File No.	180367	
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Committee Item	No	
Board Item No.	55	

### **COMMITTEE/BOARD OF SUPERVISORS**

Committee:	Date:		
Board of Supervisors Meeting	Date: April 17, 2018		
Cmte Board			
☐ Motion			
Resolution			
☐ Ordinance			
Legislative Digest			
Budget and Legislative A			
Youth Commission Repo	ort ·		
Introduction Form			
Department/Agency Cove	er Letter and/or Report		
MOU Grant Information Form			
Grant Information Form			
Subcontract Budget			
Contract/Agreement			
Form 126 – Ethics Comm	nission		
Award Letter			
Application			
Public Correspondence			
OTHER			
Senate Bill No. 1045			
Seriate Bill 140, 1043			
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Prepared by: Jocelyn Wong	2145 Date: April 12, 2018		

Print Form

## **Introduction Form**

By a Member of the Board of Supervisors or the Mayor

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2018 API	10 PM 3: 33

I hereby submit the following item for introduction	(select only one):	3 Y	or meeting date
☐ 1. For reference to Committee. (An Ordinand	ce, Resolution, Motion, or Chart	ter Amendme	ent)
<ul><li>✓ 2. Request for next printed agenda Without I</li></ul>	Reference to Committee.	. 1 13 1	haber a mahadi dipertit
3. Request for hearing on a subject matter at	Committee.		
4. Request for letter beginning "Supervisor			inquires"
5. City Attorney request.		<u></u>	
☐ 6. Call File No. fi	rom Committee.		
7. Budget Analyst request (attach written mo	otion).		•
8. Substitute Legislation File No.			
9. Reactivate File No.			
☐ 10. Question(s) submitted for Mayoral Appea	rance before the BOS on		
☐ Planning Commissio  Note: For the Imperative Agenda (a resolution no  Sponsor(s):	• •		
President London N. Breed			•
Subject:			
Supporting SB 1045 (Wiener, Stern) - Conservators	hip: Chronic Homelessness and	Substance Ab	ouse Disorders
The text is listed below or attached:			
Resolution Supporting Senate Bill 1045, authored by mental health conservatorship law to include individ debilitating mental illness, severe drug addiction, rejemergency medical services.	luals suffering from chronic hom	nelessness wh	nen accompanied by
Signature of Sponsoring	Supervisor:	1	rel
For Clerk's Use Only:			Į.

[Supporting California State Senate Bill 1045 (Wiener, Stern) - Conservatorship: Chronic Homelessness and Substance Abuse Disorders]

Resolution supporting California State Senate Bill 1045, authored by Senators Scott Wiener and Henry Stern, expanding California's mental health conservatorship law to include individuals suffering from chronic homelessness when accompanied by debilitating mental illness, severe drug addiction, repeated psychiatric commitments, or excessively frequent use of emergency medical services.

WHEREAS, Many individuals in San Francisco are struggling with severe mental health challenges, and research shows rates of mental illness are elevated among vulnerable populations, including people experiencing homelessness; and

WHEREAS, According to the 2017 Homeless Count and Survey Comprehensive Report ("Report"), San Francisco has approximately 7,499 homeless individuals, 3,840 of which are unsheltered living in tents in our parks and on our streets; and

WHEREAS, Approximately 31 percent of San Francisco's homeless population is chronically homeless. Chronic homelessness is defined as individuals who have experienced homelessness for a year or longer or who have experienced at least four episodes of homelessness in the last three years, and also have a condition that prevents them from maintaining work or housing; and

WHEREAS, According to the Report, more than two-thirds of San Francisco's homeless population reported one or more health conditions, 41 percent reported struggling with drug and alcohol abuse, and 39 percent reported suffering from a psychiatric or emotional condition; and

WHEREAS, These same health conditions are even more acute for San Francisco's chronically homeless population; 65 percent of individuals who are chronically homeless

Supervisor Breed
BOARD OF SUPERVISORS

reported struggling with drug and alcohol abuse, 63 percent reported suffering from a psychiatric or emotional condition, and 45 percent reported Post-Traumatic Stress Disorder; and

WHEREAS, Many homeless individuals grapple with a confluence of mental health, medical, and substance abuse issues, with the most at-risk subset of the population (approximately 338 individuals according to health data in 2016) accessing the most emergency services; and

