

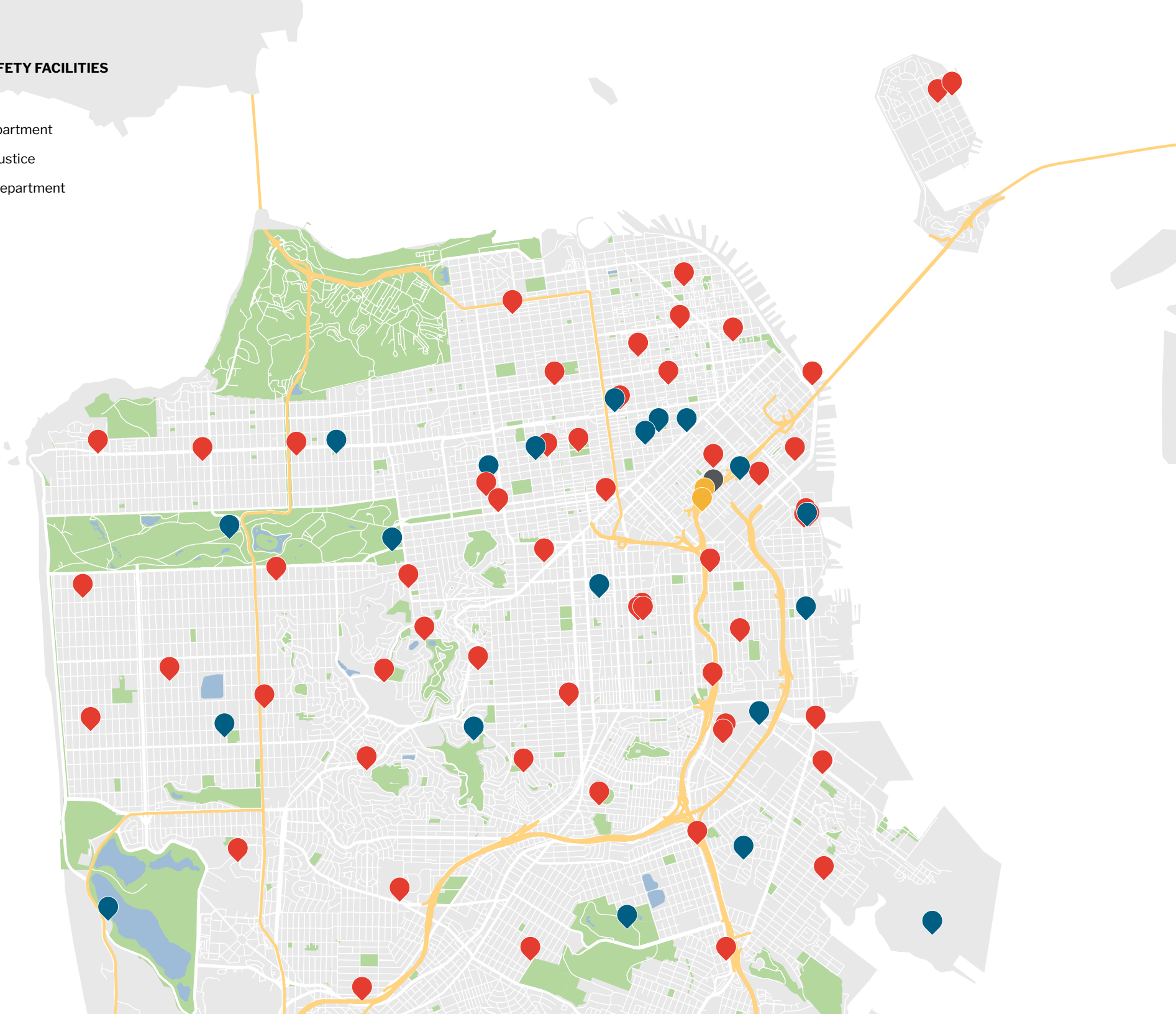


11. Public Safety

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PUBLIC SAFETY FACILITIES

- Fire Department
- Hall of Justice
- Police Department
- Sheriff



11. PUBLIC SAFETY

DEM: Department of Emergency Management

FIR/SFFD: Fire Department

JUV: Juvenile Probation Department

POL/SFPD: Police Department

SHF: Sheriff's Department

APD: Adult Probation Department

DA: District Attorney's Office

PD: Public Defender's Office

The Public Safety Service Area addresses the capital needs of the agencies working to keep San Franciscans safe and secure in their daily lives and in response to emergency situations. From fire and police stations, to jails and juvenile detention facilities, to evidence storage and forensic lab space, public safety facilities have unique needs for their highly specialized operations.

Addressing the capital needs of the City's public safety departments is one of the challenges of the Capital Plan. As the City works towards a more progressive justice system, there is an obligation to maintain the infrastructure that enables departments to do their jobs safely day in and day out. To ensure the security and well-being of San Francisco's visitors and residents, including those in custody, the City must devote resources to provide resilient facilities for our public safety agencies.

Overview

Neighborhood fire stations, district police stations, County jails, and administrative office space are all important for the public safety operations throughout the city. Space needs for storage, training, and equipment unique to public safety operations are also part of the picture. The projects for this service area are estimated to create over 5,600 jobs over the next 10 years.

ESER G.O. Bond Program

Since June 2010, and again in 2014 and 2020, the voters of San Francisco have enthusiastically supported the Earthquake Safety and Emergency Response (ESER) General Obligation Bond Program at the ballot box. That program has provided funding for essential public safety projects large and small, from a new public safety headquarters and crime lab to focused scope projects in neighborhood fire and district police stations. The ESER Program is projected to continue in the Plan, with a bond planned for the ballot in 2027. The City will aim to prioritize

