less than satisfactory if the 25% recidivism rate is an indicator. There were few LEAA projects focused in this area. Rather than expecting the components of the criminal justice system to curtail the behavior of first-time offenders, perhaps more focus should be placed on the system's capacity to impact repeat offenders through prosecutorial and sentencing alternatives.

4. Need for Accountability

Federal guidelines and priorities influenced the manner in which funds were allocated and projects selected. The results, in many cases, were incremental approaches to specific problems with minimal accountability for project effectiveness. Until the initiation of the Criminal Justice Evaluation Unit in 1977, monitoring of projects was process-oriented with emphasis on fiscal accounting. There was little effort to examine how the activities of one project affected operations in other components of the criminal justice system. Also, when the federal funding expired, there was little information relative to the effectiveness of the project to justify its retention with local funds. Consequently, 12 years and 130 projects later, we are still uncertain about "what works" to reduce crime, rehabilitate offenders, and improve the criminal justice system. An example illustrates this situation:

In 1972, jail overcrowding was considered a significant problem in San Diego. The stated goal to address this issue was "to incarcerate only those individuals who are an immediate threat to the safety of others and then only for a minimum amount of time necessary to accomplish any protective or rehabilitative objective." Objectives cited to achieve this goal included: (1) the increased use of misdemeanor citations, (2) use of detoxification facilities, and (3) renovation of the city jail.* Since no documentation is available, it is not known to what extent those objectives were carried out, or whether jail overcrowding was alleviated. What is clear, however, is that jail overcrowding is a problem in 1980, evidenced by a court injunction requiring reduction in jail population by August, 1981.

Through numerous meetings of public officials and criminal justice administrators, in which responsibility and blame has continually shifted from one to another, the 1972 objectives (and others) re-emerged as possible solutions to jail overcrowding! Recently, the Board of Supervisors appointed a special Detention Policy Board to examine this issue and develop recommendations. But without accurate documentation of the problem prior to implementation of specific actions and intensive evaluation of the results, decisions will continue to be made in a reactive, piecemeal manner and result in short-term solutions. Jail overcrowding will not be relieved solely by building more facilities or remodeling old ones. Critical analysis must be undertaken that examines the nature of the jail population (e.g., number of felonies, misdemeanors), the extent to which they represent a threat to the community, enforcement and booking policies of individual police agencies, present sentencing procedures and potential alternatives. When careful study identifies specific problem areas, objectives can be developed and assessed to determine changes.

The LEAA funds provided the impetus for local officials to focus efforts to confront the crime problem. Analysis of the "lessons learned" through the LEAA experience lead to two major conclusions

*1972 Annual Plan, Office of Criminal Justice Planning.

concerning criminal justice in San Diego: (1) there is a need to continue a criminal justice planning function, and (2) an accountability process should be developed for system components.

**CHAPTER 3
WHERE DO WE GO
FROM HERE?**

Chapter 3 Where Do We Go From Here?

Responsibility and authority for criminal justice planning and operations are widely dispersed due to independent jurisdictions, different levels of government, and functional elements. These features of the criminal justice system were recognized by the Regional Criminal Justice Planning Board (RCJPB) and the County Justice System Advisory Group (CJSAG) when they adopted the position that it is essential to preserve a regionwide vehicle for criminal justice system coordination and planning. Although the RCJPB initially was developed to administer LEAA funds, these funds have reflected only from 1% to 3% of the total criminal justice expenditures in the region. Review of RCJPB activities indicates that this Board was involved in efforts beyond LEAA administration. These included review of federal discretionary grants, special studies (pre-trial release, family court) and responses to legislation (Dixon Bill). Also, the staff to the RCJPB has administered AB 90 funds (state subvention). These efforts, combined with the fact that over \$130 million is expended annually to maintain the local justice system, support the need for continued, coordinated criminal justice planning.

The following sections discuss potential activities of a criminal justice planning board and staff. The perspective adopted here views such a board in an adjunct function to criminal justice agencies/components. The emphasis is on cooperation and coordination in a facilitating role rather than a directing, controlling role.

The Position Paper on Board Reorganization (December, 1980) cited the following tasks to be performed by a regional board:

- COORDINATED PLANNING ACTIVITIES
 - a. Provide a regular forum for critical debate of system problems and the development of complementary policy and procedures.
 - b. Organize a mechanism for systemwide, multi-year planning, including mutual budget review.
- EVALUATION AND EDUCATION
 - a. Develop an annual state-of-the-system report which would include crime trend data and broad-based system evaluation.
 - b. Provide impact studies related to significant issues and/or experimental projects.

- c. Distribute the report to agencies as a reference and planning tool, and to the community and media for public educational purposes.
- o INTERNAL INFORMATION EXCHANGE
 - a. Provide a resource and reference capability to all criminal justice agencies.
 - b. Coordinate and improve the dissemination of criminal justice information among public and private agencies.

Several jurisdictions in California intend to retain their criminal justice boards and staff for continued long-range planning and to maintain dialogue among criminal justice administrators and elected officials. Additional activities undertaken in these jurisdictions include:

- o ASSISTANCE TO LOCAL ADMINISTRATORS IN INTERPRETING AND IMPLEMENTING MANDATED CRIMINAL LEGISLATION THAT AFFECTS MORE THAN ONE COMPONENT OF THE SYSTEM

Planning staff could also provide information regarding the impact of the legislation. For example, how has the determinate sentencing law affected the conviction and sentencing rates of felons in San Diego? What additional responsibilities (if any) have been placed on the District Attorney's Office and the Courts as a result of the legislation? Has it affected overcrowding of the jail? The new diversion law (January, 1980) which mandates diversion of first-time spouse assault offenders is another example. Effective implementation requires coordinated efforts between the District Attorney's Office, the Probation Department, and the Courts. Another example is recent legislation that requires an \$8 increase for marriage license fees. The additional funds must be appropriated to provide services to victims of domestic violence. The forum provided by the planning board along with staff efforts can assist component personnel and elected officials through analysis and dissemination of information concerning legislative actions.
- o IDENTIFYING, INITIATING, AND ADVOCATING FOR CRIMINAL JUSTICE LEGISLATION ON BEHALF OF THE JURISDICTION

Since the planning board is comprised of local officials, criminal justice administrators, and citizens, it is in a position to be most informed of the issues and problems confronting local criminal justice. The board provides an effective mechanism for communicating shared concerns to the legislature.
- o ASSESS NEEDS OF COMPONENTS

Through formal meetings and continued contacts with component agencies, planning staff can assist personnel in assessing areas to be addressed. Suggested areas might relate to training, standards,

and facilities. Staff could direct agency personnel to the appropriate resources for meeting these needs.

