

2016

ANNUAL REPORT



This report was updated on March 30, 2018. One inadvertent calculation error was identified and promptly corrected accordingly. Please see updates to pages 6 and 20 of this report for more information.



Message from the Chairman

Mitch Lucas, CJCC Chairman
Assistant Sheriff
Charleston County Sheriff's Office

I am honored to present the Charleston County Criminal Justice Coordinating Council (CJCC) Annual Report for 2016. Last year we proved that a diverse group of elected, appointed, and senior officials can come together, roll up our sleeves, and work toward creating an equitable and efficient criminal justice system that will enhance public safety efforts in all of Charleston County. What started as a competitive grant application in early 2015 has grown into the most transformative and collaborative criminal justice system improvement effort I have seen in my more than 30 years in law enforcement. I want to personally thank the CJCC members, community representatives, stakeholders and staff for being so active and committed to improving Charleston's criminal justice system. Throughout the year, your transformative leadership, responsiveness and support has continually shone through.

With a common purpose of improving public safety and community well-being, the CJCC spent 2015 analyzing our system, reviewing relevant research, and creating an ambitious transformation plan to safely reduce our jail population and improve the local system. In 2016, the CJCC secured funding to implement the plan, grew in size and capacity, made progress in several areas, and has begun to demonstrate what happens when we work together to rethink the use of jail and improve criminal justice system services in Charleston County. In this report, you will find a review of overall and strategy specific progress in 2016 as well as strides made to grow community outreach and engagement efforts. You will also find the fruits of our growing data capacity which helps monitor system trends, discover emerging issues, and guide ongoing improvement efforts.

While 2016 was a year to move from planning into action, 2017 looks to be a year of even greater change as more and more of the transformation strategies will be on-the-ground. As I look ahead to achieving the goals of our transformation plan, I am confident our collective efforts to improve our criminal justice system are on pace to become a model for other communities within the state and beyond. Please continue to stay engaged with the CJCC in 2017, provide us your feedback and input along the way, and of course, hold us accountable to achieve the aims of the transformation plan.

TABLE OF CONTENTS

About the CJCC	3
2016 Progress & Milestones	4
Community Outreach & Engagement	11
Appendix	
A. Meetings	13
B. Year in Review	15
C. Figures & Tables	16



About the Charleston County Criminal Justice Coordinating Council (CJCC)

The mission of the CJCC is to assist in making sustainable, data-driven improvements to Charleston County's criminal justice systems (CJS) and thereby improve public safety and community well-being. The CJCC works collaboratively to improve the administration of justice and promotion of public safety through planning, research, education, and system-wide coordination of criminal justice initiatives. Following a first-of-its-kind analysis of the CJS based on 2014 data, the CJCC prioritized a series of recommendations. The recommendations included:

- Improve data systems for more efficient and effective data sharing and analysis.
- Institute mechanisms to sort high risk from low risk, and prioritize jail use accordingly.
- Ensure similarly situated individuals are consistently treated similarly and work to reduce racial and ethnic disproportionality and/or disparity (REDD) in CJS.
- Enhance capacity to address root causes of behaviors that bring people into the CJS and reduce the likelihood of repeat offending.
- Expand options of law enforcement to inform discretionary decisions to use jail on low-level charges and improve police and community relationships.
- Enhance the availability of effective treatment options in the community.
- Reform the management of pretrial populations to mitigate risk (i.e., amount of risks for flight or danger, rather than one's ability to pay a monetary bond).
- Improve the timeliness of case processing in General Sessions, including assignment of counsel, receipt of discovery, and court scheduling practices.

The CJCC works to advance six strategies based on the above recommendations. Collectively, the six strategies are projected to safely reduce the jail population by 25% over three years. Each strategy is spearheaded by a strategy implementation team. The teams are comprised of inter-agency and CJCC staff with related expertise and experiences. In addition, the CJCC partners with a host of community representatives from diverse sections of the county that provide input and feedback on the efforts.



Monthly CJCC meeting

Charleston County Criminal Justice Coordinating Council (CJCC) is a collaboration of elected, appointed, and senior officials, law enforcement leaders, judicial and court leadership, behavioral health professionals, various community leaders and many more. Our mission is to assist in making sustainable, data-driven improvements to our criminal justice system and thereby improve public safety and community well-being.

2016 Progress and Milestones

During 2016, the CJCC held 10 monthly meetings and the six strategy teams met as often as necessary to advance the six strategies. A review of progress made in each of the strategies over 2016 is provided below. A summary of topics discussed during the monthly meetings is provided in the appendix. In addition, a timeline of major milestones is provided in the appendix.

The data findings which accompany the discussion of progress were completed by CJCC staff with the assistance of data providers and experts from eleven local agencies with the installation of the CJCC's data warehouse. The internal capacity of the CJCC to conduct the analysis of Charleston's local criminal justice system is a significant marker of progress. As noted in the February 2016 report,¹ the initial 2014 system assessment relied on over 500 manpower hours by the Justice Management Institute (JMI) working with agency and CJCC staff to compile, scrub, and complete an exhaustive examination of jail use and racial and ethnic disproportionality and/or disparity (REDD) across key decision points within the local criminal justice system.

The period of analyses includes the last two calendar years, 2015 and 2016, in relation to the baseline established in calendar year 2014. Unless cited otherwise, the data provided in this report is generated in the CJCC data warehouse along with appropriate attribution to the contributing data source(s). The CJCC warehouse data utilized to complete this report is comprised of data from a dozen different data systems. The contributors include:

- Law Enforcement: Charleston County Sheriff's Office, Charleston Police Department, North Charleston Police Department, and Mt. Pleasant Police Department.
- Summary Courts: Charleston County Magistrates (CMS-Mag), Charleston Municipal Court, North Charleston Municipal Court, and Mt. Pleasant Municipal Court.
- General Sessions: Charleston County Clerk of Court (CMS-GS), Ninth Circuit Solicitor (Charleston County), Ninth Circuit Defender (Charleston County).
- Jail: Charleston County Sheriff's Office, Sheriff Al Cannon Detention Center (SACDC).

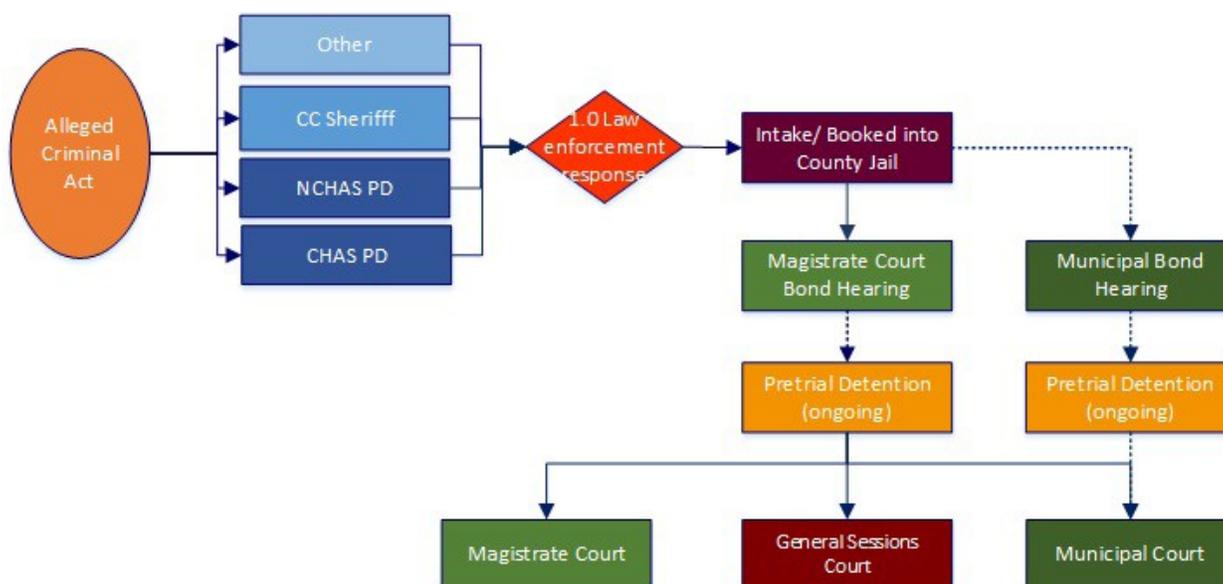
As expected with the transition to data-guided system reform and working with data from a dozen disparate data systems, data challenges are common. Variances among the different data sources are expected. When possible, replications of the 2014 baseline are provided as well as more detailed analyses where available. For example, additional data and analysis capacity are available in this reporting period than were available in the 2014 baseline, phase one report. Through ongoing use of the CJCC data warehouse and implementation of the three enhancement plans required by the sixth strategy, analysis of the local criminal justice system has become and will continue to become increasingly efficient and sophisticated.²

The data analysis described below is organized similar to the phase one report and follows the flow of decision points within the local criminal justice system from system entry through disposition. Therefore, findings for overall criminal justice activity and strategy specific findings include data regarding charges brought by law

¹ Charleston County Criminal Justice Coordinating Council: Phase One Final Report, 2016.
http://cjcc.charlestoncounty.org/files/Phase-One-Report_CJCC_Final.pdf.

