Process Evaluation of the IRAS-PAT Pilot Program Implementation

Report to the Indiana Office of Court Services
TABLE OF CONTENTS

Background ................................................................. 1
Current Pilot Study ......................................................... 1
Literature Review: National Trends in Pretrial Case Processing ................. 2
IRAS-PAT in Pilot Counties ............................................... 4
Benefits to IRAS-PAT Pilot Program Participation .............................. 6
Concerns Related to Use of IRAS-PAT .................................... 6
Preliminary Analysis of IRAS-PAT Data ................................... 7
Linking IRAS-PAT to Existing Data Source ................................ 9
Linking IRAS-PAT to Odyssey Data: Bond Set and Order to Release ....... 10
Conclusions ................................................................. 14
References ................................................................. 15

AUTHORS

Eric Grommon, Assistant Professor,
School of Public and Environmental Affairs, IUPUI

Brad Ray, Director, Center for Criminal Justice Research and Assistant
Professor, School of Public and Environmental Affairs, IUPUI

Dona Sapp, Senior Policy Analyst

Rachel Thelin, Senior Policy Analyst
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 period is whether a defendant should be released back into the community or remain detained in jail pending trial. This decision is multifaceted; should the court decide to release a defendant to the community, the terms and conditions of bail must also be set. 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.

Release or detain 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 Services Agencies (2004) have identified a set of benchmarks consistent with 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 reoffend and, for some instruments also 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.

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. Ideally, the pilot program will reduce pretrial incarceration for defendants with lower risk levels and provide suitable levels of detention for high risk defendants. 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 (C CJR) 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).
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 pre-trial 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 release and detain 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). 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 release bail-able 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

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1 Unfortunately, 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 FTA’s 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.

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**Exhibit 3. Comparison of Risk Assessment Instruments**

| Defendant Characteristics | 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 |
| 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 | 22 | 6 | 9 | 12 | 11 | 7 | 12 | 11 | 30 | 8 | 13 | 7 | 8 | 16 | 7 | 9 | 12 | 14 |
| Predictive Validity Metric | —    | 62%| 2%| — |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |   |

1. Public Safety Assessment (PSA) Tool (aka Arnold Instrument)
2. Philadelphia (PA) Bail Experiment (aka Vera Instrument)
4. Lake County (IL) Pretrial Risk Assessment Instrument.
8. Iowa 5th Judicial District Pretrial Release Point Schedule.
12. Ohio Risk Assessment System (Same as IRAS-PAT).
15. Coconino County (AZ) Pretrial Services Risk Assessment.
17. Lee County (FL) Risk Assessment Tool.
19. Harris County (TX) Pretrial Services Point Scale.
21. Monroe County (NY) Pretrial services Point Scale.
22. Summit County (OH) Pretrial Risk Assessment.
23. County of Orange (CA) 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 affect 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 (Cooprider, 2009; Cooprider 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 recognize bond in comparison to defendants assessed as being high risk. However, bail amounts were set to larger monetary values for low risk defendants 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 County) 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-PAT’s administered were examined by quarterly periods over the three-year period 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.
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. 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 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 are

*We 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.
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 Stark—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 longterm. 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, prose-
cutors, and defense attorneys prior to the initial hearing, and judges general-
ly 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 help-
ful 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 servic-
es. 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 evi-
dence-based pretrial release decisions.

• 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 popula-
tion in the future. Inadequate resources was broadly identified as the great-
est 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 administration 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. 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 illegal drug
use in the past 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...
Having 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 they allow 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.

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. 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.
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. 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.

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 average is 32.5 years old, with 73.1% male, 60.7% White, and 46.8% charged with a felony.

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**Exhibit 12. Responses to IRAS-PAT Items by County**

<table>
<thead>
<tr>
<th></th>
<th>Small Populated Counties</th>
<th>Medium Populated Counties</th>
<th>Large Populated Counties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age at First Arrest</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>33 or older</td>
<td>2.2</td>
<td>4.9</td>
<td>13.6</td>
</tr>
<tr>
<td>Under 33</td>
<td>97.8</td>
<td>95.1</td>
<td>86.4</td>
</tr>
<tr>
<td>Number of FTA Warrants</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>None</td>
<td>13.0</td>
<td>78.3</td>
<td>78.7</td>
</tr>
<tr>
<td>One Warrant for FTA</td>
<td>27.5</td>
<td>16.8</td>
<td>11.3</td>
</tr>
<tr>
<td>Two or More FTA Warrants</td>
<td>59.4</td>
<td>4.9</td>
<td>10.0</td>
</tr>
<tr>
<td>Three or More Prior Jail Incarcerations</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No</td>
<td>64.5</td>
<td>59.5</td>
<td>58.4</td>
</tr>
<tr>
<td>Yes</td>
<td>35.5</td>
<td>40.5</td>
<td>41.6</td>
</tr>
<tr>
<td>Employed at the Time of Arrest</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes, Full-Time</td>
<td>25.4</td>
<td>38.2</td>
<td>41.2</td>
</tr>
<tr>
<td>Yes, Part-Time</td>
<td>10.1</td>
<td>13.6</td>
<td>10.4</td>
</tr>
<tr>
<td>Not Employed</td>
<td>64.5</td>
<td>48.2</td>
<td>48.4</td>
</tr>
<tr>
<td>Residential Stability</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lived at Current Residence Past 6 Months</td>
<td>47.1</td>
<td>52.4</td>
<td>65.2</td>
</tr>
<tr>
<td>Not Lived at Same Residence</td>
<td>52.9</td>
<td>46.6</td>
<td>34.8</td>
</tr>
<tr>
<td>Illegal Drug Use During Past 6 Months</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No</td>
<td>38.4</td>
<td>35.0</td>
<td>38.0</td>
</tr>
<tr>
<td>Yes</td>
<td>61.6</td>
<td>65.0</td>
<td>62.0</td>
</tr>
<tr>
<td>Severe Drug Use Problem</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No</td>
<td>71.0</td>
<td>47.2</td>
<td>49.8</td>
</tr>
<tr>
<td>Yes</td>
<td>29.0</td>
<td>52.8</td>
<td>50.2</td>
</tr>
</tbody>
</table>

*There 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 Parites 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. *It 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. 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 two or more FTAs in the past 24 months were slightly more likely to have had an

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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.
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.

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

<table>
<thead>
<tr>
<th></th>
<th>Bond</th>
<th>Order for Release</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>AVERAGE AGE</strong></td>
<td>34.8</td>
<td>32.5</td>
</tr>
<tr>
<td><strong>SEX</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>MALE</td>
<td>70.2%</td>
<td>29.8%</td>
</tr>
<tr>
<td>FEMALE</td>
<td>64.8%</td>
<td>35.2%</td>
</tr>
<tr>
<td><strong>RACE/ETHNICITY</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WHITE</td>
<td>69.2%</td>
<td>30.8%</td>
</tr>
<tr>
<td>NON-WHITE</td>
<td>68.4%</td>
<td>31.6%</td>
</tr>
<tr>
<td><strong>OFFENSE TYPE</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>FELONY</td>
<td>49.0</td>
<td>51%</td>
</tr>
<tr>
<td>MISDEMEANOR</td>
<td>76.9%</td>
<td>23.1%</td>
</tr>
<tr>
<td><strong>IRAS CATEGORY</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>LOW</td>
<td>78.4%</td>
<td>21.6%</td>
</tr>
<tr>
<td>MODERATE</td>
<td>63%</td>
<td>37%</td>
</tr>
<tr>
<td>HIGH</td>
<td>48.7%</td>
<td>51.3%</td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th></th>
<th>Bond</th>
<th>Order for Release</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>AVERAGE FIRST ARREST</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>33+</td>
<td>80.6%</td>
<td>19.4%</td>
</tr>
<tr>
<td>Under 33</td>
<td>67.8%</td>
<td>32.2%</td>
</tr>
<tr>
<td><strong>NUMBER OF FTA WARRANTS PAST 24 MONTHS</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>0</td>
<td>70.5%</td>
<td>29.5%</td>
</tr>
<tr>
<td>1 Warrant for FTA</td>
<td>52.6%</td>
<td>47.4%</td>
</tr>
<tr>
<td>2+ FTA Warrants</td>
<td>45.5%</td>
<td>54.5%</td>
</tr>
<tr>
<td><strong>3+ PRIOR JAIL INCARCERATIONS</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No</td>
<td>70.7%</td>
<td>29.3%</td>
</tr>
<tr>
<td>Yes</td>
<td>62.8%</td>
<td>37.2%</td>
</tr>
<tr>
<td><strong>EMPLOYED AT TIME OF ARREST</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Yes, Full Time</td>
<td>74.7%</td>
<td>25.3%</td>
</tr>
<tr>
<td>Yes, Part Time</td>
<td>69.8%</td>
<td>30.2%</td>
</tr>
<tr>
<td>Not Employed</td>
<td>59.3%</td>
<td>40.7%</td>
</tr>
<tr>
<td><strong>RESIDENTIAL STABILITY</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lived at current resident past 6 months</td>
<td>70.7%</td>
<td>29.3%</td>
</tr>
<tr>
<td>Not lived at same residence</td>
<td>65.4%</td>
<td>34.6%</td>
</tr>
<tr>
<td><strong>ILLEGAL DRUG USE DURING PAST 6 MONTHS</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No</td>
<td>74.1%</td>
<td>25.9%</td>
</tr>
<tr>
<td>Yes</td>
<td>61.9%</td>
<td>38.1%</td>
</tr>
<tr>
<td><strong>SEVERE DRUG USE PROBLEM</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>No</td>
<td>71.1%</td>
<td>28.9%</td>
</tr>
<tr>
<td>Yes</td>
<td>43.7%</td>
<td>56.3%</td>
</tr>
</tbody>
</table>
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 do 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 which suggest that the risk categorizations from the IRAS-PAT are not being considered in these decisions. Our results 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. 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.

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 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.
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 parsimonious*: 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.

*To be parsimonious is to use resources as effectively as possible.
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 sites. 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 capacity.

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 capacity.

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 A. (continued)

Notes:
- Draft to be developed by DATE TBD.
- Draft to be developed by the EBDM State Policy Team.
- Draft to be developed by the EBDM State Policy Team.
### Appendix B. IRAS-PAT Administration

<table>
<thead>
<tr>
<th>Pilot County</th>
<th>Pilot program start date</th>
<th>Target population</th>
<th>Timeframe for administering tool</th>
<th>Location tool administered</th>
<th>Tool administered by:</th>
<th>Other risk assessment tools used pretrial</th>
<th>Other assessment tools used pretrial</th>
</tr>
</thead>
<tbody>
<tr>
<td>Allen</td>
<td>15-Mar-16</td>
<td>Non-violent F5/F6 warrantless arrestees with a prior felony conviction and felony Habitual Traffic Violators. Participants are identified by the Prosecutor’s Office.</td>
<td>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”</td>
<td>County jail</td>
<td>P-RAS</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Bartholomew</td>
<td>15-Sep-16</td>
<td>All pretrial arrestees except for IDOC holds, probation violators, parole violators, out-of-county warrants, and ICE holds.</td>
<td>At jail intake/booking as well as after jail intake/booking but prior to initial court appearance</td>
<td>County jail</td>
<td>Court services staff</td>
<td>Hawaii Proxy</td>
<td>None</td>
</tr>
<tr>
<td>Hamilton</td>
<td>1-Jun-16</td>
<td>New arrestees</td>
<td>At jail intake/booking as well as after jail intake/booking but prior to initial court appearance</td>
<td>County jail</td>
<td>Probation officers, jail and community corrections staff</td>
<td>Hawaii Proxy</td>
<td>None</td>
</tr>
<tr>
<td>Hendricks</td>
<td>1-Jan-16</td>
<td>Any individual arrested and place in jail</td>
<td>After jail intake/booking but prior to initial court appearance</td>
<td>County jail</td>
<td>Probation officers</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Jefferson</td>
<td>1-Oct-16</td>
<td>Pretrial defendants</td>
<td>After jail intake/booking but prior to initial court appearance</td>
<td>County jail</td>
<td>Community Corrections staff - pretrial services coordinator and pretrial case manager</td>
<td>None</td>
<td>ODARA for domestic violence cases</td>
</tr>
<tr>
<td>Monroe</td>
<td>1-Oct-16</td>
<td>Any individual arrested and place in jail</td>
<td>After jail intake/booking but prior to initial court appearance</td>
<td>County jail</td>
<td>Probation officers</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Porter</td>
<td>1-Mar-17</td>
<td>Arrestees charged with felony</td>
<td>After jail intake/booking but prior to initial court appearance</td>
<td>County jail</td>
<td>Community Corrections staff</td>
<td>None</td>
<td>Domestic violence assessment</td>
</tr>
<tr>
<td>St. Joseph</td>
<td>1-Jul-16</td>
<td>Felony arrestees; currently use a presumptive ROR list for misdemeanor offenses unless overridden by prosecutor or courts</td>
<td>After initial court appearance If inmate 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</td>
<td>Jail for defendants who do not post bail; Probation Office for defendants who post bail</td>
<td>None</td>
<td>ODARA for domestic violence cases</td>
<td></td>
</tr>
<tr>
<td>Starke</td>
<td>1-Jan-16</td>
<td>Arrestees charged with felony</td>
<td>After jail intake/booking but prior to initial court appearance</td>
<td>County jail</td>
<td>Pretrial services officer, probation staff</td>
<td>None</td>
<td>None</td>
</tr>
<tr>
<td>Tipton</td>
<td>1-Oct-16</td>
<td>All arrestees</td>
<td>After jail intake/booking but prior to initial court appearance</td>
<td>Community Corrections</td>
<td>Community Corrections staff</td>
<td>Hawaii Proxy</td>
<td>None</td>
</tr>
</tbody>
</table>
## Appendix C. IRAS-PAT Results Usage in Pretrial Release and Supervision Decisionbs

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

<table>
<thead>
<tr>
<th>Pilot County</th>
<th>Data systems used</th>
<th>Historical jail data received</th>
<th>Qtrly post-pilot implementation data received</th>
<th>Mode of data provision</th>
</tr>
</thead>
<tbody>
<tr>
<td>Allen</td>
<td>Odyssey, InCite, IDACS, Pretrial CMS (CAD1), Justice Exchange - Appriss, Law enforcement database (Spillman)</td>
<td>No</td>
<td>No</td>
<td>Jail data exported as PDF, not suitable for analysis in current form</td>
</tr>
<tr>
<td>Bartholomew</td>
<td>Courts: JTS w/change to Odyssey in 2016, Justice Exchange – Appriss, InCite, Sheriff/Jail/Police: OSS, Court Services: PBS/Informer</td>
<td>Yes</td>
<td>Yes (Q1, Q2)</td>
<td>Separate pretrial data spreadsheet</td>
</tr>
<tr>
<td>Hamilton</td>
<td>Odyssey, New World, IDACS</td>
<td>No</td>
<td>No</td>
<td>na</td>
</tr>
<tr>
<td>Hendricks</td>
<td>Odyssey, InCite, PCMS, doxPOP, NOC, IDACS</td>
<td>Yes</td>
<td>Yes</td>
<td>IU CCJR web-based data entry tool</td>
</tr>
<tr>
<td>Jefferson</td>
<td>Court Management and CMS systems - PBS, Justice Exchange - Appriss</td>
<td>No</td>
<td>Yes (Q1, Q2)</td>
<td>Separate pretrial data spreadsheet</td>
</tr>
<tr>
<td>Monroe</td>
<td>Odyssey, Quest CMS, Justice Exchange - Appriss</td>
<td>Yes</td>
<td>No</td>
<td>Extract data directly from jail system</td>
</tr>
<tr>
<td>Porter</td>
<td>Odyssey, Justice Exchange – Appriss, Other Google</td>
<td>No</td>
<td>No</td>
<td>na</td>
</tr>
<tr>
<td>St. Joseph</td>
<td>Odyssey, Supervision CMS - DataEase and Odyssey, CISCO, Informer for GPS clientele</td>
<td>Yes</td>
<td>No</td>
<td>Separate pretrial data spreadsheet</td>
</tr>
<tr>
<td>Starke</td>
<td>Court Management System: Odyssey, Supervision CMS: Odyssey, Justice Exchange - Appriss</td>
<td>Yes</td>
<td>Yes</td>
<td>IU CCJR web-based data entry tool</td>
</tr>
<tr>
<td>Tipton</td>
<td>Odyssey, PBS, Jail Data System - Sunguard live June 1st</td>
<td>Yes</td>
<td>No</td>
<td>Extract data directly from jail system</td>
</tr>
</tbody>
</table>
REFERENCES

*Indicates Recommended Resources


BKD. (2016). Jail capacity data analytics: Strategic plan for the city of Indianapolis – Marion County. Kansas City, MO: BKD.


Process Evaluation of the IRAS-PAT Pilot Program Implementation

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© 2017 Indiana University Public Policy Institute
School of Public and Environmental Affairs
Indiana University–Purdue University Indianapolis
334 N. Senate, Suite 300
Indianapolis, Indiana 46204