

Close 850 Bryant: Savings Created by Decriminalizing San Francisco and Investing in Community Care

Summary

This report was created by the No New SF Jail Coalition to urge the Mayor and Board of Supervisors to shift money away from criminalization and towards community based care and safety in the 2019-2020 General Fund Budget.

TOTAL SAVINGS

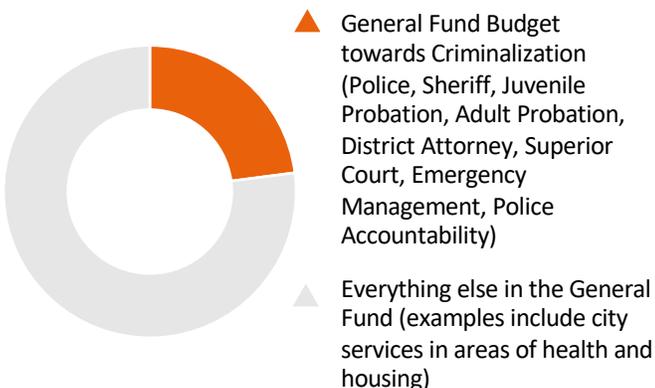
\$66.49 million more in the General Fund available for housing, mental health care, and community-based services

Practical Changes in 2019-2020 Budget to shift money away from Criminalization:

1. Close County Jail 4 and Youth Guidance Center
2. No New SFPD Positions
3. Stop Criminalizing Homelessness
4. Mental Health Care in Communities, Not Jails

Overview of the General Fund

23% Of the 2018-2019 General Fund went towards criminalization¹



BEYOND WORKGROUPS → MOVING \$\$

Despite a recent city resolution declaring incarceration as a public health issue and workgroups around alternatives to incarceration, nearly ¼ of the General Fund Budget goes towards criminalization. **The police and the sheriff budgets continue to grow every year.** Workgroups alone aren't going to decriminalize SF – it's time for the city to shift its resources away from policing and jailing. Alongside the Budget Justice Coalition, we are calling for this money to be invested in safety in the form of housing, healthcare, and community based services.

Who is Impacted?

The money is NOT the driving force for closing the jail and reducing police; San Francisco has a moral and political obligation to reduce criminalization and close the jail at 850 Bryant.

- Over 40% of people in jail are houseless
- 56% of the jail population is African American, while African Americans make up only 5% or less of the total population in the city.
- Over 1/3rd of people in the jail are currently receiving jail behavioral health services
- 25% of people in jail are Transitional Age Youth (aged 18-25)

No New Jail in San Francisco

Background on Closing County Jail 4

- Since 1996, the city has been talking about the closure of County Jail 4 at 850 Bryant for seismic safety, and city administrator Naomi Kelly announced in 2017 that the jail must be closed in 2019.
- In 2015, San Francisco's Supervisors were applauded by communities across the city for boldly and unanimously rejecting a plan to build a new jail to replace 850 Bryant St.
- In 2016-2017, the city convened a Workgroup to Re-envision the Jail Replacement Project, which resulted in a set of recommendations to reduce the jail population.
- In October 2018, the workgroup reported back on the implementation of the recommendations. Despite the implementation of pre-trial release programs and a subsequent increase in the numbers of people released pre-trial, the jail population was steady and rising due to increased policing.

How to move forward

CLOSE 850 BRYANT, NO TO NEW JAILS:

We reject the sheriff's plan to renovate and reopen county jail 6 in San Bruno or to lease jail space from other counties. We also reject conservatorship and more locked mental health jailing or expansion of electronic monitoring. **This is San Francisco's chance to be a national leader and move away from the system of imprisonment.**

- Even earthquake safe jails are unsafe and dangerous.
- City officials must take immediate steps to close the jail at 850 Bryant St by releasing people back into the community, starting with the 80% of people held pretrial and investing in community based resources that would support people's reentry.
- Through expansion of community based resources, reducing reliance on policing and prosecution, and increasing pre-arrest and pretrial diversion, San Francisco will be able to close 850 Bryant without building a new jail.



