



## Justice System Change Initiative-San Bernardino County Jail Utilization Report

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## Executive Summary

**The Justice System Change Initiative.** This report presents information developed collaboratively between the San Bernardino County Sheriff's Department and California Forward's Justice System Change Initiative (J-SCI). California Forward (CA Fwd) 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 within 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's team of subject matter experts facilitates a collaborative approach to improve policy and practice. This includes the collection and analysis of complex cross-system data; the facilitation of discussions 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 better choices and confidence in the programs focused on their priorities.

From a series of interviews with county human service and justice system leaders, the CA Fwd team discovered that San Bernardino had the desire and commitment to engage in the Justice System Change Initiative. During a meeting with county leaders in September 2015, CA Fwd identified some initial steps in this partnership, which included a jail utilization analysis.

**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 expansion of jail and prison capacity. While a bipartisan consensus is emerging to reexamine this trend, most communities lack meaningful data about their jails. What kinds of offenders are in jail? How did they get there? How long do they stay and how often do they return? Without knowing some of these basic facts, leaders are understandably reluctant to endorse changes.

Understanding these factors 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 San Bernardino County staff to compile data regarding jail utilization. The 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 discussions will yield policy recommendations that are founded 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 brought to 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 being 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. Finally, two areas of special concern are addressed: jail use by mentally ill offenders and the impact of Proposition 47. 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, a number of important and compelling observations have emerged.

- ✓ Nearly 3/4 of the daily jail population is pending trial.
- ✓ Most new crime (front door) bookings are drug- or alcohol-related.
- ✓ Nearly 86% of new crimes are non-violent.
- ✓ Forty-two percent of jail bookings do not involve a new crime and on a daily basis.
- ✓ Among those individuals released from custody within five days, 35 percent were booked into jail for drug or alcohol crime, and 30 percent had been booked on a warrant.
- ✓ Violent offenders return on warrants less frequently than non-violent offenders.
- ✓ Drug offenders held in custody 4 days or more in 2015 spent more time in jail than offenders held for person crimes (including violent crime).
- ✓ Jail repeaters – meaning offenders who return to jail for violations, warrants or new crimes – used 5,025,375 bed days in San Bernardino County over a five-year period.
- ✓ Fifty-one percent of jail repeaters during that 5-year study period were not for a new crime
- ✓ After the passage of Proposition 47 in 2015, felony drug bookings decreased by 67% and misdemeanor drug bookings increased 45%.

**Recommendations.** The preliminary data analysis of San Bernardino County’s jail utilization indicates a number of areas for further study and reveals opportunities to address challenges facing the county’s criminal justice system. Many of these opportunities involve practice and policy changes that can be quickly implemented with only modest

investments that will generate near-term cost savings. Other solutions require a more significant investment but are likely to yield even more substantial cost savings or cost avoidance, while reducing recidivism and jail usage. Preliminary recommendations include the following:

1. Conduct a deeper examination focused on opportunities identified in this report, such as the use of jails for misdemeanor populations or the impact of side door bookings (such as warrants) in order to develop effective strategies within those categories.
2. Build on programs offered in the Glen Helen jail facility to include community-based custody and reentry.
3. Continue to maximize the effectiveness of pretrial services such as the Own Recognizance program, as well as exploring with justice and judicial partners the potential to reduce court processing delays and expedite court hearings.
4. Develop interventions to improve mental health outcomes and reduce jail time for the mentally ill.
5. Formalize and institutionalize the Justice System Change Initiative in San Bernardino County.

**Next Steps.** The intention of a jail utilization study is to reveal opportunities for system change, including opportunities for improvements to practice and policy choices that present smart and cost- effective alternatives. The San Bernardino study appears to have identified such opportunities. County leaders will need to determine which areas to pursue going forward. Solutions may include policy changes to practices that can yield high impact at low cost, as well as cost-effective new programs and alternatives that are monitored to ensure good public safety outcomes. Whatever the local choices, CA Fwd strongly recommends that San Bernardino County institutionalize a governance structure to provide cross-system oversight and guidance to the Justice System Change Initiative and designate roles and responsibilities within existing or new staff positions to support the data driven model. CA Fwd is prepared to partner with the county to establish this ongoing capacity. The Law and Justice Committee comprised of justice and other county departments leaders, might be a natural body to provide direction and executive oversight to J-SCI in San Bernardo. CA Fwd remains a dedicated partner as San Bernardino County moves to the next exciting phase of the J-SCI process.

# Jail Utilization Study

## Full Report

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## 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.

San Bernardino is one of three initial California counties, alongside Riverside and El Dorado, to participate in J-SCI. 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.

## Why focus on Jail Data?

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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 to make sure offenders who return to the community are 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, essentially displacing some of the challenges of crowded state prisons with poor conditions in local jails.

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, correctional administrators and CA Fwd's J-SCI team have worked together to provide this initial jail portrait. A detailed examination of the jail population and recent jail usage can uncover opportunities 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 San Bernardino 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 and jail recurrence.

## Acknowledgements

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This study was made possible by the ongoing support and involvement of the Sheriff's administration. Under the leadership of the Sheriff John McMahon and the direct involvement of Assistant Sheriff Shannon Dicus and Deputy Chief Robert Guillen, the J-SCI team was able to talk to a number of administrators and correctional staff and auxiliary support staff who were enormously helpful in providing information for this report. Our gratitude goes to Terry Fillman, Health Services Administrator; Chris Martin, Program Administrator; Lt. Chris "Izzy" Ilizalituri; Sgt. Jon Minard; and Lt. Garth Goodell, and their staffs. CA Fwd would also like to acknowledge Captain Rose for organizing, leading, and *literally piloting* a tour of facilities in San Bernardino County in December 2015.

This work was supported with funds from CA Fwd's core funding partners, the James Irvine Foundation, the William and Flora Hewlett Foundation, and the David and Lucile Packard Foundation, with project-specific funding from the Blue Shield Foundation of California.

## Study Design: Methods, Data and Definitions

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The daily jail population is a simple function of two variables— who gets booked or admitted and how long they stay. Some individuals are booked into jail for a new crime, while others arrive in jail for other reasons, such as warrants based on some failure (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 San Bernardino County jails between January 1, 2010 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 helps 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 Growth</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

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The initial dataset contained over 487,705 unique bookings over a five-year period from January 2010 to December 2015 involving 217,581 different individuals, according to the unique booking ID. This report primarily focuses on the most recent full calendar year of 2015. With the enactment of Prop 47 in November 2014, an examination of the 2015 data was compared with 2014 to capture changes produced by this policy change.

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. This includes a significant number of individuals and illustrates an effective effort to reduce jail reliance at the early decision point of booking. This dataset includes bookings at all four San Bernardino Type II facilities and three Type I facilities.<sup>1</sup>

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>2</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 San Bernardino Jail Management system created over 5,000 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.

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<sup>1</sup> Type I facilities are used for short stays, and often the facility that generates the booking will not be the location of release if the person is being held past arraignment. Type II facilities are authorized book and hold both pretrial and sentenced individuals.

<sup>2</sup> The variables used in the dataset are in the technical appendix. They include designations for the original variables created by San Bernardino Jail systems, and variables created or derived to ease analysis.

To simplify analyses, charges were grouped into crime categories based on norms set up by CA DOJ and are 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.

### Crime Categories for System Analysis

GROUPING	SUBTYPES
<b>ALCOHOL</b>	Driving Under the Influence Disorderly Conduct (Alcohol)
<b>CRIMES AGAINST PERSONS</b>	Assault & assault and battery Other felony Robbery Other sex law violations Lewd or lascivious Kidnapping Forcible rape Homicide Unlawful sexual intercourse Manslaughter, vehicle Manslaughter
<b>NARCOTICS AND DRUGS</b>	Possession/under the influence Sales and manufacturing Transportation Sales to a minor Disorderly Conduct (Drugs)
<b>PROPERTY OFFENSES</b>	Burglary Theft Motor vehicle theft Forgery, checks, access cards Petty theft Arson
<b>ALL OTHERS</b>	Weapons Trespassing Vandalism Prostitution Traffic Hit and run Disturbing the peace

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 percentages and the number of bookings in 2014 and 2015.

To help 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>3</sup>:

- ✓ *Warrants*. These bookings can be for court-issued warrants for failure to appear in court, as well as for not appearing for probation supervision. Individuals can also be booked on warrants originating from other county or state agencies.
- ✓ *Court Commitments*. These bookings are instances when the court sends an offender to custody, either remanded at the pretrial stage of the court process or to serve a sentence. The CMS does not differentiate un-sentenced from sentenced commitments.
- ✓ *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 or flash incarceration under PC3454. Since the 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 San Bernardino to be witnesses in a trial, or attend child custody hearings.

Together, front and side door entries – 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 the daily population profile, it is necessary to know 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 and side doors and at what point they leave (back door), it is possible to assess key characteristics of

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<sup>3</sup> See the technical appendix for booking codes available in a CMS.

the daily population, including the average length of stay and the aggregate jail “bed days” that are consumed in a year.

This study includes a focus on jail recurrence<sup>4</sup>, the “revolving” door. Five years of data were examined to get a sense of how many individuals returned to San Bernardino County jail and how many times, as well as the jail bed days they used.

The data collected by San Bernardino 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 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.

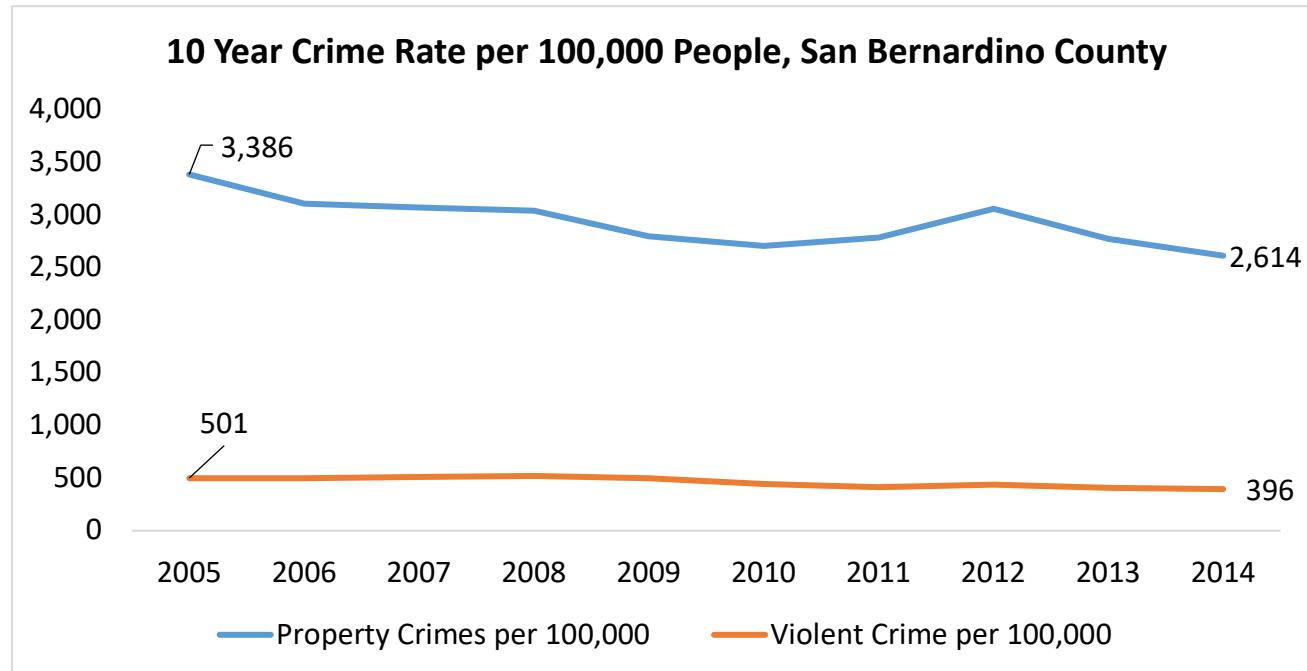
The recommendations in this report are not prescriptions from CA Fwd. They are presented as promising areas for consideration as county leaders determine the next steps. The J-SCI team is prepared to support San Bernardino County as it pursues specific improvement opportunities.

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<sup>4</sup> We use the term recurrence instead of recidivism, because recidivism often denotes a new crime, whereas return to jail is not always due to or associated with a new crime.

## San Bernardino in Context

San Bernardino is in the lower quartile 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.

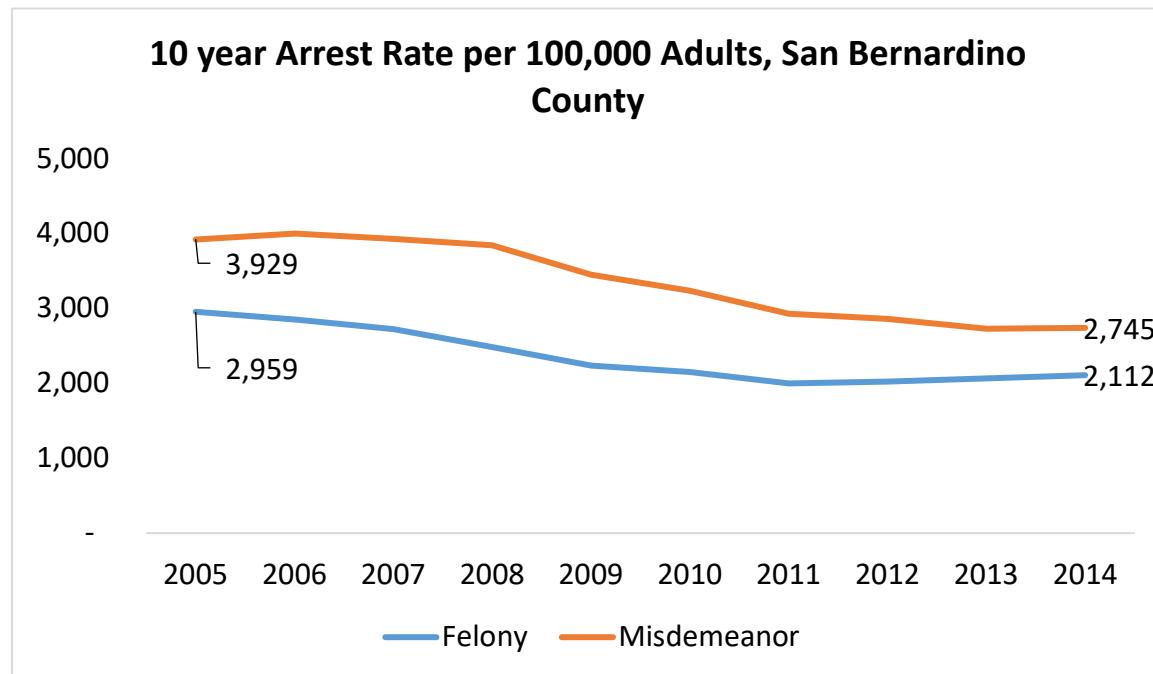


When looking at the 10 largest California counties, San Bernardino is in the middle in both violent and property crime per 100,000 residents.

County	2014 Violent Crimes Per 100,000 People
San Francisco	812
Alameda	655
Sacramento	511
Los Angeles	424
<u>San Bernardino</u>	<u>396</u>
Contra Costa	334
San Diego	330
Riverside	273
Santa Clara	250
Orange	201

County	2014 Property Crimes Per 100,000 People
San Francisco	5,467
Alameda	3,642
Contra Costa	2,943
Sacramento	2,755
Riverside	2,678
<u>San Bernardino</u>	<u>2,614</u>
Santa Clara	2,303
Los Angeles	2,158
San Diego	1,838
Orange	1,752

Both the misdemeanor and felony arrest rates for adults in San Bernardino has fallen steadily over the past decade.



While arrest rates have fallen, San Bernardino County has the highest felony and misdemeanor arrest rate per 100,000 among the largest 10 counties in California. A statewide county comparison is included in appendix table 12.

County	2014 Felony Arrests Per 100,000 Adults	2014 Misdemeanor Arrests Per 100,000 Adults
<u>San Bernardino</u>	<u>2,112</u>	<u>2,745</u>
Sacramento	1,724	2,202
Contra Costa	1,466	1,743
Los Angeles	1,387	2,353
Riverside	1,369	2,285
San Diego	1,243	2,340
Alameda	1,163	2,440
San Francisco	1,068	1,415
Orange	1,014	2,047
Santa Clara	1,008	1,836

San Bernardino County operates four Type II jail facilities, and three Type I facilities. The chart below lists the facilities, bed capacity, bookings, releases and average daily population in the county:

### San Bernardino Jail Facilities: Capacity and Average Daily Population (ADP)

Type I Facilities	Bed Capacity	2015 Initial Bookings <sup>5</sup>	2015 System Releases	2015 ADP
Barstow Station (I)	59	2,802	1,731	NA
Big Bear Station (I)	24	1,071	714	NA
Colorado River Station (I)	36	798	470	NA
Morongo Basin Station (I)	79	2,270	1,704	NA
<b><i>Subtotals Type I</i></b>	<b>198</b>	<b>6,941</b>	<b>4,619</b>	
Central Detention Center (II)	921	18,013	16,472	838
Glen Helen Rehabilitation Center (II)	934	39	4,740	1,118
High Desert Detention Center (II)	2,134	15,669	14,180	870
West Valley Detention Center (II)	3,315	41,413	41,381	2,964
<b><i>Sub Total Type II</i></b>	<b>7,304</b>	<b>75,138</b>	<b>76,304</b>	<b>5,790</b>
<b>Total</b>		<b>82,097</b>	<b>80,923</b>	

In 2015 over 90% of the jail bookings in San Bernardino occurred at the Central, High Desert and West Valley Detention Centers and 50% of all bookings occurred at the West Valley Detention Center alone.

## Analysis and Findings: Multiple Viewpoints

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### 1. The Front Door View: Bookings for new crime violations

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

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<sup>5</sup> Bookings into the Work Release Program are not included in the table above, or any of the analysis since these bookings do not imply a new arrest or new activity, but the activity of the Work Release Program.

In 2015, there were 82,097 bookings into jail, representing 53,586 unique people. The U.S. Census estimates San Bernardino County's population to be 2,128,133 people, with 1,555,665 adults over 18 years old.<sup>6</sup> Table 1 below provides some demographics about bookings in 2015 as compared to the general population in San Bernardino.

### San Bernardino County and Jail Population Characteristics (2015)

	San Bernardino Adult Population	Adults Booked in 2015	Adults Staying 4 days or more, 2015
Total	1,555,665	82,097	29,930
Average Length of Stay		24 days	68 days
Female	50%	22%	18%
Male	50%	78%	82%
Average Age at Booking	--	34 years	34 years

A significant number of bookings are released within a very short period of time. By the time of arraignment (roughly within four days of booking), 64% of those booked into jail or 52,167 of the 82,097 bookings, are released. This is a result of mechanisms put in place to maximize releases for individuals brought to jail for low-level misdemeanor crimes and some non-violent felonies.

San Bernardino employs multiple strategies to manage the population coming to the front door of the jail for a new crime as well as reducing the number of individuals who might otherwise be booked to serve sentences in jail. While these releases could technically be viewed as the back door, the programs and strategies outlined below occur primarily before their first court appearance that occurs typically within several days.

In 2015, those eventually released early in the process by bail bond, cite/release, and on the sheriff's pretrial program amounted to over 30,000 releases. Small changes in the speed of release, as well as numbers in these different areas, can yield large changes in jail bed days used. The two release types that may be fertile ground for analysis are those released through pretrial and those released on bail bond. Looking at the screening process for pretrial release and those who eventually end up released through bail bond may be a way to reduce unnecessary jail bed days, depending on court practices and pretrial program capacity. It can also reduce the number of people staying longer than necessary while trying to make bail payments.<sup>7</sup>

<sup>6</sup> <http://www.census.gov/quickfacts/table/PST045215/06071>

<sup>7</sup> Appendix tables 14 and 15 shows the bail amounts for those released and how much they paid broken out by crime severity and crime type as a way to compare inmate length of stay for similar crimes when released via pretrial and then those who bail out of jail.

## 2015 Releases by Pretrial/OR and Bail Bond

Release Type	Average Length of Stay (days)	Releases	Total Jail Bed Days In custody prior to release
Pretrial/Own Recognizance	0.9	3,219	2,893
Bail Bond	3.87	7,175	27,757

The San Bernardino jails are bound by a 1998 California court ruling, called the Haas decision, to address overcrowding. The Haas decision authorizes the Sheriff to reduce non-violent populations without a court order within Type II facilities when the population exceeds 90% capacity. The Centralized Classification Unity (CCU) manages the daily bureau population in Type II facilities to ensure the department does not exceed rated capacity. These releases under the Haas ruling are called population management releases. Population management releases total approximately 450 inmates per year. This represents an average of 37 per month, although there are some months when releases are not necessary and other months that reach 90 releases per month.

The Sheriff's correctional staff must also consider factors that further limit capacity, such as a classification system that prohibits transferring certain inmates between facilities, facility remodeling, and other factors that result in releases even when full capacity is not achieved. Seasonal factors or big events that predictably result in an uptick in arrests and jail bookings are handled proactively, with the correctional staff making early releases to avoid violating the conditions of the Haas decision.

The Sheriff oversees jail alternative programs that help manage pretrial and post sentence populations. Criteria are in place to cite and release non-violent misdemeanants at the time of booking. The Sheriff also runs an Own Recognizance (OR) program to make pre-arrainment release decisions for individuals facing felony charges. Veteran Sheriff staff screen and conduct investigations on inmates to determine candidates they believe will be successful in the community on their own recognizance. Currently, the Sheriff's Department makes these release decisions based on a set of criteria. The Sheriff is authorized to make these release decisions without judicial approval or order for individual cases. OR is granted when the suspect is merely released after promising in writing to appear in court at a future date. OR releases are not population management or early releases, they are simply releases granted before court proceedings are initiated, with a promise to appear by the inmate.

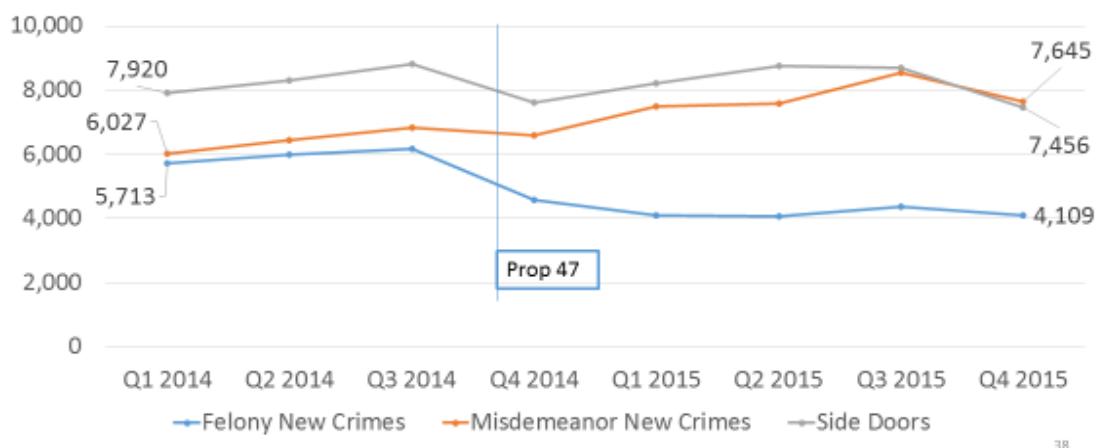
In 2015, early releases resulted in a monthly average of 117 inmates released due to population management and 277 inmates released on OR. In 2015, the total population management early releases accounted for 1,408 inmates, and OR releases accounted 3,272

inmates, resulting in a net early release of 4,680 releases, or about 6.2 percent of the total inmate population booked.

The Sheriff also runs a work release and electronic monitoring program for individuals sentenced to those programs by the court. In 1983, the San Bernardino County Board of Supervisors authorized the Sheriff to administer the work release program, which provides individuals who are committed to the program to perform eight to 10 hours of labor in lieu of one day of confinement. The program allows inmates to serve their sentence by providing manual labor to improve or maintain public facilities and other qualifying programs that benefit the public. Inmates may re-establish ties with their family, return to their former employment, yet serve the community on their non-scheduled workdays. The program also serves to alleviate jail overcrowding and providing cost savings to taxpayers by reducing detention costs. In addition to the work release program, the Sheriff offers some inmates the ability to complete their sentence on the Electronic Confinement Program (ECP). The program requires participants to wear a GPS ankle transmitter for the length of their commitment. The program is fee based (\$15.00 per day); however the inability to pay does not disqualify an applicant from participation. Currently, the Work Release Program has approximately 785 participants and Electronic Confinement has about 155 participants.

Total bookings in San Bernardino County have been relatively flat over the last six years, averaging 20,000 per quarter. Bookings dropped to 19,000 in the 4<sup>th</sup> Quarter of 2014, but rose back above 20,500 in the first three quarters of calendar year 2015, until it fell in Quarter 4 to 19,500.

### **Jail Bookings by Quarter, January 2014 to December 2015**

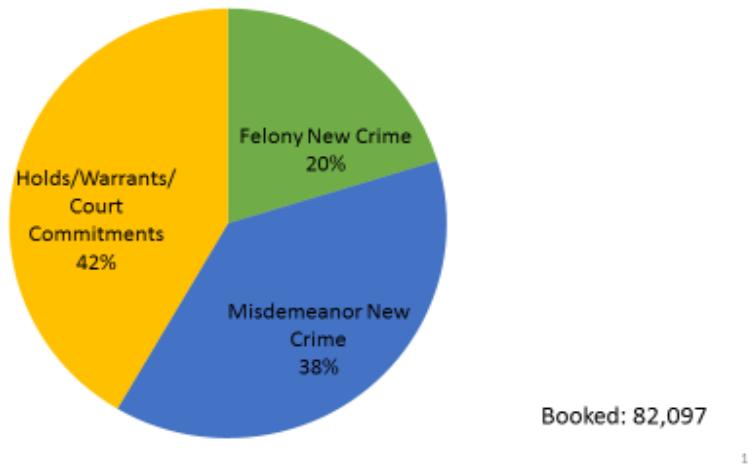


The impact of Proposition 47 is reflected on the previous page. The proposition, passed by voters on November 4, 2014, converted several drug and property felony crimes to

misdemeanors.<sup>8</sup> This generated a reduction in felonies and a corresponding rise in misdemeanor bookings for the first three quarters of 2015. Although the legal classification changed, the use of incarceration did not initially change for those who were now booked as misdemeanants. Within a year, however, the Sheriff administration recognized that if they continued to book this new growing number of misdemeanants in jail, they would be forced to release more serious offenders to adhere to the Haas decision. A policy change to cite and release misdemeanor warrants on Prop 47 misdemeanants for drug offenses was enacted in the last quarter of 2015 to address this.

In 2015, one-fifth of the individuals brought to jail were for new felony crimes, while misdemeanor offenses made up 38% of the bookings. Forty-two percent of the jail bookings did not involve a new crime. These “side door” bookings were for warrants, holds and court commitments.

### 2015 Bookings by Type



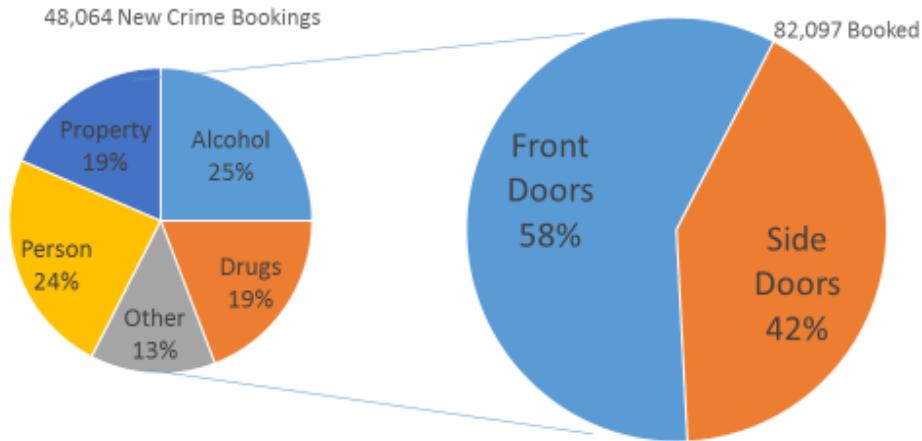
New crimes or “front door” bookings were largely composed of alcohol and drug offenses, making up 44% of all bookings for new crimes. The impact of drugs and alcohol extends beyond drug and alcohol offenses, though. For many offenders, substance abuse is a driver and influence in property offenses, while alcohol is frequently a factor in person crimes. Additionally, substance abuse and dependency plays a driving role in many court contempt and probation violations that lead to warrants, such as failing to show for court appearances and probation appointments.

✓ 44% of new crime bookings are drug or alcohol related

Offenses that comprised small percentages are in the “other” category in the chart below. For example, weapons offenses were the top charge in two percent of the bookings and appear in the other category. However, weapons charges appeared in an additional five percent of bookings in which it was not a top charge in the charging hierarchy.

<sup>8</sup> [http://ballotpedia.org/California\\_Proposition\\_47,\\_Reduced\\_Penalties\\_for\\_Some\\_Crimes\\_Initiative\\_\(2014\)](http://ballotpedia.org/California_Proposition_47,_Reduced_Penalties_for_Some_Crimes_Initiative_(2014))

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

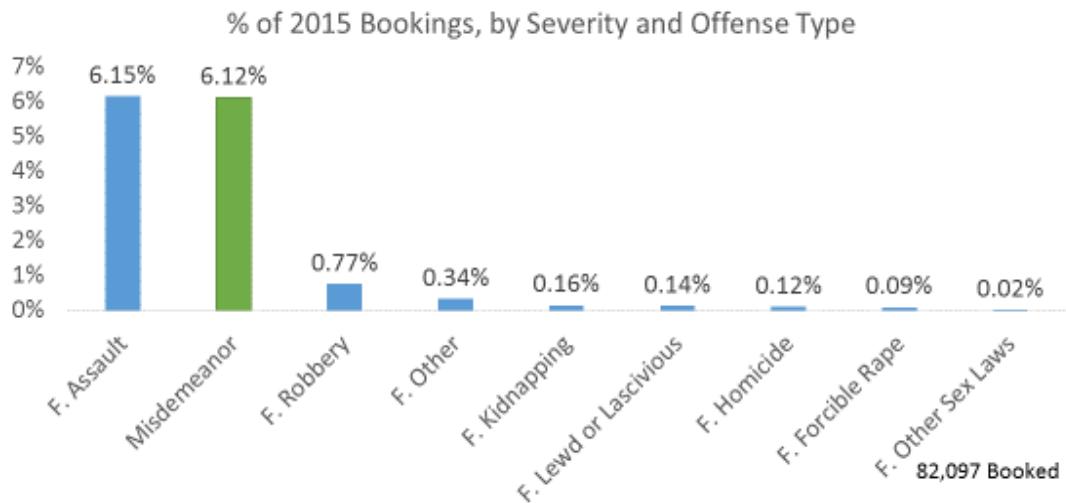


From a public safety perspective, person crimes are of high concern; they range widely from misdemeanor assaults, to more serious felony assaults, to the most egregious crimes, including homicide. Domestic violence was involved in 4,498 bookings, or nine percent of new crime bookings, 49% of those being misdemeanors. Domestic violence crimes are grouped with crimes against persons, under assault.

Of all bookings (front and side door), felony person crimes accounted for slightly less than eight percent of all crimes; misdemeanor person crimes accounted for an additional six percent. This means that 86% of the jail bookings were for non-violent crimes and violations. Homicide, kidnapping, forcible rape, sex offenses, and lewd and lascivious conduct combined comprise slightly less than 1.5 percent of all bookings. As illustrated later in this document, while alleged 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.

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

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



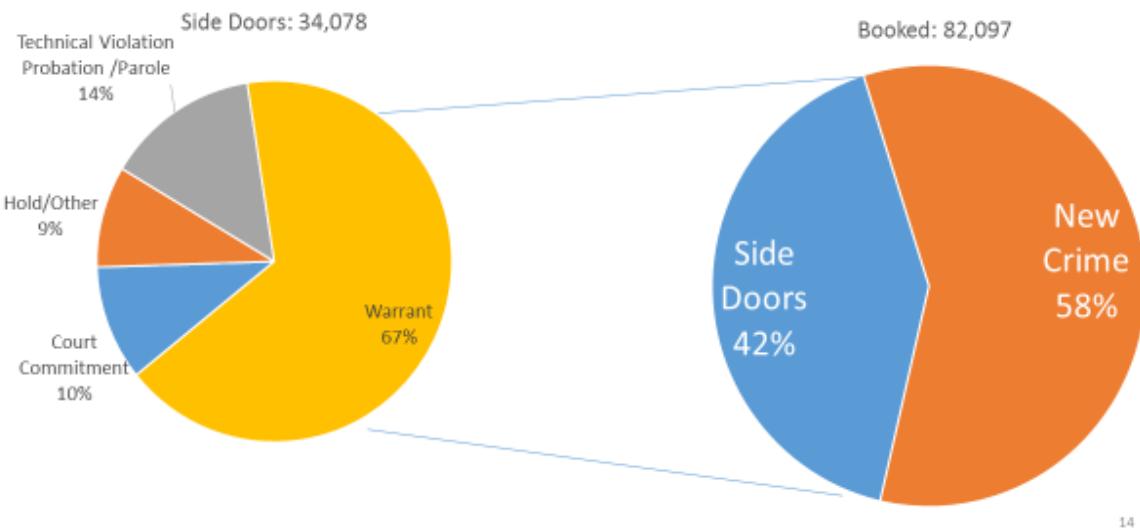
## 2. The Side Door View: Bookings that are not based on new crime

As described earlier in this document, side door bookings are defined in this study as jail admissions that are not based solely on a new crime. This may include a warrant based on a pending crime, a warrant based on a subsequent failure, such as not showing for a court review or failing to comply with probation. This also includes individuals arrested on a technical probation violation and court commitments. Court commitments can include individuals who are remanded to jail by a judge in court while pending the court process or for out of custody individuals who are sentenced to jail as a sanction.

✓ *About 42 percent of jail bookings do not involve a new crime*

Two thirds of the side door entries in San Bernardino County are warrants. This means that over one quarter of *all* bookings in the county are warrants. The data available for this study is not sufficient to fully understand the reasons for warrants. For example, it is not known how many of the warrants were issued for missing a court appearance or how many were issued for failing to report to probation. Understanding the composition and reasons for warrants can help target and develop possible strategies to reduce them. Strategies designed to reduce side door entries provide fertile ground for interventions targeted for low-risk populations.

## Bookings for New Crimes vs. "Side Door" (2015)



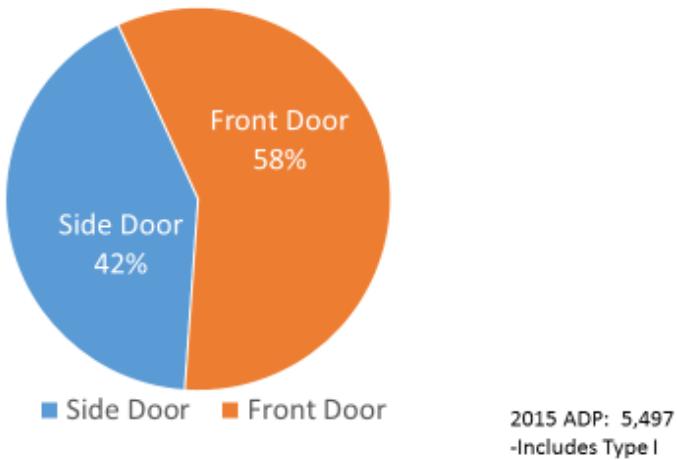
### 3. The Typical Day View: The jail population on a daily basis

The Average Daily Population (ADP) in jail is a function of who is admitted and how long they stay in jail. 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. Viewing the average daily population allows us to see the composition of offenses that impact the jail on a typical day.

The percentage of side doors in custody on a daily basis is 42%, with 58% in custody as a result of new crimes (both pre-trial and sentenced).

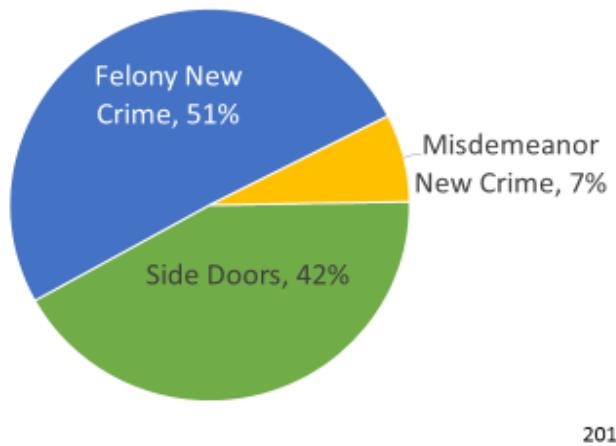
✓ 42 percent of the inmates in jail are not in custody for a new crime

## ADP 2015: Individuals Housed as a Result of New Crimes (Front Door) vs. Those in Jail for Warrants, Holds, and Violations (Side Door)



While misdemeanor new crimes constitute 38% of bookings, they only comprise seven percent of the daily population due to the fact that many of the misdemeanants are processed and released quickly. However, it should be noted that approximately 16% of individuals in custody based on a warrant or court commitment are there based on an underlying misdemeanor crime. Additional analysis of the misdemeanor jail population may illuminate opportunities to find alternatives for these lower level crimes.

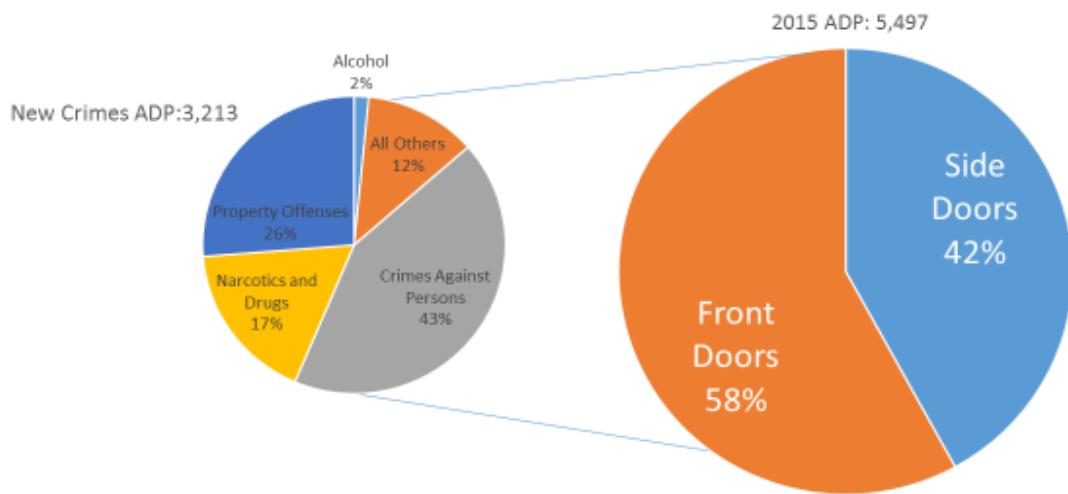
## ADP 2015: Felony vs. Misdemeanor New Crime



As expected, while alcohol offenses represent 38% of bookings, they make up just two percent of the daily population held in custody. Most of these bookings involve drunk driving offenses, which are typically processed and released within six hours after booking. On the other hand, person and property crimes represent a much greater share of the daily

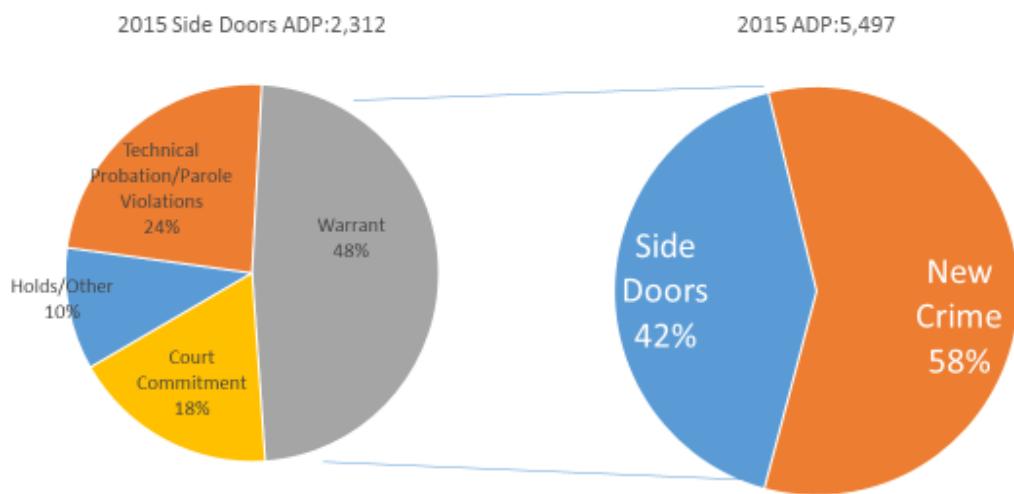
population as compared to the proportion of bookings for those crimes, due to the longer lengths of stay. The proportion of drug offenders remains fairly similar between booking (19%) and jail population ADP (17%).

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



Technical probation violators make up a quarter the daily population of individuals who are not in custody for a new crime, or about 10% of all inmates. Court commitments account for 18% of the population that is in custody for a side door entry. By far, warrants represent the largest contribution, comprising nearly half of those housed following a side door booking.

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



**The further analysis of warrants should be prioritized.** Disaggregating warrants and side door jail entries by underlying crime and severity would provide helpful information in targeting effective interventions that better match unique characteristics of these sub-

groups. Additional information is needed regarding the underlying factors influencing types of crime. For example, misdemeanor property crimes, which account for approximately 23,000 bed days annually, may be conducted for economic reasons or possibly to support a drug habit. The best interventions would thus be based on the driving factors behind the crime, e.g., vocational training and placement vs. drug treatment. Similarly, misdemeanor drug crimes (13,870 bed days annually) most likely have underlying substance abuse issues. Although these aren't large portions of the jail population, tailored jail alternatives for lower risk populations reduce unnecessary jail utilization.

While more serious, felony warrants may have similar underlying economic or drug issues. The underlying crime and subsequent non-compliance with supervision or court appearance mandates may all be part of the same cycle, demanding specific intervention strategies. With 481 beds per day taken up by those brought in for a warrant for an underlying property or drug crime, there may be subpopulations ripe for alternatives based on circumstances of the warrant or individual.

✓ *Violent offenders return on warrants less frequently than non-violent offenders*

Deeper analysis and case level review is necessary to better understand the reasons and choices leading to their incarceration and length of stay. For example, what are the top reasons for probation violations and what alternative sanctions to jail exist, how frequently are they used and how successful are they? When are warrants issued and for what reason? With warrants making such a large share of the daily jail population, what strategies could be put in place to avert warrants? What are the circumstances that lead to a pretrial court commitment? What are the considerations leading to post sentence court commitments and are there alternative community based sanctions that may be appropriate for some of these commitments? Those individuals who are sentenced as court commitments presumably are receiving jail as a punishment, rather than a perceived public safety risk, considering the fact that it appears that they were allowed to remain in the community during the court proceedings while on bail or court release. That is an assumption, as there is not enough information in the data set to know for sure. A deeper analysis into the side door population is needed. Learning more about the failures that result in side door entries would likely provide opportunities to reduce failures that result in jail usage not triggered by a new crime or significant public safety concern.

## 4. The Jail Consumption View: Length of stay and jail bed days used

In 2015, a total of 2,003,080 jail bed days was used in San Bernardino jail facilities. Of these, approximately 75% were used by individuals going through the court process, but not yet convicted or sentenced.

Individuals serving a court sentence used the remaining 25% in 2015.<sup>9</sup> Releases prior to court trial can include bail bond, cash bail, book or cite and release, misdemeanor warrant policy releases, release on own recognizance, or formal pretrial release. These release practices, were explained above in the “Front Door” section of this report because they typically take place shortly after booking and at or prior to arraignment, thus constituting a process of release at the front end of the jail system, and can have considerable impact in reducing the total number of individuals in jail at any given time, as well as the relative percentage of inmates who have not yet been sentenced. The unsentenced percentage has varied in San Bernardino between 84% and 75% of ADP over the past four years as statewide policy changes like realignment in late 2011 and Prop 47 in late 2014 caused shifts in the sentenced population.

✓ *Over two million bed days were used in San Bernardino jail facilities in 2015: 75% were for individuals not yet convicted or sentenced*

The Superior Court and Sheriff's Department have collaborated to develop a pretrial program designed to reduce unnecessary incarceration of individuals who can be safely supervised in the community pending adjudication. Well-designed pretrial operations provide judges with information about the risk of re-offense or failing to appear, and can help to keep low-risk individuals from mixing with the higher risk jailed populations. Further, the jail already runs a robust work release program.

The table below shows average number of bed days or average length of stay (ALOS) by crime category. Person crimes and warrants represent the largest average use of jail bed days, followed by property offenses and then probation violations. Alcohol offenses, which are often misdemeanors released within a day, represent very few aggregate bed days, even though they represent a significant number of bookings.

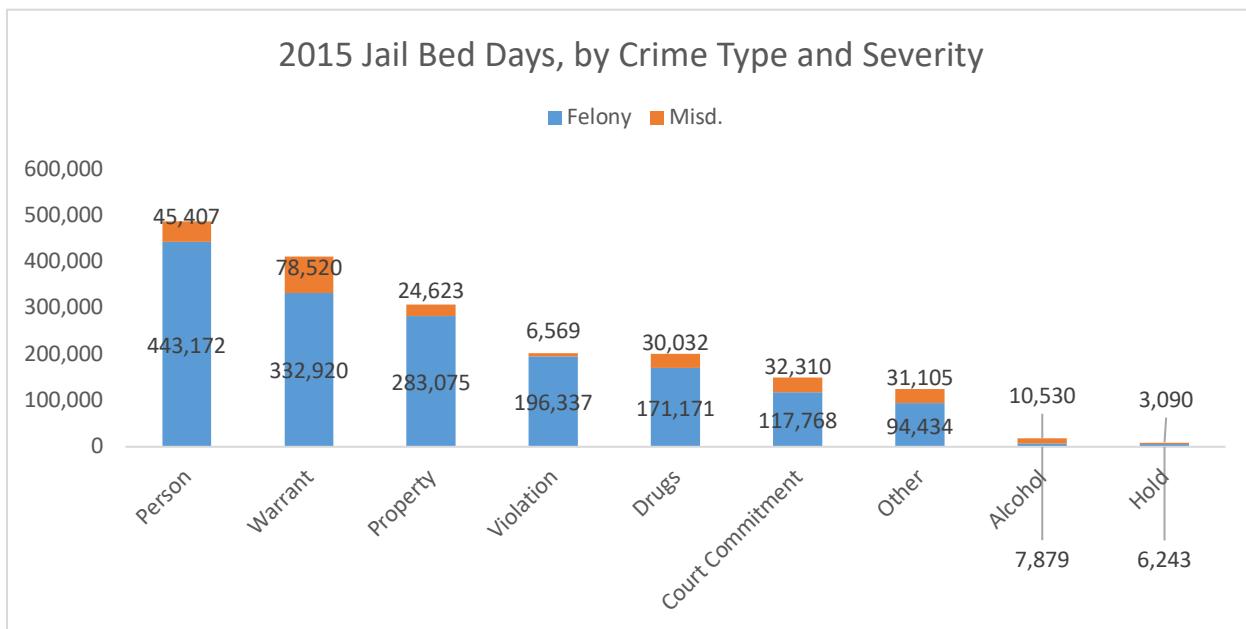
**Jail Bed Days 2015: Average Length of Stay and Aggregate Bed Days by Crime Type**

Offense Grouping	Avg. LOS	Jail Bed Days	Releases
Front Doors	Alcohol	2	18,409
	Drugs	23	201,203
	Other	20	125,582
	Person	43	488,536

<sup>9</sup> BSCC Report and Internal County Reports from 2015

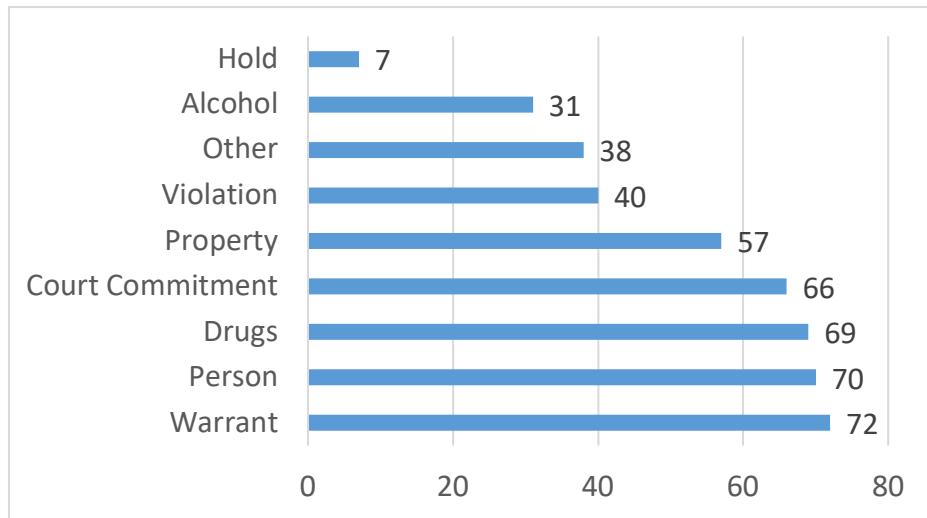
	Property	35	307,698	8,687
<b>Side Doors</b>	Court Commitment	41	150,078	3,617
	Hold	4	9,334	2,551
	Violation	41	202,906	4,955
	Warrant	19	411,429	21,874

When looking at overall jail drivers by crime severity, person crimes and warrants make up nearly 50% of the jail bed days used (899,965 days). The combination of a large number of warrants and person crimes multiplied by the length of jail stays creates this dynamic. Conversely, even though alcohol-related crimes make up 14% of the total bookings, they account for less than one percent of the jail beds used. Felony crimes naturally consume far more jail bed days than misdemeanors. The chart below shows the aggregate bed days used by crime and entry type.



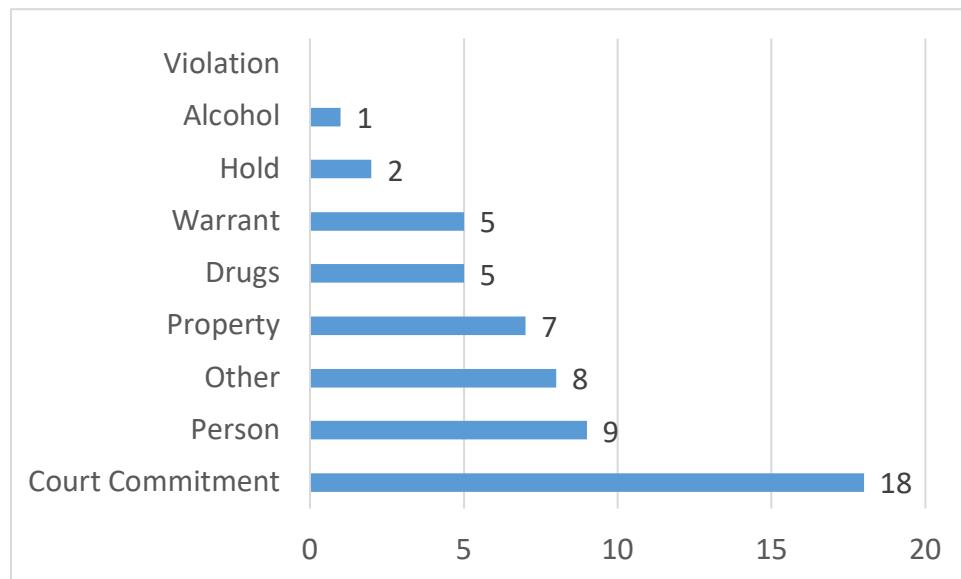
When separated out by severity, those booked on felony warrants have the longest average length of stay at 72 days, followed by crimes against persons at 70. These two categories also make up nearly 45% of all jail bed days.

### Jail Bed Days 2015: Average Felony Length of Stay by Crime Type



When looking at misdemeanors, those committed to custody by the court have the longest average length of stay at 18 days, followed by person crimes at nine days. A factor possibly driving the longer length of stay for court commitments is that a sizeable portion of this group are sentenced out of custody for multiple drunk driving offenses, and then being sentenced to a longer term in jail once it is imposed.

### Jail Bed Days 2015: Average Misdemeanor Length of Stay by Crime Type



When bookings that result in an immediate release or release within four days (before or at the time of arraignment) are removed from this data, the length of stay picture looks significantly different. The table below provides a better picture of the actual length of stay for those individuals who are held in jail after their first court hearing, which is

significantly longer than the averages above. In San Bernardino County drug crimes have the longest average length of stay, followed by property crimes and then crimes against persons.

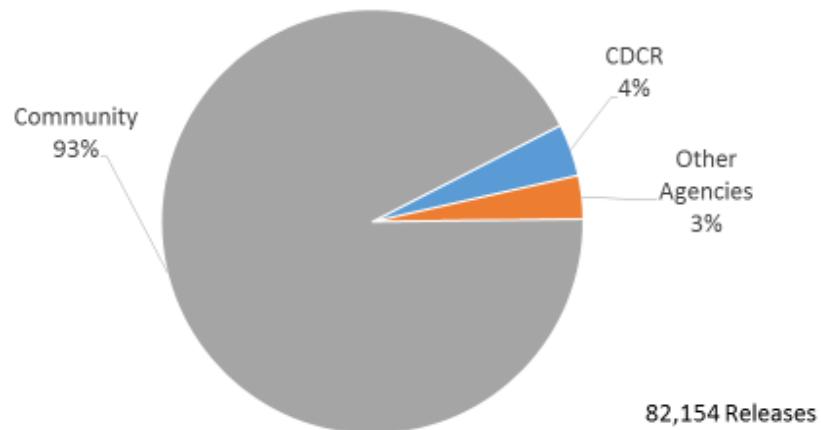
### **Jail Bed Days 2015: Average Length of Stay by Crime Type for Individuals Incarcerated Four Days or More**

	Avg. LOS	Jail Bed Days	Releases
<b>Drugs</b>	83	197,627	2,394
<b>Property</b>	80	304,802	3,797
<b>Person</b>	68	484,225	7,157
<b>Violation</b>	56	193,527	3,485
<b>Other</b>	48	123,453	2,551
<b>Warrant</b>	46	406,332	8,885
<b>Hold</b>	30	6,750	222
<b>Alcohol</b>	28	14,505	514

## **5. The Program, Reentry and Back Door View: The pathway back to community**

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, it is clear that 93% of the jail inmates who exited from jail in 2015 returned to the community.<sup>10</sup> Some were released under the supervision of the Probation Department while others were under no form of supervision or support for reentry.

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



<sup>10</sup> Appendix Table 5 shows release types broken out further by type

Jails face many challenges that make it difficult to do more than simply incapacitate and punish offenders. 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, individuals cannot be required to participate. Typically jails have a shortage of programs and available programs are offered to sentenced individuals. Given that jail environments can be criminogenic, caution must be exercised when mixing low-risk individuals with high-risk individuals in delivering jail-based programs that address the root causes and risk factors that lead to criminal behavior.

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

The Sheriff Department's Detention and Corrections Bureau operates nine jail facilities throughout the county. Given the county's vast geography, a number of the facilities serve as temporary or short-term holding facilities before inmates are taken to longer term Type II facilities, which are local jails used to detain inmates pending arraignment, during trial and while serving a jail sentence. San Bernardino County operates four Type II jail facilities:

The **West Valley Detention Center** in Rancho Cucamonga primarily houses presentenced inmates and is the largest facility with a rated capacity of 3,072 beds.

The **Central Detention Center** in downtown San Bernardino is primarily used to house presentenced and federal inmates with a capacity of 756 beds.

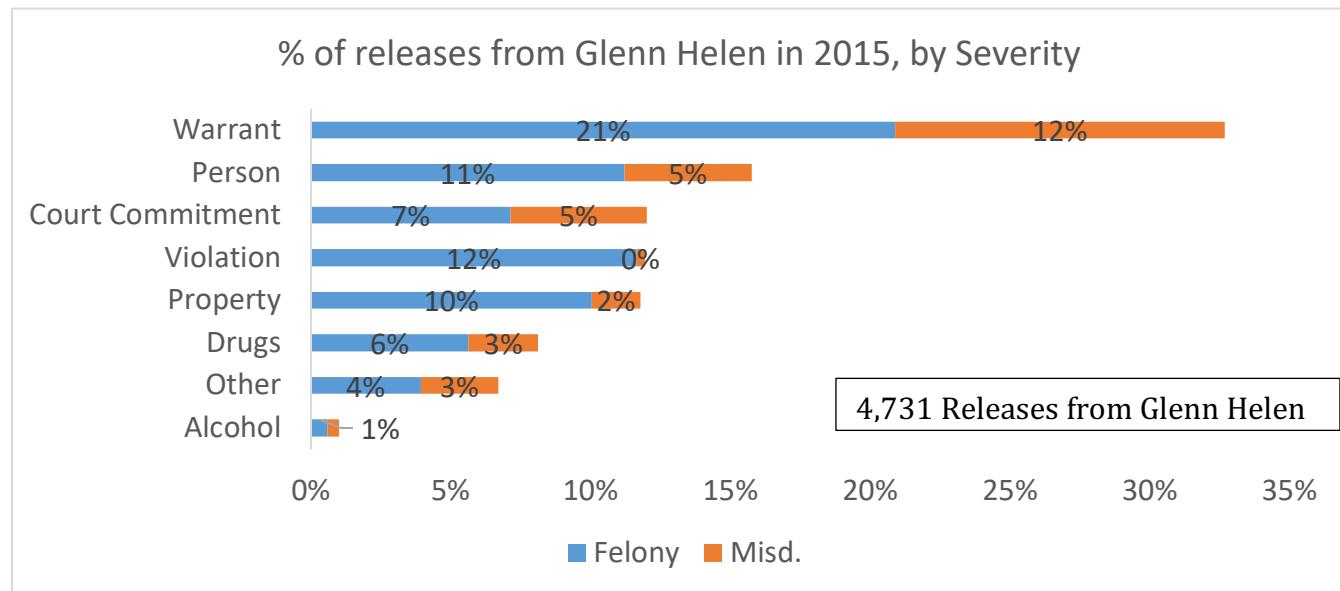
The **High Desert Detention Center** is in Adelanto and houses approximately 706 presentenced individuals daily.

The **Glen Helen Rehabilitation Center** consists of three jail structures and houses both male and female inmates awaiting adjudication and sentenced to county commitments. This facility is the best suited to provide programs and services to inmates. Glen Helen currently has a maximum capacity of 1,070 inmates, with 326 of those beds available for female offenders.

A variety of programs are offered including a work release program for non-incarcerated individuals serving time in the community. Programing available for inmates includes anger management, behavioral cognitive training, substance abuse classes and life skills training. Inmates at Glen Helen participate in programing either voluntarily or by court order. Some inmates who are higher security risks will work on curricula independently, but most inmates participate in classroom settings. Most classroom based programs are 30 days in length, however approximately 30% of the population is released within 15 days of arriving at Glen Helen meaning not all inmates will be at Glen Helen for sufficient time to complete a program. The INROADS (Inmate Rehabilitation Through Occupational and Academic Development) program is a 90-day court ordered program, which includes an individualized array of many of the programs listed above as well as adult educational and vocational classes, such as GED class (General Education Diploma), Auto Body,

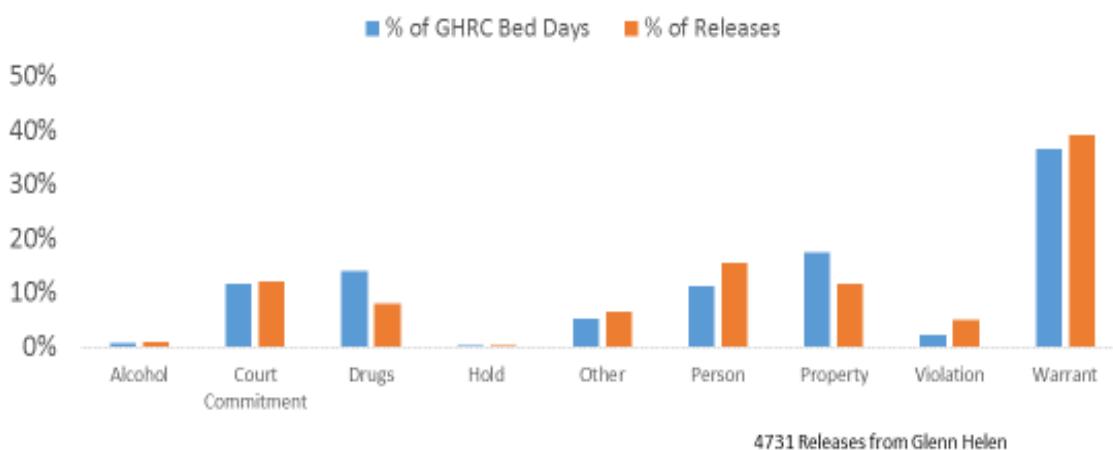
Landscaping, Print Shop, and Commercial Baking. In 2015, 1,797 individuals participated in the INROADS program and 1,140 participated voluntarily (non-court ordered).

Approximately 30% of the individuals released from Glen Helen for new crimes were held for misdemeanor offenses. Thirty-three percent of all releases were serving time on warrants based on a prior or pending conviction and close to 40% of the jail days consumed at the Glen Helen Detention Center were based on a warrant. Seventy percent of the inmates at Glen Helen were in custody based on a felony crime and those felons consumed 85 % of the bed days used.



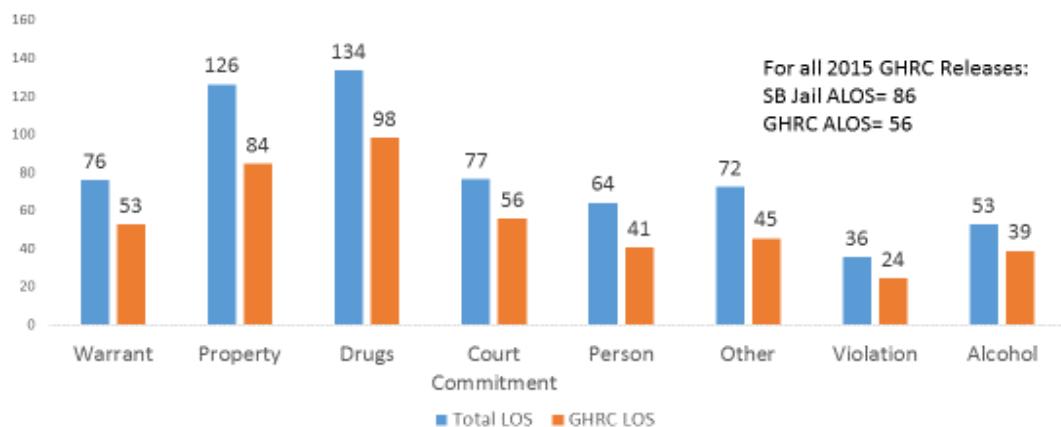
The most common reason for serving time in Glen Helen is based on a warrant. Warrants also comprise the largest percentage of jail days at the facility.

### **Releases from Glenn Helen: Percent of Releases and Percent of Bed Days Used, 2015**



Drug offenders have the longest length of stay followed by property offenders. The substance abuse and vocational programming is well suited for these offenders. Regardless of offense type, the majority of jail bed days are accrued in other facilities where programming is not as available. This may be due to the fact that most of their unsentenced time is spent in another facility.

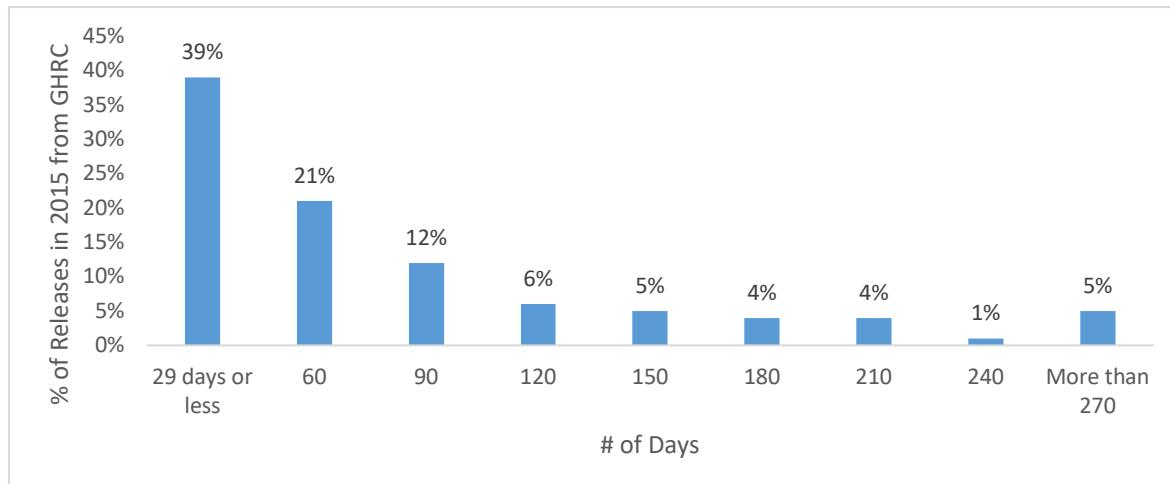
### Releases from Glen Helen: Proportion of ALOS used at Glenn Helen vs. Other Facilities, 2015



The majority of offenders at Glen Helen spend less than 60 days. The chart below shows the distribution of time spent at Glen Helen. Thirty percent of the offenders stayed 15 days or less, 39% stayed 30 days or less, while 21% stayed 31 to 60 days. Most inmates at Glen Helen participate in some programming and most of the programs are designed to be 30 days or less, which means that 30 to 40% of the inmates will participate in, but not be able to complete most of the programs offered.

The implication for program completion is that 1) the interventions should be tailored to these shorter stays, 2) inmates should be moved to Glen Helen sooner from other facilities to provide more time for program completion, or 3) partially completed programs are completed in the community. The latter option would require a coordinated and seamless approach to program continuity following community reentry. It was not clear from the data analysis how many individuals at Glen Helen are pending court; how, when and why the transfer to Glen Helen occurs; and how much of this is based on classification or sentenced status. A deeper examination of these factors will help identify opportunities to maximize program interventions at Glen Helen.

## Distribution of Length of Stay at Glen Helen, 2015 Releases



## 6. The Revolving Door View: The pathway back to jail

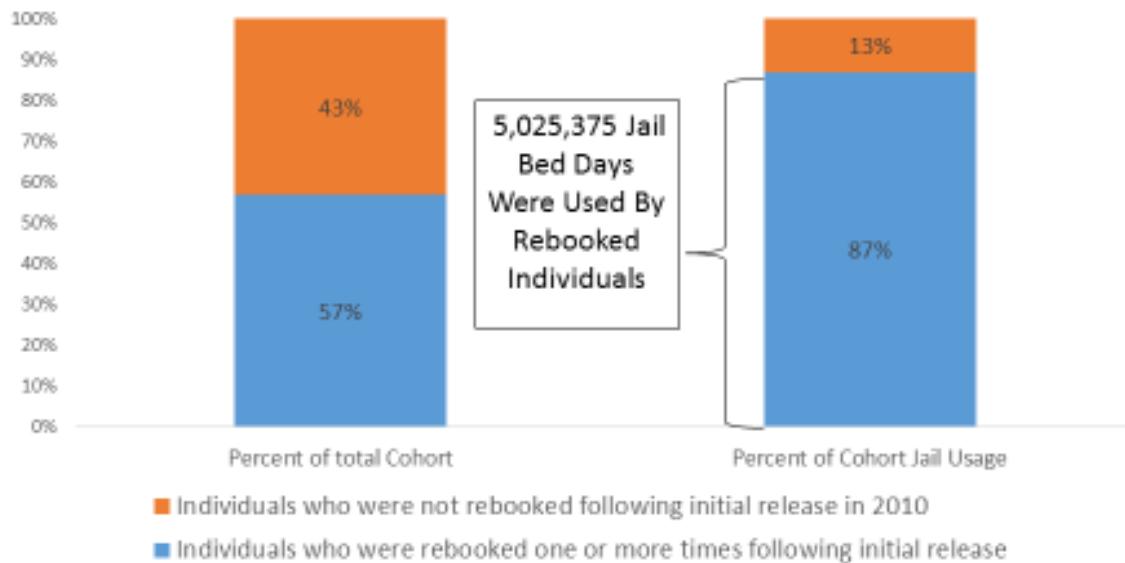
Jail is an essential resource to address serious chronic and violent crime. Unfortunately, a significant amount of jail resource is used by repeat offenders, many of whom are returned to custody for technical rule violations. The following analysis looks at repeat offenders through the lens of jail returns over a five-year period of individuals booked in 2010.

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.

To better understand the scale and impact of frequent flyers and jail recurrence on jail usage over time, a cohort study was conducted of individuals who were released in 2010 to identify how many times they returned over the following five-year period and the aggregate bed days they occupied. Of the 64,822 individuals in this cohort, 43 percent (27,873 individuals) were not rebooked in local jails by 2015. The majority of individuals booked in 2010 (57 percent) were rebooked at least once over the five-year period. Of the 35,615 individuals who were rebooked 63 percent of them were rebooked one to three times; 20 percent were rebooked four to six times; 9 percent were rebooked seven to nine times, and 8 percent were booked 10 times or more, with 72 individuals booked more than 40 times over five years. Ninety-eight percent of the individuals studied had five or fewer bookings in the five-year study period, leaving 2 percent or 900 people as “frequent flyers” booked six times or more.

✓ *Jail recidivists used 5,025,375 bed days over a five-year period*

## Percentage of Total Bed Days by Inmates Released in 2010, Rebooked through 2015



When looking at the total jail days consumed over the five-year study period, those individuals who were rebooked consumed 87% of the jail bed days. Court records were not readily available to track these individuals through the court system after rebooking, but further analysis into these “frequent flyers” would likely show which subgroups are more likely to come back and potentially why. In the five-year period, 45 people were booked in to jail more than 50 times, with 1 person over 100 times in five years. Although there is no clear definition of a frequent flyer, most jail administrators can identify people who frequently cycle through jail.

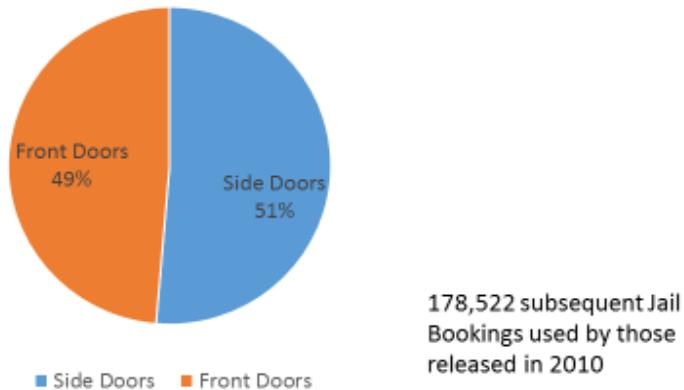
Clearly recidivism is a key driver of jail utilization. However, not all individuals were rebooked based on a new law violation; court holds, probation violations, and other “side door” entries represented slightly over half of the bookings at 51% of rebooking reason. This represents 2,562,941 jail bed days for side doors, or the equivalent of than a full year of beds needed to operate the San Bernardino jail system

As shown earlier in this report, “side door” inmates make up a large part of the jail population. This may in part be due to the fact that, 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, which helps explain why they comprise a large portion of the jail population. These findings suggest that learning more about “frequent flyers” and developing strategies to reduce jail recurrence, particularly for technical rule violators

✓ 51 percent of jail re-bookings of 2010 cohort were not for new crimes

present significant opportunity to reduce jail utilization. Reducing failures, being deliberate and disciplined about requirements, making sure that probation terms and compliance orders truly relate to criminogenic risk factors, and developing strategies to better engage offenders, could significantly increase success rates, while reducing jail recurrence, recidivism, and the costs associated with individuals who cycle through jail.

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



34

## **7. The Clinic Door: The impact of mentally ill offenders.**

In the initial assessments, there was broad concern about the number and impact of individuals with serious mental health issues who are housed in San Bernardino jail facilities. While depression, anxiety and stress-related disorders are common among inmate populations, the Seriously Mentally Ill (SMI) in jail are particularly vulnerable to negative impacts of incarceration, and are apt to stay longer in custody for lesser crimes than others.<sup>11</sup> This population poses unique challenges to correctional staff, and raises specific issues regarding the cost and efficacy of providing high quality mental health services to those most vulnerable populations in jail. Identifying the mentally ill population, determining the proper level of care in facilities, as well as continuing care in the community are key issues that San Bernardino is poised to address, in partnership with the county behavioral health department as well as Liberty Health, which is contracted to provide services in the jail.

<sup>11</sup> Where did the term "SMI" come from? In the 1992 ADAMHA Reorganization Act (P.L. 102-321), Congress directed the Secretary of Health and Human Services to develop a federal definition of SMI to aid in the estimation of SMI incidence and prevalence rates in states that were applying for grant funds to support mental health services.

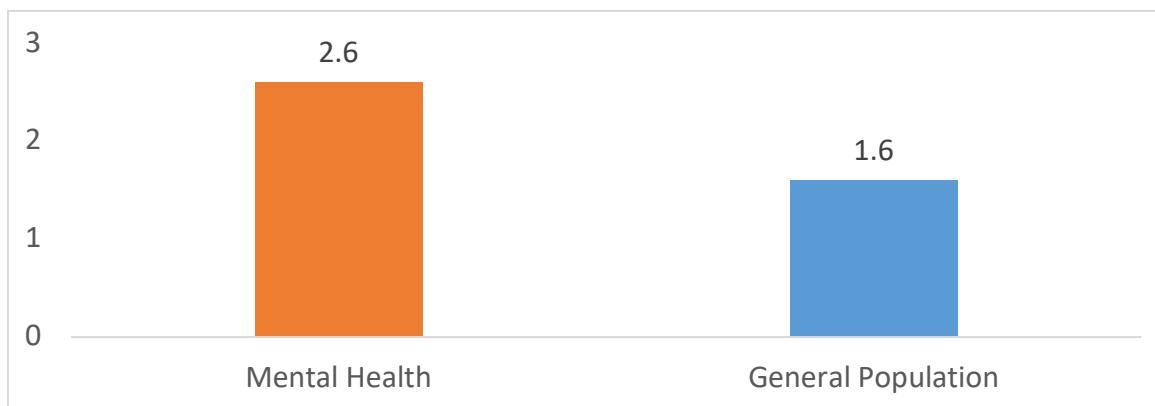
"Adults with a serious mental illness are persons: (1) age 18 and over, (2) who currently or at any time during the past year, (3) have a diagnosable mental, behavioral, or emotional disorder of sufficient duration to meet diagnostic criteria specified within the Diagnostic and Statistical Manual of Mental Disorders (DSM)-III-R, (4) that has resulted in functional impairment which substantially interferes with or limits one or more major life activities...All of these disorders have episodic, recurrent, or persistent features; however, they vary in terms of severity and disabling effects." *Federal Register Volume 58 No. 96 published Thursday May 20, 1993, pages 29422-29425.*

Baseline data on jail utilization and characteristics of the SMI in jail are needed to identify opportunities to reduce jail reliance and measure progress in providing greater community stabilization. Although some indicators of mental health conditions exist in the jail management system, they are too broad to use in identifying the high need and level care for those with Serious Mental Illness. Assessing the full impact and prevalence rate of diagnosed SMI individuals in custody would require merging jail data with behavioral health data on individuals with mental illnesses. This was not possible during the development of this study, and it is recommended that local agencies work together to develop this data.

While CA Fwd was unable to gather complete information on the prevalence or scale of the SMI population in jail, the study reviewed a sub-population of individuals under psychiatric care as a proxy for SMI in order to better understand the frequency of bookings and length of stay of SMI as compared to the general population. This study accessed data from a jail unit that is designated entirely for the SMI under psychiatric care: Unit 15 at the West Valley Detention Center (WVDC). In 2015, this unit housed individuals who are diagnosed with serious mental illness and who are under intensive psychiatric and behavioral mental health care. Although additional SMI clients are housed in Units 1C/D and 2A, confining the analysis to Unit 15 provides us with an opportunity to compare jail outcomes for the SMI as compared to the rest of the jail population.

The 236 distinct inmates who were released from Unit 15 at WVDC were booked into San Bernardino jails 610 times in 2015 or an average of 2.6 times as compared to 1.6 times for the rest of the jail population. Looking at the 236 individuals released from Unit 15 in 2015, they are also re-booked more often.

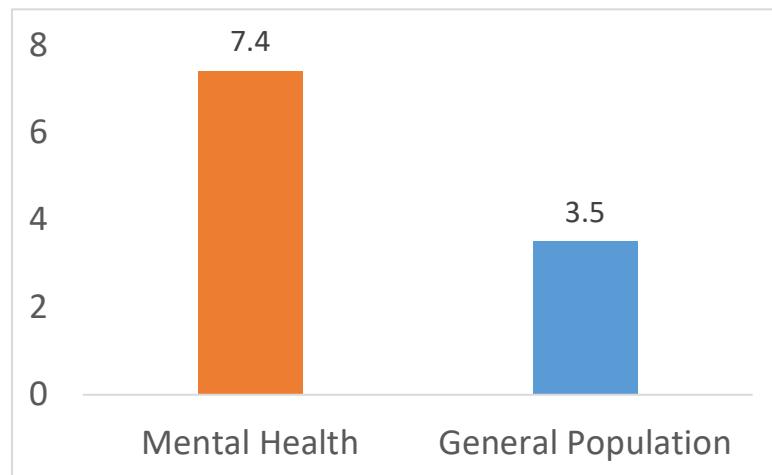
### **Bookings Per Person: Mental Health vs. General Populations (2015)**



This data points to a small but recurrent population with more serious mental health issues who experience a substantial amount of jail recurrence and who may have a disproportionate impact on jail resources. This same group was booked into San Bernardino jails 1,745 times since 2010, indicating a long history of jail re-occurrence that may or may not be related to their mental illness directly, but points to a sustained presence in the jail. This constitutes an average of 7.4 bookings over a five-year period as compared to 3.5 bookings for the rest of the entire jail population. It should be noted that the entire general population includes the mentally ill in the study as well as the SMI not studied, so the number of bookings for the non-SMI population are likely less than 3.5. It is not known at what point the SMI individuals studied were diagnosed as SMI. This speaks to the importance of early diagnosis and treatment to help disrupt the high jail recurrence rates.

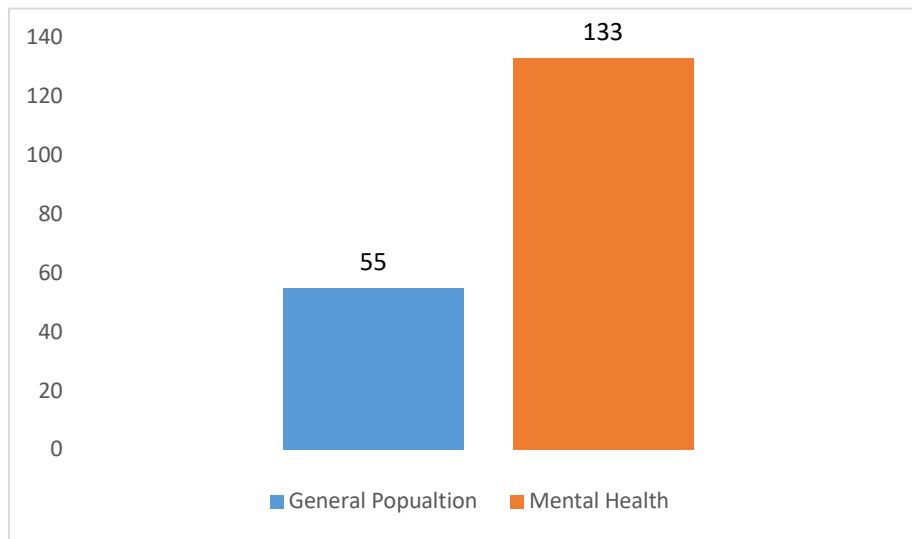
✓ *People with SMI were rebooked more often compared to the general population in 2015.*

### **Bookings Per Person: Mental Health vs. General Populations (2010 cohort)**

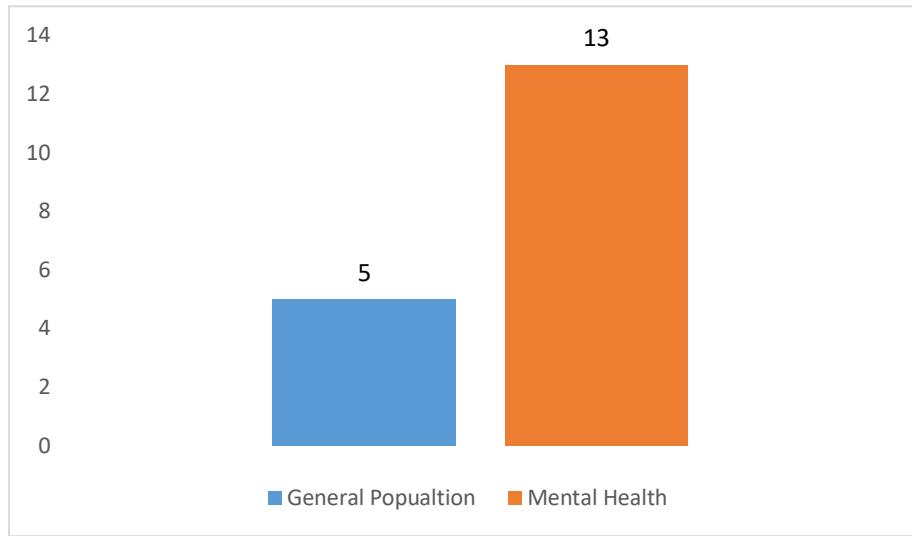


In addition, this group had longer average lengths of stay, with an average of almost 55 days per stay compared to nearly 24 for the general population. When controlling for severity of the booking crime, these inmates stayed 133 days on average compared to 55 days for felonies in the general inmate population, and 13 days versus five for misdemeanors in the general population.

### Average Felony Length of Stay, by Mental Health Status and Severity (2015)



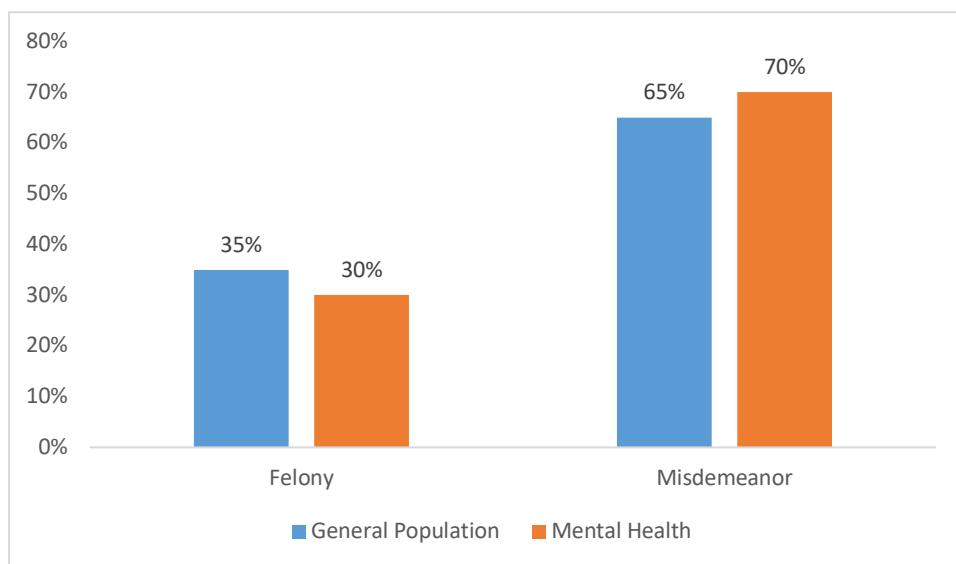
### Average Misdemeanor Length of Stay, by Mental Health Status and Severity (2015)



The mental health population is more likely to be held until arraignment, implying the jail may have few alternatives to release these people quickly, or in a pattern similar to the rest of the population. The general population tends to have 74% of the bookings cleared or released within five days, compared to the SMI population, where only 48% are cleared in that time period.

From a crime severity perspective, the seriously mentally ill are not booked for more serious crimes and in fact are slightly less likely to be booked for a felony and slightly more likely to be booked for a misdemeanor than the rest of the jail population. During the 2015 study period, the SMI individuals were more likely to be booked for misdemeanors (70%) compared to the general population (65%) implying mental health clients are booked in for lower level crimes at a slightly higher rate. Seventy percent of new crime bookings for the SMI population are misdemeanors. These misdemeanor charges are misdemeanor drug crimes (25%), drunkenness (20%), assault/battery (14%), trespassing (13%) and petty theft (nine percent) which means most of the bookings are for lower level crimes.

### Percent of Bookings, by MH Population and Severity (2015)



In sum the seriously mentally ill are booked more frequently, stay in custody significantly longer—particularly when controlling for crime – for similar but slightly lesser crimes than the total jail population. Their return is often associated with public nuisance crimes including drunkenness and trespassing, as well as misdemeanor assault and petty theft.

Further exploration should focus on quickly and effectively connecting SMI individuals with appropriate services, both when booking into jail as well as transition into the community.

Further work could also explore the connections to other parts of the behavioral health system to develop context for how the jail transitions fit into other interactions, such as seeing clinicians in the community, hospitalization or probation.

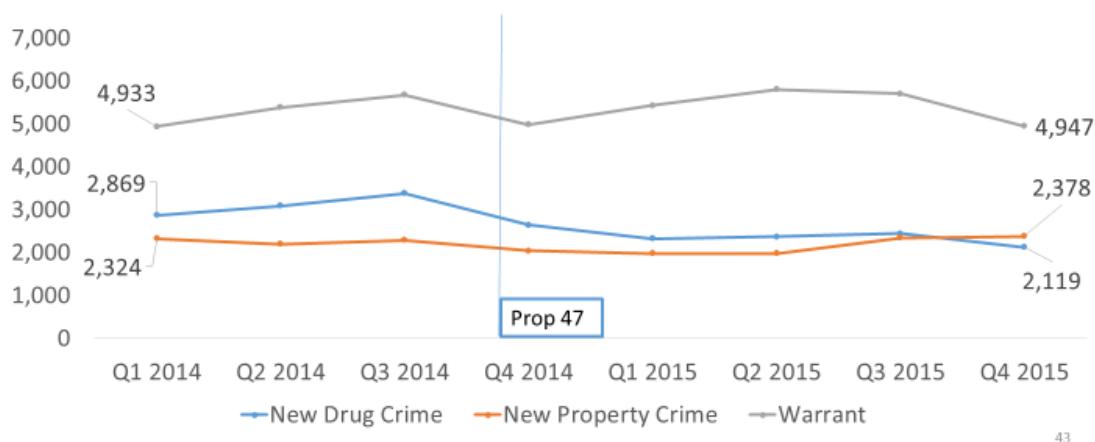
✓ *The seriously  
Mentally ill are  
booked more  
frequently, stay in  
custody longer, for  
lesser crimes.*

## The state policy view: The impact of Proposition 47

Two year booking trends show a general decline particularly in felony crimes. This trend is most easily explained by the passage of Prop 47. Starting in November 2014, Proposition 47 reclassified a number of felony crimes – especially certain felony drug crimes – as misdemeanors. This applies to new court cases as well as the resentencing and reclassifying previous convictions prior to the legislation. The predictable result has been an overall reduction in drug bookings and a dramatic reduction in felony drug bookings.

✓ *Felony drug bookings decreased by 67% and misdemeanor drug bookings increased 45% after Prop 47*

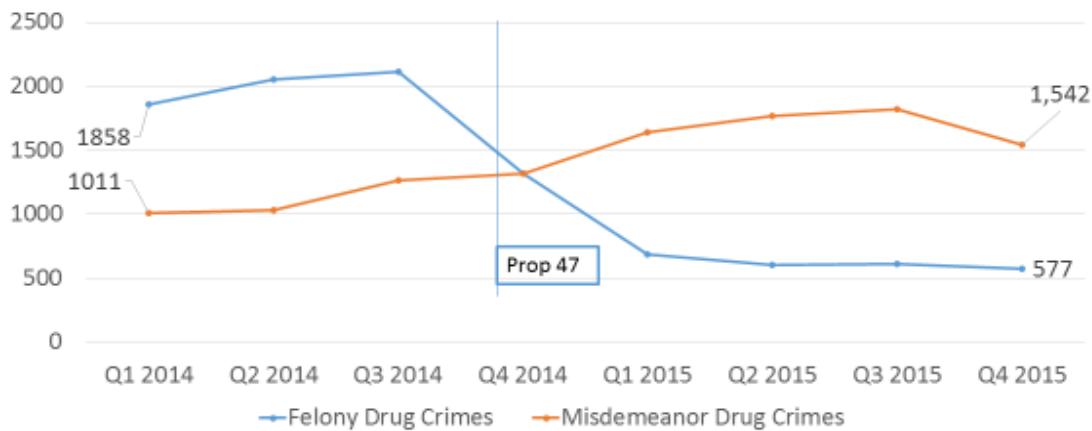
### 2014 and 2015 Quarterly Bookings, by Prop 47 Impacted Type



43

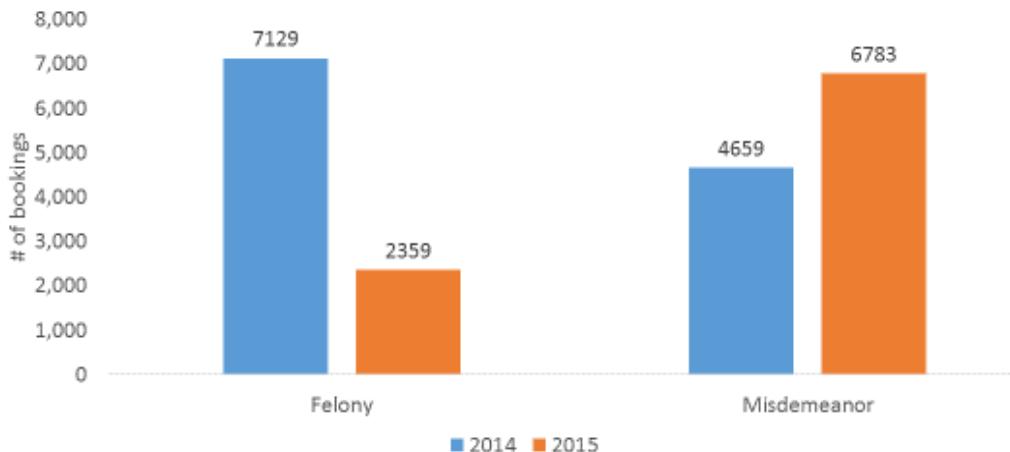
While the number of felony drug bookings has declined by more than two-thirds, some of these bookings were replaced by a growing number of misdemeanor bookings, indicating that the reduction in assigned crime severity has not necessarily reduced the use of jail for a number of these offenders.

## 2014 and 2015 Quarterly New Drug Crime Bookings, by Severity



Overall, a 66% decline in the number of felony bookings occurred in 2015 from the prior year, but misdemeanors increased by 31%.

## Drug and Narcotics Bookings, Felony and Misdemeanor, 2014 vs. 2015

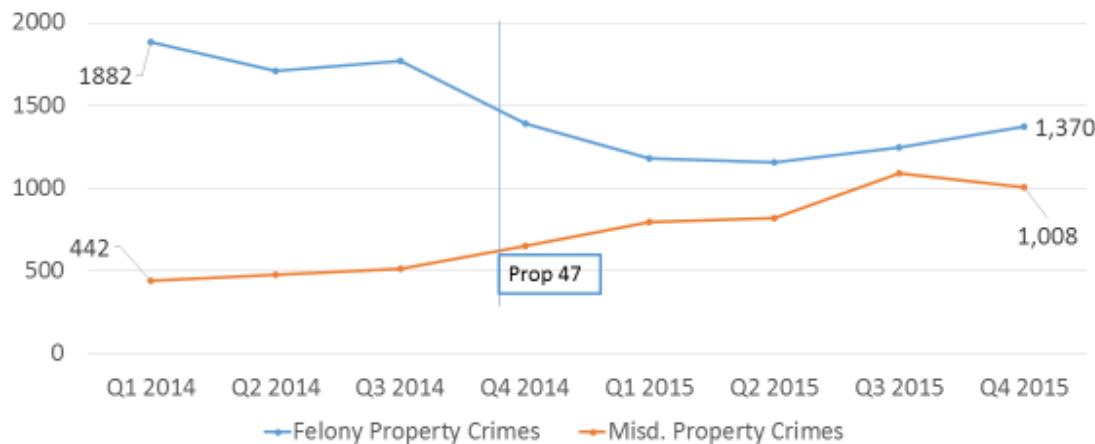


Prop 47 will likely continue to have an impact on jail usage for drug offenders. In 2014, felony drug crimes comprised 678 jail beds on an average daily basis. The more serious drug crimes – such as drug sales, manufacturing and trafficking that will not be impacted by Prop 47 – constituted 197 of the average daily population (ADP) for all drug offenders. The remaining 481 ADP in 2014 were felony cases that currently qualify for Prop 47, such as simple possession and under the influence of drugs. Based on releases in 2015, these Prop 47 cases now comprise an ADP of 275, nearly a 43% reduction from 2014.

Another key crime type affected by Prop 47 was lower level property crimes. The property crime bookings dropped by 515 from the first quarter in 2014 to the last quarter of 2015.

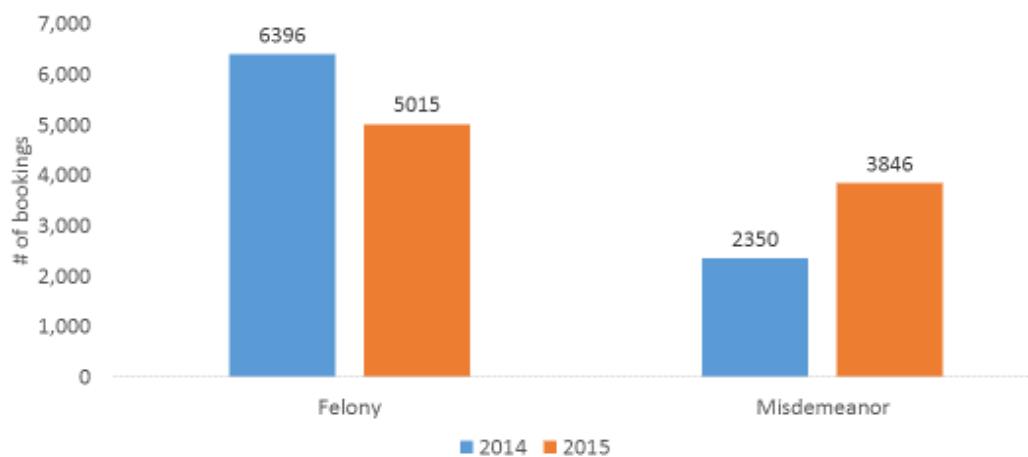
In this case, it appears that the bookings have been replaced by the increase of 566 in quarterly bookings of misdemeanants during the same period.

### 2014 and 2015 Quarterly New Property Crime Bookings, by Severity



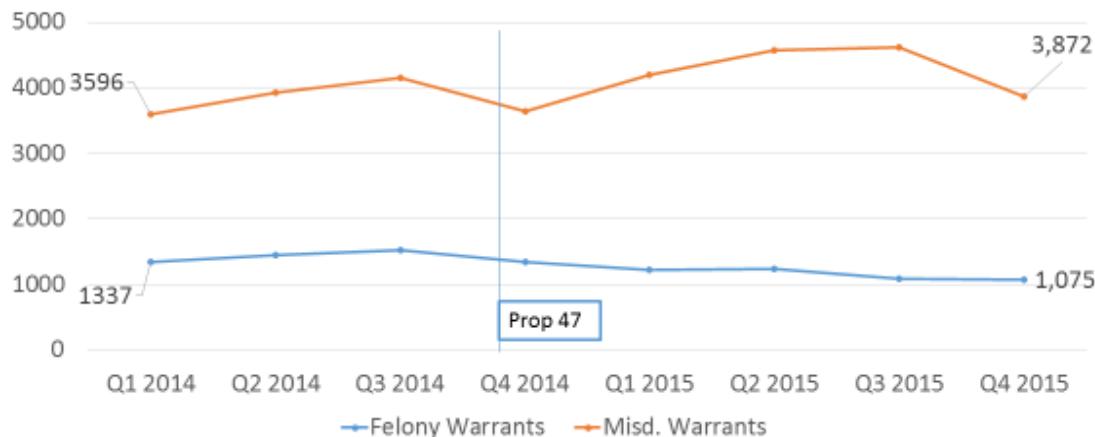
This pattern holds true when looking at bookings for property offenses in 2014 compared 2015. Overall there was a 10% increase in bookings for property offenses in 2015 from the year prior. The felony bookings dropped by 1,381 or 22% from 2014 to 2015 yet the misdemeanor bookings increased by 1,496 or 39% during the same time.

### New Crime Property Bookings, Felony and Misdemeanor, 2014 vs. 2015



Similar trends are seen with regard to warrants. Quarterly data shows a decrease in the percentage of warrants for felonies, but an increase in misdemeanor warrants.

## 2014 and 2015 Quarterly Warrant Bookings, by Severity



While Prop 47 has changed the severity of certain crimes, the system is still adjusting with regard to the use of jail due to the legislative change. In the initial months that followed the passage of Prop 47 the use of jail did not significantly change. Rather, it appears that the reductions in felony bookings were replaced by an increase in misdemeanants. During the final quarter of 2015 jail administrators recognized that confining this misdemeanor population would mean releasing more serious and sentenced felons to adhere to the federal population mandates called for in the Haas decision. In response, it was decided that new Prop 47 misdemeanor cases, as well as misdemeanor warrants would be cited and released either by police in the field or at the front door of the jail.

Drug offenders are prone to warrants and violations; with fewer drug offenders on felony probation, this trend could change over time. It will take some time to know the cumulative impact to jail usage. Additionally, local policy decisions on the roles and responses from the criminal justice system, county jail, and health and drug abuse county and nonprofit treatment agencies will determine the path forward.

Policy considerations include the role of law enforcement and jail as a response to drug offending and the role of health agencies and non-profits in community based settings for the growing number of misdemeanor offenders. As fewer drug users are in jail, 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.

## Observations and Recommendations from Jail Data

This report provides a broad, aggregate portrait of the jail population. It provides information on the charges at the front door 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 recurring jail bookings on the general population, as well as the implications of SMI offenders on the jail population. The report suggests areas for additional analysis that focuses on intervening variables as well as possible impacts of augmenting or developing programs in the jail and community.

This initial review 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. County leaders will need to determine how to proceed. Offered below are opportunities that provide significant potential to achieve the three goals of J-SCI: 1) build internal capacity to engage in data-driven system improvement; 2) reduce unnecessary incarceration through the development of effective alternatives; and, 3) ensure that practices and alternatives are cost-effective while promoting and maintaining public safety.

## **1. Conduct a deeper examination focused on the opportunities identified within this report.**

The jail utilization is a broad exploration of jail usage that is intended to illuminate areas that show potential to develop alternatives after further examination. J-SCI calls for a data-driven process of increasingly deeper examination to guide system improvements. While a number of opportunities surfaced in this analysis, a couple areas have surfaced as fertile ground:

*Reduce reliance on jail for misdemeanor populations.* The rate of misdemeanants in San Bernardino County is the highest of the 10 largest counties in California and ranks above average for the state. By the end of 2015 the Sheriff's administration proactively instituted policy changes to reduce the bookings for misdemeanor drug offenders to avert having to release more serious offenders to comply with federally imposed population mandates. The impacts of this positive development should be analyzed through 2016. There are likely alternatives for the misdemeanor population at the Glen Helen Facility, including community sanctions that also target behaviors and criminogenic needs that underlie criminal acts, such as substance abuse.

*Further investigate the reasons behind side door entries and develop strategies to improve success in the community to reduce technical and court rule violations that result in warrants and pretrial court remands to custody.* By definition, side door entries are those cases returning to jail due to some failure to comply with court conditions, including probation requirements and court appearances. Warrants make up 67% of the side door entries. A deeper analysis into why warrants are issued will help to identify interventions that can avert or alternatively handle warrants. Great expense goes into processing and responding to a warrant. It means that more often than not a Sheriff's Deputy is taken off the beat to transport the individual to jail; the jail incurs the cost and time to process the warrant, book and house the offender; and, the county is incurring costs to both prosecute and defend the inmate through a court process. Every

warrant averted in cases with low public safety risk can save significant resources and help ensure adequate jail space is available for serious offenders.

Reminder systems and assertive methods to engage individuals on probation and awaiting adjudication can reduce system costs and resources while ultimately improving outcomes. More must be learned about the reasons behind the various warrants, holds and court commitments to design and target interventions and measure progress. This process is best done collaboratively with all system partners involved, sharing aggregate and case level information.

Similarly, a deeper examination of probation violations will identify themes and reasons for returns to custody. The Probation Department operates day reporting centers that provide evidence based programs and services designed to reduce recidivism. The analysis of probation violators and the full continuum of alternatives to jail should help identify ways to better utilize existing resources or build new community based sanctions and incentives to help break the cycle of jail recurrence caused by technical violations.

## **2. Build upon programs offered in the Glen Helen jail facility to include community based custody and reentry.**

The Sheriff's Department has implemented several programs at the Glen Helen jail facility. There is impressive leadership and commitment to expand the treatment, educational and vocational needs of the inmates. Over the past year programs and program participation has increased by 100%. Programs are individualized to clients based on their classification level, risk and needs, including a journaling curriculum, 30-day classroom programs, and a court-ordered 90-day INROADS program that is individualized to address the educational, vocational and treatment needs of inmates.

Jail program administrators report anecdotally that occupying inmates in programs has reduced incidents and improved culture. When culture improves, there are opportunities to revisit classification systems and better address what is called the risk principle of evidence-based practices. This principle stresses that low-risk offenders should be separated from medium to higher risk offenders, with more intensive programming targeting medium and high-risk offenders in order to achieve the greatest reduction in recidivism.

Thirty percent of the individuals released from the Glen Helen facility were in custody for misdemeanors, and approximately 40% of the population is not at the facility long enough to partake in a 30-day program.

There is an opportunity to develop a community-based incarceration program utilizing electronic monitoring and community-based supervision through the Sheriff's Department. This supervision could be paired with reentry services to ensure accountability and self-responsibility as inmates return to the community and continue on probation. A number of services currently provided by the partners within the

County's Reentry Collaborative could be utilized under this design. Motivation to engage in jail programs would be enhanced by offering the incentive to earn acceptance into a community custody program. The expansion of community supervision would free up jail beds, which will allow for greater numbers of sentenced inmates to receive programs prior to release.

The Sheriff and other top leaders in the Sheriff's administration have expressed an interest in pursuing these opportunities, which show great potential to save valuable jail beds and associated dollars, and may have the long term benefit of reducing future crime in the community. If requested, CA Fwd is available to work with the County and other technical assistance providers to evaluate a pilot program.

### **3. Implement methods to reduce pretrial populations and length of stay.**

Limitations in the data set prevent a full analysis of the pretrial length of stay by crime type. The pretrial population is 75% of the average daily population. This is a high percentage, in spite of the fact that the Sheriff releases close to two-thirds of all bookings within the first several days through policies on misdemeanor and work release, the Own Recognizance program, decisions not to prosecute and releases made by the court at arraignment. San Bernardino would likely benefit from exploring a pretrial release program based on validated risk assessment. Corresponding release options could include additional own recognition releases and releases with conditions and supervision that may include electronic monitoring.

Another area that impacts the pretrial population and their length of stay is the length of the court process. Individuals in jail are either awaiting due process or they are sentenced prisoners. For those going through court, a deeper analysis will help differentiate between necessary court delays and unnecessary delays that may be a result of system inefficiencies or glitches. Further analysis may also reveal a host of variables that create delays for in-custody defendants, such as reducing transportation costs for the jail, as well as opportunities to expand releases to the pretrial supervision program. Baselines and analysis gleaned from case management studies like *Age of Active Pending Cases*,<sup>12</sup> *Time to Disposition*,<sup>13</sup> and *Trial Date Certainty*,<sup>14</sup> can reduce unnecessary delays and set time frames during case processing. Delving into case processing was not a component of this data exploration and requires the support and involvement of court administration. Partnerships can be expanded through the Justice System Change Initiative to pursue the efficiencies and benefits of better case management. While court case processing was not a focus of this report, more in-depth study of this area is warranted. The courts could lead this effort, but all justice agencies need to be involved in reducing unnecessary delays.

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<sup>12</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>13</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>14</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)

#### **4. Develop interventions to improve mental health outcomes and reduce jail time for the mentally ill.**

Like most jails throughout the country, San Bernardino struggles to serve a large population of seriously mentally ill offenders who frequent jail at higher rates, for longer periods of time, and for less serious crimes than the rest of the jail populations. Providing good jail conditions is a costly and difficult endeavor. Ultimately, even with the best possible conditions, confinement introduces additional harm to this vulnerable and challenging population. The higher rates of incarceration for the SMI underscores the importance of developing approaches to reduce returns to custody and to ensure that they are not exposed to more incarceration due to their mental illness.

