

Jail Population Reduction Plans Status Report (July – December 2024)

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Report Summary

For the period of July through December 2024, Sacramento County continued to work to monitor the population of the jail system and support efforts to reduce bookings, lengths of stay, and returns to custody.

Highlights of the reporting period include:

- Continuing to keep the Average Daily Population (ADP) of the jail system below the level indicated in the Sacramento County Jail Study (2021 data) and far below the jail's rated bed capacity as determined by the Board of State and Community Corrections (BSCC). While ADP and bookings decreased since the prior report, there have been increases in average length of stay for all inmates (pretrial and sentenced).
- Achieving a 40% increase in the pretrial population monitored by Probation since June 2024, mitigating growth in jail system ADP. This reflects a continuous steady increase in the number of clients released on pretrial monitoring since mid-2023, including pretrial monitoring services for individuals on Mental Health Diversion (MHD), while retaining low rates of pretrial participants with new arrests.
- Reducing wait time for individuals in custody awaiting assessment for MHD from approximately 90 days at peak to less than 14 days at present. This is attributed to process improvements and staffing increases for Behavioral Health Services staff providing assessments, linkages, and court reports for MHD applicants and participants.
- Assisting with reorganization of Superior Court calendars to increase capacity to consider MHD applications and progress reports. Challenges continue with the timeliness of case processing due to volume. The Court is exploring opportunities to further adjust calendars.
- Supporting ongoing efforts in crisis response and forensic division enhancements by the County's Behavioral Health Services, including the Community Wellness Response Team (CWRT), which exceeded its measurement goal (50%) in Strategy 1 with a 213% increase in 2024 referrals from the 2023 baseline, and building out full-service partnerships and outpatient treatment services.
- Initiating a pretrial release study to evaluate and develop recommendations for the Superior Court's Pretrial Workgroup.
- Continuing progress on the development of public-facing jail population dashboards focused on bookings, average length of stay, and return to custody data.

Background

The 2022 Memorandum of Agreement connected to the Mays Consent Decree required the County to produce a plan containing jail population reduction measures, developed with input from relevant community stakeholders. In December 2022, the Board of Supervisors approved the Jail Population Reduction Plans (JPRP), which were based on a jail population study by O'Connell Research using 2021 data and informed by the Public Safety and Justice Agency Advisory Committee and other community groups. The JPRP included 33 individual new and expanded efforts expected to contribute to reducing the jail population. The JPRP was revised in April 2024, with the 33 efforts consolidated into six (6) strategies designed to reduce bookings, lengths of stay, and returns to custody. The strategies are:

1. Offer behavioral health interventions before and during a crisis to prevent jail admissions and further justice-involvement
2. Maximize initial deflection and pre-arraignment release opportunities for eligible individuals
3. Minimize use of county jail for federal and out-of-county inmates
4. Reduce time in jail for individuals who can be safely released into the community or placed in alternative care facilities
5. Reduce jail admissions and returns to custody from warrants and violations
6. Improve service linkages and reduce barriers to treatment, employment, and housing leading up to and following release

Semi-annual JPRP status reports monitor changes in the composition of the jail system. Data provided in each report includes information on Average Daily Population (ADP) of the jail system, bookings, returns to custody, offense severity (felony and misdemeanor), inmate status (sentenced/unsentenced), risk to reoffend scores (according to the Hawaii LSI-R Proxy), and offense types, among others. Additional data trend information may be found throughout each status report in updates on individual strategies, or deep dives that look deeper into specific programs.

Beyond the information provided in each report, additional information regarding justice system trends is available on the [Public Safety and Justice Agency Reports and Resources website](#). The County continues to work with O'Connell Research to further explore the changing composition of Sacramento County's jail population to develop greater comprehension of

program, policy, and legislative impacts to identify and implement improvements. The PSJA recognizes that there is great community interest in physical plant remediation efforts surrounding the jail system. In general, jail facility improvements (construction, renovation, or retrofitting) are not included in this report, as that work is primarily focused on improving compliance with the Americans with Disabilities Act (ADA) and the Health Insurance Portability and Accountability Act (HIPAA). The PSJA encourages interested community members to review the semi-annual County status reports that are submitted to the Federal Court for more detailed information about facility plant remediation efforts.

Revisiting the Sacramento County Jail Study

The original O’Connell Research study, published in May 2022, suggested the ADP of the jail system (3,219 in 2021) could potentially be reduced by nearly 600 if 10 strategies were fully implemented. However, the study relied on data from a period when the jail system was experiencing significant impacts from the COVID-19 pandemic, which included a number of state and local court orders regarding jail operations and court proceedings, and it was unclear to what extent the ADP would increase once the state of emergency resolved. Furthermore, the recommendations varied in complexity and required full cooperation from criminal justice system partners, namely law enforcement agencies and the Superior Court, which are beyond the County’s span of control. The decisions surrounding who is booked into and who stays in Sacramento County jail facilities are led by:

- Arrests from 20+ local law enforcement agencies
- Screening criteria by the Sheriff’s Office (booking memos and policies)
- Charging decisions by the District Attorney’s Office
- Release and commitment decisions by the Sacramento Superior Court (pretrial and sentenced)
- Release decisions by the Sheriff’s Office for eligible portions of the pre-arraignment and sentenced populations

The Jail Study was produced before recent major changes in law that affect bookings and flow of cases and people through different phases of the criminal justice system. The Jail Study was produced before SB 1223, which greatly expanded eligibility for Mental Health Diversion in 2023, and the passage of Prop 36 in 2024 classifying some misdemeanor theft and drug

crimes as felonies and creating the “treatment-mandated felony” crime category.

Since the Jail Study, County partners have continuously worked to implement recommendations focusing on changes to reduce jail bookings, lengths of stay, and returns to custody, particularly for people who have significant behavioral health needs. The ongoing efforts will continue, but it is now clear that changes in law, population, pandemic protocols and court orders, and observed implementation of various programs have altered the expected outcomes of several recommendations included in the O’Connell Jail Study, rendering the initial desired reduction of 600 unrealistic from the identified recommendations, unless shared agreement can be developed among all justice partners.

An explanation of the original recommendations, their expected ADP impact in the Jail Study, and the County’s efforts and response to these recommendations are summarized in Exhibit A. It should be noted that most of the original recommendations in the O’Connell report required the Court, Sheriff, District Attorney, and local LEAs to accept an increased level of risk and implement greater use of risk and screening tools to help guide decisions. While the County successfully completed its Risk Assessment and Screening Tools Team Report in August 2024 and shared this report with the County’s Criminal Justice partners, the County has yet to achieve the level of engagement needed to develop consensus around next steps.

The County’s JPRP went beyond the O’Connell Report recommendations as time moved on to respond to local priorities and new mandates. Some additional elements in the JPRP included reductions in the contract for the number of federal inmates who can be held in Sacramento County jail and contracts to move a portion of inmates with Murphy’s conservatorships to off-site facilities. Both efforts contributed to successes in reducing the jail population. Despite the many challenges associated with jail population reduction, the County has continued to invest in and support the strategies outlined in the JPRP. Specifically, the County has invested significant resources to:

- Expand community-based crisis support services, including mobile crisis options without law enforcement involvement.
- Offer options in the community for law enforcement for individuals charged with cite-and-release offenses.

- Conduct risk assessments and offer support services and monitoring services to increase the Court's comfort in granting Own Recognizance (OR) pretrial releases.
- Provide staffing to complete behavioral health assessments, produce petitions, review petitions, and appear in hearings for individuals pursuing Mental Health Diversion (MHD) as well as staffing to provide monitoring services for some individuals granted MHD.
- Develop and expand contracts for community-based behavioral health services, including many specific to the forensic population, for those granted MHD or participating in other collaborative courts.
- Prepare for implementation of the CalAIM justice-involved initiative expanding pre-release and re-entry services.

As most of the impacts from the COVID-19 pandemic were resolved by 2023, the revised Jail Population Reduction Plans from April 2024 identified that 2023 data regarding the composition of the jail system would be better suited to serve as a baseline for comparison purposes than the 2021 data in the original Sacramento County Jail Study. The County's Public Safety and Justice Agency (PSJA) continues to partner with O'Connell Research to better understand the changing composition of the jail system and produce the semi-annual JPRP status reports.

Bookings, Lengths of Stay, and Returns to Custody

Based on data provided by the Sacramento County Sheriff's Office Jail Profile Survey, the average daily population (ADP) and number of people booked each month have both declined since 2019 (pre-pandemic levels). The average daily population (ADP) remains far below the jail system's BSCC rated capacity, which increased from 4,005 to 4,025 in late 2022. The 2024 Q4 ADP was 3,126, a decline from the 2024 Q2 ADP of 3,180 in the prior JPRP Status Report. ADP and bookings for Sacramento County's jail system are reflected in Figure 1.

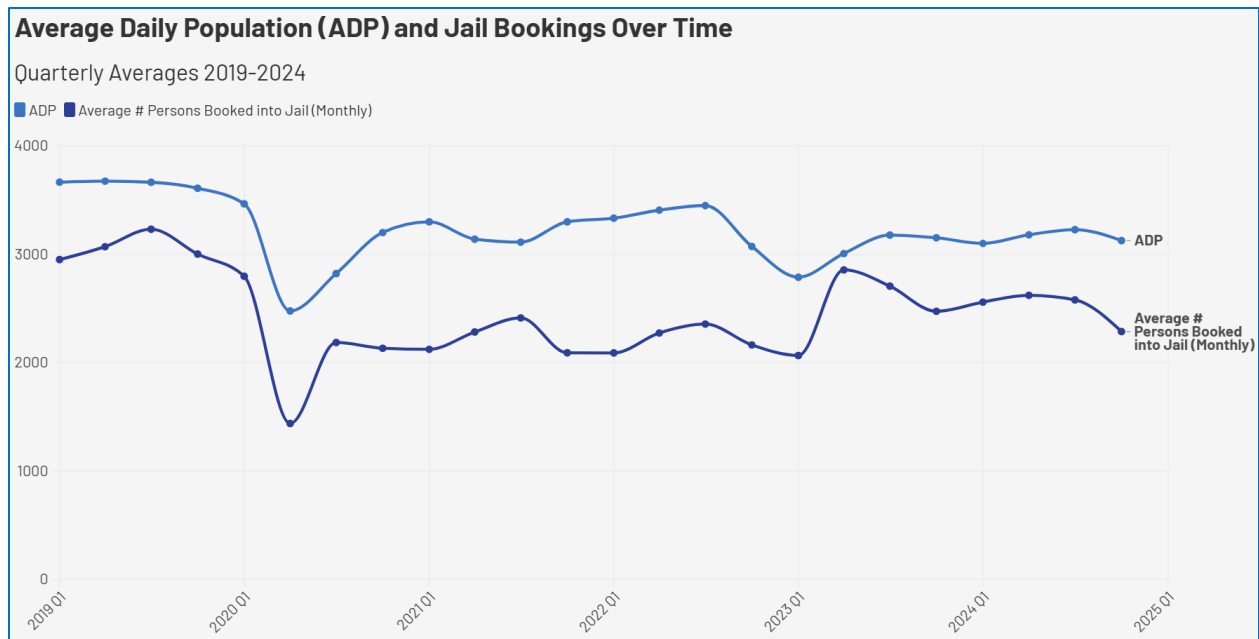


Figure 1 ADP and Jail Bookings Over Time (Source: Sheriff's Office Jail Profile Survey)

While bookings and ADP have declined since the prior reporting period, average length of stay has increased, shown in Figure 2.

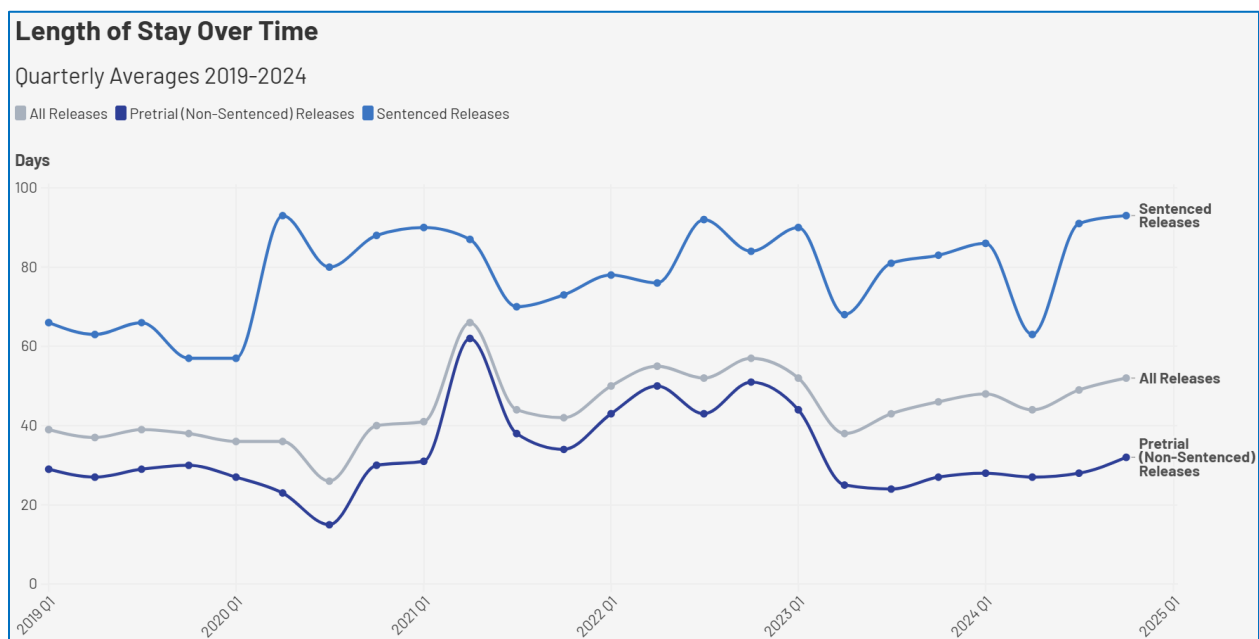


Figure 2 Average Length of Stay Over Time (Source: Sheriff's Office Jail Profile Survey)

Returns to custody rates remain consistent. Figure 3 shows there has been little change in the short-term rate of returns to custody, staying at around 37% of all individuals released being booked into jail one or more times in

the twelve (12) month period following release. There are more important subgroups and predictive factors which will be reviewed in future reports.

