

Attachment B



Jail Population Management Plan

County of Santa Barbara's blueprint to reducing reliance on incarceration while protecting public safety

January 23, 2024

Contents

Background	3
Jail Population Management Plan	3
I. Purpose	3
II. Partners.....	4
III. Jail Population History and Projections	4
IV. Criminal Justice Collaborative Priorities	5
Enhance Public Safety by Reducing Recidivism	5
1. Familiar Faces	5
Enhance the Use of Alternative Detention and Diversion for Appropriate Justice Involved	6
1. Alternative Sentencing – Electronic Monitoring	6
2. Pretrial Supervision.....	7
3. Misdemeanor Mental Health Diversion	7
4. CREDO-47 Pre-Arrestment.....	8
5. Department of State Hospitals (DSH) AB 1810 Diversion	9
6. Sobering Centers.....	10
7. Crisis Stabilization Unit – North County	11
8. Crisis Stabilization Unit – South County	11
9. Co-Response	12
10. Early Representation	13
11. NEW: Mental Health Rapid Diversion.....	14
V. Expanding Other Community Supports	14
1. CalAIM – Medi-Cal Healthcare Reform in California	14
2. Housing Projects	15
3. Felony Incompetent to Stand Trial (IST) Workgroup.....	16
4. Reentry Coordinator	17
VI. Future Opportunities	18
1. Felony Diversion	18
VII. Relationship of Jail Population Management Plans to Adult Sequential Intercept Model.....	18
VIII. Data Collection and Ongoing Work	18
1. Data Tracking for Jail Population Behavioral Health Needs	19
IX. Next Steps	19
X. Additional Resources	19

Background

In recent years, the County of Santa Barbara (County) criminal justice partners have undertaken significant efforts to collectively enhance the efficiency and effectiveness of the local criminal justice system. Some initiatives have been focused specifically on reducing recidivism, some on diverting offenders from jail and reducing time in jail when safe to do so, some on diverting from jail individuals with behavioral health needs, and others on improving the overall speed and efficiency of the criminal justice system.

In 2022, the Board of Supervisors (Board) discussed potential changes to the Main Jail and a declining jail population due initially to pandemic effects, to which end the County engaged consultant Michael Wilson, PhD, of MW Consulting, to evaluate jail trends and produce a jail population forecast. That report from June 2022 indicated that the long-term jail population was projected to remain between 800 and 900 beds, which could be reduced if certain changes in policy and practice were considered. Those proposed “policy levers” included: expanding diversion programs; reducing jail time for individuals booked with a warrant; expanding use of electronic monitoring; reducing jail reincarceration for probationers; and reducing jail length of stay for individuals transferred to the State.

At that time, the criminal justice partners were already working collaboratively on a variety of measures to help reduce the total inmate population and the unsentenced population in particular, including resolving aged and pandemic-backlogged cases, improving coordination of reentry services, expanding pretrial services, expanding holistic defense, exploring a pilot program to provide early representation, obtaining permanent ongoing funding for co-response teams, implementing dedicated misdemeanor courts, and more.

The partner agencies also committed to further exploring and implementing the identified policy levers, with particular focus on the key Board priority of expanding diversion options from traditional court remedies – while working to define and analyze current diversion options, with the goal of creating countywide consistency in determination of eligibility, offers, counteroffers, and collaboration among departments and the Court, and implementing new programs as appropriate. Discussed in this document are existing and new initiatives that support the overarching goals of safe jail population reduction, reduced recidivism, and improved wellbeing and community supports for justice-involved individuals. Additionally, the countywide jail population projections by MW Consulting have been updated as of December 2023 to be between 700 and 800 and are summarized in this document, with the full report linked in Section X below.

Jail Population Management Plan

I. Purpose

The purpose of this plan is to document objectives and strategies that the County is employing to effectively manage the inmate population in County detention facilities. The plan includes various measures that are already in place, new measures being implemented, and those still under development that will support reduction of the incarcerated population while also upholding public safety interests. The measures outlined in this plan are largely designed to support the most vulnerable populations that are disproportionately represented in the composition of the jail population, including individuals with behavioral health needs. The plan also discusses data

management policies that will support effective implementation and monitoring of the County's long-term jail population planning efforts.

II. Partners

Collaborative partners include:

- ❖ County Sheriff's Office (SBSO)
- ❖ County Department of Behavioral Wellness (BWell)
- ❖ County Probation
- ❖ County Public Defender
- ❖ County District Attorney
- ❖ County Executive Office
- ❖ Superior Court

III. Jail Population History and Projections

The original June 2022 MW Consulting report indicated that between 2011 and 2019, the Santa Barbara County jail population remained relatively flat, fluctuating between 1,000 and 1,200 inmates, while crime rates, arrest rates, and filing rates all trended downward during much of the same period. Near the end of the decade, the population started to slowly trend downward, but was still around 1,000 inmates on any given day. After years being relatively flat, the jail population fell in early 2020 when the pandemic disrupted most areas of everyday life. As governments tried to figure out how to continue operations both safely and effectively, law enforcement adjusted who they arrested and booked, the Courts instituted zero bail for many crimes, and Probation adjusted how they supervised clients. The population declined to between 600 to 700 for most of 2020 and 2021, then rose to over 800 when the practice of zero-bail for warrants was discontinued in late 2021. As the jail population declined, the composition of the jail population also shifted, both in terms of demographics, seriousness of offenses, and percentage of the jail population that is unsentenced. The report acknowledged factors that could cause the jail population to diverge from the projection; most notably, the opening of the Northern Branch Jail and potential resulting changes in booking practices, as well as impacts of increasing crime rates or reductions in probation length of stay stemming from a legislative change.