- o INCREASED DIALOGUE WITH OTHER AGENCIES/SYSTEMS

A criminal justice forum can formalize communications with other agencies and boards which are involved with similar clientele but are not part of the criminal justice system, e.g., schools, welfare department, community-based agencies.
- o ALTERNATIVE FUNDS

As local resources continually shrink, a necessary task of such a board would be to aggressively search for alternative funding sources.
- o ACCOUNTABILITY

A criminal justice planning board and staff could facilitate the development of an accountability process for the components of the criminal justice system.

ACCOUNTABILITY IN THE CRIMINAL JUSTICE SYSTEM

The issue of system fragmentation was identified as the major problem confronting the criminal justice system in San Diego during the 1979 planning process. This issue was also raised by the Mayor's Crime Control Commission* through their examination of system components and hearing testimony from key personnel. Fragmentation has led to a system which does not: (1) provide an efficient way to perceive crime and address problems, (2) allow for standardized data collection for systemwide analysis, (3) resolve conflicting goals, (4) account for effectiveness, (5) provide information to related agencies, or (6) assess impact of changes in one component on the operations of another, i.e., the hiring of 100 policemen may have significant effects on jail population and workload in the District Attorney's Office and the courts.

Faced with similar problems, the local criminal justice planning office in St. Paul, Minnesota, developed an accountability system. Although it was developed specifically to address the criminal justice system, the procedures were later adopted by all departments responsible for delivery of human care services in St. Paul. It is suggested that implementation of a similar accountability system be considered in the San Diego region, particularly for those activities related to criminal justice. It can provide a systematic procedure for regularly determining results achieved following provision of services and determining the efficiency with which those results are obtained. Although most agencies have developed ways to assess the results of their efforts, there is presently no standardized, consistent assessment process that allows for timely and accurate information for managers or public officials. In addition, current efforts do not account for the inter-relatedness of the system components, so that a systemwide analysis is not possible.

*City of San Diego

The information provided through this accountability system would be extremely useful to administrators and elected officials at budget time and reduce the need for last minute searches for required data.

In addition, use of this system allows line personnel, managers, administrators, and public officials a continuous, updated perspective on the extent to which each component is achieving its program objectives.

Implementation of this evaluation system should not require more staff, fiscal resources, or necessarily generate additional paperwork. Rather, it reflects a restructuring of present data compilation based on specific program objectives.

The importance of reaching consensus about the program evaluation design cannot be overemphasized. A successful evaluation system requires the commitment and support of external influences (planning boards, other systems, legislation), top management, and line staff. Commitment is achieved by involving these key individuals in a negotiated process of identifying objectives, measures, and outcome criteria.

Development of this system is not something done by an outside consultant or by a few select staff. Nor should it be perceived as something that is done to anyone. Instead, development of this system involves getting consensus among a large number of people about what is to be done, how well it is to be done, and how it is to be measured. It is suggested that implementation and use of the accountability system would substantially contribute to improvement in criminal justice operations in San Diego and lead to proactive, rational decisions based on accurate systemwide information. Please refer to page 51 for detailed description of how to develop the system.

CHAPTER 4 CRIMINAL JUSTICE EVALUATION UNIT ABSTRACTS

Chapter 4 Criminal Justice Evaluation Unit Abstracts

In this section are abstracts of preliminary evaluation reports conducted in 1980 and a listing of evaluations completed since 1977.*

SOCIAL ASSAULT PROJECTS

The Regional Criminal Justice Planning Board identified domestic violence as the highest priority problem to be addressed in the 1979-81 plan. Approximately \$1.1 million was allocated regionwide to provide services to battered spouses, abused children, and rape victims. Evaluation efforts were system-oriented since the dynamics of the problem require a multi-disciplinary approach in terms of reporting, identification, prevention, and treatment. The preliminary evaluation was exploratory and focused on the incidence and nature of social assault in North County, and the responsibilities of many intervening agencies.

CONCLUSIONS

Spouse Assault

1. Approximately 16% of the reported assaults in North County are spouse related. Actual number of incidents is most likely higher due to victims' reluctance to report and because police officers often do not file a written report.
2. Examination of 358 spouse assault cases revealed that injuries were sustained by 75% of the victims and medical attention was required in 28% of the cases.
3. Personnel in the criminal justice system do not feel that arrest, prosecution, and incarceration are effective deterrents to spouse abuse. Since police officers are often the first to respond to these incidents, they can have a significant role in providing assistance and can influence the victim's subsequent interaction with the criminal justice process.
4. Funded projects in North County provided timely and appropriate response to social assault victims and provided services which reflected a variety of victim needs, e.g., legal advice, counseling, shelter, employment information.

*Copies of these reports can be obtained by contacting Evaluation Unit staff at 236-5383.

5. Projects did not significantly impact reporting, prosecution, or recidivism rates of domestic violence during the first year.

CHILD ABUSE

1. Child abuse referrals to the Welfare Department increased by 36% from 1978 to 1979. It is not certain if this is due to increased awareness by the community or an actual increase in abuse occurrences.
2. Since police officers are mandated to investigate reports of child abuse, it is important that they be cognizant of the factors involved in identification of abuse. With the exception of sexual abuse, the value of prosecution of abuse cases is perceived as limited for altering abusive behavior.
3. Treatment programs to assist families are difficult to assess and monitoring of family progress toward rehabilitation is not adequate.
4. Professionals who work with child abusing families cited bedspace as the primary need of abused children. Also mentioned was the need for training of personnel in identification and treatment, transportation to support services, and improvement in the quality of out-of-home placements for dependent children. Barriers to meeting these needs included insufficient resources, poor parenting skills, and fragmented efforts among involved agencies.

