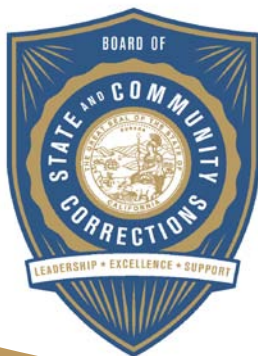


LOCAL ADULT DETENTION FACILITIES: THE FIRST YEAR OF PUBLIC SAFETY REALIGNMENT

May 2013



BOARD OF STATE AND COMMUNITY CORRECTIONS

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EXECUTIVE SUMMARY

In 2011, the state shifted program and fiscal responsibility for a variety of Health and Human Services and traditional law enforcement programs to local government. The Community Corrections Program, enacted by AB 109 (Stats. 2011, ch. 15), was a significant component of this shift in responsibility. The Community Corrections Program changed the jurisdiction of certain felony offenders from the state to the counties. Effective October 1, 2011 counties were responsible for felony offenders convicted of non-violent, non-serious, and non-sex crimes (low-level felony offenders); offenders who completed their sentence and were released from state prison under Postrelease Community Supervision (PRCS); and state parolees who have their parole revoked or commit a new offense. The program provides counties with constitutionally-guaranteed funding and tools such as authority for alternative custody programs and expanded custody time credits to facilitate the county's management of its criminal justice system most effectively for that county.

The Board of State and Community Corrections (BSCC) is required by statute to support the development and implementation of data collection instruments to reflect the impact of public safety realignment relating to the dispositions of felony offenders and PRCS and make any data collected publicly available on its website. Two BSCC data collection instruments, the Jail Profile Survey (JPS) and its addendum, the AB 109 Jail Survey, provide information about one aspect of the Community Corrections Program – local adult detention facilities. They do not provide information to support analysis of any cause and effect relationships nor do they provide outcome information or comparison of pre and post realignment. Any changes that are observed could be the result of the supervision practices of county probation departments, the practices of local law enforcement, the court process, the plea bargaining process, or a combination of these and other factors. Strategies for expanding the scope of BSCC's review and identification of existing studies and reports are currently underway to provide a more complete picture of community corrections in California.

In spring 2013, the BSCC will begin to revise the AB 109 Jail Survey to address the survey's limitations and ensure that the data collected from agencies are useful and meet the needs, to the extent possible, of local agencies, the state, and other stakeholders. The process will include input from the California State Sheriffs' Association, California State Association of Counties, Chief Probation Officers of California, Department of Finance, Administrative Office of the Courts, Legislative Analyst's Office, and California Department of Corrections and Rehabilitation. The workgroup will determine the specific revisions and any additional data elements that may be added to the survey. However, the revision should, at a minimum, address the identified survey specific limitations.

While data limitations make conclusions difficult, this report presents a summary of the AB 109 Jail Profile Survey data for October 2011 through September 2012 as well as some related information from the JPS. Data from both instruments are available on the BSCC's website.

- *Low-Level Felony Offenders* – Based on data for 52 reporting agencies, a total of 26,330 low-level felony offenders were sentenced to local adult detention facilities.
- *PRCS Offenders* – Through September 2012, the population of PRCS offenders steadily increased as counties fully implemented the Community Corrections Program. Based on subsamples of reporting agencies, the monthly instances of PRCS offenders in contact with local adult detention facilities by type (i.e., booked on flash incarceration, booked for supervision violations only, booked with new charges, and received jail time for revocations) and the rate per 1,000 PRCS offenders are provided.
- *State Parolees* – Through September 2012, the population of state parolees steadily decreased as counties fully implemented the Community Corrections Program. Based on subsamples of reporting agencies, the monthly instances of state parolees in contact with local adult detention facilities by type (i.e., booked on parole violation only, received jail time for a revocation, booked with new charges, and received jail time on new charges) and the rate per 1,000 active state parolees are provided.

- *Population of Local Adult Detention Facilities* – Since July 2011, the total average daily population (ADP) of local adult detention facilities has increased. As of September 2012, the total ADP was 104% of the BSCC rated capacity. Compared to October 2011, as of September 2012 the proportion of sentenced ADP to non-sentenced ADP changed, with sentenced ADP increasing by approximately 7 percentage points. The proportion of felony ADP to misdemeanor ADP also changed with the felony ADP increasing by approximately 4 percentage points.

In evaluating the effects of realignment, it is important to recognize that counties differ in their initial capacity for delivery of treatment services, extent of provider networks, experience with evidence-based practices, and previous reductions in probation funding. Further, some counties operate jails under court-imposed population caps while other counties may have capacity to incarcerate more offenders.

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INTRODUCTION

First proposed by Governor Brown in his January budget for fiscal year 2011-12, 2011 Realignment was enacted as part of the final 2011 Budget Act. The 2011 Realignment moved program and fiscal responsibility for a variety of Health and Human Services and traditional law enforcement programs to the level of government (primarily counties) that is best able to provide the services, thereby eliminating duplication of effort, increasing flexibility, and generating savings. Having a service continuum at the local level also increases the likelihood of integrating services most likely to assist in improving and changing lives. The Governor's proposed budget for fiscal year 2013-2014 estimates that \$5.9 billion is available to support 2011 Realignment in 2012-13. This amount is estimated to increase to \$6.9 billion by fiscal year 2014-15. The 2011 Realignment is funded by a 1.0625 cent state special fund tax and certain Vehicle License Fees.

A significant component of 2011 Realignment was the Community Corrections Program. Public safety is a core function of local government and its first responsibility as provided in Section 35 (a)(2) of Article XIII of the California Constitution. The Community Corrections Program recognizes that public safety in the community is broader than traditional law enforcement services. It also includes a community effort involving the safety of children who are part of the Child Welfare or Foster Care system and vulnerable adults who need services of the Adult Protective Services program as well as supportive services such as mental health and substance abuse treatment to change their lives. The revenue dedicated to the Community Corrections Program portion of realignment is almost \$858 million in fiscal year 2012-13. This is expected to increase to about \$1.016 billion in fiscal year 2013-2014. Funds are constitutionally protected through Section 36 of Article XII of the Constitution as added by Proposition 30 in November 2012.

Prior to the Community Corrections Program, both the state and local levels of government were struggling with a variety of challenges in managing the offender population. For example, over the years, the large number of short-term, lower-level offenders

and parole violators in state prison resulted in overloaded reception centers and inefficient prison operations limiting the ability to provide successful rehabilitation programs in prisons. State reception centers processed between 250,000 and 300,000 individual offenders per year. The parole system often returned 65,000 to 80,000 offenders to prison during a year with many of those parole violators returning for a short two-to-four month stay (Brown, 2011). The Community Corrections Program addresses the challenges in managing criminal offenders by supporting community-based corrections programs that extend beyond traditional law enforcement services.

Community Corrections Program

To reduce the expensive and ineffective churning through the state corrections system, AB 109 (stats. 2011, ch. 15) as amended by various measures, changed the jurisdiction of various offender populations from the state to the counties. These changes were effective October 1, 2011 and are being implemented. No offenders were released early from state prison. AB 109 made counties responsible for the following offenders:

- *Low-Level Felony Offenders* - Felony offenders convicted of non-violent, non-serious, and non-sex crimes, and are commonly referred to as non-non-nons are now sentenced to county jail. (Penal Code sec. 1170(h))
- *Post Release Community Supervision (PRCS)* – Individuals completing their sentence and released from state prison who were convicted of non-violent, non-serious felonies and who are not high-risk sex offenders are now released to postrelease community corrections supervision. (Penal Code sec. 3451)
- *Parole Revocations* – State parolees who have their parole revoked serve time in county jail unless the parole violator commits a new offense for which the sentence is served in state prison or was released following commitment for first or second degree murder or certain sex offenses. (Penal Code sec. 3056)

Because these offenders typically return to the community from which they were convicted, the local criminal justice system is generally more knowledgeable about them and better able to provide the necessary level of programming and supervision. AB 109 authorized the use of alternative custody programs such as electronic monitoring, as well as a variety of intermediate sanctions that can be used in lieu of incarceration, including intensive supervision, evidence-based rehabilitative programs, restorative justice programs, and flash incarceration. Judges may also sentence low-level felony offenders to either a straight sentence or a split sentence where a period of incarceration is followed by a mandatory term of supervision.

Funding of the Community Corrections Program

To allocate the Community Corrections Program revenue to each of the 58 counties, the Department of Finance (DOF) developed a funding model based upon a number of factors including the average daily population (ADP), estimated numbers of long- and short-term sentences, supervision costs, monitoring costs, and treatment costs. The counties agreed to the funding allocations. The current funding formula is in effect for fiscal years 2012-13 and 2013-14 as specified in Government Code sec. 30029.05 (1)(c). The ongoing allocation will be developed by DOF in consultation with the California State Association of Counties (CSAC).

Community Corrections Partnerships

SB 678 (stats. 2009, ch. 608) created Community Corrections Partnerships (CCPs) in each county to develop and implement programs aimed at keeping certain felony probation violators in the county rather than sending them to state prison. Pursuant to SB 678, the state shares its realized savings with county probation. Under AB 109, an Executive Committee for each CCP was created consisting of the chief probation officer (chair), a presiding judge, the district attorney, the public defender, the sheriff, a chief of police, and one department head of either social services, mental health, or substance abuse programs. The Executive Committee of each CCP was responsible for developing the county's plan for

implementation of the Community Corrections Program.

Each county plan is based on the unique needs and priorities of the affected county. Counties may use the funds in any way that serves the offender population; however, the population estimates used to establish the funding level did not contemplate that counties would jail each felony defendant at the same rate as state prison. Instead, AB 109 encourages counties to apply evidence-based practices in sentencing, supervision, and alternatives to incarceration.

In evaluating the effects of realignment, it is important to recognize that counties differ in their initial capacity for delivery of treatment services, extent of provider networks, experience with evidence-based practices, and previous reductions in probation funding. Further, some counties operate jails under court-imposed population caps while other counties may have capacity to incarcerate more offenders.

Wide-Ranging Data Collection Efforts

A variety of agencies collect criminal justice data that may be helpful in understanding the impact realignment has had on the criminal justice system. Agencies have also started collecting additional data or expanding their data collection efforts to evaluate the effects of this reform. For example, the California Department of Corrections and Rehabilitation's (CDCR) Office of Research provides weekly and monthly population reports for the prison and parole population. The Administrative Office of the Courts (AOC) began collecting public safety realignment data concerning felony sentencing and PRCS in January of 2013. The Chief Probation Officers of California (CPOC) has collected data from county probation departments as summarized in: *Realignment Perspective: A First Look at Statewide Data Trends and Impacts* (2012a) and *Mandatory Supervision: The Benefit of Evidence Based Supervision under Public Safety Realignment* (2012b).

Several nonprofit, nonpartisan organizations have released publications providing information related to 2011 Public Safety Realignment. For example, the Partnership for Community Excellence, part of California Forward, has released two reports, *County*

AB 109 Plans: Analysis and Summary (2012a) and *Pretrial Detention and Community Supervision: Best Practices and Resources for California Counties* (2012b). The Public Policy Institute has released several reports including *California Corrections: Planning for a Better Future* (Grattet & Hayes, 2013), *Capacity Challenges in California Jails* (Lofstrom & Kramer, 2012), *Corrections Realignment One Year Later* (Misczynski, 2012), *Evaluating the Effects of California's Corrections Realignment on Public Safety* (Lofstrom & Petersilia, 2012), *California's Changing Prison Population* (Hayes, 2012), and *Rethinking the State-Local Relationship: Corrections* (Misczynski, 2011).

