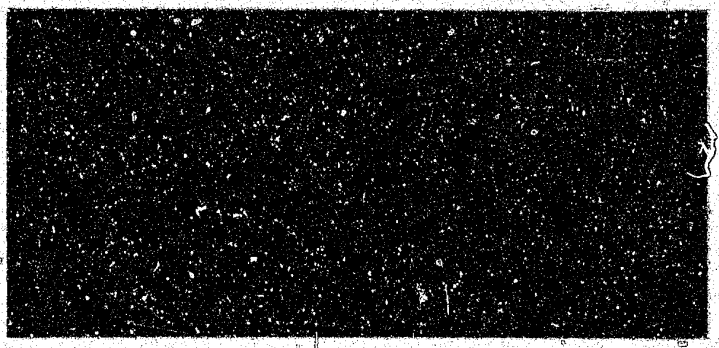

OFFICE OF CRIMINAL JUSTICE PLANNING

Alameda Regional Criminal Justice Planning Board

ALAMEDA REGIONAL CRIMINAL JUSTICE

PLANNING BOARD

Rene Davidson, Chairman — John F. Lenser, Executive Director

AN ASSESSMENT OF FUTURE PRE-TRIAL DETENTION REQUIREMENTS AND OF THE IMPACT OF PRE-TRIAL RELEASES ON PRE-TRIAL DETENTION FOR ALAMEDA COUNTY

submitted to:

Alameda County Board of Supervisors

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PREFACE

This report was prepared by the staff of the Alameda Regional Criminal Justice Planning Board with the endorsement of the Alameda County Board of Supervisors. This research and evaluation effort was funded by the National Institute of Law Enforcement and Criminal Justice of the Law Enforcement Assistance Administration under their Model Evaluation Program. It is hoped that this report will be of assistance to the Board of Supervisors in determining the appropriate size of the new pre-trial detention facilities to be constructed.

The opinions and recommendations stated in this document are those of staff. They do not necessarily represent the official position of the Alameda Regional Criminal Justice Planning Board or its individual members.

ACKNOWLEDGEMENTS

Special acknowledgement is due to Allen Hellman and Anthony Jiga, the Pre-trial Coordinator and his assistant, for their continuous input into the study, especially in the research design and in providing insight into pre-trial operations, and the coordination and facilitation of CORPUS requests.

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I AN ASSESSMENT OF FUTURE PRETRIAL DETENTION REQUIREMENTS

A. Purpose of the Study

Alameda County is presently in the preliminary stages of constructing new pre-trial detention facilities, inasmuch as present facilities are inadequate both in size and physical condition. The County previously employed a team of consultants to conduct a study of required detention size and various pre-trial release options. The consultants tempered their high forecasts of detention demand through an assumption that various pre-trial services, such as release on own recognizance and pre-trial diversion, would reduce the demand should these programs and services be expanded. It was further recommended that, having expanded such pre-trial programs, the pre-trial programs be evaluated to determine their impact and that new jail size projections should be formulated.

The purpose of this study is to evaluate the performance of pre-trial programs which have been expanded during the past year and to reassess forecasts of demand for pre-trial facility space. The results of the study are provided in two reports:

1. A report which presents the findings and a detailed development of the forecasts for jail demand and some of the alternatives for meeting that demand; and

2. A report evaluating the expanded Pre-trial Services Project and addressing issues of organization regarding the delivery of services.

This document represents the first report and is divided into four major categories:

1. Performance of the existing pre-trial process;

2. Impact of the expanded Pre-trial Project on the process; and

3. Forecasts of required pre-trial detention demands and relationship to facility sizes and policies;

4. Appendices containing forecast development information and detailed analysis.

The reader will quickly recognize that projecting required detention size is very complex and the estimates of detention requirements are subject to a variety of policy changes. An attempt has been made to employ several methods of projecting required detention size and to provide the reader with detailed data. Hopefully, this will allow further analysis of the implications of policy changes which could be considered at present or

in the future to affect jail size.

In conclusion, the reader will find that this report does not provide a precise definition of the size and location of pre-trial detention facilities but rather sets forth a series of policy options for meeting needed detention space. Each of these options must be evaluated with respect to their costs and practical advantages.

B. Performance of Existing Pre-Trial Process

o Type of Release

Pre-trial, non-adjudicatory releases have a significant impact upon the detention requirements in Alameda County. A simple statistic makes this imminently clear: of the 142 daily criminal bookings in this County, 111 will be freed through some form of non-adjudicatory release -- i.e., 78 percent of all criminal bookings receive a non-adjudicatory release. What is further striking about this 78 percent figure is that the majority of these releases are obtained by the relatively new non-bail mechanisms of station cite[1] and own recognizance (O.R.).[2] These two procedures provide for the release of almost half of all bookings (46%) and bail provides for only a third (32%). Thus, non-adjudicatory, non-bail releases form the single most important release mechanism in Alameda County and the County should continue to foster and monitor these release forms. Further statistics are shown in Table 1.

o Time to Release

Of equal importance to the type of release is the time it takes to obtain a release. This data, shown in Table 2, presents an interesting doubling of time to release for non-remands. (A remand is the ordering of a defendant to the custody of the Sheriff by a Judge. This is done for those defendants who have not been released by the completion of arraignment.) For non-remands, it takes twice as long to be O.R.'d as it does to be bailed, and it takes twice as long to be bailed as it does to be station cited.

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1. A Station Cite is a release after booking and upon promise of reappearance. Policy limits such release to those booked as misdemeanants and those who have no warrants. Not all warrantless misdemeanants are released on station cites as the arresting officer may determine that the individual is not a good risk or that the crime charged may recur. This release form is defined in P.C. 853.6.

2. An Own Recognizance release is one authorized by a judge pursuant to P.C. 1318. It is a release secured only by the promise of the defendant to reappear.

TABLE 1

RELEASE TYPES AS PERCENTAGE OF ALL CRIMINAL BOOKINGS*
(Alameda County 1975 Tracking Data)

Release Type	Released Without Remand % Column	Released Without Remand % All Booking	Released After Remand % Column	Released After Remand % All Booking	Total % All Bookings
Station Cite	19.3	16.5	0.0	0.0	16.5
Bail	32.7	27.9	26.4	3.9	32.8
O.R.**	31.3	26.8	20.1	2.9	29.7
Other+	16.7	13.8	53.6	8.2	21.0
TOTAL	100.0	85.0	100.0	15.0	100.0

* Criminal bookings exclude public inebriates (P.C.647f). Remand is defined as being ordered to the custody of the Sheriff by a judge. This occurs if the individual has not obtained release by the completion of arraignment and was being held in one of the city jails.

** The O.R. release percentage of 31.3 includes an additive 8.5% which derives from Oakland Municipal Court "court releases". This is a release authorized by the court but is not specifically identified as an O.R. in the court files. These general court releases are combined with other court releases specifically identified as O.R.'s to form the total of 31.3%.

\+ "Other" category includes releases such as files, time served, and enrouters as well as those whose state changes to that of sentenced.

TABLE 2

MEAN TIME TO RELEASE BY RELEASE TYPE
(Alameda County 1975 Tracking Data)

Release Type	Mean Time to Release: Non-Remanded In Hours	Non-Remanded In Days	Remanded In Days
Station Cite	5.8	.24	-
Bail	9.8	.41	8.69
O.R.	19.7	.82	13.18
All Releases*	13.4	.56	27.00**

* "All Releases" includes those sentenced but not released from custody; the concept is released from unsentenced detention.

** The mean time to release for all releases under the remand column has been adjusted to reflect those remaining in custody beyond the period covered by the data collection. There is a group of defendants who stay a very long time in jail unsentenced and these are not adequately reflected in the mean of 23.0 obtained from the data

The average time to release for non-remands, which comprise 85 percent of all bookings, is slightly more than half a day -- i.e., thirteen hours. However, this average is biased downwards by the presence of a large number of drunk drivers who obtain release within eight hours; the time to release for charges such as petty theft is fifteen hours and for grand theft, twenty-three hours.

Remands push up the detention size requirements. While there are only, on an average, twenty-one defendants remanded per day, they tend to collect since the time to release for remands is about twenty-seven days. The product of the mean time detained and the average number of arrivals yields the average number waiting in jail. (The formula is $L = aW$, where L is the number waiting, a is arrival rate and W is waiting time.) For remands then, it is the product of twenty-one and twenty-seven, which is five hundred and sixty seven (567) remands waiting on average.

In this light, Table 2 may be examined for those remanded. Those who bail do so quickly, within a little more than a week on the average. Those O.R.'d take a little less than two weeks. But from Table 1, it is seen that O.R.'s comprise forty-three percent (43%) of all those obtaining non-adjudicatory releases after remand (20.1 out of 46.5).

For the case of remands then, the O.R. release mechanism is extremely important in providing for the release of defendants and in keeping down jail detention utilization and future requirements.

Another important finding with respect to remands is that of the remands in custody on any one day, more than three-fifths of the total remand population is the direct responsibility of the Superior Court. The remand population then is very sensitive to the actions and delays in action of the Court. The data presented in the body of the report shows a significant correlation between a reduction in the judicial bench days in the Superior Court and peaks in the Sheriff's remand population.

o <u>Differences Among Municipal Courts</u>

An important finding with respect to the percentage use of release types (called branching statistics), and the time to release is that these statistics vary appreciably amongst the municipal

courts. For example, the time to release for non-remands in Oakland is twice that of Fremont, Hayward, and San Leandro. On the other hand, Hayward remands twice as frequently as Oakland. To some extent the latter difference is ascribable to Oakland's availability of a hold-over facility, whereas Hayward cannot hold-over and must immediately remand. These differences in statistics are important and slight changes can have magnified effects because of the multiplicative relationship between time detained and number detained which determines the average number in jail. Such differences and their sensitivity to policy changes and facility availability demonstrate the need for continuous monitoring of the pre-trial process with feedback to the principal actors.

o Failure to Appear and Rearrest of Defendants Released

While pre-trial releases have the certain benefit of reducing detention costs including both staffing and facility construction, there are a number of negative impacts on the criminal justice system. The first of these is the failure of the defendant to make the scheduled court appearances. The purpose of detaining an individual is to assure presence at the court hearings. When an individual is released, there is some risk that the individual will fail to appear. There are a number of ways to compute failure to appear rates. The method employed for the data displayed in Table 3, is to count all individuals who missed any court appearance and for which their failure of attendance resulted in the judge either ordering a bench warrant issued or ordered to issue. This count of failures is divided by the number of individuals released.

TABLE 3

FAILURE TO APPEAR* RATE BY RELEASE TYPE
(Alameda County a975 Tracking Data)

Release Type	Sample Number	Sample Number FTA'ing	FTA Rate
Station Cite	527	81	.15
Bail	1,079	139	.13
O.R.	783	207	.26

* A failure to appear is defined as a court appearance at which the defendant's presence was required by the court and the lack of which resulted in either a bench warrant issued or ordered to issue. Most defendants who FTA return either voluntarily or are rearrested. Based on a sample of the tracking data, approximately ten percent of those that FTA had not either returned or been returned to the system. Thus, the disappearance rate is approximately one-tenth the displayed FTA rates. For example, for those station cited, two in a hundred station cites will FTA and not be seen again.

The calculated FTA rates show that station cites and bail are approximately equal at 15 and 13 percent respectively. The O.R. FTA rate is 26 percent. This rate is high. The comparable rate for Santa Clara County is 7 percent. The two counties, however, have significantly different demographics and crime rates, making it difficult to compare this program performance measure. The Santa Clara misdemeanor release program is comparable to Alameda County's station cite program in the sense that both release misdemeants who have no warrants. The programs differ though in administration: the Santa Clara misdemeanor release program is based on a point system whereas Alameda's station cite is purely up to the local police.

It should be kept in mind what this measure represents. It does not represent the percentage of defendants escaping prosecution. The failure to reappear rate is one tenth that in Table 3. There are of course some costs associated with failure to appears. These costs include the paper costs associated with the generation of the warrant and more importantly the staffing costs of serving the warrant.

A perspective on the dynamics of failure-to-appear may be gained from Table 4. This table displays the mean time to a failure-to-appear. It is seen that the mean time to an FTA is 93 days for station cites and bails but 71 days for defendants on O.R. Half the failure-to-appears occur after fifty days from the time of booking. There are two factors which certainly contribute to this performance: the first is that as the case progresses the defendant may become uncomfortable with the direction of the case, and the second is that the defendant may be reacting to the length of time the case is taking.

TABLE 4

MEAN TIME TO FAILURE TO APPEAR BY RELEASE TYPE
(Alameda County 1975 Tracking Data)

Release Type	Mean Time in Days to Failure-to-Appear
Station Cite	93
Bail	93
O.R.	71

The last measure of the performance of pre-trial release options is the rate of pre-adjudication rearrest. In Table 5 these arrests are shown by two charge categories: the first is a rearrest on the original charges, i.e., on the charges for which the defendant was arrested. The second charge category is new charges, that is,the defendant is charged with an entirely new event. The rearrests on the old charges may be interpreted as a taking into custody deriving from a failure-to-appear. There are many different philosophical or policy perspectives with which to interpret this data. It is obvious, as this data shows, that the populations determined by release type are significantly different and that those O.R.'d carry a larger risk both with respect to FTA's and rearrests. The statistical acceptability of these numbers should be strengthened through a larger sample and one covering the entire County. In addition, these rearrest rates should be more deeply investigated to ascertain information such as the relationship between original and subsequent charges for the different release types.

TABLE 5

PRE-ADJUDICATION REARRESTS
BY RELEASE TYPES FOR OAKLAND BOOKINGS*
(Alameda County 1975 Tracking Data)

Release Type	Number in Sample	PRE-ADJUDICATION REARREST				
		On Released Charges (N)	(%)	On New Charges (N)	(%)	Total %
Station Cite	68	1	1.5	1	1.5	3.0
Bail	69	3	4.4	12	17.4	21.8
O.R.	64	5	7.8	21	23.4	31.2

* This table is based on a sample of the tracking data. The sample was limited to Oakland bookings.

C. Expanded Pre-Trial Project Impact on Process

In July 1975 an expanded pre-trial service project was begun. The principle and immediate characteristic of the new program was to expand O.R. service county-wide. While additional services were provided through a supervised O.R. release program, drug screening placement, and court services, the following analysis applies only to the performance of the O.R. aspect of the program. The performance of the other pre-trial components will be examined in the other pre-trial services report.

Immediately upon inception of the program there was a striking increase in the number of defendants receiving an O.R. interview.[3] The number being interviewed went from 32 to 75 defendants per day. This was achieved through staffing around the clock and staffing more completely the major booking sites.

The time to O.R. interview improved significantly such that for Oakland, 78 percent of all defendants were interviewed within two days. The comparable figure prior to the increased program was 46 percent. The amount of data obtained and or verified in the O.R. interview process has improved slightly, except for an initial but apparently short lived improvement in both the quality and quantity of data obtained. Beyond the increase in number of defendants interviewed and the improvement in the time to interview there has not been discovered a measure of performance which was improved. The number of O.R.'s has fallen slightly, the number of FTA's has increased slightly.

The time to O.R. has also been slightly increased. The time to bail has remained constant, as has the time to station cite, except for Oakland. In Oakland the station cite process was modified under the new program such that the police waited for defendants to be O.R. interviewed. This wait caused a doubling in the time to station cite in Oakland, from .33 to .66 of a day. There was not however any improvement in Oakland's station cite failure-to-appear. There has been a slight increase in the number of bail reductions but these do not seem to have resulted in an increase in the number of people bailed.

From the point of view of all levels of management of the Probation Department and its Pre-Trial Division, its objective was to provide more information to the judges and <u>not</u> to reduce detention.

While this is only a partial picture of the effectiveness of the expanded pre-trial services, it can be concluded that it was not a successful effort at reducing detention size through a delivery of service.

Let it be emphasized that the measurements of the performance given here are, in a sense, narrow quantitative measurements. There are indications, for example, that the judges are more certain in their release decisions when the decision is made in the light of the O.R. interview. Furthermore, the expanded pre-trial program has also impacted the delivery of social services.[4]

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3. An O.R. interview consists of the collection and verification of information, the purpose of which is to determine the stability of the individual in the community thus leading to an assessment by the judge as to the likeliness to appear. The interview also determines the probation status of the defendant.

4 The reader is referred to the companion report of this one as well as the report by the Pre-trial Coordinator which describes the Supervised O.R. program.

D. Forecasts of Unsentenced Jail Demand

Forecasts of detention requirements have been undertaken through an analysis of the relationship between the number of detained pre-trial in Alameda County and various demographic and criminal justice factors. The reader is referred to the appendices for an expanded discussion of material in this section.

The analysis studies the historical trends and fluctuations of the detention population to derive:

- the average total unsentenced custody population for the years 1990 and 2000.

- the frequency and magnitude of overcrowding given these forecasts.