projects that address the greatest seismic and other risks in the publicly owned capital portfolio and those most essential for public safety operations, including training.

One of the major programs in ESER is the Emergency Firefighting Water System (EFWS), sometimes referred to as the Auxiliary Water Supply System. EFWS is an independent high-pressure water supply system dedicated to fire protection. It was installed in 1913 in response to the Great Earthquake and Fire of 1906 and is owned and operated by the San Francisco Public Utilities Commission. The system consists of core facilities, pipelines, tunnels, and cisterns, which provide the ability to deliver water at extremely high pressures in defense against large multi-alarm fires, specifically those that could occur after a large earthquake when the domestic water system may be impacted.

With previous ESER funds critical reliability upgrades have been made at three primary water sources and two pump stations, the system's pipelines and tunnels have been improved and expanded, and 30 new cisterns have been constructed.

Future ESER funds will focus on improving EFWS capabilities in the city's western neighborhoods. A 2013 SFPUC analysis studied how to maximize the likelihood the EFWS would effectively provide the necessary firefighting capabilities after a major earthquake. In 2018, the SFPUC completed a study analyzing options for high-pressure fire suppression for the Richmond, Seacliff, and Sunset districts. These studies serve as the basis for future EFWS project selection and implementation.

To better cover the west side of the city with pressurized water for emergency firefighting purposes, San Francisco envisions a Potable Emergency Firefighting Water System consisting of over 14 miles of new, seismically resilient high-pressure pipelines. The looping pipeline network would be supplied with four water sources at two strategic locations with delivery expected in two phases. A combination of SFPUC water revenue bonds and ESER 2020 G.O. Bonds are planned to fund Phase 1 and ESER 2027 G.O. Bonds expected to support Phase 2.

Justice Facilities Improvement Program

The Justice Facilities Improvement Program (JFIP) was originally developed in 2008 to initiate the closure of the Hall of Justice (HOJ) and the construction of replacement spaces for the departments that occupied that facility.

