



CHARLESTON COUNTY  
CRIMINAL JUSTICE COORDINATING COUNCIL

# ANNUAL REPORT

# 2018

Charleston County Criminal Justice Coordinating Council

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## A MESSAGE FROM THE CHAIRMAN



**MITCH LUCAS**  
*Chairman*

It is a great honor to issue the annual report for 2018. The report highlights our data-guided approach to sustainable improvements in our criminal justice system (CJS) and the progress made since the launch of the transformation plan. This is the third annual report I have the privilege of issuing in my term as Chairman. I continue to be immensely grateful and impressed with the hard work and dedication of CJCC members, community representatives, stakeholders and staff. I personally thank each of them for their continuous dedication, transformative leadership and collaborative commitment to improving public safety and community well-being across Charleston County.

All of the strategies launched under the transformation plan continue to show improvement throughout 2018. Highlights include:

- Declines in jail admissions for five, low-level single, target charges
- Increased use of diversion and deflection to treatment for individuals living with mental illness, homelessness and/or substance use disorders
- Reduction in “familiar faces” cycling through the jail
- Increases in the use of risk-based bond setting
- Increases in early case processing efficiencies
- Decreases in the jail’s average daily population (ADP)
- Increases in data capacity

Additionally, the report includes information from the 2018 launches of the Pretrial Service Report with risk assessment in Central Bond Court and automated text court reminders in General Sessions Court. Within this report, you will also find updates from the comprehensive 2018 midyear report on racial and ethnic disproportionality/disparity (REDD) and a bold plan for community engagement. It also contains expanded analysis of pretrial outcomes, insights from a collaborative workshop to develop a Sequential Intercept Map (SIM) and continuing steps to improve timeliness in case processing. The culmination of findings from this report reinforce pretrial risk management, case processing and reentry as critical areas for continued improvement in 2019 and beyond.

The upcoming year will be a year of transition. Community engagement will substantially increase to help the CJCC develop its next strategic plan. In addition, new executive committee leadership will take over the helm of the CJCC beginning in July 2019. Thanks to the generous support of the Safety and Justice Challenge (SJC) from 2015 to 2020, the CJCC has made tremendous strides to improve our local CJS, and our existing strategies will continue to progress and evolve. The CJCC will also apply cost-benefit analysis and other sustainability steps to ensure the CJCC continues to improve the CJS beyond the funding provided by the SJC.

I look forward to continuing as an active member of the CJCC and supporting the next executive committee to achieve even greater success in the years to come. As always, I urge you to continue to hold us accountable, offer us your feedback and collaborate with us to help ensure the community we call home has a CJS that is increasingly effective, efficient and equitable.

# ABOUT THE CRIMINAL JUSTICE COORDINATING COUNCIL (CJCC)

## MISSION

The mission of the CJCC is to assist in making sustainable, data-driven improvements to Charleston County's criminal justice system (CJS) and thereby improve public safety and community well-being. The CJCC strives to achieve a local CJS that improves public safety, upholds justice and cost-effectively uses taxpayer dollars.

## OBJECTIVES

- 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 the 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 relations
- Enhance the availability of effective treatment options in the community
- Reform the management of pretrial populations to uphold justice (i.e., detention based upon risk 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

## MEMBERSHIP

- Charleston County Council
- Charleston County Sheriff's Office
- Charleston Police Department
- North Charleston Police Department
- Mount Pleasant Police Department
- Ninth Circuit Defender
- Ninth Circuit Solicitor
- Charleston County Clerk of Court
- Judiciary, including Circuit, Magistrate and Municipal Court Leadership and the Chief Justice of the Supreme Court of South Carolina (ex-officio)
- Charleston Center
- Charleston Dorchester Mental Health Center
- Probation, Parole and Pardon Services
- Victim Advocacy
- Veterans Justice Outreach (Veterans Affairs)
- American Civil Liberties Union
- Twelve diverse community representatives



Drawing on these objectives, the CJCC developed and began implementing a transformation plan with support from the John D. and Catherine T. MacArthur Foundation's Safety and Justice Challenge (SJC)<sup>1</sup>. The CJCC actively advances efforts through the work of diverse implementation teams with related expertise. As each of these strategies advances, the CJCC continues to learn, grow and adapt to achieve its mission.

## EXECUTIVE SUMMARY

The 2018 Annual Report is a publication of the Charleston County Criminal Justice Coordinating Council (CJCC). The CJCC strives to achieve a local criminal justice system (CJS) that is increasingly efficient, effective and equitable. The CJCC central data warehouse generated the analysis contained in this report unless otherwise noted. Continuing its commitment to accountability and transparency, the CJCC will use these data findings to ground the development of its next strategic plan in 2020.

**All CJCC strategies show improvement since the launch of the transformation plan. Overall, trends indicate arrests are down, the local jail population is smaller and the local CJS improved in a number of areas.** The report reflects the current state of the local CJS with the majority of the report focused upon data from 2017 to 2018. The jail use and pretrial outcome sections also include data extending back to 2014 for a longer-term perspective. The report provides the community with a review of progress since the launch of the CJCC's transformation plan. The plan, developed in 2015, included strategies to improve the local CJS and rethink jail use through diversion and deflection of individuals in need of treatment, pretrial risk management and case processing efforts, and increased capacity for making data-guided improvements.

**The local annualized average daily jail population (ADP) declined by 16% from 2014 (1,111) to 2018 (936). The first quarter of 2019 is showing continued declines. For example, the local population in March 2019 was 873, a 21% reduction from the 2014 baseline.** The number of charges booked into to jail fell from 40,003 in 2014 to 23,686 in 2018. In addition, the number of individuals admitted to the Sheriff Al Cannon Detention Center (SACDC) declined, from 19,218 in 2014 to 11,392 in 2018. During this time, sizeable progress occurred to deflect and divert people from jail when appropriate, and engage individuals with mental illness, homelessness and/or substance use disorders in treatment. **In addition, the number of "familiar faces" cycling through the jail decreased.**

The ADP is based upon the number of jail admissions and how long they stay (also known as length of stay). While number of admissions steadily decreased, the average length of stay (ALOS) in the SACDC increased 100% from 2014 (12 days) to 2018 (24 days). **In other words, there were considerably fewer jail admissions; however, they stayed longer. Moreover, the makeup of the local jail population shifted from 85% pretrial (i.e., unconvicted) in 2014 to 97% pretrial in 2018.** In the same period, the sentenced (i.e., serving a sentence after being found guilty) population decreased from 15% to 3%. **Since 2014, the percent of defendants released while awaiting court in General Sessions has not increased.**

Studies included in this report and the 2017 annual report confirm pretrial failures underscore the need to improve pretrial risk management. **While most defendants succeed pretrial, those that fail often fail repeatedly.** For example, of the 40% of General Sessions releases in 2014 that failed pretrial at least once, cumulatively these releases failed 70% of the time. **New arrests occur more often than appearance violations, most often in the first six months of release. In addition, the studies found financial bonds do not produce better outcomes than personal recognizance (PR) bonds.**

The first step in pretrial risk management has been to assess pretrial risk for defendants prior to bond court. The pretrial risk assessment launched on January 8, 2018. **Risk assessment data indicate the pretrial risk assessment is proving successful in assessing pretrial risk for re-arrest and/or failing to appear in court. Higher risk scores are showing higher rates of pretrial failure and lower risk scores**

**are showing lower rates of failure.** In addition, bond data from Centralized Bond Court suggest a relationship between the risk levels of assessed defendants to the types of bond set. PR bonds occur more frequently in cases with lower risk levels and financial bonds occur more frequently in cases with higher risk levels. In its first year of inception (2018), the Pretrial Service Report and risk assessment were provided to the court in roughly half of the eligible cases.

The second step in pretrial risk management has been to begin determining the appropriate conditions necessary to assure court appearance and protect the community from harm. Court reminders provide an early step in this direction. Court reminders became active in General Sessions Court in 2018 for a limited number of risk-assessed defendants. In addition, the CJCC held a Sequential Intercept Mapping (SIM) workshop in late 2018 with stakeholders from across the community (e.g., law enforcement, treatment providers, attorneys, judges and advocates). **The SIM workshop resulted in the identification of additional pretrial, jail and reentry efforts as priorities for further action, particularly for the high risk and high need individuals that most often cycle through the jail.**

**Charleston, like most of South Carolina, struggles to achieve timely dispositions in General Sessions Court. Throughout the transformation plan, early case processing milestones such as assignment of attorneys and initial receipt of discovery from law enforcement continued to demonstrate progress.** Public defender representation for defendants that qualified as indigent prior to bond court occurred 1,439 times in 2018 (33.6% of all risk-assessed defendants). The Solicitor's office worked with law enforcement and defense to expand technology supporting faster and more efficient transfer of evidentiary data. In addition, the Court continued to advance implementation of the 2017 administrative order that governs management of the criminal docket with expectations for timeliness.

**Looking forward, 2019 will bring increased monitoring of the jail population and ALOS to expedite movement as appropriate through pretrial risk management and case processing efforts.** Defendants risk assessed prior to bond court will increase. Research is also underway to fine-tune the assessment instrument to increase utility and maintain fairness in the way it applies across different groups of people. Additional efforts include finalizing an action plan for priorities identified during the SIM and expanding the number of defendants enrolled in court reminders. There will also be increased focus by prosecution and defense to try to resolve cases faster, as well as continuing efforts by the Court to process cases in a timely manner.

**During 2018, the CJCC released a comprehensive analysis of racial and ethnic disproportionality/ disparity (REDD) across numerous points in the local CJS. The report also explored REDD locally and nationally and noted the costs and consequences of REDD in the CJS.** The next planned steps to reduce REDD will include racial equity training within the Solicitor's office, a study of the impact, if any, of prosecutorial practices on REDD, and learning from the results of Charleston's racial bias audit. The CJCC will also advance these next steps through continued analysis of REDD across the system and increased community and CJS collaborations.

Community representatives have been an integral part of the CJCC since its inception. In 2018, they enhanced community engagement efforts and guided the CJCC's successful application for funding to expand engagement efforts. **During 2019 and 2020, the CJCC will aim to reach 1,000 voices across the county in order to identify community priorities and guide development of the next strategic plan.**

The undertaking of the transformation plan has been very complex and challenging. While the CJCC is pleased with progress to date, there is always room to continue improving the local CJS. **Therefore, the CJCC looks forward to building upon current progress, lessons learned and to-be-determined community priorities that will lead the development and execution of the next strategic plan.**

# CJCC DATA AND CAPACITY

## A WORD ABOUT THE DATA

This report contains a review of progress made in calendar year 2018, as well as recent trends. The review of progress includes a narrative for each of the strategies and overall jail use trends. All data contained in this report come from the CJCC's centralized data warehouse and its related databases unless noted otherwise.

## CONTRIBUTING DATA SOURCES (15 TOTAL)

**Law Enforcement:** Charleston County Sheriff's Office (CCSO), Charleston Police Department (CPD), North Charleston Police Department, Mount Pleasant Police Department and the Officer Tool Database (OTD)

**Summary Courts:** Charleston County Magistrates (CMS-Mag), Charleston Municipal Court, North Charleston Municipal Court and Mount Pleasant Municipal Court

**General Sessions:** Charleston County Clerk of Court (CMS-GS), Ninth Circuit Solicitor, Charleston County (PbK), Ninth Circuit Defender, Charleston County (DD)

**Jail:** Charleston County Sheriff's Office, Sheriff Al Cannon Detention Center (SACDC)

**Pretrial:** Pretrial Services Database (PSD) and Court Reminder System (CRS)

As mentioned in earlier reports, the transition to data-guided system reform while working with numerous disparate information systems is extremely challenging. Variances among the different systems occur and the data continually change as cases and individuals move through the system and/or expungements occur. Such dynamic activity makes it difficult to mark progress and assess trends over time. For example, analysis of the key statistics for a given time period depends upon when the analysis is completed.

In order to combat the challenges of dynamic data in 2017, the CJCC developed a historic database<sup>2</sup> that draws from all of the contributing data sources to provide a static point-in-time record of key statistics. This allows for a more consistent and stable means to measure progress over time. The historic database marks a significant enhancement to the CJCC's data capacity making for more efficient, timely and useful data. Data provided in this report are from a combination of the historic database and live databases within the CJCC data warehouse unless otherwise noted.

## A NOTE ON CALCULATIONS

Percent change is determined through the following formula:

$$\% \text{ change} = (\text{new figure} - \text{old figure}) / \text{old figure}$$



Calendar year 2018 included further improvements to CJCC data capacity, including the development of additional dashboards, daily reports of jail use and increased frequency of data sharing by some contributors. Throughout 2018, the CJCC increased data availability and analytic capacity.

Highlights include:

- Expansion of contributing data sources from 14 to 15 with the addition of the Court Reminder System,
- Growing capacity to perform increasingly sophisticated studies for populations of interest (e.g., risk-based pretrial outcomes),
- Development of release statistics to further understand jail use and project impacts from changes in release patterns and average lengths of stay (ALOS),
- Addressing modifications as needed pursuant to the implementation of the upgraded Jail Management System (JMS), and
- Development and launch of daily jail use data dashboards.

Additionally, the CJCC experienced the challenges of several months delay in monthly jail data in 2018 while Charleston County Sheriff's Office (CCSO) was upgrading its significantly improved Jail Management System<sup>3</sup> (JMS). Ultimately, CCSO rebuilt the monthly data it provides to the CJCC and underwent a series of quality control steps with CJCC staff to maintain as much consistency as possible<sup>4</sup> with the prior data. Thus, figures may vary somewhat from past reports and will continue to evolve as overall data capacity throughout the CJCC continues to advance. Following the quality control process, the CJCC once again began receiving jail data at the end of October 2018<sup>5</sup>.

The launch of daily jail use dashboards marked a significant innovation that sprung from the CJCC efforts to overcome the challenges experienced awaiting restoration of the monthly jail data and related analysis. CJCC staff developed daily dashboards for CJCC members and/or designees to have on-demand access to key indicators in jail use and act on this information as applicable. On any given day stakeholders can assess the amount of jail use for pretrial, sentenced and non-local populations. Court stakeholders may also dive deeper into the data for more information regarding particular sub-groups, such as incarcerated pretrial defendants who are awaiting the disposition of charges in General Sessions court, and utilize that information to increase efficiency in case processing.

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## Upcoming Work

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In 2019, the CJCC will continue efforts to employ a variety of data dashboards to guide ongoing improvement efforts. Ongoing analyses are also expected to continue evolving as system actors and CJCC staff adapt to the use of the updated JMS, daily jail use dashboards and other advancements in technology. The CJCC will also continue to produce its publications and make data dashboards that are increasingly digestible and actionable.

The Safety and Justice Challenge (SJC) primarily funds the CJCC, with a total award from 2015 to 2020 of \$4.95 million. The generous support of the SJC is nearing its end and plans must be made to ensure the future of the CJCC's CJS improvement efforts. Therefore, the CJCC will be devoting efforts to sustainability planning in a manner conducive to the interests of the Charleston community. Plans include taking steps in 2019 and 2020 to gather community input, garnering expert assistance, learning the best practices of other CJCCs and obtaining an AmeriCorps VISTA to help develop cost-benefit analysis capacity. Ultimately, the CJCC will generate recommendations for structure, governance and funding to support the long-term viability of the CJCC for consideration by policy makers.

