

CR-52T
8-5-87
MF-(

State of California



The State of the Jails in California

Report #1: OVERCROWDING IN THE JAILS

BOARD OF CORRECTIONS

By Carol A. Kizziah

November 1984

105292

105292

State of California

BOARD OF CORRECTIONS

Chairman

N. A. CHADERJIAN

Secretary

Youth and Adult Correctional Agency

ALAN M. CROGAN

Chief Probation Officer
County of Santa Barbara

JAMES ROWLAND

Director
Department of the Youth
Authority

THEODORE FLIER

Public Member

MARK L. SAGINOR, M.D.

Public Member

SHARON LEVY

Supervisor
County of Fresno

DANIEL J. VASQUEZ

Warden
California State Prison
at San Quentin

DANIEL J. MC CARTHY

Director
Department of Corrections

THOMAS V. A. WORNHAM

Executive Director
Project JOVE, Inc.

RICHARD K. RAINERY

Sheriff
County of Contra Costa

Staff

Norma Phillips Lammers
Executive Officer

Edgar A. Smith
Assistant Executive Officer

Mark O. Morris
Project Director

Carol A. Kizziah
Project Consultant

Judy A. Chambers
Project Secretary

105292

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

California Department of Corrections

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

NCJRS

APR 13 1987

ACQUISITIONS

The Board of Corrections appreciates the time and effort spent by the following people in reviewing this report:

James Austin, National Council on Crime and Delinquency
Fred Campbell, Criminal Justice Research Foundation
Renée Goldstein, Criminal Justice Agency, Contra Costa County
John Heiss, Hughes-Heiss and Associates
Alan Kalmanoff, Institute of Law and Policy Planning
Jerry Needle , Criminal Justice Research Foundation
William Pannell, Sierra College, Sacramento, CA
J. W. Pederson, Field Representative, Board of Corrections
Charlotte Rhea, Bureau of Criminal Statistics
Ron Taylor, OMNI Group
R. Neil Zinn, Field Representative, Board of Corrections

TABLE OF CONTENTS

	<u>Page</u>
EXECUTIVE SUMMARY	i
INTRODUCTION	1
INCARCERATION IN CALIFORNIA	3
INCARCERATION TRENDS	7
FACTORS CONTRIBUTING TO JAIL POPULATION INCREASES	19
JAIL POPULATION PROJECTIONS	33
JAIL PROFILE	38

TABLES AND FIGURES

	<u>Page</u>
TABLE 1: Incarceration Rates of All California Counties (1984)	4
MAP 1: Jail Incarceration Rates in California Counties (1984) . . .	5
TABLE 2: Total Jail Admissions, by County 1981-1983	8-9
TABLE 3: California County Jails-Incarceration Rate Per 10,000	10-12
Population	
TABLE 4: Percentage Increase in Incarceration Rate 1980/81 to	13
1984	
TABLE 5: Average Length of Stay (ALS), Bookings, Average Daily	17-18
Population (ADP) for 40 Counties, 1979-1983	
TABLE 6: Incarceration and Felony Arrest Rate Rank - 1982	21
(Counties of 100,000+)	
FIGURE 1: Felony Arrest and Incarceration Rate Relationship	22
TABLE 7: Criminal Justice Expenditures 1973-1983	25
TABLE 8: Authorized Full-Time Law Enforcement Sworn Personnel	26
1973-1983	
TABLE 9: Adults Held in City Jails	27
TABLE 10: Population, Crime, Police Disposition, and Jail Use	29-30
Trends-Statewide	
TABLE 11: Adult Felony Arrests, Type of Disposition, 1978-1983	31
TABLE 12: Base Period Population Ratios	33
FIGURE 2: Jail Population Projections 1988-89	34
TABLE 13: Adults Under Local Supervision, County Jails and Camps . . .	36
TABLE 14: Percentage of Pretrial Misdemeanor and Felony Bookings in .	39
Proposition 2 Large Project Applicant Counties	
TABLE 15: Pretrial Charge Profile in Proposition 2 Large Project . . .	40
Applicant Counties	
TABLE 16: Pretrial Population as Percentage of Total ADP	42
TABLE 17: Misdemeanor Defendants in Custody As Percentage of Total . .	43
Pretrial Population	
MAP 2: Misdemeanor Defendants As Percentage of Total Pretrial . . .	45
Population	
TABLE 18: Misdemeanants as Percentage of Total Sentenced Population .	46

APPENDICES

	<u>Page</u>
APPENDIX 1: List of County Jail Capital Expenditure Fund Applicants	50
APPENDIX 2: Estimates of "At Risk" Population in California	51
APPENDIX 3: Proposition 2 Large Project Applications	52-54
Profile Data	
APPENDIX 4: Proposition 2 Small Project Applications	55-57
Profile Data	
APPENDIX 5: Pretrial Booking Sample by County	58-62
APPENDIX 6: Juveniles in County Jail 1982-83	63-64
APPENDIX 7: Selected Characteristics of Jail Inmates	65
Table 1: Age	
a. Percentage of Young Adults by County	66
b. Mean and Median Age by County	67
Table 2: Ethnic Identity Percentages	68-70
Table 3: Employment Status at Booking	71
Table 4: Marital Status	72
Table 5: Educational Level	73
County Demographic Study Methodologies	74-76

THE STATE OF THE JAILS IN CALIFORNIA

REPORT #1: OVERCROWDING IN THE JAILS - EXECUTIVE SUMMARY

INTRODUCTION

The State of California Board of Corrections presents this first report in a series of reports on the "state of the jails" in California.

In 1981, the Legislature passed AB 3245, which provided \$40 million for local jail construction. Then, in 1982, California voters ratified Proposition 2, which provided \$280 million for jail construction. To apply for these funds, California counties were required to undertake a correctional facility planning process to analyze the degree, causes, and remedies for overcrowded and dilapidated conditions in California jails. This planning process included an analysis of the usefulness and condition of existing facilities and a review in each county of the entire criminal justice system--arrest rates, pretrial release mechanisms, incarceration patterns, profile of jail inmates, post-sentence alternatives to incarceration programs.

The information obtained in this process was forwarded to the Board of Corrections in needs assessments and applications for county jail capital expenditure funds. The information, along with data from statistical reports published regularly by the Bureau of Criminal Statistics, Department of Finance, and other research and reference sources, forms the data base for this and future reports. The reports are presented in a non-technical format and should interest citizens as well as corrections practitioners and county and state government officials. The Board hopes that consolidating and disseminating this information will help refine the corrections planning effort that has been occurring throughout the state.

The reports on the "state of the jails" will be issued separately on particular topics. When complete, the reports will present a comprehensive picture of jails and the flow of people into and out of jails in California.

SUMMARY

Jail populations have been skyrocketing in recent years. This first report contains a description of the size of the state's jail population increases, a forecast of future jail populations, and an analysis of the sources--and policy implications--of these increases. The report also contains a general description of the status of persons in custody and the crimes for which they were arrested and convicted.

There were approximately 1.1 million admissions into county jails in California in 1983, (3,100 admissions per day), including people booked prior to trial and those jailed after conviction. Most of the people admitted to jail stay for less than a day or two. Some, however, stay for a year or more. The average length of stay per jail admission in 1983 was 14.2 days. There were, on the average, 43,148 persons in jail per day in 1983.

*There are about 9,000 more prisoners than jails are designed to hold in California today.

*On an average day, one out of every 589 Californians is in jail. Local jails vary widely in size. Mono County holds an average of 11 prisoners; Los Angeles County has an average of 14,128 prisoners in jail every day.

*Incarceration rates vary among the counties too. Amador County has the lowest rate in the state, with 9.7 prisoners per 10,000 population. Kings County is highest, with 47 prisoners per 10,000 county residents. The mean incarceration rate in California was 17.0 prisoners per 10,000 population in 1984.

The number of people in jail in California has nearly doubled in the last decade. The increases are particularly dramatic in the last four years.

*The average daily jail population went from 22,830 prisoners in 1974 to 43,148 in 1984--an increase of 89 percent.

*The incarceration rate has risen from 10.8 in 1974 to 17.0 in 1984. Every county in California has a higher incarceration rate now than in 1974, with the exception of Imperial County.

*Four central California counties had especially large increases in incarceration rates: Kern, Kings, Madera, and Monterey.

Jail populations are set by two factors: how many people are brought to jail, and how long they stay. Recent increases in jail populations occurred because both of these factors increased. There are more bookings, and those booked are staying in jail longer.

*In all but seven of 40 sample counties, the average daily population increased each year over the five years from 1979-1983. The average daily population is higher in 1983 in all counties than it was in 1979. Admissions also increased over this period; where there were temporary declines in admissions, jail populations continued up anyway because of increasing lengths of stay.

*The average length of stay per booking in jails in 1983 ranged from 5.0 and 5.2 days in Mendocino and San Diego counties to highs of 23.6 and 20.1 days in Los Angeles and Alameda counties. (In Los Angeles and Alameda counties, city jails held most of the short-stay prisoners.) Over the last three years, the average length of stay appears to have risen by close to four days statewide.

*The average length of stay in the early 1980's is similar to what it was in the early 1970's. Lengths of stay seem to have declined during the late 1970's, and then increased rapidly in recent years. This happened at a time when admissions were also going up--leading to a double thrust toward higher jail populations.

There are multiple causes for the increase in jail admissions and populations. There are more people in the state, with some results for increasing jail populations. But criminal law and criminal justice policy changes seem to be more important causes for the growth in jail populations.

*The overall state population has risen about 20 percent in the last decade. The "at risk" population--of young adults, aged 18-29, who are thought to be "high risk" candidates for jail--increased only 3 percent between 1980 and 1983. During these same three years, daily populations in local jails were rising by 50 percent--far more than could be accounted for by increases in general or "at risk" populations growth.

Increased police activity appears to have contributed to higher jail populations. Jail population increases are correlated with increasing arrest rates, especially felony arrest rates.

*Reported crime had been rising from 1974 through 1981, but began to decrease during the past two years.

*Felony arrest rates have also increased over the past few years, with a slight drop-off coming only in 1983. The incarceration rate is strongly correlated with felony arrest rate: as the felony arrest rate goes up, the incarceration rate also goes up.

*The relationship of misdemeanor arrests and jail population levels is less clear. Misdemeanor arrests have climbed, with some fluctuations, throughout the past decade. However, the number of such arrests released by police has also increased--from 9.8 percent of misdemeanor arrests in 1974 to 14 percent in 1983.

*Two-thirds of the misdemeanor pretrial jail population have holds or warrants. Existence of a hold or warrant increases the time a prisoner is likely to remain in custody.

*The growth in arrest volume may be attributable in some part to increases in law enforcement personnel complements. Total expenditures for law enforcement increased by 61 percent in the last decade, with the biggest increases coming in 1982 and 1983--the period in which major increases in jail populations were also registered. Between 1973 and 1983, there was a 14 percent increase in the number of law enforcement personnel.

The increase in felony arrests in concert with more stringent law enforcement processing of felony arrests seem to be factors in the increases in jail populations.

*A smaller percentage of accused felons are being released after arrest and more felony complaints are being sought on felony arrests than in previous years. Over the last four years, 14-15 percent of the felony arrests were released at the police level, as compared with 17-18 percent in earlier years. This presumably leads to a larger percentage of accused felons remaining in custody, and staying there for longer periods of time.

*The number of adult felons sentenced to probation with jail has increased each year since 1978. This trend held constant even when the total number of adult felony sentences began declining in 1981.

*There is consensus among counties that the general public attitude toward increasing penalties for crime is reflected in recent legislation requiring mandatory jail terms and increasing sentence length. These trends have, in this consensus opinion, contributed significantly to recent increases in jail populations. The jail populations began to rise noticeably in 1980, and did so throughout California. The statewide character of the trend indicates that the impact of legislation is significant.

Jail populations will probably continue to rise for the rest of the 1980's--but the increase will probably begin to slow. Conservative estimates place jail populations at 53,000 or more prisoners by 1990--an increase of about 20 percent over today's population levels.

*Several factors related to jail population levels have already begun to level off or decline: "at risk" populations have peaked, and felony arrest rates are showing signs of decline as well. The total number of pretrial prisoners was actually less in 1983 than 1982.

*Sentenced prisoner populations have been increasing each year since 1979; the rate of increase, however, slowed between 1982 and 1983.

*Because jail populations are so sensitive to criminal law and policy, the main determinant of future jail populations will be public, judicial, legislative, and other official opinion about the need for incarceration.

*The increase in sentenced prisoners may reflect the current local and statewide attitudes calling for more severe sanctions against certain offenders, e.g., drunk drivers.

*Currently, the most pressing capacity shortages are in pretrial, high security housing. If an upward trend in the sentenced population continues, it could have major implications for future facility planning.

There are really at least two jail systems: one for large numbers of pretrial defendants, accused of misdemeanors, who are released within hours; the other for accused felons and sentenced prisoners, who stay for days, weeks, even years.

*The majority of persons booked into jail pretrial are charged with misdemeanors--70-85% of admissions are for misdemeanors. There is not much variation among counties in the percentage of misdemeanor and felony arrests booked into jail.

*Vehicle Code and drug and alcohol-related violations account for a substantial proportion of local jail pretrial bookings. Over half (52%) of the misdemeanor bookings are for Vehicle Code violations and although not documented in this data sample, the majority are most likely drunk driving.

*When drunk driving bookings are combined with public inebriate and other substance abuse bookings, it is clear that drug and alcohol-related bookings probably account for the majority of all bookings into local jails in California.

*Although the majority of persons admitted to jail pretrial are charged with misdemeanors, about 80% are released within hours through various release mechanisms--citation, release on own recognizance, bail. The profile of prisoners remaining in jail is dramatically different than the admission profile. At any one time, only about 24% of the persons in California jails are charged with misdemeanors and 76% are charged with felonies.

*Counties ranged from a low of nine percent pretrial misdemeanor defendants in custody to a high of 47% indicating that pretrial release mechanisms probably account for differences among counties in custody profiles. (This topic will be explored in more detail in the next report.)

*Generally, only less populated counties had high percentages of pretrial misdemeanor defendants.

*Of the persons who are committed to jail after conviction to serve their jail term, slightly less than half (46%) are felons. Counties varied widely in the percentage of sentenced misdemeanants in custody, from a low of 36% to a high of 80-90%. Generally, the more populous counties all held a higher percentage of sentenced felons in custody.

The vast majority of bookings into a jail are pre-trial (about 90%). However, slightly under half the jail population, on an average day, is in pre-trial custody, and slightly more than half are sentenced prisoners.

*Currently, there are slightly more sentenced prisoners (52%) than pretrial prisoners (48%) in the county jail system. Generally speaking, counties with smaller general populations have smaller proportions of pretrial prisoners (30-45%) than counties with larger general populations.

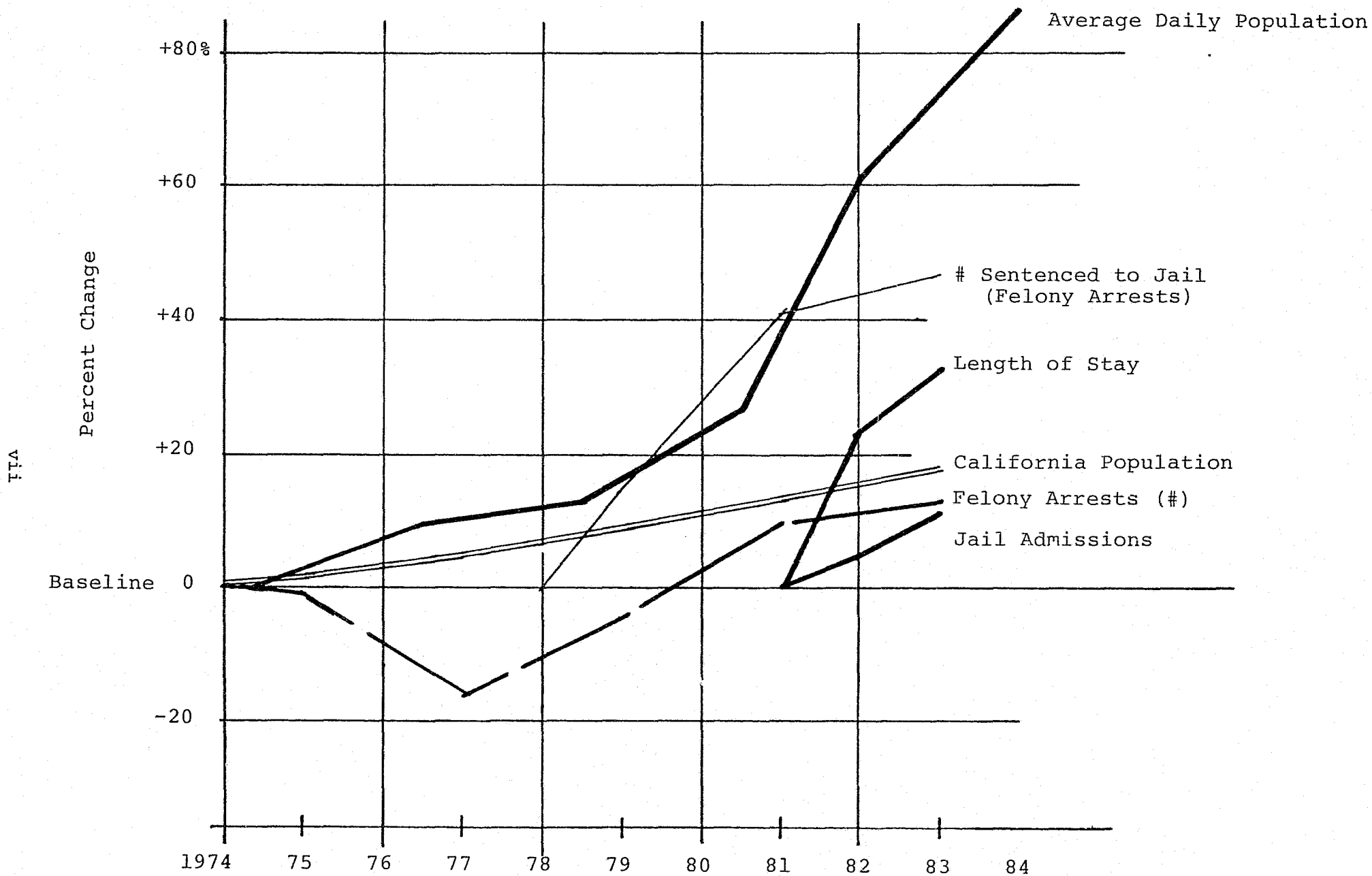
A person housed in county jail in California is typically 18-30 years of age, single and unemployed.