More recently, MW Consulting was asked to provide updated analysis now that some of the identified factors have stabilized and more time has passed since the lifting of pandemic-related emergency measures. The updated December 2023 report reflects that the jail population is projected to grow 5.6% over the next 10 years, driven by the projected increase in the county's at-risk population. Assuming that policy and practice continue as they have for the past two years, this gradual increase would result in the average jail population remaining between 700 and 800 beds in future years. The Board has expressed support for additional investments and policy changes that would effectuate further reductions in the long-term jail population. Although many of these measures are in planning, development, and early implementation stages and as such it is premature to estimate the precise anticipated reduction, together they are anticipated to have a significant impact on the need for future jail beds.

IV. Criminal Justice Collaborative Priorities

The criminal justice partners have aligned their priorities and goals with that of the Board as well as those previously adopted by the Community Corrections Partnership (CCP) and included in the annual Public Safety Realignment Plan. They also considered the initial report prepared by Michael Wilson of MW Consulting in June 2022 regarding the jail population, and identified the policy levers that were proposed as strategies to safely reduce the jail population. Many of the priorities described below also align with those proposed policy levers. Each of the below described strategies, if successfully implemented, is anticipated to assist in further reducing the jail population without compromising public safety. It should be noted that some of the below strategies are aligned with more than one goal.

Of the CCP's five overarching goals, two of them correlate directly to the criminal justice partners' collaborative jail population management strategies, and those relevant strategies are discussed in further detail below.



Enhance Public Safety by Reducing Recidivism

1. Familiar Faces

Description: The Familiar Faces Team (FFT) will conduct daily outreach and engagement to individuals who are homeless and are high utilizers of law enforcement calls for service, have multiple emergency room admissions, numerous misdemeanors or low-level offense arrests or citations, time spent in jail on multiple visits, holds made pursuant to section 5150 of the Welfare and Institutions Code (WIC), and/or misdemeanor charges when at risk of becoming incompetent to stand trial (IST). During the pilot phase, the FFT will include staff from Probation, Public Defender, and Behavioral Wellness, with connection points made to other agencies including Public Health, District Attorney, and Housing and Community Services. The pilot is anticipated to serve 20 individuals in the south county area.

Goals: The primary goal is to see an increase in the target population accepting services and support, resulting in a reduction in demand for emergency services, and improved stabilization of individuals who revolve in and out of custody without opportunity for assessment and resources.

Outcomes: Reduction in number of 911 calls for service, arrests or citations for low-level offenses such as trespassing, days in jail (to avoid decompensation and disruption of existing supports and services), and WIC 5150 holds (by ensuring mental health services and medication supports are provided in the community). Provide sufficient stabilization for case

closure, which may include client found to be IST or severely mentally ill and under care from a mental health professional, six months of no law enforcement or FFT contact, or four months of stable permanent housing.

Status and Next Steps: The program is under development. The working group is developing a program manual, team policies, memorandum of understanding, etc.; identifying and charting data points; and selecting/hiring team members. The pilot program is expected to launch in early 2024.



Enhance the Use of Alternative Detention (Pre- and Post-Sentence) and Diversion for Appropriate Justice-Involved Individuals

1. Alternative Sentencing – Electronic Monitoring ([Alternative Sentencing Bureau – Sheriff's Office](#))

Description: Alternative Sentencing (AS) is comprised of two programs, Electronic Monitoring (EM) and Sheriff's Work Alternative Program (SWAP), which allow individuals to serve their county jail sentences outside of the jail facility. Program eligibility is determined by Sheriff staff, and approved individuals are then supervised in the community by Probation staff to ensure successful program completion. This initiative focuses on the Electronic Monitoring portion of the program.

Goals: In partnership, SBSO and Probation will: identify appropriate opportunities to increase the eligible EM population through increased supports and field supervision; streamline the application and enrollment processes; develop or enhance shared data metrics and reporting mechanisms; and examine eligibility criteria to determine if criteria may be appropriately modified to allow additional individuals to enroll and be supervised safely in the community without negatively affecting overall community safety and security.

Outcomes: Anticipated outcomes include decreased time from application to enrollment; increased numbers of eligible and enrolled individuals; stronger and more easily reportable data metrics to measure outcomes; reduced service gaps and enhanced supervision strategies as applicable for supervised clients; and maintained or improved percentage of successful program exits.

Status and Next Steps: In November 2023, the departments provided an update on AS to the Board. Agreed-upon potential program expansions included: allowing individuals under Probation supervision at release to be released 30-60 days early on AS to begin transition to

enhanced community supervision commensurate with a needs assessment, and eliminating the barrier of not having a phone by providing a cell phone at release or booking. Additional strategies that require further development and discussion included: using a specified list of charges when reviewing criminal history and establishing specific guidelines related to the recency of charges; developing specific criteria to allow clients to live outside of the Tri-County area; and implementing proactive strategies to reduce the number of individuals who fail to complete the application. In October 2023, the average daily population (ADP) for the AS program was 56 individuals. In the November 2023 Board update, the departments estimated the potential for a 50% increase in the program size through applying these strategies, which would increase the program ADP to approximately 84 individuals by October 2024.

