Synthesis of Work Group Strategies

Work Group Meeting #8 – October 28, 2016

Introduction

The Work Group to Re-Envision the Jail Replacement Project was formed via resolution to support the Mayor and the Board of Supervisors in developing recommendations to permanently close County Jails #3 and #4 located at the seismically compromised Hall of Justice. The resolution also stated that recommendations should encompass corresponding investments in new mental health facilities as well as address jail retrofits needed to uphold public safety and better serve at-risk individuals. The three co-chairs, Vicki Hennessy (Sheriff), Barbara Garcia, (Director of Department of Public Health), and Roma Guy (Taxpayers for Public Safety), are charged with direction and oversight of the process to ensure the project meets the goals set out by the Board of Supervisors. During monthly meetings from March to August 2016, Work Group members were given the opportunity to break into small groups, discuss the strengths and challenges of the criminal justice system within the framework of the San Francisco Sequential Intercept Model (SIM)¹, and propose ideas to meet the Work Group's goals. Work Group members were also provided with issue briefs in advance of each of these meetings that included suggested intervention strategies developed by members of the Technical Support Team (TST)² on how to divert more individuals from San Francisco's jails. The Work Group Strategies list, attached as Appendix A, presents a synthesis of strategies generated from small group discussions, issue briefs, and the co-chairs. The Work Group will prioritize the strategies that best align with the Work Group's goals during the final two Work Group meetings (October 14, 2016 and October 28, 2016). The Work Group will be asked to consider the following four questions as they prioritize strategies:

- 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 mentally ill justice-involved individuals outside of the jail?
- 4. Will this strategy make an impact in reducing racial disparities among those that are incarcerated in San Francisco?

Approach

All the strategies proposed by the Work Group, TST and co-chairs have been inventoried, synthesized, and grouped into three main categories – capital investments, services and programs, and policies. The **Capital Investment** category includes actions that the City and County of San Francisco (the "City") could fund to create new facilities for people that may otherwise be housed in County Jails #3 and #4. Capital Investment strategies include facility replacement beds proposed by the Sheriff to house the expected jail population and respond to the immediate need to permanently close County Jails #3 and #4. The **Services and Programs** category includes actions that might require the City to strategically invest in new or expanded programs and services to reduce the jail population. The **Policies** category includes actions that would require local or state policy/legal reform.

The complete list of strategies that Work Group members will prioritize on is attached as Appendix A: Work Group Strategies.

Certain strategies generated by the Work Group and TST were assessed based on available data and research to demonstrate the degree to which they could potentially reduce San Francisco's jail population. These strategies will be presented at the Work Group's October 14 meeting and are attached as Appendix B.

¹ Adapted from a national model, the San Francisco Sequential Intercept Model (SIM) is a simplified visual of the criminal justice system that gives an overview of the process from initial contact with law enforcement through disposition, community re-entry, and beyond. It illustrates five different "intercept" points at which interventions can be made to divert individuals from the criminal justice system.

² The TST formed to support the Work Group. Since February 2016, the TST has met at least twice a month to assess the viability of emerging recommendations and prepare content for Work Group meetings.