Through this analysis an examination of various policy alternatives in the use of existing facilities and the need for new facilities is made.

o Forecast of Average Unsentenced Custody Population

The methods used in forecasting jail demand utilize the following assumptions and techniques:

1) The age-specific detention rate (number of persons in jail in a specific age group per number of people in general populace in that age group) is the single best explanatory variable for the growth in jail detention between the years 1962 and 1975. During these years, the Sheriff's unsentenced population grew 134% (and for the past five years there has been no growth) while the young adult population grew by 74% and the general population by 14%. Because of the importance of this variable, age-specific detention rate, it forms the basis of one forecasting method. This method projects the lowest future detention demand since the young adult population is leveling off and will actually begin to decline in 1985.

2) The region-specific detention rate (number of people in jail per number of people in region) and felony filing rate (number of felony filings in region per number of people in region) are assumed to remain equal to what they have been for the recent past. This assumption is supported by the tracking of the rates over time which data shows that the rates have stabilized. Felony filing rates are used since they have an almost perfect correlation with jail detention.

3) It has been found that the region-specific felony filing and detention rates differ between regions; it is assumed that these differences will remain and that one region's rate will not migrate to the highest neighboring rate. Each rate must be applied to the planning area's own population growth. The South and East sections of the county are growing but they have the lowest detention and felony filing rates. These rates are applied to the forecasted growth for these areas.

4) The implicit assumption is made that the fraction of defendants being released, the time to release, and the mix of crime will remain the same.

The approach to forecasting jail detention was to first divide the jail population into two groups: pre-arraignment and post-arraignment. The post-arraignment group is by far the largest and the population for which there is the best data over a long period of time.

The three principle methods used in forecasting the post-arraignment unsentenced jail demands are: (by method designation)

Method A

Employs age-specific detention rates, the rates being derived from the jail census snapshot. The detention rates applied to the Department of Finance (DOF) population forecasts labeled D-100 and E-0, these being the only forecasts which differentiate age groups.

Method B

Employs region-specific detention rates, the rates being derived from the jail census snapshot. Region assigned by defendants first municipal court. Each court assigned to a region.

Method D*

Employs region-specific municipal court felony filing rate, the rate employed being that for 1974-75. Assumes felony filings equivalent to jail detention, this relationship being substantiated by the data.

Each of the three principle forecasting methods were applied to the four reasonably likely population projections: the DOF series of D-100 and E-0, the County B, and ABAG's LoSouth. The County Planning Department no longer supports County A projection nor does ABAG believe GroSouth to be a probable future.

*Method C is not a principle method since it uses a county-wide felony filing rate. This method is contra-indicated by the data analysis.

The single, combined pre and post arraignment average demand for the year 2000 is 757. The single forecast is displayed in Table 6, where the demand is allocated by region. This number does not include individuals hospitalized, that is the 757 is already adjusted for those hospitalized.

TABLE 6

AVERAGE TOTAL UNSENTENCED CUSTODY POPULATION
FOR YEAR 1975 AND FORECAST FOR YEARS 1990 AND 2000
BY ALAMEDA COUNTY REGIONS
(Adjusted for lack of physical presence of those hospitalized)

REGION	Y E A R S		
	1975	1990	2000
North	540	523	526
South	162	220	231
TOTAL	702	743	757

It should be stressed that the number does include the County's total pre-trial demand. There is some question of whether or not in fact all cities will utilize, for pre-arraignment, the two planned regional centers. The reason for the doubt is primarily that economic as well as service considerations will lead the cities distant from the regional centers to book and release their own arrestees rather than accept the transport costs and release delays in transfering the defendant to the regional centers.

The three methods of forecasting coupled with the four population projections gave ten different forecasts. (Method A could only be applied to two population projections). These forecasts had a range of twenty-two percent. The ten different jail detention forecasts were combined through a weighting system which applied relative propabilities to the realization of the population projections. This then yielded an average outcome for each of the methods of forecasting jail detention. The average of the three methods was then taken to obtain a single forecast of future post-arraignment detention.

The pre-arraignment forecast was derived by increasing it at the same rate of increase as that derived from the post-arraignment population.

o Frequency and Magnitude that Overcrowding Occurs

It is undoubtedly desireable to build a facility for more than the average demand. To facilitate the analysis of what size beyond the mean to build at, the concept of level of facility has been developed. The level is simply the percentage of time the associated size will meet or exceed demand. The range of levels given in Table 7 start at 85% and 97.5%.

TABLE 7

Preferred Estimate*

of

Total Unsentenced Jail Size by Percentage of Time

that Size Meets or Exceeds Demand**

LEVEL+	YEARS 1990	2000
50% (mean)	743	757
85%	810	827
90%	829	843
95%	853	867
97.5%	874	888

* Utilizes combined but independent variation of pre-and post-arraignment populations as normally distributed with indicated means and standard deviation of 67. The full variation of each population segment is contained in the sum, which is the subject of the table.

** Means are adjusted for hospitalized detainees, i.e., excludes hospitalized detainees.

\+ Level is percentage of time indicated size would meet or exceed capacity.

In conjunction with this Table, Table 8 has been developed. This table displays by level, the magnitude of overcrowding should overcrowding occur. The frequency of overcrowding also given. If, for example, the jail were to be built at a level of 95% then on 18.3 days of the year one could expect overcrowding and the expected magnitude of the overcrowding would be 23 persons. Similarly if the jail were built at a 90% level then on 36.5 days of the year there would be overcrowding of 29 persons each of those days.

TABLE 8

Expected Size of Detainee Overflow

by

Level of Facility Size for Year 2000*

Level**	Expected Size of Overflow Given Overflow Occurs	Probability of Overflow	Number of Days per Year Overflow Expected
85%	31	.15	54.8
90%	29	.10	36.5
95%	23	.05	18.3
97.5%	12	.025	9.1

* Employing means of 757 with standard deviation of 67

** Level is percentage of time jail size meets or exceeds demand

What Table 8 suggests is that no matter what reasonable level of jail facility size is selected there will still be some overcrowding some days of the year. It is thus necessary to have a contingency plan specifying how to handle an overcrowded event.

There are a number of approaches to such a contingency plan, some of which are listed below:

1) overcrowd the new facility by putting beds in the open living areas of the pods or other secure areas of the facility.

2) overflow into other secure facilities such as the Court House Jail.

3) overflow pre-arraignment defendants to the existing city jails.

4) station cite more liberally.

5) request judges to arraign defendants immediately so that those who will be O.R.'d or released with time served may be released earlier.

The level of overcrowding which the County is willing to accept is presented as a policy question to the Board of Supervisors.

E. Facility Options

To facilitate the decision-making, a number of facility options have been developed and are shown in Table 9. New facility options are limited to increments of space which are derived from architectural considerations. Since two-thirds of pre-trial demand is from the North County, only one size is presented for the Oakland Detention Center. This is the maximum size of 586. The options then examine how the remainder of the demand may be met.

A range of sizes for the Hayward Detention Center are used in Table 9. The sizes are increments of 96, since this is apparently an economic and architecturally derived factor. Because of the nature of the jail design, collection of private cells (pods) which open onto common living areas, it is possible that not all beds within a pod may be usable at the time of a peak demand because of the desire to categorize prisoners and not mix these categories within pods. Minimum categories are male/female, adult/juvenile.

Due to the nature of the pod design then, not all beds within the new facility may provide for appropriate placements of the arrivals on a peak day. The total beds available then may not in fact be usable.* It is reasonable then that some excess beds be provided. The excess bed column in Table 9 may be considered as providing a degree of the flexibility in meeting peaks of general magnitude and in peaks caused by differences between the number of detainees by category and the availability of space by category.

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* It is conceivable that one way of mitigating this situation of arrivals not fitting the availability of cells is to architecturally have more small partitions of the 48-bed pods than currently envisioned. Such questions must be addressed to the architect.

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In examining facility options, the concept of centralized booking must be reexamined. This concept seems to have been an indirect product of the goal of the County to accept any and all pre-arraignment detainees of the cities.

This goal of being able to accept all detainees has been developed somewhat into the notion that perhaps the County should not only accept detainees at central facilities but also operate a pick-up service to the various police departments in remote locations. In essence, the County would have the transportation costs of detainees rather than the cities.

While the forecasts developed in this report include all detainees of the County, it is not clear in fact that every city will use the two regional detention facilities. In some cases it may be economical to book defendants at the local city jail and release them there rather than transport to the regional center. The alternative of holding and waiting for the Sheriff to pick-up and transport the defendants to the regional center presents serious questions:

1) Is it reasonable to have staff watching over defendants waiting for the Sheriffs transport when such staff could just as well book into CORPUS and release seventy-five percent of the defendants?

2) What would be the impact of such proposed waiting on jail detention requirements since defendants would not be detained longer?

3) What would the costs of such a transport system be?

If a custodial staff must be present for the purpose of detaining arrestees, then the cost advantage of the regional facility is lost due to the continued need for disbursed detention as well as the increased transport costs.

Given these considerations, it appears reasonable that some use of the City jails will continue and therefore their use is included in this section.

It should be noted that the use of the Oakland City Jail has not been considered a viable alternative because it does not meet minimum standards even for pre-arraignment detainees and because of some simple cost considerations.*

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* Applying a capital recovery factor of .07 to the marginal cost of a cell which is 23,000 one obtains an annual cost of 1610 or $4.4 dollars per day. The variable staffing costs of the new jails plus this figure of 4.4 dollars per day must be less than the average daily staffing costs of the existing facilities. The comparative cost of using various existing facilities has not been determined since the variable staffing costs for the new facilities were not available.

TABLE 9

Unsentenced Jail

Facility Options for Meeting or Exceeding
the
95% Level Forecast for the Year 2000 of 867

Option	Number of Beds		New Facilities Pre- and Post-Arraignment			Existing Facilities Pre-Arraignment			
	Total	Excess	Oakland	Hayward	Santa Rita	Peaking Only	Regular Use		
						Courthouse Jail	Berkeley City	Fremont City	Livermore City
I	884	17	586	298	0	0	0	0	0
II	982	115	586	394	0	0	0	0	0
III	894	27	586	298	10	0	0	0	0
IV	982	115	586	298	10	88	0	0	0
V	944	77	586	298	0	0	30	20	10
VI	1042	175	586	298	10	88	30	20	10
VII	946	79	586	202	10	88	30	20	10

With these considerations in mind, the following options are provided for meeting the 95% level of year 2000:

Option I & III

Option I is the maximum for Oakland, and 298 for Hayward. The excess is 17. This does not provide much flexibility. However, it is not realistic to assume all detainees will be held in the two detention facilities as discussed above. Option III adds the placement of a small pre-arraignment facility at Santa Rita sized to a capacity of 10 although a larger facility could be constructed to absorb peaking.

Option II

This option constructs the four hundred-bed facility at Hayward. The 115-bed excess provides enough flexibility to meet the 97.5% level and satisfy the category flexibility needs.

Option IV & VI

These options construct the 298 bed facility at Hayward and the small facility at Santa Rita for the Livermore/Amador pre-trial detainees, and uses the Courthouse Jail. They differ in the assumption regarding continued use of pre-arraignment facilities by the cities. Each of these options provide significant excess (115 and 175). The main question is

whether or not the Courthouse Jail can be used satisfactorily. An argument may be made that its use is reasonable since it will be refurbished and, in the event of peaks, staff could be assigned to operate it on a 24-hour basis.

Option V

This option constructs the 298-bed facility at Hayward and assumes only that the cities will continue pre-arraignment detention. This option, similar to I and III, provides enough flexibility for peaking.

Option VII

This option builds the smallest facility in Hayward and constructs the small facility in Santa Rita. It assumes the use of the remaining facilities. It provides an apparently reasonable level of flexibility. It is, however, the tightest fit which can be proposed.

APPENDIX I

INTRODUCTION TO FORECAST DEVELOPMENT ANALYSIS

This report analyzes the relationship between the number of persons detained pre-trial[5] in Alameda County and various demographic and criminal justice factors. These relationships and demographic forecasts are then used to forecast the future pre-trial detention demands.

The analysis takes into consideration long-term trends as well as short-term fluctuations in jail populations. The long-term trends cover a period of sixteen years. Short-term fluctuations are those occuring over periods of days and months. An important part of this report is an analysis of the historical fluctuations in unsentenced jail populations, an analysis of the causes of these swings, and statistical descriptions of the peaks of unsentenced jail detention.

The research effort sought causes for the trends and temporary fluctuations in the detention population. The single most important factor which was found that correlated with the number in detention was the age structure of the population, i.e., the number of persons in the various age groups of the County population. This fact then leads to the use of age-specific detention rates for forecasting future detention demands. Another important factor which is used is the concept of regional rates, which is to say simply that the regions of the County become important factors since they differ in demographics, crime rates, and growth. This leads to the use of regional detention rates for forecasting detention demand. A third factor is felong filings. These are shown to correlate well with fluctuations in detention and the filing rates differ regionally. The regional rate of filing then becomes a forecasting technique.

The forecasts are built upon the long-term relationships (sixteen years) and insights obtained from the defendant flow analysis. The results of the multiple forecasts are then combined into a single forecast yielding an average forecasted population. The statistical description of peaking frequency is then applied to the forecasted population to generate the peaking frequency for the forecasted population.

The frequency of peaking is translated into a frequency of overcrowding for various facility sizes. There is then shown various facility options and how these options relate to significant policy decisions.

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5. Pre-trial is common parlance for all those detained who are unsentenced. It thus includes pre-arraignment and post-arraignment, probation holds, and both intra and inter county enroutes. Pre-trial and unsentenced refer to the same population in this report.

APPENDIX II

ANALYSIS OF HISTORICAL TRENDS AND FLUCTUATIONS IN PRE-TRIAL POPULATION

Sheriff's Custody Population

The only data which is available which adequately allows for the tracking of historical trends is that which has been kept by the Sheriff's Department. This data is limited to detainee's in the Sheriff's custody.

The Sheriff's unsentenced custody population is, by and large, remands who are post-arraignment. The Sheriff's custody population does include some detainees who are not post-arraignment, this pre-arraignment portion amounts to somewhere betwwen two and four percent. The population also reflects defendants who are the responsibility of the Sheriff but who are not physically in his custody. These defendants are in hospitals, almost entirely mental hospitals. On average, four percent of the Sheriff's unsentenced population is in a mental hospital.

The growth in the Sheriff's detention population from 1962 to 1975 is shown in Figure 1. This figure shows a striking growth in the detention population during the Sixties.

From an average daily count of 250 in 1962, the population increases at a rate of 20 persons per year reaching a daily count of 370 in 1968. Between 1968 and 1970, the rate of increase more than doubled causing the daily count to reach 580 in 1970. Immediately after 1970 the daily count gradually decreases reaching a daily count of 540 in 1973, and then again increases, this time reaching 610 in 1974 and then falling to a value of 585 in 1975.

The increase in the daily count in fourteen years from 250 to 585, yielding a 134 percent increase, suggests either a striking demographic change, a change in the behavior of the populace, or a change in the performance of the criminal justice system.

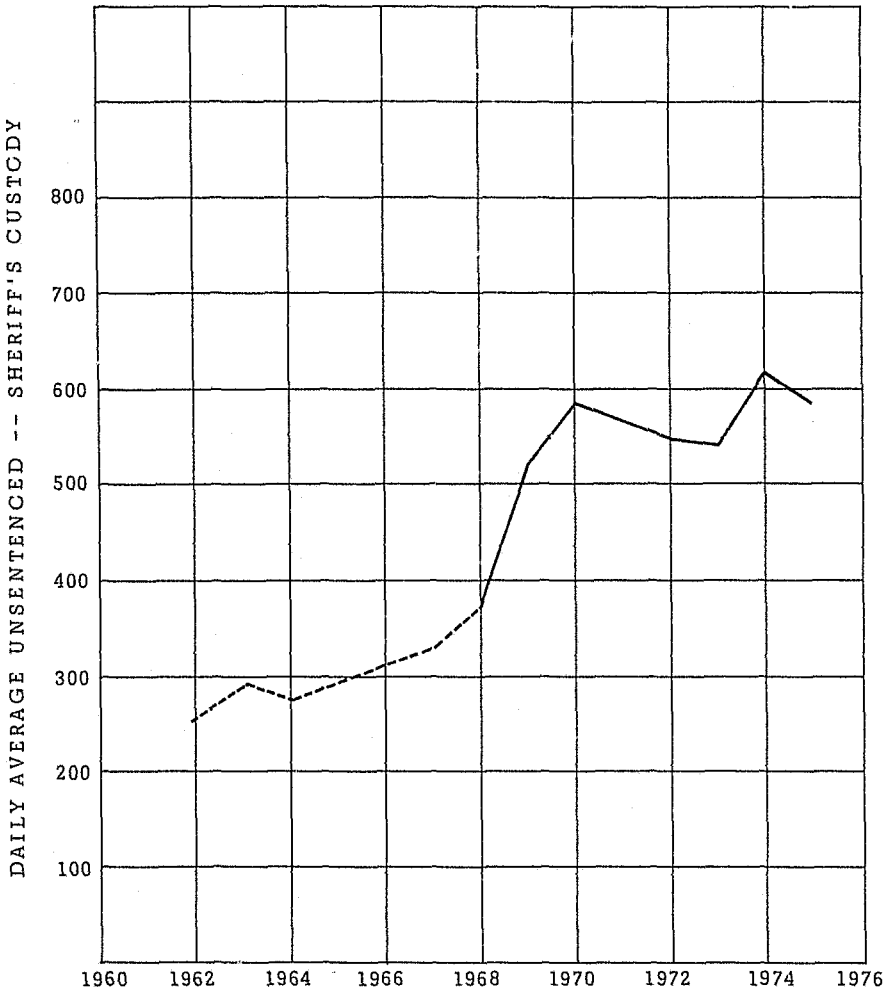
The County's population increased from 950,000 in 1962 to 1,089,500 in 1975 which is an increase of 14 percent. Thus the total increase in population does not explain the full increase in the daily count.