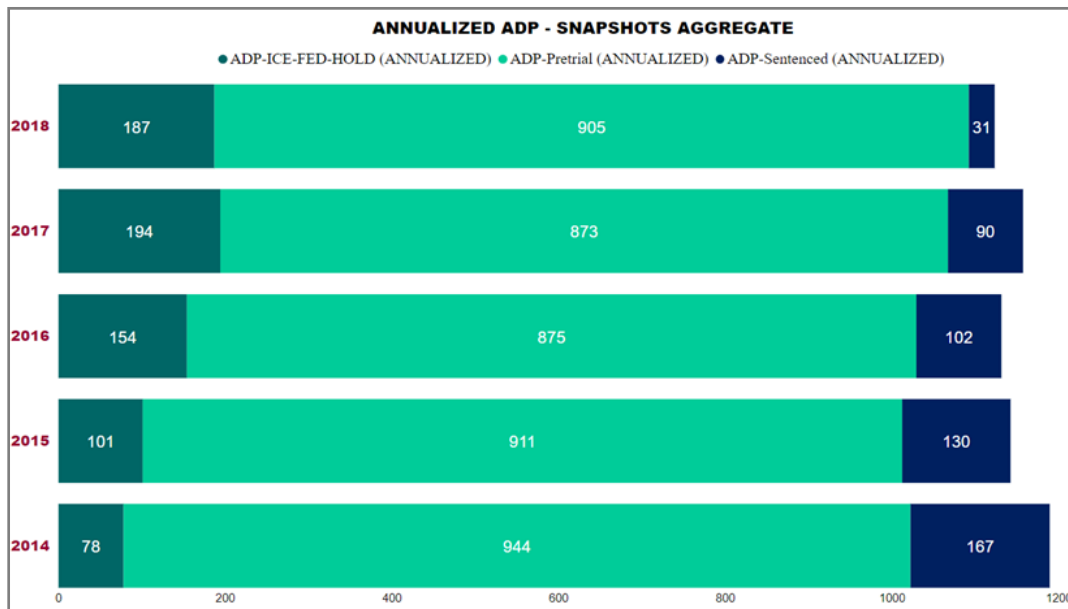
## JAIL USE: AVERAGE DAILY POPULATION

The data below describe jail use trends since 2014 with particular attention paid to recent trends between 2017 and 2018. The following data are covered:

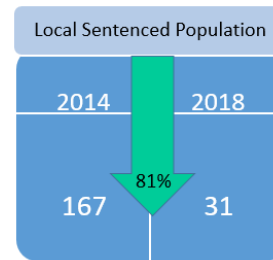
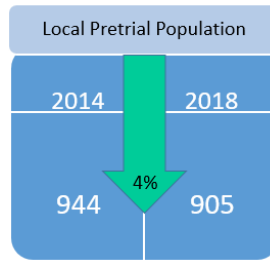
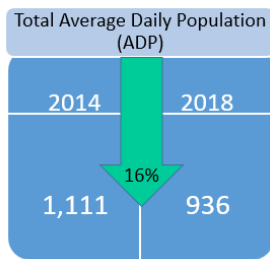
- A. Average Daily Population (source data: SACDC)
- B. Admissions and Releases (source data: SACDC)
- C. Average Length of Stay (source data: SACDC)
- D. Charges by Court Type (source data: SACDC)

### A. Average Daily Population

Consistent with improvements to the local criminal justice system, there has been a reduction in the size of jail population since the launch of the CJCC's transformation plan. The average daily population (ADP)<sup>6</sup> of the local jail is the metric by which the jail population is measured. Jail use is driven by admissions, lengths of stay and releases. The CJCC's original, bold and ambitious goal remains to safely reduce the average daily population (ADP) of the local jail population by 25%.



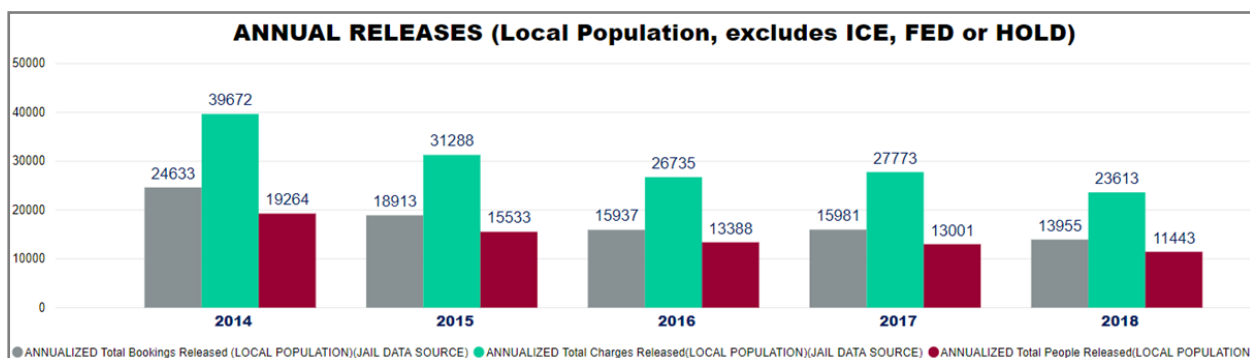
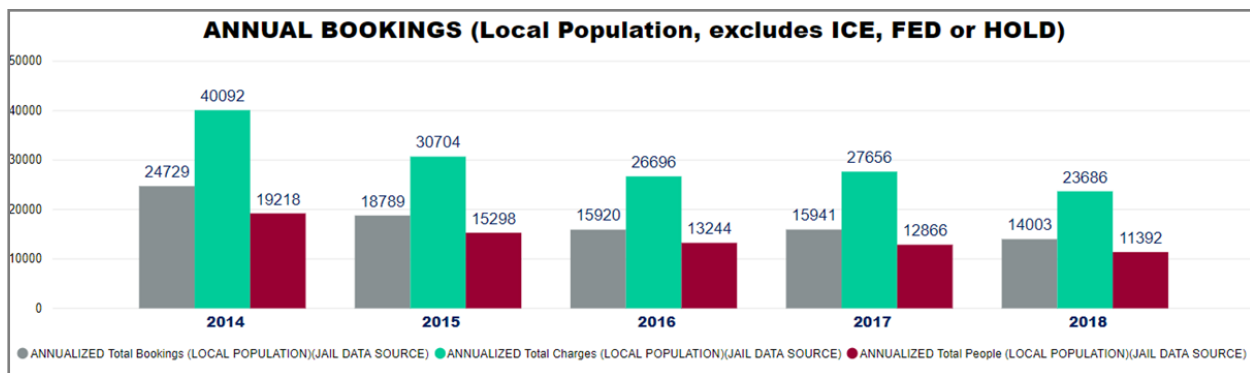
- The annualized local population of the jail was 1,111 in 2014. Since then, the local ADP in 2018 declined by 175 to 936 (16% reduction).
- The sentenced population saw the most significant change in the annualized local population, moving from 167 in 2014 to 31 in 2018 for an 81% decrease.
- The pretrial population fell 4% from 944 in 2014 to 905 in 2018.
- The pretrial population also drove local jail use at an increasing rate, climbing from 85% of local jail use in 2014 (944 of 1,111) to 97% in 2018 (905 of 936).



## B. Admissions and Releases

There was a significant decrease in the number of jail admissions and releases:

- There were 24,729 local bookings in 2014 on 19,218 people (i.e., several people are booked more than once within the year). In 2018, there were 14,003 local bookings (a reduction of 43% since 2014) on 11,392 people (a reduction of 41% since 2014).
- Similarly, the number of local charges brought to the jail decreased by 41% from 40,092 in 2014 to 23,686 in 2018.
- Each year the number of releases was similar to the number of admissions.



Following the significant changes in local jail use since 2014, it is also important to pay close attention to recent trends from 2017 to 2018. For example:

- Admissions declined between 2017 and 2018.
  - ◇ 3,970 fewer charges brought to jail (14% reduction)
  - ◇ 1,938 fewer bookings (12% reduction)
  - ◇ 1,474 fewer people (11% reduction)
- In the same period, roughly the same number that went into the jail came back out.

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## C. Average Length of Stay

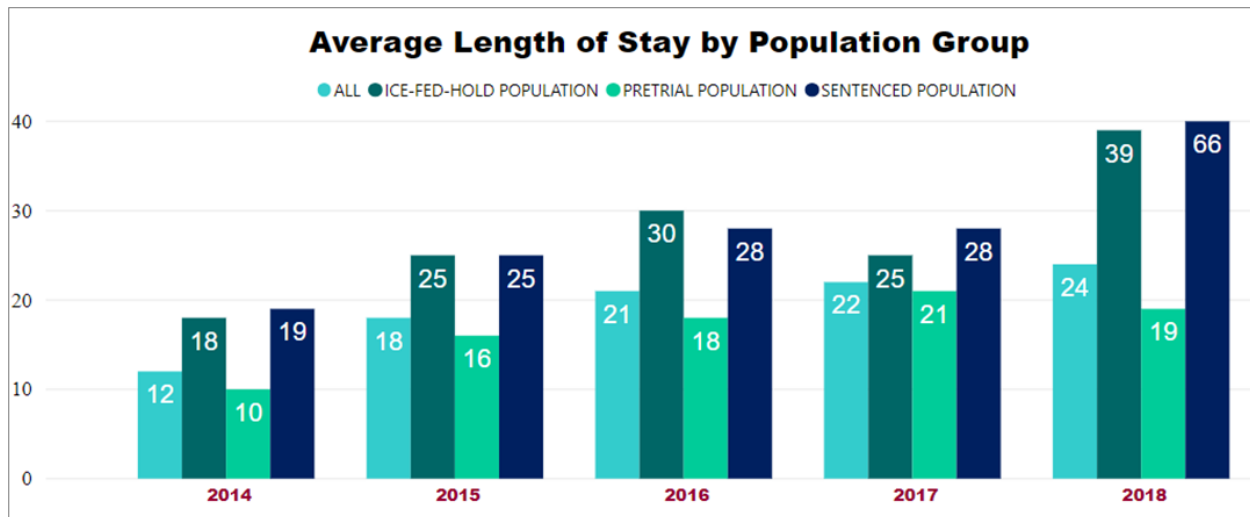
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The average length of stay (ALOS) increased across population groups between 2014 and 2018:

- The ALOS for all populations was 12 days in 2014; by 2018, it increased 100% to 24 days.
- The ALOS for the pretrial population was 10 days in 2014; by 2018, the pretrial ALOS increased 90% to 19 days.
- The ALOS for the sentenced population was 19 days in 2014; by 2018, the sentenced ALOS increased 247% to 66 days.

Recent trends indicate the ALOS patterns shifted between 2017 and 2018. For example, the pretrial ALOS decreased while the sentenced ALOS continued to increase:

- The ALOS for all populations was 22 days in 2017; by 2018, it was 24 days (9% increase).
- Pretrial ALOS was 21 days in 2017 and 19 days in 2018 (10% reduction).
- Sentenced ALOS was 28 days in 2017 and 66 days in 2018 (136% increase).



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## D. Charges by Court Type

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Changes in the charges booked into the jail by court type also occurred:

- Summary court decreased from 26,922 in 2014 to 11,337 in 2018 (58% reduction).
- Family court decreased from 1,347 in 2014 to 671 in 2018 (50% reduction).
- Specialty court (drug and mental health courts) decreased from 109 in 2014 to 67 in 2018 (39% reduction).
- General Sessions decreased from 11,179 in 2014 to 10,691 in 2018 (4% reduction).
- Probation and Parole increased from 339 in 2014 to 379 in 2018 (12% increase).



The number of charges admitted to the jail per court type continued to decrease between 2017 and 2018 with the exception of probation and parole:

- Summary court decreased by 3,459 (23% reduction).
- General Sessions court decreased by 803 (7% reduction).
- Family court decreased by 84 (12% reduction).
- Specialty court (drug and mental health courts) decreased by 24 (26% reduction).
- Probation and Parole increased by 27 (8% increase).

2014 CHARGES BY COURT		2015 CHARGES BY COURT		2016 CHARGES BY COURT	
Type of Court	Count	Type of Court	Count	Type of Court	Count
SUMMARY COURT	26922	SUMMARY COURT	19110	SUMMARY COURT	15361
GENERAL SESSION	11179	GENERAL SESSION	9689	GENERAL SESSION	9973
FAMILY COURT	1347	FAMILY COURT	1424	FAMILY COURT	898
PROBATION & PAROLE	339	PROBATION & PAROLE	222	PROBATION & PAROLE	228
UNKNOWN	107	DRUG COURT	72	UNKNOWN	75
DRUG COURT	64	UNKNOWN	67	DRUG COURT	42
FEDERAL COURT	49	FEDERAL COURT	58	FEDERAL COURT	38
MENTAL HEALTH COURT	45	MENTAL HEALTH COURT	31	FUGITIVE COURT	33
FUGITIVE COURT	24	FUGITIVE COURT	21	MENTAL HEALTH COURT	31
OUT OF COUNTY COURT	12	OUT OF COUNTY COURT	5	OUT OF COUNTY COURT	12
PROBATE COURT	4	PROBATE COURT	5	PROBATE COURT	3
				NULL	1
				PRELIMINARY COURT -1	1

2017 CHARGES BY COURT		2018 CHARGES BY COURT	
Type of Court	Count	Type of Court	Count
SUMMARY COURT	14796	SUMMARY COURT	11337
GENERAL SESSION	11494	GENERAL SESSION	10691
FAMILY COURT	701	FAMILY COURT	617
PROBATION & PAROLE	352	PROBATION & PAROLE	379
NULL	77	UNKNOWN	228
UNKNOWN	60	ICE	225
DRUG COURT	46	FEDERAL COURT	79
MENTAL HEALTH	45	DRUG COURT	44
FEDERAL COURT	44	FUGITIVE COURT	31
OUT OF COUNTY	6		29
PROBATE COURT	2	MENTAL HEALTH	23
		OUT OF COUNTY	3

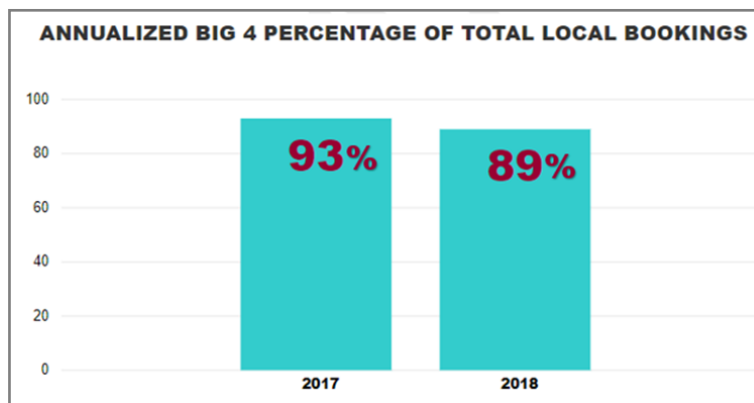
## ARRESTS, DIVERSION AND DEFLECTION

The data below describes arrest, diversion and deflection trends, ranging from policing practices to the use of the Tri-County Crisis Stabilization Center (TCSC). The following data are covered:

- A. Custodial and non-custodial arrests (source data: Charleston County Sheriff's Office, Charleston Police Department, North Charleston Police Department, Mount Pleasant Police Department and the SACDC);
- B. Most frequently occurring charges (source data: SACDC);
- C. Single, target charge activity [source data: SACDC and the Officer Tool Database (OTD)];
- D. Tri-County Crisis Stabilization Center and triage services (source data: TCSC).
- E. Upcoming Work

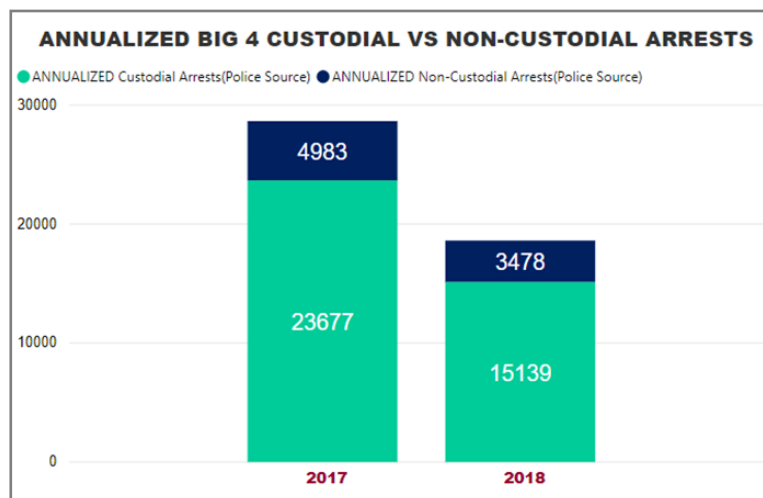
### A. Custodial and Non-Custodial

Overall, data indicate the four largest law enforcement agencies in the County (Charleston Police Department, North Charleston Police Department, Mount Pleasant Police Department and the Charleston County Sheriff's Office), also known as the Big Four, continued to represent the largest volume of law enforcement agencies using the detention center, representing 89% of all local bookings in 2018.