Appendix A: Work Group Strategies - EDITED

<u>Capital Investments</u>				
			Recommendation	
Strategies	#	Actions	Source	Prioritize (Y/N)
	1	Prioritize the development of low-income housing.	WG	
	2	Create cooperative housing for those exiting custody who are homeless but do not need residential treatment.	WG	
C1. Invest in City Housing		Increase housing capacity for shelter, transitional, supportive, and permanent housing, and distribute housing site to reach	Facilities Issue Brief,	
	3	communities in need.	page 5	
	4	Embed wraparound services in the community.	WG	
		Develop a 47-bed Pyschiatric Respite Program located at Zuckerberg San Francisco General to provide voluntary mental health	Facilities Issue Brief,	
	5	and substance use disorder treatment services.	page 5	
C2. Invest in Behavioral Health			Facilities Issue Brief,	
Facilities	6	Increase the number of available county-funded locked psychiatric beds (not under custody of Sheriff).	pages 3-4	
		Create a Behavioral Health Justice Center that provides services such as respite beds, short-term residential treatment beds,	Facilities Issue Brief,	
	7	long-term residential dual diagnosis treatment beds, short-term secure inpatient transitional care.	pages 4-5	
C3. Invest in Navigation and			Facilities Issue Brief,	
Support Facilities		Create a Reentry Navigation Center open 24/7 to provide post release case management to homeless or unstably housed	page 6; Intercept 4-5	
support l'utilities	8	people exiting jail and people participing in post release programs.	Issue Brief, page 6	
		Renovate County Jail #2 to safely accommodate a portion of the incarcerated people that would be displaced as a result of the	Facilities Issue Brief,	
C4. Invest in Jail Facility	9	closure of County Jail #4 (under custody of Sheriff).	page 4	
Renovations		Create an inter-agency and interdisciplinary intake and discharge planning center in County Jail #1 to efficiently plan for exits	Intercept 4-5 Issue	
	10	from custody and ensure a warm handoff of incarcerated people to identified service providers.	Brief, page 3	
		Build a new jail facility to address gap in jail beds necessary to close seismically and architectually deficient CJ#3 and #4		
	11	(under custody of Sheriff).	Sheriff	
C5. Invest in Jail Replacement				
Beds		Develop a integrated replacement detention/behavioral health facility with specific mental health treatment beds and		
	12	programming for criminally involved individuals ineligible for immediate release and diversion (under custody of Sheriff).	Sheriff	
		Enter into a contract with Alameda County for replacement jail beds to address gap in jail beds needed to close the sesimically		
	13	and architectually deficient CJ#3 and #4 (under custody of Sheriff).	Sheriff	
C6. Invest in Community-based			WG	
rograms	14	Create more small, community-based residential behavioral health treatment centers.	WG	

Policies				
			Recommendation	
Strategies	#	Actions	Source	Prioritize (Y/N)
		Hold arraignment calendars in the morning and on weekends to reduce the amount of unnecessary time some individuals	Intercept 3 Issue Brief,	
	1	spend in custody waiting for this initial hearing.	page 4	
			Intercept 3 Issue Brief,	
	2	Create a walk-on calendar for persons with bench warrants to reduce bookings for these warrants.	page 4	
		Simplify the Supplemental Report process that is required by the Adult Probation Department for all those held in custody on	Intercept 3 Issue Brief,	
	3	motions to revoke probation. Court hearings are delayed for these people until this process is completed.	page 4	
		Screen for out-of-county warrants to share information with the Public Defender at arraignment so attorneys can start working	Intercept 3 Issue Brief,	
1. Improve efficiency of case	4	on clearing such warrants as soon as possible.	page 4	
esolution		Share staff between all collaborative courts to track availability of support services and coordinate with service providers to	Intercept 3 Issue Brief,	
	5	direct court participants as appropriate to available housing, treatment, or peer support opportunities.	page 4	
		Explore possible policy changes that encourage prosecutors to make plea offers for non-violent crimes that do not include jail	Intercept 3 Issue Brief,	
	6	time.	page 4	
		Enable District Attorney's Office to make charging decisions on Saturdays and Sundays to reduce the length of stay of	Intercept 0-2 Issue	
	7	individuals booked into jail on or near the weekend.	Brief, page 8	
	8	Monitor and reduce continuances in case proceedings.	District Attorney	
			Intercept 3 Issue Brief,	
	9	Extend court hours to nights and weekends to decrease time to disposition.	page 5	
2. Increase use of	10	Expand use of location-specific collaborative courts.	WG	
ollaborative courts		Provide incentives and expand eligibility guidelines to increase the likelihood that defendants will elect to seek treatment	Intercept 3 Issue Brief,	
	11	through collaborative court processes.	page 5	
	12	Advocate for reduction of bail amounts in San Francisco Superior Court's bail schedule.	WG	
3. Reduce or eliminate bail			Intercept 0-2 Issue	
ayment	13	Subsidize bail payments for some incarcerated individuals.	Brief, page 8	
	14	Advocate for reform of statewide laws on bail.	WG	
4. Increase release	15	Advocate for state legislature to expand eligibility for cite and release.	WG	
pportunities			Intercept 4-5 Issue	
pportunities	16	Explore how to apply governor's Credit Earning Program so that incarcerated people are eligible for release earlier.	Brief, page 3-4	
Reduce or eliminate			Intercept 3 Issue Brief,	
ousing of federal detainees	17	Terminate contract with federal government to house federal prisoners.	page 4	
		Expand role of JUSTIS information system to support use of ciminal justice data to inform system improvments and coordinate		
	18	efforts across multiple justice jurisdictions.	WG	
6. Continue to invest in data		Expand the Sheriff Department's resources and capacity to address limitations in data collection and analysis so that City can		
ollection, data sharing, data	19	calculate definitively which strategies will allow City to reduce population by 83,220 bed days.	WG	
uality, and data transparency		Coordinate inter-departmental data collection and quality control effort for missing variables listed in Burns Report and		
ualicy, and uata transparency	20	Appendix A of Data Brief (especially race/ethnicity data).	WG	
		Expand the San Francisco Police Department's capacity to collect data, and require that the department collect data on cite and		
	21	arrests.	WG	
7. Adopt policies that will				
educe racial disparities	22	Ensure any investments in capital, programs, and services include an analysis on disparate racial impact.	WG	

