

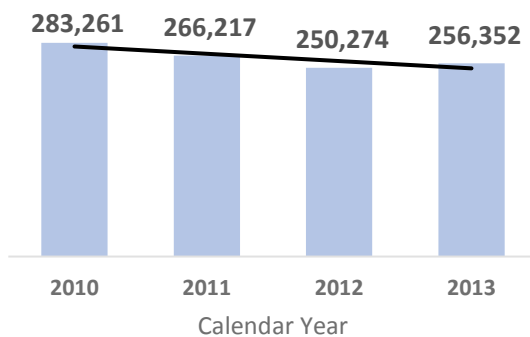
The terms “jail” and “prison” are often used interchangeably, yet there are big differences between them. Prisons are built to hold dangerous offenders with longer sentences (366 days or more in Washington state) and provide some rehabilitative programming. Jails, on the other hand, offer more short-term confinement (365 days or fewer). Jails also hold people pretrial, pre-conviction and pre-sentencing. They hold those who are being picked up from other sources, such as federal agencies, mental health agencies and other jails. Community custody violators from the Washington State Department of Corrections may complete ‘swift and certain’ sanction time in a jail. Another difference is that, in Washington, prisons are operated by the state while jails are operated by the counties. In fact, Washington is one of 17 states that has no formal oversight of its jails.¹

In 2000, the Washington Association of Sheriffs and Police Chiefs proposed a centralized jail booking and reporting system. Its study of the jail systems in the state resulted in the centrally located Jail Booking and Reporting System (JBRS). While much of the local jail data are uploaded into JBRS, there is little standardization related to the input or coding of the data being entered by jail staff.

The Statistical Analysis Center (SAC) was awarded a federal grant in 2014 to complete four studies using JBRS data.² The SAC obtained historical jail booking data from JBRS for calendar years 2010–13. The analysis below pertains to that historical dataset.

STATEWIDE JAIL BOOKINGS³

Chart 1 – Number of Statewide Bookings



The number of jail bookings has slowly decreased during the four-year period. The decreases were small between 2010 and 2012 at 6 percent per year. The increase in 2013 was also small (2 percent). While there appears to be a downward trend, none of the changes were found to be statistically significant.

Data received for calendar year 2014 was only for January to September. Those bookings totaled 204,940 for the nine months. The bookings between October–December in 2010 through 2013 represented 23 to 24

percent of the annual totals. If this trend were to continue in 2014, the yearly total is estimated to be about 243,400 bookings, or 5 percent less than the 2013 total.

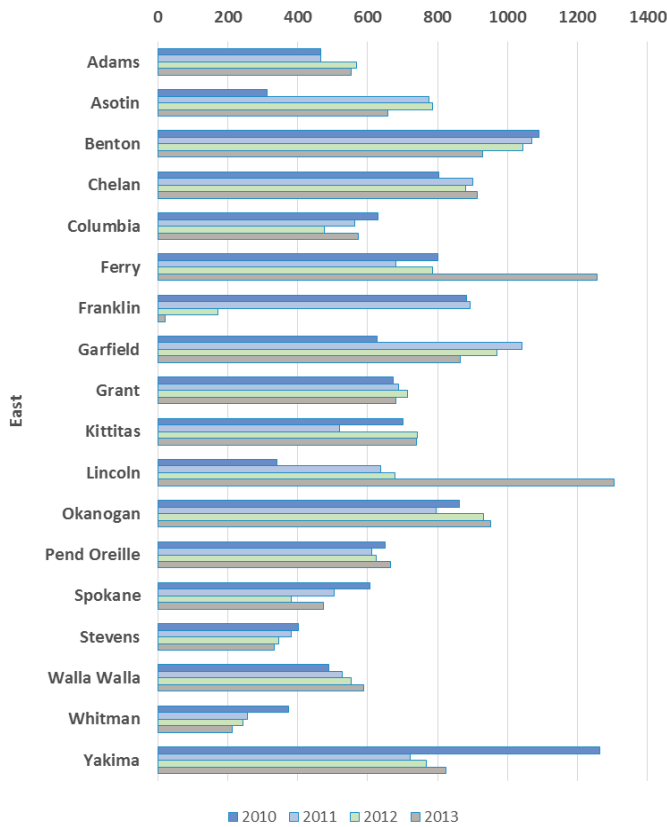
¹ Michele Deitch, *Independent Correctional Oversight Mechanisms Across the United States: A 50-State Inventory*, 30 Pace L. Rev. 1754 (2010). Available at: <http://digitalcommons.pac.edu/plr/vol30/iss5/21>.