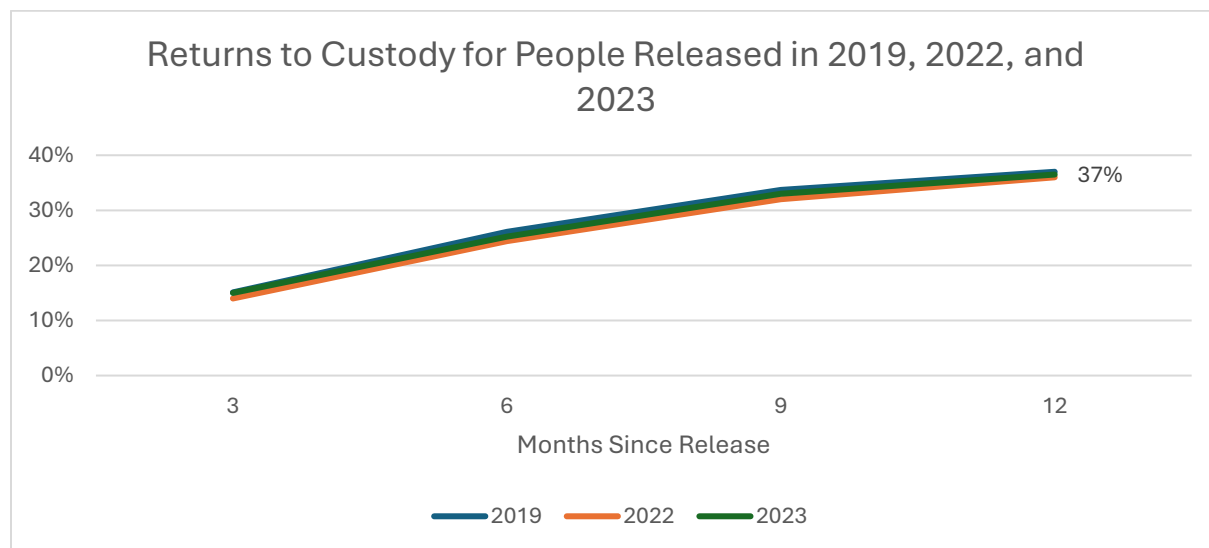


Figure 3 Returns to Custody for People Released in 2019, 2022, and 2023 after 12 months (Source: O'Connell Research)

Jail System Changes in Composition

In comparison to 2023, the proportion of the jail system's ADP comprised of sentenced and unsentenced individuals remains consistent with data from the period of July – December 2024. Figure 4 shows the ADP by Sentence Status from 2019-2024. Similarly, there is consistency in the proportion of the ADP for felonies and misdemeanors, with approximately 94% of the ADP comprised of individuals with felony charges. Figure 5 shows the ADP by underlying charge type from 2019-2024.

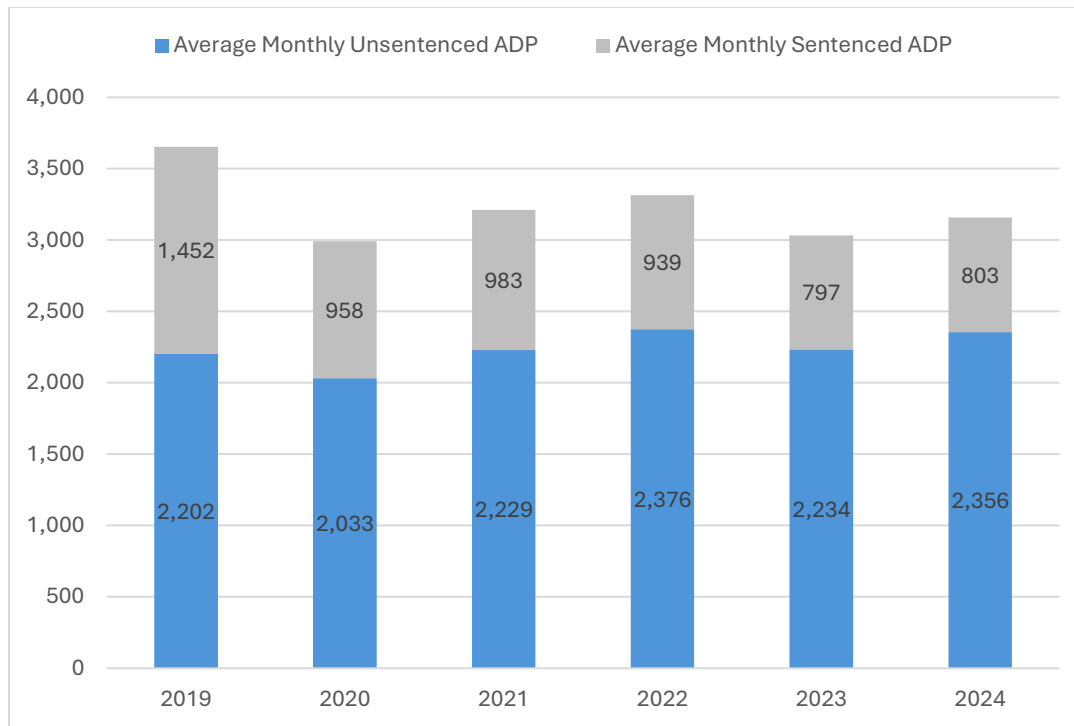


Figure 4 ADP by Sentence Status Over Time (Source: Sheriff's Office Jail Profile Survey)

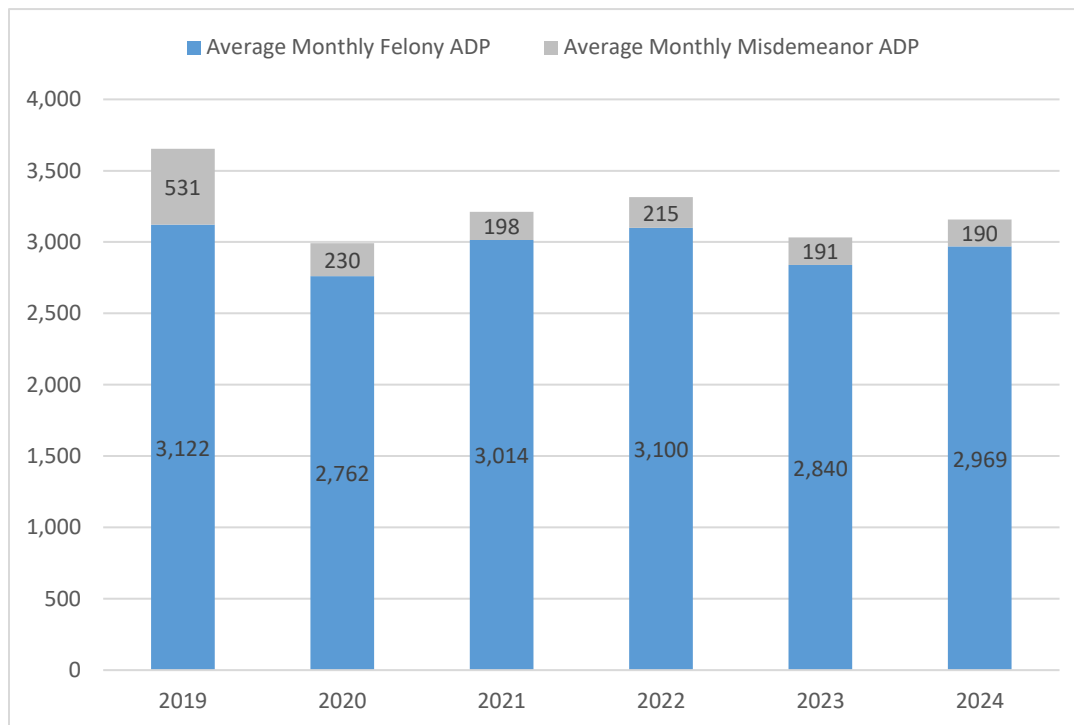


Figure 5 ADP by Charge Type Over Time (Source: Sheriff's Office Jail Profile Survey)

For the 94% of the jail ADP in on felony charges, some shifts have occurred since 2023 in their reasons for entering the jail. The proportion of individuals held for Violations, Property Offenses (particularly those with low static risk scores), Court Commitments, and Warrants increased in 2024 compared to 2023. The proportion of individuals held for Crimes Against Persons decreased. Figure 6 shows the percent of jail bed days by Static Risk and Entry Type. From 2023 to 2024, there was an increase in people with a high risk to recidivate for both those entering on new charges as well as those entering on non-new crimes.

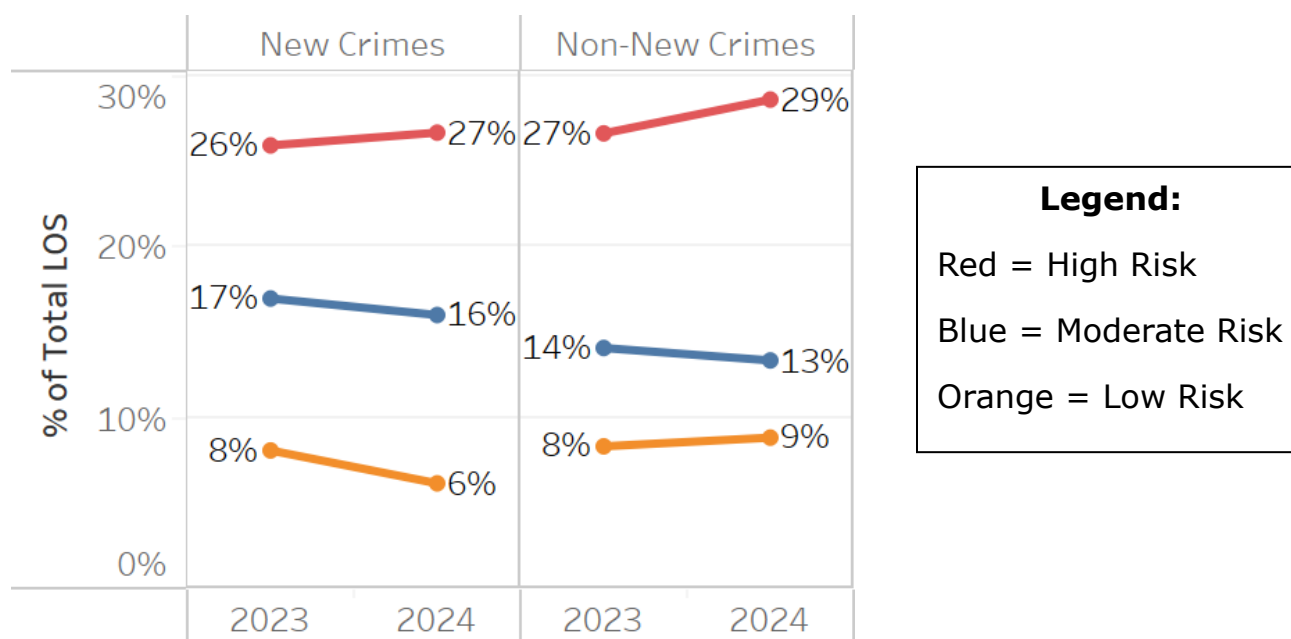


Figure 6 Change in Percent of Bed Days by Risk to Reoffend Per Hawaii LSI-R Proxy and Entry Category from 2023 to 2024 (Source: O'Connell Research)

Demographic Factors

Demographics can offer an important view of the personal attributes of those entering jail. Differences between demographic categories can help identify program or system changes that could address or help to better understand these differences. As seen in Table 1 2024 County Demographics and Jail Bookings (Source: O'Connell Research), a significant number of bookings are released within a short period of time, but this is often a source of disparity for who is being brought to the jail. By the time of arraignment (roughly within three days of booking), 48% of those booked into jail were released, while others remained in custody for longer periods. Examining those chosen for release, and their demographics, can be helpful in determining what drives differences in who is booked and who stays.

	Sacramento Adult Population¹	Adults Booked in 2024	Adults Staying More than 3 Days
Overall	1,214,152		14,916
Female	51%	23%	19%
Male	49%	77%	81%
Average Age	36	37	37
White	43%	33%	34%
Black	11%	33%	34%
Hispanic	24%	24%	24%
Other Groupings	22%	10%	9%

Table 1 2024 County Demographics and Jail Bookings (Source: O'Connell Research)

Gender

Examining changes over the past decade by gender, two different trends emerge. While the number of felony and misdemeanor arrests declined for both males and females, misdemeanor arrests for males declined more than for females. Meanwhile, felony arrests for females declined more than for males. Proposition 47 re-codified a number of felony drug and property crimes to misdemeanors beginning in 2014, which helps explain the diverging paths of felony and misdemeanor arrests during that time. It is possible, if not likely, that a larger portion of female felony arrests prior to Proposition 47 were drug-related than for males, which may partially account for the more dramatic decrease in felonies and the less precipitous drop in misdemeanors for women, post Proposition 47.

Figure 7 Booked Charge by Severity - 2024 (Source: O'Connell Research) shows a greater portion of bookings are based on misdemeanors for females as compared to males. Women are less likely to be in jail for violent offenses than males. Substance use-related and lower severity charges typically explain the majority of the female jail population.

¹ <https://www.census.gov/quickfacts/fact/table/sacramentocountycalifornia/PST045221>

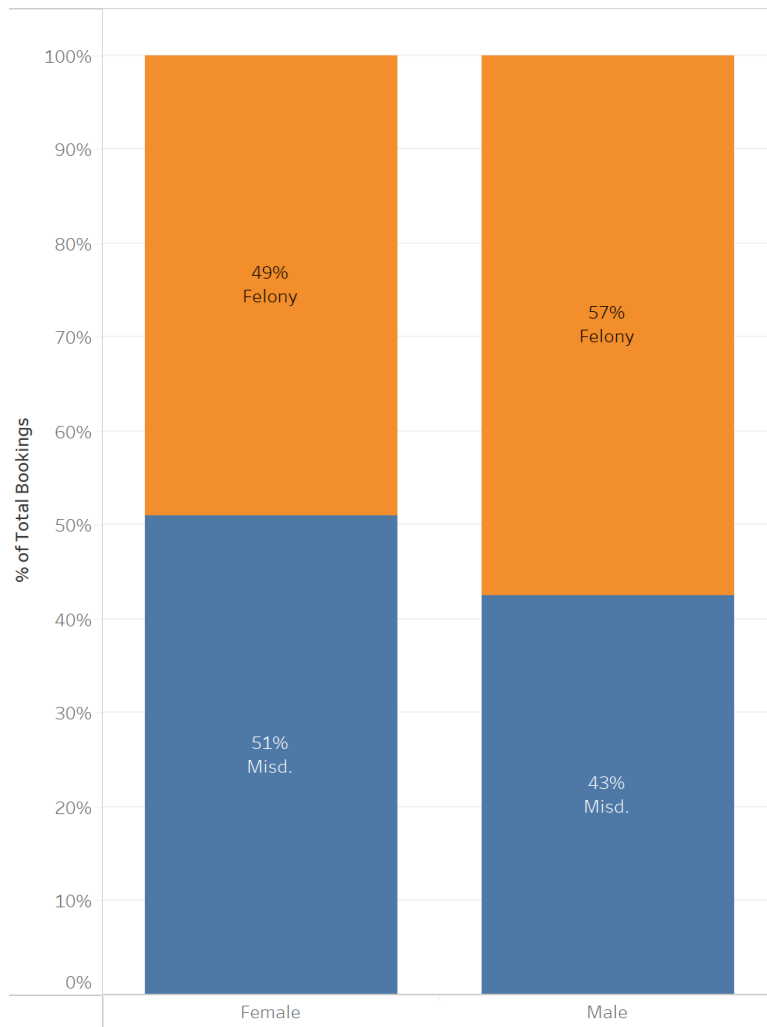


Figure 7 Booked Charge by Severity - 2024 (Source: O'Connell Research)

The types of crimes differ, which leads to different interpretations of what drives the underlying justice involvement. Table 2 Charges by Severity by Gender - 2024 (Source: O'Connell Research) shows the mix of crimes for women and men, with the major differences being lower rates for felony weapons charges for women, but higher rates of alcohol use, specifically driving under the influence.

