

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

1390 Market Street, Suite 1150, San Francisco, CA 94102  
(415) 552-9292 FAX (415) 252-0461

---

**Policy Analysis Report**

To: Supervisor Fewer  
From: Budget and Legislative Analyst's Office  
Re: Transitional Aged Youth in San Francisco  
County Jails  
Date: July 11, 2019



**SUMMARY OF REQUESTED ACTION**

Your office requested that the Budget and Legislative Analyst:

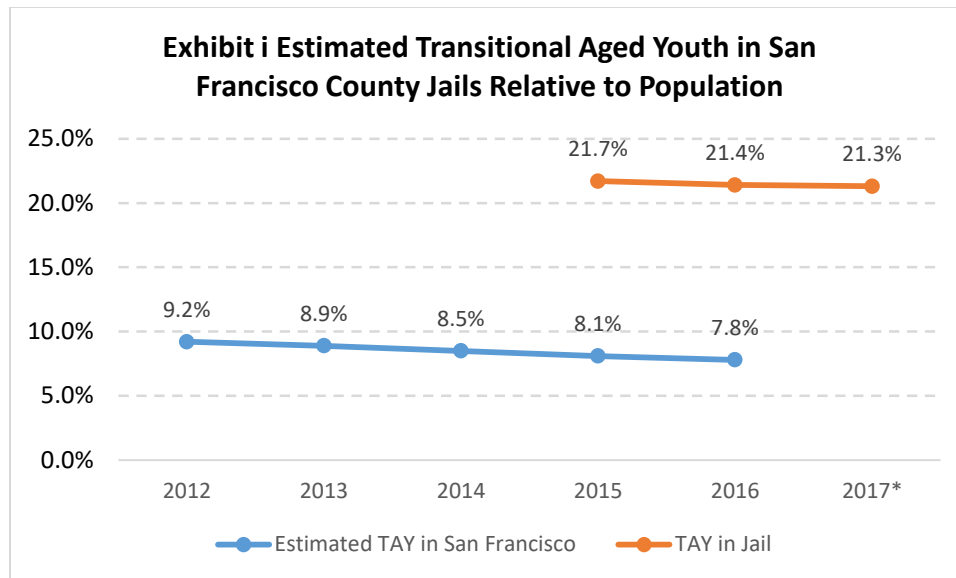
- 1) Create a profile of transitional aged youth (TAY) in San Francisco County jails compared to the inmate population;
- 2) Create a profile of the behavioral health needs of transitional aged youth in San Francisco County jails;
- 3) Identify County jail beds and resources reserved for TAY;
- 4) Compare the costs of incarceration of the TAY population with the costs of alternatives such as the Young Adult Court program;
- 5) Determine if funds now used to incarcerate TAY in County jails at 850 Bryant Street would be adequate to expand the Young Adult Court and other diversion programs; and.
- 6) Explore policy options to reduce the incarceration of transitional aged youth.

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

---

**Executive Summary**

- Between 2015 and 2017, an average of 11,356 individuals were booked in to San Francisco jails, of which 2,441, or 21.5 percent, were transitional aged youth, or those between the ages of 18-24. This means that transitional aged youth (TAY) are overrepresented in the jails as their share of the San Francisco general population as of 2106 was 7.8 percent, or less than half the proportion in jail.



Source: San Francisco Sheriff's Department jail booking data and American Community Survey (ACS) Population Table S0101 for 18-24 year olds, calendar years 2012 to 2016. ACS calendar year 2017 is not yet available.

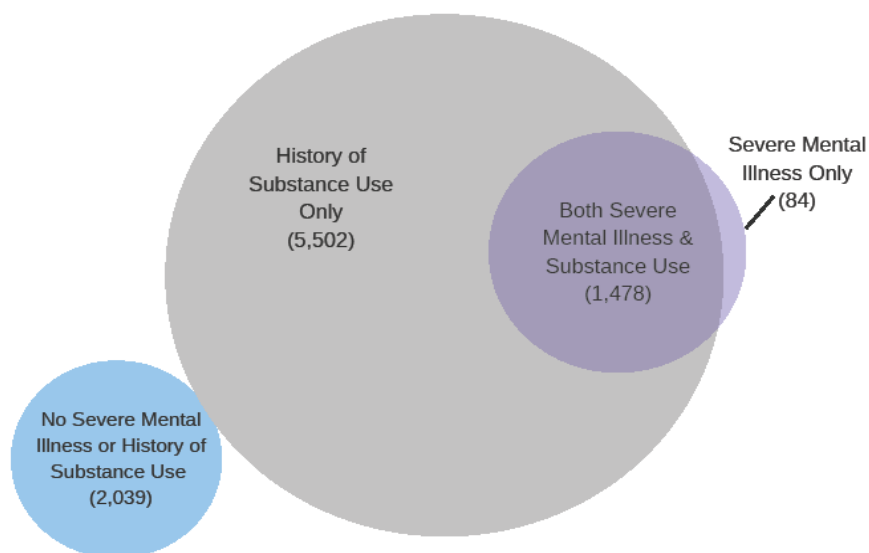
\*2017 only includes data from January 2017 to October 2017.

- Among the transitional aged youth in San Francisco County jails during this time period, at least 77 percent of jail bookings each year were of men, over half of whom were of African American or Hispanic descent.

### **Few Jail Bookings Involve Transitional Aged Youth with a Severe Mental Illness Only, while Substance Use is Pervasive**

Between November 1, 2014 and October 31, 2017, 7,064, or 77.6 percent of the total 9,103 jail bookings reported, involved transitional aged youth with a diagnosis of severe mental illness and/or a history of substance use. Only 84 or 0.9 percent of all TAY jail bookings during the study period involved individuals with a severe mental illness as determined by the Department of Public Health Jail Health intake process. On the other hand, 60.4 percent of all booking events involved individuals with a history of substance use only, and an additional 16.2 percent involved individuals with both a history of substance use and severe mental illness. Therefore, in total, 76.7 percent of all bookings involved individuals with a history of using substances.

**Exhibit ii. Jail Bookings of TAY by Presence of Severe Mental Illness and/or History of Substance Use (November 1, 2014 - October 31, 2017)**



Source: Department of Public Health Jail Health’s JIM data and Sheriff Department booking data.

In this report, severe mental illness is defined as one or more of four diagnoses including psychotic disorder, schizophrenia, bipolar disorder, and major depression. In addition to this definition of severe mental illness, the Budget and Legislative Analyst received data on an expanded definition of mental illness, which is detailed in Appendix I of this report.

In this report, a history of substance use is broadly defined as (1) self-reported by the individual during the DPH Jail Health’s intake or behavioral health assessment process; (2) the individual is noted as high risk for alcohol withdrawal, opiate withdrawal, or benzodiazepine detox by a clinician; and/or (3) the individual has been prescribed any substance use withdrawal medications.<sup>1</sup> Substance use in this report does not represent diagnoses of substance use disorder but rather an estimate of the presence of substance use at all levels among individuals booked into County jails. Marijuana use was not included in the definition of substance use. Since Jail Health’s intake process includes a question to individuals booked into jail

---

<sup>1</sup> For this analysis, the substances reported during DPH Jail Health intake process at County jails include alcohol, cocaine or crack, methamphetamine, benzodiazepines, heroin, prescription medication, and an unidentified “other” option that individuals can select. Withdrawal medications included in this analysis are buprenorphine, lorazepam, methadone, and chlorthalidopoxide.

about which substances they use, and not specifically about excessive use or dependency, it is not possible to conclude that those who report use of substances exhibit problematic or criminal behavior associated with that use. Data on substance use disorder diagnoses in County jails were not available at the time of this report.

**Most Young Adult Court Participants have so far Either Successfully Completed the Program or Are Still Engaging in Treatment**

Based on a May 2018 evaluation report completed by Social Policy Research Associates, Young Adult Court served 123 participants<sup>2</sup> as of March 1, 2017, and 138 participants as of July 31, 2017.<sup>3</sup> Of the 123 participants whose results have been tracked and reported, 80 participants, or 65 percent, have either successfully completed the program or are still actively participating. Exhibit iii below shows the details. Similar to the overall statistics of the County jail population, of the 123 total participants, 64 percent were African-American, and most participants (75 percent) were male.

**Exhibit iii. Outcomes of Young Adult Court Participants (as of March 1, 2017)**

<b>Young Adult Court Participant Outcomes</b>	<b>Percentage of All Participants</b>	<b>No. of Participants</b>
Successfully Completed	20.3%	25
Still Participating	44.7%	55
<i>Subtotal: completed or still participating</i>	<i>65.0%</i>	<i>80</i>
Terminated by Court for New Arrest	14.6%	18
Terminated by Court for Non-Compliance	18.7%	23
Self-Terminated	1.6%	2
<b>Total</b>	<b>100%</b>	<b>123</b>

Source: Social Policy Research Associates Evaluation Report, Findings on Planning and Early Implementation & Outcomes Study Addendum, May 2017, updated May 2018.

---

<sup>2</sup> The 123 participants accepted into the program represents 84.2 percent of the total 146 individuals referred to the program.

<sup>3</sup> Social Policy Research Associates, Findings on Planning and Early Implementation & Outcomes Study Addendum, May 2017, Updated May 2018.

**Some Transitional Aged Youth have been Booked for Serious and Violent Crimes, and may not Qualify for the Young Adult Court program**

From January 2015 through October 2017, 37.6 to 40.6 percent of the total unduplicated booked transitional aged youth each year had at least one serious and violent crime charge. These serious and violent crime charges included homicide, assault, domestic violence, weapon law violations, kidnapping, arson, and crimes involving minors. The severity of these crimes would likely disqualify these youth from participating in the Young Adult Court program. However, that still leaves the majority of transitional aged youth in County jails without severe and violent crimes, and therefore, potentially eligible for the program.

**Exhibit iv. Criminal Charges of Transitional Aged Youth (TAY) Booked  
In to SF Jails between January 2015 through October 2017**

	<b>2015 Number of TAY<sup>a</sup></b>	<b>2016 Number of TAY<sup>a</sup></b>	<b>2017<sup>b</sup> Number of TAY<sup>a</sup></b>
Serious and violent crimes	1,012	1,029	834
Quality of life law violations	435	327	216
Other crimes	2,260	2,189	1,764
<b>Total Unduplicated TAY</b>	<b>2,692</b>	<b>2,579</b>	<b>2,052</b>
<b>% TAY with serious and violent crimes</b>	<b>37.6%</b>	<b>39.9%</b>	<b>40.6%</b>

Source: San Francisco Sheriff Department jail booking data.

a/ The total unduplicated count of transitional aged youth shows the total unique youth represented during each calendar year.

b/ 2017 only includes data from January 1, 2017 through October 31, 2017.

**Young Adult Court average costs overall are higher than the costs of incarcerating TAY with average lengths of stay but may be less costly for TAY with felony offenses whose length of stay in jail is longer than average and/or are recidivists**

On average, transitional aged youth stayed in County jails for 27 days from November 2014 through October 2017. At a cost of \$185 per person per day<sup>4</sup>, the average cost per transitional aged youth during this period thus amounted to \$4,995. In comparison, participants in the Young Adult Court program require more than one year of engagement to successfully complete the program, according to

<sup>4</sup> This is the daily cost per person per day in San Francisco County jails as of 2016.

an evaluation of the program. At an average cost of \$17.19 per day per person<sup>5</sup> and an estimated participation period of 18 months, the average cost per participant in Young Adult Court is approximately \$9,412, or approximately 88 percent higher than the cost of the average 27 days transitional aged youth spent in jail during the study period. It is possible that the cost per person per day for the Young Adult Court program could decline due to the absence of startup costs in future years.

It is possible that for some incarcerated TAY who are likely candidates for Young Adult Court, the cost of the program may in fact be less costly than incarceration. This is because there is a segment of the TAY population booked in to San Francisco's jails whose lengths of stay are significantly longer than the average 27 days. With 51 days of incarceration or more at \$185 per day, the cost would be \$9,435 or more for incarceration, less than the \$9,412 average cost for Young Adult Court. Such individuals would be likely candidates for Young Adult Court to the extent they are convicted of felonies other than the most serious or violent offenses, consistent with current program participation eligibility criteria. The number of TAY fitting this profile cannot be determined with readily available data.

There are other costs that should be considered in comparing the costs of Young Adult Court to incarceration of TAY. These include the costs of other criminal justice agencies involved in adjudicating incarcerated TAY cases and, perhaps more important, the City's costs incurred for recidivism to the extent incarcerated TAY are rearrested and incarcerated again in the future, perhaps multiple times. Similarly, other costs should be included in the costs of Young Adult Court that cannot be determined with readily available data at this time, namely time spent in jail by TAY prior to commencing participation in the program.

While cost information that is readily available shows that Young Adult Court so far is more costly than the cost of average jail stays for transitional aged youth, the Young Adult Court program is an alternative option that provides a variety of rehabilitative services to youth for an extended period of 18 to 24 months, with the goal of preventing future incarceration and negative life outcomes for these youth. This opportunity would not be available to youth through the traditional court system and reducing or eliminating recidivism for program participants offers the promise of reduced future costs.

