



Law Enforcement Assisted Diversion (LEAD) External Evaluation

Report to the California State Legislature – 2020 Addendum

Submitted to

Board of State and Community Corrections

By

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Executive Summary

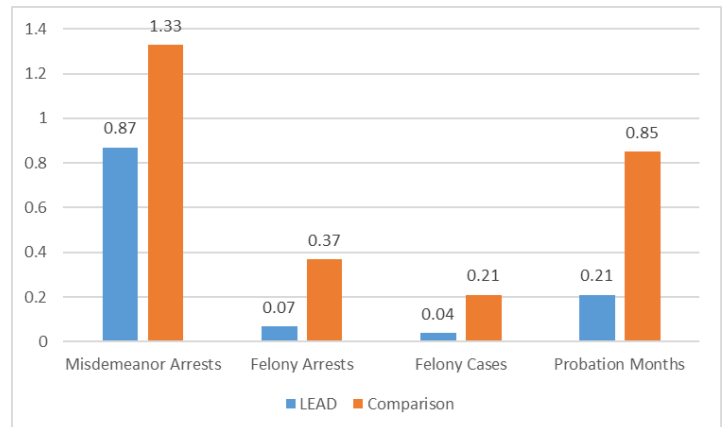
The CSULB external evaluation team was contracted by the Board of State and Community Corrections (BSCC) to conduct an evaluation of the LEAD program in two pilot sites, Los Angeles County (LAC) and the City and County of San Francisco (SF). Launched in November 2017, the LAC and LEAD SF pilot programs are both 2.5 year initiatives designed to divert and serve people with behavioral health needs who have been in repeated contact with the police for low-level nonviolent charges. This addendum report is designed to be read in conjunction with the January 2020 Legislative Report¹, and provides the results from the outcome and costing evaluation for LEAD Los Angeles County, an update of the results from the client survey for both sites, and an overview of the current status of LEAD SF and LEAD LAC.

Key findings include the following:

Los Angeles County Outcome and Costing Evaluation

- Three outcomes in the six-month follow-up were significantly related to LEAD participation. First, misdemeanor arrests were almost two times (193%) higher for individuals in the comparison group. Second, felony arrests were seven times higher (721%) for the comparison group. Third, felony cases were seven times higher (732%) for the comparison group.

- Four outcomes in the 12-month follow-up were significantly related to LEAD participation. First, misdemeanor arrests were about one and a half times higher (153%) for individuals in the comparison group. Second, felony arrests were over five times higher (537%) for the comparison group. Third, felony cases were almost five times higher (487%) for the comparison group. Finally, individuals in the comparison group spent over four times (414%) more months on probation than the LEAD group. These positive findings are likely due to the harm reduction nature of LEAD.



- The lower recidivism for LEAD LAC clients translate into a one-year criminal justice system utilization cost savings of \$3974 over system-as-usual comparison individuals.
- Case management and legal services per client equaled \$573 per month in Los Angeles County compared to \$899 in Seattle and \$1301 in San Francisco. Housing costs were unique to the LEAD LAC program (as compared to Seattle and San Francisco), and averaged \$413 per client monthly.

¹ <https://www.bscc.ca.gov/wp-content/uploads/CSULB-LEAD-REPORT-TO-LEGISLATURE-1-15-2020.pdf>

Client Survey

Los Angeles County

- The LEAD LAC client survey participants are Black (54.7%), females (68%), with an average age of 40 years (which is representative of the clients LEAD LAC served). Most have at least a high school or an equivalent diploma (56.6%). 66.7% have children, and 28.9% of them have children aged 12 or under, some with multiple children under 5 years of age. 86.5% have contact with their children.
- The LEAD LAC client has multiple, complex needs. 72.3% did not have stable or permanent housing prior to LEAD, and 61.2% were unemployed at the time of the survey. Almost all receive public benefits (91%), which is their primary source of income (81.4%; SSI, Food Stamps, Disability, General Relief, etc.). Just under half have traded sex for money (47.4%), the majority of whom identified as women (68.2%), and about a quarter (28.2%) considered themselves sex workers, most of whom identified as women (54.5%).
- Several experienced physical (23% attacked; 9.6% sexually assaulted) and verbal (35.1% threatened) victimization in the past 3-months. A majority also had something stolen from them in the past 3 months (59.2%).
- After being enrolled in LEAD for about 3 months, 45% fewer clients reported being attacked, 25% fewer clients reported being threatened; and 75% fewer clients reported being sexually assaulted within the past 30 days. 6% fewer clients had something stolen from them after enrolled in LEAD
- Marijuana (28.8%), crystal methamphetamine (21.1%), and alcohol (21.1%) comprised the top three drug drugs of choice of the survey sample. Most relied on public assistance (19%), rather than stealing (2.1%), to purchase their substances.
- Their most common reason for joining LEAD was housing/getting off the streets (58%). The second most common reason was the need for help.
- Since joining LEAD, more than two-thirds (71.1%) of the clients who took the follow-up survey reported they were using less (64.4%) or stopped (6.7%) using drugs. 23% (8) of clients, who were using drugs at the intake survey, had not used drugs in the previous 30 days at the follow-up.
- LEAD LAC Client Survey data demonstrate that LEAD LAC officers and case managers carried out their LEAD duties with procedural justice; clients felt the LEAD LAC officers and case managers treated them fairly and with dignity and respect. And, this remained high at the follow-up.

LEAD LAC & LEAD SF officers and case managers carried out their duties with procedural justice; clients felt the officers and case managers treated them fairly and with dignity and respect.

San Francisco

- The LEAD SF client survey participants are White (42.4%), men (57.6%), with an average age of 38 years (which is representative of the clients LEAD SF served). Most have at least a high school or an equivalent diploma (60.8%). 57.3% have children, and 30.8% of them have children aged 10 or under. 61.5% have contact with their children.
- The LEAD SF client has multiple, complex needs, with 93.5% without stable or permanent housing prior to LEAD, and 59.8% unemployed at the time of the survey. About 55.4% receive public benefits and 51.5% identify these benefits as their primary source of income. About a quarter have traded sex for money (23.1%), almost half of whom identified as women (47.6%), and 4.4% consider themselves sex workers, most of whom identified as men (75.0%).
- Many of the respondents have experienced physical victimization in the past three months. Almost half (44.4%) were attacked, 42.2% were threatened, and 11% were sexually assaulted. Notably, 60% of the Trans/Gender Queer-identifying individuals (N=5) were attacked or threatened in the past three months. Victimization resulting from thefts was more common, with 92% having something stolen from them at least once in the past 3-months.
- After being enrolled in LEAD for about 3 months, 29% fewer clients reported being attacked and 13% fewer clients had something stolen from them after enrolled in LEAD. After being enrolled in LEAD for about 3 months, the number of clients reporting being sexually assaulted did not change within the past 30 days, and 13% more clients reported being threatened within the past 30 days.
- Heroin/Opioids (34.2%), crystal methamphetamine (25.3%), and marijuana (24.1%) comprised the top three drug drugs of choice of the survey sample.
- To pay for their drugs, most relied on legal activities (49.4%), such as selling legal products (20.5%), odd jobs (14.5%), public assistance (7.2%), employment (3.6%), and recycling (3.6%). About a third (30.9%) indicated that they engage in low-level crimes (theft, panhandling, hustling [28.5%]) and sex work (2.4%) to obtain money for their substances.
- Their most common reason for joining LEAD was the need for help (including ready for help or needing a change [51.7%]).
- Since joining LEAD, more than two-thirds (67.6%) of the clients who took the survey reported they were using less (58.8%) or stopped using drugs (8.8%). 37.5% (9) of clients, who were using drugs at the intake survey, had not used drugs in the previous 30 days at the follow-up.
- LEAD SF Client Survey data demonstrate that law enforcement officers and case managers carried out their LEAD duties with procedural justice; clients felt the officers and case managers treated them fairly and with dignity and respect.

LEAD LAC and LEAD SF Site Update

- At the close of the pilot, LEAD SF will no longer be in operation. New programs, Mental Health SF with a Street Crisis Response Team, and a Multidisciplinary Team will fill in the gaps and continue the mission of diverting those with multiple needs (i.e., mental health and substance use services) away from the criminal justice system.
- The partnerships created through LEAD SF and the lessons learned from implementing LEAD SF continue to inform how agencies collaboratively address the needs of their community.
- LEAD LAC continues to operate and, with U.S. DOJ funds, has expanded to Hollywood and East L.A.

