



# Jail Population Reduction Plans

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## Introduction/Background

### Mays Consent Decree

Sacramento County was notified by advocates in 2014 about concerns regarding conditions of confinement related to medical care, mental health care, out of cell time, Americans with Disability Act (ADA) compliance, and Health Insurance Portability and Accountability Act (HIPAA) compliance in jail facilities. Experts who inspected Sacramento County jail facilities found unconstitutional conditions in custodial areas. After years of negotiations, Class Counsel filed action against the County in 2019. The matter resolved and a court order, the Mays Consent Decree, was issued in January 2020. The Mays Consent Decree requires the County to provide constitutionally adequate care and conditions of confinement to Sacramento County jail inmates. In June 2022, following several reports from experts, the County and Class Counsel entered into a subsequent Memorandum of Agreement (MOA) aimed at implementing foundational remedial measures regarding mental health care and suicide prevention. The MOA required the County to develop two plans: 1) a plan to remedy physical plant deficiencies impacting delivery of care, and 2) a plan for jail population reduction.

### Jail Population Reduction Plans (JPRP)

On December 8, 2022, the Board of Supervisors approved the County's Jail Population Reduction Plans (JPRP) that was developed with input from a range of stakeholders and community members and based on recommendations identified in the May 2022 Sacramento County Jail Study developed by O'Connell Research, Inc., a research consultant. Recommendations from the Jail Study, which was based on data up through September 2021, were grouped into two categories: 1) reducing jail admissions; and 2) reducing lengths of stay and returns to custody. The Jail Study and resulting JPRP aim to reduce the Average Daily Population (ADP) of Sacramento County Jail facilities by at least 600 over the course of several years.

The original JPRP included 33 individual plan items, including 15 items requiring new or expanded investments of resources, time, and partnerships to implement. The JPRP were designed to be able to be changed and modified to suit county and community needs as new information became available.

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*"Through continued partnership with justice system and social services agencies as well as continued engagement and input from the community, the County will revisit and update this framework as new ideas, evidence-based solutions, and opportunities emerge."*

*– Sacramento County Jail Population Reduction Plans, December 2022*

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During the first full year of implementation, collaborative work has increased the level of knowledge and understanding regarding roles and responsibilities impacted by changes to policies and programs. Additionally, moving forward with a data-driven approach, the County has strategically increased investments in targeted areas within the Jail Population Reduction Plans. Due to the complexity of multi-agency coordination necessary to implement all strategies within the plans, including program and service expansion, full implementation will take years to complete.

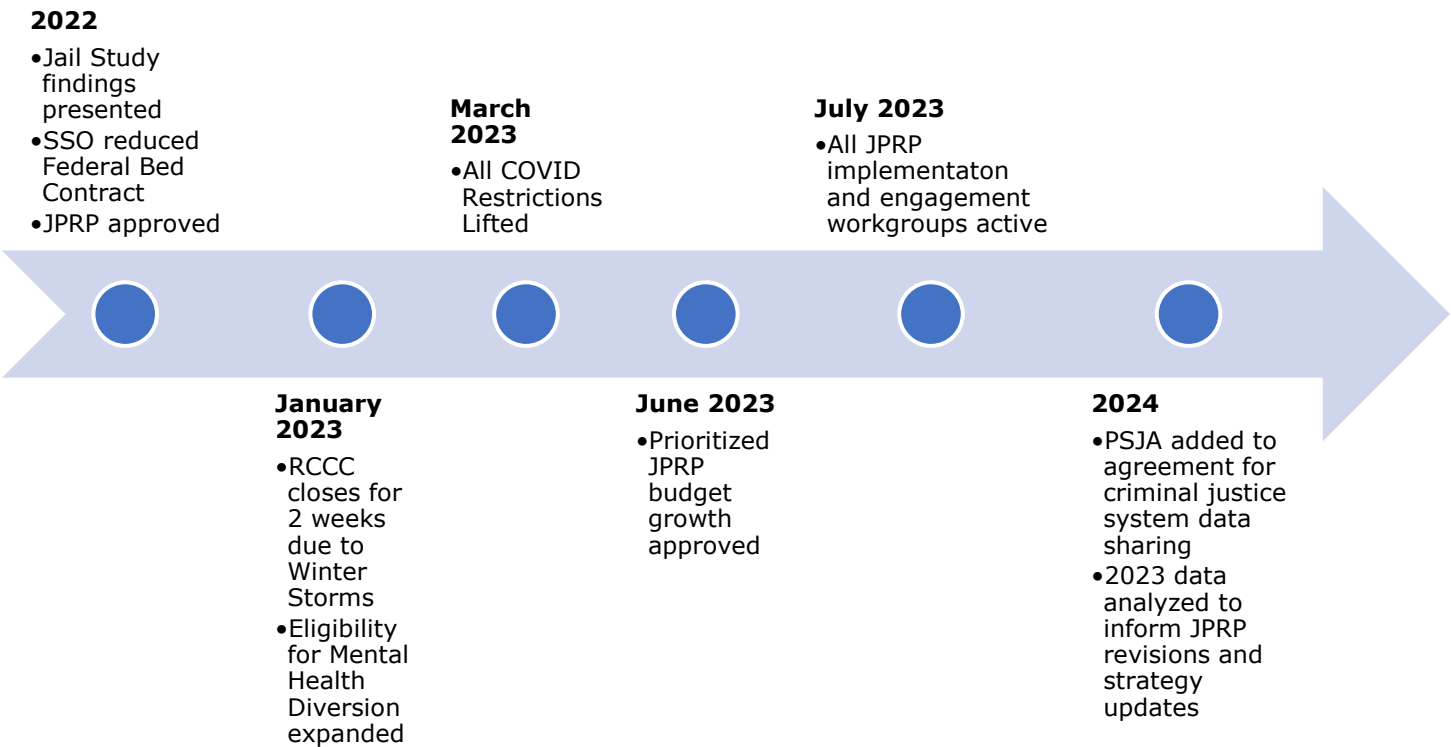
Throughout 2023, quarterly status reports documented the County's financial investments, operational changes, and workgroup developments occurring in each period. The quarterly status report for 2023 Quarter 4, representing the period of October 1, 2023 – December 31, 2023 is found in Appendix A. The Quarter 1 status report noted that the County would seek to collect additional data and metrics related to each of the 33 programs; available data is included in Appendix B.

Based on information learned from activities during the first year of implementation, and updated compositional data about the jail population and its drivers, the County's Public Safety and Justice Agency (PSJA) has revised its JPRP to more effectively focus efforts in a framework that consolidates the original thirty-three items into six strategies that reduce jail admissions, length of stay, and returns to custody.

## Overall Progress Toward Reducing Jail Population

From 2021 to 2023, Sacramento County’s Jail population declined by 6%<sup>1</sup>. In 2023, the Sacramento County jail continued to evolve and respond to impacts from the COVID-19 pandemic. The initial study of the jail was completed using data from 2021 and completed in summer of 2022. Sacramento County made programming and fiscal decisions on how to reduce the population in 2022 and 2023. The overlay of the COVID restrictions, and the ending of them, makes 2023 a more valid compositional baseline for looking at progress since any reduction or increase in certain areas was a combination of external factors that impacted counties across the state. Further, although bookings and total ADP may change, an important factor significantly impacting jail population reduction strategies is the composition of the jail. Since Sacramento County made large investments across systems and agencies, the goal is to both understand how these investments are impacting the jail and to understand the changing composition of the population in the jail. A high-level timeline of events since the Jail Study was presented, with an overlay of select policies and efforts implemented to address the jail population at a high level, is shown in Figure 1.

**Figure 1: Timeline of Events Since JPRP Development**



1. Note: A previously published version of this report inadvertently identified the reduction as 7% instead of 6%.

## Changing Composition: Comparing 2021 and 2023 Data

Relative to other large counties, Sacramento's jail population fell more than the average between 2021 and 2023, but more local context is needed to understand what is related to local planning versus Statewide implications (see Table 5: Large County Comparison, 2021 and 2023 in Appendix C). COVID, for its part, changed the composition of jails from March 2020 until 2023 when most formal and informal policies were by this time lifted. The purpose of the initial jail study was to ensure the programs, policies, and jail drivers were understood well enough to form specific programs and policy innovations.

In terms of the basic demography of who enters and stays in the jail, there was a 12% increase in bookings between 2021 and 2023, as well as a 20% increase in the number of people staying 4 days or more. Of the total population booked, slightly more women were booked into custody in comparison to 2021, as well as a small increase in Hispanic populations.

Table 6: Comparison of Jail Demography between 2021 and 2023 in Appendix C shows that even with these changes, the jail composition has remained somewhat similar overall in terms of percentages, even as there has been growth in bookings. Since the county also saw a decline in the overall average daily population for the year, this points to lower lengths of stay since even though more people were booked, the proportion of people staying four days or more remained approximately similar (43% vs. 46% in 2021 and 2023 respectively).

Figure 12: Distribution of Lengths of Stay in Appendix C shows that most of the growth in bookings occurred with people staying less than 30 days, which is likely a result of county justice processes returning to pre-COVID levels. Even with the disruptions of COVID, 2023 booking levels are still 18% below 2019 levels (per Sheriff's Office Jail Profile Survey data), but with similar proportions. Analysis of the circumstances of people being booked into jail, and then who stays offer a more nuanced view of release timing. However, the implications for linked county initiatives like CalAIM are important to note, where 62% of jail entries leave before 8 days.

### Who is Entering the Jail

In 2023, nearly 50% of people entered the jail for reasons related to new crimes, as opposed to people coming in for reasons related to not complying with court orders, or the terms of their release, such as court commitments, warrants, and supervision violations of parole and probation. Figure 9: New Crime/Non-New Crime Percentage of Bookings by Year in Appendix C shows this distribution from 2019 to 2023. By looking at more specific circumstances, it helps to outline changes more clearly in the jail population and what drives those. There have been changes in jail

composition for new crimes shown in Figure 13: Monthly Jail Bookings by Severity and Type of Booking in Appendix C, with relatively more felonies arriving for crimes of violence, but a decline in drug related crimes arrests as well as for warrants. Additional data on felony level new crimes is found in Figure 10: Felony New Crime Bookings by Type, Per Year in Appendix C. Misdemeanors also saw an increase in 2023 in bookings related to non-compliance, which was likely related to court appearances that were delayed because of COVID.

In 2023, people booked in for reasons that did not include a new crime related to a felony saw reductions from warrants, but an increase in certain kinds of holds as a percentage. Figure 11: Felony Level Non-New Crime Bookings, by Type in Appendix C displays a year-to-year comparison of bookings for non-new crimes. A similar trend occurred for misdemeanors, but felonies are of specific focus as drivers of jail population. Reducing warrants and violations of supervision were key areas of focus for the county, and they continue to be, including the continued need to look at alternatives for people booked. 2023 saw warrants still make up a large portion of these types of bookings, but with a growing portion driven by felony level holds and court-ordered bookings.

### Who is Staying on a Given Day

The population of the jail on any given day is the result of a combination of factors including how someone enters the jail and how long they stay. 33% of people booked in 2023 exited within 24 hours or less, meaning the time spent in custody for the remaining 67% of bookings drives the jail population.

The changing nature of the people entering also impacts the daily population. Overall, the jail's composition of people at higher risk of returning has stayed around 70%, with the years since 2019 showing an increase in moderate levels of risk of return. However, the remaining 30% of the jail with relatively lower risk of return and is the focus of several alternatives and strategies.

The main finding is in 2023, the jail has a larger portion of misdemeanors in custody overall, which partially being driven by Court commitments, which will be a focus of study to understand the interplay of post-COVID practices and jail composition.

Overall, felony jail length of stay has declined since 2021, with misdemeanors increasing. Looking at underlying charges showed a broad reduction in length of stay for people entering with new charges. People booked in via court commitments and warrants showed increased time in custody, on average. Figure 14: Felony ADP in Appendix C shows most people in custody in 2023 were of high or moderate risk to return.



## Who is Returning

The 2021 jail study revealed nearly 75% of the jail population on a given day had at least one previous jail booking into Sacramento County Jails since 2016. This means that reducing recidivism is a key strategy to reducing the jail population.

Figure 15: Percent of 2023 ADP by Entry/Booking Count Per Person Since 2016 in Appendix C shows that in 2023, 43% of people released had been booked between 2 and 4 times since 2016, an increase since 2021 as a proportion. The number of people with 11 or more previous bookings made up 14% of the jail ADP. However, since someone can enter the jail multiple times in a year, the people who had been in jail 2-4 times generated 11,989 releases, persons with a history of being booked 5-10 times generated 6,723 releases, and individuals who had been booked 11 or more times generated 4,024 releases. This means that nearly 23,000 of people released in 2023 had previous jail entries.

However, the amount of time between a person's release, and any subsequent jail booking can give a more nuanced picture of returns to custody and start to inform a baseline "return to custody" rate. This takes into account everyone who is released during a specified period and tracks when and if they come back into the Sacramento jail system. As shown in Figure 16: Returns to Custody Rate Within 1 Year in Appendix C, 35% of persons released in 2019 and 37% of persons released within 2022 returned to custody at least once within one year. The benefit of this approach is to align time periods as well as local context in a similar way. In looking at how COVID impacts the jail, it is important to give context that in March 2020, COVID changed many policies making multi-year analysis of jail returns unstable. 2022 was the first year when there was some end to most COVID restrictions making for a better compositional baseline for future comparison. Moving forward, more analysis on specific program engagement or population groups can help understand recidivism dynamics.

There is a subgroup that comes in at higher rates than others. 5% of people entering the jail (947) comprised 16% of all bookings. Each of these individuals was booked into jail at least 4 times during 2023. These people may be considered "high utilizers" and are usually at elevated risk of returns to custody at each booking. 4 entries into the jail statistically differs from 3 or fewer bookings, making 4 a useful threshold to consider for enhanced services or jail linkages. In terms of the types of reasons people re-enter jail who are high utilizers, Figure 17: Booking Reasons for High Utilizers in 2023 in Appendix C shows they are more likely to associated with felony warrants, misdemeanors, and felony supervision violations than the general jail population.

## Collaborative Workgroup Developments

A goal of the Jail Population Reduction Plan (JPRP) was to establish a robust policy and practice-based network of workgroups to ensure overarching themes could have a recurring impact. Working groups are critical for problem solving and implementation of continuous improvements necessary to successfully address legal and budgetary changes impacting the way local partners are serving our community members interfacing with the justice system. The collaborative workgroup network is designed to engage agencies, community, and leadership in an ongoing way.

Working groups are being utilized to actively address issues and implement Jail Population Reduction Plans. Initially, four areas were identified for working group efforts: 1) partnership with law enforcement agencies within the County to explore use of alternative booking sites for quick releases items, 2) multi-disciplinary team to explore feasibility of an Integrated Resource Center (IRC), 3) team dedicated to risk assessments and screening protocols, and 4) Behavioral Health Diversion and Collaborative Court Workgroup to support expansion. As implementation advanced in 2023, Public Safety and Justice and Social Services leadership determined more than the four initially identified areas should be addressed through the new and existing working groups. JPRP items most closely related to each other were grouped together and incorporated within a specific new or existing working group based on workgroup goals alignment with item groupings.

Table 1: Working Group Representation identifies the representation within each working group established in the original JPRP. Working group progress and activities are summarized on the following pages.

**Table 1: Working Group Representation**

<b>Working Group Representation</b>	<b>Law Enforcement Coordination for Booking Alternatives</b>	<b>Jail Release Service Linkages</b> (Formerly, Integrated Resource Center)	<b>Risk &amp; Need Assessment &amp; Screening Tools</b>	<b>Pretrial Services</b>	<b>Diversion &amp; Collab. Courts/ Mental Health &amp; IST</b>
<b>Public Safety and Justice Agency</b>	<b>X*</b>	X	<b>X*</b>	X	<b>X*</b>
Conflict Criminal Defender		X	X	X	X
District Attorney	X	X	X	X	X
Probation	X	X	X	X	X
Public Defender		X	X	X	X
Sheriff	X	X	X	X	X
<b>Social Services Agency</b>	X	<b>X*</b>			X
Department of Child Family and Adult Services (CPS, APS, Public Guardian)			X		X
Dept. of Health Services (Behavioral Health, Primary Health-Correctional Health)	X	X	X		X
Department of Homeless Services and Housing		X	X		X
Department of Human Assistance		X	X		X
<b>Others</b>					
County Counsel	X		X	X	X
Sacramento Police Department	X		X		X
Superior Court			X	<b>X*</b>	X
Community		X	X		
<b>X* = Responsible for Coordination and Facilitation</b>					

**Law Enforcement Coordination for Booking Alternatives Working Group**

In 2023, the Law Enforcement Coordination for Booking Alternatives working group met in January, March, May, August, and October. Representatives from the District Attorney’s Office, Public Safety and Justice Agency, Sacramento Police Department,

Sheriff's Office, and Social Services Agency participated in meetings that covered booking memos and advisories, use of alternative booking sites for people who would otherwise be quickly released from jail after booking, and potential enhancements to citation and field release protocols.

The workgroup quickly concluded officers are maximizing use of cite and release based on continued practices related to COVID policies and booking memos distributed to local law enforcement that discourage bookings for low level offenses. Officers in the group also highlighted the need for involuntary service options, as individuals encountered typically do not want law enforcement delivering them to voluntary service facilities to help meet their needs. After the 2023 expansion from 5 to 25 involuntary WIC 5150 service slots available to law enforcement at the Mental Health Treatment Center (MHTC) for individuals meeting criteria for a WIC 5150 hold, officers noted it was helping them in the field. Ongoing discussions about connections to care/linkage to services led to review and feedback on print and electronic materials identifying Behavioral Health Service (BHS) resources for Law Enforcement, including both voluntary and involuntary options, that could be utilized as an alternative to jail booking. As a result of discussions, a new group was brought together by BHS to include the Sheriff's Office and all the City Police Departments within the County to develop a bi-lateral referral process for behavioral health calls between law enforcement agencies and the Sacramento County BHS Community Wellness Response Team (CWRT). New protocols continue to be developed. In early to mid-2024, resource materials are expected to be finalized for use by patrol units needing assistance with identifying options when encountering individuals experiencing a behavioral health crisis. BHS is working to individualize some materials for specific law enforcement agencies.

In the October 2023 meeting of the Law Enforcement Coordination for Booking Alternatives working group, consensus was confirmed regarding the lack of feasibility for new Type I alternative booking locations. The group indicated new Type I booking facilities that would be needed for remote booking options are too costly and would not provide significant benefits for city police departments.

Although this workgroup did not develop the new *Arresting Officer Medical Cheat Sheet*, which was distributed to local law enforcement in October 2023, it contributed to the ongoing connections and active engagement between Health Services and Law Enforcement partners in collaborative problem-solving and improvements that support officers who must make booking decisions. The strengthening partnership between Adult Correctional Health and the Sheriff's Office that produced the new Medical Cheat Sheet, appears to have helped reduce the booking of individuals who cannot be medically cleared in the jail booking process in Q4 of 2023. This is just one example of how our local collaborative workgroup

network design is expected to continue to engage agencies and leadership in continuous improvement activities.

The Law Enforcement Coordination for Booking Alternatives working group will reconvene in 2024 to further explore improvements to booking practices and alternatives in the community based on data findings related to individuals who were booked and quickly released. Further analysis and findings from data captured on individuals going through the jail Calendar Years 2016-2023 will help guide the group to areas that policy and practice improvements could increase the number of individuals who can be effectively deflected, diverted, and linked to services.

### Jail Release Service Linkage Working Group (Formerly, IRC Working Group)

In 2023, a multi-disciplinary team with representatives from the community (PSJA Advisory Committee Member), Department of Human Assistance, Department of Health Services, Department of Homeless Services and Housing, District Attorney's Office, Probation, Public Defender, Public Safety and Justice Agency, Sacramento Police Department, and the Sheriff's Office met to explore the feasibility for converting the Jail Diversion Treatment and Resource Center (JDTRC) or other location into an Integrated Resource Center (IRC). It was quickly determined the JDTRC facility has inadequate space and structure to provide law enforcement drop-offs and other key IRC features. Based on input from county agencies that would partner to operate an IRC, leadership determined a single location with an IRC facility is not currently feasible. Recognizing the Board of Supervisors investments in all the components of an IRC over the past few years, the IRC working group activities were paused for new investments to become more fully operational and for new data capture and analysis to be completed to inform decisions relative to development of an IRC model.

