

Data-Driven Approach to Protecting Public Safety, Improving and Expanding Rehabilitative Treatment and Services, and Advancing Equity Through Alternatives to Incarceration

Third Interim Report

October 14, 2022

SANDAG

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Executive Summary

Introduction

On October 19, 2021, the San Diego County Board of Supervisors directed County staff to issue a Request for Proposals (RFP) entitled “A Data Driven Approach to Protecting Public Safety, Improving and Expanding Rehabilitative Treatment and Services, and Advancing Equity through Alternatives to Incarceration: Building on Lessons Learned during the COVID-19 Pandemic.” As noted in this Board item, “mass incarceration disproportionately impacts the poor, homeless, mentally ill, and people of color and does not make us safer.” Through a competitive process, the Criminal Justice Research Division (CJRD) of SANDAG was selected to serve as the independent evaluator on this effort.

On March 15, 2022, SANDAG staff [presented](#) on the [Preliminary Report](#) for the project to the San Diego County Board of Supervisors, which included an overview of the goals, methodologies, and timeline. The [Initial Interim Report](#) was later [presented](#) to the Board of Supervisors on May 24, 2022. This Initial Interim Report provided an overview of community outreach efforts; described policy drivers of decreased incarceration rates and how the incarcerated population changed during the pandemic; and presented recent crime statistics for the region. A [Second Interim Report](#), which focused on the results of the ATI Community Survey that was conducted in Spring 2022 and four Community Forums that were held in June and July, was completed on July 29, 2022. **This Third Interim Report provides an overview of changes to the research design, summarizes key findings and progress to date, and presents new data and information for three of the research questions.**

Research Question Status and Completed Activities

The research design for this project, as initially described in the [Preliminary Report](#), has been updated, incorporating feedback from the ATI Advisory Group, Working Group, and the realities of data availability. The 15 research questions that are the focus of this study as directed by the Board of Supervisors and their status as of this report, are described in Table ES 1. As this table shows, six questions have been answered, five have been partially answered to date, and four are in the process of being completed. **The focus of this report is to provide an update on the status of each of the research questions, summarize the data completed to date, and provide more detail on the research methodology.**

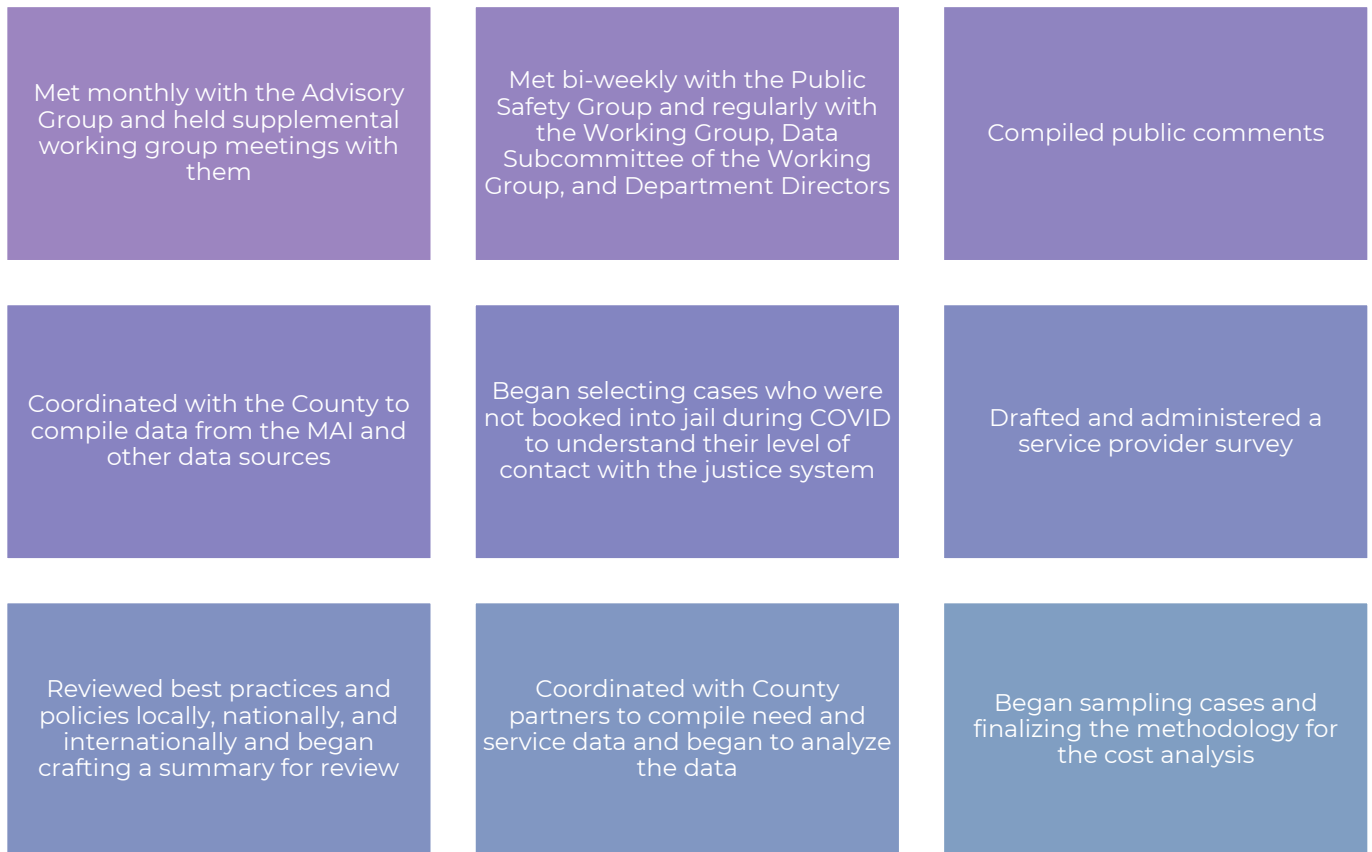
Table ES 1 RESEARCH QUESTION STATUS			
Status ●=Completed ◐=Partially Completed ○=In Process	Question Number(s)	Question	Report
●	1, 2	How the jail population changed pre-COVID to during COVID	Initial Interim
●	3	How has length of detention varied	Initial Interim
◐	4	What are the mental and behavioral health needs of the jail population	Initial Interim, Draft Comprehensive, Final
●	5	What percent of the detention population has received County-funded treatment	Initial Interim, Third Interim
●	6	What are the policy drivers of reduced incarceration rates and how have crime rates varied	Initial Interim
○	7	Level of contact with law enforcement for those not booked into jail during COVID	Draft Comprehensive, Final
●	8	What are the opinions and perceptions of partners and stakeholders	Second Interim
◐	9	What recommendations for policy change are being made	Second Interim, Draft Comprehensive, Final
○	10	What services are available in the County for those at-risk of incarceration	Draft Comprehensive, Final
◐	11	What needs do those at risk of incarceration have	Second Interim, Draft Comprehensive, Final
◐	12	What are gaps and barriers to service delivery for at risk of incarceration	Second Interim, Draft Comprehensive, Final
◐	13	What are best practices for alternatives to incarceration	Third Interim, Draft Comprehensive, Final
○	14	What savings would be realized by having fewer individuals incarcerated in 1, 5, 10, and 20 years	Draft Comprehensive, Final
○	15	What costs would be associated with providing needed services in the community in 1, 5, 10, and 20 years	Draft Comprehensive, Final

NOTE: The Draft Final Report will be completed December 2022. The Comprehensive Final Report will be completed March 2023.
SOURCE: SANDAG

In addition, Figure ES 1 highlights the activities that have been completed since the [Second Interim Report](#). These include close collaboration and communication with


the Advisory Group and Working Group, coordination with County agencies to ensure the validity and reliability of data in the Multi-Agency Interface (MAI) database,¹ compiling best practice literature, and finalizing the research design for the cost analysis and the analysis to track ongoing contact with the justice system for individuals not booked into jail during COVID.

