

New Alternatives to Incarceration Work Plan Actions

May 20, 2025

The Alternatives to Incarceration (ATI) Work Plan is a living document that provides direction for collaborative actions with transparency around results and lessons learned. The ATI work plan will live online and be updated with results and new or amended actions as needed, but at least annually.

Action #1: Develop new pathways to supportive services in lieu of jail or prosecution to resolve low-level criminal cases

Lead: Public Safety, Office of Community Safety

Partner Departments/Offices: San Diego Police Department, San Diego City Attorney, Public Defender, Probation, Office of Homeless Solutions, Behavioral Health Services, new partners (e.g. medical responders).

Populations of focus: Individuals identified by outreach workers, law enforcement, prosecution, public defender, probation department, and court and other partners who can be safely served in the community.

Funding: Developing new pathways will involve current staff resources in the County and partner agencies. Funded programs supporting this action include Action items #3 and #4. Grant funding will be considered if additional programmatic needs are identified.

Timeline: Ongoing in Fiscal Years 2025-26 and 2026-27, with projects to include:

- Increased referrals to Recovery Bridge Center for the Sheriff's Office and additional law enforcement agencies.
- Connection through law enforcement, City Attorney, and County homeless outreach workers to care coordination programs for individuals with unresolved cases and failure to appear or repeated system justice-system contact. Starting in fall 2025 and ongoing, working with partners to create pathways and referrals to the Central Resource and Reentry Hub (Hub) will be a major focus.

Discussion: Significant collaborative focus and commitment is needed to build pathways away from justice involvement that prevent a person from being booked into jail. For example, a police officer may receive a trespassing complaint and find a person sleeping on private property who is homeless with misdemeanor warrants and a history of behavioral health crisis. The officer taking that person to the service hub to see a case manager and get help requires streamlined access to services without a cumbersome intake for the officer or individual; trained officers who understand

the services; agency policies that allow or require the officer to utilize the service, and a community that supports the service model and location. This example shows the careful planning and engagement that accompanies any justice system change. Therefore, building pathways to supportive services will require the continued engagement and innovation of current and additional partners, for example, additional regional law enforcement partners and the Emergency Management System (EMS).

Monitoring and data (preliminary):

- Utilization of funded ATI programs as pathways away from incarceration, including use of Recovery Bridge Center and referring agencies, use of ATI Care Coordination program and referring agencies, and use of the Hub and referring agencies.
- Monitor agreements and practices for utilizing services to address criminal legal issues and the types of cases solved.
- Equity in use of these services (demographic data).
- Explore feasibility of measuring impact of services on reducing recidivism and preventing jail reentry.

Results

Pending implementation.

Action #2: Extending universal transportation, care coordination, and housing upon release from custody

Lead: Public Safety, Office of Community Safety

Partner Departments/Offices: Sheriff's Office, Office of Homeless Solutions

Populations of Focus: Individuals released from County detention and reentry facilities, at the point of and after release.

Funding: \$692,131 is included in the Fiscal Year 2025-26 CAO Recommended Operational Plan. The funding source is Local Revenue Fund 2011, Public Safety Realignment (Community Corrections Subaccount). The proposed amount would fund transit passes for all jail releases and taxi rides to transit stops for individuals released from facilities with no nearby transit stop.

Timeline: Projects to include:

- Implement universal transit passes at all detention and reentry facilities by fall of 2025.
- Create outreach and communication materials aimed at helping individuals access transportation, care coordination and housing services to ensure effectiveness and make adjustments as needed.

- Procure and launch the Resource and Reentry Hub with a request for providers to offer transportation from County jails (see related Work Plan Action #4).
- Redesign and reprocur existing care coordination and housing services and launch by early winter 2026 (see related Work Plan Action #3).

Discussion: This plan aims to ensure that individuals released from detention and reentry facilities have access to reliable transportation, communication resources, and supportive services upon release, all of which are essential for successful reentry. There is also a focus on establishing new outreach and services to engage those released from jail after a few hours or days in custody, which represents the majority of releases. Short jail stays limit opportunities for in-custody assessments and service connections before a person is released back into the community.