Ongoing work is being done with O'Connell Research and other collaborative working groups to provide an inventory/mapping of currently available services that are part of an IRC model to identify service gaps and goals, then develop and begin next steps. A multi-disciplinary team will be reconvened in August 2024, with the group pivoting from an IRC focus to Service Linkage focus for development and implementation of updated strategies to achieve a reduction in jail bookings and a reduction in returns to custody through improvements to service linkage upon release from jail.

### Risk and Need Assessment and Screening Tools Working Group

The Risk and Need Assessment and Screening Tools Working Group was established in Q2 of 2023. It is also known as the Assessment and Screening Team and includes representatives from the Community (PSJA Advisory Committee Member), District Attorney's Office, Department of Human Assistance, Department of Health

Services (Correctional and Behavioral Health), Department of Homeless Services and Housing, Probation, Public Defender, Conflict Criminal Defender's, Public Safety and Justice Agency, Sacramento Superior Court, and the Sheriff's Office. In monthly meetings, members share operational expertise regarding their use of tools so the group can learn and document current processes for tools each agency is using for purposes specified, evaluate how the tools are working for the intended purpose, and develop potential improvements to include in a report with findings and recommendations tied to reductions in length of stay and returns to custody. Efforts have focused on learning and documenting what tools agencies are currently using for individuals going through the jail, what information system is being used to capture information gathered, and how that information is used to guide decisions by that agency and/or shared with others to inform their decisions. The group started developing and drafting a tools dictionary, workflow diagrams, and an inventory of tools showing what agency applies each tool and where it falls within the Sequential Intercept Model (SIM). Their ongoing work and draft materials are being shared to support other efforts to improve service linkage upon release from jail. The Risk and Need Assessment and Screening Tools Working Group efforts are expected to be completed and summarized in a report with recommendations by the end of 2024.

### Pretrial Services Working Group

In 2019, in response to new grant funding and anticipated changes to law impacting pretrial services, Sacramento Superior Court established a Pretrial Services Working Group. The Superior Court created a new Pretrial Monitoring Program with grant funding from the Judicial Council of California that was initially only supporting assessment and monitoring done by the Probation Department. Currently, grant funding has been expanded to support pretrial services provided by Probation, the Public Defender, and Conflict Criminal Defender. The working group has been instrumental in development of new processes, technology, and evidence-based practices designed to provide the court information needed for individualized custody decisions that may include community-based supervision and support services aimed at ensuring court appearance and no new criminal activities for pretrial defendants released from jail. The group includes representatives from the Conflict Criminal Defender, District Attorney's Office, Probation, Public Defender, Public Safety and Justice Agency, County Counsel, Sacramento Superior Court, and the Sheriff's Office. Judicial leaders for the Pretrial Work Group define pretrial success as no new offense and no failure to appear (FTA).

The County Budget also includes investments that are still being rolled out to expand and enhance pretrial services and Mental Health Diversion, a treatment service option available for a significant proportion of pretrial defendants due to expanded eligibility established by new laws that went into effect January 2023.

The Pretrial Working Group has been working with partners to ensure changes implemented help address a backlog of defendants with assessment and service needs that must be met for the court to grant mental health diversion. The Pretrial Working Group also discussed expanding use of court reminders. A Pretrial Conference attended by some in the group highlighted research indicates a support model for pretrial is more successful than a supervision only model. Although this was not achieved in 2023, there is ongoing interest in expanding use of court reminders so additional defendants, such as those released on their own recognizance (OR), not just those who have monitoring services through Probation, also receive the additional support for their court appearance.

In 2023, the Pretrial Services Working Group efforts helped with the roll out of expanded pretrial investments from the County based on Jail Population Reduction Plans. Additionally, by the end of 2023, the group added ongoing support for the new pre-arraignment process developed to address the Federal Court Decision in the *Welchen* case regarding application of the bail schedule, which can no longer serve as the only factor for keeping an individual in jail pending a court appearance. The new pre-arraignment process began implementation in December 2023 and is focused on individualized release decisions by the Court before a criminal filing decision is presented in arraignment court proceedings. The Pretrial Services Working Group will continue to play a significant role in developments around implementation of jail population reduction strategies impacting pretrial services and operations.

### **Diversion and Collaborative Courts Working Group/ Mental Health and Incompetent to Stand Trial (IST) Working Group**

Because of the alignment between the Jail Population Reduction Plans and goals for the Sacramento County Criminal Justice Cabinet's already established Mental Health Working Group, it has been leveraged for Diversion and Collaborative Court efforts. In July 2023, the group also began efforts under the Collaborative Stakeholder Workgroup Program funded by the Dept. of State Hospitals (DSH). The new program has integrated many of the strategies in the Jail Population Reduction Plans through contracted facilitation and consultation services from O'Connell Research. Overarching workgroup goals are:

- Implementing changes aimed at reducing jail bookings, length of stay and returns to custody for people who have significant behavioral health needs.
- Producing strategies and solutions that reduce criminalization of individuals with serious mental illnesses and reduce the number of individuals who are determined to be IST on felony charges in Sacramento County.

The group includes representatives from the Conflict Criminal Defender, Department of Health Services, District Attorney's Office, Probation, Public Defender, Public Safety and Justice Agency, Social Services Agency, Sheriff's Office, Sacramento Police Department, Sacramento Superior Court, Department of Child, Family and Adult Services, Department of Homeless Services and Housing, Department of Human Assistance, and County Counsel.

In 2023 monthly meetings covered a range of items that are part of jail population reduction efforts, such as system improvements and approaches for reducing IST's, data sharing and data analysis, understanding root causes identifying who is at-risk of Felony IST, and developing actionable programs and practices. In September 2023, the workgroup also completed the annual update of the Adult SIM to include additional services new in 2023 or that were not previously included. Ongoing work of this group will be critical for successful implementation of jail population reduction strategies targeting individuals with significant behavioral health needs.

Additionally, in mid-2023, a new Mental Health Diversion Working Group was created by Sacramento County Behavioral Health to focus on staffing increases and process efficiencies needed to address growth in the number of defendants referred to the Forensic Behavioral Health Division for assessments needed for eligibility and services plans to inform judicial decisions to grant or deny Mental Health Diversion. The working group includes Superior Court, DA, Public Defender, Conflict Criminal Defender, Jail Psychiatric Services, and both health services divisions addressing substance use and mental health issues. At the end of Q4 of 2023, Public Safety and Justice Agency analysts were added to the Mental Health Diversion Working Group to ensure other workgroup efforts are complementary and coordinated, not duplicative.

### Social Health Information Exchange (SHIE) Committees

In late 2023, two new committees were established for the Sacramento County Social Health Information Exchange (SHIE), also named "Sacramento Health Connect" (SHC). The SHIE is not only tied to Jail Population Reduction Plans to improve and streamline county-wide data sharing and transparency, but also as part legal requirements for the Medi-Cal service expansion under CalAIM and related improvements to services and resources linkage in the community as well as prior to and during the jail discharge processes. The SHIE will securely collect and integrate individuals' medical, behavioral health, housing, social care, incarceration, court, and crisis response data to improve care coordination between health and social service providers. Through data integration and interconnected systems, program planning can be strengthened to improve individual outcomes and reduce health inequities. The SHIE Oversight Committee and the Data Governance Committee (DGC) advise and oversee SHIE governance, stewardship,



management, compliance, and sustainability. The Oversight Committee guides and oversees the organizational and operational activities/processes and written policies and procedures of the SHIE. The Oversight Committee consists of Sacramento County leadership and/or managerial designees. The Data Governance Committee (DGC) advises and supports data governance for the SHIE. The DGC consists of external partners and County leadership or designees. The Social Health Connect system will be implemented in three phases. With collaborative partner participation and effective project management, the SHC system is expected to be implemented within three years after the vendor is selected, which is estimated to occur in Spring 2024.

- Phase 1 – Build Foundation. Retrieve data from various systems, relate the data through a common key, and create a “golden record” for each consumer.
- Phase 2 – Expand to Key External Partners. Expand cross-sector data exchange to key external partners, add new data streams, and/or increase the existing functionality. A data analytics “hub” built on the aggregated golden records will enable robust data analysis.
- Phase 3 – Final State. Develop a Community Health Record (CHR) portal to provide information and deliver content. Allow Federally Qualified Health Centers (FQHC) to access the CHR via a Single-sign-on option from their own Electronic Health Care (EHR) system. Provide a platform that supports referral management for CalAIM and non-CalAIM services.

### Additional Advisory Groups

In 2023, the Public Safety and Justice Agency (PSJA) continued to seek input from community members and stakeholders regarding activities to achieve jail population reduction goals and compliance with the Mays Consent Decree. The County has a wide range of advisory boards and commissions with community members. A summary of issues covered by many of those bodies directly connected to the justice and social services aimed at reducing jail bookings, length of stay, and returns to custody, is provided below.

The PSJA continues to participate in meetings with community representatives, including the Community Review Commission (CRC), PSJA Advisory Committee, Community Corrections Partnership (CCP), CCP Advisory Board, and Alcohol and Drug Advisory Board. The PSJA Advisory Committee learned about the goals of pretrial services in Sacramento County as well as investments to expand and enhance pretrial services. Committee members also participated in an activity with Probation, the Public Defender’s Office, and the Conflict Criminal Defenders Office to learn about their roles and the collaborative work done with other agencies in the pretrial process.

## **Community Corrections Partnership**

In November 2023, the CCP approved the AB 109 Plan 2023 Update. In developing the AB 109 Plan 2023 Update, the CCP and CCP Advisory Board were able to integrate and support Sacramento County's Jail Population Reduction Plans. Additionally, outreach to the justice-involved community and community input informed changes that promote and prioritize use AB 109 funding to implement programs and services to meet shared goals of both the AB 109 Plan and the Jail Population Reduction Plans. In 2024, the CCP Advisory Board has established ad hoc committees to 1) conduct outreach to crime survivors and families and, 2) evaluate racial disparities in the AB 109 population and programs and services supported by AB 109 funds. The CCP is also working to develop a definition of community safety, establish specific objectives for each of its goals, and improve its data collection and reporting efforts.

## **Community Review Commission (CRC)**

The CRC is designed to improve public transparency and accountability with respect to the Sacramento County Sheriff's Office and provide greater community interaction and communication with the Office of Inspector General. In 2023, members of the community and Commission members expressed interest in many topics and issues related to Sheriff's Office policies, procedures, and operations. The CRC and its ad-hoc committees have also covered topics that help them stay informed on activities for compliance with the Mays Consent Decree. Through activities and meetings, the CRC and its ad-hoc committees were able to gather information and input from members, stakeholders, justice-involved individuals, and the community, in 2023, the CRC produced two reports and a set of recommendations related to Sheriff's patrol operations, policies, and procedures for response to calls for service involving individuals experiencing a mental or behavioral health crisis, as well as jail release procedures. Ongoing work of the CRC is focused on Mental Health Treatment in Custody and Vehicle Stops.

## **Public Safety and Justice Agency (PSJA) Advisory Committee**

The PSJA Advisory Committee includes fifteen community members who have a diverse range of experiences and expertise that has helped inform some of the strategies included in the Jail Population Reduction Plans. In 2023, the group had four in-person meetings and monthly office hours listening sessions to learn and share input about justice and social services identified in Sacramento County's Sequential Intercept Map (SIM). Some of the major topics covered included the Mays Consent Decree, metrics across the SIM, DEI (Diversity, Equity, and Inclusion) training, Behavioral Health Crisis and Adult Mental Health Continuum of Care, Coroner's Office services and statistics, and pretrial services. PSJA Advisory

Committee meetings present a unique opportunity for members to have interactive discussions with leadership from the justice partner agencies that include Probation, the Public Defender’s Office, Conflict Criminal Defender’s Office, Coroner’s Office, Sheriff’s Office, Office of the Inspector General, District Attorney’s Office, Superior Court, Health Services, Human Assistance, Homeless Services and Housing, and Child, Family and Adult Services. PSJA Advisory Committee member feedback has been valuable for ongoing work and will continue to help inform developments through the PSJA and the work with collaborative partners.

## Revised Framework and Strategies

The vision behind the revised Jail Population Reduction Plan (JPRP) remains unchanged. The JPRP aims to realize efficiencies and identify innovative improvements across the criminal justice system to reduce the ADP of Sacramento County jail facilities by at least 600 over time through reductions in A) Jail Admissions, B) Lengths of Stay, and C) Returns to Custody.

Overall jail population reduction success is dependent on implementing strategies in an integrated and complimentary manner. These strategies are best implemented by leveraging critical partnerships, stakeholder input, and alignment with state and local initiatives driven by changes in legislation. Instead of focusing on a series of individual programs and services with wildly varying potential to impact the jail ADP, the revised JPRP uses a categorized approach, with six total strategies to achieve the 600 ADP reduction. This approach emphasizes the collective responsibility and collaborative nature of the work involved in reducing the jail population. Reducing the jail population cannot be solved by a single agency or one initiative; these programs and services are part of a bigger picture within the criminal justice ecosystem. Continuous and ongoing evaluation of both overarching concepts and targeted initiatives is necessary to make meaningful progress, identify critical gaps, and develop data-driven solutions.

This pivot in planning for and reporting jail population reduction does not abandon the original 33 plans identified in the original JPRP from December 2022. Instead, each of the 33 has been folded into one or more of the six strategies. Each of the six strategies strives to support ADP reduction through one or more of the primary goal areas: reductions in jail admissions (A), reductions in length of stay (B), and reductions in returns to custody (C). A visual representation of the overlay between the six strategies and goals is included in Table 2: Revised JPRP Strategies and Associated Goals.

Over the next six months, the County will be developing an implementation framework for programs and services connected to each of the six strategies that looks at level of implementation and potential impact to better prioritize multiple competing tasks and projects. The goal of this reporting framework is to help internal and external stakeholders see specific programs and initiatives and understand where they are in terms of planning, funding development, implementation, and operational capacity. Additionally, within the next six months, the County will develop specific objectives and targets for each of the six strategies for clarity and consistency in monitoring, tracking, and evaluation.

**Table 2: Revised JPRP Strategies and Associated Goals**

	<b>Strategy</b>	<b>A - Reduce Jail Admissions</b>	<b>B - Reduce Length of Stay</b>	<b>C - Reduce Returns to Custody</b>
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			

## Documenting and Communicating Progress

Recognizing that numerous stakeholders, including the Board of Supervisors, Mays Class Counsel, and the community, have a keen interest in monitoring the jail's average daily population (ADP) and understanding progress toward reducing the jail population, there are several ways to access and review this information.

### Daily Jail Population Monitoring

The [Sheriff's Office Transparency webpage](#) features a daily snapshot of the jail population, which can be filtered by facility and is broken down by race.

### Semi-Annual Progress Reports

Reporting and documenting progress toward jail population reduction will be shifted to align with the six-month (180 day) timeframes used by the County in providing Remedial Plan Status Reports to the United States District Court, Eastern District of California for updates on overall progress toward achieving compliance with the Mays Consent Decree. Semiannual progress and status reports will include notable updates (if applicable) for each of the six strategies and in-depth analysis and research about one or more category.

To ensure that reports are meaningful and comprehensive, reports will be compiled and published on the [Public Safety and Justice Agency's Reports and Resources webpage](#) within 3 months (90 days) following the conclusion of the reporting period. For example, the report reflecting the period January 1 – June 30, 2024 will be published by September 30, 2024. Reports will also be submitted to the Board of Supervisors as Communications Received and Filed.

### In-Progress Jail Population Reduction Dashboard

The Public Safety and Justice Agency is working with a consultant and various County staff to develop additional web-based resources to demonstrate progress toward achieving compliance with the Mays Consent Decree, including a dashboard on jail population reduction. The Deputy County Executive for Public Safety and Justice has requested input from the Public Safety and Justice Agency Advisory Committee to shape the overall design and key elements of the dashboard.

### Strategy Detail

The following pages describe each of the six strategies in the revised Jail Population Reduction Plan (JPRP). Each strategy includes a description of the problem the strategy is designed to address, its alignment and relevance to JPRP goals, related elements from the original JPRP 33 plans, focus areas (if applicable), progress and challenges, and next steps/opportunities to explore.

## Strategy 1 - Offer Behavioral Health Interventions Before and During a Crisis to Prevent Jail Admissions and Further Justice-Involvement

**Problem Statement:** Many individuals with behavioral health needs end up in jail due to a lack of timely intervention. Crises often escalate, leading to unnecessary arrests and jail admissions. How can Sacramento County proactively provide behavioral health support to prevent these crises and reduce jail admissions?

**Goals Served:** A - Reduce Jail Admissions; C - Reduce Returns to Custody

**Alignment and Relevance:** This strategy directly targets Goal A of reducing jail admissions. By providing timely behavioral health support, individuals may avoid crises that lead to initial incarceration or re-arrest, preventing unnecessary admissions when a more appropriate intervention is available. This strategy also indirectly contributes to Goal C by creating resources that may benefit individuals with a history of justice system involvement by improving linkages and reducing treatment barriers.

### **Progress and Challenges:**

Expansion of mental health and crisis resources fosters continued collaboration across county and community

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Since the development of the JPRP, there have been numerous advancements in this area. Highlights include the following:

- All 11 Community Outpatient Recovery Empowerment (CORE) Centers have opened throughout the

### Elements from 2022 Jail Population Reduction Plans Related to Strategy 1:

- #1 – Crisis Receiving for Behavioral Health (CRBH)
- #2 – Sacramento County Mental Health Treatment Center (MHTC)
- #3 – Mental Health Urgent Care Clinic (MHUCC)
- #4 – Mobile Crisis Support Teams (MCSTs)
- #5 – 988 Suicide and Crisis Lifeline
- #6 – Community Wellness Response Team
- #7 – Community Outreach Recovery Empowerment (CORE) Centers
- #8 – Assisted Outpatient Treatment (AOT)/Laura’s Law
- #12 - Develop a Multi-Disciplinary Team to Explore Feasibility of an Integrated Resource Center (IRC)
- #14 – Establish Team Dedicated to Risk Assessments and Screening Protocols
- #32 – Community Input from County Committees and Advisory Boards
- #33 – Improve and Streamline County-Wide Data Sharing and Transparency

County, providing specialty mental health services and a co-located peer run community wellness center.

- The Mental Health Urgent Care Clinic (MHUCC) expanded to 24/7 service. A second MHUCC was approved as a Growth Request in the County's budget for FY 24/25.
- The Assisted Outpatient Treatment (AOT/Laura's Law) program launched.
- The Sacramento County Mental Health Treatment Center expanded its capacity to provide 72-hour involuntary detention/psychiatric hospitalization services (5150 holds) for individuals delivered by law enforcement agencies.
- Data Governance and Oversight Committees established for the development of the Social Health Information Exchange (SHIE)/Sacramento Health Connect (SHC).
- The Community Wellness Response Team (CWRT), a mobile crisis response effort without law enforcement staffing, launched. The CWRT expanded to 24/7 service beginning March 1, 2024.
- Bi-directional referral process working group established to address the relationship between 988/CWRT and law enforcement-based emergency responses.
- Crisis response reference resource for voluntary and involuntary services developed and provided to law enforcement partners.
- The Community Review Commission developed recommendations for the Sheriff's Office regarding Mobile Crisis Support Teams (MCSTs), including recommendations to expand hours, increase visibility, and expand access to Crisis Intervention Training for all deputies and dispatchers.

### Clinician shortage and limited involuntary service options pose challenges

Challenges impacting this strategy's ability to contribute toward reducing the jail population include, but are not limited to:

- Difficulties recruiting and retaining clinician staff due to a shortage of mental health providers across the country.
- A lack of options for involuntary treatment and services for individuals experiencing behavioral health challenges who encounter law enforcement officers in patrol units.
- Limitations for 911 operators to redirect callers to non-law enforcement crisis response options.

### **Next Steps/Opportunities for Future Research and Evaluation:**

Research will focus on understanding the effectiveness and availability of mobile crisis team options, including MCSTs and CWRT. Staff will continue to coordinate with Behavioral Health to improve data flow specific to crisis interventions and resources.



## Strategy 2 - Maximize Initial Deflection and Pre-Arrest Release Opportunities for Eligible Individuals

**Problem Statement:** Under current law, some offenses are eligible to be cited and released, but circumstances surrounding the offense may lead an officer to determine that the individual needs to be removed from the scene or otherwise transported to jail for booking. Additionally, some offense types require an individual to be booked, but may not require the person to stay until arraignment for release. How can we optimize pre-arrest processes to swiftly identify and release eligible individuals minimizing their time in jail while ensuring public safety?