Figure ES 1
ATI PROJECT ACTIVITIES SINCE SECOND INTERIM REPORT



SOURCE: SANDAG

¹ The MAI is a County of San Diego database that includes consistently updated data from the Sheriff's Department, District Attorney, Probation, and Behavioral Health Services.

Please note that new data, updates, comments, and methodologies are identified in  this report with this icon.

Upcoming Timelines

As described in this Third Interim Report, the focus for the next three months, prior to the preparation of the Draft Comprehensive Report (to be completed December 2022), will be on analyzing data to understand the level of continued contact of those not booked into detention during the COVID-19 period; compiling data and conducting the cost analysis of detention versus alternatives to incarceration; finalizing the service gap analysis that will consider the needs of the population, service availability and barriers to service; refining the best practices literature review; and preparing to conduct two additional Community Forums. The Final Comprehensive Report will be completed in March 2023.

Introduction and Project Background

On October 19, 2021, the San Diego County Board of Supervisors directed County staff to issue a Request for Proposals (RFP) entitled “A Data Driven Approach to Protecting Public Safety, Improving and Expanding Rehabilitative Treatment and Services, and Advancing Equity through Alternatives to Incarceration: Building on Lessons Learned during the COVID-19 Pandemic.” As noted in this Board item, “mass incarceration disproportionately impacts the poor, homeless, mentally ill, and people of color and does not make us safer.”

The Criminal Justice Research Division (CJRD) of SANDAG responded to this RFP and signed a contract with the County of San Diego on January 21, 2022, to serve as the independent contractor on this effort. In this role, SANDAG is analyzing data and seeking community input to identify the primary drivers of reduced incarceration rates during COVID-19, disaggregating the populations affected, analyzing outcomes associated with these short-term changes in incarceration policy, and recommending policy changes that will reduce jail populations safely and permanently, with the overarching goal of better protecting public safety with alternatives to incarceration.

On March 15, 2022, SANDAG staff [presented](#) on the [Preliminary Report](#) for the project to the San Diego County Board of Supervisors, which included an overview of the goals, methodologies, and timeline. The [Initial Interim Report](#) was later [presented](#) to the Board of Supervisors on May 24, 2022. This Initial Interim Report provided an overview of community outreach efforts; described policy drivers of decreased incarceration rates and how the incarcerated population changed during the pandemic; and presented recent crime statistics for the region. A [Second Interim Report](#), which focused on the results of the ATI Community Survey that was conducted in Spring 2022 and four Community Forums that were held in June and July, was completed on July 29, 2022.

All information related to this project is posted to www.SANDAG.org/ATIStudy. Between February 23, 2022, and October 3, 2022, there have been 11,430 page views, up from 2,801 as of April 30, 2022.

Advisory Group Update

As described in the [Initial Interim Report](#), SANDAG invited San Diego County residents to apply to be on the ATI Advisory Group on February 24, 2022. A total of 88 applications were received and reviewed. Recommendations for the Advisory Group were made by a Selection Committee composed of seven individuals not directly working on this project. Their recommendations were aggregated and 14 individuals were selected for inclusion on the Advisory Group on March 28, 2022: Charlene Autolino, Laila Aziz, Lon Chhay, Dr. Andrea Dauber-Griffin, Manuel Enriquez, Dr. Darwin Fishman, Anthony Gonzales, Betsy Jacobson, Martin Leyva, Niki Martinez, Bill Payne, Jackie Reed, Wehtahnah Tucker, and Reginald Washington.

Since then, an orientation was held for the members on April 1, 2022, and April 4, 2022, and five public meetings have been held on Zoom in April, May, July, August, and September. For each of these meetings, the agenda, PowerPoint that was presented, video recording, and minutes have been posted at www.sandag.org/ATIStudy. No meeting was held in June, as Advisory Group members were instead encouraged to attend at least one of the four Community Forums that were held.

~ NEW ~

Topics at the Advisory Group meetings have included an overview of upcoming evaluation components and recent research results. In each meeting, time was also allotted to provide the group the opportunity to have open discussion and sharing. Members of the Advisory Group have expressed concern and questioned if their feedback will make a difference. SANDAG has communicated its commitment to sharing their input, including agreeing to add an addendum to this report and upcoming ones where they can directly share their input on the study findings. Some members have also expressed frustration regarding the scope of the current study (i.e., wanting to explore areas outside what was requested by the Board of Supervisors), as well as some of the study parameters that have been directed by the Working Group. While the study design is set (and cannot be expanded to consider other topics such as the effect of bias in policing or bail reform at this time), recommendations for future research will be included in the final report for this project. In addition, the October Advisory Group meeting will be a joint one with the Working Group, where an open discussion regarding study decisions will be held.

Following their concerns and at the request of the Advisory Group, SANDAG facilitated the creation of four Subgroups for members of the Advisory Group to have the opportunity for a more direct voice in this project. Four Subgroups were formed based on discussions and trends derived from the Community Survey and Community Forums: Best Practices, Disparities, Future Research, and Law Enforcement. SANDAG staff coordinated a total of eight meetings which included participation by 12 of the 14 Advisory Group members. Some topics discussed in the initial round of subgroup meetings included practices that would have been beneficial prior to one's most recent arrest incident, successful social enterprises

(e.g., Delancey Street) that may serve as good models for San Diego County, disparities created by systemic issues in existing practices and programs, barriers to implementing changes in the local criminal justice system, and aspects of ATI that fall outside of the scope of the current project.

After the first eight subgroup meetings, the Advisory Group and SANDAG agreed that these Subgroups would function more efficiently if they were condensed into two groups: Best Practices/Future Research and Disparities/Law Enforcement. After the subgroups were merged, one meeting was held with each group and discussions were focused on outlining potential recommendations the Advisory Group may include in an addendum to SANDAG's final report. To further the conversations surrounding potential recommendations of the Advisory Group, the Advisory Group will have the opportunity to share its ideas and insights with the Working Group in the October meeting that was previously mentioned.