*Few juveniles are housed in adult facilities. In 1982-83, 51 juveniles a day were held in county jail facilities (46 of the juveniles were held in Los Angeles County).

*Men comprise slightly more than 90 percent of the California jail population; women comprise nine percent. This split has remained stable in the last decade.

*The majority of inmates were white in two-thirds of the counties reporting ethnic background data. Minorities comprised the majority of jail inmates in one-third of the counties. In fact, in several of the counties with the largest inmate populations--Los Angeles, San Francisco, San Diego and Santa Clara--minorities comprised the majority of the jail population.

The next report will focus on the approaches to release and/or housing prisoners that impact the jail population in California.



Percentage Change Trends in Jail Population and Other Criminal Justice System Variables

THE STATE OF JAILS IN CALIFORNIA

REPORT #1: OVERCROWDING IN THE JAILS

INTRODUCTION

The State of California Board of Corrections presents this first report in a series of reports on the "state of the jails" in California.

In 1981, the legislature passed AB 3245, which provided \$40 million for local jail construction. Then in 1982, California voters ratified Proposition 2, which provided \$280 million for jail construction. To apply for these funds, California counties were required to undertake a correctional facility planning process to analyze the degree, causes, and remedies for the overcrowded and dilapidated conditions in their jails. (Proposition 16 which passed in June 1984 added another \$250 million to the county jail capital expenditure fund.) This planning process included an analysis of the usefulness and condition of existing facilities and a review in each county of the entire criminal justice system--arrest rates, pretrial release mechanisms, incarceration patterns, jail inmate profiles, post-sentence alternatives to incarceration programs.

The information obtained in this process was forwarded to the Board of Corrections in needs assessments and applications for county jail capital expenditure funds. There is now an unprecedented wealth of information about California jails.

This information, along with data from regular statistical reports published by the Bureau of Criminal Statistics, Department of Finance, and other research and reference sources, forms the data base of this and future reports. The reports are presented in a non-technical format and should interest citizens as well as corrections practitioners and county and state government officials. The Board hopes that consolidating and disseminating this information will help refine, even more, the corrections planning effort that has been occurring throughout the state.

In all, 49 counties applied through the State Board of Corrections for county jail capital expenditure funds. These counties hold in their county jails 99% of county jail prisoners in California*; 99% of the state general population lives in the applicant counties. (See Appendix 1: County Jail Capital Expenditure Fund Applicants.)

In the Proposition 2 process, counties could apply for small jail construction or renovation projects (\$1 million or less) or large projects (over \$1 million). The 19 counties that applied for large projects were required to prepare a major needs assessment in support of their proposed project. The 28 counties applying for small projects were required to submit minor needs assessments. (See California Administrative Code, Title 15, Division 1, Sections 536 and 538, Minimum Jail Standards for description of requirements for major and

*Counties that did not apply are: Alpine, Amador, Colusa, Imperial, Lake, Lassen, Modoc, Tehama, and Trinity.

minor needs assessments. The essential distinction is that "major" needs assessments entail full analysis of prisoner profile, length of stay, and release practices. "Minor" needs assessments focus somewhat more narrowly on facility characteristics and problems.) Data on particular topics in this and future reports is, therefore, not always available from all counties.

Counties applying for Proposition 2 large projects hold 80% of the county jail prisoners, and 79% of the general population live in those applicant counties.

The reports on the "state of jails" will be issued separately on particular topics. When complete, the reports will present a comprehensive picture of jails and the flow of people in and out of jails in California.

Jail populations have been skyrocketing in recent years. This first report describes the size of the jail population increase, forecasts future jail population and analyzes the sources and policy implications of these increases.

The report also contains a general description of the status of persons in custody and the crimes for which they were arrested and/or convicted.

INCARCERATION IN CALIFORNIA

There were slightly over 1.1 million persons admitted to jail in 1983 and 43,000 persons in jail on an average day in California.

In this report, incarceration will be referred to both as the process by which a person is confined to jail and the status of being in jail. Thus, the magnitude of incarceration in California can be measured in two ways. One measure is the actual number of persons who are arrested and admitted to a county jail* and held for some amount of time. The second measure is the number of persons in custody, at a given time, in jail facilities. For example, in 1983 there were 1,107,206 admissions into county jail facilities. This means that 4,398.2 persons per 100,000 were admitted to county jail. About 40% of these total admissions spend a day or less in jail. In February 1984, there were on the average, 43,148 persons incarcerated in county jail facilities.

The average daily population will be used most often in this report describing county incarceration. Average daily population for county detention facilities in California is the only data reported on a regular basis.

At any given time, one out of every 589 persons in California is incarcerated in a county jail.

Local jail populations vary widely. Mono County held an average of 11 prisoners, while Los Angeles County held an average of 14,128 prisoners.

The mean incarceration rate in California in 1984 was 17.0 per 10,000 residents. The county incarceration rates ranged from a low of 9.7 per 10,000 in Amador County to a high of 47 per 10,000 residents in Kings County (see Table 1: Incarceration Rates of All California Counties).

With the exception of three counties--Kings, Madera, and Kern--all counties fell within a range of 9.7 to 28.3 per 10,000 residents (see Map 1: Jail Incarceration Rates in California Counties-1984).

Given 43,000 county jail prisoners a day in California, it is estimated that counties are spending approximately \$470 million a year operating detention facilities.**

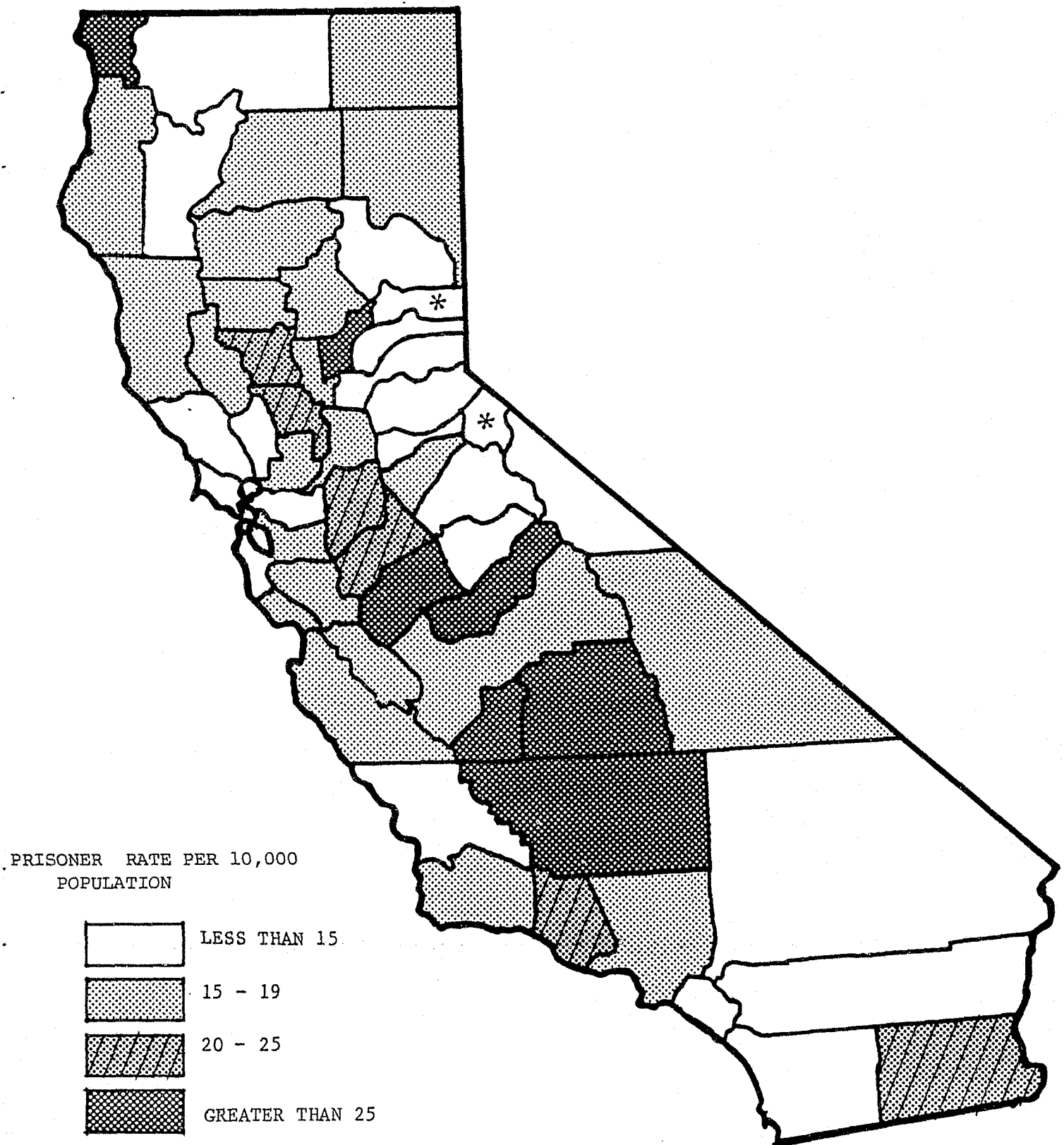
*Cities and some counties in California operate Type I jails. However, the maximum length of time a person can be detained in a Type I jail is 48 hours, excluding weekends and holidays. Persons held in these jails are not included in the statistics in this report unless specifically noted. There are 132 Type I facilities in the State; 96 of these are city jails. On an average day, there were 2,075 prisoners in a rated capacity of 3,650. (Source: Board of Corrections Newsletter, Vol. 9, #2, p. 7.)

**The State of California reimburses counties for holding state prisoners in county facilities (awaiting parole revocation hearings). The 1983-84 reimbursement rates ranged from \$18 to \$57 per day (main jails only). If 43,000 ADP x 365 days/year = 15,695,000 prisoner days x \$30/day operating costs = \$470,850,000.

INCARCERATION RATES OF ALL CALIFORNIA COUNTIES
 (Prisoners per 10,000 population)
 1984

1. Kings	46.8	29. Alameda	17.1
2. Madera	44.3	30. Santa Clara	17.1
3. Kern	39.4	31. Lake	16.8
4. Del Norte	28.6	32. Santa Cruz	16.3
5. Yuba	26.8	33. Humboldt	16.1
6. Merced	25.6	34. San Benito	15.1
7. Tulare	25.3	35. Butte	15.0
8. San Joaquin	23.1	36. Calaveras	14.9
9. Colusa	21.8	37. Nevada	14.6
10. Stanislaus	21.2	38. San Luis Obispo	13.9
11. Yolo	21.1	39. Orange	13.4
12. Ventura	20.6	40. Riverside	13.4
13. Imperial	20.0	41. San Mateo	13.2
14. Fresno	19.8	42. Plumas	13.1
15. Modoc	19.8	43. Placer	13.0
16. San Francisco	19.8	44. El Dorado	12.8
17. Inyo	19.1	45. Mariposa	12.7
18. Monterey	18.9	46. San Bernardino	12.7
19. Sacramento	18.9	47. Tuolumne	12.7
20. Tehama	18.7	48. Napa	12.4
21. Mendocino	18.7	49. Trinity	12.2
22. Sutter	18.6	50. Sonoma	12.2
23. Glenn	18.5	51. Mono	11.8
24. Shasta	18.2	52. Siskiyou	11.5
25. Solano	18.2	53. Marin	11.3
26. Los Angeles	18.0	54. San Diego	10.9
27. Lassen	17.2	55. Contra Costa	10.3
28. Santa Barbara	17.2	56. Amador	9.7

MAP 1: JAIL INCARCERATION RATES IN
CALIFORNIA COUNTIES (1984)



* NO COUNTY JAIL (except temporary holding cells)

Seventy-eight percent of the jail inmates in California are held in the 13 counties with the largest jails--Alameda, Contra Costa, Fresno, Kern, Los Angeles, Orange, Riverside, Sacramento, San Bernardino, San Diego, Santa Clara, Ventura, and San Francisco. Of the 100 largest jails in the United States, 20 are located in these California counties. These 13 counties held over 10% of the incarcerated population in the nation in a 1982 jail survey.* These counties are also the most populous counties in California.**

*Source: Bureau of Justice Statistics, Bureau of Justice Statistics Bulletin, Jail Inmates 1982, February 1983, pp. 2-3.

**San Mateo is the 11th ranked county by population, but does not have one of the 100 largest jails.

INCARCERATION TRENDS

Jail populations in California counties have nearly doubled in the last decade.

One perspective on the magnitude of incarceration in California today is to compare current levels of incarceration with those of the past.

Total jail admissions have increased by 10% in the last three years from 1,002,452 in 1981 to 1,107,206 in 1983. Admissions are growing more rapidly than the general population--the admission rate per 100,000 population increased 6% between 1981 and 1983. Forty-three of the 58 counties had more admissions in 1983 than in 1981. (See Table 2: Total Jail Admissions, 1981-1983.)

The average daily population in county jail facilities in California has nearly doubled in the last decade. The jail population went from 22,830 prisoners in 1974-75 to 43,148 prisoners in 1984, an increase of 89%. (See Table 3: California County Jails, Incarceration Rate Per 10,000 Population.) The total Board of Corrections rated capacity for all local jails in 1974-75 was 28,812 persons. The 1984 Board rated capacity is 34,203, a 19% increase in bed capacity. This represents a shortage of 8,945 beds. The overall increase in bed capacity has not kept up with the increase in persons incarcerated.

The jail incarceration rate for the state has increased 57% from 10.8 per 10,000 residents in 1974-75 to 17.0 per 10,000 residents in 1984. Between 1980-81 and 1984, the jail incarceration rate increased in all California counties with the exception of El Dorado, Imperial, Mono, San Diego, and Santa Cruz. Every county in California has a higher jail incarceration rate in 1984 than in 1974-75, except Imperial.

TOTAL JAIL ADMISSIONS*

1981 - 1983

County	1981	1982	1983
Alameda	32,842	34,851	33,758
Alpine	31	62	14
Amador	756	857	970
Butte	6,576	6,924	7,117
Calaveras	1,404	1,146	1,095
Colusa	1,153	1,382	1,141
Contra Costa	14,047	19,671	20,162
Del Norte	1,837	1,635	1,651
El Dorado	3,910	3,955	4,076
Fresno	38,509	42,781	43,500
Glenn	1,733	1,795	2,289
Humboldt	8,760	8,030	9,198
Imperial	7,920	6,583	6,115
Inyo	834	1,014	930
Kern	28,116	31,788	33,063
Kings	5,732	6,173	6,118
Lake	2,638	2,740	2,901
Lassen	472	321	440
Los Angeles	159,104	176,181	197,558
Madera	7,322	7,040	7,184
Marin	12,184	11,642	10,808
Mariposa	824	747	663
Mendocino	3,132	3,888	3,871
Merced	12,484	12,675	13,510
Modoc	494	589	675
Mono	705	799	791
Monterey	17,313	20,093	21,066
Napa	3,290	4,256	5,344

*Admission totals include both pretrial and sentenced admissions. Thus, some people may be double counted, i.e., booked pretrial and released from custody and then booked a second time upon commitment. Also, some counties book the same person more than once (re-book) if the person has an outstanding hold or warrant. For example, in San Diego there were 97,824 persons admitted to jail in 1983. There were 118,092 bookings entered on those 97,824 persons. Where possible, person counts, rather than bookings, were obtained.

TABLE 2
Continued

County	1981	1982	1983
Nevada	2,633	2,480	3,114
Orange (Fiscal Year)	72,884	73,557	73,446
Placer	3,646	4,288	4,362
Plumas	773	757	930
Riverside	41,236	39,969	38,547
Sacramento	41,339	39,270	42,217
San Benito	2,135	2,660	2,281
San Bernardino	43,836	46,111	62,264
San Diego	100,346	96,463	97,824
San Francisco	48,520	48,785	50,970
San Joaquin	27,024	28,874	31,916
San Luis Obispo	6,035	6,878	7,846
San Mateo	29,807	28,356	30,538
Santa Barbara	16,943	18,723	19,363
Santa Clara (Fiscal Year)	62,891	65,662	68,780
Santa Cruz	12,707	12,584	11,644*
Shasta	9,375	10,291	11,011
Sierra	265	165	256
Siskiyou	1,658	1,776	2,345
Solano	10,971	12,216	13,438
Sonoma (Fiscal Year)	11,983	15,421**	15,655**
Stanislaus	23,897	20,738	21,693
Sutter	3,894	4,424	4,597
Tehama	2,212	2,715	2,781
Trinity	508	422	590
Tulare	17,115	15,179	14,309
Tuolumne	2,489	2,502	2,226
Ventura	19,499	22,593	23,771
Yolo	5,913	5,913	6,497
Yuba	5,786	5,941	5,987
Total Bookings	1,002,442	1,045,331	1,107,206
Booking Rate per 100,000	4,143.0	4,228.0	4,398.2
Average Length of Stay Per Booking	10.5 days	12.8 days	14.2 days

*Santa Cruz no longer counted re-books or self-surrenders in admission data in 1983.