Actions

1. Universal Transportation Access

- The plan includes expanding access to transit and other transportation options. Currently, 18,000 San Diego Metropolitan Transit System (MTS) Regional Day passes are allocated across all facilities. The program will increase distribution by an additional 30,600 passes, expanding transit access to everyone released from San Diego County detention facilities.
- The Sheriff's Office and the Public Safety, Office of Community Safety are working with MTS to develop new displays and handouts specific to each detention facility to assist individuals navigate public transit upon release from custody. This will include the display of transit maps, easy-to-read, walkable maps and route information to the nearest transit stop. The materials are being created with existing funding.
- Recognizing the importance of communication upon release for arranging transportation and support, this action also aims to increase communication access upon release. Many incarcerated individuals have their cell phones stored with their personal property during incarceration and receive them back uncharged upon release. To address this, the Sheriff's Office has installed phone charging stations in the public lobbies of detention and reentry facilities. Installation began in March 2025 and was completed in May. These wall-mounted or tabletop stations are equipped with Lightning and USB-C charging cables for convenient charging upon release.
- The Resource and Reentry Hub (See Work Plan Action #4) includes a request for transportation services from all detention facilities and direct advertising to people in custody. Individuals have opportunities to make free phone calls at points in the release process to coordinate transportation or connections to services. The Public Safety, Office of Community Safety and Sheriff's Office will work with the Resource Hub provider and individuals with lived experience of incarceration to develop advertising encouraging connecting with the service by phone before release.

2. Care Coordination & Housing Connections

- Expand care coordination and housing services for individuals exiting detention and reentry facilities (see related Work Plan Action #3).
- Pilot new outreach efforts with current “ATI Community Care Coordination” program provider to expand access to services for individuals released from jail. This pilot component will be initiated in summer 2025 with a focus on accommodating voluntary self-referrals through contractor presence at or near selected detention facilities to engage individuals with no service connection at release.
- Redesign and reprocore key care coordination and housing programs to establish sustainable service levels and new pathways for reentry services, including pathways for people who are not in jail long and have little time for a traditional reentry plan, building on lessons learned from pilot. (see related Work Plan Action #3).
- Leverage Medi-Cal available funding to extend case management services for individuals with time for assessment and reentry planning while in custody (see related Work Plan Action #5).

Monitoring and data (preliminary):

- Track usage of transportation services, including the number of transit passes distributed.
- Assess service utilization rates for care coordination and housing placements.
- Explore the feasibility of evaluating the impact of services on engagement, recidivism rates and jail reentry.

Results:

Pending implementation.

Action #3: Update and reprocore Community Care Coordination (C3) and Housing programs

Lead: Office of Homeless Solutions

Partner Departments/Offices: Public Safety, Office of Community Safety, Health and Human Services Agency - Medical Care Services

Populations of focus: Justice-involved individuals transitioning from custody, including special populations such as veterans with high health and housing needs and those with shorter jail stays and high needs. May also include those with repeated justice involvement/outstanding criminal legal matters and high needs in the community.

Funding: Ongoing cost and revenue of \$2.2 million in the first year, and \$2.6 million in the following year, through Local Revenue Fund 2011, Public Safety Realignment (Community Corrections Subaccount), and leverage Medi-Cal services to be included in Fiscal Year 2025-26 CAO Recommended Operational Plan.

Timeline: Ongoing in Fiscal Years 2025-26 and 2026-27, with projects to include:

- Redesign and reprocure existing community care coordination services to leverage Medi-Cal Enhanced Care Management and Community Support Services
- Identify referral pathways for special populations such as Veterans (e.g., from custody) or individuals with high health needs (such as serious mental illness/co-occurring disorder) while also broadening eligibility to individuals at risk of continued justice involvement because of multiple unmet needs and homelessness