Severity	Alt Offgrouping	Female	Male
Felony	Alcohol	1%	1%
	All Others	4%	6%
	Court Commitment	3%	4%
	Crimes Against Persons	11%	10%
	Hold/Detainers	9%	8%
	Narcotics and Drugs	1%	2%
	Property Offenses	8%	6%
	Violation	1%	6%
	Warrant	11%	12%
Misd.	Alcohol	8%	8%
	All Others	6%	5%
	Court Commitment	17%	13%
	Crimes Against Persons	4%	3%
	Hold/Detainers	6%	5%
	Narcotics and Drugs	3%	4%
	Property Offenses	1%	0%
	Violation		0%
	Warrant	9%	7%

Table 2 Charges by Severity by Gender - 2024 (Source: O'Connell Research)

Race

Looking at racial disparities in the jail requires the lens of what drives incarceration overall, as well as what dynamics are specific to certain racial and ethnic groups. The goal of this section is not explaining the complex dynamics, but to help with engagement in conversations about what drives racial disparities in the jail.

Where people are in the justice system offers insights into whether jail population disparity starts at the booking or is due to how long people are staying. Looking at multiple decision points can help determine where in the system disparities exist and for what reasons. When looking at recommendations to reduce the jail population, it is important to take these disparities into account since a new policy, although well meaning, may increase disparity. Table 1 shows the County's adult population, and the proportion that each racial group represents.

White people and a set of other racial groups are less represented in custody at each stage of disposition, meaning the proportion at which they are

booked into custody is less than the proportion they are in the county population, and they don't stay in jail proportionally longer after booking. White people make up 43% of the adult population in the county, but only 33% of those booked, and 35% of those sentenced. The percentage of Sacramento County bookings for Hispanic/Latinx is consistent with the representation of Hispanic/Latinx in the county population. It is important to note the "Other" group is not meant to relegate some groups to footnotes, but the large number of racial/ethnic groups would need more community-based exploration since overall, this "other" group is "underrepresented" in the jail. Further dialogue could help with better understanding the opportunities of sub-populations.

Bookings for Black adults are significantly overrepresented in bookings, those held for pretrial and sentenced jail populations when compared to the general county population. Black individuals are not only overrepresented in jail bookings compared to their population in the county overall, but they also have the most felony bookings of all racial groupings as shown in Table 3. The fact that they are more likely to be booked for felonies is partially the reason they represent an increased amount of the jail population in both pretrial status as well as sentenced. Observing the booking circumstances for felonies shows the areas where Black people are most overrepresented are felony weapons charges, crimes against persons, and violations of parole and probation.

	Black	Hispanic	Other	White
Alcohol	24%	37%	12%	27%
All Others	38%	21%	8%	33%
Court Commitment	35%	26%	8%	30%
Crimes Against Persons	39%	22%	12%	27%
Hold	38%	23%	11%	28%
Narcotics and Drugs	36%	27%	6%	31%
Property Offenses	31%	21%	9%	40%
Violation	43%	18%	6%	33%
Warrant	35%	20%	7%	38%

Table 3 2024 Felony Bookings, by Race (Source: O'Connell Research)

There are many systemic and institutional factors associated with racial overrepresentation, as well as community dynamics. A deeper examination of policies, practices, and decision-making would help identify systemic factors that can be addressed to eliminate any disparities in practice that may exist.

Age

Age plays an important role in understanding the jail population as the circumstances of younger people are such that they tend to “age out” of justice involvement, but some people “age in” after years of substance use or unmet social needs. With this in mind, it is important to differentiate younger people from older when weighing strategies to engage and break the cycle of justice involvement.

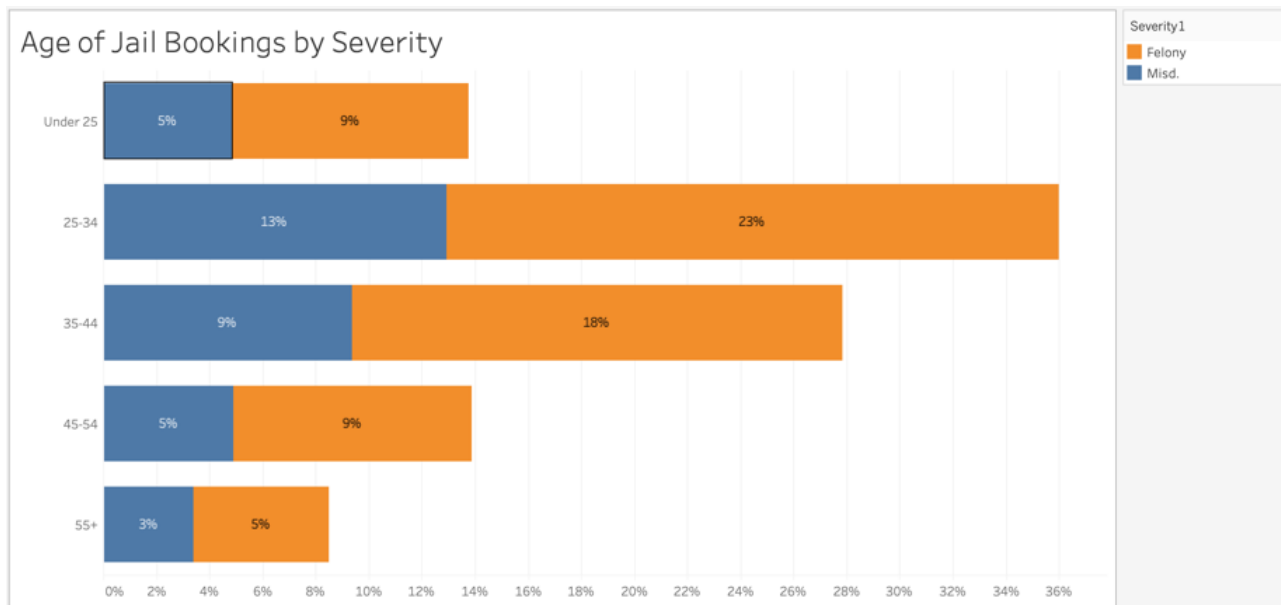


Figure 8 Age of Jail Bookings, by Severity (Source: O’Connell Research)

As shown in Figure 8, 14% of jail bookings are between the ages of 18-25, compared to 8% of the county population. This younger group tends to be booked more often for felonies and has longer lengths of stay than other groups. However, the 25-34 and 35-44 age groups constitute 62% of jail bookings, with a larger portion of repeat bookings, as would be expected as people age. Younger people will have fewer bookings, but if the cycle isn’t broken, they age into continued system-involvement with fewer pathways out. As people age, their likelihood of being rebooked declines as does the likelihood of having their first booking later in life. This dynamic makes the

22% of bookings of people over 45 an opportunity to create age-based solutions which offer incentives and services that target changing needs.

Booking Agencies

Twelve city, county, and State agencies make up 98% of the jail bookings. The differences in the kind of bookings by each agency is important to understand the local context for the bookings. The two largest agencies, the Sacramento Police Department and Sacramento County Sheriff make up 75% of the people booked, but looking behind this shows differences in the circumstances of those bookings. Table 4 below shows the total bookings in 2024 by agency, the percentage of total bookings, and the difference compared to 2023.

Arresting Agency	2024 Bookings	% of Bookings	% Difference from 2023
Sacramento PD	12,837	44%	8%
Sacramento SO	9,079	31%	-6%
Citrus Heights PD	1,679	6%	60%
CHP	1,385	5%	-9%
Elk Grove PD	1,284	4%	-20%
Folsom PD	789	3%	7%
Galt PD	247	1%	0%
Other Agencies/Misc.	2,116	7%	-34%

Table 4 Bookings by Agency (Source: O'Connell Research)

The nature of the bookings across agencies is also different, representing different geographical parts of the county, as well as jurisdiction over certain types of enforcement. For example, the CHP is confined to highways and roads, and state parole and County Probation is focused on people who are under their supervision. The Sheriff's Office is also responsible for carrying out various court orders, including warrants. Table 5 Agency Bookings by Reason and Severity shows the different booking types.

	Felony 2024		Misd. 2024	
	New Crimes	Non-New Crimes	New Crimes	Non-New Crimes
Sacramento PD	18%	30%	13%	38%
Sacramento Sheriff	30%	31%	22%	17%
Citrus Heights PD	30%	18%	34%	18%
CHP	25%	12%	55%	8%
Elk Grove PD	48%	14%	30%	8%
Folsom PD	32%	15%	37%	17%
SAC Probation	25%	60%	3%	13%
All other Agencies	28%	40%	22%	10%
Galt PD	38%	18%	28%	16%

Table 5 Agency Bookings by Reason and Severity (Source: O'Connell Research)

This booking mix leads to a variety of lengths of stay, especially when looking at bookings that involve new crimes. Table 6 shows most new crimes don't result in stays of more than three (3) days, meaning they are released before or at arraignment. With 32% of new crime bookings staying 0 days (less than 24 hours), geographic programs or alternatives could reduce the complexity of transportation back to their communities.

Arresting LEA	0	1-3 days	4-7 days	8-29 days	30-89 days	90+ days
All other Agencies	17%	22%	15%	21%	12%	6%
CHP	63%	21%	5%	4%	4%	2%
Citrus Heights PD	43%	26%	10%	7%	6%	3%
Elk Grove PD	35%	39%	9%	5%	4%	4%
Folsom PD	42%	28%	9%	6%	6%	4%
Galt PD	33%	38%	9%	11%	4%	2%
SAC Probation	10%	25%	15%	27%	7%	5%
Sacramento PD	30%	32%	8%	9%	7%	4%
Sacramento Sheriff	33%	30%	10%	8%	6%	5%
Grand Total	32%	28%	8%	10%	9%	10%

Table 6 Length of Stay by Arresting Agency (Source: O'Connell Research)

Prop 36 Impacts

While Sacramento County's criminal justice system has kept its Average Daily Population (ADP) of the jail system below the level indicated in the 2021 Sacramento County Jail Study, this is expected to change in 2025 due to the passage of Prop 36. Prop 36 is a law that began implementation on December 18, 2024, after voter passage in November 2024. This law increases penalties for people arrested for certain drug and theft crimes. It also creates a "treatment-mandated felony offense," which requires substance use and mental health assessment and provides treatment with deferred entry of judgement for felony possession of a "hard drug." The law does not include cannabis, cannabis products, peyote, LSD or other psychedelic drugs such as mushrooms in the definition of "hard drug".

Roles and Responsibilities

Understanding the roles and responsibilities of various criminal justice and social services partner agencies related to Prop 36 can help to see where, when, and how Prop 36 will impact the justice system and the jail population.

Arrest

Law Enforcement Agencies (Police, Sheriff, etc.)

- Role: Enforce arrest protocols and identify individuals eligible for Prop 36 treatment mandates at the point of arrest and jail booking.
- Unique Responsibility: Implement arrest procedures and assess eligibility for treatment mandates at the time of booking.

Court Process

District Attorneys

- Role: Prosecute cases in alignment with Prop 36 provisions, including offering deferred entry of judgment and treatment mandates, as well as charging decisions.
- Unique Responsibility: Evaluate cases to determine eligibility for treatment mandates and initiate proceedings accordingly.

Judicial System (Courts)

- Role: Oversee legal proceedings, determine eligibility for treatment, and impose sentences under Prop 36 guidelines.

- Unique Responsibility: Create specialized courts or integrate into existing collaborative courts for Prop 36 cases and manage treatment mandates.

Defense Counsel

- Role: Represent defendants in Prop 36 cases, ensuring they are informed of their rights and options, including participation in treatment programs.
- Unique Responsibility: Advocate for treatment participation and ensure defendants comply with court mandates.

Probation Department

- Role: Monitor compliance, facilitate treatment referrals, and report back to court on compliance of court orders, as well as ensure offenders are adhering to their treatment plans.
- Unique Responsibility: Assess eligibility for treatment-based alternatives to incarceration and follow up on treatment outcomes.

Treatment and Services

County Health and Human Services

- Role: Manage access to healthcare and substance abuse programs for those involved in the justice system.
- Unique Responsibility: Coordinate mental health evaluations and ensure access to relevant services.

Treatment Providers (Drug Rehabilitation, Mental Health Services)

- Role: Deliver substance use disorder (SUD) treatment services for drug rehabilitation and mental health care.
- Unique Responsibility: Administer court-mandated treatments and track progress, providing compliance reports to the courts.

Community-Based Organizations (CBOs)

- Role: Provide support services like housing, job training, and recovery services. Additional details regarding the level of support services are expected to emerge as more individuals are prosecuted for cases applicable under Prop 36.

- **Unique Responsibility:** Ensure clients are connected to necessary community services to help them break the cycle of homelessness and recidivism.

Medi-Cal and Medicare

- **Role:** Provide financial support for drug treatment and mental health programs for eligible individuals.
- **Unique Responsibility:** Ensure eligible offenders receive treatment services and connect them with the appropriate programs.

Increased justice system contact will come in several areas. Superior Court established a collaborative Prop 36 working group to address new changes to law. Ongoing work is expected to develop a framework for data tracking and analysis to identify where in the system the county is seeing more workload and determining how to appropriately adjust policy and operations.

A summary of expected impacts from Prop 36 at different points in the criminal justice system case flow process are described in Figure 9, below.

