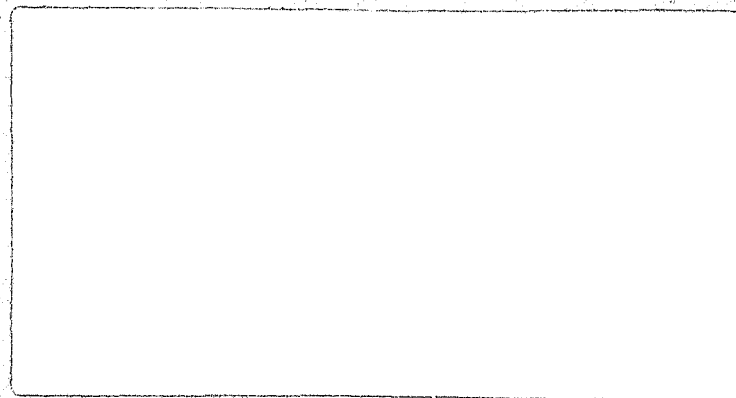


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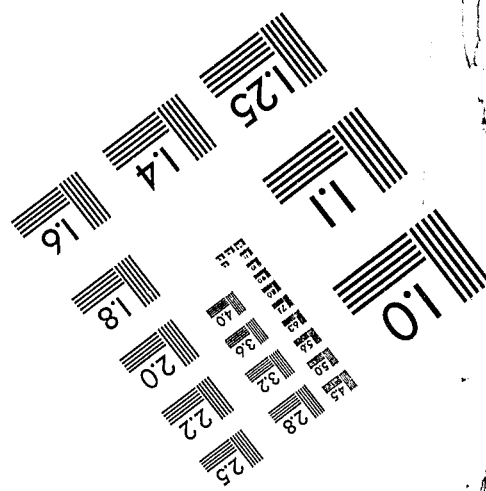
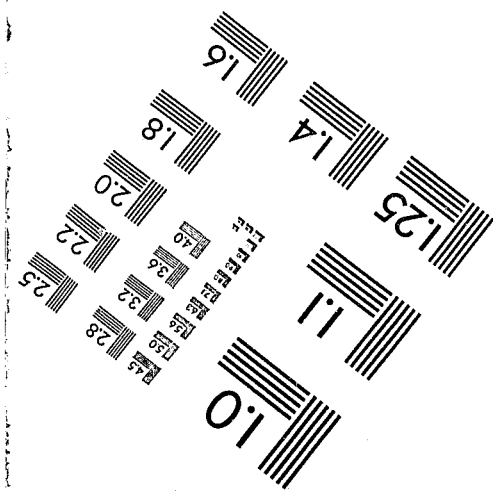
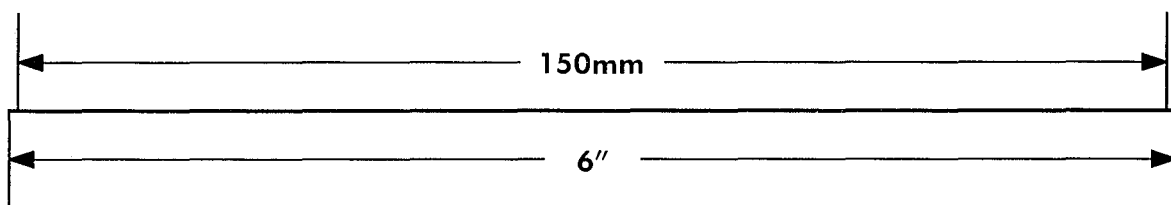
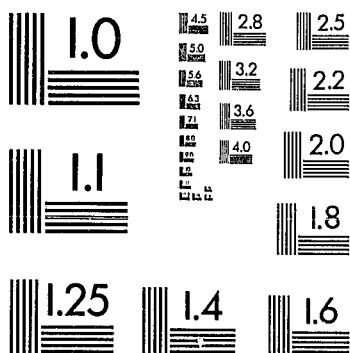
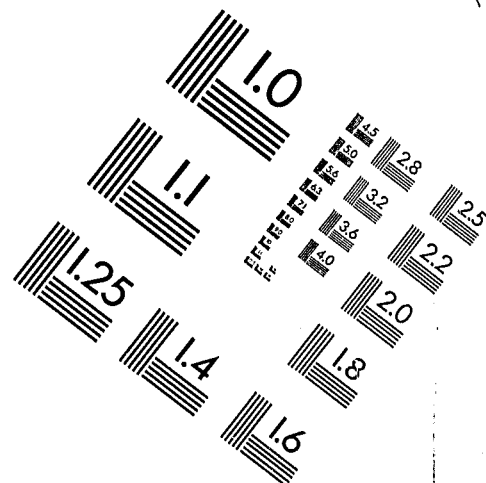
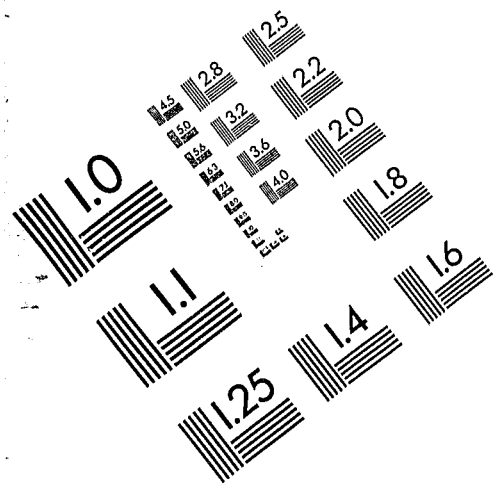
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MARIN COUNTY JAIL ALTERNATIVES STUDY

FINAL REPORT

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TABLE OF CONTENTS

	<u>Page</u>
Chapter 1: Project Summary and Program Recommendations.....	1
Chapter 2: Summary of Previous Studies.....	6
Chapter 3: Analysis of Felon Pretrial and Sentenced DUI Populations.....	24
Chapter 4: Interviews with Key Policy Makers.....	36
Chapter 5: Program Recommendations.....	40

Appendices

- A. List of Individuals Interviewed
- B. San Joaquin County Alcohol Program Services
- C. Technical Description of Alternative Population Projection Model

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ACQUISITIONS

CHAPTER 1
PROJECT SUMMARY AND PROGRAM RECOMMENDATIONS

A. INTRODUCTION TO THE STUDY

Marin County's overcrowded jail and honor farm facilities pose a major challenge to criminal justice policy-makers. In fact, the potential for chronic overcrowding has led to court intervention requiring county officials to carefully regulate the flow and release of inmates from the two major facilities. In an effort to systematically address the overcrowding issue, the Criminal Justice Coordinating Commission (CJCC) of Marin County issued a Request for Proposals (RFP) asking for the development of an approach and a focus that would have the "greatest impact on Marin's jail and honor farm overcrowding problems." The competitive contract for the Marin County Alternatives Study was awarded in May, 1985, to the National Council on Crime and Delinquency (NCCD).

Due to the collaborative spirit among Marin County officials, a substantial amount of progress has already taken place in implementing a diverse array of pretrial release options and alternative sentencing programs. Furthermore, a number of important studies have already been completed describing the flow of persons through the Marin County jail system. Therefore, rather than provide Marin with another laundry list of recommendations on alternatives to incarceration, NCCD chose to focus its efforts on two populations that have been repeatedly identified as principally responsible for the overcrowding: pretrial felons held over three days (72 hours), and sentenced DUI's (Driving Under the Influence).

This report contains a thorough analysis of these targeted populations. The intent of these data analyses is to provide a better understanding of the characteristics of inmates for whom alternatives need to be implemented.

Based upon the both the empirical data and the qualitative information collected, specific recommendations regarding implementation of: (1) a Supervised Pretrial Release (SPR) program and (2) a Sentence Modification/Treatment (SMT) program for DUI offenders are presented. In NCCD's assessment, implementation of these two programs could provide a feasible, cost effective, and efficient method for controlling jail and Honor Farm population growth within Marin.

Initially, field citation release data were to be collected. However, after a review of the data available, it was found that the handling of misdemeanors was not a major problem for Marin. Furthermore, according to BJS data, Marin uses field citations in approximately 18% of all misdemeanors; the state average is 15%. Further study did not appear warranted.

B. STUDY APPROACH AND METHODOLOGY

This section briefly describes the set of procedures NCCD used in carrying out this study. It also presents the structure of the final report.

1. Detailed Analysis of Existing Marin County Jail Reports, Studies, and Statistical Data

Several major studies with snapshot profiles of the jail and honor farm populations had been completed prior to NCCD's study. These studies were reviewed in depth to : (1) identify areas where additional information should be collected; and (2) identify the major sources of and possible solutions to the overcrowding. The principal documents reviewed included:

- Preliminary Study of the Marin County Jail -1981-1982
- Detention and Corrections System Population Trends - 1983-1984
(Hughes, Heiss & Associates)
- Jail and Detention System Capacity Projections
(Farbstein/Williams and Hughes-Heiss)
- Marin County Correctional Facility Master Plan
(The Ehrenkrantz Group)

- Public Safety with Decency: The People, Process and Programs in Marin County Criminal Justice (The National Center on Institutions and Alternatives)

The major findings, policy recommendations of the documents, plus a critique of the methodological strengths and weaknesses associated with each study are presented in Chapter 2 of this report - "Summary of Previous Studies." Special attention is focused on the adequacy and accuracy of the county's current jail population projections.

2. Data Collection and Analysis of Critical Inmate Populations

The study component focuses on two critical populations: (1) pretrial felony detainees remaining in custody beyond 72 hours; and (2) sentenced DUI offenders. Samples of these two resident populations were drawn and detailed data were collected regarding offender characteristics. The information on pretrial felons was used to test eligibility criteria for a range of community-based controls in lieu of pretrial detention. The detailed information on DUI's was collected to gain a better understanding of that population and to develop an experimental DUI custody treatment program which should, in turn, help to lower the population at the Honor Farm. The analyses of the two targeted groups are presented in Chapter 3 of this report under the heading of "Statistical Summary of Target Groups."

3. Interviews With Key Policy Makers

Structured interviews were carried out with key policy makers and select program managers in Marin. The primary objective of the interviewing phase was to test the programmatic and political feasibility of implementing certain policies and programs relating to the areas of: outstanding warrants, DUI's, supervised pretrial release, work furlough and AOWP (Adult Offender Work Program). A summary of the interviewee responses is presented in Chapter 4.

C. PROGRAM RECOMMENDATIONS

The final section of this report presents NCCD's program recommendations which are based on the research conducted as described above. NCCD's major findings and program recommendations are presented at the close of each chapter but can be summarized here as follows:

1. Major Findings

- Current projections for the Marin jail and Honor Farm populations are inaccurate. Inappropriate use of demographic and inmate data are largely responsible for these errors. A more sophisticated projection model should also be used.
- The two principal pretrial populations driving jail population growth are: (1) defendants with warrants/holds and (2) felony defendants unable to secure OR or commercial bail.
- The single population driving growth in the sentenced (Honor Farm) population are DUI offenders. Increases in jail sentences and sentence length have resulted in the DUI population representing over half of the entire Honor Farm population.
- Sizeable proportions of both the felon pretrial population and the sentenced DUI population could be reduced by adopting: (1) an alternative Supervised Pretrial Release (SPR) program and (2) a Sentence Modification/Treatment (SMT) program for DUI offenders.

2. Recommendations

- New population projections should be done for the county using more accurate data and a more sophisticated projection model. A description of the data needed and model are described in Appendix C. New projections should be done prior to decisions on capital expansion plans.
- Establish a Supervised Pretrial Release (SPR) program to screen defendants unable to secure pretrial release after three days of detention. Defendants released under this program would receive close supervision by program staff as a condition of their release status. The SPR program could be operated either by probation or contracted to a private non-profit agency.
- Establish a Sentence Modification/Treatment (SMT) program for sentenced DUI offenders. Program participants would be eligible for sentence modification upon successful completion of an intensive treatment program operated at the Honor Farm. Intensive program participation/supervision and severe restrictions of driving privileges would be provided on a follow-up basis by probation upon release from jail.

- Successful implementation of both programs would reduce the current population by 45-50 inmates within two years. NCCD found substantial, although not always unanimous support from Marin's criminal justice officials for these program recommendations.

CHAPTER 2

SUMMARY OF PREVIOUS STUDIES

A. INTRODUCTION

There have been several important studies of the Marin County jail and Honor Farm. These studies have sought to find solutions to the chronic crowding that has plagued these facilities for several years. Often Marin officials have used these research efforts to refine existing programs or to establish new efforts to reduce jail crowding. These prior research efforts offer a fairly consistent picture of the main forces creating Marin's jail and Honor Farm population. They also constitute a useful starting point for the current NCCD study.

In this chapter, a review of the three major studies conducted by independent public and private agencies is made. The intent is to synthesize the major themes of these reports and raise questions, where appropriate, on the adequacy of these studies as they relate to future facility and program needs. NCCD also used these studies to concentrate its study on those alternative programs which have the greatest promise of controlling the jail population within the fiscal resources of the county and without compromising the public's safety.

B. MARIN JAIL STUDY GROUP

The first study was conducted by the Marin Jail Study Group in July, 1982. The Study Group was composed of four planning specialists within various components of the Marin Criminal Justice System. The Jail Study Group examined three months of bookings in 1981 and a sample of the jail resident population in 1981. They also examined yearly data for 1981 and the first half of 1982. One day samples were taken of the daily jail population and of the releases. Finally, these data were compared with samples of costs from the OR program and persons who were released on a promise-to-appear (PTA).

