

Alternatives to Incarceration (ATI) Work Plan – May 23, 2023

This work plan describes actions the County will take in Fiscal Year 2023-24, with some actions subject to Board of Supervisors approval. The plan has been developed through careful consideration of 52 recommendations by the San Diego Association of Governments (SANDAG) in its *Final Report: A Data-Driven Approach to Protecting Public Safety, Improving and Expanding Rehabilitative Treatment and Services, and Advancing Equity Through Alternatives to Incarceration* (April 24, 2023). SANDAG's recommendations and report reflect extensive analysis and synthesis of local data, community surveys, broad stakeholder input, and a review of local and national model programs that prevent justice-involved individuals from entering or reentering jail. In addition to considering SANDAG's recommendations and analysis, County and regional public agency justice and health partners have conducted their own extensive collaborative review of local practices, programs, and key best practices, and identified local opportunities to advance Alternatives to Incarceration, both this year and over a longer time frame. The County Public Safety Group Executive Office (PSG) will work with ATI partners to monitor this plan and update it annually.

Work Plan goals

- Prioritize alternatives to incarceration as a public safety, equity, and health strategy, and evaluate rehabilitative services in these domains.
- Prevent justice system involvement by identifying and addressing individual and community needs and addressing justice system disparities and disproportionalities, including referrals, access to and use of supportive services and custody alternatives.
- Prevent people in behavioral health crisis from entering jail by providing behavioral health-focused alternative responses and settings.
- Identify booking alternatives for low-level misdemeanor drug and public conduct charges.
- Expand community-based rehabilitative options that support pretrial releases and provide sentencing options to reduce incarceration and time in jail for those who do not pose a public safety threat.
- Promote success in the community after release from custody through transitional planning in-custody and connections to community-based supportive services.
- Provide evidence-based, person-centered services that reduce recidivism, assist with basic and immediate needs, and increase individual-level health, self-sufficiency, and positive personal relationships and community connections.

Guiding principles underpinning all actions:

- **Actions aim to increase equitable access** to care and supportive services, provide **culturally sensitive service delivery**, and **prevent systemic disproportionalities**.
- **Cross-agency collaboration and input from broad stakeholders and community members**, including people with lived experience and their families, are essential.
- Supportive public services should be **easy to access** and **located in areas with the greatest need**, and effective services should be **regionalized**.
- **A broad spectrum of coordinated services** should be available to meet the basic, complex, intersectional needs of justice-involved individuals.
- **Data collection and sharing** among justice, health and community partners are key to meeting the complex needs of justice-involved individuals, evaluating programs, and system planning.

Time frame estimates for completion of proposed actions:

Short-term indicates service starts or actions are completed in the first half of Fiscal Year (FY) 2023-24. **Mid-term** indicates collaborative planning or actions precede an implementation anticipated by the end of FY 2023-24, or that products are iterative. **Long-term** indicates that infrastructure, funding, or significant collaboration or policy change may be needed to complete actions.

Year One, Actions with Funding Recommendations

Proposed Action and time estimate	Intercept	Needs	Estimated Budget	Estimated Number Served	Lead Agency	Partners	SANDAG Recommendation	Description
<p>1. Initiate planning for a one-stop Diversion, Reentry, and Resource Center</p> <p>Long-term</p>	<p>0-1, 4-5</p>	<p>Basic Needs, Health, Behavioral Health, Employment, Holistic needs/care coordination Housing, Peer Mentorship</p>	<p>\$250,000 for planning, design</p> <p>One-time funding, included in Change Letter in Public Safety Group (PSG) Executive Office</p>	<p>TBD</p>	<p>PSG</p>	<p>Health and Human Services Agency (HHS), Public Defender (PD), District Attorney (DA), Probation, Sheriff, San Diego City Attorney (City Attorney)</p>	<p>23, 24</p>	<p>Initiate planning for a Diversion, Reentry, and Resource in an urban area of high need, if possible close to jail booking and release facilities. The Resource Center would be a “one-stop shop” with co-located supportive services and basic help, such as meals, peer support, case management, benefits enrollment, legal assistance, employment services, and coordinated connections to healthcare, treatment and housing. Planning would review the feasibility of a 24/7 location with resources to allow law enforcement drop off on low-level charges and other justice system pathways. It would also review the feasibility of services to engage and assist justice-involved or at-risk individuals who are homeless.</p>

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<p>2. Launch “Connection Points” pilot program to meet immediate needs of people leaving jail</p> <p>Short-term</p>	<p>2-3, 4-5</p>	<p>Peer Mentorship, Basic Needs, Transportation</p>	<p>Estimated \$2.5 million</p> <p>One-time state pretrial services funding, included in FY 23-24 CAO Recommended Operational Plan in Probation Department</p>	<p>Up to 150 people per day, or 50,000 annually</p>	<p>Probation</p>	<p>PSG, PD, Sheriff, HHSA</p>	<p>30, 40, 41, 42</p>	<p>Leveraging state funding available for pretrial services, the Probation Department will work with partners to implement the “Connections Points” pilot program for individuals leaving jail, based on the Project Kinship model in Orange County. The model employs engagement specialists and peers with lived justice system experience to meet people walking out of jail and assist with immediate basic needs such as food, clothing, temporary phones/service, and transportation while making service connections for people with acute needs.</p>

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<p>3. Expand low-barrier housing options with transportation to ongoing care coordination</p> <p>3a) Sheriff’s Reentry will connect and transport clients directly to interim housing from custody Short-term</p> <p>3b) Provide care coordination and housing to individuals assisted through the “Connection Points” pilot program Mid-term</p>	<p>2-3, 4-5</p>	<p>Housing, Transportation, Holistic Needs/Care Coordination</p>	<p>\$600,000 for contracted Sheriff’s interim housing beds and transportation; ongoing funding, included in 2023-24 Recommended Operational Plan in Sheriff’s Department</p> <p>\$412,000 Ongoing funding for 3 FTEs to support housing contracting and staff administration, included in FY 2023-24 CAO Recommended Operational Plan in Sheriff’s Department</p> <p>Estimated \$2.1 million for housing and system navigation contracted services for pretrial populations served at Connection Points; one-time State pretrial services funding included in FY 2023-24 CAO Recommended Operational Plan in Probation Department</p> <p>\$2 million for additional housing and care coordination contracted services for Connection Points clients; one-time funding included in Change Letter in HHSA, Department of Housing Solutions and Equitable Communities</p>	<p>300-1,000 people annually</p>	<p>Sheriff</p> <p>Probation</p> <p>HHSA</p>	<p>Probation, PD</p>	<p>14, 15, 16</p>	<p>Through contracting actions, County public safety partners will design new services and leverage current contracts to increase the availability of transportation, low-barrier interim housing, and case management for homeless or at-risk individuals leaving jail. The Sheriff’s Department will coordinate transportation to transitional housing for individuals with an identified housing need. PSG, Probation, or HHSA will also contract with community-based providers for care coordination and housing services to create additional capacity for individuals identified by Sheriff’s correctional counselors or through Connections Points services (see Proposed Action #2 for details on the Connections Points program).</p>

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<p>4. Add housing-focused correctional counselors in County jails</p> <p>Mid-term</p>	2-3, 4-5	Housing	\$738,000 , ongoing funding, 5 FTEs, included in Change Letter in Sheriff's Department	250-450 people annually	Sheriff	HHSA	15, 16	Initiate a pilot program in the Sheriff's Department that will dedicate a correctional counselor with housing expertise in each of the County's five jail booking and release facilities to identify homeless or at-risk individuals among populations that do not currently receive housing assessments. Correctional counselors will prioritize outreach to unsentenced populations that may be released quickly or at any point in their case and coordinate with partners to connect individuals to housing and care coordination resources upon release.
<p>5. Expand jail in-reach and transitional services to additional populations with behavioral health needs</p> <p>Short-term</p>	2-3, 4-5	Mental Health, Substance Use Disorder, Transportation, Holistic Needs	\$500,000 for contracted services Ongoing funding, included in FY 2023-24 CAO Recommended Operational Plan in Sheriff's Department	110 people annually	Sheriff	HHSA	39	Jail in-reach services currently assist people with serious mental illnesses to reenter the community from custody by working with them while they are still in jail and providing case management and connections to community-based services after they are released. This action will expand these in-reach and transition services to additional populations with moderate and mild behavioral health concerns.

Proposed Action and time estimate	Intercept	Needs	Estimated Budget	Estimated Number Served	Lead Agency	Partners	SANDAG Recommendation	Description
6. Initiate Transitions Clinic Network pilot(s) Mid-term	4-5	Health, Peer Mentorship, Holistic Needs/Care Coordination	\$550,000 for contracted services Ongoing funding, included in Change Letter in HHSA, Medical Care Services Division	TBD	HHSA	Sheriff	47	Pilot two Transitions Clinics, which leverage individuals with lived justice experience to connect individuals leaving jails to a medical home.
7. Launch employer and job-seeker outreach around the Fair Chance Act Short-term	4-5	Employment	\$50,000 for contracted outreach services and materials One-time funding, included in Change Letter in Office of Labor Standards and Enforcement (OLSE)	20,000 employers and job seekers	OLSE	PSG	13, 18, 50	Through contract amendments, the Office of Labor Standards and Enforcement will develop and implement an action plan to raise awareness of the California Fair Chance Act of 2018 among local employers and help job seekers with prior convictions to know and assert their rights under the law. The action plan will include conducting symposiums for employers, facilitating Know Your Rights training sessions, and developing outreach materials and resources with accessible information for employers and justice-involved individuals.
8. Engage lived-experience experts as County consultants Mid-term	N/A	Holistic Needs	\$50,000 for contracted experts Ongoing funding, included in Change Letter in Public Safety Group Executive Office	N/A	PSG	DPC, HHSA	10	PSG will work with DPC to develop contracts to engage with and compensate individuals with lived justice system experience to provide input and guidance into service design and implementation of new ATI programs.

Year-One Actions Not Requiring Additional Funding

Proposed Action	Intercept	Needs	Estimated Budget	Estimated Number Served	Lead Agency	Partners	SANDAG Recommendation	Description
9. Support Law Enforcement and Prosecution-led diversion programs Mid-term	0-1, 2-3	Housing, Mental Health, Substance Use Disorder, Transportation, Holistic Needs	N/A	TBD	Prosecution (DA, City Attorney) and law enforcement agencies	PSG, HHSA	24	PSG and HHSA will collaborate with law enforcement, the District Attorney, and the City Attorney to develop options for developing diversion pathways to services such as housing and care coordination for people with law enforcement contact for low level, misdemeanor charges. This includes the District Attorney implementing the Transitional Age Youth Diversion Initiative, which seeks to ensure equitable access to diversion, intervention, and other services for all San Diego communities regardless of zip code and expands the DA’s Juvenile Diversion Program.
10. Raise awareness of key community-based and diversionary services Short-term and ongoing	0-1	Mental Health, Substance Use Disorder, Basic Needs	N/A	TBD	PSG	Sheriff, PD, DA, HHSA, City Attorney	12, 19, 25, 31	Conduct outreach to law enforcement agencies to raise awareness and increase use of the enhanced central sobering services, Crisis Stabilization Units, and other sources of community care to divert people at risk of public intoxication charges away from jails.

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11. Identify and encourage potential Collaborative Court clients at early case points Short-term	2-3	Mental Health, Substance Use Disorder, Basic Needs, Holistic Needs	N/A	TBD	PD	DA, PSG	32, 33	The Public Defender will add simple screening questions at arraignment to identify potential Collaborative Court participants early in the Court process and work with the District Attorney on ways to reach quick case resolutions for Collaborative Court candidates when appropriate. The Public Defender will work with the County Communications Office and justice partners to create client handouts explaining the various Collaborative Court programs and their benefits.
12. Expand pop-up community resources for Homeless Court Short-term	2-3	Documentation, Basic Needs	TBD	TBD	PD	HNSA, DA, City Attorney	12, 17	Explore funding and partnership opportunities to increase the number of Homeless Court Program Pop-Up Resource Fairs in the community and expand the resources they offer at each event. Homeless Courts are a collaboration between the Public Defender, District Attorney, City Attorney, Superior Court, and community-based organizations to swiftly clear immediate legal barriers that prevent homeless individuals from securing housing and other assistance.

Proposed Action and time estimate	Intercept	Needs	Estimated Budget	Estimated Number Served	Lead Agency	Partners	SANDAG Recommendation	Description
13. Identify strategies to increase the availability of peer support for justice involved clients Mid-term	2-3, 4-5	Employment, Education, Basic Needs	N/A	TBD	PSG	HHSA, Sheriff, Probation	10	PSG will work with HHSA and partners to develop options for growing a peer workforce with lived justice system experience available to work in local prevention, diversion, and reentry programs. This will include reviewing options for expanding pathways to certifications such as community health worker or peer support specialist, and non-certified pathways.
14. Enroll justice-involved individuals in benefits for which they are eligible Mid-term and ongoing	2-3, 4-5	Health, Basic Needs	TBD	TBD	HHSA	Sheriff, Probation, PD, PSG	12	County justice and health partners will work collaboratively with health plans and other key partners to expand opportunities for justice-involved individuals to learn about, be enrolled in, and receive the self-sufficiency and health benefits they are entitled to, such as Medi-Cal and its expanded benefits under CalAIM, CalFresh, and CalWORKS.