---

<sup>5</sup> The total cost of the first two years (730 days) of the program was \$1,731,821, which translates to a cost of \$2,372.36 per day for each of the 138 participants. Dividing the cost per day of \$2,372.36 by the total 138 participants yields the average cost per day per person of \$17.19.

## Policy Options

The Board of Supervisors should consider the following recommended actions for the Superior Court and partner criminal justice agencies.

1. Request that Young Adult Court's key partners conduct research to evaluate the number of eligible TAY for this program, and therefore, the gap in services. The California Policy Institute study should provide better insight on this question.
2. Request that Superior Court, the District Attorney, Public Defender, and Probation Department set Young Adult Court participation goals after considering the viability of diverting more transitional aged youth to the program, given the opportunity for improved outcomes from Young Adult Court.
3. Request that the Superior Court and City staff associated with Young Adult Court develop protocols for collecting more information about participants to better identify the full costs of program participation compared to the full costs of incarceration.
4. Given the overrepresentation of transitional aged youth in County jails, request that Young Adult Court partners further their partnerships with Superior Court, Department of Public Health, Sheriff's Department, and the Police Department to ensure that transitional aged youth are consistently diverted from the criminal justice system when appropriate, and report to the Board of Supervisors if demand for the program significantly outpaces program capacity.
5. The Work Group to Re-Envision the Jail and other stakeholders should consider the large proportion of booking events associated with individuals with a history of substance use and/or severe mental illness (85.6 percent) in developing recommendations for improved prevention and treatment services as an alternative to jail time for qualified transitional aged youth.

---

## I. Transitional Aged Youth Are Overrepresented in County Jails

### Definition of key terms

In this report, jail “booking data” refers to crime charges, length of stay, and other information collected and tracked by the Sheriff’s Department on individuals who are arrested and held in County jails. Each jail booking event is attached to a specific individual on a specific day at a particular time, and can include more than one criminal charge. For example, an individual could be booked in to San Francisco County jail for public intoxication and assault. If these two violations occurred at the same time, they would be recorded under one booking event. One individual can have more than one booking event, though, if they occurred at different times. In that case, the number of booking events per individual represents recidivism.

Transitional aged youth, which we are defining in this report as individuals aged 18 to 24, account for an average of 21.5 percent of all unique individuals<sup>6</sup> booked in to San Francisco County jails from January 2015 through November 2017, as shown in Exhibits 1 and 2 below.<sup>7</sup> In comparison, youth in the same age group of 18 to 24, as reported by the U.S. Census Bureau, constituted only approximately 7.8 percent of the total population in San Francisco in 2016.<sup>8</sup> This means that the proportion of transitional aged youth aged 18 to 24 in County jails is more than twice the size of transitional aged youth in the general population and therefore, overrepresented.

---

<sup>6</sup> This refers to an unduplicated count of individuals in jail during the study period.

<sup>7</sup> The Budget and Legislative Analyst’s office received data from the Sheriff’s Department on all individuals in San Francisco County jails during a three-year period from November 1, 2014 through October 31, 2017.

<sup>8</sup> American Community Survey, 2016, Table S0101 on the San Francisco County population.



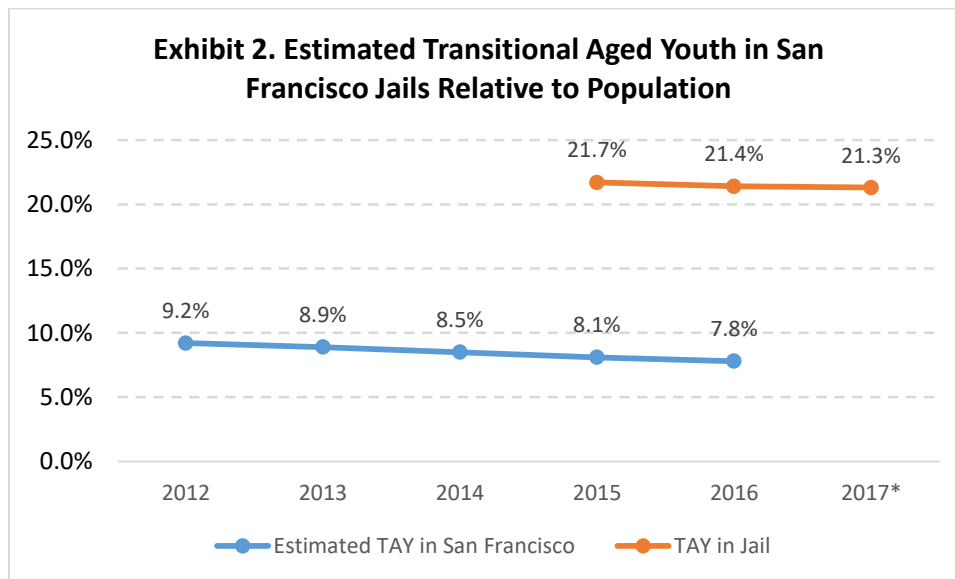
**Exhibit 1. Transitional Aged Youth Booked in to  
San Francisco County Jails by Age (January 2015 to October 2017)**

	2015	2016	2017 <sup>b</sup>	Average
Youth <sup>a</sup>	93	89	70	84
Transitional Aged Youth (TAY)	2,692	2,579	2,052	2,441
Adults <sup>a</sup>	9,612	9,363	7,519	7,519
<b>Total</b>	<b>12,397</b>	<b>12,031</b>	<b>9,641</b>	<b>11,356</b>
% Youth	0.8%	0.7%	0.7%	0.7%
<b>% Transitional Aged Youth</b>	<b>21.7%</b>	<b>21.4%</b>	<b>21.3%</b>	<b>21.5%</b>
% Adults	77.5%	77.8%	78.0%	77.8%

Source: San Francisco Sheriff Department jail booking data.

<sup>a</sup> Adult is defined as over age 24, while youth is defined as under age 18.

<sup>b</sup> 2017 only includes data from January 2017 to October 2017.



Source: San Francisco Sheriff Department jail booking data and American Community Survey (ACS) Population Table S0101 for 18-24 year olds calendar years 2012 to 2016. ACS calendar year 2017 is not yet available.

\*2017 only includes data from January 2017 to October 2017.

Transitional aged youth accounted for an average of 20.1 percent of jail bookings during this period, with an average of 1.4 to 1.5 jail bookings per individual per calendar year (e.g., 2,834 TAY booking events in 2017, shown in Exhibit 3, divided by 2,052 TAY individuals booked in to jail that year shown in Exhibit 2, resulting in 1.4 average bookings per unique individual). The average recidivism rate for transitional aged youth is just slightly lower than that of adults. Exhibit 3 below

shows the total number of jail bookings by each age group and average booking, or recidivism rates.

**Exhibit 3. Jail Bookings in San Francisco County Jails by Age of Individual Booked**  
(January 2015 to October 2017)

	Number of Bookings				Average Jail Bookings per Year	Average Jail Bookings per Individual TAY			
	2015	2016	January to October 2017**	Total			2015	2016	2017*
Youth*	117	110	93	320	107	1.3	1.2	1.3	
Transitional Aged Youth (TAY)	3,922	3,715	2,834	10,471	3,490	1.5	1.4	1.4	
Adult*	15,390	14,448	11,288	41,126	13,709	1.6	1.5	1.5	
Total	19,429	18,273	14,215	51,917		1.6	1.6	1.5	
% Youth	0.6%	0.6%	0.6%	0.6%	0.6%				
<b>% Transitional Aged Youth (TAY)</b>	<b>20.2%</b>	<b>20.3%</b>	<b>19.9%</b>	20.2%	<b>20.1%</b>				
% Adults	79.2%	79.1%	79.4%	79.2%	79.2%				

Source: San Francisco Sheriff Department jail booking data.

\*Adult is defined as over age 24, while youth is defined as under age 18.

\*\*For calendar 2017, data is included for January 1 through October 31.

**Most Transitional Aged Youth in San Francisco County Jails are Men, Many of Whom are African-American**

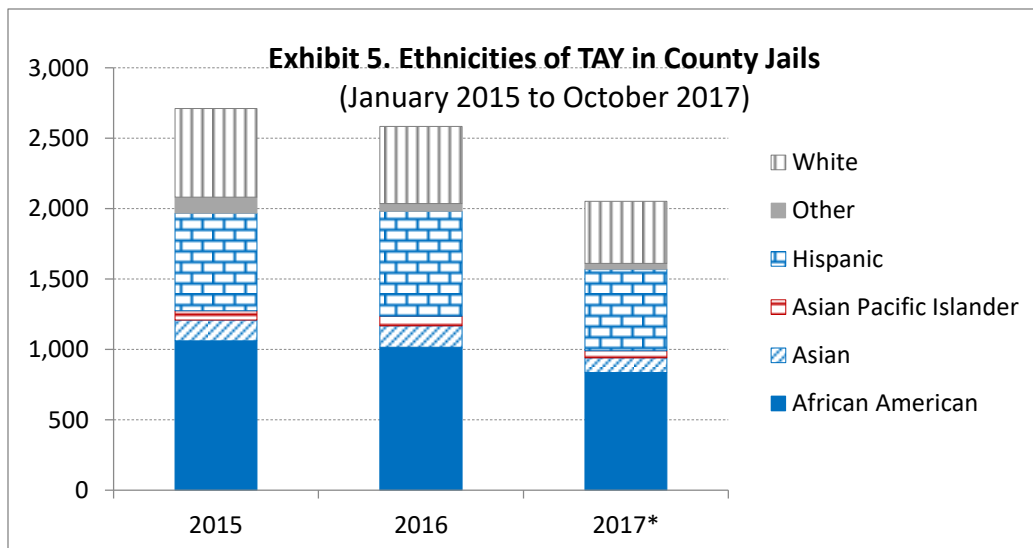
Among the transitional aged youth in San Francisco County jails during this time period, at least 77 percent of jail bookings each year were of men, many of whom were of African American or Hispanic descent. Exhibits 4 and 5 below show the ethnicity and gender of transitional aged youth booked in to jail between January 2015 to November 2017.

**Exhibit 4. Gender and Ethnicity of Transitional Aged Youth Booked in Jail**  
 (January 2015 – October 2017)

	2015	2016	2017*
<b>Female:</b>			
African American	9.9%	9.52%	9.6%
Asian	1.0%	1.51%	1.3%
Asian Pacific Islander	0.6%	0.93%	0.7%
Hispanic	4.3%	4.84%	3.9%
Other	1.3%	0.43%	0.2%
White	5.8%	5.76%	5.5%
<i>Total female:</i>	<i>22.9%</i>	<i>22.99%</i>	<i>21.2%</i>
<b>Male:</b>			
African American	29.2%	29.8%	31.2%
Asian	4.4%	4.5%	3.7%
Asian Pacific Islander	1.8%	1.7%	1.8%
Hispanic	21.3%	24.0%	24.3%
Other	3.0%	1.7%	1.8%
White	17.4%	15.4%	16.0%
<i>Total male:</i>	<i>77.1%</i>	<i>77.0%</i>	<i>78.8%</i>
<b>Total ALL:</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: San Francisco Sheriff's Department.

\*Calendar year 2017 only includes booking data from January 2017 through October 31, 2017.



Source: San Francisco Sheriff's Department.

\*Calendar year 2017 only includes booking data from January 1, 2017 through October 31, 2017.

---

## Older Transitional Aged Youth Account for More Jail Booking Charges than Younger Transitional Aged Youth

Based on the Sheriff's Department jail booking data from between January 2015 and November 2017, older transitional aged youth accounted for more charges when booked into jail than younger transitional aged youth. Exhibit 6 below shows progressively higher numbers of jail booking charges as transitional aged youth get older. This suggests that the City should divert TAY from the criminal justice system as early as possible to avoid the incidence of older TAY with higher volumes of criminal charges.

**Exhibit 6. Number of Transitional Aged Youth Jail Booking Charges**  
(January 2015 to October 2017)

Age	2015	2016	2017*
18	1,379	1,296	1,253
19	1,860	1,922	1,210
20	2,065	2,320	1,892
21	2,831	2,561	1,706
22	2,591	2,793	1,908
23	2,700	2,618	2,357
24	2,807	2,881	2,272
<b>Total bookings:</b>	<b>16,233</b>	<b>16,391</b>	<b>12,598</b>

Source: San Francisco Sheriff Department jail booking data.

\*2017 includes data from January 2017 through October 2017.

---

## Many Transitional Aged Youth are in County Jails for Serious and Violent Crimes

According to jail booking data provided by the Sheriff's Department, the number of felony charges for transitional aged youth increased from 42 percent in 2015 to 46 percent in 2017. Exhibit 7 below shows the various categories of criminal charges reflected in the jail booking data. Each booking event could contain one or more charges. Therefore, there are generally a higher number of criminal charges than total booking events in any given period.

