



## Justice System Change Initiative-Santa Cruz County Jail Utilization Report

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## Executive Summary

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**The Justice System Change Initiative.** This report presents information developed collaboratively between the Santa Cruz County Sheriff's Office, the Santa Cruz County Probation Department, and California Forward's Justice System Change Initiative (J-SCI). Funding support includes the Justice Reinvestment Initiative of the U.S. Bureau of Justice Assistance. California Forward is an independent, bipartisan governance reform organization that promotes political, fiscal and organizational reform to improve the impact of public programs. J-SCI was developed to build the capacity and skills of counties to transform justice systems through data-driven policy and fiscal decisions. The initiative identifies more effective, evidence-based interventions that support individual behavior change, as well as promoting new justice system policies and practices that better align resources to promote public safety.

J-SCI provides a team of subject matter experts to initiate a collaborative review of current policy and practice. This includes the collection and analysis of complex cross-system data; the facilitation of discussion among local leaders regarding data findings and opportunities for more effective practice; and, the development of local systems and capacity for ongoing analysis and policy development. The result is more sustainable, locally driven review, analysis and reform that provides local policymakers greater choice and confidence in the priorities and programs they oversee. Recognizing that aggregate data is a foundational component of policy reform and involved in several justice system improvement efforts, Santa Cruz County leaders requested a fresh jail analysis to support its ongoing commitment to the delivery of fair, equitable, and cost effective justice while ensuring high public safety standards.

**The Purpose of the Jail Utilization Study.** Incarceration is one of the costliest elements of the criminal justice system. Nationwide, the use of incarceration to respond to crime increased more than fivefold in recent decades, with the accompanying costs of building and staffing this tremendous expansion of jail and prison capacity. Now that a bipartisan consensus is mounting to reexamine this trend, it becomes clear that most communities lack meaningful data about their jails. Who is in jail? How did they get there? How long do they stay and how often do they return? Are there observable disparities regarding race and gender? Without knowing some of these basic facts, leaders are understandably reluctant to endorse changes.

Understanding the jail's use is an essential starting point, and a jail utilization study provides an initial map for system change. The J-SCI team worked in collaboration with stakeholders in Santa Cruz County to compile and analyze data regarding jail utilization. The resulting data was analyzed to identify key areas for further study and consideration. The observations and recommendations of this report are a starting point for further examination and discussion among all system partners. The result of such discussions will be policy recommendations that are grounded in data and supported by a broad consensus.

**The Structure of this Report.** To help organize the key variables of the jail population, this report characterizes the major pathways or “doors” into and out of jail. “Front door” entries are inmates entering jail as the result of a new crime; “side door” entries are those already in the system, who enter for probation violations, warrants, court commitments or factors other than arrest for a new law violation. Those exiting jail do so through the “back door” and those who recidivate are described as stuck in the “revolving door.”

The data also characterizes some of the trends inside the doors: the average daily population, jail programming, the key variable of length of stay, and the calculation of total “bed days” consumed by individuals. Some analysis pertaining to race and gender is provided as well as some of the impact of Proposition 47, which re-codified certain drug and property offenses from felonies to misdemeanors. The report concludes with observations and recommendations for further study and policy consideration.

**Key Observations.** Even at this preliminary stage of investigation of jail usage in 2015, several important and compelling observations have emerged.

- ✓ Seventy five percent of jail bookings result in a release within four days.
- ✓ Most bookings are drug or alcohol related, and make up the majority of releases before arraignment.
- ✓ While Santa Cruz County incarcerates at a lower rate than most California counties, Santa Cruz holds a higher proportion of misdemeanants in jail than most counties, representing 20 percent or of the daily jail population.
- ✓ Of bookings for new crimes, 84 percent are non-violent.
- ✓ Seventeen percent of jail bookings and 21 percent of the daily jail population are not based on an arrest for a new crime, but for warrants, holds, or court commitments.
- ✓ Non-violent offenders return on warrants more often than violent offenders, and the majority of warrants are for misdemeanors (63 percent).
- ✓ The over-representation of Black and Latino individuals increases at every level of the criminal justice system.
- ✓ Nearly two-thirds of the daily jail population is pending trial.
- ✓ Ninety five percent of inmates return to the community, as opposed to further incarceration in prison.
- ✓ Jail repeat booking – meaning offenders return to jail for violations, warrants or new crimes – used 385,211 bed days over a 4.5 year period, which equates to nearly 50% of the jail being made up of repeat offenders on any given day.

- ✓ Twenty-three percent of jail re-bookings were not for new crimes.

**Recommendations.** The preliminary data analysis of Santa Cruz County's jail utilization indicates several areas for further study and reveals a number of promising opportunities to address challenges facing Santa Cruz County's criminal justice system. Many of these opportunities involve practice and policy changes that can be quickly implemented with modest investments that generate near-term cost savings. Other solutions require a more significant investment that can yield more substantial cost savings or cost avoidance, while reducing recidivism and jail usage. Among them:

1. Build upon recent efforts to mitigate the impact to the jail booking process caused by misdemeanor alcohol offenses.
2. Delve more deeply into use of jail for misdemeanants who remain in custody during the pretrial and/or post sentence stages and use this information to develop alternatives to jail for low risk offenders with high needs including substance abuse and mental health issues.
3. Maximize the use of pretrial release programs and consider conducting a court processing review to identify opportunities to expedite court processing and reduce unnecessary delays.
4. Further examine the side door entries (warrants, holds, court commitments and technical probation violations) and develop responses to preempt and better address warrants, create new alternatives to court commitments where appropriate, and build upon the successful reforms in Santa Cruz County Probation to address probation violations and pre-and post-sentence court commitments.
5. Explore and examine outcomes for the Seriously Mentally Ill in jail and expand successful community based treatment and supportive services to reduce jail recurrence for the mentally ill.
6. Work collaboratively with other county departments to better address substance use and abuse and build additional capacity to address Proposition 47 impacts.
7. Continue to advance the programming that exists in the Santa Cruz County Jail and continue efforts to establish continuity and unified case planning to ensure successful probation and community reentry.
8. Formalize and institutionalize a data-driven justice system change and reinvestment effort in Santa Cruz.

**Next Steps.** The Santa Cruz County jail utilization study has identified several areas that present fertile ground for system improvement. County leaders will need to determine which areas to pursue going forward. Whatever the local choices, CA Fwd strongly recommends that Santa Cruz County institutionalize a governance structure and a data driven process to further examine the opportunities identified in the report and develop strategies to turn them into system improvements.

## **I. Background**

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The Justice System Change Initiative (J-SCI) was created by CA Fwd to assist counties in implementing data-driven strategies to address new and long-standing challenges facing local justice systems.

Santa Cruz is one of four California counties, alongside Riverside, San Bernardino, and El Dorado, to participate in the J-SCI, conduct the Jail Utilization Study and work to implement agreed upon recommendations. The county recognizes that reasonable opportunities to reduce the impact on the jail while maintaining public safety must be pursued. This report highlights some of the findings of this initial work and offers recommendations for county officials to consider.

### **Study Purpose: Why focus on Jail Data?**

Interventions occur throughout the criminal justice process – from citation, diversion, arrest, jail, pretrial release, court due process, sentencing, probation, community-based treatment, and prison. Jail is an important and limited county resource that is relied upon to disrupt crime, ensure public safety, and administer punishment.

For those who pose flight or re-offense risk, jail is an element of due process while awaiting trial. For those who have been sentenced, jail is a punishment and a time out period from the community.

In the absence of options and alternatives that ensure safety and accountability, jail can become the option of first rather than last resort, even for individuals who are a low public safety risk. County jail systems in California have long been impacted by overcrowding, poor conditions of confinement, and limited resources but tasked to make sure offenders who return to the community do so better prepared to be law-abiding and productive citizens.

Most jails were not designed to provide adequate rehabilitative programming. They simply do not have the proper space and administrators have not been historically trained or resourced to provide rehabilitative programs. Hence, the risk factors and root causes of crime are often unaddressed during confinement. Additionally, the comingling of low and high-risk offenders can have the unintended consequence of increasing, rather than reducing recidivism. These long-standing problems have been exacerbated by the new demands placed on local jurisdictions due to prison realignment, imposing the same challenges as crowded prisons with poor conditions.

To ensure that there is space available in county jail for those posing a public safety risk, jail administrators, and justice system decision-makers need good information to manage correctional populations and maximize safe alternatives to jail.

Without good information to support collaborative cross-disciplinary strategic planning and implementation, jails often become over-relied upon to hold low-risk offenders, and individuals with unaddressed alcohol, drug, and mental health issues. Without good data to monitor system processes, outcomes, and alternatives, inmates often stay in custody longer than necessary, contributing to poor jail conditions and high rates of recidivism.

Through the J-SCI partnership, Sheriff, Probation and Health Services administrators have partnered with the CA Fwd J-SCI team to provide this initial jail portrait. By examining the jail population and providing a fresh pictorial of recent jail usage, opportunities will be identified to reduce unnecessary or unwanted utilization of jail. This report is not intended to determine the need for additional jail space in the future, but to help inform the discussion about how justice system resources are used in Santa Cruz County. This information will also contribute to the county's efforts to maximize the effective use of county justice and health and human services to address the root causes and conditions of crime.

### **Acknowledgements**

This study would not have been possible without the leadership of the County Administrator, Susan Mauriello, who convened county departments to engage in this effort, and the ongoing support and involvement of the Sheriff's Jim Hart and his administration. Chief Probation Officer Fernando Giraldo, and Health and Human Service Director Giang Nguyen provided us with essential information to better understand their agencies impacts and contributions to the jail population. A special thanks to Steve Carney and Ginnette Hicks of the Sheriff's Office; Pam Rogers-Wyman and Jasmine Najera of the Health Services Agency and Andrew Davis of the Probation Department, who all answered numerous questions and provided additional analytical support to this project.

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## **II. Study Design: Methods, Data and Definitions**

The daily jail population is a simple function of two variables-- who gets booked or admitted and how long they stay. Some individuals are brought to the "front door" of jail for a new crime, while others arrive in jail for other reasons, such as warrants based on some failure (e.g., failure to appear for court, failure to report to probation) related to pending or previously sentenced matters.

This initial report focuses on the reason for booking, length of stay, average daily population and release dynamics for inmates booked or released into Santa Cruz County jails between January 1, 2012 and December 31, 2015.

This approach provides a portrait of current jail usage and illuminates areas that appear to be fertile for system improvement and help direct further examination that will lead to

policy, procedure or program changes. This data will also provide baseline information that will help measure the impact of system changes going forward.

### **Jail Utilization Data Domains**

County Context	Jail Admissions	Jail Length of Stay
<ul style="list-style-type: none"><li>• Population</li><li>• Crime</li><li>• Arrests</li><li>• Facilities</li></ul>	<ul style="list-style-type: none"><li>• New Crimes</li><li>• Holds</li><li>• Other Housing</li></ul>	<ul style="list-style-type: none"><li>• Pre-Trial</li><li>• Sentenced</li><li>• Other Policies</li></ul>

### **The Data**

The initial dataset contained over 48,983 unique bookings over 4.5 years, from January 2012 to June 2016, involving 22,001 different individuals per the unique booking ID. This report primarily focuses on the most recent full calendar year of 2015.

The full universe and accounting of bookings also includes individuals who are in jail less than one day, but not “housed” beyond a holding cell, which illustrates an effective effort to reduce jail usage at an early decision point.

To summarize the bookings, the report used the attributes of the most serious charge within the booking mapped to the California Department of Justice’s (CA DOJ) hierarchy table.<sup>1</sup> The hierarchy table lists 4,500 standardized charges used in California for felonies and misdemeanors that assist analysts in automating the research process. Over the years, the data entered into Santa Cruz Jail Management system created over 4,000 unique charges, which were mapped to the CA DOJ codes. This hierarchy was used to categorize each booking by using the most serious charge. Felonies are considered more serious than misdemeanors and within those groupings the top charge is based on severity. For example, if an offender has been booked for felony burglary (PC 459) and felony dissuading a witness (PC 136.1(B)(1)), the burglary would be shown as the most serious crime in describing the booking event. Throughout this document, the terms “most serious charge” or “top charge” refer to this hierarchical approach. However, a booking charge does not reflect the final court charge or outcome.

To simplify analyses, charges were grouped into crime categories based on norms set up by CA DOJ and largely reflective of nationwide norms in reporting. The table below shows the common crime types and groupings used in this document. For example, if an individual was booked for a theft, it falls under a property offense.

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<sup>1</sup>The variables used in the dataset are in the technical appendix. They include designations for the original variables created by Santa Cruz Jail systems, and variables created or derived to ease analysis.

### Crime Categories for System Analysis

GROUPING	SUBTYPES
ALCOHOL	Driving Under the Influence
	Disorderly Conduct
CRIMES AGAINST PERSONS	Assault & Assault and Battery
	Other Felony
	Robbery
	Other Sex Law Violations
	Lewd or Lascivious
	Kidnapping
	Forcible Rape
	Homicide
	Unlawful Sexual Intercourse
	Manslaughter, Vehicle
	Manslaughter
NARCOTICS AND DRUGS	Possession/Under the Influence
	Sales and Manufacturing
	Transportation
	Sales to a Minor
PROPERTY OFFENSES	Burglary
	Theft
	Motor Vehicle Theft
	Forgery, Checks, Access Cards
	Petty Theft
	Arson
	Checks and Access Cards
ALL OTHERS	Weapons
	Trespassing
	Vandalism
	Prostitution
	Traffic
	Hit and Run
	Disturbing the Peace
	Driving without a License/Traffic
	Failure to Appear in Court

These groupings simplify the discussion of new crime bookings to focus on the most serious charge within a booking. Table 1 in the appendix disaggregates crime grouping and type and offers percentage and the number of bookings in 2014 and 2015.

### Typology of Jail Entry: The Doors

To further organize the data, this report characterizes the major pathways or “doors” into jail. Those entering jail for a new crime are referred to as “front door” entries. Those who enter jail for factors other than an arrest for a new crime are referred to as “side door” entries.

Side door entries include violations of probation and parole, warrants, and court commitments. New crimes, or “on-site” crimes trump other side door crimes if a booking includes both, and are categorized as a “front door” entry. Side door entries include several categories<sup>2</sup>:

- *Warrants.* These bookings can be for court-issued warrants for failure to appear in court, as well as not appearing for probation supervision. Individuals can also be booked on warrants originating from other county or state agencies.
- *Court Commitments.* These bookings are for instances when the court sends an offender to custody, either remanded at the pretrial stage of the court process or to serve a sentence.
- *Technical Supervision Violations.* In this report violations are defined as allegedly breaking the rules, terms or conditions of probation or parole—not new alleged law violations. If a probation violator was arrested with a new crime, the new crime would be considered the top charge. Probation and Parole technical violations include: parole under Penal Code section (PC) 3056, Probation and Mandatory Supervision under PC 1203.2, and Post Release Community Supervision parolees for a violation under PC3456 or flash incarceration under PC3454. Since the case management system (CMS) does not indicate supervision types, these are derived from several variables, such as crime statute and booking reason.
- *Holds and Other.* Offenders brought in for federal holds, as well as court orders to transport an offender to another agency, make up a group of booking types outside the normal groupings. This grouping also includes those being brought to Santa Cruz to be witnesses in a trial, or attend child custody hearings.

Together, front and side door entries, or new crimes, warrants, holds, and court commitments provide a picture of who gets booked into jail.

To determine the length of jail stays and understand what the daily population looks like, it is necessary to know both who gets into jail and when they are released, which this study will refer to as the “back door” exit. By understanding who gets into jail through the front door and at what point they leave (back door), it is possible to assess key characteristics of the daily population, including the average length of stay and the aggregate jail “bed days” that are consumed in a year.

Given the interest in reducing recidivism, this study includes a focus on jail recurrence, the “revolving” door. Four and a half years of data were reviewed to assess how many – and

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<sup>2</sup>See the technical appendix for booking codes available in a CMS.

how many times – individuals returned to Santa Cruz County jail and the jail bed days they used.

### **Limitations**

The data collected by Santa Cruz County through its jail management system is far more encompassing than the data and findings presented in this study. This study distilled information to identify areas that could be fertile ground for system change, and point to policy and practice choices that could be considered. These findings should be considered as a starting point and should prompt more questions than answers. To fully understand opportunities for system improvement, additional collaborative work is required to dig deeper and triangulate quantitative and qualitative jail data with other sources, such as the courts, probation, and other service providers. There also are limitations to the data analysis in this report. Some factors that can influence decisions to hold individuals in jail were not analyzed, most notably the full criminal record. If, for example an individual is booked on a new drug offense, but also held on a warrant for a prior violent crime, and in some cases, a warrant on a new crime, it would not be identified in this study. Deeper analysis is needed to fully understand the range and viability of alternative policy options, as well as to assess cause and effect.

The recommendations in this report are not prescriptions from California Forward. They are presented as promising areas for consideration as county leaders determine the next steps. The J-SCI team at CA Fwd can be called upon to support Santa Cruz County as it pursues specific improvement opportunities.

## **III. Analysis and Findings**

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### **Santa Cruz County Justice System Overview**

Santa Cruz County operates three jail facilities. The main jail is a maximum-security facility and the only booking facility. The Rountree medium-security facility handles pre-and post-sentence individuals and the Blaine facility is currently a post sentence women's minimum-security facility. The chart below lists the facilities, bed capacity, bookings, releases and average daily population in the county:

**Santa Cruz Jail Facilities: Capacity and Average Daily Population (ADP)**

Facilities	Bed Capacity	2015 ADP
<b>Total Santa Cruz Jail System</b>	<b>439</b>	<b>437</b>
<i>Main Jail</i>	311	338
<i>Rountree</i>	96	89
<i>Blaine</i>	32	10

The U.S. Census estimates Santa Cruz County's population to be 274,146 people, of which 219,985 are adults.<sup>3</sup>

In 2015, there were 10,026 bookings into jail, representing 6,025 unique people. The table below provides some demographics about bookings in 2015 as compared to the general population in Santa Cruz.

✓ *Seventy Five percent of jail bookings are released within 4 days.*

The jail population is mostly male and primarily white.

African Americans make up a small portion of the general county population, and a small percentage of jail, but they are significantly overrepresented at the booking stage by a factor of five as compared to their representation in the general population. This over representation in jail further increases after arraignment, where they are overrepresented by a factor of eight.

Women represent one fifth of the population booked into jail and they represent only 13 percent of those staying after the arraignment stage. The majority of those booked into jail, 75 percent, are released shortly after booking and before arraignment.

#### **Santa Cruz County and Jail Population Characteristics (2015)**

	Santa Cruz Adult Population	Adults Booked in 2015	Adults Staying 4 days or more, 2015 <sup>4</sup>
Total Population	219,865	10,026	2,476
Average Length of Stay	n.a.	16.8 days	64.9 days
Female	50.4%	20%	13%
Male	49.6%	80%	87%
White	62.3%	59.8%	56.9%
Hispanic or Latino	28.8%	31.5%	34.9
Other <sup>5</sup>	7.8%	3.9%	2.7%
Black	.9%	4.7%	8.1%
Avg. Age at Booking	n.a.	36 years	35 years

Violent crimes and property crimes have been dropping over the past decade in Santa Cruz County and have been declining steadily since a peak in 1994. Just in the last 10 years, the

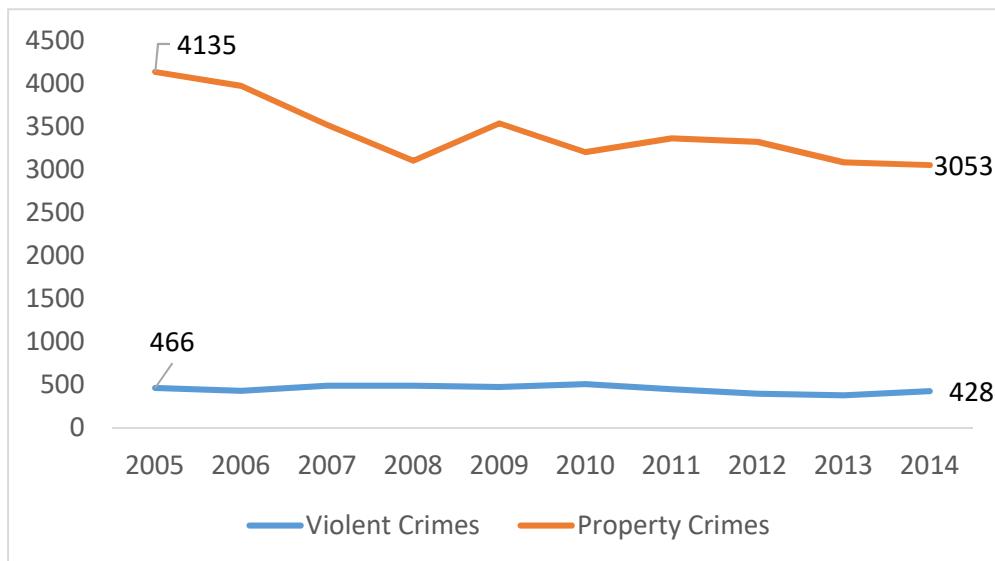
<sup>3</sup><http://www.census.gov/quickfacts/table/PST045215/06087>

<sup>4</sup>Those staying more than 3 days (72 hours) are assumed to be held past arraignment

<sup>5</sup> Other includes Asian Americans, American Indian, Pacific Islanders, South Asians, as well as other census designated races not included above. Since this group is large and heterogeneous, it is beyond the scope of this report to evaluate.

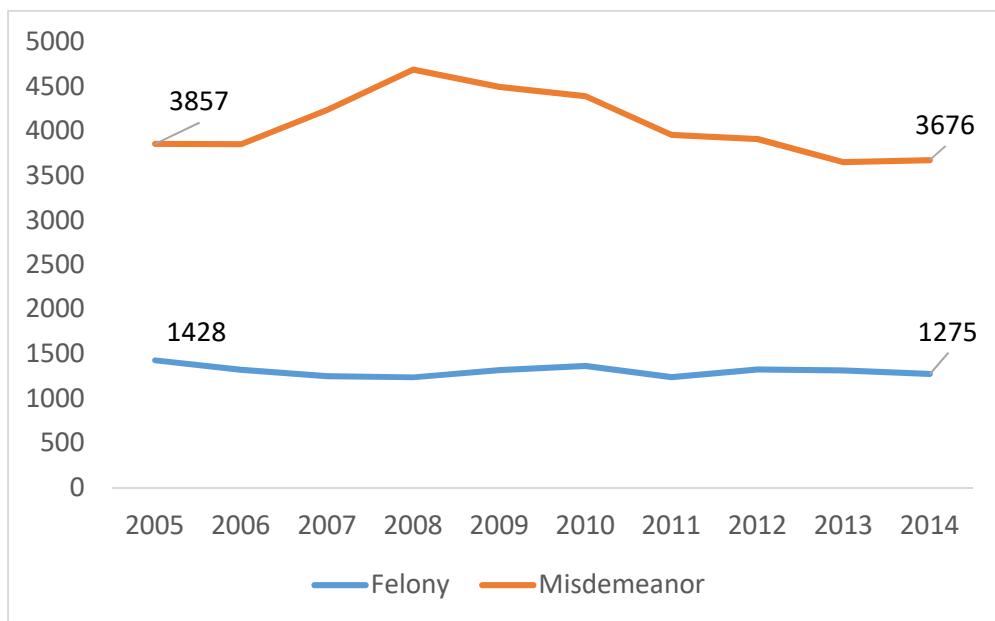
property crime rate per 100,000 people has declined 26 percent, and the violent crime rate per 100,000 people is down 9 percent.

#### Santa Cruz County Crime Rate, per 100,000 People



There has been an overall decline for all felony and misdemeanor arrests from 2005 to 2014, the most recent data available, with some variation in misdemeanor arrests visible on a year-to-year basis.

#### Santa Cruz County Arrests, per 100,000 Adults



The chart below show how Santa Cruz compares with other similar sized northern and central California counties.<sup>6</sup> A listing of all 58 counties can be found in tables 4, 5 and 6 in the appendix. Santa Cruz is in the lower third of California counties in terms of crime rates, and along with other California counties has been seeing a long-term decline in overall population adjusted violent and property crime.

Santa Cruz County has the lowest felony arrest rate of the 10 midsized comparison counties listed below. However, Santa Cruz County residents are more likely to be arrested for a misdemeanor than similarly sized counties and significantly more likely to be held in jail for a misdemeanor. Santa Cruz County ranks the fourth highest in misdemeanor arrests of the 10 mid-sized counties and Santa Cruz has the second largest number of misdemeanants in jail on a daily basis, indicating a longer length of stay, based on county reports to the California Board of State Community Corrections. As shown in Table 5 in the appendix Santa Cruz has the 14<sup>th</sup> highest rate of felony arrests per 100,000 people and 17<sup>th</sup> highest rate of misdemeanor arrests in the state.

✓ *Santa Cruz County residents are more likely to be arrested for a misdemeanor than similarly sized counties and significantly more likely to be held in jail for a misdemeanor*

#### 2014 Arrest Rate By County (DOJ)

Felony Arrest Rate per 100,000 Adults		Felony Arrests	Misd. Arrest Rate per 100,000 Adults		Misdemeanor Arrests
Shasta	1,983	2718	San Luis Obispo	4,229	9156
Merced	1,965	3390	Butte	4,141	7132
Yolo	1,933	2951	Shasta	3,934	5393
Napa	1,795	1877	Santa Cruz	<b>3,676</b>	<b>7941</b>
Butte	1,697	2923	Merced	3,079	5312
Madera	1,580	1692	Yolo	3,013	4600
Monterey	1,364	4116	Napa	2,933	3068
Sonoma	1,294	4865	Sonoma	2,718	10219
<b>Santa Cruz</b>	<b>1,275</b>	<b>2753</b>	Monterey	2,463	7431
San Luis Obispo	1,132	2451	Madera	2,181	2335

When adjusted for the size of the adult population, Santa Cruz has among the smallest jail populations, well below the statewide average rate of 263 people in jail per 100,000 people. However, for those who are jailed, Santa Cruz has a rate of unsentenced people (awaiting trial) at 61 percent as compared to 62 percent statewide. Of the mid-sized

<sup>6</sup> Although Santa Cruz is a mid-sized county using the Board of State and Community Corrections (BSCC) definition, this report narrowed this to the 10 counties within 50,000 residents of Santa Cruz's 220,000 adults

comparison counties noted below, Santa Cruz has the second largest proportion of misdemeanors in jail at 26 percent of their jail ADP. The county has the eighth largest proportion of misdemeanants in jail on a daily basis in the state.

**Jail Summary Statistics, as of June 2015**

County	Jail ADP per 100,000 Adults	Jail ADP- Unsentenced %	Jail ADP- Misdemeanor %
<b>Butte</b>	332	56%	14%
<b>Madera</b>	380	86%	11%
<b>Merced</b>	392	92%	11%
<b>Monterey</b>	297	69%	--
<b>Napa</b>	172	73%	9%
<b>San Luis Obispo</b>	242	46%	29%
<b><u>Santa Cruz</u></b>	<b><u>197</u></b>	<b><u>61%</u></b>	<b><u>26%</u></b>
<b>Shasta</b>	242	77%	11%
<b>Sonoma</b>	265	51%	24%
<b>Yolo</b>	253	71%	11%
Statewide	263	62%	15%

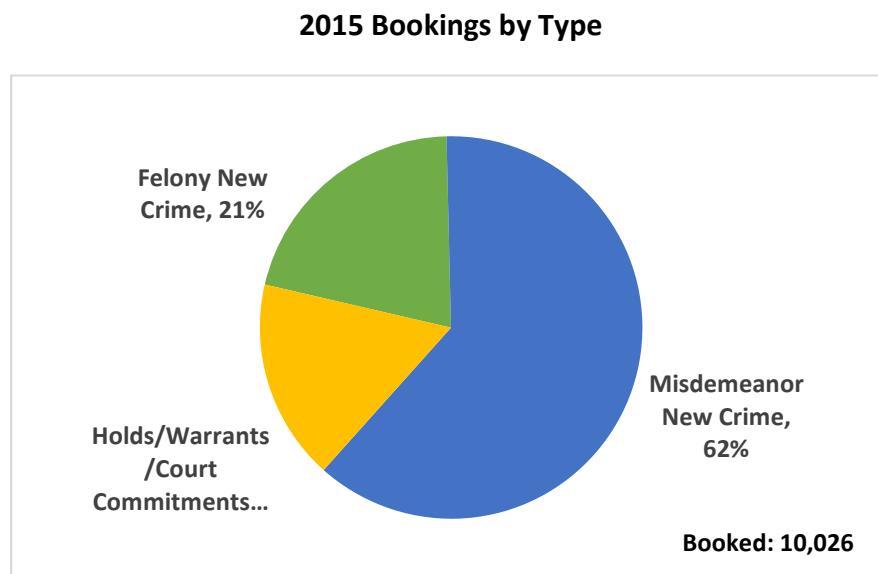
## **1. The Front Door View: Bookings for New Crime Violations**

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Who came in through the front door of jail in 2015? What agency brought them? What was the basis of those arrests? Who is held and who is released at the front door and who remains in custody after their court appearance?

An analysis was conducted of arrest location and location of residence by law enforcement jurisdiction. A significant number of jail records (approximately 35 percent) did not have residence information listed in the jail case management system. Of the remaining 65 percent that did have records, most individuals arrested were Santa Cruz County residents, ranging between 83 and 95 percent, depending on the jurisdiction, with the overall county average of 85 percent of bookings being Santa Cruz County residences. The local jurisdictions with the least out of county arrests were conducted by Watsonville Police Department, followed by Santa Cruz Police Department.

Sixty two percent of all bookings brought to the Santa Cruz County jail in 2015 were misdemeanants. Twenty one percent were new felony crimes and seventeen percent of bookings were due to side door reasons such as warrants, holds, court commitments and probation violations.



Fifty-nine percent of front door bookings are based on alcohol or drug charges. Property and person crimes, which may also be driven by a substance abuse problem, comprise 29 percent of the bookings for new crimes. Offenses that comprised small percentages are in the “other” category in the chart below. This includes a variety of categories including trespassing, vandalism, traffic offenses and several other crimes constituting a relative small number of bookings are also in the “other” category. For example, weapons offenses were the top charge in 2 percent of the bookings and appear in the other category.

### Bookings for New Crimes by Crime Type (2015)

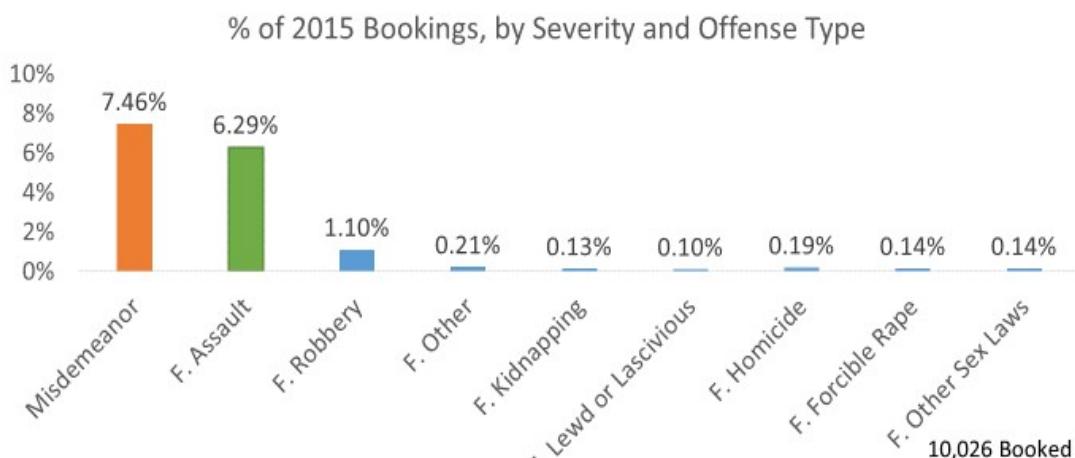


From a public safety perspective, person crimes are of high concern; they range widely from misdemeanor assaults, to more serious felony assaults, to the most egregious crimes, including homicide. Domestic violence was involved in 550 bookings, or 6.8 percent of new crime bookings, 42 percent of those being misdemeanors. Domestic violence crimes are grouped with crimes against persons, under assaults. Domestic violence includes bookings for spousal/cohabitant, elder, and child abuse.

Of all bookings (front and side door), felony person crimes accounted for 8.3 percent of all crimes; misdemeanor person crimes accounted for an additional 7.5 percent. This means that 84 percent of the jail bookings were for non-violent crimes and violations. Homicide, kidnapping, forcible rape, sex offenses, and lewd and lascivious conduct combined comprise 2 percent of all bookings. As illustrated later in this document, while person crimes are a small percentage of bookings, a significant portion of the daily jail population is comprised of individuals involved in violent crimes because of their longer custody times.

✓ *84 percent of new crime bookings are non-violent*

### Persons Crime as a Percentage of Total Bookings, 2015



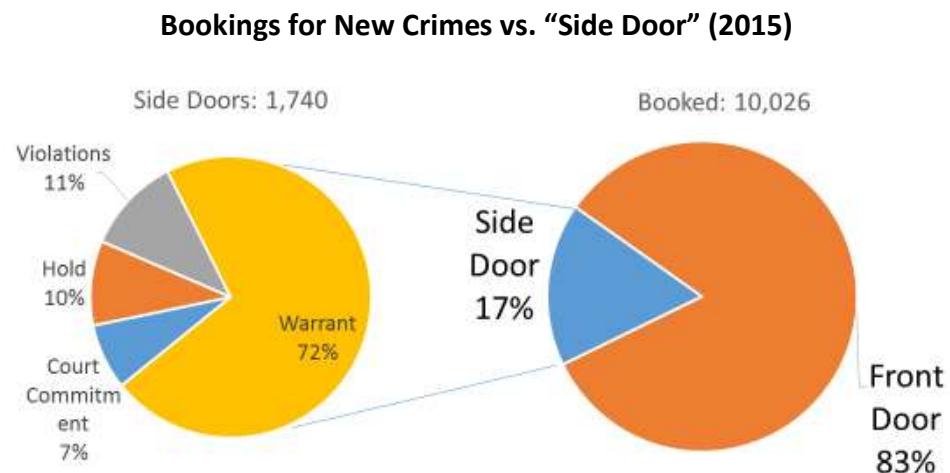
## 2. The Side Door View: Bookings That Are Not Based On a New Crime

Seventeen percent of jail bookings are not the result of a new crime, but some subsequent failure or event that triggered the booking. This includes technical probation violations, parole holds, warrants and court commitments. The most prevalent side door entries are for warrants. Warrants represent nearly three-quarters of those bookings. It should be noted that the court commitments appear to be primarily sentenced individuals who remained out of custody during the pendency of their case. For those individuals, the court commitment was to serve a jail sentence.

✓ *Seventeen percent of jail bookings do not involve a new crime*

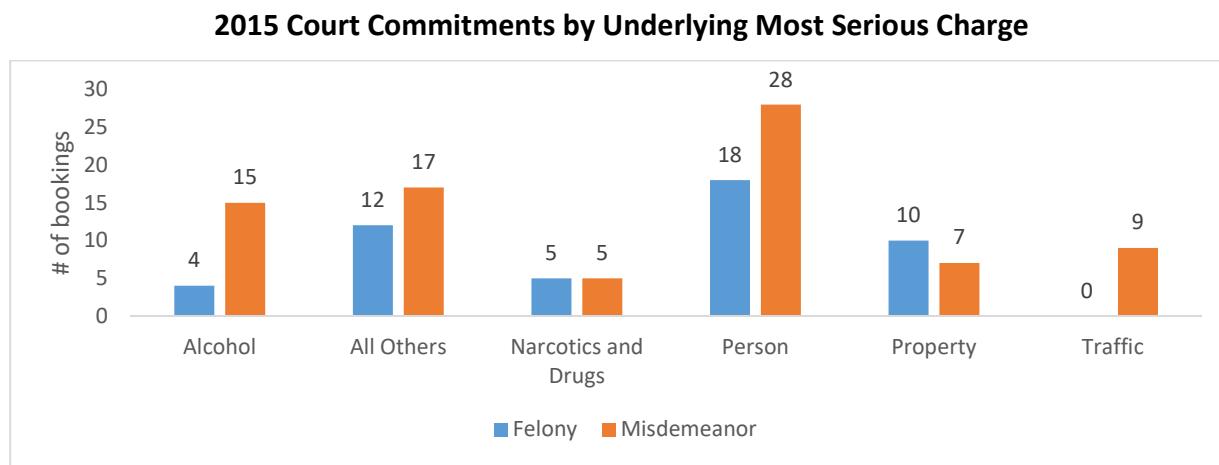
Side doors are fertile ground for alternatives given that they tend to be in custody for breaking rules not laws, which, in general terms makes this population less of a public safety risk concern. Santa Cruz has a much lower rate of side door entries than other jurisdictions who have engaged in jail utilization studies, where the rate varies between 40 and 50 percent of bookings, and where probation violations account for a significant share of all bookings<sup>7</sup>.

This difference may be due to the local history of justice system reform, including probationer engagement, warrant reduction efforts, and alternatives to jail for probation violators. This is a practice to be applauded as it is common to see much higher rates of probation rule violators in county jails, which has negative consequences on jail population management. Still, nearly a fifth of the jail bookings are side door entries with warrants comprising the largest portion. Understanding more about warrants and their antecedents could illuminate new opportunities to reduce side door bookings.



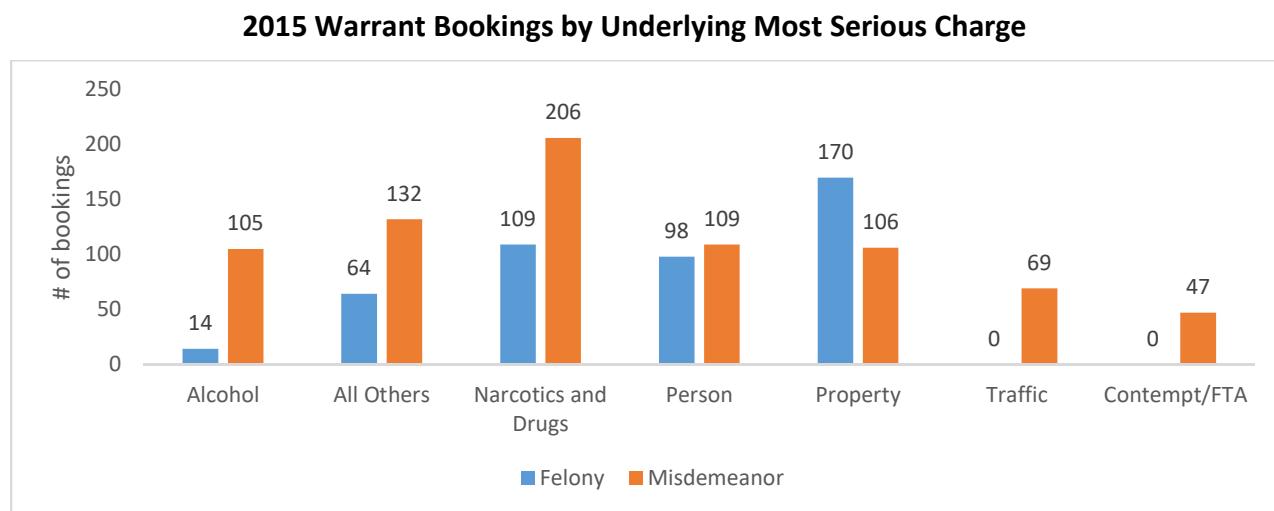
<sup>7</sup> This is based on four Jail Utilization Reports from California Counties prepared by the authors of this report.