The Big Four also experienced a continued decline in arrests.

- The custodial and non-custodial arrests made by the Big Four decreased 35% in 2018 from 2017 (18,617 in 2018 from 28,660 in 2017).
- Of which, custodial arrests reduced by 36% (23,677 in 2017 to 15,139 in 2018) and non-custodial arrests reduced by 30% (4,983 in 2017 to 3,478 in 2018).



## B. Most Frequently Occurring Charges

Consistent with the decline in charges brought to the jail, the volume and type of most frequent charges coming into the jail also shifted over time.

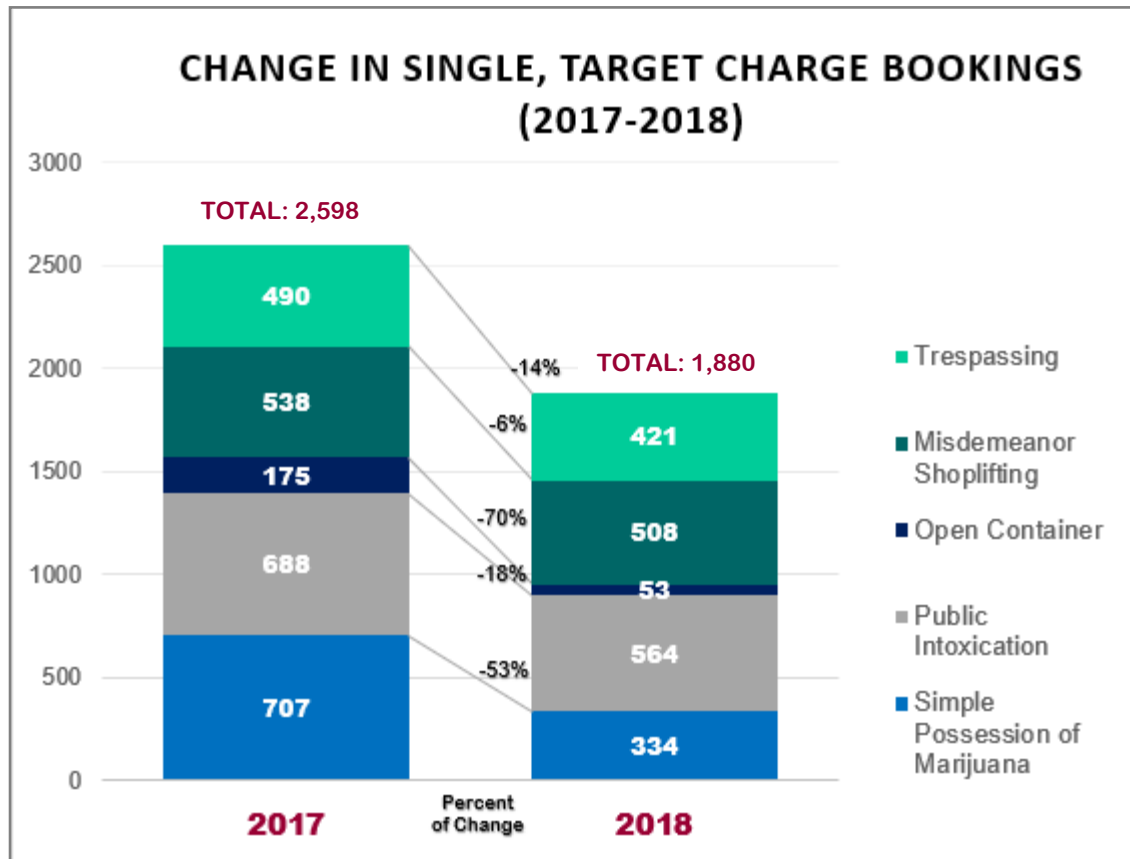
Top 15 Charges 2017		Top 15 Charges 2018	
Charge Description	Count	Charge Description	Count
SIMPLE POSSESSION OF MARIJUANA (SPM)	1698	SIMPLE POSSESSION OF MARIJUANA (SPM)	1107
DRIVING UNDER INFLUENCE (DUI) 1ST OFF	1460	DRIVING UNDER INFLUENCE (DUI) 1ST OFF	937
DUS 1ST OFF	1274	FIREARM POSSESSION VIOLATIONS	852
FIREARM POSSESSION VIOLATIONS	1088	SHOPLIFTING	803
PUBLIC INTOX	969	PUBLIC INTOX	772
TRESPASS	801	TRESPASS	670
SHOPLIFTING	793	ASSAULT AND BATTERY 3RD DEGREE	660
ASSAULT AND BATTERY 3RD DEGREE	763	PUBLIC DISORDERLY CONDUCT	656
MAN,DIST ICE,CRACK,CRANK 1ST OFF	710	DUS 1ST OFF	637
FAILURE TO PAY CHILD SUPPORT	619	FAILURE TO PAY CHILD SUPPORT	558
OPEN CONTAINER	618	VIOLATION OF PROBATION	530
PUBLIC DISORDERLY CONDUCT	613	PWID MARIJUANA	455
POSS OF COCAINE 1ST OFF	592	DOMESTIC VIOLENCE 3RD DEGREE	372
NARCOTICS SCH I&II 1ST OFF	562	OPEN CONTAINER	357
VIOLATION OF PROBATION	559	DOMESTIC VIOLENCE 2ND DEGREE	349

For example:

- In 2018, simple possession of marijuana continued to be the most frequently occurring local charge brought to the jail; however, the volume declined by nearly 600 from 2017.
- More serious charges such as firearm possession violations<sup>7</sup>, DUI and third degree assault and battery continued to be among the top charges in 2018, just as the year prior, although their volume decreased from 2017 (e.g., DUI 1<sup>st</sup> fell from 1,460 to 937).
- Second and third degree domestic violence charges were not among the top 15 charges in 2017; they became two of the most frequently occurring charges in 2018. However, neither increased in volume from 2017 (Second degree domestic violence charges fell from 493 to 349 and third degree domestic violence charges fell from 474 to 372).
- Lower level charges such as public intoxication, trespassing, open container and shoplifting continued to be among the most frequently occurring charges<sup>8</sup> entering the jail.

## C. Single, Target-Charge Activity

A specific strategy the CJCC employed to rethink jail use in Charleston County was to reduce single, target charge bookings for simple possession of marijuana, open container, trespassing, public intoxication and misdemeanor shoplifting. Single, target charge bookings for these charges significantly declined between 2014 and 2017<sup>8</sup> and recent data indicates this trend is continuing. For example, single, target charge bookings declined 28% between 2017 and 2018 (2,598 to 1,880). The table below indicates the declines between 2017 and 2018.

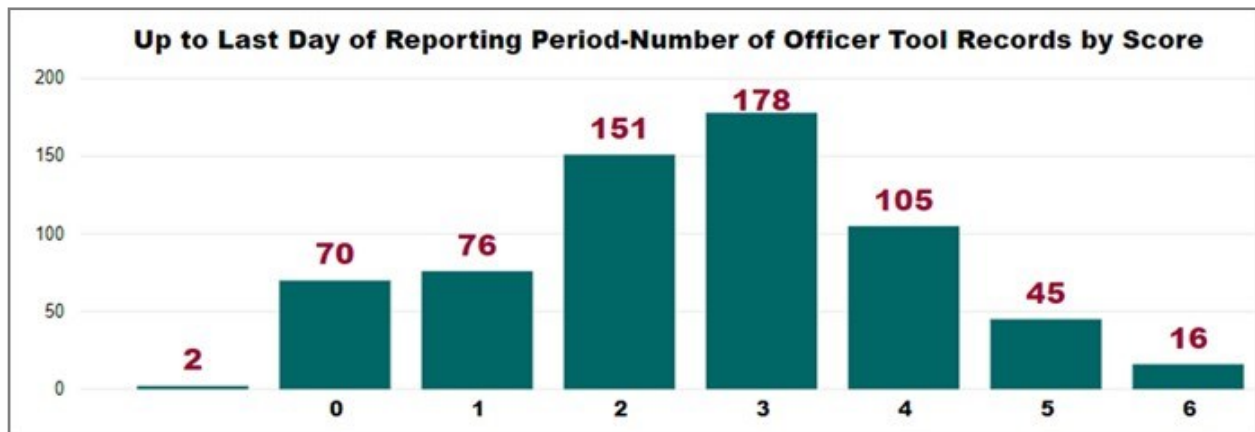
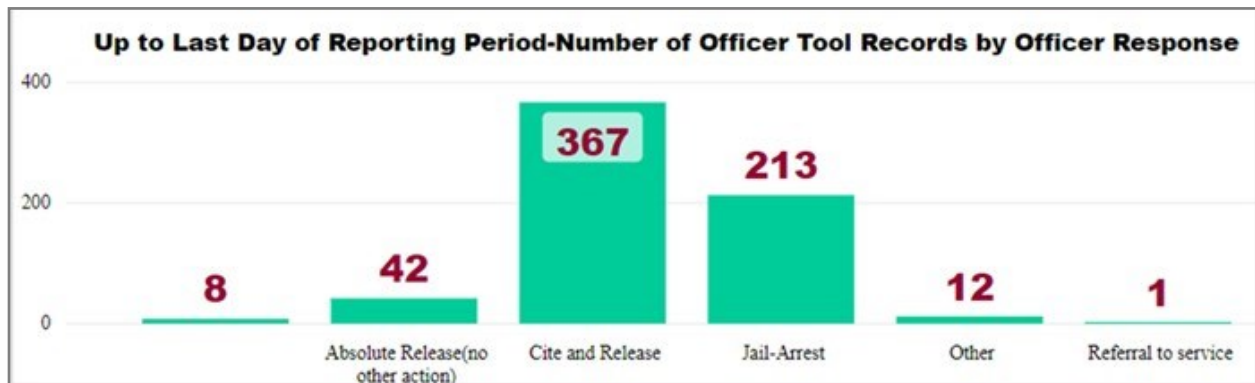


In addition to the decline in custodial and non-custodial arrests, officers in two of the Big Four agencies utilized an assessment tool to help guide jail use decisions. Use of cite and release without detention in addition to the assessment tool helps to keep officers on the street and increase consistency in treatment among similarly situated individuals. For example, with the tool:

- Individuals scoring low on the assessment would be more likely to receive a ticket and not go to jail, while individuals with a higher score would go to jail.
- When appropriate, the tool prompts access to real-time alternatives to jail (and emergency rooms) that provide individuals living with homelessness, mental illness and/or substance use disorders a path to treatment rather than jail.
- Since many of the target charges were found to have high rates of disproportionality, data provided will also help to further efforts to reduce racial and ethnic disproportionality and/or disparity.

The assessment tool went into use during 2017. By the end of 2017, there were 193 tool administrations in the officer tool database. By the end 2018, there were 643 tool administrations.





The information in the graphs provides the results of tool use through the end of 2018, indicating administrations consistent with desired results (e.g., lower scores resulting in actions other than jail use).

- There were varying levels of risk: 46% low, 44% medium, and 10% high.
- Most tool uses resulted in actions other than jail use (66%), and 34% resulted in jail use.



## D. Tri-County Crisis Stabilization Center and Triage Services

Another specific strategy employed by the CJCC to rethink jail use in Charleston County was to utilize appropriate real-time alternatives to jail for individuals living with mental illness, substance use disorders and/or homelessness. The Charleston community is fortunate to have an array of around the clock community-based options for diversion and deflection. These options include Mobile Crisis, EMS Telehealth, embedded clinicians within law enforcement agencies and the Tri-County Crisis Stabilization Center (TCSC).

Within the TCSC, officers can access a clinician by phone and/or drop off an individual in real-time to identify appropriate alternatives and assistance for individuals living with mental illness, substance use disorders and/or homelessness, whether or not the person they are trying to help is in jeopardy of a criminal charge. The TCSC is a community-wide effort collaboratively funded by South Carolina Department of Mental Health, CDMHC, Medical University of South Carolina, Roper Saint Francis, Charleston Center, Charleston County Sheriff's Office, Berkeley Mental Health Center and CJCC. The TCSC contains 10 beds operated by the Charleston Dorchester Mental Health Center (CDMHC), located in the Charleston Center (with an onsite detoxification unit and soon to be opened Charleston Center Sobering Center).

The table below provides TCSC activity throughout 2018 (Data provided by the TCSC).

2018 TCSC ACTIVITY	
TRIAGE CALLS	60
LAW ENFORCEMENT REFERRALS	62
ALL REFERRALS	847
ADMISSIONS	526
HOSPITAL DIVERSIONS	492
ED DIVERSIONS	180
JAIL DIVERSIONS	3

Throughout 2018, strides were made to build upon existing efforts across local behavioral health, public health, and criminal justice system leaders to identify and address the root causes of what brings individuals into contact with these systems, while supporting their paths to becoming healthy, productive, law-abiding and contributing members of the community. Efforts included:

- Staff from the CDMHC and the Charleston Center increased communications and educational services for law enforcement to assist in their use of available services for deflection from the criminal justice system and diversion from the jail.
- CDMHC leadership canvassed its array of services and found law enforcement was diverting and deflecting individuals to care through numerous pathways in addition to TCSC, such as Mobile Crisis, EMS Telehealth and drop offs to the main CDMHC location. For example, there were 17 law enforcement drop offs to the main CDMHC location between October and December. CDMHC

also reported embedded clinicians working within local law enforcement agencies provided 375 consultations to officers in 2018.

- The Charleston Center encountered challenges with the opening of the Sobering Center due to staffing shortages within the Charleston Center and difficulty filling positions in County government overall. The Charleston Center has been actively working through these challenges and plans to open the Sobering Center as soon as practical.
- The CJCC hosted a Sequential Intercept Mapping (SIM) Workshop to systematically review current resources available across the system and gaps to help identify where to direct efforts going forward.



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## E. Upcoming Work

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Given the consistent use of actions other than jail for single, target charges and use of the officer tool, moving forward, the officer tool will transition into completion upon booking to ensure consistent collection of data on anyone booked for single, target charges. This will allow for more thorough monitoring and adjustments as needed. Experiences with the tool will also continue to be a critical component of REDD reduction efforts. Additionally, the CJCC will continue to support front-end diversion and deflection efforts, including the eventual opening of the Sobering Center. Once opened, the Sobering Center will provide safe, short term monitoring and management of inebriated persons as an alternative to jail and emergency services. This new service will provide a place to sober up safely, and connect with follow-up treatment as needed.

Moving forward, the CJCC will conduct further analysis of trends in the most frequently occurring charges brought to the jail, as well as overall crime trends, to advance additional public safety improvement efforts. This will also include a review of local trends in the contexts of economic, public health and population trends to maximize system improvement efforts. Further, the CJCC will advance the Sequential Intercept Mapping (SIM) process into subsequent parts of the system that were deemed in need of additional resources (i.e., pretrial, jail and reentry from incarceration) during the workshop. For more information on the SIM, please see the Pretrial Risk Management section of this report.

