ORDINANCE NO.

NOTE:

[Administrative Code - Juvenile Hall Closure]

Ordinance amending the Administrative Code to require the City to close Juvenile Hall by December 31, 2021, expand community-based alternatives to detention, and provide a rehabilitative, non-institutional place or places of detention, in a-locations approved by the Court, to establish a working group for the development of a Juvenile Hall closure plan, and to establish the Youth Justice Reinvestment Fund to support community-based alternatives to detention and also support the working group; and affirming the Planning Department's determination under the California Environmental Quality Act; and making findings of consistency with the General Plan and the eight priority policies of Planning Code, Section 101.1.

Unchanged Code text and uncodified text are in plain Arial font.

Additions to Codes are in single-underline italics Times New Roman font.

Deletions to Codes are in strikethrough italics Times New Roman font.

Board amendment additions are in double-underlined Arial font.

Board amendment deletions are in strikethrough Arial font.

Asterisks (* * * *) indicate the omission of unchanged Code subsections or parts of tables.

Be it ordained by the People of the City and County of San Francisco:

Section 1. Environmental and Land Use Findings.

(a) The Planning Department has determined that the actions contemplated in this ordinance comply with the California Environmental Quality Act (California Public Resources Code Sections 21000 et seq.). Said determination is on file with the Clerk of the Board of Supervisors in File No. 190392 and is incorporated herein by reference. The Board affirms this determination.

(b) On ______, the Planning Department determined that the actions contemplated in this ordinance are consistent, on balance, with the City's General Plan and eight priority policies of Planning Code Section 101.1. The Board adopts this determination as its own. A copy of said determination is on file with the Clerk of the Board of Supervisors in File No. ______, and is incorporated herein by reference.

Section 2. The Administrative Code is hereby amended by adding Chapter 119, consisting of Sections 119.1 through 119.3, to read as follows:

CHAPTER 119: CLOSURE OF JUVENILE HALL

SEC. 119.1. DEFINITIONS.

"City" means the City and County of San Francisco.

"Court" "means the San Francisco Superior Court Juvenile Division.

SEC. 119.2. FINDINGS.

(a) For nearly two decades, since roughly the advent of the 21st Century, youth crime has steadily declined across the country, including in the City. During this time the City has emerged as a leader in juvenile justice reform - shifting the focus from punishment and incarceration to support and care for young people. The City's reform-minded approach and the decrease in youth crime have contributed to a dramatic decline in the number of youth detained in custody. The City's focus increasingly has been on new and innovative interventions that invest in young people, rather than punishment.

(b) The budget for Juvenile Hall does not reflect today's low numbers of detained youth. In fiscal year 2017-2018, the City budgeted \$13,322,254 for Juvenile Hall despite the significantly

reduced number of detained youth as compared to earlier years. From 2009 to January 2019, the average annual cost per year for each youth detained in Juvenile Hall has risen 127%, from \$123,400 to \$279,500.

- (c) The detention of young people is not rehabilitative, nor does it effectively address public safety. Detention increases the likelihood of recidivism, future incarceration, and homelessness, and results in lower high school completion rates.
- (d) The majority of youth detained in Juvenile Hall are not charged with serious offenses. In December 2018, 40 youth were detained at Juvenile Hall filling only 27% of its beds. Of those 40 youth, 30% were detained for a misdemeanor offense, and 50% were detained while waiting for a court-ordered placement.
- (e) Multiple studies have shown that putting youth behind bars fails to enhance public safety, drives low-level delinquent youth deeper into criminality, and increases the likelihood that they will wind up behind bars again. The Arkansas Division of Youth Services studied youth recidivism and identified detention as the strongest predictor of youth recidivism more so than family difficulties or gang membership. One recent longitudinal study of 35,000 young offenders found that those who were detained as juveniles were twice as likely to be incarcerated as adults than juveniles who committed similar offenses and came from similar backgrounds but were given an alternative sanction or simply not arrested. Another recent study, from Brown University and MIT, found that detaining young people increases by 23% the likelihood that they will be jailed as adults. The study also found that juvenile detention is the single biggest predictor of future incarceration.
- (f) The majority of youth in the juvenile justice system nationwide have experienced abuse, neglect, trauma, mental health problems, and family crisis. Youth in the juvenile justice system suffer from serious mental health issues at a rate far greater than the general youth population: 70% as compared to 10-20% of the general youth population. Nearly 90% of youth in the juvenile justice population nationwide have suffered a prior traumatic experience, and 30% of that population meet the

criteria for post-traumatic stress disorder. The needs of youth impacted by these issues are better met outside of the punitive framework of the delinquency system.