Services and Programs				
Strategies	#	Actions	Recommendation Source	Prioritize (Choose up to 3 from each category)
			Intercept 0-2 Issue	
	1	Expand crisis diversion programs.	Brief, page 4	
51. Develop coordinated	2	Expand 24-hour psychiatric center (no beds).	WG	
continuum of services that	3	Extend an individual's length of stay in treatment facilities.	WG	
address root causes of		Increase the number of residential treatment beds available for individuals with substance abuse disorders and/or mental	Facilities Issue Brief,	
ncarceration	4	health needs.	page 3	
		Implement Women and Gender Responsive Blue Print strategies and other to be developed strategies as a part of a		
	5	collaborative effort focused on exits from custody and increased self-sufficiency	Roma Guy	
	6	Bring multiple co-located services into neighborhoods (via mobile or community-based centers).	WG	
	7	Expand the work of the Homeless Outreach Team (HOT) and case managers to provide wrap-around services.	WG	
	8	Allow trained employees outside the criminal justice system conduct welfare checks.	WG	
		Improve the Street Violence Intervention Program (SVIP) which provides street outreach and engagement, public education,		
	9	food distribution, family support, crisis response, and community mobilization.	WG	
S2. Expand and improve non-	10	Increase the number of behavioral health and mental health professionals outside the criminal justice system on the streets.	WG	
aw enforcement outreach and		Create a critical response team where community members partner with police to respond to calls, deescalate situations, and		
ntervention	11	attend to community concerns.	WG	
		Expand the capacity of 911 call centers to deal with mental health crises through dispatcher training or installing mental health		
	12	workers in the centers.	WG	
		Establish a joint response team of mental health crisis clinicians and police officers.	WG	
	14	Promote greater coordination between 5150 releases and discharges.	WG	
	15	Expand the capacity of the SFPD Crisis Intervention Team (CIT) to conduct comprehensive health assessments prior to arrest.	WG	
	16	Review the success rate of diversion programs and expand what works.	WG	
			Intercept 3 Issue Brief,	
	17	Expand Pretrial Diversion's capacity to serve more clients.	page 3	
53. Expand opportunities for			Intercept 3 Issue Brief,	
pre-booking and pre-trial	18	Increase the capacity of Public Defender's Bail Unit to file more motions to reduce or eliminate bail in more cases.	page 3	
elease		Develop pilot program in which law enforcement can redirect low-level offenders to services instead of jail (e.g., Seattle LEAD		
	19	program).	WG	
			Intercept 0-2 Issue	
	20	Create a one-stop-shop triage center to make pre-booking diversion easier for arresting agencies.	Brief, page 5	
		Expand formal supervision courts to identify those who are just about to have their probation revoked and proactively work to	Intercept 3 Issue Brief,	
	21	determine what else could be done instead of returning an individual to custody.	page 4	
		Increase the capacity of the Sentencing Planner Program at the District Attorney's Office to conduct more in-depth case reviews		
54. Expand opportunities for	22	that determine if alternatives to incarceration are apporpriate for defendants.	page 4	
non-traditional case resolution		Explore possibility of sentencing people directly to probation with electronic monitoring, eliminating the need for sentenced	Intercept 4-5 Issue	
	23	people to spend time in custody awaiting release.	Brief, page 3	
		Create a conservatorship court to support individuals with complex behavioral health needs to receive treatment in the least	Intercept 3 Issue Brief,	
	24	restrictive environment.	page 4	

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		Integrate more previously incarcerated individuals into the Mentoring and Peer Support program (MAPS) which provides peer	<u>г</u>	
		mentoring and support services for clients with co-occurring disorders within the Behavioral Health Court, the Drug Court, and		
	25	the Veterans Justice Court.	WG	
		Expand funding for community-based organizations to better coordinate their work with discharge planning, ensure thoughtful		
	26	time of day release, and ensure an individual's safe passage to their destination.	WG	
S5. Expand and improve		Expand community-based mentoring opportunities between previously incarcerated community members and peers still		
discharge planning and reentry	27	entrenched in the system.	WG	
services		Expansion of existing effective and evidence-based community reentry services such that services are located in neighborhoods	Intercept 4-5 Issue	
	28		Brief, page 6	
		Use Swords to Plowshares model to serve more people exiting the jail system (Swords to Plowshares provides case		
	29	management and housing to veterans exiting San Francisco's jail system).	Roma Guy	
		Consolidate reentry and social services and resources for at-risk populations and previous offenders, making them more		
	30	accessible and well-staffed.	WG	
		Expand wraparound services like the Housing and Employment for Recovery Outcomes (HERO) program which provides six		
	31	months of no-cost housing and supported employment to Behavioral Health Court defendants.	WG	
		Explore funding a housing voucher program to financially support families that are willing to take in homeless individuals	Intercept 3 Issue Brief,	
S6. Expand housing	32	exiting custody.	page 4	
accessibility for individuals			Intercept 3 Issue Brief,	
exiting custody	33	Assess the need for Board and Care options and whether these facilities could be subsidized or incentivized by the City.	page 4	
exiting custody			Facilities Issue Brief,	
	34	Increase the number of State Hospital beds.	page 3-4	
		Grant homeless or unstably-housed people leaving jail and community treatment programs priority access to existing		
	35	subsidized housing.	WG	
S7. Expand the capacity of				
community-based organizations	36	Reinvest in community-based organizations that hold local knowledge but face limited resources.	WG	

Appendix B: Analysis of Strategies

Strategies	#	Actions	Likely to impact jail population?	Likely magnitude of impact? (bed days)	What would it take?	Evidence	What don't we know?
C1	3	Increase supportive housing capacity. (Note: Action C1.3 also includes shelter, transitional housing and permanent housing, but our analysis focuses only on supportive housing).	Yes	Don't know	Increase City funding for supportive housing development and service provision	Individuals placed in SF supportive housing during Fiscal Year 2010-11 (FY11) were 59 percent less likely to have at least one jail stay after placement than before (296 individuals in FY10, 122 individuals in FY14). Source: SF Budget and Legislative Analyst	Was supportive housing responsible for the decrease in jail stays?
C2	6	Increase the number of available county- funded locked psychiatric beds.	Yes	1,000s		Best data available suggests 4,025 bed days occupied by 35 people in 2015 waiting for transfer to county- funded locked psychatric beds.	
P1	1	Hold arraignment calendars in the morning and on weekends to reduce the amount of unnecessary time some individuals spend in custody waiting for this initial hearing	Yes	100s	Advocate with SF Superior Court to staff arraignment hearings on weekend. District Attorneys, Public Defenders and Sheriff's Deputies would also need to work weekends.	 Best data available suggests weekend arraignment may reduce bed days by 254 224 individuals were arrested Thurs-Sun and released on OR at arraignment 	
P1	7	Enable District Attorney's Office to make charging decisions on Saturdays and Sundays to reduce the length of stay of individuals booked into jail on or near the weekend	Yes	1,000s	Unknown if will require new DA or Police staff, but may require 2 extra Sheriff shifts in records unit	 Best data available suggests weekend charging decisions may reduce bed days by 3,497 for people arrested on or near the weekend, but may be an overestimate. DA chose not to file charges for 3,090 court numbers related to arrests made Thurs-Sun in 2015. 	 Analysis is based on general policies for rebooking timelines, not actual custody data. How long are individuals actually in custody? How many individuals are released on OR or bail prior to rebooking decision? How many individuals whose charges were downgraded from a felony to a misdemeanor at rebooking were released as a result?
Р3	12	Advocate for reduction of bail amounts in San Francisco Superior Court's bail schedule	Yes	Don't know	Engage SF Superior Court officials in discussion	Public Policy Institute of California (PPIC) estimated that "a 31 percent drop in the statewide average bail level, which equates to a \$10,000 decrease, would result in a 4 percentage point reduction in the share of unsentenced inmates." ¹	Are these statewide findings relevant to San Francisco?
Ρ3	13	Subsidize bail payments for some incarcerated individuals	Yes	Don't know	who is available and fund	 It is not known who would be eligible for bail subsidies. 75 individuals in jail on August 23, 2016 had a bail <\$50,000 and were not being held for other reasons (e.g. out-of-county hold). 	 How many people would be eligible for bail subsidies? Estimates are for a snapshot day. What would be cost and impact for an entire year? At what rate would individuals released on bail recidivate? What would be jail impact for those who fail to appear in court?
P3	14	Advocate for reform of statewide laws on bail	Yes	Don't know	Advocate with State	See above. It is unknown who would be impactd by bail reform.	How many more individuals would be released on bail post-reform than pre-reform?
P5	17	Terminate contract with federal government to house federal prisoners	Yes	10,000s	Must provide 30 day notice for contract termination	Federal detainees accounted for 14,299 jail bed days in 2015, based on Sheriff data.	

S1	Increase the number of residential treatment beds available for individuals with substance abuse disorders and/or mental health needs	Yes	10,000s	abuse treatment services that	Best data available suggests 10,732 bed days occupied per year by 276 people waiting for transfer to	 Some people do not complete residential programs. How many return to custody? For how long? If there isn't a long waiting list for residential treatment, how many more individuals would choose to participate?
S3	19 Develop pilot program in which law enforcement can redirect low-level offenders to services instead of jail (e.g., Seattle LEAD program)	Yes		Will apply for state funding in	the LEAD group spent 39 fewer days in jail per year subsequent to their evaluation entry. (Source:	 Would results be similar in San Francisco? How many people would be served? What are longer term recidivism impacts of the program?
S6	34 Increase the number of State Hospital beds.	Yes	1,000s	Incomia deemed incompetent	Best data available suggests 3,323 bed days occupied by 52 people in 2015 waiting for transfer to the State Hospital.	

¹Tafoya, Sonia M. "Assessing the Impact of Bail on California's Jail Population," Public Policy Institute of California.