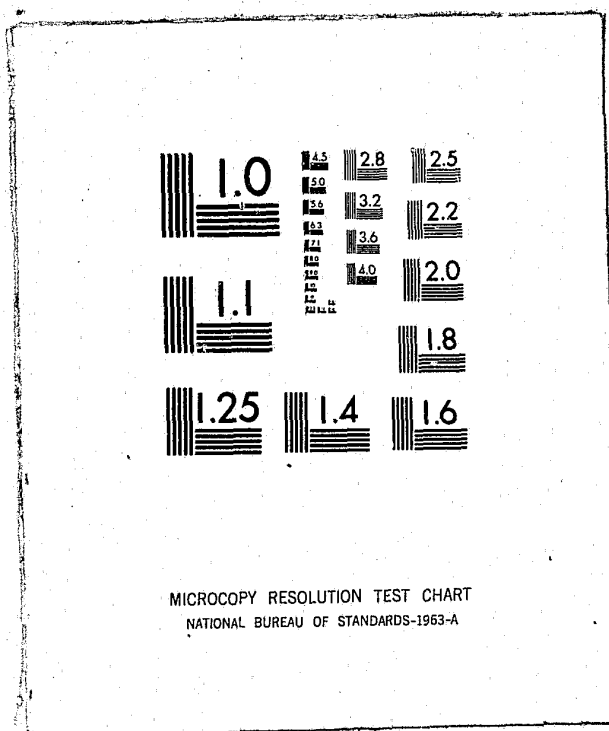


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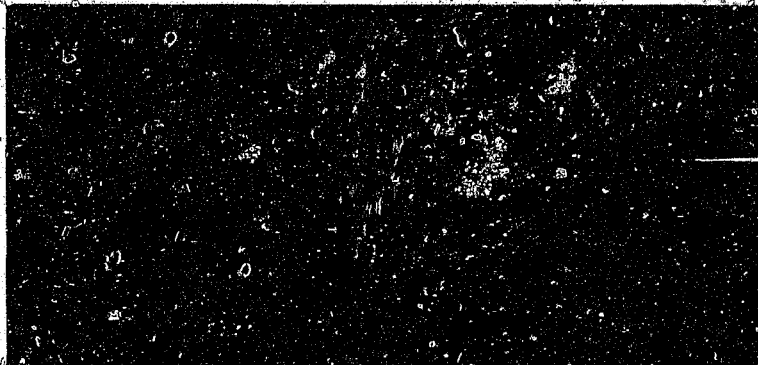
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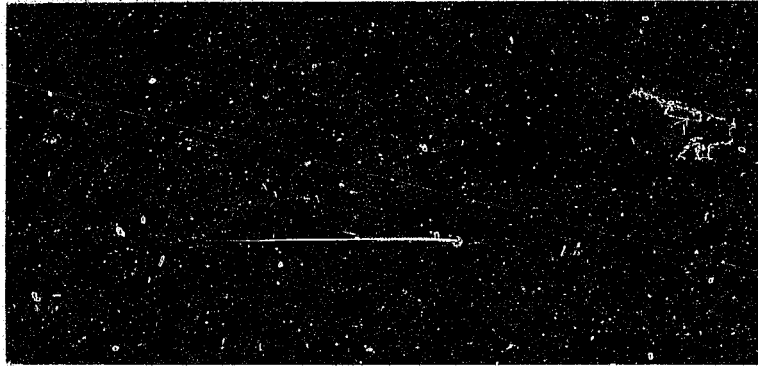
## **THE AMERICAN UNIVERSITY**

**CRIMINAL COURTS TECHNICAL ASSISTANCE PROJECT**  
Institute for Advanced Studies in Justice  
The American University Law School  
Washington, D.C.

A Program of the  
Adjudication Division  
Office of Criminal Justice Programs  
Law Enforcement Assistance Administration  
U.S. Department of Justice

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**COURT MANAGEMENT PROJECT**

AUTOMATED INFORMATION SYSTEM  
DEVELOPMENT FOR THE SANTA CRUZ  
COUNTY JAIL OVERCROWDING AND  
PRETRIAL DETAINEE PROGRAM

September 1979

**NCJRS**

JAN 15 1980

**ACQUISITIONS**  
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## I. INTRODUCTION

The technical assistance project documented in this report represents the coordinated efforts of several organizations. Ernest H. Short & Associates, Inc. (EHS&A) was retained by the Criminal Courts Technical Assistance Project of the American University Law Institute to provide technical assistance to the Jail Overcrowding and Pre-trial Detainee Program project site of Santa Cruz County. EHS&A's consulting activity was also coordinated and supported by the American Justice Institute, which is the national coordinator of the jail overcrowding program.

During the site visits of this T.A. project, all Santa Cruz County criminal justice agencies contributed information and analysis to the subject under study -- the role of an automated information system for the jail and other criminal justice agencies. Ultimately, this technical assistance should benefit the Santa Cruz County criminal justice system by assisting with the realization of the goals and objectives of the County's Jail Overcrowding and Pre-trial Detainee Program, which are to reduce jail overcrowding and improve the overall intake stage of criminal litigation. The basic thrust of this report is to suggest a conceptual design for the configuration of an automated information system relating initially to the needs of the jail and subsequently (by a modular approach) to the needs of the other agencies in the Santa Cruz County criminal justice system.

### A. The Jail Overcrowding and Pre-trial Detainee Program: A National Project

The primary program objective of this national project is to reduce jail overcrowding in selected jurisdictions which have demonstrated the existence of a jail overcrowding problem caused, in large part, by a sizable pre-trial population. LEAA has funded this program because it realizes that there are a significant number of local jails with overcrowding and pre-trial detention problems. In so doing, LEAA realizes the project's close link to the improvement of court congestion and caseload management.

The improvement of pre-trial decision-making as to defendant treatment should not only reduce jail overcrowding and commensurate costs, but also should reduce pre-trial detainee custody time, make better use of alternatives to incarceration at the pre-trial stage, establish active judicial involvement in overseeing jail population levels, and generally improve jail management.

The strategy of the program employs a two-phased approach. Phase I entails planning and analysis during which local jurisdictions are to construct strategies to address their overcrowding and pre-trial detention problems. The second phase of the program is an implementation stage for selected jurisdictions, during which action is taken to reduce jail population and otherwise improve the pre-trial stage of the criminal adjudication process.

The American Justice Institute (AJI) is the National Program Coordinator for the project. As such, AJI is supporting and monitoring the project in Santa Cruz County; particular interest is focused on the county because Santa Cruz is a Phase II site. (Although Phase II monies are routed directly to local jurisdictions, AJI has a substantial role in assisting the County in the implementation of the grant.)

B. The Santa Cruz County Jail Overcrowding and Pre-trial Detainee Program

Santa Cruz County has had a unique experience with the National Jail Overcrowding and Pre-trial Detainee Program in that it was accepted at the outset as a Phase II site. The reason for this is that the County had already experienced extensive activity pertaining to jail overcrowding and jail management. In 1972, a lawsuit was initiated challenging the constitutionality of the facility. In 1975, a Federal District Court judge rendered a decision setting population limits for the Santa Cruz Jail. The following excerpt from the decision sets forth in no uncertain

terms the need for Santa Cruz to address its local incarceration facilities needs:

By subjecting persons to incarceration under the conditions described . . . , the County of Santa Cruz has violated the constitutional rights of inmates. Sentenced inmates confined at the Santa Cruz Jail are suffering cruel and unusual punishment in violation of the Eighth Amendment; pre-trial detainees confined at the Santa Cruz Jail are deprived of due process and equal protection of the laws, in violation of the Fourteenth Amendment. The County is under a constitutional obligation to provide basic security, privacy, and human decency to detainees . . .<sup>1</sup>

A more detailed accounting of the County's jail problem appears at Appendix A.

In the past several years, the County has steadily taken steps to deal with its jail overcrowding problem. Besides extensive use of incarceration alternatives programs, the County is building a new jail. As long-term solutions to the jail problem, the County since 1973 has put considerable resources into the design of a new detention facility, and into community-based alternatives to incarceration. In 1976 the County contracted with an architectural firm and developed and designed a pre-trial detention facility which conforms to ACA and Commission on Accreditation for Corrections' standards of correctional design and practice.<sup>2</sup> Review of the correspondence between the National Clearinghouse for Criminal Justice Planning and Architecture and the County will verify the Clearinghouse evaluation of the master planning conclusions and design as valid, comprehensive, and of the highest quality. Development planning included jail population projections, analysis of the ability of existing facility to be renovated, the

---

<sup>1</sup>Opinion, Hon. Robert F. Peckham, Chief Judge, United States District Court, Northern District of California in the matter of Sandoval vs. James, U.S.D.C., N.D. Cal., C-72-2113 RFP/SJ, p. 11.

<sup>2</sup>Information in this paragraph is taken from the grant application for the Jail Overcrowding and Pretrial Detainee Program, pp. 10-11.

impact of diversion and release programs on the jail population, and the placement of social service programs at the intake function. The conclusions which were developed after public discussion and state and federal review supported the necessity of building a new facility based upon a community corrections model.

The jail presently under construction is the result of a long and heated debate within the County. Due to what can only be described as political and fiscal compromise, the size of the new jail is no larger than that of the old jail. Just how the County intends to cope with this situation is still to be seen, but certainly one approach will be to make more extensive and efficient use of the several pre-trial alternative programs available in the County to house and/or supervise defendants who would otherwise be part of the pre-trial jail population.

Obviously, the Jail Overcrowding and Pre-trial Detainee Program in Santa Cruz County is intended to directly address this problem. The stated goals of the program are as follows:

1. Develop and implement a coordinated approach to reducing the Santa Cruz County main jail population by re-examining and improving the jail's intake function.
2. Expand bed and program space at residential treatment programs in order to accommodate pre-trial inmates as released from custody by the Court.
3. Improve the management of the jail and the effectiveness of the intake and release functions by the development and implementation of an automated jail information system.

It is this last objective to which the efforts of this technical assistance project are directed. An automated information system in the jail presumably would allow for better management of the inmate population and help keep the population level at a minimum. This would be accomplished by:

- . better coordination with the court system to effect faster processing of pre-trial inmates;
- . automated recordkeeping which inventories those persons released to community programs; and
- . improved intake procedures and information flow between the Court, the District Attorney's Office, and the several community programs.

Clearly, the development of an automated information system for the jail with the objective of jail population reduction must involve the District Attorney's Office, the Municipal Court, and other county criminal justice agencies involved in criminal case intake. This enlarged scope of the intended automated information system (and subsequent technical assistance subject matter) cannot be avoided and is taken into consideration in this report.

The director of the Jail Overcrowding and Pre-trial Detainee Project in Santa Cruz County is Ken Block. His mission in administering the project is a pivotal one both in responding to the jail problem and in guiding computer system development. Not only is the project intended to address the jail overcrowding problem, but it is also likely to determine the direction of automated information system development for the entire justice system. The extent to which the project is successful will have a direct bearing on the quality of judicial administration in the County, and will affect the cost-efficiency of the system. For example, the County presently contracts with the San Francisco County Jail at San Bruno to house overflow inmates. The cost of this arrangement is significant and hopefully will be avoided upon realization of project goals.

#### C. The Role and Purpose of Technical Assistance

As previously mentioned, the general goal of this technical assistance is to present a conceptual design for a jail automated information system. Therefore, a primary objective has been to

examine jail intake procedures and jail management practices to determine the potential role of an automated information system. Although the priority purpose of the computer system is to help alleviate jail overcrowding, it obviously would play a major role in improving overall jail management as well. Computer system implementation and improved management practices are well timed if coincided with the move to the new facility.

Also critical to the approach taken in designing the basic features of the proposed computer system are recent developments affecting the availability of JAMS, the Jail Accounting Micro-computer System. Delays in the development of JAMS have cast doubt as to its viability as an option for Santa Cruz County (the grant application anticipated and planned for its use). Consequently, a "fresh start" is taken by the consultants in approaching the problem at hand.

An underlying objective for the technical assistance effort is to approach information systems design so as to logically blend with the needs and plans of the other criminal justice agencies in the County. Thus, the conceptual design would address the system's configuration (hardware and software, scope and placement of equipment) for the jail as it relates to the District Attorney's needs, the Municipal Court's needs, and other agencies' needs. Additionally, the potential role of the County data processing department in system operation must be explored.

Another question to be addressed by the technical assistance effort is the issue of implementation approach. This includes not only comments on the schedule for system installation, but also ways in which the County could obtain additional assistance in later phases of system development (e.g. programming) and ways for the County to insure continued success in system operation (e.g. additional staff needed). The conceptual design ultimately presented in this report inherently addresses the issue of implementation approach because of its modular orientation.

#### D. Technical Assistance Methodology

The T.A. project was carried out in three phases. Initially, Ernest Short, President of EHS&A, accompanied Gene Clark of the American Justice Institute to conduct a problem definition visit. This visit resulted in a briefing to the Criminal Court's Technical Assistance Project as to the appropriate role for the remainder of the technical assistance effort. This problem definition document appears as Appendix B. The problem definition visit was conducted in February, prior to Ken Block's assumption of the project director position.

Shortly after Mr. Block's arrival (in June of 1979), Charles Doolittle, Research Associate for EHS&A, conducted a second site visit to the County. The purpose at this juncture was to work with Mr. Block to begin addressing the issues attending computer system development. Information regarding system procedures was gathered and a preliminary assessment was made for potential computer system applications.

