



RESEARCH REPORT

Road Map to Pretrial Reforms

Profile Analysis of New Hampshire's Pretrial Defendant Population

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Introduction

The New Hampshire Office of the Attorney General, with support from the New Hampshire Department of Justice, New Hampshire Judicial Branch, Association of County Corrections Superintendents, New Hampshire Public Defenders, and New Hampshire Chiefs of Police, aims to develop and implement data-driven pretrial justice reforms. As a first step toward that goal, the Bureau of Justice Assistance's National Training and Technical Assistance Center selected the Urban Institute (Urban) to provide targeted technical assistance and research support to stakeholders in New Hampshire. Urban conducted an assessment on the data capacity of the state's jails and examined the key characteristics of its pretrial defendant population. This report summarizes the lessons learned from this effort.

States, as well as the federal government, have introduced numerous changes in recent decades to improve policy and practice in pretrial release decisionmaking. This report first provides background on pretrial decisionmaking and useful resources to learn more about the previous reform efforts that motivated New Hampshire to implement data-driven pretrial justice reforms. We then present findings from data analysis on the pretrial defendant population and identify data gaps and limitations, which can be a barrier to data-driven pretrial decisionmaking. We conclude by presenting a road map to develop and implement a validated pretrial risk assessment tool to reform how pretrial release decisions are made in New Hampshire and in other jurisdictions across the United States.

Background

Pretrial Case Processing

Prosecutors decide whether to accept or decline arrests brought by the police. If accepted, a criminal charge(s) will be brought against arrestees, at which point their legal status changes to “defendants.” Defendants then appear before a court, and the judge informs them of the charge or charges, ensures they are properly represented by legal counsel, and decides whether to detain or release them while awaiting trial. If release is deemed appropriate, the court may set bail, a form of security provided to the court to ensure the defendant appears at subsequent hearings. Pretrial defendants may be released to the community through other mechanisms (e.g., on one’s own recognizance), but financial bail is quite common in the United States. If a defendant is released, additional pretrial release conditions are often set to mitigate the risk of failure to appear and of potential danger the defendant might pose to the community.

Defendants who cannot afford their bail are held in custody while awaiting trial. Unfortunately, this results in many indigent defendants remaining in jail for financial reasons. In New York City, over 50 percent of defendants who were held in custody until their cases had been disposed remained in jail because they could not afford bail of \$2,500 (New York Criminal Justice Agency 2014). These incarcerated pretrial defendants do not necessarily present a high risk of failure to appear or a threat to public safety. Some pretrial defendants who post bail and are released to the community may actually pose a greater risk. This discrepancy has prompted a call for the development of evidence-based pretrial decisionmaking.

In response, a growing body of research empirically identifies factors that quantify and predict the risk of pretrial misconduct. Release decisions can then be informed by the risk defendants would pose to the community if released while awaiting trial. Such objective, systematic decisionmaking is likely to result in less questionable detention of defendants.

Pretrial risk assessment is increasingly being used by jurisdictions across the country. A growing number of states have shown support for data-driven reforms and are developing risk assessment tools for their pretrial populations. Many of these tools are validated only for a single local jurisdiction, but several states, including Virginia, Ohio, and Kentucky, have attempted to create and validate pretrial risk assessment instruments for multi-jurisdictional or statewide use.

A Framework for Implementing Evidence-Based Pretrial Reforms

Many useful resources exist for those interested in learning about the background of and framework for implementing evidence-based pretrial reforms.

The 2011 report *State of the Science of Pretrial Risk Assessment* (Mamalian 2011) provides a comprehensive summary of critical issues related to pretrial release, detention, and risk assessment. In this report, practitioners seeking to gain a deeper understanding of pretrial reform efforts can find a foundation of research-informed knowledge and examples of jurisdictions that have utilized this knowledge to reform their pretrial systems. The report outlines the transformation of pretrial practices from the widely critiqued United States bail system to the introduction of validated pretrial risk assessment tools in many jurisdictions. It then explores important conceptual and practical considerations in this shift to evidence-based pretrial decisionmaking and some challenges involved in implementation.

For policymakers, the Conference of State Court Administrators' *2012-2013 Policy Paper: Evidence-Based Pretrial Release* (Pepin, n. d.) is a helpful guide for understanding the importance of pretrial reforms from three perspectives: that of the defendant, the criminal justice system, and the community. This report also summarizes ongoing research that suggests that actuarial risk assessment instruments have higher predictive validity than clinical judgment alone. Based on the research, the report calls for a replacement of inefficient, antiquated, and sometimes dangerous pretrial practices with empirically supported, risk-based decisionmaking.

The 2013 report *Pretrial Reform in Kentucky* (Heyerly 2013) details the state's efforts in evidence-based pretrial reform and provides a valuable blueprint for other jurisdictions seeking to develop unique pretrial systems. The state's reforms, part of a larger movement to balance constitutional rights with public safety, were motivated by the guiding principles of the Kentucky Pretrial Services program. The report describes three supervision programs developed to address the state's inefficient and ineffective pretrial practices: Monitored Conditional Release, Misdemeanor Diversion, and Deferred Prosecution. All three were developed specifically for Kentucky's pretrial population and rely on evidence-based practices such as the administration of a validated risk assessment instrument and the development of individualized risk profiles and supervision plans.

For those seeking a model for how to develop an evidence-based pretrial risk assessment tool that can be generalized and implemented across multiple jurisdictions, the 2013 Laura and John Arnold

Foundation report *Developing a National Model for Pretrial Risk Assessment* is a useful resource. It provides an overview of the contextual basis for pretrial reform, explaining that the subjective nature of current pretrial practices makes it difficult to appropriately determine the risk an individual poses, which in turn carries huge human and financial costs. The report argues that a pretrial process based on scientific, objective risk assessment tools would increase public safety, reduce crime, and use public resources more efficiently. Finally, the report describes the creation of a new, universal pretrial risk assessment tool, the Public Safety Assessment-Court, which the organization believes can help judges easily, inexpensively, and reliably quantify defendant risk and make better decisions about release and conditions of release.

Although these reports represent only a subset of the growing body of knowledge about pretrial reform, they provide invaluable insight and guidance for policymakers and practitioners seeking to better understand reform efforts and develop their own evidence-based practices.

Profile Analysis

An understanding of the baseline jail population is crucial in order to develop a valid and accurate pretrial risk assessment tool and to identify areas where data-driven reforms can be effectively implemented. This section presents a profile of pretrial jail admissions in eight New Hampshire counties between January 2012 and June 2016. It describes the data and methodology used, presents findings, and lays out the limitations of the analysis. Please see appendix A for more detailed results tables.

Data and Methodology

We received data on 21,831 jail admissions in eight New Hampshire counties between January 2012 and June 2016.¹ The data include information on admission and release dates, reason for release, charges, bail amounts, and assigned courts, as well as demographic information (e.g., age, race/ethnicity, sex) for each defendant. The data received from all eight counties were standardized and combined into a master dataset. Seven of the eight jails used the same jail management system, which eased the standardization process.

A total of 2,801 admissions (approximately 13 percent) were dropped from analysis for various reasons. Admissions for protective custody or those that carried only “fugitive from justice” charges, 349 in total, were dropped because these cases would likely not continue through the New Hampshire court system. Individuals brought in for protective custody are not charged with a crime and can only be held for up to 72 hours. Individuals admitted for fugitive from justice charges are wanted by law enforcement in another state or jurisdiction and are likely to be extradited. Another 1,433 admissions were solely related to pretrial misconduct (e.g., failure to appear in court, breach of bail conditions) for a previous charge and 1,019 admissions were for supervision violations only and did not include a new charge. The remaining 19,030 admissions were included in the final analysis.

