

File No. 130607

Committee Item No. 4  
Board Item No. 17

**COMMITTEE/BOARD OF SUPERVISORS**  
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Committee: Government Audit and Oversight Date March 13, 2014

Board of Supervisors Meeting Date March 25, 2014

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Completed by: Erica Major Date March 7, 2014  
Completed by: Alisa Miller Date March 10, 2014

1 [Follow-Up Board Response - Civil Grand Jury Report - Log Cabin Ranch: Planning for The  
2 Future, A Continuity Report]

3 **Motion responding to the 2012-2013 Civil Grand Jury on the status of the Board of**  
4 **Supervisors' responses to Recommendation Nos. 3 and 4.2 contained in the 2012-2013**  
5 **Civil Grand Jury Report, entitled "Log Cabin Ranch: Planning for The Future, A**  
6 **Continuity Report."**

7  
8 WHEREAS, The 2012-2013 Civil Grand Jury Report published a report, entitled "Log  
9 Cabin Ranch: Planning for The Future, A Continuity Report" (Report) on June 26, 2013; and

10 WHEREAS, On September 12, 2013, the Board of Supervisors' Government Audit and  
11 Oversight Committee (GAO) conducted a public hearing to hear and respond to the Report;  
12 and

13 WHEREAS, On October 8, 2013, the Board of Supervisors adopted Resolution No.  
14 361-13, reflecting the Board's responses to the findings and recommendations contained in  
15 the Report; and

16 WHEREAS, The Board of Supervisors reported that Recommendation No. 3, which  
17 states: "Fund a master plan for Log Cabin Ranch to determine the programmatic and capital  
18 requirements for a viable facility," required further analysis, and the Board would work with the  
19 appropriate departments and offices to explore establishing a process for drafting a master  
20 plan for the Log Cabin Ranch within six months of the publication of the Civil Grand Jury  
21 report, from June 26, 2013, to no later than December 26, 2013; and

22 WHEREAS, The Board of Supervisors reported that Recommendation No. 4.2, which  
23 states "Examine Collaboration with regional counties to develop programs to address the  
24 needs of high-risk and at-risk youth," required further analysis, and the Board would work with  
25 the appropriate departments and offices to explore the collaboration with other counties within

1 six months of the publication of the Civil Grand Jury report, from June 26, 2013, to no later  
2 than December 26, 2013; and

3 WHEREAS, All information related to the original Board proceedings regarding the  
4 Report is on file with the Clerk of the Board of Supervisors in File Nos. 130607 and 130608,  
5 which is hereby declared to be a part of this Motion as if set forth fully herein; now, therefore,  
6 be it

7 MOVED, That the Board of Supervisors reports to the Presiding Judge of the 2012-  
8 2013 City and County of San Francisco Civil Grand Jury that an additional public hearing was  
9 held on March 13, 2014, by GAO to receive an update from City departments on the status of  
10 the continued recommendations from the Report; and, be it

11 FURTHER MOVED, That the Board is in support of Recommendation 3, but it will not  
12 implement for reasons as follows: The recommendation is not within the scope of the Board's  
13 authority, and the Board defers to the reported ongoing efforts of the Juvenile Probation  
14 Department to complete a community needs assessment to serve as the foundation for a  
15 master plan going forward, and urges the Mayor to cause the implementation of the  
16 recommendation; and, be it

17 FURTHER MOVED, That the Board of Supervisors reports that it is in support of  
18 Recommendation 4.2, but it will not implement for reasons as follows: The recommendation is  
19 not within the scope of the Board's authority, and the Board defers to the ongoing efforts of  
20 the Juvenile Probation Department to collaborate with other California counties to develop  
21 regional strategies for high-risk offenders, and urges the Mayor to cause the implementation  
22 of the recommendation; and, be it

23 FURTHER MOVED, That the Board of Supervisors urges the Mayor to cause the  
24 implementation of the accepted recommendations through his/her department heads and  
25 through the development of the annual budget.

OFFICE OF THE MAYOR  
SAN FRANCISCO



EDWIN M. LEE  
MAYOR

March 7, 2014

Angela Calvillo, Clerk of the Board of Supervisors  
Attn: Government Audit and Oversight Committee  
1 Dr. Carlton B. Goodlett Place, Room 244  
San Francisco, CA 94102

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RECEIVED  
BOARD OF SUPERVISORS  
SAN FRANCISCO  
2014 MAR -7 PM 12:05

Dear Ms. Calvillo:

Attached please find a consolidated summary of the status of recommendation updates for the following 2012-13 Civil Grand Jury recommendations:

- "Are the Wheels Moving Forward? A Follow-Up to the 2009-2010 Civil Grand Jury Report *Sharing the Roadway: From Confrontation to Conversation*," Recommendation 4.2.
- "Building a Better Future at the Department of Building Inspection," Recommendations 1.1, 1.2, and 5.1.
- "Log Cabin Ranch: Planning for the Future, a Continuity Report," Recommendations 3 and 4.2.
- "Optimizing the Use of Publicly-Owned Real Estate: Achieving Transparency, Momentum, and Accountability," Recommendation 3.

This status of recommendations report should be included in the official legislative file for consideration at the Government Audit and Oversight Committee.

Sincerely,

Kate Howard  
Mayor's Budget Director

California Penal Code Section, 933.05 (b), requires the responding party to report for each recommendation of the Civil Grand Jury one of the following actions:

<b>1. Recommendation Implemented</b> - Date Implemented - Summary of Implemented Action	<b>2. Will Be Implemented in the Future</b> - Anticipated Timeframe for Implementation	<b>3. Requires Further Analysis</b> - Explanation - Timeframe <i>(Not to exceed six months from date of</i>	<b>4. Will Not Be Implemented: Not Warranted or Not Reasonable</b> - Explanation
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For each recommendation below, indicate one of the four actions you have taken or plan to take in the "Action Plan" column and provide the required explanation in the "2014 Response Text" column.