Age Structure Relationship to Detention Increase

If the age structure is analyzed, however, one obtains an entirely different perspective. There was a very significant growth in the young adult age groups during the 1960's. This was the much heralded World War II baby-boom entering adulthood. Table 10 displays the age-specific

FIGURE 1

DAILY AVERAGE BY YEAR FOR UNSENTENCED POPULATION
IN CUSTODY OF ALAMEDA COUNTY SHERIFF
1962 - 1975*



*Data Source: Alameda County Sheriff's Department

TABLE 10

Age Specific Population Groups and their Percentage Increase
for
Alameda County for years 1962 and 1975

Age Specific Groups	Years 1962	1975	Ratio 1975/1962	% Increase
18 - 24	84,500	148,170	1.75	75
18 - 29	143,100	249,220	1.74	74
18 - 34	204,200	338,810	1.66	66
18 - 39	270,200	404,620	1.50	50
18 - 19	24,300	40,500	1.67	67
20 - 24	60,200	107,670	1.79	79
25 - 29	58,600	101,050	1.72	72
30 - 34	61,000	89,590	1.46	46
35 - 39	66,000	65,810	.99	-1

population sizes with the associated increases. The rate of increase in the young adult population was 74 percent which is five times the rate of increase of the entire population.

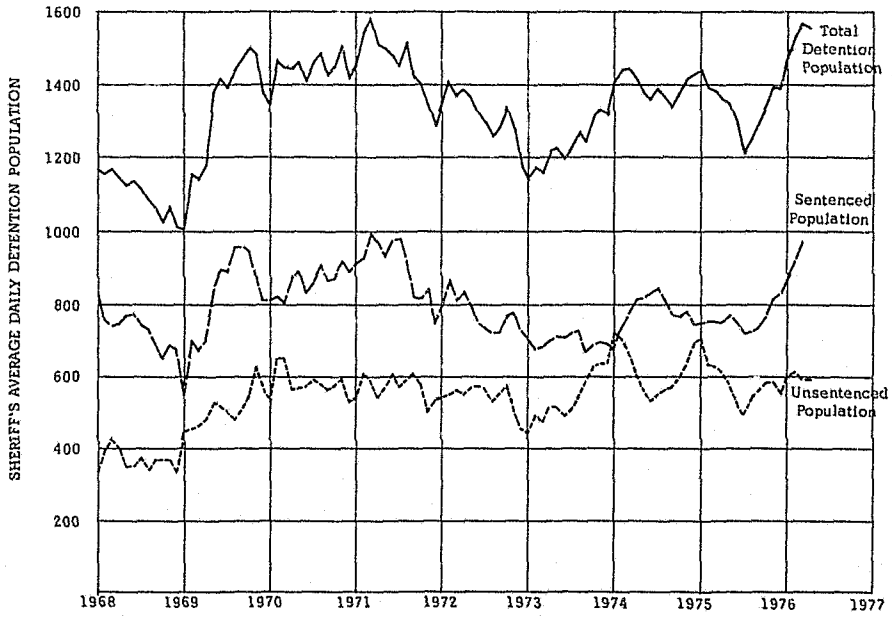
Unfortunately this study was not able to trace the development of age-specific detention or age-specific arrest rates over time. Thus it cannot be categorically concluded that age-specific rates of detention are the cause of the increase in jail detention. It is possible to state, however, that there is a strong correlation and that this correlation is useful in predicting future increases in jail detention since it is the sole variable which best explains in a statistical sense the increase in jail detention.

Fluctuations in Sheriff's Custody Over Time

The first figure which showed average daily detention by year does not adequately reflect the actual month-to-month variation of the population. This type of variation is shown in Figure 2. In addition to the unsentenced population this figure shows the sentenced and total population so that the reader may place the unsentenced population in perspective.

FIGURE 2

DETENTION POPULATION
SENTENCED AND UNSENTENCED IN SHERIFF'S CUSTODY
(Alameda County - January 1968 - April 1976)

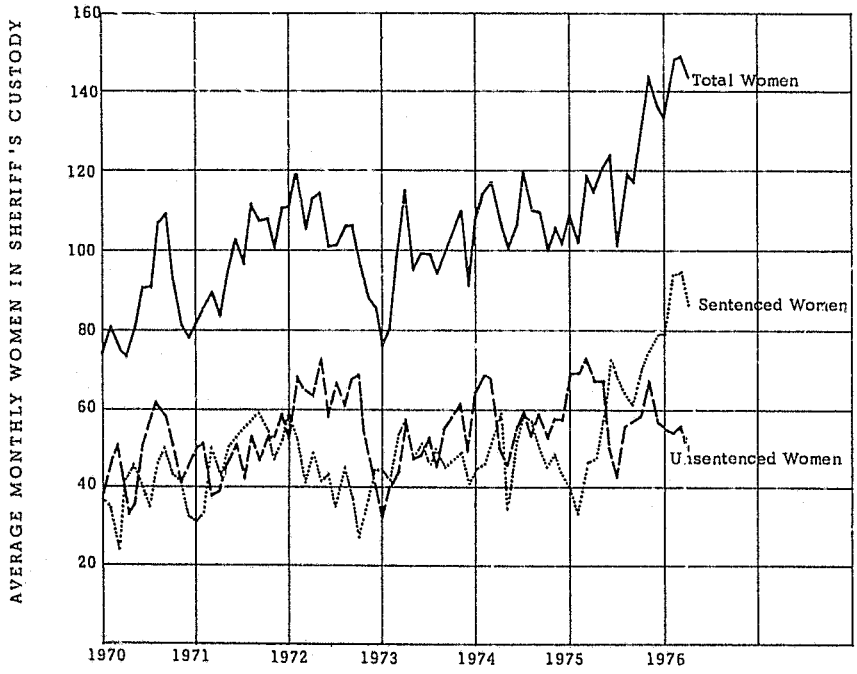


It is clear from Figure 2 that the unsentenced population displays little if any trend from 1970 onwards. It does, however, show that the population is subject to peaks. In particular there are two major peaks, one in the winter of 1974 and the other in the winter of 1975. Other than these two peaks, which are also accompanied by three major valleys, there is little in the way of trends. It should be noted also that the peaks built-up over a short period of time, two months and then immediately begin a rapid descent which takes about as long as it did to build up.

A futher exploration for trends within the population was made. There is a trend with respect to the sentencing of women as is shown in Figure 3. However, this trend is much smaller for the unsentenced female population and does not, as it currently stands, alter the analysis that the rates of detention have stabilized for the populations of the County.

FIGURE 3

WOMEN IN SHERIFF'S CUSTODY
(Alameda County, January 1970 - April 1976)



Relationship of Unsentenced Population to Felony Filings

In searching for an explanation for the variation in the detention population, the best correlated variable was found to be monthly felony filings. Misdemeanant filings were found to be very poorly correlated.

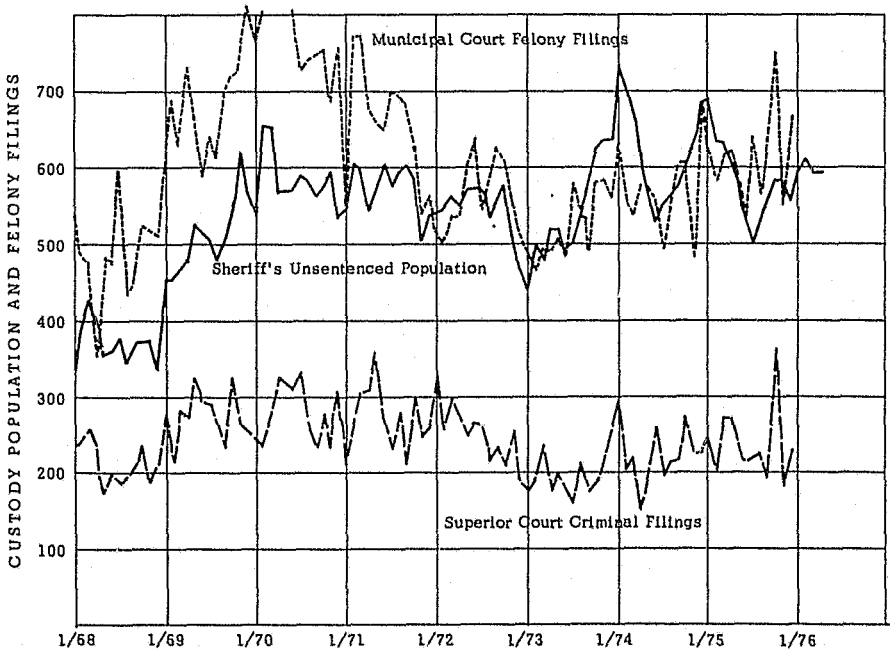
The relationship of monthly filings to average daily detention per month is shown in Figure 4. This figure shows that in general when filings peak so also does detention but the level of response by detention varies.

There almost seems to be two phases: the pre-1972 phase in which monthly felony filings dominate jail detention, and the post-1972 phase during which felony filings track closely with detention fluctuations. The post-1972 fluctuation follows this as a rule except for the last peak in 1975. This peak was caused by the City of Oakland's Police Department's major drug roundup. Many of those arrested bailed, and thus while jail detention immediately increased the degree of its increase was not as great for detention as it was for felony filings.

Thus while there are very solid statistical relationships between felony filings and detention there are still unexplained dynamics in the system.

FIGURE 4

SHERIFF'S CUSTODY UNSENTENCED POPULATION, MUNICIPAL COURT FELONY FILINGS AND SUPERIOR COURT CRIMINAL FILINGS (ALAMEDA COUNTY): JANUARY 1968 - 1976*



*Data Source: Judicial Council; Alameda County Sheriff's Department

Unsentenced Jail Detention and Superior Court Bench Days

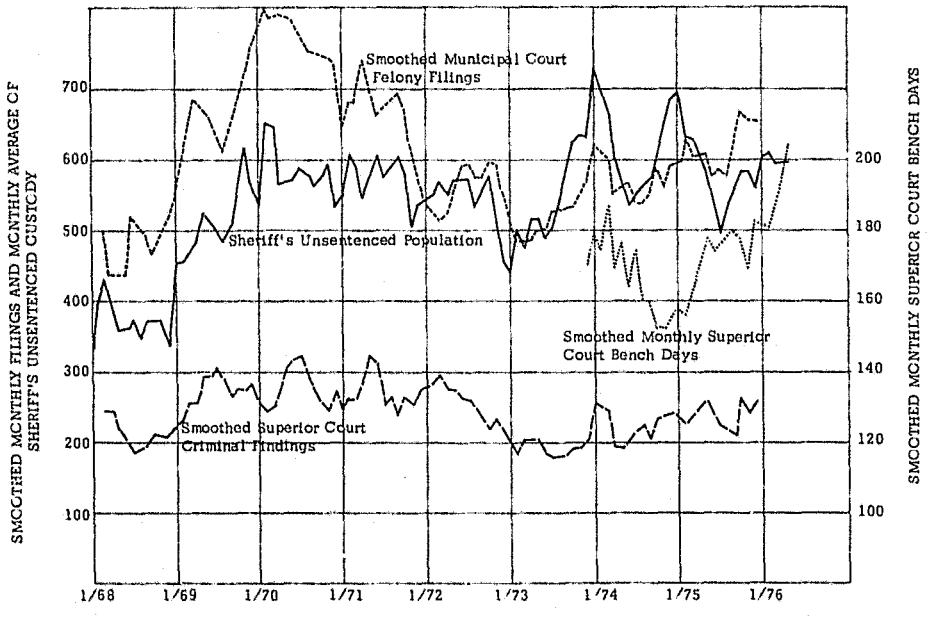
An analysis of the make-up of the total remanded population for a given day resulted in the finding that approximately three-fifths of the Sheriffs unsentenced custody are the responsibility of the Superior Court. Thus any changes in the throughput of the Superior Court will immediately impact the Sheriff's detention population.

Such an inverse relationship is seen in Figure 5. Here, Superior Court bench days are plotted against jail detention. And it is seen that when bench days fall-off detention immediately responds upwards, and very dramatically.

The peaks, then, in detention are heavily correlated to the availability of judges and their case throughput. It is an obvious conclusion from this that the judicial system needs to be kept informed immediately of increases in jail detention by court of responsibility so that corrective action may be taken quickly.

FIGURE 5

SHERIFF'S CUSTODY UNSENTENCED POPULATION, SMOOTHED MUNICIPAL COURT FELONY FILINGS, SUPERIOR COURT CRIMINAL FILINGS AND ITS CRIMINAL BENCH DAYS (ALAMEDA COUNTY): JANUARY 1968 - 1976*



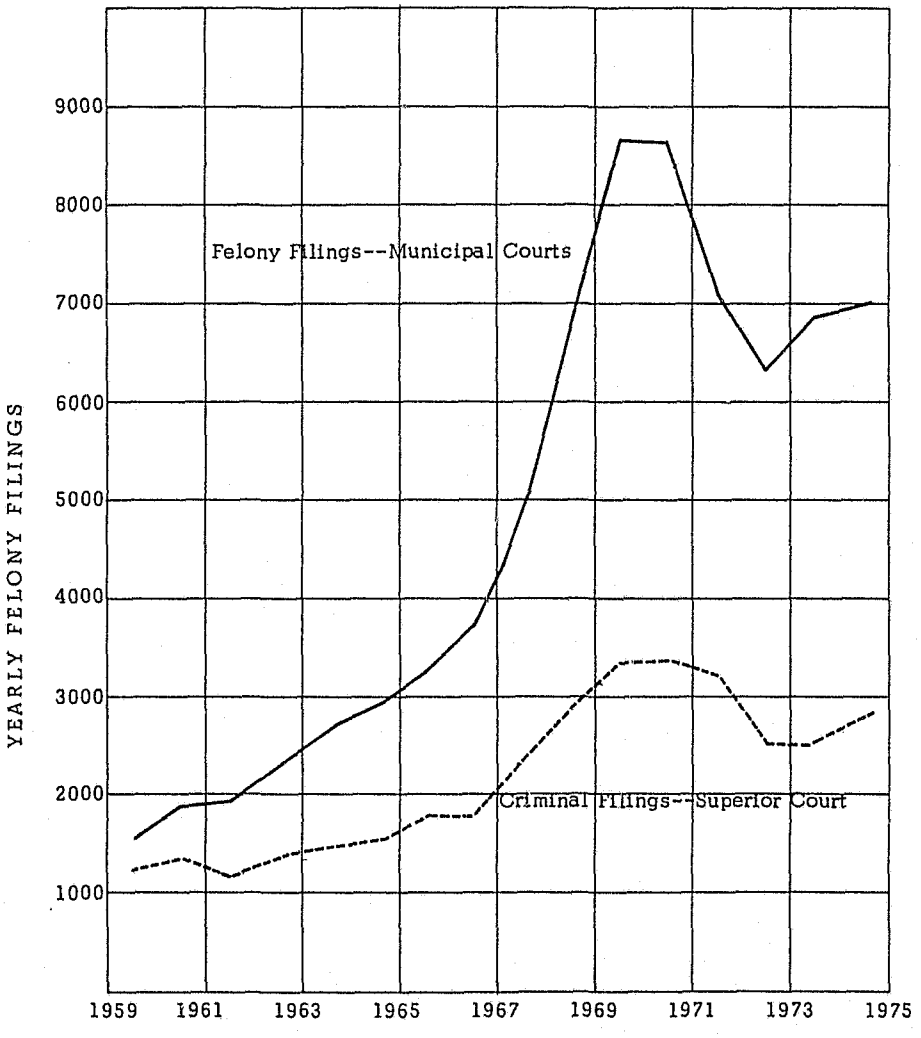
*Data Source: Judicial Council; Alameda County Superior Court; Alameda County Sheriff's Department

Felony Filings by Court

The year to year fluctuations of pre-trial detention follows closely with yearly filings. The yearly felony filings and annual daily detention have a .94 correlation coefficient. A visual comparison of jail detention over the fifteen year period (Figure 1) with felony filings shown in Figure 6, confirms this. There is only one anomalous period which covers 1969 to 1972. During this period there was the unpopular Vietnam War with its associated anti-war activism. The unusually large increase in filings during this period is also seen in the filings for Santa Clara County (Figure 7).