Our analysis examines and describes total and county-level monthly admissions and releases, average length of stay, demographics, charges, bail amounts, and assigned courts. Where appropriate, it also describes trends in these characteristics from January 2012 through June 2016.

Findings

Figure 1 shows the trend in admissions in each county over time.² Rockingham County has an average of 128 admissions per month, the highest of all eight counties, followed by Merrimack, Belknap, Grafton, Carroll, Cheshire, Sullivan, and Coos counties. Some counties show evidence of seasonal variation, where admissions spike during the summer and dip during the winter. In particular, Rockingham County's admissions tend to decrease around January and increase around July. Other counties, such as Coos, show less variation over time. Conversely, figure 2 shows the trend in releases over time. For several counties, releases closely mirror admissions, suggesting that most people in these counties who are booked into jail tend to be released within the same month.

Indeed, when we examine the median, minimum, and maximum length of stay per admission (table 1), we see that lengths of stay for the pretrial jail population tend to be relatively short.³ Half of people admitted to jail in these eight counties were released within two days. Over half of people booked into the Carroll County jail were released the same day.

People admitted in Cheshire, Sullivan, and Merrimack counties were more likely to stay longer than a week. Higher bail amounts in these counties, caused by more admissions for serious crimes, more people being held without bail, or other elements of current bail-setting practices, may explain the longer stays.