San Bernardino County should review the continuum of services with an eye toward developing a robust set of interventions for mental health populations, with a particular focus on those diagnosed with a serious mental illness. Some options may include:

- ✓ Develop better data systems to monitor services and track jail episodes for offenders suffering from Serious Mental Illness (SMI) who cycle through jail. This data can be used in partnership with the county Behavioral Health Department to establish baselines to measure improvements and reductions in jail episodes, identify service gaps, and design strategies to improve outcomes. The information can be used to draw down additional federal dollars for those with mental health and substance use disorders. This will also help establish baselines to measure improvements and reductions in jail episodes.
- ✓ Develop multidisciplinary staffing in jail to ensure highest quality interventions for mental health populations while in custody and better reentry planning.
- ✓ Develop a case management approach, such as Forensic Assertive Community Treatment,<sup>15</sup> that creates partnerships among probation, corrections, law enforcement, and mental health professionals to reduce criminal system involvement for the SMI. This proven strategy can reduce jail days, recidivism and an increase in functioning and stability in the community.
- ✓ Develop and implement simple changes that support reentry goals. CA Fwd has partnered with Beta.Gov who can work assist staff in implementing and evaluating low cost and easily applied practice changes designed by practitioners to achieve better outcomes.

Implementing new strategies that increase successful outcomes in the community will result in measurable reductions in jail recurrence for the mentally ill. This should include alternatives to incarceration specifically tailored to the mentally ill, better reentry planning and continuity of care from jail to community and increased community based treatment and supports that provide increased stability.

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<sup>15</sup> <http://nicic.gov/library/027741>

Work collaboratively to better address substance use and abuse. Drug offenses and related crimes are a significant driver of the jail population. A third of the individuals in custody 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.

An ongoing collaborative effort could make sure that entitlement and other funds are accessed and maximized to expand community-based services that improve outcomes for individuals and reduce the costs associated with re-incarcerating offenders with mental health and substance abuse problems.

## **5. Formalize and institutionalize the Justice System Change Initiative in San Bernardino County**

The suggestions above are elements of what should be a sustained system of continuous improvement. System improvement requires informative data, strategic analysis, and collaboration across agencies. Such efforts require a modest investment of new or existing resources to ensure an organizational infrastructure is in place to do and sustain the work. This modest investment is critical to identifying and capturing significant opportunities to reduce current and future 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 born from crisis. Such efforts are overly dependent on individual leaders, and thus lose momentum or are discontinued as a result of transitions in leadership.

An executive governance structure should be formally established to guide the San Bernardino County Justice System Change Initiative. The Law and Justice Committee might serve this purpose or a separate executive steering committee linked to the Law and Justice Committee could be established. It will also be important to designate individuals who can coordinate the J-SCI meetings, provide the data analytics necessary to provide ongoing quality assurance, and implement and monitor system improvements.

The J-SCI project produced the database used for this analysis, which demonstrates the value of an empirical approach to evaluating trends and outcomes. This database can be matured and deployed by the county’s dedicated J-SCI team. It will be important that county agencies commit to sharing aggregate level data that helps drive system improvement across county systems. For example, matching Behavioral Health identifiers with booking numbers will inform ways to better serve clients and reduce costs. If Probation identifiers are matched with jail data, baselines can be established to measure jail reductions resulting from increased probation success. The data-driven approach could be guided by work groups and should involve all relevant partners, including, the judiciary, probation, correctional staff, correctional health services, behavioral and mental health, and other key agencies.

Work groups can be established based on priorities and meet regularly to review outcome data, oversee and direct policy and practice changes and link to other county entities, such as the Reentry Collaborative. This group would report to and advise a steering committee responsible for the Justice System Change Initiative.

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. CA Fwd is committed to continuing its support to San Bernardino as it institutionalizes this continuous improvement effort.

## Conclusion

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This analysis reveals a number of promising opportunities to address challenges facing San Bernardino 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. CA Fwd remains a dedicated partner as San Bernardino moves to the next phase of the J-SCI.

## Data Appendix

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

		Felony		Misd.	
		2014	2015	2014	2015
Alcohol	DRIVE U/INFL	240	262	6,800	7,044
	DRUNK			4,806	4,638
	LIQUOR LAWS			4	7
	CIVIL DRUNK			3	4
Drugs	OTHER MISD DRUG CRIMES			4,124	4,928
	DANGEROUS DRUGS	4,916	1,322	219	799
	NARCOTICS	1,403	418	66	616
	MARIJUANA	677	499	24	68
	DISORDERLY CONDUCT			189	334
	OTHER DRUG VIOLATIONS	133	120		
	GLUE SNIFF			36	35
Other	WEAPONS	1,029	1,198	240	304
	OTHER FELONIES	1,165	1,277		
	OTHER MISDEMEANORS			1,021	1,178
	UNDEFINED	180	72	350	1,361
	PROSTITUTION			382	221
	MISCELLANEOUS TRAFFIC			194	311
	DISTURBING THE PEACE			187	220
	SEL TRAFFIC			93	73
	CITY/COUNTY ORDIN			67	93
	ANNOY CHILD			33	32
	CONT DEL MIN			34	24
	NONSUPPORT			4	8
	ESCAPE	2	5		
Person	ASSAULT	4,976	5,048		
	ASSAULT-BATTERY			4,430	4,885
	ROBBERY	511	627		
	OTHER FELONY SEX CRIM..	249	228	31	20
	LEWD OR LASC	128	114		
	KIDNAPPING	102	129		
	FORCIBLE RAPE	69	73		
	WILLFUL HOMICIDE	66	76		
	INDECENT EXP			62	60
	HIT AND RUN	44	50	12	7
	LEWD CONDUCT			24	34
	AGRVTD SEX ASLT MINR/FR.	19	17		
	MANSLAUGHTER VEHICLE	14	15		
	OTHER MISD - SEX CRIMES			9	9
Property	MALICIOUS MISCHIEF			5	12
	MANSLAUGHTER NO VEHIC..	2	3		
	BURGLARY	3,181	1,496	224	785
	THEFT	2,296	2,452	30	168
	TRESPASSING			740	1,187
	PETTY THEFT			664	950
	MOTOR VEHICLE THEFT	543	696		
	VANDALISM			299	345
	FORG-CKS-CCARDS	306	292	4	11
	OTHER TYPE MISD THEFT			108	203
Crimes Against Property	ARSON	52	54		
	CKS/CRDS-CDS	3	17	25	51
	JOY RIDING			8	13

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

		Felony		Misd.	
		2014	2015	2014	2015
<b>Alcohol</b>	Releases	254	251	11,629	11,678
	Jail Bed Days	13,433	7,879	14,250	10,446
	% Difference in Number of Re..		-1.18%		0.42%
	% Difference in LOS from the ..		-41.35%		-26.69%
<b>Drugs</b>	Releases	7,339	2,481	4,632	6,771
	Jail Bed Days	247,629	171,091	25,617	32,633
	% Difference in Number of Re..		-66.19%		46.18%
	% Difference in LOS from the ..		-30.91%		27.39%
<b>Other</b>	Releases	2,434	2,499	2,616	3,799
	Jail Bed Days	112,081	94,215	23,809	30,791
	% Difference in Number of Re..		2.67%		45.22%
	% Difference in LOS from the ..		-15.94%		29.33%
<b>Person</b>	Releases	6,290	6,370	4,576	5,016
	Jail Bed Days	468,196	446,849	38,761	45,340
	% Difference in Number of Re..		1.27%		9.62%
	% Difference in LOS from the ..		-4.56%		16.97%
<b>Property</b>	Releases	6,755	4,953	2,090	3,707
	Jail Bed Days	377,577	283,445	19,662	24,534
	% Difference in Number of Re..		-26.68%		77.37%
	% Difference in LOS from the ..		-24.93%		24.78%
<b>Court Commitment</b>	Releases	2,063	1,790	2,028	1,827
	Jail Bed Days	127,440	117,768	38,092	32,310
	% Difference in Number of Re..		-13.23%		-9.91%
	% Difference in LOS from the ..		-7.59%		-15.18%
<b>Hold</b>	Releases	1,074	933	1,646	1,618
	Jail Bed Days	7,186	6,243	9,272	3,091
	% Difference in Number of Re..		-13.13%		-1.70%
	% Difference in LOS from the ..		-13.12%		-66.66%
<b>Violation</b>	Releases	4,740	4,883	52	72
	Jail Bed Days	180,379	196,338	1,519	6,568
	% Difference in Number of Re..		3.02%		38.46%
	% Difference in LOS from the ..		8.85%		332.39%
<b>Warrant</b>	Releases	5,643	4,621	15,326	17,254
	Jail Bed Days	354,269	332,861	72,000	78,875
	% Difference in Number of Re..		-18.11%		12.58%
	% Difference in LOS from the ..		-6.04%		9.55%

Table 3: Prop 47 Impacted Crime Categories (Drug Crimes), by Severity

		Felony		Misd.	
		2014	2015	2014	2015
<b>DANGEROUS DRUGS</b>	Releases	5,077	1,412	201	805
	Jail Bed Days	172,604	117,141	510	5,947
	% Difference in Number of Re..		-72.19%		300.50%
	% Difference in LOS from the ..		-32.13%		1,066.08%
<b>DISORDERLY CONDUCT</b>	Releases			189	332
	Jail Bed Days			239	541
	% Difference in Number of Re..				75.66%
	% Difference in LOS from the ..				126.36%
<b>GLUE SNIFF</b>	Releases			36	35
	Jail Bed Days			125	23
	% Difference in Number of Re..				-2.78%
	% Difference in LOS from the ..				-81.60%
<b>MARIJUANA</b>	Releases	691	502	23	68
	Jail Bed Days	14,825	13,056	72	247
	% Difference in Number of Re..		-27.35%		195.65%
	% Difference in LOS from the ..		-11.93%		243.06%
<b>NARCOTICS</b>	Releases	1,427	442	59	614
	Jail Bed Days	55,095	36,410	102	3,514
	% Difference in Number of Re..		-69.03%		940.68%
	% Difference in LOS from the ..		-33.91%		3,345.10%
<b>OTHER DRUG VIOLATIONS</b>	Releases	132	122		
	Jail Bed Days	4,933	4,454		
	% Difference in Number of Re..		-7.58%		
	% Difference in LOS from the ..		-9.71%		
<b>OTHER MISD DRUG CRIMES</b>	Releases			4,118	4,901
	Jail Bed Days			24,511	22,240
	% Difference in Number of Re..				19.01%
	% Difference in LOS from the ..				-9.27%

Table 4: Prop 47 Impacted Crime Categories (Property Crimes), by Severity

		Felony		Misd.	
		2014	2015	2014	2015
<b>ARSON</b>	Releases	63	48		
	Jail Bed Days	7,027	2,964		
	% Difference in Number of Re..		-23.81%		
	% Difference in LOS from the ..		-57.82%		
<b>BURGLARY</b>	Releases	3,364	1,561	214	792
	Jail Bed Days	179,559	113,208	3,435	5,618
	% Difference in Number of Re..		-53.60%		270.09%
	% Difference in LOS from the ..		-36.95%		63.55%
<b>CKS/CRDS-CDS</b>	Releases	3	17	23	49
	Jail Bed Days	4	122	90	502
	% Difference in Number of Re..		466.67%		113.04%
	% Difference in LOS from the ..		2,950.00%		457.78%
<b>FORG-CKS-CCARDS</b>	Releases	318	289	3	10
	Jail Bed Days	9,814	8,534	6	90
	% Difference in Number of Re..		-9.12%		233.33%
	% Difference in LOS from the ..		-13.04%		1,400.00%
<b>JOY RIDING</b>	Releases			10	16
	Jail Bed Days			727	714
	% Difference in Number of Re..				60.00%
	% Difference in LOS from the ..				-1.79%
<b>MOTOR VEHICLE THEFT</b>	Releases	569	646		
	Jail Bed Days	54,521	54,820		
	% Difference in Number of Re..		13.53%		
	% Difference in LOS from the ..		0.55%		
<b>OTHER TYPE MISD THEFT</b>	Releases			104	204
	Jail Bed Days			2,234	4,212
	% Difference in Number of Re..				96.15%
	% Difference in LOS from the ..				88.54%
<b>PETTY THEFT</b>	Releases			665	944
	Jail Bed Days			6,892	7,158
	% Difference in Number of Re..				41.95%
	% Difference in LOS from the ..				3.86%
<b>THEFT</b>	Releases	2,434	2,385	29	164
	Jail Bed Days	126,606	103,748	90	1,240
	% Difference in Number of Re..		-2.01%		465.52%
	% Difference in LOS from the ..		-18.05%		1,277.78%
<b>TRESPASSING</b>	Releases			734	1,182
	Jail Bed Days			1,819	2,622
	% Difference in Number of Re..				61.04%
	% Difference in LOS from the ..				44.15%
<b>VANDALISM</b>	Releases			304	337
	Jail Bed Days			4,328	2,317
	% Difference in Number of Re..				10.86%
	% Difference in LOS from the ..				-46.46%

Table 5: 2014 and 2015 Release Reason, by severity

		Felony		Misd.	
		2014	2015	2014	2015
<b>Bond/Pre-trial Release</b>	Releases	11,723	8,565	36,451	43,271
	Jail Bed Days	47,897	34,919	21,596	26,326
	% Difference in Number of Re..		-26.94%		18.71%
	% Difference in LOS from the ..		-27.10%		21.90%
<b>Court Ordered Release/ Charge Dismiss</b>	Releases	10,547	8,159	4,117	4,156
	Jail Bed Days	340,019	336,689	64,346	75,861
	% Difference in Number of Re..		-22.64%		0.95%
	% Difference in LOS from the ..		-0.98%		17.90%
<b>Early Release</b>	Releases	3,190	1,097	854	478
	Jail Bed Days	327,110	126,327	49,814	24,237
	% Difference in Number of Re..		-65.61%		-44.03%
	% Difference in LOS from the ..		-61.38%		-51.35%
<b>Hold Release</b>	Releases	602	679	132	187
	Jail Bed Days	5,984	6,908	1,140	1,541
	% Difference in Number of Re..		12.79%		41.67%
	% Difference in LOS from the ..		15.44%		35.18%
<b>Null &amp; Other</b>	Releases	339	520	65	91
	Jail Bed Days	4,645	3,526	309	394
	% Difference in Number of Re..		53.39%		40.00%
	% Difference in LOS from the ..		-24.09%		27.51%
<b>Time Served/Fees Paid</b>	Releases	4,992	5,686	2,034	2,683
	Jail Bed Days	453,835	571,274	73,987	109,307
	% Difference in Number of Re..		13.90%		31.91%
	% Difference in LOS from the ..		25.88%		47.74%
<b>Transfer to another agency</b>	Releases	5,784	4,527	1,025	956
	Jail Bed Days	752,372	619,374	34,211	29,920
	% Difference in Number of Re..		-21.73%		-6.73%
	% Difference in LOS from the ..		-17.68%		-12.54%

Table 5: Felony and Misdemeanor Releases and Bed Days by Drug Crime Type, 2014 and 2015

		Felony		Misd.	
		2014	2015	2014	2015
<b>Possession/Drug Use</b>	Releases	6,057	1,403	4,546	6,688
	Jail Bed Days	175,768	100,473	24,809	31,680
	% Difference in Number of Re..		-76.84%		47.12%
	% Difference in LOS from the ..		-42.84%		27.70%
<b>Sell/Transport Drugs</b>	Releases	1,282	1,078	86	83
	Jail Bed Days	71,861	70,618	808	953
	% Difference in Number of Re..		-15.91%		-3.49%
	% Difference in LOS from the ..		-1.73%		17.95%

Table 6: Booking, Average LOS and Bed Days used by Front Doors and Entry Facility, 2015

Front Doors			Releases	Jail Bed Days (in)	Avg.
					Infacility LOS
Alcohol		BIG BEAR STATION	302	6	1
		CENTRAL D.C.	2,846	338	24
		COLORADO RIVER ST	194	26	4
		HIGH DESERT DETENTION ..	2,397	811	16
		MORONGO BASIN STA	412	278	23
		WEST VALLEY D.C.	5,250	2,392	36
Drugs		BIG BEAR STATION	142	816	29
		CENTRAL D.C.	2,159	11,244	63
		COLORADO RIVER ST	98	212	7
		HIGH DESERT DETENTION ..	2,089	8,825	39
		MORONGO BASIN STA	339	5,182	53
		VICTOR VALLEY JAIL	18	6,134	341
		WEST VALLEY D.C.	4,180	29,196	67
Other		BIG BEAR STATION	92	303	7
		CENTRAL D.C.	1,671	9,534	47
		COLORADO RIVER ST	73	747	18
		HIGH DESERT DETENTION ..	1,418	4,962	26
		MORONGO BASIN STA	172	2,024	26
		VICTOR VALLEY JAIL	2	1,795	898
		WEST VALLEY D.C.	2,753	13,936	41
Person		BIG BEAR STATION	166	745	10
		CENTRAL D.C.	2,196	23,938	64
		COLORADO RIVER ST	112	1,729	22
		HIGH DESERT DETENTION ..	2,608	13,762	23
		MORONGO BASIN STA	263	6,793	47
		VICTOR VALLEY JAIL	40	14,021	389
		WEST VALLEY D.C.	5,660	83,117	82
Property		BIG BEAR STATION	98	595	15
		CENTRAL D.C.	1,919	23,093	66
		COLORADO RIVER ST	56	269	8
		HIGH DESERT DETENTION ..	1,784	12,024	34
		MORONGO BASIN STA	183	4,710	54
		VICTOR VALLEY JAIL	17	3,554	222
		WEST VALLEY D.C.	4,414	54,610	75
<b>Grand Total</b>			46,123	341,721	57

Table 7: Booking, Average LOS and Bed Days used by Entry Type and Exit Facility, 2015

		Releases	Jail Bed Days (Exit)	Avg. Exit Facility LOS
<b>Front Doors</b>	BARSTOW STATION	763	12	12
	BIG BEAR STATION	550	2	2
	CENTRAL D.C.	9,906	31,596	89
	COLORADO RIVER ST	334	0	0
	G.H.R.C.	2,034	129,824	64
	HIGH DESERT DETENTION ..	9,380	59,467	62
	MORONGO BASIN STA	1,126	167	1
	WEST VALLEY D.C.	23,200	163,620	59
<b>Side Doors</b>	BARSTOW STATION	968	6	3
	BIG BEAR STATION	164		
	CENTRAL D.C.	6,567	24,280	57
	COLORADO RIVER ST	136	0	0
	G.H.R.C.	2,706	135,382	50
	HIGH DESERT DETENTION ..	4,800	28,722	33
	MORONGO BASIN STA	578	196	1
	WEST VALLEY D.C.	18,181	103,186	46
<b>Grand Total</b>		81,393	676,460	53