The HOJ stands seven stories tall and was originally built in 1958. It contains the County courthouse, office space for various justice-related staff, and two County jails. The jails on its two top floors (County Jails #3 and #4) were built on an a 1950's era model of corrections with linear jails and limited program space. County Jail #3 and County Jail #4 are now closed. However, the County Jail #4 kitchen, laundry, and some of the building's core subsystems support operations at the nearby County Jails #1 and #2. A major earthquake would likely generate significant damage to the building and render it unusable.

As San Francisco is responsible for the lives of the persons in custody and the staff who work with them, closing the dangerous HOJ facility has been a top

priority of the City's Capital Plan since its inception and remains so.

Since the last Capital Plan, the City has taken several significant steps towards the closure of the HOJ. To vacate the building as expediently as possible per direction from the City Administrator, staff from the District Attorney, Police, and Adult Probation departments are relocating to leased space. Their exit, combined with the recent relocation of the Office of the County Medical Examiner in 2017, and the forthcoming Traffic Company and Forensic Services Division building departure in 2021, both funded by ESER 2014, will leave reduced operations in the building. Capital investments to end the reliance of the downtown justice campus on the HOJ have also begun. The renewal of the County Jail #2 kitchen was funded with General Fund as part of the Capital Budget in FY2019. Certificates of Participation (COPs) were authorized to acquire and prepare a new facility for the Police's Evidence and Property operations. COPs also enabled the purchase of parcels across Harriet Street from the HOJ.



Emergency Firefighting Water System Cistern



Office of the Chief Medical Examiner

With the acquisition of the Harriet Street parcels, the City is now in a position to build a facility for the City staff remaining in the HOJ and return some of those relocated to leased space to a City-owned facility. This approach will not require the previously envisioned demolition of the Bryant Street wing of the existing building to make way for a new state courts building, which was going to be costly and logistically difficult. The demolition needed, now that the City holds contiguous parcels on Harriet Street, is much more straightforward than the demolition of the Bryant Street wing, and it can be delivered as part of the construction project on that site. General Fund allocations will support the planning for this future site in the short term.

Based on preliminary massing studies, the City plans to build a facility that can hold the City operations still in the HOJ, finally and permanently relocating nearly all City staff from the HOJ. For Police, the units for the future site include Investigations, ID/Fingerprinting, Muni Officers, and Project SAFE. For Sheriff, Warrants and Records, Prisoner Legal Services, and Transportation Operations

would relocate. Both departments' staff will need lockers and firearm storage for its sworn staff. The new facility could also hold the Adult Probation staff who have relocated to leased offices if that is the preferred policy direction.

The Courts are an important partner as the City plans the Justice Facilities Improvement Program. State capital funding for the Courts to support their relocation has been pulled due to budget constraints arising from the pandemic. Without State funding, the Courts are likely to remain in the east wing of the HOJ. Some Sheriff security staff will need to remain at the HOJ as long as the Courts operate from there. The City and Courts will need to work in close partnership once funding is in place for the Courts to relocate, and San Francisco will continue to advocate for resources to support this important need at the State level.

Master Planning

As San Francisco's population quickly grows and density increases, greater demand is placed on the City's public safety agencies and their facilities. The

San Francisco Fire Department, Police Department, and Sheriff's Department have all taken a close look at needs across their respective portfolios, and they have identified significant needs throughout.

Working in partnership with San Francisco Public Works, these public safety agencies have identified repair and renewal needs to keep their existing facilities in a state of good repair and ensure that each agency's operational needs are met. They have also identified some sizable gaps between the current portfolio and their projected operational needs in the years ahead. For both SFFD and SFPD, additional stations may be needed if the City is to keep pace with the rapidly growing population in the Southeast.

The Juvenile Probation Department's needs and facilities assessment began with a leading focus on Log Cabin Ranch, which closed in 2018. Given the reduced number of young people requiring detention in San Francisco, the City has embarked on a discussion exploring the broader juvenile detention system and alternatives to incarceration.



