

# Understanding Trends in Jail Population in Louisville Metro, Kentucky: 2010 to 2019

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## INTRODUCTION

The latest estimates show over 10 million admissions to local jails each year, and an estimated 734,500 people held in county and city jails in 2019.<sup>1</sup> Nationally, local governments spend billions of dollars each year on jail costs.<sup>2</sup> At the state level, The Vera Institute of Justice reports Kentucky spent roughly \$402.4 million to house people in local jails across the state in 2019.<sup>3</sup> Locally, in Jefferson County, KY, the focus of this report, a total of \$55,617,800 was spent on Louisville Metro Department of Corrections (LMDC), Jefferson County's local jail.<sup>4</sup> Across the country, local jurisdictions are confronting decisions related to limited jail resources, overcrowding, and public health concerns due to COVID-19 cases in jail facilities;<sup>5</sup> Louisville Metro is no different.<sup>6,7</sup> It is imperative to examine who is in jail and for how long, when developing strategies to reduce jail populations. The purpose of this report is to understand the key factors driving Louisville Metro Department of Corrections' (LMDC) jail population from 2010 to 2019.

Jails are typically operated at the county or municipal level and are impacted considerably by the local surroundings or community structure.<sup>8</sup> Indeed, the scope of jail admissions and populations reflect the culmination of policy decisions and practices made across the entire criminal legal system; policies and practices that are subject to change. Differing demands among local actors – police, prosecutors, defense attorneys, judges and community correctional officers – and agencies – law enforcement, courts, and community corrections – impact decisions that affect jail admissions and populations.<sup>9</sup>

Jails are complex institutions that house a diverse population including those convicted and serving a sentence typically of less than one year or are awaiting transfer to a prison; individuals who violate conditions of probation, parole, and bail conditions; and individuals held pretrial who have not yet been convicted of an offense. The latter comprise the majority of individuals held in local jails across the United States. In 2019, roughly 65% of individuals were held in jail pending legal processing.<sup>10</sup> The growth in jail populations can be tied, in part, to the reversal of nonfinancial prelease conditions for financial conditions, and the increase in the amount of bail defendants are ordered to pay.<sup>11,12</sup> Relatedly, the average length of stay has increased nationally, from 14 days in 1983 to 23 days in 2013, a 64% increase.<sup>13</sup>

National jail estimates reveal racial disparities in incarceration. Non-Hispanic Black individuals have the highest jail incarceration rate of any other racial or ethnic group in the United States and are incarcerated at a rate over three times that of White individuals.<sup>14</sup>

This report provides a clear picture of what is driving the jail population and can serve as another data point in broader discussions on the criminal legal system. When managing jail populations, a key step is understanding the characteristics of individuals admitted to jail and how long they stay. This report begins by providing background on the Louisville Metro area, the challenges LMDC faces, and the policy efforts implemented to manage the jail population. Next, the report provides information on admission trends between 2010-2019. Finally, the following four research questions are examined:

- How have the average lengths of stay in jail changed from 2010 to 2019?
- During each year 2010 to 2019, how many cumulative bed days are used by individuals with different admission types, charge, and demographics?
- What differentiates releases for short lengths of stay versus longer length of stay?
- For the cohort released in 2010, what are characteristics of individuals who are readmitted (once or multiple times), compared to those who are not readmitted?

## KEY FINDINGS

### Admissions

- From 2010 to 2019, the annual admissions for LMDC decreased from a high of 43,724 admissions to 28,255 admissions, representing a 35% decline.
- In addition to seeing a decline in admissions over the study period, LMDC experienced a decrease in the average daily population.
- Pretrial admissions for a new charge only was the most frequent admission type accounting for 38% to 48% of admissions during the study period. Misdemeanors were the most common top charge severity across the study period, except for 2019.
- The proportion of admissions was largest where someone was White, ages 25-34 or 35-49 years old, and male; however the percentage of females increased over time.
- Black persons were overrepresented in admissions accounting for just over 20% of the population but 39% of admissions in 2019.

### Part I: Length of Stay

- **Research Question:** How have the average lengths of stay in jail changed from 2010 to 2019?
- The average length of stay increased from 18.9 days in 2010 to 30.4 days in 2019, a 60% increase in the average length of stay.
- Average length of stay was longest for someone admitted as city/county sentenced (45.89 days in 2010 and 44.64 days in 2019) or as a state sentenced/prison transfer (44.37 days in 2010 and 67.39 days in 2019). Individuals admitted to jail pretrial with a warrant had the shortest lengths of stay (4.63 days in 2010 and 9.90 days in 2019).
- Average length of stay was longest for someone booked on multiple admission types and multiple charges (36.90 days in 2010 and 58.89 days in 2019) compared to single admission, single charge (9.31 days in 2010 and 7.88 days in 2019).
- Admissions where a violent felony was the top charge severity had longer lengths of stay (81.14 days in 2010 and 127.63 days in 2019) compared to violations which had the shortest lengths of stay (3.62 days in 2010 and 5.70 days in 2019). Crime against persons had the longest lengths of stay (46.60 days in 2010 and 62.08 days in 2019) and traffic charges had the shortest lengths of stay (4.20 days in 2010 and 6.16 days in 2019).
- Individuals admitted pretrial and required to post a bail amount above \$5,000 had average lengths of stay three times longer than those with bail amounts \$5,000 or less.
- Black individuals, individuals 18-20 years old, and men had the longest average lengths of stay and the lengths were increasing during the study period. The average length of stay for Black persons increased 15 days, compared to a 10 day increase for Whites,

### Part II: Cumulative Bed Days

- **Research Question:** During each year 2010 to 2019, how many cumulative bed days are used by individuals with different admission types, charge, and demographics?
- The number of bed days used by individuals generally increased over the study period, with considerable ebb and flow between 2016-2019. In 2010, there were 856,554 bed days used for individuals released in 2010 compared to 909,763 bed days in 2019. Bed day used increased by 6% across the study period.
- Individuals who were booked into jail for multiple admission types and multiple charges accounted for the most cumulative bed days (380,905 bed days in 2010 and 445,989 in 2019) compared to

individuals booked on a single admission, single charge (112,284 bed days in 2010 and 69,807 in 2019) and single admission, multiple charges (363,079 in 2010 and 393,748 in 2019).

- Individuals booked pretrial admission: new charge only (172,299 bed days in 2010 and 185,523 in 2019) and individuals booked as state sentenced/prison transfer (122,121 bed days in 2010 and 155,956 bed days in 2019) generally accounted for the most cumulative bed days. For multiple admission combinations, individuals arrested on new charges and a warrant (76,915 bed days in 2010 and 81,385 bed days in 2019). Individuals admitted on a parole violation (1,951 bed days in 2010 and 9,031 in 2019) and hold (4,339 bed days in 2010 and 2,698 bed days in 2019) consumed the fewest bed days.
- Admissions where the top charge was a non-violent felony accounted for the most bed days (332,319 bed days in 2010 and 431,160 bed days in 2019), with violent felony admissions second (264,516 bed days in 2010 and 336,640 bed days in 2019). Misdemeanor admissions saw a sharp decrease in bed day use from 216,439 bed days in 2010 to 84,894 in 2019. For top charge categories, person (251,676 bed days in 2010 and 310,365 bed days in 2019) and property offenses (251,676 bed days in 2010 and 310,365 bed days in 2019) accounted for the most bed days while weapon (7,430 bed days in 2010 and 11,379 bed days in 2019) and other charges such as fugitive warrants (5,737 bed days in 2010 and 13,866 bed days in 2019) accounted for the least number of bed days.
- Bail amounts above \$5,000 accounted for most bed days across the study for those assigned bail, accounting for 659,496 bed days in 2019, whereas bail amounts under \$5,000 used 143,343 bed days in 2019.
- There were few differences across the study in bed days used by Blacks and Whites. Individuals in the 25-34 age group and men used the most bed days.

### Part III: Predicting Lengths of Stay

- **Research Question:** What differentiates releases for short lengths of stay versus longer length of stay?
- When predicting whether someone is more or less likely to spend over 30 days in jail, there were statistically significant differences in the length of stay across categories of age, race/ethnicity, sex, admission types, release types, charge severity, and charge category.
- Overall, the strongest predictors of being in the longer length of stay group (more than 30 days) were individuals booked on new charges, individuals admitted as state sentenced/prison transfer, and people charged with crimes against persons.

### Part IV: Predicting Readmission

- **Research Question:** For the cohort released in 2010, what are characteristics of individuals who are readmitted (once or multiple times), compared to those who are not readmitted?
- Of individuals in the 2010 cohort, 69.8% of individuals returned to jail at least once between 2010-2019. Over a quarter (27.7%) of individuals returned 5 or more times.
- Compared to 35–49-year-olds, younger age groups were between 9% to 24% more likely to be readmitted, while the older age groups were less likely to be readmitted.
- Compared to White individuals, Black individuals were 18% more likely to be readmitted while Hispanic and Asian individuals were less likely to be readmitted.
- Males were 14% more likely to be readmitted compared to females.
- Those with single admission type, multiple charges and multiple admission type, multiple charges were 11% and 7%, respectively, more likely to be readmitted than single admission type multiple charges.

- Individuals with a pretrial admission, new charges were more likely to be readmitted while those admitted on a hold were least likely to be readmitted.
- Compared to those admitted with a violent felony, individuals with a non-violent felony top charge or a misdemeanor top charge were 6-7% more likely to be readmitted.
- Compared to a traffic charge, individuals with a property charge were 10% more likely to be readmitted while individuals with a drug charge were 6% more likely to be readmitted.
- Of persons in the 2010 cohort, being previously admitted between 2008-2010 (three-year history) had an 86% likelihood of readmission compared to those without a prior admission.

## **BACKGROUND CONTEXT**

Louisville Metro, or Louisville-Jefferson County Metro Government, is a city-county government that was formed in 2003 by merging the City of Louisville and Jefferson County governments. The Louisville Metro area consists of the consolidated city-county of Louisville-Jefferson County and incorporates an additional 83 municipalities located within the city and county. Louisville Metro is the largest metropolitan area in the state of Kentucky with a population of 766,757, which includes all municipalities located within Jefferson County. According to the U.S. Census, 14% of the population lives at or below the poverty line, and 72% of the population is White while 22% is Black.<sup>15</sup> Figure 1 introduces all zip codes within Jefferson County, Kentucky and presents the variation in median income across zip codes for 2019. The five median income ranges were created using the Jenks Natural Breaks classification system. The lowest median income zip codes are clustered in the Northwest area of the county and are represented by darker color shades. The southern and central areas of the county have the second lowest median income range and contains the largest number of zip codes. As you move east in the county, the median income increases.

Figure 1: Median Income in Jefferson County, KY Region by Zip Code

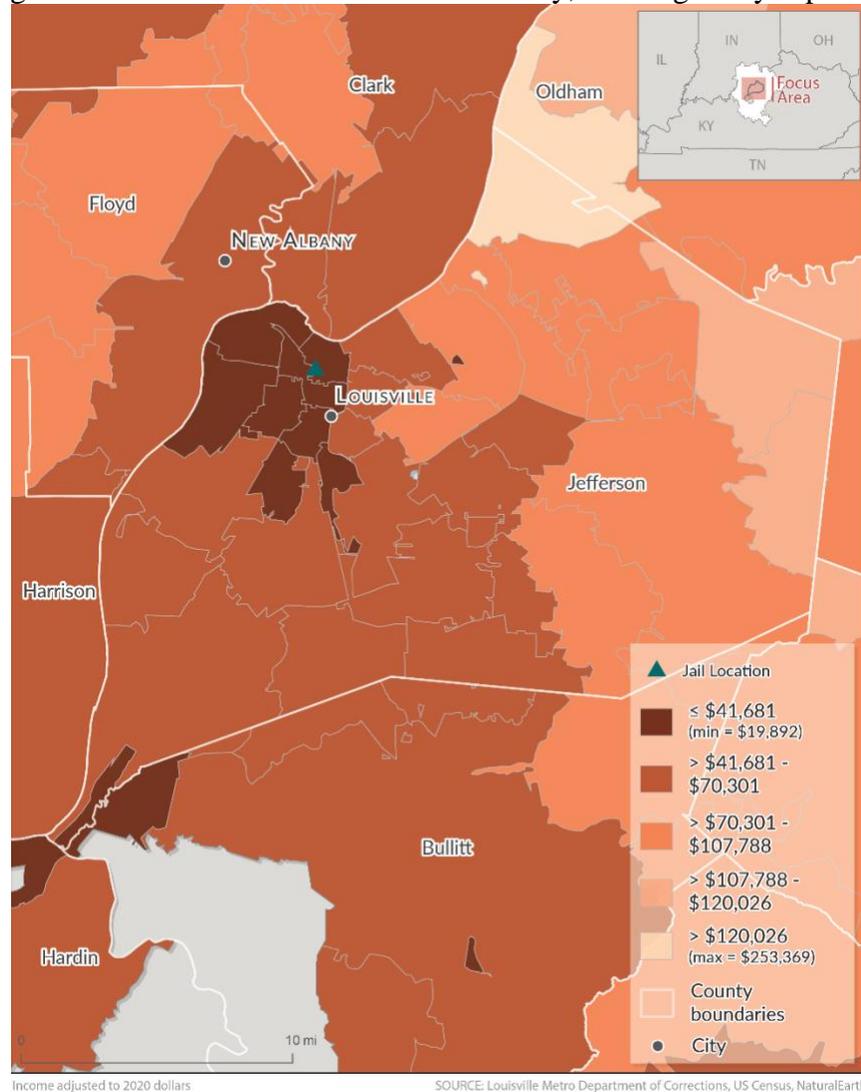
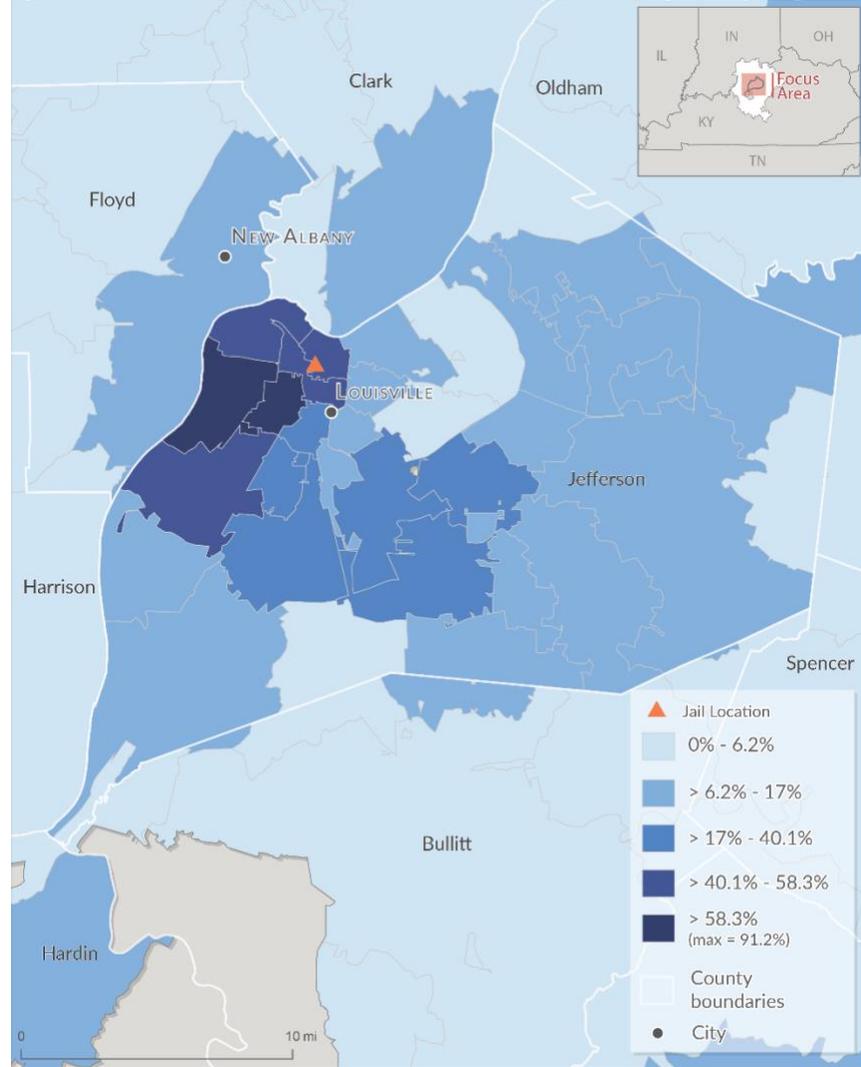


Figure 2 depicts the variation in the percent of population Black by zip code in Jefferson County, Kentucky in 2019. As noted previously, the Jefferson County population is 22% Black, and the map shows this population is not evenly distributed across the county. Zip codes in the western and northwestern portion of the county have the highest proportion of Black residents, with more than 40% of the population being Black. The middle of the county contains several zip codes ranging from 17 to 40% Black. Finally, there are 24 zip codes in the county where less than 17% of the population are Black.

Figure 2: Percent Black in Jefferson County, KY Region by Zip Code



SOURCE: Louisville Metro Department of Corrections, US Census, NaturalEarth

Jefferson County has one jail, Louisville Metro Department of Corrections (LMDC), which allows analysis of the jurisdiction's jail population via a single data source. The jail has an annual budget (FY 2019-2020) of \$55.5 million and a capacity to house 1,793 individuals. In 2019, the agency employed 598 workers, 459 of whom were sworn correctional officers. Housing costs were estimated to be \$89.69 per day per individual housed.<sup>16</sup>

Figure 3 provides the number of admissions to LMDC by zip code in the Jefferson County in 2019. In 2019, there were 28,255 admissions into LMDC, only 24,834 of those admissions included a zip code for the individual and the remaining 3,421 admissions had missing zip code information or did not have a permanent residence. The admission counts include individuals who were admitted multiple times in 2019. Figure 3 shows 2019 admissions by zip code for individuals living in Jefferson County, where darker colors indicate more admissions. Overall, 22,467 individuals or 90.5% of all admissions lived within the county and individuals living in the western portion of the county accounted for the highest number of admissions. Zip codes 40202, 40211, and 40216 are in the western portion of the county and each had more than 1,700 admissions. Combined these three zip codes accounted for 23.5% of all LMDC admissions within Jefferson County in 2019.

Figure 3: Number of Admissions in 2019 by Zip Code

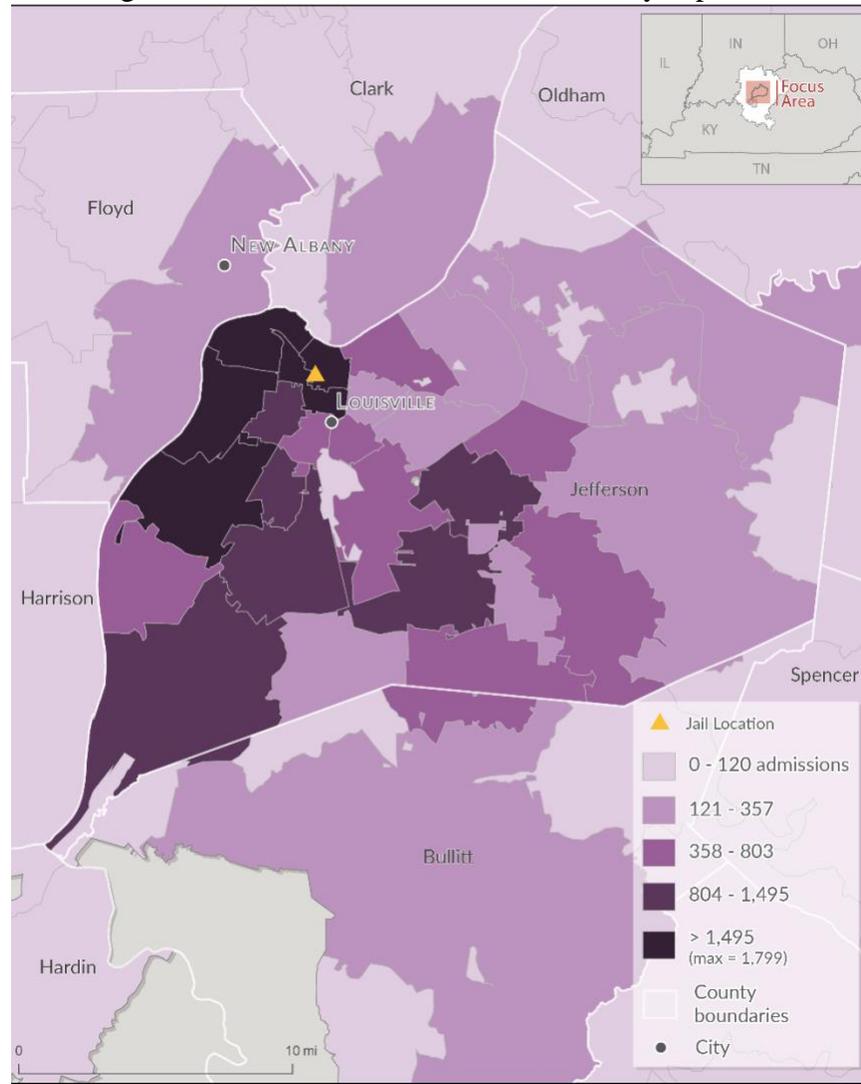
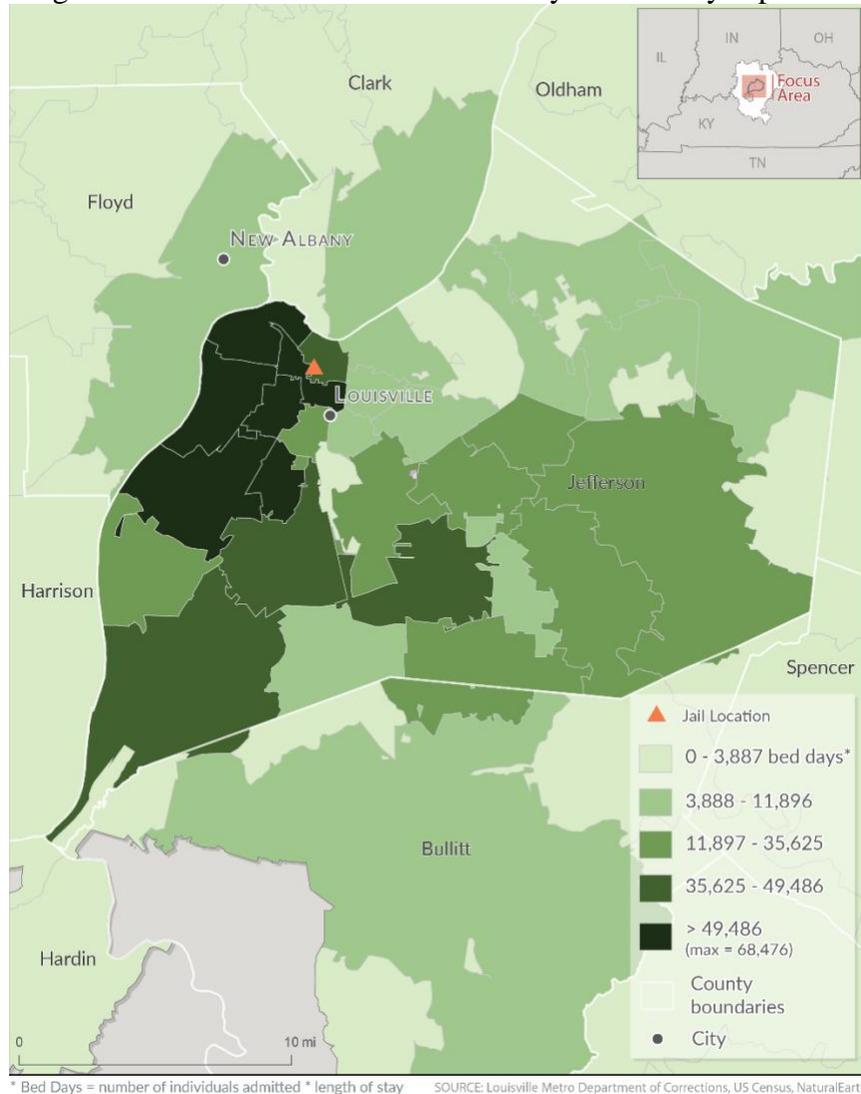


Figure 4 examines the number of bed days used by zip code for 2019. For the purposes of this report, bed days are when someone stays longer than 12 hours in jail and/or stays for two or more calendar days (see Appendix A for definitions). In 2019, a total of 909,763 bed days were used by individuals released that year. Similar to Figure 3, there was missing zip code information for some individuals and therefore 77,092 consumed bed days did not have corresponding zip code information and are not represented in the map. Figure 4 shows how many bed days were used by individuals living in Jefferson County, with darker colors indicating more bed days. Overall, 91.9% of bed days totaling 765,078 actual days, were used by individuals living in Jefferson County. Individuals living in the western portion of the county accounted for the highest number of bed days and zip codes 40216, 40211, and 40212 each accounted for over 60,000 bed days. Combined these three zip codes accounted for 26.2% of bed days used by Jefferson County residents in 2019.

Figure 4: Number of Cumulative Bed Days in 2019 by Zip Code

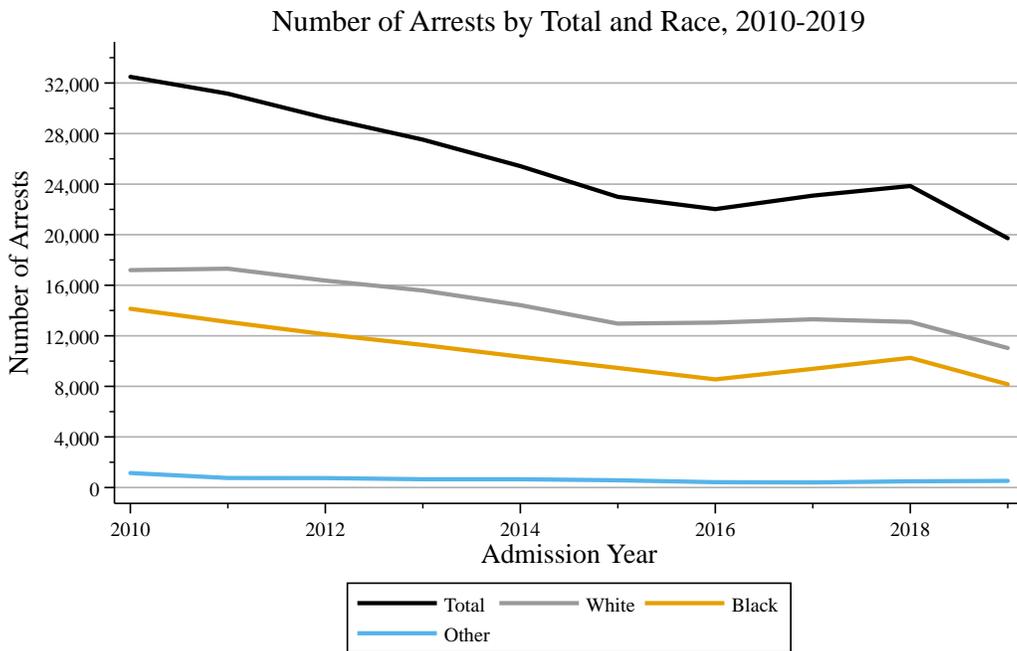


Most admissions to LMDC start with an arrest. While Louisville Metro/Jefferson County has a single jail, there were 25 local law enforcement agencies operating within the county during the study period.<sup>17</sup> Among the 25 agencies, the Louisville Metro Police Department is the largest with over 1,100 sworn officers. There are six other agencies within the county that each employ 30 or more officers including Jefferson County Sheriff's Office, Jeffersontown Police Department, Shively Police Department, Louisville Regional Airport Authority, St. Matthews Police Department, and University of Louisville Police Department. It is these agencies that are tasked with enforcing laws within the county which includes arresting individuals for committing crimes. Figure 5 show the number of arrests per year during the study period. There is no central law enforcement database that contains arrest records for all law enforcement agencies within the county. Instead, the data includes the number of individuals admitted to LMDC pretrial for a new charge, a warrant, or a new charge and warrant. Focusing on pretrial admissions ensures that the data only includes people who were arrested as opposed to those transferred from a state facility.<sup>1</sup>

<sup>1</sup> Data only includes individuals who were cited and booked into LMDC. Individuals who were cited and released are not included in the counts.

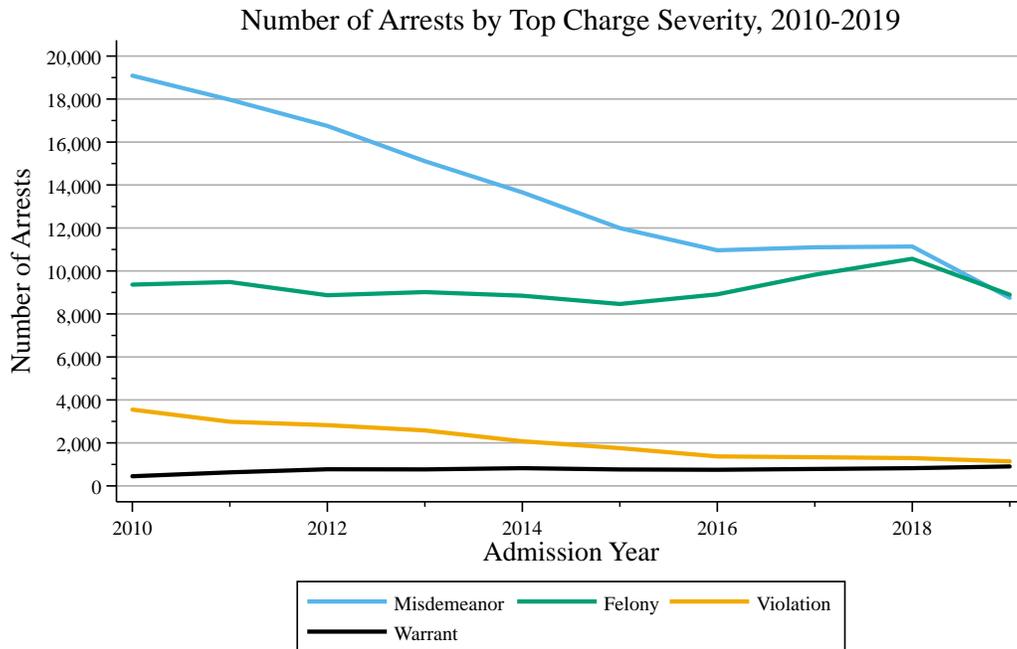
Figure 5a presents the total number of arrests and a breakdown of arrests by race. From 2010 to 2019, the number of arrests decreased from 32,487 arrests to 19,721 arrests, a 39% decrease. Arrests for White and Black individuals also saw a general decline across the study period. For White individuals, the number of arrests decreased by 36% and Black individuals experienced a 42% decrease. Figure 5b presents the total number of arrests by the severity of the top charge with felonies being the most severe charge followed by misdemeanors, violations, and then warrants. Note that many of these arrests included multiple charges and only the top charge is represented. Arrests for misdemeanors were most frequent beginning at 19,089 in 2010 but decreasing to 8,750 in 2019, a 54% decrease over time and the primary driver for why overall arrests decreased during the study period. Felony arrests started at 9,365 in 2010 and ended at 8,898 in 2019 becoming the most frequent arrest type in 2019. Violation arrests decreased during the study period, whereas warrant arrests increased.

Figure 5a: Number of Total Arrests and Arrests by Race, 2010-2019



Data Source: Louisville Metro Department of Corrections

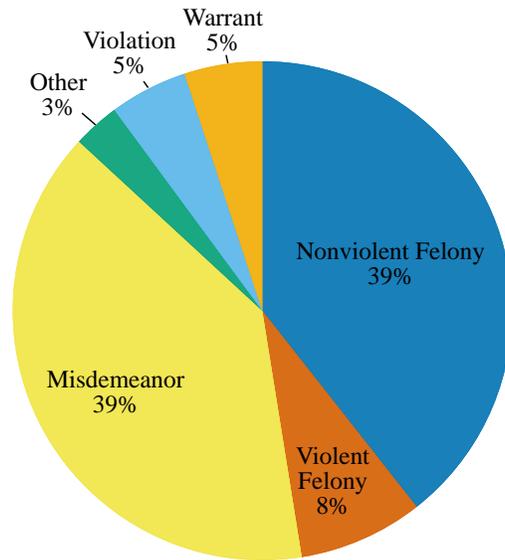
Figure 5b: Number of Total Arrests and Arrest by Top Charge, 2010-2019



Data Source: Louisville Metro Department of Corrections

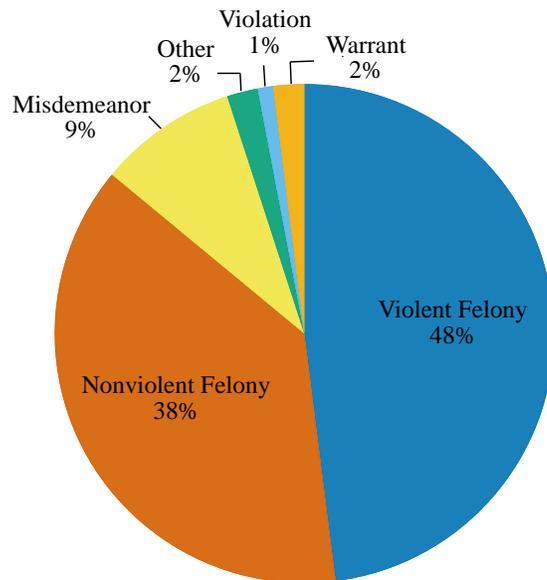
As noted previously, examination of jail populations requires attention to both the volume of admissions and how long someone stays, or the bed days consumed. Figure 6 and Figure 7 show how admission volume and bed day use can vary by top charge severity. Figure 6 depicts the top charge severity as a percent of all admissions and Figure 7 shows the percent of bed days consumed by the top charge severity. In 2019, misdemeanor and non-violent felony charges were the highest charge for 39% of admissions each; however, misdemeanor admissions accounted for only 9% of bed days used while non-violent felonies accounted for 38% of bed days used. Violent felonies accounted for only 8% of admissions but account for 48% of bed days used in 2019. These figures show a distinction between the volume of admissions for top charge severity versus the bed days consumed.

Figure 6: Percent of Admissions by Top Charge Severity in 2019



Data Source: Louisville Metro Department of Corrections

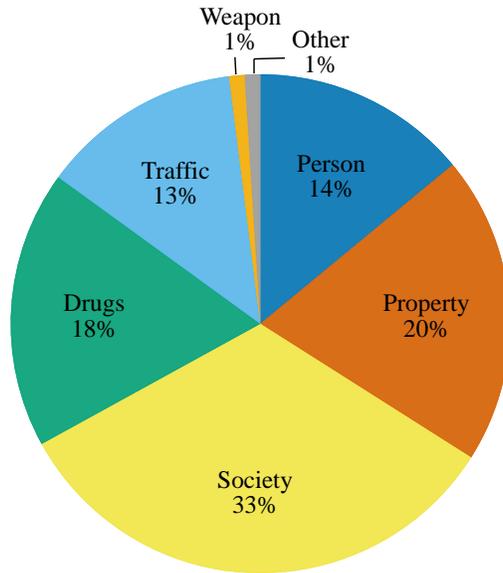
Figure 7: Percent of Bed Days Used by Top Charge Severity in 2019



Data Source: Louisville Metro Department of Corrections

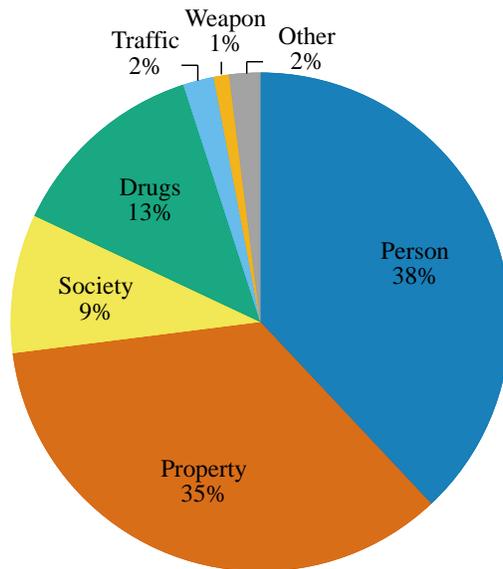
Disparities in admission volume and bed day consumption also emerge when looking at top charge categories (see Appendix A definitions). In 2019, 33% of all admissions were for crimes against society, 20% of admissions were for property offenses, and 14% of admissions were for crimes against persons. Yet, crimes against persons accounted for 38% of bed days. Property offenses accounted for 35% of bed days and crimes against society accounted for only 9% of bed days.

Figure 8: Percent of Admissions by Top Charge Category in 2019



Data Source: Louisville Metro Department of Corrections

Figure 9: Percent of Bed Days Used by Top Charge Category in 2019



Data Source: Louisville Metro Department of Corrections

The previous figures begin to show the complexities involved in understanding jail populations. LMDC is the only jail within Jefferson County and serves Louisville Metro and 83 additional municipalities. Furthermore, not all persons admitted to LMDC live within the county, further complicating the ability of local stakeholders to manage populations. Despite the complexities associated with multiple jurisdictions, there is a centralized court structure in the County.<sup>18</sup> The 30<sup>th</sup> District Court and the 30<sup>th</sup> Circuit Court cover the entirety of Jefferson County. The District Court handles juvenile matters, city and county

ordinances, misdemeanors, violations, traffic offenses, arraignments, and felony probable cause hearings, among other cases.<sup>19</sup> The Circuit Court is Kentucky's highest trial court and has jurisdiction over capital offenses and felonies.<sup>20</sup> The Circuit Court also houses the state's Family Court system.

Local criminal justice stakeholders have long recognized the need for collective efforts to manage the jail population. The Louisville Metro Criminal Justice Commission convenes the Jail Policy Committee, a group of 18 stakeholders including law enforcement, judges, public defenders, prosecutors, jail administrators, among others. The Committee works together and relies on a data-driven approach to understand who is in jail and to identify problems and to develop innovations to better manage the jail population, promote public safety, and develop best practices.<sup>21</sup>

Correctional overcrowding is a significant issue in Kentucky. From 2000 to 2010 Kentucky's correctional population grew 45% while the general state prison system as a whole grew 13%.<sup>22</sup> To address this growth and its associated costs, Kentucky passed House Bill 463 which was signed into law in 2011. This law made a wide variety of changes to the state's criminal justice system. For example, the law mandated the use of risk assessment tools to aid in pretrial release and supervision decision making as well as limiting the ability of the police to arrest for some misdemeanor offenses (even those observed in the officer's presence).<sup>23</sup>

Since 1992, LMDC and other jails in Kentucky have been used to house significant numbers of individuals sentenced to state prisons.<sup>24</sup> Local jails receive a stipend from the state to hold these individuals. In 2019, the state reimbursement rate was \$31.34 per day for housing an individual sentenced to state prison.<sup>25</sup> A sum substantially lower than both the estimated daily cost for LMDC to house an individual (\$89.69 per day)<sup>26</sup> and the daily estimated cost to incarcerate someone in prison (\$66.82).<sup>27</sup> However, LMDC does not contract with the state to house individual sentenced to the state for serving their time for class C or D offenses and only houses individuals who are awaiting transfer to other institutions.

This reimbursement procedure creates perverse financial incentives across the state correctional system. Housing individuals sentenced to state prisons in county jails is a cost-effective measure for the state. In poor rural counties, housing individuals sentenced to state prisons is an important source of revenue. In September of 2016 more than 11,000 individuals sentenced to state prison or 48% of all state sentenced persons were housed in Kentucky Jails. Seventy-six of the 82 county jails in operation at this time housed individuals sentenced to state prison.<sup>28</sup> This practice has created overcrowding in many county jails across the state. It has also created concerns over the safe housing of sentenced individuals and the ability to deliver rehabilitative programming.<sup>29</sup>

Housing individuals sentenced to state prison in the custody of LMDC reduces the demand on state and other county facilities while impacting LMDC's capacity and depleting its resources.<sup>30</sup> In 2017, the average number of individuals sentenced to the state held by LMDC was 346. This average decreased in 2018 to 300 and decreased further in 2019 to 274. While 30 to 40 state sentenced individuals are reportedly transferred out of LMDC per week, anecdotal evidence suggests longer transfer times for females due to the lack of bed capacity to house female sentenced to state prison.<sup>31</sup>

On January 1, 2017, the Kentucky Supreme Court issued Order 2015-24 which authorized the Non-Financial Uniform Schedule of Bail Administrative Release Program, commonly referred to as administrative release.<sup>32</sup> Through this program, individuals arrested and charged with a non-violent, non-sexual misdemeanor crime have their risk level assessed by a Pretrial Services Officer using the Public Safety Assessment risk assessment instrument to determine their flight risk and anticipated criminal

conduct. An individual who scores low to low-moderate risk are eligible for automatic pretrial release and therefore are not held until their first hearing.

A number of local efforts have been undertaken to reduce the number of individuals admitted to and housed in Louisville Metro Department of Corrections. The first initiative includes the establishment of two bail projects. The Louisville Community Bail Fund was created in 2017<sup>33</sup> and in May 2018, the national Bail Project began work in Louisville to post bail for those being held on a bail of \$5,000 or less who could not afford their cash bail.<sup>34</sup> This effort reduced the number of incarcerated individuals awaiting trial.<sup>35</sup>

Finally, in 2018, LMDC faced considerable jail overcrowding and as a result the Jail Policy Committee identified five priorities for reducing populations: (1) Transfer of State Inmates; (2) Bail Reform; (3) Arraignment Court Initiatives; (4) Bench Warrants; and (5) Home Incarceration Program Pilot.<sup>36</sup> These priorities resulted in a warrant purge for low level or traffic offenses<sup>37</sup> and the creation of an arraignment court program<sup>38</sup> among other efforts.

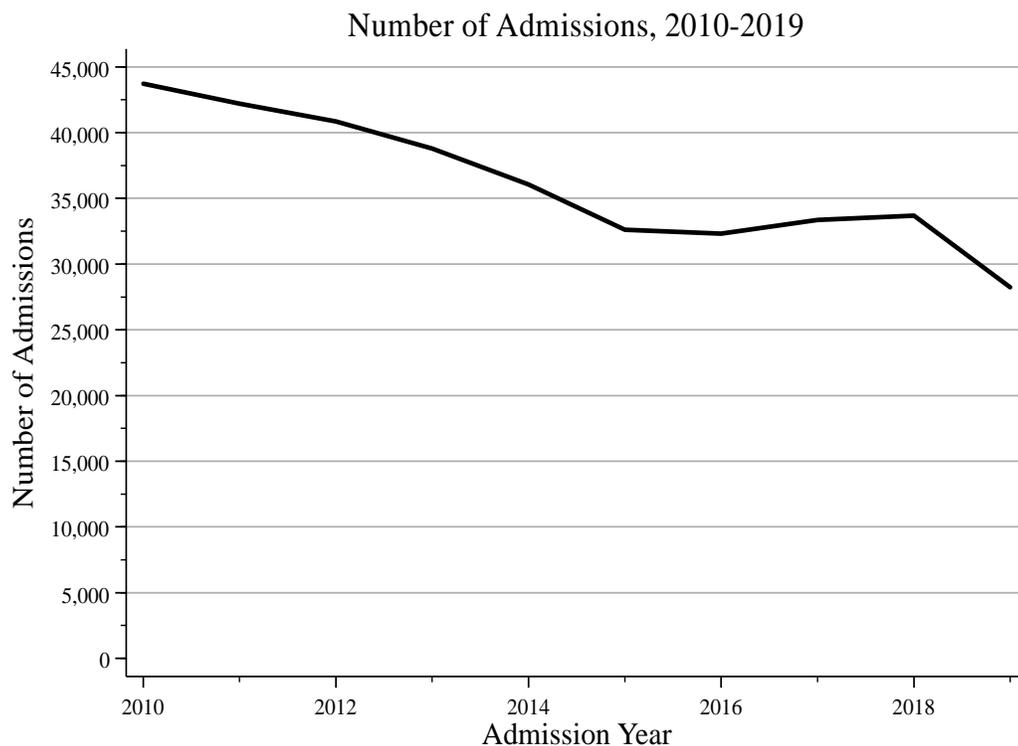
## ADMISSIONS

As noted previously, the jail population is a product of two factors, the number of admissions and the length of stay. The analyses start by understanding the volume of bookings to jail. Figure 10 illustrates the number of admissions and average daily population in the LMDC jail facility from 2010 to 2019.