FIGURE 1

Monthly Jail Admissions, by County

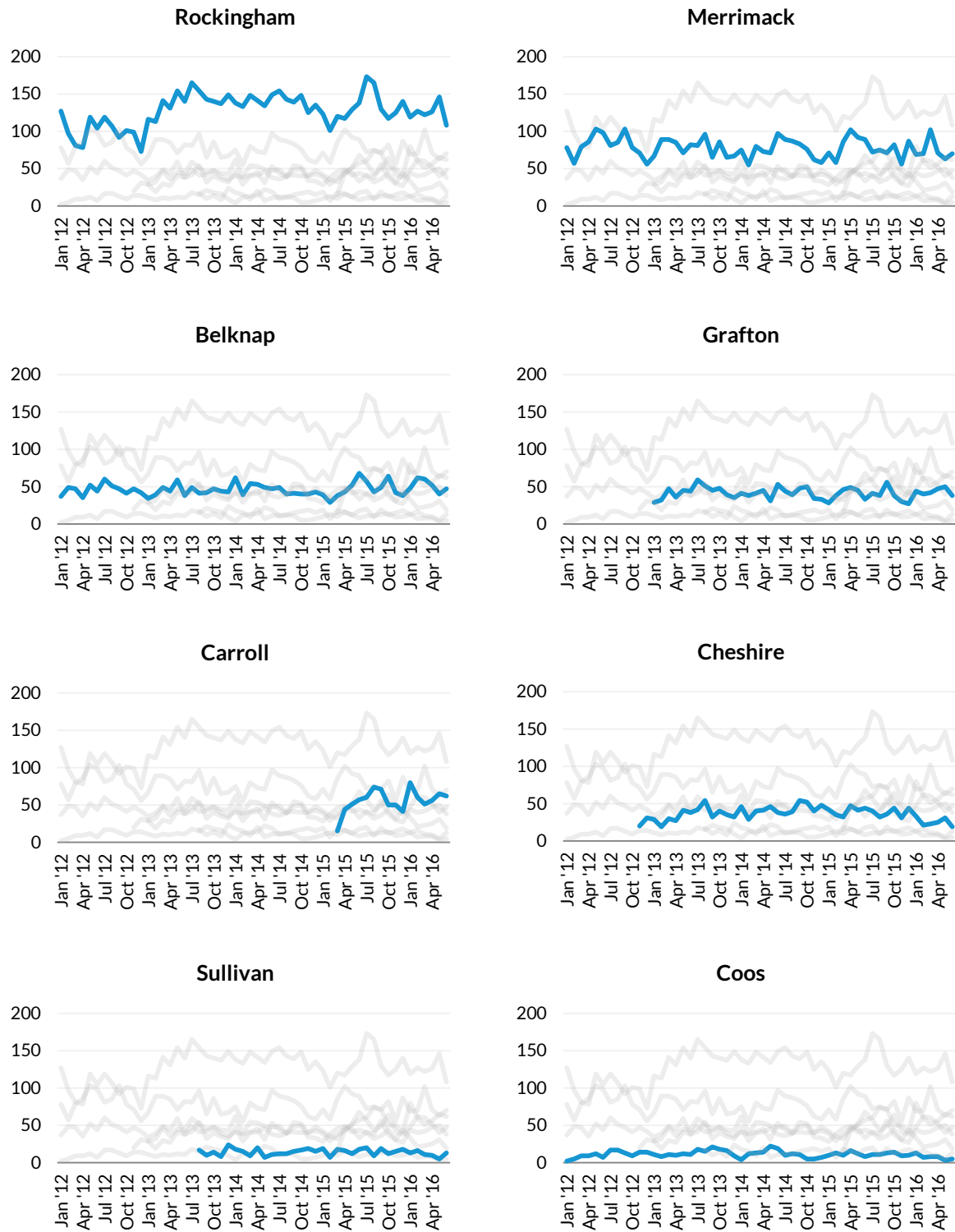


FIGURE 2

Monthly Jail Releases, by County

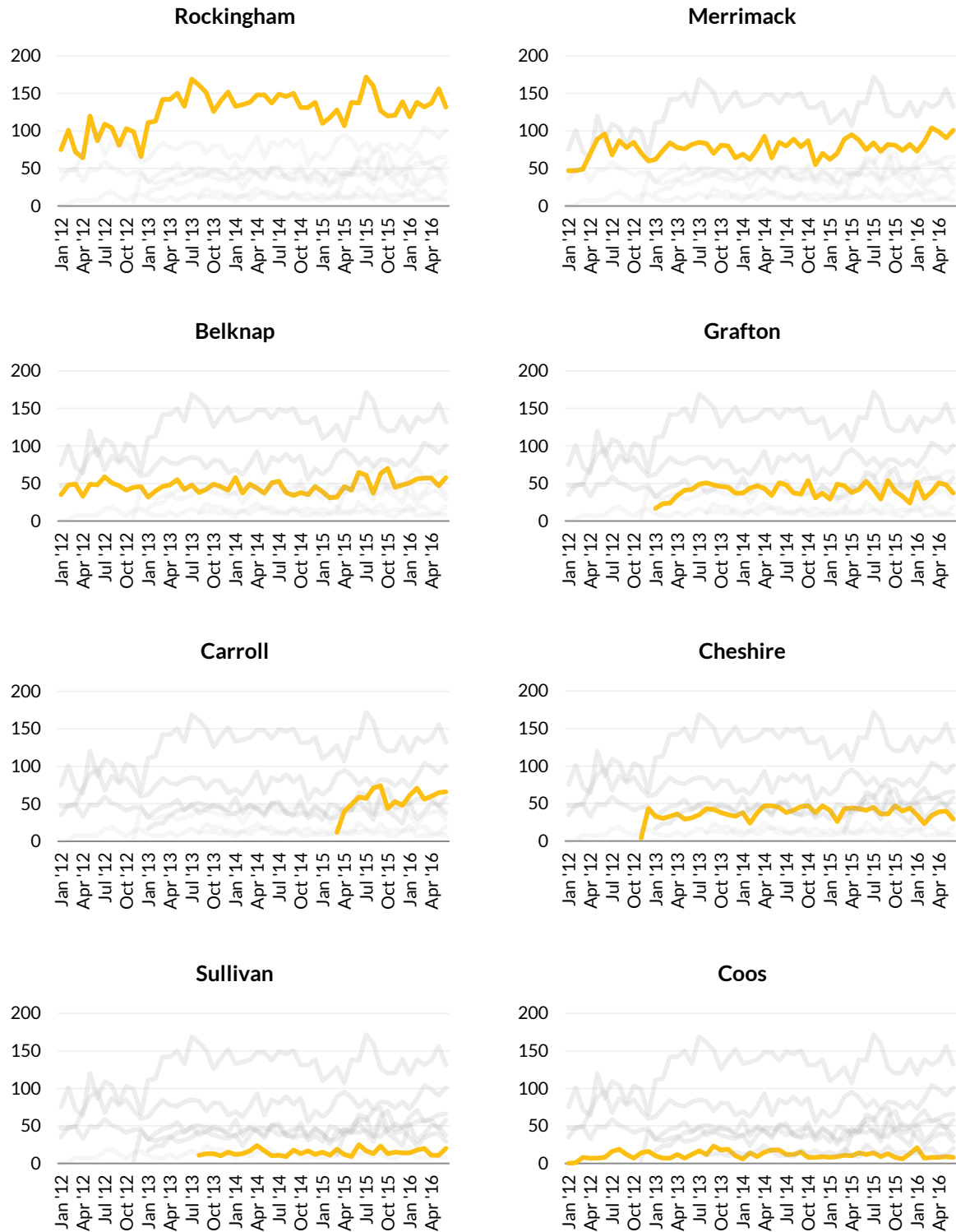


TABLE 1

Length of Stay by County, in Days

	Median	Minimum	Maximum
Cheshire	17	0	297
Sullivan	13	0	336
Merrimack	12	0	397
Coos	5.5	0	252
Grafton	3	0	240
Overall	2	0	397
Belknap	1	0	275
Rockingham	1	0	385
Carroll	0	0	219

Demographic characteristics are mostly similar across counties. Seventy-seven percent of all admissions were male, with individual counties ranging from a low of 72 percent (Grafton) to a high of 82 percent (Sullivan), as shown in figure 3. It should be noted that two counties are missing from this analysis, including the county with the largest share of non-white population. It would be necessary to reexamine defendant characteristics if data from the two last counties become available.

FIGURE 3

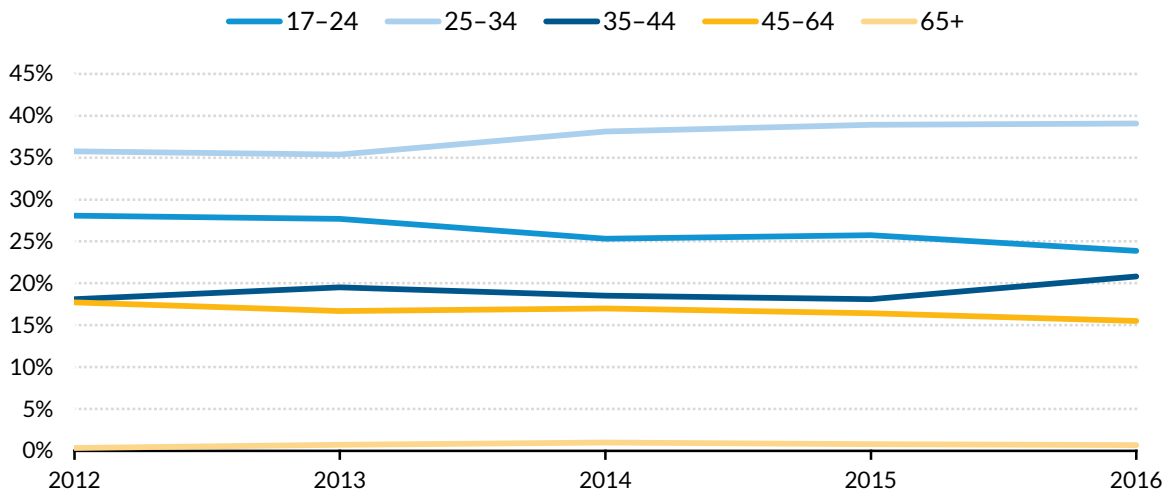
Male Share of All Jail Admissions, by County



Nearly two out of three admissions were people between ages 17 and 34. This has not changed much over time, although 17- to 24-year-olds made up a smaller share of admissions in the first half of 2016 than they did in 2012 (from 28 to 24 percent). Meanwhile, admissions of 25- to 34-year-olds have increased from 36 to 39 percent (figure 4).

FIGURE 4

Jail Admissions by Age Group, 2012-16



Notably, although admissions of people age 45 and older have increased in larger jurisdictions in recent years (Reaves 2013), admissions for that group have remained steady in these New Hampshire counties since 2012.

Table 2 compares the proportion of non-Hispanic white, non-Hispanic black, and Hispanic jail admissions in New Hampshire with the estimated general population of those groups in 2015.⁴ Over 9 in 10 people admitted to jail in these eight counties were non-Hispanic white, a proportion representative of the general population. Proportions were similarly representative for Hispanic groups (3.3 percent of jail admissions versus 3.4 percent of the population). The proportion of non-Hispanic black people admitted to jail was more than two times the group’s share of the general population (3.8 percent versus 1.5 percent).⁵ Overall, proportions of admissions by race/ethnicity have not changed appreciably since 2012 (not shown).

TABLE 2

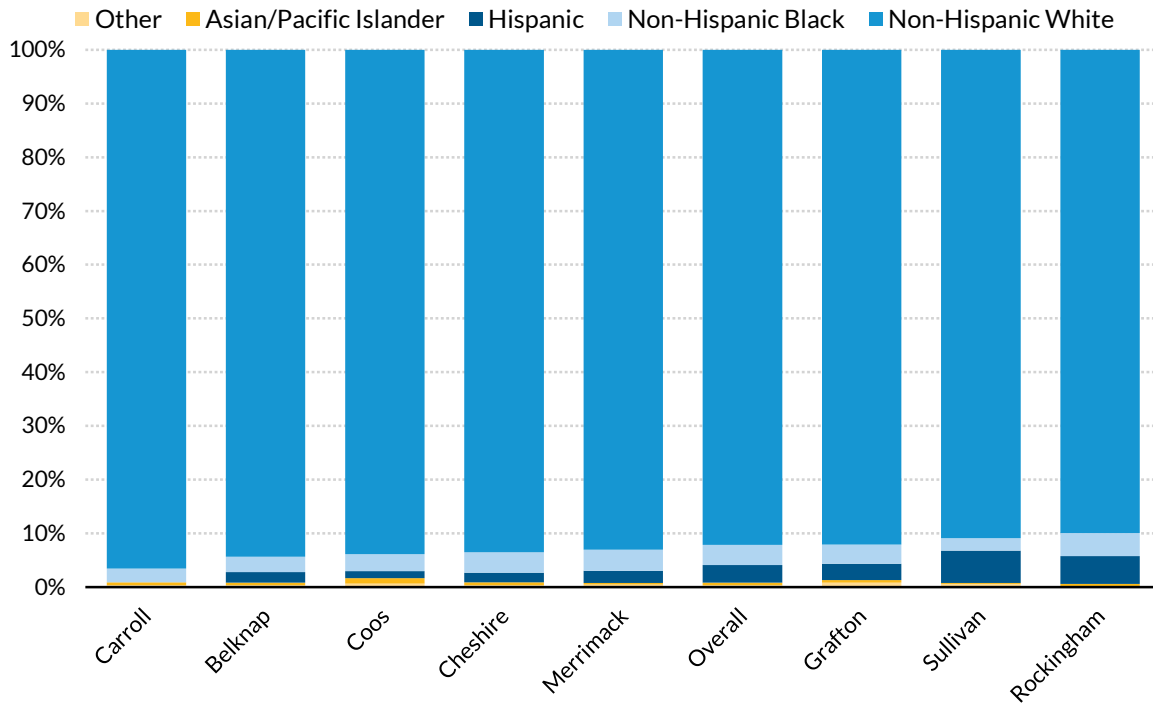
Race/Ethnicity of New Hampshire Jail Admissions and General Population