The Board of State and Community Corrections

The Board of State and Community Corrections (BSCC) was created by SB 92 (stats. 2011, ch. 36). It became operative on July 1, 2012. The BSCC brings under one roof a number of activities that had previously been carried out separately by the California Council on Criminal Justice and the Corrections Standards Authority (CSA). The combination of responsibilities reflects the changes to

the criminal justice system brought about by the Community Corrections Program.

BSCC has very broad responsibility for collecting and maintaining information about state and community correctional policies, practices, capacities, and needs. BSCC is also responsible for collecting county CCP plans and reporting on the data and outcome-based measures included in those plans. BSCC is also working in consultation with the AOC, CSAC, California State Sheriffs' Association (CSSA), and CPOC to develop and implement data collection instruments relating to the dispositions of felony offenders and those supervised under PRCS. BSCC will make data collected publicly available on its website.

Scope of the Present Report

Two BSCC data collection instruments, the Jail Profile Survey (JPS) and its addendum, the AB 109 Jail Survey, provide information about one aspect of the Community Corrections Program – local adult detention facilities. Data from both instruments are available on the BSCC's website. This report presents a statewide summary of the AB 109 Jail Profile Survey data as well as some related information from the JPS.

DATA SOURCES

Each California county, except Alpine, has either a Sheriff's Department or a Department of Corrections. Each of these agencies operates at least one adult detention facility, henceforth referred to as local adult detention facilities. Some agencies have more than one local adult detention facility. Additionally, three agencies have work furlough facilities where sentenced adult offenders may complete their commitment. Depending on the work furlough program, these offenders may be supervised by a probation department, sheriff's department, department of corrections, or an independent contractor.

JPS and AB 109 Jail Survey

BSCC uses the JPS and the AB 109 Jail Survey data collection instruments to collect jail-related information from local adult detention facilities. The AB 109 Jail Survey was developed as an addendum to the JPS, which had been in use since 1996, to streamline transmittal of jail information following implementation of the Community Corrections Program in October 2011. Both instruments provide information that is relevant to realignment. The JPS provides a baseline to measure changes in key variables while the AB 109 Jail Survey provides supplemental information related to the realigned offender populations (low-level felony offenders, PRCS offenders, and state parolees). Both surveys are provided in Appendix A.

The AB 109 Jail Survey was developed early in the implementation of public safety realignment. Development began in December 2011 when the CSA participated in a stakeholder data collection project meeting. The initial meeting participants included a broad spectrum of stakeholders including sheriffs, chief probation officers, and representatives from the CSAC, the CPOC, the CSSA, the DOF, the CDCR, and the Board of Parole Hearings. During two subsequent meetings, the CSSA refined the data elements for local detention facilities and utilized available CSA resources to develop the AB 109 Jail Survey. It was recognized that as the survey data were reviewed and the implementation of public safety realignment

progressed, the survey would likely need to be modified or revised to be sure to capture information relevant to realignment.

In cooperation with the CSSA, BSCC began administering the AB 109 Jail Survey in April 2012. In order to have data from the beginning of realignment, agencies were asked to complete the AB 109 Jail Survey retroactively back to October 2011 to the extent possible.

The following information is collected on a monthly basis from agencies with local adult detention facilities.

- *Population* - In addition to collecting the ADP for the total population, the ADP is available for the following categories: sentenced male offenders, sentenced female offenders, non-sentenced male offenders, non-sentenced female offenders, sentenced felony offenders, non-sentenced felony offenders, sentenced misdemeanor offenders, non-sentenced misdemeanor offenders, offenders not assigned to housing (e.g., holding cells, sobering cells, safety cells), and offenders in contracted housing space (e.g., other public or private institutions, federal inmates, state inmates). Additionally, the highest one day population count and the date it occurred for the month are reported.
- *Counts* - The number of inmates requiring mental health attention, medical attention, booked, and released due to a lack of housing capacity (non-sentenced and sentenced).
- *Low-Level Felony Offenders* - The number of offenders for the reporting month who were sentenced as new commitments to local detention facilities; released to alternative custody programs (ACPs); and returned to custody from ACPs due to violating either probation, a condition of the program, or committing a new criminal offense.
- *Postrelease Community Supervision* - The number of PRCS offenders for the reporting month who were booked for flash incarcerations, booked for supervision violations (does not include

violators who were also booked with new local charges), booked with new local charges, and sentenced to serve jail time as the result of revocations.

- *State Parolees* - The number of state parolees for the reporting month who were booked for supervision violations (does not include violators who were also booked on new offenses), sentenced to serve jail time as a result of parole revocations, booked on a new offense(s), and sentenced to serve jail time on new local offenses.

The following information is collected on a quarterly basis from local adult detention facilities.

- *Strike Offenders* – The number of inmates classified as “3rd Strike” and “2nd Strike.”
- *Unserviced Warrants* – The number of unserved felony and misdemeanor warrants.
- *Undocumented immigrants* – The percentage of inmates believed to be undocumented immigrants.

- *Staff Assaults* – The number of inmate assaults on staff.
- *Funds Spent on Medications* – The amount of money spent on all medications (including psychotropic medications) and psychotropic medication only during the previous quarter.

Quality Control and Survey Limitations

BSCC’s quality control evaluation process, described in Appendix B, was used to ensure the quality of both the JPS and AB 109 Jail Survey data. While the BSCC makes every effort to ensure the quality of survey data, including contacting agencies for clarification, the BSCC cannot be responsible for data reporting errors made at the agency level. The limitations of the data from local adult detention facilities for the first year of implementation impact its usefulness. These limitations, described in Appendix B, include voluntary reporting, a variety of data collection systems, aggregate data, interpretation of variable definitions, retroactive reporting, missing data, and limited data interpretation.

STATEWIDE SUMMARY OF DATA FROM LOCAL ADULT DETENTION FACILITIES

The information presented in this section provides a statewide summary of the AB 109 Jail Survey data for the first year of realignment, October 2011 through September 2012, and JPS data provided to the BSCC by December 21, 2012. The reporting agencies are identified by county in Appendix C along with each county’s population and size category (small, medium, large). Of the 57 reporting agencies, 21 represent small counties, 21 represent medium counties, and 15 represent large counties. Appendix D provides a county-level summary for the AB 109 Jail Survey data. It is important to note that the limitations of the jail survey used for the first year of implementation impact the usefulness of the data presented below. These limitations will be considered as BSCC works with stakeholders to improve the instrument. In addition, BSCC plans to develop a web-based training model when the new data collection tool is implemented to improve consistency among reporting agencies.

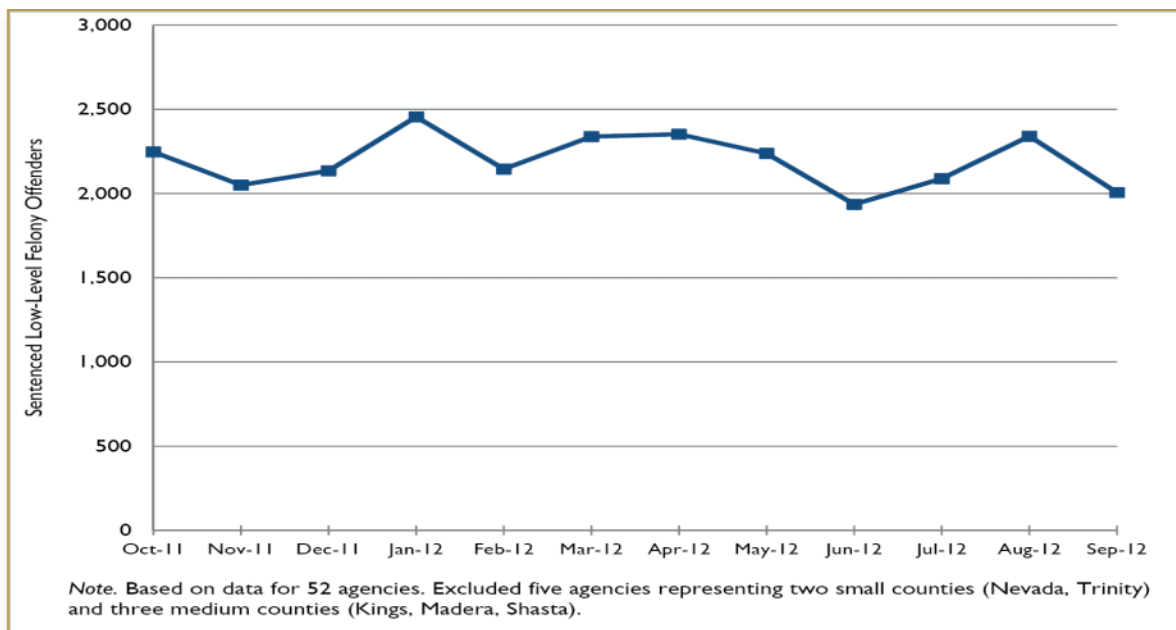
Low-Level Felony Offenders

The AB 109 Jail Survey provides three variables reporting the counts of low-level felony offenders: the

number sentenced to local adult detention facilities, the number released to ACPs, and the number returned to custody from ACPs each month. Because offenders are not tracked as individuals, it is possible that these counts may include an individual multiple times.

Data Element A1: Number of Low-Level Felony Offenders Sentenced to Local Custody. A total of 52 agencies provided 12 months of data for the number of low-level felony offenders sentenced to local custody. This data element does not include the offenders who remained in custody each month and does not provide monthly population information (i.e., an ADP or a population snapshot at the end of the month). At the end of the first year of realignment, based on these 52 agencies, 26,330 low-level felony offenders were sentenced to local adult detention facilities. The number of offenders sentenced each month, shown in Figure 1, generally ranged between 1,900 and 2,500 (mean= 2,194, standard deviation = 159.4).