Discussion: The Community Care Coordination (C3) programs have added a valuable service to San Diego County's service landscape, espousing a long-term care coordination and housing model that incorporates peer specialists, clinicians, and housing specialists to provide whole-person services over a period of up to 12 months. These programs serve justice-involved individuals who are at-risk of or experiencing homelessness. The C3 teams use a trauma-informed approach to provide intensive in-reach and outreach engagement activities (in and out of custody) to build trust and rapport to reduce poor outcomes, homelessness, and barriers to accessing services. The existing C3 programs are C3V—a program for veterans and C3RES—a program for individuals with behavioral health conditions. Other C3 programs such as the first C3 program and C3 Straight to Home have ended because they were grant funded, and C3V and C3RES have sunset dates in October 2025 and June 2026 because grant funding will end. Additionally, due to the high-touch service that is provided to participants, only a limited number of individuals can benefit from these programs. All partners involved have affirmed that sustaining these services is a priority. Therefore, it is necessary to redesign and reprocure these services in a way that ensures they are sustainable and accessible to more justice-involved individuals. This ATI action intersects with other ATI proposals, such as implementing more effective upstream interventions to prevent justice-involvement, increasing enrollment into Medi-Cal pre-release, and providing options for pathways after custody for those who do not receive comprehensive reentry planning while in Sheriff's custody (See related Action Item #3).

Monitoring and data (preliminary):

- Equity in use of these services (demographic data).
- Explore the feasibility of measuring effects of services on recidivism to jail or entry into jail.
- Explore the feasibility of the effect of services on participant stability re: housing, health, employment, and social supports.

- Economic analysis of a mixed funding model and evaluation of long-term sustainability (through ability to leverage Medi-Cal for core care management and community supports services, including rental assistance).

Results

Pending implementation.

Action #4: Launch Resource and Reentry Hub and implement evaluation

Lead: Public Safety, Office of Community Safety

Partner Departments/Offices: Health and Human Services Agency, Public Defender, Probation

Populations of focus: All justice-involved individuals

Funding: Up to \$2 million one-time costs for initial lease and renovation and up to \$3 million annually for operational costs, including short term housing placements through Local Revenue Fund 2011, Public Safety Realignment (Community Corrections Subaccount), and Medi-Cal Reimbursement is included in the Fiscal Year 2025-26 CAO Recommended Operational Plan.

Timeline: Ongoing in Fiscal Years 2025-26 and 2026-27, with projects to include:

- Competitively procure the Resource and Reentry Hub with avenues for potential providers to propose different parts of the service model, or the entire service model.
- Collaborate with the Department of General Services to enter a lease agreement, if necessary.
- Integrate various County services with non-profit or for-profit services for justice-involved individuals.
- Integrate the Office of Evaluation, Performance and Analytics staff in project meetings with awardee to implement evaluation.

Discussion: County staff requested and received Board authority in March of 2024 to establish the Resource and Reentry Hub through contracting actions. Health and Human Services Agency Self-Sufficiency Services, Medical Services, and Behavioral Health Services, Assessor Recorder, Child Support Services, Public Defender, San Diego Police Department, San Diego City Attorney's Office, San Diego Sheriff's Office, the Office of Homeless Solutions, and the Probation Department have closely collaborated with the Public Safety, Office of Community Safety throughout 2024 to further planning for operations and inform the procurement. Additionally, extensive community outreach has continuously informed this planning process, resulting in two major adjustments to the original approach: 1) The County is seeking Board authority to enter a lease for a service location; and 2) The procurement will allow smaller businesses to participate in

the bidding process, even if they are unable to propose the entire service model. These adjustments were made after community stakeholders voiced their concerns about their ability to find and lease an appropriate space and an expressed interest of many smaller businesses to participate in the Hub but lacking the capacity to stem the entire operation.

Actions:

- Finalize the RFP/Statement of Objectives with Advisory Group review and issue a procurement early summer 2025.

Monitoring and data (preliminary)

- Equity in use of these services (demographic data).
- Effectiveness of using one central location for meeting the needs of the population of focus.
- Explore feasibility of measuring effect of services on participant stability re: housing, health, employment, social supports.
- Economic analysis of a mixed funding model and evaluation of long-term sustainability (through ability to leverage Medi-Cal for core care management and community supports services).

Results

Pending implementation.

