

**FOURTH JUDICIAL DISTRICT**

**HENNEPIN COUNTY COMMUNITY JUSTICE PROJECT:  
SUMMARY REPORT OF SHORT-TERM EVALUATION**



**Prepared by:  
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# **HENNEPIN COUNTY COMMUNITY JUSTICE PROJECT: SUMMARY REPORT OF SHORT-TERM EVALUATION**

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## Executive Summary

This report documents the results of the first evaluation of the Hennepin County Community Court. Hennepin County Community Court is the Thursday afternoon pretrial calendar that hears all pre-trials for livability crimes (felonies, gross misdemeanors, and misdemeanors) that occur in the third precinct of Minneapolis (i.e., South Minneapolis). Included in this report are the results of both the process and outcome evaluations from the first year of the court's operation. Attached to the report, and summarized here, is an independently conducted Cost-Benefit Analysis.<sup>1</sup>

### Number of Cases Handled

A total of 371 cases that matched the original offense list for Community Court were seen between June 1999 and July 2000. The greatest concentrations of cases were in the Prostitution (38%) and Theft (30%) categories.

### Process Evaluation -- Survey of Third Precinct Residents

A total of 405 telephone interviews were completed. Briefly, results were as follows:

- Community residents' perceptions of safety in the community have risen since the implementation of Community Court.
- Nearly 20% of residents had some level of familiarity with Community Court
- A majority of residents placed a high level of importance on the unique characteristics of community court.
- A majority of residents were willing to pay slightly increased taxes and/or transfer tax money from other criminal justice agencies to fund the continuation of Community Court.

### Outcome Evaluation -- Case Processing Efficiency and STS Compliance

Community Court cases heard between June 1999 and July 2000 were compared against non-third precinct Minneapolis cases for the same offenses from the same time period, as well as all Minneapolis cases for the same offenses from the prior year. Results were as follows:

- Average number of days from case filing to disposition was 36% less for Community Court cases than for the prior year's cases.
- Average number of days from arraignment to pretrial was 20% less for Community Court cases than for other Minneapolis cases for the same offenses during the same time period.

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<sup>1</sup> Weidner, Robert R. and Chuck Davis, December 2000. *Benefits and Costs of the Hennepin County Community Court: A Preliminary Analysis*. Minneapolis, MN: Institute on Criminal Justice, University of Minnesota Law School.

- Average number of hearings for Community Court cases rose as compared with the two comparison groups; however, this is a function of increased pre-disposition hearings required of many Community Court defendants.
- Average number of days sentenced to Sentencing to Service (STS) was the same for non-Community Court Minneapolis cases for the same offenses; however, defendant compliance with STS was nearly 25% higher for those sentenced in Community Court.
- Fewer Community Court defendants received warrants, went to revocation, or ended up with incarcerative time for non-compliance with their STS sentences, as compared with defendants for similar offenses in the rest of Minneapolis.

### Cost-Benefit Analysis

Independent researchers weighed the total costs of Community Court that were above and beyond the normal operations of criminal court against the valued benefit per case, to arrive at an approximate net cost of \$704.52 per case to run Community Court. The researchers used case processing data as well as other criminal justice system, data from the Community Satisfaction Survey conducted for this study, and interviews with Community Court defendants and service providers to make the following assertions:<sup>2</sup>

- *In regard to **system** impacts, Hennepin County Community Court cases were processed more quickly than either of two comparison groups. This faster case processing is beneficial in that it bolsters accountability – defendants more quickly face the consequences of their behavior.*
- *In regard to **offender** impacts, findings from interviews suggest that, in general, both defendants who received social services via the community court and service providers view the community court as beneficial; they see it as having the potential to facilitate positive and meaningful life changes among some repeat low-level offenders.*
- *And in regard to **community** impacts, findings from a phone survey indicate that residents of the third precinct were generally very supportive of features like the Hennepin County Community Court possesses, and that a solid majority of residents would be willing to pay extra in taxes to support a court like the Hennepin County Community Court.*

These researchers were quick to point out, however, that many of the benefits of Community Court cannot be assigned a dollar value, making a cost-benefit analysis both a qualitative and a quantitative endeavor.

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<sup>2</sup> Weidner and Davis, 2000, page 31.

## Chapter 1 Background

After two years of planning, the Hennepin County Community Court -- the primary initiative of the Hennepin County Community Justice Project -- began hearing cases on June 3, 1999. This Thursday afternoon calendar hears pretrial cases where the offense was committed in the third precinct of Minneapolis. The Community Court calendar was created as a response to the public perception that low-level, non-person offenses are of minor importance to the court. These offenses (e.g., damage to property, theft, and prostitution) are generally less serious in nature than high-profile felonies against persons, but can nonetheless impact community life. To implement the Community Justice Project, Hennepin County District Court received a \$200,000 appropriation from the Minnesota State Legislature, plus a \$25,000 planning grant and a subsequent renewable grant of \$300,000 from the federal Bureau of Justice Assistance.

The Community Justice Project Director has been the presiding Community Court judge since its inception. In addition, a Principal Planning Analyst for Court Administration has coordinated the planning and implementation of the Community Justice Project, and a Principal Research Analyst has been responsible for measurement and evaluation issues related to the project.

Other departments dedicated staff to the Community Court initiative. The Minneapolis City Attorney's office, which handles misdemeanors, and the Hennepin County Attorney's office, which handles felonies, both dedicated at least one team member to be present in Community Court each week, as well as to attend monthly task force meetings where operational issues are discussed. The Hennepin County Public Defender's office initially dedicated a staff member to Community Court as well, but eventually had to discontinue this practice in order to maintain their office's philosophy of horizontal (rather than vertical) representation.<sup>3</sup> The Hennepin County Community Corrections department dedicated two probation officers to Community Court, and both of these probation officers have their offices located in the third precinct to be more accessible to Community Court defendants.

One of the primary sanctions for convicted Community Court defendants is a referral to the Sentencing to Service (STS) program, wherein defendants are required to perform community service in the third precinct where they committed their offenses. STS is a division of the Community Corrections (i.e., probation) department. STS crews are well-organized and led by crew leaders; defendants are required to work a full eight-hour day for each day they are sentenced, and are subject to tight restrictions as imposed by crew leaders and the STS program. The STS sanction addresses the philosophy of restorative justice that is the foundation of community courts across the country.<sup>4</sup>

This report documents the results of the first evaluation of the Hennepin County Community Court. In December 1999, we produced a research proposal that described in

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<sup>3</sup> Horizontal representation means that one public defender is assigned to a client, and attends all of that client's hearings with him/her, rather than being assigned to a court calendar and represent all clients but for that type of hearing only. Prosecution offices (i.e., the County and City attorneys) were able to dedicate staff in accordance with the vertical representation philosophy.

<sup>4</sup> See Appendix A for a list of specific Sentencing to Service work crew projects completed in the third precinct since the start of Community Court.

detail our plans for short-term and long-term evaluations of Community Court.<sup>5</sup> The reader is referred to that document for an explanation of why the evaluations are structured as they are. The following evaluation is the short-term component of the evaluations described in that proposal.

