

Technical Appendices

Assessing the Impact of Bail on California's Jail Population

June 2013

Sonya M. Tafoya

Contents

Appendix A Calculation of Average County Bail Levels

Appendix B Estimating the Impact of Bail on the Unsentenced Jail Population

Appendix C Supplementary Tables on 2012 Bail Levels by County

Appendix A:

Calculation of Average County Bail Levels

Average county bail level is a measure calculated to characterize the general bail level of each county. The calculations were done by taking the scheduled bail amounts for 16 of the most common offenses in California and weighting them by their frequency in the 2009 Offender Based Transaction System data to create an overall average. The 2009 OBTS data are for felony arrests associated with a final disposition in 2009. The final disposition can occur at the law enforcement, the prosecution, or the court level. In the OBTS, only the most serious felony is selected for inclusion in the data, even if the offender was arrested on multiple charges. Table A1 lists the offenses and the weight applied to each offense. The frequencies represent the final disposition frequencies in 2009 for each offense regardless of the year in which the arrest occurred.

The analysis makes the following assumptions: (1) the statewide frequency distribution of offenses has been stable from 2002 to 2010; (2) the 2009 distribution is representative of the period from 2002 to 2010; and (3) the 2009 statewide distribution is a good approximation of each county distribution over this period.

TABLE A1
Offenses and weights

Code	Code Section	Description	Weight
Health & Safety	11377(a)	Possession of a controlled substance	0.160
Penal	459	Burglary (1st degree)	0.145
Health & Safety	11350(a)	Possession of narcotics/controlled substance	0.133
Penal	273.5(a)	Infliction of corporal injury: spouse/cohabitant	0.097
Penal	245(A)(1)	Force/assault with a deadly weapon not firearm: great bodily injury	0.069
Penal	211	Robbery (1st degree)	0.048
Penal	422	Criminal threats	0.043
Penal	666	Petty theft with priors jail:spec ofns	0.042
Penal	496(A)	Receive known stolen property \$400+	0.042
Vehicle	10851(A)	Vehicle theft	0.041
Health & Safety	11352(A)	Transport/sell narcotics/controlled substance	0.038
Health & Safety	11359	Possession of marijuana for sale	0.036
Penal	487(A)	Grand theft: \$/labor/property \$400+	0.033
Health & Safety	11378	Possession of a controlled substance for sale	0.027
Penal	273A(A)	Child cruelty:pos inj/dth	0.023
Health & Safety	11360(A)	Sell marijuana	0.023

SOURCE: Offender Based Transaction Statistics (OBTS), 2009.

NOTES: Where degree was not specified (burglary and robbery), the first-degree offense was used. For drug offenses, the scheduled bail amount associated with smallest specified quantity was used in the calculations of average bail. Because counties do not use a standard set of drug weights and measures, bail amounts for drug offenses are not strictly comparable.

The Superior Courts of 54 of the state’s 58 counties, all but Trinity, Sutter, Alpine, and Tuolumne, were able to provide 2012 Annual Bail Schedules containing adequate information for calculation of average bail. Twelve counties were able to provide their historical annual bail schedules for the trend analysis: Los Angeles, San Bernardino, Riverside, San Diego, Orange, Marin, Alameda, Solano, Tulare, San Mateo, San Luis Obispo, and Contra Costa. Table A2 illustrates how the demographic and economic characteristics of this 12-county sample (which includes two-thirds of the state’s population) compare with the state as a whole. The table reports both a population-weighted average and an unweighted average for the 12 counties. By key measures (age profile, race and ethnic breakdown, share foreign-born, education, employment, household income, and other economic indicators), the 12-county average—and particularly the population-weighted average—is representative of the state.

