

Work Group to Re-envision the Jail Replacement Project

Prioritized Strategies

Government Audit & Oversight Committee
Board of Supervisors
December 1, 2016





Background & Work Group Process

Background

- Board of Supervisors Resolution No. 02-16:
"Resolution urging the Director of the Department of Public Health and the Sheriff to convene a working group to plan for the permanent closure of County Jails 3 and 4, and any corresponding investments in new mental health facilities and current jail retrofits needed to uphold public safety and better serve at-risk individuals."
- Co-chairs:
 - Sheriff Vicki Hennessy (Sheriff's Department)
 - Barbara Garcia (Director of Department of Public Health)
 - Roma Guy (Taxpayers for Public Safety)
- Work Group:
 - 37 members from the City and the community.
 - Community representation from sectors including formerly incarcerated, youth, criminal justice reform, homeless, mental health, and others.

Guiding Principles

- Address racial disparities
- Support the work of community-based organizations
- Provide more trauma-informed approaches
- Avoid/minimize contact with law enforcement by using more alternatives
- Promote trust in the community by removing law enforcement from managing or staffing certain services

Work Group Process

- First public/city process to consider reduction of the jail population and permanent closure of seismically unsafe County Jails 3 and 4.
- Brought together a diverse group of stakeholders who engaged in a respectful and productive dialogue on the criminal justice system.
- Provided opportunities to increase collaboration and cooperation between City departments involved in the criminal justice system.

Work Group Process (continued)

Employed multiple tools to understand the jail population and how to reduce inappropriate criminal justice involvement, which included:

- Sequential Intercept Model
- Work Group Member Interviews
- Issue Briefs
 - Intercepts 0-5
 - Facility Options
 - Data Review
- Small Group Discussion
- Sheriff and Behavioral Health Data Analysis
- Bed Day Analysis