Renewal Program

The overall renewal needs for the City's Public Safety facilities total \$396 million over the next 10 years. As shown in Chart 11.1, the Plan recommends \$76 million from the General Fund to meet these needs, acknowledging that General Fund resources may be constrained in the short term due to COVID-19.

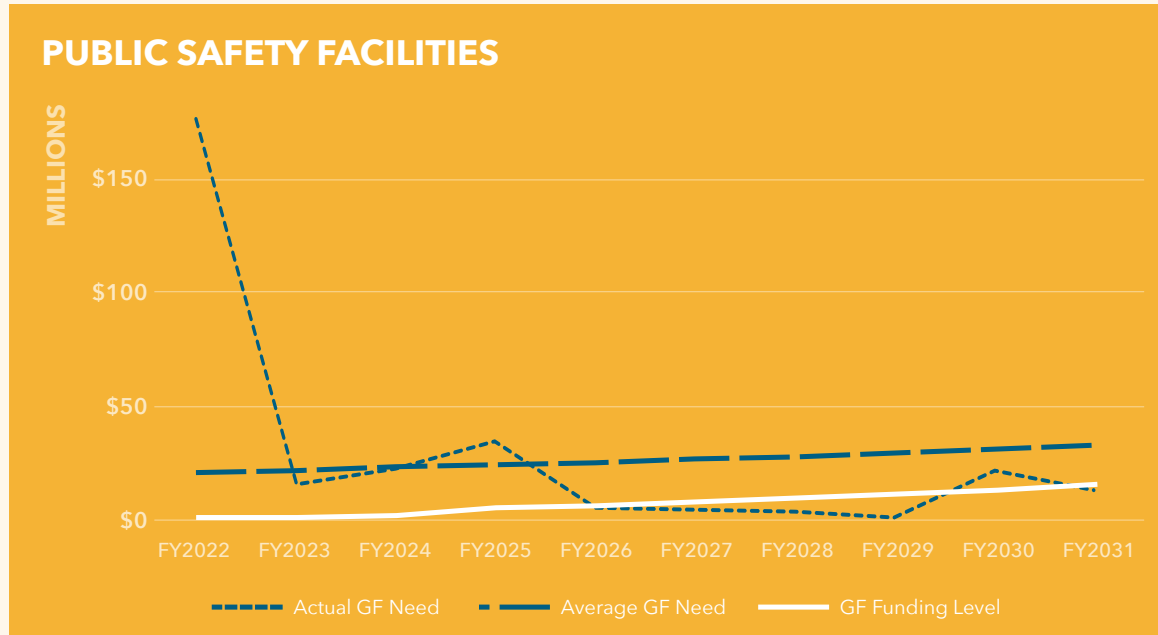


CHART 11.1

Some funding from the ESER G.O. Bond Program will be invested in Fire and Police Department renewals through the Neighborhood Fire Station and District Police Station programs. Other departments' needs will be addressed with General Fund.

The Sheriff's Department has particularly challenging renewal needs at present. The County jail facility at 425-7th Street (County Jails #1 and #2) was built in 1994 as a work furlough facility, and many of its sub-systems need attention. The roof is at risk of failure,

leaking in multiple areas, and the roof-mounted air handlers need replacement; this work alone is estimated to cost at least \$20 million. The flooring, ceilings, fire alarm system, and lighting need to be replaced for better hygiene and code compliance. The laundry is not functional. County Jail #5 in San Bruno also has substantial renewal needs for its roads, fences, grounds, and security systems especially. There are enormous renewal needs at the Hall of Justice as well, but because that building is slated for retirement and demolition, its renewal needs have been deprioritized. Some repairs, such as water intrusion and waste management system issues, cannot be ignored completely for health and safety reasons. Without a debt source identified to solve these problems, General Fund and/or grants will be needed.