### **Guiding Principles**

From the beginning, planners have referred to Community Court as a "philosophy more than a court calendar." With the support of the Hennepin County bench, the Community Justice Project has been committed to doing business differently and making the court a more accessible forum for the community, including defendants and victims. Toward this end, a list of nine guiding principles was developed during the planning phase of the Community Justice Project, and those principles have directed the project and the evaluation described in this report ever since. Those guiding principles are:

***Collaboration:*** system participants will collaborate with each other and the community in any community justice initiative

***Problem Solving:*** the criminal justice system will focus on problem solving as well as case processing

***Immediacy:*** offenders will fulfill a sentence within the shortest amount of time possible

***Restoration:*** in addition to individual victims, the offender will restore the community through constructive community service

***Rehabilitation:*** punishment will be combined with meaningful services so that offenders will have the opportunity to change their lives

***Information:*** all justice system participants will have as much information as possible about the offender (and victim, if appropriate) and the conditions of the community where the offense occurred

***Proximity:*** community and social service functions shall be located in close proximity to the courtroom

***Follow-Up:*** compliance with sentences will be closely monitored; offenders will be held more accountable for their behavior

***Prevention:*** the system will strive to prevent future crime by offering social services to those at risk

The evaluation discussed in this report has addressed several of these guiding principles, as will be elaborated in the following chapters. Briefly, Community Court has sought to accomplish three primary goals: (1) increase community members' satisfaction with the

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<sup>5</sup> Hennepin County District Court Research Department, December 1999. *Hennepin County Community Justice Project: Research Proposal for Program Evaluation.*



handling of low-level livability crimes; (2) expedite the processing of these types of cases; and (3) increase defendants' level of compliance with court-ordered community service, in line with the restorative justice approach of the Community Court initiative. Chapter 2 describes the cases seen in Community Court over the past year. Chapter 3 describes the results of the process evaluation, which took the form of a telephone survey of third precinct residents approximately one year after Community Court began hearing cases. Chapter 4 describes the results of the two-part outcome evaluation, the first of which measured case processing efficiency and the second of which measured defendants' compliance with the community service (STS) portion of their sentences. Chapter 5 is a brief description of the defunct experimental design that had been in place to measure Community Court outcomes over a longer period of time. While the experimental design failed at the implementation stage (for reasons unrelated to its methodology), the design is described here in order to inform future research efforts in this area. The report concludes with Chapter 6 and a brief discussion of how the findings of this evaluation relate to District Court's goals for Community Court specifically and enhanced court processes in general.

**Chapter 2**  
**Cases Seen in Community Court -- June 1, 1999 - July 1, 2000**

The following tables show the Community Court cases matching the pre-defined offense list. However, additional cases have “tagged-along” with Community Court defendants and have been heard there even though they may not have matched the offense list, primarily because Community Court was designed to be a person-oriented rather than a case-oriented calendar. Notice that the most common Community Court offenses are prostitution and theft. The theft category represents misdemeanor, gross misdemeanor, and felony theft.

Table 1. Community Court Cases Matching Original Offense List -- June 1, 1999 - July 1, 2000

	<b>Number of Cases</b>	<b>Percent of Total</b>
Arson	1	0.3%
Possession of Burglary Tools	3	0.8%
Criminal Damage to Property	28	7.5%
<b><i>Theft</i></b>	<b><i>112</i></b>	<b><i>30.2%</i></b>
Motor Vehicle Theft/Unlawful Use/Tampering	28	7.5%
Forgery	38	10.2%
Fraud	4	1.1%
Receiving Stolen Property	5	1.3%
Promotion of Prostitution	1	0.3%
<b><i>Prostitution<sup>6</sup></i></b>	<b><i>140</i></b>	<b><i>37.7%</i></b>
Loitering with Intent to Commit Prostitution	11	3.0%
<b>TOTAL</b>	<b>371</b>	<b>100.0%</b>

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<sup>6</sup> By statutory definition, this category includes both individuals charged with prostitution, as well as individuals charged with soliciting prostitutes.

Table 2. Community Court Cases By Offense Level -- June 1, 1999 - July 1, 2000

	<b>Felony</b>	<b>Gross Misdemeanor</b>	<b>Misdemeanor</b>	<b>Petty Misdemeanor</b>	<b>Total</b>
Arson	1 100%				1 100%
Possession of Burglary Tools	3 100%				3 100%
Criminal Damage to Property	15 53.6%	1 3.6%	12 42.9%		28 100%
Theft	41 36.6%	3 2.7%	68 60.7%		112 100%
Motor Vehicle Theft	23 82.1%		5 17.9%		28 100%
Forgery	37 97.4%	1 2.6%			38 100%
Fraud	2 50%		2 50%		4 100%
Receiving Stolen Property	4 80%		1 20%		5 100%
Promotion of Prostitution		1 100%			1 100%
Prostitution		40 28.6%	99 70.7%	1 0.7%	140 100%
Loitering with Intent to Commit Prostitution			11 100%		11 100%
<b>TOTAL</b>	<b>126 34%</b>	<b>46 12.4%</b>	<b>198 53.4%</b>	<b>1 0.3%</b>	<b>371 100%</b>

Nuisance Abatement Cases: In addition to pretrial cases from the criminal calendars, Community Court has been hearing a small number of cases from the civil (housing) calendar. These are cases where the "defendant" is a piece of property in the community where criminal activity is alleged to be taking place (e.g., crack houses, saunas, etc.). Because there are relatively few of these cases in the city, Community Court is handling these cases for all of Minneapolis rather than for just the third precinct. Since November 1999, twenty-four nuisance abatement cases have appeared in Community Court, nine of which have been disposed, and four of which saw the property owner sentenced to STS. The five that were disposed but not sentenced to STS had some other conditions imposed (e.g., vacating the property, paying a fine) but in those cases the judge did not deem STS to be an appropriate sanction. The remaining fifteen that have not been disposed were still pending at the time of analysis.

### Chapter 3

#### Short-Term Process Evaluation: Community Survey<sup>7</sup>

The three guiding principles for the short-term process evaluation are restoration, information, and proximity. This section describes the sampling design and the results of the community survey, as they apply to these three guiding principles.

The Hennepin County District Court Research Division designed the survey questionnaire,<sup>8</sup> but contracted with the Minnesota Center for Survey Research (MCSR) to implement it.<sup>9</sup> MCSR staff reviewed the survey instrument and assisted in revising it.

##### Sampling Design:

The survey sample consisted of households selected randomly from telephone exchanges located in the third precinct of Minneapolis. Boundaries for the area were defined by zipcodes, and households were screened for eligibility by beginning the survey with the following questions:

1. *Do you live in Minneapolis between I-94 and Highway 62?*
2. *Do you live between 35W and the Mississippi River?*

MCSR obtained a random digit telephone sample from Survey Sampling, Inc. of Fairfield, Connecticut. Known business telephone numbers were excluded from the sample, and the selected random digit telephone numbers were screened for disconnects with a computerized system.

Once each selected household was screened and deemed eligible, a person within the household was randomly selected to be the respondent, using the Most Recent Birthday Selection Method.<sup>10</sup>

Data Collection: Student interviewers were trained by MCSR staff and supervised throughout the data collection process. Data was collected via a Computer Assisted Telephone Interviewing product, the Ci3 System for Computer Interviewing.<sup>11</sup> Questions are displayed on the computer screen in proper order (i.e., with proper branching, skipping, etc.). The interviewers wore headsets and thus had both hands free for data entry into the computer as respondents were answering questions. Once data collection

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<sup>7</sup> We were fortunate to have an outstanding Research Assistant, Lorie Schabo Grabowski, devoting much of her time to this portion of the project. Lorie wrote the rough draft of the survey, conducted the statistical analysis in this section and wrote the first draft of the results in this section.

<sup>8</sup> Many of the survey questions were taken from the community survey related to the implementation of the Midtown Manhattan Community Court. The results of the Midtown survey can be found in Sviridoff, Michele, David B. Rottman and Robert R. Weidner (in review). *Dispensing Justice Locally: The Cost and Benefits of the Midtown Community Court*. Washington DC: National Institute of Justice.

<sup>9</sup> Much of this section is taken directly from the technical report provided by MCSR staff.