² See the SAC Publications webpage for these studies: <http://www.ofm.wa.gov/sac/publications.asp>.

³ The data are based on bookings per year. It is possible that offenders could be represented more than once if booked into a jail more than one time.

Annual Bookings per 10,000 County Population

Chart 2a – East



Charts 2a, 2b and 2c show the annual rate of bookings per 10,000 population of each county.⁴ JBRS data collection starts when a jail goes online with the vendor, so there may not be a complete four-year historical set of data for each agency. In fact, San Juan County data was first available in 2014, therefore, their data is not included in this analysis.

Both Franklin (Chart 2a) and Kitsap (Chart 2c) counties changed their booking systems in early 2012 and experienced some configuration issues that caused a sizeable amount of data to not be entered into JBRS.

Lincoln (46 percent), Asotin (33 percent) and Adams counties has the largest rate increase over the four years. The largest rate decreases were found in Whitman (-12 percent), Grays Harbor (-7 percent) and Yakima (-7 percent) counties.

Chart 2b – Northwest

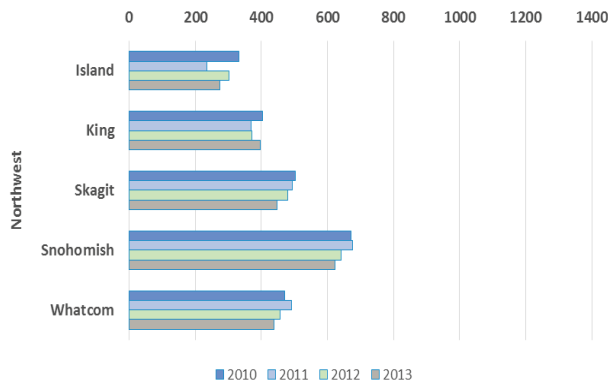
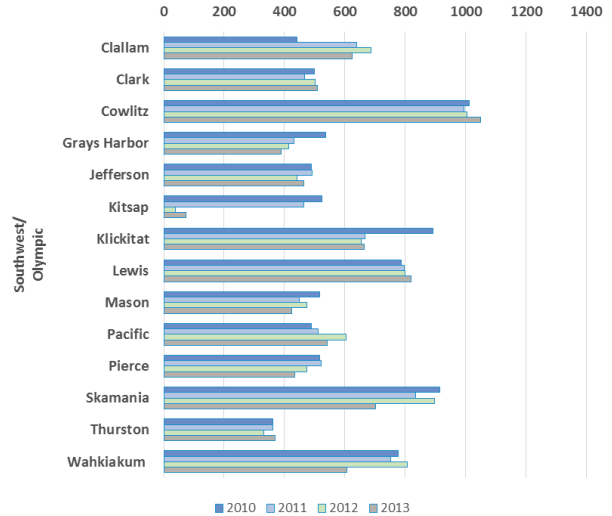


Chart 2c – Southwest/Olympic



⁴ County population data used are the yearly estimated populations of the specific counties as found in the CrimeStats Online Excel dataset. <http://www.ofm.wa.gov/sac/data.asp>

Chart 3 – Days Spent in Jail

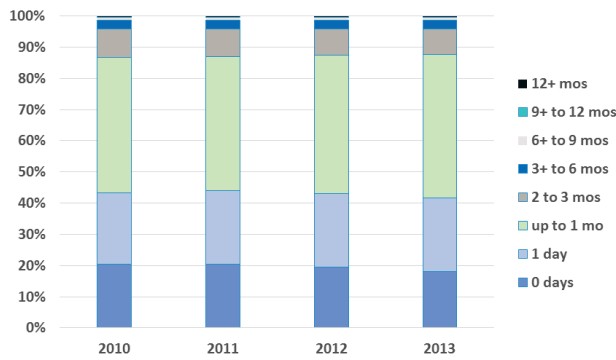
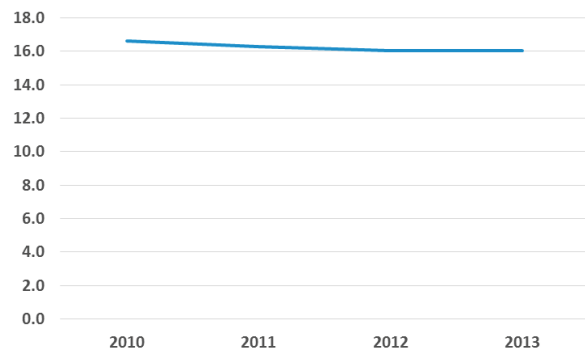


