

Safety and Justice Challenge: Interim performance measurement report

Jail Measures

CUNY Institute for State and Local Governance
February 5, 2018

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Introduction & overview of report

From the start of the Safety and Justice Challenge (SJC), the MacArthur Foundation (Foundation) has been invested in using data to inform planning and implementation efforts and understand site progress toward the initiative's key goals and objectives: reducing the jail population and reducing disparities in who goes to jail. Critical to these efforts is the development and tracking of performance measures, and the Foundation engaged the CUNY Institute for State and Local Governance (ISLG) to create and manage a performance measurement system for the SJC that would provide sites with information to both continually assess where they are relative to their targets and identify strategy changes and course corrections along the way.

ISLG worked closely with sites to develop the performance measurement framework for the SJC. Specifically, ISLG worked with each site to establish a set of measures that spoke to both the initiative goals and objectives laid out above, and the strategies being implemented by the site to achieve those goals and objectives. Across sites, the framework includes measures at the jail and each of the seven decision points where strategies are being undertaken (arrest, prosecutorial charging, pretrial release, assignment of counsel, court processing, disposition and sentencing, and post-disposition community supervision). Performance measures for each site, in turn, are a subset from the larger framework. ISLG is building all of the performance measures from case-level data provided by the sites under a data use agreement.

To document and explain progress being made, ISLG will produce performance measurement reports for each year of implementation, starting with Year 1 (May 2016 through April 2017). Yearly reports will be released in a series, with each individual report focusing on trends at a particular system point. This report is the first in the Year 1 series, and focuses on performance measures related to the jail population. **Specifically, this report presents trends from baseline¹ in three key areas: 1) Average daily population; 2) bookings and length of stay; and 3) racial and ethnic disparities.**

¹The baseline for each measure reflects a six-month average prior to the start of SJC implementation (November 2015 – April 2016). All measures are tracked through four quarters. More information on ISLG's methodology and definitions can be found in the Appendix.

While all of the performance measurement reports produced by ISLG will be important, this first report is particularly important for two reasons. First, performance measures at the point of jail speak directly to the two overarching goals of the SJC, which means that they provide the most direct assessment of the progress being made toward those goals. While ISLG produces jail trend reports from aggregate data on a monthly basis, this report is the first official statement of progress toward targets that is based on measures created from case-level data. The distinction is important, as with case-level data ISLG is able to operationalize measures consistently across sites, in line with SJC definitions and concepts. Second, this is the first time sites are seeing each other's data trends in an identifiable form. Our hope is that seeing trends in the context of others' will provide useful context for sites and facilitate peer-to-peer learning that will advance the most effective strategies for achieving jail population reduction targets.

One additional thing to note is that because the purpose of this report is to summarize trends, it was important for ISLG to **define and operationalize jail measures as consistently as possible across sites**. Definitions were selected based on what would be the most meaningful across the largest number of sites. With that said, the definitions used in this report may not line up exactly with how each site defines and counts ADP, admissions, length of stay, and/or other statuses locally. This in turn means that the trends presented may not reflect all of the progress that has been made in sites with respect to specific populations targeted by reforms. It is of course incredibly important to look at more nuanced jail trends to see how the representation of these target populations is changing over time, and ISLG will focus on this in future reporting work. **The focus of this report, however, is again to provide a high-level summary of trends.**

In the coming months, ISLG will produce similar reports for the other decision points where strategies are being implemented (along with more tailored site-specific trends), building up to a final dashboard of Year 1 measures across the system in 2018. Looking at these other system points is critical because ***jail trends are only a starting point for understanding the effectiveness of SJC reforms***. To truly understand what is driving them requires putting them into context, and in particular seeing how they relate to trends at system points where strategies are being implemented. As ISLG produces performance measures at these other system points, the bigger picture of progress—including strategies that tend to be most effective across sites—will become clearer.

All of the data for this report have been reviewed by sites to ensure that the measures presented are as robust as possible, with caveats noted in footnotes and additional site context noted in the appendix. Because other performance reports will build off of this one, there will opportunities to revisit any outstanding items in future reports.

This report is NOT FOR PUBLIC DISTRIBUTION.

Data and methodological notes

- This version of the report does not include Harris, due to delays in transferring site data. These delays were the result of circumstances outside of the SJC, including recovering from Hurricane Harvey.
- Because of data issues currently being investigated, Pima is not included in any of the Average Daily Population charts or tables that include breakdowns by legal status.
- See Sections II and III of the Appendix for additional site-specific information and data notes.

Summary of progress

Through the SJC, the Foundation is supporting a nationwide network of selected local jurisdictions committed to finding ways **to safely reduce jail incarceration**, and particularly the **disproportionate incarceration of racial and ethnic minorities**. With these goals in mind, below are some high-level takeaways from this first performance measurement report.

Reduce the jail population:

- From baseline to the end of Year 1 of implementation, there has been **an eight percent decrease** in the average daily jail population, **or 1,221 people on any given day**, across the eight reporting sites.
- Populations held pretrial or awaiting other action decreased by just 1.5% by the end of Year 1, while sentenced populations **decreased significantly, by 18%**. Every site that reported data was able to reduce its sentenced population by the end of Year 1.
- Overall length of stay in the jail **dropped in six of eight sites** between baseline and the end of Year 1.

Reduce racial and ethnic disparities (RED) in the jail:

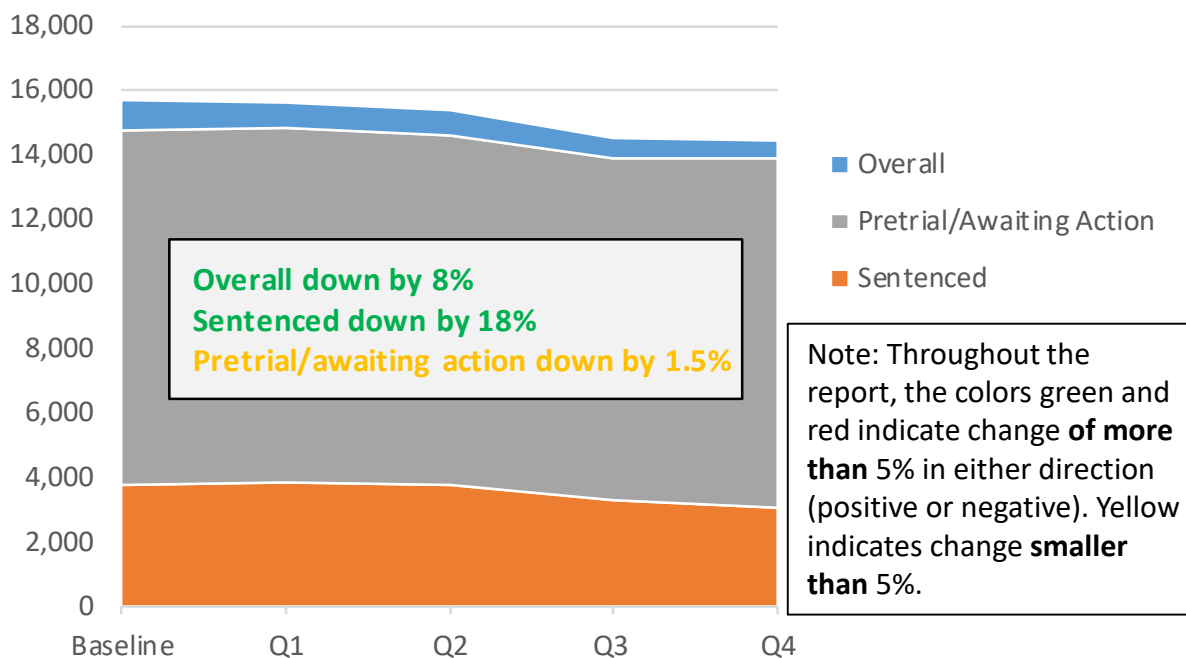
- At this point it is still **unclear what to consider a meaningful change in RED**, or how RED trends relate to overall jail trends, so the findings presented in this report are **purely descriptive in nature**. With that said:
 - In three of reporting sites, the disparities in the proportion of the jail population comprised of people of color, relative to proportion in the general adult population, were **slightly smaller** in Year 1 than at baseline.
 - Of the six sites with reportable data, five had **lower disparities** between people of color and white individuals booked at the jail for misdemeanor offenses in Year 1 compared to baseline. Disparities in felony bookings were lower in Year 1 compared to baseline in three of six sites.

Section I: Average Daily Population (ADP)

- **Four of eight** reporting sites – *Lucas, Milwaukee, New Orleans, and Philadelphia* – experienced **declines of more than 5%** in the Average Daily Population (ADP) in Year 1. The remainder have largely remained **static**.
- While **sentenced populations fell by 18%** across sites, there has not been the same level of reduction in the pretrial/awaiting action population.