The chart below looks at court commitments by crime type. The majority of court commitments, 81 in total, were based on an underlying misdemeanor crime as compared to 49 court commitments which were based on felonies.



A similar dynamic is observed with warrants. The clear majority of warrants are based on underlying misdemeanors, 774 as compared to 455 warrants that are based on underlying felonies. Not only are side door entries based on non-criminal events, the original crimes are less serious in nature than bookings for new crimes. Hence the side door category, from a public safety perspective, is fertile ground to explore alternatives to incarceration and explore ways to reduce rule violations.

✓ *Side door bookings are based on non-criminal events, and the original crimes are less serious*



It should also be noted that while this study used a hierarchy where a new crime trumps a warrant, there were 504 bookings for new crimes that had underlying warrants. Of those new crimes with underlying warrants, 322 were misdemeanors. It is quite possible that

many of these misdemeanor offenses might have been released before arraignment or diverted from jail completely if the warrants were not in place. These warrants could have been for a failure to appear in court, failure to keep in contact with probation, or failure to pay fines or fees. Further analysis is recommended to better understand the basis of the warrants and opportunities to address issues.

### 3. The Typical Day View: Average Daily Population

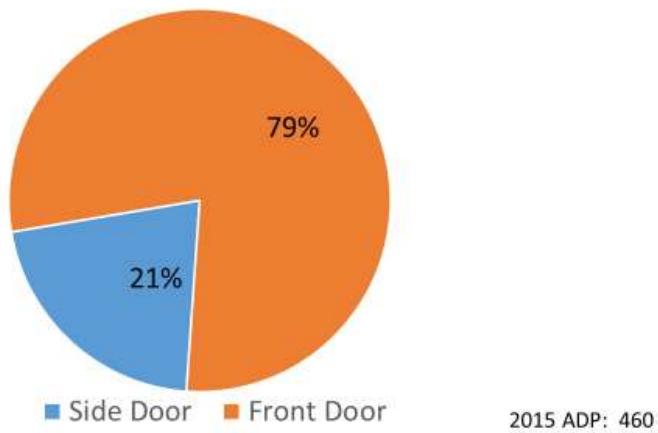
The Average Daily Population (ADP) in jail is a function of who is admitted and how long they stay in jail. It is important to understand the difference between booking rates and ADP. Since length of stay varies for different types of crime and is influenced by other factors, the characteristics of the ADP are not the same as the population at booking. For example, many alcohol-related crimes are released very quickly, so they may represent a large percentage of bookings, but do not greatly impact the average daily population.

✓ 21 percent of the inmates in jail are not in custody for a new crime

#### Jail Population by Booking and Crime Type

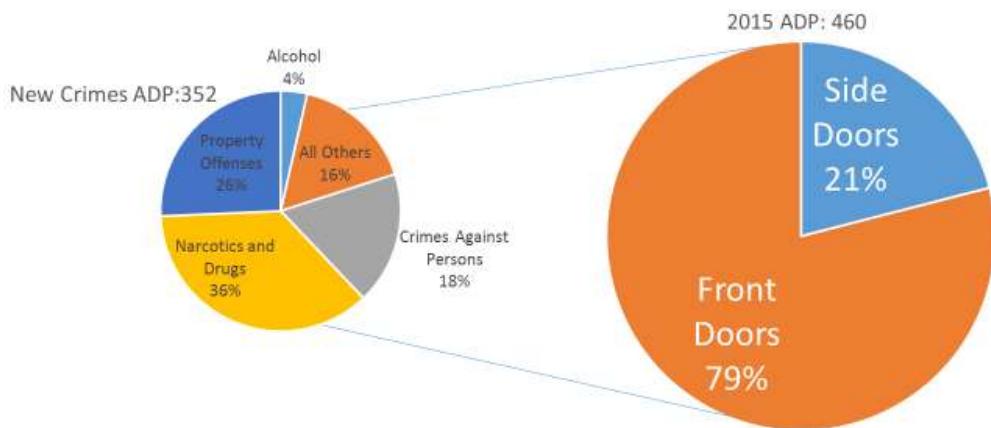
Approximately 80 percent of the jail population is either pending or serving a sentence for a new crime. Conversely, one fifth of the jail population are in custody for side door reasons, such as warrants, probation violations and holds.

**ADP 2015: Individuals Housed for New Crimes (Front Door) vs. Warrants, Holds, and Violations (Side Door)**



On an average daily basis, over a third of the individuals in custody on a new crime (front door entry) are there for a drug related offense, followed by property offenses, which are quite often fueled by an underlying drug habit. Crimes against persons account for close to a fifth of those in custody for a new crime.

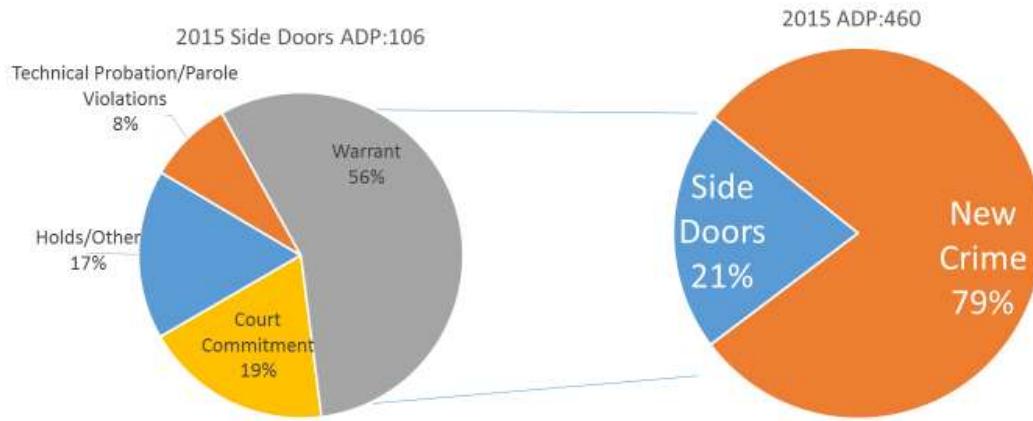
### ADP 2015: Individuals Housed for New Crimes, by Crime Type



Of those in custody for a side door reason, well over half are there for a warrant. Court commitments account for the next largest subcategory of side door entries. They include those individuals remanded to custody during the court process and those who are booked in jail to serve a sentence. Individuals who are court committed to serve a sentence are presumably receiving jail as a punishment, rather than a perceived public safety risk, because it appears that they remained in the community successfully during the court proceedings while on bail or court release. A deeper analysis would be needed to confirm this assumption.

Although the percentage of side door entries are considerably lower in Santa Cruz than other counties that have participated in J-SCI, they still make up a fifth of the daily population, and so offer an important opportunity to reduce unnecessary jail utilization. Santa Cruz County appears to use best practices in applying alternative community-based responses to rule violations for supervision violations and has taken aggressive steps to engage clients and avert warrants. This may be the reason why technical probation violations only represent 8 percent of side door bookings and just 2 percent of the entire daily jail population. The fertile ground for reducing side door entries appears to be in the other categories: warrants, court commitments, and holds. A full examination of the reasons leading to a warrant, hold and court commitment would help in identifying opportunities to reduce the numbers who return to jail for something other than a new crime. This would likely provide opportunities to reduce failures that result in jail usage not triggered by a new crime or significant public safety concern.

### ADP 2015: Individuals Housed for Side Door Bookings, By Type



### Jail Population by Gender

As depicted in the table below, women held in jail at a lower rate than males for side door reasons, which indicates that they are less likely to incur rule program or rule violations.

### ADP 2015: Individuals Housed, by Gender and Booking Type

	Female	Male
Front Doors	83%	78%
Side Doors	17%	22%

Women are significantly less likely to be involved in person or violent crimes but equally likely to be involved in drug offenses. Women are more likely than men to be in jail for a property crime. Given the strong relationship between theft and drug use this crime profile indicates that unaddressed substance abuse is the largest cause or driver behind incarceration for females.

### ADP2015: Percent of Front Door ADP, by Entry Type by Gender

Offense	Severity	Female	Male
<b>Alcohol</b>	Felony	0.0%	0.9%
	Misdemeanor	7.4%	2.0%
<b>All Others</b>	Felony	13.1%	13.8%
	Misdemeanor	2.2%	2.3%
<b>Narcotics and Drugs</b>	Felony	13.6%	13.3%
	Misdemeanor	5.2%	4.3%
<b>Person</b>	Felony	17.4%	36.2%
	Misdemeanor	2.5%	3.1%
<b>Property</b>	Felony	32.8%	21.5%
	Misdemeanor	5.3%	2.1%

While warrants are the most common side door booking type for men and women, the percentage of women booked based on a warrant is higher than men. Women are more likely than men to be booked on a misdemeanor warrant. Women are significantly less likely than men to return to custody for a probation violation.

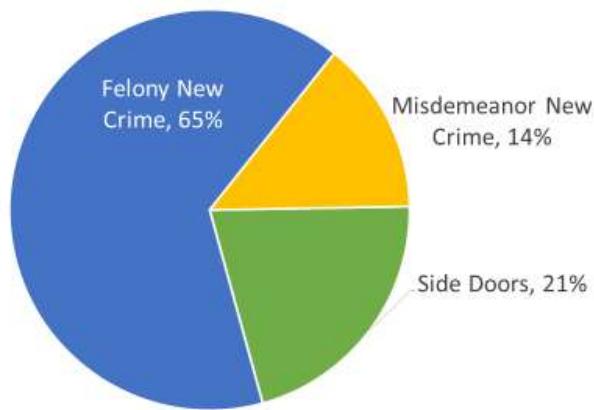
#### ADP2015: Percent of Side Door ADP, by Entry Type and Gender

Offense	Severity	Female	Male
<b>Court Commitment</b>	Felony	12.2%	13.7%
	Misdemeanor	3.1%	7.9%
<b>Hold</b>	Felony	1.1%	4.2%
	Misdemeanor	0	1.2%
<b>Violations</b>	Felony	1.5%	10.2%
	Misdemeanor	0.5%	0.3%
<b>Warrant</b>	Felony	49.9%	42.5%
	Misdemeanor	31.4%	19.5%

#### Jail Population, Felony vs. Misdemeanor

New felony crime accounts for 65 percent of the daily jail population. Approximately 14 percent of the jail population is incarcerated for a new misdemeanor crime. Additionally, nearly a third of individuals who come into jail for a side door reason are there based on an underlying misdemeanor offense.

#### ADP 2015: New Crime and Side Door Entry Reasons



2015 ADP: 460

Warrants are the most common reason for a jail entry among individuals housed in jail for a side door reason. Sixty-one percent of felony side doors and 70 percent of misdemeanor side doors are in jail for warrants. Felony warrants alone account for 43 percent of all individuals housed for a side door reason.

**ADP 2015: Felony vs. Misdemeanor Side Door Entries**

Side Door Reason	Felony (66)	Misdemeanor (27)	Combined (93)
<b>Court Commitment (20)</b>	20%	26%	22%
<b>Hold (5)</b>	6%	4%	5%
<b>Violations (9)</b>	14%	0%	10%
<b>Warrant (59)</b>	61%	70%	63%
<b>Total (93)</b>	100%	100%	100%

## 4. The Jail Consumption View: Length of Stay and Jail Bed Days Used

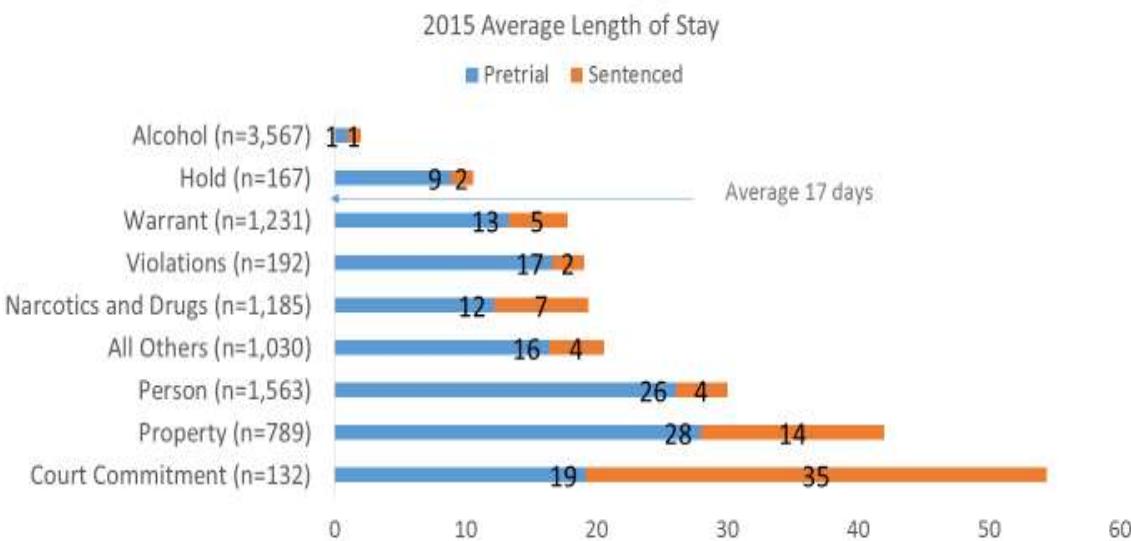
### Jail Consumption by Crime Type and Trial Status

Of all individuals who are booked into jail, those charged with alcohol crimes have the shortest length of stay. This is due to the fact that the majority of alcohol crimes are minor public intoxication or first time drunk driving offenses that are processed quickly and go through the court process out of custody.

In Santa Cruz County, most side door related bookings have a shorter length of stay than new crimes. However, those who are committed to custody by the court spend the most time in custody.

✓ For most crime types, the majority of jail time is used while awaiting trial

**Jail Bed Days 2015: Pre-trial vs. Sentenced**



By removing the individuals who are released quickly either before or at the first court appearance, we get a more accurate picture of the length of stay for individuals who are held in custody during and after the court process. Here again, most of the side door entries have the shorter length of stay and person crimes have the longest length of stay. For most crime categories, the majority of time is spent on a pretrial basis.

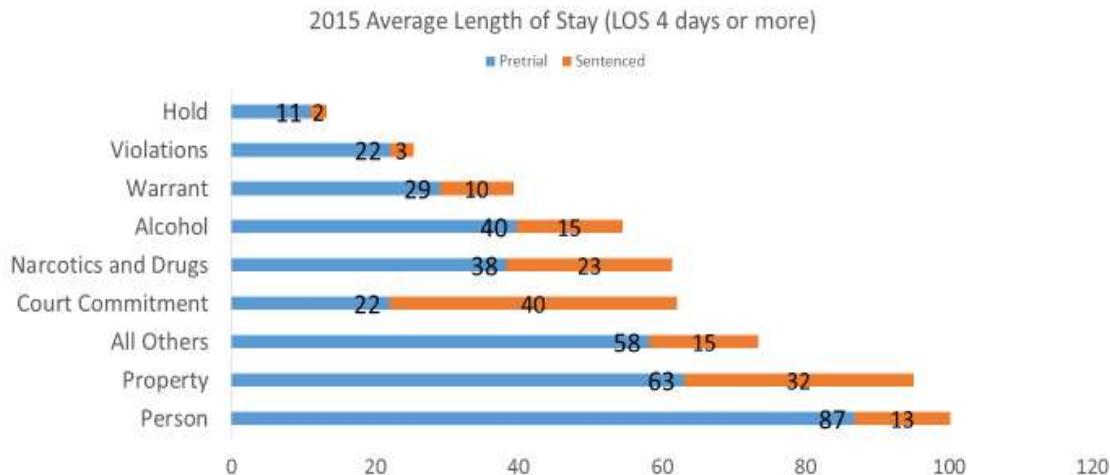
Increasing the number of appropriate pretrial releases and reducing unnecessary delays will expedite court process and reduce the portion and amount of time spent in jail on a pretrial basis. There are multiple benefits in reducing pretrial jail. Well-run alternatives and pretrial release programs produce good public safety results during the process and will reduce the harmful and destabilizing impact that jail has on employment, parenting and other responsibilities.

For those who remain in jail, conditions tend to be poorer during the pretrial stages as inmates held in more restrictive settings and are less able to participate in programs and services that support successful reentry and address criminogenic factors. For example, individuals who are in custody for aggressive acts could benefit from evidence-based programs targeted to reduce aggression. But based on the data in the chart below, of the average 100 days that individuals are in custody for person crimes, only 13 days are post sentence, which is the period of time that services would be most available and specific court mandates for those programs would be in place.

✓ *Person crimes and property felonies make up nearly half of all jail bed days used*

It should be noted that Santa Cruz County takes an assertive position in maximizing in-custody programs at all facilities, however the availability and flexibility of programming is not as good at the Main Jail.

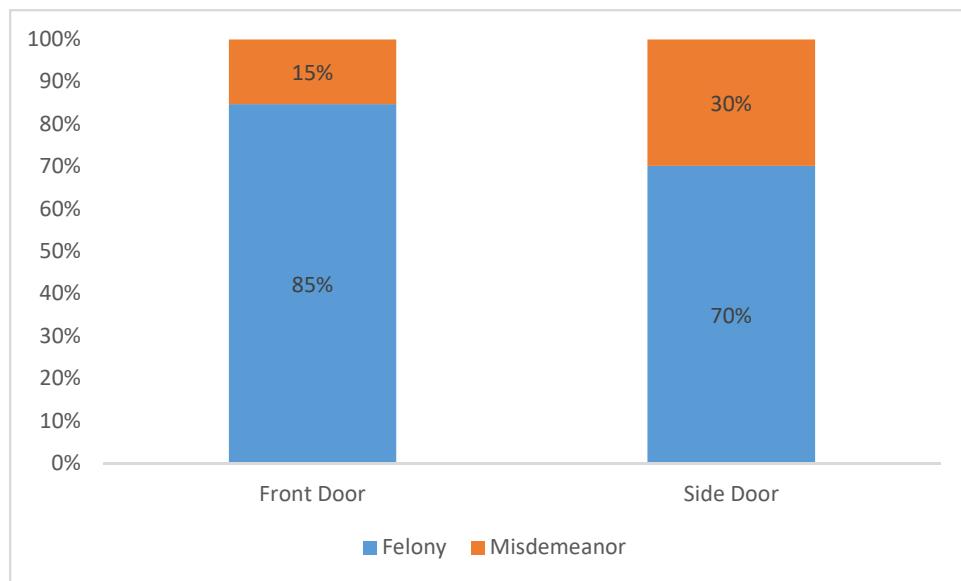
#### **Jail Bed Days 2015: Pre-trial vs. Sentenced for those staying more than 4 days**



#### **Jail Consumption by Entry Type (Front Door/Side Door)**

The chart below illustrates the percentages of misdemeanors crimes that underlie side door entries as compared to new crimes. While only 15 percent of new crimes held in jail are misdemeanor, the percentage doubles for side door entries. This reflects that the reasons leading to a side door entry carry greater consequences than the underlying crime itself, suggesting that the side door category is a fertile target area to develop strategies to reduce failures that lead to jail and/or to develop additional jail alternatives to address rule violations.