CGJ Year	Report Title	Recommendation	Response Required	Action Plan	2014 Response Text
2012-13	Are the Wheels Moving Forward?	4.2. Through collaboration with SFPD, BAC, and SFMTA the City should build an Enforcement Safety Campaign around the goals in Recommendation 10 and alert the public to the SFPD enforcement plan that will follow.	Mayor	Recommendation to be implemented in 2014	<p>In response to the recommendations contained in the "Are the Wheels Moving Forward?" Civil Grand Jury report, the Mayor's Office asked the SFMTA, in conjunction with the Department of Public Health, to convene a working group comprised of city agencies focused on bicycle crash analysis and solutions. As mentioned in the SFMTA response, "This group aims to establish the locations where data demonstrates the highest number and/or severity of traffic collisions involving bicyclists, and make recommendations for engineering, education, enforcement and evaluation actions. This effort parallels the analysis and planning work that has already been done for pedestrian crashes through the Pedestrian Safety Task Force." This March, the SFMTA will convene a larger steering committee to review the analysis and assemble the recommendations.</p> <p>Additionally, the Mayor, along with SFMTA, SFPD, and the Fire Department announced a new "Be Nice, Look Twice" public awareness campaign. Launched last month, the campaign will remind all road users to not only slow down and pay more attention to their surroundings, but also help and care for one another as we all travel San Francisco's streets and sidewalks. In addition to the new public awareness campaign, the SFPD will increase enforcement on City streets. The SFPD will target 50 intersections Citywide, leveraging the latest City data to identify and target hotspots. All 10 district stations will participate in the increased enforcement.</p>
623 2012-13	Are the Wheels Moving Forward?	4.2. Through collaboration with SFPD, BAC, and SFMTA the City should build an Enforcement Safety Campaign around the goals in Recommendation 10 and alert the public to the SFPD enforcement plan that will follow.	SFMTA	Recommendation will be implemented in 2014	<p>Last November, the SFMTA in conjunction with the Department of Public Health convened a working group comprised of city agencies which is focused on bicycle crash analysis and solutions. This group aims to establish the locations where data demonstrates the highest number and/or severity of traffic collisions involving bicyclists, and make recommendations for engineering, education, enforcement and evaluation actions. This effort parallels the analysis and planning work that has already been done for pedestrian crashes through the Pedestrian Safety Task Force. In March, we plan to convene a larger steering committee to review the analysis and assemble the recommendations.</p> <p>In addition, the Board of Supervisors also urged the City to convene a working group comprised of the City Administrator's office, the SFMTA, San Francisco County Transportation Authority, the Department of Public Health, the Police Department, the Department of Public Works, the Transbay Joint Powers Authority, Walk San Francisco, the San Francisco Bicycle Coalition and stakeholders representing trucking companies and drivers, including the teamsters and the California Trucking Association, to create a standardized baseline for driver education and mandatory driver safety curriculum for all CCSF employed drivers and drivers that contract with the City and identify and implement programs that increase the safety of efficient goods and commuter movement by all large vehicles utilizing city streets with the goal of implementing training and safety programs by 2015.</p> <p>The SFMTA convened the first working group to create a driver education and safety curriculum on January 28, 2014. The SFMTA will continue to lead this group to create programs and identify responsible agencies and departments to increase the safety of efficient goods and commuter movement by all large vehicles with the goal of implementing this training program by 2015.</p>

(1) "-" Department did not respond with one of the four required actions.