FIGURE 6

YEARLY FELONY FILINGS BY COURT LEVEL: ALAMEDA COUNTY
FISCAL YEARS 1959-60 THROUGH 1974-75*



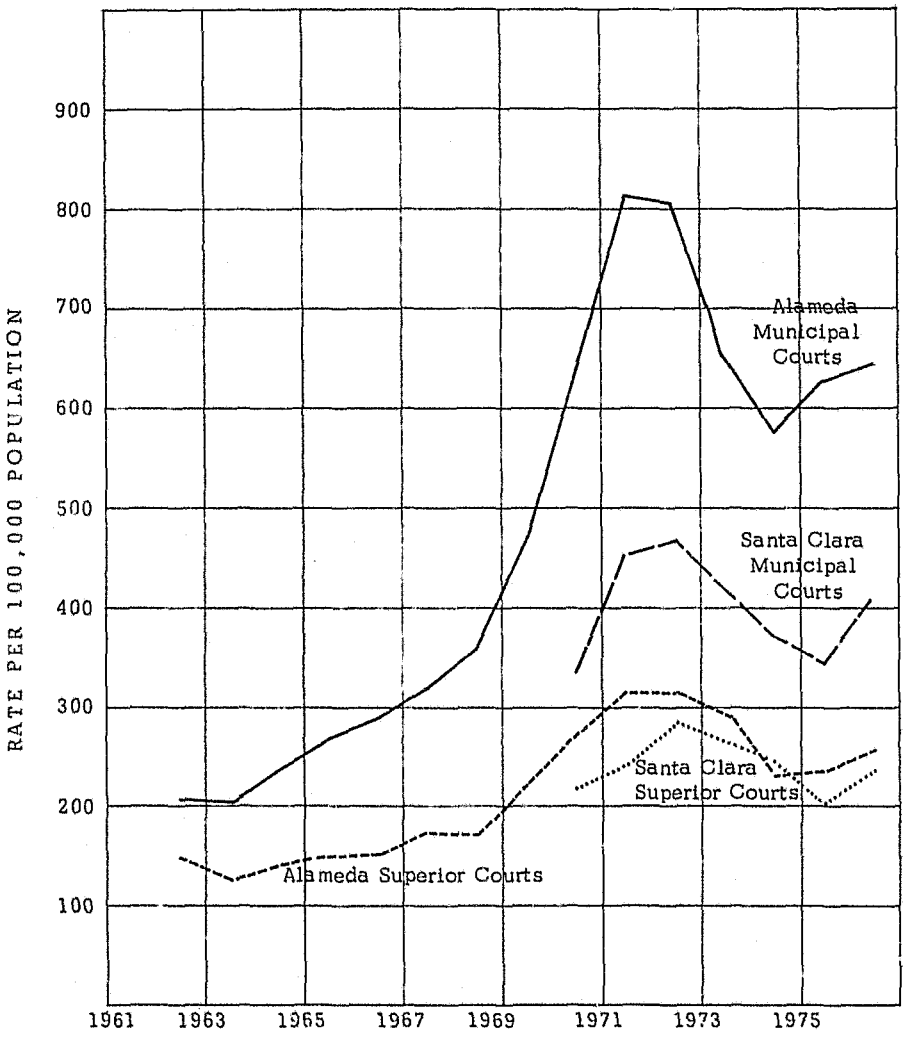
*Data Source: Judicial Council

The data, as displayed in Figures 6 and 7, suggest that the society and the criminal justice system are undergoing a transitional phase and just where the system will go is difficult to predict. The fall back of both total filings and filing rates may be seen as explained by the age structure in which the size of the young adult group is stabilizing. This perspective then interprets the fall back as a retracking into the young adult growth rate, where the system temporarily increased beyond its trajectory as a result of the social turmoil of the late sixties and early seventies.

Since it is difficult to predict changes in these rates, only current rates are used in the forecasts.

FIGURE 7

FELONY FILING RATES FOR
ALAMEDA AND SANTA CLARA COUNTY COURTS



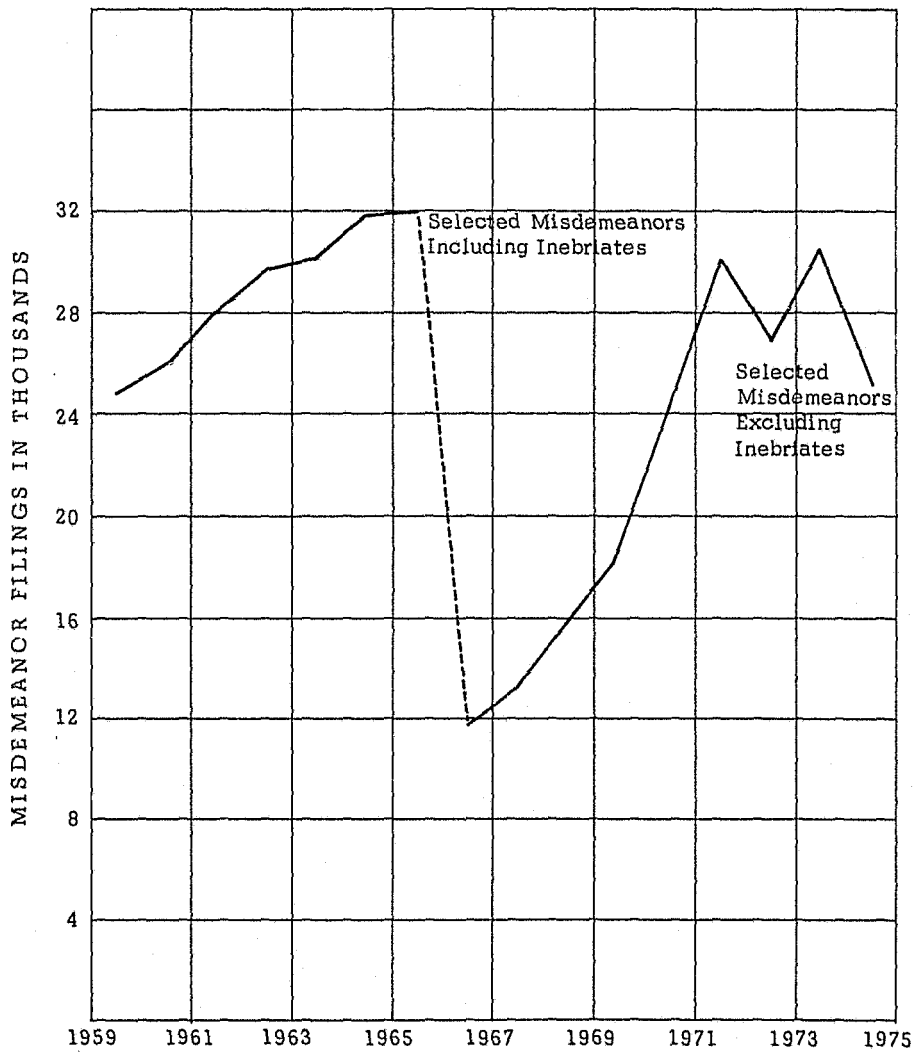
Misdemeanor Filings

Although misdemeanor filings have no strong correlation with jail detention demands, it is important to determine if these filings are increasing. Figure 8 shows that the misdemeanor filings for the County have also oscillated in recent years and appear to have no increasing trend.

The change in filings between 1965 and 1966 was due to a change in reporting requirements of the Judicial Council. Filings of public inebriation charges were discontinued from the series. If the difference between the 1965 and 1966 figures is taken and divided by the number of days in a year, the result of 33 is fairly close to the number of daily public inebriation arrests during that period.

FIGURE 8

NON-TRAFFIC MISDEMEANOR FILINGS:
ALL ALAMEDA COUNTY COURTS
FISCAL YEARS 1959-60 THROUGH 1974-75*



*Data Source: Judicial Council

Regional Differences in Crime, Filings, and Detention

A fundamental finding of this research is that there are major differences in criminal justice statistics between the regions of Alameda County. The differences must be reflected in the methods of forecasting future detention requirements for the County.

Crime rate differences are major. Oakland has twice the crime rate of Fremont. Berkeley's crime rate is three times that of Newark. Again, however, these rates have stabilized. This is shown in Figure 9 through 12. Santa Clara County is shown for comparative purposes as well. Santa Clara's crime rate is just about three-fifths that of Alameda. As Figure 12 shows, however, Alameda's crime rate is pushed up by the cities of Berkeley and Oakland. The remaining cities have a crime rate very similar to that of Santa Clara.

FIGURE 9

CRIME RATES - SEVEN MAJOR OFFENSES
FOR SANTA CLARA AND ALAMEDA COUNTIES
AND SELECTED CITIES IN ALAMEDA COUNTY

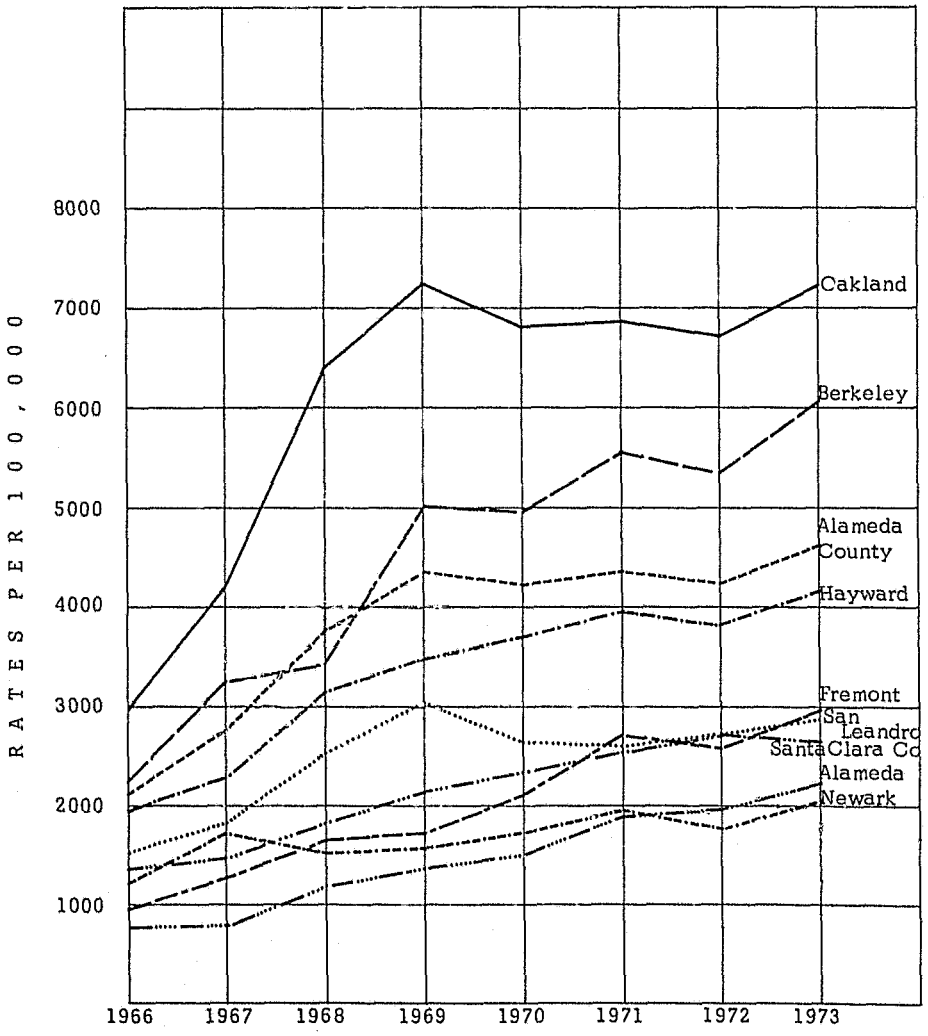
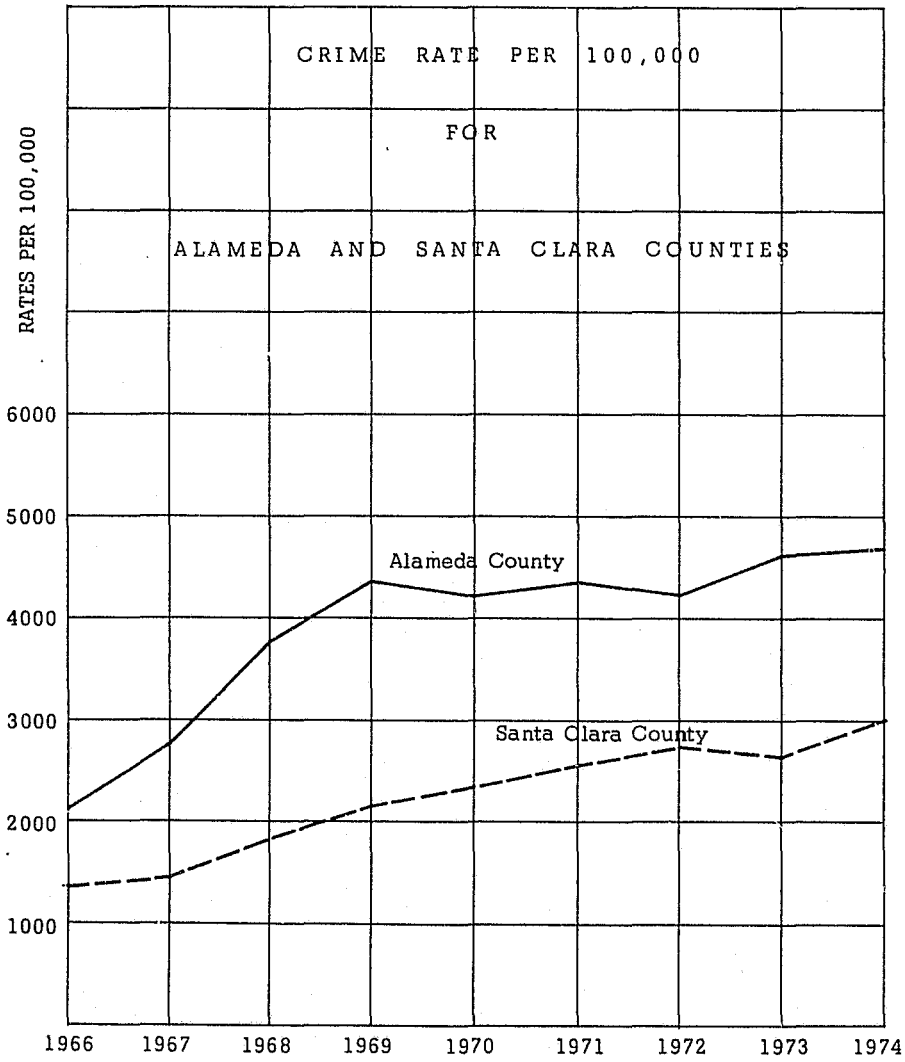


FIGURE 10

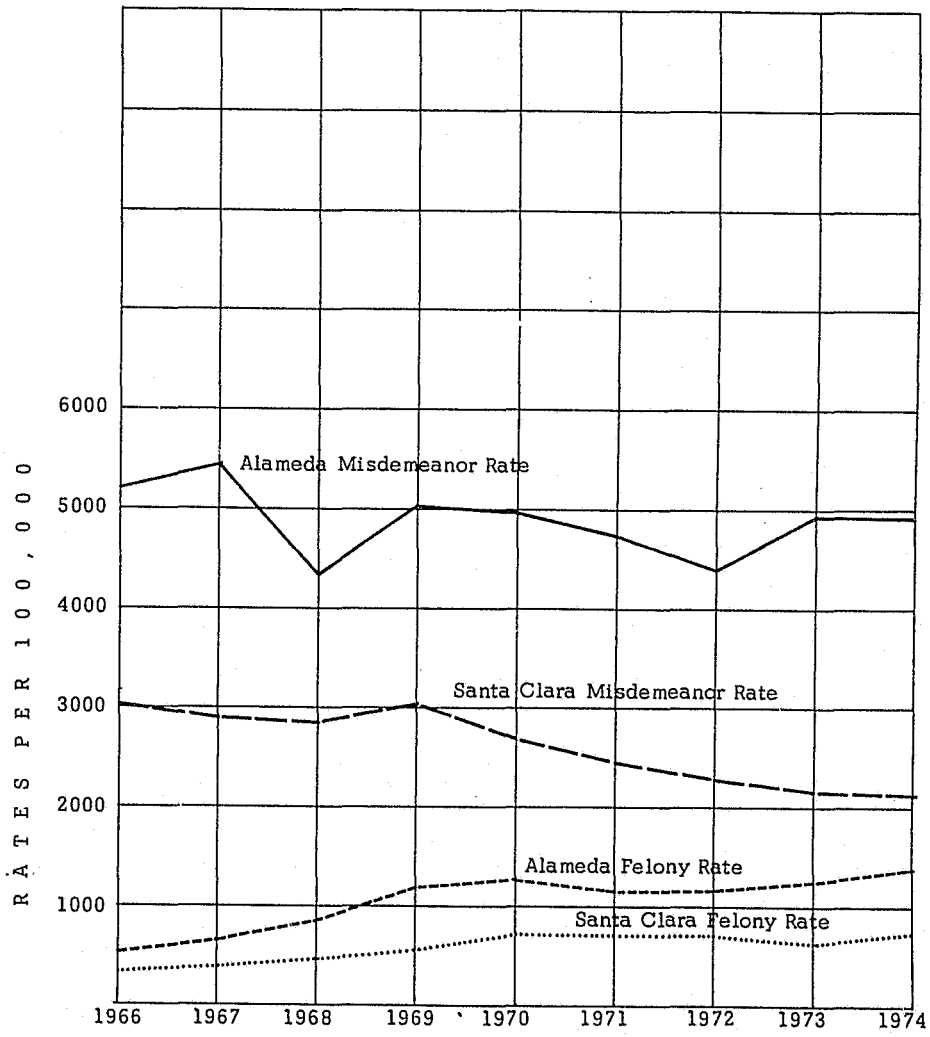
CRIME RATE - SEVEN MAJOR OFFENSES -
ALAMEDA AND SANTA CLARA COUNTIES*



*Data Source: Bureau of Criminal Statistics

FIGURE 11

FELONY AND MISDEMEANOR ARREST RATES FOR
ALAMEDA AND SANTA CLARA COUNTIES*



*Data Source: Bureau of Criminal Statistics

FIGURE 12

MAJOR CRIME RATE
ALAMEDA AND SANTA CLARA COUNTY AND
SELECTED CITIES PER 100,000 POPULATION
(1974)