2. Pretrial Supervision ([Pretrial Services - Probation](#))

Description: The Probation Department's Pretrial Services program supervises individuals who are released on pretrial supervision. Pretrial Compliance Officers (PTCOs) monitor defendants and their adherence to conditions of supervised release, while communicating defendants' progress to the assigned judicial officer and attorneys. PTCOs supervise defendants according to their risk level and may be responsible for the installation of GPS tracking devices, responding to Secure Continuous Remote Alcohol Monitoring (SCRAM) violations, and completion of violation reports or warrant requests. Defendants are connected to resources and supports, and they receive additional assistance from Pretrial Service Navigators (PSNs), who are available to guide pretrial defendants to needed services, including voluntary and/or court-ordered services related to housing, mental health, substance use, transportation, childcare, employment, and much more.

Goals: The Pretrial Services program is designed to divert individuals from pretrial incarceration, by effectively supervising individuals released on pretrial supervision and reasonably ensuring attendance at court hearings, while maintaining the presumption of innocence and providing protection to the public.

Outcomes: Successful completion of pretrial supervision is defined as the individual reporting to pretrial staff when released, continuing to report as required, appearing for scheduled court dates, and not receiving any new offenses during the monitoring period. During FY 2022-23, a total of 1,660 clients entered pretrial supervision and 1,550 exited. Of the 1,555 clients whose cases were closed, 67% were successful. While the number of clients increased, the median days on supervised pretrial release for fiscal year (FY) 2022-23 was 84 days, similar to the previous FY of 85 days.

Status and Next Steps: Pretrial Services has experienced a steady and continuous growth of defendants being released on some form of pretrial supervision, with 335 individuals on pretrial release in June 2020 compared to 529 in June 2023. The total number of clients who entered pretrial supervision for FY 2022-23 represents a 15% increase when compared to the prior FY, and the population has grown further since that time.

3. Misdemeanor Mental Health Diversion

Description: Misdemeanor mental health diversion is available to all persons charged with a misdemeanor who appear to have a mental health or co-occurring disorder. Client referrals

can occur through a direct order from the Court, referrals from the Public Defender's Community Defender Division or other defense counsel, or from Probation. Individuals are typically stabilized in the 90-day program window and then are transitioned to longer-term care programs. Program staff collaborate closely for the outpatient clinic programs as well as with community-based services to ensure clients are connected to long-term mental health services.

Goals: The program aims to quickly identify individuals with misdemeanor charges who have been found IST or are at risk of being found IST and are appropriate for community diversion, to have them released from custody to receive timely mental health and substance use disorder treatment. Specific goals include identifying eligible individuals at the earliest stage possible, coordinating release to appropriate community placements, including crisis residential treatment programs, substance use disorder residential treatment, or home/shelter placement with intensive case management.

Outcomes: Anticipated outcomes include reducing the number of individuals with mental health and substance use disorders who are incarcerated by targeting those who are better served by community diversion; reducing recidivism; and providing earlier interventions to promote overall better individual health outcomes, welfare, sobriety, and compliance with diversion expectations.

Status and Next Steps: Misdemeanor mental health diversion is established by statute. To address this issue and achieve identified goals and outcomes, strategic partnerships are being explored to expedite service delivery, expand access to treatment, improve cultural competency and client-centered services, enhance multi-agency communication and collaboration, and secure funding for additional step-down housing placements.

4. CREDO-47 Pre-Arrestment ([Justice Involved Programs - Behavioral Wellness](#))

Description: This pre-arrestment diversion program, administered by the Public Defender and Behavioral Wellness, benefits individuals with serious mental illness, homelessness, and substance use disorders who have minor misdemeanor charges or low-level felony charges. Once eligibility is determined, a Holistic Defense Advocate provides resources and referrals for needed services (e.g. housing, behavioral health services, social services) to individuals as appropriate. Treatment plans are developed by the behavioral health providers and approved by the District Attorney's Office. Clients must participate in at least six months of mental health and/or substance use disorder treatment; if an individual completes program requirements, their charges can be dismissed.

Goals: CREDO-47 aims to divert individuals with a history of mental illness and/or substance abuse from the criminal justice system to trauma-informed crisis stabilization and comprehensive behavioral health wraparound services. Specific goals include connecting individuals to the right level and type of care for their specific needs, thereby preventing hospitalizations or incarceration. Examples of levels of care include placement in a crisis residential treatment program, substance use disorder (SUD) residential treatment program, mental health/SUD outpatient treatment, etc.

Outcomes: Anticipated outcomes include: improving participants' housing status by transitioning them to more permanent housing and a continuum of support programs; reducing the number of individuals in jail with a history of mental illness and/or substance abuse who can be better served by community diversion; reducing recidivism of individuals with a history of mental illness and/or substance abuse; and increasing release from jail of individuals with a history of mental illness and/or substance abuse, while linking these individuals to behavioral health services and housing. For clients served in Cohort 2 (January 2020 to December 2022), 84% of individuals who enrolled in Pre-Arrestment Diversion completed successfully. Across all individuals who enrolled comparing the six months prior to enrollment to the six months after discharge, there was a 95% reduction in the use of behavioral health crisis services, an 82% reduction in the number of jail stays, and a 48% reduction in the number of days spent in jail. Among those who successfully completed diversion, there was a 94% reduction in the number of days spent in jail, and the rate of recidivism (new jail bookings) was 5%. Among all clients, there was a 6% rate of recidivism when defined as new convictions.

Status and Next Steps: Cohort 3 continues to fund the Pre-Arrestment program services from January 2023 to December 2025. Given the success of this program, Santa Barbara County is already planning for sustaining grant-funded program services beyond 2025.