1. Introduction

The LEAD external evaluation team was contracted by the Board of State and Community Corrections (BSCC) to conduct an evaluation of the Law Enforcement Assisted Diversion (LEAD) program in two pilot sites, Los Angeles County (LAC) and the City and County of San Francisco (SF). This report is an addendum to the Legislative Report (January 2020), which provides the results from the outcome and costing evaluation for LEAD Los Angeles County, an update of the results from the client survey for both sites, and an overview of the current status of LEAD SF and LEAD LAC.

2. Outcome and Costing Evaluation: Los Angeles County

Method

Evaluation design

While randomized controlled trials (RCT) represent the gold-standard in program evaluation design, real world constraints precluded randomizing individuals into LEAD and control conditions. One of the primary arguments against an RCT was the damage removing police discretion might have on obtaining police officer buy-in, especially since prior research suggests officer commitment is the key to LEAD success (Clifasefi & Collins, 2016). Another primary argument against an RCT was the potential ethical concern of having identified a person in need (i.e., a person suffering from drug problems or performing sex work under the control of a procurer [pimp]) and not offering them LEAD. Therefore, this evaluation represents an equivalent-groups longitudinal quasi-experimental field trial design. This is the same research design used by the Seattle LEAD evaluators (Collins et al., 2019).

Measures

Sociodemographic and program data were obtained from the treatment provider (Homeless Outreach Integrated Care System [HOPICS]) and the LA County Department of Health Services (LADHS). Criminal history data were provided by the Long Beach Police Department (LBDP), Long Beach City Prosecutor's Office (LBCP) and the Los Angeles County Sheriff's Department (LASD). These data include arrests and filed cases occurring in the State of California. Criminal history data were then divided into four time periods – six month pre-LEAD referral or eligible charge date and six month post-LEAD referral or eligible charge date, and 12 month pre and post. Arrests were collapsed by day, and categorized into one of the four criminal history outcome variables – misdemeanor arrests, felony arrests, misdemeanor cases, and felony cases. Probation data were provided by the Los Angeles County Probation Department (LACPD).

The authors requested data on jail bookings and days spent in jail in Los Angeles County from the Los Angeles Sheriff's Department (LASD), but at the time of this report's writing (December 2020), the data were not provided.

Costing measures were broken down into two categories – LEAD program costs and criminal justice system utilization costs. LEAD program costs were provided by LADHS, and include monthly costs for programmatic and indirect administrative costs. We made a deliberate attempt to use similar criminal justice utilization measures as the Seattle LEAD costing study (Collins et al., 2019) to aid in comparability and future systematic reviews of LEAD. These measures include prosecutorial and defense costs for misdemeanor and felony cases and were provided by the LACDA and LA Public Defender's Office. Probation costs were provided by the Los Angeles County Probation Department. We made one notable addition to the Seattle costing study – police costs of arrest.

Participants

This evaluation included 475 adults in Los Angeles County, CA suspected of recent drug or sex work offenses between November 2017 and April 2019.

Group Allocation

Long Beach Police Department and Los Angeles County Sheriff's Department officers diverted individuals to LEAD using two separate mechanisms. First, pre-booking diversion was used if individuals were found

committing eligible offenses during the officers' shift (N=124). Second, social contact diversion was used when individuals were known drug or sex work recidivists suspected of recent drug or sex work activity, but not found committing an eligible offense during the time of referral (N=153). There were no significant differences between social contact and pre-booking referrals on demographics, with the exception of percentage of Latinx individuals. The pre-booking mechanism was significantly more likely to refer Latinx individuals. There were significant differences on some pre-referral criminal history measures, including misdemeanor arrests and misdemeanor filed cases (see Table 7-1 in the Technical Appendix). Despite these differences, the groups were aggregated to one LEAD (treatment) group (N=277). Future analyses will consider the groups separately.

For the purposes of this evaluation, a comparison group was drawn from non-referred individuals who were arrested for LEAD eligible offenses in an area with similar demographic, geographic, and criminogenic properties (N=198). Although the comparison group came from a very similar area, selection effects could bias the LEAD sample. For example, officers could have selected subjects for the program based on their belief that the client would benefit from LEAD. We compared LEAD and comparison groups on all available demographics and criminal history variables. We show statistically significant differences on three demographic items (sex, % Black, and % Latinx) and only one pre-referral criminal history measure (misdemeanor arrests at 6 months). LEAD clients were significantly more likely to be female and Black, and less likely to be Latinx. LEAD clients also had more felony arrests at 6 months pre-eligible offense (see Table 7-2 in the Technical Appendix).

We used propensity score weighting (PSW) to address the significant differences between the LEAD and the comparison group (Shadish et al., 2002), thereby minimizing selection bias (Apel & Sweeten, 2010). Essentially, PSW approximates randomization by comparing individuals that have overlapping values of pre-treatment measures.

We used a logistic regression model to create propensity weights. Treatment assignment (1 = LEAD client; 0 = individual from comparison group) was predicted using sex, race (White, Black, Latinx), age at referral/eligible offense, and the five pre-treatment outcome measures (misdemeanor arrest, felony arrest, misdemeanor case, felony case, and months on probation). Nearest neighbor matching was used to weight treatment and comparison cases at a 1:1 ratio with replacement. PSW was conducted separately for each recidivism time-period (6 month and 12 month). For example, to create the matched comparison group for the six-month follow-up, all 277 LEAD clients and 198 comparison group individuals were eligible. However, for the twelve-month follow-up, LEAD clients needed to have at least 12 months between referral date and the date their criminal history was pulled (N=230), likewise for individuals in the comparison group (N=128). For more detail on the PSW process refer to the Technical Appendix.

We compared predictor variables between the LEAD and comparison groups after PSW to assess balance. PSW improved the balance of the pre-treatment covariates between the LEAD and comparison groups in several demographics. There were no statistically significant differences between the LEAD and PSW comparison individuals in any demographic variable at the 6-month or 12-month follow-up period (see Table 7-3 in the Technical Appendix). Two criminal history variables were unbalanced in the 6-month follow-up after PSW – misdemeanor arrests and cases. LEAD clients have significantly more misdemeanor arrests and filed cases 6 months prior to referral/eligibility. Only one criminal history variable was not balanced at the 12-month follow-up period – months on probation. Individuals in the

comparison group had significantly more months on probation the 12 months prior to referral/eligibility. While it is relatively common to have problems balancing covariates in applied criminal justice settings (Groff et al., 2019), it is still important to keep these unbalanced variables in mind when interpreting outcomes for LEAD Los Angeles County.

Primary analyses

We used generalized estimating equations (GEEs) to model the effect of LEAD on the five criminal justice utilization measures for each time period (6 month, 12 month). The model for each outcome included a treatment indicator (LEAD vs. comparison) and a covariate measuring the pre-treatment outcome levels. For example, the model for 6-month post-treatment felony arrests included a measure of 6-month pre-treatment felony arrests as a covariate. Because each of the outcome measures were overdispersed counts (Long & Freese, 2014), negative binomial regression models were deemed most appropriate. To aid interpretation, we exponentiated the effect sizes to produce odds ratios (ORs). Alphas were set to $p = .05$, indicating statistically significant results. Confidence intervals were set to 95%. All models were estimated using GEE commands in SPSS 26.

Results

LEAD effects on criminal justice and legal system utilization

Table 2-1 displays the negative binomial regression results, and Table 2-2 shows the odds ratios for the significant results. Below, we discuss each follow-up period separately.

