[MS-0398.040.008.001]

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BOOKINGS

POPULATION MANAGEMENT SYSTEM (PMS): STUDIES TO EXAMINE JAIL OVERCROWDING

11-1987

NOVEMBER 1987

San Diego

ASSOCIATION OF GOVERNMENTS

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This report was funded by the County of San Diego and cities not served by the Sheriff's Department.

MEMBER AGENCIES: Cities of Carlsbad, Chula Vista, Coronado, Del Mar, El Cajon, Encinitas, Escondido, Imperial Beach, La Mesa, Lemon Grove, National City, Oceanside, Poway, San Diego, San Marcos, Santee, Solana Beach, Vista and County of San Diego.
ADVISORY/LIAISON MEMBERS: California Department of Transportation, U.S. Department of Defense and Tijuana/Baja California Norte.

TABLE 5

AVERAGE DAILY POPULATION
FOR MEN'S AND WOMEN'S TYPE II FACILITIES
SENTENCED AND UNSENTENCED
FY 1978-1987

	MEN			WOMEN*		
FY	Sentenced	Unsentenced	Total	Sentenced	Unsentenced	Total
77/78	281 (26%)	806 (74%)	1,087	68 (48%)	75 (52%)	143
78/79	202 (16%)	1,025 (84%)	1,227	69 (44%)	87 (56%)	156
79/80	279 (22%)	961 (78%)	1,240	59 (42%)	83 (58%)	142
80/81	301 (23%)	1,031 (77%)	1,332	68 (42%)	94 (58%)	162
81/82	411 (27%)	1,124 (73%)	1,535	90 (48%)	96 (52%)	186
82/83	548 (30%)	1,274 (70%)	1,822	123 (51%)	120 (49%)	243
83/84	587 (30%)	1,352 (70%)	1,939	123 (48%)	135 (52%)	258
84/85	635 (30%)	1,470 (70%)	2,105	128 (51%)	125 (49%)	253
85/86	701 (30%)	1,599 (70%)	2,300	161 (53%)	141 (47%)	302
86/87	786 (29%)	1,912 (71%)	2,698	184 (50%)	184 (50%)	368

* In 1977, the Probation Department closed Villa Del Sol, a women's camp facility which was classified Type III. The women were transferred to the Las Colinas facility.

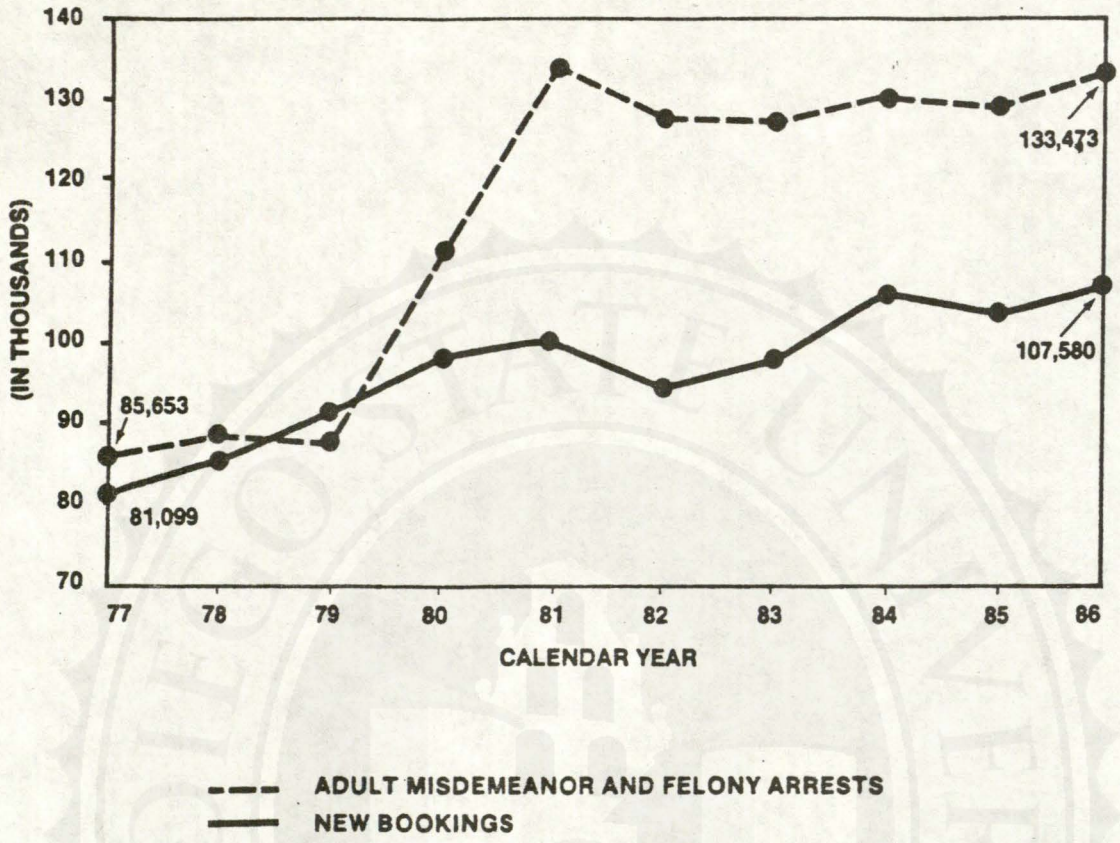
BOOKINGS AND ARRESTS

Bookings of adults arrested by local law enforcement agencies have a significant impact on the jail population. Figure 3 presents new bookings and adult felony and misdemeanor arrests for a ten-year period. This comparison shows the relationship between arrests and bookings and the impact of field citation release policies of police agencies. It should be noted that the number of bookings are also influenced by court placements; therefore, not all changes in bookings can be explained by arrest data.