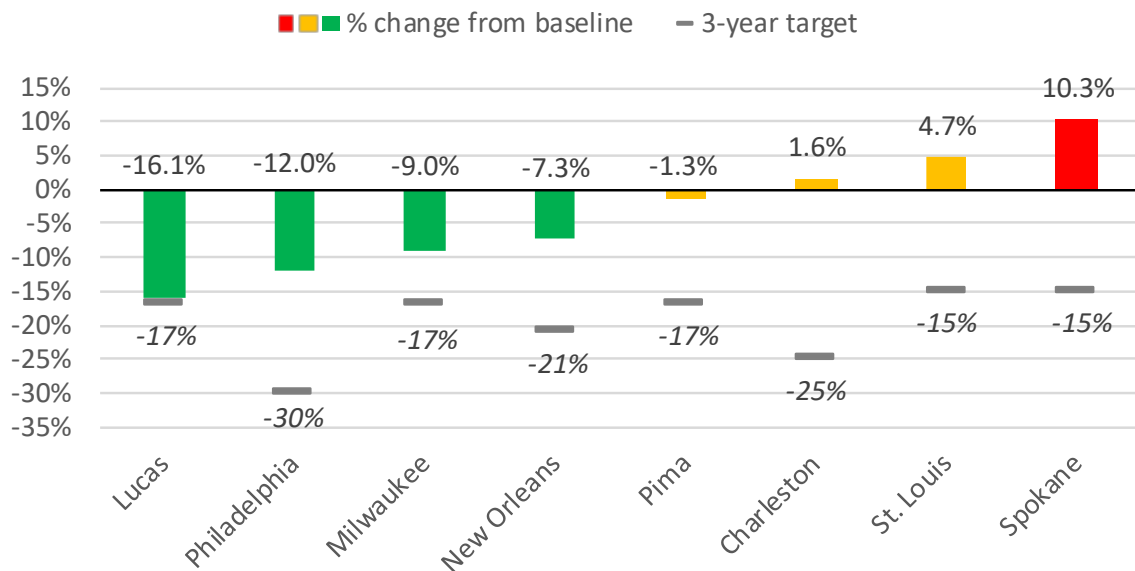
Site	Baseline	3-year Target	Q4 (Feb-Apr 2017)	Progress to Date	Avg. Quarterly % Change
Charleston	999	25%	1,015	1.6%	1.7%
Lucas	835	17%	700	-16.1%	-4.2%
Milwaukee	2,386	17%	2,173	-9.0%	-2.4%
New Orleans	1,671	21%	1,549	-7.3%	-7.1%
Philadelphia	7,612	30%	6,701	-12.0%	-3.1%
Pima	1,943	17%	1,918	-1.3%	-0.3%
Spokane	884	15%	976	10.3%	2.6%
St. Louis	1,272	15%	1,332	4.7%	1.2%

Change in ADP Across Sites

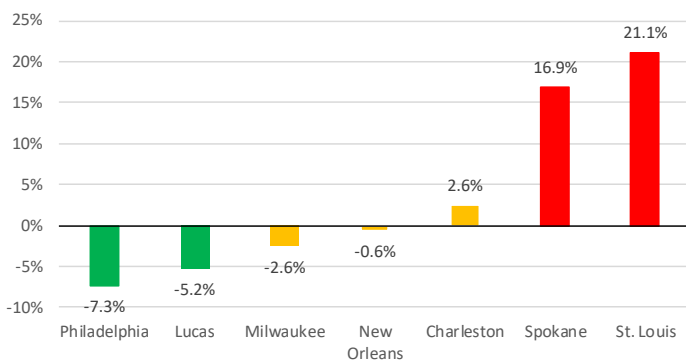


Percent change in ADP, baseline to Q4 (Feb-Apr 2017)

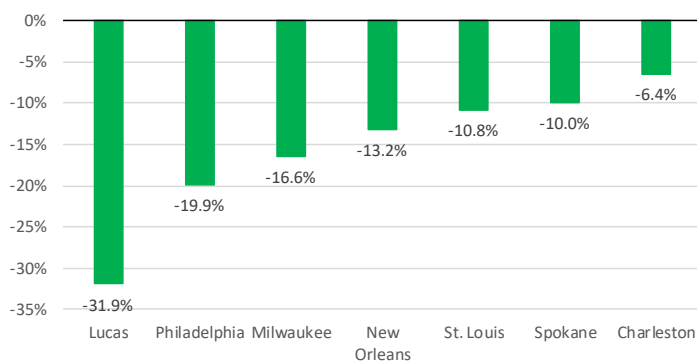
Overall



Pretrial/Awaiting Sentence



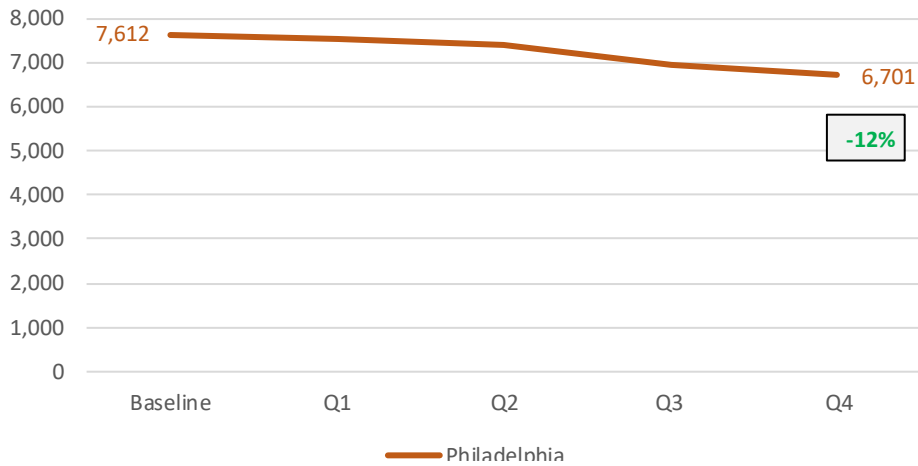
Sentenced



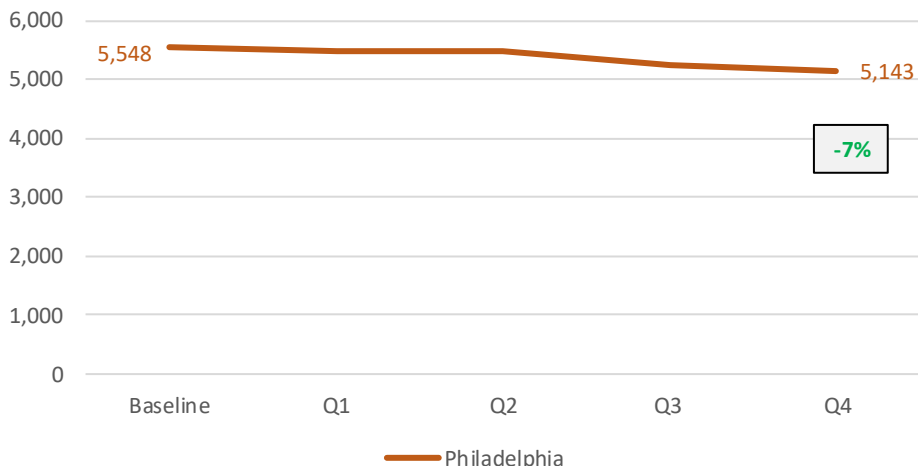
While most **sentenced populations are down by at least 10%**, sites made variable progress on reducing pretrial/awaiting action populations through the end of Year 1.