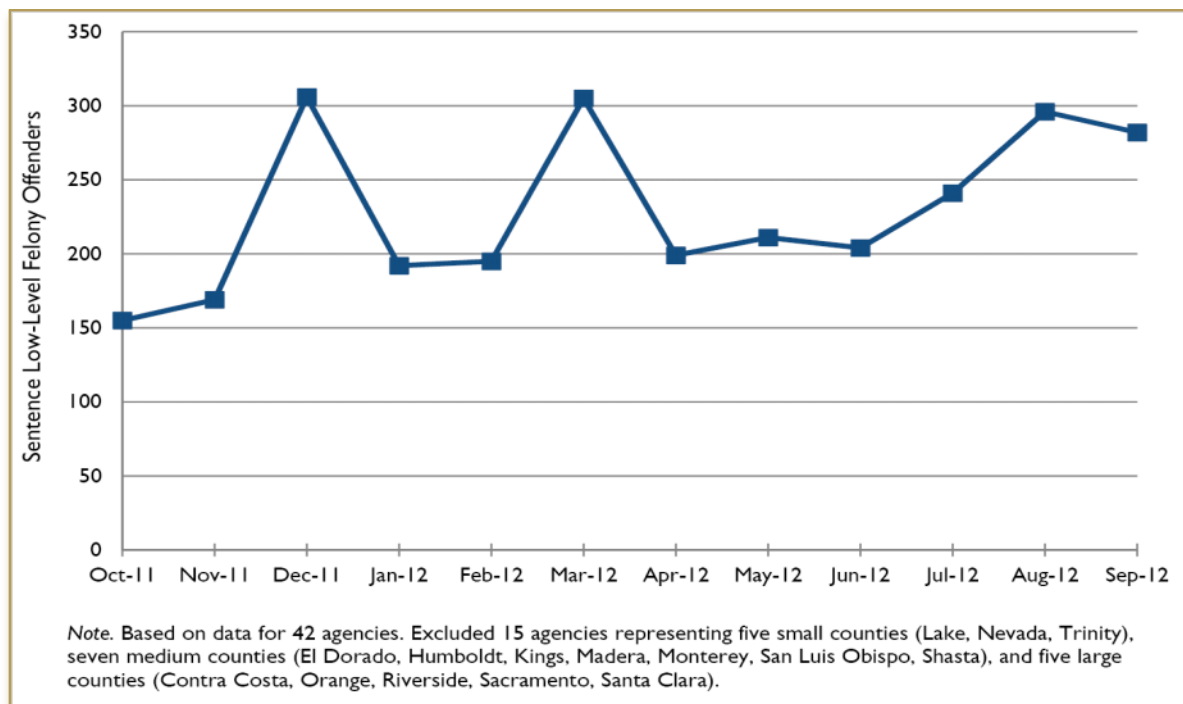
Figure 1 Low-Level Felony Offenders Sentenced to Local Custody each Month



Data element A2: Number of Low-Level Felony Offenders Released to a Sheriff's Alternative Custody Program. California Penal Code sec. 1203.018, enacted in 2011 as part of realignment, expanded Sheriff's authority to use alternative custody programs (ACPs) (e.g., electronic monitoring, work release) for offenders held in local adult detention facilities. Forty-two agencies provided 12 months of data for the number of low-level felony offenders released to ACPs and the number of offenders returned to custody from ACPs. For the 42 agencies, Figure 2

shows the number of low-level felony offenders who were released to ACPs each month. By the end of September 2012, the 42 agencies reported that 19,709 low-level felony offenders were sentenced to local adult detention facilities. For these 42 agencies, 2,755 low-level felony offenders were released to ACPs. This represented approximately 14% of the sentenced low-level felony offenders for the 42 agency subset. The increases in December 2011 and March 2012 are primarily due to increases in Kern and San Bernardino. The increase in August 2012 is primarily due to increases in San Bernardino.

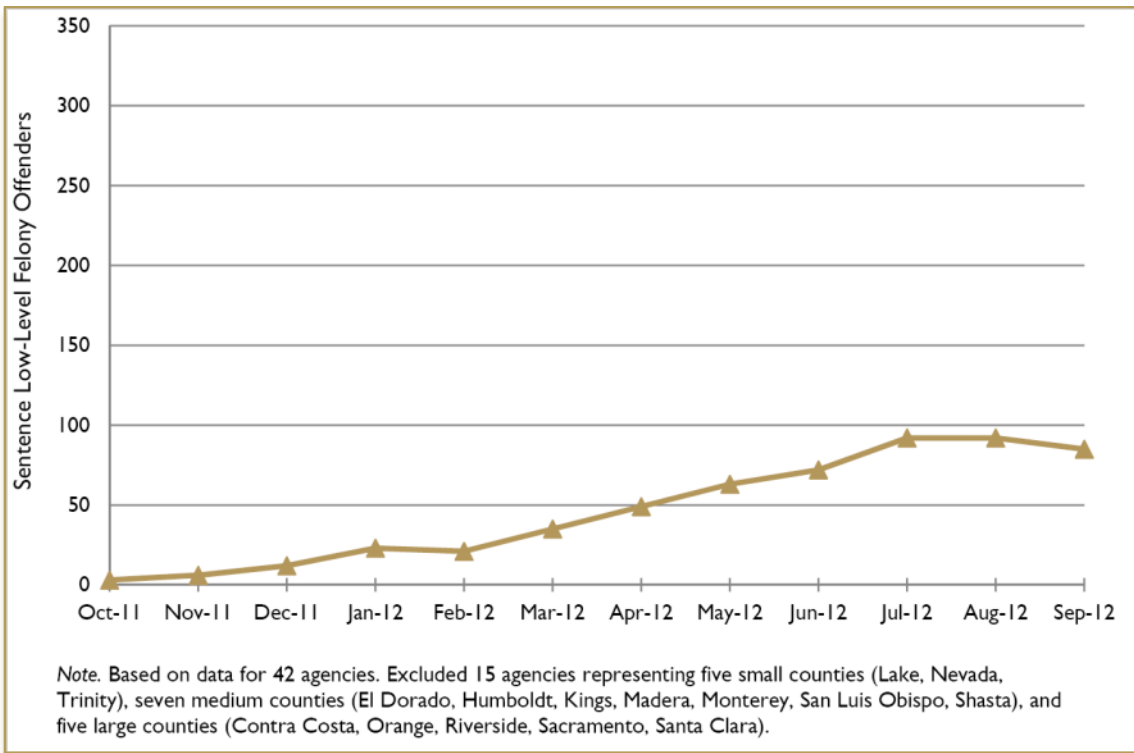
Figure 2 Low-Level Felony Offenders Released to ACPs each Month



Data Element A3: The Number of Offenders in a Sheriff's Alternative Custody Program Returned to Custody. Forty-two agencies, the same subset used for data element A2, reported 12 months of data regarding the number of low-level felony offenders who were returned to custody after being placed in an ACP. It is important to note that this is not a measure of recidivism since individual level data is not collected, offenders are not tracked for a specified time period, and offenders may have been counted

more than once (i.e., an offender could have been released to an ACP after already being returned to custody from an ACP). For the first year of realignment, the number of offenders returned to custody from ACPs each month, shown in Figure 3, has steadily increased. By the end of September 2011, the 42 agencies reported that approximately 20% (N= 553) of the low-level felony offenders who were released to ACPs were returned to custody.

Figure 3 Low-Level Felony Offenders Returned to Custody from ACPs each Month



PRCS Offenders

The AB 109 Jail Survey provides the number of PRCS offenders booked on flash incarceration, booked on supervision violations, booked with new criminal charges, and sentenced to jail time for revocations each month. Unlike the situation with low-level felony offenders where being sentenced to local custody, released to ACPs, and returned to custody from ACPs tends to occur over a longer period of time, PRCS offenders can come into contact with local adult detention facilities multiple times within a shorter time span. For each of the four PRCS offender variables, it is possible that a single offender could be counted twice in a reporting month for two different incidents (e.g., booked on a flash incarceration and later booked on a supervision violation in a single month). Therefore, the counts were interpreted as

instances that PRCS offenders were in contact with local adult detention facilities. The PRCS offender population data were obtained from the CPOC's realignment survey.

Data Element B1: Number of PRCS Offenders Booked on Penal Code sec. 3545 (c) Flash Incarceration Only. Fifty-one agencies provided 12 months of data on the number of PRCS offenders booked on flash incarcerations. For each of the 58 counties, Table 1 provides the monthly PRCS population for the first year of realignment. For the 51-agency subset, columns three, four, and five provide the monthly PRCS population, instances that PRCS offenders were booked on flash incarcerations, and the rate of flash incarcerations per 1,000 PRCS offenders, respectively.

Table 1 Bookings for Flash Incarceration: Instances and Rates per 1,000 PRCS Offenders each Month

Month	Population of 58 Agencies	Flash Incarcerations Based on 51 Agencies ^a		
		Population	Instances	Rate per 1,000
Oct-11	3,043	2,815	36	12.8
Nov-11	7,720	7,174	85	11.8
Dec-11	12,337	11,462	201	17.5
Jan-12	15,716	14,480	291	20.1
Feb-12	19,060	17,575	355	20.2
Mar-12	22,258	20,608	452	21.9
Apr-12	24,618	22,922	504	22.0
May-12	26,866	25,043	662	26.4
Jun-12	28,726	26,776	712	26.6
Jul-12	30,717	28,630	767	26.8
Aug-12	32,623	30,447	882	29.0
Sep-12	34,144	31,884	816	25.6

Note. ^aBased on data for 51 agencies. Excluded 6 agencies representing two small counties (Nevada, Trinity), three medium counties (Madera, Monterey, Shasta), and one large county (Sacramento).

Data Element B2: Number of PRCS Offenders Booked on Supervision Violations Only. Forty-eight agencies provided 12 months of data on the number of PRCS offenders booked on supervision violations only. For each of the 58 counties, Table 2 provides the monthly PRCS population for the first year of

realignment. For the 48-agency subset, columns three, four, and five provide the monthly PRCS population, instances that PRCS offenders were booked on supervision violations only, and the rate of supervision violations per 1,000 PRCS offenders, respectively.

Table 2 Bookings for Supervision Violations: Instances and Rates per 1,000 PRCS Offenders each Month

Month	Population of 58 Agencies	Supervision Violations Based on 48 Agencies ^a		
		Population	Instances	Rate per 1,000
Oct-11	3,043	2,691	13	4.8
Nov-11	7,720	6,902	75	10.9
Dec-11	12,337	11,034	191	17.3
Jan-12	15,716	14,064	317	22.5
Feb-12	19,060	17,054	375	22.0
Mar-12	22,258	19,998	469	23.5
Apr-12	24,618	22,156	547	24.7
May-12	26,866	24,200	608	25.1
Jun-12	28,726	25,885	711	27.5
Jul-12	30,717	27,688	844	30.5
Aug-12	32,623	29,452	882	29.9
Sep-12	34,144	30,881	661	21.4

Note. ^aBased on data for 48 agencies. Excluded 9 agencies representing three small counties (Lake, Nevada, Trinity), three medium counties (Madera, Monterey, Shasta), and three large counties (Orange, Sacramento, Santa Clara).

Data Element B3: Number of PRCS Offenders Booked with New Charges. Forty-eight agencies provided 12 months of data on the number of PRCS offenders booked with new charges. For each of the 58 counties, Table 3 provides the monthly PRCS population for the first year of realignment. For the

48-agency subset, columns three, four, and five provide the monthly PRCS population, instances that PRCS offenders were booked with new charges, and the rate of bookings with new charges per 1,000 PRCS offenders, respectively.

Table 3 Bookings for New Local Charges: Instances and Rates per 1,000 PRCS Offenders each Month

Month	Population of 58 Agencies	New Charges Based on 48 Agencies ^a		
		Population	Instances	Rate per 1,000
Oct-11	3,043	2,691	93	34.6
Nov-11	7,720	6,902	216	31.3
Dec-11	12,337	11,034	393	35.6
Jan-12	15,716	14,064	661	47.0
Feb-12	19,060	17,054	814	47.7
Mar-12	22,258	19,998	978	48.9
Apr-12	24,618	22,156	1,095	49.4
May-12	26,866	24,200	1,232	50.9
Jun-12	28,726	25,885	894	34.5
Jul-12	30,717	27,688	978	35.3
Aug-12	32,623	29,452	1,790	60.8
Sep-12	34,144	30,881	1,579	51.1

Note. ^aBased on data for 48 agencies. Excluded 9 agencies representing three small counties (Lake, Nevada, Trinity), three medium counties (Madera, Monterey, Shasta), and three large counties (Orange, Sacramento, Santa Clara).