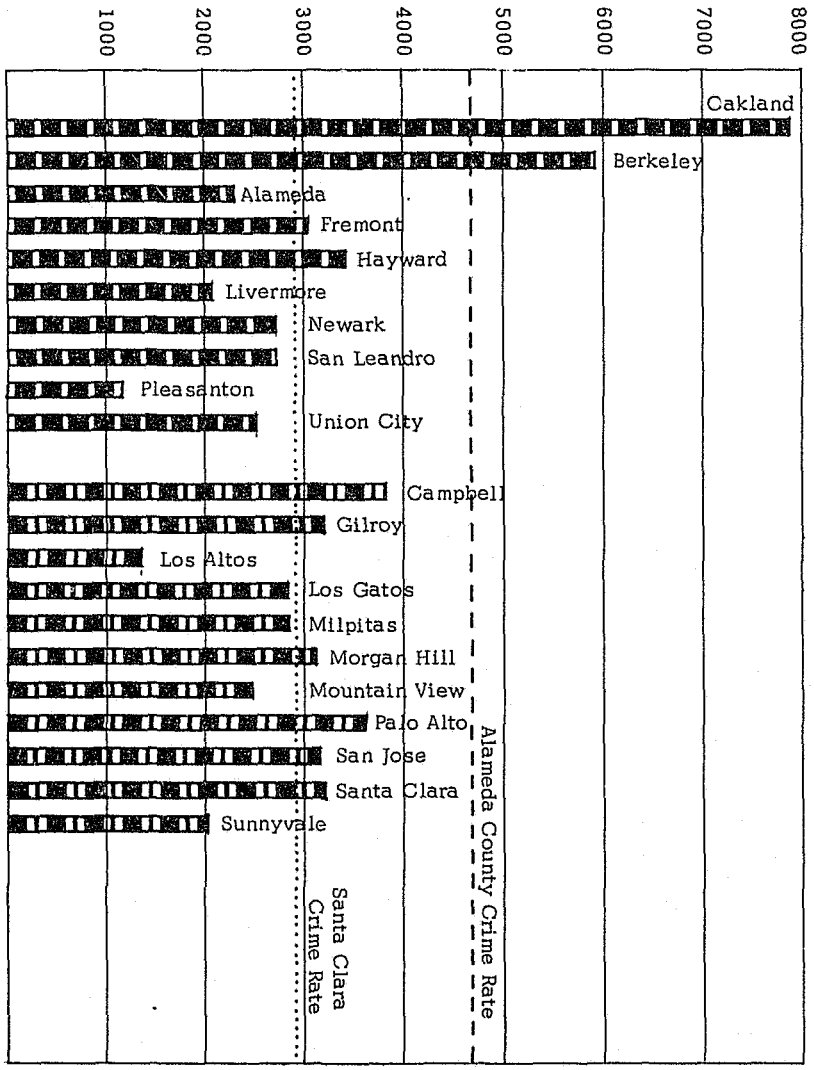
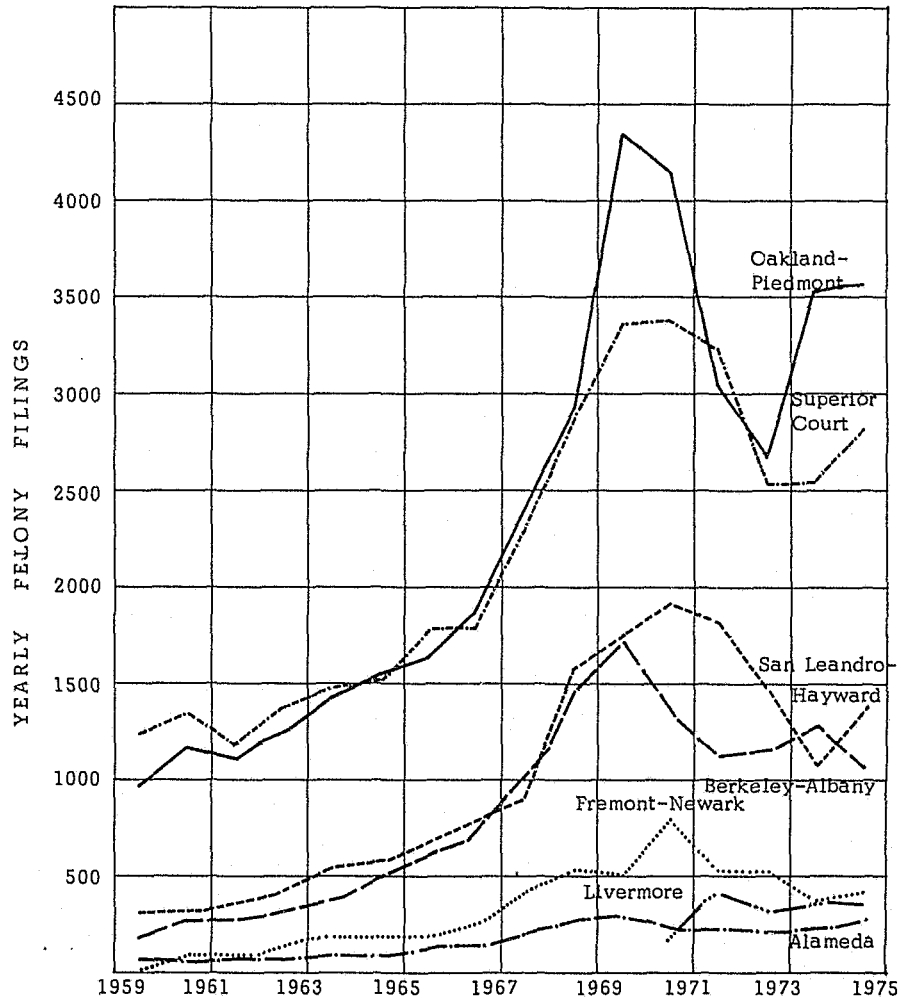


FIGURE 13

YEARLY FELONY FILINGS IN ALAMEDA COUNTY COURTS
FISCAL YEARS 1959-60 THROUGH 1974-75*



*Data Source: Judicial Council

These crime rates are, of course, related to demographic factors. Oakland and Berkeley have two to three times more poor people as measured by the number below poverty. The median income of Fremont is almost twice that of Oakland. These differences are presented in Table 11. Southern Alameda County's cities are demographically very much like those in Santa Clara County. Their rate of crime is also similar. If the demographics are viewed as an overriding factor, and since there is no reason to assume that the demographics of the southern portion of Alameda County is changing, then one is led to the conclusion that the crime rate in the lower County will remain the same as it continues to grow.

TABLE 11

Selected Demographics and Crime Rate by Selected Cities

	Oakland	Berkeley	Hayward	Fremont	Santa Clara County
Median Income	6,787	4,259	9,868	11,933	12,456
Percent Below Poverty	16.6	19.4	8.2	4.9	7.6
Crime Rate Per 100,000 Population	7,900	5,900	3,400	3,100	2,950

Felony filing and filing rates also differ between areas and these may be seen in Figures 13 and 14. It is seen that the southern cities' rates are half those of Oakland and Berkeley. These southern rates have also stabilized as much as the northern rates. Misdemeanor filings also differ, but by an even greater margin as is shown in Figure 15.

Detention rates were obtained from the snapshot data base (see appendix VI). Again, there is a one-hundred percent difference between regions. These are summarized in Table 12.

TABLE 12

Detention and Filing Rate by Region
Rate Per 10,000 Population

	Planning Areas			
	Central Metropolitan	Eden	Livermore/ Amador	Wash.
Daily Detention Rate	7.59	2.86	2.77	2.07
Daily Felony Filing Rate	7.04	4.08	1.89	2.75

FIGURE 14

FELONY FILING RATES BY ALAMEDA COUNTY MUNICIPAL COURTS
FOR FISCAL YEARS 1960-61 to 1974-75

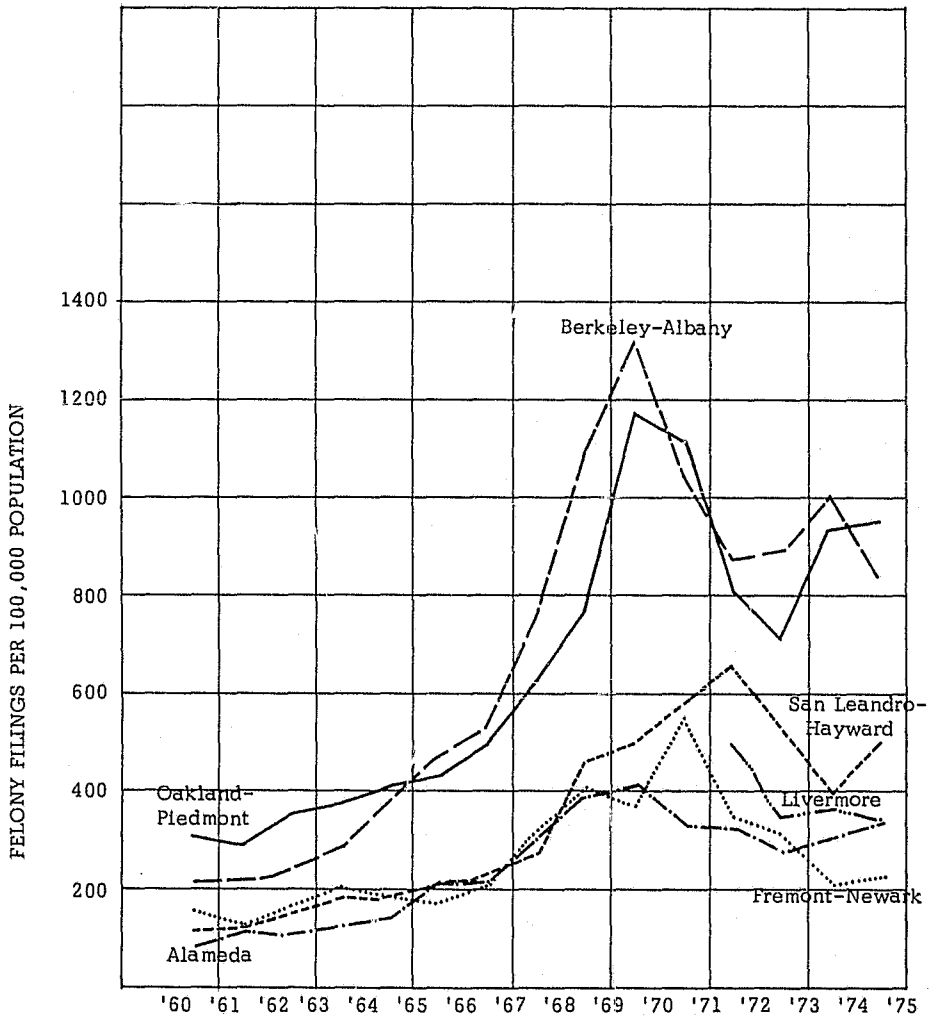
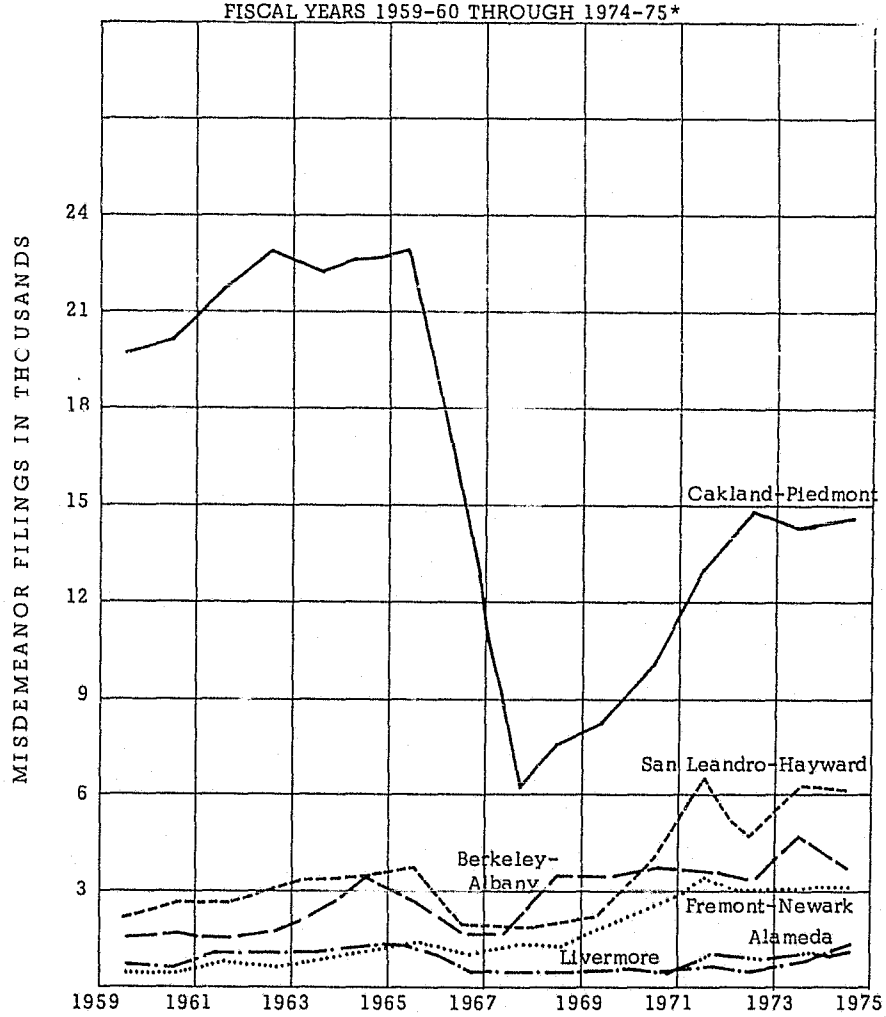


FIGURE 15

NON-TRAFFIC MISDEMEANOR FILINGS BY
ALAMEDA COUNTY MUNICIPAL COURTS
FISCAL YEARS 1959-60 THROUGH 1974-75*



*Data Source: Judicial Council

Analysis of Pre-Arraignment Unsentenced Detention

So far, as stated at the beginning of the chapter, the analysis has been limited to the number detained in the Sheriff's custody. It is necessary to expand beyond this in order to obtain the total number in pre-trial detention.

Unfortunately the historical number in pre-arraignment detention is poorly documented. For the major pre-arraignment facility of Oakland data was available over a recent sixteen-month period. This data was also available for the booking facilities at Berkeley and Fremont. Data was not available for the booking sites of Albany, Alameda, San Leandro, Hayward, and Livermore.

The average pre-arraignment detention for the North County is 120 per day. For the South it is 22 per day. The derivation of these regional numbers is shown in Table 13.

TABLE 13

Average Pre-Arraignment Custody
by
City for 1975

City and Region	Average
North	120
Oakland	105
Berkeley	13
Albany	1
Alameda	1
South	22
Fremont	10
Hayward	5
San Leandro	5
Livermore	2
County Wide	142

Frequency Analysis of Total Number in Pre-Trial Custody

A jail population may be characterized by the frequency (percentage of time) the population is less than or equal to a given number.

This type of characterization is useful in planning new facilities to meet existing or forecasted demand. In general, but not always, the mean will nicely divide the distribution such that half the time the population is less than the mean. This turns out to be approximately true for the detention population.

