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

Initial Interim Report

April 12, 2022

SANDAG

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Introduction and Project Background

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

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

On March 15, 2022, SANDAG staff presented an overview of a Preliminary Report for the project to the San Diego County Board of Supervisors. This Initial Interim Report is a follow-up to that earlier publication and includes an update on progress to date, including data that has been compiled to answer the primary research questions of interest.

Advisory Group Selection and Overview

On February 24, 2022, SANDAG released an application that was available in English, Spanish, and additional languages if requested and had been reviewed prior to its release by the project's Working Group that includes numerous County agencies, as well as Board of Supervisors' staff. The application was distributed through its agency communication channels (i.e., social media, SANDAG Criminal Justice mailing list), as well as through other County vehicles, including the County's digital news announcements and other mailing lists and contacts the Public Safety Group (PSG) and the Health and Human Services Agency (HHSA) maintains. The deadline to provide responses was Tuesday, March 15, 2022, at 5:00 p.m. PST.

Applicants were asked to share how long they have lived in San Diego County, their occupation and place of employment, and to provide responses to six other open-ended questions/statements:

- Give a brief description of the experience or training that qualifies you for membership on this Advisory Group (if you wish, you may attach a resume or other pertinent material).

- Why do you want to become a member of this Advisory Group and what specific contributions do you hope to make?

- List the community concerns related to this Advisory Group that you would like to see addressed if you are appointed.

- Briefly describe your present or past involvement in relevant community groups or other efforts related to this topic. (Having no previous involvement will not disqualify you for appointment.)

- Are you currently serving on any Advisory Groups, Boards, or Committees? If so, which ones?

- Are you employed by, have any business, contractual arrangements or family connections with programs having contractual agreements with the County of San Diego or that might be within the purview of the Advisory Group? If yes, please specify.

A total of 88 individuals submitted applications by the deadline of March 15, 2022. A summary of these applications, as well as all applications and supplemental materials was shared with an Advisory Group Selection Committee that included

two SANDAG staff (who do not work within the CJRD), as well as five community members, as follows.

- **D'Andre Brooks** is a reformer, advocate, and San Diego native who is continuing to positively impact his community. As a member of San Diego's Commission on Gang Prevention and Intervention and a Juvenile Justice Program Associate at the Children's Initiative in San Diego, Brooks is fighting to provide opportunities and resources to underserved youth. While spending his young adult life years incarcerated, Brooks decided to take control of his future and began educating and manifesting a new life for himself. His resilience, despite having two strikes, is a testament to his unwavering ability to pursue a career that focuses on making an impact, not only in his life, but the lives of others. Mr. Brooks graduated from San Diego State University with a degree in Criminal Justice and is currently studying there for his Master of Public Administration.

- **Cindy Cipriani**, Senior Management Counsel and Director of Community Engagement for the U.S. Attorney's office in the Southern District of California, develops partnerships and programs to foster crime prevention and community resilience. Ms. Cipriani serves as Chair of both the San Diego Anti-Hate Crimes Coalition and the district's Project Safe Neighborhoods Task Force, two multi-disciplinary entities that strive to combat hate and gun violence. She also leads the Juvenile Smuggling Prevention team, a collaboration that received an Attorney General's award as an Outstanding Contribution to Community Partnerships for Public Safety. In addition, she co-chairs San Diego's Prescription Drug Abuse Task Force, a diverse coalition that works across sectors to raise awareness and end the vicious cycle of addiction and overdose deaths. Ms. Cipriani has organized numerous efforts to increase the resilience of at-risk youth and address targeted violence and hate incidents, earning a Juvenile Justice Commission Award and Anti-Defamation League's (ADL) Sherwood Prize for community engagement work combatting hate.

- **Robert Lewis** is currently the Director of Special Populations Family Health Centers of San Diego. Mr. Lewis has more than three decades of experience in the public health arena, focusing his efforts on the development, implementation, and evaluation of programs to meet the specific needs of disenfranchised sub-populations in our community. Groups who have historically been impacted by significant and varying health disparities, including the homeless, substance users, communities of color, LGBT (Lesbian, Gay, Bisexual, Transgender), justice involved, refugees/asylum

seekers, and those living with chronic and communicable diseases such as HIV and Hepatitis C.

- **Julian Parra** is Pacific Southwest region executive for Bank of America. In this role,he leads client relationship teams who deliver strategic integrated financial adviceand solutions to companies with $5 million to $50 million in annual revenues throughout California, Nevada and Hawaii. Mr. Parra earned a Bachelor of Business Administration degree from Loyola University of Chicago and a Master of Business Administration from the Universityof Chicago-Booth School of Business. Mr. Parra actively participates in the company's diversity and inclusion efforts and is the executive sponsor for the San Diego chapters of the Hispanic-Latino Organization for Leadership and Advancement (HOLA), Leadership Education Advocacy and Development (LEAD) for women, and Black Professionals Group (BPG). He is also the founder of the local chapter of the Bank's Military Support and Assistance Group (MSAG). He currently serves as chairman of the Board of Directors of the San Diego RegionalEconomic Development Corporation (EDC) and as a director of the Center for Advancing Global Business at the Fowler School of Business at San Diego State University. Julian was recognized by The Alumni Society's Class of 2018 Top 25 Latino Leaders nationwide.

- **Harold Reid** has been a San Diego Native for over 30 years and currently serves and supports SANDAG's Diversity, Equity & Inclusion Council (DEI Council). The DEI Council provides insight and suggestions for change, with the goal of improving the SANDAG employee experience. Harold has worked at SANDAG for 8 years and is currently an Associate Research Analyst for the Automated Regional Justice Information System (ARJIS) division, managing the ARJIS help desk, supporting ARJIS operations, and managing ARJIS billing.

- **Jenny Russo** lives in the City of San Diego and grew up in the City of Santee. She was a victim of two violent crimes in her youth, one of which involved a school shooting and the death of two students. As a result of her traumatic experiences, Jenny studied Criminal Justice at San Diego State University in pursuit of a career to help juveniles and stop the cycle of criminal behavior. Part of her studies included numerous research projects on various topics related to incarceration, she interviewed dozens of incarcerated individuals in southern California correctional institutions and observed numerous legal trials and sentencings. She currently works as a Grant Program Manager for the San Diego Association of Governments.

- **Brandon Steppe** is a San Diego native and the founder of The David's Harp Foundation (DHF) where he has fostered a creative community where young people have access to industry standard media production tools, workforce training, and trusted adult relationships. As DHF Executive Director, Brandon has overseen the organization's growth from his father's garage in Southeast San Diego, to a state-of-the-art studio facility located in Downtown San Diego's East Village community. He has developed numerous corporate and community partnerships, leveraging the power of music/media production to foster an environment where his students thrive in the studio and in life.

The seven members of the Selection Committee were provided Evaluator Guidelines that asked them to rate their top 25 choices, considering the diversity of their recommendations and ensuring that individuals who were not already serving on other boards and commissions were given a chance to be heard. The ratings from the Selection Committee were aggregated and 14 individuals were recommended for inclusion on the ATI Advisory Group.

- **Charlene Autolino** is a consultant at Outreach Consulting Services and has a bachelor's degree in Criminal Justice. Ms. Autolino is also the CEO/Chair for the San Diego Committee on Employment of People with Disabilities, the CEO/Chair of the Veterans Employment Committee of San Diego County, the Vice Chair of the San Diego Reentry Roundtable, and has been leading Prison Ministry for over 15 years. Ms. Autolino's experiences and knowledge with incarceration and reentry will aid her in guiding conversations related to reducing the recidivism rate and housing issues and increasing beneficial community collaborations.

- **Laila Aziz** is the Director of Operations for Pillars of the Community. She represented her former employer Metro Community Ministries at the San Diego Reentry Roundtable. Metro Community Ministries was one of the founding members of the San Diego Reentry Roundtable. Through her professional capacities, Laila has trained practitioners in best practices for reentry, developed diversion-oriented programming (i.e., job placement, mentoring, credential attainments), and worked in multi-disciplinary teams to combat housing, mental health, and substance abuse issues. As a member of the Alternatives to Incarceration Advisory Group, Ms. Aziz aims to strengthen public safety and community resiliency by correcting systemic issues in the criminal justice system and increasing the efficacy of programs that provide alternatives to incarceration.

- **Lon Chhay** has an A.A. in Sociology, Communications and Media Languages, and Social and Behavioral Sciences. Mr. Chhay is currently a Computer

Numerical Control (CNC) Machinist at RiseUp Industries, a non-profit that trains formally incarcerated gang members in various social enterprises. As a member of the Alternatives to Incarceration Advisory Group, Lon hopes to use his personal experiences with the justice system to better promote other avenues to incarceration. Additionally, Lon hopes to emphasize the importance education has in reducing recidivism and juvenile-involved crime.

- **Dr. Andrea Dauber-Griffin** has a doctorate degree in sociology and has focused her work and research (i.e., reentry-based projects in local detention facilities) on criminal justice related topics since 2012. She is also currently completing a second master's degree in Criminology and Criminal Psychology at the University of Essex in England. In addition, as a sociology lecturer at University of California, San Diego and University of San Diego, she has taught a wide variety of criminal justice and crime-related courses. Paired with her educational background, she hopes to be able to use her professional expertise and personal experience with the criminal justice system to contribute to critical discussions regarding the community concerns she would like to see addressed (e.g., equity and justice in criminal justice proceedings from police contact through sentencing; improvement of screening process for mental health/substance use/violence risk at pre-trial/diversion).

- **Manuel Enriquez** is an organizer at Mid-City CAN (Community Action Network). In addition to his relevant professional experience, Mr. Enriquez has experienced how incarceration and alternatives to incarceration can impact a family unit and their surrounding community. By being a member of the Alternatives to Incarceration Advisory Group, Mr. Enriquez hopes to guide discussions and develop strategies that will help to increase the humanity of the justice system and address the disproportionate impact incarceration has on people who have a lower economic status, are black, brown, immigrants and/or under-represented. Additionally, Mr. Enriquez hopes to address ways in which community programs and social services can be improved.

- **Dr. Darwin Fishman** works as a Lecturer for the Sociology and African Studies at University of California, San Diego and the Department of Sociology and Africana Studies at San Diego State University. He has a Ph.D. in American Studies from the University of Maryland-College Park, a master's degree in Interdisciplinary Studies (Social Science) from the San Francisco State University and a bachelor's degree in Sociology from University of Victoria, British Columbia, Canada. Dr. Fishman is currently the Co-Chair for Continuing the Conversation. He is also on the leadership team for the Racial

Justice Coalition of San Diego and the North County Equity and Justice Coalition. Dr. Fishman has served as a Board Member on the Community Review Board on Police Practices for San Diego City and he is currently serves as the Second Vice President for the Juvenile Justice Commission for the County of San Diego. He has also worked as a Precinct Inspector for the San Diego County Registrar of Voters for the last six years. As a member of the Advisory Group, Dr. Fishman would like to bring his experience as a Black man to advocate for Black and Brown youth.

- **Anthony Gonzales** was incarcerated for seven years and during that time, he served on a panel that provided testimonies and advice to at-risk youth. After his release, Mr. Gonzales began volunteering at local churches to teach youth ministries and working toward a bachelor's degree in University Studies with an emphasis in Social Sciences. As a member of the Alternatives to Incarceration Advisory Group, Mr. Gonzales hopes to raise awareness for the resources that could benefit formerly and currently incarcerated individuals, as well discuss alternative solutions to treat drug addictions.

- **Betsy Jacobson** has a bachelor's degree in Sociology with an emphasis in Criminology. She served as a probation officer in an innovative corrections project sponsored by the National Council on Crime and Delinquency. She is an active volunteer with Defy Ventures Inc., an organization addressing social problems of mass incarceration, recidivism, and post release well-being, by providing entrepreneurship, employment, and personal development training to individuals inside and outside prison. Ms. Jacobson co-developed a mentoring program with a former Las Colinas inmate and developed police training programs for the City of San Diego. She believes that serving on the Alternatives to Incarceration Advisory Board will allow her to address concerns related to overcrowding, inequities in the criminal justice system, and post-release supports for housing and employment.

- **Martin Leyva** is currently a Doctoral Student at University of California, San Diego /California State University San Marcos Joint Doctoral Program in Education, and he has completed an associate degree in Counseling, a bachelor's degree in Liberal Arts/Psychology, and a master's degree in Sociology. In addition to being the Program Coordinator for Project Rebound at California State University, San Marcos, Mr. Leyva is also a Sociology, Criminal Justice, and Women's Studies professor. Since Mr. Leyva's release, he has consistently worked to help individuals who were previously/are currently incarcerated. Accordingly, Mr. Leyva developed several education programs for formerly incarcerated individuals, and these programs further developed

to become cohort models of education at Santa Barbara City College, Palomar College, and Mira Costa College. With Mr. Leyva's first-hand experience, education, and professional background, he hopes to contribute to discussions related to addressing addiction, homelessness, economic inequalities, gang prevention, and recidivism related issues.

- **Niki Martinez** was released from Central California Women's Facility three years ago. While incarcerated, she became and served as a Certified Drug and Alcohol Counselor. Ms. Martinez was a Co-Founder of an organization for juvenile offenders and sat as the chairperson for a youth diversion program. Currently, Ms. Martinez serves as the Chief Operations Officer for the San Diego non-profit Youth Empowerment. As a member of the Alternatives to Incarceration Advisory Group, Ms. Martinez hopes to provide insights to a restorative approach that will offer inclusion, equity, resource-based programming (i.e., housing, mental health) and increased public safety.

- **Bill Payne** is the President and Chief Executive Officer of the San Diego Second Chance Program. Through the Second Chance program, Mr. Payne and his agency have successfully helped thousands of justice-involved participants through transitional housing, reentry services, and workforce development. Furthermore, Mr. Payne has designed multiple research-based frameworks and models to reduce recidivism and improve outcomes for the at-risk and justice-involved population in San Diego County. As a member of the Alternatives to Incarceration Advisory Group, Mr. Payne hopes to improve and accelerate policy changes that will promote empowered self-sufficiency, safely and permanently reduce jail populations, and better protect public safety by providing efficacious alternatives to incarceration.

- **Jackie Reed** is the Chief Executive Officer of Women Imitating Success Envisioned (WISE) and the Director of Women's Reentry for San Diego County's Urban League. In addition to her relevant professional experience, Ms. Reed also has first-hand experience with being incarcerated. With her professional and personal experiences, Ms. Reed hopes to bring insight into post-incarceration experiences and struggles and address issues that stem from incarceration, including but not limited to employment, education, psychosocial/mental health, financial literacy, and reentry challenges.

- **Wehtahnah Tucker** has been the Chief Policy and Quality Executive for the California Correctional Health Care Services/ California Department of Corrections and Rehabilitation for eleven years. During her career in the California prison system, Ms. Tucker has been committed to upending

systemic injustice, ending mass incarceration and expanding advocacy, education, and community building opportunities through legal reform strategies. Specifically, Ms. Tucker has led initiatives to decrease the number of incarcerated women and increase education for incarcerated individuals. By serving on the Alternatives to Incarceration Advisory Group, Ms. Tucker hopes to further her impact by addressing the community impacts of incarceration (i.e., addiction, poverty, mental health), eliminating the school to prison pipeline in low-income and minority communities, and discussing strategies that will decrease generational cycles of incarceration.

- **Reginald Washington** is the Chief Executive Officer of Project Attitude When Angry and Resolving Emotional (A.W.A.R.E.) Issues Non-Violently. Mr. Washington is a certified trainer in Credible Messaging, Restorative Practices and Justices, Trauma Informed Care, Cultural Competency, and Implicit Bias. Mr. Washington was formerly incarcerated and hopes to use his knowledge, lived experience, and professional training by being a member of the Alternatives to Incarceration Advisory Group. He also wants to provide new insights on concepts that will bring positive changes to people in the community and ensure that alternatives to incarceration are fair and based in restorative justice.

The members of the Advisory Group were notified of their selection on March 28, 2022, and completed a virtual orientation on either April 1, 2022, or April 4, 2022. The first meeting of the Advisory Group was held April 12, 2022, from 4:00-5:30 p.m. PST virtually on ZOOM. This meeting was public and has been recorded and is available on the project page at www.sandag.org/ATIStudy. The agenda for this meeting included introductions of the Advisory Group members, discussion of the current community engagement plan and how it can be enhanced, review of the community survey, discussion of the jail population data presented in this report, and review of comments provided to SANDAG to date.

SANDAG is deeply grateful for the community members who applied to serve on the Advisory Group. Those individuals who were not included in the final group were communicated the results of the selection process on April 4, 2022, and thanked for being willing to serve in this capacity. SANDAG also let them know that their ongoing feedback was extremely important and could be shared through other channels including the community survey, community forums, and the comment form that was created to provide project feedback at any time.

Community Survey Update

An important component of this project is engaging with the community and conducting a community survey is a large part of this effort. While the original timeline for the distribution of the community survey was the first three weeks in April, the distribution has been reconsidered to ensure that the Advisory Group and Working Group (representatives from the County Office of Equity and Racial Justice, District Attorney's Office, HHSA, Probation Department, Public Defender's Office, PSG, Sheriff's Department, San Diego Police Department, Escondido Police Department, San Diego City Attorney's Office, Superior Court) are able to provide its feedback and are able to assist in pre-testing the instrument. As such, the current timeline includes distribution on May 6, 2022, with individuals able to complete the survey online or on paper (upon request) in English, Spanish, or another language (upon request) through May 27, 2022. A convenience sample does **not** provide a statistically valid representation of the opinions of San Diego County residents overall but does show the opinions of those motivated to respond to the survey. In addition, multiple efforts, as described in the next section, will be taken to request that residents take a few minutes to share their input.

Enhanced Efforts to Engage with Community

As described in the [Preliminary Report](#) presented to the San Diego County Board of Supervisors, the community engagement plan for this project includes forming a project Advisory Group (completed, as previously noted), conducting a community survey, holding six community forums, offering community members ongoing methods of communication on the project through an [online comment form](#) and dedicated email address (ATIStudy@sandag.org) , and sharing results on social media and email blasts.