TABLE A2
Demographic and economic profile of 12-county sample relative to California statewide characteristics

Characteristic	California	12-county population-weighted average	12-county average (unweighted)
Age			
under 18	24.6%	24.5%	24.8%
over 65	11.7%	11.5%	11.7%
Race/Ethnicity			
White	74%	72%	74%
Black	7%	6%	7%
AI/NA	2%	1%	2%
Asian	14%	15%	13%
H/PI	1%	1%	1%
Multiracial	4%	4%	4%
Hispanic	38%	35%	34%
White non-Hispanic	40%	40%	44%
Nativity			
Foreign born	27%	26%	25%
Education			
HS graduate+	81%	81%	83%
Bachelor’s degree+	30%	31%	32%
Income and economy			
Individual income	\$29,188	\$29,374	\$32,038
Household income	\$60,883	\$62,008	\$66,568
Poverty status	13.7%	13.4%	12.2%
Unemployment rate	11.3%	11.2%	10.6%
Home value	\$458,500	\$497,291	\$512,817
Urbanicity			
Population residing in urban area*	95%	98%	95%
Population			
Percent state population	100%	66.6%	66.6%

SOURCE: Author’s calculations of U.S. Census, Bureau State & County Quick Facts 2010, and 2010 Census, Percent Urban and Rural in 2010 by State and County.

* An urban area is a densely developed residential, commercial, or other nonresidential area. The Census Bureau identifies two types of urban areas: “urbanized areas” of 50,000 or more people, and “urban clusters” of at least 2,500 and less than 50,000 people. Data table containing percent urban and rural in 2010 by state and county available at www.census.gov/geo/reference/ua/urban-rural-2010.html.

Table A3 shows the average annual percentage of unsentenced inmates and the number of unsentenced inmates per 100,000 residents for the state and for the 12-county sample over the period from 2002 to 2012, and Table A4 presents the per-county information on unsentenced inmates per 100,000 residents for these 12 counties. Again, this group of counties appears largely representative of the state as a whole, although the number of unsentenced inmates per 100,000 residents is generally somewhat higher in other counties.

TABLE A3
State and 12-county comparison of unsentenced share of ADP and the number unsentenced/100,000 residents

Year	Unsentenced share of ADP			Number unsentenced per 100,000 residents		
	State	12-county population-weighted average	12-county average (unweighted)	State	12-county population-weighted average	12-county average (unweighted)
2002	63	61	62	152	126	132
2003	65	66	66	155	130	134
2004	66	68	68	157	134	138
2005	67	69	69	166	140	142
2006	67	69	69	168	141	143
2007	68	69	69	168	144	146
2008	68	69	69	163	142	144
2009	68	67	68	162	136	142
2010	71	70	71	156	129	136
2011	70	70	70	152	121	130
2012	63	61	61	149	114	125

SOURCE: Author's calculations of Jail Profile Survey January 2002 to June 2012.

TABLE A4
Number unsentenced jail inmates/100,000 residents

	2002	2003	2004	2005	2006	2007	2008	2009	2010
Alameda	204	212	217	214	216	226	241	240	227
San Bernardino	203	208	209	211	208	213	211	223	226
Solano	187	187	192	195	201	206	190	177	166
Tulare	181	192	188	201	202	189	179	175	167
Riverside	133	134	137	141	145	158	140	132	121
Contra Costa	124	101	108	109	103	107	105	128	120
Los Angeles	117	122	127	136	136	136	135	122	111
San Diego	101	105	114	116	112	112	111	107	99
Marin	100	102	101	115	106	104	101	97	90
Orange	90	94	102	108	118	128	124	115	113
San Mateo	73	79	81	79	85	88	101	100	102
San Luis Obispo	68	71	79	84	89	89	87	90	95

SOURCE: Author's calculations of Jail Profile Survey January 2002 to December 2010.

Appendix B: Estimating the Impact of Bail on the Unsentenced Jail Population

The impact of bail on the unsentenced jail population was estimated using a series of ordinary least squares regression models. The models were estimated separately for two measures of the unsentenced jail population: (1) the number of unsentenced jail inmates/100,000 residents, and (2) the share of ADP that is unsentenced. Tables B1–B4 show regression results for measure (1) the number of unsentenced jail inmates/100,000 residents, and Tables B5–B8 for measure (2) the share of ADP that is unsentenced.