Working Group Update

In addition to working with the Advisory Group, SANDAG has also met regularly (average of three to four meetings per month) with the Public Safety Group (PSG), a project Working Group (that was formed by the County prior to the beginning of this study), a Data Subcommittee of the Working Group, as well as intercept subcommittees of the Working Group. As described on [the project page](#), the Working Group is composed of representatives from the District Attorney, local law enforcement agencies, Health and Human Services, Office of Equity and Racial Justice, Probation, Public Defender, Public Safety Group, San Diego City Attorney, San Diego Superior Court, and the Sheriff's Department.

Because the Working Group includes members whose data SANDAG utilizes for project analyses, the recommendations of the Working Group have been incorporated into the revised research design, as conversations with those members have partially informed the data availability for Goals 2, 3, and 4, which are described in the next section.

Revised Research Design and Project Status

Goal 1:

Produce a data-driven analysis on how the use of jails changed from pre-COVID-19 versus during COVID-19, with a focus on identifying policy interventions that would cost effectively, safely, and permanently reduce the San Diego jail populations.

To address this goal, data have been analyzed to answer five research questions:

- 1. How did the jail population change between January 1, 2018, and December 31, 2021, in terms of highest booking charge (i.e., felony/misdemeanor), charge type (i.e., violent, property, alcohol/drugs, quality of life, other), demographic characteristics (e.g., gender, race/ethnicity, age), geographically, and assessed need (e.g., housing status, mental health, substance use)? (SOW 3.1 and 3.5.5)²***

The answer to this research question was presented in the [Initial Interim Report](#) and included data on highest booking charge, charge type, and demographic characteristics. In addition, a geographic analysis was conducted with a proxy measure, looking at the change in bookings by local law enforcement agencies pre- and during the pandemic. The question of assessed need was also answered with proxy measures due to the confidentiality of individual assessment information from jail records. As a result, the ability to tie need to other characteristics of an individual was limited.

Some of the key findings from these analyses which were previously [presented](#) include:

- Jail bookings dropped by 42% pre-COVID (January 2018 to February 2020, when there was a monthly mean of 6,644 bookings) to during COVID (March 2020 to December 2021, when there was a monthly mean of 3,826 bookings).
- A greater proportion of jail bookings during COVID were for felonies (59%, compared to 46% pre-COVID) and violent offenses (32% versus 22%), and a smaller proportion was booked for a drug offense (16% versus 27%) and a warrant (21% versus 29%).
- The most common booking charges both pre-COVID and during COVID include disorderly conduct involving drugs/alcohol, possession of a non-

² To ensure that all of the required elements described in the Scope of Work (SOW) for this project are included, reference is made throughout this Interim Report to the SOW item as possible.

narcotic drug, driving under the influence, being under the influence, domestic violence, and battery on a significant other.

- A slightly greater percentage of males were booked during COVID, compared to pre-COVID, and the median age was slightly lower. In addition, a greater proportion of individuals of color were booked during COVID, compared to pre-COVID.
- During COVID, 31% of the population of detention facilities were associated with an arrest made by the San Diego Police Department and 25% by the San Diego County Sheriff's Department; other agencies made up >1% to 8% of those booked. There was slight variation in these percentages compared to pre-COVID.

2. How did the proportion of the jail population that was detained pretrial status, sentenced, or in custody on supervision violations, holds, or other statuses vary over time and by race/ethnicity? (SOW 3.5.2)

Because the data available for analysis are dynamic and constantly updated as an individual's status in the system changes, this analysis as originally requested could not be conducted. As a proxy, historical data provided by the San Diego County Sheriff's Department to the Board of State and Community Corrections (BSCC) were shared with SANDAG for analysis and presented in the [Initial Interim Report](#). Specifically:

- Pre-COVID, 91% of those housed in Sheriff's Department detention facilities were for felonies. This increased to 97% during COVID.
- The greatest decrease pre-COVID to during COVID in those housed in Sheriff's detention facilities was in the number of sentenced misdemeanors (-88% from 275 to 33), followed by unsentenced misdemeanors (-59% from 250 to 103), and sentenced felonies (-47% from 2,339 to 1,249). Unsentenced felonies decreased the least (-5% from 2,704 to 2,556).

3. How did the length of detention vary over time and by other factors available for analysis (e.g., booking charge, booking reason, mental health status, and race/ethnicity)? (SOW 3.5.3)

Findings from the initial analysis of length of detention by booking charge and race/ethnicity were included in the [Initial Interim Report](#).

- The mean and median lengths of stay for violent, drug, weapon, and other types of charges decreased pre-COVID to during COVID. For property offenses, the mean length of stay decreased, but the median stayed the same.

- The mean and median lengths of stay by an individual's race/ethnicity were significantly different, with individuals identified as Black having significantly longer lengths of stay. As described to the [Board of Supervisors](#) during an update on the project, an individual's highest booking charge varied both pre-COVID and during COVID by an individual's race/ethnicity. Specifically, White individuals were less likely to be booked for a violent offense and more likely to be booked for a drug offense, Black individuals were less likely to be booked for a drug offense and more likely than Whites to be booked for a violent offense, and Hispanic individuals were less likely than Whites to be booked for a drug offense and more likely to be booked for an "other" offense. Logistic regression models were run to account for variance associated with differences in length of detention when one accounts for race/ethnicity and type of charge, but these factors only predict 9% of the variance. These results will be shared with the Working Group and Advisory Group in the coming months for discussion, and the results will be included in the Draft Final Report.

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4. What are the assessed mental and behavioral health needs (including substance use and mental health acuity level) of individuals in custody and how have they varied over time, by booking charge, booking reason, and race/ethnicity? (SOW 3.5.3)

Data presented in the [Initial Interim Report](#) included statistics compiled by SANDAG through the Substance Abuse Monitoring (SAM) program, as well as other statistics submitted by the San Diego County Sheriff's Department to the state. Some highlights of the information previously presented include:

- The majority of individuals booked into jail test positive for at least one substance (regardless of booking reason), around one in three report some type of mental health issue, and more than two in three report ever experiencing homelessness. While drug use and mental health issues were not related to an individual's gender, age, or primary charge, those booked for a property offense appeared to be more likely to have a history of housing instability.
- According to statistics from the San Diego Sheriff's Department, the need for mental health care services during COVID did not decline to the same degree as the number of bookings did.

5. What type of county-funded behavioral health services (e.g., mental health and substance use) did detained individuals receive within the 18-month period prior to their first incarceration (as identified through data analyses) and how was this related to later justice system involvement? How did receipt of services relate to an individual's race/ethnicity? (SOW 3.5.4)

Preliminary analyses to answer this question were included in the [Initial Interim Report](#) and involved comparing the 87,823 individuals booked pre-COVID and the 32,457 during COVID and determining what percentage received County-funded treatment during the 18 months prior. Findings included:

- Of the individuals booked pre-COVID, 16%³ had received County-funded treatment in the 18 months prior. Of these individuals, 66% had received mental health treatment only, 20% received substance use treatment only, and 14% received both.
- Of the individuals booked during COVID, 11% had received County-funded treatment in the 18 months prior. Of these individuals, 79% had received mental health treatment only, 12% received substance use treatment only, and 9% received both.
- Pre-COVID, those individuals who were booked more than once were significantly more likely to have received treatment (67%), compared to those only booked once (39%). This same pattern was observed during COVID, with 32% of those booked more than once having received treatment, compared to 14% of those only booked once.