Status of the Recommendations  
by the Civil Grand Jury  
2012-13

CGJ Year	Report Title	Recommendation	Response Required	Action Plan	2014 Response Text
2012-13	Are the Wheels Moving Forward?	4.2. Through collaboration with SFPD, BAC, and SFMTA the City should build an Enforcement Safety Campaign around the goals in Recommendation 10 and alert the public to the SFPD enforcement plan that will follow.	SFPD	Agree - Partially implemented. Will be implemented in the future	<p>The SFPD has initiated numerous enforcement operations to address transit safety in the City. Those operations have been data driven. Our primary enforcement effort is entitled "Focus on the Five" which directs our resources to the top five problematic intersection in each of the 10 police districts. This effort also directs our officers to focus their efforts on observing and issuing citations for the top five traffic violations that are the primary cause of traffic collisions (speeding, red light running, stop sign violations, drivers that fail to yield to pedestrians in crosswalks and failing to yield while making left or u-turns).</p> <p>The SFPD and SFMTA have distributed reports to the public that identifies the most problematic areas of the city as it relates to traffic collisions. The SFPD district stations regularly inform their respective communities of enforcement efforts. We routinely coordinate enforcement efforts with the media in an effort to use these enforcement operations as educational opportunities. Through these collaborative efforts with the media, we highlight the problematic behavior as it relates to transit safety, showcasing the enforcement efforts which will ultimately change behavior.</p> <p>The SFPD regularly attends BAC meetings and advise of our enforcement efforts. In January 2014, the SFPD representative attended a meeting of BAC to address concerns on enforcement efforts. A collaborative "Enforcement Safety Campaign" with input from BAC is still in the works.</p>
2012-13	Building a Better Future at the Department of Building Inspection	<p>1.1 The DBI management should retain a consultant to update the 2007 BPR findings and recommendations and present the findings to BIC and the DBI Director.</p> <p>1.2 The BIC and DBI Director should develop a detailed action plan with firm due dates for implementing BPR report recommendations that the consultant identifies as not completed.</p> <p>5.1. The Board of Supervisors shall hold a hearing within six months of the release of this report by the 2012-2013 Jury to see if BIC has taken action on the issues raised.</p>	BIC and DBI Director	Recommendation Implemented OR Will Be Implemented in the Future	<p>DBI, with BIC agreement, sent out bid requests for a qualified consultant on February 4, 2014, with a closure date of February 18, 2014. These bid requests, with the detailed scope of work, were sent to a total of six consultants listed upon the City-approved vendor list, including: AECOM Technical Services, Inc.; Landrum &amp; Brown Incorporated; Inspiration Quest, Inc.; EPC-CM West JV; Leighfisher Inc.; and MOORE IACOFANO GOLTSMAN.</p> <p>DBI received zero responses from the above firms, excepting only Inspiration Quest, Inc., which responded only to say the firm was too busy currently to bid upon this requested scope of work. DBI will provide language to achieve this scope of work to the City Attorney within the next week and is submitting it for a full Request for Proposal (RFP) that will be posted on the City's OCA web site. We hope to receive competitive bids from qualified firms within two-three weeks of the OCA web site posting of this RFP, and will move immediately to finalize a contract, and to fulfill both the GAO/Board of Supervisors' recommendations, and the Civil Grand Jury recommendations, in order to complete implementation of the Business Process Reengineering (BPR) recommendations.</p>
2012-13	Log Cabin Ranch: Planning for the Future	3. Fund a master plan for Log Cabin Ranch to determine the programmatic and capital requirements for a viable facility.	Mayor	Recommendation implemented	<p>The Juvenile Probation Department sought a master plan in its FY 2012-13 budget and was provided funding for a portion of that master plan - a needs assessment intended to identify the needs of San Francisco's youth as an input to a master plan to address those needs. The needs analysis was conducted and a preliminary draft plan developed. However, at this time, due to the complexity of the project and departmental turnover the needs assessment is still incomplete. A completed needs assessment will inform the development of the master plan, which is currently funded as part of the base FY 2014-15 budget. The City Services Auditor has expressed an interest in assisting the Juvenile Probation Department with completion of the needs assessment. The City and County of San Francisco FY 2014-15 and FY 2015-16 budget will officially be adopted July, 2014.</p>
2012-13	Log Cabin Ranch: Planning for the Future	4.2. Examine collaboration with regional counties to develop programs to address the needs of high-risk and at-risk youth.	Mayor	Recommendation implemented	<p>In recent years, the JPD has reached out to former Probation Chiefs in both Alameda and San Mateo Counties regarding regional strategies designed to work with high-risk offenders.1. Discussions with other counties have been initiated to explore the possibility of joint initiatives supported by intergovernmental agreements. While these discussions are in their infancy, preliminarily they have been positive and fruitful. San Mateo County maintains and operates a ranch for adjudicated minors about a half mile from Log Cabin Ranch. The two facilities coordinate sporting events together and have extended mutual aid in past years. This aid has included allowing LCR to use shower facilities and LCR allowing Camp Glenwood to utilize its gymnasium. In those instances where youth have AWOL'd from either facility, communications between the two have helped increase awareness, vigilance and cooperation between the two sites. The ability to share a single physical location could prove mutually beneficial to both counties and lead to overall fiscal efficiency for these two Bay area counties and the youths and families they serve. Efforts to explore possible agreements will continue.</p>

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(1) "-" ment did not respond with one of the four required actions.

CGJ Year	Report Title	Recommendation	Response Required	Action Plan	2014 Response Text
2012-13	Optimizing the Use of Publicly-Owned Real Estate	3. The Board of Supervisors should amend Chapter 23A of the Administrative Code to include an incentive for City Departments to identify and dispose of surplus and underutilized properties and to broaden the purposes for which surplus and underutilized properties may be used.	Mayor	Will not be implemented; not warranted	Since this recommendation is directed to the Board of Supervisors It cannot be implemented by the Mayor. Legislative clean up of Chapter 23A of the Administrative Code is awaiting input from the community engagement process now being led by City Planning, the Office of Economic and Workforce Development and the City Administrator's Real Estate Division relative to public site development. Any proposed changes beyond legislative clean up must be reviewed and approved by the Board of Supervisors. Current City policy directs surplus property to be developed as affordable housing.

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**Log Cabin Ranch:  
Planning for the Future**

A Continuity Report

June 2013



City and County of San Francisco  
Civil Grand Jury, 2012-2013



CIVIL GRAND JURY  
CITY AND COUNTY OF SAN FRANCISCO

Martha Mangold, Foreperson  
Fred A. Rodríguez, Foreperson Pro Tem  
Leslie Finlev, Recording Secretary  
Maria Martinez, Corresponding Secretary

Jon Anderson  
Jennifer Angelo  
Jeanne Barr  
Paul Cheng  
Jerry Dratler  
Hülda E. Garfolo  
D. Peter Gleichenhaus  
Shelly Hing  
Corinna Kaarlela  
Daniel Kreps  
Hilary Pedigo  
Theresa Sabella  
Suzanne Tucker  
Thomas Walker  
Stuart Williams

### THE CIVIL GRAND JURY

The Civil Grand Jury is a government oversight panel of volunteers who serve for one year. It makes findings and recommendations resulting from its investigations.

Reports of the Civil Grand Jury do not identify individuals by name. Disclosure of information about individuals interviewed by the jury is prohibited. California Penal Code, section 929

### STATE LAW REQUIREMENT California Penal Code, section 933.05

Each published report includes a list of those public entities that are required to respond to the Presiding Judge of the Superior Court within 60 to 90 days, as specified.

A copy must be sent to the Board of Supervisors. All responses are made available to the public.

For each finding the response must:

- 1) agree with the finding, or
- 2) disagree with it, wholly or partially, and explain why.

As to each recommendation the responding party must report that:

- 1) the recommendation has been implemented, with a summary explanation; or
- 2) the recommendation has not been implemented but will be within a set timeframe as provided; or
- 3) the recommendation requires further analysis. The officer or agency head must define what additional study is needed. The Grand Jury expects a progress report within six months; or
- 4) the recommendation will not be implemented because it is not warranted or reasonable, with an explanation.