**Goals Served:** A – Reduce Jail Admissions; B – Reduce Length of Stay

**Alignment and Relevance:** This strategy aligns with Goal A by reducing bookings at Sacramento County Jail facilities for individuals who can be cited and released in alternate locations. It also aligns with Goal B by reducing the length of stay for individuals who are booked or processed in jail but are eligible for pre-arrest release options based on the charges they are facing. Swift deflection can prevent unnecessary detention.

### Focus Areas:

- Cite and Release
- Welchen/Pre-Arrest Release

### Progress and Challenges:

Rising post-Covid counts for quick releases (under 24 hours) encourage continued partnership with Countywide LEAs

In 2023, 33% of individuals booked were released from jail within 24 hours. The booked crimes are most often related to alcohol or substance use, quality of life, and compliance issues like misdemeanor warrants. By providing alternative booking

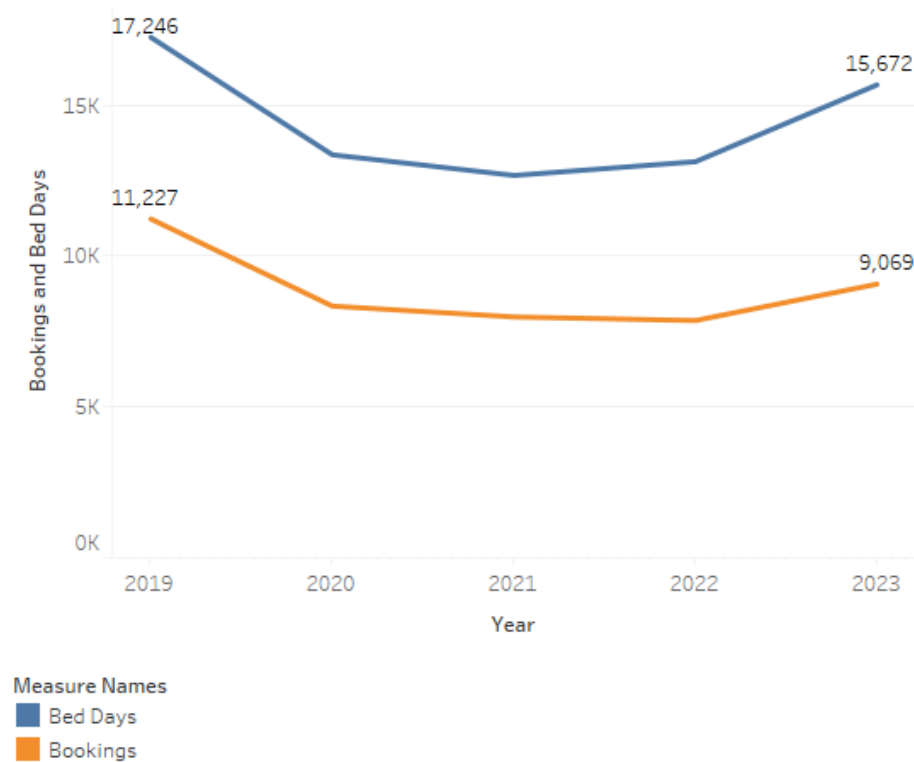
### Elements from 2022 Jail Population Reduction Plans Related to Strategy 2:

- #9 – Booking Memos and Advisories
- #10 – Commit to partnerships with other LEA’s within County to explore use of alternative booking sites for quick releases
- #11 – Enhance citation and field release protocols
- #14 – Establish Team Dedicated to Risk Assessments and Screening Protocols
- #32 – Community Input from County Committees and Advisory Boards
- #33 – Improve and Streamline County-Wide Data Sharing and Transparency

options and expanding cite-and- release procedures, fewer individuals will enter the jail.

Recent data indicates that over 9,000 persons released stayed between 1 and 3 days. This implies they did not meet criteria for a quick release but were still released at arraignment. This accounted for nearly 16,000 jail beds, or 43 people in the daily population. By enhancing the attention and resources for pre-arraignment screening and release, as well as coordination, the 2023 amount could still be reduced. While short stay numbers have not yet risen to pre-Covid levels, they have increased since 2021. Short stay data may be viewed in Figure 2.

**Figure 2: Short Stays**



Source: O’Connell Research, Inc.

The Sacramento County Sheriff’s Office and Sacramento Police Department are the primary agencies contributing to jail bookings, including those bookings where individuals are staying less than 24 hours. Table 3: Short Stays by Delivering Agencies identifies the number and percentage of short-term (less than 24 hour) stays by the delivering law enforcement agency. The table only identifies, by name, the agencies responsible for at least 100 bookings that were released in less than 24 hours in 2023.

**Table 3: Short Stays by Delivering Agencies**

<b>Delivering Agency</b>	<b># of Bookings in 2023 Where Arrestee Stayed Less than 24 Hours</b>	<b>% of Bookings in 2023 Where Arrestee Stayed Less than 24 Hours</b>
<b>Sheriff’s Office</b>	3,653	35%
<b>Sacramento PD</b>	3,288	31%
<b>CHP</b>	1,027	10%
<b>Elk Grove PD</b>	824	8%
<b>Citrus Heights PD</b>	450	4%
<b>Folsom PD</b>	400	4%
<b>Galt PD</b>	116	1%
<b>Other</b> (Agencies with Less than 100 Bookings Staying Less than 24 Hours Each)	719	7%
<b>Total</b>	<b>10,477</b>	<b>100%</b>

Source: O’Connell Research, Inc.

The Law Enforcement Coordination for Booking Alternatives working group determined that a Type I facility that could provide an alternative booking location and short-term detention center is not a cost-effective way to reduce jail bookings due to both the construction and staffing costs associated with this type of facility.

[Court decision creates additional avenue for pre-arraignment release](#)

In 2023, *Welchen v. Bonta* decision prompted the development of a new pre-arraignment release process that is estimated to serve 5-10 individuals per day. The process was implemented in December 2023 and allows a magistrate the opportunity to release eligible individuals within 18 hours of booking, rather than waiting until arraignment. The decision packet presented to the magistrate for consideration includes several pieces of information, including the arresting officer’s probable cause statement, a Public Safety Assessment, and a form regarding the

detained individual's finances to assist in bail setting (if needed). When this program was shared with the PSJA Advisory Committee, it generated substantial discussion and several recommendations for ways to expand awareness of this program and ensure defendants' rights are protected. Due to the recency of the program's launch, it is too early to accurately assess its effectiveness.

**Next Steps/Opportunities for Future Research and Evaluation:**

The Law Enforcement Coordination for Booking Alternatives working group will be reactivated in 2024 to determine whether opportunities to expand citation and releases exists, and whether any law enforcement agencies could complete booking processes at their own substations and patrol offices. The working group will also explore whether a bifurcated booking process could be developed for individuals likely to be quickly released to reduce impacts on Correctional Health Services and expedited releases. PSJA staff will further explore citation and release data, focusing on individuals released under Penal Code 853.6, to determine whether additional opportunities for diversion may be developed.

Once at least six months of data are available regarding the pre-arraignment release process implemented in response to the *Welchen* decision, staff will review progress and changes made during the initial roll out. The ongoing monitoring and evaluation of this process will be discussed with the Pretrial Working Group.

## Strategy 3 - Minimize Use of County Jail for Federal, State, and Out-Of-County Inmates

**Problem Statement:** County jails often house federal and out-of-county detainees, straining local resources. How can we reduce the number of non-local inmates, ensuring that local facilities prioritize Sacramento-based populations?

**Goals Served:** A – Reduce Jail Admissions; B – Reduce Length of Stay

**Alignment and Relevance:** By limiting the use of county jails for non-local inmates, this strategy indirectly

contributes to reducing jail admissions and overcrowding from the resulting time in custody. While its primary focus is on managing jail capacity and resources, it also aligns with Goal B by potentially reducing the length of stay for local inmates. When county jails are less burdened by non-local inmates, there is more capacity to process and release local individuals efficiently.

### **Progress and Challenges:**

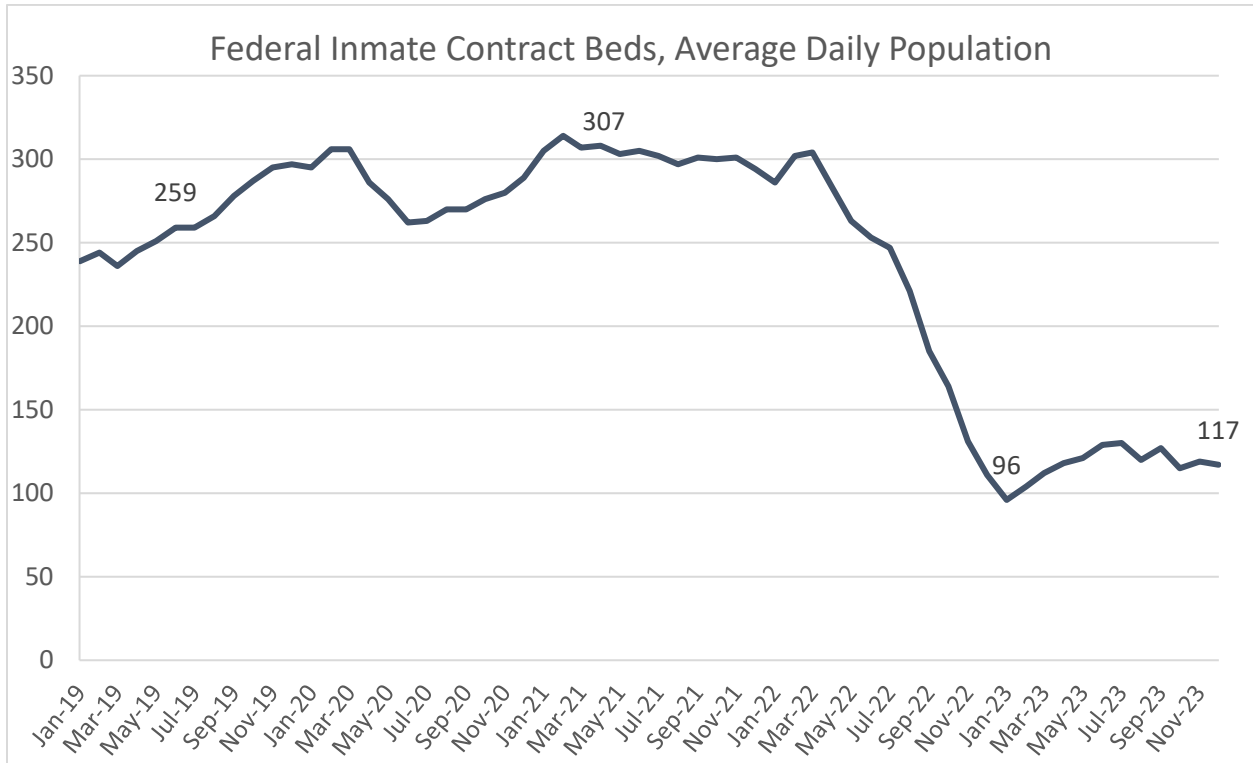
#### Federal contract reduction reduces use of jail resources for non-local inmates

Sacramento County contracts with the U.S. Marshal Service to provide housing for individuals charged with federal offenses and detained while awaiting trial, individuals who have been sentenced and are awaiting designation and transport, and individuals who are awaiting hearings. In early 2022, the Sheriff's Office reduced its contract with the U.S. Marshal Service to provide jail beds for inmates facing federal charges from 300 to approximately 100. By January 2023, this was fully implemented. The Sheriff's Office has continued to explore whether this number can be further reduced. Figure 3: Federal Inmate Contract Beds displays the trend over time for monthly use of beds for federal inmates since 2019.

### Elements from 2022 Jail Population Reduction Plans Related to Strategy 3:

- #13 - Federal Contract Reduction
- #33 - Improve and Streamline County-Wide Data Sharing and Transparency

**Figure 3: Federal Inmate Contract Beds**



Source: Sheriff's Office Jail Profile Surveys

**Next Steps/Opportunities for Future Research and Evaluation:**

A preliminary review of Department of Justice data (NIBRS/UCR) included a notable increase in adult arrests for other jurisdiction warrants with no local charges. Staff will further explore factors contributing to this result to determine whether it is due to a data error, change in policy, or other undetermined reason.

## Strategy 4 - Reduce Time in Jail for Individuals Who Can Be Safely Released into the Community or Placed in Alternative Care Facilities

**Problem Statement:** Some individuals remain in jail longer than necessary based on their public safety risk, even when they can be safely released into the community under certain circumstances. How can we streamline processes to promptly assess and release individuals to defined programs and monitoring, minimizing their time in custody and maximizing treatment time?

**Goals Served:** B – Reduce Length of Stay

**Alignment and Relevance:** This strategy directly addresses Goal B by focusing on safe and timely release. It aims to prevent unnecessary prolonged stays by facilitating exits from jail custody through pretrial release, diversion programs, collaborative courts, use of Adult Day Reporting Centers, and alternative sentencing programs such as work project and home detention.

### Focus Areas:

- Pretrial Release
- Mental Health Diversion
- Specialty Populations (Individuals deemed incompetent to stand trial, Murphy conservatees, and others not eligible for Mental Health Diversion)
- Sentencing Alternatives: ADRC's, Collaborative Courts, SSO Work Release/Electronic Monitoring

### Elements from 2022 Jail Population Reduction Plans Related to Strategy 4:

- #12 - Develop a Multi-Disciplinary Team to Explore Feasibility of an Integrated Resource Center (IRC)
- #14 - Establish Team Dedicated to Risk Assessments and Screening Protocols
- #15 - Expand Probation Pretrial Capacity
- #16 - Expand Public Defender Pretrial Support Services Capacity
- #17 - Expand Adult Day Reporting Center (ADRC) locations and/or Other Jail Alternatives
- #18 - Murphy's Subacute Placement
- #19 - Convene Behavioral Health Diversion and Collaborative Court Workgroup to Support Expansions
- #20 - Public Defender, Conflict Criminal Defender, and District Attorney Review
- #21 - Drug Diversion (PC 1000)
- #22 - Mental Health Diversion
- #23 - Collaborative Courts
- #31 - Commit to a Partnership with Superior Court for Expediting the Court Process
- #32 - Community Input from County Committees and Advisory Boards
- #33 - Improve and Streamline County-Wide Data Sharing and Transparency

## **Progress and Challenges:**

### **Multi-department approach to pretrial services offers balanced approach to inform decision-makers and maximize release options**

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In 2023, through the County's annual budget process, additional investments were made to expand pretrial staffing and services to provide additional support needed for increasing the number of individuals released pretrial and reducing the length of time it takes to provide information and linkage needed for more efficient release decisions. Over several meetings in 2023, the PSJA Advisory Committee spent time learning about the pretrial services offered by both indigent defense (Public Defender and Conflict Criminal Defender) and Probation, seeing how they are not in conflict, but instead work together to increase the number of persons released pretrial and supported in the community.

Growth approved in the FY 23/24 budget successfully increased indigent defense staffing to increase access to support services. The Pretrial Working Group will explore whether these services are positively impacting the number of persons being released pretrial and appearing at court dates without new offenses. The Public Defender's Office has also worked to expand support services for pretrial clients, which is described in greater detail in *Strategy 4 - Reduce Time in Jail for Individuals Who Can Be Safely Released into the Community or Placed in Alternative Care Facilities*.

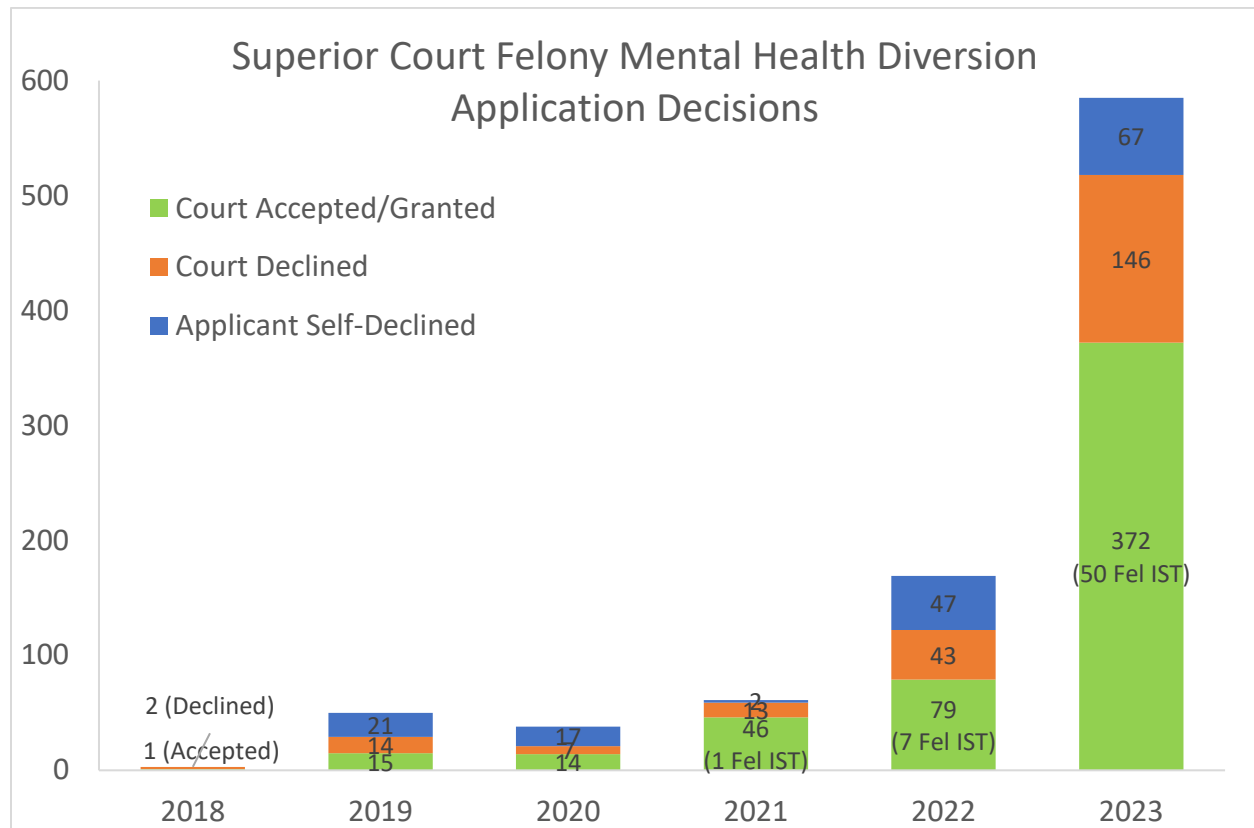
### **Law change expands eligibility for Mental Health Diversion; Cross-system coordination drives efforts to relieve backlog and decrease wait times**

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In January 2023, legislation expanded eligibility for Mental Health Diversion by changing the presumption process to automatically presume a person is eligible for diversion if they have had a mental health diagnosis in the last 5 years (effective January 1, 2023). This prompted an expansion in the number of individuals who applied for Mental Health Diversion, shown in Figure 4: Mental Health Diversion Application Decisions.



**Figure 4: Mental Health Diversion Application Decisions**



Source: Sacramento Superior Court

This expansion created substantial impacts to both the Court and the county departments (Health Services, Indigent Defense, Probation, Sheriff, and more) that support or are affected by this change. Almost immediately, the demand for services related to processing Mental Health Diversion applications outpaced the available resources. In response, Sacramento County implemented a working group with all partners to address the challenges created by the legislation. The working group looked at the internal process of how clients are assessed and identified where streamlining could be done. The streamlining process for assessments reduced the documentation time from 6-9 hours per assessment to 2-4 hours per assessment. In addition to hiring and training more staff to support these assessments and implementing a new electronic health record system, leadership initiated cross training efforts with staff from the Substance Use Prevention and Treatment Services team to increase the number of staff available to complete assessments and assist with alleviating the extensive backlog. As a result of these efforts, the assessment wait time was reduced from four months to two months. While there is still additional work to accomplish to meet the demands associated with Mental Health Diversion, this working group exemplifies what can be accomplished within a short time when all partners come together to address a

critical situation. Despite investments in FY 23-24 to alleviate some of these challenges, the County is still working to mitigate a backlog among those needing assessments and court proceedings to move forward. PSJA staff are working with partners to better understand the application and decision processes and associated timelines relative for Mental Health Diversion.

The Sacramento Superior Court requested Probation supervision for Felony Mental Health Diversion clients. To provide supervision and supportive services, Probation created a Mental Health Unit in late 2023.