The Jail Study Group report contains much valuable planning data. Its major methodological flaw was the decision to collect "purposive" rather than random samples of the jail population. This sampling decision meant that, strictly speaking, one cannot generalize the sample results to a larger universe of jail bookings or residents. The Study Group selected "purposive" sampling bias to guarantee they would collect data on key inmate groups, such as drunk driving arrestees. It is difficult to determine the exact nature of sampling that may have been introduced. However, the overall consistency between the Jail Study Group's findings and later independent analyses may suggest that these samples are fairly representative.

At the time of the Jail Study Group's inquiry, bookings in the Marin Jail were climbing sharply. There had been 12,290 bookings in FY81-82 compared with 11,662 bookings the previous year and 8,628 bookings in FY78-79*. This represented a 42 percent increase in bookings over a four year period. This rapid growth in jail entries suggested to Marin officials that they needed to possess a firm grasp on the nature of the booking process and how it effected the jail population.

The Study Group found that 49 percent of all jail bookings were for offenses related to drunk driving. Another 9.5 percent of bookings were for persons who were allegedly drunk in public. There were 0.5 percent (14 cases) charged with felony drunk driving. Thus, alcohol related offenses amounted to 59 percent of all jail bookings.

The next largest category of booking offenses included traffic violations and traffic warrants, accounting for 8.6 percent of the booking sample.

* These figures include both pretrial bookings and sentence commitment bookings.

Arrests for Part 1 crimes such as burglary, robbery and theft accounted for only 5.6 percent of all jail bookings. Possession of narcotics accounted for 2.5 percent of the bookings. Other significant booking offense categories included: failures to appear, contempt of court citations and city code violations. This overall pattern of booking offenses is quite similar to that found in a number of other California jurisdictions (NCCD, 1984).

The Jail Study Group found that the pretrial population processing time was extremely rapid. Over half (57.1 percent) of the total bookings are released in 6 hours or less. Over three quarters of the bookings (79.5 percent) were released within 24 hours. The remaining group, however, constitutes a more serious problem in terms of jail crowding. The Study Group found that this latter booking group contained persons with the most serious charges with a sizeable number of cases staying well over two weeks. The Study Group also concluded that defendants with multiple charges and outstanding warrants were likely to stay the longest. They found that possessing a foreign warrant was highly related to longer jail stays.

The most frequent release mechanism for the Marin County jail is the Promise to Appear (PTA). Most defendants released on PTA spend less than 12 hours in jail. Persons released on financial bail (case, bail bonds or 10%) accounted for 32.5 percent of all jail releases. Another 8.3 percent arrive at the jail only to be quickly transported over to the Honor Farm. These are mostly sentenced offenders serving weekend sentences. The Study Group found that only a very small group of defendants (4.6 percent) were released on OR. In Marin County, OR is usually applied to cases initially charged with felony crimes.

The Study Group was somewhat surprised at the low level of OR releases, but this finding must be put in the context of the very few felony jail

bookings. For both PTA and OR release, the chief impediments to release were defendants with prior warrants, numerous prior offenses, no local ties or previous FTA's.

As mentioned earlier, the Study Group also examined a one day sample of the jail population. This analysis, as expected, produced a very different picture of the Marin County jail population than the booking analysis. The sample of jail residents revealed that they were mostly felons who had extended periods of pretrial detention. Most of the felons were burglars with drug and robbery offenders being the next largest groups. The Study Group also found that sentenced offenders made up over 20 percent of the daily population of the jail.

The Study Group reached no policy conclusions. They did highlight two issues for further study. The first identified issue was the lack of flexibility in the current jail facility. This was especially important because of the diversity of inmates housed there. Secondly, the Study Group pointed out that there were no systematic methods of following an arrestee through the criminal justice process to pinpoint delays. They urged the development of a comprehensive case tracking system that would identify potential areas in which earlier release could be expedited. The Study Group also stated that they did not know if all available alternatives to arrest and sentencing were presently being used in Marin County.

C. FWHH JAIL AND DETENTION SYSTEM CAPACITY STUDY

This report was authored by the consultant groups of Farbstein/Williams and Associates and Hughes, Heiss & Associates (FWHH). The purpose of the study, published in August, 1983, was to satisfy the comprehensive planning requirements of the California Board of Corrections under AB3245. This comprehensive planning study is a prerequisite for receiving state funding for

new jail construction or renovation. The FWHH study approach closely followed the analytic sequence suggested by the Board of Corrections. The first step involved an analysis of ten-year trends in county criminal justice statistics. Data were also gathered on demographic trends for Marin County. Next, the FWHH study developed a series of two one day samples of the jail population and a sample of the Honor Farm inmates. Current pretrial release programs were reviewed and the potential for expanding post-sentencing alternatives to jailing was examined. Finally, those data were incorporated in facility population projections based upon arrests, bookings and average length of stay.

Reviewing data up until 1982, FWHH concluded that arrest trends were continuing to grow in Marin County, although they assumed that there soon would be a peaking of these arrest trends. The largest growth in misdemeanor arrests were for alcohol-related arrests. For felonies, property offenses and drug offenses were increasing at the fastest rates. FWHH also reported that Marin County was giving out longer sentences to persons housed in its jail and Honor Farm. For example, the sentenced population continued to grow despite a steady state in commitment bookings. Similarly, pretrial bookings did not keep pace with the rise in arrests. FWHH concluded that this latter trend was due to the success of pretrial programs in Marin. It was also noted that the Marin County population was aging and that demographics alone might predict that Marin's arrest rate would soon begin to decline. FWHH minimized the influence of Marin demographics or arrest trends arguing that Marin's crime rate was substantially influenced by transients and offenders from other Bay Area Counties.*

* NCCD's analysis of felony bookings and the DUI population presented in Chapter 3 clearly runs counter to this assumption. Most inmates were found to be long-term Marin residents.

In general, the FWHH approach provides an unsatisfactory approach to projecting correctional populations. While they have assembled an impressive array of data, the FWHH method is largely insensitive to changing arrest, prosecution, and sentencing policies. Demographic factors, as illustrated below, are also not correctly factored into the model. Because these projections are central to the county's plans to expand its jail capacity through new construction, we will address in the following section the major methodological weaknesses of the FWHH model.

1. Methodological Weaknesses of the FWHH Projections

There are three major weaknesses inherent in the FWHH projections which are causing substantial errors in the current projections. As indicated below, we also believe these errors may well be producing excessive estimates based on current demographic and sentencing policy trends.

The first major error lies in the demographic data used by FWHH. FWHH relied upon a Marin planning study completed prior to 1980 to estimate the effects of demographics on arrest and booking trends. This study projected a 23 percent growth in the county from 1985-2000 which allowed FWHH to assume continued increases in arrests, bookings, and commitments.

Two problems arise from FWHH's demographic assumptions. First, more accurate data are available from the Marin County Planning Commission which provides the county with official demographic projections. The Planning Commission's projections for the entire county are substantially lower than those reported by FWHH (see Table 1).

Second, projections utilizing demographic data are expected to disaggregate their estimates by relevant age, sex, and race categories (see

TABLE 1

COMPARISON OF PROJECTED COUNTY POPULATIONS

	Hughes/Heiss Report*	Marin Planning Commission**	Male Risk Population***
1980	222,568	222,798	39,469
1985	233,895	226,275	40,315
1990	245,221	230,643	37,657
1995	259,554	234,863	34,523
2000	273,887	238,494	30,423
2005	287,003	Not Available	Not Available
2020	Not Available	239,868	25,676
% Change 1985-2000	+23.0%	+6.0%	-36.3%

* Marin County General Plan estimates as reported by HH.

** Official estimates used by Marin Planning Commission or developed by California Department of Finance.

***. Males aged 20-39 years.

Blumstein et al., 1980). It is well known among criminologists that jail and prison populations are disproportionately represented by males aged 18-39 years. In some jurisdictions, race also enters in the demographic trends.

The FWHH projection did not control for these demographic factors. If they had, they would have observed a steady and dramatic decline for the Marin at-risk male population through the year 2020. As Table 1 shows, this group is expected to decline by 36 percent over this time period.

Demographics do not necessarily exert a one-to-one relationship on crime and arrest rates. However, it is well accepted today that the recent decline in crime and arrests is partially attributable to the aging of the at-risk male population. By not taking into account these Marin County trends, FWHH underestimated the recent decline in arrests beginning after 1982 as shown in Table 2. Whereas FWHH assumed an increase in these rates when they, indeed, have declined. Especially noteworthy are declines in felony arrests and misdemeanor DUI arrests. Felony DUI arrests declined through 1983 but then increased in 1984.

This is not to say arrests will continue to decline in the future. Indeed, a recent report from the Bureau of Criminal Statistics (BCS) shows a moderate upturn in reported crime for the first time since 1982. However, these demographic trends, at a minimum suggest a much lower and perhaps a flat or slightly declining trend for the future. Such an assumption would reduce the FWHH projections.

The second major methodological weakness in the FWHH projections is its failure to disaggregate its projections by relevant offense groups for both pretrial and sentenced populations. This is especially critical for a jail population like Marin where one specific offense group (DUI offenders) are largely driving the growth in the Honor Farm populations. A more correct

TABLE 2

MARIN COUNTY ARRESTS*

1980 - 1984

Offense Type	1984	1983	1982	1981	1980
Major Felonies					
Robbery	40	53	47	60	63
Assault	160	165	160	215	182
Burglary	259	203	277	224	229
Theft	134	165	195	163	150
Narcotics	392	484	516	413	309
DUI	53	42	47	55	53
Other	129	145	100	122	85
TOTAL Major Felonies	1,167	1,257	1,342	1,252	1,071
Major Misdemeanors					
Assault/Battery	470	456	548	521	566
Petty Theft	618	567	465	393	336
Other Drugs	81	199	202	171	149
Prostitution	89	10	5	9	1
Drunk	1,053	1,006	981	944	823
DUI	3,676	3,727	4,400	4,394	3,021
Traffic	541	807	1,344	1,141	938
TOTAL Major Misdemeanor	6,528	6,772	7,945	7,573	5,834
GRAND TOTAL	7,695	8,029	9,287	8,825	6,905

* Source: Bureau of Criminal Statistics: Marin County Reports, 1980-1984.

projection would disaggregate both the pretrial and sentence population by the dominant offense categories and also include the influence of demographic factors as noted above. Had the model been able to incorporate these factors, the recent drops or leveling off of bookings and commitments would have been "anticipated" and produced more accurate results.

The final source of error lies in FWHH assumptions about length of stay (LOS). In its original report, LOS was assumed at either its recent highest level (for pretrial felons) or assumed to continue to increase over the next decade (sentenced commitments). What should be used is the most current practices, as now operating in Marin. Only after actual changes in LOS which differ from current practices are observed, should higher or lower LOS rates be inserted into a projection model.

These three methodological weaknesses have produced the level of error in projections as shown in Table 3*. Note that the actual trends for Marin are not linear as assumed by FWHH. Instead, there appears to have been a peaking phenomenon which must be driven by the flattening curve of bookings and commitments. Also, given the relatively short nature of jail LOS, there may well be a flattening of LOS for the dominant offense categories for both sentenced and pretrial inmates.

In Appendix C and at the request of the Jail Planning Committee, an alternative projection model is presented which can be readily applied to Marin assuming adequate data are collected and inserted into the model. This alternative projection methodology will provide the county with a more accurate estimate of future growth given current criminal justice policies and demographic trends.

* Further error is caused by arbitrarily inflating all projection estimates by 15-20 percent.

TABLE 3
COMPARISON OF 1985 PROJECTED
AND 1980-1985 ACTUAL

	Historic Trends ⁽¹⁾					Current	FWHH	
	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1985</u>	<u>1990</u>
Total Bookings	10,586	12,184	11,560	10,808	10,443	10,997 ⁽²⁾	12,554	14,475
Daily Populations								
Main Jail	112	125	124	116	136	127 ⁽³⁾	N/A	N/A
Honor Farm	65	78	106	106	121	121 ⁽³⁾	N/A	N/A
TOTAL	177	203	230	222	257	248 ⁽³⁾	320 ⁽⁴⁾	387 ⁽⁴⁾

(1) As reported by Hughes, Heiss & Associates (1984), pp. 5, 10.

(2) Reflects total bookings from July 1, 1984 - June 30, 1985 per Robert Doyle, Marin Sheriff's Department.

(3) As of September 3, 1985 per Marin Sheriff and Marin Probation Departments.

(4) Reflect inflated estimates which are used for bed expansion recommendations.

However, it should be re-emphasized that the key to "accurate projections" lies not only in the mathematics of the estimates, but also in the arrest, booking, and sentencing policies adopted by Marin's criminal justice agencies. It is these policies, more than demographics, which will determine the size of Marin's inmate population. Demographic and arrest trends presented here clearly show that Marin need not expand its jail capacity to 455 beds by 2005. Instead, by adopting policies which restrict the use of jail to those requiring incarceration based on a public safety criteria alone, the size (and costs) of Marin's incarcerated population could be maintained at lower figure. How much lower will solely depend upon the policies adopted by Marin officials.

2. Related FWHH Findings

The FWHH report also contained some profile data of the Marin County pretrial and Honor Farm inmates based on one-day samples. Their findings generally support the findings of the Marin County Jail Study Group. They found a preponderance of alcohol-related offenders. The FWHH study also noted that there were many misdemeanants in the pretrial population and a high proportion of sentenced inmates in the Marin jail. It was reported that DUI's comprised almost half the population of the Honor Camp. The FWHH report noted the relatively long sentences for sentenced inmates that averaged 253.5 days for felons and 179.6 days for misdemeanants. They also noted that 41 percent of the pretrial population possessed warrants from other jurisdictions.