Data Element B4: Number of PRCS Offenders Sentenced to Jail Time for Revocations. Fifty agencies provided 12 months of data on the number of PRCS offenders sentenced to jail time for revocations. For each of the 58 counties, Table 4 provides the monthly PRCS population for the first year of realignment. For

the 50-agency subset, columns three, four, and five provide the monthly PRCS population, instances that PRCS offenders were sentenced to jail time for revocations, and the rate of revocations per 1,000 PRCS offenders, respectively.

Table 4 Sentenced to Jail Time for Revocations: Instances and Rates per 1,000 PRCS Offenders each Month

Month	Population of 58 Agencies	Revocations Based on 50 Agencies ^a		
		Population	Instances	Rate per 1,000
Oct-11	3,043	2,811	17	6.0
Nov-11	7,720	7,158	73	10.2
Dec-11	12,337	11,432	123	10.8
Jan-12	15,716	14,449	253	17.5
Feb-12	19,060	17,537	319	18.2
Mar-12	22,258	20,558	397	19.3
Apr-12	24,618	22,858	404	17.7
May-12	26,866	24,969	556	22.3
Jun-12	28,726	26,694	707	26.5
Jul-12	30,717	28,557	786	27.5
Aug-12	32,623	30,376	858	28.2
Sep-12	34,144	31,815	742	23.3

Note. ^aBased on data for 50 agencies. Excluded 7 agencies representing three small counties (Lake, Nevada, Trinity), three medium counties (Madera, Monterey, Shasta), and one large county (Sacramento).

State Parolees

The AB 109 Jail Survey provides the number of state parolees booked on parole violations, sentenced to jail time for parole revocations, booked with new local charges, and sentenced to jail time for new offenses. As with the PRCS offender variables, state parolees being booked on supervision violations, receiving jail time for revocations, booked with new local charges, and sentenced to jail time on new charges can occur within a relatively short time span. For each of the four state parole variables, it is possible that a single offender could be counted twice in a reporting month for two different incidents (e.g., booked on a parole violation and receive jail time on a

parole revocation). The active parole population data were obtained from CDCR

Data Element C1: Number of State Parolees Booked on Penal Code sec. 3056 Parole Violation Only. Fifty-one agencies provided 12 months of data on the number of state parolees booked on parole violations only. For each of the 58 counties, Table 5 provides the monthly active state parole population for the first year of realignment. For the 51-agency subset, columns three, four, and five provide the monthly active state parole population, instances that state parolees were booked on parole violations only, and the rate of parole violations per 1,000 active parolees, respectively.

Table 5 Parole Violations: Instances and Rates per 1,000 Active State Parolees each Month

Month	Population of 58 Agencies	Parole Violations Based on 51 Agencies ^a		
		Population	Instances	Rate per 1,000
Oct-11	86,243	80,748	3,094	38.3
Nov-11	85,960	80,446	2,899	36.0
Dec-11	84,959	79,467	3,119	39.2
Jan-12	83,503	78,050	3,523	45.1
Feb-12	82,366	76,979	3,269	42.5
Mar-12	79,887	74,619	3,296	44.2
Apr-12	73,672	68,782	3,288	47.8
May-12	66,799	62,171	3,228	51.9
Jun-12	65,204	60,658	3,515	57.9
Jul-12	63,288	58,847	3,825	65.0
Aug-12	60,898	56,597	3,693	65.3
Sep-12	58,870	54,704	3,263	59.6

Note. ^aBased on data for 51 agencies. Excluded six agencies representing two small counties (Nevada, Trinity), three medium counties (Madera, Shasta, Solano), and one large county (Santa Clara).

Data Element C2: Number of Parole Violators Who Received Jail Time as a Result of a Revocation. Forty-three agencies provided 12 months of data on the number of parole violators who received jail time as a result of a revocation. For each of the 58 counties, Table 6 provides the monthly active state parole

population for the first year of realignment. For the 43-agency subset, columns three, four, and five provide the monthly active state parole population, instances that state parolees received jail time for a revocation, and the rate of revocations per 1,000 active parolees, respectively.

Table 6 Parole Violators Who Received Time for a Revocation: Instances and Rates per 1,000 Active State Parolees each Month

Month	Population of 58 Agencies	Revocations Based on 43 Agencies ^a		
		Population	Instances	Rate per 1,000
Oct-11	86,243	68,076	1,754	25.8
Nov-11	85,960	67,438	2,278	33.8
Dec-11	84,959	66,490	2,363	35.5
Jan-12	83,503	65,231	2,804	43.0
Feb-12	82,366	64,292	2,893	45.0
Mar-12	79,887	62,290	2,853	45.8
Apr-12	73,672	57,423	2,928	51.0
May-12	66,799	51,788	3,030	58.5
Jun-12	65,204	50,522	2,568	50.8
Jul-12	63,288	48,989	2,282	46.6
Aug-12	60,898	47,046	2,370	50.4
Sep-12	58,870	45,344	2,086	46.0

Note. ^aBased on data for 43 agencies. Excluded 14 agencies representing five small counties (Del Norte, Nevada, Plumas, Trinity, Yuba), five medium counties (Madera, Marin, Napa, Shasta, Solano), and four large counties (Fresno, Orange, Sacramento, Santa Clara).

Data Element C3: Number of Parole Violators Booked with New Charges. Forty-nine agencies provided 12 months of data on the number of parole violators booked with new charges. For each of the 58 counties, Table 7 provides the monthly active state parole population for the first year of realignment. For

the 49-agency subset, columns three, four, and five provide the monthly active state parole population, instances that state parolees were booked with new charges, and the rate of bookings with new charges per 1,000 active parolees, respectively.

Table 7 Parole Violators Booked with New Charges: Instances and Rates per 1,000 Active State Parolees each Month

Month	Population of 58 Agencies	New Charges Based on 49 Agencies ^a		
		Population	Instances	Rate per 1,000
Oct-11	86,243	74,646	2,815	37.7
Nov-11	85,960	74,343	2,693	36.2
Dec-11	84,959	73,405	2,646	36.0
Jan-12	83,503	72,078	2,919	40.5
Feb-12	82,366	71,066	2,732	38.4
Mar-12	79,887	68,875	2,837	41.2
Apr-12	73,672	63,506	2,739	43.1
May-12	66,799	57,433	2,756	48.0
Jun-12	65,204	56,041	2,584	46.1
Jul-12	63,288	54,379	2,675	49.2
Aug-12	60,898	52,284	2,537	48.5
Sep-12	58,870	50,538	2,232	44.2

Note. ^aBased on data for 49 agencies. Excluded eight agencies representing two small counties (Nevada, Trinity), four medium counties (Madera, San Luis Obispo, Shasta, Solano), and two large counties (Orange, Santa Clara).

Data Element C4: Number of Parole Violators Who Received Jail Time on New Charges. Forty agencies provided 12 months of data on the number of parole violators who received jail time for new charges. For each of the 58 counties, Table 8 provides the monthly active state parole population for the first

year of realignment. For the 40-agency subset, columns three, four, and five provide the monthly active state parole population, instances that state parolees received jail time on new charges, and the rate of new charges per 1,000 active parolees, respectively.

Table 8 Parole Violators Who Received Jail Time on New Charges: Instances and Rates per 1,000 Active State Parolees each Month

Month	Population of 58 Agencies	Revocations Based on 40 Agencies ^a		
		Population	Instances	Rate per 1,000
Oct-11	86,243	38,827	635	16.4
Nov-11	85,960	38,965	700	18.0
Dec-11	84,959	38,671	748	19.3
Jan-12	83,503	38,197	950	24.9
Feb-12	82,366	37,729	887	23.5
Mar-12	79,887	36,723	899	24.5
Apr-12	73,672	33,901	920	27.1
May-12	66,799	31,352	1,012	32.3
Jun-12	65,204	30,736	904	29.4
Jul-12	63,288	29,978	925	30.9
Aug-12	60,898	28,935	896	31.0
Sep-12	58,870	28,153	754	26.8

Note. ^aBased on data for 40 agencies. Excluded 17 agencies representing five small counties (Mendocino, Mono, Nevada, Trinity, Yuba), seven medium counties (Humboldt, Madera, Marin, Monterey, Napa, Shasta, Solano), and five large counties (Alameda, Los Angeles, Orange, Riverside, Santa Clara).

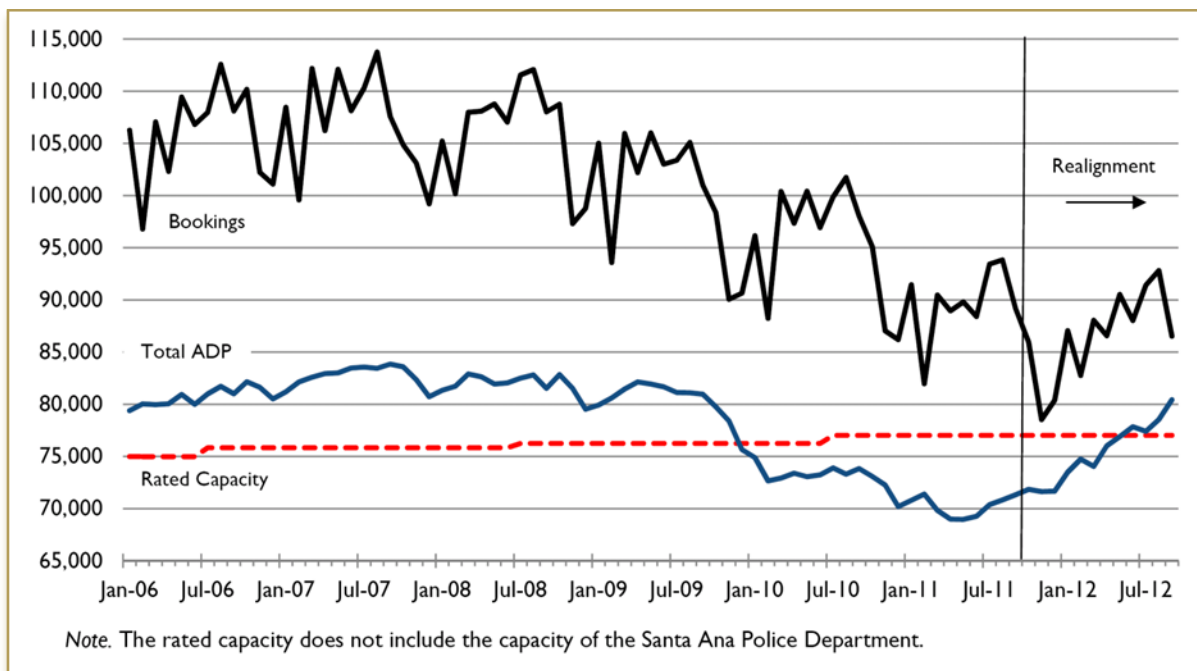
Population of Local Adult Detention Facilities

Each local adult detention facility has a BSCC rated capacity (RC) based on Title 24, California Code of Regulations (CCR). The current statewide rated capacity for local adult detention facilities impacted by realignment is 77,012. Courts have consistently required local detention facilities to maintain their population within rated capacity. Seventeen counties operate under a consent decree or a court order limiting the population of their detention facilities.

For the 57 agencies and three work furloughs, Figure 4 provides the rated capacity (shown by the dashed red trend line), total ADP (shown by the solid blue trend line), and number of bookings (shown by

the solid black line) for local adult detention facilities across the state from January 2006 to September 2012. The total ADP was above the statewide rated capacity until December 2009. In approximately June 2009, the total ADP began to decrease and this trend continued until through June 2011. Since July 2011, the total ADP has increased. In June 2012, the total ADP was above the statewide rated capacity of local detention facilities. As of September 2012, the total ADP was 80,431 or 104% of rated capacity. The total bookings are generally higher when the total ADP is also high. Historically, total bookings also decrease each December and February.

Figure 4 Rated Capacity, Total ADP, and Number of Bookings

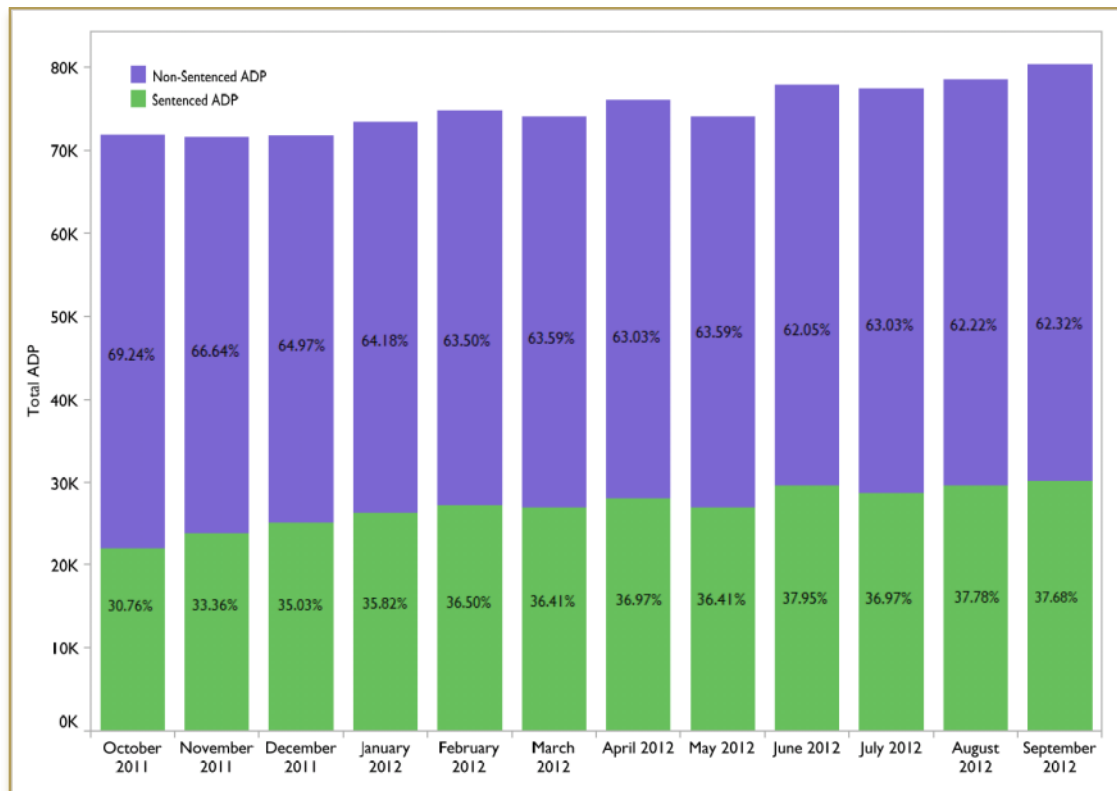


In addition to the total ADP, agencies report both non-sentenced and sentenced ADP. Table 9 provides the total ADP, non-sentenced ADP, and sentenced ADP based on data provided from 57 agencies and the three work furloughs. In comparison to the ADPs for October 2011, as of September 2012 the non-sentenced ADP has increased slightly, by 372 and the sentenced ADP increased by 8,211. Figure 5 provides the percent of the total ADP that is represented by non-sentenced and sentenced offenders each month. Compared to October 2011, in September 2012 the proportion of sentenced ADP (represented by the green section of each column) to non-sentenced ADP (represented by the purple section of each column) has changed, with the sentenced ADP increasing by approximately 7 percentage points while the non-sentenced ADP decreased approximately 7 percentage points.

Table 9 Monthly Total ADP, Non-Sentenced ADP, and Sentenced ADP

Month	Total ADP	Non-Sentenced ADP	Sentenced ADP
Oct. 2011	71,848	49,749	22,099
Nov. 2011	71,635	47,736	23,899
Dec. 2011	71,664	46,560	25,104
Jan. 2012	73,499	47,168	26,331
Feb. 2012	74,743	47,461	27,282
Mar. 2012	74,049	47,088	26,961
Apr. 2012	76,024	47,915	28,109
May 2012	76,904	47,126	29,778
June 2012	77,843	48,302	29,541
July 2012	77,405	48,790	28,615
Aug. 2012	78,544	48,868	29,676
Sept. 2012	80,431	50,121	30,310

Figure 5 Non-Sentenced and Sentenced ADP as Percent of Total ADP



In addition to the total ADP, agencies report both felony and misdemeanor ADP. Table 4 provides the

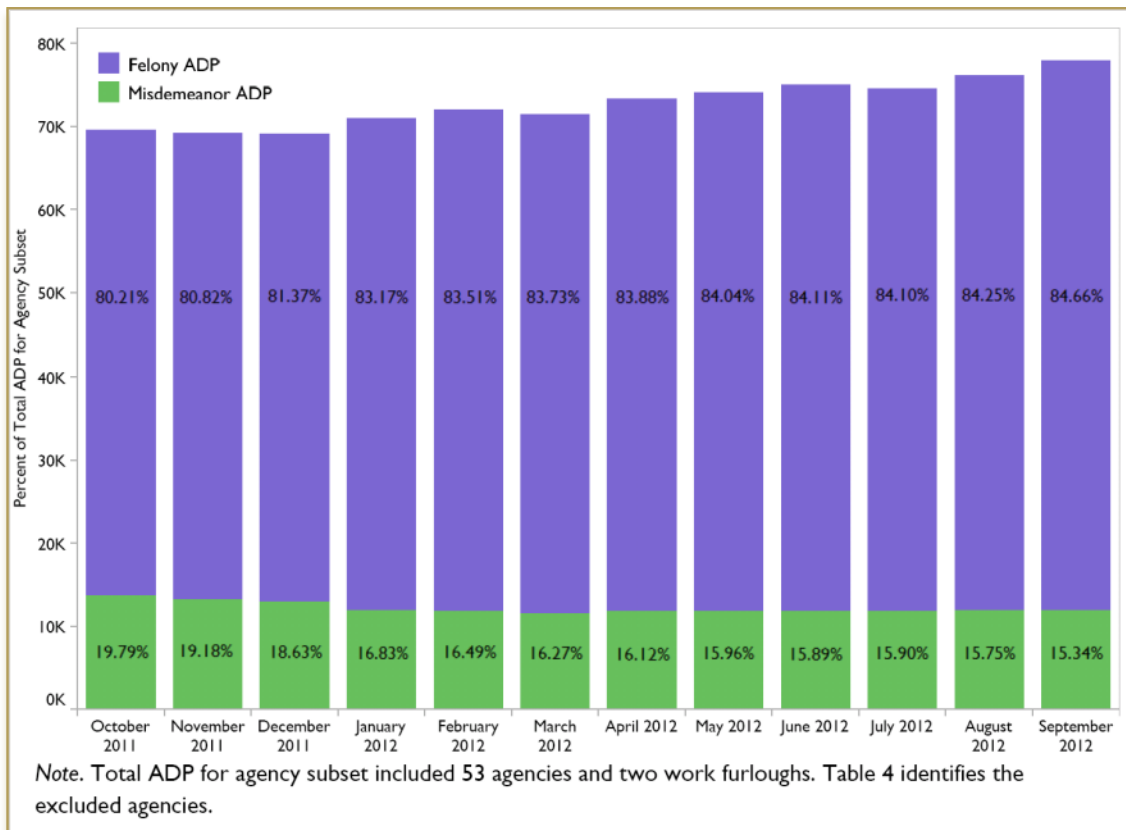
total ADP for the agency subset, felony ADP, and misdemeanor ADP based on data provided from 53 agencies and the two work furloughs. In comparison to the ADPs for October 2011, as of September 2012, the felony ADP has increased by 10,280 and the misdemeanor ADP decreased by 1,785. Figure 6 provides the percent of the total ADP for the agency subset that is represented by felony and misdemeanor offenders each month. Compared to October 2011, in September 2012 the proportion of misdemeanor ADP (represented by the green section of each column) to felony ADP (represented by the purple section of each column) has changed, with the felony ADP increasing by approximately 4 percentage points while the misdemeanor ADP decreased approximately 4 percentage points.

Table 10 Monthly Total ADP, Felony ADP, and Misdemeanor ADP for an Agency Subset

Month	Total ADP for Agency Subset ^a	Felony ADP	Misdemeanor ADP
Oct. 2011	69,511	55,758	13,753
Nov. 2011	69,319	56,023	13,296
Dec. 2011	69,163	56,276	12,887
Jan. 2012	70,925	58,987	11,938
Feb. 2012	72,083	60,200	11,883
Mar. 2012	71,369	59,758	11,611
Apr. 2012	73,291	61,480	11,811
May 2012	74,112	62,285	11,827
June 2012	75,049	63,122	11,927
July 2012	74,612	62,747	11,865
Aug. 2012	76,060	64,081	11,979
Sept. 2012	78,006	66,038	11,968

Note. ^aTotal ADP for agency subset included 53 agencies and two work furloughs; excluded four agencies representing two small counties (Mendocino, Tehama), two medium counties (Monterey, Santa Barbara), and a work furlough (San Diego Work Furlough).

Figure 6 Felony and Misdemeanor ADP as Percent of Total ADP for an Agency Subset



THE FUTURE DIRECTION OF BSCC DATA COLLECTION

The Community Corrections Program is a fundamental reform of California's criminal justice system. Both the JPS and the AB 109 Jail Survey are sources of information for trends in jail populations and offender counts. While the AB 109 Jail Survey provides information on the number of realigned offenders sentenced to local adult detention facilities, it does not provide information on the population of realigned offenders, the outcomes of ACPs, or other programs utilized to manage the entire population of local adult detention facilities, not simply that segment that was realigned.

In spring 2013, the BSCC will begin to revise the AB 109 Jail Survey to address the survey's limitations and ensure that the data collected from agencies are useful and meet the needs, to the extent possible, of local agencies, the state, and other stakeholders. The process will include input from CSSA, CSAC, CPOC, DOF, AOC, LAO, and CDCR.

While the workgroup will determine the specific revisions (i.e., changes, additions, or deletion of data element) and data elements for the revised survey, the revision should, at a minimum, address the following limitations:

- *Profile of Offenders Released Early* – The revised survey should provide information on the profile of offenders released from custody early due to a lack of capacity.
 - *Profile of ACPs and Offenders in ACPs* – The revised survey should provide information on the type of ACPs (e.g., work release, electronic monitoring, day reporting), the monthly population of offenders in each type of ACP, the type of offenders in each ACP (e.g., felony, misdemeanor, low-level felony offender, PRCS offender, state parolee), and the outcome of ACPs.
 - *Outcomes* – To the extent possible, the revised survey should do a better job of capturing outcomes rather than caseload data (e.g., number of offenders sentenced, number of offenders booked).
- *Population* – the revised survey should do a better job of capturing the monthly population of low-level felony offenders, PRCS offenders, and state parolees.