**In 1982 and 1983, Sonoma County started including 647f bookings and 849b releases in admission data.

TABLE 3

CALIFORNIA COUNTY JAILS
INCARCERATION RATE PER 10,000 POPULATION

COUNTY	1984				1974			
	COUNTY POPULATION (1/1/84) (1)	AVERAGE DAILY POPULATION 1984 (2)	INCARCERATION RATE 1984 (3)	RANK LOW TO HIGH	COUNTY POPULATION 7/1/74 (4)	AVERAGE DAILY POPULATION 1974 (5)	INCARCERATION RATE 1974 (3)	RANK LOW TO HIGH
Alameda	1,172,300	2007	17.1	28	1,098,900	1,365	12.4	36
Amador	21,550	21	9.7	1	15,000	11	7.3	8
Butte	157,100	236	15.0	22	118,100	87	7.4	10
Calaveras	24,850	37	14.9	21	15,400	20	13.0	40
Colusa (6)	14,200	31	21.8	48	12,600	26	20.6	54
Contra Costa (6)	693,700	712	10.3	2	579,600	316	5.5	2
Del Norte (6)	18,550	53	28.6	53	16,000	25	15.6	49
El Dorado	97,500	125	12.8	13	56,100	57	10.2	26
Fresno (6)	558,600	1,094	19.8	41	439,100	600	13.6	44
Glenn	22,650	42	18.5	34	19,100	25	13.1	41
Humboldt	111,300	179	16.1	24	105,800	102	9.6	23
Imperial (6)	101,700	203	20.0	44	81,000	229	28.3	56
Inyo	18,300	35	19.1	40	17,000	15	8.8	19
Kern	455,000	1,792	39.4	54	349,800	642	18.4	53
Kings	80,700	378	46.8	56	68,100	90	13.2	42
Lake	44,000	74	16.8	26	24,900	31	12.4	37
Lassen	23,850	41	17.2	30	18,300	20	10.9	29
Los Angeles	7,866,900	14,128	18.0	31	7,123,500	8,023	11.3	32
Madera (6)	72,400	321	44.3	55	47,400	98	20.7	55
Marin	224,900	254	11.3	4	214,200	167	7.8	13
Mariposa	12,600	16	12.7	11	8,000	8	10.0	24

(1) Department of Finance Report 84E-1, May 1, 1984

(2) Based on Board of Corrections one month facility count, February 1984

(3) Jail population per 10,000 residents

(4) Department of Finance Report I 70-80, March 1982

(5) Based on count reported by county staff to Board of Corrections for prior year at time of jail inspection (during 1974-75) for year prior to inspection date

(6) Average daily population and incarceration rate for 1984 calculated based on removal or addition of contract prisoners. Contact prisoner estimates were obtained from the U. S. Marshal's Office, the California Department of Corrections, and individual counties for February 1984.

NOTE: Alpine/Sierra counties do not have long term prisoner holding facilities (Type II). Sierra County held five prisoners in Colusa in February 1984 for a 15.2 incarceration rate. Sierra held no prisoners in any Type II facility in February 1984.

CALIFORNIA COUNTY JAILS
INCARCERATION RATE PER 10,000 POPULATION

COUNTY	COUNTY POPULATION (1/1/84) (1)	AVERAGE DAILY POPULATION 1984 (2)	INCARCERATION RATE 1984 (3)	RANK LOW TO HIGH	COUNTY POPULATION 7/1/74 (4)	AVERAGE DAILY POPULATION 1974 (5)	INCARCERATION RATE 1974 (3)	RANK LOW TO HIGH
Mendocino	71,000	133	18.7	36	57,300	44	7.7	12
Merced	149,900	383	25.6	51	117,200	200	17.1	51
Modoc	9,600	19	19.8	43	8,000	7	8.8	18
Mono	9,325	11	11.8	6	7,000	7	10.0	25
Monterey	316,200	599	18.9	39	265,500	188	7.1	7
Napa	101,700	126	12.4	9	88,900	N/A	N/A	assume9
Nevada	63,700	93	14.6	20	32,300	41	12.7	38
Orange	2,066,500	2,774	13.4	18	1,669,700	1,173	7.0	6
Placer	130,600	170	13.0	14	89,000	61	6.9	4
Plumas	18,350	24	13.1	15	13,800	6	4.3	1
Riverside	757,500	1,016	13.4	17	520,000	628	12.1	35
Sacramento	858,500	1,621	18.9	38	683,000	1,040	15.2	48
San Benito	28,500	43	15.1	23	20,500	30	14.6	46
San Bernardino	1,014,500	1,287	12.7	10	691,100	774	11.2	31
San Diego	2,040,900	2,234	10.9	3	1,521,400	1,588	10.4	28
San Francisco (6)	706,900	1,398	19.8	42	699,800	837	12.0	33
San Joaquin	390,600	902	23.1	49	298,800	438	14.7	47
San Luis Obispo	175,700	244	13.9	19	127,400	88	6.9	5
San Mateo	603,600	799	13.2	16	573,900	435	7.6	11
Santa Barbara	320,400	550	17.2	29	279,600	186	6.7	3
Santa Clara	1,365,100	2,331	17.1	27	1,160,000	958	8.3	14

(1) Department of Finance Report 84E-1, May 1, 1984

(2) Based on Board of Corrections one month facility count, February 1984

(3) Jail population per 10,000 residents

(4) Department of Finance Report I 70-80, March 1982

(5) Based on count reported by county staff to Board of Corrections for prior year at time of jail inspection (during 1974-75) for year prior to inspection date

(6) Average daily population and incarceration rate for 1984 calculated based on removal or addition of contract prisoners. Contract prisoner estimates were obtained from the U. S. Marshal's Office, the California Department of Corrections, and individual counties for February 1984.

NOTE: Alpine/Sierra counties do not have long term prisoner holding facilities (Type II). Sierra County held five prisoners in Colusa in February 1984 for a 15.2 incarceration rate. Sierra held no prisoners in any Type II facility in February 1984.

TABLE 3

**CALIFORNIA COUNTY JAILS
INCARCERATION RATE PER 10,000 POPULATION**

COUNTY	COUNTY POPULATION (1/1/84) (1)	AVERAGE DAILY POPULATION 1984 (2)	INCARCERATION RATE 1984 (3)	RANK LOW TO HIGH	COUNTY POPULATION 7/1/74(4)	AVERAGE DAILY POPULATION 1974(5)	INCARCERATION RATE 1974(3)	RANK LOW TO HIGH
Santa Cruz	203,100	331	16.3	25	150,800	155	10.3	27
Shasta	124,700	227	18.2	33	90,400	122	13.5	43
Siskiyou	41,600	48	11.5	5	35,100	31	8.8	20
Solano	263,000	478	18.2	32	183,800	152	8.3	15
Sonoma	323,100	394	12.2	7	243,700	226	9.3	21
Stanislaus (6)	292,300	619	21.2	47	219,600	394	17.9	52
Sutter (6)	56,600	105	18.6	35	45,400	38	8.4	17
Tehama	42,700	80	18.7	37	32,100	41	12.8	39
Trinity	13,100	16	12.2	8	9,400	9	9.6	22
Tulare	269,300	681	25.3	50	210,300	292	13.9	45
Tuolumne	37,750	48	12.7	12	25,200	21	8.3	16
Ventura	579,900	1,193	20.6	45	428,300	477	11.1	30
Yolo	119,600	252	21.1	46	98,700	119	12.1	34
Yuba	52,200	140	26.8	52	43,800	72	16.4	50
STATEWIDE	25,415,300(7)	43,148	17.0		21,173,000(7)	22,835	10.8	

(1) Department of Finance Report 84E-1, May 1, 1984

(2) Based on Board of Corrections one month facility count, February 1984

(3) Jail population per 10,000 residents

(4) Department of Finance Report I 70-80, March 1982

(5) Based on count reported by county staff to Board of Corrections for prior year at time of jail inspection (during 1974-75) for year prior to inspection date

(6) Average daily population and incarceration rate for 1984 calculated based on removal or addition of contract prisoners. Contract prisoner estimates were obtained from the U. S. Marshall's Office, the California Department of Corrections, and individual counties for February 1984.

(7) The total population includes the population in Alpine and Sierra counties. Alpine and Sierra are not listed because these two counties do not have long term prisoner holding facilities (Type II). Sierra County held five prisoners in Colusa in February 1984 for a 15.2 incarceration rate. Sierra held no prisoners in any Type II facility in February 1984.

Four central California counties (Kern, Kings, Madera, and Monterey) had close to, or over, a 100% increase in jail population. (See Table 4: Percentage Increase in Incarceration Rate 1980/81 to 1984.)

TABLE 4
PERCENTAGE INCREASE IN INCARCERATION RATE
1980/81 to 1984

Alameda	31%	Orange	55%
Amador	52%	Placer	20%
Butte	49%	Plumas	- 19%
Calaveras	62%	Riverside	47%
Colusa	59%	Sacramento	39%
Contra Costa	29%	San Benito	15%
Del Norte	4%	San Bernardino	40%
El Dorado	- 1%	San Diego	- 9%
Fresno	19%	San Francisco	8%
Glenn	38%	San Joaquin	44%
Humboldt	21%	San Luis Obispo	21%
Imperial	- 42%*	San Mateo	11%
Inyo	10%	Santa Barbara	37%
Kern	115%	Santa Clara	52%
Kings	133%	Santa Cruz	- 2%
Lake	62%	Shasta	29%
Lassen	40%	Siskiyou	32%
Los Angeles	48%	Solano	79%
Madera	98%	Sonoma	37%
Marin	33%	Stanislaus	69%
Mariposa	26%	Sutter	31%
Mendocino	38%	Tehama	13%
Merced	88%	Trinity	75%
Modoc	44%	Tulare	45%
Mono	- 20%	Tuolumne	62%
Monterey	102%	Ventura	39%
Napa	91%	Yolo	66%
Nevada	31%	Yuba	51%

*This decrease may be accounted for by differences in the 1980/81 and 1984 counts. Discretionary contract prisoners were subtracted out of the 1984 average daily population count and not out of the 1980/81 population. Imperial County is one of the few counties holding contract prisoners.

As a result of overcrowding in almost all county facilities, very few counties are able to contract with other counties for space to hold overflow prisoners. Some counties work out exchanges to relieve particular problems. For example, Lake County sends female prisoners who require segregation to Mendocino County, and Mendocino sends some male prisoners requiring segregation to Lake County. Calaveras, Amador, and Tuolumne have worked out similar arrangements.

Two counties in California--Alpine and Sierra--have no Type II holding facilities (where prisoners can be held up to one year). Sierra sends their prisoners to Colusa, and Alpine sends their prisoners to El Dorado. The numbers are few.

The counties of Napa, Siskiyou, Butte, Plumas, Trinity, Humboldt, Tehama, Glenn, Lassen, and Lake send a few sentenced prisoners to the Conservation Camp at Crystal Creek in Shasta County.

Some California counties also contract with the State of California and/or the U.S. Marshal's Office to house state and federal prisoners in their local facilities. Facilities at the state and federal level are also overcrowded. It is more convenient and cost effective, in some cases, to house some of these prisoners in local facilities. Counties that hold state and/or federal prisoners can do so only because they have room in a particular category of housing, e.g., sentenced beds, female beds, work furlough beds. Some state prisoners serve the last part of their prison term in county facilities before being released to the county from which they were committed to state prison.

Local jail populations have also been increasing nationwide. An estimated 210,000 persons were incarcerated in local jails on June 30, 1982.* This number was one-third higher than in February 1978, when the total jail population was last measured. California jail populations appear to have had a greater increase (45% increase) over the same time period. The national survey, however, includes 600 municipal jails as well as 2,900 county jails.

Jail populations are set by two factors: how many people are brought to jail, and how long they stay. Recent increases in jail populations occurred because both admissions and length of stay increased.

Forty of the Proposition 2 Needs Assessments had some data on bookings, average length of stay (ALS) and average daily population (ADP). (See Table 5: Average Length of Stay (ALS), Bookings, Average Daily Population (ADP) for 40 Counties, 1979-1983.) The ADP is higher for all counties in 1983 than in 1979. This data indicates why the population has increased so dramatically over the last five years. In the majority of counties, the bookings increased each year over the last five years. All counties, with the exception of Sacramento County, have more bookings in 1982 and 1983 than they did in 1979. In nine counties**, there was a drop in bookings between 1981 and 1982; but, the bookings increased again in 1983. Also, in these nine counties, the average length of stay increased between 1981 and 1982. This led to an increase in the ADP even though the bookings dropped.

*Source: Bureau of Justice Statistics, op. cit., p. 1.

**Plumas, Humboldt, Nevada, Madera, Merced, San Mateo, Sacramento, Stanislaus, San Diego.

Although different patterns exist, the ALS is up consistently in almost all counties. The ALS is not greater now than it was in the early 1970's for a number of counties. However, ALS has increased in recent years and this, coupled with substantial increases in bookings, appears to have led to the current overcrowding experienced throughout the State of California. An increase in stay of one or two days per booking adds significantly to space needs when handling thousands of bookings per year, as is the case in the majority of counties. For example, if Ventura County had an increase of one day per booking, based on their 1983 bookings of 23,771, an additional 65 beds would be needed to house prisoners.*

The average length of stay in 1982 in these 40 counties ranged from a low of 5.0 in Mendocino and 5.2 days in San Diego counties to a high of 23.6 days in Los Angeles and 20.1 days in Alameda counties. Fourteen counties fell within the 9 to 10 day range.** The estimated average length of stay is 11 days in jails across the nation as reported in the Bureau of Justice Statistics survey in 1982. As stated in this survey, "This average undoubtedly masks a wide range. In some states, jail inmates may serve sentences of more than a year; at the other extreme, some inmates stay in jail only a few hours before obtaining release."***

There is not enough existing data to determine whether statewide, the pretrial length of stay or sentenced length of stay or both have caused the general increase in ALS. Some counties did analyze length of stay data by custody status for some years. No conclusions can be drawn from these analyses, however.

In San Diego County, the pretrial ALS at the Main Jail fluctuated over the time period 1977-1980. The sentenced ALS at the jail increased by 28.53 days over this same four-year period (117% increase). There was a less dramatic increase in ALS at the county camps.

Kern County experienced no increase in pretrial ALS since 1980, but an increase in sentenced ALS from 61 days in 1980 to 67 days in 1982. Marin County had a similar experience over the same time period:

* $23,771 \text{ bookings} \div 365 \text{ days} = 65.13 \text{ beds.}$

**Some differences in average length of stay may be attributable to differences in the way admissions are counted. The ALS in counties with large short-term or Type 1 holding facilities (which were not included in this study) is not comparable to counties with no short-term holding facilities.

***Bureau of Justice Statistics, op. cit., p. 2.

<u>Year</u>	<u>Average Length of Stay Per</u> <u>Booking In Days - Marin County</u>		
	<u>Pre-Trial</u>		
	<u>Felony</u>	<u>Misdemeanor</u>	<u>Commitment</u>
1980	16.6	1.5	21.1
1981	16.7	1.2	26.5
1982	16.1	1.2	36.1

Plumas and Sonoma had decreasing commitment average lengths of stay. The ALS in Plumas dropped by half, from 40 to 20 days between 1982 and 1983, while pretrial ALS went up slightly between 1980 and 1983. Sonoma County's commitment ALS decreased from 70.2 days in 1981 to 52.4 days in 1982.

The pretrial and commitment ALS in San Luis Obispo remained fairly stable between 1981 and 1982.

Riverside County attributed the overcrowding they are experiencing, among other things, to implementation of Propositions 4 and 8 which protect the rights of victims of crime. Although no data exists to directly support this contention, staff purports that these propositions have increased the period of incarceration prior to trial for persons who are charged with violent offenses.

The rather dramatic increase in the jail population has obviously created a number of problems in the overall ability of corrections personnel to manage the jails efficiently. Increased demands for services, e.g., legal, transportation, mental health, release programs, may lead to a level of congestion in the jails that translates into slower movement of prisoners. For example, if the number of jail personnel remains stable, but the number of prisoners with holds and warrants increases, it will take longer for personnel to clear the hold or warrant and release the person from custody. This, in turn, could lead to increases in the average length of stay.

AVERAGE LENGTH OF STAY (ALS), BOOKINGS, AVERAGE DAILY POPULATION (ADP) FOR 40 COUNTIES
1979-1983

	1979			1980			1981			1982			1983		
	ALS	BOOKINGS	ADP	ALS	BOOKINGS	ADP	ALS	BOOKINGS	ADP	ALS	BOOKINGS	ADP	ALS	BOOKINGS	ADP
Alameda	18.8		1,353	17.4		1,446	17.4	32,842	1,556	20.1	34,851	1,920	21.3	33,758	1,967
Calaveras			21			20	9.4	1,404	36	10.5	1,146	33	13.3	1,095	40.0
Contra Costa							14.5	14,047	558	12.6	19,671	681	14.3	20,162	788
El Dorado						96	10.3	3,910	110	11.0	3,955	119		4,076	
Fresno			745			815	8.3	38,509	880	8.5	42,781	1,000	10.0	43,500	1,194
Glenn	5.7	1,430	22.4	6.2	1,635	27.8	6.5	1,733	30.9	6.7	1,795	33.1	6.7	2,289	41.9
Humboldt	4.9	7,884	106	5.9	8,395	136	6.4	8,760	153	7.4	8,030	163		9,198	
Inyo		764		12.5	903	31	14.8	834	34	15.5	1,014	43	19.2	930	49
Kern	13.4	20,280	743	11.9	26,136	852	12.9	28,116	996	14.2	31,788	1,232	18.3	33,063	1,660
Kings	8.7	4,828	115	11.1	5,083	154	11.4	5,732	180	14.0	6,173	237	18.4	6,118	308
Los Angeles			9,217			9,511			10,417	25.7	176,181	12,410	23.6	197,558	12,786
Madera				8.3	6,453	146	10.9	7,322	218	12.5	7,040	241	14.5	7,184	286
Marin			190	6.1	10,586	177	6.1	12,184	203	7.1	11,560	226	7.1	10,808	210
Mendocino			39			46	5.5	3,132	47	4.8	3,888	51	5.0	3,871	53
Merced	7.0	8,496	162	6.7	11,127	205	5.2	12,484	178	9.0	12,675	311.2	9.0	13,510	332.5
Monterey	7.1	14,142	275	7.2	15,564	306	8.0	17,313	378	8.7	20,093	481	10.2	21,066	587
Napa			77			69	8.5	3,290	77	7.8	4,256	91	7.4	5,344	109
Nevada	8.5	1,955	46	8.9	2,280	56	9.6	2,633	69	11.0	2,480	75	9.6	3,114	82
Orange (fiscal year)							12.7	72,884	2,542	11.7	73,557	2,355	9.4	73,446	1,898
Placer	6.8	3,229	60	8.1	4,251	95	11.7	3,646	117	12.6	4,288	148	14.1	4,362	169

AVERAGE LENGTH OF STAY (ALS), BOOKINGS, AVERAGE DAILY POPULATION (ADP) FOR 40 COUNTIES
1979-1983

	1979			1980			1981			1982			1983		
	ALS	BOOKINGS	ADP	ALS	BOOKINGS	ADP	ALS	BOOKINGS	ADP	ALS	BOOKINGS	ADP	ALS	BOOKINGS	ADP
Plumas				11.1	718		9.1	773		11.9	757		9.3	930	
Riverside							7.0	41,236	787	7.6	39,969	831	9.0	38,547	947
Sacramento (fiscal year)	9.5	43,560	1,128	9.6	42,245	1,113	9.2	44,439	1,124	12.3	39,799	1,338	13.2	40,217	1,459
San Bernardino	7.7	37,122	786	7.3	40,852	819	7.8	43,836	932	8.8	46,111	1,115	6.5	62,264	1,113
San Diego			1,112			1,044	4.1	100,346	1,125	4.6	96,463	1,220	5.2	97,824	1,394
San Francisco	9.3	43,347	1,107	9.4	43,772	1,121	9.2	48,520	1,218	9.1	48,785	1,222	9.7	50,970	1,348
San Joaquin			437			561	8.3	27,024	613	9.0	28,874	712	9.0	31,916	786
San Luis Obispo						163	11.2	6,035	185	11.0	6,878	208		7,846	
San Mateo	7.3	21,014	419	7.8	21,219	454	7.4	29,807	604	8.7	28,356	677	9.6	30,538	802
Santa Barbara			328			358	8.4	16,943	390	9.7	18,723	499	10.5	19,363	557
Shasta	5.0	7,777	106	4.8	8,646	114		9,375			10,291			11,011	
Siskiyou				7.5	1,704	35		1,658		8.8	1,776	43		2,345	
Solano	7.9	9,721	211	8.0	10,751	236	8.7	10,971	260	10.7	12,216	360	10.8	13,438	396
Stanislaus			376			381	7.7	23,897	505	10.5	20,738	595	10.6	21,693	629
Sutter		2,819			2,883			3,894		8.3	4,424	101	9.4	4,597	118
Tulare			384			419	9.5	17,115	448	12.9	15,179	537	15.4	14,309	605
Tuolumne			24			25	4.7	2,489	32	6.1	2,502	42	8.9	2,226	54
Ventura (fiscal year)	16.9	16,670	773	17.3	16,911	800	16.5	19,499	880	15.3	22,593	944	17.1	23,771	1,111
Yolo	12.5	3,723	128	11.1	4,270	130	9.4	5,913	152	11.2	5,913	182	11.0	6,497	197
Yuba	6.1	4,591	77	6.8	5,268	99	7.5	5,786	118	8.5	5,941	139	8.8	5,987	145

9 mos

FACTORS CONTRIBUTING TO JAIL POPULATION INCREASES

There are many variables that affect jail populations, including the general population, arrest volume, and sentencing patterns.

Some general observations can be made from the jail funding applications and needs assessments and available criminal justice system data on what may and/or may not be contributing to the overall increase in jail populations. Particular attention is paid to the most recent years when population increases have been the most significant.* System trends will be reviewed: crime rates, police (and other) disposition trends, number of persons sentenced to jail. Other reasons for these increases will be investigated in more detail in later reports.

There are more people in the state, and this results in some "natural" increases in jail populations. But criminal law and criminal justice policy changes seem to be more important causes for the growth in jail populations.

During the last ten years, the total State of California population increased 20% (from 21,173,000 in July 1974 to 25,415,300 in January 1984).** Looking at only the increase in the population "at risk" (18-29 years of age--the crime and detention prone years) over the last ten years, the increase in this group has been about the same as the increase in the overall population (21%). (See Appendix 2: Estimates of "At Risk" Population in California.) In fact, males "at risk" have increased only 18% in California between 1974 and 1984. The greatest increases in the jail population have occurred over the most recent four-year period, 1980-84. The "at risk" population as of 1983 has started to decrease in number and is projected to continue decreasing.

While the average daily population in local jails increased by 49% between 1980-81 and 1984 and the incarceration rate increased by 39% during this same time period, the total population in California increased by only 6% and the "at risk" population by only 3% between 1980 and 1983. The magnitude of the jail population increase cannot be attributed totally to the overall California, or the "at risk", population increase.

*There was also a major legislative change in the mid-1970's when possession of a certain amount of marijuana became a misdemeanor rather than a felony. The law became effective in 1976 and some data comparisons before and after this time are not informative.

**Source: State Department of Finance Reports I 70-80 (March 1982) and 84 E-1 (May 1, 1984).

General population increases have occurred at different rates in counties, and a few counties indicated that population increases were responsible, in part, for their overcrowding (Kings, San Diego, Calaveras). Ventura County staff expect their jail population to continue rising as they expect to have the largest percentage population gain in 1985 in California. Three counties (Humboldt, Calaveras and Placer) suggested that transient recreational populations were causing increases in their jail populations.

Increased police activity appears to have contributed to higher jail populations. Population increases are correlated with increasing arrest rates, especially felony arrest rates.

Reported crime has been rising from 1974 through 1981, but began to decrease during the next two years. Reported crime was decreasing while jail populations were increasing, indicating that crime per se does not directly control jail incarceration.

The number of reported crimes* for the seven major offenses** increased in volume by 40% between 1974 and 1983 and, up until 1981, had increased in volume each year. Reported crime since 1981 has decreased each year. Between 1981 and 1983, the volume of reported crime decreased by 7%.

The rate of reported crimes (seven major offenses per 100,000 population) has also decreased since 1981, although the 1980 rate was the highest during the ten-year period and the 1984 rate is 18% above the 1974 rate.

While crime per se may not translate directly into incarceration, criminal justice system responses to crime may have a more direct impact. California has two classes of criminal offenses: felonies and misdemeanors. Felonies are offenses punishable in state prison, or in the county jail as a condition of felony probation. The most serious offenses are felonies--homicide, rape, robbery. The more minor offenses are misdemeanors--petty theft, disturbing the peace.***

The felony arrest rate in California counties is positively correlated with the incarceration rate. That is, as the felony arrest rate goes up, the incarceration rate also goes up. (See Figure 1: Felony Arrest and Incarceration Rate Relationship.)

Persons arrested for felonies are likely to spend more time in jail than persons arrested for misdemeanors. For example, accused felons are not eligible for most quick, pretrial release programs, such as citation release. Bail is set at a higher rate (presumably making it more difficult to obtain) in felony cases. Also, felons who are ultimately sentenced to county jail rather than state prison will have stays in jail longer than the majority of sentenced misdemeanants.

*Reported crime includes crime committed by adults and juveniles.

**The seven major offenses are: willful homicide, forcible rape, robbery, aggravated assault, burglary, theft (\$200 and over) and motor vehicle theft.

***Source: U.S. Department of Justice, Bureau of Justice Statistics, Report to the Nation on Crime and Justice, pp. 2-3.

The Bureau of Criminal Statistics calculates the felony arrest rate for counties of 100,000 or more persons.* The felony arrest rate and the incarceration rate for the 29 counties that have populations over 100,000 were ranked using 1982 data. (See Table 6: Incarceration and Felony Arrest Rate Rank.) Spearman's coefficient of rank correlation p^{**} was applied to determine if there was a relationship between the two variables. The relationship is significant at beyond the .0005 confidence level. For example, Kern County has the third highest felony arrest rate rank and the highest incarceration rate rank.

TABLE 6
INCARCERATION AND FELONY ARREST RATE RANK - 1982
(Counties of 100,000+)

COUNTY	INCARCERATION RATE RANK (High to Low)	FELONY ARREST RATE RANK (High to Low)	COUNTY	INCARCERATION RATE RANK (High to Low)	FELONY ARREST RATE RANK (High to Low)
Kern	1	3	Los Angeles	16	2
Merced	2	5	Humboldt	17	24
Stanislaus	3	8	Yolo	18	12
Fresno	4	7	Butte	19	27
San Joaquin	5	9	San Luis Obispo	20	22
San Francisco	6	1	Sonoma	21	28
Shasta	7	17	San Mateo	22	26
Alameda	8	4	Orange	23	21
Napa	9	29	San Bernardino	24	14
Sacramento	10	6	Riverside	25	10
Santa Cruz	11	15	Marin	26	25
Santa Clara	12	19	Contra Costa	27	20
Santa Barbara	13	11	Placer	28	23
Solano	14	18	San Diego	29	16
Monterey	15	13			

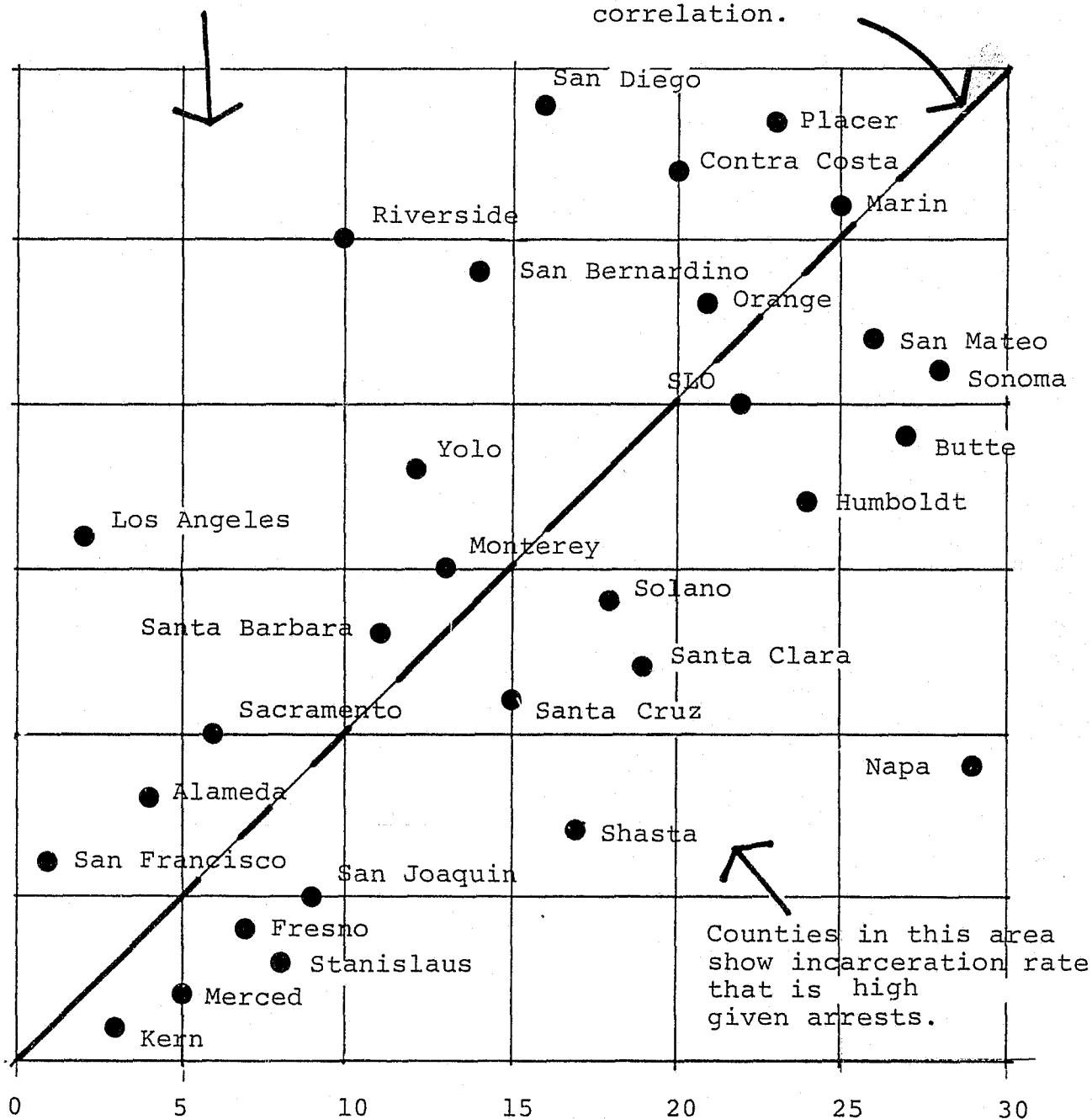
*The Bureau does not calculate rates for counties with less than 100,000 population because of the confusion the calculation might produce in readers, e.g., the rate might be higher than the number of arrests recorded.

$$**p = 1 - \frac{6\sum d^2}{N(N^2-1)}$$

Counties in this area
show low incarceration
rates given felony arrests.
Note urban tendency.

Diagonal shows variables
perfectly correlated. The
central area shows good
correlation.

Rank -- Incarceration Rate. (The lower the rank, the
higher the incarceration rate. E.g., Kern County has
the highest incarceration rate.)



Rank -- Felony Arrest Rate. (The lower the rank,
the higher the arrest rate. San Francisco has the
highest arrest rate.)

Figure 1: Felony Arrest and Incarceration Rate Relationship

Since felony arrests are correlated with incarceration, arrest data was analyzed for its impact on population levels. Felony arrests increased each year between 1976 and 1982, and decreased only slightly in volume in 1983. Felony arrests increased between 1980 and 1983 by 10%. The felony arrest rate per 100,000 has increased at a slower rate from 1156.2 in 1980 to 1201.3 in 1983 (4%).

Six counties (Alameda, Butte, Contra Costa, Inyo, Santa Clara and San Joaquin) specifically mentioned increases in felony arrest rates as impacting the jail population.

The relationship of misdemeanor arrests and jail population levels is less clear. Misdemeanor arrests have climbed with some fluctuations throughout the past decade. Misdemeanor arrests have increased each year for the last three years (1981-83). There was a 12% increase between 1980 and 1983. The misdemeanor arrest rate fluctuated over the last decade. The rate increased 7% between 1980 and 1983 however, and the 1981 rate was the highest in the ten-year period.

The percentage of misdemeanor arrests released by the police has increased from 9.8% in 1974 to 14.0% in 1983, although the percent fluctuated some during the intervening years. Changes in police arrest practices are the most likely reason for increases in misdemeanor arrest releases. For example, many agencies book public inebriates into jail facilities, particularly if no detox facilities are available. However, once sober, the majority of these inebriates are now released without criminal charge (849b P.C.).

One of the more significant reasons persons charged with misdemeanors are held in pretrial custody is the existence of local and/or out-of-county holds. Two-thirds of the misdemeanor pretrial jail population in California have a hold or warrant. Outside holds are placed on a prisoner either when the prisoner is arrested for an outside agency (for example, pending Immigration hearings or parole revocation proceedings) or when another agency has a warrant out for the person and indicates to the sheriff's department that they will pick up the prisoner. Outside holds can entail fairly substantial periods of detention.

Warrants are sometimes the basis for an outside hold. An arrest on new charges can occur, with an outstanding warrant as an additional ground for arrest, or the warrant can itself be the sole basis for an arrest. For purposes of the present analysis, these situations were not distinguished.

The Citation Release Statute (PC 853.6) explicitly allows for not citing persons in the field or at the jail where there is an outstanding warrant.* A four-day profile sample in the jail funding applications listed the number of pretrial persons in custody with a hold/warrant. In the counties that applied for large projects, 66% of the misdemeanor defendants had an out-of-county or local hold/warrant (excluding Orange and Tulare, for which comparable data was not available). Fifty-seven percent of the population in jails in counties applying for small projects had an out-of-county and/or local hold/warrant. (This may be overstated slightly because a few counties counted number of holds rather than persons with holds.) Overall, 65 percent of the misdemeanor defendants had out-of-county holds (excluding Los Angeles), and 55% of the population had local holds (excluding Orange and Tulare). (See Appendix 3: Proposition 2 Large Project Applications Profile Data and Appendix 4: Proposition 2 Small Project Applications Profile Data.)

The growth in arrest volume may be attributable in some part to increases in law enforcement personnel complements and expenditures. Criminal justice expenditures have increased in all categories over the last decade with total law enforcement expenditures increasing by 61%.

Expenditures for salaries and employee benefits, services, and supplies for criminal justice personnel (no building construction) have increased steadily over the last ten years.** (See Table 7: Criminal Justice Expenditures 1973-1983.) Total expenditures in law enforcement have increased by 61% (using the Consumer Price Index to make 1973 expenditures comparable to 1983 expenditures), with the biggest increase between 1982 and 1983. Corrections expenditures for jails and rehabilitation have also increased steadily from \$87.1 million in 1973 to \$346.3 million in 1983, a 73% increase. Expenditures in all other areas including prosecution, public defense, and courts have had similar increases in this ten-year period. Probation department expenditures have increased, but at a slower rate than the other categories.

Expenditure data is affected by price and wage increases, etc., and may not be related to any actual increase in service.

A review of authorized full-time criminal justice personnel was also undertaken.

*In a special study done in Contra Costa County of persons arrested for misdemeanors and not released through jail citation, it was found that 80% of these defendants were held because they had outstanding warrants. (Source: Contra Costa County Adult Correctional Facilities Master Plan.)

**Expenditures include funds spent on adult and juvenile enforcement and sworn and non-sworn personnel.

TABLE 7

CRIMINAL JUSTICE EXPENDITURES 1973-1983*

Law Enforcement (California Highway Patrol, Police Departments, Sheriff's Departments, California State Police)

1973	\$1,612,369
1974	1,829,886
1975	2,112,394
1976	2,312,906
1977	2,596,473
1978	2,888,394
1979	3,070,469
1980	3,784,880
1981	4,363,063
1982	4,954,238
1983	5,963,038

Jails and Rehabilitation

1973	\$ 87,131
1974	97,405
1975	110,412
1976	114,815
1977	125,153
1978	154,328
1979	180,568
1980	216,412
1981	262,392
1982	309,187
1983	346,363

Source: Bureau of Criminal Statistics

Sworn law enforcement personnel increased 14% between 1973 and 1983. (See Table 8: Authorized Full-Time Law Enforcement Personnel.) Increases in enforcement personnel has been put forward as an explanation for increasing jail populations in some jurisdictions including Siskiyou, San Bernardino, and Santa Clara counties. San Bernardino had the following paragraph in their needs assessment (pages 5 and 6):

*Totals have been rounded and shown in thousands.

"An explanation for this recent trend in detention rates may be the significant increase in sheriff department full-time personnel. The time period 1972-76 showed an increase in personnel from 704 to 770; which represents a 9% increase. From 1976-81, personnel grew from 770 to 1,022; this represents a 33% increase. This 33% increase is more than twice the 1976-81 total county population growth of 16% during this same time period. This could have had a major contributing effect on arrest volume and ultimately on jail population level."

Santa Clara also concluded that the growth in felony arrests and bookings could be clearly attributed to increases in felony arrests by the San Jose Police Department (SJPD). Patrol operations in the SJPD increased by 17.7% during the past three years. The increase in staffing produced a 14% increase in felony bookings for this period. The city is continuing its policy of increasing police staff from 1.2 officers per 1,000 population to 1.6 officers per 1,000 population. More felony arrests also led to an increase in ALS for male pretrial bookings.

Solano County is expecting their jail population to continue increasing due in part to expected staff increases in local police departments.

The number of sworn and professional criminal justice system personnel--district attorneys, public defenders, judges, police officers, with the exception of probation officers (which have declined)--has also increased in the last decade.

