

# State of California



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## The State of the Jails in California

### Report #2: PRISONER FLOW AND RELEASE

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108428

BOARD OF CORRECTIONS

December 1985

## PREFACE

The State of the Jails in CaliforniaReport #2: Prisoner Release

The Board of Corrections is pleased to publish the following report on the state of the jails in California. This report addresses policies and practices in California counties regarding prisoner release mechanisms and alternatives to incarceration. The data was gathered from county applications submitted for jail funding in 1983.

This report is the second in our series of reports on local corrections. The first, published in November 1984, described jail population trends in the state and discussed the sources of California's deepening overcrowding crisis. This second report in effect takes the next step, and describes how those persons who are admitted to jail eventually are released.

The purpose of this report is to provide a sourcebook for counties and interested parties, not to advocate any particular alternative to incarceration for any particular county. We fully realize how complex the issues and choices are in this policy area. We recognize that each county must reach its own conclusions about how to balance jail overcrowding concerns with concerns for public safety. Indeed, this report documents how diverse individual county release practices are.

We regard this report as one step--and in the area of alternatives to incarceration, the first step--toward a fuller understanding of what is happening in and to our local corrections systems throughout the state. Most of the information in this report was gathered by counties in 1982 and 1983. With continuing jail population growth, many county practices have changed since that time. This report is really the first attempt to analyze the mechanisms of prisoner release throughout the State of California. We hope that it will be followed by more and better information from a variety of sources--counties, policy analysts, program participants, and others.

Sincerely,

*N. A. Chaderjian*  
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Chairman, Board of Corrections  
Secretary, Youth and Adult  
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NCJRS

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# TABLE OF CONTENTS

	<u>Page</u>
EXECUTIVE SUMMARY . . . . .	i
I. INTRODUCTION . . . . .	1
A. Data Problems . . . . .	2
B. Purpose of Jails . . . . .	4
C. Pretrial Release . . . . .	4
D. Pretrial Diversion. . . . .	5
E. Post-Sentence Release . . . . .	5
F. Summary . . . . .	5
II. THE TWO JAILS: DIFFERENTIAL PRISONER FLOWS IN JAILS . . . . .	7
A. Pretrial Release Profile at Booking and In-Custody . . . . .	11
B. Pretrial Charge Profile at Booking and In-Custody . . . . .	15
III. PRETRIAL RELEASE . . . . .	20
A. Statewide Release Patterns . . . . .	20
B. Misdemeanor Release Patterns by County . . . . .	20
C. Felony Release Patterns by County . . . . .	21
IV. PROGRAM DESCRIPTIONS OF RELEASE MECHANISMS IN CALIFORNIA COUNTIES . . . . .	31
A. Release Procedures for Unsented Prisoners . . . . .	32
1. Citation Release . . . . .	32
2. Release Mechanisms for Public Inebriates . . . . .	37
3. Release Mechanisms for Mentally Ill . . . . .	40
4. Programs for Expediting Release Decisions . . . . .	42
5. Special Programs to Clear Holds and Warrants . . . . .	46
6. Programs for Expediting Trials and Case Dispositions. . . . .	50
7. Parolees In Custody in Local Jails . . . . .	59
B. RELEASE PROCEDURES FOR SENTENCED PRISONERS . . . . .	72
1. Use of Jail Sentences in California . . . . .	72
2. Probation . . . . .	76
3. Sheriff-Initiated Work in Lieu of Jail . . . . .	78
4. Community Service . . . . .	82
5. County Parole . . . . .	84
6. Early Release of Sentenced Prisoners . . . . .	86
7. Other Programs for Sentenced Offenders . . . . .	88

# List of Tables

	<u>Page</u>
Table 1: Counties Ranked According to Use of Alternatives to Incarceration and Incarceration Rate . . . . .	v
Table 2: Jail Bookings and Average Daily Population, California County Jails, January 1985 . . . . .	8-10
Table 3: Summary Pretrial Release Profile of Four California Counties . . . . .	13
Table 4: Summary Pretrial Charge Profile of Four California Counties . . . . .	18
Table 5: Pretrial Release Mechanisms by Charge . . . . .	24
Table 6: Pretrial Misdemeanor Release Mechanisms in 25 California Counties . . . . .	25-26
Table 7: Pretrial Felony Release Mechanisms in 25 California Counties . . . . .	27-28
Table 8: Pretrial Releases in 25 California Counties . . . . .	29-30
Table 9: Statewide Changes in Misdemeanor Citation Patterns Between 1981 and 1983 . . . . .	34
Table 10: Percentage of Field Citations and Bookings of Misdemeanor Arrests, All California Counties, 1983 . . . . .	35-36
Table 11: California Superior Courts with Six or More Judges, Number of Criminal Juries Sworn More than 60 Days from Indictment or Information, Fiscal Year 1982-1983 . . . . .	56
Table 12: Categorization of the In-Custody Parolee Population by P & CDS Region and Unit: One-Day Census 20 February 1985 . . . . .	63-65
Table 13: Number of Parolees Arrested Showing Number of Detainers Placed by Region, 1984 . . . . .	67
Table 14: Comparison of Detainers Placed on Parolees Arrested, By Region, 1983 and 1984 . . . . .	68
Table 15: Average Number of Days Required to Process Hearings for P & CSD and BPT Including Total Days Combined by Quarter and Region, 1984 . . . . .	70
Table 16: Dispositions of Adult Felony Arrests, 1983, Type of Disposition Statewide . . . . .	73
Table 17: Dispositions of Adult Felony Arrests, 1983, By County . . . . .	74-75
Table 18: Work in Lieu of Jail Population in California Counties, 1982-83 . . . . .	80

	<u>Page</u>
Table 19: Community Service Referrals in FY 1982-83 by County . . .	83
Table 20: Inmates Granted Early Release Pursuant to PC 4024.1 by County in FY 1982-83 . . . . .	87

### List of Figures

Figure 1: Alternatives to Incarceration in the Criminal Justice Process . . . . .	3
Figure 2: A Comparison of Unsented Prisoner Release Profiles: Bookings and Those Remaining In Custody . . . . .	12
Figure 3: A Comparison of Unsented Prisoner Charge Profiles: Bookings and Those Remaining in Custody . . . . .	16
Figure 4: Pretrial Misdemeanor Vehicle Code Charges as Percentage of Bookings and Average Daily Population . . . . .	19
Figure 5: The Court System . . . . .	51
Figure 6: Department of Corrections Parole and Community Services Division Regions . . . . .	61
Figure 7: Adults Under Correctional Supervision in California, Yearend 1984 . . . . .	77

### Appendices

Appendix 1: Methodology for Ranking of Use of Alternatives to Incarceration . . . . .	91-93
Appendix 2: Methodology for Simulation of Release Mechanism Differences . . . . .	94-95
Appendix 3: Pretrial Release Profiles of Four California Counties...	96-100
Appendix 4: Pretrial Charge Profiles of Four California Counties...	101-105
Appendix 5: Use of Pretrial Release Mechanisms by Charge for 25 California Counties Showing Percent Released by Program and Average Length of Stay . . . . .	106-116
Appendix 6: Use of Pretrial Release Mechanisms by Charge by County Showing Number and Percent Released by Program and Average Length of Stay . . . . .	117-142



# THE STATE OF JAILS IN CALIFORNIA

## REPORT #2: PRISONER FLOW AND RELEASE

### EXECUTIVE SUMMARY

#### Preamble: Overcrowding and the Criminal Justice Agenda

The State of California Board of Corrections presents this second report in a series of reports on the "state of the jails" in California. The information in these reports was forwarded to the Board of Corrections in needs assessments and applications for county jail capital expenditure funds in 1983. The first report Overcrowding in the Jails, was published in November 1984. That report has a description of the size of the jail population increase in recent years, a forecast of future jail populations and an analysis of the sources and policy implications of these increases. The report also contains a general description of the status of persons in custody and the crimes for which they were arrested and/or convicted.

The reports are presented in a non-technical format and should interest citizens as well as corrections practitioners and county and State government officials. The Board hopes that consolidating and disseminating this information will contribute to continuing refinement of the corrections planning effort that has been occurring throughout the State.

The importance of this planning effort is more apparent each day as the jail population in California continues to climb. In July 1985, there were almost 50,000 people in county jails throughout the State. Every day more than 3,000 persons are booked into these facilities. There currently is space for only 38,200 people, and even by 1990, there will be space for only 49,000. Even if all the beds presently under construction were available today, county jails would still face overcrowded conditions. Jail population has been rising 10% per year. If this continues, there will be 70,000 people in jail on any given day in 1990.

In addition to the huge sums of money for constructing new jails, counties will be facing dramatic long-term costs of operating these jails. The operating costs now run over \$500 million dollars a year. As counties have to set aside larger and larger percentages of their discretionary income to operate these detention systems, they face the possibility of drastic cuts in other local programs and services.

Most California counties have made expanding use of alternatives to incarceration programs to manage, or at least slow down, this spiraling population. This second report includes a description of the flow of pretrial and sentenced prisoners in and out of jails, the mechanisms used for prisoner release and how these mechanisms affect the jail population.

It must be noted that any particular release program or mechanism will have a relatively limited impact. The counties with the most consistently aggressive use of alternative programs have been able to influence incarceration levels, but even they face serious population problems.

As jail populations have risen, jail administrators have been under the strongest pressure to do something about the crowding--from the courts, jail staff, local government officials. While law enforcement, prosecutorial, and judicial agencies respond to the general public attitude toward increasing penalties for crime, jail administrators are in need of a "relief valve" for their overcrowded facilities. Administrators have to manage detention systems within relatively fixed jail capacities and budget resources. Perhaps ironically, this has increasingly led to Sheriffs or correctional agency executives trying to develop methods of releasing people from the jails. The sheriffs have taken the lead in developing programs such as county parole, work in lieu of jail (PC 4024.2) and in using early release (PC 4024.1). The sheriffs are thus in the difficult and somewhat lonely position of trying to reduce crowding while still not releasing defendants or offenders who pose inordinate risks to the public. There is also concern among law enforcement and the judiciary that the credibility of the justice system is being undermined by the necessity of releasing persons who may not be a risk to public safety but who have consistently failed to appear on previous charges.

Whatever the trends may be regarding policies in the criminal justice system, technological changes will also have a major impact on our jails. For example, the new information systems that will be operational throughout California in the next several years have the potential to significantly widen the net of incarceration. Law enforcement officials estimate that the Cal I.D. fingerprint information system, which is in the process of being implemented, will ultimately account for 8,000 to 10,000 additional felony jail admissions in California. Conversely, other technologies (e.g., for electronically identifying and tracking individuals) may enable forms of custody and control outside of jail per se.

### Specific Findings

The following conclusions can be drawn from the 1982-83 data on alternatives to incarceration and other release procedures in California (as supplemented, in some cases, by more recent data and studies):

1. ALTERNATIVES TO INCARCERATION DO IMPACT ON JAIL POPULATION LEVELS. COUNTIES WITH HIGH USE OF ALTERNATIVES HAVE LOWER INCARCERATION RATES.

The data show real differences among counties; some counties are generally more aggressive than others in the use of alternatives or release mechanisms and these differences make real impacts on jail population levels. Use of alternatives to incarceration and incarceration rates in the 19 large project counties were ranked using 1982-83 data (see Table 1), and it is clear that systematically high use of alternatives correlates with lower incarceration rates.\* For example, Contra Costa County has the second highest use of alternatives rank and the lowest incarceration rate rank. Kings County has the highest incarceration rate rank and the second lowest use of alternatives rank.

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\*Spearman's coefficient of rank correlation  $p$  was applied to determine if there was a relationship between the two variables [ $p = 1 - 6Ed^2$  divided by  $N(N^2-1)$ ]. The relationship is significant at between the .02 and the .05 confidence level. See Appendix 1 for description of ranking of alternatives to incarceration methodology.

Table 1: Counties Ranked According to Use of  
Alternatives to Incarceration  
and Incarceration Rate

County	Use of Alternatives Rank (High to Low)	Incarceration Rate Rank (High to Low)
Alameda	1	12
Contra Costa	2	19
Sacramento	3	9
Santa Clara	4	13
San Diego	5	18
Riverside	6	15
Los Angeles	7	11
Yolo	8	6
Fresno	9	8
Ventura	10	7
Solano	11	10
San Mateo	12	16
Madera	13	2
Orange	14	14
Tulare	15	5
El Dorado	16	17
Kern	17	3
Kings	18	1
Merced	19	4

2. THERE IS GREAT VARIETY IN USE OF RELEASE MECHANISMS AMONG CALIFORNIA COUNTIES.

It appears from the data that the aggressive use of alternatives in some counties and the limited use in other counties is a systemic pattern. However, in reviewing the data in this report, the reader is cautioned against arriving at any conclusions regarding prisoner processing using one dimensional comparisons between counties. Unidimensional comparisons are difficult because:

- . Various release mechanisms "substitute" for one another--i.e., "serve" the same population or segment of prisoners.
- . Whether or not one counts "high" use of alternatives to incarceration as "good", the level of use varies to some degree with opportunity for use. Opportunity for use reflects the profile or type of prisoners brought to jail.
- . In judging a county's aggressiveness in the use of any or all release mechanisms, one must look not only at the frequency of use of the release type, but also at the speed with which it is employed.

Unless the whole picture is analyzed--e.g., crime rate, arrest practices, charging policies, type of bookings, time to trial, etc.--evaluative statements or comparisons cannot be made reliably. For example, a county with a short pretrial average length of stay could be assumed to have effective use of alternatives to incarceration. But the explanation might be that the county is admitting almost all misdemeanor defendants to jail. Because those defendants can be released quickly, the county has a short overall pretrial length of stay. Another county with a longer length of stay, but also with a high volume of felony defendants, could nevertheless be more aggressive in use of alternatives for all defendants. Alternatives would reduce the jail population but the high proportion of felony defendants would keep up the incarceration level and the average length of stay.

Readers can, however, achieve some perspective from the following report regarding how extensively various release options are used. By careful analysis of all the data presented here, individual counties can gain perspective on their overall performance in alternatives to incarceration.

Pretrial Release

The major pretrial release mechanisms in operation in California are field and station citation, own recognizance release, 10% bail, other bail and release without charge (PC 849(b)).

A field citation is the least costly formal alternative to incarceration. If eligible, persons accused of misdemeanor crimes can be released by the officer in the field on a "promise to appear". A field citation saves 40-60 minutes per arrest. This is important as the vast majority of arrests are for misdemeanor crimes. The statewide average for field citations in 1983 was 15.7% of misdemeanor arrests; about 15% of the counties cited between 25-35% of their arrests.

Among counties providing data for this report, 44% of the misdemeanor bookings were given station cites by jailers.\* The range, however, was from zero to 89% of the misdemeanor jail admissions. Persons were released on jail citation in eight hours on the average. One quarter of the counties were able to release persons on citation within three to four hours.

Twelve percent of the pretrial misdemeanor admissions statewide were released through the 10% bail program, after spending an average of one day in jail. Effective January 1986, legislation authorizing this program will no longer be in effect.

Court own recognizance releases accounted on the average for 7% of the misdemeanor bookings and 11% of the felony bookings. Releases occurred in 5.5 and 6 days respectively. Eight (8) counties released 45% or above of their felony bookings through Court O.R.

More people (22% of misdemeanor bookings and 28% of felony bookings) were released through bail than Court O.R., and in a faster period of time. Bail release took 1.1 days for accused misdemeanants and 2.3 days for accused felons.

Almost half (49%) of the misdemeanor defendants released without charge (PC 849(b)) were public inebriates. The total number of persons released without charge accounted for 14% of misdemeanor bookings (who were released in 15 hours on the average) and 13% of felony bookings (who were released in 1.2 days).

#### Post-Sentence Release

Release programs and procedures used most often for sentenced offenders in California counties included probation, sheriff-initiated work in lieu of jail, county parole and early release.

Probation is used by all counties in the State. The most common disposition in felony cases in California is a combined sentence of jail and probation. In 1984, there were 197,413 adults on probation (80.7% of adults under some form of local supervision).

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\*Statewide pretrial release data presented here are for persons released prior to their court disposition. Not included are persons released at court dispositions (16% of admissions) and miscellaneous releases, e.g., released to the custody of State or other outside agencies (11% of admissions).

Over half of the counties in this study indicated they provided a sheriff-initiated work in lieu of jail program. In 1982-83, 27,777 sentenced offenders were committed to this program. This is an average of approximately 25% of the sentenced bookings in the reporting counties. (This number underestimates the current population in the program which has expanded rapidly since this data was collected. More counties have implemented the program and it is generally in greater use to deal with the increase in convicted drunk drivers.)

In the 41 counties where data was available, a total of 1,443 convicted offenders were granted county parole in 1982-83, approximately 1% of the total sentenced bookings in these counties. Fifteen counties had more than 1% of their sentenced prisoners on parole at any time. The counties using parole most extensively had 10-20% of their sentenced prisoners on parole.

In counties where the daily population exceeds the bed capacity of the jail, the Sheriff, with permission of the presiding judge of the municipal or superior court, can release inmates up to a maximum of five days early (PC 4024.1). Out of 41 responding counties, 76% reported using this release mechanism. A total of 74,336 inmates were granted early release in these counties in FY 1982-83. This is an average of 21% of all sentenced inmates released in these counties.

Counties used numerous other alternative programs and procedures to release or speed the release of pretrial and sentenced inmates. Additional county pretrial programs described in this report include the following: social setting detox, programs for mentally ill, supervised release, third party release, holds and warrants clearance, pretrial diversion, early case screening, early defense interview, video and other arraignment procedures, court calendar and trial staff management.

Counties also use the following additional programs for sentenced offenders: community service placement, home detention, weekend sentences, work or education furlough, drunk driver, alcohol and drug alternative programs, re-entry programs. These programs and procedures are described in detail in Report #2, and there is a list of "resource counties" interested persons can contact for further information.

3. DIFFERENT RELEASE MECHANISMS MAY "SUBSTITUTE" FOR ONE ANOTHER--I.E., MAY RELEASE THE SAME SEGMENT OF THE JAILED POPULATION--BUT THE RELEASE MECHANISMS DIFFER IN COST AND TIME TO RELEASE.

Release mechanisms are not identical even if they release the same type of prisoners. For example, during the 1982-83 data period, one county chose to release persons accused of misdemeanors through own recognizance rather than citation release. Misdemeanor recognizance release, on the average, took 38 hours in that county. Citation release, on the other hand, took eight hours on the average in the counties where it was used. Had the county used citation release in the same proportion and same average time as other California counties, an estimated 84 beds per day would have been made available. (See Appendix 2: Methodology for Simulation of Release Mechanism Differences.)

The availability of more restrictive alternative programs (such as supervised release) may result in the more restrictive program being substituted for a less restrictive program (like simple release on own recognizance). Such a substitution can lead to greater program costs (due to higher staff costs) and no new people being released from jail. Greater program costs are of real concern in an era when counties have had to cut the budgets or eliminate alternative to incarceration programs.

4. ONE OF THE MAJOR CONSTRAINTS TO RELEASE OF PRETRIAL PRISONERS IS THE EXISTENCE OF HOLDS AND WARRANTS.

Outside holds are placed on a prisoner either when the prisoner is arrested for an outside agency (for example, pending Immigration hearings or parole revocation proceedings) or when another agency has a warrant out for the person and indicates to the jail administrator that they will pick up the prisoner. Outside holds can entail fairly substantial periods of detention. Ten percent (10%) of all pretrial bookings in a four county sample were released to outside agencies with the average period of detention being 20.5 days. These individuals represented 37% of the average daily population in these four counties.

One large segment of this pretrial population with holds is parolees from state prisons awaiting revocation hearings. In a one-day sample collected for this report in February, 1985, there were 5,490 parolees in custody in county jails throughout the State. These parolees represent 11.7% of the total average daily population and account for 23.9% of the average pretrial population reported for the same time period. The average number of days required to process hearings in 1984 ranged from 57 days to 68 days depending on the region. Counties with severe overcrowding have developed measures in conjunction with the Board of Prison Terms and the Parole and Community Services Division of the Department of Corrections to reduce the time parolees are kept in custody in local jails.



One of the more significant reasons persons charged with misdemeanors are held in pretrial custody is the existence of local and/or out-of-county holds. One quarter of the pretrial jail population in California on any given day is charged with misdemeanors and two-thirds of this misdemeanor pretrial population have a hold or warrant. Some overcrowded counties have a policy of cite releasing certain misdemeanor defendants with outstanding holds or warrants.

5. THERE MAY BE A POINT OF DIMINISHING RETURNS IN THE USE OF ALTERNATIVES.

Some counties may be reaching a point where there are only a limited number of people who can be released given current legislation and local program eligibility criteria. A county that uses a variety of pretrial and sentenced alternatives to incarceration may find that new programs are extremely costly given the few additional people released. For example, one county implemented a home detention program for sentenced offenders. It was anticipated that 75 persons could be supervised in this alternative to jail at any given time. However, because other alternatives such as county parole and work in lieu of jail were already heavily used, and because of restrictive eligibility criteria for the new program, only 10 people were released to the program at any given time.

Some counties reported that although they were not developing new programs, they were exploring accelerating releases through already existing programs and procedures. An area of concern to many counties, particularly large metropolitan counties, was the time to trial for in-custody defendants. In 1982-83, the 20 metropolitan courts, excluding Los Angeles, reported that jury trials began more than 60 days after the filing of an indictment or information in almost 2,100 cases of the 3,400 cases in which juries were sworn. These delayed cases rose from 51% of cases recorded in 1981-82 to 62% in 1982-83, the highest in ten years. This information suggests that a reduction in the time to trial in many counties could have impact on jail population levels.

### Conclusion

The message of this report is not that alternatives to incarceration are necessarily "good", in general or in any specific cases, but merely that they are being used and vary from county to county.

The precise mix of alternatives that have been chosen varies from county to county. The Board hopes that the following Report #2: Prisoner Flow and Release, will assist counties in reviewing and evaluating their needs.

## THE STATE OF JAILS IN CALIFORNIA

### REPORT #2: PRISONER FLOW AND RELEASE

#### I. INTRODUCTION

The State of California Board of Corrections presents this second report in a series of reports on the "state of the jails" in California.

In 1981, the legislature passed AB 3245, which provided \$40 million for local jail construction. Then in 1982, California voters ratified Proposition 2, which provided an additional \$280 million for jail construction. To apply for these funds, California counties were required to undertake a correctional facility planning process to analyze the degree, causes, and remedies for the overcrowded and dilapidated conditions in their jails. (Proposition 16, which passed in June 1984, added another \$250 million to the county jail capital expenditure fund.) As mandated, this planning process in each county included an analysis of the condition of existing facilities and a review of the entire criminal justice system--arrest rates, pretrial release mechanisms, incarceration patterns, jail inmate profiles, post-sentence alternatives to incarceration programs.

The information obtained in this process was forwarded to the Board of Corrections in needs assessments and applications for county jail capital expenditure funds. There is now an unprecedented wealth of information about California jails.

This information, along with data from regular statistical reports published by the Bureau of Criminal Statistics, Department of Finance, and other research and reference sources, forms the data base of these reports. The reports are presented in a non-technical format and should interest citizens as well as corrections practitioners and county and state government officials. The Board hopes that consolidating and disseminating this information will encourage continuing efforts to refine the corrections planning that has been occurring throughout the state.

In all, 51 counties applied through the State Board of Corrections for county jail capital expenditure funds. These counties hold in their county jails 99% of county jail prisoners in California\*; 99% of the state general population lives in the applicant counties.

In the Proposition 2 process, counties could apply for small jail construction or renovation projects (\$1 million or less) or large projects (over \$1 million). The 20 counties that applied for large projects were required to prepare a major needs assessment in support of their proposed project. The 29 counties applying for small projects were required to submit minor needs assessments (See California Administrative Code, Title 15, Division 1, Sections 536 and 538, Minimum Jail Standards for description of requirements for major and minor needs assessments. The essential distinction is that "major" needs assessments entail full analysis of prisoner profile, length of stay, and release practices. "Minor" needs assessments focus somewhat more narrowly on facility characteristics and problems.) Data on particular topics in this and future reports is, therefore, not always available from all counties.

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\*Counties that did not originally apply are: Alpine, Amador, Colusa, Imperial, Modoc, Tehama, and Trinity. Later legislation permitted Lake and Lassen to apply for small project funding.

The reports on the "state of the jails" are issued separately on particular topics. When complete, the reports will present a comprehensive picture of jails and the flow of people in and out of jails in California.

The first report Overcrowding in the Jails, published in November 1984, has a description of the size of the jail population increase in recent years, a forecast of future jail populations, and an analysis of the sources and policy implications of these increases. The report also contains a general description of the status of persons in custody and the crimes for which they were arrested and/or convicted. The report can be obtained from the State Board of Corrections in Sacramento.

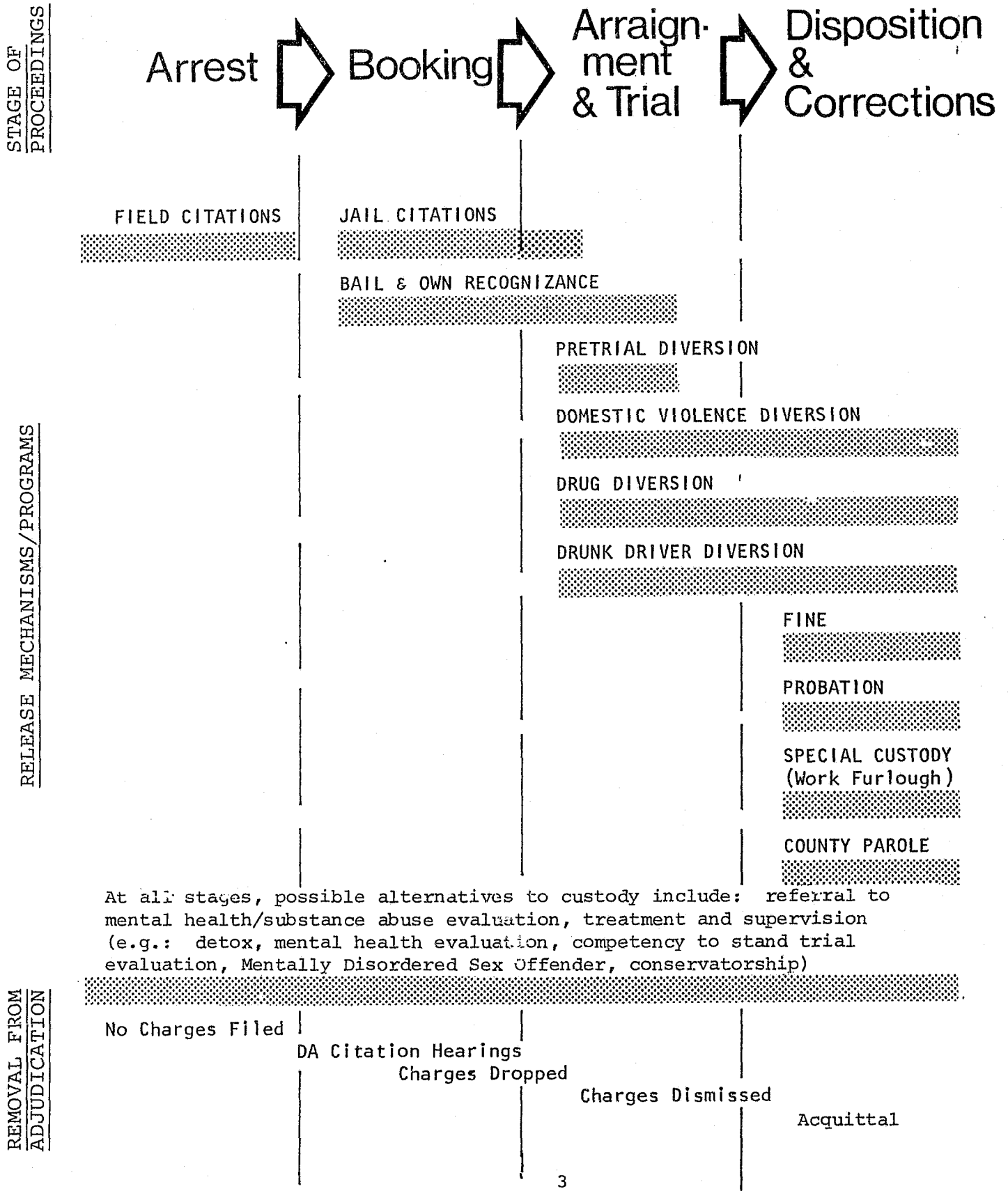
This second report has an analysis of the flow of pretrial and sentenced prisoners in and out of jails and a description of the mechanisms used for prisoner release. This process is graphically depicted in Figure 1: Release Mechanisms in the Criminal Justice Process, which shows the major pre and post-trial release programs available in California. The report also contains a discussion of how long prisoners remain prior to release, the charge profiles of persons admitted and persons who remain in jail, and the impact of release mechanisms on jail population.

#### A. Data Problems

Problems were encountered in trying to use the data submitted in the needs assessments and funding applications for an overall statewide picture or for comparative purposes. Counties used different methodologies to collect some data and different definitions for particular categories of prisoners. It also appears that a two-week sample of bookings/releases (which was what was requested in the funding application) is not adequate to arrive at accurate lengths of stay for prisoners, apparently because the few people who stay long periods of time are not adequately represented.

These problems have led to current efforts at the Board of Corrections to provide a standard data collection format for at least the most basic prisoner information--pre and post-trial daily population, bookings, and length of stay.

FIGURE 1: ALTERNATIVES TO INCARCERATION IN THE CRIMINAL JUSTICE PROCESS



B. Purpose of Jails

Jails in California are operated by the county sheriffs or other authorities as appointed by county boards of supervisors. As stated in PC 4000, jails are to be used as follows:

1. For the detention of persons committed in order to secure their attendance as witnesses in criminal cases;
2. For the detention of persons charged with crime and committed for trial;
3. For the confinement of persons committed for contempt, or upon civil process, or by other authority of law;
4. For the confinement of persons sentenced to imprisonment therein upon a conviction for crime.

C. Pretrial Release

Pretrial release refers to release prior to disposition of criminal charges. The purpose of pretrial detention is to assure the defendant's appearance at trial. In California since the passage of Proposition 8, the risk to public safety is a determinant of whether a person should be detained to assure appearance. Generally speaking, the more severe the charge, the more difficult it is to obtain release. For persons who are determined eligible, there are several pretrial release options available in local jurisdictions. A police officer can issue a field citation or "promise to appear" at the arrest scene (PC 856.3) or the arrestee can be released on citation at the jail after the formal booking process. Citation release is for persons accused of misdemeanor crimes. Release on own recognizance (i.e., with a promise to appear in court but no bail or monetary security) can be obtained by defendants who meet certain criteria (based on such things as employment history, prior record, community ties) agreed to by the local judiciary. Own recognizance release can be used for misdemeanor and/or felony defendants.

More restrictive forms of own recognizance release involve specific conditions a defendant has to observe during the pretrial period and/or additional or special supervision by criminal justice agency staff or (as in third party release) by someone other than the defendant who assumes responsibility for assuring the defendant's appearance in court.