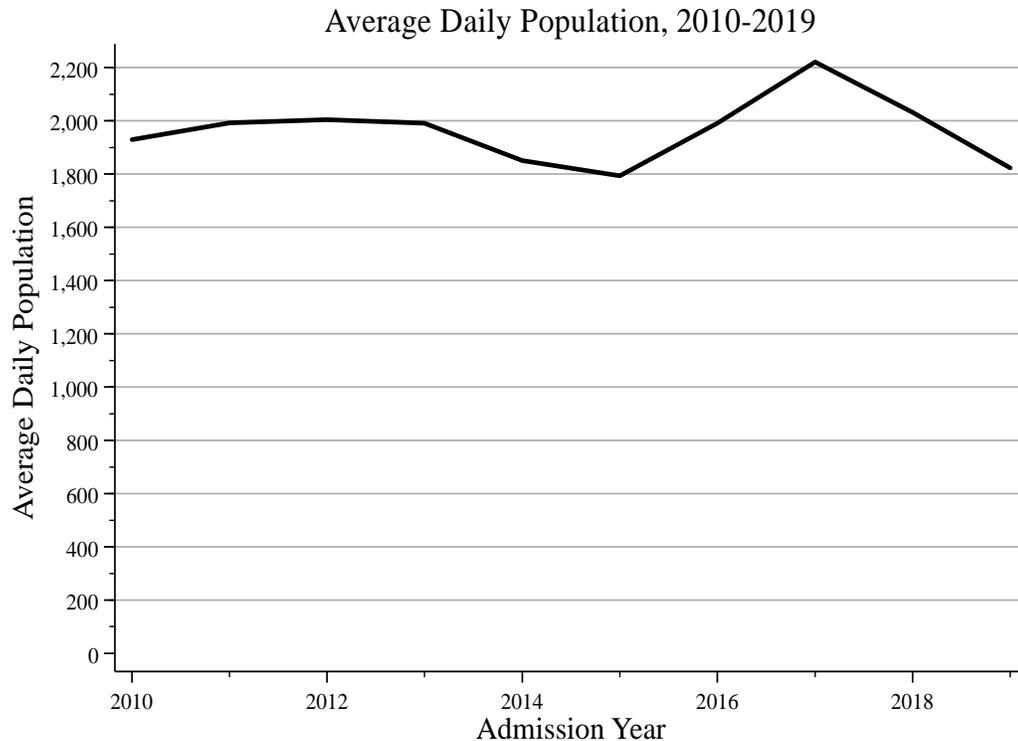
**From 2010 to 2019, annual admissions decreased by 35% from 43,724 admissions to 28,255 admissions.** In 2010 the average daily jail population was 1,930 and this number increased to 1,991 in 2013, then declined to 1,787 in 2015, the only year the average daily population was below LMDC's rate capacity. Thereafter, the daily population increased to its peak in 2017 of 2,221 individuals and then declined to 1,824 in 2019. **From 2010 to 2019, there was only a 5% decline in the average daily population.**

**Despite seeing a decline in admissions over the study period, LDMC also experienced a smaller average daily population.** This finding is discussed in greater detail later in the report.

Figure 10: Number of Admissions and Average Daily Population



Data Source: Louisville Metro Department of Corrections



Data Source: Louisville Metro Department of Corrections

## ADMISSION TYPES AND NUMBER OF CHARGES

The next group of figures examine the types of admissions and charges associated with bookings from 2010 to 2019. The report explores admission types and charges in multiple forms across three categories: (1) *single admission type, single charge*: a person who enters jail with one charge and one admission type, (2) *single admission type, multiple charges*: a person who enters jails with two or more charges and one admission type, (3) *multiple admission types, multiple charges*: a person enters jail with multiple charges and multiple admission types. The admission types include holds, pretrial admission for new charges, pretrial admission for a warrant, city/county transfer, state sentenced/prison transfer, a probation admission, or a parole admission (see Box 1).

### Box 1: Admission Type Definitions

**Definitions:** As shown in Figure 11, individuals can be booked into jail via single admission or multiple admission types. The following provides a brief definition of the admission types depicted in Figure 12, whereas Figure 13 depicts the most common admission combinations made up of two or more of the below admission types.

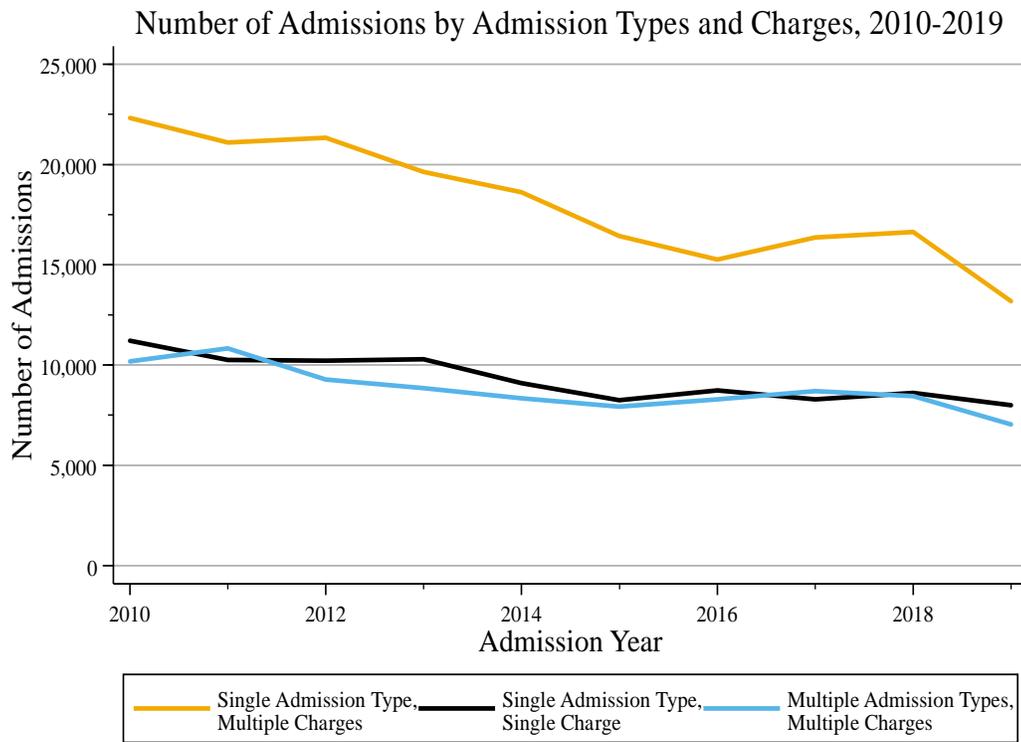
- **Hold (Ice, Federal, Other Jurisdiction).** Individual who was booked into jail on charges originating from a different county, city, or federal jurisdiction.
- **Pretrial Admission: New Charge(s) Only.** Individual arrested on new charges and booked into jail.
- **Pretrial Admission: Warrant Only.** Individuals arrested on an outstanding bench warrant originating within Kentucky and booked into jail.
- **Probation Admission:** Individual booked for a probation violation or via a probation warrant.
- **Parole Admission:** Individual booked for a parole violation or via a parole warrant.
- **State Sentenced/Prison Transfer Admission:** Individual sentenced to serve time in a state prison facility and awaiting transfer or is housed in LMDC during court proceedings.
- **City/County Sentenced Admission:** Individual sentenced to serve a sentence in LMDC.

Figure 11 and Table 1 displays the number of admissions and charges. From 2010 to 2019, the largest proportion change in admissions were for single admission with multiple charges (around 50%). Single admission with single charge and multiple admissions with multiple charges accounted for about 25% each throughout.

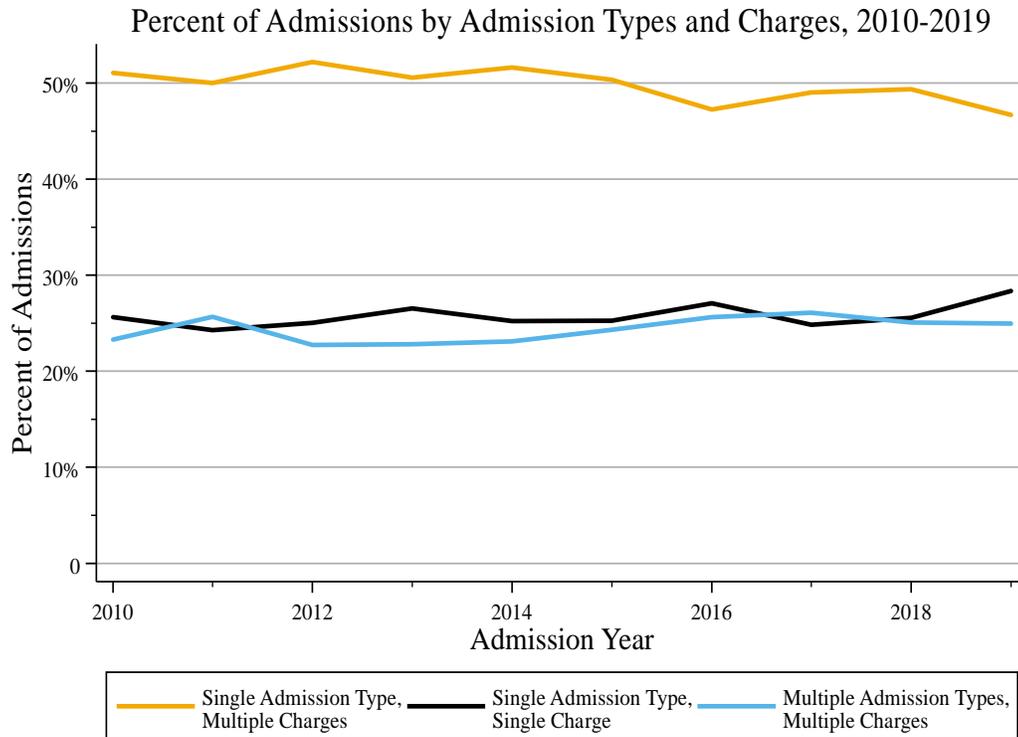
**All three categories decreased in the number of admissions with single admission types with multiple charges decreasing the most (41%).**

**In 2019, single admission type with multiple charges was most prevalent category.** From 2010 to 2019, the mean number of charges increased from 3.4 to 4.3 while the median number of charges increased from 2 to 3.

Figure 11: Number and Percent of Admissions by Admission Types and Charges



Data Source: Louisville Metro Department of Corrections



**Table 1. Admission Type and Number of Charges in 2010 and 2019**

	<b>2010</b>	<b>2019</b>	<b>2010-2019 % Change</b>
Number of Single Admission, Single Charge	11,205	8,003	-29%
Number of Single Admission, Multiple Charges	22,329	13,174	-41%
Number of Multiple Admissions, Multiple Charges	10,183	7,041	-31%
Total	43,717	28,218	-35%

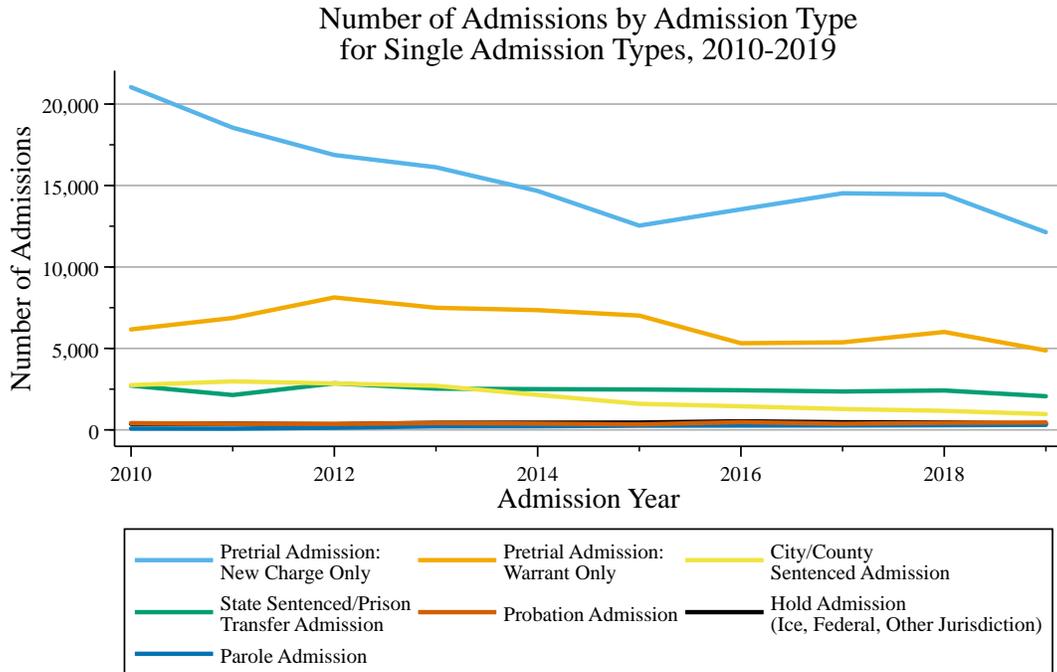
### ***Single and Multiple Admission Types***

Figure 12 shows the number of admissions by single admission types and Figure 13 displays the most common multiple admission types. The seven multiple admission types selected for these analyses were the six combinations in 2019 with the longest length of stay and pretrial new charge and warrant combination which was the most prevalent combination. The seven combinations may not represent the most prevalent combinations in previous years. The same combinations were used across the study period to maintain consistency.

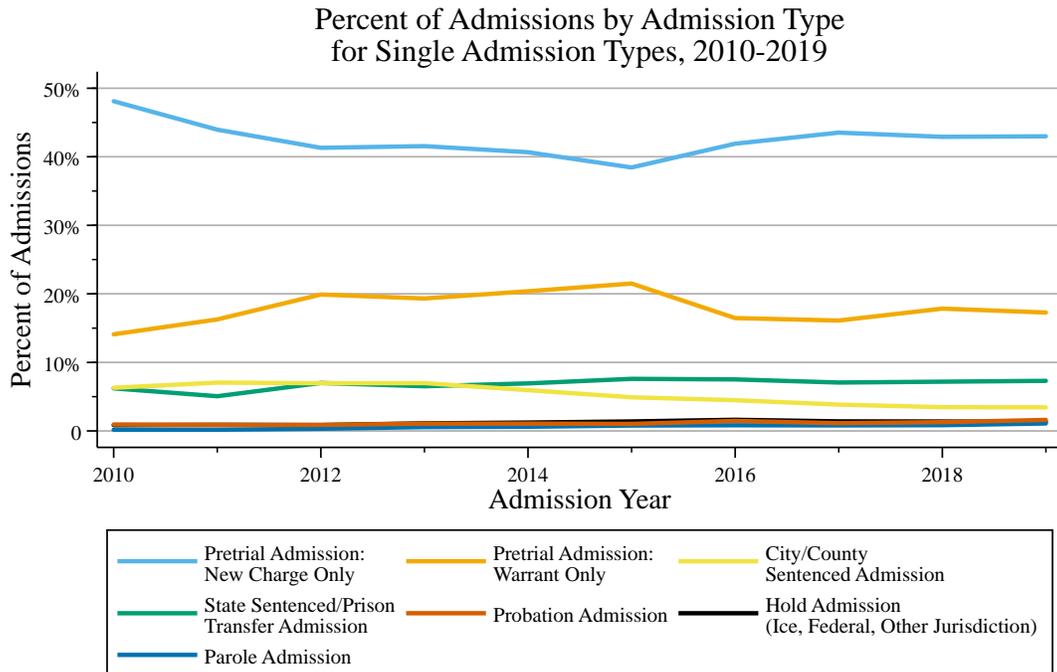
Table 2 shows that from 2010 to 2019 the overall number of single admission types declined by 37%. **The most prevalent single admission type was pretrial with a new charge, which made up 40% or more admissions from 2010 to 2019. The second most prevalent admission type was admission for warrant, followed by admission for a new charge and a warrant.**

In terms of change over time, admissions for city/county sentenced decreased the most (69%) for single admission types while a hold and a new charge decreased the most for multiple admission types (91%). Following the larger trends, the majority of admission type decreased. However, admissions for parole violations, probation violations, and hold, though small in volume, all increased.

Figure 12: Number and Percent of Admissions by Admission for Single Admission Types

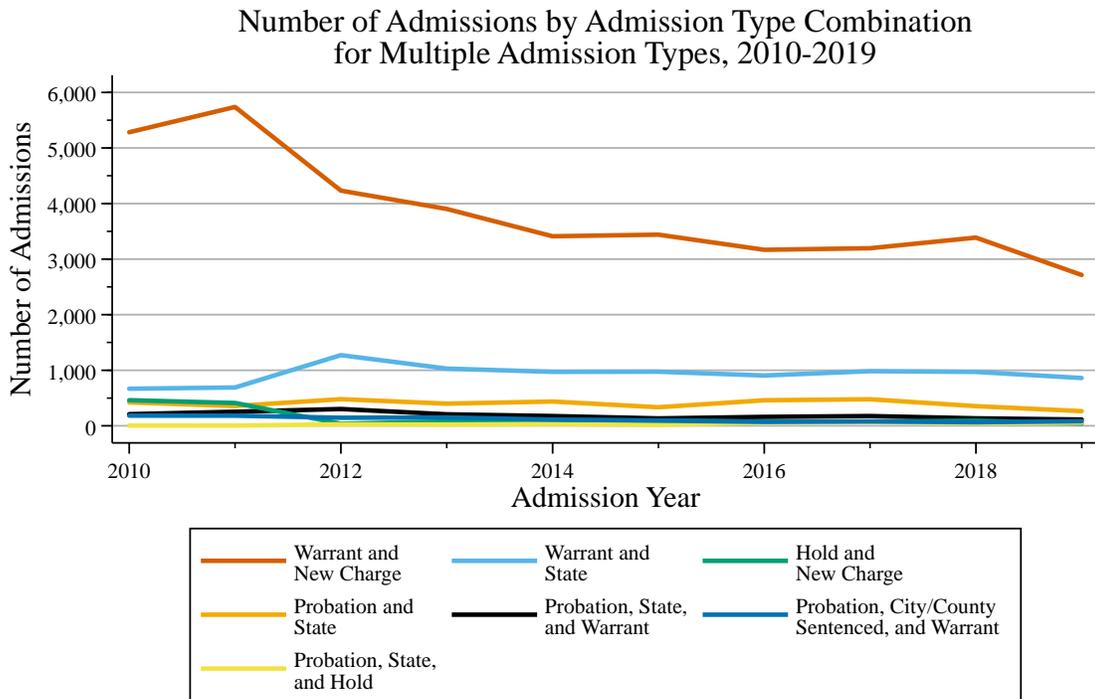


Data Source: Louisville Metro Department of Corrections

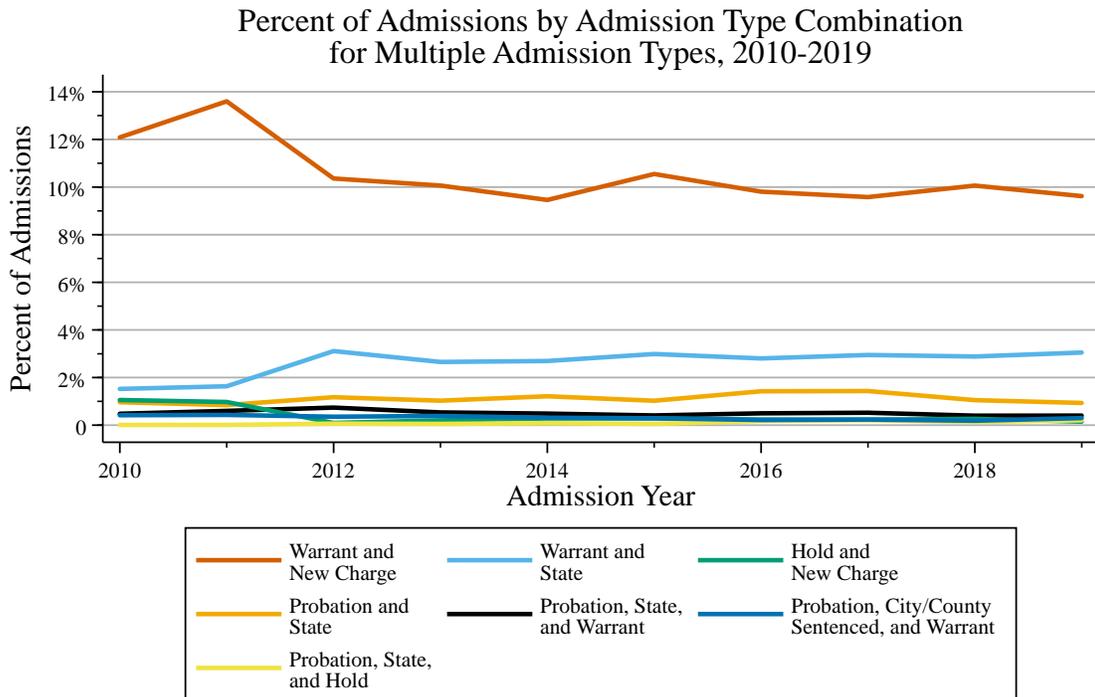


Data Source: Louisville Metro Department of Corrections

Figure 13: Number and Percent of Admission Type Combinations for Multiple Admission Types



Data Source: Louisville Metro Department of Corrections



Data Source: Louisville Metro Department of Corrections

Table 2. Number of Single and Multiple Admission Types in 2010 and 2019

<b>Single Admission Types (Single and Multiple Charges)</b>	<b>2010</b>	<b>2019</b>	<b>2010-2019 % Change</b>
Pretrial Admission: New Charge Only	21,036	12,131	-42%
Pretrial Admission: Warrant Only	6,167	4,875	-21%
City/County Sentenced Admission	2,751	970	-65%
State Sentenced/Prison Transfer Admission	2,718	2,063	-24%
Probation Admission	414	454	+10%
Hold (Ice, Federal, Other Jurisdiction)	371	376	+1%
Parole Admission	77	308	+300%
<b>Total</b>	<b>33,534</b>	<b>21,177</b>	<b>-37%</b>
<b>Multiple Admission Types</b>			
New Charge and Warrant	5,284	2,715	-49%
Warrant and State Sentenced/Prison Transfer	667	861	+29%
Hold and Pretrial New Charge	462	43	-91%
Probation and State Sentenced/Prison Transfer	422	264	-37%
Probation, State Sentenced/Prison Transfer, and Warrant	210	114	-46%
Probation, City/County Sentenced, and Warrant	184	84	-54%
Probation, State Sentenced/Prison Transfer, and Hold	5	58	+1060%

### ***Top Charge Severity and Category***

The analyses now shift to an examination of charges. As noted previously, some individuals are booked into jail on multiple charges. These analyses focus on the highest or “top charge” severity for each booking, which ranges from most to least severe: violent felony, non-violent felony, misdemeanor, violation, warrant, and “other.” The charges were also classified into categories (most severe to least) as crimes against persons, property, drugs, weapon, crimes against society, traffic, and “other” (see Box 2 or Appendix A for charge definitions). The top charge severity and top charge category could be associated with different charges when multiple charges are involved. For instance, a person arrested on a felony drug charge and misdemeanor assault charge will have top charge severity as felony and top charge category as person.

### **Box 2. Top Charge Severity and Category**

#### **Definitions:**

Charge severity classifications were obtained from the Kentucky State Police’s (KSP) Kentucky Uniform Crime Reporting Codes (UOR Codes). KSP assigns UOR codes for all criminal offenses in Kentucky and identifies those offenses as felony, misdemeanor, violation, warrant, or other category. This report uses the UOR code type to assign severity, however, the authors further distinguished between violent and non-violent felonies, where violent felonies required the use of physical force or attempted force against a person such as homicide, rape, or robbery. The “other” category includes non-criminal offenses such as “prisoner held in transit” or “justifiable homicide.” See Appendix A for further explanations of our definitions.

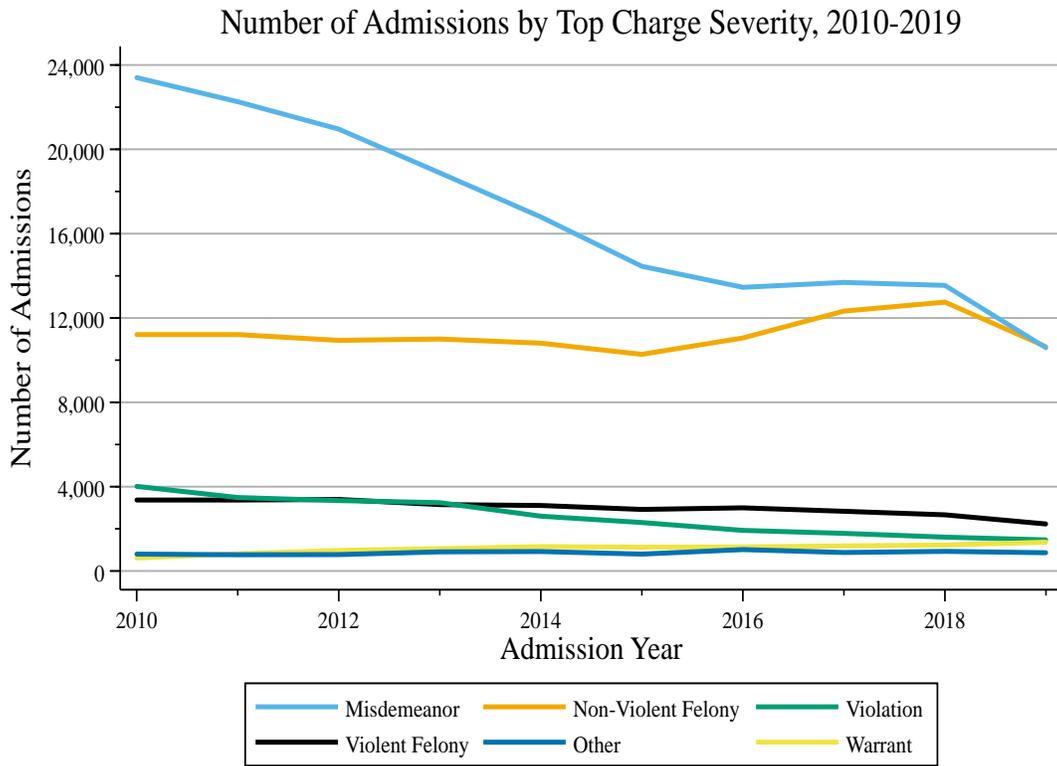
Charge category classifications also used KSP’s UOR Codes. KSP links all offenses to the Federal Bureau of Investigation’s Uniform Crime Report (UCR) codes which designates offenses as crime against persons,

crime against property, or crimes against society. In addition, the UCR codes identify traffic and “other” offense types. The authors followed the UCR designations, except where noted below. The most frequent offense for each charge category in 2019 is noted in bold and corresponding KSP UOR code in parentheses. Appendix A contains further detail on crime type category definitions.

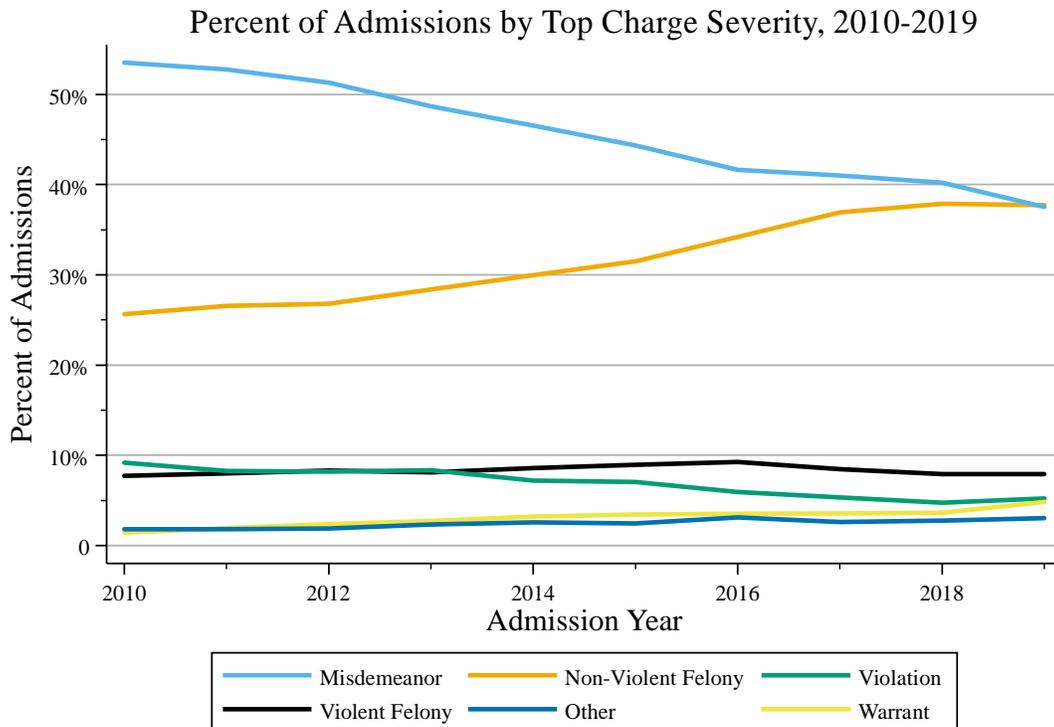
- **Person:** Any offense maintaining a UCR designation as crime against persons. *Assault, 4<sup>th</sup> Degree Domestic Violence Minor Injury (798)*.
- **Property:** Any offense maintaining a UCR designation as crime against property. *Theft by Unlawful Taking or Dispossession Shoplifting (23039)*.
- **Drug:** Any offense maintaining a UCR offense code 35A or 35B drug/narcotic offense. *Drug Paraphernalia- Buy/Possess (42081)*.
- **Weapon:** Any offense maintaining a UCR offense code 520 weapon law violations. *Possession of Firearm by Convicted Felon (52196)*.
- **Crimes Against Society:** Any offense maintaining a UCR designation as a crime against society except if the victim was a person, property was taken, or listed as code 35A, 35B, 90D, or 520. *Failure to Appear (1150)*.
- **Traffic:** Any offense listed as traffic in UOR codes or listed as a UCR offense code 90D (DUI). *Failure of non-owner operator to maintain required insurance/security, 1<sup>st</sup> Offense (482)*.
- **Other:** Non-criminal offenses. *Fugitive Warrant Not Required (73300)*.

Figure 14 displays the number and proportion of admissions by top charge severity, as well as the percentage of admissions by top charge severity in 2019. **Except for 2019, misdemeanor admissions were the most frequent top charge severity, followed by non-violent felony charges (these two charge severities accounting for 76% to 80% of admissions throughout the study period).** In 2010, misdemeanor admissions accounted for 54% of all admissions while non-violent felonies accounted for 26%. Admissions for these two categories converged and in 2019, they each accounted for 38%. The remaining categories were below 10% and consistently accounted for less than 4,000 admissions.

Figure 14: Number and Percent Admissions by Top Charge Severity



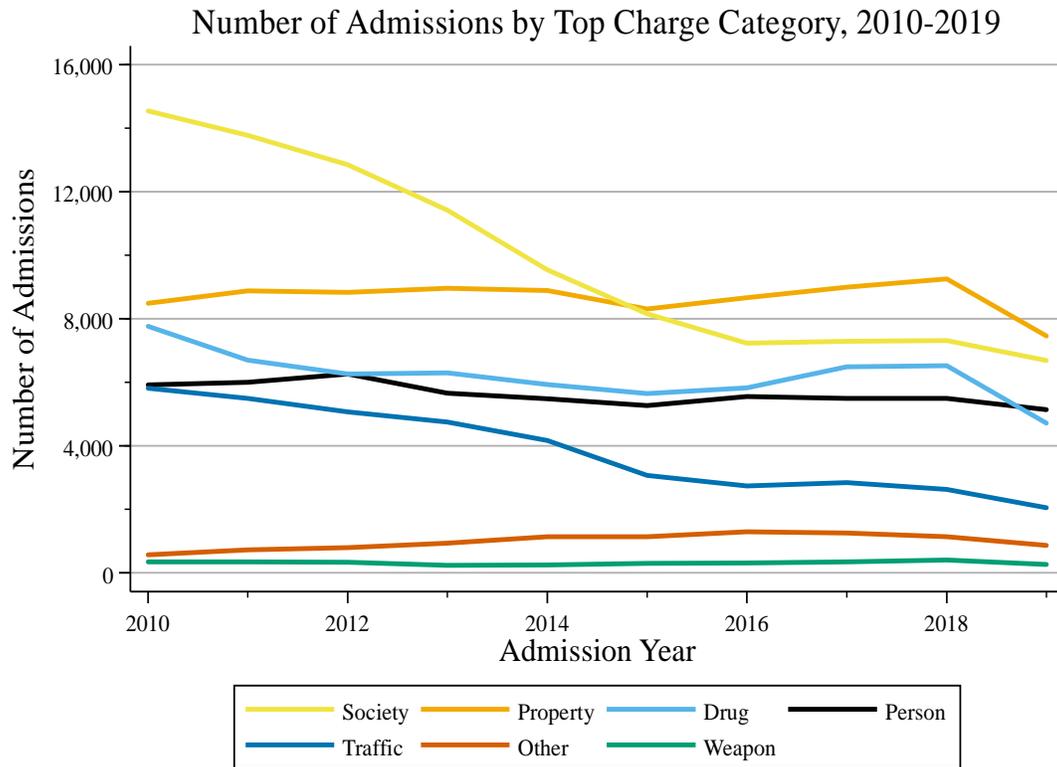
Data Source: Louisville Metro Department of Corrections



Data Source: Louisville Metro Department of Corrections

Figure 15 shows admissions by top charge category. **From 2010 to 2014, admissions for crimes against society were the most prevalent charge category, starting in 2015 admission for property charges were the most prevalent.** These two charge categories accounted for almost 50% of admissions through the study period.

Figure 15: Number and Percent of Admissions by Top Charge Category



Data Source: Louisville Metro Department of Corrections

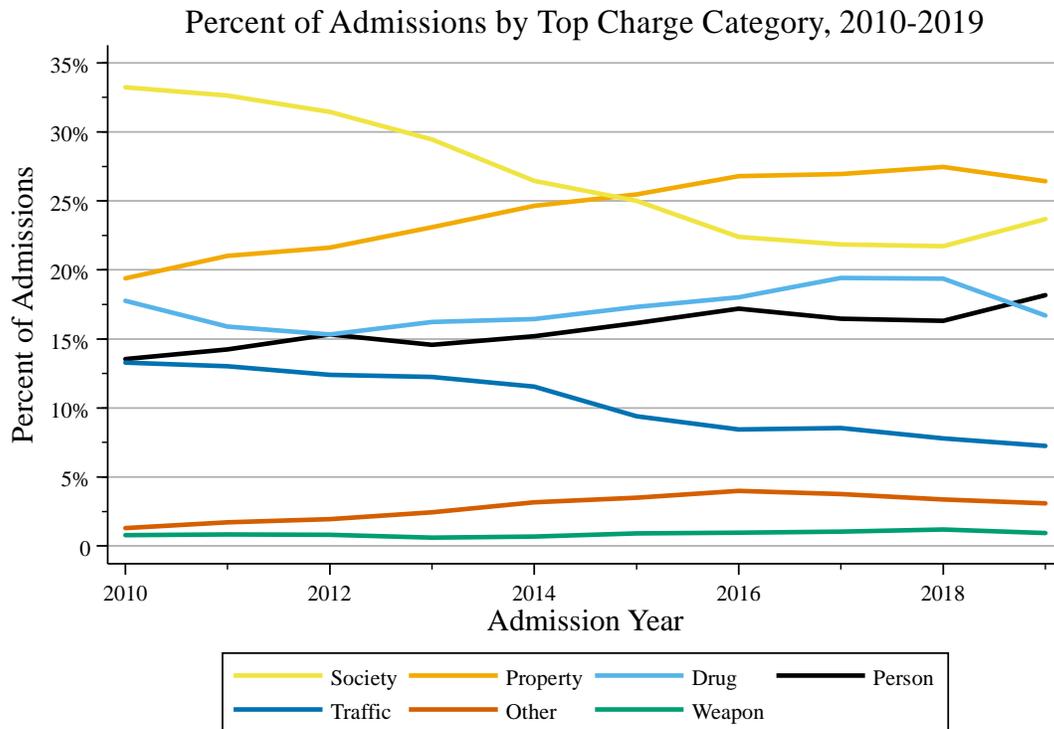


Table 3 shows that from 2010 to 2019, **admissions for violations and misdemeanors decreased by 63% and 55%, respectively**. Admissions for non-violent felonies as well as for crimes against persons and property offenses declined the least, ranging from a decline of 5% to 13%. Admissions for warrants increased by 120% but was the 5<sup>th</sup> most common charge severity in 2019.

With respect to specific categories, **traffic related charges decreased the most (65%), followed by crimes against society (54%)**. Notably, admissions for drug charges also declined by almost 40%. Charge categories that involved a person or property decreased the least at 13% and 12%, respectively.

Table 3. Number of Top Charge Severity and Top Charge Category in 2010 and 2019

<b>Charge Severity</b>	<b>2010</b>	<b>2019</b>	<b>2010-2019 % Change</b>
Misdemeanor	23,403	10,590	-55%
Non-violent Felony	11,215	10,643	-5%
Violation	4,014	1,478	-63%
Violent Felony	3,368	2,231	-34%
Other	801	865	+8%
Warrant	621	1,365	+120%
Total	43,422	27,172	-37%
<b>Charge Category</b>			
Society	14,537	6,685	-54%
Property	8,480	7,457	-12%
Drugs	7,766	4,716	-39%
Person	5,918	5,132	-13%
Traffic	5,811	2,046	-65%
Other	567	868	+53%
Weapon	343	268	-22%
Total	43,422	27,172	-37%

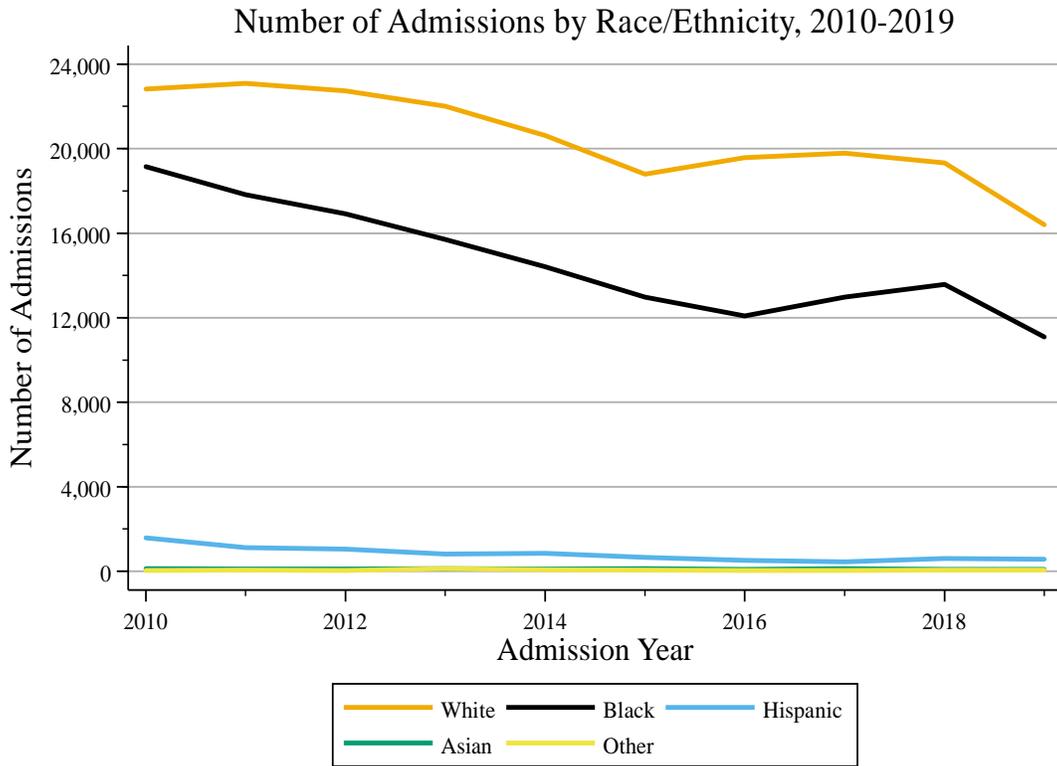
## ADMISSIONS BY DEMOGRAPHICS

Our next group of figures examine the demographic characteristics of individuals who were admitted into LMDC from 2010-2019.

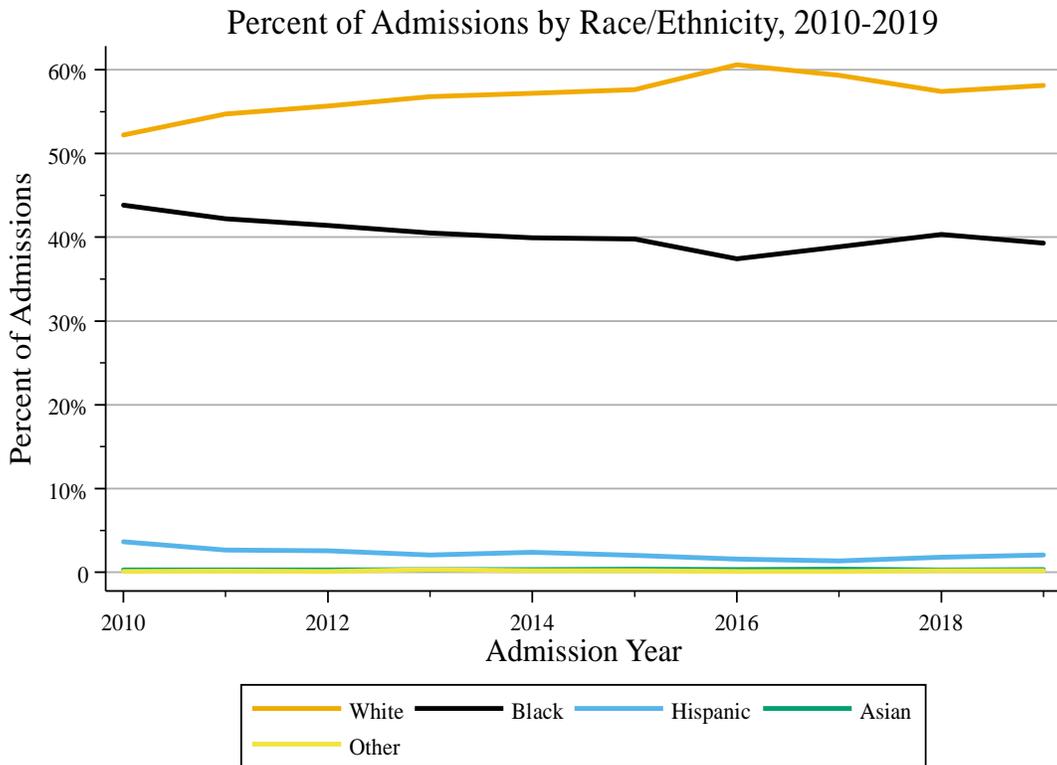
### *Race/Ethnicity*

Figure 16 and Table 4 displays the number of admissions to the LMDC by race/ethnicity from 2010 to 2019. **White individuals consistently had the highest number and proportion of admissions (over 50%) followed by Black individuals (around 40%).** Admissions for Black individuals declined by 42% while admissions for White individuals declined by 28%. Admissions for Hispanic, Asian and Other race/ethnicities were very low and generally below a 1,000 (except for Admissions for Hispanics from 2010 to 2012). The final graph in Figure 16 shows that only Black individuals have more admissions compared to their share of the population during the study period. **In 2019, Black people made up just over 20% of the population in Jefferson County, but 39.3% of admissions compared to White people accounting for 74% of the population but only 52% of admissions.** In other words, Black individuals are overrepresented in jail admissions.