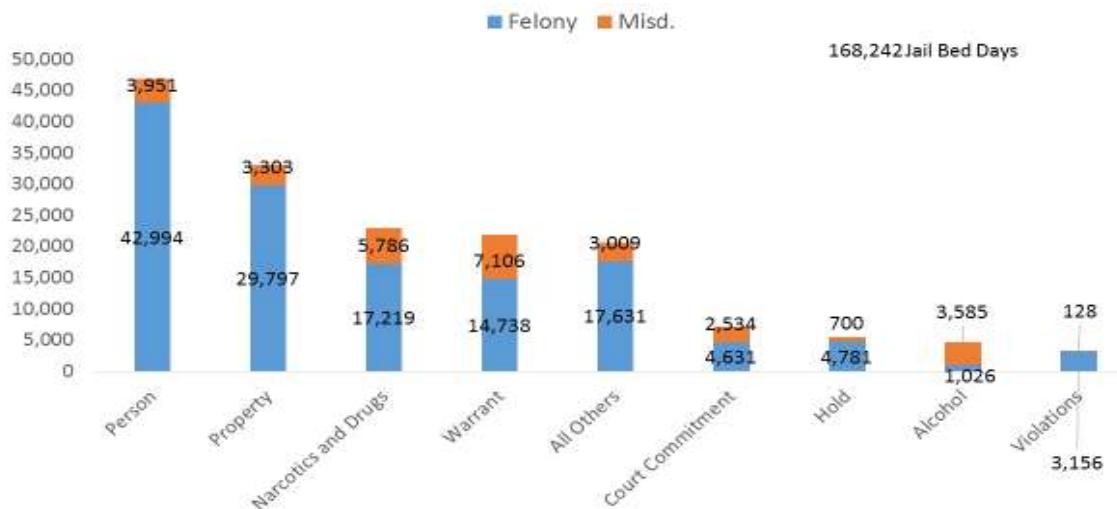
## 2015 Jail Bed Days by Entry Type and Severity



## Jail Consumption by Crime Type and Severity (Felony/Misdemeanor)

The chart below shows the total jail day consumption of bed days by crime category for misdemeanor and felony new offenses and the underlying offenses of side door entries (warrants, court commitments, holds and violations).

### Jail Bed Drivers by Crime Type and Severity (Felony/Misdemeanor), 2015



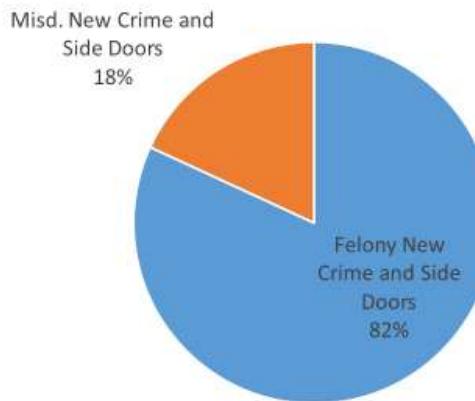
The aggregate consumption of jail days is the result of the length of stay multiplied by the number of individuals within each crime category. In total 168,242 bed days were used in 2015. Almost 47,000 jail days in 2015 were consumed by individuals with person crimes in Santa Cruz County, of which a small portion, 3,951 were misdemeanors. Person crimes and property felonies make up nearly 50 percent of jail bed days used in 2015. On the other

hand, misdemeanors comprise nearly a third of the bed days associated with a warrant return (7,106 days) and most jail days associated with alcohol crimes are misdemeanors (3,585). During 2015 a total of 29,974 or 18 percent of bed days were consumed by misdemeanants which is the equivalent of 82 individuals per day.

The chart below looks at the percentage of jail that is based upon either a misdemeanor new crime or a side door entry that is based upon an underlying misdemeanor. Eighteen percent of the jail population is in custody on a daily basis for a misdemeanor crime. Learning more about the local practices and policies leading to the use of jail for misdemeanor crimes and revisiting the goals and values behind those practices, and examining the outcomes and impacts produced by those practices could provide opportunities to reduce system impacts and costs for lower risk populations.

✓ *One in five jail bed days is used for misdemeanor inmates*

#### **Jail Bed Days 2015: Jail Utilization by Severity**



2015 ADP: 460

#### **Jail Consumption by Gender and Race**

*Gender.* In terms of average length of stay, men stayed in jail nearly seven days longer overall than women (18.5 vs. 11.8 days). Controlling for crime severity, men stayed 16 days longer for felony crimes (49.2 vs. 33.6 days), and a half day longer for misdemeanors (4.5 vs. 3.9 days) with considerable variation by crime and entry type.

#### **2015 Average Misdemeanor Length of Stay**

Misdemeanor Entry Reason	Female	Male
Alcohol	1.8	0.8
All Others	4.7	5.1
Narcotics and Drugs	5.1	7.0
Person	2.9	5.9

Property	15.0	10.9
Court Commitment	19.8	32.2
Violations	6.6	3.7
Warrant	7.8	9.4

Using a multivariate regression<sup>8</sup> detailed in Table 8 in the appendix, men tend to stay three days longer after controlling for multiple factors like severity of booking, type of offense, criminal history, and race/ethnicity.

*Race.* Black and Latino inmates showed longer average lengths of stay than whites. While represented at higher rates than in the general population, and despite longer lengths of stay, the total number of Black and Latino inmates is less than the White population, and therefore use less aggregate bed days.

**Summary table of ALOS, Bed Days, and Releases, by Race (2015)**

Race	Avg. LOS	Avg. LOS 4days+	Bed Days	Released in 2015
White	15	61	87,063	5,974
Latino	21	75	66,613	3,174
Black	23	53	10,791	472
Other	10	53	3,775	395

Controlling for crime severity, the average length of stay for felony crime was 46.8 days for Black inmates, 53.1 days for Latinos, and 43 days for Whites. For misdemeanors, Blacks stayed 5.4 days on average versus 5.1 for Latinos, and 4.4 for Whites.

Racial disparities are seen even after controlling for other factors. A multivariate regression statistical model shows Blacks and Latino's stay 2-3 days longer than whites when controlling for multiple factors in 2015. The model is set up to identify which extent various factors influence or contribute to length of stay. By controlling for differences in gender, race/ethnicity, booking severity, entry type, and booking history, a clearer sense of the contribution of racial differences to average length of stay emerges. The regression results are listed in Table 8 of the appendix.

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<sup>8</sup>Statistically speaking, multivariate analysis refers to statistical models that have 2 or more dependent or outcome variables,<sup>1</sup> and multivariable analysis refers to statistical models in which there are multiple independent or response variables.

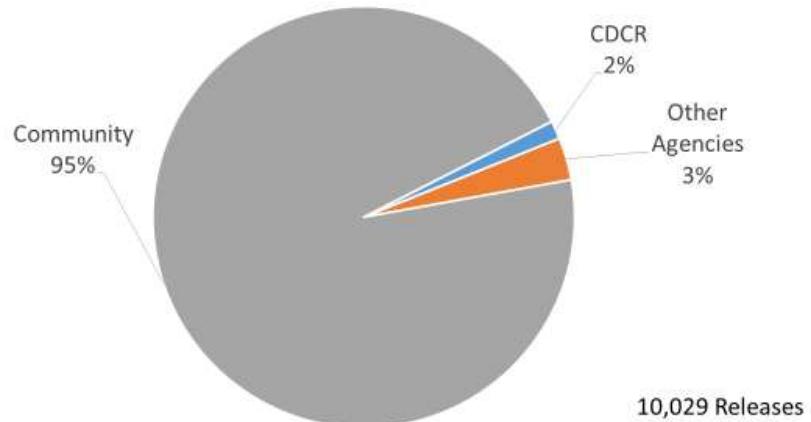
## 5. The Program and Reentry View: The Pathway Back to the Community

Along the criminal justice process there are various decision points that influence jail entry and exits. This can include jail diversion, sheriff pre-arrangement release, pretrial release, and post sentence release.

Who returns to the community and are they prepared to be successful? While the data does not yet provide enough information to assess readiness for successful reentry, 95 percent of the jail inmates who exited from jail in 2015 returned to the community. Some were released under the supervision of the Probation Department while others were under no form of supervision or support for reentry. Table 3 in the appendix shows the various release reasons in 2015.

✓ *95 percent of inmates return directly to the community*

**Jail Release by Type of Release, 2015**



The fact that most inmates are returning to the community underscores the importance of a successful release and reentry that minimized the likelihood of recidivism. Jail environments are criminogenic, particularly when there is idle non-directed time when inmates are not engaged in prosocial activities and learning. Furthermore, research has demonstrated that mixing low risk with higher risk offenders will increase recidivism. Maximizing pretrial releases, through evidence based programs ensures public safety in the community while avoiding the criminogenic contagion effect jail exposure can produce.

There are a myriad of issues and challenges that make it difficult for jails to do more than incapacitate and punish. While jails may offer some programs designed to reduce recidivism, many inmates are unable to participate because presentence facilities and housing units often lack adequate program space. In addition, since pretrial inmates have not pled or been found guilty, there is no mandate for participation based on proven criminal behavior. Typically, jails have a shortage of programs and those programs that are available are offered to sentenced individuals. Ideally, programs are best delivered outside of jail, but for those who must be incarcerated, jails should have the resources to target the

right programs for the right individuals with a focus on bridging a successful community reentry.

Santa Cruz County has developed several programs and strategies to:

- Provide education, treatment and skill development to foster successful reentry in custody;
- Maximize alternatives to incarceration and formal jail booking;
- Focus on jail recidivists with substance abuse and alcohol abuse issues.

### **In-Custody Programs**

Jails throughout California are challenged with limited program space and a lack of partnerships with other county agencies, community providers, and educators. And even with adequate resources and the best jail conditions, jail is not the preferred setting to provide services. As referenced above, a lack of prosocial and educational programming increases criminogenic risk factors that inmates are exposed to during non-directed idle time. The availability of quality programming translates into fewer jail incidents, a safer facility, and a greater chance that an inmate will successfully reenter community without future re-offending. The level of jail programming in Santa Cruz County is impressive, particularly for a medium sized county. The Santa Cruz County Sheriff's Office collaborates with the Probation Department to provide a full host of programs, services and activities at the Blaine Street Women's facility, the Rountree Men's Medium facility and the Main Jail.

Programs include cognitive behavioral treatment, life skills, substance abuse treatment, trauma informed interventions and post-traumatic stress disorder treatment, and parenting skills and education classes. Services include benefits enrollment, vocational and employment support, health services, legal clinics, anonymous programming, library services, veteran services, reentry planning, tips on how to succeed on probation, religious services and voting. There are a range of personal enrichment activities including music, arts, creative writing, physical recreation and mindfulness. The Santa Cruz County sheriff's Office offers 150 classes each week provided by over 50 services providers and 600 volunteers who offer programs within the facilities annually. Many of the programs offered in custody are mirrored in the community to support continuity of care and good reentry outcomes.

Due to limited funding, staff time, and facility space, a number of inmates are unable to benefit from the full spectrum of programming, and others may not receive programming based on individually assessed needs. Clearly, however, there is a value in place to reduce the harmful effects of incarceration and to maximize opportunities to provide jail interventions targeted to reduce future reoffending and successful reentry. As programs continue to improve it will be important to avoid the frequent pitfall of using jail to provide a program to a population who would otherwise not be in jail and could receive the same program in the community. The Sheriff has authority until custody time is served, probation has oversight and authority over community programs in partnership with other agencies. Community based programs should be maximized and for those receiving

programs in jail continuity of services through well-developed reentry planning and hand offs from the Sheriff to probation should be emphasized. Attached to the end of the appendix is a program inventory that provides a description of the various activities, services and programs offered.

### **Alternatives to Custody**

Santa Cruz offers a number of alternatives to custody at both the pretrial and post sentence phase of the criminal justice process, which are highlighted below:

**Pretrial Release.** The probation department operates a pretrial release program. The department was selected by the Laura and John Arnold Foundation along with several other sites in the country to test and model a state of the art predictive pretrial risk assessment tool.<sup>9</sup> The probation department is working with the courts to expand the number of pretrial releases as it is estimated that the number of successful releases could be increased significantly. The probation department also operates a warrant reduction program in partnership with the non-profit organization, Friends Outside and a pre-arraignement release program that, together reduce the jail population by approximately five individuals a day. Additionally, a court reminder system has been purchased through the probation department with grant funding that is designed to reduce failures to appear in court that can result in warrants and additional time in jail.<sup>10</sup>

**Disorderly Conduct and DUI Booking Diversion.** In June 2015, the sheriff's department partnered with Janus of Santa Cruz to implement a program to divert alcohol related drunk in public arrests from the formal jail booking process to a service provider stationed at a facility in front of the jail. The Recovery Center will hold individuals willing to participate in the diversion conditions until they are sober. Utilizing the evidence based motivational interviewing technique, the treatment staff are able to help assess and refer individuals to services, and treatment resources. While drunk in public offenses are completely diverted from formal court processing, the DUI offenses are referred to the district attorney and courts for formal court handling. The Recovery Center staff are able to facilitate drunk driving classes before the court process begins, thus providing a swift response to problem behavior. Certain individuals who have been selected for the Serial Inebriate Program (SIP) and PACT are not able to participate in the diversion program and are instead processed into jail.

Since its inception, the alcohol jail diversion program appears to have a significant impact the reduction of jail bookings<sup>11</sup>, with the largest decline coming from avoiding disorderly

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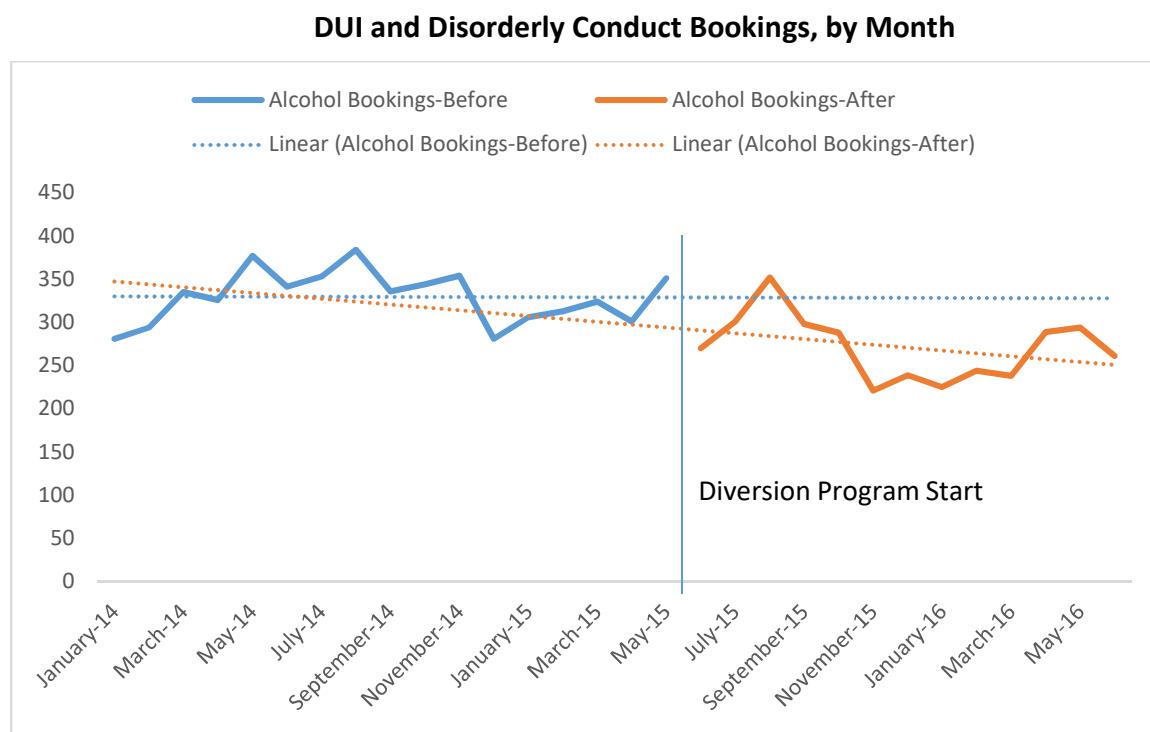
<sup>9</sup> The tool offers information and recommendations on individuals who can be safely released pending trial without reoffending or failing to appear for court. Probation records show that an average of 38 individuals were supervised by the pretrial program in 2015, and that 96% of these did not reoffended while under supervision, and 89% made all court appearances.

<sup>10</sup> These efforts are supported by the BJA Justice Reinvestment Initiative, and will be assessed to identify outcomes and cost-savings for reinvestment opportunities by the Justice Reinvestment team.

<sup>11</sup> These bookings were for 567 unique people, implying some people were diverted more than once.

conduct (647F).<sup>12</sup> The blue line in the chart below shows the trend line of the previous 18 months, and the orange line of the first 12 months after the program started.

According to the Sheriff's Office, over the initial 19 months of the program from June 2015 through November 2016, a total of 844 bookings were diverted, or around 44 per month. The Santa Cruz County Police Department and Sheriff's Office accounted for 75 percent of those bookings. A majority of the cases diverted were for disorderly conduct/ drunk in public. A small number of the bookings diverted were for driving under the influence (42, or an average of around two per month). These arrests were mostly conducted by the California Highway Patrol. It is estimated that each booking that is diverted saves an hour of law enforcement time that can be redirected to the community. This same amount of time is saved by corrections staff who would otherwise be handling the booking process. Additional time and resources are saved by the courts, which are spared the formal litigation process. Another added benefit is that the process can move directly to an evidence based strategy to assess and address the alcohol use leading to the arrest.



**Custody Alternative Program (CAP).** The CAP program is an alternative custody program that covers electronic monitoring as well as work release for sentenced individuals. The Sheriff's Work Release Program allows individuals meeting certain criteria to serve their sentence through the performance of community based service work assignments. The Sheriff's Office assigns convicted, low level offenders to specific worksites throughout the County of Santa Cruz to satisfy their obligation to the County of Santa Cruz and the justice

<sup>12</sup> Based on a OLS regression model, alcohol bookings decreased by 58 per month with the introduction of the program in June 2015.  $R^2=.44$ ,  $t=4.12$  when regressing program start on bookings before and after the program.

system by performing light labor in the service of society. Some individuals who are court ordered to serve a sentence may be placed directly on the CAP program while others may serve a portion of their jail sentence first.

Electronic monitoring is an alternative to incarceration where the client will be allowed to serve their sentence under "house arrest" at their place of residence. Clients are assessed for the program using a validated risk and needs assessment tool. Once selected for the program the client's movements will be restricted and they will be required to wear a tamper-resistant, non-removable anklet. The client will be provided a schedule that will allow them to leave their residence for employment, school, treatment programs, counseling and other activities approved by the Sheriff's Office program staff. Restricted areas can be established in cases where victims are involved. Progress and compliance with conditions of release are continually evaluated and monitored by Sheriff's Office staff assigned to the program. The Electronic Monitoring Program is designed for offenders who pose a minimal risk to the community, yet whose behavior and offense indicate a need for close supervision. The program can be used for offenders who have special needs or problems that may be better handled in their home environment.

In 2015, the Sheriff Office reports that there was a total of 569 CAP participants who saved a total of 23,062 bed days. Based on these figures there were 63 individuals served on a daily basis in the program in 2015 which constitutes a daily savings of 63 to the daily jail population.

### **Jail Recidivists Programs**

Santa Cruz County has implemented programs intended to intervene in the chronic recidivism of specific target populations, including two highlighted below:

**Program for Accountability, Connection, and Treatment (PACT).** The Program for Accountability, Connection, and Treatment(PACT) began in April of 2014 with the goal to address chronic alcohol and substance abuse fueled petty crimes in downtown Santa Cruz, by better engaging and leveraging repeat offenders in treatment and avoiding costly Emergency room visits and hospitalization. The program provides oversight and services to selected offenders recently encountered multiple times by law enforcement in Santa Cruz City with either a case coordinated approach or case managed approach. These two levels are based on a PACT staffing team decision based loosely on the offender's offense severity. Those with chronic jail bookings but generally less severe crimes are provided more intensive case management services while the higher severity offenders are "case coordinated" and do not receive intensive case management. The program theory is that by using jail or threat of jail as a specific deterrent program participation, outpatient and residential treatment participation will be leveraged as a more attractive option.

The Institute for Community Collaborative Studies at California State University, Monterey Bay, is currently conducting an evaluation of the program. The data gathered for this study included an analysis of the jail utilization of PACT participants. Findings indicate an increased amount of jail usage after a person entered the program. Using a pre-post model, separated out by those that were case coordinated or case managed, more jail bed days

were used for longer amounts of time. Looking at the group of offenders who entered in to the PACT program in calendar year 2015, and looking at bookings for one year before and after for jail admissions, the data reveals that for those who return to jail, the time spent in jail is not reduced through program participation.

The chart below shows the increase in jail usage per person for the case coordinated, while staying relatively similar for those case-managed. This increased jail usage is largely explained by increased lengths of stay. This could be due to those that are being booked are staying longer as they either await treatment placement; or jail is being used as a sanction for failure to participate and succeed in treatment. Of those who are case-managed, only 22 returned to jail, meaning five may have been successful, in treatment, terminated from the program, or moved out of county.

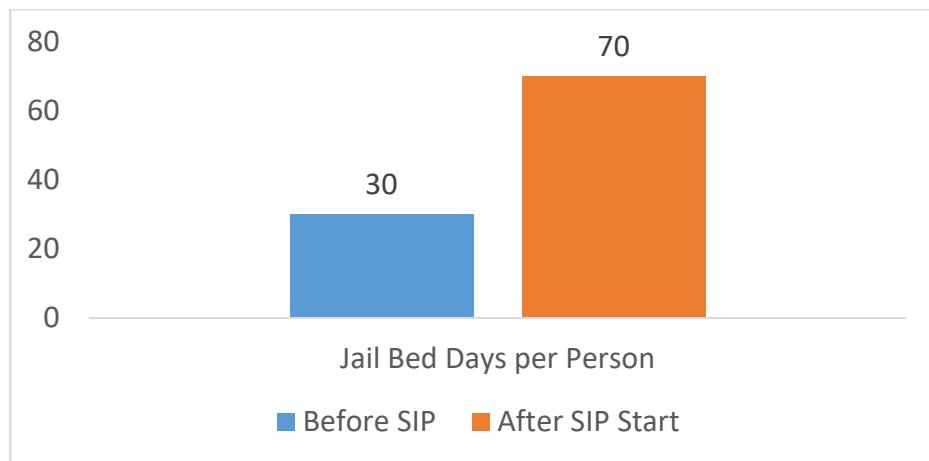
#### **PACT Participants with at Least 365 days Pre-and Post Jail Usage Data**

	PRE: 1 Year Before Program Entry		POST: 1 Year After Program Entry	
	Avg. Jail Bed Usage per Person	Average Length of Stay	Avg. Jail Bed Usage per Person	Average Length of Stay
Case Managed (n=27)	56 days	7 days	55 days	15 days
Case Coordinated (n=47)	31 days	5 days	46 days	13 days

**Serial Inebriate Program (SIP).** The Serial Inebriate Program (SIP) was first piloted in 2004, and run in its current form since 2010. Eligibility is based on 5 or more arrests for disorderly conduct (647(f) within a six-month period. Potential program participants are brought before a judge and offered residential treatment or an equivalent number of days in jail. Upon entry in the SIP program, each treatment placement failure is met with an increasing dosage of jail or treatment, going from an initial 30 days, to 60 days, to 90 days. These steps are triggered by subsequent 647(F) arrests.

Between 2014 and 2015, 23 people started the SIP. In the 365 days before program entry, entrants stayed on average 2.4 days per booking, averaged 12 bookings into jail, and 30 jail bed days. In the year following program entrance, 20 of these individuals had jail bookings, and stayed seven days on average and the aggregate bed days increased to 70 days per person. With nearly 3,000 bookings a year for 647(F) this program provides an intensive and resource heavy response for a small group of chronic offenders for alcohol related crimes. A full evaluation may help delineate the costs and benefits of this approach. This study simply looked at jail usage and other important and relevant factors around client functioning and improvement are necessary to fully evaluate these programs. But given the large number of drug and alcohol crimes, clearly other strategies must be considered to impact the majority of bookings for public intoxication.

#### **Jail Utilization, One Year Pre and Post SIP Enrollment**



When looking at the various programs offered to address low severity crimes that are influenced by unaddressed needs, such as public intoxication, there appear to be differing philosophies at work between programs that may contribute to differential and disparate responses. For example, the SIP and PACT programs appear to use jail as a specific deterrence, while the Recovery Center appears to decriminalize and divert individuals from the system and focuses on using the evidence based motivational interviewing and treatment. Some of the PACT and SIP individuals are prohibited to participate in the Recovery Center. It is recommended that a thoughtful policy discussion and clear set of criteria be established to ensure fairness and consistency between programs.

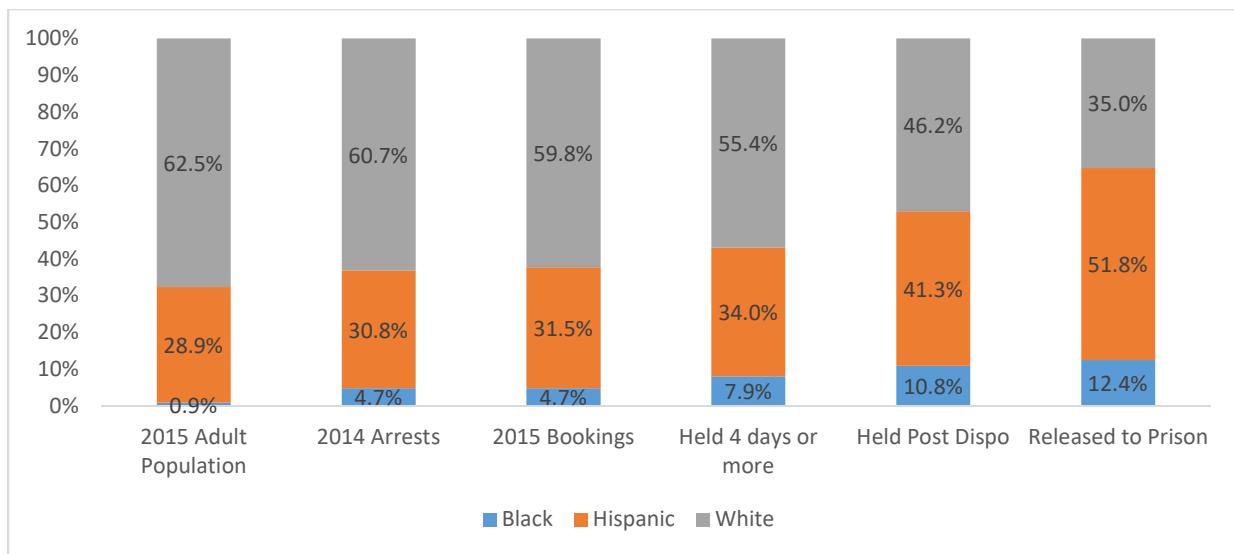
### Community Reentry and Race

Racial disparities are visible at the booking stages, pretrial stages, the average daily jail population and length of stay. Jail exits can occur at each decision point. The table below looks at various criminal justice process and decision points by race. Blacks make up only 1 percent of the adult population in Santa Cruz County as of 2015. However, they make up 12 percent of those released from jail to state prison. While the total numbers are small, the overrepresentation is significant, and it increases at each successive stage of the criminal justice process. Similarly, Latinos make up 29 percent of the general county population of adults, but 50 percent of those released from jail to state prison.

Using only jail data as a proxy for time and exposure to the criminal justice system, we can see the pattern of whites making up a diminishing portion of the jail while Latinos and Blacks grow. This data suggests that, while racial disparity exists at the level of arrest, policies and practices of the criminal justice system should be examined to determine their influence on the increasing disparity seen at the advanced stages of the criminal justice process in Santa Cruz County.

✓ *The over-representation of Black and Latino individuals increases at every level of the criminal justice system*

### 2015 Stages of Disposition, by Race



As Santa Cruz County continues to refine and build upon programs and processes it is important to note issues of responsiveness and practice as it relates to race, culture, class and geography, and high needs populations with substance use disorders and mental illness.

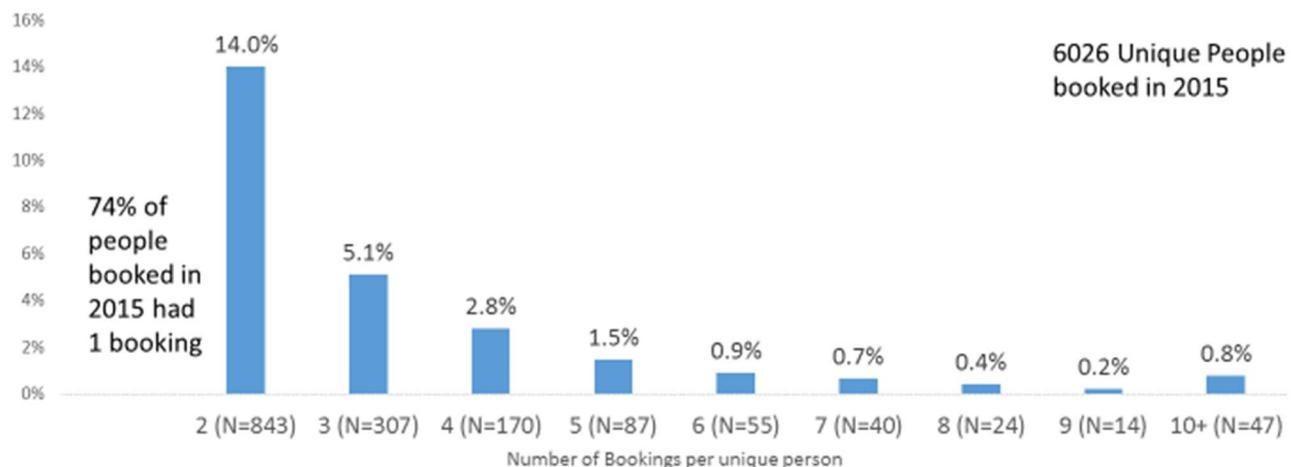
## 6. The Revolving Door View: The Pathway Back to Jail

Some individuals who are booked into jail never return, while others have multiple returns and are often referred to as “frequent flyers” or high utilizers. Frequent flyers are often low level offenders returning with unaddressed needs such as substance abuse, alcoholism, and mental health issues. These chronic low-level offenders create stress and liability for a jail operation that can do little to address the underlying issues. Cross-system collaborative efforts can provide multiple benefits, as these populations are also high users of other county systems like behavioral health, emergency rooms, and county public health.

### Rebooking: Single Year Analysis

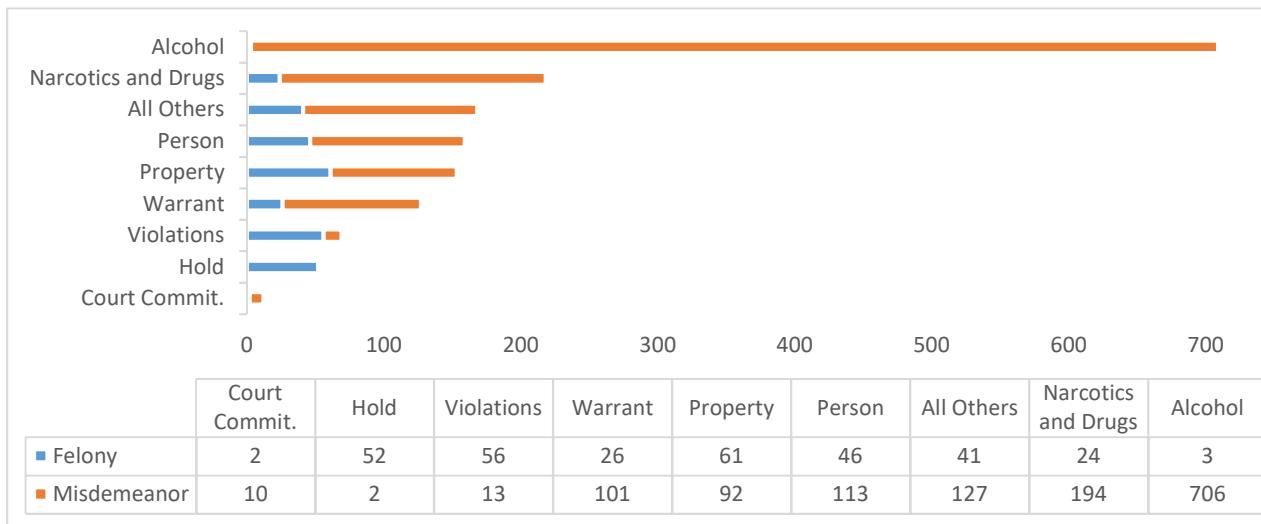
An analysis was conducted of the number of times individuals were booked during a single year. In 2015, there were a total of 10,026 bookings in Santa Cruz County: this included 6,026 unique individuals, with 26 percent of the group booked more than once. The analysis highlights the fact that crime severity and chronicity (recidivism) are not the same thing. Some low severity misdemeanor crime categories, such as public intoxication, are perpetuated by chronic offenders who are susceptible to arrest given the public nature of their crimes. This is evident in the 2015 data, which shows that individuals with multiple bookings were predominantly for misdemeanors. Though people booked 10 times or more in 2015 are a small group with short jail stays, these individuals have significant impact on the booking process and often pose significant health issues and liability to the jail.

#### High Jail Utilizers: Percentage of Booked Individuals by Number of Bookings, 2015



A total of 184 people were booked more than six times in 2015. This group generated 1,669 bookings, 80 percent of which were misdemeanors. For these higher utilizers, most misdemeanor bookings were for alcohol and drugs.

## High Utilizers: Individuals with Six or More Bookings During 2015, By Crime Type and Severity

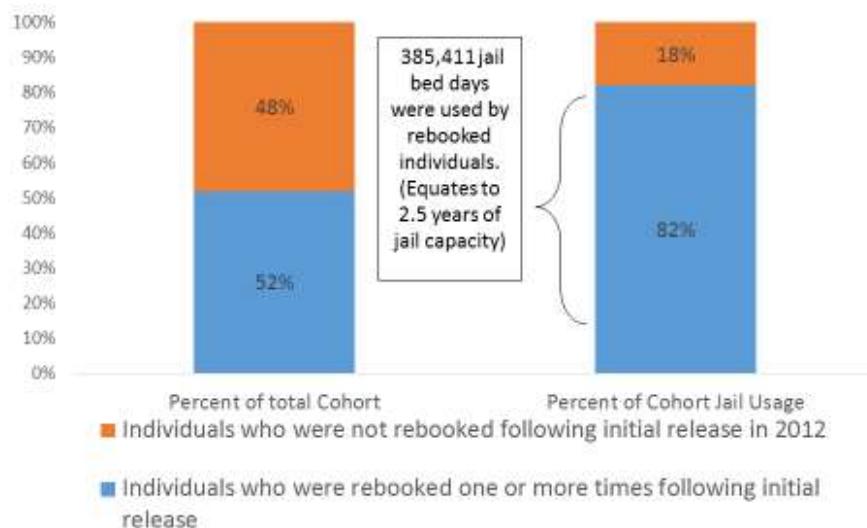


### Multi-Year Cohort Study of Rebooking Patterns

To further understand the scale and impact of frequent flyers and jail recurrence on jail usage over time, a cohort study was conducted of 7,411 individuals who were released in 2012 to identify how many times they returned over the following 4.5-year period and the aggregate bed days they occupied.

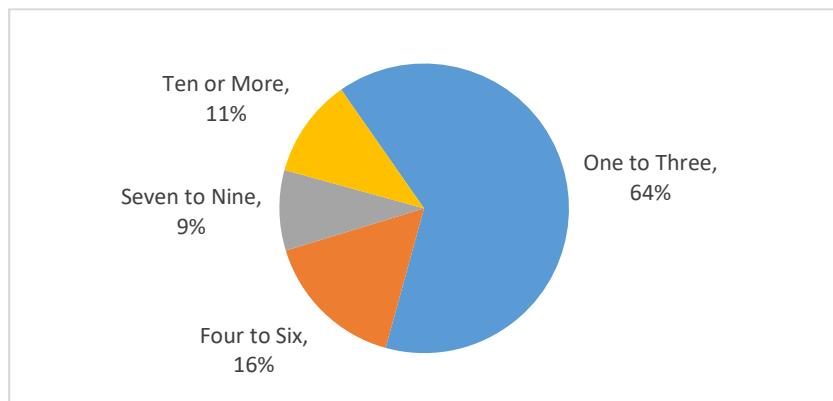
The initial booking reason for most of those in the cohort were for misdemeanors (68 percent). Of the 7,411 individuals in this cohort, 48 percent (3,557 individuals) were not rebooked in local jails over the study period. The remaining 52 percent (3,838 individuals) were rebooked at least once over the 4.5-year period, for a total of 16,649 rebookings, and were responsible for 82 percent of all jail days used by the cohort during the timeframe.

### 2012 Cohort: Percentage of Total Bed Days by Rebooking Status



Of the 3,836 individuals who were rebooked, 64 percent of them were rebooked one to three times; 16 percent were rebooked four to six times; 9 percent were rebooked seven to nine times, and 11 percent were booked 10 times or more, with 25 individuals booked more than 40 times over five years. Seventy-eight percent of the individuals studied had five or fewer bookings in the 4.5-year study period, leaving 22 percent or 851 people as “frequent flyers” booked six times or more.

### 2012 Cohort: Percentage of Rebooked Individuals, by Number of Rebookings



Of the 16,649 rebookings by the cohort, nearly 60 percent (10,225) were for misdemeanors, resulting in 100,699 jail bed days, or about 26 percent of all jail bed days used by the entire cohort after the initial 2012 release. The 6,424 felony bookings used 284,599 jail beds days. Among those originally held in 2012 for misdemeanors, nearly 80 percent of rebookings were front door entries. Among felonies, 68 percent were front door rebookings. Front door bookings resulted in a higher number of jail bed days per booking for felons. But the reverse was true for misdemeanants, with jail bed days per side door rebooking nearly four times that for front doors. This suggests that for misdemeanants, rule violations may result in more serious consequences than new criminal activity.

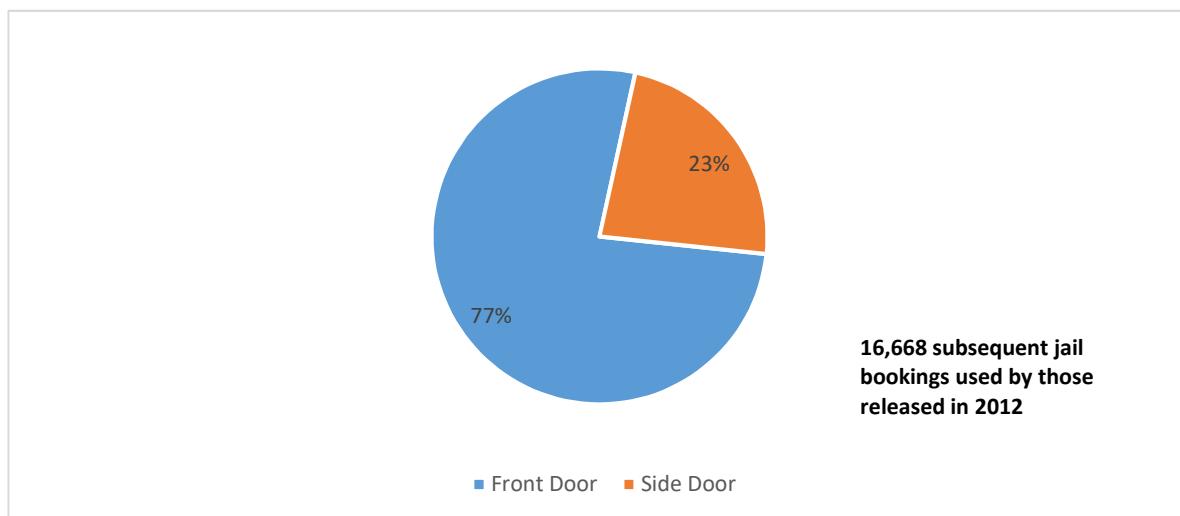
### Subsequent Bookings for the 2012 Cohort

Severity	Entry	Bookings	Jail Bed Days	Jail Bed Days Per Booking
Felony	Front Doors	4,404	224,048	50.9
	Side Doors	2,020	60,551	30.0
	Total	6,424	284,599	44.3
Misdemeanors	Front Doors	8,377	54,522	6.5
	Side Doors	1,848	46,177	25.0
	Total	10,225	100,699	9.8
Total		16,649	385,298	23.1

Overall side doors made up 23 percent of the subsequent bookings in the cohort. Unlike an arrest on a new offense, which occurs once at the initial point of arrest, a side door entry can occur at multiple points in time for failing to comply with court ordered rules during an entire probation term, or while under court supervision. Side door entries therefore have a cumulative effect over time. This highlights the importance of increasing success rates by better engaging offenders to reduce warrants and by crafting probation orders that relate to specific criminogenic needs, rather than widening the net by imposing criminal conditions on non-criminal behavior. Increasing success rates reduces jail recurrence, recidivism, and the costs associated with individuals who cycle through jail, freeing up resources to maintain and expand programming.

✓ *23 percent of jail re-bookings of 2012 cohort were not for new crimes*

#### Total Bed Days by Recidivists: Front Door vs. Side Door Re-bookings



When looking at differences between men and women in the 2012 cohort, the data suggests that women are less likely to be rebooked than men. As pointed out earlier in this report, women are more likely to be rebooked for new lower level property crimes and tend not to return for rule breaking.

#### Male vs. Female Rebooking Within 4.5 Years

	Percent of Cohort that were Rebooked	Average number of Subsequent Bookings	Total Jail Bed Days Used as a Result of Rebookings
Women	45%	3.8	58,053
Men	54%	4.5	327,358

## Misdemeanor Rebooking: Multi-year Analysis

Chronic misdemeanor rebookings divert limited justice system resources that are needed to address more serious public safety priorities. To better understand the rebooking patterns of misdemeanants, an analysis was conducted of 5,039 individuals originally released from misdemeanor jail stays in 2012. A total of 2,361 individuals from this group (47 percent) were rebooked over the subsequent 4.5 years, generating a total of 10,225 subsequent bookings.

✓ *Almost half of individuals in jail for misdemeanors were rebooked, and the majority were rebooked for misdemeanors*

Among the repeat offenders of this cohort, 75 percent of their subsequent bookings over the next 4.5 years were misdemeanors. This percentage was higher among individuals who were rebooked more often: individuals with 14 subsequent bookings had 80 percent misdemeanors; individuals with 25 subsequent bookings had 90 percent misdemeanors.

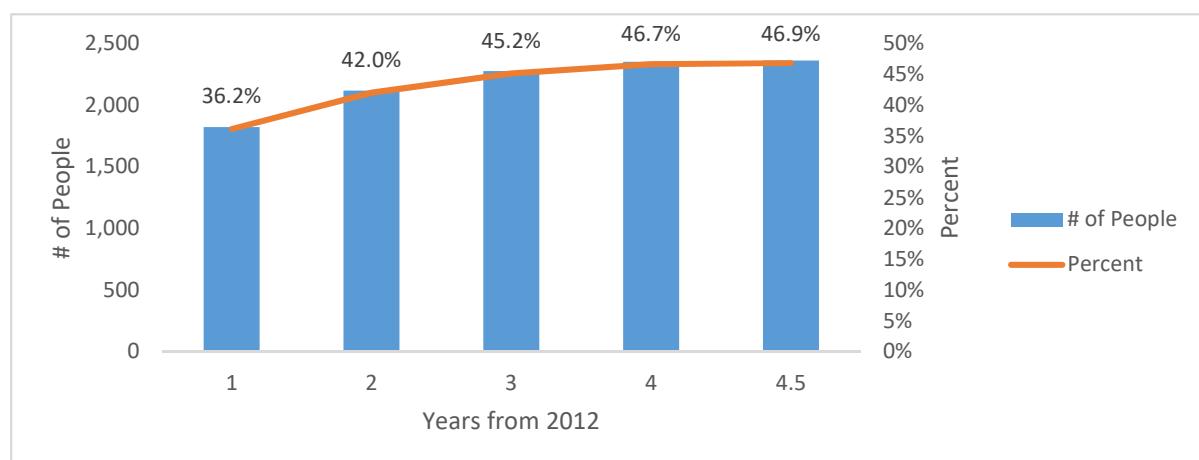
The median time-to-first-rebooking for this group was a 61-days, with a lower median time for those rebooked for a misdemeanor (57 days) than those rebooked for a felony (72 days). Almost two-thirds of all rebookings took place within the first two years, and only 3 percent took place during year five.

**Rebooking Timing for Misdemeanor 2012 Cohort**

Years from Cohort Start (2012)	1	2	3	4	5
Rebookings	4,124	2,498	2,014	1,509	284
Percent of all Rebookings	40%	24%	19%	14%	3%

When looking at this from the perspective of cumulative recidivism, the greater majority (77 percent) of individuals who recidivated during the five-year time frame did so within the first year.

**Cumulative Rebooking Rate for Cohort of 2012 Misdemeanor Releases**



In summary, chronic offenders are predominantly committing low severity crimes, and with each subsequent return to jail they are increasingly more likely to return for a misdemeanor. Most returns to jail (64 percent) happen in the first two years after their initial booking and drop over the subsequent 4.5 years studied, indicating a natural desistance for most people. Understanding what factors are involved in this desistance (relocation, recovery, aging out, etc.) would be useful in designing interventions to reduce the rate of return among misdemeanants at higher risk to return.

Given that most rebookings are drug- and alcohol-related, interventions like the Recovery Center may offer a promising approach to address root causes of these crimes, thus freeing up law enforcement, jail, and court resources to be redirected toward higher severity crimes. As more drug and alcohol offenses are diverted from the system, however, communities will be faced with the challenge to build capacity to address substance abuse at the community level. These trends will require thoughtful policy and practice responses, and strategic use and expansion of federal funds across public service sectors to effectively address these changes.

## **7. The Clinic Door: The Impact of Mentally Ill Offenders.**

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Prior jail studies conducted by J-SCI have found that individuals with serious mental illness are booked into jail more frequently, have significantly longer stays in jail for similar crimes compared to general jail usage patterns. Limited local mental health and jail data is available but a differential analysis of criminal justice outcomes for this population was beyond the scope of this initial diagnostic report.

The Santa Cruz County Health Services Agency's Mental Health Division operates a continuum of adult behavioral health services that focus on populations within or at risk of entry to the criminal justice system. This includes prevention and early intervention services such as outreach mental health liaisons, who are working with law enforcement to provide crisis intervention, officer assistance, de-escalation training, and service referrals for individuals in the community with mental health issues. The continuum also includes jail discharge and diversion services at the jail, mental health crisis intervention, court liaison, and service referrals mentally ill individuals with co-occurring substance use disorders. Intensive forensic mental health services are provided within the MOST program (Maintaining Ongoing Stability Through Treatment). This program uses a multidisciplinary team approach in partnership with probation, law enforcement, the courts, and community-based service providers. Some of those receiving intensive services and who are at risk of recidivism may also participate in a Behavioral Health Court which provides court review linked with peer navigators and drug and alcohol services.

Summary mental health data<sup>13</sup> provided for this study indicates that roughly 17 percent of the individuals in the Santa Cruz Jail in 2015 had received some level of service within the mental health continuum. Most people served in jail had received outpatient behavioral health services (16.1 percent), while 1.1 percent were seen for more acute needs. This acute group was more likely to require transitional housing and/or intensive case management at release through the MOST program.

As referenced above, the MOST team is a Forensic Assertive Community Treatment program (FACT) that combines an evidence-based program of wrap-around mental health services (case management, psychiatry, psychotherapy and employment skill development) with additional supports specific to those in the criminal justice system such as probation, court discharge planning and disposition, and liaison relationships with law enforcement. Participants in MOST are provided with intensive behavioral health and probation monitoring and intervention. Service provision occurs multiple times per week by a member of the multidisciplinary team. The MOST team is comprised of three case managers, a psychiatrist, three probation officers, a probation supervisor and a behavioral health supervisor. Eighty clients were served by MOST in Fiscal Year 2015/2016. Data compiled by the Santa Cruz County Behavioral Health Division showed a sizable pre/post improvement in multiple criminal justice and social service indicators, with jail days and bookings dropping substantially in the year after treatment began.

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<sup>13</sup> Jail entries and exits from the jail CMS were merged by Santa Cruz Behavioral health to develop a basic overview of the type of interaction in the jail.

As expected, other parts of the system of care saw increased utilization as MOST participants were diverted into treatment options and transitional housing. Fully identifying the effect size of the MOST program would require additional study, but the initial results are promising and fit with positive results in the research literature.<sup>14</sup>

**MOST Outcomes – 80 participants served FY 15-16<sup>15</sup>**

Domain	12 Month Prior History	12 months after start of MOST Participation	Percentage of Change
<b>Jail Days</b>	7,945	1,174	-85%
<b>Felony Bookings</b>	107	1	-99%
<b>Misdo Bookings</b>	278	28	-90%
<b>Probation Violations</b>	115	100	-13%
<b>Inpatient Days</b>	581	70	-88%
<b>MHRC Days</b>	336	0	-100%
<b>MH Residential Treatment Days</b>	724	845	+17%
<b>Substance Abuse Treatment Days</b>	434	2,394	+452%
<b>Shelter Days</b>	304	824	+171%
<b>Days Worked</b>	51	874	+1614%

<sup>14</sup><http://files.www.cmhnetwork.org/141801-618932.fact-fact-sheet---joe-morrissey.pdf>

<sup>15</sup> Reproduced from the Behavioral Health Forensic Services Continuum Program Update report produced by Santa Cruz County Behavioral Health Division of Health Services, September 23, 2016.

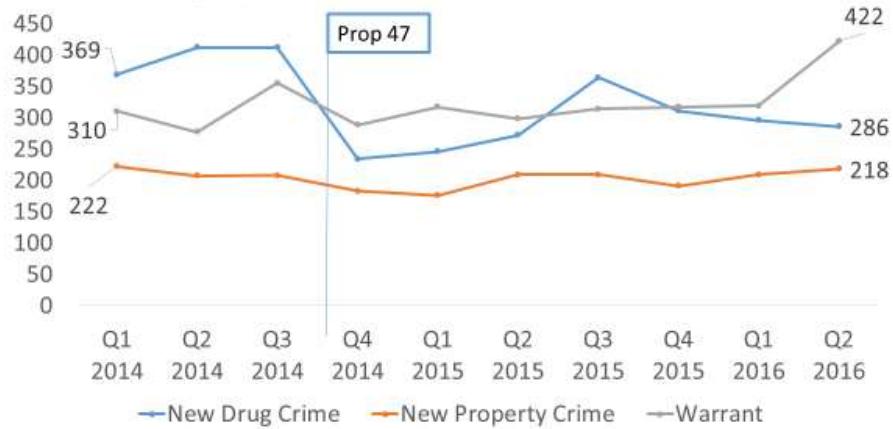
## 8. Policy Changes and Practice Issues

Early in this report Santa Cruz County was described as having a lower incarceration rate than other counties in California, while also incarcerating a higher percentage of misdemeanants than most counties. Over recent years there have been dramatic shifts in criminal justice policy and legislation in California. In 2011, the passage of AB109 shifted responsibility to local jails for many inmates who previously were sent to state prison. Then in late 2014 Proposition 47 passed, reclassifying certain drug and property crimes from felonies to misdemeanors. The following section provides an initial exploration of the impact of these policy changes, especially as they relate to misdemeanants in the jail population.

Two-year booking trends show a general decline in felony crimes. This trend is most easily explained by the passage of Prop 47. Starting in November 2014, Proposition 47 reclassified several felony crimes – especially certain felony drug and low level property crimes – as misdemeanors. This applies to new court cases as well as the reclassification and resentencing of convictions prior to the legislation. The predictable result has been an overall reduction in drug bookings and a dramatic reduction in felony drug bookings. The chart below shows the decline in new drug crime bookings while the overall property crime booking trend remains stable. Note, however, that warrant bookings increased in early 2016.

✓ *Felony drug bookings decreased by 80% and misdemeanor drug bookings increased 105% after Prop 47*

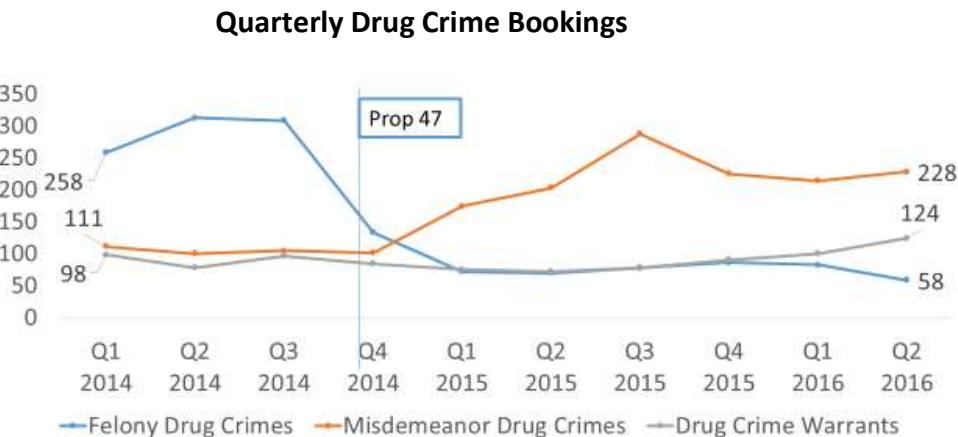
**Quarterly Bookings, by Prop 47 Impacted Type**



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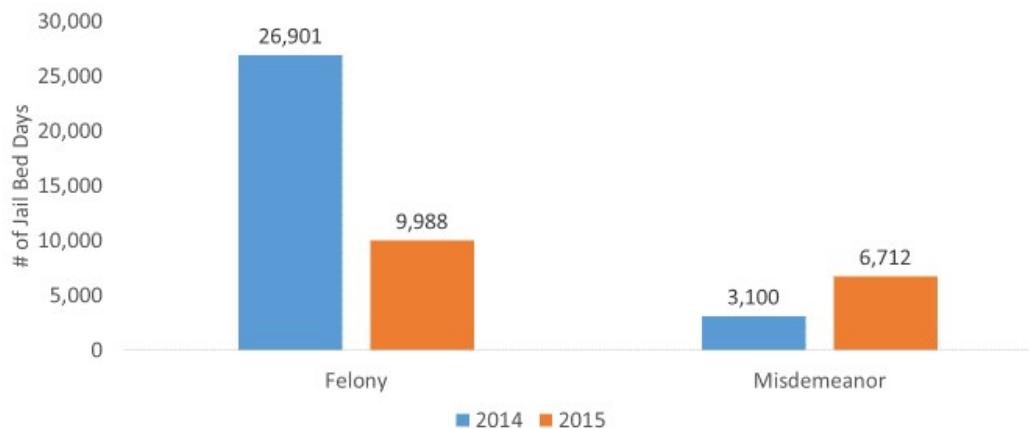
While the number of felony drug bookings has declined, some of these bookings were replaced by a growing number of misdemeanor bookings, indicating that the reduction in assigned crime severity has not eliminated the use of jail for a number of these offenders. Overall, an 80 percent decline in the number of felony bookings occurred in 2015 from the prior year, while misdemeanors increased by 105 percent. In aggregate, the net result so far has been a reduction in drug related bookings post Proposition 47. Warrants related to

drugs have also showed an increase, but not one large enough to account for the overall increase seen in the chart above.



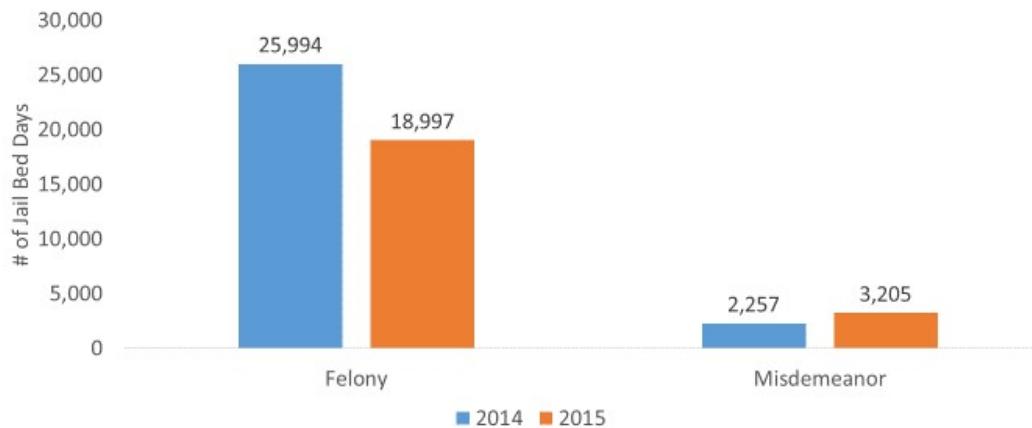
It is likely that Prop 47 will continue to have an impact on jail usage for drug offenders. In 2014, felony drug crimes comprised 73 jail beds on an average daily basis. Based on releases in 2015, these Prop 47 cases now comprise an ADP of 27, nearly a 65 percent reduction from 2014.

#### New Crime Drug and Narcotics Jail Bed Days Used By Severity, 2014 vs. 2015



A similar pattern holds true when looking at property offenses in 2014 compared to 2015. Overall there was a 10 percent increase in bookings for property offenses in 2015 from the year prior. Although combined felony and misdemeanor property crime bookings increased slightly between 2014 and 2015, the total number of jail bed days used related to property crime decreased by 21 percent. This may indicate that Prop 47 achieved the objective of decreasing the criminal justice penalties for lower level property crime resulting in both fewer felonies and fewer aggregate jail days.

### New Crime Property Jail Bed Days Used by Severity, 2014 vs. 2015



Similar trends are seen regarding warrants. Quarterly data shows a decrease in the percentage of warrants for felonies, but an increase in misdemeanor warrants. The sharp warrant increase in early 2016 are mostly misdemeanors. This may be due to the increase in citations that lead to subsequent warrants for a failure to appear in court, since the passage of Proposition 47.

### 2014 and 2015 Quarterly Warrant Bookings, by Severity



A deeper analysis of these low severity crimes (often driven by substance use) will be useful in determining the best use of existing resources and help direct the use of new resources that may become available from the savings generated from Proposition 47. This analysis should also guide policy and practice considerations regarding the relative roles and responsibilities of the criminal justice system, public health agencies, and community based treatment programs.

It is important to note that reducing jail usage among the Prop 47 population does not equate to empty jail beds, but may reduce the need for early release programs to ease jail

crowding. The changing demand for jail beds in the county will continue to play out as changes in lengths of stay and bookings move through the system. In addition, as fewer drug users are in jail, local neighborhoods will experience the impact of substance use disorders and the need for treatment. These trends will require thoughtful policy and practice responses, and strategic use and expansion of federal funds across public service sectors to effectively address these changes.

## IV. Observations and Recommendations from Jail Data

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This report provides a broad, aggregate portrait of the jail population. It provides information on the charges at the front door – who comes in for new crimes – as well as those who come through the side door for other reasons. It reveals who, based on top charge, is in custody on a daily basis. The portrait also includes information on recidivism, illustrating the impact of jail recurrence over time. It suggests areas for additional analysis that focuses on intervening variables as well as program impacts.