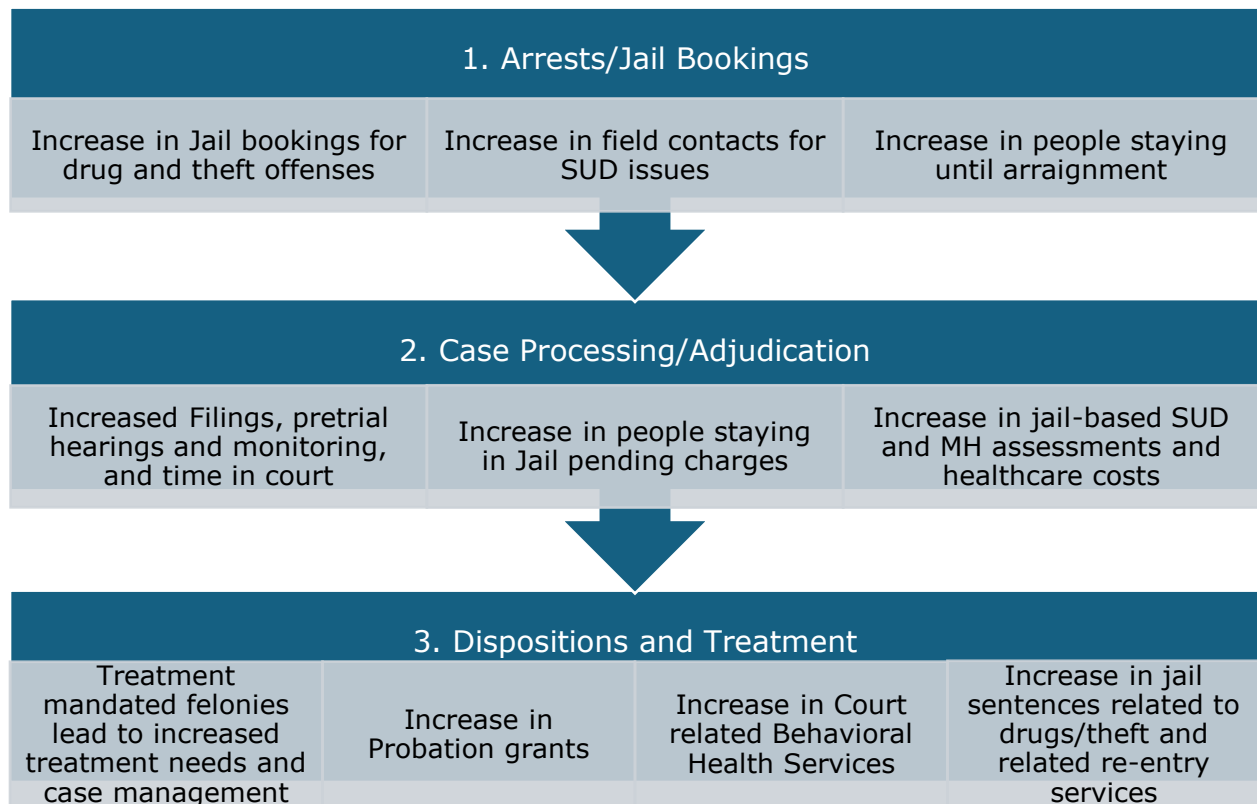


Figure 9 Anticipated Prop 36 Impacts

Jail Population Dashboard Updates

As part of the County effort to show the ways it is working toward managing its jail population, particularly reduction efforts enacted in 2022, a dashboard project was initiated to bring consistent information about the County's jail population, as well as engage stakeholders in the complex nature of the drivers of the jail population. As part of the Mays Consent Decree, the County has moved to present public data about the landscape of the justice system and context around the strategies, mitigation, and system change efforts underway. Under the direction of the Public Safety and Justice Agency, and with the support of the Sheriff's Office, the County formed a working group to quickly develop a dashboard prototype and begin to add context, clarity, and utility to it.

The dashboard will focus on key questions, with the ability to filter and explore with responsive charts, including: who is booked into jail, how long do people stay and how are they released, and who returns to jail and why. The goal is to generate better understanding of the flow of people through the jail and monitor progress on implementation of mitigation strategies.

The data will mainly focus on the last five (5) years of people booked, released, or returning to custody. The design of the dashboard is for a general audience of members from the public, and as such will not expose any personally identifiable information (names or identities) of incarcerated persons. The finished project will also provide a robust glossary and user guide with definitions and aids to help users understand the terminology and graphic display decisions made by the dashboard team.

Users will be able to interact with the dashboard across data points and better understand how different circumstances impact the jail. The initial version will be tested with the county workgroup, as well as in conjunction with the Public Safety and Justice Agency Advisory Committee (PSJAAC) to help identify any gaps in terminology and needs for further clarity from a non-agency perspective. The PSJAAC input will also help in developing a longer-term roadmap of important data points that will be evaluated for feasibility over time, and to ensure good "public data" principles are used.

Benefits of this approach include increased public knowledge of the jail system and its complexities, providing a way to communicate specific stories or impacts, as well as increased timeliness and consistency in providing responses to requests for information. Dashboard efforts will include work

with communications professionals in various agencies to ensure their working knowledge of the dashboard and its use as an interagency tool to support policy making and planning around justice-involved populations. Future iterations may provide more detailed displays for County agencies but would maintain similar language and terminology for the public-facing dashboard. Figure 10 below is an initial mockup of the booking profile.

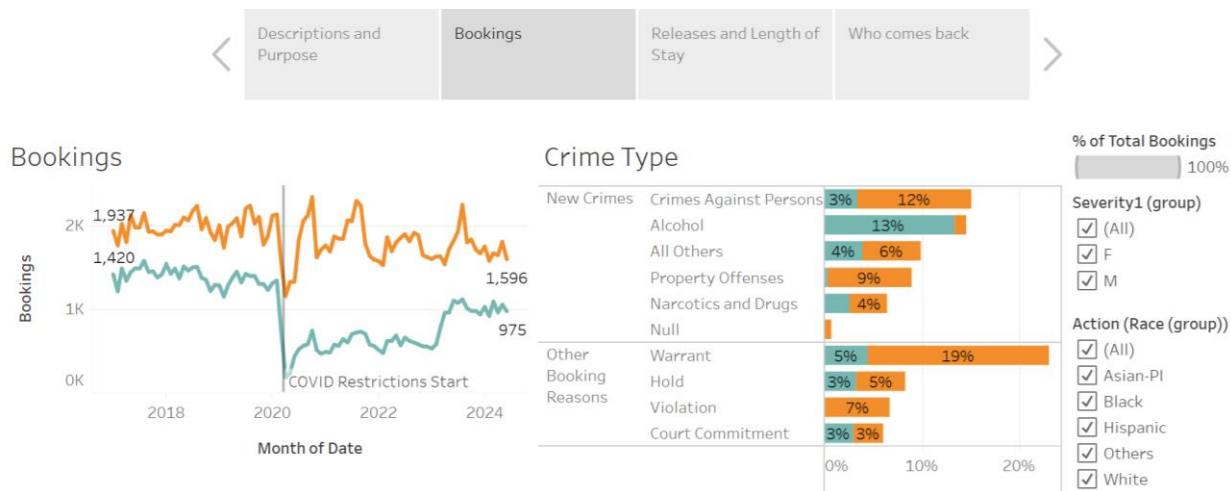


Figure 10 Initial Mockup of Booking Tab (Source: O'Connell Research)

Strategy Updates

The following pages will detail progress made in each of the six strategies aimed at reducing the jail population. In this report, each strategy includes the following:

- Target/Objective
 - A brief description of the intention behind each strategy. A more extensive description, including a complete Problem Statement, identification of Goals Served, overall Alignment and Relevance, Focus Areas, and associated Elements from the original 2022 Jail Population Reduction Plans may be found in the [Revised Jail Population Reduction Plans from April 2024](#), available on the [Public Safety and Justice Agency's Reports and Resources website](#).
- Progress Toward Measurement Goal(s)
 - As noted in the Revised Jail Population Reduction Plans published in April 2024, the Public Safety and Justice Agency worked with County partners to develop one or more measurement goal for each strategy. Additional goals may be added as new investments occur or new programs become available.
- Required Partnerships for Success
 - While the County was required to develop a jail population reduction plan as part of its obligations under the Mays Consent Decree, the County has very little independent control over the flow into and out of the County jail system. Each strategy includes a brief description of the critical partnerships involved in making demonstrable progress that can result in a lower average daily population through reduced bookings, lengths of stay, and returns to custody.
- Notable Updates
 - Each strategy includes a brief description of the substantial programmatic or systemic changes occurring within the July – December 2024 time frame that may positively or negatively affect the strategy's overall impact on reducing the jail population.

1. Offer behavioral health interventions before and during a crisis to prevent jail admissions and further justice-involvement

Target/Objective

Reduce the number of individuals with behavioral health needs entering the criminal justice system by creating resources and improving linkage to timely intervention strategies and services, thereby minimizing crisis escalation, unnecessary arrests, and jail admissions.

Measurement Goal

- Increase use of Community Wellness Response Team (CWRT) by 50% in three years (from 2023 baseline) by providing timely behavioral health support to individuals in crises, preventing unnecessary jail admissions when a more appropriate intervention is available.
 - **Baseline:** The 2023 baseline for CWRT is 15 referrals per month. This is based on a total of 145 referrals made from March, when CWRT started operating, through December 2023.
 - **Outcome Goal:** If a 50% increase was achieved within 3 years, 22.5 referrals per month on average would be expected.
 - **Current Status:** In 2024, the CWRT received an average of 47 referrals per month, representing a 213% increase from the 2023 baseline of 15 per month, far exceeding the established measurement goal.

Required Partnerships for Success

The County cannot reduce the jail population under this strategy without the assistance and shared support of crucial partners. Success in improving crisis care offerings and decisions to choose paths beyond those that result in jail bookings and continued justice-involvement requires collaboration and shared vision among many government and community-based entities. Furthermore, this strategy is supported when community members' knowledge about resources and how to best access them is increased. An asterisk is used to identify the partners whose direct operational authority is not determined by the Board of Supervisors.

- Sacramento County
 - Health Services Department (Behavioral Health Services)
 - Probation Department

- Sheriff's Office*
- Community-based Behavioral Health Providers*
- Community-based Medical Care Providers*
- Community Members*
- City, State, and Federal Law Enforcement Agencies*

Notable Updates

Community Wellness Response Team

Community Wellness Response Teams (CWRT) include a mental health counselor and a peer with lived experience, who receive requests from 988 or the County's HOPE line, to provide a mobile response to individuals that may benefit from in-person de-escalation services, assess needs and risks, and create safety plans. CWRT services are available 24/7.

- January through June 2024, there were 220 CWRT mobile responses, an average of 37 per month.
- July through December 2024, there were 342 CWRT mobile responses, an average of 57 per month.

In 2024, there was a total 562 CWRT mobile responses, and average of 47 per month, representing a 213% increase from the 2023 baseline of 15 per month. Table 7 displays available data on 988 calls and CWRT responses between July and December 2024 (Program Implementation Updates on the [Community Wellness Response Team website](#)). Table 8 shows the dispositions of CWRT responses from this period.

	Calls for CWRT (988 & Hope Line)	Total Mobile Responses
July	72	47
August	122	81
September	96	57
October	94	52
November	92	52
December	93	53
Total:	569	342

Table 7 CWRT Data July - December 2024 (Source: County Behavioral Health Services)

Type	Dispositions
Stabilized in Community – no referrals or services required	233
Referral and warm handoff to behavioral health services	32
Referral/warm handoff to medical services	23
Unable to Locate	0
Unable to Assess	19
Refused CWRT Services	1
Detained 5150 or 5585 hold (involuntarily taken to hospital)	3
Detained by Law Enforcement	1

Table 8 CWRT Response Dispositions July – December 2024 (Source: County Behavioral Health Services)

Bilateral Referral Process

The workgroup continues to meet monthly to develop a bilateral referral process to assist with coordination between Behavioral Health Services (BHS) and law enforcement partners. The goal is to assist in successful transfers for calls that can be triaged from 911 to the County’s HOPE line, which can dispatch the CWRT and provide additional resources for officers in the field. The workgroup drafted a Memorandum of Understanding (MOU) to document BHS’ responsibilities and scope of services, as well as those of the partnering law enforcement agency. There is work on developing a [30-day pilot program with Folsom Police Department](#), which will run from April 1 – April 30, 2025. The partnering teams will report back to the larger group on lessons learned in hopes to further inform the MOU. BHS also developed a [resource guide for law enforcement partners](#); a presentation on these, and other services, were shared with the Criminal Justice Cabinet in Fall 2024.

Mobile Crisis Support Teams (MCSTs), Now Called Co-Response Crisis Intervention Team (CCIT)

The Mobile Crisis Support Team is changing its name to the Co-response Crisis Intervention Team (CCIT). This name change reflects the collaborative role behavioral health has with law enforcement in mental health

emergencies. With the introduction of other mobile teams in the county, we recognized the need for a name that captures the unique co-response role. The CCIT is a collaboration between Behavioral Health Services and Sacramento County Law Enforcement. The CCIT units respond to calls for service to support individuals experiencing a mental health crisis by providing safe, relevant, and effective intervention including linkage to needed resources and support services.

The CCIT remains dedicated to providing immediate, integrated crisis support within Sacramento County's crisis and justice-involved continuum. The CCIT serves individuals of all ages and diversity in Sacramento County by responding to 911 emergency calls for immediate clinical assessment and crisis intervention for individuals experiencing a mental health crisis. CCIT aims to improve outcomes and successful crisis resolution for individuals experiencing mental health crisis by deploying a co-response team comprised of law enforcement officers/deputies and licensed clinicians.

For July – December 2024, teams continued to be assigned to the following partnerships and areas: Sacramento Sheriff's Office (SSO) North Division, SSO Central Division, Citrus Heights Police Department, Folsom Police Department, SSO East Division/Rancho Cordova Police Department, and Galt Police Department. During this time frame data tracking changes were implemented, so data from July through September 2024 is unavailable. CCIT data from October through December 2024 shows:

- CCITs relieved a total of 805 law enforcement units so they could respond to non-Mental Health calls for service.
- Encounters across the six partnership areas served 234 unduplicated clients.
- 53 clients (22.6%) involved initiating applications for 5150 holds.
- 10 CCIT encounters (23%) with 5150 clients resulted in hospitalization.

Data from CCITs working with the Sheriff's Office indicate a 96% arrest diversion rate, with only 6 of 138 encounters ending in arrest for the period of July – September 2024. Sheriff's Office data is provided a quarter in arrears.

2. Maximize initial deflection and pre-arraignment release opportunities for eligible individuals

Target/Objective

By reducing bookings at Sacramento County Jail facilities for individuals who can be cited and released in alternate locations, average daily population can be reduced. By promptly releasing low-risk individuals, their length of stay can be minimized.