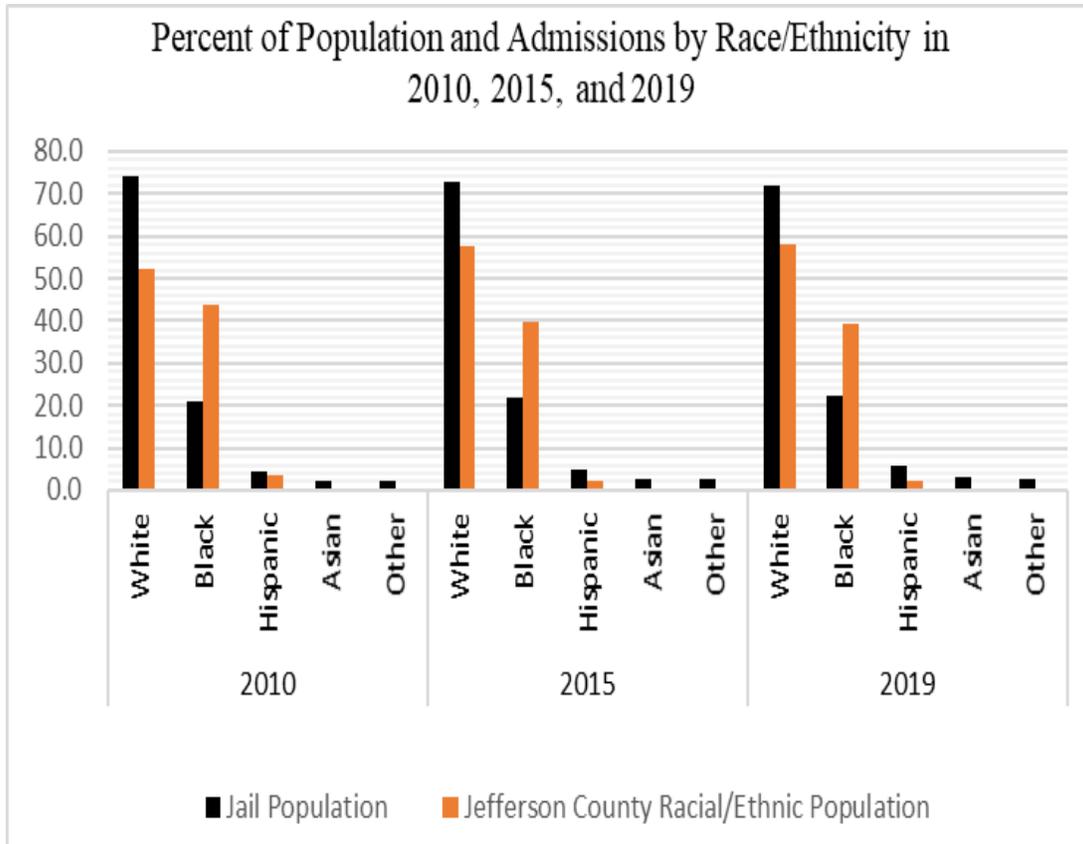
Figure 16: Number and Percent of Admissions by Race/Ethnicity



Data Source: Louisville Metro Department of Corrections



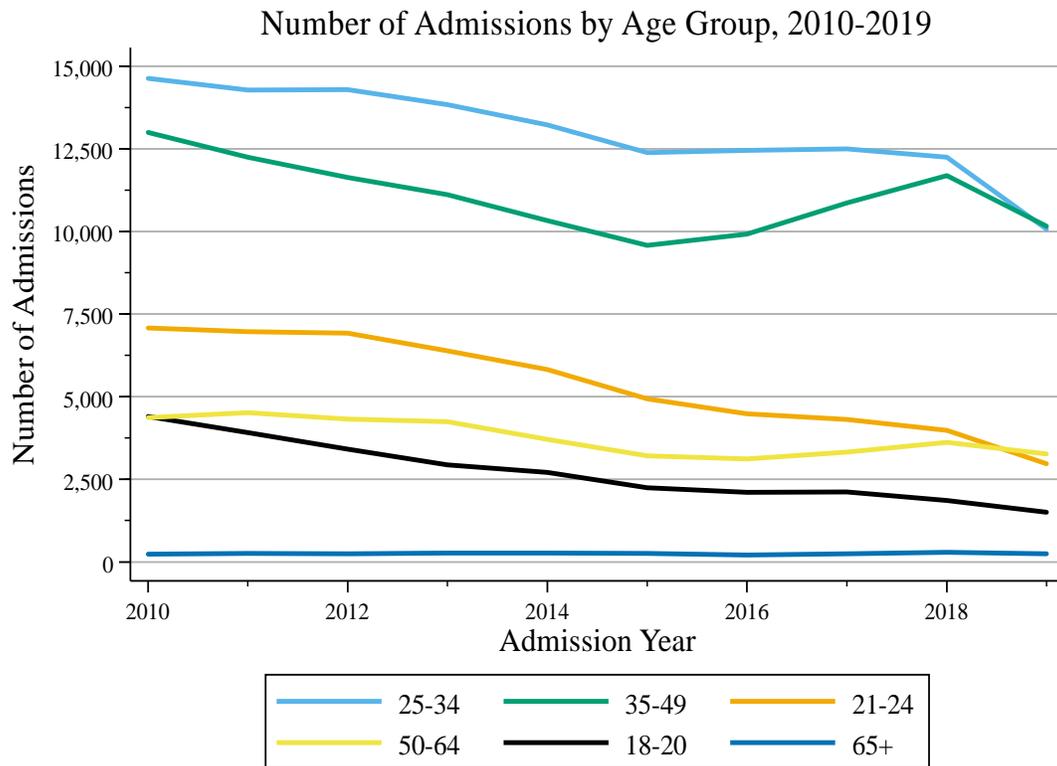
Data Source: Louisville Metro Department of Corrections



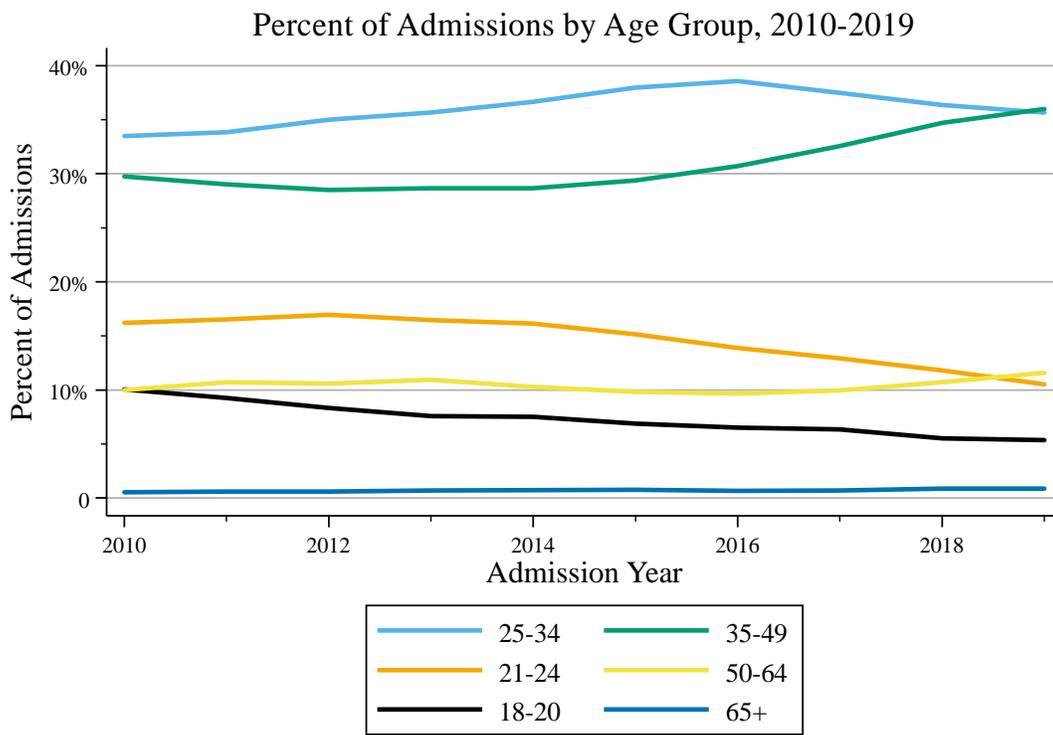
### *Age*

Figure 17 and Table 4 shows the age makeup of LMDC from 2010 to 2019. All age groups experienced declines in admissions from the start of the study period to its end. **The age group 25-34 generally had the highest number of admissions, followed by 35-49-year-olds. These two groups each accounted for almost 30% or more of the admissions in a given year (generally more than 10,000 admissions each year).** Further, from 2010 to 2019, the younger age groups (18-20- and 21-24-year-olds) had larger proportional declines compared to 25-34-, 35-49-, and 50-64-year-olds. Although small in volume, only individuals 65 and older had a slight increase in jail admissions.

Figure 17: Number and Percent of Admissions by Age Group



Data Source: Louisville Metro Department of Corrections

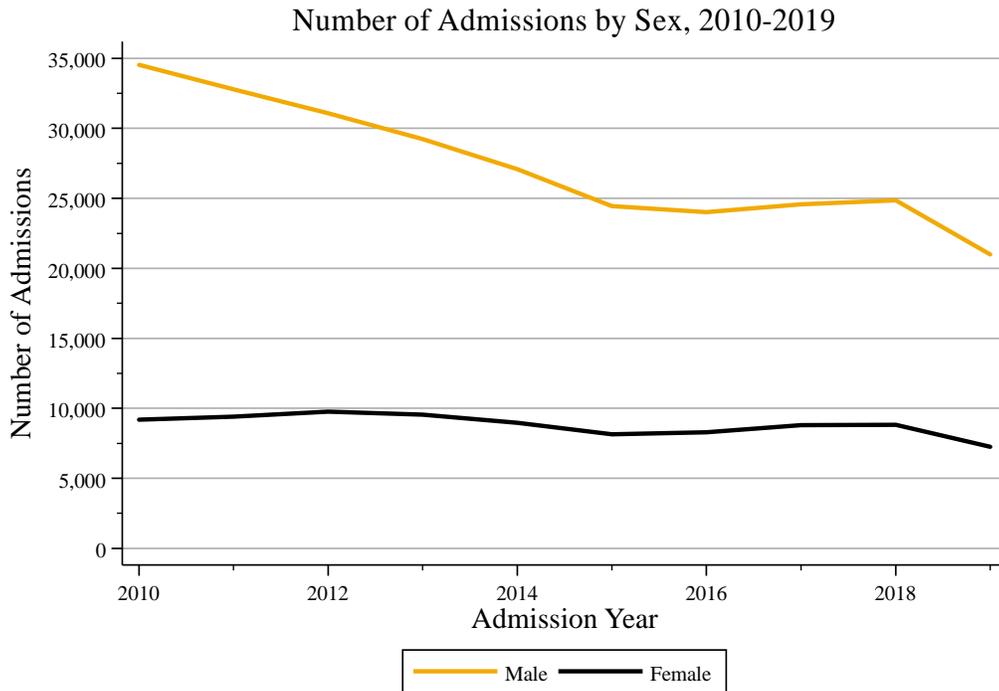


Data Source: Louisville Metro Department of Corrections

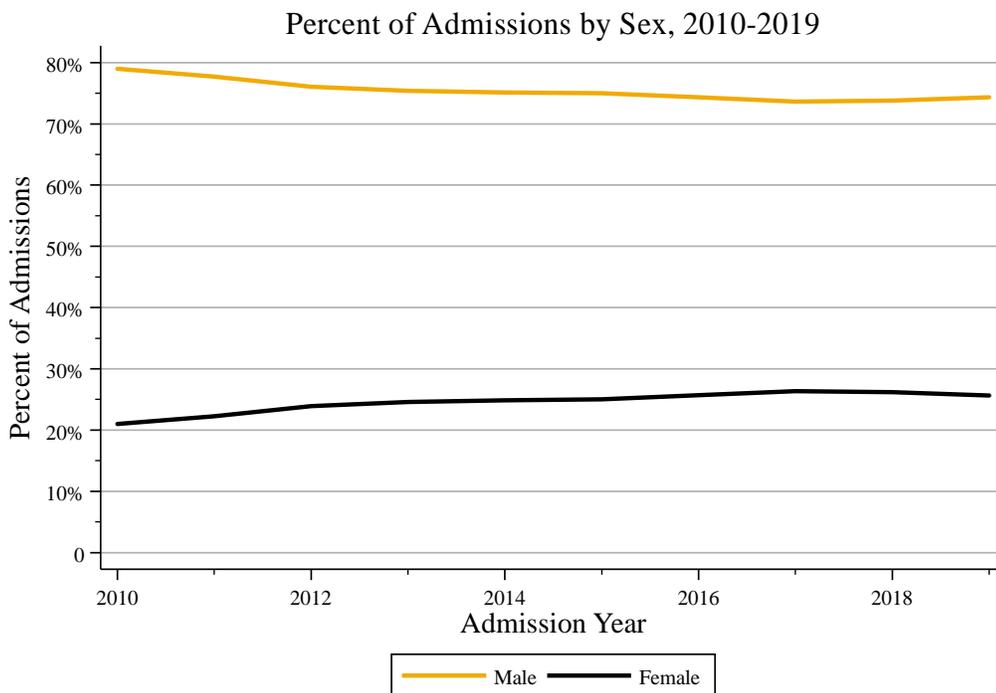
*Sex*

Figure 18 and Table 4 displays the number of admissions by sex. **From 2010 to 2019, males had the highest number of admissions compared to females.** Both groups decreased in number of admissions, with female admissions declining less than male admissions.

Figure 14: Number and Percent of Admissions by Sex



Data Source: Louisville Metro Department of Corrections



Data Source: Louisville Metro Department of Corrections

Table 4. Number of Admissions by Race/Ethnicity, Age, and Sex in 2010 and 2019

<b>Year</b>	<b>2010</b>	<b>2019</b>	<b>2010-2019 % Change</b>
<b>Race/Ethnicity</b>			
White	22,825	16,405	-28%
Black	19,158	11,097	-42%
Hispanic	1,582	578	-63%
Asian	119	94	-21%
Other	40	51	+28%
Total	43,724	28,225	-35%
<b>Age</b>			
25-34	14,636	10,071	-31%
35-49	13,002	10,158	-22%
21-24	7,083	2,969	-58%
18-20	4,397	1,511	-66%
50-64	4,371	3,272	-25%
65+	235	244	+4%
Total	43,724	28,225	-35%
<b>Sex</b>			
Male	34,548	20,983	-39%
Female	9,176	7,242	-21%
Total	43,724	28,225	-35%

## RELEASES BY ADMISSION YEAR

Our final analyses examine how individuals were released from jail and uses their admission year rather than the year the individual was released for the analyses. For instance, someone admitted in 2010 but released in 2011, will be counted in 2010. Figure 19 provides insight on the patterns of release from LMDC over the study period. The analyses examine 11 different types of releases described in Box 3 (see also Appendix A). It is important to note that two of the eleven release types, court order release and other agency permanent release had inconsistent meaning across the study period. A court order release is a judicial document directing the jail to release a person currently in custody. While court orders do not indicate the formal release reason on the document, stakeholders have noted the orders are generally used for dismissals or pretrial release. Since the court order does not officially state the release reason, a separate court order release category was created. The lack of specificities in court orders requiring release introduces ambiguity to our understanding of release types. For instance, if court orders are primarily for pretrial release, then those two categories would go from the using less than 5 percent of all bed days to more than 20% of all bed days. Similarly, other agency permanent release type categorizes the release of individuals to state prisons but can also refer to releases to other state or federal agencies. The inconsistent use of other agency permanent release and court order release types required us to create separate categories.

## Box 3: Release Type Definitions

**Definitions:** LMDC maintains the release reason for all persons leaving the facility. This study identified eleven (11) unique release reasons and the following provides a brief explanation for each. Appendix A provides a complete definition for each.

- **Time Served:** Individuals who have completed their sentence in LDMC.
- **City/County Sentenced Release:** Individuals held in LMDC serving a sentence or awaiting discharge to other jail or city/county agency.
- **Released to Probation:** Individual released onto probation.
- **Released to Parole:** Individual released onto parole or parole warrant/detainer lifted.
- **Pretrial Release: Bail Paid:** Individual released pretrial following the posting of bail.
- **Pretrial Release: No Bail (Released on own Recognizance; ROR):** Individuals released pretrial via ROR or promise to return, administrative release, or other non-monetary release.
- **Dismissed:** Case dismissed
- **State Sentenced/Prison Transfer:** Individuals released or transferred to a state prison facility.
- **Other Agency Permanent Release:** A broadly used categorization that includes persons released to state prison facilities and to other agencies.
- **Court Order:** A broadly used categorization that does not provide a specific reason for release.
- **Other:** Any release reason not covered above including those who escaped or died in custody.

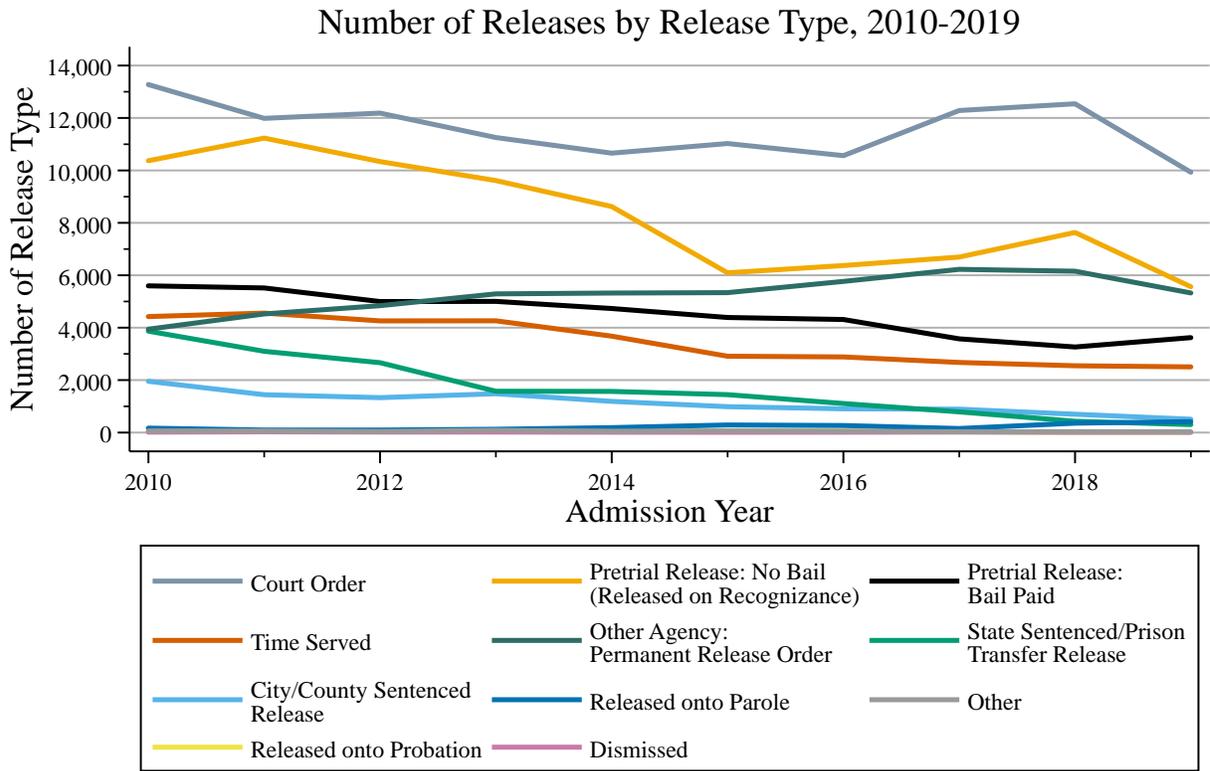
**The most common type of release was a court order release, with 30 to 35% of admissions being released on a court order each year.** The second most common release type was pretrial release on recognizance (ROR), accounting for 19 to 27% of annual admissions. In 2010, bail paid was the third most common type of release (13% of admissions) but by 2019, other agency permanent release was third most common (19% of admissions).

**From 2010 to 2019, individuals released on parole increased by 146% and other agency permanent release increased by 35%, while the remaining release types decreased.** The increase in other agency permanent release coincided with a 92% decrease in state sentenced/prison transfer releases, indicating a shift in how LMDC codes release types during the study period. Finally, court order releases decreased 25%.

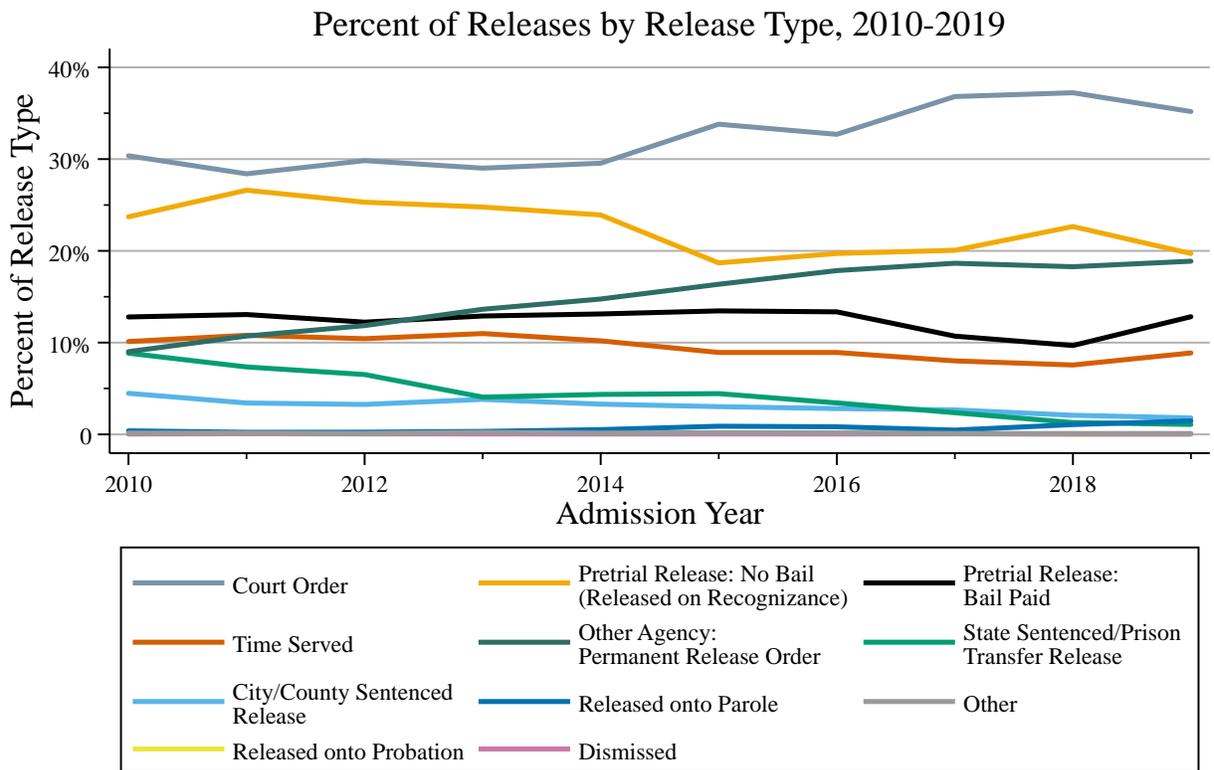
Table 5. Number of Release Types in 2010 and 2019

Release Type	2010	2019	2010-2019 % Change
Court Order	13,276	9,932	-25%
Pretrial Release: No Bail (ROR)	10,370	5,564	-46%
Pretrial Release: Bail Paid	5,597	3,621	-35%
Time Served	4,426	2,505	-43%
Other Agency Permanent Release Order	3,943	5,326	+35%
State Sentenced/Prison Transfer Release	3,869	305	-92%
City/County Sentenced Released	1,957	508	-74%
Released to Parole	169	416	+146%
Other	62	28	-55%
Released to Probation	40	12	-70%
Dismissed	15	8	-47%
Total	43,724	28,225	-35%

Figure 19: Number of Individuals Released by Release Type



Data Source: Louisville Metro Department of Corrections

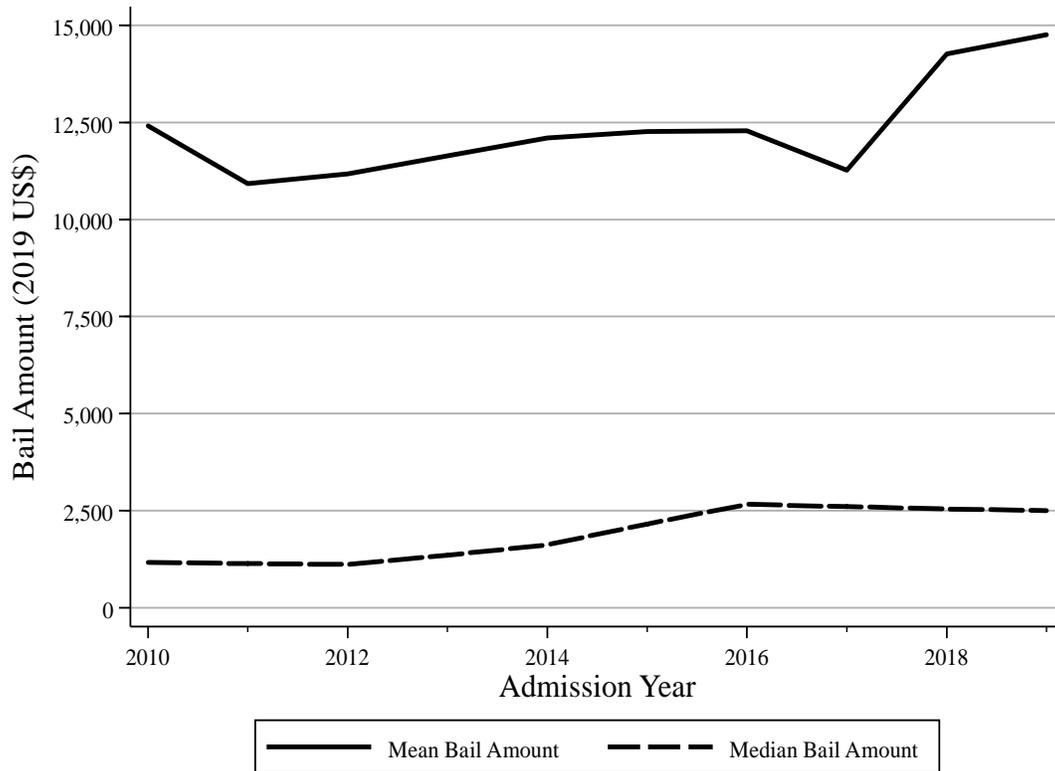


Data Source: Louisville Metro Department of Corrections

## Bail

Our last analysis examines the number of individuals admitted to jail pretrial and who were required to post a financial payment to the court, also known as bail, in order to be released from jail. Figure 20 exhibits the mean and median bail amount for those subject to bail in LMDC from 2010 to 2019.<sup>2</sup> The bail amounts account for inflation and are presented in 2019 dollars, which means all bail amounts from 2010 to 2018 were adjusted to their 2019 equivalent to allow for comparison across the study period. **The mean bail amount increased by 19% over the study period from \$12,412 in 2010 to \$14,760 in 2019. The median bail amount increased by 113% from \$1,172 to \$2,500.**

Figure 20: Mean and Median Bail Amount

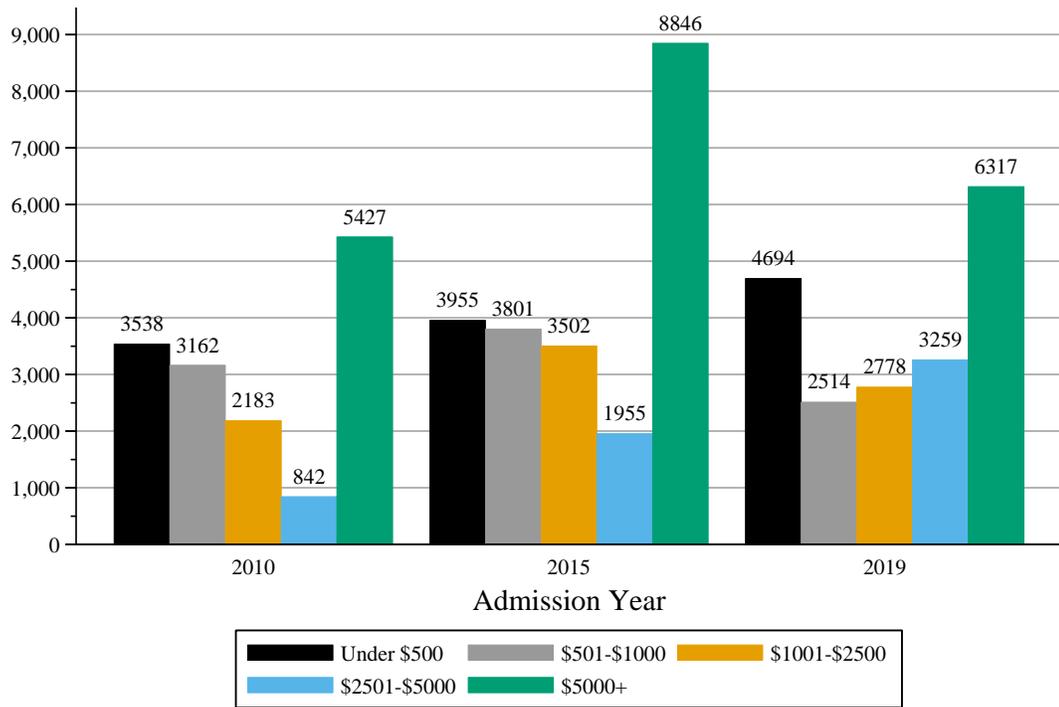


Data Source: Louisville Metro Department of Corrections

Figure 21 displays the bail amounts for 2010, 2015 and 2019 broken down by five categories (under \$500; \$501-\$1,000; \$1,001-\$2,500; \$2,501-\$5,000, and over \$5,000), adjusted for 2019 dollars. The most common bail amount in 2010 and 2019 was under \$500 and the second most frequent bail amount was over \$5,000. In 2015 bail amounts over \$5,000 were most prevalent and bail amounts of \$500 or less was a close second. The frequency for bail amounts for the other three categories were relatively stable across the three years.

<sup>2</sup> Bail data should be interpreted with caution. Bail amounts can change over the course of a case and the presented figures may not reflect adjustments made to bail amounts. In some instances, the bail amount paid was entered which may have differed from the original bail amount set.

Figure 21: Bail Amounts: Years 2010, 2015, 2019



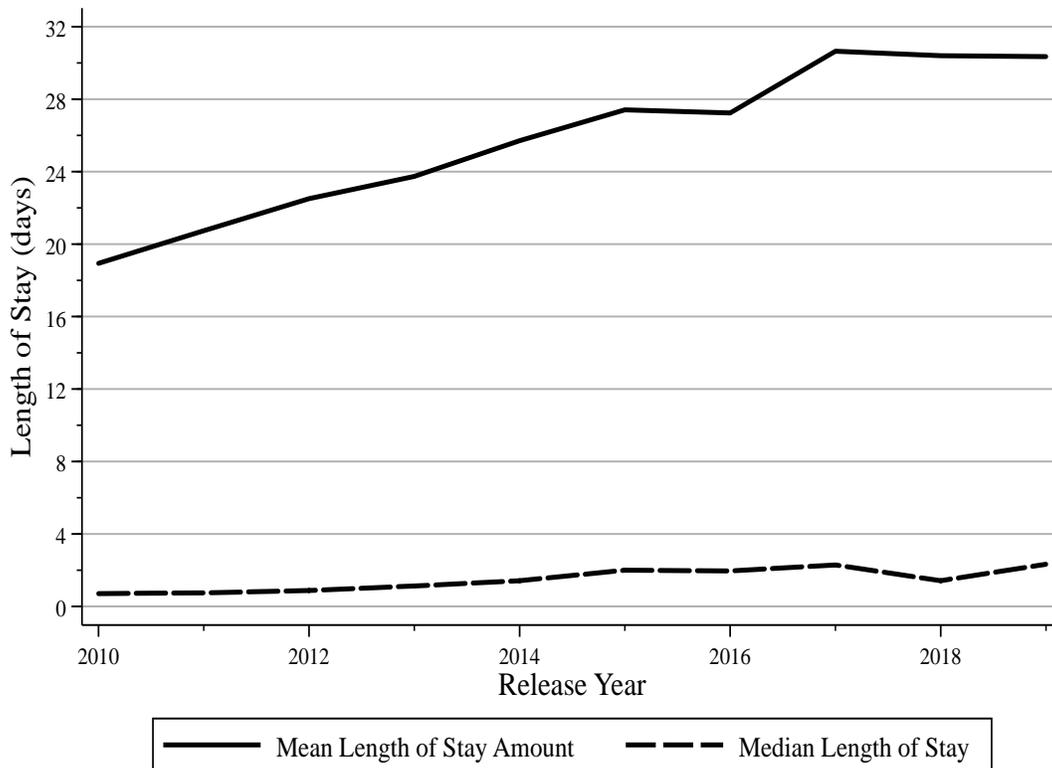
Data Source: Louisville Metro Department of Corrections.

## LENGTH OF STAY

The first goal of the project was to determine how average lengths of stay in LMDC have changed from 2010 to 2019. From 2010 and 2019, the number of admissions to LMDC declined, as well as a slight decrease in the average daily population. The purpose of this section is to explore length of stay and the factors that are associated with longer lengths of stay. The following analyses examines the length of stay by the year a person was released instead of when they were admitted.

Figure 22 displays the mean and median length of stay (in days) for those incarcerated in LMDC from 2010 to 2019. The mean length of stay steadily increased from 18.9 days in 2010 to 27.4 days in 2015 where it plateaued only to increase to 30.7 days in 2017 and slightly decreased to 30.4 days in 2019. **From 2010 to 2019, the mean length of stay measured in days increased 60% from 18.9 days 30.4 days. During this same time period, the median length of stay increased 228% from 0.71 days to 2.3 days.**

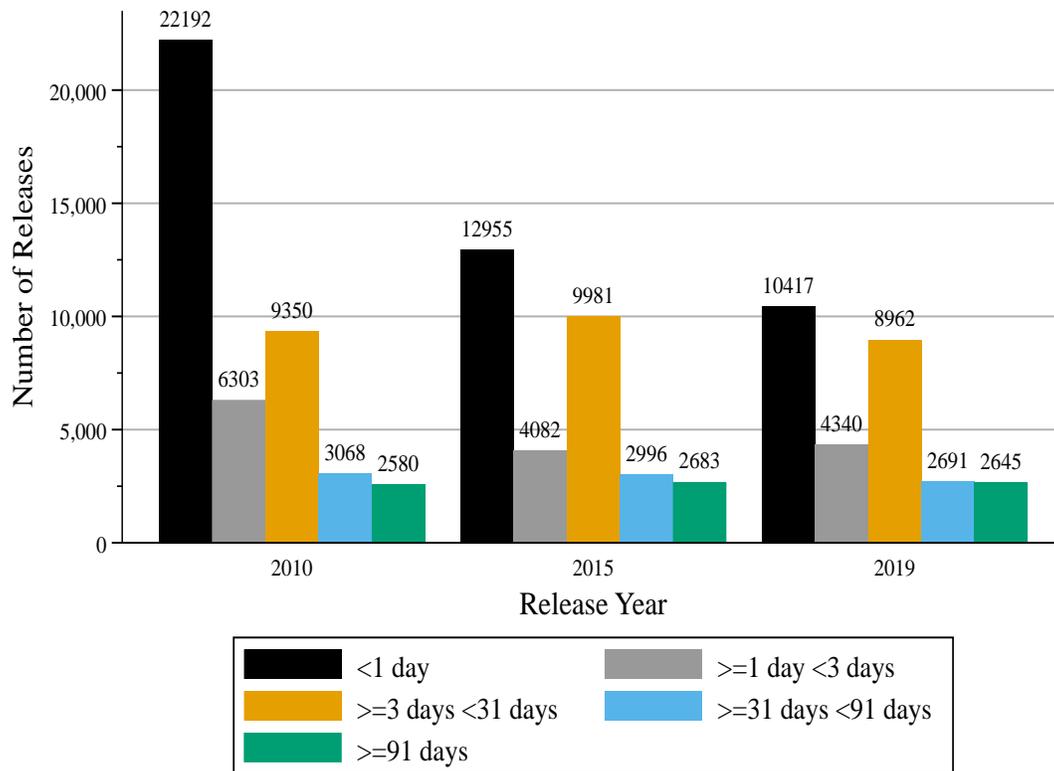
Figure 22: Mean and Median Length of Stay Amount, 2010-2019



Data Source: Louisville Metro Department of Corrections

A second way of understanding the length of stay is to know the distribution of persons admitted. To simplify the presentation, the report provides the distribution for 2010, 2015, and 2019. Figure 23 provides the distribution across five length of stay categories: less than 1 day, 1 day to less than 3 days, 3 days to less than 31 days, 31 days to less than 91 days, and 91 days or more.

Figure 23: Length of Stay by Year: 2010, 2015, and 2019



Data Source: Louisville Metro Department of Corrections

**In 2010, 2015, and 2019 the majority of individuals admitted into jail stayed less than 24 hours.** However, the data shows that in 2010 there was a larger volume of individuals that spent less than 1 day in jail compared to other years. When examining the other four length of stay groups, there is relative stability across the years. The exception is those who spent 1 to less than 3 days in jail. This group dropped from 6,303 in 2010 down to 4,082 in 2015 before stabilizing.

Figure 23 illustrates admissions where the person spends more than 90 days in jail had the lowest frequency across all years; however, this does not capture the full range of stay lengths. Table 6 provides a breakdown for the frequency of each length of stay distribution over 90 days by year. From 2010 to 2019, individuals spending 91 to 180 days in jail ranged from 3.9% to 4.9% of the overall lengths of stay.

Table 6 also shows that less than 3% of people released from jail stayed between 6 months and 1 year (181-365 days) across the study period. Further, those staying more than one year increased as a proportion from 0.5% in 2010 to 1.3% in 2019. It is important to keep in mind that while the frequencies for people staying in jail 91 or more days is low, the length of their stay means the cumulative space consumed by these individuals is large. This issue is explored in greater detail in Part II of this report.

Table 6. Distribution of Length of Stay Over 90 Days

Length of Stay	Years: Frequencies (Percent)									
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
91-180 days	1637 (3.9%)	1755 (4.2%)	1847 (4.5%)	1748 (4.5%)	1663 (4.6%)	1544 (4.7%)	1576 (4.9%)	1709 (5.1%)	1670 (4.9%)	1438 (4.9%)
181-365 days	722 (1.7%)	811 (1.9%)	799 (2.0 %)	819 (2.1%)	806 (2.2%)	774 (2.4%)	745 (2.3%)	947 (2.8%)	949 (2.8%)	815 (2.8%)
366-540 days	138 (0.3%)	149 (0.4%)	192 (0.5%)	197 (0.5%)	210 (0.6%)	239 (0.7%)	184 (0.6%)	261 (0.8%)	292 (0.9%)	204 (0.7%)
541-730 days	47 (0.1%)	48 (0.1%)	74 (0.2%)	67 (0.2%)	69 (0.2%)	79 (0.2%)	77 (0.2%)	109 (0.3%)	127 (0.4%)	106 (0.4%)
731+ days	29 (0.1%)	38 (0.1%)	38 (0.1%)	46 (0.1%)	58 (0.2%)	41 (0.1%)	54 (0.2%)	66 (0.2%)	93 (0.3%)	69 (0.2%)

### LENGTH OF STAY BY ADMISSION TYPES AND CHARGE CHARACTERISTICS

The next set of analyses look at the intersection of admission types, charge characteristics, and length of stay. Ostensibly the reason for admission will influence one's length of stay. Being admitted to jail to serve a sentence is likely to result in longer lengths of stay than someone arrested on a new charge and is in jail awaiting trial or someone arrested and released pretrial. Similarly, someone who is arrested on a serious felony charge may spend longer in jail than someone admitted for a traffic violation. The following analyses explore these dynamics.

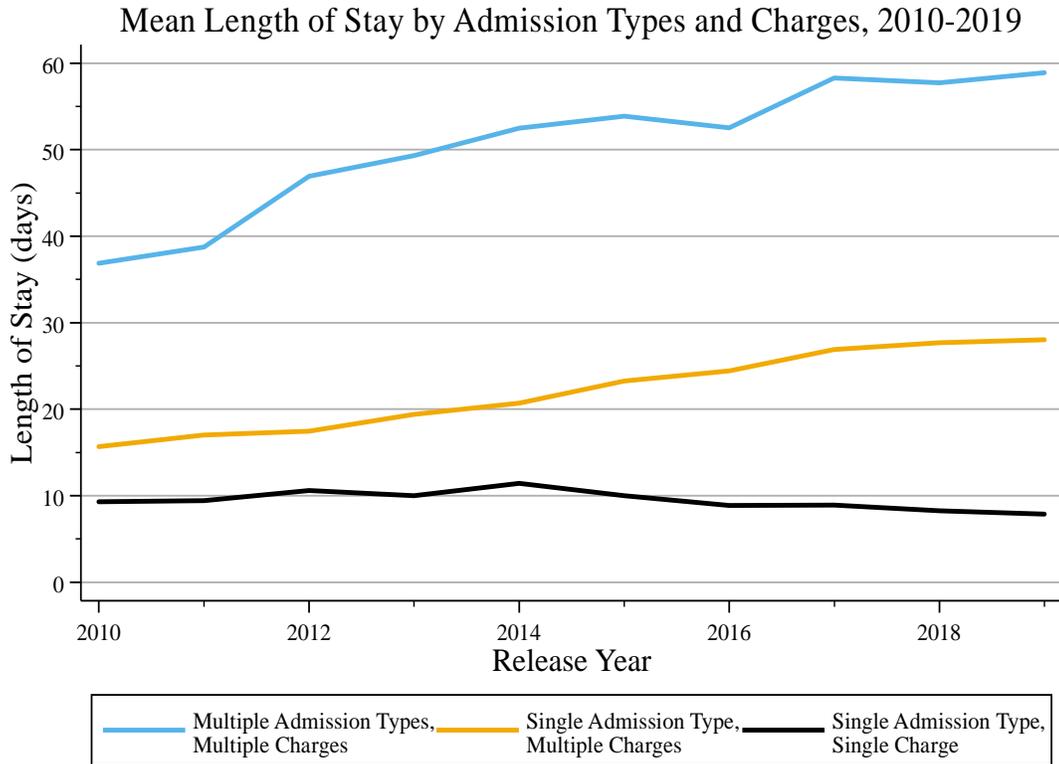
Figure 24 divides admissions into three groups: (1) multiple admission types with multiple charges, (2) single admission types with multiple charges, and (3) single admission types with a single charge. **Individuals booked on multiple admission types and with multiple charges have average longer lengths of stays than individuals booked on single admission types, with or without multiple charges.**

The mean and median length of stay increased for all groups except the mean length of stay for single admissions with a single charge (see Table 7). **From 2010 to 2019, for multiple admissions and multiple charges, the mean length of stay increased by almost 22 days (from 37 to 59 days) and the median by almost 10 days (from 6 to 15 days). Further, the mean length of stay for single admissions with multiple charges increased by 12 days while the median increased by less than a day.**

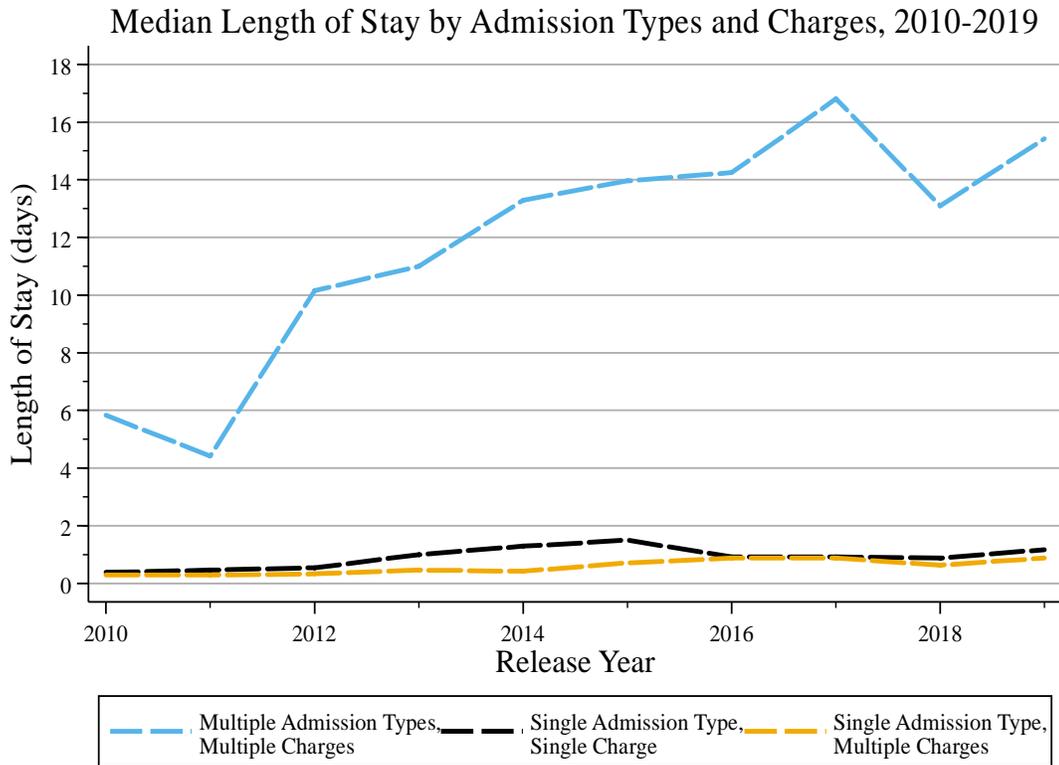
Table 7. Mean and Median Length of Stay for Admission Type and Number of Charges

	Mean			Median		
	2010	2019	2010-2019 Change in Days	2010	2019	2010-2019 Change in Days
Single admission, single charge	9.31	7.88	-1.43	0.38	1.17	+0.79
Single admission, multiple charges	15.70	28.03	+12.33	0.29	0.88	+0.59
Multiple admissions, multiple charges	36.9	58.89	+21.99	5.83	15.42	+9.59

Figure 24: Mean and Median Length of Stay by Admission Types and Charges



Data Source: Louisville Metro Department of Corrections



Data Source: Louisville Metro Department of Corrections

Table 8 provides an understanding of the length of stay using a categorical length of stay variable and charge types. In 2019 the average length of stay for 42% of admissions was less than one day across admission and charge categories. Roughly 49% of those with a single admission type and single charge served less than one day in jail in 2019.

Table 8. Length of Stay by Admission and Charge Types, Release Year 2019

Admission and Charge Type	Length of Stay Categories (frequency)								
	< 1	1-2	3-30	31-91	91-180	181-365	365-540	540-730	Total
Multiple Admission Types, Multiple Charges	1441	558	2532	1398	854	455	91	47	7407
Single Admission Type, Single Charge	3912	909	2758	322	77	14	3	0	7995
Single Admission Type, Multiple Charges	7027	1152	3446	961	507	346	110	59	13646
Total	12380	2619	8736	2681	1438	815	204	106	29048

Similarly, 51% of single admission with multiple charges have an average length of stay of less than one day during 2019. However, just over 19% of those with multiple admission types and multiple charges spent less than one day in the LMDC in 2019. Across all admission and charge categories, 81% of individuals were released in less than 31 days.

### *Single and Multiple Admission Types*

Next, the report explores the average length of stay for individuals booked on a single admission type by their release year. Recall, single admission types are defined in Box 1: Admission Type Definition. Figures 25 and 26 and Table 9 exhibits the mean and median lengths of stay by single and multiple admission types for the study period.