Enhancement Projects

Project Name	Description
DEM – 911 Call Center Renovation	<p>San Francisco's 911 Call Center needs capital improvements to support workstation replacements that will require an expansion of the existing operations floor. The workstations are at the end of their useful life and need to be replaced; the maintenance contract is expiring, and replacement parts are already in short supply. To accommodate the larger footprint of contemporary fire dispatch workstations, the floor will need to be reconfigured. The Call Center also needs an elevated supervisor bridge, which would require ADA work. The expansion will displace DEM's executive offices along with other administrative personnel who will need to be relocated.</p> <p>The estimated budget for this renovation project and associated relocations is \$9.2 million, funded through the ESER 2020 G.O. Bond.</p>
FIR & SFPUC – Emergency Firefighting Water System	<p>The Emergency Firefighting Water System (EFWS) is the City's high-pressure emergency fire protection system. The system includes two pump stations, two storage tanks, one reservoir, and approximately 135 miles of pipes and 150 functional cisterns. Additionally, the system includes 52 suction connections along the northeastern waterfront, which allow fire engines to pump water from San Francisco Bay, and fireboats that supply seawater by pumping into any of the five manifolds connected to pipes. Implementing the expansion of EFWS on the west side will be prioritized for upcoming funding, beginning with Phase 1 as described above.</p> <p>Funding for continued improvements to the EFWS primarily comes from the ESER G.O. Bond program; \$102.4 million and \$54.1 million were authorized and issued for the project in the 2010 and 2014 ESER G.O. Bonds, respectively. An additional \$153.5 million was approved by voters in the 2020 ESER Bond. Of that, \$140 million is planned to deliver west side EFWS improvements. In addition, the San Francisco Public Utilities Commission plans to support \$53.8 million in west side EFWS improvements using Water Revenue Bonds; those funds are shown in the Infrastructure and Streets chapter. Future work is expected to be funded through the ESER 2027 G.O. Bond.</p>
FIR – Neighborhood Fire Stations	<p>Driven by a comprehensive SFFD Capital Improvement Plan, the Neighborhood Fire Stations program addresses the most urgently needed repairs and improvements to critical firefighting facilities and infrastructure. Projects can be comprehensive, focused, or seismic in scope. Comprehensive renovations correct all deficiencies pertaining to emergency response and health and safety issues and include renovation, renewal, or replacement of major building systems to promote station functionality for at least 25 years. Focused scope projects correct deficiencies of selected building components and promote station functionality for at least 25 years. Seismic improvements bring stations up to current building codes and include a comprehensive remodel. Priority stations include stations 3, 7, 8, and 40.</p> <p>This program is funded primarily through the ESER G.O. Bond program; \$66.9 million and \$80.4 million were authorized in the ESER 2010 and ESER 2014 G.O. bonds, respectively. An additional \$275 million was authorized in the ESER 2020 G.O. bond, to be used for both Neighborhood Fire Stations and the new SFFD Training Facility.</p>
FIR – Treasure Island Fire House Replacement	<p>The Treasure Island fire station will be demolished as part of the Island's greater development plan. Once redevelopment proceeds, a new fire station is planned to be built to meet the needs of the island's occupants and visitors.</p> <p>The budget for this project is estimated at \$20 million and will be entirely developer-funded.</p>
FIR – Fire Station 13 Replacement	<p>As part of a public-private partnership, the City and County of San Francisco has entered into an agreement with a private developer to construct a new station for Fire Station 13 as part of a mixed-use development project in Chinatown. As a portion of this project, the Department's aging Fire Station 13 will be demolished and replaced with a new facility adjacent to the current one. This project will create a seismically enhanced fire station that meets the current operational demands of the Fire Department.</p> <p>The budget for this project is an estimated \$30 million and will be entirely developer-funded.</p>

