



LEAD in Antioch

Findings and Recommendations

Presentation to the City Council of Antioch, California

Tuesday, October 27, 2026

Purpose Dignity Action · Prepared by Rebecca Brown

The September 2026 feasibility report and its appendices are the supporting material for this item.

The question behind the study

In March 2026 the City Manager asked Purpose Dignity Action (PDA) whether coordinated pre-arrest diversion could improve how Antioch responds to people who are repeatedly arrested on low-level charges and whose behavioral health needs go unmet.

AREAS OF WORK



Arrest records

Every 2025 arrest on a diversion-eligible charge



County records

Matches to county health, homelessness and jail systems



Booking records

Custody time, from the Public Defender



Interviews

Police, District Attorney, Public Defender, health services



Observation

A launch meeting of 17 people from 11 offices, and a ride-along



Documents

City and county diversion and behavioral health programs

FINDINGS

What the analysis found



39

of 764 people
arrested were
arrested three or
more times



58%

appear in
psychiatric
emergency or
homeless services
records



88%

of the cohort's jail
days are held by 17
people



3 in 5

arrests happen
between 6 in the
morning and 6 in
the evening



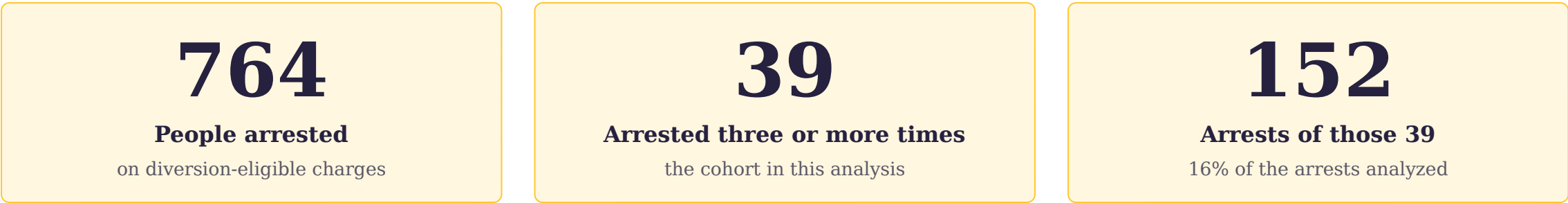
45%

are on-view arrests
— the officer sees
the conduct and
decides

A small group, known to the crisis systems, holding most of the jail time, arrested at predictable hours.

A small group, and most of the jail time

Antioch Police Department arrests on diversion-eligible charges, and 2025 custody



Average arrests per person in 2025



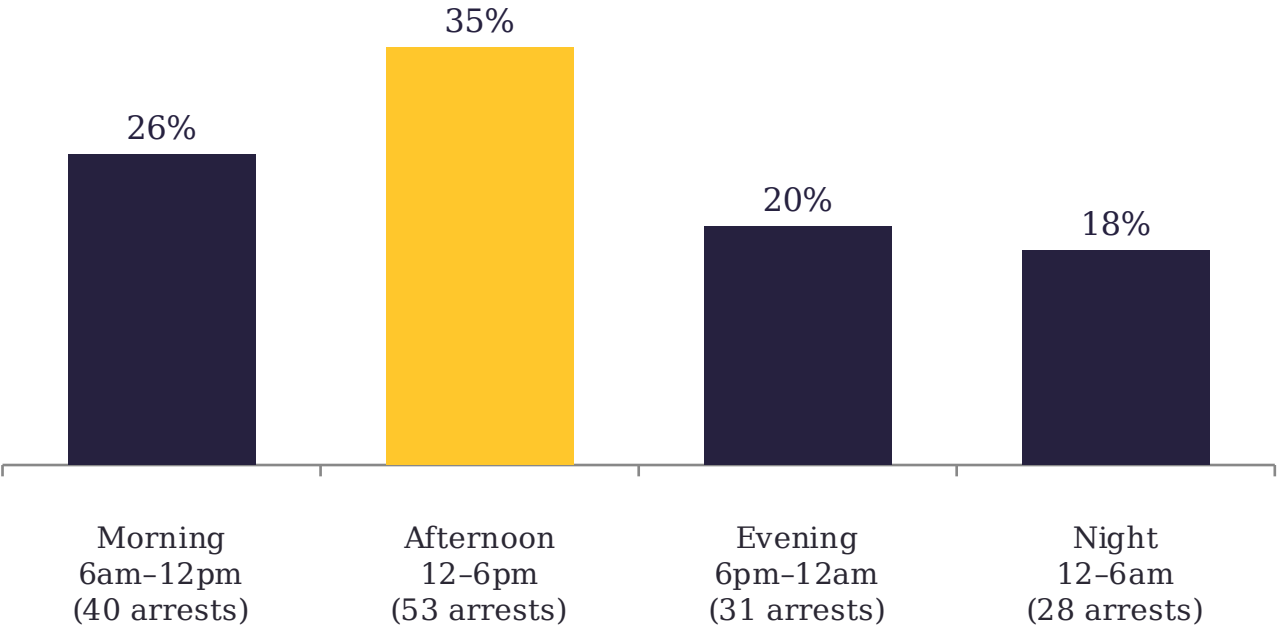
1,579 jail-bed-days in 2025



Time in custody is part of the pattern, not a break in it. By-name case management would support participants in every setting: at arrest, in contact with CORE, in custody, with health services, at release, and in the community.

Predictable places, predictable hours

Where and when the cohort’s 152 arrests occurred



About one in five of the cohort’s arrests were along Lone Tree Way, with a second grouping around East 18th and A Street.

Three in five arrests happen between 6 in the morning and 6 in the evening.
Daytime activity in commercial areas, during the hours outreach staff already work.

Known to crisis systems, less so to treatment

County system records, among those the County could match



recorded contacts per person, among the 25 people the County matched to its records

Twelve contacts with the emergency system for every one with the service system. 29% were rebooked into county jail within a year.

Share appearing in each system's records



These 39 are 5% of those arrested and 16% of the arrests. Services are one part of what they need; coordination is the other.

THE CHALLENGE

Known to every system, held by none

The same people return

A small group cycles through arrest, custody, crisis care and the street, and returns to the same corner of the city within weeks.

Each system holds a piece

Agencies act within their own mandates and timeframes, and nothing carries what one encounter learns into the next.

Coordination is the hard part

Police, health, housing and the courts work to different mandates, timelines and records. Aligning them around one person takes a structure none can build alone.

The services exist, but building a coordinated system of response for this population is work of its own.

What LEAD is

Let Everyone Advance with Dignity, first launched in Seattle in 2011 and replicated in dozens of cities since

WHO IT SERVES

1 A defined population

Repeated criminal legal involvement driven by unmet behavioral health need, substance use, or poverty.

2 Pre-arrest and at-arrest diversion

Referral before booking or at arrest: the upstream end of the Sequential Intercept Model.

WHO RUNS IT

3 Project Manager

One person accountable for coordination among police, prosecution, defense, health and housing.

4 Policy and operational groups

Senior decision-makers set policy; line staff meet on a schedule to coordinate cases.

HOW IT WORKS

5 Field-based case management

Voluntary, harm-reduction case management with no time limit.

6 Legal system alignment

Court and charging decisions coordinate with participant progress.

7 Shared release of information

A multi-party release lets partners share what they need, with consent.

Leveraging what Antioch already has

WHAT LEAD REQUIRES		WHAT ANTIOCH HAS TODAY
Field case management	●	CORE outreach team
Crisis response	●	A3, the County’s Anyone, Anywhere, Anytime response
Legal system alignment	●	The Public Defender’s Holistic Intervention Project
Care coordination	●	Enhanced Care Management through county health
Community response	●	The Angelo Quinto Community Response Team
Project management across agencies	○	<i>Not in place — no one holds this role today</i>
A by-name caseload across partners	○	<i>Not in place — no shared list or referral method</i>

Five of the seven already operate in Antioch. The two that do not are the recommendation: project management across agencies, and a caseload carried by name.

RECOMMENDATIONS

What we recommend

1

Appoint a Project Manager

One person accountable across police, prosecution, defense, health and housing.

2

Establish a policy framework

A policy group on priorities and resources; an operational group on cases.

3

Agree how people are referred

A shared method among partners, carried into by-name caseloads.

4

Set collective practices

A multi-party release of information, and coordination with the court.

5

Resolve staffing

A Project Manager and added case management are new costs for the City.

Build on what already operates here

The services largely exist in Antioch. What does not is an agency responsible for coordinating them, or a caseload organized by person.

Project management across agencies

- A Project Manager accountable across agencies
- A policy group that sets priorities and resources
- An operational group that meets on a schedule

Referral, and a caseload carried by name

- A Policy Coordinating Group establishes eligibility
- Any partner can refer — upstream referral gives officers an alternative to arrest
- One case manager as the point of contact for the participant and the systems involved

What implementation would turn on

Project management

No LEAD role exists today

Case-management time

The County has said a LEAD effort could draw on the half of the team the City funds

Funding

CORE's own funding runs through March 2027, and its continuation is a separate City decision

Partner agreements

The agencies are already active with this population

Accountability

This analysis establishes a baseline

Methods and limitations

Arrest universe

2025 APD records, screened to remove domestic violence, sex offenses, serious violence, DUI, traffic-only charges, and conduct under 18. The screen is arrest-level.

County systems

Twenty-five of the 66 candidates matched, against a 2023 reference year. Shares are as reported by HSD for that group, not the cohort of 39.

Custody

Public Defender booking records covering 38 of the 39.

Interpretation

Repeated contact describes a pattern. No figure here measures what a program would achieve.

The data analysis and the data-sources appendix carry the methods in full.

Sources and supporting materials

Public report

LEAD in Antioch: Findings and Recommendations, September 2026

Data analysis

Methods, findings and limitations in full

Data sources and scope

How the datasets were assembled, linked and screened

Diversion-eligible charges

The charge list the 2025 arrest data was drawn against

Model reference

The LEAD Toolkit, LEAD Support Bureau, a division of Purpose Dignity Action, leadbureau.org

Prepared for the City of Antioch by Purpose Dignity Action. Rebecca Brown, consultant.



Questions

LEAD in Antioch: Findings and Recommendations

Rebecca Brown · Purpose Dignity Action · City Council of Antioch, October 27, 2026