Tables have been prepared which show the jail population figure below which the population is less 85, 90, 95, and 97.5 percent of the time. These numbers for the Sheriff's custody are shown in Table 14. For 1975, the increase from 85% to 90% is 15, from 90% to 95% is 32, and for the next 2.5% the step is 18. The last few percentage points bring about very large increases in the facility size.

TABLE 14

Frequency Table of Historical Sheriff's Unsentenced Custody*

LEVEL	1970-1976	1975
50% (mean)	575	577
85%	631	640
90%	650	654
95%	683	686
97.5%	711	704
Standard Deviation	61	55

* Includes hospitalized detainees

When Oakland's pre-trial population is added to the Sheriffs custody the same type of table may be generated for the sum of these populations. Table 15 shows, rather interestingly that the values have increased by just about the mean of Oaklands population which is 105. It is important to note that the standard deviation of the combined population is not the sum of the standard deviation. The new standard deviation is much less than the sum, and this is mathematically expected.

The variation of pre-arraignment population is much greater than post-arraignment population. The standard deviation of Oakland's pre-arraignment population is 22.8 or just about twenty percent of the mean. The standard deviation of post-arraignment is 55 or just about ten percent of the mean. Pre-arraignment then has at least twice the spread as a percentage of the mean.

TABLE 15

Frequency Table for Unsentenced Detainees at Oakland
and
Sum of Oakland and Detainees in Sheriff's Custody
for
Sixteen Month Period of August 1, 1974 to November 30, 1975

LEVEL	OAKLAND ONLY	OAKLAND PLUS SHERIFF'S*
50% (mean)	105	694
85%	128	758
90%	135	774
95%	144	798
97.5%	152	811
Standard Deviation	22.8	58.8

* Includes (unadjusted for) hospitalized detainees

APPENDIX III

FLOW OF DEFENDANTS IN THE PRE-TRIAL SYSTEM

Introduction

Data describing the flow of defendants through the system was obtained through a major data collection effort. This data, as shall be seen, provides a number of very substantial insights into the dynamics of the flow of defendants. While the flow here is characterized by a number of profile variables, the data base which has been developed can support a significantly more refined stratification.

The specifics of how the data was collected is described in Appendix VI. The sample contained 4276 defendants, of which 3269 had known releases. For those with unknown releases a great deal of information was still obtained regarding their flow through the process.

The key fact of Table 16 is the deviation of the division of the population into remands and non-remands and that the former consists of 15% of the population and the non-remands consist of 85%.

TABLE 16

Alameda County Tracking Data by Remand and Non-Remanded Categorizations

	N	Percent of Total	Percent by categorization
Released without remand	2791	65	85
Remanded	478	11	15
SUB-TOTAL	3269	77	100
Unknown Releases*	1007	23	
TOTAL SAMPLE	4276	100	

* These defendants were, in general, booked on traffic warrant offenses or misdemeanor charges and the release method could not be determined from police or court records.

Derivation of Number in Custody from Flow Statistics

The defendant flow statistics may be used in deriving the current jail occupancy. This derivation is presented in Table 17. Since total detention is the end goal, it is necessary to include inebriation. There are 37 inebriations per day at a detention time of .57 yielding an average of 20.72 drunks in pre-trial status.

There are 142.53 criminal bookings of which 85% or 121.15 are not remanded. These stay an average of .56 of a day. The product of the number arriving and staying .56 days is 67.84. This is the average number of non-remands in pre-trial confinement.

The number who will be remanded, 21.38 or 15% of total bookings, must first wait to be remanded. This takes 2.16 days and thus there are 46.18 defendants waiting to be remanded. The 21.38 remands who have been remanded is 21.38 times 26.43 which is 577.0 remands waiting in jail per day. It is obvious that the last product is critical to the calculation of jail detention requirements. The sum of all these products yields the total number in detention, which is here approximated by 712.

Tables have been developed which describe in some detail different perspectives of the dynamics of flow through the system. These tables appear in Appendix VII.

TABLE 17

APPROXIMATE DERIVATION OF AVERAGE
PRE-TRIAL JAIL OCCUPANCY USING 1975 TRACKING STATISTICS

	Type	Number Per Day	Mean Time Detained	Mean Occupancy*
I	Inebriate Bookings	37	.56**	20.72
II	Criminal Booking	142.53		
	(a) Not Remanded	121.15	.56	67.84
	(b) Remanded	21.38		
	(1) Pre-remand		2.16	46.18
	(2) Post-remand		26.43+	577.00
III	Pre-arraignment Detention			134.75
IV	Post-arraignment Detention			577.00
V	Total Unsentenced Detention			711.75

* "Mean Occupancy" is equal to (number per day) times (mean time detained).
**Non-remand mean time used.
\+ Adjusted post-remand mean time detained; see text.

The tables are presented for two principal reasons: 1) insights and facts obtained from the data have been used in deriving the forecasts, and 2) the data is of interest to a very wide audience and should be released with this report.

The primary observations from the data are:

1) important differences exist between booking sites and courts in the County. These differences are such that it is reasonable to conclude that they are due to policies and not unique characteristics of the population.

2) the time to release for non-remands is low primarily because of the large number of drunk drivers being released early and a moderately sized group of defendants charged with what appears to be non-serious misdemeanors. The remainder of the defendants will wait about a day.

3) a very large percentage (62%) of the remands in custody on any day are the direct responsibility of the Superior Court. Thus a very large percentage of the population is sensitive to what one court does of does not do.

APPENDIX IV

FORECASTING METHODS AND DERIVATION OF SINGLE FORECAST

Selected Rates

The previous appendices examined a variety of relationships and rates which can be applied to population projections in order to obtain a forecast of required detention capacity. Based on this analysis, three rates were developed as being most useful in creating projections.

1. Detention Rates by Age-Specific Groups

   It is evident that the increase in the young adult population has correlated closely with past increases in detention population. Therefore, detention rates for specific ages were derived from a census of the pre-trial population in the custody of the Sheriff which was conducted as part of this study. Age-specific detention rates per 10,000 population are provided in Table 18.

2. Detention Rates by Region/Planning Area

   Detention rates in areas of the County were determined to vary significantly. Therefore, it is also desirable to apply these varying rates to the separate population projections for these areas. Detention rates by region were provided in Table 12.

3. Felony Filing Rates by Region/Planning Area

   Felony filing rates were found to correlate closely with detention population. It is, therefore, useful to calculate detention population based on felony filing rates in various areas of the County. Felony filing rates were also provided in Table 12.

Population Projections

Each of the above rates must naturally be applied to a population projection. There are four that might be called probable projections--they are: the two by the State of California Department of Finance which are DOF E-0 and DOF D-100; one by the County Planning Department labeled County B and one by ABAG labeled LoSouth. A fifth projection, which was used in the previous forecasts made for the County by Kaiser, is ABAG's GroSouth. This forecast is now eschewed by ABAG. Each of these forecasts is shown in Figure 16. The forecasts basically increase starting from the lowest DOF forecast. County B is considered to be the highest projection which is probable. The range then in outcomes is 23% for the year 2000.

TABLE 18

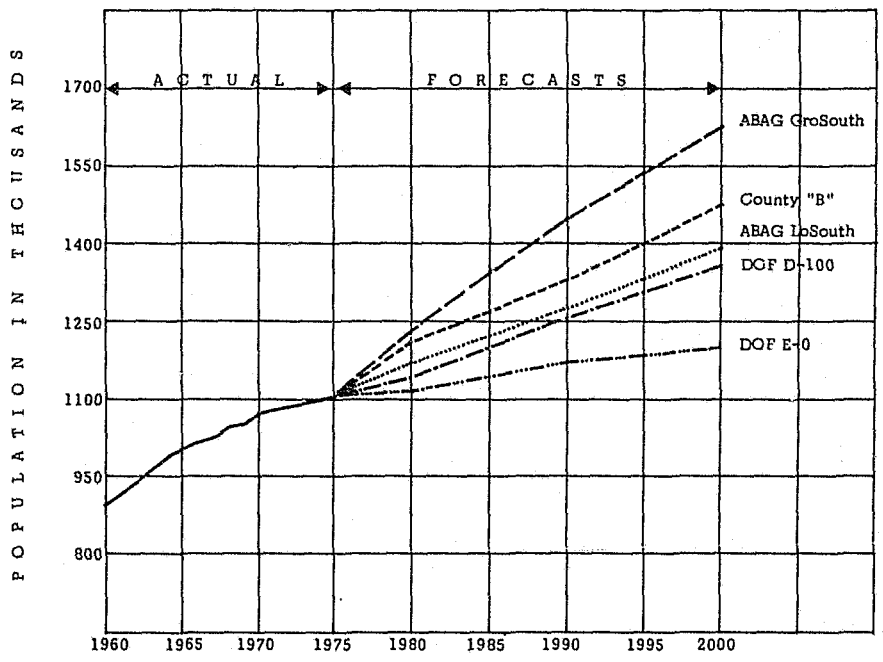
AGE SPECIFIC DETENTION RATES PER 10,000

FOR METHOD A

Age Groups	Rate per 10,000	Total Population
17	1.20	18,710
18	1.67	20,170
19	11.51	20,330
20	17.04	24,220
21	11.93	23,360
22	18.15	20,260
23	21.74	19,980
24	19.08	19,860
25 - 29	17.53	101,050
30 - 34	10.95	89,590
35 - 39	5.25	65,810
40 - 44	4.95	56,340
45 - 49	2.48	58,390
50 - 54	1.08	61,840
55 - 59	1.03	53,730
60 - 64	.05	45,070
65 +	.01	105,640

FIGURE 16

ALAMEDA COUNTY POPULATION
ACTUAL AND PROJECTED

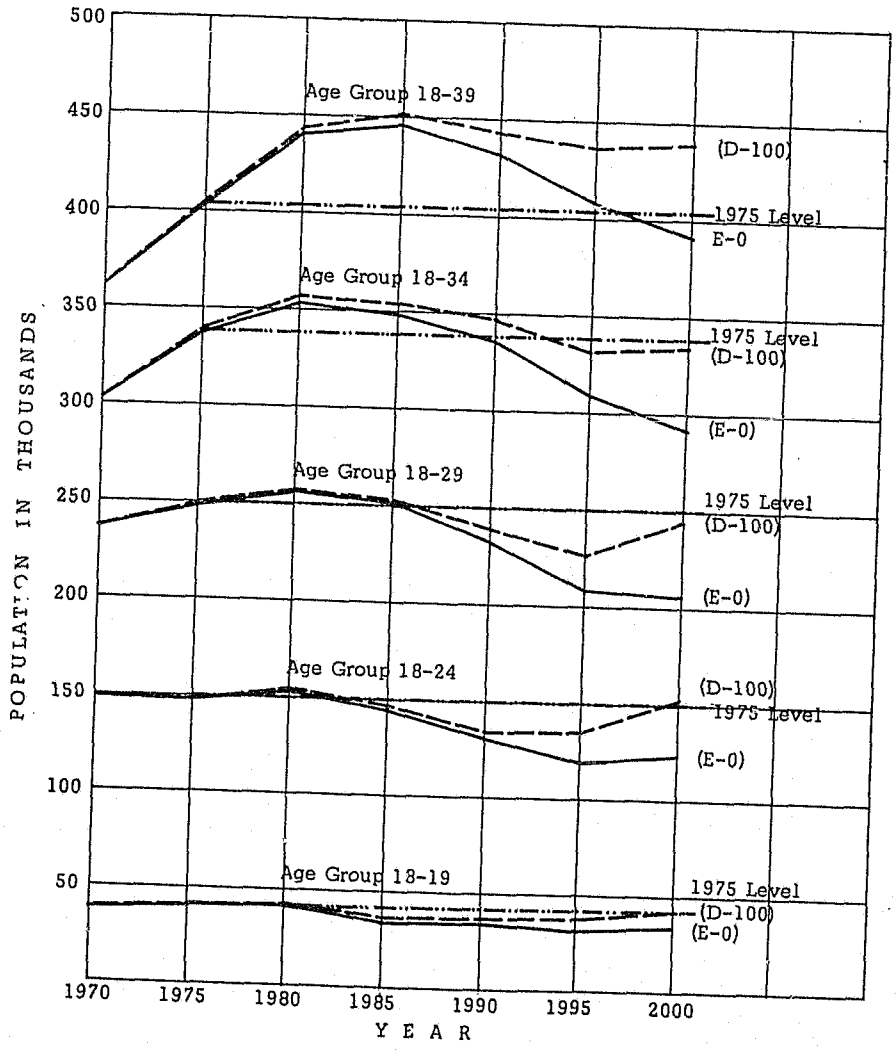


The DOF series are preferred in the sense that they are statistically more soundly derived than any of the others and employ the most current data updated through a continuous procedure.

The DOF projections are the only ones which forecast by age groups. The forecasts by age-specific groups are shown in Figure 17. The forecasts show that the 18-14-year-old group will begin to decrease in total number in 1980, the 18-29 will begin a pronounced downward movement in 1985, the 18-34-year-olds will continue to grow until 1985 at which point they will begin to decrease, dipping below the current number in 1995.

FIGURE 17

AGE-SPECIFIC POPULATION FORECASTS



These forecasts are not idle speculation. They are based upon the number of people alive now. The forecast simply moves them forward in time pulling a few out (mortality) and adding a few (migration). The 18-year-olds of 1990 are now three years old. The major thrust of these forecasts must be taken seriously. The forecast raises questions not only with regard to jail facilities but also many other services which government has been structured to provide.

Forecasting Methods

From the three rates (age-specific, region-specific, and region-specific felony filing), ten forecasting methods were spawned. These methods are summarized in Table 36 in Appendix VII. The results of these forecasts are displayed in Tables 37 and 38 in the Appendix VII for the years 1990 and 2000 respectively. Only Methods A, B and D are preferred methods.

Method A: Employs age-specific detention rates. Requires forecast of population age structure, thus limited to DOF population forecasts. Age specific detention rates obtained from snapshot data base.

Method B: Employs region-specific detention rates. Requires forecast of future population by region. Municipal courts assigned to the following planning units: 1) Central Metropolitan, 2) Eden, 3) Livermore/Amador, 4) Washington. Detention rates derived from census snapshot data base.

Method D: Region-specific Municipal Court felony filing rate utilizing 1974-75 filings to form filings per capita for each region. Assumes felony filings equivalent to detention. Filings derived from Judicial Council data.

Derivation of Single Forecast from the Multiple Forecasts

Of the various methods only A, B, and D are reasonable and consistant with the analysis developed from the historical data. Method A was applied to population projection E-O and D-100. Methods B and D were applied to each of the four probable population projections. There are then ten different forecastes for each period. For the year 2000 the forecasts range from 560 to 681, a range of 22% which is almost the same range as that of the population forecasts themselves.

The way in which these forecasts may be brought together is through the use of a weighting scheme. Each forecast method and each population projection is assigned a weight. Each of the three methods of forecasting (methods A, B, & D) are considered to be equally likely and thus the weights assigned to them are equal, thus the weights are one-third each. This is shown in Tables 19 and 20 in the second column from the right.

TABLE 19

DERIVATION OF SINGLE YEAR 1990 FORECAST OF
SHERIFF'S POST-ARRAIGNMENT CUSTODY FROM METHODS A, B, AND D

METHOD	POPULATION FORECASTS				Average Over-Population Forecasts	Weights for Methods	Weighted by Method
	DOF E-0	DOF D-100	County B	ABAG LoSouth			
Unweighted	618	613	-	-	-	-	-
A (Weights)	.50	.50	-	-	-	-	-
Weighted by Population Forecast Utility	309	307	-	-	616	.33	205
Unweighted	604	611	644	649	-	-	-
B (Weights)	.33	.33	.17	.17	-	-	-
Weighted by Population Forecast Utility	199	202	110	110	621	.33	207
Unweighted	601	611	644	644	-	-	-
D (Weights)	.33	.33	.17	.17	-	-	-
Weighted by Population Forecast Utility	198	202	110	109	619	.33	206
AVERAGE OF METHODS							618

TABLE 20

DERIVATION OF SINGLE YEAR 2000 FORECAST OF
SHERIFF'S POST-ARRAIGNMENT CUSTODY FROM METHODS A, B AND D

METHOD	POPULATION FORECASTS				Average Over-Population Forecasts	Weights for Methods	Weighted by Method
	DOF E-0	DOF D-100	County B	ABAG LoSouth			
Unweighted	560	631	-	-	-	-	-
A (Weights)	.50	.50	-	-	-	-	-
Weighted by Population Forecast Utility	280	316	-	-	596	.333	199
Unweighted	611	644	678	681	-	-	-
B (Weights)	.33	.33	.17	.17	-	-	-
Weighted by Population Forecast Utility	202	213	115	116	646	.333	215
Unweighted	611	628	679	674	-	-	-
D (Weights)	.33	.33	.17	.17	-	-	-
Weighted by Population Forecasts	202	207	115	115	639	.333	213
AVERAGE OF METHODS							627

Before these weights can be applied, each forecast method must be averaged over its population projections. These are shown by the weights going across the columns in Tables 19 and 20. The DOF series are considered to be equally likely as are the LoSouth and County B. However, the DOF series are thought to have a higher probability of outcome than the other two. The chances that DOF's come true are two to one over LoSouth and County B. Hence the weights used are for .33 for each of DOF's and .17 for LoSouth and County B. For Method A which has only the two DOF series, each receives a weight of .50.

