

**CITY AND COUNTY OF SAN FRANCISCO
BOARD OF SUPERVISORS
BUDGET AND LEGISLATIVE ANALYST**

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Policy Analysis Report

To: Supervisor Haney
From: Budget and Legislative Analyst's Office
Re: Costs & Operations at County Jail #4 at 850 Bryant Street
Date: October 17, 2019



SUMMARY OF REQUESTED ACTION

Your office requested that the Budget and Legislative Analyst research the following items regarding County Jail #4 at the Hall of Justice (850 Bryant Street):

- 1) Operational and maintenance costs
- 2) Staffing costs
- 3) Sheriff's Department's budget
- 4) Daily cost per person in custody
- 5) Sheriff's Department's classification system
- 6) Jail population and demographics
- 7) Jail bookings into the San Francisco County Jail system
- 8) Jail releases from the San Francisco County Jail system and length of stay for individuals released
- 9) Jail Health Services costs and jail behavioral health service characteristics

For further information about this report, contact Fred Brousseau, Director of Policy Analysis, at the Budget and Legislative Analyst's Office.

Project Staff: Karrie Tam, Fred Brousseau

Executive Summary

- The Sheriff's Department manages four jail facilities: County Jails #1 and #2 at 425 7th Street, County Jail #4 at the Hall of Justice, and County Jail #5 in San Bruno in San Mateo County.
- County Jail #4 is located in the City's Hall of Justice (HOJ) at 850 Bryant Street. The building was constructed in 1958 and is seismically deficient. Due to the aging infrastructure, the HOJ also has serious health, safety and working condition problems, requiring significant renovation and capital investment.
- Operating costs for the City's jail facilities are incurred by the Sheriff's Department, the City's Real Estate Division, and the Department of Public Health for Jail Health Services. Budgeted costs for FY 2019-20 for County Jail #4 for these departments are approximately \$24.7 million, broken down by department as shown in Exhibit A.

Budget and Legislative Analyst

Exhibit A: FY 2019-20 Total County Jail #4 Budgeted Costs for All Departments

	FY 2017-18	FY 2019-20
Sheriff's Direct Operating Costs	\$17,298,423	\$18,616,818
Sheriff's Maintenance	\$985,810	\$1,108,495
Sheriff's Contract Maintenance	\$150,000	\$150,000
Sheriff's Equipment	\$65,240	\$69,220
Sheriff Subtotal	\$18,499,473	\$19,944,533
Real Estate Division (RED) Maintenance	\$694,318	\$707,099
Capital Funding	\$43,480	\$47,937
RED & Capital Subtotal	\$737,798	\$755,036
Department of Public Health (DPH) Staffing	\$2,544,478	\$2,735,693
DPH Contract Psychiatry Services	\$235,765	\$235,765
DPH Supplies	\$898,450	\$1,052,274
DPH Subtotal	\$3,678,693	\$4,023,732
Grand Total	\$22,915,964	\$24,723,301

Sources: Sheriff's Department, Real Estate Division, Department of Public Health

- The Sheriff's Department's calculation of the average cost per incarcerated individual for all City and County of San Francisco jail facilities reported to the State is \$250.11 per day.
- For FY 2019-20, County Jail #4 is staffed with 85 budgeted positions from the Sheriff's Department, and 17 budgeted Jail Health Services positions from the Department of Public Health, for a total of 102 positions. Contract psychiatrists also provide services through Jail Health Services. In addition, an unquantified portion of Real Estate Division maintenance positions who serve the entire Hall of Justice serve County Jail #4.
- The population of incarcerated individuals at County Jail #4 was 313 on July 31, 2019. Approximately 93 percent of these individuals were awaiting trial and over half (55 percent) were classified as needing maximum security, according to the Sheriff's Department's classification system, shown in Exhibit B.

Exhibit B: County Jail #4 Distribution of Incarcerated Individuals by Custody Level Rating

Custody Level Rating	Number of Individuals	Percent of Total
Maximum	172	55.0%
Medium	118	37.7%
Minimum	23	7.3%
Total	313	100.00%

Source: Sheriff's Department

- The majority of incarcerated individuals in County Jail #4 on July 31, 2019 were African-American, comprising approximately 45 percent of the population at the facility. When combined with White and Hispanic individuals, these three groups comprised 93 percent of the incarcerated population at County Jail #4.
- In 2018, 10,920 individuals were booked in to San Francisco's jails. Of those, 3,261 were booked more than once, with the multiple number of bookings per individual ranging from 2 to 19 bookings. Including multiple bookings, there were a total of 17,688 booking in 2018.
- Most individuals booked in to San Francisco County jails in 2018 were arrested by the San Francisco Police Department, followed by the San Francisco Sheriff's Department and the California Highway Patrol. Together these three agencies accounted for 94 percent of all bookings in 2018, as shown in Exhibit C, with various other agencies serving as the arresting agencies for the balance of all bookings.

Exhibit C: Number of Bookings in to San Francisco County Jails, by Arresting Agency, 2018

Agency	Number of Bookings (2018)	Percent of Total
San Francisco Police	13,620	77.0%
San Francisco Sheriff	2,054	11.6%
California Highway Patrol SF	957	5.4%
BART Police Department	302	1.7%
California Department of Corrections - Parole	208	1.2%
San Francisco Adult Probation	131	0.7%

US Park Police Department	109	0.6%
Other Agencies	307	1.7%
Total	17,688	100.0%

Source: Sheriff's Department

- The top crime categories for incarcerated individuals in County Jail #4 as of July 31, 2019 were crimes involving persons such as murder, attempted murder, rape, sexual battery, and mayhem, and others, which accounted for 55.3 percent of the population. Crimes involving property such as burglary, receiving or buying stolen property, grand theft, and others accounted for 26.2 percent of the population.

Exhibit D: Top Crime Categories of County Jail #4 Incarcerated Individuals on July 31, 2019

Top Crime Category	Number of Individuals	Percent Total
Person	173	55.3%
Property	82	26.2%
Other Crimes	58	18.5%
Total	313	100.00%

Source: Sheriff's Department

- The Department of Public Health's Jail Health Services reports the following statistics for the 322 incarcerated individuals who received services in September 2019. As shown in Exhibit E, slightly more than one third (36.6 percent) of the population was under the care of Jail Health Services in that month. Individual therapy was the most common service provided, with 220 sessions provided in September 2019.

Exhibit E: County Jail #4 Behavioral Health Services Population Profile (September 2019)

	September 2019	% Total September 2019
Number of patients under the care of Jail Behavioral Health Services	118	36.6%
Patients in designated psychiatric beds	12	3.7%
Patients on psychiatric medications	50	15.5%
Number of psychiatry visits (duplicated count)	94	29.2%
Number of 5150s initiated (duplicated count)	7	2.2%
Number of individual therapy contacts (duplicated count)	220	68.3%
Number of initial Mental Health evaluations (unduplicated count)	42	13.0%
Total incarcerated individuals housed in facility	322	100.0%

Source: Department of Public Health

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Overview and Background of Hall of Justice Relocation

The City's Hall of Justice (HOJ), located at 850 Bryant Street, was constructed in 1958, and is seismically deficient. Due to the aging infrastructure, the HOJ also has serious health, safety and working condition problems, requiring significant renovation and capital investment. The replacement facility for the jails located on the sixth and seventh floor of the Hall of Justice was contemplated and planned for in ten years' worth of Citywide capital planning. In 2015, a full plan and preliminary design was presented, along with an \$80 million grant from the State Board of Community Corrections for approval of the jail and the relocation of many Sheriff's Department services into a new building. The facility called for 384 beds to replace the over 800 that were located in the Hall of Justice. However, in December 2015, the Board of Supervisors chose not to adopt this proposal.

Currently, the City's Justice Facilities Improvement Program, a part of the 10-Year Capital Plan, calls for debt issuance to begin in FY 2020-21 in anticipation of fully relocating all City departments from the HOJ into new City facilities by 2024. However, in January of 2017, due to concerns about the safety and working conditions in the building, the City Administrator declared that the offices and jail located at the HOJ be closed as quickly as possible.

The HOJ currently houses the State Superior Court and four City departments: the District Attorney's Office, Adult Probation, various offices of the Police Department, and the Sheriff's Department (County Jail #4, the Central Warrants and Records Unit, the Transportation Unit, and the Prisoner Legal Services Unit). The Office of the Chief Medical Examiner (OCME) relocated from the first floor to 1 Newhall Street (City owned property) and is currently operating at that location. The Police Department opened at new headquarters on Third Street in 2016 and will relocate its remaining Traffic Company and Forensic Services Division into a new City-owned facility at 1995 Evans Avenue, which is anticipated to be occupied by the end of 2020. The Adult Probation Department is currently in design for its relocation to its leased location at 945 Bryant. Several Sheriff's Department and Police divisions are scheduled to be relocated to 777 Brannan Street and the remainder of the Police divisions will relocate to the court side of the HOJ. Additionally, the Police Department's Evidence and Storage unit will be relocated to the newly purchased building at 1828 Egbert Street.

San Francisco County Jails

The San Francisco's Sheriff's Department maintains four County Jails, three of which are located in San Francisco (County Jails #1 and #2 at 425 7th Street and County Jail #4 at the Hall of Justice) and one of which, County Jail #5, is located in San Bruno, south of San Francisco. All the jails, with the exception of County Jail #1 which is the intake and release facility, provide housing for incarcerated individuals. County Jail #3, which was located in the Hall of Justice, closed in 2006 as a step in preparing the seismically-unsafe HOJ for tear down.

Closure of County Jails #3 and #4

On January 12, 2016, the Board of Supervisors passed a resolution urging the Director of the Department of Public Health (DPH) and the Sheriff to convene a work group to plan for the permanent closure of County Jail #3 and County Jail #4 (both of which were in the HOJ), and any corresponding investments in new mental health facilities and current jail retrofits needed to uphold public safety and better serve at-risk individuals. In response, a workgroup was convened consisting of 37 members from the City and the community and co-chaired by the Sheriff Vicki Hennessy, then Director of Public Health Barbara Garcia, and Ms. Roma Guy, a community member and representative of San Francisco Taxpayers for Public Safety.

After the Board of Supervisors decision in December 2015, the Sheriff's Department reports that the work group focused on ways to reduce the jail population so that no new facility would be required. Part of those discussions included renovation of County Jail #2, a facility opened in 1984 that was designed to hold work furlough participants and required extensive renovations. Additionally, the Sheriff's Department proposed the renovation of the closed 1989 facility in San Bruno, County Jail #6; however, that option called for the daily transportation of more individuals to courts and provided no option for the relocation of other Sheriff units such as the Records and Warrants Unit, Transportation Unit, and transport holding cells. The comprehensive new facility would have replaced all functions, lost by closing the Hall of Justice completely, while the renovation of County Jail #6 would not.

County Jail #6, a prefabricated, cement tilt up dormitory facility closed in 2010 after County Jail #5 opened. County Jail #3 on the sixth floor of the HOJ closed in 2013 due to a declining jail population count and criminal justice reforms.

Sheriff's Department's Budget and Costs for County Jail #4

The Sheriff's Department's total budget for FY 2019-20 is \$257,512,491. Between FY 2017-18 and FY 2020-21, the increase in the Department's budgeted expenditures will be \$35,038,773 or 15.3 percent, as shown in Exhibit 1 below. The average annual budget growth rate for the Department's budgeted expenditures for the same time period is approximately 4.9 percent.

Exhibit 1: Sheriff Department Annual Budget (FY 2017-18 to FY 2020-21)

	FY 2017-18	FY 2018-19	FY 2019-20	FY 2020-21	Change FY 2017-18 to FY 2020-21	Percentage Change, FY 2017-18 to FY 2020-21
Salary	\$137,535,771	\$141,009,471	\$150,473,665	\$151,450,195	\$13,914,424	10.12%
Fringe Benefits	\$48,821,691	\$53,397,021	\$59,456,885	\$65,621,798	\$16,800,107	34.41%
Professional Services	\$13,588,778	\$13,497,308	\$15,378,328	\$15,477,786	\$1,889,008	13.90%
Community Organizations	\$6,758,031	\$8,795,767	\$8,926,965	\$8,304,726	\$1,546,695	22.89%
Materials and Supplies	\$5,753,262	\$6,608,336	\$7,622,112	\$6,608,336	\$855,074	14.86%
Services of Other Departments	\$16,508,701	\$16,664,769	\$15,654,536	\$16,542,166	\$33,465	0.20%
Programmatic	\$0	\$525,000	\$0	\$0	\$0	0%
Total	\$228,966,234	\$240,497,672	\$257,512,491	\$264,005,007	\$35,038,773	15.30%

Source: Sheriff's Department

For FY 2019-20, the Sheriff's Department's budget request to the Mayor was \$259,133,167, and the Mayor's approved budget was \$257,765,447. For FY 2020-21, the Sheriff's Department's budget request to the Mayor was \$268,206,050, and the Mayor's approved budget was \$264,256,963. The Mayor's proposed budget amounts differ from those shown above in Exhibit 1, which incorporate changes made by the Board of Supervisors in approving the final budget for each year.

For FY 2019-20, the San Francisco Police Department's budget request to the Mayor was \$683,461,938 and \$715,008,734 for FY 2020-21.

San Francisco County Jail #4 Operating Costs

As noted above, the Sheriff's Department manages three jail facilities in San Francisco and one in San Bruno in San Mateo County. The budgeted annual direct operations cost for all four jail facilities is \$108,037,389 in FY 2019-20¹. The Department's annual budget² for all County Jail facilities is budgeted to increase by \$8,871,132, or 8.6 percent, from \$103,187,912 in FY 2017-18 to \$112,059,044 in FY 2020-21, as shown in Exhibit 2 below. The average annual budget growth rate for all County Jail facilities for the same time period is approximately 2.8 percent. These are direct operations costs incurred at the facilities but do not include maintenance and equipment costs for the jail facilities which are budgeted separately and presented below.

Exhibit 2: Sheriff's Department Annual Direct Operations Budget for all County Jail Facilities, FY 2017-18 to FY 2020-21³

	FY 2017-18	FY 2018-19	FY 2019-20	FY 2020-21	Change FY 2017-18 to FY 2020-21	Percentage Change, FY 2017-18 to FY 2020-21
Salary	\$69,286,644	\$67,428,761	\$69,105,992	\$70,370,720	\$1,084,076	1.56%
Fringe Benefits	\$21,215,251	\$24,584,489	\$26,175,976	\$28,873,144	\$7,657,893	36.10%
Professional Services	\$9,215,857	\$9,237,427	\$9,172,180	\$9,225,121	\$9,264	0.10%
Materials and Supplies	\$3,314,172	\$3,400,057	\$3,400,057	\$3,400,057	\$85,885	2.59%
Services of Other Departments	\$155,988	\$174,865	\$183,184	\$190,002	\$34,014	21.81%
Total	\$103,187,912	\$104,825,599	\$108,037,389	\$112,059,044	\$8,871,132	8.6%

Source: Sheriff's Department

According to the Sheriff's Department, budget increases for the Department, after accounting for cost-of-living (COLA) wage increases, have been related to criminal

¹ County Jail #3 and County Jail #6 are currently closed.

² Budgeted amounts adopted and approved by the Board of Supervisors

³ This includes County Jails #1, 2, 4, and 5, the San Francisco General Hospital Wards 7D/7L, division support and jail maintenance

justice reform measures, many of which have been focused on reducing the number of individuals incarcerated in San Francisco County jails. The greatest increases in spending have occurred in the following areas, according to the Sheriff's Department:

1. Court-Ordered Electronic Monitoring: An increase of \$2 million to support alternatives to incarceration. The City's efforts on alternatives to incarceration, a goal of the Re-envisioning the Jail work group, have resulted in over 50 percent of justice-involved individuals not in custody. Two years ago, the percentage of justice-involved individuals not in custody was less than 40 percent.
2. San Francisco Pretrial Diversion Project (Pretrial): An increase of \$3.5 million to support Pretrial Diversion. San Francisco's work to reduce the jail population and to manage justice-involved individuals out-of-custody, has resulted in a threefold increase in Pretrial's caseload since FY 2017-18. Likewise, the out-of-custody portion of the San Francisco's total justice-involved population, has increased from under 40 to over 50 percent.
3. Training: As with the San Francisco Police Department, training San Francisco Sheriff Deputies has been an essential component in implementing the City's Principled Policing goals as outlined in President Obama's *Task Force on 21st Century Policing*. The department's budget for training has increased by over \$1 million in support of initiatives including Implicit Bias, Gender Awareness, and Crisis Intervention.

Sheriff's Operating Costs for County Jail #4

The Sheriff's Departments' budgeted expenditures for direct operations at County Jail #4 are approximately \$18.6 million for FY 2019-20. These expenditures are budgeted to increase from \$17.3 million in FY 2017-18 to approximately \$19.6 million in FY 2020-21, an increase of \$2.3 million, or 13.1 percent. This rate of increase is greater than the 8.6 percent growth rate for all the jails shown in Exhibit 2 but slightly lower than the 15.3 percent growth rate for the Sheriff's Department total budget for the same period.

The County Jail #4 direct operations budget represents an increase from 16.8 to 17.5 percent of the Sheriff's operating budget for all County Jail facilities. The average annual budget growth rate for direct operations at County Jail #4 for the same time period is approximately 4.2 percent.

Exhibit 3: Sheriff's Department Annual Direct Operations Budget for County Jail #4 (FY 2017-18 to FY 2020-21)

	FY 2017-18	FY 2018-19	FY 2019-20	FY 2020-21	Change FY 2017-18 to FY 2020-21	Percentage Change, FY 2017-18 to FY 2020-21
Salary	\$12,547,960	\$12,581,312	\$13,235,841	\$13,568,129	\$1,020,169	8.13%
Fringe Benefits	\$4,728,898	\$4,848,963	\$5,359,412	\$5,966,637	\$1,237,739	26.17%
Professional Services	\$6,565	\$6,565	\$6,565	\$6,565	\$0	0%
Materials and Supplies	\$15,000	\$15,000	\$15,000	\$15,000	\$0	0%
Total	\$17,298,423	\$17,451,840	\$18,616,818	\$19,556,331	\$2,257,908	13.1%
All Jails Budget	\$103,187,912	\$104,825,599	\$108,037,389	\$112,059,044	\$8,871,132	
CJ #4 % All Jails Budget	16.8%	16.6%	17.2%	17.5%		

Source: Sheriff's Department

Separate from the direction operations budgets for the jails shown above, the Sheriff's Department separately budgets maintenance, repair, and equipment costs for all County Jails. Exhibit 4 below shows the estimated budget for maintenance expenses. This includes budgeted maintenance staffing costs and materials and supplies that the Sheriff's Department estimates are attributable to County Jail #4.

Since the Sheriff's costs for in-City jail facilities in the financial system are not broken out between jail facilities at 425 7th Street and 850 Bryant Street, the Sheriffs' Department estimates that approximately 30 percent of their total budgeted maintenance costs for in-City jail facilities are attributable to County Jail #4. Using this approach, the Sheriff's Department's budgeted County Jail #4 maintenance costs for FY 2019-20 is approximately \$1.1 million. These costs were budgeted to increase by \$218,057, or 24.5 percent, from \$890,438 in FY 2017-19 to \$1,108,495 in FY 2019-20, a 24.5 percent increase.

Exhibit 4: Sheriff Department’s Budgeted Maintenance Costs for County Jail #4 (FY 2013-14 to FY 2019-20)

FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20	Percentage Change, FY 2013-14 to FY 2019-20
\$890,438	\$916,307	\$944,759	\$958,794	\$985,810	\$1,061,749	\$1,108,495	24.59%

Source: Sheriff’s Department

In addition, according to the Sheriff’s Department, maintenance costs from third party contractors and services from DPW average approximately \$500,000 annually across all four jail facilities. This would translate to \$150,000 for County Jail #4 based on the Department’s estimate that County Jail #4 amounts to 30 percent of the Department’s total maintenance costs.

Exhibit 5 below shows the Sheriff’s Department’s separately budgeted equipment costs for County Jail #4 from FY 2017-18 to FY 2020-21. As shown, these expenditures, budgeted at \$71,300 for FY 2019-20, are budgeted to increase by 9.3 percent between FYs 2016-17 and 2020-21.

Exhibit 5: Sheriff Department’s Budgeted Personnel Equipment Costs⁴ for Staff Assigned to County Jail #4 (FY 2016-17 to FY 2020-21)

FY 2017-18	FY 2018-19	FY 2019-20	FY 2020-21	Change	Percentage Change, FY 2017-18 to FY 2020-21
\$65,240	\$67,200	\$69,220	\$71,300	\$6,060	9.29%

Source: Sheriff’s Department

According to the Sheriff’s Department, software licenses are purchased as group licenses for the entire Department and do not directly impact the operating costs of County Jail #4.

⁴ According to the Sheriff’s Department, equipment costs are not included as part of the total County Jail #4 budget.

Altogether, the Sheriff's Department's budgeted costs for County Jail #4 for FY 2019-20 totaled \$19,944,533, as shown in Exhibit 6.

Exhibit 6: Total Sheriff's Department's Budgeted Direct Operations, Maintenance, and Equipment Costs, County Jail #4, FY 2019-20

	FY 2019-20
Sheriff's Operating Costs CJ #4	\$18,616,818
Sheriff's Maintenance Costs, CJ #4	\$1,108,495
Contract Maintenance	\$150,000
Sheriff's Equipment Costs, CJ #4	\$69,220
Total Sheriff's Costs, CJ #4	\$19,944,533

Real Estate Division Maintenance Costs for County Jail #4

The Real Estate Division of the City Administrator's Office currently provides facilities management services to the occupants of the Hall of Justice, including City departments and the State-run Superior Court. Exhibit 7 below shows our estimate of the Real Estate Division's budgeted maintenance costs for County Jail #4 for FY 2013-14 to FY 2019-20. The operating costs include engineering labor, supplies and maintenance services, custodial services and supplies, work orders with the Department of Public Works (DPW) for repairs, and costs for waste management and pest control for the entire building.

According to the Real Estate Division, operating costs are not tracked by floor or facility at the Hall of Justices because some functions, such as the HVAC, are part of an integrated system. The source of funds is the Real Estate Division's Hall of Justice Maintenance and Repair Budget. However, County Jail #4 is 56,000 usable square feet out of the 476,000 Hall of Justice⁵ usable square feet, or approximately 12 percent of the total. While its costs are not necessarily exactly proportional to its share of the total building size, applying this percentage to total Real Estate Division Hall of Justice maintenance costs results in an estimated cost for just County Jail #4 of \$707,099 for FY 2019-20, as shown in Exhibit 7. From FY 2013-14 to FY 2019-20, the total operating costs for the facility is budgeted to decrease by \$146,201, or 11.5 percent.

⁵ According to the Real Estate Division, the Hall of Justice is approximately 615,000 gross square feet.

Exhibit 7: Real Estate Division's Budgeted Operating Costs for Total Hall of Justice Facility (FY 2013-14 to FY 2019-20)

FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20	Change	Percentage Change, FY 2013-14 to FY 2019-20
\$799,339	\$853,300	\$633,095	\$655,643	\$694,318	\$654,911	\$707,099	\$146,201	-11.54%

Source: Real Estate Division

In addition to the Real Estate Division's operating and maintenance expenses for the HOJ building, capital planning funding⁶ is allocated annually to maintain or improve essential County Jail #4 facility systems, such as elevator modernization. Exhibit 8 below shows the allocations from FY 2013-14 to FY 2019-20 for County Jail #4 based on its 12 percent proportion of total HOJ square footage applied to total capital budget allocations for the Hall of Justice. Using this formula, County Jail #4's budgeted costs will decrease from \$331,200 in FY 2013-14 to \$47,937 in FY 2019-20, a decrease of 85.5 percent. According to the Real Estate Division, the decrease is the result of the relocation of City departments out of the Hall of Justice building.

Exhibit 8: Estimated Capital Budget Allocations for Maintenance and Security Improvements at County Jail #4 (FY 2013-14 to FY 2019-20)

FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19	FY 2019-20	Percentage Change, FY 2013-14 to FY 2019-20
\$331,320	\$261,960	\$163,038	\$133,810	\$43,480	\$81,654	\$47,937	-85.53%

Source: Real Estate Division

Total budgeted Real Estate Division and capital funding costs for FY 2019-20 are shown in Exhibit 9 below.

⁶ Capital project funding to City departments as approved in the Capital Plan.

Exhibit 9: County Jail #4 Real Estate Division Budgeted Maintenance and Capital Funding Costs, FY 2019-20

Cost Component	FY 2019-20
Real Estate Division Maintenance	\$707,099
Capital Budget Funding	\$47,937
Total	\$755,036

Department of Public Health Costs at County Jail #4

San Francisco's Jail Health Services under the Department of Public Health (DPH) provides an integrated system of medical, dental, psychiatric and substance use disorder treatment to patients at the San Francisco County jail system. Jail Health Services operates medical and behavioral health services at all of the County Jail facilities. Behavioral health services include both mental health and substance use disorder services.

DPH Jail Health Services and Jail Health's Behavioral Health and Reentry Services currently have 17.1 budgeted FTE positions working at County Jail #4, three of which are behavioral health staff. As shown in Exhibit 10 below, County Jail #4 staffing costs for Jail Health Services, which includes Jail Health's Behavioral Health and Reentry Services, are budgeted to increase by \$259,608, or 10.2 percent, from \$2,544,478 in FY 2017-18 to \$2,804,085 in FY 2020-21 for the same number of positions as FY 2017-18.

According to DPH, overhead costs are minimal given Jail Health Services' budget in comparison to the Department's more than two billion dollar total budget. Because the patients do not receive entitlements such as Medi-Cal, the majority of funding for Jail Health Services is from the City's General Fund. According to DPH, Jail Health Services also receives approximately \$400,000 in grant funding to provide HIV health services at all of the County Jails.

**Exhibit 10: Department of Public Health Jail Health Services and Behavioral Health Services
Salaries and Benefits Costs for County Jail #4 (FY 2017-18 to FY 2020-21)**

Job Class	Job Class Title	FY2019-20 FTE ⁷ at CJ #4	FY 2017-18 (Budgeted)	FY 2018-19 (Budgeted)	FY2019-20 (Budgeted)	FY2020-21 (Projected)	Change FY 2017-18 – FY 2020-21	% Change, FY 2017-18 to FY 2020-21
2932	Sr. Behavioral Health Clinician	1.00	\$138,073	\$142,230	\$147,216	\$150,896	\$12,823	9.29%
2930	Behavioral Health Clinician	2.00	\$264,519	\$272,428	\$282,144	\$289,198	\$24,679	9.33%
2587	Health Worker III	1.00	\$95,282	\$98,155	\$101,603	\$104,143	\$8,861	9.30%
2450	Pharmacist	0.50	\$101,772	\$104,831	\$108,515	\$111,228	\$9,456	9.29%
2409	Pharmacy Technician	1.50	\$175,929	\$181,202	\$187,565	\$192,254	\$16,325	9.28%
2328	Nurse Practitioner	0.60	\$145,509	\$149,869	\$167,046	\$171,223	\$25,714	17.67%
2320	Registered Nurses	5.00	\$908,375	\$935,584	\$968,455	\$992,666	\$84,291	9.28%
2312	Licensed Vocational Nurses	3.00	\$321,641	\$331,274	\$342,935	\$351,508	\$29,867	9.29%
2232	Sr. Physician Specialist	0.40	\$117,692	\$121,220	\$133,368	\$136,702	\$19,011	16.15%
2210	Dentist	0.60	\$130,157	\$134,071	\$138,776	\$142,245	\$12,088	9.29%
2202	Dental Assistant	1.00	\$100,623	\$100,623	\$107,281	\$109,963	\$9,341	9.28%
2114/ 1408	Medical Records Supv Technician	0.20	\$21,017	\$21,646	\$25,313	\$25,946	\$4,929	23.45%
1406	Senior Clerk Patient Scheduling	0.30	\$23,890	\$24,610	\$25,477	\$26,114	\$2,224	9.31%
	Total	17.10	\$2,544,478	\$2,617,742	\$2,735,693	\$2,804,085	\$259,608	10.20%

Source: Department of Public Health

⁷ Portion of FTE designated to County Jail #4. These positions rotate among clinics.

DPH Jail Health Services also contracts with the UCSF Department of Psychiatry at Zuckerberg San Francisco General Hospital and Trauma Center (ZSFG) to provide psychiatric services to patients incarcerated in the County Jails. Exhibit 11 below shows the budgeted costs of these contracted services at County Jail #4 from FY 2017-18 to FY 2020-21. As can be seen, these costs are budgeted to increase slightly during the four year period, from \$235,765 in FY 2017-18 to \$241,659 in FY 2020-21, a 2.5 percent increase.

Exhibit 11: UCSF Psychiatric Staffing Contract Budget for County Jail # 4, FY 2017-18 to FY 2020-21)

FY 2017-18	FY 2018-19	FY2019-20	FY2020-21	Percentage Change, FY 2017-18 to FY 2020-21
\$235,765	\$235,765	\$235,765	\$241,659	2.5%

Source: Department of Public Health

Exhibit 12 below shows the Department of Public Health’s Jail Health Services budgeted costs for pharmaceuticals and supplies as \$1,052,274 for County Jail #4 in FY 2019-20. As shown, these costs are projected to increase by \$251,267, or approximately 28 percent, between FY 2017-18 and FY 2020-21. According to DPH, this increase is due to pharmaceutical inflation, which has been growing at a rate of seven to ten percent over the past few years. In addition, in FY 2019-20, DPH began to incur the costs of continuing Hepatitis C treatment for patients undergoing treatment prior to incarceration.

Exhibit 12: Department of Public Health’s Budgeted Jail Health Services Costs for Pharmaceuticals and Supplies at County Jail #4 (FY 2017-18 to FY 2020-21)

	FY 2017-18 (Budgeted)	FY 2018-19 (Budgeted)	FY 2019-20 (Budgeted)	FY 2020-21 (Projected)	Percentage Change, FY 2017-18 to FY 2020-21
Pharmaceuticals	\$740,334	\$751,439	\$896,577	\$986,235	33.2%
Supplies	\$158,116	\$167,339	\$155,697	\$163,482	3.4%
Total	\$898,450	\$918,778	\$1,052,274	\$1,149,717	28.0%

Source: Department of Public Health

Altogether, the Department of Public Health’s budgeted costs for its operations at County Jail #4 were \$4,023,732 for FY 2019-20, as shown in Exhibit 13 below.

Exhibit 13: Total DPH Budgeted Costs, County Jail #4

	FY 2019-20
Jail Health Staffing	\$2,735,693
Contract Psychiatry Services	\$235,765
Jail Health Pharmaceuticals and Supplies	\$1,052,274
Total Jail Health Costs	\$4,023,732

Source: Department of Public Health

Total County Jail #4 Budgeted Costs, all Departments

When the operating and support costs incurred by all departments for County Jail #4 are aggregated, the estimated total costs for the facility in FY 2019-20 are \$24,723,301, as shown in Exhibit 14 below.

Exhibit 14: FY 2019-20 Total County Jail #4 Budgeted Costs for all Departments

	FY 2019-20
Sheriff Operating	\$18,616,818
Sheriff Maintenance	\$1,108,495
Sheriff Maintenance Contractors	\$150,000
Sheriff Equipment	\$69,220
Sheriff Subtotal	\$19,944,533
Real Estate Division (RED) Maintenance	\$707,099
Capital Planning	\$47,937
RED & Capital Subtotal	\$755,036
DPH Staffing	\$2,735,693
DPH Contract Psychiatry Services	\$235,765
DPH Supplies	\$1,052,274
DPH Subtotal	\$4,023,732
Grand Total	\$24,723,301

Daily Jail Rate: \$250.11

The California Department of Corrections and Rehabilitation and Division of Juvenile Justice require that all cities and counties have an annually approved Daily Jail Rate for each facility in which State parolees or wards will be housed when invoicing for services pertaining to the detention of parole violators. Using audited and complete data from FY 2015-16, the Sheriff's Department calculated a daily jail rate of \$250.11 for FY 2017-18. In keeping with the State's proscribed process for calculating the Daily Jail Rate, this is the rate most recently reported to the State by the Sheriff's Department. Exhibit 15 below shows the costs used to calculate the daily jail rate.

Exhibit 15: FY 2017-18 Daily Jail Rate Calculation

Direct Costs	
Personnel Services	\$65,698,509
Mandatory Fringe Benefits	\$21,893,959
Non-Personnel Services	\$22,372
Materials & Supplies	\$96,962
Capital Outlay	\$0
Interdepartmental Charges	\$166,804
Subtotal Direct Charges:	\$87,878,606
Shared Costs	
Hall of Justice	\$1,248,509
San Bruno Jails	\$2,049,481
425 - 7th St Jails	\$1,053,291
Subtotal Shared Costs:	\$4,351,281
Subtotal Routine Jail Medical Costs:	\$4,909,339
Indirect Costs	
Custody Division Support	\$760,671
Offsetting Revenue	\$(47,400)
Custody Support	\$150,945
County Jail #1	\$2,572,488
County Jail #2	\$3,215,745
County Jail #3	\$2,075
County Jail #4	\$2,996,522
County Jail #5	\$5,873,234
SFGH - Ward 7D / Overtime	\$1,016,921
Classification	\$863,667
Records	\$897,706

Hall of Justice	\$247,750
San Bruno Jails	\$406,693
425 7th Street Jails	\$209,012
Subtotal Indirect Costs:	\$19,166,029
Total Custody Expenditures	\$116,305,255
Average Daily Population: All Jails	1,274
System Wide Cost: Daily Jail Rate for use FY 2017-2018	\$250.11

Source: Sheriff's Department

San Francisco County Jail #4 Staffing

As shown in Exhibit 16 below, in FY 2019-20 the Sheriff's Department's positions at County Jail #4 are budgeted to increase by 1.95 net positions (which incorporates attrition savings), from 83.05 to 85. The Department explains that the need for the additional positions is due to the increased level of acuity of County Jail #4's incarcerated individuals. In addition, the budgeted positions reflect a reallocation of classifications such that County Jail #4 maintains the correct ratio of supervisors to supervised staff while also upholding a safe staffing level for the jail. According to the Sheriff's Department, all staffing positions at County Jail #4 are sworn staff.

Exhibit 16: Sheriff Department's Budgeted Positions for County Jail #4 (FY 2017-18 to FY 2019-20)

Job Class	Job Class Title	FY 2017-18	FY 2018-19	FY 2019-20	Change	Percentage Change, FY 2017-18 to FY 2019-20
8304_S	Deputy Sheriff	61	61	61	0	0%
8306_S	Senior Deputy Sheriff	3	3	3	0	0%
8308_S	Sheriff's Sergeant	6	6	4	(2)	-33.33%
8310_S	Sheriff's Lieutenant	4	4	4	0	0%
8312_S	Sheriff's Captain	1	1	1	0	0%
8504_P	Deputy Sheriff (SFERS)	15	15	21	6	40.00%
	Attrition Savings	-6.95	-6.95	-9	-2.05	29.50%
Total		83.05	83.05	85	1.95	2.35%

Source: Sheriff's Department

As shown in Exhibit 17 below, the Sheriff's Department's staffing costs for County Jail #4 are budgeted to increase by a net of \$1,318,395, or 7.6 percent, between FY 2017-18 and FY 2019-20. Overtime costs, a component of Sheriff's Department Staffing costs in Exhibit 17, are budgeted to decrease by \$140,775, or 7.1 percent for the same time period. Similarly, budgeted maintenance staffing costs will decrease by \$28,436 or approximately 8.4 percent from FY 2017-18 to FY 2019-20. Maintenance staffing costs are a subset of total budgeted maintenance costs presented above.

Exhibit 17: Sheriff Department's Budgeted Staffing Costs for County Jail #4, FY 2017-18 to FY 2019-20

	FY 2017-18	FY 2018-19	FY 2019-20	Change	Percentage Change, FY 2018-19 to FY 2020-21
Sheriff's Dept. Staffing	\$17,276,858	\$17,430,275	\$18,595,253	\$1,318,395	7.63%
Overtime ⁸	\$1,982,379	\$1,757,789	\$1,841,604	(\$140,775)	-7.10%
Maintenance Staffing ⁹	\$339,092	\$294,104	\$310,657	(\$28,436)	-8.39%

Source: Sheriff's Department

According to the Sheriff's Department, there are no building security staffing costs because Department staff provides security as part of their roles and responsibilities.

⁸ Overtime costs are embedded in Sheriff's Department staffing costs, also shown in Exhibit 17. According to the Sheriff's Department, FY2019-20 average hourly rates for Sheriff Department deputies and senior deputies are as follows: Regular full time = \$89.26, Overtime = \$83.29

⁹ According to the Sheriff's Department, this is 30 percent of the total budgeted maintenance staffing costs for both the Hall of Justice and 425 7th Street. This is a subset of the total budgeted maintenance costs.

San Francisco County Jail Classification System

Overview and Process

Classification is a system that assigns incarcerated individuals to housing units and programs based on an evaluation of each individual by objective criteria¹⁰. The Sheriff's Department maintains a specialized trained unit responsible for applying the classification process to ensure the safe housing of all incarcerated individuals, in the least restrictive housing possible, in the County Jail system. According to the SFSD Custody Operations Division Policy and Procedure Manual Section 6, the mission of the SFSD Classification Unit is the following:

- Promote safety in the jails for all staff and incarcerated individuals by assessing all individuals for security risk, escape risk, potential for violence, and vulnerability within the jail population prior to assigning a jail housing location.
- Develop management plans for incarcerated individuals to minimize identifiable risks and to determine the least restrictive housing necessary for individuals in the County Jail System.
- Maintain an active gang intelligence mechanism to promote safety for all staff and incarcerated individuals in the jails and to liaison with other law enforcement and corrections agencies to assist in providing safety for the community at large.
- Maintain confidential security files on incarcerated individuals who require special custody housing and regularly review their need for continued special custody housing.
- Maintain ongoing communication with staff assigned to the jails to promote the exchange of information about the behavior of incarcerated individuals in custody.
- Insure compliance with all statutory, policy and procedure requirements relating to the classification of incarcerated individuals.

At the time of booking, Deputy Sheriffs assigned to the Classification Unit must determine the safest and most appropriate housing for each incarcerated individual that will be remaining in the custody of the Sheriff's Department. This

¹⁰ California Code of Regulations Title 15, Article 10 – Section 3375 – 3378 is the statutory authority for the classification system and contains all of the legal requirements.

entails conducting confidential, face to face interviews with each incarcerated individual that include a set series of questions, from a validated objective point classification assessment system, that each have a numerical value assigned to them. Once the questionnaire is complete, the value of each question is totaled and a classification for the particular individual is assigned.

Custody Level Ratings

Incarcerated individuals in the San Francisco County Jail system are classified and housed according to the following custody level ratings:

- 1) **Minimum** (no risk potential, objective score of 1 – 4): individuals whose assessment factors indicate a low criminal sophistication¹¹ level or slightly vulnerable, but does not exhibit a need for protection.
- 2) **Medium** (some risk potential, objective score of 5 – 9): individuals whose assessment factors indicate a high potential for at-risk behavior, but does not reasonably demonstrate a current risk. Individuals may or may not have a prison history.
- 3) **Maximum** (high risk potential, objective score of 10 or higher): individuals whose assessment factors indicate a current high level of potential for violence and/or criminal sophistication which requires a more restrictive environment than other general population custody levels.

According to the Sheriff's Department, factors that are taken into consideration when determining incarcerated individuals' classifications include the following:

- 1) Current charges (felony or misdemeanor)
- 2) Serious offense history (prior felonies)
- 3) Escape history
- 4) Prior institutional disciplinary history
- 5) Substance use resulting in assaultive behavior
- 6) Stability factors – age, employment, stable residence

Re-classification is used to update and review an incarcerated individual's initial classification. This is required at regular intervals of every 30, 60, and 90 days

¹¹ According to the Sheriff's Department, criminal sophistication is defined as a state of mind in conjunction with one's criminal experience and threat potential.

following booking. However, the Sheriff’s Department routinely interviews those in Administrative Segregation every 14 days to determine if they can be rehoused safely in a program or other location. The primary function of the re-classification process is to monitor the incarcerated individual’s adjustment and bring attention to problems that may arise. It uses the same offense, prior criminal conviction, prior escape and prior institutional misconduct, but adds components to measure disciplinary behavior, participation in program and work conduct since being incarcerated. Re-classification may result in a change in custody rating and/or housing assignment.

According to a point in time count by the Sheriff’s Department, on July 31, 2019, 55 percent, or a little over half of all incarcerated individuals at County Jail #4 were classified at the “maximum” level rating, as shown in Exhibit 18 below. Approximately 37.7 percent of all incarcerated individuals were classified at the “medium” level, while the least number of incarcerated individuals (7.4 percent) were classified at the “minimum” level.

Exhibit 18: Classification Custody Level Ratings of County Jail #4 Incarcerated Individuals on July 31, 2019

Custody Level Rating	Number of Individuals	Percent of Total
Maximum	172	55.0%
Medium	118	37.7%
Minimum	23	7.3%
Total	313	100.00%

Source: Sheriff’s Department

San Francisco County Jail Population

County Jail #4 Population Characteristics

As shown in Exhibit 19 below, the majority of the 313 incarcerated individuals, or 93 percent, on that date were “pre-trial”, meaning a person who is legally detained by a judge of the Superior Court and not released on own recognizance (OR) for proceedings on at least one charge that has not yet been adjudicated by the courts. This includes a person awaiting trial, being tried, or awaiting a verdict. While many of the individuals in

the jails are pretrial, the majority remaining in custody also have multiple charges, holds, or are not allowed out on bail per the court.

Exhibit 19: County Jail #4 Population on July 31, 2019

Status	Number of Individuals	Percent of Total
Pre-Trial	291	92.97%
Sentenced	22	7.03%
Total	313	100.00%

Source: Sheriff's Department

Race/Ethnicity

Almost half of all incarcerated individuals in County Jail #4 on July 31, 2019 were African-American (45 percent) followed by White (27 percent). Exhibit 20 below shows the distribution of individuals housed at County Jail #4 by race/ethnicity. When combined, African-Americans, Whites and Hispanics comprised approximately 93 percent of the County Jail #4 population as of July 31, 2019.

Exhibit 20: Race/Ethnicity Breakdown of County Jail #4 Incarcerated Individuals on July 31, 2019

Ethnicity	Number of Individuals	Percent of Total
African American	141	45.05%
White	84	26.84%
Hispanic	66	21.09%
Chinese	5	1.60%
Unknown	4	1.28%
Filipino	4	1.28%
Samoan	4	1.28%
Korean	1	0.32%
Other	1	0.32%
Other Asian	1	0.32%

Pacific Islander	1	0.32%
Vietnamese	1	0.32%
Total	313	100.00%

Source: Sheriff's Department

Criminal Charges

The majority of crimes committed by individuals incarcerated at County Jail #4 as of July 31, 2019 fell under the following top crime categories:¹² "person" (55.3 percent) and "property" (26.2 percent), as shown in Exhibit 21 below. According to the Sheriff's Department, the "person" category includes crimes against a person such as murder, attempted murder, rape, sodomy by use of force, mayhem, sexual battery, forcible oral copulation, and inflicting injury on elder or dependent adult. The "property" crime category includes second degree burglary, receiving or buying stolen property, grand theft, petty theft, and unlawful driving or taking of a vehicle. These charges reflect the most serious charges against the individuals though they may have been booked for other lesser charges at the same time.

¹² According to the Sheriff's Department, the top crime category is determined by assessing all charges present in the case management system at time of booking. Department of Justice Live Scan severity values are assigned to the charges. The charge with the lowest value (most serious) are identified as the "top crime" or most severe offense for each booking. The table reflects data for all CJ #4 incarcerated persons on July 31, 2019.

Exhibit 21: Top Crime Categories of County Jail #4 Incarcerated Individuals on July 31, 2019

Top Crime Category	Number of Individuals	Percent of Total
Person	173	55.27%
Property	82	26.20%
Drug Sales ¹³	18	5.75%
Weapon ¹⁴	9	2.88%
Other ¹⁵	7	2.24%
Post Release Community Supervision (PRCS) ¹⁶	6	1.92%
Drug Possession ¹⁷	5	1.60%
Enroute ¹⁸	5	1.60%
Court Parole ¹⁹	3	0.96%
Arson	2	0.64%
Parole	2	0.64%
Parole Violation	1	0.32%
Total	313	100.00%

Source: Sheriff's Department

Appendix 1 shows the detailed distribution of crimes committed by County Jail #4 incarcerated individuals by specific crime and code section. As shown in Appendix 1, the

¹³ This includes possession for sale of cocaine base, transportation, sale and giving away of a controlled substance, and possession for sale of a controlled substance.

¹⁴ This includes possession of firearm by a person with a felony conviction, discharge of firearm at an inhabited enclosure, possession of a deadly weapon, concealed firearm on person, and carrying loaded firearm.

¹⁵ This includes contempt of court order, possession of burglary tools, impersonate to make other liable, and third failure to update sexual offender registration every 30 days.

¹⁶ This includes PRCS probation violation and PRCS flash incarceration hold.

¹⁷ This includes possession of the following: unlawful drug paraphernalia, controlled substance and controlled substances where prisoners are kept.

¹⁸ This includes the following: misdemeanor enroute warrant, felony enroute warrant, and fugitive felony warrant.

¹⁹ This includes court parole violation.

most frequent type of crime committed is “Second degree burglary – commercial” (11.8 percent), which is burglary of any building that is not a residence.

Jail Bookings and Releases in San Francisco County Jails

In the San Francisco County Jail system, each jail booking is attached to a specific individual on a specific day at a particular time. One individual can have multiple charges at the time of booking and/or can have several bookings, or rearrests, over the course of a year. As shown in Exhibit 23 below, the number of bookings declined by approximately 3.3 percent from calendar year 2016 to 2018. However, the number of bookings increased by approximately 4.5 percent from calendar year 2017 to 2018. Similarly, the number of individuals booked into the County Jail system declined by approximately 5.9 percent from calendar year 2016 to 2018 but increased by approximately 2.4 percent from calendar year 2017 to 2018. The average number of bookings per individual did not change significantly over the three year period, averaging approximately 1.6 each year.

Exhibit 23: San Francisco County Jail System Bookings (CY 2016 – 2018)

Calendar Year	Bookings	Number of Individuals Booked	Average Number of Bookings per Individual
2016	18,265	11,591	1.58
2017	16,924	10,668	1.59
2018	17,688	10,920	1.62
Percentage Change, 2016 – 2018	-3.3%	-5.9%	

Source: Sheriff’s Department

The number of individuals with two or more bookings in the calendar year increased by approximately 8.8 percent from 2017 to 2018. However, the range of bookings in a calendar year per individual decreased by ten bookings during the same time period, as shown in Exhibit 24 below.

Exhibit 24: San Francisco County Jail System Multiple Bookings and Range of Bookings, CY 2017 – 2018

Calendar Year	Number of Individuals with 2 or More Bookings in the Calendar Year	Range of Bookings in a Calendar Year
2017	2,998	2 – 29 bookings
2018	3,261	2 – 19 bookings

Source: Sheriff’s Department

As shown in Exhibit 25 below, the number of releases declined by approximately 3.3 percent from calendar year 2016 to 2018. The average length of stay for released individuals increased by approximately two days, or 8.4 percent, from 2016 to 2018. The median length of stay for released individuals stayed the same (three days) during the same time period.

Exhibit 25: San Francisco County Jail System Releases and Length of Stay (CY 2016 – 2018)

	Releases	Average Length of Stay (Releases)	Median Length of Stay (Releases)
2016	18,160	24.28	3
2017	16,980	25.55	3
2018	17,556	26.32	3
Percentage Change, 2016 – 2018	-3.3%	8.4%	0%

Source: Sheriff’s Department

Arresting Agencies

Exhibit 26 below shows the distribution of jail bookings into the San Francisco County Jail system by arresting agency for calendar year 2018. As can be seen, the San Francisco Police Department and Sheriff’s Department conducted the majority of jail booking, or approximately 88.6 percent of all 17,688 bookings for 2018, with various other Bay Area law enforcement agencies supplying the remaining 12 percent of bookings. The same information for calendar year 2017 is shown in Appendix 2.

Exhibit 26: San Francisco County Jail System Bookings by Arresting Agency, CY 2018

Agency	Number of Bookings (2018)	Percent of Total
San Francisco Police Department	13,620	77.00%
San Francisco Sheriff's Department	2,054	11.61%
California Highway Patrol – San Francisco	957	5.41%
BART Police Department	302	1.71%
California Department of Corrections - Parole	208	1.18%
San Francisco Adult Probation	131	0.74%
US Park Police Department	109	0.62%
UC San Francisco Police Department	96	0.54%
Other Agency	69	0.39%
San Francisco State University	40	0.23%
US Marshals Service San Francisco	28	0.16%
San Francisco Community College District Police	12	0.07%
San Mateo County Sheriff's Department	12	0.07%
FBI San Francisco	8	0.05%
Drug Enforcement Agency San Francisco	8	0.05%
San Francisco District Attorney	7	0.04%
Alcohol, Tobacco, and Firearms	5	0.03%
CA Department of Alcoholic Beverage Control	5	0.03%
Federal Protective Services	5	0.03%
Department of Veterans Affairs	3	0.02%
US Postal Inspector San Francisco	2	0.01%
Federal Contract Agency	2	0.01%
UC Berkeley Police Department	1	0.01%
Fresno County Sheriff's Department	1	0.01%
Solano County Sheriff's Department	1	0.01%
Alameda County Sheriff's Department	1	0.01%
CA State University Chico Police Department	1	0.01%
Total	17,688	100.00%

Source: Sheriff's Department

Your office asked an additional question regarding the number of individuals who were houseless before incarceration. According to the Sheriff's Department, this information is currently unavailable so is not reported here.

Jail Health and Behavioral Health and Reentry Services

As noted above, Jail Health Services provides an integrated system of medical, psychiatric and substance use care to incarcerated individuals at the San Francisco County jail system. Jail Health Services operates medical and mental health services at all of the County jail facilities. In addition, the San Francisco Sheriff's Department maintains a locked security unit at the San Francisco General Hospital (SFGH) for provision of inpatient psychiatry services to patients who meet 5150 Welfare and Institutions Code criteria (due to a mental illness the patient is a danger to themselves or others or gravely disabled).

Behavioral health services include services for patients with both mental health and substance use disorders. The Department of Public Health (DPH) is responsible for providing behavioral health services to individuals in the County's jails through Jail Health Services. Historically, DPH Jail Health Services contracted with the community-based organization HealthRight360 to deliver behavioral health services in County jails through June 2017. Starting in July 2017, DPH transitioned the contracted positions for this function to civil service positions. The City now provides behavioral health and reentry services in jail directly through Jail Health Services. Services provided by Jail Health's Behavioral Health and Reentry programs include:

- 1) Behavioral health assessment;
- 2) Suicide risk assessment and prevention;
- 3) Psychiatric evaluations, initiation of psychotropic medications and ongoing medication management;
- 4) Crisis intervention and hospitalization pursuant to Welfare and Institutions Code 5150;
- 5) Individual therapy and group therapy;
- 6) Penal Code 4011.6 reports for the criminal courts;
- 7) Clinical eligibility evaluations for Behavioral Health Court and Misdemeanor Behavioral Health Court;
- 8) Development and linkage to various levels of community treatment plans for patients discharging from the jail;
- 9) Twice-weekly participation in Behavioral Health Court case conferencing and court;
- 10) Linkage to various level of care in the community including intensive case management and residential treatment;
- 11) Initiation of Lanterman-Petris-Short and Murphy conservatorships and facilitation of community placement;

- 12) Competency restoration and facilitation of community placement for patients deemed by the courts to be incompetent to stand trial on felony charges;
- 13) Provision of discharge psychiatric medications; and
- 14) 24/7 on-call psychiatric coverage.

Jail Behavioral Health Patients in San Francisco County Jail #4

As can be seen in Exhibit 27, in September 2019, over a third of the incarcerated individuals at County Jail #4 were under the care of Jail Behavioral Health Services. Individual therapy was the most common service provided, with 220 sessions provided in September 2019, followed by 94 psychiatry visits for the month. According to DPH and the Sheriff's Department, in September 2019, 44 of the designated psychiatric beds in County Jail #4 were turned into general population beds and a 48-bed housing unit in County Jail #5 in San Bruno was established because the design of the jail²⁰ is more appropriate for the housing of patients with behavioral health needs, according to the departments. Incarcerated individuals receiving psychiatric services and occupying the 44 beds were transferred to the San Bruno facility in exchange for individuals from that facility who became part of the County Jail #4 general population.

²⁰ San Francisco County Jail #5 is the newest and largest of the San Francisco County Jail facilities. Located in the City of San Bruno, this jail is the jurisdiction of the City and County of San Francisco. This jail is characterized by the Sheriff as a "New Generation" direct supervision facility and has sixteen pods which hold 48 individuals each. The rated capacity for this jail is 768 individuals. County Jail #5 also has a Sheltered Living Unit, a pod identified to provide programming for those individuals with psychiatric needs.

Exhibit 27: County Jail #4 Behavioral Health Services Population Profile (July to September 2019)

	September 2019	% Total September 2019
Number of patients under the care of Jail Behavioral Health Services	118	36.6%
Patients in designated psychiatric beds	12	3.7%
Patients on psychiatric medications	50	15.5%
Number of psychiatry visits (duplicated count)	94	29.2%
Number of 5150s initiated (duplicated count)	7	2.2%
Number of individual therapy contacts (duplicated count)	220	68.3%
Number of initial Mental Health evaluations (unduplicated count)	42	13.0%
Total incarcerated individuals housed in facility	322	100.0%

Source: Department of Public Health

According to the most recent point in time count by the DPH, on October 16, 2019, there are four patients in County Jail #4 waiting for a treatment bed. As of October 16, 2019, the patients' wait times range from 49 days to 106 days²¹.

In addition, according to DPH, Jail Health Services and Jail Behavioral Health Services costs incurred at County Jail #4 are tied to patient census and not patient location. If a jail closes, the patients are moved to other locations within the County jail system, and the costs of caring for the patients remain the same.

²¹ As of October 16, 2019, DPH states the four patients have been waiting for a treatment bed since the following dates: 7/2/19 (106 days), 8/21/19 (56 days), 8/23/19 (54 days), and 8/28/19 (49 days). According to DPH, this data is from Jail Health Reentry Services and does not include any clients in programs such as Collaborative Courts, Law Enforcement Assisted Diversion (LEAD), etc.

**Appendix 1: Crime Types of County Jail #4 Incarcerated Individuals on July 31,
 2019**

Penal Code	Description	Number of Individuals	Percent of Total
459 PC/F	2ND DEGREE BURGLARY - COMMERCIAL	37	11.82%
187(a) PC/F	MURDER	30	9.58%
187(a) PC/F (664pc)	MURDER (ATTEMPTED)	26	8.31%
211 PC/F/1	FIRST DEGREE ROBBERY	24	7.67%
459 PC/F/1	FIRST DEGREE BURGLARY-RESIDENTIAL	15	4.79%
211 PC/F/1 (664pc)	FIRST DEGREE ROBBERY (ATTEMPTED)	10	3.19%
211 PC/F/2	SECOND DEGREE ROBBERY	9	2.88%
459 PC/F/2	SECOND DEGREE BURGLARY	9	2.88%
11351.5 HS/F	POSSESSION FOR SALE OF COCAINE BASE	8	2.56%
245(a)(1) PC/F	ASSAULT WITH A DEADLY WEAPON-NOT A FIREARM	8	2.56%
11352(a) HS/F	TRANSPORTATION, SALE AND GIVING AWAY OF A CONTROLLED SUBSTANCE	7	2.24%
209(b)(1) PC/F	KIDNAPPING TO COMMIT ANOTHER CRIME	6	1.92%
3455(a) PC/F	PRCS PROBATION VIOLATION	6	1.92%
245(b) PC/F	ASSAULT WITH A SEMIAUTOMATIC FIREARM	5	1.60%
288.7(a) PC/F	SEXUAL INTERCOURSE OR SODOMY WITH A CHILD 10 OR YOUNGER	5	1.60%
422 PC/F	CRIMINAL THREATS	5	1.60%
496d(a) PC/F	RECEIVING STOLEN PROPERTY, MOTOR VEHICLE	5	1.60%
646.9(b) PC/F	STALKING-VIOLATION OF A RESTRAINING ORDER	4	1.28%
11364(a) HS/M	POSSESSION OF UNLAWFUL DRUG PARAPHERNALIA	3	0.96%
207(a) PC/F	KIDNAPPING	3	0.96%
245(c) PC/F	ASSAULT UPON A PEACE OFFICER WITH FORCE LIKELY TO CAUSE GREAT BODILY INJURY	3	0.96%
273.5(a) PC/F	DOMESTIC VIOLENCE	3	0.96%
29800(a)(1) PC/F	POSSESSION OF FIREARM BY A FELON	3	0.96%
3000.08 PC/F XX/X	COURT PAROLE VIOLATION	3	0.96%
451(d) PC/F	ARSON OF PROPERTY OF ANOTHER	3	0.96%
11379(a) HS/F	TRANSPORTATION, SALE AND GIVING AWAY OF A CONTROLLED SUBSTANCE	2	0.64%
209(a) PC/F	KIDNAPPING FOR RANSOM	2	0.64%
21310 PC/F	CARRYING A DIRK AND DAGGER	2	0.64%
215(a) PC/F	CARJACKING	2	0.64%
245(a)(4) PC/F	ASSAULT WITH FORCE LIKELY TO COMMIT GREAT BODILY INJURY	2	0.64%
245.2 PC/F	ASSAULT WITH A DEADLY WEAPON COMMITTED AGAINST PUBLIC TRANSIT EMPLOYEE	2	0.64%
261(a)(3) PC/F	RAPE BY USE OF DRUGS	2	0.64%
288(a) PC/F	LEWD ACT UPON A CHILD	2	0.64%

290.011(a) PC/F	THIRD FAILURE TO UPDATE REGISTRATION EVERY 30 DAYS	2	0.64%
3056 PC HOLD XX/X	HOLD FOR PAROLE VIOLATION	2	0.64%
487(a) PC/F	GRAND THEFT OF PERSONAL PROPERTY	2	0.64%
496d PC/F	PURCHASE OR RECEIPT OF A STOLEN VEHICLE	2	0.64%
69(a) PC/F	THREAT TO EXECUTIVE OFFICER	2	0.64%
ENROUTE M XX/X	MISDEMEANOR ENROUTE WARRANT	2	0.64%
FUGITIVE F XX/X	FUGITIVE FELONY WARRANT	2	0.64%
10851(a) VC/F	UNLAWFUL DRIVING OR TAKING OF A VEHICLE	1	0.32%
11370.1(a) HS/F	UNLAWFUL POSSESSION OF A CONTROLLED SUBSTANCE WITH FIREARM	1	0.32%
11377(a) HS/M	POSSESSION OF A CONTROLLED SUBSTANCE	1	0.32%
11378 HS/F	POSSESSION FOR SALE OF A CONTROLLED SUBSTANCE	1	0.32%
148(a)(1) PC/M	RESISTING, OBSTRUCTING, DELAYING OF A PEACE OFFICER OR EMT	1	0.32%
148.10(a) PC/F	RESISTANCE TO A PEACE OFFICER, CAUSING DEATH/SERIOUS BODILY INJURY	1	0.32%
166(a)(4) PC/M	CONTEMPT OF COURT ORDER	1	0.32%
203 PC/F	MAYHEM	1	0.32%
206 PC/F	TORTURE	1	0.32%
212.5(c) PC/F	ROBBERY: SECOND DEGREE	1	0.32%
21810 PC/F	POSSESSION OF A DEADLY WEAPON: METAL KNUCKLES	1	0.32%
220(b) PC/F	BURGLARY WITH INTENT TO COMMIT RAPE	1	0.32%
246 PC/F	DISCHARGE OF FIREARM AT AN INHABITED ENCLOSURE	1	0.32%
261(a)(2) PC/F	RAPE BY FORCE OR VIOLENCE OR BY THREAT OF BODILY INJURY	1	0.32%
261(a)(2) PC/F (664pc)	RAPE BY FORCE OR VIOLENCE OR BY THREAT OF BODILY INJURY (ATTEMPTED)	1	0.32%
269(a)(1) PC/F	AGGRAVATED SEXUAL ASSAULT OF A CHILD - RAPE BY FORCE	1	0.32%
273.6(a) PC/M	DISOBEYING DOMESTIC RELATIONS COURT ORDER	1	0.32%
273a(a) PC/F	CHILD ENDANGERMENT	1	0.32%
286(c)(2) PC/F	SODOMY BY USE OF FORCE	1	0.32%
288.5(a) PC/F	CONTINUOUS SEXUAL ABUSE	1	0.32%
289(a)(1)(A) PC/F	SEXUAL PENETRATION BY FOREIGN OBJECT, FORCE & VIOLENCE	1	0.32%
289(a)(1)(A) PC/F (664pc)	SEXUAL PENETRATION BY FOREIGN OBJECT, FORCE & VIOLENCE (ATTEMPTED)	1	0.32%
289(d) PC/F	SEXUAL PENETRATION BY FOREIGN OBJECT, UNCONSCIOUS	1	0.32%
314(1) PC/F	INDECENT EXPOSURE - UNLAWFUL ENTRY	1	0.32%
451(b) PC/F	ARSON OF AN INHABITED STRUCTURE OR PROPERTY	1	0.32%
451(c) PC/F	ARSON OF A STRUCTURE OR FOREST LAND	1	0.32%
451.5(a)(1) PC/F	AGGRAVATED ARSON WITH PREVIOUS CONVICTION	1	0.32%
455 PC/F/1	ATTEMPTED ARSON	1	0.32%
4573.6 PC/F	POSSESSION OF CONTROLLED SUBSTANCES WHERE PRISONERS ARE KEPT	1	0.32%
459 PC/F (664pc)	2ND DEGREE BURGLARY - COMMERCIAL (ATTEMPTED)	1	0.32%

459 PC/F/1 (664pc)	FIRST DEGREE BURGLARY-RESIDENTIAL (ATTEMPTED)	1	0.32%
464 PC/F	BURGLARY WITH EXPLOSIVES	1	0.32%
466 PC/M	POSSESSION OF BURGLAR TOOLS	1	0.32%
487(c) PC/F/1	GRAND THEFT PERSON	1	0.32%
487e PC/F	GRAND THEFT DOG	1	0.32%
490.2(a) PC/M	PETTY THEFT	1	0.32%
496(a) PC/F	RECEIVING OR BUYING STOLEN PROPERTY	1	0.32%
529(a)(3) PC/F	PERSONATE TO MAKE OTHER LIABLE	1	0.32%
537(a)(1) PC/M	NONPAYMENT OF ACCOMMODATIONS	1	0.32%
646.9(a) PC/F	STALKING	1	0.32%
647.6(c)(2) PC/F	ANNOYING OR MOLESTING A CHILD UNDER 18 WITH A PRIOR SEX CRIME CONVICTION	1	0.32%
ENROUTE F XX/X	FELONY ENROUTE WARRANT	1	0.32%
PAROLE VIOL - AGENT XX/X	VIOLATION OF PAROLE - PAROLE AGENT	1	0.32%
TOTAL		313	100.0%

Source: Sheriff's Department

**Appendix 2: San Francisco County Jail System Bookings by Arresting Agency, CY
 2017**

Agency	Number of Bookings (2017)	Percent of Total
San Francisco Police	12,899	76.22%
San Francisco Sheriff	2,057	12.15%
California Highway Patrol – San Francisco	892	5.27%
BART Police Department	278	1.64%
California Department of Corrections - Parole	171	1.01%
San Francisco Adult Probation	119	0.70%
UC San Francisco Police Department	106	0.63%
US Park Police Department	92	0.54%
San Francisco State University	80	0.47%
Other Agency	52	0.31%
Sutter County Sheriff's Department	35	0.21%
US Marshals Service San Francisco	33	0.19%
San Mateo County Sheriff's Department	21	0.12%
San Francisco Community College District Police	17	0.10%
Drug Enforcement Agency San Francisco	13	0.08%
FBI San Francisco	10	0.06%
San Francisco District Attorney	10	0.06%
Alcohol, Tobacco, and Firearms	8	0.05%
CA Department of Alcoholic Beverage Control	7	0.04%
Department of Veterans Affairs	5	0.03%
US Postal Inspector San Francisco	2	0.01%
CA Department of Justice	2	0.01%
Daly City Police Department	2	0.01%
Federal Protective Services	2	0.01%
US Secret Service	1	0.01%
Fairfax Police Department	1	0.01%
San Francisco Department of Animal Care and Control	1	0.01%
Broadmoor Police Department	1	0.01%
Marin County Sheriff's Department	1	0.01%
South San Francisco Police Department	1	0.01%
Immigration and Customs Enforcement	1	0.01%
Palo Alto Police Department	1	0.01%
US State Department Diplomatic Security	1	0.01%
Santa Cruz County Sheriff's Department	1	0.01%

Los Angeles County Sheriff's Department	1	0.01%
Total	16,924	100.00%

Source: Sheriff's Department