5. [Department of State Hospitals \(DSH\) AB 1810 Diversion \(Justice Involved Programs - Behavioral Wellness\)](#)

Description: This is a pre-trial diversion program for individuals who are found to be IST and are facing felony charges or are at risk of becoming IST on felony charges. The program diverts these individuals from DSH facilities in a similar manner as is currently done at the local level with individuals who are found to be IST on misdemeanor charges, by providing treatment in a community-based setting. In doing so, the County is reducing felony IST wait times for accessing DSH facilities and therefore minimizing negative outcomes individuals with behavioral health problems experience with extended periods of incarceration. When an individual with felony charges is found IST, a referral is sent to BWell by the Public Defender. If BWell's evaluation determines the individual is appropriate for community-based diversion, the individual is released from jail and placed at a crisis residential treatment program for initial services and stabilization before being transferred to a residential facility.

Goals: The primary goal is to reduce DSH referrals for competency restoration over a three-year period by targeting individuals each year who are IST or at risk of IST on felony charges and providing services in a community-based setting. The secondary goal is to enable diversion to the larger cohort of mentally ill individuals at risk for IST by expanding opportunities for diversion prior to arrest or arraignment.

Outcomes: This program is anticipated to reduce the number of felony detainees deemed IST who are referred to DSH for restoration. This program has accepted 24 individuals since 2020. Nine individuals who were accepted were found IST, 82% had a co-occurring substance use disorder, and 59% were unhoused at time of arrest. So far, ten individuals have discharged from the program: four completed the program successfully, two moved out of county and treatment was transferred while their legal case remained open in county. Three terminated

due to non-compliance and one due to AWOL. At discharge, 60% of individuals were housed, 10% were unhoused, and 30% were in jail.

Status and Next Steps: Beyond the originally contracted 18 slots, DSH has expanded grant funding to provide four additional slots for individuals participating in the AB 1810 program through December 2024, and it is anticipated the additional four clients will be admitted to the program and successfully complete treatment by December 2024. DSH has indicated another round to expand similar programming beyond the current AB 1810 design and will release a new grant opportunity in early 2024 anticipated to be centered around community restoration.

6. Sobering Centers ([Credo 47 Stabilization Center – Good Samaritan Shelter](#) / [CREDO-47 Stabilization Center - Behavioral Wellness](#))

Description: A sobering center (SC) is a short-term care facility designed to allow an individual who is intoxicated and nonviolent to safely recovery from the effects of alcohol and other drugs. The South and North County SCs receive individuals referred from the community, correctional facilities, and other referral sources, when indicated, to place correctional facilities' clients for evaluation or to prevent them from entering the correctional facilities in the first place. The SCs operate 24/7 hours, 365 days a year, and services include, but are not limited to, stabilization, brief counseling, care coordination, and referrals to services. SC staff work with jail discharge planners, enhanced care managers, and community-based organizations to ensure warm handoffs to indicated client-driven services. Most individuals are referred out within 24-48 hours, although they may stay longer if needed services do not become available within that period of time.

The County leverages CREDO-47 grant funding from the Board of State and Community Corrections (BSCC) to help fund the South County SC, which is also an entry point to additional services funded by the grant and offered by Good Samaritan Shelter, including supportive housing.

Goals: A primary goal of the SC is to help connect clients to other community services providing care for substance use, mental health, or stabilization, while providing for the safe recovery of acutely intoxicated clients – through regular monitoring for negative effects of intoxication, including alcohol poisoning and drug overdose.

Outcomes: The SCs support reduction of client incarceration, hospitalization, emergency department visits, and overall recidivism within the criminal justice system. The Stabilization Center served 703 unique clients over 975 encounters in Cohort 2 (January 2020 to December 2022). Eight of ten individuals were medically monitored, 72% were referred to substance use disorder treatment, and 18% were referred to mental health services. Forty-three percent transitioned from the Stabilization Center to treatment, and 21% were transitioned from the jail to the center.

Status and Next Steps: The SC program is operating successfully, consistently meeting contracted outcomes and serving approximately 80 clients per year over the past three years. The SC will be sustained past grant funding and expanded due to client need. Funding has been secured and a 10-bed modular SC is in development for an improved facility, to be

located adjacent to the current site; this new and improved SC is anticipated to be operational by fall 2024. Next steps include continuing to leverage these programs to divert individuals away from the jails, and to ensure long-term financial sustainability through CalAIM reimbursement.

7. Crisis Stabilization Unit – North County

Description: North County Dignity Crisis Stabilization Unit (Dignity CSU) is a locked Lanterman-Petris-Short (LPS) facility that receives individuals from the community, local emergency room, and other referral sources. The Dignity CSU provides up to 24 hours of intensive care services, including but not limited to, psychiatric stabilization, medication services and psychotherapeutic interventions. The Dignity CSU has capacity for up to 8 clients at a time and is staffed by medical staff and has psychiatric care available. Dignity CSU staff can refer clients to the County PHF, crisis residential treatments, or other indicated treatment settings.

Goals: The Dignity CSU adds to the County’s availability of mental health treatment options and provides an alternative to inpatient care, while reducing the burden on the County Psychiatric Health Facility (PHF), which is limited to 16 beds and reserved for patients determined to pose an imminent threat to themselves or others.

Outcomes: The Dignity CSU shifts individuals out of emergency rooms that are experiencing a mental health crisis, and attempts to address immediate needs to prevent hospitalization thus reducing re-admission rates to psychiatric hospitals and re-hospitalization rates of individuals served by the Dignity CSU; provides crisis intervention and crisis resolution with linkage to ongoing care within a 23:59 hour limit; provides linkage and access to crisis services and community-based programs such as mental health outpatient clinics; provides a full range of clinical services for each client during their Dignity CSU stay; and provides appropriate and effective discharge planning for successful reentry into the community.