	Jail admissions (eight-county sample)	General population
Non-Hispanic white	92.2%	91.0%
Non-Hispanic black	3.8%	1.5%
Hispanic	3.3%	3.4%

Source: General population estimates retrieved from US Census Bureau Quickfacts, <http://quickfacts.census.gov>.

Although the majority of admissions in all eight counties were white, there was some variation in minority admissions across counties (figure 5). In six counties, the proportion of black people admitted to jail exceeded the proportion of Hispanic admissions. In Sullivan and Rockingham counties, however, Hispanic admissions were greater.

FIGURE 5
Jail Admission Race/Ethnicity, by County



In addition to personal characteristics, it can be illuminating to examine the charges, assigned courts, and bail amounts of these admissions. Table 3 displays the average number of charges per admission and the number of charges for the 90th percentile. Overall, 90 percent of admissions had three or fewer charges, but people admitted to the Grafton or Merrimack County jails had more charges on average than admissions in other counties. Although there are several potential explanations for this disparity, such as differences in crime rates or charging practices across counties, the data from this study cannot definitively identify the cause.

TABLE 3

Number of Charges per Jail Admission, by County

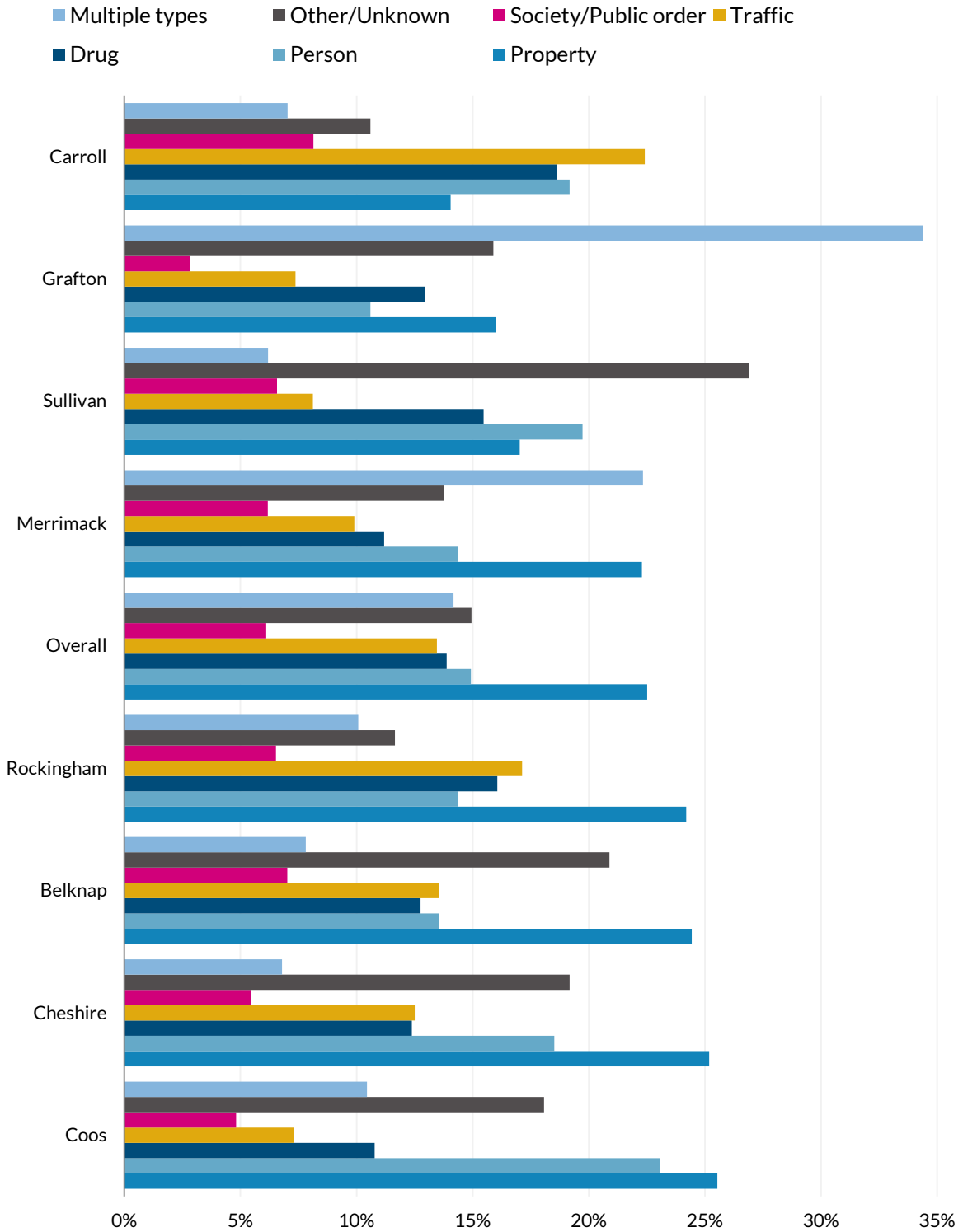
	Average	90th percentile
Grafton	2.83	6
Merrimack	2.10	4
Overall	1.66	3
Belknap	1.45	2
Rockingham	1.37	2
Coos	1.36	2
Cheshire	1.32	2
Carroll	1.23	2
Sullivan	1.21	2

Figure 6 shows the breakdown of charge types by county. Each admission was sorted into mutually exclusive categories based on its charge or charges. Admissions with multiple charges of different types (e.g., one charge of theft and one charge of drug possession) were put in the multiple types category. Property crime charges were most common (23 percent), followed by person crime charges (15 percent), multiple charge types (14 percent), drug charges (14 percent), traffic charges (13 percent), other charges (13 percent), public order charges (6 percent), and unknown charges (2 percent).

Grafton and Merrimack counties had particularly large proportions of admissions with multiple charge types (34 percent and 22 percent, respectively). As noted above, admissions in Grafton and Merrimack counties generally had more charges than admissions in other counties, and figure 6 shows that these also tended to be different types of charges rather than multiple counts of the same type (e.g., two counts of theft). The most common combinations of charges were property and drug, property and traffic, and property and person charges.