Defendants may also post bail to be released from custody. The amount of bail is set by a judge or through locally agreed upon bail schedules that list bail amounts for specific charges.

California law allows defendants charged with misdemeanor crimes to deposit 10% of the full value of the bond with the court. At the disposition of the case, the defendant receives back most of the amount deposited, less an administrative fee if court appearances are made. However, the legislation establishing the 10% bail program for misdemeanor defendants will no longer be in effect as of January 1, 1986.

Cash bail requires the defendant to post the full amount of bail. The money is returned following case disposition if the defendant has appeared in court as required. The defendant can, instead, pay a bail bondsman a percentage of the bond (usually 5-20%) as a non-refundable fee to post bail. The bondsman is liable for the full amount of the bail if the defendant does not appear in court. Bondsmen are not required to post bail; for any given defendant, the bondsman's decision as to whether to accept the defendant as a client is based on judgments about the defendant's reliability and likelihood of appearance.

D. Pretrial Diversion

Some percentage of arrested persons are diverted from criminal justice processing. This includes public drunks taken to civil detox facilities by police and petty offenders who agree to participate in a treatment program in exchange for suspension and ultimate dismissal of charges.

E. Post-Sentence Release

Release options for persons convicted of crimes can substitute in whole or in part for jail sentences. These options may be managed by jail administrators, probation departments or specialized community agencies.

Post-sentence alternatives may entail treatment and/or restitution and community service, requiring the offender to pay society back in some way for the offense.

Probation, which is the most commonly-used alternative to incarceration, requires the offender to maintain contact with probation staff and meet any imposed conditions of probation, including fines, treatment program participation, etc. More restrictive forms of probation include intensive supervision and shock probation (jail term and supervised probation).

Some counties provide programs for sentenced offenders to work or go to school during the day and return to jail at night and over the weekend.

F. Summary

Discretion is exercised at each point in the process: for the police and sheriffs, whether or not to arrest and whether to issue a citation in the field or at the jail; for the prosecutor, whether to prosecute or drop or reduce charges; for the judge, whether and at what level to set bail, whether to dismiss charges, and at sentencing, whether to impose prison, jail or alternative sentence; and for corrections officials, whether to assign work release. The choices made have significant cost and social implications for the defendant and the criminal justice system. For example, writing a field citation saves 40-60 minutes per arrest, transportation costs to jail, and booking costs. It saves the defendant potential embarrassment or more severe consequences such as loss of job. But it may also raise the likelihood of evasion of adjudication.

The manner in which release mechanisms are used in local jurisdictions in California and what facilitates or obstructs release from custody is the focus of this report.

## II. THE TWO JAILS: DIFFERENTIAL PRISONER FLOWS IN JAILS

There are at least two major prisoner flows in local jails. One flow is the large number of pretrial defendants, typically accused of misdemeanors, who are released within hours. The other segment is comprised largely of accused felons and sentenced prisoners who stay for days, weeks, even years. The differences in these two flows show up most dramatically in the profile of persons booked into local jails versus the profile of persons actually housed in jail on any given day.

The total number of pre and post-sentenced persons admitted to jail in California in January 1985 was 100,201. If bookings continue at the same rate, it is expected that there will be 1,202,412 admissions for the entire year 1985 (see Table 2: Jail Bookings and Average Daily Population, California County Jails, 1985).

The vast majority of persons booked into jail are unsentenced (77%).\*

The majority of these unsentenced bookings are for misdemeanor offenses--approximately 80%. Twenty percent of the unsentenced bookings are for felonies.\*\*

The composition of the daily jail population is about half (49%) unsentenced and half (51%) sentenced. Of the unsentenced prisoners housed in jail on any given day, about 24% are charged with misdemeanors and 76% are charged with felonies, about the reverse of the unsentenced admission charge profile.\*\*\* Of the sentenced population in jail, 54% are sentenced for misdemeanors and 46% are sentenced for felonies.\*\*\*\*

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\*This ratio understates the percentage of unsentenced bookings. Several counties' unsentenced/sentenced ratio is based on a one-day tally. The fact that the one-day tally was not taken on a weekend, in all probability, significantly under-represents the proportion of unsentenced bookings.

\*\*Board of Corrections, State of the Jails, Overcrowding in the Jails, Report #1, November 1984, p. 39.

\*\*\*Ibid., p. 43.

\*\*\*\*Ibid., p. 44.



Table 2: Jail Bookings and Average Daily Population  
California County Jails  
January 1985

County	Unsentenced as Percent of Total		Sentenced as Percent of Total		Estimated Annual Bookings 1985	Estimated ADP 1985
	ADP	Bookings	ADP	Bookings		
Alameda	51	81 (1)	49	19 (1)	48,612	2,205
Alpine	33	N/A	67	N/A	N/A	3
Amador	61	66	39	34	672	18
Butte (5)	41	76 (1)	59	24 (1)	9,012	270
Calaveras	50	100 (1)	50	-- (1)	1,404	34
Colusa (5)	25	54	75	46	780	40
Contra Costa (5)	56	94	44	6	24,948	757
Del Norte (5)	39	89	61	11	1,824	41
El Dorado	41	64	59	36	8,112	144
Fresno (5)	67	94	33	6	40,812	1,277
Glenn	47	50	53	50	2,232	40
Humboldt	50	100 (1)	50	-- (1)	9,240	180
Imperial (5)	56	29	44	71	9,408	183
Inyo	29	70	71	30	1,128	51
Kern	23	83	77	17	39,600	1,726
Kings	33	63 (1)	67	37 (1)	8,076	400
Lake	32	79	68	21	2,604	59
Lassen	42	100 (1)	58	-- (1)	672	31
Los Angeles	51	72 (1)	49	28 (1)	197,496	15,473
Madera	34	77	66	23	7,584	282
Marin	34	75 (1)	66	25 (1)	11,412	269
Mariposa	39	71	61	29	1,140	18

Table 2: Jail Bookings and Average Daily Population  
California County Jails  
January 1985

County	Unsentenced as Percent of Total		Sentenced as Percent of Total		Estimated Annual Bookings 1985	Estimated ADP 1985
	ADP	Bookings	ADP	Bookings		
Mendocino (5)	48	43 (1)	52	57 (1)	4,944	145
Merced	37	73	63	27	12,612	386
Modoc	52	8	48	92	456	21
Mono	25	93	75	7	720	8
Monterey (5)	55	67 (1)	45	33 (1)	23,040	770
Napa	47	60 (1)	53	40 (1)	5,748	132
Nevada	48	47	52	53	4,368	91
Orange	48	91 (1)	52	9 (1)	79,320	2,782
Placer (5)	57	72	43	28	5,352	148
Plumas	31	64	69	36	996	26
Riverside	47	48 (1)	53	52 (1)	52,944	1,104
Sacramento	53	74	47	26	61,212	1,691
San Benito	35	100 (1)	65	-- (1)	2,712	60
San Bernardino	56	83 (1)	44	17 (1)	32,064	1,440
San Diego	56	89 (1)	44	11 (1)	114,840	2,897
San Francisco (5)	68	(2)	32	(2)	60,444	1,370
San Joaquin	47	85	53	15	24,036	889
San Luis Obispo	45	76	55	24	10,896	244
San Mateo	35	76	65	24	37,008	827
Santa Barbara	50	78	50	22	17,400	604
Santa Clara	60	67 (1)	40	33 (1)	76,248	2,680
Santa Cruz	39	100 (1)	61	-- (1)	14,112	379

Table 2: Jail Bookings and Average Daily Population  
California County Jails  
January 1985

County	Unsentenced as Percent of Total		Sentenced as Percent of Total		Estimated Annual Bookings 1985	Estimated ADP 1985
	ADP	Bookings	ADP	Bookings		
Shasta (5)	38	48 (1)	62	52 (1)	775	295
Sierra (5)	50	54	50	46	156	6
Siskiyou	64	98	36	2	3,000	53
Solano	36	92 (1)	64	8 (1)	12,468	528
Sonoma	47	92 (1)	53	8 (1)	17,280	409
Stanislaus (5)	47	77	53	23	25,896	695
Sutter (5)	31	97	69	3	4,656	128
Tehama	31	75	69	25	2,436	83
Trinity	44	80	56	20	540	16
Tulare	38	79 (1)	62	21 (1)	15,072	651
Tuolumne	34	80	66	20	2,904	58
Ventura	20	65	80	35 (1)	26,208	1,282
Yolo	46	91	54	9	8,148	240
Yuba	50	(2)	50	(2)	6,108	146
Statewide	22,979 49%	73,070 77% (3)	23,806 51%	21,585 23% (3)	1,202,412 (100%)	46,785 (4) (100%)

(1) January estimate based on one-day tally, January 23, 1985.

(2) Information unavailable.

(3) Total does not include San Francisco and Yuba Counties.

(4) Total ADP in February 1984 was 43,148. There was thus an 8.4% increase from 1984 to 1985. A partial survey of counties' ADP's for July 1985 shows that ADP continued to rise, to as high as 50,000 prisoners by that time.

(5) Average daily population calculated based on removal or addition of discretionary contra prisoners.

A. Pretrial Release Profile at Booking and In-Custody

The pretrial admission population is largely composed of persons who will be released quickly; the typical pretrial in-custody population, in contrast, is composed of people who are held until court disposition or held for other agencies on holds or warrants.

The differences in the pretrial admission and in-custody profiles are demonstrated using data from a two-week booking/release sample in four counties: Contra Costa, San Mateo, Yolo and Ventura. The percentages of persons released through various mechanisms were compared at booking and in the daily population.\* (See Appendices 3 and 4 for complete data from each of the four counties.) Data from the four counties was averaged to present the illustration in Figure 2.

Group A in Figure 2 includes persons released quickly (6 hours) through citation. This group makes up 40% of the booking profile but only 2% of the average daily population. Few people in this category go into general jail housing.

The time it takes to release on citation varies only slightly among the four counties (from 5 to 7 hours). However, the use of citation as a release mechanism varies dramatically from a low of 28% of bookings in Ventura to a high of 58% in San Mateo (see Table 3: Summary Pretrial Release Profile of Four California Counties).

Release mechanisms in Group B: Later Releases [O.R., 10% Bail, Other Bail and PC 849(b)] are somewhat more involved. For example, release on own recognizance, particularly for felony charges requires a background check. Group B releases account for approximately the same percentage at booking (39%) as Group A (40%). However, Group B accounts for a much larger percentage of the in-custody population than Group A (20% compared to 2%) due to longer stays.

Ten percent bail which takes 1.1 days on the average, and other bail which takes 2.9 days may require contacting another person or bail bond agency to post the required bail. Release on PC 849(b) (1.5 days on the average) occurs quickly for misdemeanor defendants (13 hours)

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\*Source: Pretrial release information for a two-week period was submitted by each county applying for a large project under Proposition 2. The number of persons released through each of seven release categories and the average length of stay per category was calculated. This information was used to estimate these same release categories in the daily in-custody population, i.e., No. of Bookings in Sample x Average Length of Stay = Daily Population.

No. of Days in Sample

When the pretrial in-custody estimates were checked against actual jail population, the estimates from the four counties represented in this section--Contra Costa, San Mateo, Ventura and Yolo were closest to the actual pretrial population in custody at that time. Thus, these counties were selected to demonstrate the pretrial release and charge profiles of persons at booking and in custody.

Figure 2: A Comparison of Unsented Prisoner Release Profiles:  
Bookings and Those Remaining In Custody

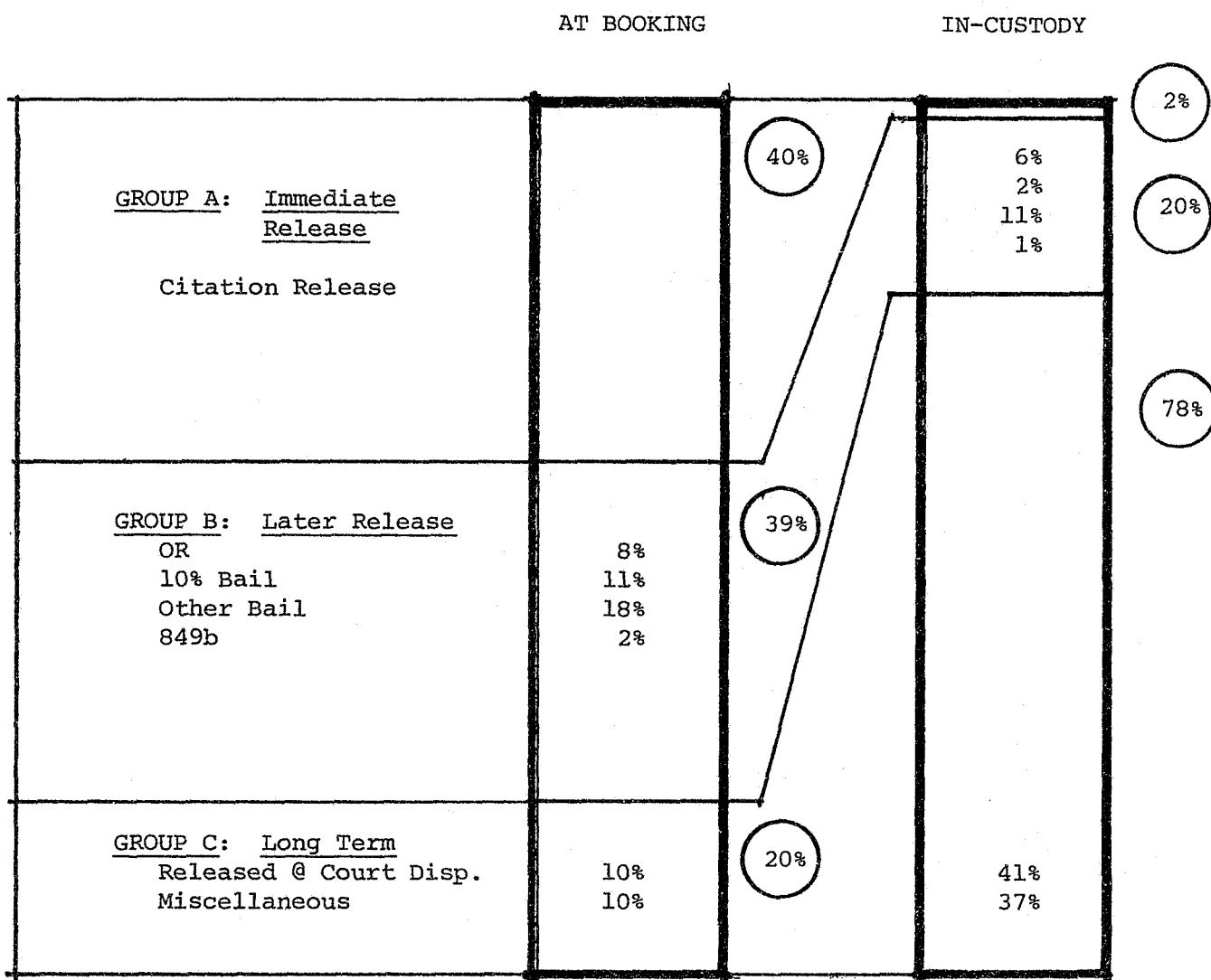


Table 3: Summary Pretrial Release Profile of Four California Counties

	Release Mechanisms							Total
	Citation	O.R.	10% Bail	Other Bail	PC 849 (b)	Released At Court Disposition	Misc.	
San Mateo								
% Bkg.	58	3	2	12	1	18	6	100
% ADP	3	2	1	8	1	72	13	100
ALS	.2	2.1	1.7	2.3	2.7	13.2	7.4	3.4
Ventura								
% Bkg.	28	5	23	26	5	5	8	100
% ADP	2	8	5	16	2	14	53	100
ALS	.3	6.5	.8	2.2	1.2	10.8	23.7	3.8
Contra Costa								
% Bkg.	38	9	10	16	3	12	12	100
% ADP	1	4	1	9	1	28	56	100
ALS	.2	4.6	1.2	5.1	1.9	23.8	43.1	9.4
Yolo								
% Bkg.	34	15	8	20	1	7	14	100
% ADP	2	11	2	10	--	48	27	100
ALS	.3	3.0	.7	2.0	.2	28.3	7.7	4.1
Aver. % at Bkg.	40	8	11	18	2	10	10	100
Aver. % ADP	2	6	2	11	1	41	37	100
ALS	.25	4.1	1.1	2.9	1.5	19.0	20.5	5.2

ADP = Average Daily Population

ALS = Average Length of Stay (from booking to release)

but takes longer for felony defendants (2.7 days). Releases on P.C. 849(b) for misdemeanor defendants consist mainly of public inebriation cases where there is no intent to prosecute. Felony cases, on the other hand, are released only after further investigation or review by police or the district attorney, for reasons such as lack of evidence.

Variation showed up among the four counties in the Group B release categories both in use and speed of release. Only Ventura used 10% bail to any significant degree (23% of bookings). The time to release for other bail ranged from 2 days (Yolo) to 5.1 days (Contra Costa).

Group C is clearly the reservoir of prisoners underlying pretrial jail crowding. This is the group that remains in jail until their court disposition (19 days) or are released through some other mechanism (21 days), e.g., released to outside agencies due to holds. Group C represents only 20% of the admission profile but 78% of the jail daily population.

B. Pretrial Charge Profile at Booking and In-Custody

The pretrial admission profile of these four counties consists mainly of persons accused of misdemeanor crimes (77%); and the daily pretrial jail population consists mainly of persons accused of felonies (69%).

A comparison of the charges at booking and the charges of persons who are in jail on any given day is presented in Figure 3 and Table 4: Summary Pretrial Charge Profile of Four California Counties. Using data from the four counties, it can be seen that the vast majority of total bookings are for misdemeanor crimes. Due to the length of stay for persons accused of misdemeanors (1.9 days), this category of persons represents a much lower percentage of the in-custody population (31%) than of the intake population (77%). There is analogous variation by type of crime. Vehicle code violation defendants who make up 50% of the total admission profile only make up 11% of the in-custody population. Substance abuse defendants make up 3% of the admission profile but stay longer than vehicle code defendants on the average (1.1 days vs. 4.5 days) and make up 2% of the jail population in these four counties.

Defendants with felony "property crimes" make up 33% of the total ADP whereas persons accused of felony crimes against persons make up 15% of the total jail population in these four counties.\* However, averaging the data for these counties masks significant differences between counties in charge profile. For example, in Contra Costa, felony/person defendants make up 38% of the ADP while this category makes up 12% or less of the ADP in the other three counties.

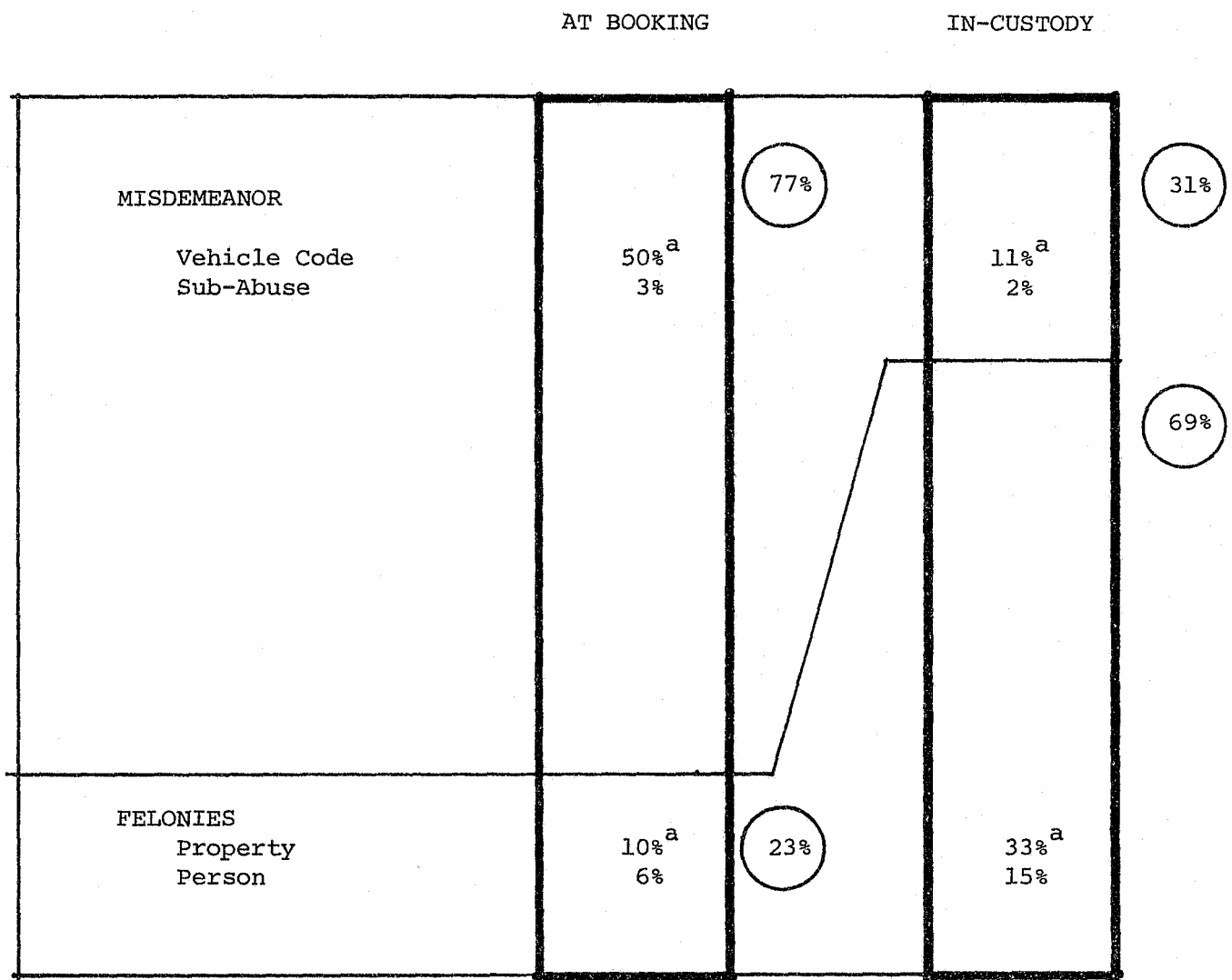
How efficiently a county can move people accused of the same crime out of jail does make a difference in jail population. For example, in San Mateo, 55% of the total bookings are for misdemeanor vehicle code violations. The ALS for this category of defendant is .6 days. Pretrial vehicle code defendants thus make up 10% of the average daily population in San Mateo. In Ventura, 50% of the total bookings are for vehicle code violations but the ALS is 1.2 days--twice that of the ALS in San Mateo. This difference means that Ventura's average daily population consists of 16% pretrial vehicle code defendants. (See Figure 4: Pretrial Misdemeanor Vehicle Code Charges as Percentage of Bookings and Average Daily Population.)

Another example of the importance of length of stay in determining the number of jail beds needed, shows up in a comparison of misdemeanor bookings in Ventura and Contra Costa Counties. Contra Costa had 27 pretrial misdemeanor bookings per day and an ALS per booking of 2.7 days, for a total of 74 beds needed per day for persons accused of misdemeanors. Ventura had 29 bookings per day with an ALS of 2.3 days, for a total of 66 beds needed for misdemeanor defendants. Ventura had two more bookings per day but needed 8 fewer beds.

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\*Felony property crimes include burglary, auto burglary, theft, etc.  
Felony person crimes include robbery, rape, assault, murder, etc.



Figure 3: A Comparison of Unsentenced Prisoner Charge Profiles:  
Bookings and Those Remaining In-Custody



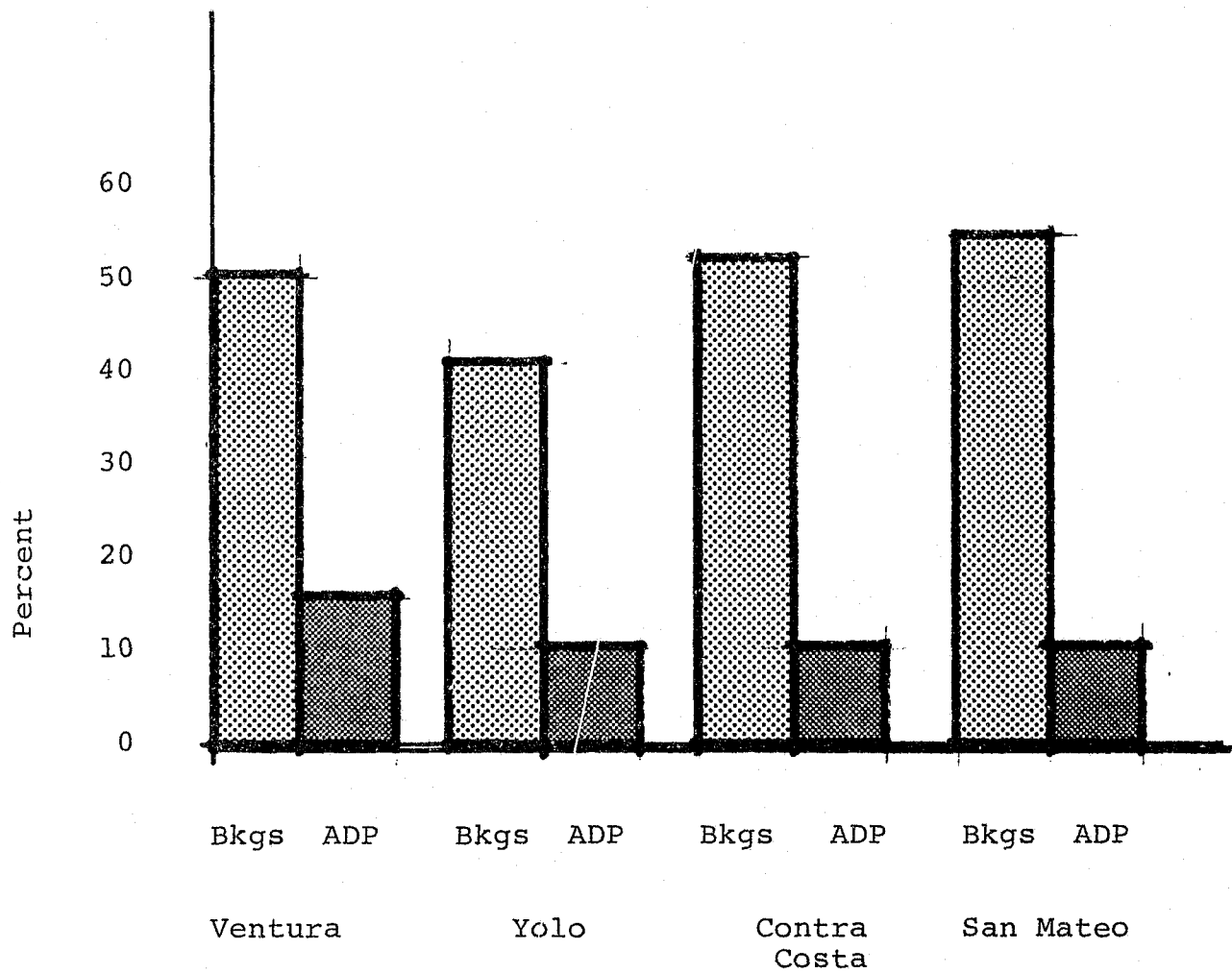
<sup>a</sup> Figures shown are percent of total unsentenced bookings and in-custody population.

These comparisons do not show that one county is doing a more efficient job than another county in processing prisoners. Without having a whole array of information including such things as police and prosecutor charging practices, these kinds of evaluative statements are not possible. The comparisons here are one dimensional and are made to point out the importance of looking at who is in jail, how long they stay, how they are released, what their charges are, etc. Unidimensional comparisons of counties are a useful yardstick in determining what areas of prisoner processing might need exploration. However, the analysis needed is more complex. For example, looking at citation release statistics alone shows that Ventura County releases the lowest percentage of persons accused of misdemeanors on citation. However, taking the analysis a step further, the data also shows Ventura releases the highest percentage of accused misdemeanants on 10% bail. Thus, if these two release categories are combined, Ventura County releases the second highest percentage of persons in these two combined categories.

Table 4: Summary Pretrial Charge Profile of Four California Counties

	All Misd.	Vehicle Code	Sub. Abuse	All Fel.	Fel. Prop.	Fel. Per.	Total
	-----	-----	---	----	-----	-----	-----
San Mateo							
% Total Bkg.	83%	55	1	17	4	2	100
ALS	1.3	.6	7.4	14.3	22.5	4.4	3.4
% ADP	30	10	3	70	29	3	100
Ventura							
% Total Bkg.	82	50	5	18	7	5	100
ALS	2.1	1.2	2.7	10.7	12.3	7.8	3.7
% ADP	47	16	4	53	24	12	100
Contra Costa							
% Total Bkg.	69	53	4	31	15	7	100
ALS	2.6	1.7	3.5	24.4	18.4	51.3	9.4
% ADP	19	10	1	81	30	38	100
Yolo							
% Total Bkg.	75	42	--	25	13	8	100
ALS	1.5	.7	--	11.9	15.7	4.0	4.1
% ADP	28	7	--	72	49	8	100
Aver. % at Bkg.	77	50	2.5	23	10	5.5	100
ALS	1.9	1.1	4.5	15.3	17.2	16.9	5.2
Aver. % ADP	31	11	2	69	33	15	100

Figure 4: Pretrial Misdemeanor Vehicle Code Charges As Percentage of Bookings and Average Daily Population



### III. PRETRIAL RELEASE

Twenty-five counties analyzed data from two weeks worth of unsentenced bookings calculating both the rate of use and average time to release for various pretrial release mechanisms. Tables 5 through 8 present data on the release mechanisms used for persons released prior to their court disposition. Not included in this data are persons released at court disposition (16% of bookings) and miscellaneous releases, e.g., released to State agency or other outside agency (11% of bookings). (The data is presented in detail in Appendices 3 and 4.)

#### A. Statewide Release Patterns

For the group of prisoners released through citation, bail, own recognizance, or PC 849(b), overall release is fairly quick. The pace of release corresponds roughly with presumed "man on the street" sense of severity: accused felons take longer than misdemeanants to release, and in both felony and misdemeanor bookings, personal assaults take longer than other charge categories to release. Likewise, the release mechanisms used seem to reflect this "sense of severity": accused felons are required to post bail and misdemeanants are released on a promise to appear (citation).

The fact that the great majority of jail admissions are released quickly indicates the importance of adequate intake space and staff. Public inebriates account for nearly one-quarter of all bookings, but only stay ten hours. Vehicle code violators (mostly drunk drivers) account for over half of all bookings, but stay only 13 hours. Generally speaking, these defendants remain in jail only long enough to sober up and then are released. As already demonstrated, the choice of one release mechanism over another makes a big difference in time in jail in most cases. For misdemeanor bookings, there is a significant disparity in time to release for persons receiving citations and persons released through court own recognizance. There are similar considerations used to determine the eligibility of persons released through these two mechanisms (e.g., community ties) but going to court adds over five days to the release time (see Table 5: Pretrial Release Mechanisms by Charge). It should be noted that court O.R. may not be a substitute in the majority of cases in the sense that only those persons who were not eligible for citation release were then released on O.R. Nevertheless, the choice of one mechanism over another affects time in jail and cost.

