

## **Summary**

### **Board Bill Number 92**

**Primary Sponsor: President Lewis E. Reed**

**July 2, 2020**

This Board Bill, in accordance with Article XXV Section 1 of the St. Louis City Charter, and upon being recommended by the Board of Estimate and Apportionment, amend the duties of the Division of Corrections and Department of Health & Hospitals. It would direct the Commissioner of Corrections to begin the process of closing the St. Louis City Medium Security Institution (MSI), also known as the Workhouse, as a detainee center.

This Board Bill would direct the Board of Public Service and the Commissioner of Corrections to evaluate the City Justice Center to determine if more detainees could safely be held there and to perform a study of the Medium Security Institution to determine the feasibility of repurposing and to evaluate the ongoing costs of any plan to permanently close the facility. It would direct the Commissioner of Corrections to contact surrounding facilities to determine the per day cost of outsourcing the housing detainees in St. Louis City custody; a requirement for the Department of Personnel to interview corrections officers of the workhouse for open positions in city government. It requires the Department of Health to develop criteria for the hiring of social workers to be assigned to detainees with mental health issues and their families, and to be employees of a newly formed Division of Recidivism Reduction.

This board Bill would create a fund to be allocated to neighborhoods with high violent crime rates to be appropriated annually through neighborhood participatory budgeting process; upholding the City's statutory requirement to detain individuals remanded to the City of St. Louis through the court system. It would direct the Criminal Justice Coordinating Council to provide data as requested by the Board of Aldermen or any department or division of City Government facilitating the closure of the Medium Security Institution facility. It would also direct the Budget Director to analyze the net cost savings to the general fund if MSI is no longer operated as a detainee facility; and it contains an emergency clause.

**BOARD BILL NUMBER 92 INTRODUCED BY: PRESIDENT LEWIS E. REED/ALDERMAN JOHN COLLINS-MUHAMMAD/ ALDERWOMAN LISA MIDDLEBROOK/ ALDERMAN JOHN COATAR/ ALDERWOMAN BETH MURPHY/ ALDERWOMAN CAROL HOWARD/ ALDERMAN THOMAS OLDENBURG**

1 An ordinance in accordance with Article XXV Section 1 of the St. Louis City Charter,  
2 recommended by the Board of Estimate & Apportionment, amending the duties of the Division  
3 of Corrections and Department of Health & Hospitals; directing the Commissioner of  
4 Corrections to begin the process of closing the St. Louis City Medium Security Institution (MSI),  
5 also known as the Workhouse; directing the Budget Director to analyze the net cost savings to  
6 the general fund if MSI is no longer operated as a detainee facility; and containing an emergency  
7 clause.

8 **WHEREAS**, the St. Louis City Charter, Article XXV, Section 1, authorizes the Board of  
9 Aldermen, by ordinance adopted by vote of two-thirds of all the members, on recommendation  
10 of the Board of Estimate and Apportionment, to discontinue any division established in the  
11 charter, create new or additional divisions, and determine, combine and distribute the functions  
12 and duties of divisions, officers and employees; and

13 **WHEREAS**, The Medium Security Institute (MSI), also known as The Workhouse, was  
14 built in 1966, is two-stories high, with the capacity to hold 1,138 inmates; and

15 **WHEREAS**, recently, the current population is under 100 detainees; and

16 **WHEREAS**, local advocates have called for the closure of The Workhouse for numerous  
17 years dating back to 2015; and

1           **WHEREAS**, the closure of MSI as a detainee facility can be accomplished in a manner  
2 that continues to protect the public at large and provides resources to reduce some of the root  
3 causes of crime.

4 **BE IT ORDAINED BY THE CITY OF ST. LOUIS AS FOLLOWS:**

5 **SECTION ONE. Closing the Medium Security Institution, also referred to as ‘The**  
6 **Workhouse.’**

7 Section one of this ordinance directs the Commissioner of Corrections to begin the process of  
8 closing the Medium Security Institution (MSI) as a detainee holding facility. The Commissioner  
9 of Corrections is hereby directed to:

- 10           i) Review all contractual obligations specifically related to the housing of detainees at  
11           the Medium Security Institution to determine the amount of notice the City has to  
12           give in order to end the contract and the costs associated with the contracts up to the  
13           date the contracts end; and
- 14           ii) Compile a list of City personnel that currently work at the MSI and their salaries; and
- 15           iii) Contact any facility within the State of Missouri that has available spaces for  
16           detainees, and determine a cost of outsourcing the housing of detainees currently in  
17           MSI; and
- 18           iv) Determine a monthly average of detainees in the Medium Security Institution for the  
19           previous twelve months.

20 The Commissioner of Corrections shall report these findings to the Board of Estimate &  
21 Apportionment and the Board of Aldermen’s Public Safety Committee within 30 days of the

1 effective date of this ordinance. Information related to MSI personnel determined not to be open  
2 to the public shall be reported in closed session of the committee.

3 The Budget Director of the City of St. Louis shall assist the Commissioner of Corrections in  
4 meeting the requirements of this section.

5 **SECTION TWO. Evaluation of Housing Space in the City Justice Center and Potential**  
6 **Other Use of the Medium Security Institution**

7 The office of the Board of Public Service is hereby directed to evaluate the structure and layout  
8 of the City Justice Center to determine the maximum capacity of detainees, withstanding the  
9 contract the City currently has with the federal government to house federal detainees and the  
10 space necessary to meet the demands of the contract. The Board of Public Service is further  
11 directed to perform an evaluation of the Medium Security Institution to determine if it can be  
12 repurposed for another City facility for some other public benefit other than detention, or if it is  
13 no longer to be operated as a City facility, indicate the ongoing costs to maintain ownership of  
14 the vacant land and facility.

15 The Commissioner of Corrections is directed to provide all manner of information and assistance  
16 necessary or requested to the Board of Public Service to fulfill the directives of this section.

17 The Board of Public Service shall report these findings to the Board of Estimate &  
18 Apportionment and Board of Aldermen's Public Safety Committee within 30 days of the  
19 effective date of this ordinance.

20 **SECTION THREE. Alternative Housing of Detainees**

1 The Commissioner of Corrections is hereby directed to contact alternative detainee housing  
2 sources to determine availability and costs of outsourcing housing of detainees to other  
3 jurisdictions.

4 The Commissioner of Corrections shall report these findings to the Board of Estimate &  
5 Apportionment and the Board of Aldermen's Public Safety Committee within 30 days of when  
6 this ordinance goes into effect.

7 The Budget Director of the City of St. Louis shall assist the Commissioner of Corrections in  
8 meeting the requirements of this section.

9 **SECTION FOUR. Retention of Staff.**

10 Section four of this ordinance directs the Director of Personnel to schedule interviews with all  
11 city employees whose job would become obsolete should the Medium Security Institution no  
12 longer serves as a facility to house detainees. The Department of Personnel shall determine their  
13 fitness for any current vacant civil service positions in St. Louis City government. These  
14 interviews need to be scheduled within 30 days of the effective date of this ordinance. All MSI  
15 staff salaries will remain in the MSI budget until the employee is offered a position with equal  
16 compensation to their current rate or that employee voluntarily ends employment with the City of  
17 St. Louis.

18 **SECTION FIVE. Date to Discontinue Operations of MSI as a detention facility.**

19 The Commissioner of Corrections is directed, within 45 days of the effective date of this  
20 ordinance, to provide the Public Safety Committee of the Board of Aldermen and the Board of  
21 Estimate and Apportionment a detailed plan to discontinue operating MSI as a facility to house

1 detainees with a planned closure date no later than 180 days from the effective date of this  
2 ordinance.