<sup>10</sup> A copy of the introduction and respondent selection script can be found in Appendix B. A complete copy of the survey instrument can be found in Appendix C.

<sup>11</sup> A product of Sawtooth Software.

was complete, the responses were downloaded into a statistical program for data cleaning and analysis.

Completion Rate: A total of 405 telephone interviews were completed.<sup>12</sup> The overall response rate (defined as the number of completions divided by the difference between the total number called and the number of households eliminated) was 41%. The overall cooperation rate (defined as the number of completions divided by the total number of potential interviews<sup>13</sup>) was 60%.

Figure 1. Survey Response Rate and Completion Rate

$$\text{RESPONSE RATE} = \frac{\text{COMPLETIONS}}{\text{(TOTAL - ELIMINATED)}} = 41\%$$

$$\text{COOPERATION RATE} = \frac{\text{COMPLETIONS}}{\text{POTENTIAL INTERVIEWS}} = 60\%$$

## **I. Restoration**

To evaluate restoration, community members were asked to respond to questions regarding:

### **A. Perceptions of Crime Rates and Feelings of Safety in Their Neighborhoods**

Three questions asked of third precinct residents on the Community Satisfaction Survey were taken from the 1998 Hennepin County Survey of the Health of Adults, the Population, and the Environment (SHAPE survey). The comparison of findings from the 1998 SHAPE survey of third precinct neighborhoods with those from the 2000 Community Court Community Satisfaction Survey is included below. Table 3 examines feelings of security reported by third precinct residents. Table 4 focuses on resident reports of an ability to get community help if necessary, and Table 5 reports residents' tendency to restrict activities in their neighborhood due to safety concerns. While the SHAPE survey was conducted throughout Minneapolis, results reported here represent third precinct neighborhoods only.<sup>14</sup>

<sup>12</sup> See Appendix D for exact numbers of attempted contacts by reason for exclusion.

<sup>13</sup> Potential interviews are defined as all instances where contact was made with the selected person, where respondents either (a) completed the survey, (b) refused, or (3) their phone number was still active at the time that data collection was completed.

<sup>14</sup> Included neighborhoods are Phillips, Longfellow, Powderhorn, and Nokomis areas.

In all three of the tables where community perceptions were compared with those from two years ago, feelings of safety in the community have risen. Looking first at Table 3, note that the percentage of third precinct residents reporting that they strongly agree that living in their community gives them a secure feeling is over 16%, nearly 5% higher than the percentage reported by any third precinct neighborhood in 1998 and nearly double the average for SHAPE survey areas in 1998 (8.6%). Also, the percentage of respondents saying they did *not* feel secure in their neighborhood was lower in the 2000 Community Court survey than the average SHAPE survey area percentage in 1998 (20.8% and 29.2%, respectively). In Table 4, like Table 3, a higher percentage of residents of the third precinct in 2000 report strongly agreeing that they know they can get help from their community if necessary than the percentage of residents of any third precinct neighborhood reported in 1998 and the percentage far exceeds the average for SHAPE area respondents in 1998 (13.7% vs. 7.5%). In looking at Table 5, in 2000, slightly less than one-third of third precinct residents reported restricting activities, closely matching the SHAPE survey area average for 1998 (29.3% and 29.9%, respectively). Although Community Court cannot take full credit for increasing feelings of security in the community, it can be argued that many of the project's initiatives (e.g., increased emphasis on livability crimes, swifter justice) have a significant impact on community perceptions.

Table 3. Response to Statement, “Living in This Community Gives Me a Secure Feeling”, By Community Area

Sample Area	N	Strongly Agree	Agree	Disagree	Strongly Disagree
Longfellow Area	544	9.7%	70.0%	18.2%	2.0%
Phillips Area	468	5.6%	46.4%	36.1%	12.0%
Powderhorn Area	534	6.6%	56.4%	31.8%	5.2%
Nokomis Area	593	11.6%	73.0%	14.3%	1.0%
<b>Average of SHAPE survey areas 1998</b>	<b>2139</b>	<b>8.6%</b>	<b>62.3%</b>	<b>24.5%</b>	<b>4.7%</b>
<b>Community Court survey 2000</b>	<b>403</b>	<b>16.4%</b>	<b>62.8%</b>	<b>17.1%</b>	<b>3.7%</b>

Table 4. Response to Statement, “People Here Know They Can Get Help From The Community If They Are In Trouble”, By Community Area

Sample Area	N	Strongly Agree	Agree	Disagree	Strongly Disagree
Longfellow Area	495	10.7%	71.5%	16.6%	1.2%
Phillips Area	433	6.5%	61.4%	27.7%	4.4%
Powderhorn Area	505	5.9%	68.9%	22.4%	2.8%
Nokomis Area	548	6.9%	79.7%	12.8%	0.5%
<b>Average of SHAPE survey areas 1998</b>	<b>1981</b>	<b>7.5%</b>	<b>70.9%</b>	<b>19.4%</b>	<b>2.1%</b>
<b>Community Court survey 2000</b>	<b>380</b>	<b>13.7%</b>	<b>66.6%</b>	<b>17.1%</b>	<b>2.6%</b>

Table 5. Response to Question, “During the Past Year, Have You Restricted Your Activities Because You Did Not Feel Safe In Your Neighborhood?”, By Community Area

<b>Sample Area</b>	<b>N</b>	<b>YES</b>
Longfellow Area	550	23.6%
Phillips Area	483	43.5%
Powderhorn Area	554	36.6%
Nokomis Area	600	18.5%
<b>Average of SHAPE survey areas 1998</b>	<b>2187</b>	<b>29.9%</b>
<b>Community Court survey 2000</b>	<b>403</b>	<b>29.3%</b>

Several additional questions about crime and safety perceptions were included in the 2000 Community Satisfaction Survey. First, third precinct residents were asked how safe they felt walking alone in their neighborhood after dark. Of the 393 residents who responded, almost two-thirds, or 63.3%, reported feeling very safe or somewhat safe walking alone after dark (22.1% and 41.2%, respectively). See Table 6, below. Looking at these reports by sex, 77.8% of men reported feeling very safe or somewhat safe. For women, only 48.5% reported feeling at least somewhat safe to walk alone in the neighborhood after dark.

Second, respondents were asked about crime in their neighborhood compared to a year ago. While most, 67.6%, reported crime being about the same, 16.6% said crime in the neighborhood had gotten better, and 15.8%, said it had gotten worse. Results are in Table 7, below. It is important to note that the question dealt with *perceptions* of neighborhood crime, given that in terms of *real* crime *experienced*, about 6.4% of those who responded (twenty-six people), reported that a member of their household had been robbed or attacked in their neighborhood in the past year.

Table 6. How Safe Third Precinct Residents Felt Walking Alone in Their Neighborhoods After Dark

<b>Perception of Neighborhood Safety, After Dark</b>	<b>Percent (Number)</b>
Very Safe	22.1% (N = 87)
Somewhat Safe	41.2% (N = 162 )
Somewhat Unsafe	23.2% (N = 91)
Very Unsafe	13.5% (N = 53)
<b>TOTAL</b>	<b>100%</b> <b>(N = 393)</b>

Table 7. Third Precinct Residents' Perceptions of Crime in Neighborhood Compared to a Year Ago

<b>Neighborhood Crime Compared to a Year Ago</b>	<b>Percent (Number)</b>
Crime Has Gotten Better	16.6% (N = 63)
Crime Has Stayed About the Same	67.6% (N = 257)
Crime Has Gotten Worse	15.8% (N = 60)
<b>TOTAL</b>	<b>100%</b> <b>(N=380)</b>

Third precinct residents were also asked about a series of crime concerns they may have had in their neighborhoods. The types of crimes asked about were those that are currently being processed through Community Court. Respondent opinions about the seriousness of these problems in their neighborhoods are included in Table 8, below.