**Exhibit 7. Number of Criminal Charges against Transitional Aged Youth in  
County Jails by Type of Crime<sup>c</sup> (January 2015 to October 2017)**

	2015	2016	2017 <sup>b</sup>
<b>Administrative Holds:</b>			
Court and warrant violations	1,138	1,174	928
Traffic Violation	656	148	
Other Administrative Holds	893	752	623
<i>Subtotal</i>	<i>2,687</i>	<i>2,074</i>	<i>1,551</i>
<b>Subtotal % of total charges</b>	<b>16.6%</b>	<b>12.7%</b>	<b>12.3%</b>
<b>Felonies:</b>			
Arson	32	13	16
Assault	1,294	1,359	1,053
Child endangerment	50	46	47
Court and warrant violations	43	36	39
Drug or narcotic offense	705	778	472
Driving Under the Influence (DUI)	29	16	24
Fraud	50	86	49
Homicide	54	90	60
Other Felonies	1,582	1,524	1,169
Robbery	656	606	512
Theft <sup>9</sup>	1,493	1,652	1,510
Vandalism	120	131	165
Weapon law violation	711	896	674
<i>Subtotal of charges</i>	<i>6,819</i>	<i>7,233</i>	<i>5,790</i>
<b>Subtotal % of total charges</b>	<b>42.0%</b>	<b>44.1%</b>	<b>46.0%</b>
<b>Misdemeanors:</b>			
Arson	1	1	0
Assault	605	636	441
Child endangerment	32	45	24
Court and warrant violations	629	806	555
Drug or narcotic offense	350	459	294
Drunkenness	328	214	138
Driving Under the Influence (DUI)	440	440	262
Fraud	202	261	172
Other Misdemeanors	1,142	1,078	889
Theft	1,260	1,366	1,215
Traffic Violation	331	384	242
Vandalism	173	194	205
Weapon law violation	329	316	261
<i>Subtotal of charges</i>	<i>5,822</i>	<i>6,200</i>	<i>4,698</i>
<b>Subtotal % of total charges</b>	<b>35.9%</b>	<b>37.8%</b>	<b>37.3%</b>
<b>Other Charges<sup>a</sup></b>	<b>905</b>	<b>884</b>	<b>559</b>
<b>Subtotal % of total charges</b>	<b>5.6%</b>	<b>5.4%</b>	<b>4.4%</b>
<b>Total Charges</b>	<b>16,233</b>	<b>16,391</b>	<b>12,598</b>

Source: San Francisco Sheriff Department jail booking data.

a/ The Other Charges category is comprised of infraction charges, District Attorney special allegations, and 11 charges for which there was no information.

b/ 2017 data only includes information from January 2017 through October 2017.

c/ Some crimes can be charged as felonies or misdemeanors depending on the discretion of law enforcement officers.

<sup>9</sup> Theft includes criminal charges related to larceny, theft, burglary, and embezzlement.

As with all bookings, the charges against many transitional aged youth in San Francisco’s jails may subsequently be dropped or downgraded. The Sheriff’s Department tracks jail booking data when individuals are first brought into County jails, while the District Attorney’s Office tracks the “charge rate” for each booking event and/or the proportion of jail bookings that result in charges being filed by the District Attorney’s Office.

Between 2012 and 2016, all felony suspects in San Francisco had a charge rate ranging from 30 to 55 percent, which is lower than the 37 to 66 percent charge rate range for transitional aged youth during this period. In other words, fewer transitional aged youth were granted alternatives to their original charges. This is probably explained by the fact that other actions taken, as shown in Exhibit 8 below, are often motions to revoke probation, which is more likely to occur for older individuals than TAY. Exhibit 8 below shows District Attorney’s Office data on the charge rate for suspects of felonies and misdemeanors over a five-year period.

**Exhibit 8. District Attorney Charge Rate for Suspects  
 (2012 – 2016)**

Felony Suspects	Charge Rate		Other Action Taken <sup>a</sup>		Total Rate of Action		
	Year	All	TAY	All	TAY	All	TAY
	2012	32%	42%	17%	9%	49%	51%
	2013	30%	37%	16%	10%	46%	47%
	2014	47%	56%	18%	11%	66%	67%
	2015	51%	59%	13%	7%	64%	66%
	2016	55%	66%	11%	8%	66%	67%
Misdemeanor Suspects	Charge Rate		Other Action Taken <sup>1</sup>		Total Rate of Action		
	Year	All	TAY	All	TAY	All	TAY
	2012	33%	35%	9%	7%	42%	42%
	2013	30%	30%	10%	8%	40%	38%
	2014	28%	30%	6%	5%	35%	35%
	2015	26%	27%	7%	6%	32%	34%
	2016	23%	22%	7%	6%	31%	28%

Source: District Attorney’s Office, Transitional Aged Youth Arrest & Filings.

a/ Other actions taken could include Motion to Revoke for individuals under supervision].

---

## II. Overview of Jail Health: Behavioral Health and Reentry Services

Behavioral health is composed of both mental health and substance use disorder services. The Department of Public Health (DPH) is responsible for providing behavioral health services to individuals in San Francisco's jails through Jail Health Services (JHS). DPH JHS, which is a section of ambulatory care of the San Francisco Health Network<sup>10</sup>, contracted with the community-based organization HealthRight360 to deliver behavioral health services in County jails for several years 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 services in jail directly through the Department of Public Health's JHS. Services provided by Jail Health's Behavioral Health and Reentry program 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 implementation 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.

---

<sup>10</sup> Jail Health Services is separate and distinct from the DPH Behavioral Health Services unit, which was the focus of the Budget and Legislative Analyst's Office 2018 audit.

---

## Presence of Severe Mental Illness and/or History of Substance Use among Transitional Aged Youth in County Jails

To determine the presence of severe mental health diagnoses and history of substance use in San Francisco County jails, the Budget and Legislative Analyst's Office collaborated with DPH and the Sheriff's Department to analyze jail booking data on individuals in jail over a three-year period from November 1, 2014 to October 31, 2017. To identify individuals with a severe mental illness and/or who have a history of substance use<sup>11</sup> in San Francisco County jails during the study period, the Budget and Legislative Analyst facilitated a data sharing agreement between DPH and the Sheriff that allowed DPH to link DPH Jail Health's electronic health records (known as JIM) with the Sheriff Department's jail booking data. Through this agreement, DPH was able to provide aggregate information from JIM on length of jail stays and demographic information stratified by the presence of severe mental illness and/or history of substance use among individuals in County jails during the study period. The Budget and Legislative Analyst then extracted jail booking events associated with transitional aged youth aged 18 to 24 to complete this analysis. Further details about the data collection and analytical methodology are provided in Appendix I of this report.

### Important Term Definitions

In this report, jail "**booking data**" refers to crime charges, length of stay, and other information collected and tracked by the Sheriff's Department on individuals who are arrested and held in County jails. Each jail booking event is attached to a specific individual on a specific day at a particular time, and can include more than one criminal charge. For example, an individual could be booked into County jail for both public intoxication and assault. Because these two violations occurred at the same time, they would both be recorded under one booking event. One individual can have several booking events, or rearrests within the study period.

The jail booking data used for this analysis only represents penal code violations assigned to an individual when first booked in to County jails. However, some individuals may be subsequently released after booking if these charges are dropped or some charges may be downgraded or upgraded by the District Attorney's Office, while other individuals might be ultimately charged with the

---

<sup>11</sup> History of substance use is broadly defined. Data on substance use does not represent a diagnosis of substance use disorder but rather an estimate of the presence of substance use at all levels among individuals in County jails. Marijuana use was not included. Since DPH Jail Health's intake process includes a question to individual's booked into jail about which substances they use, and not specifically about excessive use or dependency, it is not possible to conclude that all those who reported substance use exhibit problematic or criminal behavior associated with that use.



original penal code violations. These changes in charges are not captured in the jail booking data used for this analysis.

#### *Definition of Severe Mental Illness*

In this report, severe mental illness is defined as one or more of four diagnoses including psychotic disorder, schizophrenia, bipolar disorder, and major depression. The data presented in this report represent this definition of severe mental illness. In addition to this definition of severe mental illness, the Budget and Legislative Analyst received data on an expanded definition of severe mental illness which includes personality disorder, psychotic disorder, post-traumatic stress disorder, disruptive conduct disorder, adjustment disorder, dissociative disorder, substance abuse dementia or mood disorder, and psychiatric medication prescription. The results of this broader category are detailed in Appendix II of this report and not discussed, referenced, or included in the populations identified as having severe mental illness in the main body of this report.

#### *Definition of Substance Use*

In this report, history of substance use is broadly defined. Data on substance use does not represent a diagnosis of substance use disorder but rather an estimate of the presence of substance use among individuals in County jails. The methodology used to identify individuals with a history of substance use was designed to identify all levels of substance use in County jails.<sup>12</sup> This estimate includes those individuals who (1) self-reported substance use during the DPH Jail Health's intake or behavioral health assessment process; (2) were noted as high risk for alcohol withdrawal, opiate withdrawal, or benzodiazepine detox by a clinician; and/or (3) have been prescribed any substance use withdrawal medications.<sup>13</sup> Use of marijuana was not included in the definition of "history of substance use".

Data on substance use disorder diagnoses in County jails were not available at the time of this report. The self-reported data on substance use provides insight on the range of drugs that have been used by the individuals who were booked in the County jail during the study period; information which would be otherwise unavailable. However, self-reported use of substances can be under- and over-reported, depending on how sharing such information could impact an

---

<sup>12</sup> This data does capture those who were prescribed drug withdrawal medication, as well as those individuals marked as high risk for drug withdrawal by a behavioral health clinician. Because not all substances have an identified treatment, only including prescriptions for and warning notes of drug withdrawal would significantly underestimate the presence of substance use.

<sup>13</sup> For this analysis, the substances reported during DPH Jail Health intake process at County jails include alcohol, cocaine or crack, methamphetamine, benzodiazepines, heroin, prescription medication, and an unidentified "other" option that individuals can select. Withdrawal medications included in this analysis are buprenorphine, lorazepam, methadone, and chlordiazepoxide.

individual.<sup>14</sup>DPH was unable to match 1,618 TAY booking event records, or 14.7 percent of the 11,009 booking events involving transitional aged youth during the study period, between the Jail Information Management (JIM), which is the medical record charting system for DPH's Jail Health Services, and Jail Medical Services (JMS), which provides medical care at each county jail. As a result, these records were excluded from the analysis. In addition, there were 288 records that were removed due to either errors found in the data and/or unresolved duplication in TAY records. So, in total, this analysis removed 1,886 records including the 1,618 DPH-unmatched records plus the 268 unreliable records, leaving a total of 9,103 records successfully matched across DPH and the Sheriff's Department.

### **The Majority of TAY Jail Bookings Involve Individuals with a History of Substance Use and/or a Severe Mental Illness**

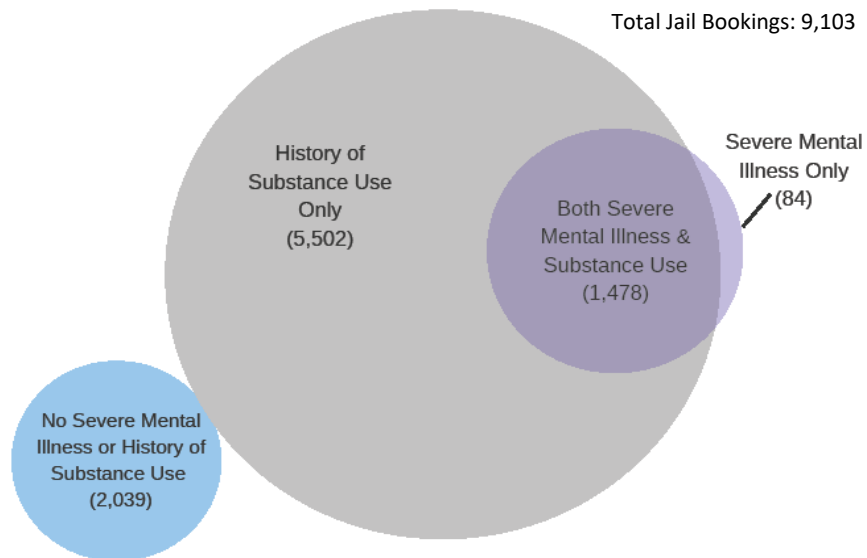
Between November 1, 2014 and October 31, 2017, 7,064, or 77.6 percent of the total 9,103 jail bookings involved transitional aged youth with a diagnosis of severe mental illness and/or a history of substance use, as shown in Exhibit 9 below.<sup>15</sup> These 7,064 booking events of transitional aged youth who break down into one of the four following categories presented in Exhibit 10 based on their health records:

---

<sup>14</sup> Some individuals might be encouraged to report their drug use if they believe they are at risk of drug withdrawal, and might need prescription medication to cope. Others might underreport drug use if they believe sharing this information would reduce their chances of pre-trial release when incorporated into the jail's risk assessment tool, which estimates an individual's likelihood to re-offend.

<sup>15</sup> DPH Jail Health was unable to match 1,618 records with the jail booking data from the Sheriff, and therefore, these cases were excluded from the analysis.