Enhancement Projects

Project Name	Description
Multiple Departments – JFIP HOJ Admin Exit Construction	<p>A hub that co-locates Courts-related functions and services for justice-involved populations is the most efficient use of space and resources for San Francisco's criminal justice system. Building in this way will enable the relocation of justice functions remaining in the Hall of Justice.</p> <p>Once funding for the Courts is secure, planning can begin in earnest for a consolidated justice campus. Meanwhile, the project budget is estimated at \$367 million in FY2025 Certificates of Participation.</p>
Multiple Departments – Public Safety Training Facilities	<p>SFFD, SFPD, and the Sheriff's Department have all identified training facility needs. SFFD currently rents a facility on Treasure Island, which will be demolished as part of the Island's redevelopment plan, and the department's second facility in the Mission District is too small to accommodate all training operations. The Police Academy facility does not have adequate floor space to accommodate training programs for the department's officers and needs to expand. The Sheriff's Department has been using the old County Jail #6 facility for training as needed, but that building needs to be brought up to code and reconfigured to serve a new City purpose. Given the time-sensitive need for SFFD to relocate, that department's timeline and requirements will have first consideration in project development. Other department needs may be incorporated as budget and schedule allow.</p> <p>The new SFFD Training Facility is prioritized in the ESER 2020 G.O. Bond, with a total of \$275 million authorized for both Neighborhood Fire Stations and the new Training Facility.</p>
POL – Police Facilities Retrofits and Improvements	<p>According to Seismic Hazard Rating (SHR) studies completed in 2018, Ingleside and Taraval Stations were both found to have an SHR 4 rating, an expected total or partial collapse structural performance level. These seismic retrofits are the SFPD's top priority for the ESER G.O. Bond Program. The estimated cost for each structural retrofit and complementary station improvements, which may be alteration or replacement, is approximately \$45 million to \$75 million. All other stations, except Southern Station built as part of the new Police Headquarters, are rated SHR 3 which provides for life-safety, but does not ensure occupancy after a large earthquake, the continued operational capacity of these facilities. To achieve this, an SHR 1 rating would be the goal and would require considerable alteration or replacement of stations.</p> <p>Currently, SFPD's facilities are not adequate to meet the department's operational needs. A recently refreshed Facility Evaluation & Standards Study noted that many of the stations exhibited a broad range of functional, safety, security, accessibility, and technical inadequacies, including space shortfalls. Priorities for improvement and expansion include Bayview, Tenderloin, as well as the Old Potrero Station, which could serve as a base for the MTA and Community Engagement units. Replacement of Central, the most functionally inadequate, is a key priority.</p> <p>The overhead trusses and baffling at the Lake Merced Police Range are failing. The firing range needs to be replaced. In addition to the SFPD, the Lake Merced range is also used for training by the Sheriff's Department.</p> <p>The Police Academy facility does not have adequate floor space to accommodate training programs and needs to expand. The roof and HVAC systems especially need attention. Those needs will also be prioritized to meet SFPD's training obligations.</p> <p>Finally, in conjunction with Public Works, SFPD has developed District Station Facilities Standards, and would like to implement these recommendations to provide consistency in policing operations and improve community experience.</p> <p>Estimated costs for station improvements vary depending on the level of intervention. Improvements to District stations are funded primarily through the ESER G.O. Bond Program. The 2014 ESER bond included \$29.6 million for SFPD facilities, as well as the major SFPD Traffic Company and Forensic Services Division construction project budgeted at \$163.4 million, and ESER 2020 includes \$120.8 million for SFPD.</p>