Status and Next Steps: The County currently contracts for beds at the Dignity CSU facility and supports those Medi-Cal individuals that access care there.

8. Crisis Stabilization Unit – South County

Description: The South County CSU will be a locked LPS facility that will receive individuals from the community, correctional facilities, and other referral sources. It is anticipated that when indicated, it will place correctional facilities’ clients for mental health crisis evaluation or prevent them from entering correctional facilities in the first place. The South County CSU will provide up to 24 hours of intensive crisis care services, including but not limited to, psychiatric stabilization, medication services and psychotherapeutic interventions to prevent unnecessary confinement of clients in restrictive settings such as the jail. The South County CSU will have capacity for up to 8 clients at a time and will be staffed by mental health and medical staff and have psychiatric care available. South County CSU staff can refer clients to the County PHF, crisis residential treatments, or other indicated treatment settings, and will collaborate with jail discharge planners and care coordinators regarding placement.

Goals: The South County CSU will expand the County’s availability of mental health treatment options and provide an alternative to incarceration for appropriate individuals, while reducing the burden on the PHF, which is limited to 16 beds and reserved for patients determined to

pose an imminent threat to themselves or others; this facility will also help reduce the number of individuals who are sent to facilities outside the County, allowing them to stabilize, obtain longer-term treatment closer to home, or resolve their issues without further inpatient needs.

Outcomes: While services have not yet begun, the South County CSU is anticipated to reduce the number of individuals who are experiencing a mental health crisis being admitted to hospital emergency rooms; reduce re-admission rates to psychiatric hospitals and re-hospitalization rates of individuals served by the South County CSU; reduce unnecessary arrests and provide an opportunity for jail diversion; provide crisis intervention and crisis resolution with linkage to ongoing care within a 23:59 hour limit; provide linkage and access to crisis services and community-based programs such as mental health outpatient clinics; provide a full range of clinical services for each client during their South County CSU stay; and provide appropriate and effective discharge planning for successful reentry into the community.

Status and Next Steps: The South County CSU is expected to open and be fully operational by early spring 2024.

9. Co-Response ([Behavioral Sciences Unit – Sheriff's Office](#))

Description: Co-Response pairs a Crisis Intervention Team (CIT)-trained Sheriff's deputy with a mental health clinician or case worker from Behavioral Wellness to respond jointly to mental health crises in the community. In lieu of arrest for minor crimes (i.e. low-level misdemeanors), the Co-Response teams may provide referrals and/or facilitate warm handoffs to further services, including mental health crisis stabilization support, sobering services, longer-term behavioral health treatment, social services, basic needs assistance, and housing support.

Goals: Co-Response teams aim to divert individuals with a history of mental illness and/or substance abuse from the criminal justice system to trauma-informed crisis stabilization and comprehensive behavioral health wraparound services. Specific goals include connecting individuals to the right level and type of care to meet their individualized needs and prevent hospitalization or incarceration.

Outcomes: Co-Response objectives include but are not limited to: responding to 911 calls involving persons in a behavioral health crisis; conducting follow-up visits for community members who recently 1) have been on a Welfare and Institutions Code section 5150 hold or released from a LPS facility and who are consistently interfacing with law enforcement as a symptom of their illness, 2) have been released from psychiatric hospitalization, or 3) have experienced opioid overdose; mitigate the need for jail as a sanction by diverting persons in behavioral health crises to appropriate treatment and resources in the community; respond rapidly to emergency situations for persons who are acutely suicidal or homicidal due to mental illness or being potentially gravely disabled; gather, collect, and provide information to respective supervisors for outcome reporting purposes; assist with crisis training programs for County and community partners to improve the ability to identify and effectively intervene in behavioral health crisis. When not actively responding to a crisis calls, teams are expected to outreach and engage with community members who are known to suffer from behavioral health disorders and need support. Additional outcomes include reducing patrol time spent

on mental health crisis calls so that patrol units are available for other needs; expediting the time it takes for behavioral health to respond to a crisis scene in order to provide more immediate crisis and clinical care; and improving the ability to reduce acts of targeted violence by engaging with individuals in behavioral health crisis and providing warm handoffs to appropriate care once the crisis has dispositioned.

For Co-Response contacts between 2020-2023, 96% of persons were *not* dispositioned to an arrest, with the remainder either placed on an involuntary mental health crisis (5150/5585) hold, placed in a shelter or remained in the home or community, or voluntarily checked in to a hospital for evaluation and care. Of all persons contacted by Co-Response within that time period, 68% had a history of services with Behavioral Wellness; 18% had their first interaction with Behavioral Wellness after their first Co-Response encounter; and only 16% had a new jail booking in the 12 months following the Co-Response encounter.

Status and Next Steps: Currently there are six total Co-Response teams: three operating within the Sheriff's Office, one team with Santa Barbara Police Department (SBPD), and one team with Santa Maria Police Department (SMPD). A fourth team with the Sheriff's Office was recently funded; the deputy and clinician positions have been filled and the team became operational in December 2023.

10. Early Representation

Description: This pilot program led by the Public Defender's Office provides legal representation and support services to individuals at the earliest stage of a misdemeanor criminal case: pre-arraignment. Representation during the pre-arraignment period can have a substantial impact on defendants' lives and later case proceedings – including by increasing the likelihood that the individual will be released from jail prior to arraignment, or that charges may be dropped altogether. Defendants who are incarcerated pre-trial plead guilty at higher rates, and are more likely to be convicted, and face longer sentences than similarly situated releasees.