RECOMMENDATIONS

1. To obtain a more accurate picture of the occurrence of spouse assault, police officers should consistently record those incidents and statistics should be maintained which separate spouse assaults from other assaults.
2. To develop appropriate treatment programs and prevent recurrent abusive behavior, increased attention should be given to analysis of the variables associated with child abuse.
3. Administrative personnel in the criminal justice system should take steps to inform their staffs about the dynamics of family violence, the availability of community resources, new legislation related to spouse assault, and ways that they can be of more assistance to victims. Staff in the funded projects can provide information and possibly assist in developing training sessions.

Final evaluation efforts will incorporate regionwide efforts toward the domestic violence problem and assess which kinds of organizational structures are more effective in addressing this issue.

AUTOMATED REGIONAL JUSTICE INFORMATION SYSTEM (ARJIS)

The Automated Regional Justice Information System (ARJIS) was developed to assist in the identification and apprehension of suspected criminals through the automation of crime case, arrest, field interview and property files of local law enforcement agencies. Other features of ARJIS, as originally designed, are the Master Operations Index (MOI), which integrates the system, and the personnel, automated worthless document, crime analysis and manpower allocation components.

CONCLUSIONS

1. As of November, 1980, six of the nine ARJIS components were operational, either totally or in part. Timely implementation was hindered by administrative and organizational problems.
2. In general, ARJIS staff identified the information needs of law enforcement personnel. However, the value of the system is influenced by the extent and quality of information received, the accuracy and amount of data compiled and the availability of information to users.
3. Data indicate that ARJIS has provided officers with useful information leading to arrests and cases closed, but the impact varies by department. It is probable that when more information is available regionally, the impact of ARJIS will increase.
4. Responsibility for improving the effective use of ARJIS should be a joint responsibility of ARJIS staff and agency personnel.
5. The cost-effectiveness of ARJIS cannot be determined until the system is fully operational, but agency administrators should begin to develop procedures for measuring benefits compared to costs.

RECOMMENDATIONS

1. The following features should be considered in regard to ARJIS administration: a single line of authority for management of project operations; a staff person responsible for liaison between all agencies involved; and input from all user agencies regarding ARJIS activities.
2. Agency administrators, with the assistance of ARJIS staff, should provide thorough ongoing training in data access and report writing. Additionally, ARJIS staff should simplify the instruction manual for data access.
3. Crime case and field interview reports should be reviewed for accuracy by supervisors and data entry clerks.
4. Agency administrators and supervisors should provide the opportunity for and encourage the use of ARJIS by officers.

5. The availability of ARJIS information to officers should be increased through as many sources as possible.

In April of 1981, a follow-up evaluation of ARJIS will be completed. This report will discuss use and value of additional components, the issue of security and privacy, and cost-effectiveness.

SAN DIEGO POLICE DEPARTMENT: CHILD ABUSE PROJECT

The police department received federal funds to expand the existing child abuse unit to provide services to all reported child abuse victims/ families in the City of San Diego. Prior to expansion, only cases occurring in the central area of the city were investigated by the unit staff. Centralization efforts were expected to provide a specialized response to child abusing families by referring individuals to appropriate services.

CONCLUSIONS

The overall benefits of centralized disposition of cases are not yet known and there were difficulties in developing coordination with Northern division. Not all project objectives were achieved and some were considered beyond the control of unit staff, such as reduction in placements to Hillcrest Receiving Home.

RECOMMENDATIONS

1. The police department should examine the benefits and disadvantages of a centralized unit with consideration of the value of the assessment and referral role of law enforcement, the expertise needed by officers, and the potential for regular juvenile detectives to investigate these cases concomitant with their regular investigations.
2. Project staff should revise second year objectives and redirect focus toward activities over which the staff has considerable control.

The final evaluation (mid-1981) will examine two significant issues: (1) the effects of diversion versus prosecution on recidivism of abusers, and (2) the impact of a specialized child abuse unit on dispositions, e.g., out-of-home placements, court referrals, when compared to a regular juvenile unit handling similar cases.

TRUANCY

Three school districts received funds to reduce truancy at the secondary school level. The twofold approach is to increase parent awareness of truancy through telephone verification of absences and to provide counseling and/or problem-solving services to individual students identified as truants. The expected benefits include improvements in attendance and academic achievement, reductions in juvenile justice involvement and increases in state reimbursements based on attendance.

CONCLUSIONS

1. Preliminary data on the impact of the projects on students receiving services are inconclusive due to the problems in defining and measuring truancy, the limited sample of students studied and the short time period reviewed. For a small sample of students, unexcused absences (which include trancies) were not reduced.
2. An examination of schoolwide attendance indicates that unexcused absences at two of the three projects had decreased without increasing excused absences. This can be partially attributed to project efforts to telephone parents and/or counsel students.

RECOMMENDATIONS

1. The project staff should develop realistic and measurable outcome objectives.
2. Project staff should define their target population, maximize contact with school administrators, utilize community services, and regularly monitor attendance data for all students receiving services.
3. Project staff, to the extent possible, should increase their involvement with parents to help them deal with truancy problems (e.g., referrals to community agencies, parent effectiveness training and/or family and group counseling).
4. Additional in-service training in counseling should be provided for truancy aides/counselors.

The issues of cost-effectiveness, juvenile justice involvement, and factors contributing to truancy will be addressed in the final evaluation.