² The documentation of warehouse procedures and methods can be found in the CJCC warehouse documentation.

enforcement, bookings into the Sheriff Al Cannon Detention Center (SACDC), bonds, dispositions, and overall jail population. The image below provides a simplified map of these decision points.



In addition to reviewing trends at each decision point, data were also examined with a focus on disproportionality of race. Disproportionality is calculated through the use of relative rates of African American/Black and Caucasian/White individuals in the system as compared to the proportion of each group in the general population of the County (RR B:W) during the period of analysis.³ The current analysis provides the relative rates for 2015 and 2016 as well as the percentage change from the 2014 baseline as recalculated within the warehouse.⁴

Prior to reviewing progress in 2016 and data trends, it is important to note key factors that have likely contributed to the results. First, significant events occurred locally and nationally during the time between 2014 and 2016 which have increased awareness of mass incarceration, racial and ethnic disproportionality and disparity in the CJS, and other related topics. Second, the collaborative efforts made by the CJCC have provided increased awareness and education among members, stakeholders and staff on a number of key issues, data findings, and relevant research. Specific actions have been taken by individual agencies which also likely contribute to the results. For example, during 2015, N. Charleston abolished municipal ordinances which were duplicative of state law; over 2015 and 2016 many officers across all of the County were provided training in crisis intervention to have more tools for working with those living with mental illness; efforts were made to address homelessness; and officers were provided more opportunities to use cite and release as opposed to custodial arrests for lower-level charges such as Simple Possession of Marijuana. Moreover, there were a

³ Current relative rate analysis does not include other racial or ethnic groups due to the limited representation of such groups in the data.

⁴ 2014 Baseline figures on the phase one report were completed by JMI using the 2010 Census figures. Relative rates for this report include more recent figures from the US Census American Community Survey (ACS). The 2014 figures are based on 2014 estimates while the 2015 and 2016 figures are based on the 2015 estimates. Both include populations over 18. Source: US Census-ACS, 1-Year Estimates, 2015 found at <https://www.census.gov/programs-surveys/acs/>.

number of actions taken by the CJCC through each of the transformation strategies which are discussed below. All of the above are likely contributing to the trends experienced in Charleston's CJS between 2014 and 2016. Tables and graphs are also provided in the appendix for the data findings provided below.

System Entry

System entry is defined as the point in which defendants become involved with the criminal justice system. When a charge is brought against a defendant, it can be done through a custodial arrest whereas the defendant is detained and booked in the Sheriff Al Cannon Detention Center (SACDC). Alternatively, non-custodial arrests can be made in which defendants are charged, given a court date, and released. This is also known as cite and release.

System Entry by the Numbers:

- The amount of criminal charges made by the Charleston County Sheriff's Office and the municipal police departments in N. Charleston, Charleston and Mt. Pleasant, also known as the Big Four, are down by 28% between 2014 and 2016.
- Of all charges made, the use of non-custodial arrests is up by 14% between 2014 and 2016, and the use of custodial arrests is down by 33%.
- Jail admissions by all accounts (people, charges, and incidents of booking) have decreased by approximately 30% between 2014 and 2016.
- Disproportionality at booking decreased by 11% between 2014 (3.04:1) and 2016 (2.33:1).⁵
- The percentage of overall jail admissions from the big four decreased from 88% of all charges booked in 2014 to 84% of all charges booked in 2016.
- The top fifteen most frequently occurring charges booked represented 45.5% of all charges booked in 2014, 43% in 2015, and 41% in 2016.
- Between 2014 and 2016, lower-level charges resulting in jail use have decreased significantly (e.g., Disorderly Conduct is down 71%) and jail use for more serious charges has seen an increase (e.g., Third Degree Assault and Battery increased 16% and Unlawful Carrying of a Firearm increased 22%).
- Consistent with the reduction of charges booked, the amount of cases going to court for the charges booked are down 31%. Of all charges booked, Summary Courts remain the most frequently utilized.

Transformation Plan Strategy One: Implement a risk assessment instrument for law enforcement officers that enables greater uniformity in decisions to arrest individuals accused of low-level charges. The goal of this strategy is to reduce bookings by 30% for simple possession of marijuana, open container, trespassing, public intoxication, and misdemeanor shoplifting.

During the first quarter of 2016, notable strategy one efforts included the launch of pilot programs to increase the use of non-custodial, cite and release, options for the target charges in two municipalities, Charleston and N. Charleston. Data gathered from the pilot programs as well as data from the CJCC data warehouse allowed the team to work with national experts to develop an actuarial risk assessment tool for use locally. The tool is based on a national model and was normed with local data in the last quarter of 2016. The tool will be launched

⁵ In other words, African American/Black individuals were booked 3.41 times as often as Caucasian/White individuals in 2014 and 3.04 times as often in 2016. Correction made March 30, 2018: The 2016 relative rate was originally inaccurately reported as 3.04 due to an inadvertent calculation error. The corrected rate is 2.33, changing the percentage reduction to 11% from 32%.

in 2017 along with the opening of the Tricounty Crisis Stabilization Center (strategy two) in order to provide officers with real-time alternatives to jail use when appropriate.

Strategy One by the Numbers

- Bookings for all of the target charges decreased by 43% between 2014 and 2016.
- Disproportionality among the targets booked has also decreased. The reductions among individual target charges range from 7% to 35% between 2014 and 2016.

Transformation Plan Strategy Two: Identify and create appropriate real-time alternatives to jail for individuals living with addiction, mental illness, and/or homelessness through a triage center service located within the Tri-county Crisis Stabilization Center. The goal of this strategy is to reduce jail bed days consumed by frequent, familiar faces by 10 % and 15% for those at-risk thereof.

Strategy two progress in 2016 included the development and installation of a collaborative jail and hospital diversion program known as the Tri-county Crisis Stabilization Center within the Charleston Center. The center will open and begin receiving clients in 2017 and will house the 24x7 triage service for law enforcement. Collaborative funders include the South Carolina Department of Mental Health, Charleston Dorchester Mental Health Center, Berkeley Mental Health Center, Charleston Center, Charleston County Sheriff's Office, John D. and Catherine T. MacArthur Foundation (through the CJCC grant), and several local hospitals including, Medical University of South Carolina and Roper St. Francis.

Strategy Two by the Numbers

- Individuals booked three or more times, though only 13% (1,950) of all individuals booked in 2016, made up 22% of all bookings and 27% of all charges entering the jail in 2016. These individuals disproportionately consume jail bed days and repeatedly return to custody.
- The average number of jail bed days consumed for those classified at-risk (booked three to four times in the last two years) was 74 days per person per year, while those classified as familiar (booked five or more times in the last two years) spent an average of 134 days per person per year.
- The at-risk population is approximately three times the size of the familiar face population.
- More information is needed to identify and address the risk, need and responsivity factors⁶ driving their repeated returns to custody.

Transformation Plan Strategy Three: Launch an automated court date reminder system to increase court appearances and lower the number of criminal bench warrants. The goal of this strategy is to reduce bookings for criminal bench warrants by 30%.

Strategy three progress in 2016 included efforts of judges in summary courts to re-evaluate the need to issue criminal bench warrants and find other alternatives as appropriate. Additional efforts included improving quality of criminal bench warrant data, improving methods to assess the volume of outstanding criminal bench warrants, as well as those served and issued in given time periods. Additionally, the strategy team researched court notification system options and developed a request for proposal for the court reminder service. The

⁶The well-established principles of risk, need, and responsivity (RNR) are considered a best practice for recidivism reduction and have been shown to effectively reduce recidivism by as much as 35% (Bonta & Andrews, 2007). Research has shown that non-adherence to the RNR principles in service delivery is not only ineffective, but can also be detrimental to treatment outcomes (Lowenkamp & Latessa, 2005).

service is expected to be launched in Charleston Municipal Court and Ninth Circuit, Charleston County General Sessions during 2017.