When the indicated weighting is carried out, the post-arraignment population for 1990 is 618, and for 2000 is 627.

Regional Demand for Jail Detention

The prefered estimates of 618 and 627 are distributed among the planning units as shown in Table 21. For the year 2000 the North has a demand for

TABLE 21

Sheriff's Average Post-Arraignment Custody for Year 1975*
and Forecast for Years 1990 and 2000 by
Alameda County Region and Planning Area

Region and Planning Area	YEARS 1975	1990	2000
NORTH			
Central Metropolitan	437	420	423
SOUTH	146	198	204
Eden	79	121	123
Washington	38	43	45
Livermore-Amador	29	34	36
TOTAL COUNTY	583	618	627

Average Pre-Arraignment Custody for Year 1975
and Forecast for Years 1990 and 2000 by Alameda County Region

Region	YEARS 1975	1990	2000
North	120	120	120
South	22	30	35
TOTAL	142	150	155

* Unadjusted for hospitalized detainees.

423 wheras the South as a demand for 204 or almost exactly a third of post-arraignment detention. (The minor decrease in the North is due to a forecasted loss of population in this area.)

Increasing the pre-arraignment detention in line with the increase in post-arraignment detention, with minor modifications, the estimate for pre-arraignment increases to 150 in 1990 and 155 in 2000.

The total detention demands are shown in Table 6. Here, it is seen that for the year 2000 the total average demand is 757 with a demand in the Southern Region for 231 or less than a third of the County total.

APPENDIX V

FREQUENCY OF DEMAND AND OVERFLOW, AND FACILITY SIZE AND OPTIONS

Frequency of Demand

The size of facility which meets the demand 97.5, 95, 90, 85, and 50 percent of the time is shown in Table 7. The size of facility which meets or exceeds county-wide demand for pre- and post-arraignment demand 95% of the time for the year 2000 is 867. This number has been adjusted so as not to contain hospitalized detainees. This number was derived by using a standard deviation of 67 and treats the population frequency distribution as a normal distribution. This standard deviation must be considered conservative, i.e., relatively large. The standard deviation for the sum of Oakland and the Sheriff's custody was 59. The figure of 67 was mathematically derived from the sum of the pre- and post-arraignment population using the conservative factors of a standard deviation of ten percent of the mean for post-arraignment and twenty percent for pre-arraignment.

Frequency of Overflow and Its Magnitude

An important consideration in making a facility sizing decision is the cost of underbuilding, or the costs of not being able to handle a demand when it occurs. It is simply not practicable to build a facility which will completely guarantee that it will never reach capacity. It is commonplace that facilities should be constructed for less than the hundred percent demand.

So the question becomes at what level should the facility be built and this becomes in turn what are the costs of overcrowding.

In order to place these questions in perspective Table 8 has been prepared. It gives the magnitude of overflow should overflow occur for each of the levels of sizing. Associated with this overflow there is also given the frequency with which this overflow would, on the average, occur. For example, if the facility were to be built at the 95% level then five percent of the time an overflow would occur. This five percent translates into 18 days a year. So for this many days there could be expected an overflow of 23 persons. As the facility becomes bigger both the size and frequency of overflows decrease.

At what point is the investment in facilities not offset by the convenience of not having an overflow? This is a question which this analysis cannot address without having some measure of the risk aversion utilities of the County decision makers. Thus the level of sizing becomes a policy question to the Board.

APPENDIX VI

DATA COLLECTION METHODS

A number of data bases were developed and employed in the study. Listed below are the data bases.

1. CORPUS

   This data base was utilized primarily to describe the role of release on own recognance (O.R.) and the rate of fail to appear (FTA) over-time. The data base was also used to determine rearrest rates for a sample of defendants. This was done by simply obtaining the CORPUS rap sheets for the selected defendants.

2. THE TRACKING DATA BASE

   This data base consists of three associated files: the transaction file, the O.R. interview file, and the rap file. The transaction file contains a record of the defendants' principal transactions in the Alameda County pre-trial criminal justice system. Transactions start with the booking and follow through adjudication and sentence. Entries on the transaction file reflect simple demographic factors of age, race, and sex and criminal justice events such as the time and place of booking, arresting agency, charges, warrants, amount of bail, the time and type of release, transfer to post-arraignment facilities, court results by appearance, failures to appear, and the nature of the sentence.

   The O.R. file reflects the data on the O.R. interview form which appears in the court files. This data describes the probation record and a wide range of demographic data such as time in community, employment, education, reference availability and marital status. The Rap file contains a summary of the two rap sheets, the CII and CORPUS, as they appear in the court files.

   The tracking data base was developed for a sample of defendants who were booked into the system in calendar year 1975. In order to capture the system dynamics before and after the enlarged O.R. program, time periods were selected which would reflect pre-program and program dynamics. Due to the nature of the existing criminal justice recordation system, it was not advisable to select a random sample over the two time periods. Instead four time intervals were selected for which a one-hundred percent representataion of those booked was obtained. In other words the sample of defendants was based on every unsentenced defendant booked into the system over the four periods.

Two of the time periods were pre-program and two after the initiation of the O.R. program. The time periods for the year of 1975 were: 1) Thursday, 17 April thru Wednesday, 23 April; 2) Thursday, 22 May thru Wednesday, 28 May, thus including the three day Memorial weekend; 3) Wednesday, 23 July thru Thursday, 31 July; 4) Thursday, 11 September thru Wednesday, 17 September.

The time periods comprise two seven-day periods pre-program and one nine-day and one seven-day period post initiation of the program. The four periods contain a total of thirty days. The time periods were chosen to reflect typical situations and no known unusual event occured within them, such as a major drug raid or roundup of prostitutes.

The implementation of this data base consisted of initially obtaining the booking logs from each of the booking facilities in the County. Defendants were then tracked from the initial booking through disposition. Those not obtaining a pre-arraignment release were tracked to Santa Rita and the records there were examined to show all releases and transfers.

A number of tracking difficulties arose in the course of the implementation. A first stage difficulty arose in going from booking logs to the police files which show the booking identification along with the charges and any pre-arraignment release. Due to misplacement of files and the use of aliases it was possible to satisfactorily identify ninety percent of the cases. It was possible however to identify a higher percentage of defendants remanded because of the extend to which these individuals are identified and the multiple recordation of the remand event; in the booking agency records and in the Sheriffs records. For those tracked to Santa Rita again a small number were not trackable further due to the unavailability of some booking jackets at Santa Rita jail.

It was desired to track all defendants through the judicial process as well as the detention process.....not all defendants have files made up on them. This is generally true of traffic offenders who have been booked. Only those defendants who had locatable files in the court had court actions and disposition entered in the tracking data base.

In order to ascertain in the court file numbers of defendants it was necessary to obtain an index matching individuals to court file numbers. Since these indexes were not available it was necessary to have CORPUS generate an historical index for 1975 for each of the

municipal courts. Through this index it was possible to identify a very high percentage of the defendants, some of whom were not fully identified at the booking stage. Through this mechanism we were able to pickup some individuals not initially identifiable at the public booking stage. Those not tracked through the courts either were not in the index under the booking name or known aliases or the defendant was in the index but had a dummy docket.

Data extracted from the court files consisted of the results of the court sessions, the results of the O.R. interview, when the interview form was in the file, and a summary of data contained on the CII and CORPUS rap sheets when they were in the court files.

The O.R. interview records were generally not in the court files for those defendants held to answer. The interview sheets were generally in neither the muni nor superior court files. This was apparently due to the removal from the holding order packet.

3. SNAPSHOT DATA BASE

The purpose of this data base is to describe the composition of defendants in the custody of the Sheriff on a typical day. For all those defendants in the Sheriff's custody, the same entry data was obtained as for those in the tracking data base, except for the court disposition information. The data collected reflects booking place and time, arresting agency, charges, warrants, and bail amount. The court of first appearance and the time of the first appearance in Superior Court was also recorded. Through this data time detained in a pre-trial status is obtainable by arresting agency, booking site, court of first appearance and court of responsibility if a Superior Court appearance follows a muni-court appearance.

The snapshot data was drawn on February 7, 1975. On this day the name and corpus event number of all those defendants shown on the custody board at Santa Rita as unsentenced were recorded. The remainder of the data on each of these individuals was then collected over a number of weeks. Here again it was not possible to find the booking jackets of all the individuals. Approximately ninety percent of the jackets were obtained. It is fairly certain that those not found were defendants staying a short time at Santa Rita.

The Court House Jail snapshot was performed on February 12, 1975. The data was collected in a similar fashion to that collected at

Santa Rita. The booking jackets of those detained at the Court House Jail generally cover a long period of time and tend to be less detailed than those at Santa Rita. There is also some confusion caused by transfers not being recorded on the jackets, as well as confusion between sets of charges for an individual.

4. REARREST DATA BASE

This data base consists of a sample of those in the tracking data base who obtained releases of either station cites, bail, or own recognizance. For those booked at Oakland a sample was made of those with the above releases. Using the personal file numbers, CORPUS rap sheets were obtained and from these the time and type of rearrest was calculated.

APPENDIX VII

TABLES

TABLE 22

Percentage Remanded and Time to Release
by
Booking Site

Alameda County 1975 Tracking Data

Booking Site	Not Remanded N	%	Remanded N	%	Truncated* Mean Time to Release for Non-Remands in Days	Mean Time to Release for Remands in Days
All Sites	2791	85	478	15	.56	23.0
Oakland	1610	87	232	13	.66	29.4
Fremont	280	83	57	17	.34	10.8
Berkeley	155	79	41	21	.64	13.9
San Leandro	162	82	36	18	.35	37.1
Hayward	103	64	59	36	.30	7.9**
Alameda	81	86	13	14	.41	20.8
Livermore	57	84	11	16	.20	26.2
Santa Rita	264	96	12	4	.68	19.4

*Truncation excludes outliers of greater than five days.

**Hayward's mean time to release for remands is brought down by a large portion (61%) of these remands being released within five days. Since so many defendants are remanded (36%), the time to release for remands is smaller than other booking sites.

TABLE 23

Bookings per Day by Region

Alameda County 1975 Tracking Data

Region	Non-Drunks Rate	%	Drunks (PC647F) Rate	%	Total Rate	%
NORTH	91.23	64	25	67	116.23	65
SOUTH	51.30	36	12*	33	63.30	35
TOTAL	142.53	100	37	100	179.53	100

* Estimated

TABLE 24

Criminal Bookings* per Day by Booking Site

Alameda County 1975 Tracking Data

Booking Site	Bookings per Day	Percent of Total Bookings
Oakland City Jail	73.76	51.8
Santa Rita Rehabilitation Center	17.57	12.3
Fremont City Jail	14.07	9.9
Berkeley City Jail	10.60	7.4
San Leandro City Jail	7.33	5.1
Hayward City Jail	7.27	5.1
Alameda City Jail	4.37	3.1
Livermore City Jail	2.53	1.8
Remainder**	5.03	3.5
TOTAL	142.53	100.0

* Excludes only PC 647's
** Includes Court House Jail, Emeryville, Albany, Pleasanton, and U.C.B.

TABLE 25

Criminal Bookings per Day by Arresting Agency*

Alameda County 1975 Tracking Data

Arresting Agency	Bookings per Day	Percent of Total Bookings
Alameda	4.40	3.1
Albany	1.40	1.0
Berkeley	10.13	7.1
Emeryville	.87	.6
Fremont	9.27	6.5
Hayward	7.67	5.4
Livermore	2.50	1.8
Newark	2.10	1.5
Oakland	56.07	39.3
Piedmont	.10	.1
Pleasanton	1.53	1.1
San Leandro	7.47	5.2
Union City	2.20	1.5
Sheriff	8.53	6.0
E. Bay Regional Park	.53	.4
BART Security	.17	.1
CHP - Hayward	9.50	6.7
CHP - Oakland	7.87	5.5
District Attorney	.17	.1
U.C. Berkeley	.70	.5
California State Police	.13	.1
Department of Corrections	.23	.2
U.S. Marshal	.17	.1
Unknown	8.63	6.1
TOTAL	142.53	100.0

* Excludes only PC 647F's

TABLE 26

Release Types for Non-Remands

Alameda County 1975 Tracking Data

	N	Percent of non-remands	Percent of non-remands and remands
Station Cite	539	19.3	16.5
Bailed	913	32.7	27.9
OR'd	637	22.8	19.5
Court Release*	238	8.5	7.3
No File	166	5.9	5.1
Time Served	48	1.7	1.5
Sentenced	67	2.4	2.0
Enroute out of County	110	3.9	3.4
Enroute in County	43	1.5	1.3
Probation Hold Release	9	.3	0
Psychiatric Evaluation	13	.5	0
Psychiatric Placement	1	.0	0
Medical Treatment	1	.0	0
Placed on Probation	4	.0	0
Acquitted	2	.0	0
TOTAL	2791	100.0	85.

*Court Release is nomenclature used only in the Oakland Municipal Court, it is used there to occasionally describe O.R. or an unknown court authorized release.

TABLE 27

Release Types for Remands

Alameda County 1975 Tracking Data

Type of Release	N	Percent of Remands	Percent of Non-Remands and Remands
Bail	126	26.4	3.9
O.R.	93	19.5	2.8
Court Release	3	.6	.1
No File	30	6.3	.9
Time Served	25	5.2	.2
Placed on Probation	13	2.7	.4
Sentenced	74	15.5	2.3
Enroute Out	27	5.6	.8
Psychiatric Evaluation	6	1.3	.2
Psychiatric Placement	4	.8	.1
Medical Evaluation	3	.6	.1
Diverted	5	1.0	.2
Release not yet obtained or unknown release type	69	14.4	2.1
TOTAL	478	100.	14.1

TABLE 28

Truncated* Time to Release for Non-Remands

Alameda County 1975 Tracking Data

Release Type	Mean Time to Release	Standard Deviation of Time to Release	N
Station Cite	.24	.28	532
Bail	.41	.43	839
O.R.'d	.82	.66	497
Court Release	.94	.62	213
No File	.85	.68	88
Time Served	1.12	.68	36
Sentenced	1.13	.53	41
Enroute Out-of-County	.83	.69	77
Enroute In-County	.65	.58	38
Probation Hold Release	.78	.72	6
Psychiatric Evaluation	.22	.34	10
All Release Types	.56	.58	2,378

*Truncation excludes samples with times of greater than five days. This effectively "cleans" the data by removing outliers.