3 **SECTION SIX. Division of Recidivism Reduction.**

4 Section Six of this ordinance directs the Health Director of the City of St. Louis, or anyone  
5 acting in such capacity, to develop hiring criteria for social workers whose job function will be to  
6 advocate for detainees that have been determined to suffer from mental illness. These new  
7 employees shall form the Division of Recidivism Reduction. The Division of Recidivism  
8 Reduction will work to connect detainees that have been determined to suffer from mental illness  
9 with resources and relationships that will facilitate re-entry into society. This Division will  
10 report to a joint management team consisting of the Commissioner of Corrections and the Health  
11 Director. The Health Director shall report a detail of the hiring criteria to the Board of  
12 Aldermen’s Public Safety Committee within 30 days of the effective date of this ordinance. This  
13 division will be funded from any estimated and/or realized reduction in expenditures due to the  
14 closure of MSI as determined by Section Nine of this ordinance.

15 **SECTION SEVEN. Neighborhood Crime Reduction Fund.**

16 The Comptroller is authorized and directed to establish a fund to be designated as the  
17 Neighborhood Crime Reduction Fund. Deposits to this fund shall be allocated annually to  
18 provide anti-poverty resources to neighborhoods disproportionately affected by violent crime.  
19 The annual amount deposited to the fund will be the \$7.6 million currently allocated in the St.  
20 Louis City Fiscal Year 2021 Budget for MSI operations, less the costs of housing detainees in  
21 facilities not owned by the City of St. Louis, less the costs, if any, of maintaining the Medium  
22 Security Institution as a closed facility, less compensation costs of former MSI Staff who have

1 not yet been reassigned or ended their employment with the City, and less the costs associated  
2 with the Division of Recidivism Reduction, as determined in Section Eight of this ordinance.  
3 Any net proceeds from any sale or lease of the facility currently used as the Medium Security  
4 Institution would go into the Neighborhood Crime Reduction Fund described in this section.  
5 The funds will be allocated per neighborhood through a formula based on violent crimes  
6 committed within that neighborhood. A line item budget for each neighborhood will be created  
7 based on a participatory budgeting process established by the neighborhood organizations of  
8 each funded neighborhood.

9 **SECTION EIGHT. Criminal Justice Coordinating Council**

10 The criminal Justice Coordinating Council, established by ordinance 71012, is directed to assist  
11 in the closure of MSI and provide data as requested by the Public Safety Committee or any  
12 division of St. Louis City government as necessary in fulfilling the directives contained in this  
13 ordinance.

14 **SECTION NINE. Determination of Expenditure Reduction Due to Closure of MSI.**

15 The Budget Division is directed to provide the Board of Estimate & Apportionment with an  
16 analysis of the estimated expenditure reduction in Fiscal Year 2021 based on the data gathered in  
17 Sections One, Two, Three and Four above, along with an estimated expenditure reduction on an  
18 ongoing annual basis. The Budget Division will provide this analysis no later than 60 days after  
19 the effective date of this ordinance.

20 **SECTION TEN. Detainees remanded to the City of St. Louis**

21 Nothing in this ordinance shall absolve the City of any obligation to detain individuals remanded  
22 to the City through the court system for pretrial custody.

1 **SECTION ELEVEN. Severability clause.**

2 If any section, subsection, sentence, clause, phrase or portion of this Ordinance is held to be  
3 invalid or unconstitutional, or unlawful for any reason, by any court of competent jurisdiction,  
4 such portion shall be deemed and is hereby declared to be a separate, distinct and independent  
5 provision of this Ordinance, and such holding or holdings shall not affect the validity of the  
6 remaining portions of this Ordinance.

7 **SECTION TWELVE. Emergency clause.**

8 This being an ordinance for the preservation of public peace, health, and safety, it is hereby  
9 declared to be an emergency measure within the meaning of Section 19 and 20 of Article IV of  
10 the Charter of the City of St. Louis and therefore shall become effective immediately upon its  
11 passage and approval by the mayor.