Strategy Three by the Numbers

- Issuance and service of Criminal Bench Warrants in General Sessions is on the rise. Between 2014 and 2016 issuance increased 15% and service increased 36%.
- Issuance and service of Criminal Bench Warrants in Summary Courts is on the decline. Between 2014 and 2016 issuance decreased 58% and service decreased 50%.
- Overall bookings for criminal bench declined 31% between 2014 and 2016.
- Disproportionality among criminal bench warrant bookings also declined from 5.94 in 2014 to 4.54 in 2016.

Transformation Plan Strategy Four: Implement a pretrial risk assessment tool for bond setting to be more risk-based and pretrial release to be less dependent upon the financial circumstances of defendants. The strategy also includes assignment of a public defender to provide representation at the bond hearing for defendants that qualify for indigence through an independent screening process. The goal of this strategy is to increase non-financial bonds in General Sessions by 10%, and increase non-financial bonds in summary courts by 15%. It is also expected that assignment of counsel at bond hearing will positively impact time to disposition.

Throughout 2016, bond setting judges in centralized bond court utilized pretrial risk assessment variables as part of their framework for setting bond. In the first quarter of 2016, the City of Charleston transferred its bond court to the centralized bond court thus increasing the volume of bonds set within the centralized bond court. The team also selected a pretrial risk assessment tool, developed the pretrial services database, and installed protocols and procedures for the role of strategy-related staff. In the last quarter of 2016, over 100 defendants were part of the infrastructure testing for independent screenings for indigence, representation of indigent defense counsel at bond hearing, as well as the preliminary use of the pretrial risk assessment tool prior the bond hearing. This strategy is expected to be fully operational in 2017.



Touring office space for strategy four pretrial services: Chief magistrate Steinberg, System Utilization Manager Chapman, Senior Defense Council Parnall, Circuit Defender Pennington & Captain Tice of SACDC

Strategy Four by the Numbers

- The use of financial bond to secure release pending trial has decreased 10% in Summary Courts between 2014 and 2016 while the use of Personal Recognizance increased 10%.
- The use of financial bond to secure release pending trial in General Sessions decreased 4% between 2014 and 2016 while the use of Personal Recognizance increased 2%.
- When financial bond is ordered to secure release pending trial, the amount of those bonds has remained consistent between 2014 and 2016.
- More work is needed to analyze the length of stay pending trial and disproportionality among bond types along with relevant indicators of risk as available.

Transformation Plan Strategy Five: Redesign expectations for the timeliness of case processing in General Sessions (felony and high level misdemeanor) cases with the leadership of a Chief Judge for Administrative Purposes and expedited movement of core case processing milestones. The goal of this strategy is to reduce the median time from arrest to disposition in General Sessions by 37%.

During the second quarter of 2016 changes were made to expedite the scheduling of first and second appearances. In the third quarter, changes were also made to increase active monitoring of receipt of the initial discovery information from law enforcement by prosecution in a timely manner. Throughout the year, efforts were also made to improve data quality, tracking of key case processing milestones, and to prepare for the installation of a Chief Judge for Administrative Purposes appointed by the Chief Justice of the South Carolina Supreme Court. Additionally, the Solicitor's office worked closely with key law enforcement partners to identify and advance the installation of technology to improve the discovery process. During 2017, the technology will be piloted with N. Charleston and Mt. Pleasant Police Departments, transfer of docket management will move from the Solicitor's office to the Clerk of Court, and an administrative order will be implemented by the Chief Judge for Administrative Purposes, Circuit Judge Markley Dennis, Jr., redesigning expectations for case processing in General Sessions.

Strategy Five by the Numbers

- Timeliness of case processing in General Sessions is beginning to trend faster between 2015 and 2016. Time to:
 - Initial discovery receipt is down 24%,
 - Assignment of prosecutor is down 35%, and
 - Assignment of defense is down 14%.
- Overall time to disposition for in-custody cases is down 30% and time to disposition for out-of-custody cases is down 1%.
- Disposition types have remained consistent between 2015 and 2016.
- It will be important to gauge timelessness of disposition relevant to the type of disposition moving forward. Additionally, more work is needed to analyze disproportionality among disposition types.

Transformation Plan Strategy Six: Create a centralized database where all agencies can share information and store data used for the study and implementation of future improvements and projects. The goal of this strategy is for the centralized database to meet specifications set forth in three annual enhancement plans.

Strategy Six progress during 2016 included achieving several objectives, including:

- Establishing proof of concept for the centralized database through a pilot data warehouse during the first quarter.
- Hiring a Database Administrator (DBA) at the start of the third quarter.
- Establishment and approval of central database documentation guiding the sharing, use, and security of the database during the third quarter.
- Approval of a data use agreement among individual data contributors, Charleston County Government, and an external evaluator from the Safety and Justice Challenge throughout the third and fourth quarters.
- Establishing and implementing the centralized database to support data-guided improvements in the local justice system with data from 12 different data systems in the local CJS in the third quarter.
- Utilizing the centralized database to work on the annual report and provide ongoing performance measurement for the CJCC during the final quarter of the year.

During 2017, strengths and opportunities discovered during the annual reporting period will be built upon and subsequent enhancement plans will be developed and implemented.

Transformation Plan Overall Goal: Reduce the average daily population (ADP) of the SACDC by 25% in three years.

ADP by the Numbers

- The method the jail uses to calculate ADP and the CJCC Snapshot method for calculation of the ADP closely mirror one another.
- On average, there is a 1% difference between the two calculations. Therefore, the snapshot ADP calculation will be the means by which the CJCC will calculate changes to the ADP moving forward.
- The overall ADP declined in 2015 and 2016 with a slight increase toward the end of 2016.
- The CJCC snapshot ADP method also provides for a means to account for special populations within and outside of the scope of the local criminal justice system as well as to pinpoint possible explanations for ADP changes.
- Special populations include family court and federal/ICE/Hold inmates; both are not a large portion of the overall ADP.
 - Federal/ICE/Hold inmates began to rise in late 2016.
 - Family court inmates began to decline in 2015 and 2016 relative to 2014.
- Given the multitude of decision makers outside of the local criminal justice system that drive jail use for these special populations, both groups are excluded from the local ADP.
- The local ADP has consistently declined from the 2014 baseline. The annual local ADP in 2016, 909, is 10% less than it was in 2014, 1,099.

Moving forward, measuring progress toward the 25% reduction will need to account for current data trends and growing CJCC data analysis capacity.

Community Outreach and Engagement

Community Representatives

During 2016, the CJCC launched a widespread campaign to expand the reach of community representatives and build on productive contributions by the inaugural group of community representatives. The campaign included use of social, print and news media in order to reach as many citizens of Charleston County as possible. A call to action was launched in October 2016. The CJCC requested applications from community members to serve as community representatives on the CJCC for a period of one to two years. By the application deadline in December, nearly 40 people submitted applications to fill the 10 community representative spots and further incorporate community feedback into the reform process. “It has already been and will continue to be vital for members of this community to have a voice in this transformational process,” said CJCC Co-Chair and Charleston Center Director Dr. Chanda Brown.



Social media image from the call to action campaign seeking Community Representatives to join the CJCC

Throughout the year, CJCC members and staff also made presentations in the community for various audiences, joined local community engagement efforts such as the City of Charleston’s Illumination initiative, engaged with national criminal justice reform experts such as the National Network of CJCCs and White House Data Driven Justice initiative, and were active in local media. The chart following provides a summary of events and presentations conducted in the latter half of the year. For more information on the first half of the year, please see the mid-year report.

CJCC in the Community

National Association of Counties (NACo)

Presentation by Clerk of Court Julie Armstrong
Long Beach, CA; JULY 2016

Interdisciplinary Discussion of Triage Services

Meeting among community partners, CJCC members,
and national experts to advance the triage service and
Tricounty Crisis Stabilization Center
N. Charleston, SC; OCTOBER 2016

S.C. Judicial Conference

Presentation by Project Director Kristy Danford and
Franklin Cruz, Justice Management Institute
Columbia, SC; AUGUST 2016

Charleston BAR Association, Criminal Defense

Presentation by Chief Judge Dennis and Project Director
Kristy Danford
N. Charleston, SC; NOVEMBER 2016

American Corrections Association

Presentation by Project Director Kristy Danford
And CCSO Assistant Sheriff Mitch Lucas
Boston, MA; AUGUST 2016

Charleston School of Law

Presentation by Chief Mullen, CPD, Margaret Seidler,
Project Illumination, Senior Public Defender,
Christina Parnall, and Project Director Kristy Danford
Charleston, SC; NOVEMBER 2016

Illumination Project, Prayer Gathering

Presentation by Project Director Kristy Danford
Charleston, SC; AUGUST 2016

College of Charleston, Institute for Humane Studies

Presentation by Project Director Kristy Danford
Charleston, SC; NOVEMBER 2016

Anti-Poverty Roundtable, Community Discussion

American Bar Association, Commission on
Homelessness and Poverty, Participation by Lt.
Middleton, CPD, Circuit Defender Pennington,
Judge Rico-Flores, and Project Director Danford
Charleston, SC; OCTOBER 2016

Lawyers Helping Lawyers

Presentation by Chairman Lucas, Chief Magistrate
Steinberg, Director of Charleston Center Dr. Brown, and
Project Director Danford
Charleston, SC; DECEMBER 2016

APPENDIX A
CJCC MONTHLY MEETINGS

The 2016 CJCC monthly meetings were scheduled for every third Friday of each month with a few exceptions. In 2016 the June meeting was cancelled, August meeting was rescheduled for the fourth Friday, and the September meeting was cancelled. The 2017 CJCC monthly meetings are scheduled for every fourth Monday of each month. Below is an outline of the discussion topics for each meeting during 2016.