### State sanctions on County IST counts incentivizes stakeholder collaboration and innovative solutions

Historically, California counties have relied on the California Department of State Hospitals (DSH) for restoration treatment of felony defendants found Incompetent to Stand Trial (IST). Per Assembly Bill (AB) 133, as of July 27, 2021, only defendants with felony charges may be committed to DSH. Competency restoration treatment focuses on making sure the felony defendant understands the nature of criminal proceedings and is able to assist counsel in their defense.

Over the years, IST referrals to DSH from counties grew to a crisis level where treatment capacity could not keep up. In 2015, a lawsuit was filed against DSH that resulted in a March 2019 ruling, which was upheld in 2021, requiring IST clients to be admitted to services within 28 days of receiving a commitment from criminal court proceedings. DSH waitlist formed an IST Solutions Workgroup which released a report in November 2021 that included a census of recommendations on actionable solutions that address the increasing number of individuals with serious mental illness who become justice-involved and deemed Incompetent to Stand Trial (IST) on felony charges. One of the recommendations imposed a growth cap on felony IST clients, with DSH imposing fiscal penalties on counties who exceed a specified number of IST commitments.

According to DSH, the growth cap was intended to do the following:

- Prevent unintended consequence of sizable investments into community-based restoration and diversion;
- Encourage efforts at the county level to prevent the arrest or re-arrest of individuals with serious mental illness; and
- Encourage counties to participate in DSH-funded programs, with emphasis on diversion and community-based services.

In response to the growth cap, DSH introduced several programs and funding opportunities, and the County has developed robust diversion efforts for IST clients. A few of these programs are described below.

- Jail Based Competency Treatment (JBCT) – DSH contracts with the Sheriff’s Office to provide restoration of competency treatment programs to patients committed as IST while they are housed in county jail facilities. JBCT programs are designed to treat patients presenting with lower acuity and quickly restore them to trial competency, generally within 90 days.
- DSH Felony IST Mental Health Diversion (EMPOWER) Program - Public Defender contracts with DSH, maintains a service contract with Telecare, and has an agreement with County Health Services for Medi-Cal eligible services to clients in this program.
- IST reevaluation of individuals in county jail, charged with a felony, IST, and waiting for a state hospital bed. The Sheriff’s Office has a contract for telehealth reevaluation of those on the DSH waitlist who have been in custody pending delivery the longest.
- PSJA revenue agreement with DSH for work with O’Connell Research to build on Mental Health Workgroup Data Driven Recovery Project (DDRP) efforts, leading new workgroup activities focused on reducing Felony ISTs in Sacramento County. This workgroup is described in greater detail in *Collaborative Workgroup Developments*.
- Early Access and Stabilization Services Program (EASS), which began in 2023. The EASS program provides stabilization treatment (evaluation, involuntary medication orders, and psychiatric programming) to ISTs in jail on the state hospital waitlist. EASS provides treatment at the earliest point possible upon an individual’s IST commitment to DSH and promotes stabilization to increase community-based treatment placements. This treatment begins while an individual who has been deemed IST on felony charges is in jail pending placement into the IST treatment continuum.

Profiles of IST clients revealed the following information about individuals found IST in 2023 that will be helpful to the workgroup evaluating these programs:

- 21% Female, 79% Male
- 41% Black, 32% White, 15% Hispanic, 12% Other
- Median age of 37
- 9th jail booking on average
- 85% had a relatively higher risk of recidivism based on proxy risk scores
- 20% had recent Probation or Parole violations
- 65% were arrested on violent crimes, 25% property crimes (burglary/arson), and 10% Others (resisting arrest, vandalism, and weapons charges)

## Community-based alternatives for sentenced individuals reduce use of jail housing

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County partners have developed several out-of-custody options for sentenced individuals, including collaborative courts, work release, and home detention/electronic monitoring. Some of these programs are supported by services offered through Adult Day Reporting Centers (ADRCs), which are described in *Strategy 6 - Improve Service Linkages and Reduce Barriers to Treatment, Employment, and Housing Leading Up to and Following Release*.

Collaborative and specialized courts were created to serve a specific population. These alternative courts reduce trauma for victims and provide offenders with services, such as mental health and drug or alcohol treatment, rather than jail time. Collaborative courts include Recovery Treatment Court (formerly Drug Court), Mental Health Treatment Court, Prop 36 Court, DUI Treatment Court, Veterans Treatment Court (VTC), Reentry Court, Reducing Sexual Exploitation and Trafficking (ReSET) Court, Chronic Offender Rehabilitation Effort (CORE, previously Chronic Nuisance Offender) Program, City Alcohol Related Treatment (CART), Serial Inebriation Program (SIP), and Homeless (Loaves and Fishes) Court. To participate, the court must find the client eligible, suitable, and have a proposed treatment plan. Mental Health Treatment Court is comprised of clients likely to be at high or moderate levels of risk to re-offend as well as seriously mentally ill. Mental Health Treatment Court has seen a decline in applications over the past year; this is suspected to be due to the expansion in eligibility for Mental Health Diversion. Reentry Court clients receive a broad range of services in lieu of serving County Jail Prison (CJP) or State Prison terms. Facing declining participation numbers, partners supporting Reentry Court are exploring opportunities to expand interest in and access to this program. Recovery Treatment Court (formerly Drug Court) focuses on clients with substance use needs at medium or high levels.

Depending on the specific program, collaborative courts are a team approach, bringing resources from the District Attorney, indigent defense departments, Department of Human Assistance, Department of Health Services, Probation Department, the Superior Court, and community partnerships. Collaborative Courts emphasize early intervention, on-going supervision, and frequent judicial reviews. Collaborative courts generate substantial savings by increasing case processing efficiencies and reducing incarceration costs.

The Sheriff's Home Detention Electronic Monitoring (EM) Program was expanded to accommodate up to 350 participants. The program offers a less disruptive way for qualified offenders to serve their court-sentenced jail commitments in the community. EM participants are in the program for a maximum of 12 months. Offenders selected for participation undergo intensive supervision and are allowed

to seek and maintain employment and participate in approved therapeutic and/or rehabilitation counseling programs. Active EM supervision systems are utilized to ensure offender compliance with set limits on their location, activities, and communications. The Sacramento County Sheriff's Office also has a work project alternative to incarceration program. Participation in this program is either provided by a court order at the time of sentencing or offered to eligible inmates as an early release option. Program participants are not required to have a permanent home address and are not drug tested. Program accountability is focused on attendance and work performance. Offenders who participate through early release from the County Jail typically have approximately 60 days or less to complete their sentence. As of July 2023, the Sheriff's Office alternative custody programs, including the EM program, work project alternative, and alternative sentencing program, collectively averaged about 1,100 active participants.

In early 2024, the Sheriff's Office met with the Superior Court to discuss the Court's use of "weekend" sentences and the logistic and liability issues they create for the Sheriff's Office. The Court agreed to share this information with judges and take a close look at how these sentences are structured. If this results in a change of protocol for sentencing decisions, this could increase the use of home detention and may result in fewer jail bookings per year.

#### **Next Steps/Opportunities for Future Research and Evaluation:**

Mental Health Diversion and IST clients will be the subject of the first "deep dive" report included in the next JPRP semi-annual report. For Mental Health Diversion to be a fully realized solution to assist in reducing the jail population, it is imperative to reduce the processing times for assessments and applications. Over the next six months, County staff are working with all partners involved to identify pain points, and where appropriate, receive clear direction from the Office of the County Executive, to prioritize and implement solutions. Work supporting the population in custody with behavioral health needs will continue to be supported by the Diversion and Collaborative Courts Working Group and Mental Health and Incompetent to Stand Trial (IST) Working Group (described in *Collaborative Workgroup Developments*).

## Strategy 5 - Reduce Jail Admissions and Returns to Custody from Warrants and Violations

**Problem Statement:** Warrants and supervision violations contribute significantly to jail admissions and returns to custody. How can Sacramento County address the underlying issues, improve compliance, and prevent unnecessary returns to custody, ultimately reducing the burden on jails?

**Goals Served:** A – Reduce Jail Admissions; C – Reduce Returns to Custody

**Alignment and Relevance:** By addressing warrants and violations, this strategy targets both jail admissions and returns to custody. It emphasizes preventive measures.

### **Progress and Challenges:**

Despite a proportional reduction in warrants for non-new crimes, warrants remain a key contributor to ADP

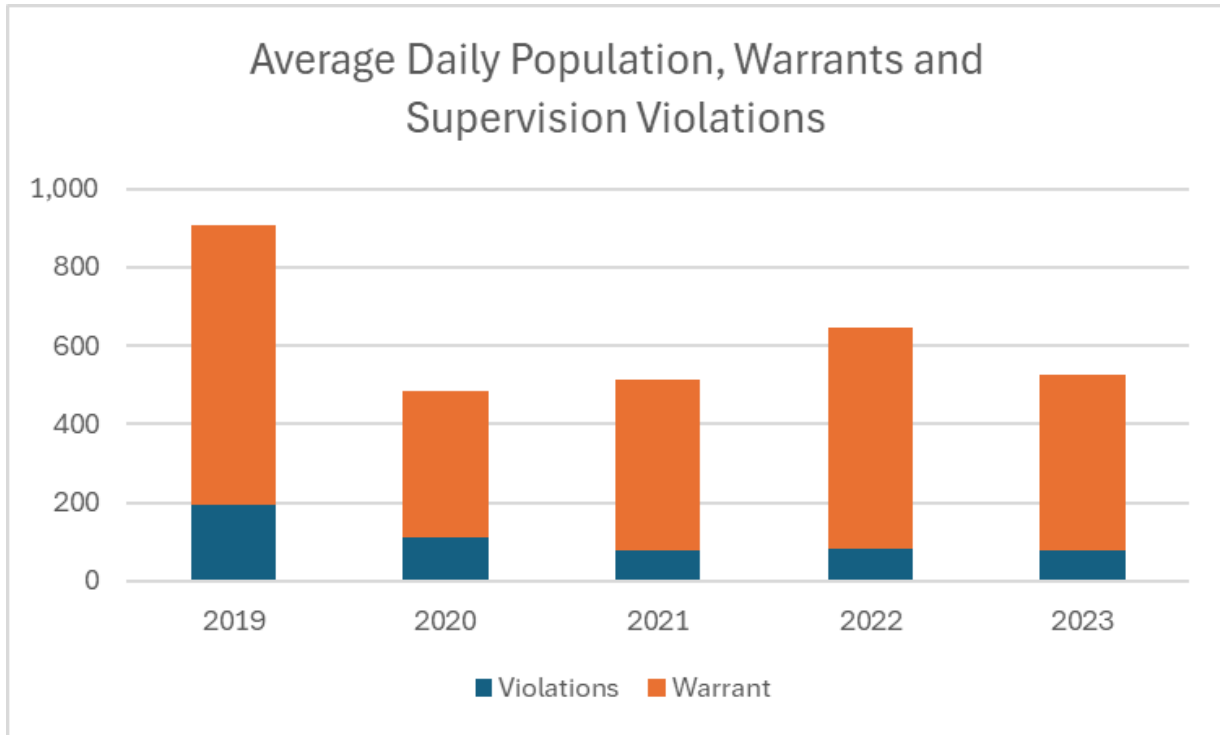
2023 saw warrants still make up a large portion of bookings for reasons not associated with new crimes, but with a growing portion driven by felony level holds and court-ordered bookings. Of the jail ADP in custody related to felony charges, nearly 20% were there for warrants, and nearly 4% were there for a violation. In 2023, there was a proportional reduction in bookings based on warrants compared to all bookings related to non-new crimes.

Figure 4 shows the jail ADP that is there based on a warrant or supervision violation. Despite increases in jail bookings, the ADP in custody on a warrant or supervision violation remains significantly lower than pre-Covid levels (2019). Additionally, Figure 5 in Appendix C provides additional information about the reason for entry for the population in custody for felony charges as well as the static risk scores associated with that population.

### Elements from 2022 Jail Population Reduction Plans Related to Strategy 5:

- #24 – Implement an Automated Court Reminder System
- #25 – Expansion Warrant Diversion Efforts
- #26 – Utilize Expanded Non-Detention Violation of Probation (VOP) Criteria
- #32 – Community Input from County Committees and Advisory Boards
- #33 – Improve and Streamline County-Wide Data Sharing and Transparency

**Figure 5: ADP for Warrants and Supervision Violations 2019 - 2023**



Source: O'Connell Research, Inc.

**Next Steps/Opportunities for Future Research and Evaluation:**

In coordination with O'Connell Research, PSJA staff and partners will conduct a deeper dive into drivers of warrant creation and clearance efforts to identify opportunities.

## Strategy 6 - Improve Service Linkages and Reduce Barriers to Treatment, Employment, and Housing Leading Up to and Following Release

**Problem Statement:** Successful reintegration after release is hindered by barriers to treatment, employment, and housing. How can we enhance service linkages, remove obstacles, and create a supportive environment for individuals transitioning from jail back into the community?

**Goals Served:** C – Reduce Returns to Custody

**Alignment and Relevance:** Enhancing service linkages can positively impact reentry and reduce recidivism, thus aligning with Goal C and facilitating successful reintegration.

### **Progress and Challenges:**

[Community-led advisory boards support expansion of resources available to jail inmates at release](#)

The County’s AB 109 Plan 2023 Update, which was developed by the Community Corrections Partnership (CCP) and the CCP Advisory Board and accepted by the Board of Supervisors in November 2023 included “Jail Discharge Support: Benefit Assistance, Clothing, Transportation, and Housing Linkages” as an eligible expense category for use of AB 109 funding in the FY 24/25 Sacramento County budget. This decision was built upon outreach to the justice-involved community conducted by the CCP Advisory Board and recommendations included in the Sacramento County Community Review Commission (CRC) 2023 Annual Review Report. Both identified a need for Sacramento County to improve connections to services and

### Elements from 2022 Jail Population Reduction Plans Related to Strategy 6:

- #12 - Develop a Multi-Disciplinary Team to Explore Feasibility of an Integrated Resource Center (IRC)
- #14 – Establish Team Dedicated to Risk Assessments and Screening Protocols
- #16 – Expand Public Defender Pretrial Support Services Capacity
- #17 – Expand Adult Day Reporting Center (ADRC) locations and/or Other Jail Alternatives
- #22 – Mental Health Diversion
- #23 – Collaborative Courts
- #27 – Improve connections to services and resources prior to and during jail discharge processes
- #28 – Sheriff’s Reentry Services
- #29 – Forensic Full-Service Partnerships
- #30 – Evaluate and expand expungement resources and services
- #32 – Community Input from County Committees and Advisory Boards
- #33 – Improve and Streamline County-Wide Data Sharing and Transparency



resources prior to and during jail discharge processes. By initiating service connections during and prior to release, justice-involved individuals can receive assistance in obtaining legal documents needed for obtaining health care, employment, housing, government benefits, etc. The CRC recommended implementation of a clothing closet and safe transportation arrangements for individuals discharged from jail facilities, particularly those released during late night hours, when many services are not available. The AB 109 Plan 2023 Update noted that linkages to services could be further enhanced by staffing a 24/7 receiving center within safe walking distance of the Main Jail.

### Partners prepare to expand care coordination through CalAIM Justice-Involved Initiative and Social Health Information Exchange (SHIE)

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On January 26, 2023, California was approved to offer a targeted set of Medicaid services to eligible adults in county jails prior to release from custody. Known at the CalAIM Justice-Involved Initiative, this will allow eligible incarcerated individuals to enroll in Medi-Cal and receive a targeted set of services in the 90 days before release. According to the Department of Health Care Services (DHCS), "This initiative aims to ensure continuity of health care coverage and services between the time they are incarcerated and when they are released. It also provides people who are reentering the community with the prescribed medications and durable medical equipment (DME) they need, and access to programs and services to support this important transition."<sup>1</sup> Correctional facilities will be required to implement this program by September 30, 2026.

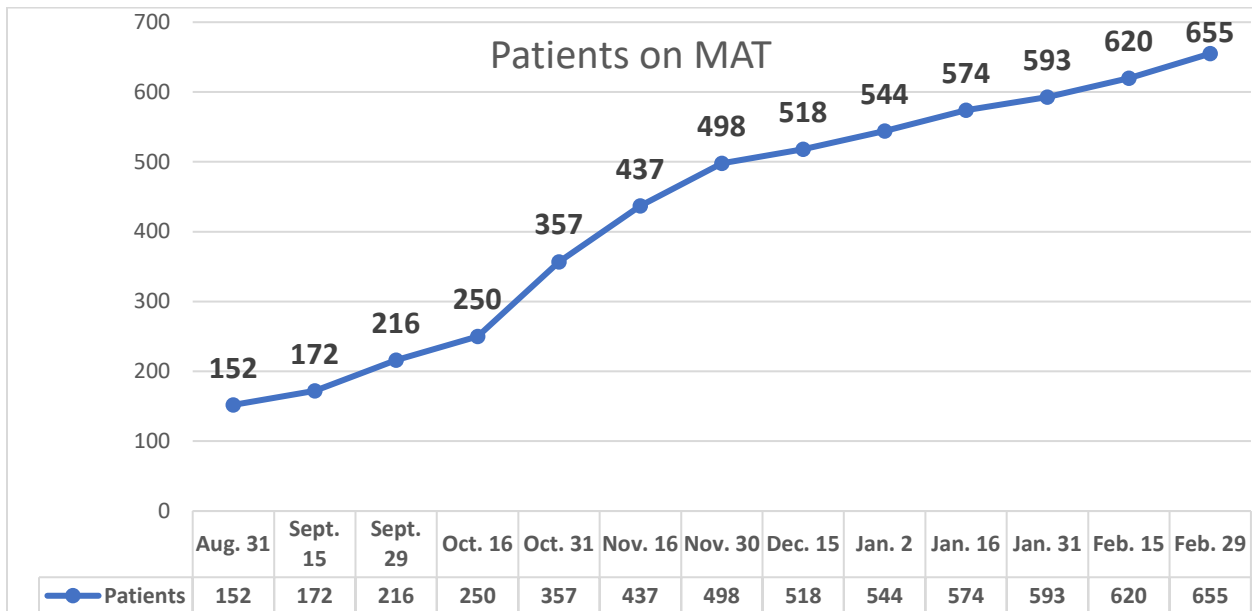
As described in the *Collaborative Workgroup Developments* section of this report, the County is developing a Social Health Information Exchange (SHIE) to improve and streamline county-wide data sharing and transparency and to meet legal requirements associated with the Medi-Cal service expansion under CalAIM. The SHIE will securely collect and integrate individuals' medical, behavioral health, housing, social care, incarceration, court, and crisis response data to improve care coordination between health and social service providers. Through data integration and interconnected systems, program planning can be strengthened to improve individual outcomes and reduce health inequities. Current work seeks to understand the different information elements collected and stored by different agencies; collaboration will be essential to overcoming obstacles associated with information sharing while remaining in legal compliance with Criminal Offender Record Information (CORI) and HIPAA restrictions.

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<sup>1</sup> <https://www.dhcs.ca.gov/CalAIM/Justice-Involved-Initiative/Pages/home.aspx>

In addition to the programs in development, over the past year, the County has expanded its services to help stabilize inmates which can contribute toward successful reentry to the community. One of these programs is Medication-Assisted Treatment (MAT). Since August 2023, the MAT program has expanded from serving approximately 150 individuals to over 650. Figure 6: Patients on MAT displays recent growth in this program. County health partners are working to purchase substance use disorder educational videos for inmate tablets and onboard additional substance use disorder counselors.

**Figure 6: Patients on MAT**



Source: Sacramento County Department of Health Services

**Contract services increase resources targeting recidivism reduction and expand capacity for support at release**

Several initiatives related to Strategy 6 overlap with *Strategy 1 - Offer Behavioral Health Interventions Before and During a Crisis to Prevent Jail Admissions and Further Justice-Involvement* and *Strategy 4 - Reduce Time in Jail for Individuals Who Can Be Safely Released into the Community or Placed in Alternative Care Facilities*. Strategy 4 focuses on alternatives to time in custody, while Strategy 6 addresses the support services for individuals with lived experience in the justice system (past and present) that can help reduce future returns to custody. Some of the services may include those that specifically target behavioral health interventions, which is described in Strategy 1.