This initial view of jail usage can inform a deeper examination that will enable the county to reduce recidivism and jail usage while maintaining public safety through systemic and programmatic alternatives. Offered below are promising areas that surfaced from this study warrant further inquiry in order to inform system improvements going forward. County leaders will need to prioritize and determine which of these recommendations they wish to pursue.

### Recommendations

**1. Build upon recent efforts to mitigate the front door impact to the jail booking process caused by misdemeanor alcohol offenses.**

Santa Cruz County, like most jails, attends to have a high volume of bookings that are released relatively quickly. These high-volume bookings are predominately drunk in public and driving under the influence (DUI) of alcohol. In 2015 of the 10,026 bookings, only 2,476 or 25 percent remain in custody until arraignment. Santa Cruz County began an innovative Recovery Center that diverts low level alcohol offenses from the formal booking process, thus saving processing time, labor and valuable jail space by providing an alternative process that combines medical and treatment options with the criminal justice process. Since its inception and through November or 2016, the center has been responsible for averting 44 formal bookings per month. Currently this model is being used primarily for public intoxications cases and a small number of DUI cases. The early results appear to be promising and ongoing evaluation is recommended to determine the feasibility of expansion.

**2. Delve more deeply into the use of jail for misdemeanants who remain in custody during the pretrial and/or post sentence stages and use this information to develop alternatives to jail for low risk offenders with high needs including substance abuse and mental health issues.**

While the overall incarceration rate in Santa Cruz County is below the state average, the county holds a greater proportion of misdemeanants in custody than most California county jails. Drug and alcohol offenses are the largest crime categories for incarcerated misdemeanants and warrants based on an underlying misdemeanor accounted for the greatest number of jail bed days used for misdemeanants in 2015. Further analysis would need to be conducted to “unpack” the reasons leading these outcomes in Santa Cruz, but it is likely that culture, practice and philosophy around the use of jail for high needs, low

severity populations will need to be examined and revisited. Drilling down on the aggregate data in this report and triangulating that data with other qualitative sources, such as case file reviews, interviews and focus groups will allow Santa Cruz County to get to the nuances issues, such as the influence of fines and fees on failures to appear and warrants.

While relatively small in scale, the Serial Inebriate Program and the PACT program uses jail to help leverage treatment and reduce recidivism. It was beyond the scope and purpose of this study to evaluate the full costs, client and treatment benefits of these programs but from a jail utilization perspective these programs do not reduce jail reliance and in many cases, increase the use of jail. More information around the many factors and system policies contributing to the prevalence of misdemeanants in jail followed by discussion on the use and value of jail for low severity high needs individuals, both from a cost benefit and treatment perspective is recommended. Are there other, more cost-effective approaches, including a greater use of incentives and motivational change approaches that could be implemented to increase efficacy and reduce the expense of jail reliance?

**3. Maximize the use of pretrial release programs and consider conducting a court processing review to identify opportunities to expedite court processing and reduce delays.**

Per data reported by the county to the California Board of State Community Corrections, 61 percent of the jail population is in custody on a pretrial basis, which places Santa Cruz at the state average. There are several factors that can influence the percentage in pretrial status including the use of pretrial releases, the length of court process, or a high use of sentencing alternatives. Further examination could help tease out the factors influencing this ratio.

Best practice and constitutional requirements call for the release of defendants who do not pose a public safety or flight risk during the process of determining guilt or innocence. The Santa Cruz Probation Department prepared pretrial release recommendations using a validated risk instrument. Over two hundred reports were prepared each month in 2015, and the department supervised 38 individuals on a daily basis. The programs have a high rate of success with very few re-offenses while on the program and low failure to appear rates. During the last quarter of 2015 efforts were put in place to increase the pretrial numbers and concurrence rates (the rate of those released by a judge in accordance with the recommendation) and the department reported greater number in the program. Efforts to maximize appropriate releases should continue.

Reducing unnecessary court delays can also help reduce pretrial lengths of stay in custody. Court processing studies have been traditionally under applied, but when conducted, they frequently reveal system bottlenecks or inefficiencies that result in unnecessary delays. Baselines and analysis gleaned from case management studies like *Age of Active Pending*

*Cases,<sup>16</sup> Time to Disposition,<sup>17</sup> and Trial Date Certainty,<sup>18</sup>* can help establish baselines and set processes in motion to save system resources, capture efficiencies, and reduce unnecessary jail days associated with delays in case processing. Conducting such an analysis that leads to improvement requires leadership and buy in from all court stakeholders, judges, attorneys, and probation all play a part in court outcomes.

**4. Further examine the side door category to develop responses to preempt and better address warrants, develop alternatives to court commitments where appropriate, and build upon the successful reforms in Santa Cruz County Probation to address probation violations and pre-and post sentence court commitments.**

The California Forward Justice System Change Initiative has conducted four Jail Utilization Studies over the past two years and Santa Cruz County stands out as a jurisdiction with significantly lower rates of individuals booked for warrants, holds, technical probation violations and court commitments. These jail bookings are based primarily on violating a court rule or condition, not committing a new offense and therefore are fertile territory to develop strategies to reduce their impact on jail without the same public safety concerns associated with many new crimes. The lower number of side doors in Santa Cruz is likely due to policies and practices that better engage probationers and defendants and provide alternatives to jail for rule violations. While the numbers are lower than other jurisdictions, they still represent slightly over a fifth of the jail population, constituting 92 people per day. Within the side door category, warrants and holds are the top two reasons for being held in jail. A deeper study of warrants and holds by type and reason, would help Santa Cruz illuminate opportunities and strategies to increase success, and reduce system costs and resource demands, by reducing the failures that result in jail.

**5. Explore and examine outcomes for the Seriously Mentally Ill in jail and expand successful community based treatment and supportive services to reduce jail recurrence for this population.**

Santa Cruz county has built a continuum of services for the seriously mentally ill (SMI) involved in the justice system and has partnered with justice stakeholders to deliver a variety of services using a multidisciplinary approach. Outcomes including jail usage, in patient and residential bed days, housing and homeless days, and workdays are tracked for a subset of individuals receiving services through the MOST program. The results demonstrate significant benefits to clients receiving these services.

Like most jails, the data system in Santa Cruz County is not adequate to identify and monitor outcomes for all the seriously mentally ill in custody. We recommend that Santa Cruz County continue to build upon the data methods utilized in the MOST program and apply them broadly to better monitor services and track jail episodes for offenders suffering from Serious Mental Illness (SMI) who cycle through jail.

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<sup>16</sup>[http://www.courtools.org/~/media/Microsites/Files/CourTools/courtools\\_Trial\\_measure4\\_Age\\_Of\\_Active\\_Pending\\_Caseload.ashx](http://www.courtools.org/~/media/Microsites/Files/CourTools/courtools_Trial_measure4_Age_Of_Active_Pending_Caseload.ashx)

<sup>17</sup>[http://www.courtools.org/~/media/Microsites/Files/CourTools/courtools\\_Trial\\_measure3\\_Time\\_To\\_Disposition\\_pdf.ashx](http://www.courtools.org/~/media/Microsites/Files/CourTools/courtools_Trial_measure3_Time_To_Disposition_pdf.ashx)

<sup>18</sup>[http://www.courtools.org/~/media/Microsites/Files/CourTools/courtools\\_Trial\\_measure5\\_Trial\\_Date\\_Certainty.ashx](http://www.courtools.org/~/media/Microsites/Files/CourTools/courtools_Trial_measure5_Trial_Date_Certainty.ashx)

This data can be used by criminal justice and behavioral health agencies to establish baselines to measure improvements and reductions in jail episodes; identify gaps and design strategies to improve outcomes; and develop strategies to draw down additional federal dollars for those with mental health and substance use disorders.

**6. Work collaboratively with other county departments to better address substance use and abuse and build additional capacity to address Proposition 47 impacts.**

Drug offenses and related crimes are a significant driver of the jail population. Well over a third of the daily population in custody for a new crime are there for drug or alcohol offense and a number of other crime categories may be influenced by a drug addiction, such as property crimes. Drug offenders also have had high rates of recidivism due to relapse and continued drug use. Additionally, drugs play a major role in recidivism and the crimes underlying warrants, holds, and technical probation violations. While the spirit of collaboration and innovation can be seen through the innovations and programs put in place in Santa Cruz, some appear to have a net-widening effect on jail utilization. Ongoing data analysis that looks more deeply into crime severity and chronicity, the influence of substance abuse and addiction, and critically examines current system responses and collaborative is recommended as it will help guide efforts to refine current interventions and expand services that are most likely to produce desired outcomes. Consideration might be given to expanding the Recovery Center to provide diversion, motivational interviewing and service and treatment referrals as an alternative to formal processing and jail.

An ongoing and data driven collaborative effort will help ensure that entitlement and other funds are accessed to expand truly effective community-based services that improve outcomes for individuals and reduce the costs associated with re-incarcerating offenders with substance abuse problems.

**7. Continue to advance and evaluate the programming that exists in the Santa Cruz County jail and continue efforts to establish continuity and unified case planning to ensure successful probation and community reentry.**

Reducing unnecessary use of jail for low severity crimes and side door entries will ensure that community base programs and services are maximized. For those who remain in custody, every opportunity should be taken to reduce idle by increasing directed activities through services and programs. Beyond setting a stage for continued success once an inmate is released, engaging inmates in programs and services in custody will improve culture, reduce incidents and will reduce the institutionalization and passivity that can occur when inmates are not actively engaged in self-improvement. Ninety-five percent of inmates will be returning directly to the community. Santa Cruz should be applauded for the impressive volume and range of programming it provides on a daily basis throughout its facilities. Ongoing evaluation of these programs is recommended to ensure that programs are well attended, that they are meeting their objectives and that they provide continuity and coordination and planning as inmates transition from jail back to the community. Without ongoing attention and evaluation programs can become stale and often lose impact and efficacy. Cautions should also be given to the unintended consequence of

emphasizing programs in jail over programs in the community, which can result in the net widening of jail and the reduction in programs and resources best applied in the community.

Bridges to reentry are best established when inmates are introduced to their probation officers and community service providers prior to release. Work should continue to develop unified case plans and coordination from jail back to community.

This purpose of this report was to look at jail utilization; client outcomes were not part of this scope. Evaluation of client outcomes and results should continue to be a focus in the future. Santa Cruz has wisely chosen to participate in the Justice Reinvestment Initiative, Results First and several other research efforts that are underway. These efforts will help ensure quality programs, with the maximum return on investments.

## **8. Formalize and institutionalize a data driven justice system change and reinvestment effort in Santa Cruz.**

The suggestions offered above are elements of what should be a sustained system of continuous improvement. System improvement requires informative data, strategic analysis, a commitment to reinvestment of resources in cost-effective strategies, and collaboration across agencies.

The questions prompted by this study should lead to a deeper and targeted analysis to better understand the issues and opportunities, followed by a process of envisioning and enacting system changes to better use resources and eliminate system inequities. JSOI promotes a continuous data driven model and phases of work for the ongoing development and improvement to the system (See appendix for the 7E's and phases of JSOI). These changes should be evaluated to ensure maximum efficacy. As a general practice, all data used to examine issues or monitor system changes should be disaggregated by race, ethnicity, gender, geography and offense, which will help identify disparities based on these factors. The on-going analysis should also quantify cost-savings and cost-avoidance of specific strategies, so that resources can be reinvested to maintain and expand those strategies.

Such efforts may require a modest investment of new resources or an alignment of existing resources to ensure an organizational infrastructure is in place to do and sustain the work. Ultimately these investments should help curb costs and improve results. Without such an infrastructure, improvement efforts are typically limited to – and limited by – department silos. They are trumped by the “urgency” of daily events that lead to costly remedies borne from crisis. And they are overly dependent on individual leaders, and thus lose momentum or are discontinued because of transitions in leadership.

Santa Cruz County has a deserved reputation as an innovative, forward thinking, jurisdiction that places a high value on system improvement through collaboration. Consideration should be given to formalize an executive governance and operational structure that coordinates the various county justice reform efforts that are currently in place. It will also be important to designate individuals who can coordinate meetings,

provide the data analytics necessary to provide ongoing quality assurance, and implement and monitor system improvements.

The data base created for this analysis can be made available to the county for future use and can be matured and deployed by a locally created J-SCI team. The data system could be guided by a staff collaborative involving the courts, probation, the Sheriff's Office and correctional administrative staff and other key agencies such as behavioral and mental health. The collaborative, for example, should meet regularly to review information from staff assigned to expedite case processing and monitor quality assurance. This group would report to and advise a steering committee responsible for the Justice System Change Initiative. A facilitated conversation with this collaborative and community stakeholders on the purpose of and appropriate use of jail is recommended as it would help build consensus and guide future efforts.

The goals of the J-SCI team – to build capacity for continuous data-driven system change, reduce jail usage through practice change and alternatives to incarceration; and, reduce overall costs while preserving public safety – can be managed so that options like those described above can be implemented in ways that reduce the county's overall costs and to enable public resources to be used to provide the maximum public benefit.

## **Conclusion**

This analysis reveals several promising opportunities to address challenges facing Santa Cruz County's criminal justice system. Many of these opportunities involve practice and policy changes that can be quickly implemented with modest investments that generate near-term cost-savings. Other solutions require a more significant investment that if implemented well would yield more substantial cost savings or cost avoidance, while reducing recidivism and jail usage. California Forward appreciates the opportunity to provide this Jail Utilization Study. We hope that this report provides a foundation baseline to build upon the positive system reforms already in place and provide baselines from which to measure system improvements. We look forward to providing assistance and partnership as Santa Cruz moves to the next phase of this work.

## V. Data Appendix

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**Table 1: 2014 and 2015 Bookings for New Crimes, by Severity, Grouping, and Sub-type**

		Felony		Misdemeanor	
		2014	2015	2014	2015
Alcohol	Disorderly Conduct	6	5	2,584	2,184
	Drive Under The Influence	59	47	1,356	1,325
All Others	City/county Ordinance			15	19
	Contributing to The Delin...			7	8
	Disorderly Conduct				6
	Disturbing The Peace			44	33
	Escape	5	4	1	2
	Hit And Run	9	7	29	24
	Indecent Exposure			8	2
	Lewd Conduct			15	20
	Manslaughter, Vehicle	1	4		
	Misc Traffic		2	76	66
	Other Felony	314	295	17	15
	Other Misdemeanor		1	149	190
	Other Sex Law Violations	24	25	1	2
	Other Stat Offenses			11	23
	Prostitution			10	
	Traffic			14	13
	Trespassing			87	74
	Vandalism			56	62
	Vehicle Manslaughter			1	
	Weapons	70	77	11	14
Narcotics and Drugs	Dangerous Drugs	523	124	20	37
	Disorderly Conduct				4
	Marijuana	51	40	6	5
	Narcotics	424	112	1	69
	Other Drug Law Violations	13	28	388	773
Person	Assault	586	631	2	4
	Assault And Battery	1		726	739
	Forcible Rape	9	14		
	Homicide	28	18		
	Kidnapping	10	13		
	Lewd or Lascivious	28	10		
	Manslaughter		1		
	Other Sex Law Violations	7	14		1
	Robbery	108	110		
Property	Unlawful Sexual Intercour..	3	1		
	Arson	12	13		
	Burglary	250	183	11	51
	Burglary Tools			10	12
	Checks And Access Cards			2	3
	Forgery, Checks, Access C..	28	35		
	Motor Vehicle Theft	63	91	2	9
	Other Theft			41	49
	Petty Theft			205	155
	Theft	196	183		1

**Table 2: Change from 2014 to 2015 Jail bed Day used and Releases, by Crime Type and Severity**

		Felony		Misdemeanor	
		2014	2015	2014	2015
Alcohol	Releases	68	51	3,943	3,513
	Bed Days	2,593	1,026	3,749	3,585
	% Difference in Releases		-25.00%		-10.91%
	% Difference in Bed Days		-60.43%		-4.37%
All Others	Releases	419	418	552	576
	Bed Days	14,680	17,631	3,032	2,905
	% Difference in Releases		-0.24%		4.35%
	% Difference in Bed Days		20.10%		-4.19%
Narcotics and Drugs	Releases	1,060	308	415	876
	Bed Days	36,894	17,219	2,824	5,786
	% Difference in Releases		-70.94%		111.08%
	% Difference in Bed Days		-53.33%		104.89%
Person	Releases	753	815	720	741
	Bed Days	38,382	42,989	4,084	3,951
	% Difference in Releases		8.23%		2.92%
	% Difference in Bed Days		12.00%		-3.26%
Property	Releases	576	508	272	279
	Bed Days	30,961	29,797	3,101	3,303
	% Difference in Releases		-11.81%		2.57%
	% Difference in Bed Days		-3.76%		6.51%
Hold	Releases	158	156	6	8
	Bed Days	2,275	1,330	278	388
	% Difference in Releases		-1.27%		33.33%
	% Difference in Bed Days		-41.54%		39.57%
Court Commitment	Releases	87	50	115	81
	Bed Days	6,521	4,631	4,490	2,534
	% Difference in Releases		-42.53%		-29.57%
	% Difference in Bed Days		-28.98%		-43.56%
Violations	Releases	135	144	35	32
	Bed Days	3,334	3,156	157	128
	% Difference in Releases		6.67%		-8.57%
	% Difference in Bed Days		-5.34%		-18.47%
Warrant	Releases	612	443	623	774
	Bed Days	16,644	14,738	5,507	7,106
	% Difference in Releases		-27.61%		24.24%
	% Difference in Bed Days		-11.45%		29.04%

**Table 3: 2014 and 2015 Release Reason, by severity**

		Felony		Misdemeanor	
		2014	2015	2014	2015
Bail/Pre-trial Release	Releases	1,532	1,110	3,262	3,726
	Bed Days	8,805	6,509	1,780	3,348
	% Difference in Releases		-27.55%		14.22%
	% Difference in Bed Days		-26.08%		88.09%
Court Ordered Release/ Charge Dism	Releases	321	287	2,495	2,115
	Bed Days	4,308	2,600	4,993	3,223
	% Difference in Releases		-10.59%		-15.23%
	% Difference in Bed Days		-39.65%		-35.45%
Other	Releases	278	209	122	111
	Bed Days	6,976	8,841	2,442	2,442
	% Difference in Releases		-24.82%		-9.02%
	% Difference in Bed Days		26.73%		0.00%
Time Served/Fees Paid	Releases	1,007	835	629	748
	Bed Days	80,498	80,049	14,963	18,324
	% Difference in Releases		-17.08%		18.92%
	% Difference in Bed Days		-0.56%		22.46%
Transfer to another agency	Releases	730	452	173	180
	Bed Days	51,697	34,518	3,044	2,349
	% Difference in Releases		-38.08%		4.05%
	% Difference in Bed Days		-33.23%		-22.83%

**Table 4: 2014 Crime Rate, per 100,000 people by County**

County	Violent Crimes Per 100,000	Property Crimes Per 100,000
Alameda	655	3,642
Alpine	322	1,931
Amador	219	1,700
Butte	302	2,954
Calaveras	249	2,174
Colusa	180	1,573
Contra Costa	334	2,943
Del Norte	580	2,280
El Dorado	222	1,703
Fresno	470	3,357
Glenn	434	1,826
Humboldt	355	3,500
Imperial	319	3,023
Inyo	551	1,575
Kern	509	3,220
Kings	454	2,263
Lake	469	2,799
Lassen	400	1,487
Los Angeles	424	2,158
Madera	574	2,184
Marin	177	1,771
Mariposa	393	1,526
Mendocino	577	1,742
Merced	558	2,675
Modoc	522	1,767
Mono	250	1,275
Monterey	430	2,479
Napa	379	1,690
Nevada	313	1,616
Orange	201	1,752
Placer	162	1,799
Plumas	469	1,607
Riverside	273	2,678
Sacramento	511	2,755
San Benito	337	1,265
Santa Bernardino	396	2,614