- ❖ JANUARY 8, 2016
 - Progress Update
 - Proposal Review
 - Next Steps: Bylaws and Communications

- ❖ FEBRUARY 12, 2016
 - Communications and Outreach
 - Implementation Team Kick-Off
 - Bylaw Development
 - Group Photos

- ❖ MARCH 11, 2016
 - Meeting Schedule Approval
 - Request to Join Data Driven Justice Initiative
 - Progress Discussion
 - Charleston Illumination Initiative Discussion

- ❖ APRIL 15, 2016
 - Communications
 - Budget
 - Status Updates

- ❖ MAY 20, 2016
 - Safety and Justice Challenge Update
 - Status Updates

- ❖ JUNE 17, 2016
 - Meeting was cancelled.

- ❖ JULY 15, 2016
 - Safety and Justice Challenge Update
 - Status Updates
 - Outreach

- ❖ AUGUST 26, 2016
 - Note: Meeting was rescheduled from August 19th to August 26th.

- Safety and Justice Challenge Update
 - Outreach and Communications
 - Status Updates
- ❖ SEPTEMBER 16, 2016
- Meeting was cancelled.
- ❖ OCTOBER 21, 2016
- Safety and Justice Challenge Update
 - Outreach and Communications
 - Status Updates
- ❖ NOVEMBER 18, 2016
- Outreach and Communications
 - Planning for 2017
 - Status Updates
- ❖ DECEMBER 16, 2016
- Planning for 2017
 - Community Representative Update
 - Strategy Updates

APPENDIX B

2016: Year in Review

- ❖ First Quarter (January to March, 2016, 7% staffed)
 - Published the transformation plan and requested a \$3.4 million grant for implementation
 - Adopted official bylaws
 - Pilot cite and release programs in Charleston and North Charleston Police Departments
 - Transferred City of Charleston bond court to Centralized Bond Court
 - Utilized established pretrial risk assessment variables in Centralized Bond Court
 - Established proof of concept for the CJCC's centralized database
 - Joined White House Data Driven Initiative
- ❖ Second Quarter (April to June, 2016, 7% staffed)
 - Received \$2.25 million Safety and Justice Challenge grant from the John D. and Catherine T. MacArthur Foundation
 - Retooled the implementation plan to fit within the funding received
 - Changes made to expedite scheduling of first and second appearances in General Sessions
- ❖ Third Quarter (July to September, 2016, 27% staffed)
 - Joined the National Network of CJCCs
 - Hired initial staff to support implementation
 - Increased active monitoring of receipt of initial discovery information from law enforcement to prosecution
 - Collected data from 12 data systems to build centralized database
- ❖ Fourth Quarter (October to December, 2016, 27% staffed)
 - Normed law enforcement risk assessment tool using local data
 - Launched the CJCC's centralized database (also known as the data warehouse)
 - Launched campaign to expand community representative activity
 - Tested pretrial services infrastructure for strategy four

APPENDIX C
FIGURES AND TABLES

System Entry

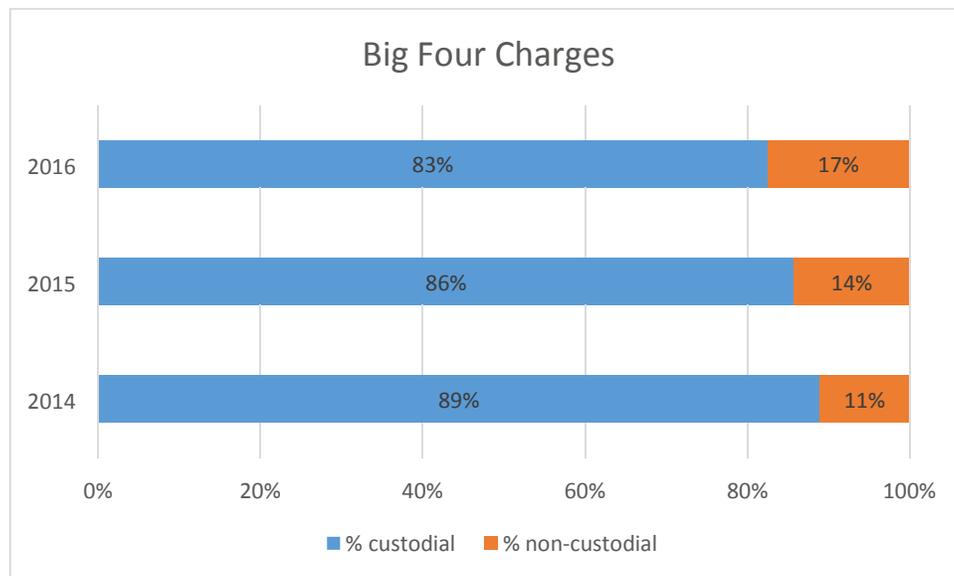
The table below provides the charge trends between years 2014 and 2016 for the largest local law enforcement agencies in the county, also referred to as the Big Four.

Sources: Charleston County Sheriff's Office, Charleston Police Department, North Charleston Police Department, and Mt. Pleasant Police Department

Source: Big Four	2014	2015	2016	% Change 2014 - 2016
Charges custodial	33,549	27,516	22,440	-33%
Charges non-custodial	4,181	4,559	4,755	+14%
Total Charges	37,730	32,075	27,195	-28%

The chart below illustrates the increasing percentage of non-custodial to custodial charges by the Big Four between 2014 and 2016.

Sources: Charleston County Sheriff's Office, Charleston Police Department, North Charleston Police Department, and Mt. Pleasant Police Department



The following table reviews jail admission trends over the reporting period. The table provides data for admissions into the jail at three levels of analysis, charges, bookings, and individuals.

Source: Sheriff Al Cannon Detention Center

Source: SACDC	2014	2015	2016	% change 2014 - 2016
Bookings	26,634	20,534	18,126	-32%
Individuals	20,862	16,784	14,981	-28%
Charges	42,504	32,836	29,200	-31%

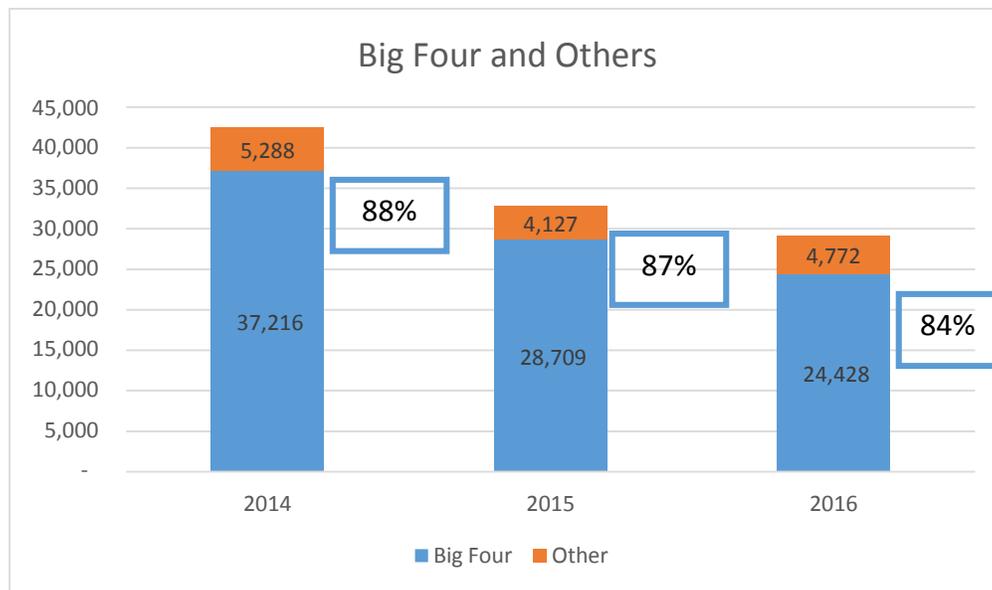
The table below provides the volume of charges booked by the Big Four and other law enforcement agencies between 2014 and 2016.