# PRETRIAL RISK MANAGEMENT

The data below describes 2018 practices in pretrial risk management, ranging from bond practices to automated court reminders and familiar faces, with comparison data from previous years. The following aspects of local pretrial risk management are covered:

- A. Effective bonds (source data: CMS Magistrate, CMS General Sessions and SACDC)
- B. Pretrial risk assessment (source data: Pretrial Services Database, CMS Magistrate, CMS General Sessions and SACDC)
- C. Studies of General Sessions (GS) bond setting and risk-based pretrial outcomes (source data: CMS Magistrate, CMS General Sessions, Pretrial Services Database and SACDC)
- D. Automated court reminders (source data: Court Reminder System, CMS General Sessions and Pretrial Services Database)
- E. Familiar faces in the jail (source data: SACDC)
- F. Upcoming Work

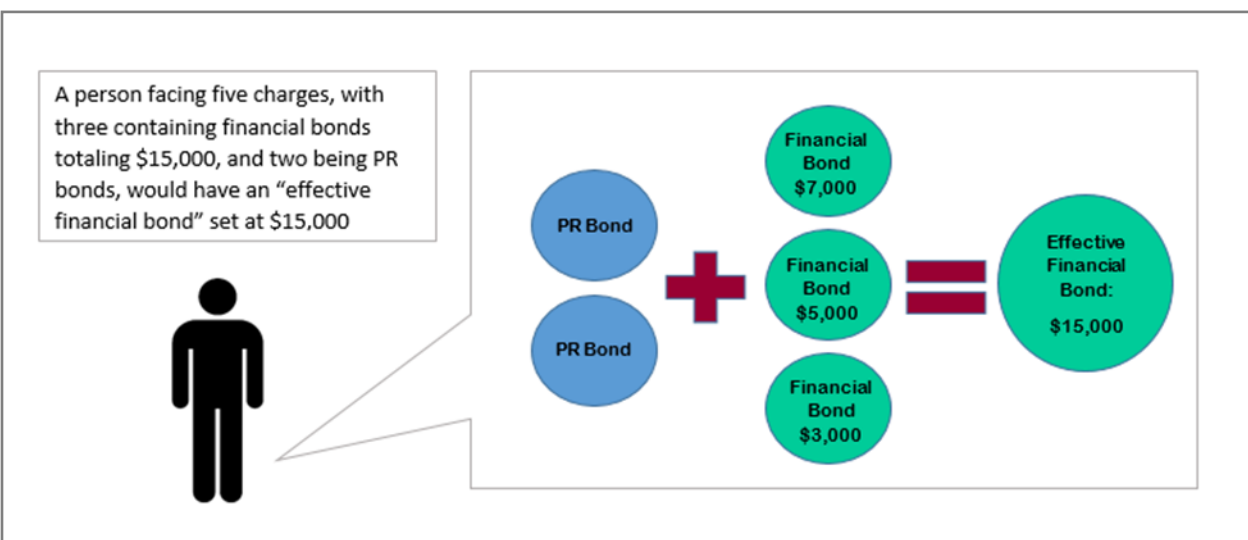
## A. Effective Bonds

“Grouping by effective bond” means combining all of the bonds set on an individual per bond hearing. The type and amount of bonds are determined based upon the totality of bonds, also known as “effective bond.” Effective bond analysis allows for a more informative measure of bond practices compared to counting individual bonds on each charge. For example, one person at one bond hearing may have five charges and receive five bonds, some financial at \$X per bond and some personal recognizance (PR). The defendant must meet all of the bond conditions in order to be released from the jail and satisfy the total amount of money necessary to do so (if they are assigned financial bond types). Therefore, an “effective PR bond” would signify that one individual at one bond hearing received only PR bonds. On the other hand, a person facing five charges, with three financial bonds totaling \$15,000 and two PR bonds, would have an “effective financial bond” set at \$15,000.

### Personal Recognizance Bond:

Defendant will be released from jail on defendant’s promise to appear at court and will not have to pay any money.

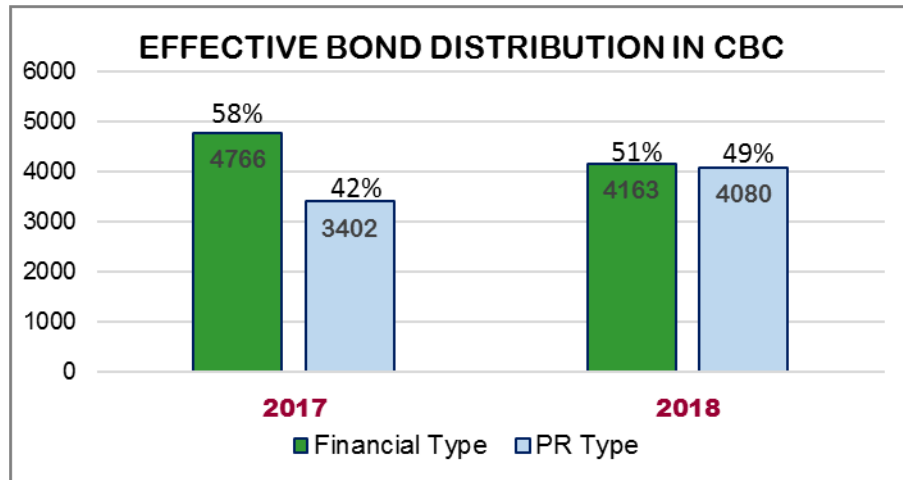
**Financial Bond:** Defendant will be released from jail if the defendant is able to satisfy the total amount of financial bonds, whether they are structured as a cash or surety bond.





Effective bond trends in Centralized Bond Court<sup>10</sup> (CBC) between 2017 and 2018<sup>11</sup> indicated:

- The proportion of effective PR type bonds has increased since 2017. Effective bond type distribution in CBC for 2017 was 4,766 effective financial bonds (58%) and 3,402 effective PR bonds (42%). In 2018, there were 4,163 effective financial bonds (51%) and 4,080 effective PR bonds (49%).



- Since 2017, the average amount of effective financial bonds set in CBC slightly decreased; however, the trends vary by level of court. The average Summary level bond increased from 2017 to 2018, while the average General Sessions (GS) level bond decreased.
- The overall average amount of effective financial bonds for 2017 was \$34,285.56 and it reduced to \$33,084.97 in 2018.
- In 2017, the average Summary level bond was \$619.82 and the average GS level bond was \$26,203.08. In 2018, the average Summary level bond was \$1,109.94 and the average GS level bond was \$23,724.04.

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## B. Pretrial Risk Assessment

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By law, a judge must set bond for defendants within 24 hours of arrest (30 days for certain serious cases and repeat violent offenses). Each arrested person has a right to an individualized decision made by a judge about the terms of their release, as pretrial detention is only to be used when other reasonable safeguards cannot assure court appearance or protect the community from harm. As seen on the next page, the South Carolina constitution strictly limits the cases in which bond can be denied. In 2017, CJCC staff began training stakeholders on pretrial justice issues and laying the groundwork for the 2018 launch of pretrial risk assessment.

**South Carolina Constitution, Article 1, § 15:**

All persons shall be, before conviction, bailable by sufficient sureties, but bail may be denied to persons charged with capital offenses or offenses punishable by life imprisonment, or with violent offenses defined by the General Assembly, giving due weight to the evidence and to the nature and circumstances of the event. Excessive bail shall not be required, nor shall excessive fines be imposed, nor shall cruel, nor corporal, nor unusual punishment be inflicted, nor shall witnesses be unreasonably detained. (1970 (56) 2684; 1971 (57) 315; 1998 Act No. 259.)

**S.C. Code Ann. § 17-15-10:**

(A) A person charged with a noncapital offense triable in either the magistrates, county or circuit court, shall, at his appearance before any of such courts, be ordered released pending trial on his own recognizance without surety in an amount specified by the court, unless the court determines in its discretion that such a release will not reasonably assure the appearance of the person as required, or unreasonable danger to the community or an individual will result. If such a determination is made by the court, it may impose any one or more of the following conditions of release:

- (1) require the execution of an appearance bond in a specified amount with good and sufficient surety or sureties approved by the court;
- (2) place the person in the custody of a designated person or organization agreeing to supervise him;
- (3) place restrictions on the travel, association, or place of abode of the person during the period of release;
- (4) impose any other conditions deemed reasonably necessary to assure appearance as required, including a condition that the person return to custody after specified hours.

(B) A person charged with the offense of burglary in the first degree pursuant to Section 16-11-311 may have his bond hearing for that charge in summary court unless the solicitor objects.

HISTORY: 1962 Code Section 17-300; 1969 (56) 383; 2012 Act No. 286, Section 3, eff June 29, 2012; 2015 Act No. 58 (S.3), Pt III, Section 12, eff June 4, 2015

In January of 2018, CJCC staff and stakeholders implemented a pretrial risk assessment to help the bond setting process be more risk-based and less dependent upon the financial circumstances of defendants. A pretrial interview leads to an actuarial assessment that measures the likelihood of missing court appearances and committing new crime before the case is disposed (referred to as “pretrial failure”). This is done in an objective manner similar to the tools used in healthcare and insurance fields. Currently, pretrial staff combine the risk assessment with a summary of criminal history information and other demographic facts that the law indicates should be reviewed during individualized bond hearings. The complete two page report, otherwise known as the Pretrial Service Report (PSR), is given to the bond court for review, and designed to help strengthen public safety and uphold justice while defendants await the resolution of their cases.

While sitting in jail pretrial is not intended to be punitive as defendants are unconvicted, research has shown that pretrial detention can be harmful to defendants. Detained defendants are more likely to be convicted and given harsher sentences. In addition, detained defendants that pose lower risk of pretrial failure may lose important resources by remaining in jail while waiting to go to trial, such as housing or employment, and develop further needs that place them at elevated risk of future arrest while high risk defendants can be released. There are a variety of legal and evidence-based options that can mitigate the risk posed by defendants with a greater likelihood of pretrial failure, some of which (i.e. court reminders) have already been implemented by CJCC stakeholders and staff.

## Bond Hearings (01/08/18 start): 24 Hours

### Arrest

Defendant is picked up on warrant or on-scene arrest is made.

### Booking

Defendant is processed into the jail and in certain summary cases, can be released on preset bond.

### Interviews

If charge is eligible, defendant can be risk assessed by pretrial services, which may lead to indigence qualification and public defender representation.

### Risk Tool

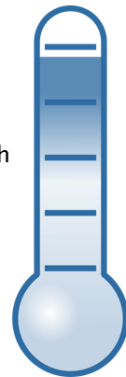
Actuarial risk assessment assigns a risk level to defendant and other critical information (such as criminal history) is summarized in report to Bond Court.

### Hearing

Defense, State and/or Victim may present information to Court, already in possession of Pretrial Service Report (containing risk assessment).

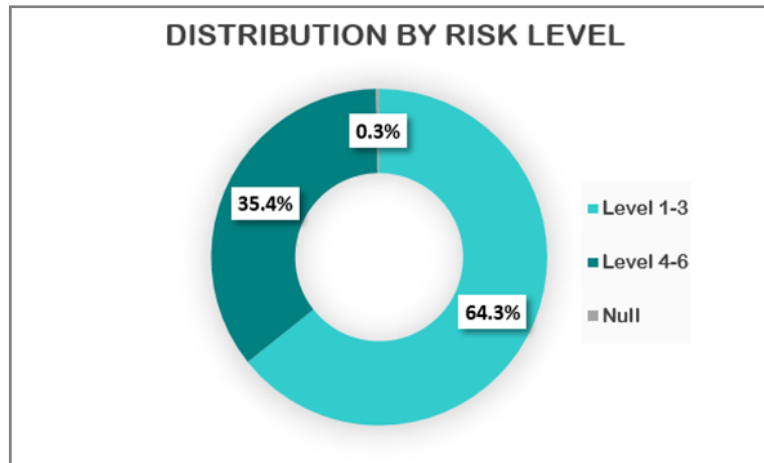
### Release Decision

Judge takes all information into account; orders a recognizance bond (no money required) or a financial bond; either of these may come with conditions.

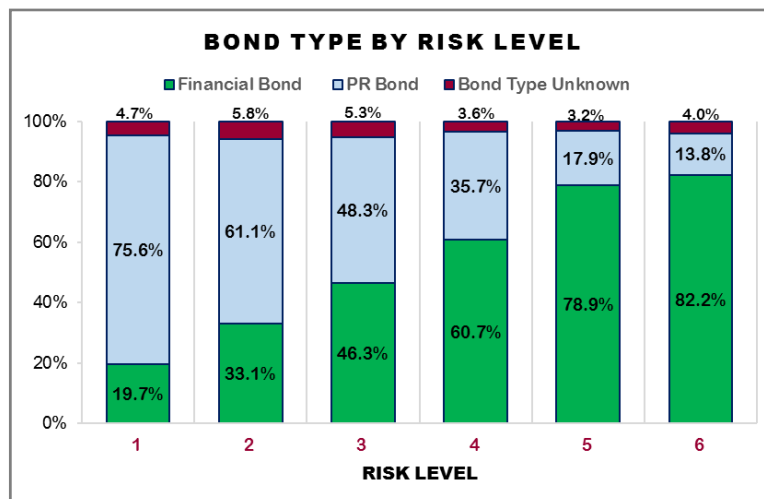


An overview of the pretrial data is below. Please see the Pretrial Outcomes section for more detailed findings on the risk assessment and GS bonds.

- Following the January 8, 2018 launch of the risk assessment, 4,289 individuals were assessed throughout the 2018 year.
- In 2018, there were 8,327 eligible cases in which risk assessment could have occurred. Pretrial staff risk-assessed 51.5% of these eligible cases.
- The majority (64.3%) of all cases fell in the three lower risk levels (out of 6). 2,756 of the risk assessment interviews resulted in a Level 1-3 risk score and 1,518 resulted in a Level 4-6 risk score. There were also 15 nulls in the data (i.e., did not result in a finalized assessment score).



- The effective bond results by risk score<sup>12</sup> suggest a relationship between the risk level of assessed defendants and the likelihood of receiving different bond types.
- Effective PR bonds were given out more frequently in cases with lower levels of risk and effective financial bonds were given out more frequently in cases with higher levels of risk.



- The frequency with which effective PR bonds are given was highest at the lowest level of risk (Risk Level 1), making up 75.6% of effective bonds in risk level 1.
- At the highest level of risk (Risk Level 6), financial bonds were given out with the most frequency, making up 82.2% of effective bonds in risk level 6.

## C. Studies of General Sessions (GS) Bond Setting and Risk-Based Pretrial Outcomes

The CJCC analyzed the pretrial outcomes of General Sessions (GS) bond-settings that occurred from 2014 to 2018. The purpose of this analysis was to determine how bond practices were serving the community and to gauge defendant behavior while out on bond, referred to as “pretrial outcomes.” Overall, the findings support previous pretrial outcome analysis suggesting that pretrial failure poses a major problem to the community.

To take the analysis a step further, the CJCC examined bond setting data in conjunction with new risk assessment data ranging from the launch of the Pretrial Service reports on January 8, 2018 to the end of the 2018 year. These contemporary findings demonstrate that pretrial failure increases as risk assessment levels increase, supporting the predictive abilities of the risk assessment that is currently being provided to bond court judges.

### Research Questions

- What types of bonds were ordered for released defendants and did bond type affect pretrial outcomes?
- How many defendants with a bond-setting in years 2014-2018 were able to secure release from jail prior to the disposition of their case?
- How often did released pretrial defendants return to jail or fail to comply with court appearances?
- How soon after release did a return to jail (Safety) violation occur?
- With what frequency did pretrial violations occur at different risk levels, for the bond settings that occurred in 2018?





## Methodology and Definitions

All jail releases that were tied to a bond-setting in Centralized Bond Court were matched to bond and court disposition data. In the General Sessions analysis, bond settings were further refined to only include those that featured one or more General Sessions charge(s). While most of the cases analyzed from previous years (i.e. 2014) have concluded, other cases are still pending and have not reached disposition (i.e. trial, guilty plea, non-conviction).

In the risk assessment analysis, bond settings were limited to those taking place between January 8, 2018 (launch of Pretrial Service Report) and December 31, 2018. The vast majority of these cases were still pending, due to their recent occurrence.

**Safety Violation** = when a defendant returns to jail before disposition of the case, for a reason other than a bench warrant.