WHEREAS, In 2016 San Francisco's Department of Public Health provided medical, mental health, or substance abuse services to 9,975 homeless individuals, 75 percent of whom used emergency health services at a cost to the City of more than \$150,000,000; and

WHEREAS, Chronically homeless individuals are one of the most vulnerable populations on our streets with a mortality rate four to nine times higher than the general population; and

WHEREAS, California has two conservatorship programs: those allowed the Lanterman-Petris-Short (LPS) Act, which are designed for individuals unable to care for themselves due to debilitating mental illness, and those permitted pursuant to the Probate Code designed for individuals unable to care for themselves due to physical health issues, cognitive impairment, or elder abuse; and

WHEREAS, Existing state conservatorship laws are limited, and in many cases, excludes those who are chronically homeless and have severe mental illness or drug addiction, and is therefore unable to assist San Francisco in fully addressing the needs of many chronically homeless individuals who are suffering on our streets; and

WHEREAS, The San Francisco Public Conservator provides mental health conservatorship services for residents who are gravely disabled due to mental illness, and who have been found by the Court to be unable or unwilling to accept voluntary treatment; and

WHEREAS, Chronically homeless individuals grappling with severe mental illness and/or a debilitating drug addiction are often difficult to treat with the existing short-term psychiatric programs and outpatient drug treatments available outside of conservatorship; these individuals often cycle in and out of treatment and have difficulty maintaining stable housing; and

WHEREAS, There currently is no avenue to conserve individuals in a supportive housing environment which provides wraparound services; and

WHEREAS, The existing status quo is not adequately serving our most vulnerable population in San Francisco, including those who are chronically homeless and suffering from grave mental health challenges and substance abuse issues; and

WHEREAS, It is not compassionate to allow individuals to suffer on our streets with severe mental health and substance abuse issues, and as a city, we must treat all individuals who are grappling with these issues with compassion and dignity while also helping them get healthy, housed, and stabilized for the long-term; and

WHEREAS, In recognition that greater flexibility is needed for local governments to provide adequate support for chronically homeless individuals; and

WHEREAS, California Senate Bill 1045 (SB 1045) sponsored by Senators Scott Wiener and Henry Stern, creates a new type of conservatorship that focuses on providing housing with wraparound services to the most vulnerable individuals living on the streets; and

WHEREAS, Under SB 1045, in order to be considered for conservatorship, an individual must be chronically homeless, suffering from serious mental illness or substance use disorder such that those co-occurring conditions have resulted in that individual frequently visiting the emergency room, being frequently detained by police under a 5150, or frequently held for psychiatric evaluation and treatment; and

WHEREAS, SB 1045 would give the San Francisco Public Conservator greater ability to conserve individuals who cannot care for themselves and meet these criteria and provide them long-term care and treatment in supportive housing with wraparound services for up to one year; now, therefore be it

RESOLVED, That the Board of Supervisors for the City and County of San Francisco hereby supports and urges the California State Legislature to pass and the Governor to sign SB 1045; and be it

FURTHER RESOLVED, That the San Francisco Board of Supervisors hereby directs the Clerk of the Board to send a copy of this Resolution to the Governor of California, the California State Senate, and the California State Assembly.

# AMENDED IN SENATE APRIL 9, 2018 AMENDED IN SENATE MARCH 13, 2018

#### SENATE BILL

No. 1045

Introduced by Senators Wiener and Stern (Coauthors: Senators Allen and Bradford)

(Coauthor: Assembly Member Chen)

February 8, 2018

An act to add Chapter 5 (commencing with Section 5450) to, and to add Article 7 (commencing with Section 5555) to Chapter 6.2 (commencing with Section 5555) of, Part 1 of Division 5 of the Welfare and Institutions Code, relating to conservatorship.

#### LEGISLATIVE COUNSEL'S DIGEST

SB 1045, as amended, Wiener. Conservatorship: chronic homelessness: mental illness and substance abuse use disorders.