TABLE 8

AUTHORIZED FULL-TIME LAW ENFORCEMENT SWORN PERSONNEL

1973	45,618
1974	46,925
1975	47,851
1976	47,596
1977	48,521
1978	48,203
1979	48,028
1980	48,740
1981	50,170
1982	51,047
1983	51,914

Source: Bureau of Criminal Statistics

Changes in the operation of the county detention system can also impact the number of persons incarcerated.

A few counties in California have sizeable city jails which hold a number of prisoners. Prisoners are held until released from the city jail, arraigned, or transported to the county jail. Some city jails provide an initial intake and screening process which can reduce the number of people that ultimately are sent to the county jail. Alameda, Contra Costa, Mendocino and San Diego counties all had recent closures of city jails that led to increases in their county jail population. Some cities have chosen to close their jails in efforts to save money by reducing non-essential city services and to reduce liability problems.

Statewide, the number of persons held in city jails (in a one-day count) was 1,365 in 1983. The city jail population decreased throughout the last half of the 1970's. The population has fluctuated within a small range since 1980. (See Table 9: Adults Held in City Jails.)

TABLE 9

ADULTS HELD IN CITY JAILS

1974	1,815
1975	1,672
1976	1,265
1977	1,196
1978	1,181
1979	1,276
1980	1,294
1981	1,449
1982	1,275
1983	1,365

Source: Bureau of Criminal Statistics

Contra Costa and San Diego counties indicated that an increase in the number of beds available to hold prisoners led to increases in their jail population. In San Diego, a study was conducted at the Vista facility to assess the impact of its opening upon detention population growth. As stated in San Diego's Proposition 2 application:

"The study determined that a significant portion of its (Vista) population could not be attributed solely to a redistribution of the previous population housed at the downtown facility. Rather, it was attributed to the availability of a full service jail in a location that was more readily accessible."

The increase in felony arrests in concert with more stringent law enforcement processing of these arrests seem to be factors in the increases in jail populations.

A smaller percentage of accused felons are being released after arrest, and more felony complaints are being sought on felony arrests than in previous years. Over the last four years, only 14-15% of the felony arrests were released at the police level rather than the 17-18% in earlier years. Also, the percentage of felony rather than misdemeanor complaints sought in felony arrests has increased each year since data was included in Bureau of Criminal Statistics reports (1978). (See Table 10: Population, Crime, Police Disposition, and Jail Use Trends-Statewide.) This, presumably, leads to a larger percentage of accused felons remaining in custody, and staying there for longer periods of time.

Improved police investigation could be an explanation for fewer releases and more felony complaints sought at the police level. On the other hand, it could be that police arrest and charging practices have changed, e.g., police are seeking felony complaints in cases where they previously sought misdemeanor complaints.

Three counties (Tulare, Santa Clara, and Siskiyou) indicated that improved effectiveness of, or change in, police enforcement and prosecution were responsible in part for increased jail populations. Santa Clara indicated that the growth in the female jail population was attributable to substantive increases in average length of stay of female pretrial misdemeanor and felony defendants related to increasing levels of prosecution.

The number of adult felons sentenced to probation with jail has increased each year since 1978. This trend held constant even when the overall number of adult felony arrest dispositions began declining in 1981.

Bureau of Criminal Statistics information on disposition of adult felony arrests was reviewed to determine if there has been a shift in the dispositional patterns in the state that might result in local jail overcrowding. As can be seen from Table 11: Adult Felony Arrests, Type of Disposition, there has been a significant increase in the total number of felony arrest dispositions that result in probation with jail in both the lower and superior courts. There has been a 53% increase in the total number of persons sentenced to probation with jail in the lower court, and a 59% increase at the Superior Court level. The percentage of persons receiving probation with jail has also increased, but by only about 2%. This means that although the volume of felony arrest dispositions has increased, the disposition pattern has changed only a small amount. Since 1981, arrest dispositions began to decline slightly. However, this is when the percentage of persons receiving probation with jail began to increase. This has resulted in a continuing increase in the number of persons receiving probation with jail although the number of felony arrest dispositions has decreased each year since a 1981 high.

POPULATION, CRIME, POLICE DISPOSITION, AND JAIL USE TRENDS
STATEWIDE, 1974 - 1983

	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983
General Population (Hundreds)	211,730	215,370	219,350	223,500	228,390	232,550	237,690	241,960	247,240	251,740
Jail Admissions								1,002,442	1,045,331	1,107,206
Jail Admission Rate per 100,000								4143.0	4228.0	4398.2
Average Length of Stay (days)								10.5	12.8	14.2
Average Daily Jail Population	22,830		24,949		25,747		28,946		36,691	43,148*
Seven Major Offenses	802,945	876,288	907,898	917,358	977,985	1,060,631	1,192,489	1,207,549	1,181,099	1,124,239
Seven Major Offenses per 100,000	3792.3	4068.8	4139.0	4104.5	4282.1	4560.9	5017.0	4990.7	4777.1	4465.9
Total Adult Felony Arrests	267,904	265,816	224,532	224,961	233,957	256,467	274,814	293,168	302,559	302,421
Arrest Rate per 100,000	1265.3	1234.2	1023.6	1006.5	1024.4	1102.8	1156.2	1211.6	1223.7	1201.3
Released Police Level	44,503	42,750	38,313	38,570	39,762	44,244	40,637	45,169	42,600	44,588
Percent Released Police Level	17.4	16.7	17.8	17.9	17.7	17.8	15.2	15.7	14.3	16.3
Total Complaints Sought	211,749	213,237	177,277	177,331	185,422	203,792	226,868	243,202	255,345	253,075
Percent Complaints Sought	82.6	83.3	82.2	82.1	82.3	82.2	84.8	84.3	85.7	83.7
Misdemeanor Complaints Sought					62,966	64,781	60,517	60,969	53,723	49,423
Percent Misdemeanor Complaints Sought					28.0	26.1	22.6	21.1	18.0	16.6
Felony Complaints Sought					122,456	139,011	166,351	182,233	201,622	203,652
Percent Felony Complaints Sought					54.4	56.0	62.2	63.2	67.7	68.4
Total Adult Misdemeanor Arrests	812,067	803,091	869,466	914,464	911,366	938,534	1,032,006	1,130,929	1,132,320	1,168,811
Arrest Rate per 100,000	3835.4	3728.9	3963.8	4091.6	3990.4	4035.8	4341.8	4674.0	4579.8	4642.9
Released Police Level	76,569	75,643	85,308	108,384	103,462	113,927	131,683	135,804	150,637	147,767

*February 1984 data.

POPULATION, CRIME, POLICE DISPOSITION, AND JAIL USE TRENDS
STATEWIDE, 1974 - 1983

	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983
Percent Released Police Level	9.8	9.5	10.0	12.1	11.6	12.4	13.0	12.2	13.5	14.0
Misdemeanor Complaints Sought	701,679	717,140	770,049	790,375	791,712	808,411	883,081	975,816	967,612	1,005,689
Percent Misdemeanor Complaints Sought	90.2	90.5	90.0	87.9	88.4	87.6	87.0	87.8	86.5	86.0

ADULT FELONY ARRESTS
TYPE OF DISPOSITION
1978 - 1983

	1978	1979	1980	1981	1982	1983
Felony Arrest Dispositions	150,004	170,980	189,303	205,168	203,805	201,158
Lower Court Dispositions of Those Convicted						
Probation with Jail	22,799(15.2)	26,508(15.5)	29,133(15.4)	32,417(15.8)	33,308(16.3)	34,957(17.4)
Jail	8,755(5.8)	10,195(6.0)	10,408(5.5)	10,850(5.3)	9,870(4.8)	10,241(5.1)
Superior Court Dispositions of Those Convicted						
Probation with Jail	15,479(10.3)	18,150(10.6)	20,743(11.0)	23,234(11.3)	23,474(11.5)	24,540(12.2)
Jail	1,113(.7)	1,146(.7)	1,059(.6)	1,224(.6)	1,152(.6)	926(.5)
31 Total Receiving Jail Time	48,146(32% of Total Dispositions)	55,999(33% of Total Dispositions)	61,343(32% of Total Dispositions)	67,725(33% of Total Dispositions)	67,804(33% of Total Dispositions)	70,664(35% of Total Dispositions)

Source: Bureau of Criminal Statistics. These data do not represent the total number of adult felony arrests or dispositions made during the disposition year. It is estimated that JUS 8715 reports were received for approximately 70% of adult felony arrests which received a final disposition during the calendar year. In spite of this under-reporting, the arrest dispositions received generally describe "statewide" processing of adult felony arrestees through California's criminal justice system. These data reflect the dispositions in each year resulting from adult felony arrests which were made in that year or before.

There is consensus among county corrections practitioners that the general public attitude toward increasing penalties for crime is reflected in recent legislation requiring mandatory jail terms and increasing sentence length. These trends have, in this consensus opinion, contributed significantly to recent increases in jail populations.

Legislation requiring jail terms for an act of residential burglary, second convictions for driving under the influence of alcohol, being under the influence of PCP and possession of a schedule one narcotic or cocaine, have been implemented over the three-year period of 1980-83.

The average daily jail population began to rise noticeably in 1980, and did so consistently throughout California. The statewide character of the trend indicates that the impact of legislation is significant.

JAIL POPULATION PROJECTIONS

Jail population will probably continue to rise for the rest of the 1980's. Conservative estimates place the jail population at 53,000 or more prisoners by 1990--an increase of about 20% over today's population levels.

Population projections were produced for California county jails for 1988-89. These forecasts are based on a data sample of the average daily population in California jails collected for the period 1974-75 to 1984.

The projections were produced by use of a population ratio method. The ratio of the average daily population (ADP) to the total California population was calculated for each two-year period of the base period (1974-75 to 1984-85).^{*} The ratios and associated data are contained in Table 12: Base Period Population Ratios. This ratio showed a consistent increase during the ten-year period; however, the greatest increases occurred over the last four years. Population ratios for 1988-89 were obtained by adding the average two-year increase in the ratio during the 1974-75 to 1984-85 base period to each succeeding two-year period beginning in 1984-85. These projected ratios were then applied to the State Department of Finance's projections of the California population. The conclusion of this study is that the jail population will rise by 23%, which will result in a jail population of 52,942 in 1988-89. (See Figure 2: Jail Population Projections.)

TABLE 12

BASE PERIOD POPULATION RATIOS

YEAR	ADP (a)	POPULATION (b)	RATIO (a/b)	CHANGE (a/b)
1984	43,148	25,415,300 (84) ^o	.0016977	
1982	36,691	24,697,000 (82) [†]	.0014856	.000212
1980-81	28,946	23,668,049 (80) [†]	.0012229	.0002627
1978-79	25,747	22,839,000 (78) [∇]	.0011273	.0000956
1976-77	24,949	21,935,000 (76) [∇]	.0011374	.0000101
1974-75	22,830	21,173,000 (74) [∇]	.0010782	.0000592
PROJECTED POPULATION RATIOS				
YEAR	ADP (a)	POPULATION (b) ^x	RATIO (a/b)	
1988-89	52,942	27,212,306	.0019455	

Average two-year change for ten-year period = .0001239

^oDept. of Finance, Report 84 E-1, 5/1/84

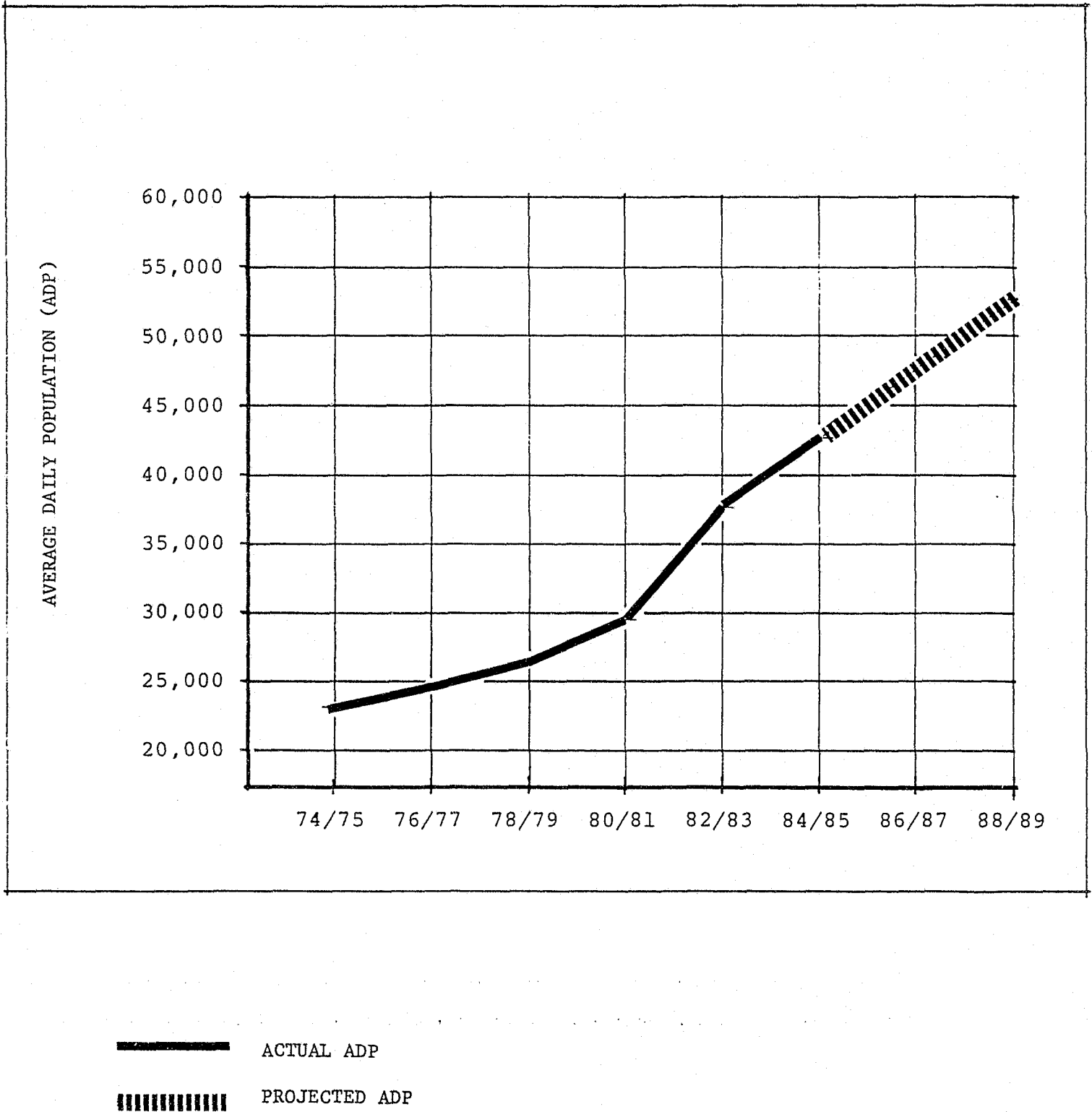
[†]Dept. of Finance, Report 83 E-2, 2/84

[∇]Dept. of Finance, Report I 70-80, 3/82

^xDept. of Finance Projection, 07/01/88

*The only statewide data available on ADP is collected every two years.

FIGURE 2: JAIL POPULATION PROJECTIONS
1988-89



Projections change dramatically as the assumptions on which they are based change. The population ratio projections are very sensitive to the assumption that the ratio will continue to increase. Changes in the law, such as elimination of mandatory jail time for particular offenses, could easily affect the population ratio and alterations in the ratio could yield very different projections.* Projections must be updated frequently, and projections above a five-year span should be used very cautiously.

There are some indications that the dramatic recent increases in jail population will not continue.

The rate of increase in the jail population between 1982-83 and 1984-85 is smaller than the rate of increase between the two previous years. Variables which may be contributing to this phenomenon include a decline in felony arrests (which are correlated with incarceration) for the first time in seven years in 1983. Also, the population "at risk" for incarceration (persons 18-29 years of age) has peaked and started to decrease.

Limited data available** indicates that the increasing pretrial population has peaked and may start to decline. On the other hand, the sentenced population has continued increasing, although the rate of increase also slowed in 1983. Reviewing BCS data for all California counties, the rate of increase of pretrial prisoners has been declining since 1979. (See Table 13: Adults Under Local Supervision, County Jails and Camps.) The total number of pretrial prisoners was actually less in 1983 than 1982. The rate of increase for sentenced prisoners under local supervision has increased since 1980. The percent of sentenced prisoners, of total prisoners, has also increased in the last three years. The 1983 BCS data (which is a one-day count) is similar to the Proposition 2 application four-day sample. If the decline in pretrial population does, in fact, become a trend, the sentenced jail population may also ultimately be affected.

*A number of counties in California are under court order related to conditions in local jail facilities. These counties include Alameda, Madera, Riverside, San Diego, Sacramento, Sonoma, Tulare, Ventura, Santa Clara, Humboldt, and Mendocino. The majority of the court orders impose some sort of population cap on a particular facility. In counties where other housing arrangements could not be made, prisoners were released through various mechanisms, e.g., early release. These court orders may be keeping the jail population at an artificially low level in these counties.

**It is important to point out that the different data sources (Bureau of Criminal Statistics, Proposition 2 applications and Board of Corrections Monthly Jail Summaries) are not totally consistent. This may reflect different sample periods, different counties comprising the samples, variation in definition of pretrial and sentenced status.

TABLE 13
ADULTS UNDER LOCAL SUPERVISION
COUNTY JAILS AND CAMPS

<u>YEAR</u>	<u>TOTAL</u>	<u>SENTENCED</u> %	<u>NOT SENTENCED</u>
1974	23,402	12,640 (54)	10,762
1975	23,320	11,965 (51)	11,355
1976	26,936	14,149 (53)	12,787
1977	25,350	13,680 (54)	11,670
1978	25,757	13,283 (52)	12,474
1979	25,717	12,807 (50)	12,910
		+5%	+18%
1980	28,751	13,468 (47)	15,283
		+13%	+11%
1981	32,203	15,171 (47)	17,032
		+26%	+10%
1982	37,780	19,099 (51)	18,681
		+16%	-.3%
1983	40,846	22,227 (54)	18,619

Source: Bureau of Criminal Statistics. One day count on fourth Thursday of September of each year. Average daily population reported to Board of Corrections for 1983 (43,143) is count for February 1984.