The third phase of the T.A. entailed Mr. Short and Mr. Doolittle returning to Santa Cruz in early August to discuss and enhance alternative approaches to automated information system design. On this last visit, additional information was obtained pertaining to system operation and the feasibility (both technical and political) of the suggested approaches.

During the intervening time period of the site visits (February to August), significant developments occurred which impacted the ultimate recommendations in this report. The diminished availability of the model jail automated information system (JAMS) is one example; also, computer system planning activities of the criminal justice agencies other than the jail in Santa Cruz County underwent some development. Additionally, the County data processing department obtained a new manager who is working with

that operation to increase its capabilities; the timetable for this reorganization could affect the timetable for criminal justice system automated information system implementation.

In summary, the technical assistance followed a three-step course of problem definition, information flow assessment, and conceptual design construction. The remainder of this report presents this information by first documenting procedures and workload volume and then setting forth potential computer applications of several agencies and the basics of an automated information system appropriate for the present and future needs of the Santa Cruz County criminal justice system.

## II. DOCUMENTATION: OVERVIEW OF PROCEDURES AND WORKLOAD VOLUME

### A. The Santa Cruz County Criminal Justice System: Background Information

Santa Cruz is a coastal community in California, located south of San Francisco and north of Monterey. The County boundaries extend slightly north of the City of Santa Cruz to include the small community of Scotts Valley, and slightly south of the City to include the cities of Capitola and Watsonville.

All four of the communities have police departments; these agencies in addition to the County Sheriff's Office and the Highway Patrol comprise the arresting agencies. All arrestees are taken to the Santa Cruz County Jail in downtown Santa Cruz with the exception of Watsonville arrestees, who are held temporarily in a level 1 jail in that city.

The Sheriff's Office is located in the County Administration Building in downtown Santa Cruz. The jail, which is run by the Sheriff's Department, is a few blocks away.

The District Attorney's Office also is located in the County Administrative Office Building. The Courthouse, which houses both the Municipal Court of Santa Cruz and the Superior Court, is adjacent to the County Administrative Office Building. There is a Municipal Court and DA branch office in Watsonville. The Probation Department is located in an office building and juvenile detention center just north of the City of Santa Cruz.

The Jail Overcrowding and Pre-Trial Detainee Program Project which, at the time of the site visits, was housed in the Probation Department building, has since moved to the Courthouse and its administration auspices transferred from the Probation Department to the Municipal Court, with the concurrence of all Agencies involved in the Project.

Integral to the operation of the jail overcrowding grant and to the pre-trial litigation stage in general, are the several social service agencies which house or supervise pre-trial detainees. These organizations maintain contact with the criminal justice system largely through the pre-trial release program in the County.

There are presently three individuals working in Pre-trial Release; the support and enhancement of their efforts is obviously a key component to jail overcrowding project activities. (Increased and improved use of pre-trial diversion activities is one of the three major goals of the project, with the expansion of community-based alternative programs being another major objective).

The County already has a number of alternatives to incarceration programs in operation, including alcohol and drug therapy, diversion, half-way house, work furlough, and educational programs. However, a recent study, the Alternatives to Incarceration Report<sup>3</sup>, funded by the Santa Cruz County Board of Supervisors, identified a need for additional program alternatives.

The Alternatives Report, found that despite the large number of available alternatives, the County was deficient in four general areas:

- . identification, diagnosis and referral;
- . residential, alcohol and halfway services;
- . long-term in-patient mental health services; and
- . domestic violence.

Thus, one objective of the jail overcrowding project came to be the development of program alternatives in these deficient areas, proposing additions to the already complex network of alternatives.

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<sup>3</sup> Referred to as the Alternatives to Incarceration Report, still in draft form.

With the extensive number of incarceration alternative programs available and proposed, it would clearly be a benefit to justice system administrators to have inventory and case-tracking information about diverted offenders. The ability of automated information systems to assist with management information of this nature is one reason for including computer system development in the Jail Overcrowding and Pre-trial Detainee grant. The other major reason is to improve jail intake procedures and overall jail management (e.g. inmate inventorying). The information system would permit faster and more substantive information flow among jail management and booking staff, the pre-trial release program, the District Attorney's Office, the Municipal and Superior Courts, the Probation Department, and other law enforcement agencies. The result would be the maintenance of an absolute minimum number of inmates at the County jail.

From the rather specific project objective of reducing jail population and improving intake procedures, the suggestion is apparent to implement an automated information system which encompasses far more than an in-house jail mini or micro computer. Although a quantum leap from jail management micro computer to comprehensive criminal justice information system is not within the scope of the project, it is nevertheless wise to think in system-wide terms if, 1) the jail information problem is rooted in the system as a whole, and 2) the other criminal justice agencies have plans for automation of their own which bear examination to determine the possibility of a coordinated and more efficient approach to county-wide computer system development.

Not only is it true that jail intake procedures are a systemwide concern, but it is also true that other criminal justice agencies are developing plans for automation on their own. As the consultants conferred with each agency about their information flow relationship with the jail, the discussion logically turned to the administrative needs of each agency's operation, both with respect to the intake function and information flow with the jail, and the information and recordkeeping needs of the office as a

whole. It was further discovered that early planning for a computer system was under discussion in the District Attorney's Office (the PROMIS system) and that the Municipal Court sees a computer system as an attractive solution to some of their administrative problems. Furthermore, the Probation Department already has computerized some operations, and is looking to expand automated applications. Hence, the decision was made to assess the potential computer applications not only for the jail, but on a cursory level, for the other criminal justice agencies as well.

As background information for the exploration of computer applications for each agency in Section III, it would be useful to document an overview of intake procedures and workload volume for the Santa Cruz County criminal justice system. The ultimate automation of intake procedures is a priority application not only for the jail, but for the system as a whole if criminal justice system computer development is to take place in the context of the Jail Overcrowding and Pre-trial Detainee Program.

## B. Overview of Criminal Justice Intake Procedures

### 1. Arrest and Incarceration

As previously mentioned, the agencies with the power of arrest in Santa Cruz County are the four municipal police departments, the Sheriff's Office, the Highway Patrol, and the University of California at Santa Cruz. All arrestees are processed through the Santa Cruz County Jail, with the exception of Watsonville arrestees, who are held overnight in a level 1 jail in that city. There are approximately 11,000 arrests per year in the County.

Booking at the County Jail is the first administrative process to occur. The booking record (see Exhibit 1) contains comprehensive data elements regarding the defendant and the offense. The booking record is a seven-part multi-copy form;

NOTE

EXHIBIT 1

CHARGES/HOLDS☐ CHECK BACK OF CUSTODY SHEET FOR ADDITIONAL CHARGES.ARREST INFORMATION

RELEASE INFORMATION

WITHOUT ADMITTING GUILT, I PROMISE TO APPEAR AT THE TIME AND PLACE LISTED.

☐ MUNICIPAL COURT, 701 OCEAN ST SANTA CRUZ, CAL.

☐ MUNICIPAL COURT, 1430 FREEDOM BLVD. WATSONVILLE CAL.

ON THE \_\_\_\_\_ DAY OF \_\_\_\_\_, 19\_\_\_\_ AT \_\_\_\_\_ M.

SIGNATURE 

I DECLINE TO PLACE TWO TELEPHONE CALLS PER 851.5 PENAL CODE.

SIGNATURE 

I HAVE RECEIVED ALL MONEY AND PROPERTY HELD FOR ME WHILE IN CUSTODY.

SIGNATURE 

## PROPERTY INVENTORY

[illegible]

SHF-0128 REV. 1/78  
BSL-3

## CUSTODY

11335

copies go to the Sheriff's Office (custody copy), to the desk at the Records Bureau for public availability (desk copy), to the Data Processing Department, the District Attorney's Office, the County Administrative Office, and the control copy remains at the jail. There are two deputies stationed at the jail to conduct booking procedures. During the booking process, the JUS 8715 statistics form (see Exhibit 2) is partially completed by the deputies; copies then go to the court, the State Department of Justice, the arresting agency, and the FBI.

Prior to booking, arrestees will have been screened at entry to the jail facility and will have had their clothing searched. They are placed in a holding tank until the decision is made to book them. After booking, the offender is fingerprinted and photographed; an NCIC search is initiated to determine their past record so that a classification may be assigned with respect to high, medium, or low security.

The field arrest report (see Exhibit 3) and the booking record are the documents initially placed in the custody file, which is opened upon booking. Also at this time, inmates will be entered into the Inmate Custody Log. There are approximately eight to fifteen bookings per day.

The jail staff does preliminary screening at this juncture to determine those individuals who easily qualify to be released on their own recognizance (P.E. 853.6). If the individual does not qualify for immediate release, he is assigned to a holding cell until it is determined whether or not bail is to be posted; this usually takes up to several hours. The pre-trial release team subsequently will review daily intake at the jail and interview defendants to determine if pre-trial release through that program may ensue. If no pre-trial release is forthcoming and bail is not posted, the inmate is assigned to housing at the jail.

4600901

## DISPOSITION OF ARREST AND COURT ACTION

A. LAW ENFORCEMENT INFORMATION				REASON FOR RELEASE				RELEASE DATE		I.D. NUMBERS	
ARRESTING/BOOKING AGENCY				<input type="radio"/> 849B (3) PC						CII NO.	
BOOKING NO.				<input type="radio"/> 849B (1) PC						FBI NO.	
LOCAL NO. (OCA)				If 849B (1) PC, please check one of the following:						S.S. NO.	
NAME (LAST, FIRST, MIDDLE)				<input type="radio"/> COMPL. REFUSES TO PROS. <input type="radio"/> ADMISS. EVID. INSUFF.						D.L. NO.	
SEX				<input type="radio"/> ARRESTEE EXON. <input type="radio"/> ASCERT. EVID. INSUFF.							
DESCENT				<input type="radio"/> FURTHER INVEST.							
HGT				<input type="radio"/> RELEASED TO OTHER AGENCY							
WGT				<input type="radio"/> OTHER							
EYES											
HAIR											
DATE OF BIRTH											
ARREST DATE				WARRANT NO.				CHARGE 1 (SEC., CODE)		CHARGE 2 (SEC., CODE)	
								TYPE		TYPE	
								F M		F M	
CHARGE 3 (SEC., CODE)				CHARGE 4 (SEC., CODE)				REMARKS:			
B. PROSECUTION				DATE				REASON FOR REJECTION			
				<input type="radio"/> 849.5 PC				CHARGE 1 CHARGE 2 CHARGE 3 CHARGE 4			
C. COURT INFORMATION				DATE FILED				FILE NO.			
								CONSOLIDATED FILE NO.			
								L.C. JUD. DIST. NO.			
								S.C. JUD. DIST. NO.			
				TYPE OF FILING: <input type="radio"/> INFORMATION <input type="radio"/> CERTIFICATION <input type="radio"/> INDICTMENT							
TYPE FILING				FIRST PLEA				DISPOSITION			
F M				NG NG-1 G NOLO ACQ DIS CRT JUV HTA CRT SC CONV				DATE			
								TYPE DISPO			
								F M			
								CHARGES AT DISPOSITION			
								SECTION AND CODE			
								DEG PRIOR			
DATE OF SENTENCE				TRUE NAME				TYPE OF TRIAL: <input type="radio"/> JURY <input type="radio"/> COURT <input type="radio"/> TRANSCRIPT			
								<input type="radio"/> FINDING/VERDICT OF NOT GUILTY-INSANE			
SENTENCE				CHARGE 1				CHARGE 2			
				SUS				SUS			
CYA											
JAIL											
FINE											
RESTITUTION											
OTHER											
PROBATION				17 PC				17 PC			
PRISON				SUS				17 PC			
NOTES:											
REMARKS:											
D. PROCEEDINGS SUSPENDED				DATE				<input type="radio"/> BW <input type="radio"/> CRC 3050 WIC <input type="radio"/> 1203.03 PC <input type="radio"/> 1370 PC <input type="radio"/> ST. HOSP.			
								<input type="radio"/> APPEAL <input type="radio"/> CRC 3051 WIC <input type="radio"/> MISTRIAL <input type="radio"/> 1026 PC <input type="radio"/> CO. MENTAL			
								<input type="radio"/> 1000 PC <input type="radio"/> NON-STAT DIVERSION <input type="radio"/> OTHER <input type="radio"/> MDSO			
E. REOPEN OR RETRIAL AFTER				DATE				<input type="radio"/> BW <input type="radio"/> CRC <input type="radio"/> 1203.03 PC <input type="radio"/> 1370 PC <input type="radio"/> CYA			
								<input type="radio"/> APPEAL <input type="radio"/> 1170 PC <input type="radio"/> MISTRIAL <input type="radio"/> 1026 PC <input type="radio"/> JUV CRT			
								<input type="radio"/> 1000 PC <input type="radio"/> NON-STAT DIVERSION <input type="radio"/> HUNG JURY <input type="radio"/> MDSO <input type="radio"/> LOWER CRT			
								<input type="radio"/> OTHER			
F. SUBSEQUENT ACTION				DATE				<input type="radio"/> VIOLATED <input type="radio"/> REVOKED <input type="radio"/> REINSTATED			
				PROBATION				<input type="radio"/> 1203.9 PC <input type="radio"/> 1203.3 PC <input type="radio"/> EXPIRED			
								MODIFIED TO: MOS. DS JAIL FINE			
				CONVICTION SET ASIDE/REDUCED/DISMISSED				<input type="radio"/> 1203.4 PC <input type="radio"/> 1203.4a PC <input type="radio"/> 1772 WIC			
								<input type="radio"/> 3200 WIC <input type="radio"/> REDUCED 17 PC <input type="radio"/> OTHER			
				RECORD SEALED				<input type="radio"/> 851.7 PC <input type="radio"/> 851.8 PC <input type="radio"/> 1203.45 PC			
								<input type="radio"/> 389 WIC <input type="radio"/> 781 WIC <input type="radio"/> OTHER			