Table 2-1: LEAD LAC criminal justice outcomes by group

Variable	6 Month Post			12 Month Post		
	LEAD	Comp	Sig.	LEAD	Comp	Sig.
N	277	80		230	53	
Misdemeanor Arrests [M(sd)]	.60 (.07)	1.15 (.20)	Wald $\chi^2=10.19^{**}$	.87(.10)	1.33(.20)	Wald $\chi^2=5.14^*$
Felony Arrests [M(sd)]	.05(.01)	.34(.07)	Wald $\chi^2=27.38^{**}$	.07(.02)	.37(.11)	Wald $\chi^2=14.21^{**}$
Misdemeanor Cases [M(sd)]	.32(.05)	.31(.07)	Wald $\chi^2=.008$	.40(.06)	.32(.08)	Wald $\chi^2=.62$
Felony Cases [M(sd)]	.01(.01)	.10(.04)	Wald $\chi^2=15.35^{**}$	.04(.02)	.21(.09)	Wald $\chi^2=8.55^{**}$
Probation Months [M(sd)]	.03(.02)	.02(.01)	Wald $\chi^2=.432$	.21(.08)	.85(.28)	Wald $\chi^2=9.45^{**}$

*Group difference $p < .05$ **Group difference $p < .01$

Table 2-2: LEAD LAC odds ratios for significant criminal justice outcomes

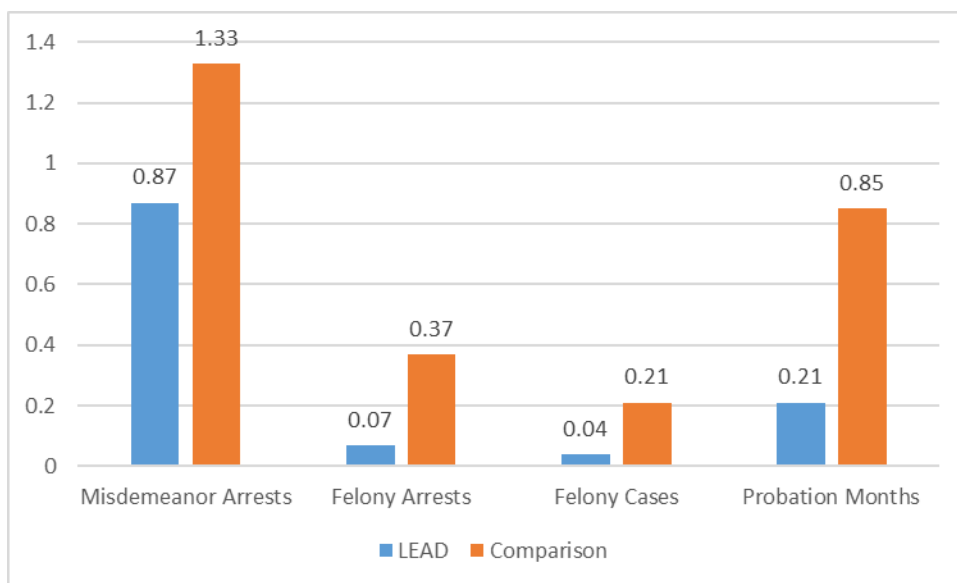
Significant Outcome	Odds Ratio	95% Confidence Interval
Misdemeanor arrests at 6 months	1.93	1.29 – 2.89
Felony arrests at 6 months	7.21	3.44 – 15.12
Felony filed cases at 6 months	7.32	2.71 – 19.83
Misdemeanor arrests at 12 months	1.53	1.10 – 2.20
Felony arrests at 12 months	5.27	2.22 – 12.52

Felony filed cases at 12 months	4.87	1.69 – 14.08
Probation months at 12 months	4.14	1.67 – 10.22

6-month. Three outcomes in the six-month follow-up were significantly related to LEAD participation. First, misdemeanor arrests were almost two times (193%) higher for individuals in the comparison group, taking into account pre-treatment levels. Second, felony arrests were seven times higher (721%) for the comparison group, also taking into account pre-treatment levels. Third, felony cases were seven times higher (732%) for the comparison group. There were no significant differences for misdemeanor filed cases or months on probation.

12-month. Four outcomes in the 12-month follow-up were significantly related to LEAD participation (see Figure 2-1). First, misdemeanor arrests were about one and a half times higher (153%) for individuals in the comparison group, considering pre-treatment levels. Second, felony arrests were over five times higher (537%) for the comparison group, also taking into account pre-treatment levels. Third, felony cases were almost five times higher (487%) for the comparison group, considering pre-treatment levels. Finally, individuals in the comparison group spent over four times (414%) more months on probation than the LEAD group. Once again, there was no significant group difference for misdemeanor filed cases.

Figure 2-1: LEAD SF 12-month criminal history outcomes by group post-treatment



LEAD effects on criminal justice system costs

LEAD program costs. We detail average monthly LEAD program costs in Table 2-3. Program costs reduced as more clients became active in the program. The average cost per LEAD client in Los Angeles County was \$1499. As in the Seattle evaluation, we reduced costs to just case management and legal services per client, which equaled \$573 per month in Los Angeles County compared to \$899 in Seattle (Collins et al., 2019) and \$1301 in San Francisco (see January 2020 report). Housing costs were unique to the LEAD LAC program (as compared to Seattle and San Francisco), and averaged \$413 per client monthly.

Table 2-3: LEAD LAC program costs

Cost	Average per month (Nov 2017-June 2019)
LA County Department of Health Services	\$25,465
Long Beach City Prosecutor's Office	\$5,279
Long Beach City Police Department	\$19,905
Los Angeles County Sheriff's Department	\$13,921
LA County District Attorney's Office	\$23,276
Case Management	\$56,551
Interim Housing	\$75,829
IH subsidy	\$596
BC Rental Subsidy	\$10,143
BC Move-in Costs	\$1,716
BC Admin Costs	\$1,096
Vacant Unit Cost	\$4,502
Training	\$733
Total cost	\$223,968
Total cost per client	\$1,499
Case management and legal cost per client	\$573
Housing cost per client	\$413

Criminal justice system costs. We endeavored to calculate criminal justice system costs using four measures: 1) police costs by arrest; 2) legal costs by filed case; 3) jail costs; and 4) probation costs. Unfortunately, data for jail were not provided at the time of this addendum and are not included in cost estimates.

Police cost by arrest type (felony vs. misdemeanor) was determined using a method developed by Hunt, Saunders, and Kilmer (2018). We chose the difference between felony and misdemeanor theft to be a proxy for all felony and misdemeanor arrests. To get a low/high expenditure on responding to crime in California, we take the overall amount of money spent in California for Part 1 UCR crimes and multiply that by the proportion of general officer time spent on crime. We then multiply that number by the time spent on felony and misdemeanor thefts to separate expenditures responding to felony theft vs. misdemeanor theft. We now divide by the number of felony theft arrests to get cost per felony theft arrest. We do the same for misdemeanor theft arrest. Therefore, misdemeanor arrests were assigned a policing cost of \$1877, and felonies were assigned a policing cost of \$7528.

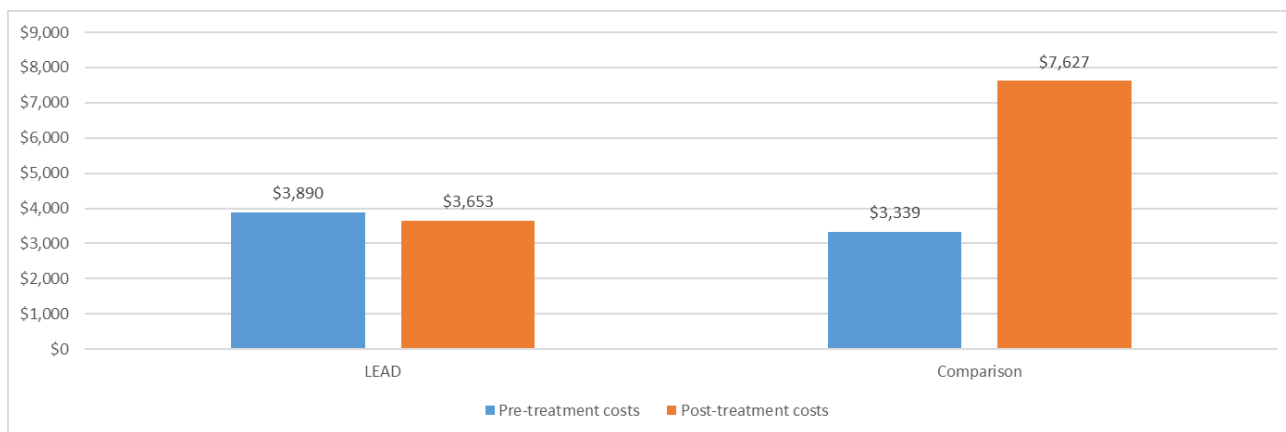
To maintain comparability with the Seattle LEAD evaluation, legal costs were average, monthly estimated costs associated with felony and misdemeanor cases (i.e., prosecution and public defense). Seattle evaluators estimated costs for misdemeanor and felony cases to be 1/400 and 1/100 prosecution and public defense salary per year (attorney and support services), respectively (Collins et al., 2019). Using salary information provided by the LACDA for attorneys and paralegal assistants (provided by the LACDA), the annual salary for prosecution is approximately \$200,000. Using the same calculation for a LA Public Defender Attorney and legal assistant, the annual salary for defense is approximately

\$180,000. Therefore, misdemeanor filed cases were assigned a cost of \$950, and felony filed cases were assigned a cost of \$3800.