<b>San Diego</b>	330	1,838
<b>San Francisco</b>	812	5,467
<b>San Joaquin</b>	749	3,515
<b>San Luis Obispo</b>	432	2,083
<b>San Mateo</b>	209	1,899
<b>Santa Barbara</b>	297	2,085
<b>Santa Clara</b>	250	2,303
<b>Santa Cruz</b>	419	2,984
<b>Shasta</b>	712	3,182
<b>Sierra</b>	337	888
<b>Siskiyou</b>	303	1,599
<b>Solano</b>	492	3,139
<b>Sonoma</b>	367	1,727
<b>Stanislaus</b>	531	3,487
<b>Sutter</b>	325	2,431
<b>Tehama</b>	496	2,452
<b>Trinity</b>	247	1,263
<b>Tulare</b>	413	2,469
<b>Tuolumne</b>	277	2,120
<b>Ventura</b>	224	1,990
<b>Yolo</b>	364	2,647
<b>Yuba</b>	399	2,876

**Table 5: 2014 Arrests, DOJ**

County	Felony Arrests	Misdemeanor Arrests	Felony Arrest Rate per 100,000 Adults	Misd. Arrest Rate per 100,000 Adults
Alameda	13557	28445	1,163	2,440
Alpine	10	31	1,083	3,356
Amador	542	637	1,709	2,009
Butte	2923	7132	1,697	4,141
Calaveras	546	935	1,489	2,550
Colusa	357	680	2,399	4,570
Contra Costa	11519	13695	1,466	1,743
Del Norte	581	1137	2,592	5,072
El Dorado	1974	3610	1,415	2,588
Fresno	20121	23921	3,116	3,704
Glenn	340	679	1,690	3,375
Humboldt	2282	5742	2,134	5,369
Imperial	2586	4109	2,114	3,360
Inyo	206	531	1,406	3,624
Kern	14680	29333	2,533	5,061
Kings	2039	5099	1,857	4,644
Lake	1273	2498	2,501	4,907
Lassen	361	687	1,262	2,402
Los Angeles	102230	173413	1,387	2,353
Madera	1692	2335	1,580	2,181
Marin	1626	4519	810	2,251
Mariposa	172	379	1,143	2,519
Mendocino	1405	3190	2,058	4,672
Merced	3390	5312	1,965	3,079
Modoc	219	327	2,898	4,327
Mono	110	226	980	2,013
Monterey	4116	7431	1,364	2,463
Napa	1877	3068	1,795	2,933
Nevada	921	2020	1,155	2,534
Orange	22918	46276	1,014	2,047
Placer	3883	5267	1,478	2,005
Plumas	238	554	1,455	3,386
Riverside	21294	35527	1,369	2,285
Sacramento	18105	23124	1,724	2,202
San Benito	667	925	1,713	2,376
San Bernardino	31339	40732	2,197	2,856
San Diego	29345	55237	1,243	2,340
San Francisco	7476	9902	1,068	1,415

<b>San Joaquin</b>	7813	11783	1,628	2,455
<b>San Luis Obispo</b>	2451	9156	1,132	4,229
<b>San Mateo</b>	4907	11025	878	1,972
<b>Santa Barbara</b>	4008	18778	1,246	5,840
<b>Santa Clara</b>	13606	24773	1,008	1,836
<b>Santa Cruz</b>	2753	7941	1,343	3,875
<b>Shasta</b>	2718	5393	1,983	3,934
<b>Sierra</b>	49	66	1,820	2,451
<b>Siskiyou</b>	869	1414	2,445	3,978
<b>Solano</b>	5472	7598	1,763	2,448
<b>Sonoma</b>	4865	10219	1,294	2,718
<b>Stanislaus</b>	9851	11072	2,705	3,040
<b>Sutter</b>	1127	2274	1,653	3,336
<b>Tehama</b>	1379	2213	2,926	4,695
<b>Trinity</b>	466	341	4,129	3,021
<b>Tulare</b>	7619	14347	2,585	4,868
<b>Tuolumne</b>	872	1455	1,908	3,184
<b>Ventura</b>	8253	18230	1,358	3,000
<b>Yolo</b>	2951	4600	1,933	3,013
<b>Yuba</b>	1358	2372	2,672	4,667

**Table 6: Jail Summary Statistics, as of June 2015**

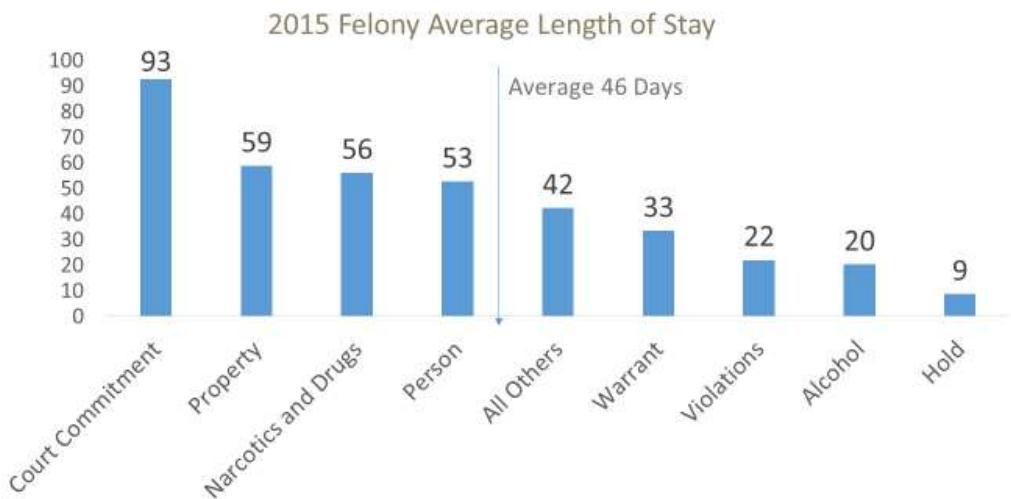
County	Jail ADP per 100,000 Adults	Jail ADP- Unsentenced %	Jail ADP- Misdemeanor %
<b>Alameda</b>	242	78%	13%
<b>Amador</b>	265	52%	18%
<b>Butte</b>	332	56%	14%
<b>Calaveras</b>	240	57%	6%
<b>Colusa</b>	491	66%	49%
<b>Contra Costa</b>	171	76%	10%
<b>Del Norte</b>	419	48%	37%
<b>El Dorado</b>	267	54%	14%
<b>Fresno</b>	410	69%	5%
<b>Glenn</b>	487	64%	19%
<b>Humboldt</b>	317	71%	18%
<b>Imperial</b>	426	62%	6%
<b>Inyo</b>	478	37%	23%
<b>Kern</b>	403	59%	19%
<b>Kings</b>	453	94%	15%
<b>Lake</b>	525	53%	15%
<b>Lassen</b>	332	51%	19%
<b>Los Angeles</b>	225	55%	14%
<b>Madera</b>	380	86%	11%
<b>Marin</b>	129	72%	25%
<b>Mariposa</b>	246	68%	29%
<b>Mendocino</b>	450	62%	59%
<b>Merced</b>	392	92%	11%
<b>Modoc</b>	344	54%	19%
<b>Mono</b>	169	37%	40%
<b>Monterey</b>	297	69%	--
<b>Napa</b>	172	73%	9%
<b>Nevada</b>	281	78%	12%
<b>Orange</b>	256	58%	20%
<b>Placer</b>	235	70%	17%
<b>Plumas</b>	306	66%	39%
<b>Riverside</b>	250	60%	9%
<b>Sacramento</b>	381	48%	16%
<b>San Benito</b>	319	77%	17%
<b>San Bernardino</b>	362	76%	26%
<b>San Diego</b>	219	50%	8%
<b>San Francisco</b>	165	85%	8%
<b>San Joaquin</b>	254	67%	9%

<b>San Luis Obispo</b>	242	46%	29%
<b>San Mateo</b>	146	68%	11%
<b>Santa Barbara</b>	259	72%	--
<b>Santa Clara</b>	269	73%	19%
<b>Santa Cruz</b>	197	61% <sup>19</sup>	26%
<b>Shasta</b>	242	77%	11%
<b>Sierra</b>	37	0%	0%
<b>Siskiyou</b>	279	96%	1%
<b>Solano</b>	279	75%	10%
<b>Sonoma</b>	265	51%	24%
<b>Stanislaus</b>	295	74%	7%
<b>Sutter</b>	318	74%	10%
<b>Tehama</b>	397	52%	--
<b>Trinity</b>	416	77%	11%
<b>Tulare</b>	506	60%	11%
<b>Tuolumne</b>	317	80%	9%
<b>Ventura</b>	269	58%	24%
<b>Yolo</b>	253	71%	11%
<b>Yuba</b>	759	83%	8%
	263	62%	15%

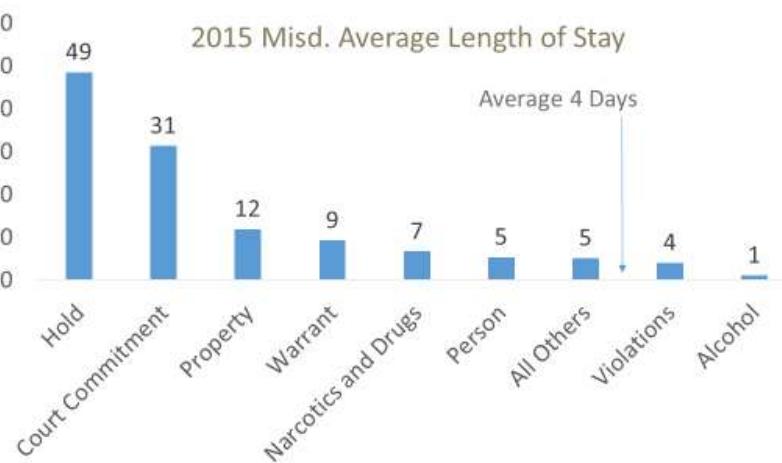
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<sup>19</sup> Data reported to the BSCC was incorrectly entered at the time the data was pulled from the BSCC's website. 61% is the corrected number according the SCSO office.

**Table 7: Average Length of Stay, by Severity**



	Court Commitment	Property	Drugs	Person	Other New Crimes	Warrant	Violations	Alcohol	Hold
Count	50	508	308	818	418	443	144	51	156



	Hold	Court Commitment	Property	Warrant	Drugs	Person	Other New Crimes	Violations	Alcohol
Count	8	81	279	774	877	745	592	32	3,513

**Table 8: Results of the OLS Multivariate regression used to predict the 2015 average length of stay using Gender, race/ethnicity, booking severity, entry type, previous prison stay since 2014 and booking history**

Number of 2015 Releases: 9,788

F (28,9760)

R-squared: 16.7%

F-Test: 0.0000

(no constant)

Length of Stay (days)	Coefficient	t-test		
Gender				
Male	2.91*	1.81		
Race/Ethnicity				
Black	29.7**	7.79		
Latino	31.4**	11.82		
White	28.2**	11.64		
Crime Severity				
Misd.	-35.68**	-21.97		
Previously booked (Y/N)	8.66**	6.24		
Previous Prison Release (Y/N)	43.18**	12.76		
Entry Type				
Person	9.05**	4.37		
Property	14.97**	5.59		
Drugs	6.56**	3.02		
Other New Crimes	2.84	1.22		
Court Commitment	35.28**	6.23		
Violation	-25.87**	-5.19		
Warrant	1.14	.53		

\*Significant at .10 level of significance

\*\*Significant at .05 level of significance

## Technical Appendix

### Merging and data Management Process

A main goal of the J-SCI project is to create a flexible data structure that can summarize a booking, as well as analyze charges, and case status. Since many of the bookings include numerous pending and adjudicated cases, and often can have multiple holding authorities, several assumptions were made to summarize the bookings and take into account the booking authority, the release reason, and other quantitative factors.

To create a single row per booking and summarize the authority for the booking, the following hierarchy is used.

1. A Fresh Arrest is the booking reason if an inmate has new on-view charges.
2. A Court Commitment if the court is authorizing the booking
3. A Hold if no new charges are present, such as warrants or parole holds
4. Other is used for various bookings of outside agencies or reasons.

Table8: Variables Available

Variable Name	Variable Description
<b>InmateID</b>	Inmate ID in the jail System
<b>BookingID</b>	Jail Booking Number
<b>Gender</b>	Gender
<b>DOB</b>	Date of Birth
<b>Residence_Zip_Code</b>	Offender Residence as of run date
<b>CaselD</b>	Court Case Number
<b>Arrest_Date</b>	Date of Arrest for the charge
<b>Booking_Date</b>	Booking Date
<b>Booking_Agency</b>	Arresting Agency
<b>Charge</b>	Charge Code
<b>Charge_Description</b>	Charge Description
<b>Level</b>	Charge Severity
<b>Sentence_Date</b>	Data the charge was sentenced
<b>Booking_Authority</b>	Booking Type
<b>Bail_Amount</b>	Bail Amount for the charge
<b>Charge_status</b>	Status of the charge as of run date
<b>Release_Date</b>	Release date from the booking
<b>Release_Reason</b>	Reason or type of release
<b>CII</b>	CII Number
<b>Race</b>	Race/Ethnicity
<b>Chargesection</b>	Charge Section
<b>Hierarchy</b>	Charge Hierarchy Number
<b>Offensegroup</b>	Charge Category (Person, Property)
<b>Offensetype</b>	Charge Grouping(Robbery, weapons, etc)
<b>SIP Start Date</b>	Start of Serial Inebriate Program (SIP)
<b>PACT Start Date</b>	Start of Partnership for Accountability, Connection and Treatment (PACT) Program

Table 9: Booking Reasons

Booking Name	Booking Category
<b>BOND SURR</b>	Fresh Arrest
<b>BW</b>	Hold
<b>CDC</b>	Hold
<b>CIVIL</b>	Other
<b>DENIED CAP</b>	Other
<b>FED</b>	Hold
<b>JUV</b>	Other
<b>OC WARR</b>	Hold
<b>OR REV</b>	Other
<b>OS WARR</b>	Hold
<b>OTHER</b>	Other
<b>OTP</b>	Other
<b>PEND WR/CAP</b>	Other
<b>PRB FEL</b>	Hold
<b>PRB MIS</b>	Hold
<b>PROB HOLD</b>	Hold
<b>RAMEY</b>	Hold
<b>SELF SURRENDER</b>	Court
<b>SIP</b>	Fresh Arrest
<b>SNT SURR</b>	Court
<b>SNT SURRENDER</b>	Court

Table 10: Release Reasons

Code Text	Release Reason
<b>3 DAY EARLY</b>	Released 3 days early from Sentence
<b>5 DAY ER</b>	Released 5 days early from Sentence
<b>849(B)2</b>	849B release no PC
<b>90 DAY OBS</b>	90 Day Observation
<b>ACC RELEASE</b>	Sheriff's Early Release
<b>BAIL-OR</b>	Bail/Pre-trial Release
<b>BOND</b>	Bail/Pre-trial Release
<b>CASH BAIL</b>	Cash Bail
<b>CDC RELEASE</b>	Sentenced to CDCR
<b>CITE OR</b>	Citation/Own Recog
<b>COND SENT</b>	Conditional Sentence
<b>COURT OR</b>	Court Own Recog
<b>DA LETTER</b>	Letter of Intent to Charge – Book & Release Walk ins
<b>DEATH I-C</b>	Death In-Custody
<b>DISMISSED</b>	Charge or Case Dismissed
<b>DROPPED</b>	Charges dropped
<b>DRUG CT OR</b>	Drug Court Own Recog
<b>ELEC SUP</b>	Electronic Monitoring Supervision
<b>ESCAPE BL</b>	Escape
<b>ESCAPE FROM CAP</b>	Escape
<b>ESCAPE MED</b>	Escape
<b>ESCAPE MIN</b>	Escape
<b>ESCAPE MJ</b>	Escape
<b>FINED</b>	Time Served/Fees Paid
<b>FTA WARRANT</b>	Warrant issued for Arrest – Failed to complied with out of custody requirements
<b>FTE</b>	File Time Expired
<b>ICE EARLY REL</b>	Released to ICE
<b>ICE RELEASE</b>	Released to ICE
<b>NEW CHARGE</b>	New charge Filed
<b>NO FILE</b>	Charge not Filed by DA
<b>OTH AGENCY</b>	Transfer to another agency
<b>OTHER</b>	Other
<b>PICK UP EXPIRES</b>	Pickup by another agency expired
<b>PROB EMP TIME SERVED</b>	Probation Electronic Monitoring Time Served
<b>PROBATION</b>	Release to Probation
<b>PROBSUP</b>	Probation Supervised (i.e... Ankle Monitor)
<b>PROGRAM</b>	Released to a program
<b>PTS</b>	Pre-Trial Services (Pre-Trial Authorize Release Prior to Court)

## Technical Recommendations

1. Compile and maintain an analytic “data dictionary” to aid analysis and interpretation. A data dictionary describes how operational data is interpreted, then used in aggregate to describe the jail system. This will create a unified view of the jail system’s operational data which will aid in interpretation. This will also promote a common set of terms for basic jail management amounts and county that can be used across the county. Further, it will provide a framework for agreeing on categories and types of bookings and releases. The technical appendix lays out the data structure, query and organizing principles used for this initially report.
2. Develop approaches to merge and share unique county identifier to track people across county systems. Common identifiers such as CII or bookings number can be used to understand what resources offenders use throughout the Santa Cruz system. Although manual data collection can do the same purpose, it is labor intensive and not easily done. Booking identifiers may be the easiest way to share information.
3. Use data “freezes” to look at the historical data using a consistent multipurpose dataset. By using historical booking and release data, jail managers can look data that allows for consistent measurement. A freeze would include all bookings that have been closed or released, as well as those that are currently in custody.
4. Develop a single day snapshot of the in-custody population in all facilities as well as alternatives to custody. Since a booking and release file only tells part of the story of the jail, a more nuanced view would involve the jail populations status on a given day, such as sentenced/un-sentenced, housing units, and court hearing status. Ideally, this snapshot would be automated to create an ongoing archive for analysis,
5. Develop baseline or consistent reports to monitor progress, and standing team to analyze and discuss. Developing a team that routinely goes over reports, assures quality of data, and then matches data reports with operational realities gives jail management an ongoing resource to standardize reports and information to leadership, and better uses staff time in standardizing report expectations. Standard reporting then allows for automation.
6. Create indicators for mental health and service needs using existing diagnostic tools. With the use of pre-trial tools and other behavioral health diagnostics, there is better ability to accurately predict and manage the needs of behavioral health issues. This data doesn’t need to be used for case management, but instead in aggregate forms.
7. Develop a secondary database of program referrals run by the jail. Since not all program referrals such as work release or other partnerships with agencies are “released” from sheriff custody administratively, it is difficult to tell the effects of using tools such as EM or work furlough in the data.
8. Develop an indictor using a date or other flag to indicate someone changing status from un-sentenced to sentenced. The existing dataset doesn’t have a way to clearly

differentiate someone, while in custody, moves from awaiting adjudication to a sentenced person. This makes it challenging to clearly differentiate the change in legal status, which can mean different policy options. Although jail managers can look at an individual and see their status on a given day by tallying, aggregate historical data is usually only able to look at offenders stay at the point of entry(booking authority) and the point of exit(release reason). Although date flags do exist for certain charges, the movement of someone from un-sentenced to sentenced would be a better indicator since an inmate may have multiple cases pending.

9. Develop an indicator of Probation status at time of bookings, either for technical violation or with new crimes attached. The current setup makes it difficult to consistently identify violations since there can be multiple flags or identifiers, such as a 1203.2 with a new crime, a 1203.2 along, or someone coming in on a warrant attached to a probation violation. This would also include the underlying crime for the violator, which would require a better information and data sharing between the probation and sheriff's office.