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ACQUISITIONS

SANTA CLARA COUNTY CUSTODY  
CLASSIFICATION PREPROCESSING CENTER

FIRST YEAR FINAL REPORT

AMERICAN JUSTICE INSTITUTE

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SUMMARY STATEMENT: The Preprocessing Center is having a positive impact on the local criminal justice system, and it should be continued. Steps should be taken, however, to increase center efficiency by including drunk drivers, eliminating bypasses, and considering some combination of the social service and pretrial release function. Specific positive results of the project to date are:

1. A total of 4,227 arrestees have been processed. There have been 896 felony charges dropped and 266 added during the review process. There were 802 misdemeanor charges dropped and 590 added.
2. In the absence of the Preprocessing Center, 652 additional individuals would have been booked into the pretrial jail and approximately 496 would have remained for an average of 6.3 days.
3. Conviction rates are significantly higher when comparing a random sample of individuals screened at the center with a random sample of comparable cases prior to the project.
4. The number of charges requiring change at points in the justice system subsequent to the initial booking are significantly lower for cases processed at the center.
5. There has been no increase in risk to the community as a result of increased citations and release.
6. The knowledge of field officers regarding custody and charging decisions has improved.
7. Attitudes of patrolmen toward social services, pretrial release, and the Preprocessing Center have become more positive.
8. The jail population is down by a factor of 13 beds a day, even though arrest and criminal activity in the courts are up.
9. There have been a total of 572 referrals made to various social services over the course of the project.

Negative aspects of the project center in the fact that the program is operating below full efficiency. Drunk drivers are not being processed and a number of eligible cases are bypassing the center. The grant specified that the only exceptions to the screening process would be cases involving public drunkenness, warrants, or the threat of physical violence during preprocessing.

SUMMARY RECOMMENDATIONS: It appears that project efficiency could be increased by incorporating the following changes:

1. Begin the systematic processing of drunk drivers.
2. Establish audit procedures and administrative policy to investigate and control center bypasses.
3. Consolidate the pretrial release and social services function.
4. Authorize district attorneys to exercise PC Section 17 where appropriate in felony arrests.



## 1.0 INTRODUCTION

This first year final report summarizes the first nine months, January to September, of operation of the Custody Classification Preprocessing Center. Under contract with the County of Santa Clara, the American Justice Institute's Center for Program Services is conducting an independent evaluation of this LEAA discretionary grant project. Additional evaluation reports will be forthcoming in the second project year.

The Preprocessing Center is a unique demonstration project, partially funded through LEAA Pilot "0" discretionary funds and operated through the Office of the District Attorney of Santa Clara County, California. A consortium of agencies provide the personnel to give the center a wide range of expert case review and screening in the areas of law enforcement, prosecution, and human services.

The goal of this project is to improve the quality of justice in Santa Clara County by:

1. Assuring that arrested persons are initially charged at the appropriate level (felony or misdemeanor) and with the appropriate offense(s).
2. Assuring that persons requiring custody in pretrial detention are, in fact, detained; and that those not requiring presentence detention do not enter the pretrial jail.

Some of the expected benefits of the project include: increased supervision and training of field enforcement officers; reduction in admissions into the pretrial jail facility; reduced number of charges handled by the district attorney and the courts; improved charging practices and increased conviction rates of those booked and of those against whom complaints are filed; reduced number and rate of jail "kickouts" (no charges filed); and increased linkage of troubled people with appropriate community agency services.

### 1.1 FACILITIES AND OPERATING HOURS

The Custody Classification Preprocessing Center is located along the driveway leading to the ramp for the booking area of the main pretrial jail. This jail has a capacity of about 525 inmates and serves 13 separate law enforcement jurisdictions in the County, in addition to the highway patrol. The center is divided into three main areas: (1) arrestee holding and restrooms, (2) staff work area, and (3) conference and lounge area.

The Preprocessing Center is open 24-hours a day, seven days a week. It is staffed by a deputy district

attorney, a San Jose Police Department sergeant, a pretrial release specialist, and a crisis intervention specialist (social worker).

## 1.2 CENTER OPERATION

All "on-view" or "probable cause" arrestees, with certain exceptions, of the San Jose Police Department, Santa Clara County Sheriff's Department, Campbell Police Department, Milpitas Police Department, and the California Highway Patrol are taken to the Custody Classification Preprocessing Center. The center does not handle drunk-in-public cases,<sup>1</sup> or persons who are exceptionally violent. Although potentially eligible, drunk drivers are not yet being processed.

When an officer(s) brings an arrestee to preprocessing, he either secures the person in a chair which has a special rail for handcuffs, if required, or places the person in a large steel mesh holding area. If the person requires brief maximum security, which is very rare, three air conditioned cells equipped with a two-way intercom are available. Restrooms (male and female) and a drinking fountain are present for arrestee comfort and for staff use.

Once the individual is secured, the arresting officer(s) completes the first section of the Arrestee Activity Record (cf Appendix A). This section of the record indicates basic identification information and charges against the arrestee. If the arrest was made by the San Jose Police Department or by the Sheriff's Department, the officer(s) then confer with a sergeant or sheriff supervisor and with the deputy district attorney. In most cases conferences with a supervising officer and the deputy district attorney occur simultaneously. When other jurisdictions use the center, they simply confer with the deputy district attorney. On occasion, they may contact their field supervisor by telephone.

In these conferences, elements of the arrest and crime are reviewed, followed by a charge and custody decision. Both the police supervisor and the district attorney independently indicate whether or not they feel that the original charges should be changed, and they indicate their reasons for so believing.

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<sup>1</sup>The County has a Alcohol Detoxification Center and has recently "decriminalized" drunk-in-public which is drastically reducing these cases.

While the conference with a police supervisor and deputy district attorney is being held, the arrestee is interviewed by a pretrial release specialist who attempts to verify information obtained from the suspect, including a computer check (CJIC) on arrest history. The pretrial release specialist presents information to the police supervisor and deputy district attorney prior to the final decision.

Following the pretrial release specialist's interview, the crisis intervention worker talks with the arrestee regarding possible assistance from social services. More information on the function of the crisis intervention worker is given in Section 3.1.4.

If the decision is to book into the pretrial jail, officers take the arrested party to the main jail for the normal booking procedures. If the decision is against booking, officers return to patrol and the arrested party is either cited or released from all charges (849a or 849b). Social services may refer for follow-up service or a temporary residence. The center also has facilities for the arrestee to wait temporarily until a friend or relative can pick him up.

A chart depicting the flow of preprocessing events is provided in Figure 1.

## 2.0 EVALUATION DESIGN

An important goal of the Preprocessing Center is to assure that arrested persons are initially charged appropriately. Success in reaching this objective is being evaluated by pre- post comparisons of changes in charges, release without charge from jail, fluctuations in the pretrial jail population, and conviction rates.

The second major objective of preprocessing is to assure that an appropriate decision is made regarding whether or not an arrestee should be incarcerated pending trial. This is being evaluated by pre- post program comparisons of both the percentage of arrestees receiving jail sentences after adjudication, and failure to appear rates.

Other expected benefits of the center have also been examined. Tests of patrolmen field knowledge and attitudes have been administered on a before-after basis. A number of substudies have been conducted, and the impact of social service and pretrial release personnel is being examined through staff reporting procedures and interviews.

FIGURE 1 PREPROCESSING EVENT FLOW CHART

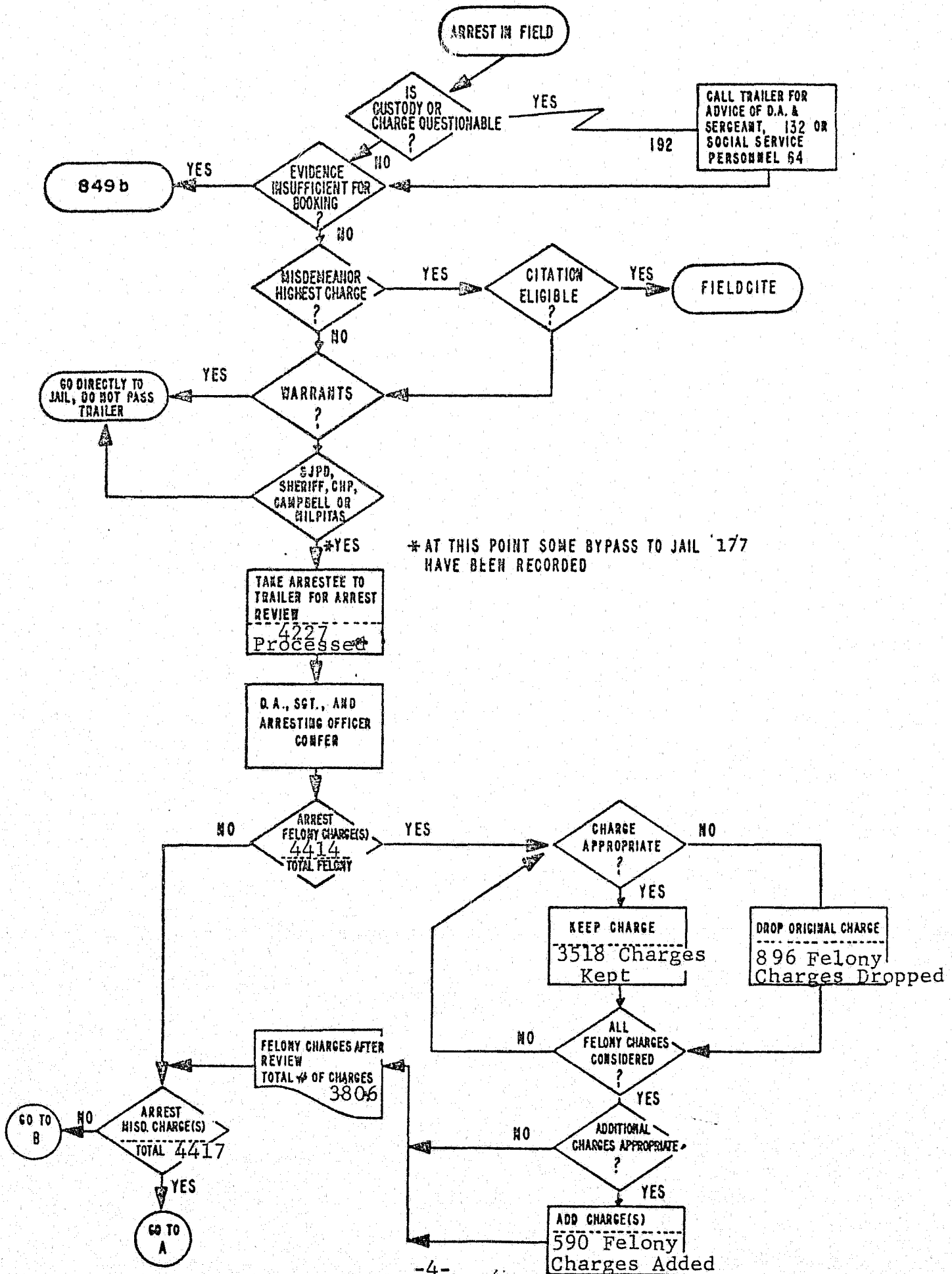
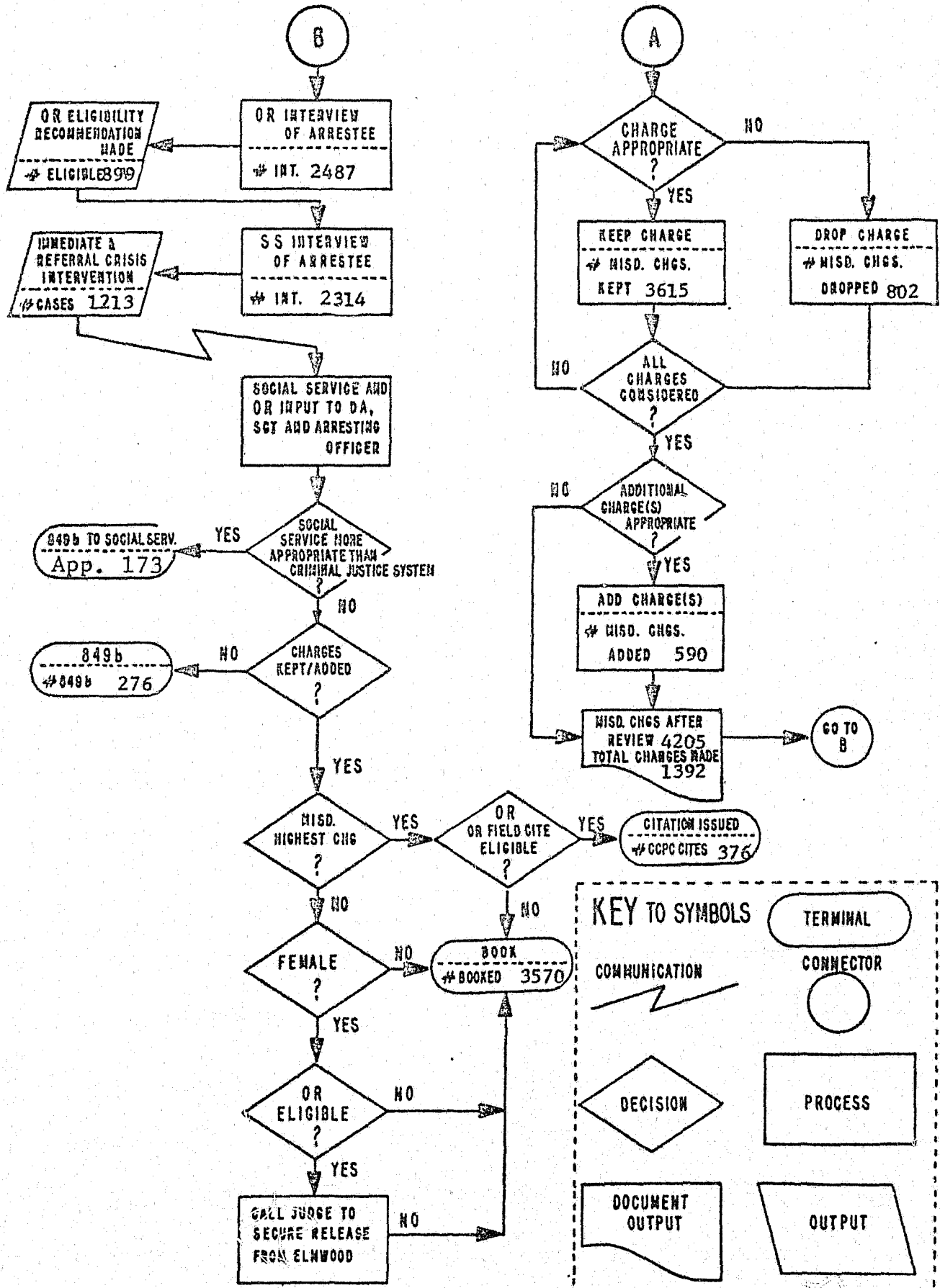