Counties have had different experiences in terms of the growth or decline of the proportion of each category (pretrial/sentenced) of prisoner. Within each county, particular reasons were identified as contributing factors to these changes. For example, in Sacramento and Santa Clara counties, it appears that there is a declining proportion of pretrial prisoners. Pretrial prisoners in Santa Clara went from 60 percent in 1980-81 to 42 percent in 1982-83. In Sacramento, the percentage went from 52 to 43 percent.* These two counties currently have court-ordered population ceilings at their jails which is where the majority of their pretrial prisoners are housed.

Other counties have had the reverse experience. Kings County went from 26 percent pretrial population in 1981 to 35 percent pretrial population in 1982-83.

If there is an overall upward trend in sentenced average daily population, it may have major implications for future facility planning. The increase in sentenced prisoners may reflect the current local and statewide attitudes toward getting tougher with certain offenders, e.g., drunk drivers. Some counties indicated that their average length of stay for sentenced prisoners has gone down significantly in recent years, and have attributed this to more drunk drivers in the sentenced population serving shorter sentences. In Napa County, for

*Source: AB 3245 and Proposition 2 applications.

example, commitment bookings tripled between 1981 and 1982, but the average length of stay per commitment booking went from 100 days to 26.5 days.* Other counties which had increasing sentenced ADP's and/or lengths of stay also attributed this to, among other things, mandatory sentencing legislation and current sentencing philosophies.**

Jail population projections could be improved through consistent data collection.

Various statistics are kept by local correctional agencies for state reporting as well as internal planning and management needs. Compiling and analyzing data can be a time-consuming and expensive process. On the other hand, once data is collected and analyzed, it can be updated more easily and provide useful information to decision-makers regarding what is happening in the corrections system. Although it appears that some of the same things are happening in most counties, it is impossible to say with certainty because data in the needs assessments and applications were not collected or analyzed in the same manner. Thus, conclusions are tentative.

In the area of projections, it would be useful to keep jail admissions per year and average daily population. Dividing the population into pretrial and sentenced admissions and ADP could provide additional insight into the category of inmate that is increasing/decreasing by county.

The Minimum Jail Standards (Title 15, Article 4, Records and Public Information, Section 1040 Population Accounting) state, "...Each facility administrator shall maintain an inmate population accounting system which reflects the monthly average daily population of sentenced and unsentenced prisoners by categories of male, female, and juvenile." Forwarding this information to the Board of Corrections, along with admission data, would facilitate the ongoing monitoring of jail populations in California.

*Napa County Needs Assessment, p. 16.

**San Bernardino Needs Assessment, p. 5.13. See also Stanislaus County Needs Assessment, p. 12 and Marin County Needs Assessment, p. 59.

JAIL PROFILE

There are really at least two pretrial jail systems: one for the large number of pretrial defendants, typically accused of misdemeanors, who are released within hours; the other for accused felons and for sentenced prisoners who stay for days, weeks, even years.

Counties applying for large projects under Proposition 2 were required to include in their funding applications, a two-week pretrial booking sample listing charge, method of release and average length of stay. The jail profile admission data described here is extracted from these samples. The data, by county, is displayed in Appendix 5: Pretrial Booking Sample by County.*

The majority of persons booked into jail pretrial are charged with misdemeanors-- 70-85% of admissions are for misdemeanors. There is little difference between counties in the percentage of misdemeanor and felony arrests booked into jail if the two counties with the lowest percentage of misdemeanor bookings are excluded. (See Table 14: Percentage of Pretrial Misdemeanor and Felony Bookings in Proposition 2 Large Project Applicant Counties.) Alameda and Contra Costa counties which had the lowest percentages of misdemeanor defendants booked, had major city jails in their counties which held and released defendants before transfer to the county jail facility.

*Counties collected the booking data in different ways, e.g., releases rather than bookings, random sample of entire year rather than two-week sample, but the data for the most part is comparable.

TABLE 14

PERCENTAGE OF PRETRIAL MISDEMEANOR AND FELONY BOOKINGS
IN PROPOSITION 2 LARGE PROJECT APPLICANT COUNTIES

	<u>Misdemeanor</u>	<u>Felony</u>
Contra Costa	69%	31%
Alameda		
Sheriff's Intake Only	70%	30%
Sheriff and Transfer Bookings	59%	41%
Tulare	73%	27%
Sacramento	74%	26%
San Diego	75%	25%
Yolo	75%	25%
Madera	76%	24%
Santa Clara	77%	23%
Orange	78%	22%
Kern	79%	21%
Los Angeles	80%	20%
El Dorado	81%	19%
Fresno	81%	19%
Ventura	82%	18%
San Mateo	83%	17%
Solano	85%	15%
Merced	86%	14%
Kings	88%	12%
Riverside	90%	10%

Vehicle Code and drug and alcohol-related violations account for a substantial proportion of local jail pretrial bookings. Over half (52%) of the misdemeanor bookings are for Vehicle Code violations and, although not documented in this data sample, the majority are most likely drunk driving. Contra Costa County did divide the Vehicle Code category and, of their 316 Vehicle Code bookings, 225 or 71% were for driving under the influence. When combined with public inebriate and total substance abuse bookings, it is clear that drug and alcohol-related bookings account for the majority of bookings into local jails in California. (See Table 15: Pretrial Charge Profile in Proposition 2 Large Project Applicant Counties.)

The percentage of misdemeanor substance abuse bookings was relatively close for all counties. This was also true for misdemeanor property/theft bookings. The range was from 5 to 14% of total misdemeanor bookings. Bookings for misdemeanor assaults ranged from 3 to 10%.

The type of crime for felony bookings is fairly evenly distributed between the four listed categories, although property/theft constitutes the single largest percentage (35%).

TABLE 15
PRETRIAL CHARGE PROFILE IN PROPOSITION 2
LARGE PROJECT APPLICANT COUNTIES

<u>TOTAL</u>			
Bookings	16,808		
Misdemeanor	12,874		
Felony	3,872		
Warrant	62 (Los Angeles only)		
<u>TYPE OF CHARGE</u>			
<u>Misdemeanor</u>		<u>Of Misdemeanor</u>	<u>Of Total</u>
Inebriate	2,215	(17%)	(13%)
Substance Abuse	444	(3%)	(3%)
Property/Theft	1,001	(8%)	(6%)
Person/Violence	516	(4%)	(3%)
Vehicle Code	6,740	(52%)	(40%)
Other	1,958	(15%)	(12%)
			77%
<u>Felony</u>		<u>Of Felony</u>	<u>Of Total</u>
Substance Abuse	756	(20%)	(4%)
Property/Theft	1,371	(35%)	(8%)
Person/Violence	770	(20%)	(5%)
Other	975	(25%)	(6%)
			23%
<u>Warrants</u> (Los Angeles only)			Less than 1%

Although the majority of persons admitted to jail are unsentenced (90%) and are charged with misdemeanors, about 80% are released within hours through various release mechanisms--citation, release on own recognizance, bail. Thus, the profile of who remains in jail is dramatically different than the admission profile.

Slightly under half the jail population, on an average day, is in pretrial custody, and slightly more than half are sentenced prisoners. County jails hold both pretrial prisoners accused of misdemeanor and felony crimes and sentenced prisoners who receive sentences of less than one year. Sentenced prisoners in county jail are usually misdemeanants and less serious felons (either because of charge and/or prior criminal history.*

Counties were asked to provide jail population profile information from a four-day sample of prisoners in custody on those days.** Jail profile information was provided by 41 counties (see Appendices 3 and 4 for all jail profile information provided).

There were 38,212 persons per day in custody in the sample. Of that total, 18,181 (48%) were in pretrial custody, and 52% were sentenced prisoners. The volume of pretrial prisoners in a few large counties raised the overall average to 48%. Inyo and San Joaquin are the only two counties which appear to have a very high (79% and 73%, respectively) percentage of the total population in pretrial custody. (See Table 16: Pretrial Population As Percentage of Total ADP.)

*In a special study done for the Contra Costa County needs assessment, data was gathered to test the hypothesis that the type of inmate committed to county jail is different from the type of inmate committed to state prison. The state prison sample committed from Contra Costa contained far more individuals with multiple prior felony convictions. Only 14.6% of the state inmates had no previous felony convictions, whereas 61.4% of the county inmates were without previous felony records. An almost equal percentage of people were charged with property-related offenses in each group. However, a much larger proportion of the state prison group (43.4%) than the county jail group (25.2%) was charged with crimes against persons.

**The "snapshot" of the California jail population was collected on four days during July and August 1983. The profile days included one Saturday, one Monday, one Wednesday, and one Friday. The information was collected on prisoners in custody at midnight on each of the four days selected.

TABLE 16

PRETRIAL POPULATION AS PERCENTAGE OF TOTAL ADP

San Mateo	29	Kern	43
Solano	31	Siskiyou	44
Nevada	32	Monterey	44
Tuolumne	33	Yolo	44
Placer	33	Plumas	46
Kings	33	Alameda	47
Tulare	33	Los Angeles	48
Ventura	34	Riverside	49
Napa	36	Humboldt	49
Madera	36	Orange	50
Marin	37	Calaveras	50
Merced	38	Santa Barbara	50
Glenn	39	Santa Clara	52
Butte	39	Sonoma	55
San Bernardino	40	Stanislaus	55
Santa Cruz	41	Fresno	56
Sacramento	41	San Diego	58
Mendocino	43	San Francisco	60*
Yuba	43	El Dorado	70*
Contra Costa	43	San Joaquin	73
		Inyo	79

*Data from San Francisco and El Dorado are not necessarily representative of the entire county.

Data from El Dorado is South Lake Tahoe only.

Data from San Francisco is from Jail #1 only (county's booking facility).

The nineteen counties that applied for large projects under Proposition 2 had a slightly lower percentage of pretrial population (47%) than did the counties applying for small projects (50%). However, generally speaking, counties with smaller general populations had a smaller proportion of pretrial prisoners (30-45% range) than the counties with larger general populations. Sacramento County is an exception, but this may be due to a population ceiling mandated by the court for the main jail housing pretrial prisoners.

Sixty percent of the jail inmates across the nation were in pretrial status in a 1982 jail survey.* This nationwide survey included prisoners in city jails.**

*Source: Bureau of Justice Statistics, op. cit., p. 2.

**Using Bureau of Criminal Statistics data of a one-day count of adults under local supervision (including city jails), 51% of the jail population was in pretrial status in California in 1982.

Of the over 18,000 pretrial prisoners in custody in the 41 reporting counties (the Proposition 2 four-day sample), 4,458 (24%) were charged with misdemeanors and 13,723 (76%) were charged with felonies. Individual counties ranged from a low of nine percent misdemeanor defendants in custody (Sacramento) to a high of 47% misdemeanor defendants in custody (Ventura). (See Table 17: Misdemeanor Defendants in Custody As Percentage of Total Pretrial Population.)

TABLE 17
MISDEMEANOR DEFENDANTS IN CUSTODY AS PERCENTAGE
OF TOTAL PRETRIAL POPULATION

Sacramento	9	San Joaquin	26
San Francisco	15	Plumas	27
Alameda	15	Butte	27
Humboldt	15	Tulare	28
Yuba	16	Calaveras	28
Placer	17	Solano	29
San Bernardino	17	Glenn	31
Fresno	17	Marin	31
Santa Cruz	17	Santa Barbara	32
Santa Clara	20	Monterey	33
Nevada	20	Tuolumne	33
Contra Costa	21	Mendocino	35
Napa	22	Siskiyou	35
Los Angeles	23	El Dorado	37
Riverside	23	Merced	38
Stanislaus	24	San Mateo	38
Madera	26	Kern	40
San Diego	26	Orange	43
Yolo	26	Kings	43
Sonoma	26	Inyo	46
		Ventura	47

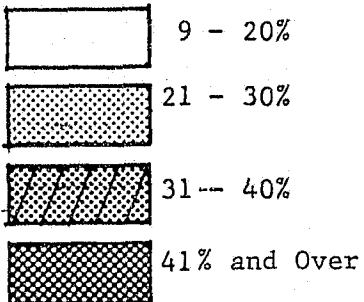
Generally, urbanized areas appear to have a lower pretrial accused misdemeanor to felon ratio than less urbanized counties. This appears true in the urbanized counties of San Bernardino, Fresno, Santa Clara, Alameda, and Sacramento. With the exception of Orange County, only smaller population counties had high percentages of pretrial misdemeanor defendants. (See Map 2: Misdemeanor Defendants As Percentage of Total Pretrial Population.)

In the 37 counties where data was available, there were 19,380 sentenced prisoners in custody over the four-day sample period. Felons comprise slightly less than half the sentenced population in local jails. Of the total sentenced population, 10,494 (54%) were sentenced for misdemeanors and 8,886 (46%) were sentenced for felonies. (See Table 18: Misdemeanants As Percentage of Total Sentenced Population.) The 19 large project counties which have most of the jail population also had a higher percentage of sentenced felons (48%) compared with the small project counties (35%). What cannot be garnered from this data is the number of sentenced misdemeanants who were originally charged as felons where the charge was reduced through the plea bargaining process.

Counties varied widely in the percentage of sentenced misdemeanants in custody, from a low of 36 percent (Tuolumne) to a high of 96 percent (Madera).^{*} Generally, the more populous counties all held a higher percentage of sentenced felons in custody than the average.

^{*}A number of counties indicated they only held convicted misdemeanants in local facilities. If a person is convicted of a felony but the judge sentences the person to county jail rather than state prison, the Penal Code indicates that the charge is then considered a misdemeanor.

MAP 2: MISDEMEANOR DEFENDANTS AS PERCENTAGE
OF TOTAL PRETRIAL POPULATION



* Information Not Available

TABLE 18
MISDEMEANANTS AS PERCENTAGE
OF TOTAL SENTENCED POPULATION

Tuolumne	36%	Yolo	60%
San Diego	42%	Inyo	65%
Los Angeles	43%	Monterey	66%
Calaveras	44%	Sonoma	66%
Solano	46%	Kings	68%
Santa Clara	47%	Merced	68%
Stanislaus	48%	Tulare	70%
Contra Costa	49%	Santa Barbara	70%
San Bernardino	49%	Marin	73%
Sacramento	50%	Placer	74%
San Mateo	53%	Santa Cruz	75%
Orange	53%	Fresno	79%
Plumas	54%	Kern	80%
Riverside	55%	Ventura	80%
Alameda	56%	Siskiyou	80%
El Dorado	56%	San Joaquin	82%
Nevada	56%	Humboldt	83%
Glenn	57%	Madera	96%
Napa	58%		

Persons held in county jail in California are typically male, 18-30 years of age, single, and unemployed.

Men comprise over 90% of the total average daily population in county facilities. The percentage of females of the total pretrial and sentenced population remained exactly the same (9%) over a six-year reporting period, although the number of women increased from 2,132 (reported in the 1978 Board of Corrections' Legislative Report) to 3,626 (reported in the 1984 Board of Corrections' Legislative Report), a 70% increase in the number of women. The proportion of females in jail across the nation is lower (6½%) and this proportion has not changed since 1978 when the last jail census was taken.*

*Bureau of Justice Statistics, op. cit., p. 2.

Counties were asked to provide information in their funding applications on the number of juveniles included in the average daily population for 1982-83. (See Appendix 6: Juveniles in County Jail 1982-83.) Nine counties (Los Angeles, El Dorado, Tulare, Calaveras, Glenn, Inyo, Plumas, San Bernardino, San Joaquin) held juveniles during that fiscal year. Los Angeles County, however, was the only county that held more than one juvenile per day on the average. El Dorado was reporting data from their South Lake Tahoe jail which serves as a booking station and is comparable in operation to city jails which do detain juveniles for questioning, until their parents pick them up, or until they are transported to Juvenile Hall.

A few other counties have an established rated capacity to house juveniles, but the policy in those counties appears to coincide with the policy stated in the Madera County Proposition 2 application: "Juveniles are not housed in adult facilities, with rare exception, such as a violent juvenile whose removal is necessary for the safety of other youth."

Twenty-nine counties provided demographic data--age, ethnic identity, employment and marital status, educational level--on their county prisoners. The data was collected in a variety of ways over different time periods. Therefore, the data from the counties cannot be aggregated. (See Appendix 7: Selected Characteristics of Jail Inmates--for a compilation by county of the demographic data and a description of the various methodologies.)

The majority of inmates in all counties are between the ages of 18 and 30. In almost all counties, more than 60% of the inmates fell in this age range. In counties that supplied a mean age for inmates, the mean fell between 27 and 30 for all counties. The median age in counties was consistently lower than the mean indicating that there were many inmates in their early twenties, but a few older inmates pulled up the average.

The Sourcebook of Criminal Justice Statistics publishes jail inmate demographic data from a survey of jails (holding prisoners for at least 48 hours) conducted by the U.S. Bureau of the Census. Data published in the 1982 Sourcebook comes from a survey conducted in February 1978. The data from the Sourcebook indicated that 69% of local jail inmates in the national census were between the ages of 18 and 30.*

The majority of inmates were white in two-thirds of the counties reporting ethnic identity data. Minorities comprised the largest percentage of the jail population in one-third of the counties. In fact, in several of the counties with the largest inmate populations--Los Angeles, San Francisco, San Diego and Santa Clara--minorities comprised the majority of the jail population.

There do not appear to be major differences in the ethnic breakdown of men and women within the counties, although in each county the percentage of white females is as great, or greater than, the percentage of white males. The female samples are too small to draw any conclusions.

*Bureau of Justice Statistics, U.S. Department of Justice, Sourcebook of Criminal Justice Statistics - 1982, p. 521.

Of the minority jail inmates, Hispanic males were a larger proportion than blacks of the jail population in most counties, with the exceptions of Sacramento, Solano, San Francisco, and San Mateo.

Counties with over 80% white jail populations--El Dorado, Nevada, Placer, and Shasta--have smaller than average general populations, and are more rural than urban.

In the 1982 nationwide jail census, about 47% of the adult jail inmates were white, 40% were black, 11% were Hispanic, and 2% other ethnic identities. The proportion of blacks and Hispanics in jails is greater than in the total U. S. population.¹ Blacks make up approximately 12% of the U. S. population (7.7% in California), and Hispanics comprise 6% of the U. S. population (19.2% in California).² Slightly more females (56%) than males (53%) were minorities in the national survey.³

Only two counties of the 18 reporting unemployment data stated that the majority of their inmates were employed at the time of arrest--Los Angeles (55%) and Placer (96%). Over half of the counties had between 60% and 90% of their inmates unemployed at the time of booking. In the two counties that separated employment data by sex, there was a higher percentage of unemployed women.

The national jail census (which used 1978 data) showed that 43% of the local jail inmates were unemployed. This compares with about an 84% employment rate for the U. S. male population age 18-54.⁴ More men were employed (58%) than women (33%) in this jail census.⁵

The majority of inmates in all counties reporting marital status data were not married at the time of booking. This is consistent with national jail statistics that show 54% never married and 23% separated or divorced.⁶ (This compares with about half unmarried and 4% divorced or separated among U. S. males age 20-29.)⁷

In the few counties that reported educational level data, it is clear that close to half of the jail inmates did not hold a high school diploma. The 1978 survey of inmates of local jails nationwide found 30% of the population with a high school diploma (versus 85% of 20-29 year old males in the U. S. population).⁸ Nineteen percent of the jail inmates nationwide had only an eighth grade education.⁹

¹Bureau of Justice Statistics, Report to the Nation on Crime and Justice, op. cit., p. 36.

²Source: California Department of Finance.

³Bureau of Justice Statistics, Sourcebook of Criminal Justice Statistics - 1982, op. cit., pps. 1 and 2.

⁴Bureau of Justice Statistics, Report to the Nation on Crime and Justice, op. cit., p. 38.

⁵Bureau of Justice Statistics, Sourcebook of Criminal Justice Statistics - 1982, op. cit., p. 522.

⁶Ibid., p. 521.

⁷Bureau of Justice Statistics, Report to the Nation on Crime and Justice, op. cit., p. 37.

⁸Ibid.

⁹Bureau of Justice Statistics, Sourcebook of Criminal Justice Statistics-1982, op. cit., p. 521.

The next report will focus on the approaches to the release and housing of prisoners and how these approaches impact the jail population.

The overcrowding in California jails is, for the most part, occurring in the main jails where the primary function is to house pretrial inmates. The main jail is usually the only maximum security facility in the county and very often the only other bed space is in minimum security settings. Sentenced prisoners requiring any security at all have to be housed in the main jail, e.g., prisoners with medical, mental health problems, violence histories, gang members, escape risks, custody problems. Sentenced prisoners can comprise upwards of half the main jail population.

The major complaint regarding these jails, aside from the overcrowding, is the inability to separate prisoners. Because of the variety in types of prisoners held in the main jail, there is a critical need to be able to provide separate housing. Due to physical plant limitations, adequate separation is difficult in most jurisdictions.

Population trends should be monitored carefully. It may be that the pretrial population is leveling off, but the sentenced population may be increasing. It also may be that many prisoners now housed in the main jails, both pretrial and sentenced, could be relocated to lower security facilities if they were available and if adequate segregation was available.

The unexpected significant increases in the jail population in California over the last four years underscore the importance of planning the most flexible facilities and programs possible. These issues will be explored in the next report.

COUNTY JAIL CAPITAL EXPENDITURE FUND APPLICANTS

AB 3245 Applicant Counties

Alameda	Riverside
Butte	Sacramento
Contra Costa	San Diego
Kings	Santa Barbara
Los Angeles	Santa Clara
Madera	Santa Cruz
Mendocino	Shasta
Merced	Solano
Orange	Sutter
Placer	Tulare

Proposition 2 - Large Project Applicant Counties

Alameda	Orange
Contra Costa	Riverside
El Dorado	Sacramento
Fresno	San Diego
Kern	San Mateo
Kings	Santa Clara
Los Angeles	Solano
Madera	Tulare
Merced	Ventura

Yolo

Proposition 2 - Small Project Applicant Counties

Butte	Plumas
Calaveras	San Benito
Del Norte	San Bernardino
Glenn	San Francisco
Humboldt	San Joaquin
Inyo	San Luis Obispo
Marin	Santa Barbara
Mariposa	Santa Cruz
Mendocino	Sierra
Mono	Siskiyou
Monterey	Sonoma
Napa	Stanislaus
Nevada	Tuolumne
Placer	Yuba

ESTIMATES OF "AT RISK" POPULATION IN CALIFORNIA

<u>DATE OF ESTIMATE</u>	<u>POPULATION 18-29 YEARS</u>	<u>POPULATION CHANGE</u>
07/01/74	4,696,869	
07/01/75	4,880,350	183,481
07/01/76	5,082,245	201,895
07/01/77	5,186,958	104,713
07/01/78	5,308,227	121,269
07/01/79	5,409,224	100,997
07/01/80	5,501,493	92,269
07/01/81	5,564,777	63,284
07/01/82	5,654,207	89,430
07/01/83	5,678,185	23,978
07/01/84	5,661,678	-16,507
07/01/85	5,621,989	-39,689

SOURCE: California Department of Finance

PROPOSITION 2 LARGE PROJECT APPLICATIONS
Profile Data from 4-day Sample

	PRETRIAL					SENTENCED	
	#	% Total Pretrial ADP	# of Out of County Holds/Warr.	# of Local Holds	% With Any Hold	#	%
Alameda							
Misdemeanors	137	(15)	20 (16)	49 (35) (+13)*	(60)	577	(56)
Felonies	794	(85)	218 (27)	275 (35) (+49)*	(68)	454	(44)
Contra Costa							
Misdemeanors	74	(21)	22 (30)	21 (28)	(58)	227	(49)
Felonies	272	(79)	87 (32)	10 (4)	(36)	235	(51)
El Dorado (So. Lake Tahoe data only)							
Misdemeanors	11	(37)	4 (36)	5 (46)	(82)	7	(54)
Felonies	19	(63)	6 (32)	6 (31)	(63)	6	(46)
Fresno							
Misdemeanors	115	(17)	17 (15)	15 (13)	(28)	410	(79)
Felonies	559	(83)	112 (20)	59 (11)	(31)	109	(21)
Kern							
Misdemeanors	280	(40)	40 (14)	61 (22)	(36)	754	(80)
Felonies	425	(60)	79 (19)	44 (11)	(30)	189	(20)
Kings							
Misdemeanors	38	(43)	5 (13)	1 (3)	(16)	122	(68)
Felonies	51	(57)	6 (12)	3 (5)	(17)	57	(32)
Los Angeles							
Misdemeanors	1,451	(23)	5 (less than 1)**	1,429 (99)**	(99)**	2,914	(43)
Felonies	4,839	(77)	6 (less than 1)**	4,820 (99)**	(99)**	3,818	(57)
Madera							
Misdemeanors	25	(26)	6 (24)	5 (20)	(44)	159	(96)
Felonies	70	(74)	2 (3)	2 (3)	(6)	7	(4)

*Thirteen misdemeanor defendants and 49 felony defendants had both out-of-county and local holds/warrants. These defendants are included under local holds.

**Los Angeles County's Central Jail only holds post-arraignment prisoners. Almost all of those prisoners (99%) have a local hold. If a prisoner had both a local and out-of-county hold, only the local hold was counted.

PROPOSITION 2 LARGE PROJECT APPLICATIONS
Profile Data from 4-day Sample

	PRETRIAL					SENTENCED	
	#	% Total Pretrial ADP	# of Out of County Holds/Warr.	# of Local Holds	% With Any Hold	#	%
Merced							
Misdemeanors	50	(38)	22 (44)	5 (10)	(54)	149	(68)
Felonies	83	(62)	1 (1)	9 (11)	(12)	70	(32)
Orange							
Misdemeanors	346	(43)	47 (14)	Re-book*	(14)	427	(53)
Felonies	452	(57)	93 (21)	Re-book*	(21)	376	(47)
Riverside							
Misdemeanors	105	(23)	31 (29)	7 (7)	(36)	262	(55)
Felonies	345	(77)	97 (28)	4 (1)	(29)	210	(45)
Sacramento							
Misdemeanors	59	(9)	19 (33)	4 (6)	(39)	446	(50)
Felonies	570	(91)	197 (36)	18 (3)	(39)	456	(50)
San Diego							
Misdemeanors	385	(26)	17 (4)	85 (22)	(26)	457	(42)
Felonies	1,104	(74)	42 (4)	38 (3)	(7)	638	(58)
San Mateo							
Misdemeanors	102	(44)	32 (31)	9 (9)	(40)	308	(53)
Felonies	130	(56)	82 (63)	6 (5)	(68)	272	(47)
Santa Clara							
Misdemeanors	265	(20)	65 (25)	70 (26)	(51)	565	(47)
Felonies	1,061	(80)	340 (32)	315 (30)	(62)	647	(53)
Solano							
Misdemeanors	36	(29)	20 (55)	11 (31)	(86)	124	(46)
Felonies	87	(71)	27 (31)	30 (35)	(66)	145	(54)

* Orange County immediately re-books all local warrants. County staff estimate that 32% of pretrial defendants, both felony and misdemeanor, have such re-bookings.

PROPOSITION 2 LARGE PROJECT APPLICATIONS
Profile Data from 4-day Sample

	PRETRIAL					SENTENCED	
	#	% Total Pretrial ADP	# of Out of County Holds/Warr.	# of Local Holds	% With Any Hold	#	%
Tulare							
Misdemeanors	53	(28)	10 (19)	0*	(19)	262	(70)
Felonies	133	(72)	30 (23)	0*	(23)	111	(30)
Ventura							
Misdemeanors	171	(47)	27 (16)	57 (33)	(49)	562	(80)
Felonies	193	(53)	18 (9)	38 (20)	(29)	143	(20)
Yolo							
Misdeameanors	23	(26)	11 (48)	1 (4)	(52)	66	(60)
Felonies	65	(74)	24 (37)	3 (5)	(42)	44	(40)

*Prisoners who were arrested on a local hold/warrant were not counted. Only prisoners who had a hold/warrant in addition to the arrest charge were counted.

PROPOSITION 2 SMALL PROJECT APPLICATIONS
Profile Data from 4-day Sample

	PRETRIAL					SENTENCED	
	#	% Total Pretrial ADP	# of Out of County Holds/Warr.	# of Local Holds	% With Any Hold	#	%
Butte							
Misdemeanors	21	(27)	5 (24)	0	(24)	122	(100)
Felonies	57	(73)	3 (5)	0	(5)	-	
Calaveras							
Misdemeanors	5	(26)	0 (0)	1 (19)	(19)	9	(44)
Felonies	14	(74)	4 (30)	2 (14)	(44)	11	(56)
Glenn							
Misdemeanors	7	(31)	3 (43)	2 (30)	(71)	19	(57)
Felonies	15	(69)	8 (53)	4 (27)	(80)	14	(43)
Humboldt							
Misdemeanors	12	(15)	4 (33)	4 (34)	(67)	70	(83)
Felonies	70	(85)	16 (23)	27 (38)	(61)	14	(17)
Inyo							
Misdemeanors	15	(46)	4 (27)	4 (27)	(54)	6	(67)
Felonies	18	(54)	4 (22)	3 (17)	(38)	3	(33)
Marin							
Misdemeanors	27	(31)	10 (37)	12 (44)	(81)	108	(73)
Felonies	60	(69)	24 (40)	18 (30)	(70)	39	(27)
Mendocino							
Misdemeanors	32	(35)	1 (2)	4 (12)	(16)	118	(100)
Felonies	58	(65)	1 (2)	2 (3)	(5)	-	

PROPOSITION 2 SMALL PROJECT APPLICATIONS
Profile Data from 4-day Sample

	PRETRIAL					SENTENCED	
	#	% Total Pretrial ADP	# of Out of County Holds/Warr.	# of Local Holds	% With Any Hold	#	%
Monterey							
Misdemeanors	98	(33)	10 (10)	86 (88)	(98)	247	(66)
Felonies	194	(67)	10 (5)	180 (93)	(98)	125	(34)
Napa							
Misdemeanors	9	(22)	.5 (5)	3 (33)	(39)	42	(58)
Felonies	32	(78)	0 (0)	.25 (1)	(1)	31	(42)
Nevada							
Misdemeanors	5	(20)	3 (60)	2 (40)	(100)	30	(56)
Felonies	20	(80)	7 (35)	2 (10)	(45)	24	(44)
Placer							
Misdemeanors	8	(17)				72	(74)
Felonies	39	(83)				25	(26)
San Bernardino							
Misdemeanors	53	(17)	18 (33)	29 (54)	(89)	237	(49)
Felonies	265	(83)	150 (57)	75 (28)	(85)	244	(51)
Plumas							
Misdemeanors	3	(27)	1 (33)	0 (0)	(33)	7	(54)
Felonies	8	(73)	3 (38)	2 (25)	(63)	6	(46)
San Francisco	(Jail #1 only - count adds up to total - holds from one jail only)						
Misdemeanors	129	(15)	20	3		592	(100)
Felonies	750	(85)	78	9		0	(0)
San Joaquin							
Misdemeanors	71	(26)	13 (18)	12 (17)	(35)	279	(82)
Felonies	199	(74)	49 (25)	41 (21)	(45)	61	(18)

PROPOSITION 2 SMALL PROJECT APPLICATIONS
Profile Data from 4-day Sample

	PRETRIAL					SENTENCED	
	#	% Total Pretrial ADP	# of Out of County Holds/Warr.	# of Local Holds	% With Any Hold	#	%
Santa Barbara							
Misdemeanors	96	(32)	9 (10)	27 (28)	(38)	204	(70)
Felonies	200	(68)	43 (22)	37 (18)	(40)	89	(30)
Santa Cruz							
Misdemeanors	24	(18)	2 (8)	2 (9)	(17)	144	(75)
Felonies	108	(82)	7 (7)	24 (22)	(29)	47	(25)
Sierra							
Misdemeanors	6	(60)	NO INFORMATION			NO SENTENCED HOLDING	
Felonies	4	(40)					
Siskiyou							
Misdemeanors	7	(35)	2 (29)	1 (14)	(43)	20	(80)
Felonies	13	(65)	12 (92)	3 (23)	(more than 100%)	5	(20)
Sonoma							
Misdemeanors	58	(26)	11 (19)	30 (52)	(71)	119	(66)
Felonies	161	(74)	54 (34)	52 (32)	(66)	62	(34)
Stanislaus							
Misdemeanors	42	(24)	24 (57)	36 (86)	(more than 100%)	70	(48)
Felonies	135	(76)	82 (61)	24 (18)	(79)	76	(52)
Tuolumne							
Misdemeanors	6	(33)	3 (50)	3 (50)	(100)	13	(36)
Felonies	12	(67)	4 (33)	8 (67)	(100)	23	(64)
Yuba							
Misdemeanors	8	(16)	6 (75)	4 (50)	(more than 100%)	65	(100)
Felonies	40	(84)	10 (25)	2 (5)	(29)		

PRETRIAL BOOKING SAMPLE BY COUNTY

COUNTY	#	%	INEB	%	SUB. ABUSE	%	PROP. THEFT	%	PERS. VIOL.	%	VEH. CODE	%	OTHER	%
ALAMEDA														
Misdemeanors	593	59	58	10	33	5	30	5	17	3	336	57	119	20
Felonies	414	41			82	20	153	37	93	22			86	21
TOTAL	1,007													
CONTRA COSTA											225 (DUI)	55 (DUI)		
Misdemeanors	411	69	1		22	5	23	6	20	5	91	22	29	7
Felonies	185	31			25	14	91	49	41	22	3 (DUI)	2 (DUI)	13	7
TOTAL	596										12	6		
EL DORADO														
Misdemeanors	176	81	29	16	2	1	25	14	14	8	105	60	1	1
Felonies	41	19			2	5	24	59	12	29			3	7
TOTAL	217													
FRESNO														
Misdemeanors	918	81	437	48	35	4	57	6	32	3	295	32	62	7
Felonies	221	19			31	14	70	32	55	25			65	29
TOTAL	1,139													
KERN														
Misdemeanors	1,146	79	168	15	134	12	72	6	69	6	595	52	108	9
Felonies	301	21			86	29	96	32	62	20			57	19
TOTAL	1,447													
KINGS														
Misdemeanors	194	88	43	22	7	4	27	14	20	10	81	42	16	8
Felonies	26	12			3	12	14	54	4	15			5	19
TOTAL	220													

PRETRIAL BOOKING SAMPLE BY COUNTY

COUNTY	#	%	INEB	%	SUB. ABUSE	%	PROP. THEFT	%	PERS. VIOL.	%	VEH. CODE	%	OTHER	%
LOS ANGELES														
Misdemeanors	270	80	53	20	40	15	21	8	8	3	134	50	14	5
Felonies	68	20			16	23	25	37	25	37			2	3
Warrants	(62)													
TOTAL	338													
MADERA														
Misdemeanors	293	76	74	25	5	2	19	6	6	2	156	53	33	12
Felonies	93	24			8	9	41	44	23	25			21	22
TOTAL	386													
MERCED														
Misdemeanors	204	86	44	22	1	1	15	7	14	7	123	60	7	3
Felonies	33	14			6	18	16	49	5	15			6	18
TOTAL	237													
ORANGE														
Misdemeanors	581	78	89	15	31	5	45	8	28	5	307	53	81	14
Felonies	164	22			46	28	50	31	48	29			20	12
TOTAL	745													
RIVERSIDE														
Misdemeanors	389	90	225*	58	15	4	18	5	15	4	63	16	53	13
Felonies	43	10			7	16	16	37	9	21			11	26
TOTAL	432													
SACRAMENTO														
Misdemeanors	267	74	9	3	7	3	20	7	18	7	189	71	24	9
Felonies	96	26			12	13	35	36	20	21			29	30
TOTAL	363													

*Riverside County lists a high percentage of public inebriate bookings (58%); however, they included drunk drivers in this category rather than under Vehicle Code violators.

PRETRIAL BOOKING SAMPLE BY COUNTY

[illegible]

PRETRIAL RELEASE SAMPLE METHODOLOGY

Alameda

100% sample of pretrial releases from county facilities over a two-week period (1,007 releases), April-May, 1983.

Contra Costa

100% sample March 25-April 8, 1982 of bookings followed (up to one year) until date of release. Change in status from pre-trial to sentenced if person remains in custody not accounted for.

El Dorado

All releases during the month of March, 1983.

Santa Clara

All releases for weeks of 5-8 to 5-14 and 6-5 to 6-11 for total of 1484 (- 417 time served) 50% sample minus 27 to sample of 506.

Solano

100% sample of all releases 5-29 to 6-29-83.

Fresno

100% sample of all releases 9-16 to 9-30-83.

Kern

7-3-82 to 7-9-82, 10-9-82 to 10-15-82, 3-19-83 to 3-25-83, 6-18-83 to 6-24-83.

Kings

March 7-13, 1982 and November 7-13, 1982.

Los Angeles

Sample of 400 from five sheriff's field stations.

Madera

August 1, 1981 to May 31, 1983 first case randomly selected, every 32 booking after that for 386 cases.