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## Issue

Log Cabin Ranch (“the Ranch”) in rural San Mateo County is the San Francisco Juvenile Probation Department’s (JPD) post adjudication residential camp for young men from 14 to 18 years of age, most of whom have committed violent felonies. The Ranch was the subject of a 2010-11 Grand Jury report on JPD progress in implementing programmatic reforms and physical improvements. Today, the Ranch has an average monthly population of about 18 youths. It has deferred the development of a master plan for the future of Log Cabin Ranch.

There are other facilities for youthful detainees out-of-state and in regional group homes. The 2012-13 Civil Grand Jury asks these questions: Could more youth be served at the Ranch? What is the best use of JPD staff and City resources to effectively rehabilitate high-risk youth?

## Summary

While juvenile incarceration rates continue to trend downward, the smaller number of juvenile offenders in detention consists mostly of violence-prone felons who require intensive treatment programs. Residential facilities like Log Cabin are expensive. The cost per resident at the Ranch averages \$135,000, but successful rehabilitation of our in-risk youth (those presently involved with the juvenile and criminal justice system) is crucial and ultimately cost-effective. The Journal of Qualitative Criminology found that youth offenders who become adult offenders can cost society as much as \$1.7 million in crimes and incarceration over a lifetime.<sup>1</sup>

The 2010-11 Civil Grand Jury report, “Log Cabin Ranch: Moving Towards Positive Horizons,” described encouraging changes at a facility that had experienced decades of neglect. The Ranch had adopted the “Missouri Model,” a new system of rehabilitation emphasizing small groups, intensive therapy, minimal force and proximity to family. While some recommendations made in the report have been implemented, the City has deferred long-term strategic development of the Ranch.

In its report, the 2010-11 Jury recommended immediate funding for infrastructure needs. Across-the-board City budget cuts during the recent recession have continued to affect funding for necessary infrastructure renovation at the Ranch, but projects are slowly being funded as the City deliberates the future of the Ranch. Two years ago, that Jury also recommended immediate funding for additional cohorts at the Ranch. However, our finding is that, until the Juvenile Probation Department completes the pending needs assessment to determine future requirements, expansion is premature.

The JPD took a positive step this year by funding a program analyst to conduct a needs assessment of the Ranch, the initial stage of a master plan. The analysis will look at the

ideal population and ideal program models, at current and future capital needs, and personnel issues.

As the State of California continues to realign youthful prisoners into community treatment programs and detention facilities, JPD must reassess program options, collaboration with community organizations, and opportunities for regional cooperation.

2012-2013 Civil Grand Jury Recommendations:

- Continue current efforts to develop Log Cabin Ranch as a viable disposition option for youthful offenders.
- Expand educational and vocational training for residents to prepare them for post-release success.
- Increase involvement of DCYF-funded community-based organizations providing services at the Ranch.
- Enhance training for all Ranch staff.
- Develop tracking systems for post-probationary youth that will provide data to evaluate the efficacy of programs both at the Ranch and after release. These efforts should be made in collaboration with the Adult Probation Department.
- Fund a master plan for Log Cabin Ranch to determine the programmatic and capital requirements for a viable facility.
- Explore possibilities for City partnerships with community and private organizations and charitable foundations to further the development of Log Cabin Ranch and Hidden Valley Ranch, with the objective of supporting at-risk and in-risk youth of San Francisco and their families.
- Explore sharing facilities with nearby counties for specific programs.

## Background

### *Juvenile Justice Reform*

#### **Changes in Juvenile Rehabilitation**

As previous Juries have reported, theories of rehabilitation for juvenile offenders have changed radically in the last several decades. The previous “reformatory” system for juvenile offenders, the model under which the Ranch was developed, borrowed from the adult system that emphasized the threat of incarceration, actual incarceration and punitive enforcement of behavior.

A 2006 report of the Justice Policy Institute cited numerous studies indicating that “detention [can have] a profoundly negative impact on young people’s mental and physical well-being, their education and their employment.” The impact of detention itself must be addressed in any treatment program. In the past, the group environment and services given to incarcerated juveniles often did not result in meaningful rehabilitation.<sup>2</sup>

## **Diversion of Youths Away from Correctional Facilities**

As the negative results of youth detention were acknowledged, it became clear that juvenile rehabilitation needed reform.<sup>3</sup> Two initiatives were put in place:

1. Young offenders would be screened at the time of apprehension to understand their background and the seriousness of their anti-social attitudes. If they were not considered to pose a threat to public safety and were not exhibiting self-destructive behavior, they would be diverted to community-based probationary programs designed to provide treatment specific to their needs. Such diversion programs on a national, state, and local level have reduced youth incarceration rates since 1995 by over 50 percent.<sup>4</sup>

San Francisco currently uses the Youth Assessment and Screening Instrument (YASI), an evidence-based risk-needs assessment to develop recommendations for appropriate placement and treatment options for youth. YASI is intended to ensure that the least restrictive treatment environment is chosen by:

- *Measuring both risk and strengths in juvenile populations as well as other high-risk youth.*
- *Measuring protective factors to help caseworkers build on the strengths of youth to buffer the negative impact of risk.*
- *Providing pre-screening functionality, critical for settings where triage based on risk principles is required.*
- *Including a case planning component designed to help case workers identify and monitor the priority targets for behavior change.*<sup>5</sup>

2. Generally, only juveniles considered a threat to public safety or with severe treatment needs receive an out-of-home placement disposition.

Out-of-home facilities providing rehabilitation for youths must be qualified to address the specific type and level of treatment that is indicated by the YASI analysis.