#### B. Misdemeanor Release Patterns By County

The most frequently used (44% of misdemeanor bookings) and fastest release mechanism employed throughout California is citation release (PC 853.6). Citation release was the preferred method of release for all misdemeanor charge categories except property theft and "other" (which includes miscellaneous offenses, such as failures to appear on previous charges). The one county that did not use citation release (Orange) had the highest misdemeanor average length of stay for the five release mechanisms studied. (Since the time this data was submitted, Orange County has instituted citation release.) Sheriff

citation and PC 849(b) provide the quickest method of pretrial release for persons accused of misdemeanors, 8 and 15 hours respectively. These two release mechanisms account for the pretrial release of 58% of persons accused of misdemeanors released prior to trial\*

The release mechanism used most frequently (49%) for public inebriates is PC 849 (b) which indicates that, once sober, inebriates are released without charge in half of these bookings. Inebriates released through PC 849(b) stay an average of 8 hours prior to release.

Court own recognizance release is the least frequently used release mechanism (7%) for persons charged with misdemeanors, although 17% of the misdemeanor property theft bookings are released through Court O.R.

The special Ten Percent Bail Program for misdemeanor bookings is not used extensively (12%) by most counties. Although some counties--El Dorado, Sonoma--do use it extensively, these are counties that do not use citation release extensively and their average time to release under ten percent bail is very close to the average time to release for citation. Ten percent bail appears to be a substitute for citation in these counties. The average time to release for the 25 counties combined for ten percent bail is only marginally shorter than release on other bail (1 day vs. 1.1 days).

Over 20% of all misdemeanor bookings are released through other bail; of all the misdemeanor property/theft bookings, 34% are released by other bail.

Table 6 shows misdemeanor release practices by county. No apparent patterns emerge, e.g., rural vs. urban, although counties in the Central Valley tend to have a lower use of citation release than most urban counties. Central Valley counties also tend to have a higher use of PC 849(b) release. The high use of this release mechanism is indicative of the high number of public inebriate bookings. (This suggests that the wide variation among counties in release patterns may be partly explained by different arrest patterns.)

#### C. Felony Release Patterns by County

Court O.R. (29%) and bail bond (57%) were the most frequently used release mechanisms for felony bookings. Three counties released close to 50% or above of felony defendants through own recognizance (Nevada, Orange, Santa Clara). Court O.R. in California counties took almost

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\*California Penal Code Section 853.6 provides for the release of persons arrested for a misdemeanor on a written notice to appear in court, commonly called a citation release. California Penal Code Section 849(b) provides for the release from custody with charges dropped of any person if there are insufficient grounds for making a criminal complaint, or if the person arrested was arrested for being under the influence of alcohol or drugs and no further proceedings are desirable.

twice as long as any other standard pretrial release mechanism (6.8 days on the average). Own recognizance release took from a low of 16 hours in Sacramento to a high of 17 days in Alameda.\*

The length of time it takes to be released on own recognizance raises several equity issues. Money bail has long been criticized as inequitable and costly because it keeps many, and particularly poor, people detained at considerable expense because they cannot post bail. This concern has led to substitution release mechanisms such as ten percent bail and own recognizance. Own recognizance release as an alternative to bail works towards fairness in one sense--of providing release for some prisoners without the means to bail--but because OR takes significantly longer than bail, equity is not fully achieved. For persons eligible for own recognizance release, there are strong arguments that the time to release could be shortened. Other studies indicate that there have been fairly low rates of forfeiture among defendants released without posting cash bail. In fact, the majority of defendants who are released awaiting disposition of their cases return for all court appearances and remain arrest free while on release.\*\* If this is true for California, a faster O.R. release process would reduce the jail population, not impact adversely on court calendars or public safety, and make pretrial release more equitable.

Review of data in Table 7 shows no apparent geographic patterns regarding felony releases. It is particularly important to be cautious in making judgments and comparisons using this data because the "Hold to Court Disposition" group of prisoners and those released to other agencies are not accounted for in this data. These groups of felony defendants tend to stay in jail for long periods of time and comprise a major portion of the pretrial in-custody population. A special study of one sub-category of this group of prisoners--state parolees--was completed for this report (see Parolees In Custody in Local Jails.)

It is important not to draw overly simplified conclusions from analysis of the data in these tables. For example, it is assumed that a short length of stay is indicative of strong use of alternatives. However, more analysis should be completed. For example, Riverside County has the lowest overall length of stay for the release mechanisms studied (see Table 8: Pretrial Releases in 25 California Counties). However, Riverside County also has the highest percentage of misdemeanor bookings and because misdemeanor defendants are typically released much more quickly than felony defendants, the overall ALS in this county is low. The ALS in Riverside, as in all counties, is related to type of bookings as well as alternatives employed.

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\*Data from Alameda County was collected after city jails released defendants through their own citation and O.R. programs.

\*\*Willful failure to appear did not exceed 4% of all released defendants. Ten to 20% are re-arrested with about half of those being convicted. Source: U. S. Department of Justice, Report to the Nation on Crime and Justice, October 1983, pp. 58-59.

Understanding of different police and prosecution charging policies is also very important in an analysis of jail population and use of alternatives. For example, in a study of three counties conducted by the National Council on Crime and Delinquency, Differential Use of Jail Confinement in California, researchers found a large difference in the percentage of felony and misdemeanor arrests that resulted in no further action. Twenty-six percent of felony arrests in San Francisco, 28 % in Los Angeles, and only 1 % in Yolo County resulted in no further action. Similarly, 29 %, 11 % and 2% of all misdemeanor arrests in these respective counties had no further action.\*

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\*National Council on Crime and Delinquency, Differential Use of Jail Confinement in California, October 31, 1983.



TABLE 5  
PRETRIAL RELEASE MECHANISMS BY CHARGE<sup>1</sup>

Type of Charge	Sheriff Citation		Court O.R.		10 Percent Bail <sup>4</sup>		Other Bail		849 (b) PC		Total	
Misdemeanor	% Released <sup>2</sup>	ALS <sup>3</sup>	% Released	ALS	% Released	ALS	% Released	ALS	% Released	ALS	% Released <sup>5</sup>	ALS
Inebriate	35	7 hrs. (.3 da)	4	50 hrs. (2.1 da)	2	14 hrs. (.6 da)	10	18 hrs. (.8 da)	49	8 hrs. (.3 da)	23	10 hrs. (.4 da)
Substance Abuse	38	12 (.5)	13	125 (5.2)	17	39 (1.6)	30	32 (1.4)	3	45 (1.9)	4	30 (1.2)
Property/Theft	31	10 (.4)	17	136 (5.7)	17	37 (1.5)	34	38 (1.6)	2	49 (2)	7	39 (1.6)
Person/Violence	41	7 (.3)	14	158 (6.6)	18	37 (1.5)	23	51 (2.1)	4	47 (2)	5	50 (2.1)
Vehicle Code	55	11 (.5)	6	76 (3.2)	15	20 (.8)	23	20 (.9)	1	22 (.9)	53	13 (.5)
Other	28	7 (.3)	9	57 (2.4)	17	24 (1)	43	17 (.7)	3	24 (1)	9	21 (.9)
Misdemeanor Total	44	8 (.3)	7	133 (5.5)	12	24 (1)	22	26 (1.1)	14	15 (.6)	100	18 (.8)
Felony												
Substance Abuse	2	66 (2.8)	28	166 (6.9)	4	153 (6.4)	63	99 (4.1)	3	117 (4.9)	22	106 (4.4)
Property/Theft	3	105 (4.4)	32	141 (5.9)	3	156 (6.5)	53	93 (3.9)	10	65 (2.7)	43	112 (4.7)
Person/Violence	1	74 (3.1)	31	176 (7.3)	4	56 (2.3)	55	137 (5.7)	9	59 (2.5)	23	157 (6.6)
Other	4	79 (3.3)	33	149 (6.2)	6	33 (1.4)	54	48 (2)	2	94 (3.9)	13	85 (3.5)
Felony Total	3	78 (3.2)	29	162 (6.8)	4	85 (3.6)	57	93 (3.9)	8	69 (2.9)	100	112 (4.7)
Total <sup>6</sup>	37	10 (.4)	11	144 (6)	11	33 (1.4)	28	56 (2.3)	13	29 (1.2)	100	37 (1.6)

<sup>1</sup>Source: Data from samples by 25 California counties of bookings and/or releases during 1982 and/or 1983. Samples cover the equivalent of at least two weeks of activities. The data in this table cover only those persons booked pretrial and released prior to court disposition. Data are averages of the counties, not of all the individual cases aggregated for all counties.

<sup>2</sup>Percentages in the release category columns refer to percentages within charge categories. Thus, 35% of inebriate bookings were cite released.

<sup>3</sup>ALS (average length of stay from booking to release) is expressed in hours and, in parentheses, in days.

<sup>4</sup>10% bail refers only to 10% misdemeanor bail deposited with the court by the defendant. It does not include bail provided through bail bondsmen.

<sup>5</sup>Percentages in the "Total" column refer to percentages of misdemeanor or felony releases. Thus, inebriates accounted for 23% of all misdemeanor releases prior to court disposition.

<sup>6</sup>Los Angeles County does not distinguish misdemeanor from felony warrant arrests. Thus, warrant bookings for Los Angeles are included in the total, but not in either the misdemeanor or felony data.

TABLE 6

PRETRIAL MISDEMEANOR RELEASE MECHANISMS IN 25 CALIFORNIA COUNTIES<sup>1</sup>

	Citation		Court OR		10% Bail		Other Bail		PC 849(b)		Total	
	% <sup>2</sup>	ALS	%	ALS	%	ALS	%	ALS	%	ALS	% <sup>3</sup>	ALS
Alameda <sup>5</sup>	48	5 hours	15	72 hours	9	70 hours	26	29 hours	2	12 hours	67	27 hours
Contra Costa	67	4	9	60	15	16	8	32	1	21	74	14
El Dorado	22	29	7	60	49	10	22	24	1	12	83	21
Fresno	34	4	2	147	1	53	12	24	51	10	89	13
Glenn	5	10	7	67	31	7	27	11	30	7	78	13
Kern	71	12	2	141	5	72	21	32	1	1	81	22
Kings	35	6	5	116	7	88	34	74	19	8	90	41
Los Angeles	74	8	1	25			6	26	19	19	73	11
Madera	44	3	4	175	4	2	21	22	28	8	84	15
Monterey	66	3	4	257	1	0	24	6	6	3	89	13
Merced	47	3	1	1,170	7	5	25	19	20	7	88	25
Nevada	28	3	15	78	9	13	36	16	13	6	82	20
Orange <sup>6</sup>			57	38	5	50	36	70	2	29	83	50
Riverside	60	9			3	21	19	11	18	10	93	10
Sacramento	89	5	2	24	1	13	7	24	1	32	79	7
San Bernardino	56	14	4	108			34	24	6	130	70	28
San Diego	47	7	3	61	7	17	31	25	12	12	78	16
San Mateo	85	5	2	26	2	7	10	50	1	17	89	10
Santa Clara	42	5	6	86	4	20	37	24	12	5	81	17
Solano	35	5	6	38	19	5	24	16	16	2	86	9
Sonoma	13	21	7	43	49	9	13	14	18	5	88	13
Tulare	17	6	4	45	31	9	22	18	26	3	77	10
Ventura	39	6	3	207	32	16	23	13	3	10	83	17
Yolo	55	5	11	26	14	12	19	16	1	4	78	10
Yuba	30	10	3	120	7	21	21	20	39	11	86	16
Average, All Counties <sup>4</sup>	44%	8 hours .3 da	7%	133 hours 5.5 da	12%	23 hours 1 da	22%	26 hours 1.1 da	14%	15 hours .6 da	82%	18 hours .8 da

Table 6 footnotes.

<sup>1</sup>Source: Data from samples by 25 California counties of bookings and/or releases during 1982 and/or 1983. Samples cover the equivalent of at least two weeks of activities. The data in this table cover only those persons booked pretrial and released prior to court disposition.

<sup>2</sup>Percentages in the release category columns refer to percentages of pretrial misdemeanor bookings released via the particular release mechanism.

<sup>3</sup>Percentages in the "Total" column refer to the percentage of all pretrial (predisposition) releases accounted for by those charged with misdemeanors.

<sup>4</sup>The "Average, All Counties" is an average of the counties, not of all the individual cases aggregated for all counties.

<sup>5</sup>Alameda County's release data is skewed somewhat because it includes only bookings into county facilities. A large volume of cases are booked and released at city jails.

<sup>6</sup>Orange County does not use sheriff's citation release; instead, court representatives grant misdemeanor OR releases.

TABLE 7

PRETRIAL FELONY RELEASE MECHANISMS IN 25 CALIFORNIA COUNTIES<sup>1</sup>

	Citation		Court OR		10% Bail		Other Bail		PC 849(b)		Total	
	% <sup>2</sup>	ALS	%	ALS	%	ALS	%	ALS	%	ALS	% <sup>3</sup>	ALS
Alameda			45%	418 hours	4%	77 hours	51%	288 hours			33%	338 hours
Contra Costa	2%	10 hours	18	180	7	117	58	159	15%	49 hours	26	140
El Dorado	7	300	17	199	21	120	48	134	7	72	17	149
Fresno			17	185	3	103	80	166			11	167
Glenn			37	127			33	34	30	46	22	72
Kern			14	339			77	70	9	141	19	114
Kings			15	180			85	192			10	190
Los Angeles			13	34			56	33	31	71	18	45
Madera	3	7	25	130	3	21	65	98	5	38	16	99
Monterey	7	0	7	240	7	43	79	40			11	52
Merced			17	383	11	12	72	57			12	106
Nevada			56	225			44	18			18	134
Orange			65	84	5	322	30	110			17	104
Riverside			46	50			54	20			7	34
Sacramento	21	67	13	16			56	33	11	66	21	42
San Bernardino	9	264	15	194			47	74	29	108	30	119
San Diego	4	19	36	110	2	14	45	86	12	77	22	90
San Mateo			18	70	6	124	67	62	9	119	11	72
Santa Clara	3	4	49	173			43	94	6	36	19	127
Solano	4	56	43	144	4	72	49	55			14	94
Sonoma			43	145			57	29			12	79
Tulare			25	149	4	96	67	86	4	24	23	100
Ventura	1	9	19	112			65	124	15	50	17	110
Yolo	2	120	46	110	2	72	49	93			22	101
Yuba			39	51	9	2	52	171			14	109
Average, All Counties <sup>4</sup>	3%	78 hours 3.2 da	29%	162 hours 6.8 da	4%	85 hours 3.6 da	57%	93 hours 3.9 da	7%	69 hours 2.9 da	18%	111 hours 4.6 da

Table 7 footnotes.

<sup>1</sup>Source: Data from samples by 25 California counties of bookings and/or releases during 1982 and/or 1983. Samples cover the equivalent of at least two weeks of activities. The data in this table cover only those persons booked pretrial and released prior to court disposition.

<sup>2</sup>Percentages in the release category columns refer to percentages of pretrial felony bookings released via the particular release mechanism.

<sup>3</sup>Percentages in the "Total" column refer to the percentage of all pretrial (predisposition) releases accounted for by those charged with felonies.

<sup>4</sup>The "Average, All Counties" is an average of the counties, not of all the individual cases aggregated for all counties.

TABLE 8

PRETRIAL RELEASES IN 25 CALIFORNIA COUNTIES<sup>1</sup>

	Citation		Court OR		10% Bail		Other Bail		PC 849(b)		Total	
	% <sup>2</sup>	ALS	%	ALS	%	ALS	%	ALS	%	ALS	% <sup>3</sup>	ALS
Alameda <sup>5</sup>	32	5 hours	25	278 hours	8	70 hours	35	156 hours	1	12 hours	100	130 hours
Contra Costa	50	4	11	105	13	28	21	123	5	45	100	46
El Dorado	19	46	9	106	44	19	26	60	2	62	100	43
Fresno	30	4	4	176	1	64	19	132	46	10	100	39
Glenn	4	10	14	103	24	7	28	17	30	17	100	26
Kern	58	12	4	258	4	72	32	49	2	109	100	39
Kings	32	6	6	132	6	88	39	99	17	8	100	55
Los Angeles												
Warrants <sup>6</sup>	9	150	21	47			55	283	15	121	9	196
All Charges	55	10	5	38			19	97	21	39	100	34
Madera	38	3	7	150	3	3	28	36	24	9	100	24
Monterey	59	3	4	253	2	22	30	16	5	3	100	17
Merced	42	3	2	698	8	6	31	30	17	7	100	34
Nevada	23	3	23	145	7	13	37	16	10	6	100	41
Orange <sup>7</sup>			59	48	5	101	35	77	2	29	100	60
Riverside	56	9	3	50	3	21	22	13	16	10	100	12
Sacramento	75	10	4	19	1	13	17	30	3	55	100	15
San Bernardino	42	31	7	163			38	43	13	115	100	56
San Diego	37	7	11	98	6	17	34	43	12	27	100	32
San Mateo	76	5	4	50	2	54	16	55	2	99	100	17
Santa Clara	34	5	14	142	3	20	38	41	11	6	100	38
Solano	30	6	11	98	16	7	28	26	14	2	100	21
Sonoma	11	21	11	91	43	9	18	20	16	5	100	21
Tulare	13	6	9	111	25	12	33	51	20	5	100	32
Ventura	32	6	6	155	27	16	30	53	5	29	100	33
Yolo	44	6	19	73	12	16	26	48	1	4	100	30
Yuba	26	10	8	72	7	18	25	63	33	11	100	29
Average, All Counties <sup>4</sup>	37%	10 hrs. .4 da	11%	144 hrs. 6 da	11%	30 hrs. 1.3 da	28%	56 hrs. 2.3 da	13%	29 hrs. 1.2 da	100%	37 hrs. 1.6 da

Table 8 footnotes.

<sup>1</sup>Source: Data from samples by 25 California counties of bookings and/or releases during 1982 and/or 1983. Samples cover the equivalent of at least two weeks of activities. The data in this table cover only those persons booked pretrial and released prior to court disposition.

<sup>2</sup>Percentages in the release category columns refer to percentages of pretrial bookings released via the particular release mechanism.

<sup>3</sup>Percentages in the "Total" column refer to the percentage of all pretrial (predisposition) releases accounted for by those charged with misdemeanors or felonies.

<sup>4</sup>The "Average, All Counties" is an average of the counties, not of all the individual cases aggregated for all counties.

<sup>5</sup>Alameda County's release data is skewed somewhat because it includes only bookings into county facilities. A large volume of cases are booked and released at city jails.

<sup>6</sup>Los Angeles County does not distinguish misdemeanor from felony warrant arrests. Thus, warrant bookings for Los Angeles are included in the total, but not in either misdemeanor or felony data.

<sup>7</sup>Orange County does not use sheriff's citation release; instead, court representatives grant misdemeanor OR releases.

#### IV. PROGRAM DESCRIPTIONS OF RELEASE MECHANISMS IN CALIFORNIA COUNTIES

Information in this section of the report was extracted, for the most part, from applications and needs assessments of the 41 counties applying for Proposition 2 funding. However, the 21 counties applying for small projects were not required to respond to all the questions or provide the detail required of the 20 counties applying for large projects. This report is not a study of all jail release programs operating in California. So although there were only three (3) counties providing data on supervised release programs, it may be that there are more than three such programs operating in California. The data provided by the 41 counties does, however, provide a reasonable representation of the array of programs offered and a sense of the impact of these programs on jail populations.

The data in this report is now two years old. There have, undoubtedly, been some changes in the use of alternatives since the data was submitted. For example, there has definitely been an increase in the use of sheriff-initiated work in lieu of jail programs throughout California. However, there is no available data on the overall increase or decrease in use of release mechanisms since this data was collected.

A list of the pretrial and post-sentence programs used in California is followed by descriptions of the programs in particular counties. Claims about reduced jail population through use of the programs described here have not been verified through any formal evaluation mechanism.

##### Summary of Release Programs and Procedures Utilized in California Counties\*

##### Unsentenced Programs and Procedures

- Field Citation
- Station Citation
- Social Detox
- Procedures for Mentally Ill
- On Call Judges Nights/Weekends
- Own Recognizance
- Ten Percent Bail
- Other Bail
- Release Without Charge (PC 849(b))
- Supervised Release
- Clearance of Holds and Warrants
- Pretrial Diversion (alcohol, drug, domestic violence, mentally ill, mentally retarded)
- Early Case Screening
- Early Defense Interview
- Video or Tape Recorded Arraignment
- Court Calendar and Trial Staff Management

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\*These include any program or procedure which reduces the reliance on secure detention of prisoners. Programs can take various forms. Some involve no incarceration time and some simply supplement jail time. Some programs are provided directly by the criminal justice system, some are provided by other units of county government, and some are provided by private agencies.



## Sentenced Programs and Procedures

Probation  
Home Detention  
Sheriff Initiated Work in Lieu of Jail  
Community Service Placement  
County Parole  
Early Release (PC 4024.2)  
Weekend Sentences  
Work or Education Furlough  
Alcohol and Drug Programs  
Drunk Driver Programs  
Re-entry Programs

At the end of the description of a particular category of alternative programs, there is a list of "resource counties". These counties were selected because they provided enough information in their Proposition 2 application or needs assessment to indicate impact on jail population and/or information that would be useful to other counties in implementing or expanding the alternative program.

### A. Release Procedures for Unsentenced Prisoners

#### 1. Citation Release

One major alternative to incarceration is citation release by police or sheriff's deputies under the authorization of PC 853.6. Under this section of the Penal Code, persons charged with misdemeanors can, with certain exceptions, be released after signing a "promise to appear" in court. An individual can be released at the point of arrest (field citation) or after booking (station citation). A field citation is the least costly formal release mechanism available.

##### Field Citation

Of the 1,168,811 misdemeanor arrests in 1983 in California, 183,341 (15.7%) were released in the field by law enforcement officers. The percentage of persons released in the field changed very little between 1981 (14.6%), 1982 (15.9%), and 1983 (15.7%). The number of counties that field cite 15% or less of their misdemeanor arrests has increased from 29% in 1982 to 39% in 1983 (see Table 9: Statewide Changes in Misdemeanor Citation Patterns Between 1982 and 1983. Table 10 lists all 58 counties and the percentage booked and cited in rank order.

##### Station Citation

As noted earlier, citation release at the jail is the most frequently used pretrial release mechanism: 44% of misdemeanor releases prior to court disposition. (See Table 6: Pretrial Misdemeanor Release Mechanisms in 25 California Counties.) The percentage of citation releases

prior to court disposition by county ranged from 0% in Orange County\* to 89% in Sacramento. (Orange County field-cited 25% of their arrests while Sacramento field cited 15%.)

Three of the 25 counties submitting pretrial release data ranked in the top 10 counties in use of both field and station citations: Alameda, Contra Costa and Riverside.

The average time to release for station citation was 8 hours, with a high of 29 hours in El Dorado and a low of 3 hours in four counties (Madera, Monterey, Merced and Nevada).

Some counties field-cited few arrests but station-cited a significant percentage (San Mateo). Some counties did not use any form of citation release extensively (Tulare, Glenn). Some counties field-cited a high percentage but jail-cited a small percentage (Orange, Sonoma).

Resource Counties: Alameda, Contra Costa, Riverside

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\*Since the data was submitted for this report, Orange County has begun using station citation release.

Table 9: Statewide Changes in Misdemeanor Citation Patterns  
Between 1981 and 1983

Percent Cited	CITATION PATTERNS					
	1981		1982		1983	
	No. Counties	%	No. Counties	%	No. Counties	%
0 - 15%	33	57	29	50	39	67
16 - 20%	11	19	13	22	7	12
21 - 25%	6	10	8	14	5	9
26 - 30%	5	9	6	10	5	9
Over 30%	3	5	2	3	2	3
TOTAL	58	100	58	100	58	100

Table 10: Percentage of Field Citations and  
Bookings of Misdemeanor Arrests  
All California Counties, 1983

County	% Cited	% Booked	% Other*
Trinity	0	99	1
Sutter	1	99	
Tulare	3	96	1
Del Norte	4	95	
Inyo	4	95	1
Colusa	4	96	0
Los Angeles**	4	60	36
Madera	5	95	
Glenn	5	95	
Sierra	5	93	2
Mendocino	6	94	
Mono	6	93	1
San Benito	6	94	0
Modoc	7	86	8
Imperial	7	92	1
Shasta	7	93	
Lake	7	91	2
Fresno	8	92	
San Joaquin	8	91	1
Lassen	8	91	1
San Luis Obispo	9	90	1
Yuba	9	91	0
Kings	9	90	
Humboldt	9	90	1
San Mateo	9	90	
El Dorado	9	91	
Nevada	10	74	16
Amador	11	88	1
Merced	11	89	
Plumas	12	88	0
Butte	13	87	1
Siskiyou	14	86	1
Ventura	14	81	5
Yolo	14	82	4
San Bernardino	15	84	1
Tehama	15	85	
Sacramento	15	77	8
Stanislaus	15	84	1
Kern	15	84	
Napa	17	83	
Riverside	17	83	1
Mariposa	18	82	0
Marin	18	80	2
Monterey	18	82	
Tuolumne	19	81	

County	% Cited	% Booked	% Other*
Contra Costa	19	80	1
San Francisco	22	78	
Solano	23	77	1
Orange	25	73	2
Calaveras	25	74	1
Placer	25	75	
Santa Clara	26	74	1
Sonoma	27	71	2
Santa Cruz	27	72	1
Santa Barbara	29	71	1
Alameda	29	66	5
San Diego	34	64	2
Alpine	50	50	0

\*Other - civil drunk or arrestee makes bail on warrant and is neither cited nor booked.

\*\*Los Angeles Police Department put everything in "Other" category.

Source: Bureau of Criminal Statistics.

## 2. Release Mechanisms for Public Inebriates

More often than not, jails serve as at least temporary holding facilities for people who are unable to function in their communities--the public inebriate, the mentally ill, the mentally retarded. Generally speaking, the crimes the vast majority of these people commit are minor--trespassing, disturbing the peace. Jail administrators face serious liability issues when housing these inmates in that they may become seriously ill or harm themselves while incarcerated. The jail for this population is the "social agency of last resort".\*

For example, most public inebriates taken into law enforcement custody in California sober up in jail rather than social setting detox facilities. Almost ninety percent (89%) are released prior to court disposition through quick release mechanisms.\*\* Ninety-six percent of those released prior to court disposition are released when sober, in less than one day. In the majority of counties, 10% or less of the public inebriates go into general jail housing. Those held have holds, warrants or other charges, are in need of medical attention, or are chronic offenders.

Public intoxication in California has been decriminalized. However, public inebriates can be arrested under PC 647(f), which applies to disorderly conduct by an intoxicated person who is unable to exercise care for his own safety or the safety of others. A peace officer may place a public drunk in civil protective custody (PC 647ff) and deliver the person to a facility for the 72-hour treatment and evaluation of inebriates (designated pursuant to Section 5170 Welfare and Institutions Code). This is an involuntary commitment for those in need of medical detoxification. No criminal proceedings would occur under this scenario. There are no available statistics on the number of these commitments in California.

Although most jail administrators would agree that jail is not the appropriate setting for detoxification of public inebriates, nineteen percent (19%) of all misdemeanor pretrial bookings in a twenty-four county sample were for persons deemed "drunk in public". Most counties in California have very limited or no social setting detox facilities available for peace officer referrals. Only 18 (37%) of the 41 reporting counties indicated that there were social detox facilities available for public inebriates in their counties. A social setting detox is usually staffed by alcohol counselors and is for voluntary referrals only. An inebriate not requiring medical detoxification may sober up and receive counseling and information and referral.

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\*Jails: Intergovernmental Dimensions of a Local Problem, A Commission Report, Advisory Commission on Intergovernmental Relations, Washington, D. C., May 1984, A-94, p. 173.

\*\*Source: Sample of 25 counties submitting pretrial release data.

Typical eligibility requirements include having no other criminal charges and no history of violence. The National Coalition for Jail Reform argues that it costs almost three times as much to detoxify a public inebriate in the criminal justice system rather than in the health care system.\* Most public inebriates (90%) would qualify to go to a social setting detox rather than jail if social detox were available.\*\* One example of this occurred in Monterey County. The total number of public drunkenness bookings dropped from 8,000 to 1,500 per year after 1974 when a social setting detox opened.

More and more counties facing overcrowding, liability issues, etc. have made greater use of citation release and PC 849(b) release when the inebriate is sober. One-half (49%) of those released prior to court disposition were released through PC 849(b) within eight hours. These inebriates had no charges other than drunk in public and no reason existed to route the person through the court system. The remaining group were released in less than a day through citation release, 10% bail or other bail, or in two days through own recognizance (see Table 5). An average of 7% of the public inebriates booked in 23 California counties are held until court disposition. This ranges from five counties with no one held until court disposition (Contra Costa, Fresno, Los Angeles, Sacramento, Solano) to high of 20% held in Santa Clara and 24% in Tulare.

Fifty-one percent of the public inebriates booked were released with charges pending, e.g., through citation release, 10% bail. Reviewing the data by county, it shows that counties with a high percentage of releases with charges pending tended also to have the lowest percentage of public inebriate bookings, e.g., Alameda, Kern, Sacramento, San Bernardino, San Mateo. All these counties, with the exception of San Bernardino, have detox facilities available. This data suggests that in counties with detox available, typically only those inebriates facing additional charges are brought to jail.

About half of Fresno County's total misdemeanor bookings and 40% of Yuba County's misdemeanor bookings are for drunk in public. However, 98% and 96% respectively of those bookings are released without charge (PC 849(b)). Fresno County has no social setting detox for law enforcement referral, but Yuba County does refer 13% of their inebriates to detox.

As a result of the needs assessment process, El Dorado County stopped its practice of booking all public inebriates and holding them till adjudication. Public inebriates are now held until sober and then released.

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\*In some jurisdictions, a social detox facility may cost the same per day or more than the jail. In Contra Costa County, for example, the per day cost for social detox is \$45 and the cost for the main jail is \$45.25 per day in FY 1984-85.

\*\*"The Public Inebriate", National Coalition for Jail Reform.

Generally speaking, few public inebriates go into general jail housing (16%). This figure includes three counties (Mendocino, Siskiyou, Glenn) that have to put 100% of their inebriates into general housing because there is no designated detoxification cell within the jail facility. Seventy percent of the 41 reporting counties put 10% or less of the inebriates into general jail housing.

Some counties provide alcohol services in jail. Alameda County has a County Alcohol Rehabilitation Program at one of their detention facilities. The Bureau of Alcoholism Services in Santa Clara County provides assistance to public inebriates who remain in custody (20%) to await court disposition. There is also a 16-bed medical unit in Santa Clara jail facilities for inebriates who require medical attention. Santa Clara County also operates a Drinking Driver Center. A trailer is placed outside the jail for booking. Generally, the defendant is released within one hour and most are never taken to the main jail. Santa Clara officials estimate that 11,000 defendants are diverted annually from the main jail.