Merced

Every other booking from March 14-20 and November 7-13, 1984.

Orange

Random sampling of all releases in June, 1983.

Riverside

Computer-generated blind listing of bookings during fiscal year 1982-83 - total of 432 (only 43 felonies).

Sacramento

Randomly pulled sample of all fiscal year 1983 releases.

San Diego

Random sample January to June 1983 of releases.

San Mateo

All bookings 11-24 to 11-30-82, 3-1 to 3-7-83.

Tulare

1-16 to 1-22-83 and 8-21 to 8-27-83.

Ventura

September 1-30, 1983.

Yolo

2/3 sample of bookings for 7-1 to 7-7, 4-8 to 4-15 and 2-16 to 2-23 of 1983.

JUVENILES IN COUNTY JAIL
1982-83 (AVERAGE DAILY POPULATION)

<u>COUNTY</u>	<u># OF JUVENILES</u>		<u>TOTAL RATED CAPACITY IN ADULT FACILITIES</u>	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
Alameda	None			
Butte	None		0	
Calaveras	2.8	.2	4	
Contra Costa	None		Can House	
El Dorado	.3	.04	1	
Fresno	None			
Glenn	1.0	.04	6	
Humboldt	None		4	
Inyo	.2	.1	2	
Kern	None		0	
Kings	None			
Los Angeles	44.0	2.0		20
Madera	None			
Merced	None		0	
Monterey	None		0	
Napa	None			
Nevada	None		0	
Placer	None		0	
Plumas	.3	.1		

Source: Proposition 2 Funding Applications.

JUVENILES IN COUNTY JAIL
1982-83 (AVERAGE DAILY POPULATION)

<u>COUNTY</u>	# OF JUVENILES		TOTAL RATED CAPACITY IN ADULT FACILITIES	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
Riverside	None			
Sacramento	None			
San Bernardino	.03	0	10	
San Diego	None			
San Francisco	None		0	
San Joaquin	.2	.1	3	
San Mateo	None			
Santa Clara*	None		6	2
Sierra	None		1	
Siskiyou	None			
Solano	None		0	
Sonoma	None			
Stanislaus	None		0	
Tuolumne	None		0	
Tulare	.38	0	2	1
Ventura	None			
Yolo	None			
Yuba	None			

*In April 1982, the Superior Court issued an order prohibiting the housing of juveniles in the Mail Jail facility in Santa Clara County.

APPENDIX 7: SELECTED CHARACTERISTICS OF JAIL INMATES

Table 1: Age

- a. Percentage of Young Adults by County (18-30)
- b. Mean and Median Age by County

Table 2: Percentage Ethnic Identity

Table 3: Employment Status at Booking

Table 4: Marital Status

Table 5: Educational Level

A description of the various methodologies employed in these studies follows the tables.

TABLE 1a: AGE - PERCENTAGE OF YOUNG ADULTS (18-30)
BY COUNTY

	<u>Males</u>	<u>Females</u>
<u>El Dorado</u>		
Releases	66.2	47.3
Snapshot	75.1	50.0
<u>Orange</u>		
Pretrial Releases	69.9	66.2
Sentenced Releases	71.7	59.5
Pretrial Snapshot	68.9	73.6
Sentenced Snapshot	66.8	65.2
<u>Placer</u>	67.0	75.0
Snapshot		
<u>Sacramento</u>	64.0	
Snapshot (Main Jail)		
<u>San Bernardino</u>		
Pretrial Releases	69.1	70.1
Sentenced Releases	70.2	62.9
Pretrial Snapshot	69.1	60.6
Sentenced Snapshot	72.2	72.4
<u>San Joaquin</u>		
Pretrial Snapshot	70.0	55.0
Sentenced Snapshot	62.1	78.5
<u>Shasta</u>		
Pretrial Bookings	65.0	65.0
Sentenced Bookings	69.7	75.0
<u>Siskiyou</u>		
Snapshot		
Male and Female	69.0	
<u>Solano</u>		
Pretrial Releases	64.9	65.8
Sentenced Releases	72.5	79.3
Pretrial Snapshot	71.9	42.9
Sentenced Snapshot	72.1	57.7
<u>Sutter</u>		
Pretrial Bookings	72.5	71.4
Sentenced Bookings	64.4	85.7
<u>Yolo</u>		55.0
Snapshot		
Males and Females		

TABLE 1b: AGE - MEAN AND MEDIAN AGE BY COUNTY

<u>KINGS</u>	
Women	24.4 Mean Age 23.9 Median Age
Men	27.9 Mean Age 25.0 Median Age
<u>LOS ANGELES</u>	27.1 Mean Age
<u>MERCED (1983)</u>	29.6 Mean Age 26.8 Median Age
<u>MONTEREY</u>	
Women	25.9 Mean Age
Men	28.9 Mean Age 26.8 Median Age
<u>NEVADA</u>	30.0 Mean Age
<u>PLACER (82-83)</u>	27.5 Mean Age
<u>SAN FRANCISCO</u>	29.9 Mean Age 27.7 Median Age
<u>SAN MATEO</u>	29.7 Mean Age 27.8 Median Age
<u>SANTA CRUZ</u>	27.0 Mean Age
<u>TULARE</u>	
MAIN JAIL	29.9 Mean Age
CORRECTIONAL CENTER	31.7 Mean Age
<u>VENTURA</u>	29.2 Mean Age 26.0 Median Age
<u>YUBA</u>	29.6 Mean Age 26.0 Median Age

TABLE 2: ETHNIC IDENTITY PERCENTAGES

COUNTY	MALES				FEMALES			
	White	Black	Hispanic	Other	White	Black	Hispanic	Other
<u>EL DORADO</u>								
Releases	91.9	1.4	4.9	1.7	89.5			10.5
Snapshot	95.4	2.8	1.0	1.0	66.6	16.7	16.7	
<u>INYO</u>								
Pretrial Snapshot	54.4	5.6	5.6	34.4	66.7			33.3
Sentenced Snapshot	62.2		2.7	35.1				
<u>KINGS</u>								
Snapshot	36.1	18.8	44.5	.5	37.5	12.5	50.0	
<u>LOS ANGELES</u>								
Central Jail-Pretrial*	27.0	45.0	27.0	1.0				
<u>MADERA</u>								
Bookings	38.0	8.0	50.0	4.0				
<u>MERCED</u>								
Snapshot (1982)	47.0	14.0	36.0 (Up 20% in 1983 profile)	3.0	53.8	7.7	38.5	
<u>MONTEREY</u>								
Snapshot	33.3	14.4	47.7	4.2	43.3	23.3	30.0	3.3
<u>NEVADA</u>								
Snapshot	93.4	4.4		2.2				
<u>ORANGE</u>								
Pretrial Releases	64.0	3.8	29.8	2.4	72.6	7.5	16.0	4.0
Sentenced Releases	60.1	5.4	31.5	3.0	72.2	5.1	21.5	1.3
Pretrial Snapshot	47.7	8.3	42.1	1.8	69.2	12.0	17.6	1.2
Sentenced Snapshot	66.0	4.4	28.1	1.5	70.9	5.8	23.3	
<u>PLACER</u>								
Tahoe City Bookings	90.0		10.0					
All Facilities Snapshot	92.0	8.0				100.0		
<u>RIVERSIDE</u>								
Bookings	53.0	12.8	33.8					
<u>SACRAMENTO</u>								
Snapshot (Main Jail)	66.7	17.8	12.4	3.1				
<u>SAN BERNARDINO</u>								
Pretrial Releases	53.3	17.2	29.1	.4	57.0	16.8	26.2	
Sentenced Releases	55.3	17.3	26.8	.6	63.0	16.7	16.7	3.7
Pretrial Snapshot	41.5	25.0	31.8	1.7	63.6	21.2	12.1	3.0
Sentenced Snapshot	56.5	14.4	26.9	1.9	41.4	20.7	31.0	7.0
			68					

TABLE 2: ETHNIC IDENTITY PERCENTAGES

COUNTY	MALES				FEMALES			
	White	Black	Hispanic	Other	White	Black	Hispanic	Other
<u>SAN DIEGO</u>								
Snapshot	44.6	27.3	26.5	1.6	58.9	25.4	13.5	2.3
<u>SAN FRANCISCO</u>								
Sentenced Snapshot	44.5	48.7	4.3	2.8				
<u>SAN JOAQUIN</u>								
Pretrial Snapshot	35.2	27.2	32.0	5.6	45.0	30.0	15.0	10.0
Sentenced Snapshot	43.3	19.8	35.2	1.7	47.8	22.7	22.7	6.8
<u>SAN MATEO</u>								
Snapshot	43.6	33.6	18.5	4.3				
<u>SANTA BARBARA</u>								
Releases	60.0	6.0	34.0	less than 1.0				
<u>SANTA CLARA (Main Jail)</u>								
Pretrial Snapshot	43.8	21.4	32.3	2.5				
Sentenced Snapshot	45.3	26.4	22.6	5.7				
<u>SANTA CRUZ</u>								
Snapshot	65.6	2.5	26.4	5.5				
<u>SHASTA</u>								
Pretrial Bookings	89.6	2.0		8.3	86.2	5.4		9.5
Sentenced Bookings	87.2	3.0		9.8	90.6			9.4
<u>SISKIYOU</u>								
Snapshot	82.5		7.5	10.0				
<u>SOLANO</u>								
Pretrial Releases	66.3	19.2	12.9	1.6	65.8	22.4	9.2	2.6
Sentenced Releases	69.0	19.9	9.9	1.2	48.3	34.5	17.2	
Pretrial Snapshot	52.9	28.9	15.7	2.5	50.0	42.9	7.1	
Sentenced Snapshot	58.1	29.7	10.4	1.8	46.2	46.2	7.7	
<u>SUTTER</u>								
Pretrial Bookings	74.3	1.8	21.2	2.7	92.9		4.8	2.4
Sentenced Bookings	73.3	4.4	20.0	2.2	100.0			
Snapshot	75.9	8.0	12.6	3.4	88.9			11.1
<u>TULARE</u>								
County Jail	50.1	3.8	44.5	1.6				
Adult Correctional Ctr	51.1	3.7	41.5	3.7				
			69					

TABLE 2: ETHNIC IDENTITY PERCENTAGES

COUNTY	MALES				FEMALES			
	White	Black	Hispanic	Other	White	Black	Hispanic	Other
<u>TULOUMNE</u>								
Snapshot	91.0	1.0	3.0	5.0				
<u>VENTURA</u>								
Males & Females Snapshot	50.0	6.5	41.5	2.0				
<u>YOLO</u>								
Pretrial*	61.0	4.0	34.0	1.0				
<u>YUBA</u>								
Males & Females Snapshot	87.8	8.8	2.7	.7				
<p>*Source: Differential Use of Jail Confinement in California, National Council on Crime and Delinquency, p. 4.</p>								

TABLE 3

EMPLOYMENT STATUS AT BOOKING

<u>COUNTY</u>	<u>% EMPLOYED</u>	<u>% UNEMPLOYED</u>	<u>% PART-TIME</u>	<u>% STUDENT</u>	<u>% DISABLED</u>	<u>% RETIRED</u>	<u>% UNKNOWN</u>
<u>KINGS</u> Snapshot	27	73					
<u>LOS ANGELES</u> Snapshot	55	45					
<u>MADERA</u> Bookings	40.4	38.3	1.3	1.6	3.6	.8	14
<u>MERCED-1982</u> Snapshot	8						
<u>MONTEREY</u> Snapshot	39.8						
<u>NEVADA</u> Snapshot		68.2					
<u>PLACER-1981</u> Snapshot	96	4					
Skilled	54						
Unskilled	42						
<u>SAN BERNARDINO</u>	43						
<u>SAN JOAQUIN</u> Snapshot							
Main Jail - Men	20.1	79.9					
Main Jail-Women	12.7	87.3					
Honor Farm	40.2	59.8					
<u>SAN MATEO</u> Snapshot	40	54.7	3	2			
<u>SANTA CRUZ</u> Snapshot	36.2	55.8					8
<u>SHASTA</u>							
Pretrial							
Men	42	57					1
Women	30	64					6
Sentenced							
Men	33	52					15
Women	14	66					20
<u>SISKIYOU</u> Snapshot	14	85		1			
<u>SUTTER</u>	24	71		5			
<u>TUOLUMNE</u> Snapshot	37	60				3	
<u>VENTURA</u> Snapshot	40	60					
<u>YOLO</u> Snapshot	40	60					
<u>YUBA</u> Snapshot	15	85					

TABLE 4

MARITAL STATUS

<u>COUNTY</u>		<u>% MARRIED</u>	<u>% SINGLE</u>	<u>% DIVORCED</u>	<u>% WIDOWED</u>	<u>% SEPARATED</u>	<u>% UNKNOWN</u>
<u>LOS ANGELES</u>	Snapshot	30	63	5	1	1	
<u>MERCED-1982</u>	Snapshot						
	Men	14	77	3		6	
	Women	38.5		38.5	7.7	7.7	7.7
<u>PLACER-1981</u>	Snapshot						
	Women	25	50				25
	Men	21	58				21
<u>SAN BERNARDINO</u>							
	Pretrial Releases						
	Men		42				
	Women		54				
	Sentenced Releases						
	Men		46				
	Women		54				
<u>SAN JOAQUIN</u>	Snapshot	50					
<u>SAN MATEO</u>	Snapshot	21	58.4	11.4	.03	3.4	
<u>SISKIYOU</u>	Snapshot	16	75				9
<u>TUOLUMNE</u>	Snapshot	23	55	17	4		
<u>YOLO</u>	Snapshot	28	43	18	3	8	

TABLE 5: EDUCATIONAL LEVEL

Los Angeles Snapshot	Average number of years in formal education: 11.2
Madera Bookings	70% have not finished high school
San Joaquin Snapshot	50% have not graduated from high school
Yolo Snapshot	48% do not have high school diploma
Placer (1981) Snapshot	42% did not finish high school
Merced (males) (1982) Snapshot	37% did not go higher than the tenth grade

COUNTY DEMOGRAPHIC STUDY METHODOLOGIES

These studies fall into two categories: booking/release profiles or snapshot profiles. Booking/release studies reflect the constant turnover occurring in jails, but do not reflect who is in jail on any given day. A snapshot study does reflect who is in jail on a given day, but does not show the turnover. Some studies included data for all the bookings/releases from a specific time period or all the inmates housed in jail on a particular day. Other studies included only a sample of booking/releases or inmates housed. If the sampling was done correctly, there should be no difference in the results.

1. El Dorado - All male (288) and female (38) prisoners released during the month (March 1983) and, a one-day snapshot for male (108) and female (6) prisoners in custody (April 18, 1983).
2. Inyo - County jail snapshot profile of pretrial (122) and sentenced (37) men and pretrial (6) and sentenced (0) women (second week in July and August 1983).
3. Kings - One-day random sample snapshot of 191 (out of 306) male and female inmates on March 29, 1983.
4. Los Angeles - Random sample of 120 inmates from four days of inmates processed through the Classification Unit.
5. Madera - Random sample of bookings (386) from August 1981 through May 1983.
6. Merced - Random sample snapshot of all jail inmates in custody on June 27, 1983 for 176 cases. Also 1982 snapshot sample of men (70) and women (13).
7. Monterey - One-day snapshot of one-half of the male jail population and all the women (30) on May 23, 1983.
8. Nevada - One-day snapshot of all inmates (91).
9. Orange - 30-day release profile of a sample of pretrial males (497) and females (281) and sentenced males (371) and females (79) from June 1983 (from 6,016 total releases) and a one-day snapshot of a sample of pretrial men (553) and women (159) and sentenced men (624) and women (82) on August 13, 1983.
10. Placer - All persons booked (73) into Tahoe City Jail during four selected weeks (October 4, 1982, February 13, 1983, May 8, 1983, and August 21, 1983) and a snapshot profile from all facilities of men (24) and women (4) on October 21, 1981.
11. Riverside - Computer generated blind listing of 256 bookings between October 1, 1980 - September 30, 1981.
12. Sacramento - Snapshot profile of all 682 male inmates at the Main Jail.

COUNTY DEMOGRAPHIC STUDY METHODOLOGIES

13. San Bernardino - 30-day release profile of a sample of pretrial males (548) and females (107) and sentenced males (295) and females (54) from November 1982; and a one-day snapshot of a sample of pretrial men (236) and women (33) and sentenced men (208) and women (29) on December 4, 1982.
14. San Diego - Snapshot of 1,875 men and 260 women in Type II jail facilities.
15. San Francisco - Snapshot of sentenced population in jail over 30 days from classification division.
16. San Joaquin - Snapshot of pretrial men (250), pretrial women (20), sentenced men (298), and sentenced women (42) from 1983.
17. San Mateo - Random sample snapshot of all in-custody jail inmates (298); approximately 45% sample of total jail population.
18. Santa Barbara - One-month booking and release profile of males and females (1,687) for July 1981 and a snapshot profile for three days in August 1981 of all inmates in custody.
19. Santa Clara - Pretrial and sentenced snapshot of population at the Main Jail on March 23, 1980 and April 17, 1980.
20. Santa Cruz - One-day snapshot of all 163 male and female jail inmates on June 17, 1981 held in a maximum security facility.
21. Shasta - Booking sample of pretrial men (937) and pretrial women (130) from July 1980 and March 1981 and a release sample of pretrial men (605) and women (98) and sentenced men (415) and women (32) from July 1976 and March 1977.
22. Siskiyou - Snapshot study of all jail inmates (80) on August 24, 1982 and March 7, 1983.
23. Solano - 30-day release profile of all pretrial males (495) and females (76) and sentenced males (171) and females (29) from May 29 to June 29, 1983 and a one-day snapshot of all pretrial men (121) and women (33) and sentenced men (222) and women (26) on June 25, 1983.
24. Sutter - Booking sample of pretrial men (222) and women (42) and sentenced men (45) and women (7) from June 1981 and a one-day snapshot of men (87) and women (9) on February 18, 1982.
25. Tulare - Snapshot of all inmates in county jail (373) and the correctional center (135).
26. Tuolumne - Snapshot of all in-custody jail inmates on June 1, 1982 and January 1, 1983 (104).
27. Ventura - One-day snapshot study of 25% of male jail population (197) and all females (55) on March 2, 1982.

COUNTY DEMOGRAPHIC STUDY METHODOLOGIES

28. Yolo - A snapshot sample of people who had been incarcerated from May 1979 to April 1980.
29. Yuba - Snapshot of all inmates (147) on April 19, 1983.