Source: Sheriff Al Cannon Detention Center

	Big Four	Other	All
2014	37,216	5,288	42,504
2015	28,709	4,127	32,836
2016	24,428	4,772	29,200

The chart below illustrates the amount of charges booked into the SACDC. The percentages in the blue text boxes reflect the percentage of all jail bookings made by the Big Four.

Source: Sheriff Al Cannon Detention Center



The table below provides a review of the top fifteen charges booked into the jail in the last two calendar years.

Source: Sheriff Al Cannon Detention Center

Top 15 Most Frequently Occurring Charges ¹ Booked in 2015		Top 15 Most Frequently Occurring Charges Booked in 2016	
1	SIMPLE POSSESSION MARIJUANA	1	SIMPLE POSSESSION MARIJUANA
2	FAILURE TO PAY CHILD SUPPORT	2	DRIVING UNDER INFLUENCE (DUI)
3	PUBLIC INTOXICATION	3	FEDERAL ILLEGAL ENTRY CHARGES
4	DRIVING UNDER INFLUENCE (DUI)	4	PUBLIC INTOXICATION
5	SHOPLIFTING (MISDEMEANOR)	5	FAILURE TO PAY CHILD SUPPORT
6	DRIVING UNDER SUSPENSION	6	DRIVING UNDER SUSPENSION
7	OPEN CONTAINER	7	SHOPLIFTING (MISDEMEANOR)
8	FEDERAL ILLEGAL ENTRY CHARGES	8	OPEN CONTAINER
9	DISORDERLY CONDUCT	9	THIRD DEGREE ASSAULT AND BATTERY
10	THIRD DEGREE ASSAULT AND BATTERY	10	PROPERTY CRIME ENHANCEMENT
11	PROBATION VIOLATION	11	PROBATION VIOLATION
12	NO DRIVERS LICENSE	12	MAN,DIST ICE,CRACK,CRANK 1ST
13	PROPERTY CRIME ENHANCEMENT	13	DISORDERLY CONDUCT
14	MAN,DIST ICE,CRACK,CRANK 1ST	14	NO DRIVERS LICENSE
15	TRESPASSING	15	UNLAWFUL CARRY FIREARM

Further, the amount of times the most frequently occurring changes were booked into the jail between 2014 and 2016 are provided in the table below along with the rank of the respective charges in 2014.

Source: Sheriff Al Cannon Detention Center

Most Frequent in 2016 (2014 rank)	Charge	2014	2016	% Change 2014-2016
1 (1)	SIMPLE POSSESSION MARIJUANA	2806	1349	-52%
2 (6)	DRIVING UNDER INFLUENCE (DUI)	1418	1324	-7%
3 (10)	FEDERAL ILLEGAL ENTRY CHARGES	925	1259	36%
4 (4)	PUBLIC INTOXICATION	1647	1001	-39%
5 (7)	FAILURE TO PAY CHILD SUPPORT	1290	874	-32%
6 (3)	DRIVING UNDER SUSPENSION	1715	874	-49%
7 (5)	SHOPLIFTING (MISDEMEANOR)	1482	822	-45%
8 (8)	OPEN CONTAINER	1103	694	-37%
9 (25)	THIRD DEGREE ASSAULT AND BATTERY	502 ²	583	+16%
10 (14)	PROPERTY CRIME ENHANCEMENT	745	576	-23%
11 (21)	PROBATION VIOLATION	568 ³	572	+1%

¹ Most frequently occurring charges are based upon the individual charges which occur most often within the jail data.

² Not included in the top 15 during 2014.

³ Ibid

12 (19)	MAN,DIST ICE,CRACK,CRANK 1ST	596 ⁴	542	-9%
13 (2)	DISORDERLY CONDUCT	1797	523	-71%
14 (12)	NO DRIVERS LICENSE	883	503	-43%
15 (27)	UNLAWFUL CARRY FIREARM	402 ⁵	489	+22%

Of all the charges booked, the type of court in which the charges are heard reflected in the table below.

Source: Sheriff Al Cannon Detention Center

	2014	2015	2016	% Change 2014-2016
Summary	27,357	19,364	15,615	-43%
General Sessions	11,597	9,997	10,202	-12%
Family	1,422	1,501	967	-32%
Federal	1,107	1,079	1,430	29%
Unknown	464	460	566	22%
Probation/Parole⁶	377	254	244	-35%
Probate/Specialty	119	114	85	-29%
Other⁷	61	67	91	49%
Total	42,504	32,836	29,200	-31%

Strategy One

The first strategy includes the goal of reducing jail bookings for simple possession marijuana, open container, trespassing, public intoxication and misdemeanor shoplifting by 30%. The table below illustrates the progress relative to the 2014 baseline as calculated within the CJCC data warehouse.

Source: Sheriff Al Cannon Detention Center

Target Bookings ⁸	2014	2015	2016	% Change 2014-2016
SIMPLE POSS OF MARIJUANA	2,943	1,859	1,469	-50%
TRESPASSING	1,237	892	767	-38%
OPEN CONTAINER	1,112	870	687	-38%
PUBLIC INTOX	1,627	1,234	996	-39%
SHOPLIFTING (MISDEMEANOR)	1,602	1,291	948	-41%
Total	8,521	6,146	4,867	-43%

⁴ Ibid

⁵ Ibid

⁶ Probation and Parole is listed as its own category as these cases may be heard by a General Sessions Judge or the Parole Board.

⁷ Other includes those listed in the jail data as Out of County or Fugitive.

⁸ Target bookings are based on booking and include all charges classified by law enforcement as a target charge (i.e., each target may include more than one charge number in the jail data).

Bookings into the SACDC were also examined with a focus on disproportionality of race. Disproportionality is calculated through the use of relative rates of African American/Black and Caucasian/White individuals at the point of booking as compared to the proportion of each group in the general population of the County (RR B:W) during the period of analysis. The tables below provide the relative rates for 2015 and 2016 as well as the percentage change from the 2014 baseline as calculated within the warehouse.⁹

Sources: US Census-ACS, 1-Year Estimates and SACDC

Relative Rate of Booking (B:W)			
2014	2015	2016	% Change 2014-2016
3.41	3.10	3.04	-11%

The table below provides the relative rates for African American/Black bookings on the target offenses within strategy one to Caucasian/White bookings for the strategy one targets. The same census figures were utilized in this calculation as above.

Sources: US Census-ACS, 1-Year Estimates and SACDC

Relative Rate for Target Bookings	2014	2015	2016	% Change 2014-2016
SIMPLE POSS OF MARIJUANA	7.39	5.66	6.52	-12%
TRESPASSING	6.85	7.33	5.24	-23%
OPEN CONTAINER	2.99	2.75	2.10	-30%
PUBLIC INTOX	1.74	1.45	1.14	-35%
SHOPLIFTING (MISDEMEANOR)	2.47	2.22	2.31	-7%

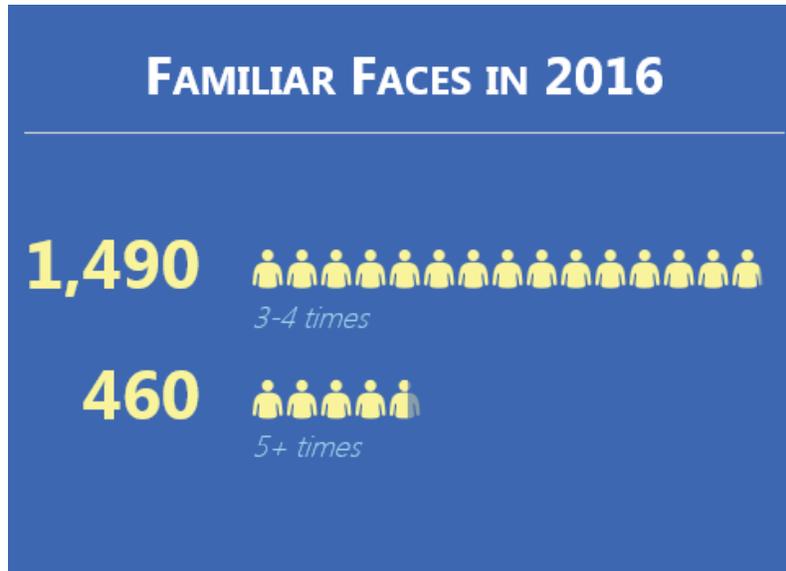
Strategy Two

In 2016, 14,981 individuals were booked into the jail 18,126 times. Of the 14,981 individuals, 3,145 individuals were booked more than one time in 2016. Sixty-two percent (1,950) of individuals booked more than once in 2016 were booked a minimum of three times in the past two years. These 1,950 individuals were booked 4,069 times and charged with 7,825 offenses. Collectively, the same 1,950 individuals (or 13% of all people booked in 2016) made up 22% of all bookings and 27% of all charges entering the jail in 2016.