FIGURE 1 PREPROCESSING EVENT FLOW CHART (continued)



### 3.0 RESULTS

#### 3.1 IMPACT ON CUSTODY DECISIONS

##### 3.1.1 General Custody Decision Statistics

A total of 4,227 individuals were processed through the center between January 21, 1974 and September 30, 1974. This includes those who legitimately bypassed the center, i.e., who were exceptionally violent. In these cases, officers reviewed the case at the center before booking, but the arrestee was not interviewed. This does not include the approximately 177 plus individuals who qualified for pre-processing but bypassed the center for whatever unknown reasons. This problem is discussed in more detail in Section 3.9.3.

Table 1 below reviews the custody decisions for those brought to the center with either a misdemeanor or felony as the highest charge.

TABLE 1  
Custody Decisions by Original Charge

Disposition After Preprocessing Review	<u>Highest Original Charge</u>			%
	Misdemeanor	Felony	Total	
Released 849b	127	149	276	.06
Released by misdemeanor citation	292	84	376	.09
Booked with highest charge misdemeanor	1,035	114	1,149	.27
Booked with highest charge felony*	30	2,391	2,421	.57
Other	0	5	5	.01
Bypasses	-	-	-	-
TOTALS	1,484	2,743	4,227	100.00

\*Cases with one or more felony charges are ineligible by State law for citation release.

Two hundred and seventy six people were released 849b from the trailer, and a total of 376 individuals who would otherwise have been booked into the pretrial jail were issued misdemeanor citations during this period. A portion of these individuals would, however, have been released within a short time by the OR program. Forty percent (149) of those released and cited were OR eligible, and 13% (37) of those released without charges were OR eligible.

A total of 652 individuals, about 15.4% of all those processed through the trailer, were not booked into the pre-trial jail as a direct result of the preprocessing effort. Of this number, there were 466 individuals, or 11% of those processed, who avoided pretrial jail and who were not eligible for OR release.

### 3.1.2 Impact of Crisis Intervention Workers on Custody Decisions

Deputy district attorneys and police supervisors were asked to indicate those situations in which the OR information and/or the presence of social services was important in making a custody decision.

Overall, available social services had a reported impact on the custody decision in 173 cases (4% of all cases processed). These cases generally involved situations in which custody was mandatory unless the arrestee could be referred to a social service agency. Social service personnel, when filling the OR function, had an impact in 43 additional cases, making a total reported impact in 220 cases for crisis intervention specialists between March 8 and September 30.

### 3.1.3 Pretrial Release Input to the Custody Decision

Overall, the pretrial release specialist had a reported impact on the custody decision in 200 cases, 5% of all cases processed

There were 2,487 OR interviews conducted between January 21 and September 30. The average number of OR points for those interviewed was 6.7. This score would qualify one for release under the OR program standards. Fifty-six percent of those arrestees interviewed were recommended as OR eligible. An additional 44% were not recommended as eligible due to factors such as a lack of verified points, the nature of the offense for which the individual was arrested, other charges in process, and the state of the arrestee; i.e., drunk, combatant, etc.

In 60% of the cases (N=376) in which citations were issued at the center, those cited were not eligible for OR. There were 300 cases between March 8 and September 30 (7% of

the total bookings or 12% of all OR interviews), in which the arrestee was recommended as OR eligible but was booked anyway. This occurred in most cases, either because the arrest was for a felony charge, or because the behavior of the arrestee precluded the issuance of a citation in the opinion of the police supervisor and the district attorney. The recorded reasons for not releasing on OR are presented in Table 2.

TABLE 2

Reasons for Booking of Arrestees  
Who Did Qualify for OR  
(March 8 - September 30)

	<u>N</u>	<u>%</u>
Felony offense*	171	57.0
Behavior of arrestee	65	21.7
I.D./Investigation	21	7.0
Other previous offenses	17	5.6
Field officer insisted on booking	10	3.3
Arrestee insisted on booking	3	1.0
No interview	3	1.0
Mandatory booking	5	1.7
Other	<u>5</u>	<u>1.7</u>
TOTAL	300	100.0

\*Booking required by law.

3.1.4 Pretrial Release and Social Service Functions

When both pretrial release and social service interviews are performed, duplication of effort is involved. In determining if a need for referral service exists, the crisis intervention worker must elicit much of the same information from an arrestee that is used to make an OR decision. It is suggested that the two functions be combined in order to avoid duplication of effort.



The presence of social services and pretrial release in the center also comes into question when considering the data presented in the previous two sections. Social services and pretrial release are reported to have had an impact on the custody decision in only 4 and 5% of the total cases, respectively. The information or service provided by pretrial release and social services are critical in those cases where they have impact, and the center operation would suffer without their presence. It may be possible, however, to modify the operating procedure in a manner that would make the services available, but only as needed. It may be possible, for example, to utilize the OR worker in the jail to a greater degree, and to provide social services on an on-call basis. The County's Outreach-Crisis program and the Sheriff's Psychiatric Mobile Unit may also be able to help meet the need for temporary counseling and/or social service referral.

### 3.1.5 District Attorney Comments on Final Custody and Charge Decisions

There have been a few occasions when police or sheriff personnel have not agreed with a decision made at the trailer, although the number of disagreements is going down with time. Table 3 and Table 4 contain tabulations of the number of incidents in which the district attorney felt such strong disagreement with the decision of the sergeant and arresting officer, that he recorded his objections. These data were from the Arrestee Activity Record between March 8 and September 30.

A sample including 67 (or 40%) of the cases from March to June 30 was followed using data in the Criminal Justice Information Control (CJIC) to determine the outcome of situations in which the preprocessing district attorney recorded disagreement with the charges recommended by the police supervisor and arresting officer. In 75% of the cases where an arrestee processed through the center was later released 849b (N=32), the district attorney had recorded a recommendation that the individual involved should be released 849b from the trailer. Similarly, on 77% (N=35) of the charges that the preprocessing district attorney recommended be dropped, no conviction was obtained.

## 3.2 IMPACT ON CHARGING DECISIONS

### 3.2.1 Changes in Charges at the Center

One of the most vital functions of the personnel in the Preprocessing Center is to review the charges on which an individual has been arrested to determine if those charges are, in fact, appropriate. The following data, taken from the Arrestee Activity Record, illustrate the impact of the arrest review as it occurred through August 31. The flow

TABLE 3

District Attorney Comments Concerning  
Disagreement with Charging Decision

Comment	Number of Times
Should drop charges, insufficient evidence	70
Another charge is more appropriate	40
Potential problems, follow-up needed	34
Will not hold up (be filed)	25
Misdemeanor is more appropriate	21
Charge included in another	11
Should add charge	8
Other	<u>3</u>
TOTAL	212

Table 4

District Attorney Comments Concerning  
Disagreement with Custody Decision

Comment	Number of Times
Should cite	37
Should be released of charges	31
Should book	21
Other more appropriate	<u>6</u>
TOTAL	95

of preprocessing events and the statistics associated with each event are given in Figure 1.

A total of 4,414 charges for felony offenses were processed at the center during this time period. During the review by the district attorney and supervising sergeant, 1,162 changes were made, i.e., 896 felonies were dropped and 266 added. A total of 3,806 charges of felony were deemed appropriate for booking.

A total of 4,417 charges for misdemeanor offenses were reviewed, with a total of 1,392 changes made. These changes included dropping 802 charges and adding 590. A total of 4,205 charges of misdemeanor remained after review. These changes occurred for a variety of reasons, which are presented in Table 5.