Table 8. Third Precinct Residents' Perceptions of Particular Crime Concerns as Problems in Their Neighborhood

<b>Possible Crime Concerns in Neighborhood</b>	<b>Perceived Seriousness of Each Crime Type (percentage)</b>				<b>N</b>
	<b>Serious Problem</b>	<b>Moderate Problem</b>	<b>Minor Problem</b>	<b>No Problem at All</b>	
Criminal Damage to Property (including graffiti and vandalism)	16.3% (N=66)	34.9% (N=141)	36.4% (N=147)	12.4% (N=50)	404
Burglary (including garage burglary)	20.4% (N=77)	37.4% (N=141)	29.4% (N=111)	12.7% (N=48)	377
Theft (including shoplifting and motor vehicle theft)	18.4% (N=69)	33.7% (N=126)	33.7% (N=126)	14.2% (N=53)	374
Setting Property on Fire	5.1% (N=20)	6.4% (N=25)	30.8% (N=120)	57.6% (N=224)	389
Prostitution	13.0% (N=50)	12.0% (N=46)	20.6% (N=79)	54.4% (N=209)	384
Properties Where Criminal Activity Takes Places (including drug houses, saunas)	17.7% (N=69)	22.6% (N=88)	26.9% (N=105)	32.8% (N=128)	390



B. Community Satisfaction With Criminal Justice System’s Processing of Livability Crime

In general, in the 2000 Community Satisfaction Survey, third precinct residents reported that Hennepin County does not deal harshly enough with criminals. This was similar to a 1999 third precinct neighborhood baseline survey of community organization members,<sup>15</sup> as reported in the June 1999 Community Justice Project Interim Planning Report.<sup>16</sup> In that baseline survey, researchers found that third precinct members generally saw the handling of crime as inadequate. The 2000 Community Satisfaction Survey found that almost two-thirds of respondents, 65.6%, said Hennepin County Courts are not harsh enough with criminals. Very few thought Hennepin County dealt too harshly with criminals (5.7%), while about 28.7% thought current approaches to dealing with criminals were about right. See Table 9, below.

Slightly more than half, 50.7%, said the amount currently spent was about right, while 46.1% felt that too little was currently being spent to fight low-level crime in their neighborhoods. Of those who felt more should be spent to fight low-level crime, over 40% thought a great deal more should be spent on such crimes. Results can be seen in Tables 10 and 10a, below.

Table 9. Third Precinct Residents’ Opinions of Hennepin County Court’s Handling of Criminals

<b>Rating of Handling Of Criminals</b>	<b>Percent (Number)</b>
Too Harsh	5.7% (N = 18)
About Right	28.7% (N = 91)
Not Harsh Enough	65.6% (N = 208)
TOTAL	100% (N = 317)

Table 10. Third Precinct Resident’s Opinions of the Amount Spent to Fight Low-Level Crimes

<b>Opinion of Amount Spent on Low-Level Crime</b>	<b>Percent (Number)</b>
Too Much	3.3% (N = 10)
About the Right Amount	50.7% (N = 155)
Too Little	46.1% (N = 141)
TOTAL	100% (N = 306)

<sup>15</sup> The survey of community organization members did not employ a systematic random sample, and thus cannot serve as a true baseline for the current study.

<sup>16</sup> VisualResearch, Inc., June 1999. *Community Justice Project: Interim Planning Report*. Midlothian, VA. VisualResearch Inc.

Table 10a. Third Precinct Residents' Opinion of the Amount of *Change* in Spending Necessary for Low-Level Crime

<b>Opinion of Change Needed in Fighting Low-Level Crime</b>			
<b>Should Spend Less</b> (N = 10)		<b>Should Spend More</b> (N = 141*)	
<b>A Great Deal Less</b>	20% (N = 2)	<b>A Great Deal More</b>	41% (N=55)
<b>Somewhat Less</b>	80% (N = 8)	<b>Somewhat More</b>	59% (N = 79)

\* Seven respondents reported they did not know how much more should be spent.

Relatedly, when survey residents were asked if they would be interested in seeing a transfer of tax money to Community Court from jails and probation, 73.4% said “yes”, they would be interested in seeing such a transfer of funds. During each interview, residents were randomly provided a specific dollar amount<sup>17</sup> and asked about transferring that specific amount from jails and probation to Community Court.<sup>18</sup> For each of the four dollar amounts, the majority of those asked said “yes” they would like to see a transfer of tax money to Community Court, and "yes" they would be willing to pay more in taxes to help fund Community Court. Table 11 shows the results for both of these questions.

Table 11. Percentage of Third Precinct Residents Willing to Transfer Money from Jails/Probation to Community Court by the Amount of Tax Money for Which They Were Asked

<b>Willingness to Pay</b>	<b>Dollar Amount Asked of Respondents</b>				
	<b>\$10</b>	<b>\$25</b>	<b>\$50</b>	<b>\$75</b>	<b>Total, All Dollar Amounts</b>
Willing to <i>Transfer</i> Tax Money to Community Court	73.4% (N= 69)	72.2% (N= 65)	76.1% (N = 70)	71.9% (N = 64)	73.4% (N = 268)
Willing to <i>Pay More</i> in Taxes for Community Court	75.3% (N=73)	81.1% (N=73)	69.3% (N=61)	60.2% (N=50)	71.8% (N=257)

In general, willingness to pay additional taxes for Community Court decreased as the amount of tax money included in the question increased. However, even at the \$75 level, the majority of respondents asked about their willingness to pay increased taxes for Community Court responded that they would be willing to pay more in taxes. In addition, when looking at willingness to pay more taxes for Community Court by residents' perceptions of crime in the neighborhood compared to a year ago, there were almost no differences in willingness to pay by perceptions in the change in neighborhood crime. For those who thought neighborhood crime had gotten better and for those who thought it had gotten worse, 65% (of each group) were willing to pay more taxes. For

<sup>17</sup> Having the computer program randomly vary the dollar amounts allowed us to determine whether people's answers depended on the amount of money they were being asked to pay.

<sup>18</sup> See Appendix E for the number of responses to each dollar amount.

those who thought neighborhood crime was about the same, 63% were willing to pay more in taxes for Community Court.

### C. Community Satisfaction with the Number and Quality of Work Projects in the Neighborhood

In the neighborhood baseline survey from March 1999, the majority of third precinct organization members said they were unaware of community service projects taking place in the neighborhood. As shown in Table 12, a considerable number of 2000 survey respondents (43%), said they had seen community work crews in their neighborhood. Additionally, when asked about Hennepin County’s handling of third precinct offenders, a large majority of respondents (92.7%) said it was very or at least somewhat important that offenders do their required community service work in the third precinct, where their offense occurred (See Table 14, below).

Table 12. Awareness of Neighborhood Work Crews

<b>Respondent Has Seen or Heard About Work Crews in Neighborhood</b>	<b>Percent (Number)</b>
Yes	43.4% (N = 174)
No	56.6% (N = 227)
TOTAL	100% (N = 401)

## II. Information

To evaluate information, community members were asked to respond to questions regarding:

### A. Community Knowledge About the Court Process

Third precinct residents were asked whether or not they had heard of Community Court and if they had heard of it, how familiar they were with the activities of Community Court. About one-fifth (19.7%) of residents surveyed said they had heard of Community Court, and of those, 25.3% reported being very or somewhat familiar with Community Court activities. A minority of those who knew of Community Court were community organization members.