Measurement Goal

- Reduce proportion of bookings released within 24 hours by 10% (from 2023 baseline of 24% to 21.5%)
 - **Baseline:** The 2023 baseline for the proportion of bookings released within 24 hours was 24%.
 - **Outcome Goal:** If a 10% decrease is achieved, the proportion of bookings released within 24 hours would be 21.5%.
 - **Current Status:** In 2024, the proportion of bookings released within 24 hours was 23.4%, reflecting a 3% decline from the baseline.

Required Partnerships for Success

The County cannot reduce jail bookings or reduce length of stay under this strategy without the assistance and shared support of crucial partners. Decisions in the field by law enforcement partners, as well as decisions made in review pre-arraignment release requests, will determine the success of this strategy. An asterisk is used to identify the partners whose direct operational authority is not determined by the Board of Supervisors.

- Sacramento County
 - Sheriff's Office*
- Sacramento Superior Court*
- City, State, and Federal Law Enforcement Agencies*

Notable Updates

Since December 2023, the Superior Court and its partners implemented a new pre-arraignment review process. This process considers both public safety risk and an individual's ability to pay bail during a review by a magistrate prior to arraignment. Reviews are expected to be completed within approximately 18 hours of booking. Pretrial data was provided by the Probation Department and included assessments and other information

tracked for individuals booked through December 2024. Figure 11 shows the number of individuals released to Probation's pretrial monitoring through the pre-arraignment magistrate review since the process began.

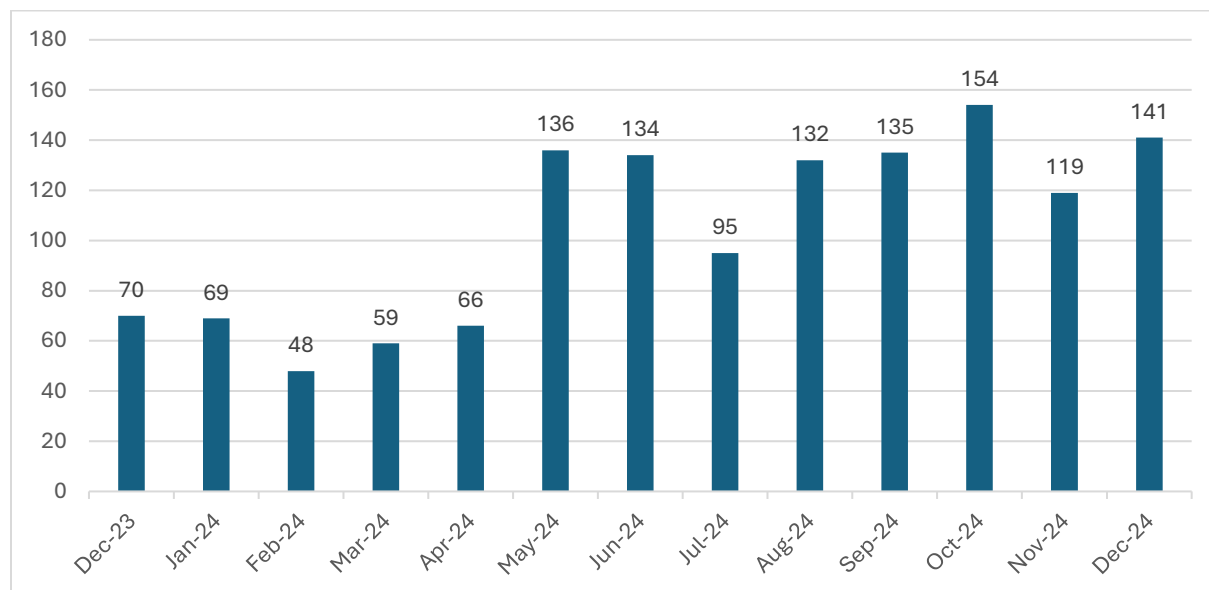


Figure 11 Individuals Released to Probation Pretrial Monitoring Through Pre-Arraignment Magistrate Review by Month (Source: Probation Department)

Because there was not enough time available to conduct the complete planned pretrial “deep dive” analysis, future reports will detail the progress the County has made on pre-arraignment releases, as well as the pre-trial population overall to various programs and policies in context. The Public Safety and Justice Agency will work with the Superior Court to determine the feasibility of tracking statistics moving forward, including the total number of pre-arraignment magistrate reviews completed and the number released on their own recognizance without conditions.

In general, there have not been sizable changes in the length of stay distribution between 2023 and 2024. Overall, in comparison to 2019, the distribution of lengths of stay remains relatively consistent, with greatest reduction seen for those staying 8-29 days (Figure 12) and an increase in the number of people released between 1 and 3 days.

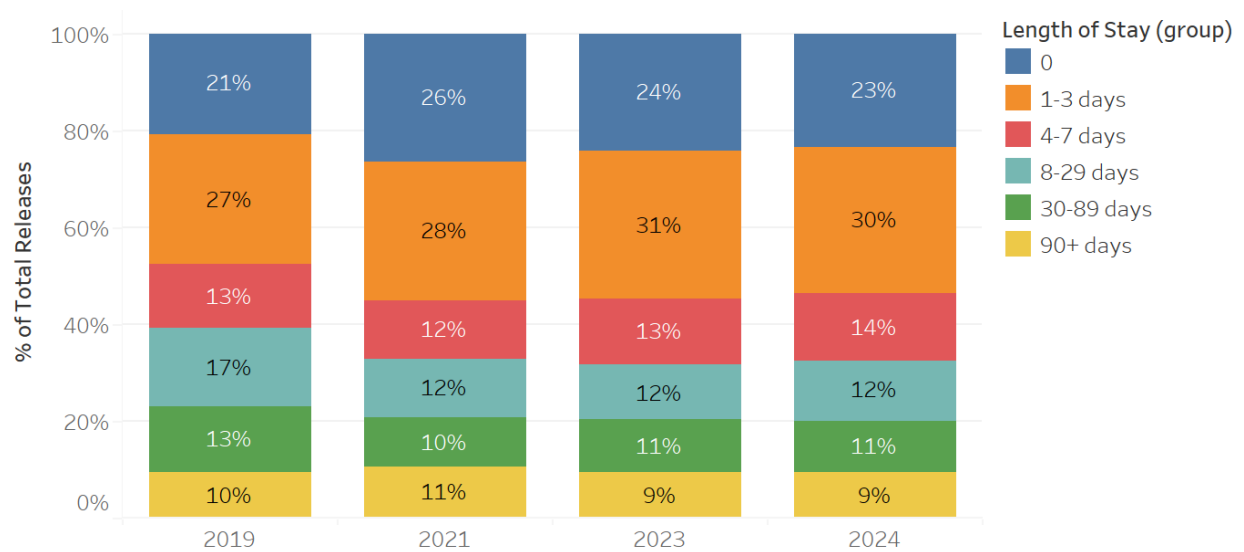


Figure 12 Length of Stay Distribution (2019, 2021, 2023, 2024) (Source: O'Connell Research)

The proportion of people entering and leaving jail within 24 hours continues to account for nearly a quarter of individuals released. While this population does not contribute significantly to the jail's ADP, it uses jail resources to process these individuals. Figure 13 shows individuals booked for new crimes and released within 24 hours by arresting agency. The Sheriff's Office (including Rancho Cordova PD) and Sacramento Police Department are the largest agencies and contributors.

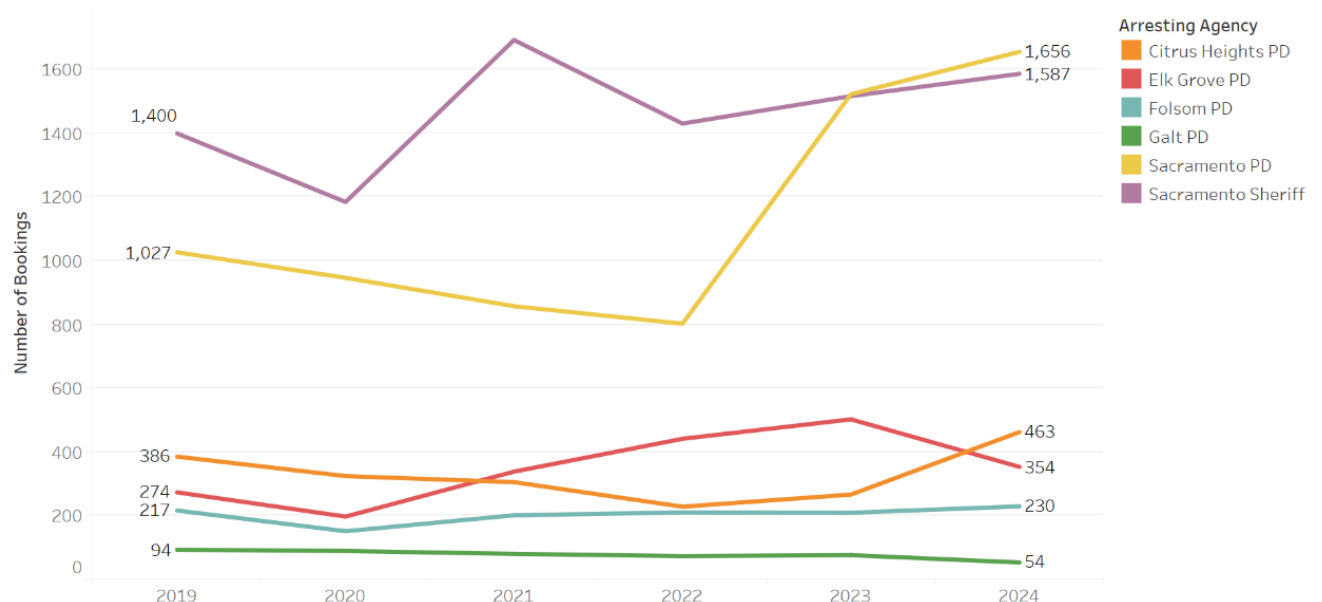


Figure 13 Individuals Released within 24 hours by Arresting Agency for a New Crime Related Booking (Jan- December Time Period) (Source: O'Connell Research)

Of particular interest are individuals booked under California Penal Code Section 853.6, which grants law enforcement officers the discretion to book an individual facing a misdemeanor charge into jail for processing under any of the following circumstances:

1. The person arrested was so intoxicated that he or she could have been a danger to himself or herself or to others.
2. The person arrested required medical examination or medical care or was otherwise unable to care for his or her own safety.
3. The person was arrested under one or more of the circumstances listed in Sections 40302 and 40303 of the Vehicle Code.
4. There were one or more outstanding arrest warrants for the person.
5. The person could not provide satisfactory evidence of personal identification.
6. The prosecution of the offense or offenses for which the person was arrested, or the prosecution of any other offense or offenses, would be jeopardized by immediate release of the person arrested.
7. There was a reasonable likelihood that the offense or offenses would continue or resume, or that the safety of persons or property would be imminently endangered by release of the person arrested.
8. The person arrested demanded to be taken before a magistrate or refused to sign the notice to appear.
9. There is reason to believe that the person would not appear at the time and place specified in the notice. The basis for this determination shall be specifically stated.
10. The person was subject to Section 1270.1.

Figure 14 shows the Penal Code Section 853.6 releases by arresting agency in 2023 and 2024. Some agencies had significant increases in the use of this release code in 2024, such as Citrus Heights Police Department. The frequent use of this release code for individuals with short stays deserves further analysis to determine the extent to which community-based resources could be better utilized to prevent bookings in certain circumstances, particularly for intoxicated individuals and those requiring additional medical care.

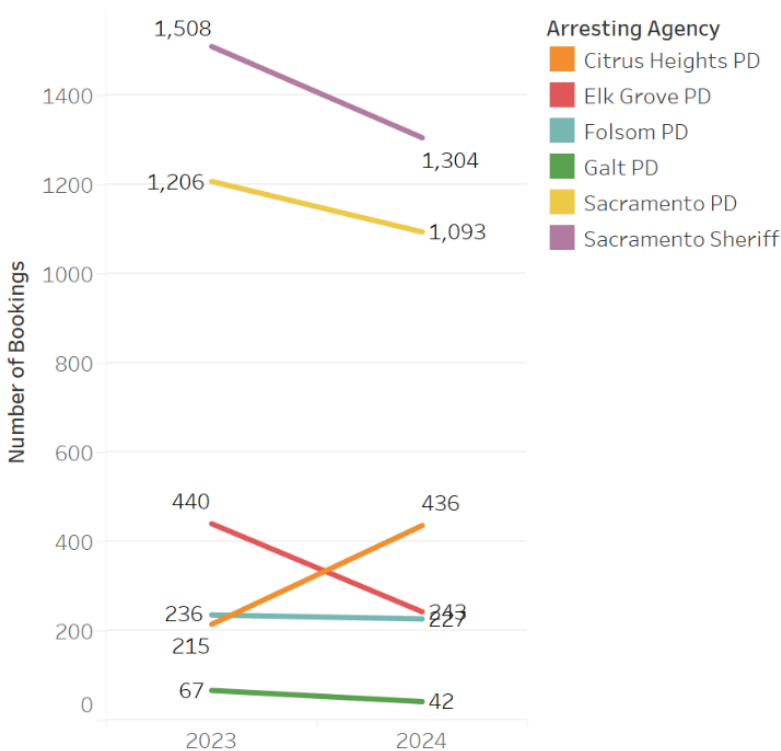


Figure 14 853.6 Releases by Arresting Agency Source: O'Connell Research

The PSJA is continuing efforts to engage Law Enforcement in reconvening the Coordination for Booking Alternatives working group to focus on increasing law enforcement access and use of existing behavioral health and housing resources to support efforts to reduce bookings for individuals who can be deflected, diverted, and linked to services.

3. Minimize use of county jail for federal and out-of-county inmates

Target/Objective

Implement strategies to reduce the number of federal, state, and out-of-county inmates housed in local jails, optimizing local resources and enhancing operational efficiency.

Measurement Goals and Progress

- Reduce length of stay for detainees with out-of-county warrants by 10% (from 2023 baseline).
 - **Data Analysis in Progress:** Data on out-of-county warrants for 2024 from the US Department of Justice is not yet available. In 2023, there were 4,484 arrests for misdemeanor out-of-county warrants and 1,181 arrests for out-of-county felony warrants.

The PSJA is working with O’Connell Research to examine warrant data more closely to better assess progress for reducing the length of stay associated with detainees with out-of-county warrants.