Resource Counties: Sacramento, San Diego, Alameda,  
Monterey, San Mateo



### 3. Release Mechanisms for Mentally Ill

Throughout California, mentally ill persons present special and growing problems for the criminal justice system. It is estimated that between 8-10% of the people who are admitted to jails are chronically mentally ill.\* Although reliable data are not available about the number and nature of mental disorders among this population, it is clear that the overall resources for responding to this group of prisoners are strained. There are few mental health facilities and resources available to the mentally disordered criminal justice population, and officials within the criminal justice system are sensitive to their own lack of training for response to persons with mental problems.\*\*

The problem is multifaceted. The Lanterman-Petris-Short Act (LPS) of 1968 is one major source of the "criminalization" of the mentally ill. That act had the practical effects of making involuntary hospitalization more difficult to accomplish and created an impetus to shift the location of treatment from state hospitals to community-based programs.\*\*\* During the 1970's, it became increasingly difficult for counties to place offenders (and non-offenders) in state hospitals for treatment. The funding to provide the needed services at the community level to this population did not materialize. Also, involuntary commitments became more difficult to obtain. The result is that mentally disordered persons who might, in the past, have been channeled into mental health services or facilities, are appearing in greater numbers, as offenders, in the criminal justice system. Often the charges are for relatively minor offenses such as misdemeanor assaults and thefts.\*\*\*\*

Moreover, with less access to state hospitals, counties have been forced to rely more and more upon their own resources in treating offenders who manifest mental and emotional disturbances.

The consequence is that there appears to be a relatively distinct group who shuttle back and forth between mental health and criminal justice interventions. A study of a group of 500 of San

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\*National Coalition for Jail Reform, "Mentally Ill People in Jail."

\*\*Officials from criminal justice agencies expressed their concerns and doubts in the "Western County Mini-Conference of the Mentally Ill Offender: A Multi-Disciplinary Approach", April 23, 1980.

\*\*\*This change and its effects are described in Gary Whitmer, "From Hospitals to Jails: The Fate of California's Deinstitutionalized Mentally Ill", American Journal of Orthopsychiatry, January 1980, pp. 65-75.

\*\*\*\*This, at least, is the pattern in California generally, See Whitmer, p. 66.

Francisco's mentally disordered offenders showed that all had prior histories of psychiatric treatment.\* A smaller study in Contra Costa County showed that nearly 90 percent of a group of 66 offenders with mental health problems had had prior contact with the mental health system.\*\*

If a law enforcement officer makes contact with someone in the field who, as a result of a mental disorder, is gravely disabled or is a danger to himself or others, rather than making an arrest the officer may place the person into protective custody and transport the person to a "designated" mental health facility for 72-hour evaluation and treatment (5150 Welfare and Institutions Code). This is an involuntary commitment.

Penal Code Section 4011.6 authorizes jail personnel or judges to have an inmate suspected of a mental disorder taken to a mental health facility to be evaluated and treated for 72 hours. Depending on the situation, the offender may remain at the mental health facility or return to the detention facility. If the prisoner is awaiting criminal proceedings, but it has been determined that participation in such proceedings would be detrimental to his/her well-being, the time spent at the facility will not be counted in any statutory time requirements for arraignment or trial.

Section 4011.8 PC allows a prisoner to voluntarily apply for inpatient mental health services. If the prisoner is transferred to a mental health facility, and the prisoner is awaiting criminal proceedings, the proceedings are temporarily suspended; if the prisoner is sentenced, the time spent at the facility counts as part of the sentence.

Very few mental health treatment alternatives were described in the information supplied by California counties. Sacramento County has a Mentally Disordered Inmates Program whereby mentally disordered inmates and inmates found to be "Not Guilty by Reason of Insanity" are interviewed and evaluated by psychiatric staff. This evaluation expedites the processing time of inmates. Sacramento County evaluates approximately 30 inmates per year. Los Angeles, Marin, San Bernardino, and Los Angeles Counties reported some community alternatives to incarceration for mentally disordered offenders.

Resource Counties: Alameda, Sacramento

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\* Ibid. p. 67.

\*\* The Contra Costa study was cited in a report, "Comprehensive Health Services for Jail Inmates", the County Subvention Program (Quarterly Progress Report, October 14, 1980).

#### 4. Programs for Expediting Pretrial Release Decisions

Recently, as jail populations have increased, procedures for the courts' handling of pretrial release decisions have become important in analyzing jail crowding. In the 20 counties where data was available, 14 counties indicated that they used some procedure, such as use of weekend judges, to expedite the courts' handling of pretrial release decisions. Some programs are not really alternatives to incarceration but may speed up release decisions or case disposition.

##### On-Call Judges

The two most widely used procedures were having judges on call at night and during weekends and having interviewers collect personal history information either for bail or own recognizance release. Seven counties--Alameda, Los Angeles, Riverside, Sacramento, San Diego, Santa Clara and Ventura--had on-call judges at night and during the weekend pursuant to P. C. Section 810.\*

This procedure has been successful. For instance, 25% of all O.R. releases in Alameda County in 1982 involved on-call judges on weekends alone. This represented 12.8% of all weekend felony arrests. In Riverside County, on-call judges provided release for 37% of all felony bookings. Sacramento County estimates that 60% of all felony bookings occur on weekends and nights and the availability of on-call judges lowers the number of in custody pretrial defendants, especially on the weekends.

##### Bail/Own Recognizance

Bail is the most common pretrial release mechanism in California. Thirty-eight percent (38%) of persons released prior to court disposition were released through 10% bail (11%) or other bail (28%). Fifty-seven percent (57%) of felony bookings were released by other bail.

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\*Section 810. (Designation of on call magistrate)

(a) The presiding judge of the superior court, the presiding judge of each municipal court in a county, and the judge of each justice court in a county, shall, as often as is necessary, meet and designate on a schedule not less than one judge of the superior court, municipal court or justice court to be reasonably available on call as a magistrate for the setting of orders for discharge from actual custody upon bail, the issuance of search warrants, and for such other matters as may by the magistrate be deemed appropriate, at all times when a court is not in session in the county.

Information was collected by the Board of Corrections on bail schedules only from counties applying for AB 3245 funds. Bail set for various charges differed among counties. It may be that lower bail schedules facilitate release for some defendants.

A total of 11% of the pretrial bookings released prior to court disposition are granted own recognizance release by the court--7% of the misdemeanor releases and 29% of the felony releases. Misdemeanor O.R. takes, on the average, 5.5 days and felony O.R. takes 6.8 days (see Table 5). Twelve counties (Alameda, Contra Costa, Fresno, Kings, Napa, Nevada, Orange, Riverside, Sacramento, Santa Clara, Yolo and Ventura) provided descriptive information on the use of interviewers to collect personal history data on defendants for O.R. and bail decisions. Program procedures and authority differed from county to county. Especially in regard to felony defendants, the O.R. investigation typically begins after initial arraignment. However, in Alameda County, the Probation Department interviewers collected personal history information prior to arraignment. This reduced release delays from post-arraignment reviews. Alameda County estimated this procedure reduced jail population by 15 inmates per day in 1982-83. In Contra Costa, information was collected on felony defendants following arraignment due to the high number of defendants that bailed out of jail pre-arraignment. This resulted in an average of 7.5 days to release on own recognizance for felony defendants.

In Orange and San Diego Counties, the interviewers have the power to make binding release decisions for routine cases, i.e., most misdemeanor defendants. At the time the data summarized here was collected, Orange County did not use citation release. Orange County released 57% of their misdemeanor bookings through O.R., far above the 7% average of other counties. The pretrial investigators are civilian employees of the Court and are former law enforcement officers. The failure to appear rate for both O.R. release and bail release remained stable at 2-3% in 1982. In more serious cases, Orange County interviewers screen candidates as eligible for O.R. and contact the judge for a final decision. They reported that 65% of their felony defendants who gained predisposition release did so through O.R. In San Diego County, officials estimate this O.R. process reduces length of stay by 3 days for felony inmates, or in their case, 45 beds saved in FY 1982-83. Their ALS to release on O.R. for accused felons was 4-1/2 days--two days below the average.

Sacramento, Fresno and Nevada Counties use a point scale to determine eligibility for own recognizance release. Some research has shown that there is a higher incarceration rate in the same type of cases where a subjective rather than objective (e.g., point system) rating scheme is employed for O.R. decisions. Using objective criteria also assures consistency and does not increase the failure to appear rate or re-arrests while on O.R.\* In Sacramento, approximately half of the felony

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\*Source: County Supervisors Association of California, Jail Crowding Workshop, February 20-21, 1985, San Francisco.

bookings were considered for release in the first months of program operation in 1983. If an arrestee qualifies, the case is immediately presented to the judge for disposition (pre-arraignment). Thirty-four percent of those interviewed in Sacramento County were O.R.'d. The failure to appear rate was 1%. Sacramento County estimates that without this pretrial program, the average stay from felony booking to O.R. release was 6 days. With the pretrial program, booking to O.R. release averaged 7 hours. Nevada County estimated a savings of four beds per day from this program.

Yolo County reduced time in custody for accused misdemeanants from 3-5 days to 1-2 days and from 5-15 days to 1-2 days for accused felons. Their Probation Department prepared 500 O.R. reports of felons with high risk backgrounds; 44% were released with the majority released prior to arraignment. The FTA rate is 3% for the program and 75% of those released were felons.

Napa County considers defendants for O.R. at the request of the judge at or after arraignment and releases about one booking per day via O.R.

#### Supervised Release

The National Council on Crime and Delinquency study on supervised release demonstrated that supervised release programs can be established to release accused felons from jail who would not otherwise be released through mechanisms such as O.R. The study also indicated that the group released on supervised release had lower failure to appear and re-arrest rates than the group released on own recognizance.\*

Three counties (San Diego, San Mateo, Santa Clara) use a supervised release program whereby defendants not eligible for own recognizance release may be released without bail under certain conditions. San Diego implemented their program in 1983 through their Central Intake Program and expected it to reduce custody time by 90 days for 600 persons a year--a savings of 148 beds per day. Santa Clara Pretrial Services staff receive about 450 referrals per year and approximately 25% (112) are granted supervised release. San Mateo has 200 persons per month on the supervised release caseload.

Yolo County releases 20-30 persons a year to a third party on own recognizance (usually family member, friend or employer).

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\*National Council on Crime and Delinquency, "Supervised Pretrial Release Test Design Evaluation", November 1, 1982.

## Other Programs

Other examples of county response to expediting release are as follows: Alameda County leases beds at the Oakland City Jail to make inmates more accessible to pretrial release interviewers and the Public Defender, and they transport inmates to interviewers at several locations in the county. Tulare County's Pre-Trial Conference Program places an on-site probation officer in Municipal and Superior Courts for immediate referrals. Information generated through program staff has resulted in reducing the number of jury trials, pretrial hearings and formal referrals to probation.

Los Angeles County has proposed establishing night courts. The Board of Supervisors is considering a proposal to add five judicial positions and ancillary staff to operate during evening hours to speed up the court process. Portions of monies presently earmarked to add more courtrooms for day usage would instead be used to fund these additional positions during the added hours. Superior Court Commissioners in Los Angeles rotate 24-hour duty as bail commissioners.

Contra Costa and Santa Clara Counties have a special release policy. In Contra Costa County, prisoners are released from the detention facility at midnight. Beds are thus freed for persons booked after midnight. In Santa Clara County, the Sheriff releases inmates at the earliest possible time each day.

Resource Counties: On-Call Judges--Alameda

Felony O.R.--Alameda, Orange, Riverside,  
Sacramento

Supervised Release--San Diego, Santa  
Clara, San Mateo

Night Court--Los Angeles

## 5. Special Programs to Clear Holds and Warrants

One significant reason individuals charged with misdemeanors or felonies are held in custody is the existence of local and/or out-of-county holds and warrants. In California, 2/3 of the unsentenced jail population accused of a misdemeanor has a hold or warrant. Because holds and warrants typically delay the release of unsentenced prisoners, it is important to examine programs or methods that can reduce the delay. Out of 20 responding counties (small project counties were not asked for this data), 15 indicated that they had special programs to clear holds or warrants which enabled them to control or reduce pretrial incarceration time. Again, some counties reported relatively complex techniques while others used more basic procedures.

Typically, as part of the booking process, a check will be initiated to determine if the arrestee has any outstanding holds or warrants. This check is usually made by staff in the warrants division of the Sheriff's Department. If a warrant exists, staff obtain the information and relay it to detention personnel who then book the person on the additional charge(s). California jurisdictions check the National Crime Information Center (NCIC) and the Department of Justice (DOJ) information systems. Large jurisdictions such as Sacramento also have their own information system with local holds and warrants. A warrant/hold check may also be completed before the person is released from custody in case any new information has been entered since the booking check.

It should be noted that good systems to check for holds and warrants may increase jail populations; defendants may spend more days in jail as information on holds and warrants becomes more readily available. Although some counties cite release on some misdemeanor warrants, many arrestees must remain in jail until another jurisdiction clears the hold or picks up the prisoner. The crucial issue regarding prisoner release is, thus, how efficient a county's procedures are for clearing the warrants or holds.

PIN, the Police Information Network, covers the nine Bay Area counties and includes all outstanding warrants issued by those jurisdictions. This system has been enhanced to include all State and Federal warrants. CORPUS, Alameda County's Criminal Justice Information System, provides positive identification through the use of fingerprints to confirm the hold and warrant information obtained from PIN. In and out-of-county warrants and holds on in-custody inmates are expeditiously cleared as a result of the availability of easily accessible and timely information so that court dates may be set, other agencies notified and invalid warrants identified on a more timely basis. Alameda is also phasing out issuing warrants for parking and moving violations. In Santa Clara, the automated information system is specifically related to probation holds. It advises probation

staff daily of arrests for those on probation and allows an earlier release of inmates who were previously held for extended periods of time. Tulare County has a computerized warrants system with a programmed purging function which keeps files free of outdated, low priority warrants.

Many counties reported clearing warrants through written notification and then personal contact. In Los Angeles County, the Sheriff's Department mails a defendant a notice of intent to issue a warrant in a moving or traffic violation. The letter asks the defendant to pay the fine to clear the records. They estimate that virtually millions of traffic warrants are avoided by this procedure. If the defendant doesn't respond, another letter is sent advising that the warrant has been issued and gives the person a second opportunity to clear it.

In FY 1982-83, 605,180 warrants were issued. Officials estimated that more than 30% were cleared by this method. For warrants still not cleared, the Los Angeles County Marshal notifies the defendant (either by mail or in person) about the warrant and methods of clearance. Los Angeles County officials indicated that 33% of those processed by the Marshal were cleared without arrest.

In Orange County, warrant investigators of the Sheriff's Department can accept bail in lieu of arrest and incarceration. Sixteen percent of warrants are cleared by acceptance of bail by field or clerical staff. This translates into an estimated reduction of 3,000 incarceration days.

In Yolo County, if the warrant/hold is out-of-county, then a teletype is sent to the agency to inquire if the arrestee may be released under a promise to appear. In Ventura County, staff notifies the outside agency of date of release and advises available date of pickup. Alameda County will accept verification via teletype of bail posted in other jurisdictions for in-custody inmates with out-of-county holds and warrants. In Alameda County, the Sheriff's Department has a minimum of 10 full time staff to investigate holds and warrants to determine their validity.

Several counties use cite release mechanisms to process inmates with holds and warrants. Contra Costa County has a policy to cite release persons with outstanding misdemeanor warrants up to \$1,500 (which stem mainly from traffic failures to appear). Thirteen percent of all cite releases in Contra Costa involved warrants. This translates into a yearly projection of 888 persons released through this policy.

Madera County corrections officials have authorization to cite and release individuals on warrants from Sierra Justice Court. If the arrestee has failed to appear at least three times, the person will be held.



El Dorado County's procedures for warrant only arrests provide that arrestees are booked but not held in custody. At South Lake Tahoe, 145 inmates with warrant only charges were released after booking. Their average length of stay would have been 5 days if this policy did not exist. This amounted to a savings of 725 inmate days in South Lake Tahoe alone.

Contra Costa and San Mateo Counties respond to this problem by employing one full time Sheriff's Department staff member to clear holds, expedite outside agency transportation and process prison commitments and serve as a liaison with the State Parole Board for scheduling parole revocation hearings. San Mateo County reports this position saves approximately 40 beds daily.

Counties also respond to the warrant/hold situation by reviewing holds/warrants placed by other jurisdictions daily or asking that other agencies review holds daily and notify counties. For example, Santa Clara County reviews holds placed by other jurisdictions daily and, in order to arrange for the earliest possible transport. The staff also request that the Department of Corrections review their parole holds each day (instead of randomly) to facilitate daily release and transfer of State inmates. In Fresno County, main jail and probation department staff have written procedures for clearing probation holds within a 2-day period. Holds are tagged and reviewed daily. Probation is notified that the arrestee will be released after two days in custody.

Kings County has received Board of Supervisors' approval for an improved processing program that would accelerate an inmate's court appearance when booked for an out-of-county hold or warrant. They estimate this program will save 7-8 beds daily. In Ventura County, an in-custody inmate can request verification of warrants. If the warrant was issued from Ventura County, the inmate receives a court date and is put on the calendar as soon as possible.

Several counties report changes in traditional procedures to allow for faster processing of warrants. San Diego County adjudicates arrest and holds at the time of arraignment of the field arrest. Data collected for the first three months of this program led San Diego County to estimate that 839 inmates were released at least 1 day earlier. This results in a projected savings of a minimum of 9 beds per day.

In Los Angeles County, any arraignment court can clear all matters within the county. All warrants issued in Los Angeles County are entered into a computer. When a person is arrested and has multiple outstanding warrants within the county, they can be cleared in one hearing, rather than going to each district's court. Los Angeles County estimated that this procedure reduced incarceration by 2.5 days per defendant in such cases. Alameda County has a policy whereby in-custody defendants charged with a more serious crime can waive the right to appear in court for

minor traffic offenses. This enables the holds/warrants to be cleared without delay. Alameda County also has a one-stop traffic warrant system. Defendants with multiple charges are tried in the municipal court jurisdiction of the most serious charge. Holds and warrants from other courts can be cleared in that court.

A fairly new concept to speed the jail process is the use of a jail case monitor. This person is knowledgeable in jail and court processes and is solely responsible for moving prisoners out of jail as quickly as possible (focusing on persons with holds, multiple charges, etc.). A jail monitor per se has not been used in California.

Resource Counties: Alameda, Contra Costa, Los Angeles, San Diego, San Mateo, Santa Clara

## 6. Programs for Expediting Trials and Case Dispositions

As a criminal case moves through the adjudication and disposition process, there are a number of factors that can slow or speed case processing time. To briefly describe the system: after a defendant is arrested and booked by a law enforcement officer for a felony or misdemeanor crime, the prosecutor decides whether or not to press charges. If the prosecutor files charges, the defendant is arraigned in municipal court. (See Figure 5: The Court System.) If a defendant is charged with a misdemeanor, the case will be disposed of in the municipal court. If the defendant is charged with a felony and is held to answer following arraignment and a preliminary hearing in the municipal court, the defendant will be arraigned again in superior court.

Those who remain in custody comprise the major portion of pretrial prisoners in most jails. Generally, between 10 and 20 percent of pretrial bookings remain in custody until final disposition of their cases.

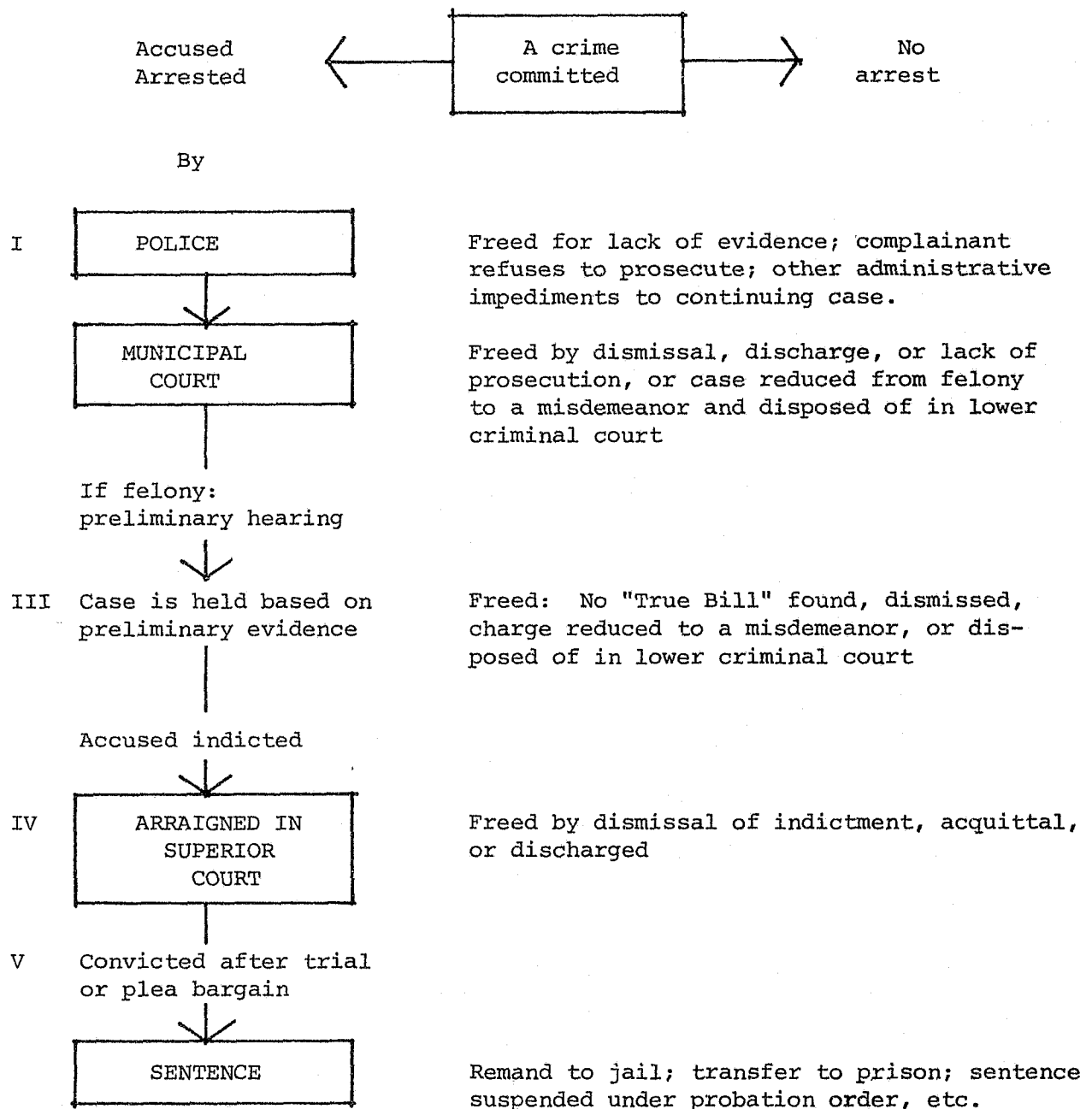
A person accused of a crime is guaranteed a trial by jury. However, the accused may waive the right to trial by jury and be tried by a judge. In one national study, the percentage of trials to felony filings was no more than 21% in 12 jurisdictions studied.\*

Relatively few criminal cases are actually disposed of by trial. Many guilty pleas are the result of plea negotiations. In Boland's study of felony dispositions in 1979, the proportion of guilty pleas from all convictions in 13 jurisdictions ranged from 81% to 97%.\*\*

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\*Source: K. Brosi, "A cross-city comparison of felony case processing", (Washington: Institute for Law and Social Research, 1979), pp. 48-49 in Report to the Nation on Crime and Justice, U. S. Department of Justice, October 1983, p. 65.

\*\*Source: B. Boland, INSLAW, Inc., "The prosecution of felony arrests", (Washington: BJS, forthcoming 1983), in Report to the Nation on Crime and Justice, U. S. Department of Justice, October 1983, p. 65.

Figure 5: The Court System



Except for good cause, or unless a defendant waives the right to a speedy trial, criminal cases must be brought to trial in California within 60 days of filing of the indictment or information in the superior court. The majority of defendants initially plead not guilty at arraignment. After this, many demand a jury trial and waive their right to a speedy trial. Data is not available to tell how many of these jury trials involved in-custody defendants.

Fifteen of the twenty counties responding in the Board's application indicated that they had special programs for expediting trials and case dispositions of pretrial defendants in custody. Some counties used only one approach while others used several in combination.

#### Pretrial Diversion

Fifteen counties indicated using some form of diversion to impact upon jail capacity. Pretrial diversion generally involves the disposition of a case before trial through authority granted by Sections 1000 and 1001 of the Penal Code.

Section 1000 permits diversion of persons arrested for possession of, or under the influence of controlled substances if that person has no prior controlled substance convictions, has not been diverted in the previous five years and the offense charged did not involve violence, if that person meets a number of other qualifying criteria.

Section 1000.2 involves diversion options for defendants classified as mentally retarded. Section 1000.6 provides for diversion in cases involving family violence. The vast majority of diversion cases are for drug-related cases.

The diversion process is initiated at the district attorney's office and typically referred to the probation department where the case is investigated. A recommendation is made to the court regarding disposition. If diversion is granted, then prosecution is deferred for six months to two years. The client is monitored by probation staff. If the client successfully completes treatment, probation staff write a final report and the case is dismissed.

Nine counties indicated provision of drug diversion. In San Bernardino, the probation officer in charge of the diversion program estimated that approximately 90% of the drug-related cases successfully complete diversion. Orange and Solano Counties operate both pretrial diversion programs for drug and alcohol cases and family violence cases. In Orange County, 83% of the eligible drug cases and 79% of the family violence cases successfully complete the diversion program and have the charges dropped. In Solano County, 97% of the eligible drug cases and 84% of the family violence cases are successfully completed.

Three other counties indicated they operated domestic violence diversion programs. In FY 1982-83, 20 cases were diverted in Santa Clara County. Marin County diverted 49 individuals from incarceration in FY 1982-83. For the same year, Sonoma County diverted 43 cases from the criminal justice system to the Family Service Agency. Sonoma County also operates Project Intercept, an intake, counseling, referral, and monitoring program to divert first-time adult offenders. Project Intercept received 200 referrals in 1982-83. San Francisco County operates a first-time offender diversion program. Participants must be nonviolent and charged with a misdemeanor. Out of 3,000 referrals in 1982-83, 2,250 were accepted into the program.

Los Angeles County operates a unique program for developmentally disabled arrestees. The Regional Center for Law Enforcement Liaison Officer interviews and determines the housing requirements and diversion eligibility for the developmentally disabled defendant. Section 1000.21 authorizes the county to issue an order to divert the defendant to community-based treatment.

In Contra Costa County, the public defender's office operates a Liaison Worker Program. Defense attorneys refer the case to the liaison worker who interviews the client to discuss treatment or assistance needs. The liaison worker arranges placement for the client. By pretrial conference time, the defendant has often been accepted into a program.

Data is not available on the number of inmate jail days saved by these diversion programs. Contra Costa County staff think diversion has little impact on jail population because persons on diversion are almost never in custody at the time of placement. The programs can have implications for criminal justice system processing. The programs can decrease the number of calendared court appearances, including pretrial hearings and trials, referrals to probation for sentencing reports and supervision, and possible jail sentences. Municipal court, prosecutor, public defender time devoted to misdemeanor cases can be reduced, thereby allowing more time to be devoted to the processing of major offenders. Although the impact is minimal upon jail population, diversion is important as one of the few treatment alternatives available in corrections.

#### Case Screening

Case review is a method used in varying ways by those involved in the court process. Case screening can have an impact on jail capacity through the reduction in average length of stay of those cases ultimately dismissed or diverted. There are many ways in which cases can be screened out of the prosecution process. Some charges are simply dropped. Charges may be difficult to prove or be a low priority for prosecution. Early prosecution review of police charges can result in a greater number of immediate

dropping of charges and a higher proportion of citation releases through reduction of unnecessarily severe charges listed in the arrest. This procedure is used by San Bernardino County. The proportion of Superior Court filings in San Bernardino resulting in dismissal was approximately half that of the State average indicating the effectiveness of the case screening procedure. Prosecutors in Orange County screen cases to find ones that are weak and may later be dismissed. In 1981, the superior court filings resulting in dismissals was 5.7% compared to a Statewide average of 9.7%.

Since the funding applications were submitted, Sacramento County has assigned a full time deputy district attorney to screen and make filing decisions on all arrests within 24 hours. In the first three-month period, there were 1,200 felony arrests--600 were filed as felonies, 400 were reduced to misdemeanors (and cite released), and 200 were released PC 849(b).

#### Early Defense Interview

In a study in three different jurisdictions, it was found that persons in custody were released more quickly if the first interview with the defense attorney took place prior to or at the first hearing (arraignment). The defense attorney can then argue for O.R. or bail and the judge can make a pretrial release decision (assuming other information is also available at that time).\*

Alameda County operates such a public defender prearraignment program. Public defender office staff interview inmates to determine if they will need a public defender and then collect pertinent information about the case. This process eliminates the need for the judge to reschedule the arraignment after a public defender is appointed. In FY 1982-83, staff interviewed 90% of the in-custody inmates (21,170) and estimated a savings of two in-custody days per inmate. This reduced the average daily population by an estimated 116 inmates.

#### Video and Other Arraignment Procedures

Another program for expediting trials and case disposition of pretrial inmates is the use of tape-recorded arraignments via telephone or television. San Bernardino and Sacramento Counties were performing video arraignments and San Diego County was in the process of implementing the program at the time of application submittals.

Video arraignments can reduce time for preparation and transportation of inmates and, ultimately, decrease jail population. Inmates released at arraignment can be processed somewhat more quickly because they are at the jail rather than requiring transportation back to jail from the court.

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\*Source: County Supervisors Association of California, Jail Crowding Workshop, February 20-21, 1985, San Francisco.

San Bernardino has one judicial district with eight full service divisions. Two divisions operate audio-video arraignment systems. Over a 19-month period (1983-1985) in these two divisions, a total of 6,092 defendants charged with misdemeanors were arraigned over the "audio-video arraignment system" and a total of 9,565 misdemeanor cases were handled. San Bernardino implemented the first multiple location two-way electronic audio-video arraignment microwave system in the United States. In January 1985, San Bernardino began to arraign felony defendants over the "two-way electronic audio-video system". (See AB 2853 for legal authority.) From January 1985 to April 1985, 359 felony defendants were arraigned in two of the municipal court divisions.

In a five-month period in 1983, 1,471 in-custody misdemeanor defendants in Sacramento County elected to appear via TV arraignment (80% of the total in-custody misdemeanor defendants). Twenty percent of the in-custody misdemeanor defendants were transported to the courthouse to appear personally. Some staff time was saved (approximately one hour per day) in preparation and transportation of inmates. However, the video arraignment program was discontinued because the number of trips to court was not reduced enough to justify the program cost. (In the San Bernardino program, 100% of the inmates have signed the waiver of personal appearance eliminating any need to transport.)

Madera County uses a tape-recorded arraignment procedure via telephone in the Sierra Justice Court. They estimate that pretrial time in custody for defendants in this court is reduced by one day.

Alameda County responded to an urgent situation by performing mass arraignments. In FY 1981-82, 1,200 individuals were arrested in Livermore protesting Lawrence Livermore Laboratory's activities. Forty to fifty individuals were arraigned at one time, saving 3,600 inmate days in the county's estimate. Contra Costa County, in response to large demonstrations in 1982, issued a policy of detaining as few of the 800-1,000 demonstrators as possible and released those held under PC 849(b).