~ NEW ~

Since previously reporting these findings, additional analyses comparing these percentages by an individual's race/ethnicity have been conducted. When interpreting these statistics, it is important to note that receiving services from Behavioral Health Services (BHS) is not a direct indicator of need, meaning individuals who may have the need but have not been assessed, will not be included. Further, it is possible that even if the need has been identified, an individual has not been successfully engaged in treatment, or alternatively, that the individual has received services through some other way, such as a privately funded organization, which would not be documented here.

As Table 1 shows:

- Regardless of race/ethnicity, less than one in seven individuals booked into jail had received County-funded treatment, and of those who did, the majority received mental health treatment (as opposed to substance use treatment or both).

³ There is a minor difference between this number and what is reported in the initial interim report (on page 52). The numbers reported there were correct given the data we had at the time, however, due to updated data available during the drafting of this report, the numbers have changed slightly.

- A greater percentage of White (19%) and Black (19%) individuals received County-funded treatment in the 18-months prior to their booking, compared to Hispanic individuals (12%) and those of other races/ethnicities (13%) pre-COVID. A similar pattern was seen during COVID. This could suggest opportunities for future engagement and/or less need.

Table 1
RECEIPT OF COUNTY-FUNDED MENTAL HEALTH AND/OR SUBSTANCE USE SERVICES IN THE 18-MONTHS PRIOR TO BOOKING BY AN INDIVIDUALS' RACE/ETHNICITY PRE-COVID AND DURING COVID

	Pre-COVID	During COVID
Received Any Treatment	16% (of 87,692)	11% (of 32,217)
White	19% (of 36,072)	14% (of 11,852)
Black	19% (of 12,843)	13% (of 4,569)
Hispanic	12% (of 33,170)	9% (of 13,591)
Other	13% (of 5,561)	12% (of 2,166)
Of Those Who Received Treatment,		
Received Only Mental Health	66% (of 13,792)	79% (of 3,703)
White	65% (of 6,738)	77% (of 1,663)
Black	74% (of 2,407)	86% (of 602)
Hispanic	63% (of 3,943)	76% (of 1,184)
Other	70% (of 702)	88% (of 249)
Received Only Substance Use	20% (of 13,792)	12% (of 3,703)
White	20% (of 6,738)	13% (of 1,663)
Black	14% (of 2,407)	6% (of 602)
Hispanic	24% (of 3,943)	15% (of 1,184)
Other	17% (of 702)	6% (of 249)
Received Both	14% (of 13,792)	9% (of 3,703)
White	16% (of 6,738)	10% (of 1,663)
Black	12% (of 2,407)	6% (of 602)
Hispanic	13% (of 3,943)	7% (of 1,184)
Other	13% (of 702)	6% (of 249)

SOURCE: SANDAG; San Diego County MAI

- Of those who received treatment in the pre-COVID group, Black (74%) individuals were most likely to receive only mental health treatment, and Hispanic (24%) and White (20%) individuals were more likely to receive only substance use treatment. A similar pattern was seen in the during COVID period, apart from individuals who identified as other races/ethnicities (87%) also being likely to have received only mental health treatment.

These results have not yet been presented to the Advisory Group and Working Groups and accordingly may be subject to further discussion and interpretation.

Goal 2

Identify the primary policy drivers of reduced incarceration rates during COVID-19, conduct a population sub-analysis by demographics and geography for the population affected by these policy changes, analyze public safety outcomes associated with these short-term changes in incarceration policy, and recommend policy changes to safely and permanently reduce jail populations and better protect public safety with alternatives to incarceration.

To address this goal, data were and are being analyzed to answer four research questions:

6. *What were the primary policy change drivers of reduced incarceration (e.g., zero-dollar bail, change in supervision violation policies, early release from custody) between January 2018 and December 2021 that affected jail populations and how did crime outcomes change in communities across the county? (SOW 3.2, 3.3, and 3.5.1)*

As described in the [Initial Interim Report](#), SANDAG staff interviewed public stakeholders to better understand what protective measures were put into place during the pandemic that were associated with fewer bookings into local jails, as well as lower average daily populations (ADP). The seven primary drivers included:

- Stay-home orders that had an effect on the opportunity for crime to occur or come to the attention of law enforcement;
- Court closures and modified operations which may have resulted in a greater number of failures to appear;
- Early releases from local jail;
- Zero bail and other bail policy changes;
- Changes in who can be booked into jail;
- Modifications to how probation supervision occurred and early release from probation; and
- Inability to transfer incarcerated individuals to state prisons and hospitals.

As described previously, when considering the efforts described below, it is important to note that some policies and protocols may have been put into place and then removed when the number of positive COVID-19 cases were declining, only to be put into place again when surges in new cases were seen. It should also be

acknowledged that policies by local law enforcement agencies varied in terms of proactive policing and level of contact with the public overall, but the most serious or violent crimes also varied across the jurisdictions and contributed to declines in our jail populations. Finally, it is important to note that because formal and informal policy changes were often made simultaneously, the ability to detangle the relative effect of one versus another is challenging.

In terms of crime data, as also described in the [Initial Interim Report](#), the regional violent crime rate increased in both 2020 and 2021, compared to 2019, but the 2021 rate was the tenth lowest rate since 1980. Across the violent crimes, on average, there were more homicides, robberies, and aggravated assaults per month during 2020 and 2021, compared to 2019, but fewer rapes. The regional property crime rate decreased in 2020 from 2019, but then increased in 2021. There were fewer residential burglaries and larcenies reported monthly during 2020 and 2021, on average, but more non-residential burglaries. Motor vehicle theft decreased in 2020, compared to 2019, but then increased in 2021 with a higher monthly average than both 2019 and 2020.

7. What type of contact and for what types of offenses (including if serious or violent) did individuals (as described in SOW 3.6) not detained during COVID-19 due to policy changes have with law enforcement in the community (e.g., citations, arrests, bookings), compared to an equitable, matched control group? (SOW 3.5.6)

As described in 3.5.6, SANDAG was asked to “determine the rate at which populations who were not incarcerated due to booking changes driven by the Public Health emergency committed new crimes or were returned to custody, using a comparison group defined by the Contractor and approved by the COR. Include in the analysis the percent of new crimes that are serious or violent based on typology of charges proposed by the Contractor and approved by the COR.” Section 3.6 continues describing four populations to be focused on including certain offenses (3.6.1), pre-trial defendants (3.6.2), those on Sheriff’s pre-trial County Parole and Alternative Custody (3.6.3), and persons diverted through Mental Health Diversion and additional Collaborative Court options (3.6.4).