The FWHH study examined existing pretrial and post-sentencing alternatives to incarceration. They concluded that Marin County possessed an aggressive and successful pretrial release program. This finding was illustrated by a case-by-case analysis of persons not released via available pretrial options. This residual jail population was found to possess many

priors, to lack local community ties and have outstanding warrants. By contrast FWHH asserted that Marin County could expand its existing post-sentencing options by establishing a work program in lieu of housing weekenders and a work program in lieu of incarceration for selected convicted misdemeanants. FWHH suggested that these programs be targeted for non-violent misdemeanants serving 30 days or less.

The analysis of alternatives contained within the FWHH report is extremely limited. While they performed a useful analysis of the existing pretrial and post-sentencing options, FWHH failed to examine the impact of other possible pretrial release strategies such as supervised release, third-party custody or a county bail fund. Similarly, the FWHH discussion of post-sentencing alternatives is largely confined to existing Marin programs. The FWHH study took existing eligibility criteria as fixed rather than challenging Marin officials with the potential for other programs and/or selection standards.

D. THE EHRENKRANTZ GROUP STUDY

In March of 1985 Marin officials received yet another study commissioned by them to review the status of the jail and Honor Farm. This report produced by The Ehrenkrantz Group (TEG) contained a survey of jail intake, an analysis of classification needs and a review of existing alternatives to incarceration.

The TEG drew a 100 percent sample of all individuals booked into the Marin jail during a designated three week period. Data were collected on offense information, method of release and demographic information. The study findings are virtually identical to earlier work conducted by the Jail Study Group and FWHH. TEG reported that 73.3 percent of jail bookings are released within the first eight hours of confinement. Almost 93 percent were released

within the first week of custody. It was found that PTA accounted for 46.7 percent of all releases, another 27.1 percent of bookings were released via financial mechanism, and 6.2 percent were released on OR.

Similar to previous studies, TEG found that over half (52.0 percent) of jail entries were for alcohol related offenses. Another 20.3 percent were booked for non-alcohol related misdemeanors and 16.1 percent of the bookings were charged with felonies. TEG found that length of pretrial jail stay was related to the seriousness of booking offenses. Citation release led to the fastest releases whereas OR releases took somewhat longer. However, 53 percent of OR releases were discharged in 8 hours. Persons transferred to other facilities or law enforcement agencies remained in custody for 4-7 days prior to their release. TEG used these data to suggest certain design features in the new jail discussed by Marin officials.

The next phase of the TEG study examined classification needs and related bedspace implications. TEG created a classification planning committee consisting of jail staff. This committee identified risk factors to be incorporated in a jail screening instrument. This classification instrument was then used to "reclassify" the existing population at the jail and Honor Farm. It was found that 41.2 percent of the inmates required minimum security. An additional 38.5 percent were designated as requiring housing in the general population. The remaining groups were scored as needing special housing based on medical psychological or behavior problems. Perhaps most interesting in this classification analysis is the high proportion of jail and Honor Farm inmates requiring minimum custody. This latter group seems a prime group for expansion of alternatives to incarceration programs.

TEG examined existing Marin alternative programs. They concluded that Marin uses a wide variety of alternatives and that Marin officials make

serious efforts to control crowding at the jail and Honor Farm. TEG mentioned supervised release, third party custody and special programs for alcohol and drug offenders as possible programs for future consideration by Marin officials. TEG proposed a more in-depth analysis of the jail and Honor Farm populations for determining the appropriateness of these programs for Marin County. TEG also recommended that eligibility criteria for current alternatives be regularly reviewed by program administrators to maximize their use. TEG suggested that proposed policy changes be "tested" to determine how expansion of existing alternatives or new programs might change future bed-space projections for the jail and Honor Farm.

E. NCIA PUBLIC SAFETY WITH DECENCY STUDY

The final study reviewed by was conducted by the National Center for Institutions and Alternatives (NCIA). The study was commissioned by the San Francisco Foundation on behalf of the Marin Community Justice Planning Group. NCIA reviewed previous studies, interviewed local officials and conducted observations of the Marin criminal justice process at several decision points. NCIA also conducted a large number of structured and open-ended interviews with inmates at the jail and Honor Farm. The data collection focused on processes, people and programs comprising the current Marin criminal justice system. NCIA took the following viewpoint:

Clearly, if the criminal justice process is seen as fixed, the people in it as fitting a single mode (e.g., offense) and the existing programs as exhaustive, one can plan jail space needs on relatively simple population projections. We took a different view in this study. We examined whether these premises which would lead unequivocally to growing jail space projections might be re-thought and give rise to alternative actions (NCIA, 985, Executive Summary, p.3).

Unlike previous studies, NCIA relied on more humanistic research methods. The NCIA report contains historical material, detailed portraits of individual jail inmates and fascinating vignettes. This use of qualitative methodology

is in stark contrast to the exclusively quantitative approaches of previous studies. Given the limitations of the available quantitative data, the NCIA qualitative data provides an important "fleshing out" of the existing statistics.

NCIA concluded that the Marin could reduce its jail population by at least 45 percent by (1) implementing minor changes in the policies of existing programs and (2) instituting a series of new programs. NCIA also asserted that the Honor Farm inmate population would be lowered by 40 percent through similar actions. The NCIA report asserted that Marin's jail and Honor Farm were being inappropriately used to manage a range of social and individual problems that "decency" would demand be handled by other public and private social service agencies.

The NCIA report found that felons, misdemeanants with holds, and alcohol-related offenders dominated the pretrial and sentenced population. Further, NCIA found that half of pretrial detainees had their bail set at less than \$5,000. Even those inmates with holds from other jurisdictions were facing warrants with less than \$5,000 bail -- in some cases as low as \$200. NCIA reported that almost 70 percent of Honor Farm inmates were there on offenses related to drunk driving or driving with suspended licenses.

NCIA also examined existing Marin alternative programs. They concluded that current programs have overly restrictive eligibility criteria. Further, some existing programs possess disincentives for inmates or overly cumbersome administrative procedures. NCIA offered a wide range of recommended adjustments for existing programs to augment their impact on reducing jail and Honor Farm populations.

NCIA offered a list of proposed new programs to be considered by Marin officials. These ranged from client specific planning to electronic

monitoring of selected offenders. NCIA delineated how a pretrial services agency and other intensive supervision models could safely manage in the community many current jail and Honor Farm inmates. NCIA strongly urged the implementation of a DUI/DWI program focusing on chronic alcoholics who are continually jailed but whose underlying problems go untreated.

The primary problem with the NCIA report is the lack of precise numbers associated with each of its proposed alternatives. It is not clear from the report how NCIA derived its numbers on the possible 45 percent and 40 percent reductions in the populations of the jail and Honor Farm. Moreover, NCIA did not supply specific numbers to allow judgements about the relative cost-effectiveness of the excellent new program models they suggested. Further, it would have been helpful to have profiles of the types of inmates most suitable to each proposed alternative program. Despite these limitations, the NCIA Study performed an innovative assessment of current Marin alternative programs and offered many humanistic insights into plausible remedies.

F. CONCLUSIONS

- Compared to most jurisdictions, Marin County has a wealth of data on its pretrial and sentenced populations resulting from a number of independent consultant studies.
- Despite these studies, Marin still lacks a comprehensive data system which can track inmates through the pretrial and sentenced facilities.
- Specifically, the county needs a data system which contains admission, classification, court disposition, sentencing, and release files to monitor population movement and to project future populations.
- Due to inadequate data base, current methods for projecting the Marin jail populations are inadequate. The current projections are excessive. A more sophisticated model using correct demographic and inmate data is required.
- Marin already has an aggressive misdemeanor pretrial release program. No additional recommendations are made in this area.

- The two principal pretrial populations driving population growth are defendants with warrants/holds and felony bookings, unable to secure OR or bail.
- The sentenced (Honor Farm) population is principally being driven by more DUI offenders being sentenced to longer jail terms.
- Alternative programs should narrowly focus on the above two target populations to ease the current extent of crowding.

CHAPTER 3

ANALYSIS OF FELON PRETRIAL AND SENTENCED DUI POPULATIONS

A. INTRODUCTION

NCCD's review of previous studies in Chapter 2 highlighted the need to focus on two populations: felony bookings and sentenced DUI offenders. Both of these populations represent the greatest proportion of the resident pretrial and sentenced populations, and are likely to have the greatest influence on future population growth. Consequently, for both target populations, an intensive statistical analysis was done describing the inmate's personal, criminal, and current detention status characteristics. These profiles are then used in the final chapter to recommend programs and policies which could directly impact how long these defendants and offenders are incarcerated within the Marin detention system.

B. PRETRIAL FELONY BOOKINGS

According to recent data provided by the Marin Sheriff's Department, approximately 45 unsentenced felon inmates without holds or warrants were in the jail on July 28, 1985. This represents about 60-65 percent of the resident non-warrant unsentenced population (see Hughes, Heiss & Associates, August 15, 1984:15). This population is also believed to be the most difficult population to consider for pretrial release by virtue of their current offense and/or prior criminal history.

To better describe this population, NCCD drew a sample of pretrial felony bookings purposely skewed toward those who were not released within three days of initial booking. The intent was to focus on those felony level bookings who could not gain immediate pretrial release through OR or bail.

In developing the sampling scheme, we first analyzed the frequency of pretrial booking by offense type for October 1984 and February 1985 as shown in Table 4. We used October's bookings to develop a sampling strategy which

TABLE 4
JAIL BOOKINGS LESS COURT COMMITMENTS
October 1984 and February 1985

	Oct.	Feb.	Annualized	Percent
Total Bookings (Excludes Court Commitments)	793	858	9,906	100.0%
Total Felony Bookings	161	160	1,926	19.5%
Felony Bookings (LOS Greater Than 3 Days)	51	60	666	6.7%

were already available to the researchers at the beginning of the study. February 1985 was the month we actually drew our study sample from. If these numbers were adjusted to represent annual rates there would be 9,516 bookings with 1,932 felony bookings and 612 felony bookings staying more than three days in detention. These estimates are quite similar to actual rates reported by Hughes, Heiss & Associates (August 15, 1984:4).

To construct the study sample of pretrial felony bookings we sampled from the booking log all felony cases where release had not occur within three days for the months of January and February. We terminated sampling when we had identified 40 such felony cases. We also included a small sample of 10 felony bookings who were released within three days for comparative purposes.*

* We actually drew 65 cases but found it difficult to locate all the relevant court, criminal history, and booking data within a four week period. A larger sample, of course, would have been preferred but the length of the study (60 days) restricted a massive sampling effort.

Descriptive data on the felony bookings are presented in Table 5 and are separated by all 50 sampled bookings and the 40 released after being detained at least three days. It is the latter group which currently has the greatest potential for reducing the pretrial population given that most defendants are released within one day of booking.

The data are typical of most felony pretrial populations NCCD has analyzed previously in other studies of pretrial release both here in California and nationally. The charges are principally property crimes and involve multiple charges per case. Most defendants have a well established arrest history, have been sentenced to jail previously, but have not served prison terms. A significant proportion (16.3%) has a history of mental health commitments.

In terms of personal characteristics, most defendants are male, unmarried, white (but disproportionately Black/Hispanic), and unemployed. They are long-term residents of California and Marin County. Almost one fourth required medical services or were intoxicated at booking.

If one contrasts those felony defendants released within three days versus the total sampled one can see a rather clear pattern emerging. Those unable to secure release tend to have the following characteristics:

- charged with more serious crime
- have more extensive criminal histories
- higher bail amounts

We then analyzed the criminal case characteristics of only those offenders unable to secure release within three days (N=40). We were principally interested in monitoring how the number and type of charges were modified from booking to release and final disposition (Table 5).

TABLE 5
CHARACTERISTICS OF FELONY BOOKINGS
(January-February, 1985)

Background Characteristics	All Cases (N=50)	Detained More than 3 Days (N=40)	Detained 3 Days or Less (N=10)
Arresting Agency			
San Rafael P.D.	31.2%	34.2%	20.0%
Sheriff	18.8	18.4	20.0
Twin Cities P.D.	18.8	13.2	40.0
Mill Valley P.D.	10.4	13.2	0.0
Other	20.8	21.0	20.0
Primary Charge at Booking	(N=50)	(N=40)	(N=10)
Crimes Against Person	18.0	20.0	10.0
Rape	2.0	2.5	0.0
Robbery	4.0	5.0	0.0
Aggravated Assault/Battery	8.0	10.0	0.0
Kidnapping	2.0	2.5	0.0
Other vs. Person	2.0	0.0	10.0
Crimes Against Property	64.0	62.5	70.0
Burglary	30.0	30.0	30.0
Theft/Forgery/Embezzlement	4.0	15.0	20.0
Auto Theft	8.0	5.0	20.0
Stolen Property	6.0	7.5	0.0
Vandalism	2.0	2.5	0.0
Arson	2.0	2.5	0.0
Drugs	16.0	17.5	10.0
Sale	8.0	10.0	0.0
Possession	8.0	7.5	10.0
Other Crime	2.0	0.0	10.0
Total Charge at Booking	(N=50)	(N=40)	(N=10)
One	36.0	40.0	20.0
Two	34.0	32.5	40.0
Three or More	30.0	27.5	40.0
Prior Misdemeanor Arrests*	(N=46)	(N=37)	(N=9)
None	45.7	35.1	88.9
One	13.0	16.2	0.0
Two	10.9	10.8	11.1
Three	17.4	21.6	0.0
Four or More	13.0	16.2	0.0
Prior Misdemeanor Conviction*	(N=46)	(N=37)	(N=9)
None	60.9	54.1	88.9
One	26.1	29.7	11.1
Two or More	13.0	16.2	0.0

* There are cases with missing data which are not included.