## **Realignment of State Detainees to Local Facilities**

Juvenile offenders who do not qualify for diversion programs require treatment in a secure facility. The failure of adult-style incarceration for juveniles is reflected in the statistics. The California Department of Corrections and Rehabilitation (CDCR) recently found an 80% re-arrest rate within three years of a youth's release from state Department of Juvenile Justice (DJJ) facilities (the former California Youth Authority).<sup>6</sup>

Senate Bill 81, enacted in 2007, requires most youthful offenders to be committed to county facilities, reserving those convicted of the most serious felonies and having the most severe treatment needs for DJJ. Governor Brown proposed closing all 15 of the state JJD facilities by 2015.<sup>7</sup> Due to a strong reaction by the counties, the plan was rescinded and four facilities will remain open to treat and educate the most violent juvenile offenders. San Francisco has committed an average of two to three youths to DJJ per year, avoiding this disposition due to poor outcomes.<sup>8</sup>

## **Reform at Log Cabin Ranch**

### **The History of the Ranch**

Log Cabin Ranch is an unfenced 24-hour residential camp for post-adjudication males on 630 rural acres owned by San Francisco County near La Honda in San Mateo. The property was acquired in the 1940s and the multi-building compound has not been significantly updated since construction in 1953. Peak occupancy during its first decades was 84 young men. They spent half of their day in general academic studies and the remaining half working at true ranch activities, including dairy operations and horticulture.

Hidden Valley Ranch, just over the hill from Log Cabin, was opened in the 1960s. It provided a broad range of detention services but was closed many years ago. Only the gym has been renovated for Log Cabin residents' use. We are not aware of any plans to reopen Hidden Valley Ranch, although a group of City and community officials recently visited the facility.

By the 1990s, the population of Log Cabin Ranch had dwindled to 15-20 young men and the facility was neglected by a poorly run Juvenile Probation Department and by the City. The Ranch had a reputation as a bleak warehouse for juvenile offenders. Attorneys for both sides, as well as judges, were reluctant to send offenders to a run-down place with poor prospects for rehabilitation. It was dubbed "Last Chance Ranch." The courts wanted it shut down.<sup>9</sup>

### **The Beginnings of Change**

In December 2004, then-Mayor Gavin Newsom convened the Log Cabin and Hidden Valley Work Group to examine possible scenarios for the facilities' future. This group of city and community leaders produced a report in September 2005. Among its recommendations: "The City should commit to substantial capital and programmatic improvements at the [Log Cabin] Ranch both immediately and in the long term."<sup>10</sup>

In 2005 the Juvenile Probation Commission (JPC) appointed a new Chief Probation Officer for JPD, William P. Siffermann, who provided stable leadership and addressed many of the shortcomings of the department. He has tendered his resignation effective August 3, 2013. The City and JPC should ensure that the new Chief continue the reforms begun under Chief Siffermann. Vision, commitment to the position, and continuity of leadership are critical to the positive momentum that the department has experienced for the past eight years.

### **The 'Missouri Model' at the Ranch**

The Missouri Model of treatment for young offenders grew out of the 1992 Juvenile Detention Alternative Initiative, (JDAI), launched by the Annie E. Casey Foundation. It was designed to support the foundation's vision that all youth involved in the juvenile justice system should have opportunities to develop into healthy, productive adults as a result of policies, practices, and programs that maximize their chances for personal

transformation and minimize the risks they pose to their communities. Rehabilitation in small groups, constant therapeutic interventions and minimal force are key features of the Model.

*The state of Missouri has created a juvenile justice system that has proved so successful over the last 30 years it's known as the "Missouri Miracle." A number of practices combine to make Missouri's system unique: It's primarily made up of small facilities, generally designed for between 10 and 30 youths, located at sites throughout the state that keep young people close to their own homes.<sup>11</sup>*

The JPD implemented the Missouri Model for Log Cabin Ranch in 2009. The Model promotes proximity to families, allowing family therapy and support to be a significant part of the rehabilitative process.

*The result [of the Missouri Model] has been some of the best outcomes in the nation: fewer than 8 percent of the youths in the Missouri system return again after their release, and fewer than 8 percent go on to adult prison. One-third of the youths return to their communities with a high school diploma or GED, and another 50 percent successfully return to school.<sup>12</sup>*

The 2010-11 Jury report and an article in the Bay Citizen chronicled the positive changes in both the physical plant and the programming and rehabilitation efforts.

*... there's no denying that conditions at the ranch today bear little resemblance to the horror stories we've been hearing about the place for years.<sup>13</sup>*

The Jury learned that the Ranch currently uses a modified version of the Missouri Model tailored to the needs of the Ranch population and based on evidence-based practices in the field of juvenile rehabilitation.

## **Other Detention Facilities for Youth**

### **Out-of-state Detention Facilities**

Glen Mills School, a non-profit facility twenty miles from Philadelphia, PA, is a detention facility frequently chosen for high-risk offenders by the S.F. Unified Family Court. Glen Mills operates an 1800-acre campus serving young men between the ages of 15 and 18.

George Junior Republic, a non-profit facility in central New York State, also selected by the S.F. Court for disposition, serves about 400 young men of high-school age. It uses a behavior/education treatment model and provides treatment for mental abuse and emotional abuse or neglect. Special needs programs and drug and alcohol diagnosis/treatment are also provided.



### **In-state Group Homes**

The JPD and the Family Court use group homes within the state for specialized services. These are facilities with varied capacities that provide 24-hour non-medical care and supervision to children and older juveniles in a structured environment. Group homes provide social, psychological, and behavioral programs for troubled youths with mental disabilities but are usually not a placement option for violent offenders or those at risk of going AWOL.

### **Nearby Regional County Facilities**

Several counties continue to operate their own juvenile detention ranches.