# SANTA CRUZ COUNTY FIELD ARREST REPORT

NAME: LAST		FIRST		MIDDLE		DAY/ WEEK	ARREST DATE		TIME AM PM		ARREST NO.				
ADDRESS						CITY		DAY/ YEAR	BOOKING DATE		TIME AM PM		CASE NO.		
D.O.B.		PLACE OF BIRTH				PHONE NO.		SOC. SEC. NO.			WARRANT NO.				
SEX	AGE	RACE	HT.	WT.	HAIR	EYES	DRIVER'S LIC. NO.		STATE		I.D. NO.				
OCCUPATION			EMPLOYED BY				ADDRESS								
CODE											COURT				
CHARGES:															
VEHICLE YEAR		MAKE		MODEL		COLOR		LICENSE NO.		STATE		DISPOSITION			
PROPERTY TAKEN AT SCENE:															
NOTES:															
ARREST AGENCY			OFFICER		I.D.		LOCATION OF ARREST			ZONE		Q-ZONE		SUB-BEAT	

DISPOSITION

FINAL

[illegible]

C.I.I. NUMBER \_\_\_\_\_

F.B.I. NUMBER \_\_\_\_\_

FINGERPRINT CLASSIFICATION NO. \_\_\_\_\_

Approximately 85% of the inmates at the jail are pre-trial detainees. These individuals are segregated by low criminal sophistication, high criminal sophistication, low criminal sophistication and is an older person, and those on mental probation. Another segment of the jail contains sentenced prisoners and "holds only". Still another dorm contains females. A Daily Activity Record is completed, reflecting the inventory of prisoners in each section as well as the numbers of bookings and releases administered that day. The Activity Record also lists chronologically the day's events (see Exhibit 4).

## 2. The Sheriff's Records Office

At the arrest and booking stage, the jail communicates with the Sheriff's Records Office to determine whether or not the individual being booked already has an "S" number assigned to them. "S" files are kept on each individual going through the Santa Cruz criminal justice system, and repeat offenders should receive the same "S" number each time. This file contains rap sheets, booking sheets, inmate custody log information sheets, bail papers, cash account card and withdrawal slips, and a number of other documents pertaining to the arrested individual.

After this initial "S" number check, the Sheriff's Records Office is provided with a copy of the booking form. These forms come in batches. Upon release of the prisoner, the "custody" copy of the booking sheet is also forwarded to the Sheriff's Office. Appendix "D" contains an excerpt from a memo by a Sheriff's Records Office staff person which elaborates on these intake procedures.

## 3. The District Attorney's Office

The DA's Office receives a number of documents on which to base their charging decision: a police report from law

DETENTION BUREAUDAILY ACTIVITY RECORDDATE: 5-28-79 TIME: 2300-0700IN CUSTODY:

		<u>JAIL</u>		<u>San Bruno</u>		<u>San Mateo</u>		<u>ON DUTY PERSONNEL:</u>	
		<u>Sent.</u>	<u>Unsent.</u>	<u>Sent.</u>	<u>Unsent.</u>	<u>Sent.</u>	<u>Unsent.</u>		
Totals:								Sergeant	GRAY
1	Infirmary	0	1					Jailer	JELCICK
106	Males	8	98	1	4	0	0	Jailer	BRACAMONTE
14	Females	3	11					Jailer	WALLACE
0	Hospital	0	0					Jailer	GORLEY
6	Trustees	6	0					Jailer	LANSING
0	Holding	0	0					Guard	REIGLE
127	Totals:	17	110					Guard	SIMMONS
<u>BOOKINGS:</u>				<u>RELEASES:</u>				Guard	
Males	10			Males	7			Guard	
Females	3			Females	5			Guard	
Total:	13			OR's	7			Reserve	
				Bails	2			Reserve	
				Others	2			Clerk	
Total in custody: 132				Total: 12				Cook	
								Nurse	HJERPE

2300	BRIEFING/count			
2315	FA BOOKED:	CHP FORM#14122, [REDACTED]	S-46583. viol 23102a CVC.	
	RELEASED 0300	To Appear 6-18-79 @ 8:30AM, Muni BC. OR'D per Policy.		
0001	RELEASED:	FORM#12461, [REDACTED]	S-26908. viol 11550 H&S. CR-71928	
		Time served.		
0001	RELEASED:	FORM#14006, [REDACTED]	S-35152. viol 484 PC CR-71727,	
		Time Served.		
0010	TRIP/1 male inmate to Dominican Hospital	Form#12955, FISK, Geo. Alvin, S-36482		
		BRACAMONTE		
0050	RELEASED:	FORM#14118, [REDACTED]	S-46580. Bail Bond posted	
		by K.C. Receipt#006904/006905/006906/006911/006912		
		For San Jose Muni Warrants M86960/M86456/M86439/M84849/134584.		
		To appear San Jose Muni 6-26-79 at 1000.		
Late entry				
2330	WR BOOKED:	CPD FORM#14121, [REDACTED]	S-46582. viol	
	& RELEASE:	1)Muni B/C wrnt#B-32000, viol 40508a,25950b,4454a,24400 CVC		
	(0055)	2)Muni B/C wrnt#B-51935, 40508b,27465b,12500b,4000a CVC		
		3)Muni B/C wrnt#B-29587, viol 40508b,26709a,12951a,4454a CVC		
		OR'D per policy. To appear Muni B/C 6-11-79	0930.	
	SHF-0375(9/77)			

enforcement agencies, a booking sheet from the jail, a rap sheet, and perhaps a warrant from the jail. Once the charging decision is made, the clerical section in the office types up a complaint, which is subsequently delivered to the Municipal Court for filing. On the average, charges are filed on about 30 individuals per day, and about 20 of these will be released either on their own recognizance or after posting of bail. This leaves upwards of 10 persons per day for the custody calendar arraignment at 1:30 p.m. in the Municipal Court.

Defendants are assigned for arraignment in one of three of the four Municipal Court divisions, labeled B, C, and D. Defendants then stay with that court division through disposition if the case is a misdemeanor, or are held to answer in the Superior Court in felony cases once past preliminary hearing. At arraignment, the next court date for the defendant is assigned, and this information is communicated back to the District Attorney's Office, the Court Clerk's Office, and the jail.

#### 4. The Municipal Court

The Municipal Court's initial involvement with criminal cases involves matching up documents from the jail and from the District Attorney's Office. Jail source documents may be routed through the Sheriff's Office upstairs in the Courthouse for processing of OR's and cash bail information. Documents are then routed to the "file desk" in the Municipal Court Clerk's Office, whereupon they are clocked in and matched up with cases filed by the District Attorney.

First appearance dates may be assigned by the police officer issuing the citation, the jail personnel, the D.A.'s Office, or Municipal Court staff. The principal input to the Municipal Court for the custody calendar is the "In-Court Disposition Sheet" and in-custody list (see Exhibit 5). This form is

EXHIBIT 5

(left half)

*Count*

IN CUSTODY COURT DISPOSITION SHEET

(1) Court Muni

(6)	(7)	(8)	(9)	(10)	(11)
Tank No. & Custody Info	#	Name: Last First	Case Number	Charges	Reason For Appearance
		[REDACTED]	CR 03735		PT
	CH-7 HP	[REDACTED]	.	23102A	ARR
		[REDACTED]	CR 00655		FP
		[REDACTED]	CR 05546		FP
		[REDACTED]	CR 02639		FP
		[REDACTED]	CR 05143		"
		[REDACTED]	CR 05842		Bm
		[REDACTED]	CR 05455		FP
		[REDACTED]	CR 05588		"
		[REDACTED]	CR 05571		ARR
♀		[REDACTED]	CR 04757		ARR
		[REDACTED]	K-32994		L
		[REDACTED]		211 PC 23102A 14601A-01R	ARR
		[REDACTED]		11377 H/S 23121 CR 113776 H/S	ARR
		[REDACTED]		23123 CR 11350 H/S 11377 H/S	ARR
		[REDACTED]			

SHF-0361 (11/76)

(right half)

Page 2(2) Date 11-8 197

(3) Clerk \_\_\_\_\_

(4) Bailiff \_\_\_\_\_

(5) Page 2 of 2 Pages

(12) Court	(13) Time	(14) Bail Status	(15) Disposition	(16) Next Court Appearance		
				Date	Time	Reason
M-B	1330					
M	1330					
M-C	1330					
M	1330					
M-B	1330					
"	"					
M	1330					
M	1330					
"	"					
M	1330					
M-	1330					
L	L					
M-	1330					
M-	1330					
M-	1330					

Sgt. Asbury/TAN/10-20-76

## OUT OF CUSTODY

-21-

routed to both the D.A. and the Muni Court from jail personnel. Defendants on this list are of two types -- those having a case already established and "fresh arrests" (those arrested without a warrant and having no case file opened). Non-custody first appearance dates are assigned by the D.A. eight to ten days from the time of charging.

Upon entering the Municipal Court, cases are given a five digit case number with a two letter alpha code to designate case type. The first appearance date, which usually is determined either by the police or by the District Attorney, is entered into a "calendar book". Also at this time, a check is made against probation records to determine the existence of any previous case. If there are prior cases, consolidation may occur. After the case file is constructed, it is filed in a cabinet by next court date. Copies of court calendars are routed back to the D.A.'s Office.

### C. Workload Volume

Having presented an overview of intake procedures for the Santa Cruz County criminal justice system, this sub-section expands upon existing system documentation by presenting workload volume data for the several junctures of the process. The data is compiled from various sources and is therefore non-uniform in format. One purpose of a criminal justice information system would be to instill greater uniformity in statistical record-keeping. The information here, regardless of its non-uniformity, allows preliminary judgments as to capacity needs of automated information system equipment and is a useful starting place for future detailed design.

#### 1. Police Departments

In 1978, the Santa Cruz Police Department booked a total of 2,889 persons out of a total 4,342 arrests (67% of total

arrests). Of these arrests, 12% were felonies and 78% were misdemeanors. Exhibit 6A, which displays these figures, also shows the immediate treatment of total bookings, such as release to a detoxification center. In addition to bookings, there were 1678 field citations and 386 station citations issued.

The Watsonville Police Department arrested 1,796 persons in 1978. Of these, 78% were adults and 12% were juveniles. (See Exhibit 6B).

In 1978, the Scotts Valley Police Department reported a total of 890 arrests -- 90% of which were misdemeanors, 10% of which were felonies.

The Capitola Police Department, in the first six months of 1979, reported 300 bookings into the county jail and 76 citations issued in the field. This extrapolates to an annual rate of 600 bookings and 152 citations.

Other sources of arrests are the California Highway Patrol and the University of California at Santa Cruz Police Agency. The latter accounts for a minimal number of bookings; the Highway Patrol's arrests are included in the Sheriff's Office figures below.

## 2. Sheriff's Office

Sheriff's Office statistics reflect critical data in total county bookings, jail releases, complaints received, and warrants activity (received and served).

The data in Exhibit 7 are selected statistics from the Records Section and Warrants Section of the Administration Bureau, the Jail Division of the Detention Bureau and the Patrol Bureau (other sections and divisions are equally crucial to the Office's functions and should be considered

## SANTA CRUZ POLICE DEPARTMENT DECEMBER 1978 ARRESTS

ADULTS

	<u>DECEMBER</u>	<u>1978</u>	<u>1978</u> <u>Year Total</u>
Cited:			
Field Citations	79		1678
Station Citations	10		386
TOTAL CITATIONS	89		2064
Booked:			
TOTAL BOOKED	230		2889
TOTAL ARRESTS	319		4953
FELONY	58		611
MISDEMEANOR	261		4342
Included in the above booked total are:			
Booked at SO, SCPD Complaints	137		1814
Booked at SO for Outside Agencies	9		73
Booked at SO, Released, 647f, ff PD	21		233
Booked at SO, 647f PC, to Court	14		231
Booked SCPD, Released to Detox, 647f, ff PC	25		259
Booked SCPD, Released, Mental	24		249
Booked SCPD, <sup>594, 245PC</sup> 415, 537 Released, Mental	0		6
Booked SCPD, Released 849.1 PC (Not incl 647f, ff PC or Mentals)	0		22
Booked <del>and</del> <del>Booked</del> <del>SCPD</del> Juvenile Hall	0		2
Total Booked:	230		2889

APPROVED: R. L. Smith CSD

WATSONVILLE POLICE DEPT.  
P. O. BOX 1199  
WATSONVILLE, CALIF. 95076

EXHIBIT 6B

MONTH	FELONY	MISDEMEANOR	ADULT	JUVENILE
JANUARY	31	100	102	29
FEBRUARY	36	94	105	25
MARCH	29	132	114	47
APRIL	46	115	134	27
MAY	42	115	120	37
JUNE	23	111	113	21
JULY	22	118	91	49
AUGUST	35	126	131	30
SEPTEMBER	32	117	121	28
OCTOBER	39	130	122	47
NOVEMBER	26	130	126	30
DECEMBER	26	121	115	32
TOTALS	387	1,409	1,394	402

ARRESTS 1979

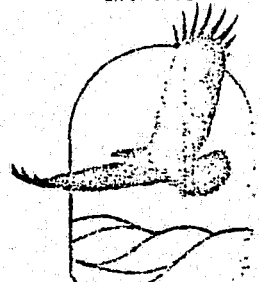
JANUARY	27	163	151	39
FEBRUARY	32	152	157	27
MARCH	33	168	170	31
APRIL	27	156	148	35
MAY	25	163	150	38
JUNE	26	128	119	35
JULY	30	136	134	32

**CITY OF  
WATSONVILLE**

GARRY D. HECKMAN  
SUPERVISOR  
SPECIAL SERVICES DIVISION

(408) 724-5665 • P. O. BOX 1199  
231 UNION STREET  
WATSONVILLE, CA 95076

Albert L. Williams  
Chief of Police



SELECTED STATISTICS FROM THE 1978  
ANNUAL REPORT OF THE OFFICE OF THE  
SHERIFF-CORONER OF SANTA CRUZ COUNTY

Administration Bureau

Records Section

The Records Section serves as a central repository and retrieval system for the entire Sheriff's Office. The files that are maintained consist of reports written by deputies, arrest records, and a 3 x 5 index file that serves as a reference system. These files are strictly confidential and all information is disseminated only to authorized agencies or to others upon the specific approval of the Sheriff-Coroner. Each month the Records Section handles approximately 3,400 warrants and record searches for various law enforcement agencies. They also send and receive teletypes, submit statistical data to the Department of Justice and perform numerous other clerical functions as required.