#### Court Calendar and Trial Staff Management

A number of counties indicated compliance with the Speedy Trial provisions in the Penal Code. Sections 1048, 1050 and 1382 require priority be given to criminal cases. The calendaring of criminal cases where the defendant is in custody must be given first priority. Riverside County has a policy not to waive the statutory 60-day limit from arraignment in superior court to trial except in rare instances. Riverside and San Francisco had the lowest percent of juries sworn in after the 60-day time limit (29%). Eighty percent of 20 major counties in the State reported 50% or more of their cases exceeded the 60-day limit (see Table 11). The total number of cases starting trial more than 60 days after an indictment or information in the 20 courts,



Table 11: California Superior Courts  
 With Six or More Judges\*  
 Number of Criminal Juries Sworn  
 More Than 60 Days From  
 Indictment or Information  
 Fiscal Year 1982-1983

Court	Total criminal juries sworn	Juries sworn more than 60 days from indictment or information	
		Number	Percent of total
Alameda	171	128	75
Contra Costa	225	172	76
Fresno	205	143	70
Kern	203	134	66
Los Angeles	1,149	527	46
Marin	55	31	56
Monterey	83	47	57
Orange	322	223	69
Riverside	167	49	29
Sacramento	224	127	57
San Bernardino	234	208	89
San Diego	340	162	48
San Francisco	267	78	29
San Joaquin	121	91	75
San Mateo	107	67	63
Santa Barbara	79	56	71
Santa Clara	177	144	81
Sonoma	76	62	82
Stanislaus	141	83	59
Tulare	88	0	0
Ventura	95	79	83
Total	4,529	2,611	58
Total excluding Los Angeles	3,380	2,084	62

\*As of June 30, 1983.

Source: Judicial Council of California 1984 Annual Report.

excluding Los Angeles, was about 26 percent greater than the preceding year. The overall proportion of those cases rose from 51 percent recorded in 1981-82 to 62 percent in 1982-83, the highest in 10 years. Since 1973-74, the overall proportion has ranged from 51 percent to 62 percent.

Five counties reported they provided the court with a daily list of in-custody inmates to facilitate court processing.

Alameda County has a program whereby staff at the district attorney's office evaluate the pretrial case disposition to ensure the cases were assigned to the appropriate court, which in many instances is a municipal court. The result of this process is a reduction in backlog of pending cases in the superior court by 200 to 300 cases, ultimately expediting serious felony trials. Alameda County also maintains a computer system which gives updated information to judicial personnel regarding the number of continuances being granted. This enables ongoing monitoring of delays so that they can be controlled.

San Diego County has a policy to minimize continuances which includes case and calendar management programs. This policy and subsequent monitoring has reduced felony case processing from 5.5 months to 45 days.

In Santa Clara County, municipal court judges are authorized to take guilty pleas in felony matters. Therefore, the defendant need only be sent to superior court for sentencing. In FY 1982-83, 24% of all felony filings pleaded guilty in municipal court. Approximately 54% of defendants certified to superior court for sentencing are in custody. As such, this method does expedite in-custody inmates' trials and dispositions. Also in Santa Clara County, superior court judges review cases which have a chance at settlement by guilty pleas prior to the preliminary hearing. In 1982-83, 9% (807) of total filings were settled pursuant to superior court review.

In Ventura County, judges of the superior and municipal court are granted one year "blanket assignments" by the Judicial Council of California. If the workload in one court is light, this variance allows judges to assist other judges regardless of assignment. Judges can sit and hear cases in both superior and municipal court. The purpose of this variance is to expedite the courts' handling of cases. Alameda County and other counties have set up traffic commissioner programs. Instead of judges hearing minor traffic or parking offenses in municipal court, appointed traffic commissioners hear these cases. This allows judges additional time to hear more serious offenses.

Los Angeles County reports that they have one prosecutor who stays on cases involving habitual or hardcore criminals through trial (vertical prosecution). This prevents delays due to unfamiliarity with the case and, thus, time spent awaiting trial is presumably reduced.

Several counties mentioned reducing preparation time of pre-sentence reports for the court by probation staff as a method of expediting the court process. In a few large counties, it takes about one month to prepare these reports. Some jurisdictions outside of California have managed to reduce the time to two weeks (in some cases, by reducing the information requirements). In New Jersey, the pre-sentence investigation is available one working day after adjudication in some cases.\*

Madera County has a procedure to release non-violent misdemeanor defendants, where recidivism is unlikely, until a probation recommendation is complete.

#### Criminal Justice System Coordination

Weekly meetings of criminal justice personnel (prosecutor, defender, judiciary) regarding people held in jail occur under court order in some systems. Santa Clara is an example. Quantitative results on jail crowding are unknown.

A committee of judges from both benches in Santa Clara has been formed to supervise pretrial release services. The position of Coordinator of Criminal Division of the Superior Court has the responsibility to coordinate with other elements of the justice system to reduce jail crowding.

Resource Counties: Pretrial Diversion--Sonoma, Orange,  
Solano, Los Angeles

Case Screening--San Bernardino,  
Sacramento

Early Defense Interview--Alameda

Video Arraignment--San Bernardino,  
San Diego

Court Calendar and Trial Staff  
Management--Riverside, Alameda, San  
Mateo, Santa Clara, Ventura

Criminal Justice System Coordination--  
Santa Clara

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\*Source: County Supervisors Association of California, Jail Crowding Workshop, February 20-21, 1985, San Francisco.

## 7. Parolees in Custody in Local Jails

Administrators of county jails have stated that parolees from state prisons in custody in county jails are contributing significantly to jail overcrowding. In an effort to ascertain the impact in-custody parolees are having on jail populations, the Board of Corrections and the Parole and Community Services Division of the Department of Corrections recently collaborated on a one-day survey of the number and status of parolees in custody in local jails.\*

On February 20, 1985 there were 5,490 parolees in custody in county jails throughout the state. These parolees represent 11.7% of the total average daily jail population (46,785) reported for January 1985 and would account for 23.9% of the average pretrial population of 22,978 reported for the same period.

To most local jail administrators the second statistic is the more important one because parolees are typically held in the most secure facilities available, usually in pretrial facilities. Only parolees serving their revocation terms in local jails are likely to be held in less secure space.

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\*A one-day survey may under or over represent the usual number of parolees in local custody. A more accurate count would have to be obtained by monitoring the population over time.

## A One-Day Profile

In an effort to understand the nature of the in-custody parolee population the February 20 census was designed to identify the various categories of parolees in county jails. The number of persons in each category is reported in Table 12 for each region comprising the Department of Corrections Parole and Community Services Division. (Figure 6 shows the regional divisions.)

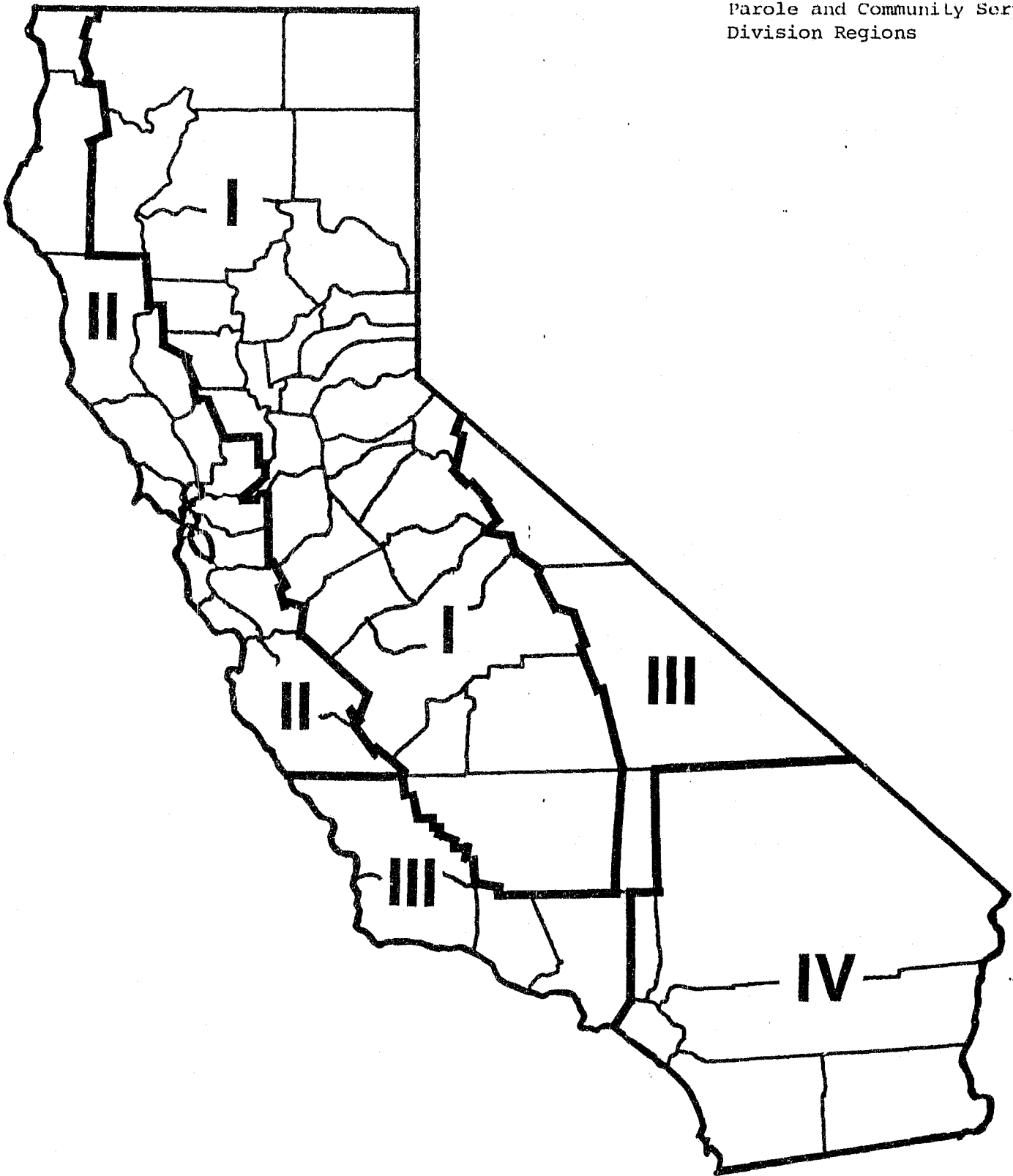
Parolees are in several different stages of processing while in county jail, but they are there either because they were arrested by local law enforcement on a new criminal charge or they violated the terms of their parole.

A parolee in custody because of a new criminal charge is processed by the county in the same way as other persons charged with a crime, except that the Parole and Community Services Division procedures take precedence with respect to decisions regarding the release of the prisoner. Detainers are typically placed on all parolees returned to custody and they cannot be released without specific P&CSD decision.\* Thus, if a parolee is charged with a misdemeanor offense that would ordinarily qualify for citation release by the Sheriff, the parolee may still remain in custody. Similarly, a parolee charged with a felony offense that would qualify for release through own recognizance or bail cannot be released while there is a state hold. This category of prisoner, listed in Table 12 as "Local Charges Pending" constitutes the largest group of parolees in local jails--almost 45% of the in-custody parolee population based on data from the February 20 one-day survey.

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\*The P&CSD is notified of an arrest. Typically, within four days of the notification, the P&CSD Unit Supervisor will make a decision to retain or drop the hold based on information supplied by the parole agent. About four to five percent of holds are dropped at this stage in the investigation. The parole agent then prepares a Violation Report and the Unit Supervisor or District Administrator can decide to drop the hold. The remainder are held pending review by the Hearing Officer and/or a Board of Prison Terms revocation hearing.

Figure 6: Department of Corrections  
Parole and Community Services  
Division Regions



The second largest group, typically classified as "Parole Hold Only" prisoners (OHO) by local administrators, is comprised of prisoners listed in Table 12 as "No Local Charges Pending" and "Awaiting Delivery to CDC to Serve Revocation Term." Those with no local charges pending are awaiting action by the P&CSD or the Board of Prison Terms. Taken together, these prisoners accounted for 31.3% of the February 20 census of parolees in custody. This is about 3.7% of the total jail population in California.\*

Thus the largest categories, comprising about three-quarters of the parolee inmate population, are individuals awaiting processing for the adjudication of a new criminal offense and/or investigation and hearing related to a parole violation. The remaining categories, which together constitute the remaining one-quarter of the population studied are comprised of prisoners serving sentences following the adjudication of an offense, prisoners serving revocation terms or prisoners simply awaiting transfer to the CDC on a new offense.

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\*Counties are reimbursed for holding parolees who are in custody with no local charges pending; reimbursement is also paid to counties that allow parolees to serve revocation terms in county facilities. The Audits and Rates Unit of the P&CSD negotiates reimbursement rates annually with county officers.

Table 12: Categorization of the In-Custody Parolee Population by P&CSD Region and Unit:  
One-Day Census 20 February 1985

	No Local Charges Pending		Local Charges Pending	Held Following Adjudication of Local Charges			Serving Revocation Term			Awaiting Delivery to CDC to Serve Revocation Term	TOTAL
	Awaiting P&CSD Action Only	Awaiting BPT Action Only		Serving Jail Sentence	Serving Sentence & Awaiting Revocation Hearing	Awaiting Delivery to CDC New Commitment	After BPT Action Only	After Completion of Court Sentence	Serving Concurrent County Jail Sentence		
Region 1											
Interstate	0	4	4	0	0	0	0	0	0	0	8
Sac/South	4	18	58	5	6	2	2	1	8	12	116
Sac/North	0	26	67	1	2	0	6	0	6	4	112
Stockton	12	16	29	2	1	5	35	3	13	6	122
Redding	3	16	29	0	5	0	58	0	6	6	123
Modesto	1	15	44	3	4	4	4	1	3	16	95
Fresno-Metro	10	16	61	0	3	2	4	3	11	13	123
Fresno-Rural	3	16	53	7	3	6	6	5	9	9	117
Bakrsfld #1	2	11	43	13	11	5	2	2	9	9	107
Bakrsfld #2	1	11	32	4	5	0	2	4	22	6	87
Subtotal	36	149	420	35	40	24	119	19	87	81	1,010
Region 2											
San Fran #1	9	24	33	5	3	3	2	1	4	4	88
San Fran #2	0	21	90	0	1	1	0	2	21	19	155
Santa Rosa	2	8	11	0	0	0	39	10	4	4	78
Oakland #1	5	18	32	11	11	5	0	4	12	4	102
Oakland #2	1	13	168	0	0	2	9	8	26	10	237
Oakland #3	0	11	58	0	2	0	4	0	0	1	76
Oakland #4	3	43	38	1	1	6	na	na	na	na	92
Concord	5	23	25	2	2	1	18	25	7	0	108
San Jose #1	2	5	62	2	1	15	0	0	7	0	94
San Jose #2	1	2	90	6	3	1	3	0	4	1	111
Salinas	2	19	44	10	7	3	3	8	6	0	102
Redwood City	4	13	38	4	1	0	6	0	4	0	70
Subtotal	34	200	689	41	32	37	84	58	95	43	1,313



Table 12: Categorization of the In-Custody Parolee Population by P&CSD Region and Unit:  
One-Day Census 20 February 1985

	No Local Charges Pending		Local Charges Pending	Held Following Adjudication of Local Charges			Serving Revocation Term			Awaiting Delivery to CDC to Serve Revocation Term	
	Awaiting P&CSD Action Only	Awaiting BPT Action Only		Serving Jail Sentence	Serving Sentence & Awaiting Revocation Hearing	Awaiting Delivery to CDC New Commitment	After BPT Action Only	After Completion of Court Sentence	Serving Concurrent County Jail Sentence		TOTAL
<u>Region 3</u>											
West LA #1	7	24	55	4	4	14	7	1	6	20	142
West LA #3	2	33	87	4	11	5	7	8	8	14	179
LA #1	11	25	50	2	4	7	5	3	2	20	129
LA #2	7	27	48	7	6	5	7	3	1	15	126
Alhambra #1	9	17	52	4	11	3	8	6	2	12	124
Alhambra #2	10	27	41	2	4	3	7	0	2	9	105
Huntington	5	91	91	7	9	6	17	10	6	47	289
Southwest #1	4	22	72	3	5	2	0	3	3	15	129
Southwest #2	3	39	55	1	1	4	0	1	1	33	138
Ventura	6	9	28	14	10	1	6	3	6	11	94
SLO	0	0	18	6	1	1	2	0	1	0	29
San Fern East	6	33	58	3	6	5	5	14	3	18	151
San Fern West	4	26	36	3	7	11	6	7	5	8	113
Expo Park	7	36	60	2	2	1	8	2	3	25	146
Subtotal	81	409	751	62	81	68	85	61	49	247	1,894

Table 12: Categorization of the In-Custody Parolee Population by P&CSD Region and Unit:  
One-Day Census 20 February 1985

	No Local Charges Pending		Local Charges Pending	Held Following Adjudication of Local Charges			Serving Revocation Term			Awaiting Delivery to CDC to Serve Revocation Term	
	Awaiting P&CSD Action Only	Awaiting BPT Action Only		Serving Jail Sentence	Serving Sentence & Awaiting Revocation Hearing	Awaiting Delivery to CDC New Commitment	After BPT Action Only	After Completion of Court Sentence	Serving Concurrent County Jail Sentence		TOTAL
<u>Region 4</u>											
Lakewood #1	16	23	45	4	4	14	2	0	4	19	131
Lakewood #2	12	38	53	4	0	6	3	3	0	22	141
SGV #1	8	20	64	1	7	2	2	4	5	7	120
SGV #2	1	16	48	0	4	4	0	1	4	7	85
Ontario	1	21	31	7	1	2	0	1	5	2	71
Ontario/Oran	2	21	25	7	8	1	5	5	3	6	83
Riverside	0	0	42	1	3	0	0	0	5	0	51
San Bernard	1	4	54	5	3	0	2	0	0	1	70
Santa Ana #1	1	20	35	6	6	5	3	2	2	9	89
Santa Ana #2	4	25	39	7	7	4	0	0	0	10	96
San Diego #1	5	14	78	3	0	4	5	0	2	7	118
San Diego #2	7	23	48	1	4	3	5	2	6	12	111
San Diego #3	8	30	38	6	0	2	8	2	2	11	107
Subtotal	66	255	600	52	47	47	35	20	38	113	1,273
Total	217	1,013	2,460	190	200	176	323	158	269	484	5,490
Percent	4.0	18.5	44.8	3.5	3.6	3.2	5.9	2.9	4.9	8.8	100.0

\*One status not categorized is "serving revocation term but awaiting adjudication on county charge." For example, in Region 2, of the 84 parolees serving a revocation term in local jail after BPT action only, 34 parolees had local charges pending.

## Factors Influencing the In-Custody Population

The number of parolees in custody is a function of the number of parolees arrested, the number of holds placed, and the overall length of time the parolees remain in local custody.

The number of parolees arrested--for parole violations or new criminal charges--totaled 19,761 persons in 1984. This was one-third more than in 1983; it was also slightly less than one-half of all of the parolees who experienced parole during 1984.

In 1983 there were 28,203 persons who experienced parole in California. This number increased by 30% to 36,590 in 1984. In the last three years the number of parolees arrested has increased as well. A 20% increase occurred between 1982 and 1983, and a 34% increase between 1983 and 1984. These arrests for 1984 are reported in more detail in Table 13 for each each of the four P&CSD regions. Data for 1983 and 1984 are compared in Table 14.

In 1984, 94.4% of the arrests resulted in holds being placed on the arrested parolee. As indicated in Table 13, of the 19,761 parolees arrested in 1984 holds were placed on 18,663 of them.

With regard to the length of time in jail, the available data reflect only the time required for processing prisoners with parole holds. The total average length of stay for those prisoners with parole holds is not available, nor is data on particular categories such as OHO's vs. Local Charges Pending.\*

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\*Roger K. Warren, in a recent article published in the California Judges Association "California Courts Commentary," points out that a 1981 Sacramento County study indicated an average length of stay (ALS) of over 43 days for inmates who were detained with prison, parole, or federal holds. It was pointed out that although this group constituted only 2% of the inmate population, it used 21% of the available bed space because of the ALS.

Table 13: Number of Parolees Arrested Showing Number of Detainers  
Placed by Region, 1984

	Felons		Non-felons*		Total	
	No. Arrests	No. Holds	No. Arrests	No. Holds	No. Arrests	No. Holds
<u>Region 1</u>						
Person	494	482	18	17	512	499
Property	779	747	32	32	811	779
Other	2,486	2,191	156	143	2,642	2,334
Subtotal	3,759	3,420	206	192	3,965	3,612
<u>Region 2</u>						
Person	790	764	5	5	795	769
Property	1,515	1,445	30	29	1,545	1,474
Other	2,956	2,714	50	49	3,006	2,763
Subtotal	5,261	4,923	85	83	5,346	5,006
<u>Region 3</u>						
Person	998	978	6	6	1,004	984
Property	1,330	1,302	15	15	1,345	1,317
Other	2,582	2,465	69	64	2,651	2,529
Subtotal	4,910	4,745	90	85	5,000	4,830
<u>Region 4</u>						
Person	788	759	13	11	801	770
Property	1,378	1,310	41	40	1,419	1,350
Other	3,122	2,962	108	103	3,230	3,065
Subtotal	5,288	5,031	162	154	5,450	5,185
Grand Total Regions 1-4	19,218	18,119	543	514	19,761	18,663

\*Non-felons are civil commitments to the California Rehabilitation Center for drug abuse.  
All other parolees are classified as felons.

All figures include male and female arrests.

Table 14: Comparison of Detainers Placed on Parolees Arrested,  
By Region, 1983 and 1984

		No. Holds Placed		1983-1984	Percent
		1983	1984	Increase (Decrease)	Increase (Decrease)
Region 1	Felon	2,453	3,420	967	39%
	Non-felon	141	192	51	36
Region 2	Felon	3,985	4,923	938	24
	Non-felon	86	83	(3)	(3)
Region 3	Felon	3,405	4,745	1,340	39
	Non-felon	72	85	13	18
Region 4	Felon	3,770	5,031	1,261	33
	Non-felon	152	154	2	1
Total	Felon	13,613	18,119	4,506	33%
	Non-felon	451	514	63	14

The Board of Prison Terms, in conjunction with the P&CSD, has established target guidelines for the processing of parolees who are arrested. Under these guidelines, the Parole and Community Services Division is allocated 23 days to complete an investigation and submit a report.

This time includes preparation of the Activity Report to review retention of the hold within four days of the notification of arrest. The time also includes preparation and review of the Violation Report. The Board then has 22 days from the time it is notified of the request for a hearing to schedule a revocation hearing. Thus the overall target time is 45 days from the date the hold is placed until the revocation hearing is held.\*

The processing times currently experienced in the system are summarized in Table 15 for each P&CSD region. A regional comparison for the average number of days used for processing shows that the average ranges from 52 to 94 days for the fourth quarter of 1984--from seven to 49 days longer than the targeted processing time of 45 days.

#### Reducing the Parolee Population in County Jails

Despite the fact that the number of parolees returned to jail increased by almost 30% between 1983 and 1984, there could be savings in county jail beds utilized if there were reductions in the amount of time it takes to process parolees. Based on the data in Table 15, the time from the placement of the initial hold until revocation hearing appears to be improving slightly in Regions 1 and 2, although the averages for all regions are above the 45-day target times. Region 3 is well above the target with a 1984 average of about 86 days. It appears that the length of time required to process parolees in Region 3 may be responsible for the large number of parolees in custody in the greater Los Angeles area. Region 3 has fewer parolee arrests and holds placed than Regions 2 and 4, which have a smaller parole population.

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\*Not all cases referred to the Board of Prison Terms result in revocation hearings. Those cases referred for BPT action will be screened by the Regional Hearing Coordinator to be included in the Central Office Screening Calendar. The BPT Hearing Panel may make a disposition offer. If accepted by the parolee a revocation hearing is not required.

Table 15: Average Number of Days Required to Process Hearings for P&CSD and BPT  
Including Total Days Combined by Quarter and Region, 1984

	<u>No.</u> <u>Hearings</u>	<u>PC&amp;S</u> <u>Average</u>	<u>BPT</u> <u>Average</u>	<u>Total</u> <u>Average</u>
<u>1ST Quarter 1984</u>				
Region 1	291	32.7	26.9	59.6
Region 2	460	37.3	29.2	66.5
Region 3	270	47.3	35.7	93.0
Region 4	329	37.7	25.5	63.2
Total	1,350	38.8	29.3	68.1
<u>2ND Quarter 1984</u>				
Region 1	281	27.9	19.4	47.3
Region 2	477	30.7	20.1	50.8
Region 3	310	36.1	43.3	79.4
Region 4	316	29.4	20.1	49.5
Total	1,384	31.0	25.7	56.7
<u>3RD Quarter 1984</u>				
Region 1	246	28.7	25.5	54.2
Region 2	307	31.5	20.1	51.6
Region 3	234	42.1	46.6	88.7
Region 4	238	31.5	29.8	61.3
Total	1,025	33.5	30.5	64.0
<u>4TH Quarter 1984</u>				
Region 1	198	27.3	26.1	53.4
Region 2	354	32.1	21.4	53.5
Region 3	162	42.7	51.7	94.4
Region 4	201	27.8	35.6	63.4
Total	915	32.5	33.7	66.2

To illustrate the effect a reduction in processing time might have statewide: if there were a reduction from 62 days to 45 days (the BPT target) for persons with a parole hold only (no local charges pending), there would be a savings of about 29,100 county jail bed days or an average daily jail population decrease of over 400 statewide.\*

Savings in jail time may be possible for parolees in other categories; however it is not possible to determine from this study the magnitude of the potential savings. One obvious candidate for further study is the category with "Local Charges Pending," the category in which almost 45% of the one-day census was placed. It is not clear, however, that overall incarceration levels would be significantly affected by reducing processing time; possibly, there would be only a shift of parolees from local to state facilities.

The Board of Prison Terms has vowed to speed up the revocation process. Four additional hearing rooms have been constructed in Los Angeles County to reduce processing time. In emergency overcrowding situations, the Board of Prison Terms will conduct special screenings. Eligible parolees (those not accused of violent or sex-related crimes) are screened and may be offered reduced revocation terms in exchange for waiving their right to a hearing. Special screenings have been conducted in Los Angeles, Alameda and San Francisco.

Other measures include parolees being allowed to remain in the community pending their revocation hearing in cases where there is little or no threat to public safety. In areas where county jails are in severe overcrowding situations, such as Orange, Riverside, San Bernardino and Santa Clara County Jails, parole violators with no local criminal charges are being returned to CDC institutions for their revocation hearings. Also, in the jails where overcrowding is a problem and where parole violators have revocation sentences that exceed local sentences, arrangements will be worked out with county jail administrators to return such parole violators to CDC institutions. The time from parole revocation hearing to return to a CDC institution for applicable parole violators has also been shortened.

Other efforts such as reducing the waiting time for returning parolees to the Department of Corrections, use of pretrial release mechanisms after release of state holds, and increased use of honor farm facilities for parolees, could be made to free high security county jail space. It should be pointed out that while processing of parolees may be streamlined, many of the effects of such measures will be felt in the state prison system. Bed space for parolees returned to custody is both a state and local problem.

Resource Counties: Orange, Riverside, San Bernardino, Santa Clara

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\*This is based on the one-day census which showed a total of 1,714 prisoners with "No Local Charges Pending" or "Awaiting Delivery to CDC to Serve a Revocation Term." Savings in this category may be overstated some because not all of these parolees will have a revocation hearing.



B. Release Procedures for Sentenced Prisoners

Release options for persons convicted of crimes can substitute in whole or in part for jail sentences.

Sentencing variations among counties are great as is demonstrated in the following sections describing the use of jail and sentencing alternatives in California jurisdictions.

1. Use of Jail Sentences in California

In 1983, there were 198,479 felony arrest dispositions in California. Thirty-two percent (32%) of those dispositions were lower court convictions and 24% were superior court convictions. Of all the felony arrest dispositions, 36% of the persons were sentenced to county jail, either as part of a probation term (30%) or a straight jail term (6%). As can be seen from Table 16: Statewide Dispositions of Adult Felony Arrests, 1983, imposition of a jail sentence was the most common disposition for felony arrests in California in both the lower and superior courts. Straight probation was the next most frequent disposition for persons convicted in the lower courts (8%). Prison was the second most frequent disposition (8%), after probation with jail, for superior court convictions.

The use of jail in individual counties for persons convicted in the lower and superior courts varied considerably, from 20% to close to 60% of convictions. (Although consistent information is not available, it appears that there is also considerable variation among counties in the length of jail time to which defendants are sentenced.) The overall percentage of jail use in most counties was well above the statewide average of 35%. This results from the fact that over 40% of the dispositions come out of Los Angeles County which has a lower percentage of jail use (31%) than other counties as a disposition for felony arrests (see Table 17: Dispositions of Adult Felony Arrests, 1983, By County).

Counties that did use jail less frequently as a disposition did not necessarily sentence a higher percentage of persons to prison. Of the 15 counties that used jail less than the statewide average, only three (Amador, Madera and Mariposa) used prison at a higher percentage than the statewide average. Several other counties used straight probation (Alameda, Calaveras, Marin, Mono, Riverside, Siskiyou) at a higher percentage than other counties.

Table 16: Dispositions of Adult Felony Arrests, 1983  
Type of Disposition Statewide

Felony Arrest Dispositions	201,158	100%
Law Enforcement Releases	19,006	9.4
Complaints Denied	37,215	18.5
Complaints Filed	144,937	72.1
Misdemeanor	59,948	29.8
Felony	84,989	42.2
Lower Court Dispositions	92,063	45.8
Dismissed	28,160	14.0
Acquitted	309	.2
Convicted	63,594	31.6
Sentence		
Youth Authority	5	.0
Probation	16,257	8.1
Probation with Jail	34,957	17.4
Jail	10,241	5.1
Fine	2,004	1.0
Other	130	.1
Superior Court Dispositions	52,874	26.3
Dismissed	3,986	2.0
Acquitted	829	.4
Convicted	48,059	23.9
Sentence		
Death	34	.0
Prison	16,677	8.3
Youth Authority	464	.2
Probation	5,017	2.5
Probation with Jail	24,540	12.2
Jail	926	.5
Fine	28	.0
CRC	357	.2
Other	16	.0

Statewide Use of Jail: 35.2%

Table 17: Dispositions of Adult Felony Arrests, 1983  
By County

County	Felony Arrest Dispositions	Lower Court Dispositions Of Those Convicted		Superior Court Dispositions Of Those Convicted		Total Receiving Jail Time
		Probation With Jail	Jail	Probation With Jail	Jail	
Alameda	13,939	1,840(13.2)	735( 5.3)	1,054( 7.6)	16( .1)	3,645(26.1)
Alpine	2	0( 0 )	0( 0 )	0( 0 )	0( 0 )	0( 0 )
Amador	56	3( 5.3)	5( 8.9)	7(12.5)	1( 1.8)	16(28.6)
Butte	587	88(15.0)	116(19.8)	85(14.5)	2( .3)	291(49.6)
Calaveras	129	18(14.0)	2( 1.6)	6( 4.7)	0( 0 )	26(20.2)
Colusa	50	16(32.0)	8(16.0)	2( 4.0)	1( 2.0)	27(54.0)
Contra Costa	3,727	528(14.2)	585(15.7)	296( 7.9)	7( .2)	1,416(38.0)
Del Norte	177	23(13.0)	25(14.1)	17( 9.6)	3( 1.7)	68(38.4)
El Dorado	442	81(18.3)	34( 7.7)	71(16.1)	1( .2)	187(42.3)
Fresno	3,410	1,199(35.2)	91( 2.7)	53( 1.6)	8( .2)	1,351(39.6)
Glenn	136	26(19.1)	8( 5.9)	40(29.4)	4( 2.9)	78(57.4)
Humboldt	610	92(15.1)	84(13.8)	30( 4.9)	7( 1.1)	213(34.9)
Imperial	701	205(29.2)	47( 6.7)	30( 4.3)	3( .4)	285(40.7)
Inyo	116	17(14.7)	7( 6.0)	17(14.7)	5( 4.3)	46(39.7)
Kern	4,920	1,330(27.0)	163( 3.3)	635(12.9)	19( .4)	2,147(43.6)
Kings	456	70(15.4)	54(11.8)	67(14.7)	5( 1.1)	196(43.0)
Lake	165	22(13.3)	15( 9.1)	30(18.2)	4( 2.4)	71(43.0)
Lassen	88	18(20.5)	15(17.0)	14(15.9)	0( 0 )	47(53.4)
Los Angeles	82,119	12,293(15.0)	3,638( 4.4)	9,249(11.3)	410( .5)	25,590(31.2)
Madera	466	46( 9.9)	69(14.8)	4( .9)	1( .2)	120(25.8)
Marin	468	56(12.0)	5( 1.1)	85(18.2)	0( 0 )	146(31.2)
Mariposa	40	2( 5.0)	2( 5.0)	10(25.0)	0( 0 )	14(35.0)
Mendocino	362	74(20.4)	33( 9.1)	50(13.8)	10( 2.8)	167(46.1)
Merced	758	175(23.1)	59( 7.8)	187(24.7)	6( .8)	427(56.3)
Modoc	50	5(10.0)	7(14.0)	8(16.0)	1( 2.0)	21(42.0)
Mono	51	9(17.6)	3( 5.9)	2( 3.9)	0( 0 )	14(27.5)
Monterey	1,627	318(19.5)	88( 5.4)	380(23.4)	21( 1.3)	807(49.6)
Napa	206	24(11.7)	23(11.2)	59(28.6)	0( 0 )	106(51.5)
Nevada	278	44(15.8)	17( 6.1)	60(21.6)	0( 0 )	121(43.5)
Orange	10,792	3,712(34.4)	451( 4.2)	557( 5.2)	11( .1)	4,731(43.8)
Placer	641	110(17.2)	55( 8.6)	67(10.5)	6( .9)	238(37.1)
Plumas	63	13(20.6)	3( 4.8)	16(25.4)	1( 1.6)	33(52.4)
Riverside	3,076	768(25.0)	134( 4.4)	179( 5.8)	3( .1)	1,084(35.2)
Sacramento	5,774	615(10.7)	498( 8.6)	956(16.6)	43( .7)	2,112(36.6)

Table 17: Dispositions of Adult Felony Arrests, 1983  
By County

County	Felony Arrest Dispositions	Lower Court Dispositions Of Those Convicted		Superior Court Dispositions Of Those Convicted		Total Receiving Jail Time
		Probation With Jail	Jail	Probation With Jail	Jail	
San Benito	107	0( 0 )	5( 4.7)	22(20.6)	7( 6.5)	34(31.8)
San Bernardino	6,670	1,519(22.8)	487( 7.3)	757(11.3)	19( .3)	2,782(41.7)
San Diego	14,552	2,617(18.0)	681( 4.7)	3,001(20.6)	65( .4)	6,364(43.7)
San Francisco	13,135	1,606(12.2)	443( 3.4)	1,056( 8.0)	27( .2)	3,132(23.8)
San Joaquin	3,028	1,033(34.1)	43( 1.4)	309(10.2)	20( .7)	1,405(46.4)
San Luis Obispo	807	216(26.8)	48( 5.9)	95(11.8)	5( .6)	364(45.1)
San Mateo	2,289	423(18.5)	212( 9.3)	442(19.3)	9( .4)	1,086(47.4)
Santa Barbara	2,050	497(24.2)	117( 5.7)	262(12.8)	10( .5)	886(43.2)
Santa Clara	7,444	707( 9.5)	332( 4.5)	2,245(30.2)	68( .9)	3,352(45.0)
Santa Cruz	1,124	291(25.9)	46( 4.1)	212(18.9)	6( .5)	555(49.4)
Shasta	796	207(26.0)	29( 3.6)	182(22.9)	4( .5)	422(53.0)
Sierra	21	6(28.6)	0( 0 )	2( 9.5)	0( 0 )	8(38.1)
Siskiyou	99	5( 5.1)	7( 7.1)	13(13.1)	2( 2.0)	27(27.3)
Solano	1,850	411(22.2)	99( 5.4)	261(14.1)	16( .9)	787(42.5)
Sonoma	1,458	144( 9.9)	126( 8.6)	204(14.0)	8( .5)	482(33.1)
Stanislaus	1,766	252(14.3)	249(14.1)	249(14.1)	8( .5)	758(52.0)
Sutter	257	76(29.6)	18( 7.0)	49(19.1)	3( 1.2)	146(56.8)
Tehama	181	49(27.1)	17( 9.4)	20(11.0)	5( 2.8)	91(50.3)
Trinity	60	13(21.7)	6(10.0)	9(15.0)	1( 1.7)	29(48.3)
Tulare	1,143	294(25.7)	69( 6.0)	271(23.7)	20( 1.7)	654(57.2)
Tuolumne	119	18(15.1)	4( 3.4)	26(21.8)	1( .8)	49(41.2)
Ventura	1,609	457(28.4)	51( 3.2)	258(16.0)	1( .1)	767(47.7)
Yolo	695	134(19.3)	42( 6.0)	110(15.8)	3( .4)	289(41.6)
Yuba	737	139(18.9)	19( 2.6)	102(13.8)	12( 1.6)	272(36.9)
Total	198,479 (100%)	34,954(17.6)	10,229( 5.2)	24,523(12.4)	922( .5)	70,628(35.6)

## 2. Probation

The most widely used sentencing alternative in California counties is probation. Probation is used by all counties in the State. Probation substitutes for jail time but still entails official jurisdiction over and monitoring of the defendant. The costs of incarceration are from 10-14 times those of probation supervision. In 1984, there were 197,413 adults on probation in the State of California; this is 80.7% of the 244,742 adults under some form of local supervision (jail or probation).\*

Four counties reported having special probation programs whereby high risk individuals are placed on an intensive supervision caseload. Placer County estimated that this special supervision effort saved 6 beds per day. Sonoma County estimated that probation and intensive supervision reduced incarceration days by an estimated 30 days per probationer. This reduced the ADP by 27 during 1982-83.

Los Angeles County also reported programs to meet specialized needs of offenders. The county operates a Violent Offender Program whereby violent offenders are placed on probation, supervised by staff with specialized workload. In FY 1982-83, 612 completed the program. Los Angeles also operates an Intensive Narcotic Supervision and Specialized Gang Supervision Program.

In Santa Clara County, the Probation Department has developed new policies and procedures for requested sentence modifications. Persons previously held through the duration of their sentence may now be considered for a modification and early release. The Probation Department reviews approximately 300 sentence modifications each month. Approximately 10% are granted. Sentence modifications of persons in custody rarely occur in most counties.

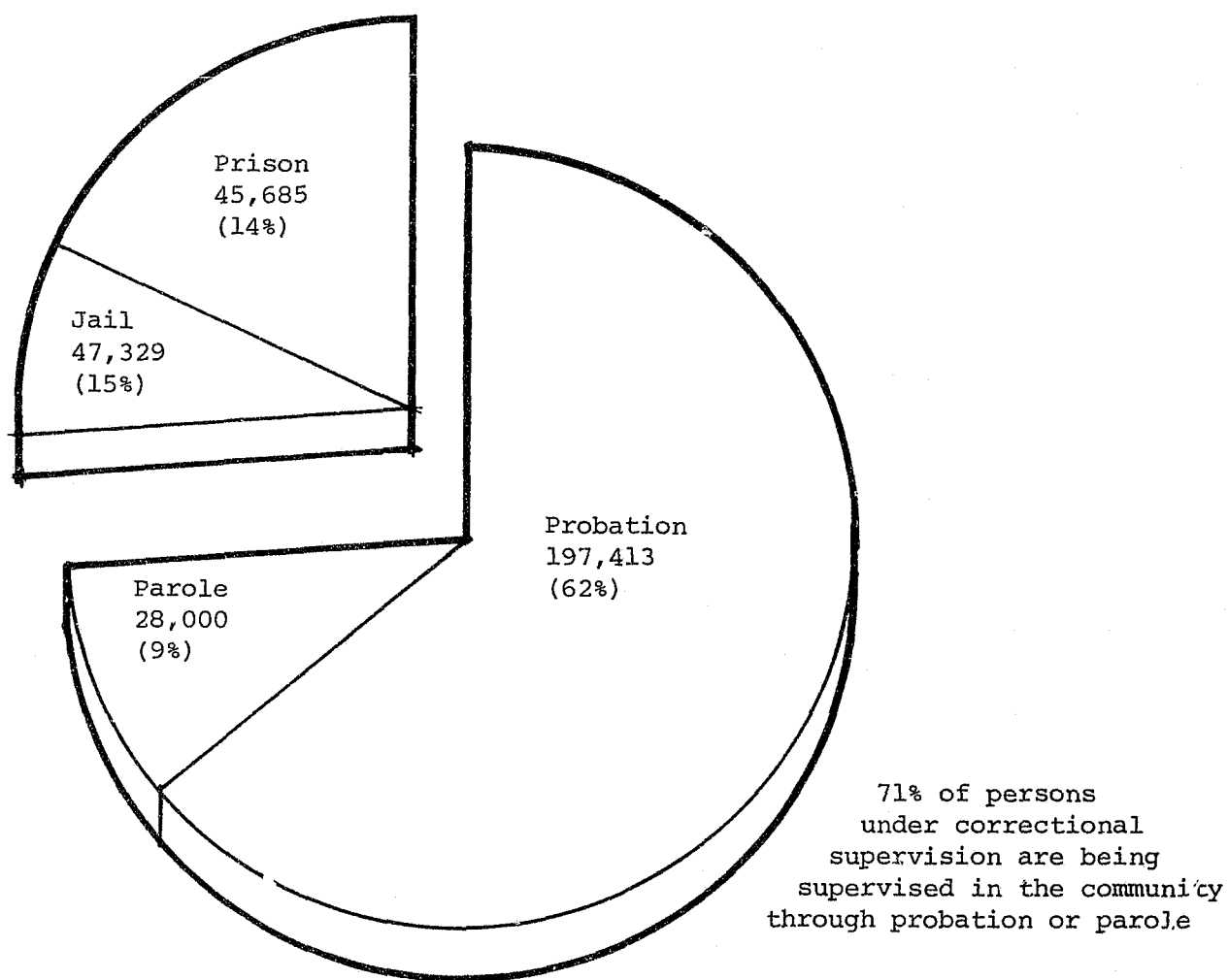
Contra Costa and Butte Counties operated a unique home detention program; while not in custody, offenders freedom of movement was strictly curtailed. Eligible defendants were able to serve their sentence at home under certain conditions and were supervised by probation officers. Contra Costa County's program only operated one year. It was hoped that the program would save 75 beds per day but, due to lack of eligible inmates, the program only saved about 10 beds per day. (Eligibility requirements included: a sentence of more than 30 days, 25% of sentence had to be served in jail, no holds, no violent offenses and county residency.)

Resource Counties: Contra Costa, Butte, Santa Clara

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\*Crime and Delinquency in California, 1984, Department of Justice, Bureau of Criminal Statistics, p. 70.

Figure 7: ADULTS UNDER CORRECTIONAL SUPERVISION IN CALIFORNIA, YEAREND 1984

29% of persons under  
correctional supervision  
are in prison or jail



Source: Crime and Delinquency in California, 1984, Department of Justice,  
Bureau of Criminal Statistics, p. 70.

### 3. Sheriff-Initiated Work in Lieu of Jail

Section 4024.2 PC states that the board of supervisors of any county may authorize the sheriff or other official in charge of county correctional facilities to offer a voluntary program under which any person committed to such facility may perform 10 hours of labor on the public works or ways in lieu of one day of confinement. For example, in one county the court sentences a person to a period of probation and as a condition of probation, the person is sentenced to serve time in custody. At the same time, the court sends a notice of commitment to the work in lieu of jail program staff and provides the offender with written instructions regarding how to contact the program for an interview/screening appointment. Bench warrants or Orders to Show Cause are issued for those who fail to comply with the interview and/or fail to show up at the work site. Work opportunities are available seven days a week from 7 a.m. to 5 p.m.

Current legislation permits acceptance of any county jail commitment to the work in lieu program but includes the following restriction: PC 4024.2(d), "If the court sentences the defendant to a period of confinement of 15 days or more, it may restrict or deny his or her eligibility for the work release program."

Most program participants do not spend any time in custody. However, some programs release persons from jail early to serve their remaining sentence in the work program. In the case of Solano County, some in-custody inmates receive one day credit for each ten hours of work performed.

The work in lieu program has the advantage of being able to pay for itself. Many counties charge the offender a flat administrative fee and also a per day charge allowed in the legislation. Some counties use correctional staff to supervise the work crews, while other counties require the agency receiving assistance to provide the supervision. Some counties provide transportation to the work sites and other counties require the offender to arrive at the site on their own. In counties from which information was available, it appears that the vast majority of offenders assigned to the work program are convicted of drunk driving-related offenses. Since the time the data in this report was collected (1982-83), there has been an even higher volume of first-time drunk driving offenders with jail terms. These offenders have led to a substantial increased use of the work program far beyond that reflected by the numbers listed here.

Counties were asked to provide the number of persons granted sheriff-initiated work in lieu of jail in 1982-83 pursuant to this Penal Code section (see Table 18: Work in Lieu of Jail in California Counties 1982-83). Twenty-three of the 41 respondents (56%) indicated that they provided a work in lieu of jail program. Of the 18 counties that did not have programs, six had them approved or expected to have them approved. In FY 1982-83, 27,777 sentenced offenders were granted sheriff's work

in lieu of jail. This is an average of approximately 25% of the sentenced bookings in the reporting counties. This number underestimates the current population since three counties that reported data only recently implemented their programs (Riverside, Ventura, Santa Clara).

Although programs varied in eligibility requirements and operation, the impact on bed capacity appeared to be significant. San Diego County estimates 28 jail beds per day were saved using sheriff-initiated work release. Yolo County estimates 7 jail beds are saved per day. Contra Costa County refers 90% of persons sentenced to 15 days or less to the program and estimates a savings of 29 beds per day.

Sacramento's program has no restriction on sentence length. Sacramento estimates 194 beds per day are saved. Santa Clara removes eligible offenders from jail when they have 80 days or less to serve and transfers them to the work program.

The design of the work in lieu legislation permits direct impact on jail use. Presumably, any offender diverted to this program would have spent time in jail. Of course, judges aware of the program may sentence a person to jail rather than a fine or probation assuming that the offender will be placed in the work program. However, if it is assumed that the 27,777 individuals assigned to work would have spent an average of four days in jail (this is average time spent in one county's work program), an additional 111,108 bed days would have been used in these 23 counties--an average total of 304 additional individuals incarcerated per day. Of the five counties that had the highest percentages of misdemeanor offenders in custody during a four-day sample\* (Madera, Humboldt, San Joaquin, Siskiyou and Ventura), four had no work in lieu program and Ventura, which had only recently implemented their program, released only 1% of the sentenced population to the program.

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\*Source: Board of Corrections, State of the Jails in California, Report 1: Overcrowding in the Jails, p. 46.



Table 18: Work in Lieu of Jail Population  
in California Counties 1982-83

County	# Granted Work in Lieu 1982-83	Average Proportion of Sentenced Prisoners on Work in Lieu
Alameda	2,282	24.7%
Contra Costa	2,178	52
Butte	0	0
Calaveras	0	0
El Dorado	158	5
Fresno	2,369	54*
Glenn	0	0
Humboldt	0	0
Inyo	0	0
Kern	2,977	35
Kings	0	0
Los Angeles	974	1.8
Madera	0	0
Marin	0	0
Mendocino	0	0
Merced	138	2
Monterey	23	.7
Napa	0	0
Nevada	453	74
Orange	1,546	14.7
Placer	111	2.1
Riverside	350	14
San Bernardino	0	0
San Diego	528	Less than 1
Sacramento	5,520	46.5
San Francisco	952	21
San Mateo	1,020	52
Santa Barbara	624	20.3
Santa Clara	451	7*
Santa Cruz	1,400	34
Sierra	0	0
Siskiyou	0	0
Sonoma	0	0
Solano**	552	16
Stanislaus	0	0
Tulare	1,988	31.7
Tuolumne	0	0
Ventura	6	1
Yolo	1,177	55
Yuba	0	0
	27,777	24.6%

\* Estimated using 10% of admissions to county jail as number of sentenced inmates.

\*\* Includes out-of-custody work release and "in-custody" work where sentenced inmates get one day credit for each ten hours of work performed.

Reasons cited for not using the program more extensively in 1982-83 included: the lack of eligible inmates (33% have charges pending); the lack of work supervision; the lack of personnel and equipment to get inmates to programs; apprehensiveness on the part of the judges; and the unavailability of proper work opportunities.

Resource Counties: Contra Costa, Sacramento, Yolo, San Mateo, Nevada

#### 4. Community Service

Many counties also provide sentencing alternative programs that allow an offender to work off his/her sentence or fine through volunteer work with a community service agency. Restitution to the victim may be ordered by the court in combination with other sanctions or may constitute the full sentence imposed.

Community service programs are often operated by Probation through a contract with a volunteer program in the community. Twenty-nine counties (71%) of the 41 reporting employed some form of community service placement separate from sheriff-initiated work programs\*; 32,485 referrals to these programs were effectuated in FY 1982-83. It is not possible to estimate the actual impact on overall jail use because this option is often employed as an alternative to fines or as a condition of probation. Certainly if this alternative was absent, some offenders would spend time in jail. The only information available is county estimates. Four counties estimated the number of beds saved per day due to program availability:

County	Beds Saved Per Day
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Butte	4
Riverside	40
Solano	57
Tuolumne	7

Table 19 lists the counties which indicated they had a community service program and the number of referrals, if available, in 1982-83.

Resource Counties: Alameda, Marin, Napa, San Diego

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\*The California League of Alternative Sentence Programs (CLASP) reports that community service programs operate in 38 of the 58 California counties and, in 1980, volunteers performed 10 to 15 million hours of service.

Table 19: Community Service Referrals in  
FY 1982-83 by County

County	Number of Referrals
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Alameda	7,062
Butte	n/a
Fresno	1,149
Glenn	n/a
El Dorado	453
Contra Costa	n/a
Kern	n/a
Kings	540
Los Angeles	1,103
Madera	748
Marin	1,856 (non-traffic placements)
Mendocino	302
Monterey	n/a
Napa	640
Orange	4,560
Placer	180
Plumas	n/a
Riverside	905
Sacramento	1,244
San Bernardino	1,128
San Diego	3,840
San Francisco	n/a
Santa Clara	4,017
Sonoma	1,200
Solano	n/a
Stanislaus	574
Tuolumne	285
Ventura	400
Yuba	299
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	32,485

## 5. County Parole

Each county has a board of parole commissioners established under PC 3074 et. seq. to establish rules under which any prisoner who is committed to city or county custody for any criminal offense may be allowed to go upon parole unless the court states otherwise. The parolee remains in the legal custody of the board during the term of parole. As specified in the Penal Code, parole decisions are made by a Parole Board, consisting of the Sheriff, the Probation Officer and an appointee of the Presiding Judge of the Superior Court.

Historically, county parole boards have granted parole only in cases of medical or personal emergencies. In recent years as jail populations have risen, county parole has been re-examined in light of its potential to reduce the sentenced jail population. A few counties have expanded the use of parole by broadening eligibility requirements, adding staff to supervise parolees, and publicizing the availability of parole to inmates. However, county parole still is used sparingly in California.

In the 41 counties where data was available on persons granted parole, a total of 1,443 convicted offenders were granted parole in 1982-83; approximately 1% of the total sentenced bookings in those counties. There was great variation in the use of parole across counties. Eight (8) counties did not place any offenders on parole during 1982-83 (Glenn, Merced, Nevada, Orange, Placer, Plumas, Siskiyou and Solano). Eighteen (18) counties had 1% or less of their sentenced population on county parole at any given time (Alameda, Calaveras, Fresno, Inyo, Kings, Los Angeles, Marin, Mendocino, Riverside, San Bernardino, San Diego, San Mateo, Santa Clara, Santa Cruz, Sonoma, Tulare, Ventura, and Yuba). Fifteen counties had more than one percent of their sentenced prisoners on parole at any time (Butte, Contra Costa, El Dorado, Humboldt, Kern, Kings, Napa, Madera, Monterey, Sacramento, San Francisco, Santa Barbara, Stanislaus, Tuolumne and Yolo). The counties using parole most extensively had 10-20% of their sentenced prisoners on parole.

Several reasons were cited for the minimal use of parole:

1. Incarcerated inmates not eligible
2. Eligible inmates released via other release mechanisms, e.g., sentence modifications, early release or placed in other programs, e.g., weekend work
3. Budget cuts negatively affected ability to process and/or supervise inmates on parole
4. Inmates unwilling to accept parole restrictions
5. Judicial opposition

Bed days are saved with use of county parole. In the 16 counties providing this data, there was an average reduction of 75 days of incarceration for each of those granted parole. Counties that have attempted to expand county parole have met with some success. For example, Contra Costa County paroled 8% of their sentenced population after judges agreed to remove "not eligible for county parole" as a routine part of all commitment orders. The parole board practice of granting parole only when the prisoner had a compelling reason has changed in Contra Costa to granting parole to eligible persons unless there is a compelling reason to keep them in custody.

Santa Clara County experienced a 58% increase in the number of jail bed days saved in the second half of 1982-83 (from 1,055 to 1,670 days) due to an increase in staff to 2-1/2 probation officers and a half-time clerk supporting the work of the parole board.

Sonoma County had a similar experience. After the addition of two probation officers, the number of persons paroled (25) in a two-month period in 1983 equaled the number for the entire 1982-83 fiscal year.

Resource Counties: San Francisco, Sonoma, Santa Clara

## 6. Early Release of Sentenced Prisoners

There are several provisions in the Penal Code whereby the Sheriff or other authorities may reduce an inmate's term of incarceration. Under PC 4019, inmates may be awarded five days good time and five days work time for every thirty days served, once they are sentenced. This saves many days of incarceration by allowing the inmate to reduce up to ten days a month from their sentence. Los Angeles County estimated that this process reduced housing requirements by 520 beds per day.

Pursuant to PC 4024.1, the Sheriff may ask the presiding judge of the municipal or superior court for general authorization for a period of 30 days to release sentenced inmates up to a maximum of five days early when the actual inmate count exceeds the actual bed capacity of a jail. The total number of inmates released pursuant to this section may not exceed a number necessary to balance the inmate count and actual bed capacity. According to the law, inmates closest to their normal release date are to be given accelerated release priority and the number of days release is accelerated shall not exceed 10 % of the particular inmate's original sentence, prior to the application thereto of any other credits or benefits authorized by law. Out of 41 counties responding, 31 (76%) reported using early release for sentenced inmates under this Penal Code section. In counties where data was available, a total of 74,336 inmates were granted early release through this program in FY 1982-83. This is an average of 21% of all sentenced inmates released in those counties (see Table 20: Inmates Granted Early Release Pursuant to PC 4024.1 by County).

Of the ten counties not using the early release procedure, some indicated their reasons. They were:

1. Lacking compelling circumstance, the inmate should be required to complete the sentence imposed
2. Sentenced inmates earn good and work time off their sentence so this form of early release is not used
3. The judiciary is reluctant to grant early release due to public opposition.

This procedure does have an impact on reducing the jail population. Riverside County reported reduced sentences under this provision saved them 7 beds per day. In Yolo County, one bed per day was saved. Madera County reported that without this form of early release the average length of sentence would increase from 76 days to 81 days. Contra Costa County estimated that their program saved an average of 5.5 beds per day at their Work Furlough Center alone in 1983.

Expansion of this program is limited by the law (available only if jail is overcrowded) and judicial discretion.

Resource Counties: Contra Costa, Kern, Los Angeles

Table 20: Inmates Granted Early Release Pursuant to  
PC 4024.1 by County FY 1982-83

County	# Granted Early Release	% Sentenced Granted Early Release
Alameda	2,497	27
Contra Costa	1,092	55
Butte	0	0
Calaveras	2	1
El Dorado	**	**
Fresno	1,530	40
Glenn	6	1.2
Humboldt	90	6
Inyo	0	0
Kern	2,540	45
Kings	364	19
Los Angeles	52,534	99.5
Madera	177	100
Marin	5	1*
Mendocino	0	0
Merced	830	61*
Monterey	1,188	34
Napa	121	12
Nevada	120	19
Orange	0	0
Placer	42	1
Plumas	0	0
Riverside	967	37
San Bernardino	0	0
San Diego	4,814	4
Sacramento	0	0
San Francisco	0	0
San Mateo	618	33
Santa Barbara	48	1.6
Santa Clara	2,003	29*
Santa Cruz	45	1
Sierra	0	0
Siskiyou	100	100
Sonoma	351	26
Solano	385	28
Stanislaus	480	3
Tulare	0	0
Tuolumne	43	2
Ventura	1,145	18
Yolo	116	5.5
Yuba	83	14
Total	74,336	Average of 21%

\*Estimated percent using 10% of 1983 admissions to county jail as number of sentenced inmates.

\*\*Used program but no data available.



## 7. Other Programs For Sentenced Offenders

### Weekend Sentences

The Weekender Program is an alternative sentence common to many counties. The offender is given a specified amount of jail time to be served only on weekends. The purpose is to allow the individual to continue working or going to school. The problem, of course, is that this reduces the population only during the week, but aggravates population pressures and management problems on weekends. While it may be a convenience or benefit to prisoners, it is not usually a true alternative to incarceration.

### Work Furlough

Fourteen counties reported operating work furlough programs. Inmates work in their normal place of employment and are incarcerated nights and weekends. Some programs allow the inmate to spend weekends at home. The impact on overcrowding is negligible, especially in facilities where work furlough inmates are incarcerated separately. Inmates on work furlough may be charged room and board. While work furlough is not an alternative to incarceration, it does reduce the pressure on high-cost maximum-security space.

### Work Programs for Women

A problem discussed by a number of counties was the lack of equal access to some programs for women. This was particularly true in the area of availability of diversified housing, such as work furlough housing. (Twenty-nine counties--62% of the counties applying for jail funds--reported that their proposed jail expansion projects would remedy a lack of equal opportunity for women in their detention systems.)

Santa Clara County provides a unique program for sentenced women and their children. Nationwide, it has been shown that about half the incarcerated women have dependent children. The Women's Residential Center of the Santa Clara County Sheriff's Department in San Jose, California addresses this problem by permitting mothers in its work release program to live with their children in a supervised apartment complex while serving out their sentences. The mothers work or receive job training during the day, while the children attend school or are in day care at the center.

### Drug and Alcohol Programs

Alcohol and drug programs address prevention, education, treatment and rehabilitation. Persons arrested and convicted of drug-related charges can be diverted into these programs in lieu of going to jail. Thirteen counties indicated using drug and alcohol programs as an alternative to incarceration. Five counties indicated they had at least two programs available for use. This is not surprising given the large number of alcohol and drug-related

bookings. (Persons booked for public inebriation (19%) and substance abuse (4%) totaled 23% of the misdemeanor bookings. This does not include vehicle code violations (54% of misdemeanor bookings), most of which are drunk driving. Substance abuse felony bookings accounted for 17% of felony bookings.\*) Over 32,000 persons participated in an alcohol program in Los Angeles County in 1982-83 as a condition of sentence. A drug program in Los Angeles County handled 29,121 persons. Santa Clara County reported placing 250 persons in drug treatment in 1982-83. Orange County indicated that in the past two years 252 persons were placed in recovery homes in lieu of a 90-day sentence; 185 persons referred to Alcoholics Anonymous in lieu of a 30-day sentence; 48 persons were referred to the County Alcohol Services in lieu of a 60-day sentence. Sonoma County estimated a reduction in average daily population of 25 due to their drug offenders being placed in community-based treatment programs.

#### Drunk Driver Programs

At the time the needs assessments and jail applications were submitted, convicted drunk drivers were often ordered to attend programs for the drinking driver in lieu of incarceration. Los Angeles County operates 40 such programs. In FY 1982-83, 8,400 persons were ordered to attend. Courts often allowed repeat offenders to serve mandatory jail terms in residential alcohol treatment programs on a day-for-day credit basis.

However, an appellate court decision (People v. Hinton) (1983) 197 Cal. Rptr. 204) by the Court of Appeal out of Los Angeles, which became final on February 15, 1984, says that a mandatory jail sentence means just that, and courts cannot, as a condition of probation, place a person in an alcohol rehabilitation facility rather than county jail.

Although there is no data currently available on the increase in the number of drunk drivers in jail or on the increase in the length of sentences for drunk drivers, many counties have expressed concern about the impact these individuals are having on the sentenced jail population. (Conviction for a third drunk driving offense within five years requires a 120-day minimum jail sentence.)

The Board of Corrections is planning to initiate a study on the impact of drunk drivers on county jail facilities.

#### Re-entry Programs

Three counties reported having programs that serve to assist the offender in reentering the community. Yolo County operates a program in which counseling and referral are offered to inmates about to be released. Inmates are assisted with housing, job searches, and other re-entry needs. Marin and Sonoma counties offer similar programs.

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\*Source: Pretrial Release Tables from 25 counties.

### Miscellaneous

San Diego and Alameda counties did not specifically list their community-based programs by type. However, in FY 1982-83 in Alameda County, 21,000 people received criminal justice related services from programs funded to provide alternatives to incarceration. This represents one-half of the individuals who were convicted of felonies or misdemeanors in Alameda County during 1982. According to the county, the average daily population would have been increased by approximately 242 if alternative program participants were incarcerated rather than participate in the programs supported by the county. This would represent an increase of over 25% on the average daily sentenced population levels during 1982.

Resource Counties: Santa Clara, Los Angeles, Alameda

Appendix 1: Methodology for Ranking of Use  
of Alternatives to Incarceration

The ranking on use of alternatives in each of the 19 large project counties was derived from an assessment by the Evaluation Committee established by the Board of Corrections to review Proposition 2 applications. Committee members scored each county on use of the following ten alternative programs:

1. Alternatives to Incarceration for Public Inebriates.
2. Weekend Judges or Other Court Processes Leading to Pretrial Release.
3. Special Programs to Clear Holds and Warrants.
4. Misdemeanor Citation Release.
5. Felony Own Recognizance.
6. Ten Percent Bail for Pretrial Misdemeanants.
7. County Parole.
8. Early Release per PC 4024.1.
9. Early Release per PC 4024.2.
10. Other Programs that Reduce or Control Jail Populations.