Camp Wilmont Sweeney in Alameda County is a local, unlocked, 24-hour residential program for minors ranging in age from 15 through 18 who are ordered by the Juvenile Court to be committed to the Camp. The current population is approximately 70 youths in a large group environment, characterized by a "positive peer culture" and individualized treatment plans.<sup>14</sup>

Camp Glenwood, operated by San Mateo County, is an unfenced residential camp for detainees on 60 acres in La Honda, adjacent to Log Cabin Ranch. Glenwood was designed for a capacity of 60 youth; at the time of this report, there were just 22 residents. The camp was the subject of a 2008-09 San Mateo Civil Grand Jury investigation that recommended "evaluation of other models to successfully operate honor camps" and improvement in tracking youths after release.

Santa Clara County's James Ranch was described by the Center for Juvenile and Criminal Justice as "an innovative demonstration of what counties can achieve with perseverance and political will (and) cohesive strength of purpose. All staff members have completed intensive training on the Missouri model of rehabilitation. This enables them to immerse the residents in an encompassing therapeutic environment. Santa Clara County is now one of the most self-reliant counties in the State and provides services to its youth in the Ranch at an estimated cost of \$131,871, per ward per year"<sup>15</sup>

### ***The Cost and Effectiveness of Detention***

Intensive treatment models for in-risk youths who must be detained in secure facilities are costly. While the downsizing of the incarcerated population is a positive trend, the cost of secure detention rises as the population it serves decreases and more specialized services are needed.

The state facilities had a population of 10,122 youths at their peak in 1994. In 2010, due to a decline in crime rates and a reduction in detention for lesser offences, the California Department of Juvenile Justice (DJJ) population was reduced to 1,345 youths, but the cost per juvenile rose to \$220,000 (assuming the same nine-month stay), as the cost of these large institutions remained relatively fixed.<sup>16</sup> The Legislative Analyst's Office estimated the DJJ cost per year at \$179,400 for FY2011-12, primarily a result of the closure of facilities.

2012 expenditures for Log Cabin Ranch were \$2,600,000, with an estimated budget of \$3.2 million for FY 2013. There are approximately 18 employees (when fully staffed) and the facility can house 24 residents; there were 18 residents at the time of our report. Based on the current population at the Ranch, and assuming an average stay of nine months, the Jury calculates a cost at Log Cabin Ranch of at least \$135,000 per graduate.

Currently San Francisco has about 140 youth in various post-determination placements. Based on information from the first quarter of 2013 obtained from the Ranch, JPD and San Francisco's Department of Human Services, the costs of incarceration for juvenile offenders are set forth in the table below.

Placement	Number of juveniles	Approximate monthly cost before any state or federal reimbursement
Log Cabin Ranch	18	\$12,000 - \$15,000
DJJ	7	\$14,910 (\$179,400/year)
Group Homes including residential treatment facilities by state	80 - total	\$6,700 average
California	66	\$6,700
Arizona	5	\$6,700
Indiana	4	\$6,000
Michigan	1	\$6,700
Pennsylvania	2	\$8,600
Wyoming	2	\$6,700

The Jury understands that JPD has requested a cost-benefit analysis of Log Cabin Ranch, in-state group homes and out-of-state facilities by the Controller's Office to compare the Ranch with these other options.

## Investigation

### 1. *The Current State of the Ranch*

The effects of a bad reputation linger at the Ranch. Despite improved living conditions and hard work and dedication by senior staff to successfully implement the Missouri Model, many of those responsible for sentencing and placement of youth still believe that it is not the best choice. However, recent visits by those involved in the juvenile justice system seem to be having the positive effect of increased placements at the Ranch.

The Jury has heard criticisms from those involved in the juvenile justice system about the need for more vocational training. The Civilian Conservation Corps (CCC) and Urban Sprouts conduct regular sessions on building, gardening, food preparation and related projects; some Ranch graduates have been employed by the CCC after release. The Jury

agrees that vocational readiness is crucial to post-release success and that more resources are needed to ensure that the Ranch provides the necessary training. The Jury learned that the administration is hoping to reinstitute funding for an auto mechanic shop teacher to provide additional vocational training.

- In 2011, the Mayor's Office and the Violence Prevention and Intervention Unit of the Department of Children Youth and their Families (DCYF) published "*Youth Violence Prevention Initiative: Local Action Plan*." In part, the Plan examined and identified programmatic recommendations for in-risk youth (those who have made formal contact with the juvenile justice system) in custody. The crucial role of CBOs in delivering culturally appropriate services to this vulnerable population was emphasized. Due to the Ranch's remote location, however, bringing these vital services there can be difficult. The DCYF could be instrumental in working with CBOs to provide such services.

Another criticism is that too much time is spent unproductively at the Ranch. Scheduling can be a challenge, as young men are adjudicated and arrive at the Ranch at different times throughout the academic year for an expected term of nine months. The staff considers this non-programmed time an opportunity to engage the residents in activities tailored to their individual needs.

A concern was also raised about the availability of psychological counseling, including substance abuse counseling. At the time of our report, two of four vacant staff positions had just been filled and the JPD was attempting to fulfill Civil Service requirements for hiring two additional counselors. The JPD was recently awarded a block grant of \$25,000 to implement program enhancements and \$100,000 to upgrade substance abuse counseling and provide staff training. During our visits to the Ranch, we met with therapists, educational counselors, teachers, and case planners and found them to be enthusiastic, engaged and dedicated.

All staff members need training in evidence-based practices, such as the Missouri Model, that focus on rehabilitation, skill building and counseling. The Ranch administration hopes to make this possible, especially with the recent hiring of several counselors.

**Finding 1:**

The Ranch has the potential to provide a nearby alternative to out-of-state placements and group homes. By strengthening core programs that equip the youth to pursue educational and vocational advancement, many of the young people sent to other counties or states could be sent to the Ranch.

**Recommendation 1.1:**

Continue current efforts to develop Log Cabin Ranch as a viable disposition option for youthful offenders.