<u>Background Characteristics</u>	<u>All Cases</u>	<u>Detained More Than 3 Days</u>	<u>Detained 3 Days or Less</u>
Prior Felony Arrests*	(N=46)	(N=37)	(N=9)
None	34.9	24.3	77.8
One	4.3	5.4	0.0
Two	13.0	16.2	0.0
Three	10.9	13.5	0.0
Four or More	36.9	40.6	22.2
Prior Felony Convictions*	(N=46)	(N=37)	(N=9)
None	54.3	45.9	88.9
One	17.4	21.6	0.0
Two	8.7	8.1	22.2
Three or More	19.6	24.4	0.0
Prior Jail Sentences*	(N=46)	(N=37)	(N=9)
	41.3	48.7	11.1
Prior Prison Sentences*	10.9	13.6	0.0
Prior Mental Health Commitments*	13.1	16.3	0.0
Sex-Male	(N=50) 82.0	(N=10) 87.5	(N=9) 60.0
Median Age*	(N=47) 23.5 years	(N=37) 32.0 years	(N=10) 20.5 years
Marital Status	(N=47)	(N=39)	(N=8)
Single	57.4	59.0	50.0
Married	19.1	20.5	12.5
Divorced	17.0	15.4	25.0
Other (Separated/Widowed)	6.5	5.1	12.5
Ethnicity	(N=50)	(N=40)	(N=10)
White	60.0	57.5	70.0
Black	26.0	27.5	20.0
Hispanic/Latin	12.0	12.5	10.0
Cuban	2.0	2.5	0.0
Education*	(N=44)	(N=36)	(N=10)
Less than High School	29.5	30.6	25.0
High School	38.6	36.1	50.0
College	31.8	33.3	25.0
Unemployed at Booking*	(N=46) 52.2	(N=38) 52.6	(N=8) 50.0
Median Length of County Residence*	(N=39) 6.5 years	(N=33) 7.0 years	(N=6) 3.5 years
Median Length of State Residence*	(N=45) 21.0 years	(N=37) 21.0 years	(N=8) 14.9 years
Phone at Residence*	(N=34) 70.6%	(N=28) 64.3%	(N=6) 100.0%

* There are cases with missing data which are not included.

<u>Background Characteristics</u>	<u>All Cases</u>	<u>Detained More Than 3 Days</u>	<u>Detained 3 Days or Less</u>
	(N=49)	(N=40)	(N=9)
Under Doctors Care at Intake?*	16.3	17.5	11.1
	(N=49)	(N=40)	(N=9)
Requires Medical Services at Intake?*	20.4	20.0	22.2
	(N=48)	(N=39)	(N=9)
Intoxicated at Intake*	22.9	23.1	22.2
	(N=49)	(N=39)	(N=10)
Mean Bail Amount at Booking*	\$5,663	\$6,500	\$2,600
	(N=49)	(N=39)	(N=10)
Median Bail Amount at Booking*	\$1,000	\$1,500	\$1,000
	(N=50)	(N=40)	(N=10)
Mean Cash on Defendant at Booking*	\$26.46	\$13.55	\$78.10
	(N=50)	(N=40)	(N=10)
Median Cash on Defendant at Booking	\$0.50	\$0.00	\$7.50
	(N=50)	(N=40)	(N=10)
Mean Length of Detention	22.1 days	27.4 days	0.90 days
Method of Pretrial Release	(N=50)	(N=40)	(N=10)
Case Disposed	22.0%	27.5%	0.0
Bail	22.0	20.0	30.0
10% Bail	6.0	7.5	0.0
O.R.	18.0	15.0	30.0
Case transferred	6.0	7.5	0.0
Other	26.0	22.5	40.0

As shown in Table 6, both the total number and severity of charges decrease over time. At booking, only 18.7 percent of the 75 total charges representing the three most severe offenses are misdemeanor level offenses. By final disposition, the number of charges have shrunk to 66 and almost one half are classified as misdemeanors. One assumes the downward trend in total charges and felony classification reflect plea bargaining or a problem with overcharging at booking by law enforcement. Whatever the reasons, this trend has clear implications for pretrial release as it is more difficult to secure release if charged at the felony level. Specifically, felon charges preclude sheriff OR as well as 10 percent bail deposit with the exception of drug related crimes.

Also included in Table 6 are the final dispositions of these same felony detainees. The most significant finding here is that 17.5 percent eventually have their charges dropped or dismissed and only a small percent are sentenced to state prison. The vast majority are returned to the community generally under the supervision of probation. These results are consistent with other California counties (see BCS, June, 1985: Outlook).

In terms of the impact of these cases on the pretrial population, one can use these data to estimate how many beds or inmate years the felony bookings are consuming. Using the numbers in Table 3, one can conservatively project a total of 600 felony bookings per year who are not released within three days. Since their average LOS is 27 days, their annualized impact can be calculated as follows:

$$600 \text{ Admissions} \times 27/365 \text{ Days} = 44.4 \text{ beds}$$

If the average LOS could be reduced to 15 days, then the pretrial population could be reduced by 20 beds.

$$600 \text{ Admissions} \times 15/365 \text{ Days} = 24.7 \text{ beds}$$

TABLE 6
CRIMINAL CASE CHARACTERISTICS AT
BOOKING AND PRETRIAL RELEASE
FOR DEFENDANTS DETAINED MORE THAN 3 DAYS

	Booking	Release	Disposition
	(N=40)	(N=40)	(N=34)
Number of Top Three Severist Charges	75	67	66
Type of Charges (Top Three Severist Charges)			
Felony Crimes Against Persons	12.0%	11.9%	12.1%
Felony Crimes Against Property	44.0	35.9	21.2
Felony Drug Crimes	13.3	14.9	15.2
Other Felony Crimes	12.0	1.5	3.0
Misdemeanor Crimes and Infractions	18.7	35.8	48.5
Rates of All Charges/Case	1.87	1.68	1.29

Final Court Disposition
(N=40)

	<u>N</u>	<u>Percent</u>
Not Charged/Dismissed	8	20.0
Jail with Probation	17	42.5
Straight Probation	2	5.0
Straight Jail	6	15.0
Prison	1	2.5
Diversion	2	5.0
Fine	1	2.5
Cases Pending	3	7.5

* Some cases have no charges at pretrial release because all charges were either dropped or dismissed.

** Some cases were still pending when data was collected, therefore, some cases are missing disposition data.

Similar manipulations and cost savings could be achieved by manipulating the projected admission numbers. All of this is to illustrate that policy decisions on the processing of felony bookings will have much to do with the size of the jail's pretrial population.

C. DUI SENTENCED POPULATION

Persons convicted of DUI are increasingly being sentenced to jail and for longer periods of imprisonment. Collectively, they now represent almost 50 percent of the entire sentenced population at the Honor Farm. And, it is anticipated that their numbers will continue to grow.

From a management perspective, DUI offenders represent a unique inmate population. They tend not to be criminal in a traditional sense, but frequently have a severe drinking problem. Their security/custody needs are generally viewed as minimal. More significantly, while operating a motor vehicle, they represent a real danger to public safety. The tragedies resulting from drunk drivers are all too familiar to all of us.

In this section the relevant characteristics of these DUI offenders are presented. Data were collected on a sample of 60 of the approximately 85 DUIs residing at the Honor Farm during July, 1985. This is not an intake population and thus tends to capture those DUIs with the longer sentences. Nevertheless, the sample reflects the "typical" DUI now occupying a large share of available Honor Farm beds.

Table 7 summarizes the primary personal, criminal, and sentencing characteristics of this population. Compared to the pretrial felony intake population, there are some interesting differences in their social characteristics.

- male (100 percent)
- median age of 34 years
- unmarried (88 percent)
- white (87 percent)

TABLE 7
CHARACTERISTICS OF DUI POPULATION
STOCK POPULATION - JULY, 1985

<u>Background Characteristics</u>		<u>Percent</u>
		(N=60)
Male		100.0
Median Age*		(N=59) 34.0
Marital Status*		(N=59)
Single		45.8
Married		22.0
Separated		10.2
Divorced		18.6
Widowed		3.4
Ethnic Status		(N=60)
White		86.7
Black		6.7
Hispanic/Latin		6.7
Education Level		(N=50)
Less than High School		10.0
High School		38.0
College		52.0
Unemployed at Admission		(N=58) 20.7
Residence at Admission		(N=60)
San Rafael		23.3
Novato		18.3
Other Marin Cities		30.0
San Francisco		8.3
Other Bay Area Cities or All Points		20.0
	<u>County</u>	
Median Length of County Residence	(N=57)	15.0 years
Median Length of state Residence	(N=56)	23.0 years
History of Hepatitis	(N=57)	10.5
History of Heart Ailments	"	5.3
History of Epileptic Seizures	"	5.3
History of High Blood Pressure	"	14.0
History of Psychiatric Treatment	"	8.8
Disabled	"	26.3

* There are some cases with missing data which are not included.

<u>Background Characteristics</u>	<u>Percent</u>
Participating at Honor Farm in	(N=60)
Alcohol Awareness	31.7
AA	23.3
Narcotic Anonymous	6.7
Work Furlough	51.7
At Least One Alcohol/Drug Program	36.7
Major/Formal Disciplinary Reports (Current Stay)	(N=60)
None	81.7
One	13.3
Two or More	5.0
Prior Honor Farm Sentences	(N=60)
None	40.0
One	18.3
Two	10.0
Three	8.3
Four	11.7
Five or More	11.7
Prior Escapes	(N=60)
	3.3
Prior DUI Convictions*	(N=55)
None	7.3
One	14.5
Two	27.3
Three	34.5
Four or More	16.4
Mean Projected Length of Stay	(N=60)
	150 days
Mean Time Sentenced to Probation	(N=60)
	635 days

* There are cases with data missing which are not included.

- high school or college educated (90 percent)
- employed (79.3 percent)
- residents of Marin County (72 percent)

A surprising number are labelled as physically disabled (26 percent) which may be related to their drinking problem especially for younger, unemployed, and single males. Another 14 percent report to have high blood pressure.

These DUIs are projected to serve an average of 150 days at the Honor Farm (includes all expected forms of good conduct and early release credits) and then an additional 635 days on probation. In total, this means they will be under the jurisdiction of the court for over two years and some for much longer (up to five years) at the Honor Farm.

These inmates are not first-time offenders. 60 percent have been sentenced to the Honor Farm previously and 93 percent have at least one prior DUI conviction. They are not disciplinary problems nor escape risks. About half are participating in Work Furlough, but less than a third are enrolled in an alcohol treatment/counselling program at the Honor Farm. A separate cross-tabulation was also done to determine what percent of the DUI's are in at least one of the three alcohol/drug treatment programs. Our analysis found that only 37 percent are participating in at least one program.

In summary, this is a unique population with unique security and programmatic needs. They are rapidly becoming the dominant sentenced inmate group and can be expected to continue to grow in numbers if criminal justice policies toward DUI offenders remain constant. In the final chapter an experimental residential program is proposed to offer an alternative means for dealing with the DUI which will also help alleviate the potential for crowding in the future.

CHAPTER 4

IV. INTERVIEWS WITH KEY POLICY MAKERS

A. INTRODUCTION

Structured interviews were carried out with key policy makers and select program managers in Marin. The primary objective of the interviewing phase was to test the programmatic and political feasibility of implementing certain policies and programs relating to the areas of: outstanding warrants, DUI's , supervised pretrial release, work furlough and AOWP. The interviews were also an effective way to open a dialogue and provide respondents with the opportunity to express their views and suggestions on the issue of overcrowding.

The key individuals to be interviewed were identified by the Office of the Criminal Justice Coordinator. Although the municipal and superior court judges need to be involved in this decision process, it was decided that these two groups would be approached after concrete program recommendations were developed. See Appendix A for the list of interviewees.

B. SUMMARY OF RESPONSES

Responses to each questions will be briefly summarized in this section. The data are presented in questionnaire format.

- 1a. Outstanding warrants of other counties, sometimes called foreign warrants, may be contributing to Marin's jail population problem. Is it an area Marin would be willing to explore to impact the pretrial population? Probe.

We found that everyone interviewed was open to exploring alternative ways to handle foreign warrants. If the person was being held for a misdemeanor, it was suggested that s/he be released on Own Recognizance immediately. Another option (for those who can afford it) is to set the bail at the size of the fine in the other county and have the individual forfeit the bail. Several persons expressed the opinion that foreign warrant holds are not a

real problem because Marin has an equal number of people being held in other counties.

2a. To what extent do DUI bookings contribute to pretrial crowding?

Since a "drunk tank" is used for the 4-6 hour stays, most felt that DUI's do not contribute to jail bed over-crowding but do add to the confusion. Concern was expressed that the current situation could lead to possible lawsuits.

2b. Rather than booking DUI's and Drunk in Public cases at the jail and holding them up to 6 hours, what other options can you suggest?

As long as the person was non-violent, the consensus was to provide an alternative setting with a treatment component for both DUI's and 647f's (drunk in public). Some concern was expressed regarding the costs of a detox center and a duplicate booking system. It was also suggested that Marin consider releasing DUI's to the custody of a friend.

2c. Are you aware of any other counties that may have innovative methods for handling DUI's? What do you know about their programs?

Contra Costa and Ventura were mentioned as new generation jails with separate areas for those intoxicated. Apparently King County, Washington, releases DUI's to sober passengers or relatives. San Francisco was mentioned but with no program specifics.