**Exhibit 9. Jail Bookings of TAY by Presence of Severe Mental Illness and/or History of Substance Use (November 1, 2014 - October 31, 2017)**



Diagnosis Status	Total Jail Bookings	Percent of Total Jail Bookings
No diagnosis or history	2,039	22.4%
Severe mental illness	84	0.9%
History of substance use	5,502	60.4%
History of substance use and severe mental illness	1,478	16.2%
<b>Total</b>	<b>9,103</b>	<b>100.0%</b>
<b>Total with severe mental illness and/or history of substance use</b>	<b>7,064</b>	<b>77.6%</b>

Source: Department of Public Health jail information management system data and Sheriff Department booking data for November 1, 2014 - October 31, 2017.

**Few Jail Bookings Involve Transitional Aged Youth with a Severe Mental Illness Only, while Substance Use is Pervasive**

As shown in Exhibit 9 above, only 84 or only 0.9 percent of all TAY jail bookings during the study period involved individuals with a severe mental illness only as determined through the screening process that takes place as each individual is booked at the County Jail and if psychiatric medications are prescribed while in County jails. On the other hand, 60.4 percent of all booking events involved individuals with a history of substance use only, and an additional 16.2 percent involved individuals with both a history of substance use and severe mental illness.

Therefore, in total, 76.7 percent of all bookings involved individuals with a history of using substances.

Furthermore, of the total 7,064 jail bookings involving transitional aged youth with a history of documented behavioral health challenges during the study period, 98.8 percent or 6,980 involved youth with substance use, indicating that substance use is the most prominent behavioral health issue in San Francisco County jails among transitional aged youth. However, because of the definition of substance use provided above, it should not be concluded that all 6,980 youth recorded as substance users have a substance use disorder.

### **Combined Mental Health and Substance Use Challenges is Common**

According to the U.S Substance Abuse and Mental Health Services Administration, co-occurring diagnoses of severe mental illness and substance use are common among behavioral health clients. According to that organization's 2014 National Survey on Drug Use and Health, among the 20.2 million adults aged 18 or older in 2014 who had a substance use disorder in the past year, 2.3 million or 11.3 percent also had a severe mental illness during that year (39.1 percent also had a non-severe mental illness).<sup>16</sup> Combined mental health illness and history of substance use represented 1,478 or 16.2 percent of all TAY jail bookings during the study period, which is higher than the national statistics. Though, again, the substance use "history" reported by the Department of Public Health cannot be equated in all cases as a substance use disorder.

### **Presence of Severe Mental Illness and/or History of Substance Use by Ethnicity**

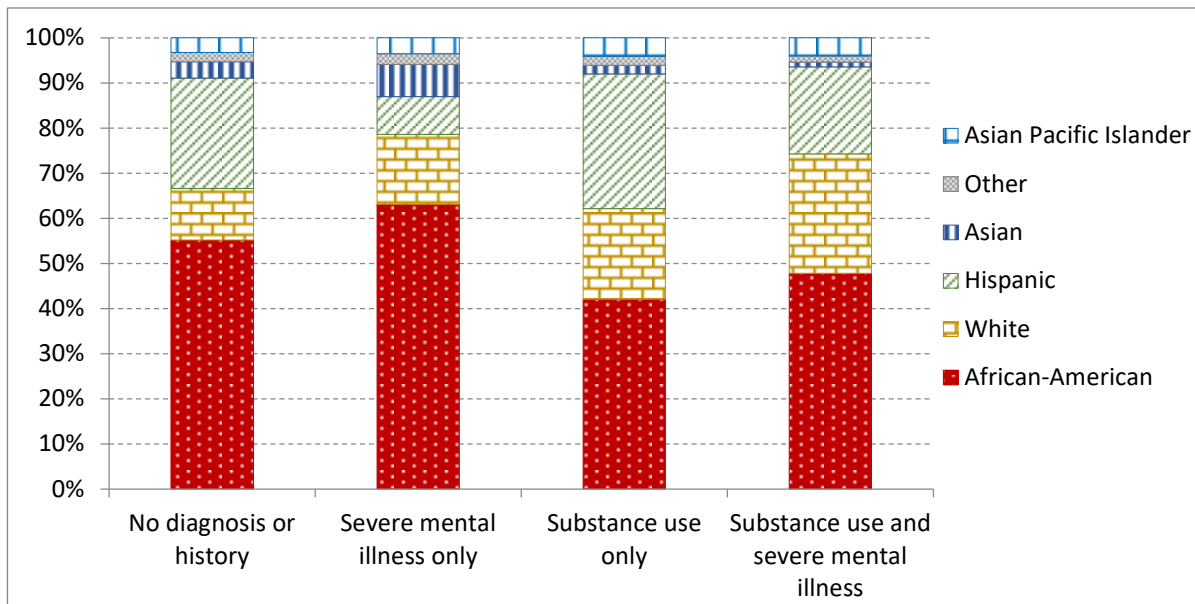
African-American, White, and Hispanic TAY individuals were the most frequent races/ethnicities represented during the study period. African-Americans amounted to 46.1 percent of all TAY jail bookings during this period, while Hispanic TAY individuals represented 26.7 percent and white TAY individuals represented 19.1 percent of jail bookings, as shown in Exhibit 10 below. However, all races/ethnicities display a high prevalence of severe mental illness and/or history of substance use, ranging from 63.7 percent of all Asian TAY bookings to 86.6 percent of all White TAY bookings. For all TAY bookings during the three year period reviewed, 77.6 percent of the population, or 7,064 bookings, were of TAY with a history of substance abuse and or severe mental illness.

---

<sup>16</sup> Substance Abuse and Mental Health Services Administration (SAMHSA), Behavioral Health Trends in the United States: Results from the 2014 National Survey on Drug Use and Health.

**Exhibit 10. TAY Jail Booking Events by Presence of Severe Mental Illness and/or History of Substance Use and Race/Ethnicity from November 2014 to October 2017**

Diagnosis Status	Asian	African-American	Hispanic	Other	Pacific Islander	White	Total
Severe mental illness only	6	53	7	2	3	13	84
History of substance use	108	2,314	1,642	109	227	1,102	5,502
History of substance use & severe mental illness	<u>16</u>	<u>706</u>	<u>285</u>	<u>20</u>	<u>60</u>	<u>391</u>	<u>1,478</u>
<b>Subtotal with Substance Use and/or Severe Mental Illness</b>	<b>130</b>	<b>3,073</b>	<b>1,934</b>	<b>131</b>	<b>290</b>	<b>1,506</b>	<b>7,064</b>
No diagnosis or history	74	1,124	499	42	67	233	2,039
<b>Total: All</b>	<b>204</b>	<b>4,197</b>	<b>2,433</b>	<b>173</b>	<b>357</b>	<b>1,739</b>	<b>9,103</b>
<b>Percent of Total Population</b>	<b>2.2%</b>	<b>46.1%</b>	<b>26.7%</b>	<b>1.9%</b>	<b>3.9%</b>	<b>19.1%</b>	<b>100.0%</b>
Percent of Race/Ethnic Group with Substance Use and/or Severe Mental Illness	63.7%	73.2%	79.5%	75.7%	81.2%	86.6%	77.6%



Source: Sheriff Department Booking Data and DPH JIM health records on individuals in San Francisco County jails.

**Severity of Crimes and Presence of Severe Mental Illness and/or History of Substance Use**

To evaluate whether TAY individuals booked for similar types of crimes spend different amounts of time in custody compared to those without behavioral health challenges, the Budget and Legislative Analyst categorized each booking event during the three-year study period into one of four groups:

*Budget and Legislative Analyst*

1. **Quality of Life Law Violations Only:** booking under one or more of the 36 quality of life penal codes enforced in San Francisco, as identified by the San Francisco Police Department and detailed in Appendix I of this report;
2. **Violent Crime:** booking under at least one penal code indicating serious and violent crimes including homicide, assault, domestic violence, weapon law violations, kidnapping, arson, and crimes involving minors;
3. **Other Crimes:** penal code violations that do not fall within either of the two previous categories and can be either felonies or misdemeanors;<sup>17</sup> and
4. **Other Crimes and Quality of Life Law Violations:** this category includes jail bookings with at least one quality of life law violation and at least one “other crime,” and no “violent crime” charges during the study period. This category is intended as a comparison<sup>18</sup> point with the Quality of Life Violations Only category.

We used these groupings as a way to distinguish trends on the lowest ranking crimes such as quality of life law violations, from the most serious and violent crimes such as homicide, assault, and crimes involving minors. The Budget and Legislative Analyst is unable to further stratify the remaining crimes classified as “Other Crimes” as the severity of those crimes vary significantly, and are subject to the discretion of judges and the complex criminal court process.

As many people are routinely booked for multiple charges, the Budget and Legislative Analyst established rules on how booking events would be assigned to each of the four categories above. A single booking event can involve multiple charges. For the purposes of this report, booking events are categorized according to the most severe charge in a booking event. For example, if a person was charged with a violent crime and a nonviolent crime in the same booking event, the booking event falls in the “violent” category. The data presented in this report only includes the charges recorded when an individual is booked into jail. As previously mentioned, some individuals may be subsequently released after booking if these charges are dropped. Some charges may be downgraded or upgraded by the District Attorney’s Office, while other individuals might be ultimately charged with the original penal code violations. These subsequent changes are not captured in

---

<sup>17</sup> The Budget and Legislative Analyst is unable to further break down this third category as the severity of the remaining crime statutes vary significantly.

<sup>18</sup> The Budget and Legislative Analyst recognizes that some individuals are booked in County jails on only quality of life laws, while other individuals are booked into jail for quality of life law violations as well as other crimes. This category is intended as a comparison point. To accomplish this, individual jail bookings in this category must (1) only include quality of life law violations and/or other crimes, and (2) and belong to an individual who has only ever been booked for quality of life law violations and other crimes during the study period.

the data or this report. Appendix I provides further information on categorization of crime by statute.

To be included in the first category of “quality of life violations,” the booking event must only include quality of life law violations and could not include any Violent Crimes or Other Crimes.<sup>19</sup> This category is intended to provide some insight on the length of jail stays for individuals who only commit the lowest level of crimes.

To be included in the “violent crime” category, a booking event must have at least one of the crimes identified as serious and violent. It could also include less violent felonies or misdemeanors for which the youth is charged in addition to the serious and violent crime. This category is intended to understand the length of jail stays for individuals booked on the most violent crime charges.

To be included in the “other crimes” category, a booking event cannot include any of the serious and violent crimes or quality of life law violations. This crime category is broad in nature and includes both felonies and misdemeanors. The Budget and Legislative Analyst is unable to further break down the ‘other crimes’ category as the severity of these crime statutes varies significantly.

To be included in the “other crimes and quality of life violations” category, an individual could only have jail bookings with quality of life law violations and other crimes during the study period, but no violent crimes. The Budget and Legislative Analyst recognizes that some individuals are booked in County jails on only quality of life law violations, while other individuals are booked into jail for quality of life law violations as well as other crimes. This category is intended as a comparison point. For additional information about how criminal statutes were sorted into one of the four crime categories, see Appendix I.

Of the total 9,103 jail bookings involving transitional aged youth during the study period of November 1, 2014 through October 31, 2017, 40.3 percent included serious and violent crimes, 1.3 percent were for quality of life law violations, 54.9 percent were for “other crimes” (neither a violent crime nor a quality of life law violation), and the remaining 3.5 percent were for a combination of quality of life law violations and other crimes, as shown in Exhibit 11 below. Also, as shown in Exhibit 11, 2,039 of the 9,103 bookings, or 22.4 percent, were for TAY individuals with no diagnosis of severe mental illness or reported history of substance use. The remaining 7,064 bookings, or 77.6 percent of all bookings were for TAY individuals with a history of substance use and/or a severe mental illness diagnosis.

---

<sup>19</sup> At the booking event level, this category only includes jail book events that only include at least one of the 36 quality of life law violations, and no other crimes. At the unduplicated person level, this category only includes bookings for individuals<sup>19</sup> who have only ever had quality of life law violations during the study period.

**Exhibit 11. Jail Bookings by Crime Category and Presence of Severe Mental Illness and/or History of Substance Use for Transitional Aged Youth (November 1, 2014 through October 31, 2017)**

<b>Diagnosis Status</b>	<b>Violent Crimes</b>	<b>Quality of Life Law Violations Only</b>	<b>Other Crimes</b>	<b>Quality of Life Law Violations &amp; Other Crimes</b>	<b>Total</b>
No diagnosis or history	763	48	1,180	48	2,039
Severe mental illness	38	1	43	2	84
History of substance use	2,125	53	3,120	204	5,502
History of substance use and severe mental illness	743	17	653	65	1,478
<b>Total bookings*</b>	<b>3,669</b>	<b>119</b>	<b>4,996</b>	<b>319</b>	<b>9,103</b>
<b>Total bookings(%)</b>	<b>40.3%</b>	<b>1.3%</b>	<b>54.9%</b>	<b>3.5%</b>	<b>100.0%</b>

Source: Department of Public Health jail information management system data and Sheriff Department booking data.

\*This total excludes 1,618 records that could not be matched across DPH and the Sheriff's data systems.