The last criminal justice cost used in this addendum report is probation. According to the California Department of Corrections and Rehabilitation (CDCR) budget in 2018, probation costs \$4438 per year, or \$370 per month.

The cost analysis then takes the sum of the criminal justice costs, multiplied by 12-month recidivism follow-up outcomes, for the LEAD and comparison groups. Figure 2-2 shows that post-treatment costs went down for LEAD clients, from \$3890 to \$3339, compared to individuals in the comparison group, which more than doubled from \$3653 to \$7627 (see Table 7-5 in the Technical Appendix for model statistics).

Figure 2-2: LEAD LAC pre and post treatment criminal justice system utilization costs by group (12-month follow-up)



Discussion

At the 6-month follow-up, clients in LA County's LEAD pilot program have significantly fewer misdemeanor and felony arrests than the system-as-usual comparison group. This finding could be due to a true reduction in the severity of crimes committed by LEAD clients, or it could be police officer's reluctance to arrest LEAD clients. However, because the client's record does not indicate if an individual is in LEAD, and the majority of officers would not know if an individual is in LEAD, this finding is not likely due to police reluctance to arrest. LEAD clients also had significantly fewer felony filed cases than the system-as-usual comparison group. Once again, this could be due to a true reduction in crime commission or prosecutorial reluctance to proceed with a case against a LEAD client.

At the 12-month follow-up period, LEAD clients had significantly lower rates of misdemeanor and felony arrests, felony cases, and months on probation. These positive findings are likely due to the harm-reduction nature of LEAD. LEAD participants' case managers also coordinated with LAC prosecutors to assist with active cases and curb compromises to LEAD intervention plans (Collins et al., 2019).

The lower recidivism for LEAD clients translates into a one-year criminal justice system utilization cost savings of \$3974 over system-as-usual comparison individuals. However, due to data availability, these costs do not include jail costs, so the criminal justice savings are likely underestimations. In addition,

other system cost savings were not included in this analysis (medical and mental health system, in particular).

As in the Seattle evaluation, we reduced costs to just case management and legal services per client, which equaled \$573 in LA County compared to \$1301 per month in San Francisco and \$899 in Seattle (Collins et al. 2019).

Limitations

The LEAD Los Angeles County outcome and cost evaluation had three key limitations. First, given real-world implementation realities, we employed a non-equivalent-groups longitudinal quasi-experimental field trial design in lieu of an RCT. We used methodological and statistical techniques, similar to the Seattle LEAD evaluation, to increase the similarity of the LEAD vs. system-as-usual comparison group (Collins et al. 2019). For example, a comparison area similar in demographics and crime problems was chosen. We also reduced the influence of selection bias by using propensity score weighting. While these techniques are not foolproof, they are commonly used in the social sciences to increase confidence in field evaluations.

Second, some significant baseline differences between LEAD and comparison groups exist. Specifically, the LEAD group has significantly more female and Black participants, and the comparison condition has a higher proportion of males and Latinx. Fortunately, these factors were successfully balanced by propensity score weighting. However, there remains unobserved covariates (i.e., police selection of LEAD clients and client volunteerism) that still present selection bias between the LEAD and comparison groups.

Third, criminal justice system cost utilizations are incomplete due to missing jail data. Due to this missing data, LEAD cost savings are likely higher than reported.

3. Client Survey

To gain the client's perspective of the LEAD program in both LAC and SF, we conducted phone surveys of LEAD clients. The survey queried (a) perceptions of LEAD and LEAD partners (e.g., LEAD officers and case managers); (b) motivations for participating in LEAD; and (c) changes in substance use and other behaviors. Surveys were collected at three-month intervals, beginning in April 2018 and ceasing in December 2019. The surveys lasted no more than 30 minutes, and participants were paid \$20 cash at each data collection point.

Method

To be included in the survey, individuals had to be over the age of 18 and referred to the LEAD program in either the Los Angeles or San Francisco catchment areas. Invitations in the form of 5x8 cards were given to case managers and intake clinicians to share with their clients. The cards stated the purpose of the survey, listed the incentive, and provided the phone number to a LEAD-specific phone line where interested clients could contact the researchers. The cards were provided in both English and Spanish, and clients could choose to have their survey completed in either language. All participants opted to complete their survey in English.

For follow-up surveys, individuals were contacted three months after their previous survey using the contact information that the client provided in the initial survey. While an option, few clients called the researchers to complete the survey at their three-month mark. At the follow-up, participants were called a maximum of twice a day over a four-day period. In many cases, clients were also reminded of their follow-up survey from their case managers.

Prior to administering the survey, clients were read the informed consent, which explained that their participation was voluntary, they could skip any question or stop answering the survey at any point, and they would be compensated \$20 for their time. The clients were then asked if they verbally consent to participate, being that a physical signature of consent was unattainable over-the-phone. Once the client gave their verbal consent, they were asked whether they would like a copy of the consent form and their mailing or email address when they did so. Few requested a copy.

At the end of the survey, participants were asked their preferred method for receiving the cash – electronically (e.g., Venmo), via mail to a provided address, or from their LEAD case manager's agency. They were also asked whether they could be contacted for a follow-up survey in three months. If the client agreed, they were asked to provide contact information and explained that if they agree to participate now, they could refuse to participate when later contacted. Using the provided contact information, follow-up surveys were administered every three months for one-year. Each time a client participated in a survey they received a \$20 incentive for their time, even if they skipped questions or chose to end the survey prior to the last question.

Findings

The data provided here describe the results from the Initial Survey (Time 1) and one Follow-Up (Time 2). We included all of those who completed second survey, even if their Time 2 occurred after the 3-month follow-up date. Significant attrition occurred at Times 3 and 4.

LEAD Los Angeles County

The LEAD LAC Survey Sample

About 30% of the clients who were referred to LEAD LAC completed an initial phone survey (N=76). A significant majority of the survey participants (see Table 3-1) are Black (54.7%), females (68%), with an average age of 40 years (which is representative of the clients LEAD LAC served). Most have at least a high school or an equivalent diploma (56.6%). 66.7% have children, and 28.9% of them have children aged 12 or under, some with multiple children under 5 years of age. 86.5% have contact with their children.

The LEAD LAC client has high needs, with 72.3% without stable or permanent housing prior to LEAD, and 61.2% were unemployed at the time of the survey. Almost all receive public benefits (91%), which is their primary source of income (81.4%; SSI, Food Stamps, Disability, General Relief, etc.). Just under half have traded sex for money (47.4%), the majority of whom identified as women (68.2%), and about a quarter (28.2%) considered themselves sex workers, most of whom identified as women (54.5%).

Table 3-1: LEAD LAC Client Survey Sample Demographics (N=76)

Demographic Variable	
Average Age	39.7 years old
Gender Identity	
Male	32%
Female	68%
Transgender/Non-binary	0%
Race	
White, not Hispanic	16.0%
Black	54.7%
Hispanic	17.3%
Asian	1.3%
Other	10.7%
Highest Education Level	
Less than High School	29.9%
HS Graduate or Equivalent	37.3%
Some College	22.4%
College Graduate	9%
Trade/Occupational Training	1.5%
Children	
Have Children	66.7%
Have Children Under 18	42.1%
Have Children Under 12	28.9%
Contact with Children	
Yes	86.5%
Housing Status Prior to LEAD	
Homeless/Shelter/Unstable (transitional/hotel/motel)	72.3%
Self-Housed	3.9%
With Family	5.3%

	Other	18.5%
Employment Status		
	Unemployed	61.2%
	Part Time	37.3%
	Full Time	1.5%
Receives Public Benefits		
	Yes	91%
	Primary Source of Income	81.4%
Sex Work		
Traded Sex of Any Kind for Money		
	Yes	47.4%
Consider Self a Sex Worker		
	Yes	28.2%

Victimization

Several of the respondents have experienced physical victimization in the past three months. About a quarter (23%) were attacked, 35.1% were threatened, and 9.6% were sexually assaulted (see Table 3-2). Female-identifying individuals comprised the vast majority of each of these categories. Victimization resulting from thefts were more common, with 59.2% having something stolen from them at least once in the past 3-months.