Existing law establishes a procedure for the appointment of a conservator for a person who is determined to be gravely disabled as a result of a mental health disorder or an impairment by chronic alcoholism for the purpose of providing individualized treatment, supervision, and placement, which may include placement in a medical, psychiatric, nursing, or other state-licensed facility. Under existing law, a professional person in charge of an agency providing comprehensive evaluation or a facility providing intensive treatment for a gravely disabled person may recommend a conservatorship for that person. Existing law requires an officer, including a county public guardian or a county mental health program, to conduct a conservatorship investigation and requires the officer providing conservatorship investigation, when he or she concurs with a recommendation of

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conservatorship, to petition the superior court in the individual's county of residence for a conservatorship.

This bill would establish a procedure procedure, for counties that elect to participate, for the appointment of a conservator for a person who is chronically homeless and incapable of caring for the person's own health and well-being due to-acute and severe mental illness or a severe substance abuse a serious mental illness and substance use disorder, as evidenced by high-frequency emergency department use, high-frequency jail detention due to behavior resulting from the person's severe mental illness or substance abuse serious mental illness and substance use disorder, or frequent placement under a 72-hour involuntary hold because, based on probable cause, the person, as a result of a mental health disorder, is a danger to others, or to himself or herself, or is gravely disabled, for the purpose of providing appropriate placement in supportive housing that provides wraparound services: placement, including a licensed health care or psychiatric facility or community-based residential care setting, in supportive housing that provides wraparound services, as specified.

This bill would require an officer providing conservatorship investigation in the a participating county to conduct a conservatorship investigation upon recommendation of conservatorship by specified individuals and would require the officer, if he or she concurs in the recommendation of conservatorship, to petition the superior court in the person's county of residence for a conservatorship and to provide a written report to the court of his or her investigation prior to the hearing. The bill would authorize the court to appoint the public conservator or the director of a local agency who is tasked with addressing the homeless population in the county of residence of the person to serve as conservator if it is in the best interests of the proposed conservatee. The bill would require the conservator to place his or her conservatee in supportive housing that provides wraparound services and would grant the conservator the right, if specified in the court order, to require his or her conservatee to be at the conservatee's housing location each night, an appropriate placement, including a licensed health care or psychiatric facility or community-based residential care setting, in supportive housing that provides wraparound services, as specified.

This bill would require a conservatorship initiated under these provisions to automatically terminate one year after the appointment of the conservator by the superior court, but would authorize the —3— SB 1045

conservator, if upon the termination of an initial or a succeeding period of conservatorship the conservator determines that conservatorship is still required, to petition the superior court for his or her reappointment as conservator for a succeeding one-year period.

This bill would authorize the Judicial Council to adopt rules, forms, and standards necessary to implement these provisions.

This bill would require each county that elects to participate to establish a working group, comprised of representatives of local agencies and disability rights groups, to conduct an evaluation of the effectiveness of the implementation of the conservatorship provisions described above in addressing the needs of chronically homeless persons with serious mental illness-or substance abuse and substance use disorders. The bill would require each working group to prepare and submit a report to the Legislature on its findings and recommendations no later than January 1, 2020.

By creating new duties for counties relating to the above-described conservatorship procedures and working group, this bill would impose a state-mandated local program.

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to the statutory provisions noted above.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes no.

The people of the State of California do enact as follows:

SECTION 1. Chapter 5 (commencing with Section 5450) is added to Part 1 of Division 5 of the Welfare and Institutions Code, to read:

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Chapter 5. Housing Conservatorship for Chronically Homeless Persons with Acute and Severe Serious Mental Illness or Severe And Substance Abuse Use Disorders

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9 5450. A In a county that elects to implement this chapter, a conservator of the person may be appointed for a person who is

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1 chronically homeless and incapable of caring for the person's own 2 health and well-being due to acute and severe mental illness or a severe substance abuse serious mental illness and substance use 4 disorder, as evidenced by high-frequency emergency department 5 use, high-frequency jail detention due to behavior resulting from 6 the person's-severe serious mental illness-or and substance-abuse use disorder, or frequent detention for evaluation and treatment pursuant to Section 5150. The procedure for establishing, 9 administering, and terminating a conservatorship under this chapter 10 shall be the same as provided for in Division 4 (commencing with 11 Section 1400) of the Probate Code, except as follows:

- (a) The court may appoint the public conservator or the director of a local agency who is tasked with addressing the homeless population in the county of residence of the person to serve as conservator if it is in the best interests of the proposed conservatee.
- (b) (1) The person for whom conservatorship is sought shall have the right to demand a court or jury trial on the issue of whether the person meets the criteria for the appointment of a conservator of the person under this chapter. Demand for court or jury trial shall be made within five days following the hearing on the conservatorship petition. If the proposed conservatee demands a court or jury trial before the date of the hearing as provided for in Section 5465, the demand shall constitute a waiver of the hearing.
- (2) Court or jury trial shall commence within 10 days of the date of the demand, except that the court shall continue the trial date for a period not to exceed 15 days upon the request of counsel for the proposed conservatee.
- (3) This right shall also apply in subsequent proceedings to reestablish conservatorship.
- (c) Conservatorship investigation shall be conducted pursuant to this part and shall not be subject to Section 1826 of, or Chapter 2 (commencing with Section 1850) of Part 3 of Division 4 of, the Probate Code.
- 34 (d) Notice of proceedings under this chapter shall be given to 35 a guardian or conservator of the person or estate of the proposed 36 conservatee appointed under the Probate Code. 37
  - (e) As otherwise provided for in this chapter.
- 5451. For purposes of this chapter, the following definitions 38 39 apply:

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(a) "Chronically homeless" shall have the same meaning as that term is defined in Section 578.3 of Title 24 of the Code of Federal Regulations.

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(b) "Frequent detention for evaluation and treatment" means four or more detentions for evaluation and treatment in the preceding 12 months.

(c) "High-frequency emergency department use" means five or more monthly individual patient visits to an emergency department.

(d) "High-frequency jail detention" means five or more monthly 10 bookings, detentions, or other processing of the person into a jail.

(e) "Homeless" shall have the same meaning as that term is defined in Section 578.3 of Title 24 of the Code of Federal. Regulations.

5452. The purpose of conservatorship under this chapter is to provide appropriate placement, including supportive community housing, a licensed health care or psychiatric-facility, facility or community-based residential care settings, in supportive community housing that provides wraparound services, such as on-site physical and behavioral health services, for a person who is chronically homeless and incapable of caring for the person's own health and well-being due to acute and severe mental illness or a severe substance abuse a serious mental illness and substance use disorder, as evidenced by high-frequency emergency department use, high-frequency jail detention due to behavior resulting from the person's severe mental illness or substance abuse serious mental illness and substance use disorder, or frequent detention for evaluation and treatment pursuant to Section 5150.

5453. In each a participating county or participating counties acting jointly under the provisions of Article 1 (commencing with Section 6500) of Chapter 5 of Division 7 of Title 1 of the Government Code, the governing board shall designate the agency or agencies to provide conservatorship investigation as set forth in this chapter. The governing board may designate that conservatorship services be provided by the public guardian or agency providing public guardian services.

5454. (a) (1) The professional person in charge of a hospital facility providing emergency services may recommend conservatorship to the officer providing conservatorship investigation in the county of residence of the person if the professional person in charge of the hospital facility determines SB 1045 — 6—

that a person in the professional's care is chronically homeless and incapable of caring for the person's own health and well-being due to acute and severe mental illness or a severe substance abuse a serious mental illness and substance use disorder, as evidenced by high-frequency emergency department use, high-frequency jail detention due to behavior resulting from the person's severe mental illness or substance abuse serious mental illness and substance use disorder, or frequent detention for evaluation and treatment pursuant to Section 5150.

- (2) The county sheriff may recommend conservatorship to the officer providing conservatorship investigation in the county of residence of the person if the sheriff determines that a person detained in a jail is chronically homeless and incapable of caring for the person's own health and well-being due to acute and severe mental illness or a severe substance abuse a serious mental illness and substance use disorder, as evidenced by high-frequency emergency department use, high-frequency jail detention due to behavior resulting from the person's severe mental illness or substance abuse serious mental illness and substance use disorder, or frequent detention for evaluation and treatment pursuant to Section 5150.
- (3) The director of a county mental health department or county department of public social services may recommend conservatorship to the officer providing conservatorship investigation in the county of residence of the person if the director determines that a person is chronically homeless and incapable of caring for the person's own health and well-being due to acute and severe a serious mental illness or a severe substance abuse and substance use disorder, as evidenced by high-frequency emergency department use, high-frequency jail detention due to behavior resulting from the person's severe mental illness or substance abuse serious mental illness and substance use disorder, or frequent detention for evaluation and treatment pursuant to Section 5150.
- (4) The professional person in charge of an agency providing comprehensive evaluation or a facility providing intensive treatment may recommend conservatorship to the officer providing conservatorship investigation in the county of residence of the person if the professional person in charge of the agency providing comprehensive evaluation or the facility providing intensive treatment determines that a person in the professional's care is

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chronically homeless and incapable of caring for the person's own health and well-being due to acute and severe mental illness or a severe substance abuse a serious mental illness and substance use disorder, as evidenced by high-frequency emergency department use, high-frequency jail detention due to behavior resulting from the person's severe mental illness or substance abuse serious mental illness and substance use disorder, or frequent detention for evaluation and treatment pursuant to Section 5150.

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(b) If the officer providing conservatorship investigation concurs with the recommendation, the officer shall petition the superior court in the county of residence of the person to establish conservatorship.

5455. (a) The officer providing conservatorship investigation shall investigate all available alternatives to conservatorship and shall recommend conservatorship to the court only if no suitable alternatives are available. This officer shall render to the court a written report of investigation prior to the hearing. The report to the court shall be comprehensive and shall contain all relevant aspects of the person's medical, psychological, financial, family, vocational, and social condition, and information obtained from the person's family members, close friends, social worker, or principal therapist. The report shall also contain all available information concerning the person's real and personal property. The facilities providing medical treatment, or intensive treatment or comprehensive evaluation, the sheriff, and the director of the county mental health department or the county department of public social services shall disclose any records or information that may facilitate the investigation. If the officer providing conservatorship investigation recommends against conservatorship, he or she shall set forth all alternatives available. A copy of the report shall be transmitted to the individual who originally recommended conservatorship, to the person or agency, if any, recommended to serve as conservator, and to the person recommended for conservatorship. When confidentiality and client privacy laws permit, a copy of the report shall be transmitted to the individual who originally recommended conservatorship, and the information shared shall be compliant with state and federal laws governing protected health information. The court may receive the report in evidence and may read and consider the contents of the report in rendering its judgment.

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(b) The report of the officer providing conservatorship investigation shall contain the officer's recommendations concerning the powers to be granted to, and the duties to be imposed upon, the conservator, the legal disabilities to be imposed upon the conservatee, and the proper placement for the conservatee pursuant to Section 5458. The report to the court shall also contain an agreement signed by the person or agency recommended to serve as conservator certifying that the person or agency is able and willing to serve as conservator.

5456. Except as otherwise provided in this chapter, the person recommended to serve as conservator shall promptly notify the officer providing conservatorship investigation whether the person recommended to serve as conservator will accept the position if appointed. If notified that the person or agency recommended will not accept the position if appointed, the officer providing conservatorship investigation shall promptly recommend another person to serve as conservator.

5457. (a) If the conservatorship investigation results in a recommendation for conservatorship, the recommendation shall designate the most suitable local agency or county officer, or employee designated by the county to serve as conservator. A person or agency shall not be designated as conservator whose interests, activities, obligations, or responsibilities are such as to compromise the person's or agency's ability to represent and safeguard the interests of the conservatee.

(b) If a public guardian is appointed conservator, the public guardian's official bond and oath as public guardian are in lieu of the conservator's bond and oath on the grant of letters of conservatorship. A bond shall not be required of any other public officer or employee appointed to serve as conservator.

5458. When ordered by the court after the hearing required by this chapter, a conservator appointed pursuant to this chapter shall place the conservator's conservatee in supportive housing that provides wraparound services. A conservator shall have the right, if specified in the court order, to require the conservatee to be at the conservatee's housing location each night. provide appropriate placement for the conservatee, including a licensed health care or psychiatric facility or community-based residential care setting, in supportive housing that provides wraparound services, such as onsite physical and behavioral health services.

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5459. A conservator or public guardian appointed pursuant to this chapter shall not be held civilly or <u>criminal</u> criminally liable for any action by a conservatee.