Action #5: Expand in-custody rehabilitative programming to high-level incarcerated persons

Lead: Sheriff's Office

Partner Departments/Offices: Public Safety, Office of Community Safety

Populations of focus: Incarcerated individuals, particularly those in high-level classification housing units

Funding: \$1,625,866 for contracted programming and Sheriff's staffing to support the program is included in the Fiscal Year 2025-26 CAO Recommended Operational Plan. The funding source is Local Revenue Fund 2011, Public Safety Realignment (Community Corrections Subaccount).

- High-Level Programming: \$500,000
- Staffing: \$1,125,866
 - Supervising Correctional Counselor
 - Correctional Counselors

- Admin Analyst II
- **Timeline:** Ongoing in Fiscal Years 2025-26 and 2026-27

Discussion: Reentry Services Division aims to offer the population voluntary access to all services independent of classification level to help address harmful thinking patterns, offer educational opportunities, and provide tools to practice prosocial behaviors with the goal of enhancing reentry planning efforts for an individual's seamless transition to the community. High-level programming would expand opportunities to participate in services with Sheriff's staff, both one-on-one and in group settings as permitted per policy. Correctional Counselors would provide high-level incarcerated persons access to Cognitive Behavioral Therapy (CBT) interventions and operate as liaisons to additional community-based providers while acclimating the participants and sworn staff to the expansion of services to this population. The value of these interventions will be observed in increased opportunities for incarcerated persons to participate in services and successful reentry to the general population or community. High level housing units would greatly benefit from an expansion of services, eventually allowing for contracted providers to offer instruction and Sheriff's staff to enhance community linkage.

Monitoring and data (preliminary)

- Increased access to reentry services for incarcerated individuals.
- Enhanced coordination with community-based providers.
- Improved reentry planning, leading to better post-release outcomes.

Results

Pending implementation.

Action #6: Host Job fairs focused on career pathways and peer roles for justice-involved individuals in the treatment system

Lead: Public Safety, Office of Community Safety

Partner Departments/Offices: Sheriff's Office, Public Defender, Office of Labor Standards and Enforcement, Office of Equity and Racial Justice, Health and Human Services Agency

Populations of focus: Justice-involved individuals seeking career opportunities in peer support roles and related career pathways that value their lived experience.

Funding: \$16,000 is included the Fiscal Year 2025-26 Recommended CAO Operational Plan to support three events. The funding source is Local Revenue Fund 2011, Public Safety Realignment (Community Corrections Subaccount). The funding would create employment and training events for justice-involved individuals and community-based organizations seeking

candidates with lived experience and/or peer certifications and provide food and transportation options for event attendees, helping to increase participation across the community.

Timeline: Ongoing in Fiscal Years 2025-26 and 2026-27

Discussion: The Public Safety, Office of Community Safety and San Diego Workforce Partnership co-hosted a Peer Workforce Event on September 13, 2024, at the Southeastern Live Well Center to promote career opportunities for individuals with justice experience. The event drew over 100 participants and focused on both certified and non-certified career pathways. The day's events featured presentations, panels, interviews, resume reviews and networking opportunities. The event received largely positive feedback from a post event survey. Attendees also expressed interest in more direct County engagement and additional employment resources in future events. Attendees also expressed the desire for the County to build upon the momentum and have the workforce events more frequently and in additional locations.

Action:

- Develop and host at least two regionalized and peer workforce events, with one event in 2025 and at least two in 2026.
- Develop effective communication and transportation options to engage participants.
- Integrate Health and Human Services Agency, Office of Equity and Racial Justice, Sheriff's Office, Office of Labor Standards and Enforcement, and San Diego Workforce Partnership staff through collaborative project meetings for both event planning and day-of implementation.

Monitoring and data (preliminary):

- Increased access to peer support certification programs, employment services, individual coaching and training opportunities for justice involved individuals especially those recently released.
- Enhanced coordination with employers to have access to justice-involved candidates to successfully hire desirable candidates.
- Strengthen partnerships with OLSE and local employers to provide comprehensive training and education on the Fair Chance Act requirements and best practices.

Results

Pending Implementation.