Large jail trends

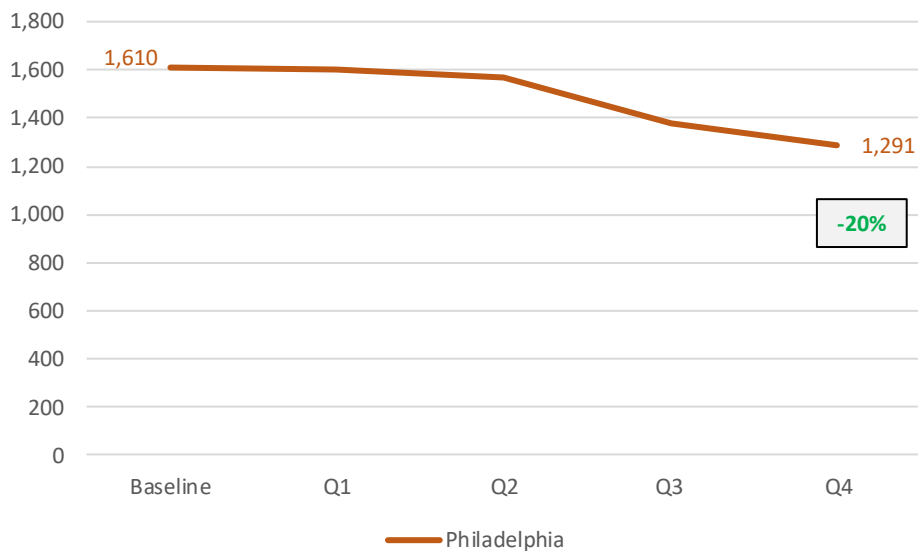
Overall ADP



Pretrial/Awaiting Action ADP

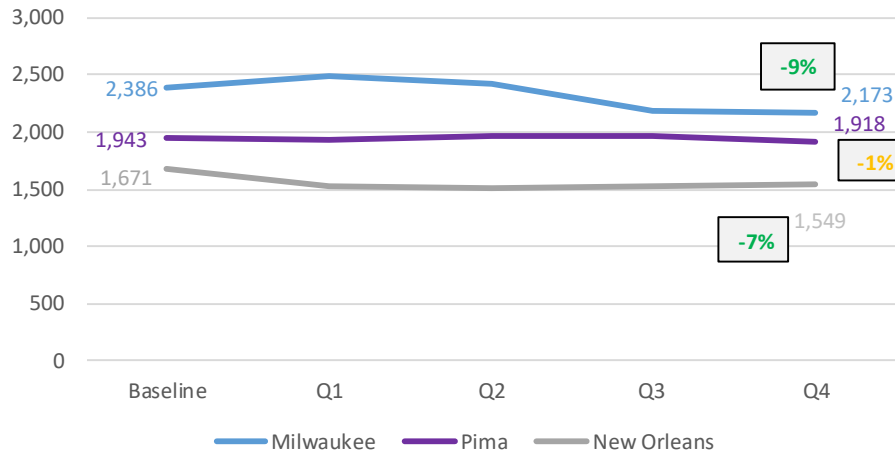


Sentenced ADP

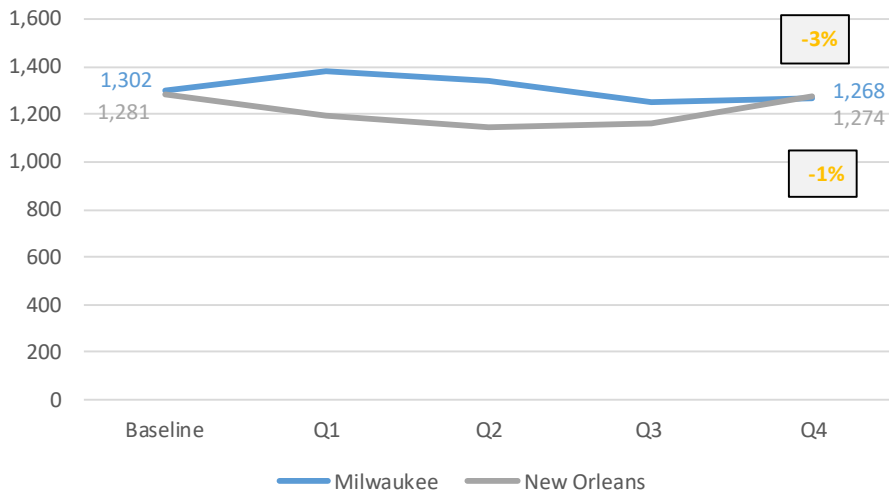


Moderate jail trends

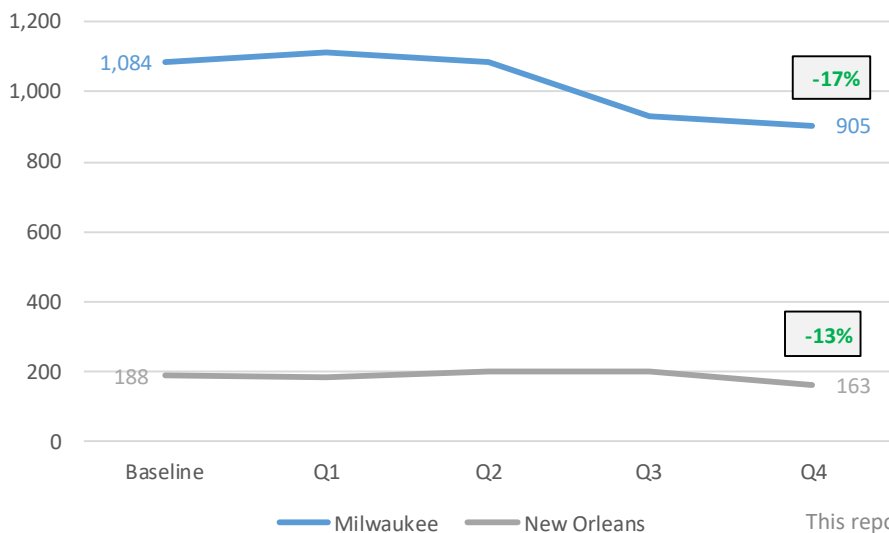
Overall ADP



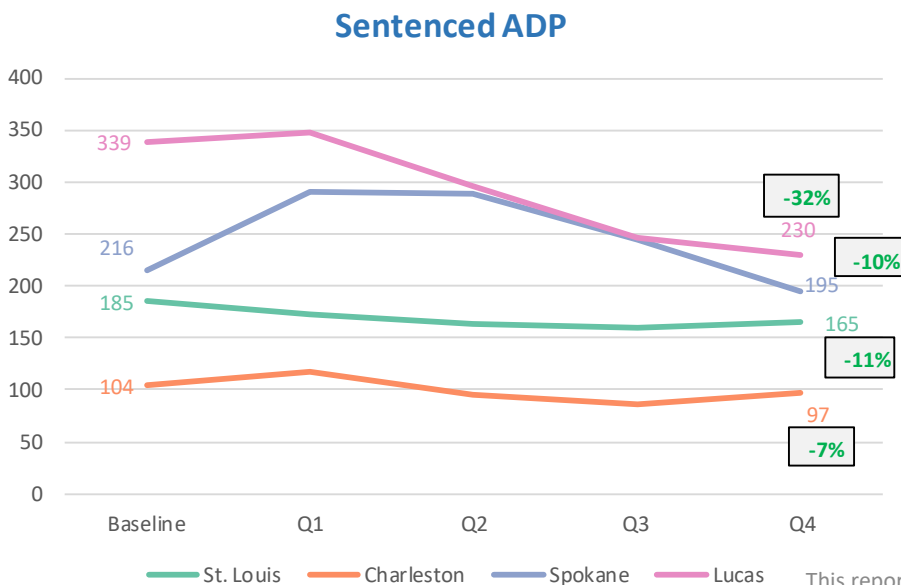
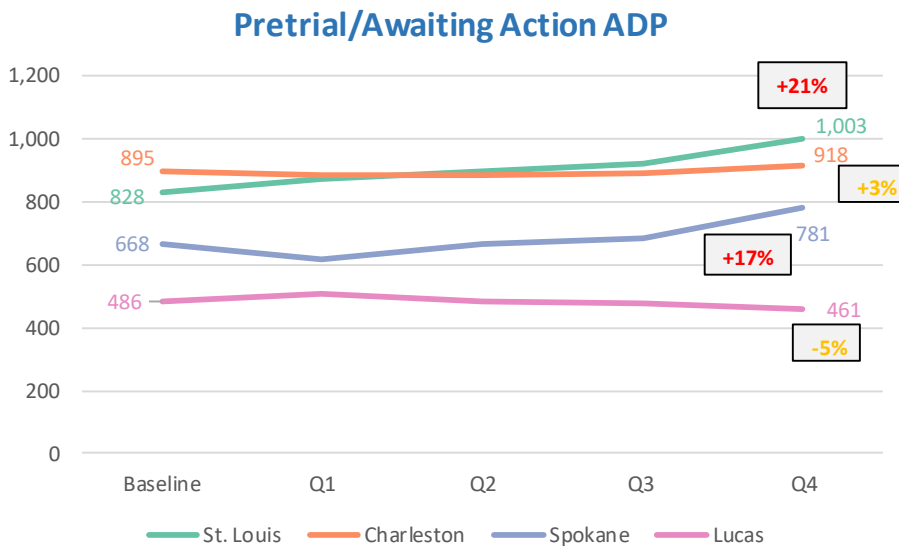
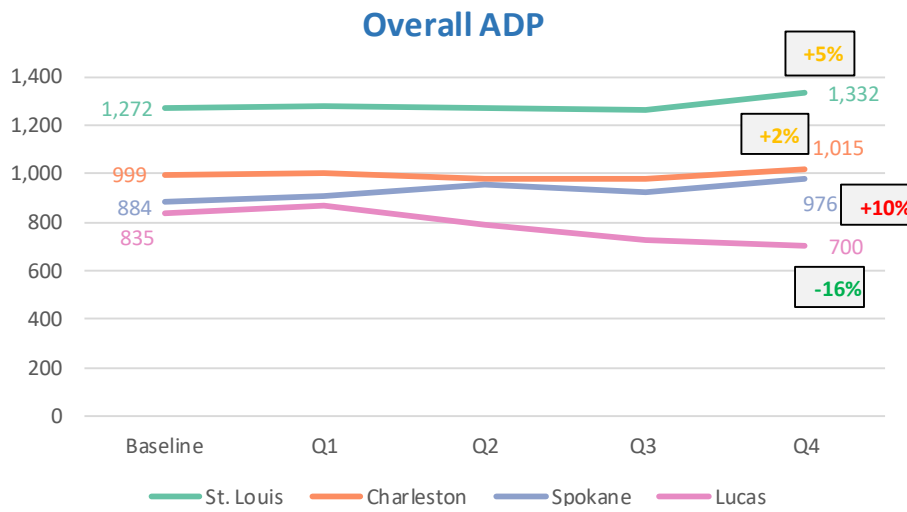
Pretrial/Awaiting Action ADP



Sentenced ADP

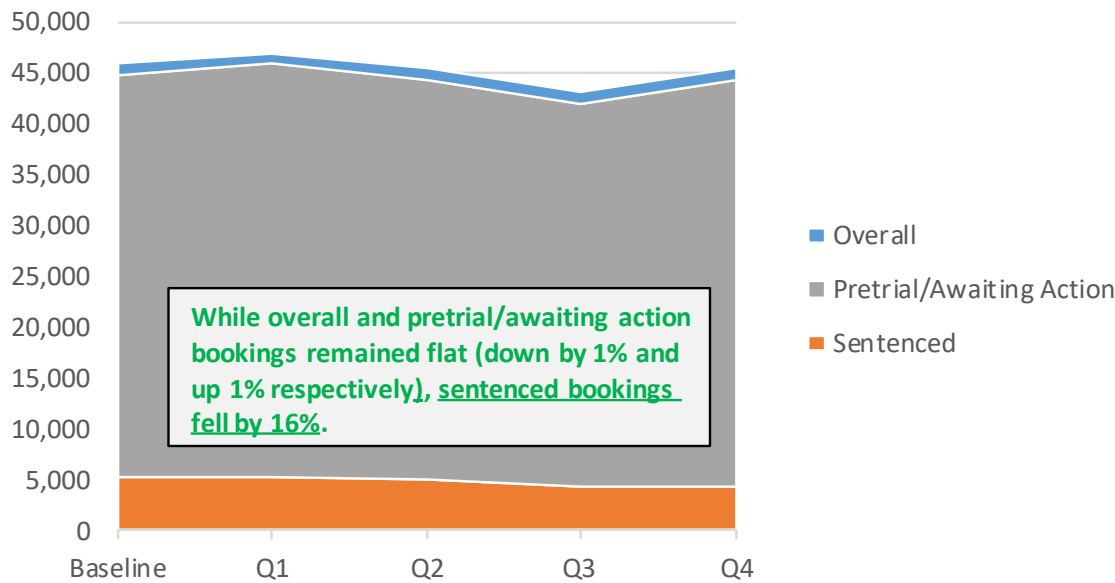


Moderately small jail trends

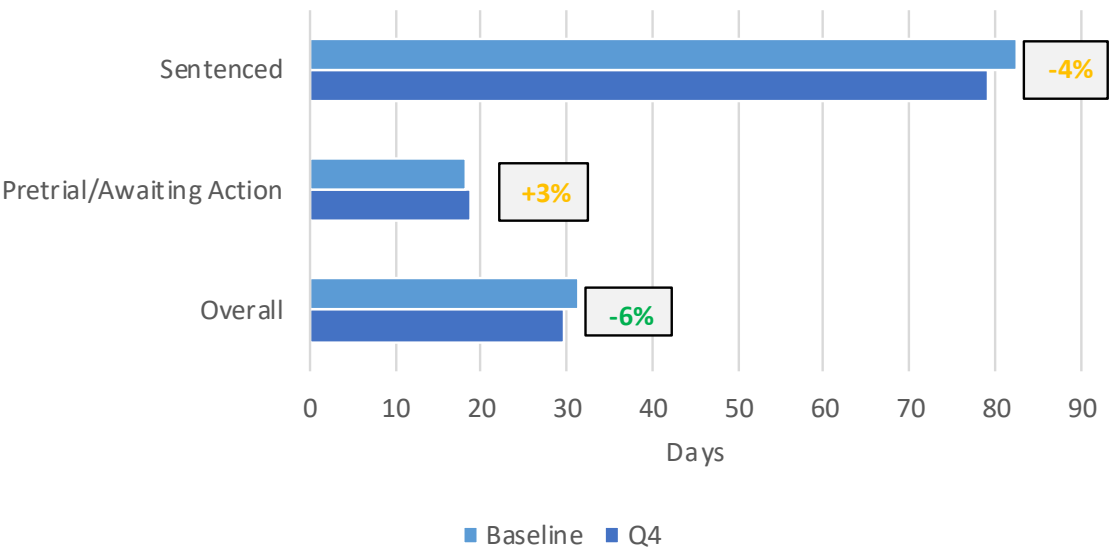


Section II: Bookings and Length of Stay (LOS)

Change in Bookings Across Sites



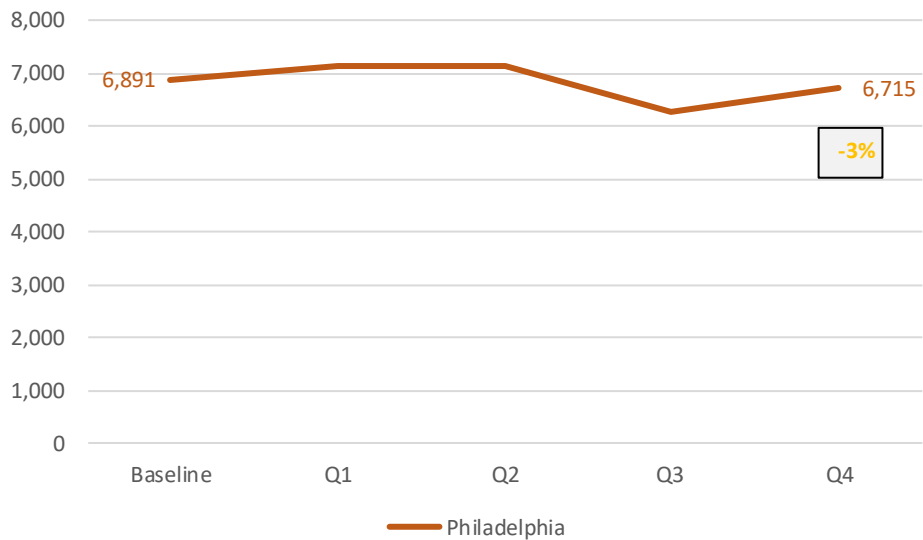
Change in Average LOS from Baseline



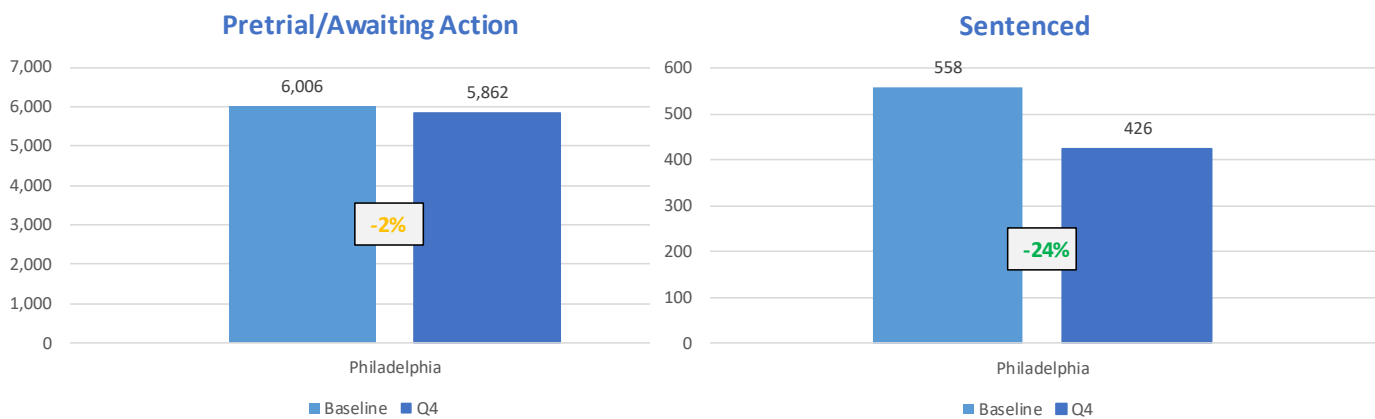
While **overall LOS decreased by 6%**, we do not see reductions of the same magnitude in pretrial/awaiting action or sentenced individuals. The larger decrease in overall LOS appears to be **driven by “other” status categories** (those not identified as sentenced or pretrial/awaiting action) in selected sites. This will be further investigated.

Booking trends: Large jails

Trends in overall bookings, by site



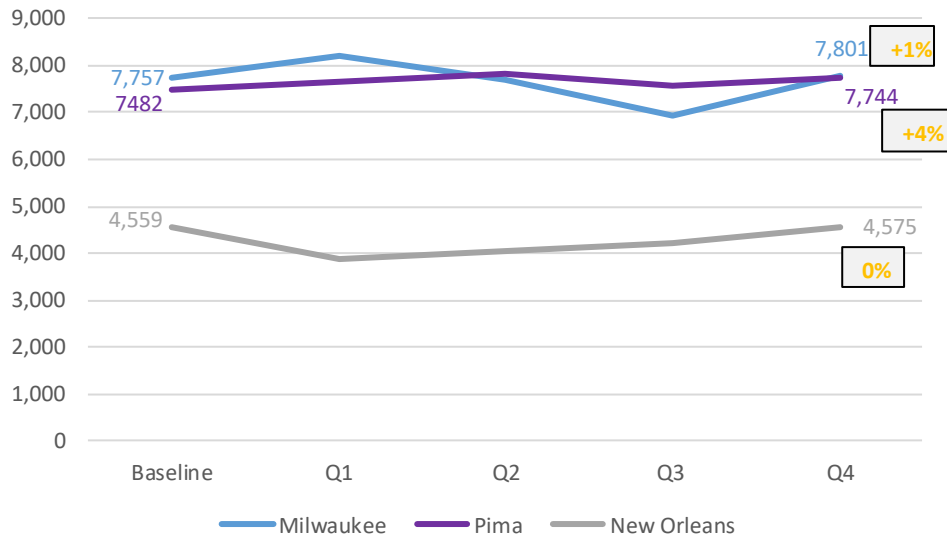
Site changes in pretrial/awaiting action and sentenced bookings, baseline to Q4 (Feb-Apr 2017)



Changes in overall bookings in Philadelphia were driven by changes in the “other” category. Specifically, it appears that large reductions in LOS for pretrial/awaiting action and sentenced individuals are masked by what appear to be smaller reductions in the “other” group. This will be further investigated.

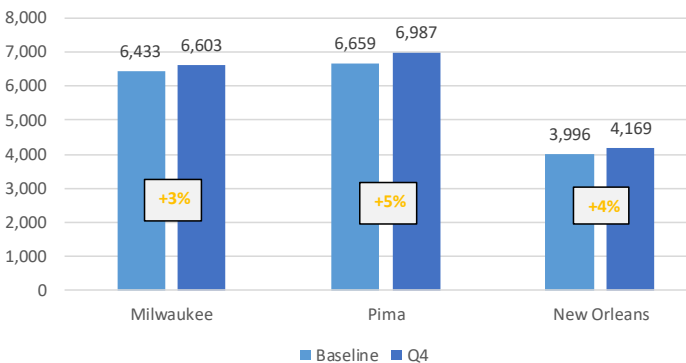
Booking trends: Moderate jails

Trends in overall bookings, by site

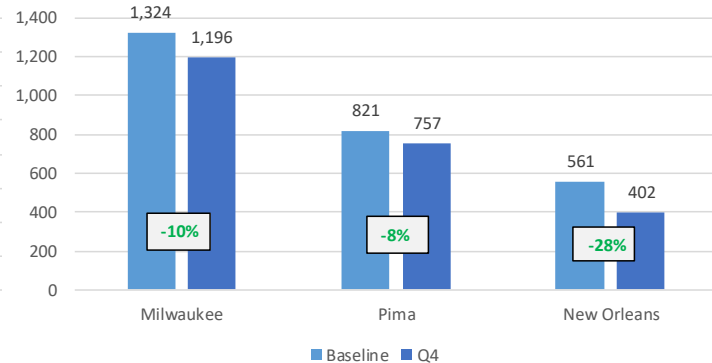


Site changes in pretrial/awaiting action and sentenced bookings, baseline to Q4 (Feb-Apr 2017)

Pretrial/Awaiting Action

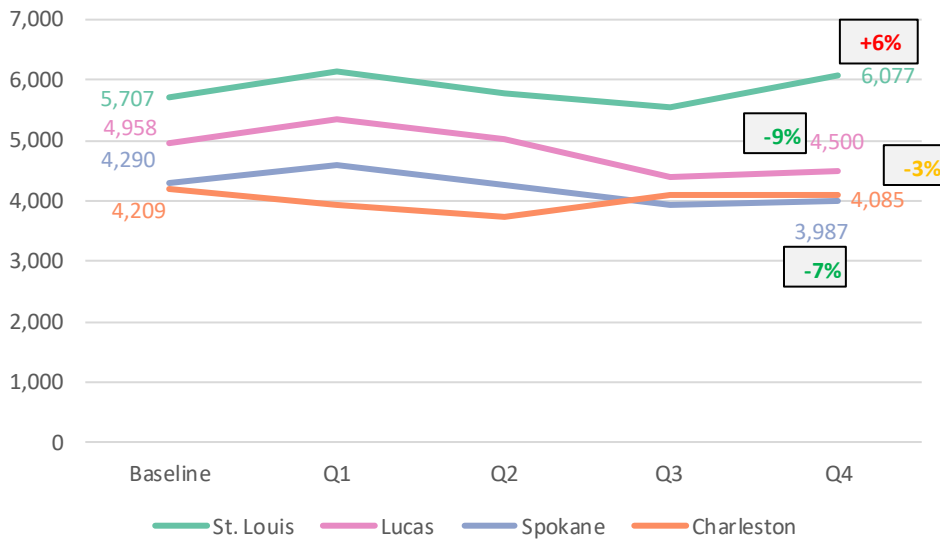


Sentenced



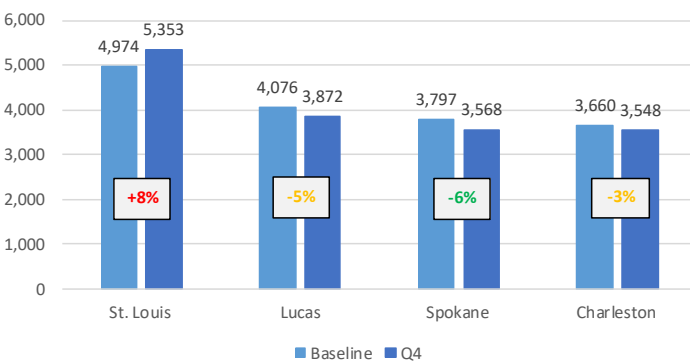
Booking trends: Moderately small

Trends in overall bookings, by site

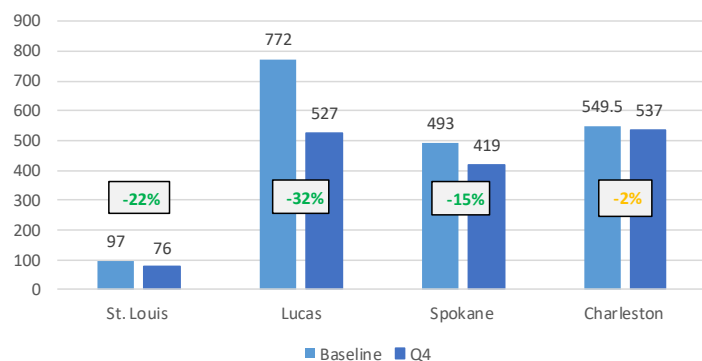


Site changes in pretrial/awaiting action and sentenced bookings, baseline to Q4 (Feb-Apr 2017)

Pretrial/Awaiting Action



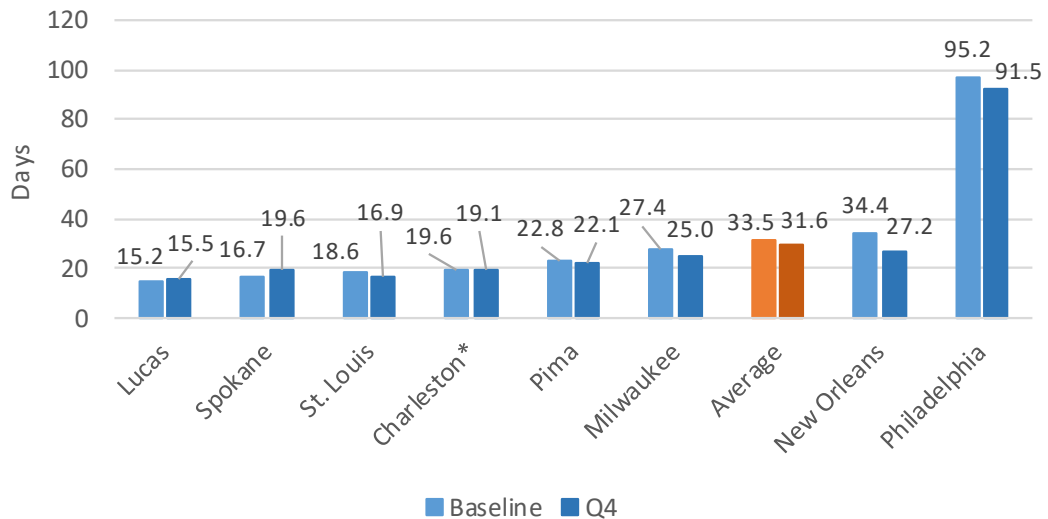
Sentenced



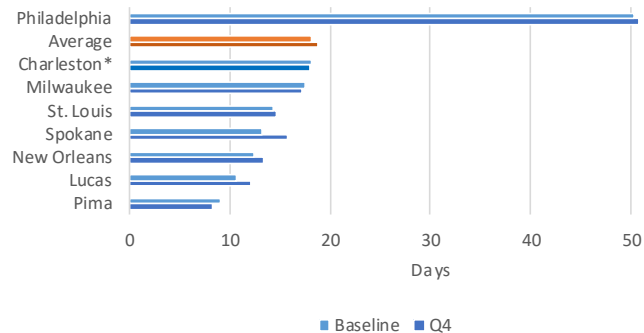
LOS trends

Change in average LOS (in days) from baseline to Q4 (Feb-Apr 2017), by site

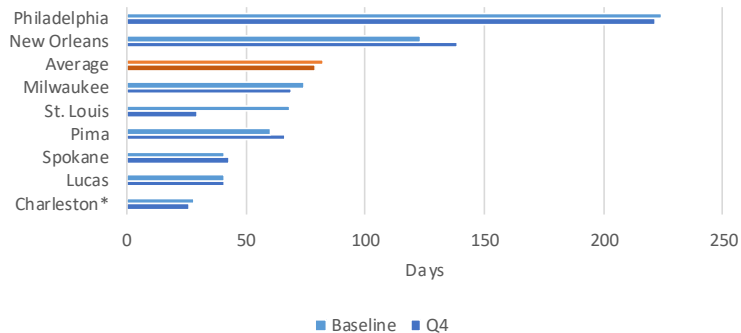
Overall



Pretrial/Awaiting Action



Sentenced



Note: In St. Louis, the sentenced subcategory includes a **relatively low number of cases**, so observed changes should be treated with caution.

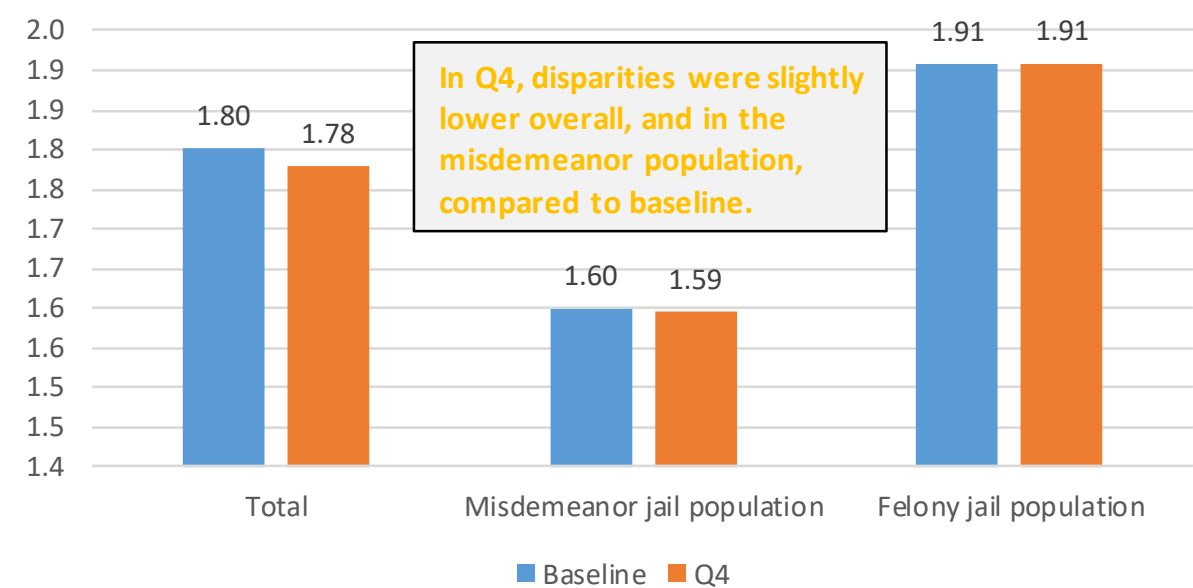
Additionally, the **“other” category appears to be driving overall LOS changes in selected sites** (e.g. Philadelphia, New Orleans, St. Louis).

*Charleston numbers reflect change in LOS through Q3

Section III: Racial and ethnic disparities

All of the disparity measures reported in this section are **purely descriptive**: figures are not meant to impute positive or negative change as it remains unclear what meaningful increases or decreases look like. These figures are meant as a starting point for further analysis.

Representation of People of Color in Jail Population
vs. General Population: Disparity Ratios*

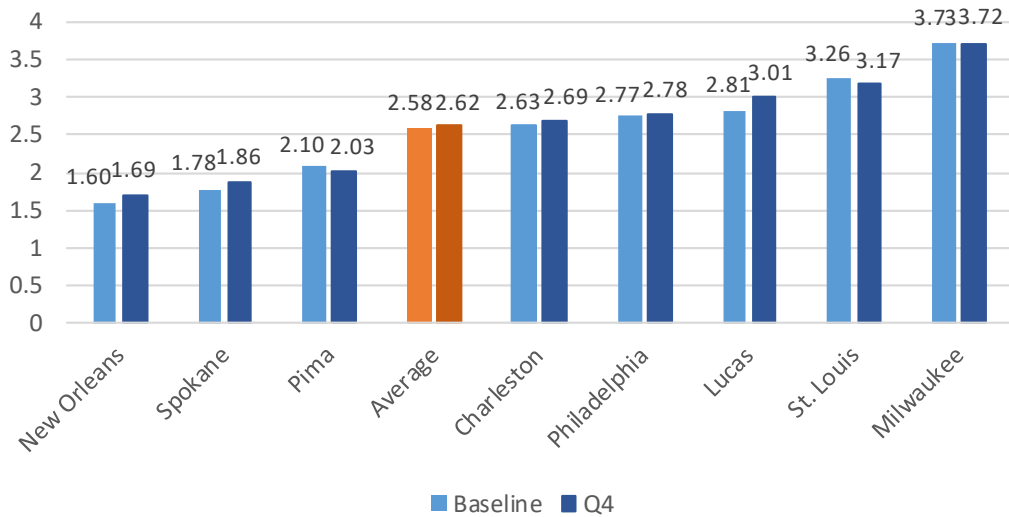


Disparity Ratios by Site						
	Total Jail Population		Misdemeanor Jail Population		Felony Jail Population	
	Baseline	Q4	Baseline	Q4	Baseline	Q4
Charleston	2.16	2.17				
Lucas	2.04	2.10	1.88	1.85	2.19	2.24
Milwaukee	1.82	1.83	1.74	1.71	1.92	1.92
New Orleans	1.26	1.24	1.19	1.24	1.37	1.36
Philadelphia	1.45	1.44				
Pima	1.46	1.49	1.46	1.44	1.46	1.49
Spokane	2.06	2.15	2.00	1.92	2.13	2.06
St. Louis	2.32	2.25	1.93	1.89	2.34	2.27

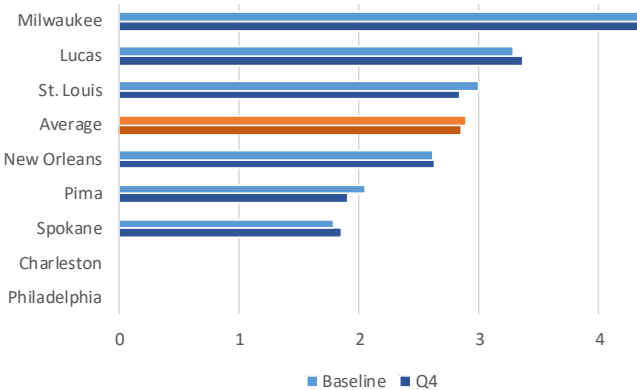
Note: Felony and misdemeanor breakdowns are missing for Charleston and Philadelphia.