Goals: Research has long supported that people who are detained in jail before trial often face harsher case outcomes than individuals released pretrial, including a higher likelihood of incarceration and longer sentences. The pilot program aims to: reduce the average number of days of pre-trial incarceration for individuals charged with misdemeanors who, if connected with family, services, or other support mechanisms could be safely released from jail and diverted from the criminal justice system; enhance public safety and reduce violence rates by connecting more individuals quickly to supportive and educational services to address core needs and build coping strategies; and provide enhanced representation and connection to individuals of color and promote equity within the community.

Outcomes: The program is anticipated to address criminogenic needs and increase clients' diversion out of the criminal justice system for individuals at three stages: pre-filing/pre-arraignment, in custody pending arraignment, and at arraignment. Program evaluations will measure success of outcomes related to the following goals and objectives: reducing recidivism for adults facing criminal prosecution, reducing racial and ethnic disparities, reducing violence, improving case resolution at arraignment, and improving well-being of justice-involved individuals.

Status and Next Steps: The program pilot is under development and is planned to launch in January 2024. To-date, memorandums of understanding have been executed among program partners, and recruitment is underway for the program staff, including attorney, investigator, and navigator positions. Entry into the jail will begin in January to meet with individual's pre-arraignment, and program data will be available in April 2024 on the first quarter of interventions.

11. NEW: Mental Health Rapid Diversion

Description: This pilot program, which will be led by the Public Defender's Office, is a pre-plea diversion program targeting individuals with a mental health diagnosis or substance use disorder. Individuals in this program will participate in programming, receive housing resources, and be case managed for a period of time recommended by the service provider and approved by the Court. Clients will be monitored and provided with support by the program clinical team, who will provide reports to the Court, prosecution, and defense on the candidate's progress. Cases are dismissed for individuals who successfully complete the legal and treatment recommendations as indicated by the Court and the client's clinical team, with the maximum term being up to one year for misdemeanors and up to two years for felonies.

Goals: The Rapid Diversion Program (RDP) is designed to quickly identify defendants who are eligible and suitable for mental health diversion and connect them to services designed to address their recidivism risks and health needs. Through successful program completion, the individual and the justice system will experience multiple benefits.

Outcomes: Desired outcomes include: decreased incarceration rates among populations most disproportionately represented in the criminal justice system; decreased justice system costs related to incarceration, prosecution, and defense; reduced recidivism rates for participants; increased service linkage rates for justice-involved individuals; and satisfactory program completion rates.

Status and Next Steps: The program pilot is under development and is planned to launch in January 2024. County partners and the Court are working collaboratively to draft the relevant program documents, process flow chart, and data plan.

V. Expanding Other Community Supports

Discussed below are additional initiatives being developed that are anticipated to assist the justice-involved population by reducing recidivism and improving quality of life; however, these measures cannot be tied to specific reductions in the jail population and are therefore presented separately from the initiatives in the prior section.

1. CalAIM – Medi-Cal Healthcare Reform in California

Description: The implementation of California Advancing and Innovating Medi-Cal (CalAIM) will allow the County to provide expanded Medi-Cal healthcare services to individuals in custody and soon to be released, including assistance on acquiring Medi-Cal benefits while individuals are incarcerated.

CalAIM is a multi-year initiative led by the California Department of Health Care Services (DHCS) to improve the quality of life and health outcomes of the entire Medi-Cal population by implementing broad delivery system, program and payment reforms. Many individuals transitioning from incarceration are eligible for Medi-Cal, and CalAIM seeks to improve access to critical primary care and behavioral health services for this population. The County has been collaborating with the local Managed Care Plan, CenCal Health, and healthcare providers to plan and implement.

Goals: Key provisions of CalAIM that will impact individuals who are involved in the justice system, particularly those transitioning from jail and/or prison into our local communities across the State, include:

- Mandatory pre-release Medi-Cal application process in county correctional facilities,
- Expanded eligibility criteria for Medi-Cal services based on health condition,
- Provision of limited services 90 days prior to release from jail/prison (“In-Reach”), including assessment and treatment planning, medication-assisted treatment (MAT), and care coordination,
- Enhanced Care Management (ECM) to support individuals with a care manager who will assist them accessing and linking to all Medi-Cal benefits, such as scheduling appointments with new providers,
- Community Supports including housing deposits, housing retention services, and respite care,
- Updates to Drug Medi-Cal Organized Delivery System to expand substance use disorder services; and,
- Mandatory facilitated referral and linkage to behavioral health services at release which will be coordinated by the Department of Behavioral Wellness.

Status and Next Steps: The County has initiated the expanded Medi-Cal application process in coordination with Social Services, Sheriff, and CenCal Health. DHCS launches Enhanced Care Management in January 2024 and the other initiatives will be completed by 2026 based on readiness of the local providers and institutions in each County.

2. Housing Projects

Description: Access to safe and stable housing is a critical component of successful recovery and reintegration of justice-involved individuals into the community. Development of housing options and support services has been and continues to be a key priority for the County and the community. Examples of current projects underway include: CalAIM community supports centered on housing in partnership with CenCal Health, interim housing projects such as Dignity Moves in Santa Barbara and Santa Maria, and support and creation of supportive housing with AB 109 – Public Safety Realignment funding.