Data come from the 12-county sample described in Technical Appendix A. Results of this analysis provide the “statewide effect” of average bail on the unsentenced jail population to the extent that these counties represent the state as a whole. In order to determine whether the more populous counties, especially Los Angeles, were driving the results, the models were estimated for both measure of unsentenced jail population using data that was: (a) population-weighted with Los Angeles included; (b) population-weighted with Los Angeles excluded; (c) unweighted with Los Angeles included; and (d) unweighted with Los Angeles excluded.

The independent variable of interest is the average bail amount. Other variables include the total crime rate, ADP/capacity (the ratio of average annual ADP to rated capacity), the total number of emergency releases /100,000 residents, and county dummy variables. In the regression tables (B1–B8) model 5 is the preferred specification that includes all of these controls. Table B9 presents summary statistics for the data first with Los Angeles included then with Los Angeles excluded. Figure B10 presents the relationship between the percent unsentenced jail inmates and average county bail levels, and Figure B11 the relationship between the number of unsentenced jail inmates/100,000 residents and average county bail levels. In each of these figures data for Los Angeles are highlighted.

TABLE B1

Population-weighted regression results, dependent variable: number of unsentenced jail inmates/100,000 residents, L.A. included

	Model 1	Model 2	Model 3	Model 4	Model 5
Average bail amount	-.3163882 (.8055506)	.2761425 (.776855)	1.078013 (.7032717)	.6546217 (.6579139)	.7295602*** (.2317983)
Total crime rate		.0390411*** (.0080321)	.0353387*** (.0067927)	.0315464*** (.0069066)	.001365 (.0043062)
ADP/capacity			-72.85238*** (20.20372)	-66.7398*** (16.39087)	57.75801*** (16.59956)
Total releases per 100,000 population				.2602645*** (.0841509)	.2063509*** (.072705)
County fixed effects	excluded	excluded	excluded	excluded	included
Constant	146.1805	33.26425	100.922	105.4488	151.4102
Observations	98	98	98	98	98
R-square	0.0038	0.2574	0.3869	0.4689	0.9678

SOURCE: Authors' calculations of Jail Profile Survey January 2002–June 2012 and Annual County Bail Schedules.

NOTE: Robust standard errors in parentheses, *** p<0.01, ** p<0.05, * p<0.10.

TABLE B2

Population-weighted regression results, dependent variable: number of unsentenced jail inmates/100,000 residents, L.A. excluded

	Model 1	Model 2	Model 3	Model 4	Model 5
Average bail amount	.0779877 (.9302107)	1.875133*** (.6108231)	1.881692*** (.6034454)	1.456685** (.6547309)	.3171737 (.2205639)
Total crime rate		.0618309*** (.0067075)	.0579963*** (.0073128)	.0500061*** (.0094496)	.0017743 (.005028)
ADP/capacity			-20.18598 (25.81925)	-33.0585 (26.00453)	77.87757*** (16.36431)
Total releases per 100,000 population				.1641495* (.0904713)	.0523452** (.0242576)
County fixed effects	excluded	excluded	Excluded	excluded	included
Constant	140.1148	-56.63505	-26.93728	10.05243	140.7938
Observations	89	89	89	89	89
R-square	.0002	0.4785	0.4821	0.5109	0.9776

SOURCE: Authors' calculations of Jail Profile Survey and Annual County Bail Schedules.

NOTE: Robust standard errors in parentheses, *** p<0.01, ** p<0.05, * p<0.10.