- 5460. (a) At any time, a conservatee or any person on the conservatee's behalf with the consent of the conservatee or the conservatee's counsel, may petition the court for a hearing to contest the powers granted to the conservator under Section 5458. However, after the filing of the first petition for hearing pursuant to this section, no further petition for rehearing shall be submitted for a period of six months.
- (b) A request for hearing pursuant to this section shall not affect the right of a conservatee to petition the court for a rehearing as to his or her status as a conservatee pursuant to Section 5464. A hearing pursuant to this section shall not include trial by jury.
- 5461. (a) Conservatorship initiated pursuant to this chapter shall automatically terminate one year after the appointment of the conservator by the superior court. If upon the termination of an initial or a succeeding period of conservatorship the conservator determines that conservatorship is still required, the conservator may petition the superior court for the conservator's reappointment as conservator for a succeeding one-year period.
- (b) Any supportive housing program in which a conservatee is placed shall release the conservatee at the conservatee's request when the conservatorship terminates. A petition for reappointment filed by the conservator or a petition for appointment filed by a public guardian *or public conservator* shall be transmitted to the supportive housing program at least 30 days before the automatic termination date. The program may detain hold the conservatee after the end of the termination date only if the conservatorship proceedings have not been completed and the court orders the conservatee to be held until the proceedings have been completed.
- 5462. (a) The clerk of the superior court shall notify each conservator, the conservatee, the person in charge of the supportive housing program in which the conservatee receives services, and the conservatee's attorney, at least 60 days before the termination of the one-year period. Notification shall be given in person or by first-class mail.
- (b) Subject to a request for a court hearing or jury trial, the judge may, on the judge's own motion, accept or reject the conservator's petition.

- (c) If the conservator does not petition to reestablish conservatorship at or before the termination of the one-year period, the court shall issue a decree terminating conservatorship. The decree shall be sent to the conservator and the conservatee by first-class mail.
- (d) The Judicial Council may adopt rules, forms, and standards necessary to implement this chapter.
- 5463. In the event the conservator continues in good faith to act within the powers granted to the conservator in the original decree of conservatorship beyond the one-year period, the conservator may petition for and shall be granted a decree ratifying the conservator's acts as conservator beyond the one-year period. The decree shall provide for a retroactive appointment of the conservator to provide continuity of authority in those cases where the conservator did not apply in time for reappointment.
- 5464. (a) At any time, the conservatee may petition the superior court for a rehearing as to the conservatee's status as a conservatee. However, after the filing of the first petition for rehearing pursuant to this section, no further petition for rehearing shall be submitted for a period of six months. 30 days.
- (b) If a conservatee appeals a court's decision to establish a conservatorship, the conservatorship shall continue unless execution of judgment is stayed by the appellate court.
- 5465. A hearing shall be held on all petitions under this chapter within 30 days of the date of the petition. The court shall appoint the public defender or other attorney for the conservatee or proposed conservatee within five days after the date of the petition.
- SEC. 2. Article 7 (commencing with Section 5555) is added to Chapter 6.2 of Part 1 of Division 5 of the Welfare and Institutions Code, to read:

#### Article 7. Housing Conservatorship Working Group

5555. (a) Each county-shall that elects to implement this article may establish a working group to conduct an evaluation of the effectiveness of the implementation of Chapter 5 (commencing with Section 5450) in addressing the needs of chronically homeless persons with serious mental illness—or substance abuse and substance use disorders in the county. The working group shall be comprised of representatives of disability rights advocacy groups,

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the county mental health department, the county health department, the county-welfare social services department, law enforcement, staff from hospitals located in the county, and, if one exists, the county department of housing and homeless services.

 (b) Each working group shall prepare and submit a report to the Legislature on its findings and recommendations regarding the implementation of Chapter 5 (commencing with Section 5450). The report shall be submitted to the Legislature no later than January 1, 2020, in compliance with Section 9795 of the Government Code, Pursuant to Section 10231.5 of the Government Code, the reporting requirement imposed under this subdivision shall become inoperative on January 1, 2024.

SEC. 3. If the Commission on State Mandates determines that this act contains costs mandated by the state, reimbursement to local agencies and school districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 2 of the Government Code.

O