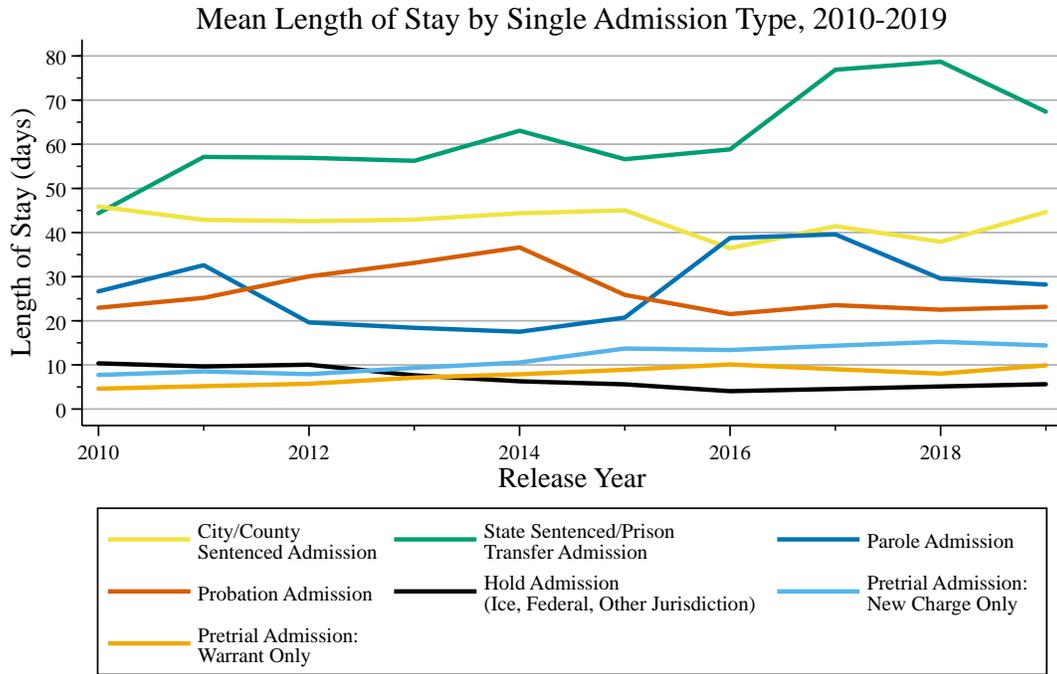
In 2010, the mean and median lengths of stay for five of the seven multiple admission types were longer than any of the single admission types **indicating that multiple admissions type generally have longer lengths of stay than single admission types**. This trend was generally also true for 2019. **From 2010 to 2019, the mean length of stay increased by more than 60 days for admissions that involved probation and state sentenced/prison transfer as well as hold and new charges**. Conversely the mean length of stay declined by 107 days for admissions for probation, state sentenced/prison transfer, and a hold (from 196 days to 89 days).

**Among single admission types, from 2010 to 2019, the mean length of stay was generally longest for state sentenced/prison transfer admissions, though the length of stay did increase by almost 23 days from 44.4 to 67.4**. The mean length of stay for city/county sentenced hovered around 40 days. The mean length of stay for holds decreased from 6.5 to 4 days. Finally, the mean length of stay for pretrial admissions with a new charge nearly doubled from 7.7 days to 14.4 days.

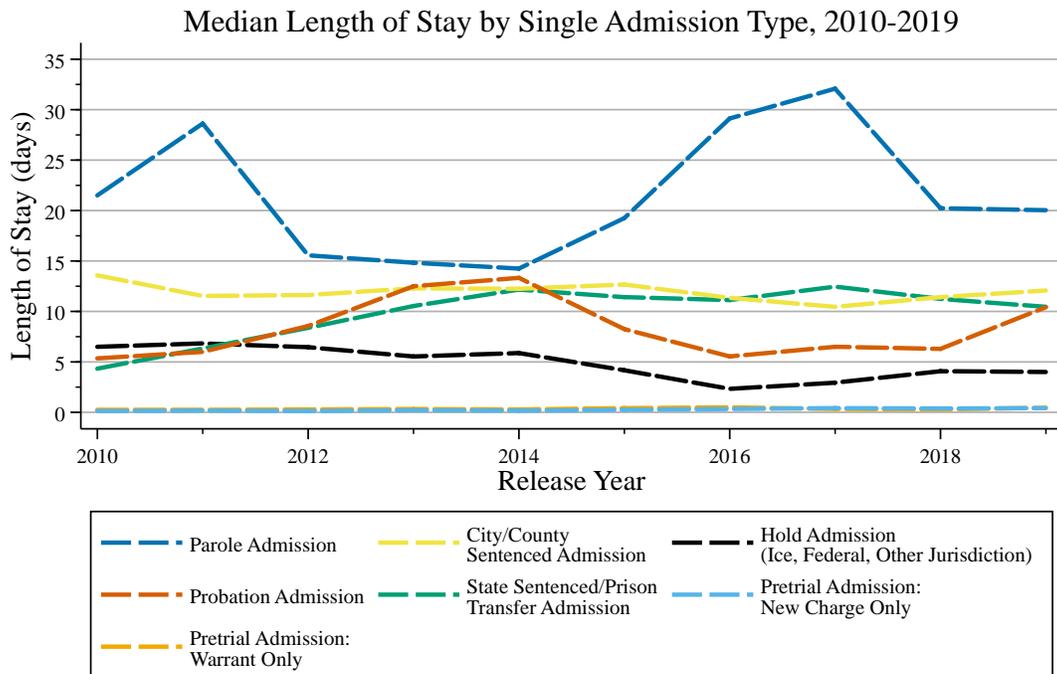
On the other hand, **the median length of stay was longest for individuals admitted for a parole violation (20 days in 2019)**, though there was significant dip to below 20 days from 2012 to 2014. For

most of the study period, state sentenced/prison transfer and city/county sentenced hovered around a median of 10 to 13 days and hold admissions were roughly 6 to 7 days. **The median length of stay for pretrial admissions with a warrant or a new change was below 1 day for the entire study period.**

Figure 25: Mean and Median Length of Stay by Single Admission Type



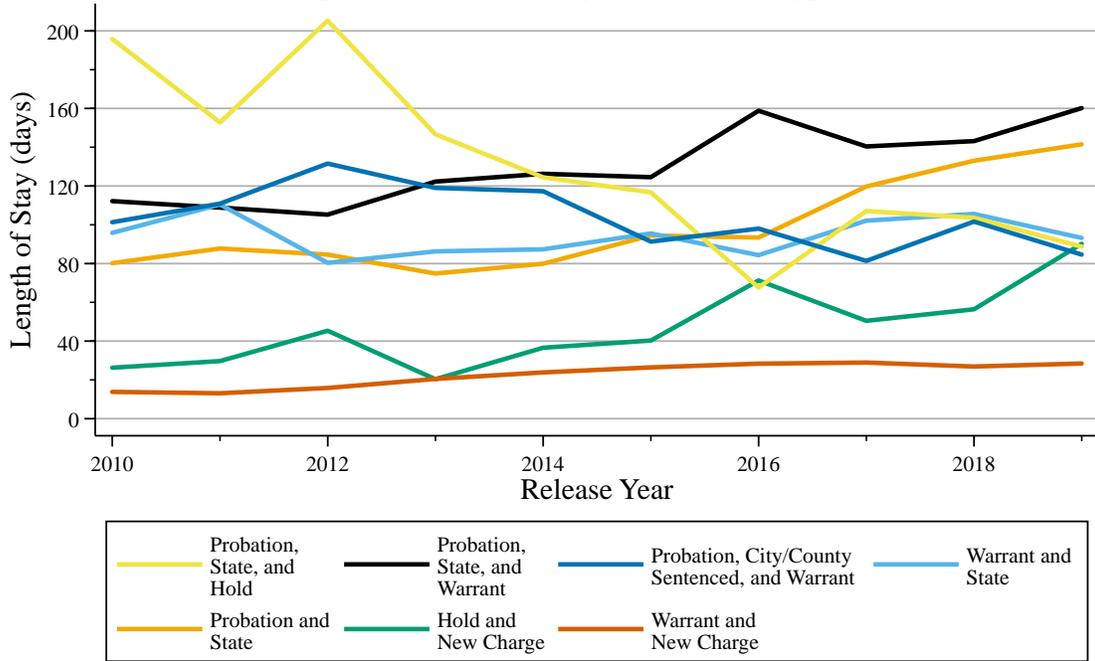
Data Source: Louisville Metro Department of Corrections



Data Source: Louisville Metro Department of Corrections

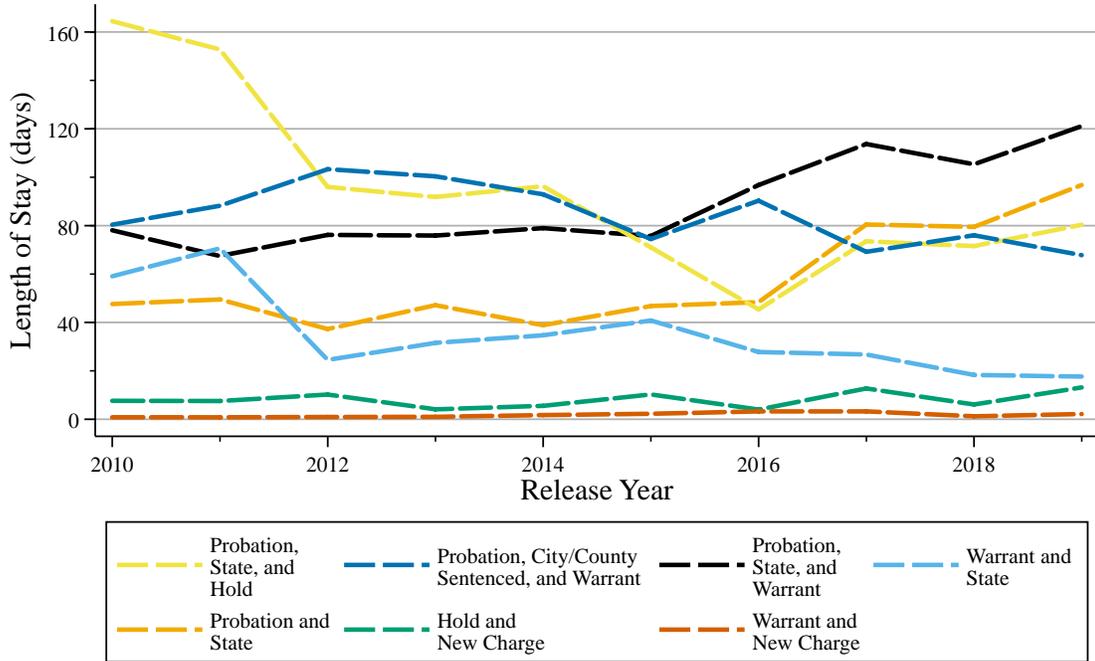
Figure 26: Mean and Median Length of Stay by Multiple Admission Types

Mean Length of Stay by Multiple Admission Types, 2010-2019



Data Source: Louisville Metro Department of Corrections

Median Length of Stay by Multiple Admission Types, 2010-2019



Data Source: Louisville Metro Department of Corrections

Table 9. Mean and Median Length of Stay by Single and Multiple Admission Types in 2010 and 2019

	Mean			Median		
	2010	2019	2010-2019 Change in Days	2010	2019	2010-2019 Change in Days
<b>Single Admission Types</b>						
City/County Sentenced Admission	45.89	44.64	-1.25	13.58	12.08	-1.50
State Sentenced/Prison Transfer Admission	44.37	67.39	+23.02	4.33	10.46	+6.13
Parole Admission	26.66	28.21	1.55	21.5	20.04	-1.46
Probation Admission	22.95	23.18	+0.23	5.35	10.42	+5.07
Hold (Ice, Federal, Other Jurisdiction)	10.36	5.64	-4.72	6.5	4.00	-2.50
Pretrial Admission: New Charge Only	7.74	14.42	+6.68	0.13	0.42	+0.29
Pretrial Admission: Warrant Only	4.63	9.90	+5.27	0.25	0.46	+0.21
<b>Multiple Admission Types</b>						
Probation, State Sentenced/Prison Transfer, and Hold	195.83	88.7	-107.13	164.48	80.35	-84.13
Probation, State Sentenced/Prison Transfer, and Warrant	112.22	160.18	+47.96	78.08	121.13	+43.05
Probation, City/County Sentenced, and Warrant	101.31	84.61	-16.70	80.4	67.79	-12.61
Warrant and State Sentenced/Prison Transfer	95.83	93.23	-2.60	59.08	17.62	-41.46
Probation and State Sentenced/Prison Transfer	80.21	141.48	+61.27	47.6	96.79	+49.19
Hold and New Charge	26.29	90.17	+63.88	7.63	13.13	+5.50
New Charge and Warrant	13.81	28.43	+14.62	0.83	2.17	+1.34

Table 10 explores length of stay using a categorical length of stay variable among single and multiple admission types. **Among individuals with a single admission who stayed less than one day, 71% were admitted pretrial with a new charge only and 26% were for pretrial admission with a warrant(s).** About 95% of individuals admitted for a single admission type had a length of stay under 31 days.

**Among individuals with one of our seven listed multiple admission types who stayed less than one day, 96% were for pretrial admission new charge and a warrant.** About 67% of individuals admitted for multiple admission types had a length of stay under 30 days.

Table 10. Length of Stay by Admission Type for Single and Multiple Admission Types, Release Year 2019

Single Admission Type	Length of Stay Categories (frequency)								
	< 1	1-2	3-30	31-91	91-180	181-365	365-540	540-730	Total
Pretrial Admission: Warrant Only	2,825	562	1,107	279	102	29	1	1	4,906
Hold (Ice, Federal, Other Jurisdiction)	30	104	242	3	-	-	-	-	379
Probation Admission	112	41	204	88	11	4	1	-	461
Pretrial Admission: New Charge Only	7,754	1,003	2,589	467	261	159	48	17	12,308
Parole Admission	1	5	216	69	10	2	-	-	303
State Sentenced/Prison Transfer Admission	83	176	1,460	186	102	133	57	38	2,261
City/County Sentenced Admission	134	170	386	191	98	33	6	3	1,023
Total	10,939	2,061	6,204	1,283	584	360	113	59	21,641
<b>Multiple Admission Types</b>									
Probation, State Sentenced/Prison Transfer, & Warrant	1	5	25	22	42	29	5	1	134
Probation & State Sentenced/Prison Transfer	2	5	67	75	77	61	9	11	309
Warrant & State Sentenced/Prison Transfer	32	108	407	111	147	113	22	14	967
Hold & New Charge	10	8	16	4	3	9	1	2	53

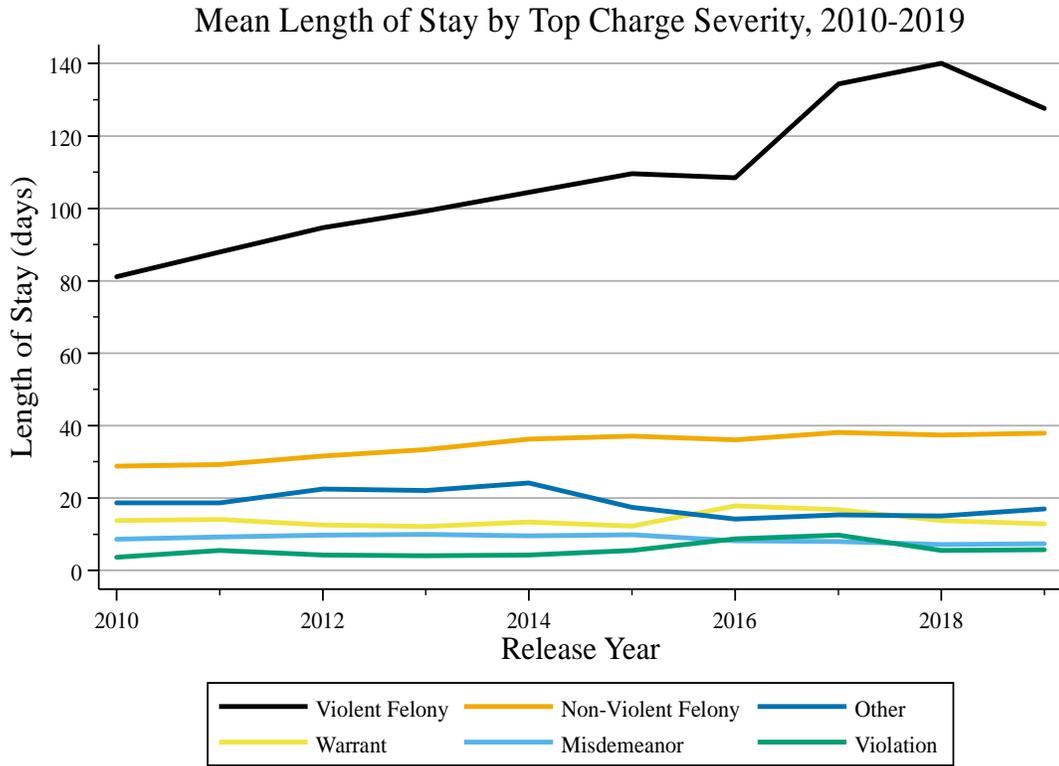
Probation, State Sentenced/Prison Transfer, & Hold	-	2	11	18	4	1	-	-	62
Probation, City/County Sentenced, & Warrant	-	1	20	38	20	8	-	-	87
New Charge & Warrant	1,154	290	782	271	162	83	16	4	2,765
Total	1,199	419	1,328	539	455	304	53	32	4,377

### *Top Charge Severity and Top Charge Category*

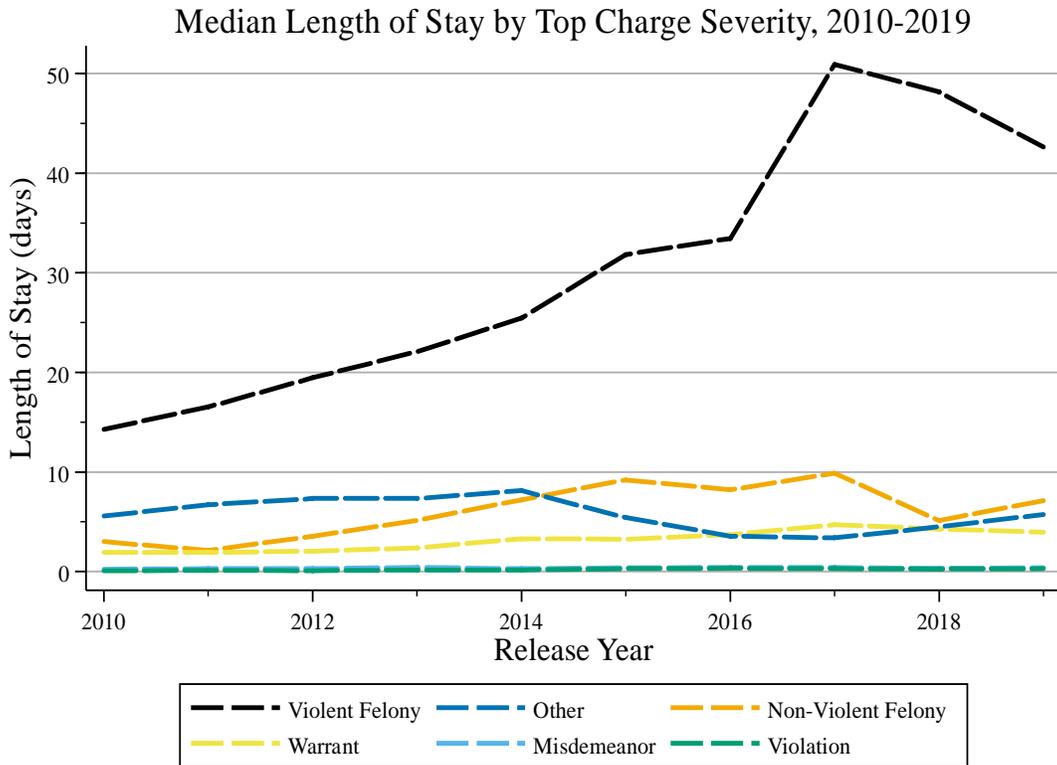
Figures 27 and 28 display the mean and median lengths of stay by top charge severity and top charge category from 2010 to 2019. **Throughout the study period, individuals admitted for violent felony offenses and crimes against persons had the longest mean and median length of stay.**

**For top charge severity, from 2010 to 2019, the mean length of stay increased by more than 46 days for violent felonies from 81 days to 128 days.** Average length of stay for non-violent felonies increased by 9 days and violations increased by 2 days. Mean length of stay for misdemeanors, warrants, and “other” offenses decreased between 1 and 2 days each.

Figure 27: Mean and Median Length of Stay by Top Charge Severity



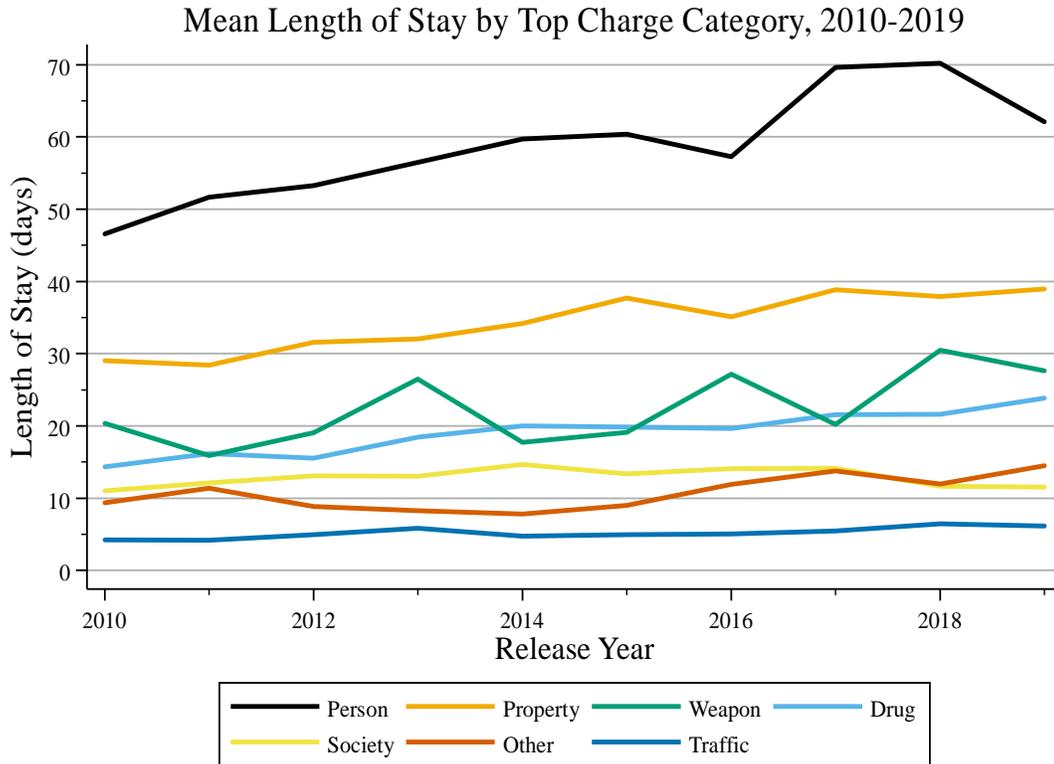
Data Source: Louisville Metro Department of Corrections



Data Source: Louisville Metro Department of Corrections

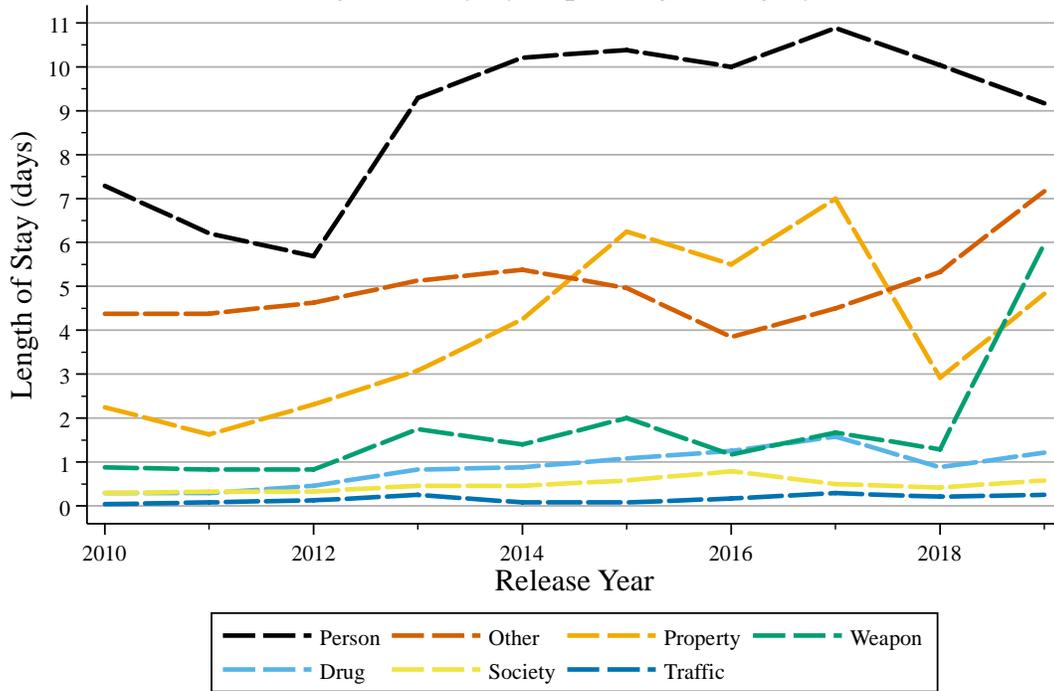
**Examination of top charge category shows that the mean length of stay for all seven categories increased between 2010 and 2019, with the average length of stay for crimes against person increasing over 15 days during the study period.** Average length of stay for crimes against property and drug offenses increased by 9 days between 2010 and 2019.

Figure 28: Mean and Median Length of Stay by Top Charge Category



Data Source: Louisville Metro Department of Corrections

Median Length of Stay by Top Charge Category, 2010-2019



Data Source: Louisville Metro Department of Corrections

Table 11. Mean and Median Top Charge Severity and Category in 2010 and 2019

	Mean			Median		
	2010	2019	2010-2019 Change in Days	2010	2019	2010-2019 Change in Days
<b>Top Charge Severity</b>						
Violent Felony	81.14	127.63	+46.49	14.29	42.63	+28.34
Non-Violent Felony	28.84	37.93	+9.09	3.00	7.13	+4.13
Misdemeanor	8.64	7.34	-1.30	0.25	0.38	+0.13
Violation	3.62	5.7	+2.08	0.08	0.29	+0.21
Warrant	13.80	12.88	-0.92	1.92	3.96	+2.04
Other	18.67	16.98	-1.69	5.58	5.73	+0.15
<b>Top Charge Category</b>						
Person	46.60	62.08	+15.48	7.29	9.17	+1.88
Property	29.05	38.96	+9.91	2.25	4.83	+2.58
Drug	14.36	23.84	+9.48	0.29	1.21	+0.92
Weapon	20.36	27.61	+7.25	0.88	5.96	+5.08
Society	11.04	11.54	+0.50	0.29	0.58	+0.29
Traffic	4.20	6.16	+1.96	0.04	0.25	+0.21
Other	9.33	14.48	+5.15	4.38	7.17	+2.79

Table 12 presents data on length of stay by charge severity in 2019. In cases with multiple types of charges, the most severe charge is used. In 2019, 63% of those where the top charge was a misdemeanor stayed less than one day in LMDC. While 34% of those with a non-violent felony stayed less than one day. However only 13% of those with a violent felony charge stayed less than one day. Sixty percent of those with violations and 30% of those with warrants were held for less than one day.

With one exception, individuals with felonies were the only individuals held for over one year. **Those with violent felony and non-violent felony charges accounted for 99% of stays ranging from 365 to 540 days and 100% of stays ranging from 540 to 730 days.**

Table 12: Length of Stay by Top Charge Severity and Category, Release Year 2019

Top Charge Severity	Length of Stay Categories (frequency)								
	< 1	2-3	3-30	31-91	91-180	181-365	365-540	540-730	Total
Violent Felony	358	124	736	442	372	332	111	75	2,609
Non-Violent Felony	3,830	831	3,463	1,497	851	445	92	31	11,050
Misdemeanor	6,710	1,137	2,165	428	167	28	-	-	10,635
Violation	881	107	406	65	5	-	-	-	1,464
Warrant	425	197	598	123	25	4	-	-	1,372
Other	144	139	453	111	13	5	1	-	866
Total	12,348	2,535	7,821	2,666	1,433	814	204	106	27,996
Top Charge Category									
Person	1,769	423	1,641	684	423	304	99	65	5,461
Property	3,000	597	2,200	932	577	341	77	29	7,763
Drug	2,332	424	1,301	444	202	112	21	11	4,851
Weapons	106	20	94	36	22	13	1	1	294
Society	3,638	670	1,737	454	168	29	5	-	6,702
Traffic	1,410	254	317	31	28	13	1	-	2,054
Other	93	147	531	85	13	2	-	-	871
Total	12,348	2,535	7,821	2,666	1,433	814	204	106	27,996

Table 12 also provides the categorical length of stay by top charge category for the year 2019. The length of stay for the majority of cases where the top charge category was an offense against society (54%), or a traffic offense (68%) was less than one day in 2019. Individuals with crimes against persons charge had some of the longest lengths of stay with 28% of this group detained for more than 180 days. Only 32% of those charged with crimes against persons were released in less than one day.

Further, 46% of property offenses were released before 3 days, while 28% stayed between 3 and 30 days. Individuals with a drug charge(s) were released before 3 days in 56% of cases. For crimes against society, 64% of individuals stayed less than 3 days and 90% stayed less than 31 days. For “other” designations, most (60%) individuals had a length of stay between 3 and 30 days.

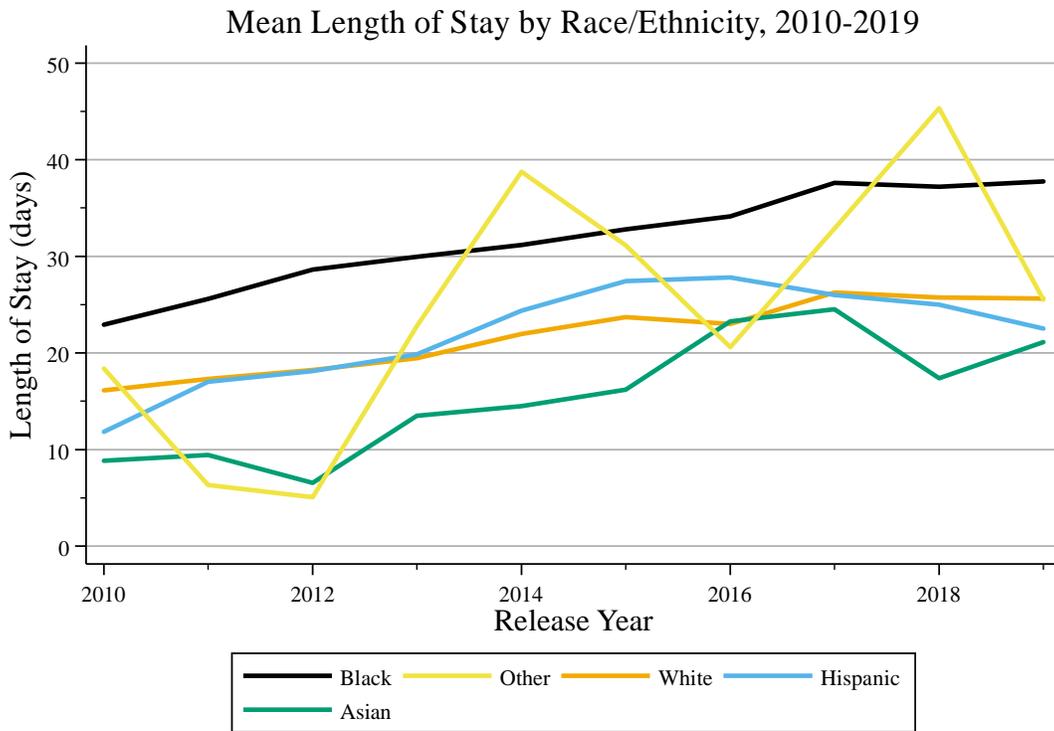
**DEMOGRAPHICS**

*Race/Ethnicity*

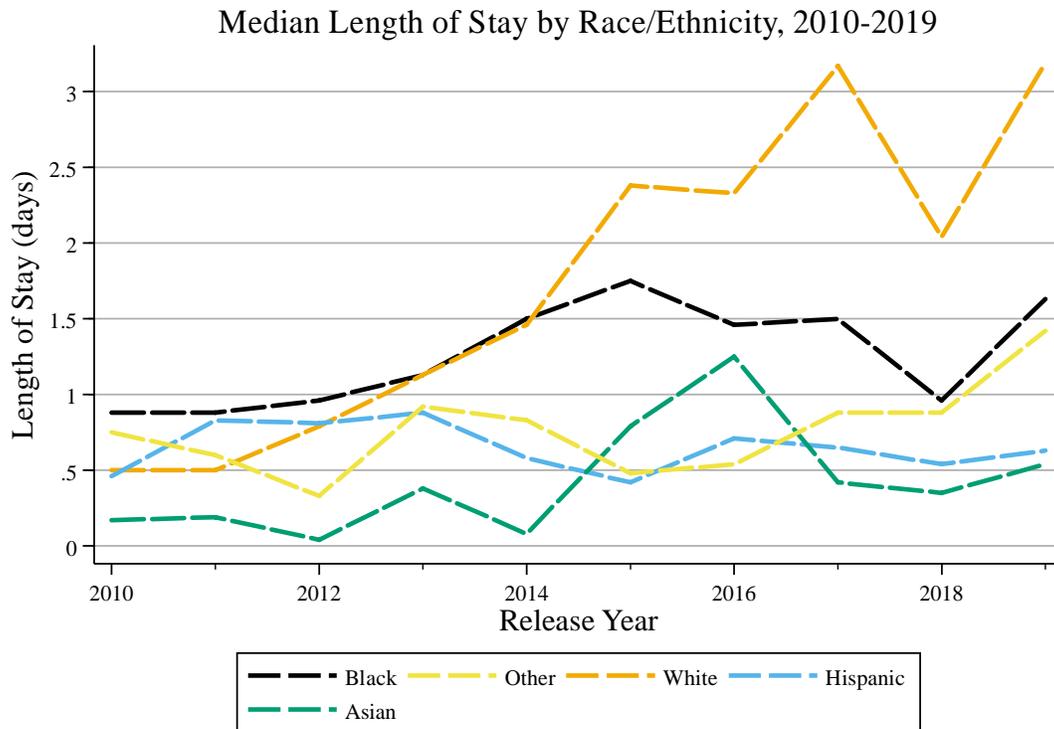
Figure 29 and Table 13 shows the mean and median length of stay by race/ethnicity from 2010 to 2019. **Black individuals had the highest average length of stay across the study, and from 2010 to 2019 the mean length of stay increased by more than 14 days from 23 days to 38 days, compared to a 10 day increase for Whites.** Similarly, the mean length of stay also increased for the other four races. Asians had the second largest increase at just over 12 days.

For the median length of stay, White individuals had the largest increase from 2010 to 2019 at 2.69 days, whereas the other four races experienced a median increase of less than 1 day.

Figure 29: Mean and Median Length of Stay by Race/Ethnicity



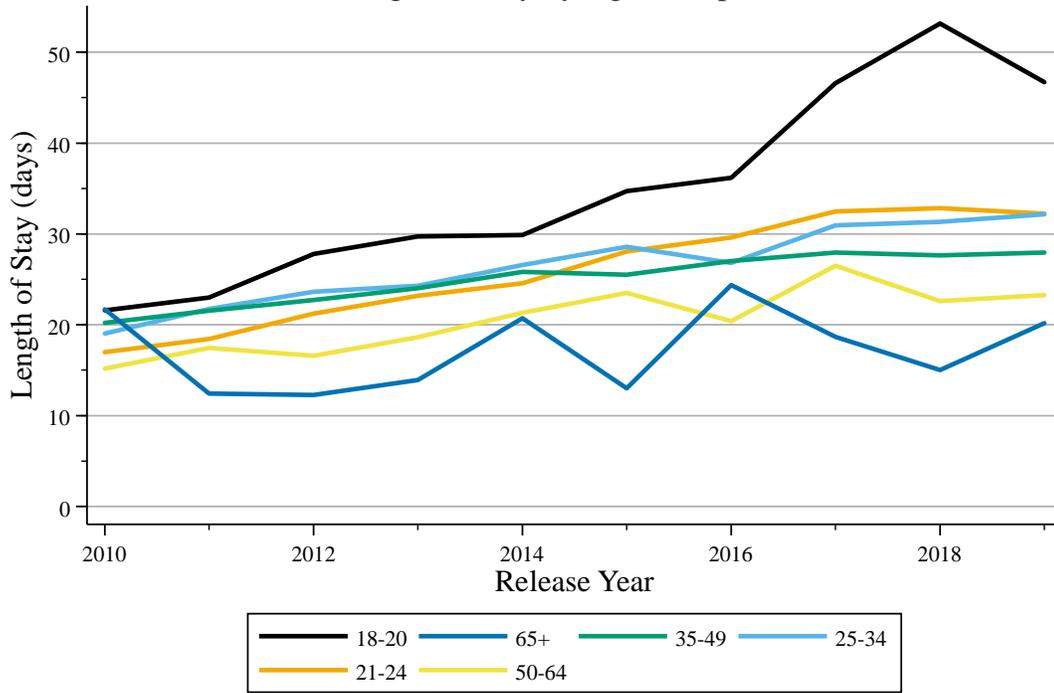
Data Source: Louisville Metro Department of Corrections



### *Age*

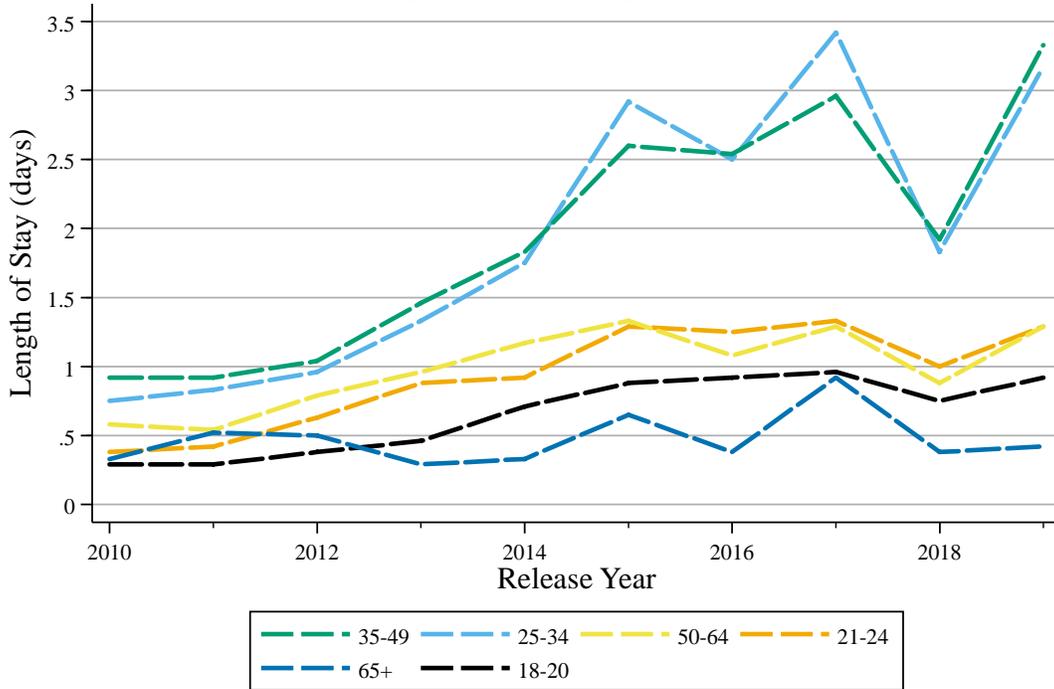
Figure 30 and Table 13 depicts the mean and median length of stay by age group from 2010 to 2019. **During the study period the average length of stay increased for all age groups except those over 65 years old.** In 2010, 18–20-year-olds had the longest average length of stay and by 2019 the mean length of stay increased by 25 days for this group from 22 days to 47 days. The 35-49- and 25–34-year-old age groups experienced the largest median length of stay each increasing over 2 days between 2010 and 2019.

Figure 30: Mean and Median Length of Stay by Age Group  
 Mean Length of Stay by Age Group, 2010-2019



Data Source: Louisville Metro Department of Corrections

Median Length of Stay by Age Group, 2010-2019

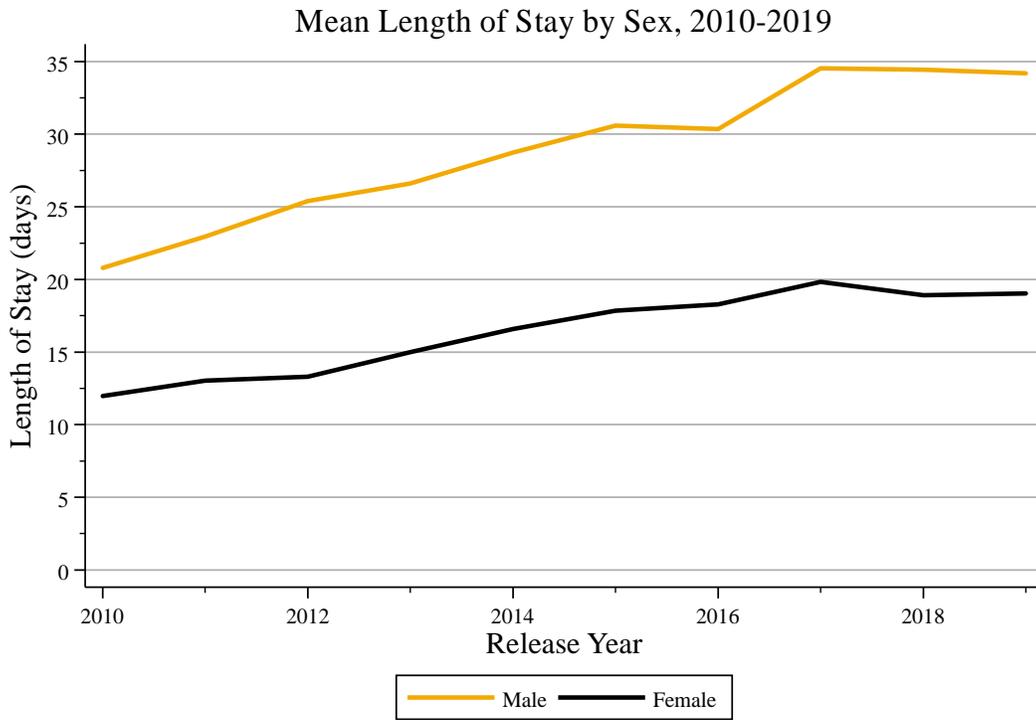


Data Source: Louisville Metro Department of Corrections

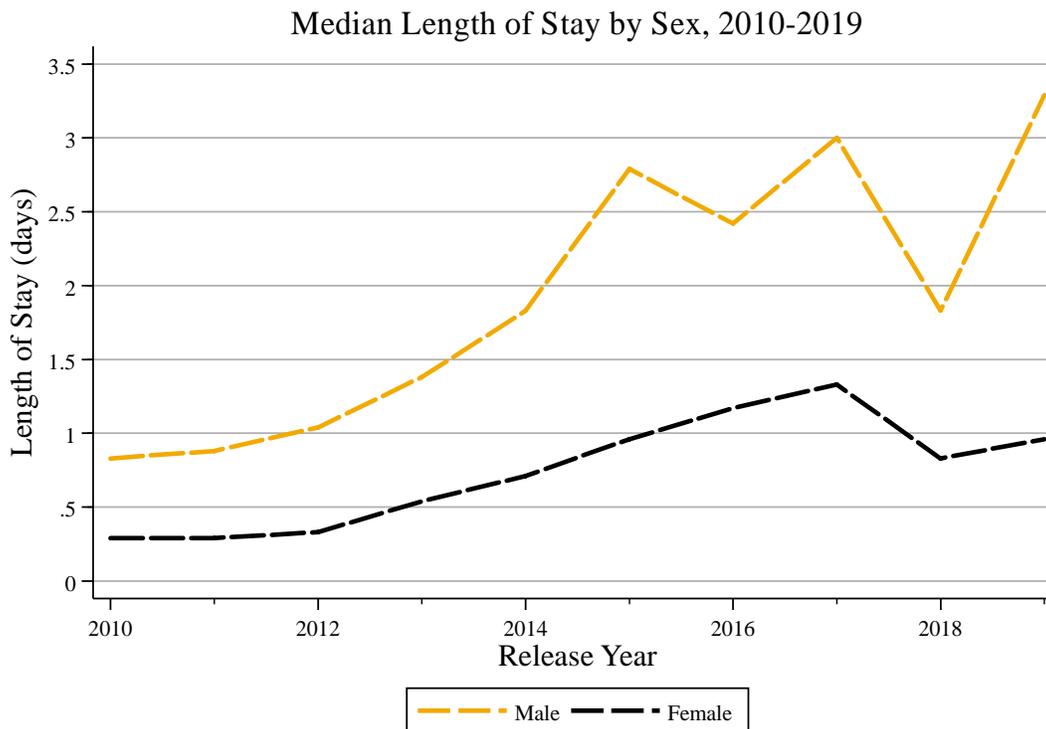
**Sex**

Figure 31 and Table 13 show the mean length of stay by sex. The average length of stay for males increased over 13 days from 2010 and 2019, while the mean length of stay for females increased by 7 days.

Figure 31: Mean and Median Length of Stay by Sex



Data Source: Louisville Metro Department of Corrections



Data Source: Louisville Metro Department of Corrections

Table 13. Mean and Median Length of Stay by Race/Ethnicity, Age, and Sex in 2010 and 2019

	Mean			Median		
	2010	2019	2010-2019 Change in Day	2010	2019	2010-2019 Change in Day
<b>Race/Ethnicity</b>						
Black	22.92	37.74	+14.82	0.88	1.63	+0.75
Other	18.38	25.52	+7.14	0.75	1.42	+0.67
White	16.13	25.62	+9.49	0.5	3.19	+2.69
Hispanic	11.83	22.52	+10.69	0.46	0.63	+0.17
Asian	8.84	21.13	+12.29	0.17	0.54	+0.37
<b>Age</b>						
18-20	21.57	46.72	+25.15	0.29	0.92	+0.63
65+	21.7	20.18	-1.52	0.33	0.42	+0.09
35-49	20.23	27.96	+7.73	0.92	3.33	+2.41
25-34	19.02	32.18	+13.16	0.75	3.17	+2.42
21-24	16.98	32.22	+15.24	0.38	1.29	+0.91
50-64	15.16	23.29	+8.13	0.58	1.29	+0.71
<b>Sex</b>						
Male	20.79	34.19	+13.4	0.83	3.29	+2.46
Female	11.97	19.02	+7.05	0.29	0.96	+0.67

Table 14 shows the categorical length of stay for race/ethnicity, age, and sex. In 2019, 40% of White individuals were released within one day, compared to 45% of Black individuals. However, 5% of Black individuals spent more than 180 days in jail compared to 2.8% of Whites individuals. The majority of Hispanic individuals (58%) were discharged within 1 day.

For all age groups a substantial number of those admitted were released in less than one day. Yet only those 18-20 (51%) and 50-64 (62%) years of age had a majority of cases where the length of stay was of less than one day. In 2019, those 25-34 years of age accounted for 39% of individuals with lengths of stay of greater than 180 days while individuals 35-49 years of age accounted for 29% of those held for more than 180 days.

Males account for the highest number of individuals in each length of stay category. In total, 40% of males are released in one day compared with 50% of females. In contrast, 4% of men were detained more than 180 days compared to 2% of females.

Table 14. Length of Stay by Race/Ethnicity, Age, and Sex, Release Year 2019

	Length of Stay Categories (frequency)								
Race/ Ethnicity	< 1	1-2	3-30	31-91	91-180	181-365	365-540	540-730	Total
White	6,742	1,570	5,606	1,550	815	356	87	30	16,782
Black	5,213	978	2,980	1,091	603	436	112	73	11,529
Asian	55	7	19	5	6	4	0	0	96
Other	22	4	18	5	0	1	1	0	51
Hispanic	350	60	114	34	14	18	4	3	597
Total	12,382	2,619	8,737	2,685	1,438	815	204	106	29,055
Age									
18-20	820	140	328	109	82	74	26	18	1,609
21-24	1,450	286	771	266	158	96	18	16	3,070
25-34	4,239	906	3,245	998	522	321	81	44	10,378
35-49	4,157	926	3,419	1,009	541	249	64	21	10,407
50-64	1,559	341	925	295	126	71	11	7	3,340
65+	157	20	49	8	9	4	4	0	251
Total	12,382	2,619	8,737	2,685	1,438	815	204	106	29,055
Sex									
Male	8,698	1,966	6,674	2,153	1,180	697	172	100	21,702
Female	3,684	653	2,063	532	258	118	32	6	7,353
Total	12,382	2,619	8,737	2,685	1,438	815	204	106	29,055

## LENGTH OF STAY BY RELEASE TYPE

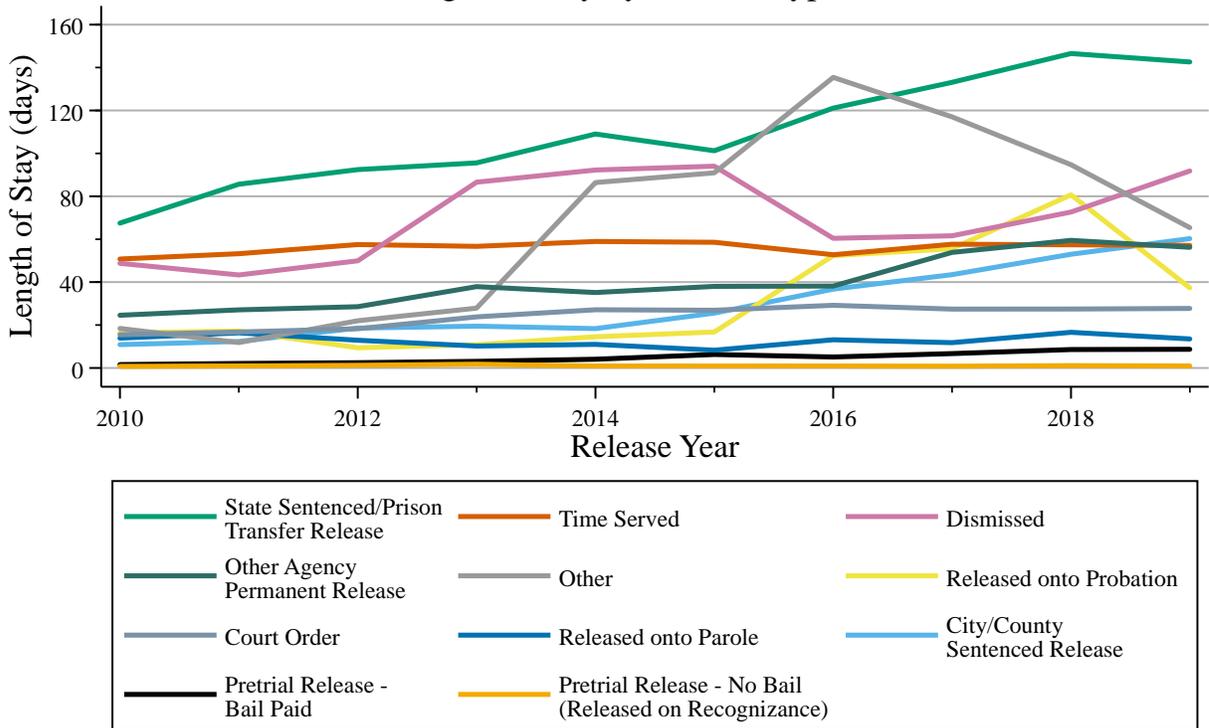
The final section examines the length of stay associated with why someone is released. Figure 32 and Table 15 show the mean and median length of stay by release type. **Individuals leaving the jail as a state sentenced/prison transfer have the longest mean length of stay across the study period and the longest median length of stay at the end of the study period.** Further, the mean length of stay for individuals released state sentenced/prison transfer increased by 75 days from 67.5 days in 2010 to 142.6 days in 2019.

During the study period, individuals released as dismissed, other agency permanent release, other, released to probation, and city/county sentenced experienced a 20 day or more increase in the mean length of stay. Whereas, only state sentenced/prison transfer and city/county sentenced released individuals had a 20 day or more increase in the median length of stay.

**Individuals released pretrial, both with and without bail, had the shortest average length of stay.** Individuals released on bail experienced a 7 day increase in their average length of stay between 2010 and 2019, although the median length of stay increased just over 1 day. Individuals released on own recognizance, had the smallest increase in average length of stay of 0.21 days.

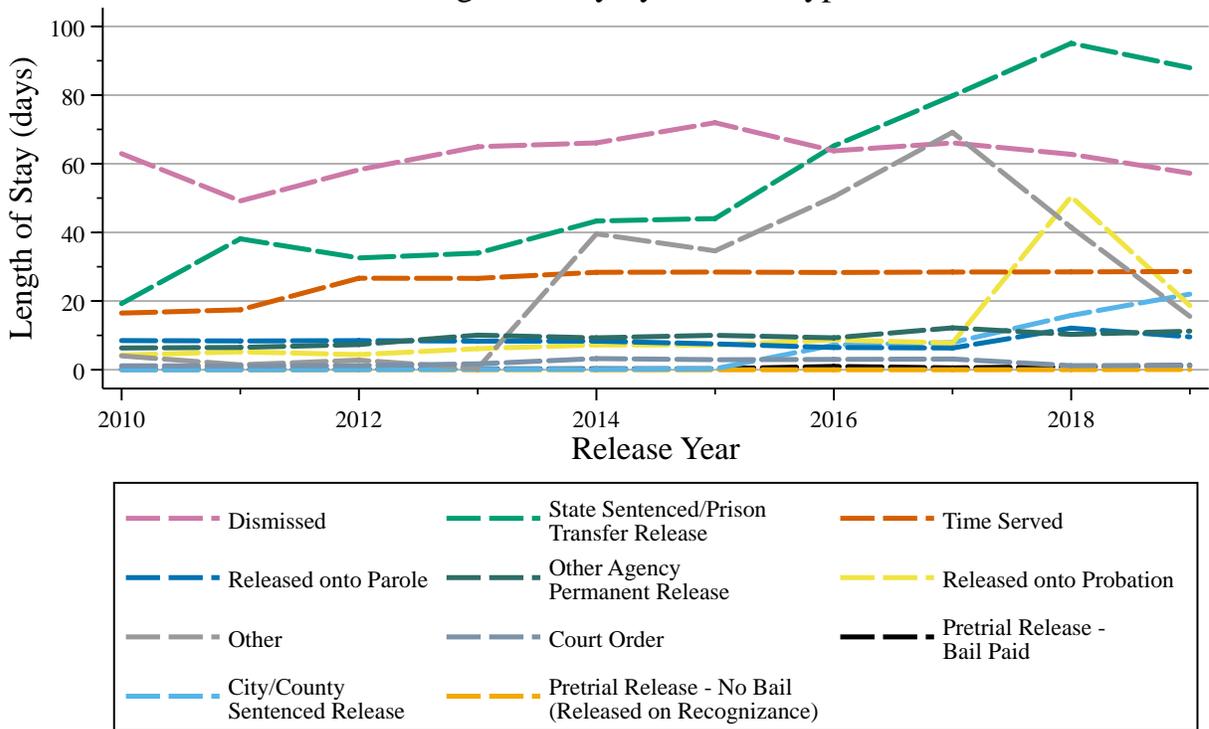
Figure 32: Mean and Median Length of Stay by Release Type

Mean Length of Stay by Release Type, 2010-2019



Data Source: Louisville Metro Department of Corrections

Median Length of Stay by Release Type, 2010-2019



Data Source: Louisville Metro Department of Corrections

Table 15. Mean and Median Length of Stay by Release Type in 2010 and 2019

Release Type	Mean			Median		
	2010	2019	2010-2019 Change in Day	2010	2019	2010-2019 Change in Day
State Sentenced/Prison Transfer Release	67.51	142.64	+75.13	19.27	87.96	+68.69
Time Served	50.76	57.1	+6.34	16.5	28.63	+12.13
Dismissed	48.77	91.81	+43.04	62.96	57.25	-5.71
Other Agency Permanent Release Order	24.56	56.25	+31.69	6.33	11.25	+4.92
Other	18.41	65.4	+46.99	4.04	15.54	+11.5
Released to Probation	16.4	37.33	+20.93	4.25	18.71	+14.46
Court Order	15.5	27.72	+12.22	1.15	1.29	+0.14
Released to Parole	13.89	13.54	-0.35	8.5	9.58	+1.08
City/County Sentenced Release	10.88	60.25	+49.37	0	22.02	+22.02
Pretrial Release: Bail Paid	1.59	8.71	+7.12	0.13	1.29	+1.16
Pretrial Release: No Bail (ROR)	0.73	0.94	+0.21	0	0.08	+0.08

Table 16 shows the length of stay in specific categories of days for various release types. In 2019, 74% of those classified as state sentenced/prison transfer releases had a length of stay longer than 30 days. Yet this group was not the largest contributor to sentences over 180 days in 2019. State sentenced/prison releases contributed 7% of stays for 180 to 365 days, 7% for stays of 365 to 540 days, and 8% for stays from 540 to 730 days in 2019.

Over a quarter (26%) of individuals in the other agency permanent release category had a length of stay greater than 30 days. Indeed, this group contributed the most cases to length of stay categories of 180 to 365 days (37%); 365 to 540 days (39%); and 540 to 730 (56%) days in 2019.

In total, 44% of individuals released pretrial with bail paid and 95% of individuals released pretrial on their own recognizance were released in less than one day.

Table 16. Length of Stay by Release Type, Release Year 2019

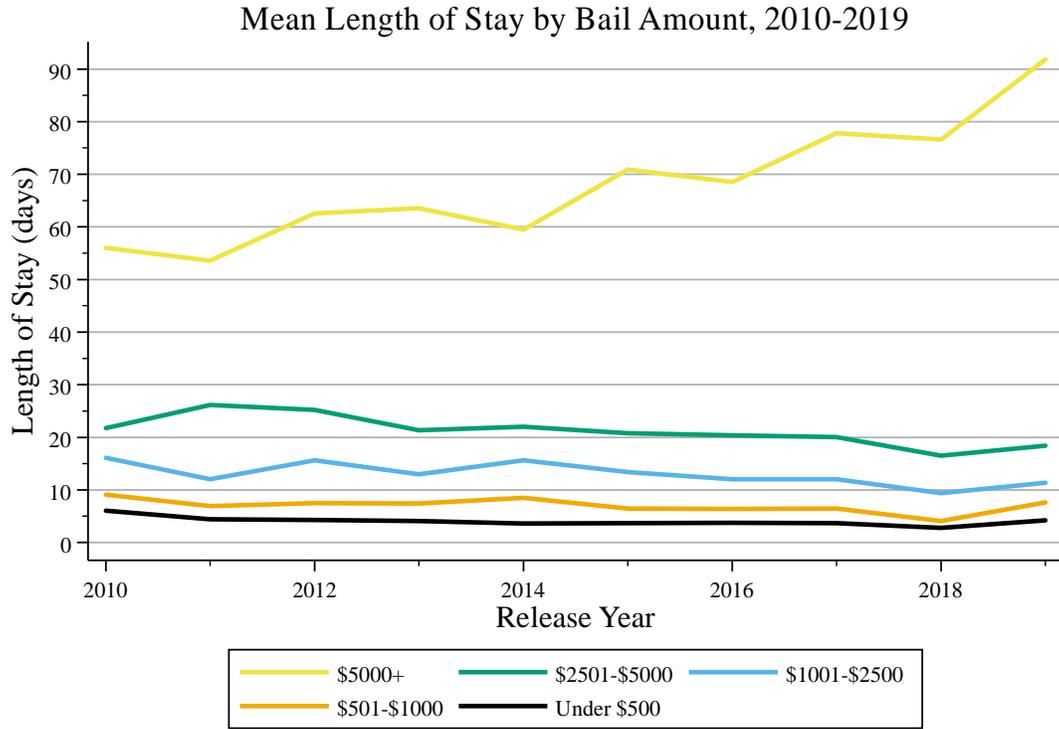
Release Type	Length of Stay Categories (frequency)								
	< 1	1-2	3-30	31-91	91-180	180-365	365-540	540-730	Total
Pretrial Release: Bail Paid	1638	583	1236	119	45	18	6	1	3646
Pretrial Release: No Bail (ROR)	5337	121	71	26	8	4	0	0	5567
City/County Sentenced Release	123	9	177	122	60	29	7	5	534
State Sentenced/Prison Transfer Release	3	3	81	97	84	65	15	9	361
Released to Probation	1	0	10	0	2	0	0	0	13
Released to Parole	10	23	364	18	3	1	0	0	419
Time served	244	230	868	727	345	124	22	6	2567
Dismissed	1	0	0	5	0	0	1	0	7
Court Order	4690	1008	2686	884	494	266	71	25	10139
Other Agency Permanent Release Order	329	641	3229	682	395	305	81	60	5769
Other	6	1	15	5	2	3	1	0	33
Total	12382	2619	8737	2685	1438	815	204	106	29055

### ***Bail***

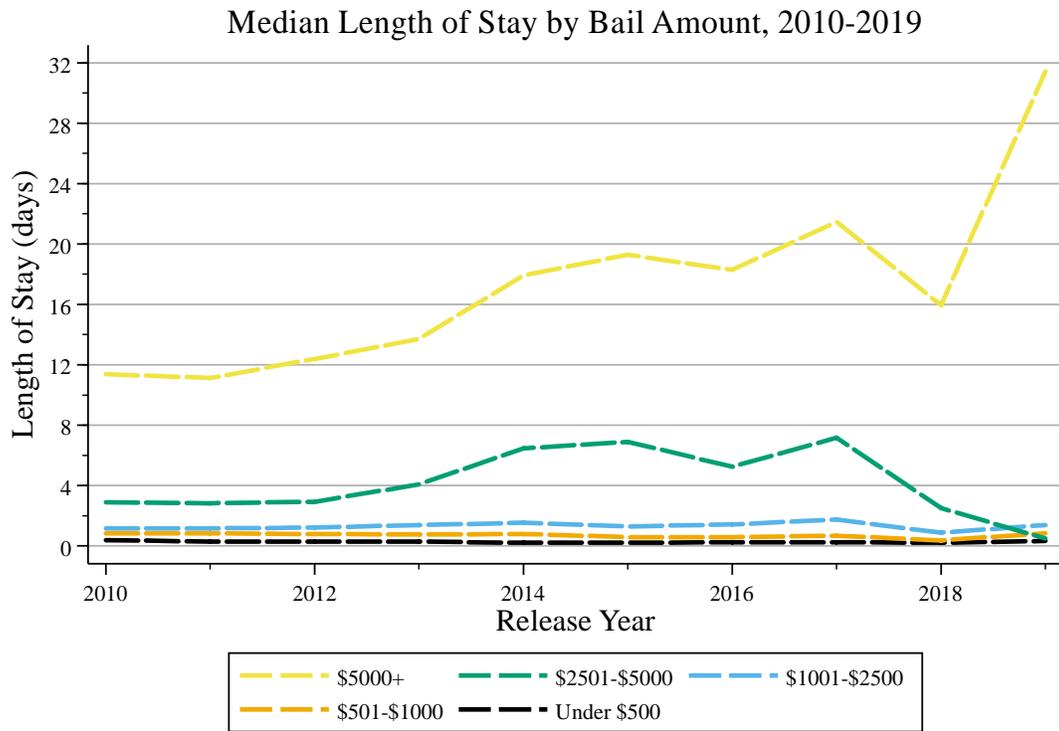
Figure 33 shows the mean length of stay by bail amount from 2010 to 2019. Bail amounts were categorized as: \$500 or less, \$501-1,000, \$1,001 to \$2,500, \$2,501-\$5,000, and more than \$5,000.

**Individuals required to post more than \$5,000 had lengths of stay at least two times longer than other bail amount categories in 2010 and at least five times longer in 2019. The mean length of stay for an individual with a bail of \$5,000 increased by 35 days between 2010 and 2019. The mean length of stay for the other four categories decreased between 2010 and 2019.**

Figure 33: Mean and Median Length of Stay by Bail Amount



Data Source: Louisville Metro Department of Corrections



Data Source: Louisville Metro Department of Corrections

Table 17. Mean and Median Bail Amount by Length of Stay in 2010 and 2019

Bail Amount	2010	2019	2010-2019 Change in Days	2010	2019	2010-2019 Change in Days
	< \$500	6.07	4.25	-1.82	0.38	0.33
\$501 to \$1,000	9.11	7.63	-1.48	0.83	0.83	0
\$1,001 to \$2,500	16.1	11.33	-4.77	1.17	1.38	+0.21
\$2,501 to \$5,000	21.71	18.38	-3.33	2.88	0.49	-2.39
>\$5,000	56.04	91.82	+35.78	11.38	31.42	+20.04

Table 18 describes the categorical length of stay by bail amount. In total, 71% of individuals with less than \$500 in bail were released within one day, compared with 8.9% of individuals with more than \$5,000 bail amount. Individuals with more than a \$5,000 bail amount accounted for 85% of those with bail set and who spent more than 180 days in jail.

Table 18. Length of Stay by Bail Amount, Release Year 2019

Bail Amount	Length of Stay Categories (frequency)								Total
	< 1	1-2	3-30	31-91	91-180	180-365	365-540	540-730	
\$500 or less	3383	549	642	99	35	5	2	0	4715
501–\$1,000	1376	334	681	94	31	6	0	1	2523
\$1,001–\$2,500	1256	376	920	165	69	13	1	0	2800
2,501–\$5,000	991	386	1501	289	101	50	8	0	3326
>\$5,000	620	414	2424	1432	1039	685	178	101	6961
Total	12382	2619	8737	2685	1438	815	204	106	20325

## INTERSECTIONS OF CHARGES, ADMISSIONS, AND LENGTH OF STAY

The last exploration of length of stay looks at the intersection of admission types and charge characteristics. One would expect that someone who is required to serve a jail sentence will have a longer stay than someone who is held pretrial. Further, one would expect that someone who was sentenced for a non-violent felony offense will serve a longer jail sentence than someone who is sentenced for a violation. The following tables look at these intersections by looking at the mean and median length of stay for admission types and charges for the year 2019.

Table 19 examines the mean and median length of stay for individuals booked into jail with a single admission type and the top charge severity. For cases with a single admission, individuals with violent felonies generally have longer mean and median length of stay regardless of admission type. For instance, a person who was booked into jail on a new charge(s) (pretrial admission: new charge only) and whose most severe charge was a violent felony spent, on average, 67.3 days in jail.

Table 19. Intersection of Charge Characteristics and Admission Type for Length of Stay, Release Year 2019

Single Admission Type	Top Charge Severity: Mean (Median)					
	Violent Felony	Non-Violent Felony	Misdemeanor	Violations	Warrant	Other
Pretrial Admission: Warrant Only	50.33 (13.33)	21.49 (4.38)	2.09 (.25)	0.88 (.08)	6.36 (1.42)	0
Hold (Ice, Federal, Other Jurisdiction)	0	0	0	0	0	5.64 (4)
Probation Admission	0	0	0	10.66 (7.41)	0	25.13 (12.5)
Pretrial Admission: New Charge Only	67.63 (10.38)	16.19 (.63)	3.76 (.25)	2.46 (.13)	0.97 (.88)	0.08 (.0)
Parole Admission	0	0	0	17.29 (17.29)	28.31 (20.08)	19.04 (19.04)
State Sentenced/Prison Transfer Admission	296.49 (189.33)	77.14 (15.44)	19.63 (6.25)	18.21 (10)	6.39 (4.29)	13.99 (9.29)
City/County Sentenced Admission	100.78 (58.33)	85.34 (51.58)	19.44 (6.54)	3.20 (.46)	0	0

Within violent felony cases, state sentenced/prison transfers have the longest mean and median length of stay (mean of 297 days and median 189 days), followed by city/county sentenced (mean of 101 days and median of 58 days). Non-violent felonies, city/county sentenced are associated with the next longest mean and median length of stay (mean of 85 days and median of 51 days) after violent felonies.

Table 20 presents the intersection of multiple admission types and charge severity. For cases with multiple admission types, violent felonies generally result in the longest mean and median length of stay. Violent felony lengths of stay are much greater for warrant and state sentenced/prison transfer admissions (mean of 259 days and median of 182 days) and for probation, state sentenced/prison transfer, and warrant admissions (mean of 268 days and median of 174 days). For non-violent felonies, hold and new charge admissions (mean of 140 days and median of 84 days) have a longer length of stay than violent felony hold and new charge admissions (mean of 137 days and median of 32 days). The multiple admission type probation, county and warrant has a length of stay greater than two months for every top charge category except other.

Table 20: Mean and Median Length of Stay by Multiple Admission Types and Top Charge Severity, Release Year 2019

Multiple Admission Types	Top Charge Severity: Mean (Median)					
	Violent Felony	Non-Violent Felony	Misdemeanor	Violations	Warrant	Other
Probation, State Sentenced/Prison Transfer, & Warrant	267.83 (174.17)	137.66 (113.19)	35.94 (8.46)	2.58 (2.58)	5.42 (5.42)	0
Probation & State Sentenced/Prison Transfer	218.78 (161.65)	112.32 (76.94)	35.26 (31.79)	26.13 (16.33)	0	14.83 (14.46)
Warrant & State Sentenced/Prison Transfer	259.09 (181.96)	82.74 (23)	12.06 (4.96)	12.72 (11.33)	10.14 (5.38)	0
Hold & New Charge	136.72 (32.25)	139.98 (84.23)	9.81 (1.42)	0	0	15.54 (15.54)
Probation, State Sentenced/Prison Transfer, & Hold	112.15 (96.44)	99.79 (87.54)	23.94 (18.42)	35.52 (35.52)	0	0
Probation, City/County Sentenced, & Warrant	113.68 (77.92)	76.88 (65.38)	79.18 (68.46)	73.38 (75.38)	68.38 (68.38)	0
New Charge & Warrant	97.75 (38.25)	34.93 (8.79)	5.12 (.38)	2.53 (.29)	10.41 (6.31)	0

In Table 21, data is provided related to single admission types and the top charge category. Individuals admitted for crimes against persons had both the first and second longest length of stay for state sentenced/prison transfer (mean of 256 days and median of 128 days) and city/county sentenced (mean of 87 days and median of 48 days). Weapons charges resulted in similar mean length of stays for state sentenced/prison transfer (68 days) and city/county sentenced (42 days) admissions.

Table 21: Mean and Median Length of Stay by Single Admission Type and Top Charge Category, Release Year 2019

Single Admission Type	Top Charge Category: Mean (Median)						
	Person	Property	Drugs	Weapons	Society	Traffic	Other
Pretrial Admission: Warrant Only	17.89 (1)	15.86 (1.17)	11.78 (.92)	28.86 (.83)	5.05 (.29)	0.5 (0)	3.66 (1.90)
Hold (Ice, Federal, Other Jurisdiction)	0	0	0	0	0	0	5.64 (4.0)
Probation Admission	0	0	0	0	23.18 (10.42)	0	0
Pretrial Admission: New Charge Only	27.26 (1.46)	15.57 (.46)	11.02 (.42)	20.37 (.88)	5.97 (.29)	2.67 (0)	0.07 (.0)
Parole Admission	0	0	0	0	18.46 (17.29)	0	28.31 (20.08)

State Sentenced/ Prison Transfer Admission	256.72 (127.69)	100.36 (17.46)	80.09 (19.5)	67.88 (29.29)	23.26 (7.54)	36.28 (18.5)	0
City/County Sentenced Admission	86.75 (48.08)	71.29 (33.5)	65.69 (29.46)	42.3 (28.63)	38.47 (14.5)	15.42 (3.58)	0

Finally, in Table 22 multiple admission types by the associated top charge category is examined. Crimes against persons are associated with longer mean and median lengths of stay for most of the multiple admission types. Admission for probation, state sentenced/prison transfer, and warrant with a crime had the longest mean length of stay for crimes against persons (251 days) and property offenses (143 days). Whereas, probation, state sentenced/prison transfer and hold admissions had the longest average length of stay for drugs (109 days) and weapons offense (120 days). Finally, admissions for probation, city/county sentenced, and warrant had the longest average length for crimes against society (114 days).

Table 22: Mean and Median Length of Stay by Multiple Admission Types and Top Charge Category, Release Year 2019

Multiple Admission Types	Top Charge Category: Mean (Median)						
	Person	Property	Drugs	Weapons	Society	Traffic	Other
Probation, State Sentenced/Prison Transfer, & Warrant	251.25 (146.54)	142.72 (121.46)	101.44 (93.38)	0	32.91 (5.35)	0	0
Probation & State Sentenced/Prison Transfer	195.19 (137.04)	136.81 (96.04)	107.76 (77.42)	90.71 (37.90)	61.72 (29.08)	0	0
Warrant & State Sentenced/Prison Transfer	194.17 (111.27)	82.00 (22.96)	54.94 (12.13)	62.87 (28.06)	18.27 (5.67)	7.38 (3.71)	9.03 (2.58)
Hold & New Charge	137.13 (26.21)	100.51 (79.21)	105.15 (10.08)	25.75 (25.75)	3.11 (2.13)	1.86 (1.5)	15.54 (15.54)
Probation, State Sentenced/Prison Transfer, & Hold	112.84 (86.40)	83.51 (84.46)	109.05 (84.85)	119.75 (119.75)	32.45 (27.46)	0	0
Probation, City/County Sentenced, & Warrant	88.93 (68.56)	69.95 (48.58)	85.18 (57.04)	0	114.09 (111.08)	0	0
New Charge & Warrant	42.79 (10.04)	37.22 (6.6)	16.94 (.96)	51.48 (11.54)	7.67 (.38)	.42 (0)	0

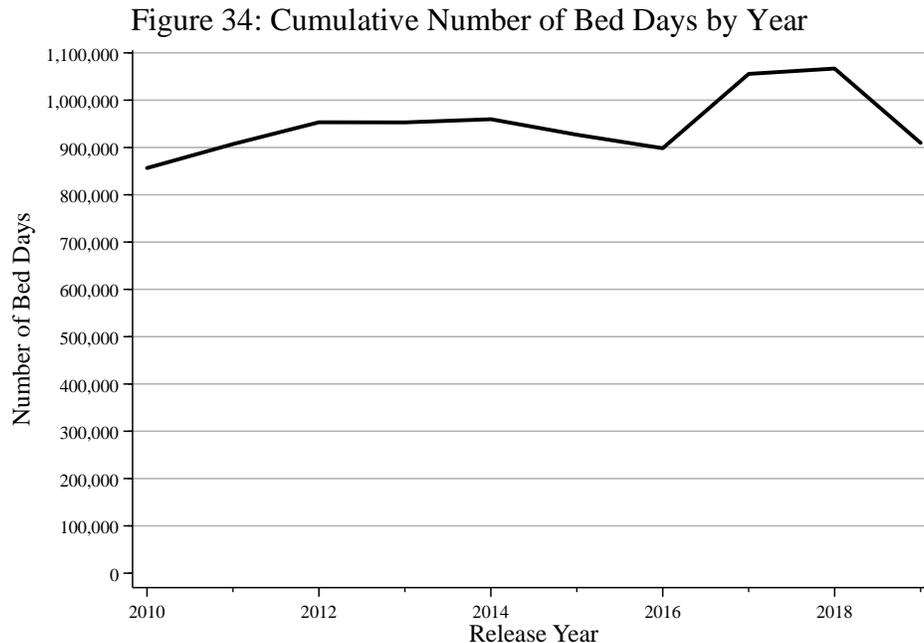
## CUMULATIVE BED DAYS

The primary avenues for understanding jail populations are the factors associated with admissions and length of stay. Understanding how many individuals come into jail and their average length of stay is useful, but it is important to also understand their collective impact. To understand their collective impact, the report examines cumulative bed days. In the following graphs the cumulative length of stay is examined, measured as bed days, for all individuals. The measure for bed days entails two parts. First, someone who stays in jail for less than 12 hours was not counted as consuming a “bed day.” Anyone staying over 12 hours would count as at least 1 bed days. Once someone stayed longer than 12 hours, the next factor is how many calendar days they stayed in jail. As shown in Box 4, someone who is booked on December 16, 2020, and released on December 18, 2020, would count as three bed days, whereas someone booked on December 16, 2020, at 8:00 a.m. and released the same day at 12:00 p.m. would not be counted as consuming a bed day. This creates a conservative estimate for the number of bed days consumed.

Box 4: Illustration of Bed Day Calculations

Admitted	Released	Bed Days
December 16, 2019, 8:00am (Monday)	December 16, 2019, 12:00pm (Monday)	0 bed days
December 16, 2019, 8:00am (Monday)	December 16, 2019, 10:00pm (Monday)	1 bed day
December 16, 2019, 8:00am (Monday)	December 18, 2019, 8:30am (Wednesday)	3 bed days

This section of the examine how many cumulative bed days are used by individuals with different characteristics from 2010 to 2019. Figure 34 provides the cumulative bed days for each year. Again, in these analyses the year someone was released is looked at, rather than their admission year.



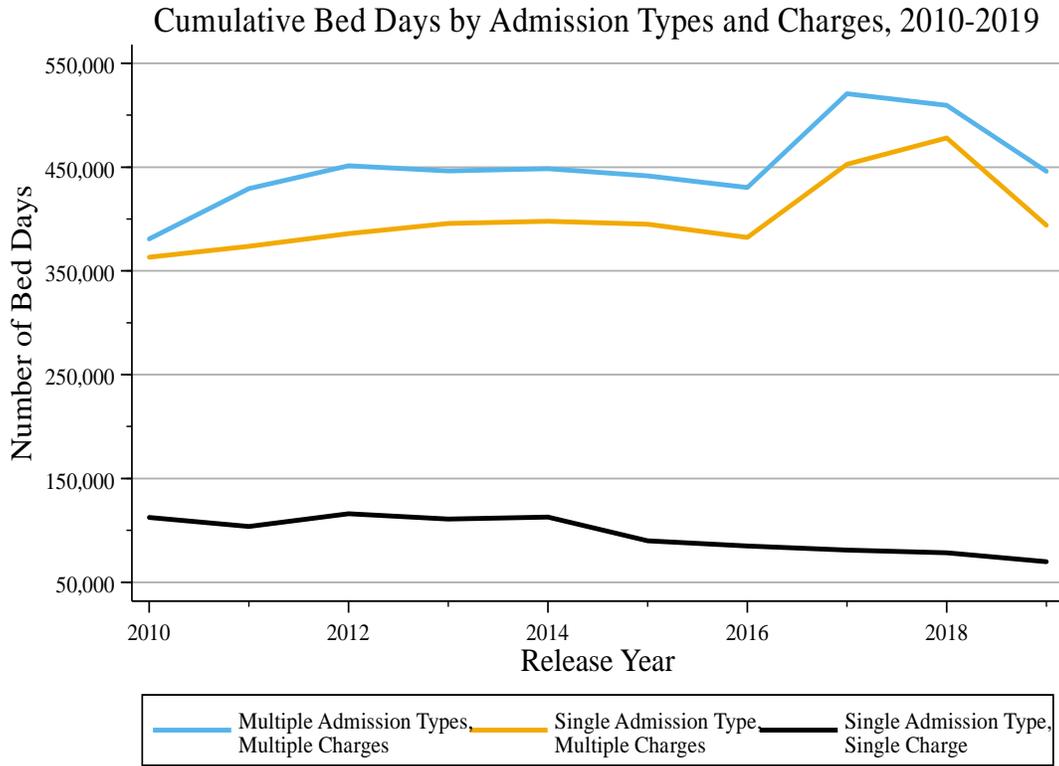
Data Source: Louisville Metro Department of Corrections

In 2010, there were 856,554 bed days used by individuals released. The trend increased until 2014 reaching 959,824 bed days, followed by a decrease over two years and then a second increase peaking at 1,066,852 bed days in 2018. There was a subsequent decrease in 2018 falling to 909,763 bed days in 2019. There was a 25% increase from 2010 to 2018, followed by a 15% decrease between 2018 and 2019. **While admissions declined by 35%, average length of stay increased by 60% from 2010 to 2019 and there was a corresponding 6% increase in cumulative bed days.**

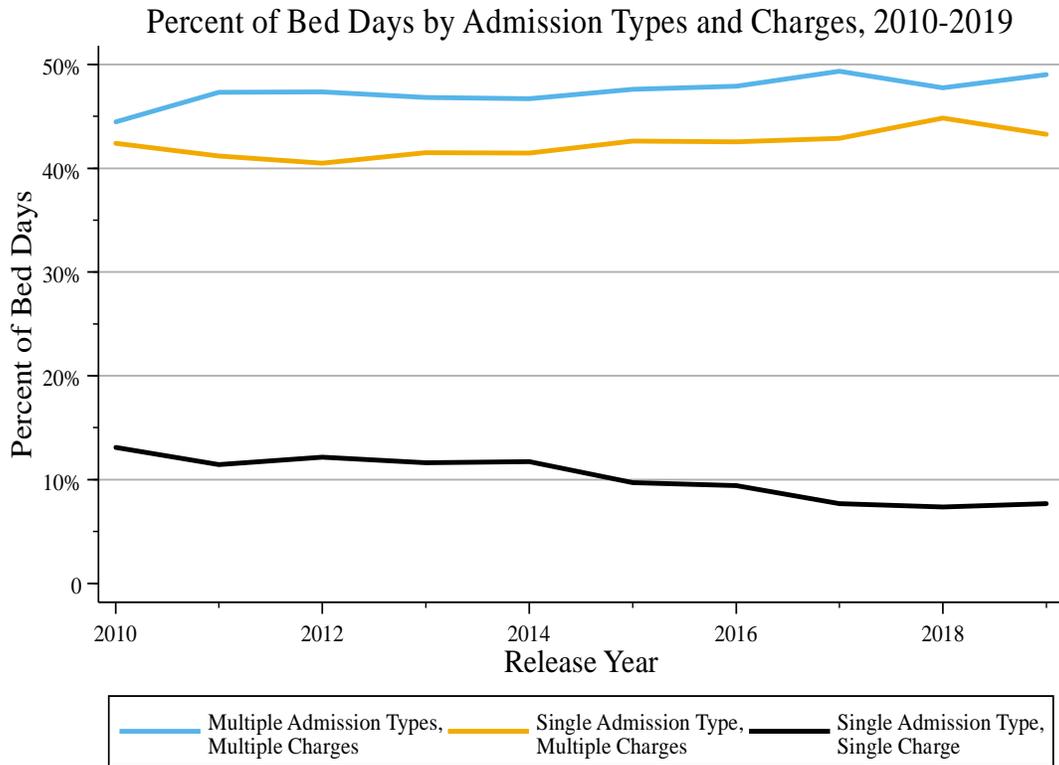
### **ADMISSION TYPES, CHARGES, AND CUMULATIVE BED DAYS**

Similar to previous sections, admission types and charges and their relationship to cumulative bed days is explored. Figure 35 and Table 23 present counts of the cumulative bed days for admission and charge types by release year. Turning to Figure 35, **individuals who were booked into jail for multiple admission types and multiple charges accounted for the most cumulative bed days.** The trend line for this group was relatively stable over the study period beginning at 363,079 bed days in 2010, increasing to a high of 520,796 bed days in 2017 and declining to 445,989 bed days in 2019. This represents a 23% increase over the study period. Figure 35 also shows the percent of total bed days for each of the groups. Individuals booked into jail on multiple admission types and multiple charges accounted for the largest proportion of jail bed days. Individuals in this group represented 44.5% of all bed days in 2010 and 49.0% in 2019, the trend peaked at 49.3% in 2017.

Figure 35: Number and Percent of Cumulative Bed Days by Admission Types and Charges



Data Source: Louisville Metro Department of Corrections



Data Source: Louisville Metro Department of Correction

From 2010 to 2018, multiple admission types with multiple charges accounted for the most bed days (above 44% throughout the study period), while single admission type with single charges accounted for the least. There was a 17% increase in the number of bed days for multiple charges with multiple admission (almost 65,000 additional beds) and an 8% increase in single admission type with single charges (almost 31,000 additional beds).

Table 23: Cumulative Bed Days for Admission and Charge Types by Release Year in 2010 and 2019

	2010	2019	2010-2019 Bed Day Change	2010-2019 % Change
Single Admission, Single Charge	112,284	69,807	-42,477	-38%
Single Admission, Multiple Charges	363,079	393,748	30,669	+8%
Multiple Admission, Multiple Charges	380,905	445,989	65,084	+17%
Cumulative Bed Days	856,554	909,763	53,209	+6%

### *Single and Multiple Admission Types*

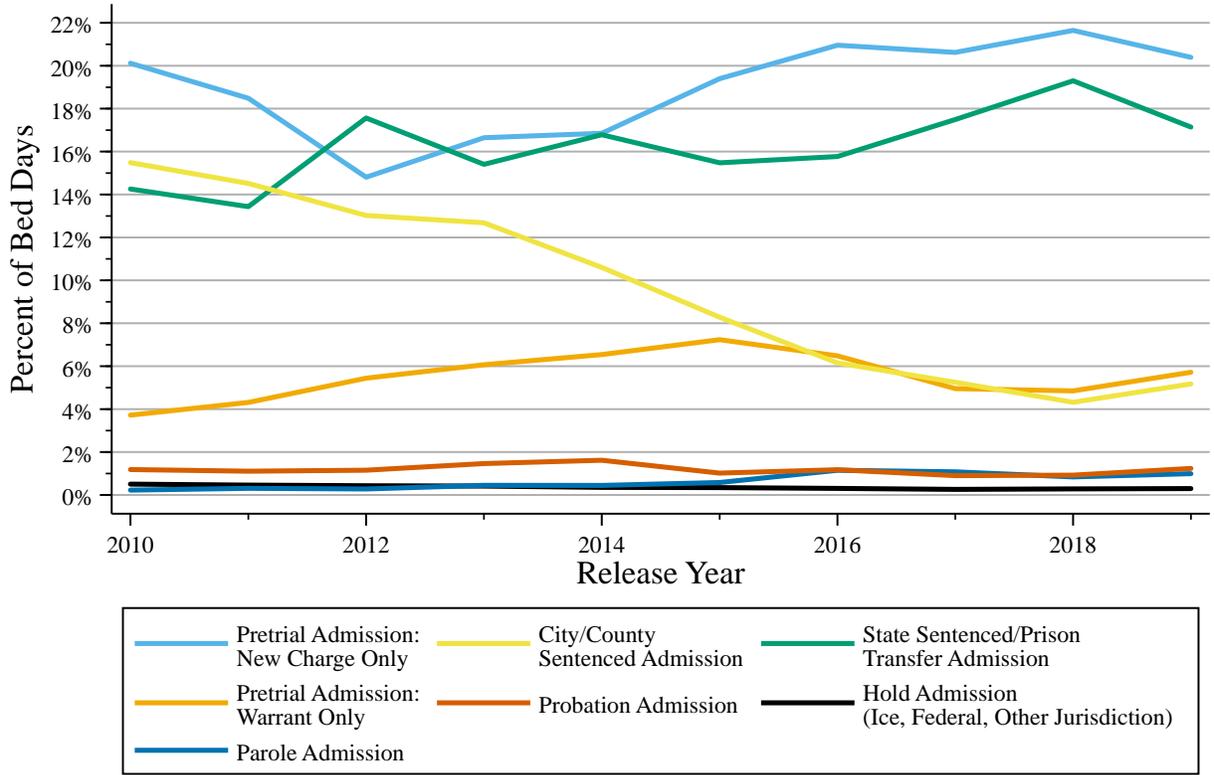
Figures 36 and 37 provide the percentage of bed days by individuals booked via single and multiple admission types during the study period, while Table 24 displays the cumulative bed days by single and multiple admission types. The seven combinations represent the combinations with the most cumulative bed days in 2019.

Among single admission types, admissions for pretrial, new charges or as a state sentenced/prison transfer accounted for the most bed days across the study period except in 2012 when state sentenced/prison transfer accounted for slightly more bed days. **There was a dramatic decline in the number and percent of cumulative bed days accounted for by city/county sentenced admissions (15.5% to 5.2%; almost 85,000 bed days).**

Among multiple admissions, admissions for pretrial new charges and a warrant or state sentenced/prison transfer and with a warrant used the most bed days across the study period.

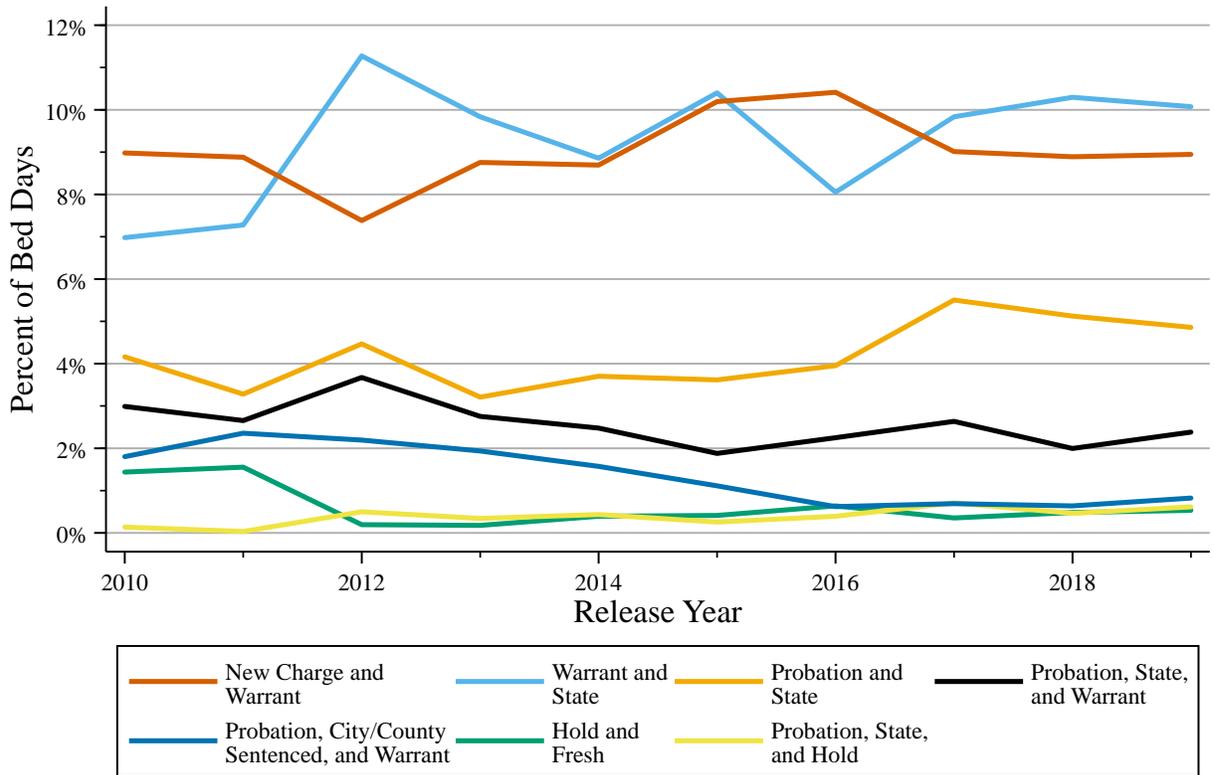
**There was a 34,000-bed day increase from 2010 to 2019 for state sentenced/prison transfer admissions and another 31,000-bed day increase for state sentenced and new warrant admissions.**

Figure 36: Percent of Cumulative Bed Days by Single Admission Types



Data Source: Louisville Metro Department of Corrections

Figure 37: Percent of Cumulative Bed Days by Multiple Admission Types



Data Source: Louisville Metro Department of Corrections

Table 24. Cumulative Bed Days for Single and Multiple Admission Types by Release Year in 2010 and 2019

	2010	2019	2010-2019 Bed Day Change	2010-2019 % Change
<b>Single Admission Type</b>				
Hold (Ice, Federal, Other Jurisdiction)	4,339	2,698	-1,641	-38%
Pretrial Admission: Warrant Only	31,856	52,033	+20,177	+63%
Pretrial Admission: New Charge Only	172,299	185,523	+13,224	+8%
State Sentenced/Prison Transfer Admission	122,121	155,956	+33,835	+28%
City/County Sentenced Admission	132,653	47,065	-85,588	-65%
Parole Admission	1,951	9,031	+7,080	+363%
Probation Admission	10,144	11,249	+1,105	+11%
<b>Multiple Admission Types</b>				
Probation, State Sentenced/Prison Transfer, & Warrant	25,606	21,672	-3,934	-15%
Probation & State Sentenced/Prison Transfer	35,643	44,203	+8,560	+24%
Warrant & State Sentenced/Prison Transfer	59,776	91,646	+31,870	+53%
Hold & New Charge	12,314	4,854	-7,460	-61%
Probation, State Sentenced/Prison Transfer, & Hold	1,185	5,597	+4,412	+372%
Probation, City/County Sentenced, & Warrant	15,438	7,501	-7,937	-51%
New Charge & Warrant	76,915	81,385	+4,470	+6%

Note: n = the number of bed days per category per release year.

### ***Top Charge Severity and Charge Category***

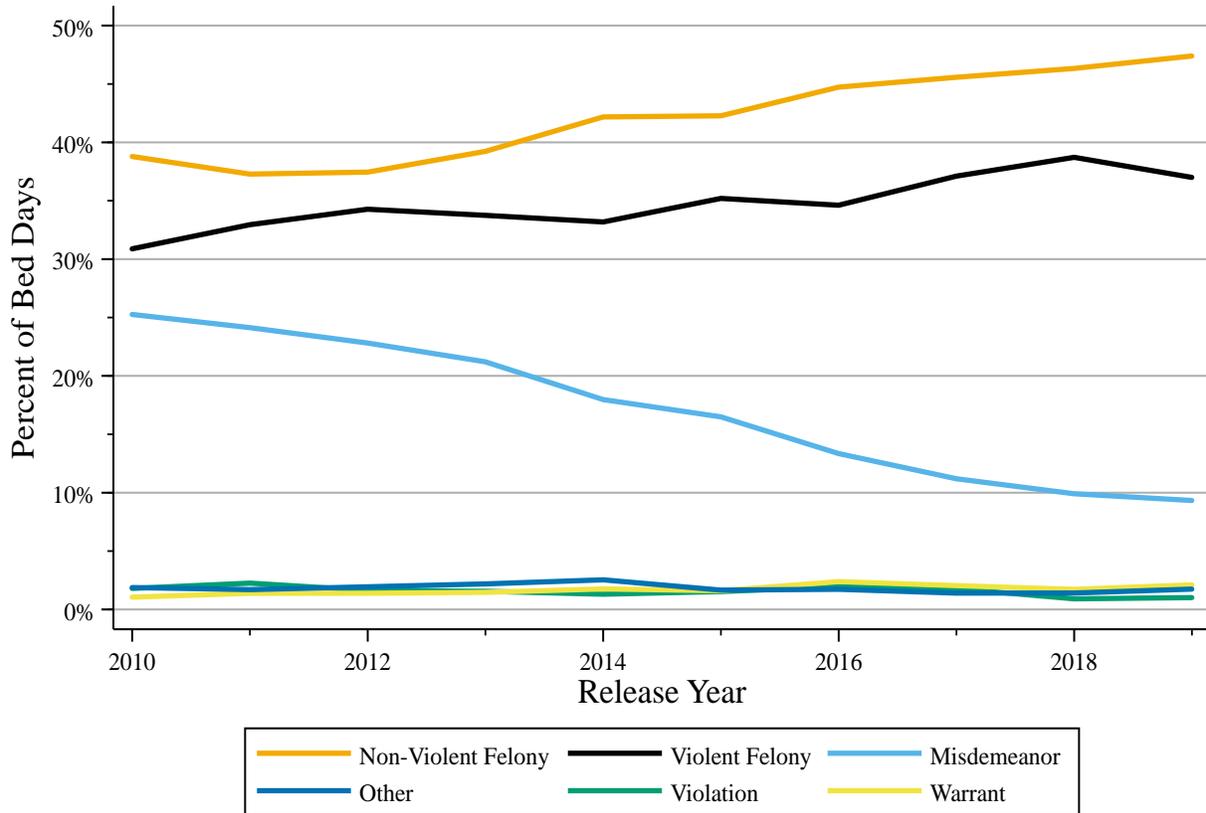
Figures 38 and 39 and Table 25 examines cumulative bed days by the top charge severity and top charge category for each booking during the study period and for 2019 only. Appendix B provides annual cumulative bed day counts by top charge severity and top charge category. Recall, top charge severity and category types are defined in Box 2. **Throughout the study period, individuals admitted for non-violent felony offenses and for crimes against persons account for the highest percentage of bed days.**

**For top charge severity, from 2010 to 2019, cumulative bed days increased by 29% for non-violent felonies and 27% for felonies, an increase of over 72,000 and 98,000 bed days, respectively. During the study period, cumulative bed days for misdemeanors decreased by almost 61%. Cumulative bed days for warrants doubled during the study period, whereas other charges and violations decreased.**

Examination of top charge category shows cumulative bed days **were highest for crimes against persons and crimes against property across the study. Crimes against persons used over 69,000 more bed**

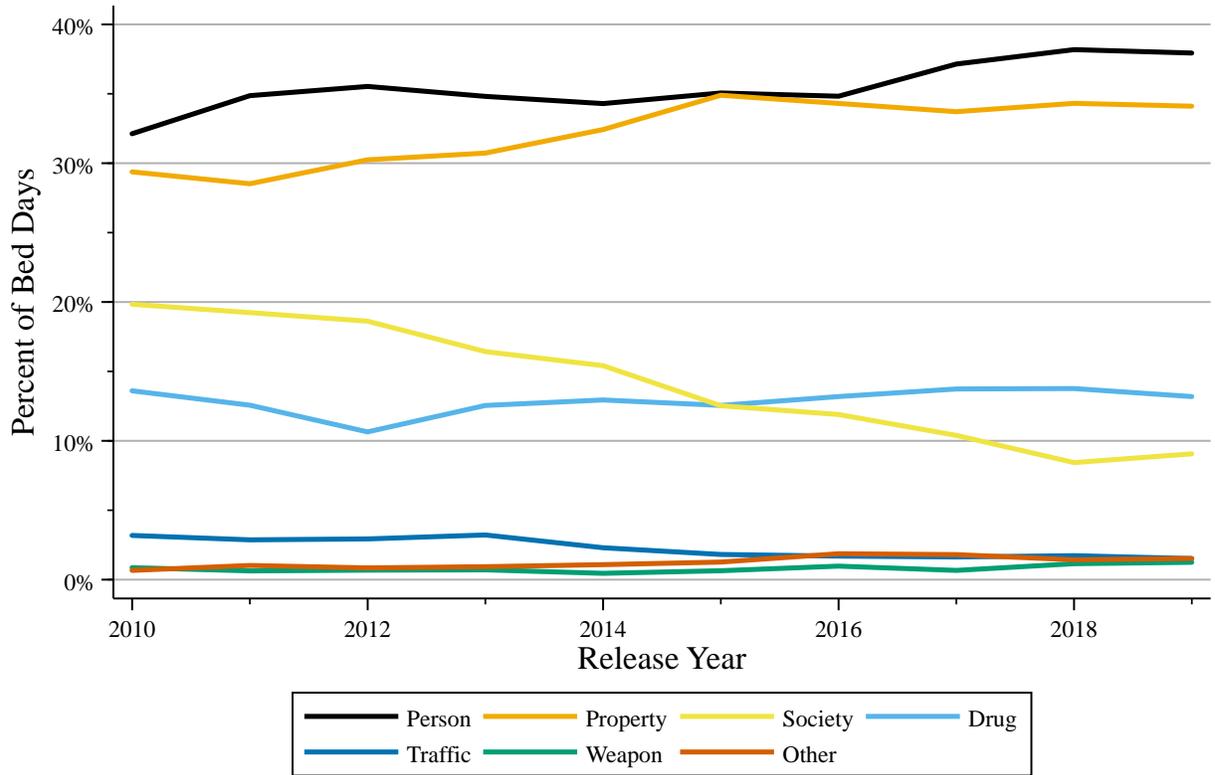
**days in 2019 compared to 2010 and crimes against property used over 58,000 more bed days in the same period.** Crimes against society and traffic offenses decreased during the study period, decreasing by 87,000 and 13,000 bed days between 2010 and 2019. Drug, weapon, and other offenses saw an increase between almost 4,000 and 13,500 bed days.

Figure 38: Percent of Cumulative Bed Days by Top Charge Severity



Data Source: Louisville Metro Department of Corrections

Figure 39: Percent of Cumulative Bed days by Top Charge Category



Data Source: Louisville Metro Department of Corrections

Table 25. Cumulative Bed Days for Top Charge Severity and Category by Release Year in 2010 and 2019

	2010	2019	2010-2019 Bed Day Change	2010-2019 % Change
<b>Top Charge Severity</b>				
Non-Violent Felony	332,319	431,160	+72,124	+29.74%
Violent Felony	264,516	336,640	+98,841	+27.27%
Misdemeanor	216,439	84,894	-131,545	-60.78%
Other	16,077	15,866	-211	-1.31%
Violation	15,435	9,269	-6,166	-39.95%
Warrant	8,988	19,231	+10,243	+116.13%
<b>Top Charge Category</b>				
Person	275,170	345,146	+69,976	+25.43%
Property	251,676	310,365	+58,689	+23.32%
Society	169,948	82,470	-87,478	-386.61%
Drug	116,518	120,008	+3,490	+2.99%
Traffic	27,295	13,826	-13,469	-49.35%
Weapon	7,430	11,379	+3,949	+53.15%
Other	5,737	13,866	+8,129	+88.01%

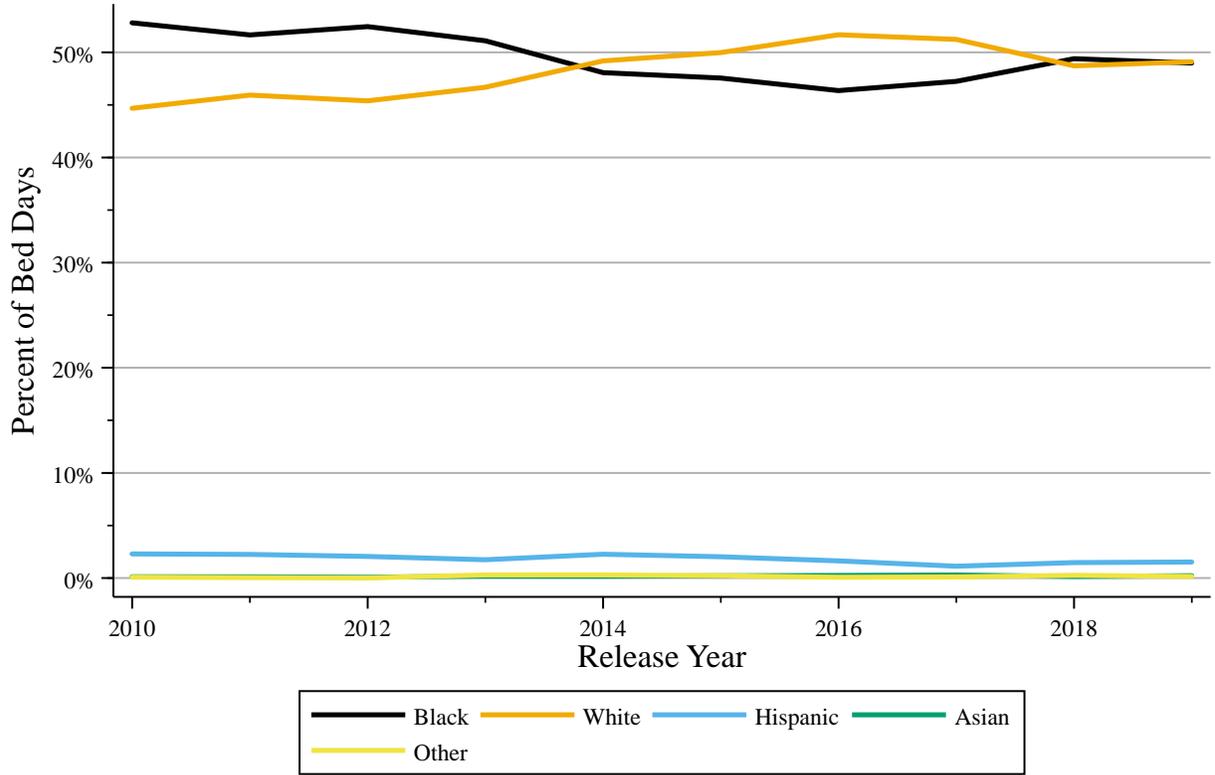
## CUMULATIVE BED DAYS BY DEMOGRAPHICS

### *Race/Ethnicity*

The following analyses examine cumulative bed days based on demographic characteristics, starting with race/ethnicity. Figure 40 provides the proportion of bed days used by each race/ethnicity and Table 26 illustrates the change in the number of cumulative bed days by race/ethnicity in 2010 and 2019.

**In 2010, Black individuals consumed the largest percentage of bed days but by 2019, White individuals consumed a larger percentage of bed days.** During the study period, bed days used by Black individuals decreased by 6,000 bed days, whereas bed days for White individuals increased by 64,000 days. Bed days for Hispanic individuals decreased by almost 6,000 bed days while bed days for Asian individuals and “Other” individuals increased.

Figure 40: Percent of Cumulative Bed Days by Race/Ethnicity

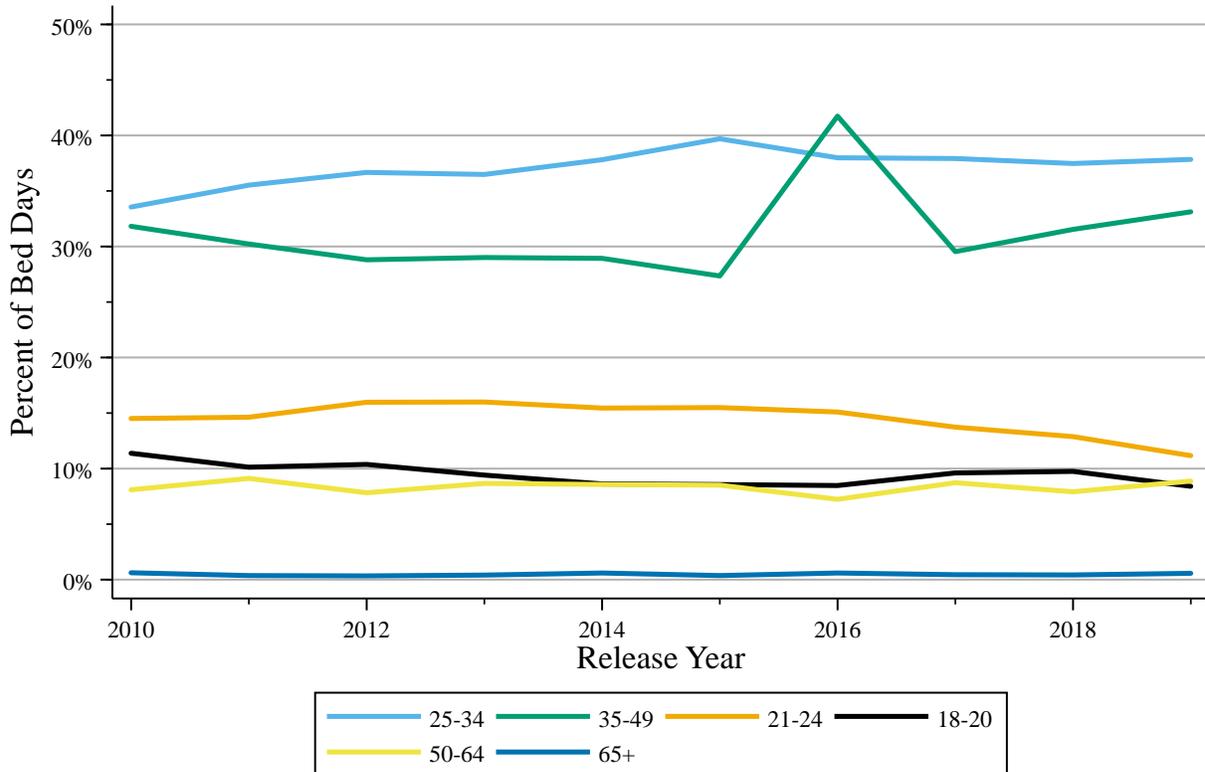


Data Source: Louisville Metro Department of Corrections

Age

Figure 41 presents the cumulative bed days for five age categories. **Across the study period, individuals ages 25-34 and 35-49 accounted for the largest percentage of bed days used and both age groups experienced increases in their total bed day consumption.** The 18-20- and 21-24-year-olds used 18% and 21% fewer bed days between 2010 and 2019. Individuals ages 50-64 also increased, consuming 20,000 more days in 2019 compared to 2010.

Figure 41: Percent of Cumulative Bed Days by Age Group

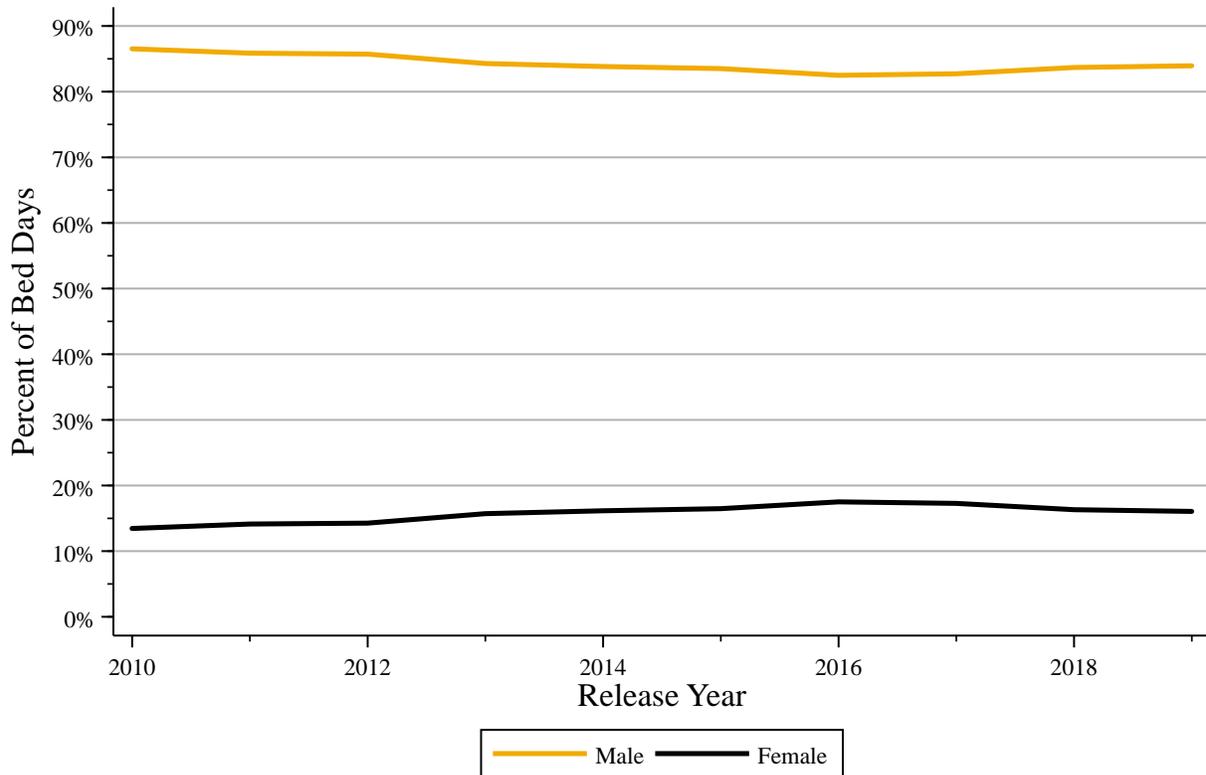


Data Source: Louisville Metro Department of Corrections

## Sex

The final demographic category examined was sex. Presented in Figure 42, this demographic characteristic showed the largest difference in cumulative bed days used compared to all others. **Males accounted for over 80% of bed days consumed across the study, and the number of bed days used increased by 22,000 bed days between 2010 and 2019. Bed days used by females increased by 30,000 bed days between 2010 and 2019.**

Figure 42: Percent of Cumulative Bed Days by Sex



Data Source: Louisville Metro Department of Corrections

Table 26. Cumulative Bed Days for Race/Ethnicity, Age, and Sex by Release Year in 2010 and 2019

	2010	2019	2010-2019 Bed Day Change	2010-2019 % Change
<b>Release Type</b>				
<b>Race/Ethnicity</b>				
Black	452,307	445,684	-6,623	+1.46%
White	382,695	446,724	+64,029	+16.73%
Hispanic	19,680	13,901	-5,779	-29.36%
Asian	1,126	2,098	972	+86.32%
Other	746	1,356	610	+81.77%
<b>Age</b>				
25-34	287,423	344,317	+56,894	+19.79%
35-49	272,576	301,367	+28,791	+10.56%
21-24	124,353	101,614	-22,739	-18.29%
18-20	97,527	76,494	-21,033	-21.57%
50-64	69,365	80,754	+11,389	+16.42%
65+	5,310	5,217	-93	-1.75%
<b>Sex</b>				
Male	741,213	763,701	+22,488	+3.03%
Female	115,341	146,062	+30,721	+26.63%

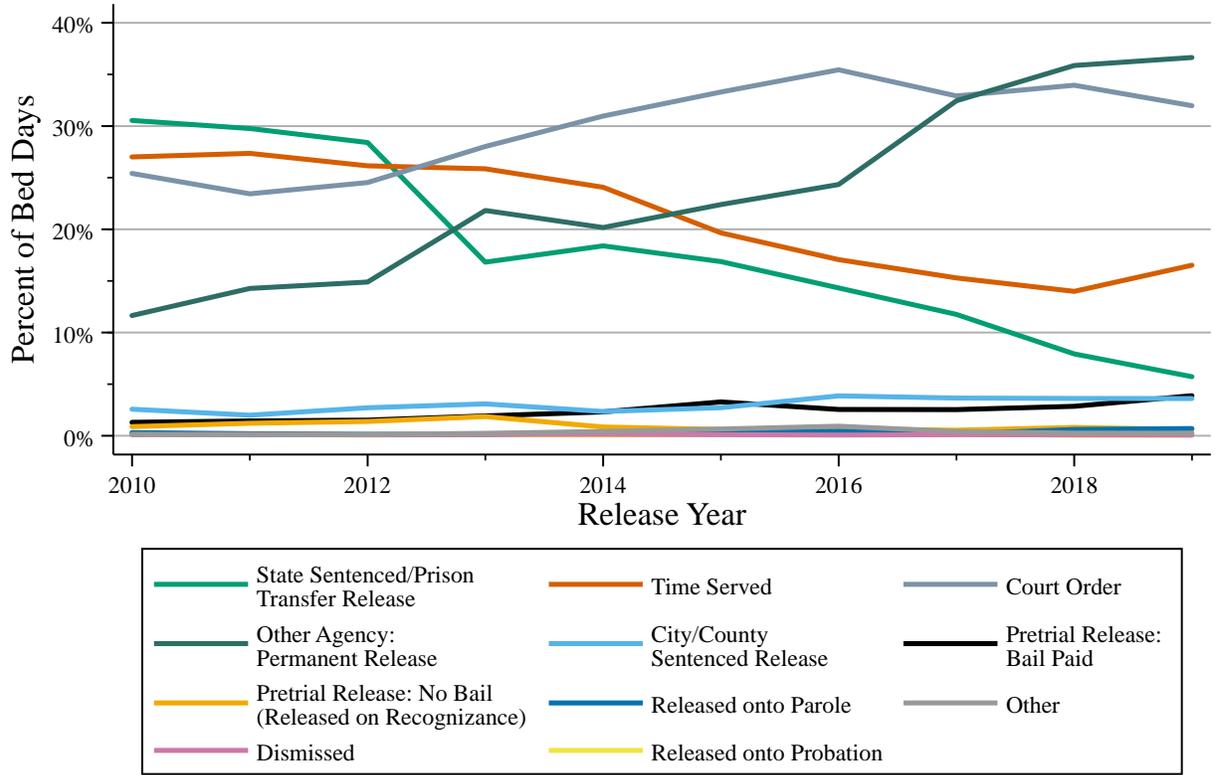
## RELEASE TYPES AND CUMULATIVE BED DAYS

This section examines the cumulative bed days used by release types across the study period. Figure 43 displays the percentage of bed days by an individual's release type during the study period, while Table 27 displays the change in cumulative bed days in 2010 and 2019.

**Those released as a state sentenced/prison transfer consumed the largest percent of bed days in 2010; however, this category had a 200,000-bed day decrease in 2019.** This decrease corresponded with an over 233,000 bed day increase for other agency permanent release between 2010 and 2019. The finding is indicative of shifts in LMDC coding procedures related to transfer to prison rather than a true reduction in the number of bed days used by those leaving the facility to go a prison. Individuals released for time served also saw a decrease in cumulative bed days used between 2010 and 2019.

**Individuals released pretrial with bail paid used 24,000 more bed days in 2019 compared to 2010.** Individuals released via court order, a city/county sentenced release, release to parole, and "other" also saw increases in bed days used. Cumulative bed days decreased for pretrial release (ROR), dismissed, and release to probation.

Figure 43: Percent of Cumulative Bed Days by Release Type



Data Source: Louisville Metro Department of Corrections

Table 27. Cumulative Bed Days for Release Types by Release Year in 2010 and 2019

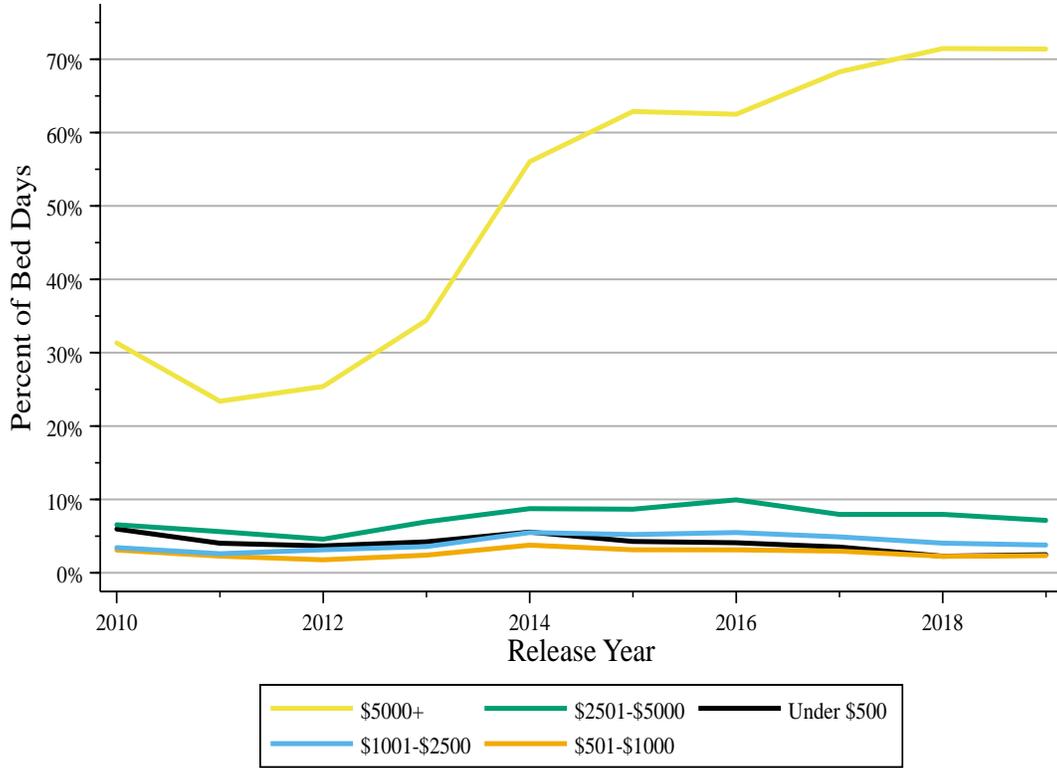
<b>Release Type</b>	<b>2010</b>	<b>2019</b>	<b>2010-2019 Bed Day Change</b>	<b>2010-2019 % Change</b>
State Sentenced/Prison Transfer Release	261,612	52,059	-209,553	-80.10%
Time Served	231,362	150,261	-81,101	-35.05%
Court Order	217,665	290,897	73,232	+33.64%
Other Agency Permanent Release Order	99,756	333,365	233,609	+234.18%
City/County Sentenced Release	22,039	32,818	10,779	+48.91%
Pretrial Release: Bail Paid	11,166	35,284	24,118	+215.99%
Pretrial Release: No Bail (ROR)	7,589	5,390	-2,199	-28.98%
Released to Parole	2,588	6,329	3,741	+144.55%
Other	1,198	2,202	1,004	+83.81%
Dismissed	851	653	-198	-23.27%
Released to Probation	728	505	-223	-30.63%
Total	856,554	909,763	53,209	+6.21%

### ***Bail***

Table 28 describes the percent of total bed days in a year that are occupied by individuals with differing bail amounts. This table only includes individuals that were assessed bail and does not capture individuals who were released pretrial without bail. Figure 44 presents the percentage of bed days used by each bail amount range. The largest proportion of cumulative bed days are used by individuals booked into jail with a bail amount of over \$5,000, and there was substantial growth in this group over the study period.

**During the study period individuals with bail amounts \$500 or less used 28,000 fewer bed days in 2019 compared to 2010; whereas the other four groups used more bed days in 2019 compared to 2010. Individuals with bail over \$5,000 used almost 381,000 more days in 2019 compared to 2010.**

Figure 44: Percent of Cumulative Bed Days by Bail Amount



Data Source: Louisville Metro Department of Corrections

Table 28. Cumulative Bed Days by Bail Amounts in 2010 and 2019

Bail Amounts	2010	2019	2010-2019 Bed Day Change	2010-2019 % Change
>\$5,000	268,510	649,496	+380,986	+141.89%
\$2,501 to \$5,000	56,059	65,072	+9,013	+16.08%
<\$501	51,112	22,524	-28,588	-55.93%
\$1,001 to \$2,500	29,435	34,395	+4,960	+16.85%
\$501 to \$1,000	26,647	21,352	-5,295	-19.87%

## INTERSECTION OF CHARGES, ADMISSIONS, AND CUMULATIVE BED DAYS

The last exploration of cumulative bed days looks at the intersection of admission types and charge characteristics. As shown in the previous section, state sentenced/prison transfer and city/county sentenced use more bed days than other admission types, and those with more serious charges consume more bed days than individuals with less serious charges. The following tables look at the combination of admission type and charge severity/category to see how the intersection relates to cumulative bed days and whether admissions with more severe charges are using more bed days. The following tables present at these intersections by looking at the cumulative bed days for admission types and charges for the year 2019 only.

Table 29 examines cumulative bed days by top charge severity and single admission types in 2019. Most bed days stem from violent felonies and state sentenced/prison transfers which accounted for 87,336 bed days in 2019. The second highest total occurred for individuals booked pretrial with a new violent felony charge at 80,463 in 2019. The third highest total occurred when someone was booked pretrial on a new non-violent felony charge at 78,320 bed days.

Table 29. Cumulative Bed Days by Single Admission Type and Top Charge Severity, Release Year 2019

Single Admission Type	Top Charge Severity						Total
	Violent Felony	Non-Violent Felony	Misdemeanor	Violations	Warrant	Other	
Pretrial Admission: Warrant Only	5,927	34,040	5,200	314	6,552	0	52,033
Hold (Ice, Federal, Other Jurisdiction)	0	0	0	0	0	2,698	2,698
Probation Admission	0	0	0	754	0	10,495	11,249
Pretrial Admission: New Charge Only	80,463	78,320	24,081	2,341	9	2	185,216
Parole Admission	0	0	0	19	8,971	41	9,031
State Sentenced/Prison Transfer Admission	87,336	50,849	2,580	2,446	294	78	143,583
City/County Sentenced Admission	12,277	21,246	13,493	26	0	0	47,042
Total	186,003	184,455	45,354	5,900	15,826	13,314	450,852

The highest cumulative bed days for misdemeanor offenses corresponded to pretrial new charges at 24,081 cumulative bed days, followed by city/county sentenced admission at 13,493 days. For violation offenses, the highest cumulative bed days were associated with state sentenced/prison transfer admissions at 2,446 bed days. For the “other” category, probation admissions were associated with the most bed days at 10,495 bed days, whereas for the warrant category, parole admissions were the highest bed day totals at 8,971.

The top charge severity in relation to multiple admission types in 2019 is examined in Table 30. The largest number of bed days were for individuals booked into LMDC on new charges and a warrant where the highest charge was a non-violent felony at 54,588 bed days. The second highest bed day count came from warrant and state sentenced/prison transfer admission combination where the highest charge was a non-violent felony at 48,574 bed days. For violent felony charges, individuals admitted on a warrant and state sentenced combination accounted for the highest number of bed days at 39,876.

Table 30: Cumulative Bed Days by Multiple Admission Types and Top Charge Severity, Release Year 2019

Multiple Admission Types	Top Charge Severity						Total
	Violent Felony	Non-Violent Felony	Misdemeanor	Violations	Warrant	Other	
Probation, State Sentenced/Prison Transfer, & Warrant	10,236	10,859	562	8	7	0	21,672
Probation & State Sentenced/Prison Transfer	22,036	21,638	331	83	0	115	44,203
Warrant & State Sentenced/Prison Transfer	39,876	48,574	2,826	212	158	0	91,646
Hold & New Charge	1,794	2833	210	0	0	17	4,854
Probation, State Sentenced/Prison Transfer, & Hold	1,138	4,156	229	74	0	0	5,597
Probation, City/County Sentenced, & Warrant	1,960	3,375	2,019	77	70	0	7,501
New Charge & Warrant	20,842	54,588	5,686	131	138	0	81,385
Total	97,882	146,023	11,863	585	373	132	256,858

For misdemeanor charges, individuals with new charges and a warrant accounted for the highest number of bed days at 5,686. For charges related to violations, warrants, or other charges, there were no admission combinations that accounted for more than 212 bed days.

Next the analysis shifts from examining top charge severity, to looking at top charge category. Table 31 examines cumulative bed days by top charge category and single admission types in 2019. Most bed days stem from crimes against persons and pretrial admissions for new charges only at 87,023 bed days. The second highest total occurred for individuals booked as state sentenced for crimes against persons charges at 78,002 bed days.

Table 31 also shows that pretrial admissions for new charges are associated with the highest cumulative bed days when property (50,933), drug (24,304), weapon (3,375), and crimes against society (15,220) were the top charges. For a traffic charge a city/county sentenced is associated with the highest cumulative bed days at 7,827. Finally, parole admissions and the “other” charge account for 8,971 bed days.

Table 31. Cumulative Bed Days for Single Admission Type and Top Charge Category, Release Year 2019

Single Admission Type	Top Charge Category							
	Person	Property	Drugs	Weapons	Society	Traffic	Other	Total
Pretrial Admission: Warrant Only	6,301	19,511	12,050	833	12,727	19	592	52,033
Hold (Ice, Federal, Other Jurisdiction)	0	0	0	0	0	0	2,698	2,698
Probation Admission	0	0	11,249	0	0	0	0	11,249
Pretrial Admission: New Charge Only	87,023	50,933	24,304	3,375	15,220	4,359	2	185,216
Parole Admission	0	0	0	0	0	0	8,971	8,971
State Sentenced/Prison Transfer Admission	78,002	38,938	16,747	2,016	7,238	642	0	143,583
City/County Sentenced Admission	17,659	9,807	7,507	219	4,023	7,827	0	47,042
Total	188,985	119,189	60,608	6,443	39,208	12,847	12,263	450,792

Finally, the top charge category in relation to our multiple admission types in 2019, is presented in Table 32. The largest number of bed days were for individuals booked into LMDC on a new charge and warrant where the highest charge category was a property offense at 43,470 bed days. For crimes against persons charges the most bed days were accumulated when individuals were booked for a warrant and as a state sentenced.

Table 32. Cumulative Bed Days by Multiple Admission Types and Top Charge Category, Release Year 2019

Multiple Admission Types	Top Charge Category							Total
	Person	Property	Drugs	Weapons	Society	Traffic	Other	
Probation, State Sentenced/Prison Transfer, & Warrant	9,355	10,531	1,442	0	344	0	0	21,672
Probation & State Sentenced/Prison Transfer	18,497	17,711	5,358	739	0	0	0	42,305
Warrant & State Sentenced/Prison Transfer	42,273	36,529	10,054	388	2,263	88	51	91,646
Hold & New Charge	2,492	1,532	745	27	19	22	17	4,854
Probation, State Sentenced/Prison Transfer, & Hold	916	2,552	1,770	121	0	0	0	5,359
Probation, City/County Sentenced, & Warrant	2,535	2,219	0	0	0	0	0	4,754
New Charge & Warrant	21,103	43,470	11,659	1,319	3,823	11	0	81,385
Total	97,171	114,544	31,028	2,594	6,449	121	68	251,975

New charges and warrants were also the admission type associated with the most bed days for drug charges (11,659), weapons (1,319), and crimes against society (3,823). Warrant and state admission combination is linked to the most bed days for traffic charges (88) and “other” offenses (51).

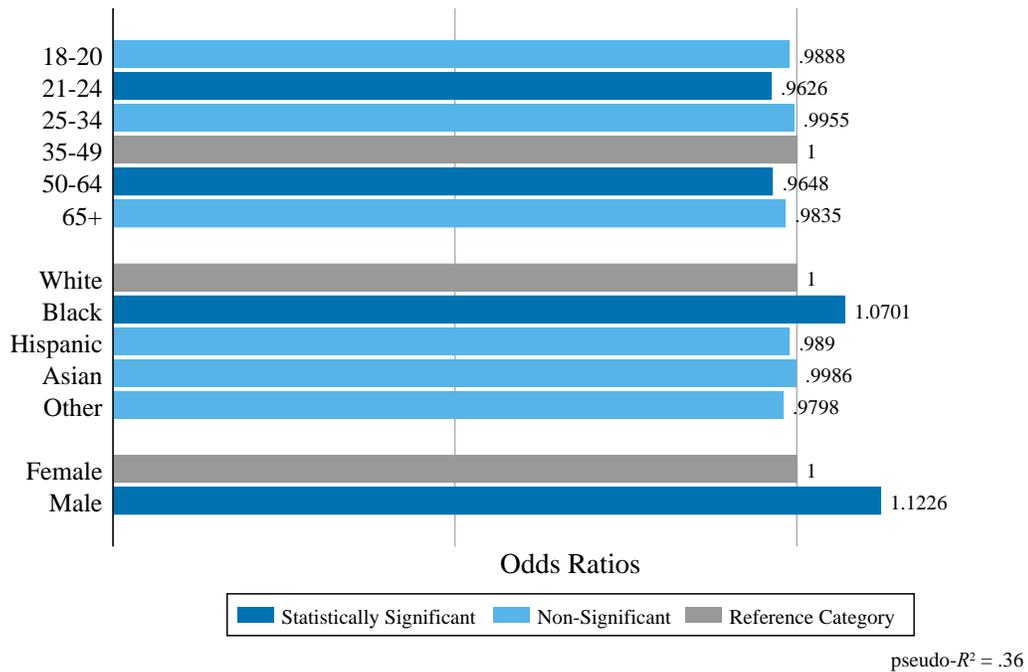
## PREDICTORS OF LENGTH OF STAY

The previous sections used descriptive statistics to explain admissions, length of stay, and cumulative bed days. However, a limitation of descriptive statistics is that they do not account for several factors simultaneously. That is, descriptive statistics cannot determine if some factors are more influential than others when admission types, charge characteristics, release types, and demographics are examined at the same time. This section uses a logistic regression to differentiate what characteristics differentiate stay of 30 days and longer compared to those less than 30 days.

The findings presented are reported as odds ratios and indicate the effect of a given variable considering other factors included in the model. Odds ratios above 1 indicate that the given variable was associated with a longer length of stay, while odds ratios below 1 are associated with shorter lengths of stay. For each set of factors other than admission type, the shaded **grey** bar indicates the category being used as the reference category, against which the rest of the categories are compared. The analyses include all admission types and therefore no reference group is used. Bars shaded in **dark blue** indicate the relationship was statistically significant ( $p < 0.05$ ), while those shaded in the **lighter blue** were non-significant (and therefore may not be reliable predictors of court appearance). The **pseudo-R<sup>2</sup>** is also provided as a measure of the overall goodness of fit for each model.

The logistic regression model describes the predictors of length of stay comparing cases of individuals booked into jail and released in 30 days or less compared to admissions where individuals stayed longer than 30 days. Figures 45 to 48 present the findings from the analyses. Note that all factors – demographics, admission and release types, charge severity and category, and booking history – were included in the same regression model; however, the findings are presented in multiple figures to ease interpretation. Across the figures there are significant differences in the lengths of stay across categories of age, race/ethnicity, sex, admission types, release types, charge severity and category, and booking history.

Figure 45: Predicting Lengths of Stay Over 30 Days: Demographics (n=356,030)



Data Source: Louisville Metro Department of Corrections

Figure 45 presents the logistic regression results for the demographic characteristics. The report examines how age, race/ethnicity, and sex predicts the likelihood someone stays in jail for longer than 30 days. Figure 41 shows individuals ages 21-24 and 50-64 are less likely to spend more than 30 days in jail compared to ages 35-49. Individuals ages 18-20, 25-34, and 65 and older are not statistically significant and therefore not different from 35–49-year-olds.

Turning to race/ethnicity, Black individuals are more likely to be in jail for longer than 30 days compared to White individuals. Specifically, Black individuals were 7% more likely to stay in jail more than 30 days compared to White individuals. Hispanic, Asian, and “Other” individuals are not a statistically significant predictor of lengths of stay over 30 days. The results also indicate men are 12% times more likely to stay longer than 30 days compared to females.

Figure 46: Predicting Lengths of Stay Over 30 Days: Entrance Characteristics (n=356,030)

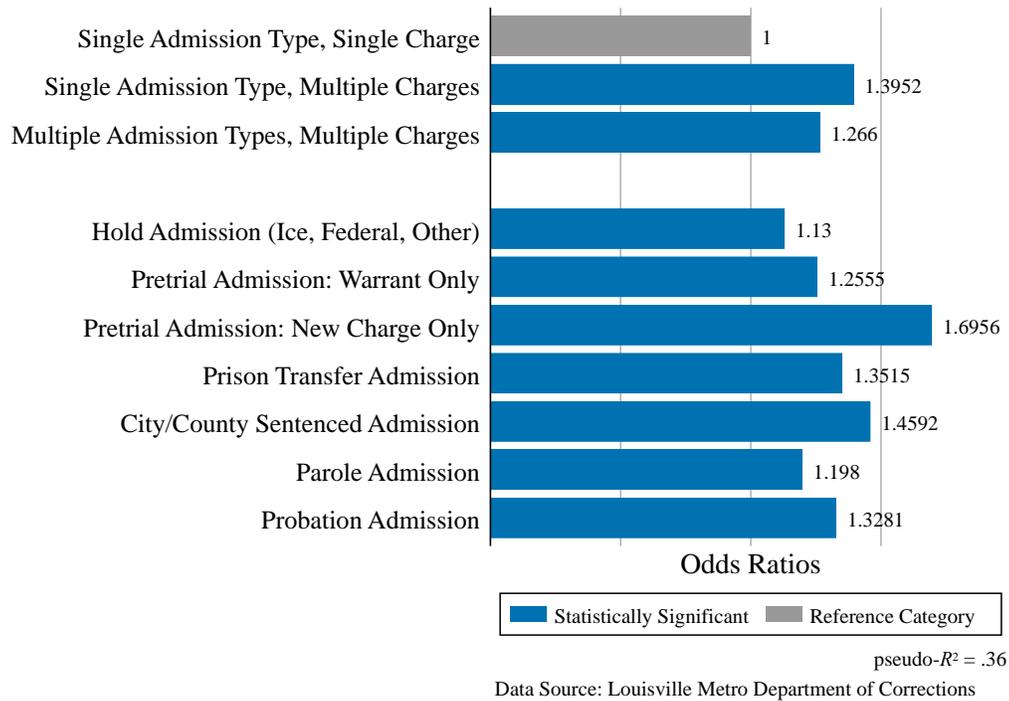
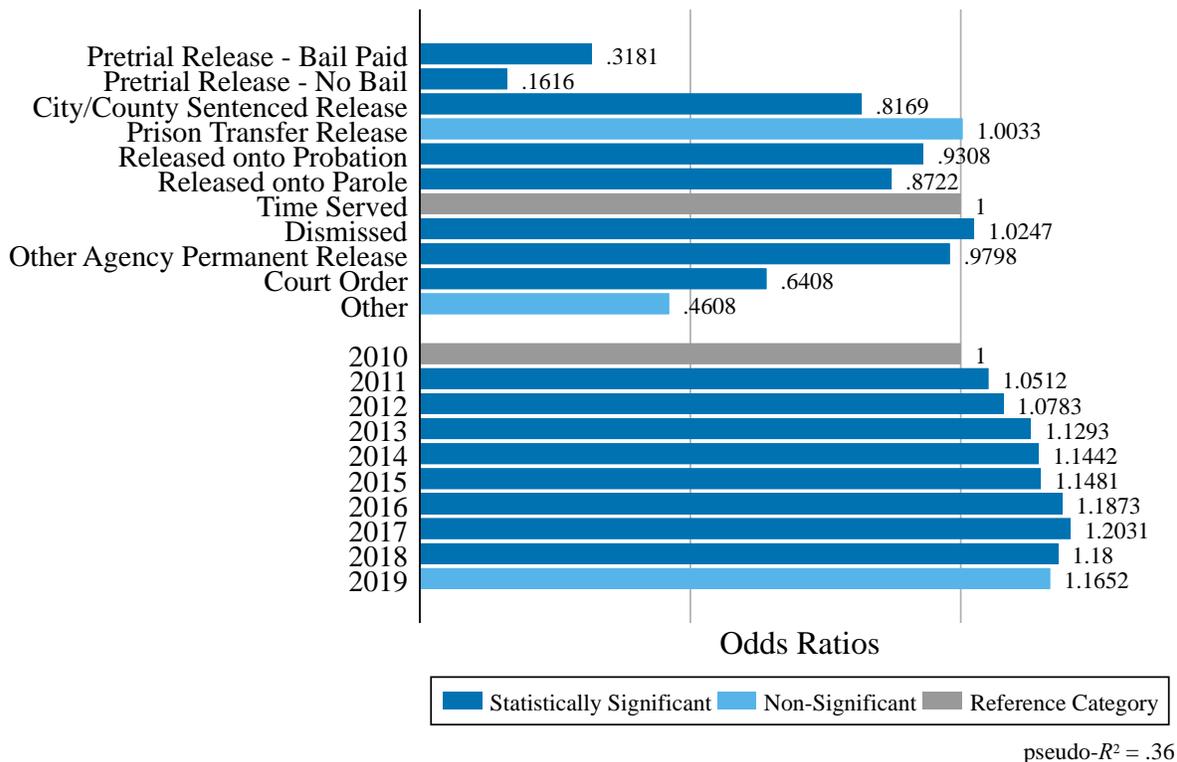


Figure 46 presents the regression findings for admissions and charges. Compared to individuals with single admission, single charge, individuals with single admission, multiple charges were 40% more likely to stay in jail for more than 30 days while multiple admission type, multiple charge were 27% more likely.

Analyses of our admission types do not include a reference group, rather each admission type was dummy coded which allows for our analyses to account for when an admission type is single or in combination compared to all other possible admission types. For instance, if someone is admitted for pretrial with a new charge, the analyses include all instances where a new charge was present compared to where a new charge was absent. Individuals admitted pretrial with a new charge were 70% more likely to stay in jail for over 30 days compared to individuals admitted pretrial with no new charge. The other six admission types were also statistically significant and ranged from 13% (holds) to 46% (city/county sentenced) more likely to spend over 30 days in jail.

Figure 47: Predicting Lengths of Stay Over 30 Days: Release Type and Release Year (n=356,030)

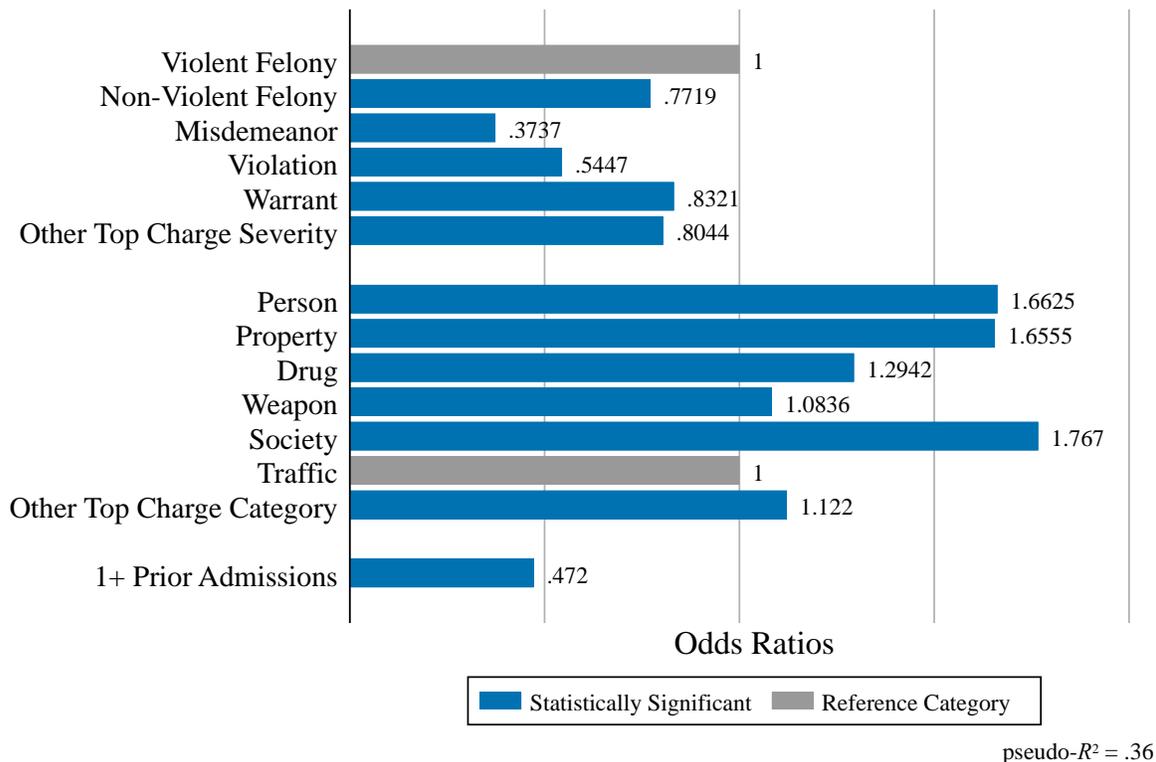


Data Source: Louisville Metro Department of Corrections

In Figure 47 findings show that individuals released on a dismissal were the only group more likely to spend 30 or more days in jail compared to individuals released for time served. Individuals released for pretrial, on a city/county sentence, on probation or parole, to other agencies, or on a court order were less likely to spend 30 or more days in jail compared to individuals released for time served. Being released to a state prison was not statistically significant.

The report examined whether there were longer lengths of stay by release year. The results indicate that individuals released between 2011-2018 were more likely to spend 30 or more days in jail compared to individuals released in 2010. The year 2019 was not statistically significant or different from year 2010.

Figure 48: Predicting Lengths of Stay Over 30 Days: Charge Characteristics and Admission History (n=356,030)



Data Source: Louisville Metro Department of Corrections

Figure 48 presents the results for charge characteristics – charge severity and charge type – and admission history. For charge severity, individuals charged with a non-violent felony, misdemeanor, violation, warrant, or “other” offense were less likely to serve 30 or more days in jail compared to individuals charged with a felony. In terms of charge types, individuals booked for crimes against persons, crimes against property, drug, weapon, crimes against society, or “other” charges were more likely to serve more than 30 days in jail compared to individuals charged with a traffic offense. In particular, an individual admitted for a crime against society was 77% times more likely to stay for 30 days or longer compared to those admitted for a traffic charge. Further, individuals admitted for crimes against a person and property offenses were both 66% more likely to spend over 30 days in jail compared to those charged with traffic offenses.

Finally, individuals who had been admitted to jail one or more times during the past three years were less likely to spend more than 30 days in jail, compared to individuals who had no admissions in the previous three years.

As a whole, the strongest predictors of being in the longer length of stay group (more than 30 days in jail) were individuals booked on new charges, individuals admitted as state sentenced/prisons transfer, and people charged with crimes against persons. Those released pretrial, with or without bail, were less likely to be in the higher length group. The pseudo R<sup>2</sup> for this model is 0.36, indicating the model explains roughly 36% of the variability in lengths of stay.

Two additional logistic regression models were computed using different dependent variables. Appendix C contains the results for a logistic regression model comparing individuals who stay more than 1 day to those who stay less than 1 day. The report also provides a model comparing individuals who stay 90 days or less compared to those who stay over 90 days.

## PREDICTORS OF READMISSIONS

The fourth section seeks to understand the characteristics of individuals who are readmitted to jail. The following research question was used to guide this section, “For the cohort released in 2010, what are characteristics of individuals who are readmitted (once or multiple times), compared to those who are not readmitted?” Using the cohort of individuals released in 2010, data is examined for individuals readmitted to LMDC from January 1, 2010, through December 31, 2019. The 2010 cohort consists of 30,131 individuals released in 2010. Note that some of these individuals were booked prior to 2010 while others were booked in 2010, in both instances a person joins the cohort if their release occurred in 2010. If a person was booked multiple times in 2010, then their readmission count starts with the second booking.

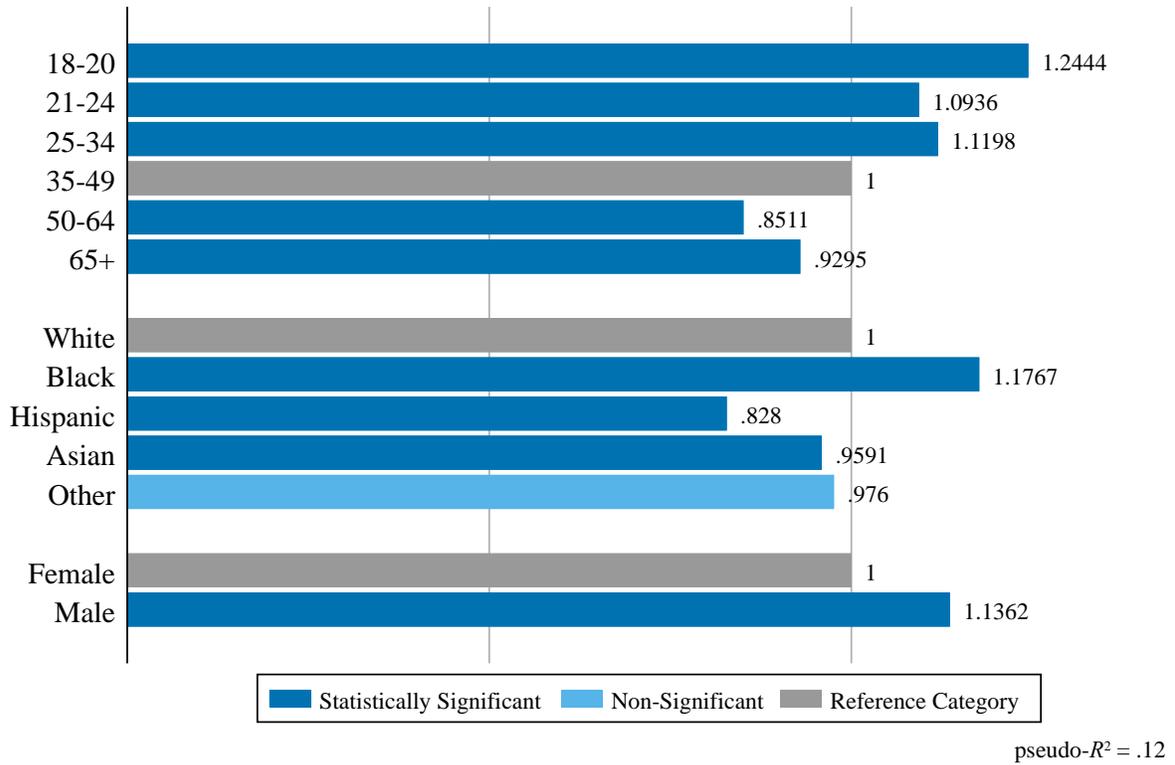
Table 31 shows that 9,413 or 31.2% of the 2010 cohort were not readmitted to LMDC between 2010-2019. Roughly 16% of the cohort were readmitted once, 24.9% were readmitted twice, and 27.7% were readmitted five or more times. The average number of readmissions was 3.6 and readmissions ranged from 0 to 193.

Table 31: 2010 Cohort Readmission History

Number of Readmissions	Frequency	Percentage
0	9,413	31.2%
1	4,851	16.1%
2-4	7,513	24.9%
5-7	3,672	12.2%
8 or more	4,682	15.5%
Total	30,131	

To analyze the factors associated with readmission, logistic regression is used. The outcome variable is a dichotomous measure that separates individuals who had one or more readmission(s) to jail following their release in 2010, including any subsequent admissions in 2010 for those who were released/admitted more than once in 2010. Similar to the previous section, a single regression model is used, and factors are presented across multiple figures to improve accessibility. As in the previous sections, dark blue indicates the category is statistically significant, light blue indicates the variable is not statistically significant, and gray bars represent the reference category against which other categories are compared.

Figure 49: Predicting Readmissions: Demographics (n=30,026)



Data Source: Louisville Metro Department of Corrections

Figure 49 presents the results for our demographic characteristics. Beginning with a comparison of age, specifically comparing individuals to the 35-49 age group, individuals ages 18-20, 21-24, and 25-34 are more likely to return to jail (ranging from 9% more likely to 24% time more likely), while individuals ages 50-64 and 65 or older are less likely to return to jail. Turning to race/ethnicity, Black individuals are 1.17 times more likely to return to jail compared to White individuals, whereas Asian and Hispanic individuals are less likely to return to jail. The results also indicate men are 13% more likely to return to jail than females.

Figure 50: Predicting Readmissions: Entrance Characteristics (n=30,026)

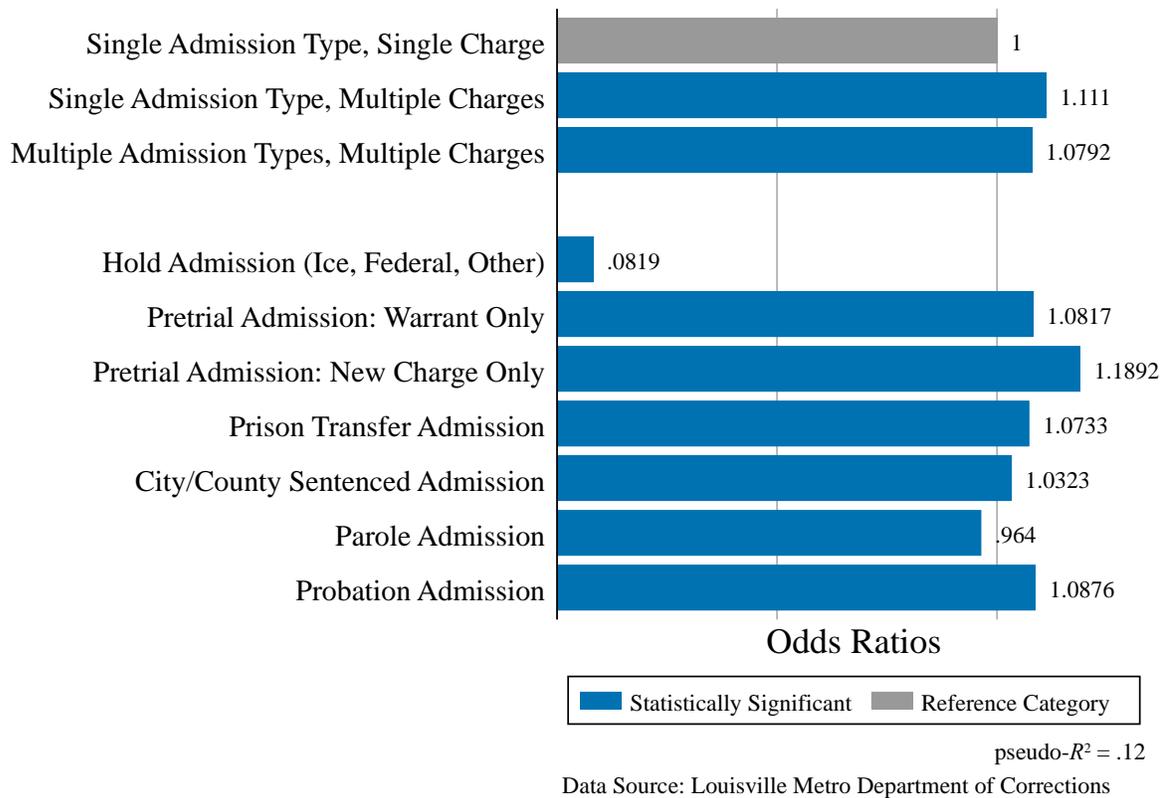
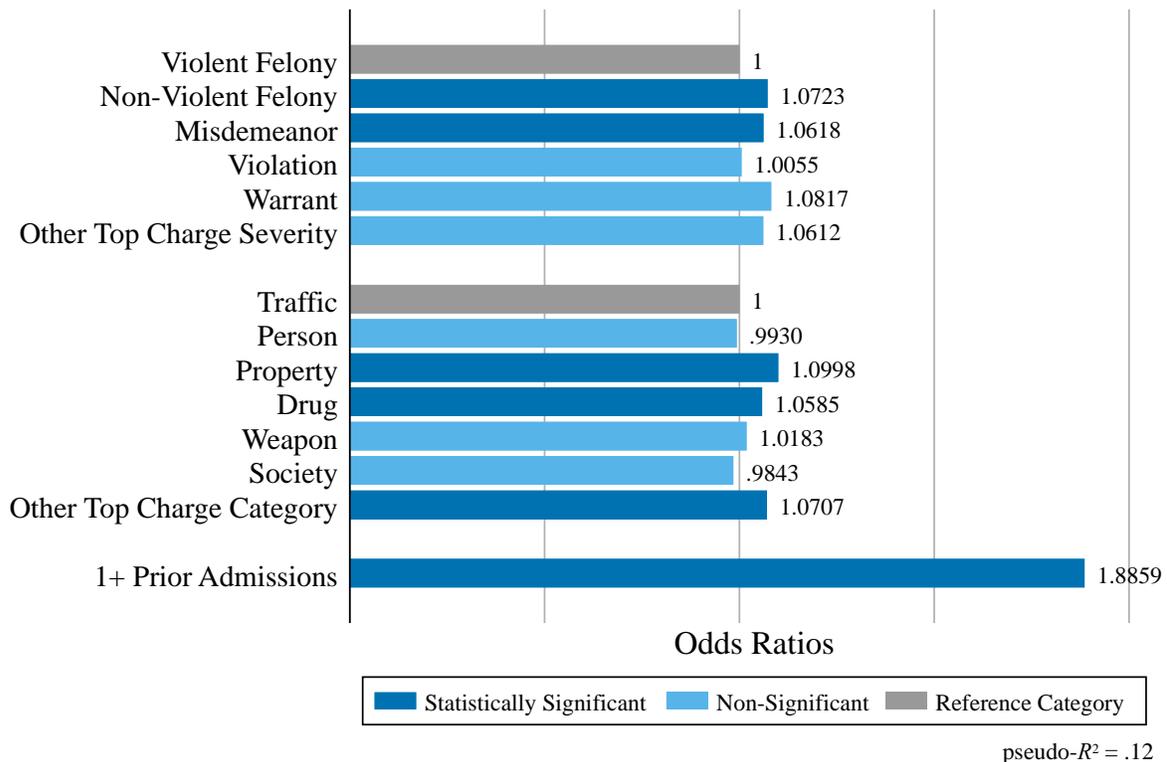


Figure 50 presents the admission and charge characteristics associated with readmissions. Individuals with single admission types and multiple charges were 11% more likely to return to jail when compared with those individuals with only a single charge and admission type, and multiple admission types and multiple charges were 8% more likely compared to the same groups.

Analyses of our admission types do not include a reference group, rather each type was dummy coded which allows for our analyses to account for when an admission type is single or in combination compared to all other possible admission types. For instance, if someone is admitted for pretrial with a warrant the analyses include all instances where a warrant was present and compares to not being admitted for a warrant. Individuals admitted pretrial with a new charge were 19% more likely to return to jail compared to not being admitted for a new charge, and this was the largest effect among admission types. Individuals with a hold admission (92% less likely) or parole admission (4% less likely) were less likely to return to jail.

Figure 51: Predicting Readmission: Charge Characteristics and Admission History (n=30,026)



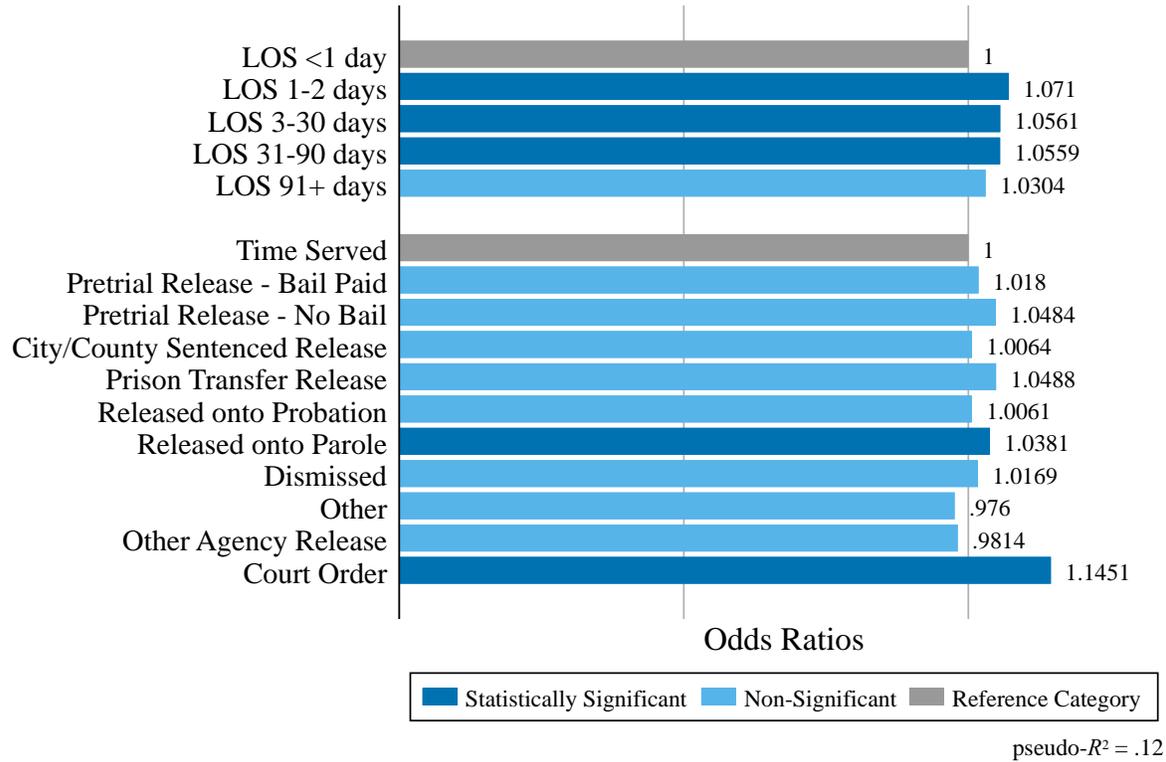
Data Source: Louisville Metro Department of Corrections

Figure 51 presents the odds ratios for top charge category and top charge severity. Individuals charged with a non-violent felony or a misdemeanor were more likely to return to jail than those charged with a violent felony, whereas the other severity categories were not statistically significant predictors of returning to jail. For instance, an individual who was originally booked on a non-violent felony were 7% more likely to return to jail compared to a person booked on a violent felony.

For top charge category, individuals charged with a property, drug, or other offense types were more likely to return to jail (ranging from 5% more likely to 10% more likely) compared to those with traffic offenses. Individuals charged with crimes against persons, weapon, or crimes against society offenses were not statistically significant from traffic offenses in terms of determining whether an individual is readmitted.

Individuals with a history of admission were 89% more likely to return to jail than those without any prior admission to jail.

Figure 52: Predicting Readmission: Release Type and Release Year (n=30,026)



Data Source: Louisville Metro Department of Corrections

Figure 52 presents the findings related to length of stay, release types, and three-year history. Individuals with longer lengths of stay for their original booking were generally more likely to return to jail (6% to 7% more likely), except for individuals who were in jail for three months or more, which did not predict returning to jail compared to those who stayed less than 1 day.

When examining release types, individuals released on parole (4% more likely) or a court order (15% more likely) were more likely to return to jail compared to individuals released for time served. All the other release types were not statistically significant.

The pseudo R<sup>2</sup> for the model was 0.12, indicating the model explains roughly 12% of the variability in lengths of stay.

## SUMMARY

The purpose of this report is to understand the jail population, admissions, and lengths of stay in Louisville Metro Department of Corrections (LMDC) between 2010 and 2019. Jails are a complex institution responsible for housing individuals accused and sentenced for a wide range of criminal offenses. While LMDC is tasked with managing populations, they have little control over who enters the jail or how long someone stays. As a result, managing jail populations require a multitude of criminal justice stakeholders to understand what is driving jail populations and work together to develop appropriate responses. When attempting to manage jail populations, the first step is to have a clear understanding of who is admitted to jail and how long they stay. This report provides a clear picture of what segments are driving jail populations and can serve to inform broader discussions on our justice system.

*Admissions are down, but small change in daily population.*

**Admission to the Louisville Department of Corrections declined by 35% over the study period, from 43,724 in 2010 to a low of 28,255 in 2019.** The data suggest there are two major drivers accounting for the decrease in admissions during the study period. **First, individuals admitted pretrial on new charges decreased from 21,036 in 2010 to 12,131 in 2019 a 42% decrease,** which is consistent with research showing decreases in arrests.<sup>39</sup> **Second, admissions for low-level offenses also decreased. Misdemeanor admissions decreased from 23,403 to 10,590 and violations decreased from 4,014 to 1,478,** which may reflect local and state efforts to reduce arrests for low-level offenses.

**Although there was a decline in admission over the study period, the reduction in the average daily population (ADP) was smaller, just 5% from 2010 to 2019.** The ADP increased from 2015 to 2017 peaking at an average daily population of 2,221 before declining to 1,991 in 2019. **During the study period the average daily population was above the jails rated capacity of 1,793 every year except 2015 (1,787).**

*Length of stay is key determinant of jail population.*

The potential reductions in jail population driven by lower admissions, were largely countered by a large increase in the average length of stay across the study. **The average length of stay gradually increased from 18.9 days in 2010 to 30.4 days in 2019, an increase of 60%.** Although the average length of stay did decline between 2018 and 2019. **This result suggests that length of stay is the strongest driver in jail population.** The increase in average length of stay also corresponded to a 6% increase in bed days consumed from 2010 to 2019, despite the drop in admissions.

The report shows less than 5% of people released from jail stayed over 6 months across the study period, and less than 2% of people stayed in jail over 1 year. However, the number of people who spent more than a year in jail increased from 214 to 379 during the study period. Although the increase is small, the relative amount of jail resources used by this group is substantial.

The average length of stay varied based on the nature of the charge and admission type. Individuals booked on violent felonies had the longest lengths of stays and experienced a 46 day increase in the average length of stay between 2010 and 2019, and the number of bed days spent in jail for violent felonies increased over time. **In 2019, an average person admitted for a violent felony stayed in jail 127 days.** While violent felonies length of stay increased, individuals booked on misdemeanors had a decrease in the average length of stay from 8.6 to 7.3 days between 2010 and 2019. **The combined**

**decrease in misdemeanor admissions and length of stay resulted in a 61% decrease in bed days used between 2010 and 2019**, suggesting efforts to reduce the impact of low-level offenses on jail population are working.

Two single admission types stand out for the interplay between admissions, length of stay, and bed days. From 2010 to 2019, pretrial admissions for new charges and/or a warrant, experienced a reduction in admissions ranging from 21% to 49%. At the same time, pretrial admissions had the lowest average lengths of stay, although the average length of stay did increase during the study period. Despite decreasing admissions and the lowest average length of stay, **pretrial admissions accounted for the largest proportion of bed days consumed for most of the study period**. For instance, **pretrial admission new charge only consumed 185,523 bed days in 2019 the largest amount by any admission type**.

Conversely, **state sentenced/prison transfer admission had the 5<sup>th</sup> highest admission count during the study period but experienced a 44 day increase in the average length of stay from 2010 and 2019**, resulting in the second highest bed day consumption for any admission type. State sentence/prison transfer admissions also present challenges in combination with probation and/or warrants.

The report also examined six multiple admission type combinations with the highest length of stay, in addition to new charges and warrant admission combination which was the most frequent multiple admission type. Four of the six multiple admission types with the longest length of stay involved a state sentence/prison transfer suggesting that **the inability to move state sentenced individuals out of jail in a timely manner is a primary driver of jail populations**.

*Bail is a key driver of jail populations.*

The report shows most individuals booked into jail are awaiting trial. **From 2010 to 2019, pretrial admissions for new charges, either with or without a warrant, were the most frequent admission types representing approximately 70% of admissions**. While pretrial admissions had lower average length of stay, they accounted for the most bed days beginning in 2014.

The average length of stay for bail over \$5,000 steadily increased over the study period from 56 days in 2010 to 92 days in 2019. **Individuals admitted pretrial and required to post a bail amount of \$5,000 had mean lengths of stay of at least 3-5 times longer than those with bail amounts for \$5,000 or less across the study period** a trend that remained stable across the study period. Among person with bail set, individuals with more than \$5,000 bail accounted for 86% of persons who spent 180 days or more in jail.

The report shows the presence of bail is a factor in length of stay. **In 2019, the average length of stay for pretrial release bail paid was 7.77 days longer compared to pretrial release on one's own recognizance**. In 2010, the average length of stay difference between pretrial ROR and pretrial bail was less than 1 day.

*Racial Disparities*

There are racial disparities in admissions, average length of stay, and bed days consumed. **Black persons accounted for 39% of jail admissions but just over 20% of the population of Jefferson County in 2019**. In comparison, White residents were roughly 70% of Jefferson County's population and made up only 58% of jail admissions. The average length of stay for Black persons increased 15 days over the

study period growing from 23 days in 2010 to 38 days in 2019, a 65% increase during the study period. This compared to the average length of stay increasing 10 days for Whites, from 16 days in 2010 to 26 days in 2019. Similar to admissions and lengths of stay, there are racial disparities in cumulative bed days. Despite accounting for roughly 39% of jail admissions in 2019, Black individuals accounted for 49% of bed days used, compared to White individuals accounting for 58% of admissions and 49% of bed days used.

In multivariate models, Black persons were more likely to spend more than 30 days in jail compared to White persons and were more likely to return to jail, even when accounting for admission type and the nature of the charge.

### *Familiar Faces*

The study shows that readmission to jail is a driver of jail population. Using a cohort of individuals released from jail in 2010 and examining their readmission between 2010 and 2019, **almost 70% of individuals returned to jail at least one time and 27% returned 5 or more times.** The strongest predictor of returning to jail was whether the individual had been admitted to jail in the three years prior to their 2010 incarceration. The type of admission and being 18-20 years old in 2010 were also strong predictors.

### *Data Limitations*

These results provide important insights into jail population trends, there are limitations that should be noted. First, the analyses do not fully capture the criminal history of individuals booked into jail which is a key determinant of the release decision.<sup>40</sup> Second, the description of top charge only captures the highest charge associated with each admission and therefore does not capture any complexities associated with multiple charges. Relatedly, LMDC data does not include information on pending charges from other jurisdictions, which may complicate the resolution of cases.

Finally, there are limitations with bail data and release types noted in the analyses. Bail amounts are not regularly updated, and it is possible an individual's bail amount was reduced or their pretrial release conditions changed and were no longer required to post bail. Whereas the release types for court order and other agency permanent release do not have consistent application through the study period. When looking at bed days, individuals released on a court order or other agency permanent release consumed the most days in 2019. These two categories were the most frequent release reason and presented unique issues for the study. Neither court order nor other agency permanent release had consistent meaning across the study. As noted previously, a court order is a judicial document that does not specify the formal release reason; however, stakeholders note it is commonly used for cases that are dismissed or pretrial release. The lack of specificities in court orders requiring release, prevents us from providing detailed information on release types. For instance, if court orders are primarily for pretrial release, then those two categories would go from using less than 5% of all bed days to more than 20% of all bed days. Similarly, other agency permanent release categorizes release to state prisons but can also refer to releases to other state or federal agencies. The inconsistent use does not allow us to accurately define release type.

Many of these data limitations can be addressed by establishing data sharing agreements between agencies to fill gaps in any singular system. By combining data, stakeholders can gain a more complete understanding of who is in jail and for how long. In addition to improving data quality, expanding research

capacity within and across agencies can help stakeholders monitor changes in lengths of stay and evaluate policy decisions by employing researchers in house or establishing research partnerships.

## **THE IMPACT OF COVID-19**

The study period for this report does not factor in the numerous challenges COVID-19 has created for jails and broader criminal justice operations across the country. The COVID-19 pandemic further heightened concerns about crowding in both jails and prisons. Such facilities keep people in close proximity to one another and are an ideal environment for spreading the virus. Additionally, jail populations are dynamic as most detainees enter and exit in a matter of hours and days. A situation that may place those already in the facility, those entering the facility, those living with individuals who recently left the jail, as well as the entire community at risk.

Many in state and local government have recognized these risks and have created a variety of COVID-19 related protocols to reduce population of incarcerated people. As a result of these efforts, jail populations declined significantly for much of 2020<sup>41</sup> and admission and length of stay patterns are fundamentally different than they were in 2019. For instance, in February 2020 before COVID-19 took hold, LMDC had a jail population of 1,851 individuals and by June 2020 this population was reduced to 1,252 individuals and the jail population stabilized in the subsequent months.<sup>42</sup> Who is being admitted into jail and how long they are staying has also changed. Enforcement has declined meaning there are fewer people entering with new charges<sup>43</sup>, but the people who are in jail are staying longer.

The question becomes how can stakeholders use this report when they are confronted with a different environment? The answer, in part, is that this report provides a ten-year trend line for what the jail population, length of stays, and bed day consumption looked like in a non-COVID-19 environment. Stakeholders can see what charges, admission types, and release decisions are impacting jail resources and consider whether changes are needed. Importantly, as criminal justice operations start to return to normal, stakeholders will have to decide what operations they want to return to normal and consider how those operations are related to jail space and resources. To that end, this report can help stakeholders determine if going back to prior practices is the best course of action. This information may aid in both the short-term and long-term understanding of the COVID-19 decarceration efforts upon the administration of LMDC and those who are held there.

## APPENDIX A: DEFINITIONS

**Data Source:** All data in this report was obtained from Louisville Metro Department of Corrections X-Jail data management system. The data pull was obtained on June 6, 2020 and contains charge-level data for all individuals released between January 1, 2006, and December 31, 2019. Since the data pull was based on release date, the data file does contain individuals booked prior to January 1, 2006. The following provides the variables used in this report including the variable name, the type of measure, and how measures were defined/operationalized.

Variable	Measure	Definition/Operationalization									
Release Year	Date/time variable between January 1, 2010, and December 31, 2019 (inclusive)	Only admissions that contained a release year were included in the analyses. Admissions for persons who were still in custody or who were missing release date for any reason were dropped. As a result, the admission counts do not match LMDC data.									
Length of stay	Continuous and categorical variable <ul style="list-style-type: none"> <li>• &lt; 1 day</li> <li>• ≥ 1 day and &lt; 3 days</li> <li>• ≥ 3 days and &lt; 31 days</li> <li>• ≥ 31 days and &lt; 91 days</li> <li>• ≥ 91 days</li> </ul> For long lengths of stay. <ul style="list-style-type: none"> <li>• ≥ 91 and &lt; 180</li> <li>• ≥ 181 and &lt; 365</li> <li>• ≥ 366 and &lt; 540</li> <li>• ≥ 541 and &lt; 730</li> <li>• ≥ 731 days</li> </ul>	Length of stay is calculated as a continuous measure of date/ time released subtracted from date/time admitted. This length of stay measure uses both date and time, thus is an <b>hourly time period rather than a date-only approach</b> . If an observation does not have time booked and released, then the length of stay was calculated using date only with the time set at midnight. In situations where a negative length of stay was produced, these were coded as <1 day as these indicate administrative errors. See below as an example of how to count length of stay based on hours. <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th>Hours</th> <th>Length of Stay</th> </tr> </thead> <tbody> <tr> <td>&lt; 24 hours</td> <td>0 days</td> </tr> <tr> <td>24 to 47.9</td> <td>1 day</td> </tr> <tr> <td>48 to 71.9</td> <td>2 days</td> </tr> </tbody> </table>	Hours	Length of Stay	< 24 hours	0 days	24 to 47.9	1 day	48 to 71.9	2 days	
Hours	Length of Stay										
< 24 hours	0 days										
24 to 47.9	1 day										
48 to 71.9	2 days										
Bed Days	Continuous variable	Bed days are calculated using two factors. First, bed days are <b>the number of calendar days</b> spent in jail. Second, persons who are in jail for 12 hours or less are counted as 0 bed days. The bed day variable is based on release year and will include bed days for a booking for the entire span of the stay and not the specific release year. See coding example below. <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th>Admitted</th> <th>Released</th> <th>Bed Days</th> </tr> </thead> <tbody> <tr> <td>December 16, 2019, 8:00am (Monday)</td> <td>December 16, 2019, 12:00pm (Monday)</td> <td>4 hours, 0 bed days</td> </tr> <tr> <td>December 16, 2019, 8:00am (Monday)</td> <td>December 16, 2019, 10:00pm (Monday)</td> <td>14 hours, 1 bed day</td> </tr> </tbody> </table>	Admitted	Released	Bed Days	December 16, 2019, 8:00am (Monday)	December 16, 2019, 12:00pm (Monday)	4 hours, 0 bed days	December 16, 2019, 8:00am (Monday)	December 16, 2019, 10:00pm (Monday)	14 hours, 1 bed day
Admitted	Released	Bed Days									
December 16, 2019, 8:00am (Monday)	December 16, 2019, 12:00pm (Monday)	4 hours, 0 bed days									
December 16, 2019, 8:00am (Monday)	December 16, 2019, 10:00pm (Monday)	14 hours, 1 bed day									

		December 16, 2019, 8:00am (Monday)	December 18, 2019, 8:30am (Wednesday)	49.5 hours, 3 bed days
Admission Types and Charges	<ul style="list-style-type: none"> <li>• Admission with single admission type and single charge</li> <li>• Admission with single admission type and multiple charges</li> <li>• Admission with multiple admission types</li> </ul>	If a person is booked as a pretrial admission: new charge only and is only charged with a misdemeanor theft than that person is classified as: single admission/single charge. If the same person is charged with two counts of misdemeanor theft, then the person is classified as: single admission/multiple charges. Finally, if the person is booked on new charges stemming from two counts of misdemeanor theft and is also booked for a bench warrant, then that person will be classified as: multiple admission types.		
Admission Type	<ul style="list-style-type: none"> <li>• Hold admission (Ice, Federal, other agency)</li> <li>• Pretrial admission: Warrant only</li> <li>• Pretrial admission: New charge only</li> <li>• State sentenced/ Prison transfer admission</li> <li>• City/County sentenced admission</li> <li>• Parole admission</li> <li>• Probation admission</li> <li>• Other admission</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Hold (Ice, Federal, Other Jurisdiction).</b> Individual who was booked into jail on charges originating from a different county, city, or federal jurisdiction.</li> <li>• <b>Pretrial Admission: New Charge(s) only.</b> Individual arrested on new charges and booked into jail.</li> <li>• <b>Pretrial Admission: Warrant only.</b> Individuals arrested on an outstanding bench warrant originating within Kentucky and booked into jail.</li> <li>• <b>Probation Admission:</b> Individual booked for a probation violation or via a probation warrant.</li> <li>• <b>Parole Admission:</b> Individual booked for a parole violation or via a parole warrant.</li> <li>• <b>State Sentenced/Prison Transfer Admission:</b> Individual sentenced to serve time in a state prison facility and awaiting transfer or is housed in LMDC during court proceedings.</li> <li>• <b>City/County Sentence Admission:</b> Individual admitted to jail to serve a sentence in LMDC.</li> </ul>		
Number of Admission Types	<ul style="list-style-type: none"> <li>• Continuous measure</li> </ul>	Measure indicates how many admissions types the person was booked on.		
Admission Type Combinations for Admissions with Multiple Admission Types	<ul style="list-style-type: none"> <li>• Warrant and State Sentenced/Prison Transfer</li> <li>• Hold and New Charge</li> <li>• Probation and State Sentenced/Prison Transfer</li> <li>• Probation, State Sentenced/Prison Transfer and Warrant</li> <li>• Probation, City/County Sentenced and Warrant</li> </ul>	<p>The top six multiple admission combinations that resulted in the longest length of stay using 2019 data were identified and correspond to the first six combinations to the left. These 2019 combinations were reported on for all years, as this will be most relevant for practitioners. Note that these are combinations that result in the longest length of stay, <b>not combinations that are the most frequent.</b></p> <p>In this calculation, only admission type combinations that had <b>a minimum of 30 admissions per grouping</b> were used. Further the</p>		

	<ul style="list-style-type: none"> <li>• Probation, State Sentenced/Prison Transfer, and Hold</li> <li>• New Charge and Warrant</li> </ul>	<p>combination new charge and warrant was included as it was the most frequent combination across the study period.</p> <p>Multiple admission types occur through a variety of avenues. The most common multiple admission type is someone being arrested for a bench warrant and on new charges. Other multiple admission types occur when someone is in state custody but has active cases in another county. For instance, someone may be serving their sentenced in a state prison and is transferred to LMDC for court hearings related to a separate case. At this point in time the individual is booked into LMDC as a state sentenced/prison transfer and for the corresponding active case, whether it is a warrant, probation hearing, or new charges.</p>
Release Type	<ul style="list-style-type: none"> <li>• Time Served</li> <li>• City/County Sentenced Release</li> <li>• Released to Probation</li> <li>• Released to Parole</li> <li>• Pretrial Release: Bail Paid</li> <li>• Pretrial Release: No Bail (Released on own Recognizance; ROR)</li> <li>• Dismissed</li> <li>• State Sentenced/Prison Transfer</li> <li>• Other Agency Permanent Release</li> <li>• Court Order</li> <li>• Other</li> </ul>	<p>Release types are based on how an individual leaves the jail.</p> <ul style="list-style-type: none"> <li>• <b>Time Served:</b> Individuals who have completed their sentence in LMDC.</li> <li>• <b>City/County Sentenced Release:</b> Individuals held in LMDC awaiting discharge to other jail or city/county agency.</li> <li>• <b>Released to Probation:</b> Individual released onto probation or shock probated.</li> <li>• <b>Released to Parole:</b> Individual released onto parole or parole warrant/detainer lifted.</li> <li>• <b>Pretrial Release: Bail Paid:</b> Individual released pretrial following the posting of bail.</li> <li>• <b>Pretrial Release: No Bail (Released on own Recognizance):</b> Individuals released pretrial via ROR, administrative release, or other non-monetary release.</li> <li>• <b>Dismissed:</b> Case dismissed</li> <li>• <b>State Sentenced/Prison Transfer:</b> Individuals released or transferred to a state prison facility.</li> <li>• <b>Other Agency Permanent Release:</b> A broadly used categorization that includes persons released to state prison facilities and to other agencies.</li> <li>• <b>Court Order:</b> A broadly used categorization that does not provide a specific reason for release.</li> <li>• <b>Other:</b> Any release reason not covered above including those who escaped or died in custody.</li> </ul>
Number of Charges	Continuous measure	A count indicating the number of charges a person was booked into jail with.

<p>Top Charge Severity (appendices may include charge severity based on admission type)</p>	<ul style="list-style-type: none"> <li>• Violent Felony</li> <li>• Non-Violent Felony</li> <li>• Misdemeanor</li> <li>• Violations (ordinance and traffic)</li> <li>• Warrant</li> <li>• Other</li> </ul>	<p>Charge severity classifications were obtained from the Kentucky State Police’s (KSP) Kentucky Uniform Crime Reporting Codes (UOR Codes). KSP assigns UOR codes for all criminal offenses in Kentucky and identifies those offenses as felony, misdemeanor, violation, warrant, or other category. This report uses the UOR code type to assign severity, however, the authors further distinguished between violent and non-violent felonies, where violent felonies required the use of physical force or attempted force against a person such as homicide, rape, or robbery. The “other” category includes non-criminal offenses such as “prisoner held in transit” or “justifiable homicide.”</p> <p>In the event that the statute defining charge category for a given charge has changed during the course of the study period, the charge category for a given admission is based on year of admission.</p>
<p>Top Charge Type (appendices may include charge severity based on admission type)</p>	<ul style="list-style-type: none"> <li>• Person</li> <li>• Property</li> <li>• Drugs</li> <li>• Weapon</li> <li>• Society</li> <li>• Traffic</li> <li>• Other</li> </ul>	<p>Charge type category classifications were obtained from the Kentucky State Police’s (KSP) Kentucky Uniform Crime Reporting Codes (UOR codes). KSP assigns UOR codes for all criminal offenses in Kentucky and links all offenses to the Federal Bureau of Investigation’s Uniform Crime Report offense codes (UCR codes) which designates offenses as crime against persons, crime against property, or crimes against society. In addition, the UOR codes identify traffic and “other” offense types that are not included in UCR offense codes. The authors followed the UCR designations, except where noted below.</p> <ul style="list-style-type: none"> <li>● <b>Person:</b> Any offense maintaining a UCR designation as crime against person</li> <li>● <b>Property:</b> Any offense maintaining a UCR designation as crime against property</li> <li>● <b>Drug:</b> Any offense maintaining a UCR offense code 35A or 35B drug/narcotic offense</li> <li>● <b>Weapon:</b> Any offense maintaining a UCR offense code 520 weapon law violations.</li> <li>● <b>Crimes Against Society:</b> Any offense maintaining a UCR designation as a crime against society except if the victim was a person, property was taken, or listed as a code 35A, 35B, 90D, or 520.</li> <li>● <b>Traffic:</b> Any offense listed as traffic in UOR codes or listed as a UCR offense code 90D (DUI).</li> <li>● <b>Other:</b> Non-criminal offenses.</li> </ul>

		In the event that the statute defining charge severity for a given charge has changed during the course of the study period, the charge severity for a given admission is based on year of admission
Bail Amount	<p>Continuous and categorical variable</p> <ul style="list-style-type: none"> <li>• \$500 or less</li> <li>• \$501–\$1,000</li> <li>• \$1,001–\$2,500</li> <li>• \$2,501–\$5,000</li> <li>• <math>\geq</math>\$5,000.</li> </ul>	<p>Bail amount is the numeric value provided at the time of the data pull and generally represents the initial bail amount. LMDC does not have a standard practice of updating bail amounts as they are revised. When an individual is required to post bail for multiple cases, a composite bail amount was used. In instances where bail was present but the amount was listed as \$0, the amount was treated as missing data and removed from the analyses.</p> <p>All bail amounts are adjusted for 2019 dollars.</p>
Three-Year Jail Admission History	Continuous measure	Our three-year jail admission variable was created using a rolling-level variable for jail admission history, counting the number of times the person had been admitted within three years prior to any given admission date. A three-year benchmark was used because this is commonly used in recidivism research. Alper, Durose, and Markman (2018) found that 68% of released individuals from prison were rearrested within three years. <sup>44</sup>
Sex	<ul style="list-style-type: none"> <li>• Male</li> <li>• Female</li> </ul>	LMDC data provides an indicator for male or female. The dataset did not include data on other categories.
Age	<ul style="list-style-type: none"> <li>• 18-20</li> <li>• 21-24</li> <li>• 25-34</li> <li>• 35-49</li> <li>• 50-64</li> <li>• 65 +</li> </ul>	LMDC data provides an age and date of birth for all persons booked into jail. Age at the time of admission as used to create the age groups. LMDC does not house persons under 18 years old.
Race/Ethnicity	<ul style="list-style-type: none"> <li>• Non-Hispanic Black</li> <li>• Non-Hispanic White</li> <li>• Hispanic (all race)</li> <li>• Non-Hispanic Asian</li> <li>• Other or Unknown</li> </ul>	Categorization of race/ethnicity were based on available data at LMDC. Hispanic does not specify the race.

## APPENDIX B: CUMULATIVE BED DAYS BY YEAR

Part II of the report presented the cumulative bed days used by each variable (e.g., admission type, charge type, demographics). This appendix provides supplemental tables showing the cumulative bed days by each variable by year.

Table 32. Cumulative Bed Days for Top Charge Severity by Release Year

Top Charge Severity	Release Year									
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Violent Felony	264,516	298,961	326,750	321,669	318,471	326,295	311,057	391,699	413,058	336,640
Non-Violent Felony	332,319	338,273	357,054	373,860	404,840	391,906	401,879	481,034	494,265	431,160
Misdemeanor	216,439	218,985	217,552	202,129	172,495	152,930	119,893	118,145	105,725	84,894
Violation	15,435	20,447	15,589	14,793	12,553	14,198	17,612	18,838	9,765	9,269
Warrant	8,988	12,585	13,242	13,976	16,863	14,917	21,432	21,566	18,368	19,231
Other	16,077	15,463	18,507	20,827	24,345	15,359	15,512	14,764	15,058	15,866
Total	856,268	906,785	953,110	952,549	959,076	926,588	897,556	1,054,592	1,065,941	909,544
<b>Top Charge Category</b>										
Person	275,170	316,346	338,756	331,833	329,167	325,002	312,926	392,100	407,355	345,146
Property	251,676	258,755	288,350	292,856	311,233	323,521	308,225	355,862	366,076	310,365
Drug	116,518	113,986	101,472	119,622	124,291	116,363	118,525	145,010	146,884	120,008
Weapons	7,430	5,746	6,538	6,720	4,422	5,942	8,748	7,058	12,259	11,379
Society	169,948	174,570	177,525	156,598	147,970	116,202	106,896	109,734	89,993	82,470
Traffic	27,295	26,005	27,958	30,678	22,077	16,840	15,290	17,246	18,422	13,826
Other	5,737	9,306	8,095	8,947	10,407	11,735	16,775	19,036	15,250	13,866
Total	856,268	906,785	953,110	952,549	959,076	926,588	897,556	1,054,592	1,065,941	909,544

Table 33. Cumulative Bed Days for Release Type by Release Year

Release Type	Release Year									
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Pretrial Release, Bail	11,166	13,012	14,415	18,307	22,224	30,343	22,899	26,703	30,474	35,284
Pretrial Release	7,589	10,923	13,230	17,734	8,145	5,711	6,077	5,631	8,621	5,390
City/County sentenced release	22,039	18,071	25,830	29,398	22,545	25,187	34,683	38,551	38,599	32,818
State sentenced	261,612	270,018	270,787	160,238	176,547	156,384	128,608	124,064	84,591	52,059
Released to Probation	728	1,088	674	916	643	1,033	2,806	1,942	492	505
Release to Parole	2,588	1,749	1,361	1,398	2,384	2,863	3,938	1,912	6,398	6,329
Time served	231,362	248,188	249,241	246,453	231,066	182,198	153,285	161,363	149,198	150,261
Dismissed	851	1,292	924	1,323	1,408	956	620	1,071	891	653
Court Order	217,665	212,671	233,794	267,009	297,286	308,656	318,528	347,534	362,243	290,897
Other Agency Permanent Release	99,756	129,450	141,977	208,001	193,633	207,656	218,640	342,535	382,681	333,365
Other	1,198	764	1,084	2,232	3,943	6,002	8,346	4,263	2,664	2,202
Total	856,268	906,785	953,110	952,549	959,076	926,588	897,556	1,054,592	1,065,941	909,544

Table 34. Cumulative Bed Days for Bail Amount by Release Year

Bail Amount	Release Year									
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
\$500 or less	51,112	36,666	34,948	40,263	53,323	39,698	36,901	37,091	24,188	22,524
501–\$1,000	26,647	20,700	16,959	23,011	36,271	29,117	28,125	31,195	24,128	21,352
\$1,001–\$2,500	29,435	23,661	29,907	34,167	52,672	48,410	49,355	51,775	43,176	34,395
2,501–\$5,000	56,059	50,987	43,732	66,279	83,995	80,387	89,361	84,035	85,063	65,072
≥\$5,000	268,510	212,195	242,100	327,964	537,860	582,835	561,443	720,689	762,333	649,496
Total	856,268	906,785	953,110	952,549	959,076	926,588	897,556	1,054,592	1,065,941	909,544

Table 35. Cumulative Bed Days for Race/Ethnicity, Age, and Sex by Release Year

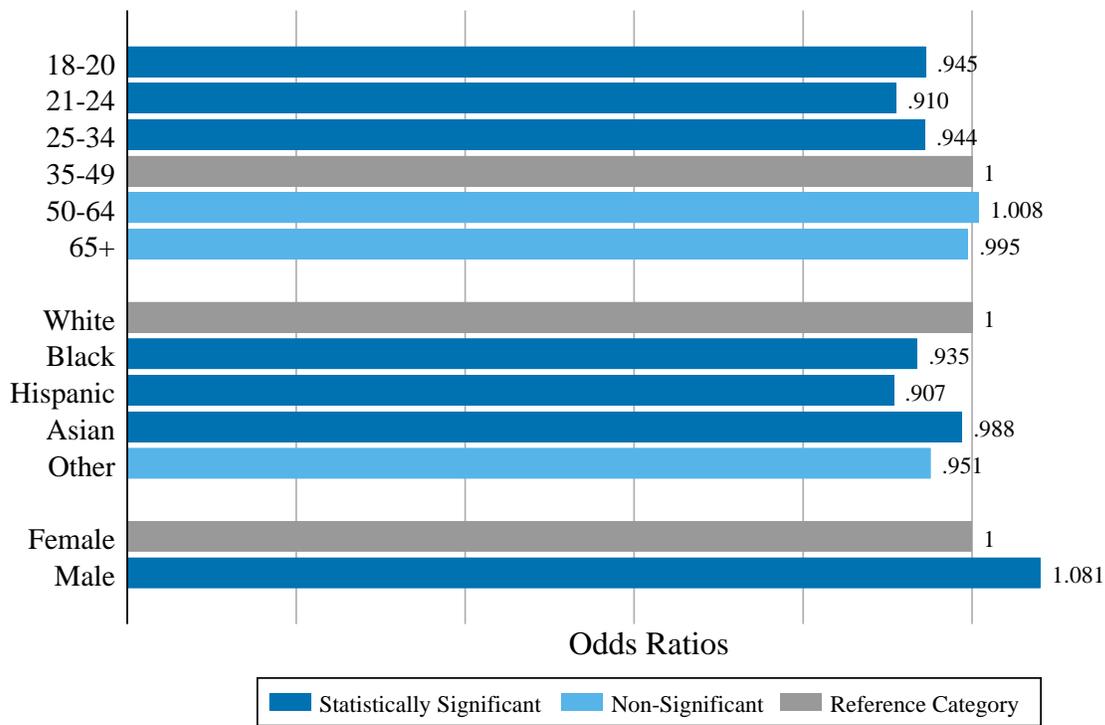
Race/Ethnicity	Release Year									
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Black	452,307	468,607	500,006	486,998	461,391	440,803	416,518	498,645	526,972	445,684
White	382,695	416,673	432,679	444,798	472,113	463,291	464,255	540,823	519,736	446,724
Hispanic	19,680	20,457	19,667	16,618	21,725	18,775	14,722	11,876	15,708	13,901
Asian	1,126	1,081	752	1,806	1,705	2,018	2,272	3,179	1,622	2,098
Other	746	408	213	2,789	2,890	2,102	663	1,046	2,814	1,356
Total	856,268	906,785	953,110	952,549	959,076	926,588	897,556	1,054,592	1,065,941	909,544
<b>Age</b>										
18-20	97,527	91,884	98,926	89,697	82,733	79,354	76,110	101,463	104,036	76,494
21-24	124,353	132,718	152,317	152,532	148,332	143,675	135,604	145,020	137,460	101,614
25-34	287,423	322,344	349,602	347,743	362,945	368,065	341,340	400,353	399,842	344,317
35-49	272,576	274,208	274,620	276,513	277,756	253,529	374,991	311,880	336,528	301,367
50-64	69,365	82,700	74,654	82,571	82,283	78,925	64,992	92,115	84,433	80,754
65+	5,310	3,372	3,198	3,953	5,775	3,441	5,393	4,738	4,553	5,217
Total	856,268	906,785	953,110	952,549	959,076	926,588	897,556	1,054,592	1,065,941	909,544
<b>Sex</b>										
Male	741,213	779,010	817,220	803,270	804,686	774,192	741,104	873,167	892,755	763,701
Female	115,341	128,216	136,097	149,739	155,138	152,797	157,326	182,402	174,097	146,062
Total	856,268	906,785	953,110	952,549	959,076	926,588	897,556	1,054,592	1,065,941	909,544

**APPENDIX C: PREDICTING LENGTH OF STAY**

The third research question examined the predictors of length of stay. In the main body of the report a logistic regression model examined the factors that predicted whether someone is more likely to spend more than 30 days in jail compared to less than 30 days. In addition to a 30-day model (Model 1), researchers also examined the factors that explain whether someone is more likely to spend 1 day in jail (Model 2) and whether someone is more likely to spend more than 90 days in jail (Model 3). The findings for Model 2 and Model 3 are presented in turn.

Figure 53 presents the logistic regression results for someone staying one day or more in jail by demographics (Model 2). Specifically, the report examines how age, race/ethnicity, and sex predicts the likelihood someone stays in jail for longer than 1 day. Starting with race/ethnicity, the results indicate that individuals who were Black (6% less likely), Hispanic (9% less likely), and Asian (1% less likely) were less likely to spend more than 1 day in jail compared with White individuals. Similarly, individuals ages 18-20, 21-24, and 25-34 were less likely to spend more than 1 day in jail compared to ages 35-49. Individuals ages 50-64 and 65 years and older were not statistically significant. Finally, men were 8% more likely to spend one day in jail compared to females.

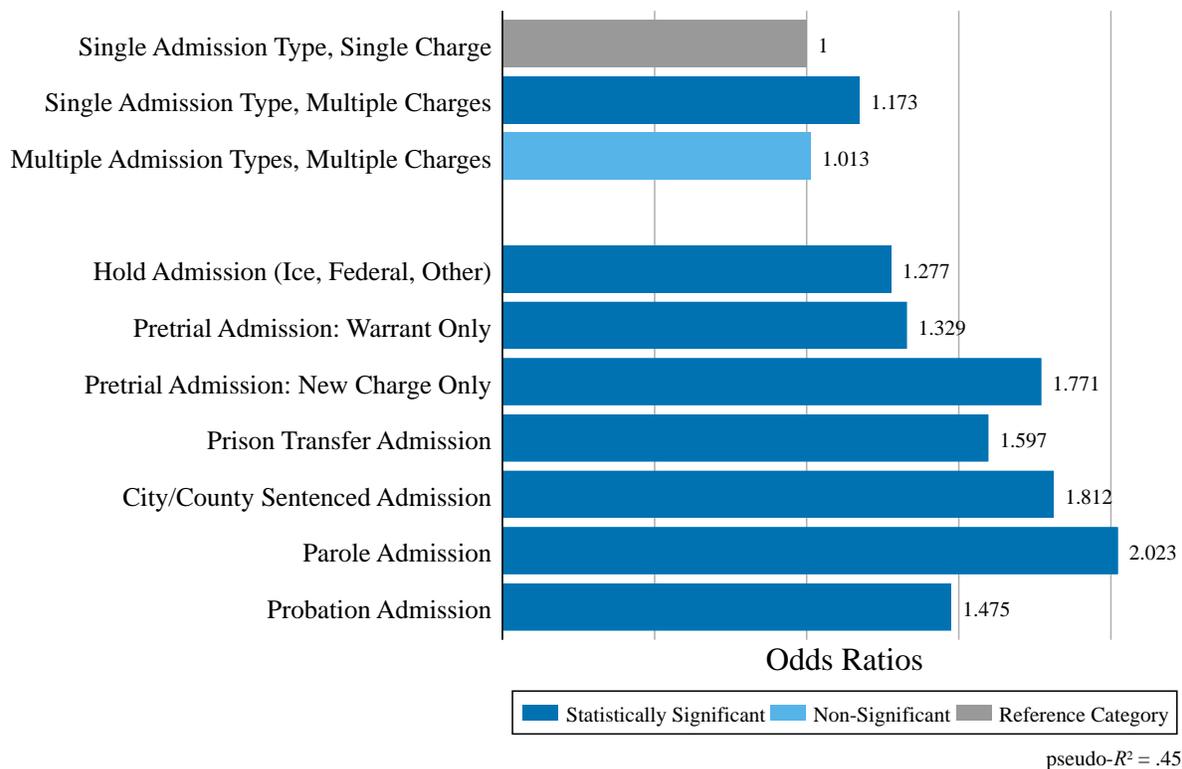
Figure 53: Predicting Lengths of Stay Over 1 Day: Demographics (n=356,030)



pseudo-R<sup>2</sup> = .45

Data Source: Louisville Metro Department of Corrections

Figure 54: Predicting Lengths of Stay Over 1 Day: Entrance Characteristics (n=356,030)



Data Source: Louisville Metro Department of Corrections

There were also substantial differences in length of stay across admission types. Figure 54 shows for all seven admission types, individuals were more likely to spend more than one day in jail. Recall, the analyses of admission types do not include a reference group, rather each type was dummy coded which allows for our analyses to account for when an admission type is single or in combination compared to all other possible admission types. Someone who is city/county sentenced were 81% more likely to spend over a day in jail compared to those who were not city/county sentenced. Admissions for pretrial new charge were 77% more likely to spend over a day in jail. Individuals who were admitted on a single admission type but with multiple charges were 73% more likely to spend a day or more in jail compared to individuals admitted on a single admission type and single charge. Admissions involving multiple admission types and multiple charges were not statistically significant.

There was also substantial variation in the length of stay among the release type group. Figure 55 shows individuals who were released from jail pretrial, with and without bail, were less likely to be detained for more than one day when compared with individuals who were released for time served. Similarly, individuals who were state sentenced/prison transfer, were released after serving a city/county sentence, or released to another agency permanently were less likely to stay more than one day in jail. Individuals released to parole or released by a court order were 18% and 11% more likely to stay longer than one day. The results also indicate that individuals released between 2011-2019 were more likely to spend one day or more days in jail compared to individuals released in 2010.

Figure 55: Predicting Lengths of Stay Over 1 Day: Release Type and Release Year (n=356,030)

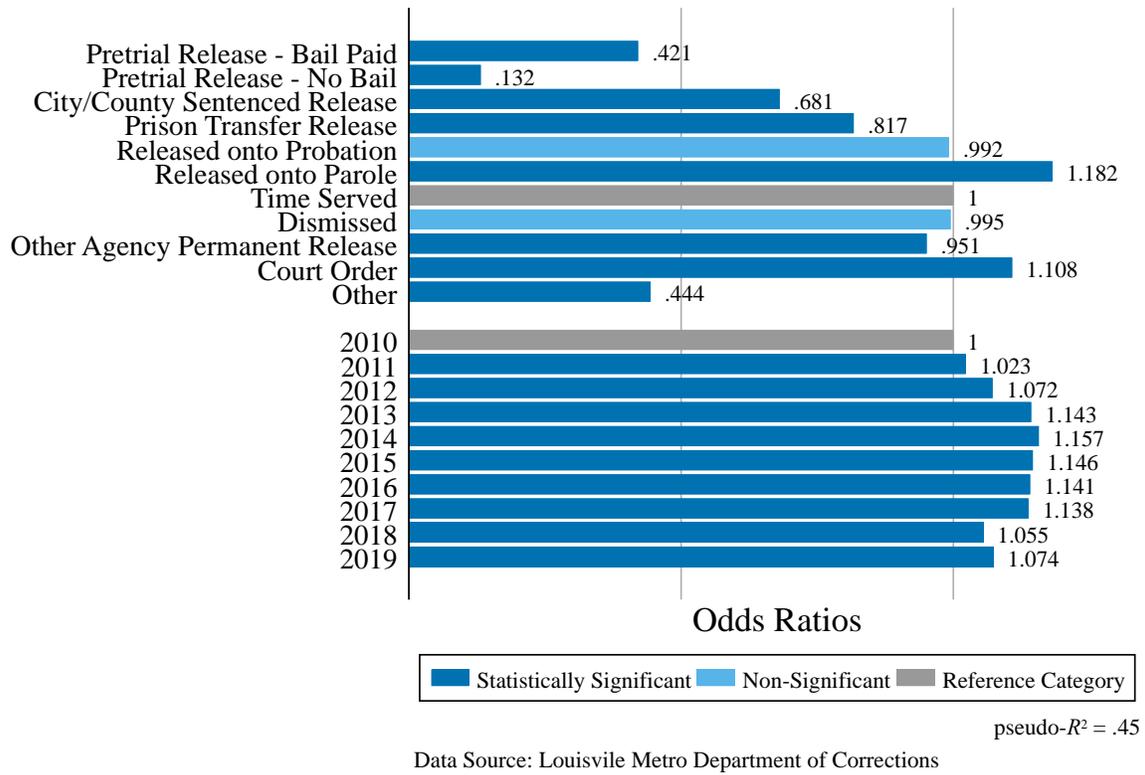


Figure 56: Predicting Lengths of Stay Over 1 Day: Charge Characteristics and Admission History (n=356,030)

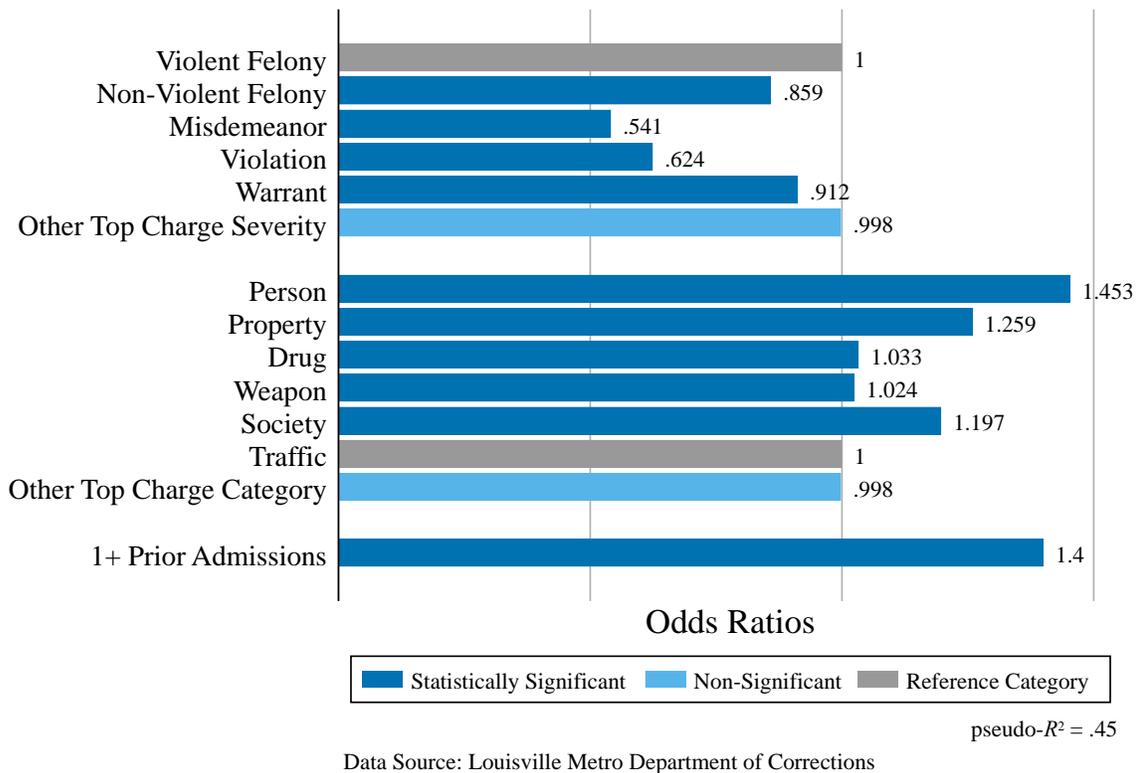


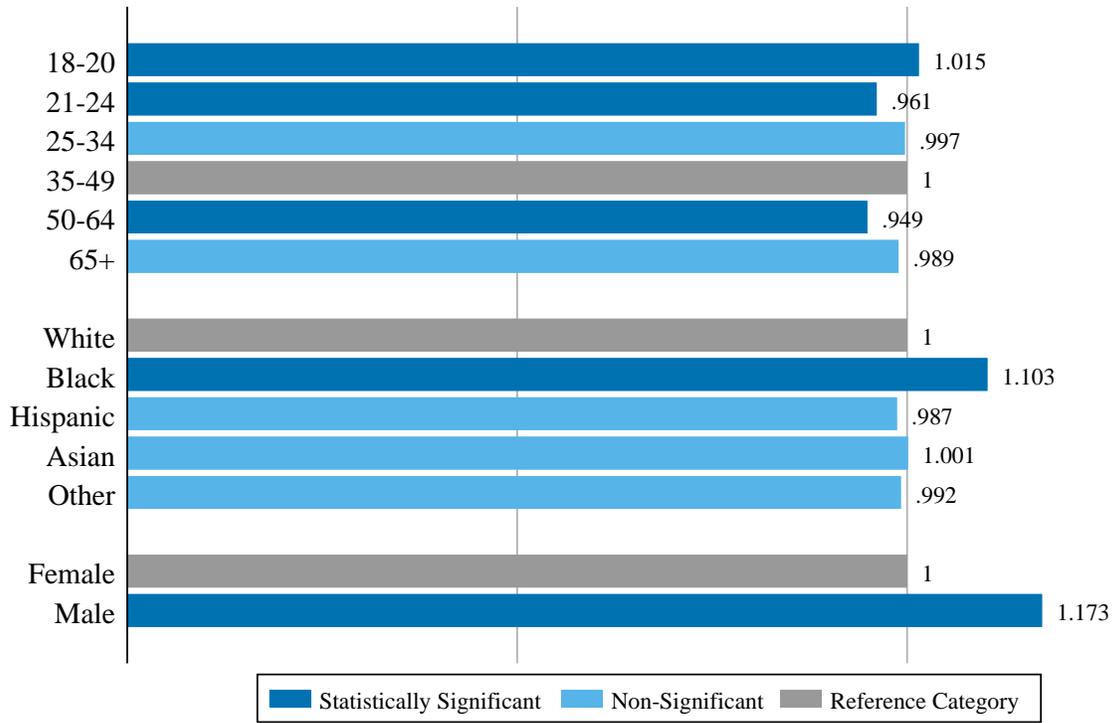
Figure 56 examines charge types and findings indicate that individuals charged with crimes against persons (45%), property offenses (26%), drug (3%), weapon (2%), and crimes against society offenses (20%) were more likely to spend over a day in jail compared to individuals charged with a traffic offense. Figure 56 also shows that when examining charge severity, individuals charged with a non-violent felony, misdemeanor, violation, or warrant were less likely to spend a day in jail compared to individuals charged with a felony.

Finally, the report examines the likelihood of longer lengths of stay among individuals with prior admissions, and this analysis suggests that individuals with more than one visit to jail in the past three years were more likely to stay in jail for more than one day, when compared to those individuals without prior admission to the jail.

The pseudo  $R^2$  for Model 2 is 0.45, indicating the model explains roughly 45% of the variability in lengths of stay. This model does the best job explaining length of stay compared to Model 1 (30 days; see Predicting Length of stay) and Model 3 (90 days).

Our final analyses examine the factors that explain why someone is more likely to spend 90 or more days in jail (Model 3). Figure 57 shows that Black individuals and males, are 10% and 17% more likely to spend more than 90 days in jail compared to White individuals and females. Similar to our first model (30-days in jail, being Asian, Hispanic, or "Other" is not statistically significant. The results also show that individuals ages 18-20 are more likely to spend 90 or more days in jail compared ages 35-49, whereas individuals ages 21-24 and 50-64 are less likely to spend 90 or more days in jail compared ages 35-49. Individuals ages 25-34 and 65 and older are not statistically significant.

Figure 57: Predicting Lengths of Stay Over 90 Days: Demographics (n=356,030)



pseudo-R<sup>2</sup> = .31

Data Source: Louisville Metro Department of Corrections

Figure 58: Predicting Lengths of Stay Over 90 Days: Entrance Characteristics (n=356,030)

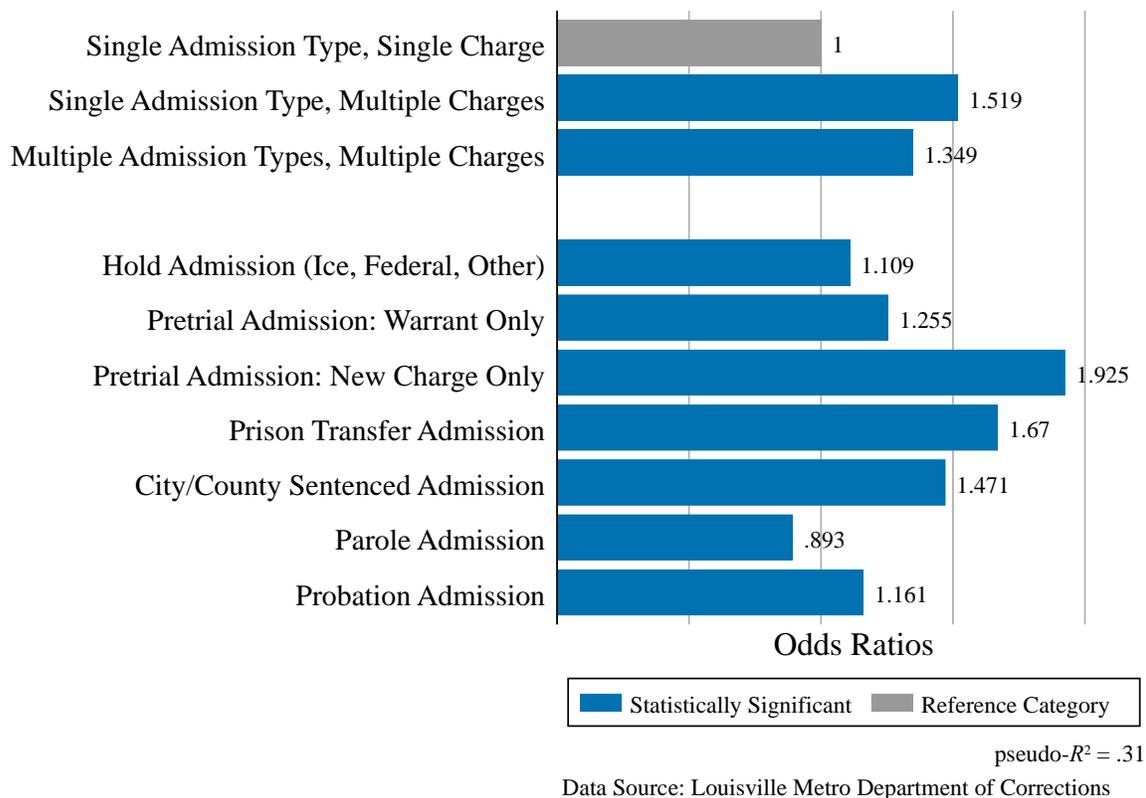


Figure 58 shows those who were admitted with a single admission type and multiple charges and those admitted on multiple admission types and multiple charges were 52% and 35%, respectively, more likely to spend 90 or more days in jail, compared to individuals admitted on a single admission type and single charge. When examining the different types of admissions, the results indicate that individuals with a hold, a warrant, new charge(s), state sentenced, city/county sentenced, and for probation were all more likely to spend 30 or more days in jail. Admissions for pretrial new charge were 93% more likely to spend 90 days in jail compared to those admitted for other reasons. Unlike Model 1 (30 days), individuals admitted on parole charges were less likely to spend 90 days in jail.

For the effect of release type on length of stay (Figure 59), results indicate several similarities to Model 1. Individuals released pretrial (with or without bail), for a city/county sentence, to probation, to parole, on a dismissal, on a permanent release to other agencies, or on a court order were less likely to spend 90 or more days in jail compared to individuals released on time served. Unlike Model 1, individuals transferred to prison were statistically significant and less likely to spend 90 or more days in jail. The results also indicate that individuals released between 2011-2019 were more likely to spend more than 90 days in jail compared to individuals released in 2010.

In terms of charge types (Figure 60), individuals booked for person, property, weapon, and crimes against society were more likely to serve more than 90 days in jail compared to individuals charged with a traffic offense. Individuals charged with a drug and “other” offense were not statistically significant. For charge severity, individuals charged with a non-violent felony, misdemeanor, violation, warrant, or other offense were less likely to serve 90 or more days in jail compared to individuals charged with a felony.

Figure 59: Predicting Lengths of Stay Over 90 Days: Release Type and Release Year (n=356,030)

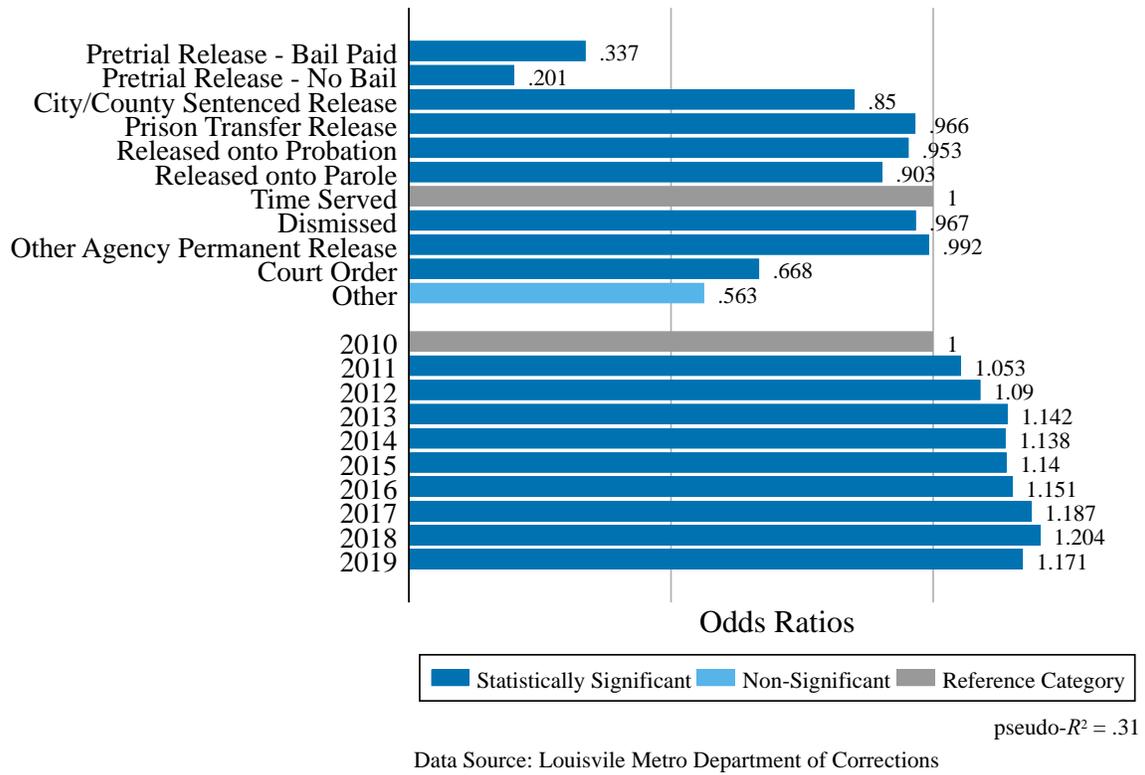
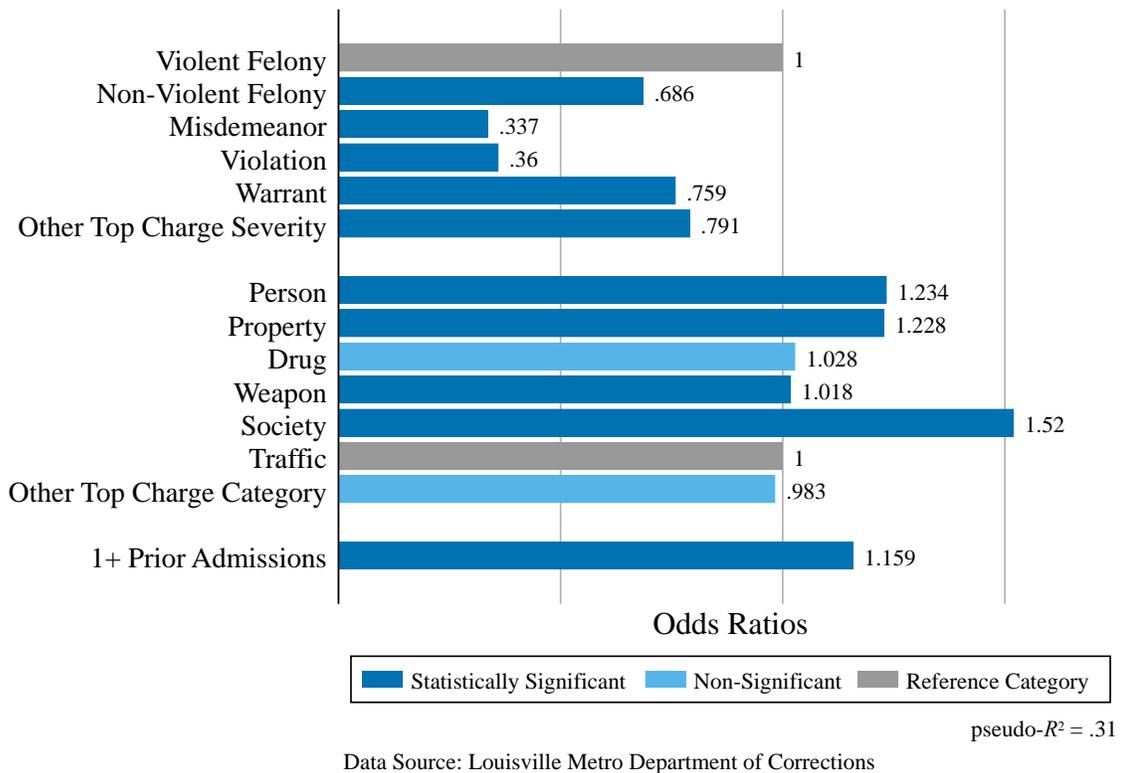


Figure 60: Predicting Lengths of Stay Over 90 Days: Charge Characteristics and Admission History (n=356,030)



Finally, individuals who had been admitted to jail one or more times during the past three years were 16% more likely to spend more than 90 days in jail, when compared to those who did not return to jail multiple times. The pseudo  $R^2$  for Model 3 is 0.31, indicating the model explains roughly 31% of the variability in lengths of stay. This model did the poorest job of explaining length of stay compared to Model 1 (30 days) and Model 2 (1 day).

## ENDNOTES

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- <sup>3</sup> Vera Institute of Justice. (2021, June 15). *What jails cost - Kentucky*. <https://www.vera.org/publications/what-jails-cost-statewide/kentucky>
- <sup>4</sup> Vera Institute of Justice. (2021, June 15). *Kentucky – Jefferson County*. <https://www.vera.org/publications/what-jails-cost-statewide/kentucky/jefferson-county>
- <sup>5</sup> Brennan Center for Justice. *Reducing jail and prison populations during the Covid-19 pandemic*. Washington, DC. <https://www.brennancenter.org/our-work/research-reports/reducing-jail-and-prison-populations-during-covid-19-pandemic>
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- <sup>8</sup> Lynch, M. (2011). Mass incarceration, legal change, and locale. *Criminology & Public Policy*, 10, 673-698.
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- <sup>10</sup> Zeng, Z., & Minton, T.D. (2021). *Jail inmates in 2019*. Washington, DC: Bureau of Justice Statistics. <https://www.bjs.gov/content/pub/pdf/ji19.pdf>
- <sup>11</sup> Reaves, B. A. (2013). *Felony defendants in large urban counties, 2009*. Washington, DC: U.S. Department of Justice. <https://bjs.ojp.gov/content/pub/pdf/fdluc09.pdf>
- <sup>12</sup> Smith, P. Z. (1993). *Felony defendants in large urban counties, 1990*. Washington, DC: Bureau of Justice Statistics.
- <sup>13</sup> Subramanian, R., Delaney, R., Roberts, S., Fishman, N., & McGarry, P. (2015). *Incarceration’s front door: The misuse of jails in America*. New York: Vera Institute of Justice. [https://www.vera.org/downloads/publications/incarcerations-front-door-report\\_02.pdf](https://www.vera.org/downloads/publications/incarcerations-front-door-report_02.pdf)
- <sup>14</sup> Zeng, Z., & Minton, T.D. (2021). *Jail inmates in 2019*. Washington, DC: Bureau of Justice Statistics. <https://www.bjs.gov/content/pub/pdf/ji19.pdf>
- <sup>15</sup> U.S. Census Bureau. (2019). Population Estimates, July 1, 2019 (V2019) – Jefferson County, Kentucky [data table]. *Quick Facts*. <https://www.census.gov/quickfacts/jeffersoncountykentucky>
- <sup>16</sup> Louisville Metro Department of Corrections. (2020). *Fact Sheet – Data from 2019* [fact sheet]. <https://louisvilleky.gov/document/factsheet2019pdf>
- <sup>17</sup> Number of police agencies obtained from the Federal Bureau of Investigation’s police employment data which is self-reported by law enforcement agencies. The employment data lists 28 agencies for Jefferson County; however, only 25 were active during the study period. Further, not all 25 agencies were operational for the entire study period. For instance, Middletown Police Department was formed in 2018 while Hurstbourne Acres Police Department stopped operating in 2013. You can view police employment data by visiting <https://crime-data-explorer.app.cloud.gov/officers/state/kentucky/pe>.
- <sup>18</sup> While several municipalities have their own law enforcement agency, Jefferson County Sheriff’s Office, Shively, St. Matthews, and Jeffersontown account for most arrests. Slocum, L.A., Schaefer, B. P., Torres, L., Huebner, B. M., Hughes, T. (2020). *Warrant enforcement in Louisville Metro and the City of St. Louis from 2006-2019: A cross-site analysis*. [https://datacollaborativeforjustice.org/wp-content/uploads/2020/12/2020\\_Warrants\\_Louisville\\_St.-Louis\\_FINAL-1.pdf](https://datacollaborativeforjustice.org/wp-content/uploads/2020/12/2020_Warrants_Louisville_St.-Louis_FINAL-1.pdf)
- <sup>19</sup> For further information on the responsibilities of Kentucky District Courts please visit <https://kycourts.gov/Courts/District-Court/Pages/default.aspx>
- <sup>20</sup> For more information on the responsibilities of Kentucky Circuit Courts please visit <https://kycourts.gov/Courts/Circuit-Court/Pages/default.aspx>
- <sup>21</sup> For further information on the Jail Policy Committee please visit <https://louisvilleky.gov/government/criminal-justice-commission/jail-policy-committee>
- <sup>22</sup> National Conference of State Legislatures. (n.d.). *Public safety and offender accountability Act (HB463): Justice reinvestment summary*. <https://www.ncsl.org/documents/nalfo/JusticeReinvestmentMikeMullins.pdf>
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- <sup>24</sup> Norton, J., & Schept, J. (2019). *Keeping the lights on: Incarcerating the Bluegrass State*. New York: Vera Institute of Justice. <https://www.vera.org/in-our-backyards-stories/keeping-the-lights-on>
- <sup>25</sup> Louisville Metro Department of Corrections, *Fact Sheet – Data from 2019*

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- <sup>26</sup> Louisville Metro Department of Corrections, *Fact Sheet – Data from 2019*
- <sup>27</sup> Norton & Schept, “*Keeping the lights on: Incarcerating the Bluegrass State*”
- <sup>28</sup> Legislative Research Commission. (2017) Adopted 2016, Revised 2017. *State inmates housed in county jails in Kentucky: Research Report No. 430*. <https://apps.legislature.ky.gov/lrc/publications/ResearchReports/RR430.pdf>
- <sup>29</sup> Cheves, J. (2019, August 21). ‘Someone thought this was a good idea.’ Why so many state prisoners are in local jails. *Lexington Herald Leader*. <https://www.kentucky.com/news/local/watchdog/article231897248.html>
- <sup>30</sup> Cheves, “‘Someone thought this was a good idea.’ Why so many state prisoners are in local jails.” *Lexington Herald Leader*. <https://www.kentucky.com/news/local/watchdog/article231897248.html>
- <sup>31</sup> See the Jail Policy Committee meeting minutes where the number of state inmates transferred out of LMDC is discussed. <https://louisvilleky.gov/criminal-justice-commission/document/jail-policy-meeting-summary-2019-november>
- <sup>32</sup> Kentucky Bar Association. (2018). *Spotlight CLE: Who stays and who goes home – How does Kentucky’s system for pretrial release operate and is it working for us*. [https://cdn.ymaws.com/www.kybar.org/resource/resmgr/2018\\_convention/materials/pretrial\\_release.pdf](https://cdn.ymaws.com/www.kybar.org/resource/resmgr/2018_convention/materials/pretrial_release.pdf)
- <sup>33</sup> Kenning, C. (2020, September 26). Meet the groups bailing protesters nationwide from jail. They’re demanding bail reform. <https://www.enterpriseneews.com/story/news/2020/09/26/meet-groups-bailing-protesters-nationwide-from-jail-theyre-demanding-bail-reform/42889011/>
- <sup>34</sup> See Jail Policy Committee meeting minutes where the Bail Project is discussed. <https://louisvilleky.gov/criminal-justice-commission/document/jail-policy-meeting-summary-2018-march>
- <sup>35</sup> See Jail Policy Committee meeting minutes where the Bail Project is discussed. <https://louisvilleky.gov/criminal-justice-commission/document/jail-policy-meeting-summary-2020-january>
- <sup>36</sup> See Jail Policy Committee meeting minutes where the JPC priorities is discussed. <https://louisvilleky.gov/criminal-justice-commission/document/jail-policy-meeting-summary-2018-december>
- <sup>37</sup> See Jail Policy Committee meeting minutes where the warrant purge is discussed. <https://louisvilleky.gov/criminal-justice-commission/document/jail-policy-meeting-summary-2018-december>
- <sup>38</sup> See Jail Policy Committee meeting minutes where the arraignment court initiative is discussed. <https://louisvilleky.gov/criminal-justice-commission/document/jail-policy-meeting-summary-2018-december>
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- <sup>42</sup> See the Jail Policy Committee meeting minutes where the jail population is discussed <https://louisvilleky.gov/criminal-justice-commission/document/jail-policy-meeting-packet-12621-revised>
- <sup>43</sup> See the Jail Policy Committee meeting minutes where reductions in enforcement are discussed <https://louisvilleky.gov/criminal-justice-commission/document/jail-policy-meeting-packet-12621-revised>
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