TABLE B3

Unweighted regression results, dependent variable: number of unsentenced jail inmates/100,000 residents, L.A. included

	Model 1	Model 2	Model 3	Model 4	Model 5
Average bail (thousands)	-1.105964* (.5944725)	-.1487047 (.4535549)	-.031385 (.4698953)	-.5492973 (.4351868)	.2464813 (.2020207)
Total crime rate		.0543472*** (.0060882)	.0531645*** (.0062139)	.043194*** (.0059451)	.0011595 (.0037772)
ADP/capacity			-18.86281 (19.63997)	-23.65127 (17.66236)	68.27291*** (14.15922)
Total releases per 100,000 population				.3216758*** (.0662278)	.1293904** (.053051)
County fixed effects	excluded	excluded	Excluded	excluded	included
Constant	172.8386	20.38281	38.6584	68.16565	152.6295
Observations	98	98	98	98	98
R-square	0.0348	0.4751	0.4802	0.5675	0.9749

SOURCE: Author's calculations of Jail Profile Survey and Annual County Bail Schedules.

NOTE: Robust standard errors in parentheses, *** p<0.01, ** p<0.05, * p<0.10.

TABLE B4

Unweighted regression results, dependent variable: number of unsentenced jail inmates/100,000 residents, L.A. excluded

	Model 1	Model 2	Model 3	Model 4	Model 5
Average bail (thousands)	-1.06008 (.6479336)	.2285066 (.4821752)	.2018041 (.4874777)	-.3541429 (.4666874)	.149471 (.2149478)
Total crime rate		.0585552*** (.0063352)	.0597236*** (.0068072)	.0482676*** (.0068275)	.0011123 (.0042125)
ADP/capacity			11.69532 24.19367	-4.496042 (22.52376)	75.05212*** 15.69507
Total releases per 100,000 population				.2916761*** (.0704876)	.0991862* .056294
County fixed effects	excluded	excluded	Excluded	excluded	included
Constant	172.1215	2.510815	-10.77986	34.73965	148.7825
Observations	89	89	89	89	89
R-square	0.0298	0.5133	0.5146	0.5968	0.9766

SOURCE: Author's calculations of Jail Profile Survey and Annual County Bail Schedules.

NOTE: Robust standard errors in parentheses, *** p<0.01, ** p<0.05, * p<0.10.

TABLE B5

Population-weighted regression results, dependent variable: number unsentenced/total average daily jail population, L.A. included

	Model 1	Model 2	Model 3	Model 4	Model 5
Average bail (thousands)	-0.000 (0.002)	0.001 (0.001)	0.003*** (0.001)	0.003*** (0.001)	0.004*** (0.001)
Total crime rate		0.000*** (0.000)	0.000*** (0.000)	0.000*** (0.000)	-0.000 (0.000)
ADP/capacity			-0.172*** (0.055)	-0.174*** (0.056)	-0.175* (0.094)
Total releases/100,000 population				-0.000 (0.000)	0.001** (0.000)
County fixed effects	excluded	excluded	excluded	excluded	included
Constant	0.696*** (0.050)	0.426*** (0.071)	0.585*** (0.091)	0.583*** (0.093)	0.916*** (0.126)
Observations	98	98	98	98	98
R-squared	0.001	0.244	0.364	0.367	0.825

SOURCE: Authors' calculations of Jail Profile Survey and Annual County Bail Schedules.

NOTE: Robust standard errors in parentheses, *** p<0.01, ** p<0.05, * p<0.10.

TABLE B6

Population-weighted regression results, dependent variable: number unsentenced/total average daily jail population, L.A. excluded

	Model 1	Model 2	Model 3	Model 4	Model 5
Average bail (thousands)	-0.002 (0.002)	0.001 (0.002)	0.001 (0.001)	0.001 (0.001)	0.001 (0.001)
Total crime rate		0.000*** (0.000)	0.000** (0.000)	0.000** (0.000)	-0.000** (0.000)
ADP/capacity			-0.332*** (0.054)	-0.330*** (0.056)	-0.025 (0.091)
Total releases/100,000 population				-0.000 (0.000)	0.000 (0.000)
County fixed effects	excluded	excluded	excluded	excluded	included
Constant	0.736*** (0.062)	0.375*** (0.081)	0.864*** (0.116)	0.859*** (0.123)	0.960*** (0.109)
Observations	89	89	89	89	89
R-squared	0.025	0.311	0.487	0.488	0.874

SOURCE: Authors' calculations of Jail Profile Survey and Annual County Bail Schedules.