⁹ 2014 Baseline figures on the phase one report were completed by JMI using the 2010 Census figures. Relative rates for this report include more recent figures from the US Census American Community Survey (ACS). The 2014 figures are based on 2014 estimates while the 2015 and 2016 figures are based on the 2015 estimates. Both include populations over 18. Source: US Census-ACS, 1-Year Estimates, 2015 found at <https://www.census.gov/programs-surveys/acs/>. Correction made March 30, 2018: The 2016 relative rate was originally inaccurately reported as 3.04 due to an inadvertent calculation error. The corrected rate is 2.33, changing the percentage reduction to 11% from 32%.

The image below illustrates the number of the individuals booked three and four times in the last two years and those booked five or more times.

Source: Sheriff Al Cannon Detention Center



The top five most frequent charges which place these individuals in jail are listed below.

Source: Sheriff Al Cannon Detention Center

At Risk	Familiar
SIMPLE POSSESSION MARIJUANA	PUBLIC INTOXICATION
PROPERTY CRIME ENHANCEMENT	OPEN CONTAINER
PROBATION VIOLATION	TRESPASSING
DRIVING UNDER SUSPENSION	PROPERTY CRIME ENHANCEMENT
MAN,DIST ICE,CRACK,CRANK 1ST	TRESPASS AFTER NOTICE

The table below reviews the jail usage by the two groups. Those classified as familiar were booked five or more times in the last two years while those classified at-risk were booked 3 or 4 times in the last two years.¹⁰

Source: SACDC	3-4 times	5+ times	Total
Individuals	1,490	460	1,950
Bookings	2,599	1,470	4,069

¹⁰ 2016 provides the first year for which a full 24-month history of data is available within the CJCC data warehouse.

Charges	4,967	2,858	7,825
Bed Days Fixed¹¹	110,891	61,841	172,732
Bed Days Floating¹²	119,485	66,601	186,086

The table below provides the average number of jail bed days consumed by the individuals booked into the jail in 2016 that were booked at least three times in the last two years.

Averages Jail Bed Days Per Person	3-4 Bookings	5+ Bookings
Source: SACDC		
Individuals	1,490	460
Average Bed Days Fixed¹³	74 Days Per Person	134 Days Per Person
Average Bed Days Floating¹⁴	80 Days Per Person	460 Days Per Person

The demographics of those booked at least three times in 2016 are provided in the table below.

Source: SACDC (charge level)	At-Risk (3-4 Bookings)	Familiar (5+ Bookings)
Age		
18-25	30%	27%
26-35	38%	37%
36-45	17%	12%
46-60	13%	21%
60+	2%	2%
Gender		
Male	87%	89%
Female	13%	11%
Race		
African American/Black	68%	65%
Caucasian/White	31%	34%
Other (Hispanic, Asian, etc.)	<1% with rounding	1%

¹¹ Fixed bed day consumption includes all bed days utilized in the fixed time period of calendar years 2015 and 2016. The 2014 JMI analysis was based on a fixed bed day calculation.

¹² Floating bed day consumption includes all bed days in the floating period of time 24 months prior to the booking date.

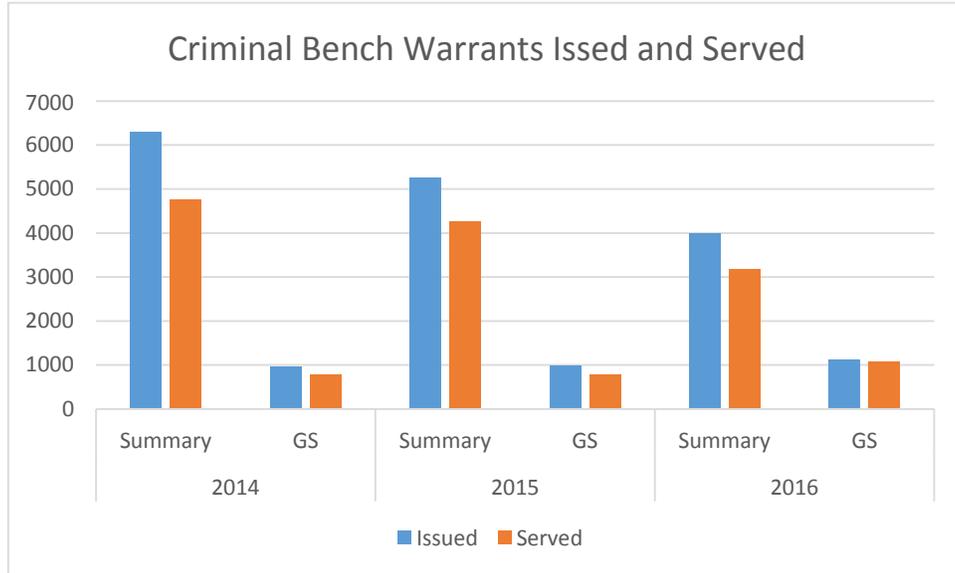
¹³ Ibid

¹⁴ Ibid

Strategy Three

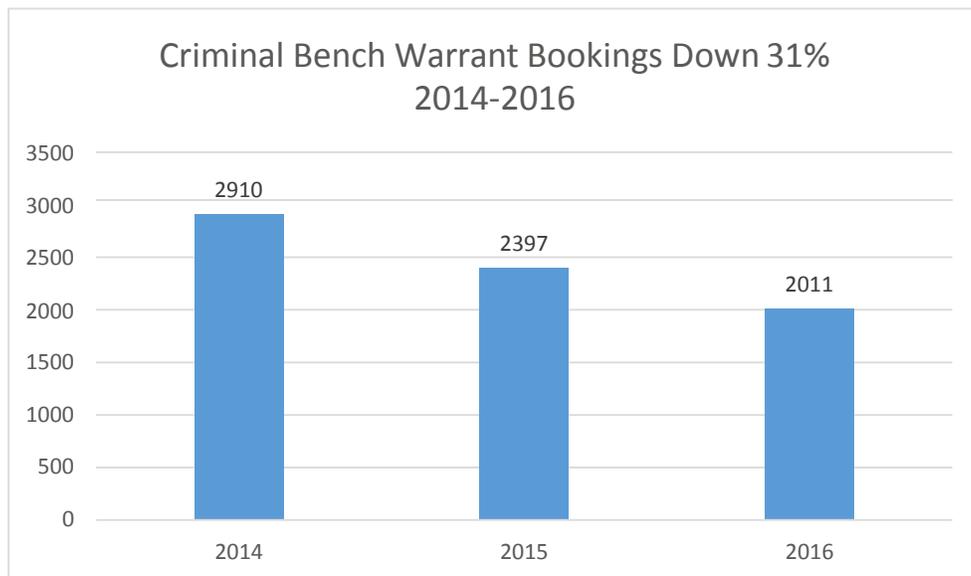
The figure below provides the amount of criminal bench warrants issued and served in Summary and General Sessions for the years 2014, 2015 and 2016.

Sources: Summary Courts (Magistrate (CMS-Mag) and Municipal Courts of Mt. Pleasant, N. Charleston, and Charleston, and General Sessions (CMS-GS).



In addition, the amount of criminal bench warrant bookings has gone down. The chart below illustrates the reduction between 2014 and 2016.

Source: SACDC (Booking data)



Further, disproportionality among criminal bench warrants bookings is also trending down. The table below provides the relative rates for Criminal Bench Warrant bookings (B:W) between 2014 and 2016. The same census figures were utilized in this calculation as above.

Sources: SACDC and American Community Survey, 2014 and 2015 Estimates

Criminal Bench Warrant RRI (Booking)		
2014	2015	2016
5.94	5.21	4.54

Strategy Four

The tables below provide a breakdown of bond types set by the level of court for the presenting charge, General Sessions or Summary¹⁵ as recorded in the various court data systems.