Selected Statistics

	<u>1976</u>	<u>1977</u>	<u>1978</u>
New Complaints Received. . . . .	9,367	8,203	8,483
Reports Processed. . . . .	11,038	8,643	10,149
Teletypes. . . . .	27,236	23,134	23,857

Warrants Section

Warrants received from local courts and other law enforcement agencies are processed in this section. This includes the notification by mail to persons advising them that they have an outstanding warrant, maintaining files on all warrants, receiving payment on warrants in the form of cash or bail bonds, and operating a "Counter O.R. Program."

Selected Statistics

	<u>1976</u>	<u>1977</u>	<u>1978</u>
Warrants Received. . . . .	10,668	10,726	10,974
Warrants Served. . . . .	6,646	5,443*	4,293*
Cash Bail and Fines Received . .	\$285,306	\$293,882	\$ 210,111
Bail Bonds Posted on Warrants. .	351,878	443,614	453,747
Bail Value on Counter O.R. . . .	248,364	234,601	345,041
	<u>\$885,548</u>	<u>\$972,097</u>	<u>\$1,008,899</u>

\*The number of warrants served reflects a decrease which is the direct result of new criteria in keeping warrants statistics. The new method was designed to avoid duplication in recording warrant service figures.

DETENTION BUREAU

The Detention Bureau is managed by a Chief Deputy who supervises the activities of the Main Jail, Rehabilitation Section and Court Security Section.

Jail Division

The primary function of the Jail Division is the care and custody of all pre-trial and some sentenced inmates. Other responsibilities include the transporting of prisoners to and from the courts, to and from State institutions, and for the guarding of inmates while they are confined to any local medical facility.

Selected Statistics

	<u>1976</u>	<u>1977</u>	<u>1978</u>
Bookings . . . . .	5,849	7,278	8,628
Daily Average Inmate Population. . .	90.7	87.3	97.5
Inmates Released on O.R. . . . .	1,376	1,836	2,833
Total Felony Arrests . . . . .	1,762	2,012	1,857
Total Narcotic Arrests . . . . .	420	474	491
Total Drunk Driver Arrests . . . . .	1,813	2,330	3,135

Inmate Reduction Programs

Parole Board - In September 1975, Sheriff Noren was instrumental in re-establishing the County Parole Board. The Chief Probation Officer, James Solomon, and a Superior Court Appointee, P. W. Bachan, a Watsonville attorney, join the Sheriff in carrying out the purposes of the Parole Board. In 1978, 16 inmate applications for parole were granted and one parole was revoked.

Misdemeanor O. R. Program - The objectives of this program are to release persons arrested on misdemeanors if they meet certain criteria. Since 1972 there have been 10,433 people who benefitted from this program.

Citation in Lieu of Arrest - This program eliminates the booking process for violators of misdemeanor offenses. Upon signing a promise to appear in court, an individual is released without being transported to the jail for processing. Since its inception in 1973, 3,528 persons avoided incarceration including 710 in 1978.

Counter O. R. Program - In 1975 this program was begun with the Court's approval. It permits any person with outstanding warrants for parking and/or traffic tickets, or for local ordinances, to appear at the Sheriff's Office and receive an O.R. without going through the booking process. In just over three years, this office has issued 5,845 counter O.R.'s, including 1,866 in 1978.

Rehabilitation Facility

The Rehabilitation Facility houses all sentenced male inmates classified for minimum security. Inmates provide a volunteer labor force that creates a monetary savings for the County.

Selected Statistics

	<u>1976</u>	<u>1977</u>	<u>1978</u>
Inmates Received . . . . .	1,537	1,478	1,712
Meals Served . . . . .	100,611	97,204	90,673
Daily Average Population . . . . .	90	86	83
Clinic Sick Calls. . . . .	600	3,976	1,835
Work Crews - Man/hours . . . . .	136,175	100,834	108,898
X Hourly Rate* . . . . .	\$ 4.09	\$ 4.49	\$ 4.86
Total Savings . . . . .	\$556,956	\$452,745	\$529,244

\*To arrive at an estimated savings to Santa Cruz County, we use Pay Range 34, First Step, Maintenance Worker I.

PATROL BUREAU

The Patrol Bureau is the frontline operation of the Sheriff's Office and all other bureaus are organized to serve or support it. It is the primary concern of the Patrol Bureau to maintain the Office's commitment to provide law enforcement to the community 24 hours a day. In addition to patrolling an assigned area in a radio car, the patrol deputies answer calls and conduct preliminary or full investigations of crimes and incidents. They also serve legal papers and warrants, apprehend fugitives, transport and guard prisoners, prepare reports, give court testimony and perform other duties as required to preserve law and order within the community. The 61-member bureau consists of one Chief Deputy, two Lieutenants, six Sergeants and 53 Deputies.

In 1974 the Sheriff's Office implemented the very successful Community Oriented Policing System. This program utilizes the ten-hour, four-day week for patrol personnel, employing a team concept in that each Patrol Sergeant maintains continual supervision of the same officers, creates community identity by assigning each patrol deputy to the same community each work day and provides a broader and more extensive training program for all patrol personnel. It also reduces overtime and holiday pay, affords better patrol coverage by overlapping shifts during hours of peak activity and generally offers the citizens of Santa Cruz County a more efficient law enforcement service than previous traditional methods.

Selected Statistics

	<u>1976</u>	<u>1977</u>	<u>1978</u>
Felony Reports . . . . .	3,106	2,574	3,075
Misdemeanor Reports. . . . .	2,883	2,368	2,200
Incident Reports . . . . .	2,536	3,102	4,588
Miscellaneous Calls for Service. . . . .	55,419	65,328	70,683
Total Calls for Service. . . . .	63,944	73,372	80,546

in planning for Sheriff's Office-based computer system applications).

The average daily inmate population is at present somewhat larger than the 97.5 shown in Exhibit 7, reaching as much as 115.

Exhibit 8 displays the population dynamics of admissions in the main jail from a 26 week tracking in 1976-78. Although the volume figures are outdated, the percentages are fairly accurate. (Further detailed planning should be based upon more recent figures.)

### 3. The District Attorney's Office

Volume figures were obtained from the DA's Office for a seven month period in 1979 (January-July). The following shows these data plus an extrapolation for a one year period based on a straight line projection.

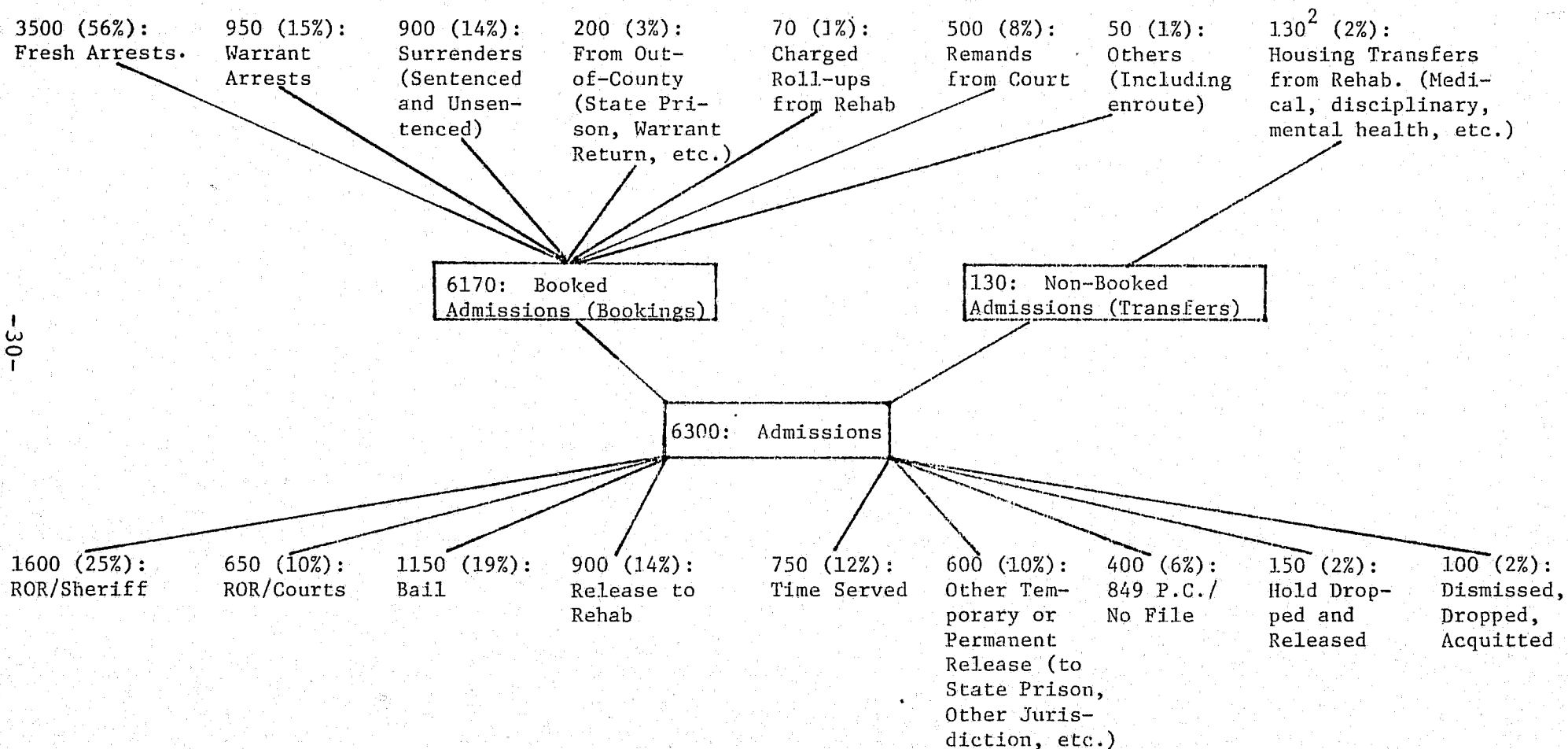
<u>Felonies</u>	<u>7 months</u>	<u>12 months</u>
Santa Cruz	407	578
Watsonville	<u>211</u>	<u>300</u>
Total	618	878
<u>Misdemeanors</u>		
Santa Cruz	3,986	5,660
Watsonville	<u>640</u>	<u>909</u>
Total	4,626	6,569
Combined Total	5,244	7,447

### 4. Municipal Court

Municipal Court volume figures were obtained for a six month period in 1979 (January-June), and are shown below. Doubling these figures to derive a one year total yields a total of

# EXHIBIT 8

## POPULATION DYNAMIC OF ADMISSIONS INTO SANTA CRUZ COUNTY MAIN JAIL, 1976-77<sup>1</sup>



<sup>1</sup>Source: 26-week case-track study admissions into the Main Jail from 7/28/76 to 1/24/77. See Appendix I.

<sup>2</sup>Includes Inmates returning from 90-day evaluation at Vacaville.

213,868 cases for Santa Cruz and Watsonville combined.

<u>Type</u>	<u>Santa Cruz</u>	<u>Watsonville</u>	<u>Total</u>
Felonies	396	189	585
Criminal Misdemeanors	1,697	559	2,256
Vehicle Code Misdemeanors	1,525	550	2,075
Criminal Infractions	820	104	924
Small Claims	1,234	344	1,578
Civil (under \$5,000)	974	352	1,526
Moving vehicle infractions	16,062	4,538	20,600
Parking tickets	64,555	13,035	77,590
			106,934

### III. TOWARDS AN AUTOMATED CRIMINAL JUSTICE INFORMATION SYSTEM FOR SANTA CRUZ COUNTY

Based upon the spectrum of factual situations discussed in the prior sections of this report, this section suggests a conceptual framework for an automated criminal justice system in Santa Cruz County. The first part of this section explores the potential computer applications in each agency; the second part describes the characteristics of a proposed system, suggesting an approach to system configuration and implementation including a preliminary timetable and cost data. Given the range of contingencies that exist which could seriously impact the feasibility of the proposed design, this material must be considered preliminary and tentative. The intention here is to suggest a direction with as many specifics as are possible to detail at this time so that decision-makers in Santa Cruz County can assess their options from an informed perspective.