Deferred Projects

Project Name	Description
FIR – Bureau of Equipment Relocation	<p>The SFFD Bureau of Equipment is the site of maintenance and repair for all of the Department's equipment and apparatus, among other essential functions. The current facility is undersized and seismically unsafe, but has been designated historical, limiting the nature of repairs and modifications that can be made. SFFD has identified a need for a new Bureau of Equipment facility to be located at 1415 Evans Street, to meet its current needs and improve efficiency of operations.</p> <p>The estimated budget for this relocation project is \$60 million.</p>
POL – Central District Station Replacement	<p>The Central District Station was constructed in 1972 and the only district station not upgraded in the 1987 SFPD facility bond program. Central Station is below a public parking garage and is among all police facilities the most functionally inadequate. This station is recommended for replacement, and both a viable swing and permanent site is needed for planning to begin in earnest.</p> <p>The estimated cost of replacement is \$75 million not including any property acquisition cost, and a future ESER G.O. Bond would be the most likely source for this project.</p>
SHF – 425-7th Street Structural Strengthening	<p>Based on a 2017 structural report, the County jail facility at 425 7th Street has a Seismic Hazard Rating (SHR) of 3, which means it would likely be inoperable after a major earthquake. Structurally strengthening this facility would improve likely life safety outcomes for staff and prisoners in the building and avoid costly hasty relocation efforts post-event.</p> <p>The estimated cost of the structural retrofit is approximately \$10 million. Accompanying improvements and soft costs still need to be developed.</p>
SHF – County Jail #2 Improvements	<p>The permanent closure of County Jail #4 increases the need for County Jail #2 improvements beyond the original work furlough design as this facility will be needed to house inmates with higher security levels and security restrictions. Converting dorms to cells in A & D Pods of County Jail #2 would not increase the capacity of the jail beyond the required ADA-accessible cells, but it would create more usable space in the existing facility. The converted beds would be appropriate for the maximum-security prisoners common in San Francisco's jail population. This work would require supporting work to the building's air handling systems and roof. In addition, County Jail #2 has limited space for prisoner services, and the Sheriff's Department proposes to add to that capacity by developing within the building's atriums. To make this possible, additional security enhancements would be needed to allow for safer and greater use of these areas by civilian staff and program providers. Improvements are also needed in the medical services pod (Pod C) of County Jail #2.</p> <p>The estimated cost of this capital work at County Jail #2 is \$140 million. Of that, the estimated cost to convert A & D Pod dorms into cells is \$32.3 million, and the roof and HVAC work for the entire building is estimated at \$11.2 million.</p>

Emerging Projects

Project Name	Description
FIR – Candlestick Development New Fire Station	The new development in the 38-acre site of Candlestick Park will include approximately 10,000 housing units, with one-third designated as affordable housing. The increase in population, building density, and traffic will warrant a new fire station in an already-identified community facility parcel. The developer's infrastructure plan includes horizontal development of the site before turning it over to the City for the construction of the new station.
FIR – Hunters Point New Fire Station	As with the Candlestick Park development, the projected growth at Hunters Point shipyard will warrant the development of a new fire station to meet the needs of growing population, traffic, and density in the area.
JUV – Juvenile Justice Center Replacement	On April 8, 2020 Mayor London Breed announced the creation of the Juvenile Justice Reform Blue Ribbon Panel. The Panel is charged with the responsibility of making recommendations for comprehensive and system wide reform to the San Francisco juvenile justice system. The Panel experts will identify systematic, implementable, and compassionate reforms to drastically reduce the number of youth detained in both Juvenile Hall and the state Division of Juvenile Justice. They will evaluate existing programming, facilities, and the statutory requirements of the juvenile justice system. In addition, the Board of Supervisors passed legislation in 2019 to close the Juvenile Hall by December of 2021. They created the Closed Juvenile Hall Workgroup to make recommendations on the replacement of the Hall and services that will be provided. It is anticipated that the Workgroup will recommend the acquisition or construction of at least one, and potentially multiple, smaller facilities to replace the Juvenile Justice Center.
POL – Additional District Station	With new developments in the Southeast, SFPD is anticipating the need for an additional station to meet its operational needs. A future ESER G.O. Bond Program could be a source for this project once scoped.
POL – Tenderloin District Station	The Tenderloin Station was established in 2000 from an old auto garage. Since that time the station has undergone small changes to accommodate daily functions, but the facilities are under strain due to the round-the-clock operations and increased staffing levels. A large evidence processing and storage room, women's locker room, and secure designated sally port prisoner processing area are all needed. The Tenderloin Station is a zero lot building which will only allow for the building to expand upward, creating a multi-story building. Due to the structural integrity concerns, it is anticipated that the building will need a considerable amount of study and retrofitting if it is to be used in the future. A future ESER G.O. Bond program would be a possible source of funds for this project once scoped.
POL – Wellness Center	SFPD would like to pursue the construction of a wellness center to house the Behavioral Science unit (BSU), Crisis Intervention Team (CIT), and portions of the Community Engagement Unit (CEU). The facility would provide wellness programs, a learning hub, and services directly supporting the community and SFPD Staff.
SHF – Court Holding Facility	The closure of County Jail #4 has eliminated the Sheriff's court holding facilities at the Hall of Justice. Inmates are now being held in temporary holding areas that are designed for other jail operational functions, but there is a need for a permanent solution.
SHF – County Jail #5 Water Line Replacement	The existing water line at County Jail #5 is beyond its useful life, and the old sewage plant on premises must be decommissioned and redirected to the new system. The original lines must then be replaced with a biological habitat project. The old water tank must also be decommissioned and replaced. The Sheriff's Department has obtained estimates from Public Works for a \$15 million project to transfer the water line and create a new connection, and \$10 million to decommission and replace the sewage line and water tank. However, a preferred course of action is still to be determined. San Bruno has recently expressed interest in making use of the line, adding a user, and potentially bringing fresh sources to the project.