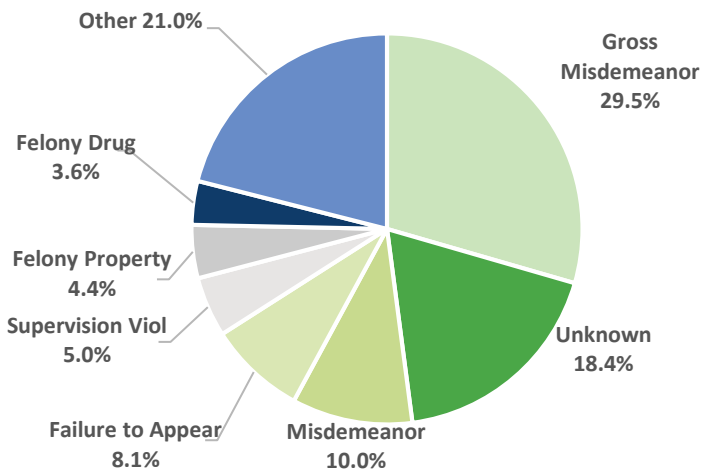
Chart 4 – Average Days Spent in Jail



As mentioned earlier, jails house people for varying reasons, most of which are for short-term stays.⁵ As Chart 3 shows, the majority (from 65 percent to 68 percent) of bookings were for a jail stay length between one day and one month. In fact, 94 percent of jail bookings were for three or fewer months and less than 4 percent of bookings were for longer than three months.

The average number of days spent in jail in Chart 4 has remained largely consistent. Over the four-year period, it decreased slightly from 16.6 in 2010 to 16.0 in 2013.

Chart 5 – Charging Offense Categories



The charging offenses related to each booking were grouped into general categories such as Misdemeanor, Warrant, Hold and Contract, to list a few. If there were multiple charging offense entries per booking, the first entry is the one included in this analysis. There was a total of 31 categories created. However, most categories covered less than 1 percent of the bookings. Chart 5 displays the top seven categories, with the remaining 24 shown as Other. The category

Unknown is based on unrecognizable abbreviations, outdated statutory references, incomplete offense information and other data complexities.

More than 35 percent of the booking records did not include any charging offense information. For the 64 percent that did, Chart 5 shows the largest categories included Gross Misdemeanor (29.5 percent), Other (21 percent), Unknown (18.4 percent) and Misdemeanor (10 percent). Nearly half (47.6 percent) of the bookings were related to gross misdemeanors, misdemeanors or an offender failing to appear.

⁵ Days in jail does not represent convicted sentence length or average daily population.

RELEASES FROM JAIL

The values in JBRS for the Custody Status Code are In Jail, Released, Unsupervised Custody and Transferred. As shown in Chart 6, the Released custody status code composed the majority (71 percent – 74 percent) of the bookings for each of the four years.

Chart 6 – Bookings Where Custody Status = Released

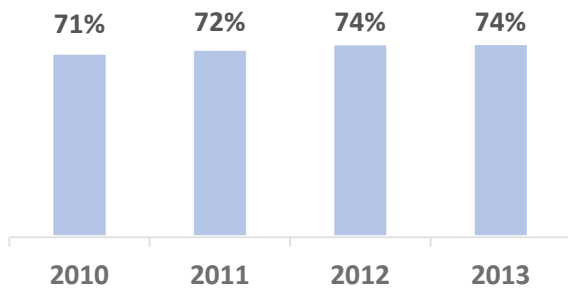
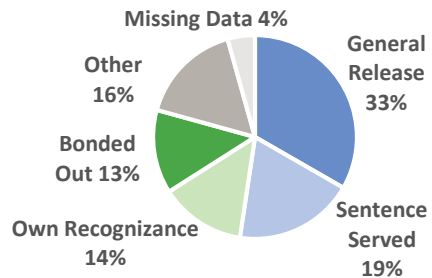