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APPENDIX A: BSCC SURVEYS

Figure A1 Monthly Jail Profile Survey

BOARD OF STATE AND COMMUNITY CORRECTIONS (formerly California Corrections Standards Authority) MONTHLY JAIL PROFILE SURVEY							The month summary for 2013:	
Jurisdiction:						Date:		
Person Reporting:						Phone:		
Section A:		TOTAL ADP						
Name of Facility	Type	Population Cap	Non-Sentenced		Sentenced		Totals	
			Male	Female	Male	Female		
1)								
2)								
3)								
4)								
5)								
A1) ADP totals								
A2) ADP of felony inmates								
A3) ADP of misdemeanor inmates								
A4) Highest one-day population for this month occurred on (put date):						The highest count was:		
Section B:		CLASSIFICATION PROFILE OF INMATES COMPRISING ADP						
B1) ADP of maximum security inmates								
B2) ADP of medium security inmates								
B3) ADP of minimum security inmates								
Section C:		INMATES REQUIRING MENTAL HEALTH ATTENTION						
C1) Number of mental health cases open on the last day of the month								
C2) Number of new mental health cases that were opened during this month								
C3) Number of inmates, on the last day of the month, receiving psychotropic medication for a mental health disorder								
C4) Number of inmates assigned to mental health beds on the last day of the month								
Section D:		INMATES REQUIRING MEDICAL ATTENTION						
D1) Number of inmates that were seen at inmate sick call this month								
D2) Number of physician/mid-level practitioner occurrences (excluding dental) during this month								
D3) Number of off-site medical appointments during this month								
D4) Number of dental encounters during this month								
D5) Number of inmates assigned to medical beds on the last day of the month								
Section E:		HOLDING AREAS						
E1) ADP of inmates not assigned to housing (e.g., holding, sobering and safety cells) during the month								
Section F:		CONTRACT HOUSING						
F1) ADP of your inmates in contract beds in other public/private institutions during the month								
F2) ADP of federal inmates housed in your system on contract during the month								
F3) ADP of state inmates housed in your system on contract during the month								
F4) ADP of inmates from other counties housed in your jurisdiction during the month								
Section G:		OTHER INMATE CATEGORIES						
G1) ADP of inmates in your system sentenced and awaiting transport to state prison during the month								
G2) ADP of inmates in hospital(s) outside of your jail facilities during the month								
Section H:		ADDITIONAL INFORMATION						
H1) Total number of persons booked this month								
H2) Total number of non-sentenced inmates released(e.g., cite out, felony O.R.) DUE TO LACK OF HOUSING CAPACITY								
H3) Total number of sentenced inmates released early DUE TO LACK OF HOUSING CAPACITY								
H4) Have juveniles been in custody (per WIC Section 707) this month? If yes, how many?								
Please refer to the instructions when completing this survey. Send completed survey to: Report Analyst, Board of State and Community Corrections, 600 Bercut Drive, Sacramento CA 95811 FAX: 916.322.2461 or 916.327.3317; email: analyst@bscc.ca.gov; Questions? Call 916.323.9704								

Figure A2 Quarterly Jail Profile Survey

BOARD OF STATE AND COMMUNITY CORRECTIONS (formerly Corrections Standards Authority) Quarterly Jail Profile Survey		Report for ____ Quarter Calendar Year 2013
Jurisdiction:	Date:	
Person Reporting:	Ph:	
Section A Quarterly Data		
1) Current number of inmates classified as "3rd strike"		
2) Current number of inmates classified as "2nd strike"		
3) Current number of unserved felony warrants in your county		
4) Current number of unserved misdemeanor warrants in your county		
5) Percentage of your current inmates believed to be criminal illegal aliens		
6) Number of inmate assaults on staff during the quarter		
7) Amount of money spent on medication during the previous quarter		
8) Amount of money spent on psychotropic medication during the previous quarter		
The remainder of this survey is Average Lengths of Stay. Please refer to the instructions on the bottom of the survey when completing this section		
Section B Average Length of Stay		
1) All releases from your system		
A) Non-sentenced releases		
B) Sentenced releases		
Average Length of Stay Instructions		
<p>*Average length of stay is calculated by: 1) counting the number of days served by each inmate released from each category during the quarter; 2) adding the days within each category together; 3) and dividing each sum by the total number of inmates released in each category.</p> <p>*Average length of stay for each individual includes all continuous days served from date of intake to date of release, including any days served during the previous reporting periods.</p> <p>*If an inmate is released from detention twice during the quarter, he/she will have two separate lengths of stay.</p> <p>*If an inmate's status changes while they are in the system, use the category for which they were released from (i.e., they entered as a pre-trial inmate, were eventually sentenced and released from that sentence).</p> <p>*Report all average lengths of stay to the first decimal point.</p>		
<p>1) <u>All releases from your system</u> Report the average length of stay for ALL RELEASES during the quarter.</p> <p>A) <u>Non-sentenced releases</u> Report the average length of stay for release of persons who were non-sentenced status during the quarter (e.g., post bail, ROR, cite and release).</p> <p>B) <u>Sentenced releases</u> Report the average length of stay for release of persons who completed their sentence during the quarter.</p>		
Please return survey to: Report Analyst Board of State and Community Corrections 600 Bercut Drive, Sacramento CA 95811 FAX: 916.322.2461 or 916.327.3317; email: analyst@bscc.ca.gov; Questions? Call 916.323.9704		

Figure A3 AB 109 Jail Survey

BOARD OF STATE AND COMMUNITY CORRECTIONS Monthly AB109 Jail Survey*		Month:	
		Year:	
Jurisdiction:			Date:
Person Reporting:		Phone:	
Person Reporting Email:			
Section A Penal Code Section 1170 (h)			
A1)	Number of offenders sentenced to local custody <i>Enter the total number of PC1170(h)(1) offenders (non-violent, non-serious, non-sex offenders) sentenced to the county jail for the reporting month as a new commitment. Include both straight and split sentences. Do not include offenders who are state parolees (see C4).</i>		
A2)	Number of offenders released to a sheriff's alternative custody program <i>Enter the total number of PC1170(h) offenders who were placed into alternative programs such as electronic monitoring, GPS, work furlough, etc. for the reporting month. This number will have been included in A1) either in this or a previous month.</i>		
A3)	Number of offenders in a sheriff's alternative custody program returned to custody <i>Enter the total number of PC1170(h) offenders, for the reporting month, previously in alternative programs (A2), who have violated either probation, a condition of the program or committed a new criminal offense.</i>		
Section B Post-Release Community Supervision (PRCS)			
B1)	Number of PRCS offenders booked on a PC3454 (c) flash incarceration only <i>Enter the total number of PRCS offenders booked, for the reporting month, for a flash incarceration, pursuant to PC3454(c).</i>		
B2)	Number of PRCS offenders booked during the month <i>Enter the number of PRCS offenders booked during the reporting month pursuant to PC3455(a). Do not include those violators who have also been booked on a new offense.</i>		
B3)	Number of PRCS offenders booked with a new local charge(s) <i>Enter the number of PRCS offenders, for the reporting month, booked with a new local charge.</i>		
B4)	Number of PRCS offenders who received jail time as a result of a revocation hearing <i>Enter the number of PRCS offenders, for the reporting month, who received jail time as a result of a revocation. Include offenders who, at the time of the hearing, received time served.</i>		
Section C State Parolees - Penal Code Section 3056			
C1)	Number of persons booked on a PC3056 parole violation only during the month <i>Enter the number of state parole violators who were booked during the reporting month, pursuant to PC3056(a). Do not include those violators who have also been booked on a new offense (see C3).</i>		
C2)	Number of parole violators who received jail time as a result of revocation hearing <i>Enter the number of state parole violators, for the reporting month, who received jail time as a result of a parole revocation hearing. Include violators who, at the time of the hearing, received time served. Do not include violators who are in custody on new offenses in addition to the violation.</i>		
C3)	Number of parole violators booked with new local charges <i>Enter the number of state parole violators, for the reporting month, who were booked on any new offense(s) including 1170(h) charges.</i>		
C4)	Number of parole violators who received a local sentence <i>Enter the number of state parole violators, for the reporting month, who were sentenced to serve jail time on a new local offense including 1170(h) sentences.</i>		
<p>*BSCC is requesting each county provide data. If data is unavailable for any element place a "U" in the corresponding box. Please return survey by the 20th of the following month to: Board of State and Community Corrections, 600 Bercut Drive, Sacramento, CA 95811 Email: peg.symonik@bscc.ca.gov FAX: (916) 322-2461 or (916) 327-3317 Questions: (916) 323-9704</p>			

APPENDIX B: QUALITY CONTROL AND SURVEY LIMITATIONS

BSCC's Quality Control Evaluation Process

The BSCC's quality control evaluation process was used to ensure the quality of both the JPS and AB 109 Jail Survey data. This iterative process is illustrated in Figure B1. Because the BSCC does not have the authority to conduct audits, the BSCC's quality control evaluation process focuses on clear definitions, data collection processes, and data screening based on relationships and trends. While the BSCC makes every effort to ensure the quality of survey data, including contacting agencies for clarification, the BSCC cannot be responsible for data reporting errors made at the agency level.

Figure B1 Quality Control Evaluation

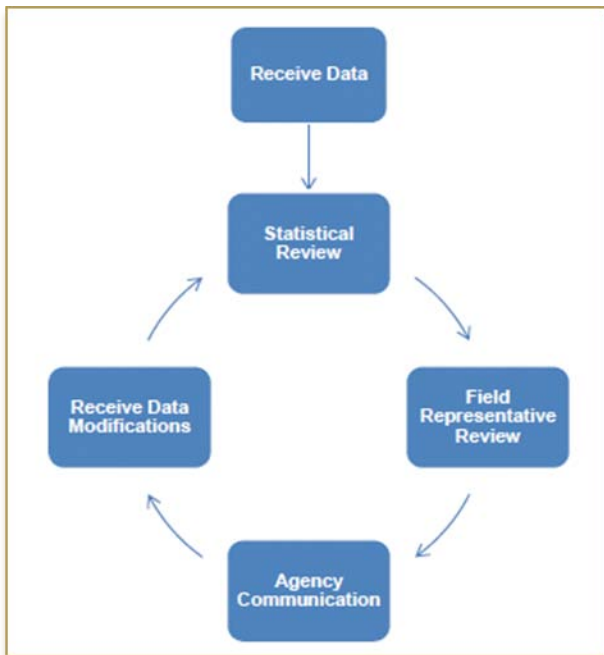


Figure B1 shows that each agency's data are subjected to a statistical review to identify variables that have atypical values. Variables flagged with atypical values are then reviewed by BSCC field representatives who have knowledge of the local adult detention facilities. When necessary, BSCC field representatives discuss the atypical values with agency data reporters. Based on the discussions, data reporters

may correct any previously submitted data by submitting data corrections. The data review process begins again each time agencies submit data modifications and as data for subsequent reporting periods are received.

