

File No. 151180

Committee Item No. 43

Board Item No. 42

### COMMITTEE/BOARD OF SUPERVISORS

#### AGENDA PACKET CONTENTS LIST

Committee: Budget and Finance

Date December 2, 2015

Board of Supervisors Meeting

Date DECEMBER 15, 2015

#### Cmte Board

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| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | Resolution                                   |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Ordinance                                    |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Legislative Digest                           |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Budget and Legislative Analyst Report        |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Youth Commission Report                      |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Introduction Form                            |
| <input checked="" type="checkbox"/> | <input checked="" type="checkbox"/> | Department/Agency Cover Letter and/or Report |
| <input type="checkbox"/>            | <input type="checkbox"/>            | MOU  |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Grant Information Form                       |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Grant Budget                                 |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Subcontract Budget                           |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Contract/Agreement                           |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Form 126 – Ethics Commission                 |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Award Letter                                 |
| <input type="checkbox"/>            | <input type="checkbox"/>            | Application                                  |
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Completed by: Linda Wong Date November 23, 2015  
Completed by: L.W. Date 12/10/15

1 [Amended Ten-Year Capital Expenditure Plan - FYs 2016-2025]

2  
3 **Resolution amending the City's ten-year capital expenditure plan for FYs 2016-2025 to**  
4 **accept an award of \$80,000,000 from the California Board of State and Community**  
5 **Corrections for the proposed Rehabilitation and Detention Facility Project and to**  
6 **recognize the revised scope thereof; and to advance projects within the Justice**  
7 **Facilities Improvement Program financed through the Capital Plan's General Fund Debt**  
8 **Program.**

9  
10 WHEREAS, This Board of Supervisors (the "Board") of the City and County of San  
11 Francisco (the "City") adopted Ordinance No. 216-05 (the "Capital Planning Ordinance")  
12 amending San Francisco Administrative Code, Sections 3.20 and 3.21, to authorize the  
13 formation of a Capital Planning Committee (the "Committee") and the annual preparation and  
14 adoption of a ten-year capital expenditure plan for the City, including an assessment of the  
15 City's capital infrastructure needs, investments required to meet the needs identified through  
16 this assessment, and a plan of finance to fund these investments; and

17 WHEREAS, The Capital Planning Ordinance requires that the ten-year capital  
18 expenditure plan include all major planned investments to maintain, repair, and improve the  
19 condition of the City's capital assets, including, but not limited to, City streets, sidewalks,  
20 parks and rights-of-way; public transit infrastructure; airport and port; water, sewer, and power  
21 utilities; and all City-owned facilities; and

22 WHEREAS, The Capital Planning Ordinance further requires that the ten-year capital  
23 expenditure plan include a plan of finance for all recommended investments, including the  
24 proposed uses of general and enterprise funds to be spent to meet these requirements; and  
25

1 the use and timing of long-term debt to fund planned capital expenditures, including general  
2 obligation bond measures; and

3 WHEREAS, The Capital Ordinance establishes March 1 as the target date for the City  
4 Administrator's submission of the annual ten year Capital Plan to the Mayor of the City and  
5 the Board, and calls for the Mayor and the Board to review, update, amend and adopt the ten-  
6 year capital plan by May 1 of each year; and

7 WHEREAS, At the March 2, 2015, meeting the Committee unanimously adopted the  
8 ten-year Capital Plan for FYs 2016-2025 and approved it for submission to the Mayor and the  
9 Board for its consideration (as so adopted, the "Capital Plan"); and

10 WHEREAS, In Resolution No. 144-15 (the "Resolution") the Board approved the  
11 Capital Plan on April 21, 2015; and

12 WHEREAS, The Capital Plan provided for the issuance of approximately \$278,000,000  
13 in certificates of participation to finance the proposed Rehabilitation and Detention Facility  
14 Project (the "RDF Project"); and

15 WHEREAS, The State Board of State and Community Corrections (the "State") issued  
16 a Request for Proposals on June 10, 2015, in which counties with more than 700,000  
17 residents are eligible to request up to \$80,000,000 in lease revenue bonds, notes or bond  
18 anticipation notes issued by the State to finance the acquisition, design and construction of  
19 adult local criminal justice facilities; and

20 WHEREAS, The Committee and the Board of Supervisors reduced the scope of the  
21 RDF Project from \$278,000,000 to \$240,000,000 as a part of the City's proposal to receive  
22 funding from the State; and

23 WHEREAS, The City was awarded State funding in the amount of \$80,000,000 (the  
24 "Award"), thereby reducing the City's RDF Project costs to \$160,000,000; and

1           WHEREAS, Acceptance of the Award will realize savings in current and future capital  
2 projects and open debt capacity within the Capital Plan Debt Program; and

3           WHEREAS, The Hall of Justice, a seismically deficient facility, has been a priority of  
4 the Capital Plan since the plan's inception; and

5           WHEREAS, The capital project savings and debt capacity realized by the acceptance  
6 of the Award would be best utilized by accelerating the movement of City departments out of  
7 the Hall of Justice, as part of the Justice Facilities Improvement Project; and

8           WHEREAS, The Capital Plan anticipates financing the relocation of the following City  
9 Departments (collectively the "City Departments") out of the Hall of Justice: the District  
10 Attorney's Offices and San Francisco Police Department in 2021, and the Adult Probation  
11 Department in 2019; and

12           WHEREAS, At the November 16, 2015, meeting the Committee adopted an amended  
13 ten-year Capital Plan for FYs 2016-2025 to accept the Award and to finance the relocation of  
14 the City Departments; and

15           WHEREAS, At the same meeting the Committee approved the Capital Plan as so  
16 amended for submission to the Mayor and the Board for its consideration (as so adopted, the  
17 "Amended Capital Plan"); and

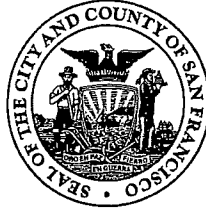
18           WHEREAS, The Amended Capital Plan and the City Administrator's transmittal letter  
19 are on file with the Clerk of the Board of Supervisors File No. 151180, which is hereby  
20 declared to be a part of this resolution as if set forth fully herein; now, therefore, be it

21           RESOLVED, That the above recitals are true and correct; and, be it

22           FURTHER RESOLVED, That this Board has reviewed the Amended Capital Plan; and  
23 be it

24           FURTHER RESOLVED, That this Board hereby adopts the Amended Capital Plan as  
25 the City's ten-year capital expenditure plan for purposes of the Capital Planning Ordinance.

**Youth Commission**  
City Hall ~ Room 345  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102-4532



(415) 554-6446  
(415) 554-6140 FAX  
[www.sfgov.org/youth\\_commission](http://www.sfgov.org/youth_commission)

## YOUTH COMMISSION MEMORANDUM

**TO:** Supervisor Mark Farrell, Chair, Budget & Finance Committee  
Honorable Mayor Edwin Lee  
Nicole Elliot, Mayor's Legislative Director

**CC:** Board President London Breed  
Honorable Members, Budget & Finance Committee  
Angela Calvillo, Clerk of the Board of Supervisors  
Linda Wong, Clerk, Budget & Finance Committee  
Jess Montejano, Legislative Aide to Supervisor Farrell  
Margaux Kelly, Legislative Aide to Supervisor Farrell  
Catherine Stefani, Legislative Aide to Supervisor Farrell  
Cris Plunkett, Youth Commission Legislative Affairs Officer  
Cecilia Galeano, Youth Justice Committee co-chair  
Jessica Calderon, Youth Justice Committee co-chair  
Luis Avalos, Chair, Youth Commission

**FROM:** Adele Failes-Carpenter, Youth Commission Director

**DATE:** Monday, November 23, 2015

**RE:** Youth Voice Scheduling Request for File Numbers: 151187, 151185, 151184,  
151174, ~~151180~~, and 151175

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Board of Supervisors File numbers 151187 [Accept and Expend State Bond Financing - State Public Works Board - Construction of Rehabilitation and Detention Facility - \$80,000,000], 151185 [Issuance of Tax Exempt and Taxable Commercial Paper Notes - Construction of Rehabilitation Detention Facility - Not to Exceed \$11,310,000], 151184 [Real Property Acquisition - 814-820 Bryant Street, 444-6 Street, 450-6 Street, and 470-6 Street - Various Owners - At Fair Market Value - Not to Exceed \$14,500,000], 151174 [Authorizing Certificates of Participation - Rehabilitation Detention Facility Project - Not to Exceed \$215,000,000], 151180 [Amended Ten-Year Capital Expenditure Plan - FYs 2016-2025], and 151175 [Appropriation - Certificates of Participation for Construction of the Rehabilitation Detention Facility - \$215,000,000 - FY2015-2016] were recently referred to the Youth Commission for comment and recommendation.

I am writing pursuant to Board Rule 2.12.1, to request that discussion on the aforementioned files be scheduled at a youth-friendly afterschool hour (4:00 pm or later) in order to allow for young people to hear presentations from city staff and provide input and public comment on these important pieces of legislation.

Since 2013, Youth commissioners have invested significant effort in working to improve policies and services for children and youth with incarcerated parents, who made up some 17,993 children and youth in San Francisco at the time of DCYF's last Community Needs Assessment. Their work has included extensive investigation and advising on the topics of children's jail visiting rights, phone calls with incarcerated parents, transitions to out-of-county detention, and reentry services. Questions around the scope and design of the proposed rehabilitation detention facility and foregoing plans for other county detention facilities are important to young San Franciscans, and to youth commissioners in particular.

The recently introduced legislation on the Rehabilitation Detention facility is a substantive legislative package with many still-moving parts. Because the 30-day rule has been waived and we are entering a holiday week, the Youth Commission's 12-day report on referred legislation may not be appropriate to the timeframe associated with this legislation. Youth commissioners would like to request an afterschool hearing on these items in order to allow them to hear from presenters to better discern the proposal's effects on young people and inform their advising to the Board, as well as to fulfill their chartered duty by providing comment and recommendation during the public comment period.

We understand that the invocation of this request does not disqualify the matter from being heard outside of the requested time frame. We sincerely appreciate your consideration, and would greatly appreciate your response to this request within 48 hours, if possible.

Please do not hesitate to contact our office at (415) 554-6446 with any questions.



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Youth Commission Director  
November 23, 2105  
2015-2016 San Francisco Youth Commission  
[Adele.Carpenter@sfgov.org](mailto:Adele.Carpenter@sfgov.org)

BOARD of SUPERVISORS



City Hall  
Dr. Carlton B. Goodlett Place, Room 244  
San Francisco 94102-4689  
Tel. No. 554-5184  
Fax No. 554-5163  
TDD/TTY No. 554-5227

## MEMORANDUM

TO: Youth Commission

FROM: Victor Young, Assistant Clerk *Victor Young*  
Board of Supervisors

DATE: November 23, 2015

SUBJECT: REFERRAL FROM BOARD OF SUPERVISORS  
Budget and Finance Committee

The Board of Supervisors' Budget and Finance Committee has received the following proposed legislation, which is being referred to the Youth Commission, per Charter Section 4.124, for comment and recommendation.

**File No. 151174**

**Ordinance authorizing the execution and delivery of Certificates of Participation on a tax-exempt or taxable basis evidencing and representing an aggregate principal amount of not to exceed \$215,000,000 to finance the costs of acquisition, construction, and installation of certain additions and improvements for a rehabilitation detention facility to be located on property within the City; authorizing the issuance of commercial paper notes in advance of the delivery of the Certificates; approving the form of Trust Agreement between the City and County of San Francisco and the Trustee (including certain indemnities contained therein); authorizing the selection of the Trustee by the Director of Public Finance; approving respective forms of a Property Lease and a Lease Agreement, each between the City and the Trustee for the lease and lease back of all or a portion of certain hospital property and facilities; approving the forms of Purchase Contract, Official Notice of Sale, and Notice of Intention to Sell Certificates; directing the publication of the Notice of Intention to Sell Certificates; approving the form of the Preliminary Official Statement and the form and execution of the Official Statement relating to the sale of the Certificates; approving the form of the Continuing Disclosure Certificate; granting general authority to City officials to take necessary actions in connection with the authorization, execution, sale, and delivery of the Certificates; approving modifications to documents and agreements; declaring the City's intent to reimburse certain expenditures; and ratifying previous actions taken in connection therewith.**

**File No. 151175**

**Ordinance appropriating \$215,000,000 in Certificates of Participation for construction of the Rehabilitation Detention Facility and associated costs in FY2015-2016, and placing these funds on Controller's Reserve pending the sale of the Certificates.**

**File No. 151180**

**Resolution amending the City's ten-year capital expenditure plan for FYs 2016-2025 to accept an award of \$80,000,000 from the California Board of State and Community Corrections for the proposed Rehabilitation and Detention Facility Project and to recognize the revised scope thereof; and to advance projects within the Justice Facilities Improvement Program financed through the Capital Plan's General Fund Debt Program.**

**File No. 151184**

**Resolution authorizing the acquisition of real property at 814-820 Bryant Street, 444-6 Street, 450-6 Street, and 470-6 Street (Assessor's Block No. 3759, Lot Nos. 009, 012, 014, 043, and 045) from Lin Trust, Musso Trust, and Myung Chun, respectively; and the issuance of Commercial Paper Notes in an aggregate principal amount not to exceed \$14,500,000.**

**File No. 151185 Resolution authorizing the execution and delivery of tax-exempt and/or taxable commercial paper notes in an aggregate amount of up to \$11,310,000 to provide interim funding for the construction of the Rehabilitation Detention Facility to replace County Jail No. 3 and County Jail No. 4; and determining other matters in connection therewith.**

**File No. 151187**

**Resolution authorizing the Sheriff's Department to accept and expend \$80,000,000 of lease revenue bond financing from the State Public Works Board to fund the construction of the Rehabilitation and Detention Facility project to replace County Jail No. 3 and County Jail No. 4.**

Please return this cover sheet with the Commission's response to Linda Wong at the Board of Supervisors, City Hall, Room 244, 1 Dr. Carlton B. Goodlett Place, San Francisco, CA 94102.

\*\*\*\*\*

**RESPONSE FROM YOUTH COMMISSION**      Date: \_\_\_\_\_

\_\_\_\_\_ **No Comment**

\_\_\_\_\_ **Recommendation Attached**

\_\_\_\_\_  
**Chairperson, Youth Commission**





# OFFICE OF THE CITY ADMINISTRATOR



Edwin M. Lee, Mayor  
Naomi M. Kelly, City Administrator

November 16, 2015

The Honorable Edwin M. Lee, Mayor  
City and County of San Francisco  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102

Honorable Members of the Board of Supervisors  
City and County of San Francisco  
1 Dr. Carlton B. Goodlett Place  
San Francisco, CA 94102

Re: Amendment to the Capital Plan FY 2016 – FY 2025

Dear Mayor Lee and Members of the Board of Supervisors:

In compliance with the San Francisco Administrative Code Section 3.20, I am pleased to submit an amendment to the City and County of San Francisco Fiscal Year 2016 – 2025 Capital Plan (“the Capital Plan”). This amendment recognizes the California Board of State and Community Corrections award of \$80 million in financing for the Rehabilitation and Detention Facility (RDF), adjusts the project’s total cost to reflect a reduction in the number of beds, and makes associated adjustments to the Capital Plan’s General Fund Debt program.

On July 21, 2015, the Board of Supervisors approved a resolution to submit an application for SB 863 funds to help finance the replacement of the jails located in the seismically deficient Hall of Justice, a longstanding priority of the Capital Plan. On August 28, 2015, the City submitted its application to the California Board of State and Community Corrections. On November 12, 2015, San Francisco was awarded \$80 million for the RDF project. This award in combination with a smaller facility reduced the City’s project costs from \$278 million to \$160 million.

If accepted, the award would create capacity in the General Fund Debt program to expedite the relocation of the District Attorney’s Offices, San Francisco Police Investigations Unit, and Adult Probation Department from the Hall of Justice. The award would also enable the creation of a new Psychiatric Respite Program to be operated by the Department of Public Health on the campus of Zuckerberg San Francisco General Hospital.

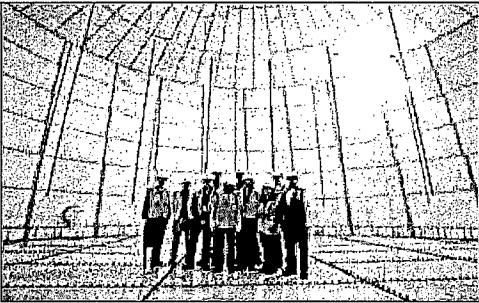
On November 16, 2015, the Capital Planning Committee approved the enclosed amendment to the Capital Plan. Copies of the Capital Plan, along with materials related to the Capital Plan Amendment can be found at [onesanfrancisco.org](http://onesanfrancisco.org) or by contacting the Capital Planning Program at (415) 558-4515.

Sincerely,

Naomi M. Kelly  
City Administrator

### Capital Plan Funding Summary

This Plan recommends \$23 billion in direct City investments and \$9 billion in external agency investment, which together total \$32 billion in capital improvements citywide. These improvements represent a practical and fiscally constrained set of projects that address critical capital needs while creating an estimated 240,000 local jobs over the next decade (see Appendix B for job estimation methodology).



Abbey Heights Tank.

The Plan is a coordinated city-wide approach to long-term infrastructure planning, covering the City's General Fund Departments, as well as Enterprise Departments and External Agencies. Unlike Enterprise Departments and External Agencies, General Fund Departments primarily rely on the General Fund to support their infrastructure needs. The following tables provide an overview of the proposed Capital Plan program. The first table shows the breakdown of the Plan's proposed investments by service category and department type and the second table illustrates the proposed program in five year intervals across service category and department type.