#### A. Potential Computer Applications of Santa Cruz County Criminal Justice Agencies

As the agencies' potential computer applications are discussed below, attention is given both to those applications involving shared information with the jail and to those which pertain exclusively to the internal operations of each office. As is seen in the presentation of conceptual system design later in this section, intake procedures and shared information with the jail is a priority in the implementation approach, but at this early stage in the planning of Santa Cruz County's computer system needs, it seems appropriate to consider the total needs of each office. As with so many counties across the nation, Santa Cruz is faced with dramatically rising caseloads at each stage of the criminal process. As manual operational and recordkeeping procedures become taxed to the limit, the capabilities of a computer system become more and more a cogent subject of discussion.

## 1. Santa Cruz County Jail

Although the new jail presently under construction will house the preponderance of pre-trial detainees (and some post-trial offenders), there are other detention facilities that could be included in the proposed computer system. The Watsonville jail certainly is a high priority for inclusion in the system. The rehabilitation detention center for post-adjudication inmates is potentially another site for computer equipment. Also, it remains an open question whether or not the present jail will continue to be utilized after the new jail is in operation.

The following list of applications pertains both to jail intake and to jail interface with other criminal justice agencies. Both types of applications are intended to improve in-house management of jail operations.

### a. Automated Booking Records

The Santa Cruz County booking record (see Exhibit 1, p. 13) contains comprehensive data elements on arrestees. This initial data capture would be crucial in the generation of information about defendants entering the Santa Cruz County criminal justice system. Presumably, other agencies would benefit from the entry of this data in their own recordkeeping systems (see the data base management concept in Section III, p. 48). Similarly, the information captured at the booking stage could be used to simultaneously complete part of the information needed for the JUS 8715 Arrest Disposition Form, a form which is ultimately sent to the Department of Justice, and which constitutes a tracking of the defendant from arrest to disposition. Booking deputies presently complete the booking record and part of the JUS 8715 form, a duplication which could be eliminated with a computer system.

An automated booking record would be the central form used by the jail in accounting for and keeping records on inmates. Before adaptation to a computer format, the booking form should undergo critical revision; there is some feeling at this time that the form is overly complex (i.e. too many data elements). The ultimate design of the form should take into consideration the data elements needed by other criminal justice agencies, because a fundamental concept of the proposed system is the use of a shared data base to eliminate as much as possible duplicative recordkeeping amongst the several agencies.

b. Custody Calendar

The construction of custody calendars arising out of the booking process is a priority application for the computer system. The custody calendar is comprised of those individuals who are not released immediately on their own recognizance after booking and those who do not post bail before the arraignment calendar at 1:30 p.m. in the Municipal Court. Since the time constraints for finalization of the custody calendar are tight and involve the input of the jail, the District Attorney's Office, and the Municipal Court, the time-saving of an on-line shared information base could serve a valuable role in completing this daily process. Presently, defendants must be charged by the District Attorney (i.e. a complaint filed with the Municipal Court) by 11:00 a.m. if they are to be part of the 1:30 p.m. custody arraignment. Faster information flow could alleviate the strain on this process as well as aid in the system's compliance with a 48-hour time limit maximum for in-custody arraignments.

#### c. Other Court Calendars

The daily flow of inmates to and from the court from the jail could be the subject of a computer application. Potentially, there would be a daily listing of inmates who are scheduled for appearance for arraignments, pre-trials, preliminary hearings, trials, and other court events. A shared information system to this end would not only facilitate prisoner transport and court calendars, but would aid in follow-up information flow if data is entered regarding what happens to each defendant at their court appearance. For example, the next appearance date could be entered at this time, be it for further arraignment, preliminary hearing, or pre-trial. Evidently, there presently are some breakdowns in communication between the court and jail as to which inmates need to appear in court, at what time, and in which court department.

#### d. Defendant Tracking

The ability to obtain information on defendants throughout their interaction with the criminal justice system is something jail managers would like to have. This offender based tracking concept is a core application in criminal justice information systems generally, and is seen as highly desirable by jail management.

#### e. Inmate Inventory

The inventorying of inmates on a daily basis is one task that a computer system could serve. Evidently, a manual system used for some time failed to give accurate counts of inmates. Obviously, an inventory

system seeks to account for the jail population so as to prevent defendants from "falling through the cracks", and thereby having to stay in the jail longer than necessary. Preventing this occurrence is particularly important given the severe population capacity constraint in the jail.

f. Operational Information

The jail management would like to have quick access to information which would trigger administrative activities: outdates, holds, release dates, and other data. This application would have to be carefully constructed, as it carries consequences of obvious import.

g. Warrant Checks

Recognized within the Santa Cruz County criminal justice system is the need to have a central information pool regarding outstanding warrants within the County. Presently, a warrant check is run through the State and the FBI for nationwide warrants, but there does not now exist the capability to determine if a warrant is outstanding within the County. Sometimes very recently issued warrants can be overlooked in the manual checking processes now in use.

h. Inventory of Consumable Supplies

An in-house computer application seen as useful (although not of high priority) is that of inventorying consumable supplies within the jail. One example is a record of the amount of cash held by each inmate. The inmates are now on a cash basis; this can cause problems -- problems

that could be avoided if a computer kept a record of the balance in each inmate's cash account.

i. Sentencing Length Decision

One of the critical procedures carried out by jail personnel is that of computing sentence length based on information relayed to them from court personnel on a form used to indicate this type of court action. The jail staff commented that too many times the information on that form is difficult to interpret; for example, it is often difficult to figure out whether sentences are to run consecutively or concurrently, and to compute the length of the individual's time already served in the jail. Release dates are based on this initial set of computations and is clearly information that should be handled accurately. If the automated information system could support communication between the court and the jail with regard to the individual's disposition and sentence information, a critical need within the justice system would be served.

j. Management Information

This application anticipates the ability to use information entered into the computer system for operational purposes so as to generate useful management information. For example, jail management would like to know the percentage of inmates who stay for 24 hours or less, 48 hours or less, etc. Also, recidivism information is desired, as is demographic analysis and correlation of crime types to defendant profiles.

k. Histories of Inmate Activity

As a low priority application, the idea emerged of logging on the computer the activities of inmates during

their stay in jail. The primary use of this information would be to answer inquiries as to management policies in the treatment of inmates and their activities during their incarceration. Presently, a manual recordkeeping system to this end is being developed.

The above computer applications speak to both shared data and in-house computer applications. In sum, they represent an avenue for faster and better communication with other agencies at the early stages of defendant processing and more accurate and useful operational and management information for the jail staff in administering their daily affairs. All of the above applications seek to improve the ability of the jail to carry out its function within the system.

## 2. Sheriff's Records Office

As documented in the previous section on intake procedures, the Sheriff's Records Office maintains a set of "S" files on each individual going through the Santa Cruz criminal justice system. It is to these files that Sheriff's Records Office staff refers in determining whether an "S" number has already been assigned to persons entering the jail. Thus, a critical application for the computer in the Sheriff's Office is communications capability to conduct an "S" file check.

A computer within the Sheriff's Office also could serve to index the "S" files. Such an index could be searched by the computer to check for aliases as well as to check whether or not an "S" number has already been established for a given individual.

Another priority automated information system function for the Sheriff's Office is the ability to obtain more timely

information on both bookings and jail releases. Presently, there are delays in this information flow because the documents are delivered in batches. The Sheriff's Records Office receives inquiries from the public as to bookings and releases and would like to have up-to-date information from the jail.

Appendix "D", a memorandum from a Sheriff's Office staff person, explains some of the procedures and problems within the Sheriff's Records Office and suggests potential computer applications.

### 3. District Attorney's Office

As discussed earlier, the District Attorney, Mr. Art Danner, and his chief assistant, Mr. Ray Belgard, have been exploring the capabilities of the PROMIS system. The attitude of the DA at this juncture is that automation of certain administrative operations in that office is a critical need, and he plans to pursue computer system development regardless of what happens with the jail management computer system. Mr. Danner and Mr. Belgard are quite willing to cooperate and join forces in automated information system development, particularly if the shared information needs can lead to a mutual reduction in data entry requirements.

The capabilities of the PROMIS system are well documented. The need to answer several questions throughout the criminal litigation process led Santa Cruz DA Office management to explore PROMIS capabilities:

- . who is in the system (has a particular individual been arrested)?
- . is the person in custody, bailed out, or been released OR?
- . what happens to cases and individuals at the initial stage of the process and throughout the course of the case (i.e. case tracking)?

- . what is the arraignment calendar for both custody and non-custody individuals?
- . for the charging decision, what is the individual's prior criminal history, present offense facts (police reports), or other information contributing to a decision as to charges and a recommendation as to the necessary degree of security in custody cases?
- . does the defendant have any outstanding warrants?

The implication for an automated system to these ends is first and foremost timely communication of booking information with the jail by way of an automated booking record. Furthermore, the DA seeks the ability to conduct a warrants check, to receive rap sheets from the State Department of Justice in a timely fashion, and to exchange timely communication of charge filings and arraignment court calendars with the Municipal Court Clerk and the jail. In sum, the DA is interested in better communication flow at the initial stages of the criminal process and in the ability to track defendants through the system.

Mr. Danner and Mr. Belgard are also interested in the ability to generate management information from computerized records. For example, answers to the question of how long people stay in jail is desired. The DA would like to have basic and common management information on caseload, dispositions, and numbers of cases at various stages of criminal prosecution. On a more academic note, it would be desirable to have information correlating defendant characteristics (e.g. demographics), with criminal case information such as involvement with drugs and alcohol.

Other potential computer applications pertain to office operations within the DA's office. These include generation of notices, generation of subpoenas, and generation of victim/witness letters.

#### 4. Municipal Court

The Presiding Judge of the Municipal Court, Hon. William Kelsay, is of the opinion that a computer system would assist their operation for two reasons: 1) the Municipal Court is the central depository of case information (in Judge Kelsay's words, the "key to the system"), and therefore, any criminal justice information system should be based around Municipal Court records and operations; 2) the operations of the Municipal Court are of a relatively simple and repetitive nature, lending themselves to the appropriate application of computer capabilities.

Although the potential of a court computer system is far-reaching (including register of actions information, calendaring, indexing, management information, etc.), it is possible to isolate certain information needs pertaining to the criminal intake stage. A priority concern is that of communication pertaining to the construction of custody and non-custody arraignment calendars. Presumably, data entered into a shared information system by the jail and the DA would allow faster and more accurate construction of these calendars.

The Judge must make certain decisions from the bench regarding the release of individuals from the jail on their own recognizance or under the supervision of a community program participating in the community release program. The essential information for this decision, in Judge Kelsay's view, is the rap sheet. Also important are the police report and complaint documents in the file. Before a release decision can be made, the Court obviously needs information as to the defendant's custody status as well as information about any outstanding warrants against the defendant.

## 5. Probation Department

July 1, 1976, was Day One for the Probation Department's first experience with a computer system. The Department uses the County Data Processing Department equipment, and enters the fairly comprehensive information depicted in the format example found at Appendix E. Although the data elements are extensive, the only management information report yielded at this time is a print-out of the caseload. The original intent of generating comprehensive caseload and management information has not been realized fully.

James W. Solomon, the Chief Probation Officer, would like to utilize the automated information system to a greater extent. More retrieval programs are needed to get the most out of the system. In addition, Mr. Solomon would like to see a central juvenile index established. Also, management information is needed, such as could be used in analyzing disposition patterns for particular crime types, budgetary analysis, expenditures analysis, and analysis of research issues such as "what happens to first offenders?"

At present, two full-time clerical persons are engaged in data entry for the system; the major use of this data is for state required statistics. Given the extent of data already being entered into the system, Mr. Solomon is anxious to develop its uses so as to improve management information and office operations.

### B. Characteristics of a Proposed Automated Information System

As indicated earlier in this report, the emphasis of this technical assistance was to define the information processing needs of the Santa Cruz County Jail with attendant projections of equipment and personnel needs and costs. Those needs have been defined; however, the information gathering activities of this assistance

made the assistance team aware that the problems extended beyond the information processing requirements of the jail. In fact, there is a need for a local systemwide assessment, parts of which were being conducted internally during this TA.

Fortunately, there is a genuine spirit of cooperation among the Santa Cruz criminal justice agencies which, if cultivated properly, could be used to take the impetus provided by the Jail Overcrowding Project and build efforts to solve systemwide information processing problems. An approach that includes all affected agencies is especially important since the Santa Cruz County District Attorney tentatively has decided to implement the PROMIS system in his office. Additionally, there are indications that the Institute for Law and Social Research (INSLAW) will be funded to modify PROMIS to include a jail accounting capability. If such funding is forthcoming, Santa Cruz County should volunteer to be a pilot site for implementation of the modified PROMIS system.

#### 1. Existing Computer System

Most governmental automated data processing in Santa Cruz County is currently conducted on the computer system in the Office of the Auditor-Controller. This system is constructed around a Control Data Omega 480 with peripheral equipment and software as listed in Figure 1 and configured as described in Figure 2 (both Figure 1 and Figure 2 were provided by the Auditor-Controller's Director of Data Processing.) Most of the County's data processing is done in a batch mode with much of the data input being off-line key to tape/disc. There is no current telecommunications capability; however, that capability could be obtained easily should the need arise.