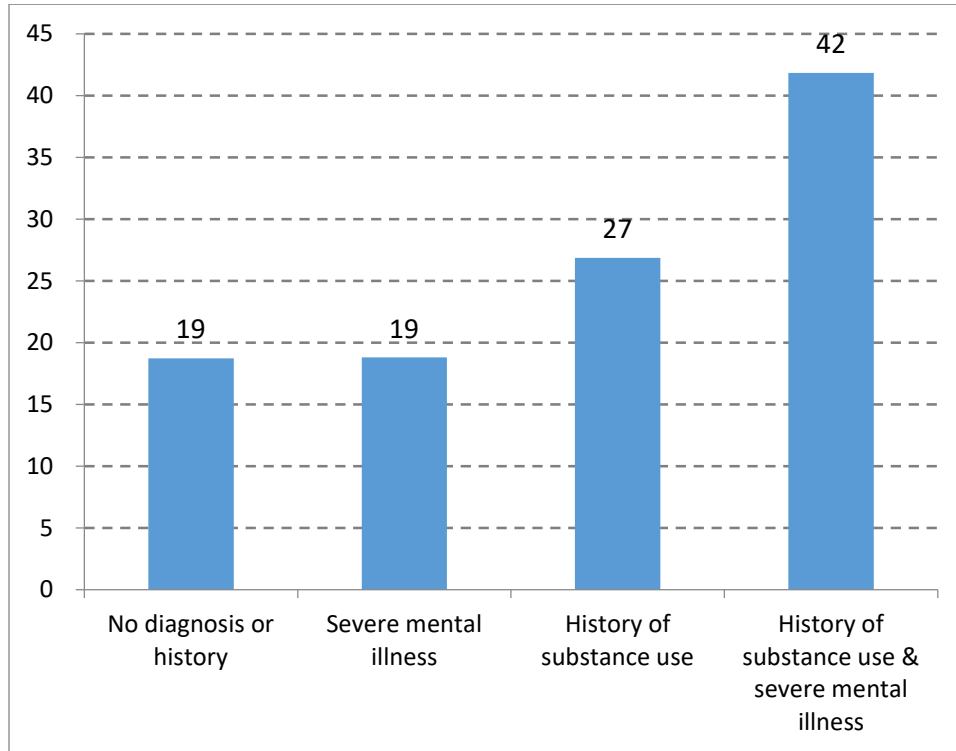
---

**Duration of Jail Stays by Crime Category and Presence of Severe Mental Illness and/or History of Substance Use**

There is a difference between the average number of days in custody for individuals with no documented severe mental illness and/or history of substance use and individuals with a behavioral health diagnosis or history. Combined severe mental illness and history of substance use has the strongest correlation with a comparatively high number of days in custody. Exhibit 12 below shows the average number of days in custody across all booking events, by the presence of severe mental illness and/or history of substance use of the individual involved with each booking event.



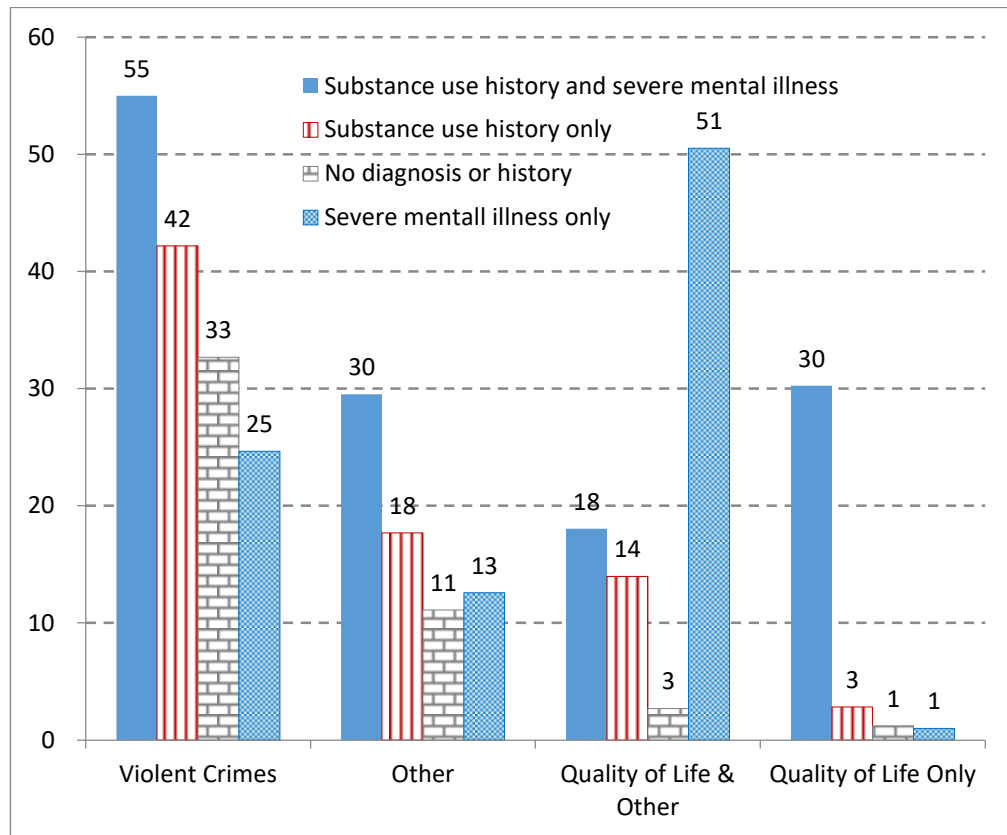
**Exhibit 12. Average Number of Days in Custody by for All Crimes of Transitional Aged Youth by Presence of Severe Mental Illness and/or History of Substance Use (November 1, 2014 to October 31, 2017)**



Source: Department of Public Health JIM data and Sheriff Department booking data.

Exhibit 13 below shows the average number of days in custody by crime category and presence of severe mental illness and/or history of substance use. As expected, violent crimes carry the highest average number of days in custody as they represent the most serious crimes. However, the average length of stay is longer for those with a history of substance use or combined severe mental illness and history of substance use. In fact, for three of the total four crime categories, bookings involving individuals with no history of behavioral health challenges had the lowest average length of stay in jail.

**Exhibit 13. Average Days in Custody for Transitional Aged Youth by Crime Category and Presence of Severe Mental Illness and/or History of Substance Use (November 1, 2014 to October 31, 2017)**



Source: Department of Public Health JIM data and Sheriff Department booking data.

In Exhibit 13 above, jail booking events associated with transitional aged youth with a severe mental illness only booked on quality of life and other crimes do have a significantly higher average length of stay, compared to bookings of individuals in other behavioral health categories who were booked for similar offenses. One possible reason is that the 51 average day length of stay only includes 2 booking events or less than 1 percent of all booking events during the study period. Therefore, this statistic could represent one or two unusual cases.

Exhibit 14 below shows the median number of days (the midpoint for the number of days for all jail stays) in custody by crime category and presence of severe mental illness and/or history of substance use for transitional aged youth. Compared to average days in custody, median days in custody are significantly lower, suggesting that a small number of bookings may have a significantly higher length of stay, skewing the averages upwards. Nevertheless, similar trends persist where bookings involving individuals with a presence of severe mental illness

and/or history of substance use serve more days in jail than those with no history or diagnosis for the same crimes.

**Exhibit 14. Median Number of Days in Custody for Transitional Aged Youth by Crime Category and Presence of Severe Mental Illness and/or History of Substance Use**  
 (November 1, 2014 to October 31, 2017)

<b>Median Days in Custody</b>	<b>Violent Crimes</b>	<b>Other</b>	<b>Quality of Life &amp; Other</b>	<b>Quality of Life Only</b>	<b>All Crimes</b>
No diagnosis or history	3	3	2	1	3
Severe mental illness only	4	4	50.5	1	4
Substance use history only	4	3	2	2	3
Substance use history and severe mental illness	12	5	3	2	7
<b>Total</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>3</b>

Source: Department of Public Health JIM data and Sheriff Department booking data.

Some individuals have very long jail stays, resulting in higher average days for all jail stays. Measuring median jail stays (the midpoint for the number of days for all jail stays) shows shorter jail stays but a similar association between longer jail stays for individuals with a history of substance use and/or severe mental illness and individuals with no behavioral health diagnosis or history. Some individuals with a severe mental illness and/or a history of substance use might experience longer jail stays while they wait for placement in a behavioral health facility. Examples of these cases could include Lanterman-Petris-Short or Murphy conservatorship clients, or those individuals deemed incompetent to stand trial on felony charges. Responsibility for placement of the latter lies with the Department of State Hospitals. The Budget and Legislative Analyst Office was not able to obtain information on these cases.

Similar to Exhibit 14, booking events involving individuals with a severe mental illness only and who were booked only on quality of life violations and other crimes have a significantly higher median length of stay. Once again, only 2 booking events or less than 1 percent of all booking events during three-year study period fall in this category. These results might reflect one or two unusual cases.

## **County Must Address Behavioral Health Needs of Transitional Aged Youth in County Jails**

Reducing the number of transitional aged youth in County jails goes hand in hand with addressing the presence of severe mental illness and/or history of substance use among transitional aged youth. As 77.6 percent of the total jail bookings during the study period involved transitional aged youth with a history of substance use, a severe mental illness diagnosis, or both, it is critical that the County's broader discussion on jail re-envisioning include a plan to ensure that these youth receive the mental health and substance use services that they need.

Further, to the extent there is capacity available, more transitional aged youth could be diverted to programs such as the Young Adult Court, a collaborative court program discussed further below, to address their needs in a setting that research shows may be more appropriate and lead to more successful outcomes for this age group. The County's Behavioral Health and Drug Courts could provide other options for these youth. In addition, the Department of Public Health Behavioral Health Services is launching a transitional age youth system of care, focused on easing access to customized and quality behavioral health services. These services would be accessible to transitional aged youth in County jails, as well as transitional aged youth across all County service systems.

As of July 2017, the Drug Medi-Cal Organized Delivery System pilot program has expanded the number of County-level substance use services that can be reimbursed through Medi-Cal, meaning that the City and County of San Francisco has more funding available to provide these services. The Department of Public Health Behavioral Health Services and Jail Health teams should evaluate whether there are any gaps in connecting youth in the criminal justice system with these resources in County jails and post-release, and address them.

---

### **III. Young Adult Court in San Francisco: An Alternative to Incarceration**

Implemented in August 2015, the Young Adult Court is a multi-agency problem solving court program that diverts youth aged 18 to 24 from the traditional criminal justice system, including incarceration, and instead provides rehabilitation and support with a goal of preventing future arrests.

Young Adult Court was funded by California's Board of State and Community Corrections, which awarded San Francisco's Department of Children, Youth and their Families a three-year Justice Assistance Grant of \$1,045,625 in 2015 to implement two programs designed to reduce recidivism of young adults and decrease the school-to-prison pipeline — Juvenile Alternatives to Suspension and

---

*Budget and Legislative Analyst*

Young Adult Court. Through these programs, participants can access wraparound services, job referrals, case management services, and other services. Additional funding sources included both County General Fund and state dollars.

Transitional aged youth have been identified in the funding grant as a distinct group from youth aged under 18 and from all adults over 25, and as in need of additional support when involved in the criminal justice system. The grant funding supports several departments and service providers who collaborate to provide program participants with case management, vocational training, therapy, housing options, and other resources that they might need for success. The key program partners are:

- 1) District Attorney's Office
- 2) Public Defender's Office
- 3) Superior Court
- 4) Adult Probation Department
- 5) Community Assessment and Services Center
- 6) Felton Institute
- 7) Goodwill Industries
- 8) Sheriff's Department
- 9) Private attorneys representing participating youth

These City departments and service providers work as a team to develop a Wellness Care Plan that identifies goals, work and/or school plans, housing, and other services needed for the participants. Each participant is assigned a case manager and the interdisciplinary team provides support and tracks participants' progress in meeting their goals at regular court appearances before a Young Adult Court judge and the team. The plans are designed to support the participant in not committing new crimes. For participants who successfully complete the program, charges may be reduced, dismissed, or their case may be expunged from their record.

Access to Young Adult Court for transitional aged youth involves a two-step process. First, potential participants can be referred to Young Adult Court by their private attorney, the District Attorney, Public Defender or the Adult Probation Department. Once referred, the applicant's criminal record and background is reviewed by the participating agencies and organizations listed above to determine whether the applicant would be a good fit for the program. Some eligibility requirements for the program are detailed below. However, the District Attorney's Office does have some flexibility in waiving these requirements. The District Attorney's Office must agree to each individual's enrollment in the program.

### **Young Adult Court Participation Rules**

After admission to the program, Young Adult Court participants must follow strict program guidelines, which include the terms of the Court's participant handbook, regular attendance at court hearings, frequent communication with their case manager, baseline drug testing, the development of and adherence to the Wellness Care Plan, and participation in therapy sessions.

Young Adult Court also has built-in reward and response features. Rewards such as gift cards or reduced court appearances can be given to participants who adhere to program rules and are making positive progress. Responses are consequences for poor behaviors such as unexcused absences from court hearings or missing treatment groups. A response could include increasing the frequency of required court appearances or as severe as termination from the program and a return to the traditional court process. Together, rewards and responses serve as incentives for compliance with program rules, and ultimately, better outcomes for program participants. There is no fixed period for participation in the program. Graduation occurs when goals are achieved and the case team concludes that the participant is ready.

### **General Eligibility Requirements for Young Adult Court**

- 1) Young adults aged 18 to 25.
- 2) Priority is given to felony cases over misdemeanor cases:
  - a) Some transitional aged youth charged with felonies are eligible on a pre-plea basis;<sup>20</sup> others are eligible on a deferred entry of judgment<sup>21</sup> basis or only if probation is granted; and
  - b) All transitional aged youth charged with misdemeanors are eligible on a pre-plea basis, except for 11 specified categories of misdemeanors, which require a collaborative court judge to grant probation prior to admission in the program.<sup>22</sup>

---

<sup>20</sup> Pre-plea basis refers to cases where the individual has not yet made a statement/entered a plea to the judge on whether he or she is guilty, not guilty, or pleading "no contest" (neither admitting or denying the charges). Pre-plea eligibility would be determined prior to an arraignment, which is the court hearing at which the criminal charges are read to the defendant in front of a judge, and at a point at which the defendant has appropriate counsel.

<sup>21</sup> Deferred entry of judgement refers to cases where defendants plead guilty of a crime but the court postpones its judgement and sentencing (such as a certain number of years in jail, for example) for a period of time. If the defendant complies with the Court requirements and does not acquire new charges during this period, the Court may choose to dismiss the case. If the defendant acquires new offenses or does not satisfy Court requirements, the Court may then issue a conviction. Because the defendant has already pled guilty, there is no longer an option to plead not guilty and go to trial.

<sup>22</sup> The 11 categories of misdemeanor offenses that would require probation approval prior to program admission include (1) drunk driving, (2) gang allegations, (3) hate crimes, (4) domestic violence, (5) elder abuse, (6) crimes involving children, (7) gun and weapon violence, (8) offenses with potential sex offender registration

- 3) The District Attorney reserves the right to waive a disqualifying condition on a case-by-case basis.
- 4) There is no residence restriction though priority is given to youth with connections to San Francisco, including family and other support networks.

Transitional aged youth who have committed serious violent crimes are generally not eligible for Young Adult Court due to the severity of their crimes and lower likelihood of an approval for probation. As previously mentioned, the violent crimes category includes offenses such as homicide, assault, domestic violence, weapon law violations, kidnapping, arson, and crimes involving minors. The seriousness of these crimes could disqualify youth from participating in the Young Adult Court program. On the other hand, those transitional aged youth whose offenses are in the Other Crimes category are the most likely to be eligible for Young Adult Court as it encompasses a wide range of crimes, but excludes the most serious and violent crimes.

**Most Young Adult Court Participants have so far Either Successfully Completed the Program or Are Still Engaging in Treatment**

Based on a May 2018 evaluation report completed by Social Policy Research Associates, Young Adult Court served 123 participants<sup>23</sup> as of March 1, 2017, and 138 participants as of July 31, 2017.<sup>24</sup> Program outcomes are provided for the 123 individuals who participated as of March 1, 2017. Complete program outcome data is not available for the total 138 participants.

Of the 123 participants whose results have been tracked and reported, 80 participants, or 65 percent, have either successfully completed the program or are still actively participating. Exhibit 15 below shows the details. Similar to the overall statistics of the County jail population, of the 123 total participants, 64 percent were African-American, and most participants (75 percent) were male.

---

requirements, including but not limited to PC 243.4, 290, 314.1 and 647.6, (9) stalking cases, (10) arson cases, and (11) cases that have been reduced to a misdemeanor over the objection of the District Attorney pursuant to 17(b) for felony charges that are not pre-plea eligible.

<sup>23</sup> The 123 participants accepted into the program represents 84.2 percent of the total 146 individuals referred to the program.

<sup>24</sup> Social Policy Research Associates, Findings on Planning and Early Implementation & Outcomes Study Addendum, May 2017, Updated May 2018.

**Exhibit 15. Outcomes of Young Adult Participants (as of March 1, 2017)**

<b>Young Adult Court Participant Outcomes</b>	<b>Percentage of All Participants</b>	<b>No. of Participants</b>
Successfully Completed	20.3%	25
Still Participating	44.7%	55
<i>Subtotal: completed or still participating</i>	<i>65.0%</i>	<i>80</i>
Terminated by Court for New Arrest	14.6%	18
Terminated by Court for Non-Compliance	18.7%	23
Self-Terminated	1.6%	2
<b>Total</b>	<b>100%</b>	<b>123</b>

Source: Social Policy Research Associates Evaluation Report, Findings on Planning and Early Implementation & Outcomes Study Addendum, May 2017, updated May 2018.

These participation statistics provide preliminary insight into the outcomes of San Francisco’s Young Adult Court. Because this program only began in August 2015, it might still be too early to make conclusions about the program’s effectiveness. Some helpful outcomes that would shed light on the effectiveness of the program could include whether graduates have been able to maintain productive and healthy behaviors after they exit the program, such as continuing education, securing and maintaining employment, and avoiding re-arrest. San Francisco District Attorney’s Office advised that the National Institute of Justice has provided funding to the University of California, Irvine to complete an outcomes evaluation of Young Adult Court program, which will include a review of participant recidivism post-graduation.

While more telling conclusions about the long-term effectiveness of Young Adult Court will not be known until more time has passed, it can be concluded that participants who successfully completed the program have made progress that would not have been possible if incarcerated. This includes finding employment, returning to school, finding housing, and discontinuing to abuse substances while not incarcerated.

**Volume of Eligible Participants for Young Adult Court Likely Outpaces Program Capacity**

While it appears that the TAY population potentially eligible for Young Adult Court likely outpaces capacity, the Budget and Legislative Analyst does not have adequate information and data available to estimate the total potential demand for this program at this time. Since the start of the program in August 2015, the



program has had to halt admissions during four non-consecutive months as the demand for the program outpaced its capacity. The District Attorney's Office estimates that during each of these months, there were approximately ten cases waiting for admission. It is unclear whether there were repeat clients waiting to be admitted in more than one of these months. Nevertheless, these 10 cases per month likely underestimates the potential participation level for the program as it is possible that not all eligible youth were referred to the program by their attorneys due to the long wait time for program admission.

As shown in Exhibit 8 above, between 37.6 and 40.6 percent of all criminal charges filed against transitional aged youth were serious and violent crimes between 2015 and 2017. These charges were filed against between 834 and 1,029 individual transitional aged youth between January 2015 and October 2017. While some of these serious and violent crimes might be too serious and disqualify some youth from participation in the Young Adult Court program, the District Attorney has prioritized felony cases and there are very likely more potential program enrollees than the 123 participants enrolled to date and the 10-person waitlist combined. Furthermore, the over 1,000 transitional aged youth in County jails each year for lower level crimes could possibly benefit from the program. While Young Adult Court may not be able to serve all transitional aged youth in San Francisco County jails, it appears there are substantially more transitional aged youth in the jails that could benefit from Young Adult Court.

The Budget and Legislative Analyst attempted to review the Sheriff's Department's booking data to prepare an estimate of the number of transitional aged youth who could be eligible for Young Adult Court consistent with its eligibility criteria. However, the current data structure within the County's criminal justice system does not allow for that level of analysis and information that would be needed to complete this task within the timeframe for this report was not available. Furthermore, the eligibility rules of Young Adult Court grant a high level of flexibility to the Young Adult Court judge and the District Attorney's Office to admit or deny referrals, which further complicates creating an estimate of the potential total participation for this program. The Public Policy Institute of California is currently aggregating data across criminal justice data systems that will help answer this question. Their report was scheduled to be published by the end of 2018. The Budget and Legislative Analyst's Office recommends that Young Adult Court partners revisit this question after the publication of the Public Policy Institute of California's report. At that time, the City would be better able to determine whether any funds used to incarcerate transitional aged youth at the County jails could be reallocated to expand the Young Adult Court and other diversion programs.

**Young Adult Court costs are higher than jail costs for the TAY population overall but may prove less costly for at least some incarcerated TAY that also meet the target profile for Young Adult Court**

The first two years of the Young Adult Court program between August 2015 and July 2017 was delivered at a cost of \$1,731,821, including startup costs, for 138 participants, as shown in Exhibit 16 below,. Starting in August 2018, the Young Adult Court program received an increase in grant funding through the Department of Children, Youth, and Families, which, when combined with increased staff time from participating City departments, will enable Young Adult Court to expand from one half-day of calendared court hearings each week to one full day of calendared court hearings each week. Increased case management services from the Felton Institute will also be provided. This expansion is expected to increase the program's capacity to serve approximately 120 transitional aged youth per year, an increase from the original capacity of 80 participants per year. While the program is now anticipated to serve 120 participants per year, future annual reports for the program will detail the impact of these additional resources.

The average cost of serving each transitional aged youth for an estimated duration of 18 months in Young Adult Court is higher than the cost of incarceration based on the 27-day average jail stay of transitional aged youth between November 2014 and October 2017. At a cost of \$185 per person per day for Sheriff's Department costs, the average cost per transitional aged youth for 27 days of jail time during this period would amount to \$4,995 (this amount does not include the costs of other criminal justice agencies such as the District Attorney's Office, Public Defender, Superior Court, and the Probation Department)<sup>25</sup>. In comparison, participants in the Young Adult Court program require more than one year of engagement to successfully complete the program, according to Social Policy Research Associates' evaluation of the program. At an average cost of \$17.19 per day per person<sup>26</sup> and an estimated participation period of 18 months, the average cost per participant in Young Adult Court would be approximately \$9,412, about 46 percent more than the cost of the \$4,995 average 27 days transitional aged youth spent in jail during the study period. If youth remain in the Young Adult Court program for as long as two years, the average estimated cost would be \$12,549, or 24 months, which would be 151.2 percent more than the cost of 27-day average jail stays. Further, most Young Adult Court participants also spend some time in jail, so those costs would be in addition to the costs of participating in the program. It is

---

<sup>25</sup> This is the daily cost per person per day in San Francisco County jails as of 2016.

<sup>26</sup> As shown in Exhibit 10, the total cost of the first two years (730 days) of the program was \$1,731,821, which translates to a cost of \$2,372.36 per day for each of the 138 participants. Dividing the cost per day of \$2,372.36 by the total 138 participants yields the average cost per day per person of \$17.19.

possible that the cost per person per day for the Young Adult Court program could decline due to the absence of startup costs in future years.

**Exhibit 16. Cost of Young Adult Court for First Two Years: August 2015 – July 2017**

<b>Department</b>	<b>Total Cost</b>
Adult Probation	\$322,545
Children Youth & Families	\$416,349 <sup>a</sup>
District Attorney	\$349,761
Police Department	\$262,960
Public Defender	\$256,886
Sheriff	\$123,320
<b>Total</b>	<b>\$1,731,821</b>

Source: San Francisco Department of Children, Youth and Families.

a/ This includes Superior Court costs, salaries and fringe benefits, case management services provided by contractor Felton Institute, travel costs as well as the cost of the evaluation completed by Social Policy Research Associates.

Investing in Young Adult Court and other diversion programs and tools may yield better medium- and long-term outcomes, even though the per person cost of Young Adult Court is more expensive than the costs to the Sheriff's Department for the average TAY stay in jail. First, the \$9,412 average cost per person of Young Adult Court covers 18 months of participation. During these 18 months, participants access behavioral health care, become employed, pursue further education, and engage in job training. The variety of long-term support services provided to TAY in Young Adult Court sets the foundation for participants to be active and positive contributors to society. On the other hand, transitional aged youth in San Francisco's County jails will not be employed and are unlikely to receive any of these rehabilitative services, which might contribute to recidivism and poor outcomes for TAY involved in the criminal justice system. Second, as mentioned above, the \$4,995 average Sheriff's cost for TAY stays in jail does not include the costs of processing criminal cases, which is incurred by the District Attorney's Office, the Public Defender, the Probation Department, and the Superior Court and for post-sentencing costs such as probation services.

While the average number of days in custody for transitional aged youth was 27 days between November 1, 2014 through October 2017, the median number of days in custody for the same population was three days. While the estimated cost of jail time for the average 27-day stay is \$4,995, the estimated cost for the three-day median stay is only \$555.

The median number of days in custody tells us that half of booking events for TAY in San Francisco jails resulted in stays of three days or less, with the other half of booking events resulting in jail stays above three days. However, the 27-day average suggests that there are some number of TAY who have significantly longer stays in jail, skewing the average upwards. Using the median three-day length of stay for TAY may underrepresent the potential savings from diverting the segment of the TAY population with longer stays in the City's jails who are more likely to have been charged with more serious felonies. Young Adult Court prioritizes TAY with serious felony charges such as robbery and assault<sup>27</sup> for participation in the program.

The variance between the average and median length of jail stay for TAY is consistent with findings of the City and County of San Francisco's Work Group to Re-envision the Jail Replacement Project, released in 2016. That group reported that only a small proportion of all prisoners have long stays in jail, but account for the vast majority of all bed days. Further, the Group also reported that the jail population using the most bed days is disproportionately young and black. The Work Group reported that 28 percent of all bed days in 2015 were consumed by TAY, and 16.2 percent were consumed by black TAY.

When combined with the Work Group data findings, the 27 day average length of stay for incarcerated TAY identified in this report using the Sheriff Department's data suggest that there are still a number of TAY in jail for whom Young Adult Court could actually be comparable or even less costly compared to the Sheriff's Department's average costs for incarceration of \$185 per day. For TAY whose jail time is 51 days, their costs for that time would be \$9,435, or slightly less than the estimated average cost of \$9,412 to participate in Young Adult Court for 18 months. For TAY with jail stays greater than 51 days, the cost differential would be even more favorable for Young Adult Court.

TAY with longer lengths of jail stay tend to be charged with serious and violent crimes, many of which are felonies. As mentioned above, the Young Adult Court targets felons for its program, though the program generally excludes those charged with the more serious felonies such as homicides and sexual assault. However, incarcerated TAY booked on felonies such as robbery and assault are more likely to meet the Young Adult Court eligibility criteria, depending on their prior criminal record. To the extent that some of these individuals can be redirected from jail to the Young Adult Court and would have otherwise had jail stays of 51 days or more, cost savings would be realized.

---

<sup>27</sup> San Francisco's Young Adult Court does not accept TAY with homicide and/or gun-related charges.

For many TAY booked in to San Francisco's jails, savings would not be achieved from redirecting them to the Young Adult Court as they spend only a short time in jail, given that the median jail stay is only 3 days. In addition, some TAY in County jails are only booked on misdemeanors and would therefore not be eligible for participation in Young Adult Court. While the cost of Young Adult Court so far is not less expensive than the cost of average jail stays for all transitional aged youth, the Young Adult Court program is an alternative option that provides a variety of rehabilitative services to youth for an extended period of 18 to 24 months, with the goal of preventing future incarceration and negative life outcomes for these youth. This opportunity would not be available to youth in the traditional court system. Without the opportunity to engage in the rehabilitative tools of Young Adult Court, the City may pay a higher cost in the long-term for the resulting recidivism among transitional aged youth and the negative life outcomes that may occur due to inadequate rehabilitation.

While the Young Adult Court program offers a unique opportunity to youth involved in the criminal justice system, it is important to note that even if additional transitional aged youth were diverted from County jails, the costs of County jails would not disappear as the City would still need to maintain the physical jail facilities, which carries a certain level of fixed costs regardless of the number of cells occupied. Similarly, according to the District Attorney's Office, some youth who are released from jail remain on probation for several months, which is an added cost to the City. Furthermore, if the City does decide to close one or more of the jails, it would be a long-term operation, which would defer net cost savings.

Transitional aged youth are overrepresented in San Francisco County jails. Young Adult Court provides one pathway to divert these youth from the traditional criminal justice system and instead provide rehabilitation and support. While the May 2018 Social Policy Research Associates evaluation report on San Francisco's Young Adult Court shows that transitional aged youth are actively engaged and participating in the program, the Board of Supervisors should request a hearing on the results on any later and more extensive program evaluations that are focused on participant post-Young Adult Court outcomes such as the evaluation being conducted by the California Policy Lab. The Board of Supervisors should also request that Young Adult Court track and report participant outcomes after graduating from the program as well as the length of program participation in days. It is important that transitional aged youth participate and comply with program requirements while enrolled in the program. It is even more important that the participants are able to maintain productive and healthy lives outside of the criminal justice system after graduating from the program.

There are likely more transitional aged youth in San Francisco's criminal justice system who could be served by Young Adult Court, or other diversion programs. As of March 1, 2017, a total of 123 participants were involved in the Young Adult Court program, according to the May 2018 evaluation report conducted by Social Policy Research Associates. During calendar years 2015 and 2016, over 1,600 transitional aged youth were booked in to the County jail each year for crimes that were not the most serious and/or violent. Depending on their criminal record in prior years, we believe that at least some of these transitional aged youth could be diverted from jails and rehabilitated. If only 15 percent of these transitional aged youth were eligible, that would translate to 240 transitional aged youth who could be diverted and rehabilitated. Young Adult Court served 123 participants during the first two years of the program during August 2015 through July 2017. This could possibly translate to an additional 117 TAY for diversion. Furthermore, because San Francisco's Young Adult Court prioritizes TAY with serious crimes such as robbery and assault, there would be more youth above and beyond these 1,600 individuals who could be diverted.

---

## Policy Options

The Board of Supervisors should consider the following recommended actions for the Superior Court and partner criminal justice agencies.

1. Request that Young Adult Court's key partners conduct research to evaluate the number of eligible TAY for this program, and therefore, the gap in services. The California Policy Institute study should provide better insight on this question.
2. Request that Superior Court, the District Attorney, Public Defender, and Probation Department set Young Adult Court participation goals after considering the viability of diverting more transitional aged youth to the program, given the opportunity for improved outcomes from Young Adult Court.
3. Request that the Superior Court and City staff associated with Young Adult Court develop protocols for collecting more information about participants to better identify the full costs of program participation compared to the full costs of incarceration.
4. Given the overrepresentation of transitional aged youth in County jails, request that Young Adult Court partners further their partnerships with Superior Court, Department of Public Health, Sheriff's Department, and the Police Department to ensure that transitional aged youth are consistently diverted from the criminal justice system when appropriate, and report to the Board of Supervisors if demand for the program significantly outpaces program capacity.

5. The Work Group to Re-Envision the Jail and other stakeholders should consider the large proportion of booking events associated with individuals with a history of substance use and/or severe mental illness (85.6 percent) in developing recommendations for improved prevention and treatment services as an alternative to jail time for qualified transitional aged youth.

---

## Appendix I. Methodology

### **DPH Methods for Estimating Severe Mental Illness and History of Substance Use:**

For this analysis, DPH used two methods to estimate the total number of individuals in jail diagnosed with a severe mental illness. The first method, “severe mental illness only,” is limited to those with one or more of four severe mental illness diagnoses: (1) psychotic disorder, (2) schizophrenia, (3) bipolar disorder, and (4) major depression.

The second method, “expanded mental health disorders,” includes the four severe mental illness diagnoses in the severe mental illness only category as well as six other mental health diagnoses and one data indicator, as follows:

1. Personality Disorder
2. Post-Traumatic Stress Disorder
3. Disruptive Conduct Disorder
4. Adjustment Disorder
5. Dissociative Disorder
6. Substance Abuse Dementia/Mood Disorder
7. Psychiatric Medication prescription

This report focuses on the “severe mental illness only” group. Data about the “expanded mental health disorders” group is presented in Appendix II of this report.

In this report, data on substance use does not represent diagnoses but rather an estimate of the presence of substance use among individuals in County jails. The methodology used to identify individuals with a history of substance use was designed to identify all levels of substance use for individuals booked into County jails. This estimate includes those individuals who (1) self-reported substance use during the DPH Jail Health’s intake or behavioral health assessment process; (2) were noted as high risk for alcohol withdrawal, opiate withdrawal, or benzodiazepine detoxification by a clinician; and/or (3) have been prescribed any substance use withdrawal medications.<sup>28</sup> Data on substance use disorder diagnoses in County jails were not available at the time of this report.

---

<sup>28</sup> For this analysis, the substances reported during DPH Jail Health intake process at County jails include alcohol, cocaine or crack, methamphetamine, benzodiazepines, heroin, prescription medication, and an unidentified “other” option that individuals can select. Withdrawal medications included in this analysis are buprenorphine, lorazepam, methadone, and chlorthalidone.



To estimate substance use, this report uses self-reported information about use of alcohol, cocaine or crack, methamphetamine, benzodiazepines, heroin, prescription medication, and an unidentified “other” option in addition to information about individuals using withdrawal medications. Marijuana use was not included in the estimate of substance use.

### **Age Category for Transitional Aged Youth**

Only booking events involving transitional aged youth aged 18 to 24 during the study period were considered for this analysis. Because the Sheriff’s booking data only included age as of the date on which the data was extracted, the Budget and Legislative Analyst created a new variable with the age of transitional aged youth on the date of each booking event including in the Sheriff’s booking data.

### **Budget and Legislative Analyst’s Method for Categorizing Booking Events by Crime Severity**

A booking event refers to each time an individual was booked into San Francisco County jails during the study period from November 1, 2014 to October 31, 2017. One individual could have one or more booking events during the study period. However, each booking event refers to one individual on a specific day at a particular time.

The Budget and Legislative Analyst developed an index for all penal codes cited in booking events over the study period from November 1, 2014 to October 31, 2017 that grouped each penal code into one of four categories: (1) Quality of Life Law Violations; (2) Violent Crime; (3) Other Crimes; and (4) Quality of Life Law Violations and Other Crimes, as described below.

1. **Quality of Life Law Violations:** booking under one or more of the 36 quality of life penal codes enforced in San Francisco, as identified by the San Francisco Police Department and detailed in Exhibit A1.
2. **Violent Crime:** booking under a penal code indicating at least one serious and violent crime such as homicide, assault, domestic violence, weapon law violations, kidnapping, arson, and crimes against minors. Weapon law violations were only included in the violent crime category if the crime resulted in assault or homicide, or intent to use the weapon was noted; weapon possessions and District Attorney special allegations were not included.
3. **Other Crimes:** penal codes that do not fall within either of the two previous categories. This crime category is broad in nature and includes both misdemeanors and less serious non-violent felonies. The Budget and Legislative Analyst is unable to further break down “the other crime” category as the severity of these crime statutes varies significantly.
4. **Quality of Life Law Violations and Other Crimes:** booking under one or more of the 36 quality of life penal codes and one or more “other” crimes”.

---

*Budget and Legislative Analyst*

To categorize all offenses included in the Sheriff’s Department’s jail booking data, the Budget and Legislative Analyst used the Sheriff’s Department’s broad categories of crimes: the Uniform Crime Reporting (UCR) structure. This was intended to match the federal government’s Uniform Crime Categories. However, after a review of the data, the Budget and Legislative Analyst found that these categories did not match the 2019 National Incident-Based Reporting System (NIBRS) handbook, which is published by the Federal Bureau of Investigation and allows local law enforcement agencies to report more detailed information for certain crimes committed in their jurisdictions. Nevertheless, most of the Sheriff’s UCR codes within the booking data included crimes that fell within identifiable themes such as burglary, robbery, and driving under the influence, among others. However, for UCR codes within the Sheriff’s data that did not have an identifiable theme, that exhibited a mix of mixed offenses (e.g., the UCR code 00 in the San Francisco Sheriff’s Department booking data), the Budget and Legislative Analyst reviewed each code violation within those UCR categories individually to identify the relevant crime category, such as assault, battery, traffic rule violations, among others. Once this data was cleaned and organized, the Budget and Legislative Analyst categorized the penal codes into one of three categories: (1) quality of life law violations; (2) violent and serious crimes; and (3) other crime.

Quality of life penal codes were identified as the 36 penal codes shared by the San Francisco Police Department with the Budget and Legislative Analyst, listed below.

**Exhibit AI. Quality of Life Laws in San Francisco<sup>29</sup>**

Code Violation	Description of Violation	Infraction or Misdemeanor
120.2(d)(1) MPC	Aggressively soliciting of the public	Infraction or Misdemeanor
120.2(d)(2) MPC	20 feet away from the ATM/Check cash	Infraction or Misdemeanor
120.2(d)(3) MPC	Median/motor vehicle	Infraction or Misdemeanor
120.2(d)(4) MPC	Muni or parking lot	Infraction or Misdemeanor
122 (a)MPC	Aggressive pursuit	Misdemeanor
153(a) PC	Urinate or defecate in public	Infraction
168(b) MPC	Sit/Lie during 7:00 a.m. -11:00 p.m.	Infraction or Misdemeanor
168(d) MPC	Sit/Lie during 7:00 a.m. -11:00 p.m.	Warning
21 MPC	Drinking in Public	Infraction
22(a) MPC	Obstruct street or sidewalk	Infraction
23(a) MPC	22(a) within 24 hours	Misdemeanor
22520.5 CVC	Solicit near freeway ramp	Infraction
25(a) MPC	Trespass posted sign	Infraction
25620(a) BP	Possession of open container	Infraction
26(a) MPC	25(a) within 24 hours	Misdemeanor

<sup>29</sup> Under the code violation column, “MPC” means “Model Penal Code”. It signals a penal code that was standardized as part of a project by the American Law Institute to update and standardize the penal laws of the United States.

Code Violation	Description of Violation	Infraction or Misdemeanor
290.011 (a) PC	Transient 290 to register (30 days)	Misdemeanor
3.02 Park Code	Signs to be obeyed	Infraction or Misdemeanor
3.10 Park Code	Peddling without a permit	Infraction or Misdemeanor
3.12 Park Code	Camping in park	Infraction or Misdemeanor
3.13 Park Code	Sleeping in park during 8:00 p.m. -8:00 a.m.	Infraction
3.21 Park Code	Hours of Operation	Infraction or Misdemeanor
33 MPC	Litter	Infraction
372 PC	Public Nuisance	Misdemeanor
374.3(a) PC	Unlawful dumping of waste	Infraction
4.10(a) Park Code	Consume alcohol in the park	Infraction or Misdemeanor
40a/b HC	Animal Nuisance	Infraction or Misdemeanor
41.15 HC	Dog License	Infraction or Misdemeanor
41.12a HC	Leash Law	Infraction or Misdemeanor
602(m) PC	Trespass	Misdemeanor
640(d)(3) PC	Urinate/defecate (transit)	Infraction
647(c) PC	Willful and malicious 22(a)	Misdemeanor
647(e) PC	Illegal Lodging	Misdemeanor
869 MPC	Peddling without a permit	Misdemeanor
647(f) PC	Drunk in Public	Misdemeanor
97(a) & (b) MPC	Vehicles for Human Habitation	Misdemeanor
1009.81 HC	Prohibiting Smoking in City Park and Recreational Areas	Infraction

Source: San Francisco Police Department.

Since individuals are often booked under multiple violations at a single booking event, the Budget and Legislative Analyst assigned a crime category to each booking event according to the most serious offense. As a result, a booking event that included violations of any of the violent crime penal codes was assigned to the violent crime category. If a booking event only included any one of the quality of life penal codes, the booking event was assigned to the quality of life category. If a booking event did not include a violent crime penal code violations and included any one of the quality of life penal codes and any other non-quality of life penal codes, the booking event was assigned to the quality of life and other category. All other booking events that did not include a violent crime or quality of life penal code were assigned to the all other crime category.

### Data Limitations

- DPH was unable to match 1,618 booking event records, or 14.7 percent of the 11,009 booking events involving transitional aged youth during the study period, between the Jail Information Management (JIM system), which is the medical record charting system for DPH's Jail Health Services,

and Jail Medical Services (JMS), which provides medical care at each county jail. As a result, these records were excluded from the analysis. In addition, there were 288 records that were removed due to either errors found in the data and/or unresolved duplication in TAY records. So, in total, this analysis removed 1,886 records including the 1,618 DPH-unmatched records plus the 288 unreliable records, leaving a total of 9,103 records successfully matched across DPH and the Sheriff's Department.

- Although this study indicates that there is an association between behavioral health issues and time in custody and rearrests, we cannot conclude that a severe mental illness and/or history of substance use causes a person to reoffend or be held in custody longer. There could be other factors not addressed in this study that account for the association.
- The Sheriff's jail records used for this study include all bookings involving transitional aged youth over the three-year period from November 1, 2014 to October 31, 2017. Not all individuals booked into jail are charged by the District Attorney with a crime. Therefore the estimates of duration in custody may understate the amount of time individuals spend in jail once charged for serious crimes.
- The reason for release is not indicated in the jail records available for this study.

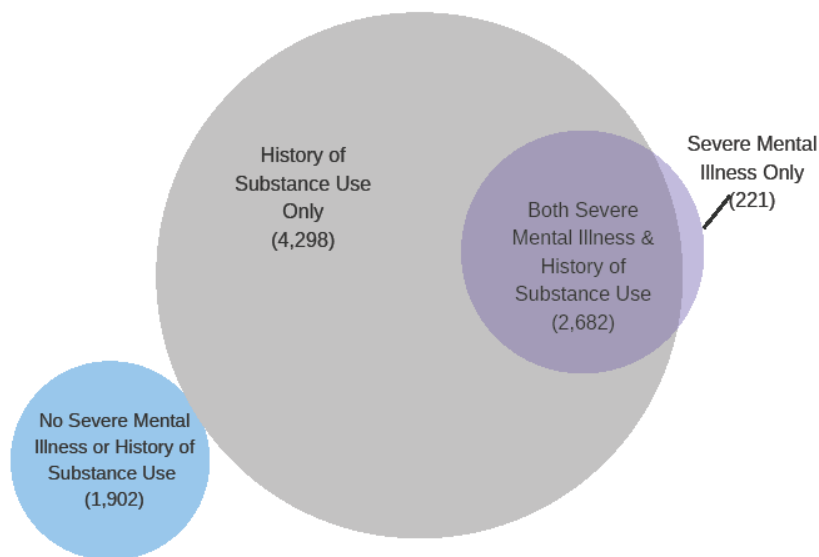
---

## Appendix II. Expanded Definition of Severe Mental Illness

As previously mentioned, the Budget and Legislative Analyst received data on a second definition of severe mental illness. The second method, “expanded mental health disorders,” includes the three severe mental illness diagnoses in the severe mental illness only category<sup>30</sup> as well as seven other mental health diagnoses and one data indicator, as follows:

1. Personality Disorder
2. Psychotic Disorder Post-Traumatic Stress Disorder
3. Disruptive Conduct Disorder
4. Adjustment Disorder
5. Dissociative Disorder
6. Substance Abuse Dementia/Mood Disorder
7. Psychiatric Medication prescription

### Exhibit A2. Jail Booking Events by Expanded Severe Mental Illness Definition and/or History of Substance Use Status from November 2014 to October 2017



---

<sup>30</sup> The severe mental illness definition in the main body of the report is defined as one or more of three diagnoses of severe mental illness including schizophrenia, bipolar disorder, and major depression.

<b>Diagnosis Status</b>	<b>Total Jail Bookings</b>	<b>Percent of Total Jail Bookings</b>
No diagnosis or history	1,902	20.9%
Expanded severe mental illness definition	221	2.4%
History of substance use	4,298	47.2%
History of substance use and expanded definition of severe mental illness	2,682	29.5%
<b>Total</b>	<b>9,103</b>	<b>100.0%</b>
<b>Total with expanded definition of severe mental illness and/or history of substance use</b>	<b>7,201</b>	<b>79.1%</b>

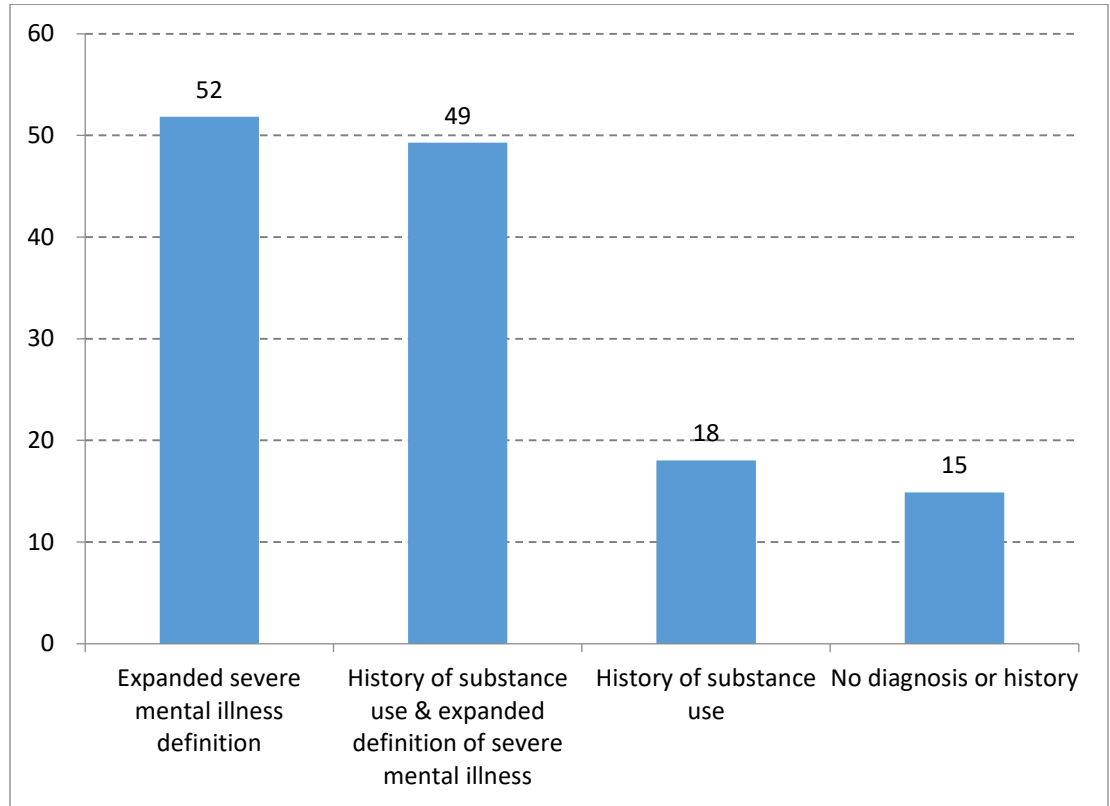
Source: Sheriff Department Booking Data and DPH Jail Information Management System health records on individuals in San Francisco County jails.

**Exhibit A3. Jail Bookings by Crime Category and Presence of Severe Mental Illness and/or History of Substance Use for Transitional Aged Youth**  
(November 1, 2014 through October 31, 2017)

<b>Diagnosis Status</b>	<b>Violent Crimes</b>	<b>Quality of Life Law Violations Only</b>	<b>Other Crimes</b>	<b>Quality of Life Law Violations and Other Crimes</b>	<b>Total</b>
No diagnosis or history	677	48	1,134	43	1,902
Expanded Severe Mental Illness Definition	124	1	89	7	221
History of substance use	1,471	52	2,617	158	4,298
History of substance use and expanded definition of severe mental illness	1,397	18	1,156	111	2,682
<b>Total: All diagnosis</b>	<b>3,669</b>	<b>119</b>	<b>4,996</b>	<b>319</b>	<b>9,103</b>
<b>Total: All diagnosis (%)</b>	<b>40.3%</b>	<b>1.3%</b>	<b>54.9%</b>	<b>3.5%</b>	<b>100.0%</b>

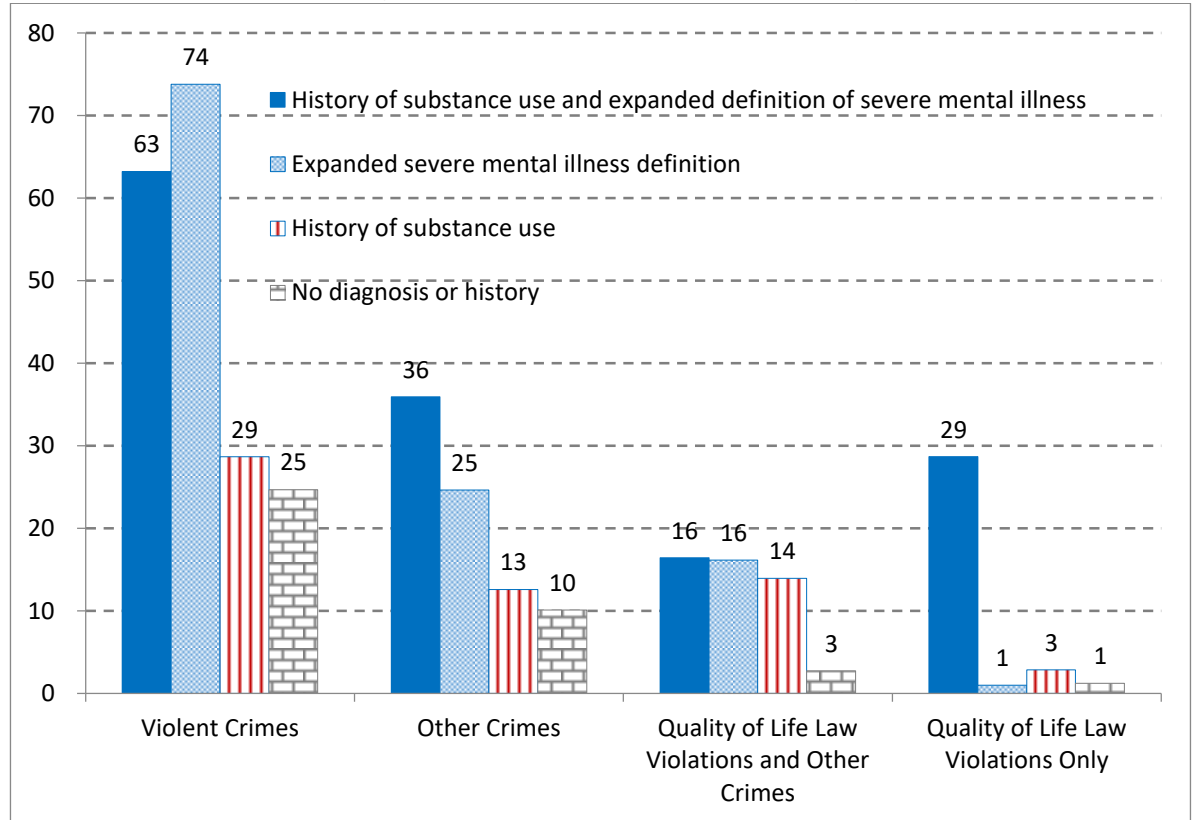
Source: Sheriff Department Booking Data and DPH Jail Information Management System health records on individuals in San Francisco County jails.

**Exhibit A4. Average Days in Custody by for All Crimes of Transitional Aged Youth by Presence of Severe Mental Illness and/or History of Substance Use (November 1, 2014 to October 31, 2017)**



Source: Sheriff Department Booking Data and DPH Jail Information Management System health records on individuals in San Francisco County jails.

**Exhibit A5. Average Days in Custody for Transitional Aged Youth  
 by Crime Category and Presence of Severe Mental Illness and/or History  
 of Substance Use (November 1, 2014 to October 31, 2017)**



Source: Sheriff Department Booking Data and DPH Jail Information Management System health records on individuals in San Francisco County jails.