Project Name	Description
SHF – County Jail #6 Renovation or Repurposing	The low-security facilities at County Jail #6, recently renamed the County Jail #3 Annex, on the San Bruno Campus in San Mateo County have not been used for prisoner housing for many years. The Sheriff's Department will reactivate County Jail #3 Annex to create COVID-19 surge housing if needed. The long-term use of this facility must be reevaluated with the closure of County Jail #4 at the Hall of Justice.
SHF – Women's Resource Center Expansion	To centralize and streamline operations of the Sheriff's Department's many service programs for justice-involved people, the Sheriff's Department could expand the Women's Resource Center located at 930 Bryant Street. A preliminary concept of such a project was developed in the Sheriff's Department Facility Assessment, but the project would need more planning and design work to ensure alignment with current City priorities.

TABLE 11.1 - PUBLIC SAFETY FINANCIAL SUMMARY

PROGRAMS/PROJECTS (Dollars in Thousands)	FY 2022	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027 - 2031	Plan Total	
State of good repair renewal - Need	31,900	33,016	34,667	36,401	38,221	221,752	395,957	
SPENDING PLAN								
								DEFERRED
State of good repair renewal - Proposed Uses	1,101	1,243	1,856	5,447	6,674	59,655	75,975	220,427
Enhancements	608,500	-	-	367,000	-	216,500	1,192,000	464,235
TOTAL	609,601	1,243	1,856	372,447	6,674	276,155	1,267,975	684,662
REVENUES								
General Fund	1,101	1,243	1,856	5,447	6,674	59,655	75,975	
Certificates of Participation	-	-	-	367,000	-	-	367,000	
ESER G.O. Bond 2020	558,500	-	-	-	-	-	558,500	
ESER G.O. Bond 2027	-	-	-	-	-	216,500	216,500	
Developer Funded	50,000	-	-	-	-	-	50,000	
TOTAL	609,601	1,243	1,856	372,447	6,674	276,155	1,267,975	
<i>Total San Francisco Jobs/Year</i>	<i>2,730</i>	<i>6</i>	<i>8</i>	<i>1,668</i>	<i>30</i>	<i>1,237</i>	<i>5,679</i>	



SAN FRANCISCO FIRE DEPARTMENT

STATION

5