Table 3-2: LEAD LAC Client Victimization Experiences (Past 3-months) (N=75)

Victimization Experience Variable	
Something Stolen at Least Once	59.2%
Threatened	35.1%
Physically Attacked	23%
Unwanted/Forced Sexual Activity	9.6%

Substance Use

Sixty-eight percent (68%) have used a drug in the last three months (see Table 3-3). Most prefer to use marijuana (28.9%) followed by crystal methamphetamine (21.1%) and alcohol (21.1%). For the most part, their use is less impactful on county resources. Out of the individuals who used drugs in the past 3 months, only one visited the ER due to drug use (1.3%), and none called 911 or overdosed in the past 3 months due to drug use (see Table 3-3).

Table 3-3: LEAD LAC Client Substance Use (Past 3-months)

Substance Use Variable		
	Used (N=75)	68.0%
Drug of Choice (N=48)		
	Marijuana	28.9%
	Crystal Meth	21.1%
	Alcohol	21.1%
	Heroin/Opioids	10.5%
	Crack	7.9%

Cocaine	5.3%
Other	5.3%
Because of substance use (N=48)	
Visit ER	1.3%
Call 911	0.0%
Overdose	0.0%
Obtain Money for Substances (N=48)	
Public Assistance	19.1
Friends give/share	17
Sex Work	14.9
Recycle	14.9
Panhandle	10.6
Employment	6.4
Odd Jobs	6.4
Hustle/Do what need to	4.3
Steal	2.1
Other	10.6

To pay for their drugs, most rely on legal routes, such as public assistance funds (19.1%), employment and odd jobs (12.8%), and recycling (14.9%). Others engage in sex work (14.9%) or low level crimes (stealing, panhandling, hustling [17%]) to obtain money for their substances. Others do not need (17%) to pay for their drugs, as many provide or share substances. The following quotes help contextualize how clients support their drug use:

“Prostitution has been my illegal activity as far as getting my drugs and other necessities.”

“I usually just beg people.”

“Recycling every night.”

“Working odd jobs here and there, construction, carpentry.”

“I use my GR [General Relief] or I sell stuff I find in the street. I trade for it [drugs].”

“Um, I usually don't get money. Friends usually give it [drugs] to me. I don't have to do much for it. Sometimes I do things for others.”

Self-Reported Criminal History

While nearly half have been arrested in the past year (see Table 3-4), a larger majority have not had police contact in the past 30 days (65.3%). Most have a history of misdemeanor convictions (69.2%), and less than half have self-reported felony convictions (46%). For about half (49.4%), their longest incarceration sentence was less than a year, and for slightly less than 1/3, it was less than three months (30.7%). Overall, about a fifth of them have spent over five years incarcerated (21.6%).

Table 3-4: LEAD LAC Client Criminal History (Self-Reported)

Criminal History Variable	
Contacts with Police Within the Past 30 Days (N=72)	
0	65.3%
1-3	26.4%
4-6	5.6%
7-9	0.0%
10 or more	2.8%
Number of Times Arrested in the Past Year (N=72)	
0	55.6%
1-3	33.3%
4-6	6.9%
7-9	1.4%
10 or more	2.8%
Number of Felony Convictions (N=63)	
0	54.0%
1-3	28.6%
4-6	11.1%
7-9	4.8%
10 or more	1.6%
Number of Misdemeanor Convictions (N=65)	
0	30.8%
1-3	30.8%
4-6	16.9%
7-9	6.2%
10 or more	15.4%
Longest Time Spent in Prison/Incarcerated (N=75)	
Never Been	14.7%
Less than 3 months	30.7%
More than 3mos but less than 6mos	10.7%
6 months -1 Year	8.0%
1-2 Years	14.7%
3-5 Years	12.0%
5+ Years	9.3%
Total Time Spent Behind Bars Over the Lifetime (N=74)	
Never Been	14.9%
Less than 3 months	24.3%
More than 3mos but less than 6mos	5.4%
6 months – 1 year	9.5%
1-2 Years	8.1%
3-5 Years	16.2%
5 or more	21.6%

Reason for Joining LEAD

LEAD LAC is a voluntary program. Individuals stopped by police and offered LEAD are not required to enroll. Still, many chose to enter the LEAD LAC program. Their most common reason for joining LEAD was housing/getting off of the streets (58%). The second most common reason was the need for help. The following quotes from the clients in the survey contextualize their reasons for joining LEAD:

“Because I understood what they are trying to do, and trying to get people into affordable housing. We [partner and I] were all about it; we jumped on that. It's hard to believe some people turn it down.”

“Because I need the help. I needed the help, and I was, at the same time, tired. I didn't have no legal cases anymore but my drug use. I wanted some help to get off the street. It turned out to be a really great program.”

“Seemed like a good idea and the officers appeared genuine and wanted to help...made me feel human. That officers just wanted to help.”

“I have been homeless for over 8 years, and I needed help.”

“I just need the help. I need to get off the street. I was with an abusive boyfriend, doing drugs. I really don't like the streets. I really need the help.”

LEAD LAC Impact

The LEAD LAC clients who completed the survey highlight the positive impact LEAD LAC has had on their lives (including substance use and victimization) and on their perception of law enforcement and case management.

Impact on Substance Use

Since joining LEAD, more than two-thirds (71.1%) of the clients who took the follow-up survey (N=35) reported stopped (6.7%) using substances or were using less (64.4%). And, 23% (8) of clients who were using drugs at intake, had not used drugs in the previous 30 days.

Victimization

Physical victimization also decreased while they were LEAD LAC clients. 45% fewer clients reported being attacked within the past 30 days after being enrolled in LEAD for about 3 months (see Table 7-5 of the Technical Appendix). 25% fewer clients report being threatened within the past 30 days after being enrolled in LEAD (see Table 7-6). 75% fewer clients report being sexually assaulted within the past 30 days after being enrolled in LEAD (see Table 7-7). The reduction in clients reporting something stolen from them was much less, only 6% fewer clients after enrolled in LEAD (see Table 7-8).

Client Perceptions of Police and Case Manager Procedural Justice

A strong majority perceive their interaction with LEAD officers as procedurally just (fair, helpful, non-judgmental, polite, respectful, dignified). Over 90% agreed or strongly agreed with all procedural justice measures (with the exception of explaining LEAD fully [84%]; see Table 3-5). Prior research surveying citizens about their contact with police shows substantially lower results. In a nationwide survey across multiple cities, under half (less than 50%) of the respondents strongly agreed or agreed with these statements (Rosenbaum et al., 2015). At Time 2, their perceptions remained similarly high (see Table 3-5).

Table 3-5: LEAD LAC Procedural Justice: Officers (Strongly Agree & Agree)

Procedural Justice Variable		
	Time 1 (N=75)	Time 2 (N=9)
Perceived Officer Fairness	98.7%	100%
Officer Allowed Questions	97.3%	100%
Officer Answered Questions	97.3%	100%
Officer Explained LEAD Fully	84.0%	88.9%
Perceived Officer Care of Client's Wellbeing	98.7%	100%
Officer Did Not Judge the Client	97.3%	100%
Perceived Officer Helpfulness	98.7%	100%
Officer Made Sure Client Understood Rights and Responsibilities	90.7%	100%
Perceived Officer Politeness	97.3%	100%
Officer Treated Client with Dignity and Respect	98.7 %	100%

Similarly, a strong majority perceive their interaction with LEAD case managers as procedurally just (fair, helpful, non-judgmental, polite, respectful, dignified; Table 3-6). Studies show that CJ system actors (such as police) rarely have higher procedurally just scores than case managers (see Canada & Watson, 2013; Dollar et al., 2018), but this was almost consistently the case with LEAD LAC. High perceptions of procedural justice among clients increase program success and improve overall outcomes (Canada & Watson, 2013; Dollar et al., 2018); this is especially the case when case managers act with procedural justice towards their clients who use substances (see Nguyen et al., 2016).