The Sheriff’s Office provides recidivism reduction resources to the sentenced population in County jails through its reentry programs. These include highly

regarded programs such as the Wild Horse and Redemption Coffee programs offered at Rio Cosumnes Correctional Center that rely on contracted service providers. As the populations served by the jail are largely unsentenced, the Sheriff's Office is exploring whether it is feasible to expand some or all reentry services to inmates held pretrial.

Out of custody, the Public Defender's Office has partnered with Exodus Project to provide pretrial community-based mentorship and case management services to individuals pending criminal charges since 2022. In January 2024, the pretrial caseload capacity was doubled, expanding to 500 clients, and the contract was extended through June 2025. Services Exodus provides to individuals upon release from jail while pretrial include short-term immediate housing (when available), job readiness assessments, skills, and training, culturally competent case management and mentoring, assistance in navigating and accessing benefits, phones, transportation to/from jail and court hearings, clothing vouchers/food gift cards, short-term counseling, and more.

For clients on Probation, Post Release Community Supervision, and Mandatory Supervision, the Probation Department operates multiple Adult Day Reporting Centers (ADRCs). To reduce recidivism and produce better outcomes, the ADRCs provide assessment, case management, cognitive behavioral treatment interventions, substance abuse treatment, education, job placement and retention services. The intervention services aim to improve clients' behavior, attitudes, motivation, decision-making, and ability to live independently as well as their ability to succeed in the community and maintain a crime and drug-free lifestyle. Program and treatment service components of ADRCs are supported by contracts with community-based organizations, including Leaders in Community Alternatives (LCA). The contract with LCA was most recently amended in December 2023.

The Sheriff's Office contracts with a non-profit organization to provide cognitive behavioral change services to offenders participating in the Home Detention/EM program. The program's goal is to promote positive change in offenders thinking and behaviors by focusing on the elimination of criminogenic risk factors, providing guidance and probation/parole terms, directing role playing/activities on methods of avoiding crime, and promoting skill building in the pursuit of education, career, and fiscal/time management.

Collaborative courts, described in *Strategy 4 - Reduce Time in Jail for Individuals Who Can Be Safely Released into the Community or Placed in Alternative Care Facilities*, also uses community-based providers to support clients in these programs. Reentry Courts are found to have strong reductions in reconvictions and recidivism. Mental Health Treatment Courts have been found to have strong reductions in recidivism, as well as improvements in treatment engagement.

Recovery Treatment Courts (Drug Courts) have also been found to produce strong reductions in recidivism.

**Next Steps/Opportunities for Future Research and Evaluation:**

PSJA staff are working with O’Connell Research and partners implementing CalAIM Justice-Involved Initiative to understand the populations leaving the jail and their needs at release, as well as the resources available to address those needs. These include both immediate and longer-term needs, such as transportation from jail, clothing, food, phones, housing (temporary and permanent), behavioral health services, identification/Driver’s License, social security benefits, and more. Once preliminary information is available, the working group originally developed to explore an Integrated Resource Center will be reactivated with a new focus primarily on service linkages for the justice-involved population. This is expected to occur in August of 2024.

Additional opportunities include exploring the feasibility of implementing a pilot program in collaboration with a community-based organization to provide respite, basic supplies and services, and transportation to individuals released from Sacramento County jail facilities, particularly those released after 5 pm and before 6 am, where fewer services are available. Due to staffing and space limitations in the Main Jail, as well as time limitations from the number of individuals booked into custody experiencing short stays, a pilot program would provide vital data to better identify service gaps and understand the level and volume of need for populations exiting the jail.

PSJA staff will also continue to work with the Sheriff’s Office to report back on recidivism reduction efforts that may be increased as Reentry Services are being piloted to serve portions of the pretrial population.

## Conclusion

Reducing the population of Sacramento County jail facilities is a complex endeavor requiring several key elements including, but not limited to:

- Ongoing evaluation of the factors driving bookings, lengths of stay, and returns to custody;
- Willing collaboration and open communication with stakeholders, including criminal justice partners, social services partners, and the community, to develop a shared understanding of challenges and identify innovative solutions; and
- Financial, material, and human resources to implement targeted initiatives.

By shifting to a six-strategy approach that encompasses the original 33 individual plans approved in December 2022, Sacramento County can better prioritize and maximize the effectiveness of its research and analysis, working groups, and investments.

Progress will be shared with the Board of Supervisors, Class Counsel and the community in several ways. County staff are working to develop public-facing dashboards that will provide information relevant to jail population reduction efforts and six strategies.

In addition to the dashboard, semi-annual progress reports will highlight notable progress and challenges associated with each of the six strategies during six-month time frames. These reports will include “deep dives” into one or more specific initiatives that are anticipated to have meaningful impacts on jail population reduction over time. The “deep dives” will explore the investments made by the County, an assessment of the effectiveness of those investments, opportunities for supplemental research or collaboration, and recommendations for improvement associated with a particular initiative.

Table 4: Revised JPRP Reporting Schedule provides an overview of the timelines and expected content within each of the next five reports. As the Jail Population Reduction Plans are designed to be flexible and able to evolve as new ideas, evidence-based solutions, and opportunities emerge, this schedule is tentative and subject to change. The proposed timing associated with the “deep dives” identified in the reports was developed to provide an early focus on the initiatives with the potential to quickly and substantially impact one or more of the JPRP goals (reducing bookings, reducing lengths of stay, and reducing returns to custody), such as Mental Health Diversion. Some “deep dives” will be conducted later, such as those related to mobile crisis response and CalAIM’s justice-involved initiative as those programs are still in early phases of development or implementation and lack adequate data for meaningful analysis.

**Table 4: Revised JPRP Reporting Schedule**

<b>Timing</b>	<b>Period Covering</b>	<b>Publication Target</b>	<b>Anticipated Progress and Topics for In-Depth Analysis</b>
6 Months	January 1 – June 30, 2024	September 30, 2024	<ul style="list-style-type: none"> <li>• Data and Dashboard Updates</li> <li>• Targets/Objectives for Each Strategy</li> <li>• Implementation Framework for Each Strategy</li> <li>• Deep Dives:               <ul style="list-style-type: none"> <li>○ Mental Health Diversion</li> <li>○ Incompetent to Stand Trial (IST) Impacts</li> </ul> </li> </ul>
12 Months	July 1 – December 31, 2024	March 31, 2025	<ul style="list-style-type: none"> <li>• Data and Dashboard Updates</li> <li>• Deep Dives:               <ul style="list-style-type: none"> <li>○ Pretrial Programs</li> <li>○ Pre-Arrest Release</li> <li>○ Risk Assessment and Tools Progress</li> </ul> </li> </ul>
18 Months	January 1 – June 30, 2025	September 30, 2025	<ul style="list-style-type: none"> <li>• Data and Dashboard Updates</li> <li>• Deep Dives:               <ul style="list-style-type: none"> <li>○ Warrants</li> <li>○ Adult Day Reporting Centers</li> <li>○ Sentencing Alternatives</li> </ul> </li> </ul>
24 Months	July 1 – December 31, 2025	March 31, 2026	<ul style="list-style-type: none"> <li>• Data and Dashboard Updates</li> <li>• Deep Dives:               <ul style="list-style-type: none"> <li>○ Mobile Crisis Response</li> </ul> </li> </ul>
30 Months	January 1 – June 30, 2026	September 30, 2026	<ul style="list-style-type: none"> <li>• Data and Dashboard Updates</li> <li>• Deep Dives:               <ul style="list-style-type: none"> <li>○ CalAIM and Re-Entry Linkages</li> </ul> </li> </ul>

## Appendix A: Jail Population Reduction Plan Quarterly Status Report – 2023 Q4

# Jail Population Reduction Plan

## *Quarterly Status Report*

2023  
Q4

The 33 Jail Population Reduction Plans approved by the Board of Supervisors in December 2022 are based on the goals of 1) reducing jail admissions; and 2) reducing lengths of stay and returns to custody. The County’s Public Safety and Justice Agency (PSJA) committed to continually updating the Jail Population Reduction Plans and publishing quarterly reports on implementation status and progress. Quarterly reports are intended to be brief, with expanded reports provided annually. This report reflects the progress demonstrated toward the implementation of plans during the fourth quarter of calendar year 2023 (October 1, 2023 – December 31, 2023).

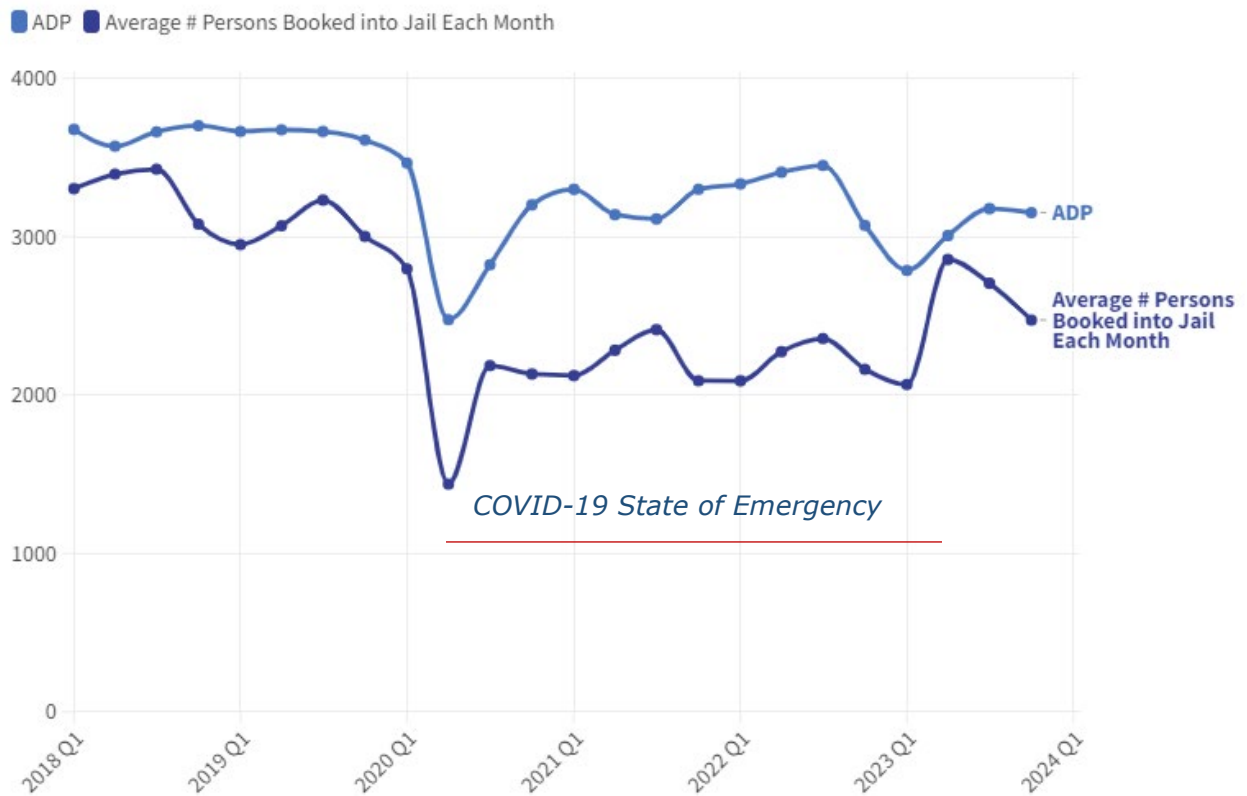
### Overall Progress Toward Reducing the Jail Population

The average daily population (ADP) identified in O’Connell’s Sacramento County Jail Study was 3,219, which relied upon data from 2021. O’Connell’s report notes this sample was taken while the jail system was experiencing significant impacts from the COVID-19 pandemic and it was unclear to what extent the ADP may increase as the state of emergency resolves. The overall goal of the Jail Population Reduction Plans is to reduce the ADP of the jail system by at least 600.

Based on data provided by the Sacramento County Sheriff’s Office Jail Profile Survey reports, the average daily population (ADP) and number of persons booked each month have both declined over the past five years (Q1 2018 to Q4 2023). The 2023 Q4 ADP was 3,152, indicating an overall reduction of 67. The figure below shows ADP and persons booked into jail each month for each quarter of 2018-2023. Data is provided through the Sheriff’s Office Jail Profile Surveys.

## Average Daily Population (ADP) and Jail Bookings Over Time

### Quarterly Averages 2018-2023

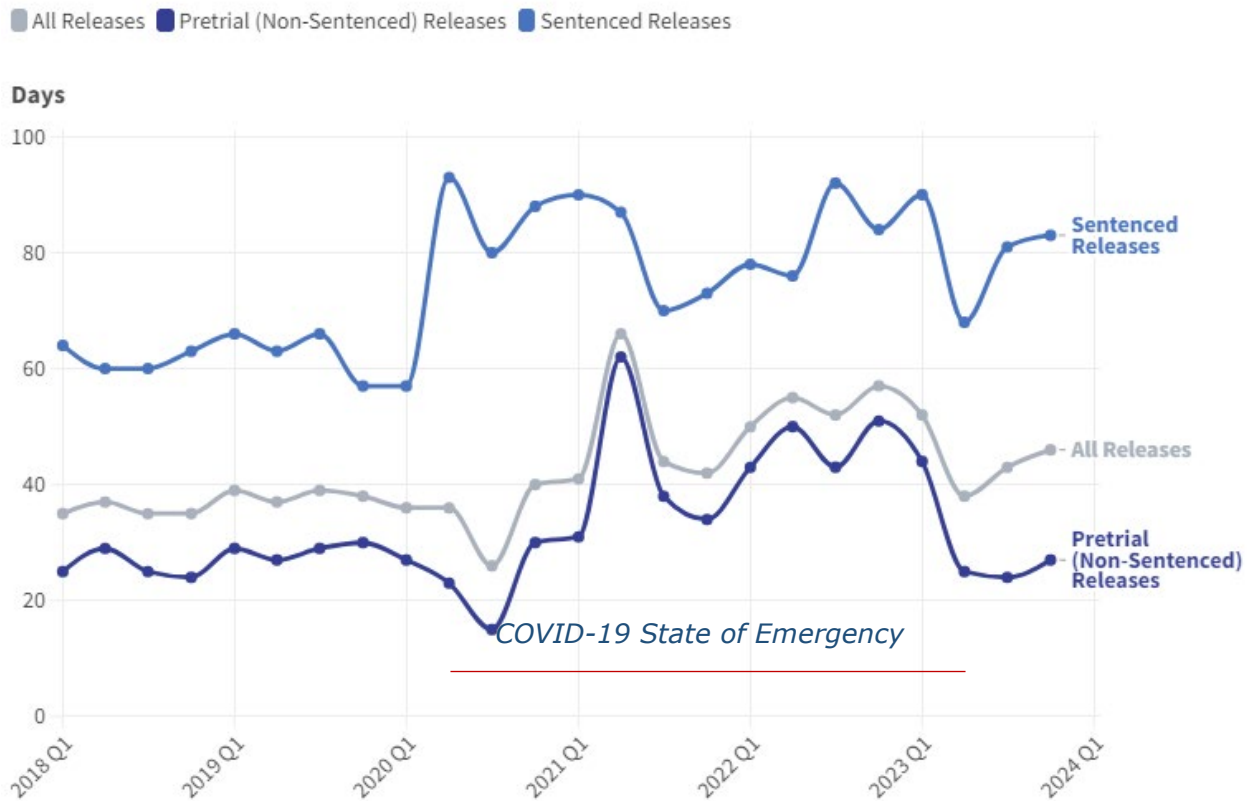


Quarterly average lengths of stay for non-sentenced (pretrial), sentenced, and all releases from 2018 to present are displayed below. Data is provided through the Sheriff’s Office Jail Profile Surveys. Future efforts to share and monitor data related to reducing jail admissions, reducing lengths of stay in custody, and reducing returns to custody will be enhanced through a consultant agreement with O’Connell Research Inc.



## Length of Stay Over Time

### Quarterly Averages 2018-2023



## Progress Toward Implementation of Individual Plans

The table below describes the progress made toward implementing each of the itemized Jail Population Reduction Plans. Plans are identified as Not Yet Implemented, Partially Implemented, and Fully Implemented. Fully Implemented items will continue to be monitored and assessed for expansion and improvement opportunities. Additionally, the table provides a brief update with notable progress made during the reporting period and any known barriers or obstacles to implementation. Progress made by plans involving a working group (9-12, 14-6, 19-23) are described in the main text of the Revised Jail Population Reduction Plan document. A few items (Plans 16, 22, and 23) have been added to this report to document specific activities that occurred in Q4.

## Individual Plan Progress Q4

Description	Plan #	Status	Q4 Update
Crisis Receiving for Behavioral Health (CRBH)	1	Fully Implemented	No update.
Sacramento County Mental Health Treatment Center (MHTC)	2	Fully Implemented	No update.
Mental Health Urgent Care Clinic (MHUCC)	3	Partially Implemented	Plan to release Request for Applications (RFA) for second site in Q1 2024.
Mobile Crisis Support Teams (MCSTs)	4	Partially Implemented	Due to staffing changes, only 5 of 11 funded MCSTs are currently operational. A 6 <sup>th</sup> Senior Mental Health Counselor is in the hiring process and will be onboarded in Q1 2024.
988 Suicide & Crisis Lifeline	5	Fully Implemented	No update.
<a href="#">Community Wellness Crisis Response Team</a> (CWRT)	6	Partially Implemented	<p>As of January 2024, 19 of 33 allocated County positions filled; 13.5/22 contractor (Bay Area Community Services – BACS) positions filled.</p> <p>Hours of Operation:</p> <ul style="list-style-type: none"> <li>County: Monday – Friday, 7:30 am – 6:40 pm</li> <li>BACS: Sunday – Thursday 8am – 10 pm; Friday-Saturday 8 am – 2 pm</li> </ul> <p>There are ongoing recruitment efforts to move towards a 24/7 in-person response.</p> <p>Monthly meetings with law enforcement partners continue to discuss and develop a bi-lateral referral process for the CWRT.</p>
<a href="#">Community Outreach Recovery</a>	7	Partially Implemented	Outpatient programs and Community Wellness Centers are open and operating at all 11 CORE