3. We are interested in exploring the option of supervised pretrial release for felony cases, which is similar to the program used in Sacramento. Individuals who have been in jail for 3 days would receive a thorough background check to help to determine whether or not they should be considered for this program. A screening judge would make the decision on whether or not the individual represents a good risk to release. SPR entails one face-to-face contact and two telephone contacts per week for the initial 30-day period with a reduce number later. Assuming adequate resources were available,

a) Do you feel it would be a viable option for Marin?

In general, members of the Jail Policy & Planning Committee did not support the idea of "supervised pretrial release" per se. However, options such as Sacramento's program with no supervision, modified OR, or third party release received considerable support. The other interviewees not on the JPPC were more favorable toward SPR. The establishment of a Pretrial Agency to deal with all pretrial cases was also suggested.

The latter part of the question dealt with the location for such a program and the anticipated attitudes of the judges. The general agreement was that pretrial release options should either be run by probation or by a private organization with the support of probation. Judicial support was anticipated.

4a. Marin currently uses a work furlough system at the honor farm. Since these individuals work in the community during the day and only sleep at the honor farm, can you suggest a more cost-effective alternative? Examples?

The question generated mixed responses. Generally people felt that the reason to keep work furlough people sleeping at the honor farm was for the punishment aspect and not the safety argument. Fines and restitution were mentioned. Suggestions from JPPC members included curtailing sentences and placing a sizeable portion of work furlough participants on supervised probation.

4b. Do you believe the use of electronic beeper bracelets for home detention would be an acceptable alternative?

The use of electronic beeper bracelets for home detention was not an acceptable alternative to the majority interviewed.

4c. What about telephone call-in supervision?

Telephone call-in supervision was also not considered a feasible alternative.

- 5a. The AOWP program is basically a restitution program that consists of community service. Currently people prefer to serve their time at the honor farm rather than applying for community service. Have you any suggestions for how this program could be made more attractive to the sentenced population?

The county has made a couple of positive changes to improve the attractiveness of the AOWP since this study began. For example, the \$6.00 fee has been waived and adequate credit is being given for time served.

There was a consensus that more night and weekend projects are needed as well as more supervision resources.

6. Are there any current alternative programs in Marin which you would like to see expanded?

The AOWP was the program most frequently mentioned as an alternative which people would like to see expanded.

7. Have you any other suggestions or comments regarding Marin County's jail overcrowding problem?

Many previous answers were repeated in this section with a few exceptions which shall be noted:

- It was suggested that a person be given good time credit for working on his/her problem (e.g., alcoholism, drugs, etc.).
- Consider impounding the car rather than the person for DUI offenses.

The final question asked for names of other individuals NCCD should consider interviewing for this study.

Overall, those interviewed were extremely open to exploring all alternatives to incarceration. Some general attitudes which the questionnaire revealed were:

- Pretrial release options for non-violent felons were quite acceptable.
- Treatment and special treatment facilities for alcohol related offenders received strong support.
- More economical alternatives, such as intensive supervised probation, should be instituted with regard to individuals on work furlough.

CHAPTER 5

PROGRAM RECOMMENDATIONS

A. SUPERVISED PRETRIAL RELEASE PROGRAM RECOMMENDATION

Data presented in this report show that over 70 percent of the resident (or stock) population housed at the jail are felony pretrial detainees arrested for felony crimes. In Section III we estimated that 20.3 percent of all bookings fall within this classification. We further estimated that 6.4 percent of all bookings are felons who fail to gain release within 3 days. This group alone is occupying approximately 45 beds per year. Clearly, it is this group which has much to do with the size and extent of pretrial population growth for Marin county in the immediate and long-term future.

The nature of charges facing these defendants and their prior criminal history suggests that not all are appropriate candidates for release, but the majority represent good risks. We base this upon the final court dispositions of these cases showing 45 percent are returned to the community on probation and another 17.5 percent have their charges dropped or dismissed by the court. We also know from prior studies of felony pretrial release (Lazar; 1981; NCCD, 1974; NCCD, 1983; and NCCD, 1984) that felony charged defendants represent the best risks in terms of Failure to Appear (FTA) Fugitives, and pretrial arrest.

Most recently, the NCCD national evaluation of Felony Supervised Pretrial Release (SPR) found that SPR could control the pretrial population without adversely affecting public safety as measured by FTA and pretrial arrest rates. This program was also targeted at defendants charged with felony crimes who were unable to gain release through traditional means after several (at least three) days of detention. After careful screening, these defendants were released under close supervision (one face-to-face and two phone contacts per week). The results were that over 90 percent of these released defendants

appeared for all of their scheduled appearances and were not re-arrested while under pretrial release status.

Table 8 compares the characteristics of the SPR participants from the national study with the Marin felony bookings detained more than three days. On the whole they are similar with the following exceptions:

1. SPR participants were charged with fewer but more serious crimes.
2. SPR participants had fewer arrests, convictions, jail, and prison sentences.
3. SPR participants were younger, less likely to be white, and had shorter lengths of residency in the county.

Bear in mind that the SPR characteristics did not represent all felony bookings but only those approved by the court for release. Yet, the overall impression is that Marin's felony bookings appear sufficiently similar to assume that similarly low FTA and pretrial arrest rates could be achieved by a Marin SPR program.

For all of the above reasons, a more comprehensive pretrial program focused principally on detained felons unable to gain initial release is being recommended. Such a program would have the following components:

1. Systematic screening of all detained felony and misdemeanor defendants denied initial release via PTA/OR/or Bail.
2. Provision of intensive supervision to defendants screened and recommended for release by the court.
3. Experimental testing of pretrial release for defendants denied initial release using a privately funded bail system (optional).

The specific details on the focus, structure, costs, and impact of this expanded pretrial program are presented below:

Component 1: Screening of Felony and Misdemeanor Defendants Not Released Within 3 Days

The probation department already has PTA/OR screeners in the jail during peak booking hours who make recommendations for OR and PTA. If the court does not grant OR, then these cases are likely to remain in custody on the average an additional 27 days or until case disposition or bail is raised.

TABLE 8
COMPARISON OF SPR AND MARIN FELONY BOOKINGS

Background Characteristic	SPR (N=1,668)	Marin (N=40)
Total Charges at Booking		
One	50.2%	40.0%
Two	26.9%	32.5%
Three or more	22.9%	27.5%
Type of Primary Charge		
Crime Against Persons	30.2%	20.0%
Crimes Against Property	45.6%	62.5%
Drugs	10.1%	17.5%
Other	14.1%	0.0%
Median Bail Amount	\$2,000	\$1,500
No Prior Misdemeanor Arrests	45%	35%
No Prior Misdemeanor Convictions	63%	54%
No Prior Felony Arrests	54%	24%
No Prior Felony Convictions	77%	46%
No Prior Jail Sentences	76%	51%
No Prior Prison Terms	90%	86%
Background Characteristics		
Median Age	25 years	32 years
Married	11%	21%
Ethnicity		
White	25%	58%
Black	49%	28%
Other	26%	15%
Unemployed	52%	53%
Median Length of Residence	1 Year	7 Years
Telephone at Residence	68%	64%

This recommendation would require a second review for all misdemeanor and felony defendants rejected for initial release and who have been detained at least three days. We are including detained misdemeanors as a small proportion of all misdemeanor bookings which remain in custody for extended periods of time for unknown or a variety of reasons. These cases should not be excluded from the SPR program by virtue of their charge level, especially in view of the already observed phenomenon of charge reduction. On an annual basis this could represent an additional 600 screening reports to be completed by staff or 50 reports per month.

In terms of screening procedures, the following criteria for screening and release should be followed:

1. Only defendants who are ineligible or unable to gain pretrial release through other traditional release mechanisms should be screened. This would generally represent felony level defendants but could also include misdemeanors as well.
2. Screening should not begin until after charges are filed and initial bail or arraignment hearings are completed. As a rule, defendants should have been in custody for at least three days prior to screening.
3. As part of the screening process, interviewers should have secured an official criminal history record prior to screening which includes a history of previous FTAs.
4. At a minimum the following defendant characteristics should be considered in determining both release suitability as well as supervision level.
 - a. Severity of Current Offense
 - b. Number of Prior Felony Arrests
 - c. Type of Prior Felony Arrests
 - d. Number of Prior Drug Commitments
 - e. Telephone At Defendant's Residence
 - f. Utility Payments By Defendant

At the completion of this screening process, a decision will be made by program staff to make one of the four following recommendations:

1. Retain in Custody - Release Not Recommended
2. Release to Traditional OR
3. Release to SPR
4. Release Via Private Bail or reconsider for lower bail

Recommendations embodied in a brief but formal report (1-2 pages) would then be submitted to the court for review and action.

Component 2: Intensive Supervision for Released Felony Defendants

For those defendants recommended and granted OR release by the court, special conditions would be imposed and monitored to minimize the possibility that the defendant (1) does not FTA or flee the jurisdiction or (2) becomes involved in additional crimes while on release status. The minimum standards for supervision would be as follows:

1. During the first 30 days of pretrial release the defendants should receive a minimum of one face-to-face plus two phone contacts per week.
2. After the first 30 days, supervision can be adjusted downward to a minimum of one phone contact per week at the discretion of staff and with optional face-to-face contacts.
3. The level of supervision should be increased moderately prior to sentencing.
4. Social services are optional and should be reserved for those cases in greatest need.
5. Caseloads should not exceed 25 defendants per caseworker. At the outset, we would recommend a ceiling of 15 defendants per caseworker.

Defendants failing to abide by these supervision standards would have their pretrial release status revoked if so recommended by program staff and ordered by the court. Furthermore, the defendant's behavior while under supervised release can be incorporated in the pre-sentence report prior to the court's sentencing decision.

Component 3: Private Bail Fund

The possibility of using a private bail fund was first advanced by NICA in their Public Safety With Decency report. This concept is an innovative

approach also targeted at felony level defendants who are unable to secure release through traditional means. Although NICA makes reference to VERA Institute's experimentation with this concept, NCCD has learned through conversations with VERA that unlike SPR, the private bail fund program has not been tested and is still in the conceptual stage. Many legal, organizational, and funding issues peculiar to California and Marin must be resolved before the concept can be readied for actual field implementation.

Despite these limitations, NCCD does recommend further development and eventual experimentation of the concept at a later date. Within the structure of a pretrial program, a private bail fund would provide an additional mechanism for felony pretrial release along with OR and SPR. Collectively, these mechanisms would supply sufficient means for releasing all felony defendants deemed acceptable by the court and/or pretrial release program staff.

In general, defendants targeted for private bail release would be those screened and recommended by program staff as eligible for OR or SPR but denied release by the court. In practice, this would encourage the use of non-financial release and reduce the potential number of private jail releases to only a very small number of defendants. Such a hierarchy of screening priorities (OR, then SPR, then Private Bail) is recommended given the unknown financial consequences of a private bail program and the likelihood of most eligible felony defendants being granted SPR release status by the court.

In principal, the private bail system would operate similar to AB2 (or 10 percent bail) now available for misdemeanor defendants. Defendants would be required to post 10 percent of their bail with the court. However, defendants could not afford the full 10 percent deposit, the private fund would be used to provide only that portion of the 10 percent for which the defendant could not provide.

For example, a \$5,000 bail set by the court would require a \$500 deposit for release. Assume the defendant was screened and recommended for SPR but was judged ineligible by the court for release. If the pretrial release program staff still recommended release, private bail could be used in lieu of SPR. Note that release via private bail would not preclude the imposition of additional conditions of supervision during the pretrial release status by the pretrial release program.

In this example, the private fund would be used to post the full \$500. If the defendant successfully completes the pretrial supervision period without fleeing the jurisdiction, the original \$200 posted by the defendant would be returned less a marginal service charge. Service charges plus interest earned on the revolving bail fund would be used to replenish the entire private bail fund. These revenues are needed to help offset expenses of operating the program and anticipated payments resulting from bail forfeiture judgments. The actual amount of a service charge would have to be developed based upon projected operating costs and revenues which is beyond the scope of this report. However, it must be lower than current commercial surety bond fees to be competitive.

4. Staffing and Organizational Location

Greater utilization of felony pretrial release assumes a more structured and systematic approach to screening and supervision than presently available. NCCD believes that the numbers projected to be screened, released, and supervised would require no more than three additional staff positions:

- (1) Supervisor/Screeners (Half-Time)
- (2) Caseworker (Full-Time)
- (3) Administrative/Assistant/Typist (Half-Time)

The major remaining issue is organizational location. Given that probation is already involved in PTA/OR screening it would seem appropriate

that one option would be to expand probation's staff to assume the additional screening and supervision tasks associated with the SPR program. There may well be some savings in administrative costs by locating the program within probation which could reduce the full-time administrative position to a 3/4 or 1/2 position. However, for the program to operate effectively, at least one half-time additional screener and a full-time caseworker will be required.

The other organizational option would be to contract with a private organization to perform screening and supervision functions. NCCD's experience in evaluating organizational options for SPR found that using a private non-profit (PNP) would probably be less costly because of lower personnel costs. However, the lower operating costs of a PNP must also be weighted in relation to the influence of a PNP versus a probation department in working with judges who will ultimately determine release.

5. Performance Measures

Accurate information should be retained on all felons screened as well as released to monitor the effectiveness of the progress. During the first year of operations, an evaluation component should be funded to ensure the following performance measures are being realized:

Screening Standards

1. All felony level defendants detained longer than three days are screened by program staff.
2. At least 50 percent of all screened defendants are recommended for either SPR or bail release.
3. Judges grant release in 75 percent of those cases recommended for release.

Supervision Standards

4. A minimum of one face-to-face and two phone contacts are made each week with released defendants.
5. Failure to meet this standard results in prompt notification to the court with a recommendation for revocation.