INVEST IN COMMUNITY BASED RESOURCES, NOT JAILS AND POLICING

It's time the Board of Supervisors follow through with the 2015 decision and work toward ending their reliance on imprisonment by investing in true and meaningful alternatives, such as the recommended alternatives provided by the Jail Replacement Project, and the services outlined in **the No New SF Jail Coalition's Jail Closure report: co-op housing, community based co-located services, and a transformative justice center**

- Instead of hiring more police officers or renovating jails, the board of supervisors need to redirect that money towards community resources. With every expansion of policing on the streets, we have seen parallel rising jail numbers. In 2018 this was largely due to the policing of houseless encampments.
- There is \$131 million allocated in the capital plan for "Hall of Justice Relocation" in FY 2020. Currently the sheriff is discussing plans that include either re-opening and renovating the closed jail in San Bruno or transferring prisoners to Santa Rita until a new jail can be built at 850 Bryant. Neither is acceptable, and that money could address urgent needs across the city.

Our prisoner exit plan includes housing, not more jailing

2019 – 2020 General Fund Savings through Decriminalization

01. Close County Jail 4 at 850 Bryant. No New Jail Beds

What will closing County Jail 4 save?


 \$258 cost per bed day⁴

X


 83,220 bed days⁵

\$21,470,760

Everyone agrees County Jail 4 at 850 Bryant is unsafe and needs to be closed now²! The city’s jails are currently around 85% pre-trial, 22% Transitional Aged Youth, around 40% Black, and over 40% houseless or marginally housed.³

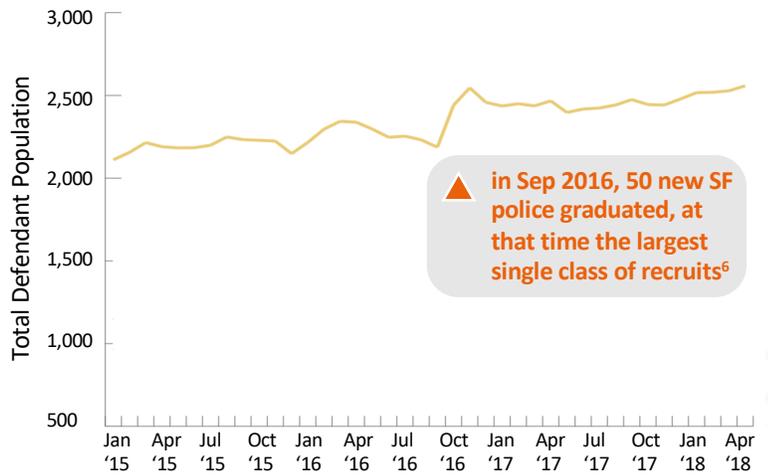
City officials agree that jail is not a solution, and we applaud the decision to close juvenile hall, so what’s taking so long to close 850 Bryant?

02. No more money for SFPD positions

In 2016, the city added a total of 175 net new police to the streets and the number of people in contact with the jail and court system clearly spiked.⁷

More police will only lead to more targeting of Black, Brown, trans, homeless, and poor community members, more surveillance, more arrests, and more imprisonment.

Police are not and will never be social workers, and have no ability to place people into housing. **SFPD is not a solution.**



(Source: 2018-2020 Farrell Proposed Budget, p322)

03. Stop Criminalizing Homelessness

In 2016, a city report found that the city spends over \$20 million dollars enforcing “quality of life” laws that target the houseless.⁸ That number is likely to have increased due to intensified street cleaning and tent clearing in the past year.

	City Department	Annual Estimated Enforcement Costs
1	311 Customer Service Center	\$43,946
2	Adult Probation	\$6,400
3	Department of Emergency Management	\$1,833,098
4	Police Department	\$18,541,324
5	Recreation and Parks Department	\$188,777
6	Sheriff Department	\$34,965
	TOTAL	\$20,648,510

Healthy Streets Operation Center was started in January 2018 to address homelessness holistically across many different departments. Although HSOC was intended to include responses from the Homeless Outreach Team, DPH, police and DPW have been mainly involved, resulting in the seizing of tents and belongings.

In fact starting in January 2019, HSOC explicitly shifted to an SFPD-focused initial response.⁹ Homeless Outreach Team and health workers don’t seem to be involved in HSOC operations at any frequency.