Counties could receive up to 37 points, from two primary components of the alternatives to incarceration scoring: a program-by-program review of selected release mechanisms (30 points) and an analysis of prisoner profile (7 points). (In other evaluations, the Committee compared counties' overall pretrial average lengths of stay and counties' incarceration rates.)

The scoring method for the program-by-program evaluation called for awarding three points if a county used a program above the average of applicant counties, two points if it used the program below the average, and no points if the county did not use the program. Where possible, a quantitative comparison was made of applicants (e.g., the percentage of misdemeanants released through sheriff's citation). After reviewing these quantitative comparisons and the application documentation, the committee scored each program in each county. In all but one case, the score awarded was the average of the committee members' individual scores. In the case of county parole, scoring was based solely on quantitative comparisons. The overall scores by county follow:

Alameda	33.6
Contra Costa	31.9
Sacramento	30.6
Santa Clara	30.2
San Diego	29.7
Riverside	29.5
Los Angeles	29.5
Yolo	25.4
Fresno	24.2
Ventura	23.7
Solano	23.3
San Mateo	22.9
Madera	21.0
Orange	20.6
Tulare	19.8
El Dorado	19.0
Kern	19.0
Kings	15.2
Merced	11.2

Appendix 2: Methodology for Simulation of  
Release Mechanism Differences

## Appendix 2: Methodology for Simulation of Release Mechanism Differences

79,320	Estimate of total county bookings for 1985
x 91%	Estimate of pretrial bookings as percentage of
-----	total
72,181	Estimate of pretrial bookings for 1985
x 78%	Estimate of misdemeanor bookings as percentage of
-----	all pretrial bookings
56,301	Estimate of misdemeanor pretrial bookings for 1985
x 57%	Percent of misdemeanor pretrial bookings released
-----	by O.R.
32,092	Pretrial misdemeanor bookings released through
	Court O.R.
x 38 hours	Number of hours to release on Court O.R.
-----	
1,219,496	
divided by 24 hours =	
-----	
50,812 divided by 365/days/year = 139	Bed days per day for Court
	O.R. releases

-----

\*If 44% (misdemeanor pretrial bookings released in other California counties by sheriff's citation) of the county's pretrial misdemeanor bookings (56,302 x .44) were released by sheriff citation in 8 hours (24,772 x 8) they would be held 198,176 hours per year (198,176 divided by 24). That equals 8,257 beds per year or 23 beds per day (8,257 divided by 365). If the remaining persons were still released by Court O.R. (32,092 - 24,772 = 7,320) at 38 hours (7,320 x 38), the O.R. group would use 278,160 hours or (278,160 divided by 24) 11,590 beds per year or (11,590 divided by 365) 32 beds per day. The total beds per day used would be (23 + 32) 55 rather than 139, which is a savings of (139 - 55) 84 beds per day.



Appendix 3: Pretrial Release Profile of  
Four California Counties

Source: Data was submitted by each county on the number of persons booked by charge and released through each of seven release categories and the average length of stay per category. This information was used to estimate the same categories in the in-custody population using the following formula:

$$\frac{\text{No. of Bookings}}{\text{No. of Days}} \times \text{Average Length of Stay} = \text{Average Daily Population}$$

CONTRA COSTA

PROGRAM	No. Bookings			% Bookings			Av. Stay (da)			Av. Population			% Av. Population		
	Mis.	Fel.	Total	Mis.	Fel.	Total	Mis.	Fel.	Total	Mis.	Fel.	Total	Mis.	Fel.	Total
Sheriff Citation	225	2	227	38		38	.2	.6	.2	2		2	1		1
Court O.R.	30	22	52	5	4	9	2.6	7.2	4.6	5	11	16	1	3	4
10% Bail	52	8	60	9	1	10	.7	4.4	1.2	3	2	5	1		1
Other Bail	27	70	97	4	12	16	1.3	6.6	5.1	2	31	32	1	8	9
849(b) P.C.	3	18	21		3	3	.9	2	1.9	1	2	3		1	1
Rel. @ Ct. Disp.	52	15	67	9	3	12	7.6	80	23.8	26	80	106	7	21	28
Misc. Other	22	50	72	4	8	12	21.8	52.5	43.1	32	175	207	9	47	56
Total	411	185	596	69	31	100	2.6	24.4	9.4	71	301	372	19	81	100

SAN MATEO

PROGRAM	No. Bookings			% Bookings			Av. Stay (da)			Av. Population			% Av. Population		
	Mis.	Fel.	Total	Mis.	Fel.	Total	Mis.	Fel.	Total	Mis.	Fel.	Total	Mis.	Fel.	Total
Sheriff Citation	439		439	58		58	.2		.2	6.3		6.3	3		3
Court O.R.	9	12	21	1	2	3	1.1	2.9	2.1	.7	2.5	3.2		1	2
10% Bail	9	4	13	1	1	2	.3	5	1.7	.2	1.4	1.6		1	1
Other Bail	49	44	93	6	6	12	2.1	2.6	2.3	7.3	8.1	15.3	4	4	8
849(b) P.C.	4	6	10		1	1	.7	4.1	2.7	.2	1.7	1.9		1	1
Rel. @ Ct. Disp.	108	33	141	14	4	18	5	40.6	13.2	38	95	133	21	51	72
Misc. Other	17	28	45	2	4	6	2.9	10.2	7.4	3.5	20.4	23.8	2	11	13
Total	635	127	762	82	18	100	1.25	14.3	3.4	56	129	185	30	70	100

VENTURA

PROGRAM	No. Bookings			% Bookings			Av. Stay (da)			Av. Population			% Av. Population		
	Mis.	Fel.	Total	Mis.	Fel.	Total	Mis.	Fel.	Total	Mis.	Fel.	Total	Mis.	Fel.	Total
Sheriff Citation	295	1	296	28		28	.3	.4	.3	3	.01	3	2		2
Court O.R.	24	29	53	2	3	5	8.6	4.7	6.5	7	4	11	5	3	8
10% Bail	243		243	23		23	.8		.8	6		6	5		5
Other Bail	177	99	276	17	9	26	.5	5.2	2.2	3	17	20	3	13	16
849(b) P.C.	25	23	48	2	2	4	.4	2.1	1.2	.3	2	2		2	2
Rel. @ Ct. Disp.	39	12	51	4	1	5	4.8	30.5	10.8	6	12	18	5	9	14
Misc. Other	61	25	86	6	2	8	17.7	38.3	23.7	36	32	68	28	25	53
Total	864	189	1,053	82	18	100	2.1	10.7	3.8	61	67	128	48	52	100

YOLO

PROGRAM	No. Bookings			% Bookings			Av. Stay (da)			Av. Population			% Av. Population		
	Mis.	Fel.	Total	Mis.	Fel.	Total	Mis.	Fel.	Total	Mis.	Fel.	Total	Mis.	Fel.	Total
Sheriff Citation	67	1	68	33	1	34	.2	5	.3	1	.3	1.3	1	1	2
Court O.R.	13	16	29	7	8	15	1.1	4.6	3	1	5.3	6.3	2	9	11
10% Bail	17	1	18	4	4	8	.5	3	.7	.6	.2	.9	1	1	2
Other Bail	23	17	40	12	8	20	.7	3.9	2	1.1	4.7	5.8	2	8	10
849(b) P.C.	1		1	1		1	.2		.2	.01		.01			
Rel. @ Ct. Disp.	7	7	14	3.5	3.5	7	12.3	45.4	28.3	6	22	28	10	38	48
Misc. Other	21	7	28	11	3	14	4.4	16.9	7.7	6.6	8.5	15.5	12	15	27
Total	149	49	198	72	28	100	1.5	11.9	4.1	17	41	58	28	72	100

Appendix 4: Pretrial Charge Profile of  
Four California Counties

Source: Data was submitted by each county on the number of persons booked by charge and the average length of stay per charge category. This information was used to estimate the charge categories in the in-custody population using the following formula:

$$\frac{\text{No. of Bookings}}{\text{No. of Days}} \times \text{Average Length of Stay} = \text{Average Daily Population}$$

CONTRA COSTA (15-Day Sample)

Misdemeanor Bookings	411	Average Length of Stay Per Booking	9.4 days
Felony Bookings	185	Average Daily Pretrial Population	
Total Bookings (39.7 per day)	596	Estimate (based on pretrial bookings and length of stay)	372

	# of Persons	% Misd. or Bookings	% Felony Bookings	% Total Bookings	Average Length of Stay(days)	Average Daily Population	% ADP
All Misdemeanors	411	100		69	2.6	71	19
Vehicle Code	316	77		53	1.7	35.8	10
Substance Abuse	22	5		4	3.5	5.1	1
All Felonies	185		100	31	24.4	301	81
Felony/Property	91		49	15	18.4	111.3	30
Felony/Persons	41		22	7	51.3	140.2	38

SAN MATEO (14-Day Sample)

Misdemeanor Bookings 635  
 Felony Bookings 127  
 Total Bookings (54 per day) 762  
 Average Length of Stay 3.4  
 Per Booking days

Average Daily Pretrial Population 185  
 Estimate (based on total pretrial  
 bookings and length of stay)

	# of Persons	% Misd. or Bookings	% Felony Bookings	% Total Bookings	Average Length of Stay(days)	Average Daily Population	% ADP
All Misdemeanors	635	100		83	1.3	56	30
Vehicle Code	420	66		55	.6	18	10
Substance Abuse	10	2		1	7.4	5.2	3
All Felonies	127		100	17	14.3	129	70
Felony/Property	34		28	4	22.5	54	29
Felony/Persons	16		13	2	4.4	4.8	3



VENTURA (30-Day Sample)

Misdemeanor Bookings 864  
 Felony Bookings 189  
 Total Bookings (35 per day) 1,053  
 Average Length of Stay 3.7  
 Per Booking days

Average Daily Pretrial 128  
 Population Estimate (based  
 on total pretrial bookings and  
 length of stay)

	# of Persons	% Misd. or Bookings	% Felony Bookings	% Total Bookings	Average Length of Stay(days)	Average Daily Population	% ADP
All Misdemeanors	864	100		82	2.1	60.5	47
Vehicle Code	528	61		50	1.2	21.1	16
Substance Abuse	50	6		5	2.7	4.5	4
All Felonies	189		100	18	10.7	67.4	53
Felony/Property	74		39	7	12.3	30.8	24
Felony/Persons	56		30	5	7.8	14.8	12

YOLO (2/3 Sample of 21 Days)

Misdemeanor Bookings 149  
 Felony Bookings 49  
 Total Bookings (14 per day) 198  
 Average Length of Stay 4.1  
 Per Booking days

Average Daily Pretrial Population 58  
 Estimate (based on total pretrial  
 bookings and length of stay)

	# of Persons	% Misd. or Bookings	% Felony Bookings	% Total Bookings	Average Length of Stay(days)	Average Daily Population	% ADP
All Misdemeanors	149	100		75	1.5	16.2	28
Vehicle Code	84	56		42	.7	4	7
Substance Abuse	—	—	—	—	—	—	—
All Felonies	49		100	25	11.9	41.7	72
Felony/Property	25		51	13	15.7	28.3	49
Felony/Persons	15		31	8	4.0	4.4	8



Appendix 5: Use of Pretrial Release Mechanisms by Charge for  
25 California Counties Showing Percent Released  
by Program and Average Length of Stay

Source: Data was submitted by each county on the number of persons booked by charge and the number released through various release options and the average length of stay per release option. Not included are persons released at court disposition and miscellaneous releases, e.g., released to State agency or other outside agency.

MISDEMEANOR INEBRIATES

COUNTY	CITATION		COURT OR		10% BAIL		OTHER BAIL		PC 849(B)		TOTAL BOOKINGS	
	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)
Alameda	77	5	5	91			3	2	15	12	10	10
Contra Costa									100	1	1	1
El Dorado	71	7	8.5	48	8.5	31	4	7	8	12	17	13
Fresno	2	2						36	98	9	52	9
Glenn									100	7	28	7
Kern	77	8					23	5			15	7
Kings	31	6					8	24	61	8	31	9
Los Angeles	22	6							78	8	19	8
Madera	19	6	2	5					79	6	31	6
Merced	24	4					11	22	65	6	27	7
Monterey	53	2	5	96			5	0	37	3	17	7
Nevada	10.5	2			5	7	10.5	2	74	6	17	5
Orange			53	46	3	31	30	41	14	29	15	42
Riverside	65	7			1	11	8	11	26	11	61	8
Sacramento	86	4							14	6	3	4
San Bernardino	86	12	4	96			10	46			15	18
San Diego	9	10	2	65	1	17	44	26	44	12	25	19
San Mateo	91	5			2	12	5	5	2	5	11	8
Santa Clara	17	4			4	14	14	17	65	4	17	6
Solano	18	6	2.5	24	2.5	2	9	24	68	2	24	5
Sonoma	3	24	3	24	5	4	19	9	70	5	26	7
Tulare	11	5	1.5	24	1.5	24	16	56	70	3	36	12
Ventura	43	7	2	43			26	12	29	10	11	10
Yolo	68	7	9	38	9	5	9	5	5	4	18	9
Yuba							4	14	96	11	40	11
OVERALL AVERAGE	35	7	4	50	2	14	10	18	49	8	23	10 HR
ALS (DAYS)		.3		2.1	107-	.6		.8		.3		.4 DAY

USE OF PRETRIAL RELEASE MECHANISMS SHOWING PERCENT  
RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY FOR:

MISDEMEANOR SUBSTANCE ABUSE

COUNTY	CITATION		COURT OR		10% BAIL		OTHER BAIL		PC 849 (B)		TOTAL BOOKINGS	
	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)
Alameda	11	10	17	74	39	127	33	24			5	71
Contra Costa	88	3					12	49			5	8
El Dorado					50	2	50	72			1	37
Fresno	37	4	7	180	19	43	37	8			3	26
Glenn			57	96	29	3	14	6			3	57
Kern	52	37	4	179	9	38	35	65			12	53
Kings	33.3	12			33.3	48	33.3	0			5	20
Los Angeles	84	9					11	67	5	92	15	19
Madera	67	3					33	7			1	4
Merced												
Monterey	75	0					25	0			4	0
Nevada	50	2					50	58			4	30
Orange			56	77	13	79	31	199			3	115
Riverside	79	11							21	3	4	9
Sacramento	67	2					33	3			2	2
San Bernardino	14	19	7	288			50	10	29	103	4	58
San Diego	36	7	14	72	36	19	14	17			1	22
San Mateo	50	6	50	16							less than 1	11
Santa Clara	50	4	33	48	17	14					4	20
Solano	50	8					50	8			less than 1	8
Sonoma					67	20	33	14			2	31
Tulare			40	24	20	24	20	24	20	24	3	24
Ventura	22	61	5	326	51	46	20	17	2	1	6	55
Yolo												
Yuba							100	0			1	0
OVERALL AVERAGE	38	12	13	125	17	39	30	32	3	45	4	30
ALS (DAYS)		.5		5.2		1.6		1.4		1.9		1.2

USE OF PRETRIAL RELEASE MECHANISMS SHOWING PERCENT  
RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY FOR:

MISDEMEANOR PROPERTY THEFT

COUNTY	CITATION		COURT OR		10% BAIL		OTHER BAIL		PC 849(B)		TOTAL BOOKINGS	
	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)
Alameda	35	2	35	108			30	108			5	71
Contra Costa	27	9	33	80	20	21	20	101			4	53
El Dorado	37	12	11	24	32	17	21	7			13	14
Fresno	66	3	13	206	2	300	17	84	2	8	6	49
Glenn					56	3	44	24			4	12
Kern	57	60	8	214	21	93	14	53			6	78
Kings			42	120			58	17			10	60
Los Angeles	75	1					15	11	10	61	8	9
Madera	17	3	17	168			67	4			3	31
Merced					12.5	0	87.5	42			6	37
Monterey	60	6			10	0	30	2			9	4
Nevada			40	113	20	0	40	4			4	47
Orange			44	38	4	41	52	149			6	96
Riverside	61	4			8	68	23	16	8	6	4	12
Sacramento	65	3	12	3			7	10	6	55	7	7
San Bernardino	40	48	7	144			36.5	24	16.5	149	14	63
San Diego	50	10	16	46	12	12	18	19	4	12	4	18
San Mateo	44	7			12	6	44	163			5	76
Santa Clara	13	8			2	4	85	16			13	15
Solano	42	2	10	24	12	6	36	8			11	7
Sonoma	22	16	35	58	30	7	13	11			9	27
Tulare			12.5	144	87.5	3					4	21
Ventura	17	3	13	753	57	7	13	6			4	106
Yolo	33	1	50	9	17	72					5	17
Yuba	20	1	20	194			60	1			7	40
OVERALL AVERAGE	31	10	17	136	17	37	34	38	2	49	7	39
ALS (DAYS)		.4		5.7		1.5		1.6		2		1.6

USE OF PRETRIAL RELEASE MECHANISMS SHOWING PERCENT  
RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY FOR:

MISDEMEANOR VEHICLE CODE

COUNTY	CITATION		COURT OR		10% BAIL		OTHER BAIL		PC 849(B)		TOTAL BOOKINGS	
	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)
Alameda	55	2	10	29	4	58	30	19			60	6
Contra Costa	69	3	8	46	16	16	6	22		16	78	10
El Dorado	7	120	7	74	65	7	21	34			62	25
Fresno	74	4	1	96	1	4	24	12			31	7
Glenn	7	6	7	65	39	8	45	9	1	1	50	12
Kern	82	6	1	156	1	120	14	18	1	1	53	11
Kings	61	7					39	40			33	20
Los Angeles	90	7	2	25			5	11	2	22	50	8
Madera	63	2	2	372	7	2	25	12	4	29	56	12
Merced	67	3			11	5	22	8			59	4
Monterey	74	2	3	276			24	5			60	11
Nevada	40	3	10	137	11	18	40	12			56	21
Orange			66	26	4	41	29	62			59	37
Riverside	42	11			6	20	48	10	4	4	14	11
Sacramento	93	4	1	25	1	16	5	39			75	6
San Bernardino	61	10	3	41			33	24	3	108	55	19
San Diego	67	7	3	62	8	17	21	22	1	7	51	13
San Mateo	94	5	1	3	1	5	4	31	1	5	77	6
Santa Clara	54	5	6	98	1	14	37	19	1	24	59	16
Solano	47	2	4	48	30	4	18	10			45	6
Sonoma	19	21	3	24	71	8	7	19			50	12
Tulare	24	6	2	24	48	8	25	6			48	7
Ventura	48	4		18	34	14	17	11			64	9
Yolo	59	5	7	27	12	5	22	10			61	8
Yuba	66	12	2	0	8	21	24	42			35	20
OVERALL AVERAGE	55	11	6	76	15	20	23	20	1	22	53	13
ALS (DAYS)		.5		3.2	-111-	.8		.9		.9		.5



USE OF PRETRIAL RELEASE MECHANISMS SHOWING PERCENT  
RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY FOR:

MISDEMEANOR PERSON/VIOLENCE

<u>COUNTY</u>	<u>CITATION</u>		<u>COURT OR</u>		<u>10% BAIL</u>		<u>OTHER BAIL</u>		<u>PC 849(B)</u>		<u>TOTAL BOOKIN</u>	
	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)
Alameda	23	7	38	38	31	58	8	94			3	41
Contra Costa	44	3	17	181	22	19	11	40	6	47	5	43
El Dorado	10	2			30	7	60	7			7	7
Fresno	52	2	26	115	4	48	13	55	4	48	3	42
Glenn	20	12			50	12	10	2	20	8	5	10
Kern	55	8	7	39	13	116	25	72				40
Kings	17	0	8	96	17	168	58	171			10	136
Los Angeles	100	4									3	4
Madera	40	1	20	216			40	14			2	49
Merced	29	4		1170			29	66	43	13	5	280
Monterey	67	15	33	379							3	136
Nevada	50	6	25	130			25	132			4	69
Orange			48	122	8	26	44	48			5	82
Riverside	92	12					8	11		4	4	11
Sacramento	69	22	8	63	8	10	15	8			5	22
San Bernardino	36	12	3	216			51	36	9	192	8	47
San Diego	42	10	10	65	22	19	26	22	1	7	3	21
San Mateo	62	10	15	12			15	12	8	55	3	14
Santa Clara	41	7	18	91	12	14	29	178			6	73
Solano	53	3	5	24	11	6	32	6			4	5
Sonoma	10	14	10	24	60	6	20	20			8	11
Tulare	17	1	33	48	50	9					3	21
Ventura	15	2	21	111	46	38	19	16			6	44
Yolo	57	2	14	29	14	55	14	96			6	27
Yuba	25	5			50	13	25	24			6	14
OVERALL AVERAGE	41	7	14	158	18	37	23	51	4	47	5	50
ALS (DAYS)		.3		6.6	-110-	1.5		2.1		2		2.

USE OF PRETRIAL RELEASE MECHANISMS SHOWING PERCENT  
RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY FOR:

MISDEMEANOR/OTHER

<u>COUNTY</u>	<u>CITATION</u>		<u>COURT OR</u>		<u>10% BAIL</u>		<u>OTHER BAIL</u>		<u>PC 849(B)</u>		<u>TOTAL BOOKINGS</u>	
	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)
Alameda	25	2	25	115	23	53	27	34			17	51
Contra Costa	69	10	9	10	9	4	13	5			7	9
El Dorado												
Fresno	67	4	4	79	4	5	23	23	2	4	6	11
Glenn	9	4	17	2	57	3	17	24			10	7
Kern	37	8	2	19	15	31	46	27			8	20
Kings	25	0			33	48	42	0			10	16
Los Angeles	64	37					7	8	29	69	5	44
Madera	13	1	20	108			60	65	7	7	7	61
Merced	20	0					80	8			4	6
Monterey	40	6					60	14			9	11
Nevada			47	19	6	0	47	5			15	11
Orange			28	55	7	96	65	60			12	61
Riverside	39	12			9	7	52	18			13	15
Sacramento	88	2					6	6	6	36	7	4
San Bernardino	13	24	7	96			73	7	7	17	4	16
San Diego	42	7	2	77	8	17	46	29	2	14	17	19
San Mateo	9	5	9	91	4	26	78	12			5	18
Santa Clara	40	4			60	41					2	26
Solano	15	6	10	72	17	6	58	24			15	23
Sonoma			8.3	26	75	23	8.3	4	8.3	24	5	22
Tulare	10	4			20	24	70	2			6	7
Ventura	1	2	6	19	22	13	71	15			9	15
Yolo	17	2	17	39	33	7	33	6			10	11
Yuba	38	6	6	92	12	36	44	3			11	20
OVERALL AVERAGE	28	7	9	57	17	24	43	17	3	24	9	21
ALS (DAYS)		.3		2.4	-112-	1		.7		1		.9

USE OF PRETRIAL RELEASE MECHANISMS SHOWING PERCENT  
RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY FOR:

FELONY SUBSTANCE ABUSE

COUNTY	CITATION		COURT OR		10% BAIL		OTHER BAIL		PC 849(B)		TOTAL BOOKINGS	
	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)
Alameda			51	386	4	485	45	463			27	425
Contra Costa	4	10	4	241	8	32	63	365	21	76	20	257
El Dorado												
Fresno			33	238			67	161			23	187
Glenn			38	96			44	8	19	96	25	58
Kern			21	345			77	47	2	309	35	115
Kings							100	40			23	40
Los Angeles			13	11			73	19	13	78	23	25
Madera			50	1			50	72			5	37
Merced			20	1056			80	79			28	274
Monterey							100	2			21	2
Nevada							100	1			20	1
Orange			74	58	10	103	16	77			32	65
Riverside			50	20			50	20			23	20
Sacramento	17	160	8	8			75	7			19	33
San Bernardino			13	192	69	26	19	127			19	66
San Diego	3	36	41	72			46	36	11	24	27	49
San Mateo			22	48	11	120	66	70			14	71
Santa Clara	4	4	56	118			40	58			36	89
Solano			62	48			38	10			16	33
Sonoma			25	36			75	41			23	40
Tulare			27	258			73	84			27	130
Ventura			23	208			77	212			23	211
Yolo	17	120	17	38			67	41			17	54
Yuba			25	0			75	338			17	254
OVERALL AVERAGE	2	66	28	166	4	153	63	99	3	117	22	106
ALS (DAYS)		2.8		6.9	-113-	6.4		4.1		4.9		4.4

USE OF PRETRIAL RELEASE MECHANISMS SHOWING PERCENT  
RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY FOR:

FELONY PROPERTY THEFT

COUNTY	CITATION		COURT OR		10% BAIL		OTHER BAIL		PC 849(B)		TOTAL BOOKINGS	
	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)
Alameda			44	338	6	82	50	269			35	288
Contra Costa			23	163	5	247	58	56	14	33	47	87
El Dorado	12	300	12	223	12	216	59	156	6	72	59	183
Fresno			13	91	5	120	82	216			36	195
Glenn			41	154			17	6	41	34	46	79
Kern			18	353			71	97	11	70	28	141
Kings			13	288			88	175			62	189
Los Angeles			13	62			54	49	33	75	38	59
Madera			28	182			72	130			45	144
Merced			11	48	11	24	78	10			50	16
Monterey	14	0			14	43	71	44			50	38
Nevada			71	133			29	48			56	109
Orange			63	36	7	648	30	149			28	115
Riverside			57	40			43	47			27	43
Sacramento	22	62	19	4			48	6	11	43	43	22
San Bernardino	9	322	14	132			39	48	39	120	33	112
San Diego	5	12	43	77			37	103	15	108	31	88
San Mateo			38	55	13	132	25	82	25	132	24	91
Santa Clara	4	4	50	264			43	108	4	24	40	179
Solano	4	36	34	96	4	48	57	72			59	78
Sonoma			47	269			53	29			43	141
Tulare			30	65			61	33	9	24	42	42
Ventura			17	58			52	121	31	50	43	88
Yolo			57	177			43	145			40	163
Yuba			36	71	7	0	57	129			61	99
OVERALL AVERAGE ALS (DAYS)	3	105 4.4	32	141 5.9	3	156 6.5	53	93 3.9	10	65 2.7	43	112 4.7

USE OF PRETRIAL RELEASE MECHANISMS SHOWING PERCENT  
RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY FOR:

FELONY PERSON/VIOLENCE

COUNTY	CITATION		COURT OR		10% BAIL		OTHER BAIL		PC 849 (B)		TOTAL BOOKING	
	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)
Alameda			44	408	2	58	53	230			23	305
Contra Costa			13	84	4	12	67	206	17	54	20	157
El Dorado			30	180	30	96	30	94	10	72	34	118
Fresno			15	113	4	72	80	182			25	167
Glenn			31	106			44	67	25	48	25	74
Kern			2	103			83	81	15	108	20	85
Kings							100	768			8	768
Los Angeles			13	19			46	30	42	66	38	43
Madera			17	180			67	84	17	38	30	92
Merced					50	0	50	355			11	178
Monterey			25	240			75	73			29	115
Nevada			67	703			33	0			12	469
Orange			57	72			43	118			31	92
Riverside			43	70			57	7			27	34
Sacramento			22	50			56	119	22	85	14	96
San Bernardino	10	168	11	312			46	144	33	96	36	150
San Diego	8	24	29	216	1	17	43	125	19	43	16	126
San Mateo			7	312			87	79	7	12	23	90
Santa Clara			36	98			57	118	7	48	20	106
Solano	6	96	50	336	6	120	38	24			20	191
Sonoma			80	43			20	24			14	39
Tulare			27	199			72	214			20	210
Ventura	2	9	14	55			79	65	5	39	28	61
Yolo			43	46	7	72	50	79			40	64
Yuba			100	101							4	101
OVERALL AVERAGE ALS (DAYS)	1	74 3.1	31	176 7.3	4 -115-	56 2.3	55	137 5.7	9	59 2.5	23	157 6.6

USE OF PRETRIAL RELEASE MECHANISMS SHOWING PERCENT  
RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY FOR:

FELONY/OTHER

<u>COUNTY</u>	<u>CITATION</u>		<u>COURT OR</u>		<u>10% BAIL</u>		<u>OTHER BAIL</u>		<u>PC 849 (B)</u>		<u>TOTAL BOOKINGS</u>	
	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)	%	ALS (HRS)
Alameda			36	758	3	24	61	163			14	371
Contra Costa	6	16	33	242	13	14	40	90	6	23	13	122
El Dorado					50	2	50	41			7	22
Fresno			6	72			94	67			16	67
Glenn							100	72			3	72
Kern			8	336			82	63	10	241	16	103
Kings			100	72							8	72
Los Angeles							100	9			2	9
Madera	12.5	7	25	15	12.5	21	50	34			20	49
Merced			50	46			50	0			11	23
Monterey												
Nevada			67	211			33	0			12	141
Orange			70	305			30	31			10	223
Riverside			33	70			67	7			23	28
Sacramento	33.3	37					53.3	50	13.3	78	24	49
San Bernardino	24	322	29	144			38	43	9	72	12	141
San Diego	2	14	29	156	5	14	57	98	7	134	26	111
San Mateo			11	34	4	94	81	46	4	46	39	46
Santa Clara			33	4			67	120			4	81
Solano			67	144			33	10			4	99
Sonoma			29	24			71	16			20	18
Tulare					33	96	67	24			11	48
Ventura			40	156			50	57	10	66	7	98
Yolo			100	37							3	37
Yuba			50	12	25	2	25	14			17	10
OVERALL AVERAGE	3	79	34	149	6	33	54	48	2	94	13	85
ALS (DAYS)		3.3		6.2	-116	1.4		2		3.9		3.5

Appendix 6 : Use of Pretrial Release Mechanisms  
by Charge by County Showing Number and  
Percent Released By Program and Average  
Length of Stay

Source: Data was submitted by each county on the number of persons booked by charge, and the number released through various release options, and the average length of stay per release option. Not included are persons released at court disposition and miscellaneous releases, eg., released to state agency or other outside agency.