Outcome Standards

6. The defendant-based appearance rates should approximate 90 percent.
7. The defendant-based pretrial crime rate should not exceed 10 percent.
8. The majority of pretrial crimes committed by SPR defendants while under supervision should be minor property crimes.
9. The defendant-based fugitive rate should not exceed five percent.

6. Projected Impact on Jail Population

Assuming the number of defendants to be screened by this program and the acceptance rates by program staff and the court are reasonable, estimates of how much of this program could reduce the projected jail population can be made as follows:

1. 600 screened cases per year.
2. 50% recommendation rate by program screener or 300 recommended for SPR/year.
3. 75% acceptance rate by court on the staff's recommendation for release or 225 released defendants.
4. 25 days of pretrial detention saved for each case.

Assumptions 1 through 4 collectively result in a potential reduction in the projected pretrial population of 15 beds or:

$$225 \text{ pretrial releases} \times 25/365 \text{ days} = 15 \text{ beds}$$

These estimates will vary, of course, if alternative assumptions are made. However, we would view these as reasonable given the current pretrial population trends in Marin. By the second year of funding, the program could be expanded to accommodate a 25 defendant caseload without adding personnel costs.

7. Cost Savings

The principal costs associated with this program would be operational costs for staffing and administering the expanded pretrial program. Since we do not have direct access to county probation budget data, we will not

estimate the costs of placing the program under probation. This estimate should be done by the probation department itself.

However, we can estimate locating the program within PNP. Table 9 itemizes a proposed budget for such a program if it were to be operated by NCCD. This program budget assumes 600 screenings per year plus an average caseload of 15 defendants. Sufficient phone and travel funds are provided to cover the supervision expenses. We have also include a \$50,000 cost item for a one year evaluation to monitor the progress and impact of the program. If this figure is removed as it should be for subsequent years, the annual program budget would be approximately \$115,000.

In terms of savings to county government, there are two items to consider: (1) reduced jail operating costs and (2) reduced projected new construction costs. With regard to operating costs, the current estimated cost of jail incarceration for FY86 will be \$47 per day. Assuming a 15 person reduction in the pretrial population is produced by this program, the resulting savings would be \$257,325 per year. However, this cost saving estimate is probably not realistic as it assumes an associated reduction of jail staff as the pretrial population declines. This is unlikely as the jail is already overcrowded and staff will be needed even if the population is reduced. It is appropriate, however, if the program reduces the projected size of newly constructed facilities.

A more accurate assumption might be a 20 percent reduction off the \$257,325 figure reflecting savings in food, utilities, supplies, linen, transportation, and overtime costs. This assumption produces a more modest \$51,565 annual savings to the county again assuming only a reduction at the current jail facility.

TABLE 9
12 MONTH SPR PROGRAM BUDGET

	<u>% Time</u>	<u>Salary</u>	<u>Total</u>
A. Personnel			
Screeners/Supervisor	50%	25,000	\$12,500
Caseworker	100%	20,000	20,000
Administrative Asst.	100%	17,500	<u>15,000</u>
			\$47,500
B. Fringe @ .30 of Salary			\$14,250
C. Travel			
1. 15 caseload x 25/mile/week x \$.225/mi.			\$4,388
2. Misc. (Tolls, Parking) @ \$10/week			<u>612</u>
			\$5,000
D. Supplies @ \$100/month			\$1,200
E. Equipment (Wordprocessing, Copier) @ \$100/mo.			\$1,200
F. Contractual			
1. Temporary typing to cover vacation/sick days for Admin. Asst. @ 160 hrs. x \$12.50/hr.			\$ 2,000
2. 1 year evaluation study			<u>50,000</u>
			\$52,000
G. Construction			
H. Other			
1. Postage @ \$200/mo.			\$ 2,400
2. Telephone @ \$300/mo.			3,600
3. Copying @ \$300/mo.			3,600
4. Rent/Utilities @ 500 sq. ft. x \$1.70			<u>10,200</u>
			\$19,800
I. Total Direct Costs			\$140,950
J. Indirect Administrative Costs @ .37 of Salary and Fringe*			\$22,848
		TOTAL COSTS	\$163,798
		LESS EVALUATION COSTS	\$113,798

* Covers accounting and administration costs, required to manage SPR program.

The second source of savings to the county would be reduced construction costs. By implementing an SPR program, 15-25 fewer beds would be built. Assuming a cost of \$50,000 per bed the net savings at the 15 bed level would be \$750,000 if the county did not have to finance the construction program. If financing is required and assuming a 10 percent simple annualized interest rate, the total construction costs would be \$750,000 plus \$2.25 million interest payments or \$3 million. If one then amortizes these costs over a projected 30 year life cycle of the newly constructed beds, the annual construction costs are \$100,000.

Table 10 summarizes all of these estimates and shows that the SPR Program could produce annual savings of \$36,000-\$242,000 depending upon one's cost assumptions. Based upon these figures we believe the expanded Pretrial Release program would help alleviate overcrowding and not produce added long-term costs to the county assuming they proceed with constructing a new facility for pretrial defendants. If no new construction is done, the program obviously will add to the current county expenditures for criminal justice.

B. ALTERNATIVE SENTENCE MODIFICATION/TREATMENT PROGRAM FOR DUI OFFENDERS IN MARIN

This section describes a recommended model for a treatment oriented custody program for DUI offenders as an alternative to traditional placement in Marin County's Honor Farm. The goals of the program are to provide the opportunity for repeat offenders to address and solve their alcohol problem, fulfill the mandatory incarceration demands of the law and the public's, and help relieve jail overcrowding conditions.

It is evident from our interviews with policy makers in Marin that such an innovative program for DUI's is widely supported in the criminal justice community. The DUI Subcommittee of the jail planning group has recommended a similar program and presented it in a concept paper entitled Detention Alternatives For Offenders With Alcohol Problems (March, 1985).

TABLE 10

PROJECTED PRETRIAL RELEASE COSTS/SAVINGS*

A.	Operating SPR Costs	\$115,000
B.	Jail Operating Savings @ \$47/Day x 15 Beds x 365 Days	\$257,325
C.	Jail Operating Savings Assuming 20% Savings	\$51,500
D.	Construction Costs Savings @ \$50,000/Bed x 15 Beds	\$750,000
E.	Construction Financing Costs @ 10% Simple Interest	\$2,250,000
F.	Ammortized Construction Costs (D + E ÷ 30 years)	\$100,000
G.	Optimistic Cost/Savings (B + E - A)	\$242,500
H.	Conservative Cost/Savings (C + E - A)	\$36,500

* Assumes a 15 bed program.

The need is clear. Drunk driving offenders make up the single largest group at the Honor Farm (approximately 50 percent). Their length of stay averages approximately six months, far longer than the average Honor Farm inmate. Of the DUI's, 60% are repeat offenders; 40% have had two or more previous convictions and commitments for drinking driving offenses; and only a few are involved in programs dealing with their alcoholism.

The model proposed here emerged from the interviews with policy-makers, a brainstorming session with a panel of experts, content analysis of presently existing materials, a model and literature search of programs in other jurisdictions which may be useful in designing an effective program, and the quantitative analysis of the DUI sentenced stock population presented in Chapter 3.

During the brainstorming session, all available data were presented to the panel for the narrow purpose of designing an alternative program that would provide for a less costly, yet more effective approach to the DUI offender. Those attending the session were:

Kathryn Stewart
Study Director,
California DUI Project

William F. Naber
Naber Technical Enterprises

Howard Schecter, Ph.D.
Consultant to California Counties

Mark Morris
California Board of Directors

Marty Wilson
Marin County

James Austin, Ph.D.
NCCD

Shirley Melnicoe
NCCD

The recommended Sentenced Modification/Treatment (SMT) program has several attractive features. First, it is a "portable" program model, which can function in a variety of facilities. It can be situated in various settings in various sites. The proposed program would operate within a low construction cost housing unit located on the grounds of the present Honor

Farm. However, new or converted facilities, on or off the Farm are appropriate options to consider. It was specifically suggested that the now occupied women's facility could be used if an alternative location for females could be utilized. The use of a former agricultural labor camp, school or commercial residential structure modified for the specific needs of the program are other possible site options.

In terms of organizational location, the program could be operated by probation or contracted to a PNP agency in coordination with probation. The coordination with probation is essential given that most of these offenders will be under probation supervision after release from jail and the program.

Finally, and related to the need to involve probation, the program will seek to reduce jail crowding by accelerating the use of sentence modification based upon performance in the SMT program. More precisely, we are recommending that an offender's sentence be reduced by as much as three to six months if program staff and the court believe sufficient progress has been achieved by the offender to warrant return to the community under a unique supervision program geared specifically for DUI offenders.

During the initial experimental stage of this project, we recommend the county lease a trailer which can be suitably modified to provide dormitory living for 15-25 inmates. If the program achieves its aims, a more substantial structure can be considered similar to the Contra Costa Work Furlough Facility which was the facility model for the treatment program presented by the DUI subcommittee. The Board of Corrections' representative indicated that Marin's jail construction funds could be used to purchase such a unit.

It is suggested that the program be located at the Honor Farm site and be operated by the Probation Department to insure community support. Given the present public sentiment towards strict punishment of offenders, a program

located on the Honor Farm and operated by a criminal justice agency will be seen as a reasonable and acceptable alternative. It would also minimize operational costs by taking advantage of existing food, laundry, utility, and administrative support services.

1. Alcoholism, Driving, and The DUI Offender

Though we do not have strong empirical evidence in the proportion of drunk drivers who can be formally classified as alcoholics, we do assume they have a drinking driving problem by virtue of their multiple DUI convictions.

Practitioners in the alcohol treatment field estimate that 65 to 85 percent of second and multiple DUI offenders can be formally assessed as alcoholics. The solution to this cycle of alcoholism, drinking driving, and incarceration was generally viewed by those interviewed as the establishment of a therapeutic setting for incarcerated drinking driver offenders rather than mere incarceration at the Honor Farm.

NCCD also recognizes that what is "criminal" for DUI offenders is not their drinking or alcoholism per se, but rather that they drive drunk and then become a real danger to public safety and private property. Any effective program must have a capacity to carefully restrict these offenders capacity to have access to motor vehicles until such time that they have demonstrated a capacity to not drive while drunk. Consequently, we have also built into the SMT restrictions affecting the released offenders capacity to drive or have access to motor vehicles until probation has been terminated.

Our decision to include an institutional program component was partially influenced by current California law. As noted in Exhibit A, the Motor Vehicle Code requires mandatory jail terms for persons convicted of their second DUI offense. Third and fourth DUI convictions, which constitute the majority of Marin's DUI population, require 120 day and 180 day sentences

EXHIBIT A

CALIFORNIA LAWS AND MARIN SENTENCING PRACTICES
REGARDING CONVICTED DUI OFFENDERS

First Conviction

- Fine of \$784
- 4 sessions of DUI school (2 hour sessions)
- 90 day driving restriction (to and from work and family emergency)
- 3 years conditional probation (depending on individual may or may not report to P.O.)
- Must submit to blood test if asked

Second Conviction

- Fine of \$1396
- 50 weeks of DUI school
- 3 years conditional probation
- 15 days "conditional" sentence (may or may not be put in jail)
 - State Law - minimum sentence: 2 days
 - Marin is giving 15 day jail sentence
- Vehicle is impounded for 2 days

Third Conviction

- Fine of \$1396
- Minimum of 120 day sentence (state law)
- Vehicle impounded for 2 days
- 3 years conditional probation

Fourth Conviction

- Fine of \$1396
- 3 years conditional probation
- 180 day sentence (state requirement)
- 90 day car impoundment according to state law

Car Impoundment Restrictions (Sect. 23195 VC)

- State law allows 30 day maximum impoundment for first and second offenses
- Third plus offense allows 90 day maximum impoundment
- Only applies to car registered to offender

Confiscate Auto

- Not authorized under state law to do so

respectively. Interestingly, California allows only for temporary impoundment of the offender's (not jointly owned) vehicle but does not permit confiscation of the vehicle.

Finally, this program should not be seen as a cure for the problems of alcoholism and drunk driving surfacing in Marin county and nationally. Clearly, public opinion must be raised to redefine the DUI problem as a community problem. Such awareness would encourage private drinking and restaurants to discourage excessive drinking by its patrons. Families and friends would be less tolerant of problem drinkers and exert peer pressure which would diminish the frequency of persons leaving their homes, parties, or bars while intoxicated and knowing they must drive to get home.

Such a public education campaign is, of course, beyond the narrow scope of the SMT which attempts to deal with convicted DUI offenders sentenced to jail under the requirements of the California Penal Code. Yet, it will be public education and awareness - not jail - that holds the greatest promise for reducing the incidents of DUI now occurring in Marin.

What follows is a more detailed description of the SMT program in terms of screening, criteria, program content, performance standards, and expected impact on jail population and county costs.

2. Screening Criteria

The program will be limited to offenders sentenced for DUI, suspension of license, or other offenders believed to have a severe drinking problem and/or diagnosed alcoholism. Operationally, we recommend that all participants have at least one prior DUI conviction and be sentenced for at least a six month jail term. These conditions for screening and acceptance into the program will ensure that the program will be used by those offenders in greatest need of alcoholism intervention services and whose positive participation could result in a sentence modification with a subsequent impact on jail crowding.

Admission to the program would not be possible for the first 10 days of incarceration at the Honor Farm. The initial period of imprisonment would be used for prospective inmates to be informed of the program, its conditions for participation, and allow program staff to observe the inmate's conduct. Inmates demonstrating misconduct during the initial 10 days will not be eligible for program participation. Recommendations from the court that a sentenced inmate participate in the program would be taken into account but would not mandate participation.