Plans to automate criminal justice applications in Santa Cruz County should anticipate use of existing County data processing equipment; in some instances, upgrading of the system would be required. This approach is not without problems since some

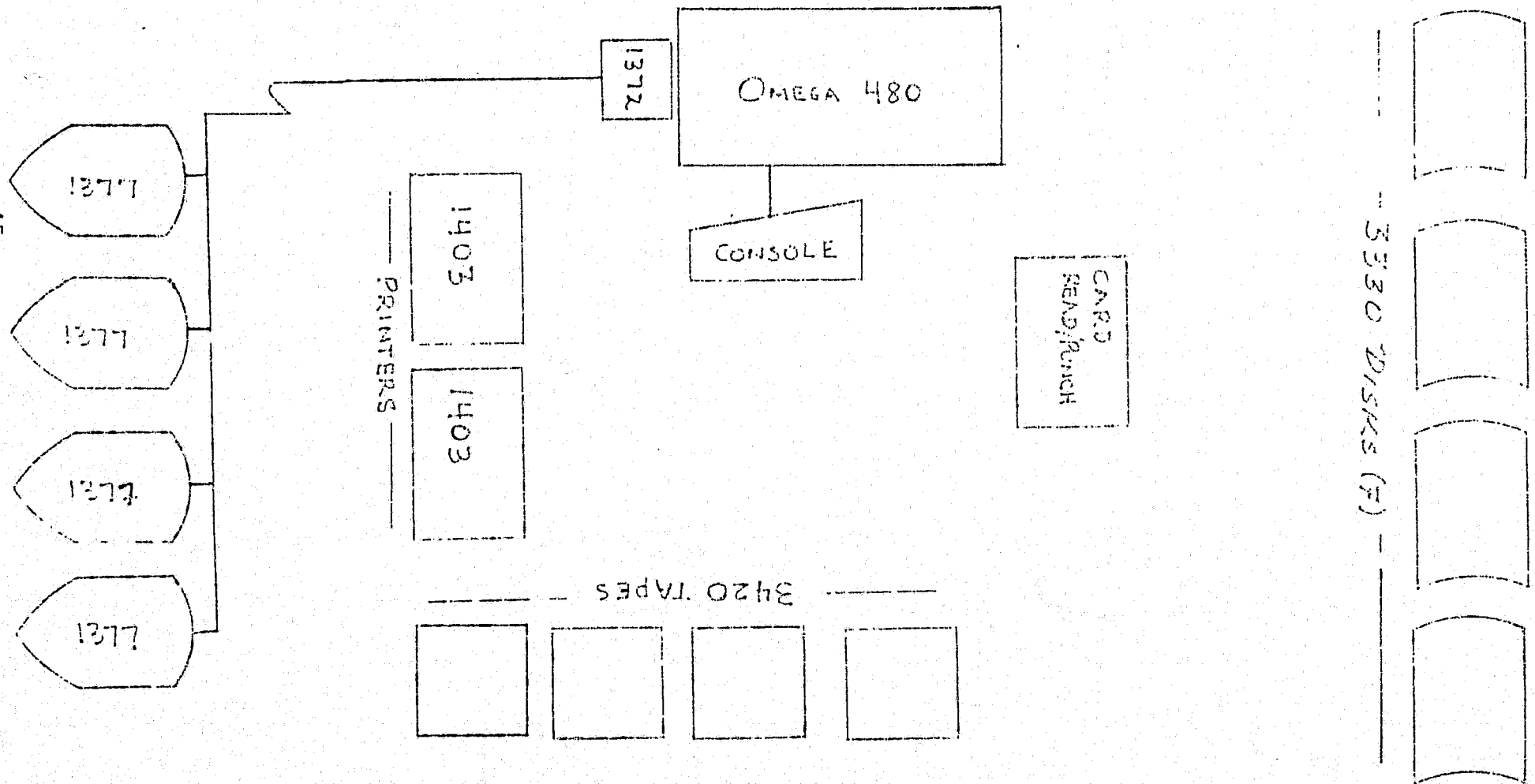
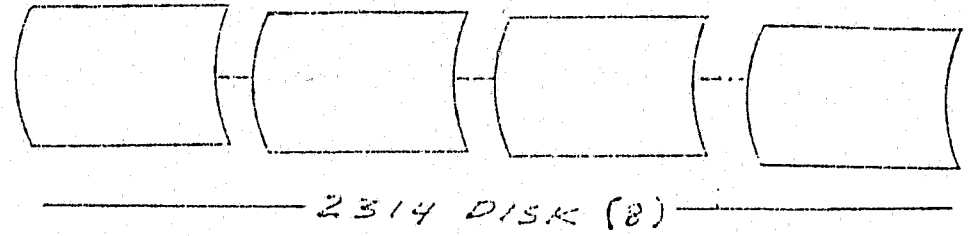
FIGURE 1

COUNTY OF SANTA CRUZ  
DATA PROCESSING INSTALLATION CONFIGURATION

- I. CONTROL DATA OMEGA 480
  - A. MEMORY - 1 MEGABYTES
  - B. DISK - 2 SPINDLES IBM 3330 MOD II  
5 SPINDLES IBM 3330 MOD I  
8 SPINDLES IBM 2314
  - C. TAPE - 4 DRIVES IBM 3420-5
  - D. CARD READ/PUNCH - IBM 2540
  - E. CONSOLE TYPEWRITER - IBM 1052
  - F. LINE PRINTER - 2 IBM 1403
  - G. COMMUNICATIONS CONTROLLER - MEMOREX 1372
  - H. COMMUNICATIONS DEVICES - 4 MEMOREX 1377 DISPLAY
  - I. STROMBERG DATAGRAPHIX - COMPUTER OUTPUT MICROFILM
- II. SPERRY-UNIVAC 1900 CADE PROCESSOR (DATA ENTRY)
  - A. 2 8.8 MEGABYTE DISK DRIVES
  - B. 2 9-TRACK TAPE DRIVES
  - C. 14 KEY STATIONS (8 LOCAL, 6 REMOTE)
  - D. 1 30 CPS PRINTER
- III. SOFTWARE
  - A. OPERATING SYSTEM - DOS/VS UNDER VM
  - B. OTHER SOFTWARE
    - 1. CMS (CONVERSATIONAL MONITOR SYSTEM)
    - 2. GRASPVS (SPOOLING PACKAGE)
    - 3. PANVALET (PROGRAM MANAGEMENT SYSTEM)
    - 4. DYL-250 (UTILITY)
    - 5. WESTINGHOUSE (UTILITY)

FIGURE 2

COUNTY OF SANTA CRUZ  
DATA PROCESSING UNIT  
COMPUTER HARDWARE  
CONFIGURATION  
8/79



agencies have indicated a lack of confidence in the Data Processing Department's ability to perform. Hopefully, this situation will rectify itself with the recent employment of a new Director of Data Processing.

Note should be taken that a number of factors are inhibiting the Jail Overcrowding Project from the timely accomplishment of its project goal of automating the jail's information processing needs. First, the original project design anticipated that JAMS (Jail Accounting Microcomputer System) would be made available by LEAA; that condition did not materialize. Efforts to accomplish this goal through other approaches are slowed now by: 1) the efforts of the County Data Processing Department to consolidate and clean up its existing operating applications before attacking new applications and 2) the Project's desire to coordinate efforts to automate jail applications with efforts by other criminal justice agencies to automate (e.g. the County DA has decided to implement at least parts of PROMIS in his office ). These conditions are complicated by a desire to have the automated system operational before the new jail is occupied.

## 2. Alternative Considerations

The Jail Overcrowding Project is left in the position of choosing between two courses of action. First, if INSLAW is funded to modify PROMIS to accommodate jail accounting applications and if Santa Cruz County can arrange to be a "pilot site" for testing and implementing such a modification, then the decision should be to implement PROMIS with the referenced modifications and with the view of ultimately tying in the courts and other criminal justice agencies in the County. Unfortunately, this decision must be made in the immediate future or the Project's other options will be severely limited by time constraints.

Should this situation not develop, the Project should proceed to develop the jail system independently. If this approach is taken, the systems design should take into consideration the possibility of interfacing with the PROMIS system or a courts system at a later date; hence, the designer should be familiar with both the PROMIS system and other automated criminal justice information systems. In essence, the approach taken should be of a modular nature with the jail system viewed as the first module of a more extensive criminal justice information system. Given this approach, and for reasons of economy and practicality, the final system probably should be designed around a distributed processing logic.

### 3. System Design Approach

A concept of system design which has been gaining popularity over the past few years is that of distributed processing. Given the nature and location of particular computing applications for criminal justice agencies in Santa Cruz County, the distributed processing approach appears to be appropriate.

Distributed systems disperse the computing functions among several co-located or geographically separated physical computing elements. The system may be a collection of multiple computers working together in the solution of a single problem or a set of intelligent terminals, mini computers, or micro computers located at the point of use to give local organizational elements more responsive computer support. These units can perform most of the computing functions for the local group and communicate, when necessary, with remote host computers and each other

for enhanced support.<sup>4</sup> This design approach will lend itself nicely to the required modularity of design which should be used in Santa Cruz County if the PROMIS system is not used and probably should be the approach used even if PROMIS is implemented.

A simplified potential network configuration is depicted in Figure 3. This configuration is based on what the literature refers to as hierarchial distributed processing where the attempt would be to spread the processing load up and down the hierarchy by locating functions where they can be performed with the best cost/performance ratio and enhance operations reliability by allowing the local systems to continue processing operational applications even if the large processor malfunctions.

This particular configuration would be considered a two-level hierarchy and could potentially omit the need for terminal controllers and handle the terminal/device interfaces directly from the local processors.

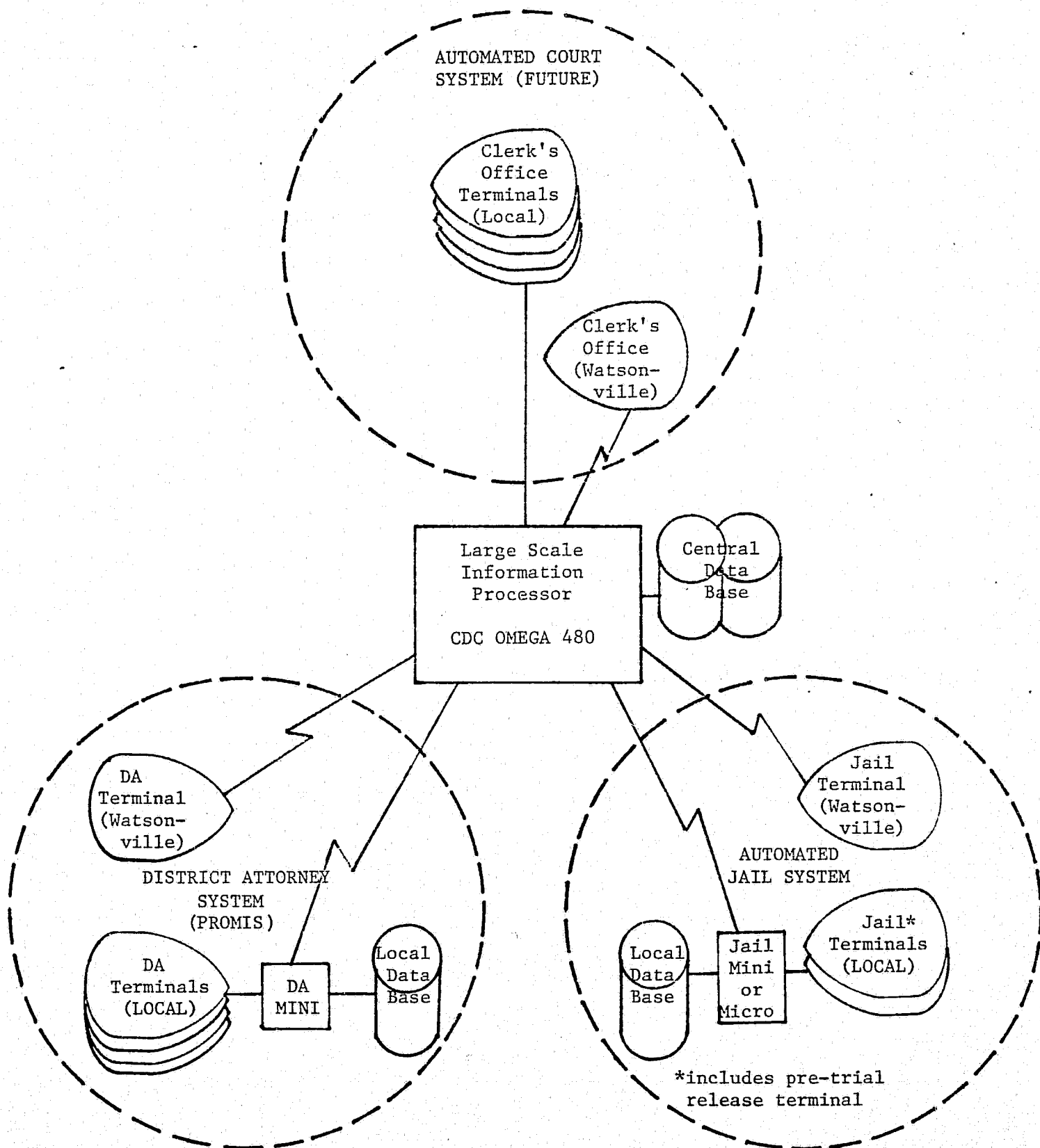
For several reasons, Figure 3 does not depict potentially required communications equipment. Also, it may prove more desirable to have the Watsonville terminals communicate directly with the jail and DA processors rather than through the Omega 480.