TABLE 29

Time to Release for Remands

Alameda County 1975 Tracking Data

Release Type	Mean Time to Release	Standard Deviation of Time to Release	N
Bail	8.69	15.15	126
O.R.	13.18	22.79	93
Court Release	35.81	19.80	3
No File	51.23	69.47	30
Time Served	19.51	31.47	25
Probation	36.76	56.32	13
Sentenced	33.14	30.28	74
Enroute Out-of-County	40.97	37.27	27
Psychiatric Evaluation	46.24	49.21	6
Psychiatric Placement	44.24	66.65	4
Medical Evaluation	64.04	39.36	3
Diverted	53.54	61.06	5
Average All Releases	23.00	35.65	409

TABLE 30

MEAN TIME IN DAYS TO RELEASE FOR NON-REMANDS
BY CHARGE AND BOOKING SITE

CHARGE	OAKLAND (N)	OAKLAND Mean	BERKELEY (N)	BERKELEY Mean	HAYWARD (N)	HAYWARD Mean	FREMONT (N)	FREMONT Mean	SAN LEANDRO (N)	SAN LEANDRO Mean	SANTA RITA (N)	SANTA RITA Mean	ALL BOOKING SITES (N)	ALL BOOKING SITES Mean
Misdemeanor	432	.63	12	.47	11	.43	26	.25	23	.36	22	.83	557	.58
Murder	-	-	-	-	-	-	-	-	1	.25	-	-	1	.25
Robbery	14	1.09	1	2.36	2	.38	-	-	-	-	2	.67	23	.99
Assault and Battery	95	.88	18	.49	5	.22	32	.44	12	.47	9	.93	185	.68
Burglary	37	1.02	3	.79	3	.25	3	.45	7	.49	6	.75	69	.86
Petty Theft	83	.95	26	.60	13	.31	31	.28	27	.36	6	.52	205	.61
Grand Theft	32	1.07	[illegible]	1.09	-	-	2	.06	3	.51	4	1.08	53	.95
Fraud	30	.86	1	1.91	-	-	3	.43	1	.67	4	.70	43	.82
[illegible]	3	1.31	-	-	-	-	-	-	-	-	-	-	5	.87
Porn. & Other Sex Off.	5	1.31	1	.29	1	.17	4	.28	1	.13	-	-	19	.49
Drug	52	.86	18	.83	7	.56	44	.57	16	.38	40	.96	191	.72
Weapon	32	.64	-	-	2	.21	5	.18	1	.04	5	1.01	47	.58
Drunk Driving	296	.40	17	.69	[illegible]	.23	64	.25	40	.34	53	.31	534	.36
Hit and Run	24	.58	3	.38	2	.08	1	.66	-	-	2	1.63	23	.59
Kidnap	1	1.33	-	-	1	.58	-	-	-	-	-	-	2	.96
[illegible] Crime	216	.57	15	.43	15	.29	43	.27	24	.21	28	.59	373	.48
Administrative	29	.88	-	-	-	-	2	.06	-	-	-	-	31	.89
TOTAL	1,372	.66	129	.64	93	.30	259	.34	156	.35	181	.68	2,378	.56

TABLE 31

TIME INCARCERATED PRE-TRIAL FOR THOSE IN SHERIFF'S CUSTODY
ON TYPICAL DAY (SNAPSHOT) BY COURT* OF RESPONSIBILITY**

DAYS	C C U R T S																	
	OAKLAND (N)	OAKLAND (%)	ALAMEDA (N)	ALAMEDA (%)	BERKELEY-ALBANY (N)	BERKELEY-ALBANY (%)	HAYWARD-SAN LEANDRO (N)	HAYWARD-SAN LEANDRO (%)	LIVERMORE-PLEASANTON (N)	LIVERMORE-PLEASANTON (%)	FREMONT-NEWARK (N)	FREMONT-NEWARK (%)	SUPERIOR (N)	SUPERIOR (%)	ALL COURTS (N)	ALL COURTS (%)
1 - 7	24	25.0	2	22.2	13	50.0	7	25.9	4	33.3	7	35.0	15	4.7	72	14.2
8 - 14	23	24.0	3	33.3	6	23.1	8	29.6	3	25.0	6	30.0	27	8.5	76	13.2
15 - 21	19	19.8	2	22.2	2	7.7	4	14.8	-	-	2	10.0	21	6.6	50	9.9
22 - 28	10	10.4	-	-	-	-	2	7.4	-	-	-	-	13	4.1	25	4.9
29 - 35	4	4.2	-	-	-	-	-	-	2	16.7	1	5.0	24	7.6	31	6.1
36 - 56	4	4.2	1	11.1	2	7.7	3	11.1	-	-	-	-	52	16.4	62	12.2
57 - 77	5	5.2	-	-	2	7.7	1	3.7	2	16.7	3	15.0	40	12.6	63	12.4
78 - 98	1	1.0	-	-	-	-	1	3.7	-	-	-	-	29	9.1	31	6.1
99 or more	6	6.3	1	11.1	1	3.8	1	3.7	1	8.3	1	5.0	96	30.3	107	21.1
TOTAL	96	100.0	9	100.0	26	100.0	27	100.0	12	100.0	20	100.0	317	100.0	507**	100.0
Percent of All Courts	18.9		1.7		5.13		5.3		2.4		3.9		62.5		100.0	

* Court of responsibility defined as court of first appearance unless subsequent appearance in Superior Court. If latter, then Superior is defined as responsible court.

**Total table of 507 is less than census of 573 since responsible court could not be ascertained for all detainees.

TABLE 32

MEAN TIME TO RELEASE FOR REMANDS
BY CHARGE AND BOOKING SITE

CHARGE	OAKLAND (N)	OAKLAND Mean	BERKELEY (N)	BERKELEY Mean	HAYWARD (N)	HAYWARD Mean	FREMONT (N)	FREMONT Mean	SAN LEANDRO (N)	SAN LEANDRO Mean	SANTA RITA (N)	SANTA RITA Mean	ALL BOOKING SITES (N)	ALL BOOKING SITES Mean
Misdemeanor	34	8.26	3	8.65	5	2.26	4	5.43	1	8.40	-	-	48	7.44
Murder	2	39.89	-	-	-	-	-	-	-	-	-	-	2	39.89
Robbery	26	43.14	4	30.08	1	8.50	-	-	1	67.51	-	-	34	39.95
Assault and Battery	19	36.15	4	9.60	2	3.58	6	14.08	4	70.68	2	2.80	39	29.79
Burglary	30	35.71	10	20.81	4	8.21	7	27.44	3	6.64	3	5.10	63	26.98
Petty Theft	15	22.61	3	6.59	4	4.08	3	3.82	7	10.17	-	-	34	13.57
Grand Theft	13	23.50	2	6.49	5	8.28	4	7.00	1	7.25	-	-	25	15.81
Fraud	4	96.20	1	3.00	3	5.83	-	-	1	7.63	2	49.89	11	46.61
Rape	2	15.71	2	2.19	2	13.47	-	-	-	-	-	-	7	10.30
Porn. & Other Sex Off.	5	17.00	3	7.11	1	22.32	-	-	-	-	-	-	9	14.29
Drug	16	37.30	2	19.75	7	12.54	14	8.87	2	142.20	2	7.85	49	26.71
Weapon	5	22.05	5	5.48	1	2.13	1	1.33	-	-	-	-	15	12.48
Drunk Driving	3	12.86	-	-	5	2.84	4	5.51	2	18.87	1	23.78	19	8.38
Hit and Run	-	-	-	-	1	.79	1	3.29	-	-	-	-	2	2.04
Escape	2	57.51	-	-	1	83.49	-	-	-	-	-	-	4	69.35
Kidnap	2	48.43	-	-	-	-	-	-	-	-	-	-	4	55.78
Arson	3	8.02	-	-	-	-	-	-	-	-	-	-	3	8.02
Misc. Crime	15	19.77	1	31.28	7	2.06	2	1.54	6	41.88	1	53.18	36	21.12
Administrative	3	50.72	1	20.28	-	-	-	-	-	-	-	-	4	43.11
TOTAL	200	29.39	41	13.97	49	7.90	46	10.77	28	37.07	11	19.39	409	23.00

TABLE 33

CHARGE* STRATIFICATION FOR THOSE IN SHERIFF'S CUSTODY
ON TYPICAL DAY (SNAPSHOT) BY COURT OF RESPONSIBILITY**

CHARGE	COURTS																	
	OAKLAND (N)	OAKLAND (%)	ALAMEDA (N)	ALAMEDA (%)	BERKELEY-ALBANY (N)	BERKELEY-ALBANY (%)	HAYWARD-SAN LEANDRO (N)	HAYWARD-SAN LEANDRO (%)	LIVERMORE-PLEASANTON (N)	LIVERMORE-PLEASANTON (%)	FREMONT-HAYWARD (N)	FREMONT-HAYWARD (%)	SUPERIOR (N)	SUPERIOR (%)	ALL COURTS (N)	ALL COURTS (%)
Drunk	1	1.0	-	-	-	-	1	3.8	-	-	1	5.9	-	-	3	.6
Misc. Misd.	12	12.4	1	11.1	1	4.0	-	-	3	23.1	1	5.9	7	2.2	25	5.0
Murder	3	3.1	1	11.1	1	4.0	-	-	1	7.7	1	5.9	25	8.0	32	6.4
Robbery	13	13.4	-	-	7	28.0	3	11.5	-	-	1	5.9	64	20.4	88	17.6
Assault/Battery	8	8.2	-	-	4	16.0	1	3.8	1	7.7	3	17.6	38	12.1	55	11.0
Burglary	19	19.6	3	33.3	3	12.0	7	26.9	3	23.1	4	23.5	63	20.1	102	20.4
Theft	22	22.7	2	22.2	6	24.0	10	38.5	4	30.8	2	11.8	42	13.4	88	17.6
Rape	-	-	-	-	-	-	-	-	-	-	-	-	16	5.1	16	3.2
Porn. & Other Sex Off.	1	1.0	1	11.1	1	4.0	-	-	-	-	-	-	3	1.0	6	1.2
Drug	5	5.2	-	-	1	4.0	2	7.7	1	7.7	3	17.6	17	5.4	29	5.8
Weapon	5	5.2	-	-	-	-	-	-	-	-	-	-	10	3.2	15	3.0
Drunk Driving	-	-	1	11.1	1	4.0	-	-	-	-	-	-	-	-	2	.4
Hit & Run	1	1.0	-	-	-	-	-	-	-	-	-	-	-	-	1	.2
Escape	-	-	-	-	-	-	1	3.8	-	-	-	-	5	1.6	6	1.2
Kidnap	2	2.1	-	-	-	-	-	-	-	-	1	5.9	10	3.2	13	2.6
Arson	-	-	-	-	-	-	-	-	-	-	-	-	2	.6	2	.4
Misc. Crime	4	4.1	-	-	-	-	1	3.8	-	-	-	-	11	3.5	16	3.2
Other	1	1.0	-	-	-	-	-	-	-	-	-	-	-	-	1	.2
TOTAL	97	100.0	9	100.0	25	100.0	26	100.0	13	100.0	17	100.0	313	100.0	500	100.0

* First charge on booking jacket.
**See Table

TABLE 34

TIME INCARCERATED PRE-TRIAL FOR THOSE STILL IN SHERIFF'S CUSTODY
ON TYPICAL DAY (SNAPSHOT) BY COURT OF FIRST APPEARANCE

DAYS	COURTS																	
	OAKLAND		ALAMEDA		BERKELEY-ALBANY		HAYWARD-SAN LEANDRO		LIVERMORE-PLEASANTON		FREMONT-NEWARK		SUPERIOR		ALL COURTS	
	(N)	(%)	(N)	(%)	(N)	(%)	(N)	(%)	(N)	(%)	(N)	(%)	(N)	(%)	(N)	(%)
1 - 7	28	10.7	3	14.3	15	23.1	10	16.7	4	16.7	7	21.9	5	11.4	72	14.2
8 - 14	33	12.6	3	14.3	7	10.8	14	23.3	4	16.7	8	25.0	7	15.9	76	15.0
15 - 21	29	11.1	6	28.6	3	4.6	5	8.3	-	-	3	9.4	4	9.1	50	10.0
22 - 28	18	6.9	1	4.8	1	1.5	3	5.0	-	-	-	-	2	4.5	25	4.9
29 - 35	18	6.9	1	4.8	3	4.6	1	1.7	2	8.3	2	6.3	4	9.1	31	6.1
36 - 56	32	12.3	3	14.3	9	13.8	8	13.3	5	20.8	2	6.3	3	6.8	62	12.0
57 - 77	31	11.9	3	14.3	8	12.3	3	5.0	3	12.5	5	15.6	-	-	53	10.4
78 - 98	16	6.1	-	-	7	10.8	6	10.0	1	4.2	-	-	1	2.3	31	6.1
99 or more	56	21.5	1	4.8	12	18.5	10	16.7	5	20.8	5	15.6	18	40.9	107	21.1
TOTAL	261	100.0	21	100.0	65	100.0	60	100.0	24	100.0	32	100.0	44	100.0	507	100.0
Percent of All Courts	51.5		4.1		12.8		11.8		4.7		6.3		8.7		100.0	

TABLE 35
TIME INCARCERATED PRE-TRIAL
FOR THOSE IN SHERIFF'S CUSTODY ON TYPICAL DAY (SNAPSHOT) BY FACILITY

DAYS	SANTA RITA REHABILITATION		COURTHOUSE JAIL		NAPA		ATASCADERO		PATTON		HIGHLAND		ALL FACILITIES	
	(N)	(%)	(N)	(%)	(N)	(%)	(N)	(%)	(N)	(%)	(N)	(%)	(N)	(%)
1 - 7	75	17.8	-	-	2	22.2	-	-	-	-	-	-	77	14.9
8 - 14	75	17.8	-	-	1	11.1	-	-	-	-	-	-	76	14.7
15 - 21	49	11.6	-	-	1	11.1	1	20.0	-	-	1	33.3	52	10.0
22 - 28	23	5.5	1	1.3	-	-	-	-	-	-	-	-	24	4.6
29 - 35	26	6.2	4	5.3	1	11.1	-	-	-	-	1	33.3	32	6.2
36 - 56	54	12.8	7	9.2	-	-	1	20.0	1	25.0	-	-	63	12.2
57 - 77	46	10.9	5	6.6	-	-	1	20.0	1	25.0	1	33.3	54	10.4
78 - 98	23	5.5	9	11.8	-	-	1	20.0	-	-	-	-	33	6.4
99 or more	50	11.9	50	65.8	4	44.4	1	20.0	2	50.0	-	-	107	20.7
TOTAL	421	100.0	76	100.0	9	100.0	5	100.0	4	100.0	3	100.0	518*	100.0
Percent of Total Detention	81.3		14.7		1.7		.9		.8		.6		100.0	
	96.0				4.0									

*Table total of 518 is 55 less than census since time detained for every detainee could not be ascertained.

TABLE 36

Summary of Assumptions for Forecasting Methods of Sheriff's Custody Population

Method A:	Employs age-specific detention rates. Requires forecast of population age structure, thus limited to DOF population forecasts. Age specific detention rates obtained from snapshot data base.
Method B:	Employs region-specific detention rates. Requires forecast of future population by region. Municipal courts assigned to the following planning units: 1) Central Metropolitan, 2) Eden, 3) Livermore/Amador, 4) Washington. Detention rates derived from snapshot data base.
Method C:	Employs simple county wide detention rate. Method assigns current detention rate to future growth.
Method D:	Region-specific Municipal court felony filing rate utilizing 1974-75 filings to form filings per capita for each region. Assumes felony filings equivalent to detention. Filings derived from judicial council data.
Method E:	As D, except based upon average filing rate over period 1971-1975.
Method F:	Same as E, except instead of assuming filings equivalent to detention, applies equation Y (detention) = .67x + 147 where x is filings. Method replaced by G-1.
Method G-1:	Same as E, except applies regression equation Y = .67x + 142 utilizing annual series
Method G-2:	Same as E, except applies regression equation Y = .33x + 378 utilizing monthly series.
Method H:	Employs county wide felony filing rate. Assumes resulting filings equivalent to detention.
Method I-1:	Applies equation Y = .33x + 378 for x derived from Method H
Method I-2:	Applies equation Y = .67x + 142 for x derived from Method H

TABLE 37

Sheriff's Unsentenced Detention by Population Forecasts for Year 1990

	DOF E-O	DOF D-100	County B	ABAG LO South	ABAG GRO South
Method A	618	633			
Method B	604*	611*	644	649	691
Method C	620	662	707	689	770
Method D	601*	611*	644	644	692
Method E	590*	601*	638	636	687
Method G-1	573*	577*	589	588	605
Method G-2	538*	545*	570	568	603
Method H	645	689	736	717	759
Method I-1	591	606	621	615	629
Method I-2	575	604	636	623	651

* Approximate entries for DOF series obtained by using following equivalances:

Year 2000 DOF E-O = Year 1980 County B
Year 1990 DOF E-O = Year 1980 Lo South

Year 2000 DOF D-100 = Year 1990 County B
Year 1990 DOF D-100 = Year 1980 County B

TABLE 38

Sheriff's Detention Forecasts by Population Forecasts for Year 2000

	DOF E-O	DOF D-100	County B	ABAG LO South	ABAG GRO South
Method A	560	631			
Method B	611*	644*	678	681	750
Method C	633	718	783	738	861
Method D	611*	628*	679	674	748
Method E	602*	621*	677	668	746
Method G-1	577*	583*	602	599	625
Method G-2	545*	558*	596	590	642
Method H	659	748	815	769	847
Method I-1	596	625	647	632	658
Method I-2	584	644	689	657	710

* Approximate entries for DOF series obtained by using following equivalances:

Year 2000 DOF E-O = Year 1980 County B
Year 1990 DOF E-O = Year 1980 Lo South

Year 2000 DOF D-100 = Year 1990 County B
Year 1990 DOF D-100 = Year 1980 County B

TABLE 39

AGE SPECIFIC DISTRIBUTION FOR
TOTAL POPULATION AND DATA CATEGORIES

Age	Adult Population	Tracking Booked	O.R. Interviews	Tracking Remanded	Snapshot Unsentenced
18	2.6	3.3	4.6	5.3	0.6
19	2.6	7.3	10.2	8.3	4.0
20	3.1	6.1	6.1	4.3	7.1
21	3.0	6.5	8.7	8.0	4.8
22	2.6	5.7	7.5	6.4	6.3
23	2.5	7.0	8.7	10.7	7.5
24	2.5	5.5	4.8	6.4	6.5
25-29	12.9	23.0	23.5	27.8	30.5
30-34	11.4	11.3	9.7	9.4	16.9
35-39	8.4	7.9	6.8	6.4	5.9
40-44	7.2	5.2	3.2	2.4	4.8
45-49	7.4	3.9	2.5	2.7	2.5
50-54	7.9	3.3	1.4	.5	1.1
55-59	6.8	2.5	1.2	1.1	1.0
60-64	5.7	1.0	0.7	-	0.4
65 +	13.4	0.4	0.3	0.3	0.2
TOTAL	100.0	99.9	99.9	100.0	100.1

END