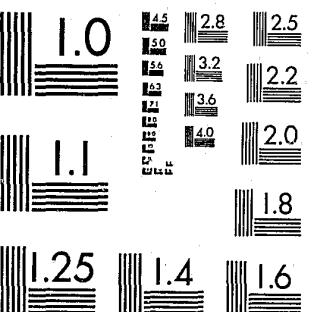


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Third Report
SYSTEM IMPROVEMENT PROJECT
May 1980

X RESIDENCY STATUS

OF

X SAN FRANCISCO ADULT ARRESTEES

RESIDENCY STATUS
OF
SAN FRANCISCO ADULT ARRESTEES

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ACQUISITIONS

Purpose of the Study

One of the objectives of the System Improvement Project has been to disseminate to San Francisco policy makers and criminal justice professionals information that can assist them in planning changes and implementing improvements in the city's criminal justice network.

During a recent study of the city's 1978 adult arrestee population (1), it was discovered that it is difficult to obtain accurate social information concerning arrestees. Social variables collected by the police department and entered into a computer system are limited to a small number of identifiers: primarily race, sex and age. Because residency is not one of the coded variables, the percentage of arrestees who are city residents has not been known.

Such a statistic can be a useful tool in determining city arrest rates, calculating cost-benefit ratios and success probabilities of crime prevention and control programs, assessing needs and costs of social service and treatment projects, and projecting future offender populations.

Because there appeared to be a number of people who could use the statistic for such purposes, a small study was designed to obtain residency information.

Methodology

The San Francisco Police Department and the San Francisco Sheriff's Department use a multi-form arrest and booking card. The card is filled out at time of arrest (if a citation is issued) or at time of booking (if, as in the majority of the cases, the person is brought to the county jail).

Much of the information on the card is entered into the Court Management System (CMS), a computerized case calendaring system that permits input by both police and the courts. Address of arrestee is not one of the variables included on the system.

Consequently, residency status information had to be gathered manually. The data were recorded from what is

commonly called the 'Blue' copy of the arrest card (see Appendix A). This copy is filed by date of arrest in the criminal records section of the police department. The forms are filed alphabetically by the first letter only of the arrestee's last name, within date of arrest.

The sample was selected by choosing ten arrest cards from one day per month, for each month from January 1977 through April 1980. A different day per month was randomly selected, and a different alphabetical letter per day was randomly selected. Once the first arrest card was chosen, randomly within the alphabetic lettered section selected, the next nine arrest cards in line were also chosen, and residency information on all ten cards was recorded.

The variables collected included Sex of Arrestee, Address Location, and Type of Offense Charged. See Appendix B for a sample copy of the data collection form and instructions used.

One of the address categories, No Local Address, was chosen because these are the exact words written by the police officer whenever the arrestee does not supply an address of any kind. If the individual has no city address, but has a home address elsewhere, the home address will be recorded on the arrest card. Therefore, it was expected that No Local Address was likely to represent a 'street person' or a temporary or habitual transient who had no resident address of any kind at time of arrest.

After the study had begun, it was discovered that six cards had the words "Refused to give information" written in the address blank by the police officer. These six cases were excluded from the study. One card had the words "illegal alien" written on it, but because the individual had a San Francisco address, the arrestee was counted as living in the city.

Both researchers collected the data at the same time. Questions concerning coding were discussed and decisions made immediately to insure consistency and reliability. Data were compiled manually by the principal investigator.

Analysis of Data

Residency Status by Type of Charge.

Arrests in San Francisco can be classified into two distinct categories, 'processable' and 'non-processable,'

dependent upon whether the charge is considered of sufficient seriousness to require that a criminal history record be kept on the arrestee. Processable charges consist of all state offenses, with some few exceptions such as public inebriation and possession of one ounce or less of marijuana. Non-processable offenses include the state charges mentioned above, all municipal ordinances, and traffic offenses with the exception of a few that are considered criminal violations, i.e., driving under the influence. (2)

Table I indicates that arrestees give a San Francisco address at time of arrest in 72.3 percent of all arrests. As might be expected, the next largest group, or 13.4 percent, live in one of the Bay Area counties close to the city.

Both numbers and percentages were extremely small in the two categories that described residents of California counties other than in the Bay Area, or residency in some other state or country. One reason for these groups having lower numbers than might be expected could be that local hotel addresses are sometimes reported, even if an arrestee has a home address out of state. It was decided to count a San Francisco hotel address as a city residency because many are resident hotels. The researchers did not find a noticeably high number of San Francisco hotel addresses, and none of the well-known tourist hotels.

Arrestees Residing in Bay Area Counties. Although there has been speculation that there are numerous offenders who move back and forth between Oakland and San Francisco, hoping to avoid police from discovering their illegal offenses, neither Table I nor Table II appear to support that contention.

Table II indicates that arrestees from the Bay Area counties come from a widely varied number of locations, with no heavy concentration from any one city. Although the majority of Bay Area residents who are arrested live in Oakland, Daly City, and Berkeley, the percentage for each city is quite small.

Because it is possible that some people give officers a false address, and because the sample size of the Bay Area resident arrestees is small, the sample may not be valid and percentages should be viewed with caution. On the other hand, the overall sample is of a respectable size and it demonstrates that arrestees from Oakland represent only 2.3 percent of all arrestees.

TABLE I.
RESIDENCY STATUS OF SAN FRANCISCO ADULT ARRESTEES,
BY TYPE OF CHARGE

CHARGE <u>RESIDENCY</u>	PROCESSABLE OFFENSES		NON-PROCESSABLE OFFENSES		TOTAL OFFENSES	
	No.	%	No.	%	No.	%
S.F. Address	165 ^a	73.7	120	70.6	285	72.3
Bay Area County	37	16.5	16	9.4	53	13.4
Other CA County	7	3.1	0	0	7	1.8
Other Residency	3	1.3	2	1.2	5	1.3
No Local Address	12	5.4	32	18.8	44	11.2
TOTAL	224	100.0	170	100.0	394	100.0
PERCENT DISTRIBUTION	56.9		43.1		100.0	

^aIncludes one illegal alien.

$\chi^2 = 24.23$ (3 df) p < .001

TABLE II.
RESIDENCY STATUS OF SAN FRANCISCO ADULT ARRESTEES,
BY CITY LOCATION WITHIN BAY AREA COUNTIES¹

CITY	NUMBER	PERCENT
Oakland	9	17.0
Daly City	8	15.1
Berkeley	6	11.3
San Jose	3	5.7
Burlingame	2	3.8
Richmond	2	3.8
San Mateo	2	3.8
Santa Clara	2	3.8
Sunnyvale	2	3.8
17 Separate Cities	17	32.0
TOTAL	53	100.0 ^a

¹San Francisco not included.

^aDoes not add to 100.0 due to rounding errors.

Arrestees With No Local Address. A Chi Square test of significance was performed to determine if residency differed according to processable or non-processable type of arrest offense (3). Although the test indicates that there are differences not due to chance, it is important to realize that the significance is due to one residency category only: No Local Address. The differences in the other categories cannot be considered large enough to be noteworthy.

Table III tends to support a probability that the highest percent of those for whom the officer reports "No Local Address" are skid row public inebriates who live on the streets except when they have enough money for a night in a cheap hotel. While this particular finding is not unexpected, it is surprising to find even so much as five percent of processable arrestees for whom "No Local Address" is recorded. Whether these represent transients, people who did not choose to reveal their local address, or street people is not possible to ascertain.

Residency Status by Sex

Sex of arrestee was one of the variables collected in order to test a suspicion that women arrestees were more likely to be city residents than men arrestees would. The data in Table IV do not confirm that hypothesis. While the percentage of women are lowest in the category of Other Residency (a classification that combines Other California Counties and Other Residency), and highest in the category of Processable-No Local Address than in the other categories, the numbers in either group are too small to allow definitive conclusions. (4)

Summary of Findings

A manual study was designed to determine the residency status of San Francisco adult arrestees at time of arrest. It was found that approximately 74 percent of those arrested on processable offenses (those that require a criminal history record be kept on the arrestee) are residents of the city, while about 71 percent of those arrested on minor, non-processable charges are city residents at the time.

The two offense populations differ in the number of those who are listed as having "No Local Address," with non-processable offenders significantly higher than processable offenders. Of those arrested on a non-processable charge,

TABLE III.
RESIDENCY STATUS OF SAN FRANCISCO ADULT ARRESTEES,
BY TYPE OF NON-PROCESSABLE OFFENSE

	PUBLIC INEBRIATION		MOTOR VEHICLE		DRINKING IN PUBLIC		BLOCKING DOORWAY		BEGGING		OTHER MUNICIPAL		TOTAL NON-PROC.	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
S.F. Address	79	69.9	22	68.7	7	100.0	7	70.0	2	66.7	3	60.0	120	70.6
Bay Area County	7	6.2	7	21.9			1	10.0			1	20.0	16	9.4
Other Residency ¹	1	.9	1	3.1									2	1.2
No Local Address	26	23.0	2	6.2			2	20.0	1	33.3	1	20.0	32	18.8
TOTAL	113	100.0	32	100.0	7	100.0	10	100.0	3	100.0	5	100.0	170	100.0
PERCENT DISTRIBUTION		66.4		18.8		4.1		5.9		1.8		2.9		100.0

¹ Includes Other CA Counties and Other States and Other Countries

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TABLE IV.
RESIDENCY STATUS OF SAN FRANCISCO ADULT ARRESTEES, BY SEX AND TYPE OF CHARGE

	S.F. RESIDENCY			BAY AREA ADDRESS			OTHER RESIDENCY ¹			NO LOCAL ADDRESS			TOTAL RESIDENCY		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
PROCESSABLE CHARGES															
Number	145	20	165	32	5	37	9	1	10	10	2	12	196	28	224
Percent	87.9	12.1	100.0	86.5	13.5	100.0	90.0	10.0	100.0	83.3	16.7	100.0	87.5	12.4	100.0
NON-PROCESSABLE CHARGES															
Number	105	15	120	14	2	16	2	0	2	28	4	32	149	21	170
Percent	87.5	12.5	100.0	87.5	12.5	100.0	100.0	0	100.0	87.5	12.5	100.0	87.6	12.4	100.0
TOTAL CHARGES															
Number	250	35	285	46	7	53	11	1	12	38	6	44	345	49	394
Percent	87.7	12.3	100.0	86.8	13.2	100.0	91.7	8.3	100.0	86.4	13.6	100.0	87.6	12.4	100.0

¹ Includes Other California Counties and Other States or Countries
M= Male F=Female T= Total

18.8 percent appeared to be without an address, as compared to 5.4 percent of those arrested for a processable offense. Among those arrested on a non-processable offense, those arrested for public inebriation or begging were most likely to be listed as having no local address, supporting the hypothesis that those who are recorded in this manner are street people with no address at all.

The second most common residency for processable offenders was within a Bay Area county other than San Francisco, (16.5 percent), while non-processable offenders who lived in a Bay Area county accounted for only 9.4 percent. Bay Area county residents who are arrested come from a variety of nearby cities. While Oakland, Daly City and Berkeley lead the list, the percentages per city are small.

There appeared to be no important differences in residency according to sex of the offender.

FOOTNOTES

- (1) Hoffman, Beatrice. San Francisco Adult Arrestees. A Study of the 1978 Adult Arrestee Population of the City and County of San Francisco. Report Number Two. System Improvement Project. December 1979.
- (2) For more discussion concerning processable and non-processable offenses, see San Francisco Adult Arrestees, *ibid*.
- (3) Serious theoretical difficulties arise in using a Chi Square test when the values are low. To make the test acceptable, two categories: Other CA County and Other Residency were combined. The combined new category explains the reason for three, rather than four, degrees of freedom, noted on page 4.
- (4) The sampled group showed a somewhat lower distribution (12.4 percent) of females than has been reported by the police or in other studies. The percentage of females in the adult arrestee population has been approximately 15 percent over the past few years.