Capital Plan Summary in Five-Year Intervals (Dollars in Millions)			
By Service Category	FY16-20	FY21-25	Plan Total
Public Safety	1,097	475	1,572
Health and Human Services	710	1,020	1,730
Infrastructure & Streets	5,451	4,056	9,508
Recreation, Culture and Education	393	573	966
Economic & Neighborhood Development	2,469	1,825	4,294
Transportation	8,502	5,560	13,862
General Government	46	170	216
<b>Total</b>	<b>18,598</b>	<b>13,478</b>	<b>31,876</b>
By Department Type	FY16-20	FY21-25	Plan Total
General Fund Departments	2,846	2,228	5,074
Enterprise Departments	11,274	6,998	18,272
<b>City &amp; County Subtotal</b>	<b>14,119</b>	<b>9,225</b>	<b>23,344</b>
External Agencies	4,279	4,253	8,532
<b>Total</b>	<b>18,398</b>	<b>13,478</b>	<b>31,876</b>

The table to the right outlines the General Fund Department investments as well as projects deferred from the Plan due to funding limitations. Note this list is not exhaustive; the Emerging Needs section at the end of most chapters identifies projects that require additional analysis.

General Fund Department Program Summary (Dollars in Millions)		
Renewal Investments	Funded	Deferred
<b>Today's Backlogs</b>		
Facilities		396
Streets		695
<b>Subtotal</b>		<b>1,091</b>
<b>Projected for Next Ten Years</b>		
Facilities	595	254
Streets	874	
Other right-of-way assets	220	
<b>Subtotal</b>	<b>1,689</b>	<b>254</b>
<b>Subtotal, Renewals</b>	<b>1,689</b>	<b>1,345</b>
Capital Enhancement Investments	Funded	Deferred
<b>Earthquake &amp; Safety Improvements</b>		
Animal Care and Control Facility Renovation & Seismic Retrofit	49	
Auxiliary Water Supply System Improvements	175	
DPH Administration Building Relocation	60	
HQJ Relocation Projects	582	
JUV Administrative Building Replacement	107	
Office of Chief Medical Examiner (OCME) Facility	65	
SFFD Ambulance Deployment Center Relocation	40	
SFFD Neighborhood Stations and Critical Facilities Improvements	210	
SFGH Bldg 5 Renovation & Seismic Retrofit Projects	190	10
SFFD Traffic Computer & Forensic Services Facility	165	
Police Stations Seismic Improvements & Renewals	110	
SFGH Building 80/90 Renovation & Seismic Retrofit	141	
SFFD Training Facility Relocation and Expansion		131
Other Earthquake & Safety Improvements	25	2
<b>Subtotal</b>	<b>1,918</b>	<b>144</b>
<b>Disability Access Improvements</b>		
Facilities	18	
Sidewalk Improvements and Repair Program	85	
Curb Ramps (ADA Right-of-Way Transition Plan)		71
<b>Subtotal</b>	<b>175</b>	
<b>Parks, Open Space &amp; Greening Improvements</b>		
Parks Systemwide Modernization Program		300
<b>Subtotal</b>	<b>300</b>	
<b>Street Infrastructure Improvements</b>		
Coordinated Safety Improvements	48	
Streetscape Improvement Program	451	
Bayview Transportation Improvements	52	
Jefferson Street Streetscape Enhancement Project, Phase 2	21	
Market Street Plaza Enhancements	122	
Utility Undergrounding		1,287
<b>Subtotal</b>	<b>1,982</b>	
<b>Other Improvements</b>		
Moscone Convention Center Expansion	482	
Wholesale Produce Market Expansion	69	
Public Works Operation Yard Modernization	100	
Southeast Health Center Expansion and Behavioral Health Integration Project	33	
Public Health Facilities Improvements	159	
Other Projects	150	51
<b>Subtotal</b>	<b>992</b>	<b>51</b>
<b>Subtotal, Enhancements</b>	<b>3,385</b>	<b>2,176</b>
<b>PLAN TOTAL</b>	<b>5,074</b>	<b>3,521</b>

### General Fund Department -- Pay-as-you-go Program

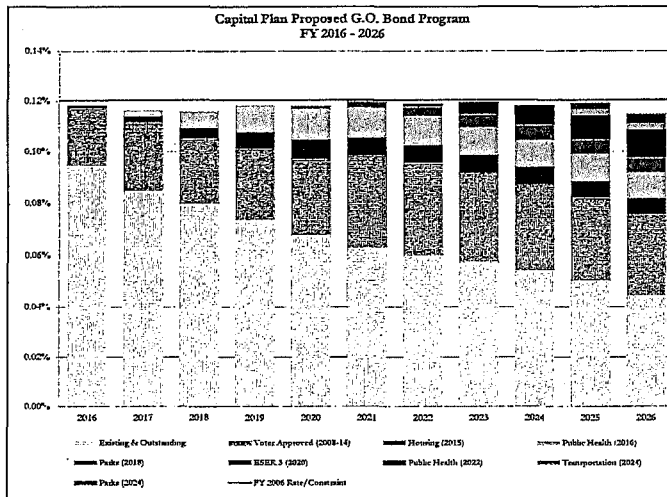
The Plan proposes to fund the majority of its pay-as-you-go or ongoing annual needs with General Fund dollars. These are typically smaller investments to maintain facilities and infrastructure

The proposal aligns with the Capital Plan's rotating bond approach, although the Plan also recommends a Transportation Bond in 2024. Addressing the City's transportation capital needs has been a high priority for the City and the Capital Plan in recent years. The Mayor's Transportation 2030 Taskforce Report identified \$10 billion in need and recommended the City consider using two G.O. Bonds to help bridge the funding gap. The last Capital Plan recommended a \$500 million Transportation Bond (approved by voters in November 2014) and this Plan continues this commitment by recommending a second Transportation Bond – which was also recommended in the Transportation 2030 Taskforce Report.

G.O. Bond Debt Program (Dollars in Millions)		
	Proposed Debt Issuance	Amount
Jun 2016	Public Health	\$311
Nov 2018	Parks and Open Space	\$185
Nov 2020	Earthquake Safety & Emergency Response	\$290
Nov 2022	Public Health	\$300
Nov 2024	Transportation	\$500
Jun 2024	Parks and Open Space	\$185
<b>G.O. Bond Debt Total</b>		<b>\$1,771</b>

The following chart illustrates the impact on the local tax rate of issued, expected, and proposed G.O. bond debt. The space between the 2006 tax constraint red line and the chart's bars illustrates the projected unused capacity for each year. Capacity is largely driven by changes in assessed value (AV) within the City. The recent economic boom has increased AV growth over the past several years but there is an expectation that this will level off as the economy cools. This means that less revenue may be generated should the city experience a recession without changing the tax rate.

**General Fund Debt Program Highlights**



11 - Executive Summary | CAPITAL PLAN 2016-2025

Unlike G.O. bonds, lease revenue bonds and Certificates of Participation (COPs) are typically repaid from the City's General Fund or revenue that would otherwise flow to the General Fund. The City utilizes lease revenue bonds and COPs to leverage General Fund receipts, such as fees and charges, to finance capital projects and acquisitions, many of which provide direct revenue benefit or cost savings. Debt service payments for lease revenue bonds and COPs are typically paid from revenues of the related project, or fees, taxes or surcharges imposed by users of the project. Below is an overview of the Capital Plan Proposed General Fund Debt Program for the next ten years. Like the G.O. Debt Program, these estimates may need to be adjusted in future plans to account for new federal and state law, programmatic changes, site acquisition, alternate delivery methods, changing rates of construction cost escalation and/or newly emerged City needs.

The following chart illustrates debt service costs of existing and proposed COPs and lease revenue bonds.

General Fund Debt Program (Dollars in Millions)		
	Proposed Debt Issuance	Amount
FY 2016	SHF Rehabilitation and Detention Facility	\$240
FY 2016	HOJ Site Acquisition	\$8
FY 2018	Adult Probation, DA, and SFPD Relocation from HOJ	\$286
FY 2019	DPH Admin Building Relocation	\$60
FY 2022	HOJ Land Purchase, Demolition & Enclosure	\$48
FY 2024	JUV Admin Building Replacement	\$107
FY 2025	Yard Consolidation	\$100
<b>General Fund Debt Total</b>		<b>\$848</b>

These funds support critical city responsibilities such as project to relocate from the seismically deficient Hall of Justice, the JUV Probation Administrative Building, and effort to modernize the Public Works yard. The bottom portion of the columns represents debt service commitments for previously issued and authorized but unissued General Fund Debt, including the debt issued for the Moscone Centers, San Bruno jail, City office buildings in the Civic Center, and War Memorial Veteran's Building. New obligations are represented by the top portion of the columns



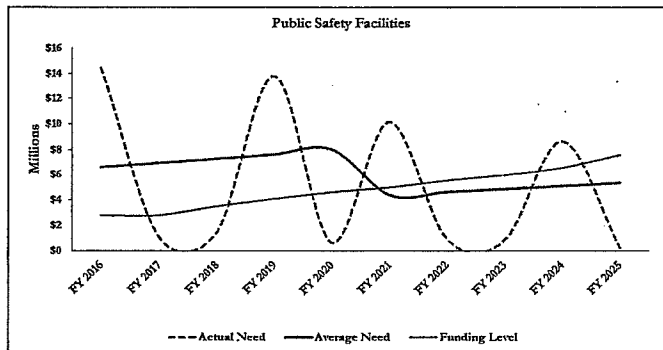
Youth Guidance Center Admin Building

Amendment 12/2015: San Francisco was awarded the top score of 32 counties statewide and the maximum possible \$80 million from the California Board of State and Community Corrections to support the construction of the Rehabilitation and Detention Facility. The award of State revenue bonds is authorized under Senate Bill 663.

- Constructed or in the process of constructing 30 cisterns, 16 will be completed by the Summer of 2015 and the remaining 14 in 2016; providing seismic strengthening of the Jones and Ashbury tank houses and the Twin Peaks Reservoir by the Fall of 2015; and designing nine pipeline and tunnel improvement projects across San Francisco.
- Completed the Police Department District Station Facility Evaluation and Standards Study in 2013. The Study evaluates the functional adequacy of police facilities and defines the space, functional, technical, safety, and security requirements for the design of new or renovated buildings. The evaluations looked at nine district stations, the police academy, and Golden Gate Park Stables.
- Finished several renewal projects at Police and Sheriff Department facilities. These included roof replacements, chiller and HVAC upgrades, stable renovations, and various other repairs.
- In the process of implementing \$2.1 million in facilities upgrades and completing two facility master planning efforts for the Juvenile Probation Department.

## 1. Renewal Program

Capital Planning's Facility Renewal Resource Model (FRRM) projects \$129.2 million in renewal needs for Public Safety facilities over the next ten years not including existing backlogs. Given funding constraints, the Plan allocates \$48 million in GF dollars to meet the needs. Funding from the remaining and future ESER G.O. bonds will also be invested in fire and police facility renewals.



4128

Monthly reports and additional on the Earthquake Safety and Emergency Response Bond Program can be found at [searthquakesafety.org](http://searthquakesafety.org).

## 2. Enhancement Program (FY2016 – FY2020)

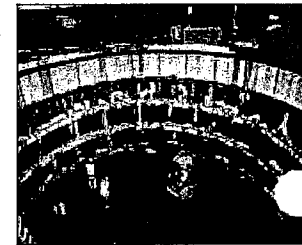
The projects in the first five years of the Plan are funded through a mixture of G.O. Bonds and COPs.

**Earthquake Safety and Emergency Response Bond Program.** The ESER program is designed to save lives, protect property and help to assure prompt economic recovery after a major earthquake or other disaster. Funding for ESER is through G.O. bonds passed in 2010 and 2014 and new bond slated for the ballot in November 2020.

- ESER 2010. This \$412.3 million bond addresses core components of AWSS, improves neighborhood fire stations, and provides for a seismically safe police headquarters and new

fire station in Mission Bay. To date, \$387 million in ESER bonds have been sold with the remaining \$25 million for Neighborhood Fire Stations to be sold in early FY 2015. A large portion of these funds will go toward the Station 35 at Pier 22.5.

- ESER 2014. The second ESER G.O. bond designates \$400 million to continue the AWSS and Neighborhood Fire Station work initiated in ESER 2010, relocates two major public safety facilities, and funds critical police station improvements. These projects include moving the Office of the Chief Medical Examiner (OCME) and the Police Department's Traffic Company and Forensic Services Divisions from the Hall of Justice and Building 606 at Hunter's Point Shipyard to 1 Newhall and 1995 Evan Street respectively.



Cistern Construction

- AWSS core facilities (pump stations, storage tanks, and reservoirs), cisterns, pipes, tunnels, and related items. The work will be guided by the AWSS Planning Study along with consideration of alternative water delivery methods. The AWSS projects are also discussed in the SFPUC section of the Infrastructure and Streets Chapter within this Plan. The bond funds \$55 million for this effort.

- Fire Station and Facility Improvements. This continues the work to provide Seismic, Comprehensive and Focused Scope improvements started in the ESER 2010 bond. ESER 2014 adds another \$85 million to this effort. The work will touch approximately 20 fire houses.



Torvald Police Station

- District Police Stations to make seismic and other improvements. The District Station Facility Evaluation and Standards Study prepared in 2013 and currently being updated matches the impact of future policing needs and trends with current facilities. This Study will help to define and prioritize the projects to be funded by the ESER 2014 bond. The bond provides \$30 million for these improvements.

- SFPD Traffic Company and Forensic Services Division (FSD) new facility at 1995 Evans Street. The FSD is currently located at two facilities; its Administration, Crime Scene Investigations and Identification units at the HOJ, and the Forensic Sciences (a.k.a. Crime Lab) Laboratory at Building 606 in the Hunters Point Shipyard. The SFPD Traffic Company is also located at the HOJ. Construction is anticipated to start in Summer of 2017 and end in late 2019. The bond funds \$165 million for this project.



New Proposed Medical Examiner Building

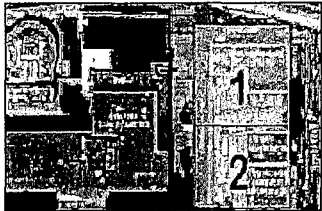
- Office of the Medical Examiner to relocate from the HOJ to a seismically safe facility at 1 Newhall Avenue in India Basin Park. Storage for mass fatalities after a large disaster as well as an improved autopsy suite and toxicology laboratory, will be provided. Construction is planned to begin in May 2015 and end in early 2017. The bond funds \$65 million for this project.

**Public Health and Safety Bond Program.** The Plan recommends a \$311 million Public Health and Safety bond for the June 2016 ballot. Two critical projects funded by the bond are described below while the remaining facilities are described in the Health and Human Services Chapter.

- Animal Care and Control Facility Renovation and Seismic Retrofit. The City's current animal shelter located at 1200 15th Street is a seismically vulnerable building constructed in the 1931. Considering the role of Animal Control Officers and the importance of providing a safe place for wildlife and pets to be housed for general public safety and especially after a natural disaster, the replacement of this facility is an important priority. Schematic designs

and costs models have been completed, recommending facility improvements to increase seismic safety, enhance workflow and customer experience, strengthen disease control, and integrate new design standards for animal housing that boost animal adoptability. The bond funds \$49 million for this project.

- **Fire Department Ambulance Deployment Center Relocation.** The existing ambulancy deployment facility is located in an overcrowded and outdated warehouse that can only restock one ambulance at a time in a single bay. Crew support spaces, such as locker rooms and showers are currently serving more than twice their capacity and training for ambulance drivers and other medical personnel have to take place on Treasure Island. All of these factors limit the rate at which ambulances can be returned to duty. The new facility will be built to a higher seismic performance standard, provide four ambulance bays, and include on-site training rooms. It will also provide off-street parking for SFFD fleet vehicles and re-stocked ambulances awaiting deployment. The bond funds \$40 million for this project.
- **Treasure Island Neighborhood Fire House Replacement.** The current fire station at Treasure Island was recently evacuated due to mold issues and is slated to be torn down in accordance with the Island's redevelopment plans. While a temporary station will be constructed in 2015, a permanent station to serve current and future residents, businesses, parks and hotels is needed. The new station is proposed to be constructed in 2020 for \$20 million. For more information on Treasure Island, please see the The Treasure Island / Yerba Buena Island Development Project under the Economic and Neighborhood Development section.



Area 1 above shows the proposed location of the new Rehabilitation and Detention Facility. Area 2 is for future court-related facilities.

Amendment 12/2015: Based on analysis from the Controller's Office, the scope of the RDF project was revised to a total of 384 beds and approved by the Capital Planning Committee. This is 57% fewer than the total number of beds currently at Jails #3 and #4, a 12% systems-wide reduction. In line with this reduced scope, the RDF project cost was revised down to \$240 million. San Francisco was awarded \$80 million in revenue bonds from the California Board of State and Community Corrections under the authorization of Senate Bill 863. With this award, the RDF project cost to be funded through COPs is \$160 million.

**Rehabilitation and Detention Facility (RDF) Project (County Jails #3 and #4 Replacement).** A high priority of the 10-Year Capital Plan since its inception, this project relocates prisoners housed in Jails #3 and #4 atop the HOJ. The current jails are in a seismically unsafe building built in the 1950s that offers very little space for rehabilitation programming. The RDF would provide a secure and modern detention center that supports San Francisco's commitment to inmate safety and rehabilitation at a location within city limits and directly adjacent to the Superior Court. To determine the appropriate size of the new facility, the Controller's Office has been examining population trends and issues related to overall inmate population since 2012. The current forecast estimates a need for 512 beds by 2019. This is 43 percent fewer beds than the 900-bed current capacity of Jails #3 and #4. (See sidebar for amended language.)

The RDF is estimated to cost \$278 million that would be funded through the issuance of COPs beginning in FY 2016. The City hopes to reduce the amount of COPs it needs to issue by as much as \$80 million through State-issued revenue bonds for incarceration and rehabilitation facilities. The revenue bonds from the State are authorized through Senate Bill 1468 which provides \$500 million for large counties such as San Francisco. (See sidebar for amended language.)

**Sheriff Department Comprehensive Facility Assessment.** Funded through the FY 2014 capital budget, the City is studying the Sheriff department's programs and functions in relation to their current facilities. The final report will provide information for future capital planning efforts including the need for major or minor alterations and the potential for consolidation, relocation, or expansion of Sheriff Department facilities. The Study is expected to be completed in 2015.

**Justice Facilities Improvement Program (JFIP) Plan Update.** Originally developed in 2008 to begin the effort to replace the Hall of Justice, the JFIP has been updated to reflect current conditions and existing staff levels at the Hall of Justice and 555 7th Street which houses the Public Defender. The update focused on the relocation of the District Attorney, Police Investigations Division, and Adult Probation Department that will remain at the Hall of Justice after the Sheriff's RDF to replace Jails #3 and #4 is constructed.

The update found that about 15 percent of the space at 555 7th Street is occupied by Sheriff department programs that are expected to be relocated. Once that move takes place, the Public Defender will have sufficient space for its operations. Since 555 7th Street was constructed in 1985 and does not require a major remodel or seismic upgrade, it is likely to remain in operation for the foreseeable future. Having said that, the Public Defender operations will be considered along with other justice related departments as future plans are developed.

For all the departments with space remaining at the Hall of Justice, including the public defender, a more detailed space program will be developed to reflect specific workstation sizes and the common spaces; such as meeting rooms, confidential interview rooms, and evidence storage rooms, that are required to support effective delivery of the department's services. This information will support more refined relocation plans. The update was funded by the 2014 Capital Budget.

**Land Purchase for the Hall of Justice Replacement.** The Plan proposes \$7.5 million in COPs issues in 2016 to secure property on the site immediately adjacent to the Superior Court for City offices and rehabilitation functions that need to be close to the Superior Court and the new RDF.

**Adult Probation Relocation from the Hall of Justice.** The Adult Probation Department functions contained in the seismically deficient HOJ are to be relocated to a location near the Superior Court and the RDF. Based on information collected from the JFIP Plan Update, this project is expected to cost \$55.5 million that will be funded through COPs issued in FY 2019. (See sidebar for amended language.)

**District Attorney and San Francisco Police Investigations Relocation from the Hall of Justice.** The District Attorney Office and Police investigations functions housed in the seismically deficient HOJ are to be relocated to a location near the Superior Court. Since these two units work closely together, it is important that they are near each other. Based on information collected from the JFIP Plan Update, this project is expected to cost \$227 million that will be funded through COPs issued in FY 2021. (See sidebar for amended language.)

**Juvenile Probation Facilities Master Plan.** The Juvenile Probation Department has multiple aging facilities and related assets with significant capital needs. In response, the department is in the process of conducting a facilities assessment which will include an in-depth analysis of current and projected space needs based on anticipated population and future programming. The assessment will also include recommendations on strategies for addressing these needs and potential funding opportunities to pursue. It was funded through the capital budget.

### 3. Enhancement Program (FY2021 – FY2025)

Forty percent or \$550 million of recommended capital improvements to public safety facilities is in the second half of the Plan. These include the following projects:

**ESER 2020.** The third ESER bond program designates a \$290 million G.O. bond for the November 2020 ballot to continue improvements identified in ESER #1 and #2. It includes \$100 million for Neighborhood Fire Stations and key facilities, \$110 million for AWSS, and \$80 million for District Police Stations.

**Demolition, and Enclosure of the Hall of Justice.** The Plan proposes \$48.3 million in COPs issued in 2022 to tear down the west wing of the current Hall of Justice to free up land for the State to construct a new Superior Court. The project also funds enclosing the east wing of the Hall of Justice so the Superior Court can function while their new building is in construction.

**Youth Guidance Center/JUV Administrative and Service Buildings Replacement.** The Plan proposes \$106.6 million in COPs issued in 2024 to replace the current Administrative and

Amendment 12/2015: With the \$80 million award from the California Board of State and Community Corrections, the financing timetable for the relocation of Adult Probation, the District Attorney, and the San Francisco Police Investigations Unit has been accelerated. Financing for the relocation of all three offices will be available for issuance in FY 2018.

**Public Safety**

Program/Project	2016	2017	2018	2019	2020	2021	2022	2023	2024
State of good repair/renewal - Need	10,355	10,873	11,416	11,987	12,588	12,018	128,235	176,860	
<b>SPENDING PLAN</b>									
State of good repair/renewal - Proposed Uses	2,790	2,762	3,498	4,046	4,559	30,402	48,048		
ADA Improvements	-	1,800	-	-	-	-	1,800	-	
Enhancements	545,500	-	512,300	-	20,000	444,900	1,522,700	155,020	
<b>TOTAL</b>	<b>548,290</b>	<b>4,382</b>	<b>515,798</b>	<b>4,046</b>	<b>24,559</b>	<b>475,302</b>	<b>1,572,348</b>	<b>155,020</b>	
<b>REVENUES</b>									
General Fund	2,790	4,382	3,458	4,046	4,559	30,402	49,648		
Earthquake Safety & Emergency Response Bond 2010	25,000	-	-	-	-	-	25,000		
Earthquake Safety & Emergency Response Bond 2014	410,000	-	-	-	-	-	410,000		
Earthquake Safety & Emergency Response Bond 2020	-	-	-	-	-	290,000	290,000		
Public Health Facilities Bond	89,000	-	-	-	-	-	89,000		
Certificates of Participation	21,500	-	432,300	-	-	154,900	608,700		
State	-	-	80,000	-	-	-	80,000		
Developer Funded	-	-	-	-	20,000	-	20,000		
<b>TOTAL</b>	<b>548,290</b>	<b>4,382</b>	<b>515,798</b>	<b>4,046</b>	<b>24,559</b>	<b>475,302</b>	<b>1,572,348</b>		
<i>Total San Francisco Jobs/Year</i>	<i>4,584</i>	<i>37</i>	<i>4,312</i>	<i>34</i>	<i>205</i>	<i>3,974</i>	<i>13,145</i>		

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**Departmental Breakdown**

Program/Project	2016	2017	2018	2019	2020	2021	2022	2023	2024
State of good repair/renewal - Need	4,201	4,411	4,632	4,893	5,107	26,028	52,842	89,581	
<b>SPENDING PLAN</b>									
State of good repair/renewal - Proposed Uses	776	774	985	1,126	1,289	8,459	13,369		
Auxiliary Water Supply System Improvements	65,000	-	-	-	-	110,000	175,000		
SFFD Ambulance Deployment Center Relocation	40,000	-	-	-	-	-	40,000		
SFFD Neighborhood Stations and Critical Facilities Improvements	110,000	-	-	-	-	100,000	210,000		
Treasure Island Neighborhood Fire House Replacement	-	-	-	-	20,000	-	20,000		
SFFD Training Facility Relocation and Expansion	-	-	-	-	-	-	-	131,489	
<b>TOTAL</b>	<b>216,776</b>	<b>774</b>	<b>985</b>	<b>1,126</b>	<b>21,289</b>	<b>218,459</b>	<b>458,369</b>	<b>131,489</b>	
<b>REVENUES</b>									
General Fund	776	774	985	1,126	1,289	8,459	13,369		
Earthquake Safety & Emergency Response Bond 2010	25,000	-	-	-	-	-	25,000		
Earthquake Safety & Emergency Response Bond 2014	150,000	-	-	-	-	-	150,000		
Earthquake Safety & Emergency Response Bond 2020	-	-	-	-	-	210,000	210,000		
Public Health Facilities Bond	40,000	-	-	-	-	-	40,000		
Developer Funded	-	-	-	-	20,000	-	20,000		
<b>TOTAL</b>	<b>216,776</b>	<b>774</b>	<b>985</b>	<b>1,126</b>	<b>21,289</b>	<b>218,459</b>	<b>458,369</b>		
<i>Total San Francisco Jobs/Year</i>	<i>1,804</i>	<i>6</i>	<i>8</i>	<i>9</i>	<i>178</i>	<i>1,826</i>	<i>3,832</i>		

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**General Services Agency**

Program/Project	2016	2017	2018	2019	2020	2021	Plan Total	Approved
<b>SPENDING PLAN</b>								
Animal Care and Control Facility Renovation & Seismic Retrofit	49,000	-	-	-	-	-	49,000	-
Adult Probation - Relocation from HOJ	-	59,300	-	-	-	-	59,300	-
District Attorney - Relocation from HOJ	-	-	140,600	-	-	-	140,600	-
HOJ Land Purchase, Demolition, and Enclosure	7,500	-	-	-	-	48,300	65,800	-
Office of Chief Medical Examiner (OCME) Facility	85,000	-	-	-	-	-	85,000	-
<b>TOTAL</b>	<b>121,500</b>	<b>199,900</b>	<b>140,600</b>	<b>-</b>	<b>-</b>	<b>48,300</b>	<b>369,700</b>	<b>-</b>
<b>REVENUES</b>								
Public Health Facilities Bond	49,000	-	-	-	-	-	49,000	-
Earthquake Safety & Emergency Response Bond 2014	65,000	-	-	-	-	-	65,000	-
Certificates of Participation	7,500	199,900	-	-	-	48,300	255,700	-
<b>TOTAL</b>	<b>121,500</b>	<b>199,900</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>48,300</b>	<b>369,700</b>	<b>-</b>
Total San Francisco Jobs/Year	1,016	1,671	-	-	-	404	3,091	-

**Juvenile Probation**

Program/Project	2016	2017	2018	2019	2020	2021	Plan Total	Approved
State of good repair renewal - Need	708	744	781	820	861	3,987	7,801	44,704
<b>SPENDING PLAN</b>								
State of good repair renewal - Proposed Uses	343	342	426	487	560	3,735	5,902	-
ADA - Juvenile Probation Admin Building	-	1,600	-	-	-	-	1,600	-
JUV Administrative Building Replacement	-	-	-	-	-	106,600	106,600	-
<b>TOTAL</b>	<b>343</b>	<b>1,942</b>	<b>426</b>	<b>487</b>	<b>560</b>	<b>110,335</b>	<b>114,102</b>	<b>-</b>
<b>REVENUES</b>								
General Fund	343	1,942	426	487	560	3,735	7,502	-
Certificates of Participation	-	-	-	-	-	106,600	106,600	-
<b>TOTAL</b>	<b>343</b>	<b>1,942</b>	<b>426</b>	<b>487</b>	<b>560</b>	<b>110,335</b>	<b>114,102</b>	<b>-</b>
Total San Francisco Jobs/Year	3	16	4	4	5	922	854	-

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**Police Department**

Program/Project	2016	2017	2018	2019	2020	2021	Plan Total	Approved
State of good repair renewal - Need	1,141	1,198	1,257	1,320	1,386	8,043	14,345	1,883
<b>SPENDING PLAN</b>								
State of good repair renewal - Proposed Uses	280	279	348	406	458	3,052	4,824	-
Police Stations Seismic Improvements & Renewals	30,000	-	-	-	-	80,000	110,000	-
SFPD Investigations - Relocation from HOJ	-	-	86,400	-	-	-	86,400	-
SFPD Traffic Company & Forensic Services Facility	165,000	-	-	-	-	-	165,000	-
<b>TOTAL</b>	<b>196,280</b>	<b>279</b>	<b>86,748</b>	<b>406</b>	<b>458</b>	<b>83,052</b>	<b>386,224</b>	<b>-</b>
<b>REVENUES</b>								
General Fund	280	279	348	406	458	3,052	4,824	-
Earthquake Safety & Emergency Response Bond 2014	195,000	-	-	-	-	-	195,000	-
Earthquake Safety & Emergency Response Bond 2020	-	-	-	-	-	80,000	80,000	-
Certificates of Participation	-	-	86,400	-	-	-	86,400	-
<b>TOTAL</b>	<b>195,280</b>	<b>279</b>	<b>86,748</b>	<b>406</b>	<b>458</b>	<b>83,052</b>	<b>386,224</b>	<b>-</b>
Total San Francisco Jobs/Year	1,633	2	725	3	4	694	3,052	-

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**Sheriff's Department**

Program/Project	2016	2017	2018	2019	2020	2021	Plan Total	Approved
State of good repair renewal - Need	4,305	4,520	4,746	4,884	5,233	30,360	54,147	40,221
<b>SPENDING PLAN</b>								
State of good repair renewal - Proposed Uses	1,391	1,387	1,729	2,017	2,273	15,156	23,953	-
SHF Rehabilitation and Detention Facility	14,000	-	226,000	-	-	-	240,000	-
Sheriff's Dept Alternative Programs Facility	-	-	-	-	-	-	-	17,747
CJMS Low Security Detention Facility Decommissioning and Facility Repurpose	-	-	-	-	-	-	-	5,775
<b>TOTAL</b>	<b>15,391</b>	<b>1,387</b>	<b>227,729</b>	<b>2,017</b>	<b>2,273</b>	<b>15,156</b>	<b>263,953</b>	<b>23,522</b>
<b>REVENUES</b>								
General Fund	1,391	1,387	1,729	2,017	2,273	15,156	23,953	-
Certificates of Participation	14,000	-	146,000	-	-	-	160,000	-
State	-	-	80,000	-	-	-	80,000	-
<b>TOTAL</b>	<b>15,391</b>	<b>1,387</b>	<b>227,729</b>	<b>2,017</b>	<b>2,273</b>	<b>15,156</b>	<b>263,953</b>	<b>-</b>
Total San Francisco Jobs/Year	129	12	1,504	17	19	127	2,207	-

## Wong, Linda (BOS)

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**From:** Strong, Brian (311)  
**Sent:** Tuesday, November 24, 2015 1:28 PM  
**To:** Wong, Linda (BOS)  
**Cc:** Elliott, Nicole (MYR); Kelly, Naomi (ADM); Green, Heather (ADM) (311)  
**Subject:** FW: REQUEST FOR DOCUMENT - File No. 151180 - Amended Capital Plan  
**Attachments:** Executive Summary Amended.pdf; Public Safety Chapter Amended.pdf; City Administrator Transmittal Letter for Capital Plan Amendment.doc

Hi Linda,

Please find the attached cover letter from Naomi Kelly, City Administrator related to the resolution amending the capital plan, and the amended capital plan pages reflecting the amendment. The pages with changes are found in the Executive Summary and the Public Safety Chapter and we are only providing pages with changes rather than the entire Capital Plan document. Table changes are shown in red, while changes to text in the Public Safety Chapter are shown using crossed out text and sidebars.

Please let me know if you have any questions.

Thanks,  
Brian

**Brian Strong, Director**  
Capital Planning Program  
Office of the City Administrator  
City and County of San Francisco  
415.558.4558

**ONESF**  
Building Our Future

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**From:** Elliott, Nicole (MYR)  
**Sent:** Monday, November 23, 2015 4:30 PM  
**To:** Wong, Linda (BOS)  
**Cc:** Tavakoli, Shahde (MYR); Strong, Brian (311)  
**Subject:** RE: REQUEST FOR DOCUMENT - File No. 151180 - Amended Capital Plan

Thanks Linda – looping in Brian Strong to provide this to you.

**From:** Wong, Linda (BOS)  
**Sent:** Monday, November 23, 2015 4:12 PM  
**To:** Elliott, Nicole (MYR) <[nicole.elliott@sfgov.org](mailto:nicole.elliott@sfgov.org)>  
**Subject:** REQUEST FOR DOCUMENT - File No. 151180 - Amended Capital Plan  
**Importance:** High

Hi Nicole,

The attached legislation has been reviewed to be heard in Budget & Finance Committee. However, we cannot consider the file complete until the following item is received for inclusion of the file:

- Amended Capital Plan



Ben Rosenfield  
ControllerTodd Rydstrom  
Deputy Controller**MEMORANDUM**

**TO:** Members of the Board of Supervisors

**FROM:** Jessie Rubin, Controller  
Kyle Patterson, Controller

**DATE:** November 20, 2015

**SUBJECT:** Jail Classification and Housing Options Assessment

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Since 2006, the City and County of San Francisco (“the City”) has planned to replace County Jails #3 and #4, which are located in the seismically deficient Hall of Justice. These two jails include a total of 828 rated beds. The current proposal before the Board of Supervisors is to replace these jails with a new 384-bed downtown facility. This proposed reduction in bed count aligns with the recent jail population forecast produced by the City’s Office of the Controller.<sup>1</sup>

The Office of the Controller’s jail population forecast also found that the City may not need a replacement jail if County Jail #6, a 372 bed dormitory-style jail that has been closed since 2010, is reopened and can be used at capacity. The San Francisco Sheriff’s Department (“Sheriff’s Department”) feels strongly that the dormitory design of County Jail #6 cannot safely house medium- and maximum-security inmates and other special needs populations, which made up 92 percent of the jail population in 2014. The Sheriff’s Department hopes to decommission County Jail #6 and repurpose it for another use (such as a center for training staff and/or for inmate vocational programming). Meanwhile, other relevant stakeholders in San Francisco’s criminal justice community have questioned why County Jail #6 could not be used instead of constructing a new facility.

To help address these questions, the City sought a contractor to provide an objective analysis on whether County Jail #6 could be used in lieu of constructing a new facility. In choosing an appropriate contractor, the Office of the Controller consulted with various relevant stakeholders (including the Adult Probation Department and Office of the District Attorney) for recommendations on objective experts. The common recommendation among those consulted was Dr. James Austin of the JFA Institute.

Dr. Austin has over twenty-five years of experience in correctional planning and research. He is the author of the National Institute of Corrections (NIC)<sup>2</sup> objective jail classification system.<sup>3</sup>

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<sup>1</sup> Since 2012, the Office of the Controller has produced three jail population forecasts to inform planning for a replacement jail.

<sup>2</sup> NIC is part of the U.S. Department of Justice and is the leading national authority on prison and jail classification systems.

Memorandum

Page 2

He has served as director for several large U.S. Department of Justice-funded research and evaluation programs. He has also served as the project director of the Bureau of Justice Assistance-funded corrections options technical assistance program, which provides a wide variety of assistance to local jails, probation, parole, and prison systems.

The attached report includes the results of Dr. Austin's analysis and his expert opinion as to whether County Jail #6 could be used to satisfactorily house San Francisco's current and future jail populations. His conclusion can be summarized as follows:

- The Sheriff's Department's inmate classification system is valid, although it is over-classifying some inmates. Dr. Austin recommends some minor modifications to the Sheriff's system to improve its ability to predict inmate misconduct.
- In its current form, County Jail #6 is not a viable replacement for County Jails #3 and #4. From a security and programmatic perspective, there are not enough inmates in San Francisco's jail system to fully utilize County Jail #6 without major renovations and increased security staffing.
- Even if County Jail #6 were renovated and staffed appropriately, opening it would place 70 percent of San Francisco's inmate population in San Bruno. Locating the majority of San Francisco's inmates out of county creates additional issues such as:
  - Significantly increasing the cost of transporting pretrial inmates to and from courts
  - Adversely impacting inmate access to legal counsel, Adult Probation assessments, and visits from family and friends

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<sup>3</sup> Objective jail classification is a process of assessing every jail inmate's custody and program needs.

## San Francisco Sheriff's Jail Classification and Housing Options Assessment

Prepared by

James Austin, Ph.D.  
Robin Allen  
Robert Harris  
Michael Mahoney

November 2015

## **Acknowledgements**

We would like to acknowledge a number of people who greatly facilitated the timely completion of this assessment. In particular, we would like to thank the following people and their agencies for helping assemble the data needed to complete the report:

Chief Matt Freeman, Sheriff's Department;  
Kevin Lyons, Sheriff's Department;  
Lieutenant Dave Hardy, Sheriff's Department;  
Lieutenant Fernando Velasco, Sheriff's Department;  
Jessie Rubin, Controller's Office; and,  
Kyle Patterson, Controller's Office.

## Executive Summary

The City and County of San Francisco's jail population has been steadily declining since 2008 (from 2,107 to 1,139 by 2015). This remarkable decline has altered the type of people incarcerated in the jail and the associated need for jail beds. The 2009 drug lab scandal, AB 109 (re-alignment), Proposition 47, and several reforms designed to reduce jail admissions and length of stay are all responsible for the decline. The current rates of jail incarceration are well below those of California and the nation.

The JFA Institute was contracted by the City to determine the efficacy of either re-opening County Jail (CJ) #6 which is located at the San Bruno site next to County Jail #5 or construct a new jail that would be located next to the Hall of Justice. In order to make that assessment three basic questions were to be answered:

1. Is the Sheriff's Department's inmate classification system valid?
2. Which inmate classification levels can be safely housed in CJ #6?
3. How would housing inmates in CJ #6 affect the jail system overall?

To answer the questions outlined above, the JFA Institute analyzed current jail population attributes, inmate classification levels under current classification criteria, under alternative criteria as recommended by the National Institute of Corrections (NIC), and jail population trends and projections. JFA Institute also completed tours of all six jail facilities and reviewed numerous documents on the security features of each facility.

The findings regarding the three major questions can be summarized as follows:

1. *Is The Sheriff's Department's Inmate Classification System Valid?*

Yes, but it is over-classifying some inmates and needs to be modified. Such modifications would lower the number of inmates assigned to maximum custody, increase the number of minimum custody inmates, and improve institutional safety to staff and inmates.

2. *Which Inmate Classifications Can Be Safely Housed In CJ #6?*

CJ #6 should not house any maximum or special management inmates. It can readily house minimum custody inmates. However, there are not enough minimum custody inmates in the San Francisco jail system to fill this facility even when using the NIC classification system. It would be possible to accommodate some portion of the medium custody inmates in CJ #6, but they would have to be inmates who have a good disciplinary record, are participating in a structured program, and/or have a regular work assignment. However, due to the facility's lack of programmatic space this is not a viable option.

3. *How would housing inmates in CJ #6 affect the jail system overall?*

If CJ #6 was opened, 70% of the total jail beds (and inmates) would be located at the San Bruno site. Over 40% of the jail beds would be in dorms that are best suited for minimum custody inmates, which is well above the 10-20% figure that could qualify for minimum custody. There would be a significant increase in the need and costs for transporting pretrial inmates to and from the courts. Access to legal counsel, pretrial risk and needs assessment by the Adult Probation Department, and family visitation would all be adversely impacted.

From a security and programmatic perspective, there are not enough inmates in the San Francisco Jail System to fully utilize CJ #6 without major renovations and increased security staffing. There are approximately 110 males who could be safely housed in two housing units; this means that four units, or 248 beds, would be unusable. Based on the current credible jail population projections, losing this amount of bed capacity would create a crowding situation in the other two facilities (CJ #5 and CJ #2).

San Francisco has dramatically lowered its jail population and has one of the lowest incarceration rates in the nation for cities of its size. Similarly, it will be significantly lowering its current bed capacity from 2,436 beds to a projected need as low as 1,358 beds. As the population has declined so too have the special management needs and security levels of a much smaller jail population. The remaining facilities that are available to house the current and projected jail population will not be sufficient to meet their programmatic and security needs.

## **Introduction**

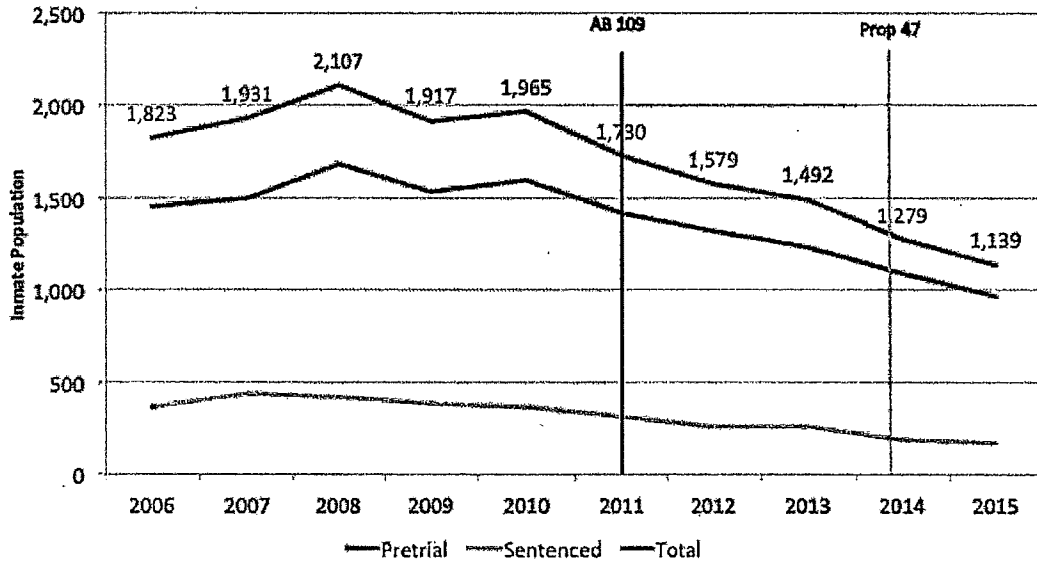
Over the past few years, there has been a significant reduction in the San Francisco county jail population. As shown in Figure 1, the population peaked in 2008 at 2,107 and has since steadily declined reaching a low of 1,139 inmates in September 2015. This decline occurred despite the expected effects of AB109 which was supposed to increase local jail populations with the housing of formerly state sentenced prisoners. Passage of Prop 47 served to further reduce the jail population.

The San Francisco jail and other forms of correctional control (probation, parole, prison and jail) are well below the rates for California and the U.S. (Figure 2). In a separate study, the JFA Institute detailed the numerous initiatives that have served to lower all forms of correctional supervision. This historic effort has also served to harden the residual jail population which is changing the number and type of prisoners to be housed.

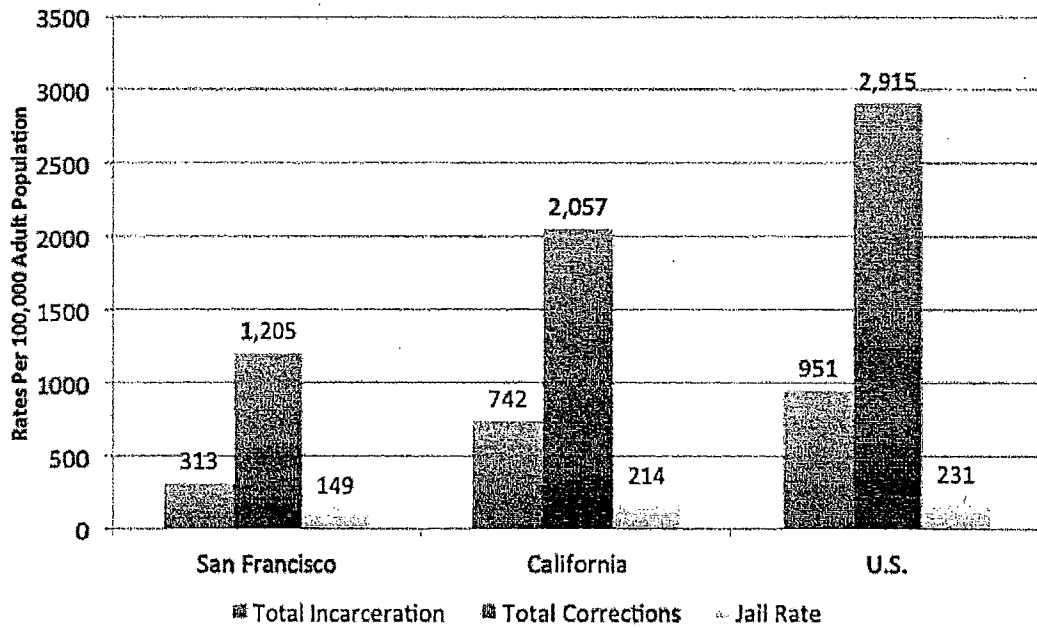
The San Francisco Sheriff's Department (SFSD) has six facilities that are in various stages of use (Table 1). All six facilities provide for a total useable bed capacity of 2,436 inmates. Two facilities, County Jail (CJ) #3 and County Jail #6, are currently closed. Both have been closed as the jail population has declined.

The current bed capacity for the remaining four facilities is 1,638 beds. Due to the seismically deficient conditions at the Hall of Justice, it has been determined that both CJ #3 and C J #4 must be permanently closed. When CJ#4 closes the resulting bed capacity will be 1,238.

**Figure 1. San Francisco Jail Population by Sentence Status  
2006-2015**



**Figure 2. Incarceration and Total Correctional Control Rates Per 100,000 Adults - 2014**



Note: Total Incarceration rate represents the number of state prisoners and local jails inmates in custody as of 2014/2015 in San Francisco, California and the U.S.



**Table 1. Summary of Bed Capacity by Type of Beds and Facility**

Facility	Rated Beds***	Dorms	Cells	Med/Psych	Total Usable Beds
CJ #1	Intake Only	0	0	0	0
CJ #2	392	264	200	72**	464
CJ #3*	426	0	426	0	426
CJ #4*	402	0	402	0	402
CJ #5	768	0	768	4	772
CJ #6*	372	372	0	0	372
Totals	2,360	636	1,796	76	2,436

\* Denotes facilities currently closed or expected to be closed.

\*\*These Med/Psych beds are in cells and are included in the 200 bed cell count

Source: SFSD

\*\*\* Title 15 of the California Code of Regulations defines rated beds as those that "[conform] to the standards and requirements" of the State. Unrated beds are those that are used for medical and psychiatric patients, or do not conform to state standards.

The scope of the project is to determine the efficacy of either re-opening CJ #6, which is located at the San Bruno site next to County Jail #5, or construct a new jail that would be located next to the Hall of Justice. In order to make that assessment three basic questions should be answered:

1. Is the Sheriff's Department's inmate classification system valid?

The SFSD utilizes an objective classification system that is modeled after the system developed by the National Institute of Corrections (NIC).<sup>1</sup> Is the current system producing valid custody levels for the current jail population? If not, what are the correct custody levels?

2. Which inmate classification levels can be safely housed in CJ #6?

As noted below, CJ #6 consists exclusively of dormitory style beds. Based on an evaluation of the facility's security and program support attributes, what type of inmates (from a classification perspective) can be safely housed in CJ #6?

3. How would housing inmates in CJ #6 affect the jail system overall?

Should CJ #6 be reopened and inmates be housed there? How would the remaining inmate population be accommodated in the other two remaining facilities, County Jail #2 and CJ #5? What transportation, programmatic and special management issues would have to be addressed?

To answer these three questions, the JFA Institute was retained by the City to

<sup>1</sup> NIC which is part of the U.S. Department of Justice is the leading authority on prison and jail classification systems.

conduct an evaluation of the SFSD inmate classification system and a review of the three key holding facilities that may be used to house the projected inmate population in the future.

### Projected Inmate Population

As noted earlier, the San Francisco County jail population has been steadily declining. This decline is the function of a number of diverse events and policy changes that have cumulatively served to lower the population to historic low numbers. There have been several attempts to project the jail population, but all have overestimated the actual population growth. This is largely due to two external and unplanned events (drug lab scandal and Proposition 47). The most recent projection was completed by the Office of the Controller (Office of the Controller, June 16, 2015. *Update to the Jail Population Forecast, San Francisco, CA.*).

In that report, two scenarios are offered. The forecast also includes an estimate of actual bed needs that takes into account classification and seasonal peaking effects. The former recognizes that on any given day all jail beds cannot be occupied due to the need to house special management inmates in segregated units. Furthermore, on any given day a number of cells are not usable due to maintenance issues. The peaking factor takes into account that jail populations have periods of fluctuations that serve to raise and/or lower the jail population on any given day.

The classification peaking factor set by the Controller ranged from 5.0% to 8.2% while the peaking factors another 4.7% to 7.5%. The total classification/peaking factor is between 9.7% and 15.7%. The most optimistic (lowest bed need is 1,358 while the highest bed need is set at 1,631 (Table 2).

With the additional closing of CJ #3 and #4, the available bed capacity in terms of raw numbers would be 1,236 beds. Based on an updated population projection and peaking factor scenario, the SFSD would have a bed deficit of either 122 or 395 beds by 2020.

**Table 2. San Francisco Jail Population Forecasts and Bed Needs**

Item	Lower Range	Upper Range
Forecast Baseline	1,235	1,402
Peaking Factor	4.7%	7.5%
Classification Factor	5.0%	8.2%
Bed Needs	1,358	1,631
CJ # 2 and #5 Capacities	1,236	1,236
Deficits	-122	-395

Source: Controller's Office, *Updated Jail Population Forecast*, Table 7, with figures edited to reflect an updated bed count.

## **Description of the SFSD Objective Classification System**

### *Background*

The current inmate classification system is designed to determine the custody level of inmates and then assign them to the most appropriate housing unit. All inmates are classified into one of three custody levels (minimum, medium and maximum). There are also special management inmate populations to consider including administrative segregation, disciplinary segregation, acute mental health, acute medical, and protective custody.

The current system is a modified NIC jail classification system that has been widely adopted by many of the nation's jails. In its simplest terms, the NIC system is separated into two classification events, initial intake classification and reclassification. The first component is the initial or intake classification, in which newly admitted inmates are screened and assessed an initial classification level of minimum, medium or maximum custody. The factors used to score the custody level reflect the severity of the current offense, prior convictions, prior escape history, prior institutional conduct and a series of stability factors that measure age, residency and employment. The system allows for staff to override the scored level by using a set of approved override factors to either decrease or increase the scored custody level.

The reclassification instrument is designed to shift the focus of the custody from current offense, prior record, prior institutional conduct, and community stability factors to the inmate's behavior since being incarcerated. Reclassification should be completed on all inmates who have been in custody for 60 or 90 days. It uses the same offense, prior criminal conviction, prior escape and prior institutional misconduct, but adds components to measure disciplinary behavior, program and work conduct since being incarcerated. The same set of overrides can be applied to the scored reclassification custody level.

### *SFSD Classification Unit*

The SFSD has a centralized classification unit that is well trained in the use of the objective classification system. The scoring process is fully automated and does not allow for errors in the calculation process.

### *Classification Simulation Test Results*

Since the current SFSD classification system deviates from the NIC system, a test was conducted to determine how using the NIC system would impact the custody designations of the current inmate population. In order to do this, JFA drew a random sample (using the SPSS random sample function) of 276 inmates which was 25% of the inmates on October 22, 2015 who had a computed classification level.

A comparison was then made between the sampled cases and the entire population to ensure that the sample was representative of the entire population, in terms of their current classification levels (Table 3).

**Table 3. Comparison between Total SF Jail Population and Sample**

Attribute	Total	Sample
Inmates	1,255	276
Current Class Level		
Maximum	55%	54%
Medium	36%	35%
Minimum	9%	11%
Sex		
Male	91%	90%
Female	9%	10%
Race		
Black	49%	50%
Hispanic	15%	15%
White	25%	23%
Other	11%	12%
Median Age	34 yrs.	34 yrs.
Median Time in Custody	85 days	86 days

As Table 3 shows, the sample was representative of the jail population on October 22, 2015. SFSD classification staff were then trained on the NIC system and asked to complete either an initial classification instrument (for inmates who had been in custody for less than 60 days) or a reclassification instrument (for those who have been in custody for 60 days or more).

JFA staff worked with the SFSD classification staff over a two-day period until all of the cases were classified. Comparisons were then made between the SFSD classification level and the NIC version. The results of the simulation test are shown in Table 4.

Of the original 276 cases sampled, 272 complete classification data were located and simulated under the NIC system. The four cases that were deleted were inmates who were in the sample, but had been admitted and released prior to having a complete classification level completed. In a few cases, the inmate's current classification level had been incorrectly computed. In those cases, the current SFSD classification level was corrected and entered into the database.

Table 4 shows the differences in custody levels based on the initial classification instrument, reclassification instrument, and the combined sample. In general, the NIC system produces a higher percentage of minimum custody inmates and a lower

percentage of maximum custody inmates than the current SFSD system. The differences between the maximum and minimum custody inmates are more pronounced on the reclassification instrument than on the initial classification instrument. Overall, the SFSD system classified 10% of inmates as minimum custody, 28% as medium custody, and 62% as maximum custody. By contrast, the NIC system classified 20% as minimum custody, 33% as medium custody and 47% as maximum custody.

The following reasons account for why this is occurring:

1. The NIC classification system uses a range of 6-10 points for the medium custody range as opposed to the SFSD range of 5-9 points. Similarly, the NIC minimum range is 5 points and under while the SFSD range is 4 points and under.
2. The SFSD current age factor is a dichotomous item ("under 28 years" or "28 years and older") while the NIC system uses an interval scale that deducts points for older inmates.
3. The NIC system grants credits for satisfactory work and program credits while the SFSD system does not.
4. The SFSD system continues to score the inmate on the prior felony factor on reclassification while the NIC system does not.

There are also a number of attributes of the SFSD system that tend to under-classify inmates which are summarized below:

1. The NIC system employs a "two-step" additive scoring system that automatically places an inmate in maximum custody if that inmate scores higher on the first four scoring items. The SFSD system does not include this component;
2. SFSD inmates are reclassified after 30 days of incarceration while the NIC system requires 60-90 days of incarceration before a reclassification event occurs. A shorter period before reclassification event is completed can allow some inmates to be placed in a lower custody level after 30 days of incarceration. This is not desirable as 30 days is an insufficient period of time to assess an inmate's in-custody behavior. It runs the risk of inmates with recent histories of serious misconduct to be reclassified as medium or minimum custody after only 30 days of good behavior. Jails that use the NIC system have a 60-90 day period.
3. The SFSD system does not use a "highest" offense severity rating category (i.e. has only low, medium, high currently). As a result, some inmates charged or convicted of homicides, rape and kidnapping are scored the

same as inmates who are charged or convicted of less severe violent crimes.

**Table 4. Pilot Test Results**

Current Level	Scored Custody Level			Total	%
	Maximum	Medium	Minimum		
	Initial Classification				
Maximum	43	13	0	56	58%
Medium	3	21	8	32	33%
Minimum	0	1	8	9	9%
Total	46	35	16	97	100%
%	47%	36%	16%	100%	
	Reclassification				
Maximum	72	35	5	112	64%
Medium	7	18	19	44	25%
Minimum	3	2	14	19	11%
Total	82	55	38	175	100%
%	47%	31%	22%	100%	
	Total Sample Results				
Maximum	115	48	5	168	62%
Medium	10	39	27	76	28%
Minimum	3	3	22	28	10%
Total	128	90	54	272	100%
%	47%	33%	20%	100%	

The exercise also required the SFSD classification staff to record how many inmates had received a disciplinary report (DR) since they had been incarcerated on the current charge. Using this data we can see the relationship between the current SFSD classification level and the NIC version. This analysis shows that the NIC system does a much better job of identifying the inmates by their risk of institutional misconduct. For example, inmates who are under the initial classification process, 30% of them under the SFSD system have one or more disciplinary reports since being incarcerated. The NIC system produced a smaller number of maximum custody inmates who had a higher percentage of inmates with at least one disciplinary report. The results for the reclassification instrument are more significant as a larger number of inmates in the current jail population are under that component of the classification system. Both the percentages of inmates with at least one disciplinary report and the average number are significantly higher for NIC classified maximum custody inmates and lower for minimum custody inmates. While the SFSD's system also shows a relationship, it is not producing as strong a relationship as the NIC system.

**Table 5. DRs by Custody Level by Classification System**

	SFSD System		NIC System	
	% with 1 or more DRs	Average # of DRs	% with 1 or more DRs	Average DRs
Initial				
Maximum	30%	0.6	47%	0.7
Medium	6%	0.1	6%	0.1
Minimum	0%	0.0	0%	0.0
Reclassification				
Maximum	62%	2.7	89%	3.6
Medium	29%	1.1	37%	1.1
Minimum	26%	0.3	8%	0.1

The policy implications of this analysis mean that while the current SFSD classification system is valid in the sense that it predicts inmate behavior, it is also over-classifying a significant proportion of the inmate population. A core principle of the NIC system is that inmates should be placed in the least restrictive custody level.

This finding has some face validity. The current percentage of inmates assigned to maximum custody (55-60%) is extremely high for a jail or prison system. Most prison and jail systems have 15-25% in maximum custody and 20 -30% in minimum custody.

However, comparing the San Francisco results to other jurisdictions is not advisable given the significant reduction in its jail population and its low incarceration rates. The evidence suggests that as the jail population declined, the percentage of high security inmates in the jail system has increased. This so-called "hardening" of the jail population can be seen in Table 6, which compares inmate classification in 2008 compared to today. The statistical analysis also showed that a large percentage of the current inmate population scored a severity level of "high" for the current offense, prior convictions, and history of institutional violence. Collectively, these data show that the jail population contains a higher risk group than one would see in other jail systems.

**Table 6. San Francisco County Jail Population Custody Levels  
2008 versus 2015**

Level	2008	2015
Maximum	46%	59%
Medium	41%	33%
Minimum	9%	8%

Source: Controller Office and SFSD

## Description of the Key Facilities

The second major phase of analysis examined the six facilities under the management of the SFSD. JFA consultants assigned to this task have considerable experience in both managing and auditing local jail facilities. Their considerable years of experiences coupled with the best practices in the field helped to inform the facility analysis which is also supported and informed by the classification and population data listed above.

While on site, JFA staff conducted the following activities assess the current facilities being used by the SFSD:

1. Review of documents including:
  - a) Jail housing configuration chart;
  - b) Controller office update to jail population forecast;
  - c) Current jail population report;
  - d) Current SFSD Jail Housing Plan; and,
  - e) Board of State and Community Corrections (BSCC) inspection report for 2013 (latest available report).
2. Meetings with key staff including:
  - a) Chief Deputy Sherriff Mathew Freeman;
  - b) Kevin Lyons SFSD Rehabilitation and Detention Facility liaison; and
  - c) Kyle Patterson Controller's Office.
3. Conducted tours of County Jail facilities 1-6 during which interviews and conversations were conducted with key facility staff on current staffing levels within each housing unit, housing unit population attributes, inmate movement, and available programs.

The six facilities are located on three different sites. County Jails #1 and #2 are located next to the Hall of Justice (HOJ) on 7<sup>th</sup> street. County Jails #3 and #4 are in the Hall of Justice located at Bryant Street. County Jails #5 and #6 are located outside of San Francisco County near San Bruno. As noted earlier, County Jails #3 and #6 are closed due to the declining jail population.

The type of facilities range from a linear design (CJ #3 and CJ #4) built in 1961 to more modern direct supervision (CJ #2) built in 1994 to new generation direct supervision (CJ #5) built in 2005 and a traditional dormitory style facility (CJ #6) built in 1989. CJ #1 was built in 1994 and serves as the intake unit for all bookings and releases.

Within the SFSD there is a strong core value and emphasis on engaging inmates in programs and activities during their incarceration. The design of the different facilities makes some more conducive to implementing these programs and activities. Jail # 1 is for short term intake and holding, therefore programs are



nonexistent. The linear design and lack of adequate space in jails #3 and #4 limit dramatically the ability to provide programs. There is very limited program space in Jail #6 for these activities. What follows is a more detailed description of each facility.

#### *COUNTY JAIL #1*

This facility is the receiving and holding operation. Inmates are processed in and out and/or held until they make bail or return from court and are admitted to the system. This facility does not have any beds rated for capacity nor does it have programs other than those typically seen in intake units (e.g. medical and observation).

#### *COUNTY JAIL #2*

This facility is a first generation, direct supervision jail with 6 pods. It has a rated capacity of 464, of which 264 are dormitory and 200 cells<sup>2</sup>. Inmates assigned to all three custody levels of minimum, medium and maximum can be housed there. Currently one of the pods is unoccupied (Pod D).

In addition to general population inmates, there are inmates housed with special needs which include: lockup, medical, detox, acute mental health and administrative segregation. Pod C is a 72 bed dedicated medical and mental health unit.

All of the female inmates are kept in CJ #2. At the time of a facility tour, the female pods were half occupied (42 in Pod E and 44 in Pod B).

Inmate programs include the 5 Keys Charter schools which is a certified high school; Sisters, a substance abuse treatment program for women; and a variety of activities including yoga, counseling, parenting, and vocational programs. A reentry program is operated in cooperation with probation and other agencies.

#### *COUNTY JAIL #4*

Inmates in CJ #4 are primarily assigned to maximum custody with a small number assigned to medium and minimum custody. The rated capacity is 402 and houses general population, drop outs from gangs, administrative segregation, mental health, lock-up, medical, and workers. Due to the linear design of the facility, few if any programs are offered. A large gym is used for recreation.

#### *COUNTY Jail #5*

CJ #5 is a new generation, direct supervision facility with 16 pods of 48 beds per pod for a total of 768 rated beds. These beds are all cells with no dorms. Minimum, medium, and maximum custody inmates are housed. Specialized housing units consist of lock-up and administrative segregation. There is ample program space to accommodate the following programs:

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<sup>2</sup> The 200 beds in cells include 72 medical and psychiatric beds, which are unrated.

- a) 5 Keys Charter School;
- b) RSVP, a restorative justice violence prevention program;
- c) COVER, a restorative justice program for veterans;
- d) Keys to Change, a post five keys initiative;
- e) ROADS to Recovery, drug treatment and reentry effort; and,
- f) Psychiatric Sheltered Living Unit provides life skills and mental health

#### *COUNTY JAIL # 6*

CJ # 6 was built in 1989 with six dorm units with a rated capacity of 62 each for a total of 372 beds. The six dorms surround a control center with the ability to view each unit. However, distance and height in the control center from the housing unit makes supervision limited. There are only two cells under the control center for isolation. There is extremely limited space for medical and rehabilitative programs. This facility has been opened and closed several times previously as the population has fluctuated. Currently, it is being used for training purposes. Substantial physical plant upgrades and new equipment will be necessary prior to re-opening this facility for housing inmates. It could easily function as training center for new and existing staff.

### **Analysis**

#### *1. Is The Sheriff's Department's Inmate Classification System Valid?*

Yes, but it is over-classifying some inmates and needs to be modified. Such modifications would lower the number of inmates assigned to maximum custody, increase the number of minimum custody inmates, and improve institutional safety to staff and inmates. Specifically, it would increase the number of minimum custody inmates who are disciplinary free but are now assigned to medium custody. Similarly, inmates who are now assigned to maximum custody and are disciplinary free would be assigned to medium custody. Conversely, there are inmates who have been assigned to minimum and medium custody but have disciplinary records who should be in higher custody levels.

#### *2. Which Inmate Classifications Can Be Safely Housed In CJ #6?*

The facility should not house any maximum or special management inmates. It can readily house minimum custody inmates. However, there are not enough minimum custody inmates in the San Francisco jail system to fill this facility even when using the recommended NIC classification system. This means that the majority of inmates assigned to CJ #6 would have to be male, pretrial, medium custody inmates.

It would be feasible to accommodate some portion of the medium custody inmates in CJ #6, but they would have to be inmates who have a good disciplinary record, are participating in a structured program, and/or have a regular work assignment. There would also be a need to increase the number of deputies to properly supervise and manage inmates in the large dorm spaces.

3. *How Would Housing Inmates In CJ #6 Affect The Jail System Overall?*

Re-opening CJ #6 would add 372 dormitory beds to the overall jail system. Table 7 summarizes the overall bed capacity for the entire system were this to occur. The overall capacity would be 1,608 which is well above the current and projected inmate population. However, the number of beds that are dormitory style beds would be 636 or 40% of all beds.

**Table 7. Summary Bed Capacity with Proposed Use of CJ #6**

Facility	Year Built	Location	Beds in Cells	Beds in Dorms	Types of Inmates	Types of Programs
CJ #1	1961	Downtown	0	0	Intake/Releases	None
CJ #2	1994	Downtown	200	264	All Types	Wide Array
CJ #5	2005	San Bruno	772	0	All Types	Wide Array
CJ #6	1989	San Bruno	0	372	Min/Med	Limited
Totals			972 cells	636 dorms	1,608 beds	

Table 8 attempts to develop an operational capacity for each of the remaining three facilities. This was done by assuming that special management housing units need to be at 85% of their bed capacity to properly function. Units that house general population inmates were set at 90% (medium and maximum) or 95% (minimum custody) of their bed capacity. Using these assumptions, the entire jail system population could not exceed 1,469 inmates at any given time

Using the 4.5% peaking reported in the Controller's report, these three facilities would provide sufficient bed space to house both the current and projected jail populations (Table 9). The question that remains is whether the type of beds in this configuration would match the security and special population attributes of the current and projected populations.

To address this issue, we assessed which inmates in the current and projected jail population could be transferred to CJ #6 from the other jail facilities. We first looked at 331 inmates now housed in CJ #4.

**Table 8. Detailed Housing Plan by Operational Bed Capacity**

Housing Unit	BED TYPE	# of Beds	% Capacity	Operational Capacity
County Jail #5				
5M1A	WORKERS	48	95%	46
5M1B	PSYCH GP	48	85%	41
5M2A	LOCK-UP	48	85%	41
5M2B	AD SEG	48	85%	41
5M3A	AD SEG PSYCH	48	85%	41
5M3B	AD SEG LOCK-UP	48	85%	41
5M4A	INTAKE GP	48	90%	43
5M4B	INTAKE GP	48	90%	43
5M5A	KEYS TO CHANGES	48	95%	46
5M5B	COVER	48	95%	46
5M6A	GP/5KEYS	48	95%	46
5M6B	GP/5KEYS	48	95%	46
5M7A	ROADS	48	95%	46
5M7B	RSVP	48	95%	46
5M8A	GP/5KEYS	48	95%	46
5M8B	GP/5KEYS	48	95%	46
TOTAL		768	95%	701
County Jail #2				
2MA	MALE-Re-Entry	56	95%	53
2FB	FEMALE - GP	88	95%	84
2MC/SFC	MEDICAL/MH	72	85%	61
2MD	MALE	56	95%	53
2FE	FEMALE	88	90%	79
2MF	MALE	104	90%	94
TOTAL		464	91%	424
County Jail #6				
A	GP - Min	62	95%	59
B	GP - Min	62	95%	59
C	GP - Min	62	95%	59
D	GP-Medium	62	90%	56
E	GP-Medium	62	90%	56
F	GP-Medium	62	90%	56
Totals		372	93%	344
Grand Totals		1,604	92%	1,469

GP = General Population  
 PSYCH = Acute Mental Health  
 AD SEG = Administrative Segregation

**Table 9. Summary of Available Beds**

Facility	Beds	Operational Beds
CJ #2	464	424
CJ #5	768	701
CJ #6	372	344
Totals	1,604	1,469
Projected Populations		
Low Projection		1,235
With 4.5 % Peaking		1,291
Surplus(+)/Deficit(-)		+178
High Projection		1,402
With 4.5% Peaking		1,465
Surplus/Deficit		+4

There are a number of factors that would preclude most of the inmates now housed in CJ #4 to be simply relocated to CJ #6. As noted earlier, all of the inmates in CJ #4 are now housed in cells and not dorms. Furthermore, of the 331 inmates that are now housed in CJ #4, 163 (nearly 50%) are in special populations categories (administrative segregation, medical, mental health) that preclude placement in CJ #6 (Table 10). Of the remaining 196 inmates who are assigned to the general population, 106 are classified as maximum custody and could not be assigned to the CJ #6 dorms. That would leave only 68 inmates who are general population and are classified as medium or minimum custody. Even if the SFSD modifies its classification system, it would not produce a sufficient number of inmates to occupy the CJ #6 dormitory beds.

**Table 10. Current Inmate Housing Designations for County Jail #4**

Housing	Inmates	%
Total Inmates	331	100%
Special Populations	163	49%
General Population	168	51%
Maximum	106	32%
Medium	58	18%
Minimum	4	1%

Source: SFSD Inmate Data file 10/21/2015

This would mean that a large number of inmates (approximately 275) now housed in CJ #2 and CJ #5 would have to be relocated from their current housing units and placed in CJ #6. Here again there are a number of operational and security factors that would negate the viability of using the CJ #6 facility.

For CJ #2, it is assumed that the women could not be assigned to CJ #6 due to their diverse security, medical, and mental health needs which are being adequately served at CJ #2. Furthermore, of the remaining 130 males, there are 56 that are in the acute medical and mental health unit, 33 are assigned to the re-entry program, and 23 are assigned to maximum custody. All of these factors would preclude assignment to CJ #6 (Table 11).

**Table 11. Current Inmate Housing Designations for County Jail #2**

Housing	Inmates	%
Total Inmates	252	100%
Females	122	48%
Males	130	52%
Medical/Mental Health	56	22%
Re-Entry	33	13%
General Population	41	16%
Maximum	23	9%
Medium	13	5%
Minimum	5	2%

Source: SFSD Inmate Data file 10/21/2015

The remaining CJ #5 facility also has sizeable inmate population attributes that would preclude their placement in CJ #6 (Table 12). It has a large administrative segregation population (111), step down mental health inmates (41) and newly admitted inmates in the intake unit (21). There is a small group of workers but placing them in a 62 bed dorm in CJ #6 would be an inefficient use of that space.

**Table 12. Current Inmate Housing Designations for County Jail #5**

Housing	Inmates	%
Total Inmates	638	100%
Administrative Segregation	111	17%
GP - Mental Health	41	6%
New Intake	21	3%
Workers	28	4%
Programs	370	58%

Source: SFSD Inmate Data file 10/21/2015

The inmates now participating in the various programs operated at CJ #5 would be suitable candidates for placement in CJ #6 from a pure housing perspective. But, as noted above, there is virtually no program space at CJ #6; inmates would have to be transported back and forth between CJ #5 and CJ #6 on a daily and even hourly basis to access the required program space. Such frequent movement would be costly (requires additional escort officers) and potentially unsafe as inmates from different housing levels with different custody levels can interact and confront each other during movement.

## **Summary**

Based on this analysis, from a security and programmatic perspective there are not enough inmates in the San Francisco Jail System to fully utilize CJ #6. It is estimated that there are approximately 110 males who could be housed in two units, meaning that four units (or 248 beds) would be unusable. Losing this amount of bed capacity would result in overcrowding system wide.

Finally, even if CJ #6 could be fully occupied, it would not be a viable option due to several significant issues.

1. Virtually all of the male population would be in the pretrial status with the need to continue to make periodic appearances in court, thus increasing the transportation costs for SFSD. Access by both public and private service groups which provide services, programs and activities would also be limited.
2. As noted in the Office of the Controller's June 2015 report (pp. 21-22), the utilization of dormitories for a predominately pretrial population is highly discouraged by national correctional organizations such as the National Institute of Corrections, American Correctional Association and the American Jail Association. CJ # 6 lacks adequate space for programs. Significant renovation or new construction to provide program space would be essential to operate this facility.
3. Re-opening CJ #6 would result in approximately 70% of the SFSD Jail population being housed at the out-of- county San Bruno site.

San Francisco has dramatically lowered its jail population and has one of the lowest incarceration rates in the nation for cities of its size. Similarly, it will be significantly lowering its current bed capacity from 2,436 beds to a projected need as low as 1,358 beds. As the population has declined so too have the special management needs and security levels of a much smaller jail population. The remaining facilities that are available to house the current and projected jail population will not be sufficient to meet their programmatic and security needs.

OFFICE OF THE MAYOR  
SAN FRANCISCO



EDWIN M. LEE  
MAYOR

TO: Angela Calvillo, Clerk of the Board of Supervisors  
FROM: *for* Mayor Edwin M. Lee *NE*  
RE: Amended Ten-Year Capital Expenditure Plan-FY 2016 through FY 2025  
DATE: November 17, 2015

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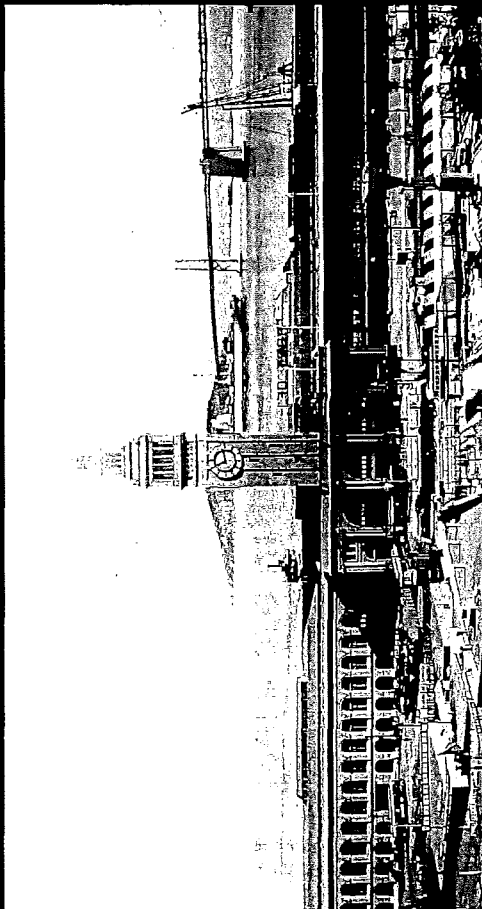
Attached for introduction to the Board of Supervisors is a resolution amending the City's ten-year capital expenditure plan for FY 2016 through FY 2025 to accept an award of \$80 million from the California Board of State and Community Corrections for the proposed Rehabilitation and Detention Facility Project and to recognize the revised scope thereof, and to advance projects within the Justice Facilities Improvement Program financed through the Capital Plan's General Fund Debt Program.

I respectfully request a waiver of the 30-day hold on this legislation.

Should you have any questions, please contact Nicole Elliott (415) 554-7940.

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**SF**

**Building Our Future**

[onesanfrancisco.org](http://onesanfrancisco.org)



There's only one San Francisco. Let's take care of it.

**San Francisco Rehabilitation Detention Facility**  
**SB 863 Award and Project Financing**  
**Board of Supervisors, Budget and Finance Committee**

December 2, 2015

# Rehabilitation Detention Facility

## Current Risks and Needs

2

**The HOJ is seismically deficient and dangerous**

- Poses appreciable life hazards to inmates and staff
- Uninhabitable after a major earthquake
- Highly vulnerable to structural and non-structural damage
- Outdated, unsafe linear housing units
- Poor visibility and indirect supervision due to linear design increase risk of suicide and assault

San Francisco region					
Magnitude (greater than or equal to)	Average repeat time (years)	30-year likelihood of one or more events	Readiness		
5	1.2 (0.7)	100% (1.0)	1.0	1.0	1.0
6	8.9 (1.0)	98% (1.1)	1.0	1.0	1.0
6.7	29 (1.1)	72% (1.1)	1.1	1.1	1.1
7	48 (0.9)	51% (1.3)	1.1	1.1	1.1
7.5	125 (0.7)	20% (1.6)	0.9	0.9	0.9
8	825 (0.7)	4% (1.9)	1.0	1.0	1.0

United States Geological Survey Fact Sheet 2015-3009, March 2015

**There are urgent treatment and service needs for the HOJ inmate population**

- Inadequate access to treatment and support programs
- Insufficient confidential interview and group treatment rooms
- Shortage of treatment beds for persons with severe mental illness

*Up to 3,000 people use the Hall of Justice on a given day, making it the 2<sup>nd</sup> most used City building*

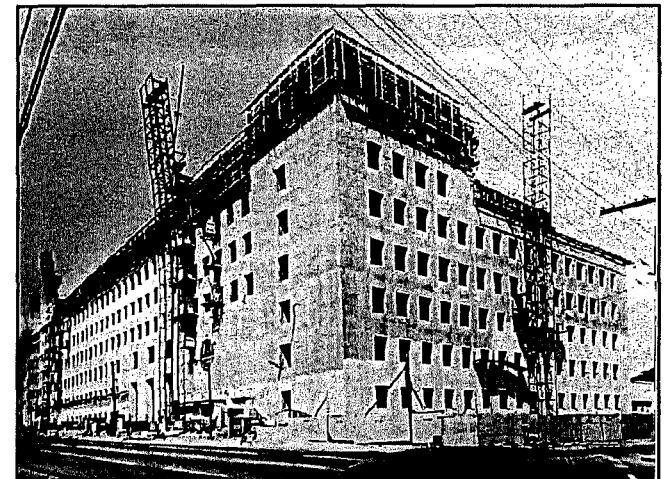
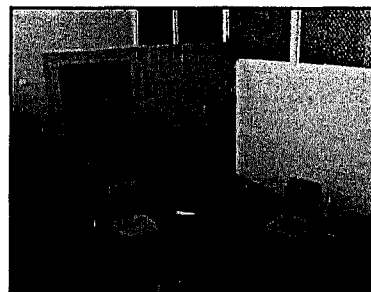


Photo: San Francisco Chronicle

4158

# Rehabilitation Detention Facility

## Costs of “No Jail”

3

- Failing to advance the RDF project comes at a heavy price to San Francisco

**Loss of \$80M in State revenue** to advance one of San Francisco’s most pressing capital and public safety needs

**No savings to fund new psychiatric respite program**

**Out-of-county placements** for inmates, creating distance from support networks

**Prolonged structural safety risk** to staff, inmates, and the public at the HOJ

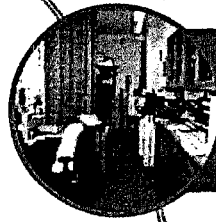
Correctional and rehabilitative **staff unable to properly do their jobs** due to poor building design and lack of space

**Risk of court order** or other action requiring construction of a replacement jail

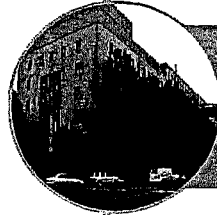
# Rehabilitation Detention Facility Objectives

4

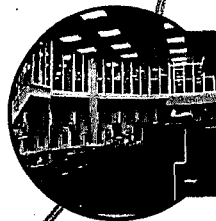
- The RDF project addresses several urgent needs for San Francisco



**Better Treatment & Outcomes**



**Safety for Inmates, Staff & Visitors**



**Finding the Best, Most Cost-Effective  
Option**

# Rehabilitation Detention Facility

## RDF Design for Improved Service Delivery

5

- Pod-based design of RDF would mean greater access to successful in-house and nearby transitional support programs

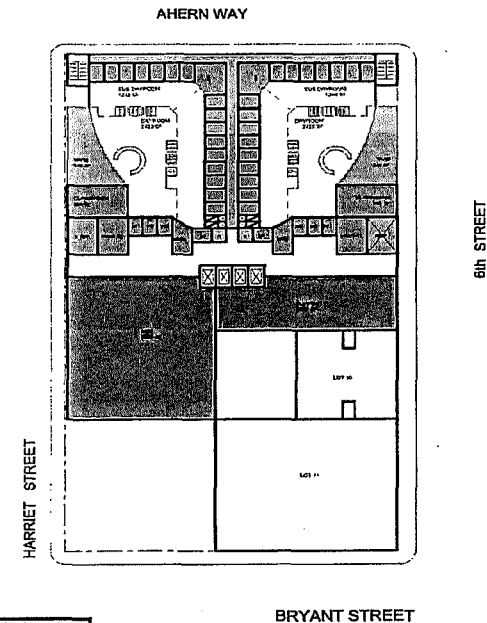
### Percentage of Population in Programs

CJ #5  
80%

HOJ  
20%

### HOJ vs RDF Building Areas Comparison (square feet)

Space Type	CJs #3 & #4	RDF	Difference Increase (Decrease)
Beds	905	384	(57)%
Housing	41,300	15,000	(64)%
Dayroom	22,200	50,000	125%
Classrooms - Program Areas	680	9,000	1,224%
Exercise Yard	5,900	5,100	52% per inmate
Medical/Health Services	1,200	7,000	483%



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# Rehabilitation Detention Facility

## Programmatic Need – HOJ Public Health Issues

6

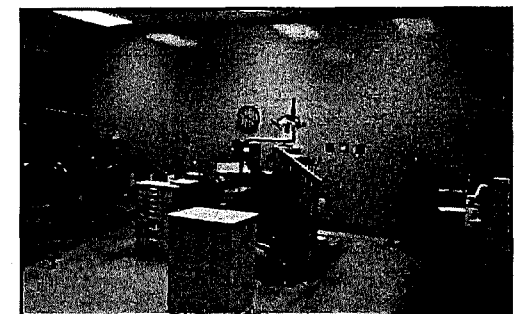
- Insufficient confidential interview, group treatment, and staff office space
  - Compromises patient confidentiality law compliance
  - Reduces treatment efficiency and effectiveness
  - Hampers placement upon release
- Poor visibility and indirect supervision increase risk of suicide and assault
- Limited access to gym area
  - Impacts health, wellness and recovery

### Treatment Space

County Jails 3 & 4  
(Current HOJ Facility)



County Jail 5  
(Vision for RDF)



# Rehabilitation Detention Facility

## Who Do We Serve?

7

Top ten diagnoses are primarily substance use, mental illness, and chronic diseases

1. Substance use
2. Asthma, lung diseases
3. Hypertension
4. Fractures and orthopedic problems
5. Psychosis
6. Skin disorders
7. HIV and AIDS
8. Hepatitis and liver disease
9. Chronic pain
10. Diabetes

# Rehabilitation Detention Facility

## Behavioral Health in the Jails

8

- 36% of inmates had contacts with Behavioral Health (BH) staff:  
4,918 in FY14-15
- 6.2%** of inmates were diagnosed with **serious mental illness (SMI)**:  
839 total unduplicated in FY14-15 (vs. 11-17% national average)
  - 80% had Substance Use Disorder co-morbidities
  - Each SMI inmate had an average of 62 contacts per year with BH staff due to higher medical needs and longer length of stay
- As we have seen at County Jail #5, improved jail housing design has the potential to:
  - Reduce inmate and staff stress
  - Positively impact inmate behavior and safety
  - Improve staff morale
  - Facilitate treatment



# Rehabilitation Detention Facility

## Additional Psych Respite Program

9

- Acceptance of SB 863 financing allows for reallocation of funds to another pressing concern for San Franciscans: **addressing the needs of justice-involved persons with mental illness in the community**
- Enables creation of a **new Psychiatric Respite Program** run by the Department of Public Health (DPH)
  - Program will provide transitional housing and comprehensive mental health and substance abuse services for individuals being discharged from jail and collaborative court programs
  - Annual \$4M operational cost made possible by the SB 863 award
  - San Francisco to invest \$1.5M to assist with upfront capital development of the new voluntary Psychiatric Respite Program
  - Program projected to be operational by FY 17-18

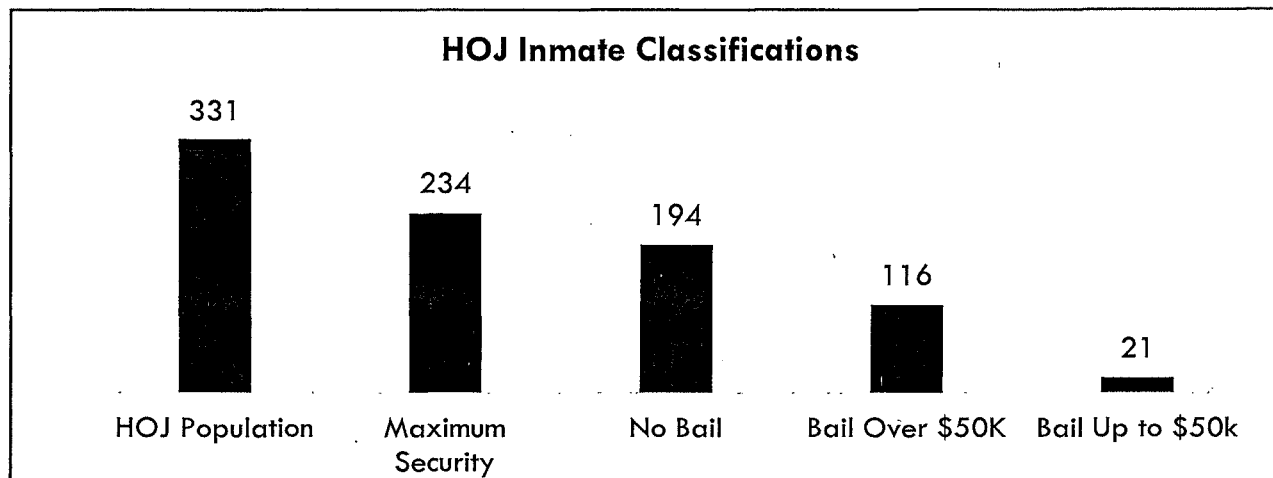
# Rehabilitation Detention Facility

## SF County Jail Population

10

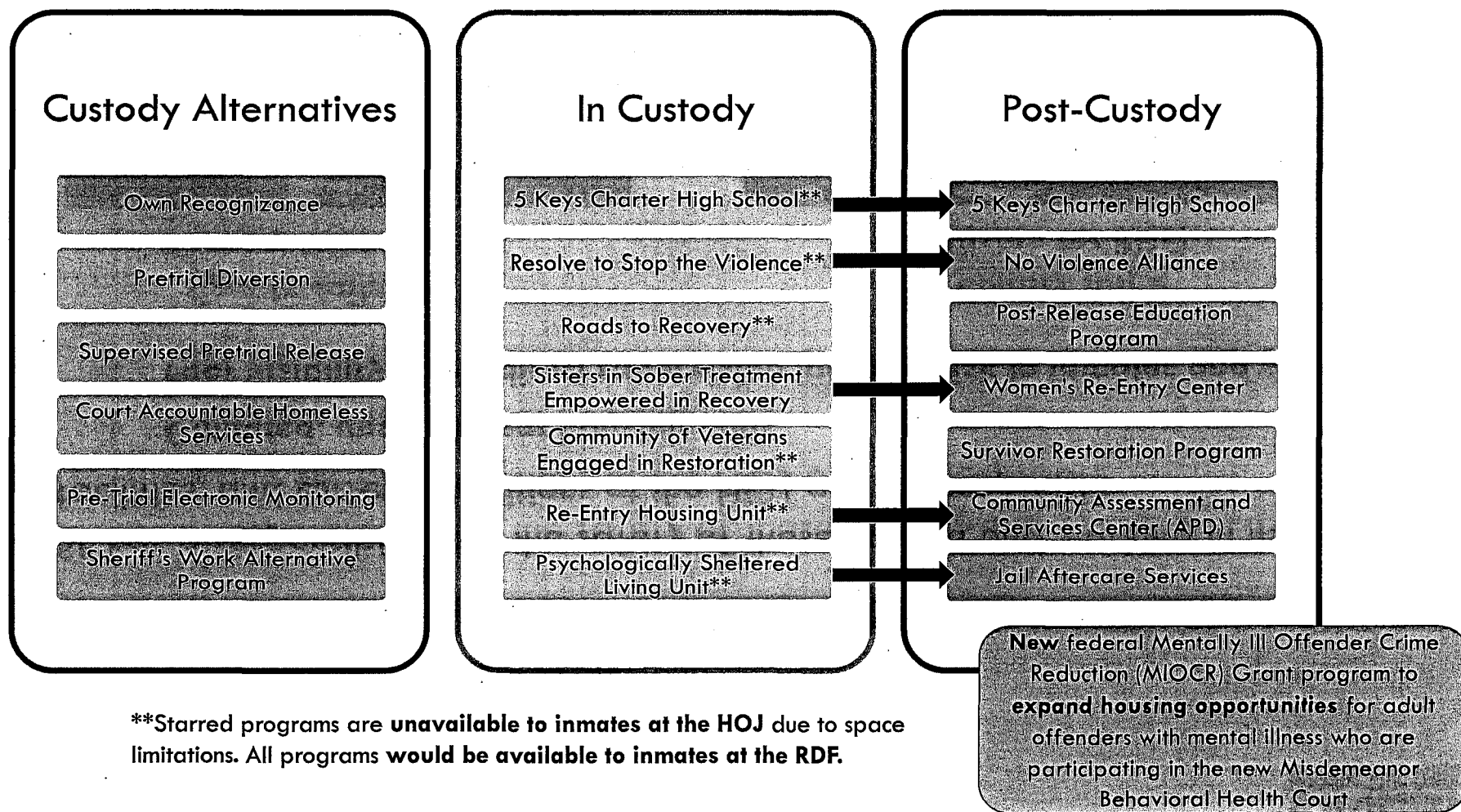
- Total booked (daily figure): 58
- Total number of inmates: 1270
  - Percentage with “no bail” status: 43.9%
  - Percentage with felony charges: 89.9%
- SVP and Gang classification factors
- Total in Alternative Sentencing Programs (daily figure): 112
- Total in Community-Based and Contracted Programs: 840
- Total Out-of-Custody Program Participants: 952

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# Rehabilitation Detention Facility

## Existing SHF Programs



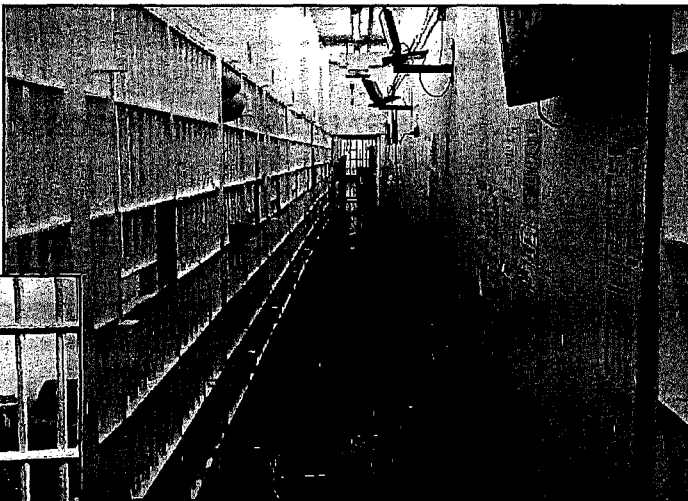
# Rehabilitation Detention Facility

## Safety – Linear Layout

12

- ❑ SF has a responsibility for the safety of those housed and working in its facilities, and current conditions at the HOJ are unacceptable
  - ❑ **Outdated, unsafe linear housing units**
  - ❑ **Poor visibility and indirect supervision increase risk to inmates and staff**

County Jails 3 & 4  
(Current HOJ Facility)



Indirect Supervision

County Jail 5  
(Vision for RDF)



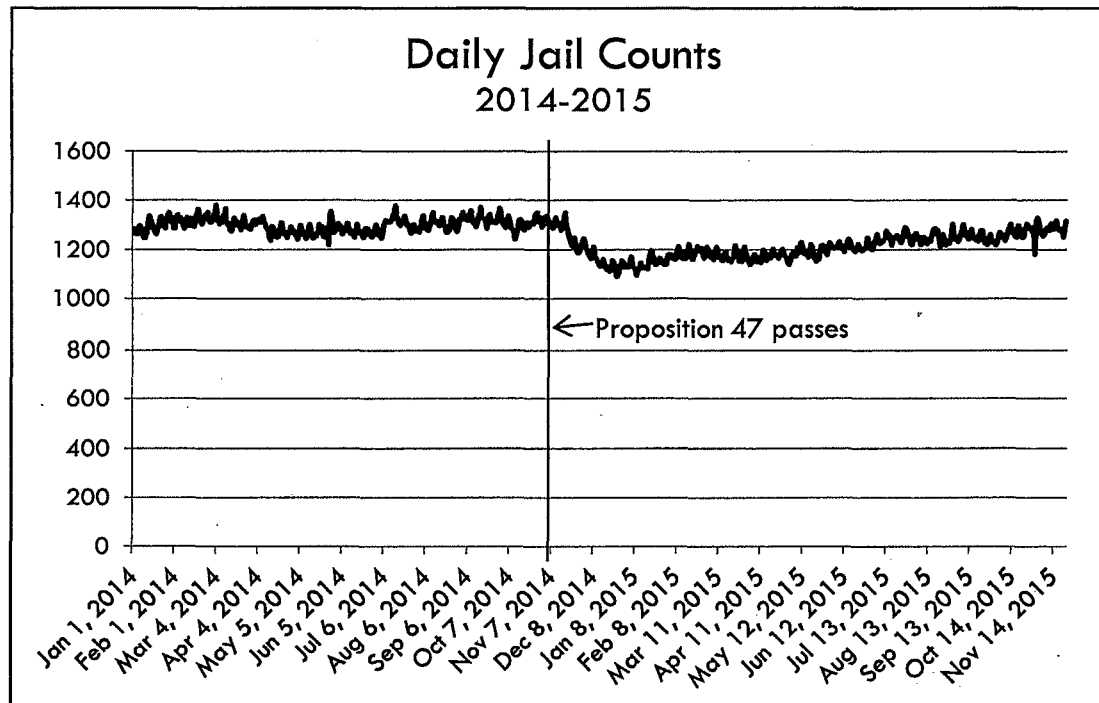
Direct Supervision

# Rehabilitation Detention Facility Controller's Jail Population Forecast

13

- Large drop in jail population from 2009-2014
- Population flat in 2014 except for decline after Prop 47
- Population trending upward in 2015

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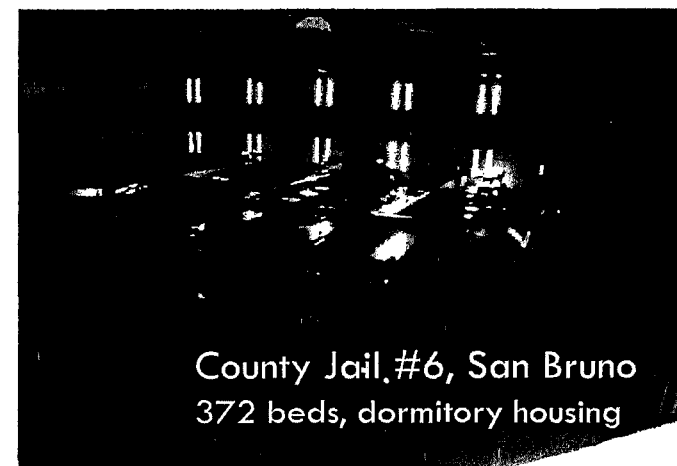
# Rehabilitation Detention Facility Controller's Population-Based Analysis

14

- Forecast suggests need for RDF unless CJ #6 can be used at full capacity

	Forecasted Replacement Jail Bed Need
Option 1: <del>County Jail 6 can be used</del>	<del>-252 to 21 beds</del>
Option 2: County Jail 6 cannot be used	120 to 393 beds

- Significant issues with CJ #6
  - Low security
  - Insufficient program/treatment space
  - High costs associated with use



4170

# Rehabilitation Detention Facility Jail Housing Options Assessment

15

- City sought contractor to analyze whether CJ#6 could be used instead of constructing new facility
- Controller hired Dr. James Austin of JFA Institute for analysis
  - Dr. Austin recommended by Adult Probation Department and Office of the District Attorney

Conclusion:

***“Existing facilities not sufficient to meet programmatic and security needs.”***

# Rehabilitation Detention Facility Jail #6 Alternative – Cost Analysis

16

County Jail #6 is not a cost effective alternative

4172

	SCENARIO 1 San Francisco RDF	SCENARIO 2 San Mateo CJ #6 Reconfigured
<b>Project Description</b>	New pod-based single facility in SF PLUS new Psych Respite Program and expedited relocation from HOJ	Retrofit of CJ #6 to pod-based design PLUS annex facility for additional beds and required modifications to CJs #1 and #2
<b>Facility Beds</b>	384	384
<b>Operational Considerations</b>	<p>Self-contained design with proximity to courts, family, Public Defender, and local support services</p> <p>No transportation costs required</p> <p>Enables urgently needed housing support program and earthquake safety preparedness</p>	<p>Insufficient space to retrofit existing structure for the number of beds needed</p> <p>Pod-based design in remote location requires transportation</p> <p>CEQA approval still needed</p>
<b>Total Project Budget</b>	<p>\$240,000,000</p> <p>RDF component w/ SB 863 award: \$160,000,000</p>	\$305,000,000*

RDF size reduced from 640 beds

RDF scope reduced from \$290M

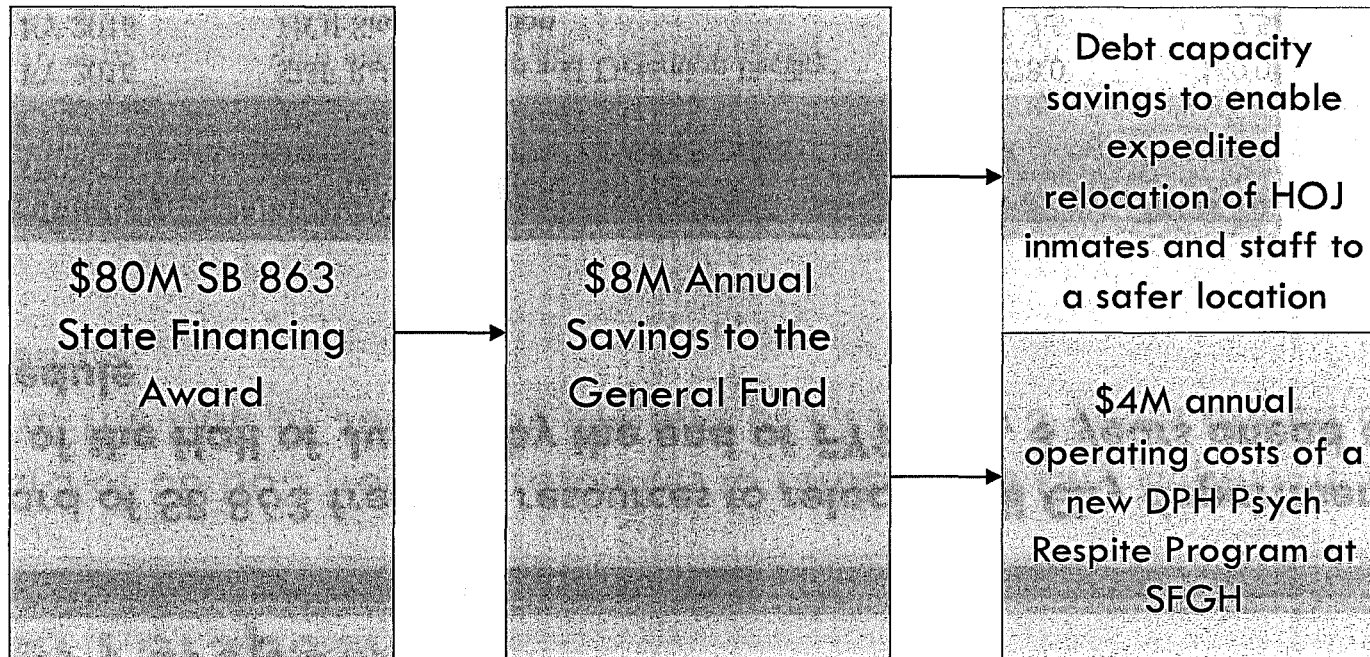
\*Scenario 2 does not include cost of replacing CJ #6 in ~25 years or transportation operations



# Rehabilitation Detention Facility Application of Award Savings

17

4173



# Rehabilitation Detention Facility Capital Perspective

18

- Award of SB 863 frees up resources to relocate all City departments out of the Hall of Justice by the end of FY20-21, 3 years ahead of schedule

4174

<b>General Fund Debt Program</b>			
<b>(Dollars in Millions)</b>			
	<i>Proposed Debt Issuance</i>	<i>Current</i>	<i>As Amended</i>
FY 2016	SHF Rehabilitation and Detention Facility*	278.0	160.0
FY 2016	HOJ Site Acquisition	7.5	7.5
FY <del>2019</del> 2018	Adult Probation Relocation from HOJ	59.3	59.3
FY 2019	DPH Admin Building Relocation	59.5	59.5
FY <del>2021</del> 2018	DA and SFPD Relocation from HOJ	227.0	227.0
FY 2022	HOJ Land Purchase, Demolition & Enclosure	48.0	48.0
FY 2024	JUV Admin Building Replacement	106.6	106.6
FY 2025	Yard Consolidation	100.0	100.0
<b>General Fund Debt Total</b>		<b>\$886</b>	<b>\$768</b>
* Note the RDF budget was reduced by \$38M prior to submission of the SB 863 application.			

# Rehabilitation Detention Facility

## Conclusion

19

San Francisco was awarded **\$80M and the top score** of all counties by the California Board of State & Community Corrections for its Rehabilitation Detention Facility (RDF) project to **reduce recidivism while protecting public safety**.

This award is the **last foreseeable opportunity to use State funds** to:

- Provide safer and more suitable conditions** for the inmates and staff currently at risk at the Hall of Justice (HOJ)
- Reduce the number of beds** to 384 at the RDF, down 57% from the total at the HOJ, a 19% system-wide reduction
- Vastly improve access to treatment and successful programs**
- Create and fund a new DPH Psych Respite Program** to address the health and housing needs of justice-involved persons with severe mental illness
- Build the most cost-effective, rehabilitation-minded option**
- Uphold a fundamental capital and public safety responsibility**

# Questions & Comments

20

Naomi Kelly, City Administrator

Brian Strong, Capital Planning Program

Chief Deputy Sheriff Matt Freeman and Kevin Lyons, Sheriff's Office

Barbara Garcia, Jo Robinson and Albert Yu, Public Health

Ben Rosenfield, Jessie Rubin and Kyle Patterson, Controller's Office

Jumoke Akin-Taylor and Charles Higuera, Public Works

John Updike, Real Estate

## CITY AND COUNTY OF SAN FRANCISCO

## OFFICE OF THE DISTRICT ATTORNEY



George Gascón  
District Attorney

December 2, 2015

The Honorable Edwin Lee  
Mayor, City and County of San Francisco  
City Hall, Room 200  
1 Dr. Carlton B. Goodlett Place  
San Francisco, Ca 94102

Dear Mayor Lee,

As the chief law enforcement official for the City and County of San Francisco, I write today with serious concerns regarding plans to construct another jail. As you know, San Francisco is a national leader in developing alternatives to incarceration, and due to the excellent work of individuals across the public safety spectrum our jail is 50 percent empty. Meanwhile, we continue to experience historically low crime rates. With this backdrop building a new jail at a cost of at least \$240,000,000 in finite taxpayer resources would be taking a cue from history and from our nation's sordid past of mass incarceration. I ask that you join me, the Public Defender, and former Adult Probation Chief Wendy Still - your partners in the criminal justice system - in taking a step forward as we implement a modern approach to public safety that meets San Francisco's current needs. As cities and states across the country look to the models developed and implemented in San Francisco to reduce their reliance on jails and prisons, the construction of a new detention facility would be a giant step backward and would send the wrong message from a city that has taken so many innovative strides forward.

A more accurate depiction of our current needs can be deduced by an assessment of those individuals currently in-custody, or by simply looking at street corners across San Francisco. With as many as 40 percent of our in-custody population suffering from some degree of mental illness, it is clear that San Francisco has a mental health treatment problem, not a jail capacity problem. We do not need any more jail beds - we need mental health beds.

Many individuals with mental illness have committed low-level crimes that may not warrant ongoing incarceration. Additionally, the bench will generally not keep such offenders in-custody if we lack inpatient facility space to get them treatment. This is unfortunate, as prosecutors in my office recommend treatment for offenders every day

who, with limited exception, must get help in order to reduce their likelihood of recidivating. The need for these services cannot be overstated, as we are currently running a 90-day average wait time for mental health beds through our Behavioral Health Court (BHC), so only those offenders who commit more serious crimes will be in-custody long enough to receive a referral to an inpatient treatment facility. The result is that individuals with mental illness are released back onto our streets without receiving the treatment they need, and they often reoffend only to be re-released under the same circumstances. This is unsustainable, and it is a primary cause of both homelessness and the quality of life crimes that San Franciscans endure without relief.

Many contend that the jail must be built in order to accommodate the 344 inmates at CJ-4 who need to be moved from that aging facility. While I completely agree that these inmates need to be moved, I disagree with the assertion that the only answer for housing them is to build a new \$240,000,000 facility. I understand that this project has been in the works for years, but this is a massive infrastructure investment that was developed in another era, and it does not meet our current needs.

As indicated, our jails are at roughly 50 percent capacity, and accordingly there is more than enough room to house the 344 inmates currently located at CJ-4. The disagreement is not around capacity; it revolves around the classification of inmates and how they may be housed together in order to ensure their safety. I ask that you take into consideration the fact that there is currently an entire pod that remains vacant at CJ-2, that a recent study released by the Controller found that the Sheriff's classification system is over classifying many inmates, and the fact that no study has ever adequately investigated the prospect of renovating CJ-6 with the \$80 million grant from the state to house medium-risk inmates and additional programming space. Moreover, we continue to lease approximately 45 jail beds to the federal government at the seismically vulnerable Hall of Justice. The Sheriff's Department entered into this agreement a year ago in order to increase revenues, but such an agreement should be terminated and alternatives must be considered before we make such a massive infrastructure investment. Above all, however, it is imperative to consider the fact that roughly 40 percent of our entire in-custody jail population suffers from some level of mental illness. Our current strategy of warehousing these offenders with the general population ignores the findings of leading researchers which indicate that these individuals cannot get the treatment they need in our jails. If even a fraction of the 40 percent of our in-custody population that suffers from some level of mental illness had their cases handled through a mental health treatment facility, instead of through the traditional criminal justice process, we would have more than ample space to house the 344 inmates currently located at CJ-4, we would reduce recidivism among individuals with mental illness, and could avoid building a \$240,000,000 jail.

## CITY AND COUNTY OF SAN FRANCISCO

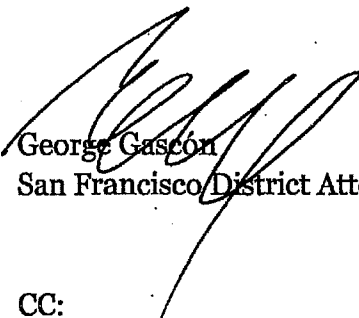
## OFFICE OF THE DISTRICT ATTORNEY

The decision before the board is a value judgment that weighs a project originally envisioned when our jail population was nearly twice what it is today - and a huge expenditure in support of the project - versus our current needs. This is a significant sum of taxpayer resources that should be focused where currently needed: San Francisco should invest in mental health treatment services.

In closing, I believe San Francisco is on the cusp of making a terrible mistake that we will look back on as wasteful and out of touch for years to come. San Franciscans expect us to make sound investments for their public safety. Rushing to build a new jail at a cost of \$240,000,000, without considering alternatives that address current trends in the criminal justice system is irresponsible. I strongly urge the Board to direct the Controller to conduct a comprehensive assessment of alternatives to a new jail in partnership with your public safety leaders. We have a rare opportunity to invest in mental health treatment services, thereby meeting current public safety needs which will bring relief to the citizens of San Francisco.

Thank you for your time and consideration.

Sincerely,



George Gascon  
San Francisco District Attorney

CC:

London Breed, President, SF Board of Supervisors  
Eric Mar, SF Board of Supervisors  
Mark Farrell, SF Board of Supervisors  
Julie Christensen, SF Board of Supervisors  
Katy Tang, SF Board of Supervisors  
Jane Kim, SF Board of Supervisors  
Norman Yee, SF Board of Supervisors  
Scott Weiner, SF Board of Supervisors  
David Campos, SF Board of Supervisors  
Malia Cohen, SF Board of Supervisors  
John Avalos, SF Board of Supervisors  
Angela Calvillo, SF Board of Supervisors, Clerk of Board

Causes and Consequences (2014)].

I have been studying the effects of various conditions of confinement for many decades and often have testified in state and federal courts in cases challenging the constitutionality of various prison conditions and practices, especially those that affect mentally ill inmates. My research and testimony has been cited by many courts, including the United States Supreme Court in the landmark case that required a significant reduction in the size of the overall California prison population [Brown v. Plata/Coleman, 131 S.Ct. 1910 (2011)] and precipitated the "realignment" of responsibilities between the state prisons and county jails.

With that background and experience in mind, I write as a long-time "veteran" of the attempt to provide constitutionally adequate mental health care to California jail inmates and state prisoners. Indeed, I began working on the Coleman case (that led to the ruling in Brown v. Plata/Coleman) more than 20 years ago, and I have I watched (and often participated in) the process by which the California Department of Corrections and Rehabilitation has struggled to address the myriad failures and flaws in its mental health care delivery system. Indeed, in part because of my early involvement in Coleman, I have studied this process in many other states as well. I have become very mindful of both the extraordinary expense involved and nearly insurmountable hurdles that prison and jail systems face when they try to effectively and humanely address the needs of this vulnerable population of prisoners inside the walls of a correctional institution.

Jails and prisons are fundamentally places of punishment and control, not treatment and caring. I intend this statement less as a criticism than an observation about their essential nature, design, and purpose. But it is an observation that is critically important for understanding why it is so difficult to create and maintain an effective system of mental health care inside a jail or prison. All of the momentum inside such institutions—from their architecture to ideology—presses in the opposite direction. Moreover, because of the way they are run and the assumptions by which they operate, ultimate decision-making authority is virtually always vested in the hands of correctional staff, not treatment personnel.

My own view—based on many years of experience studying these issues in California and elsewhere—and confirmed by every study I know of that has been done on the topic, is that it is extraordinarily difficult to provide even minimally adequate mental health treatment and care inside jails and prisons. Mentally ill prisoners are especially vulnerable to a wide range of potential harms in correctional facilities. Thus, they are more likely to incur disciplinary infractions, are more likely to be victimized by other prisoners, and are more likely to be the targets of use of force by correctional staff. In fact, they often find themselves mired in



a vicious cycle in which their disciplinary infractions lead to sanctions that include isolation or solitary confinement, where their mental health further deteriorates and the likelihood of future infractions increases, and their psychiatric condition continues to spiral downward.

It is essential that San Francisco's decision-makers recognize that these intrinsic problems are not born of bricks and mortar, and the construction of a cleaner, more modern and very expensive jail will *not* solve them.

The extraordinary expense and enormous hurdles involved in trying to surmount these myriad problems could not have been more clearly demonstrated than in the Coleman litigation itself, where hundreds of millions of dollars and two decades of hard work were still not sufficient to create a constitutionally adequate mental health delivery system for thousands of California prisoners. I urge you not to make the same mistake as some other California counties have, by trying to "build your way out of" the crisis of mental health care in the county's jails, or assume that a massive new treatment jail, and an additional measure of training and influx of personnel (both of which can be salutary) will come close to solving the problem.

Instead, I would urge you to abandon plans to build a new jail, plans first developed roughly a decade ago. A lot has changed in the past nine years, as San Francisco's in-custody needs have been reduced drastically, while the city's mental health treatment needs continue to rise. With your leadership San Francisco should develop a significant program of diversion for people with mental illness who are arrested and charged with non-violent offenses. Failing to do so would be a disservice to the progress made by San Francisco's criminal justice entities. Indeed, the most recent figures I am aware of indicate that as many as 40% of the individuals currently in-custody in San Francisco's jails have some degree of mental illness. Their very significant needs can be better addressed in community-based treatment programs.

In addition, the cost of building and operating a "treatment" or "mental health" jail will be far higher than community treatment and an aggressively pursued program of diversion.

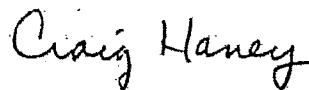
I recognize that many inmates with mental illness are not suitable candidates for diversion, and that the Board may need to consider some new construction of mental health beds for that population. But the number of new beds should be kept at an absolute minimum and only after a strong and effective diversion program has been implemented and expanded. New construction should be calculated as necessary only after the effects of an expanded program of diversion are taken into account.

In a certain sense, diversion embodies the logic of "realignment" but extends it from the jail system into the surrounding community. That is, in the same way that realignment envisions local jails as places that are better able to anticipate and respond to the needs of local residents, and to draw on community resources in order to do so, the current Motion recognizes that community mental health agencies and programs are even better positioned to respond with even more sensitivity to the specialized needs, problems, and issues of local residents. In the same way that realignment was designed to alleviate prison overcrowding and ensure that it would no longer stand as an insurmountable barrier to the delivery of adequate mental health care in prison, diversion into community mental health agencies and programs alleviates overcrowding in the jails, thus allowing those jail inmates who cannot be placed in the community for safety-related reasons to receive adequate mental health care that is not impeded by serious levels of jail overcrowding. It also has the great advantage of providing those persons who can be more appropriately treated in the community with the opportunity to receive more appropriate, specialized treatment that is tailored to their individual needs. In addition, they can avoid the negative dynamics and effects of being housed in a harsh correctional setting, and be spared the kind of victimization that too often occurs there.

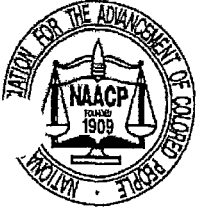
From my perspective, and for the aforementioned reasons, a community diversion and alternative community treatment model promises to be a far more cost-efficient and humane approach to addressing the needs of the mentally ill in the criminal justice system than the construction of a large "mental health jail." I sincerely hope that you will seriously consider the negative legal and humanitarian consequences that will almost invariably follow from the construction of an expensive "mental health jail."

Thank you for considering my comments.

Sincerely,



Craig Haney, Ph.D., J.D.  
Distinguished Professor of Psychology,  
Director, Program in Legal Studies,  
and UC Presidential Chair, 2015-2018



Many African Americans who haven't been forced from their San Francisco homes following decades of unjust city policies have been herded into the city's jails. Now an effort is underway to keep them locked up.

San Francisco was just awarded an \$80 million state grant that it intends to use to build a brand new \$240 million jail to replace its current facility at 850 Bryant St.

As the lack of emphasis on education, jobs and affordable housing continue to decimate the city's African American population, the city is considering spending hundreds of millions of dollars on the kind of housing that leads to despair instead of hope.

Our people helped build this city as a technology powerhouse. During WWII, we traveled here from around the country to work in the shipyards. When the war and shipbuilding ended, we were passed over for whatever jobs remained and our once thriving communities became ghettos. That led to so-called "urban renewal," which did nothing more than displace our merchants and slash the African American population of this city in half over the course of a few decades.

Today, with the city economically thriving, instead of investing in plans to boost our most vulnerable communities in terms of education, jobs, affordable housing and health care, we are considering spending hundreds of millions of dollars on a new jail. The plan would effectively withhold investment in our communities until after our most at-risk members become desperate enough to break the law. It makes no sense. This city should celebrate the innovative community programs and legislation that helped reduce San Francisco's jail capacity by increasing its contributions to them. We should be building forward-thinking job-training programs, not fancy warehouses for inmates. This jail plan goes against everything this city stands for in terms of tolerance and innovation.

Some people are apparently so earnest to jail us, they'll have the city go into debt. A large chunk of the funds to build the new jail facility would be loaned. A report stated payments will cost taxpayers about \$600 million for the project.

As Andrew Szeto of Critical Resistance Oakland has said, imagine what a fraction of that money could do to help solve San Francisco's affordable housing crisis.

We vow to fight any plan that attempts to incarcerate rather than celebrate African Americans who have spilled the blood, sweat and tears to make this city great.

Dr. Amos C. Brown, President  
NAACP Branch, San Francisco

(December 2, 2015)



name: Steve Lomas  
#2 Police Pl.  
SF, CA 94115

district: Pacific Heights  
#2

organization: Resident  
↳ responsible  
tax payers.

# SF should spend \$215 million on:

- (1) smaller jail for violent felons
  - (2) mental health services in non-jail environment
  - (3) low income housing subsidies for the poorest residents.
  - (4) jail diversion programs such as drug treatment, anger management, job training etc
- Finaly: Financially: payers  
in long term costs is fiscally irresponsible.  
↳ for the proposed new jail) ~~\$16,000,000~~ (317 needed millions)

## We demand funding for community based alternatives to incarceration

# No New Jail in San Francisco

My family/community/neighborhood will be harmed if SF builds this jail because \_\_\_\_\_.  
We need the City to spend our funds on \_\_\_\_\_ (resources and services) instead.

**Don't push this jail plan forward without hearing from the community and budget analysts on possible alternatives to creating more cages.**

## 1. The state financing is not free money.

- The jail will cost the City at least \$216 million from our own budget. It will create 30 years of debt for our taxpayers.
- This is money that could be used for mental health services (tell the Board of Supervisors what you think our money should be used for and why).

## 2. Jail capacity is already low. We don't need more beds.

- As of June 11, 2015, SF jail capacity was at 50%. With simple bail reform and expansion of diversion programs, that number will continue to drop, making a new jail even more unnecessary than it already is.
- Over 85% of the county's jail population is pre-trial. ***These are primarily people locked up simply for not being able to afford bail.*** We must stop punishing people for being poor.
- The City of SF and State of CA have just been sued for bail reform. If successful, bail reform would dramatically reduce the number of people in SF's jail system, possibly even before the proposed ground breaking date.

## 3. We need Mental Health in Communities not Cages

- At least one in five people in the SF jail system is in need of mental health support.
- ***Jails are not and will never be adequate places to provide for people with mental health needs because \_\_\_\_\_*** (tell the Supervisors why).
- SF needs to expand out of custody programs where people with mental health needs have access to healthcare within their communities.

## 4. San Francisco can be Safer and Stronger without the Proposed New Jail.

- African Americans are approximately of 5% of SF's population and 56% of SF jail population. **San Francisco must stand against this kind of racism.**
- About 25% of those in jail were homeless before being imprisoned and many more may be homeless upon release. A new jail will worsen homelessness in SF.
- There are currently more than 2.7 million children in the United States with a parent who is incarcerated. Jails do not make cities safer or communities stronger. Jails tear families apart. They take parents away from their children.

**Oppose the Proposed Costly and Unnecessary New San Francisco Jail**

*Whereas*, while San Francisco is in critical need of funding for public education, affordable housing, social services and health care, the Sheriff proposes to spend \$240 million [up to \$465 million including financing; 30 years of debt] of taxpayer dollars to build an unnecessary new 384 bed jail in downtown San Francisco; and

*Whereas*, the reality is that San Francisco already has *too much* jail space. There are approximately 1,000 empty beds every single day in S.F. county jails. Jail population has been declining steadily, remaining at 62-65% of its total jail capacity for almost four years [50% capacity of current buildings with the entire CJ#6 sitting empty]. In other words, over 35% of the city's jail system is unused and 85% of the S.F. jail population is simply awaiting trial; and

*Whereas*, proponents of the plan say we need their new jail to replace the old one at 850 Bryant Street because the building is seismically unsound. However, there is already an excess of empty jail beds and no need to increase jail capacity. The jail at 850 Bryant can be closed immediately without building a replacement; and

*Whereas*, this controversial jail construction plan is opposed by S.F. District Attorney Gascon, the teachers' union (United Educators of San Francisco), National Lawyers Guild, Coalition on Homelessness, Community United Against Violence, S.F. Human Services Network, People Organized to Win Employment Rights, S.F. Tenants Union, Critical Resistance, and Western Regional Advocacy Project, among many others; and

*Whereas*, San Francisco can expand its prevention, pretrial alternatives and diversion programs and promote bail and sentencing reform – and thereby reduce the jail population for a fraction of the cost of building a new jail and paying huge interest and annual General Fund operating expenses over many years. These alternatives to incarceration have proven to be best for keeping families together, stabilizing communities, and preparing prisoners for a productive life on the outside; and

*Whereas*, 42 California counties are currently choosing the dangerous path of jail construction and expansion instead of community-based alternatives to incarceration. Prison and jail expansion has had a particularly devastating effect on poor and working people of color. San Francisco has an opportunity to act against this destructive trend of unrestrained prison and jail growth.

*Therefore be it resolved*, that Golden Gate Branch 214 of the National Association of Letter Carriers formally oppose the costly and unnecessary San Francisco Jail Replacement Project, and urge others, including the San Francisco Labor Council, to do the same.