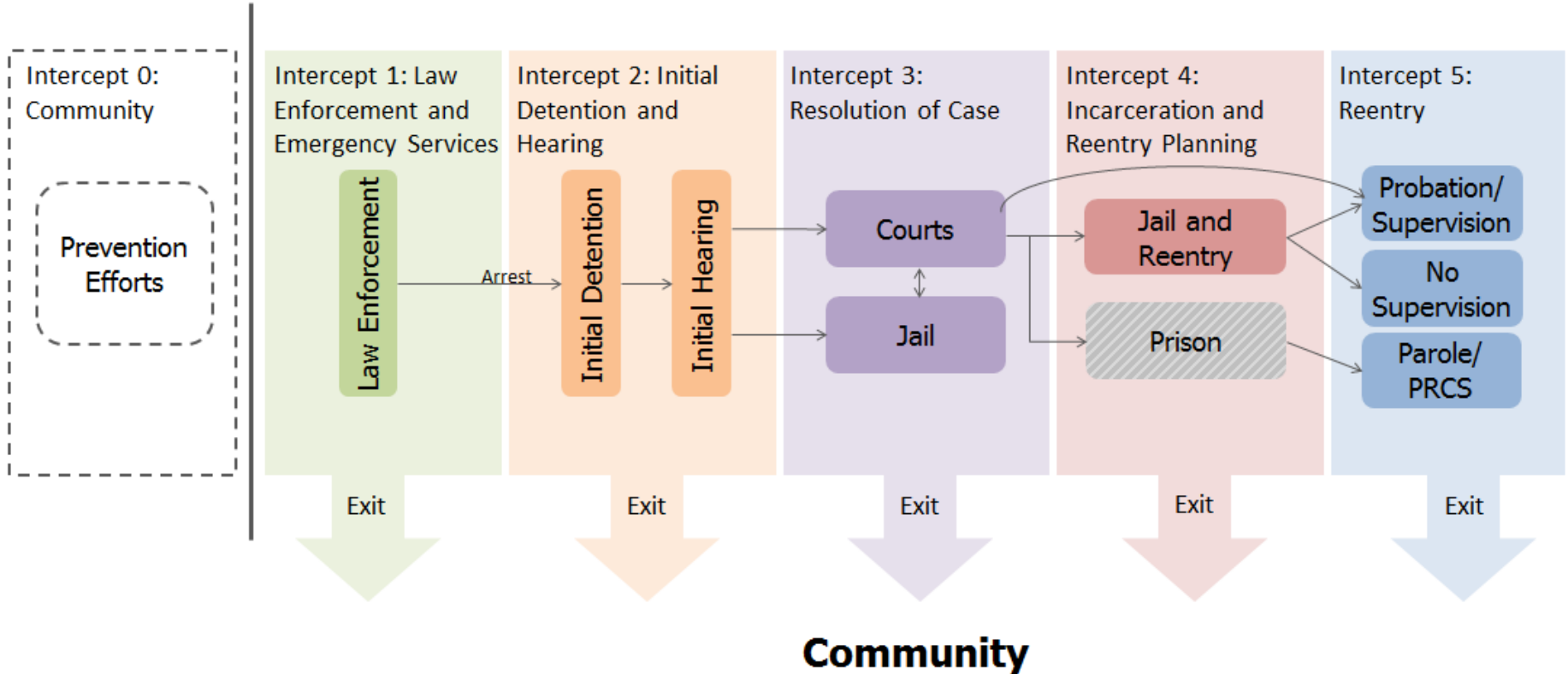
Next Steps

- Co-chairs submit written report to Board of Supervisors on Work Group's efforts and recommendations by March 31, 2017.
- Departments assess feasibility of implementing report's recommendations.
 - Cost estimates
 - Timeline estimates
 - Jail population reduction estimates
 - Programmatic feasibility
- City establishes target date for permanent closure of County Jails 3 and 4.
- City continues focus on identifying and assessing existing efforts/programs/strategies.
- Co-chairs ensure ongoing communication and collaboration with Work Group members.



Framework & Methods

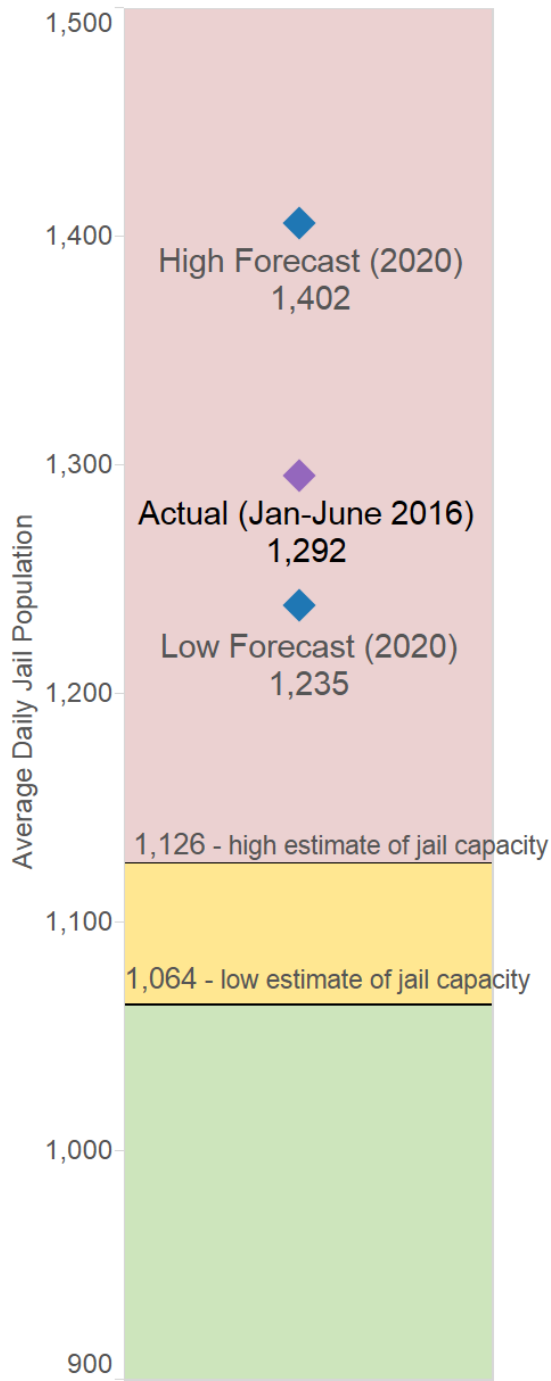
Sequential Intercept Model



What We Learned

- Provided a clearer understanding of various jail subpopulations, such as the severely mentally ill, and strategies to reduce inappropriate criminal justice involvement.
 - While 40% of prisoners access jail behavioral health services, individuals with severe mental illness account for 7-14% of SF jail population, consistent with national averages.
 - Mental health interventions alone will not reduce the jail population sufficiently to enable permanent closure of County Jails 3 and 4.
- Upstream interventions will help to reduce bookings and create stronger exits.
- Implementing and tracking strategies designed to reduce the jail population require strong data collection and analysis.
- An analysis of bed days provides a useful framework for understanding how to focus interventions to reduce the jail population sufficiently to permanently close County Jails 3 and 4.

Bed Day Analysis



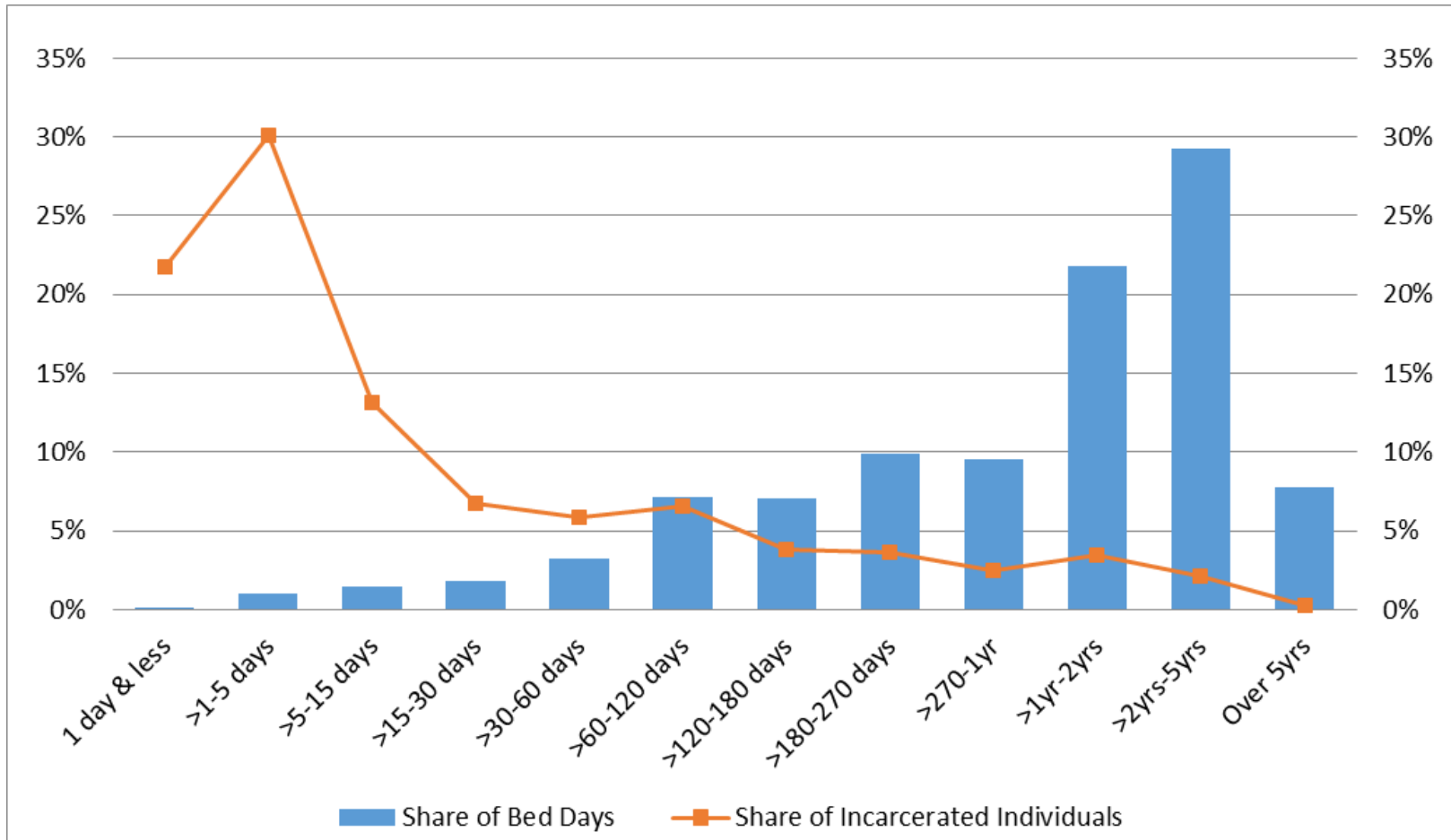
Difference between actual jail population and jail capacity is 228 people per day, which is equivalent to **83,220 bed days per year**

*Jail population has increased since analysis was completed.