- Sustain reduced contract with the U.S. Marshal Service at 100 jail beds (ADP) for detainees facing federal charges.
 - **Baseline:** The 2021 baseline the federal inmate contract was 300. 2021 is used instead of 2023 because the contract was reduced in 2022.
 - **Outcome Goal:** The County would sustain an ADP that includes 100 or fewer federal inmates at any given time.
 - **Current Status:** Use of County beds for federal inmates continues to hover slightly above the 100-bed contract target. From July – December of 2024, the federal inmate count averaged 117.

Required Partnerships for Success

The County cannot reduce jail bookings or reduce length of stay under this strategy without the assistance and shared support of crucial partners. Decisions by law enforcement partners in the field and in custody when addressing individuals with out-of-county warrants determine the success of this strategy. An asterisk is used to identify the partners whose direct operational authority is not determined by the Board of Supervisors.

- Sacramento County
 - Sheriff’s Office*
- City, State, and Federal Law Enforcement Agencies*

Notable Updates

The Sheriff’s Office continues to evaluate whether the federal inmate contract can be further reduced to assist with jail population reduction and to minimize the high level of correctional health services needed by this population. By law, individuals booked on out-of-county warrants may be held in local county jail facilities for up to five (5) days following arraignment. The Sheriff’s Office and law enforcement partners continue to be encouraged to evaluate which counties are generating the greatest number of out-of-county warrants, and to see to what extent these warrants can be resolved quickly to reduce length of stay. Future JPRP status reports will examine the issue of warrants, including out-of-county warrants.

4. Reduce time in jail for individuals who can be safely released into the community or placed in alternative care facilities

Target/Objective

Focusing on safe and timely release directly addresses this goal. Low-risk individuals can be safely released into the community or alternative care facilities.

Measurement Goals

- Reduce average length of stay by 10% (from 2023 baseline) for Pretrial Detainees eligible for pretrial release with lower public safety/FTA risk staying past arraignment (4+ days), as indicated by the Public Safety Assessment
 - **Data Analysis in Progress:** PSJA and O'Connell Research are currently working on a pretrial study that will inform this goal. If the necessary data cannot be obtained, the goal will be reviewed and possibly revised.
- Decrease average length of time by 20% (from 2023 baseline) for individuals with Mental Health Diversion (MHD) decisions from referral to decision regardless of entry for people held in custody.
 - **Data Analysis in Progress:** By the next report, PSJA staff will work with MHD partners to determine baselines, goals, and current status. If data cannot be obtained, the goal will be reviewed and possibly revised.
- Reduce average length of stay for sentenced time by 10% (from 2023 baseline) for inmates who represent a lower public safety risk; this includes participants in reentry services and sentencing alternatives (home detention/electronic monitoring, Sheriff's Work Project, etc.).
 - **Data Analysis in Progress:** PSJA and O'Connell Research will work with the Sheriff's Office to identify the population, baseline, goals, and status. If the necessary data cannot be obtained, the goal will be reviewed and possibly revised.

Required Partnerships for Success

The County cannot reduce length of stay under this strategy without the assistance and shared support of crucial partners. This strategy depends on decisions by defense counsel, the Sheriff's Office, and the Superior Court, with support provided by County and community partners, for success. An

asterisk is used to identify the partners whose direct operational authority is not determined by the Board of Supervisors.

- Sacramento County
 - Health Services Department
 - Public Defender's Office
 - Conflict Criminal Defenders
 - Probation Department
 - District Attorney's Office*
 - Sheriff's Office*
- Sacramento Superior Court*
- Community-based Behavioral Health Providers*

Notable Updates

Pretrial Release

The population receiving pretrial monitoring services through the Sacramento County Probation Department continues to rise. Since the prior report (with data ending June 2024), 2,037 individuals were released to Probation's pretrial monitoring program, with the total number of persons released to pretrial monitoring since the program's start (October 2019) reaching 10,653.

From July – December 2024, the number of active participants rose from 981 to 1,337. (Figure 15). The average number of active pretrial monitoring clients in 2023 was 595. For 2024, the average was 1,009, representing an increase of 70%. As of January 2025, 84% of pretrial participants did not incur a new arrest.

The PSJA recognizes that many community advocacy groups oppose pretrial monitoring and use of the PSA and other tools to assess risk based on static factors. However, as every person released to pretrial monitoring would otherwise be contributing to the ADP of the jail system, this is an important service offering that the County can facilitate to support jail population management and reduction. It should be noted that, while services are offered by the Probation Department, the decision to release an individual with pretrial monitoring conditions is under the sole discretion of the Superior Court.

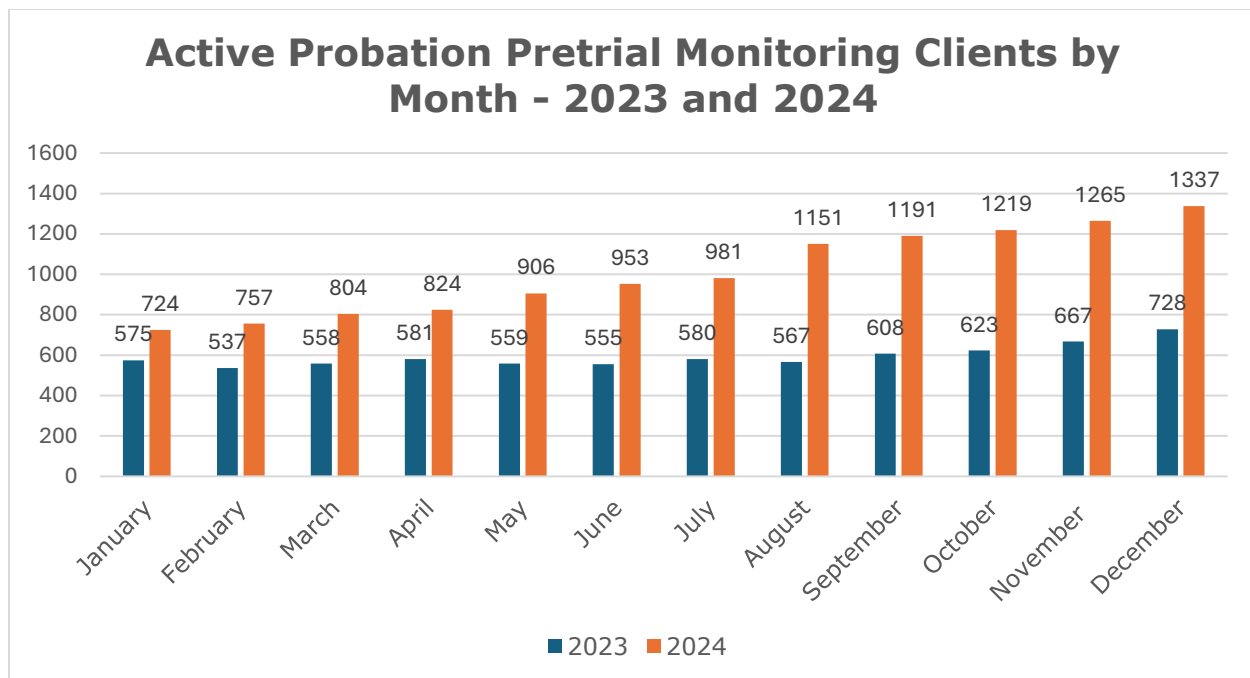


Figure 15 Active Probation Pretrial Clients (Source: Sac County Probation Dept.)

Probation’s pretrial assessment and monitoring is just one aspect of the County’s pretrial efforts but provides a significant opportunity as a mechanism for releasing individuals the Court would otherwise keep in custody pending their arraignment or next pretrial hearing. The County views the increase in use of Probation for pretrial monitoring as a positive development in terms of expanding alternatives to incarceration and reducing ADP.

In addition to the risk assessments completed by Probation, defense can and does bring forward available information about a client’s needs that have been identified. There is limited time to conduct a full needs assessment prior to arraignment; however, these are woven into other facets of criminal case processing and the behavioral health services continuum of care. For example, needs assessments are completed during the MHD application process.

To facilitate the complete “deep dive” into pretrial releases that will be included in the next Jail Population Reduction Plans Status Report update, the Public Safety and Justice Agency will engage with justice system partners to identify whether and how this information can be extracted and analyzed. Initial findings of the pretrial study are included in Exhibit B.

Mental Health Diversion

The County's indigent defense counsel have embraced Mental Health Diversion (MHD) and pursued these opportunities for nearly all eligible defendants. MHD has grown exponentially since eligibility expanded in 2023. In 2022, there were 169 decisions (79 granted MHD). In 2024, there were 1,109 decisions (616 granted MHD).

Over time, the County has supported this program by adding staff to the Public Defender's Office, staff to the District Attorney's Office, and staff to the Behavioral Health (BHS) teams to complete assessments, treatment plans, and linkages. The County has also expanded the community placement options (outpatient and full-service partnership levels) for forensic populations. The County added staff to Probation to ease the Court's comfort in granting individuals with higher risk MHD by providing monitoring and support.

County BHS changes eliminated a backlog of over 300 individuals in custody waiting for MHD assessment in May 2024. As of January 2025, all MHD referrals are assessed within about 1-2 weeks of referral. The Court reorganized its calendars in November of 2024, expanding capacity to hear applications. Prior to the reconfiguration, MHD applications could only be heard on Tuesdays in Department 17, alternating between half-day calendars and full day calendars, on Thursdays in Department 8, and occasionally in Department 60 on an as-needed basis. Under the reconfiguration, MHD applications may be heard 5 days per week in Department 3, with some half-days on Wednesdays and Fridays being reserved for other types of proceedings. The Court continues to experience challenges with the large number of applications on each calendar, contributing to lengthy processes, but improvements have been observed since the reconfiguration was completed. Since October 2024, there has been an ADP of over 100 individuals in custody waiting for a MHD decision who are over 90 days from the date BHS completed their assessment.

In accordance with data provided by the Superior Court's MHD Working Group in February 2025, the Superior Court received 1,860 felony MHD applications in 2024 and made 1,007 decisions during the same time period. This includes 597 applicants that were granted felony MHD (60%). While MHD provides a release mechanism for eligible individuals, the vast majority of applications are contested by the District Attorney's Office. The Court has

consistently found that many are not suitable for MHD and their applications are denied. Individuals in custody who pursue, but are not granted, MHD have lengthy pretrial stays in custody as their cases are “paused” while pursuing MHD. Additionally, based on data provided to PSJA by the Superior Court, of the 169 individuals who exited the Felony MHD program from July – December 2024, 71 graduated (42%), 93 were deleted (55%), and 5 exited for other reasons (3%). The 95 misdemeanor MHD clients who exited the MHD program during this period had higher success rates, with 65 graduates (68%), 24 deletes (25%), and 6 exiting for other reasons (6%). Individuals who are deleted from MHD may have their cases resume and be returned to custody while their cases are resolved.

On December 18, 2024, the Sacramento County District Attorney’s Office started prosecution of specified drug and theft cases under the new voter approved Prop 36. Superior Court has established a working group to collaboratively determine the best approach to processing new Prop 36 cases and ensuring the new requirements under the law are met. It is estimated Prop 36 cases will increase jail bookings and average daily population as well as the number of individuals seeking Mental Health Diversion. At this time, it is unknown to what extent Prop 36 cases will impact the jail population, Mental Health Diversion, and related services.

Incompetent to Stand Trial (IST) Impacts

Sacramento County has a collaborative workgroup focused on efforts aimed at reducing jail bookings, lengths of stay, and returns to custody for people who have significant behavioral health needs, including implementing strategies and solutions that reduce the number of individuals who are deemed incompetent to stand trial (IST) on felony charges and committed to the Department of State Hospitals (DSH) for restoration. Pressure to reduce felony ISTs has been placed on counties by DSH through changes to law that established an IST Growth Cap for all counties in the state. A graduated formula is applied to calculate penalty fines based on the number of IST commitments exceeding the growth cap. Sacramento County added specialized IST Mental Health Diversion (IST Diversion) programming and Early Access to Stabilization Services (EASS) with funding contracts from DSH to create opportunities to prevent IST commitments to DSH for restoration. IST Diversion is a pathway that prevents commitment to DSH for IST defendants who are granted Mental Health Diversion by the Court. EASS is a pathway that allows for re-evaluation that deems individuals no

longer IST (EASS 1372) after in-custody efforts have been successful, removing them from the count toward our IST Growth Cap. Previously, there were lengthy wait times for DSH services, which prolonged the amount of time a person would spend in EASS and provided opportunities for re-evaluation (reducing the count towards the IST Growth Cap). With DSH waitlists decreasing, the average time in EASS has reduced and fewer re-evaluations are performed.

To date, Sacramento County has been able to avoid a penalty from going over the baseline set at 217 IST Commitments, because of Felony IST Commitment exceptions in which DSH removes individuals from the count toward the Growth Cap if they have been revoked from the DSH program, re-committed, cancelled, re-evaluated 1372, EASS 1372, or died. From July through December 2024, only three of 132 Felony IST Commitments to DSH have been excluded. If the current trend continues, Sacramento County is likely to face a penalty/fine for exceeding the IST Growth Cap in Fiscal Year 2024-25. Additionally, the Felony IST population in custody poses unique challenges for mental health care and other programming. Efforts are ongoing to identify areas for improvement and implement changes that will reduce the number of ISTs over the next six months by maximizing opportunities to address mental health needs for this population.