Table 13. Third Precinct Residents’ Awareness of Community Court

<b>Respondent Has Heard Of Community Court</b>	<b>Percent (Number)</b>
Yes	19.7% (N = 79)
No	80.3% (N = 323)
TOTAL	100% (N = 402)

Table 13a. Third Precinct Residents' Familiarity With Community Court  
(Of Those Who Report Having Heard Of Community Court)

<b>Level Of Familiarity With Community Court</b>	<b>Percent (Number)</b>
Very Familiar	2.5% (N = 2)
Somewhat Familiar	22.8% (N = 18)
Not Very Familiar	59.5% (N = 47)
Not At All Familiar	15.2% (N = 12)
<b>TOTAL</b>	<b>100%</b> <b>(79)</b>

Table 13b. Third Precinct Residents' Awareness of Community Court, By Their Membership in a Community Group or Neighborhood Organization

<b>Has Heard of Community Court?</b>	<b>Member of a Community Group or Neighborhood Organization</b>		
	<b>Yes</b>	<b>No</b>	<b>TOTAL, Heard of Community Court</b>
<b>Yes</b>	36.7% (N = 29)	63.3% (N = 50)	100% (N = 79)
<b>No</b>	21.4% (N = 69)	78.6% (N = 254)	100% (N = 323)

While a minority of residents surveyed reported knowledge about Hennepin County Community Court specifically, all survey respondents were asked a series of questions about the importance of some of the key characteristics of Community Court. The responses of residents show that although their knowledge level about the current Community Court may be relatively low, the vast majority of residents agree with each of the principles of Community Court and see the activities of the court as important. See Table 14 below.

Table 14. Importance of Community Court Characteristics To Third Precinct Residents

Community Court Characteristic	N	Percentage of Third Precinct Residents Reporting Importance of Community Court Characteristics			
		Very Important	Somewhat Important	Not Very Important	Not At All Important
Offenders Receive Treatment While Serving Sentence	398	63.3%	30.4%	3.8%	2.5%
Offenders Receive Treatment in 3 <sup>rd</sup> Precinct Locations	390	59.2%	33.1%	4.1%	3.6%
Offenders Do Community Service in 3 <sup>rd</sup> Precinct	397	67.8%	24.9%	5.0%	2.3%
Offenders Serve Less Time in Jail Before Coming to Community Court	365	38.6%	43.3%	11.5%	6.6%
Offenders' Community Service Compliance is Monitored by the Court	396	78.3%	17.9%	2.3%	1.5%
Repeat Offenders Appear Before the Same Judge Each Time They are in Court	377	56.8%	26.3%	10.6%	6.4%
Community Members are Included on the Community Court Planning Committee	397	64.7%	30.2%	3.0%	2.0%

**B. Community Comfort Level with Court and Perceived Access to Community Court Proceedings**

Of those respondents who reported at least some familiarity with Community Court (N=20; see Table 13a), 33.3% reported being very comfortable with Community Court itself and an additional 55.6% were at least somewhat comfortable.

**C. Community Satisfaction with Current Accessibility of Social Services**

Third precinct residents were asked how important they considered offenders receiving treatment (i.e., for chemical dependency and/or mental health issues) while serving their sentence. Receiving treatment is one component of current Community Court practice. As shown in the first row of Table 14 above, 93.7% considered offender treatment either very or somewhat important (63.3% and 30.4%, respectively). Similarly, when asked how important it was that offenders

receive treatment in third precinct locations (Table 14, row 2), 92.3% saw the third precinct location for delivery of services as very or somewhat important (59.2% and 33.1%, respectively).

### III. Proximity

To evaluate proximity, community members were asked to respond to questions regarding:

#### A. Community Satisfaction with the Current Community Court Location

While third precinct residents were not asked directly about their satisfaction with the current Community Court location, they were asked about their willingness to pay an additional \$1 per month, or \$12 per year, to have Community Court located in the third precinct. Currently, Community Court is located in downtown Minneapolis, north of the third precinct, making it less accessible than it could be for community residents. Community courts in other cities (e.g., New York, Hartford) have typically been located in the heart of the neighborhoods they serve. Over half of those residents who responded (52.2%) said they would be willing to pay this additional amount to have Community Court located in their area. When looking at the willingness to pay the additional \$12 per year by the income level of the respondent's household (in 1999, before taxes), we saw that willingness to pay ran across all income levels, with the exception of those earning \$100,000 or more. However, the numbers of people in this category are too low to be reliable. See Table 15 below.

Table 15. Percentage of Respondents Willing to Pay an Additional \$12 per year to Have Community Court Located in the Third Precinct, by Household Income Level

Willing to Pay Additional \$12/year?	Respondents' Household Income Level (percent)						Total, All Income Levels
	Less than \$20,000	\$20,000 - \$40,000	\$40,000 - \$60,000	\$60,000 - \$80,000	\$80,000 - \$100,000	\$100,000 or More	
<b>Yes</b>	55.6% (N = 30)	60.6% (N = 60)	59.3% (N = 54)	57.1% (N = 32)	52.9% (N = 9)	14.3% (N = 1)	52.2% (N = 198)
<b>No</b>	44.4% (N = 24)	39.4% (N = 39)	40.7% (N = 37)	42.9% (N = 24)	47.1% (N = 8)	85.7% (N = 6)	47.5% (N = 180)
<b>TOTAL (N)</b>	100% (N = 54)	100% (N = 99)	100% (N = 91)	100% (N = 56)	100% (N = 17)	100% (N = 7)	100% (N = 378)

## Chapter 4

### Short-Term Outcome Evaluation: Case Processing Efficiency and STS Compliance

The short-term outcome evaluation was designed to measure the guiding principles of immediacy, restoration, and rehabilitation.

#### I. Immediacy -- Case Processing Efficiency

To evaluate whether or not District Court was handling Community Court cases more efficiently and expeditiously than non-Community court cases for similar offenses, we implemented a quasi-experimental research design. Quasi-experimental designs commonly serve as the "next best thing" in research when randomized experiments are not possible. In such a design, the outcomes of an "experimental" or "treatment" group are compared with the outcomes of another group that already exists (i.e., its existence is not an artifact of the study itself). For this aspect of the Community Court evaluation, the "experimental" group is the group of Community Court cases handled between July 1999 and June 2000. For this study, there are two comparison groups: (1) all other (non-third precinct) Minneapolis cases involving similar offenses handled during the same time period, and (2) all Minneapolis cases involving similar offenses from the previous year (July 1998 through June 1999).

There are several reasons why two comparison groups were necessary to ensure the study's validity. The first comparison group -- of non-third precinct Minneapolis cases heard during the same time frame -- was used to control for any confounding effects of current changes to criminal justice policy. However, if we had only used the first comparison group, it could be argued that observed results were related to the existence of Community Court itself, i.e., that the Community Court initiative produced a "ripple effect" in other areas of the court. We added the second comparison group to control for such a ripple effect. The only problem with the second comparison group was that database limitations prevented us from capturing precinct information in the data, making it impossible to distinguish third precinct from other Minneapolis pretrial cases prior to the start of Community Court. Without precinct data, we would have no way of knowing whether or not results were attributable to neighborhood rather than enhancements to case processing methods. In short, the strengths of each comparison group corrected for the shortcomings of the other, and together provided us with valid comparisons.

Sampling Design: All data was pulled from District Court's Subject in Process (SIP) adult criminal database. The group of Community Court cases were all cases filed with Hennepin County District Court's downtown Minneapolis division between July 1, 1999 and June 1, 2000 for offenses matching the established Community Court offense list (see Table 1, page 10) and where the offense was committed in the third precinct. Time parameters were established in order to ensure that cases had a pretrial hearing between November 1999 and October 2000 (when analysis was completed). Cases were flagged for analysis if they appeared in community court for at least one pretrial hearing.

The first comparison group of non-Community Court cases is from the current time frame. All cases filed with Hennepin County District Court's downtown Minneapolis division matching the same dates, matching the offense list, but where the defendant did not have a pretrial hearing in Community Court (implying that the defendant's offense was not committed in the third precinct) are included in this comparison group.

The second comparison group of the prior year's cases includes all cases filed with Hennepin County District Court's downtown Minneapolis division between July 1, 1998 and June 1, 1999, matching the offense list, but with no precinct parameters. In other words, for the prior year sample the offense may have occurred inside or outside of the third precinct.<sup>19</sup>

Analysis: To determine whether timing issues related to Community Court cases reflected an expedited court process, we created four outcome measures:

- *Average number of days between offense and court filing of case*
- *Average number of days between court filing and disposition*
- *Average number of days between arraignment and disposition*
- *Average number of hearings between arraignment and disposition*

While these measures are directly related to the guiding principle of "immediacy", it should be noted here that the outcomes will also reflect the degree of "collaboration", another guiding principle of the Community Justice Project. While the court process itself is directly related to the latter three measures, the collaboration of Community Justice task force team members (i.e., Minneapolis Police Department, Sheriff's office, City Attorney's office, County Attorney's office, Public Defender, Community Corrections Department, etc.) is crucial to all of the above timing issues. The philosophy of doing business differently applies not only to the judicial process, but also to the other players in the system that are directly involved with handling cases and defendants.

Results: The following tables display adjusted averages<sup>20</sup> for the above measures. Table 16 includes all cases, Table 17 is felonies only, and Table 18 is misdemeanors only. For all cases (Table 16), the average number of days from offense to filing has dropped from 71.72 days last year and 131.58 days for non-Community Court cases this year, to 40.58 days for Community Court cases. Average number of days from filing to disposition have also dropped from 123.96 days last year, to 80.02 for non-Community Court cases this year, to 78.86 days for Community Court cases. And average number of days from arraignment to pretrial have also dropped from 77.38 days last year to 42.13 days for non-Community Court cases this year, to 33.73 days for Community Court cases.<sup>21</sup>

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<sup>19</sup> Currently we are unable to extract precinct from SIP. The only way we are aware of precinct for current cases is by their appearance in community court, in which case the judge, clerk, or city attorney flagged the paper file as a third precinct case and made sure it was scheduled on the Community Court calendar.

<sup>20</sup> Adjusted averages account for statistical outliers by accepting only those values within three standard deviations of the mean.

<sup>21</sup> For average number of days from filing to disposition and from arraignment to pretrial, the significant drop between last year and this year, even for non-Community Court cases, is partly a function of changes made this year to the misdemeanor arraignment calendars for all Minneapolis cases. As with the



While number of hearings for Community Court cases is actually higher -- at an average of 6.39 hearings -- than either last year's cases (4.16 hearings) or other current Minneapolis cases (3.19 hearings), this is a result of the judge's practice of requiring pre-disposition reviews with defendants. According to the judge, women charged with prostitution often benefit from increased hearings where they are required to check-in with the judge and report on their progress in pre-disposition court requirements for conditional release (chemical dependency treatment, PRIDE, etc.). The judge has also required pre-disposition reviews for men charged with (soliciting) prostitution, as it often takes these defendants several times before the judge to acknowledge their behavior and benefit from the restorative justice diversion programs offered.

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Community Court calendar, the goal of rearranging the misdemeanor arraignment calendars has been to enhance the efficiency of case handling.

Table 16. Case Processing Efficiency: Adjusted Averages for Comparison Groups Overall (Felony and Misdemeanor Cases)

	<b>Statistics</b>	<b>Avg. Days from Offense to Filing</b>	<b>Avg. Days from Filing to Disposition</b>	<b>Avg. Days from Arraignment to Pretrial</b>	<b>Avg. No. Hearings from Arraignment to Disposition</b>
<b>Prior year</b>  (Comparison group #1)	N	4,410	4,042	2,434	3,425
	Minimum	0	0	0	1
	Maximum	373	541	388	31
	Std. Deviation	95.40	137.98	96.23	3.62
	Median	9	72	39	3
	<b>Mean</b>	<b>71.72 days</b>	<b>123.96 days</b>	<b>77.38 days</b>	<b>4.16 hearings</b>
<b>Current year -- Not CC</b>  (Comparison group #2)	N	4,496	3,562	2,012	3,238
	Minimum	0	0	0	0
	Maximum	814	328	183	21
	Std. Deviation	243.48	82.78	43.13	2.61
	Median	4	46.5	28	2
	<b>Mean</b>	<b>131.58 days</b>	<b>80.02 days</b>	<b>42.13 days</b>	<b>3.19 hearings</b>
<b>Community Court</b>	N	371	297	368	247
	Minimum	0	0	0	2
	Maximum	244	264	160	25
	Std. Deviation	62.57	60.97	34.76	4.05
	Median	4	65	26.5	5
	<b>Mean</b>	<b>40.58 days</b>	<b>78.86 days</b>	<b>33.73 days</b>	<b>6.39 hearings<sup>22</sup></b>
Statistical Strength <sup>23</sup>		.171	.190	.244	.211

<sup>22</sup> The increased number of hearings is directly attributable to additional pre-disposition hearings required of certain types of offenders (e.g., prostitutes and johns) in Community Court.

<sup>23</sup> Because entire populations, rather than samples, are being evaluated, tests of statistical significance are not appropriate here. Instead, the strength of the association between the variables is reported. In this case, the test for strength of the association reported is Eta. The values of Eta vary between -1.0 and +1.0; the closer the value is to +1.0 the stronger is the association between the two variables.

Table 17. Case Processing Efficiency: Adjusted Averages for **Felony Cases** across Comparison groups

	<b>Statistics</b>	<b>Avg. Days from Offense to Filing</b>	<b>Avg. Days from Filing to Disposition</b>	<b>Avg. Days from Arraignment to Pretrial</b>	<b>Avg. No. Hearings from Arraignment to Disposition</b>
<b>Prior year</b>	N	1,670	1,542	706	1,213
(Comparison Group #1)	Minimum	0	0	0	1
	Maximum	373	541	388	31
	Std. Deviation	101.53	134.34	124.64	4.11
	Median	103.5	99	67	4
	<b>Mean</b>	<b>120.87 days</b>	<b>142.71 days</b>	<b>121.79 days</b>	<b>4.16 hearings</b>
<b>Current year – Not CC)</b>	N	1,600	1,169	472	1,063
(Comparison Group #2)	Minimum	0	0	0	1
	Maximum	814	290	183	17
	Std. Deviation	328.06	68.10	55.39	2.86
	Median	107	66	42	3
	<b>Mean</b>	<b>279.74 days</b>	<b>84.09 days</b>	<b>62.04 days</b>	<b>4.08 hearings</b>
<b>Community Court</b>	N	126	99	126	84
	Minimum	1	7	0	2
	Maximum	244	264	160	25
	Std. Deviation	63.81	63.30	38.59	4.70
	Median	48	84	43	6.5
	<b>Mean</b>	<b>69.99 days</b>	<b>98.84 days</b>	<b>44.25 days</b>	<b>7.63 hearings</b>
Statistical Strength		.326	.254	.310	.219

Table 18. Case Processing Efficiency: Adjusted Averages for **Misdemeanor Cases** across Comparison groups