**Appearance Violation** = when a defendant fails to appear for court, resulting in a bench warrant, failure to appear (FTA) or a Tried in Absentia (TIA) disposition. Appearance Violations were determined through the existence of a bench warrant or an appearance related disposition (Tried in Absentia (TIA) or Failure to Appear (FTA)).

**Release Rate** = the percentage of defendants that were able to secure release from jail before the disposition of their case.

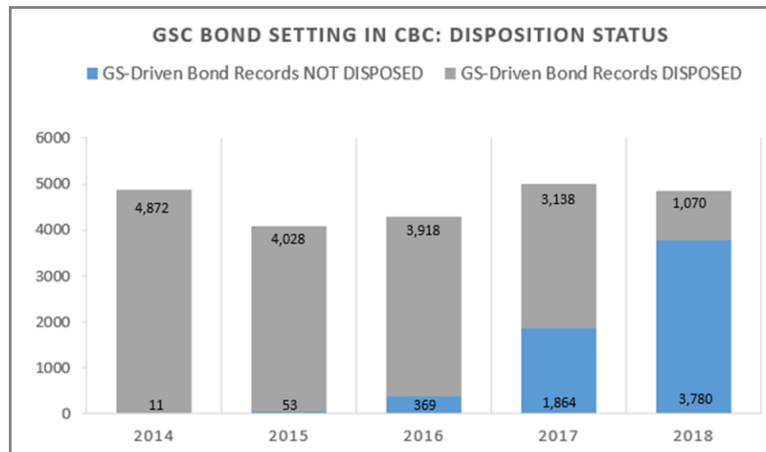
**Effective Bond determination** = the combination of all the bonds set on an individual per bond hearing. The defendant must meet all of these bond conditions in order to secure release from the jail. The combination of these bonds establishes all the conditions that must be met to secure release, and the total amount of money required when there are financial bonds. For more information, please refer to the Effective Bond section, above.

**Return to Jail** was determined upon returns to the Sheriff Al Cannon Detention Center (SACDC) after the date a defendant is released on bond and before the date of their case disposition (or date of analysis if the case is not yet disposed). The CJCC's initial pretrial outcomes study (conducted in 2017) found that approximately three-fourths of the returns to jail while out on bond are for new arrests. A return to jail for any reason other than a bench warrant was considered a Safety Violation.

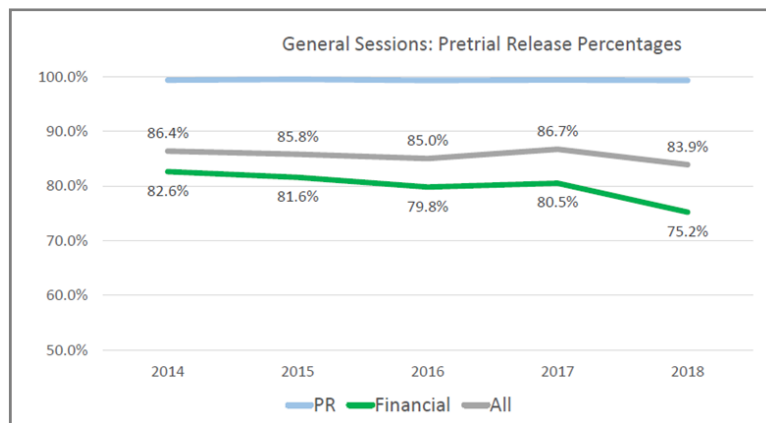
**Any Pretrial Failure violation** was determined by the existence of one or more of the above violations (Safety and/or Appearance). For example, an individual could experience safety and an appearance violation on the same bond setting, and those would be considered one Any Failure violation.

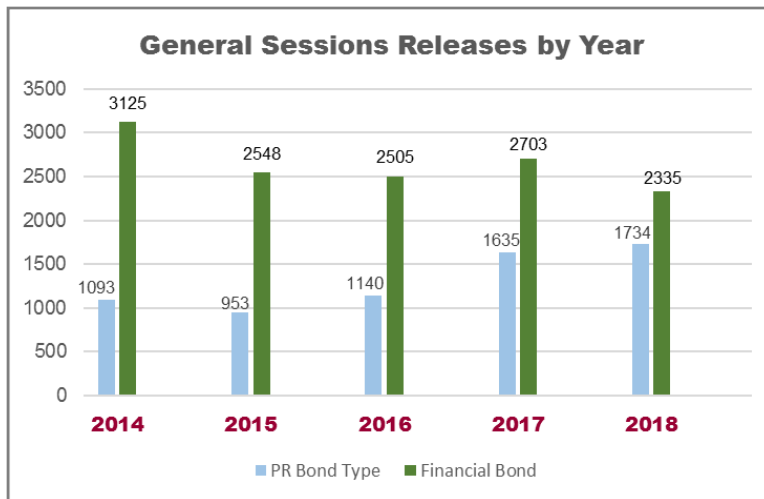
## General Sessions Bonds and Pretrial Outcome Findings (2014-2018)

- The vast majority of 2018 General Sessions cases were still pending at the time of the analysis, so the 2018 release and failure rates are subject to change (22.1% of 2018 General Sessions bond records were disposed, compared with 99.8% of 2014 General Sessions bond records).

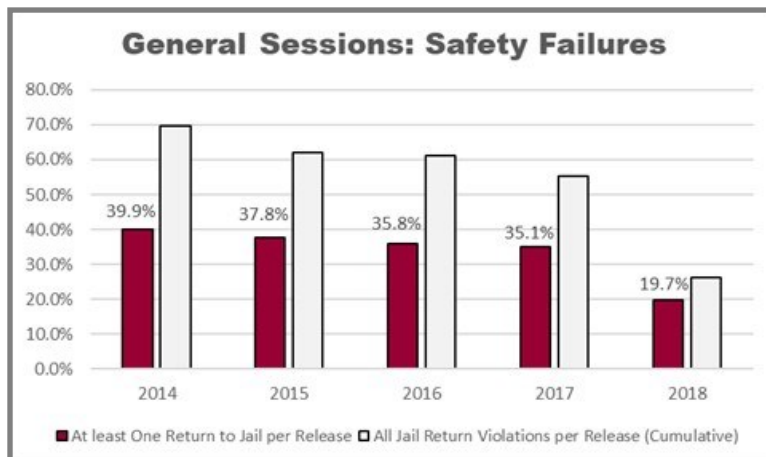


- Pretrial release rates have not changed much over the past several years (For 2018 bond records, 83.9% of cases resulted in a pretrial release; for 2014 records, 86.4%). Only the cases resulting in pretrial release were analyzed for pretrial outcomes.

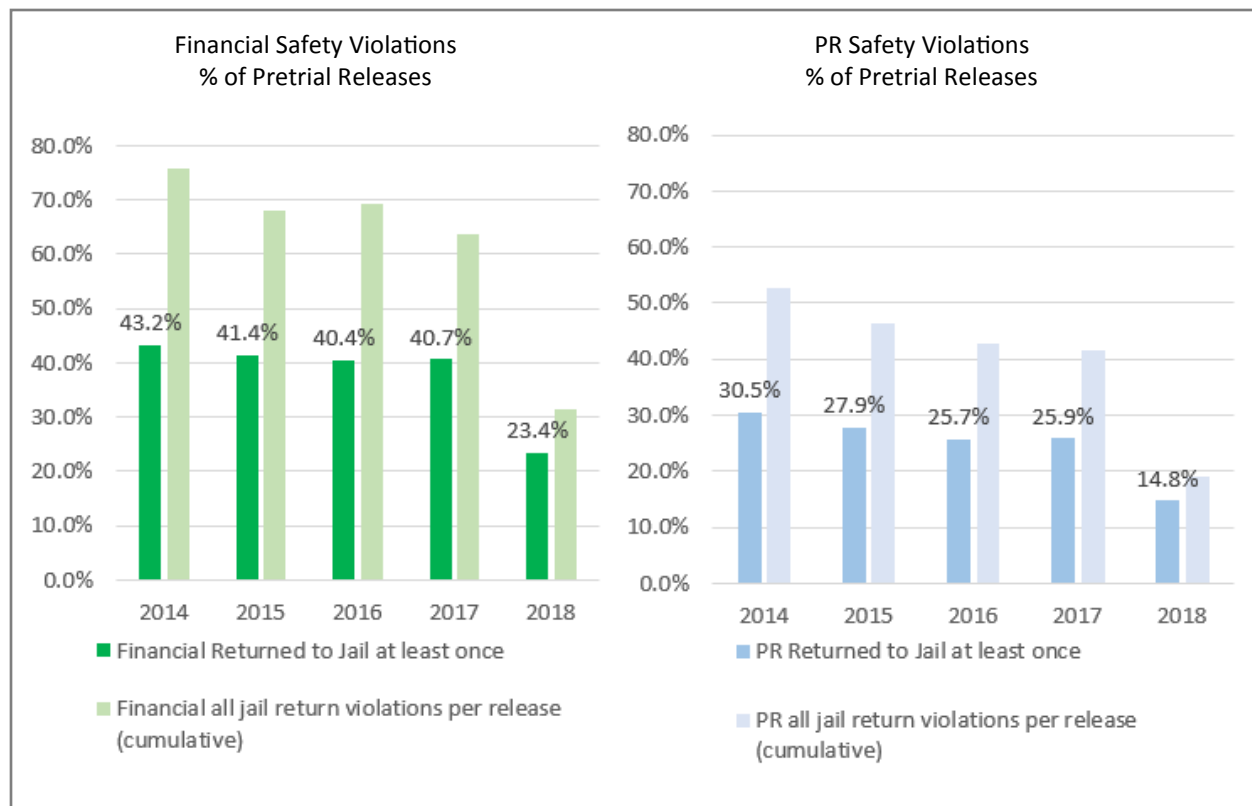




- Safety failure rates remained the highest in 2014 and fairly consistent among the years with the most disposed cases [19.7% for 2018 (802 out of 4,069 bond settings), 35.1% for 2017 (1,522 out of 4,338 bond settings), 35.8% for 2016 (1305 out of 3,645 bond settings), 37.8% for 2015 (1,322 out of 3,501 bond settings), 39.9% for 2014 (1683 out of 4,218 bond settings)].
- When a defendant experienced safety failure, they frequently returned to jail more than one time. These are the cumulative jail return violations per release shown in the chart below. For example, of the GS safety failures in 2014, they failed 70% of the time.



- Financial bond types consistently experienced higher safety failure rates than PR bonds [2014 bond records, 30.5% of PR releases (333 of 1,093) and 43.2% of financial releases (1,350 of 3,125) had a safety failure; for 2018 bond records so far, 14.8% of PR releases (256 of 1,734) and 23.4% of financial releases (546 of 2,335) had a safety failure].
- For 2014-2018 records, the majority of all safety violations occurred within the first 6 months after release.



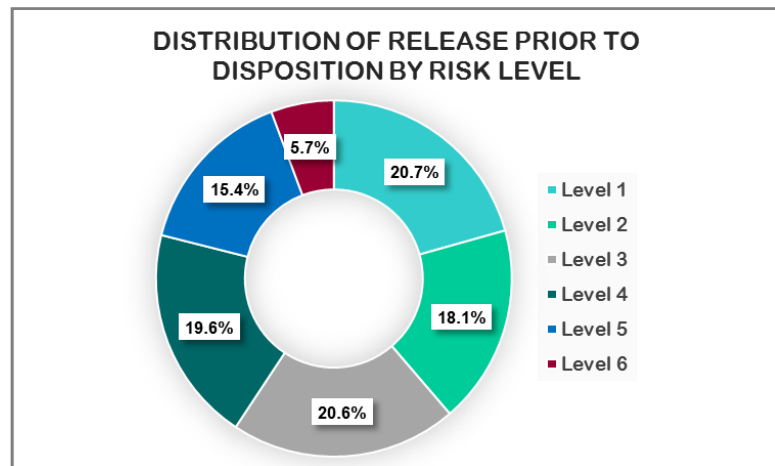
Time to Safety Fail (All jail return violations per release, cumulative)					
	2014	2015	2016	2017*	2018*
<b>GS- All</b>					
0-6 mos	1538	1001	980	1300	904
6+-12 mos	726	566	648	707	161
12+-18 mos	386	330	329	331	N/A
18+-24 mos	158	168	186	61	N/A
24+ mos	138	107	83	N/A	N/A
<b>GS - Financial</b>					
0-6 mos	1209	798	774	913	622
6+-12 mos	595	461	509	529	110
12+-18 mos	312	264	259	234	N/A
18+-24 mos	137	129	140	43	N/A
24+ mos	117	79	57	N/A	N/A
<b>GS - PR</b>					
0-6 mos	329	203	206	387	282
6+-12 mos	131	105	139	178	51
12+-18 mos	74	66	70	97	N/A
18+-24 mos	21	39	46	18	N/A
24+ mos	21	28	26	N/A	N/A

\*Numbers subject to change as time goes by.

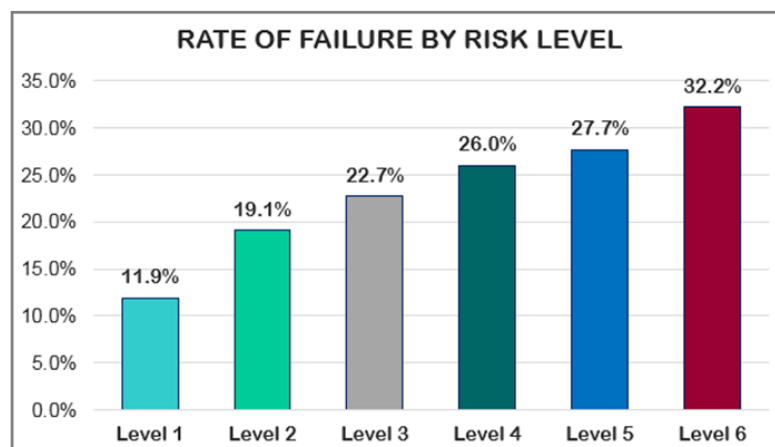
## Risk-Based Pretrial Outcome Findings (2018)

There were 2,116 risk-assessed releases between January 8, 2018 and December 31, 2018. The releases fell at varying levels of risk as indicated in the chart below.

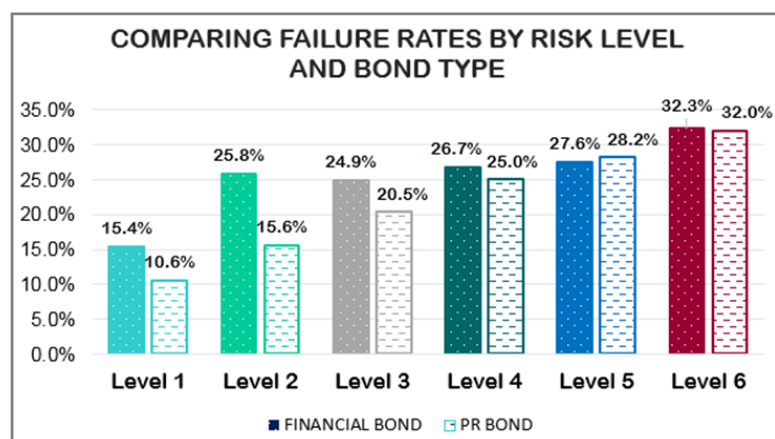
- The majority fell in the lower risk levels [risk level 1: 437 (20.7%), risk level 2: 382 (18%), risk level 3: 436 (20.6%), risk level 4: 415 (19.6%), risk level 5: 325 (15.4%), risk level 6: 121 (5.7%)].



- The majority of 2018 pretrial releases have not failed.
- The rate of any failure increased as the risk level increased (the highest risk level 6 carried a 32.2% rate of any pretrial failure, while risk level 1 carried an 11.9% rate of failure).



- Overall pretrial failure rates were higher for financial bonds than PR bonds at risk levels 1-4 and almost equal between PR bonds and financial bonds at risk levels 5-6.



- Safety failures occurred more commonly than appearance failures, and they most often occurred within the first six months of release.

Risk Level	Bond Type	Count	Failure %	Any Failure Count	Safety Failure	Appearance Failure
1	FINANCIAL	117	15.4%	18	12	6
	PR	320	10.6%	34	19	15
2	FINANCIAL	132	25.8%	34	28	7
	PR	250	15.6%	39	27	15
3	FINANCIAL	221	24.9%	55	46	11
	PR	215	20.5%	44	39	9
4	FINANCIAL	251	26.7%	67	54	17
	PR	164	25.0%	41	31	13
5	FINANCIAL	254	27.6%	70	58	16
	PR	71	28.2%	20	17	5
6	FINANCIAL	96	32.3%	31	24	11
	PR	25	32.0%	8	8	1
<b>Totals</b>		2116	21.8%	461	363	126

## Limitations

Due to the inclusion of some recent and pending 2018 cases, pretrial outcomes (safety and appearance violations) will continue to change. Additionally, some of the pretrial defendants that were still detained as of December 31, 2018 may end up being released from jail before their disposition, affecting the overall release rate for 2018. Any bond settings that did not result in a jail release prior to disposition or prior to the end of the 2018 year (whichever came first) were not further analyzed for pretrial outcomes.

Pretrial outcome findings are also dependent upon the data available within data sources at the time of analysis and the quality of the data therein. Returns to jail other than the SACDC and court activity outside of the Charleston Magistrate and General Sessions courts are not included. Thus, these findings may be under-reported.



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## D. Automated Court Reminders

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When victims, witnesses, judges, prosecutors, defense and law enforcement show up for court and defendants do not, it creates a burden on all involved. For example:

- Everyone involved may have to come back to court on another occasion.
- Judges may issue a bench warrant, resulting in the defendant likely returning to jail.
- More time and effort will be required to serve the bench warrant, take the defendant to jail, and ultimately, resolve the case.

October of 2018 marked the initial launch of the automated court reminder system. Individuals screened by pretrial staff that indicated a desire to be notified of their General Sessions court dates were the first to be enrolled in this system. Court reminders are provided by text message at various intervals prior to the court appearance. They are designed to increase attendance at court dates and to decrease the need for criminal bench warrants.

The initial launch of court reminders faced some new data challenges that delayed the inclusion of City of Charleston Municipal Court dates. The court reminder team plans to begin including City of Charleston court dates in 2019, therefore expanding enrollment opportunities. Initial court reminder enrollment during 2018 was limited to defendants assessed by pretrial staff, whereas a new self-enrollment website feature will allow anyone with eligible court dates to sign up for the service. Initial findings in the court reminder data illustrate:

- 1,219 court reminder enrollment requests were received in the system by the end of 2018, and 556 court date notifications were sent before the end of the year.

Court reminders are one strategy to help improve pretrial outcomes. The National Institute of Corrections has published five suggested metrics<sup>13</sup> for measuring pretrial outcomes and the performance of pretrial agencies.

1. **Appearance Rate:** The percentage of supervised defendants who make all scheduled court appearances.
2. **Safety Rate:** The percentage of supervised defendants who are not charged with a new offense during the pretrial stage.
3. **Concurrence Rate:** The ratio of defendants whose supervision level or detention status corresponds with their assessed risk of pretrial misconduct.
4. **Success Rate:** The percentage of released defendants who (1) are not revoked for technical violations of the conditions of their release, (2) appear for all scheduled court appearances, and (3) are not charged with a new offense during pretrial supervision.
5. **Pretrial Detainee Length of Stay:** The average length of stay in jail for pretrial detainees who are eligible by statute for pretrial release.

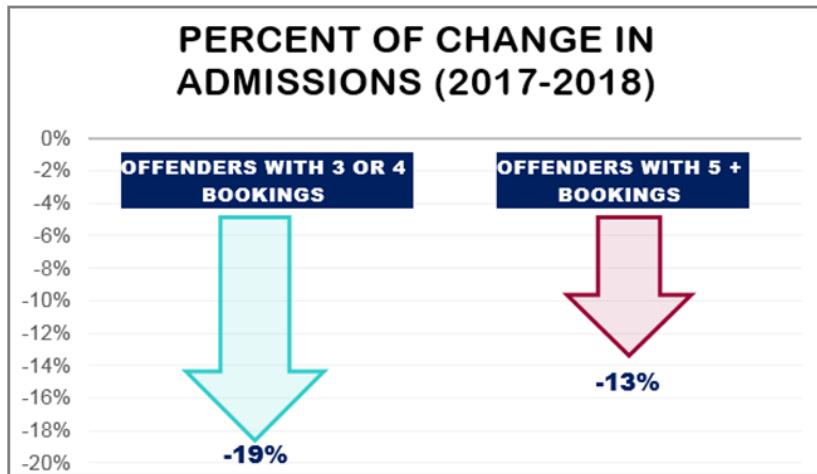
## E. Familiar Faces in the Jail

Familiar Faces are the individuals that most often cycle through the jail. In previous years, the analysis of this data was focused upon the admission of “familiar face” individuals to the jail. Familiar face individuals are separated into two categories: those who are booked three to four times within a 24 month period and those booked five or more times in a 24 month period. We have refined analysis to better measure the jail use of these “familiar faces.” This expanded analysis looks at releases in conjunction with admission activity and will therefore change the way that the data is reflected going forward.

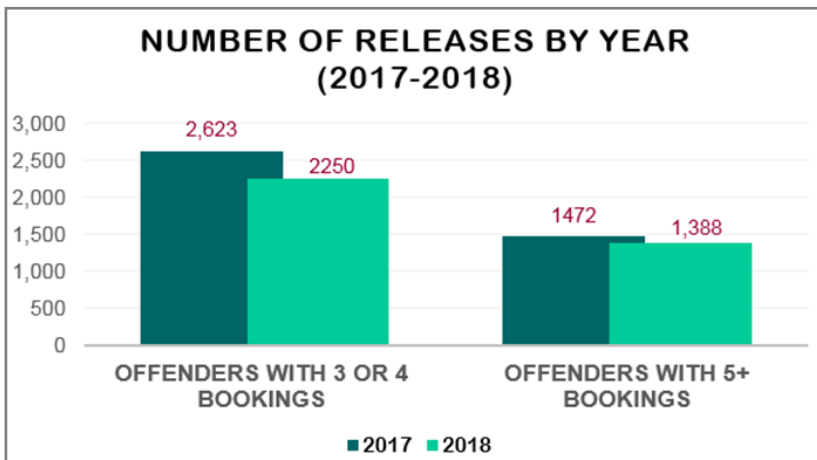
In 2018, embedded clinicians from the Charleston Center and Charleston Dorchester Mental Health Center (CDMHC) began receiving a daily list of familiar faces booked into the jail, providing them with the opportunity to initiate contact and engage familiar faces in services as appropriate. Near the end of the year, the CJCC also hosted a two-day Sequential Intercept Mapping (SIM) workshop that examined the ways in which Charleston County could better meet the needs of individuals with mental health, substance use or behavioral challenges at different intercept points between the community and the justice system. CJCC stakeholders have been working on finalizing the SIM report and action plan, which prioritizes certain improvements in these areas.

Jail admission of familiar faces reduced from 2017 to 2018:

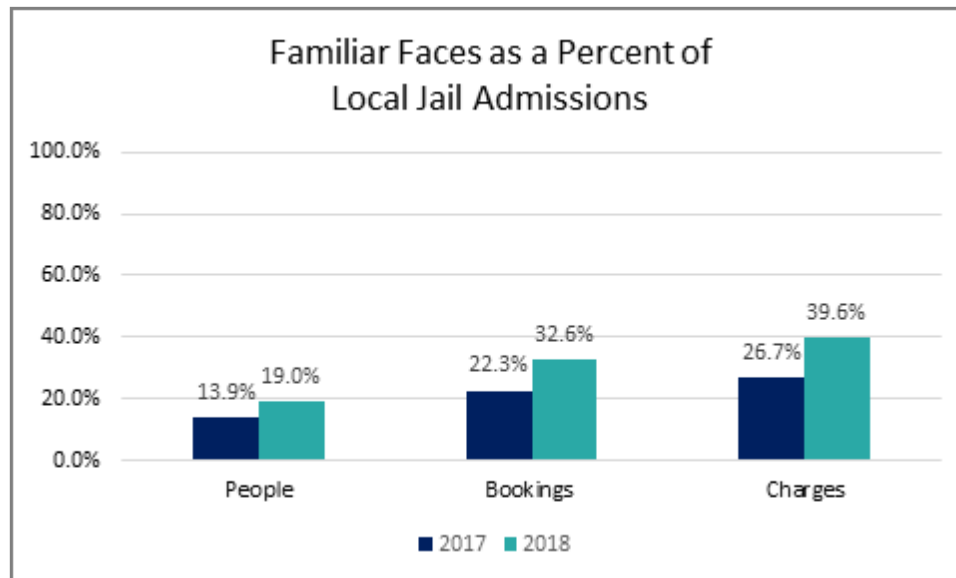
- Admission of familiar face individuals (booked 3-4 times) reduced by 19%, from 1,612 to 1,308.
- In the same year, familiar face individuals (booked 5+ times) admission reduced by 13%, from 548 to 476.



- In a related fashion, there was a lower level of release activity for familiar faces in 2018. There were 3,638 in 2018, compared to 4,095 in 2017.
- Lengths of stay for these familiar faces remained relatively consistent across the years, moving from 28 days in 2017 to 27 days in 2018.



- Net jail use for familiar faces has reduced since 2017 due to decline in admissions and consistent lengths of stay.
- All familiar faces (the combination of the 3-4 bookings familiar faces group and the 5+ bookings familiar face group) represented an increasing percentage of local jail admissions between 2017 and 2018 ( e.g., 13.9% of people booked in 2017 to 19.0% in 2018).



### What Works

The Bureau of Justice Assistance, in its Justice Reinvestment Initiative, recognizes the need for smart, evidence-based approaches that assess offender risks and meet offender needs. Policymakers are urged to institute policies that will:

- Manage corrections system growth.
- Respond strategically to offender risks and needs based on sustainable, evidence-based approaches that do not jeopardize public safety and ensure offender accountability.
- Coordinate existing resources and develop new approaches to promote successful offender reintegration.
- Reinvest savings generated from reduced corrections spending into communities.<sup>14</sup>

The Risk Needs Responsivity (RNR) Model<sup>15</sup> is a widely-respected model for addressing individual needs that are known to cause criminal behavior.

1. **Risk principle.** Match the level of service to the offender's risk of reoffending, based on static factors (e.g., age at first arrest, history of arrest, current age) and dynamic factors (e.g., substance abuse, antisocial attitudes). Higher-risk offenders should receive more intensive intervention.
2. **Need principle.** Assess criminogenic needs and target them in treatment. High-risk offenders should receive intensive treatment, while low-risk offenders should receive minimal or no treatment.
3. **Responsivity principle.** Maximize the offender's ability to learn from a rehabilitative intervention by providing cognitive behavioral treatment and tailoring the intervention to the learning style, motivation, abilities, and strengths of the offender.

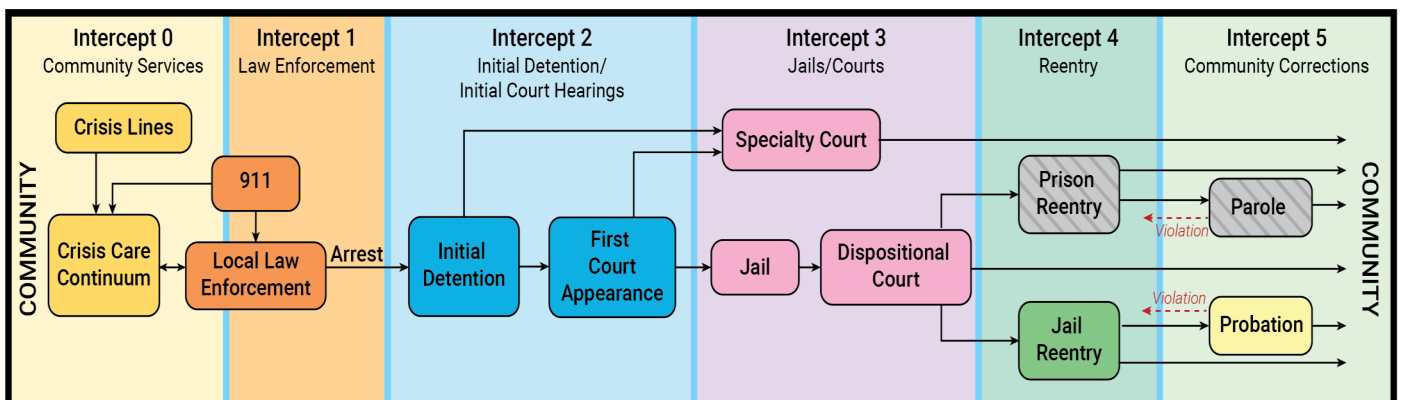
## F. Upcoming Work

With the successful launch of risk assessment at Centralized Bond Court in 2018, the 2019 focus will turn to increasing the reach of pretrial services. Pretrial staff have already begun shifting focus to individuals charged with General Sessions (higher-level) offenses, and the CJCC has been independently monitoring the General Sessions reach rate to present alongside the regular reach rate. CJCC stakeholders and staff have initiated a plan to increase efficiency of jail interviews that will hopefully allow pretrial staff to risk assess and prepare Pretrial Service Reports on 100% of the eligible General Sessions defendants that are appearing at bond court.

The expansion of pretrial risk services will necessitate close monitoring of the risk assessment process and instrument, as well as the impact that it may have upon individuals of varying gender, race and ethnicity. In 2019, CJCC stakeholders and staff have already enlisted technical assistance partners in reviewing the procedural safeguards implemented with the risk assessment, as well as the predictive accuracy of the instrument itself. Expect to see modifications to this risk instrument in the forthcoming year, as the CJCC strives to increase the usefulness of this instrument while also maintaining fairness in the way it applies across different groups of people.

The SIM report and action plan will pave the way for new and improved ways for the justice system to improve its handling of familiar faces from pretrial through reentry. Improvements will likely begin with an effort to provide some reentry-based assistance at the level of the local jail, SACDC. These efforts should continue reducing the familiar faces that are still ending up in jail multiple times a year.

### Sequential Intercept Map



Abreu, D., Parker, T.W., Noether, C.D., Steadman, H.J., & Case, B. (2017). Revising the paradigm for jail diversion for people with mental and substance use disorders: Intercept 0. *Behavioral Sciences & the Law*, 35, 380-395. DOI: 10.1002/bsl.2300  
Policy Research Associates, Inc.

## CASE PROCESSING

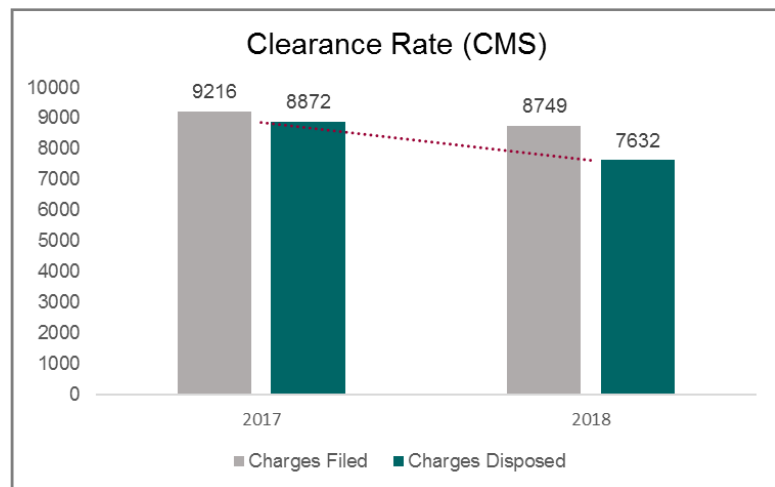
The data below describes 2018 practices in General Sessions (GS) case processing, ranging from case disposition activity to assignment of attorneys and transfer of evidentiary material.

- A. Case Processing data [source data: CMS-GS, PbK, SACDC, DD]
- B. Upcoming Work

### A. Case Processing

Findings from examining the trend of General Sessions disposition (case completion) activity in Charleston from 2017 to 2018 include:

- Total number of charges disposed fell, moving from 8,872 disposed charges in 2017 to 7,632 disposed charges in 2018. Similarly, 4,715 individuals had their charges disposed in 2017 whereas 4,043 individuals had their charges disposed in 2018.
- The Clearance Rate, or rate of charges disposed to charges received, moved from 96.3% in 2017 to 87.2% in 2018.



The types of GS dispositions in 2018 saw a decrease from the 2017 data. There were a few categories that saw notable increases: Dismissal at Preliminary Hearing, Drug Court, No Bill results, and trials resulting in a Not Guilty by Reason of Insanity.

fldDetail	2017	2018
Dismissed - Prosecutorial Discretion	7	2
Dismissed at Preliminary Hearing	231	425
Dismissed Insuff Eviden/Legal Issu Ended	1	
Dismissed Not Indicted	1261	1259
Drug Court	45	56
Failure to Appear	128	141
Judicial Dismissal	154	153
Mental Health Court	39	28
No Billed	4	8
Nolle Prosequi	2631	2162
Nolle Prosequi Indicted		1
Pled Guilty	4205	3280
Remand to Mag/Muni Ct/Sent to Family Ct	76	46
Trial Guilty	55	45
Trial Not Guilty	35	20
Trial Not Guilty by Reason of Insanity		6
<b>Total</b>	<b>8872</b>	<b>7632</b>

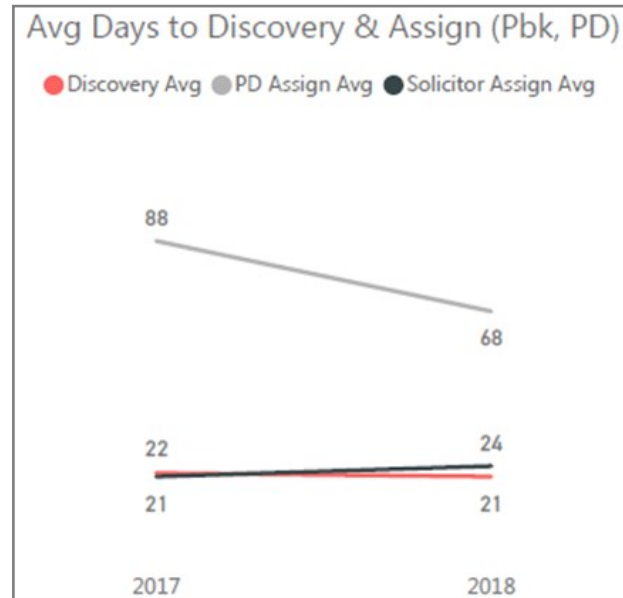


Public defender representation at bond court became more routine in 2018.

- There were 1,439 defendants represented at bond court by public defender attorneys in 2018, comprising 33.6% of risk-assessed defendants.

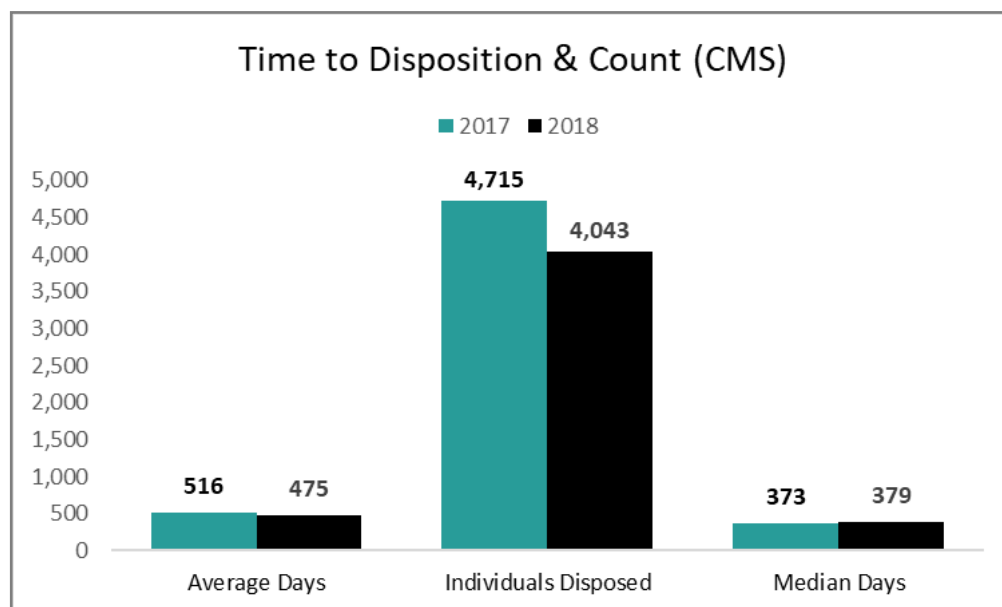
Overall, data indicated increased efficiency in key case processing milestones:

- The average time to assignment of a public defender attorney was reduced from 88 days in 2017 to 68 days in 2018.
- There was a slight increase in the time to assignment of solicitor attorneys, moving from 21 days in 2017 to 24 days in 2018.
- Time to receipt of initial discovery went down by one day, from 22 days in 2017 to 21 days in 2018.



Time to disposition also shifted between 2017 and 2018. The average number of days to disposition of General Sessions (GS) cases was slightly reduced in 2018. However, the median time to disposition for these cases has gone up slightly since 2017.

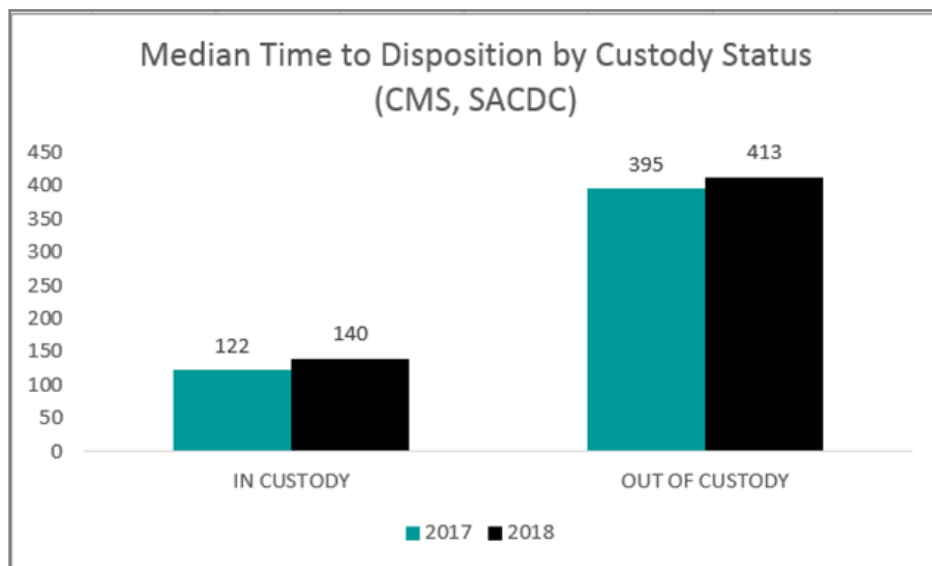
- Average number of days to disposition was 516 days in 2017 and went down to 475 days in 2018.
- Median time to disposition was 373 days in 2017 and rose to 379 days in 2018.



**A bit of context:**

As of June 30, 2018, 3 of the 16 circuits in South Carolina were meeting the benchmark to have 80% of General Sessions cases at or below 365 days.<sup>16</sup>

- Median time to disposition by custody status (whether the defendant was jailed) also increased from 2017 to 2018.



The decrease in clearance rate between 2017 and 2018 came as attorneys were orienting themselves to the administrative order issued in 2017 that governs management of the criminal docket and assigns timelines for case movement. Throughout 2018, case processing was addressed in a number of ways. First, the Court continued to lead implementation of the administrative order. Second, the Solicitor's Office continued working with law enforcement and defense to expand the technology to support faster and more efficient transfer of evidentiary data to enable faster case processing. Third, attorneys within the Public Defender's Office continued to represent qualified defendants at bond hearing and applied staff, where possible, to expedite appropriate cases for resolution. In addition, CJCC staff worked with stakeholders to develop increasing sophistication in analysis of the jail and pretrial released populations to improve identification of subpopulations awaiting disposition and analyze trends.

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## B. Upcoming Work

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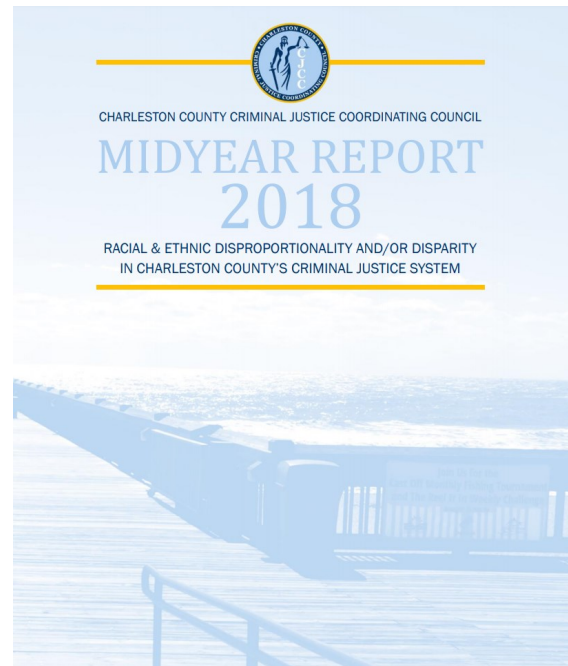
There is still much work to be done to improve case processing and reduce time to disposition. Current efforts such as representation at bond court for indigent defendants, technology to support faster transfer of evidentiary data and implementation of the administrative order will continue. CJCC will also continue to apply grant funding in support of positions within Solicitor and Public Defender offices that are working to improve case processing efficiencies. The next year will also see an increased focus on intra-office efforts by prosecution and defense to try and resolve cases faster, where appropriate.

The Court is also introducing a docket for cases in which the defendant remains incarcerated for lengthy periods of time. Additionally, the Sheriff's office is reinstating its jail population manager to facilitate increased coordination between the jail and court stakeholders in ensuring that dispositions and transfers/releases are processed as quickly as possible. In addition, stakeholders will utilize dashboards generated by CJCC staff to support increasing timeliness. For example, probation will utilize a "working" dashboard of violation of probation inmates (i.e., individuals incarcerated that have no other criminal charges than the violation) to support swift handling of violations. Throughout all of these efforts, further examination of delays and trends will be conducted to support ongoing improvements.

## RACIAL AND ETHNIC DISPROPORTIONALITY AND/OR DISPARITY

The Charleston County Criminal Justice Coordinating Council (CJCC) remains steadfast in its commitment to reducing racial and ethnic disproportionality/disparity (REDD) and improving the local criminal justice system (CJS). As part of the CJCC's commitment to accountability and transparency, the CJCC published a comprehensive report in 2018 on REDD in Charleston's criminal justice system (CJS). This groundbreaking report represents the culmination of the CJCC's initial efforts in a complex and challenging journey to reduce REDD and improve effectiveness, equity and efficiency within the local CJS.

The report, Midyear Report 2018: Racial and Ethnic Disproportionality and/or Disparity in Charleston County's Criminal Justice System, is available on the CJCC website, [cjcc.charlestoncounty.org](http://cjcc.charlestoncounty.org). The report explored the array of racial and ethnic disproportionalities that exist locally and nationally. Socioeconomic factors such as disproportionalities in income, housing stability, educational attainment and other objective measures of well-being were included. The report also noted that these factors are often exacerbated and reinforced through involvement in the CJS. In addition, the report included key findings from the literature on the costs and consequences of REDD in the criminal justice system (e.g., public safety, legal, economic, and societal impacts) and a review of best practices in REDD reduction (e.g., increasing procedural justice, implicit bias training and utilization of racial equity tools).



The report also included in-depth disproportionality analysis and data visualizations for a variety of local REDD trends within incarceration in the Sheriff Al Cannon Detention Center (SACDC): bookings, bonds, CJCC related strategies and enhanced analysis by gender and age. For example, the report found that strategies to reduce jail use and disproportionality resulted in declines in booking rates from 2014 to 2017. Issuing tickets rather than booking into jail for five low-level, non-violent, single-charge crimes (simple possession of marijuana, open container, trespassing, misdemeanor shoplifting and public intoxication) dropped the booking rate by 61% for black defendants and 44% for white defendants. Overall, disproportionality in Charleston's CJS declined between 2014 and 2017 within admissions to the jail and the incarcerated population.

There were also low amounts of disproportionality within Charleston County's Centralized Bond Court (CBC) from 2014 to 2017. There was little to no disproportionality by bond type [personal recognizance (PR) and/or financial] in Summary-driven instances. Disproportionality was also low in more serious, General Sessions-driven bond settings. Closer examination of data on the highest areas of disproportionality at booking also provided a framework for further examination of the cumulative

impacts as cases move through the system (e.g., following charges with the most disproportionality from booking through sentencing).

Ultimately, the report found REDD is a complex issue resulting from both social and CJS factors, and there is a compelling need for increased community and criminal justice system collaboration to further reduce REDD and improve our local CJS. The report then laid out next steps, advanced by the CJCC advancing since the report's publication. For example, the CJCC applied for funding to increase community engagement efforts, expanded community representatives to include representatives from the crime survivor and the formerly incarcerated communities and established REDD reduction as a specific, independent CJCC strategy sponsored by the Ninth Circuit Solicitor.

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## Upcoming Work

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In late 2018, the John D. and Catherine T. MacArthur Foundation Safety and Justice Challenge awarded the CJCC funding for enhanced community engagement efforts. The allocation of these funds support the addition of a Community Engagement Specialist on the CJCC staff team, and a series of community engagement sessions. The community engagement sessions will range from large community events to more intimate dialogue sessions. The bold goal established for the engagement sessions is to reach 1,000 voices. For more information on the expanded community engagement effort, please see the Community Engagement section of this report.

Additionally, the Charleston Police Department began working with CNA Institute for Public Research (CNA) during the first quarter of 2019 to conduct a Racial Bias Audit. The audit will assess the impact of enforcement operations, community oriented policing practices, the complaint process, and recruitment, hiring, and promotion practices. This audit will include community engagement, officer interviews, and review of policies, practices, and data. The recommendations from CNA will provide guidance for improved practices across the entire county and support the REDD initiatives of the CJCC.

The Ninth Circuit Solicitor is also leading efforts within her office to assess the impact, if any, of prosecutorial practices on REDD. Specifically, staff within the Solicitor's efforts will undergo Racial Equity Training, and participate in an innovative study to assess the factors that contribute to REDD in plea offers, dispositions and sentencing. In addition, the CJCC will continue to conduct analysis to enhance our understanding of REDD across system decision points and the Charleston community. The 2019 Midyear Report will replicate the 2018 REDD analysis with enhancements as needed to coincide with the current state of CJCC strategies. The combination of expanded community engagement, continuing REDD analysis, racial bias audit and prosecutorial practice assessment results will help identify community and CJCC priorities to address in the next strategic plan, including development and implementation of additional intervention(s) as appropriate to further reduce REDD within the local CJS.



## COMMUNITY ENGAGEMENT

The act of community engagement is an ongoing cumulative process, in which communication and relationships between the CJCC and community grow and strengthen over time. The CJCC maintains a strong commitment to community engagement to ensure our work reflects the unique set of strengths, challenges and concerns of the Charleston County community. Our vision is to cultivate authentic, transparent and sustainable partnerships within the community that inform an increasingly efficient, equitable and effective justice system.

In sharing CJCC's efforts in community engagement in 2018, the following topics are addressed:

- A. CJCC Community Engagement Strategy: Two Tiers
- B. Involve: CJCC Community Representative Team
- C. Inform: CJCC & the Media
- D. Upcoming Work
- E. Snapshots of Community Engagement throughout the Year

### A. CJCC Community Engagement Strategy: Two Tiers



When approaching community engagement efforts, the CJCC employs a two-tiered strategy in order to synchronously *inform* and *involve* Charleston County community members while advancing the CJCC mission. The CJCC informs the community of our work and progress through local speaking engagements and media-related initiatives such as website updates, press releases, social media use and press conferences. These components establish the first, and most basic, level of community engagement- casting a wide, informative net that spreads the work and mission of the CJCC with the general public.

CJCC recognizes the need to complement these efforts with higher levels of engagement that intentionally involve community members who provide input and feedback in order to ultimately influence the decision-making process. Collaborative

opportunities elevate community members' voices, giving them a rightful place at the stakeholder table as CJCC continues to evolve. These efforts are spearheaded by the twelve-member CJCC Community Representative Team, whose 2018 accomplishments are further outlined below.

## B. Involve: CJCC Community Representative Team

Community representatives express the varied needs and concerns of Charleston County residents, gather and share community input, and provide voice and feedback from the community into the CJCC decision-making process. In an effort to welcome diverse thoughts and experiences among our team of community representatives, each is selected to represent a specific community or sector within Charleston County. The 12 identified communities represented include:

CJCC Community Representative Constituency	
Local civil rights community	Local faith community
Local Hispanic community	Local nonprofit community
Local graduate program community	Local healthcare community
Local community-at-large	Local business community
Local designated liaison from Executive Committee	Local defense bar community
Local victims of crime community*	Local previously incarcerated community*
*Added in 2018	

Each year, following the staggered rotation of new members, the community representative team selects one member to serve as a voting delegate alongside all positional members of the CJCC. In addition to attending and participating in the monthly CJCC meetings, community representatives meet separately throughout the year to discuss community needs further.

*"I volunteer because the CJCC project has great potential to reduce incarceration, benefitting the community in multiple ways without a reduction of safety." –Lynn Pagliaro, Community Representative, 2018-2020*

The 2018 team of community representatives played key roles in piloting an enhanced community engagement effort with the Hispanic community and a past community representative, Lydia Cotton of ArtPot. The team also helped the CJCC to apply for additional community engagement funding. Representatives completed surveys that provided feedback and lessons learned from community engagement efforts to-date to shape the final grant application. The community representatives also played an instrumental role in the release of the 2018 Midyear report by reviewing the drafts, providing feedback, and serving as authors of the introductory letter.

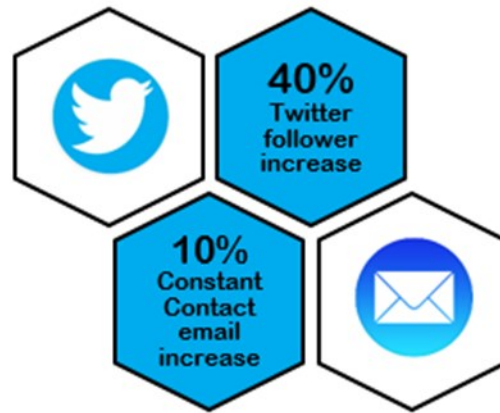
During the last quarter of 2018, the CJCC put out a call for applications to appoint seven new community representatives- five to replace current openings, as well as the creation of two new

*"When I was selected to serve as a community representative two years ago, I had no idea what a learning opportunity I was in for. I had a front row seat at the table with local leadership to examine the numerous layers and gears of the local criminal justice system and make improvements. This has truly been an once-in-a-lifetime opportunity." – Byron J. Ray, Community Representative, 2017-2019*

appointments representing survivors of crime and the previously incarcerated. The CJCC received and reviewed 25 qualified applicants before selecting the new team of representatives to serve the 2019-2021 term to join the other five members serving the 2018-2020 term.

## C. Inform: CJCC & the Media

As the launching of CJCC Facebook, Twitter, and Constant Contact accounts occurred in 2017, this is the first year the CJCC has been able to track the growth of social media presence. By comparing the number of followers on the last calendar days of 2017 and 2018, the CJCC's Twitter followers increased by 40% and Constant Contact email subscribers are up by 10%. In addition, the CJCC redesigned and relaunched its website in 2018 with a more user-friendly design.



In 2018, CJCC was featured in the news 29 times at the local, state and national level. The following table provides a summary of all 2018 press releases, followed by a sampling of images from articles published in 2018.

### 2018 CJCC Press Releases

Local representatives strengthen community voice in ongoing criminal justice improvements	January 26, 2018
Local jail population down 13% due to innovative community efforts	April 11, 2018
Charleston County CJCC releases midyear report: groundbreaking study of racial disproportionality within the Charleston County criminal justice system: improvements made and more work to be done	September 7, 2018
Charleston County Criminal Justice coordinating Council (CJCC) awarded additional \$2.467 million by MacArthur Foundation Safety and Justice Challenge to support continued local justice system improvement	October 24, 2018
Charleston County Criminal Justice Coordinating Council (CJCC) seeking seven community representatives	November 5, 2018



Director Danford interviewing with Channel 4's Anne Emerson. (Aired on December 19, 2018)



Dot Scott, Charleston Branch NAACP President and CJCC Community Representative, speaking at the April 13th press conference.

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## D. Upcoming Work

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Looking forward, 2019 is projected to be a productive year of intentionally increased CJCC community engagement efforts. Additional grant funding secured in October 2018 from the Safety and Justice Challenge supports expanded community engagement. Funding is allotted to a fulltime Community Engagement Specialist working with CJCC staff and community representatives to launch this effort. The strategy includes the formation of a Community Representative Coalition, led by community representatives, to engage a wide range of citizens throughout Charleston County in a series of events and dialogues about safety, justice and community well-being. Trained facilitators will lead the community dialogue in a series of roundtable discussions and large group events, bookended by a community kick-off event and community action forum.

In alignment with its commitment to reducing racial and ethnic disproportionality/disparity (REDD), the CJCC's enhanced community engagement strategy acknowledges the importance of giving voice and opportunity to those who may be harder to reach. The CJCC maintains the bold goal of engaging 1,000 community members throughout 2019. That goal is not a magic number, but signifies the intentional efforts to expand and diversify current methods of community engagement. In addition, the emerging themes from this report and REDD data gathered for the 2018 Midyear Report will inform the development of discussion guides and materials used in the 2019 set of roundtable discussion and events. For more information on how the CJCC community engagement strategy connects to REDD in Charleston's criminal justice system, please see the Racial and Ethnic Disproportionality/Disparity section of this report.

Following the 2019 series of community dialogues and events, the team of community representatives will work alongside CJCC staff to define and prioritize the lessons learned. These findings will help inform the development and implementation of the CJCC's next strategic three-year-plan in 2020.

*"In addition to building on past progress to improve our local justice system and safely lowering the jail population, the new investment will go into deepening community engagement, advancing racial and ethnic disproportionality and/or disparity reduction efforts, and deliberately focusing resources in increasingly impactful ways." -Kristy Danford, CJCC Program Director, October 2018 Press Release*



## E. Snapshots of Community Engagement throughout 2018

In partnership with community representatives, over the last few years, the CJCC has continued to grow in its efforts to engage the Charleston County community in new ways. The following timeline provides a snapshots from efforts to inform and involve a diverse set of Charleston community members throughout the duration of 2018.

### **ANNUAL COMMUNITY REPRESENTATIVE RECOGNITION**

January– Announced five newly appointed community representatives.



Outgoing representatives recognized before Charleston County Council

### **CJCC HOSTED NATIONAL BEHAVIORAL HEALTH MEETING**

March– Meeting was convened by the Safety and Justice Challenge and Policy Research Associates (PRA). Executive leadership showcased available services within The Charleston Center and the Charleston-Dorchester Mental Health Center.

### **IDEAS INTO ACTION: IMPROVING CHARLESTON'S CRIMINAL JUSTICE SYSTEM**

May- CJCC presentations by CJCC Chairman/ Charleston County Assistant Sheriff, Charleston Police Department Lieutenant, SC Charleston Dorchester Mental Health Center Executive Director, Charleston County Sheriff's Office Victim Advocate, and CJCC Project Director



### **ART POT VISITED CHARLESTON COUNTY SHERIFF'S OFFICE**

January– Phase two of listening session with local Hispanic community



More great images from @Artspot community engagement last week. #RethinkJails @safety\_justice @scsocialservice @artpot @chascosheriff #scdmh @chascountygovt @sclegal



12:23 PM - 5 Feb 2018

### **CJCC HOSTED NATIONAL PEER EXCHANGE**

April– Exchange was convened by National Association of Counties (NACo) and the Safety and Justice Challenge. Executive leadership showcased efforts to rethink jail use and improve the local criminal justice system.

### **CJCC PRESS CONFERENCE**

April– Sharing of 13% jail reduction per the newly released 2017 annual report



Solicitor Scarlett Wilson filmed by Brian Heins of WCIV ABC Channel 4

### LOWCOUNTRY MENTAL HEALTH CONFERENCE

August- CJCC participates as exhibitor

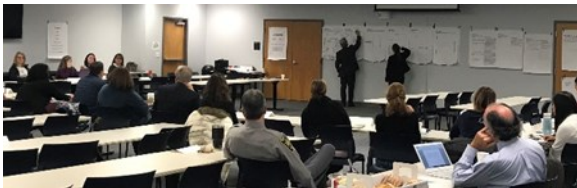
### CJCC PRESS RELEASE

November– CJCC puts out call for applications to fill 7 community representative positions to serve 2019-2021 term, including the newly created victim of crime and previously incarcerated positions.



### CJCC HOSTED COMMUNITY PARTNERS FOR A 2-DAY SEQUENTIAL INTERCEPT MAPPING WORKSHOP

December- Policy Research Associates (PRA) facilitated the workshop with over 30 participants.



### CHARLESTON COUNTY EXHIBITED AS BEST PRACTICE SITE

June– Hosted a contingent from other jurisdictions seeking to advance their behavioral health services for justice involved individuals.

### CJCC 2018 MIDYEAR REPORT

September– Issued

#### A study of racial imbalance in the Charleston County justice system raises more questions than it answers

Hidden figures

By Adam Mann | Follow @adammann



Sheriff Al Cannon Detention Center on Leads Avenue is used by the four major law enforcement agencies in Charleston County.

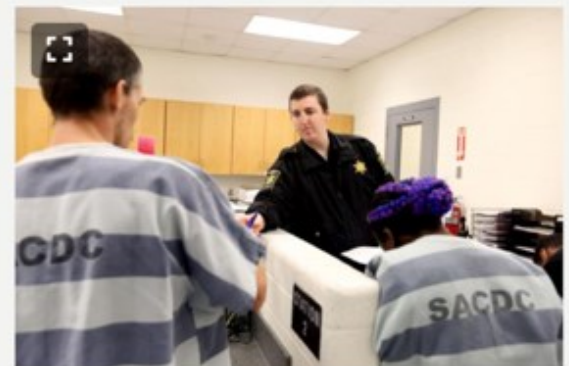
Published in The Charleston City Paper September 26

Published in The Post & Courier December 29

### How millions spent on criminal justice reform in Charleston is paying off

BY GREGORY YEE GYEE@POSTANDCOURIER.COM

DEC 29, 2018



Charleston County Deputy B. Lebo prepares inmates at the Al Cannon Detention Center for bond hearings on Thursday, Dec. 6, 2018. Brad Nettles/Staff

BRAD NETTLES BNETTLES@POSTANDCOURIER.COM

BUY NOW



<sup>1</sup>Charleston County Criminal Justice Coordinating Council. (2016). *Charleston County Criminal Justice Coordinating Council Phase One Final Report*. Retrieved from [https://cjcc.charlestoncounty.org/files/Phase-One-Report\\_CJCC\\_Final.pdf](https://cjcc.charlestoncounty.org/files/Phase-One-Report_CJCC_Final.pdf)

<sup>2</sup>The historical database provides a means for trend analysis from SQL queries. Through these queries data is aggregated for the purpose of statistical analysis based upon the needs of the CJCC. Therefore, there are no person or case level identifiers contained in the historical database. The statistical results in the historical database then feed data dashboards utilized by the CJCC to support data-guided decision-making.

<sup>3</sup>Prior to going live with JMS, the SACDC produced data for the CJCC from its inmate search database. To link data in the inmate search database, the individual charge number and or booking number were used as primary keys. With the migration to the current JMS, these unique charge and booking-number formats were converted to a Globally Unique Identifier (GUID) utilized by the new system.

<sup>4</sup>The post-conversion output included modest increases from pre-conversion outputs in the number of charges, bookings and people admitted and released per calendar year. The post-conversion output also included increased variation in charge type descriptions.

<sup>5</sup>Throughout the conversion process from the old system to the new one, CCSO was unable to supply the centralized database with monthly jail data. Eventually jail data resumed with the exception of unavailable jail population snapshot data for the months of April and May of 2018

<sup>6</sup>ADP is calculated based on snapshot file provided by SACDC each month, and includes all populations (Pretrial, Sentenced and ICE, FED and HOLD inmates) using confinement reason and sentenced data to classify population groups. Local population excludes ICE, FED or HOLD. Pretrial is defined as anyone with one or more pending charges. Sentenced is defined as anyone with only sentenced charges.

<sup>7</sup>In reviewing the charge descriptions in SACDC data between 2017 and 2018, it appears that practice changes or data entry changes may have shifted the manner in which certain charge descriptions were being used to describe a felony versus a misdemeanor firearms offense. Consequently, all firearm possession violations (Unlawful Carry, Prohibited Possession, etc.) have been grouped together in the trend analysis between these two years.

<sup>8</sup>Most frequently occurring charge counts will differ from single, target charge counts (i.e., a single, target charge count will not include additional charges in the booking while the most frequently occurring charge counts include all charges booked in the period).

<sup>9</sup>Pre-conversion jail data analysis was limited to specific charge numbers for each of the target charges. Post-conversion analysis was refined to be more inclusive of variations in charge descriptions and not limited to specific charge numbers. As a result, the post-conversion figures are higher than pre-conversion figures. Both pre- and post- conversion figures demonstrate continued declines in single, target charge bookings.

<sup>10</sup>Charges arising within the jurisdiction of General Sessions, City of Charleston, County of Charleston, and the small municipalities within Charleston County will have their bonds set at Centralized Bond Court. The City of North Charleston sets its own municipal level bonds.

<sup>11</sup>This effective bond set includes a third category, termed “Other,” in which an effective bond type could not be assigned due to missing warrant or bond information, or a situation in which bond could not be set at Central Bond Court. There were 47 “Other” bond sets in the 2017 year and 46 in 2018. Bond sets falling in the “Other” category are eliminated from the Effective Bond Distribution graph, due to their small count.

<sup>12</sup>While the total number of pretrial interviews in 2018 was 4,289, this analysis examined 3,808 interviews, a reduction that is primarily due to expungement.

<sup>13</sup>Pilnik, Lisa. (2017). NIC Accession Number: 032831. *A Framework for Pretrial Justice: Essential Elements of an Effective Pretrial System and Agency*.

<sup>14</sup>Available at: [https://www.bja.gov/Programs/jri\\_background.html](https://www.bja.gov/Programs/jri_background.html)

<sup>15</sup>Bonta, James and D. A. Andrews. (June 2007). *Risk-Need-Responsivity Model for Offender Assessment and Rehabilitation*. Ottawa: Public Safety Canada.

<sup>16</sup>From the 2017-2018 Annual Reports of the South Carolina Judicial Department, located at <https://www.sccourts.org/annualReports/2017-2018/GSchart.pdf>.



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.



Supported by the John D. and Catherine T. MacArthur Foundation