Included in this approach of distributing processing capability should also be the requirement to distribute the database following the natural distribution of database access requirements. Following the principle that the shorter the

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<sup>4</sup>For a good overview of distributed information systems see: Distributed Information Systems by Grayce M. Booth in "AFIPS Conference Proceedings", 1976. Distributed Data Systems in the EDP Analyzer, vol. 14, no. 6, June 1976. Network Structures for Distributed Systems in the EDP Analyzer, vol. 14, no. 7, July 1976. The Challenges of Distributed Systems in the EDP Analyzer, vol. 16, no. 8, August 1978.

FIGURE 3  
 POTENTIAL SYSTEM CONFIGURATION FOR  
 THE SANTA CRUZ COUNTY CRIMINAL JUSTICE  
 INFORMATION SYSTEM



transmission distance the lower the cost, it is logical to locate the database partitions heavily accessed by the jail system at the jail processor. In essence, each local processor will maintain a database containing those data required for local operations. The total load is then leveled by pre-assigning functions and database segments to processors statically. This method is especially applicable for those distributed systems constructed of unlike computers; i.e., large-scale information processors, terminal/device controllers, minicomputers, and microcomputers. This is a good example of the principles of distributing applications functions and database information as close as feasible to the point of transaction origination.

If the Jail Overcrowding Project is placed in the position of designing its own automated jail information system, the approach discussed above is recommended.

#### 4. Projected Personnel, Time, and Costs

The following projections are made for the potential condition that the Jail Overcrowding Project will be required to design its own system (i.e. if PROMIS is not modified to accommodate the jail's information processing requirements).

Personnel. Lacking the necessary computer expertise within the Jail Overcrowding Project and not being able to obtain such from the Data Processing Department for at least eight months, it is recommended that the project be totally contracted to include the design, development, and implementation stages. In addition, to insure capable and efficient project management as well as on-going support for the system, a full-time systems analyst, experienced in court or criminal justice information systems should be employed prior to any contract negotiations.

Time requirements for the development of the system should be within the following parameters:

. employment of Jail Systems Analyst --	2 months
. detail system design --	2 months
. equipment selection --	2 months
. physical site preparation/installation --	1 month
. program coding and testing --	4 months
. system testing --	1 month
. training --	1 month
. data conversion --	2 months
. system conversion and parallel operation --	6 months

System cost, excluding current personnel and overhead expenses, should be within the following parameters:

. design costs --	\$ 25,000
. development/testing (including hardware purchase) --	65,000*
. implementation --	8,000
. operation:	
Personnel (Analyst) --	22,000**
Material/Maintenance --	8,000
Software (continuing modification and development) --	5,000
Hardware (modifications)	2,500

\*Estimated \$35,000 for hardware purchase

\*\*Does not include associated benefits

Based upon thorough assessment of Santa Cruz County criminal justice system information needs and the appropriate role of the Jail Overcrowding Program in its development, this section has suggested an approach to the configuration and implementation of an automated information system. The salient features of the proposed system are 1) a modular approach, 2) distributed processing, and 3) a shared database. The ultimate design and realization of an automated system is contingent upon numerous factors which will unfold in the months ahead -- e.g. the availability of a jail adjunct to the PROMIS system and internal decision-making within Santa Cruz County. Although not a final or extensively detailed design recommendation, the proposed system is responsive to the information needs and practical capabilities of the Santa Cruz County criminal justice system.

APPENDICES

II. PROGRAM NARRATIVEEXCERPT FROM PROJECT  
GRANT APPLICATIONA. Problem Statement1. Historical Summary of Jail Problem

The need for an improved Santa Cruz County Detention Facility to serve pre-trial inmates, presentence inmates, and inmates who require high security has been a long-recognized County problem. The existing Santa Cruz County Main Jail, built in 1937, is outmoded and overcrowded. The facility has been found by a federal district court to violate constitutional standards of inmate care, and it falls below California Minimum Jail Standards, California Industrial Safety Standards, and nationally accepted standards of correctional practice. Major defects in the facility include the lack of general detention, holding, and processing space, an absence of individual cells which could be used to implement necessary prisoner classification and segregation, inadequate visiting facilities, and an almost total lack of space that can be used for programs and recreation.

The facility was originally designed for a capacity of 68 male and six female inmates, and has operated at or above its original design capacity for approximately half of the period the building has been in service. In November 1955, the average daily inmate count was 108. By 1958 a daily inmate count for that year of 127 was recorded. By the mid-1950's, population problems at the facility had grown so acute that the County was forced to house up to an additional 45 inmates per day under contract in the jail facilities of neighboring counties.

2. Impact of Federal Litigation

Since late 1972 the County has been a defendant party in a federal civil rights action brought in behalf of the inmates of the Main Jail. This lawsuit originally sought to restrain the County completely from detaining persons in the Main Jail until a long list of programmatic and operational defects in the facility which were detailed in the suit were repaired. In September 1974, the U.S. District Judge hearing that lawsuit entered an order which required the completion within 60 days of substantial building modifications to insure that the building housing the Santa Cruz County Main Jail would meet minimum Fire Safety Standards. In effect, this order mandated the removal of the Sheriff-Coroner's offices from the

building. To meet the State Fire Marshal's requirements that hazardous fire loadings be removed from the structure, the lower two floors and basement of the three-story building containing the jail were evacuated, stripped of all fixtures, furnishings, and nonbearing walls, and closed to access. The lower floor of the structure remains vacant to this date by order of the State Fire Marshal.

However, even with these substantial structural modifications and removal of the Sheriff's administrative personnel from the building to bring it into conformity with applicable Fire Safety Standards, the jail facility continues to fall below State Board of Corrections Minimum Jail Standards. The Board of Corrections has said that the existing facility is usable only on an interim basis until a permanent solution is arrived at. This was recognized in the early 1974 Part E Funding Survey Report prepared by the State Board of Corrections for the California Council on Criminal Justice which listed the Santa Cruz County Jail in the number one priority category, indicating that our County Jail is urgently in need of replacement.

On October 3, 1975, U.S. District Judge Robert F. Peckham entered his Opinion<sup>1</sup> that the Santa Cruz County Jail violates the inmates' constitutional rights to privacy, security and humane treatment. Judge Peckham's October, 1975 Opinion made note of the high incidence of violence among Santa Cruz County Jail inmates and the pervasive lack of personal security for inmates and staff alike. This, the Federal Court attributed to "...limited living space... Noise, disturbed sleep cycles, forced inaction, overcrowding, boredom, lack of sunlight..." and "...total lack of personal privacy."<sup>2</sup> He further described the Jail as "...unsuited to modern detention practice<sup>3</sup>...", "Inadequate for proper classification..."<sup>4</sup>, "in poor condition"<sup>5</sup>..., and, "...so antiquated that it demands replacement, not repair."<sup>6</sup>

<sup>1</sup> Opinion, Hon. Robert F. Peckham, Chief Judge, United States District Court Northern District of California in the matter of Sandoval vs. James, U.S.D.C., N.D. Cal., C-72-2213 RFP/SJ.

<sup>2</sup> Ibid., Opinion, p. 8.

<sup>3</sup> Ibid., Opinion, p. 6.

<sup>4</sup> Ibid., Opinion, p. 9.

<sup>5</sup> Ibid., Opinion, p. 10.

<sup>6</sup> Ibid., Opinion, p. 10.

Nine months later, on June 28, 1976, the U.S. District Court ordered the County to limit the number of prisoners housed at the Main Jail no more than 59 males, 6 females and 6 minimum security trustees--a total of 71 inmates. The County was given 90 days to comply with the terms of the order and a federal judicial officer was appointed by the Court to supervise the County's timely implementation. The average daily headcount at the facility exceeded 100 inmates at the time and jail admissions were averaging nearly 500 per month.

The County immediately made an appeal to neighboring jurisdictions and to the State Department of Corrections for assistance with overflow prisoner housing. San Francisco County, it was discovered, was the only jurisdiction within feasible travel distance which could offer prisoner housing space on a continuing basis. Ultimately, the County was compelled to begin a program of transporting prisoners in excess of the federally-established limits to the San Francisco County Jail at San Bruno, some 76 miles away. Costs for this program began at more than \$16.00 per prisoner per day, not including staffing, vehicles and travel. They now exceed \$21.00 per prisoner per day. The San Bruno facility is inconvenient for visitation and has also allegedly been the site of several assaults by San Bruno inmates upon Santa Cruz inmates. Bussing is clearly a minimally acceptable alternative to overcrowding.

As long-term solutions to the jail problem, the County since 1973 has put considerable resources into the design of a new detention facility, and into community-based alternatives to incarceration. In 1976 the County contracted with an architectural firm and developed and designed a pre-trial detention facility which conforms to ACA\* and Commission on Accreditation for Corrections' standards of correctional design and practice. Review of the correspondence between the National Clearinghouse for Criminal Justice Planning and Architecture and the County will verify the Clearinghouse evaluation of the master planning conclusions and design as valid, comprehensive, and of the highest quality. Developmental planning included jail population projections, analysis of the ability of existing facility to be renovated, the impact of diversion and release programs on the jail population, and the placement

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\* American Correctional Association



Ernest H. Short  
& Associates, Inc.

February 20, 1979

Mr. Joseph A. Trotter  
Director, Criminal Courts Technical  
Assistance Project  
The American University  
4900 Massachusetts Avenue, N.W.  
Washington, D.C. 20016

RE: Problem Definition Visit to Santa Cruz, California

Dear Joe:

As requested in your letter of February 9, 1979, Gene Clark of the American Justice Institute and I conducted a problem definition visit to Santa Cruz County on Thursday, February 15, 1979. An initial meeting was held with Bruce Lymburn of the County Administrative Office. Bruce is currently acting as the Project Director of the Jail Overcrowding Program. At this meeting we were briefed on the overall program with particular emphasis placed on the information systems component, which is the intended focus of the American University TA effort. From Bruce's point of view, the proposed information system should provide for at least three components: 1) a jail accounting system, 2) automated docketing, and 3) automated calendaring.

We next met with Mr. Tom Platner who manages the computer processing activities of the County's Auditor/Controller's Office. At this meeting we were briefed on the County's computer capability, which is centered around a CDC Omega 480. Most of the County's data processing is presently done in a batch load but there are plans to go on-line in the very near

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future. There are no current plans to establish a tele-processing network; however, that capability would easily be obtained should the need arise.

We met next with Mr. Al Stevens who is the County's Jail Commander. Mr. Stevens expressed enthusiasm regarding the entire Jail Overcrowding Program and especially the information systems component. It is his feeling, however, that if the County is to begin designing an automated information system, that the system should be able to interface with all other phases of the criminal justice system. We discussed all the processing and information handling activities of the jail staff from what is now the manual booking stage to adjudication. In addition to his desire to see the proposed information system be able to track an inmate from booking to adjudication, Mr. Stevens raised several other potential applications areas within the jail; these include, for example, a County-wide warrant system, an inmate money accounting system, and possibly a system for maintaining the jail's inventory of consumable supplies.

We next met with Mr. Ray Belgard, who is the Chief Investigator in the District Attorney's Office. In addition, it appears that Mr. Belgard is also responsible for the administrative activities of the office. Evidently Mr. Belgard has become extremely interested in improving the administrative activities and information processing within the District Attorney's Office. This includes obtaining as many materials as possible from the National District Attorney's Association and from the Institute for Law and Social Research regarding the promised system. Mr. Belgard is impressed with the promised system and is confident that it would be able to help the information processing situation in his office, but also observed that the system probably involved much more than his office would need; I concur in his observation.

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We next met with Ms. Janet Olivas, who is the Clerk of the Municipal Court. Ms. Olivas expressed her support for automating some of the activities in the Clerk's Office but felt strongly that any attempt to implement computerization could not be done successfully using the existing accounting data processing system. This observation stems from difficulties she has encountered with their present automated parking system which evidently is not now working properly.

In addition to these meetings, a visit was made to the County Jail where I observed the booking area and collected copies of the present booking form, the county field arrest report, and the JUS 8715 form which is the California Department of Justice disposition of arrest and court action. Copies of these forms are in my project file if you should desire to review them. In addition to this information problem, statements have been prepared by C. J. Wood and Cherry Thomas of the Sheriff's Office and by Ray Belgard of the District Attorney's Office. I have attached copies.

As a result of my visit to Santa Cruz County, I make the following observations:

1. Any efforts to automate information processing of Santa Cruz County Criminal Justice agencies should be done with the intent to use the existing County data processing equipment. This is a nicely designed system with efficient processing capability to handle criminal justice applications which might be developed in the near future. The system fortunately also has computer output micro-film capability.
2. I have a strong suspicion that the Jail Overcrowding Program will be required to obtain the services of a good programmer analyst to design and program those applications which apply to criminal justice

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February 20, 1979

system information processing.

3. I recommend that the next step in this effort be the provision of technical assistance by American University to describe and define the information needs of the County Jail and the District Attorney's Office as it relates to criminal cases. This assistance should also define the equipment and personnel needs required to automate said information processing. This recommendation is made after observing that there are presently bottlenecks in the information flow and duplication of information collection and processing. This assistance could be accomplished by providing approximately eight days of on-site analysis (probably two people for four days) and approximately three days for report preparation.

Please be informed that I was impressed that Santa Cruz County appeared to be one of those rare sites which will conduct adequate planning prior to automation. The atmosphere there is positive and enthusiastic. Given their attitude, I am confident of program success.