<a href="#">Empowerment (CORE) Centers</a>			Center sites. The Hope Cooperative CORE Howe (CORE Center 6) opened its permanent site during Q4. Behavioral Health staff held three CORE Community Forums/Stakeholder Meetings in December 2023. A presentation about CORE Centers was produced and shared in November 2023. The recording of this presentation is available <a href="#">online</a> . During this quarter, open house events were held at the BACS Core Willow site, Hope Cooperative Core X Street site, and Hope Cooperative CORE Howe site.
<a href="#">Assisted Outpatient Treatment (AOT/Laura's Law)</a>	8	Fully Implemented	Public Defender was appointed on 53 new 5150 cases and 26 new 5270.7 petitions. Individuals placed on these holds are being evaluated by Public Guardian for long term conservatorships and other appropriate placements. Staff on this team continue to work with Behavioral Health and the Public Guardian on implementation of new programs including Assisted Outpatient Treatment, CARE Court, and SB 43 Conservatorship Expansion.
Federal Contract Reduction	13	Fully Implemented	No update.
Expand Pretrial Screening and Support Services	16	Partially Implemented	Public Defender staff screened 830 people for mental health services, substance use services, and housing. The Public Defender's Office referred approximately 90 people to housing, 156 people to mental health services, and 120 people to substance use treatment services. In Q1 2024, the Public Defender's Office will double its contracted services capacity with Exodus. The Public Defender's Office is still refining its data collection. Q3

			reported a significantly higher number of referrals than Q4, which may be the result of staff mistakenly combining requests and referrals for that quarter.
Expand Adult Day Reporting Center (ADRC) locations and/or other jail alternatives	17	Partially Implemented	Two ADRC locations remain operational; a third is in the process of relocation and is expected to open in Spring 2025.
Murphy's Subacute Placement	18	Fully Implemented	No update.
Mental Health Diversion	22	Partially Implemented	<p>The Public Defender's Office filed 189 felony MHD applications. 129 were granted, 48 were denied, and 20 were withdrawn. 21 people successfully graduated and 25 exited the program with an alternative resolution. The team currently case manages 334 active participants in the program. Regarding misdemeanors, the MHD team filed 161 applications. 53 were granted, 1 denied, and 11 withdrawn. 20 people successfully graduated and 7 exited the program with an alternative resolution. The team currently manages 164 active participants in the program. 261 people have been referred and are in the process of applying.</p> <p>Public Safety and Justice Agency staff were added to a group specifically focused on internal communication between partners involved in Mental Health Diversion. In Q1 2024, PSJA staff will begin assisting with data collection and coordination to identify gaps and prioritize interventions.</p>
Collaborative Courts	23		The Public Defender has filled the Attorney position for this program but has struggled to fill social worker positions. The Public Defender's Office anticipates

			filling this position by next quarter. The Public Defender's Office is seeking to purchase a new case management system that will further assist in gathering more comprehensive data so it does not have to rely on the Court for data collection and management.
Implement an automated court reminder system	24	Partially Implemented	No update.
Expand warrant diversion efforts	25	Partially Implemented	No update.
Utilize expanded non-detention Violation of Probation (VOP) criteria	26	Partially Implemented	No update.
Improve connections to services and resources prior to and during jail discharge processes	27	Partially Implemented	<p>Medication Assisted Treatment (MAT) program in custody continues expansion. By December 15, 2023, 518 individuals in custody were on MAT. Health Services continues to partner with Community Health Works, formerly known as Sacramento Covered, an Enhanced Care Management provider, for pre- and post-release service linkages on an appointment-basis.</p> <p>In Q1 2024, PSJA staff will partner with O'Connell Research to better understand the populations leaving the jail and identify gaps in service linkages for different populations.</p>
Sheriff's Reentry Services	28	Partially Implemented	The Sheriff's Office is currently evaluating the extent to which reentry services can be expanded to serve part of the pretrial population.
Forensic Full Service Partnership (FSP)	29	Partially Implemented	No update.
Evaluate and expand expungement	30	Partially Implemented	The Public Defender's Office is revamping its expungement services to take a more client-

resources and services			centered and directed approach. In the fourth quarter of 2023, the office received 278 new cases to add to its existing case load of 310 cases. Public Defender staff filed 337 new petitions of which 63 were granted, 2 were denied and the balance are yet to be decided or in need of additional investigation or information.
Commit to a partnership with Superior Court for expediting the court process	31	Partially Implemented	<p>In Quarter 4 of 2023, the collaborative pre-arraignment working group with partners from the Sacramento County Sheriff's Office, Superior Court, Probation, District Attorney's Office, Conflict Criminal Defenders, and Public Defender's Office implemented a new pre-arraignment release decision process for people booked into jail. The process adds magistrate review and decisions within 16 hours of booking based on information provided regarding each individual's flight risk, public safety risk and ability to pay for bail. The new pre-arraignment process intersects with a number of other items in the Jail Population Reduction Plans, including Plans 14, 15, 16, 20, 24, and 27.</p> <p>The Public Defender has recruited and hired all new attorneys and is in the onboarding and training phase for these new employees. With these new attorneys, the Public Defender's Office will significantly reduce the number of court continuances and the number of cases overloaded to the Conflict Criminal Defender. PD is seeking to purchase a new case management system that will further assist in identifying staffing issues that cause unnecessary delays and jail stays.</p>

Community Input from County Committees and Advisory Boards	32	Partially Implemented	<p>PSJA continues to participate in meetings with community representatives, including the Community Review Commission, PSJA Advisory Committee, Community Corrections Partnership (CCP), CCP Advisory Board, and Alcohol and Drug Advisory Board. In Q4, the CCP approved its AB 109 Plan 2023 update, which was also accepted by the Board of Supervisors. PSJA Advisory Committee meetings in Q4 focused on pretrial services and facility concerns.</p>
Improve and streamline county-wide data sharing and transparency	33	Partially Implemented	<p>The Office of the County Executive has recommended the Public Safety and Justice Agency be added as a party to the upcoming Memorandum of Understanding for the Integrated Justice Information System (IJIS). If approved in Q1 2024 by the IJIS Steering Committee, a subcommittee of the Criminal Justice Cabinet, this will open the pathway to develop an ongoing data flow dedicated to research and analysis of the County's criminal justice system.</p> <p>In late 2023, two new committees were established for the Sacramento County Social Health Information Exchange (SHIE), also named "Sacramento Health Connect" (SHC). The SHIE will securely collect and integrate individuals' medical, behavioral health, housing, social care, incarceration, court, and crisis response data to improve care coordination between health and social service providers. The two new committees are the SHIE Oversight Committee and the Data Governance Committee (DGC).</p>

## Quarter Four Highlights

In summary, the following highlights show clear progress toward implementation of the Jail Population Reduction Plans.

- Q4 of 2023 Jail ADP was higher than prior quarters in 2023, but still demonstrates a reduction of 67 since O'Connell Sacramento County Jail Study's 2021 ADP. The County has contracted with a consultant (O'Connell Research Inc.) to, through work with the County's Mental Health Workgroup, evaluate the length of stay and returns to custody for people who have significant behavioral health needs and develop strategies and solutions that reduce criminalization of individuals with serious mental illnesses. As part of this work, O'Connell Research will study changes to the ADP since the 2022 Sacramento County Jail Study was completed, assist the County with developing the ongoing data flow necessary for continual analysis, and recommend updates to the Jail Population Reduction Plans.
- Departments who received approved growth requests in the FY 23-24 budget related to Jail Population Reduction Plans continue to recruit for and/or onboard new employees to fill newly established positions.
- Public Defender's Office prepared a contract expansion with Exodus Project to assist with picking up clients from jail upon discharge, taking clients to the Sheriff's Department or Probation to check in, connecting people to employment and housing, providing mental health counseling, and more. The contract will be submitted to the Board of Supervisors for approval in Q1 2024.
- All 11 CORE Centers are fully open and operating in their intended locations.
- The Office of the County Executive recommended the Public Safety and Justice Agency be added to the upcoming update for of the Memorandum of Understanding for the Integrated Justice Information System, formally establishing authorization to equip the ongoing flow of data for research and analysis.
- Forward progress on the development of the Social Health Information Exchange (SHIE) continues through the formation of two new committees focusing on oversight and data governance.
- In response to the Court's decision in *Welchen v. Bonta, et al.*, a new pre-arraignment process was implemented. This process is expected to reduce the length of stay in custody for those who would have otherwise remained in jail solely due to financial status/inability to post bail. It is estimated that up to 10 individuals per day may be eligible for consideration for pre-arraignment release.



## Appendix B: 2023 Annual Data and MCD 33 Metrics

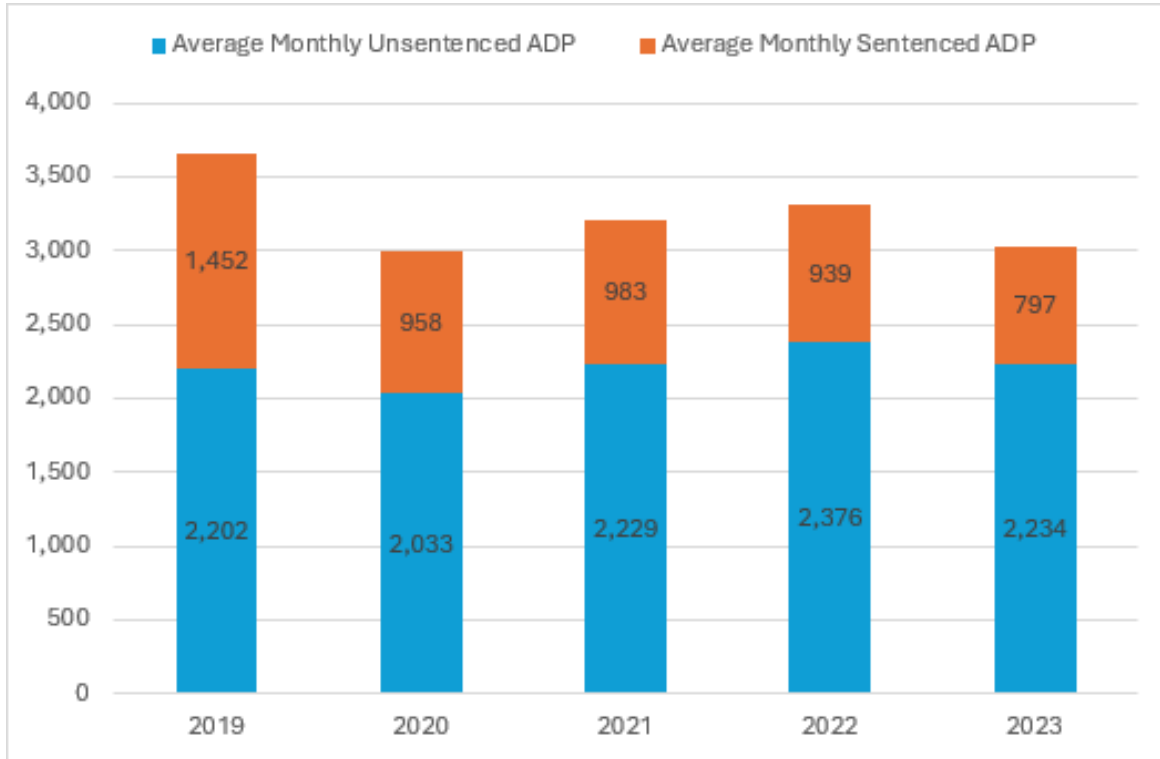
This report includes metrics for the 2023 calendar year and identifies the metrics that were unknown or unavailable. The reporting metrics were established in the 2023 Q1 report. The primary objective of Jail Population Reduction Plans is to reduce the ADP of the jail system by at least 600 over several years.

### ADP – Sentenced and Unsentedenced

The initial JPRP noted annual reporting will be expanded to include demographic data where feasible (race/ethnicity, gender, age, zip code, housing status), as well as a breakdown of the ADP that is sentenced and unsentedenced. Figures 7 and 8 display the available data about the proportion of sentenced and unsentedenced ADP. Race/ethnicity, gender, and age information may be found in

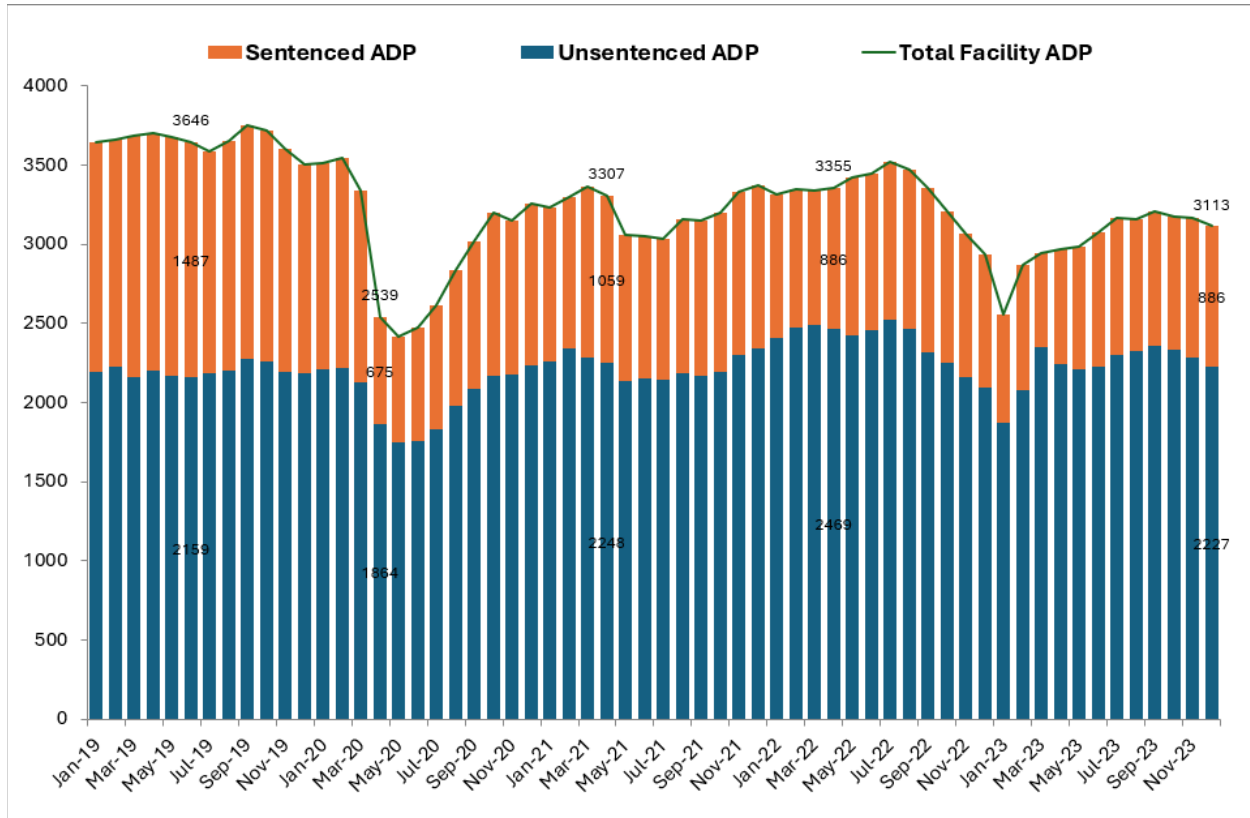
Table 6: Comparison of Jail Demography between 2021 and 2023 in Appendix C. Changes in data collection since the implementation of the ATIMS jail records management system limited the ability to produce information about zip codes and housing status at this time.

**Figure 7: Average Sentenced/Unsentenced ADP by Year**



Source: Sheriff's Office Jail Profile Survey Reports

**Figure 8: Monthly Sentenced/Unsentenced ADP**



Source: Sheriff’s Office Jail Profile Survey Reports

**Individual Plan Metrics for 2023**

Plan #	Description	Metrics
1	Crisis Receiving for Behavioral Health (CRBH)  <i>Source: WellSpace Health, through Sacramento County Department of Health Services</i>	<ul style="list-style-type: none"> <li>• Number of clients served in 2023: 854</li> <li>• Number of LEA referrals in 2023: 50</li> <li>• Disposition/discharge status:                             <ul style="list-style-type: none"> <li>○ Safely discharged: 96%</li> <li>○ Higher level of care: 3%</li> <li>○ Administrative/other: Less than 1%</li> </ul> </li> </ul>
2	Sacramento County Mental Health Treatment Center (MHTC)  <i>Source: Sacramento County Department of Health Services</i>	<ul style="list-style-type: none"> <li>• Calls received on Intake Stabilization Unit (ISU) by LEAs: 274</li> <li>• Arrivals at ISU by LEAs: 166                             <ul style="list-style-type: none"> <li>○ % Delivered by Sacramento Police Department: 60%</li> <li>○ % Delivered by Sacramento Sheriff’s Office: 22%</li> <li>○ % Delivered by Other LEAs: 18%</li> </ul> </li> </ul>
3	Mental Health Urgent Care Clinic (MHUCC)	<ul style="list-style-type: none"> <li>• Clients served: 6,444</li> <li>• Clients delivered by LEAs: 54</li> </ul>

	<i>Source: Sacramento County Department of Health Services</i>	
4	<p>Mobile Crisis Support Teams (MCSTs)</p> <p><i>Source: Sacramento County Department of Health Services</i></p>	<ul style="list-style-type: none"> <li>• MCST encounters in 2023: 2,459 <ul style="list-style-type: none"> <li>○ Sheriff South: 308</li> <li>○ Sheriff North 1: 57</li> <li>○ Sheriff North 2: 1,119</li> <li>○ Sheriff East (Rancho Cordova): 415</li> <li>○ Citrus Heights PD: 226</li> <li>○ Folsom PD: 161</li> <li>○ Elk Grove PD: 121</li> <li>○ Galt PD: 52</li> </ul> </li> <li>• MCST encounters resulting in hospitalization: 40</li> <li>• MCST encounters resulting in a jail booking: 31</li> <li>• Discharges from MCST program in 2023: 983 <ul style="list-style-type: none"> <li>○ Discharges due to successful completion or services no longer needed: 718</li> </ul> </li> </ul>
5	<p>988 Suicide &amp; Crisis Lifeline</p> <p><i>Source: Sacramento County Department of Health Services</i></p>	<ul style="list-style-type: none"> <li>• Individuals served: 64,816 <ul style="list-style-type: none"> <li>○ Calls with law enforcement involvement: 525</li> <li>○ Calls with “postvention” or Emergency Department involvement: 69</li> </ul> </li> </ul>
6	<p>Community Wellness Crisis Response Team</p> <p><i>Source: Sacramento County Department of Health Services</i></p>	<ul style="list-style-type: none"> <li>• Referrals from 988: 142</li> <li>• Mobile responses: 113</li> </ul>
7	<p>Community Outreach Recovery Empowerment (CORE) Centers</p> <p><i>Source: Sacramento County Department of Health Services</i></p>	<ul style="list-style-type: none"> <li>• Individuals served by CORE Outpatient programs: 12,971</li> <li>• Individuals served by community wellness centers: 4,345</li> <li>• 116 clients linked to CORE from Mental Health Court or Diversion</li> </ul>
8	<p>Assisted Outpatient Treatment (AOT/Laura’s Law)</p>	<ul style="list-style-type: none"> <li>• Referrals: 60 <ul style="list-style-type: none"> <li>○ Referrals by housing status: <ul style="list-style-type: none"> <li>▪ Housed: 67%</li> <li>▪ Unhoused: 33%</li> </ul> </li> <li>○ Referrals by gender:</li> </ul> </li> </ul>

	<p><i>Source: Sacramento County Department of Health Services</i></p>	<ul style="list-style-type: none"> <li>▪ Male: 75%</li> <li>▪ Female: 25%</li> <li>○ Referrals by age: <ul style="list-style-type: none"> <li>▪ 16-25: 17%</li> <li>▪ 26-59: 78%</li> <li>▪ 60+: 5%</li> </ul> </li> <li>○ Referrals by race: <ul style="list-style-type: none"> <li>▪ White/Caucasian: 34%</li> <li>▪ Black/African-American: 29%</li> <li>▪ Asian and Pacific Islander: 12%</li> <li>▪ Hispanic/Latinx: 9%</li> <li>▪ Unknown: 7%</li> <li>▪ Multi-Race: 2%</li> <li>▪ Other: 7%</li> </ul> </li> <li>• Individuals meeting eligibility: 31 (52%)</li> <li>• Initial petitions: 6</li> <li>• Renewal petitions: 2</li> <li>• Graduations: 1</li> <li>• Outreach and engagement: 7</li> </ul>
13	<p>Federal Contract Reduction</p> <p><i>Source: Sacramento County Sheriff's Office</i></p>	<ul style="list-style-type: none"> <li>• Average number of federal inmates in custody in 2023: 117</li> </ul>
15	<p>Expand Capacity for Pretrial Monitoring Services (Services provided by Probation)</p> <p><i>Source: Sacramento County Probation Department</i></p>	<ul style="list-style-type: none"> <li>• Clients active on probation pretrial services at any point during 2023: 2,514</li> <li>• Clients released to pretrial services in 2023 with Public Safety Assessment (PSA) levels 1 – 6: 2,050 <ul style="list-style-type: none"> <li>○ Level 1 – 237 (12%)</li> <li>○ Level 2 – 167 (8%)</li> <li>○ Level 3 – 341 (17%)</li> <li>○ Level 4 – 486 (24%)</li> <li>○ Level 5 – 522 (25%)</li> <li>○ Level 6 – 297 (14%)</li> </ul> </li> <li>• Active clients in 2023 arrested on fresh charges in 2023: 251</li> <li>• Clients active at any point during 2023 on electronic monitoring (Level 6): 349 <ul style="list-style-type: none"> <li>○ Electronic monitoring clients arrested on fresh charges in 2023: 42</li> </ul> </li> </ul>
16	<p>Expand Pretrial Screening and Support Services (Services provided by Indigent Defense)</p>	<p>Metrics requested for this item were unable to be obtained; some information is available in the 2023 Q3 and Q4 reports. PSJA staff will work with partners to develop ways to collect and monitor this</p>

		information, if deemed helpful for future reporting.
17	<p>Expand Adult Day Reporting Center (ADRC) locations and/or other jail alternatives</p> <p><i>Source: Sacramento County Probation Department</i></p>	<ul style="list-style-type: none"> <li>• Clients served in 2023: 413</li> <li>• Graduates in 2023: 58</li> <li>• Percentage of ADRC graduates from 2020 with no new convictions in the 3 years following program completion: 96%</li> </ul>
18	<p>Murphy’s Subacute Placement</p> <p><i>Source: Sacramento County Department of Child Family and Adult Services</i></p>	<ul style="list-style-type: none"> <li>• Murphy referrals in 2023: 28</li> <li>• New Murphy conservatorships in 2023: 4</li> <li>• Murphy conservatorship transitioned to LPS conservatorships in 2023: 3</li> <li>• Murphy conservatorships transitioned off conservatorship in 2023: 3</li> <li>• Murphy conservatees as of December 31, 2023: 28</li> <li>• Percentage in jail settings: 21%</li> <li>• Percentage in subacute settings: 61%</li> <li>• Percentage in Napa State Hospital: 11%</li> <li>• Percentage in acute settings: 7%</li> </ul>
21	Drug Diversion (PC 1000)	Not applicable.
22	<p>Mental Health Diversion</p> <p><i>Mental Health Diversion Court Decisions Source: Sacramento Superior Court</i></p> <p><i>Behavioral Health Assessments Source: Sacramento County Department of Health Services</i></p>	<p><b>Mental Health Diversion Court Decisions:</b></p> <p><u>Individuals Charged with Felonies</u></p> <ul style="list-style-type: none"> <li>• Individuals with MH Diversion Court decisions in 2023: 585 <ul style="list-style-type: none"> <li>○ Accepted by the Court: 372</li> <li>○ Declined by the Court: 146</li> <li>○ Self-declined: 67</li> </ul> </li> <li>• Individuals with MH Diversion decisions in 2023 were Incompetent to Stand Trial (IST): 75 (50 Accepted)</li> <li>• Individuals pending an MH Diversion decision from the Court as of 12/31/2023: 131</li> <li>• Individuals exiting Mental Health Diversion in 2023: 94 <ul style="list-style-type: none"> <li>○ Graduated: 38</li> <li>○ Deleted by Court: 47</li> <li>○ Removed due to death: 6</li> <li>○ Self-deleted: 2</li> <li>○ Dismissed under PC 1370.01(b)(2)/PC 1385: 1</li> </ul> </li> </ul> <p><u>Individuals Charged with Misdemeanors</u></p>