Source: General Sessions, Court Management System (CMS)

General Sessions						
Bond Type	2014	2014 %	2015	2015 %	2016	2016 %
Personal Recognizance	1,754	20%	1,539	20%	1,804	22%
Financial	6,927	78%	5,977	77%	5,998	74%
Data unavailable	189	2%	261	3%	266	3%
Total	8,870	100%	7,777	100%	8,068	100%

Sources: Charleston County Magistrate (CMS) and the Municipal Courts of Charleston, N. Charleston and Mt. Pleasant.

Summary						
Bond Type	2014	2014 %	2015	2015 %	2016	2016 %
Personal Recognizance	7,538	51%	6,593	56%	7,803	61%
Financial	7,286	49%	5,093	43%	4,971	39%
Data unavailable	54	0%	98	1%	91	1%
Total	14,878	100%	11,784	100%	12,865	100%

The table below provides the extent of percent change in personal recognizance and financial bond types for Summary and General Sessions between 2014 and 2016.

Sources: General Sessions, Court Management System (CMS), Charleston County Magistrate (CMS) and the Municipal Courts of Charleston, N. Charleston and Mt. Pleasant.

Court Level	Personal Recognizance	Financial
Summary	+10%	-10%
General Sessions	+2%	-4%

¹⁵ Summary includes Charleston County Magistrate and the Municipal Courts of Charleston, N. Charleston and Mt. Pleasant.

The following table provides the median bond amounts for financial bonds as recorded by the SACDC by court level, Summary or General Sessions.

Source: Sheriff Al Cannon Detention Center

Court Level	Median Bond 2014	Median Bond 2015	Median Bond 2016
Summary	\$570	\$620	\$620
General Sessions	\$10,000	\$10,000	\$10,000

Strategy Five

As identified in the 2014 baseline report, General Sessions defendants in-custody at the time their case was disposed had a median length of stay of 191 days. General Sessions defendants out-of-custody at the time of disposition had a median time to disposition of their case of 350 days. Overall, median time to disposition in General Sessions cases at baseline in 2014 was 325 days. These numbers have been further refined within the CJCC data warehouse, which also includes data from the Solicitor's office which was not available at the time of the baseline analysis. When available, in- and out- of custody at time of disposition was determined by joining court data with jail data.¹⁶ The following table provides time to disposition trends in General Sessions.

Sources: Solicitor's office (i.e., PbK) and SACDC.¹⁷

	2015	2016
Charges Disposed	8817	8116
# Disposed In-Custody (Jail Join)	2698	2633
# Disposed Out-Custody (Jail Join)	6184	5870

Additional data is available within the Solicitor and Defender data systems to further explore time to disposition in General Sessions as well as key case processing milestones such as time from arrest to initial receipt of discovery by prosecution, assignment of prosecutor, and assignment of public defender. The table below provides a summary of time to disposition as well as key case processing milestones over 2015 and 2016.

¹⁶ The joins with the jail data are completed by matching warrant numbers in both sources. At times warrant numbers can be duplicated in the jail data, thus creating a higher number of matches than the total cases disposed in the court data.

¹⁷ The data system providing data to the warehouse from the Solicitor's office did not exist in 2014 and therefore data is not available for the year of 2014.

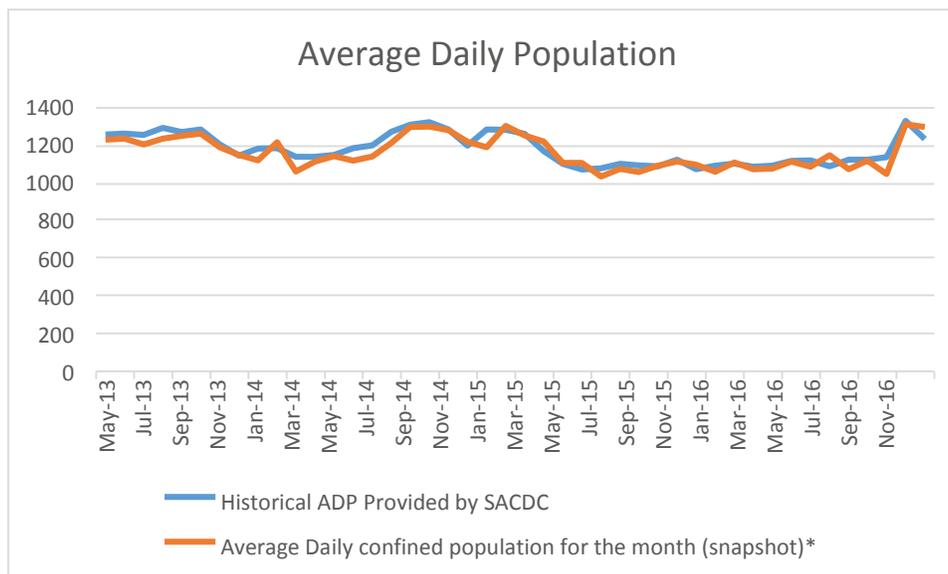
Sources: Solicitor¹⁸, Public Defender and SACDC

	2015	2016	% Change 2015-2016
Median TTD In-Custody	151	106	-30%
Median TTD Out-of-Custody	398	394	-1%
Combined Average TTD	489	446	-9%
Median TT Receipt of Initial Discovery	25	19	-24%
Median TT Assignment of Prosecutor	26	17	-35%
Median TT Assignment of Defense	14	12	-14%

Average Daily Population

The overall reduction of 25% in jail population is measured by the change in the average daily population (ADP) within the SACDC. The SACDC measures the ADP by calculating the average of the daily population within the jail three times per day over the course of each month, a capacity unavailable in the CJCC data warehouse. Thus, to calculate the ADP and allow for a means to dissect the APD by the various statuses applicable to each inmate (e.g., pretrial, sentenced, locally or non-locally detained) the SACDC and CJCC staff agreed the warehouse will do so based upon snapshot data from a given point in time each month. The graph below provides historical ADP as calculated by the jail and as calculated by the CJCC from the monthly snapshots.

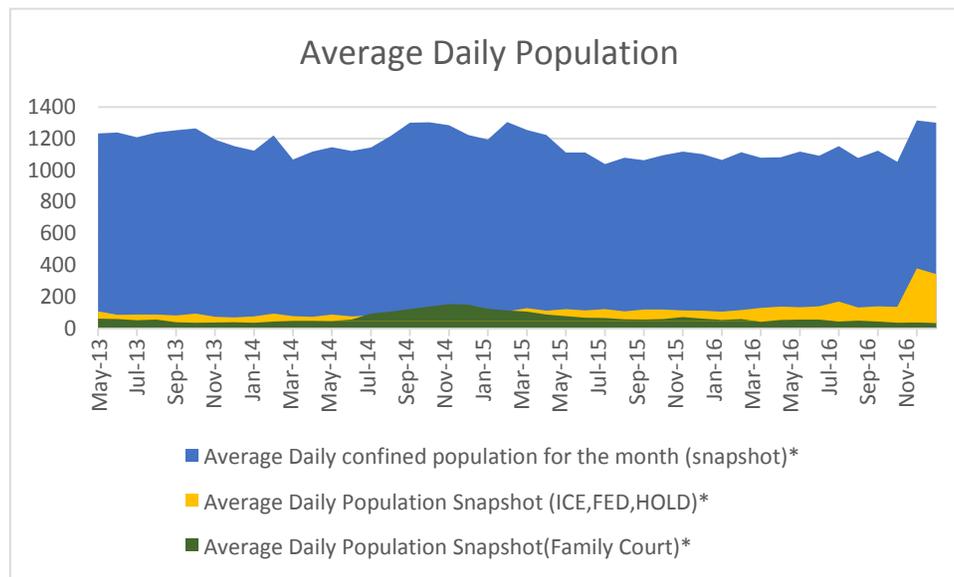
Source: Sheriff Al Cannon Detention Center



¹⁸ Time to disposition data from PbK excludes sanitized expunged record information as this data contains modified dates of disposition.

The two ADP calculation methods closely mirror one another. On average, there is a 1% difference between the two calculations. Therefore, the snapshot APD calculation will be the means by which the CJCC will calculate changes to the ADP moving forward. Further, the snapshot ADP can then be refined to account for special populations within and outside of the scope of the local criminal justice system as well as to pinpoint possible explanations for ADP changes. For example, special populations such as federally detained inmates and out-of-county holds were not factored out of the 2014 findings, a capacity which now exists within the data warehouse. The graph below illustrates the extent to which some of these special populations are included in the overall ADP.