COUNTY: ALAMEDA

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	30	77	.2	2	5	3.8				1	3	.1	6	15	.5	39	10	.4
Sub. Abuse	2	11	.4	3	17	3.1	7	39	5.3	6	33	1				18	5	3
Prop./Theft	7	35	.1	7	35	4.5				6	30	4.5				20	5	3
Person /Vio.	3	23	.3	5	38	2.6	4	31	2.4	1	8	3.9				13	3	1.7
Vehicle Code	127	55	.1	23	10	1.2	10	4	2.4	70	31	.8				230	60	.2
Other	17	25	.1	17	25	4.8	15	23	2.2	18	27	1.4				67	17	2.1
Felony																		
Sub. Abuse				27	51	16.1	2	4	4.2	24	45	19.3				53	27	17.7
Prop./Theft				30	44	14.1	4	6	3.4	34	50	11.2				68	35	12
Person /Vio.				20	45	17	1	2	2.4	24	53	9.6				45	23	12.7
Other				10	36	31.6	1	3	1	17	61	6.8				28	14	15.4
Misd. Total	186	48	.2	57	15	3	36	9	2.9	102	26	1.2	6	2	.5	387	67	1.1
Felony Total				87	45	17.4	8	4	3.2	99	51	12				194	33	14.1
Total	186	32	.2	144	25	11.6	44	7	2.9	201	35	6.5	6	1	.5	581	100	5.4



COUNTY: CONTRA COSTA

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate													1	100	.1	1	1	.04
Sub. Abuse	15	88	.1							2	12	2				17	5	.4
Prop./Theft	4	27	.4	5	33	3.3	3	20	.9	3	20	4.2				15	4	2.2
Person /Vio.	8	44	.1	3	17	3.4	4	22	.8	2	11	1.7	1	6	2	18	5	1.8
Vehicle Code	182	69	.1	20	8	1.9	43	16	.7	17	6	1	1	.4	.7	263	78	.4
Other	16	69	.4	2	9	.4	2	9	.2	3	13	.2				23	7	.4
Felony																		
Sub. Abuse	1	4	.4	1	4	10	2	8	1.3	15	63	15.2	5	21	3.2	24	20	10.7
Prop./Theft				13	23	6.8	3	5	10.3	33	58	2.3	8	14	1.4	57	47	3.6
Person /Vio.				3	12	3.5	1	4	.5	16	67	8.6	4	17	2.3	24	20	6.6
Other	1	6	.7	5	33	10.1	2	13	.6	6	40	3.8	1	6	1	15	13	5.1
Misd. Total	225	67	.2	30	9	2.5	52	15	.7	27	8	1.3	3	1	.9	337	74	.6
Felony Total	2	2	.4	22	18	7.5	8	7	4.9	70	58	6.6	18	15	2	120	26	5.9
Total	227	50	.2	52	12	4.4	60	13	1.2	97	21	5.1	21	5	1.9	457	100	1.9

COUNTY: EL DORADO

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	17	71	.3	2	8.5	2	2	8	1.3	1	4	.3	2	8.5	.5	24	17	.5
Sub. Abuse							1	50	.1	1	50	.3				2	1	1.5
Prop./Theft	7	37	.5	2	10	1	6	32	.7	4	21	.3				19	13	.6
Person /Vio.	1	10	.1				3	30	.3	6	60	.3				10	7	.3
Vehicle Code	6	7	5	6	7	3.1	58	65	.3	19	21	4				89	62	1
Other																		
Felony																		
Sub. Abuse																		
Prop./Theft	2	12	12.5	2	12	9.3	2	12	9	10	59	6.5	1	6	3	17	59	7.6
Person /Vio.				3	30	7.5	3	30	4	3	30	3.9	1	10	3	10	34	4.9
Other							1	50	.1	1	50	1.7				2	7	.9
Misd. Total	31	21.5	1.2	10	7	2.5	70	49	.4	31	21.5	1	2	1	.5	144	83	.9
Felony Total	2	7	12.5	5	17	8.3	6	21	5	14	48	5.6	2	7	3	29	17	6.2
Total	33	19	1.9	15	9	4.4	76	44	.8	45	26	2.5	4	2	2.6	173	100	1.8

COUNTY: FRESNO

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	7	2	.1							2	less than 1	1.5	428	98	.4	437	52	.4
Sub. Abuse	10	37	.2	2	7	7.5	5	19	1.8	10	37	.3				27	3	1.1
Prop./Theft	31	66	.1	6	13	8.6	1	2	12.5	8	17	3.5	1	2	.3	47	6	2
Person /Vio.	12	52	.1	6	26	4.8	1	4	2	3	13	2.3	1	4	2	23	3	1.8
Vehicle Code	189	74	.2	3	1	4	2	1	.2	62	24	.5				256	31	.3
Other	33	67	.2	2	4	3.3	2	4	.2	11	23	1	1	2	.2	49	6	.5
Felony																		
Sub.. Abuse				8	33	9.9				16	67	6.7				24	23	7.8
Prop./Theft				5	13	3.8	2	5	5	31	82	9				38	36	8.1
Person /Vio.				4	15	4.7	1	4	3	21	80	7.6				26	25	7
Other				1	6	3				16	94	2.8				17	16	2.8
Misd. Total	282	34	.2	19	2	6.2	11	1	2.2	96	12	1	431	51	.4	839	89	.5
Felony Total				18	17	7.7	3	3	4.3	84	80	6.				105	11	7
Total	282	30	.2	37	4	7.4	14	1	2.7	180	19	5.5	431	46	.4	944	100	1.6

COUNTY: GLENN

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate													63	100	.3	63	28	.3
Sub. Abuse				4	57	4	2	29	.1	1	14	.2				7	3	2.4
Prop./Theft							5	56	.1	4	44	1				9	4	.5
Person /Vio.	2	20	.5				5	50	.5	1	10	.1	2	20	.3	10	5	.4
Vehicle Code	8	7	.2	8	7	2.7	43	39	.4	50	45	.4	1	1	.1	110	50	.5
Other	2	9	.2	4	17	.1	13	57	.1	4	17	1				23	10	.3
Felony																		
Sub. Abuse				6	37	4				7	44	.3	3	19	4	16	25	2.4
Prop./Theft				12	41	6.4				5	17	.5	12	41	1.4	29	46	3.3
Person /Vio.				5	31	4.4				7	44	2.8	4	25	2	16	25	3.1
Other										2	100	3				2	3	3
Misd. Total	12	5	.4	16	7	2.8	68	31	.3	60	27	.5	66	30	.3	222	78	.5
Felony Total				23	37	5.3				21	33	1.4	19	30	1.9	63	22	3
Total	12	4	.4	39	14	4.3	68	24	.3	81	28	.7	85	30	.7	285	100	1.1

COUNTY: KERN

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	118	77	.3							35	23	.2				153	15	.3
Sub. Abuse	65	52	1.5	5	4	7.5	12	9	1.6	44	35	2.7				126	12	2.2
Prop./Theft	36	57	2.5	5	8	8.9	13	21	3.9	9	14	2.2				63	6	3.3
Person /Vio.	30	55	.3	4	7	1.6	7	13	4.8	14	25	3				55	5	1.7
Vehicle Code	446	82	.3	6	1	6.9	6	1	5	77	14	.8	6	1	.1	541	53	.4
Other	31	37	.3	2	2	.8	12	15	1.3	38	46	1.1				83	8	.8
Felony																		
Sub. Abuse				17	21	14.4				63	77	2	2	2	12.9	82	35	4.8
Prop./Theft				12	18	14.7				46	71	4	7	11	2.9	65	28	5.9
Person /Vio.				1	2	4.3				39	83	3.4	7	15	4.5	47	20	3.6
Other				3	8	14				31	82	2.6	4	10	10	38	16	4.3
Misd. Total	726	71	.5	22	2	5.9	50	5	3	217	21	1.3	6	1	.1	1021	81	.9
Felony Total				33	14	14.2				179	77	2.9	20	9	5.9	232	19	4.8
Total	726	58	.5	55	4	10.8	50	4	3	396	32	2	26	2	4.5	1253	100	1.6

COUNTY: KINGS

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	11	31	.3							3	8	1	22	61	.3	36	31	.4
Sub. Abuse	2	33.3	.5				2	33.3	2	2	33.3	0				6	5	.8
Prop./Theft				5	42	5				7	58	.7				12	10	2.5
Person /Vio.	2	17	0	1	8	4	2	17	7	7	58	7.1				12	10	5.7
Vehicle Code	23	61	.3							15	39	1.7				38	33	.8
Other	3	25	0				4	33	2	5	42	0				12	10	.7
Felony																		
Sub. Abuse										3	100	1.7				3	23	1.7
Prop./Theft				1	13	12				7	88	7.3				8	62	7.9
Person /Vio.										1	100	32				1	8	32
Other				1	100	3										1	8	3
Misd. Total	41	35	.3	6	5	4.8	8	7	3.7	39	34	3.1	22	19	.3	116	90	1.6
Felony Total				2	15	7.5				11	85	8				13	10	7.9
Total	41	32	.3	8	6	5.5	8	6	3.7	50	39	4.1	22	17	.3	129	100	2.3

COUNTY: LOS ANGELES

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	11	22	.3										40	78	.3	51	19	.3
Sub. Abuse	32	84	.4							4	11	2.8	2	5	3.8	38	15	.8
Prop./Theft	15	75	.1							3	15	.4	2	10	2.5	20	8	.4
Person /Vio.	8	100	.2													8	3	.2
Vehicle Code	118	90	.3	3	2	1				7	5	.4	3	2	.9	131	50	.3
Other	9	64	1.5							1	7	.3	4	29	2.9	14	5	1.8
Felony																		
Sub. Abuse				2	13.3	.5				11	73.3	.8	2	13.3	3.3	15	23	1.1
Prop./Theft				3	13	2.6				13	54	2	8	33	3.1	24	38	2.5
Person /Vio.				3	13	.8				11	46	1.2	10	42	2.8	24	38	1.8
Other										1	100	.4				1	2	.4
Misd. Total	193	74	.3	3	1	1				15	6	1.1	51	19	.8	262	73	.5
Felony Total				8	13	1.4				36	56	1.4	20	31	2.9	64	18	1.9
Warrants	3	9	6.2	7	21	2				18	55	11.8	5	15	5	33	9	8.2
Total	196	55	.4	18	5	1.6				69	19	4	76	21	1.6	359	100	1.4

COUNTY: MADERA

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	13	19	.2	1	2	.2				-	-	-	54	79	.3	68	31	.3
Sub. Abuse	2	67	.1							1	33	.3				3	1	.2
Prop./Theft	1	17	.1	1	17	7				4	66	.2				6	3	1.3
Person /Vio.	2	40	.1	1	20	9				2	40	.6				5	2	2
Vehicle Code	76	63	.1	2	2	15.5	8	7	.1	30	25	.5	5	4	1.2	121	56	.5
Other	2	13	.1	3	20	4.5				9	60	2.7	1	7	.3	15	7	2.6
Felony																		
Sub. Abuse				1	50	.1				1	50	3				2	5	1.5
Prop./Theft				5	28	7.6				13	72	5.4				18	45	6
Person /Vio.				2	17	7.5				8	67	3.5	2	17	1.6	12	30	3.9
Other	1	12.5	.3	2	25	.6	1	12.5	.9	4	50	1.4				8	20	2
Misd. Total	96	44	.1	8	4	7.3	8	4	.1	46	21	.9	60	27	.3	218	84	.6
Felony Total	1	2.5	.3	10	25	5.4	1	2.5	.9	26	65	4.1	2	5	1.6	40	16	4.1
Total	97	38	.1	18	7	6.3	9	3	.1	72	28	1.5	62	24	.4	258	100	1



COUNTY: MONTEREY

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
Type of Charge	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	10	53	.1	1	5	4				1	5	0	7	37	.1	19	17	.3
Sub. Abuse	3	75	0							1	25	0				4	4	0
Prop./Theft	6	60	.2				1	10	0	3	30	.1				10	9	.2
Person /Vio.	2	67	.6	1	33	15.8										3	3	5.7
Vehicle Code	50	74	.1	2	3	11.5				16	24	.2				68	60	.5
Other	4	40	.2							6	60	.6				10	9	.5
Felony																		
Sub. Abuse										3	100	.1				3	21	.1
Prop./Theft	1	14	0				1	14	1.8	5	71	1.8				7	50	1.6
Person /Vio.				1	25	10				3	75	.3				4	29	4.8
Other																		
Misd. Total	75	66	.1	4	3	10.7	1	1	0	27	24	.3	7	6	.1	114	89	.5
Felony Total	1	7	0	1	7	10	1	7	1.8	11	79	1.7				14	11	2.2
Total	76	59	.1	5	4	10.6	2	2	.9	38	30	.7	7	5	.1	128	100	.7

COUNTY: MERCED

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
Type of Charge	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	9	24	.2							4	11	.9	24	65	.3	37	27	.3
Sub. Abuse																		
Prop./Theft							1	12.5	0	7	87.5	1.7				8	6	1.5
Person /Vio.	2	29	.2	2	-	48.8				2	29	2.8	3	43	.6	9	5	11.7
Vehicle Code	54	67	.1				9	13	.2	18	22	.3				81	59	.2
Other	1	20	0							4	80	.3				5	4	.3
Felony																		
Sub. Abuse				1	20	44				4	80	3.3				5	28	11.4
Prop./Theft				1	11	2	1	11	1	7	78	.4				9	50	.7
Person /Vio.							1	50	0	1	50	14.8				2	11	7.4
Other				1	50	1.9				1	50	0				2	11	1
Misd. Total	66	47	.1	2	1	48.8	10	7	.2	35	25	.8	27	20	.3	140	88	1
Felony Total				3	17	16	2	11	.5	13	72	2.4				18	12	4.4
Total	66	42	.1	5	2	29.1	12	8	.2	48	31	1.2	27	17	.3	158	100	1.4

COUNTY: NEVADA

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	2	10.5	.1				1	5	.3	2	10.5	.1	14	74	.2	19	17	.2
Sub. Abuse	2	50	.1							2	50	2.4				4	4	1.3
Prop./Theft				2	40	4.7	1	20	0	2	40	.2				5	4	2
Person /Vio.	2	50	.3	1	25	5.4				1	25	5.5				4	4	2.9
Vehicle Code	25	40	.1	6	10	5.7	7	11	.7	25	40	.5				63	56	.9
Other				8	47	.8	1	6	0	8	47	.2				17	15	.5
Felony																		
Sub. Abuse										5	100	.1				5	20	.1
Prop./Theft				10	71	5.5				4	29	2				14	56	4.5
Person /Vio.				2	67	29.3				1	33	0				3	12	19.5
Other				2	67	8.8				1	33	0				3	12	5.9
Misd. Total	31	28	.1	17	15	3.3	10	9	.6	40	36	.7	14	12	.2	112	82	.9
Felony Total				14	56	9.4				11	44	.7				25	18	5.6
Total	31	23	.1	31	23	6	10	7	.6	51	37	.7	14	10	.2	137	100	1.7

COUNTY: ORANGE

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate				37	53	1.9	2	3	1.3	21	30	1.7	10	14	1.2	70	15	1.7
Sub. Abuse				9	56	3.2	2	13	3.3	5	31	8.3				16	3	4.8
Prop./Theft				12	44	1.6	1	4	1.7	14	52	6.2				27	6	4
Person /Vio.				12	48	5.1	2	8	1.1	11	44	2				25	5	3.4
Vehicle Code				181	66	1.1	12	4	1.7	80	29	2.6				273	59	1.6
Other				15	28	2.3	4	7	4	35	65	2.5				54	12	2.6
Felony																		
Sub. Abuse				23	74	2.4	3	10	4.3	5	16	3.2				31	32	2.7
Prop./Theft				17	63	1.5	2	7	27	8	30	6.2				27	28	4.8
Person /Vio.				17	57	3				13	43	4.9				30	31	3.8
Other				7	70	12.7				3	30	1.3				10	10	9.3
Misd. Total				266	57	1.6	23	5	2.1	166	36	2.9	10	2	1.2	465	83	2.1
Felony Total				64	65	3.5	5	5	13.4	29	30	4.6				98	17	4.3
Total				330	58	2	28	5	4.2	195	35	3.2	10	2	1.2	563	100	2.5

COUNTY: RIVERSIDE

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	140	65	.3				2	1	.5	16	8	.5	56	26	.5	214	61	.3
Sub. Abuse	11	79	.5										3	21	.1	14	4	.4
Prop./Theft	8	61	.2				1	8	2.8	3	23	.7	1	8	.3	13	4	.5
Person /Vio.	12	92	.5							1	8	.5	1	-	.2	14	4	.5
Vehicle Code	21	42	.5				3	6	.8	24	48	.4	2	4	.2	50	14	.4
Other	18	39	.5				4	9	.3	24	52	.8				46	13	.6
Felony																		
Sub. Abuse				3	50	.8				3	50	.8				6	23	.8
Prop./Theft				4	57	1.7				3	43	2				7	27	1.8
Person /Vio.				3	43	2.9				4	57	.3				7	27	1.4
Other				2	33	2.9				4	67	.3				6	23	1.2
Misd. Total	210	60	.4				10	3	.9	68	19	.5	62	18	.4	351	93	.4
Felony Total				12	46	2.1				14	54	.8				26	7	1.4
Total	210	56	.4	12	3	2.1	10	3	.9	82	22	.5	62	16	.4	377	100	.5

COUNTY: SACRAMENTO

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	6	86	.2										1	14	.3	7	3	.2
Sub. Abuse	4	67	.1							2	33	.1				6	2	.1
Prop./Theft	11	65	.1	2	12	.1				3	17	.4	1	6	2.3	17	7	.3
Person /Vio.	9	69	.9	1	8	2.6	1	8	.4	2	15	.3				13	5	.9
Vehicle Code	171	93	.2	2	1	1	1	1	.7	9	5	1.6				183	75	.3
Other	15	88	.1							1	6	.3	1	6	1.5	17	7	.2
Felony																		
Sub. Abuse	2	17	6.7	1	8	.4				9	75	.3				12	19	1.4
Prop./Theft	6	22	2.6	5	19	.2				13	48	.3	3	11	1.8	27	43	.9
Person /Vio.				2	22	2.1				5	56	5	2	22	3.6	9	14	4
Other	5	33.3	1.5							8	53.3	2	2	13.3	3.3	15	24	2.1
Misd. Total	216	89	.2	5	2	1	2	1	.5	17	7	1	3	1	1.4	243	79	.3
Felony Total	13	21	2.8	8	13	.7				35	55	1.4	7	11	2.7	63	21	1.7
Total	229	75	.4	13	4	.8	2	1	.5	52	17	1.2	10	3	2.3	306	100	.6

COUNTY: SAN BERNARDINO

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	50	86	.5	2	4	4				6	10	1.9				58	15	.8
Sub. Abuse	2	14	.8	1	7	12				7	50	.4	4	29	4.3	14	4	2.4
Prop./Theft	22	40	2	4	7	6				20	36.5	1	9	16.5	6.2	55	14	2.6
Person /Vio.	12	36	.5	1	3	9				17	51	1.5	3	9	8	33	8	2
Vehicle Code	132	61	.4	7	3	1.7				72	33	1	7	3	4.5	218	55	.8
Other	2	13	1	1	7	4				11	73	.3	1	7	.7	15	4	.7
Felony																		
Sub. Abuse				4	12	8				22	69	1.1	6	19	5.3	32	19	2.7
Prop./Theft	5	9	13.4	8	14	5.5				22	39	2	22	39	5	57	33	4.7
Person /Vio.	6	10	7	7	11	13				28	46	6	20	33	4	61	36	6.2
Other	5	24	13.4	6	29	6				8	38	1.8	2	9	3	21	12	5.9
Misd. Total	220	56	.6	16	4	4.5				133	34	1	24	6	5.4	393	70	1.2
Felony Total	16	9	11	25	15	8.1				80	47	3.1	50	29	4.5	171	30	5
Total	236	42	1.3	41	7	6.8				213	38	1.8	74	13	4.8	564	100	2.3

COUNTY: SAN DIEGO

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	71	9	.4	16	2	2.7	5	1	.7	328	44	1.1	333	44	.5	753	25	.8
Sub. Abuse	5	36	.3	2	14	3	5	36	.8	2	14	.7				14	1	.9
Prop./Theft	57	50	.4	18	16	1.9	14	12	.5	21	18	.8	4	4	.5	114	4	.7
Person /Vio.	32	42	.4	8	10	2.7	17	22	.8	20	26	.9	1	1	.3	77	3	.9
Vehicle Code	1012	67	.3	48	3	2.6	121	8	.7	313	21	.9	12	1	.3	1506	51	.5
Other	212	42	.3	7	2	3.2	42	8	.7	233	46	1.2	11	2	.6	505	17	.8
Felony																		
Sub. Abuse	6	3	1.5	92	41	3				104	46	1.5	24	10	1	226	27	2.1
Prop./Theft	13	5	.5	115	43	3.2				97	37	4.3	40	15	4.5	265	31	3.7
Person /Vio.	11	8	1	40	29	9	2	1	.7	59	43	5.2	26	19	1.8	138	16	5.3
Other	5	2	.6	63	29	6.5	11	5	.6	127	57	4.1	16	7	5.6	222	26	4.6
Misd. Total	1389	47	.3	99	3	2.6	204	7	.7	917	31	1.1	361	12	.5	2969	78	.7
Felony Total	35	4	.8	310	36	4.6	13	2	.6	387	46	3.6	106	12	3.2	851	22	3.7
Total	1424	37	.3	409	11	4	217	6	.7	1304	34	1.8	467	12	1.1	3820	100	1.3



COUNTY: SAN MATEO

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	49	91	.2				1	2	.5	3	5	.2	1	2	.2	54	11	.3
Sub. Abuse	1	50	.2	1	50	.7										2	-	.5
Prop./Theft	11	44	.3				3	12	.2	11	44	6.8				25	5	3.2
Person /Vio.	8	62	.4	2	15	.5			-	2	15	.5	1	8	2.3	13	3	.6
Vehicle Code	368	94	.2	4	1	.1	4	1	.2	15	4	1.3	2	1	.2	393	77	.2
Other	2	9	.2	2	9	3.8	1	4	1.1	18	78	.5				23	5	.7
Felony																		
Sub. Abuse				2	22	2	1	11	5	6	67	2.9				9	14	2.9
Prop./Theft				6	38	2.3	2	13	5.5	4	25	3.4	4	25	5.5	16	24	3.8
Person /Vio.				1	7	13				13	87	3.3	1	7	.5	15	23	3.8
Other				3	11	1.4	1	4	3.9	21	81	1.9	1	4	1.9	26	39	1.9
Misd. Total	439	85	.2	9	2	1.1	9	2	.3	49	10	2.1	4	1	.7	510	89	.4
Felony Total				12	18	2.9	4	6	5.2	44	67	2.6	6	9	5	66	11	3
Total	439	76	.2	21	4	2.1	13	2	2.2	93	16	2.3	10	2	4.1	576	100	.7

COUNTY: SANTA CLARA

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	9	17	.2				2	4	.6	7	14	.7	34	65	.2	52	17	.3
Sub. Abuse	6	50	.2	4	33	2	2	17	.6							12	4	.8
Prop./Theft	5	13	.3				1	2	.2	33	85	.7				39	13	.6
Person /Vio.	7	41	.3	3	18	3.8	2	12	.6	5	29	7.4				17	6	3
Vehicle Code	99	54	.2	11	6	4.1	2	1	.6	68	37	.8	2	1	1	182	59	.7
Other	2	40	.2				3	60	1.7							5	2	1.1
Felony																		
Sub. Abuse	1	4	.2	14	56	4.9				10	40	2.4				25	36	3.7
Prop./Theft	1	4	.2	14	50	11				12	43	4.5	1	4	1	28	40	7.5
Person /Vio.				5	36	4.1				8	57	4.9	1	7	2	14	20	4.4
Other				1	33	.2				2	67	5				3	4	3.4
Misd. Total	128	41	.2	18	6	3.6	12	4	.8	113	37	1	36	12	.2	307	81	.7
Felony Total	2	3	.2	34	48	7.2				30	43	3.9	4	6	1.5	70	19	5.3
Total	130	34	.2	52	14	5.9	12	3	.8	143	38	1.7	40	11	.3	377	100	1.6

COUNTY: SOLANO

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
Type of Charge	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	20	18	.3	3	2.5	1	3	2.5	.1	10	9	1	77	68	.1	113	24	.2
Sub. Abuse	1	50	.3							1	50	.3				2	-	.3
Prop./Theft	21	42	.1	5	10	1	6	12	.3	18	36	.3				50	11	.3
Person /Vio.	10	53	.1	1	5	1	2	11	.3	6	32	.3				19	4	.2
Vehicle Code	100	47	.1	10	4	2	64	30	.2	38	18	.4				212	45	.3
Other	11	15	.3	7	10	3	12	17	.3	41	58	1				71	15	1
Felony																		
Sub. Abuse				8	62	2				5	38	.4				13	16	1.4
Prop./Theft	2	4	1.5	16	34	4	2	4	2	27	57	3				47	59	3.2
Person /Vio.	1	6	4	8	50	14	1	6	5	6	38	1				16	20	7.9
Other				2	67	6				1	33	.4				3	4	4.1
Misd. Total	163	35	.2	26	6	1.6	87	19	.2	114	24	.7	77	16	.1	467	86	.4
Felony Total	3	4	2.3	34	43	6	3	4	3	39	49	2.3				79	14	3.9
Total	166	30	.2	60	11	4.1	90	17	.3	153	28	1.1	77	14	.1	546	100	.9

COUNTY: SONOMA

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	2	3	1	2	3	1	3	5	.2	12	19	.4	44	70	.2	63	26	.3
Sub. Abuse							4	67	.8	2	33	.6				6	2	1.3
Prop./Theft	5	22	.7	8	35	2.4	7	30	.3	3	13	.5				23	9	1.1
Person /Vio.	2	10	.6	2	10	1	12	60	.3	4	20	.8				20	8	.5
Vehicle Code	23	19	.9	4	3	1	87	71	.3	9	7	.8				123	50	.5
Other				1	8.3	1.1	9	75	1	1	8.3	.2	1	8.3	1	12	5	.9
Felony																		
Sub. Abuse				2	25	1.5				6	75	1.7				8	23	1.7
Prop./Theft				7	47	11.2				8	53	1.2				15	43	5.9
Person /Vio.				4	80	1.8				1	20	1				5	14	1.6
Other				2	29	1				5	71	.7				7	20	.8
Misd. Total	32	13	.9	17	7	1.8	122	49	.4	31	13	.6	45	18	.2	247	88	.5
Felony Total				15	43	6				20	57	1.2				35	12	3.3
Total	32	11	.9	32	11	3.8	122	44	.4	51	18	.8	45	16	.2	282	100	.9

COUNTY: TULARE

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	7	11	.2	1	1.5	1	1	1.5	1	10	16	2.3	45	70	.1	64	36	.5
Sub. Abuse				2	40	1	1	20	1	1	20	1	1	20	1	5	3	1
Prop./Theft				1	12.5	6	7	87.5	.1							8	4	.9
Person /Vio.	1	17	.1	2	33	2	3	50	.4							6	3	.9
Vehicle Code	21	24	.3	2	2	1	42	48	.3	22	25	.3				87	48	.3
Other	1	10	.2				2	20	1	7	70	.1				10	6	.3
Felony																		
Sub. Abuse				4	27	10.8				11	73	3.5				15	27	5.4
Prop./Theft				7	30	2.7				14	61	1.4	2	9	1	23	42	1.8
Person /Vio.				3	27	8.3				8	72	8.9				11	20	8.8
Other							2	33	4	4	67	1				6	11	2
Misd. Total	30	17	.2	8	4	1.9	56	31	.4	40	22	.8	46	26	.1	180	77	.4
Felony Total				14	25	6.2	2	4	4	37	67	3.6	2	4	1	55	23	4.2
Total	30	13	.2	22	9	4.6	58	25	.5	77	33	2.1	48	20	.2	235	100	1.3

COUNTY: VENTURA

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	35	43	.3	2	2	1.8				21	26	.5	24	29	.4	82	11	.4
Sub. Abuse	10	22	2.5	2	5	13.6	23	51	1.9	9	20	.7	1	2	.1	45	6	2.3
Prop./Theft	5	17	.1	4	13	31.4	17	57	.3	4	13	.3				30	4	4.4
Person /Vio.	7	15	.1	10	21	4.6	22	46	1.6	9	19	.7				48	6	1.8
Vehicle Code	237	48	.2	2	-	.8	166	34	.6	84	17	.5				489	64	.4
Other	1	1	.1	4	6	.8	15	22	.5	50	71	.6				70	9	.6
Felony																		
Sub. Abuse				8	23	8.7				27	77	8.8				35	23	8.8
Prop./Theft				11	17	2.4				34	52	5	20	31	2.1	65	43	3.7
Person /Vio.	1	2	.4	6	14	2.3				33	79	2.7	2	5	1.6	42	28	2.5
Other				4	40	6.5				5	50	2.4	1	10	2.8	10	7	4.1
Misd. Total	295	39	.3	24	3	8.6	243	32	.7	177	23	.5	25	3	.4	764	83	.7
Felony Total	1	1	.4	29	19	4.7				99	65	5.2	23	15	2.1	152	17	4.6
Total	296	32	.3	53	6	6.5	243	27	.7	276	30	2.2	48	5	1.2	916	100	1.4

COUNTY: YOLO

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate	15	68	.3	2	9	1.6	2	9	.2	2	9	.2	1	5	.2	22	18	.4
Sub. Abuse																		
Prop./Theft	2	33	.1	3	50	.4	1	17	3							6	5	.7
Person /Vio.	4	57	.1	1	14	1.2	1	14	2.3	1	14	4				7	6	1.1
Vehicle Code	44	59	.2	5	7	1.1	9	12	.2	16	22	.4				74	61	.3
Other	2	17	.1	2	17	1.6	4	33	.3	4	33	.3				12	10	.5
Felony																		
Sub. Abuse	1	17	5	1	17	1.6				4	66	1.7				6	17	2.2
Prop./Theft				8	57	7.4				6	43	6				14	40	6.8
Person /Vio.				6	43	1.9	1	7	3	7	50	3.3				14	40	2.7
Other				1	100	1.5										1	3	1.5
Misd. Total	67	55	.2	13	11	1.1	17	14	.5	23	19	.7	1	1	.2	121	78	.4
Felony Total	1	3	5	16	46	4.6	1	3	3	17	48	3.9				35	22	4.2
Total	68	44	.3	29	19	3	18	11	.7	40	25	2	1	1	.2	156	100	1.3

COUNTY: YUBA

USE OF PRETRIAL RELEASE MECHANISMS SHOWING NUMBER AND PERCENT RELEASED BY PROGRAM AND AVERAGE LENGTH OF STAY

Type of Charge	Sheriff Citation			Court O. R.			10% Bail			Other Bail			P.C. 849 (b)			Total		
	# of bookings	%	ALS (days)	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS	#	%	ALS
Misdemeanor																		
Inebriate										2	4	.6	55	96	.5	57	40	.5
Sub. Abuse										1	100	0				1	1	0
Prop./Theft	2	20	.1	2	20	8.1				6	60	.1				10	7	1.7
Person /Vio.	2	25	.2				4	50	.6	2	25	1				8	6	.6
Vehicle Code	33	66	.5	1	2	0	4	8	.9	12	24	1.7				50	35	.8
Other	6	38	.3	1	6	3.8	2	12	1.5	7	44	.1				16	11	.8
Felony																		
Sub. Abuse				1	25	0				3	75	14.1				4	17	10.6
Prop./Theft				5	36	3	1	7	0	8	57	5.4				14	61	4.1
Person /Vio.				1	100	4.2										1	4	4.2
Other				2	50	.5	1	25	.1	1	25	.6				4	17	.4
Misd. Total	43	30	.4	4	3	5	10	7	.9	30	21	.8	55	39	.5	142	86	.7
Felony Total				9	39	2.1	2	9	.1	12	52	7.1				23	14	4.6
Total	43	26	.4	13	8	3	12	7	.7	42	26	2.6	55	33	.5	165	100	1.2