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

SEC. 119.3. CLOSURE OF JUVENILE HALL.

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By no later than December 31, 2021, the City shall close Juvenile Hall, expand communitybased alternatives to detention, and provide a rehabilitative, non-institutional place or places of detention, in a location approved by the Presiding Judge of the Court, that will be available for wards of the Court and persons alleged to come within the jurisdiction of the Court. The Any place of detention shall be a safe and supportive homelike environment, which shall not be deemed to be, nor treated as, a penal institution, and which shall conform to all applicable State and federal regulations. Prior to the closure of Juvenile Hall under this Section 119.3, the Department of Human Resources ("DHR") shall provide notice to unions representing affected employees and conduct and conclude any necessary meet and confer under state and local law; notwithstanding the deadline imposed by this Section, the City may close Juvenile Hall only after DHR submits a written certification to the Clerk of the Board of Supervisors and the Mayor that the City has satisfied applicable meet-and-confer obligations. Additionally, notwithstanding the foregoing, the City may not close Juvenile Hall until the Board of Supervisors has approved by resolution a final plan following the submission of such a plan by the Close Juvenile Hall Working Group as provided in Section 5.40-6(d).

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Section 3. Chapter 5 of the Administrative Code is hereby amended by adding Article XL, consisting of Sections 5.40-1 through 5.40-7, to read as follows:

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ARTICLE XL: CLOSE JUVENILE HALL WORKING GROUP

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SEC. 5.40-1. CLOSE JUVENILE HALL WORKING GROUP.

The City hereby establishes the Close Juvenile Hall Working Group. 24

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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.
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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:
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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.
0	(5) Youth in the juvenile justice system and their families should have a role in
1	identifying what kind of support would be most helpful to them.
2	(6) Resources invested in Juvenile Hall should instead be invested in youth, their
3	families, and community-based programs, including mental health and educational support.
4	(7) Community-based programs that serve juvenile justice-involved young people should
5	be supported, strengthened, and where appropriate, expanded.
6	(8) Youth in the juvenile justice system should be referred to programs and court-
7	ordered placements in the City whenever possible.
8	(9) Juvenile Hall staff should be given the opportunity, consistent with civil service
9	rules, to transfer to other jobs with the City or the San Francisco Unified School District once Juvenile
0.	<u>Hall is closed.</u>
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2	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.

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SEC. 5.40-5. ORGANIZATION AND TERMS OF OFFICE.

- (a) Members of the Working Group in Seats 1-911 shall serve at the pleasure of the Board of Supervisors and may be removed by the Board at any time. Each member in Seats 1-911 may remain in the Working Group until the termination of the Working Group under Section 5.40-7, unless removed by the Board. Any vacancy in Seats 1-911 shall be filled by the Board.
- (b) Service in the Working Group shall be voluntary. Members appointed to Seats 1 through 9 may receive a stipend in an amount determined by the Board. Members appointed to seats 10 and 11 may receive their regular salaries for time spent on the Working Group because they are serving in an official capacity as representatives of their departments.
- (c) The Working Group shall strive to schedule meetings to accommodate the Working Group members so that all members may attend regularly. Any member in Seats 1-911 who, within a six-month period, misses three regular meetings of the Working Group without the express approval of the Working Group at or before the missed meeting shall be deemed to have resigned from the Working Group ten days after the third unapproved absence. The Working Group shall inform the Clerk of the Board of Supervisors of any such resignation.
- (d) Subject to the fiscal and budgetary provisions of the Charter, the Director City Administrator shall designate staff to provide administrative support to the Working Group.
- (e) Subject to the fiscal, budgetary, and civil service provisions of the Charter, the <u>Director</u> City Administrator shall hire and make available to the Working Group an outside consultant with expertise in juvenile justice reform, program evaluation, data analysis, youth development, development of alternatives to detention, and juvenile justice systemic change. The outside consultant shall advise the Working Group, and, to the extent desired by the Working Group, may facilitate its meetings and compile required reports on behalf of the Working Group.
 - (f) Ouorum. Seven Eight members of the Working Group shall constitute a quorum.

(g) Officers. The Working Group shall elect a Chairperson from its members. The Chairperson shall designate a member to serve in the Chairperson's absence.

- (h) Subcommittees. The Working Group may establish subcommittees to be convened as directed by the Working Group. The Working Group shall establish a Needs Assessment subcommittee. The Working Group's Chairperson or the Chairperson's designee shall appoint members to the subcommittees, and shall appoint members to the Needs Assessment subcommittee consistent with subsection 5.40-6(a) of this Article. Subcommittees shall report findings and make recommendations to the full Working Group for its consideration.
- (i) Meeting Frequency. The Working Group shall meet at least every two months until Juvenile

 Hall is closed and a substitute place or places of detention are available for youth placement.
- (j) Roles of Members. In adopting this ordinance, the Board of Supervisors recognizes that each member in Seats 10-13 12-15 retains their authority and duties under State law and that where conflicts may arise out of members' dual roles, State powers and duties shall supersede the duties that this Article XL imposes on members.

SEC. 5.40-6. POWERS AND DUTIES.

(a) The Working Group shall have the following powers and duties in the work focus areas described below:

<u>WORK FOCUS AREA # 1: Based on available data review, conduct a needs assessment for</u> youth detained in Juvenile Hall. To conduct this assessment, the Working Group shall:

(1) Establish a "Needs Assessment subcommittee" to conduct a confidential review of juvenile delinquency case files to the extent that review is authorized by the Court.

The Needs Assessment subcommittee shall consist of the following four Working Group members: the Public Defender or the Public Defender's designee (Working Group Seat 4113); a representative of a community-based non-profit that serves juvenile justice-involved youth

violations for low-level offenses.

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(b) In carrying out its duties, the Working Group shall: 1) collaborate with the Mayor's

young people are not sent to detention for probation violations, including technical violations or

- Juvenile Justice Reform Blue Ribbon Panel; and 2) consult with the Capital Planning Committee, Real Estate Division, Child Welfare Division of the Human Services Agency, Child Crisis Division of the Department of Public Health, the Department of Children, Youth and Their Families, Youth Commission, the Police Department, and the San Francisco Unified School District. The Working Group shall invite a representative of each entity identified in this subsection (b) to all Working Group meetings.
- (c) Subject to the fiscal, budgetary, and civil service provisions of the Charter, and to the extent consistent with open government laws, the Working Group shall investigate juvenile justice best practices by visiting other jurisdictions and request that the Director retaining subject matter experts, as needed.
- (d) Reports. The Working Group shall prepare and submit a report every six months that describes the Working Group's progress in fulfilling the duties set forth in this Section 5.40-6. The first report shall be due six months after the effective date of the ordinance in Board File No. 190392, creating this Article XL. The Working Group shall submit each report to the Board of Supervisors, along with a proposed resolution to accept the report. The Working Group shall also submit each report to the Mayor, any City department or office responsible for a program identified in the report, and the Director City Administrator. A final report shall be submitted The Working Group shall submit the final plan to the Board no later than June 1, 2021, detailing the final steps needed to close Juvenile Hall by December 31, 2021. The plan shall be accompanied by a proposed resolution accepting the plan, and the Board may act by resolution to accept, reject, or modify the plan. Each report shall be available to the public, and the City Administrator Director, shall post each report on the Human Rights CommissionCity Administrator's website.

(e) In carrying out its duties, the Working Group shall receive prompt and full cooperation and assistance from all City departments, offices, officers, and employees. All components of City government shall promptly produce all records and information requested by the Working Group, unless prohibited from doing so by state or federal law.

SEC. 5.40-7. SUNSET DATE.

This Article XL shall expire by operation of law, and the Working Group shall terminate, when the Chief Juvenile Probation Officer certifies in writing that Juvenile Hall is closed and there is a substitute place or places of detention, approved by the Court, that is available for wards of the Court and persons alleged to come within the jurisdiction of the Court. In that event, after the sunset date, the City Attorney shall cause this Article XL to be removed from the Administrative Code.

Section 4. Article XIII of Chapter 10 of the Administrative Code is hereby amended by adding Section 10.100-376, to read as follows:

SEC. 10.100-376. YOUTH JUSTICE REINVESTMENT FUND.

- (a) Establishment of Fund. The Youth Justice Reinvestment Fund is established as a category eight fund to receive monies appropriated forfee revenue dedicated to community-based alternatives to juvenile detention and other contributions to the fund.
- (b) Use of Fund. The fund is to be used exclusively by the <u>Director</u> Gity Administrator, for the purpose of supporting community-based alternatives to juvenile detention and the work of the Close <u>Juvenile Hall Working Group established in Article XL of Chapter 5 of the Administrative Code.</u>
- (c) Administration of Fund. The <u>Director</u>City Administrator, shall administer the fund and shall report annually to the Board of Supervisors on the current status of the fund, the amounts

approved for disbursement, and the number and types of community-based alternatives to juvenile detention assisted. The City Administrator Director shall have the authority to prescribe rules and regulations governing the Fund.

Section 5. Undertaking For The General Welfare. In enacting and implementing this ordinance, the City is assuming an undertaking only to promote the general welfare. It is not assuming, nor is it imposing on its officers and employees, an obligation for breach of which it is liable in money damages to any person who claims that such breach proximately caused injury.

Section <u>56</u>. Effective Date. This ordinance shall become effective 30 days after enactment. Enactment occurs when the Mayor signs the ordinance, the Mayor returns the ordinance unsigned or does not sign the ordinance within ten days of receiving it, or the Board of Supervisors overrides the Mayor's veto of the ordinance.

APPROVED AS TO FORM: DENNIS J. HERRERA, City Attorney

By:

JANA CLARK Deputy City Attorney

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City and County of San Francisco Tails

City Hall 1 Dr. Carlton B. Goodlett Place San Francisco, CA 94102-4689

Ordinance

File Number:

190392

Date Passed: June 18, 2019

Ordinance amending the Administrative Code to require the City to close Juvenile Hall by December 31, 2021, expand community-based alternatives to detention, and provide a rehabilitative, non-institutional place or places of detention, in locations approved by the Court, to establish a working group for the development of a Juvenile Hall closure plan, and to establish the Youth Justice Reinvestment Fund to support community-based alternatives to detention and also support the working group; and affirming the Planning Department's determination under the California Environmental Quality Act.

May 16, 2019 Government Audit and Oversight Committee - AMENDED, AN AMENDMENT OF THE WHOLE BEARING NEW TITLE

May 16, 2019 Government Audit and Oversight Committee - RECOMMENDED AS **AMENDED**

June 04, 2019 Board of Supervisors - AMENDED, AN AMENDMENT OF THE WHOLE BEARING SAME TITLE

> Ayes: 11 - Brown, Fewer, Haney, Mandelman, Mar, Peskin, Ronen, Safai, Stefani, Walton and Yee

June 04, 2019 Board of Supervisors - PASSED ON FIRST READING AS AMENDED

Ayes: 10 - Brown, Fewer, Haney, Mandelman, Mar, Peskin, Ronen, Safai, Walton and Yee

Noes: 1 - Stefani

June 11, 2019 Board of Supervisors - AMENDED, AN AMENDMENT OF THE WHOLE BEARING SAME TITLE

Ayes: 11 - Brown, Fewer, Haney, Mandelman, Mar, Peskin, Ronen, Safai, Stefani, Walton and Yee

June 11, 2019 Board of Supervisors - PASSED ON FIRST READING AS AMENDED

Ayes: 10 - Brown, Fewer, Haney, Mandelman, Mar, Peskin, Ronen, Safai, Walton and Yee

Noes: 1 - Stefani

June 18, 2019 Board of Supervisors - FINALLY PASSED

Ayes: 10 - Brown, Fewer, Haney, Mandelman, Mar, Peskin, Ronen, Safai, Walton

and Yee

Noes: 1 - Stefani

I hereby certify that the foregoing Ordinance was FINALLY PASSED on 6/18/2019 by the Board of Supervisors of the City and County of San Francisco.

Angela Calvillo
Clerk of the Board

Unsigned

London N. Breed Mayor 6/28/19

Date Approved

I hereby certify that the foregoing ordinance, not being signed by the Mayor within the time limit as set forth in Section 3.103 of the Charter, or time waived pursuant to Board Rule 2.14.2, became effective without her approval in accordance with the provision of said Section 3.103 of the Charter or Board Rule 2.14.2.

Angela Calvillo

Clerk of the Board

7/2/2019

Date