

# Work Group to Re-envision the Jail Replacement Project

## Recap & Highlights (Discussion Item)

Capital Planning Committee  
December 12, 2016



# Background

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- 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.

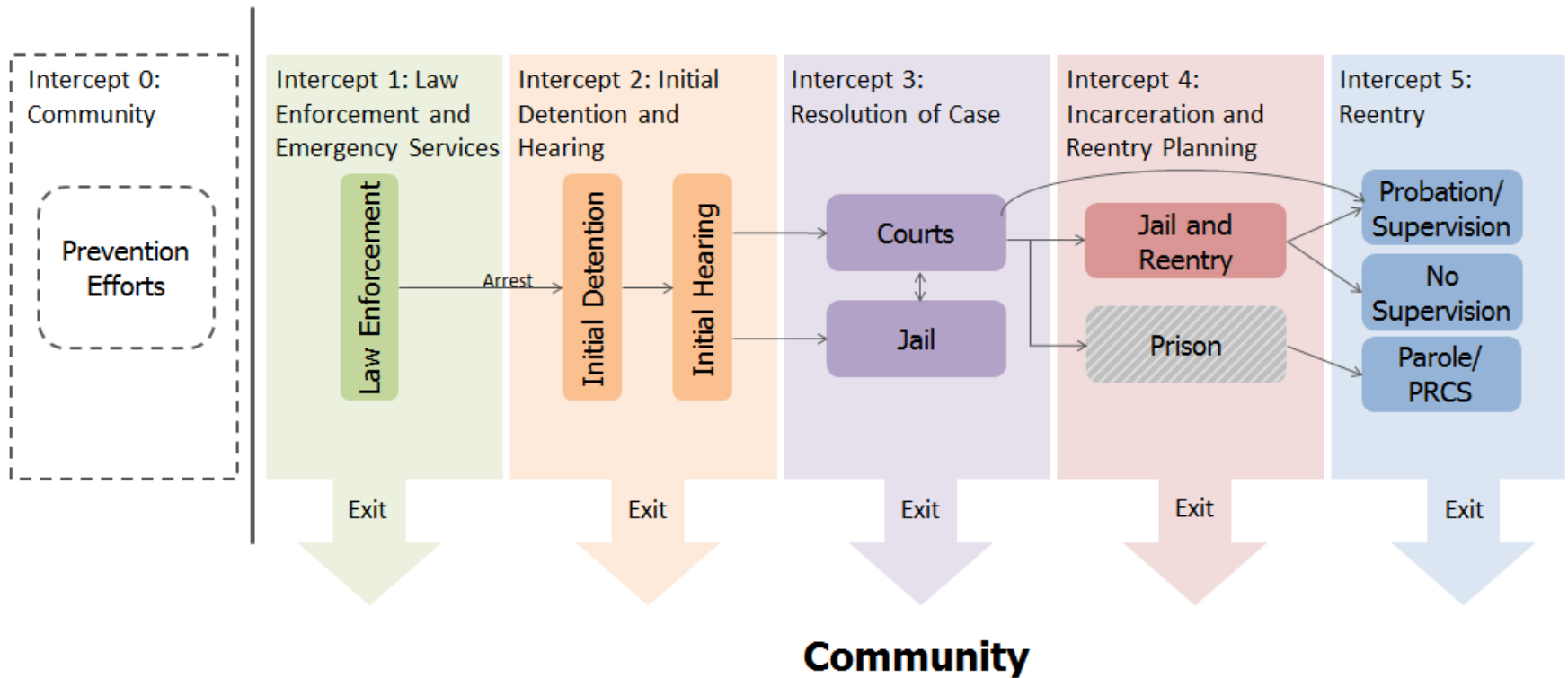
# Work Group Process

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- Meetings from March – October 2016
- 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.

# Key Analytical Frameworks

- Sequential Intercept Model



- Bed Day System Capacity Analysis to quantify reduction target (1 person in jail for a week accounts for 7 bed days)

# What We Learned

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- Clearer understanding of various jail subpopulations, such as the severely mentally ill, and strategies to reduce inappropriate criminal justice involvement.
  - More housing and placement options are needed.
  - 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.
- Relatively few prisoners with longer stays have biggest impact on bed days.
- Clear racial disparities exist in the jail population.

# Strategy Categories

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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

## Next Steps

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- Co-chairs submit written report to the Board 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.



# Capital Priorities: Director Barbara Garcia

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- Additional behavioral health interventions needed.
  - Wait times for court-ordered residential treatment can be 6 weeks for substance use disorder and 60 to 90 days for mental health.
- Exploring opportunities for an additional 102 beds.
  - 15 beds at Hummingbird Place at the Behavioral Health Center located on the ZSFG campus.
  - 40 locked psychiatric beds in SF.
  - 47 dual diagnosis treatment beds at the Behavioral Health Center located on the ZSFG campus.





# Capital Priorities: Roma Guy

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- Significant consensus by Work Group members to permanently close County Jails #3 and #4 without constructing a replacement jail
  - Invest instead in criminal justice program collaborations such as the Law Enforcement Assisted Diversion project and the Arnold Foundation's Public Safety Assessment tool.
- Recognize the important role the Departments of Public Health and Homelessness & Supportive Housing have in ensuring investment in community-based treatment and supportive housing programs.
- Eliminating racial disparities in City incarceration rates is central to the successful permanent closure of seismically unsafe County Jails #3 and #4.



# Capital Priorities: Sheriff Vicki Hennessy

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- Continue to provide safe, secure and humane custody facilities with dedicated, professional and compassionate staff.
- Support for corresponding investments in new mental health facilities.
- Plan for the permanent closure of Jails #3 and #4.
  - Prisoner capacity
  - Other Jail facility dependencies on the Hall
- Invest in current jail retrofits needed to uphold public safety and better serve at-risk individuals.
  - BSCC funding opportunity for 425 7<sup>th</sup> Street (Jails #1 and #2).

# Hall of Justice Considerations

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- 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?
- 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?

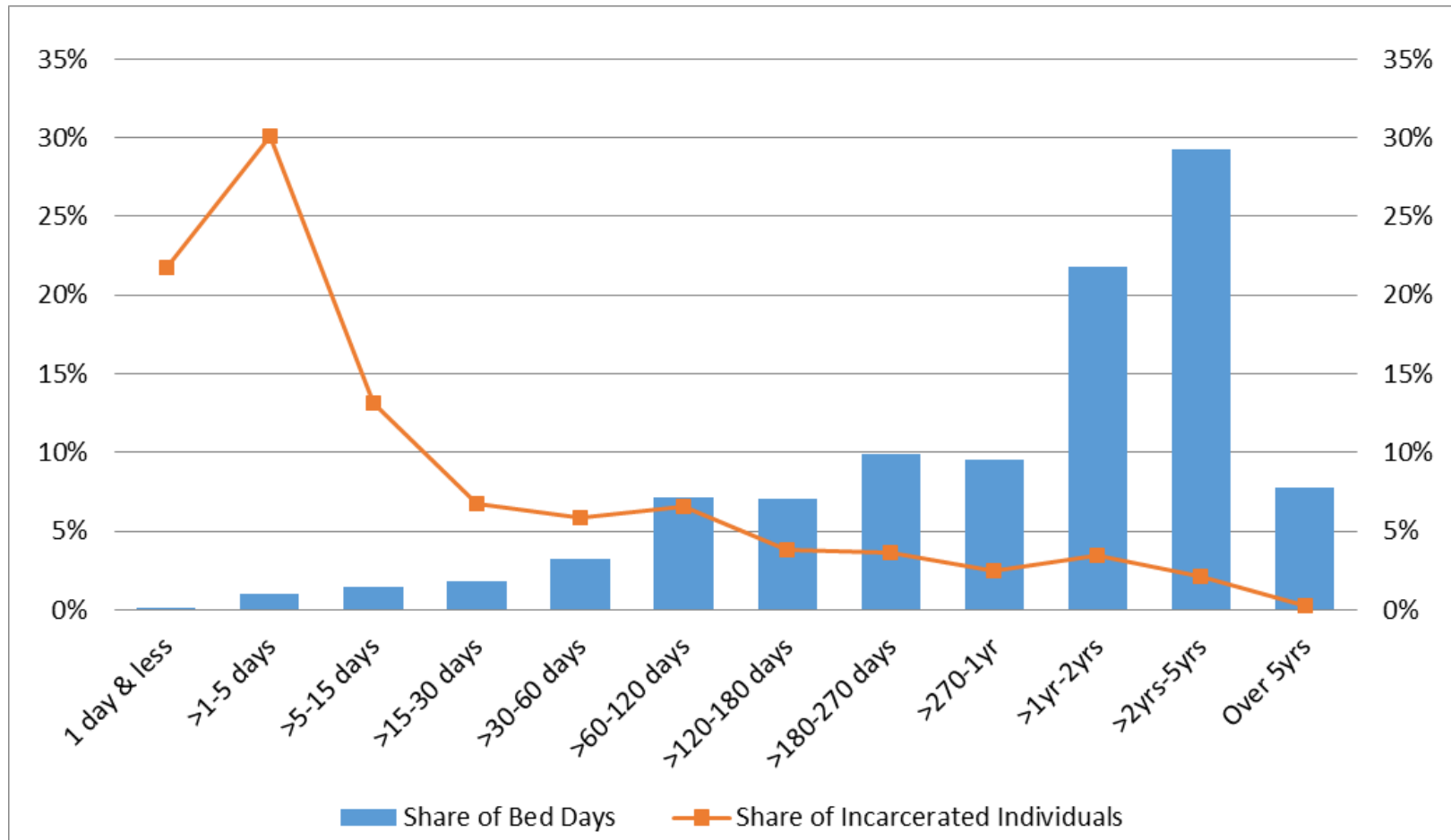


# Appendix A : Select Data



# 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.



# Appendix B: Work Group Prioritization Process

## Prioritization Criteria

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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

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- 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

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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

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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

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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