**Recommendation 1.2:**

Expand educational and vocational training for residents to prepare them for post-release success.

**Recommendation 1.3:**

Increase the presence of DCYF-funded CBOs to provide a broader spectrum of services at the Ranch.

**Recommendation 1.4:**

Enhance training for all Ranch staff.

## **2. *Post-Release Programs and Recidivism***

Support services for graduates reentering the community and for their families are crucial to long-term success.

Statistics regarding employment, education, and recidivism rates for LCR graduates over the short term show positive results. The JPD provided these performance measures for the Ranch in the six-month period from January to June 2012:

- 18 residents graduated from the program
- 12 residents were employed or in paid internships within 60 days of release (66 percent)
- 17 residents were enrolled in school or a vocational program within 30 days of release (94 percent)

Performance measures from the Mayor's proposed budget show:

- The percentage of Ranch graduates enrolled in vocation or educational programs within 30 days of release is projected to decline to 75 percent for FY2013-14.
- The percentage of Ranch graduates who do not incur sustained charges for new law violations within the first year of services is projected to decline from an actual of 63 percent for FY2010-11, to a projected 60 percent for 2011-12 and a targeted 50 percent for 2012-13.<sup>17</sup>

However, these statistics only address post-release placement for one year and are not a measure of re-entry success. In order to evaluate the long-term effectiveness of programs, comprehensive statistics following the youth for a significant period of time after their release are required. Such tracking is not without challenges. Upon reaching the age of 18, an individual charged with a crime is no longer under JPD's jurisdiction but enters the adult criminal justice system. In addition, if a youth is arrested out of the county, SFJPD will not necessarily be advised.

The small sample size of offenders at the Ranch combined with the recent adoption of the Missouri Model makes the analysis of outcomes difficult. Bureaucratic obstacles can also be a hindrance to data gathering.

David Steinhart, Director of the Commonweal Juvenile Justice Program, has stated that, "Performance outcome measures are largely voluntary by counties – J[juvenile] J[justice] data systems in California are badly out of date, need renewal."<sup>18</sup>

An effort must be made to coordinate with California's adult criminal justice system and San Francisco's Adult Probation Department (APD). The Jury learned that JPD and APD are in the process of developing web-based case management systems. This will be an opportunity to give JPD the ability to gather data from both departments.

In January 2013, the Juvenile Collaborative Reentry Unit (JCRU) program, an expansion of a 3-year pilot program, was instituted to improve outcomes for youth returning from out-of-home placement, including Log Cabin Ranch. JCRU provides intensive aftercare planning and support throughout the duration of their probation, which can last up to a year. The program mandates ongoing structured educational, vocational, therapeutic, mentoring and other supportive services developed by a team of probation officers, support staff, social workers and case planners. All aftercare plans will be approved and monitored by the Reentry Court in collaboration with the youth and their families to help them during probation. The JCRU youth are tracked for six months after release from probation. The JPD intends to continue to consider them in any future analyses.

The JPD is to be commended for its efforts to make this program permanent and extend it to Log Cabin Ranch graduates.

**Finding 2:**

Long-term tracking of JPD youth would provide JPD and community support services with useful information by identifying programs that advance successful rehabilitation.

**Recommendation 2:**

Develop tracking systems for post-probationary youth that will provide data to evaluate programs both at the Ranch and after release. These efforts should be made in collaboration with the Adult Probation Department.

### **3. *Development of a Master Plan for the Ranch***

The 2011 Juvenile Probation Commission Resolution 09-002 concludes, "Resolved, that the Juvenile Probation Commission recommends that the Board of Supervisors advance the plan for the Log Cabin Ranch."

In March 2012, the Juvenile Probation Department addressed the Capital Planning Committee with a presentation outlining capital needs for Log Cabin and Hidden Valley.<sup>19</sup> The JPD requested funding for a master plan to guide decisions around future programmatic and capital needs.

The components of a master plan as outlined in the presentation include:

- Determination of the overall need for an expanded Log Cabin Ranch program;

- Which youths will most benefit from the Log Cabin Ranch program?
- How many San Francisco youth could be served annually?
- Where are those youth now?
- Assessment of programmatic needs and best practices that will best ensure positive outcomes for Log Cabin Ranch youth;
- Comprehensive assessment of existing Log Cabin Ranch facilities' conditions, measuring functionality, feasibility, life expectancy and degree of obsolescence;
- Evaluate the potential for facility expansion suitable to attract revenue for services provided to neighboring counties;
- Assessment of building and space requirements that would best support the long term operational needs of Log Cabin Ranch's new vision.

Juvenile incarceration rates statewide have dwindled. The reduction is a welcome result of both a decline in lesser juvenile offenses and extensive diversion efforts by most counties for misdemeanor offenses. However, facilities are still necessary for the high-risk juvenile offenders.

Jack Jacqua, co-founder of the Omega Boys Club, offered the previous Jury a vision of the Ranch at its highest potential:

“Log Cabin Ranch, well first of all it is not a jail. It is not a prison, and was never intended to be. This is 600 acres that can be developed into an incredible recovery center...getting boys away from the inner city, coming out here in this beautiful country area, gives them new energy to live life....just like they're somebody...and they have a future that's real.”

**Finding 3.1:**

Log Cabin Ranch has the potential to be a superior facility for San Francisco and regional juvenile commitments.

**Finding 3.2:**

The lack of a master plan leaves Log Cabin Ranch in a state of uncertainty and prevents a viable, long-term program.

**Recommendation 3:**

Fund a master plan for Log Cabin to determine the programmatic and capital requirements for a viable facility.