The net change for felony and misdemeanor charges after case review and screening dropped by a factor of 595 charges. By correcting inaccuracies in the charging process at this stage, before the arrestee is processed further within the criminal justice system, the entire prosecution procedure becomes more efficient and accurate, as illustrated by results of a sample tracked through the system and reported in the next section.

### 3.2.2 Changes in Charges Subsequent to the Center

It was assumed in the grant proposal that the quality of charges in leaving the trailer would be of high caliber, hence requiring less change in subsequent parts of the justice system. Certainly, there have been dramatic reductions in charges between those recommended by arresting officers on entering the center and those agreed to after preprocessing as indicated in the previous section. Reported here, however, are changes in charges at subsequent points in the system as determined by tracking a sample of arrestees booked before the Preprocessing Center during the months of February through April 1973 (N=175), and a sample (N=185) of arrestees pre-processed during the same months of 1974.

The mean number of charges changed from arrest<sup>2</sup> to final disposition was 1.09 changes for those preprocessed and 1.65 for those in the 1973 sample, a significant difference. Quality of charges can also be measured by the number of people released from jail with no charges, i.e., no complaint filed. In the 1973 CJIC sample, 31% of those arrested were released 849b from jail. For those processed through the center, only 18% were released 849b from jail.

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<sup>2</sup>Defined by charges appearing on the booking sheet or citation.

TABLE 5

Reasons Behind Charging Decisions  
(Adding, Dropping, Maintaining Charges)

Reasons	No. of Times
Insufficient evidence	591
Corpus not present	419
Officer had wrong section, or new charge more appropriate or inclusive	340
Will not be filed by District Attorney's Office	370
Charges added--elements present at review	372
Search and seizure illegal	75
No indication of intent, forethought, or conspiracy	59
Identification or follow-up needed so suspect booked	45
Other	36
Diversion to social services more appropriate than booking	35
Additional count(s) of same charge(s)	43
Drug diversion, detoxification, hospitalization, other diversion	20
Bypassed CCPC*	18
Identification of suspect insufficient for charge	19
Charges added--warrants	19
Uncooperative arrestee	17
Parole, immigration, AWOL, etc., hold	8
Language problem	7
Arrestee will not sign citation	7
Charge added--uncooperative behavior in CCPC	6

\*This is not a complete tally of those who bypassed, only of comments.

Note: In some cases two or more reasons were cited on the Arrestee Activity Record as responsible for the changed charge, while in other cases, the individual suggesting the change did not cite a reason for that change.

It should also be noted that the above are verbatim comments from the Arrestee Activity Record as recorded by the district attorney and/or supervising sergeant.

This finding, combined with the reduced changes in charges observed, provide a strong indication of improved quality of charges following center screening and review.

### 3.2.3 P.C. 148 Substudy

One benefit of the Preprocessing Center is the relative atmosphere of objectivity in which charges are reviewed. This objectivity should be extremely beneficial in situations in which the arresting officer is personally involved with the case. An indication of the impact of district attorney and police supervisor input is found when the number and accuracy of charges related to resisting arrest or assault on a peace officer is examined. Comparisons were made between the 1973 baseline tracking sample and a sample (N=185) of individuals processed through the center. The penal code sections included for consideration were 148, 243, and 245b. All of these charges involve, in some manner or degree, resisting arrest, assault on a police officer, interfering with a police officer, etc.

The baseline sample included 172 individuals booked in 1973 who would have been eligible for processing through the trailer this year. Twenty-one of these persons were booked for one or more of the above charges including 19 charges of P.C. 148, five charges of P.C. 243, and two charges of 245b. A total of 13 filings were made in these cases, which included 10 for the original charge and three cases in which a charge of P.C. 243 was dropped to P.C. 148.

The preprocessing sample included 185 persons. Of these there were 12 individuals who were charged, after review, with P.C. 148; one was charged with P.C. 243, and one was charged with 245b. Complaints, which were issued in all but five of these cases, were issued for the charge at arrest.

District attorney review in cases of this nature apparently had an impact. Only forty-eight percent of the 26 booking offenses were filed in 1973 as compared with 64% of the 14 booking offenses in 1974. Although conclusions are tenuous because of the small number involved, these data suggest that preprocessing review reduced the number of resisting arrest and assault charges which are thrown out at the time of filing.

### 3.3 CONVICTION RATES

It was assumed in the project grant proposal that the Preprocessing Center would affect conviction rates, both as a direct result of improved charging practices and as a result of better police work at the front end of the system. It was expected that field officers, through frequent case conferences with supervisors and deputy district attorneys,

would become more sophisticated in noticing and protecting evidence, including all vital elements of the crime in their police reports, etc.

As indicated below, conviction rates have, in fact, improved for those processed through the center when comparing a sample (N=175) of 1973 arrests with a random sample (N=174)<sup>3</sup> of arrestees preprocessed. Tables 6 through 9 summarize the results. The first two Tables compare arrests with final disposition--first for individuals arrested and in Table 7 for the total number of charges for which the individuals were arrested. The second two Tables make comparisons from the point of filing the complaint to final disposition--first for individuals arrested, and in Table 9 for the total number of charges filed against arrestees.

As the Tables indicate, for those experiencing the Preprocessing Center, a higher percentage of individuals are found guilty (up 12%); and convictions are occurring in a larger proportion of charges than was the case in 1973 (up 15%). However, if one examines conviction rates from the point that complaints are filed to final disposition, the rates are not higher for those having been processed through the center,<sup>4</sup> although there is some improvement (up 4%) when considering conviction rates by charges filed. This would suggest that the Preprocessing Center is having a significant impact on charging decisions at the front end of the justice system but it is having relatively little impact on the process subsequent to filing of the complaint.

### 3.4 RISK TO THE COMMUNITY

The number of bench warrants and intervening charges between release and case disposition were examined using CJIC samples of non-preprocessing versus preprocessing cases. Of concern was whether or not the center poses a threat to the community by releasing people prematurely.

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<sup>3</sup>Eleven persons in the total sample who did not yet have dispositions were excluded.

<sup>4</sup>This is contrary to findings summarized in the previous interim report. The change is due to the cases on which there was no final disposition at the time of last reporting (n=21).

TABLE 6

Percentage of Arrestees Convicted  
1973 Versus Preprocessing Center

Crime Category	1973			Preprocessing		
	No. Arrestees	No. Conv.	%	No. Arrestees	No. Conv.	%
Felony as highest charge- no misdemeanor	55	24	44	55	35	64
Misdemeanor as highest charge-no felonies	<u>70</u>	<u>41</u>	<u>59</u>	<u>83</u>	<u>53</u>	<u>64</u>
TOTALS	125	65	52	138	88	64 (up 12%)

TABLE 7

Percentage of Total Charges at Arrest on Which  
Convictions Were Obtained  
1973 Versus Preprocessing Center

Crime Category	1973			Preprocessing		
	Total No. of Charges At Arrest	No. Conv.	%	Total No. of Charges At Arrest	No. Conv.	%
Felony as highest charge- no misdemeanor	123	27	22	97	40	41
Misdemeanor as highest charge-no felonies	<u>149</u>	<u>54</u>	<u>36</u>	<u>121</u>	<u>59</u>	<u>49</u>
TOTALS	272	81	30	218	99	45 (up 15%)

TABLE 8

Percentage of Arrestees Filed On Who Were  
Successfully Prosecuted  
1973 Versus Preprocessing Center

Crime Category	1973			Preprocessing		
	No. Filed On	No. Conv.	%	No. Filed On	No. Conv.	%
Felony as highest filing- no misdemeanor	23	18	78	22	19	86
Misdemeanor as highest filing-no felonies	<u>81</u>	<u>58</u>	<u>72</u>	<u>113</u>	<u>80</u>	<u>71</u>
TOTALS	104	76	73	135	99	73 (no in- crease)

TABLE 9

Percentage of Total Number of Charges Filed  
Successfully Prosecuted  
1973 Versus Preprocessing Center

Crime Category	1973			Preprocessing		
	Total No. of Charges Filed	No. Conv.	%	Total No. of Charges Filed	No. Conv.	%
Felony as highest filing- no misdemeanor	56	23	46	56	22	39
Misdemeanor as highest filing-no felonies	<u>165</u>	<u>74</u>	<u>45</u>	<u>178</u>	<u>91</u>	<u>51</u>
TOTALS	221	97	44	234	113	48 (up 4%)



The mean number of bench warrants for those in the 1973 sample was .093. The mean number of warrants for those in the preprocessing sample was .030, a decrease, but not statistically significant. The mean number of intervening charges was .127 for the 1973 sample and .121 for those experiencing the Preprocessing Center. The number of new charges between release and case disposition were also not significantly different. The Preprocessing Center does not appear to increase risk to the community.

### 3.5 PERCENTAGE RECEIVING JAIL SENTENCES

The percentage of those receiving jail sentences was examined for the 1973 and preprocessing samples. Increased efficiency in charging and police investigation procedures might be expected to increase the percentage of all individuals arrested who are sentenced to jail time. There is evidence that this is happening, although it is not possible to specify that the change is directly due to preprocessing. As indicated in Table 10 below, the percentage of those incarcerated at some level has increased from 23 to 29%, and there is also a general tendency toward more severe sentences in the preprocessing sample.

TABLE 10

Percentages Receiving Jail Sentences  
1973 and Preprocessing Samples

	Sentenced to											
	Jail Only		Jail/Prob.		Jail/Prob. Fine		CDC		CYA		TOTAL	
	N	%	N	%	N	%	N	%	N	%	N	%
1973 bookings (N=175)	10	5.7	13	7.4	14	8.0	2	1.1	2	1.1	41	23
Preprocessing bookings (N=131)	3	2.3	9	6.9	21	16.0	4	3.1	1	.8	38	29

### 3.6 IMPACT ON AVERAGE WEEKLY JAIL POPULATION

Figure 2 gives the average weekly population both before and after the preprocessing program. Data for July, August and September were not available for this report, but will be provided later. As the Figure indicates, there has been an overall downward trend in weekly jail population by a factor of 13 individuals. That is, the average weekly attendance dropped by a factor of 13 prisoners with the implementation of the Preprocessing Center, and that drop has been stable over 24 weeks of center operation. More specific information regarding the impact of the center on jail population is given in Section 4.2 under Cost Benefits.

### 3.7 OFFICER TIME DETAINED AT THE CENTER

An early concern of the Preprocessing Center was the time spent by field officers in the trailer. This figure was fairly high for the first few weeks while officers were becoming familiar with the process. Over the entire period, between January 21 and August 31, this figure has varied from a mean of 13.9 minutes as presented in Figure 3.

The time spent in the trailer can not be considered as merely an addition to time spent in other booking procedures. Frequently, pre-booking forms are filled out and arrest reports are reviewed in the trailer. Also, an officer can return directly to patrol if the arrestee(s) he has in custody is released 849b or cited from the trailer. Otherwise he must spend the extra 22.8 minutes required by booking at the main jail. On occasion, officers in the outskirts of the County call to consult on the merits of a case and options open. Where this results in a decision in the field to cite or not to arrest, considerable driving time is saved.