3. Institutional Programming and Services

The programming concept for the proposed Sentence Modification/Treatment program is based upon the Residential Alcoholic Treatment model. Programming emphasizes intensive long-term immersion in counseling and education. The San Joaquin County Honor Farm Alcoholism Program, for instance, requires three mandatory group sessions per day, and a voluntary Alcoholics Anonymous meeting once a week (see Appendix B). Further, participants earn the option to attend a number of outside AA meetings to inform themselves of treatment available in the community upon release.

Length of participation should range between 30 and 60 days. Once program staff believe sufficient progress has been made, a sentence modification petition would be prepared and presented to the court by probation. This petition would describe the offender's progress and, most importantly, present a recommended plan for return to the community under probation supervision. The release plan would include possible continuation in alcoholism services located with the community. If the court agrees with the recommended plan, the offender's jail sentence would be modified to allow release as soon as possible.

4. Mechanics of the Sentence Modification Process

Sentence modification is key to the overall goal of controlling population growth at the Honor Farm. Since no established procedure exists for allowing sentenced offenders to have their terms modified, we have consulted with the District Attorney's office to propose the following sentencing modification process.

- Step 1: Judge indicates at time of sentence that sentence modification will occur if the offenders successfully participated in the SMT program.
- Step 2: Inmate agrees to participate and is informed that successful participation will reduce his jail sentence by specific number of months.
- Step 3: Upon successful completion of the SMT, the probation department verifies successful participation, and formally requests sentence modification. The court may impose specific restrictions while on probation at the time of modification.

5. Post Release Supervision/Program Participation

A key component of the program is follow-up program participation and supervision after the inmate is released. Supervision can best be provided through a specially structured DUI probation supervision unit. This unit would have responsibility for monitoring the terms of probation with special attention to limits imposed by the court restricting access to motor vehicles and driver license privileges. For those who are released early via the sentence modification program, we would recommend the following restrictions:

- 1. Supervision of drivers license for 3-6 month period.
- 2. Mandatory weekly contact with assigned probation officer.

Optional conditions for selected offenders could include mandatory participation in alcohol treatment program and temporary impoundment of automobile for specified period of time. Steps could also be taken by the DUI probation supervision unit to notify commercial auto rental agencies in Marin identifying those individuals whose driver license have been suspended.

A major focus of the post-release component is to minimize and/or eliminate access to the automobile. Other forms of restraint may be suggested and adopted by the county, including greater use of temporary vehicle impoundment or use of wheel locks.* Such restraints, in tandem with active program participation while in-custody and on probation supervision, should provide for a far more effective sanction than traditional incarceration and standard probation supervision.

A number of models presently exist upon which to model the institutional component of the SMT. For the organization of the facility, the Contra Costa Work Furlough site is a good example. For the program content San Joaquin County's Honor Farm Alcoholism Program has much to offer. Also, exemplary is the Residential Treatment Center at Sunstreet Center in Salinas, California. Here in the county, Marin Alternative Community Training runs a successful Residential Treatment Center, and should be useful to the county in its effort to establish a Custody/Treatment program.

Wherever the program is located, particularly if it is in the present Honor Farm site, it should be administered to insure an alcohol free environment. It is generally the case that to have a good chance for success in the residential treatment setting the participant must "get away from the problem before he can solve it." Both internal programming and services brought in by outside providers would be employed.

6. Performance Standards

The initial program will attempt to maintain a 15 bed population. By year two it can be expanded to 25 beds. Given the assumption that participa-

* Some forms of restraint may require legislative action. For example, effort to permanently impound one's automobile while under probation may raise unexpected legal issues affecting the rights of defendants.

tion will last 30-60 days (or a mean of 45 days), a 15 bed facility could process 120 offenders per year. Assuming that not all cases screened or admitted will successfully complete the program, it will be necessary to anticipate a larger number of applicants than the 120 figure to maintain the 15 bed program. For purposes of this initial experiment, program staff will have to screen and approve 150 candidates but assume that only 75 percent of the 150 persons (or 110-115) will successfully complete the program and be recommended for sentence modifications each year. Furthermore, we anticipate that the court will approve sentence modifications in 75 percent of the filed petitions (or 80-85 cases with actual sentence modifications).

Those who are released will be expected to abide by all conditions of probation plus any special restrictions related to the offender's DUI history (e.g., driving restrictions, vehicle impoundment, etc.). Given the difficulty of working with such a group, the following "success" rates should be applied to the program:

- (1) 75 percent with no further DUI arrests or convictions.
- (2) 75 percent with no formal violations of probation conditions.
- (3) 65 percent with no further arrests including motor vehicle violations.

Failure to remain free of DUI arrests, motor vehicle arrests, or probation violations would result in a return to the jail for appropriate action by the court.

7. Staffing

There are two approaches to staffing. One employs a counseling oriented staff person on duty, the other a custodial position. Though we are proposing only one supervisory staff per shift, given its sufficiency for a 15-bed program, and though the two orientations cannot be combined in the same person, it is possible to have a counselor on the day shift and a custodial officer, in the afternoon and evening shift.

NCCD's view is that the split counseling/custodial orientation is preferred. First, participants will be closely screened and will not be in need of a high level of custodial supervision. Second, a counselor can provide strict monitoring and supervision to maintain control. Thirdly, and most importantly, an effective counselor will contribute significantly to the therapeutic setting. He or she can provide individual and group counseling, and provide informal support. Certainly, it will be less costly as fewer therapeutic services would need to be purchased from outside of the staff budget. It also approaches the current orientation of probation staff now deployed at the Honor Farm.

8. Impact on Sentenced Population

Thus far, we have recommended a 15 bed experimental program which would screen 150 candidates but expect that 80 offenders would successfully complete the program and have a sentence modification each year. Most of these cases should represent inmates with 3-6 month sentences, who with 30-60 days of program participation could reduce their jail terms by 2-3 months via sentence modification. Using the midpoint of 75 days sentence reduction per case, the program should reduce the sentenced population by 15 persons. The actual calculation is as follows:

$$80 \text{ Sentence Modification} \times 75/365 \text{ Days} = 16.4 \text{ Beds}$$

If more offenders are admitted to a larger program and/or the amount of sentence reduction increased during year 2, the amount of population reduction will correspondingly increase. For example, 100 sentence modifications with an average reduction of 90 days would produce a

$$100 \text{ Sentence Modifications} \times 90/365 \text{ Days} = 25 \text{ Beds}$$

NCCD believes these figures are obtainable provided adequate support is provided by the court for such an alternative program.

9. Program Costs

Operating costs will be largely driven by the need to provide 24 hour staff coverage for the SMT. This will require three additional facility staff plus a clerk/secretarial position. Costs for such a program will vary depending if the program is located within probation or contracted to a PNP. As with the pretrial service program, we can only present estimates using NCCD rates for illustrative purposes. These are shown in Table 11.

A total budget of approximately \$319,760 is required assuming a completely autonomous program with a \$50,000 one year evaluation component. However, if the SMT is located on the Honor Farm, administered by probation, and utilizes existing Honor Farm resources then the following costs can be eliminated:

- | | |
|--------------|-------------------|
| 1. Travel | 5. Postage |
| 2. Supplies | 6. Copying |
| 3. Equipment | 7. Food/Linen |
| 4. Phone | 8. Administration |

Budget items 1-8 are already accounted for in the current probation Honor Farm budget since the target population is already incarcerated at the Honor Farm and consuming appropriated housing, administrative, and personnel services. The major additional or new costs would be personnel needed for the unit and costs associated with constructing or leasing dormitory space. We should also add that personnel costs could possibly be further minimized by re-allocating current Honor Farm custodial staff to provide adequate security.

The facility cost is more difficult to project. A "relocatable" prefabricated building, suitable for dorm living for 15 people is approximately \$300,000. Lease opportunities for a modifiable trailer facility will be considerably less costly and is recommended for the initial phase.

Cost savings are produced only by reducing the projected LOS of sentenced offenders via sentence modifications. In so doing, operating and future construction costs are reduced as shown in Table 12.

TABLE 11
12 MONTH SMT BUDGET

A.	Personnel	
	Counselor/Supervisor @ \$30,000/year	\$30,000
	Custody Positions (2) @ \$20,000/year	40,000
	Secretary/Clerk @ \$15,000/year	<u>15,000</u>
		\$85,000
B.	Fringe Benefits @ .30 of Salary	\$25,500
C.	Travel - 500 miles/mo. x .225/Mile	\$1,350
D.	Supplies @ \$100/Month	\$1,200
E.	Equipment @ \$100/month (Wordprocessing, Copying Maintenance)	\$1,200
F.	Contractual	
	1. Professional Therapists/Program Support	\$15,000
	2. Evaluation - One Year	<u>50,000</u>
		\$65,000
G.	Construction	0
H.	Other	
	1. Phone @ \$200/Month	\$ 2,400
	2. Postage @ \$150/Month	1,800
	3. Copying	1,000
	4. Rental/Lease of 15-25 Bed Facility/Trailer	50,000
	5. Food/Linen @ \$5/Day x 25 Inmates x 365 Days	\$45,625
I.	Total Direct Charges (A-H)	\$278,875
J.	Administrative Support @ .37 of Salary and Fringe	\$40,885
	Total Budget (I + J)	\$319,760
	Less Evaluation	\$269,760
	Less C, D, E, H (except lease) and J	\$158,100

TABLE 12

PROJECTED DUI SMT COST/SAVINGS

A.	SMT Operating Costs	\$158,100
B.	Honor Farm Operating Savings @ \$25/Day x 15 Beds	\$136,875
C.	20 Percent Factor of Item B	\$27,375
D.	Construction Costs Avoided @ \$20,000/Bed	\$300,000
E.	Construction Financing Costs Avoided @ 10% Simple Interest	\$900,000
F.	Total Amortized Construction Costs Avoided (D + E ÷ 30 yrs)	\$40,000
G.	Optimistic Costs/Savings (B + F - A)	\$18,775
H.	Conservative Costs/Savings (C + F - A)	(90,725)

The cost/savings analysis assumes location of the program on the Honor Farm site and administered by probation or contracted personnel. It also assumes the 15-25 bed facility is paid for by the county and not through the Board of Correction's construction funds awarded to Marin thus far. If this did happen, the SMT budget would drop to \$108,100 (\$158,100-\$50,000 leased).

Savings are realized via the assumed 75 day sentence modification reduction for an estimated 80 offenders per year. This will produce a 15-16 bed reduction need per year.

Adverted operational and construction costs are also computed. Note that both the daily rate and bed construction rates are less than half of those for pretrial felon estimates. These lower amounts reflect the lower custody/security needs of these offenders.

It also makes it more difficult to justify the DUI program on a strictly cost benefit basis. Only if one assumes new construction costs and the attending operating costs for a new facility does the program become cost effective. Expanding the program to 25 offenders, however, would make the program cost effective.

C. SUMMARY OF PROGRAM RECOMMENDATIONS

- Two alternative programs have been recommended: Pretrial Release Program and a DUI residential/treatment program.
- Collectively, both programs could reduce the current populations by 30 during the first year of operations and 45-50 by the second year.
- Both programs would provide for a more flexible system to manage the inmate population and avoid chronic overcrowding.
- Coupled with more accurate population projections, these programs will significantly reduce the need for a new 455 bed facility now being considered by the county.

APPENDICES

APPENDIX A
List of Individuals Interviewed

Howard Hanson
Superior Court Administrator
County Clerk

Tom Campanella
Assistant County Administrator

Ron Baylo
Chief Probation Officer

Jim Dempsey
Municipal Court Clerk

Dick Ridenour
Director
Health & Human Services

Sheriff Chuck Prandi
Art Disterheft
Bob Doyle

Jerry Herman
District Attorney

Larry Heon
Public Defender
Paulino Duran
Frank Cox

Sushma Taylor
Adult Criminal Justice Commission
Chair
Director Center Point

Jody Becker
Citizen's Service Public Member

Mary Miles
Criminal Justice Outreach Counselor
Alcoholism Council of Marin

Jan Jackson DeWald
Criminal Justice Mental Health
Coordinator

Walt Busher
Retired Chief Probation Officer
Member - Citizens Advisory Board

Linda Wilson
Head Nurse at the Jail

Tom Hendricks
Assistant County Council

Dick Gingras
Deputy Sheriff at Jail

Suki Sennet
Administrative Aid to Al Aramburu
Board of Supervisors

Andy Mecca, Ph.D.*
Director
Marin County Alcohol Program

* non-structured interview

APPENDIX B

HONOR FARM ALCOHOLISM PROGRAM

Located at San Joaquin County Honor Farm

With the new drunk driving laws in effect, the chances of the problem drinker serving time in jail have increased. If you are facing a jail sentence because of drunk driving, we suggest that you let the time serve you, by attending the Honor Farm Alcoholism Program. This program is available to inmates of the Honor Farm. It is designed to inform and educate the problem drinker about the mental and physical effects of alcohol and other mind-altering chemicals.

The basic concept of this program is to impress upon each individual the importance of changing attitudes, controlling emotions, and striving to improve character defects. This program helps the inmate see a way to deal rationally with reality in order to maintain sobriety.

The program consists of three mandatory group sessions per day and a voluntarily attended meeting of Alcoholics Anonymous held each Saturday afternoon by outside H & I members. The participants in the program are also able to attend a number of outside AA meetings, thus acquainting themselves with AA concepts so they can strive towards continued sobriety when they are released.

Another segment of the program is the attendance of daily group sessions both in English and Spanish for ten to thirty days at Recovery House or the Residential Treatment Center programs located on the San Joaquin General Hospital grounds. This further rehabilitates and educates the inmate involved in the Honor Farm Program.