Table 8: Percent of Bookings and Bed Days used by Jail Exit Facility, 2015

			Releases	Jail Bed Days (Exit)	Avg. Exit Facility LOS
Front Doors	Alcohol	BARSTOW STATION	505		
		BIG BEAR STATION	294		
		CENTRAL D.C.	2,836	490	70
		COLORADO RIVER ST	190	0	0
		G.H.R.C.	47	1,819	39
		HIGH DESERT DETENTION ..	2,350	1,719	66
		MORONGO BASIN STA	402	4	1
		WEST VALLEY D.C.	5,300	1,711	21
Drugs	Drugs	BARSTOW STATION	139		
		BIG BEAR STATION	108	2	2
		CENTRAL D.C.	2,042	4,637	63
		COLORADO RIVER ST	63	0	0
		G.H.R.C.	381	37,486	98
		HIGH DESERT DETENTION ..	1,943	8,036	63
		MORONGO BASIN STA	273	29	1
		WEST VALLEY D.C.	4,262	25,369	59
Other	Other	BARSTOW STATION	35		
		BIG BEAR STATION	42		
		CENTRAL D.C.	1,497	3,671	71
		COLORADO RIVER ST	34	0	0
		G.H.R.C.	314	14,173	45
		HIGH DESERT DETENTION ..	1,289	4,934	41
		MORONGO BASIN STA	130	33	1
		WEST VALLEY D.C.	2,923	14,650	36
Person	Person	BARSTOW STATION	55		
		BIG BEAR STATION	63		
		CENTRAL D.C.	1,874	12,695	112
		COLORADO RIVER ST	24	0	0
		FIELD SUPPORT	3		
		G.H.R.C.	739	29,821	41
		HIGH DESERT DETENTION ..	2,227	31,689	69
		MORONGO BASIN STA	195	66	1
Property	Property	WEST VALLEY D.C.	6,153	77,191	69
		BARSTOW STATION	29	12	12
		BIG BEAR STATION	43		
		CENTRAL D.C.	1,657	10,103	92
		COLORADO RIVER ST	23	0	0
		FIELD SUPPORT	2		
		G.H.R.C.	553	46,525	84
		HIGH DESERT DETENTION ..	1,571	13,089	58
<b>Grand Total</b>			47,298	384,688	61

Table 9: 2014 Crime Rate, per 100,000 people by County<sup>16</sup>

County	Violent Crimes Per 100,000 People	Property Crimes Per 100,000 People
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
San Bernardino	396	2,614

<sup>16</sup> California Department of Justice, Criminal Justice Profiles, <https://oag.ca.gov/justice/cjsc/stats/crimes-clearances>

<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 10: 2014 Adult Arrests<sup>17</sup>

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	2,112	2,745

<sup>17</sup> California Department of Justice, Crime Profile 2014, <https://oag.ca.gov/crime/cjsc/stats/arrests>

<b>San Diego</b>	29345	55237	1,243	2,340
<b>San Francisco</b>	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 11: 10 Largest Jails Summary Statistics, as of June 2015<sup>18</sup>

As of June 2015	Misd Rate	Unsentenced rate	Jail Beds per 100,000 Adults	Jail ADP <sup>19</sup>
Alameda	13%	78%	242	2820
Contra Costa	10%	76%	171	1341
Los Angeles	14%	55%	225	16608
Orange	20%	58%	256	5776
Riverside	9%	60%	250	3892
Sacramento	16%	48%	381	4002
<u>San Bernardino</u>	<u>26%</u>	<u>76%</u>	<u>362</u>	<u>5170</u>
San Diego	8%	50%	219	5180
San Francisco	8%	85%	165	1152
Santa Clara	19%	73%	269	3626

<sup>18</sup> BSCC Jail Profile Survey, June 2015, [http://www.bscc.ca.gov/s\\_fsojailprofilesurvey.php](http://www.bscc.ca.gov/s_fsojailprofilesurvey.php)

<sup>19</sup> This amount does not include Type I jail facilities

Table 12: Jail Summary Statistics, as of June 2015<sup>20</sup>

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

<sup>20</sup> BSCC Jail Profile Survey, June 2015, [http://www.bscc.ca.gov/s\\_fsojailprofilesurvey.php](http://www.bscc.ca.gov/s_fsojailprofilesurvey.php)

<b>San Francisco</b>	8%	85%	165
<b>San Joaquin</b>	9%	67%	254
<b>San Luis Obispo</b>	29%	46%	242
<b>San Mateo</b>	11%	68%	146
<b>Santa Barbara</b>	--	72%	259
<b>Santa Clara</b>	19%	73%	269
<b>Santa Cruz</b>	70%	67%	197
<b>Shasta</b>	11%	77%	242
<b>Sierra</b>	0%	0%	37
<b>Siskiyou</b>	1%	96%	279
<b>Solano</b>	10%	75%	279
<b>Sonoma</b>	24%	51%	265
<b>Stanislaus</b>	7%	74%	295
<b>Sutter</b>	10%	74%	318
<b>Tehama</b>	--	52%	397
<b>Trinity</b>	11%	77%	416
<b>Tulare</b>	11%	60%	506
<b>Tuolumne</b>	9%	80%	317
<b>Ventura</b>	24%	58%	269
<b>Yolo</b>	11%	71%	253
<b>Yuba</b>	8%	83%	759
	15%	62%	263

Table 13: Length of Stay and Releases by Type and Severity, as of June 2015

Door	Offense Grouping	Felony		Misd.		Severity		Grand Total Avg. LOS	Grand Total Releases
		Avg. LOS	Releases	Avg. LOS	Releases	Avg. LOS			
Front Doors	Alcohol	31	251	1	11,705	2	11,956		
	Drugs	69	2,471	5	6,345	23	8,816		
	Other	38	2,505	8	3,879	20	6,384		
	Person	70	6,361	9	5,026	43	11,387		
	Property	57	4,954	7	3,733	35	8,687		
Side Doors	Court Commitment	66	1,790	18	1,827	41	3,617		
	Hold	7	933	2	1,618	4	2,551		
	Violation	40	4,882	90	73	41	4,955		
	Warrant	72	4,625	5	17,249	19	21,874		
Grand Total		57	28,772	5	51,455	24	80,227		

Table 14: Avg. Length of Stay for Pretrial and Bail Bond, by New Crime Severity and Offense

Offense Gro..	Offense Type	Felony		Misd.	
		BAIL BOND	PRETRIAL	BAIL BOND	PRETRIAL
Alcohol	DRIVE U/INFL	2.04	0.45	1.69	0.67
	DRUNK			1.56	1.00
Drugs	DANGEROUS DRUGS	3.97	0.73	8.84	
	DISORDERLY CONDUCT			0.00	
	MARIJUANA	2.70	0.91	2.67	
	NARCOTICS	5.12	0.79		
	OTHER DRUG VIOLATIONS	9.09	1.00		
	OTHER MISD DRUG CRIMES			10.50	1.43
Other	ANNOY CHILD			9.63	
	DISTURBING THE PEACE			5.67	
	ESCAPE		0.50		
	MISCELLANEOUS TRAFFIC			9.36	0.00
	OTHER FELONIES	3.13	0.79		
	OTHER MISDEMEANORS			2.35	0.67
	SEL TRAFFIC			3.50	
	UNDEFINED	2.47	1.00	12.00	1.50
Person	WEAPONS	3.84	0.80	3.25	0.50
	ASSAULT	3.46	1.10		
	ASSAULT-BATTERY			1.80	1.25
	FORCIBLE RAPE	1.71			
	HIT AND RUN	3.05	1.00	3.00	
	INDECENT EXP			1.00	
	KIDNAPPING	6.38			
	LEWD OR LASC	3.92			
	MANSLAUGHTER NO VEHICLE	1.00			
	MANSLAUGHTER VEHICLE	68.00			
	OTHER FELONY SEX CRIMES	4.04	0.67	10.00	
Property	OTHER MISD - SEX CRIMES			4.50	
	ROBBERY	7.19			
	ARSON	4.00	3.00		
	BURGLARY	5.39	0.90	2.88	1.00
	CKS/CRDS-CDS	1.33	1.00	11.00	2.50
	FORG-CKS-CCARDS	3.60	0.83		2.00
	JOY RIDING			5.00	
	MOTOR VEHICLE THEFT	17.54	0.86		
	OTHER TYPE MISD THEFT			1.00	
	PETTY THEFT			4.71	5.00
	THEFT	2.37	0.81	69.00	1.00
	TRESPASSING			4.25	0.00
	VANDALISM			10.08	

Table 15: Avg. Length of Stay and Avg. Bail Amount for Bail Bond Releases, by New Crime Severity and Offense

			Average Bail Amount(\$)	Avg. LOS	Releases
Felony	Alcohol	DRIVE U/INFL	\$174,083	2.04	98
	Drugs	DANGEROUS DRUGS	\$89,736	3.97	302
		MARIJUANA	\$74,183	2.70	201
		NARCOTICS	\$102,588	5.12	114
		OTHER DRUG VIOLATIONS	\$337,955	9.09	22
	Other	OTHER FELONIES	\$60,570	3.13	256
		UNDEFINED	\$82,353	2.47	17
		WEAPONS	\$59,098	3.84	266
	Person	ASSAULT	\$70,682	3.46	1,869
		FORCIBLE RAPE	\$316,071	1.71	14
		HIT AND RUN	\$60,714	3.05	21
		KIDNAPPING	\$307,500	6.38	16
		LEWD OR LASC	\$223,077	3.92	13
		MANSLAUGHTER NO VEHICLE	\$262,500	1.00	2
		MANSLAUGHTER VEHICLE	\$337,500	68.00	4
		OTHER FELONY SEX CRIMES	\$83,654	4.04	52
		ROBBERY	\$119,179	7.19	67
	Property	ARSON	\$75,000	4.00	6
		BURGLARY	\$59,532	5.39	267
		CKS/CRDS-CDS	\$10,000	1.33	3
		FORG-CKS-CCARDS	\$57,222	3.60	81
		MOTOR VEHICLE THEFT	\$101,154	17.54	39
		THEFT	\$66,335	2.37	341
Misd.	Alcohol	DRIVE U/INFL	\$12,379	1.69	58
	DRUNK	\$5,833	1.56	36	
	Drugs	DANGEROUS DRUGS	\$30,546	8.84	19
		DISORDERLY CONDUCT	\$5,000	0.00	1
		MARIJUANA	\$16,667	2.67	3
		OTHER Misd DRUG CRIMES	\$19,167	10.50	30
	Other	ANNOY CHILD	\$65,625	9.63	8
		DISTURBING THE PEACE	\$5,000	5.67	3
		MISCELLANEOUS TRAFFIC	\$5,009	9.36	11
		OTHER MISDEMEANORS	\$23,588	2.35	85
		SEL TRAFFIC	\$15,501	3.50	2
		UNDEFINED	\$13,750	12.00	4
		WEAPONS	\$10,833	3.25	12
	Person	ASSAULT-BATTERY	\$25,870	1.80	1,432
		HIT AND RUN	\$15,000	3.00	2
		INDECENT EXP	\$5,000	1.00	1
		OTHER FELONY SEX CRIMES	\$25,000	10.00	3
		OTHER Misd - SEX CRIMES	\$50,000	4.50	2
	Property	BURGLARY	\$10,000	2.88	8
		CKS/CRDS-CDS	\$4,000	11.00	3
		JOY RIDING	\$10,000	5.00	1
		OTHER TYPE Misd THEFT	\$5,000	1.00	1
		PETTY THEFT	\$10,141	4.71	7
		THEFT	\$20,000	69.00	1
		TRESPASSING	\$7,500	4.25	8
		VANDALISM	\$24,583	10.08	12

## 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.

Table 16: Variables Available

Dataset Variable Name	Variable Description	Data Type
CII	CII Number	Unique ID
FBI	FBI Number	Unique ID
LOCAL_ID	Inmate ID in the jail System	Unique ID
DOB	Date of Birth	Date
SEX	Gender	Category
RACE	Race	Category
BOOKING	Jail Booking Number	Unique ID
BOOKING_DATE	Booking Date	Date
BOOKING_TYPE	Booking Type	Code_lookup
CASE	Court Case Number	Unique ID
ARREST_DATE	Date of Arrest	Date
CHARGE	Charge Code	String
CHARGE_DESCRIPTION	Charge Description in Words	String
CHARGE_LEVEL	Charge Severity	Category
CHARGE_CATEG	Type of charge	Category
BAIL_AMOUNT	Charge Bail Amount	Numeric
HIERARCHY	Hierarchy/Severity	Numeric/Rank
DISPO_DATE	Charge disposition date	Date
DISPOSITION_TYPE	Type of charge disposition category	Code_lookup
CONVICTION_CHARGE	Charge convicted	String
1170(H)_CONVICTION	Was the person sentenced under 1170h	Y/N
RELEASE_DATE	Release Date	Date
RELEASE_TYPE	Release Type	Code_lookup
SENTENCED	Was the person sentenced during their booking?	Y/N
MENT_HLTH	Referred to Mental Health	Y/N
CLASS_RATING	Inmate classification rating	Code_lookup
INITIAL_FACIL	Facility Booked into	Code_lookup
CURR_FINAL_FACIL	Facility released from	Code_lookup

<b>FIRST_COURT_DATE</b>	Initial court date after booking(Arraignment)	Date
<b>ARREST_AGY</b>	Arresting Agency Category	Code_lookup
<b>LAST_MOVE_NEW_FACIL</b>	Date of last movement to facility	Y/N
<b>INROAD</b>	Enrolled in INROAD Programming	Y/N
<b>WKN</b>	Enrolled in Weekender Work Release	Y/N
<b>WRP</b>	Enrolled in Work Release	Y/N
<b>ECP</b>	Enrolled in Electronic Monitoring	Y/N
<b>TAKING MEDS</b>	Currently taking MH Medication	Y/N
<b>UCR CRIME TYPE</b>	Crime Grouping UCR	Category

Table 17: Booking Reasons

<b>Booking Type</b>	<b>Booking Category</b>
<b>BOOK/RELEASE</b>	Court Commitment
<b>CITE/RELEASE</b>	Fresh Arrest
<b>COMMITMENT</b>	Court Commitment
<b>COMMITMENT PEND</b>	Court Commitment
<b>EN ROUTE</b>	Other
<b>FUGITIVE</b>	Hold
<b>INS HOLD</b>	Hold
<b>MILITARY</b>	Other
<b>ON SITE</b>	Fresh Arrest
<b>OUT OF COUNTY</b>	Hold
<b>PAROLE</b>	Hold
<b>POST RELEASE CS</b>	Hold
<b>PRE-BOOKING</b>	Other
<b>PRISON SITE</b>	Other
<b>SHERIFF WARRANT</b>	Hold
<b>STATE PRISONER</b>	Other
<b>T/CITE WARRANT</b>	Hold
<b>USM CONTRACT</b>	Hold
<b>WARRANT</b>	Hold
<b>WITNESS</b>	Other
<b>YOUTH AUTHORITY</b>	Other

Table 18: Release Reasons

Release Type	Category
<b>BAIL BOND</b>	Bond/Pre-trial Release
<b>BOOKED IN ERROR</b>	Other
<b>REL BDR PAT</b>	Transfer to another agency
<b>BOOK/RELEASE</b>	Bond/Pre-trial Release
<b>CASH BAIL</b>	Bond/Pre-trial Release
<b>COURT ORDER</b>	Court Ordered Release/Charge Dismiss
<b>CITE/RELEASE</b>	Bond/Pre-trial Release
<b>CREDIT TIME SERVE</b>	Time Served/Fees Paid
<b>DECEASED</b>	Other
<b>DIAGNOSTIC</b>	Transfer to another agency
<b>DISMISSED</b>	Court Ordered Release/Charge Dismiss
<b>DETENTION ONLY</b>	Court Ordered Release/Charge Dismiss
<b>ENROUTE</b>	Other
<b>EXPIRED</b>	Hold Release
<b>EARLY REL</b>	Early Release
<b>ESCAPE</b>	Other
<b>EXTRADITON</b>	Transfer to another agency
<b>FILED ORIGINAL</b>	Court Ordered Release/Charge Dismiss
<b>HOLD DROPPED</b>	Hold Release
<b>JUV DETAINER</b>	Other
<b>JUVENILE</b>	Other
<b>REL US MARSHAL</b>	Transfer to another agency
<b>MILITARY HOLD</b>	Transfer to another agency
<b>MISD WARRANT</b>	Bond/Pre-trial Release
<b>NO PICKUP</b>	Hold Release
<b>NO SHOW</b>	Other
<b>REL OTHER AGENCY</b>	Transfer to another agency
<b>OWN RECOGNIZANCE</b>	Bond/Pre-trial Release
<b>PATTON</b>	Transfer to another agency
<b>PROBATION</b>	Hold Release
<b>PROBABLE CAUSE</b>	Court Ordered Release/Charge Dismiss
<b>PAROLED</b>	Hold Release
<b>PRETRIAL</b>	Bond/Pre-trial Release
<b>STATE PRISONER</b>	Transfer to another agency
<b>STIPUL AT CAUSE</b>	Court Ordered Release/Charge Dismiss
<b>WARRANT ISSUED</b>	Court Ordered Release/Charge Dismiss
<b>WARRANT RECALL</b>	Court Ordered Release/Charge Dismiss
<b>CA YOUTH AUTH</b>	Court Ordered Release/Charge Dismiss

## 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 initial 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 San Bernardino 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 at 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. 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 needs assessment 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 probation and the Sheriff's office.