EVALUATION ACTIVITIES 1977-1980

Project	Project Costs	Evaluation Reports	Evaluation Costs
1. San Diego Police - Anti-Fencing Proj.	\$ 833,909	Final	\$ 9,400
2. San Diego Police - Comm. Crime Prevention	291,353	Prelim. - Final	26,500
3. San Diego Sheriff - Anti-Fencing Proj.	277,778	Prelim. - Final	12,200
4. San Diego Sheriff - Comm. Crime Prevention ¹	1,096,865	Prelim. - Final	26,400
5. Comprehensive Justice Program	3,111,978	Prelim. - Final	73,200
6. Community Based Residential Treatment Project	111,111	Final	8,500
7. Crisis Family Therapy Project	102,651	Final	3,400
8. Volunteers Minority Recruitment in Probation Project	62,035	Final	8,100
9. San Diego Municipal Court Experiment	N/A	Prelim. - Final	36,150
10. Projects to Reduce Truancy	110,345	Prelim.	9,950
11. North County Social Assault	245,376	Prelim.	29,160
12. San Diego Police - Child Abuse Unit	283,833	Prelim.	8,840
13. Automated Regional Justice Information System (ARJIS)	2,400,000	Prelim.	25,000
TOTAL	\$8,927,234		\$276,800

¹Includes funds from Regional Employment Training Consortium.

**APPENDIX
DESCRIPTION OF
ACCOUNTABILITY SYSTEM**

To understand the process described, it is important to differentiate it from evaluation systems that may appear to be similar. The process outlined is not a Management Information System (MIS) which does not include criteria on which to base judgments about effectiveness and efficiency. It is not Management by Objectives which does not specify outcomes for clients (defendants, victims, witnesses) but for the staff instead. It is not evaluation research which generally is not concerned with program/agency improvement but involves special studies or one-time efforts.

THE EVALUATION SYSTEM**

The following are the basic elements of the system and definitions of each:

<u>Element</u>	<u>Definition</u>
1) Program goals	A general statement describing each of the programs within the organization.
2) Program structure	A way of organizing an agency into programs which can be subjected to evaluation.
3) Client descriptors	Descriptive characteristics of the client population that impede the achievement of objectives.
4) Program objectives	A specific statement that is a component of the goal statement. The goal is composed of a number of objectives.
5) Measures	Statements which outline how the achievement of objectives will be determined.
6) Performance expectancies	Statements of the degree to which each objective is to be achieved.
7) Weights	Statements indicating the relative importance of each objective.
8) Management reports	The regular report of performance.
9) System review mechanism	The regular review and modification of the evaluation system

*The material outlined here was extracted from Planning for Program Evaluation, by Harold Tapper.

**A potential semantic problem should be resolved regarding the use of the terms "services" and "clients" in the criminal justice system. For example, the prosecuting attorney does not provide "services" to the defendant (client) in the way that term is generally understood. The problem is solved if services are defined to include all staff activities targeting on modifying a client's behavior or status. Similarly, the "client" population more often refers to suspected criminal offenders and defendants, but may also include victims and/or witnesses.

PROGRAM/AGENCY GOAL STATEMENT

The program goal statement includes consideration regarding clients served, services provided and results intended. Program objectives must be defined so that a logical relationship is apparent between objectives and services. (Services actually are staff activities which contribute to accomplishment of the goal.) The attainment of the program goals should enable the mission to be achieved.

PROGRAM STRUCTURE

The next step in developing an evaluation system is to determine its program structure. This involves decisions regarding 1) which group of people 2) are targeted for which group of services 3) in order to achieve what set of results. Although identification of program structure is a matter of preference, these guidelines may be helpful:

1. The program structure should enable the manager to know what combination of services produced what benefits or results. For example, a program to divert certain youngsters from the juvenile justice system should be treated separately, if the program manager is interested in the unique effects the project may have on youthful offenders.
2. The identified program structure should separate out different client populations. The criminal justice system components provide services to vastly different clientele: criminal offenders and victims/witnesses. Assessment of target groups as they relate to specific services allows for accurate measurement of client/program outcomes.

CLIENT CHARACTERISTICS

The next component is a description of the client population. Two kinds of client characteristics should be identified:

- 1) In-take criteria - These refer to descriptors which differentiate clients served by the particular agency from clients of other programs. Examples include:
 - Adults charged with misdemeanors in the City of San Diego
 - Defendant who is on probation/parole at time of alleged offense
 - Children identified as substantiated cases of child abuse
- 2) Client difficulty characteristics - Some client characteristics are obstacles to achievement of program goals. Identification of these can be helpful in terms of understanding why goals are not met. Examples include age of the client, number of multiple offenses, and duration of the condition to be changed.

SERVICES PROVIDED

A program evaluation system can be started by listing the services provided. These should be defined in terms of what staff does for clients. The following is a sample list:

- Counseling adolescents referred by probation
- Responding to calls for service
- Preparing for trial
- Representing juveniles at all first court appearances
- Charging all criminal cases

CLIENT/PROGRAM RESULTS

Several classes of results can be identified and associated with services provided:

- 1) Degree of improvement - This refers to a traditional way of classifying results that reflects the degree of change in the client's condition.

Examples:
 - To maximize the extent to which clients pay for their own defense.
 - To maximize completion of restitution.
- 2) Client satisfaction - Reports by clients regarding their degree of satisfaction or improvement can be used to identify program benefits or results.

Examples:
 - Residents who believe that their neighborhoods are safer.
 - Victims/witnesses who indicate that the court process was handled efficiently.
- 3) Program resolution - The presenting problems are categorized and rated as to whether the problems have been mitigated after services.

Examples:
 - To maximize the jail quick-release program (presenting problem - jail overcrowding).
 - To reduce incidents of re-abuse in families (presenting problem - child abuse).
 - To minimize the number of reported burglaries - (presenting problem - increase in burglary rate).

It is obvious that the changes or benefits relate to the intent, purpose, and objective of the agency or program and should occur due to services provided.

PROGRAM EFFECTIVENESS AND EFFICIENCY

This section translates goal statements into operational terms by identifying methods for collecting information about program effectiveness and efficiency.

Measures

Measures are the statements which indicate how the achievement of objectives will be determined. To insure that measures are an accurate reflection of objective achievement, the issues of validity and reliability must be considered. Reliability is related to the clarity of the measure. Will the measure mean the same to everyone who uses it? Consistent results will not occur if the terminology is vague or confused. Validity refers to the appropriateness of the measure to the objective. Reduction of recidivism is a popular objective in the criminal justice system. Yet most objectives relative to recidivism differ as to the various points in time when such behavior can be assessed, e.g., at time of arrest, when charges are filed, if convicted, or when incarcerated.

Performance Expectancies

Expectancies of performance are estimates of the degree to which each objective is to be achieved. They provide the criteria against which actual performance is judged. Expectancies should be set at a level which is realistically low, yet high enough to encourage improvement. In this system, expectancies are set at three levels:

- Minimal: The level below which performance should not drop.
- Goal: The aimed-for performance level.
- Optimal: The ultimate performance the program/agency/facility could hope to achieve under ideal circumstances.

Estimation of performance expectancies is a process that should involve judgments of line personnel, administrators, and public officials.

Examples:

MEASURE: Percentage of clients not adjudicated delinquent.

EXPECTANCIES:	<u>Minimal</u>	<u>Goal</u>	<u>Optimal</u>
	30%	60%	80%

MEASURE: Average cost per client served.

EXPECTANCIES:	<u>Minimal</u>	<u>Goal</u>	<u>Optimal</u>
	\$4,500	\$3,500	\$2,700

MEASURE: Percentage of previously incarcerated clients remaining out of institutions six months.

EXPECTANCIES:	<u>Minimal</u>	<u>Goal</u>	<u>Optimal</u>
	10%	25%	40%

Relative Weights

Assignment of a weight to each objective is a method for indicating the relative importance of achieving each objective within the program. Not all objectives are of equal importance. Those which are most directly related to goal achievement and those over which the program has the greatest control should receive greater weight. The weights should be expressed in percentages.

SUPPLEMENTAL MEASURES

These measures provide information on program/agency performance other than information associated with program objectives. While program evaluation focuses on results, program monitoring emphasizes process, i.e., which kinds of activities relate to particular results. Collection of supplemental information can facilitate this process and assist the agency/program to determine a course of action if the program shows a drop in performance level. Analysis of this information can also assist in increasing the efficiency of the program. Supplemental data should be maintained on a regular basis, in a reliable fashion. Examples of supplemental measures include:

<u>Program Phase</u>	<u>Related Activities</u>	<u>Supplemental Measures</u>
1. Client referral	<ul style="list-style-type: none"> ◦ Arrestee brought to jail ◦ Reports of child abuse ◦ Sentencing by the court 	<ul style="list-style-type: none"> Number of clients on waiting list Number of clients by source of referral
2. Client intake	<ul style="list-style-type: none"> ◦ Arresting a suspect ◦ Substantiating child abuse ◦ Accepting a prisoner 	<ul style="list-style-type: none"> Percent of referrals accepted Rate of intake, e.g., number per month Number of new admissions
3. Client Assessment	<ul style="list-style-type: none"> ◦ Pre-sentence investigation ◦ Family study ◦ Arrest report 	<ul style="list-style-type: none"> Average time per assessment Number and type of presenting problem
4. Program delivery	<ul style="list-style-type: none"> ◦ Maintain a prisoner in custody ◦ Providing casework service ◦ Maintaining vertical prosecution 	<ul style="list-style-type: none"> Number or percent of clients who fail to complete program Number or percent of clients who receive certain facility services

System Review Mechanism

When the foregoing elements have been developed and implemented, a mechanism for continuous review of the evaluation system should be created. These are some of the factors to be included:

- the continued relevance of the objectives, expectancies and weights;
- the continued adequacy of the supplemental measures; and
- the performance data as it reflects on each of the above.

The system review mechanism is an organized procedure for the regular review of the evaluation system in order to monitor the effectiveness and relevance of the system. Regular review and modification should reflect changes in program services, persons served, the community, and program objectives to be achieved.

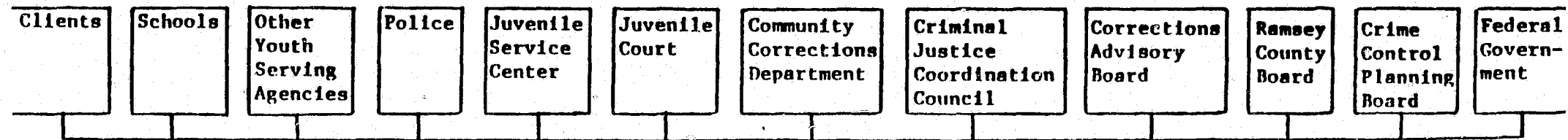
EXAMPLES OF EVALUATION SYSTEMS

The following pages describe format and content of two evaluation systems. The framework developed here can be adopted for any program or agency. Although the content may differ, the objectives remain the same: to provide agency administrators and elected officials with concrete information about the program structure, the services provided, types of clients who receive specific services, and the results achieved.

Program: Juvenile Services Center Pre-Court Intervention Program

**Most of the work on this project was done by James Kavanaugh, Ramsey
County Community Corrections**

JUVENILE SERVICES CENTER PRE-COURT INTERVENTION PROGRAM



GOAL

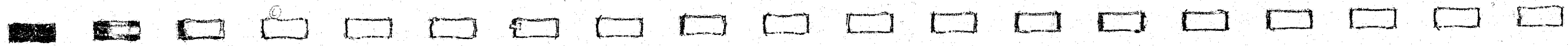
To provide early intervention with specialized supervision, needs assessment, counseling and referral to community resources for first time juvenile offenders in Ramsey County, in order to meet the needs of the clients, prevent further involvement in the juvenile justice system and lessen the burden on other probation services.

SERVICES

In-take screening
 Pre-court assessment.
 Appearance in court with family.
 Supervision as directed by the court.
 Comprehensive family and client needs assessemnt
 Family and client counseling.
 Arrange to provide for referral to community social service agencies.
 Design and supervise restitution program.
 Plan individual client programs.
 Provide consultation resources to parents, schools, and other individuals and agencies.
 Public information.
 Follow-up.

INTAKE CRITERIA

Ramsey County resident.
 Under age 18 when referred to court.
 No other family member presently active with a Juvenile Probation Officer.
 First time status or minor delinquency offender.
 Cases which appear to require supervision for no more than 90 days.



JUVENILE SERVICES CENTER PRE-COURT INTERVENTION PROGRAM

Primary Objectives	Measures	Who Measures Apply To	Time of Measurement	Expectancies			Relative Weight
				Minimal	Goal	Optimal	
Maximize the number of youth who successfully complete the program	Percentage of youth who complete the program	All youth assigned to program	At termination	60%	80%	85%	10
Prevent recidivism	Program termi- nees who return to court on a new petition	All suc- cessful termi- nees	6 months after termi- nation	40%	20%	10%	25
Maximize completion of res- titution	Percentage of youth who com- plete restitu- tion	All youth assigned to resti- tution	At termina- tion	75%	80%	90%	10
Maximize delivery of commu- nity services to those need- ing them	Percentage of referrals accep- ted for commu- nity services	All refer- rals for community service	As event occurs	70%	75%	80%	20
Maximize the number of pro- gram participants	Average daily capacity	All youth assigned to pro- gram	Quarterly	50	60	75	5
Develop treatment plan with- in 14 days of assignment	Days from assign- ment to treat- ment plan devel- opment	All youth with treatment plans	At termina- tion	75%	85%	100%	15
Implement treatment plan within 21 days of assign- ment	Days from assign- ment to treat- ment plan imple- mentation	All youth with treatment plans	At termina- tion	75%	85%	100%	15

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DEFINITIONS:

Assignment to Program: Client ordered into the CIP by the Juvenile Court

Recidivism: Return to court on any new law biolations within six months

Successful Completion: Completion of contracts and no court appearances due to violations

SUPPLEMENTALS:

New cases petitioned to court

Cases screened:

 Recommended

 Rejected

 Total

DEFINITIONS: continued

Treatment Plan: Statement of means for resolving identified problem areas for the client and the family

Treatment Plan: Working document for the program for resolving identified problem areas of the client and the family

Restitution: Compensation for loss suffered as a result of client's actions -- either monetary or or in service

Community Services: Referrals to social agencies outside the Community Corrections Department

Program Completion: Termination of services due to dismissal or transfer of case

SUPPLEMENTALS: continued

Cases assigned:
Recommended
Rejected
Non-screened
Total

Cases returned to court:
Violations of law
Violations of contract
Total

Total number of court appearances -- Active Cases

Restitution:
Number of cases ordered for restitution
Number of cases completed restitution
Amount of restitution paid
Number of hours of community service ordered
Number of hours of community service completed



JUVENILE SERVICES CENTER PRE-COURT INTERVENTION PROGRAM

MANAGEMENT REPORT

CURRENT MONTH: _____

PROGRAM: _____

CUMULATIVE: _____

RELATIVE WEIGHT	PRIMARY OBJECTIVES	GOAL EXPECT	CURRENT MONTH		LAST MONTH		CUMULATIVE	
			ACTUAL	INDEX	ACTUAL	INDEX	ACTUAL	INDEX
	Maximize the number of youths who successfully complete the program	80%						
	Prevent recidivism	20%						
	Maximize completion of restitution	80%						
	Maximize delivery of community services to those needing them	75%						
	Maximize the number of program participants	60						
	Develop treatment plan within 14 days of assignment	85%						
	Implement treatment plan within 21 days of treatment	85%						

JUVENILE SERVICES CENTER PRE-COURT INTERVENTION PROGRAM
SOURCE DOCUMENT

Client _____ Intake Date _____ Termination Date _____
Referee _____ PO _____

Age: Under 11 11 - 12 13 - 14 15 - 16 17 - 18
 Race: W. B. Ind. S. Other
 Sex: M F
 Location: Selby New Brighton McKnight Payne
 Offense: Status Petty theft Chemicals Property Other

Primary Source of Referral:

Court Other Community Agency
 Court services Project Staff
 Police/Sheriff Clergy
 Correctional Institution Parents/Family
 Parole Board Friend
 Parole Agent Participant
 School Other
 Welfare

Reason for Referral: (p-primary, s-secondary)

Other Legal Housing
 Personal Food
 Family Parole Planning
 C.P. Transportation
 Medical/Dental one-to-one
 Educational/School Counseling
 Financial Sexual
 Recreation Peer Support
 Psychological Employment
 Referrable Other
 Source (code)

Relation to C. J. S.:

	Before	Intake	During
Not in C. J. S.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
R. and R.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Booked	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Petition Hearing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Disposition Hearing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Supervision Probation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Institutionalized	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Work Release	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parole	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Violations--return to court during program:

Law _____
 Contract _____
 Total _____

Services Provided:

None Restitution
 Basic Shelter Recreational
 Medical/Dental Group Counseling
 C.P. Information Parent Counseling
 Educational Family Counseling
 Job Help Individual Counseling
 Financial Help Diagnostic
 Legal Other Worker
 Advocacy-School Volunteer
 Advocacy-Police Parole Planning
 Advocacy-Courts, etc. General, Other
 Advocacy-General

Disposition/Reason for Termination:

Completed Program
 Referral to Juvenile Court
 Absconded
 Deceased
 Other

Community Agencies Referred To:

	yes	no
_____	<input type="checkbox"/>	<input type="checkbox"/>
_____	<input type="checkbox"/>	<input type="checkbox"/>
_____	<input type="checkbox"/>	<input type="checkbox"/>
_____	<input type="checkbox"/>	<input type="checkbox"/>

Restitution: Total Completed:
 Service _____ # of hours _____ hours
 Amount _____ \$ of dollars _____ dollars

JUVENILE SERVICES CENTER PRE-COURT INTERVENTION PROGRAM

FOLLOW-UP FORM

Client _____ Intake Date _____ Termination Date _____
 Date of Follow-up _____

Source of Following Information:

Client
 Parent
 Relative
 Friend
 Other

Type of Contact:

Telephone
 Personal Interview
 Mail

Involvement with C. J. S. Since Termination:

R. and R.
 Booked
 New Petition Hearing
 Disposition Hearing
 Supervision/Probation
 Institutionalized

Verification:

Police
 Probation Officer
 School
 Community Agency
 Courts
 Other

Type of Contact:

Telephone
 Personal Interview
 Mail

Time for follow-up:

Index Score Conversion Table

PROGRAM: JUVENILE SERVICES CENTER
PRE-COURT INTERVENTION
PROJECT

INDEX SCORES	OBJECTIVE: Program Completions		OBJECTIVE: Recidivism		OBJECTIVE: Restitution		OBJECTIVE: Community Services		INDEX SCORES
	EXPECTANCY VALUES	PROGRAM POINTS	EXPECTANCY VALUES	PROGRAM POINTS	EXPECTANCY VALUES	PROGRAM POINTS	EXPECTANCY VALUES	PROGRAM POINTS	
150	85%	15	10%	37.5	90%	15	80%	30	150
145	85	15	11	36	89	15	80	29	145
140	84	14	12	35	88	14	79	28	140
135	84	14	13	34	87	14	79	27	135
130	83	13	14	33	86	13	78	26	130
125	83	13	15	31	85	13	78	25	125
120	82	12	16	30	84	12	77	24	120
115	82	12	17	29	83	12	77	23	115
110	81	11	18	28	82	11	76	22	110
105	81	11	19	26	81	11	76	21	105
100	80	10	20	25	80	10	75	20	100
95	78	10	22	24	80	10	75	19	95
90	76	9	24	23	79	9	74	18	90
85	74	9	26	21	79	9	74	17	85
80	72	8	28	20	78	8	73	16	80
75	70	8	30	19	78	8	73	15	75
70	68	7	32	18	77	7	72	14	70
65	66	7	34	16	77	7	72	13	65
60	64	6	36	15	76	6	71	12	60
55	62	6	38	14	76	6	71	11	55
50	60	5	40	13	75	5	70	10	50

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Index Score Conversion Table

PROGRAM: JUVENILE SERVICES CENTER
PRE-COURT INTERVENTION
PROJECT

INDEX SCORES	OBJECTIVE: Program Participants		OBJECTIVE: Develop Plan		OBJECTIVE: Implement Plan		OBJECTIVE:		INDEX SCORES
	EXPECTANCY VALUES	PROGRAM POINTS	EXPECTANCY VALUES	PROGRAM POINTS	EXPECTANCY VALUES	PROGRAM POINTS	EXPECTANCY VALUES	PROGRAM POINTS	
150	75	7.5	100%	22.5	100%	22.5			150
145	74	7	99	22	99	22			145
140	72	7	97	21	97	21			140
135	71	7	96	20	96	20			135
130	69	7	94	20	94	20			130
125	68	6	93	19	93	19			125
120	66	6	91	18	91	18			120
115	65	6	90	17	90	17			115
110	63	6	88	17	88	17			110
105	62	5	87	16	87	16			105
100	60	5	85	15	85	15			100
95	59	5	84	14	84	14			95
90	58	5	83	14	83	14			90
85	57	4	82	13	82	13			85
80	56	4	81	12	81	12			80
75	55	4	80	11	80	11			75
70	54	4	79	11	79	11			70
65	53	3	78	10	78	10			65
60	52	3	77	9	77	9			60
55	51	3	76	8	76	8			55
50	50	2.5	75	7.5	75	7.5			50

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OPTIMAL

GOAL

MINIMAL

OPTIMAL

GOAL

MINIMAL

JUVENILE SERVICES CENTER PRE-COURT INTERVENTION PROGRAM

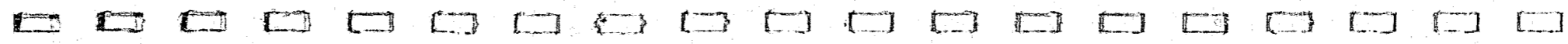
MANAGEMENT REPORT

CURRENT QUARTER: _____

CUMULATIVE FROM: _____

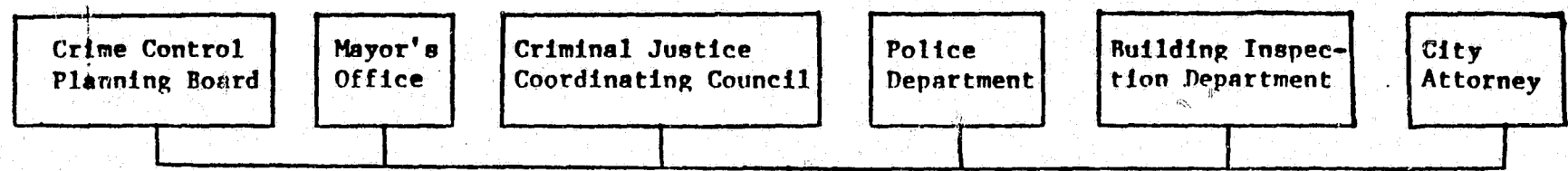
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SUPPLEMENTAL MEASURES	BASERATE (PERIOD)	CURRENT QUARTER		LAST QUARTER		CUMULATIVE	
		NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
CASES ACTIVE BEGINNING PERIOD							
NEW CASES PETITIONED TO COURT							
CASES SCREENED DURING PERIOD							
CASES RECOMMENDED AT SCREENING							
CASES REJECTED AT SCREENING							
SCREENED CASES ASSIGNED TO PROGRAM							
NON-SCREENED CASES ASSIGNED TO PROGRAM							
NEW CASES PENDING							
TOTAL NEW CASES ASSIGNED TO PROGRAM DURING PERIOD							
TOTAL CASES ACTIVE DURING PERIOD							
CASES DISMISSED DURING PERIOD							
CASES TRANSFERRED TO PROBATION DEPARTMENT							
CASES ACTIVE END OF PERIOD							
TOTAL CLIENT DAYS OF SERVICE							
CASES RETURNED TO COURT:							
VIOLATIONS OF LAW							
VIOLATIONS OF CONTRACT							
TOTAL							
TOTAL NUMBER OF COURT APPEARANCES ACTIVE CASES							
RESTITUTION:							
NUMBER OF CASES ORDERED FOR RESTITUTION							
NUMBER OF CASES COMPLETED RESTITUTION							
AMOUNT OF RESTITUTION PAID							
NUMBER OF HOURS OF COMMUNITY SERVICE ORDERED							
NUMBER OF HOURS OF COMMUNITY							



Program: Court Screening Unit

Most of the work on this system
was done by Polly Flynn, St.
Paul City Attorney's Office



Court Screening Unit

GOAL To screen, identify, and give priority attention to all serious misdemeanor cases in order to insure the accuracy of charges, facilitate an early disposition, achieve a maximum number of convictions and reduce the number of charges amended after arraignment.

SERVICES

- Charge all criminal cases.
- Charge traffic cases.
- Screen and identify serious cases.
- Run record checks.
- Interview witnesses.
- Represent the state in serious cases (vertical prosecution)
- Schedule cases.
- Assist in the preparation of complaints.
- Prepare for trial.
- Subpoena witnesses.
- Provide feedback to law enforcement agencies.

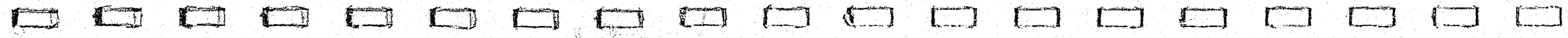
INTAKE CRITERIA

"Repeat Offenders"

- a. Defendant who is on probation or parole at time of alleged offense.
- b. Defendant with a serious prior conviction record consisting of at least two recent serious convictions.

"Serious Offenses"

- a. Assaults resulting in serious injuries.
- b. Charges involving reckless use of firearms.
- c. Lowd conduct involving a minor.
- d. Theft of a large sum of money and possession of stolen property.
- e. Arson and coercion depending upon seriousness of facts.
- f. Certain acts where the county has refused to charge and the facts are close to robbery, burglary, or felonious theft.



COURT SCREENING UNIT

Primary Objectives	Measures	Who Measures Apply To	Time of Measurement	Expectancies			Relative Weight
				Minimal	Goal	Optimal	
To minimize program length	Average number of days from arraignment to final disposition	All serious cases	At disposition	40 days	30 days	20 days	10%
To reduce the number of charges amended following arraignment	Number of charges amended	All cases screened	At disposition	15%	5%	0	40%
To maximize the number of convictions in all serious cases	Number of convictions	All serious cases	At disposition	50%	65%	90%	25%
To maximize the number of convictions in all other cases	Number of convictions	All other cases	At disposition	35%	50%	90%	25%

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DEFINITIONS:

Serious Offenders: Persons with a prior criminal record; a habitual criminal.

Serious Case: Those cases handled by the Screening Unit in which a substantial injury is sustained by the victim; or where there are complicated legal or factual issues.

Arraignment: The defendant's first appearance in court where he is formally charged and enters a plea of guilty or not guilty.

Conviction: Determination of guilt by pleading guilty, or by decision of judge or jury.

Amended Charge: Any change in the charge following arraignment.

Disposition: Final disposition of a case through judicial finding of guilty, or dismissal.

MANAGEMENT REPORT

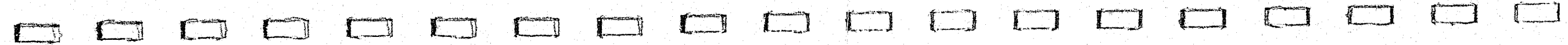
CURRENT MONTH: _____

PROGRAM: COURT SCREENING UNIT

CUMULATIVE: _____

RELATIVE WEIGHT	PRIMARY OBJECTIVES	GOAL EXPECT	CURRENT MONTH		LAST MONTH		CUMULATIVE	
			ACTUAL	INDEX	ACTUAL	INDEX	ACTUAL	INDEX
10%	Minimize program length	30 days						
40%	Reduce the number of charges amended following arraignment	5%						
25%	Maximize the number of convictions in all serious cases	65%						
25%	Maximize the number of convictions in all other cases	50%						

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MANAGEMENT REPORT

CURRENT QUARTER _____

PROGRAM: COURT SCREENING UNIT

CUMULATIVE FROM _____

SUPPLEMENTAL MEASURES	BASERATE (PERIOD)	CURRENT QUARTER		LAST QUARTER		CUMULATIVE	
		NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
A. CASES							
1. Screened							
2. Accepted							
3. Dismissed							
B. PLEAS OF GUILTY							
1. At arraignment							
2. At pre-trial							
3. At trial							
C. DISPOSITIONS							
1. Convictions							
a. Type of trial							
(1) Jury							
(2) Court							
b. Judge							
(1) A							
(2) B							
(3) C							
c. Type of charge							
(1) Traffic							
(2) Property							
(3) Assault							
2. Dismissed							
3. Found not guilty							

DEFENDENT _____ DATE OF OFFENSE _____ FORM # _____
 C.N. _____ ARRAIGNMENT _____ REPORTING OFFICER(S) _____
 CHARGES: _____ M/P S/O # _____ M/P S/O # _____ RETAINED CSU _____
 _____ M/P S/O # _____ M/P S/O # _____
 THIS CASE HAS BEEN REVIEWED FOR PROSECUTION BY _____ ASSISTANT CITY ATTORNEY

1. Screening Unit Disposition: _____ Approved as Issued _____ Insufficient evidence, dismissal _____ Charge(s) amended as follows: _____
 2. Arraignment: Judge _____ PG _____ PNG - FC to _____ Formal complt by _____
 _____ Warrant - Date _____ Bail \$ _____ (Note conditions below) _____ Initials
 Defense attorney _____ Phone _____ PD NJC CDSP PRIV _____
 3. Pre-Trial Conference: Date _____ Judge _____ Guilty Plea _____
 _____ Set for trial on - Date _____ Warrant - Date _____ Initials
 4. Trial: Date _____ Court trial _____ Jury Trial _____ Dismissal _____
 Judge _____ PG _____ FG _____ FNG _____ Warrant - Date _____ Initials
 5. Disposition of PG or FG: Date _____ To original charges _____ To amended charges of: _____
 _____ Days &/or \$ _____ To serve _____ To pay _____ Initials
 Conditions: _____

DIVERSION REQUESTED TO _____ AGENCY. APPROVED BY _____
 COMMENTS:

NOTE TO OFFICERS:

 ASSISTANT CITY ATTORNEY

END