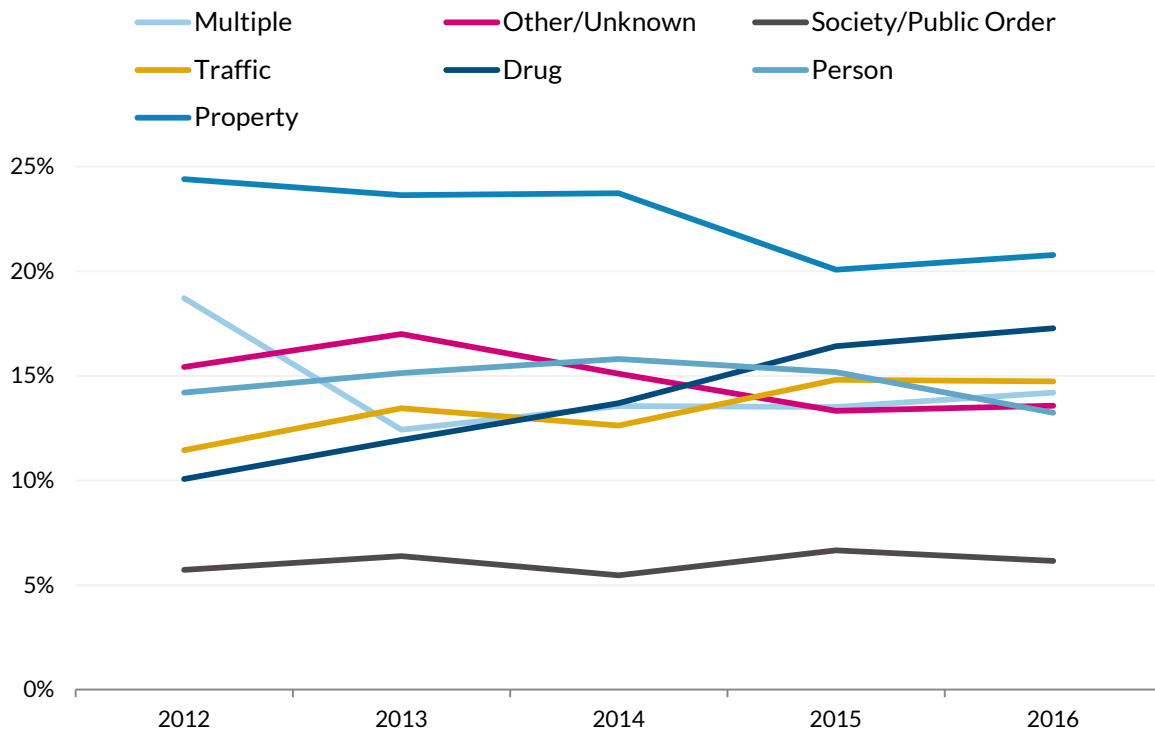
FIGURE 6

Jail Admission Charge Types, by County



Of all charge types, the proportion of admissions for drug charges has changed the most dramatically, from 10 percent of admissions in 2012 to 17 percent in the first half of 2016 (figure 7). Admissions for traffic charges have also increased over the same period from 11 to 15 percent, while admissions for property charges have decreased from 24 to 21 percent of admissions.

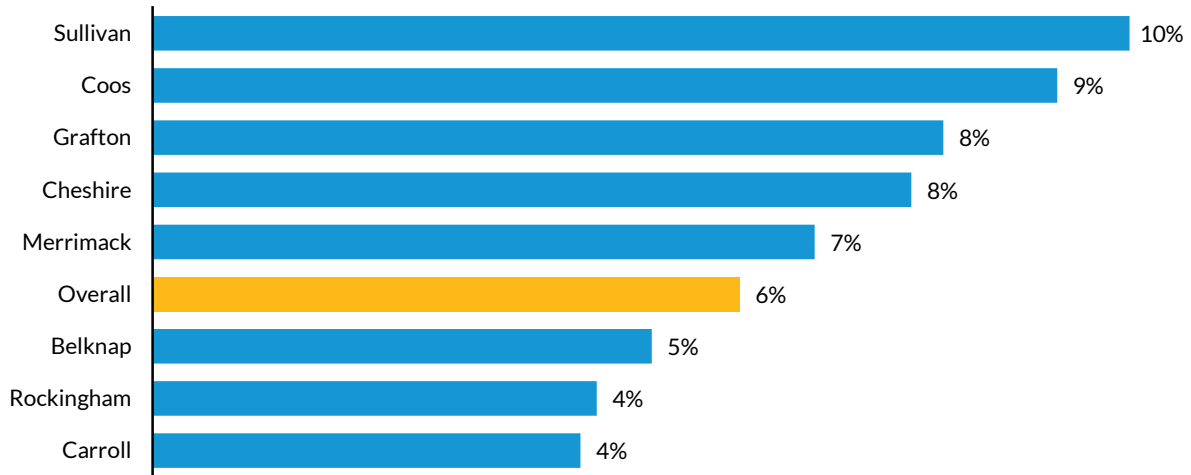
FIGURE 7
Jail Admission Charge Types Over Time



Because courts consider the potential threat to public safety when determining pretrial release conditions, the prevalence of admissions for violent crimes is important to consider. The proportion of admissions for violent crimes (defined as murder, aggravated assault, sexual assault, or robbery) was about 6 percent. No county exceeded 10 percent admissions for violent crime, with Sullivan County seeing the highest proportion of admissions at 9.7 percent (over twice that of Carroll County at 4.2 percent), as shown in figure 8.

FIGURE 8

Share of Jail Admissions for Violent Crimes, by County



Two important considerations inform pretrial release decisions: how likely the person is to show up for their court hearings, and how likely he or she is to commit another crime if they are released. For a judicial system that uses money bail, this is typically reflected in the bail amount—the greater the flight risk and/or risk to public safety, the higher the bail amount. Because pretrial misconduct outcomes, such as failure to appear and rearrest, were not available for our study, we could not develop an indicator for flight risk or public safety risk. However, we examined the use of bail and its relationships with the length of pretrial detention across counties and violent versus nonviolent charges overall.

Table 4 shows the median, minimum, and maximum bail amounts in each county and overall. Half of all jail admissions in these counties had bail set at less than \$2,000. Sullivan County had the highest median bail amount at \$3,430, followed by Cheshire County at \$2,500. Carroll County had the lowest amount at \$1,000. As shown in figure 9, defendants booked in Sullivan and Cheshire also tended to remain in jail longer. These findings are consistent with the idea that higher bail amounts are more difficult for defendants to pay and result in longer lengths of stay. Conversely, Carroll and Belknap counties had the lowest median bail amounts and shortest median lengths of stay.

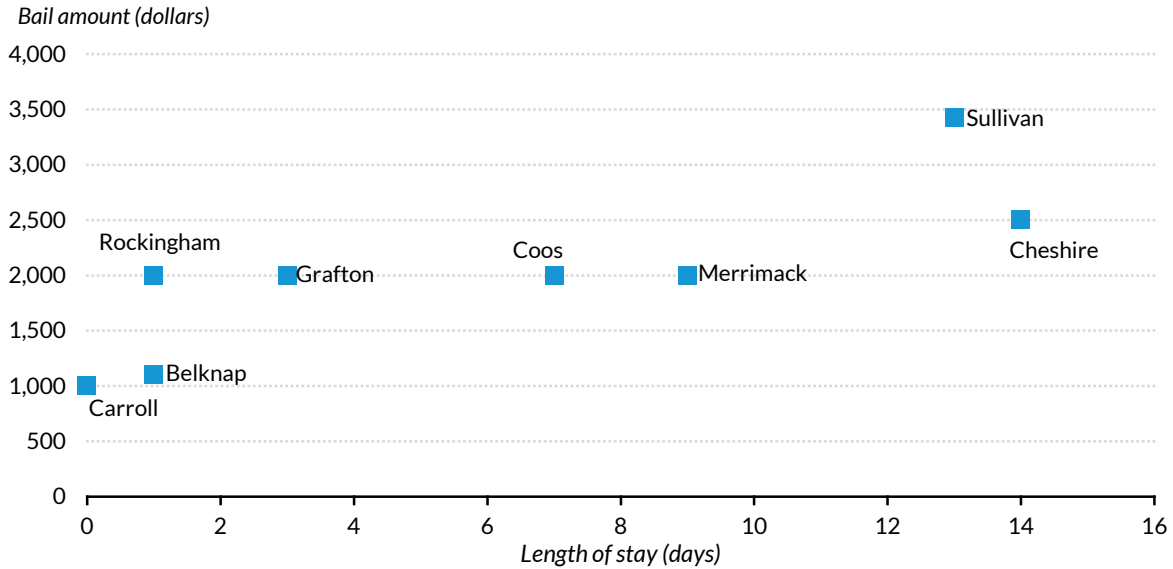
TABLE 4

Bail Amounts by County, in Dollars

	Median	Minimum	Maximum
Sullivan	3,430	50	500,000
Cheshire	2,500	98	500,000
Coos	2,000	50	1,000,000
Grafton	2,000	40	600,000
Merrimack	2,000	40	2,050,000
Rockingham	2,000	25	1,500,000
Overall	2,000	25	2,050,000
Belknap	1,100	40	550,000
Carroll	1,000	71	1,000,000

FIGURE 9

Median Bail Amount and Length of Stay, by County



The county variation in bail amounts also mirrors the pattern in proportion of admissions for violent crime in figure 8. When we compared bail amounts for admissions for violent crimes with all other admissions, it is clear that the former tended to be given higher bail amounts. Over 60 percent of admissions for violent crime had a bail amount over \$5,000, compared to 20 percent of admissions for nonviolent crime (figure 10).

FIGURE 10

Bail Amounts for Violent and Nonviolent Charges

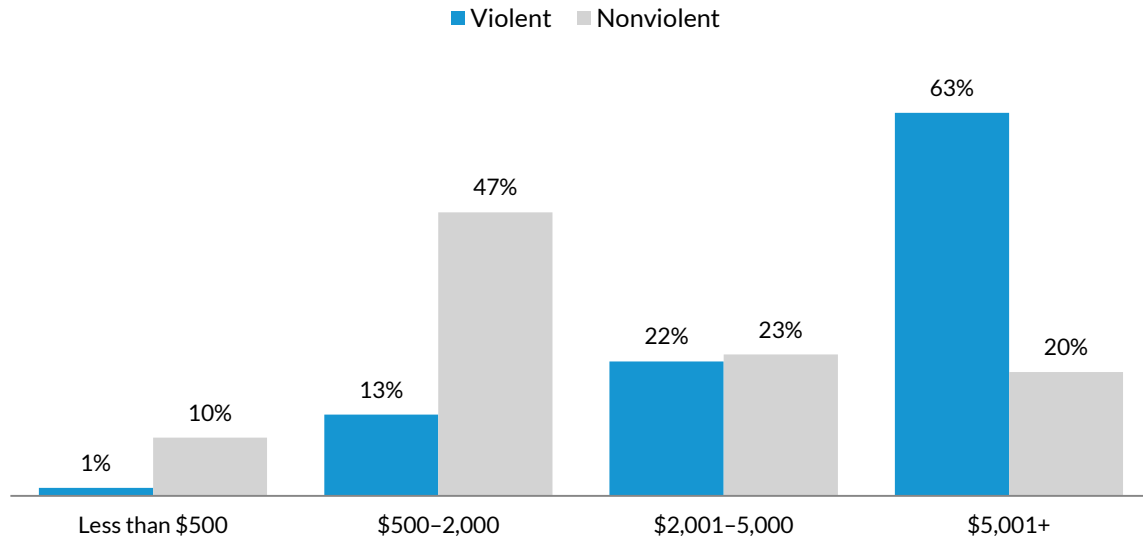
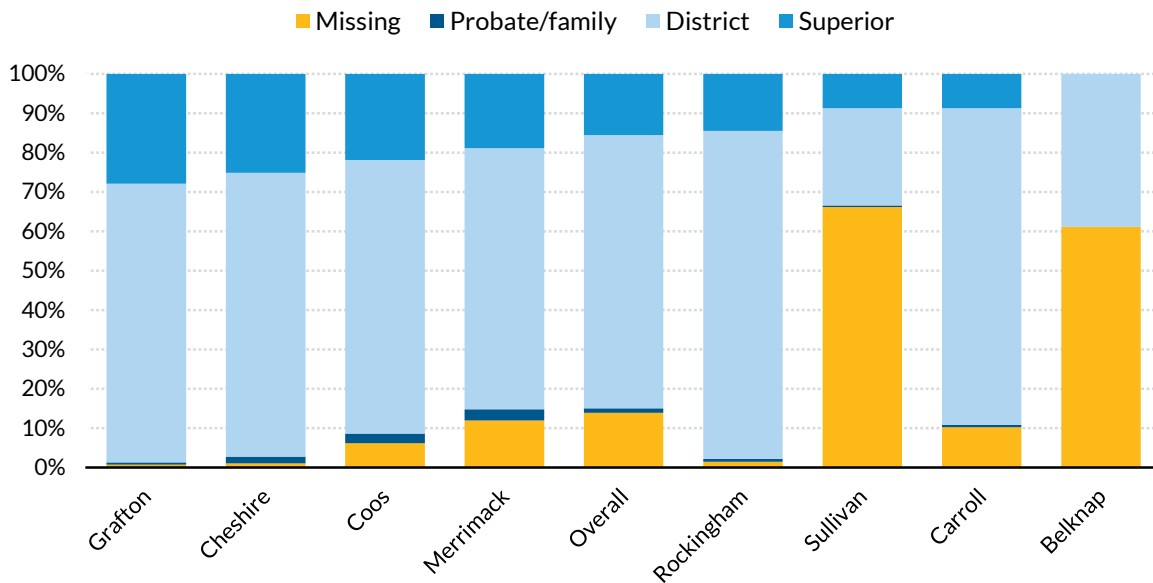


Figure 11 shows the type of court assigned to admissions in each county. Superior courts typically handle felonies, while district courts handle misdemeanors and violations, including traffic offenses. Some admissions were assigned to more than one court; to simplify the analysis, the highest court assigned to each admission was used (i.e., a superior court over a district court). If the courts were at the same level, we used the first court listed. Grafton County has the highest proportion of its cases assigned to a superior court (28 percent). However, some counties were missing much of their court data, with Sullivan and Belknap counties missing over 60 percent of this information. More complete court data is necessary to make valid comparisons across counties.

FIGURE 11

Type of Court Assigned to Admissions, by County



Limitations

This study is missing jail admissions data from two counties: Strafford and Hillsborough (the largest and most racially diverse county in the state). Without complete data, this report cannot provide a complete picture of New Hampshire’s pretrial jail population. Ideally, data from these counties would be incorporated into this analysis before developing a statewide pretrial risk assessment tool or implementing any statewide data-driven pretrial reforms.

It should be emphasized, however, that data challenges are common, and understanding these challenges is one of the first steps in pretrial reform. This study aims to understand the characteristics of the pretrial defendant population in New Hampshire. In so doing, we also aim to identify and document challenges involved in collecting and extracting data necessary to implement statewide reforms of pretrial release decisionmaking and effective management of the pretrial defendant population.

As mentioned in the Data and Methodology section, we requested data on all pretrial jail admissions and attempted to filter out admissions for pretrial misconduct or supervision violations. Certain irregularities in the data suggest that we may have received some admissions for jail sentences

(as opposed to pretrial admissions), but we could not reliably remove these with the information available. Jail staff can certainly distinguish records of pretrial defendants from records of sentenced inmates by reviewing the case files, but it was not practical to review tens of thousands of records manually.

We also sought to identify how many people were released before trial compared to how many stayed in custody. Unfortunately, the data extracted for this study again did not allow us to reliably distinguish between these two groups. This is a critical piece of information for any analysis of pretrial jail admissions that should be made readily available without an extensive review of case records. More systematic tracking of pretrial release status is needed to develop and validate a data-driven pretrial risk assessment tool.

Next Steps

The New Hampshire Office of the Attorney General, in partnership with other criminal justice agencies and organizations in the state, is interested in developing and implementing data-driven pretrial justice reforms. To that end, it has three main objectives:

1. Conduct a population analysis of pretrial inmates in New Hampshire's 10 county jails.
2. Introduce a valid pretrial risk assessment tool to help courts make pretrial release decisions.
3. Introduce meaningful pretrial supervision options to promote public safety and increased court appearance among defendants who are released before trial.

This report summarizes the results of the population analysis. We recommend the following next steps to achieve the remaining objectives: standardize the collection of key data across all county jails, extract relevant data for a random sample of jail admissions for use in developing a risk assessment tool, and designate an onsite data collection coordinator.

Standardize Data Collection

Development of statewide pretrial reforms requires comparable data from all jurisdictions. Although county jails in New Hampshire do collaborate, and jail superintendents meet regularly, each operates independently, with its own jail management system and processes for entering and maintaining data. Three different data systems are used across the 10 jails, and even jails using the same system may record data, especially text entry, differently.

New Hampshire should identify the key data collected for every jail admission and develop data entry protocols to implement across all counties. We suggest the following key data points:

- Inmate number
- Booking number
- Booking date
- Release date
- Name
- Gender
- Age
- Race

- Highest-level charge (e.g., felony, misdemeanor)
- Description of highest-level charge
- Assigned court
- Bail/bond type
- Bail/bond amount
- Pretrial release status

Based on an examination of New Hampshire’s data, charge level, charge description, court name, bail/bond type, and pretrial release status were the most irregularly recorded data points. As mentioned above, to develop a pretrial risk assessment tool, the state must be able to identify whether someone was released from jail before the adjudication of their case. Currently, jails record the reasons why defendants are released, but data on whether release occurs before case adjudication does not seem readily available.

Extract Relevant Data

In addition to standardizing the data collected at booking, it will also be necessary to identify and evaluate data points legally relevant to and empirically predictive of pretrial misconduct and then narrow down the risk predictors. Through our conversations with stakeholders, jail superintendents, and staff, we learned that current practice is to collect certain basic defendant information at booking and then more detailed information during classification. This detailed information, which may include the defendant’s substance use history, mental health history, community ties, and prior criminal justice involvement, can be quite useful in predicting the risk of pretrial misconduct. But typically, only defendants in jail for at least 72 hours undergo classification. Also, classification data would have to be extracted manually. Although having detailed data for all jail admissions would be ideal for developing a pretrial risk assessment tool, manually extracting data for all admissions would be overly burdensome.

We instead recommend collecting detailed data from a randomly sampled subset of jail admissions. The size of the sample could be determined by consulting with jail superintendents and staff to balance the time burden of collection with the data needs of developing a valid risk assessment.

Two types of data are needed for each admission: data on outcomes and data on characteristics that have been shown to predict those outcomes:

- Outcomes (prior to adjudication)

- » Failure to appear in court
- » Arrest for new charges (including details on charges)
- Defendant characteristics
 - » Outstanding warrants at time of arrest
 - » History of pretrial misconduct
 - » History of substance abuse
 - » Prior criminal justice system involvement
 - » Community ties
 - » Employment stability

Designate a Local Data Collection Coordinator

When the local jails extracted data for this study, several issues emerged. For example, many of the jails were not immediately able to extract data in an analyzable format. However, one of the jail superintendents was able to troubleshoot the problem with his jail management software vendor and devise a solution that he shared among the other jails with the same software, highlighting the importance of communications among jail superintendents and their software vendors. Designating a person to coordinate data collection and promote peer learning around data challenges can simplify and expedite the data collection process.

Other Considerations

Once the data have been collected, risk factors can be tested through multivariate regression models. The importance of risk predictors (i.e., how much each predictor contributes to the risk of pretrial misconduct) will be determined and incorporated into a scoring algorithm or formula. A risk score can then be calculated based on a defendant's characteristics. Validation of a risk assessment instrument involves examining how well this risk score predicts outcomes of interest, such as failure to appear in court and rearrest. Several decisions need to be made throughout development and validation:

- Adopting an existing risk tool or developing one

Several pretrial risk assessment tools are already in use in the United States. Risk predictors used in those tools, proprietary or nonproprietary, are similar in terms of

theoretical relevance. However, the measurement of those predictors and the scoring formulas used differ across the tools. The same set of risk factors can result in different scores based on how each predictor is weighed. To achieve optimal performance, risk assessment tools must be adjusted for the target population. The tool must also be locally validated to fully realize the potential of the risk predictors.

- Transparency versus accuracy

Arguably, the most important goal of data-driven pretrial reform is to identify individuals at risk of pretrial misconduct so that limited resources can be better allocated to those needing criminal justice interventions. However, whether pretrial risk tools exacerbate existing disparities across different racial or ethnic groups has drawn increased national attention and highlighted the importance of transparency. But these two goals, accuracy and transparency, may not be achievable at the same time. In other words, highly predictive assessment tools may not offer much transparency and vice versa. For example, many newly developed techniques, known as machine learning techniques, tend to provide more accurate predictions than traditional risk assessment techniques. These techniques are sometimes referred to as “black boxes” because it is often difficult to identify how much each characteristic contributes to a defendant’s risk of pretrial misconduct. In these situations, gains in accuracy must be weighed against the loss in transparency.

- Machine bias and human bias

The performance of risk assessment tools may not be perfectly balanced across racial or ethnic groups, and tools may overestimate the risk of pretrial misconduct for some groups and underestimate it for others. This “machine bias” has stirred contentious debate around the use of actuarial risk assessment tools. This criticism should be considered within the context of current pretrial release practices. If a systematic algorithmic process is not used for pretrial release decisionmaking, criminal justice professionals must make these decisions based on professional or clinical judgment. It is much more difficult to control how irrelevant factors such as race or gender influence these decisions, and criminal justice professionals likely process the same risk information differently and potentially with human error. Well-designed risk assessment instruments can reduce human bias and help address inequality in the

criminal justice system, but even those tools may not completely eliminate disparities in pretrial release decisionmaking.

Appendix

TABLE A.1

Data Availability, by County

	Data availability start date
Belknap	January 2012
Carrroll	March 2015
Cheshire	November 2012
Coos	January 2012
Grafton	January 2013
Hillsborough	N/A
Merrimack	January 2012
Rockingham	January 2012
Strafford	N/A
Sullivan	August 2013

Note: Data from counties marked N/A were not included in the analysis.

TABLE A.2

Jail Admission Age Group, by County

	17-24		25-34		35-44		45-64		65+		Total
	N	%	N	%	N	%	N	%	N	%	N
Belknap	619	24.7%	963	38.4%	511	20.4%	400	15.9%	16	0.6%	2,509
Carrroll	243	27.1%	298	33.3%	184	20.5%	161	18.0%	10	1.1%	896
Cheshire	524	31.5%	627	37.7%	272	16.3%	230	13.8%	11	0.7%	1,664
Coos	168	27.9%	227	37.6%	114	18.9%	92	15.3%	.	.	603
Grafton	349	20.1%	697	40.1%	364	21.0%	310	17.8%	17	1.0%	1,737
Merrimack	1,168	27.7%	1,553	36.9%	797	18.9%	663	15.7%	29	0.7%	4,210
Rockingham	1,808	26.2%	2,534	36.8%	1,264	18.3%	1,235	17.9%	52	0.8%	6,893
Sullivan	110	21.3%	226	43.7%	86	16.6%	88	17.0%	7	1.4%	517
Total	4,989	26.2%	7,125	37.4%	3,592	18.9%	3,179	16.7%	144	0.8%	19,029

Note: Values below five were suppressed to prevent identification of individuals.

TABLE A.3

Year of Jail Admission, by Age Group

	2012		2013		2014		2015		2016	
	N	%	N	%	N	%	N	%	N	%
17-24	834	28.1%	1,202	27.7%	1,131	25.3%	1,249	25.7%	573	23.9%
25-34	1,062	35.8%	1,534	35.4%	1,703	38.1%	1,888	38.9%	938	39.1%
35-44	538	18.1%	847	19.5%	828	18.5%	879	18.1%	500	20.8%
45-64	526	17.7%	724	16.7%	760	17.0%	797	16.4%	372	15.5%
65+	10	0.3%	32	0.7%	45	1.0%	40	0.8%	17	0.7%
Total	2,970	100.0%	4,339	100.0%	4,467	100.0%	4,853	100.0%	2,400	100.0%

TABLE A.4

Jail Admission Race/Ethnicity, by County

	White		Black		Hispanic		Asian/Pacific Islander		Other		Total
	n	%	n	%	n	%	n	%	n	%	n
Belknap	2,367	94.3%	72	2.9%	49	2.0%	12	0.5%	9	0.4%	2,509
Carroll	861	96.5%	23	2.6%	.	.	.	.	.	.	892
Cheshire	1,553	93.5%	63	3.8%	30	1.8%	9	0.5%	6	0.4%	1,661
Coos	565	93.9%	19	3.2%	8	1.3%	6	1.0%	.	.	602
Grafton	1,574	92.1%	61	3.6%	52	3.0%	8	0.5%	14	0.8%	1,709
Merrimack	3,862	93.0%	165	4.0%	94	2.3%	11	0.3%	20	0.5%	4,152
Rockingham	6,175	89.9%	296	4.3%	354	5.2%	30	0.4%	13	0.2%	6,868
Sullivan	468	90.9%	12	2.3%	31	6.0%	.	.	.	.	515
Total	17,425	92.2%	711	3.8%	618	3.3%	82	0.4%	72	0.4%	18,908

Notes: Values below five were suppressed to prevent identification of individuals.

TABLE A.5

Charge Type, by County

	Property	Person	Drug	Traffic	Other	Society/ public order	Unknown	Multiple types	Total
	Belknap	24.4%	13.6%	12.8%	13.6%	19.5%	7.0%	1.4%	7.8%	2,509
Carroll	14.0%	19.2%	18.6%	22.4%	8.1%	8.1%	2.5%	7.0%	897
Cheshire	25.2%	18.5%	12.4%	12.5%	18.0%	5.5%	1.2%	6.8%	1,664
Coos	25.5%	23.1%	10.8%	7.3%	17.4%	4.8%	0.7%	10.4%	603
Grafton	16.0%	10.6%	13.0%	7.4%	15.0%	2.8%	0.9%	34.4%	1,737
Merrimack	22.3%	14.4%	11.2%	9.9%	11.5%	6.2%	2.2%	22.3%	4,210
Rockingham	24.2%	14.4%	16.1%	17.1%	10.7%	6.5%	0.9%	10.1%	6,893
Sullivan	17.0%	19.7%	15.5%	8.1%	11.0%	6.6%	15.9%	6.2%	517
Total	22.5%	14.9%	13.9%	13.5%	13.2%	6.1%	1.8%	14.2%	19,030

TABLE A.6

Jail Admission Charge Types, by Year

	2012	2013	2014	2015	2016
Property	24.4%	23.6%	23.7%	20.1%	20.8%
Person	14.2%	15.1%	15.8%	15.2%	13.2%
Drug	10.1%	11.9%	13.7%	16.4%	17.3%
Traffic	11.4%	13.5%	12.6%	14.8%	14.7%
Other	14.0%	15.0%	13.4%	11.6%	11.5%
Society/public order	5.7%	6.4%	5.5%	6.7%	6.2%
Unknown	1.4%	2.0%	1.7%	1.7%	2.0%
Multiple types	18.7%	12.4%	13.6%	13.5%	14.2%
Total (n)	2,970	4,339	4,467	4,853	2,401

TABLE A.7

Type of Court Assigned to Admissions, by County

	Superior	District	Probate/family	Data missing	Total admissions (n)
Belknap	0.0%	38.9%	0.0%	61.1%	2,509
Carroll	8.7%	80.5%	0.6%	10.3%	897
Cheshire	25.1%	72.1%	1.7%	1.1%	1,664
Coos	21.9%	69.5%	2.5%	6.1%	603
Grafton	27.9%	70.8%	0.6%	0.7%	1,737
Merrimack	18.9%	66.3%	2.9%	11.9%	4,210
Overall	15.5%	69.4%	1.2%	13.8%	19,030
Rockingham	14.5%	83.3%	0.7%	1.5%	6,893
Sullivan	8.7%	24.8%	0.4%	66.2%	517

Notes

1. Data from Hillsborough and Strafford counties were not available to include in the analysis within the project time frame. Additionally, data from different counties cover different periods of time. Please see table A.1 in the appendix for a breakdown of data availability by county.
2. Not all counties provided data for the entire time period.
3. Data for this table were limited to a one-year period (April 2015–March 2016) for which all eight counties provided information. We did this so as not to skew the lengths of stay for counties who provided data over a longer time period.
4. Some counties do not collect ethnicity information separate from race information (i.e., “white”, “black”, and “Hispanic” are mutually exclusive categories). For the purposes of this report, we are assuming that defendants in the “white” and “black” categories are non-Hispanic.
5. Again, these results may differ when data from the two remaining counties are included.

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