Additional Quality Review Process for the AB 109 Jail Survey

Because the AB 109 Jail Survey provides data that had not been previously collected, these data were subjected to the additional quality review process illustrated in Figure B2. Throughout this process agencies continued reporting data to the BSCC and some agencies submitted modified data to replace previously provided data. As these data were received, the BSCC's quality control evaluation process was utilized multiple times.

The additional quality review process consisted of the following procedures:

- *BSCC Quality Control* –The BSCC's quality control process was utilized three times throughout the additional quality review process as agencies continued to provide monthly data and submitted modified data to replace previously submitted data.
- *External Review Group*– A workgroup of external stakeholders with interest in the AB 109 Jail Survey met to discuss and address concerns regarding the quality of the survey data. In addition to BSCC representatives, the workgroup participants consisted of representatives for CSSA, CPOC, CSAC, DOF, CDCR, and the Board of Parole Hearings.
- *County Site Visits* – At the recommendation of the external review group, two county-level meetings were held to discuss the data collection process and challenges in order to better understand the survey data. Each meeting was attended by the chief probation officer; the sheriff; data reporters for the sheriff's department and the probation department; technology information staff for the sheriff's department and the probation department; and representatives of the CSSA,

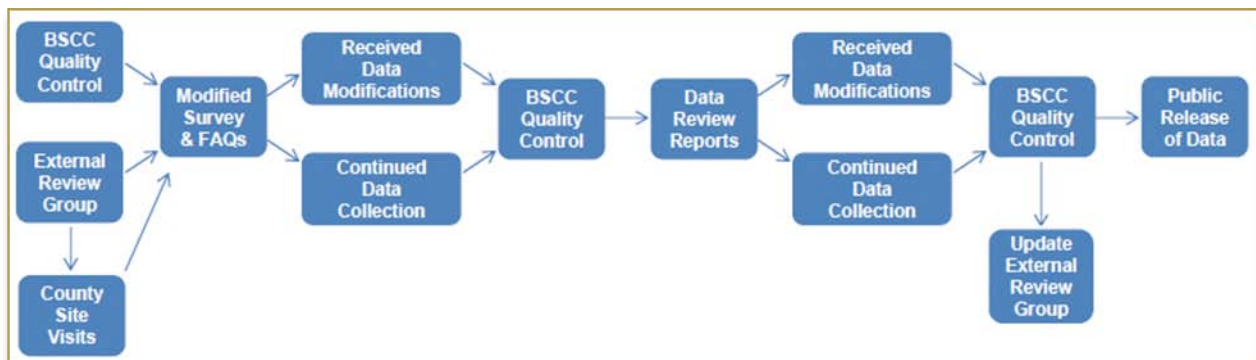
the DOF, the CDCR, and the BSCC. One meeting was also attended by representatives of the AOC and the CPOC. These meetings focused on understanding how agencies collect the survey data, challenges to obtaining the data, and clarifying variable definitions.

- *Modified Survey and Frequently Asked Questions (FAQs)* – Based on the information gathered from the BSCC’s quality control process, the external review group, and the county site visits, the BSCC clarified the variable definitions for the AB 109 Jail Survey and developed a *Frequently Asked Questions* document to address the more common definition and interpretation issues. The modified survey and the FAQs were sent the sheriffs and data reporters for each agency.
- *Received Data Modifications* – Based on information provided to agencies regarding the survey, some agencies submitted data corrections to the BSCC that replaced previously provided data. This occurred twice during the additional quality review process; that is after the release of the modified survey and FAQs and again after agencies were provided with the data review reports.
- *Data Review Reports* – After the BSCC reviewed the data modifications and the data that

continued to be collected for each reporting month, a customized data review report was developed for each agency. The report, sent to sheriffs and data reporters, provided the data the BSCC received for the agency for the months of October 2011 through September 2012 in both tables and graphs. It also identified any remaining data concerns and instructed the agency that if any data required modification, they should be submitted to the BSCC.

- *Update External Review Group* – The BSCC provided the external review group with an overview of the additional review steps that were conducted by the BSCC including the outcomes of the county site visits, the modified survey, the FAQs, and data review reports. They were also provided with the survey data that was available at the time of the meeting. The workgroup determined the quality of the survey data had been enhanced through the additional review process in conjunction with the continuation of the BSCC’s quality control process. The workgroup then discussed the process for releasing survey data.
- *Public Release of Data* – The AB 109 Jail Survey data were posted to the BSCC’s website in conjunction with the release of this report.

Figure B2 Additional Quality Review Process for the AB 109 Jail Survey



BSCC Survey Limitations

Several limitations of the data from local adult detention facilities for the first year of implementation impact its usefulness.

Data collection procedures:

- *Voluntary Reporting* - Penal Code sec. 6031.2 requires agencies to report to the BSCC the average daily population of sentenced and non-sentenced offenders; jail admissions of sentenced and non-sentenced offenders; booking charges; date and time of booking; date and time of release; operating expenses; and detention system capital and operating expenses. Any additional data that agencies provide to the BSCC is done so voluntarily.
- *Data Collection Systems* - Each agency maintains their own data system for tracking offender populations. The spectrum of data systems used by the 57 agencies ranges from completely automated with robust computer-based data systems to completely manual paper-based systems. There may be as many different data systems as there are agencies. Depending on when a data system was developed, it may not have been designed to collect the information requested by the surveys. It is also an expense to agencies to update data systems when the surveys are revised. Further, data systems within counties (i.e., probation departments and sheriff's departments) generally are not integrated with each other and county data systems are not integrated with state data systems such as CDCR's.
- *Aggregate Data* - Absent a single statewide data system used by every agency, it is not feasible for the counties to provide the BSCC with individual level data. Therefore, each county provides aggregate data on a monthly and quarterly basis.
- *Interpretation of Variable Definitions* - Each agency has one or two data reporters who submit survey data to the BSCC. Thus, the definitions provided for survey variables are interpreted by at least 57 different data

reporters. This is exacerbated by continuous turnover in data reporters resulting in the BSCC's continuous technical assistance role to ensure consistency in the data reported by each agency.

- *Retroactive Reporting* - Agencies required time to implement not only new data collection, but also the changes associated with realignment. As agencies were able to implement systems to provide the data requested by the AB 109 Jail Survey, fewer data elements were reported by agencies as unavailable (see missing data limitation).

Survey elements:

- *Missing Data* - Survey data may not be complete for each agency because counties are not required to report data for each survey variable. When agencies are unable to provide data for specific survey variables, two codes are used to indicate the nature of the unavailable information: "D" or "does not apply" is used if the data element never applies to the agency (e.g., facility does not hold females); and "U" or "unavailable" is used if the data element applies, but the data element is not available.
- *Overlap in Categories of Offender Populations* - Individuals may be categorized into more than one offender population group. Where these types of overlaps occur, BSCC has guidelines into which category the offenders should be classified to ensure consistent reporting across the agencies. For example, an offender may be sentenced for both a misdemeanor and felony. BSCC instructs agencies to count the offender in the felony ADP, not the misdemeanor ADP.
- *Cannot Use Survey Data for Evaluating the Funding Formulas* - Several factors included in the funding model were ADP, estimated numbers of long- and short-term sentences, supervision costs, monitoring costs, and treatment costs. Although the surveys collect several ADP variables (e.g., felony, misdemeanor, sentenced, non-sentenced), they do not provide monthly ADP values for the realigned offender populations (low-level felony offenders, PRCS offenders, and state parolees) or the lengths of stay.

Data interpretation:

- *The PRCS Population* – The AB 109 Jail Survey provides information on the number of instances that PRCS offenders are in contact with local adult detention facilities each month. In order to provide a context for interpreting the monthly instances it is necessary to know the number of offenders who are on PRCS each month. The survey used by the CPOC to collect public safety realignment information provides this count.
- *The State Parolee Population* – The AB 109 Jail survey provides information on the number of instances that state parolees are in contact with local adult detention facilities each month. In order to provide context for interpreting the monthly instances it is necessary to know the number of offenders who are on state parole each month. These reports are available from CDCR.
- *The Population of Low-Level Felony Offenders in Custody* – The AB 109 Jail Survey provides the number of low-level felony offenders sentenced to local adult detention facilities each month. However, it does not provide monthly counts of the number of low-level felony offenders in custody.
- *Minimal Information on Alternative Custody Programs* – The AB 109 Jail Survey provides the number of low-level felony offenders who are released to ACPs and the number of offenders who were returned to custody from ACPs. However, it does not provide monthly counts of the number of low-level felony offenders actually in ACPs or who successfully complete their required sentence in ACPs. Further, the AB 109 Jail Survey does not provide for any descriptions of the ACPs.
- *No Information on Programs other than ACPs* – There are a number of evidence-based programs and strategies, such as pretrial programs, day reporting, and community-based residential programs, that agencies may be using to manage the population of local adult detention facilities. The JPS and the AB 109 Jail Surveys do not address these programs.
- *No Ability to Draw Causal Inferences* – The surveys do not substitute for research study and so do not provide information to support any cause and effect relationships. Any changes that are observed could be the result of the supervision practices of county probation departments, the practices of local law enforcement, the court process, the plea bargaining process, or a combination of these and other factors.

APPENDIX C: REPORTING AGENCIES BY COUNTY AND SIZE

Table C1 Reporting Agencies by County and Size

County	Population ¹	Size ²	County	Population ¹	Size ²
Alameda	1,510,271	Large	Placer	348,432	Medium
Amador	38,091	Small	Plumas	20,007	Small
Butte	220,000	Medium	Riverside	2,189,641	Large
Calaveras	45,578	Large	Sacramento	1,418,788	Large
Colusa	21,419	small	San Benito	55,269	Small
Contra Costa	1,049,025	Large	San Bernardino	2,035,210	Large
Del Norte	28,610	Small	San Diego	3,095,313	Large
El Dorado	181,058	Medium	San Francisco	805,235	Large
Fresno	930,450	Large	San Joaquin	685,306	Medium
Glenn	28,122	small	San Luis Obispo	269,637	Medium
Humboldt	134,623	Medium	San Mateo	718,451	Large
Imperial	174,528	Medium	Santa Barbara	423,895	Medium
Inyo	18,546	Small	Santa Clara	1,781,642	Large
Kern	839,631	Large	Santa Cruz	262,382	Medium
Kings	152,982	Medium	Shasta	177,223	Medium
Lake	64,665	Small	Sierra	3,240	Small
Lassen	34,895	Small	Siskiyou	44,900	Small
Los Angeles	9,818,605	Large	Solano	413,344	Medium
Madera	150,865	Medium	Sonoma	483,878	Medium
Marin	252,409	Medium	Stanislaus	514,453	Medium
Mariposa	18,251	Small	Sutter	94,737	Small
Mendocino	87,841	Small	Tehama	63,463	Small
Merced	255,793	Medium	Trinity	13,786	Small
Modoc	9,686	Small	Tulare	442,179	Medium
Mono	14,202	Small	Tuolumne	55,365	Small
Monterey	415,057	Medium	Ventura	823,318	Large
Napa	136,484	Medium	Yolo	200,849	Medium
Nevada	98,764	Small	Yuba	72,155	Small
Orange	3,010,232	Large			

Note. ¹Population is the total population for the county based on the 2010 Census data. ²Size is each county's size classification based on total population. Counties with a total population less than 100,000 were classified as small. Counties with a total population greater than 100,000 and less than 700,000 were classified as medium. Counties with a total population greater than 700,000 were classified as large.

APPENDIX D: COUNTY LEVEL SUMMARY OF AB 109 JAIL SURVEY DATA

For each agency, identified by county, this appendix provides the number of months that data were reported and the total sum for each AB 109 Jail Survey data element by offender type (low-level felony offenders, PRCS offenders, and state parolees) reported for the first year of realignment, from October 2011 through September 2012.

Low-Level Felony Offenders

Table D1 County Level Summary of Low-Level Offender Data for the First Year of Realignment (October 2011 – September 2012)

County	Sentenced to Local Custody		Released to ACPs		Returned to Custody from ACPs	
	Months of Data	Number of Offenders	Months of Data	Number of Offenders	Months of Data	Number of Offenders
Alameda	12	336	12	0	12	0
Amador	12	40	12	3	12	1
Butte	12	282	12	185	12	58
Calaveras	12	19	12	0	12	0
Colusa	12	22	12	1	12	0
Contra Costa	12	157	7	12	4	3
Del Norte	12	16	12	0	12	0
El Dorado	12	115	12	3	0	U
Fresno	12	875	12	0	12	0
Glenn	12	18	12	1	12	0
Humboldt	12	96	3	2	3	2
Imperial	12	45	12	0	12	0
Inyo	12	9	12	0	12	0
Kern	12	1,668	12	1,269	12	297
Kings	1	54	2	0	2	0
Lake	12	79	6	5	6	0
Lassen	12	47	12	2	12	1
Los Angeles	12	8,337	12	277	12	42
Madera	4	32	4	11	4	3
Marin	12	16	12	0	12	0
Mariposa	12	12	12	1	12	1
Mendocino	12	61	12	0	12	0
Merced	12	117	12	47	12	34
Modoc	12	3	12	0	12	0
Mono	12	10	12	0	12	0
Monterey	12	285	1	0	1	0

Table D1 (Continued) County Level Summary of Low-Level Offender Data for the First Year of Realignment (October 2011 – September 2012)

County	Sentenced to Local Custody		Released to ACPs		Returned to Custody from ACPs	
	Months of Data	Number of Offenders	Months of Data	Number of Offenders	Months of Data	Number of Offenders
Napa	12	78	12	1	12	0
Nevada	9	72	9	0	9	0
Orange	12	2,555	3	22	3	5
Placer	12	165	12	3	12	1
Plumas	12	15	12	5	12	1
Riverside	12	1,611	3	39	3	6
Sacramento	12	556	9	13	9	3
San Benito	12	22	12	0	12	0
San Bernardino	12	3,089	12	455	12	25
San Diego	12	1,416	12	0	12	0
San Francisco	12	227	12	4	12	0
San Joaquin	12	397	12	36	12	6
San Luis Obispo	12	170	0	U	0	U
San Mateo	12	205	12	22	12	4
Santa Barbara	12	195	12	37	12	2
Santa Clara	12	997	7	101	7	22
Santa Cruz	12	82	12	16	12	3
Shasta	11	30	11	13	10	3
Sierra	12	0	12	0	12	0
Siskiyou	12	20	12	7	12	1
Solano	12	286	12	1	12	0
Sonoma	12	193	12	1	12	1
Stanislaus	12	344	12	268	12	49
Sutter	12	50	12	0	12	0
Tehama	12	109	12	24	12	4
Trinity	4	1	4	0	4	0
Tulare	12	387	12	22	12	1
Tuolumne	12	37	12	9	12	4
Ventura	12	211	12	4	12	0
Yolo	12	177	12	18	12	2
Yuba	12	71	12	36	12	15

PRCS Offenders

Table D2 County Level Summary of PRCS Offender Data for the First Year of Realignment (October 2011 – September 2012)

County	Booked on Flash Incarcerations		Supervision Violation Bookings		Booked with New Local Charges		Sentenced to Jail for Revocations	
	Months of Data	Instances	Months of Data	Instances	Months of Data	Instances	Months of Data	Instances
Alameda	12	1	12	61	12	137	12	66
Amador	12	17	12	20	12	4	12	8
Butte	12	78	12	75	12	117	12	66
Calaveras	12	7	12	10	12	4	12	5
Colusa	12	2	12	4	12	2	12	4
Contra Costa	12	7	12	58	12	85	12	41
Del Norte	12	11	12	0	12	3	12	0
El Dorado	12	45	12	39	12	7	12	10
Fresno	12	289	12	382	12	961	12	541
Glenn	12	9	12	19	12	7	12	9
Humboldt	12	25	12	78	12	57	12	100
Imperial	12	14	12	11	12	25	12	4
Inyo	12	1	12	1	12	0	12	1
Kern	12	126	12	233	12	490	12	653
Kings	12	23	12	41	12	36	12	53
Lake	12	0	9	16	9	17	9	19
Lassen	12	6	12	6	12	4	12	3
Los Angeles	12	327	12	1,715	12	5,272	12	0
Madera	4	12	4	35	4	20	3	1
Marin	12	36	12	7	12	8	12	4
Mariposa	12	10	12	5	12	1	12	4
Mendocino	12	21	12	15	12	5	12	18
Merced	12	292	12	97	12	57	12	90
Modoc	12	10	12	0	12	0	12	0
Mono	12	2	12	0	12	1	12	0
Monterey	7	53	0	U	6	12	0	U
Napa	12	17	12	9	12	10	12	12
Nevada	9	20	9	14	9	2	9	6
Orange	12	1,341	3	158	3	356	12	332
Placer	12	33	12	67	12	28	12	48
Plumas	12	0	12	1	12	1	12	0
Riverside	12	394	12	452	12	303	12	574
Sacramento	9	468	9	30	9	485	9	27
San Benito	12	18	12	9	12	9	12	6
San Bernardino	12	521	12	58	12	572	12	1,143
San Diego	12	1,891	12	1,172	12	897	12	188

Table D2 (Continued) County Level Summary of PRCS Offender Data for the First Year of Realignment (October 2011 – September 2012)

County	Booked on Flash Incarcerations		Supervision Violation Bookings		Booked with New Local Charges		Sentenced to Jail for Revocations	
	Months of Data	Instances	Months of Data	Instances	Months of Data	Instances	Months of Data	Instances
San Francisco	12	74	12	85	12	170	12	100
San Joaquin	12	72	12	229	12	104	12	128
San Luis Obispo	12	79	12	65	12	61	12	118
San Mateo	12	150	12	106	12	57	12	41
Santa Barbara	12	250	12	22	12	94	12	19
Santa Clara	12	44	3	51	3	49	12	119
Santa Cruz	12	24	12	6	12	17	12	4
Shasta	11	34	11	80	11	60	10	15
Sierra	12	0	12	0	12	1	12	0
Siskiyou	12	11	12	15	12	10	12	12
Solano	12	54	12	221	12	145	12	45
Sonoma	12	187	12	26	12	116	12	121
Stanislaus	12	98	12	72	12	173	12	154
Sutter	12	49	12	0	12	22	12	0
Tehama	12	12	12	10	12	2	12	8
Trinity	4	2	4	2	4	3	4	3
Tulare	12	133	12	74	12	230	12	45
Tuolumne	12	35	12	9	12	3	12	8
Ventura	12	175	12	30	12	339	12	235
Yolo	12	7	12	70	12	52	12	79
Yuba	12	120	12	8	12	24	12	16

State Parolees

Table D3 County Level Summary of State Parolee Data for the First Year of Realignment (October 2011 – September 2012)

County	Supervision Violation Bookings		Sentenced to Jail for Revocations		Booked with New Local Charges		Sentenced to Jail on New Charges	
	Months of Data	Instances	Months of Data	Instances	Months of Data	Instances	Months of Data	Instances
Alameda	12	1,497	12	1,893	12	658	2	26
Amador	12	43	12	29	12	26	12	5
Butte	12	382	12	219	12	267	12	41
Calaveras	12	25	12	14	12	43	12	29
Colusa	12	8	12	10	12	8	12	4
Contra Costa	12	664	12	327	12	729	12	63
Del Norte	12	42	5	16	12	16	12	4
El Dorado	12	178	12	112	12	125	12	72
Fresno	12	667	6	2,217	12	1,622	12	817
Glenn	12	28	12	31	12	12	12	2
Humboldt	12	207	12	125	12	357	5	28
Imperial	12	166	12	122	12	198	12	45
Inyo	12	16	12	7	12	19	12	28
Kern	12	1,960	12	1,964	12	1,983	12	1,821
Kings	12	225	12	100	12	283	12	125
Lake	12	154	12	146	12	89	12	39
Lassen	12	16	12	15	12	22	12	7
Los Angeles	12	7,019	12	8,069	12	9,815	0	U
Madera	4	76	4	29	4	67	4	42
Marin	12	60	5	43	12	73	5	11
Mariposa	12	15	12	2	12	3	12	1
Mendocino	12	161	12	181	12	154	3	9
Merced	12	1,297	12	460	12	344	12	261
Modoc	12	13	12	10	12	7	12	6
Mono	12	1	12	0	12	9	3	0
Monterey	12	447	12	525	12	292	0	U
Napa	12	106	9	28	12	74	8	29
Nevada	9	55	9	64	9	6	9	0
Orange	12	2,520	3	362	3	191	3	115
Placer	12	333	12	245	12	230	12	46
Plumas	12	10	11	10	12	11	12	6
Riverside	12	3,257	12	2,453	12	1,717	0	U
Sacramento	12	3,545	9	1,914	12	2,102	12	757
San Benito	12	24	12	22	12	56	12	36
San Bernardino	12	3,456	12	4,398	12	2,960	12	2,856
San Diego	12	5,292	12	1,976	12	1,771	12	98

Table D3 (Continued) County Level Summary of State Parolee Data for the First Year of Realignment (October 2011 – September 2012)

County	Supervision Violation Bookings		Sentenced to Jail for Revocations		Booked with New Local Charges		Sentenced to Jail on New Charges	
	Months of Data	Instances	Months of Data	Instances	Months of Data	Instances	Months of Data	Instances
San Francisco	12	789	12	1,812	12	1,329	12	173
San Joaquin	12	1,298	12	1,630	12	976	12	964
San Luis Obispo	12	197	12	184	9	241	12	252
San Mateo	12	371	12	215	12	381	12	258
Santa Barbara	12	379	12	272	12	504	12	330
Santa Clara	1	82	11	1,042	1	82	11	12
Santa Cruz	12	298	12	71	12	257	12	58
Shasta	11	451	11	101	11	366	5	7
Sierra	12	0	12	0	12	0	12	0
Siskiyou	12	48	12	39	12	15	12	9
Solano	6	593	0	U	0	U	0	U
Sonoma	12	355	12	499	12	406	12	361
Stanislaus	12	619	12	677	12	949	12	171
Sutter	12	216	12	158	12	133	12	73
Tehama	12	115	12	93	12	86	12	44
Trinity	4	10	4	7	4	3	4	1
Tulare	12	442	12	387	12	73	12	9
Tuolumne	12	16	12	21	12	32	12	12
Ventura	12	325	12	414	12	621	12	219
Yolo	12	343	12	282	12	237	12	116
Yuba	12	367	11	200	12	91	0	U