Disparities in jail bookings (People of Color to White)

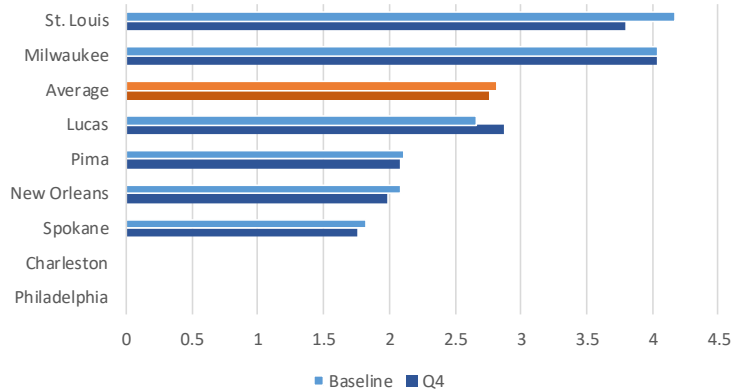
Relative Rate Index (RRI): Total Jail Bookings



RRI: Felony Jail Bookings

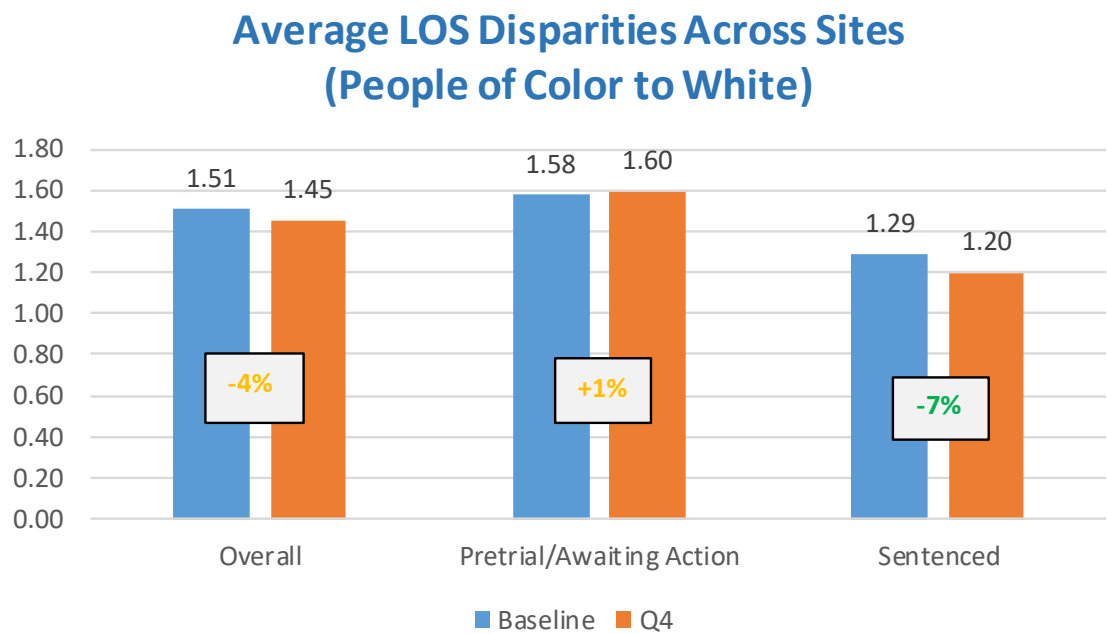


RRI: Misdemeanor Jail Bookings



Note: Relative Rate Index (RRI) measures for bookings capture disparities in the rates of bookings into the jail for White, Non-Hispanic individuals and People of Color relative to each populations' representation in the Site's general adult population. Please see the Appendix for a more detailed discussion of methodology.

Disparities in LOS: Total jail population



Across sites, **LOS disparities in the overall and sentenced populations were lower in Q4 relative to baseline**. More detailed information on disparity ratios by legal status and charge type by site appear in the next few pages.

Disparities in LOS: Total jail population (cont'd)

Total Population

	Baseline			Q4			Change in Ratio
	People of Color	White	Ratio	People of Color	White	Ratio	
Charleston*	24.51	13.15	1.86	23.25	13.84	1.68	-0.18
Lucas	16.07	14.41	1.11	16.13	14.80	1.09	-0.02
Milwaukee	28.76	23.99	1.20	26.59	20.99	1.27	0.07
New Orleans	39.92	16.97	2.35	30.80	15.34	2.01	-0.34
Philadelphia	105.13	62.26	1.69	99.81	56.86	1.76	0.07
Pima	23.66	21.63	1.09	22.51	21.43	1.05	-0.04
Spokane	22.04	15.47	1.42	22.56	18.62	1.21	-0.21
St. Louis	20.91	15.76	1.33	20.17	12.80	1.58	0.25

Pretrial/Awaiting Action Population

	Baseline			Q4			Change in Ratio
	People of Color	White	Ratio	People of Color	White	Ratio	
Charleston*	23.79	11.50	2.07	23.26	11.79	1.97	-0.10
Lucas	11.69	9.51	1.23	12.74	11.31	1.13	-0.10
Milwaukee	19.55	11.68	1.67	19.37	10.71	1.81	0.13
New Orleans	14.21	7.27	1.96	15.06	7.95	1.89	-0.06
Philadelphia	54.52	32.54	1.68	56.18	28.06	2.00	0.33
Pima	9.02	9.20	0.98	8.32	8.25	1.01	0.03
Spokane	17.75	12.12	1.46	18.53	14.78	1.25	-0.21
St. Louis	16.97	10.81	1.57	17.87	10.43	1.71	0.14

Sentenced Population

	Baseline			Q4			Change in Ratio
	People of Color	White	Ratio	People of Color	White	Ratio	
Charleston*	28.96	27.70	1.05	23.32	31.36	0.74	-0.30
Lucas	45.32	37.13	1.22	44.50	38.00	1.17	-0.05
Milwaukee	80.97	62.90	1.29	74.24	59.30	1.25	-0.04
New Orleans	133.11	81.79	1.63	147.80	81.13	1.82	0.19
Philadelphia	236.39	161.31	1.47	231.14	164.05	1.41	-0.06
Pima	65.53	53.06	1.24	68.34	63.93	1.07	-0.17
Spokane	47.90	38.57	1.24	41.98	42.99	0.98	-0.27
St. Louis	73.96	61.04	1.21	31.24	26.83	1.16	-0.05

*Charleston's numbers reflect change in LOS through Q3.

Disparities in LOS: Misdemeanor jail population (cont'd)

Total Misdemeanor Population

	Baseline			Q4			Change in Ratio
	People of Color	White	Ratio	People of Color	White	Ratio	
Charleston							
Lucas	9.91	9.72	1.02	7.83	8.73	0.90	-0.12
Milwaukee	13.38	15.43	0.87	10.03	11.57	0.87	0.00
New Orleans	11.77	9.55	1.23	13.60	9.96	1.37	0.13
Philadelphia							
Pima	4.14	3.83	1.08	2.85	3.01	0.95	-0.13
Spokane	7.47	6.32	1.18	8.58	6.92	1.24	0.06
St. Louis	2.43	4.20	0.58	2.09	3.79	0.55	-0.03

Pretrial/Awaiting Action Misdemeanor Population

	Baseline			Q4			Change in Ratio
	People of Color	White	Ratio	People of Color	White	Ratio	
Charleston							
Lucas	3.18	3.12	1.02	2.83	2.76	1.03	0.01
Milwaukee	5.39	6.74	0.80	4.73	5.29	0.89	0.09
New Orleans	7.99	5.71	1.40	10.50	8.51	1.23	-0.16
Philadelphia							
Pima	2.23	2.05	1.09	1.81	1.78	1.01	-0.07
Spokane	4.58	3.64	1.26	5.51	4.25	1.30	0.04
St. Louis	2.08	1.44	1.45	1.86	3.20	0.58	-0.87

Sentenced Misdemeanor Population

	Baseline			Q4			Change in Ratio
	People of Color	White	Ratio	People of Color	White	Ratio	
Charleston							
Lucas	40.01	31.73	1.26	36.11	35.33	1.02	-0.24
Milwaukee	47.64	38.13	1.25	37.60	31.28	1.20	-0.05
New Orleans	54.43	37.94	1.43	50.69	16.58	3.06	1.62
Philadelphia							
Pima	11.52	9.10	1.27	8.02	8.79	0.91	-0.35
Spokane	25.99	25.73	1.01	21.80	22.24	0.98	-0.03
St. Louis	9.66	13.61	0.71	4.66	9.41	0.50	-0.21

Note: Cells in *italics* constitute 10 percent or less of the total number of releases by race/ethnicity in each period. As such, reported length of stay figures should be interpreted with caution.

