## AMENDED IN COMMITTEE 4/30/2020 ORDINANCE NO.

FILE NO. 200372

1	[Administrative Code - County Jail 4 Closure]
2	
3	Ordinance amending the Administrative Code to require the City to close County Jail 4,
4	located on the seventh floor of the Hall of Justice, by November 1, 2020; to require the
5	Sentencing Commission to establish a Safety and Justice Challenge Subcommittee to
6	plan for the reduction of the City's daily jail population and closure of County Jail 4;
7	and affirming the Planning Department's determination under the California
8	Environmental Quality Act.
9	NOTE: Unchanged Code text and uncodified text are in plain Arial font.  Additions to Codes are in single-underline italics Times New Roman font.
10	Deletions to Codes are in <u>single-underline lidites Times New Roman font.</u> Board amendment additions are in <u>double-underlined Arial font.</u>
11	Board amendment additions are in <u>acquire-dridenined Arial font.</u> Board amendment deletions are in strikethrough Arial font.  Asterisks (* * * *) indicate the omission of unchanged Code
12	subsections or parts of tables.
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14	Be it ordained by the People of the City and County of San Francisco:
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16	Section 1. Environmental and Land Use Findings.
17	The Planning Department has determined that the actions contemplated in this
18	ordinance comply with the California Environmental Quality Act (California Public Resources
19	Code Sections 21000 et seq.). Said determination is on file with the Clerk of the Board of
20	Supervisors in File No. 200372 and is incorporated herein by reference. The Board affirms
21	this determination.
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23	Section 2. General Background and Findings.
24	(a) The City and County of San Francisco ("City") has four jails: County Jail 1 (the
25	Intake and Release Center), located at 425 7th Street in San Francisco; County Jail 2, located

at 425 7th Street in San Francisco; County Jail 3 located at 850 Bryant Street in San Francisco, County Jail 4, located on the 7th floor of the Hall of Justice at 850 Bryant Street in San Francisco; and County Jail 5, located at 1 Moreland Drive in San Bruno.

(b) County Jail 4 is a dilapidated and inhumane facility that requires a closure plan. Opened in 1961, it is seismically unsafe. Its plumbing, sewage, kitchen, and laundry facilities are all in disrepair. In October 2019, Mayor London Breed noted the urgent need to close County Jail 4, and that same week Supervisors Haney, Yee, Ronen, Fewer, and Walton held a hearing on the closure of the jail.

The Department of Public Works, Division of Real Estate, and The Crosby Group (independent seismic engineers), all have determined that the building at 850 Bryant Street housing County Jail 4 needs to be decommissioned. In January 2017, City Administrator Naomi Kelly stated that the building should be closed due to seismic and other safety concerns. The Mayor, District Attorney, Public Defender, and Sheriff have all agreed that the Hall of Justice must be closed, and the City Administrator has set a deadline of July 2021 for the exit of all administrative functions housed at the facility.

(c) In 2015, the Board of Supervisors ("Board") denied the Sheriff's request for Board approval of an application for State matching funds to be used to build a new jail. Instead, in 2016, the Board passed Resolution No. 002-16, urging the creation of a work group to plan for the permanent closure of County Jails 3 and 4 by the Department of Public Health and the Sheriff. In response to this resolution, the Work Group to Re-envision the Jail Replacement Project ("Re-envision Work Group") was established, which proposed 72 policy change recommendations, capital investments, and program investments to reduce the jail population and close the building located at 850 Bryant Street, without construction of a new jail. The recommendations include programs such as cooperative supportive housing, increased treatment beds, co-located neighborhood-based services, and outpatient substance-use

treatment. The Re-envision Work Group identified key findings that informed their recommendations: (1) the majority of jail inmates incarcerated individuals are not eligible for release due to a range of reasons, including that many may be in the midst of the booking process or awaiting transfers, and that many are ineligible due to sentencing terms, their federal detainee status, parole or probation violations, or bail terms; (2) closing County Jail 3 and County Jail 4 permanently would require a jail population reduction goal of 83,220 bed days per year to accommodate an average daily population of between 1,064 and 1,126 in the remaining facilities; (3) a small proportion of inmates incarcerated individuals have long stays in jail, but account for the vast majority of all bed days; (4) inmates those occupying the most bed days are disproportionately young and African American; and 5) in 2015, African American inmates individuals accounted for approximately 53% of all bed days in 2015, but made up only 6% of San Francisco residents.

- (d) The Re-envision Work Group found that data limitations complicate the City's ability to identify, collect, and analyze data and the City's ability to use that data to predict the impact of most jail population recommendations. The Re-envision Work Group recommended expanding the role of the Justice Information Tracking System ("JUSTIS") to support use of criminal justice data to inform system improvements and coordinate data sharing efforts across multiple jurisdictions. JUSTIS is uniquely positioned to play a central role in enhancing the transparency and accountability of San Francisco's criminal justice system. JUSTIS provides a coherent and consistent approach to mechanisms that will enable partners to efficiently provide data and analysis with the highest reliability.
- (e) Violent crime rates have decreased in San Francisco over the past decade and homicides are at a historic low. Accordingly, as compared to the past, a smaller percentage of inmates incarcerated individuals in City jails are persons charged with or convicted of

- violent offenses. Over 80% of inmates incarcerated individuals in City jails are pre-trial detainees.
  - (f) Most of the inmates incarcerated individuals in City jails have special needs beyond those of the general population, which, if not attended to, impact others as well as themselves.
  - (1) The majority of inmates in City jails have suffered abuse, neglect, trauma, mental health problems, and family crisis at some point in their lives. People in the criminal justice system suffer from serious mental health problems at a rate far greater than the general population.
  - (2) San Francisco Health Commission Resolution No. 19-5, entitled "Incarceration is a Public Health Issue" ("Health Commission Resolution"), states that incarceration is a public health issue impacting the health and well-being of individuals incarcerated, and the families and communities of those incarcerated, with a disproportionate impact on low-income communities and people of color, specifically African American men. The Health Commission Resolution states that approximately 40% of those incarcerated in San Francisco county jails are homeless or marginally housed.
  - (3) According to a 2016 report of the San Francisco District Attorney's Office entitled, "Justice That Heals: Promoting Behavioral Health, Safeguarding the Public, and Ending Our Overreliance on Jails," 35-40% of individuals detained in San Francisco jails receive care from Jail Behavioral Health Services.
  - (4) According to a 2019 report of the Board's Budget and Legislative Analyst entitled, "Transitional Aged Youth in San Francisco County Jails," between 2015 and 2017, an average of 11,356 individuals were booked into San Francisco jails, of which 21.5% were transitional aged youth (between the ages of 18-24.).

- (h) The San Francisco Community Corrections Partnership, Police Commission, Juvenile Justice Coordinating Council, Reentry Council, and Sentencing Commission have endorsed a statement prioritizing racial equity in the criminal justice system to allow all people to thrive. San Francisco's criminal justice policy bodies collectively acknowledge that communities of color have borne the burdens of inequitable social, environmental, economic, and criminal justice policies, practices, and investments. The legacy of these government actions is deep racial disparities throughout San Francisco's juvenile justice and criminal justice system. Racial equity is realized when race can no longer be used to predict life outcomes. This ordinance is part of the City's commitment to the elimination of racial disparities in the criminal justice system.
- (i) Jailing adds trauma to the lives of already traumatized individuals. While imprisoned, people become more isolated and disconnected from their families and their support networks, and are at risk of losing housing, employment, or child custody and, when detained while awaiting trial, fare far worse at every stage of their case.
- (j) A 2016 Zellerbach Family Foundation report entitled, "Children, Parents and Incarceration: Descriptive Overview of Data from Alameda and San Francisco County Jails," found that 46% of inmates who were San Francisco parents and caregivers reported that at

least one of their own parents had been incarcerated, and that 57% of those San Franciscans studied, whose first incarceration occurred before the age of 18, reported that at least one parent had been incarcerated. Both statistics indicate a high likelihood of a cycle of incarceration if left uninterrupted. Further, the impact of incarceration on children is incredibly disruptive. The same report stated that the children of 26% of San Francisco parents and caregivers who were incarcerated had to change residences; the children of 16% had to change school because their parent went to jail; and of those 16%, 11% had to change schools six or more times. In addition, 57% of parents and caregivers in San Francisco jails reported a loss of income because they went to jail, and economic considerations also were a barrier to contact with children while incarcerated; for 33% the cost of phone calls was a barrier to contact with children, and for 31% the cost of visiting was a barrier to contacts with children.