~ NEW ~

In September 2022, SANDAG formerly requested that this research question be revised, based on six significant concerns with this research design that had previously been shared with the Working Group:

- There is no way to consistently sample from these populations (since various points of system entry and in some cases, a status cannot easily be recreated, such as pre-trial, and there is nowhere to sample from), which could result in inequitably sampled groups;

- Some of the population analyses (e.g., collaborative court participation) are essentially program evaluations which are beyond the scope of this project and is a more complicated question to answer than originally posed;
- The groups are not mutually exclusive and could overlap;
- Individuals could be in the same groups over time (and excluding them from one or the other would create biased sampling);
- COVID-related system changes, including variation in the opportunity to commit crime and level of pro-active policing creates significant confounds; and
- Law enforcement discretion in booking cannot be accounted for.

A revised research design was approved by the Working Group at the June 7, 2022, meeting and updated in late August with the feedback below from the Public Safety Group (PSG):

- Sample 300 to 400 unique individuals who were arrested for the following offenses between April 1, 2020, and March 31, 2021 who were not booked into jail for this law enforcement contact.
 - Drug use and possession (11350(A), 11357, 11377(A), 11550(A), 11364 HS)
 - Public conduct (415, 602, 647(e), 657(f) PC)
- Document the type, frequency, and timing of justice system contact (e.g., field interviews, citations, arrests, and bookings) these individuals had in the 12 months prior to the offense they were sampled on to serve as a baseline.
- Document the type, frequency, and timing of justice system contact (e.g., field interviews, citations, arrests, and bookings) these individuals had in the 12 months after the offense they were sampled on to understand later recidivism/desistence.

As discussed with the Working Group and Advisory Group, this proposed revision is feasible, would address concerns identified with the original research design requested by the County, and would still provide useful information by linking data from the Automated Regional Justice Information System (ARJIS) with County data to understand the ongoing justice system contact of individuals who commit low-level offenses.

SANDAG staff are currently selecting individuals from the ARJIS who had law enforcement contact for one of these charges and are utilizing a matching criterion (that will be further described in the final analysis) to verify these individuals were not booked into a local detention facility for this offense. Once this population is

determined, it will be described and criminal history and recidivism data will be compiled.

Primary research questions of interest will include the frequency and nature (e.g., field interview, citation, arrest, booking; type of offense) of law enforcement contact prior to the sampling offense and in the 12-months following, as well as the time between offenses and the number of different agencies individuals had prior or further contact with.

8. What are the opinions and perceptions of public safety partners and community-based stakeholders regarding COVID-19-related policy changes and the effect on individuals and the community? (SOW 3.9.1, 3.9.2, and 3.9.3)

The [Second Interim Report](#) for this study summarized the results of the ATI Community Survey and Community Forums which included a number of questions related to public safety and priorities in the region. Some of the highlights presented in the second report include:

- Of the respondents who had never been incarcerated, 47% thought there should be more emphasis on funding community services, compared to 75% of those formerly or currently incarcerated.
- Regardless of having a history of incarceration, the modal (most common) response was disagreement (somewhat or strongly) when posed with the following statements:
 - “The current system is effective at maintaining public safety.”
 - “The current system is effective at providing justice to victims.”
 - “The current system keeps individuals from reentering into the criminal justice system.”
 - “The current system rehabilitates nonviolent people and prepares them for reentry into society.”
 - “The current system treats everyone with fairness and equity.”
- The top three community concerns for those never incarcerated included homelessness, mental health services and property crime. Those who have been incarcerated were more concerned about inequities in the justice system.

9. What recommendations for policy change to safely reduce jail populations and better protect public safety through alternatives to incarceration, including what additional services and supports may be needed, should be made, based on data and public safety, social service, mental and

behavioral health partners, and community, including people with lived experience, input? (SOW 3.4, 3.7.4, and 3.7.9)

While the compilation of take aways and recommendations will be more comprehensive once the study is complete, the following were made in the [Second Interim Report](#) based on the information shared as part of the Community Survey and through the Community Forums. These take aways also reflect feedback and input from the Advisory Group and Working Group.

- Addressing these issues will take all of us and a paradigm shift.
- Conducting needs assessments is essential, as is seeing people as individuals.
- Prevention is as important as alternatives to incarceration.
- Don't forget the victims.
- Ensure proven programs are implemented as designed and with fidelity.
- Provide more mentorship and increase collaboration with those with lived experience who have successfully reentered the community.
- Encourage personal motivation.
- Explore ways to better share data across systems.
- Support families who have family members with underlying needs.
- Increase conversations regarding when there should be more serious consequences for criminal behavior or not engaging in treatment.
- Prepare individuals for suitable jobs.
- Establish private-public partnerships and remove the employment stigma associated with hiring formerly incarcerated individuals.
- Housing is critical.
- Address disparities and disproportionality in programs and services.
- Critically look at barriers.

Goal 3:

Develop a set of comprehensive service recommendations for short- and long-term actions and investments to expand access to alternatives to incarceration for justice involved individuals who do not pose a public safety threat.

The four research questions to be addressed for this goal include:

10. What County-funded services are available, what type of services do they provide, and where are they located? (SOW 3.7.5)

SANDAG staff presented the analysis plan for describing services available in San Diego County to both the Working Group and Advisory Group and incorporated their feedback. For example, the Working Group suggested other data sources and the Advisory Group noted the importance of seeking additional input from service providers if possible. Table 2 presents the list of data currently being compiled for inclusion in the Draft Final Report, including the source of the data, the population served by these service providers, the date of the data, and additional notes/qualifications on the data. It should be noted that determining the location of a service provider was not possible because of the validity and reliability of the data (which were not compiled for research purposes). That is, a service provider address could indicate where administrative services were offered, and not necessarily where services were provided.

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Results from the ATI Community Survey were presented in the [Second Interim Report](#). As part of the analysis of responses from individuals who reported being incarcerated, less than two in five who said they had a significant need for employment assistance, housing navigation, and assistance paying for basic necessities received these types of services.

Table 2
SOURCES OF SERVICE DATA IN THE SAN DIEGO REGION FOR THE ATI STUDY

Data Source	Population	Time Period	Data Description
ATI Community Survey	Community Survey respondents who indicated they had been incarcerated	2022	Self-reported receipt of service by self-reported gender, age, race/ethnicity, and ZIP code
Proposition 47 Evaluation	Low-level offenders served through Proposition 47-funded programs	2017-2021	Self-reported receipt of services
211	General population that calls 211	FY 22	Referrals provided by ZIP code, agency, service type, and total referrals
Probation Community Resource Directory	Individuals under Probation Supervision	FY 22	Aggregate data for 72 service providers by type of service
Department of Homeless Solutions and Equitable Communities	Individuals with housing needs leaving Sheriff's detention facilities	November 2019-April 2022, depending on referral source	Deidentified data shared for analysis regarding who received what type of referrals
Behavioral Health Services	Individuals with a justice system referral that received County-funded mental health or substance use treatment	FY 22	Received list of 155 mental health and service providers

SOURCE: SANDAG

11. What rehabilitative and restitutive program needs does this population have and how do needs vary by other characteristics? (SOW 3.7.6)

Because “this population” can be defined in different ways and due to limitations regarding the availability of individual-level assessment information, a variety of data sources are being used to describe need of the at-risk population in the San Diego region. These data are also being compiled and analyzed for inclusion in the Draft Final Report.

