

File No. 130608

Committee Item No. 3

Board Item No. \_\_\_\_\_

# COMMITTEE/BOARD OF SUPERVISORS

## AGENDA PACKET CONTENTS LIST

Committee: Government Audit and Oversight Date September 26, 2013

Board of Supervisors Meeting Date \_\_\_\_\_

### Cmte Board

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### OTHER (Use back side if additional space is needed)

- CONSOLIDATED RESPONSE FROM WADSWORTH'S OFFICE
- MEMO FROM WADSWORTH'S OFFICE TO BOARD MEMBERS
- \_\_\_\_\_
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Completed by: Erica Dayrit Date September 20, 2013

Completed by: \_\_\_\_\_ Date \_\_\_\_\_

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

3 **Resolution responding to the Presiding Judge of the Superior Court on the findings**  
4 **and recommendations contained in the 2012-2013 Civil Grand Jury Report entitled "Log**  
5 **Cabin Ranch: Planning for the Future, A Continuity Report" and urging the Mayor to**  
6 **cause the implementation of accepted findings and recommendations through his**  
7 **department heads and through the development of the annual budget.**

8  
9 WHEREAS, Under California Penal Code Section 933 et seq., the Board of  
10 Supervisors must respond, within 90 days of receipt, to the Presiding Judge of the Superior  
11 Court on the findings and recommendations contained in Civil Grand Jury Reports; and

12 WHEREAS, In accordance with Penal Code Section 933.05(c), if a finding or  
13 recommendation of the Civil Grand Jury addresses budgetary or personnel matters of a  
14 county agency or a department headed by an elected officer, the agency or department head  
15 and the Board of Supervisors shall respond if requested by the Civil Grand Jury, but the  
16 response of the Board of Supervisors shall address only budgetary or personnel matters over  
17 which it has some decision making authority; and

18 WHEREAS, The 2012-2013 Civil Grand Jury Report entitled "Log Cabin Ranch:  
19 Planning for The Future, A Continuity Report" is on file with the Clerk of the Board of  
20 Supervisors in File No. 130608, which is hereby declared to be a part of this resolution as if  
21 set forth fully herein; and

22 WHEREAS, The Civil Grand Jury has requested that the Board of Supervisors respond  
23 to Finding Nos. 3.1, 3.2, and 4 as well as Recommendations 3, 4.1, and 4.2 contained in the  
24 subject Civil Grand Jury report; and

1 WHEREAS, Finding No. 3.1 states: "Log Cabin Ranch has the potential to be a  
2 superior facility for San Francisco and regional juvenile commitments;" and

3 WHEREAS, Finding No. 3.2 states: "The lack of a master plan leaves Log Cabin Ranch  
4 in a state of uncertainty and prevents a viable, long-term program;" and

5 WHEREAS, Finding No. 4 states: "Creating partnerships with community organizations,  
6 foundations, and other jurisdictions to achieve efficiencies, increase programming, and share  
7 costs could benefit both San Francisco and the youth residing at Log Cabin Ranch;" and

8 WHEREAS, the Recommendation No. 3 states: "Fund a master plan for Log Cabin  
9 Ranch to determine the programmatic and capital requirements for a viable facility;" and

10 WHEREAS, the Recommendation No. 4.1 states: "Explore possibilities with community  
11 organizations and charitable foundations to further the development of Log Cabin Ranch and  
12 Hidden Valley Ranch, with the objective of supporting both high-risk and at-risk youth of San  
13 Francisco and their families;" and

14 WHEREAS, the Recommendation No. 4.2 states: "Examine Collaboration with regional  
15 counties to develop programs to address the needs of high-risk and at-risk youth;" and

16 WHEREAS, in accordance with Penal Code Section 933.05(c), the Board of  
17 Supervisors must respond, within 90 days of receipt, to the Presiding Judge of the Superior  
18 Court on Finding Nos. 3.1, 3.2, and 4 as well as Recommendations 3 and 4 contained in the  
19 subject Civil Grand Jury report; now, therefore, be it