- (k) In March 2019, the Controller's Office released a report entitled, "Update to Evaluation of Pilot Programs Funded to Reduce the Jail Population." The purpose of the report was to evaluate the effectiveness of the five pilot programs, supported by the Mayor's Office in fiscal year 2018, to reduce San Francisco's jail population, but it focused only on the two programs implemented in time for the evaluation the Public Defender's Pretrial Release Unit and the District Attorney's Weekend Rebooking. The report concluded: "It is unlikely that either program will on its own substantially contribute to the City's goal of reducing the jail population by 83,220 bed days a year. Each program is designed to serve a segment of the jail population that is in jail for a short period of time and occupies few jail bed days a year. Even at a full level of implementation, the populations served do not account for enough bed days each year to make a [substantial] impact on the reduction goal."
- (I) A settlement in the case of *Buffin v. City and County of San Francisco et al.*, Case No. C15-04959 YGR, followed a U.S. District Court ruling that the use of a cash bail schedule

as required by state law unconstitutionally discriminates against people who are unable to pay. Under the terms of the settlement, the Sheriff's Department will provide the San Francisco Superior Court with a public safety assessment for eligible pre-arraignment detainees within eight hours of the person's identity being confirmed in the jail, and will not enforce the San Francisco Superior Court's bail schedule.

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- (m) In 2018, the City was awarded \$2 million from the MacArthur Foundation's Safety and Justice Challenge to engage local justice agencies in joint planning and the implementation of strategies that address the main drivers of the local jail population, including practices that take a particularly heavy toll on people of color, low-income communities, and people with mental health and substance abuse issues. To continue safely reducing the jail population, the San Francisco Safety and Justice Challenge Working Group plans to implement five key strategies aimed at addressing system inefficiencies and disparities, meeting the needs of those with behavioral health and substance abuse issues, and non-jail options for lower-risk offenders individuals while prioritizing public safety and victim protection. These strategies include pre-arrest and pretrial diversion strategies, criminal sentencing and correctional strategies that emphasize rehabilitation and reduce recidivism, improvements to case processing efficiency, enhanced services for people with mental illness or substance abuse issues involved with the justice system, and rooting out disparity and racial bias in the system. The purpose of this ordinance is to create a formally recognized subcommittee of the Sentencing Commission to continue the work of the Safety and Justice Challenge Working Group.
- (n) In the 2019-20 time period, the City jail population has consistently declined, reaching a low of <u>722 on April 17, 2020</u>1,093 on March 16, 2020. With the closure of County Jail 4, the two remaining jails in the system (County Jails 2 and 5) have a combined capacity of 1,160, not including C-Pod medical and behavioral health units, incarcerated people held at

1	Zuckerberg San Francisco General Hospital, or those held in booking at County Jail 1. At 90%
2	capacity, County Jails 2 and 5 would accommodate a maximum capacity of 1,044; at 85%
3	capacity, County Jails 2 and 5 would accommodate a maximum capacity of 986.
4	(o) In 2020, San Francisco, like the nation and the world, is facing a public health crisis
5	caused by the COVID-19 pandemic, which presents serious risks for facilities with communal
6	living, such as the jail system. These public health risks could impact incarcerated people,
7	their communities if they are released without knowledge of possible infection, and City
8	employees like deputy sheriffs and jail health workers who staff the system. The Public
9	Defender, District Attorney, and Sheriff have all publicly announced steps they are taking to
10	address the COVID-19 public health risks, including expediting the release of incarcerated
11	people who were scheduled to be released within the next 60 days, as well as those with
12	compromised immune systems. These measures align not only with public health priorities
13	like social distancing, but are consistent with public safety as a whole.
14	(p) It is the intent of the Board of Supervisors to avoid layoffs or job loss of any
15	employees currently stationed at County Jail 4 as a result of the closure of the jail; this
16	process will also be guided by Civil Service Rules, memoranda of understanding, and the
17	obligation to meet and confer.
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19	Section 3. The Administrative Code is hereby amended by adding Chapter 122,
20	consisting of Section 122.1, to read as follows:
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22	CHAPTER 122: CLOSURE OF COUNTY JAIL 4
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24	SEC. 122.1. CLOSURE OF COUNTY JAIL 4.

1	(a) By no later than November 1, 2020, but as soon as possible, the City shall close County Jail
2	4, located on the 7th floor of the Hall of Justice at 850 Bryant Street in San Francisco.
3	(b) Prior to the closure of County Jail 4 under this Section 122.1:
4	(1) The Department of Human Resources ("DHR") shall provide notice to unions
5	representing affected employees and, by October 1, 2020, conduct and conclude any necessary meet
6	and confer under state and local law; and
7	(2) The City, acting through the Division of Real Estate ("DRE"), shall comply with the
8	requirements of California Government Code Sections 70341 et seq. and the terms of the Joint
9	Occupancy Agreement and Transfer Agreement between the City and the Judicial Council of
10	California, Administrative Office of the Courts, pertaining to the building at 850 Bryant Street.
11	(c) Notwithstanding the deadline for closure of County Jail 4 stated in subsection (a), the City
12	may close County Jail 4 only after:
13	(1) DHR has submitted a written certification to the Clerk of the Board of Supervisors
14	and the Mayor that the City has satisfied applicable meet-and-confer obligations; and
15	(2) DRE has submitted a written certification to the Clerk of the Board of Supervisors
16	and the Mayor that the City has satisfied its obligations under California Government Code Sections
17	70341 et seq., the Joint Occupancy Agreement, and the Transfer Agreement; and
18	(3) The sooner of either (A) the Board of Supervisors receives the final report from the
19	Safety and Justice Challenge Subcommittee of the Sentencing Commission (required by Administrative
20	Code Section 5.25-4), or (B) the total San Francisco jail population has remained below 1044 for 60
21	consecutive days and both the Sheriff and the Safety and Justice Challenge Subcommittee notify the
22	Board that the City may safely close County Jail 4.
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1	Section 4. Article XXV of Chapter 5 of the Administrative Code is hereby amended by
2	renumbering existing Section 5.25-4 as Section 5.25-5, and adding new Section 5.25-4, to
3	read as follows:
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5	SEC. 5.25-4. SAFETY AND JUSTICE CHALLENGE SUBCOMMITTEE.
6	(a) For purposes of this Section 5.25-4, the following definitions apply:
7	"County Jail 1" means the Intake and Release Center located at 425 7th Street, in San
8	Francisco.
9	"County Jail 2" means the jail located at 425 7th Street in San Francisco.
10	"County Jail 4" means the jail located on the 7th floor of the Hall of Justice at 850 Bryant
11	Street in San Francisco.
12	"County Jail 5" means the jail located at 1 Moreland Drive in San Bruno.
13	(b) The Commission shall establish the Safety and Justice Challenge Subcommittee
14	("Subcommittee").
15	(c) The following Commission members or their designee shall serve on the Subcommittee:
16	District Attorney, Sheriff, Public Defender, Adult Probation, the Department of Public Health, Reentry
17	Council, the member of a nonprofit organization that works with victims, chosen by the Family
18	Violence Council (Article XIX of this Chapter 5), the member of a nonprofit organization that works
19	with ex-offenders, chosen by the Reentry Council (Article I of this Chapter 5), and the Superior Court is
20	it elects to participate on the Commission and the Subcommittee. The Subcommittee also shall
21	invite a representative of each of these entities to attend all Subcommittee meetings.
22	(d) To facilitate the closure of County Jail 4 as soon as possible, as mandated by
23	Administrative Code Chapter 122, the Subcommittee shall, by October 1, 2020, develop measures and
24	strategies to accomplish the goal of reducing and sustaining an average daily total jail population of
25	no more than 1,044 incarcerated people combined in County Jails 2 and 5. Those measures and

1	strategies shall address system inefficiencies and systemic racial and income disparities in the jail
2	population, meet the needs of incarcerated persons with behavioral health and substance abuse issues,
3	and include non-jail options for lower-risk offenders individuals that prioritize public safety.
4	(e) In carrying out its duties, the Subcommittee shall consult with the Capital Planning
5	Committee, the Division of Real Estate, the Police Department, and a representative from the
6	contractor or agency responsible for provision of pretrial diversion services. The Subcommittee
7	also shall invite a representative of each of these entities to attend all Subcommittee
8	meetings.
9	(f) In carrying out its duties, the Subcommittee shall consider and developthe development
10	of the following measures and strategies:
11	(1) The establishment of a "second look" program, including reviews <u>Based on</u>
12	models like that in Washington DC, development of a public safety release mechanism in
13	addition to the Public Safety Assessment tool, to conduct more thorough reviews (including
14	interviews) of all denied releases, particularly at the 14-, 30-, and 60-day marks, by the contractor
15	or agency responsible for the provision of pretrial diversion services, to expand the number of
16	incarcerated persons eligible for pretrial release;
17	(2) Expansion of Non-non-custodial supervision and support for those released,
18	including referrals to community courts, collaborative courts, and diversion programs, excluding
19	money bail;
20	(3) Evaluation of the use of electronic monitoring;
21	(4) Expansion of eligibility and capacity for programming, including milestone credits
22	and work alternative programs;
23	(5) Evaluation and Reduction reduction of redundancies among agencies with
24	regards to multiple court numbers for a single booking, hold and report to the court, holds and
25	reports for short-term stays;

1	(6) Elimination of duplicate bookings for the same person during the same jail
2	<del>stay;</del>
3	(7) Participation and cooperation with the Superior Court's plans to address lengthy
4	court case processing and unnecessary continuances;
5	(87) Expedited and streamlined sentencing and sentencing-recommendation processes,
6	utilizing reports that are not legally required only upon a specific, articulated need;
7	( $98$ ) Maximization of data-sharing among all criminal justice partners to facilitate a
8	cohesive assessment of the jail population, using the Justice Tracking Information System ("JUSTIS");
9	(109) Exploration of Discontinuation discontinuation of "safe-keeping"
10	arrangements for federal arrestees;
11	(11 <u>10</u> ) Expedited processes for providing and sharing police reports and rebooking
12	packets with criminal justice partners;
13	(1211) Increased transparency regarding Evaluation of the current jail
14	classification system to provide transparency around jail classification decisions and the impact of
15	those decisions on jail capacity to the extent permitted by law;
16	(1312) Expedited and streamlined booking in County Jail 1;
17	(14 <u>13</u> ) Release processes that maximize release from jail before noon to allow access
18	to same-day essential services, and same-day transport to court-ordered placements with verified bed
19	<u>space;</u>
20	(1514) Examination of probation holds, search and seizure conditions, electronic
21	monitoring violations, and other practices that may result in unnecessary detention and criminal
22	<u>records;</u>
23	(1615) Evaluation of the correlation between recidivism individuals who reoffend
24	and behavioral health issues and exploration of policies shown to reduce recidivism among persons
25	with hehavioral health issues:

1	(1716) Evaluation and recommendations to ensure that resources are in place for
2	incarcerated people upon release that ensure stability and support and prevent recidivism, including:
3	bridge housing with case management; models like Hummingbird Place with treatment beds and wrap-
4	around supports, substance use treatment, and mental health supports; and employment services;
5	(1817) Evaluation and development of targeted mental health diversion and
6	coordination among all agencies to facilitate quick entry into behavioral health programs that ensure
7	that persons otherwise eligible for release from jail are not held longer than necessary while waiting
8	for treatment beds;
9	(1918) Elimination of out-of-county custodial placements; and
10	(2019) Consideration of the 2005 Board of Supervisors Resolution No. 545-05
1	endorsing the bill of rights established by the San Francisco Children of Incarcerated Parents
12	Partnership.
13	(20) Formulation of a plan to prepare for an increase in the average daily
14	population above 1,044 (90% capacity at County Jails 2 and 5), after the closure of County
15	<u>Jail 4.</u>
16	(21) Measures to protect public health in the jails and protect against the spread
17	of infectious diseases within jail facilities among incarcerated people and staff, including
18	identifying incarcerated people and jail staff as priority populations for infectious disease
19	testing moving forward, and developing policy recommendations for temporary housing
20	facilities if the population exceeds a threshold determined by the Director of Jail Health to be
21	safe in preventing the spread of infectious disease.
22	(g) In carrying out its duties, the Subcommittee shall not consider or develop:
23	(1) measures or strategies that add new jail beds beyond the current rated capacity of
24	County Jails 2 and 5 through construction, renovation, or reopening of another facility to replace

1	County Jail 4, with the exception of measures or strategies to rehabilitate an existing facility
2	like County Jail 2; or
3	(2) the transfer of incarcerated people to placements out of county.
4	(h) Subject to the fiscal, budgetary, and civil service provisions of the Charter, and to the extent
5	consistent with open government laws, the Subcommittee shall, as needed, investigate criminal justice
6	best practices by retaining subject matter experts.
7	(i) The Subcommittee shall prepare and submit to the Board of Supervisors two reports that
8	describe the Subcommittee's progress in fulfilling the duties set forth in this Section 5.25-4: a
9	preliminary progress report due August 1, 2020, and a final progress report due October 1, 2020.
10	Both reports shall include an assessment of progress made in reducing the daily total jail population to
11	no more than 1,044 in County Jails 2 and 5 combined and sustaining the reduction, data on the
12	average daily total jail population, the measures and strategies that have been implemented across all
13	justice agencies to accomplish the goal of reducing the total jail population to no more than 1,044, and
14	any outstanding tasks, challenges, or needs. Both reports also shall include an assessment of the
15	impact of COVID-19 on the jail population, the ability to achieve social distancing to prevent
16	spread of the virus within the jails, temporary facilities to house individuals to maintain social
17	distancing recommended by the Health Officer, and policy recommendations to the Board of
18	Supervisors and the Mayor to protect public health and prevent the spread of COVID-19. Both
19	reports shall be accompanied by a proposed Board of Supervisors resolution accepting the report, and
20	the Board may act by resolution to accept, reject, or modify the report. The Subcommittee also shall
21	submit both reports to the Mayor, any City department or office responsible for a program identified in
22	the report, and the City Administrator. The reports shall be available to the public, and the City
23	Administrator shall post the reports on the City Administrator's website.
24	(j) In carrying out its duties, the Subcommittee shall receive prompt and full cooperation and
25	assistance from all City departments, offices, officers, and employees. All components of City

1	government shall promptly produce all records and information requested by the Subcommittee, unless
2	prohibited from doing so by state or federal law.
3	(k) This Section 5.25-4 shall expire by operation of law, and the Subcommittee shall terminate,
4	when the Sheriff certifies in writing that County Jail 4 is closed. After said certification, the City
5	Attorney shall cause this Section 5.25-4 to be removed from the Administrative Code.
6	(l) Nothing in this Section 5.25-4 shall be interpreted to interfere with the duties of the District
7	Attorney, Sheriff, or Adult Probation Chief, under State law.
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9	SEC. 5.25-4 <u>5</u> . SUNSET CLAUSE.
10	* * * *
11	Section 4. Effective Date. This ordinance shall become effective 30 days after
12	enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the
13	ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board
14	of Supervisors overrides the Mayor's veto of the ordinance.
15	
16	Section 5. Scope of Ordinance. In enacting this ordinance, the Board of Supervisors
17	intends to amend only those words, phrases, paragraphs, subsections, sections, articles,
18	numbers, punctuation marks, charts, diagrams, or any other constituent parts of the Municipal
19	Code that are explicitly shown in this ordinance as additions, deletions, Board amendment
20	additions, and Board amendment deletions in accordance with the "Note" that appears under
21	the official title of the ordinance.
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23	Section 6. Undertaking for The General Welfare. In enacting and implementing this
24	ordinance, the City is assuming an undertaking only to promote the general welfare. It is not
25	assuming, nor is it imposing on its officers and employees, an obligation for breach of which it

1	is liable in money damages to any person who claims that such breach proximately caused
2	injury.
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4	APPROVED AS TO FORM:
5	DENNIS J. HERRERA, City Attorney
6	By: <u>/S/ Jon Givner</u> JON GIVNER
7	Deputy City Attorney
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