### 3.8 WOMEN IN THE PREPROCESSING CENTER

Although women represent only 13.2% of the arrestees processed through the trailer, review procedures seem to have somewhat more impact in these cases. A total of 461 women were processed as of September 30, 85 of whom were issued citations. An additional 44 were released 849b. In total, 28% of the women processed were not booked into the pretrial jail as a direct result of the preprocessing review. This is higher than the number of males cited or released (13%), which perhaps can be attributed to either the long drive to Elmwood, or to qualitative differences in arrest charges between men and women.

It should be noted that the pretrial population of the women's facility at Elmwood has dropped dramatically, which is at least in part due to the preprocessing project. Pretrial misdemeanants detained at Elmwood are nearly nonexistent.

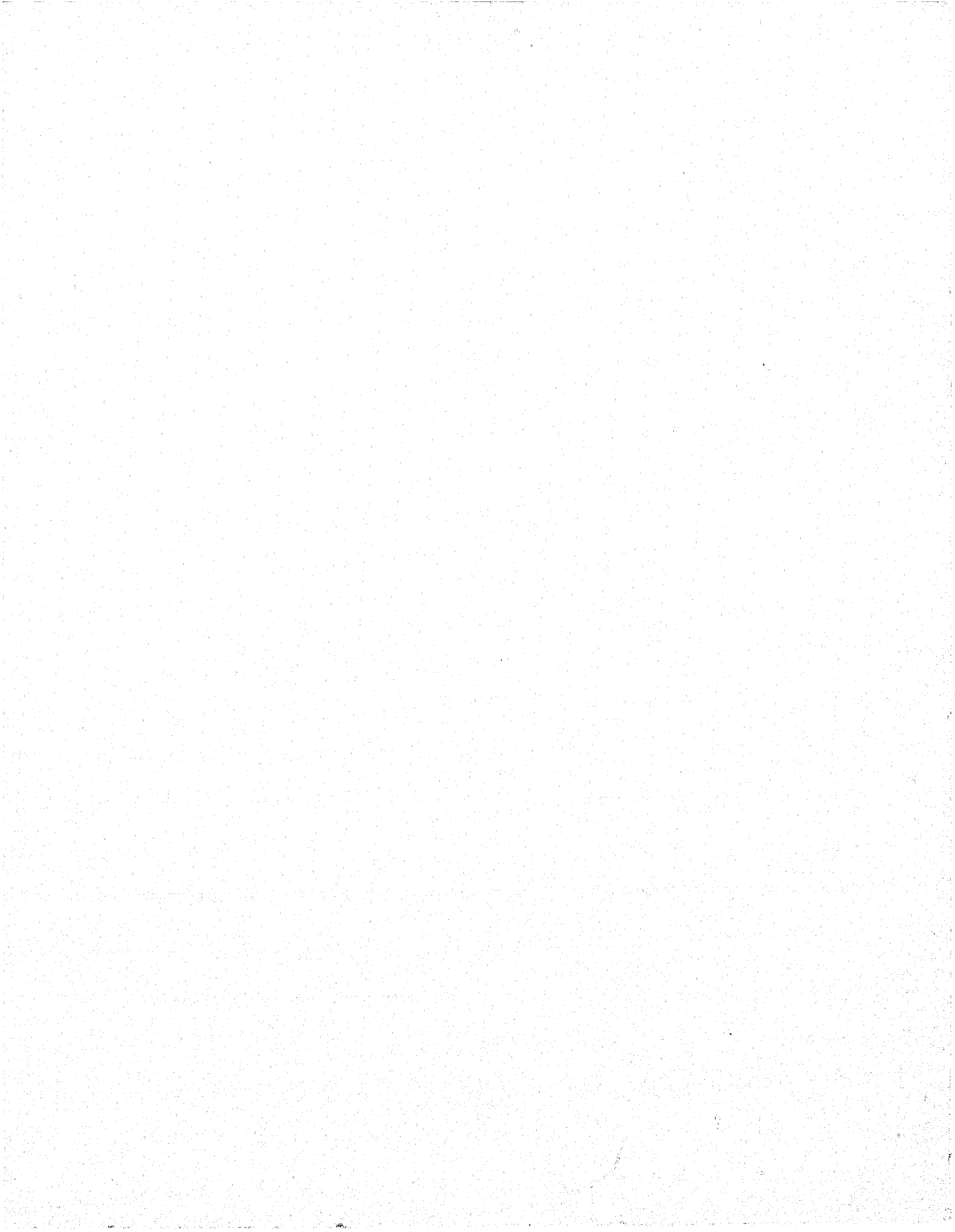


FIGURE 2

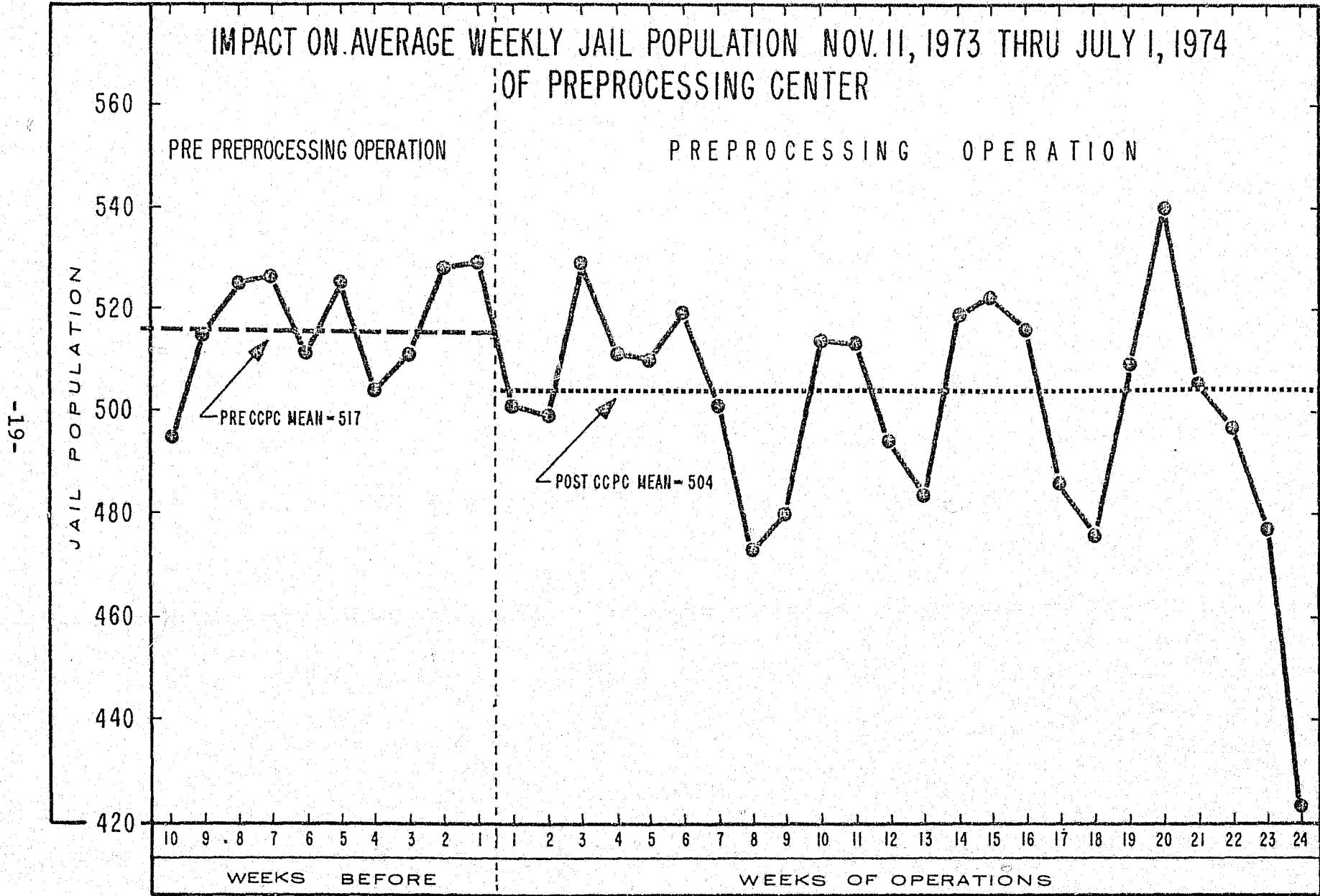
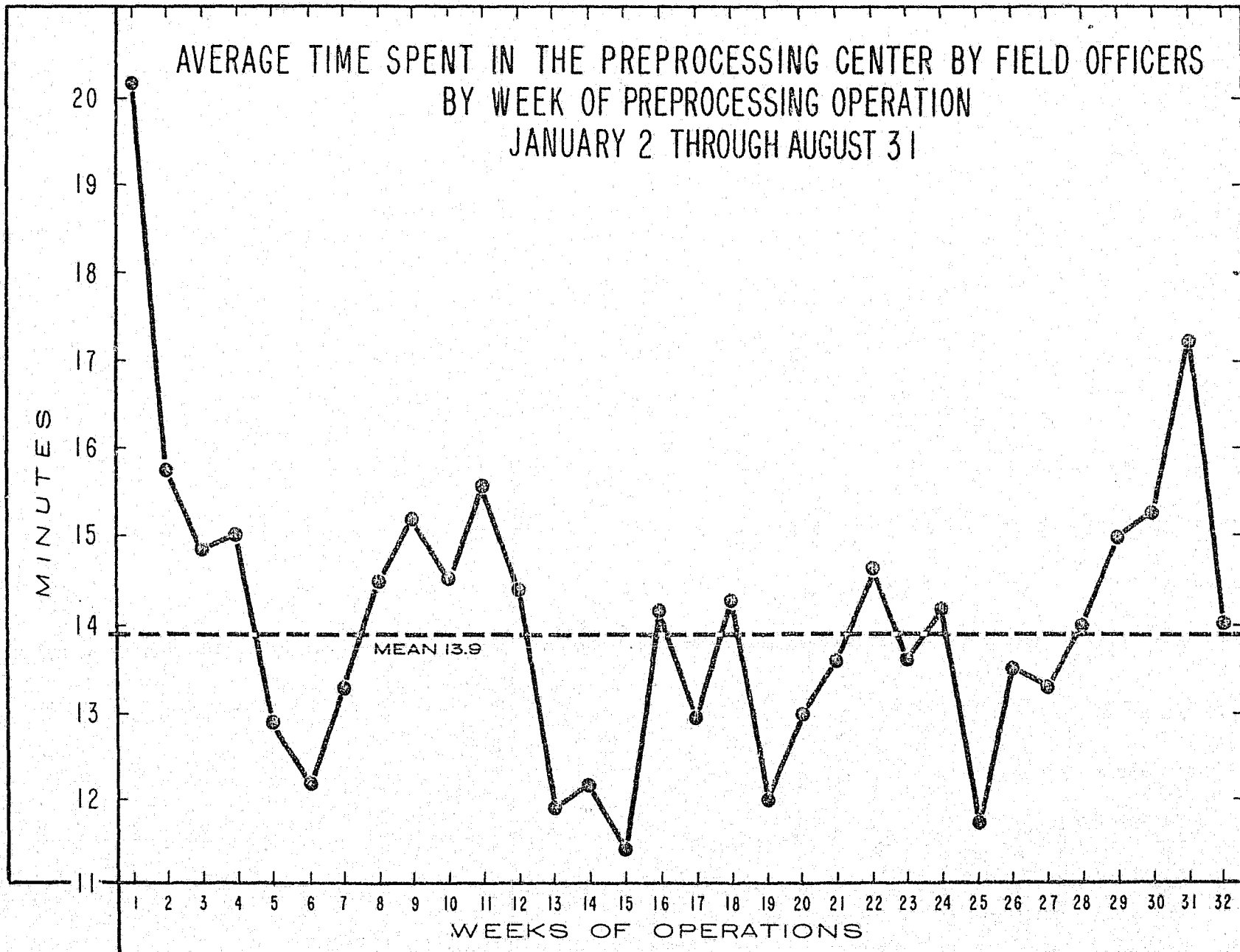
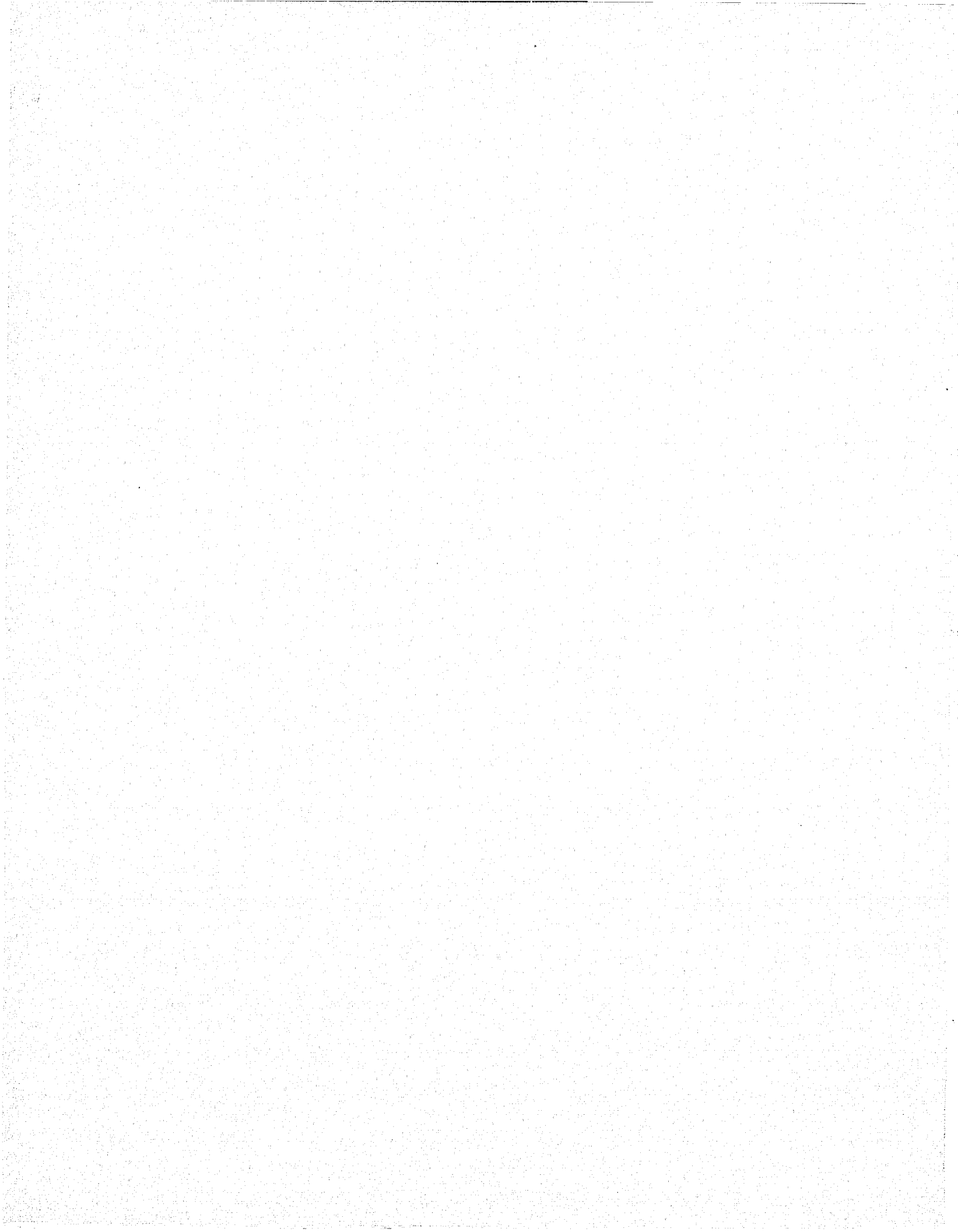


FIGURE 3





A further decrease in the Elmwood pretrial jail would ensue if it were possible to issue citations from the trailer for simple possession of marijuana (HS 11357) as has been suggested. Twenty-four percent of the women booked into Elmwood after preprocessing review through May had a charge of HS 11357.

Preprocessing procedures also facilitate more speedy release of OR eligible women booked for felonies. An OR interview can be completed in the Preprocessing Center, and a judge contacted to approve the release of a woman who is eligible for release on her own recognizance. The pretrial release specialist is not available at Elmwood on a 24-hour basis.

### 3.9 PREPROCESSING WORKLOAD

#### 3.9.1 Problem Statement

Underutilization of staff has been an important concern of those responsible for the project. There are, at present, substantial periods of inactivity. It is true, however, that project staff have become involved with activities not directly related to the preprocessing function. For example, there are an increasing number of officers and detectives who either visit the trailer or phone for legal advice regarding technical corpus review, search warrant information, and information on criminal histories. There have been approximately 144<sup>5</sup> such interactions. In addition, there are an increasing number of instances in which field officers call regarding on-view arrests. They typically request advice concerning field custody, appropriate charges to make, and on occasion, social service referral sources. When it is suggested that the arrestee will probably be cited or released 849b from the trailer, the officers frequently release or cite the arrestee in the field, thus saving officer time. This occurred approximately 192 times prior to June 30, although information since that time is not available.

In addition to case consultations, district attorneys have been involved in citation review and police sergeants have reviewed police reports on occasion. Even with extra activities as suggested above, however, the Preprocessing Center is operating below full capacity. It has been suggested

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<sup>5</sup>This number is based on a log entry system and it is an underestimate of the actual situation due to staff failure, on occasion, to record instances.

that district attorneys review complaints or issue search warrants to fill periods of inactivity. The real issue, however, concerns why there are periods of inactivity.

The project grant proposal provided that all County arrests would be processed with the exception of arrests for drunk-in-public, warrants, or cases in which individuals are exceptionally violent. At present, several jurisdictions are not involved, drunk drivers are not being processed and there are a number of arrestees who are eligible for the center but are bypassing as discussed in Section 3.9.3. Deputy district attorneys are also handicapped by not being allowed to exercise P.C. Section 17 in certain marijuana cases. These situations are discussed in detail in subsequent sections. Recommendations related to each of these issues were made in previous evaluation reports.

### 3.9.2 Projected Workload

Assuming that the above deficiencies in the operation of the project are corrected, workload in the center is predicted to increase dramatically (by almost 200%).

An estimate of this increased workload was made using main jail admission data provided by the Jail Population Management Project. The jail admissions figures covered an eight-week period and included drunk drivers, all County arresting agencies, and arrestees who are currently eligible for preprocessing but are bypassing the trailer. Excluded were drunk-in-public arrests, warrants and commitment bookings. To these figures, the number of women booked through the trailer<sup>6</sup> and the number of arrestees released 849b or on citation were added to determine a workload estimate. The average projected workload are presented in Table 11.

It is interesting to note that the average for the day shift with the needed operational changes would be higher than the present average for the graveyard shift. However, the bulk of daytime activity will probably be on weekends and holidays.

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<sup>6</sup>It should be noted that these figures are probably an underestimate, as no increase in female arrests was included in the figures.



TABLE 11

Average Number Processed Per Day to Date and  
Predicted Workload by Shift

Shift	Average No. Preprocessed January 21 - June 30	Predicted No. Given Suggested Changes
Graveyard (Midnight to 8 a.m.)	7.5	26.6
Day (8 a.m. to 4 p.m.)	3.4	7.8
Swing (4 p.m. to midnight)	<u>6.9</u>	<u>15.8</u>
TOTALS	17.8/day (534/month)	50.2/day (1,506/month)

3.9.3 Trailer Bypasses and Charges Added

While following the progress of individuals in the CJIC tracking sample, several cases were encountered in which charges at booking did not correspond with the charge decisions finalized in the Preprocessing Center. Upon further examination, it was found that, on occasion, an officer who was apparently in disagreement with the decision made in the trailer would book an arrestee for arrest charges which had been dropped in the Preprocessing Center. In other cases, charges which had not been considered in the trailer were added at booking. These were charges other than warrants or drug charges which could logically be added after a more thorough investigation.

Closer control needs to be maintained over such situations, not only to prevent the addition of charges at the time of arrest, but also to prevent total bypassing of the trailer. To date there have been at least 177 individuals who qualified for preprocessing but who were booked directly into the pretrial jail. The only figures available are for San Jose police. Such occurrences obviously limit the effective impact of the trailer and negate the review procedure.

The San Jose Police Department sergeants in the trailer conduct an on-going check of bookings to control such situations by San Jose police officers. A similar

monitoring procedure should be instituted for the other jurisdictions involved with the trailer. Arrest listings available from CJIC could be reviewed by the project director and/or supervisors from the other jurisdictions in order to understand the extent of the problem as it affects specific agencies.

#### 3.9.4 Drunk Drivers

It was suggested in previous evaluation reports that drunk drivers be processed through the center, as was originally intended in the grant. Drunk driving arrests average over 550 each month in Santa Clara County, which is more than the total number processed per month to date through the center. It is also significant that a large percentage of drunk drivers are released on OR soon after booking under the present system. Since they are released so soon after booking, the need for booking into the jail at all comes into question.

Preprocessing Center efficiency would increase significantly with the increased workload occasioned by processing drunk drivers. These cases also allow social services and/or pretrial specialists an important role. Issuing drunk drivers a citation at the center should be an option only when it is apparent that the arrestee will not return to his car immediately after release. The pretrial specialist or the social worker in the Preprocessing Center can contact relatives who will accept responsibility for safe conduct home. Crisis intervention counseling and alcoholism treatment referrals may also be frequent needs in drunk driving cases. It appears, however, that the courts have an elaborate system for getting help for problem drinkers.

#### 3.9.5 Section 17 Interpretation

Another aspect of center procedure in need of examination concerns the discretionary powers available to the district attorneys under Penal Code Section 17. This power, the authority to drop certain charges from felon to misdemeanor status, can not currently be exercised by the district attorneys in the trailer. As a result, center staff are approving felony charges in cases that they know will be prosecuted as misdemeanors. Many of these cases are eligible for citation release and would be so released from the center if the district attorney had the authority to reduce the charge in the center.

Unnecessary bookings into the pretrial jail would be reduced significantly, as would the jail population with no apparent increase in risk to the community, if procedures would allow (1) district attorneys in the trailer authorization to exercise P.C. Section 17 where appropriate, and (2) field citations to be issued for the misdemeanors. It

should also be noted that in over 50% of arrests for simple possession of marijuana, complaints are not filed, primarily because of the small amount of marijuana involved. It would seem appropriate that some of these cases be released 849b at the center.

According to a special follow-up study done prior to the first quarterly report, less than one percent of those persons booked from the trailer for simple possession of marijuana were prosecuted as felons, while 44% of those booked for felonies were filed as misdemeanors. As a result of the drug diversion program, about 20% of these misdemeanor cases were dismissed in court. In view of these statistics, it would seem appropriate that some provision be made for the district attorneys in the trailer to issue misdemeanor complaints (citations) for this offense from the trailer. Such a procedure would certainly make the charging and custody decisions made in the trailer a more accurate reflection of eventual case disposition.

Since nearly 20% of persons brought through the trailer had simple possession of marijuana as their highest arrest charge, such a procedure would have a significant impact on the efficiency of the trailer by increasing the capability of the center to screen those who presently create unnecessary demands on the pretrial jail facility.

### 3.9.6 Attitudes of Jurisdictions Not Using the Preprocessing Center

Several jurisdictions in the County are not using the Preprocessing Center. A series of interviews were held with chiefs of five such departments in an effort to determine why the center is not being utilized. Responses were obtained in confidence and will therefore not be identified with the jurisdictions involved. However, responses given and the number so responding are summarized below.

<u>Comment</u>	<u>Number Responding (Total 5)</u>
1. The Preprocessing Center is too far away.	3
2. The department has a holding facility and releases most cases on OR directly from the facility.	2
3. The percentage of arrests in which complaints are obtained is already high.	2
4. Transporting officers are used, which would make case review difficult.	3
5. There is an active program to cite in the field rather than book minor offenders.	2
6. The department has had little or no contact from the project.	3

### 3.10 TEST OF PATROLMAN FIELD OPERATION KNOWLEDGE

One of the objectives of the Preprocessing Center is to increase field officers' knowledge of legal and practical aspects of charging and custody decisions through discussions about their cases with a police supervisor and with a deputy district attorney.

In order to measure progress toward this objective, a test of field operation knowledge was created with the assistance of representatives of the San Jose Police Department and the Office of the District Attorney. The test (see Appendix D) gives situations and asks officers to indicate the most appropriate course of action, including the custody decision that they would make and the charges, if any, that they would suggest. This test was administered to a sample of officers from the San Jose Police Department and from the Sheriff's Office prior to the implementation of the Preprocessing Center. A posttest was administered in June to the San Jose officers, but unfortunately, posttests were not available from the Sheriff's Office at the time of this writing. Results reported below are based on 67 pre- and 83 posttests from a random sample of San Jose officers.

Normative responses of supervising sergeants and district attorneys were used to determine the "correct" responses in scoring the test. A significant increase ( $p < .001$ ) in knowledge was found when comparing pretest and posttest scores. Contact by field officers with trailer personnel during the arrest review process is the only apparent explanation for the significant increase.

The tests were also analyzed to determine if a change had occurred in the number of charges officers thought to be appropriate between pretest and posttest and in the custody decisions. The average number of charges pretest, before the Preprocessing Center was 5.27, while at the time of posttest, the average number of charges was 4.09. A change was also noticed in the custody decision, as presented in Table 12. A greater percentage of officers were indicating release as the most appropriate action on posttest, although the difference was not large.

In summary, results indicate an increase in field knowledge by officers.

### 3.11 PATROLMEN ATTITUDES SURVEY POSTTEST

A questionnaire was designed to tap attitudes toward the Preprocessing Center, social services, and the pretrial release program. This survey was administered to a sample of 79 San Jose Police Department and 62 Sheriff's Department patrolmen during the week before each jurisdiction was to start using the center, and before they had any training

TABLE 12

## Percent of Custody Decision

	Book	Cite	Release	Missing
Pre	42.8	26.1	30.1	1.0
Post	40.3	24.3	34.9	0.5

Note: Percentages are based on 67 pre- and 83 posttests.

sessions regarding the project.

After five months of trailer operation, the same survey was readministered to a sample of San Jose and Sheriff's Department officers. Unfortunately, only the retest results from the San Jose Police Department patrolmen (N=81) are available for analysis at this time.

Table 13 shows the percent of patrolmen from the San Jose Police Department who indicated various responses. The mean scores are lower (more positive) for each item. Comparing total responses to the questionnaire before and after the project began, attitudes have become more positive ( $p < .05$ ).

Individual items reveal some marked changes from test to retest. Forty-eight percent of the patrolmen agreed that social workers have no place in the administration of justice system on the first test; however on retest, only 28% felt the same way. Questions about the pretrial release program also showed significant change.

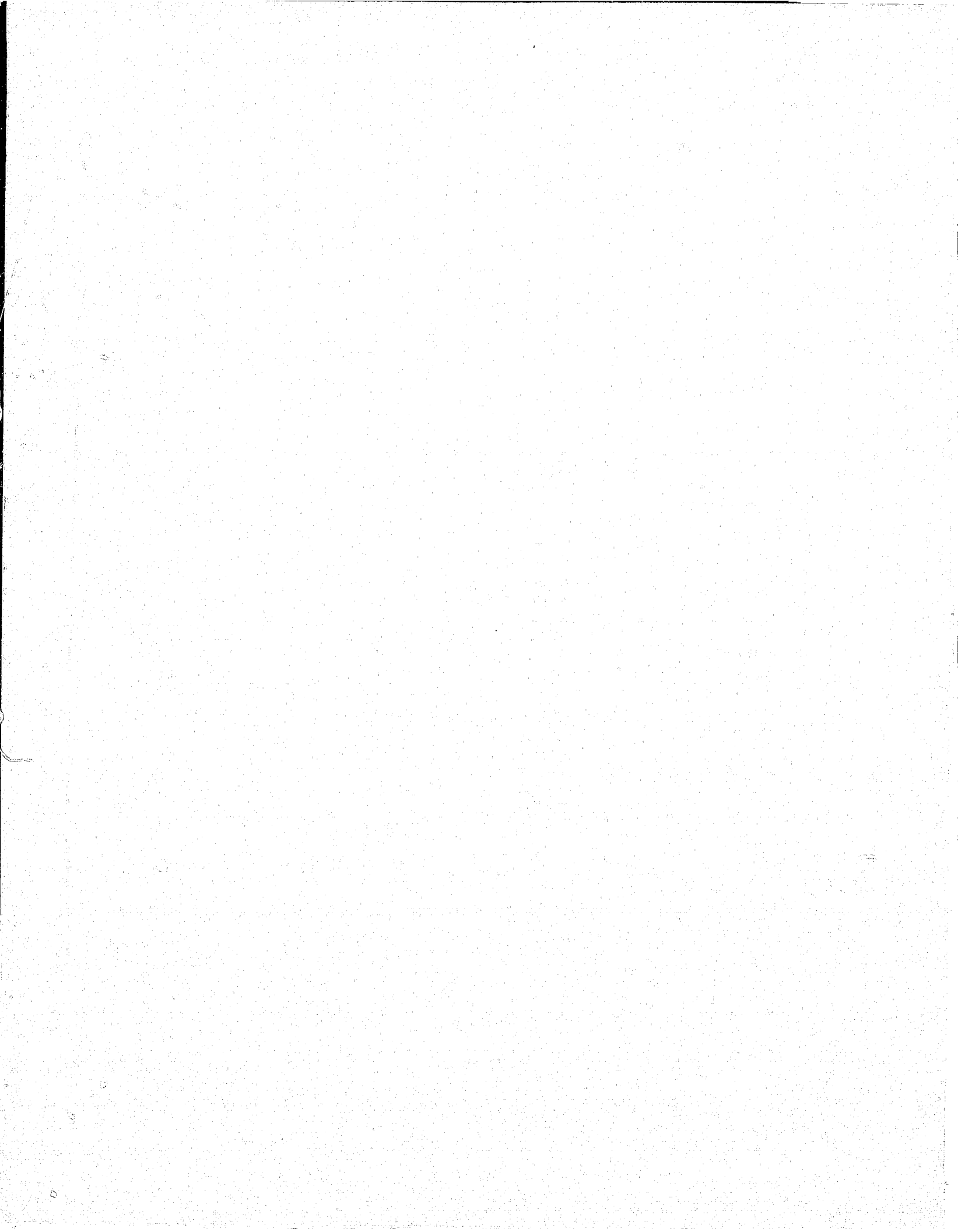
Attitudes specifically related to the Preprocessing Center, i.e., will not increase the amount of paper work, will result in better charges, and reduce officer time in the field, all showed small, but positive change. Significant change occurred on the important question related to the possibility of increased risk to the community as a result of the center. Before the project began two-thirds of the patrolmen agreed that the Preprocessing Center would release dangerous criminals back onto the street, as compared to 41% on retest.

TABLE 13

## Responses to Attitude Survey of San Jose Police Department Pre-trailer and Post-trailer

Attitude Item	Direction of Positive Scoring	Scale							X	Total	
		1	2	3	4	5	6	7			
1. The Preprocessing Center will improve the Administration of Justice in Santa Clara County.	SA*	Pre	3	6	14	22	14	15	26	4.87	100
		Post	6	9	11	34	22	12	6	4.19	
2. The Preprocessing Center will increase the amount of paper work for Patrolmen.	SD*	Pre	3	8	6	27	9	18	29	5.06	100
		Post	3	9	19	21	19	19	10	4.44	
3. Charges that are made in the Preprocessing Center will more accurately reflect the proper charge.	SA	Pre	8	19	21	22	5	14	11	3.85	100
		Post	10	21	14	20	9	20	6	3.81	
4. Officers will be spending less time on patrol.	SD	Pre	5	10	5	8	18	19	35	5.22	100
		Post	6	6	9	15	22	30	12	4.79	
5. Patrolmen should issue more field citations for minor misdemeanor offenses.	SA	Pre	13	16	14	13	14	14	16	4.06	100
		Post	11	26	20	21	7	12	3	3.35	
6. Social Workers have no place in the Administration of Justice system.	SD	Pre	8	10	15	19	10	18	20	4.48	100
		Post	10	12	24	26	12	11	5	3.27	
7. The program will unnecessarily restrict police discretion in the field.	SD	Pre	3	9	9	22	19	17	21	4.82	100
		Post	5	9	16	30	11	19	10	4.30	
8. Having access to a Deputy District Attorney in the trailer will help you in your work.	SA	Pre	11	20	25	22	13	4	5	3.35	100
		Post	23	20	18	16	9	10	4	3.11	
9. The Pretrial Release (OR) Program is an obstacle to efficient Administration of Justice.	SD	Pre	3	6	18	26	17	13	17	4.52	100
		Post	9	18	10	24	15	9	15	4.06	
10. The Preprocessing Center will release dangerous criminals back onto the streets.	SD	Pre	6	9	6	23	23	18	15	4.16	100
		Post	14	7	11	27	19	12	10	4.06	

\*SA indicates the "Strongly Agree" end of the continuum; SD indicates "Strongly Disagree."



### 3.12 CRISIS INTERVENTION ACTIVITY

#### 3.12.1 General Statistics

One of the innovative aspects of the Preprocessing Center is the availability of crisis intervention services on a 24-hour basis. The social workers in the trailer screen as many arrestees as possible, but this is not always feasible, primarily because some arrestees are not in the Preprocessing Center for a long enough period; and the OR interview has been taking precedence over the crisis intervention activity.

Over the first six months of operation, the crisis intervention workers spent a total of 513 hours and 32 minutes in interviews with 2,314 arrestees (average time 13.31 minutes) in determining whether the arrestee had any needs which could be served by referral, or by immediate services such as crisis counseling, and arranging housing, child care, or transportation for those who are processed through the trailer. A total of 641 such services were provided as shown in Table 14. A total of 580 referrals were made directly from the trailer between March 8 and September 30, as presented in Table 15. In the event that the social worker felt there was need for further follow-up, the arrestee was referred to the supervising social worker. There were 359 referrals of this nature over the period covered by this report. These referrals were distributed as follows: 232 received service, 78 refused service, and 49 have not been available when contacted.

Of course, the primary responsibility of social workers at the center is to influence custody decisions by providing a reasonable alternative to incarceration. Impact of social workers on the custody decision was discussed in Section 3.1.2.

#### 3.12.2 Activities of the Supervising Social Worker

The supervising social worker provided home visits, some direct counseling, and referrals to other agencies, e.g., Project Intercept, Community Mental Health, Legal Aid, Family Services, San Jose Hotline, Rescue Mission, Brandon House, Immediate Treatment Service, the Adult and Child Guidance Clinic, the County Alcohol Program, the Drug Abuse Program, and the Drug Diversion Program.

Family and individual counseling was provided by the supervising social worker in 114 cases. Many of these individuals were referred to the above agencies after a brief period of in-home counseling. Eighty-four persons were referred directly to the Department of Social Services. This required telephone follow-up in order to gain entrance to the system for the individuals referred. Four persons received multiple personal contacts, referrals, telephone calls, transportation, and counseling.



TABLE 14

Crisis Intervention Services Provided  
by In-Center Social Workers

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Crisis counseling	377
Arrangement of transportation	91
Immediate financial (employment)	36
Child care arrangement	49
Psychiatric contacts	30
Arrangement of housing	25
Relative information contact	<u>33</u>
TOTAL	641

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TABLE 15

Referrals Made From the  
Preprocessing Center

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Drug Diversion Program	126
Department of Social Services	137
Public Defender/Legal Aid	48
Drug Abuse	28
Alcoholics Anonymous	25
Friends Outside	8
Medical Agencies	17
Other	43
Project Intercept	71
Psychiatric (Mental Health)	<u>77</u>
TOTAL	580

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### 3.12.3 Other Social Service Activities

An advantage of social services in the trailer is that officers have a 24-hour resource for difficult cases. Since the center has been open, 65 patrolmen have phoned in to talk to the social worker regarding a problem. For example, a patrolman found a woman and four children on the street at 4 a.m. and did not know what to do with them. The social worker contacted an agency that would take them in for the night. Once it was determined that they had been evicted, funds were found to transport them to the house of a relative to stay permanently. The incidence of such cases more than doubled in the last three months when compared with the first six months of the project.

## 4.0 COST BENEFITS

### 4.1 PREPROCESSING CENTER COSTS

Estimated expenses for the project as of September 30, 1974, less evaluation, have been \$306,035. This figure includes start-up costs; e.g., \$34,664 to purchase and refurbish the trailer, and \$2,917 to purchase Dictaphones, radio pagers, and other needed equipment. Excluding these start-up costs, operating expenses are averaging approximately \$36,004 per month. This includes salaries and fringe benefits, data processing costs, travel, telephone, and office expense.

Additional, but more indirect, costs include an identification technician added to the San Jose Police Department as a result of increased citations, and the time that police officers are detained at the Preprocessing Center. Police officers' time is added as a straight cost debit of the center, although this is not entirely accurate. Officers frequently make calls related to their cases, prepare paper work, or perform other duties not directly related to the preprocessing function.

It also seems reasonable to add the cost of an identification technician as a cost of the center, although there are again some extenuating factors: (1) even though there are no obvious alternative explanations, the Preprocessing Center may not be entirely responsible for the increased number of citations; (2) the additional identification technician was added by an internal shift of personnel rather than by a new hire; and (3) identification technicians have some added responsibilities not formerly a part of their function. It is still largely true, however, that it now takes two individuals to do the work formerly completed by one.

An identification technician costs the City of San Jose

approximately \$795 per month, including fringe benefits. Given that police officers are detained an average of 13.9 minutes per arrestee processed, for the 4,227 individuals processed, there have been approximately 980 hours spent by officers in the trailer. At the patrolman's average salary (step 3 plus holiday and fringe benefits) of \$7.42 per hour, costs for the officer's time can be figured at \$7,272, or \$855 per month over the eight and a half months on which statistics are based. This figure oversimplifies the actual situation by assuming one officer per person processed, when in fact, there are many cases in which more than one officer is detained for a given arrestee. However, there are also many situations in which more than one arrestee is processed by the same officer or set of officers.

Project costs of the center operation on an ongoing basis, including indirect costs as described above, are approximately \$37,654, or \$36,859 per month excluding the costs of an identification technician.

#### 4.2 PREPROCESSING CENTER BENEFITS

Cost credits or benefits of the Preprocessing Center are much more difficult to define. Value to citizens of avoiding pretrial jail, increased knowledge of police officers in the field, proved police attitudes toward pretrail release and social services, and the availability of social services to arrestees are all demonstrated benefits of the center. Center personnel are also performing functions not directly related to preprocessing during their tours of duty; e.g., consultation with field officers regarding legal matters. Unfortunately, these benefits do not readily translate into dollar values.

Certain benefits can be expressed in dollar values, although here again, the issue is not straightforward. Since many of the costs involved are fixed, reductions in workloads and jail population do not necessarily result in immediate savings to the County. It is apparent, however, that the County may save dramatically in future costs by alleviating the need for additional jail space and staff through programs of this sort. It is significant that criminal court activity is up by 18% over last year in cases excluding drunk-in-public and drunk driving offenses. The jail population, however, is down by a factor of 13 prisoners on the average each day. The extent to which the Preprocessing Center is contributing to this reduction is indicated below.

As specified in Section 3.1.1, there have been 276 people released 849b from the center and 376 cited during its first five months of operation. Of this total, 466 were not OR eligible. Another 92 of those who were OR eligible were arrested on felony charges. Approximately 33%, or 30 of these individuals who were OR eligible would probably

not have been granted OR.<sup>7</sup> All felony arrestees eligible for OR who are booked after 10 p.m. must wait until morning before a judge can be contacted. This is true of all female arrestees who do not go through the trailer (felony and misdemeanor).

The facts presented above indicate that, in the absence of the Preprocessing Center, 652 additional individuals would have been booked, and 496 would have entered the pretrial jail.

Booking costs were last estimated in 1971<sup>8</sup> to be \$18.55 at the main jail and \$17.17 at the Elmwood Women's Facility. Adding cost increases of 12%<sup>9</sup> and multiplying by 567 males and 85 females, the number who would have been booked if it were not for the Preprocessing Center, the savings is \$12,177. There has also been an increase beyond predictions of field citations, in addition to citations issued at the Preprocessing Center. This increase appears to be largely due to education gained through the center concerning the kinds of situations in which citations are proper. There have, in fact, been a number of calls received from the field in which officers have stated the nature of their case and have asked if a citation would be appropriate. If the answer was yes, the arrestee was cited in the field, with a resulting savings in officer's time and booking costs. Based on an estimated 200 bookings, the savings in booking costs would be approximately \$3,636.

Officers' time was also saved in those cases where individuals were not booked. (Officer's time in the trailer was considered in the cost section above). Arrests in the main jail take approximately 23 minutes of the field officers' time.<sup>10</sup> Time at Elmwood is estimated from the same base, plus travel, to be approximately 40 minutes. For the 652 individuals who were either released 849b or cited the savings in

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<sup>7</sup>Figures obtained from the pretrial release program indicate that roughly one-third of the OR recommendations on felony arrests are denied.

<sup>8</sup>Operational report of the Sheriff's Department for the period January 4, 1971 to December 3, 1971.

<sup>9</sup>As recommended by the fiscal officer in the Sheriff's Department.

<sup>10</sup>As determined by a special AJI study January 1974.

officers' time is 274 hours or \$2,033. Divided over the eight and one half months involved, the savings is \$239 a month.

Average length of stay in the pretrial jail varies greatly depending on the nature of the offense. For all offenses, excluding traffic and drunk-in-public, the average is 6.37 days. Unfortunately, this figure, the only one available, is distorted for present purposes because it includes those released on OR and on bail. Those released on OR, for example, average 2 hours to release on misdemeanor counts and 6 hours on felony charges. Using this estimate of average length of stay results in a conservative cost savings figure.

Costs at the main jail are roughly \$14.08 per person per day and at Elmwood \$27.30 per person per day.<sup>11</sup> These costs include only direct costs; i.e., salaries, employee benefits, service and supplies. They are net of the cost of booking prisoners and the room and board contribution of work furlough inmates. Using the average length of stay of 6.37 days for both males and females, then multiplying by the costs at each facility for the number of males and for the number of females who were not booked because of the Preprocessing Center, the cost savings is approximately \$50,195. This savings added to the \$17,846 saved in booking costs and officer's time results in a dollar value cost benefit of \$68,041. The dollar value savings divided by the eight and one half months on which statistics are based results in an average monthly savings of \$8,005.

Subtracting the average monthly estimated savings of \$8,005 from the average operating costs of \$36,859 leaves a net dollar debit of the preprocessing operation of \$28,854, or \$29,649 if the San Jose identification technician costs are added. It should be remembered that this does not consider a number of benefits with unknown dollar values, and that some of the factors included in the cost savings analysis are relatively fixed; i.e., deputy salaries at the jails. There are no actual dollar savings to date, although there undoubtedly will be over time if present trends continue.

Additional savings in district attorney workload, court costs, and police investigation time are possible but beyond the scope of this evaluation to specify. It is likely

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<sup>11</sup>"Operational Report of the Sheriff's Department for the period January 4, 1971 to December 1, 1971."

that the 276 individuals released 849b have resulted in some savings, although the impact may not be noticeable, given that the releases occurred over a period of eight and one half months and involved a wide range of charges.

#### 4.3 COST SUMMARY STATEMENT

In summary, when comparing operating costs with savings in dollars, the Preprocessing Center presents an unfavorable cost benefit picture. Several points should be noted, however.

1. Benefits such as increased police knowledge or the fact that a significant number of people avoided pretrial jail without increased risk to the community may be worth the costs.
2. The jail population is down although criminal activity is up. Potential future savings from programs of this sort are likely to be substantial. For example, new jail facilities were estimated at \$30 million. This project, if it operates up to its potential, will delay the need for additional facilities, which would pay for the program many times over.
3. There have been a number of changes recommended which should dramatically increase the number of people that can be processed. These changes, if implemented, will undoubtedly affect the cost benefit picture significantly.
4. It may be possible to further trim operating expenses without seriously sacrificing service at the center.

APPENDICES

APPENDIX A

Officer #(s) \_\_\_\_\_ ARRESTEE ACTIVITY RECORD (A) O/P Ratio \_\_\_\_\_  
 Agency Case # \_\_\_\_\_ P.D. \_\_\_\_\_

Name of Arrestee \_\_\_\_\_

SS# \_\_\_\_\_ Sex \_\_\_\_\_  
 Time In D.O.B. \_\_\_\_\_ Race \_\_\_\_\_ Time Out \_\_\_\_\_

Initial Charges (place m or f after P.C. Section #)	Charges After Supervisor Review	Change Code*	Charges After Deputy D.A. Review	Change Code
1.				
2.				
3.				
4.				
5.				
6.				
7.				
8.				
9.				
10.				