Disparities in LOS: Felony jail population (cont'd)

Total Felony Population

	Baseline			Q4			Change in Ratio
	People of Color	White	Ratio	People of Color	White	Ratio	
Charleston							
Lucas	25.10	22.99	1.09	27.09	25.05	1.08	-0.01
Milwaukee	41.88	33.46	1.25	40.49	31.02	1.31	0.05
New Orleans	94.27	54.27	1.74	64.49	41.53	1.55	-0.18
Philadelphia							
Pima	54.59	48.41	1.13	50.51	44.86	1.13	0.00
Spokane	51.37	34.42	1.49	48.39	40.51	1.19	-0.30
St. Louis	40.54	27.70	1.46	39.40	22.12	1.78	0.32

Pretrial/awaiting action felony population

	Baseline			Q4			Change in Ratio
	People of Color	White	Ratio	People of Color	White	Ratio	
Charleston							
Lucas	22.32	18.93	1.18	23.94	22.63	1.06	-0.12
Milwaukee	30.30	18.19	1.67	30.63	17.43	1.76	0.09
New Orleans	34.32	22.97	1.49	29.77	17.27	1.72	0.23
Philadelphia							
Pima	22.56	21.58	1.05	20.35	18.48	1.10	0.06
Spokane	44.40	29.27	1.52	42.28	34.42	1.23	-0.29
St. Louis	34.07	20.10	1.70	33.81	17.85	1.89	0.20

Sentenced felony population

	Baseline			Q4			Change in Ratio
	People of Color	White	Ratio	People of Color	White	Ratio	
Charleston							
Lucas	82.58	101.57	0.81	108.00	97.06	1.11	0.30
Milwaukee	135.67	125.17	1.08	134.17	115.28	1.16	0.08
New Orleans	195.32	156.02	1.25	208.33	120.58	1.73	0.48
Philadelphia							
Pima	111.71	98.60	1.13	105.24	99.07	1.06	-0.07
Spokane	88.93	72.46	1.23	76.63	77.43	0.99	-0.24
St. Louis	113.17	100.45	1.13	90.90	70.82	1.28	0.16

Appendix: Definitions of measures and site-specific context

This appendix provides details on how ISLG defined and attempted to operationalize performance measures and other key terms for this report. Our ability to operationalize in full accordance with definitions was dependent on the nature of each site's data. Given the similarities across many of the measures (e.g. there are multiple measures focused on the pretrial population—average daily pretrial population, pretrial bookings, and pretrial length of stay), we do not lay out a definition for each individual measure here. Instead, we describe key components of the measures so that it is clear how they are defined, who they include, and, in the case of measures that require a calculation, how that calculation was made. Additionally, because one of the key classifications by which measures are broken down—legal status (pretrial/awaiting action vs. sentenced) can change over the course of a jail stay, we include a table that shows how these classifications were determined for each of the three main types of measures presented in the report—ADP, bookings, and LoS. Finally, at the end of the appendix we include any additional site-specific context that is relevant to understanding the jail trends covered in this report.

Again, the definitions below reflect what ISLG aimed to include in each of these measures—the extent to which we were able to identify and include the full scope of the population was dependent on each site's data.

Section 1: Definitions of jail performance measures and other key terms

Jail population: Individuals who are physically confined in jail all or part of the time, with the exception of individuals who are held on contract for another jurisdiction (federal, state, or other), individuals who are held for ICE with no other pending or sentenced charges, and juveniles. In addition to those confined full-time, the confined population is defined to include anyone who is released during the day for work or treatment but returns at night, and individuals awaiting transfers to other facilities. Excluded are individuals who are under the jurisdiction of the jail but who remain in the community, such as those on electronic monitoring or home detention. Individuals with “weekender status” (i.e., individuals who are only in custody on the weekends) are also excluded.

These jail population parameters apply to all of the jail measures laid out below.

Average daily population (ADP): The ADP is calculated by adding up the number of people in the jail population (as defined above) across the days of a given time period (month, quarter, etc.), and dividing by the total number of days in the period.

Bookings: Any individual who is booked into the jail (for a pending charge, sentence, warrant, other hold, etc.) during a given time period. Specifically, bookings are defined to include anyone who is booked and admitted into the jail, booked and released, and/or transferred from another facility. Individuals who are booked multiple times in a given time period are counted as multiple bookings.

Length of stay (LOS): Average length of stay (in days) for individuals who are released during a given time period (e.g. released during the month). LOS is counted as 0 for individuals who are booked and released on the same day and 1 for individuals released the next day.

Disparity ratio: A measure of over- or under-representation of people of color in the jail on any given day, compared to their representation in the general adult population. The disparity ratio is calculated through a two-step process.

The first step is to divide the ADP for people of color in the jail by total number of people in the jail, and the number of people of color in the general adult population by the total adult population in the jurisdiction.

The second step is to divide the proportion of people of color in the jail by the proportion of people of color in the general adult population. Numbers higher than one reflect disproportionately higher representation of people of color in the jail on a given day (the higher the number the greater the disparity). Numbers below one reflect disproportionately lower representation of people of color.

Relative Rate Index (RRI) for bookings: A measure of over- or under-representation of people of color booked into the jail, compared to white, Non-Hispanic people. The RRI is calculated through a two-step process. The first step is to calculate booking rates for people of color and white, Non-Hispanic people, by dividing, for each group, the number of bookings by the number of adults in the general population. The second step is to divide the booking rate for people of color by the booking rate for white, Non-Hispanic people. Numbers higher than one reflect disparately higher booking rates for people of color (the higher the number the greater the disparity). Numbers below one reflect disparately lower rates for people of color. When RRIs are compared across the criminal justice system they present a picture of how disparities in decision-making at different system points affect each other, and where the opportunities to redress disparities lie.

Disparity ratio for LoS: Reflects disparities in LoS between people of color and white, Non-Hispanic people. The disparity ratio is calculated through a two-step process.

The first step is to calculate average LoS for both groups (in the manner described above under the LoS definition).

The second step is to divide the average LoS for people of color by the average LoS for white, Non-Hispanic people. Numbers higher than one reflect disparately higher LoS for people of color (the higher the number the greater the disparity). Numbers below one reflect disparately lower LoS for people of color.

Pretrial/awaiting action: Defined to include individuals with one or more pending criminal charges (including warrants) and individuals in jail for a probation or parole violation. Note that individuals who have pending criminal charges and other statuses (for example, sentenced on another charge) are counted in this category. See Section 2 below for more information on how pretrial status is determined.

Sentenced: Individuals who are serving a sentence, and who do not have any other open charges. Note that the sentenced population is not limited to people serving a local jail sentence—it also includes individuals in jail who have been sentenced to prison and are waiting to be transferred. Probation and parole violators are not counted in this category. See Section 2 below for more information on how sentenced status is determined.

Misdemeanor population: Includes individuals whose top charge is a misdemeanor. Top charge was determined by taking the top charge associated with the booking.

Felony population: Includes individuals whose top charge is a felony. Top charge was determined by taking the top charge associated with the booking.

People of color: Any individual whose race is listed as something other than “White.” For sites that track ethnicity separately from race, this includes individuals whose race is listed as “White” but whose ethnicity is listed as “Latino/Hispanic.”

White: Any individual whose race is listed as “White.” For sites that track ethnicity separately from race, this will include individuals whose race is listed as “White” and whose ethnicity is listed as “Non-Latino/Hispanic.”

Baseline: Baseline is the reference point for progress in this initiative. For ADP and LoS measures, baseline is calculated as an average of the six months immediately preceding implementation (November 2015 through April 2016). For bookings measures, it is calculated as the average of the two quarters that comprise the baseline period (so that both counts reflect quarterly estimates).

Quarter 1: May to July 2016

Quarter 2: August to October 2016

Quarter 3: November 2016 to January 2017

Quarter 4: February to April 2017

Large jails: Jails that have a capacity of more than 5,000 beds.

Moderate jails: Jails that have a capacity of 1,001 to 3,000 beds.

Moderately small jails: Jails that have a capacity of 201 to 1,000 beds

Section 2: Determinations of Legal Status by Site

Table 1: Legal Status Operationalized, by Site

<p>Charleston</p>	<p>For ADP measures: Used status at time of snapshot For admissions measures: Used status at time of admission For LOS measures: Used status at time of admission</p> <p><i>Additional detail:</i> Legal status was determined using the presence or absence of a sentence date. Charleston provided sentence dates at the charge-level, meaning that ISLG considered individuals to be sentenced if there was a sentence date present for each charge associated with a given booking, while individuals who did not have all of their charges sentenced were considered to be pretrial/awaiting action. Given this approach, charges that may have eventually been dismissed were counted in the pretrial/awaiting action category.</p>
<p>Lucas</p>	<p>For ADP measures: Used status at time of snapshot For admissions measures: Used status at time of admission For LOS measures: Used status at time of admission</p> <p><i>Additional detail:</i> ADP was calculated using 4-hour snapshots in the jail, and legal status was identified in these files through the top charge in the booking. For consistency, ISLG used this same definition of legal status for admission and LOS analyses.</p>
<p>Milwaukee</p>	<p>For ADP measures: Used status at time of release For admissions measures: Used status at time of release For LOS measures: Used status at time of release</p> <p><i>Additional detail:</i> Legal status was determined using the presence or absence of a sentence date. Milwaukee provided sentence dates at the <i>booking-level</i>, meaning that ISLG considered individuals to be sentenced if there was a sentence date associated with their booking, while individuals who did not have a sentence date present were considered to be pretrial/awaiting action. Note that the sentenced population for Milwaukee includes only individuals sentenced to local custody.</p>

Table 1: Legal Status Operationalized by Site, cont'd

<p>New Orleans</p>	<p>For ADP measures: Used status at time of snapshot For admissions measures: Used status at time of release For LOS measures: Used status at time of release</p> <p><i>Additional detail:</i> Given data availability, legal status was based on the site's "inmate type" designation. The Pretrial/Awaiting Action category includes pretrial individuals with pending state, municipal, or traffic charges, as well as probation and parole violators. For technical reasons, this category also includes individuals who are temporarily out of custody. The Sentenced category includes individuals with a DOC, Parish, municipal, or traffic sentence (even if they have one or more pending charges), DOC community services, and weekend warriors. All others were categorized as Other, which includes those being held for out of state extradition/transport, mental health holds, or other holds. Contracts were excluded: DOC work release was excluded across the board, while Re-Entry contracts (which cannot be identified in the data) were excluded from calculations as appropriate.</p> <p>Note also that only the legal status at release was available for admissions.</p>
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Table 1: Legal Status Operationalized by Site, cont'd