~ NEW ~

As Table 3 shows, this includes data from the following sources: self-reported needs from formerly incarcerated individuals with low-level offenses served by local programs; needs data from the general 211 population and those served by the District Attorney’s Care Center; assessments from individuals under Probation supervision and who were referred to services through the Department’s Community Resource Directory; the County’s Department of Homeless Solutions and Equitable Communities who coordinate service provision to homeless individuals leaving detention; and BHS data for individuals served in County-funded programs who were referred from a justice system entity.

Data from the ATI Community Survey regarding the needs of respondents who indicated they had been incarcerated were presented in the [Second Interim Report](#). Highlights include:

- Almost four in five of incarcerated individuals reported having unmet needs at the time of their most recent incarceration and the average number of needs was almost six.
- The most common significant needs of incarcerated individuals included employment assistance, housing navigation, and assistance paying for basic necessities.
- Just over two-thirds of respondents with a family member who had been incarcerated said that substance use treatment was the primary unmet need that contributed to their family member’s justice system involvement.

Table 3
SOURCES OF NEED DATA IN THE SAN DIEGO REGION FOR THE ATI STUDY

Data Source	Population	Time Period	Data Description
ATI Community Survey	Community Survey respondents who indicated they had been incarcerated	2022	Self-reported needs with the ability to examine by self-reported gender, age, race/ethnicity, and ZIP code
Proposition 47 Evaluation	Low-level offenders served through Proposition 47-funded programs	2017-2021	Self-reported needs
211	General population that calls 211	FY 22	Needs by type and ZIP code
District Attorney's Care Center	Individuals served by the Care Center	October 2017-August 2022	Aggregate need data by race, gender, trauma, and history of incarceration
Probation Community Resource Directory	Individuals under Probation Supervision	FY 22	Aggregate data describing what services individuals were referred to, which reflects need
Probation COMPAS Need Assessments	Individuals under Probation Supervision	FY 22	Data from the MAI describing the assessed risk and need of individuals under Probation supervision
Department of Homeless Solutions and Equitable Communities	Individuals with housing needs leaving Sheriff's detention facilities	November 2019-April 2022, depending on referral source	Deidentified data shared for analysis
Behavioral Health Services	Individuals with a justice system referral who received County-funded mental health or substance use treatment	TBD	Awaiting the provision of the data

SOURCE: SANDAG

In addition, it should be noted that when ATI Community Survey respondents indicated they were previously incarcerated they were asked whether they felt they had successfully reintegrated into the community. If they perceived they had successfully reintegrated, they were asked what they attributed this to, and the most common answer was personal motivation, followed by community support, services to address underlying needs, and consequences for behavior choices.

SANDAG distributed a Service Provider survey, that was not part of the initial data collection plan, through a variety of distribution channels, including Criminal Justice Clearinghouse and ATI email lists, the Advisory Group, Working Group, and Reentry Roundtable. This survey included a question regarding what service providers perceived to be the greatest needs of their clients and this information will be used to provide additional insights to other data. This survey was distributed on September 23, 2022 and was open through October 7, 2022. Approximately 60 surveys were received. These surveys will be analyzed and included in the Draft Final Report.

12. What are the gaps in services and facilities for justice involved individuals who are unhoused or homeless, face substance use challenges, struggle with mental and behavioral health needs, are youth or young adult offenders, or are otherwise strong candidates for diversion programs and alternatives to incarceration? What are barriers and limitations to receiving services? (SOW 3.7.5)

As previously noted, the results of the ATI Community Survey were presented in the [Second Interim Report](#), and a number of questions were included regarding barriers to service. Some findings presented there include:

- Almost two-thirds of survey respondents who had ever been incarcerated reported barriers to receiving services.
- Community survey respondents who were previously or currently incarcerated and had some type of disability reported significantly more needs and were more likely to report barriers to receiving services.
- The most common barriers to receiving services are that they are not easy to get to and it is difficult to find out what services are available.

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To supplement this information, questions were included in the previously mentioned Service Provider survey, that asked service providers about their perception of barriers to service, including barriers faced by community-based organizations, as well as barriers faced by clients.

A question was also included regarding what strategies they think are most effective at engaging clients.

13. What has been found to be successful in terms of reducing the incarcerated population and addressing their underlying needs? What services and programs have been identified as best-practice or promising in reducing criminal justice involvement? What strategies are most effective for engaging clients who are resistant to services? What effective programs or practices in San Diego County can be expanded or started to support alternatives to incarceration? (SOW 3.7.1, 3.7.2, 3.7.3, 3.7.7, and 3.7.8)

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SANDAG provided an update to the Working Group in early October regarding its approach to and progress on best practices research and received helpful feedback. As established by the scope of work and considering input from the Working Group and Advisory Group, a comprehensive review of the existing literature and evidence on best practices is being conducted in order to identify those practices that have been proven to 1) reduce system contact for individuals by addressing unmet needs through ATI programs and services and 2) protect public safety. To organize the discussion and demonstrate the points of contact at which interventions should be considered, best practices are situated along the sequential intercept model (SIM). The SIM is a helpful framework for considering whether existing programs need to be expanded or redesigned, or, if existing programs are deemed insufficient for addressing needs of individuals at each intercept, or whether new approaches or programs might be implemented.

To identify best practices that constitute successful alternatives to incarceration and are backed by evidence, an extensive review of the academic and policy literature on alternatives to incarceration is being conducted. Additionally, best practices evaluated by the U.S. National Institute of Justice (NIJ) as being either “promising” or “effective” are considered. Due to the broad scope of this research and in recognition that not all best practices cited in the literature can be evaluated, practices that meet the following criteria are discussed:

- The intention and effect of the practice is to reduce system involvement, whether through diversion at the point of first system contact or through reduced recidivism;
- The intervention applies primarily to low-level offenders;
- The practice addresses unmet criminogenic needs.

In addition to reviewing existing academic and policy-focused literature on ATI best practices, SANDAG has reviewed 120 practices evaluated by the NIJ's Office of Justice Programs (OJP) and is in the process of reviewing programs evaluated by OJP to better understand effective applications of best practices around the country. Current highlights of this ongoing research include the following:

- Interventions targeting non-criminogenic needs (e.g., self-esteem, general mental illness) are generally ineffective, while behavioral interventions that address multiple criminogenic needs (e.g., substance use issues, employment, antisocial behavior and cognition), are most effective in reducing recidivism and system involvement (Andrews & Bonta, 1998, Andrews et al., 1990, Lowenkamp et al., 2006).
- Correctional and post-reentry therapeutic community programs that involve some aspect of cognitive behavioral therapies (CBT) have been found to be especially effective at reducing recidivism (de Leon et al., 2020, Malivert et al., 2011). Meta-analyses of multiple therapeutic communities have found significant reductions in recidivism, with a 2012 study indicating a roughly 7% reduction for participants in therapeutic communities relative to a matched comparison group (Mitchell, Wilson, & Mackenzie, 2012).
- There is extensive evidence across the peer-reviewed and policy literature that collaborative courts are effective in reducing recidivism, particularly for low-level drug offenses (Drake, 2012, Latimer et al., 2006, Mitchell et al., 2012). An ongoing drug diversion program in Multnomah County, Oregon, STOP, has successfully reduced recidivism and harm from drug use among participants since its inception in 1991. A randomized controlled trial comparing STOP participants with a matched control group found that over a 2-year period, STOP participants were nearly 60% less likely to recidivate. Over this same time period, participants were found to be 72% less likely to be arrested for drug offenses than were nonparticipants (Finigan et al., 2007).
- Combining sobering services with housing programs for high-frequency center visitors experiencing homelessness has shown promise in reducing housing instability for homeless populations with severe alcohol use disorders (Smith-Bernardin et al., 2022).