Example 1. Relatively few prisoners with longest stays have biggest impact on bed days

2015 jail population excluding federal detainees





Example 2. Clear racial disparities exist in bed days

2015 jail population excluding federal detainees

Ethnicity	1 day & less	>1-5 days	>5-15 days	>15-30 days	>30-60 days	>60-120 days	>120-180 days	>180-270 days	>270-1yr	>1yr-2yrs	>2yrs-5yrs	Over 5yrs	Total
Black	331	3,392	5,087	6,241	11,747	28,153	30,852	39,279	35,293	98,131	151,488	36,870	446,863
White	372	2,406	3,965	4,996	8,336	16,801	16,326	21,280	19,520	38,929	34,685	11,631	179,246
Hispanic	236	1,546	1,791	2,436	3,912	8,837	6,942	13,374	16,281	22,201	38,151	10,957	126,665
Filipino	18	141	296	308	788	1,136	971	809	1,570	2,855	2,830	3,783	15,504
Chinese	31	142	76	27	309	1,062	945	2,098	1,246	6,007	917		12,859
Other	22	122	120	116	486	701	631	1,097	1,320	2,062	3,396	2,042	12,113
Less than 1%*	21	115	153	170	406	313	607	1,096	892	2,013	3,914		9,699
Samoan	6	44	133	104	169	772	474	1,570	845	5,245			9,363
Other Asian	14	91	84	204	174	716	645	607	589	400	5,655		9,178
Vietnamese	8	38	35	98	82	655	439	998	612	1,861	1,315		6,142
Unidentified	30	134	80	135	72	417	297	207	1,259	974	2,313		5,919
American Indian	5	32	60	94	191	253	149	476	643	1,470	968		4,340

*"Less than 1%" is a grouping of ethnicities that individually account for less than 1% of the total population. They are: Pacific Islander, Laotian, Korean, Cambodian, Asian Indian, Japanese, Guamanian, and Hawaiian.



Prioritized Strategies

Strategy Categories

Strategy Category	Strategy Category Description	Strategies & Actions
Capital Investments	Actions the City and County of SF could fund to create new facilities for people who would otherwise be housed in County Jails #3 and #4	6 Strategies 14 Actions
Policies	Actions that require local or state policy/legal reform	7 Strategies 22 Actions
Services & Programs	Actions that may require City to invest in new or expanded programs and services to reduce the jail population	7 Strategies 36 Actions

Already Moving Forward

- Law Enforcement Assisted Diversion (LEAD) implementation.
- Instituted the Crisis Intervention Response Team and Training Project.
- Statewide bail reform investigation.
- Improve data sharing among criminal justice agencies through JUSTIS.

Related Efforts

- SFPD reform initiatives.
 - Department of Justice recommendations
 - Civil Grand Jury recommendations
 - District Attorney's Blue Ribbon Panel
- Burns Institute recommendations in Racial and Ethnic Disparities Analysis.
- Arnold Foundation's Public Safety Assessment.
- Department of Homelessness & Supportive Housing.
- Local implementation of the White House Data-Driven Justice Initiative aimed at diverting low-level offenders with mental illness and pretrial incarcerated offenders who cannot pay bail.



Identified Priorities: Director Barbara Garcia

Additional behavioral health interventions are needed

- There are currently approximately a total of 1,500 behavioral health beds available, representing a mix of residential, hospital, and locked facilities.
- 10% of SFDPH'S 25,000 behavioral health system clients had a health contact in the jail in the same fiscal year and 20% report having some history of criminal justice contact.
- DPH goal is to reduce/eliminate wait times; presently, wait times for court-ordered residential treatment can be 6 weeks for substance use disorder and 60 to 90 days for mental health.



Identified Priorities: Director Barbara Garcia

- Planning for an additional 102 beds is underway.
 - 15 beds at Hummingbird Place at the Behavioral Health Center located on the ZSFG campus
 - 40 locked psychiatric beds in SF
 - Proposal for 47 dual diagnosis treatment beds at the Behavioral Health Center located on the ZSFG campus
- Improved utilization of conservatorship program would also help address the needs of the severely mentally ill population.
- However, behavioral health interventions alone will not be sufficient to permanently close County Jails 3 and 4.



Identified Priorities: Roma Guy

- Eliminating racial disparities in City incarceration rates is central to the successful permanent closure of seismically unsafe County Jails 3 and 4.
 - City data has consistently shown the general jail population is two thirds people of color with African Americans occupying the largest percentage of jail bed days
- Recognize the important role the Departments of Public Health and Homelessness have in ensuring investment in community-based treatment and supportive housing programs.
 - These types of programs reduce inappropriate paths to incarceration and recidivism by enriching pretrial and out-of-custody opportunities
 - Evidenced by the successful partnership with Swords to Plowshares program in providing alternatives to the incarceration of veterans



Identified Priorities: Roma Guy

Significant consensus by Work Group members to permanently close County Jails 3 and 4 without constructing a replacement jail but rather investing in criminal justice program collaborations such as the Law Enforcement Assisted Diversion project, and the Arnold Foundation's Public Safety Assessment tool.

- Evidenced by Workgroup Policy and Service/Program Strategy priorities



Identified Priorities: Sheriff Vicki Hennessy

- Continue to provide safe, secure and humane custody facilities with dedicated, professional and compassionate staff
- Continue and improve trauma informed and culturally competent programming/treatment that effectively coordinates with justice partners and community efforts
- Continue to facilitate the release of identified individuals to Supervised Pre-Release, Electronic Monitoring, Community Programs, Housing, and treatment



Identified Priorities: Sheriff Vicki Hennessy

PLAN FOR THE PERMANENT CLOSURE OF COUNTY JAILS 3 AND 4...





Identified Priorities: Sheriff Vicki Hennessy

CORRESPONDING INVESTMENTS IN NEW MENTAL HEALTH FACILITIES...

- Destigmatizing mental illness in our society
- DPH facility expansion
- Removal of law enforcement in mental health treatment
- Community Mental Health Treatment Facilities
- Community Substance Abuse Treatment Facilities based on Harm Reduction
- Supportive Housing
- Wrap-around services
- Diversion to non-law enforcement programs



Identified Priorities: Sheriff Vicki Hennessy

...AND (INVESTMENTS IN) CURRENT JAIL RETROFITS NEEDED TO UPHOLD PUBLIC SAFETY AND BETTER SERVE AT-RISK INDIVIDUALS

- Retrofits will take from three to five years to complete
- Retrofits will not provide additional beds- and may not close County Jail#4
- Retrofits will be very costly
- Retrofits will not provide space for units still housed in the Hall of Justice
- Retrofits will not alleviate dependence of County Jail #2 on the Hall of Justice infrastructure



Identified Priorities: Sheriff Vicki Hennessy

TO START

1. Update our citation policy along with the Police Department to bring it into line with current law.
2. Provide resources for the District Attorney to return to rebooking cases on nights, weekends, and holidays.
3. Work with the courts to move their arraignment calendar from afternoon to the morning.
4. Request funding for electronic monitoring of pretrial individuals.
5. Provide additional infrastructure and resources to SPR to increase hours of operation and ability to process arrested persons more quickly.
6. Work with law enforcement agencies to provide police arrest reports quickly.
7. Begin work on the new BSCC competitive grant application for \$70m in funds toward renovation of County Jail #2.



Identified Priorities: Sheriff Vicki Hennessy

LONGER TERM

1. Work together to compete for the BSCC competitive grant for LEAD development and implementation
2. Fund and coordinate department cooperation to allow the JUSTIS data system to identify and implement systems to share, gather, analyze, and regularly report information.
3. Begin work with experts in using validated tools designed to assess the mental health, criminogenic, and substance abuse needs of individuals coming into custody.
4. Continue to track actual jail population trends. (Using the bed day formula for the months of July 1, 2016 through today, the beds days required to close the jails is closer to 102,000).



Identified Priorities: Sheriff Vicki Hennessy

The Essential Dilemmas

- What do we do about the people that are, right now, living in the Hall of Justice?
- How long do we leave them there?
- What approach do we take to providing them with safe and humane housing sooner rather than later?
- Will the prisoners be the last people to leave the Hall of Justice?
- Since the retrofit of County Jail #2 will not provide additional beds, or solve the dependence on the Hall of Justice, is it wise to retrofit and wait to see if the other strategies provide relief, or should we be considering a building which will give us a definite timeline for permanent closure of the Hall of Justice jails while providing needed treatment and program space?



Appendix A : Work Group Roster



Work Group Members

Name	Affiliation
Amos Brown	Pastor, Third Baptist Church
Andrea Salinas	Representative, No New SF Jail Coalition
Angel Morales-Carrion	Youth Representative
Ben Rosenfield	Controller, San Francisco Controller's Office
Carletta Jackson-Lane	Executive Director, Sojourner Truth Foster Family Service Agency
David Serrano Sewell	Regional Vice President, Hospital Council of Northern and Central California
Eduardo Vega	President and CEO, Mental Health Association of San Francisco
Essex Lordes	Representative, Communities United Against Violence
Garret Tom	Deputy Chief, Professional Standards and Principled Policy Bureau
George Gascón	District Attorney, Office of the San Francisco District Attorney
Greg Suhr/Toney Chaplin	San Francisco Police Department
Jacqueline Flin	Executive Director, A. Philip Randolph Institute
James Bell	Executive Director, W. Haywood Burns Institute
James E. Loyce, Jr.	Advocate, Behavioral Health and Social Justice
Jane Kim	District 6 Supervisor, San Francisco Board of Supervisors
Jeff Adachi	Public Defender, San Francisco Public Defender's Office

Work Group Members (continued)

Name	Affiliation
Joe Calderon	Representative
Ronald Albers/John Stewart	Judges, San Francisco Superior Court
Karen Fletcher	Chief Adult Probation Officer, San Francisco Adult Probation Department
Lillian Kim Shine	Executive Director, Bayview Hunters Point Foundation
Lisa Marie Alatorre	Human Rights Organizer, Coalition on Homelessness
Lizzie Buchen	Statewide Advocacy and Communications Coordinator, Californians United for a Responsible Budget
London Breed	District 5 Supervisor, San Francisco Board of Supervisors
Mallory Scott Cusenbery	Principal, RossDrulisCusenbery Architecture, Inc.
Mario Molina	Lieutenant, San Francisco Police Department
Mattie Scott	Chapter Leader, Mothers in Charge
Melissa Howard	Budget Director, Office of Mayor Ed Lee
Michael P. Connolly	Commanding Officer, Professional Standards and Principled Policing Bureau, San Francisco Police Department
Mohammed Nuru	Director, San Francisco Department of Public Works
Naomi Kelly	City Administrator, Office of the San Francisco City Administrator
Phoebe Dodd Vanderhorst	Founder, Way-Pass Program, City College of San Francisco

Work Group Members (continued)

Name	Affiliation
Steve Fields	Executive Director, Progress Foundation
Theresa Sparks/Zoe Polk	San Francisco Human Rights Commission
Will Leong	Chief Executive Officer, San Francisco Pretrial Diversion Project
Windy Click	Member, California Coalition for Women Prisoners
Woods Ervin	Representative



Appendix B: Work Group Prioritization Process

Prioritization Criteria



1. Does this strategy align with the Work Group goal of reducing San Francisco's jail population safely and justly such that City can **permanently close County Jails #3 and #4**?



2. Will this strategy help reduce the jail population **within three years**?



3. Does this strategy create new options for **treating justice-involved individuals with a mental illness** outside of the jail?



4. Will this strategy make an impact in reducing **racial disparities** among those that are incarcerated in San Francisco?

Prioritization Process

- Capital Investments
 - All actions considered
(Yes/No/Abstain)
- Policies
 - All actions considered
(Yes/No/Abstain)
- Services and Programs
 - Top three actions chosen for each strategy
(Yes/Abstain)

Capital Investments

Strategy	Results
C1. Invest in City Housing	4 of 4 actions prioritized
C2. Invest in Behavioral Health Facilities	3 of 4 actions prioritized
C3. Invest in Navigation and Support Facilities	1 of 1 action prioritized
C4. Invest in Jail Facility Renovations	2 of 2 actions prioritized
C5. Invest in Jail Replacement Beds	0 of 3 actions prioritized
C6. Invest in Community-Based Programs	1 of 1 action prioritized

Policies

Strategy	Results
P1. Improve efficiency of case resolution	9 of 9 actions prioritized
P2. Increase use of collaborative courts	2 of 2 actions prioritized
P3. Reduce or eliminate bail payment	3 of 3 actions prioritized
P4. Increase release opportunities	2 of 2 actions prioritized
P5. Reduce or eliminate housing of federal detainees	0 of 1 action prioritized (close to even split)
P6. Continue to invest in data collection, data sharing, data quality, and data transparency	4 of 4 actions prioritized
P7. Adopt policies that will reduce racial disparities	1 of 1 action prioritized

Services and Programs

Strategy	Results
S1. Develop coordinated continuum of services that address root causes of incarceration	Top 3 actions prioritized
S2. Expand and improve non-law enforcement outreach and intervention	Top 3 actions prioritized
S3. Expand opportunities for pre-booking and pre-trial release	Top 3 actions prioritized
S4. Expand opportunities for non-traditional case resolution	Top 3 actions prioritized
S5. Expand and improve discharge planning and reentry services	Top 3 actions prioritized
S6. Expand housing accessibility for individuals exiting custody	Top 3 actions prioritized
S7. Expand the capacity of community-based organizations	Top 3 actions prioritized