If you have any questions regarding this letter or the site visits, please give me a call.

Best personal regards.

Sincerely,

*Ernest H. Short*  
ERNEST H. SHORT *ls*

EHS:la  
Enclosure

## 1. Existing Programmatic Resources

The alternatives report finds that the County maintains a healthy array of alternatives to incarceration on the whole. Among the direct resources are:

a. Pre-Trial Release Program:

As was noted earlier, the County maintains an unsupervised felony pre-trial release program for persons ordinarily unreleasable pre-trial by bail or by Sheriff's ROR. This program is administratively located under the Municipal Court.

b. Janus Alcohol Detoxification Program:

Santa Cruz County maintains a social-setting alcohol detoxification program which accepts police referrals and attempts to divert persons from arrest, detention and detoxification in the County's Main Jail. Approximately 30% of its referrals are from local police agencies.

c. Janus Alcoholism Residential and Recovery Program:

As part of its alcoholism services, Santa Cruz County has a 20-bed residential and recovery component which is regularly used to treat and house pre-trial inmates released upon the condition that they participate in the program. The County is presently studying the feasibility of expanding its capacity by 3 to 5 beds to accommodate more pre-trial detainees with treatment needs who could be diverted from the Mail Jail.

d. Drunk-Driver Diversion Program:

Up until February of 1977, Santa Cruz County operated one of the few pre-conviction DUI diversion programs, Sentient Systems, Inc., in the State. With the passage of Senate Bill 38 which authorized the establishment of post-conviction DUI diversion programs, accompanied by a variety of State legal opinions questioning the legality of pre-conviction DUI programs, the County closed its pre-conviction program which diverted 319 convicted drunk drivers from incarceration in 1977. The County is presently planning the implementation of a DUI alternative program pursuant to Senate Bill 38.

e. Neuro-Psychiatric Ward:

As part of the County's mental health in-patient services, the Neuro-Psychiatric Ward accepts referrals from both the police and from mental health workers -- the Crisis Intervention Team -- who work in the County's Main Jail.

f. Crisis Intervention Team:

The Crisis Intervention Team does crisis-oriented counseling in County's Main Jail as well as screening referrals for placement in the neuro-psychiatric ward. The County is presently studying the feasibility of increasing the number of mental health referrals diverted from incarceration in the Main Jail by placing them in the County's Crisis House, a short-term mental health residential program.

g. MSDO Program:

As part of Santa Cruz County's out-patient mental health services, the Mentally Disordered Sex Offender Program provides counseling for convicted sex offenders either in the Main Jail or on an out-patient basis. Although its jail population impact is negligible, the program seeks to address both the problems of recidivism and the quality of life in the Main Jail.

h. Sunflower House:

Santa Cruz County funds in part Santa Cruz Community Counseling Center's Sunflower House, a 30-bed drug-free residential treatment program for heroin addicts. Serving the north County, it accepts jail inmates both pre-trial and post-conviction and acts as a long-term diversion from pre-trial and post-conviction incarceration.

i. Freedom House:

Serving the south County, the Watsonville Drug Abuse Council's Freedom House acts similarly by diverting heroin addicts from incarceration in the Main Jail. Approximately 65-90% of those participating in both residential drug programs are criminal-justice referrals.

j. Oranda House:

Oranda House is a parole/probation halfway house which accepts both sentenced and unsentenced inmates from the County Jail. For FY 1978-79, the County will be expanding its capacity from 10 beds to 16 beds to accommodate more pre-trial inmates conditionally released to reside and participate in the program.

k. SB 714 Drug Diversion Program:

Santa Cruz County operates a pre-trial drug diversion program pursuant to Section 1000 of the Penal Code, which diverts persons who would ordinarily have been fined or sentenced to County Jail.

i. Project Busy:

A program instituted by the Municipal Court, Project Busy offers an alternative to incarceration for first offenders who plead guilty for

petty theft by providing an alternative of employment and/or school with close monitoring by the bench.

m. Court Referral:

The Court Referral Program provides referrals to volunteer service for convicted misdemeanants unable to pay their fine and facing a County Jail sentence. The program places -- and thus provides an alternative to incarceration for -- approximately one hundred persons per month.

n. Work/Educational Furlough:

Santa Cruz County operates a work and education release program for its sentenced inmates at its minimum-security sentenced facility.

o. Women's Work Furlough:

Sentenced women in Santa Cruz County are usually housed at the Women's Work Furlough facility at the County's Probation Center. They are then eligible for the work release program operated by the Probation Department.

Santa Cruz County has a variety of other programmatic resources which seek to address the long-term sources of arrest and incarceration, like unemployment and drug abuse. Among them are:

- a. Project Hope (Helping Offenders Pursue Employment ), a CETA manpower training program for offenders.
- b. The Methadone Clinic, providing methadone detoxification and maintenance for persons unable to remain drug-free.

2. 1977-78 Resource Allocations

The table below shows expenditures for justice system programmatic resources for 1977-78:

# COUNTY OF SANTA CRUZ

APPENDIX D

## INTER-OFFICE CORRESPONDENCE

DATE: February 13, 1979

TO: Mr. Bruce Lynburn, County Administrative Office

FROM: C. J. Wood, Chief Deputy, & Cherry Thomas, Supervising Records Clerk, Sheriff's Office

SUBJECT: JAIL COMPUTER PROPOSAL

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At the present time, when people are arrested and taken to the Jail to be booked, the Booking Officers calls the Records Section and gives us the name and date of birth so that we can search our records for a previous arrest file. If there is a file, we give the Booking Officer the "S" number (arrest file number) assigned to that person, their CII and FBI numbers when available, and the last booking number and date. If there has been no previous file, the Sheriff's Records Clerk assigns a new number to that person. This "S" number stays with that person each time they are arrested. The Booking Officer types information onto the Booking Sheet and onto a JUS 8715 Disposition form. Copies of the Booking Sheet are sent to Records, D.A., Records for the Desk (Press), and the original (custody) stays at the Jail until the person is released. At that time, this original is signed by the person being released to show that all money and property has been returned. This original has information added pertaining to release date and time and the releasing officer's name. It is then sent to Records to be filed in the Arrest file ("S" file) maintained at this office.

Due to low salaries, our Records Section has experienced an extremely high (approximately 75%) turnover of personnel, including the position of Records Supervisor, within the last year. This is a matter of concern regarding training new clerks with the complexity of the present paper flow.

### PRESENT PROBLEMS AND POSSIBLE COMPUTER SOLUTIONS:

#### Microfilming of Arrest ("S") Files:

Besides being a large undertaking on a yearly basis, there are some problems with having "S" files on microfilm. These include not being able to update or purge information (as when records are sealed by court order) and also being in the position of having one person's "S" file on several different rolls of microfilm.

The computer would be able to retain these files and we could update or purge as necessary. We would not have a yearly project of microfilming these records, marking the 3 x 5 cards, refiling cards, and having the information inaccessible during the developing time.

Mr. Bruce Lynburn

-2-

February 13, 1979

Paper Flow Problems:

At the present time, it is a constant problem to see that the copies of the Booking Sheets are disseminated correctly. Frequently the copies for the DA end up at the wrong office (Santa Cruz or Watsonville) when they are needed that day for court purposes. Also, when a person is released from custody, it is frequently several days until the information is received by Records. Records needs this information to be able to respond to inquiries from the Court, DA and Probation Department as well as the Public Defender's Office and other lawyers. Also, Records has often received unnecessary copies of the Booking Sheets, such as the copies for Data Processing and Health.

A computer operation should eliminate much of the paper shuffling that occurs and also eliminate Records receiving copies that must be sent back to the Jail or to another department. With computer terminals, the DA and Probation would be able to access the needed information, as well as the Records Section, in a timely manner. This will eliminate many phone calls, as well, and get information to these departments in a more efficient manner. At some future date, if Records also had access to a printer as well as a viewer, more paper handling could be eliminated.

Filing:

Currently a person's "S" file contains rap sheets, booking sheets, inmate custody log information sheets, bail papers, cash account card and withdrawal slips, jail incident reports, officer's reports, visitors' cards, miscellaneous court papers, teletypes and the JUS 8715 Arrest Disposition forms, with each booking sheet that these papers pertain to.

With a computer, much of this information could be entered and a summary sheet produced to file in Records, which would cut down on filing as well as eliminate mistakes in filing due to incorrect "S" numbers, or from papers being loose with no identifying information on them. This would free Clerks for handling any increased amount of telephone inquiries or paper handling in other areas and reduce the need for additional filing space.

JUS 8715 Arrest Disposition Form:

One of the large problems we have now is inaccuracies on the JUS 8715 Arrest Disposition form. Often the arresting agency is incorrect on the form as well as omissions of CII or FBI or "S" numbers. The dissemination of these forms to the DA, Courts and Records is also a problem.

With a computer that has a future capacity to generate these forms from the Booking Sheet information submitted, these forms could be more accurate as well as the correct agencies having access and ability to update these forms.

Mr. Bruce Lynburn

--3--

February 13, 1979

Incorrect or Duplicate "S" Numbers Issued to Booking Officer:

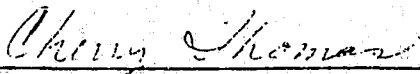
Frequently wrong or duplicate "S" numbers are issued--some due to human error and most due to the use of aliases by persons being arrested. When this is discovered, it is a large job to correct the number on all the copies of the Booking Sheet and to combine files when necessary.

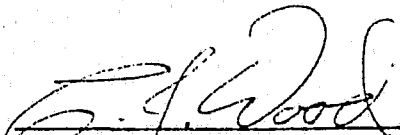
With a computer, a system could be set up so that a specific procedure could be used to have AKA's entered and searched automatically when booking a person, as well as a system so that errors could be corrected and files combined by the computer.

The Jail, as I am sure they will tell you, could make use of the computer in many ways. One particular procedure that would help the Jail, Courts, DA and our Records Section would be a daily print-out of all the prisoners required to go to Court that date. This would eliminate a large paperwork problem as each time a person goes to Court, another document is required and it is handled and filed many times by personnel at the Jail as well as the Records staff. Even if the first arraignment entry would have to be made by the Jail staff, the various courts involved could thereafter update the information.

I trust you are getting input from the Jail, DA, local courts and Probation as they make constant use of our Records service.

I happened to be talking to Mr. Harold Spence, Director of Data Communications for San Mateo County, late yesterday on another matter and he mentioned that he handles computer work for their County Jail and Records. I asked him a couple of questions relating to computer systems and it occurred to me that he might be a good person for you to contact regarding problems and solutions with a Jail-Records computer. His telephone number is (415) 364-5600, Extension 2371.

  
CHERRY THOMAS, Sup. Records Clerk  
Administration Bureau

  
C. J. WOOD, Chief Deputy  
Administration Bureau

CJW/CT/dm

PROBATION DEPARTMENT DATA  
ENTRY FORM

MFG-LEVEL: 1

[illegible]

MFG-LEVEL: 2

[illegible]



1941

1691

[illegible]



**CONTINUED**

**1 OF 2**

MFG-LEVEL: 7

[illegible]

PROBLEM: DEFENDANT CASE TRACKING

The current manual court calendaring system is inefficient, cumbersome and time consuming; confusing for the police, the jail, District Attorney, courts and defense.

Police reports of arrest are currently brought to the District Attorney daily, reviewed, charges determined, complaints typed and filed with the Municipal Court clerks.

Municipal Court clerks file the complaints, make up a calendar for the three departments of Municipal Court. The court calendars are hand carried to the District Attorney, jail and Public Defender.

Jail personnel then arrange for transportation of the in-custody prisoners to the proper courts. This procedure is started at 8:00 a.m. daily in order to have the defendants in court by 1:30 p.m.

After the defendant appears for arraignment, he is usually given a subsequent court date which the court clerks, District Attorney and defense attorney note on their court calendars. Each must then return the calendars to their clerical sections so that these subsequent court dates can be recorded and suspended for the next appearance. A similar procedure is repeated once a defendant reaches the Superior Courts.

PROBLEM: CASE TRACKING IN DISTRICT ATTORNEY'S OFFICE

Misdemeanor files are currently manually typed up with a face sheet showing defendant's name, charges, police agency and dates. After defendant appears in court and further action has been determined, this information is written on the face sheet and hand filed by court appearance date. Calendars for the subsequent dates are usually delivered by the court around 4:30 p.m. the day before the next appearance date. Clerks then must locate files and match up to the court calendar. Cases may be in proper place, but often are not due to Assistant District Attorneys having files out for purposes of preparing for motions, trials, witnesses, or further investigation. There is presently no system for knowing just where the file might be. This results in confusion for the clerk trying to line up the cases with the calendars.

The same situation generally applies to felony cases set for preliminary hearings, or Superior Court trials.

POSSIBLE SOLUTION:

With a computer system tying the jail, prosecution and courts together by terminals, the calendar could be printed daily on a more timely basis, and provide the concerned agencies with scheduling information indicating time, date, location and type of proceeding for which the case is scheduled. Other types of information could be programmed into the system that would provide :

Case Information - case number, assigned judge, prosecutor, case type, branch office and court, status, next scheduled event, disposition, etc.

Offense Information - time, date and place of each offense involved in case, including police incident numbers for each offense.

Defendant Information - name, alias, I.D. number, race, sex, DOB, address, arrest and conviction.

Defendant Activity - Status of each defendant, including release or detention status, defense attorney name (e.g. Public Defender, private attorney)

**END**