During the March 15, 2022, Board of Supervisors' meeting, concern was expressed that the current community engagement plan was heavily dependent on individuals having access to technology and SANDAG was asked to enhance the initial plan with additional efforts to engage with the community on the project in non-digital dependent ways. To date, efforts to address these concerns include:

- Coordinating with the County of San Diego to share community input opportunities through County libraries and park and recreation departments;

- Presenting to the SANDAG 2021 Regional Plan Social Equity Working Group on April 28, 2022, to asked local community-based organizations share information about the project and opportunities to provide input throughout the course of the project;

- Soliciting the assistance of other County staff (e.g., Public Defender, District Attorney's Care Community Center) and other community-based organizations and staff through group emails and meetings (e.g., Reentry Roundtable, Proposition 47 Group, City of San Diego Gang Commission) to share information on the project through their community contacts; and

- Collaborating with the Advisory Group to think of additional strategies to enhance community engagement, including expanding distribution of the community survey and community forum opportunities through advertising in community newspapers; engaging with churches and ministries, probation and parole officers, public defenders, and local colleges, and sharing information via NextDoor.

As of April 5, 2022, 108 individuals have been added to the ATI Study email distribution list and the ATI Study Page has received 2,414 total page views (including 961 unique page views).

Comments Received to Date

As of April 8, 2022, three comments have been shared (from two individuals) as summarized in Table 1.

Table 1 Community Comments Shared via the Online Comment Form	
Date	**Comment**
3/26/2022	i have read your initial report, there is so much missing from it. Why are we taking the same failed approach to reducing the population? Creating productive citizens is the answer let's create a controlled environment within the mind set of our communities to bring about change. ECONOMICS are not mentioned in your report. why??? Perhaps that elephant is still being placed in the room.
3/27/2022	It appears the problem is still being looked at, as it has been looked at, for the last 30 years. We have enough programs that could properly address the issues facing the United States (with exception, the severe mental health issue). We could greatly reduce the recidivism rate, the prison populations, and the number of people on probation; if we could just convince our communities to embrace, without prejudice, the men and women who have served their time, reconciled with others and themselves. Allowed forgiveness to enter into the equation and eliminate the stigma that the social and financial World's place on us/ex-cons. I believe, I can help in providing solutions to this problem; that has for years, been seen as a "one size fits all" solution.
3/29/2022	My husband is on george bailey detetion staff are rude they dont explain they treat people awful my husband got sick twice been trying to help him to get home detetion with probation it will be more safe thet keek bringing new inmate on facility wich is not okay i understand we all trying to work this out but just beacuse we did a mistake or a fenoly dosent me they should be treat like criminals

Note: These comments have been included in this publication in their original format and have not been edited.

Primary Policy Drivers of Reduced Incarceration

The period following the first COVID-19 stay-home order in March 2020 ushered in an unprecedented time for the entire world. Faced with uncertainty regarding the length of what was ahead of us all, public safety stakeholders at the local (immediately) and state level (shortly thereafter) began implementing policies that were both formal and informal to protect public health to the greatest degree possible.

As part of this project, SANDAG staff interviewed public safety stakeholders from the San Diego County Sheriff's Department, District Attorney's Office, Public Defender's Office, the Probation Department, and the Superior Court to better understand what protective measures were put into place and that were associated with fewer bookings into local jails, as well as lower average daily populations (ADP). When considering the efforts described below, it is important to note that some policies and protocols may have been put into place and then removed when the number of positive cases were declining, only to be put into place again when surges in new cases were seen. It should also be acknowledged that policies by local law enforcement agencies in terms of proactive policing and level of contact with the public for all, but the most serious or violent crimes also varied across the jurisdictions and contributed to declines in our jail populations. Finally, it is important to note that because formal and informal policy changes were often made simultaneously, the ability to detangle the relative effect of one versus another is challenging.

- **Stay-home orders:** The State of California issued a stay-home order on March 19, 2020. Restrictions were eased somewhat in May/June, but businesses closed again in July, and restrictions varied statewide throughout the rest of 2020 and 2021, including a surge at the end of 2021. Restrictions and other changes in how people gather and congregate all have effects on the opportunity for crimes to occur, as described in the next section that examines crime trends over time regionally.

- **Court closure and modified operations:** The San Diego Superior Court was closed to all operations with the exception of civil harassment temporary restraining orders, domestic violence temporary restraining orders, and gun violence protective orders between March 17, 2020, and April 3, 2020, and again between May 1, 2020, and May 22, 2020. In the weeks and months in between and that followed, the Court had reduced capacity as it transitioned to virtual hearings and was only able to process those individuals with the most serious crimes who remained in custody. As a result, individuals who were awaiting hearings out of custody may have had their hearing dates pushed back multiple times. Anecdotal information suggests that failure to

appears may have increased during this time, due at least in part to confusion by some regarding when a court time was rescheduled or related to a reluctance to gather in indoor spaces with others.

- **Early releases from local jails:** In March 2020, local public safety stakeholders (i.e., District Attorney, Public Defender, Sheriff's Department, Superior Court), understanding the public health crisis that was unfolding, began meeting to creatively find ways to pivot and release as many people as possible from custody who could leave without a significant risk to public safety. These efforts were flexible and responsive to what was an ever-changing situation. One example included the District Attorney working with the Court to resentence individuals who were not a risk to public safety and who had served the majority of their sentence which resulted in a lower sentence and release from custody. On April 1, 2020, after local leaders had begun collaborating on the issue, the San Diego Superior Court formally implemented a 60-day accelerated release order which allowed the Sheriff to release anyone up to 60 days before his/her/their release date, assuming there was no objection by either the District Attorney, City Attorney, or Public Defender because of a concern for public safety. In addition, beginning in March 2020, the District Attorney's Office, in partnership with the City Attorney, and Public Defender began processing compassionate/medically driven releases for incarcerated individuals who were in custody but were considered high-risk for COVID-19 and could be released without a risk to public safety. This collaboration also entailed the partners working with HHSA to offer transportation and case management to these medically fragile individuals.

- **Zero bail and other bail policy changes:** Local partners also partnered on a local emergency bail schedule that was again followed by the state issuing an emergency bail schedule. This bail schedule effectively removed any bail requirement for release for all misdemeanor and felony offenses, including probation violations, with the exception of serious and violent felonies and certain misdemeanors, when public safety was not at risk. The Judicial Council of the State of California rescinded this emergency bail schedule on June 10, 2020, but a temporary emergency modification to the bail schedule was reinstated by the San Diego County Superior Court on June 29, 2020 which is expected to continue through May 2022. This new bail schedule continued zero bail for non-violent offenders and restored bail for serious felonies.

- **Changes in who can be booked into jail:** During April 2020, the San Diego County Sheriff's Department changed its policy regarding local booking

acceptance criteria.[1] This policy was changed in an effort to mitigate COVID-19 related impacts to the San Diego County jail population. In December 2020, the booking acceptance criteria was again modified by the Sheriff to process a number of non-violent crimes as "cite and release" in the field, as opposed to being "booked and released" at the facilities. This mitigation strategy was utilized to manage any potential exposure to COVID-19 within the Sheriff's Department jail facilities. The booking acceptance criteria continued to be revised throughout 2021 to align with the Sheriff's Department's Detention Services Bureau's COVID-19 operating plans being implemented at that given time.

- **Modifications to how probation supervision occurred and early release from probation:** In an effort to maintain public safety, the San Diego Probation Department also pivoted how it managed its caseloads in the community, which included less frequent contact in person, closing the Work Furlough Center/Residential Reentry Center and releasing some clients early and others to reside at a place of residence under electronic monitoring), lowering the capacity at the Community Transition Center (CTC) and contracting for additional beds elsewhere, and having a greater amount of contact with clients by phone or virtually. These changes were initiated by Probation in coordination with and considering feedback from the Superior Court, County Counsel, the DA's Office, and the Public Defender's Office. Probation officers were advised to maintain regular communication with clients that should be more check-in and engagement focused, versus enforcement. The goal of this contact changed to one of ensuring health and safety. Probation also began to release individuals from the Work Furlough/Residential Reentry Program early who had less than 30 days left on their sentence, again in collaboration with County partners. It should also be noted that Assembly Bill (AB) 1950 went into effect January 1, 2021, which limits probation terms to one year for misdemeanor offenses and to two years for a felony offense. As a result, the local Probation caseload dropped by roughly 3,000 cases within several months.

- **Inability to transfer incarcerated individuals to state prisons and hospitals:** The state, in an effort to avoid overcrowding in their prison facilities and hospitals, began to refuse transfer of incarcerated individuals that would have

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[1] The Sheriff's Department can determine what misdemeanors may be booked into County facilities per statue (853.6 PC), which essentially states that all misdemeanors with the exception of a few (e.g., domestic violence, driving under the influence, violations of restraining orders) shall be cited and released and do not require booking into a facility. Changes in booking acceptance criteria (BAC) have been summarized and shared with regional law enforcement agencies every 30 to 60 days during the pandemic. Examples of changes included not booking individuals arrested for 10851 VC, motor vehicle theft, as well as misdemeanor level drug offenses. It is also important to note that individual law enforcement agencies also had the discretion to cite and release individuals and that a facility watch commander could have discretion in who to book to ensure the safety of the public.

previously been transferred to their care and custody. As a result, those individuals are currently still housed locally.

Figure 1
**SUMMARY OF FACTORS THAT AFFECTED JAIL POPULATION NUMBERS IN 2020 AND 2021**
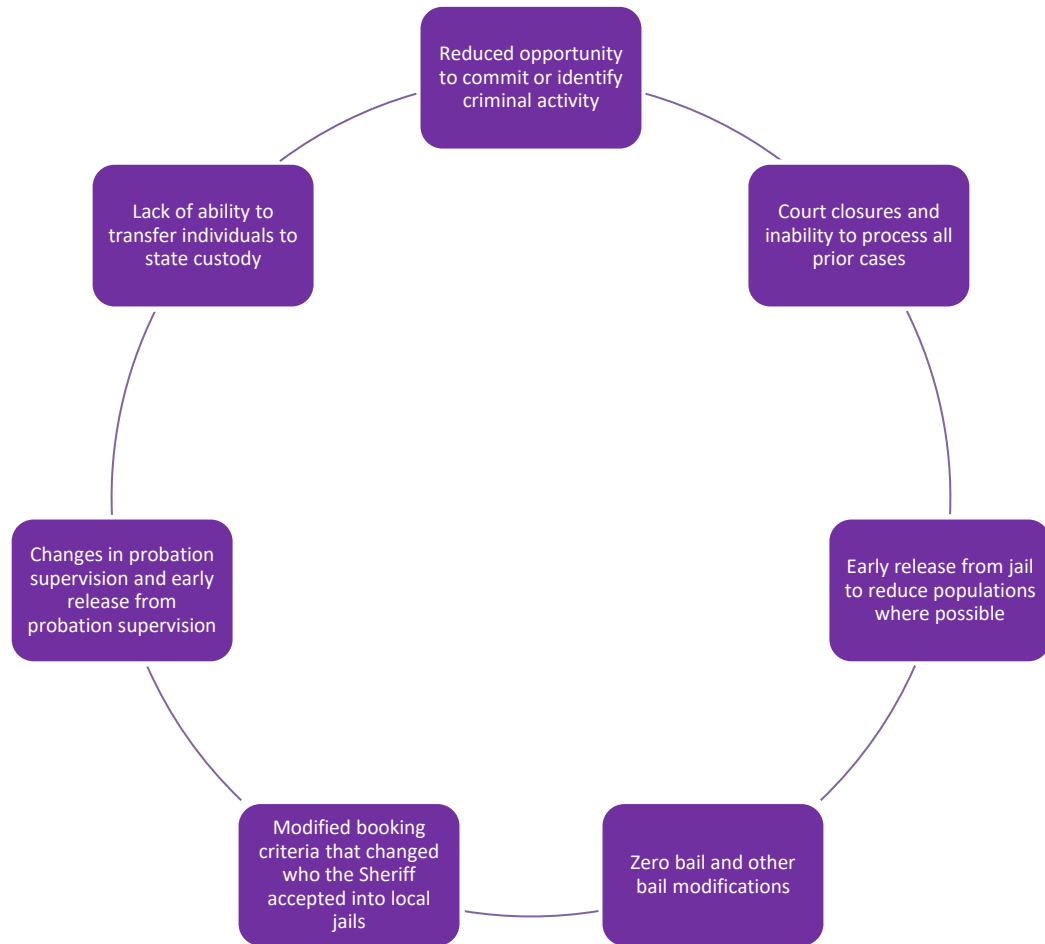
San Diego Regional Crime Statistics

Since 1980, SANDAG has been reporting regional crime statistics for the San Diego region through a cooperative agreement with local law enforcement agencies. As a result, with the upcoming release of 2021 statistics, 42 years of Uniform Crime Reporting (UCR) data are available, including analyses by month during 2019, 2020, and 2021 which were added to better understand how crime numbers varied during the pandemic. When interpreting these statistics, it is important to note that not all crime is reported to law enforcement (49% of violent and 33% of property crimes were reported in 2020)[2] and these statistics do not include all crimes other than those categorized as violent or property, such as driving under the influence, possession of drugs, or disorderly conduct.[3]

Four violent crimes are tracked as part of UCR crime reporting – homicides, rapes, robberies, and aggravated assaults. As Figure 2 shows, the region's violent crime rate per 1,000 population has varied from a low of 3.27 in 2014 to a high of 9.76 in 1992. Pre-pandemic, the violent crime rate was 3.41, and it increased in both 2020 (3.45) and in 2021 (3.74). The 2020 rate of 3.45 was the seventh lowest rate since 1980 and the 2021 rate was the tenth lowest (and was the same rate that was seen in 2012).

Figure 2
VIOLENT CRIME RATE FOR THE SAN DIEGO REGION 1980-2021
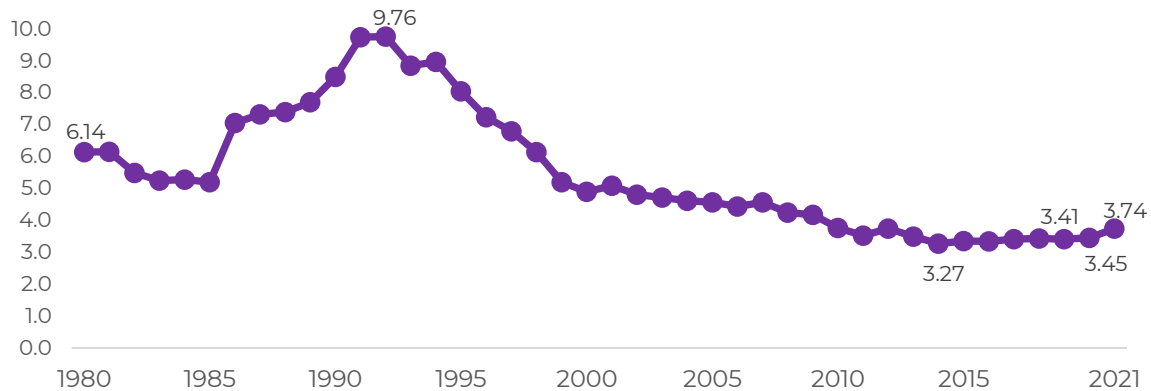
SOURCE: SANDAG; San Diego County local law enforcement agencies

When one considers the four types of violent crime, most recently, homicides make up around 1%, rapes around one-quarter, robberies one-fifth, and aggravated assaults over two-thirds. To better compare how these four crimes have fluctuated

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[2] Morgan, R. E. & Thompson, A. (2021). *Criminal Victimization, 2020* (NCJ 301775). Washington, D.C.: Bureau of Justice Statistics.
[3] These regional crime statistics will be supplemented with data regarding continued contact with the justice system for those individuals not detained due to pandemic-related policies in the coming months of this project, as described in section 3.3 of the scope of work for this project.

over the past four decades plus, the number of crimes that occurred in 1980 were set at 100, with subsequent years reflecting the subsequent increase or decrease. Thus, a number over 100 shows a higher number, compared to 1980 (and the larger the number, the larger the difference) and a number less than 100 shows a lower number, compared to 1980 (and the larger the number, the larger the difference).