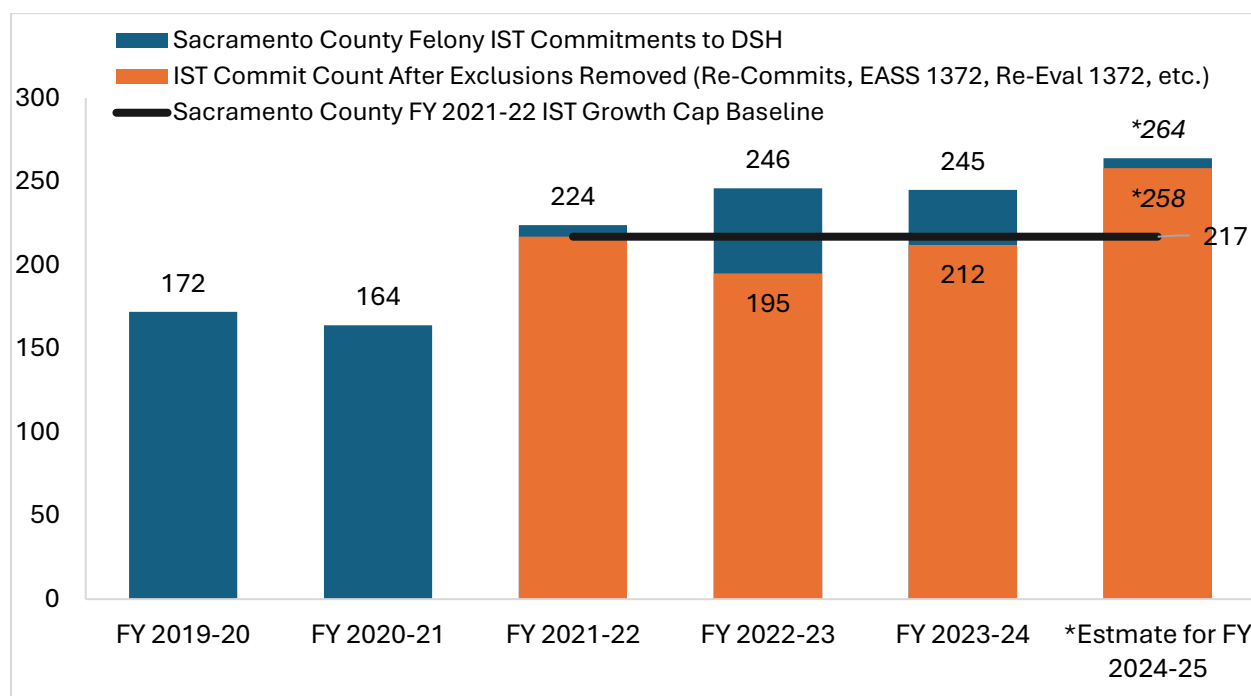


Figure 16 Felony IST Commitments to DSH (Source: CA Dept. of State Hospitals)

Sentencing Alternatives

There are three elements of the Sheriff's Work Release Bureau.

- Alternative Sentencing Program (ASP)
 - Work community service hours in lieu of traffic fines
 - Working with over 100 area non-profit organizations
- Sheriff's Work Project (SWP)
 - Working at more than 13 sites throughout the county
 - Toy project
 - Participants fix bicycles and/or woodworking, sewing, and crafts for needy individuals in the community.
- Home Detention
 - GPS monitor, weekly drug testing, alcohol monitoring
 - Allows participants to maintain employment or continue education while fulfilling their Court commitments

From July – December 2024, 826 individuals began participating in Home Detention. There is a daily average of 150+ participants, with an average of 70% on alcohol monitoring.

During this period, 827 individuals began participating in Work Release. Other County efforts, such as the Community Corrections Partnership Advisory Board, are further exploring the use of this program and will be discussing it more in the next reporting period.

5. Reduce jail admissions and returns to custody from warrants and violations

Target/Objective

This addresses the reduction in bookings and in returns to jail by emphasizing preventive measures and improving reentry services, so individuals are more likely to appear in court and less likely to violate terms and return to custody.

Measurement Goals

- Reduce bookings for failure to appear (FTA) warrants by 10% (from 2023 baseline).
 - **Data Analysis in Progress:** PSJA and O'Connell Research will work with the Sheriff's Office to identify the target population, baseline, goals, and status. If the necessary data cannot be obtained, the goal will be reviewed and possibly revised. Current data on warrants does not specify the warrant type, such as FTA.
- Decrease number of persons booked for technical violations of probation (VOP's) excluding VOP's attached to new crimes by 5% (from 2023 baseline).
 - **Baseline:** 91 individuals booked on VOP's in 2023, excluding VOP's attached to new crimes.
 - **Outcome Goal:** 86 individuals booked on VOP's, excluding VOP's attached to new crimes.
 - **Current Status:** 94 individuals booked on VOP's in 2024 (excluding VOP's attached to new crimes), representing a 3.3% increase. PSJA staff will work with the Probation Department to better understand if the original goal is feasible or if it needs to be revised.

Required Partnerships for Success

The County cannot reduce bookings and returns to custody under this strategy without the assistance and shared support of crucial partners. This strategy primarily depends on decisions by law enforcement, Probation, and Court partners to take proactive efforts to prevent and resolve warrants and address technical violations of probation. Additional efforts will also be explored to engage local parole offices as well as Probation in more proactively connecting individuals under supervision in the community to support services to prevent violations that result in returns to custody. An

asterisk is used to identify the partners whose direct operational authority is not determined by the Board of Supervisors.

- Sacramento County
 - Public Defender's Office
 - Conflict Criminal Defenders
 - Probation Department
 - District Attorney's Office*
 - Sheriff's Office*
- Sacramento Superior Court*
- City, State, and Federal Law Enforcement Agencies*

Notable Updates

There has been some increase in warrants and violations, with warrants up 10% since 2023 as a proportion of the daily jail population. Figure 17 shows the ADP of the individuals entering on warrants and violations from 2020 – 2024 which has been in a similar range since 2021. Warrants will be partially explored during the ongoing Pretrial Study.

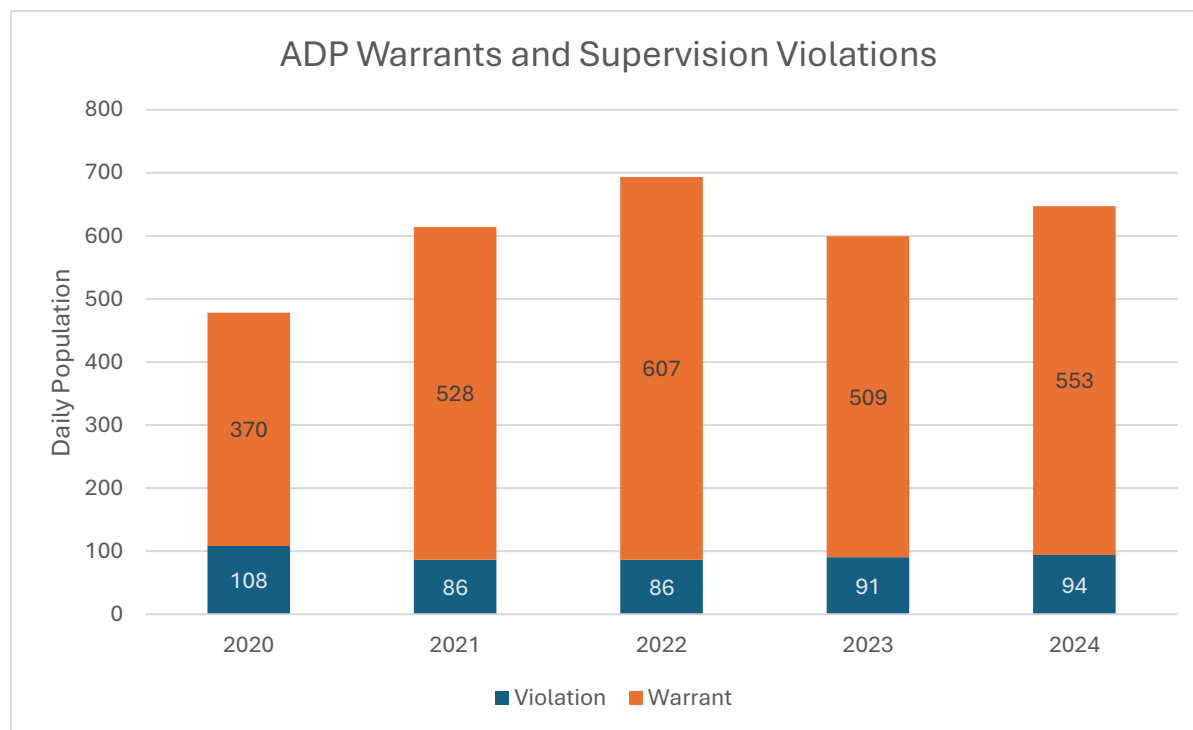


Figure 17 ADP Warrants and Supervision Violations (Source: O'Connell Research)

6. Improve service linkages and reduce barriers to treatment, employment, and housing leading up to and following release

Target/Objective

Enhanced connections and support can facilitate successful diversion programs, linking individuals to community-based alternatives rather than incarceration, and reentry services that meet housing, treatment, and employment needs.

Measurement Goals

- Increase the number of individuals released with discharge plans and linkage to behavioral health by 25% (from 2023 baseline).
 - **Data Analysis in Progress:** Data collection in this area will be improved through the Prop 47 grant and CalAIM justice-involved initiative, but is unavailable at this time.
- Increase pretrial inmate participation in Sheriff Reentry Services Programs by 20% (from 2023 baseline).
 - **Data Analysis in Progress:** PSJA staff will work with the Sheriff's Office to identify the target population, baseline, goals, and status. Anecdotal comments by the Sheriff's Office indicate that reentry services use by pretrial inmates has increased since 2023. If the necessary data cannot be obtained, the goal will be reviewed and possibly revised. Future reports are expected to provide additional information on reentry services; additionally, other County efforts, such as the Community Corrections Partnership Advisory Board, are further exploring the use of this program and will be discussing it more in the next reporting period.
- Increase the number of individuals released with housing supports at time of release by 10% (from 2023 baseline).
 - **Data Analysis in Progress:** Data collection in this area will be improved through the Prop 47 grant and CalAIM justice-involved initiative, but is unavailable at this time.
- Increase Probation population participation in employment services by 10% (from 2023 baseline).
 - **Data Analysis in Progress:** PSJA staff will work with the Probation Department to identify the target population, baseline,

goals, and status. If the necessary data cannot be obtained, the goal will be reviewed and possibly revised.

Required Partnerships for Success

The County cannot reduce returns to custody under this strategy without the assistance and shared support of crucial partners. This strategy primarily depends on creation of 24/7 service linkage opportunities and decisions made in custody to ensure that upon release, individuals are offered support services that assist with stabilization and successful reentry into the community. An asterisk is used to identify the partners whose direct operational authority is not determined by the Board of Supervisors.

- Sacramento County
 - Public Defender's Office
 - Conflict Criminal Defenders
 - Health Services Department, Behavioral Health Services and Adult Correctional Health Services
 - Probation Department
 - Homeless Services and Housing Department
 - Human Assistance Department
 - Sheriff's Office*
- Community-based Behavioral Health Providers*
- Community-based Housing Providers*

Notable Updates

Prop 47 Grant Application and CalAIM Preparation

In October 2024, Sacramento County was awarded an \$8 million grant targeting post-release service linkages through the Proposition 47 Grant Program (Cohort 4) through the Board of State and Community Corrections. Prop 47 grant. This grant was developed in response to work by Sacramento County's Community Corrections Partnership Advisory Board (CCPAB) and Community Review Commission, as well as service gaps identified by the Department of Health Services.

The Sacramento County Community Corrections Partnership (CCP) serves as the Prop 47 Local Advisory Committee. The CCP includes representation from justice system, social services system, and community partners. Grant funds will be used to establish a Reentry Opportunities and Access to Resources (ROAR) program.

ROAR was originally designed to leverage the new and improved services under Medi-Cal through California Advancing and Innovating Medi-Cal (CalAIM) and specifically the state's justice-involved initiative. The Justice-Involved (JI) initiative aims to connect Medi-Cal eligible members to community-based care, offering them services up to 90 days before their release from custody to stabilize their health conditions and establish a plan for their community-based care (collectively referred to as "pre-release services"). Per the state's Department of Health Care Services (DHCS) requirements, all Counties are required to go live with CalAIM JI initiative by September 30, 2026. Sacramento County originally planned to implement the CalAIM JI initiative ahead of the state's deadline; however, after assessing operational readiness and carefully observing the Statewide rollout, the County has made the difficult decision to defer implementation to align with the deadline. This is being done for three (3) key reasons:

- **Process Complexity:** Implementation requires establishing 14 new processes, including screening and enrolling eligible inmates into Medi-Cal, documenting medical, behavioral health, and care management services using Medi-Cal billing codes, billing DHCS for services, managing denials and resubmissions, and ensuring post-release care management.
- **State Implementation Challenges:** The State/DHCS has not yet finalized all processes for CalAIM JI, leading to increased manual work and bottlenecks for counties that began implementing the initiative in October 2024. Medi-Cal must be manually activated through a separate database, necessitating manual verifications and casework. Additionally, billing processes remain unclear, including which services will be billable, causing delays, denied claims, and unnecessary work.
- **Workforce Requirements:** There are additional workforce requirements that this initiative will necessitate. The proposal will require adding and hiring approximately 40 positions, which will take time to hire, train, and background check for service in the County's jails. Additionally, all providers currently working in the jail will need to be set up to bill Medi-Cal.

Next Steps

The next report, representing the time frame of January – June 2025, and posted to the Public Safety and Justice Agency website by September 30, 2025, is slated to include:

- Updates on progress made toward developing dashboards to monitor changes in the jail population and overall compliance with the Mays Consent Decree;
- Updates on measurement goals associated with each strategy and adjustments to goals based on data availability;
- Updates on improvements to data flows that effectively support ongoing analysis and interagency coordination;
- Follow up on more comprehensive data analysis and “deep dive” exploration of pretrial services, including pre-arraignment releases and warrant bookings;
- Updates on engagement efforts with Sacramento County advisory bodies, including the Public Safety and Justice Agency Advisory Board, Community Corrections Partnership Advisory Board, and Sheriff Community Review Commission;
- Notable updates for various strategies, including the bilateral referral process between 988 and 911 with City of Folsom, Prop 47 grant program, SB 43, and Care Court; and
- Preliminary data and impacts on the jail system and criminal case process in response to Prop 36.