Goals: The Community Action Plan to Address Homelessness and the Public Safety Realignment Plan focus on the creation of alternative housing models to meet the needs of justice-involved persons. Both also seek to ensure justice-involved persons have access to the supportive services to be successful in housing.

Outcomes: Behavioral health beds and projects directly impact the jail population by maintaining safe and stable housing for individuals at risk of justice involvement. When individuals are successful in housing units, this leads to improved employment prospects and self-sustainability, and ultimately reduced recidivism. Example of specific project outcomes include Public Safety Realignment (CCP)-funded Supportive Transitional Housing which is serving approximately 50 individuals per year, with 60% exiting to positive housing destinations and 34% achieving employment.

Overall Community Action Plan strategies and actions include: building provider capacity to address complex needs; increasing the percentage of homeless individuals served in mental health and substance use disorder treatment programs; increasing access to safe, affordable housing (goal of 1,366 new units of permanent housing and affordable housing rental subsidies in Santa Barbara County, with 442 units created or subsidies secured); and expanding and enhancing shelter system and implementing best practices (goal of 563 new low-barrier interim housing beds, with 158 beds created and 174 under development).

Status and Next Steps: Interim housing projects under construction are: Dignity Moves - La Posada, anticipated to open in April 2024 with 40 beds dedicated to justice-involved individuals who may be CARE Court eligible or have behavioral health needs; Hope Village in Santa Maria, anticipated to open in March 2024; and \$1.2 million in one-time AB 109 (Public Safety Realignment) reserve funding approved by the CCP to Good Samaritan Shelter for 20 justice-involved beds spread across four sites for 15 years.

Permanent housing projects under construction include: Sanctuary Centers – Hollister II project in Santa Barbara with 34 units for justice-involved and individuals with behavioral health need; Tecolote House which is a 12-bed board and care facility for seniors on Calle Real campus; Cypress and 7th in Lompoc to serve persons with behavioral health needs utilizing No Place Like Home criteria, and permanent housing in pre-development phase. The County is developing a Bridge Housing Plan with State grants for interim housing, with a focus on those participating in Care Court.

3. Felony Incompetent to Stand Trial (IST) Workgroup

Description: Felony IST individuals are those with serious mental illnesses who are accused of felony crimes, and due to their mental illness are unable to understand the charges against them or assist their counsel in their defense. Courts determine whether an individual is IST and then order them to Department of State Hospital (DSH) for treatment. DSH can serve them in one of the facilities, through a Jail Based Competency Treatment (JBCT) program or through a community-based program. After treatment, individuals are returned to court to proceed with their case. DSH invited all California counties to participate in an annual collaborative planning grant intended to support the work of criminal justice and behavioral health stakeholder groups within a County that are working toward creating solutions to reduce the total felony IST individual commitments that are referred to DSH, and enhancing community supports. Santa Barbara is participating and the County's collaborative workgroup meets regularly to develop workplans with data and outcomes to create solutions. Activities include planning for CARE Court, coordinating treatment, discussing housing options, and planning for rearrests and/or reentry into diversion programs.

Goals: The workgroup aims to meet the program requirements, while better understanding the composition of the felony IST population to better support this population and identify solutions to reduce commitments.

Outcomes: The primary outcome is a reduction in the County's overall felony IST commitments, with expansion and improvement of programming and resource supports, such as intake, housing, and treatment.

Status and Next Steps: The workgroup meets regularly and is involved in several initiatives. A services agreement has been established with DSH and approved by the Board. A flow chart has been created for criteria determination outlining the current process for IST. A data assessment of individuals being placed on IST and rationale is currently underway, and identification of initial solutions and improvements, planned for spring 2024. The workgroup is also sponsoring the work associated with the updating of the Sequential Intercept Map which is addressed in Section VII.

4. Reentry Coordinator

Description: This newly created staff function will perform top-level coordination and leadership of reentry initiatives, services, and discharge planning efforts countywide. When there are difficult cases that cannot be resolved, the Reentry Coordinator (RE) serves as a point of contact to convene a multi-disciplinary meeting of pertinent agencies in order to overcome case-specific obstacles.

Goals: This position was created to facilitate more rapid and thorough coordination of discharge planning. The RE will address and overcome barriers to successful reentry, by first building structures for collaboration and then connecting the various discharge planning and reentry efforts around the County. Through more robust coordination, the County can ensure all diversionary, pretrial, and alternative sentencing release options are maximized and that individuals exiting the criminal legal system (pretrial and post-sentence) have a robust discharge plan.

Outcomes: Desired outcomes include increased assessment of individuals at the earliest point in the justice system, through coordination of these efforts between agencies and ongoing initiatives; increased diversion as a result; reduction in re-arrest and recidivism for individuals; increase in connections to, and engagement in, individualized services and treatment, and reduction in harm to families and communities.

Status and Next Steps: In August 2023, following recruitment challenges, an existing sworn Probation staff member was temporarily assigned to the RE position and has since been incorporated in discharge planning meetings across County departments. Changes to the position are under discussion that are anticipated to expand the candidate pool by including non-sworn individuals with a broader level of relevant experience.

VI. Future Opportunities

1. Felony Diversion

Description: In 2021, the District Attorney’s Office began exploring the potential to develop and implement an adult pre-filing felony diversion program, in consultation with the Center for Justice Innovation (CJI) to provide strategic planning assistance on the program feasibility and development.

Goals: Establishing a pre-filing felony diversion program would provide an additional off-ramp from the criminal justice system where appropriate, through a human-centered, restorative justice approach that also maintains individuals’ accountability.