Table 3-6: LEAD LAC Procedural Justice: Case Managers (Strongly Agree & Agree)

Procedural Justice Variable		
	Time 1 (N=75)	Time 2 (N=38)
Perceived Case Manager Fairness	97.3%	94.7%
Case Manager Allowed Questions	98.7%	100%
Case Manager Answered Questions	94.7%	94.6%
Case Manager Explained LEAD Fully	92.0%	N/A
Perceived Case Manager Care of Client's Wellbeing	96.0%	92.1%
Case Manager Did Not Judge the Client	98.7%	94.7%
Perceived Case Manager Helpfulness	92.0%	94.6%

Case Manager Made Sure Client Understood Rights and Responsibilities	93.3%	97.3%
Perceived Case Manager Politeness	98.7%	97.3%
Case Manager Was Knowledgeable about Services	90.7%	94.6%
Case Manager Treated Client with Dignity and Respect	98.6%	97.3%

LEAD San Francisco

The LEAD SF Survey Sample

About 50% of the clients who were referred to LEAD SF completed an initial phone survey (N=92). A significant majority of the survey participants are White (42.4%), men (57.6%), with an average age of 38 years (which is representative of the clients LEAD SF served [see Table 3-7]). Most have at least a high school or an equivalent diploma (60.8%). 57.3% have children, and 24.5% of them have children aged 12 or under. 61.5% have contact with their children.

The LEAD SF client has multiple, complex needs (see Table 3-7), with 93.5% without stable or permanent housing prior to LEAD, and 59.8% unemployed at the time of the survey. About 55.4% receive public benefits and 51.5% identify these benefits as their primary source of income. About a quarter have traded sex for money (23.1%), almost half of whom identified as women (47.6%), and 4.4% consider themselves sex workers, most of whom identified as men (75.0%).

Table 3-7: LEAD SF Client Survey Sample Demographics (N=92)

Demographic Variable		
Average Age		39.7 years old
Gender Identity		
	Male	57.6%
	Female	37.0%
	Transgender/Non-binary	5.4%
Race		
	White, not Hispanic	42.4%
	Black	22.8%
	Hispanic	5.4%
	Asian	3.3%
	Other	26.1%
Highest Education Level		
	Less than High School	28.3%
	HS Graduate or Equivalent	39.1%
	Some College	21.7%
	College Graduate	6.5%
	Trade/Occupational Training	4.3%
Children		
	Have Children	57.3%
	Have Children Under 18	38.3%

Have Children Under 12	24.5%
Contact with Children	
Yes	61.5%
Housing Status Prior to LEAD	
Unstable/Nav Ctr/Homeless/Shelter	88.2%
Live Alone	2.2%
With Family	4.3%
Other	5.4%
Employment Status	
Unemployed	59.8%
Part Time	35.9%
Full Time	4.3%
Receives Public Benefits	
Yes	55.4%
Primary Source of Income	51.5%
Sex Work	
Traded Sex of Any Kind for Money	
Yes	23.1%
Consider Self a Sex Worker	
Yes	4.4%

Victimization

Many of the respondents have experienced physical victimization in the past three months. Almost half (44.4%) were attacked, 42.2% were threatened, and 11% were sexually assaulted (see Table 3-8).

Notably, 60% of the Trans/Gender Queer-identifying individuals (N=5) attacked or threatened in the past three months. Victimization resulting from thefts was more common, with 92% having something stolen from them at least once in the past 3-months.

Table 3-8: LEAD SF Client Victimization Experiences in Past 3-months

Victimization Variable	
Physically Attacked (N=90)	44.4%
Threatened (N=90)	42.2%
Forced/Pressured Sexual Activity (N=91)	11%
Something Stolen at Least Once (N=87)	92%

Substance Use

Close to 90% (89.2%) have used a drug in the last three months (see Table 3-9). Most prefer to use heroin/opioids (34.2%), followed by crystal methamphetamine (25.3%), and marijuana (24.1%). About a quarter (25.3%) of the respondents visited the ER, 16.7% overdosed, and 6.0% called 911 in the past 3-months because of their substance use (see Table 3-9).

Table 3-9: LEAD SF Client Substance Use (Past 3-months)

Substance Use Variable		
	Used	89.2%
Drug of Choice (N=80)		
	Heroin/Opioids	34.2%
	Crystal Meth	25.3%
	Marijuana	24.1%
	Alcohol	6.3%
	Cocaine	3.8%
	Other	6.3%
Because of substance use (N=83)		
	Visit ER	25.3%
	Call 911	6.0%
	Overdose	16.7%
How Obtain Money for Substances (N=56)		
	Sell Legal Products	20.5%
	Steal	15.7%
	Friends give/share	14.5%
	Public Assistance	7.2%
	Odd Jobs	7.2%
	Hustle	7.2%
	Panhandle	6.0%
	Employment	3.6%
	Recycle	3.6%
	Sell Drugs	3.6%
	Sex Work	2.4%

To pay for their drugs, most relied on legal activities (49.4%), such as selling legal products (20.5%), odd jobs (14.5%), public assistance (7.2%), employment (3.6%), and recycling (3.6%). Others do not need (14.5%) to pay for their drugs, as many buy for them or share with them. About a third (30.9%) indicated that they engage in low-level crimes (theft, panhandling, hustling [28.5%]) and sex work (2.4%) to obtain money for their substances. The following quotes help contextualize how clients support their drug use:

“Well, if I’m being honest, I beg, steal, lie, whatever it takes to get my fix.”

“Hustling the street.”

“Bust car windows for money.”

“Shoplifting.”

“Usually, I get my drugs for free”

“Usually by having a sidewalk sale of things I find.”

“Sell things and sex work.”

Self-Reported Criminal History

Most have been arrested in the past year, some on multiple occasions (57.3%), and a larger majority (66.3%) have had police contact in the past 30 days (see Table 3-10). About two-thirds have a history of misdemeanor convictions (64.7%), and about a third have felony convictions (35.7%). For about half (53.4%), their longest incarceration sentence was less than a year, and for slightly more than 1/3, it was less than three months (35.6%). Overall, about a quarter of them have spent over five years incarcerated (23.6%). The criminal histories of the survey sample is similar to the overall group of LEAD clients.

Table 3-10: LEAD SF Client Criminal History (Self-Reported)

Criminal History Variable	
Contacts with Police Within the Past 30 Days (N=89)	
0	33.7%
1-5	30.3%
6-9	12.4%
10 or more	22.5%
Number of Times Arrested in the Past Year (N=89)	
0	42.7%
1-3	43.8%
4-6	7.9%
7-9	3.4%
10 or more	2.2%
Number of Felony Convictions (N=84)	
0	64.3%
1-3	21.4%
4-6	2.4%
7-9	2.4%
10 or more	9.5%
Number of Misdemeanor Convictions (N=85)	
0	35.3%
1-3	37.6%
4-6	11.8%
7-9	2.4%
10 or more	12.9%
Longest Time Spent in Prison/Incarcerated (N=90)	
Never Been	12.2%
Less than 3 months	35.6%
More than 3mos but less than 6mos	8.9%
6 months -1 Year	8.9%
1-2 Years	13.3%
3-5 Years	7.8%
5+ Years	13.3%
Total Time Spent Behind Bars Over the Lifetime (N=89)	
Never Been	20.2%
Less than 3 months	9.0%

More than 3mos but less than 6mos	11.2%
6 months – 1 year	12.4%
1-2 Years	11.2%
3-5 Years	23.6%
5 or more	12.4%

Reason for Joining LEAD

LEAD SF is a voluntary program. Individuals stopped by police and offered LEAD are not required to enroll. Still, many opted to join LEAD SF, and their most common reason for joining LEAD was the need for help (including ready for help or needing a change [51.7%]). The following quotes from the clients in the survey contextualize their reasons for joining LEAD:

“I thought it could be beneficial to my life and go in the right direction, I guess.”

“Tired of being on the streets, and I need a place to stay and need the help.”

“To get help.”

“Needed help and guidance, wasn’t able to get through other networks.”

“To find solutions to my problems—mental and drug and alcohol problems—I need some help with that.”

LEAD SF Impact

The LEAD SF clients who completed the survey highlight the positive impact LEAD LAC has had on their lives (including substance use and victimization) and on their perception of law enforcement and case management.

Impact on Substance Use

Since joining LEAD, more than two-thirds (67.6%) of the clients who took the survey reported they stopped using drugs (8.8%) or were using less (58.8%). And, 37.5% (9) of clients who were using drugs at intake, had not used drugs in the previous 30 days.

Victimization

Reported client experience with victimization was mixed for LEAD SF. 29% fewer clients reported being attacked within the past 30 days after being enrolled in LEAD for about 3 months (see Table 7-9 of the Technical Appendix). However, 13% more clients report being threatened within the past 30 days after being enrolled in LEAD (see Table 7-10). There was no change in clients reporting being sexually assaulted within the past 30 days after being enrolled in LEAD SF (see Table 7-11). The reduction in clients reporting something stolen from them was also modest, only 13% fewer clients after they were enrolled in LEAD (see Table 7-12).

Client Perceptions of Police and Case Manager Procedural Justice

A strong majority perceive their interaction with LEAD officers as procedurally just (fair, helpful, non-judgmental, polite, respectful, dignified). Over 85% agreed or strongly agreed with all procedural justice items (see Table 3-11). Prior research surveying citizens about their contact with police shows substantially lower results. In a nationwide survey across multiple cities, under half (less than 50%) of the respondents strongly agreed or agreed with these statements (Rosenbaum et al., 2015).

Table 3-11: LEAD SF Procedural Justice: Officers (Strongly Agree & Agree)

Procedural Justice Variables		
	Time 1 (N=93)	Time 2 (N=20)
Perceived Officer Fairness	94.6%	85.0%
Officer Allowed Questions	93.5%	90.0%
Officer Answered Questions	89.2%	95.0%
Officer Explained LEAD Fully	84.6%	N/A
Perceived Officer Care of Client's Wellbeing	91.4%	100%
Officer Did Not Judge the Client	87.1%	90.0%
Perceived Officer Helpfulness	92.5%	100%
Officer Made Sure Client Understood Rights and Responsibilities	89.2%	85.0%
Perceived Officer Politeness	93.5%	94.7%
Officer Treated Client with Dignity and Respect	91.4%	100%

Similarly, a strong majority perceive their interaction with LEAD case managers as procedurally just (fair, helpful, non-judgmental, polite, respectful, dignified; see Table 3-12). High perceptions of procedural justice among clients increase program success and improve overall outcomes (Canada & Watson, 2013; Dollar et al., 2018), this is especially the case when case managers act with procedural justice towards their clients who use substances (see Nguyen et al., 2016).

Table 3-12: LEAD SF Procedural Justice: Case Managers (Strongly Agree & Agree)

Procedural Justice Variable		
	Time 1 (N=93)	% Time 2 (N=24)
Perceived Case Manager Fairness	97.8%	95.8%
Case Manager Allowed Questions	100%	95.8%
Case Manager Answered Questions	98.9%	95.8%
Case Manager Explained LEAD Fully	96.8%	95.8%
Perceived Case Manager Care of Client's Wellbeing	97.8%	95.8%
Case Manager Did Not Judge the Client	96.8%	100%
Perceived Case Manager Helpfulness	100%	100%

Case Manager Made Sure Client Understood Rights and Responsibilities	96.8%	87.5%
Perceived Case Manager Politeness	96.8%	95.8%
Case Manager Was Knowledgeable about Services	97.8%	91.7%
Case Manager Treated Client with Dignity and Respect	97.8%	95.8%

Summary

The client survey results support and broaden the scope of the positive outcomes from the outcome evaluation for both the LEAD SF site (presented in the January 2020 LEAD Report) and the LEAD LAC site (presented in Section 3 of this report). The overall wellbeing of the clients improved from when they entered LEAD to their second follow-up. Clients from both sites reduced their substance use. LEAD LAC clients experienced less victimization (thefts, threats, sexual assaults, and attacks), since entering LEAD. Victimization reports were mixed in the LEAD SF site. This suggests that LEAD SF and LEAD LAC reduce harm to the community (i.e., recidivism reduction) and reduce harm to the LEAD client (victimization and substance abuse reduction).

The client survey results in both sites also echo the findings from their process evaluations presented in the January 2020 LEAD Report. In particular, the clients report positive experiences in LEAD SF and LEAD LAC. In both sites, clients reported that the case managers and the police officers acted procedurally just at Time 1 and Time 2. The high agreement of procedural justice measures for law enforcement in both sites is notable, as the percentage of those who perceive their interactions with police to be procedurally just is rarely greater than 50%. This suggests that LEAD LAC and LEAD SF could improve perceptions of police and enhance police-community relations.

4. Sites Update

While both sites have experienced positive outcomes in regards to a cost savings and improvements in client wellbeing (a reduction in offending, a reduction in substance use, and a reduction in harm), only the LEAD Los Angeles County site has continued. The LEAD SF site continues to provide services to those active in LEAD, but no longer accepts additional clients.

LEAD LAC

The Los Angeles County Board of Supervisors agreed to continue to fund LEAD LAC, and with federal funding, LEAD LAC has expanded to other locations in the county. The Los Angeles County Department of Health Services, Office of Diversion and Reentry received two Department of Justice grants to expand LEAD LAC into Hollywood and East Los Angeles. LEAD LAC has relied on their experiences implementing LEAD in the Long Beach catchment area – strong stakeholder investment, effective relationship building, the need for open communication, and the high case manager workload that can result in high case manager turnover – to inform the development and implementation of LEAD LAC in both Hollywood and East LA.

LEAD SF

LEAD SF has been discontinued. While LEAD SF clients experienced positive outcomes, LEAD SF's main goal of reducing the jail population was not met. Further, the LEAD SF partners seek to transform if and how the police respond to those individuals living on the streets who suffer from various mental health conditions and are in need of multiple resources. The partners in LEAD SF have relied on the relationships built and lessons learned from their LEAD pilot to launch programming that better serves the needs of San Franciscans. A final interview with the LEAD SF program manager in December 2020 describes these developments; the *quotes* weaved through the discussion below are from that interview.

In December 2020, the LEAD SF program manager highlighted that while some components of LEAD *“were successful, like the case management and the actual work with clients, the LEAD model was [otherwise] not all that successful in San Francisco.”* LEAD SF's primary goal, *“basically, reducing the jail population, did not happen.”* Further, the political landscape of San Francisco, positioned within the aftermath of the murder of George Floyd, has sought the city and county of San Francisco to remove SFPD from responding to certain 911 calls. The program manager stated, *“in just response to like George Floyd, and in a lot of the protests and the movement around that, the mayor was also focused on like, ‘we need police not to be responding to these situations...’”* As a result, the LEAD SF partners have decided to discontinue their LEAD program. A mental health program with a crisis response team will take its place.

According to the Program Manager, *“The Board of Supervisors and the mayor have sort of been going back and forth with sort of big overhaul plans.”* The new program, Mental Health SF, the program manager explains, seeks *“to address the glaring needs of behavioral health in San Francisco, specifically...criminal justice populations in crisis situations.”* One component of Mental Health SF is the city's *“Street Crisis Response Team...that is responding to certain 911 calls that the SFPD would have been responding to before.”* The program manager emphasized that the police should *not “be responding to these situations that are clearly mental health crises.”* The new program, *“is taking these cases away from a criminal justice solution...”* Thus, the Mental Health SF program, like LEAD SF, will divert people away from the criminal justice system.

While San Francisco will no longer have a LEAD program, LEAD SF made a mark on those individuals and agencies implementing LEAD and shifted the way agencies collectively address the needs of those in San Francisco. Through LEAD SF, new relationships were built. For example, the Department of Public Health contacts the Public Defender's office when questions arise about a criminal case that can inform service delivery. Law enforcement continues to contact LEAD SF partnering agencies – such as the Department of Public Health – when they have concerns about the wellbeing of those they meet on the street. In fact, officer concerns about individuals led to the creation of a Multidisciplinary Team (MDT) that operates much like the LEAD OW (Operational Working Group). The team is comprised of many of the original LEAD SF partners, including law enforcement, and meets monthly to identify and discuss best ways to support high acuity individuals. The program manager explained that with MDT, *“it's more like they're [law enforcement officers]... worried about the future and just want to address concerns before they get worse.”* When an officer brings a person to MDT's attention, the program manager described that they are *“doing extensive chart reviews and seeing what's going on with them and figuring out what team should best respond.”*

These new programs, while not LEAD SF, continue the overall mission of LEAD. LEAD San Francisco will cease in 2021, but the relationships built, the collaboration to serve individuals and their needs, and the attention to reducing criminal justice involvement – the hallmarks of LEAD – will remain and thrive.

5. Conclusion

Findings from both Los Angeles County and the City and County of San Francisco client surveys demonstrate that the overall well-being of those served through LEAD improved while being a LEAD client. LEAD clients in both sites also perceived their interactions with law enforcement and case management as procedurally just. The notably high perceptions of procedural justice with law enforcement suggest that LEAD LAC and LEAD SF could improve perceptions of police and enhance police-community relations.

Findings from the Los Angeles County outcome and cost evaluations indicate LEAD reduced average yearly criminal justice system utilization and associated costs over system-as-usual comparisons. While this evaluation suffered from several limitations, we used methodological and statistical approaches to increase our confidence that the effects were due to LEAD and not because of confounding factors. Taken together, this evaluation adds to the evidence supporting LEAD as a promising alternative to the criminal justice system as usual.

6. References

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7. Technical Appendix

Outcome and Cost Evaluation (Los Angeles County)

Table 7-1: LEAD LA baseline comparisons by referral mechanism

	Pre-booking (N=124)	Social contact (N=153)	Significance statistic
Age [M(sd)]	38 yrs old (13.5)	38 yrs old(13.9)	t=-.139
% Male	30.6%	31.4%	$\chi^2=.896$
% White	21.8%	24.8%	$\phi=-.036$
% Black/African American	42.7%	51.0%	$\phi=-.082$
% Hispanic/Latinx	33.9%	22.2%	$\phi=.130^*$
% Other	2.0%	1.6%	$\phi=-.013$
Felony Arrests 6 month [M(sd)]	0.05 (.22)	0.04 (0.19)	t=-0.372
Felony Arrests 12 month [M(sd)]	0.06 (.23)	0.10 (0.34)	t=1.207
Misdemeanor Arrests 6 month [M(sd)]	1.10 (1.62)	0.62 (1.20)	t=-2.72**
Misdemeanor Arrests 12 month [M(sd)]	1.73 (2.32)	1.00 (1.74)	t=-2.917**
Felony Cases 6 month [M(sd)]	0.03 (0.18)	0.01 (0.11)	t=-1.043
Felony Cases 12 month [M(sd)]	0.04 (0.19)	0.05 (0.25)	t=0.433
Misdemeanor Cases 6 month [M(sd)]	0.48 (0.82)	0.27 (0.69)	t=-2.250*
Misdemeanor Cases 12 month [M(sd)]	0.80 (1.19)	0.48 (0.98)	t=-2.429*
Probation Months 6 month [M(sd)]	0.11 (0.75)	0.24 (1.17)	t=1.064
Probation Months 12 month [M(sd)]	0.16 (2.01)	0.40 (1.19)	t=-1.218

*Group difference p<.05; ** Group difference p<.01

Table 7-2: LEAD LA baseline comparisons by group

Variable	6 Month Pre			12 Month Pre		
	LEAD	Comp	Sig.	LEAD	Comp	Sig.
N	277	198		230	128	
Age [M(sd)]	39(13.6)	33(10.3)	t=4.972**	39(13.8)	33(9.8)	t=4.650**
% Male	31.0%	75.8%	$\phi=-.441^{**}$	33.0%	72.7%	$\phi=-.380^{**}$
% White	23.5%	24.2%	$\phi=-.009$	25.7%	32.0%	$\phi=-.068$
% Black	47.3%	10.6%	$\phi=.388^{**}$	41.7%	8.6%	$\phi=.347^{**}$
% Latinx	27.4%	63.1%	$\phi=-.356^{**}$	30.4%	57.8%	$\phi=-.268^{**}$
% Other	1.8%	2.0%	$\phi=-.008$	2.2%	1.6%	$\phi=.021$
Felony Arrests [M(sd)]	.04(.20)	.08(.34)	t=-1.385	.08(.29)	.16(.51)	t=-1.600
Misdemeanor Arrests [M(sd)]	.83(1.42)	.59(1.08)	t=2.122*	1.29(2.08)	1.30(1.95)	t=-.079
Felony Cases [M(sd)]	.02(.17)	.06(.27)	t=-1.606	.05(.23)	.12(.45)	t=-1.640
Misdemeanor Cases [M(sd)]	.36(.76)	.28(.63)	t=1.307	.60(1.10)	.61(1.01)	t=-.043
Probation Months [M(sd)]	.18	.18	t=.026	.35	.30	t=.294

*Group difference p<.05; ** Group difference p<.01

Table 7-3: LEAD LA after-matching comparisons by group

Variable	6 Month Pre			12 Month Pre		
	LEAD	Comp	Sig.	LEAD	Comp	Sig.
N	277	80		230	53	
Age [M(sd)]	39(13.67)	42(12.29)	$t=-2.027$	39 (13.77)	39(11.69)	$t=.311$
% Male	31.0%	35.0%	$\phi=-.035$	33.0%	34.0%	$\phi=-.008$
% White	23.5%	26.3%	$\phi=.027$	25.7%	22.6%	$\phi=.027$
% Black	47.3%	37.5%	$\phi=-.082$	41.7%	39.6%	$\phi=.017$
% Latinx	27.4%	33.8%	$\phi=-.058$	30.4%	32.1%	$\phi=-.014$
% Other	1.8%	2.5%	$\phi=-.021$	2.2%	7.5%	$\phi=-.119$
Felony Arrests [M(sd)]	.04(.20)	.04(.27)	$t=.128$	.08(.29)	.05(.32)	$t=.586$
Misdemeanor Arrests [M(sd)]	.83(1.42)	.51(.95)	$t=2.390^*$	1.29(2.08)	1.00(1.39)	$t=1.241$
Felony Cases [M(sd)]	.02(.15)	.03(.18)	$t=-.185$	.05(.23)	.04(.31)	$t=.115$
Misdemeanor Cases [M(sd)]	.36(.76)	.17(.54)	$t=2.594^*$	.60(1.10)	.51(.84)	$t=.593$
Probation Months [M(sd)]	.18(1.00)	.07(.64)	$t=.944$	.35(1.86)	1.16(2.35)	$t=-2.342^*$

*Group difference $p<.05$ **Group difference $p<.01$

Table 7-4: LEAD LA pre and post-treatment cost of criminal justice services

Variable	12 Month Post		
	LEAD	Comp	Sig.
N	230	53	
Cost of criminal justice services pre-treatment [M(sd)]	\$3890(\$5636)	\$3340(\$4773)	
Cost of criminal justice services post-treatment [M(sd)]	\$3653(\$6689)	\$7627(\$9760)	Wald $\chi^2=18.42^{**}$

*Group difference $p<.05$; **Group difference $p<.01$

Table 7-5: LEAD LA after-matching comparisons by group

	Time 1. Client attacked?			
	Yes	No	Total	
Time 2. Client attacked?	Yes	3	3	6
	No	8	21	29
	Total	11	24	35

Table 7-6: LEAD LAC Client Threatened? Time 1 vs. Time 2 (N=35)

	Time 1. Client threatened?			
	Yes	No	Total	
Time 2. Client threatened?	Yes	7	2	9
	No	5	21	26
Total		12	23	35

Table 7-7: LEAD LAC Client Sexually Assaulted? Time 1 vs. Time 2 (N=35)

	Time 1. Client sexually assaulted?			
	Yes	No	Total	
Time 2. Client sexually assaulted? Follow up	Yes	0	1	1
	No	4	30	34
Total		4	31	35

Table 7-8: LEAD LAC Client had something stolen from them? Time 1 vs. Time 2 (N=35)

	Time 1. Client had something stolen from them?			
	Yes	No	Total	
Time 2. Client had something stolen from them?	Yes	13	3	16
	No	4	14	18
Total		17	17	35

Table 7-9: LEAD SF Client Attacked? Time 1 vs. Time 2 (N=23)

	Time 1. Client attacked?			
	Yes	No	Total	
Time 2. Client attacked?	Yes	6	4	10
	No	8	5	13
Total		14	9	23

Table 7-10: LEAD SF Client Threatened? Time 1 vs. Time 2 (N=24)

		Time 1. Client threatened?		
		Yes	No	Total
Time 2. Client threatened?	Yes	4	5	9
	No	4	11	15
Total		8	16	24

Table 7-11: LEAD SF Client Sexually Assaulted? Time 1 vs. Time 2 (N=24)

		Time 1. Client sexually assaulted?		
		Yes	No	Total
Time 2. Client sexually assaulted? Follow up	Yes	1	2	3
	No	2	19	21
Total		3	21	24

Table 7-12: LEAD SF Client had something stolen from them? Time 1 vs. Time 2 (N=20)

		Time 1. Client had something stolen from them?		
		Yes	No	Total
Time 2. Client had something stolen from them?	Yes	12	2	14
	No	6	0	6
Total		16	2	20