25

[Administrative Code - Juvenile Hall Closure]

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3	Ordinance amending the Administrative Code to require the City to close Juvenile Hall
4	by December 31, 2021, expand community-based alternatives to detention, and provide
5	a rehabilitative, non-institutional place <u>or places</u> of detention, in a -location <u>s</u> approved
6	by the Court, to establish a working group for the development of a Juvenile Hall
7	closure plan, and to establish the Youth Justice Reinvestment Fund to support
8	community-based alternatives to detention and also support the working group; and
9	affirming the Planning Department's determination under the California Environmental
10	Quality Act; and making findings of consistency with the General Plan and the eight
11	priority policies of Planning Code, Section 101.1.
12	NOTE: Unchanged Code text and uncodified text are in plain Arial font.
13	Additions to Codes are in <u>single-underline italics Times New Roman font</u> . Deletions to Codes are in <u>strikethrough italics Times New Roman font</u> . Board amendment additions are in <u>double-underlined Arial font</u> .
14	Board amendment additions are in <u>additions</u> . Board amendment deletions are in strikethrough Arial font. Asterisks (* * * *) indicate the omission of unchanged Code
15	subsections or parts of tables.
16	
17	Be it ordained by the People of the City and County of San Francisco:
18	
19	Section 1. Environmental and Land Use Findings.
20	(a) The Planning Department has determined that the actions contemplated in this
21	ordinance comply with the California Environmental Quality Act (California Public Resources
22	Code Sections 21000 et seq.). Said determination is on file with the Clerk of the Board of
23	Supervisors in File No. 190392 and is incorporated herein by reference. The Board affirms
24	this determination.

1	(b) On, the Planning Department determined that the actions
2	contemplated in this ordinance are consistent, on balance, with the City's General Plan and
3	eight priority policies of Planning Code Section 101.1. The Board adopts this determination as
4	its own. A copy of said determination is on file with the Clerk of the Board of Supervisors in
5	File No, and is incorporated herein by reference.
6	
7	Section 2. The Administrative Code is hereby amended by adding Chapter 119,
8	consisting of Sections 119.1 through 119.3, to read as follows:
9	
10	CHAPTER 119: CLOSURE OF JUVENILE HALL
11	
12	SEC. 119.1. DEFINITIONS.
13	"City" means the City and County of San Francisco.
14	"Court" "means the San Francisco Superior Court Juvenile Division.
15	
16	SEC. 119.2. FINDINGS.
17	(a) For nearly two decades, since roughly the advent of the 21st Century, youth crime has
18	steadily declined across the country, including in the City. During this time the City has emerged as a
19	leader in juvenile justice reform - shifting the focus from punishment and incarceration to support and
20	care for young people. The City's reform-minded approach and the decrease in youth crime have
21	contributed to a dramatic decline in the number of youth detained in custody. The City's focus
22	increasingly has been on new and innovative interventions that invest in young people, rather than
23	punishment.
24	(b) The budget for Juvenile Hall does not reflect today's low numbers of detained youth. In
25	fiscal year 2017-2018, the City budgeted \$13,322,254 for Juvenile Hall despite the significantly

1	reduced number of detained youth as compared to earlier years. From 2009 to January 2019, the
2	average annual cost per year for each youth detained in Juvenile Hall has risen 127%, from \$123,400
3	<u>to \$279,500.</u>
4	(c) The detention of young people is not rehabilitative, nor does it effectively address public
5	safety. Detention increases the likelihood of recidivism, future incarceration, and homelessness, and
6	results in lower high school completion rates.
7	(d) The majority of youth detained in Juvenile Hall are not charged with serious offenses. In
8	December 2018, 40 youth were detained at Juvenile Hall - filling only 27% of its beds. Of those 40
9	youth, 30% were detained for a misdemeanor offense, and 50% were detained while waiting for a
10	court-ordered placement.
11	(e) Multiple studies have shown that putting youth behind bars fails to enhance public safety,
12	drives low-level delinquent youth deeper into criminality, and increases the likelihood that they will
13	wind up behind bars again. The Arkansas Division of Youth Services studied youth recidivism and
14	identified detention as the strongest predictor of youth recidivism - more so than family difficulties or
15	gang membership. One recent longitudinal study of 35,000 young offenders found that those who were
16	detained as juveniles were twice as likely to be incarcerated as adults than juveniles who committed
17	similar offenses and came from similar backgrounds but were given an alternative sanction or simply
18	not arrested. Another recent study, from Brown University and MIT, found that detaining young people
19	increases by 23% the likelihood that they will be jailed as adults. The study also found that juvenile
20	detention is the single biggest predictor of future incarceration.
21	(f) The majority of youth in the juvenile justice system nationwide have experienced abuse,
22	neglect, trauma, mental health problems, and family crisis. Youth in the juvenile justice system suffer
23	from serious mental health issues at a rate far greater than the general youth population: 70% as
24	compared to 10-20% of the general youth population. Nearly 90% of youth in the juvenile justice
25	population nationwide have suffered a prior traumatic experience, and 30% of that population meet the

1	criteria for post-traumatic stress disorder. The needs of youth impacted by these issues are better met
2	outside of the punitive framework of the delinquency system.
3	(g) Detention adds more trauma to the lives of already traumatized youth. Detained youth
4	become more isolated and disconnected from their families and their support networks and, when
5	detained while awaiting their disposition hearings, fare far worse at every stage of their case.
6	(h) The detention of youth negatively impacts their cognitive development at what are critical
7	development stages. Healthy psychological development requires: 1) the presence of a parent or
8	parent-like adult who is involved with and concerned about the young person's development; 2) a peer
9	group that values positive behavior and academic success; and 3) opportunities and activities that
10	foster independent decision-making and critical thinking. These core adolescent development
11	requirements cannot be achieved when young people are detained because those detained are: 1)
12	separated from their support networks; 2) grouped together with other youth who have been charged
13	with offenses; and 3) stripped of their autonomy and self-determination.
14	(i) Most youth will age out of crime and should be supported in a positive developmental
15	process. This requires creating strong relationships with caring adults, inclusion in pro-social peer
16	groups and activities, and encouragement to develop their own interests and potential. By expanding
17	our investment in services that are community-based, culturally-relevant, trauma-informed, and
18	developmentally-appropriate, the City will enable youth to make a positive transition into adulthood.
19	(j) For those youth who must be detained, small, non-institutional settings are most effective at
20	rehabilitating and supporting youth. Services provided to youth should be built on strengths and needs
21	identified by their families, should be delivered by community programs, and whenever possible should
22	avoid institutional placements and their attendant costs and harms.
23	
24	SEC. 119.3. CLOSURE OF JUVENILE HALL.

1	By no later than December 31, 2021, the City shall close Juvenile Hall, expand community-
2	based alternatives to detention, and provide a rehabilitative, non-institutional place or places of
3	detention, in a location approved by the Presiding Judge of the Court, that will be available for wards
4	of the Court and persons alleged to come within the jurisdiction of the Court. The Any place of
5	detention shall be a safe and supportive homelike environment, which shall not be deemed to be, nor
6	treated as, a penal institution, and which shall conform to all applicable State and federal regulations.
7	Prior to the closure of Juvenile Hall under this Section 119.3, the Department of Human
8	Resources ("DHR") shall provide notice to unions representing affected employees and
9	conduct and conclude any necessary meet and confer under state and local law:
10	notwithstanding the deadline imposed by this Section, the City may close Juvenile Hall only
11	after DHR submits a written certification to the Clerk of the Board of Supervisors and the
12	Mayor that the City has satisfied applicable meet-and-confer obligations. Additionally,
13	notwithstanding the foregoing, the City may not close Juvenile Hall until the Board of
14	Supervisors has approved by resolution a final plan following the submission of such a plan by
15	the Close Juvenile Hall Working Group as provided in Section 5.40-6(d).
16	
17	
18	Section 3. Chapter 5 of the Administrative Code is hereby amended by adding Article
19	XL, consisting of Sections 5.40-1 through 5.40-7, to read as follows:
20	
21	ARTICLE XL: CLOSE JUVENILE HALL WORKING GROUP
22	
23	SEC. 5.40-1. CLOSE JUVENILE HALL WORKING GROUP.
24	The City hereby establishes the Close Juvenile Hall Working Group.
25	

1	SEC. 5.40-2. DEFINITIONS.
2	"CARC" means the Huckleberry Community Assessment and Resource Center.
3	"City" means the City and County of San Francisco.
4	"Court" means the San Francisco Superior Court Juvenile Division.
5	"Director" means the Director of the Human Rights Commission.
6	"DCYF" means the Department of Children Youth and Families.
7	"Juvenile Hall" means the locked detention facility at 375 Woodside Avenue in the City.
8	"Working Group" means the Close Juvenile Hall Working Group.
9	
10	SEC. 5.40-3. PURPOSE AND PRINCIPLES.
11	(a) The purpose of the Working Group is to create a plan to:
12	(1) close Juvenile Hall by no later than December 31, 2021;
13	(2) strengthen and expand community-based alternatives to detention;
14	(3) provide a rehabilitative, non-institutional place or places of detention, in a location
15	approved by the Court, which is available for all wards of the Court and persons alleged to come
16	within the jurisdiction of the Court; and
17	(4) reinvest any monies saved by the closure of Juvenile Hall in high-quality, effective,
18	community-based alternatives to detention; an alternative, rehabilitative, non-institutional center for
19	youth who are detained; and mental health and educational support for detained youth: and
20	(5) preserve, protect and aim to expand the role of the public sector in the direct
21	provision of juvenile rehabilitation services, both in community-based alternatives to detention
22	and in any rehabilitative, non-institutional place or places of detention.
23	(b) In carrying out this purpose, the Working Group shall be guided by the following
24	principles:

1	(1) A juvenile justice system should balance public safety, positive youth development,
2	family and community health, and victim restoration.
3	(2) Detention has a devastating impact on youth, their families, and their
4	neighborhoods, and undermines the safety and health of both detained youth and their communities.
5	(3) The rehabilitative goals of the juvenile justice system can best be accomplished in
6	family-based settings in the communities where youth live.
7	(4) The vast majority of young people in detention should be diverted from that system
8	and given access to developmentally appropriate, trauma-informed programs and services that address
9	racial and ethnic disparities.
10	(5) Youth in the juvenile justice system and their families should have a role in
11	identifying what kind of support would be most helpful to them.
12	(6) Resources invested in Juvenile Hall should instead be invested in youth, their
13	families, and community-based programs, including mental health and educational support.
14	(7) Community-based programs that serve juvenile justice-involved young people should
15	be supported, strengthened, and where appropriate, expanded.
16	(8) Youth in the juvenile justice system should be referred to programs and court-
17	ordered placements in the City whenever possible.
18	(9) Juvenile Hall staff should be given the opportunity, consistent with civil service
19	rules, to transfer to other jobs with the City or the San Francisco Unified School District once Juvenile
20	<u>Hall is closed.</u>
21	
22	SEC. 5.40-4. MEMBERSHIP.
23	(a) Members. The Working Group shall consist of 13 15 members as set forth below.
24	(1) Seats 1 and 2 shall be held by representatives of community-based non-profits that
25	serve juvenile justice-involved youth and are members of the Juvenile Justice Providers Association.

1	(2) Seats 3 and 4 shall be held by persons under the age of 29 who were previously
2	detained or incarcerated.
3	(3) Seat 5 shall be held by a parent or guardian of a person who is or was detained as a
4	youth in the juvenile justice system.
5	(4) Seat 6 shall be held by an expert in the design of small, rehabilitative, and
6	education-focused centers that meet the needs of young people who, following their arrest or detention,
7	cannot return to their home or community.
8	(5) Seat 7 shall be held by an expert in youth mental illness, with experience serving the
9	juvenile justice population, and expertise in best practices for serving youth with mental illness.
10	(6) Seat 8 shall be held by an expert in juvenile justice reform with experience in data
11	analysis and the development of alternatives to detention.
12	(7) Seat 9 shall be held by a member of the labor community.
13	(8) Seats 10 and 11 shall be held by non-management employees working in
14	Juvenile Hall.
15	(89) Seat 10 12 shall be held by the Chief Juvenile Probation Officer or the Chief
16	Juvenile Probation Officer's designee.
17	(910) Seat 1113 shall be held by the Public Defender or the Public Defender's
18	<u>designee.</u>
19	(1011) Seat 12 14 shall be held by the District Attorney or the District Attorney's
20	<u>designee.</u>
21	(1112) Seat 1315 shall be held by a representative of the Court if the Court so chooses.
22	While the Court is not required to provide a representative to hold this seat, it shall be invited to do so.
23	(b) Seats 1-911 shall be appointed by the Board of Supervisors. The Board shall strive to
24	appoint members to the Working Group from communities disproportionately represented in the
25	juvenile justice system and from the City's most marginalized communities.

1	(g) Officers. The Working Group shall elect a Chairperson from its members. The Chairperson
2	shall designate a member to serve in the Chairperson's absence.
3	(h) Subcommittees. The Working Group may establish subcommittees to be convened as
4	directed by the Working Group. The Working Group shall establish a Needs Assessment
5	subcommittee. The Working Group's Chairperson or the Chairperson's designee shall appoint
6	members to the subcommittees, and shall appoint members to the Needs Assessment
7	subcommittee consistent with subsection 5.40-6(a) of this Article. Subcommittees shall report
8	findings and make recommendations to the full Working Group for its consideration.
9	(i) Meeting Frequency. The Working Group shall meet at least every two months until Juvenile
10	Hall is closed and a substitute place or places of detention are available for youth placement.
11	(j) Roles of Members. In adopting this ordinance, the Board of Supervisors recognizes that
12	each member in Seats 10-13 12-15 retains their authority and duties under State law and that where
13	conflicts may arise out of members' dual roles, State powers and duties shall supersede the duties that
14	this Article XL imposes on members.
15	
16	SEC. 5.40-6. POWERS AND DUTIES.
17	(a) The Working Group shall have the following powers and duties in the work focus areas
18	described below:
19	WORK FOCUS AREA # 1: Based on available data review, conduct a needs assessment for
20	youth detained in Juvenile Hall. To conduct this assessment, the Working Group shall:
21	(1) Establish a "Needs Assessment subcommittee" to conduct a confidential
22	review of juvenile delinquency case files to the extent that review is authorized by the Court.
23	The Needs Assessment subcommitee shall consist of the following four Working Group
24	members: the Public Defender or the Public Defender's designee (Working Group Seat 1113);
25	a representative of a community-based non-profit that serves juvenile justice-involved youth

1	and that is a member of the Juvenile Justice Providers Association (Working Group Seat 1 or
2	2); an expert in youth mental illness (Working Group Seat 7); and an expert in juvenile justice
3	reform (Working Group Seat 8):
4	(42) Request that the City Attorney petition the Court and request that the Court
5	authorize the Juvenile Probation Department to allow Needs Assessment subcommittee
6	members to for access to data contained in juvenile delinquency files and related juvenile records in
7	the possession of the Juvenile Probation Department for the purpose of conducting the needs
8	assessment.
9	(3) Submit formal requests for aggregate, de-identified statistical data regarding
10	the children detained in Juvenile Hall from the following departments and agencies: the
11	Juvenile Probation Department, the Department of Public Health, the San Francisco Unified
12	School District, and the Human Services Agency. The data requested shall include, but not be
13	limited to: race, gender, age, charged offense and level, sustained offenses and level,
14	disposition, length of stay in custody, number of prior delinquency contacts, number of
15	probation violations or bench warrants, child welfare system involvement, disability status,
16	prior school records that identify educational disbilities, mental health status, and prior
17	referrals to community-based programs and services. The Juvenile Probation Department,
18	Department of Public Health, and the Human Services Agency shall respond to data requests
19	within two weeks of receiving the request.
20	(2) Track every child detained at Juvenile Hall who is not required by State law
21	to be kept in a secure facility, including but not limited to: (A) children charged with probation
22	violations or technical violations such as home detention violations, (B) children charged with
23	a misdemeanor awaiting disposition, and (C) children awaiting an out-of-home placement
24	post-disposition.
25	(34) Identify gaps in existing community-based programs and services.

1	(4 <u>5</u>) Evaluate the use of risk assessment tools, both quantitatively and qualitatively, to
2	ensure that all young people who are eligible and safe to be released are in fact being released.
3	(56) Create plans to transition youth leaving Juvenile Hall to appropriate, local non-
4	institutional settings.
5	WORK FOCUS AREA # 2: Plan and design a small, rehabilitative and education-focused
6	center for the placement of detained youth ("Center"). In developing the plan and design, the Working
7	Group shall:
8	(1) Analyze best practices for the administration and management of small rehabilitative
9	non-institutional settings for youth, which may include consultation with designers, architects, experts
10	in alternative models, and mental health and youth development experts. The analysis also may include
11	examination of existing programs in other counties, states, or countries that have demonstrated
12	rehabilitative success.
13	(2) Collaborate with the Real Estate Division, the Capital Planning Committee, and
14	local community-based organizations to identify local land or existing buildings that may be used for
15	this Center.
16	(3) Create an implementation plan for this Center.
17	WORK FOCUS AREA # 3: Determine the community-based residential or day-programs that
18	need to be created, expanded, or reinstated to effectively serve wards of the Court and persons alleged
19	to come within the jurisdiction of the Court who are not ordered detained by the Court. To make this
20	determination, the Working Group shall:
21	(1) Promptly identify a housing option in the City for female youth who, following
22	arrest or release from detention, cannot return to their homes, to replace the Catholic Charities San
23	Francisco Girls Home Shelter closed in 2018 and the Boys Home Shelter closed in 2019.
24	(2) Identify existing community-based day programs and housing options that may be
25	<u>expanded.</u>

1	(3) Identify new services or programs, including day services and housing options,
2	which are needed to serve vulnerable youth populations.
3	(4) In consultation with DCYF, the Department of Public Health, the Juvenile Probation
4	Department, and the Human Rights Commission, create funding plans to ensure both the expansion of
5	existing programs with a demonstrated record of success and the creation of new programs. The
6	programs should include mental health services, educational services, employment opportunities, and
7	mentoring opportunities, which are culturally-relevant, trauma-informed, strengths-based, and rooted
8	in the local community. Where possible, these services should be available to youths' family members.
9	WORK FOCUS AREA # 4: Collaborate with the Department of Human Resources and
10	labor organizations that represent Juvenile Hall staff, to The Working Group shall develop a
11	plan to transition Juvenile Hall staff to jobs in other City departments or jobs with the San Francisco
12	<u>Unified School District or the alternative Center-that this Working Group shall create.</u>
13	WORK FOCUS AREA # 5: Develop trauma-informed, culturally relevant transition plans,
14	specialized services, and housing options for vulnerable youth exiting detention, including young
15	women, gender non-conforming and LGBT youth, African American youth, immigrant, youth, foster
16	youth, homeless youth, and mentally ill youth.
17	WORK FOCUS AREA # 6: Develop a reinvestment plan that redirects funds historically
18	allocated for Juvenile Hall to community-based alternatives to detention, the Center, and additional
19	mental health and academic support programs for juvenile justice-involved youth.
20	WORK FOCUS AREA #7: Develop policy recommendations for the Police Department, the
21	Juvenile Probation Department, and CARC, which divert youth who have been arrested from the
22	juvenile justice system to alternative, community-based programs and support systems.
23	WORK FOCUS AREA #8: Develop policy recommendations for the Juvenile Probation
24	Department that transform the department supervision model into a strengths-based framework so that

1	young people are not sent to detention for probation violations, including technical violations or
2	violations for low-level offenses.
3	(b) In carrying out its duties, the Working Group shall: 1) collaborate with the Mayor's
4	Juvenile Justice Reform Blue Ribbon Panel; and 2) consult with the Capital Planning Committee, Real
5	Estate Division, Child Welfare Division of the Human Services Agency, Child Crisis Division of the
6	Department of Public Health, the Department of Children, Youth and Their Families, Youth
7	Commission, the Police Department, and the San Francisco Unified School District. The Working
8	Group shall invite a representative of each entity identified in this subsection (b) to all Working Group
9	meetings.
10	(c) Subject to the fiscal, budgetary, and civil service provisions of the Charter, and to the extent
11	consistent with open government laws, the Working Group shall investigate juvenile justice best
12	practices by visiting other jurisdictions and request that the Director retaining subject matter
13	experts, as needed.
14	(d) Reports. The Working Group shall prepare and submit a report every six months that
15	describes the Working Group's progress in fulfilling the duties set forth in this Section 5.40-6. The first
16	report shall be due six months after the effective date of the ordinance in Board File No. 190392,
17	creating this Article XL. The Working Group shall submit each report to the Board of Supervisors,
18	along with a proposed resolution to accept the report. The Working Group shall also submit each
19	report to the Mayor, any City department or office responsible for a program identified in the report,
20	and the Director City Administrator. A final report shall be submitted The Working Group shall
21	submit the final plan to the Board no later than June 1, 2021, detailing the final steps needed
22	to close Juvenile Hall by December 31, 2021. The plan shall be accompanied by a proposed
23	resolution accepting the plan, and the Board may act by resolution to accept, reject, or modify
24	the plan. Each report shall be available to the public, and the City Administrator Director. shall post
25	each report on the Human Rights CommissionCity Administrator's website.

1	(e) In carrying out its duties, the Working Group shall receive prompt and full cooperation and
2	assistance from all City departments, offices, officers, and employees. All components of City
3	government shall promptly produce all records and information requested by the Working Group,
4	unless prohibited from doing so by state or federal law.
5	
6	<u>SEC. 5.40-7. SUNSET DATE.</u>
7	This Article XL shall expire by operation of law, and the Working Group shall terminate, when
8	the Chief Juvenile Probation Officer certifies in writing that Juvenile Hall is closed and there is a
9	substitute place or places of detention, approved by the Court, that is available for wards of the Court
10	and persons alleged to come within the jurisdiction of the Court. In that event, after the sunset date, the
11	City Attorney shall cause this Article XL to be removed from the Administrative Code.
12	
13	
14	Section 4. Article XIII of Chapter 10 of the Administrative Code is hereby amended by
15	adding Section 10.100-376, to read as follows:
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17	SEC. 10.100-376. YOUTH JUSTICE REINVESTMENT FUND.
18	(a) Establishment of Fund. The Youth Justice Reinvestment Fund is established as a category
19	eight fund to receive monies appropriated forfee revenue dedicated to community-based
20	alternatives to juvenile detention and other contributions to the fund.
21	(b) Use of Fund. The fund is to be used exclusively by the Director City Administrator, for the
22	purpose of supporting community-based alternatives to juvenile detention and the work of the Close
23	Juvenile Hall Working Group established in Article XL of Chapter 5 of the Administrative Code.
24	(c) Administration of Fund. The DirectorCity Administrator, shall administer the fund and
25	shall report annually to the Board of Supervisors on the current status of the fund, the amounts

1	approved for disbursement, and the number and types of community-based alternatives to juvenile
2	detention assisted. The City Administrator Director shall have the authority to prescribe rules and
3	regulations governing the Fund.
4	
5	
6	Section 5. Undertaking For The General Welfare. In enacting and implementing this
7	ordinance, the City is assuming an undertaking only to promote the general welfare. It is not
8	assuming, nor is it imposing on its officers and employees, an obligation for breach of which it
9	is liable in money damages to any person who claims that such breach proximately caused
10	<u>injury.</u>
11	
12	Section 56. Effective Date. This ordinance shall become effective 30 days after
13	enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the
14	ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board
15	of Supervisors overrides the Mayor's veto of the ordinance.
16	
17	APPROVED AS TO FORM:
18	DENNIS J. HERRERA, City Attorney
19	By:
20	JANA CLARK Deputy City Attorney
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