Proposed Action and time estimate	Intercept	Needs	Estimated Budget	Estimated Number Served	Lead Agency	Partners	SANDAG Recommendation	Description
<p>15. Develop collaborative strategies for expanding low-barrier housing and pathways to permanent housing for justice-involved or at-risk populations</p> <p>Mid-term</p>	4-5	Housing	N/A	N/A	PSG	HHS, Sheriff, Probation, PD	2	<p>County justice and health partners and the Regional Task Force on Homelessness will collaborate through an ongoing workgroup to develop permanent housing strategies for justice-impacted populations, with a goal of developing a housing continuum that addresses the particular needs and challenges of justice-involved individuals. Strategies and investments will align with the development of the County’s Housing Blueprint and with the County’s Framework for Ending Homelessness. The partners and the County will also advocate at the local, state, and federal level for steps that promote the inclusion of justice populations in housing funding and programs.</p>
<p>16. Establish an ongoing structure for the ATI initiative</p> <p>Short-term</p>	N/A	Multiple needs	May need PSG staffing/funding in change letter	N/A	PSG	HHS, Sheriff, Probation, PD, DA, City Attorney, other entities as necessary	Multiple recommendations	<p>PSG will continue to lead the ATI initiative and work with County partners to establish collaborative structures for fully considering SANDAG’s final recommendations and planning for additional related actions. The working structure will include continuing working meetings of public agency justice and health representatives and community stakeholders to monitor, update, and conduct planning for short- and long-term actions related to ATI. PSG will also schedule regular public meetings for broad engagement and input.</p> <p>The ATI initiative will consider data being developed through this Work Plan and through Countywide</p>

								efforts to integrate data as part of its regular planning structures. Such data will inform collaborative determinations about the specific supportive services and pathways to create effective alternatives to incarceration.
17. Establish a monitoring and evaluation framework for services that provide alternatives to incarceration Mid-term	N/A	Multiple needs	N/A	N/A	PSG	HHSA, Office of Evaluation, Performance, and Analytics with the (OEPA), Office of Equity and Racial Justice (OERJ)	4, 6, 7	PSG and HHSA will collaborate with OEPA and OERJ to identify metrics and establish an evaluation framework to monitor and evaluate services that provide alternatives to incarceration. The effort will identify data needed to implement, monitor, and evaluate these services for equity, outcomes, and fidelity to evidence-based models, and establish ways for implementation partners to share this data for evaluation.

Additional Recommendations								
Proposed Action	Intercept	Needs	Estimated Budget	Estimated Number Served	Lead Agency	Partners	SANDAG Recommendation	Description
18. Expand CSUs and co-locate with sobering services Long-term	0-1	Health, Mental Health, Substance Use Disorder, Transportation	TBD	TBD	HHSA	PSG, Sheriff, Probation, DA	25, 26	Explore the need to expand existing and planned regional Crisis Stabilization Units (CSUs) and regionally co-located recovery bridge services. Consult with service providers, law enforcement, and community members to ensure services provided at CSUs and sobering centers meet the needs of the individuals using these services and the communities where they are located.

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19. Expand MCRT services and crisis response alternatives Long-term	0-1	Health, Mental Health, Substance Use Disorder, Transportation	TBD	TBD	HHSA	Sheriff, PSG, DA, Regional law enforcement agencies	21, 22	Work collaboratively to integrate region-wide law enforcement field contacts and 911 call data to inform community need for Mobile Crisis Response Teams (MCRTs) by amending the Sheriff/HHSA Memorandum of Agreement. Continue to evaluate the impact and outcomes of the County’s MCRTs compared to other models.
20. Standardize and integrate justice system data elements for care coordination and system planning Long-term	N/A	Multiple needs	TBD	TBD	HHSA	Multiple agencies	1, 3	Pursue screening and needs assessment at key justice system intercepts and standardize data elements and advance data sharing between systems to improve care coordination for justice populations and allow for systematic planning for alternatives to incarceration based on data.