<p>Philadelphia</p>	<p>For ADP measures: Used status at time of snapshot For admissions measures: Used status at time of booking For length of stay measures: Used status at time of release</p> <p><i>Additional detail:</i> The <i>Pretrial/Awaiting Action</i> category includes individuals with a legal status of PTHOLD (pretrial), PTCVP (county probation), and PTPBP/DTPBP (state parole). The <i>Sentenced</i> category includes individuals with a legal status of SNDNSN (sentenced detainer), SNESCAPE (returned escapee), SNSCP (sentenced county parole violator), SNSCR (sentenced court of record), SNSNSN (sentenced), SNSSP (sentenced state parole violator), SNWEEKEND (sentenced weekender), SSSAT (sentenced to be transferred to the state). Anyone else falls into an <i>Other</i> category, which primarily includes individuals with deferred sentences, detainees held for other jurisdictions, Writ holds, and others.</p> <p>Legal status was determined differently in the two sets of snapshot files that were available, resulting in two exceptions to the rules above. For the later snapshots (August 2016 to April 2017): 1) Individuals with an <i>Other</i> status who had a probation/parole detainer were considered pretrial/awaiting action; and 2) Violators without detainers were considered <i>Other</i>-potentially slightly under-counting probation/parole violators in the August 2016 to April 2017 snapshot files.</p> <p>Legal status was pulled from the snapshot files. To obtain legal status at booking and legal status at release, we identified the first and last legal status from the snapshot files and matched those onto the bookings/releases file.</p>
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Table 1: Legal Status Operationalized by Site, cont'd

<p>Pima</p>	<p>For ADP measures: Not included in this report For admissions measures: Used status at time of booking For LOS measures: Used status at time of release</p> <p><i>Additional detail:</i> Pima County requested that we exclude data in this report relating to ADP breakdowns involving legal status, given we could not reconcile ISLG's numbers with their internal numbers. ISLG and Pima County will work together to reconcile these differences for the next round of reporting.</p>
<p>Spokane</p>	<p>For ADP measures: Used status at time of release For admissions measures: Used status at time of release For LOS measures: Used status at time of release</p> <p><i>Additional detail:</i> Legal status was determined using the presence or absence of a sentence date. Spokane provided sentence dates at the <i>court case-level</i>, meaning that ISLG considered individuals to be sentenced if there was a sentence date for each court case associated with a given booking, while individuals who were not sentenced on at least one case were considered to be pretrial/awaiting action.</p>
<p>St. Louis</p>	<p>For ADP measures: Used status at time of release For admissions measures: Used status at time of booking For LOS measures: Used status at time of release</p> <p><i>Additional detail:</i> Legal status is based on charge-level disposition codes. If the booking had a sentenced disposition code, and no pretrial or probation/parole violation codes, it is considered sentenced at the time of release. If the booking had at least one pretrial or probation/parole violation disposition code, it was considered pretrial/awaiting action at the time of release. If there was neither a sentenced, pretrial, or probation/parole violation codes assigned at the time of release, the booking is considered "other." It was determined with the Site that this most accurately reflected legal status, relative to reporting from the Monthly Jail Population Report.</p>

Section 3: Site-Specific Contextual Notes

Charleston

- ADP was calculated using a first day of month snapshot.
- Quarter 4 LoS data has been removed from this report due to unresolved data issues.
- Reliable charge information is not available from the jail data. Any charge information will have to come from the court data however, at present, it is not possible to merge jail and court files due to a lack of consistent identifiers.

Lucas

- ADP was calculated using 4-hour snapshots rather than admission and release files.
- Lucas County has a pretrial facility and a sentenced facility. When an individual moves from the pretrial facility to serve their local jail sentence at the sentenced facility, they receive a new booking number. This differs from other jurisdictions in the SJC where defendants keep the same booking number even if they move to another local facility. As a result, Lucas County's bookings may look higher than other similarly sized jurisdictions, given that defendants are double counted if they were in both facilities. The site requested that we maintain this distinction in the analysis.
- While the 'people of color' category does include anyone who was listed as Hispanic in a separate data field, Lucas County only recently implemented that field. Therefore, the 'white' category likely includes White Hispanic defendants who were admitted before the new field was implemented.

Milwaukee

- Data reported here differ significantly from aggregate indicators that the Site submits to ISLG each month on the Monthly Jail Population Report. Average daily population (ADP) figures reported here are, on average, approximately 110 ADP over the site-reported figures across the Year 1 period, while counts of total bookings and releases are slightly below site-reported figures. Owing to issues in the Site's conversation from one jail management system to another, it is not possible to identify the original parameters under which the monthly jail data was calculated. We will continue to work with the site to identify the source of these differences.
- No contract populations have been excluded from ISLG's reporting in the preliminary performance measure report, as ISLG has not yet been able to determine how to exclude Federal hold or contract populations. ISLG was able to exclude cases identified by the site as being supervised in the community on electronic or GPS monitoring, cases whose only charge(s) included "safekeeper" holds, and juveniles (i.e., people under 17 years of age at the time of booking).
- Criminal traffic offenses, while they can be felonies or misdemeanors depending on prior convictions, are not always assigned a charge class of felony or misdemeanor in the jail data system. As such, bookings with a criminal traffic offense and no other assigned class are not included in the breakdowns by top charge.

New Orleans

- ADP figures—total ADP, ADP sentenced—exclude all contracts that could be identified in the data (i.e., DOC Work Release) and remove a standard 140 individuals per month from November 2015 to January 2016 for those contracts that could not be identified in the data (i.e., Re-Entry Program). Total ADP was calculated by determining who was in the jail population on a given day using admission and release dates. ADP breakdowns are based on a last day of the month snapshot. ADP breakdowns by legal status for Quarter 4 of Year 1 exclude April 2017 due to identified data issues.
- In the length of stay analyses, any length of stay over 3,000 days was excluded, as those cases appeared to be outliers/incorrect data. Note also that the site's length of stay for the pretrial/awaiting action and sentenced populations is likely somewhat underestimated due to data quality/entry issues in the legal status information in the releases files.
- The admission trends by charge show relatively large increases in felony and misdemeanor admissions, but only a small increase in overall admissions. It appears that this is because, between the Baseline period and Quarter 4 of Year 1, admissions for probation violations, municipal code and traffic violations, and certain other admissions all decreased (only felonies and misdemeanors are presented in this data).

Philadelphia

- In regards to the jail population--data are inclusive of the entire jail population in Philadelphia. Weekenders were included except for in length of stay measures.
- The pretrial/awaiting action category includes anyone being held pretrial and probation/parole violators, but excludes all individuals with a sentenced status even though they may have pending charges. The data indicate that probation/parole violators make up a larger proportion of this population than pretrial only.
- The sentenced category includes individuals who have a sentenced status even though they may have pending charges and/or other holds.
- For a number of reasons, the legal status categorizations reported here (i.e., pretrial/awaiting action, sentenced, other) have some limitations given data availability and ISLG's coding and matching process. Because legal status at booking and release could only be identified through the snapshot files, it is possible that some cases were inaccurately categorized.
- LOS analyses exclude any individuals who had a length of stay of less than 0 days or 1,000 days or more. The latter were removed because, according to PDP data staff, nearly all of these are people who were not in the jail continuously (however, the clock keeps running in the jail data system). Weekenders were also excluded from the LOS analysis.
- Reliable charge information is not available from the PDP jail data. Any charge information will have to come from the court data however, at present, those data have not been merged due to challenges with linking the identifiers.

Pima

- ISLG's calculated ADP is slightly higher than Pima's reported ADP each month by approximately 4%, on average. Pima uses a daily snapshot (3 times a day) to produce their ADP, while ISLG uses actual admission and release dates to calculate ADP. Therefore, we may be capturing more book and release defendants and may also be capturing some defendants who are not actually in jail on the days we count them, given the difficulty in assessing physical custody. The ADP analysis also excludes weekenders, since Pima excludes them when they produce their internal ADP counts.
- There remain some discrepancies between Pima's internal ALOS numbers and those reported here when examining ALOS by legal status at the time of release. ISLG's ALOS numbers are consistently lower among the pretrial population and consistently higher for the sentenced population when compared to Pima's internal numbers. We will continue to work with the site to identify the source of these differences.

Spokane

- ISLG defines legal status differently than the Site defines it in its aggregate Monthly Jail Population Reports. Here, ISLG considers individuals awaiting adjudication on a violation to be pretrial, while Spokane County does not consider violators to be part of their pretrial population. Legal status for this report is captured at the time of release from custody, while the Site reports legal status at the time of a given jail snapshot. On average, ISLG's estimates of the pretrial population are generally lower than the site's estimates, while ISLG's estimates of the sentenced population are generally higher than those of the site.
- Because of very small numbers of cases falling into the "People of Color, felony sentenced" population, figures presented here should be interpreted with caution.

St. Louis

- Data reported here differ from aggregate indicators that the Site submits to ISLG each month on the Monthly Jail Population Report. These data differ for several reasons: (i) ISLG's population includes all bookings into detention for its analysis, while in its Monthly Jail Population Reports, the Site excludes bookings that are not admitted into the Main Jail from its indicators; (ii) the methods used to identify legal status by ISLG differ from the methods used by the Site in its monthly aggregate reporting. ISLG pools all charges associated with a given booking, and assigns a legal status to that booking at the time of release (for ADP, ALOS measures) and admission (for admissions measures). This differs significantly from the Site's figures in the Monthly Jail Population Report, as they first identify the top charge associated with a booking on the date of the snapshot, and assign the legal status of that top charge. Their methods do not take into account legal statuses associated with lesser charges on the booking. Further, the Site disaggregates probation/parole violators from their pretrial figures.

St. Louis - Continued

- The age of criminal responsibility in Missouri is 17 years. Population figures used in ratio measures for average daily population and admissions rates are based on the adult population, ages 18 and older.
- Average length of stay is calculated as the difference in days from the admission date to the release date for all bookings that are not placed on an alternative to incarceration program (e.g., pretrial supervision, expanded pretrial supervision, modified work release). For bookings placed on alternative to incarceration programs (where Location = HU9), the Average Length of Stay is calculated as the difference in days from the admission date to the first date placed onto the program.
- St Louis' jail does not capture information on ethnicity. All disparity measures are based on race data only.
- Because of very small numbers of cases falling into both the sentenced White, Non-Hispanic and People of Color populations, figures presented here should be interpreted with extreme caution.