	<b>Statistics</b>	<b>Avg. Days from Offense to Filing</b>	<b>Avg. Days from Filing to Disposition</b>	<b>Avg. Days from Arraignment to Pretrial</b>	<b>Avg. No. Hearings from Arraignment to Disposition</b>
<b>Prior year</b>  (Comparison Group #1)	N	2,740	2,500	1,728	2,212
	Minimum	0	0	0	1
	Maximum	356	538	341	31
	Std. Deviation	75.09	138.36	66.77	3.14
	Median	2	56	35	2
	<b>Mean</b>	<b>41.05 days</b>	<b>112.20 days</b>	<b>57.15 days</b>	<b>3.51 hearings</b>
<b>Current year – Not CC</b>  (Comparison Group #2)	N	2,896	2,393	1,540	2,175
	Minimum	0	0	0	0
	Maximum	814	328	179	21
	Std. Deviation	112.65	88.87	33.37	2.34
	Median	2	34	27	2
	<b>Mean</b>	<b>47.95 days</b>	<b>77.97 days</b>	<b>35.14 days</b>	<b>2.75 hearings</b>
<b>Community Court</b>	N	245	198	242	163
	Minimum	0	0	0	2
	Maximum	212	232	144	19
	Std. Deviation	51.75	56.51	28.45	3.52
	Median	2	52	21	5
	<b>Mean</b>	<b>24.16 days</b>	<b>68.59 days</b>	<b>27.45 days</b>	<b>5.75 hearings</b>
Statistical Strength		.056	.151	.218	.214

## **II. Restoration and Rehabilitation: STS Compliance**

Sampling Design: Again, a quasi-experimental design was most appropriate for this phase of research. The group of Community Court cases consisted of all Minneapolis cases where the offense was committed in the third precinct, and where the case went to pretrial and was sentenced in Thursday afternoon Community Court between November 1, 1999 and June 1, 2000. We compared these cases with all other (non-Community Court) Minneapolis cases sentenced for similar offenses during the same time period.

For this portion of analysis, data was collected in the courtroom as well as from SIP to ensure accuracy.<sup>24</sup> While SIP maintains data on sentences, the compliance information is unavailable. Although compliance with a court sentence is person-related information, we

<sup>24</sup> Again, we are indebted to our Research Assistant, Lorie Schabo Grabowski, who spent countless hours collecting data in the courtroom for this portion of the project.

conducted case-level analysis, since a defendant could potentially be sentenced to STS on multiple cases. Compliance information was collected through October 16, 2000;<sup>25</sup> in other words, offenders who did not complete their STS requirement before that date were considered incomplete, even if their court-ordered time to complete had not yet expired.<sup>26</sup>

Analysis: To determine whether Community Court cases displayed better compliance with STS outcomes, we measured:

- *Average length of time between disposition and first day served on STS*<sup>27</sup>
- *Average length of time between disposition and STS completion*
- *Number of warrants issued for non-compliance with STS*
- *Number of defendants incarcerated in the Hennepin County Adult Correctional Facility (ACF) for non-compliance with STS*

Results:

Looking at Table 19, the third column represents the average number of STS days sentenced, in order to show that Community Court defendants and the comparison group generally received the same number of STS days as a condition of their probation. It is clear from the next column that Community Court defendants start their STS days much sooner after they are sentenced than non-Community Court defendants. However, working our way further across the table, Community Court defendants actually take *longer* to complete their STS days once they have begun.

Table 20 shows us that the completion rate for Community Court defendants is approximately 24% higher than that for other Minneapolis defendants convicted of the same offenses. However, this information viewed in light of their longer time to complete raises the question of whether Community Court defendants are given more chances to complete, while other Minneapolis defendants who are lagging out their STS are more readily terminated from the program. There are fewer warrants and revocations, and less time served at workhouse for non-compliance for Community Court defendants (see Table 20). However, tests of statistical strength show these relationships to be relatively weak and thus less empirically meaningful.

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<sup>25</sup> STS staff assisted with this portion of data collection.

<sup>26</sup> These cases were left in the analysis primarily because the sample sizes were too small to remove them and still have enough cases left to compare. Since the cases in both comparison groups were from the same time period, defendants in both groups had equivalent opportunities to complete their STS by October 16, 2000.

<sup>27</sup> We did not account for time incarcerated at the workhouse, since defendants who are sentenced to incarceration are rarely given STS. Those who were sentenced to incarceration were generally offered STS as an alternative to workhouse time, rather than as a follow-up to incarceration.

Table 19. Compliance with Sentencing to Service (STS)

	<b>Statistics</b>	<b>Average Number of STS Days Sentenced</b>	<b>Avg. Days from Disposition to STS Start*</b>	<b>Avg. Days from STS Start to STS Completion</b>	<b>Avg. Days from Disposition to STS Completion</b>
<b>Non-Community Court Cases</b>	N	93	57	26	26
	Minimum	1	6	0	14
	Maximum	60	317	131	196
	Std. Deviation	13.59	57.33	42.95	53.55
	Median	10	40	7	48
	<b>Mean</b>	<b>13.88</b>	<b>57.02</b>	<b>26.38</b>	<b>65.12</b>
<b>Community Court Cases</b>	N	40	28	21	21
	Minimum	2	3	0	7
	Maximum	30	112	168	213
	Std. Deviation	10.45	25.09	44.71	56.16
	Median	10	30.5	43	80
	<b>Mean</b>	<b>13.78</b>	<b>34.86</b>	<b>55.43</b>	<b>90.62</b>
Statistical Strength		.004	.209	.320	.230

Table 20. Sanctions for Lack of Compliance with STS

	<b>STS Completion Rate*</b>	<b>At Least One Warrant</b>	<b>At Least One Revocation Hearing</b>	<b>Doing Time at Workhouse for Non-Compliance with STS</b>
<b>Non-Community Court Cases</b> (N=93)	29% (N=27)	39.8% (N=37)	16.1% (N=15)	10.8% (N=10)
<b>Community Court Cases</b> (N=40)	53.8% (N=21)	28.2% (N=11)	15.4% (N=6)	7.7% (N=3)
Statistical Strength		.235	-.091	-.009
			-.009	-.043

## Chapter 5 Plans for Long-Term Evaluation

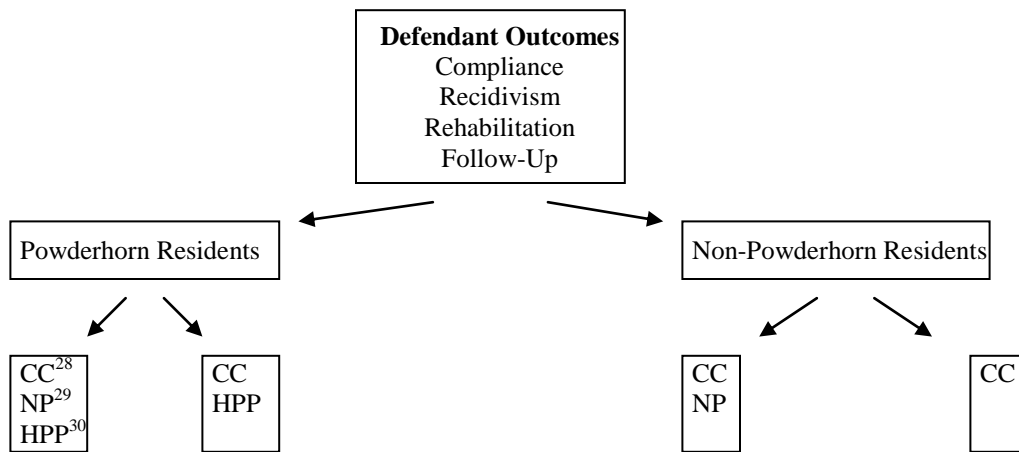
Initially we planned to carry out a long-term evaluation of Community Court with a more rigorous sampling design. One of the most important components of Community Court from the beginning was the physical location of probation officers in the third precinct where many defendants lived. Because many Community Court defendants have multiple social service needs and issues that contribute to their criminal lifestyle (i.e., chemical dependency, mental health issues, etc.), planners deemed that increased contact with probation officers who could help defendants address those social service needs might have a significant impact on defendant outcomes. Thus, we structured an evaluation with a true experimental design around this concept.