The Draft Final report will include a synthesis of SANDAG's findings. Included in the discussion of these best practices will be examples of existing programs and services currently offered within San Diego County, where applicable. It is important to note that in identifying services in the county that illustrate best practices in action,

SANDAG is **not** providing an endorsement of the program or service itself, as SANDAG has not conducted formal evaluations of these programs. For best practices that are not currently in effect in San Diego County, examples from outside of the county are provided as illustrations of what types of similar programs and services may be considered for implementation within the county to advance evidence-based alternatives to incarceration.

Goal 4:

Analyze the costs, savings, and long-term fiscal impacts to Public Safety Group departments, the Health and Human Services Agency, and other aspects of County operations by shifting the County approach to public safety to prioritize “safety through services” and evidence-based alternatives to incarceration.

The two research questions related to this goal include:

14. What savings to the County of San Diego would be realized (1, 5, 10, and 20 years) from having fewer individuals incarcerated in local detention facilities? (SOW 3.9)

15. What costs to the County of San Diego would there be (1, 5, 10, and 20 years) associated with providing needed services and programs in the community to individuals? (SOW 3.9)

SANDAG staff have been working with County stakeholders since May 2022 to finalize the methodology for this study component, including the Baseline sample, alternatives to incarceration that will be compared, and the costs to be included. This coordination has included one-on-one meetings with representatives from the District Attorney’s Office, Sheriff’s Department, Behavioral Health Services, Probation Department, and the Public Defender’s Office, as well as meetings with the Working Group and Advisory Group. A final research design was agreed upon in September 2022 and is described here.

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For background, it is important to note that:

- Per the direction from the County, the focus of this analysis will be on costs, savings, and long-term fiscal impacts to the County, and not to other jurisdictions, local law enforcement, or the community.
- While the desire was expressed to understand how capital investments and staffing could be affected, this type of analysis is not realistic given the relatively small proportion of the detention population that low-level misdemeanors represent, as described previously in this report.

- This is not a cost-effective analysis in which an actual program is being evaluated and outcomes for individuals who received an intervention versus those who did not, including the cost of receiving the program or an alternative, can be compared. Rather, the focus of this cost analysis is to determine how much detention cost in comparison to each of the ten alternatives.
- Forecasting is an imprecise activity and the further one forecasts into the future, the less reliable those forecasts are due to the number of unforeseen factors that could arise. As a result, one should have more confidence in shorter-term forecasts (i.e., 1 and 5 years), compared to longer-term forecasts (i.e., 10 and 20 years), and a range is more reliable than a point estimate.

Offenses to be Sampled that are Eligible for Alternatives to Incarceration

The starting point for this analysis will utilize Sheriff's booking data in the MAI to identify all individuals booked between January 1, 2018, and February 29, 2020, for any of the following nine drug use/possession and/or public conduct offenses:

- 11350 – Possession of a controlled substance
- 11357 – Possession of marijuana
- 11377 – Methamphetamine and drug possession
- 11550 – Under the influence of a controlled substance
- 11364 – Possession of drug paraphernalia
- 415 – Disturbing the peace
- 602 – Trespassing
- 647e – Illegal lodging
- 647f – Public intoxication

According to County staff, these offenses represented approximately 3,000 to 4,000 bookings annually, pre-COVID. It should be noted that the Advisory Group expressed the desire to expand eligible offenses. However, there was broad consensus from the Working Group at the beginning of the project that these offenses are the most appropriate to initially explore for alternatives, based on booking data compiled during the pandemic. This type of feedback regarding recommendations and areas for future research will be included in the Final Comprehensive Report in an Advisory Group Addendum.

Baseline Group

When this Baseline is selected, the following criteria will be used:

- An individual will not be included if she/he/they have any other offense listed at booking other than the nine listed above;
- An individual will be excluded if any of those offenses listed above are identified as being at the felony-level and not the misdemeanor-level at the time of booking; and
- The analysis will be done at the individual level, with an individual being able to have multiple bookings within the sampling time frame.

Once this Baseline group is finalized, the flow of this individual's case through the system will be determined to track all costs to the County, which could include:

- The cost to the Sheriff's Department of booking the individual;
- The cost to the Sheriff's Department associated with housing the individual in detention;
- The cost to the District Attorney's Office prosecuting the individual;
- The cost to the Public Defender defending the individual;
- The cost to the Probation Department if probation supervision is assigned; and
- Any cost to Behavioral Health Services associated with the possible outcome of this case.

SANDAG staff will be working with financial staff from the above agencies in the coming weeks to finalize the costs that make up each of these components, as well as what the cost data will be (e.g., the cost of housing someone in local jail per day is this much money in 2022 dollars). These assumptions and cost figures will be shared with the Working Group for their subject matter expertise prior to running the model.

The expected data that will be produced from this Baseline analysis will include:

- A description of how many individuals were booked into jail during this time period and for what possible combinations of charges;
- The basic demographic characteristics of these individuals (e.g., age, sex, race/ethnicity);

- The number of times these individuals were booked into jail and the number of days served in jail;
- The outcome of the cases for these individuals;
- The cost per individual as it relates to system cost and the cost of jail time; and
- Cost estimates if this Baseline were presented in 2023, 2027, 2032, or 2042 (applying the Consumer Price Index consensus forecasts to current dollars).

Alternatives to Incarceration

There are nine alternatives to incarceration included in this analysis. These alternatives were identified with input primarily from the Working Group. The following should be considered regarding these alternatives:

- These alternatives vary considerably from minimal contact to more substantial interventions.
- In the real world, individuals may present multiple and complex risks and needs, and it would not be realistic to assume that an entire group of individuals would all just receive one alternative or that a particular alternative would be appropriate for all individuals; however, this assumption is required for the sake of this analysis and the ability to make a comparison to jail time.
- To avoid a confound, any subsequent jail time that could arise will not be included as a cost in the alternative cost comparison.
- Programs operated by other jurisdictions or the community are not included because the focus of this analysis is on cost to the County.
- Some of the alternative programs may or may not be available in the future, and there may be other alternatives that will be available that are not included here. The criteria for including an alternative was that it could be seen at the time of this analysis as an alternative, and it is feasible to determine the cost to the County. The goal of this analysis is to quantify the cost of detaining someone for an offense versus offering services in the community instead, without considering recidivism for other charges or if they were outside the sampling time frame.
- In the real world, not all individuals may engage in a program alternative, but for the purpose of this analysis, cost will be determined assuming 100% engagement and completion, utilizing what an “average” period of

participation would be, based on feedback from County stakeholders and data they have on length of participation.