Another beneficial feature available to the inmate in the program is the opportunity to care for, and work with patients in the San Joaquin County Honor Farm Detox Unit, which entitles them to see first hand the devastating effects of alcoholism and drug abuse.

If you are serving time at the Honor Farm, we hope you will take advantage of this valuable program.

"DON'T SERVE THE TIME, LET THE TIME SERVE YOU."

SAN JOAQUIN COUNTY HONOR FARM ALCOHOLISM PROGRAM
999 West Matthews Road
French Camp, CA 95231
(209) 982-0888

APPENDIX C

TECHNICAL DESCRIPTION OF ALTERNATIVE
POPULATION PROJECTION METHODOLOGY

The following pages describe in detail an alternative approach to be used in estimating Marin's jail population. Our discussion is separated into two basic sections: (1) statistical model description and (2) data requirements. This approach was first developed by Blumstein et al., (1980) and has been recognized as an acceptable approach to modelling prison populations. It can also be applied to jail and juvenile populations although some aspects of the model are less critical here than for prison populations (especially separate modelling of the stock versus new intake population).

More sophisticated models using highly complex probabilistic mathematics and detailed computer programs have been developed elsewhere by NCCD (NCCD, 1984). However, given the data resources, budget and time constraints, we are not recommending such a model at this time. Instead, the one described below, while less complex, is sufficiently sophisticated to well serve Marin's immediate planning needs.

Projection Model Description

The projection method described here is referred to as a disaggregated demographic-based model which partitions estimates of (1) new commitments/admissions, (2) decreases in the existing jail populations, and (3) increases in future jail populations according to projected admission estimates and assumed lengths of stay (LOS). These estimates are further disaggregated by relevant age (a), race (r), sex (s), and offense (o) categories.

For jails, the most critical estimate lies in the admission estimates. These must be done separately for both pretrial and sentenced admissions since they represent unique demographic, offense, and LOS characteristics. Since

LOS is quite low for pretrial bookings and slightly low for sentenced offenders, almost all of today's jail population will be replaced by new intake within a year's time. However, there may be a stacking effect occurring for the sentenced population reflecting longer jail terms which must be accounted for as well. How this is done is explained later on.

Admission projections are based on a version of Blumstein's prison population forecasting model (Blumstein, et al., 1980, pp. 1-26). The model we have used is as follows:

$$A_t = I_{tarso} \cdot N_{tars}$$

where:

- A_t = The number of persons admitted to jail during time (t)
- I_{tarso} = The incarceration rate for persons at time (t) who are of age (a), race (r), sex (s), and offense (o).
- N_{tars} = The predicted number of individuals in the county's population at time (t) who are of age (a), race (r), and sex (s).

Again, these calculations must be done separately for pretrial bookings and sentenced commitments based on pretrial admission and sentenced admission data. Demographic data (N_{tars}) are already available from the county. At some point, this equation could be further delineated to incorporate arrest and citation probabilities for pretrial bookings.

Having projected admissions (A_t), the next step is to separately model (1) decreases in the current stock population and (2) future populations produced by new intake. Combining both estimates produces total end of year population estimates for each projected year. The precise equations used for

these projections are provided by Blumstein et al., (1980) but can be conceptually simplified as follows:*

$$P_t = (A_t \times T) + S_{(t-1)}$$

where

P_t = Total jail population at year t

A_t = Number of admissions during year t

T = Length of time served (LOS)

$S_{(t-1)}$ = Number of youth remaining from the initial stock population at the end of year t ($t-1$)

Most critical to these projections is the LOS estimate. Since jail admissions, in general, serve very short terms (well below one year), slight fluctuations in the LOS will have significant implications for future population growth. One should also note that although these estimates should be done separately for pretrial and sentenced population, the $S_{(t-1)}$ calculation is probably unnecessary for the pretrial population due to the very brief nature of their LOS. Finally, these estimates are further disaggregated by the relevant age, sex, race, and offense groups. Thus, the final equation can be summarized as follows:

$$P_{tarso} = A_{tarso} \cdot Tarso + S_{(t-1)arso}$$

The disaggregated estimates of P_{tarso} can then be summed to reach a total P_t for each year projected. A more mathematical description is shown in Exhibit A.

* These equations assume that the distribution of LOS is exponential and that admissions arrive according to a Poisson process. They can (and eventually should) be disaggregated according to relevant offense, age, sex, and race groups once adequate data become available.

EXHIBIT A

P_t = population as of December 31 of year t

X_t = number of stock population who were in as of January 1 of year t who are still in as of December 31 of year t

Y_t = number of inmates admitted during year t who are still in as of December 31 of year t

$$P_t = X_t + Y_t = P_{t-1} \cdot e^{(-1/T)} + (C_t \cdot T \cdot (1 - e^{(-1/T)}))$$

$$X_t = P_{t-1} \cdot e^{(-1/T)}$$

$$Y_t = C_t \cdot T \cdot (1 - e^{(-1/T)})$$

where P_{t-1} = population as of December 31 of year t-1

C_t = number of inmates admitted during year t

T = average time served years

$e \approx 2.717$

e = base of the natural log function

Calculation of end of year t+1 population:

$$\begin{aligned} P_{t+1} &= X_{t+1} + Y_{t+1} \\ &= P_t \cdot e^{(-1/T)} + C_{t+1} \cdot T \cdot (1 - e^{(-1/T)}) \end{aligned}$$

Data Requirements

In order to accurately project the inmate population, data are required for those forces which drive population growth as outlined in the following section. More specifically, detailed information are needed in the following areas:

1. Demographic Projection by Age, Sex, and Race categories
2. Pretrial Booking Admissions and Release
3. Court Commitment Admissions (Sentences)
4. Court Commitment Releases
5. Sentenced Stock Population

A detailed listing of these data requirements are presented in Exhibit B with specific recommendations on sampling size. If all of these data were collected and key entered onto a computer data file, the county would have an excellent data base upon which to make projections as well as identify those policy factors having the greatest influence on population growth.

Since criminal justice policy is constantly in a state of flux, these data files should be updated on an annual basis and used to update the projections also on an annual basis.

Manual collection and key entry of these records would probably require a two person coding team working over a two month period at an estimated cost of \$5,000. Computer analysis and computation of the projections would require an additional month of work by a programmer and projection methodologist at an estimated cost of \$10,000.

EXHIBIT B

DATA REQUIREMENTS FOR PROJECTIONS

I. Demographic Projections (Ten Years Minimum)

- A. DOB
- B. Sex
- C. Race

II. Pretrial Booking Admissions and Releases (Last 12 months - 1,000 Case Sample)

- A. DOB
- B. Sex
- C. Race
- D. Offense at Booking
- E. Booking/Admission Date
- F. Release Date
- G. Method of Release

III. Court Commitment Admission (Last 12 Months - 500 Case Sample)

- A. DOB
- B. Sex
- C. Race
- D. Offense(s)
- E. Sentence Length
- F. Pretrial Credits
- G. Admission Date
- H. Admitting Facility (Jail or Honor Farm)
- I. Jail Release Date
- J. Honor Farm Admission Date
- K. Estimated Discharge Date

IV. Court Commitment Releases (Last 12 months - 500 Case Sample)

- A. DOB
- B. Sex
- C. Race
- D. Offense(s)
- E. Sentence Date
- F. Sentence Length(s)
- G. Consecutive/Concurrent
- H. Admission Date
- I. Pretrial Credits
- J. Good Time Credits Earned
- K. Good Time Credits Lost
- L. Other Credits
- M. Release Date
- N. Method of Release

V. Sentenced Stock Population (100 Percent Sample)

- A. DOB
- B. Sex
- C. Race
- D. Offense(s)
- E. Sentence(s)
- F. Concurrent/Consecutive
- G. Estimated Release Date
- H. Pretrial Credits
- I. Good Time Credits Earned
- J. Good Time Credits Lost
- K. Other Credits

MARIN JULY 1, 1980				MARIN JULY 1, 1985				MARIN JULY 1, 1990			
AGE	TOTAL	MALE	FEMALE	AGE	TOTAL	MALE	FEMALE	AGE	TOTAL	MALE	FEMALE
ALL	222,798	109,372	113,426	ALL	226,275	110,586	115,689	ALL	230,643	112,066	118,577
0-4	10,888	5,606	5,282	0-4	12,100	6,163	5,937	0-4	12,188	6,214	5,974
5-9	12,179	6,228	5,951	5-9	10,869	5,588	5,281	5-9	11,259	5,721	5,538
10-14	16,067	8,264	7,783	10-14	11,906	6,021	5,885	10-14	10,874	5,569	5,305
15-19	17,535	8,990	8,545	15-19	13,726	7,070	6,656	15-19	10,418	5,376	5,042
20-24	16,250	8,255	8,025	20-24	16,519	8,224	8,165	20-24	11,981	6,003	5,878
25-29	19,076	9,665	10,231	25-29	19,157	9,459	9,698	25-29	19,578	9,537	10,041
30-34	24,005	11,417	12,588	30-34	21,523	10,577	10,946	30-34	22,061	11,001	11,060
35-39	20,300	10,132	10,168	35-39	24,648	11,855	12,793	35-39	22,463	11,116	11,352
40-44	15,765	7,752	7,513	40-44	19,743	10,089	9,943	40-44	25,031	12,106	12,925
45-49	13,253	6,792	6,461	45-49	14,478	7,251	7,227	45-49	19,197	9,556	9,641
50-54	12,867	6,308	6,559	50-54	12,397	6,297	6,100	50-54	13,459	6,559	6,900
55-59	12,854	6,400	6,454	55-59	11,963	5,948	6,015	55-59	11,795	6,047	5,748
60-64	9,807	4,997	4,810	60-64	11,609	5,508	6,101	60-64	10,648	5,126	5,522
65-69	7,608	3,442	4,166	65-69	8,678	4,205	4,473	65-69	10,333	4,625	5,708
70-74	5,375	2,316	3,077	70-74	6,667	2,836	3,831	70-74	7,394	3,349	4,045
75-79	3,839	1,400	2,409	75-79	4,537	1,781	2,756	75-79	5,578	2,178	3,400
80-84	2,539	813	1,726	80-84	2,904	958	1,946	80-84	3,482	1,232	2,250
85+	2,271	595	1,676	85+	2,587	645	1,942	85+	2,999	751	2,248
< 18	50,097	25,746	24,351	< 18	43,405	22,090	21,315	< 18	40,577	20,684	19,893
18-64	151,077	75,060	76,019	18-64	157,497	78,071	79,426	18-64	160,280	79,247	81,033
> 64	21,622	8,566	13,056	> 64	25,373	10,425	14,948	> 64	29,786	12,135	17,651
MEDIAN	33.31	33.35	34.27	MEDIAN	36.51	35.84	37.11	MEDIAN	38.90	38.05	39.65

MARIN JULY 1, 1995				MARIN JULY 1, 2000				MARIN JULY 1, 2020			
AGE	TOTAL	MALE	FEMALE	AGE	TOTAL	MALE	FEMALE	AGE	TOTAL	MALE	FEMALE
ALL	254,353	113,484	121,379	ALL	238,494	114,720	123,774	ALL	239,868	113,179	126,689
0-4	12,152	6,630	6,320	0-4	12,036	6,166	5,870	0-4	12,470	6,389	6,089
5-9	12,206	6,214	5,992	5-9	12,167	6,215	5,952	5-9	11,767	6,007	5,760
10-14	11,001	5,531	5,470	10-14	12,313	6,248	6,065	10-14	11,841	6,029	5,812
15-19	3,962	4,665	4,297	15-19	9,450	4,855	4,595	15-19	9,600	4,968	4,632
20-24	9,520	4,840	4,748	20-24	7,296	3,697	3,599	20-24	8,667	4,399	4,268
25-29	15,218	7,378	7,860	25-29	12,333	5,866	6,467	25-29	12,974	6,182	6,792
30-34	21,761	10,873	11,088	30-34	18,650	9,232	9,418	30-34	15,741	7,775	7,966
35-39	22,733	11,432	11,301	35-39	23,311	11,628	11,683	35-39	14,919	7,320	7,599
40-44	22,116	10,977	11,119	40-44	23,325	11,206	11,519	40-44	14,663	7,387	7,276
45-49	23,761	11,250	12,511	45-49	21,381	10,555	10,826	45-49	14,781	7,314	7,467
50-54	18,040	8,874	9,166	50-54	22,326	10,286	12,040	50-54	18,061	8,767	9,294
55-59	12,584	6,209	6,375	55-59	17,328	8,620	8,708	55-59	20,357	10,166	10,191
60-64	10,699	5,246	5,453	60-64	11,351	5,440	5,911	60-64	18,006	8,643	9,363
65-69	7,493	4,331	5,162	65-69	9,611	4,475	5,136	65-69	16,110	7,242	8,878
70-74	9,186	3,891	5,295	70-74	8,204	3,490	4,714	70-74	15,030	5,993	9,037
75-79	3,305	2,620	3,685	75-79	7,815	3,035	4,780	75-79	11,058	4,369	6,689
80-84	4,360	1,534	2,826	80-84	4,972	1,866	3,106	80-84	6,223	2,197	4,026
85+	3,672	969	2,703	85+	4,675	1,240	3,385	85+	7,584	2,032	5,552
< 18	42,264	21,522	20,742	< 18	43,197	21,973	21,224	< 18	42,493	21,659	20,834
18-64	157,593	78,617	80,946	18-64	160,870	78,641	81,429	18-64	141,362	69,607	71,675
> 64	33,816	13,345	19,571	> 64	35,227	14,106	21,121	> 64	56,013	21,833	34,180
MEDIAN	49.63	39.67	41.74	MEDIAN	42.62	41.65	43.60	MEDIAN	47.72	45.11	49.82