#### **4. *Partnerships with Community Organizations and other Jurisdictions***

In March of this year, Mayor Ed Lee led a delegation of leaders from the City's Real Estate, Capital Planning, and Juvenile Probation Departments and community-based organizations on a visit to Hidden Valley Ranch. The Jury understands that a similar group had toured the facility nearly a decade ago and that these organizations have an interest in finding a use for Hidden Valley. In our discussions with JPD staff, we learned

that JPD has discussed the possibility of utilizing Hidden Valley for development of programs that can support the objectives at the Log Cabin Ranch.

Dialogue and collaboration with community organizations has the potential to be a positive for Ranch youth, and charitable foundations can provide needed resources for program enhancement. The development of Hidden Valley could provide vocational learning opportunities for the Log Cabin residents and support post-release career opportunities and successful rehabilitation.

**Finding 4:**

Creating partnerships with community organizations, foundations and other jurisdictions to achieve efficiencies, increase programming, and share costs could benefit both San Francisco and the youth residing at Log Cabin Ranch.

**Recommendation 4.1:**

Explore possibilities with community organizations and charitable foundations to further the development of Log Cabin Ranch and Hidden Valley Ranch, with the objective of supporting both high-risk and at-risk youth of San Francisco and their families.

**Recommendation 4.2:**

Examine collaboration with regional counties to develop a comprehensive range of treatment programs to address the needs of high-risk and at-risk youth.

## Findings and Recommendations Response Matrix:

Findings	Recommendations	Responses Required
<p>1. The Ranch has the potential to provide a nearby alternative to out of state placements and group homes. By strengthening core programs that equip the youth to pursue educational and vocational advancement, many of the young people sent to other counties or states could be sent to the Ranch.</p>	<p>1.1 Continue current efforts to develop Log Cabin Ranch as a viable disposition option for youthful offenders.</p> <p>1.2 Expand educational and vocational training for residents to prepare them for post-release success.</p> <p>1.3 Increase involvement of DCYF-funded CBOs providing services at the Ranch.</p> <p>1.4 Enhance training for all Ranch staff.</p>	<p>Juvenile Probation Department District Attorney Public Defender</p> <p>Juvenile Probation Department</p> <p>Juvenile Probation Department Department of Children, Youth and Families</p> <p>Juvenile Probation Department</p>
<p>2. Long-term tracking of JPD youth would provide the JPD and community support services with useful information by identifying programs that advance successful rehabilitation.</p>	<p>2. Develop tracking systems for post-probationary youth in collaboration with the Adult Probation Department that will provide data to evaluate programs both at the Ranch and after release.</p>	<p>Juvenile Probation Department Adult Probation Department</p>
<p>3.1 Log Cabin Ranch has the potential to be a superior facility for San Francisco and regional juvenile commitments.</p> <p>3.2 The lack of a master plan leaves Log Cabin Ranch in a state of uncertainty and prevents a viable, long-term program.</p>	<p>3. Fund a master plan for Log Cabin Ranch to determine the programmatic and capital requirements for a viable facility.</p>	<p>Mayor Board of Supervisors</p>



Findings	Recommendations	Responses Required
<p>4. Creating partnerships with community organizations, foundations and other jurisdictions to achieve efficiencies, increase programming, and share costs could benefit both San Francisco and the youth residing at Log Cabin Ranch.</p>	<p>4.1 Explore possibilities with community organizations and charitable foundations to further the development of Log Cabin Ranch and Hidden Valley Ranch, with the objective of supporting both high-risk and at-risk youth of San Francisco and their families.</p> <p>4.2 Examine collaboration with regional counties to develop programs to address the needs of high-risk and at-risk youth.</p>	<p>Mayor Board of Supervisors</p> <p>Mayor Board of Supervisors</p>

## Methodology

The committee spoke with many people involved with the juvenile justice system in San Francisco. It interviewed employees of the county who work with incarcerated youth. It attended the meetings of the Juvenile Justice Commission, the Juvenile Probation Commission, and the Juvenile Justice Coordinating Committee. It interviewed staff members of CBOs serving the youth in the system, representatives of the legal community, SFUSD, DCYF and SFPD. The committee also visited Log Cabin Ranch, Glenwood Ranch, and the Youth Guidance Center. In addition, the jury has reviewed numerous websites, annual reports, articles, and media accounts.

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## Endnotes

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# Introduction Form

By a Member of the Board of Supervisors or the Mayor

Time stamp  
or meeting date

I hereby submit the following item for introduction (select only one):

- 1. For reference to Committee.  
An ordinance, resolution, motion, or charter amendment.
- 2. Request for next printed agenda without reference to Committee.
- 3. Request for hearing on a subject matter at Committee.
- 4. Request for letter beginning "Supervisor [ ] inquires"
- 5. City Attorney request.
- 6. Call File No. [ ] from Committee.
- 7. Budget Analyst request (attach written motion).
- 8. Substitute Legislation File No. [ ]
- 9. Request for Closed Session (attach written motion).
- 10. Board to Sit as A Committee of the Whole.
- 11. Question(s) submitted for Mayoral Appearance before the BOS on [ ]

Please check the appropriate boxes. The proposed legislation should be forwarded to the following:

- Small Business Commission     Youth Commission     Ethics Commission
- Planning Commission     Building Inspection Commission

**Note: For the Imperative Agenda (a resolution not on the printed agenda), use a Imperative**

**Sponsor(s):**

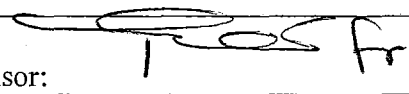
Clerk of the Board

**Subject:**

Hearing - Civil Grand Jury Report - "Log Cabin Ranch: Planning for the Future, A Continuity Report"

**The text is listed below or attached:**

Hearing on the recently published 2012-2013 Civil Grand Jury report entitled "Log Cabin Ranch: Planning for the Future, A Continuity Report."

Signature of Sponsoring Supervisor: 

For Clerk's Use Only: