Alameda County
Resident & Santa Rita Jail Population Trends & Analysis

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INTRODUCTION

This report was produced as part of the Alameda County Reimagining Adult Justice (RAJ) initiative. The objective of RAJ is to, over an 18-to-24-month period, assess and inventory existing in and out of custody justice related programming, identify gaps and opportunities that will reduce reliance on incarceration, and build on current reforms to further strengthen re-entry systems, reduce recidivism and prevent victimization. RAJ consists of 12 elements or specifically, 12 questions which will need to be answered to inform Alameda County's reform and integration efforts moving forward.

The Alameda County Board of Supervisors (ACBS) has contracted Wendy Ware to assist in addressing 5 of these questions.

1. What are the arrest rates in each police jurisdiction in Alameda County?
2. How can the pretrial program be permanently established and expanded to reduce the jail population? An assessment of Alameda County's pre-trial hold rate should be conducted as a part of this analysis.
3. What opportunities exist to reduce the Alameda County's Jail populations and costs?
4. What jail data is currently available that can assist in this project's analysis of alternatives and existing populations? An analysis of the jail data should be conducted to determine its sufficiency.
5. What information does the existing jail population analysis provide to assist in the ACBS effort?

The overall goal of answering these 5 questions is to determine safe ways to immediately begin reducing the jail population.

The methodology involved for this work centered entirely around implementing data-driven and evidence-based policies, practices, and programs. Aggregate and case-level data from various County departments and entities were examined to identify factors that drive jail population growth, and to find and buttress solutions that will lead to improved outcomes.

The prime movers of jail populations include:
- The volume of bookings and/or arrests.
- The pretrial length of stay in jail.
- The volume of community supervision violations.
- The volume of offenders with multiple jail stays (repeat offenders).

Examination of these drivers for Alameda through analysis of available data provides the bulk of the information presented in this report. Findings that are highlighted focus solely on why the County maintains its current average daily jail population (ADP).

The report will present analysis of the Santa Rita Jail focusing on four areas:
1. The County's recent resident population, crime, and arrest trends.
2. The attributes of the Santa Rita Jail population.
3. The pre-trial assessments associated with jail releases.
4. The attributes of county probationers identified in jail releases.

As data are the key, each section will describe the data collection effort associated with the analysis and the usefulness and limitations of these data. The last section of the report will present projections of the future jail population, including the projection methodology and all associated assumptions.

I.   **ALAMEDA COUNTY RESIDENT POPULATION, CRIME, AND ARREST** TRENDS

All data in the section was collected using publicly available sources.

A.   County Population Growth

Criminologists have long noted that certain segments of the population have higher rates or chances of becoming involved in crime, being arrested, and being incarcerated. This is known as the "at-risk" population, which generally consists of younger males. The high crime rate ages are 15-25, while the high adult incarceration rate is between the ages of 18 and 44. When the at-risk population is expected to increase in a jurisdiction, one can also expect some additional pressure on criminal justice resources.

Figure 1 and Table 1 provide data on the total resident population and at-risk estimates for Alameda County from 2015 to 2021. Over this time frame, the total resident population has increased by an annual average of only 0.1 percent. The at-risk population, here designated as males ages 15-34, has also remained static between 2015 to 2021, decreasing by an annual average of 0.8 percent. Further, as seen in Table 2, the Alameda County resident population is projected to grow by an annual average of just 0.4 percent between 2022 and 2032. Slow growth in the resident population would indicate, strictly on the basis of the number of persons residing in the county, that future increases will not be substantial enough to put pressure on either the crime rate or the local jail population.

Figure 1. Historical Alameda Resident Population
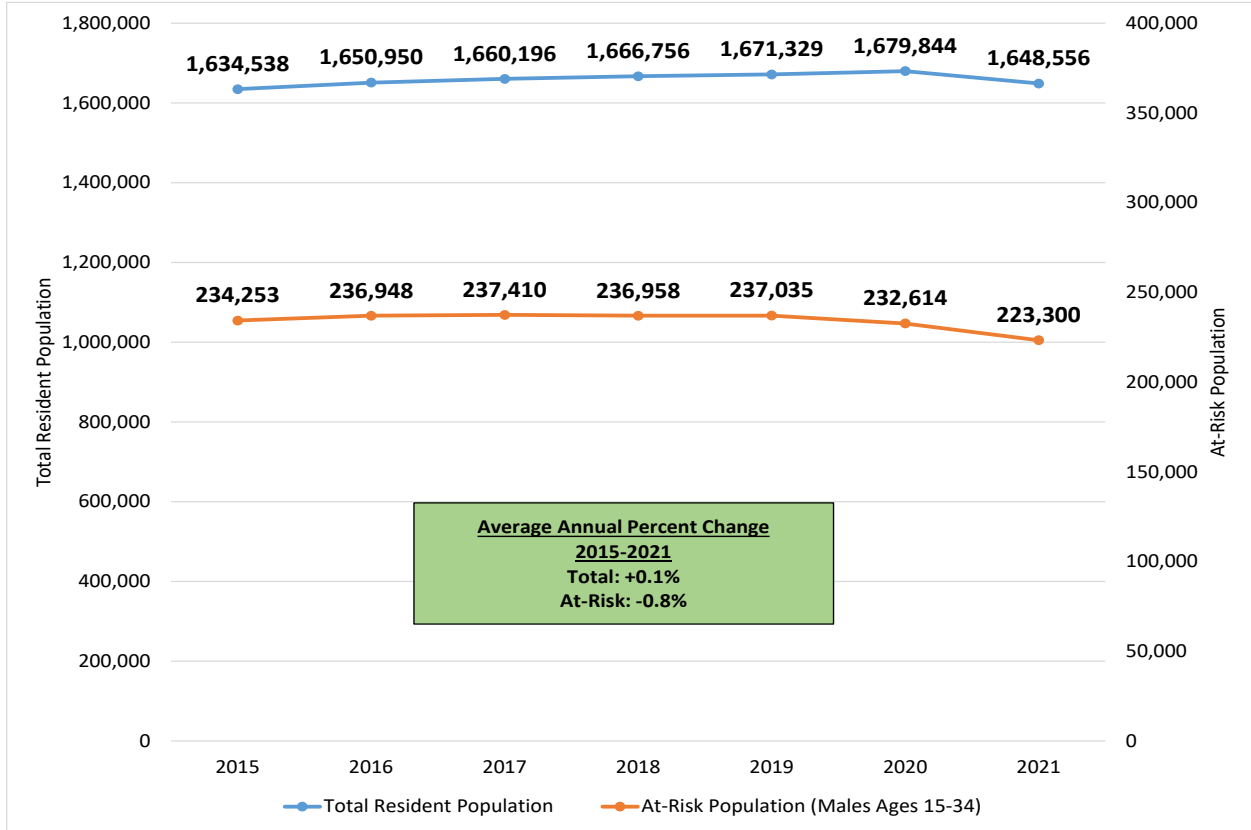
Source: US Census Bureau

Table 1. Alameda County Historical Resident Population

Year	Total Resident Population	Males Ages 15-34	Males Ages 20-44
2015	1,634,538	234,253	306,921
2016	1,650,950	236,948	311,209
2017	1,660,196	237,410	313,535
2018	1,666,756	236,958	315,170
2019	1,671,329	237,035	317,102
2020	1,679,844	232,614	316,735
2021	1,648,556	223,300	307,358
Average Percent Change	0.1%	-0.8%	0.0%

Source: US Census Bureau

Table 2. Alameda County Projected Resident Population

Year	Projected Resident Population	Percent Change
2021 Actual	*1,648,556*	-
2022	1,672,221	1.4%
2023	1,680,090	0.5%
2024	1,688,002	0.5%
2025	1,695,427	0.4%
2026	1,702,402	0.4%
2027	1,708,903	0.4%
2028	1,715,152	0.4%
2029	1,721,156	0.4%
2030	1,726,911	0.3%
2031	1,732,111	0.3%
2032	1,736,768	0.3%

Source: CA Department of Transportation 2021 Alameda County Economic Forecast

B.   Historical Reported Crimes in Alameda County

Reported crime data provided in Tables 3 and 4 (visuals provided by Figures 2 through 4) refer to offenses reported by law enforcement agencies to the FBI via the uniform crime reporting system. Although historically there has been no strong or consistent association between reported crime rates and local jail bookings, observing these data can provide insight into county local jail admission trends.

The total number of reported violent crimes in Alameda County saw a steady decline between 2016 and 2020. The average annual change over this period was -1.2 percent.

The impact of the COVID-19 pandemic can be seen in the single year decline in reported crimes between 2019 and 2020. Reported violent crimes saw a relatively small decline of 0.9 percent while property crimes decreased at a much larger decline of 12.6 percent. It should be noted that the nation, as a whole, saw a similar decline in reported violent crime between 2019 and 2020- the majority occurring in homicide and aggravated assault in the last quarter of 2020.

Between 2020 and 2021, post initial COIVD-19 restrictions, both property and violent crimes saw a steep increase, 4.9 percent and 9.1 percent respectively. However, there were documented changes in reporting systems in 2021 and it is unclear if this increase is due to an actual increase in reported crimes or a result of the new reporting requirements. Regardless, the 2021 total aggregate and property crimes remained lower than 2019 levels even as violent crime marked a seven-year high level, generated by increases in aggravated assault and robbery.

Table 3. Historical Reported Part I UCR Crime for Alameda County

Category	2015	2016	2017	2018	2019	2020	2021	Average Percent Change
Violent Crimes	**9,679**	**10,127**	**9,923**	**9,948**	**9,734**	**9,645**	**10,524**	**1.5%**
Homicide	119	116	90	92	96	143	146	5.4%
Rape	568	628	810	834	702	684	671	3.7%
Robbery	4,970	5,112	4,817	4,837	4,916	4,149	4,575	-1.0%
Aggravated Assault	4,022	4,271	4,206	4,185	4,020	4,669	5,132	4.4%
Property Crimes	**60,009**	**59,744**	**63,861**	**58,856**	**66,731**	**58,293**	**61,133**	**0.7%**
Burglary	8,791	7,993	6,915	6,789	6,516	7,034	5,918	-6.1%
Motor Vehicle Theft	12,917	13,922	12,606	10,693	10,267	14,456	15,516	4.6%
Larceny-Theft	38,301	37,829	44,340	41,374	49,948	36,803	39,699	1.9%
Arson	342	371	439	444	381	495	486	7.0%
Total Part I Crime	**69,688**	**69,871**	**73,784**	**68,804**	**76,465**	**67,938**	**71,657**	**0.8%**

Source: State of California Department of Justice Interactive Crime Statistics Tables (https://oag.ca.gov/crime)

C.   Putting Population and Crime Statistics Together

The County's crime rate per 100,000 residents in 2020 was 4,044.3 (Table 4). This was significantly higher than the crime rate nationwide (see Figure 2). It is not unusual for heavily urban localities to have a higher reported crime rate than the nation as a whole. Alameda's crime rates have been declining at an average annual rate of 0.7 percent between 2015 and 2021. However, this decline has been uneven as intermittent increases in property crime spurred overall increases in 2017 and 2019.

Table 4. Historical UCR Reported Crimes per 100,000 Residents

Year	Alameda Violent	Alameda Property	Alameda Total
2015	592.2	3,671.3	4,263.5
2016	613.4	3,618.8	4,232.2
2017	597.7	3,846.6	4,444.3
2018	596.8	3,531.2	4,128.0
2019	582.4	3,992.7	4,575.1
2020	574.2	3,470.1	4,044.3
2021	638.4	3,708.3	4,346.7
Average Percent Change	-0.6%	-0.7%	-0.7%

Calculated using Tables 1 & 3

Figure 2. Historical Alameda County Violent Crime Rates Compared to the US
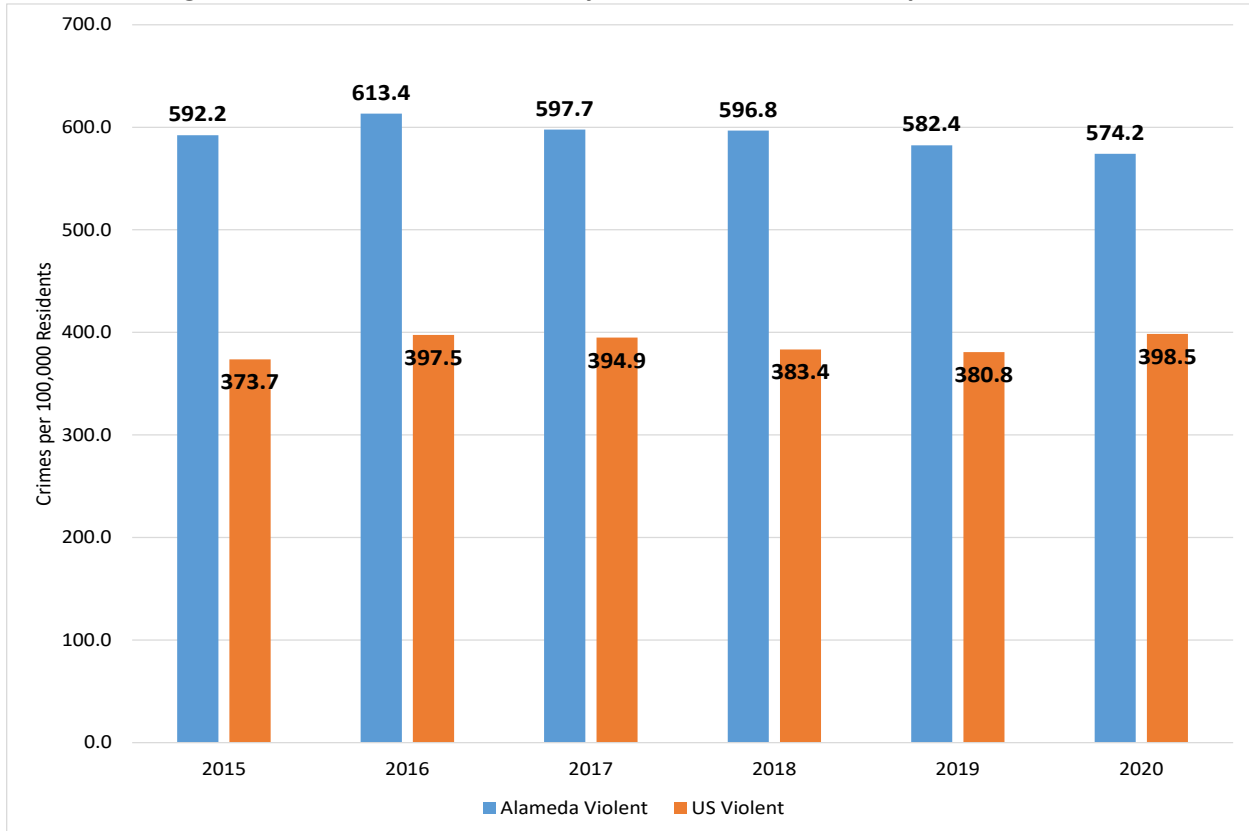
Source: State of California Department of Justice Interactive Crime Statistics Tables (https://oag.ca.gov/crime); FBI Crime Data Explorer
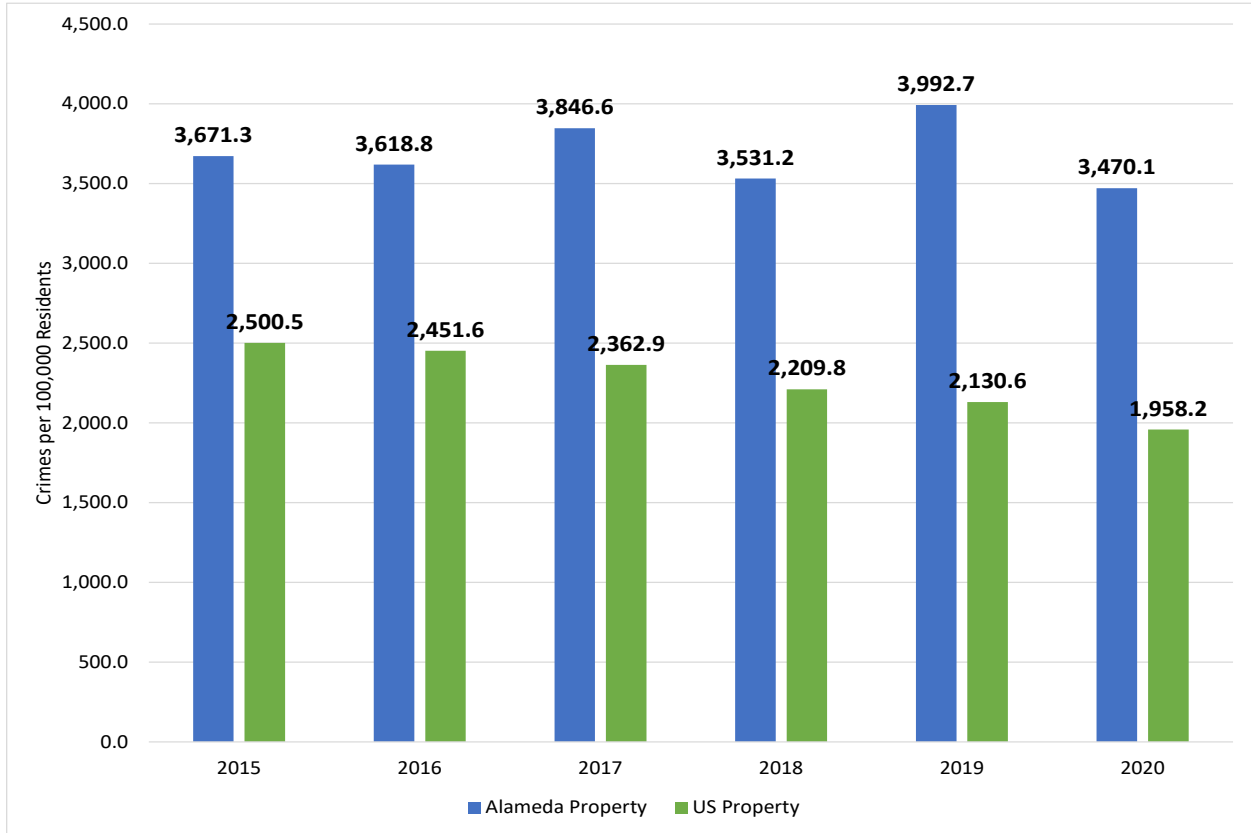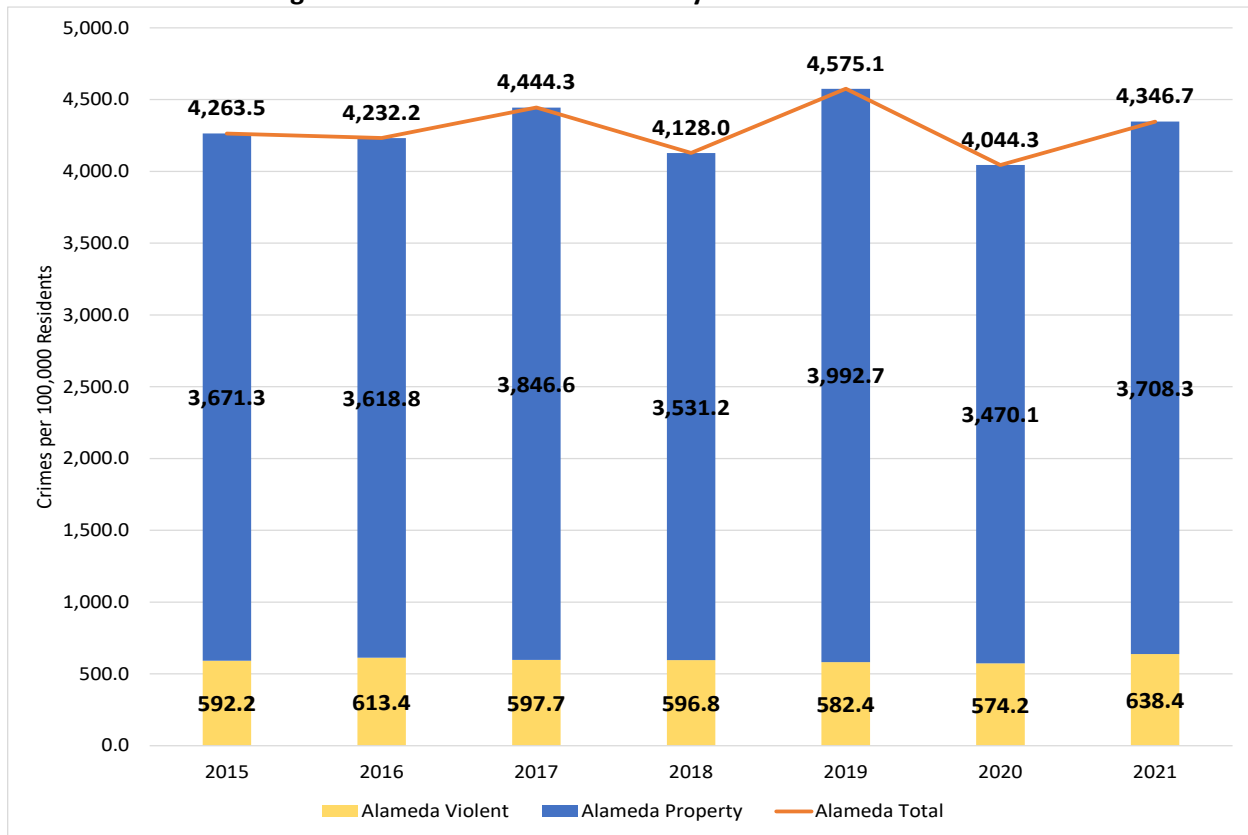
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Figure 3. Historical Alameda County Property Crime Rates Compared to the US

Source: State of California Department of Justice Interactive Crime Statistics Tables (https://oag.ca.gov/crime);
FBI Crime Data Explorer

Figure 4. Historical Alameda County Crime Rates 2015-2021

Source: State of California Department of Justice Interactive Crime Statistics Tables (https://oag.ca.gov/crime)

D.   Historical Arrests in Alameda County

Compared to reported crimes, there is a much stronger relationship between arrests and the number of persons admitted to a local jail system since a high proportion of arrests will result in a local jail booking. Arrest trends have not mirrored reported crime in recent years in Alameda County. Total arrests, for both felony and misdemeanor offenses, have decreased an annual average of 2.7 percent and 8.8 percent respectively between 2015 and 2021 (Table 5). Arrests for felony violent offenses grew slightly over this timeframe, increasing at an annual average of 0.8 percent. Felony drug offense arrests plummeted an annual average of 19.8 percent between 2015 and 2021 while felony property offense arrests decreased at an average yearly rate of 2.0 percent.

Table 6 compares the average annual change in arrests in Alameda County to several other urban counties in California and the state itself. Decline in arrests is a statewide phenomenon with Alameda falling in the middle of the pack compared to the other counties examined.

The impact of declining arrests on jail bookings typically indicates a decreasing volume of bookings per year. This has been the case in both 2020 and 2021 in Alameda County. However, with the number of felony violent arrests not declining, persons booked for these crimes have become a larger

percentage of the jail population. Persons held for more serious crimes generally have longer average lengths of stay which, over time, can lead to low level stacking in the jail population and negate any decreases in the ADP caused by a lower volume of bookings.

Table 5. Historical Alameda County Arrests

Arrest Category	2015	2016	2017	2018	2019	2020	2021	Average Percent Change
Felony	11,338	11,193	11,592	11,037	10,580	9,891	9,562	-2.7%
Violent Offenses	3,452	3,513	3,965	4,132	3,853	3,554	3,570	0.8%
Property Offenses	2,961	2,948	3,277	3,051	3,072	3,100	2,564	-2.0%
Drug Offenses	1,946	1,762	1,279	1,062	840	641	511	-19.8%
Sex Offenses	134	146	169	173	160	122	130	0.4%
Other Offenses	2,845	2,824	2,902	2,619	2,655	2,474	2,787	-0.1%
Misdemeanor	31,452	30,735	28,917	28,305	26,790	18,069	17,251	-8.8%
Status Offenses	149	149	133	82	74	46	19	-25.9%
Total	42,939	42,077	40,642	39,424	37,444	28,006	26,832	-7.1%

Source: State of California Department of Justice Interactive Crime Statistics Tables (https://oag.ca.gov/crime)

Table 6. Comparison of Alameda County and Other California Localities

Locality	Average Annual Percent Change 2015-2021		
	Felony Arrests	Misdemeanor Arrests	Total Arrests
Alameda County	*-2.7%*	*-8.8%*	*-7.1%*
Los Angeles County	-2.1%	-8.1%	-6.3%
San Diego County	-11.3%	-13.1%	-12.8%
Santa Clara County	0.8%	-6.8%	-4.7%
California	-2.7%	-7.1%	-5.9%

Source: State of California Department of Justice Interactive Crime Statistics Tables (https://oag.ca.gov/crime)

Table 7A shows arrest rates per 1,000 residents for 13 cities in Alameda County. Cities with populations greater than 100,000 are in italics. Data was provided directly by localities for 2020 through 2022 for 7 cities. These are included in Table 7B for information purposes only. Six other cities required data to be collected from the FBI Crime Data Explorer. The latter group was thus limited to data for 2018-2020. For comparison, arrest rates for the first 7 cities, California, and Alameda County are provided for 2018-2020 (the most recent 3 years available for every site). Cities with populations over 100,000 residents had 3-year average arrest rates on par with the County as whole with the exception of Fremont. All cities, with the exceptions of Emeryville and Livermore, had 3-year average rates lower than California's.

To sum up, the potential impact of resident population, reported crime, and arrest trends in Alameda County on the Santa Rita Jail population: Both reported crimes and arrests have been consistently declining in recent years and the resident at-risk population has seen stagnant growth.

Commensurately, bookings to the jail have seen recent decreases yet the jail ADP has not seen any remarkable changes. This could be due to the slight increases in felony violent arrests combined with longer length of stays for violent offenders.

Table 7A. City Arrests per 1,000 Residents

Locality	2018	2019	2020	3-year average
Alameda	15.0	16.2	12.0	14.4
Albany	22.0	16.3	4.2	14.2
Newark	18.4	17.8	18.0	18.1
Oakland	*20.5*	*18.9*	*18.7*	*19.4*
Piedmont	8.8	7.1	8.2	8.0
Pleasant	15.6	16.2	16.1	16.0
Union City	18.6	16.8	8.3	14.6
Berkley	*17.0*	*20.3*	*15.4*	*17.6*
Emeryville	55.6	49.1	30.2	45.0
Fremont	*11.8*	*9.6*	*4.9*	*8.8*
Hayward	*20.6*	*20.5*	*11.7*	*17.6*
Livermore	25.6	32.0	17.3	25.0
San Leandro	22.0	18.6	13.0	17.9
Alameda County	23.8	22.4	16.7	*21.0*
California	27.7	26.7	21.6	25.3

Source: State of California Department of Justice Interactive Crime Statistics Tables, FBI Crime Data Explorer, US Census Bureau.

Table 7B. Number of Arrests

Locality	2018	2019	2020	3-year average
Alameda	1,163	1,261	933	1,119
Albany	440	326	85	284
Newark	873	844	856	858
Oakland	*8,971*	*8,275*	*8,192*	*8,479*
Piedmont	100	81	94	92
Pleasant	1,251	1,304	1,293	1,283
Union City	1,384	1,251	619	1,085
Berkley	*2,035*	*2,431*	*1,843*	*2,103*
Emeryville	719	635	391	582
Fremont	*2,741*	*2,220*	*1,130*	*2,030*
Hayward	*3,363*	*3,350*	*1,914*	*2,876*
Livermore	2,272	2,832	1,530	2,211
San Leandro	2,014	1,709	1,196	1,640
Alameda County	39,424	37,444	28,006	*34,958*
California	1,091,694	1,055,622	853,576	1,000,297

Source: State of California Department of Justice Interactive Crime Statistics Tables, FBI Crime Data Explorer

Table 7C. City Arrests per 1,000 Residents

City	2018	2019	2020	2021	2022	5-year average
Alameda	15.0	16.2	12.0	12.2	12.4	13.6
Albany	22.0	16.3	4.2	9.5	7.2	11.8
Newark	18.4	17.8	18.0	15.0	15.8	17.0
Oakland	*20.5*	*18.9*	*18.7*	*15.3*	*15.2*	17.7
Piedmont	8.8	7.1	8.2	12.9	14.2	10.2
Pleasant	15.6	16.2	16.1	16.3	15.5	15.9
Union City	18.6	16.8	8.3	6.5	8.2	11.7

*Source: City PDs, State of California Department of Justice Interactive Crime Statistics Tables, FBI Crime Data Explorer, US Census Bureau. *Note: 2022 arrest data were annualized using arrest counts for the first nine months of the year.*

II.   SANTA RITA JAIL POPULATION TRENDS AND ANALYSIS

This section provides analysis of the Santa Rita Jail population trends. The analysis here is based on both aggregate and individual level data provided by the County. Collectively, these data are used to construct a simulation model of the Santa Rita Jail. From this model a ten-year forecast of the jail population was produced along with recommendations on potential opportunities for bed space reduction.

Overview

Analysis in this section seeks to 1) establish an understanding of the flow of offenders through the Santa Rita Jail which is essential for developing population projections for the jail and 2) determine the variety of factors that drive the jail's population over time. To accomplish these goals a wide array of data is required that evaluate both direct and indirect impacts on jail population growth. These factors can be separated into two major categories – external and internal.

External factors reflect the interplay of demographic, socio-economic and crime trends that produce arrests, and offenders' initial entry into the criminal justice process. These data were discussed in the previous section.

Internal factors reflect the various decision points within the criminal justice system that cumulatively determine jail admissions and length of stay (LOS). These decisions begin with police and end with County officials who, within the context of the court-imposed sentences, have the authority to release, recommit, give and restore a wide array of good time credits, and offer programs that may reduce re-arrest and re-conviction.

The data provided by the County for this effort encompassed these internal factors. The purpose of collecting aggregate data was to examine jail bookings and population trends over time. Also received were three jail extract data files. Two files provided snapshots of the jail population, one for June 29, 2019 and one for December 29, 2022. The third file consisted of all Santa Rita Jail releases for calendar-years 2019 through 2021. The two timeframes for the snapshots and the breadth of the release cohort allowed for analysis of the impact of the COVID-19 pandemic on the Santa Rita Jail system by comparison of pre-COVID-19 (2019) and post-COVID-19 attributes and statistics. All files were provided by the Sheriff's Office with data available from the data system.

The snapshots of the Santa Rita Jail population data allowed a quantitative understanding of the attributes of the population that must be housed and managed daily. The snapshot files were also used to profile the jail population in terms of their socio-demographic attributes, number and type of charges, bail amounts and classification level. The release data were used to track detainees from booking to release to determine the number of persons that entered the jail, the length of time that they remained, and the timing and mode by which they were released.

The simplest way to analyze a jail population is as follows. The size of the population is the product of the admissions and the inmate's length of stay (LOS). This can be simply stated in the following equation.

$$\text{Admissions} \times \text{LOS} = \text{ADP (Average Daily Population)} / 365.25$$

Minor changes in either or both factors can have an enormous impact on the ADP. For example, there were 24,550 bookings into the Santa Rita Jail in 2021. The average length of stay of those released from the jail in 2021 was 32 days. Using the simple calculation of Admissions x LOS, the daily population is estimated to be 2,150. If the number of admissions remained constant, but the LOS was reduced by an average of 3 days, the average daily population (ADP) would drop by 200 persons. Conversely, if the LOS was increased by three days, the local jail population would increase by the same amount.

This example illustrates just how sensitive the local jail system is to law enforcement, court processing and sentencing practices. Of course, if the number of bookings increased or decreased with no change in LOS, the population would also increase or decrease, respectively. By looking at the jail population more closely, disaggregating via case level data, it may be possible to pin-point the drivers of the ADP.

The next section details the Santa Rita Jail population as gleaned from the data and subsequently used to build a simulation model of the jail to produce population projections.

A.   Historical Santa Rita Jail Population Trends

Table 8 below presents historical bookings to and releases from the Santa Rita Jail by gender between 2017 and 2022.

Bookings sharply decreased in 2020 likely due to mitigation efforts put in place in response to the COVID-19 pandemic. The lower volume of bookings seen in 2020 continued through 2021, however 2022 saw a 7.2 percent increase in bookings compared to 2021. This trend was seen in both genders. Over the six years of analysis the average annual decrease in bookings was 4.2 percent.

Table 9 and Figure 6 display the ADP with peaking factor. The population peaking factor is a rough estimate of maximum bed-space needs based on the actual ADP. It is defined as the percentage that the population peak for the year was above the daily average. Controlling for outliers, males have an average bed need 17 percent above the daily average and females, 35 percent.

Trends in the ADP from 2017 to 2022 show a contradictory trend when compared with bookings over the same time frame. The total ADP increased a yearly average of 1.1 percent, while booking decreased 4.2 percent during the same time frame. Further analyzing, increases in the total ADP were generated entirely by the male population, increasing 2.0 percent while the female population decreased by over 7.4 percent.

The contradiction between decreasing bookings and slightly increasing ADP is due to LOS. Table 8 shows an estimated LOS, reported bookings, and ADP for 2017 to 2022. The estimated average LOS since 2017 has increased an annual average of 7.3 percent with the driving increases coming in 2020 and 2021, likely to the COVID-19 pandemic. Pandemic mitigation efforts nationwide led to a "hardening" of jail populations as many low severity misdemeanor and non-violent felony defendants were released increasing the proportion of persons held with poor criminal histories and violent felony charges. Persons with these attributes typically have longer stays, increasing the average. Further, average lengths of stay increased during the pandemic due to a slowdown in the disposition of criminal charges (court case processing).

Table 8. Historical Santa Rita Jail Bookings and Releases by Gender
2017-2022

Year	Male		Female		Total		Calculated Length of Stay (days)
	Bookings	Releases	Bookings	Releases	Bookings	Releases	
2017	24,999	25,320	9,909	7,961	34,908	33,281	22
2018	22,394	25,656	7,955	7,650	30,349	33,306	26
2019	26,953	28,745	7,162	7,175	34,115	35,920	25
2020	19,716	20,103	4,572	4,665	24,288	24,768	31
2021	19,786	19,681	4,764	4,773	24,550	24,454	32
2022	21,181	21,402	5,129	5,129	26,310	26,531	30
Numeric Change 2017-2022	-3,818	-3,918	-4,780	-2,832	-8,598	-6,750	8
Percent Change 2017-2022	-15.3%	-15.5%	-48.2%	-35.6%	-24.6%	-20.3%	38.2%
Average Percent Change 2017-2022	-1.9%	-2.0%	-10.8%	-7.1%	-4.2%	-3.2%	7.3%
Percent Change 2021-2022	7.1%	8.7%	7.7%	7.5%	7.2%	8.5%	-5.8%

Source: Alameda County Sheriff's Office; LOS was calculated using reported number of bookings and ADP

Table 9. Historical Santa Rita Jail Average Daily Population by Gender
2017-2022

Year	Male		Female		Total	
	ADP	Peaking Factor	ADP	Peaking Factor	ADP	Peaking Factor
2017	1,849	25%	229	43%	2,078	27%
2018	1,921	15%	229	13%	2,150	13%
2019	2,165	23%	207	36%	2,372	21%
2020	1,955	25%	139	76%	2,094	27%
2021	2,003	6%	142	25%	2,145	6%
2022	2,018	6%	147	20%	2,165	6%
Numeric Change 2017-2022	169		-82		87	
Percent Change 2017-2022	9.1%		-35.8%		4.2%	
Average Percent Change 2017-2022	2.0%		-7.4%		1.1%	
Percent Change 2021-2022	0.7%		3.5%		0.9%	

Source: Alameda County Sheriff's Office

Figure 5. Historical Bookings and Releases by Gender
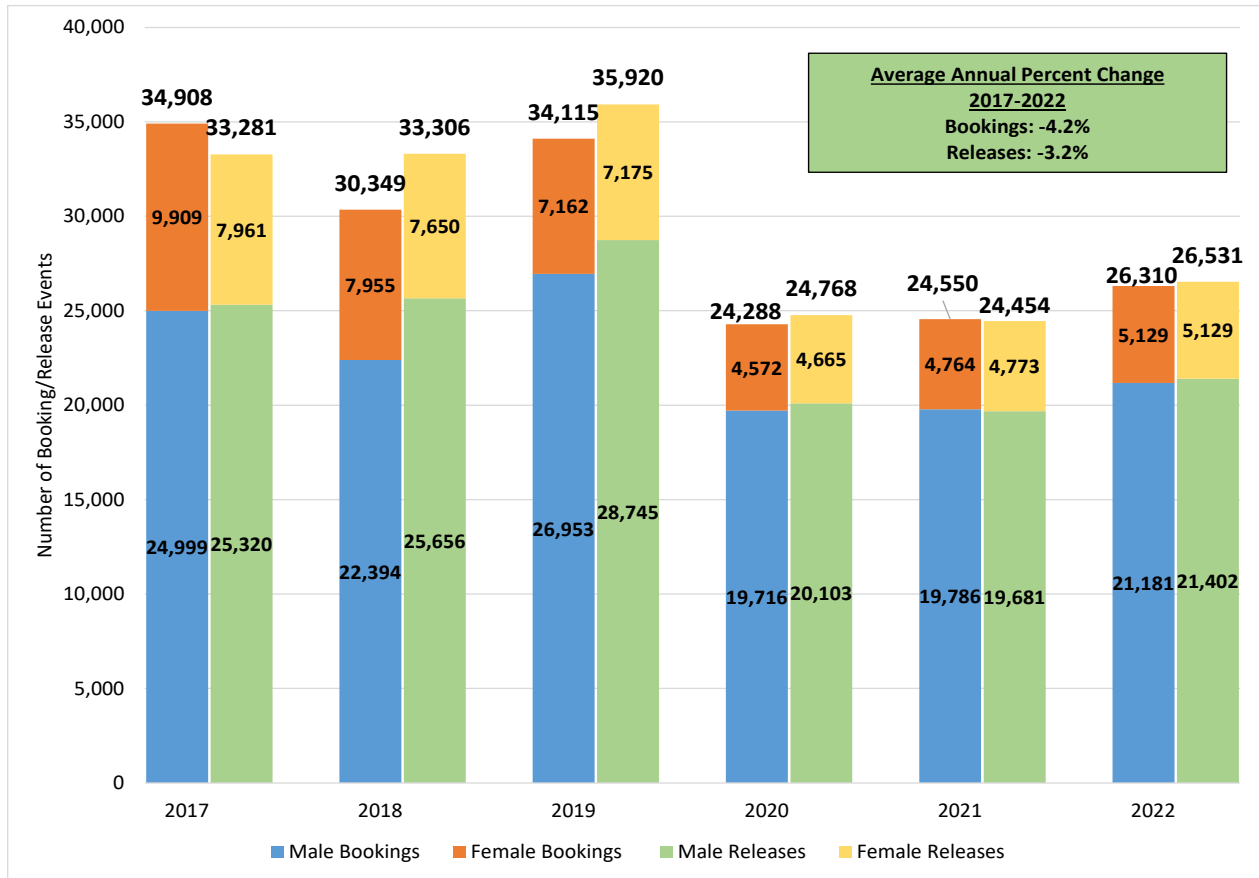
Alameda County Sheriff's Office

Figure 6. Historical ADP with Peaking
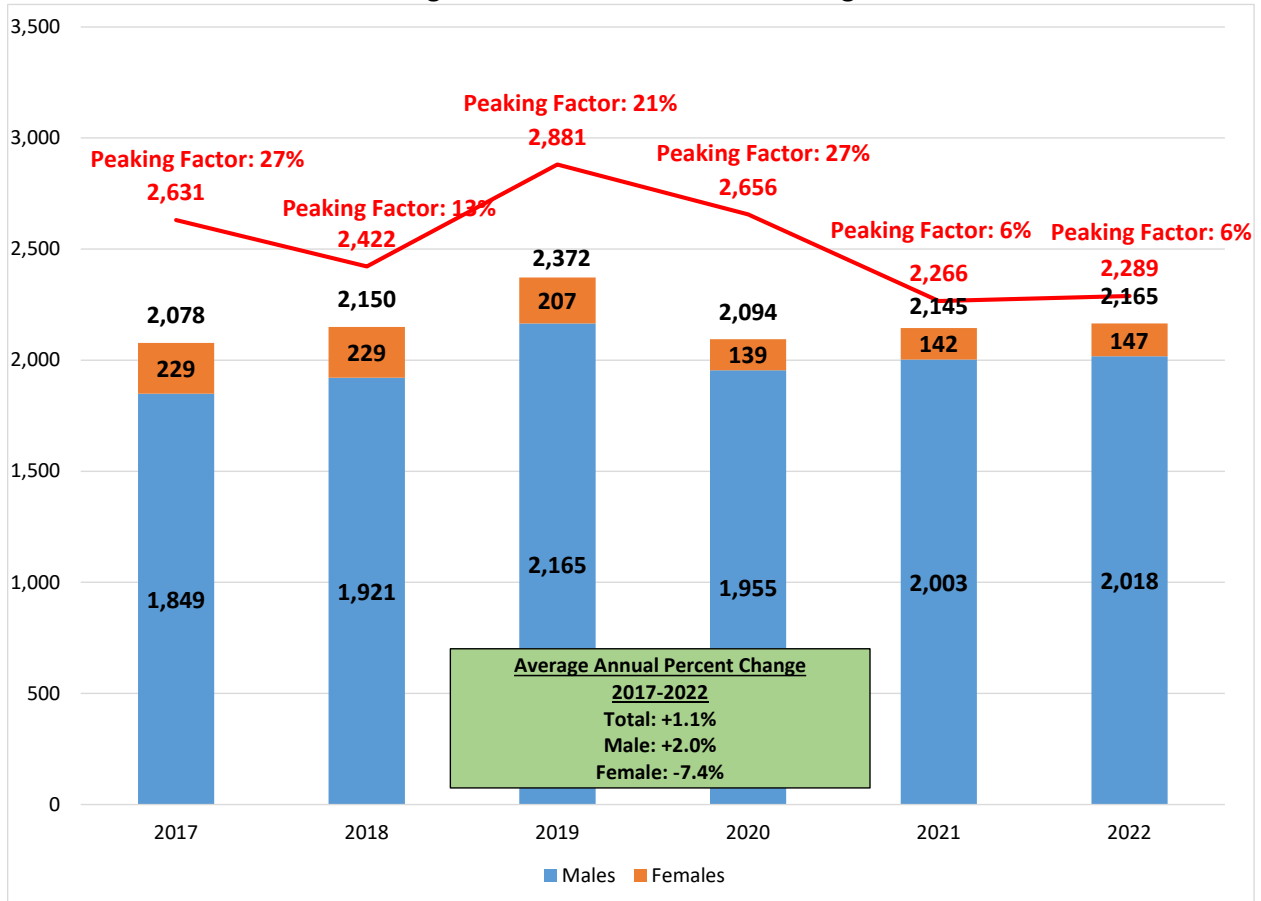
Source: Alameda County Sheriff's Office

B.   **Detailed Analysis of the Santa Rita Jail Snapshots**

Tables 10 and 11 display data on persons housed in the Santa Rita Jail on one day in June 2019 and one day in December of 2021. As mentioned previously, these data assist in understanding the attributes of the local jail population that is housed and managed daily. Table 10 provides a demographic profile and Table 11 describes the local jail population by most serious offense. The two snapshots are designed to provide a pre/post COVID-19 pandemic comparison.

Summary of Attributes of the Most Recent Santa Rita Jail Snapshot (December 29, 2021)

1. For the 2021 snapshot, the vast majority of the jail population was male (94 percent). This is high for any jail system. The average percentage of male inmates held in jails nationally over the last six years was 86 percent [1]. Males had a significantly longer average length of stay to date than females (329 days for males versus 200 days for females).

2. The average age of persons housed in Santa Rita Jail was 36 years. The majority of persons were in the age range 25 through 44 at release. The average age at release was 36 years old.

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[1] Jail Inmates in 2021 – Statistical Tables, The Bureau of Justice Statistics, December 2021.

3. The largest portion of the jail population by race was African American, 48 percent, followed by Hispanic at 30 percent.

4. A majority of persons, 45 percent, had a bail status of "no bail" (Federal inmates excluded) or a bail amount of zero (37 percent).

5. The snapshots provided by the Alameda County Sheriff's Department did not have information on legal status (meaning pretrial versus locally sentenced). It is not uncommon for jail data to lack this level of detail. However, differentiating between pretrial and sentenced inmates is very useful when analyzing jail populations and Alameda County should consider adding this metric to its database.

6. A large portion of the population was admitted as a new arrest (49 percent). Warrants and DA warrants comprised 18 percent and 10 percent or releases respectively.

7. The average length of stay to date for the jail population on December 29, 2021 was 321 days.

Summary of the Most Recent Santa Rita Jail Snapshot (December 29, 2021) by Most Serious Offense

1. Persons held for a most serious charge at the misdemeanor level comprised less than 2 percent of the population on December 29, 2021. This group had been held an average of 42 days as of this date and were charged with a violent misdemeanor offense.

2. Persons with a felony charge comprised just over 96 percent the jail population and within them, persons held for a felony murder, sex or assault charge comprised a large portion of the snapshot population (43 percent). These groups had some of the longest length of stays in the jail so far averaging 685 days for murder, 392 days for sex, and 263 days for assault/battery.

3. Persons with a most serious charge of felony non CJIS comprised 1 percent of the jail snapshot. This group is a very small portion of the Santa Rita Jail population. Non CJIS only labeled crimes represent a charge not listed in the California Justice Information Services data system)

4. Persons held for a felony robbery charge comprised 10 percent of the population and collectively averaged a length of stay to date of 270 days.

5. Felony community supervision violators (parole, probation, and PRCS) accounted for 9 percent of the detainee population and had an average length of stay to date of 169 days. The majority of these violators were PRCS violators (151) and had a length of stay to date of 191 days.

6. Persons held for a felony drug sale/trafficking charge comprised 4 percent of the population and averaged a length of stay to date of 304 days.

7. Persons held for a felony burglary charge comprised 5 percent of the population and collectively averaged a length of stay to date of 95 days.

Comparison of Pre/Post COVID-19 Pandemic of Santa Rita Jail Population Snapshots

1. The number of persons held for a felony violent most serious charge increased by only 3 percent when comparing the more recent snapshot to the June 29, 2019 snapshot. However, the proportion of persons held for a felony violent charge increased by 8 percent in the post-COVID-19 snapshot.

2. The number and proportion of persons charged with a felony drug, felony non-violent, and misdemeanor offense decreased in the post-COVID snapshot. Coupling this with the statistics seen in #1, the Santa Rita Jail, similar to most jails across the nation, has seen a hardening of its population.

3. The proportion of males has increased in the latter snapshot compared to the pre-COVID snapshot and the proportion of racially non-white persons has increased in the latter snapshot.

4. The number of persons held in the Santa Rita Jail decreased post-COVID, 2021, by 11 percent.

5. While the population has decreased post-COVID, the average length of stay for the sitting jail population has increased from 218 days in 2019 to 321 days in 2021, an increase of 42 percent. This is an indication of increased case processing times due to court disruptions during COVID.

Table 10. Jail Snapshot Comparison by Attribute

Attribute	June 29, 2019			Dec. 29, 2021			Numeric Pop. Diff.	Percent Pop. Diff.	Percent LOS Diff.
	Number	Percent of Total	Average Length of Stay to Date (days)	Number	Percent of Total	Average Length of Stay to Date (days)			
Total	2,337	100.0%	218.1	2,083	100.0%	321.2	-254	-11%	47%
Gender									
Male	2,141	91.6%	226.3	1,952	93.7%	329.3	-189	-9%	46%
Female	196	8.4%	129.4	131	6.3%	200.1	-65	-33%	55%
Race									
African American	1,122	48.0%	215.7	1,009	48.4%	319.6	-113	-10%	48%
Hispanic	658	28.2%	239.7	631	30.3%	364.7	-27	-4%	52%
White	386	16.5%	189.2	304	14.6%	254.5	-82	-21%	35%
Other	717	30.7%	216.8	139	6.7%	281.2	-578	-81%	30%
Arrest Agency									
Alameda County Sheriff's Office	648	27.7%	191.3	541	26.0%	256.2	-107	-17%	34%
Oakland PD	597	25.5%	270.4	563	27.0%	433.6	-34	-6%	60%
US Marshal S.F.	301	12.9%	233.5	355	17.0%	307.1	54	18%	32%
Hayward PD	150	6.4%	219.6	104	5.0%	371.0	-46	-31%	69%
Berkeley PD	113	4.8%	166.7	107	5.1%	167.7	-6	-5%	1%
Freemont PD	86	3.7%	203.0	70	3.4%	211.0	-16	-19%	4%
San Leandro PD	76	3.3%	139.0	68	3.3%	248.5	-8	-11%	79%
CAUSM43S0	63	2.7%	512.1	15	0.7%	1,164.2	-48	-76%	127%
Union City PD	40	1.7%	268.9	19	0.9%	580.6	-21	-53%	116%
Alameda PD	35	1.5%	186.4	36	1.7%	193.8	1	3%	4%

Table 10. Jail Snapshot Comparison by Attribute

Attribute	June 29, 2019			Dec. 29, 2021			Numeric Pop. Diff.	Percent Pop. Diff.	Percent LOS Diff.
	Number	Percent of Total	Average Length of Stay to Date (days)	Number	Percent of Total	Average Length of Stay to Date (days)			
Total	**2,337**	**100.0%**	**218.1**	**2,083**	**100.0%**	**321.2**	**-254**	**-11%**	**47%**
Livermore PD	31	1.3%	235.1	31	1.5%	267.4	0	0%	14%
BART	29	1.2%	177.0	52	2.5%	170.3	23	79%	-4%
Pleasanton PD	22	0.9%	125.2	15	0.7%	202.6	-7	-32%	62%
Emeryville PD	19	0.8%	107.1	15	0.7%	130.0	-4	-21%	21%
Newark PD	17	0.7%	167.2	11	0.5%	424.5	-6	-35%	154%
Oakland CHP	12	0.5%	94.9	11	0.5%	249.6	-1	-8%	163%
Dublin PD	12	0.5%	109.4	14	0.7%	200.5	2	17%	83%
District attorney	7	0.3%	583.9	5	0.2%	1,262.6	-2	-29%	116%
Hayward CHP	4	0.2%	91.9	1	0.0%	59.9	-3	-75%	-35%
Dublin CHP	2	0.1%	138.7	4	0.2%	302.8	2	100%	118%
Other	73	3.1%	94.0	46	2.2%	145.8	-27	-37%	55%
Age at Release									
18 - 24	462	19.8%	239.9	344	16.5%	356.3	-118	-26%	49%
25 - 34	841	36.0%	231.0	768	36.9%	335.8	-73	-9%	45%
35 - 44	576	24.6%	208.3	579	27.8%	291.0	3	1%	40%
45 and older	458	19.6%	185.0	392	18.8%	306.4	-66	-14%	66%
Average Age	35.3			35.9			0.6	2%	
Median Age	33.2			33.9			0.7	2%	
Admission Reason									
New arrest	1,264	54.1%	183.0	1,023	49.1%	365.4	-241	-19%	100%
Other county	520	22.3%	215.9	461	22.1%	310.6	-59	-11%	44%
Warrant	312	13.4%	331.4	375	18.0%	468.9	63	20%	41%
DA warrant	211	9.0%	249.3	217	10.4%	347.2	6	3%	39%
Court	25	1.1%	67.2	6	0.3%	335.5	-19	-76%	399%
Other	8	0.3%	67.2	0	0.0%	-	-8	-100%	-
DA citation	1	0.0%	357.4	1	0.0%	-	0	0%	-
Total Bond Amount									
Zero	886	37.9%	195.2	780	37.4%	242.6	-106	-12%	24%
$500 or less	5	0.2%	221.4	12	0.6%	223.2	7	140%	1%
$501-$2,500	4	0.2%	164.1	5	0.2%	417.8	1	25%	155%
$2,501-$5,000	22	0.9%	109.9	31	1.5%	113.6	9	41%	3%
$5,001-$10,000	13	0.6%	47.2	14	0.7%	113.3	1	8%	140%
$10,001 and over	183	7.8%	163.3	302	14.5%	273.2	119	65%	67%
No bail (Federal excluded)	1,224	52.4%	246.8	939	45.1%	412.7	-285	-23%	67%

Source: Alameda County Sheriff's Office

Table 11. Jail Snapshot Comparison by Most Serious Charge

Charge	June 29, 2019			Dec. 29, 2021			Numeric Pop. Diff.	Percent Pop. Diff.	Percent LOS Diff.
	Number	Percent of Total	Average Length of Stay to Date (days)	Number	Percent of Total	Average Length of Stay to Date (days)			
Total	**2,337**	**100.0%**	**218.1**	**2,083**	**100.0%**	**321.2**	**-254**	**-11%**	**47%**
Total Felony	**2,215**	**94.8%**	**224.4**	**2,003**	**96.2%**	**325.8**	**-212**	**-10%**	**45%**
Violent	**1,241**	**53.1%**	**287.2**	**1,273**	**61.1%**	**389.9**	**32**	**3%**	**36%**
Assault/battery	301	12.9%	184.1	300	14.4%	263.1	-1	0%	43%
Murder	273	11.7%	660.8	365	17.5%	684.7	92	34%	4%
Robbery	236	10.1%	181.0	197	9.5%	269.8	-39	-17%	49%
Sex	179	7.7%	283.9	221	10.6%	391.5	42	23%	38%
Domestic violence	25	1.1%	76.4	22	1.1%	97.9	-3	-12%	28%
Other Violent	227	9.7%	111.1	168	8.1%	153.0	-59	-26%	38%
Drug	**168**	**7.2%**	**157.8**	**88**	**4.2%**	**297.6**	**-80**	**-48%**	**89%**
Drug Sale	161	6.9%	164.0	85	4.1%	304.0	-76	-47%	85%
Drug Possession/UID	7	0.3%	16.2	3	0.1%	115.0	-4	-57%	610%
Non-Violent	**806**	**34.5%**	**141.4**	**642**	**30.8%**	**202.6**	**-164**	**-20%**	**43%**
Burglary	142	6.1%	78.3	112	5.4%	94.6	-30	-21%	21%
Weapons	123	5.3%	130.5	111	5.3%	198.2	-12	-10%	52%
Vehicle theft	102	4.4%	50.2	69	3.3%	47.4	-33	-32%	-6%
PRCS violation	100	4.3%	115.6	151	7.2%	191.3	51	51%	65%
Fraud/forgery	76	3.3%	253.8	54	2.6%	447.0	-22	-29%	76%
Parole violation	60	2.6%	46.8	23	1.1%	43.0	-37	-62%	-8%
Non CJIS	54	2.3%	501.3	21	1.0%	766.5	-33	-61%	53%
Probation violation	22	0.9%	20.2	3	0.1%	23.3	-19	-86%	15%
Theft	17	0.7%	54.6	19	0.9%	61.3	2	12%	12%
DUI	17	0.7%	126.9	14	0.7%	90.8	-3	-18%	-28%
Other Non-Violent	33	1.4%	219.3	16	0.8%	575.6	-17	-52%	162%
Other Property	60	2.6%	169.7	49	2.4%	252.5	-11	-18%	49%
Misdemeanor	**63**	**2.7%**	**27.3**	**37**	**1.8%**	**42.4**	**-26**	**-41%**	**55%**
Violent	34	1.5%	36.9	30	1.4%	47.5	-4	-12%	29%
Drug	11	0.5%	4.5	3	0.1%	13.7	-8	-73%	204%
Property	8	0.3%	4.9	2	0.1%	30.2	-6	-75%	516%
DUI	2	0.1%	73.5	0	0.0%	-	-2	-100%	-
Other Non-Violent	8	0.3%	28.8	2	0.1%	21.8	-6	-75%	-24%
Other level	**59**	**2.5%**	**188.4**	**43**	**2.1%**	**345.3**	**-16**	**-27%**	**83%**

Source: Alameda County Sheriff's Office

C.   Analysis of Santa Rita Jail Releases

Tables 12 through 16 detail findings concerning releases from the Santa Rita Jail in calendar years 2019, 2020, and 2021. As discussed previously, release data helps determine the attributes of persons moving through the local jail, the length of time that they stay, and the timing and mode by which they are released. Discussion of trends from 2020 is limited. That year can be considered an outlier as conditions producing statistics for 2020 are unlikely to occur again.

General Attributes of Releases in 2021

1. Most releases were male (81 percent) and had a length of stay of 37 days. Female releases averaged a significantly shorter LOS (12 days). Overall, the average stay for all releases in 2021 was 32 days.

2. Historically, the average time in jail has ranged between 23 and 28 days nationally.[2] However, due to the COVID-19 pandemics impact on the speed of case processing, jail stays nationally have increased. The Santa Rita Jail average length of stay for 2021 mimics the trends of the national statistics.

3. African Americans and Hispanics averaged a longer LOS than Whites in 2021. This was also the case in 2019 and 2020 but the disparity has decreased in the most recent data. When comparing 2019 and 2021, the average LOS for African Americans increased 29 percent and 27 percent for Hispanics. Whites had an average LOS in 2021 59 percent higher than 2019.

4. Releases without bond information averaged a stay in the jail of 58 days. Releases with a bond of $10,000 or more had a shorter LOS of 21 days.

5. Persons released that entered the jail as a new arrest (73 percent of releases) had an LOS of 22 days while persons booked from a warrant (9 percent of releases) averaged a length of stay at least twice as long.

6. The Alameda County Sheriff's Office was the primary arresting agency for releases in 2021 with the Oakland PD second.

Releases in 2021 by Most Serious Charge

1. As expected, releases of persons charged with a felony violent offense had the longest LOS (47 days).

2. Releases categorized in the felony assault charge group comprised 7 percent of releases with an LOS of 67 days. Persons with a murder or sex crime charged averaged the longest jail stays.

3. Misdemeanor charge releases comprised 41 percent of releases and had an LOS of just under 2 days. This group comprised an average of 48 beds in the jail ADP in 2021.

4. Felony charges made up 57 percent of releases with an LOS of 39 days. These data can be used to estimate that persons charged with a felony comprise around 75 percent of the jail ADP.

5. Releases with a felony weapons related charge comprised 4 percent of releases with an LOS of 38 days.

Releases in 2021 by Release Reasons & Length of Stay

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[2] Jail Inmates in 2021 – Statistical Tables, The Bureau of Justice Statistics, December 2021.

1. The 24,579 release events from the Santa Rita Jail were composed of 18,122 persons of which 3,489 (or 19 percent) were released more than once.

2. Most releases (79 percent) occurred after 10 days from booking.

3. The primary release reason was 'Citation in jail after booking.' This group comprised 31 percent of releases and had an average length of stay of less than 1 day. The release reason analyzed for this report is the last release reason assigned to a person's list of charges.

4. Releases exiting due to being "State prison term prescribed" comprised just over 1 percent of releases but had, by far, the longest LOS of 687 days. As a result, these releases make up a sizable portion of the jail population with an estimated ADP of approximately 550.

5. The LOS for 2021 for state prison bound offenders is nearly twice as long post-COVID as those seen in 2019. This is likely due to court processing delays and backlogs produced by the COVID-19 pandemic.

6. "Probation (formal)" releases accounted for just over 5 percent of jail releases. This group had an LOS of 64 days – compared with an overall LOS of 31 days for all individuals. This could indicate there are processing delays or overly extensive probation violation processing for in custody individuals.

7. "Own recognizance" releases accounted for just under 9 percent of releases and had an LOS of 41 days. This is a long average LOS for this release type compared to 2019 and 2020 and made this group a driver of the jail's ADP in 2021. Improving court processing times would reduce the impact of this group on jail bedspace.

Comparison of the pre-COVID-19 (CY 2019) and post-COVID-19 (2021) Release Cohorts

1. CY 2021 releases had an LOS of 32 days, 34 percent higher than the LOS for 2019. This is due in part to case processing back-logs caused by the pandemic.

2. The proportion of releases when examining gender, race, and age did not see any significant differences between the 2019 and 2021 cohorts.

3. The proportion of 'New arrest' releases decreased post-COVID-19, matching the decline in reported arrests and crime.

4. The median LOS (the median is the number in the exact middle of all values) in 2021 was less than seen in 2019. This indicates the increasing average LOS for 2021 is being driven by groups of individuals staying extremely long in the jail (180 days or more), while the majority stay a relatively short time. As noted above, releases to "State prison term prescribed" and "Probation (formal)" have seen large increases in their LOS for 2021.

5. Federal holds in the Santa Rita Jail averaged a jail stay of 108 days in 2019. This increased 25 percent to an average LOS of 135 days post-COVID in 2021.

6. The proportion of releases exiting after a stay of 30 days or more did not change significantly post-COVID-19, however, the average time spent over 30 days increased significantly from 155 days in 2019 to 204 days in 2021.

7. If the Santa Rita Jail average LOS was reduced to pre-COVID-19 levels and the rate of bookings were to remain the same as post-COVID-19 levels, the jail ADP would drop by approximately 400 persons.

Table 12. Santa Rita Jail Releases by Attribute 2019-2021

Attribute	2019			2020			2021			Percent LOS Diff. 2019 v 2021
	Number	Percent of Total Releases	Average Length of Stay (days)	Number	Percent of Total Releases	Average Length of Stay (days)	Number	Percent of Total Releases	Average Length of Stay (days)	
Total	36,973	100.0%	23.7	22,779	100.0%	22.6	24,579	100.2%	31.8	34%
Gender										
Male	29,810	80.6%	26.9	18,476	81.1%	25.7	19,787	80.5%	36.6	36%
Female	7,162	19.4%	10.7	4,302	18.9%	9.4	4,791	19.5%	12.3	15%
Other	1	0.0%	3.1	1	0.0%	0.4	1	0.0%	6.5	110%
Race										
African American	13,908	37.6%	30.9	9,023	39.6%	26.3	9,424	38.3%	39.9	29%
Hispanic	10,523	28.5%	21.9	6,720	29.5%	24.6	7,376	30.0%	27.6	26%
White	9,013	24.4%	16.8	4,951	21.7%	15.3	5,308	21.6%	26.6	58%
Other	3,529	9.5%	18.6	2,085	9.2%	17.5	2,471	10.1%	24.9	34%
Arrest Agency										
Alameda County Sheriff's Office	13,147	35.6%	22.5	6,824	30.0%	21.6	7,701	31.3%	33.8	50%
Oakland PD	5,665	15.3%	35.9	4,972	21.8%	20.6	4,203	17.1%	47.4	32%
Livermore PD	1,871	5.1%	9.2	1,027	4.5%	6.0	1,153	4.7%	11.0	20%
Hayward PD	1,518	4.1%	28.0	732	3.2%	27.4	726	3.0%	62.1	122%
Berkeley PD	1,482	4.0%	25.7	930	4.1%	26.3	862	3.5%	37.8	47%
Freemont PD	1,329	3.6%	24.4	590	2.6%	24.4	842	3.4%	28.8	18%
San Leandro PD	1,220	3.3%	18.5	727	3.2%	22.7	720	2.9%	28.8	56%
Dublin PD	1,098	3.0%	4.3	704	3.1%	2.7	884	3.6%	4.0	-7%
Piedmont PD	1,024	2.8%	6.2	671	2.9%	4.7	622	2.5%	10.0	61%
Hayward CHP	1,020	2.8%	2.0	663	2.9%	1.6	842	3.4%	2.5	25%
Dublin CHP	948	2.6%	1.4	722	3.2%	0.7	1,036	4.2%	1.0	-29%
Alameda PD	905	2.4%	14.0	477	2.1%	11.5	576	2.3%	14.6	4%
BART	772	2.1%	13.8	504	2.2%	8.8	776	3.2%	16.1	17%
Union City PD	709	1.9%	19.2	316	1.4%	18.9	311	1.3%	30.1	57%
Oakland CHP	483	1.3%	9.1	452	2.0%	6.4	487	2.0%	12.3	35%
Other	3,782	10.2%	45.0	2,468	10.8%	63.7	2,838	11.5%	49.4	10%
Age at Release										
18 - 24	6,601	17.9%	24.9	3,822	16.8%	22.5	3,733	15.2%	31.5	27%

Table 12. Santa Rita Jail Releases by Attribute 2019-2021

Attribute	2019			2020			2021			Percent LOS Diff. 2019 v 2021
	Number	Percent of Total Releases	Average Length of Stay (days)	Number	Percent of Total Releases	Average Length of Stay (days)	Number	Percent of Total Releases	Average Length of Stay (days)	
Total	**36,973**	**100.0%**	**23.7**	**22,779**	**100.0%**	**22.6**	**24,579**	**100.2%**	**31.8**	**34%**
25 - 34	13,448	36.4%	24.1	8,268	36.3%	25.0	8,984	36.6%	29.2	21%
35 - 44	8,744	23.6%	25.1	5,776	25.4%	23.1	6,566	26.7%	36.5	45%
45 and older	8,180	22.1%	20.7	4,913	21.6%	18.1	5,296	21.5%	30.8	49%
Average Age	36.0			36.2			36.5			
Median Age	33.7			34.0			34.4			
Admission Reason										
New arrest	25,677	69.4%	18.2	16,981	74.5%	14.2	17,996	73.2%	21.6	19%
Other county	5,613	15.2%	40.1	3,389	14.9%	56.1	3,989	16.2%	51.6	29%
DA warrant	2,160	5.8%	33.2	985	4.3%	36.9	1,216	4.9%	58.8	77%
Warrant	1,240	3.3%	76.6	829	3.6%	47.5	1,070	4.3%	99.5	30%
Court	309	0.8%	23.9	136	0.6%	24.6	104	0.4%	56.3	136%
DA citation	23	0.1%	1.4	0	0.0%	-	2	0.0%	2.6	86%
Citation	6	0.0%	170.3	5	0.0%	1.0	0	0.0%	-	-
Other	1,945	5.3%	2.3	454	2.0%	1.1	202	0.8%	1.3	-43%
Bail at Release										
Zero	7,190	19.4%	36.8	3,530	8.6%	63.5	3,736	15.2%	64.6	76%
$500 or less	56	0.2%	11.2	4,090	18.0%	3.2	4,200	17.1%	4.3	-62%
$501-$2,500	2,979	8.1%	4.1	1,217	5.3%	3.5	1,495	6.1%	3.7	-10%
$2,501-$5,000	4,550	12.3%	8.3	2,424	10.6%	10.3	2,782	11.3%	13.0	57%
$5,001-$10,000	4,528	12.2%	6.0	2,049	9.0%	6.6	2,581	10.5%	8.9	48%
$10,001 and over	11,349	30.7%	18.7	7,591	33.3%	15.7	8,420	34.3%	21.2	13%
No bail (Federal excluded)	6,321	17.1%	51.2	1,878	8.2%	64.0	1,365	5.6%	203.3	297%

Source: Alameda County Sheriff's Office; Note: LOS cannot be determined for React warrant cases due to data issues.

Table 13. Santa Rita Jail Releases by Most Serious Charge 2019-2021

Charge	2019			2020			2021			Percent LOS Diff. 2019 v 2021
	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)	
Total	**36,973**	**100.0%**	**23.7**	**22,779**	**100.0%**	**22.6**	**24,579**	**100.0%**	**31.8**	**34%**
Total Felony	**20,347**	**55.0%**	**40.3**	**13,606**	**59.7%**	**27.0**	**14,022**	**57.0%**	**39.4**	**-2%**
Violent	**8,330**	**22.5%**	**55.7**	**5,699**	**25.0%**	**20.6**	**6,362**	**25.9%**	**47.3**	**-15%**
Assault/battery	2,258	6.1%	49.4	1,624	7.1%	41.3	1,787	7.3%	66.7	35%
Robbery	1,456	3.9%	59.3	949	4.2%	58.5	986	4.0%	89.4	51%
Domestic violence	1,343	3.6%	8.3	997	4.4%	6.7	1,135	4.6%	6.3	-24%
Sex	732	2.0%	87.7	382	1.7%	76.4	486	2.0%	141.9	62%
Murder	229	0.6%	455.3	131	0.6%	198.8	222	0.9%	614.3	35%
Other Violent	2,312	6.3%	37.5	1,616	7.1%	32.2	1,746	7.1%	38.1	2%
Drug	**1,981**	**5.4%**	**33.1**	**1,145**	**5.0%**	**47.7**	**954**	**3.9%**	**37.5**	**13%**
Drug Sale	1,711	4.6%	36.9	1,010	4.4%	53.3	873	3.6%	40.1	9%
Drug Possession	270	0.7%	9.2	135	0.6%	6.2	81	0.3%	8.9	-3%
Non-Violent	**10,036**	**27.1%**	**28.9**	**6,762**	**29.7%**	**28.8**	**6,706**	**27.3%**	**32.2**	**11%**
Weapons	1,742	4.7%	28.0	1,031	4.5%	37.2	1,003	4.1%	38.4	37%
Burglary	1,575	4.3%	35.8	1,224	5.4%	26.5	1,141	4.6%	41.2	15%
Vehicle theft	1,559	4.2%	25.8	1,328	5.8%	13.6	1,229	5.0%	15.5	-40%
Fraud/forgery	850	2.3%	33.4	512	2.2%	40.7	449	1.8%	25.3	-24%
Non CJIS	633	1.7%	26.4	216	0.9%	47.2	300	1.2%	80.7	206%
Theft	631	1.7%	14.6	389	1.7%	16.6	488	2.0%	13.3	-9%
Parole violation	548	1.5%	31.2	374	1.6%	21.1	409	1.7%	22.1	-29%
Probation violation	360	1.0%	26.4	227	1.0%	22.7	137	0.6%	20.1	-24%
PRCS violation	349	0.9%	77.0	299	1.3%	95.5	387	1.6%	82.9	8%
DUI	342	0.9%	19.1	169	0.7%	29.8	119	0.5%	40.4	112%
Other Non-Violent	420	1.1%	24.8	225	1.0%	38.6	202	0.8%	30.5	23%
Other Property	1,027	2.8%	19.7	768	3.4%	17.1	842	3.4%	17.2	-13%
Misdemeanor	**15,585**	**42.2%**	**2.4**	**8,789**	**38.6%**	**1.7**	**10,088**	**41.0%**	**1.7**	**-28%**
Violent	3,524	9.5%	4.4	2,258	9.9%	3.5	2,315	9.4%	4.4	0%
Drug	3,186	8.6%	2.1	1,674	7.3%	1.2	2,002	8.1%	1.0	-52%
DUI	3,135	8.5%	0.9	1,695	7.4%	0.5	2,300	9.4%	0.5	-44%
Property	1,844	5.0%	2.7	983	4.3%	1.8	1,067	4.3%	1.2	-56%
Other Non-Violent	3,896	10.5%	2.0	2,179	9.6%	1.3	2,404	9.8%	1.2	-40%
Other level	**775**	**2.1%**	**24.6**	**181**	**0.8%**	**77.2**	**252**	**1.0%**	**105.5**	**329%**
Unknown	**266**	**0.7%**	**0.2**	**203**	**0.9%**	**0.2**	**217**	**0.9%**	**100.0**	**-**

Source: Alameda County Sheriff's Office

Table 14. Santa Rita Jail Releases by Release Reason 2019-2021

Release Category	N	Average Length of Stay (days)	Percent of Releases	Calculated ADP
2019				
Total	**36,973**	**23.7**	**100.0%**	**2,401**
Citation in jail after booking	8,605	1.2	23.3%	**28**
Bail/bond	4,590	3.9	12.4%	**49**
Probation (formal)	3,536	22.1	9.6%	**214**
No complaint	3,400	3.2	9.2%	**30**
Picked up out of agency	3,344	52.0	9.0%	**476**
Own recognizance	3,219	20.9	8.7%	**184**
Part time served	3,097	1.6	8.4%	**14**
Gross time served	2,640	54.3	7.1%	**392**
Reason uncoded	2,523	45.7	6.8%	**316**
State prison term prescribed	625	358.8	1.7%	**614**
Ordered released	575	13.8	1.6%	**22**
Dismissed	405	47.8	1.1%	**53**
Event booked in error	229	0.5	0.6%	**0**
849B (2) PC	99	0.7	0.3%	**0**
Release probation terminated	74	23.6	0.2%	**5**
Other	12	117.9	0.0%	**4**
2020				
Total	**22,779**	**22.6**	**100.0%**	**1,401**
Citation in jail after booking	6,525	2.4	28.6%	**43**
Bail/bond	3,348	9.3	14.7%	**85**
Temporary emergency citation	2,320	2.9	10.2%	**18**
Own recognizance	2,140	24.0	9.4%	**141**
No complaint	1,787	2.6	7.8%	**13**
Picked up out of agency	1,369	92.3	6.0%	**346**
Probation (formal)	1,242	44.2	5.5%	**150**
Reason uncoded	1,091	65.2	4.8%	**195**
Gross time served	971	77.6	4.3%	**206**
Part time served	444	2.8	1.9%	**3**
Pretrial probation OR	353	1.0	1.5%	**1**
Ordered released	263	46.5	1.2%	**33**
Temporary emergency bail	230	9.5	1.0%	**6**
Early Release	223	92.3	1.0%	**56**
Event booked in error	174	0.4	0.8%	**0**
Dismissed	156	70.8	0.7%	**30**
State prison term prescribed	85	301.1	0.4%	**70**
Release probation terminated	36	41.0	0.2%	**4**
849B (2) pc	17	2.0	0.1%	**0**

Table 14. Santa Rita Jail Releases by Release Reason 2019-2021

Release Category	N	Average Length of Stay (days)	Percent of Releases	Calculated ADP
Other	5	52.5	0.0%	1
2021				
Total	**24,579**	**31.8**	**100.0%**	**2,144**
Citation in jail after booking	7,875	1.9	32.0%	41
Bail/bond	3,659	6.4	14.9%	64
Temporary emergency citation	2,408	1.4	9.8%	9
Own recognizance	2,102	44.2	8.6%	254
No complaint	1,816	2.3	7.4%	11
Picked up out of agency	1,630	91.9	6.6%	410
Reason uncoded	1,127	101.2	4.6%	312
Probation (formal)	1,061	56.5	4.3%	164
Gross time served	1,030	91.9	4.2%	259
Temporary emergency bail	484	1.0	2.0%	1
Pretrial probation OR	441	0.9	1.8%	1
State prison term prescribed	293	687.4	1.2%	551
Dismissed	187	54.9	0.8%	28
Event booked in error	171	1.2	0.7%	1
Release probation terminated	168	18.5	0.7%	9
Ordered released	53	106.5	0.2%	15
Early Release	25	111.6	0.1%	8
849B (2) pc	19	0.5	0.1%	0
Part time served	2	70.8	0.0%	0
Other	28	48.5	0.1%	4

Source: Alameda County Sheriff's Office

Table 15. Santa Rita Jail Releases by Length of Stay 2019-2021

Length of Stay	2019	2020	2021
Attribute			
Total Jail Release Events	36,973	22,779	24,579
Total Number of Persons Released	23,464	16,479	18,122
Persons with one release	17,940	13,174	14,624
Persons with two releases	3,061	2,008	2,071
Persons with three releases	1,120	662	767
Persons with four releases	508	269	322
Persons with five or more releases	835	366	338
Average Length of Stay (Mean)	23.7	22.6	31.8
Median Length of Stay	2.3	1.3	1.0
Number releases within 24 hours	12,624	10,847	12,394
Number released between 1 and 3 days	8,242	3,681	3,376
Number released between 3 and 10 days	8,230	3,814	3,630
Number released between 10 and 30 days	2,940	1,305	1,646
Number released between 30 and 90 days	2,789	1,612	1,969
Number released over 90 days	2,093	1,387	1,559
Unknown	55	133	5

Source: Alameda County Sheriff's Office

Table 16. Santa Rita Jail Releases by Length of Stay (Alternative Categories)

Length of Stay	2019	2020	2021
Released within 48 hours	47%	56%	58%
Released 2-13 days	34%	26%	23%
Released after 14-29 days	6%	4%	5%
Released after 30 days or more	13%	13%	14%
Unknown	<1%	1%	<1%

Source: Alameda County Sheriff's Office

III. ANALYSIS OF PRETRIAL SUPERVISION POPULATION ASSOCIATED WITH SANTA RITA JAIL RELEASES

Full implementation of the Alameda County Pretrial Program officially began on June 1, 2020 when training on and installation of the Virginia Pretrial Risk Assessment Instrument (VPRAI) was completed. However, it has been reported that the use of the VPRAI has ceased and currently the court system is utilizing the Public Safety Assessment (PSA), developed by Arnold Ventures. Some metrics of the PSA in use were provided and are included in this section.

Analysis was completed of Santa Rita Jail persons with pretrial assessment data scored on the VPRAI and released on or after June 1, 2020. What these data can tell us is limited as far as utilization of the current Pretrial Program and use of the PSA tool, some attributes of Santa Rita Jail releases and limitations to expanding pre-trial can be gleaned.

Data extract files containing the VPRAI scoring, probation officer recommendations, and judicial recommendations were provided by the Alameda County Probation Department in seven files:

1. Demographics
2. VPRAI assessment and recommendation
3. Referral statuses
4. Judicial order
5. Judicial conditions
6. DPO recommendations
7. DPO conditions

These data files were merged using the Referral ID and assessment ID numbers with the base file being the referral status file. This merged file was then combined with the Santa Rita Jail release file using the personal identifier number (PFN). VPRAI assessments had to occur on or between the booking and release dates of a PFN's particular jail stay for an allowable match. Tables 17 through 23 provide data from these matches.

A total of 13,539 assessments were matched to the jail data file corresponding to releases between June 1, 2020 and December 31, 2021. As seen in Table 17, over 80 percent of 2021 releases participated in the assessment process with most non-participants refusing the assessment or being combative.

The VPRAI scoring revealed the following attributes (Table 18) in the 2021 releases for which an assessment was matched:
.
1. A large proportion of persons scored were not under supervision at arrest.

2. A large proportion of persons scored had a prior conviction.

3. A large proportion of persons scored did not have pending charges at arrest.

4. Just under 50 percent of persons scored had a history with failing to appear at court.

5. Just under 43 percent of persons scored had a violent felony charge.

6. Almost 72 percent (5,246) of VPRAI assessments in 2021 scored a decision of release, the majority with some level of pretrial supervision recommended (Table 19).

While a large percentage of cases scored "release" on the VPRAI, as shown in Table 20, just under 16 percent of cases are recommended for release by the scoring officer. The major reason for a reversal from the VPRAI score is "Mandatory detention per PC 1319" which over 66 percent of cases were flagged for in 2021.

California law PC 1319 dictates that no person arrested for a violent felony may not be released on his or her own recognizance until a hearing is held in open court before the magistrate or judge, and until the prosecuting attorney is given notice and a reasonable opportunity to be heard on the matter. *Further, an investigative report must be completed and presented at the hearing.* The report must include the following:

1. Written verification of any outstanding warrants against the defendant.
2. Written verification of any prior incidents where the defendant has failed to make a court appearance.
3. Written verification of the criminal record of the defendant.
4. Written verification of the residence of the defendant during the past year.

Data on the amount of time it takes for completion of an investigative report is not available. Further, just 43 percent of these cases flagged for "Mandatory detention per PC 1319" were identified as having a current violent felony charge by the VPRAI and only 22 percent with a prior history of violent felony activity. This indicates data inconsistencies and/or inconsistent definitions for felony violent offenses during scoring. While the VPRAI is no longer in use, it should be investigated if this restriction is impacting and/or delaying the PSA's recommended release outcomes.

Table 17. Jail Releases by VPRAI Pretrial Assessment Attributes

Attribute	2020 (June-December)			2021		
	Number	Percent	Average LOS (days)	Number	Percent	Average LOS (days)
Total	4,677	100.0%	22.4	8,862	100.0%	15.3
Participant Question						
Non-participant	827	17.7%	28.3	1,524	17.2%	18.2
Participant	3,850	82.3%	21.1	7,338	82.8%	14.7
Non-participant Reason	**827**	**17.7%**	**28.3**	**1,524**	**17.2%**	**18.2**
Combative	111	13.4%	27.7	261	15.6%	22.4
Medical isolation	0	0.0%	-	12	0.7%	18.6
Other	57	6.9%	51.6	90	5.4%	26.7
Refused	622	75.2%	25.0	1,059	63.3%	16.3
Under the influence of drug/alcohol	37	4.5%	49.9	102	6.1%	19.9

Analysis limited to assessments matched to release data (June 2020-December 2021)
Source: Alameda County Probation Department & Alameda County Sheriff's Office

Table 18. Scoring – VPRAI

Attribute	2020 (June-December)		2021	
	Number	Percent	Number	Percent
Total	**3,850**	**100.0%**	**7,338**	**100.0%**
Under active supervision at arrest				
No	2,681	69.6%	5,383	73.4%
Yes	1,169	30.4%	1,955	26.6%
Charge included felony drug, theft, or fraud				
No	2,820	73.2%	5,241	71.4%
Yes	1,030	26.8%	2,097	28.6%
Has pending charges with offense date prior to arrest				
No	2,816	73.1%	5,451	74.3%
Yes	1,034	26.9%	1,887	25.7%
Has prior conviction for criminal offense				
No	1,103	28.6%	2,003	27.3%
Yes	2,747	71.4%	5,335	72.7%
Has two or more prior FTA				
No	2,200	57.1%	3,799	51.8%
Yes	1,650	42.9%	3,539	48.2%
Has two or more prior violent felony convictions				
No	3,191	82.9%	5,834	79.5%
Yes	659	17.1%	1,504	20.5%
Has a history of drug abuse				
No	2,310	60.0%	4,110	56.0%
Yes	1,540	40.0%	3,228	44.0%
Employment status at arrest				
Employed	1,476	38.3%	3,230	44.0%
Full-time student	2	0.1%	2	0.0%
None-unemployed	2,353	61.1%	4,077	55.6%
Primary caregiver	9	0.2%	9	0.1%
Retired	10	0.3%	20	0.3%
Most Serious Charge				
DUI	24	0.6%	88	1.2%
FTA	3	0.1%	0	0.0%
Non-violent felony	1,032	26.8%	1,872	25.5%
Non-violent misdemeanor	385	10.0%	908	12.4%
Unknown	42	1.1%	0	0.0%
Violent felony/firearm	1,683	43.7%	3,148	42.9%
Violent misdemeanor	681	17.7%	1,322	18.0%

Table 18. Scoring – VPRAI
(Continued)

Attribute	2020 (June-December)		2021	
	Number	Percent	Number	Percent
Scored Risk Level				
1	995	25.8%	1,809	24.7%
2	652	16.9%	1,263	17.2%
3	737	19.1%	1,326	18.1%
4	615	16.0%	1,252	17.1%
5	444	11.5%	884	12.0%
6	407	10.6%	804	11.0%

Source: Alameda County Probation Department & Alameda County Sheriff's Office

Table 19. Scoring Outcomes – VPRAI

Scored Recommendations	2020 (June-December)		2021	
	Number	Percent	Number	Percent
Total	**3,850**	**100.0%**	**7,338**	**100.0%**
Release decision				
Detain	1,164	30.2%	2,092	28.5%
None	140	3.6%	0	0.0%
Release	2,546	66.1%	5,246	71.5%
Level of Supervision				
Own recognizance	437	11.4%	536	7.3%
Pretrial monitoring	384	10.0%	714	9.7%
Level I	416	10.8%	834	11.4%
Level II	789	20.5%	1,759	24.0%
Level III	520	13.5%	1,103	15.0%
None	1,304	33.9%	2,092	28.5%

Source: Alameda County Probation Department & Alameda County Sheriff's Office

Table 20. DPO Recommendations – VPRAI

DPO Recommendations	2020 (June-December)		2021	
	Number	Percent	Number	Percent
Total	**3,850**	**100.0%**	**7,338**	**100.0%**
Release decision				
Detain/eligible pending arraignment	3,176	82.5%	5,909	80.5%
None	34	0.9%	285	3.9%
Release	640	16.6%	1,144	15.6%
DPO Reason for Detain				
High risk to fail based on VPRAI	224	5.8%	410	5.6%
High risk for threat to the public	198	5.1%	618	8.4%
Mandatory detention per PC 1319	2,756	71.6%	4,885	66.6%

Source: Alameda County Probation Department & Alameda County Sheriff's Office

As noted previously, the Alameda County courts are now using the PSA to assess persons for pretrial release. Table 21 provides some limited metrics on the PSA's use. Between October 24, 2022 and April 4, 2023, some 1,100 persons were assessed using the PSA. The PSA is resulting in 49% of persons assessed being released. It is unclear what proportion of these releases is to 'own recognizance' or to some sort of supervision and after staying how many days in jail. Ideal metrics would show that these cases are being released before cases not being recommended.

Of those released, 12 percent have had an FTA and 24 percent have committed a new crime. It is highly recommended that further investigation be conducted on the number of assessments being done using the PSA and the types of releases that result (supervised or otherwise) with a controlled study of success rates. With more detailed data from further study, more concrete conclusions may be reached.

Table 21. PSA Metrics October 24, 2022 – April 4, 2023

Bookings Assessed	1,109
Assessment Result	
Detain	51%
Release	49%
Average Time from assessment to release	26 hours
Performance Measure	**Rate**
Failure to appear	13%
New criminal activity	24%
New violent criminal activity	7%

Source: Superior Court of California, Alameda County

IV.   ANALYSIS OF PERSONS WITH A PROBATION STATUS ASSOCIATED WITH SANTA RITA JAIL RELEASES

Data on probationers came from the Alameda County Probation Department. These data were a list of all probation referral statuses for each probationer. Ideally, these data would have been matched to the Santa Rita Jail release data using a combination of ID number (PFN) and the charge event number (CEN). However, the completeness of the data with regards to CENs was questionable. Instead, data were matched by PFN and a range of dates for which active referral statuses were available. A probationer status was associated with a specific booking event in the jail if the referral status changed between the booking and release dates or if a referral status was active six months prior to the booking date. An active referral status here is any status event that did not indicate the termination of probation supervision.

Tables 22 through 24 contain the probation status data. Tables 22 and 23 compare jail releases that had or started a probation status while in jail with those that did not by general attributes and most serious charge. Table 24 lists the probation status of cases at release from the jail.

Santa Rita Jail 2021 Releases Associated with Probation Supervision versus Non-Status

1. Persons entering or exiting the jail with an associated probation status averaged a longer LOS than the release without a probation status.

2. The number of releases with an associated probation status decreased each year from 2019 to 2021. This is commensurate with declining probationer caseloads in Alameda County. According to the Alameda County Probation Department data dashboard, the Q4 2019 caseload of 9,032 declined to 7,631 for Q4 2020 and to 5,049 for Q4 2021.

3. Most releases with an associated probation status in 2021 had a most serious felony charge associated with their jail stay. It is not possible to effectively determine if these charges were directly associated with the offenses for which an active probation supervision was referred or for a new charge acquired while on supervision. For non-status releases in 2021 only half had a serious felony charge.

4. The probation status at release for most cases, 2019-2021, was at the felony level and active or pending action.

5. On average, from 2019 through 2021, releases from the Santa Rita Jail with a felony probation revocation status accounted for 18 percent of the probationers.

6. The long average length of stay for persons with a probation status in 2021 may indicate that case processing or procedures for persons returned while under probation supervision is long and a driver of the jail ADP. It is highly recommended that further investigation be done on probation revocation procedures and how they may be streamlined for individuals in custody.

Table 22. 2021 Releases Probationer Status versus Non-Status by Most Serious Charge

Attribute	Non-Probation			Probation Status		
	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)
Total	20,742	100.0%	14.2	3,837	100.0%	127.0
Gender						
Male	16,382	79.0%	16.5	432	11.3%	79.5
Female	4,359	21.0%	5.6	3,405	88.7%	133.0
Other	1	0.0%	6.5	0	0.0%	-
Race						
African American	7,562	36.5%	15.2	1,862	48.5%	140.4
Hispanic	6,415	30.9%	12.2	961	25.0%	130.5
White	4,567	22.0%	16.4	741	19.3%	89.0
Other	2,198	10.6%	12.3	273	7.1%	126.5
Age at Release						
18 - 24	3,288	15.9%	9.3	445	11.6%	196.0
25 - 34	7,538	36.3%	12.5	1,446	37.7%	116.1
35 - 44	5,416	26.1%	17.9	1,150	30.0%	124.2
45 and older	4,500	21.7%	16.4	796	20.7%	112.2
Average Age	36.0			36.8		
Median Age	34.1			35.2		
Admission Reason						
Court	80	0.4%	21.6	11	0.3%	52.4

Table 22. 2021 Releases Probationer Status versus Non-Status by Most Serious Charge

Attribute	Non-Probation			Probation Status		
	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)
Total	20,742	100.0%	14.2	3,837	100.0%	127.0
DA citation	1	0.0%	0.4	0	0.0%	-
DA warrant	790	3.8%	16.4	428	11.2%	140.0
Enroute	3,024	14.6%	48.7	270	7.0%	82.0
On view	15,892	76.6%	6.9	2,711	70.7%	110.3
Others	187	0.9%	0.5	12	0.3%	11.7
React warrant	1	0.0%	n/a	2	0.1%	n/a
Warrant	767	3.7%	26.8	403	10.5%	248.5
Bail at Release						
None	7,238	34.9%	31.3	1,998	52.1%	155.6
$500 or less	52	0.3%	8.5	13	0.3%	145.4
$501-$2,500	1,430	6.9%	1.4	65	1.7%	54.0
$2,501-$5,000	2,448	11.8%	4.5	334	8.7%	75.4
$5,001-$10,000	2,363	11.4%	4.3	218	5.7%	58.5
$10,001 and over	7,211	34.8%	6.3	1,209	31.5%	110.1

Source: Alameda County Probation Department & Alameda County Sheriff's Office; Note: LOS cannot be determined for React warrant cases due to data issues.

Table 23. 2021 Releases Probationer Status versus Non-Status by Most Serious Charge

Charge	Non-Probation			Probation Status		
	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)
Total	20,744	100.0%	14.2	3,837	100.0%	127.0
Total Felony	10,458	50.4%	22.5	3,564	92.9%	122.3
Violent	4,449	21.4%	18.2	1,913	49.9%	177.2
Assault/battery	1,174	5.7%	22.3	613	16.0%	151.6
Robbery	541	2.6%	28.8	445	11.6%	163.1
Domestic violence	1,062	5.1%	4.2	73	1.9%	37.3
Sex	293	1.4%	34.4	193	5.0%	305.0
Murder	98	0.5%	250.4	124	3.2%	901.9
Other Violent	1,281	6.2%	15.2	465	12.1%	101.1
Drug	773	3.7%	34.1	181	4.7%	51.9
Drug Sale	700	3.4%	37.1	173	4.5%	52.3
Drug Possession	73	0.4%	5.2	8	0.2%	43.0
Non-Violent	5,236	25.2%	24.5	1,470	38.3%	59.6

Table 23. 2021 Releases Probationer Status versus Non-Status by Most Serious Charge

Charge	Non-Probation			Probation Status		
	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)
Total	**20,744**	**100.0%**	**14.2**	**3,837**	**100.0%**	**127.0**
Weapons	848	4.1%	31.5	155	4.0%	76.1
Burglary	691	3.3%	14.4	450	11.7%	82.3
Vehicle theft	837	4.0%	5.2	392	10.2%	37.6
Probation/parole violation	891	4.3%	48.4	42	1.1%	15.0
Fraud/forgery	345	1.7%	21.6	104	2.7%	37.6
Non CJIS	257	1.2%	78.8	43	1.1%	91.8
Theft	376	1.8%	6.6	112	2.9%	35.9
DUI	92	0.4%	8.4	27	0.7%	149.1
Other Non-Violent	182	0.9%	28.6	20	0.5%	45.7
Other Property	717	3.5%	11.0	125	3.3%	52.6
Misdemeanor	**9,840**	**47.4%**	**2.4**	**248**	**6.5%**	**10.7**
Violent	2,232	10.8%	3.8	83	2.2%	21.8
Drug	1,927	9.3%	0.9	75	2.0%	3.4
DUI	2,292	11.1%	4.3	8	0.2%	27.3
Property	1,041	5.0%	1.1	26	0.7%	3.8
Other Non-Violent	2,348	11.3%	1.1	56	1.5%	4.9
Other level	**240**	**1.2%**	**104.4**	**12**	**0.3%**	**127.1**
Unknown	**206**	**1.0%**	**1.5**	**13**	**0.3%**	**0.2**

Source: Alameda County Probation Department & Alameda County Sheriff's Office

Table 24. Probation Status at Release

Probation Status	2019			2020			2021		
	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)	Number	Percent	Average Length of Stay (days)
Total	**5,858**	**100.0%**	**96**	**4,352**	**100.0%**	**61.2**	**3,837**	**100.0%**	**127.0**
Total Felony Level	5,728	98%	98.0	4,325	99%	61.2	3,792	99%	128.2
Active	2,495	43%	63.0	1,341	31%	77.3	1,481	39%	88.8
Closed administrative	492	8%	398.3	153	4%	336.9	328	9%	684.7
Closed neutral	38	1%	67.7	32	1%	42.0	27	1%	79.1
Closed successful	87	1%	91.7	53	1%	25.7	64	2%	41.6
Closed unsuccessful	66	1%	219.4	31	1%	219.8	50	1%	239.3
Pending	816	14%	114.9	1,442	33%	44.2	1,024	27%	96.4
Prop 63	385	7%	22.5	125	3%	21.6	116	3%	28.7
Probation granted	650	11%	97.8	120	3%	124.1	0	0%	-
Revoked	699	12%	24.5	1,028	24%	18.1	702	18%	15.8
Total Misdemeanor Level	130	2%	20.0	27	1%	58.5	45	1%	25.7
Misdemeanor Revoked	9	0%	3.9	5	0%	2.8	12	0%	6.0
Misdemeanor All other	121	2%	21.2	22	1%	71.2	33	1%	32.9

Source: Alameda County Probation Department & Alameda County Sheriff's Office

V. PROJECTIONS OF THE SANTA RITA JAIL POPULATION

As discussed previously, he simplest way to analyze a jail population is as follows:

Admissions x LOS = ADP (Average Daily Population) /365.25

From this baseline methodology, the Wizard simulation model adds complexity and increases the accuracy of forecasting a local jail population by disaggregating the population into key groups with similar paths through the justice system. The Wizard Simulation model is an example of a stochastic entity in the sense that the model is conceptually designed around the movement of individual cases (detainees) into, through, and out of a local prison. The model also makes use of the Monte Carlo simulation techniques by adding an element of randomness to the simulation model. Random numbers are generated and used by the simulation process to determine the offender group composition and lengths of stay associated with a system. Individual cases are processed by the model through a series of probability distribution arrays or matrices that provide computations for specific cases. When loaded with accurate data, the model mimics the flow of detainees though a local jail and produces a monthly forecast accurate to within ±2 percent.

Table 25 below presents the forecasts generated from this model by gender. Figure 7 displays the total ADP forecast and the total ADP forecast with peaking. Both a baseline projection and a projection with the peaking factor included were generated from the Wizard model.

The baseline forecast is built around the following key assumptions:

1. Bookings will continue to rebound through 2024 but remain under pre-COVID-19 levels. From here admissions will grow at a rate similar to the overall Alameda demographic population growth.

2. A gender specific peaking factor is built into the forecasted ADP equal to the peaking factor observed from 2021-2022.

The baseline forecast projects the Santa Rita Jail ADP to grow at an average annual rate of 0.51 percent between 2023 and 2037. The forecasted ADP in 2037 is 2,806. The baseline forecast presented here assumes no new programs, diversions, alternatives to incarceration, nor faster jail processing times will be implemented over the forecasted time frame.

Table 25. Projections of the Santa Rita Jail Population 2023-2037
Baseline & with Peaking

Year	Males		Females		Total	
	ADP	ADP with Peaking	ADP	ADP with Peaking	ADP	ADP with Peaking
2023	2,086	2,434	150	178	2,236	2,612
2024	2,127	2,482	154	183	2,281	2,664
2025	2,137	2,494	156	186	2,294	2,680
2026	2,137	2,493	159	189	2,295	2,681
2027	2,152	2,511	160	191	2,312	2,701
2028	2,184	2,548	161	192	2,346	2,740
2029	2,200	2,567	162	192	2,362	2,759
2030	2,205	2,572	163	193	2,367	2,765
2031	2,209	2,577	164	194	2,373	2,772
2032	2,213	2,582	164	195	2,378	2,778
2033	2,218	2,587	165	196	2,383	2,784
2034	2,222	2,592	166	197	2,388	2,789
2035	2,226	2,597	167	198	2,393	2,795
2036	2,230	2,601	168	200	2,397	2,801
2037	2,233	2,605	169	201	2,402	2,806
Average Annual Percent Change	**0.49%**	**0.49%**	**0.84%**	**0.87%**	**0.51%**	**0.52%**

Figure 7. Santa Rita Jail Forecast
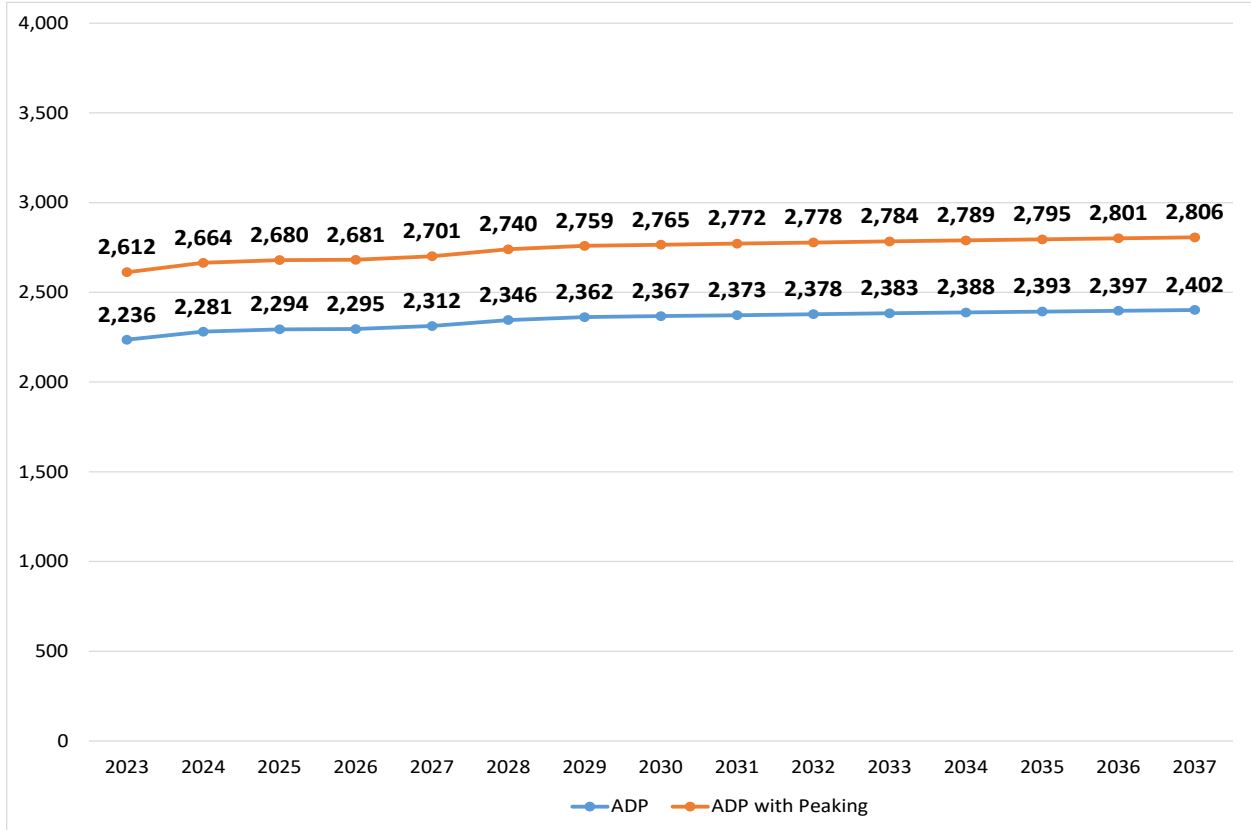
VI. RECOMMENDATIONS

The following recommendations are chosen based on the analysis of the Santa Rita Jail presented in this report. These recommendations should be seen as a first step in putting policies and procedures in place to use jail bedspace more responsibly in Alameda County. These recommendations would each need further analysis, pilot testing, and planning before being put into practice.

1. Implement a Jail Population Review Team (JPRT)

As shown in the population analysis portion of this report, large contributors to the current jail ADP are people sentenced to state prison, released to probation, federal inmates and, those released on their own recognizance. The jail stay of these groups is heavily dependent on court decisions that cannot be modified by the Sheriff. For a substantial decline in the Santa Rita Jail population to occur there must be actions taken that would effectively reduce the length of stay for these release groups.

Increasing the efficiency of case management is a difficult and complicated task. A good start to the process, and one that benefits other facets of the jail, is the creation of a jail population review team (JPRT), the purpose of which is to regularly review the jail population to find persons who meet certain criteria that suggest they should not be further incarcerated. Alameda County currently does not have a JPRT or an associated jail population manager.

The primary recommendation of this report is for Alameda County to implement a JPRT. This group would consist of the following members:

1. Sheriff's Office Representative;
2. District Attorney Representative;
3. Superior Court Judge;
4. Public Defender Representative;
5. Department of Probation Representative;
6. Behavioral Health Services Representative; and
7. Pretrial Services Representative.

The JPRT would establish the criteria for examining individuals and would allow panel members to be empowered to provide recommendations regarding such matters as bail amounts, pretrial release recommendations, and plea agreements.

One often targeted group in these situations are individuals who are highly likely to receive a prison sentence but have had their final court disposition delayed due to a variety of court continuances. To identify these people the following selection criteria is recommended:

1. Person's legal status is pretrial and;
2. Person has been incarcerated for more than 180-365 days.
3. Person needing complex behavioral health referrals and treatment.

The task of the JPRT would be to review these cases to see if a suitable plea agreement can be reached between the DA and defense counsel. Expediting the plea agreement would pose no risk to public safety as these people will continue to be incarcerated in state prison once convicted.

A second targeted group for the JPRT would be pretrial detainees who have been incarcerated for over 30 days. This group is less likely to receive a prison sentence and may have more complex cases, warrants and violation. They are also possible candidates for supervised pretrial release. The task of the JPRT would be to determine which of these people could be released on their own recognizance or to pretrial supervision or have their plea agreements expedited.

Initial steps for convening a JPRT:

Conducting a "stress test" for the jail system is an excellent way to initiate conversation among stakeholders on the issues surrounding delays in case processing. The purpose a stress test is to conduct a case-based review of a representative sample of people who have been recently released from the jail, who, under jail population reductions measures, would not be incarcerated in the future or could served less time in jail if the plan is implemented. In other words, it is testing whether jail population reductions measures will have the desired impact on the jail population if successfully implemented. But it will also point out other options the jail should consider in its jail reduction plan.

The methodology of the stress test involves analyzing two data files (the past 12 months of jail releases and a snapshot of the current jail population) and identifying people who have been targeted by the jail system to either 1) be diverted from the jail and/or 2) have their length of stay (LOS) reduced.

Typically, about 30-40 cases are selected in advance. The stress test is administered by an outside, independent (i.e., unbiased) consultant. The sample selection is done in close coordination with the site. For each case sampled, the jail will need to create a packet of information to be reviewed by the participants. That packet should include each case's arrest description, criminal history, any risk assessment, and other relevant factors that the criminal justice system will consider in diverting the person from the jail or reducing the LOS.

In the room should be a representative from the Sheriff's Office, a District Attorney representative, a Superior Court Judge, a Public Defender, a Probation Department representative, a Behavioral Health Services representative, and a Pretrial Services representative. In short, the stress test serves as a practice JPRT. There should be a single person who presents the "case" to the group who then determine whether this person can 1) be diverted from the jail or 2) have their length of stay reduced by releasing the person to the community (and perhaps a program) or expediting the processing of the case. This process should take about 3-4 hours.

2. Increase the Efficiency of Case Processing

Increasing efficiency and expediting case processing is an area Alameda County should invest in. It is well recognized that delays in the time it takes to dispose of criminal charges pose a major problem in the U.S. criminal courts, particularly following the COVID-19 pandemic. The National Center for State Courts (NCSC) has concluded that one of the major reasons for excessive court delay is the excessive use of requests for continuances – especially for those people detained in pretrial status.[3]

Building off knowledge gained from the JPRT, Alameda County should develop a formal policy on the issuance of continuances in terms of how they should be submitted to the court, reasons for the continuance and the length of the continuances. There are also resource related issues that impact the use of continuances. Reasons for repeated continuance should be examined and new alternatives, funding, or programs initiated to alleviate the delays. Such delays in other jurisdictions typically revolved around insufficient resources allocated for the defense, delays in assigning counsel, adequate time to review the case, and the associated evidence, or discovery of a conflict whereby new counsel needs to be located and assigned. In addition, the resolution of supervision violations often delays case processing.

Specifically for Alameda, efforts should be made to streamline the probation violation process. As shown earlier in this report, persons exiting the Santa Rita Jail with a probation status averaged over 100 more days in jail (in 2021) than those without a probation status.

Initial steps for increasing the efficiency of case processing:

Like the creation of a JPRT, holding a stress test for the jail system is the ideal environment for introducing and discussing with pertinent stakeholders the policies and ideas that could reform case processing. In addition to diverting offenders from jail, the focus of a case processing centered stress test is to identify longer portions of a case disposition's history to discuss how these can be improved.

3. Increase data management and production of standardized reports.

The Santa Rita Jail has a large amount of data at its disposal. The data extract files provided for analysis in this study were of an excellent standard. The scope of variables available were broad and the counts and statistics accurately reflected the Santa Rita Jail population. Further, a data warehouse office has already been established

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[3] https://www.ncsc.org/__data/assets/pdf_file/0017/53216/Delivering-Timely-Justice-in-Criminal-Cases-A-National-Picture.pdf

and staffed. Expanding use of the data warehouse and empowering it with the ability to generate standardized reports that protect inmate privacy but promulgate essential data to stakeholders would be an easy reform to implement.

While these data were certainly not complete, the large amount of information available, if organized and merged properly, could be used by staff and, most importantly, a JPRT to make informed decisions concerning jail operation. A data-informed approach will be essential for:

1. The development of performance measures. This is particularly necessary in the case of the new Pretrial Program.
2. The determination of the impact of policy changes, programs, and other reforms on the number bookings and length of stay of these bookings in jail. As we have demonstrated in this briefing document, these are the key monitoring factors for jail reduction strategies. The Santa Rita Jail currently does not have any way of tracking these statistics let alone disaggregating them into the various groups impacted by reforms.
3. The analysis of data to identify jail trends is a necessity for understanding how a jail works. Planning for future needs cannot happen effectively without first understanding a jail system as it is.
4. Information sharing with other agencies and medical and behavioral health organizations has recently improved in Alameda County as a data sharing agreement has been created between stakeholders. Timely information sharing improves outcomes and saves resources. Information sharing efforts can be interfered with by the misunderstanding of patient privacy regulations. Laws such as HIPAA are often misinterpreted, leading administrators to take overly conservative approaches with respect to protected information. Medical and behavioral health information is essential for planning programming needs both during jail stays and post-release. A further benefit of the creation of a JPRT is that its compilation of diverse stakeholders will enable trust by identifying common informational needs and allowing consensus in the proper way to share essential data.

Specific recommendations for improvement to the jail data are as follows:

1. Increase the usage of the current data warehouse to include standardized report production.
2. Link jail data to the Pretrial Program data.
3. Establish standardized outcomes in the data for the Pretrial Program.
4. Link jail data to medical and behavioral health data, being mindful to protect patient privacy.
5. Add jail classification and security information to the data.
6. Add a standardized legal status to the jail data.
7. Standardize the way release mechanisms are identified in the jail data.
8. Establish daily, weekly, and monthly standardized reports to be used by staff, stakeholders, and a JPRT. Specifically, create a monthly jail release report (to include number of releases, LOS, method of release).
9. Develop a link between all active criminal cases to persons in custody.
10. Develop a court continuance data file and report (to include requested by whom, reason date, length approved).

Initial steps for increasing data management:

The initiation of a monthly convening of all relevant agency's data staff focusing on data exchange, source management, validity, completeness of all data items, and potential security issues as they arise.

4. **Expand Pretrial Release and Explore Removing Limitations**

Alameda County should seek opportunities to expand the Pretrial Program to include supervised release for defendants charged with a broader array of felony crimes and who have been in custody for three days or more. There is strong evidence that supervised pretrial release is an effective method for reducing the pretrial felon population in jail systems. Alameda County's pretrial assessment program is currently utilizing the Arnold Foundation PSA to gauge pretrial release risk for cases. The VPRAI is no longer in use.

While the VPRAI is not being used, analysis has shown that, although the VPRAI recommends release for a larger number of individuals, because of pre-existing State and other procedural limitations, very few of the low risk classified individuals are being released. Some low-level ranked individuals were held longer than more serious felony charged individuals who make bail. It should be determined by further study of the PSA is also subject to this limitation. This policy needs examination and revision at some level if it is also hampering the PSA's ability to funnel persons to pretrial supervision.

Initial steps for expanding pretrial release:

The Alameda County courts are currently using the PSA to assess persons for pretrial release to the community. Comprehensive case level data on the PSA's use and long-term performance is currently limited. It is highly recommended that further study of the PSA be done to determine if its use can be expanded and/or improved upon. Further, a review of policies that limited the use of pretrial release under the VPRAI (PC 1319) should be completed to determine if they can be amended to allow for earlier pre-trial release.

5. **Explore the Reduction or Elimination of Federal Inmates**

As seen in the data presented in this report, federal inmates committed and held for the US Marshal Service total over 300 on any given day. This amounts to a sizeable proportion (14 percent in December of 2021) of the average daily jail population. Most of these individuals are housed on a felony violation warrant or a weapons charge.

Table 26. Federal Cases by Classification Level March 13, 2023

Classification Level	Federal		All Other	
	Number	Percent	Number	Percent
Total	**320**	**100%**	**1,435**	**100%**
General Population	223	70%	992	69%
Minimum	136	43%	301	21%
Medium	42	13%	363	25%
Maximum	45	14%	328	23%
Restricted	95	30%	371	26%
Protective custody	45	14%	240	17%
Protective custody/behavioral health inmate	6	2%	40	3%
Restricted housing	29	9%	65	5%
Gang	15	5%	26	2%
Unclassified	2	1%	72	5%

It is recommended the level of federal inmates housed in the Santa Rita Jail be evaluated and

reduced/eliminated to save costs. As shown in Table 26, many of these inmates require specialized housing in restricted areas (30 percent on March 23, 2023) or in maximum security bedspace in the general population (14 percent).

Initial steps for reduction of federal inmates:

Convene stakeholders to consider serious changes in the policy concerning the housing of federal inmates.

6. Begin Assessing Behavioral Health Needs at Intake and Explore Alternative Options

In terms of behavioral health, jail staff need to understand which bookings to focus on and what will address a person's needs. Developing a standardized assessment to coordinate with the classification/intake system will service both staff and the jail population. Currently, all individuals entering the jail are screened by the County's Behavioral Care Services and are assign to a level of care (1 through 4 or max). Current estimates show the jail population at each level provided below:

Assigned Level of Care	Number	Percent
Level 1	328	22%
Level 2	348	24%
Level 3	163	11%
Level 4	7	1%
Max Level	586	40%

*Data provided for 4/17/2023

While overall numbers were available as described in the table above, at the time of the writing of this report, more detailed individual case level data was not provided. It was reported that a data sharing agreement was signed between stakeholders so that the process of assessing the jail population's behavioral and medical health needs could begin. However, the case level health data provided for this report, despite the signing of the data sharing agreement and County attorney's approval of mitigation measures, had all charge data removed by health officials so further analysis could not be done.

Information sharing efforts are still being hampered by overly conservative approaches with respect to protected information. Medical and behavioral health information is essential for determining potential diversion placements and planning programming needs both during jail stays and post-release.

Initial steps for exploring alternative options:

Similar to creation of a JPRT, holding a stress test for the jail system is the ideal environment for introducing and discussing with pertinent stakeholders the policies and ideas that could lead to changes in the current systems way of assessing behavioral health needs. This type of exercise could generate further trust and allow health data to be shared and utilized on an ongoing basis for improvement of the criminal justice system for all participants.

VII.   OPPORTUNITIES FOR FURTHER JAIL BEDSPACE REDUCTION

The following represent areas for opportunities within the Alameda adult justice system and Santa Rita Jail that will reduce the ADP within the jail and reduce prolonged involvement of individuals with the justice system. The five areas presented below stem from analysis presented in the above report data analysis section

and summaries of these data are presented in each area. It must be stated that these are areas of opportunity to reduce the jail population but require additional research, data collection and pilot testing before implementing. This section is intended to assist the RAJ effort in its efforts to reduce harm and reimage how the Santa Rita Jail and its limited bed capacity can be used most effectively and with limited risk to public safety.

1. Housing Federal Inmates

On December 28, 2021, approximately 381 offenders were housed in the Santa Rita Jail under federal jurisdiction by custody of the US Marshals. As displayed in the tables below, these individuals are held on violations and spend 129 days in custody on average. Housing federal inmates is often not a requirement of county jails and eliminating the agreement to house the individuals long-term could have the potential to save around 300 beds in the Santa Rita Jail.   More investigation would be needed to examine the underlying County and State criminal charges the individuals may have to firmly estimate the bed space impact.

Table 27. Federal Cases in Santa Rita Jail on December 29, 2021

Attribute	Number	Percent	Average Length of Stay to Date (days)
Total	**381**	**100.0%**	**346**
Top Charge			
Felony	362	95.0%	341
Violent	23	6.0%	339
Drug	49	12.9%	355
Property	55	14.4%	547
Parole/probation violation	157	41.2%	340
Other non-violent felony	78	20.5%	191
Other	19	5.0%	357
Number of charges			
One	1	0.3%	340
Two	358	94.0%	300
Three or more	22	5.8%	313

Table 28. Federal Cases Released from Santa Rita Jail 2021

Attribute	Number	Percent	Average Length of Stay (days)
Total	**864**	**100.0%**	**129**
Top Charge			
Felony	777	89.9%	151
Violent	41	4.7%	163
Drug	119	13.8%	195
Property	73	8.4%	114

Table 28. Federal Cases Released from Santa Rita Jail 2021

Attribute	Number	Percent	Average Length of Stay (days)
Total	**864**	**100.0%**	**129**
Parole/probation violation	387	44.8%	92
Other non-violent felony	157	18.2%	213
Misdemeanor	7	0.8%	57
Other	80	9.3%	117
Number of charges			
One	3	0.3%	774
Two	826	95.6%	128
Three or more	35	4.1%	252

2. Probation Revocation LOS

Probation revocations moving through the Santa Rita Jail are currently serving 127 days, almost four times the overall LOS for all jail releases of 32 days. In is unclear why these individuals are serving longer than the average, and most cases are committed directly by the Alameda County Sheriff's Office. The table below shows that the majority of these cases are returned for either primary or a new violent felony or felony property crime. The cases serving the longest time when returned are eventually transferred to state prison on a conviction after serving over one year in the Santa Rita Jail. A more in-depth study is needed to determine (1) if any of the cases not transferred to state prison can be diverted or re-released on supervision in a more timely manner and (2) if expediting case processing for these cases would shorten the LOS in jail. The "stress test", mentioned in the recommendation section of this report, would provide such an examination. Based on estimates with the data currently available, shortening the LOS an average of 30 days for probation revocations would save an additional 300 beds.

Table 29. Releases from Santa Rita Jail 2021 with a Probation Status

Attribute	Number	Percent	Average Length of Stay (days)
Total	**3,837**	**100.0%**	**127**
Top Charge			
Felony	3,564	92.9%	137
Violent	1,913	49.9%	202
Drug	181	4.7%	52
Property	1,183	30.8%	56
Parole/probation violation	42	1.1%	15
Other non-violent felony	245	6.4%	84
Misdemeanor	248	6.5%	11
Other	25	0.7%	65
Number of charges			

Table 29. Releases from Santa Rita Jail 2021 with a Probation Status

Attribute	Number	Percent	Average Length of Stay (days)
Total	**3,837**	**100.0%**	**127**
One	295	7.7%	50
Two	406	10.6%	80
Three or more	3,136	81.7%	140
Arresting Agency			
Alameda County Sheriff's Office	1,584	41.3%	108
Oakland PD	775	20.2%	212
Berkely PD	258	6.7%	95
Hayward PD	188	4.9%	192
San Leandro PD	142	3.7%	114
Fremont PD	129	3.4%	146
BART	118	3.1%	87
Livermore PD	83	2.2%	71
Alameda PD	81	2.1%	76
Other	479	12.5%	71
Release Reason			
Gross time served	684	17.8%	117
Own recognizance	652	17.0%	85
Probation (formal)	555	14.5%	83
Bail/bond	366	9.5%	20
Picked up out of agency	364	9.5%	141
State prison term prescribed	261	6.8%	732
Citation in jail after booking	251	6.5%	33
Temporary emergency citation	195	5.1%	3
Release probation terminated	124	3.2%	22
Other	385	10.0%	115

3. Cases with LOS 48 hours and under

A total of just over 14,000 or 58% of all cases released from the Santa Rite jail in 2021 served under 48 hours with an average LOS of 13 days. As seen in the table below, the majority of the cases had only 1 charge for a misdemeanor crime, served just over 11 hours in jail before being released with a citation or on bond. These persons spend very little time in jail yet take up staff and booking resources. The half day length of stay also guarantees a disruption of their lives including job loss, childcare disruptions, and other familial disruptions. More investigation is needed to explore other alternatives including citations made by arresting police or a citation center rather than the jail. Eliminating these offenders from being brought to the jail and housed would not save a substantial amount of "hard beds", only 23, but would reduce the workload of admitting /releasing jail staff by over 55 percent.   Nationally, other jurisdictions have implemented similar proposed cite and release centers and/or triage centers in Lucas County, Ohio (Toledo), Charleston, South Carolina, Dane County, Wisconsin (Madison), Milwaukee, Wisconsin, Sioux Fall, South Dakota, Rapid City, South Dakota, Middlesex

County, Massachusetts, East Baton Rouge Parish, Louisiana, Tucson, Arizona, Waukegan, Illinois, Springfield Illinois, and South Bend, Indiana.

Table 30. Releases in less than 48 hours from Santa Rita Jail 2021

Attribute	Number	Percent	Average Length of Stay (hours)
Total	14,175	100.0%	13
Top Charge			
Felony	4,799	33.9%	40
Violent	1,861	13.1%	21
Drug	431	3.0%	15
Property	1,584	11.2%	17
Parole/probation violation	142	1.0%	20
Other non-violent felony	781	5.5%	17
Misdemeanor	9,084	64.1%	11
Other	292	2.1%	8
Number of charges			
One	5,580	39.4%	12
Two	4,262	30.1%	13
Three or more	4,333	30.6%	16
Arresting Agency			
Alameda County Sheriff's Office	3,955	27.9%	12
Oakland PD	2,379	16.8%	17
CHPD	975	6.9%	10
Livermore PD	862	6.1%	12
CHPH	783	5.5%	10
DPS	748	5.3%	11
Pleasant PD	449	3.2%	12
Freemont PD	433	3.1%	14
Alameda PD	373	2.6%	14
BART	371	2.6%	17
CHPO	354	2.5%	12
San Leandro PD	344	2.4%	17
Berkley PD	316	2.2%	22
Hayward PD	278	2.0%	19
Union PD	181	1.3%	15
Other	1,374	9.7%	14
Release Reason			
Citation in jail after booking	7,383	52.1%	10
Bail/bond	2,213	15.6%	15
Temporary emergency citation	1,870	13.2%	11
No complaint	1,022	7.2%	31

Table 30. Releases in less than 48 hours from Santa Rita Jail 2021

Attribute	Number	Percent	Average Length of Stay (hours)
Total	14,175	100.0%	13
Temporary emergency bail	448	3.2%	15
Pretrial probation OR	421	3.0%	17
Picked up out of agency	245	1.7%	27
Own recognizance	181	1.3%	37
Event booked in error	165	1.2%	4
Other	227	1.6%	20

4. Expediting Case Processing

Reducing overall LOS within the Santa Rita Jail is the single most effective way to reduce the jail population. Shortening the LOS in jail by 10 days overall would reduce the jail population by almost 700 beds. That kind of reduction across the board is not feasible and a more targeted approach to reduce case processing times is a more realistic option. The table below shows the LOS for offenders, not mentioned in the previous opportunities are those eventually transferred to state prison, those serving gross time served, those picked up out of agency and those released on probation (mostly not a revocation). Reducing the LOS by only 2-3 weeks for those four categories would save 325 beds. Further reduction, solely in offenders transferred to state prison, could save an additional 100-150 beds. Targeted approach to expediating case processing takes a coordinated effort and cooperation by all parties (judges, prosecutors and client attorneys) to reduce continuances and case dispositions delays. The "stress test", discussed earlier in this report, is an effective exercise in establishing where delays are occurring and how to target reductions. The implementation of a jail population reduction team can also assist in monitoring case processing times for induvial housed in jail.

Table 31. Releases from Santa Rita Jail 2021

Release Category	2021			
	N	Average LOS (days)	Percent of Releases	Calculated ADP
Total	24,579	31.8	100.0%	2,144
State prison term prescribed	295	684.1	1.2%	553
Gross time served	1,305	95.9	5.3%	343
Picked up out of agency	1,364	90.1	5.5%	336
Reason uncoded	912	101.9	3.7%	254
Own recognizance	2,138	40.6	8.7%	238
Probation (formal)	1,282	63.6	5.2%	223
Bail/bond	3,638	5.6	14.8%	56
Dismissed	205	79.3	0.8%	45
No complaint	1,931	5.3	7.9%	28
Release probation terminated	180	36.1	0.7%	18
Ordered released	53	104.3	0.2%	15

Table 31. Releases from Santa Rita Jail 2021

Release Category	2021			
	N	Average LOS (days)	Percent of Releases	Calculated ADP
Total	**24,579**	**31.8**	**100.0%**	**2,144**
Citation in jail after booking	7,699	0.7	31.3%	15
Temporary emergency citation	2,408	1.4	9.8%	9
Early Release	23	110.1	0.1%	7
Other	29	17.3	0.1%	1
Temporary emergency bail	484	1.0	2.0%	1
Pretrial probation OR	441	0.9	1.8%	1
Event booked in error	172	1.2	0.7%	1
Police officer release	19	0.5	0.1%	0
Part time served	1	3.9	0.0%	0

5. **Expansion of Pretrial Release**

From the data available for this report, it appears there are opportunities for expansion of pretrial release, either to own recognizance or to supervision. The Alameda County courts are now using the PSA to assess persons booked into the jail for pretrial release. Data is currently limited for the PSA and further investigation into the breadth of its use and performance is highly recommended.

From earlier analysis it is also clear there may be additional obstacles in implementing early pretrial releases for a wider range of individuals including regulations around PC 1319. Further investigation is needed on how to ease these regulations and how to utilize a pre-trial risk assessment instrument as it is designed.

GLOSSARY OF SELECT TERMS

Release reasons

849B (2) PC – A California penal code that permits police to release arrestees if there are insufficient grounds to make a criminal complaint.

Citation in jail after booking – Citation and release after completion of the initial booking process.

Temporary emergency citation – A COVID-19 mitigation measure allowing law enforcement to issue citations in the field or after booking with a release with a written promise to appear for persons meeting certain circumstances.

Temporary emergency bail – A COVID-19 mitigation measure issued by the Judicial Council of California ordering a temporary emergency bail schedule reducing bail to zero for misdemeanors and felonies with a list of offenses that are exceptions.

Miscellaneous

ADP – Average daily jail population for a one-year period.

ALOS – The average length of stay in jail, usually measured in days.

"At-risk" population – Males ages 15-34 have the highest risk of arrest in the nation. Males Ages 20-44 have the highest risk of incarceration in the nation.

Median – The value in the exact middle of a set of numbers.

Most serious charge – The charge with the highest severity for which a person has been booked into a jail. Charges are ranked by level (felony over misdemeanor, etc.) and by nature (violent over property, etc.). The most serious charge is a key determiner of a person's time spent in jail as more serious charges take longer to process in the courts and have more restrictions on the mechanisms for release from jail.

Non CJIS – A charge that does not have a corresponding penal code in the California Justice Information System.

PC 1319 – A California penal code that is listed as a mandatory override to detain on the Alameda County pretrial risk assessment form. The law, in summary, dictates that no person arrested for a violent felony may be released on his or her own recognizance until a hearing is held in open court before the magistrate or judge, and until the prosecuting attorney is given notice and a reasonable opportunity to be heard on the matter.

Peaking Factor – A rough estimate of maximum bed-space needs based on the actual ADP. It is defined as the percentage that the population peak for the year was above the daily average.

Praxis – A tool to assist pretrial services with developing bail recommendations and determining appropriate levels of case supervision. This tool that provides guidance to pretrial services relating to the appropriate recommendation of detain or release and risk posed by the defendant, that are reasonably necessary to address the risk of pretrial failure. If pretrial supervision is appropriate, the praxis also provides guidance for the appropriate level of supervision (frequencies and types of contacts) also known as differential case supervision.