Exhibit A – Recommendations in Jail Study And County Efforts/Response

Recommendation	Potential ADP Reduction Identified in Jail Study and 2025 County Efforts/Response
1A. Deflect most people with statutes or circumstances likely to be released the same day they enter the jail	<p>Jail Study Potential ADP Reduction: 17</p> <p>County Efforts/Response: The County evaluated the feasibility of developing a Type I facility for additional booking/sobering center. As acceptance of services requires voluntary participation, and the cost to build and operate such a facility is high (and requires additional law enforcement staffing), it is not a cost-effective solution and would have minimal ADP impact if implemented. Additionally, existing sobering centers, such as the CRBH operated by WellSpace Health, are not being used to capacity. Due to this, the original projected ADP reduction in the Jail Study is not feasible. However, the County has continued to develop and distribute resources for law enforcement agencies (LEA's) regarding available voluntary and involuntary resources.</p>
1B. Augment Crisis Response to deflect more people not requiring jail admission who have Mental Health Needs	<p>Jail Study Potential ADP Reduction: 26</p> <p>County Efforts/Response: The County has continued its Co-Response Crisis Intervention Teams (CCIT, formerly Mobile Crisis Support Team) and developed non-law enforcement mobile crisis response (Community Wellness Response Team/CWRT). Recruiting and retaining clinicians embedded with law enforcement teams continues to be a challenge, in part due to the uniqueness of the role as well as the behavioral health workforce shortage. CWRT now operates 24/7 and works with 988 to respond to and direct individuals in crisis to support services. While it is impossible to know how many individuals' justice-involvement was prevented through use of crisis response services, thus reducing ADP, this recommendation has been fully implemented.</p>
1C. Cite in the field people usually booked on non-violent misdemeanors or infractions	<p>Jail Study Potential ADP Reduction: 74</p> <p>County Efforts/Response: The County has continued to encourage LEA's to cite and release to the fullest extent possible, and has worked with LEA partners to develop and distribute resources on voluntary and involuntary resources for individuals cited in the field. Changes to law under Prop 36 that went into effect December 18, 2024 are expected to increase bookings for specified drug and theft offenses that now require booking and magistrate review before release. Prop 36 creates new challenges to ADP reduction through reduced use of cite and release for some non-violent misdemeanors. The full impact of Prop 36 is not yet known; however, the estimated ADP reduction is unlikely to be achieved based on this legislative change.</p>

Recommendation	County Efforts/Response
2A. Expand release of "low-risk" detainees staying up to arraignment	<p>Jail Study Potential ADP Reduction: 16</p> <p>County Efforts/Response: In response to the Humphrey and Welchen decisions, the Superior Court worked with the County to develop a pre-arraignment release process, implemented in late 2023, after the Jail Study was published. The County has supported this program with Probation staff who produce the Public Safety Assessments (PSA's) needed for the magistrate's review. Due to lack of engagement from partners on the Risk and Screening Tool Teams Report published in 2024, no automated proxy risk screening protocols have been added. Currently, the release mechanisms considering risk are the pre-arraignment magistrate review (which includes a PSA), as well as the already in place Sheriff's screening for quick releases, which depends on the booking offense, warrants, and holds. The PSJA is exploring pretrial data to better understand the estimate ADP impacts of release protocols.</p>
2B. Expand use of custody alternatives for low-risk sentenced inmates	<p>Jail Study Potential ADP Reduction: 101</p> <p>County Efforts/Response: The Sheriff's Office and Probation continue to offer reentry programs, electronic monitoring/home detention and work release programs, and Adult Day Reporting Centers for sentenced individuals. While decisions to offer early release programs are made by the Court and the Sheriff's Office, the County can engage in discussions with the Sheriff's Office on the protocols for identifying and supporting eligible individuals to determine whether the original expected ADP impact is feasible.</p>
2C. Expand use of Pretrial for low-risk inmates staying past arraignment	<p>Jail Study Potential ADP Reduction: 131</p> <p>County Efforts/Response: Due to lack of engagement from partners on the Risk and Screening Tool Teams Report published in 2024, no automated proxy risk screening protocols have been added. However, pretrial monitoring has significantly expanded since the publication of the O'Connell report, going from an average of 535 clients in 2021 to 1,354 clients in January 2025. Each client placed on pretrial monitoring represents a reduction in the ADP. Probation continues to coordinate with the Court to reduce Level 6/Electronic Monitoring (EM) for individuals who demonstrate success to ensure capacity to add new clients if directed by the Court. The County also continues to support defense counsel efforts to provide support services for individuals released pretrial. While the recommendation in the Jail Study to introduce a new risk screening protocol for pretrial individuals staying past arraignment has not been implemented, as these decisions are made by the Court, there has been a reduction in the ADP through the expansion of individuals released to pretrial monitoring.</p>

Recommendation	County Efforts/Response
2D. Reduce Length of stay for people booked on warrants alone	<p>Jail Study Potential ADP Reduction: 30 County Efforts/Response: Due to lack of engagement from partners on the Risk and Screening Tool Teams Report published in 2024, no automated proxy risk screening protocols have been added. The ADP of people entering jail for warrants has decreased since the O’Connell jail study. In 2021, the ADP for people booked for warrants was 439. In 2024, the ADP for warrants was 375.</p>
2E. Reduce Warrants around Failures to Appear (FTAs) for MH Clients	<p>Jail Study Potential ADP Reduction: 39 County Efforts/Response: Due to lack of engagement from partners on the Risk and Screening Tool Teams Report published in 2024, no automated proxy risk screening protocols have been added. The Court determines who receives a Failure to Appear (FTA) warrant, not the County. County agencies working with pretrial individuals with mental health needs provide support for court appearances.</p> <p>The County continues to advocate for electronic court reminders for all court appearances when Superior Court completes their transition to the new case management system (eCourt). This topic has been discussed in meetings of the Criminal Justice Cabinet. The Court has indicated that automatic reminders are not feasible until eCourt is implemented.</p> <p>The Superior Court has and continues to work on further expanding use of mailed court reminders, which they have found successfully increases court appearance rates. The County also continues to offer reminders to individuals on Probation’s pretrial monitoring, which has expanded. Court reminders have been shown to reduce FTA’s. Once the Court transitions to its new case management system, the PSJA will have a better understanding of the feasibility of this recommendation.</p>

Recommendation	County Efforts/Response
2F. Expand the use of Mental Health Diversion for Lower Risk Felonies	<p>Jail Study Potential ADP Reduction: 81</p> <p>County Efforts/Response:</p> <p>Since the O’Connell report, eligibility for Mental Health Diversion (MHD) has drastically expanded. The County’s indigent defense counsel have embraced MHD and pursued these opportunities for nearly all eligible persons. MHD has grown exponentially since eligibility expanded in 2023. In 2022, there were 169 decisions (79 acceptances). In 2024, there were 1,109 decisions (616 acceptances).</p> <p>Since the O’Connell report, the County has supported this program by adding staff to the Public Defender’s Office, the District Attorney’s Office, and Behavioral Health (BHS) teams to complete assessments and linkages. The County has also expanded the community placement options (outpatient and full-service partnership levels) for forensic populations. The County added staff to Probation to ease the Court’s comfort in accepting individuals with higher risk into MHD by providing monitoring and support.</p>
2F – Continued from Prior Page	<p>County BHS changes eliminated a backlog of over 300 individuals in custody waiting for a MHD assessment in May 2024. As of Jan 2025, all MHD referrals are assessed within a about a week of referral. The Court expanded MHD Court calendars, but continues to experience challenges with large caseloads on application calendars, contributing to lengthy processes. Since October 2024, there has been an ADP of over 100 individuals in custody waiting for a MHD application court decision that are over 90 days from their assessment.</p> <p>With the expansion of MHD, defendants are no longer incentivized to pursue Mental Health Treatment Court or other plea agreements with opposing counsel. Additionally, those who are declined are staying in custody longer as their cases are “paused” while pursuing MHD. Finally, success rates for MHD indicate that many individuals will have their cases resume and may be returned to custody while their cases are being resolved.</p> <p>Length of stay in custody pre-MHD decision is contributing to the jail system ADP. Reduction in ADP could potentially be achieved if defense counsel more expeditiously determined who should and will apply for MHD, and if the Court reconsidered pre-arraignment release opportunities by using proxy risk tools and screening assessments for this population.</p>

Recommendation	County Efforts/Response
2G. Expand the use of Mental Health Treatment Court (MHTC) for Moderate Risk People	<p>Jail Study Potential ADP Reduction: 77</p> <p>County Efforts/Response:</p> <p>Since the O’Connell report was published, legislation drastically expanded eligibility for MHD. As the programs for MHD and MHTC are similar, but MHTC requires District Attorney support and requires the defendant to plead guilty, there is little to no incentive for defense counsel to pursue MHTC instead of MHD. Since the expansion of MHD eligibility in 2023, MHTC applications have plummeted. Based on these changes in law, as well as the District Attorney’s risk threshold, this recommendation will not yield the anticipated results and no ADP reduction should be expected.</p>

Exhibit B – Pretrial Services Deep Dive, Part 1

In 2024, there were 2,300 people in jail who were pending charges on a given day, or “pre-trial” or nearly 75% of the jail population. This number of people held pretrial has stayed at or around 2,300 for nearly 20 years, but as a proportion of the jail it has risen from 55%. In Fall of 2024, the county began to explore data and stakeholders’ groups to develop a study of the Sacramento Pretrial system. The goal of the study is to look across key decision points around assessments and releases and get a more comprehensive picture of the opportunities for process improvement as well as for alignment of pretrial goals with how decisions are made around who remains in custody during the pendency of their case are determined.

The PSJA team began working with the Court’s Pretrial Workgroup to develop policy questions and determine what dataset(s) would cover the scope of the pretrial justice system. Due to scheduling conflicts and some delays in determining appropriate means for obtaining data, the full scope of the pretrial study is still in development. However, progress was made in developing a scope of key questions and areas of focus to provide data driven solutions as well as recommendations.

The study will entail process and outcomes evaluation but focus key questions at different stages of the pretrial system.

- Releases At or Before Arraignment
- Risk Assessment Use
- Pretrial Monitoring Releases and Detention
- Case Processing
- Pretrial Outcomes

Looking at the bigger context of how defendants move through the system, from their initial entry into jail to the final disposition of their case. Figure 18 is a basic overview of the pretrial system, along the associated stakeholders, inputs and outputs of the process. A key piece is whether the person spends criminal case process time in jail or the community, which will be the major focus of future analysis. For the purpose of this analysis, the focus will be people that have been booked into jail.

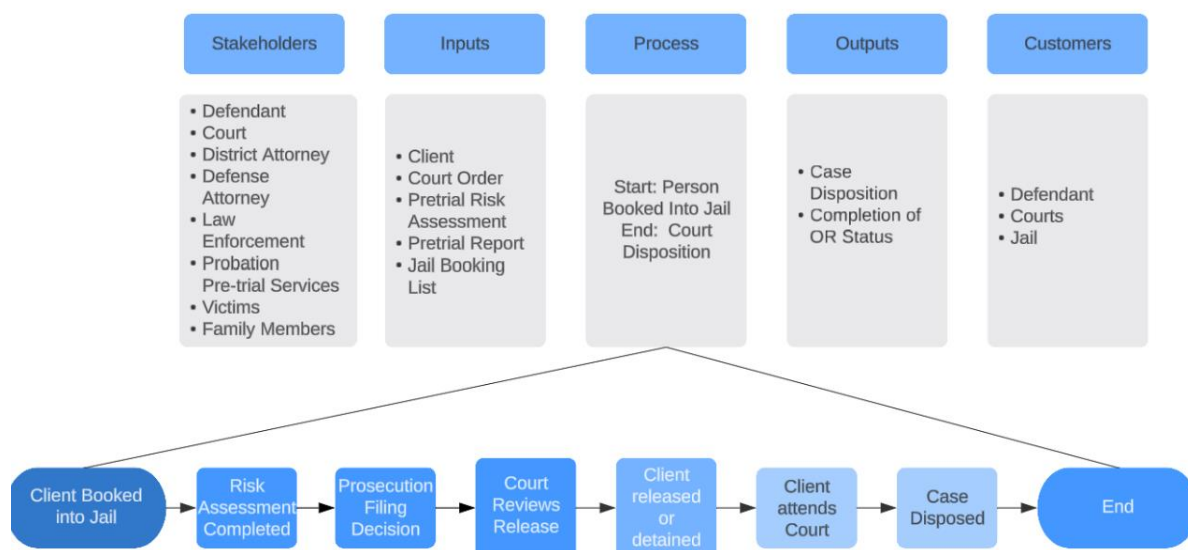


Figure 18 Pretrial Process Map Overview

In 2024, there were 29,146 defendants booked into jail and of those, 17,983 or 61% were assessed for pretrial risk. The gap between total bookings and total assessment is primarily for 2 reasons:

- the person had already been released (screened and released under Sheriff's Office authority, Bail/Bond release, other release); or
- the booking circumstances exclude the individual from eligibility for the pretrial release mechanism that incorporates pretrial risk assessment.

The distribution of releases at or before arraignment portrays a fast-moving system, so any analysis needs to look at decisions that are at similar stages of the court process. This approach avoids focusing on any one decision or program, but looks at a wider context of the pretrial system.

Pretrial risk is used to assess someone's likelihood of successfully remaining crime free in the community during a pending case as well as their risk of not appearing in court. The Public Safety Assessment (PSA) is a pretrial risk tool administered by the Sacramento County Probation Department soon after jail booking occurs and then submitted to the court before and/or at arraignment to aid in determining the person's releasability during the court process. The Court uses this score and other information available about the case and the person to determine whether their risk of committing a new crime, not showing up for court, or committing a new violent crime is too

great, can be mitigated with conditions of release, or is low enough to release without conditions on the person's own recognizance (OR).

From 2021 to 2024, data shows the average new crime risk and failure to appear assessment scores has risen 10%. The scores should be looked at together, in terms of the person's releasability. Some jurisdictions agree to a decision-making framework based on general standards and thresholds. Figure 19 shows an example of how the overlay of Sacramento County's PSA data from 2024 applies to a pretrial decision-making framework (in New Jersey). The risk pool of those assessed can be grouped into release recommendations per the decision-making framework. Using this releasability framework takes both risk indicators (new crime and failure to appear) into account, 32% are assessed as releasable via OR. Another 20% assessed as moderate risk (yellow), and 22% assessed as high risk (orange). A further 12% are recommended as a detain (red).

	NCA1					
FTA1	1	2	3	4	5	6
1	14%	5%				
2	0%	3%	9%	7%	0%	
3		1%	7%	11%	1%	0%
4		1%	2%	5%	5%	2%
5		0%	0	7%	9%	3%
6				0%	1%	6%

Figure 19 2024 Count of Decision-Making Framework Scores (Using New Jersey Courts DMF coding)

The scores from Sacramento County Public Safety Assessments completed in 2024 are shown in Figure 20. They include risk of a new violent offense while on pretrial release. A total of 25% of the pretrial assessments were flagged for risk of a new violent offense. Those same assessments for individuals flagged for risk of a new violent offense also had a higher risk of failing to appear in court.

New Crime-Violence Risk	Avg. FTA Risk	Avg. New Crime Risk	Count
No	3.0	3.3	13,797
Yes	3.7	4.6	4,186

Figure 20 Sac. County 2024 New Crime/Violence and FTA Risk per PSA (Source: O'Connell Research)

This information gives judicial officers a framework to be considered along with other information provided by jail staff, defense, prosecution, and potentially others to assess someone's releasability.

In terms of judicial decision making, many of the individuals assessed in 2024 (70%) were for people who got released through bail, cite/release, or other own recognizance (OR) programs, which left a much smaller pool of 5,217 people whose pretrial custody decision was informed by a judicial review that included the PSA pretrial assessment and other available information. Of the 5,217 people who received a pretrial judicial review in 2024, 70% were released with OR conditions, 20% were released on straight OR, and 12% were detained.

Future reports will incorporate a fuller perspective of the pretrial system, around multiple decision points and recommendations based on discussion with the Court's Pretrial Working group.