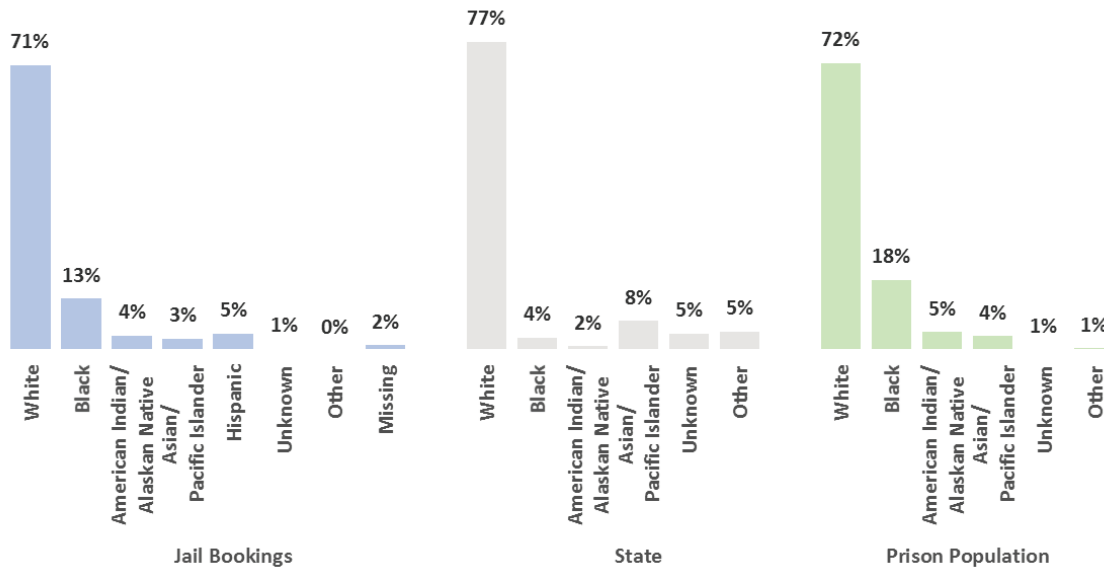
Chart 7 – Custody Detail for Releases



Of those bookings with a custody status code of Released, the top four reasons associated with the releases are General Release, Sentence Served, Own Recognizance and Other (Chart 7). General Release comprised the largest amount of releases with an average of 33 percent, followed by Sentence Served at 19 percent. The third largest category, Other, consists of reasons including, but not limited to, dropped charges, extradited, released by court order, probation and entries where the reason was unknown or not provided.

DEMOGRAPHICS

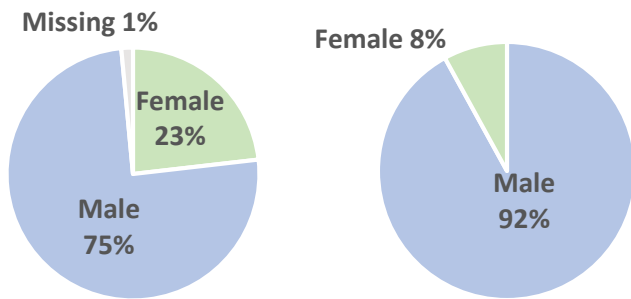
Chart 8 – Distribution of Bookings by Race⁶



⁶ State race category data can be found on the OFM webpage http://www.ofm.wa.gov/pop/census2010/dp1/data/state/wa_2010_dp1_state_04000US53.pdf. Jail booking data includes ethnicity as a race category while the categories provided in the OFM data separates ethnicity from race; therefore, it is not possible to compare them.

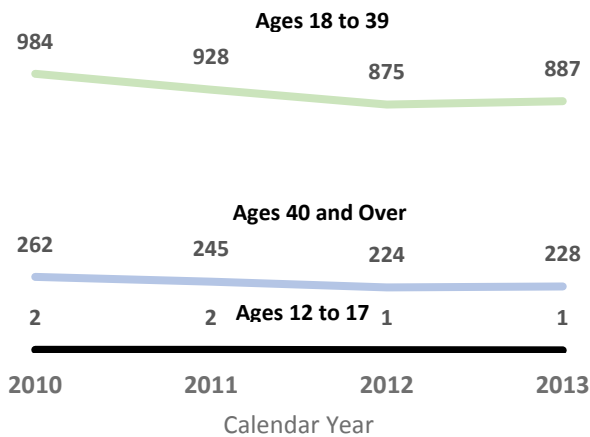
Racial distribution data in Chart 8 shows that blacks and American Indian/Alaskan Natives are overrepresented in jail bookings compared to their distribution in the general population. This disproportionality is commonly witnessed in many areas of the criminal justice system, including in the prison population⁷.

Chart 9 – Distribution of Bookings by Gender
Jail Bookings **Prison Population**



It is widely known in criminal justice research that females generally commit less violent crimes than males.⁸ Non-violent crimes commonly result in shorter sentence lengths while violent crimes are more likely to result in a longer sentence that is usually served in prison. So it is not a surprise that the proportion of females in jail bookings is higher than in the prison population (Chart 9).

Chart 10 – Age-specific Booking Rates per 10,000 Population⁹



Booking data were categorized into three age ranges, and then rates were calculated for each age range using the age-specific state population (Chart 10). The rates for the ‘Ages 18 to 39’ group and ‘Ages 40 and Over’ group decreased, 10 percent and 13 percent respectively, over the four years. The average age of persons booked into jails remained constant at 33 years old, however. The average age of the prison population is a bit older at 38 years old, which can be attributed to the prison population being composed of offenders who

have been incarcerated for several years after their jail booking. Another explanation is that offender scores¹⁰ increase for those who continue to reoffend as they get older resulting in longer sentence lengths. This, in turn, increases the likelihood of serving that time in prison instead of jail.

⁷ Washington State Department of Corrections’ fact card: <http://www.doc.wa.gov/aboutdoc/docs/msFactCard.pdf>

⁸ U.S. Department of Justice, Bureau of Justice Statistics (2000). Women Offenders (Report No. NCJ 175688). Retrieved from <http://www.bjs.gov/index.cfm?ty=pbdetail&iid=568>.

⁹ Age population data used are the yearly estimated populations of age groups as found in the CrimeStats Online Excel dataset. <http://www.ofm.wa.gov/sac/data.asp>

¹⁰ Caseload Forecast Council, 2015 Washington State Adult Sentencing Guidelines Manual, page 20.

http://www.cfc.wa.gov/PublicationSentencing/SentencingManual/Adult_Sentencing_Manual_2015.pdf

APPENDIX – Data Tables

Annual Bookings per 10,000 County Population

		2010	2011	2012	2013
EAST	Adams	467	467	568	553
	Asotin	312	775	786	659
	Benton	1091	1071	1043	930
	Chelan	803	900	880	913
	Columbia	630	563	478	574
	Ferry	801	682	785	1256
	Franklin	883	893	172	22
	Garfield	627	1042	969	866
	Grant	673	690	715	680
	Kittitas	701	520	743	741
	Lincoln	342	638	678	1305
	Okanogan	863	797	933	953
	Pend Oreille	651	612	626	665
	Spokane	606	506	382	475
	Stevens	403	382	347	333
	Walla Walla	488	528	554	588
Whitman	375	257	245	214	
Yakima	1264	722	768	825	
NORTHWEST	Island	333	235	301	275
	King	404	370	372	396
	San Juan	0	0	0	0
	Skagit	504	494	480	448
	Snohomish	671	676	641	624
	Whatcom	470	491	456	438
SOUTHWEST/ OLYMPIC	Clallam	442	639	687	624
	Clark	500	467	502	509
	Cowlitz	1011	995	1005	1050
	Grays Harbor	536	431	413	388
	Jefferson	488	491	441	465
	Kitsap	524	464	39	73
	Klickitat	892	667	653	664
	Lewis	786	797	798	818
	Mason	517	450	475	425
	Pacific	490	512	604	541
	Pierce	516	521	475	435
	Skamania	914	835	898	701
Thurston	360	361	331	368	
Wahkiakum	776	751	806	606	

Days Spent in Jail

	2010	2011	2012	2013
0 DAYS	20%	20%	19%	18%
1 DAY	22%	23%	23%	23%
UP TO 1 MONTH	42%	42%	43%	45%
2 TO 3 MONTHS	9%	9%	8%	8%
3+ TO 6 MONTHS	3%	3%	3%	3%
6+ TO 9 MONTHS	0.8%	0.8%	0.8%	0.9%
9+ TO 12 MONTHS	0%	0%	0%	0%
12+ MONTHS	0%	0%	0%	0%

Average Days Spent in Jail

Year	Average Days
2010	16.6
2011	16.3
2012	16.0
2013	16.0

Distribution of Bookings by Race

JAIL BOOKINGS	White	71%
	Black	13%
	American Indian/ Alaskan Native	4%
	Asian/ Pacific Islander	3%
	Hispanic	5%
	Unknown	1%
	Other	0%
	Missing	2%
	STATE	White
Black		4%
American Indian/ Alaskan Native		2%
Asian/ Pacific Islander		8%
Unknown		5%
Other		5%
PRISON POPULATION	White	72%
	Black	18%
	American Indian/ Alaskan Native	5%
	Asian/ Pacific Islander	4%
	Unknown	1%
	Other	1%

For further information or to obtain this document in an alternative format, contact the Washington State Office of Financial Management at 360 902-0599 or OFM.Forecasting@ofm.wa.gov.