NOTE: Robust standard errors in parentheses, *** p<0.01, ** p<0.05, * p<0.10.

TABLE B7

Unweighted regression results, dependent variable: number unsentenced/total average daily jail population, L.A. included

	Model 1	Model 2	Model 3	Model 4	Model 5
Average bail (thousands)	-0.004** (0.002)	-0.003* (0.002)	-0.002 (0.002)	-0.001 (0.002)	0.002 (0.001)
Total crime rate		0.000*** (0.000)	0.000** (0.000)	0.000*** (0.000)	-0.000* (0.000)
ADP/capacity			-0.155** (0.065)	-0.150** (0.065)	-0.181** (0.080)
Total releases/100,000 population				-0.000 (0.000)	0.001 (0.000)
County fixed effects	excluded	excluded	excluded	excluded	included
Constant	0.790*** (0.048)	0.619*** (0.074)	0.769*** (0.096)	0.741*** (0.098)	1.022*** (0.102)
Observations	98	98	98	98	98
R-squared	0.059	0.138	0.187	0.201	0.886

SOURCE: Authors' calculations of Jail Profile Survey and Annual County Bail Schedules.

NOTE: Robust standard errors in parentheses, *** p<0.01, ** p<0.05, * p<0.10.

TABLE B8

Unweighted regression results, dependent variable: number unsentenced/total average daily jail population, L.A. excluded

	Model 1	Model 2	Model 3	Model 4	Model 5
Average bail (thousands)	-0.004** (0.002)	-0.003* (0.002)	-0.003 (0.002)	-0.002 (0.002)	0.001 (0.001)
Total crime rate		0.000*** (0.000)	0.000 (0.000)	0.000* (0.000)	-0.000* (0.000)
ADP/capacity			-0.246*** (0.080)	-0.234*** (0.082)	-0.156* (0.088)
Total releases/100,000 population				-0.000 (0.000)	0.000 (0.000)
County fixed effects	excluded	excluded	excluded	excluded	included
Constant	0.803*** (0.050)	0.631*** (0.080)	0.910*** (0.119)	0.876*** (0.126)	1.041*** (0.113)
Observations	89	89	89	89	89
R-squared	0.074	0.146	0.230	0.237	0.894

SOURCE: Authors' calculations of Jail Profile Survey and Annual County Bail Schedules.

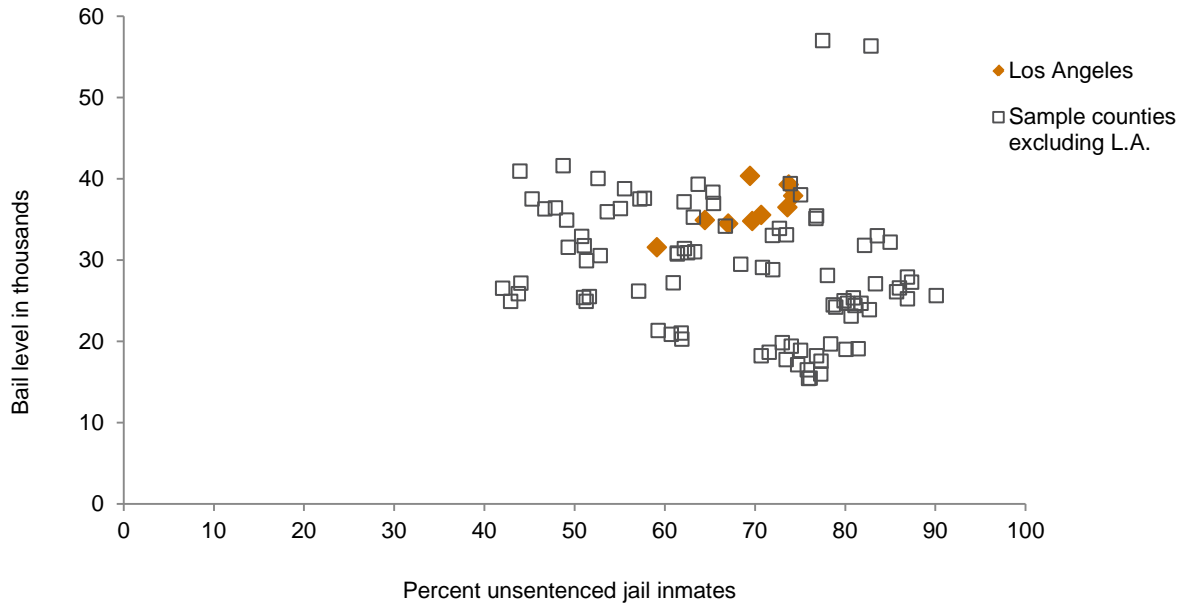
NOTE: Robust standard errors in parentheses, *** p<0.01, ** p<0.05, * p<0.10.

Table B9
Sample characteristics

	Pre-AB109 2002–2010 L.A. included	Pre-AB109 2002–2010 L.A excluded
Average bail (thousands)		
mean	29.54	28.88
std deviation	8.12	8.19
minimum	15.44	15.44
maximum	57.02	57.02
Total crime rate		
mean	2287.98	2266.95
std deviation	623.92	641.97
minimum	1037.33	1307.33
maximum	3716.05	3716.05
ADP/capacity		
mean	1.01	.98
std deviation	.20	.18
minimum	.71	.71
maximum	1.44	1.44
Number releases per 100,000 residents		
mean	43.52	43.96
std deviation	54.70	57.02
minimum	0	0
maximum	196.57	196.57
Share unsentenced		
mean	.669	.670
std deviation	.130	.126
minimum	.420	.420
maximum	.900	.900
Number unsentenced per 100,000 residents		
mean	140.92	139.74
std deviation	50.27	48.34
minimum	67.80	67.80
maximum	241.34	241.34

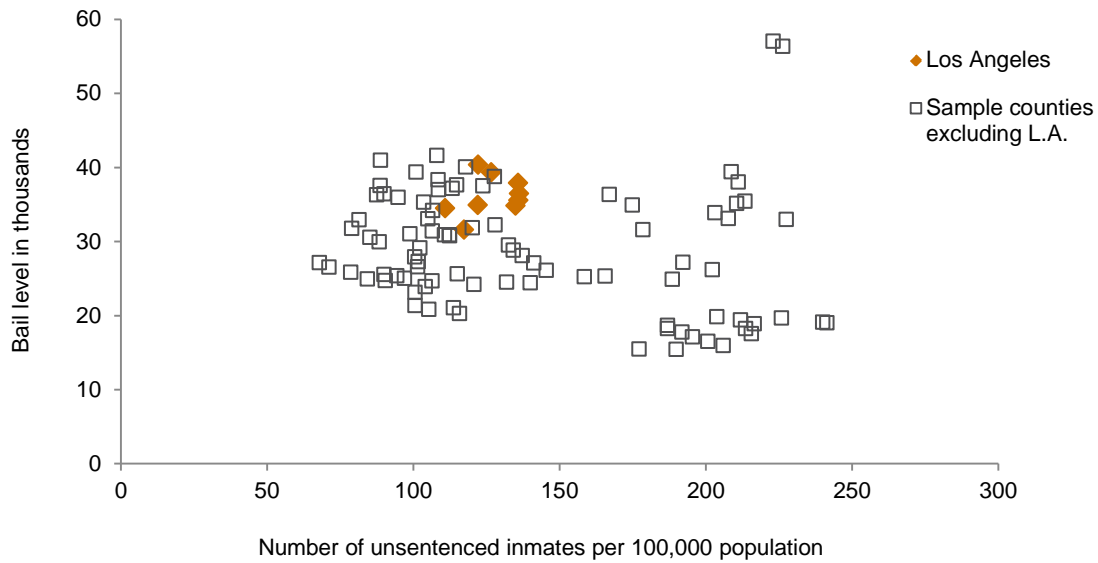
SOURCE: Author's calculations of Jail Profile Survey January 2002–December 2010 and Annual County Bail Schedules.

FIGURE B10
Relationship between percent unsentenced jail inmates and average county bail levels (2002–2010)



SOURCE: Author's calculations of Jail Profile Survey January 2002–December 2010 and Annual County Bail Schedules.

FIGURE B11
Relationship between number of unsentenced jail inmates/100,000 residents and average county bail levels (2002–2010)



SOURCE: Author's calculations of Jail Profile Survey January 2002–December 2010 and Annual County Bail Schedules.

Appendix C: Supplementary Tables on 2012 Bail Levels by County

TABLE C1
Average bail is not closely related to median income or total crime rates

County	Average bail (\$)	Median household income (\$)	Total crime rate
Napa	63,781	61,179	1403
San Bernardino	53,656	51,017	2196
San Francisco	45,397	69,354	1937
San Joaquin	43,875	50,376	3383
Mariposa	43,837	42,175	1556
Humboldt	43,418	39,526	2084
Tulare	36,639	40,599	2452
Sierra	36,212	45,060	1510
Plumas	35,790	44,923	1594
Orange	35,392	72,046	1307
Yuba	34,144	43,299	2220
Inyo	33,823	44,928	1228
San Luis Obispo	33,454	53,877	1423
Imperial	33,227	36,898	2042
Los Angeles	32,849	52,239	1969
Mono	32,849	48,758	1796
Stanislaus	32,432	44,287	2711
San Diego	32,405	59,290	1664
Calaveras	32,377	50,599	1813
Merced	31,449	40,016	2554
Alameda	31,417	67,295	2864
Amador	30,814	51,553	1642
Lake	30,782	35,882	2142
Santa Barbara	30,427	59,494	1506
Yolo	29,957	50,174	1688
El Dorado	29,408	61,970	1372
Tehama	28,879	37,297	1742
Ventura	28,685	74,019	1070
Mendocino	28,382	41,236	1560
Butte	28,152	39,208	1688
San Mateo	27,912	81,378	1351
Sacramento	27,569	52,236	2516
Placer	27,514	69,581	1418
Del Norte	27,301	35,598	2383
Contra Costa	27,203	74,241	2257

TABLE C1 (continued)

County	Average bail (\$)	Median household income (\$)	Total crime rate
San Benito	26,567	62,618	1484
Siskiyou	25,696	35,175	1418
Glenn	25,071	40,221	1600
Marin	24,742	78,470	1320
Kings	24,723	48,319	1591
Santa Clara	24,565	84,741	1522
Solano	24,139	63,090	2359
Monterey	23,526	52,746	1925
Colusa	23,004	47,469	1726
Sonoma	21,115	60,792	1166
Shasta	20,642	41,796	2375
Fresno	19,821	42,572	3388
Madera	19,654	44,795	2382
Riverside	19,068	52,491	2068
Nevada	18,787	53,833	1173
Kern	18,546	44,903	2902
Modoc	15,651	34,654	1419
Santa Cruz	14,993	61,228	2245
Lassen	14,824	47,938	1143

SOURCES: Author’s calculation of average county bail from 2012 annual bail schedules (all counties except Trinity, Sutter, Alpine and Tuolumne). Estimated median household income from Small Area Income and Poverty Estimates, U.S. Census Bureau 2011. Total crime rate from monthly county level crime data from the Attorney General’s Division of California Justice Information Services 2010–2011.

NOTE: Correlation between average bail and median household income $r=.021$, $n=54$, correlation between average bail and total crime rate $r=.026$, $n=54$.