Comments:

\* Change Codes: 1. Search and Seizure 2. I.D. 3. Corpus  
 4. Insufficient Evidence 5. Other (Explain nature of reason in  
comments, if "Other".)

ARRESTEE ACTIVITY RECORD (A)

D.A. comments on case:

- Charges: \_\_\_\_\_
- Custody: \_\_\_\_\_

CUSTODY CLASSIFICATION

Police Supervisor

- Recommended custody: Booked \_\_\_\_\_ 849b \_\_\_\_\_ Cited \_\_\_\_\_ Other \_\_\_\_\_
- Were Social Services needed for Custody Classification? Y \_\_\_\_\_ N \_\_\_\_\_  
 If so, what type? \_\_\_\_\_ Available? Y \_\_\_\_\_ N \_\_\_\_\_ Used? Y \_\_\_\_\_ N \_\_\_\_\_
- Was OR information used in custody determination? Y \_\_\_\_\_ N \_\_\_\_\_  
 If not, why not? \_\_\_\_\_  
 Was arrestee OR eligible? Y \_\_\_\_\_ N \_\_\_\_\_ If yes and booked, why? \_\_\_\_\_

Center Outcome (Status of arrestee when leaving trailer):

Booked \_\_\_\_\_ 849b \_\_\_\_\_ Citation # (if cited) \_\_\_\_\_  
 Other \_\_\_\_\_



APPENDIX A (continued)

ARRESTEE ACTIVITY RECORD (B)

Name of Arrestee \_\_\_\_\_ D.O.B. \_\_\_\_\_

Time In \_\_\_\_\_ Arrestee Time Out \_\_\_\_\_

Number of OR Points? Non-verified \_\_\_\_\_ Verified \_\_\_\_\_

OR eligibility recommended? Yes \_\_\_\_\_ No \_\_\_\_\_

Court report prepared? Yes \_\_\_\_\_ No \_\_\_\_\_

If arrestee is booked:

Booking # \_\_\_\_\_

Charges booked under: (place m or f after P.C. Section #) \_\_\_\_\_

I & R Code \_\_\_\_\_

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ARRESTEE ACTIVITY RECORD (B)

Social Worker: \_\_\_\_\_

Service(s) recommended: \_\_\_\_\_

Service(s) provided: \_\_\_\_\_

Services(s) needed but not available: \_\_\_\_\_

Time spent: \_\_\_\_\_

APPENDIX B  
Sex by Sample Group

Sex	CCPC Book.		CCPC Cite		'73 Book.		'73 Field Cite		'74 Field Cite		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
Female	19	15	16	27	21	12	30	56	22	40	108	23
Male	<u>107</u>	<u>85</u>	<u>43</u>	<u>73</u>	<u>151</u>	<u>88</u>	<u>24</u>	<u>44</u>	<u>33</u>	<u>60</u>	<u>358</u>	<u>77</u>
TOTAL	126	100%	59	100%	172	100%	54	100%	55	100%	466	100%
X Age	24.5		25.9		27.6		31.6		29.0		27.2	

APPENDIX C  
Race by Sample Group

Race	CCPC Book.		CCPC Cite		'73 Book.		'73 Field Cite		'74 Field Cite		Total	
	#	%	#	%	#	%	#	%	#	%	#	%
White	84	66	35	59	98	57	38	71	35	63	290	62
Black	14	11	4	7	15	9	3	6	3	6	39	8
Mex/Amer	27	21	19	32	55	32	10	19	12	22	123	27
Other	<u>1</u>	<u>1</u>	<u>1</u>	<u>2</u>	<u>4</u>	<u>2</u>	<u>2</u>	<u>4</u>	<u>5</u>	<u>9</u>	<u>13</u>	<u>3</u>
TOTAL	126	100%	59	100%	172	100%	53	100%	55	100%	465	100%

APPENDIX D  
Test of Patrolman Field Operation Knowledge

Please read the situations as they are given and answer with the first impression that comes into your mind. Do not try to figure out endless alternatives to the facts. We realize that you are given limited information, but try to force your decision into one of the categories anyway.

1. During a traffic stop, an officer observes that the VIN plate is missing from the vehicle. (1) The driver has identified himself but does not have registration for the vehicle. (2) The driver states that he just bought the car and doesn't know what happened to the VIN plate. (3) A registration check reveals that the car is registered to someone other than the driver but is not stolen.

The officer should:

Release \_\_\_\_\_ Cite \_\_\_\_\_ Book \_\_\_\_\_

Charges if any: \_\_\_\_\_

2. You have responded to a 415-Family twice before. The third time its the same story. He has not hurt anyone but has intimidated them through threats. You find he has ripped the telephone from the wall. His wife doesn't want to make a complaint.

You would:

Release \_\_\_\_\_ Cite \_\_\_\_\_ Book \_\_\_\_\_

Charges if any: \_\_\_\_\_

3. A hit run occurs. The victim gives chase but loses the suspect in a residential area. He later finds the vehicle, which is damaged, in front of a house and calls the police. You arrive and find that the vehicle belongs to the resident of the house who indicates that he hasn't been out all day. His wife concurs. The victim says that he believes the suspect was driving the car.

The officer should:

Release \_\_\_\_\_ Cite \_\_\_\_\_ Book \_\_\_\_\_

Charges if any: \_\_\_\_\_

4. You are transporting a prominent businessman in on a minor traffic warrant. He is going to post bail. As you are going through a underpass, you hear metal skipping across the pavement. The man admits throwing out a 38 auto. You go back and find the weapon and it is as described.

You would:

Release \_\_\_\_\_ Cite \_\_\_\_\_ Book \_\_\_\_\_

Charges if any: \_\_\_\_\_

APPENDIX D (continued)  
Test of Patrolman Field Operation Knowledge

5. An officer is sandbagging a signalized intersection at 1:50 a.m. He observes a vehicle with no lights on drive behind a furniture store across the street from his position. There is a bar next door to the furniture store. The officer alights from his vehicle and goes to investigate the situation. As he crosses the street he observes a man pushing a motorcycle towards him from the parking lot of the bar. Shortly thereafter he hears another man shout, "Hey, that's my bike." The man pushing the bike drops it and runs. The officer gives pursuit and apprehends the suspect. The suspect is eighteen years old. He states that he thought the motorcycle belonged to a friend and he was hiding it to play a "joke". The owner of the motorcycle states that he does not know the suspect. He also states, however, that he will not press charges.

The officer should:

Release \_\_\_\_\_ Cite \_\_\_\_\_ Book \_\_\_\_\_

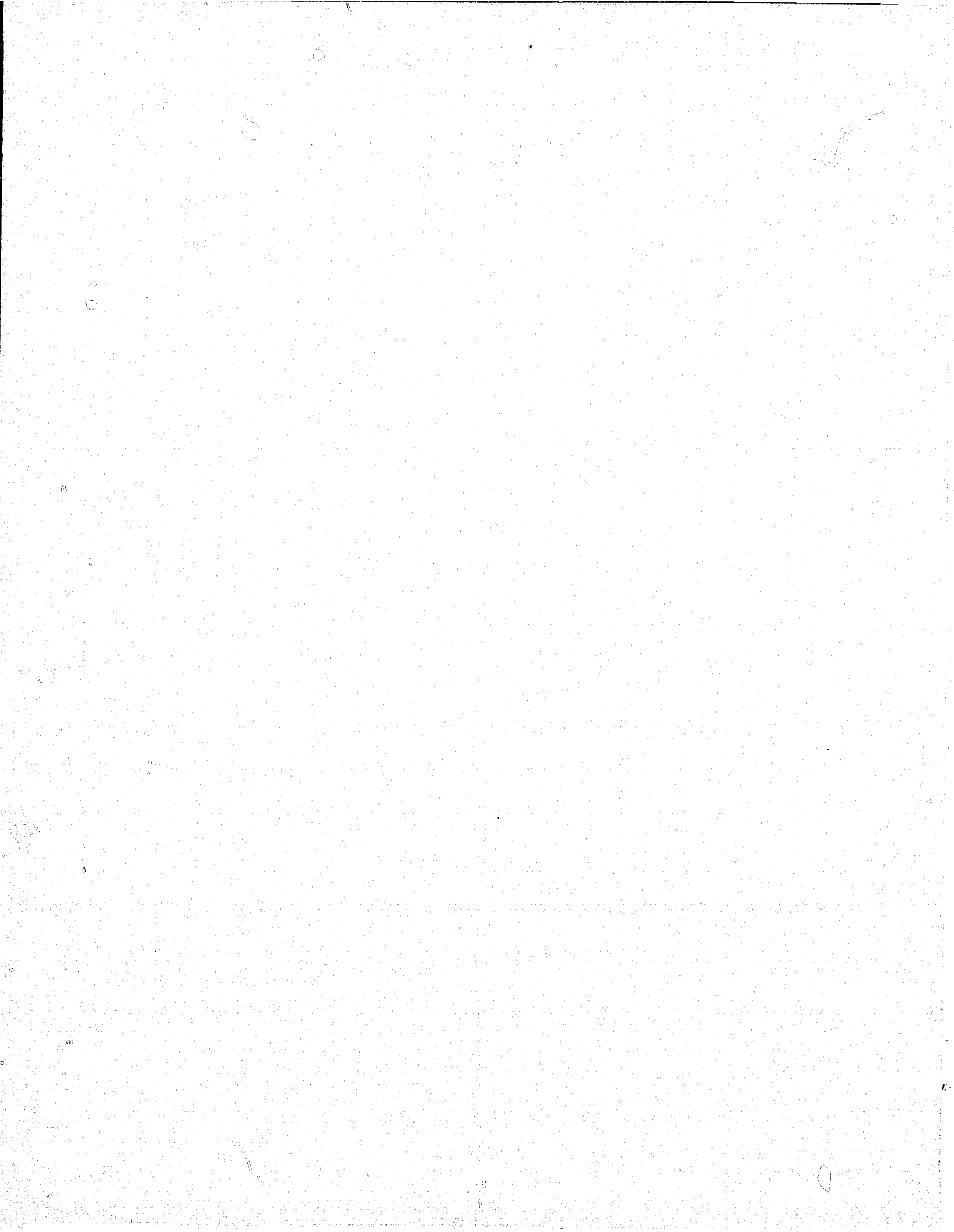
Charges if any: \_\_\_\_\_

6. At 3:00 a.m. an officer on routine patrol observes a vehicle parked in a residential area. The motor is running and the lights are out. On approaching the vehicle, it abruptly pulls away without any lights. It proceeds one block and turns a corner. The lights never come on. The officer gives pursuit and observes the vehicle stopped at the curb, with the car door open and the driver running down the street. The officer gives pursuit on foot and apprehends the driver. The driver struggles but does not strike the officer. He is controlled by the officer and handcuffed. The officer determines that the driver is the registered owner of the car, he lives one block from where the officer first spotted him, and he is sober.

The officer should:

Release \_\_\_\_\_ Cite \_\_\_\_\_ Book \_\_\_\_\_

Charges if any: \_\_\_\_\_



**END**