Community Court probation officers are located in the Powderhorn Park neighborhood of the third precinct, at the Hennepin Powderhorn Partners social service office. The services of Hennepin Powderhorn Partners (HPP) are generally provided for Powderhorn Park residents only. We based our experimental design on this fact – we categorized Community Court defendants as “Powderhorn” or “Non-Powderhorn”, depending on their home address. We then created two tracks for each category – four tracks in all. (See Figure 2, below). Defendants randomly assigned to the first track (Track #1) would receive the services of neighborhood probation as well as the social services of HPP, in addition to the expedited court process of Community Court. Defendants in the second track (Track #2) would also benefit from the expedited court process and would receive HPP social services; however, these defendants would be placed on “traditional” probation and would not receive the same increased level of supervision as defendants in the first track.

We then created two tracks for the non-Powderhorn residents. The first of these (Track #3) would have the expedited court process and neighborhood probation, but no other HPP services. The second (Track #4) would receive no HPP services and no neighborhood probation, but of course would still benefit from the expedited court process. The purpose of this design was to isolate the effects of neighborhood probation – above and beyond the other characteristics of Community Court. There was an implied “fifth track” however, which was comprised of all defendants who did not come through Community Court and thus did not benefit from the expedited court process.

At the implementation stage, the design failed. For several months, probation staff did randomly assign Community Court defendants to tracks; however, HPP found that devoting neighborhood probation resources to defendants living outside of Powderhorn Park (Track #3) was too much of a hardship for the way they needed to conduct their business. In addition, some defendants from Track #2, who lived in Powderhorn but were not supposed to be receiving neighborhood probation (according to the design), *did* benefit from this increased level of supervision if probation determined them to have a great level of need. In short, probation made choices regarding their business practices that were necessary for their own ethics but collided with the needs of the research design.

Figure 2. Experimental Design for Long-Term Evaluation of Community Court



Future plans for a long-term evaluation of Community Court are yet to be determined.

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<sup>28</sup> Community Court.

<sup>29</sup> Neighborhood probation.

<sup>30</sup> Hennepin Powderhorn Partners.



## Chapter 6

### Conclusions from the Evaluation of the First Year of Community Court

This evaluation shows that Community Court did adhere to its guiding principles and did meet its stated goals during its first year of operation. In addition, through its philosophy of "doing business differently", Community Court catalyzed other District Court initiatives, including the re-organized misdemeanor arraignment calendar which is now called the "Community Impact Calendar" to tie in with the Community Court effort.<sup>31</sup> Through these initiatives, District Court has responded to the needs of the citizens it serves. The results described in this report indicate that at least in the short-term, District Court initiatives are helping to restore justice to the community.

In addition to the process and outcome evaluations described in this report, an independent cost-benefit analysis of Community Court was conducted by the Institute on Criminal Justice.<sup>32</sup> Findings from that study indicate that with regard to system, offender and community impacts, the benefits of Hennepin County's Community Court outweigh the costs associated with the implementation and operation of this specialized court.

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<sup>31</sup> A summary of the changes to the misdemeanor arraignment calendars can be found in a report entitled *Fourth Judicial District Misdemeanor Arraignment Calendars: Summary Report*, prepared by the Hennepin County District Court Research Department in July 2000. Copies are available from the author upon request.

<sup>32</sup> Weidner, Robert R. and Chuck Davis, December 2000. *Benefits and Costs of the Hennepin County Community Court – A Preliminary Analysis*. Minneapolis, MN: Institute on Criminal Justice, University of Minnesota Law School.

**Sentencing to Service (STS) Work Crew Projects Completed in the Third Precinct  
Since the Start of Community Court**

- ❖ Graffiti paint over and removal
- ❖ Snow and ice removal on bus stops
- ❖ Solid Waste Clean Sweep (Litter clean up)
- ❖ Extensive tree removal and brushing (Bomb Shelter)
- ❖ May Day Festival -- Powderhorn Park -- set up and take down, clean up
- ❖ 29<sup>th</sup> Street Corridor -- brushing, snow removal, litter clean up, graffiti removal
- ❖ Tax Forfeit properties -- lot clean up, garbage house clean out, mowing, etc.
- ❖ Pride Festival -- set up and take down, clean up
- ❖ Uptown Art Fair -- set up and take down, clean up
- ❖ Whittier Neighborhood Clean Sweep
- ❖ Trust Handiworks -- Senior's properties mowing, snow removal
- ❖ Minneapolis Parks -- landscaping, clean sweep, planting
- ❖ Exchange Charities -- commodities packaging and distribution
- ❖ Hennepin County Medical Center -- washing and waxing ambulances
- ❖ 38<sup>th</sup> and Chicago -- weekly clean sweep
- ❖ Youth Farm -- landscaping, planting, gardening
- ❖ Flower Up Phillips -- soil preparation, planting
- ❖ Stevens Square Neighborhood -- clean sweep, landscaping
- ❖ Minnesota Department of Transportation -- freeway clean sweep
- ❖ Stone Arch Festival -- set up and take down, clean up
- ❖ Earth Day celebration -- set up and take down, clean up
- ❖ Salvation Army -- Thrift Store, painting
- ❖ Aquatennial Festival -- set up and take down, clean up
- ❖ New Year's celebration -- St. Anthony -- set up and take down, clean up
- ❖ Minneapolis Community Development Agency -- snow removal, mowing, brushing, garbage house clean out
- ❖ Minneapolis Impound Lot -- brushing, clean sweep
- ❖ Fair For All -- commodities packaging, handling
- ❖ Minneapolis Lead Abatement -- apartment cleaning, light construction, brushing

## INTRODUCTION

A. Hello, my name is \_\_\_\_\_. I'm a student calling from the University of Minnesota.

B. We're doing a study of people in the 3<sup>rd</sup> Precinct of Minneapolis about conditions in their communities and the value of local criminal justice programs. Your views will be used to help policy makers make informed decisions.

C. 1. First, do you live in Minneapolis between I-94 and Highway 62?

1. Yes

2. No (IF NO, TERMINATE)

8. DK (IF DK)----> Could I have your street address? I can check and see if you live in the study area and we can call you back.

Address: \_\_\_\_\_

2. Do you live between 35W and the Mississippi River?

1. Yes

2. No (IF NO, TERMINATE)

8. DK (IF DK)----> Could I have your street address? I can check and see if you live in the study area and we can call you back.

Address: \_\_\_\_\_

D. I need to talk to the person in your household who is 18 or older and had the most RECENT birthday.

**(IF RESPONDENT ASKS, SAY, "It's a method of randomly selecting people within the household.")**

E. Your answers will be put with a lot of other people's, so you can't be identified in any way. If there are questions you don't care to answer, we'll skip over them. Okay, let's begin.

**(INTERVIEWERS: HOUSEHOLD MEANS WHATEVER THE RESPONDENT THINKS IT MEANS.)**

### ANSWERING MACHINE MESSAGE:

This is \_\_\_\_\_ calling from the University of Minnesota. We're doing a study of people in the 3<sup>rd</sup> Precinct area of Minneapolis about conditions in their communities and the value of local criminal justice programs. Your household was selected to participate in our study, and we'll be calling you back another day. Or, to make sure your opinion is counted, you may call us collect at 612-627-4300. Thank you.