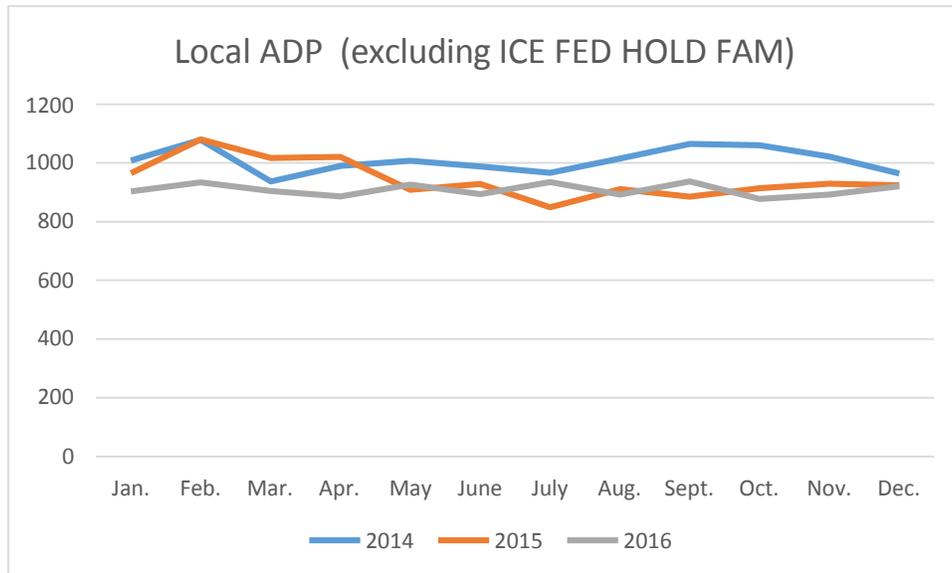
Source: Sheriff Al Cannon Detention Center



Given the multitude of decision makers outside of the local criminal justice system that drive jail use for these special populations, both groups are excluded from the local ADP.¹⁹ Local ADP trends for 2014 to 2016 are illustrated in the graph below. The local ADP is calculated by the snapshot method and accounts exclusively for the local population for which local criminal justice decision makers drive jail use decisions (i.e., non-family and non-federal/ICE/Hold inmates).

¹⁹ In each of the three years, bookings for Federal/ICE status inmates account for 44% to 58% of the exclusions with holds accounting for the remainder, 54% to 42%, respectively. The capacity to clearly define reasons for holds within the data is limited; therefore, holds have been excluded for the purpose of this analysis. Family court, typically inmates housed in the jail for failure to pay child support, is a civil matter and therefore not currently considered within the scope of the CJCC.

Source: Sheriff Al Cannon Detention Center



The table below provides the monthly and annual trends for local ADP per year and the corresponding percentage changes from the 2014 baseline.

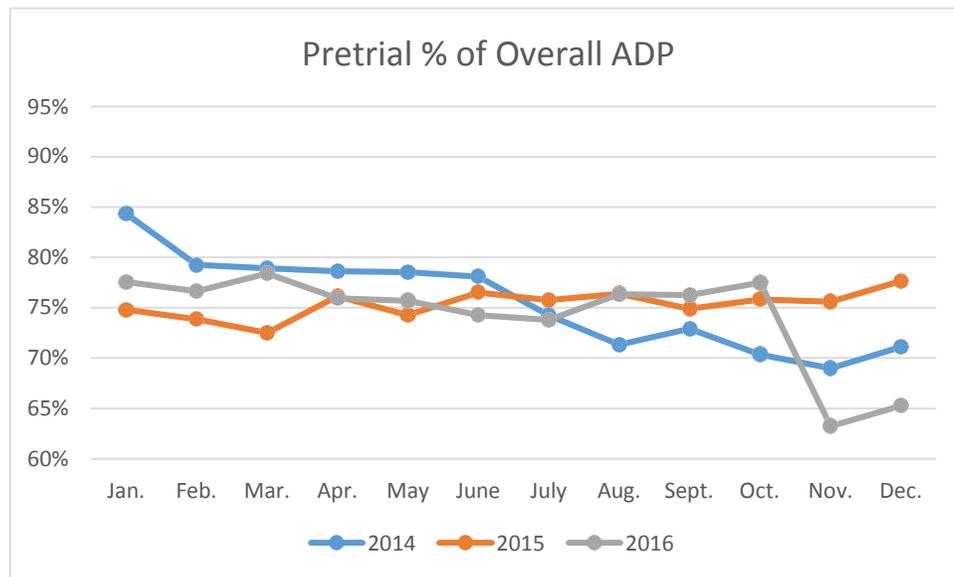
Source: Sheriff Al Cannon Detention Center

	2014	2015	% change from 2014	2016	% change from 2014
Jan.	1,009	965	-4%	903	-11%
Feb.	1,079	1,080	0%	934	-13%
Mar.	937	1,017	+9%	904	-4%
Apr.	990	1,020	+3%	886	-11%
May	1,008	909	-10%	926	-8%
June	988	928	-6%	894	-10%
July	966	849	-12%	935	-3%
Aug.	1,015	911	-10%	893	-12%
Sept.	1,065	885	-17%	937	-12%
Oct.	1,061	914	-14%	877	-17%
Nov.	1,022	929	-9%	893	-13%
Dec.	964	924	-4%	921	-4%
Yearly Ave.	1,009	944	-6%	909	-10%

Pretrial Detention

Provided the snapshot methodology for the ADP, it is also now possible to determine the subpopulations in the jail that are either pending trial or convicted. Consistent with the definition of pretrial utilized by the Safety and Justice Challenge, inmates are classified as pretrial if they have one or more pending charges.²⁰ The table below illustrates the extent of the jail population classified as pretrial, as a portion of the overall ADP.

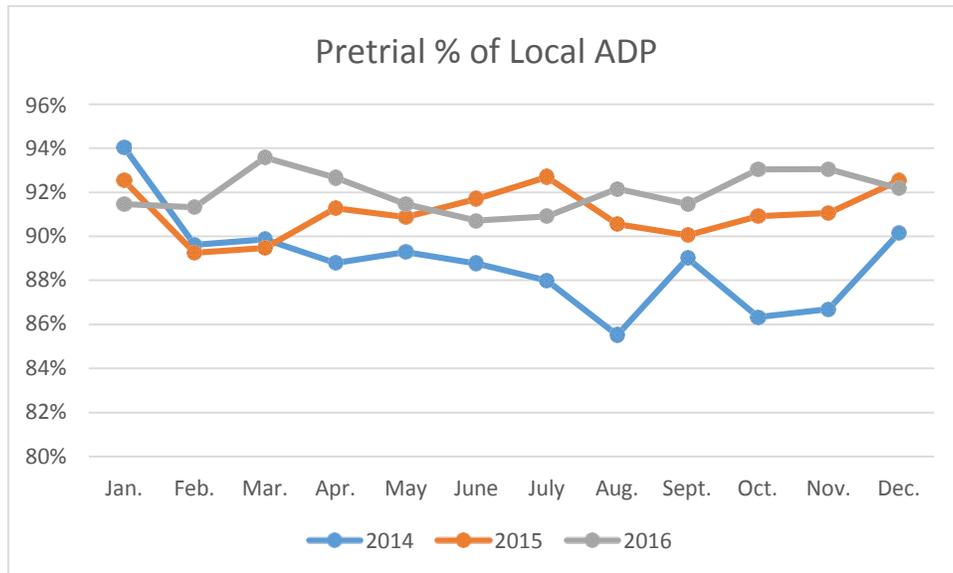
Source: Sheriff Al Cannon Detention Center



On average, the pretrial population within the overall ADP has been 75% between 2014 and 2016. In the last quarter of 2016, the percent pretrial of the overall ADP dropped as the ICE/FED/HOLD percentage increased. The table below illustrates the extent of the jail population classified as pretrial, as a portion of the local ADP (excluding FED/ICE/HOLD and FAM).

²⁰ The snapshot ADP method allows for the mutually exclusive categorization of inmates into one of four statuses, FED/ICE/HOLD, Family, Pretrial, or Sentenced; the hierarchy of the categorization follows this order, respectively.

Source: Sheriff Al Cannon Detention Center



When pretrial is analyzed within the context of the local ADP, the average pretrial population for the same period increases to 91%. Therefore, defendants awaiting trial comprise the majority of the local jail population and local criminal justice stakeholders have a significant capacity to influence the amount of local inmates detained prior to trial.

This report was created with the support from the John D. and Catherine T. MacArthur Foundation as part of the Safety and Justice Challenge, which seeks to reduce over-incarceration by changing the way America thinks about and uses jails. Core to the Challenge is a competition designed to support efforts to improve local criminal justice systems across the country that are working to safely reduce over-reliance on jails, with a particular focus on addressing disproportionate impact on low-income individuals and communities of color.