Outcomes: The program is anticipated to reduce recidivism and future contact with the criminal justice system, as well as providing resources and referrals to appropriate community-based systems of care.

Status and Next Steps: In November 2023, CJI completed the needs assessment and determined that a pre-filing felony diversion program would be feasible for Santa Barbara County. Next steps will involve developing the architecture of the program, identifying appropriate community-based systems of care, and developing an implementation plan.

VII. Relationship of Jail Population Management Plans to Adult Sequential Intercept Model

Santa Barbara County is committed to reducing the jail population with a priority focus on those experiencing behavioral health challenges. The County is embarking on additional initiatives and collaboration around this population, including updating of the Sequential Intercept Model (SIM).

The SIM effort has significant overlap between the jail strategies as it is used to identify community resources and help plan for additional services and diversionary opportunities for people with mental and substance use disorders at each phase of interaction with the justice system. The map is presented with critical intercept points and the programming/services the County has available are described at each of the intersection points.

The Santa Barbara County Executive Office and justice partners are collaborating on updating the SIM with Kevin O’Connell Research. Beginning in fall 2023, to encourage multiple viewpoints, a series of facilitated meetings were held to gather input on updating Santa Barbara County’s SIM. Key subject matter experts and agency heads mapped out current programs and in January 2024 will be expanding to brainstorm gaps or opportunities with the community, including anticipated participation from advocates, residents, and service providers. As it is an iterative process, it is the goal of launching an updated public-facing SIM map and framework to address disparities or gaps in the systems by spring 2024.

VIII. Data Collection and Ongoing Work

The Santa Barbara County Data Sharing Committee continues to meet regularly to facilitate cross-agency data sharing, to better facilitate gathering comprehensive information for policy-making decisions. The committee has been expanded to include representatives from health and human service departments in addition to public safety departments so that data sharing can be further

expanded to incorporate improvements beyond traditional criminal justice initiatives and into greater cross system collaboration and improvements. In collaboration with research consultants Michael Wilson and Kevin O’Connell (who is assisting the County with the Sequential Intercept Mapping discussed above), the group is also tracking the jail population closely and prioritizing projects that support improved data sharing mechanisms to support ongoing monitoring and assessment of the jail population needs and trends. This process requires ongoing review, troubleshooting issues as they arise, analyzing successful projects, and implementing additional strategies based on lessons learned, to ensure system improvements are working as intended. Regular updates will continue to be provided to the Board to inform resource needs and trends for the jail population.

1. Data Tracking for Jail Population Behavioral Health Needs

While the jail has not been able to provide sufficient historical data regarding the inmate population’s behavioral health needs, they have recently identified a data plan that will allow for analysis prospectively. As a result, it is known that with a current population of approximately 740 inmates, over 13% have been identified as being Seriously Mentally Ill (SMI) and requiring specialty mental healthcare, and approximately 59% qualify for placement on a mental health caseload. Based on this data, it is believed that further reduction of the population suffering from mental health issues should continue to be a focus and will substantially contribute to reduction of the overall population.

More comprehensive analysis of the behavioral health needs of the incarcerated population is also needed in order to assist in projecting the potential impact of mental health diversion initiatives currently being planned. Additional efforts to better understand the booking charges and regional differences in booking patterns of those with behavioral health needs will also be utilized to target additional areas of focus that will provide the greatest impact.

IX. Next Steps

While further reductions of the jail population are seen as feasible and appropriate, it will require ongoing commitment and urgency by all system partners to effectuate. The Board’s continued prioritization of funding around these efforts and initiatives will also be key to their success. To assist in monitoring the County’s progress and ensure these initiatives are having the intended effect, MW Consulting will work with the criminal justice partners leading these initiatives to capture information and data that will inform further jail population projections. It is anticipated that additional project-specific projections will become available in the next six months and an update will be provided to the Board at that time.

X. Additional Resources

The below resources are provided for additional background and further information on the concepts and initiatives discussed in this document.

- ❖ MW Consulting 2022 report: <https://content.civicplus.com/api/assets/83ace42e-221e-4594-a26b-e747a3b42225>
- ❖ Prior status updates on criminal justice improvement efforts, jail redesign, and related reports:

- July 18, 2023: [County of Santa Barbara - File #: 23-00722 \(legistar.com\)](#)
- May 16, 2023: [County of Santa Barbara - File #: 23-00492 \(legistar.com\)](#)
- July 12, 2022 (includes MW Consulting 2022 report): [County of Santa Barbara - File #: 22-00641 \(legistar.com\)](#)
- March 15, 2022: [County of Santa Barbara - File #: 22-00195 \(legistar.com\)](#)
- November 9, 2021: [County of Santa Barbara - File #: 21-01008 \(legistar.com\)](#)
- July 13, 2021: [County of Santa Barbara - File #: 21-00677 \(legistar.com\)](#)
- ❖ FY 2023-24 Public Safety Realignment Plan: [County of Santa Barbara - File #: 23-00450 \(legistar.com\)](#)
- ❖ Sequential Intercept Model – [Draft SIM Map as of January 16, 2024 \(updated when final\)](#)
- ❖ External research related to criminal justice initiatives:
 - Familiar Faces:
 - [High Utilizers of Multiple Systems in Sonoma County](#)
 - Early Representation:
 - [Early Representation -- CPL Policy Brief -- June 2018 -- 61918 10p \(capolicylab.org\)](#)
 - [The Pretrial Detention Penalty: A Systematic Review and Meta-Analysis of Pretrial Detention and Case Outcomes: Justice Quarterly: Vol 0, No 0 \(tandfonline.com\)](#)