PLAN FOR CARE IN COMMUNITY BASED PROGRAMS:

According to Jail Behavioral Health Services (JBHS) 2015 statistics, 77 imprisoned people were being held in psychiatric housing, and over 40.7% of people charged with misdemeanors were receiving ongoing care from JBHS.

San Francisco must create a plan and implement a budget that de-prioritizes jailing, conservatorship, and locked mental health treatment facilities. We need a plan for care in community based programs. This requires establishing greater amounts of hospital inpatient beds where people can receive voluntary care, bolstering transitional programs, and investing in dignified temporary and permanent housing.

- **Mental Health - Transitional residential treatment (6 months)** such as Progress Foundation's Progress House costs \$833,274 in order to serve its existing 40 clients. This is a cost of \$20,832 per client for a 6-month treatment program. This program can be replicated for 100 clients at just over \$2 million.
- **Substance Use - Transitional residential treatment programs (6 months)** are currently aiming to treat 444 people in San Francisco at a cost of \$9,189 per client. For under \$1 million, the City could care for 100 new clients in this type of residential treatment program.
- **Mental Health – Longer-term Cooperative Living (indefinite length, determined by resident).** Cooperative Living offers long-term stability for people with mental health needs and has been shown to have extremely high success rates. Current programs are struggling to continue due to rising rents in San Francisco and lack of protection by rent control. Currently Progress Foundation serves about 40 people in Cooperative Living with residents paying about \$350/month and Progress Foundation paying the remainder of rent through grants and City general funds, amounting to \$500+/month. Health, Mental Health, and Case Management services are paid by MediCal or outside insurance companies. Per resident approximate cost at \$1000 rent (not including resident contribution) is \$6000 for 6 months of residency.

Additional services to complement the above types of care will also greatly reduce recidivism, lower the jail population, and allow for closure of 850 Bryant, such as increased outpatient mental health treatment, referrals to case management, voluntary substance use treatment and safe injection sites, navigation centers.

DIVEST FROM JAILING

By comparison, the average basic cost of jailing one person is \$258/day. This is the average, including both those who receive additional psychiatric or other services (at greater cost) and those who do not.

For 6 months in jail, the City is paying approximately \$47,000, with the sum potentially larger than this.

This does not include the exorbitant costs associated with police contact, arrest, transport, and booking for people who are cycling in and out of the jail with frequency.

Reference

Specific Savings for 2019-2020

Department	Saving From	Amount Saved	Source for More Information
JUV Juvenile Probation	Close Juvenile Hall	\$15.15 mil	2018-2020 Mayor Farrell's Proposed Budget Book, p244
SHF Sheriff	Close 850 Bryant	\$23.9mil	See page 2
SHF Sheriff	Less staff overtime because 1 less jail	\$2.9mil	FY 2018-2019 Six Month Budget Status Report, p18
SHF Sheriff	Stop responding to "quality of life" complaints	\$35k	2016 BLA Report on Homelessness and Quality of Life Laws, p12
POL Police	Stop responding to "quality of life" complaints	\$18.5mil	2016 BLA Report on Homelessness and Quality of Life Laws, p12
ADP Adult Probation	Stop responding to "quality of life" complaints	\$6,400	2016 BLA Report on Homelessness and Quality of Life Laws, p12
DEM Emergency Management	Stop responding to "quality of life" complaints	\$1.8 mil	2016 BLA Report on Homelessness and Quality of Life Laws, p12
DPW Public Works	Stop clearing homeless camps	\$ 3 mil	Chronicle Article "Clearing S.F. homeless camps an exercise in futility" March 6, 2015
SHF Sheriff	End Electronic Monitoring	\$1.2 mil	BLA Report from March 20, 2019 Budget and Finance Sub-Committee Meeting

Potential department asks to NOT fund

Department	Saving From	Amount Saved	Source for More Information
SHF Sheriff	Planning for renovating, expanding jail beds (reopening CJ6)	\$9M	Oct 22 Public Safety Committee Meeting
POL Police	Network Enhancements for Crime Data Warehouse Technology (Requested in 2019-2020)	\$1.1 mil	Committee of Information Technology Minutes March 15,2019

Methodology

To compile this information, we used all publicly available sources and reports. This report savings is NOT an all-inclusive list of savings, but an initial start at identifying specific parts of the budget powering the prison industrial complex that should be reinvested into community based resources.