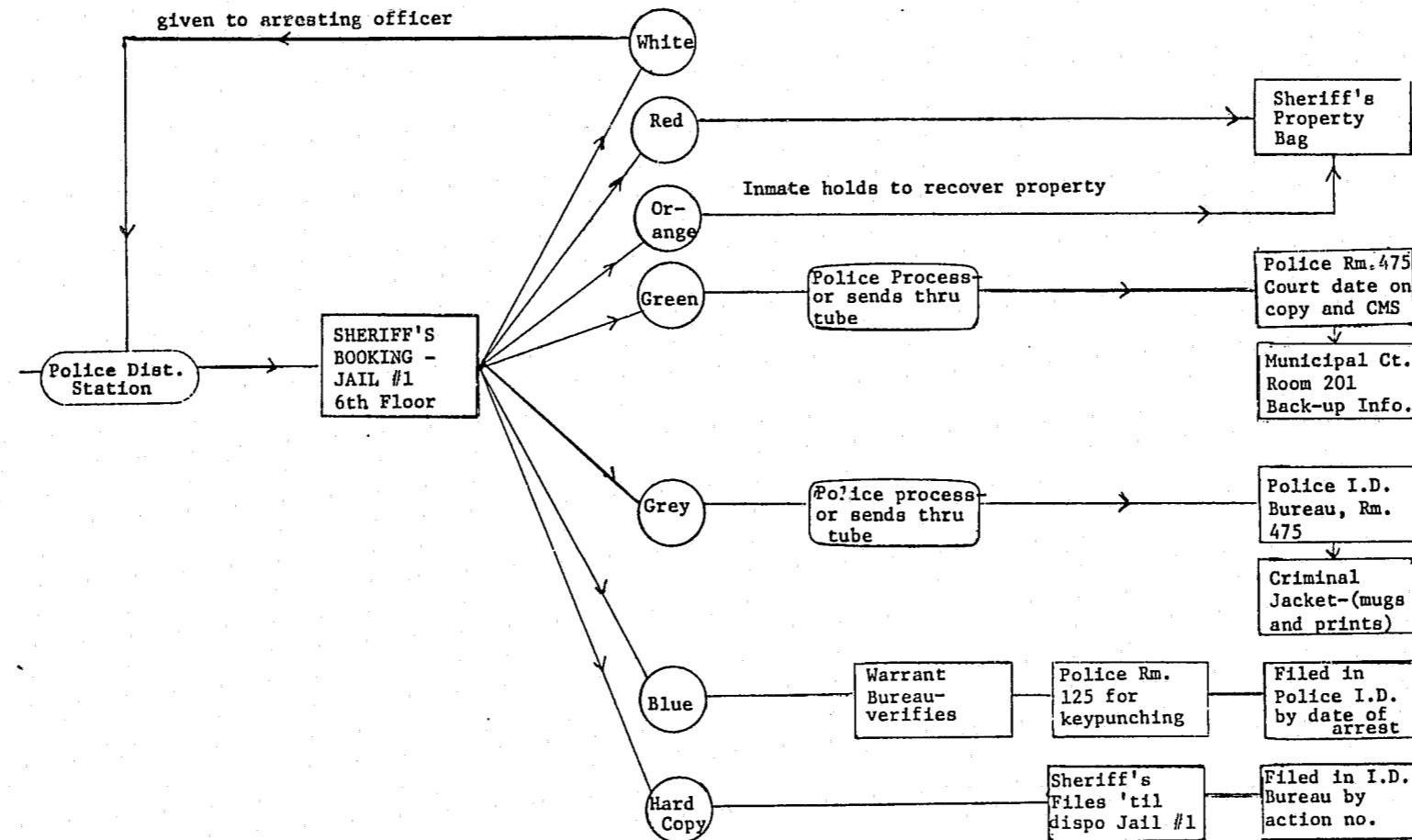
APPENDIX A

**FLOW CHART OF THE DISTRIBUTION
OF THE SAN FRANCISCO ARREST CARD**

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DISTRIBUTION OF MULTI-FORM ARREST CARD WITHIN
THE SAN FRANCISCO CRIMINAL JUSTICE SYSTEM



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APPENDIX B
SAMPLE OF DATA COLLECTION FORM

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DATA COLLECTION FORM - RESIDENCY STUDY

① YEAR MONTH DAY

② ALPHA

③ SEX	④ S.F. ADDRESS	⑤ BAY COUNTY	⑥ OTHER CA COUNTY	⑦ OTHER RESIDENCY	⑧ NO LOCAL ADDRESS	⑨ OFFENSE	⑩ PROCESS. NON-PROCESSABLE OFFENSE
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1							
2							
3							
4							
5							
6							
7							
8							
9							
10							

CODING INSTRUCTIONS:

- ① DATE. Put 2 digits in the appropriate blank. Mark the date you are collecting data from.
- ② ALPHA. Put the letter of the alphabet randomly chosen for the date listed.
- ③ SEX. F = Female; M = Male
- ④ S.F. ADDRESS. Check here if the address listed is San Francisco or City.
- ⑤ BAY AREA COUNTY. Check here if the address listed is a city in one of the following counties; San Mateo, Alameda, Sonoma, Santa Clara, Marin, Contra Costa, Napa or Solano.
- ⑥ OTHER CA COUNTY. Check here if address is in a CA county other than S.F. or those in ⑤ .
- ⑦ OTHER RESIDENCY. Check here if the address listed is anywhere but in California.
- ⑧ NO LOCAL ADDRESS. Check here if these words are written in the address blank.
- ⑨ PROCESSABLE OFFENSE. Check if any charge is processable.
- ⑩ NON-PROCESSABLE OFFENSE. Enter most serious non-proc. charge, only if no charge is processable.

END