		<ul style="list-style-type: none"> <li>• Individuals with MH Diversion Court decisions in 2023: 280 <ul style="list-style-type: none"> <li>○ Accepted by the Court: 170</li> <li>○ Declined by the Court: 71 (58 without prejudice)</li> <li>○ Self-declined: 31</li> <li>○ No decision/Withdrawn: 8 (7 due to death)</li> </ul> </li> <li>• Individuals with MH Diversion decisions in 2023 were Incompetent to Stand Trial (IST): 21</li> <li>• Individuals exiting Mental Health Diversion in 2023: 86 <ul style="list-style-type: none"> <li>○ Graduated: 67</li> <li>○ Deleted by Court: 12</li> <li>○ Removed due to death: 2</li> <li>○ Dismissed under PC 1370.01(b)(2)/PC 1385: 5</li> </ul> </li> </ul> <p><b>Behavioral Health Assessments:</b> Due to data collection and management limitations, the information below reflects the period of June 2023 – January 2024</p> <p><u>Individuals Charged with Felonies (In Custody)</u></p> <ul style="list-style-type: none"> <li>• Referrals to Behavioral Health Services for assessments: 669</li> <li>• Referrals assigned to clinicians: 529</li> <li>• Assessments completed: 379</li> <li>• Referrals withdrawn: 32</li> <li>• Referral Sources: <ul style="list-style-type: none"> <li>○ Public Defender’s Office: 65%</li> <li>○ Conflict Criminal Defender’s Office: 33%</li> <li>○ Other: 2%</li> </ul> </li> </ul> <p><u>Individuals Charged with Misdemeanors (Out of Custody)</u></p> <ul style="list-style-type: none"> <li>• JDTRC walk-in clients: 143</li> <li>• Assessments completed for walk-in clients at JDTRC: 138</li> </ul>
23	Collaborative Courts  <i>Source: Sacramento Superior Court</i>	<u>Reentry Court</u> <ul style="list-style-type: none"> <li>• Total served in 2023: 36</li> <li>• Acceptances in 2023: 13</li> <li>• Successful completions/graduates in 2023: 10</li> </ul>

		<ul style="list-style-type: none"> <li>• Unsuccessful completions/deletions in 2023: 4</li> </ul> <p><u>Veteran’s Treatment Court</u></p> <ul style="list-style-type: none"> <li>• Total served in 2023: 72</li> <li>• Acceptances in 2023: 23</li> <li>• Successful completions/graduates in 2023: 28</li> <li>• Unsuccessful completions/deletions in 2023: 11</li> </ul> <p><u>Recovery Court</u></p> <ul style="list-style-type: none"> <li>• Total served in 2023: 69</li> <li>• Acceptances in 2023: 29</li> <li>• Successful completions/graduates in 2023: 9</li> <li>• Unsuccessful completions/deletions in 2023: 26</li> </ul> <p><u>Prop 36 Court</u></p> <ul style="list-style-type: none"> <li>• Total served in 2023: 37</li> <li>• Acceptances in 2023: 7</li> <li>• Successful completions/graduates in 2023: 6</li> <li>• Unsuccessful completions/deletions in 2023: 23</li> </ul> <p><u>DUI Treatment Court</u></p> <ul style="list-style-type: none"> <li>• Total served in 2023: 69</li> <li>• Acceptances in 2023: 32</li> <li>• Successful completions/graduates in 2023: 31</li> <li>• Unsuccessful completions/deletions in 2023: 10</li> </ul> <p><u>Mental Health Treatment Court (not MH Diversion)</u></p> <ul style="list-style-type: none"> <li>• Total served in 2023: 175</li> <li>• Acceptances in 2023: 49</li> <li>• Successful completions/graduates in 2023: 54</li> <li>• Unsuccessful completions/deletions in 2023: 53</li> </ul> <p><u>ReSET Court</u></p> <ul style="list-style-type: none"> <li>• Total served in 2023: 30</li> <li>• Acceptances in 2023: 27</li> </ul>
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		<ul style="list-style-type: none"> <li>• Successful completions/graduates in 2023: 14</li> <li>• Unsuccessful completions/deletions in 2023: 3</li> </ul> <p><u>Military Diversion Program (MDP)</u></p> <ul style="list-style-type: none"> <li>• Total served in 2023: 106</li> <li>• Acceptances in 2023: 49</li> <li>• Successful completions/graduates in 2023: 23</li> <li>• Unsuccessful completions/deletions in 2023: 4</li> </ul>
24	Implement an automated court reminder system	Metrics requested for this item were unable to be obtained. PSJA staff will work with partners to develop reports.
25	Expand warrant diversion efforts	Metrics requested for this item were unable to be obtained. PSJA staff will work with partners to develop ways to collect and monitor this information, if deemed helpful for future reporting.
26	Utilize expanded non-detention Violation of Probation (VOP) criteria  <i>Source: Sacramento County Probation Department</i>	<ul style="list-style-type: none"> <li>• Violations of Probation filed: 2,217</li> <li>• Probation violations resulting in jail time data could not be extracted</li> </ul>
27	Improve connections to services and resources prior to and during jail discharge processes  <i>Jail Release Time Source: Sheriff's Office Jail Profile Survey Reports</i>  <i>Community Health Works Data Source: Sacramento County Department of Health Services</i>	<p><u>2023 jail releases by time frame</u></p> <ul style="list-style-type: none"> <li>• Jail releases 6 am–5 pm: 17,578 (60%)</li> <li>• Jail releases 5–11 pm: 5,943 (20%)</li> <li>• Jail releases 11 pm–6 am: 5,925 (20%)</li> </ul> <p>Due to data collection and management limitations, the information below reflects the period of January – May 2023:</p> <ul style="list-style-type: none"> <li>• Individuals referred to Community Health Workers (formerly, Sacramento Covered): 292</li> </ul> <p>Additional metrics requested for this item were unable to be obtained.</p>
28	Sheriff's Reentry Services  <i>Source: Sacramento County Sheriff's Office</i>	<ul style="list-style-type: none"> <li>• Inmates screened/assessed for reentry enrollment in 2023: 259</li> <li>• Reentry services enrollments in 2023: 123</li> <li>• Average daily participants: 63</li> </ul>

		<ul style="list-style-type: none"> <li>○ Average daily enrollment for case management in 2023: 36</li> <li>○ Average daily enrollment in post-release in 2023: 23</li> <li>○ Average daily enrollment with no case manager: 4</li> </ul> <p><u>Enrollment/Participation by Program</u></p> <ul style="list-style-type: none"> <li>● Automotive <ul style="list-style-type: none"> <li>○ Max. daily enrollment: 10</li> <li>○ Participated in 2023: 18</li> <li>○ Received a certificate: 7</li> </ul> </li> <li>● Beekeeping <ul style="list-style-type: none"> <li>○ Max. daily enrollment: 8</li> <li>○ Participated in 2023: 20</li> <li>○ Received a certificate: 15</li> </ul> </li> <li>● Engraving <ul style="list-style-type: none"> <li>○ Max. daily enrollment: 10</li> <li>○ Participated in 2023: 19</li> <li>○ Received a certificate: 17</li> </ul> </li> <li>● Redemption Coffee <ul style="list-style-type: none"> <li>○ Max. daily enrollment: 7</li> <li>○ Participated in 2023: 13</li> <li>○ Received a certificate: 10</li> </ul> </li> <li>● Treatment <ul style="list-style-type: none"> <li>○ Max. daily enrollment: 30</li> <li>○ Participated in 2023: 114</li> <li>○ Received a certificate: 26 full, 54 partial</li> </ul> </li> <li>● Warehouse <ul style="list-style-type: none"> <li>○ Max. daily enrollment: 2</li> <li>○ Participated in 2023: 13</li> <li>○ Received a certificate: 3</li> </ul> </li> <li>● Welding (Instructor out on leave) <ul style="list-style-type: none"> <li>○ Max. daily enrollment: 15</li> <li>○ Participated in 2023: 13</li> <li>○ Received a certificate: 12</li> </ul> </li> <li>● Wild Horse Program <ul style="list-style-type: none"> <li>○ Max. daily enrollment: 10</li> <li>○ Participated in 2023: 13</li> <li>○ Received a certificate: 4</li> </ul> </li> </ul>
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## Appendix C: Additional Tables and Figures with Updated Data Through 2023

### Tables

**Table 5: Large County Comparison, 2021 and 2023**

County	2021			2023		
	Avg. ADP per 100,000 adults	Avg. ADP Total	Avg. Bookings per Month per 100,000 Adults	Avg. ADP per 100,000 adults	Avg. ADP Total	Avg. Bookings per Month per 100,000 Adults
Alameda	194	2,226	170	134	1,748	165
Los Angeles	203	14,750	60	170	13,053	62
Orange	140	3,120	137	135	3,356	136
Riverside	232	3,554	281	200	3,795	234
<b>Sacramento</b>	<b>311</b>	<b>3,219</b>	<b>213</b>	<b>248</b>	<b>3,032</b>	<b>206</b>
San Bernardino	380	5,335	331	270	4,429	272
San Diego	167	3,882	162	153	3,971	161

Source: Board of State and Community Corrections Jail Profile Survey

**Table 6: Comparison of Jail Demography between 2021 and 2023**

	Sacramento County Adult Population (Census)	Adults Released from Sacramento County Jail Facilities		Adults Staying 4+ Days in Sacramento County Jail Facilities	
		2021	2023	2021	2023
<b>Overall</b>	1,214,152	27,749	31,164	11,961	14,366
<b>Female</b>	51%	21%	24%	15%	18%
<b>Male</b>	49%	79%	76%	85%	82%
<b>Average Age</b>	36	36	37	37	37
<b>White</b>	43%	36%	33%	37%	34%
<b>Black</b>	11%	34%	32%	36%	33%
<b>Hispanic</b>	24%	21%	24%	20%	24%
<b>Other Groupings</b>	22%	9%	11%	7%	9%

Source: O’Connell Research, Inc.

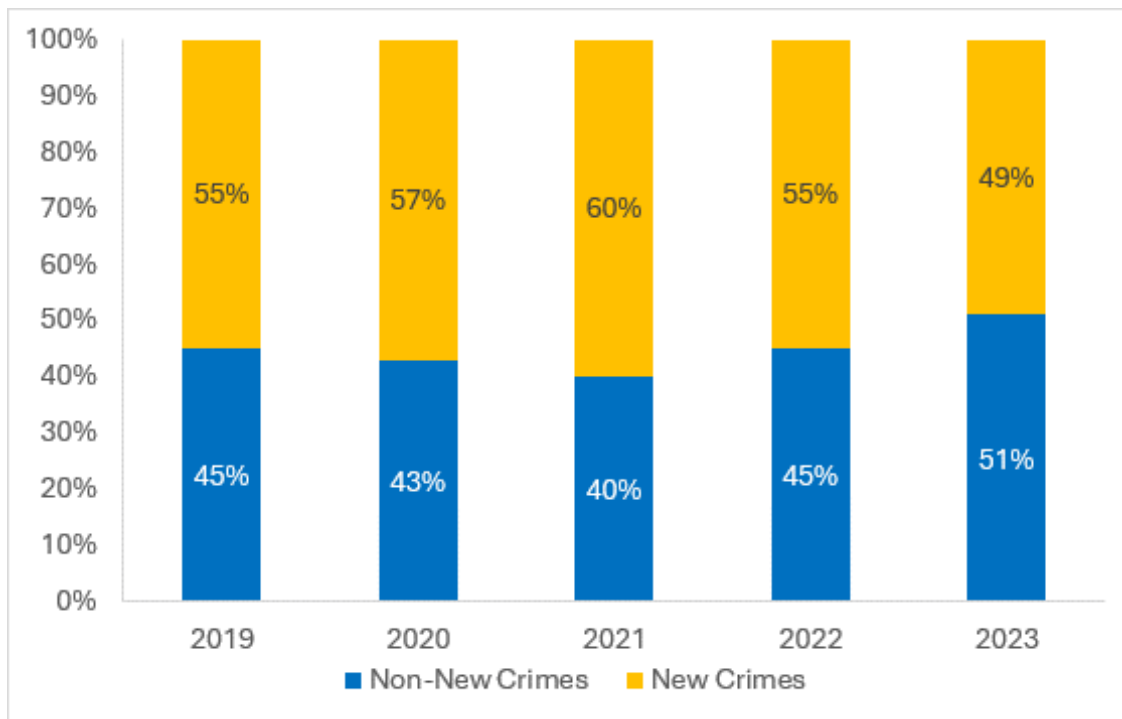
County Adult Population Source:

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

Note: A release date is required to calculate a Length of Stay, so the number booked and released can differ.

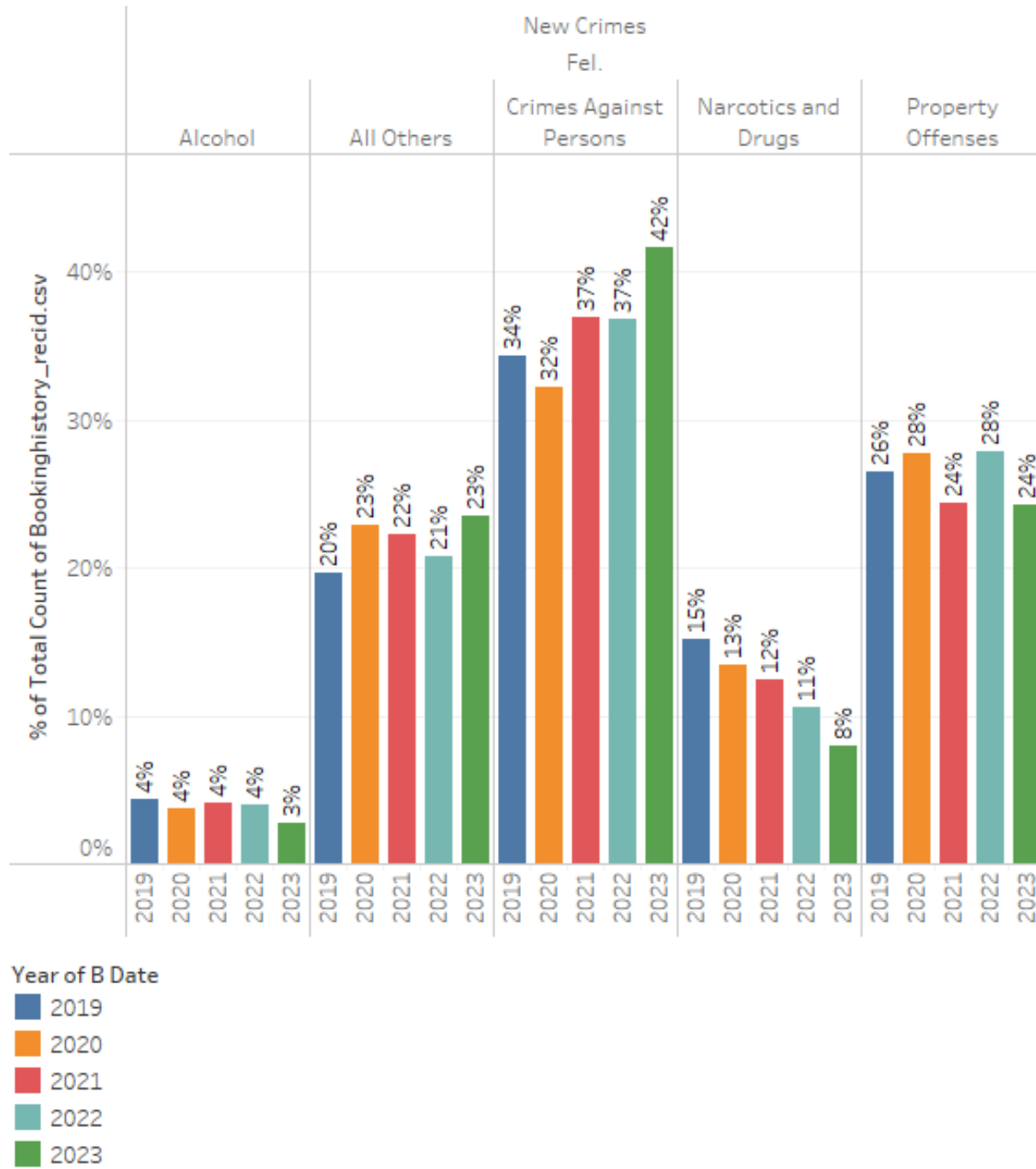
## Figures

**Figure 9: New Crime/Non-New Crime Percentage of Bookings by Year**



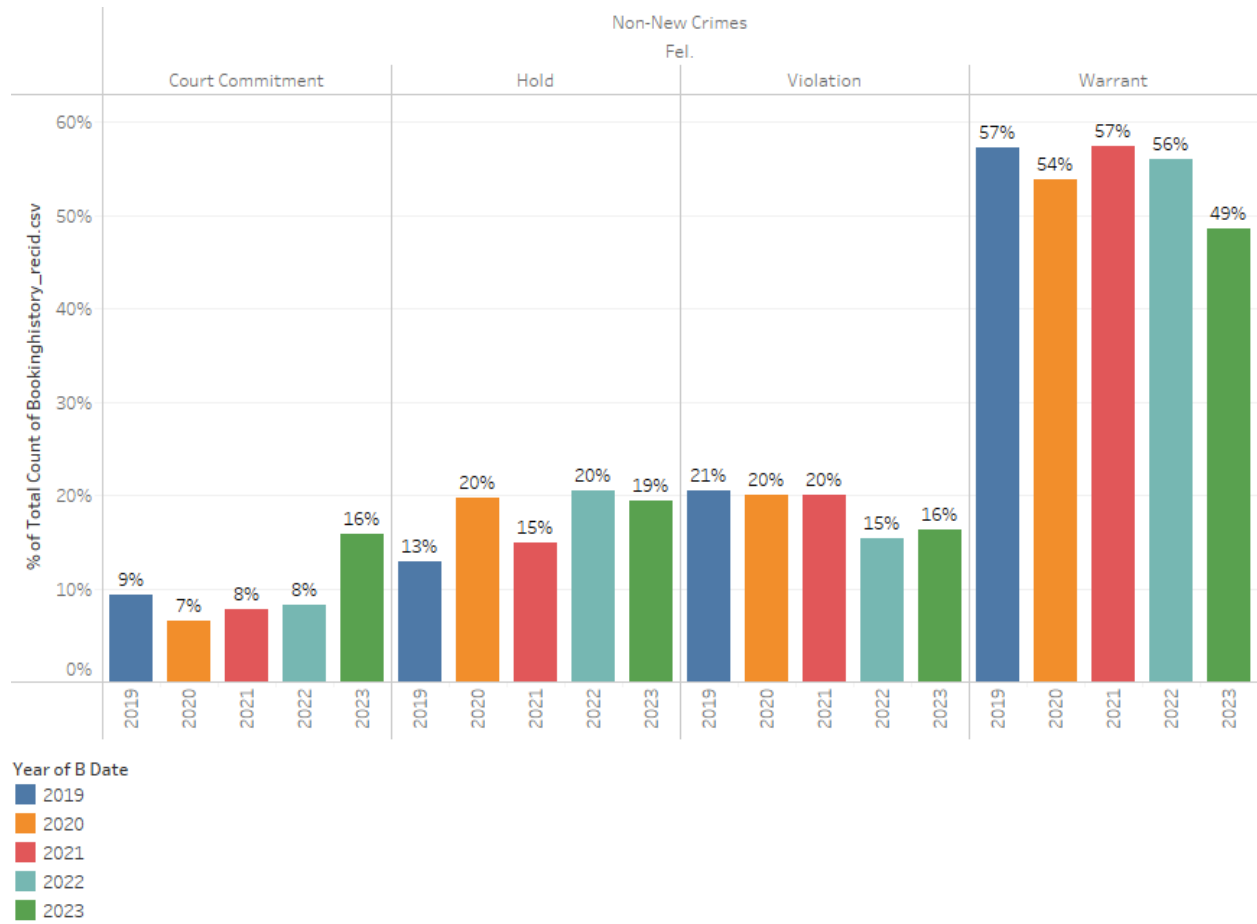
Source: O'Connell Research, Inc.

**Figure 10: Felony New Crime Bookings by Type, Per Year**



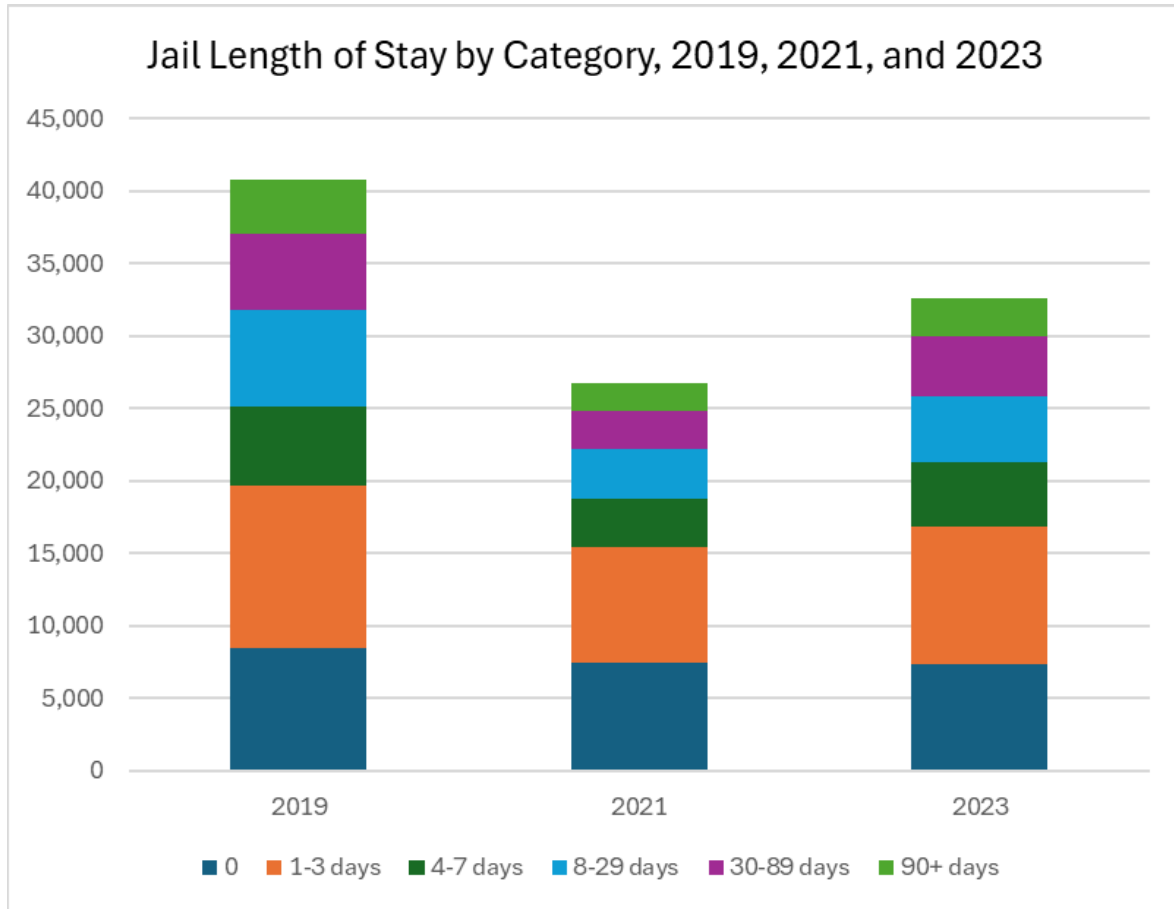
Source: O'Connell Research, Inc.

**Figure 11: Felony Level Non-New Crime Bookings, by Type**



Source: O'Connell Research, Inc.

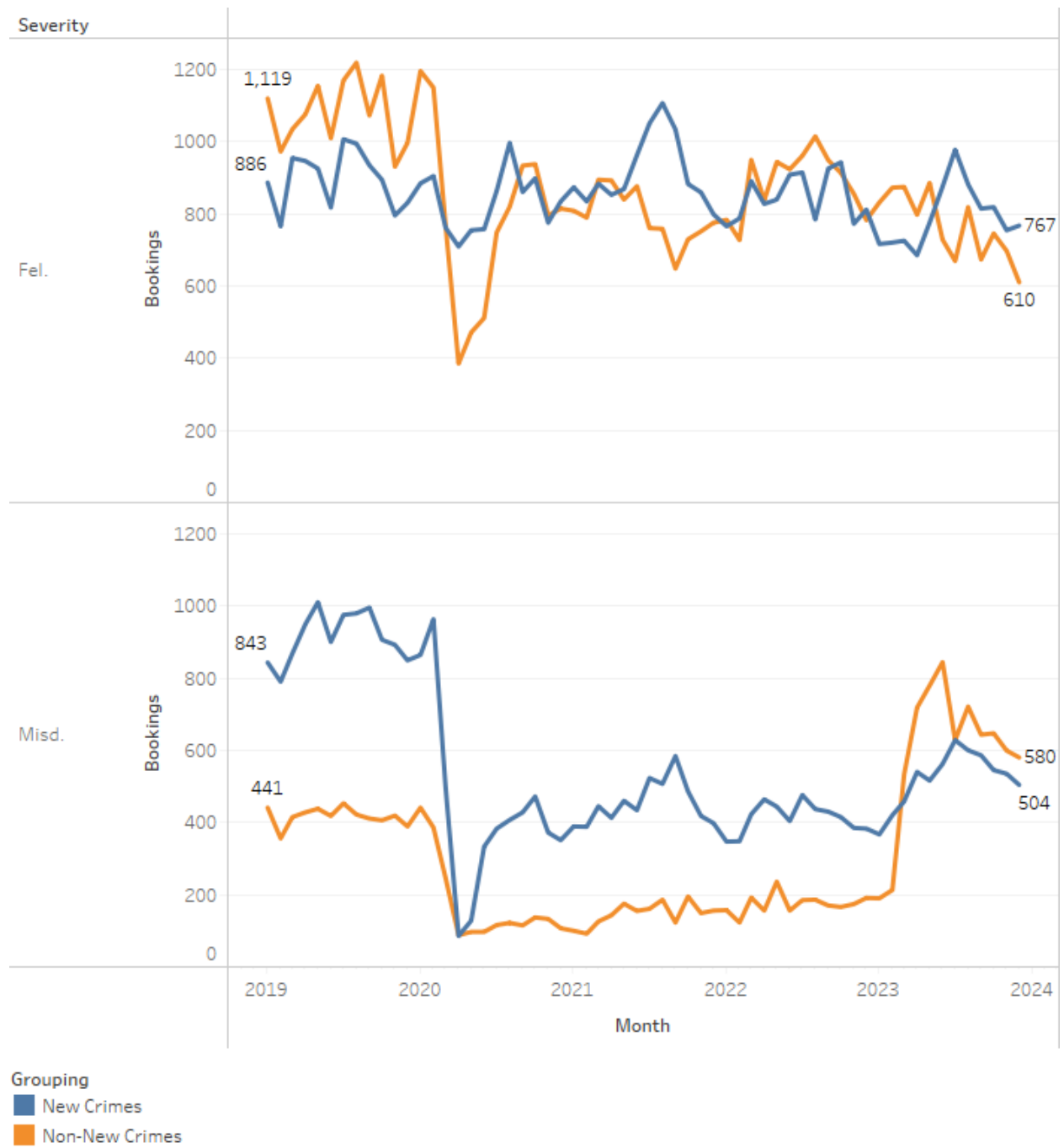
**Figure 12: Distribution of Lengths of Stay**



Source: O'Connell Research, Inc.

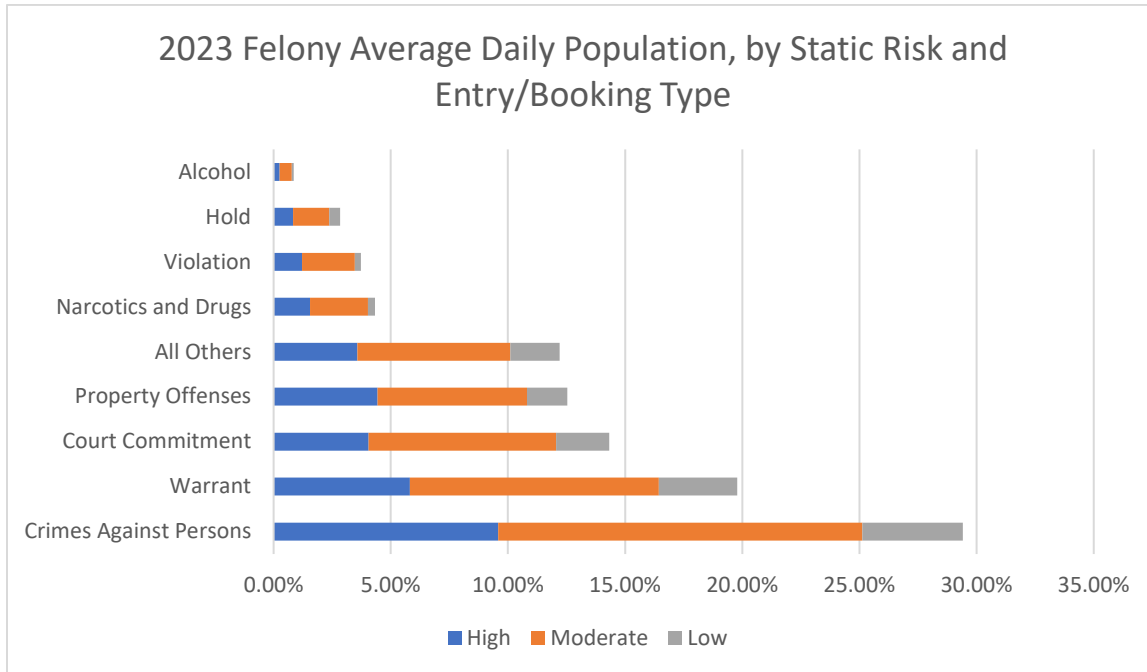


**Figure 13: Monthly Jail Bookings by Severity and Type of Booking**



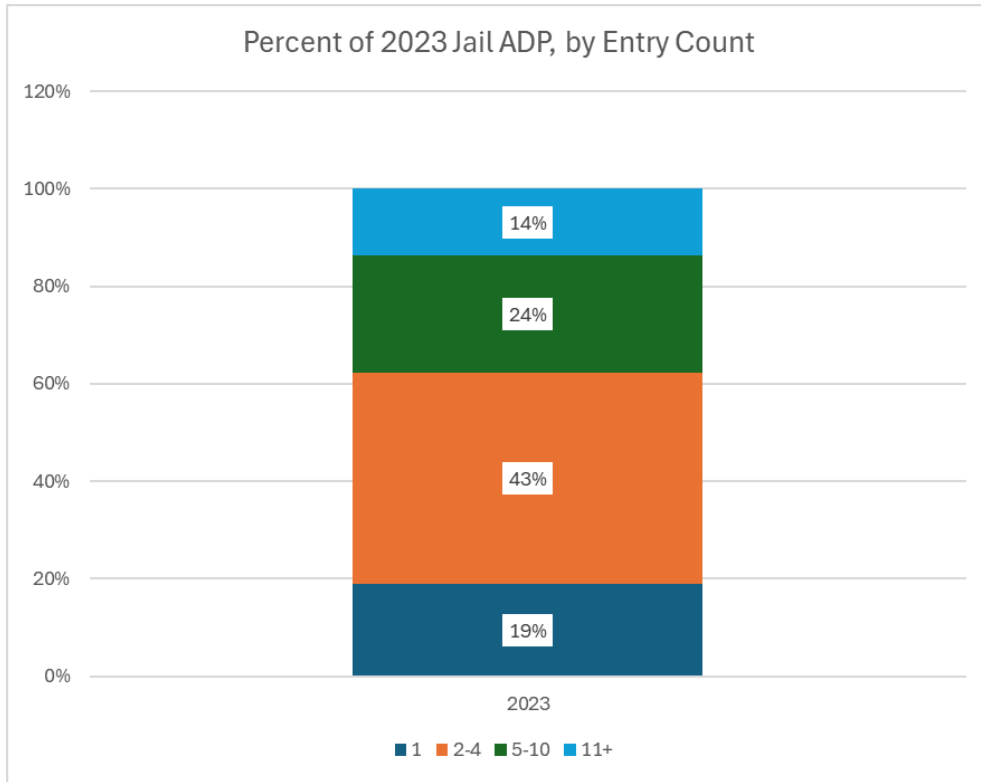
Source: O'Connell Research, Inc.

**Figure 14: Felony ADP**



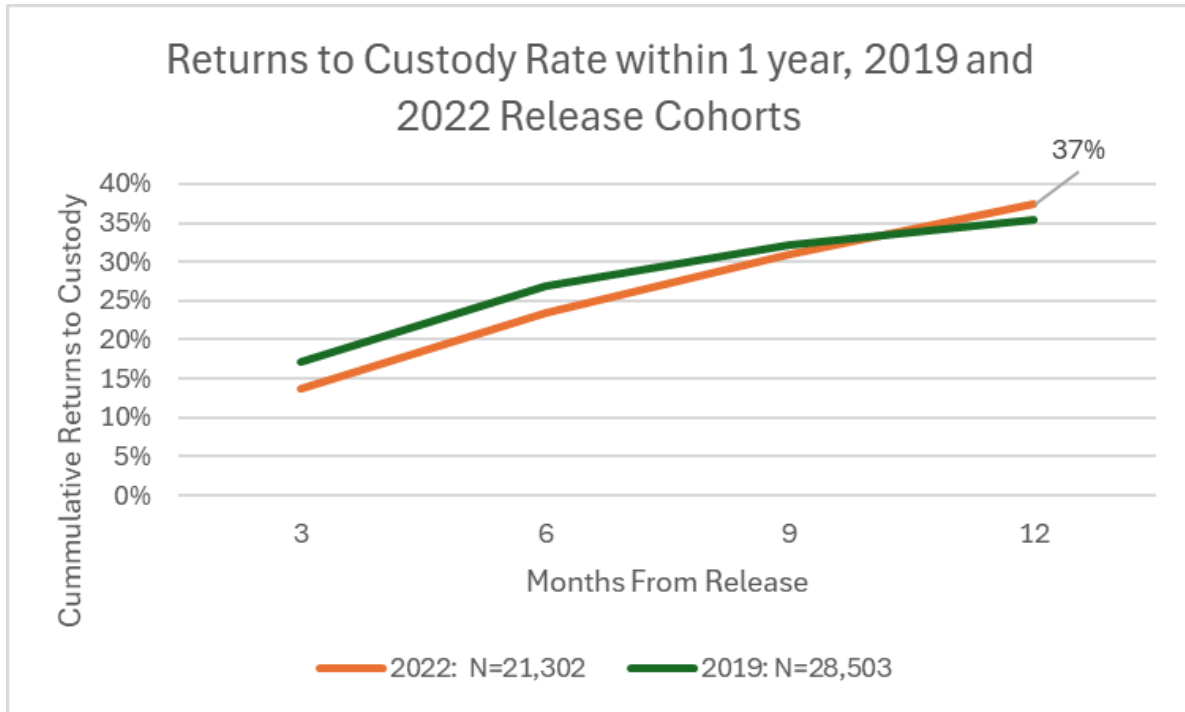
Source: O'Connell Research, Inc.

**Figure 15: Percent of 2023 ADP by Entry/Booking Count Per Person Since 2016**



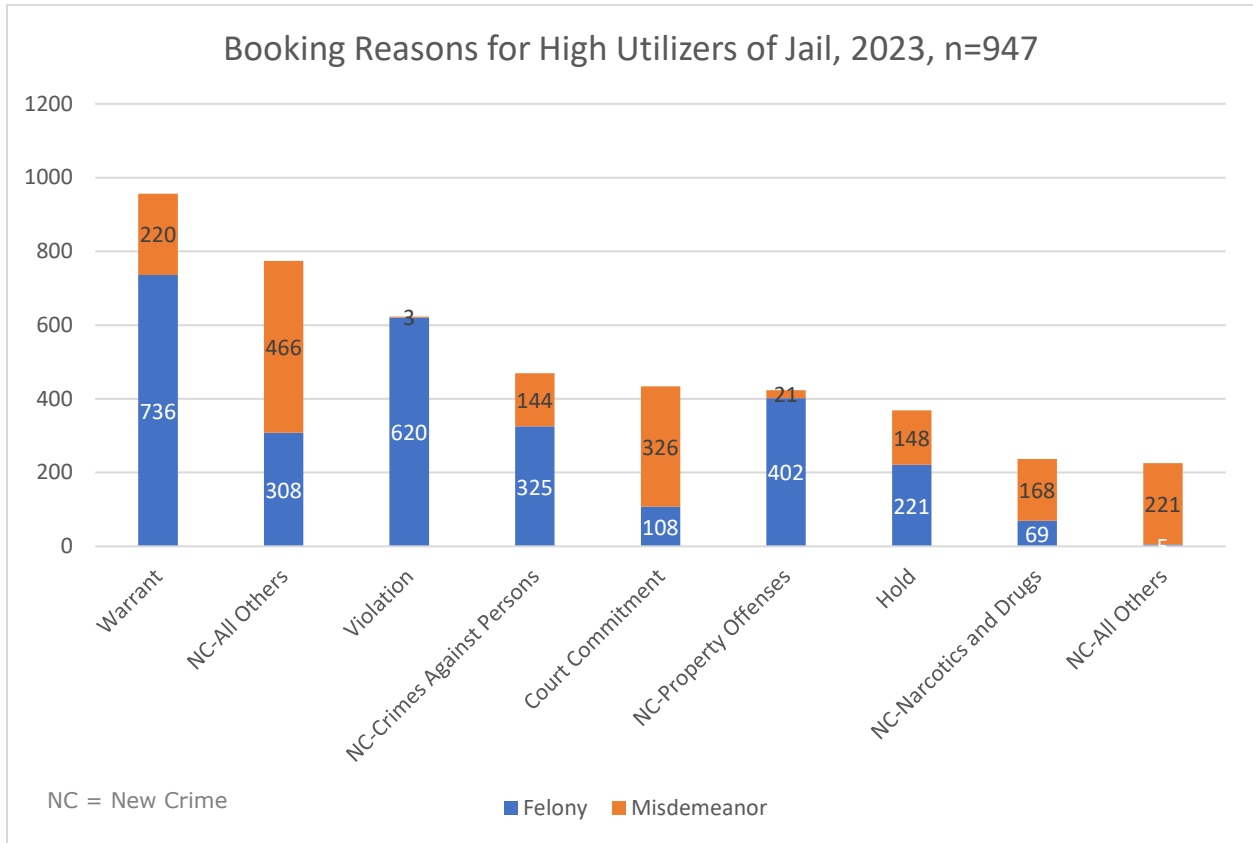
Source: O'Connell Research, Inc.

**Figure 16: Returns to Custody Rate Within 1 Year**



Source: O'Connell Research, Inc.

**Figure 17: Booking Reasons for High Utilizers in 2023**



Source: O'Connell Research, Inc.