TABLE C2

Average bail is not closely related to the number of unsentenced inmates/100,000 resident or the share of ADP that is unsentenced

County	Average bail (\$)	Unsentenced inmates /100,000 residents	Share of ADP that is unsentenced
Napa	63,781	122	66
San Bernardino	53,656	199	77
San Francisco	45,397	160	84
San Joaquin	43,875	118	65
Mariposa	43,837	99	50
Humboldt	43,418	192	69
Tulare	36,639	185	53
Sierra	36,212	32	37
Plumas	35,790	110	54
Orange	35,392	115	52
Yuba	34,144	455	79
Inyo	33,823	148	43
San Luis Obispo	33,454	117	52
Imperial	33,227	187	70
Los Angeles	32,849	97	57
Mono	32,849	93	53
Stanislaus	32,432	169	77
San Diego	32,405	90	54
Calaveras	32,377	115	75
Merced	31,449	209	84
Alameda	31,417	151	70
Amador	30,814	151	56
Lake	30,782	234	52
Santa Barbara	30,427	155	69
Yolo	29,957	130	61
El Dorado	29,408	95	49
Tehama	28,879	185	60
Ventura	28,685	115	63
Mendocino	28,382	172	60
Butte	28,152	196	74
San Mateo	27,912	85	62
Sacramento	27,569	156	55
Placer	27,514	107	66
Del Norte	27,301	181	55
Contra Costa	27,203	107	74
San Benito	26,567	147	62
Siskiyou	25,696	161	78
Glenn	25,071	254	74
Marin	24,742	87	77
Kings	24,723	168	54

TABLE C2 (continued)

County	Average bail (\$)	Unsentenced inmates /100,000 residents	Share of ADP that is unsentenced
Santa Clara	24,565	137	70
Solano	24,139	150	73
Monterey	23,526	185	71
Colusa	23,004	176	60
Sonoma	21,115	100	47
Shasta	20,642	97	76
Fresno	19,821	175	70
Madera	19,654	194	69
Riverside	19,068	115	66
Nevada	18,787	118	61
Kern	18,546	215	72
Modoc	15,651	130	56
Santa Cruz	14,993	89	59
Lassen	14,824	142	48

SOURCE: Author's calculation of average county bail from 2012 annual bail schedules (all counties except Trinity, Sutter, Alpine, and Tuolumne), and Jail Profile Survey, January 2002–June 2012.

NOTES: Correlation between average bail and number of unsentenced inmates/100,000 residents: $r=.048$, $n=54$. Correlation between average bail and share of ADP that is unsentenced: $r=.030$, $n=54$.



PPIC

PUBLIC POLICY
INSTITUTE OF CALIFORNIA

The Public Policy Institute of California is dedicated to informing and improving public policy in California through independent, objective, nonpartisan research on major economic, social, and political issues. The institute's goal is to raise public awareness and to give elected representatives and other decisionmakers a more informed basis for developing policies and programs.

The institute's research focuses on the underlying forces shaping California's future, cutting across a wide range of public policy concerns, including economic development, education, environment and resources, governance, population, public finance, and social and health policy.

PPIC is a private operating foundation. It does not take or support positions on any ballot measures or on any local, state, or federal legislation, nor does it endorse, support, or oppose any political parties or candidates for public office. PPIC was established in 1994 with an endowment from William R. Hewlett.

Mark Baldassare is President and Chief Executive Officer of PPIC.

Gary K. Hart is Chair of the Board of Directors.

Short sections of text, not to exceed three paragraphs, may be quoted without written permission provided that full attribution is given to the source.

Research publications reflect the views of the authors and do not necessarily reflect the views of the staff, officers, or Board of Directors of the Public Policy Institute of California.

Copyright © 2013 Public Policy Institute of California

All rights reserved.

San Francisco, CA

PUBLIC POLICY INSTITUTE OF CALIFORNIA
500 Washington Street, Suite 600
San Francisco, California 94111
phone: 415.291.4400
fax: 415.291.4401
www.ppic.org

PPIC SACRAMENTO CENTER
Senator Office Building
1121 L Street, Suite 801
Sacramento, California 95814
phone: 916.440.1120
fax: 916.440.1121