As Figure 3 shows, the number of rapes (139 relative index) and aggravated assaults (165) have increased since 1980, due at least in part to mandated domestic violence reporting which was instituted in 1986 (and increased the number of aggravated assaults reported) and the new definition of rape which was instituted in 2015 that included male victims and any form of penetration (which increased the number of rapes and reduced the number of assaults). In comparison, the relative number of homicides (66) and robberies (49) have decreased.
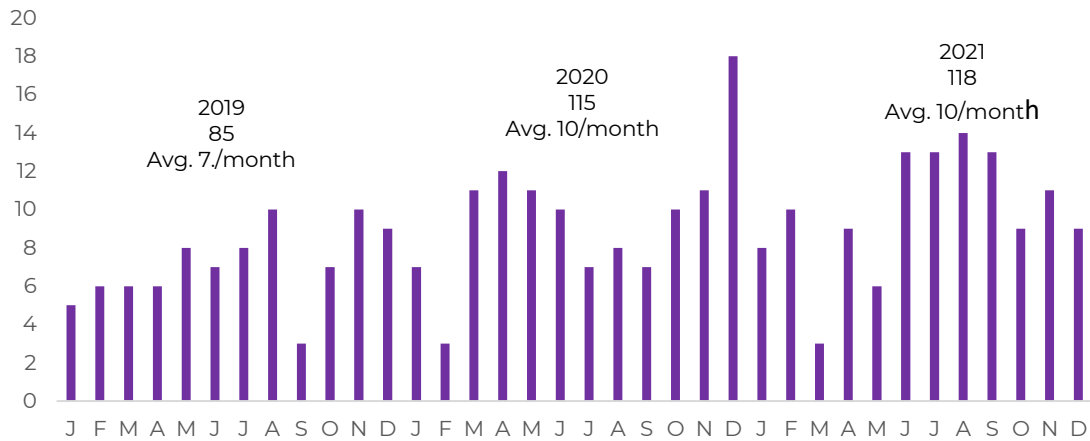
Figure 3
RELATIVE NUMBER OF HOMICIDES, RAPES, ROBBERIES, AND AGGRAVATED ASSAULTS IN THE SAN DIEGO REGION, 1980-2021
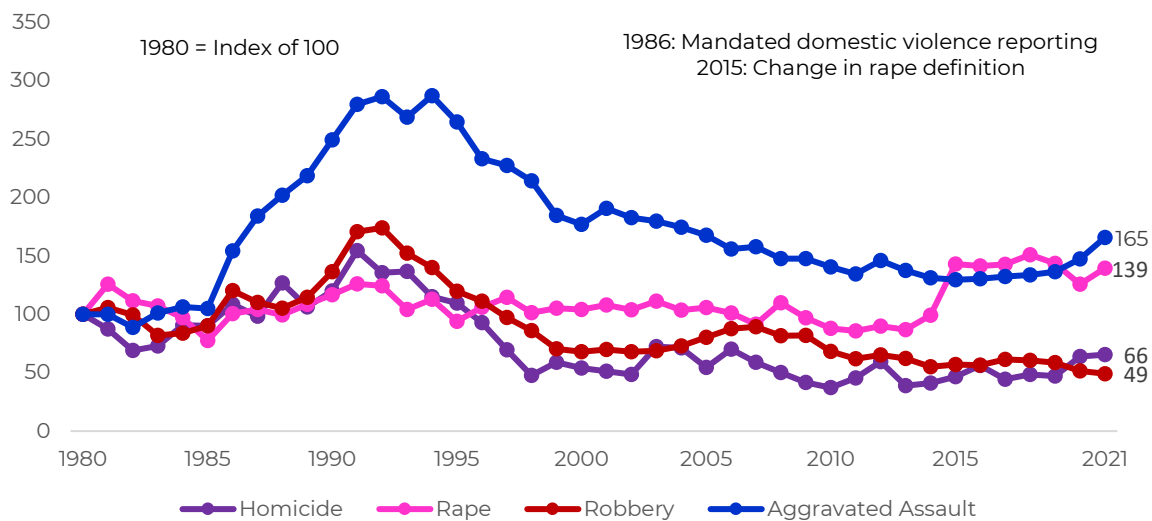
SOURCE: SANDAG; San Diego County local law enforcement agencies

Looking more closely at these four violent crimes month-to-month in 2019, 2020, and 2021, some interesting trends appear which are most likely related to changes directly or indirectly tied to the pandemic. As Figure 4 shows, in 2019 there was a total of 85 homicides, which increased in both 2020 (115) and 2021 (118). The annual monthly average number of homicides was seven in 2019 (pre-pandemic) and increased to ten during the pandemic (2020 and 2021).
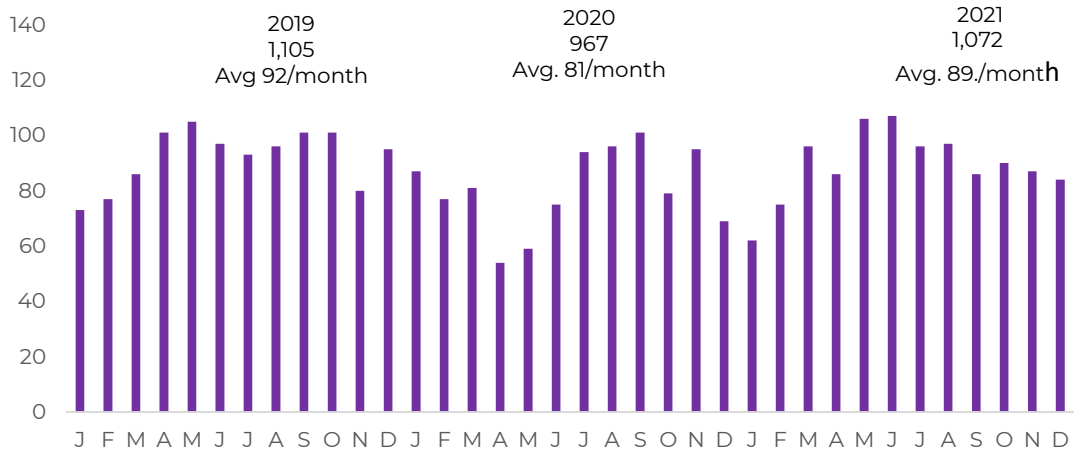
Figure 4
NUMBER OF HOMICIDES PER MONTH IN THE SAN DIEGO REGION 2019-2021

SOURCE: SANDAG; San Diego County local law enforcement agencies

As Figure 5 shows, there were 1,105 rapes reported to law enforcement in 2019, with a monthly average of 92.08. When the stay-home order went into place in March 2020, the number of reported rapes decreased considerably to 54 (April 2020) and 59 (May 2020) and again to 69 in December 2020 and 62 in January 2021 when additional social distancing guidelines were reinstituted. These decreases are not surprising when one considers that opportunities to gather in social situation were lower in these months. The monthly average number of rapes reported dropped to 81 in 2020 and increased to 89 in 2021, which was still lower than it was in 2019 (92).

Figure 5
NUMBER OF RAPES PER MONTH IN THE SAN DIEGO REGION 2019-2021

SOURCE: SANDAG; San Diego County local law enforcement agencies

Robberies were on the decline even before the pandemic, with 2019 representing the seventh consecutive decline (to 2,888 and a monthly average of 240.67) and once the pandemic began, further declining to 2,527 in 2020 (monthly average of 210.58) (Figure 6). The number of robberies reported in the San Diego region in 2021 reached a 42-year low, with 2,418 reported, an average of 202 per month (Figure 6).
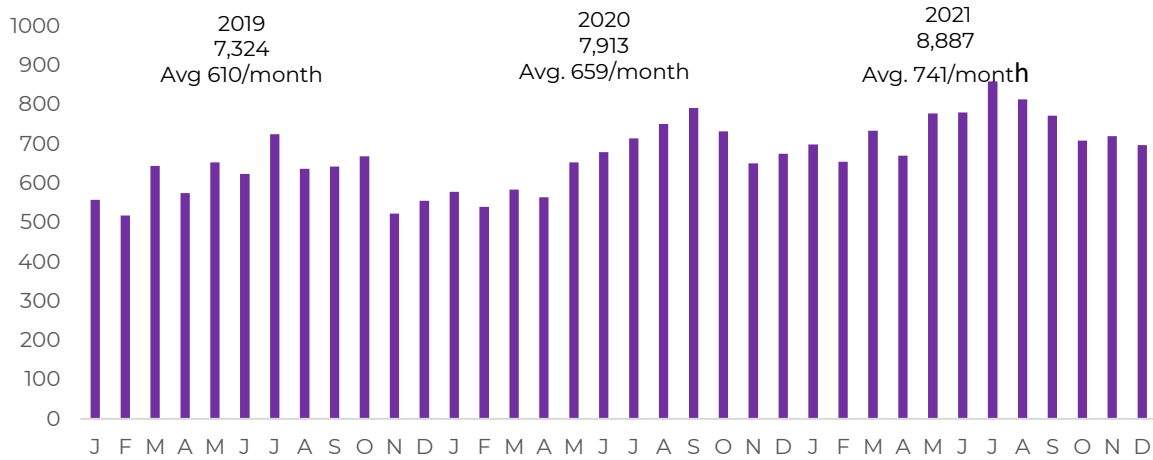
Figure 6
NUMBER OF ROBBERIES PER MONTH IN THE SAN DIEGO REGION 2019-2021
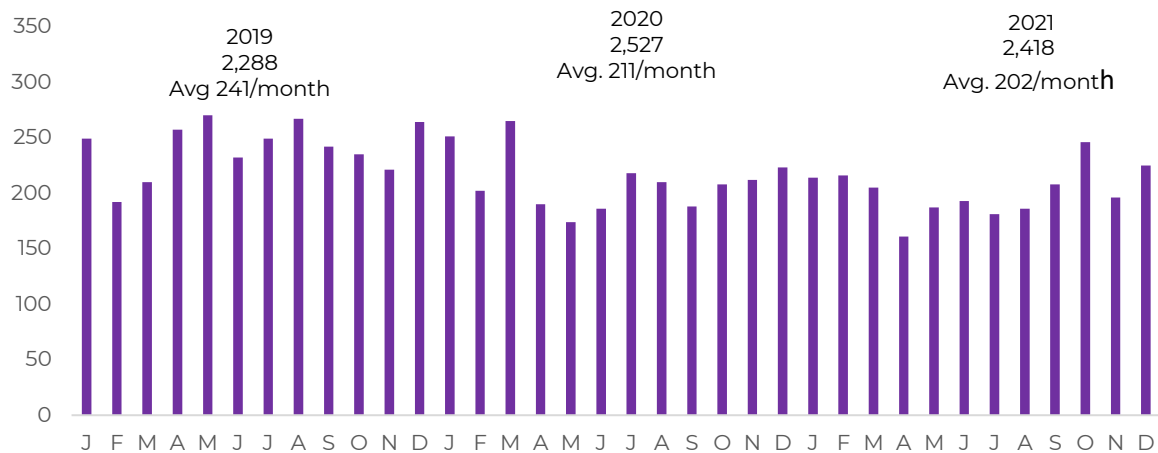
SOURCE: SANDAG; San Diego County local law enforcement agencies

Aggravated assaults have shown a different trend in recent years, with the number increasing (rather than decreasing) beginning in 2016. Pre-COVID, in 2019, there was a total of 7,324 aggravated assaults reported to local law enforcement, which was the third consecutive increases and represented a monthly average of 610 (Figure 7). In 2020 and 2021 these increases continued, but grew in size, to 7,913 (monthly average of 659) in 2020 and to 8,887 (741 monthly average) in 2021. It should be noted that despite these increases, the numbers are still relatively low compared to the 42-year high in 1994 of 15,406 (1,283 monthly average).

Figure 7
NUMBER OF AGGRAVATED ASSAULTS PER MONTH IN THE SAN DIEGO REGION
2019-2021

2019
7,324
Avg 610/month

2020
7,913
Avg. 659/month

2021
8,887
Avg. 741/month

SOURCE: SANDAG; San Diego County local law enforcement agencies

Three property crimes are tracked as part of UCR crime reporting – burglaries (residential and non-residential), larcenies, and motor vehicle thefts. As Figure 8 shows, the region's property crime rate per 1,000 population has varied from a low of 14.80 in 2019 to a high of 67.26 in 1989. Pre-pandemic, the property crime rate was 16.53 and this 2019 rate represented the fourth consecutive decrease. It dropped to a 42-year low in 2020, but then increased (to the second lowest rate) in 2021 (16.14). Four-fifths (81%) of all UCR crime reported to local law enforcement in 2021 was property crime.

Figure 8
**PROPERTY CRIME RATE FOR THE SAN DIEGO REGION 1980-2021**
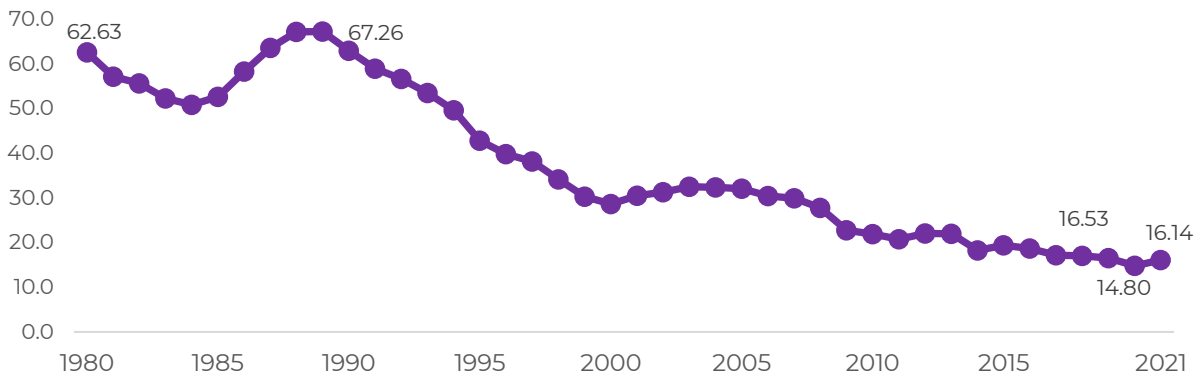
SOURCE: SANDAG; San Diego County local law enforcement agencies

When one considers the three types of property crime, most recently, burglaries make up around 13%, larcenies 66%, and motor vehicle thefts 21%. To better compare

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how these three crimes have fluctuated, the number of crimes that occurred in 1980 were again set at 100, with subsequent years reflecting the subsequent increase or decrease.

As Figure 9 shows, all property crimes have decreased over time from the 1980 index of 100, but there is considerable variability in the amount of the decrease, with motor vehicle thefts having the least decrease (87 relative index in 2021), followed by larcenies (55 relative index) and burglaries (18 relative index).
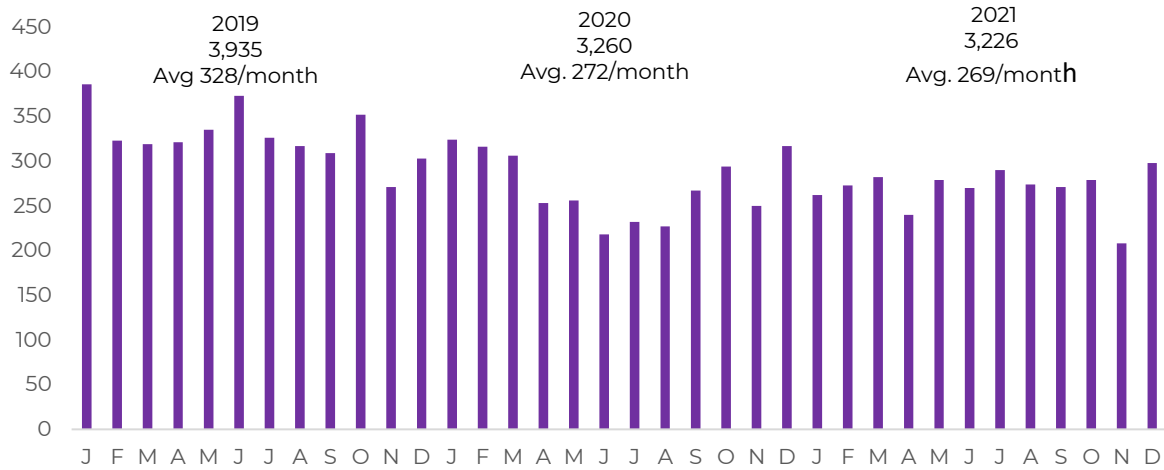
Figure 9
RELATIVE NUMBER OF BURGLARIES, LARCENIES, AND MOTOR VEHICLE THEFTS IN THE SAN DIEGO REGION, 1980-2021
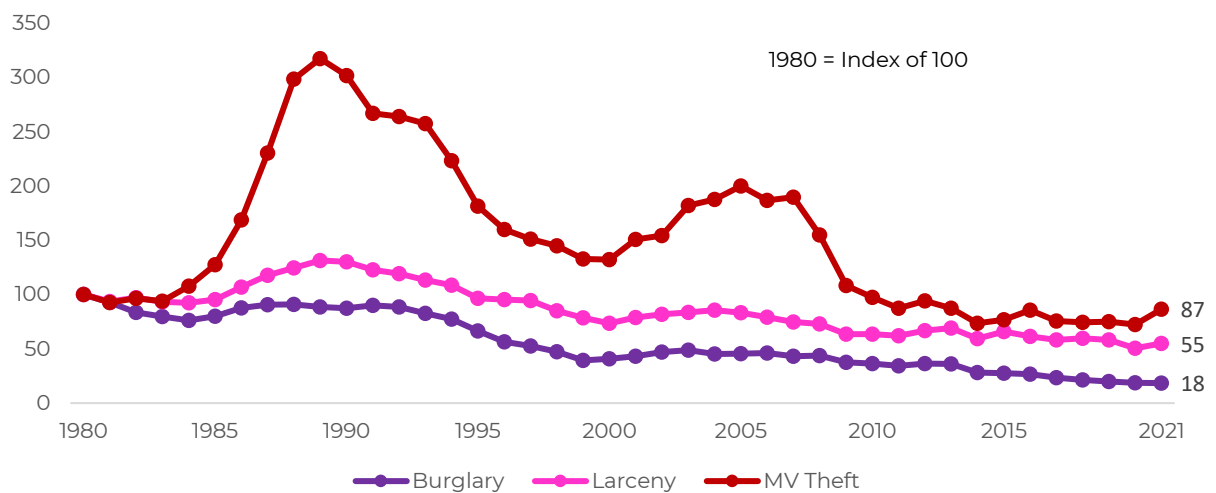
SOURCE: SANDAG; San Diego County local law enforcement agencies

Looking more closely at these three property crimes (including residential and non-residential burglary separately) month-to-month in 2019, 2020, and 2021, some interesting trends appear which are most likely related to changes directly or indirectly tied to the pandemic. As Figure 10 shows most notably, there were significant drops in the number of residential burglaries during June-August 2020 when stay-home orders were in place and for each month, there were fewer burglaries in 2020 and 2021, compared to 2019. On average, there was a monthly average of 328 residential burglaries in 2019, 272 in 2020, and 269 in 2021. The 3,226 residential burglaries reported in 2021 represented at 42-year low and the ninth consecutive decrease.

Figure 10
NUMBER OF RESIDENTIAL BURGLARIES PER MONTH IN THE SAN DIEGO REGION 2019-2021

SOURCE: SANDAG; San Diego County local law enforcement agencies

As Figure 11 shows, the pattern for non-residential burglaries was somewhat different, with jumps in the numbers reported in April to July 2020, and again from November 2020 through February 2021, possibly when a greater number of businesses were closed for operation. On average, there was a monthly average of 313 non-residential burglaries in 2019, 337 in 2020, and 327 in 2021.
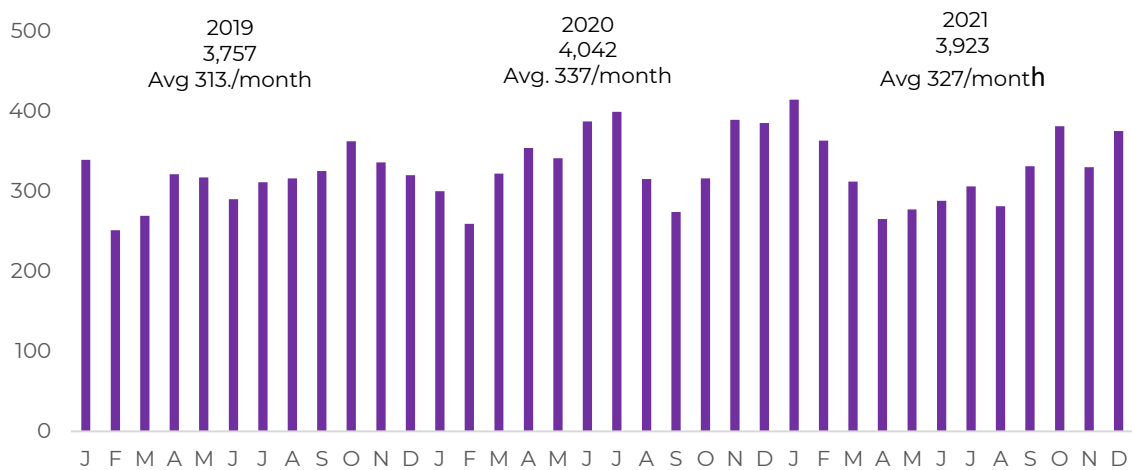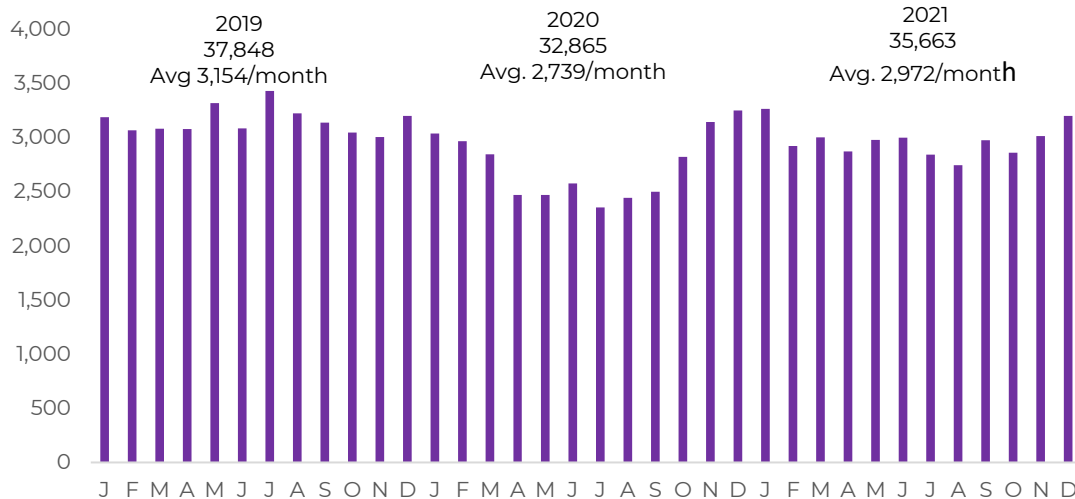
Figure 11
NUMBER OF NON-RESIDENTIAL BURGLARIES PER MONTH IN THE SAN DIEGO REGION 2019-2021

SOURCE: SANDAG; San Diego County local law enforcement agencies

As Figure 12 shows, larcenies decreased in number when stay-home orders were in effect in April 2020, remaining less frequent through September, when they began to increase again. On average, there was a monthly average of 3,154 larcenies in 2019, 2,739 in 2020, and 2,972 in 2021.

Figure 12
NUMBER OF LARCENIES PER MONTH IN THE SAN DIEGO REGION 2019-2021

SOURCE: SANDAG; San Diego County local law enforcement agencies

As Figure 13 shows, there was a monthly average of 807 motor vehicle thefts in the region in 2019, before the pandemic and every comparable month in 2020 had a smaller number of motor vehicle thefts (with the exception of June), compared to that month the previous year. These consistently lower numbers resulted in the lowest number of vehicles stolen in the past 42 years and a monthly average of 777. In 2021, there were steady increases, with the 11,145 vehicles stolen representing an average of 929 per month, even higher than the monthly average in 2019.

Figure 13
NUMBER OF MOTOR VEHICLE THEFTS PER MONTH IN THE SAN DIEGO REGION
2019-2021
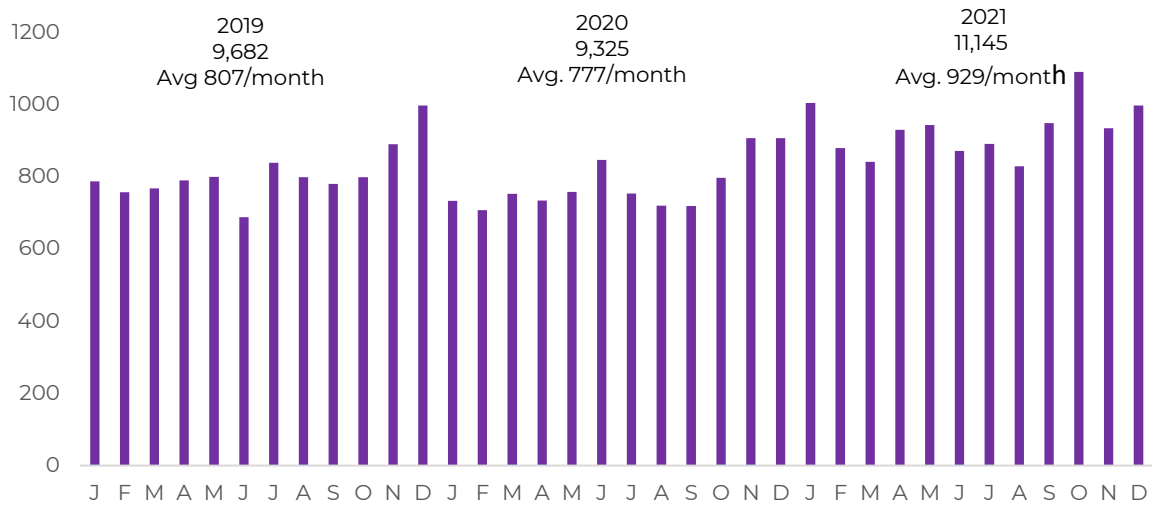
SOURCE: SANDAG; San Diego County local law enforcement agencies

# Changes in the San Diego County Jail Population 2018-2021

As part of the research goals for this project, County data regarding who were booked into local detention facilities between January 2018 and December 2021, were analyzed to answer five research questions of interest that were part of Project Goal 1: "Produce a data drive analysis on how the use of jails changed from pre-COVID-19 versus during COVID-19, with a focus on identifying policy interventions that would cost effectively, safely, and permanently reduce the San Diego jail populations". The data that were and were not available at the time of this report are explained in the paragraphs below. It should be noted that these are preliminary analyses and may be modified as additional sources of information are obtained and updated.

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

Booking Numbers over Time and by Type

The first part of the analyses examined the number of individuals booked into San Diego County jails pre-COVID (January 2018 – February 2020), compared to during COVID (March 2020 -December 2021). As Figure 14 shows, the pre-COVID monthly booking data were fairly stable with a range of 5,750 to 7,366 bookings per month. However, and not surprisingly, the number of monthly bookings began to drop more drastically in March 2020 (4,480 bookings), and then further decreased to 2,689 in April 2020. From February to March 2020, bookings per month declined by 27% and from March to April 2020, bookings per month declined again by 40%. When COVID restrictions were eased between July and October 2020, the number of bookings increased slightly, although they were still considerably lower than pre-pandemic booking levels. Bookings generally increased during calendar year 2021, varying between 3,379 and 4,691. The monthly mean number of bookings for the during COVID period was 3,826, compared to 6,644 pre-COVID.

Figure 14
SAN DIEGO COUNTY JAIL BOOKINGS BY MONTH
JANUARY 2018 – DECEMBER 2021
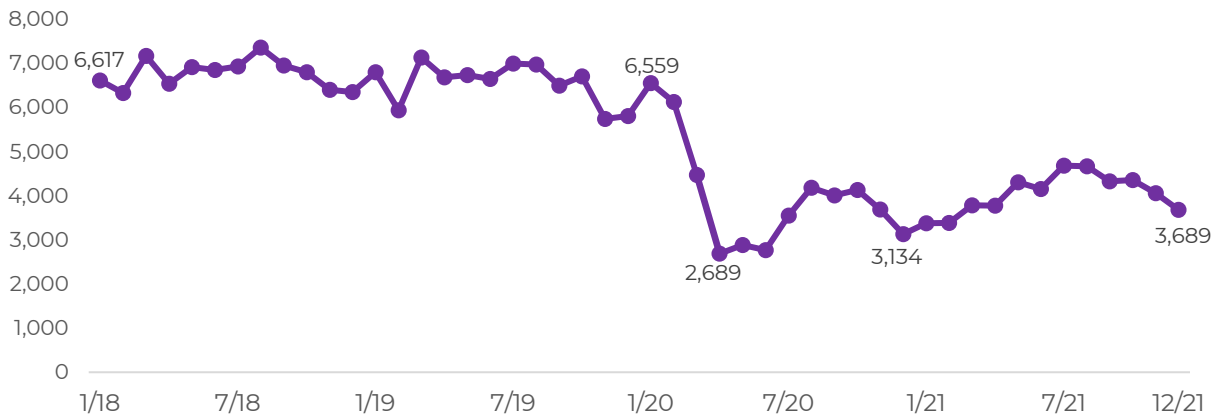
As Figures 15 and 16 show, the highest booking charge (or most serious) also changed during COVID-19, with a greater proportion booked for a felony, versus a misdemeanor, and fewer booked for a drug-related offense (and a greater percentage booked for a violent offense). Other offenses are everything not included in the other categories, including failure to appear, violations of community supervision (e.g., parole, probation), disturbing the peace, traffic violations, prostitution and sex-related, and city/county ordinances.

Figure 15
LEVEL OF MOST SERIOUS BOOKING CHARGE IN SAN DIEGO COUNTY JAILS
PRE- AND DURING PANDEMIC
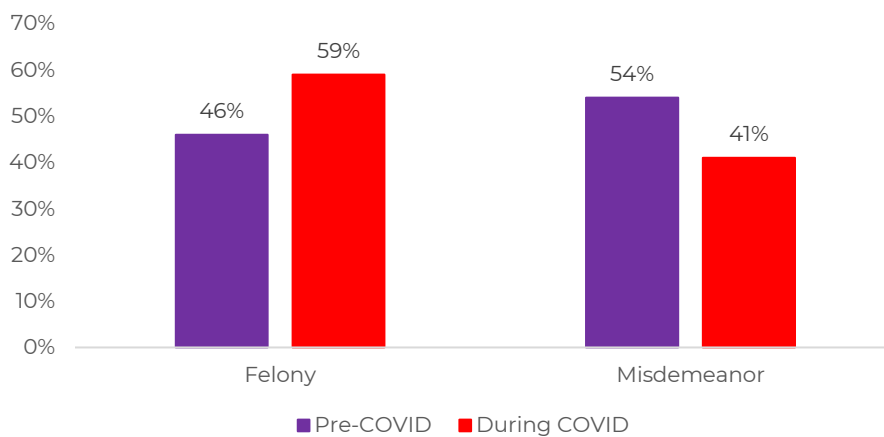
Figure 16
TYPE OF MOST SERIOUS BOOKING CHARGE IN SAN DIEGO COUNTY JAILS PRE- AND DURING PANDEMIC
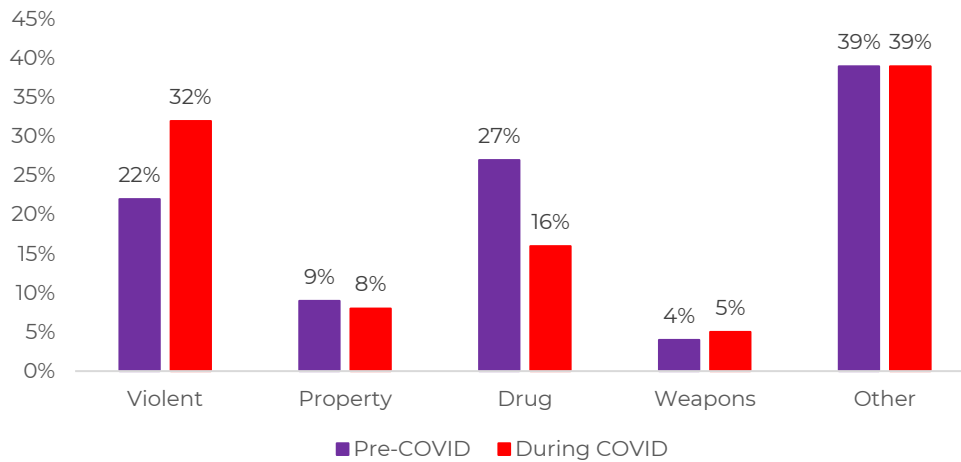
SOURCE: SANDAG; San Diego County Multi-Agency Interface

Most Common Booking Charges Pre-COVID and During COVID

To better understand how common booking charges may have fluctuated during the pandemic, an analysis of the 20 most common charges listed on all booking records were compared pre-COVID and during COVID (Table 3). It should be noted that these top 20 charges represented the vast majority of bookings both pre-COVID and during the pandemic (80% of booking records in the Sheriff's system pre-COVID and 78% during COVID).[4]

Some takeaways from Table 3 include:

- the most frequent charge both pre-COVID and during the pandemic is PC 647(f), public intoxication from alcohol or other drugs (12% of bookings pre-COVID and 13% during COVID);

- 8 of these 20 charges are somehow directly related to alcohol/drugs, 6 to a violent offense, 3 to a property offense, and 3 a violation of supervision; and

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[4] Please note that each booking may be connected to multiple arrests and each arrest may list more than 70 unique charge codes.

- the charges with the greatest change pre-COVID to during COVID was for HS 11377(a), possession of a non-narcotic substance, which decreased from 12% to 2%.

Table 3 20 MOST COMMON SAN DIEGO COUNTY BOOKING CHARGES PRE-COVID AND DURING COVID (PERCENT OF TOTAL BOOKINGS WITH CHARGE LISTED)		
	Pre-COVID	During COVID
Disorderly conduct involving drugs or alcohol - PC 647(f)	12%	13%
Possession of non-narcotic substance - HS 11377(a)	12%	2%
DUI alcohol/drugs - VC 23152(a)	10%	12%
Domestic violence - PC 273.5(a)	5%	9%
Battery on spouse/Ex/Date - PC 2430	5%	7%
Under the influence of controlled substance - HS 11550(a)	5%	6%
Flash incarceration – PC 3453(q)	4%	6%
Violation of parole – PC 3056	4%	4%
Possession of narcotic substance – HS 11350(a)	3%	1%
Burglary - PC 459	2%	3%
Assault with a deadly weapon – PC 245(a)(1)	2%	3%
Violation order for domestic violence – PC 273.6(a)	2%	3%
Vehicle theft – VC 10851(a)	2%	2%
Possession of controlled substance for sale – HS 11378	2%	2%
Probation violation – PC 1203.2(a)	2%	1%
Obstruct/resist police officer – PC 148(a)(1)	2%	<1%
Vandalism over $400 – PC 594(a)(b)(1)	1%	3%
Assault with force – PC 245(a)(4)	1%	1%
Possession of drug paraphernalia – HS 11364	1%	1%
DUI Alcohol – VC 23152(b)	1%	1%
SOURCE: SANDAG; San Diego County Multi-Agency Interface		

Characteristics of Individuals Booked into Local Jails

In terms of demographic characteristics, Table 4 presents the gender, age, and racial/ethnic distribution of individuals booked into jail pre-pandemic and during the pandemic. As this table shows, there were slightly fewer females booked during the pandemic, compared to pre-pandemic, the median age was slightly lower, and when measured as a percentage of total persons booked by race, a greater percentage of non-White (Black and Hispanic) were booked into jail during COVID.

For context, current estimates are that Whites make up 46% of the region's population, Hispanics 34%, Asians/Pacific Islanders 11%, Blacks 5%, and other ethnicities 1%[5]. It should also be noted that 18% of individuals booked pre-COVID and 19% during COVID were transition age youth (between the ages of 18 and 25), a population of interest as indicated by the Board of Supervisors.

Table 4 DEMOGRAPHIC CHARACTERISTICS OF INDIVIDUALS BOOKED INTO SAN DIEGO CONTY JAILS		
	Pre-COVID	**During COVID**
Gender		
Male	75%	77%
Female	25%	23%
Age		
Mean (SD)	36.53 (12.52)	36.00 (12.21)
Median	34.00	33.00
Range	17 - 92	18-89
Race/Ethnicity		
White	41%	37%
Black	15%	16%
Hispanic	38%	41%
Asian/Pacific Islander	2%	2%
Other	4%	4%
SOURCE: SANDAG; San Diego County Multi-Agency Interface		

Where Individuals who were Booked were Arrested

Another component of this research question was understanding where the individuals who are booked into local jails were arrested, to better understand variation in arrest patterns around the County. Unfortunately, efforts to place arrest locations on a map pre-COVID and during COVID were not successful. Almost two-thirds (64%) of the addresses for arrest locations in the Sheriff's Booking Database were unable to be mapped due to missing information or data entry challenges. In lieu of booking data, future efforts will involve analyzing arrest from an alternate database (Automated Regional Justice Information System or ARJIS) with a more robust geographic set of indicators for arrest location for future publications.

For this report, arrests by agency were compiled to provide an overview of which agencies may or may not have changed their efforts during COVID. Table 5 shows a

[5] SANDAG, 2020 Annual Population Estimates, Retrieved: April 7, 2021

summary of the percent of total bookings completed by each local agency pre-COVID and during COVID. The San Diego Police Department and San Diego County Sheriff's Department, the two largest agencies in the County, completed the largest share of bookings both before and during COVID, with roughly 59 percent of bookings completed by these two agencies pre-pandemic and 56 percent post pandemic. Other local agencies represented from <1% to 7% of bookings and no agency had more than a 2% change across the two time periods. The California Highway Patrol represented 6% of all bookings in both time periods and other agencies not shown (including state and federal) represented 7% and 8%, respectively.

Table 5 PROPORTION OF ADULT BOOKINGS BY AGENCY BEFORE AND DURING COVID		
	Pre-COVID	**During COVID**
Carlsbad Police Department	2%	3%
Coronado Police Department	<1%	<1%
Chula Vista Police Department	3%	4%
El Cajon Police Department	3%	5%
Escondido Police Department	5%	7%
Harbor Police Department	1%	1%
La Mesa Police Department	3%	2%
National City Police Department	2%	2%
Oceanside Police Department	5%	5%
San Diego Police Department	32%	31%
San Diego County Probation Department	2%	1%
San Diego County Sheriff's Department	27%	25%
California Highway Patrol	6%	6%
Other Agencies	7%	8%
Note: Percentages may not add to 100% due to rounding and when bookings listed more than one agency on arrest sub-records. SOURCE: SANDAG; San Diego County Multi-Agency Interface		

Needs of Individuals Booked Pre-COVID and During COVID

Finally, the last part of this research question pertains to the needs of individuals booked into local jails in terms of housing status, substance use, and mental health, both pre-COVID and during COVID. Unfortunately, these data were not reliably available for this analysis, either because they could not be shared due to client protections of health-related information or because they were not captured specifically in any of the data systems. For example, while the descriptive of being homeless or housing unstable would seem to be something that would be available,

it is not. There are different definitions of what might constitute being homeless or housing unstable, and there may be contradictory information across multiple systems and variables. However, the researchers were able to compile some data that speaks to mental health needs as described below, and regarding other needs from another study (that is described in a following section). In addition, as this project continues, efforts will continue to examine the availability of other sources of information, such as needs assessment data from a sample of the total population of those who have been under formal probation supervision.

The area of interest that could be tracked in some way related to mental health needs of individuals in Sheriff's custody in local jails. These data were not available in the Multi-Agency Interface (MAI) due to HIPAA (Health Insurance Portability and Accountability Act) constraints for individual level information, but rather were provided by the Sheriff's Department as data submitted to the Board of State and Community Corrections (BSCC). Four measures of the mental health needs of incarcerated individuals were available, including the number of mental health cases open on the last day of the month, the number of new mental health cases that were opened during the month, the number of incarcerated individuals on the last day of the month who were receiving psychotropic medication, and the average number of incarcerated individuals assigned to mental health beds. These data are described over the series of four figures that follow. When interpreting these numbers, it is important to note that these are actual numbers, and do not necessarily reflect the percent of the jail population that were documented as having a mental health need or receiving a mental health service. That is, the decrease in numbers pre-COVID and during COVID for all four measures were generally smaller, than the decrease in the jail population overall, and could reflect capacity.

Figure 17 presents a snapshot of the number of mental health cases open on the last day of the month. This variable is operationalized as the number of patients having a face-to-face encounter with a mental health provider at any time during their detention. As this figure shows, the monthly average pre-COVID was 2,594, with monthly figures ranging from 1,221 to 4,613. This number spiked in March 2020 to 4,867, but then dropped to 2,068 by June 2020, varying from 2,101 to 2,595 through September 2021.[6] The monthly mean number of health cases during COVID was 2,334, 10% lower than the average pre-COVID. It should be noted that the number of bookings during the same time period decreased by 42%.

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[6] Data for BSCC Mental Health Indicators were only available through September 2021 at the time of this report.

Figure 17
NUMBER OF MENTAL HEALTH CASES OPEN ON THE LAST DAY OF THE MONTH
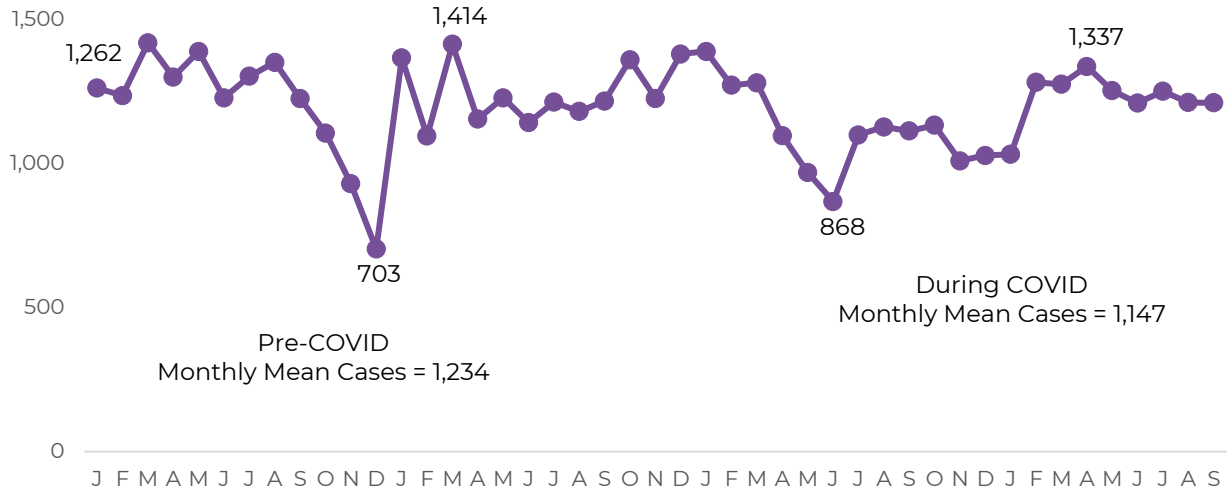**JANUARY 2018 – SEPTEMBER 2021**
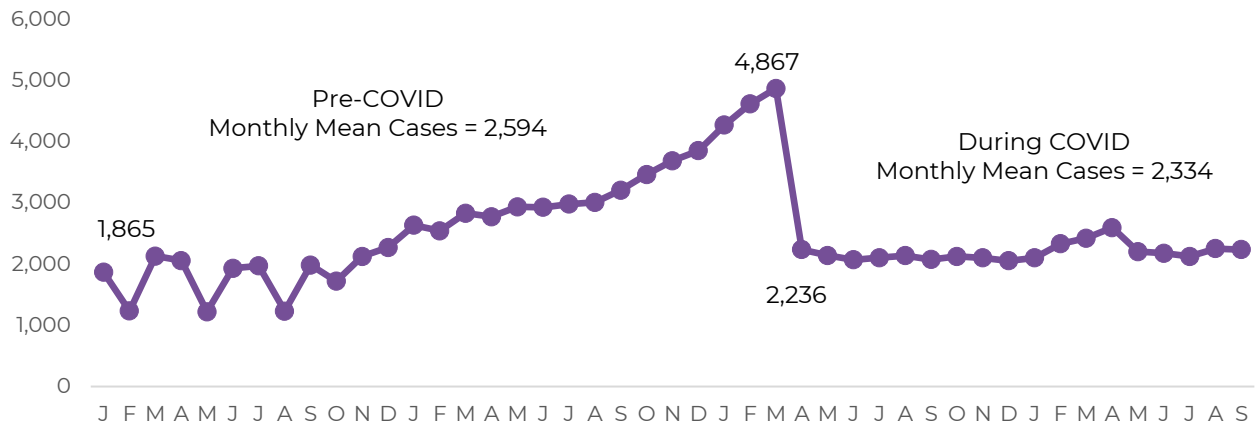
SOURCE: SANDAG; Board of State and Community Corrections, Jail Profile Survey, Agency: San Diego Sheriff's Department, Accessed: 3/29/2022

Figure 18 presents the number of new mental health cases that were opened during the month. This variable is inclusive of the number of patients that were scheduled and seen by a mental health provider (e.g., psychiatrist) and includes the number of mental health patients that only had their psychological records reviewed or medication renewed by a psychiatrist or nurse practitioner in the jail. As this figure shows, the monthly average pre-COVID was 1,234, with monthly figures ranging from 703 to 1,414. This mean dropped to 1,147 during COVID, a 7% decrease.

 Figure 19 presents the number of incarcerated individuals receiving psychotropic medication on the last day of each month. As this figure shows, the monthly average pre-COVID was 1,402 incarcerated individuals, varying between a low of 1,211 and a high of 1,557 in February 2020, just prior to COVID. During COVID, the number steadily decreased to a low of 1,320 in June 2020, but was back over 1,500 in February and March 2021, helping to bring the average to 1,414 during COVID, slightly higher than the pre-COVID time period (an increase of <1%). However, given that the jail population itself decreased over this same time period, this slight increase is important to note.

Figure 18
NUMBER OF NEW MENTAL HEALTH CASES THAT WERE OPENED DURING THE MONTH, JANUARY 2018 – SEPTEMBER 2021

SOURCE: Board of State and Community Corrections, Jail Profile Survey, Agency: San Diego Sheriff's Department, Accessed: 3/29/2022

Figure 19
NUMBER OF INCARCERATED INDIVIDUALS RECEIVING PSYCHOTROPIC MEDICATION
JANUARY 2018 – SEPTEMBER 2021
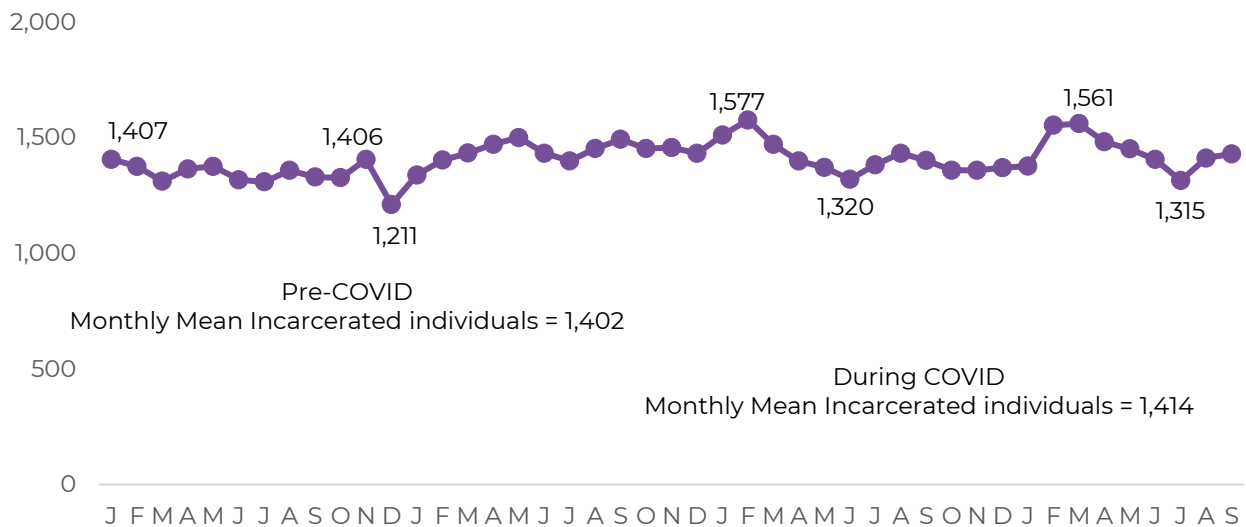
SOURCE: Board of State and Community Corrections, Jail Profile Survey, Agency: San Diego Sheriff's Department, Accessed: 3/29/2022

Figure 20 presents the number of incarcerated individuals assigned to mental health beds on the last day of each month. As this figure shows, the monthly average pre-COVID was 38 and ranged from 29 to 46. The monthly average during COVID decreased 8% to 33, but dropped from 35 in April 2021 to a low of 23 in July 2021.

Figure 20
AVERAGE NUMBER OF INCARCERATED INDIVIDUALS ASSIGNED TO MENTAL HEALTH BEDS
JANUARY 2018 – SEPTEMBER 2021

SOURCE: Board of State and Community Corrections, Jail Profile Survey, Agency: San Diego Sheriff's Department, Accessed: 3/29/2022
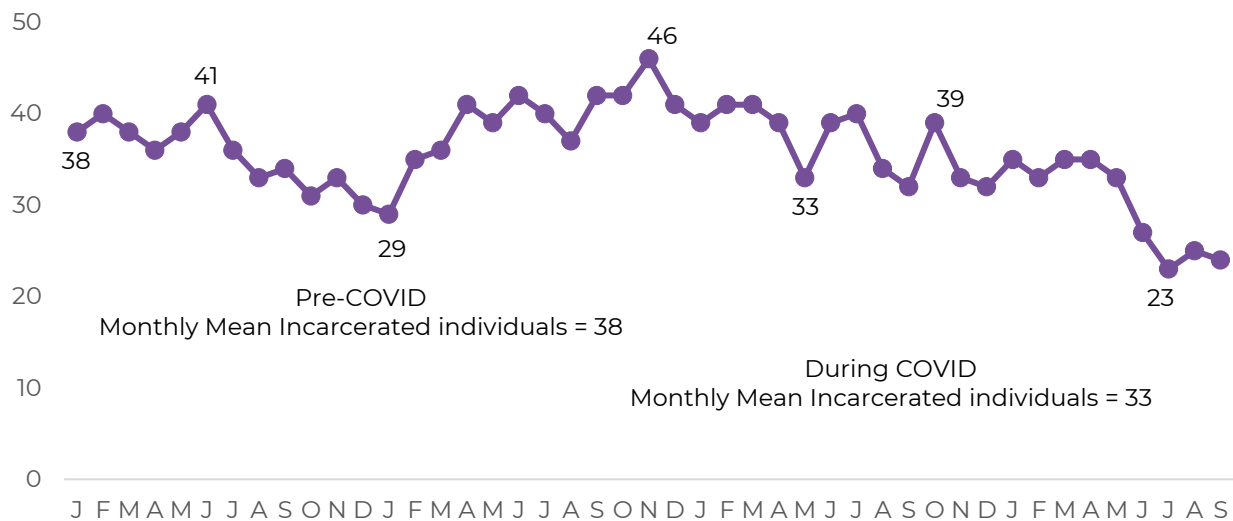
> **Project Goal 1, Question 2:**
> **How did the proportion of the jail population that was detained pretrial status, sentenced, or in custody on supervision violations, holds, or other statuses vary over time and by race/ethnicity? (SOW 3.5.2)**

Booking Status over Time

This research question presented several data challenges. An individual's status within the San Diego County jail system can change daily or even multiple times per day because of different events from the Court and/or the jail (e.g., another case becoming tied to the individual, the case moving through the system). Additionally, the data values that speak to an offender's status within the Sheriff's Booking system are transient data fields, meaning they are constantly updated as statuses change. As a result, it is impossible to reconstruct an individual's status within San Diego County jails retroactively, or to determine how status varied by race/ethnicity.

To complicate matters further, the same individual within San Diego County jails could maintain multiple statuses at one time. For example, an offender in San Diego County jails could have a sentenced status for the original offense he/she/they were arrested for, and be awaiting trial for another crime simultaneously, and therefore be on a detained pretrial status, and a special hold within custody due to a warrant for a second arrest. In summary, this an extremely complex set of data values to investigate and this report takes a multi-pronged exploratory approach to document the available data on this topic. This analysis may be changed or updated as new data and information becomes available.

First, BSCC Jail Profile Survey indictors were analyzed to see how the proportion of sentenced versus unsentenced offenders changed before and during COVID. Figures 21 and 22 highlight the average monthly number of sentenced, unsentenced, total felony and total misdemeanor offenders being housed in County Sheriff's Department Jail Facilities from 2018 to 2021. In these figures, "sentenced" incarcerated individuals are those who have been sentenced on all charges pending and are no longer on trial and "non-sentenced" incarcerated individuals are incarcerated individuals who still have one or more charges pending. For example, if an inmate has been sentenced on three charges, but is still being tried on a fourth charge, he/she/they are placed into the unsentenced category. It should be noted that monthly averages are calculated based on daily snapshot totals for all seven San Diego County Sheriff's facilities and these counts do not include those in alternative custody program populations or those participating in the Sheriff's Department County Parole and Alternative Custody (CPAC) programs.

As Figures 21 and 22 show, the average monthly population of both felony incarcerated individuals and misdemeanor incarcerated individuals declined significantly during COVID, with the largest decrease occurring between February and May 2020, with these decreases staying fairly consistent through 2021. In terms of sentenced individuals, the average number of sentenced felony incarcerated individuals housed in jails dropped 47% (2,339 pre-COVID versus 1,249 during COVID) and sentenced misdemeanor incarcerated individuals dropped even more drastically (-88%) from an average of 275 per month down to 33 per month. Unsentenced individuals remained more, constant especially in the felony category, going from an average of 2,704 pre-COVID to 2,556 during COVID (-5%), while in the misdemeanor category, the monthly average declined by 59% (dropping from 250 to 103).

Figure 21
AVERAGE NUMBER OF FELONY INCARCERATED INDIVIDUALS (SENTENCED, UNSENTENCED AND TOTAL BY MONTH) JANUARY 2018 – DECEMBER 2021

During COVID
Avg Unsentenced = 2,556
Avg Sentenced = 1,249
Avg Felony Incarcerated individuals = 3,805

Pre-COVID
Avg Unsentenced = 2,704
Avg Sentenced = 2,339
Avg Felony Incarcerated individuals = 5,043

- (Avg number of felony inmates) Unsentenced
- (Avg number of felony inmates) Sentenced
- (Avg number of felony inmates) Total
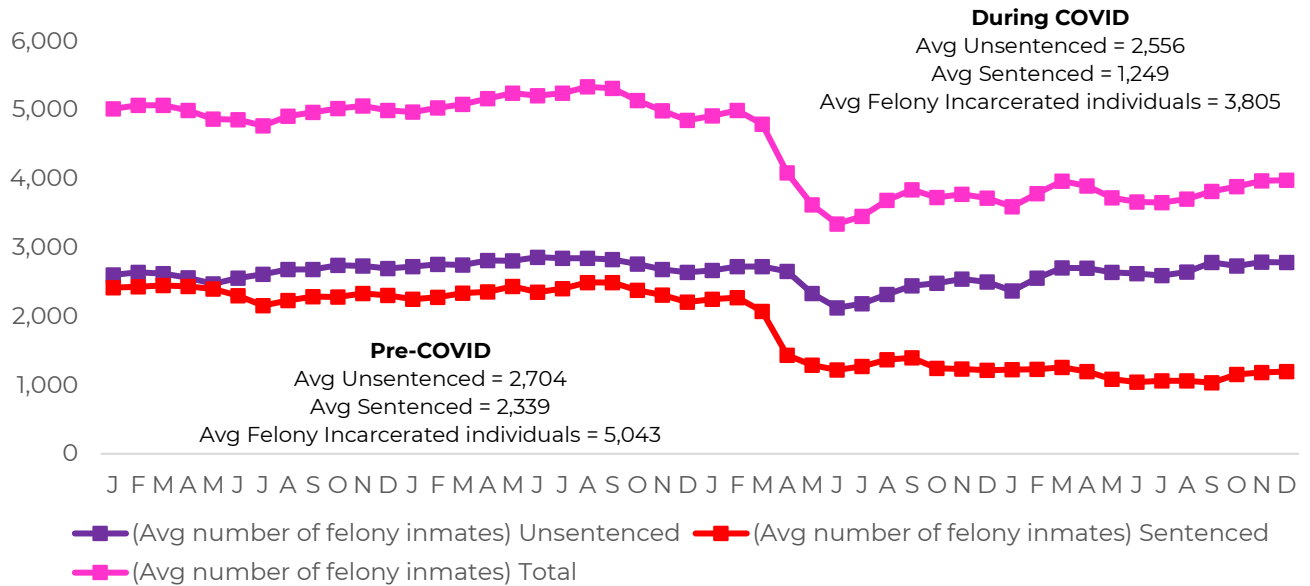
Figure 22
AVERAGE NUMBER OF MISDEMEANOR INCARCERATED INDIVIDUALS (SENTENCED, UNSENTENCED AND TOTAL BY MONTH) JANUARY 2018 – DECEMBER 2021

Pre-COVID
Avg Unsentenced = 250
Avg Sentenced = 275
Avg Misd Incarcerated individuals = 525

During COVID
Avg Unsentenced = 103
Avg Sentenced = 33
Avg Misd Incarcerated individuals = 136

- (Avg number of misdemeanor inmates) Unsentenced
- (Avg number of misdemeanor inmates) Sentenced
- (Avg number of misdemeanor inmates) Total
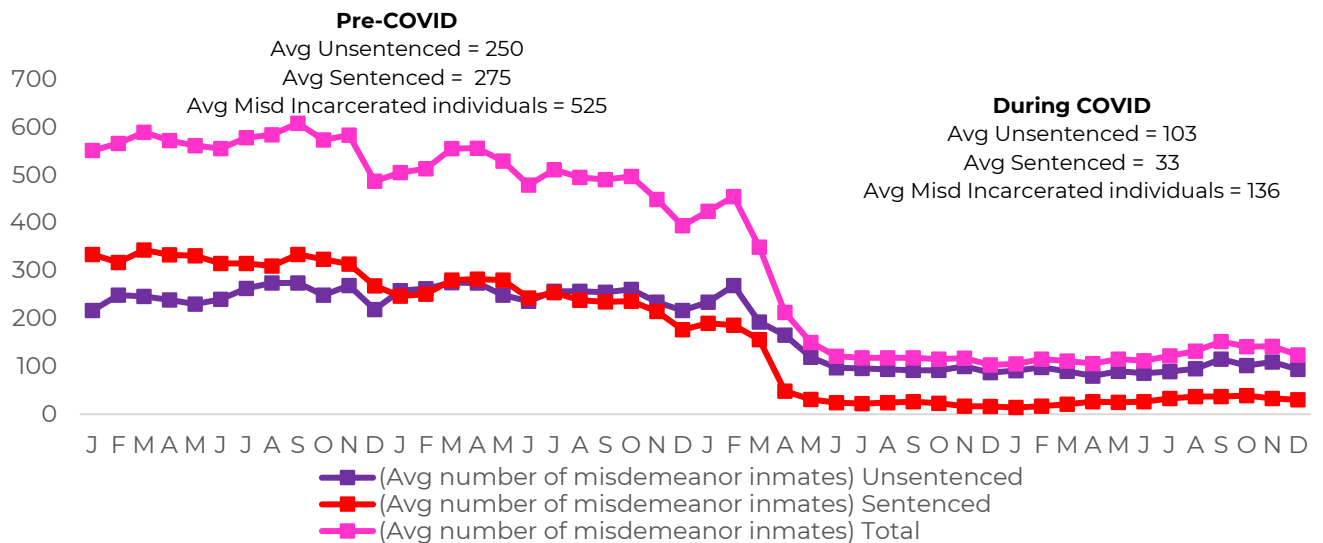
SOURCE: SANDAG; Board of State and Community Corrections, Jail Profile Survey, Agency: San Diego Sheriff's Department, Accessed: 3/29/2022

The next data analyzed were booking status related to those in custody because of some type of violation under community supervision. As Table 6 shows, 13% of all bookings pre-COVID and during COVID were related to some type of violation of the conditions of supervision, including violations of state parole and violations of Post-Release Community Supervision (PRCS),[7] with little variation proportionately across the two time periods.

Type of Supervision Violation	Pre-COVID	During COVID
Table 6 **PROBATION VIOLATIONS PRE-COVID AN DURING COVID AS A PROPORTION OF TOTAL BOOKINGS**		
Violation of State Parole	8,772 (5%)	4,585 (5%)
Violation of Probation (Post-Release Community Supervision)	8,023 (5%)	5,329 (6%)
Violation of Probation (Probation Revocation)	5,247 (3%)	1,272 (2%)
Violation of County Parole	12 (<1%)	3 (<1%)
All Supervision Violations (Percent of Total Bookings)	22,054 (13%)	11,189 (13%)
SOURCE: SANDAG; San Diego County Multi-Agency Interface		

The final booking status data related to individuals who are booked because of a hold or warrant. In these types of situations, an individual has some written directive associated with him/her/them that directs a law enforcement officer to arrest the individual if contact is made. As Table 7 shows, a smaller percentage of individuals were booked on a hold/warrant during COVID (21%), compared to pre-COVID (29%), which was driven primarily by a reduction in the number/percentage of warrants issued outside of San Diego County Municipal Court Division.

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[7] PRCS individuals are those released from State custody to local supervision in the community by probation, who prior to AB 109, would have been under parole supervision.

Table 7
IN-CUSTODY HOLDS AND WARRANTS PRE-COVID AND DURING COVID AS A PROPORTION OF TOTAL BOOKINGS

Warrant/Hold Type	Pre-COVID	During COVID
Warrants Issued Outside San Diego County Municipal Court Division	30,177 (17%)	7,216 (9%)
Superior Court Warrant	15,466 (9%)	6,694 (8%)
Out of County Warranty (Warrant from another county)	2,579 (1%)	2,399 (3%)
Fugitive Warrant (Warrant from another state)	1,087 (1%)	846 (1%)
Juvenile Warrant (Warrant from Juvenile Court)	299 (<1%)	70 (<1%)
Commit Warrant (No Bail Warrant)	267 (<1%)	39 (<1%)
TOTAL PERCENT OF ALL BOOKINGS	49,875 (29%)	17,264 (21%)

SOURCE: SANDAG; San Diego County Multi-Agency Interface

Project Goal 1, Research Question 3
How did the length of detention vary over time and by other factors available for analysis (e.g., booking charge, booking reason, mental health status, and race/ethnicity)? (SOW 3.5.3)
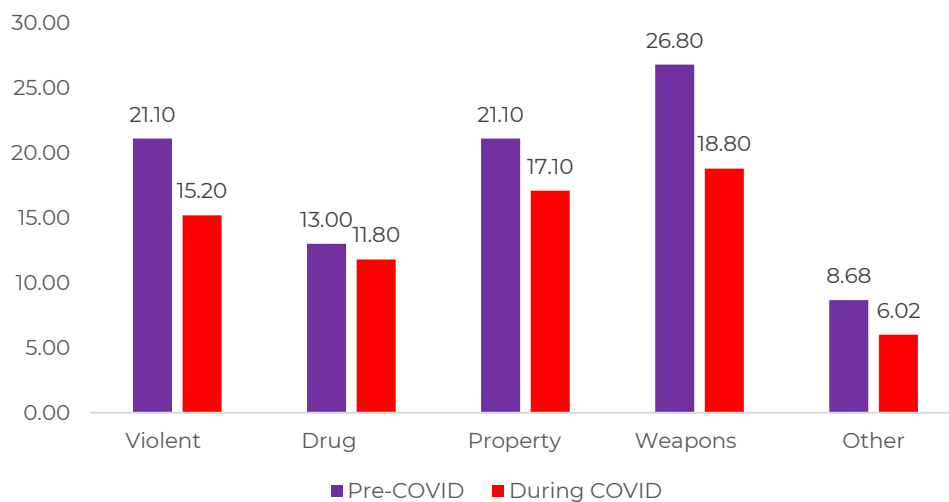
Length of Stay

This analysis required several key data decisions to capture the most relevant outcomes. Bookings can be connected to several arrests, each with multiple charges, which may have different lengths of stay attached to those sub-records. As a result, this evaluation analyzed the length of stay for unique bookings based on the highest or most serious charge listed on the booking to capture how long individuals remained in jail for their most serious charge. For this analysis to be run with complete data, bookings with no release dates listed were not included in the final analysis as those records did not have an end date for their stay, and those individuals are presumably still in custody. Similarly, bookings with a length of stay that were two standard deviations greater than the mean were eliminated from this analysis as they are assumed to be outliers based on feedback received from database specialists and subject matter experts. As a result, bookings with a length

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of stay greater than the 166-day threshold were removed from these tables summarizing the averages below, as those lengths of stay could not be verified as true or correct data points.

As Figures 23 through 26 show, the mean length of detention in days varied by charge type, as well as by gender, age, and race/ethnicity. In addition, for all analyses, the mean length of detention decreased pre-COVID to during COVID. Although not shown, it should also be noted that a greater percentage of individuals spent less than one full day in detention during COVID (29%), compared to pre-COVID (23%).

Additional analyses regarding how booking charge may be related to an individual's gender, age, and race/ethnicity are being conducted and these results will be included in the next interim report.[8]

Figure 23
MEAN LENGTH OF STAY IN DAYS BY HIGHEST BOOKING CHARGE TYPE PRE-COVID AND DURING COVID

SOURCE: SANDAG; San Diego County Multi-Agency Interface

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[8] Generating average length of stay by mental health status, though included in the original scope of work for this project, will not be possible to due lack of information on this type of status in the Sheriff's Booking System. All sensitive health information for incarcerated individuals is stored in a separate HIPAA compliant database which cannot be accessed for the purposes of this research.

Figure 24
MEAN LENGTH OF STAY (IN DAYS) BY GENDER PRE-COVID AND DURING COVID

■ Male ■ Female

SOURCE: SANDAG; San Diego County Multi-Agency Interface

Figure 25
MEAN LENGTH OF STAY (IN DAYS) BY AGE GROUP PRE-COVID AND DURING COVID

■ Pre-COVID ■ During COVID
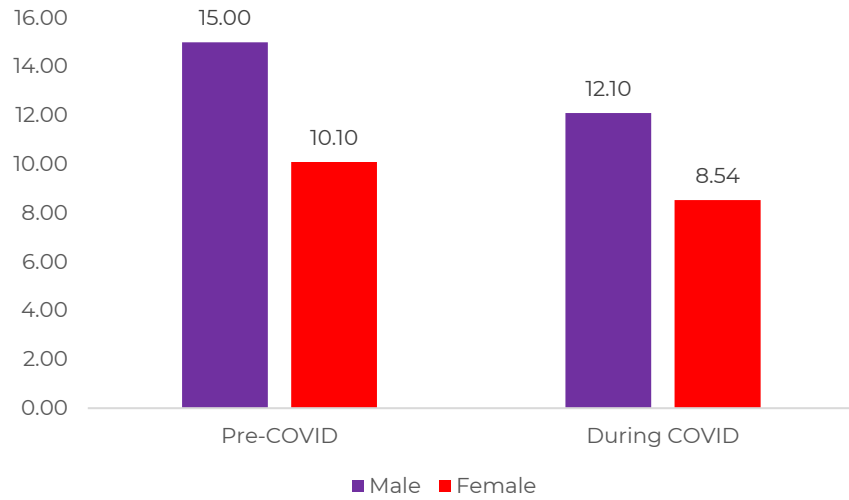
SOURCE: SANDAG; San Diego County Multi-Agency Interface

Figure 26
MEAN LENGTH OF STAY IN DAYS BY RACE/ETHNICITY PRE-COVID AND DURING COVID
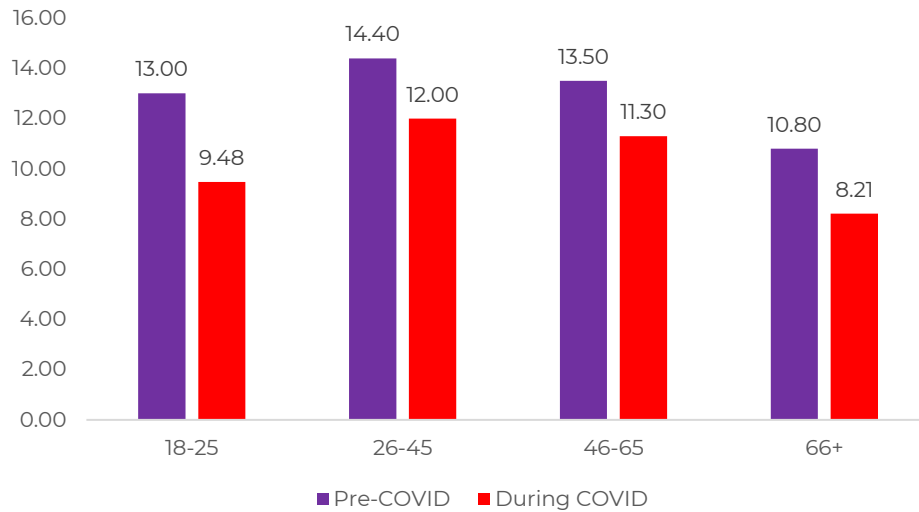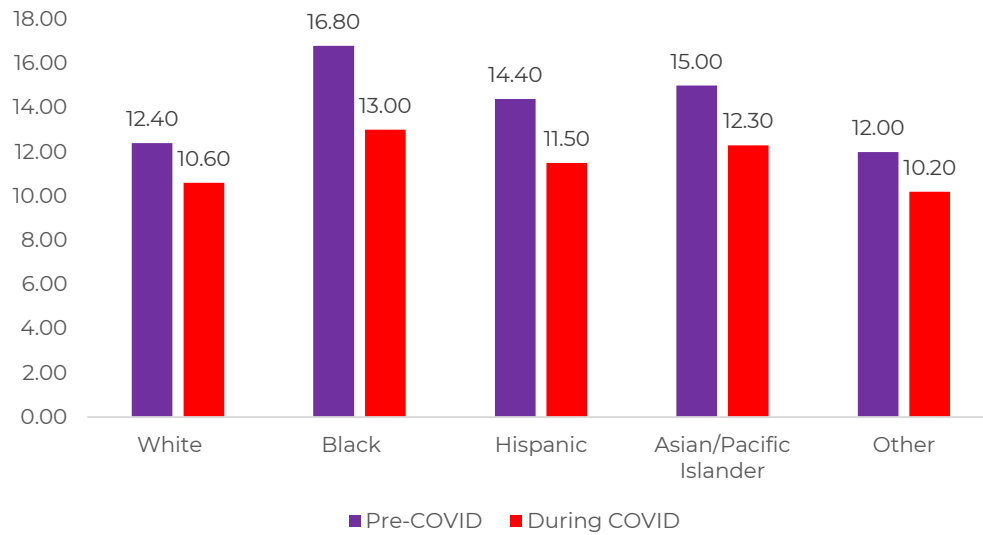

SOURCE: SANDAG; San Diego County Multi-Agency Interface

Needs of Justice-Involved Individuals

As previously described, there were limitations to the data that were available in the MAI and could be linked with other justice system details. To supplement the information already provided, this section provides data released in 2021 from interviews conducted with a sample of individuals arrested and booked into local detention facilities in calendar year 2020 through a project entitled Substance Abuse Monitoring (SAM) that have previously been published online. As part of this project, individuals who consent to participate in this anonymous and confidential interview are asked questions regarding their needs, substance use history, mental health history, and housing status, as well as to provide a urine sample for drug testing that cannot be tied back to them as individual. These data that were previously published were reexamined to provide as much additional data regarding differences in these needs as a function of the individual's race/ethnicity, highest booking charge level, and highest booking charge type.

| Project Goal 1, Research Question 4 |
| :---: |
| **What are the assessed mental and behavioral health needs (including substance use and mental health acuity level) of individuals in custody and how have they varied over time, by booking charge, booking reason, and race/ethnicity? (SOW 3.5.3)** |

Substance Use

As Figure 27 shows, the majority of both adult and female arrestees booked into jail test positive for at least one drug (marijuana, methamphetamine, opiates, cocaine/crack, or PCP), with 82% of the sample of adult males booked positive in 2020, up from 79% in 2019, compared to 67% of the adult females (down from 82% in 2019). The most common drug for adult arrestees is meth, with around one in every two adult arrestees positive for it in 2020 (Figure 28).

Additional analyses by the level or type of the highest booking charge and type reveals that there is no significant difference in the percent of arrestees positive for any drug in 2020, a pattern that is consistent from prior years (not shown). Specifically, 80% of those booked for a felony in 2020 that were interviewed were positive for any drug, compared to 71% of those booked for a misdemeanor. In addition, as Figure 29 shows, across the type of charge, 72% to 83% of those interviewed in local jails were positive for any drug; these differences were not statistically significant.

Finally, there was no significant difference in drug use by an individual's race/ethnicity, with the percent positive for any drug varying from 75% to 84% (Figure 30).

Figure 27

PERCENT OF ADULT MALES AND FEMALES POSITIVE FOR ANY DRUG AT BOOKING AS PART OF THE SAM PROJECT
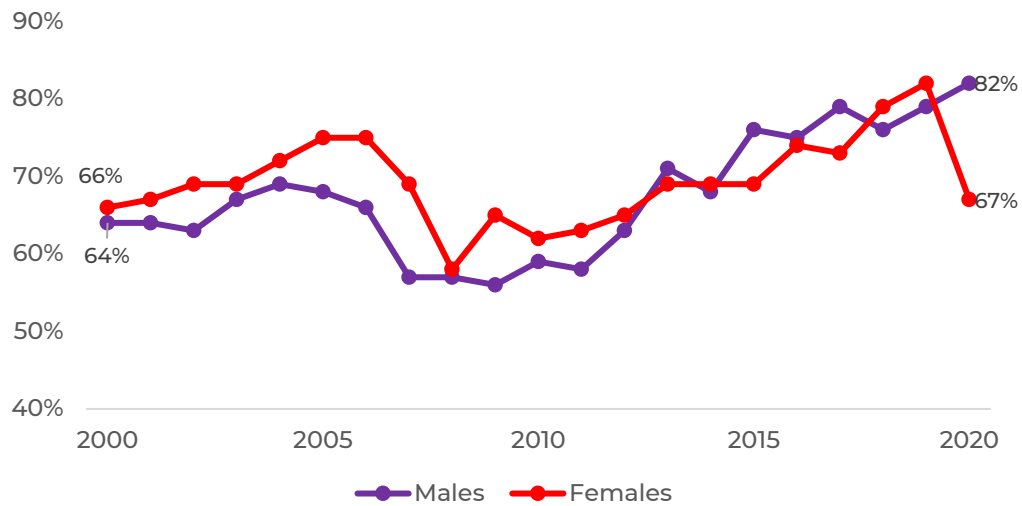
SOURCE: SANDAG

Figure 28

PERCENT OF ADULT MALES AND FEMALES POSITIVE FOR METH AT BOOKING AS PART OF THE SAM PROJECT

SOURCE: SANDAG

44
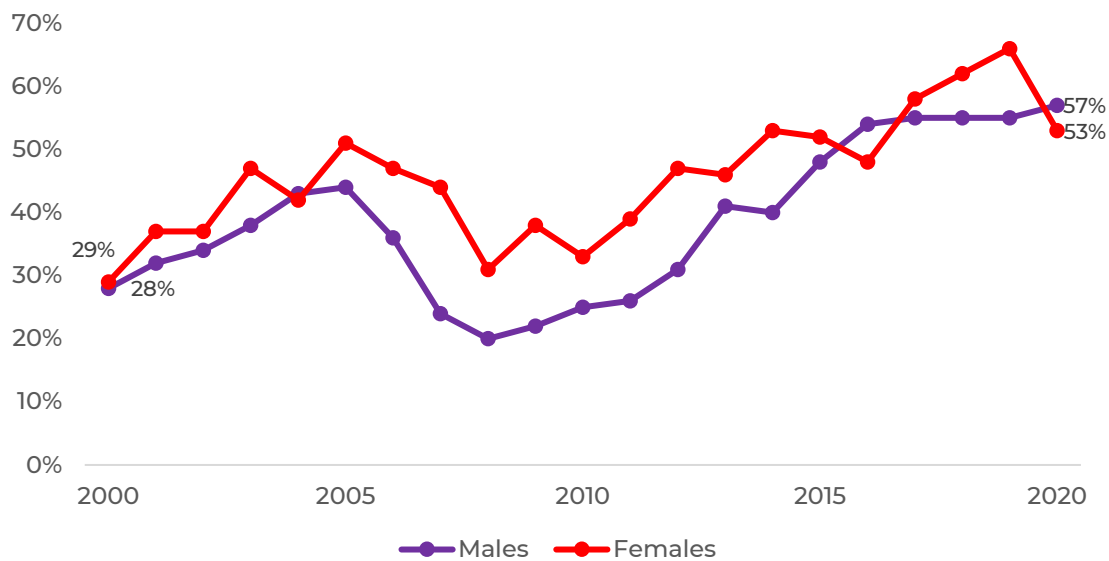
Figure 29

PERCENT OF ADULTS POSITIVE FOR ANY OR MULTIPLE DRUGS AT BOOKING BY TYPE OF HIGHEST CHARGE AS PART OF THE SAM PROJECT, 2020
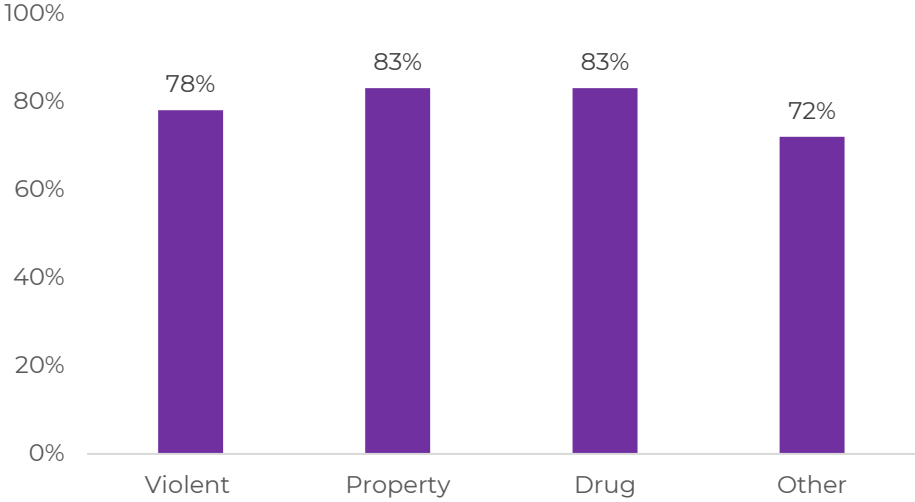
SOURCE: SANDAG

Figure 30

PERCENT OF ADULTS POSITIVE FOR ANY OR MULTIPLE DRUGS AT BOOKING BY RACE/ETHNICITY AS PART OF THE SAM PROJECT, 2020
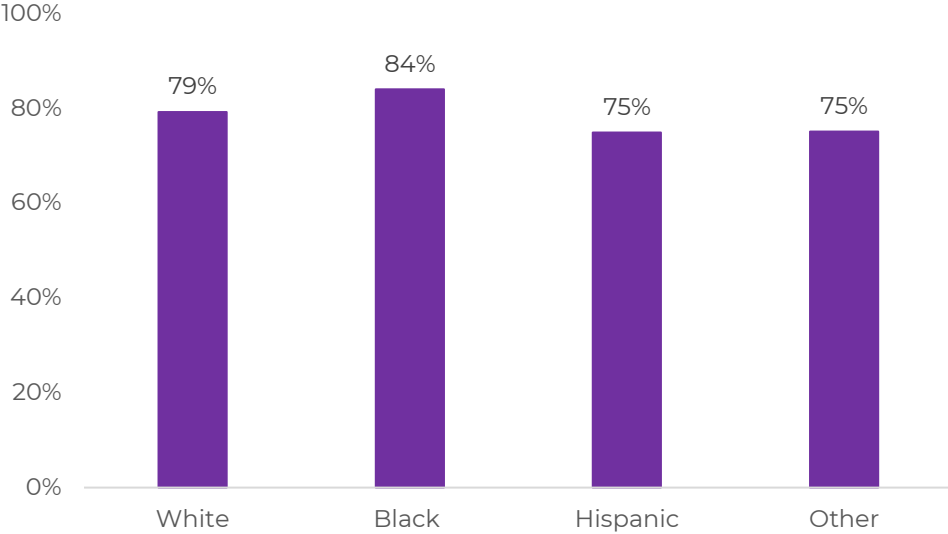
SOURCE: SANDAG

Mental Health

Individuals interviewed as part of the SAM project are asked if they have ever stayed overnight in a mental health facility and if they have ever had a mental health diagnosis. In 2020, around one in three adult arrestees responded affirmatively to these questions (31% had ever stayed overnight and 37% had a mental health diagnosis, overall) (not shown). There was no significant difference in either measure by the level (felony/misdemeanor) of the highest charge (Figure 31), but there was by type of charge for the variable "ever having an overnight stay". Specifically, those with the highest charge for a drug offense were least likely to report this having occurred and those with a violent offense most likely to say it occurred (Figure 32). There was also no significant difference by the individual's race/ethnicity for either mental health indicator (Figure 33).

Figure 31
PERCENT OF ADULTS WITH A MENTAL HEALTH HISTORY BY LEVEL OF HIGHEST CHARGE AS PART OF THE SAM PROJECT, 2020
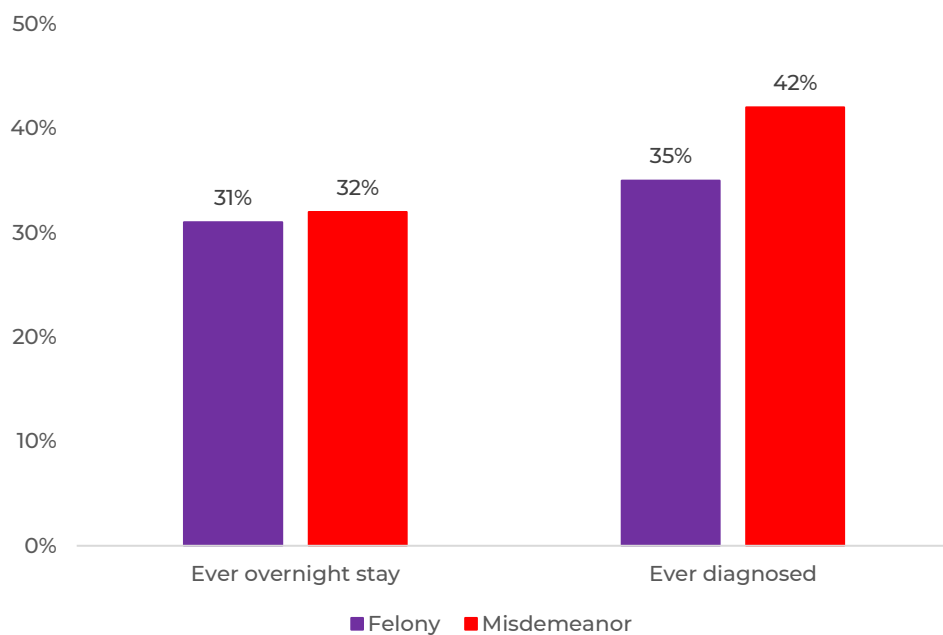
SOURCE: SANDAG

Figure 32

PERCENT OF ADULTS WITH A MENTAL HEALTH HISTORY BY TYPE OF HIGHEST CHARGE, AS PART OF THE SAM PROJECT, 2020
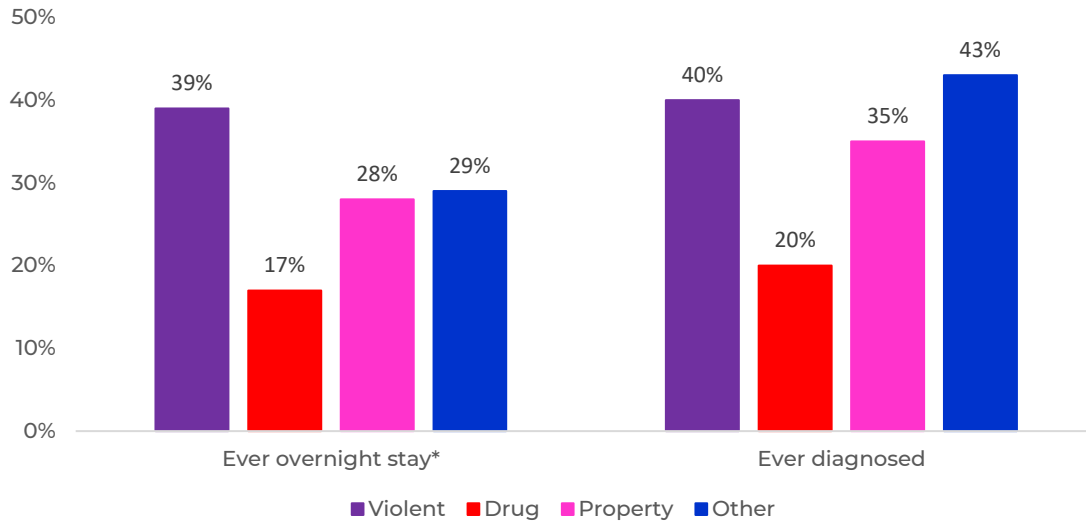
*Significant at p < .05.
SOURCE: SANDAG

Figure 33

PERCENT OF ADULTS WITH A MENTAL HEALTH HISTORY BY RACE/ETHNICITY, AS PART OF THE SAM PROJECT, 2020
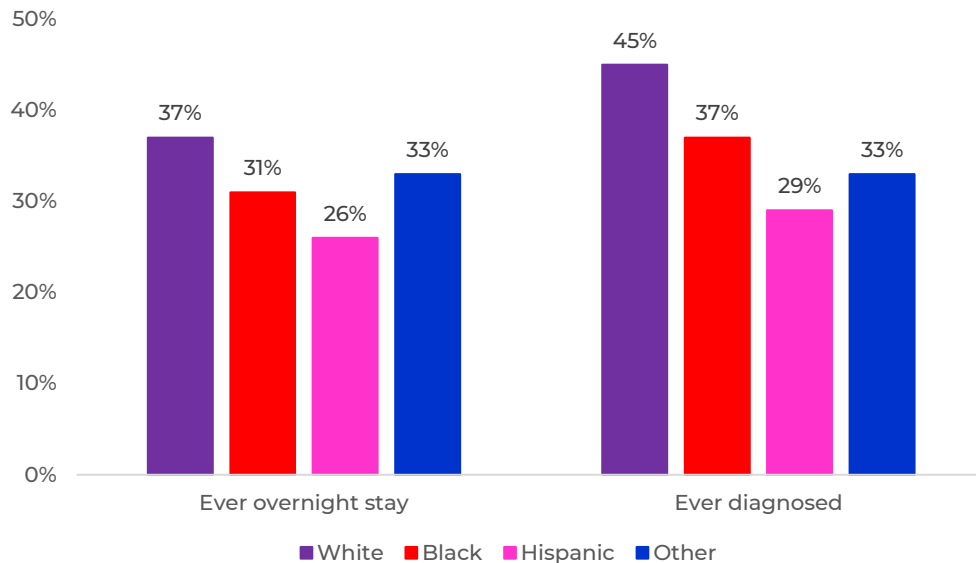
SOURCE: SANDAG

Housing Instability

Individuals interviewed as part of the SAM project are asked both if they have ever been homeless, as well as if they have been primarily homeless in the past 30 days. Individuals are able to determine for themselves if they would describe themselves as homeless. In 2020, 70% of those interviewed reported having ever been homeless and 31% said they were primarily homeless in the 30 days prior to their arrest (and booking).

As the following series of figures show, while there was no statistically significant difference by booking charge level or race on either of these variables (Figures 34 and 36), there was by highest booking charge type. Specifically, those booked with a highest charge for a drug offense were the least likely to report ever being homeless and being homeless recently, and those booked for the most serious offense for a property offense were the most likely (Figure 35).

Figure 34
PERCENT OF ADULTS WITH A HISTORY OF HOUSING INSTABILITY BY HIGHEST BOOKING LEVEL, SAM PROJECT, 2020
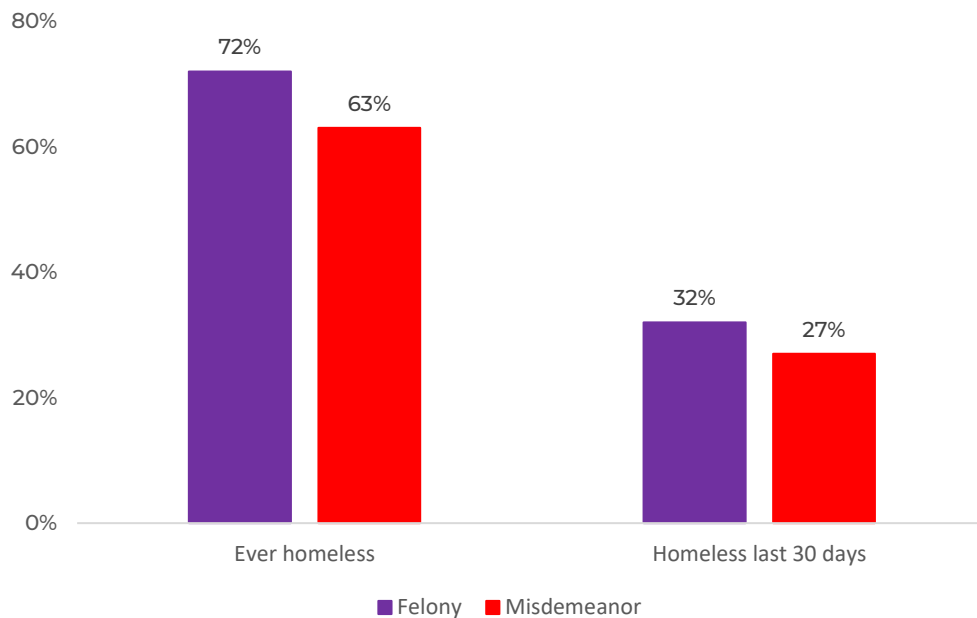
SOURCE: SANDAG

Figure 35
PERCENT OF ADULTS WITH A HISTORY OF HOUSING INSTABILITY BY HIGHEST BOOKING TYPE, SAM PROJECT, 2020
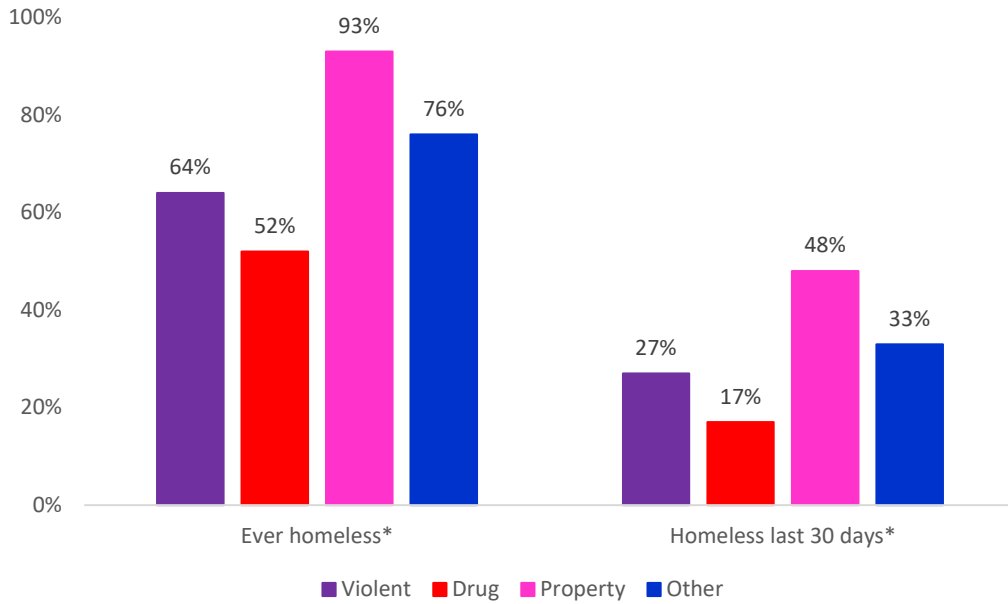
Significant at p < .05.
SOURCE: SANDAG

Figure 36
PERCENT OF ADULTS WITH A HISTORY OF HOUSING INSTABILITY BY RACE/ETHNICITY, SAM PROJECT, 2020

SOURCE: SANDAG

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Services Received by Justice-Involved Individuals

The final research question posed as part of the first research goal for this project related to whether individuals booked into a local jail received county-funded behavioral health services in the 18-month period prior to their first incarceration and if so, how this was related to later justice system involvement. For this report, data were again analyzed for two time periods (pre-COVID which was January 2018 through February 2020 and during COVID which was March 2020 through December 2021) and involved identifying an individual's first booking during that respective time period through Sheriff's data, and then analyzing data from Behavior Health Services (BHS) that included documentation of receiving mental health or substance use treatment. It should be noted that this is a preliminary analysis (that did not include analysis by an individual's race/ethnicity at this point in time), which will be enhanced in future reports. It should also be noted that an individual could be in both samples (pre-COVID and during COVID) and measuring completion of treatment and fidelity of treatment were not part of these analyses. It should also be noted that because these data are updated regularly in the MAI, this analysis is a snapshot in time. In addition, the number of bookings presented here do not correspond with those presented earlier because this analysis included individuals still detained and the analyses regarding length of stay only included those who had been released.
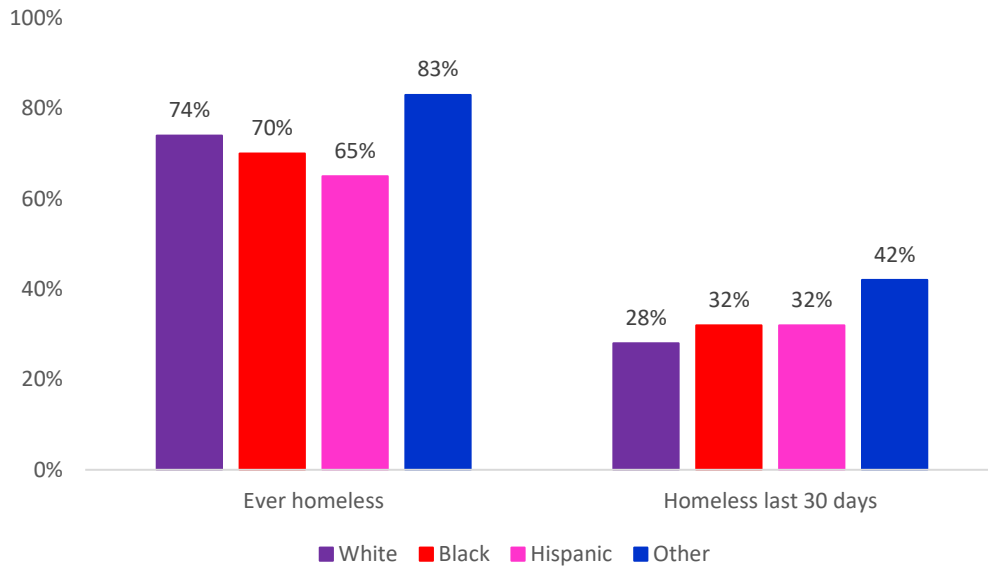
Project Goal 1, Research Question 5

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

Figures 37 and 38 present a summary of the number of individuals and bookings pre-COVID and during COVID, what percentage received County-funded treatment, and of those who received treatment, what type of treatment was received.

Takeaways from these data include:

- the majority of individuals booked into jail both pre-COVID (84%) and during COVID (89%) had *not* received County-funded treatment in the 18 months prior to their first booking in that time period;

- a greater percentage of those booked pre-COVID had a history of receiving County-funded treatment, compared to during COVID;

Figure 37
RECEIPT OF COUNTY-FUNDED TREATMENT IN THE 18-MONTHS PRIOR TO FIRST BOOKING PRE-COVID

```
                                                    ┌─────────────────────────┐
                                                    │ 66% (9,145) mental      │
                                                    │ health treatment        │
                                                    │ only                    │
                                                    └─────────────────────────┘
                            ┌─────────────────────┐
                            │ 16% (13,807)        │ ┌─────────────────────────┐
                            │ received County-    │ │ 20% (2,706)             │
                            │ funded treatment    │ │ substance use           │
                            │ 18 months prior     │ │ treatment only          │
┌───────────────────────┐  └─────────────────────┘ └─────────────────────────┘
│ 87,823 individuals    │
│ booked                │  ┌─────────────────────┐ ┌─────────────────────────┐
│ (214,666 total        │  │ 84% (74,016) no     │ │ 14% (1,956) both        │
│ bookings)             │  │ County-funded       │ │                         │
└───────────────────────┘  │ treatment           │ └─────────────────────────┘
                            └─────────────────────┘
```
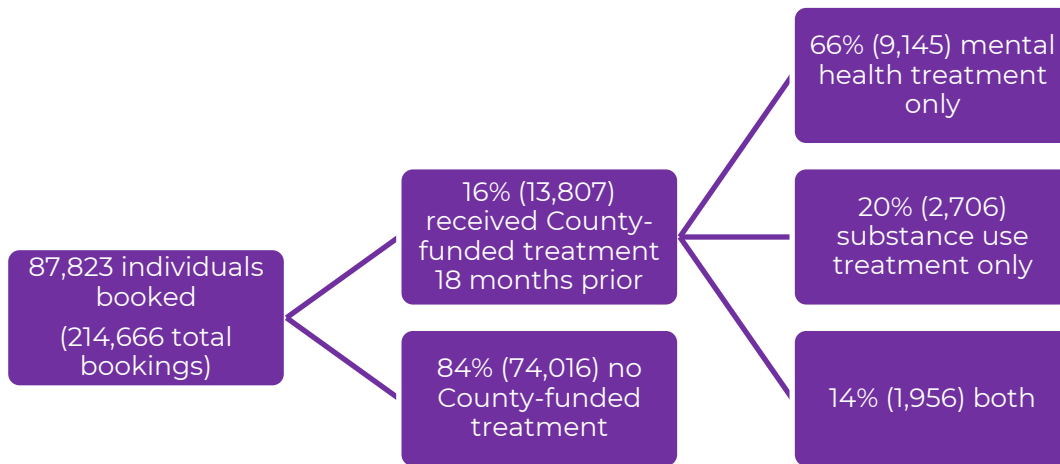
SOURCE: SANDAG; San Diego County Multi-Agency Interface

Figure 38
RECEIPT OF COUNTY-FUNDED TREATMENT IN THE 18-MONTHS PRIOR TO FIRST BOOKING DURING COVID

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                                                    ┌─────────────────────────┐
                                                    │ 79% (2,9443)            │
                                                    │ mental health           │
                                                    │ treatment only          │
                                                    └─────────────────────────┘
                            ┌─────────────────────┐
                            │ 11% (3,729) received│ ┌─────────────────────────┐
                            │ County-funded       │ │ 12% (456) substance     │
                            │ treatment 18        │ │ use treatment only      │
┌───────────────────────┐  │ months prior        │ └─────────────────────────┘
│ 32,457 individuals    │  └─────────────────────┘
│ booked                │  ┌─────────────────────┐ ┌─────────────────────────┐
│ (41,279 total         │  │ 89% (28,728) no     │ │ 9% (330) both           │
│ bookings)             │  │ County-funded       │ │                         │
└───────────────────────┘  │ treatment           │ └─────────────────────────┘
                            └─────────────────────┘
```
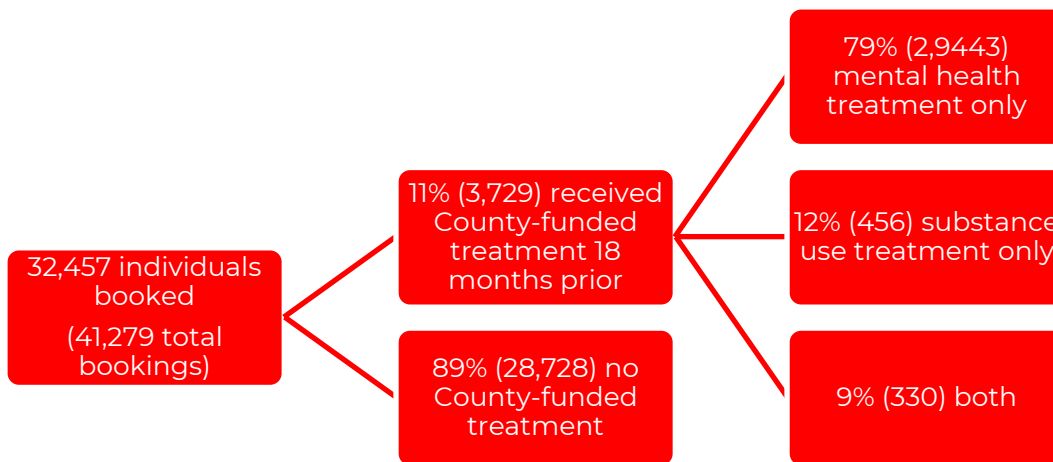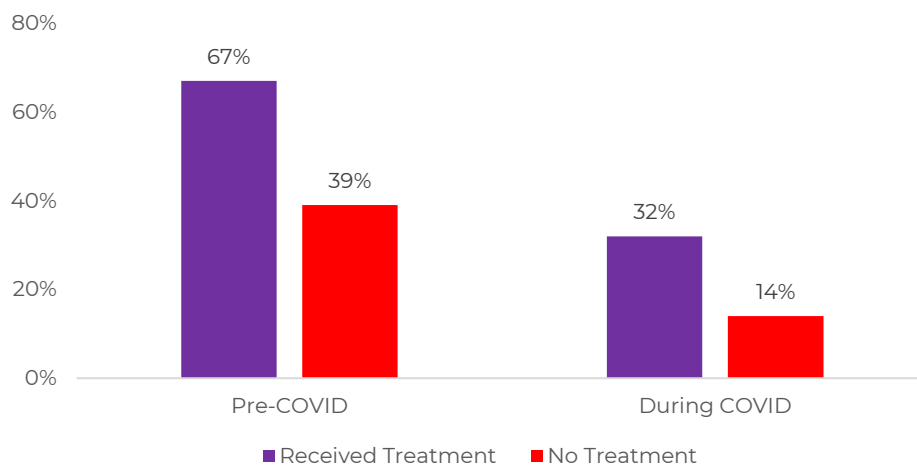
SOURCE: SANDAG; San Diego County Multi-Agency Interface

- for both samples, a greater percentage received mental health treatment,[9] and a smaller percentage received substance use treatment;[10]

- overall, only 13% (11,101 of 87,823) of those booked pre-COVID and 10% (3,273 of 32,457) of those booked during COVID had received mental health treatment in the 18-months prior to their booking; and

- overall, only 5% (4,662 of 87,823 individuals) of those booked pre-COVID and 2% (786 of 32,457 individuals) of those booked during COVID had received substance use treatment in the 18-months prior to their booking.

In terms of how the receipt of prior treatment related to later justice system contact (any time after that first contract in the time period), those who had received treatment were more likely to have more than one booking in the study period, both pre-COVID (67%, versus 39%) and during COVID (32%, versus 14%). It is important to note that while receiving (or not receiving service) is not an indicator of need, it would suggest some relationship regarding need and ongoing justice system contact. Future reports will explore these data to a greater degree to the extent possible, including the type of subsequent booking.

Figure 39
PERCENT OF INDIVIDUALS WHO HAD MORE THAN ONE BOOKING PRE-COVID AND DURING COVID BY RECEIPT OF COUNTY-FUNDED TREATMENT

SOURCE: SANDAG; San Diego County Multi-Agency Interface

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[9] The mean and median number of mental health assignments pre-COVID was 3.97 and 3.00 and 2.94 and 1.00 during COVID.
[10] The mean number of substance use disorder admissions pre-COVID was 1.60 and 1.73 during COVID. The median for both groups was 1.00.

The following timeline summary was initially provided to the County of San Diego as part of its Project Plan and Preliminary Report and has been updated here to reflect progress to date and revisions as necessitated by the availability of data and the inclusion of community feedback.

Table 8	
List of Project Milestones for County ATI Project	
Month/Year	Significant Tasks
April 2022	Held first Advisory Group meeting; met with the Working Group Data Subcommittee; bi-weekly meetings with the County; ensured validity of County MAI data; summarized and shared jail population data analysis that was available; finalized the community survey; updated the community engagement plan
May 2022	Distribute the community survey; determine best way to answer research question 2 questions related to populations of interest that includes a comparison group; meet with the Advisory group, Working Group Data Subcommittee, and the County; begin to analyze community survey results; resolve remaining outstanding data issues; finalize cost-savings analysis plan; conduct population of interest analysis; obtain service data; present to the Board of Supervisors on May 24th
June 2022	Meet with the Advisory group, Working Group Data Subcommittee, and the County; summarize community survey results; conduct four community forums; prepare Second Interim Report; compile cost data; clean service gap analysis data; bi-weekly project meetings; meeting with Advisory and Working group
July 2022	Meet with the Advisory group, Working Group Data Subcommittee, and the County; summarize results of the community forums; clean cost and service data for cost-savings analysis; run the cost-savings analysis; national scan of best practices; gap analysis

Month/Year	Significant Tasks
August 2022	Meet with the Advisory group, Working Group Data Subcommittee, and the County; finalize the first cost-savings analysis and gap analysis; refine the cost-savings analysis; bi-weekly project meeting; draft Comprehensive Report and Recommendations due
September 2022	Meet with the Advisory group, Working Group Data Subcommittee, and the County; draft Comprehensive Report
October 2022	Meet with the Advisory group, Working Group Data Subcommittee, and the County; Prepare Third Interim Report; present to the Board of Supervisors on October 25th
November 2022	Meet with the Advisory group, Working Group Data Subcommittee, and the County; final Comprehensive Report completion; hold two additional community forums
December 2022	Meet with the Advisory group, Working Group Data Subcommittee, and the County; submission of Final Comprehensive Report
January 2023	Present to Board of Supervisors

During the initial meetings with both the Advisory Group and Data Subcommittee of the Working Group, concern was expressed regarding both the timeline, as well as the usefulness of the some of the items in the scope of work.

As to the concern regarding whether the amount of work included in the scope could be done within the original time frame with the rigor required, SANDAG will continue to work with the County, the Advisory Group, and the Working Group to meet the ambitious deadlines originally outlined in the scope of work. However, if this is not possible, SANDAG will communicate with all invested entities to explore the possibility of a project extension to ensure the necessary data are valid, reliable, and available to provide the information needed to provide policy recommendations.

The second concern related to research outlined in Goal 2, which focuses on the types of law enforcement contacts (e.g., citations, arrests, bookings) and offenses (including if serious or violent), individuals in several key populations during COVID-

19 had in the community compared to an equitable, matched control group (SOW 3.5.6). The original scope of work identified five key populations groups shown in Table 8 below.

Table 8
Key Population Groups of Interest for Research Goal 2

Group	Group Description
Group 1	Those individuals who would have previously been arrested for non-violent offenses including public intoxication, encroachment, loitering, and illegal lodging (and possibly others as advised by the Working Group)
Group 2	Pre-trial defendants who would have otherwise been booked into jail but were not because of COVID-booking policies
Group 3	Individuals who were permitted to remain out of custody on Sheriff's pre-trial County Parole and Alternative Custody
Group 4	Individuals who were released from custody and monitored on Sheriff's pre-trial services
Group 5	Individuals diverted through Mental Health Diversion and other collaborative court options (e.g., Parole Re-Entry Court, Drug Court, Veteran's Court, and Behavioral Health Court).

The scope of work intended to measure recidivism for these individuals through contacts with law enforcement, bookings into jail, convictions, and new grants of supervision by Probation. Additionally, a primary research goal was to work with stakeholders to identify equitable and robustly matched comparison groups for these five population groups, which most likely would require a historical comparison and statistical procedures (e.g., propensity score matching) to ensure that the "treatment" and "comparison" group were as well matched as possible on agreed upon key variables that could include age, gender, race/ethnicity, and prior justice system contact. The proposed design for consideration included looking at a "treatment" group to be selected from the time period of April 2020 to March 2021, which would allow for a one-year follow-up period (to measure recidivism). In addition, a "comparison group" would be selected from April 2018 to March 2019, prior to the pandemic (and also including a one-year follow-up). This study design element was responsive to specific requirements in the Request for Proposals (RFP) that preceded this study. However, documenting who the "treatment" groups could include for each of the five populations, what the data source would be for group selection, the level of potential overlap between the groups, and the usefulness of a

historical comparison have been challenging. These concerns are explained further in the bullets below.

- The five groups are not mutually exclusive, and it is possible that someone could be in more than one (e.g., an individual cited for public intoxication could also be a pre-trial defendant that was not booked and has another charge that led to him/her/them participating in a Sheriff's program or specialized court), which affects the complexity of the analyses and conclusions that can be reached. If the five groups are combined for one analysis, there would be issues of individuals in multiple groups potentially, as well as what effect combining the groups would do in terms of interpreting results when theoretically, one group's results could be "canceled" out by another's if there are differences. If the groups are not combined, including individuals in multiple groups would also result in an overly complex analysis with duplicate results that may have limited impact.

- A proportion of low-level offenders have repeated contact with the justice system and it is very possible that individuals in the "treatment" group and "comparison" group would include some of the same individuals. Including someone in both groups invalidates key assumptions of statistical tests related to the amount of variability within and between groups and excluding them from one or the other could bias the sampling and conclusions that could be reached. For example, if the "treatment" group only includes those not in the comparison group, then it could be biased to have individuals with less risk and need than if those individuals had not been excluded. The possibility of individuals being in five groups further complicates this challenge (e.g., an individual in the "treatment" group for group 1, and then ending up in the comparison group for one of the other groups).

- Determining the source of sample selection or how to define a group is not as simple as one would assume in some cases. For example, is pre-trial operationalized as when one is awaiting trial, an audience with a judge, arraignment, sentencing, plea-bargaining? In addition, justice system status can change quickly and as described earlier in this report, one's status historically may not easily be determined, especially when an individual may have multiple cases at different stages of criminal justice processing, and the data are not captured in one location. In other cases, a decision that would result in an individual entering one of the groups of interest is at the discretion of a judge and ensuring a valid comparison when it is not always a methodological decision with specific criteria is also challenging.

- Given the myriad differences between the two time periods, including all of the policy drivers, finding a difference between the two groups could either

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mean that the trajectory of the "treatment" group was more positive than that of the "comparison" group, or merely that the system did not respond in the same way and the measures across the two time periods are not equitable. In addition, if they are compared pre-COVID to during COVID, it is important to note that there were simply fewer opportunities for individuals to commit crimes because many business establishments were closed during COVID and stay at home orders reduced contact between individuals, special conditions that will not remain the same in the future. Service provision and connection with providers were also challenges during the pandemic that would not be the same type of issue during non-pandemic times.

As a result of these concerns and challenges, SANDAG intends to continue discussions with the Advisory Group, Working Group, and the County regarding the intent behind this RFP research goal and how the underlying question can best be addressed, possibly with a different methodology. Through these dialogues, SANDAG plans to determine the most useful analysis that could be conducted to truly provide actionable information related to better understanding how effective alternatives to incarceration have been, as measured by continued contact with the system, including for what types of behaviors/crimes. These recommendations will be communicated in a timely fashion to the County and Board of Supervisors to ensure consensus and appropriate next steps.