20 RESOLVED, That the Board of Supervisors reports to the Presiding Judge of the  
21 Superior Court that \_\_\_\_\_ with Finding 3.1 for reasons as follows: \_\_\_\_\_; and, be it

22 FURTHER RESOLVED, That the Board of Supervisors reports to the Presiding Judge  
23 of the Superior Court that \_\_\_\_\_ with Finding 3.2 for reasons as follows: \_\_\_\_\_; and, be  
24 it

1 FURTHER RESOLVED, That the Board of Supervisors reports that \_\_\_\_\_ with  
2 Finding 4 for reasons as follows: \_\_\_\_\_; and, be it

3 FURTHER RESOLVED, That the Board of Supervisors reports that \_\_\_\_\_  
4 Recommendation 3 for reasons as follows: \_\_\_\_\_; and, be it

5 FURTHER RESOLVED, That the Board of Supervisors reports that \_\_\_\_\_  
6 Recommendation 4.1 for reasons as follows: \_\_\_\_\_; and, be it

7 FURTHER RESOLVED, That the Board of Supervisors reports that \_\_\_\_\_  
8 Recommendation 4.2 for reasons as follows: \_\_\_\_\_; and, be it

9 FURTHER RESOLVED, That the Board of Supervisors urges the Mayor to cause the  
10 implementation of accepted findings and the recommendation through his/her department  
11 heads and through the development of the annual budget.

OFFICE OF THE MAYOR  
SAN FRANCISCO



EDWIN M. LEE  
MAYOR

RECEIVED 8/30/2013  
VIA EMAIL

(130608)

August 30, 2013

The Honorable Cynthia Ming-mei Lee  
Presiding Judge  
Superior Court of California, County of San Francisco  
400 McAllister Street  
San Francisco, CA 94102

Dear Judge Lee:

The following is provided in response to the 2012-2013 Civil Grand Jury report, "*Log Cabin Ranch: Planning for the Future*".

We appreciate the Civil Grand Jury's continuing interest in the success of the Log Cabin Ranch facility and the young men assigned to the complex. The Juvenile Probation Department is committed to the rehabilitation of all juveniles assigned to their care. Additionally, the District Attorney, Public Defender, DCYF, and Adult Probation stand ready to help and serve the juveniles who come into contact with the City's public protection system.

Thank you for the opportunity to comment on this report and for all of your interest in this complex topic.

**The Mayor's Office, Juvenile Probation, District Attorney, Public Defender, Department of Children, Youth and Families, and Adult Probation consolidated response to the Civil Grand Jury's findings is as follows:**

**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.

**Response**

*Agree.*

**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.

**Response**

*Agree.*

**Finding 3.1**

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

**Response**

*Agree.*

**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.

**Response**

*Agree in part and disagree in part.* A needs assessment to identify the needs of San Francisco youth was determined to be an important precursor to the Log Cabin master plan. The needs assessment was funded in the Juvenile Probation Department's (JPD) FY 2012-13 budget and is scheduled to be completed in September 2013. The completed needs assessment will inform the development of the master plan, which has been funded in the FY 2014-15 budget.

**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.

**Response**

*Agree.*

**The Mayor's Office, Juvenile Probation, District Attorney, Public Defender, Department of Children, Youth and Families, and Adult Probation consolidated response to the Civil Grand Jury's recommendations is as follows:**

**Recommendation 1.1**

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

**Response**

*Recommendation already implemented and ongoing.* The Juvenile Probation Department continues to enhance programs and services to assist youthful offenders at Log Cabin Ranch. Recent examples include increasing the presence of mental health professionals during nightly groups and adding Aggression Replacement Training sessions facilitated by therapists trained and certified in this modality. Of particular note, the Department has expanded its Juvenile Collaborative Reentry Unit to include all Log Cabin Youth graduating the program and returning to their homes and community. This represents a significant increase in aftercare planning and services that includes participation by juvenile probation officers, mental health professionals, occupational therapists, and the School District. In some cases, the level of educational and therapeutic services offered at LCR may approximate those offered by other placements with the added benefit of involving families in therapy, youth case reviews and other services that take advantage of a resident's proximity to his parents and extended family members.

Further, LCR Administration is engaged in an on-going effort to inform judges, public defenders, the private bar, probation officers, prosecutors and other members of the legal and helping community with respect to the programs and services available at the Ranch. A number of representatives from these groups have recently toured the facility and those invitations will continue to be extended to both our internal and external partners in the juvenile justice community.

### **Recommendation 1.2**

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

#### **Response**

*Recommendation already implemented and ongoing.* Efforts to expand educational programming include the addition of a part time college preparation instructor to assist in on-line coursework through City College of San Francisco. The School District has added a third classroom teacher for the summer school program allowing for closer teacher/student ratios and more individualized instruction, including special education.

Log Cabin Ranch continues to refine its on-site partnership with the San Francisco Conservation Corps. A forklift certification program has been implemented for age-appropriate residents, and a more seamless application, interview, and acceptance process instituted for residents eligible to continue their Corps experience following release as a paid participant.

The community-based agency Young Community Developers is scheduled to begin a series of workshops on work and life skills for residents at Log Cabin Ranch (LCR). The series will focus on developing effective communication skills, conflict resolution, problem solving, and effective working relationships with others. Youth will also participate in sessions that focus on résumé writing and other skills necessary for success in the workplace.

### **Recommendation 1.3**

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

#### **Response**

*Recommendation already implemented.* As indicated in response to Recommendation 1.2, Young Community Developers will launch skills development workshops at LCR this fall. The Department will continue to engage DCYF to identify community-based organizations that can provide additional programs and services at LCR.

In Addition, the Juvenile Probation Department has allocated funding and entered into an agreement with the Department of Public Health to implement substance abuse treatment services at Log Cabin Ranch. Working closely with the LCR therapists, a full time drug and alcohol abuse counselor will assess, evaluate and provide both individual and group substance abuse counseling to residents at LCR.

Further, masters-level therapists from Special Programs for Youth (SPY) are now co-facilitating Aggression Replacement and Moral Reasoning groups with LCR staff two nights a week. Therapists are meeting with family members who visit residents during weekends. In addition, these practitioners have instituted "trauma-focused Cognitive Behavioral therapy (TF-CBT)" in order to address issues

associated with post-traumatic stress disorder, which has been identified as a significant factor with many youths involved in the juvenile justice system.

**Recommendation 1.4:**

Enhance training for all Ranch staff.

**Response**

*Recommendation already implemented.* During the past year, LCR staff has received training in Aggression Replacement Training, which has enabled them to act as co-facilitators with therapists assigned to the Ranch through a contract with the Department of Public Health.

Additionally, the staff at Log Cabin Ranch have recently received comprehensive training on the applicability of the federal Prison Rape Elimination Act (PREA) as part of a Department-wide effort to further ensure that the youth served are afforded the maximum level of protection against sexual abuse and sexual harassment.

During the current fiscal year, the Department plans to launch a course for all LCR staff and agency partners on the philosophy, tenets and practical application of the Missouri Model of Correctional Intervention. This will serve as a refresher for most staff and a more comprehensive overview and orientation for those Probation Department and agency partners newly introduced to the model.

In partnership with the Health Department's Special Programs for Youth (SPY) clinicians, staff will be provided with training sessions in the psychopharmacology of psychotropic medication and the impact on behavioral adjustment.

With the implementation of a drug treatment specific intervention at Log Cabin Ranch, staff will receive training on risk factors, signs and symptoms and other elements critical to fostering an increased awareness of substance use and abuse to further enhance the overall approach to prevention and intervention with residents.

**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.

**Response**

*Recommendation partially implemented.* The Juvenile Probation Department has identified funds and selected a vendor to develop a comprehensive electronic case management system. A key feature of the system's design is to capture and eventually support the department's capacity to analyze outcome data related to the types of programs and services each resident of Log Cabin Ranch receives both during his stay at the facility as well as those provided following release. The efficacy of these services will be evaluated in conjunction with the Department's recent expansion of the Reentry Unit to include all youth transitioning to their homes and communities from placement at Log Cabin Ranch. Discussion with the Adult Probation Department will focus on data sharing and other collaborative strategies to address potential adult system recidivism. The APD is also embarking on a similar technology initiative with the same case management system vendor, Homeland Justice Systems; coordination and



Consolidated Response to the Civil Grand Jury  
August 30, 2013

collaboration across departments will provide an opportunity to create technical and operational linkages for more effective and efficient tracking of youthful offenders who transition into the criminal court system following release from LCR.

**Recommendation 3**

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

**Response**

*Recommendation partially implemented.* 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 assessment is due for completion in September 2013. The completed needs assessment will inform the development of the master plan, which has been funded in the FY 2014-15 budget.

**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.

**Response**

*Recommendation already implemented.* The department has discussed this issue with the Juvenile Probation Commission and an adhoc subcommittee will be developed later this fall, to work directly with the department to identify and further develop additional partnerships with community organizations, charitable foundations and others interested in supporting the mission of the Juvenile Probation Department.

**Recommendation 4.2**

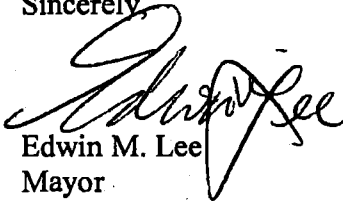
Examine collaboration with regional counties to develop programs to address the needs of high-risk and at-risk youth.

**Response**

*Recommendation requires further analysis.* 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. These discussions stalled as the focus shifted to joint funding strategies. Given the new leadership in each of the three counties, an opportunity exists to renew the conversations.

Thank you again for the opportunity to comment on this Civil Grand Jury report.

Sincerely,



Edwin M. Lee  
Mayor

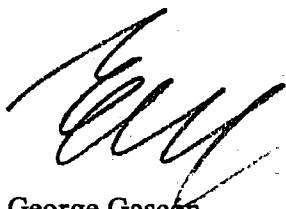
Consolidated Response to the Civil Grand Jury  
August 30, 2013



Allen Nance  
Chief Probation Officer  
Juvenile Probation Department



Wendy Still  
Chief Adult Probation Officer  
Adult Probation Department

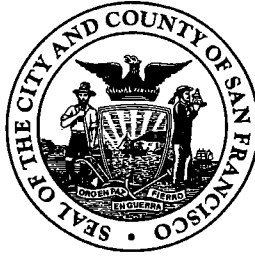


George Gascon  
District Attorney



Maria Su  
Director  
Department of Children, Youth, and their Families

BOARD of SUPERVISORS



City Hall  
Dr. Carlton B. Goodlett Place, Room 244  
San Francisco 94102-4689  
Tel. No. 554-5184  
Fax No. 554-5163  
TDD/TTY No. 544-5227

DATE: June 26, 2013

TO: Members of the Board of Supervisors

FROM: Angela Calvillo, Clerk of the Board *Madeleine Scavoli*

SUBJECT: 2012-2013 Civil Grand Jury Report

We are in receipt of the San Francisco Civil Grand Jury report released Wednesday, June 26, 2013, entitled: **Log Cabin Ranch: Planning for The Future, A Continuity Report.** (Attached)

Pursuant to California Penal Code, Sections 933 and 933.05, the Board must:

1. Respond to the report within 90 days of receipt, or no later than September 30, 2013.
2. For each finding:
  - agree with the finding; or
  - disagree with the finding, wholly or partially, and explain why.
3. For each recommendation indicate:
  - when the recommendation was implemented;
  - when the recommendation will be implemented;
  - that the recommendation requires further analysis; or
  - that the recommendation will not be implemented, and explain why.

Pursuant to Administrative Code, Section 2.10, in coordination with the Committee Chair, the Clerk will schedule a public hearing before the Government Audit and Oversight Committee to allow the Board the necessary time to review and formally respond to the findings and recommendations.

The Office of the Budget and Legislative Analyst will prepare a resolution, outlining the findings and recommendations for the Committee's consideration, to be heard at the same time as the hearing on the report.

Attachment

- c: Honorable Cynthia Ming-mei Lee, Presiding Judge (w/o attachment)  
Martha Mangold, Foreperson, 2012-2013 San Francisco Civil Grand Jury (w/o attachment)  
Mayor's Office  
Ben Rosenfield, Controller  
Jon Givner, Deputy City Attorney (w/o attachment)  
Rick Caldeira, Legislative Deputy  
Debra Newman, Office of the Budget and Legislative Analyst  
Severin Campbell, Office of the Budget and Legislative Analyst



Orig: Leg clerk #4  
: COB, Leg Dep, BOS (directly)  
GAD clerk, cpage

SUPERIOR COURT OF CALIFORNIA  
COUNTY OF SAN FRANCISCO  
CIVIL GRAND JURY



June 24, 2013

Angela Calvillo  
City Hall, 1 Dr. Carlton B. Goodlett Place  
Room 244  
San Francisco, CA 94102

RECEIVED  
BOARD OF SUPERVISORS  
SAN FRANCISCO  
2013 JUN 24 PM 1:21

Dear Ms. Calvillo,

The 2012 – 2013 Civil Grand Jury will release its report entitled, "*Log Cabin Ranch: Planning for The Future, A Continuity Report*," to the public on June 26, 2013. Enclosed is an advance copy of this report. Please note that by order of the Presiding Judge of the Superior Court, Hon. Cynthia Ming-mei Lee, this report is to be kept confidential until the date of release.

California Penal Code §933.5 requires a response to the Presiding Judge no later than September 30, 2013. For each finding in the report, you must either (1) agree with the finding; or (2) disagree with it, wholly or partially, and explain why.

Further, as to each recommendation, your response must either indicate:

- 1) That the recommendation has been implemented, with a summary of how it was implemented;
- 2) That the recommendation has not been, but will be, implemented in the future, with a timeframe for implementation;
- 3) That the recommendation requires further analysis, with an explanation of the scope of that analysis and a timeframe for discussion, not more than six months from the release of the report; or
- 4) That the recommendation will not be implemented because it is not warranted or reasonable, with an explanation. (California Penal Code § 933 and §933.05).

Please provide your response to Presiding Judge Lee at the address below.

Very truly yours,

A handwritten signature in cursive script that reads "Martha M. Mangold".

Martha M. Mangold, Foreperson  
2012 – 2013 Civil Grand Jury

400 McAllister Street, Room 008  
San Francisco, CA 94102-4512  
Phone: 415-551-3605

Handwritten text at the top of the page, possibly a title or header, which is mostly illegible due to fading and blurring.

**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. Garfalo  
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 Commonwealth 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
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.	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.  4.2 Examine collaboration with regional counties to develop programs to address the needs of high-risk and at-risk youth.	Mayor Board of Supervisors    Mayor Board of Supervisors



## 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):**

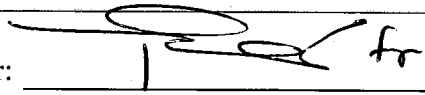
Clerk of the Board

**Subject:**

Board Response - Civil Grand Jury Report - "Log Cabin Ranch: Planning for the Future, a Continuity Report"

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

Resolution responding to the Presiding Judge of the Superior Court on the findings and recommendations contained in the 2012-2013 Civil Grand Jury Report entitled "Log Cabin Ranch: Planning for the Future, a Continuity Report" and urging the Mayor to cause the implementation of accepted findings and recommendations through his department heads and through the development of the annual budget.

Signature of Sponsoring Supervisor: 

For Clerk's Use Only: