



Process Evaluation of the IRAS-PAT Pilot Program Implementation

Report to the Indiana Office of Court Services



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BACKGROUND

In 2014, the Indiana Supreme Court Committee to Study Evidence-Based Pretrial Release was tasked with the development and implementation of a pilot project *to assess the feasibility, efficacy, economics and methodologies of establishing an evidence-based system for pretrial release decisions in Indiana* (Supreme Court Cause No. 94S00-1312-MS-909 and No. 94S00-1412-MS-757). The committee partnered with the National Institute of Corrections (NIC) to develop the pilot project. In spring 2016, the Indiana Office of Court Services (IOCS), in collaboration with the Evidence Based Decision Making policy team (EBDM), entered into agreements with select courts to participate in a pilot program of the Indiana Risk Assessment System – Pretrial Assessment Tool.

The pretrial period occurs after arrest and before a disposition has been determined by the court. One of the critical decisions made during this time concerns bail and what conditions, if any, will satisfy bail. One of the main factors used to inform these decisions is the risk of failure-to-appear (FTA) in court. Generally speaking, bail systems are used to offset the risk of defendants failing to appear. In this system, defendants can secure a release from jail pending trial if they are able to meet the bail amount set by the court. Posting money or property is thought to assure that defendants will stand trial as these financial means would be returned if defendants attend court appearances or forfeited if defendants fail to appear.

Bail decisions are important for a number of reasons. First, these decisions must be consistent with the constitutional rights of defendants. Due process, equal protection, safety from the imposition of excessive bail, and the presumption of innocence are all key considerations that must be taken into account by the court. Second, decisions are being assessed in relation to emerging pretrial practice standards. The American Bar Association (2007) and National Association of Pretrial Service Agencies (2004) have specified a set of benchmarks consistent with the Bail Reform Act of 1984 and best practices to improve the efficiency and effectiveness of pretrial efforts. Third, pretrial decisions have significant downstream justice system consequences. Defendants who are detained prior to court disposition are more likely to plead guilty, receive prison sentences, and be incarcerated for longer periods of time than defendants who were released to the community (Heaton et al., 2017; Lowenkamp et al., 2013b; Reaves, 2013). These front-end system decisions impose substantial system costs to state and local governments as well as direct or intangible costs to defendants and their families.

In 2010, Indiana adopted the Indiana Risk Assessment System (IRAS), a suite of five separate instruments, created by researchers at the University of Cincinnati, which are designed to be used at specific points in the criminal justice process to identify an offender’s risk of a FTA or to reoffend and, for some instruments also to identify criminogenic needs. One of these instruments, the IRAS Pretrial Assessment Tool (IRAS-PAT) is intended for use during the pretrial period. It was designed to be short but also contain measures that are predictive of both a defendant’s FTA and risk of violating pretrial supervision with a new offense. Exhibit 1 shows the items captured from the IRAS-PAT. In keeping with the idea of brevity, the IRAS-PAT consists of seven risk items in three dimensions (criminal history, employment and residential stability, and drug use). Only trained staff can administer the IRAS-PAT which requires a brief face-to-face interview (approximately 10 minutes) with arrestees and follow-up verification of information by pretrial supervision staff.

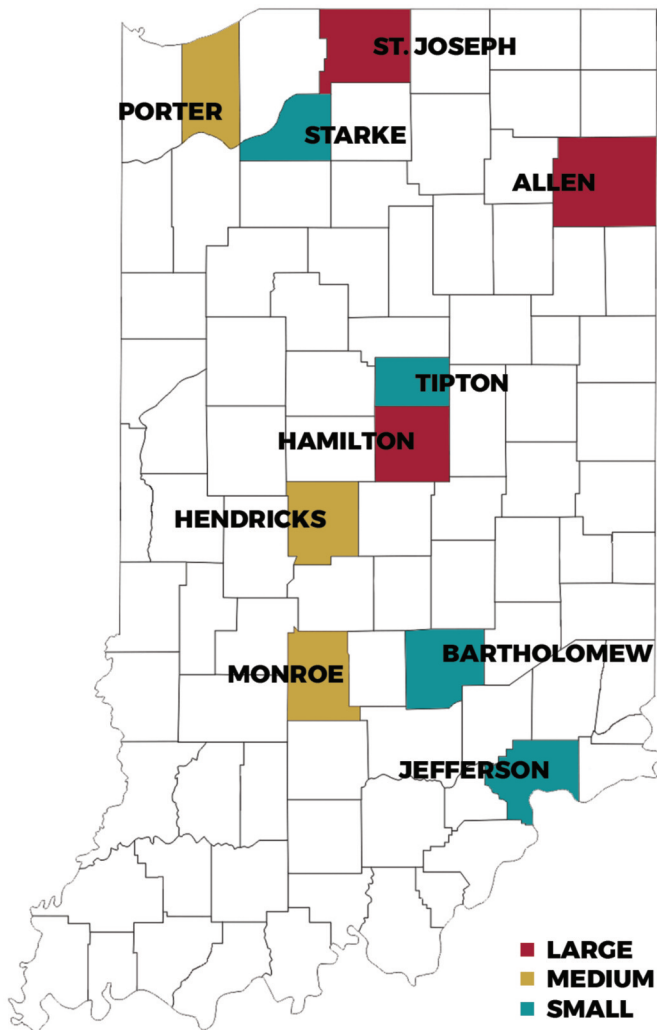
Exhibit 1. IRAS-PAT Instrument

INDIANA RISK ASSESSMENT SYSTEM: PRETRIAL ASSESSMENT TOOL (IRAS-PAT)				
Name:	_____			
Date of Assessment:	_____			
Case#:	_____			
Name of Assessor:	_____			
Pretrial Items				Verified
1. Age at First Arrest		<input type="text"/>		<input type="checkbox"/>
0=33 or older				
1=Under 33		<input type="text"/>		<input type="checkbox"/>
2. Number of Failure-to-Appear Warrants Past 24 Months				
0=None				
1=One Warrant for FTA				
2=Two or More FTA Warrants		<input type="text"/>		<input type="checkbox"/>
3. Three or more Prior Jail Incarcerations				
0=No				
1=Yes		<input type="text"/>		<input type="checkbox"/>
4. Employed at the Time of Arrest				
0= Yes, Full-time				
1= Yes, Part-time				
2= Not Employed		<input type="text"/>		<input type="checkbox"/>
5. Residential Stability				
0=Lived at Current Residence Past Six Months				
1=Not Lived at Same Residence		<input type="text"/>		<input type="checkbox"/>
6. Illegal Drug Use During Past Six Months				
0=No				
1=Yes		<input type="text"/>		<input type="checkbox"/>
7. Severe Drug Use Problem				
0=No				
1=Yes		<input type="text"/>		<input type="checkbox"/>
Total Score:				<input type="text"/>
Scores	Rating	% of Failures	% of Failure to Appear	% of New Arrest
0-2	Low	5%	5%	0%
3-5	Moderate	18%	12%	
6+	High	29%	15%	17%

CURRENT PILOT STUDY

With public safety always being the highest priority, the goal of the pilot project is *to develop and implement an effective pretrial release system that supports judicial officers in making evidence-based pretrial release decisions under Indiana law*. The pilot program will also maximize release decisions and court appearances. Furthermore, should defendants secure pretrial release, supervision terms will be structured in accordance to defendants’ level of risk. While participating courts were afforded a reasonable degree of flexibility in determining the best approach to utilizing the IRAS-PAT in their communities, pilot counties were asked to consider the expectations of the Indiana evidence-based decision making (EBDM) Policy Team (see Appendix A). During the implementation phase of the pilot program, IOCS requested the assistance of researchers from the Indiana University Center for Criminal Justice Research (CCJR) in conducting a process evaluation of the IRAS-PAT program implementation in the 10 participating pilot counties: Allen, Bartholomew, Hamilton, Hendricks, Jefferson, Monroe, Porter, St. Joseph, Starke, and Tipton (see Exhibit 2).

Exhibit 2. Map of Pretrial Pilot Counties



This formative report summarizes research activities and related findings from this evaluation and includes the following:

- Review of the research literature that pertains to pretrial risk assessments and the IRAS-PAT;
- Summary of pilot county data collection and data sharing efforts;
- Stakeholder interview findings, examination of pilot county implementation process, and emerging themes regarding implementation of the IRAS-PAT;
- Cross-county comparisons of implementation process;
- Preliminary analysis of INCite IRAS-PAT data linked to Odyssey data; and,
- Conclusions and recommended next steps.

During the initial year of pilot program implementation, the focus of this study was to develop a baseline understanding of the criteria used by pilot sites in administering the IRAS-PAT, the number of IRAS-PAT instruments administered

among arrestees, and the level to which IRAS-PAT results are being utilized by courts in determining the need for pretrial jail commitment in each of the pilot counties.

LITERATURE REVIEW: NATIONAL TRENDS IN PRETRIAL CASE PROCESSING

Research has consistently shown that a majority of jail inmates who are currently incarcerated have yet to receive a court disposition. Nationally representative samples of jail inmates find that 55-63% of inmates are awaiting trial (Minton & Zeng, 2015). These national estimates have been relatively stable since 2000. Similar proportions are to be expected across the state of Indiana, although simple averages may mask wide degrees of variation between jurisdictions. For instance, a recent report on the operations of the Marion County criminal justice system found that 84% of jail inmates were awaiting trial (BKD, 2016).

Court processing data can also provide some insights about bail decision-making. Among felony defendants in a nationally representative sample of courts serving urban jurisdictions, 62% of defendants were released into communities prior to case disposition, 38% were detained until disposition, and 4% were denied bail (Reaves, 2013)¹. Sixty percent of defendants were released to the community with financial terms and conditions. Four out of every five defendants posting a financial bond did so through a private surety bond. Twenty percent of defendants were released on own recognizance terms. Half of those who were released were out of custody within one day of arrest and 75% were released within one week. Among defendants who remained in jail, 90% had a bail amount set by the court but were unable to meet the financial conditions to secure release.

Pretrial Risk Assessment Basics

Innovations and experiments continue to be implemented by jurisdictions across the country to releaseailable defendants, reduce disparities in pretrial release or detention decisions, decrease the length of time defendants are held in pretrial detention, and integrate evidence-informed practices (Tsarkov, 2017). One approach to achieve these objectives while mitigating the risk of defendant flight and danger to the community or specific individuals is to employ risk assessment tools. The potential promise of these tools is to standardize the risk of pretrial arrestees and inform release, detention, terms, or conditions decisions through structured decision matrices. A large body of research has demonstrated that standardized risk assessment tools more accurately identify who will or will not be successful on a variety of outcomes in relation to unstructured assessments or a reliance on professional judgement alone (Mamalian, 2011). Unstructured or professional judgement decisions result from real experiences, but this knowledge does not necessarily translate to or represent broader patterns experienced within and across jurisdictions. *By improving the accuracy of behavioral predictions, risk assessment tools can increase public safety and reduce costs.*

Generally, pretrial risk assessment tools consist of 8 to 10 factors that are associated with FTAs and rearrest while case disposition is pending. The most common factors are: current offense charge, prior convictions, prior incarcerations, pending offense charge(s), history of FTA, community ties, residential stability, substance abuse, employment, education, and age. Common items integrated into

¹Unfortunately, comparable data collections on suburban and rural jurisdictions are not available from the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics.

risk assessment tools are often included on the basis of empirical support. However, this is not always the case. Items can also be included because of statutory or consensus guidelines. For example, the seriousness of the current offense charge has long been used as a critical factor in informing release or detain decisions (Phillips, 2004). Yet, this factor is unable to accurately predict future pretrial misconducts (Lowenkamp & Wetzel, 2009). Similarly, community or family ties are thought to be key factors in determining whether a defendant will or will not attend scheduled court hearings. At best, these items are weakly correlated with pretrial misconduct (Myburgh et al., 2015).

Comparing Factors among Risk Assessments

Exhibit 3 presents a summary of the factors used in available (and accessible) pretrial risk assessment tools and compares these to the factors on the IRAS-PAT. Criminal history record information is one of the most prominent factors. Employment status or history is the next most prominent factor and is followed by an array of metrics on substance use behaviors. Next are factors affiliated with residential stability. The number of factors included on an assessment tool ranges from six (Iowa's Fifth Judicial District; Prell, 2008) to over 50 (District of

Columbia; Lotze et al., 1999) with estimated time needed to administer ranging from 15 to 28 minutes per individual (Desmarais et al. 2016). As illustrated in Exhibit 3, the IRAS-PAT contains the factors most commonly captured on pretrial risk instruments.

Bechtel et al. (2016) have conducted a meta-analysis of 16 studies testing the predictive validity of pretrial risk assessment tools. The researchers found that available pretrial risk assessment tools are able to predict FTAs and a combined measure of failures to appear and rearrest; however, the relative strength of the ability to predict pretrial misconduct (FTA and rearrest) outcomes is modest. Desmarais et al (2016) also conducted a meta-analysis of 19 different risk assessment tools and found that no one tool stood out as being more accurate than another. *Relevant to this discussion is the inclusion of the ORAS-PAT in the study sample—which is the same instrument as the IRAS-PAT. Similar to the Bechtel et al. (2016) study, findings from Desmarais et al. (2016) suggest a positive association between ORAS-PAT scores and pretrial misconduct. That is, higher ORAS-PAT scores were correlated with an increased likelihood of pretrial misconduct, while lower scores were affiliated with relatively infrequent pretrial misconduct.*

Exhibit 3. Comparison of Risk Assessment Instruments

	IRAS	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
Defendant Characteristics																									
Age	•	•				•	•	•				•	•	•		•				•	•	•			•
Mental health history									•			•	•	•	•										•
Substance abuse	•				•		•	•	•	•	•	•	•	•	•	•	•							•	•
Criminal History																									
Criminal history	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Past release failures	•	•		•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Pending cases		•		•	•	•	•	•		•	•	•	•	•	•	•	•	•	•	•			•	•	•
Current offense		•		•	•	•	•	•				•			•	•	•	•	•				•	•	•
Financial Indicators																									
Employment history	•		•	•	•	•	•	•	•	•		•	•	•	•	•	•	•			•	•	•	•	•
Education									•					•	•	•									•
Financial assets			•	•	•				•		•			•	•	•									•
Home owner				•	•		•							•	•	•									•
Phone Access												•		•	•	•				•					•
Social Ties																									
Residential stability	•		•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•
Residential arrangement			•	•	•	•	•	•	•	•	•	•	•	•	•	•	•				•	•	•	•	•
Marital status			•	•	•	•	•	•	•	•	•	•	•	•	•	•	•				•	•	•	•	•
Available guarantors			•	•	•	•	•	•	•	•	•	•	•	•	•	•	•				•	•	•	•	•
Number of Items	7	9	7	6	9	9	9	22	6	9	12	11	7	12	11	30	8	13	7	8	16	7	9	12	14

- | | | |
|--|--|---|
| 1. Public Safety Assessment (PSA) Tool (aka Arnold Instrument) | 9. Virginia Pretrial Risk Assessment Instrument. | 17. Lee County (FL) Risk Assessment Tool. |
| 2. Philadelphia (PA) Bail Experiment (aka Vera Instrument) | 10. Kentucky Pretrial Risk Assessment Instrument. | 18. Maryland Pretrial Risk Assessment Tool. |
| 3. New York City (NY) Pretrial Risk Assessment Instrument. | 11. Florida Pretrial Risk Assessment Instrument. | 19. Harris County (TX) Pretrial Services Point Scale. |
| 4. Lake County (IL) Pretrial Risk Assessment Instrument. | 12. Ohio Risk Assessment System (Same as IRAS-PAT). | 20. Ramsey County (MN) Pretrial Evaluation Point Scale. |
| 5. Minnesota 4th Judicial District Pretrial Evaluation Scale. | 13. Colorado Pretrial Risk Assessment Tool. | 21. Monroe County (NY) Pretrial services Point Scale. |
| 6. Allegheny Pretrial Services Risk Assessment. | 14. Connecticut Pretrial Risk Assessment Instrument. | 22. Summit County (OH) Pretrial Risk Assessment. |
| 7. District of Columbia Pretrial Risk Assessment. | 15. Coconino County (AZ) Pretrial Services Risk Assessment. | 23. County of Orange (CA) Pretrial Risk Assessment. |
| 8. Iowa 5th Judicial District Pretrial Release Point Schedule. | 16. Mecklenberg County (NC) Pretrial Risk Assessment Praxis. | 24. Connecticut Pretrial Risk Assessment. |

Implementation of Pretrial Risk Assessment

One significant gap in knowledge about pretrial risk assessment tools is how the integration of these tools affects traditional pretrial service operations. The implementation of any innovation requires significant investment in resources, mobilization of personnel, and courage to self-assess progress and learn from the issues that arise. Some important lessons have been experienced across the country. In response to jail overcrowding and a reliance on cash bonds, Lake County (IL) established a pretrial services division and integrated a pretrial risk assessment tool to inform release and bond decisions (Coopridge, 2009; Coopridge et al., 2003). One of the initial challenges with the tool was the wide assortment of scores that were generated. No two pretrial services staff were able to reach agreements on risk scores for similar defendants. Training and reaching consensus on the definitions and scoring of risk assessment items were offered as being key factors to improve the quality of the assessment and gain staff support for the use of the local tool. The county experienced increases in the proportion of defendants who bonded to non-financial release options after integrating their tool. Further, the county experienced reductions in FTA rates.

Despite evidence of anticipated benefits, there also have been issues associated with the implementation of pretrial risk assessment tools. In a Maryland pilot, Kentucky's statewide pretrial risk assessment tool was integrated into the pretrial operations of a single jurisdiction (Governor's Commission to Reform Maryland's Pretrial System, 2014). The study found that defendants assessed as low risk were more likely to be released to the community on an own recognizance bond in comparison to defendants assessed as being high risk. However, when monetary bail amounts were set, low risk defendants were subject to higher amounts than higher risk defendants. As a result, only a small proportion of low risk defendants were able to post bond and secure release. In Philadelphia and Pittsburgh, researchers found that judges continued to set discrepant bail amounts for similar misdemeanor defendants despite the integration of pretrial risk assessment tools and decision matrices (Gupta et al., 2016; Stevenson, 2016). In turn, defendants in front of a judge who tends to order monetary bonds were more likely to be detained pending trial, plead guilty, and receive lengthier sentences than defendants who were in front of judges who are presumed to follow more closely to decision matrices.

Formative Evaluation

The research literature highlights the importance and effectiveness of using risk assessments and also suggests that the IRAS-PAT contains the necessary core elements of an evidence-based risk assessment tool. However, the literature also highlights potential issues that can arise during implementation. This is particularly relevant to pretrial risk assessments in Indiana as counties are able to use other instruments in conjunction with the IRAS-PAT. Additionally, each of the counties developed their own plans for implementation into existing criminal justice operations. Thus, as part of the CCRJ study we aimed to understand the county implementation process by conducting interviews with key stakeholders.

IRAS-PAT IN PILOT COUNTIES

As part of the project scope of work, CCJR proposed to conduct stakeholder interviews with representatives in each of the pilot counties. The overall goal of

the interviews was to determine: (1) the court's previous experience, if any, with pretrial assessment tools; (2) the process and extent to which the IRAS-PAT is being administered (i.e., individuals responsible for administering the instrument, frequency of IRAS-PAT usage, method of sharing IRAS-PAT results with judge(s), ways in which judge(s) use results in making decisions, etc.); and, (3) potential barriers in IRAS-PAT implementation and needed resources to overcome these barriers. Stakeholders were selected based on the recommendations of IOCS and a total of 34 stakeholders participated in the process. Most interviews were conducted in November and December, 2016. CCJR performed qualitative analysis of stakeholder feedback provided in the interviews and also asked stakeholders to complete a brief online survey. While participants were allowed flexibility to follow their own train of thought and to introduce topics of significance related to their own work experience, stakeholder discussions focused primarily on the following broad topics:

- Use of IRAS-PAT results to make release decisions
- Use of additional information (e.g., criminal histories) to make release and supervision decisions
- Challenges counties face incorporating and administering the IRAS-PAT
- Any legal or ethical issues of concern regarding use of the assessment tool

IRAS-PAT Implementation and Administration

Results from interviews and surveys are summarized in Appendix B and Appendix C. With regards to target populations, four of the pilot counties (Hamilton, Hendricks, Monroe, and Tipton) reported including all arrestees in their implementation plan. While most counties had a pilot program start date between June and October 2016 it is important to note that many of the counties were administering the IRAS-PAT prior to this start date. This illustrates an important finding in that county-level implementation is not only about administering the IRAS-PAT but also using the results in the pretrial release decision.

In order to examine trends in the administration of the IRAS-PAT across the pilot counties we examined data from INcite; a Trial Court Technology data management system for the IRAS. INcite data were examined from January 2014 through December 2016. Because the criminal caseload size of the counties ranged dramatically (from an estimated 360,000 in Allen County to 16,000 in Tipton County²) we grouped the counties into *large* (200,000 and over: Allen, Hamilton, and St. Joseph), *medium* (100,000 to 200,000: Porter, Hendricks, and Monroe), and *small* (100,000 and less: Bartholomew, Jefferson, and Starke) jurisdictions based on county level population estimates based on U.S. Census data.

The number of IRAS-PATs administered were examined by quarterly periods over the three-year period and are displayed in Exhibit 4-6. The overall patterns suggest that many counties increased the number of instruments administered after July 2016; for example, Starke, Jefferson, and Bartholomew all went from nearly no IRAS-PAT administrations in 2014 to 140, 250, and 134 completed instruments in 2016 respectively. Similarly, post October 2016 Monroe County had a dramatic increase and administered 450 instruments in three months

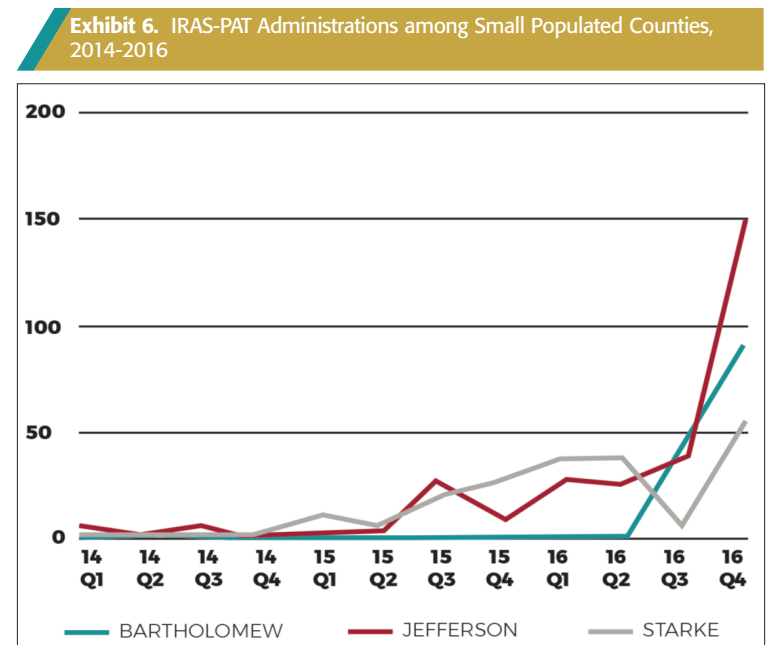
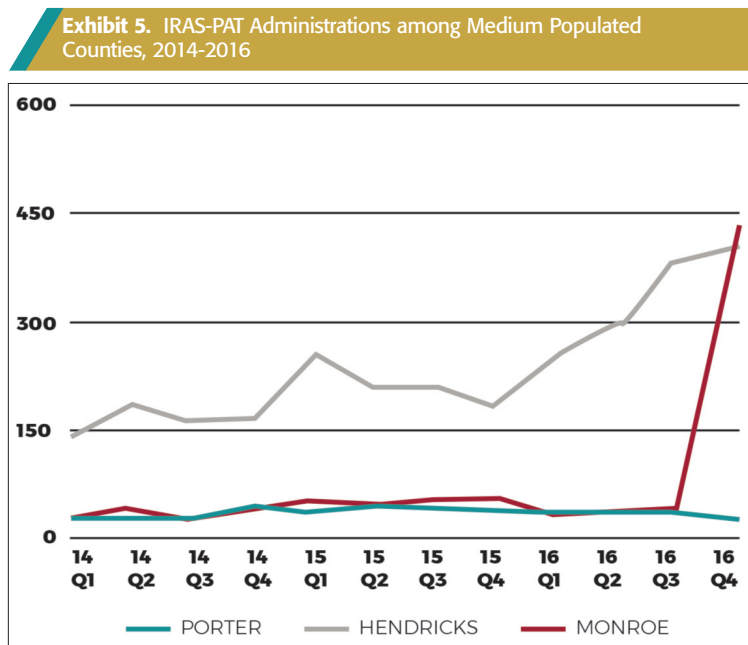
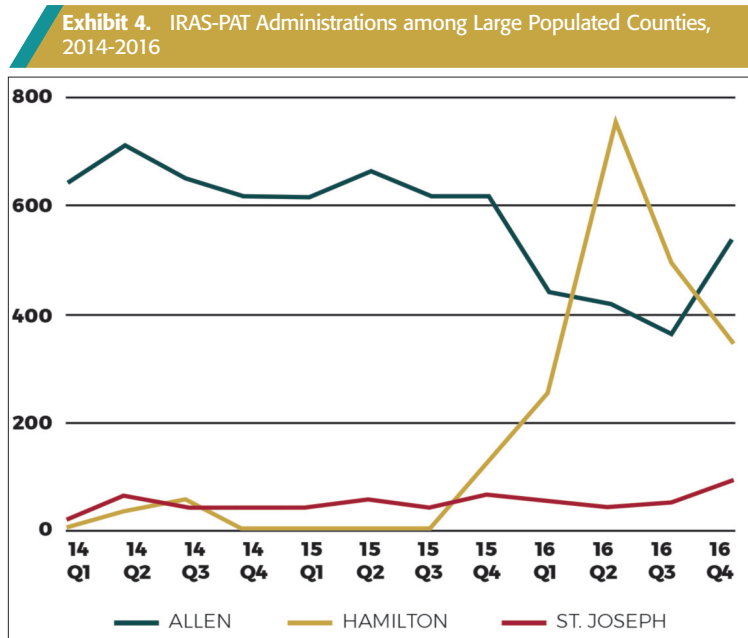
²Tipton County came on as a pilot county relatively late in the process and at the time of data collection had only administered 10 IRAS-PAT instruments and so we do not include them in this analysis.

while Hendricks County has been on a steady increase. There were some notable exceptions to these increases. Allen County had decreases in the number of IRAS-PAT administered throughout 2016 while Hamilton County increased to peak in April 2016 and then decreased. The other notable patterns are St. Joseph and Porter which have remained relatively steady throughout the study period.

The timing of when the IRAS-PAT is administered is also important to understanding whether the instrument is being used to inform pretrial release decisions.³ With the exception of St. Joseph County, all pilot sites reported administering the IRAS-PAT to individuals after jail intake or booking and prior to an initial court appearance. Most of the counties conduct the assessment within 24 hours of an individual's arrest.

The IRAS-PAT is administered by a variety of personnel across the pilot counties, including pretrial service officers, probation officers, and community corrections personnel. Nearly all of the pilot sites administer the tool at the county jail. CCJR researchers and IOCS inquired about the use of other risk assessment tools. Three of the sites—Bartholomew, Hamilton, and Tipton Counties—reported use of the Hawaii's Proxy Scale to assess risk. This instrument consists of three items related to arrestee's age and prior arrests (see Davidson, 2005; Wong, 2009). Based on responses to CCJR's brief online survey of key stakeholders and subsequent interviews, none of the pilot counties administer other assessment tools that would assess mental health and substance use issues at the time that the IRAS-PAT tool is administered. Jefferson County uses the Ontario Domestic Assault Risk Assessment (ODARA) tool for domestic violence cases; this 13-item tool is used to predict the risk of repeat domestic violence victimizations between intimate partners (see Hilton, Harris, Rice, et al., 2004).

With the exception of Porter (which was awaiting judicial approval to use the IRAS-PAT in release decisions), all pilot counties report that parties present at initial court hearings are provided with pretrial assessment information prior to or during court appearances. In four of the pilot sites (Jefferson, Monroe, Starke, and Tipton Counties), pretrial services personnel attend initial court hearings and



³We include a discussion of the main findings in the text; however, readers can refer to Appendix B and Appendix C for a breakdown of when and how counties are using the IRAS-PAT.

are available to provide input if required. Additionally, most of the counties have developed guidelines or matrices that consider IRAS-PAT risk levels (along with pending charges) for pretrial release decisions. Four counties—Hendricks, Jefferson, St. Joseph, and Starke—report that these guidelines are under development. The pilot sites that report having pretrial release guidelines that take into account IRAS-PAT risk levels, also report that guidelines for levels of pretrial monitoring, supervision and/or conditions that consider risk assessment levels also are in place.

Emerging Themes from Stakeholder Interviews

Interviews enabled researchers to incorporate the perspectives of a cross section of individuals from a variety of backgrounds working in local pretrial environments. This summary presents highlights of the information gathered from stakeholders in each of the pilot counties. Stakeholders provided valuable information on their current practices in the provision of pretrial services, administration of the IRAS-PAT, needs and resource allocation in service provision, data sharing policies and procedures, and potential obstacles and incentives to sustaining the program long-term. In synthesizing the information gathered during interviews with stakeholders, researchers observed a number of common themes emerging across counties.

BENEFITS TO IRAS-PAT PILOT PROGRAM PARTICIPATION

- Most counties reported that a packet of information including IRAS-PAT results, criminal history, and other information is provided to judges, prosecutors, and defense attorneys prior to the initial hearing, and judges generally follow the recommendations related to release and supervision decisions (taking into account IRAS-PAT assigned risk levels) included in the packet.
- Most stakeholders conveyed that the pretrial recommendations are very helpful at initial hearings. These are most often based on a combination of IRAS-PAT scores, criminal history summaries, nature of current charges, prior FTAs, and supervision officers' recommendations regarding bond and supervision.
- Pilot counties also reported they have established local teams, representing a cross section of practitioners, committed to the pretrial risk assessment process, use of the IRAS-PAT instrument, and the provision of pretrial services. The creation of these teams has facilitated improved collaboration and sharing of information across departments and stakeholder groups, as well as a renewed commitment to program improvements that support evidence-based pretrial release decisions.

CONCERNS RELATED TO USE OF IRAS-PAT

- Some stakeholders reported concerns related to the lack of consensus regarding commitment to use of the IRAS-PAT in making pretrial release decisions. It was reported that, in most cases where notable concerns exist, judges and prosecutors tend to be more skeptical about use of the IRAS-PAT.

- Some of those interviewed perceive that IRAS-PAT scores and assigned risk levels are not always aligned with knowledge of defendants' records; and do not believe that the tool is as comprehensive and thorough as it could be in addressing arrestee risk factors.
- A few stakeholders expressed concerns about the self-reported nature of the information gathered through the IRAS-PAT (e.g., *an individual with a serious substance abuse problem most likely will not admit to being an addict in a criminal justice system setting*).
- Most counties expressed concerns regarding the lack of resources needed to 1) administer the IRAS-PAT to current local target populations, 2) collect data needed to assess program practices and outcomes, both locally and at the state level, and, 3) expand use of the instrument to a wider population in the future. Inadequate resources was broadly identified as the greatest obstacle to sustaining the IRAS-PAT program long-term.
- Some stakeholders who were interviewed stated that implementation of IRAS-PAT has been time-consuming and logistically difficult to get pretrial services officers to buy into. Additionally, as noted previously, many counties indicated the complexity of the data collection process and the lack of integration across local data systems has led to challenges with sharing information with local teams, the state EBDM, and researchers tasked with evaluation of the program.

PRELIMINARY ANALYSIS OF IRAS-PAT DATA

Early in the planning process, CCJR researchers worked closely with IOCS to determine the use of existing data systems in combination with the IRAS-PAT data in INcite. As discussed further below, the research team had a difficult time linking the INcite data to existing data systems (i.e., state-level court data and county-level jail data). However, because the INcite data are able to accurately and consistently capture the results of IRAS-PAT's administered we begin with analysis of these data. As noted above, the INcite data on the IRAS-PAT ranged from January 1, 2014 through December 31, 2016 and it is important to note that for many of the counties the data analyzed might have been collected prior to the implementation of the pretrial pilot program. That is, counties might not have been consistently administering or using the IRAS-PAT in decision making. That being said, these data provide a foundational baseline of risk level by county and associated outcomes. There were 15,850 cases initially; however, 1290 had a duplicate name and year of birth. Therefore, for the purposes of this analysis we looked at the first IRAS-PAT administered among 14,560 cases. Exhibit 7 illustrates the sociodemographic data among the IRAS-PAT cases; the average age was 33.4 years old; 72.3% were male; 68.8% were white, 25.7% were Black or African American, and 5.5% were from another race/ethnicity category; and 44.2% were charged with a felony offense.

The IRAS-PAT is scored from 0 to 9. Among the full sample (N=14,560) the average score was 3.23 (SD=1.87) and as shown in Exhibit 8, 38.6% were scored as Low risk, 49.3% Moderate risk, and 12.1% High risk. Exhibit 9 provides descriptive statistics for each of the items scored for the IRAS-PAT. Among those who completed the IRAS-PAT most were arrested before the age of 33 (89.2%), did not have any FTA warrants in the 24 months prior (83.1%), and did not

have three or more prior jail incarcerations (70.5%). Nearly two-thirds were employed (47.8% full-time and 15.6% part-time) and lived at the same residence for the past six months (66.6%), while 56.1% reported no illegal drug use in the past six months and 16.2% reported a severe drug use problem.

Next, we looked at the sociodemographic data by IRAS-PAT risk category. As shown in Exhibit 10, the characteristics were fairly similar among the three categories. The low risk tended to be older (36.1 years) compared to the moderate (31.7 years) and high (31.8 years) risk groups. The high risk group was more likely to be female (31.2%) and White (76.9%) than those who were low and moderate risk. Notably, the offense type did vary according to risk categorization as over half (55.2%) of those who were categorized as low risk were charged with a misdemeanor, followed by 39.0% moderate risk cases, and 30.1% of high risk cases.

Finally, we examined how the IRAS-PAT scores varied across the counties. Recall, pilot counties were empowered to screen all arrestees or identify select arrestee populations to screen. Exhibit 11 shows the breakdown of risk categorization for each county and also displays a horizontal line to show the average for each of the categorizations. There is significant variability among the counties in terms of

Exhibit 7. Sociodemographic Characteristics for IRAS-PAT Assessments, 2014-2016

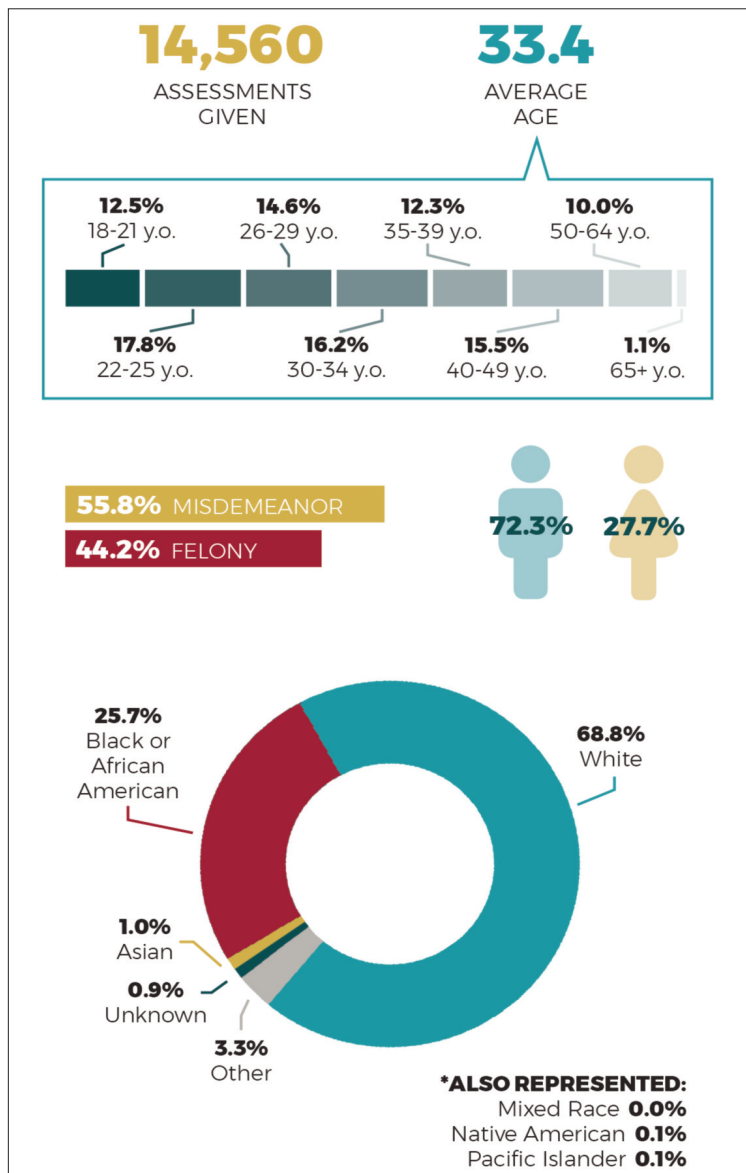


Exhibit 8. IRAS-PAT Risk Categories

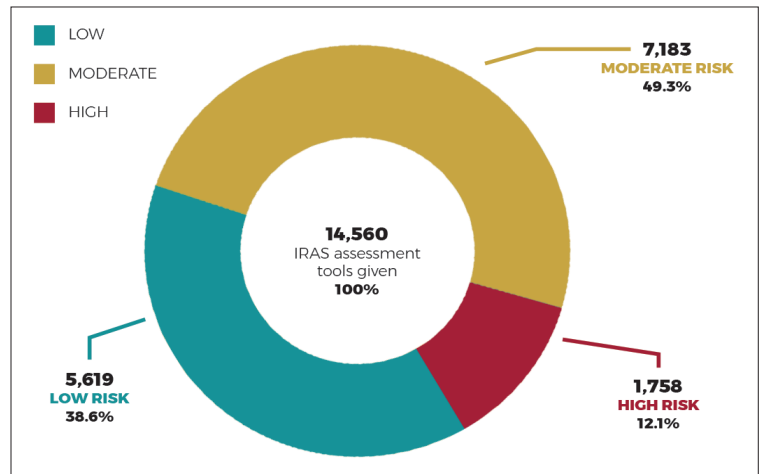


Exhibit 9. Responses to IRAS-PAT Items

	n	%
Age at First Arrest		
33+	1,568	10.8
Under 33	12,992	89.2
Number of FTA Warrants Past 24 Months		
None	12,094	83.1
One Warrant for FTA	1,724	11.8
Two or More FTA Warrants	742	5.1
Three or More Prior Jail Incarcerations		
No	10,266	70.5
Yes	4,294	29.5
Employed at the Time of Arrest		
Yes, Full-Time	6,966	47.8
Yes, Part-Time	2,275	15.6
Not Employed	5,319	36.5
Residential Stability		
Lived at Current Residence Past 6 Months	9,700	66.6
Not Lived at Same Residence	4,860	33.4
Illegal Drug Use During Past 6 Months		
No	8,172	56.1
Yes	6,388	43.9
Severe Drug Use Problem		
No	12,196	83.8
Yes	2,364	16.2

risk categorization. To examine this further Exhibit 12 shows the individual responses to each of the IRAS-PAT items by county and county size. It is important to note that these differences should not be seen as reflecting differences in the risk level of the county-level pretrial population but are more likely the result of variation in the county target population. For example, while a large county overall, Allen County has a narrow target population (e.g., non-violent F5/F6 arrestees) while Bartholomew County, a smaller county, has a much different target population which largely consists of those arrestees with warrant issues or charges filed. Thus, the variation in risk is likely due to differences in implementation—such as the target population the county selected and the timing of risk assessment administration—rather than overall risk within the counties arrestee population.

LINKING IRAS-PAT TO EXISTING DATA SOURCES

The final component in our evaluation of the pretrial pilot project was to link the INcite data, where information about the IRAS-PAT is contained, to court and jail data. Doing so would allow us to examine a variety of research questions relevant to the implementation, assessment, and impact of the IRAS-PAT tool and decisions regarding the IRAS-PAT score; for example:

- The time between risk assessment outcome and release from jail
- Length of detention by risk assessment outcome
- Risk assessment outcomes and court decisions
- The success rate of defendants by risk assessment outcome

In Indiana, a majority of counties use the Odyssey Case Management System (Odyssey) which is a fully integrated web-based case management system designed specifically for statewide deployment. With the exception of Jefferson County, all of the counties in the current evaluation use Odyssey, and we were able to successfully acquire these data. However, identifying and acquiring jail data was much more

problematic as each of the counties use a different jail data management system and they are unable to export data extracts from these systems.⁴ Appendix D summarizes the status of local data collection efforts including local data systems currently in use, the mode of data provision, and whether or not historical jail data and/or quarterly post-pilot implementation data has been provided. During the stakeholder interview process, many counties noted challenges with data collection and the lack of integration across local data systems. *In order to sustain the pilot program and provide outcome based analysis and validation of the IRAS-PAT a more systematic approach to local data collection efforts will be necessary.*

Exhibit 10. Sociodemographic Characteristics by IRAS-PAT Risk Categories

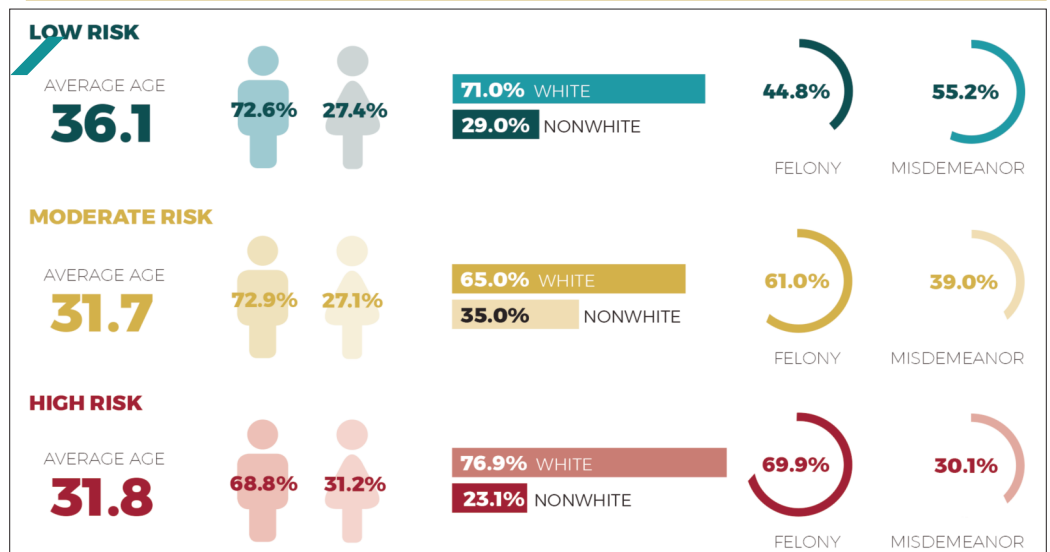
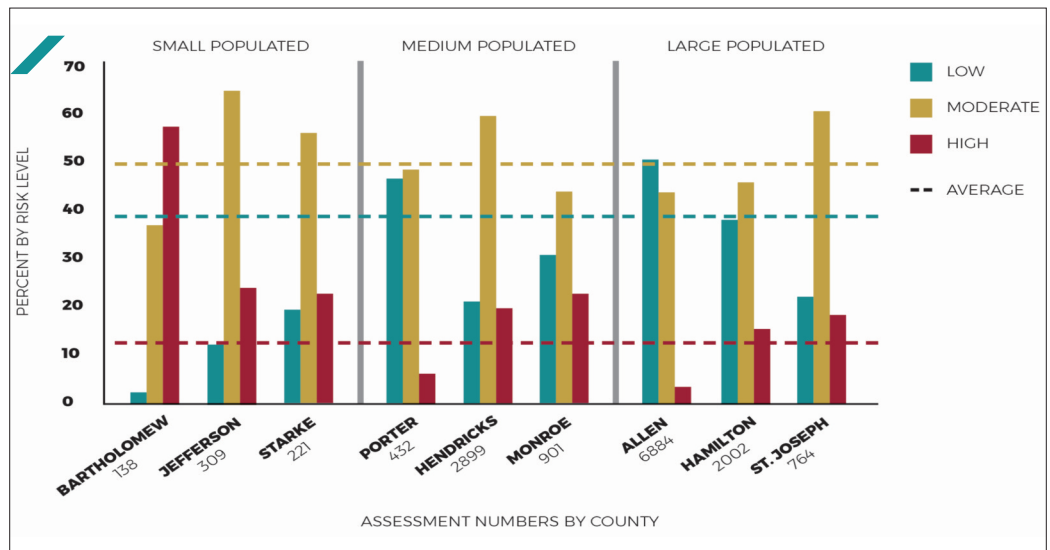


Exhibit 11. IRAS-PAT Risk Categories by County



⁴Having jail data is crucial to the analysis and validation of a risk assessment and would allow researchers to determine repeated periods of incarceration following risk assessment but more importantly the data allows researchers to determine when an individual is at risk for pretrial misconduct. In this type of analysis, court data that do not contain release dates simply do not suffice. For example, if persons who are high risk remain in jail, but we do not know that they remain in jail or when they are released from jail, using court data to measure pretrial misconduct would artificially deflate failure rates for the high risk group as they would not have been released and at risk for pretrial misconduct.

Not only are these data necessary for pilot research, these collections will allow counties to self-assess their own progress and population trends as evidence-based pretrial release is scaled to statewide implementation. Thus, it is the primary aim of Phase 2 of the evaluation of the IRAS-PAT pilot program implementation to link INCite data to local jail data for the purposes of validating the IRAS-PAT at the county-level.

LINKING IRAS-PAT TO ODYSSEY DATA: BOND SET AND ORDER FOR RELEASE

While jail data were not available the Odyssey court data were accessible. The research team identified several issues when attempting to merge the Odyssey data to INCite data.⁵ However, we were able to link 79.5% (n=11,572) of the full sample of (N=14,560) IRAS-PAT cases to the Odyssey data. The proportion of matches by risk categorization among this subgroup is similar to the full sample with 39.3% low risk, 49.1% moderate risk, and 11.6% high risk.

Without jail data we do not know if or when the individuals assessed with the IRAS-PAT were released from incarceration. Therefore, we focused instead on court metrics for which we have data and that we might expect to be associated with risk categories. Specifically, we merged the IRAS-PAT data to the 'Bond Set – Released OR' data. In doing so, we found 1,338 cases where the administration of the IRAS-PAT preceded the decision of the court to set a bond and 603 cases where the administration of the IRAS-PAT preceded an order for release.⁶

Exhibit 13 shows the results among those cases where a bond was set (n=1338) and indicates that 50.1% of the cases are low risk, 45.7% moderate risk, and 4.2% high risk. By risk distribution it is clear that few high risk arrestees had a bond set. Looking at the sociodemographic characteristics of this group (Exhibit 14) reveals an average age of 34.8 years, 77.7% male, and 61.6% White.

Turning to the order for release group (n=603) we see that the largest portion among the risk categorizations is the moderate risk group (see Exhibit 15); 59.5% of those with an order for release were coded as moderate risk, 30.7% low risk, and 9.8% high risk. Exhibit 16 shows that the average age is 32.5 years old, with 73.1% male, 60.7% White, and 46.8% charged with a felony.

Exhibit 12. Responses to IRAS-PAT Items by County

	Small Populated Counties			Medium Populated Counties			Large Populated Counties		
	Bartholomew	Jefferson	Starke	Porter	Hendricks	Monroe	Allen	Hamilton	St. Joseph
Age at First Arrest									
33 or older	2.2	4.9	13.6	13.7	10.3	7.3	11.3	13.6	5.6
Under 33	97.8	95.1	86.4	86.3	89.7	92.7	88.7	86.4	94.4
Number of FTA Warrants Past 24 Months									
None	13.0	78.3	78.7	86.8	66.9	82.8	93.1	76.3	85.6
One Warrant for FTA	27.5	16.8	11.3	10.6	22.2	10.9	6.1	15.9	10.2
Two or More FTA Warrants	59.4	4.9	10.0	2.5	10.9	6.3	0.8	7.8	4.2
Three or More Prior Jail Incarcerations									
No	64.5	59.5	58.4	72.7	49.3	73.8	80.0	73.7	61.5
Yes	35.5	40.5	41.6	27.3	50.7	26.2	20.0	26.3	38.5
Employed at the Time of Arrest									
Yes, Full-Time	25.4	38.2	41.2	57.6	29.2	41.6	56.3	53.9	38.2
Yes, Part-Time	10.1	13.6	10.4	18.1	20.3	14.8	15.0	13.7	11.9
Not Employed	64.5	48.2	48.4	24.3	50.5	43.6	28.7	32.4	49.9
Residential Stability									
Lived at Current Residence Past 6 Months	47.1	53.4	65.2	75.9	61.0	62.0	70.7	67.5	58.4
Not Lived at Same Residence	52.9	46.6	34.8	24.1	39.0	38.0	29.3	32.5	41.6
Illegal Drug Use During Past 6 Months									
No	38.4	35.0	38.0	57.6	56.3	38.7	62.8	49.4	50.5
Yes	61.6	65.0	62.0	42.4	43.7	61.3	37.2	50.6	49.5
Severe Drug Use Problem									
No	71.0	47.2	49.8	85.2	84.4	61.6	94.5	72.1	67.7
Yes	29.0	52.8	50.2	14.8	15.6	38.4	5.5	27.9	32.3

⁵There are numerous Odyssey datasets for court related events (i.e., bonds, FTAs, order for release, dispositions, charges, etc.) and each of these datasets uses a CaseID number as a unique identifier of the court case. However, INCite does not use this CaseID. We were able to develop a work around for this as one of the Odyssey datasets called Parties has identifiable information (first name, last name, and year of birth) for the persons attached to each of the CaseID numbers. Here the issue is that there can be multiple CaseID numbers for that person if they had multiple court cases during the study period. Thus, in order to connect the IRAS-PAT data to the Odyssey-Parties we had to use name and year of birth, as well as the court date closest to the IRAS-PAT administration data, to merge these data and obtain a CaseID that could then be matched to the relevant Odyssey Court data files.

⁶It is also worth noting that among these cases 91.4% (n=1774) were from Allen County; however, for this analysis we looked at all of the cases with a match.

Finally, to explore these two outcomes we conducted a series of proportionality tests to examine whether there were significant differences between those arrestees who had a bond set and those with an order for release.⁷ Exhibit 17 shows the factors that were examined in this first analysis. To interpret this table one should consider that we are looking across each of the factors to determine how cases in this factor differed between having a bond set and an order for release. For example, the results suggest that those persons who were given an order for release were significantly younger (32.5 years vs.

34.8 years), more likely to be female (35.2% vs. 29.8%) than male, and more likely to have a felony charge (51.0% vs. 23.1%) than a misdemeanor. There were no statistically significant differences across race-ethnicity categories. For the IRAS-PAT risk categorization those who were low risk were less likely to have had an order for release than a bond (21.6% vs. 78.4%) as were those who were moderate risk (37.0% vs. 63.0%); however, those who were high risk were slightly more likely to have had an order for release (51.3% vs. 48.7%).

To further examine the differences in the IRAS-PAT we looked across outcomes by each of the IRAS-PAT factors. Exhibit 18 shows the differences in these factors between those who had a bond set and those who had an order for release; there were statistically significant differences across each of the factors. Those who had an age of first arrest under 33 were significantly more likely to have been given an order for release than those who were first arrested at 33 or older (32.2% vs. 19.4%). Those who had no prior FTAs in the past 24 months were less likely to have had an order for release than a bond set (29.5% vs 70.7%) and those who had two or more FTAs in the past 24 months were slightly more likely to have had

Exhibit 13. IRAS-PAT Risk Categories where Bond was Set

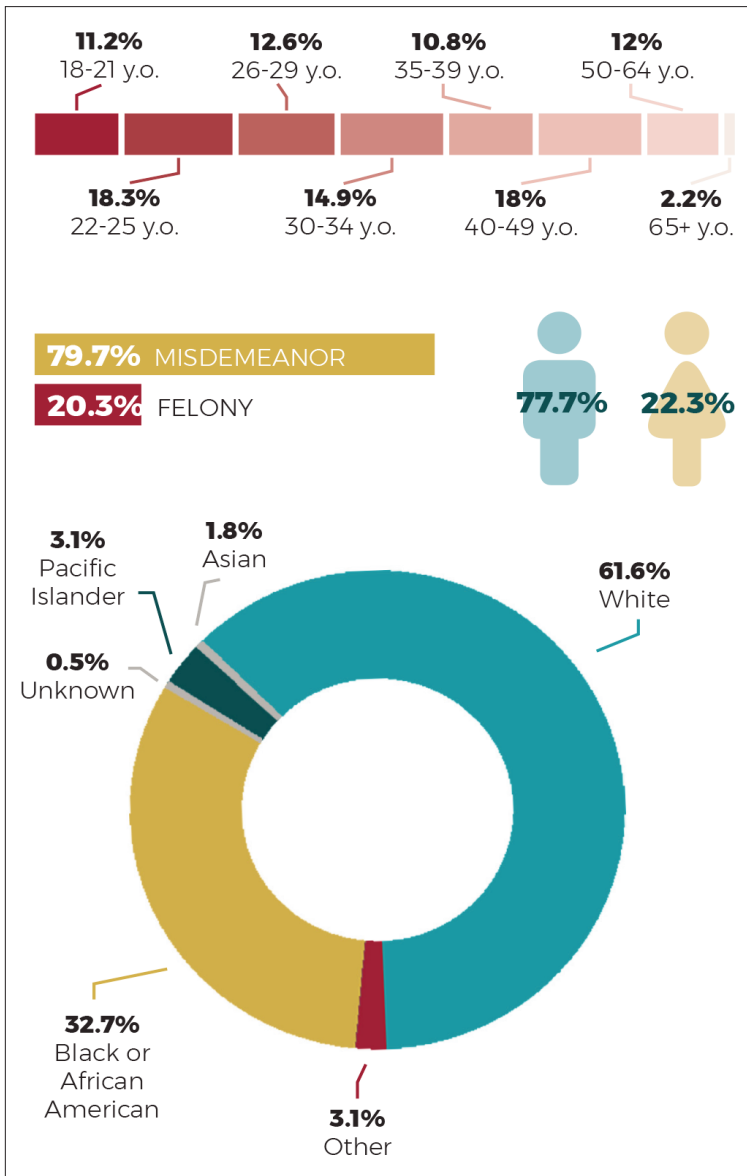
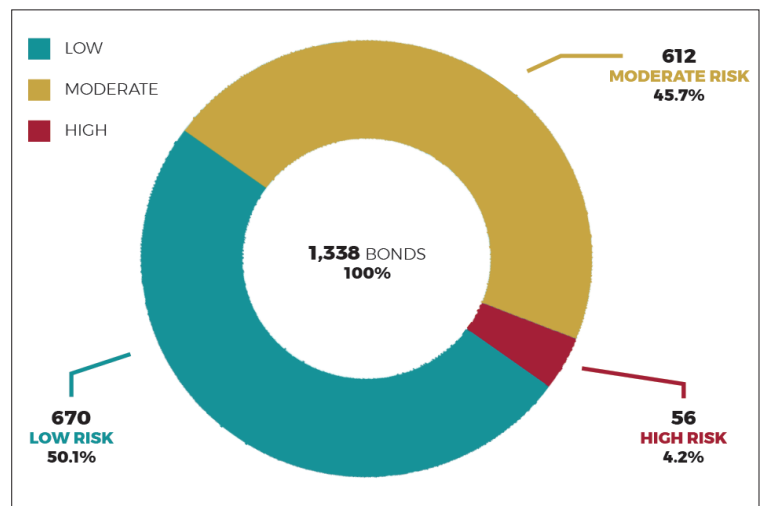


Exhibit 14. Sociodemographic Characteristics for IRAS-PAT Assessments where Bond was Set



⁷It is important to note that we are only looking at the likelihood of these two events occurring as we do not have the necessary data to determine what happened post IRAS-PAT admission among the other cases.

Exhibit 15. IRAS-PAT Risk Categories with an Order for Release

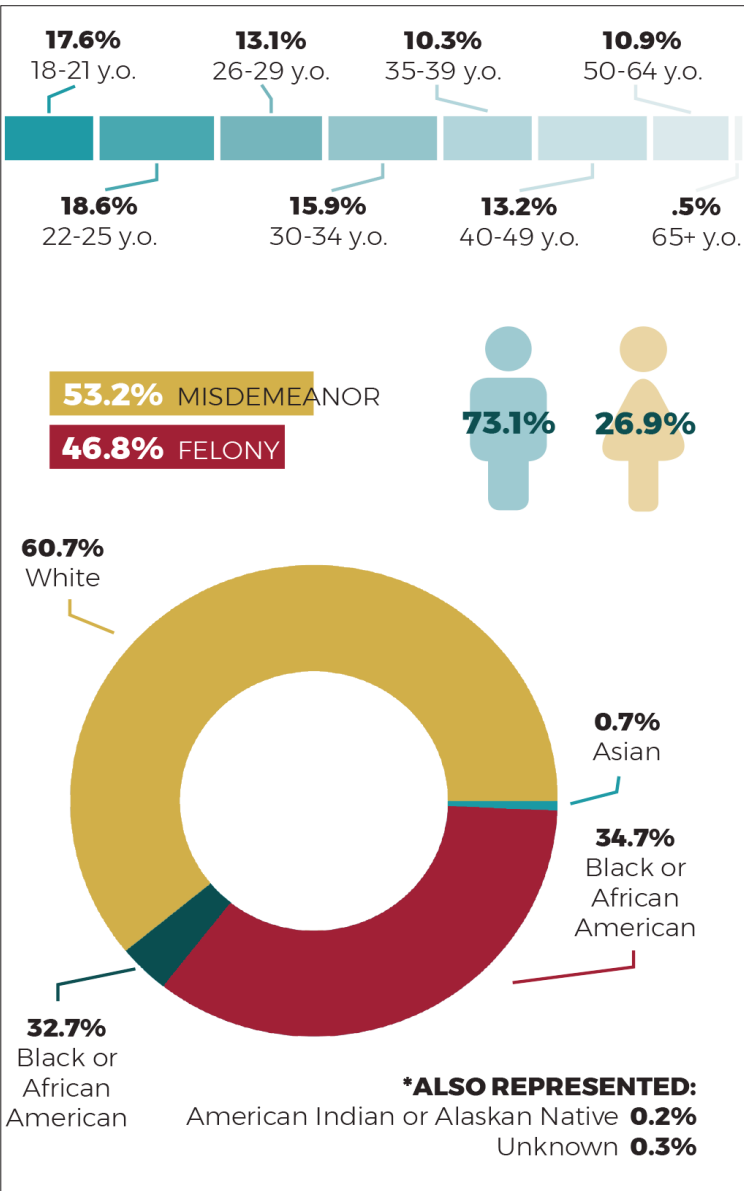
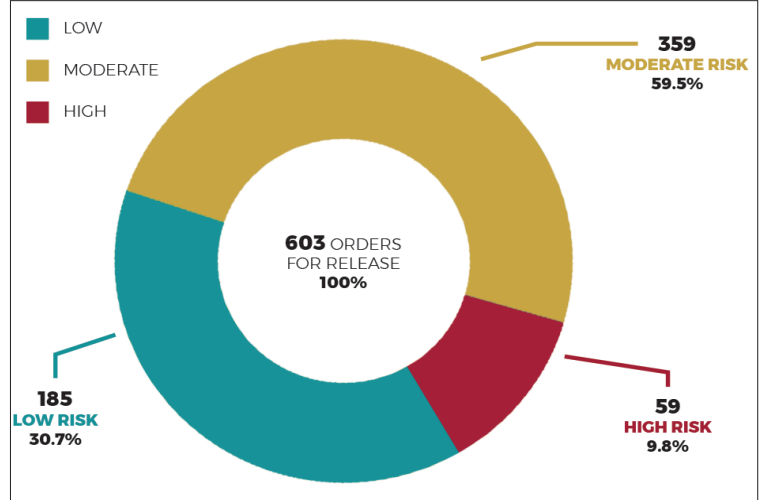


Exhibit 16. Sociodemographic Characteristics for IRAS-PAT Assessments with an Order for Release



an order for release than a bond set (54.5% vs. 45.5%). Those who had three or more prior jail incarcerations were more likely to have had an order for release than those without (37.2% vs. 29.3%) and those who employed full time were least likely to have had an order for release, followed by those employed part time, and then those who were not employed. Persons who lived at the same residence for the past six months were less likely than those who had not lived at the same residence to have had an order for release (29.3% vs. 34.6%). Finally, those who reported illegal drug use in the past six months and those who indicated having a severe drug use problem were both more likely to have had an order for release than those without reported drug use.

Exhibit 17. Differences in Sociodemographic Factors by Outcome: Bond Set and Order for Release

	BOND	ORDER FOR RELEASE
AVERAGE AGE	34.8	32.5
SEX		
MALE	70.2%	29.8%
FEMALE	64.8%	35.2%
RACE/ETHNICITY		
WHITE	69.2%	30.8%
NON-WHITE	68.4%	31.6%
OFFENSE TYPE		
FELONY	49.0	51%
MISDEMEANOR	76.9%	23.1%
IRAS CATEGORY		
LOW	78.4%	21.6%
MODERATE	63%	37%
HIGH	48.7%	51.3%

Exhibit 18. Differences IRAS-PAT Factors by Outcome: Bond Set and Order for Release

	BOND	ORDER FOR RELEASE
AVERAGE FIRST ARREST		
33+	80.6%	19.4%
Under 33	67.8%	32.2%
NUMBER OF FTA WARRANTS PAST 24 MONTHS		
0	70.5%	29.5%
1 Warrant for FTA	52.6%	47.4%
2+ FTA Warrants	45.5%	54.5%
3+ PRIOR JAIL INCARCERATIONS		
No	70.7%	29.3%
Yes	62.8%	37.2%
EMPLOYED AT TIME OF ARREST		
Yes, Full Time	74.7%	25.3%
Yes, Part Time	69.8%	30.2%
Not Employed	59.3%	40.7%
RESIDENTIAL STABILITY		
Lived at current resident past 6 months	70.7%	29.3%
Not lived at same residence	65.4%	34.6%
ILLEGAL DRUG USE DURING PAST 6 MONTHS		
No	74.1%	25.9%
Yes	61.9%	38.1%
SEVERE DRUG USE PROBLEM		
No	71.1%	28.9%
Yes	43.7%	56.3%

CONCLUSIONS AND RECOMMENDED NEXT STEPS

There are several general findings that can be gleaned from this initial study. First, this study suggests that Indiana is successfully moving towards implementing the IRAS-PAT, an instrument that is consistent in terms of core elements with other instruments across the nation and which extant research shows is predictive of pretrial misconduct (Bechtel et al. 2016; Desmarais et al. 2016). In general, more arrestees across Indiana are being assessed for pretrial risk than before.

Second, this study identified a number of barriers that have occurred in the implementation of the IRAS-PAT. Specifically our interviews with key stakeholders in the pilot counties suggest that the lack of consensus and commitment to the IRAS-PAT—particularly in terms of its use in making pretrial release decisions—and concern around the validity and predictive ability of the instrument were barriers. Also notable were concerns around the time and resources needed to administer the IRAS-PAT and an inability to integrate existing data systems to examine outcomes associated with risk. However, it is important to note that despite these barriers this study found that pilot counties are increasingly administering the IRAS-PAT and often report doing so among all arrestees.

Third, in examining data on the IRAS-PAT instruments that have been administered we found that the overall risk categorization is consistent with national trends as the majority of arrestees are moderate and low risk; there are few differences by sociodemographic characteristics and risk categorization; yet there is variability in risk categorization by county. However, as noted above, these differences are more likely due to variation in the implementation plan of the county, such as who the IRAS-PAT was administered to and when it was administered in the arrest process, rather than variation in risk by county. Given that pilot counties were each able to develop their own implementation plan, this will require further research within each county to disentangle.

Finally, to explore these two outcomes we conducted a series of proportion tests to examine court outcomes of bond and order for release. Our results indicate that younger females and felony offenders were more likely to have had an order for release than a bond. Moreover, the individual risk factors do not correspond to expected release decisions as those with prior FTAs and incarcerations, as well as a history of drug use, were more likely to have had an order for release than a bond. These preliminary trends raise questions about whether assessments are presented to the court and taken into consideration when making decisions. Here too, the variation in implementation plans across counties may contribute to these trends. It is also important to note that additional data and analyses are needed to fully examine these outcomes and others as we are only able to link up 13% of the IRAS-PAT cases to court outcome data. Moreover, perhaps one of the most important findings from this

study, was our ability to identify issues that currently exist in regards to systematic and available statewide data elements. Specifically the lack of readily available jail data at the county and state level will constrain future evaluation research and the ability of local counties to self-assess pretrial operations. And finally, as noted above, it is important to consider that the data may include records collected prior to the official implementation of the pretrial pilot program for some of the pilot counties. Thus, counties might not have been consistently administering the IRAS-PAT, they might have been using it on select populations, and the information for the IRAS-PAT may not have been a part of the decision making process (see Appendix B for an updated description of county practices regarding the IRAS-PAT).

Next Steps: Validation by County and Increased Efforts toward Implementation

Risk assessment tools consist of a number of different items empirically associated with social behavior and the literature clearly shows that some tools are more accurate than others. However, less than half of court jurisdictions employing pretrial risk assessments have conducted research or evaluations to assess the accuracy of their tools (Pretrial Justice Institute, 2010). This is an important next step for Indiana. Accuracy here has two meanings. First, assessment tools should produce consistent results upon repeated application to similar defendants by similar assessors. Not only should the tool be sound, the method of administering the assessment must also be systematic. Second, assessment tools should successfully describe, quantify, or predict the metric the tool was designed to measure. Generally speaking, this is the meaning of accuracy most describe when considering the value of any risk assessment tool.

In order to rigorously examine and ultimately validate the IRAS-PAT among the pilot counties we recommend two key steps to assure that data are systematically and consistently collected. First, all relevant Odyssey data metrics—such as bond set, FTA, order for release, etc.—should be fully operationalized and defined by IOCS and county court personnel should be retrained on the correct meaning of these concepts and how to interface and collect these metrics consistently. Second, and most importantly, a plan needs to be developed to collect similar jail data metrics in a consistent way across each of the counties. At a minimum researchers need information that can link up INcite data to local jail data but also necessary are individual-level metrics on the arrest and release data for all persons who enter the jail and are eligible to have the IRAS-PAT administered on them.

Finally, while the results are preliminary, we suggest that further efforts are necessary to help implement the IRAS-PAT into the pretrial decision making process. Ideally this would entail having the IRAS-PAT risk categories built into release decisions.

Appendix A. Expectations of Indiana EBDM & Pretrial Pilot Sites

Developed by the Indiana EBDM State Policy Team

1. Guided by a collaborative team process, Indiana pretrial pilot sites will develop and implement pretrial pilot projects within the context of the National Institute of Corrections Evidence Based Decision Making (EBDM) Framework.
2. The following stakeholders will be invited to become members of the local collaborative team:
 - a. Law Enforcement Officials
 - b. Pretrial Officials
 - c. Victim Service Providers
 - d. Prosecutors
 - e. Defense Attorneys
 - f. Jail Administrators
 - g. Court Administrators
 - h. Judges (all criminal court judges are strongly encouraged to actively participate)
 - i. Probation/Parole/Community Corrections Officials
 - j. City/County Managers/Commissioners/County Councils
 - k. Behavioral Health and Human Service Representatives
 - l. Local teams are encouraged to invite faith based organizations, and/or other key community stakeholders.

In selecting stakeholder representation and collaborative team members, each team should ensure the representation is also diverse in nature (e.g. minority representation, gender diversity, etc.)
3. The team will work together collaboratively on all aspects of the development and implementation of the pretrial pilot project.
4. The team will work collaboratively with their local counterparts, the EBDM State Policy Team, and their assigned technical assistance provider(s) in the development, implementation, and enhancement of their pretrial pilot projects.
5. The team is encouraged to discuss, agree upon, and document a set of principles to guide their pretrial work. The following guiding principles have been developed by the EBDM State Policy Team:
 - a. Indiana's pretrial system should strive to achieve the "3 M's":
 - i. Maximize public safety
 - ii. Maximize court appearance
 - iii. Maximize pretrial release
 - b. Indiana's pretrial system should:
 - i. Be fair; a pretrial system that is fair is not based on ability to pay, but instead is based on the assessment of objective factors relevant to public safety and court appearance
 - ii. Reduce harm; a pretrial system that reduces harm protects the public from those who pose a danger to the community, while reducing the detention of those whose risk to public safety may actually be increased as a result of pretrial detention
 - iii. Be informed; a pretrial system that is informed is guided by social science research along with comprehensive case-specific information
 - iv. Be parsimonious¹; a pretrial system that is parsimonious reserves expensive jail resources for those who pose a danger to public safety and utilizes non-detention based interventions (e.g., mental health/substance abuse services, pretrial supervision) for those who can be safely managed in the community
6. The team will participate in the cross-site efforts to collect and analyze data in order to establish baseline information about pre-pilot pretrial practices and their impact and the impact of the pilot projects.
7. Pretrial pilot sites are encouraged to review their bond schedule(s) and agree upon a single bond schedule for use within the county. When developing local bond schedules, sites should be mindful that the purpose of bond is to ensure appearance, not to collect fines, costs, and fees.
8. Pretrial pilot sites will operate a risk-informed pretrial system. All pilot sites will use the Indiana Risk Assessment System – Pretrial Assessment Tool (IRAS-PAT). Pilot sites may use additional assessment tools and information as they determine appropriate (e.g., criminal history, supplemental tools to assess violence, substance abuse and mental health assessment information, a secondary risk assessment tool). Sites must establish a policy and procedure that identifies when the assessment is administered and who or what agency administers the assessment.
9. Pretrial pilot sites will develop and implement processes to verify the accuracy of the information obtained to score the risk assessment (e.g., NCIC records check, collateral contacts, etc.), to document the verification sources, and to report whether data has been verified.
10. Assessors will be credentialed in the administration and scoring of the IRAS-PAT as well as any other tools used to assess pretrial risk. Assessors will also participate in periodic training and recertification activities pursuant to the Indiana Risk Assessment Policy.

¹To be parsimonious is to use resources as effectively as possible.

Appendix A. (continued)

11. Pretrial pilot sites will develop and implement a local quality assurance protocol to assure the integrity of the administration, scoring, and use of the risk assessment tool(s).
12. Pretrial pilot sites will utilize a common pretrial assessment report form. This form will be developed by the EBDM State Policy Team, with input from representatives from the pilot sites². Initially the form will be developed in “paper and pencil” format. Ultimately the form will be developed in INcite to enable local and cross-site data collection and analysis.
13. Pretrial pilot sites will develop and implement a court reminder system. The method used (e.g., phone calls, robo-calls, etc.) will be locally determined.
14. Pretrial pilot sites will develop and implement a “look-back” process to identify defendants who remain in detention past the point at which release was expected to have occurred.
15. Pretrial pilot sites will develop and implement a differential supervision approach for those defendants on pretrial release. The EBDM State Policy Team will develop a model that can be tailored to meet local pilot sites’ needs and resource capacity³.
16. Pretrial pilot sites will develop and implement a structured method to respond to pretrial misconduct (i.e., rule infractions, FTA, new arrests). The EBDM State Policy Team will develop a model that can be tailored to meet local pilot sites’ needs and resource capacity⁴.
17. For arrestees who remain in custody, pretrial pilot sites will establish a speedy, meaningful first appearance during which all parties (court, prosecution, defense counsel) are present and the pretrial report is reviewed.
18. Pretrial pilot sites will work collaboratively with their state partners to educate colleagues and the broader community on the goals and values of Indiana’s pretrial justice system.
19. Each of the pilot sites will develop a written protocol to document adherence to these principles.
20. Each of the pilot sites will establish a process for reviewing critical incidents (as defined by the pilot site) to determine any need to adjust local pretrial release policies and procedures.

Appendix B. IRAS-PAT Administration

Pilot County	Pilot program start date	Target population	Timeframe for administering tool		Location tool administered	Tool administered by:	Other risk assessment tools used pretrial	Other assessment tools used pretrial
Allen	15-Mar-16	Non-violent F5/F6 warrantless arrestees with a prior felony conviction and felony Habitual Traffic Violators. Participants are identified by the Prosecutor's Office.	After jail intake/booking but prior to initial court appearance on "pilot population" and Post-initial hearing on "non-pilot population"	Within 24 hours on "pilot population," unless arrest occurs weekend; post-initial hearing on "non-pilot population who post bond"	County jail	Pretrial service officers	P-RAS	None
Bartholomew	15-Sep-16	All pretrial arrestees, including those arrested on warrant. Excludes IDOC holds, probation violators, parole violators, out-of-county warrants, and ICE holds.	After charges on file but prior to initial court appearance	Within 24-36 hours of arrest	County jail	Court services staff	Hawaii Proxy	None
Hamilton	1-Jun-16	Warrantless arrests and by court order	After jail intake/booking but prior to initial court appearance	Within 8 hours of arrest	County jail	Pretrial officers and Probation officers	Hawaii Proxy	None
Hendricks	1-Jan-16	Any individual arrested and place in jail	After jail intake/booking but prior to initial court appearance	Within 24 hours of arrest	County jail	Probation officers	None	None
Jefferson	1-Oct-16	Pretrial defendants	After jail intake/booking but prior to initial court appearance	Within 24 hours of arrest during week; within 72 hours of arrest on weekends	County jail	Community Corrections staff - pretrial services coordinator and pretrial case	None	ODARA for domestic violence cases
Monroe	1-Oct-16	All felony and misdemeanor arrestees except those currently under community supervision or arrested on a write of attachment.	After jail intake/booking but prior to initial court appearance	If arrestee is released pursuant to bond schedule, individual signs promise to appear for pretrial intake and assessment on the next business day. Ineligible for monetary bond or unable to post bond, are assessed within one business day of arrest	Jail for defendants who do not post bail; Probation Office for defendants who post bail	Probation officers designated as Pretrial officers	None	None
Porter	1-Mar-17	Arrestees charged with felony; misdemeanor charges if the person is not able to post bond or as directed by the court	After jail intake/booking but prior to initial court appearance	Within 24 hours of arrest during the week; within 72 hours of a weekend arrest	County jail	Community Corrections staff	None	ODARA for domestic violence cases
St. Joseph	1-Jul-16	All arrestees. A presumptive ROR list used for misdemeanor offenses unless there is an override by the prosecutor or court.	After jail intake/booking but prior to the initial court appearance	Within 24 hours of arrest.	County jail	Pretrial Services: Probation officers and/or Community Corrections officers	None	ODARA for domestic violence cases
Starke	1-Jan-16	Arrestees charged with felony	After jail intake/booking but prior to initial court appearance	Within 48 hours of felony arrests	County jail	Pretrial services officer, probation staff	TCU Drug Screen	None
Tipton	1-Oct-16	All arrestees	After jail intake/booking but prior to initial court appearance	Within 72 hours of arrest; If eligible to be released, individual signs form that he/she will contact community corrections office within 24 hours	Community Corrections	Community Corrections staff	Hawaii Proxy	None

Information displayed in Appendices reflects practices occurring in fall of 2017 and do not necessarily correspond to practices that were occurring at the time data were collected and analyzed for this report.

Appendix C. IRAS-PAT Results Usage in Pretrial Release and Supervision Decisionbs

Pilot County	Parties present at initial court hearing	Are parties provided pretrial assessment information prior to or during initial court appearance?	Are pretrial services staff present at initial court hearing?	Guidelines/matrix to guide pretrial release decisions	Jurisdiction provide pretrial supervision	Who is supervised	Guidelines/matrix for establishing levels of pretrial monitoring, supervision and/or conditions
Allen	-Magistrate/Court Commissioner, prosecutor, public defender/defense attorney	Yes, when requested by the court; parties receive assessment report (including criminal history and FTA information) prior to hearing	Yes	Low or medium risk - defendant is released OR with standard conditions of supervision/ If HIGH risk - defendant is held with bond and can adhere to existing bond schedule	Yes	Low, medium, high and other specific charge types regardless of risk level	Yes
Bartholomew	Judge, Magistrate/Court Commissioner	Yes, arrestee not ROR will have a report completed by the Pretrial Officers that contains risk information and recommendation for detention/release	No	Pretrial officers use matrix to determine if individual should be released immediately or held over for court	Yes	Medium and low risk pretrial releases and other specific charge types regardless of risk level	Yes
Hamilton	Judge, Magistrate/Court Commissioner, prosecutor, public defender/defense attorney	Yes, assessment report emailed to court and parties	No	Incorporated into local rule and used throughout pretrial process	Yes	Low, medium and high risk pretrial releasees	Yes
Hendricks	Magistrate/Court Commissioner, prosecutor, public defender/defense attorney	Yes, intake report and risk assessment results distributed at initial hearing	No	Under development	Under development	Under development	Under development
Jefferson	Judge, pretrial staff, prosecutor, public defender/defense attorney	Yes, court and parties also receive copy of assessment	Yes	Under development	Yes	Low, medium, high and other specific charge types regardless of risk level	Yes
Monroe	Judge, pretrial staff, prosecutor, public defender/defense attorney	Yes, pretrial staff provide pretrial release recommendations to parties prior to initial hearing	Yes	Matrix considers IRAS-PAT risk level and pending charges to guide release information.	Yes	Low, medium, high and other specific charge types regardless of risk level	Yes
Porter	Judge, prosecutor, public defender	Yes, assessment results emailed to the parties	No	Under development	Yes	As ordered by the court	Awaiting judicial approval
St. Joseph	NA - IRAS-PAT administered after initial hearing	NA - assessment report provided to court when ordered	No	Under development	Yes	As ordered by the court	Under development
Starke	Judge, Magistrate/Court Commissioner, pretrial staff, prosecutor, public defender/defense attorney	Yes, results of assessment are incorporated into bond report provided to all parties	Yes	Under development	Yes	Low risk with victim involved; all moderate and high risk	Under development
Tipton	Judge, prosecutor, public defender/defense attorney	Yes, risk level is made available at court appearance and report includes criminal history and performance under supervision	Yes	Matrix considers IRAS-PAT risk level and pending charges to guide release information.	Yes	Low, medium, high and other specific charge types regardless of risk level	Yes

Information displayed in Appendices reflects practices occurring in fall of 2017 and do not necessarily correspond to practices that were occurring at the time data were collected and analyzed for this report.

Appendix D. IRAS-PAT Data Collection and Evaluation

Pilot County	Data systems used	Historical jail data received	Qtrly post-pilot implementation data received	Mode of data provision
Allen	Odyssey, Incite, IDACS, Pretrial CMS (CAD), Justice Exchange - Appriss, Law enforcement database (Spillman)	No	No	Jail data exported as PDF, not suitable for analysis in current form
Bartholomew	Courts: JTS w/change to Odyssey in 2016, Justice Exchange – Appriss, Incite, Sheriff/Jail/Police: OSSl, Court Services: PBS/Informer	Yes	Yes (Q1, Q2)	Separate pretrial data spreadsheet
Hamilton	Odyssey, doxPOP, Incite, New World, IDACS	No	No	na
Hendricks	Odyssey, Incite, PCMS, doxPOP, NCIC, IDACS	Yes	Yes	IU CCJR web-based data entry tool
Jefferson	Court Management and CMS systems - PBS, Justice Exchange - Appriss	No	Yes (Q1, Q2)	Separate pretrial data spreadsheet
Monroe	Odyssey, Quest CMS, Spillman, Justice Exchange - Appriss	Yes	Yes	Historical - Extract data directly from jail system;
Porter	Post-implementation – Quest CMS			
St. Joseph	Odyssey, Justice Exchange – Appriss, Other Google	No	No	Excel spreadsheet and word document
Starke	Odyssey, Supervision CMS - DataEase and Odyssey, CISCO, Informer for GPS clientele	Yes	No	Separate pretrial data spreadsheet
Tipton	Court Management System: Odyssey, Supervision CMS: Odyssey, Justice Exchange - Appriss	Yes	Yes	IU CCJR web-based data entry tool

Information displayed in Appendices reflects practices occurring in fall of 2017 and do not necessarily correspond to practices that were occurring at the time data were collected and analyzed for this report.

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