During 1977 through 1979, the number of arrests and bookings were similar, suggesting that most arrestees were booked into the jail. This began to change in 1980, when the difference between bookings and arrests began to increase. The greatest difference was in 1981 when 133,782 adults were arrested and 100,346 inmates were booked. This reflects increased use of misdemeanor field citations by law enforcement as a means to reduce jail overcrowding.

In calendar year 1986, adult arrests increased 3% compared with 1985, and new bookings were up 4%.

FIGURE 3
ADULT MISDEMEANOR AND FELONY
ARRESTS AND TYPE II FACILITY NEW BOOKINGS
1977-1986



New Bookings

Over the past fiscal year, new bookings in Type II facilities increased from 104,523 in FY 1985-86 to 112,260 in FY 1986-87 (7%). The change occurred primarily in the bookings for unsentenced prisoners (7%). Commitments of sentenced inmates were up slightly (2%). (Table 6)

TABLE 6

TYPE II FACILITY NEW BOOKINGS
SENTENCED AND UNSENTENCED INMATES
FY 1985-86 AND FY 1986-87

	FY 1985-86	FY 1986-87	Change
Sentenced	1,749	1,782	2%
Unsentenced	102,774	110,478	7%
TOTAL	104,523	112,260	7%

Bookings and Releases

Jail census information is an accounting of bookings and rebookings which includes new bookings (the initial booking for a prisoner), additional charges (rebookings), and court bookings which do not increase the inmate population. Total bookings are compared to releases to measure the flow of inmates through Type II Sheriff's jails. Table 7 shows that over 98% of all bookings were released in both FY 1985-86 and FY 1986-87. Maximizing releases is one method of controlling the inmate population, in addition to reducing admissions and average length of stay.

TABLE 7

NUMBER OF BOOKINGS AND RELEASES
TYPE II FACILITIES
FY 1985-86 AND FY 1986-87

	FY 1985-86	FY 1986-87
Bookings*	124,071	134,453
Releases*	122,203	132,560
Percent Releases	98.5%	98.6%

*Includes bookings and rebookings.

LENGTH OF STAY

Table 8 presents the average length of stay for Sheriff's jail inmates released during the final quarter of fiscal years 1985-86 and 1986-87. As mentioned previously, data available on released inmates include the original bookings as well as rebookings. Therefore, data on length of stay reflect time spent on specific charges rather than the total time served by an inmate. Also, the length of stay for inmates in jail during the adjudication process who are sentenced to the custody of the Sheriff includes the pre- and post-sentence custody time.

Finally, a change in Sheriff's procedures affects the comparability of length of stay statistics in the study periods. In July 1985, the Sheriff's Department began citing and releasing certain misdemeanants at the jail without formal booking. The cite and release procedures were discontinued in April 1987, and these offenders are now included in booking statistics. The result is an apparent increase in the number of inmates booked and released and a reduction in length of stay in this category (from .6 days to .2 days in the 1986 and 1987 study periods) due to a change in statistical recordkeeping. For purposes of comparison, the length of stay data for those booked and released are excluded from Table 8. Despite these limitations, the data identify trends in length of stay which can affect the average daily population.

The overall length of stay was reduced in Sheriff's jails between 1986 and 1987 from 16.4 days to 15.6 days (-5%). The decrease is due to a change in time spent by sentenced inmates in Type II jails (-4%).[2] Unsentenced inmates, excluding those booked and released, showed an 11% increase in average custody time. Data suggest that the increased number of new bookings for unsentenced inmates, combined with the longer stays, contributed to the increase in the average daily population in Type II facilities.

Comparable data on time served are not available for the honor camps and work furlough center. Consequently, a systemwide analysis of the impact of average stays for sentenced inmates could not be conducted. Subsequent studies will include information on length of stay for Probation facilities.

TABLE 8

AVERAGE LENGTH OF STAY (DAYS)
SHERIFF'S TYPE II FACILITIES
APRIL - JUNE 1986 AND 1987

Status	April-June 1986	April-June 1987	Change
Sentenced	40.2 days	38.4 days	-4%
Unsentenced* (Excluding Jail Book & Release)	3.8 days	4.2 days	11%
Total	16.4 days	15.6 days	-5%

*In 1986, jail personnel were citing and releasing selected inmates without formal booking. This practice was discontinued in April 1987. For purposes of comparison, the category of jail book and release has been excluded from the length of stay statistics.

Type of Release

To further assess delays in release of inmates, Table 9 presents average length of stay in Sheriff's facilities by release type for the two study periods. The overall decrease in jail time spent by sentenced inmates was due to a reduction in the number of custody days before transfer to an honor camp or State prison as well as a decline in court processing time for defendants paying a fine or receiving a suspended sentence. Those who served their entire sentence in a Sheriff's jail stayed 3% longer in the 1987 time period. (Statistics on time served for those in

[2]Sentence status is determined from the status at time of release, not time of booking.