Reference

The Proposed 2020-2029 Capital Plan & Closing the Hall of Justice¹⁰

The Capital Planning Committee (CPC) has been working with city departments towards their phased relocation from the Hall of Justice to allow for the demolition of the building. While this year's Capital Plan does not include specific allocations jail construction or expansion, there are jail expansion projects outlined as possible for the future. We urge all city officials to ask for more details and oppose all jail construction. The CPC and the Sheriff's Department should provide Supervisors with an updated Justice Facilities Improvement Plan (2008) detailing construction before the approval of financing major Public Safety projects within the Capital Plan.

HALL OF JUSTICE RELOCATION PROJECT

\$131M in FY 2020

- Includes: \$64M for site acquisitions and tenant improvements, \$43M for tenant improvements to enable continued Courts operations at the HOJ until Courts receive state funding for a new facility, \$24M for woodframe building construction as needed, and construction of additional holding cells in County Jail 2 for the courts, which are **unnecessary as we are moving towards ending pretrial detention and the city has already rejected building more jail capacity** (p152).
- The construction projects comprising this Relocation Project must be listed out specifically in order to ensure that there is no funding related to site acquisition for jailing.

HALL OF JUSTICE CONSOLIDATION PROJECT

\$417M in FY 2028

- This relies on securing financing from the state that has not yet been secured. According to the Capital Plan, "Once funding for the Courts is secure, planning can begin in earnest for a consolidated justice campus" (p152). As this is not guaranteed, **this should be removed from the plan and allocated for housing projects that are urgently needed. It is irresponsible to allot \$417M for a construction plan that is not even certain.**
- Supervisors must get clarity on whether they are approving COPs that include jail construction within this project. In other parts of the plan, there is narrative acknowledgement of the city's commitment against jail construction., but the Consolidation Project does not note this specifically.

Oppose Reopening of County Jail 6 and any jail construction

While construction of County Jail 6 (San Bruno) is not financed in the Capital Plan, it is explicitly named as an emerging project and the Sheriff's department has outlined some renovation plans in CPC meetings (p156). As this jail has been closed for years, this is considered new construction, and the city has unanimously made a commitment against jail construction. Further, CJ6 would be shifted from a low security facility to a maximum security facility. This is a step backwards for San Francisco. If the city doesn't reduce the jail population now and close the jail at 850 Bryant, the Sheriff will continue to press forward for reopening CJ6. Now is the time for the Board of Supervisors and the Mayor to make clear again they OPPOSE any new jail construction and ask the Sheriff to report on any plans or assessments.

Citations

01. Source: Open SFGov Data

02. Source: <https://www.sfgate.com/politics/article/SF-administrator-wants-to-clear-dilapidated-Hall-10898512.php>

03. Source: <http://www.sfexaminer.com/sf-officially-recognize-incarceration-public-health-issue/>

04. Source: https://sfmayor.org/sites/default/files/CSF_Budget_Book_June_2018_1_Final_REV1_LR.pdf p320

05. Source: Work Group to Re-envision the Jail Replacement Project Final Report, p8

06. Source: <http://www.sfexaminer.com/biggest-sfpd-academy-cohort-will-first-officers-fully-trained-new-philosophy/>

07. Source: https://sfbos.org/sites/default/files/BA_Report_PA_of_San_Francisco_Police_Department_061218.pdf p7

08. Source: <http://s79f01z693v3eeco33yyjsg1.wpengine.netdna-cdn.com/wp-content/uploads/2016/06/Budget-and-Legislative-Analyst-Report.Quality-of-Life-Infactions-and-Homelessness.052616-1.pdf> p12

09. Source: <https://sfcontroller.org/sites/default/files/Documents/Auditing/Review%20of%20the%20Healthy%20Streets%20Operations%20Center.pdf> p20

10. Source: Proposed FY 2020-2029 Capital Plan