The nine alternatives include:

- **PC 1000:** Under Penal Code Section 1000, individuals charged with the possession of narcotics are given the opportunity to have a deferred entry of judgment and avoid a conviction upon successful completion of a substance use treatment program and no new law violations after one year. The costs of this program will possibly include costs to the District Attorney, Public Defender, Probation, and BHS.
- **Sobering Centers:** Intoxicated individuals are provided with clean clothing and a bed for up to 24 hours at a monitored sobering center as part of this alternative to being booked into jail. The costs of this program will possibly include costs to BHS for providing this service, assuming that no criminal charges will be filed.
- **Crisis Stabilization Units:** Crisis Stabilization Units, or CSUs, are short-term facilities specifically designed to help appropriate behavioral health patients get the immediate care they need in a quiet safe environment. The costs of this program will possibly include costs to BHS for providing this service, assuming no criminal charges will be filed.
- **Sheriff's Pretrial Services:** The Sheriff's Pretrial Services unit works to safely reduce the number of people detained before trial by gathering information about individuals recently arrested, conducting pretrial assessments, preparing individually tailored recommendations to the court regarding release options and conditions, and providing pretrial services and supervision to individuals on pretrial release. The costs of this program will possibly include those to the Sheriff's Department for providing these services. It should be noted that while the County is currently transitioning this Pretrial program to the Probation Department, this iteration of the program is not one of the alternatives since no cost data would be available for the analysis.
- **Behavioral Health Court:** Behavioral Health Court is one of San Diego County's collaborative courts, also known as diversion courts, which include a team approach from judges, the District Attorney, Public Defender, City Attorney, law enforcement, Probation, and a treatment provider. As part of this 18-month program, Assertive Community Treatment (ACT) services are provided immediately upon release from custody. The costs of this program will include those associated with this team except for judges, City Attorney, and law enforcement (other than the Sheriff).

- **Homeless Court:** Homeless Court is a voluntary program that addresses a broad spectrum of misdemeanor offenses and uses a progressive plea bargain system and employs alternative sentencing. Individuals are able to show their efforts to complete program activities to address underlying need; no participants go into custody against his/her/their will. Local homeless service agencies are the gateway for participation in Homeless Court. The costs of this program will include those of County agencies involved in the program, as well as any BHS contracts directly associated with funding the program.
- **District Attorney’s Community Justice Initiative:** The District Attorney’s Community Justice Initiative (CJI) is a program which allows participants to have misdemeanor criminal charges dismissed if they participate in a diversion program that provides cognitive behavioral therapy and requires four hours of community service. The costs of this program will possibly include costs to the District Attorney, Public Defender, Probation, and BHS.
- **Outpatient Drug Treatment:** BHS offers a variety of outpatient drug treatment options around the region. SANDAG will work with BHS to operationalize what “typical” outpatient drug treatment may look like to calculate length of program participation and cost per unit for this analysis.
- **Residential Drug Treatment:** BHS offers a variety of residential drug treatment options around the region. SANDAG will work with BHS to operationalize what “typical” outpatient drug treatment may look like to calculate length of program participation and cost per unit for this analysis.

The analysis of these alternatives will be based on the following assumptions:

- Determining the cost and length of participation for each of the ten alternatives to come up with a unit cost.
- Comparing each alternative separately to the Baseline cost.
- Cost estimates if this Baseline were presented in 2023, 2027, 2032, or 2042.

Final Outcomes

In addition to clearly outlining all the assumptions, cost, and methodology, the final outcomes from this analysis will provide data that will be able to complete the calculations presented in Table 4.

**Table 4
ESTIMATED COST TO THE COUNTY OF SAN DIEGO PER PERSON**

	2023	2027	2032	2042
Booking into Jail	\$	\$	\$	\$
PC 1000	\$	\$	\$	\$
Sobering Centers	\$	\$	\$	\$
Crisis Stabilization Units	\$	\$	\$	\$
Sheriff's Pretrial Services	\$	\$	\$	\$
Behavioral Health Court	\$	\$	\$	\$
Homeless Court	\$	\$	\$	\$
DA's Community Justice Initiative	\$	\$	\$	\$
Outpatient Drug Treatment	\$	\$	\$	\$
Residential Drug Treatment	\$	\$	\$	\$

Next Steps

The focus of this Third Interim Report for the Alternatives to Incarceration project report was to provide an update on the status of each of the research questions, summarize the data completed to date, and provide more detail on the research methodology. The focus for the next report (to be completed December 2022), will be on analyzing data to understand the level of continued contact of those not booked into detention during the COVID-19 period; compiling data and conducting the cost analysis of detention versus alternatives to incarceration; finalizing the service gap analysis that will consider the needs of the population, service availability and barriers to service; refining the best practices literature review; and preparing to conduct two additional Community Forums. The Final Comprehensive Report will be completed in March 2023.

Public Comments

The following comments are verbatim as shared by community members who chose to leave a comment through a form on the study's website. These comments are being added here so the voices of the public can be heard directly. Please note that no editing has occurred in these comments.

~ NEW ~

Date	Comment	Commenter Name
August 16, 2022	RE: Preliminary takeaways: Ensuring that proven programs are implemented as designed and with fidelity will be essential; also essential will be adequate funding for those programs. RE: ways to better share data across systems, linking LE data on 911/988/ACL calls (including data for all criteria in the decision tree for each call) with follow up BH data will be essential to fully evaluate the MCRTs and PERT, and how those impact inappropriate incarceration.	Tom Packard
August 16, 2022	RE: Open end responses: those would be LOT more valuable if they were sorted into categories to look for major themes and emphasis, connecting them with quantitative findings for insights.	Tom Packard
September 28, 2022	<p>Regarding 'The Geography of Mass Incarceration in CA' slide illustrating the rate per 100k population in California prisons. One observation is that the community of Pacific Beach is traditionally one of the top three with the highest rates of violent crime, yet is shown as having a significantly low level of incarceration rates.</p> <p>Seeing this slide without knowing what prosecution rates - e.g. the number of cases pursued by the District Attorney's office, how many are offered pleas, how many are offered diversionary opportunities into treatment or other non-incarcerate related programs and services, would be important to have if we are to consider if our practices are equitable or not.</p> <p>Also, without viewing and understanding police in-service time - or the number of officers in -service in each community, it is impossible to gauge if communities are 'over-policed.' Just because we are told a community has a high crime rate, it is impossible to gauge, without 9-1-1 dispatch and officer-initiated stop data illustrating just how many officers are patrolling in each community and division, to better understand rates of crime.</p> <p>Finally, I encourage you to consistently bake-in recommendations that identify and articulate what data from</p>	Jerry Hall

	<p>each agency would be best to collect, including data being made publicly available; so that the community can help hold our leadership and agencies accountable. Having a snapshot of their work and practices is one thing. Having a long-term window into ongoing practices is entirely another.</p>	
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