Budget & Policy Priorities
2016-17 & 2017-18

San Francisco Youth Commission

SF Youth Commission

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SAN FRANCISCO YOUTH COMMISSION

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INTRODUCTORY LETTER FROM THE CHAIR

Many years ago, two tenacious individuals decided it was time to pursue new opportunities greater than those that were available for themselves and their children. After meticulously searching for a new place to call home, one particular locality-filled with vast riches and opportunity-stood out, the City and County of San Francisco. Many can agree that San Francisco is a unique place unlike any other in the world. Filled with immigrants deriving from all parts around the globe, San Francisco possesses a unique diversity that has mesmerized and captured countless hearts, and has provided many with a new place to call home.

Many can also agree that San Francisco is a city of firsts. Numerous policies have been brought to fruition in this city that have never been tried or seen before throughout other parts of the United States. One of these many historic innovations, was the establishment of the San Francisco Youth Commission in 1996. Since then, the Youth Commission has provided youth-between the ages of 12-23 from all walks of life a tremendous opportunity to grow not only as individual leaders, but has also provided them an opportunity to be part of something greater than themselves. Through their courageous and diligent efforts, youth have developed into passionate leaders and advocates in their communities.

Pursuant to SEC 4.125 of the City Charter, the Youth Commission is tasked with advising the Board of Supervisors and Mayor and identifying the unmet needs of youth in the city. Year after year, commissioners have taken this responsibility to heart, and have brought forth many innovative policies that truly make the lives of all youth throughout San Francisco prosperous and full of opportunity. Whether it be advocating for the unmet needs of children with incarcerated parents; for undocumented children or the children of undocumented parents; for safer and more accessible parks and recreation space; for greater accountability from those charged with protecting us; for accessible and affordable public transportation; for youth who endure the arduous hardships brought on by homelessness; for greater youth employment access; or even for youth to obtain a greater role in the democratic process that is enjoyed by all citizens of the United States; the youth commission has played a significant role in ensuring the unmet needs of all San Francisco youth and their families are heard and addressed by those who have been granted the privilege to represent them in government.

On behalf of the 2015-16 Youth Commission, it is my distinguished honor to present to you our budget and policy priorities. We extend our gratitude to Mayor Edwin M. Lee and all members of the San Francisco Board of Supervisors for always considering the wellbeing of San Francisco youth and their families.

Sincerely yours,

Luis Avalos Nunez

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YOUTH COMMISSION POLICY & BUDGET PRIORITIES

2016-17 & 2017-18

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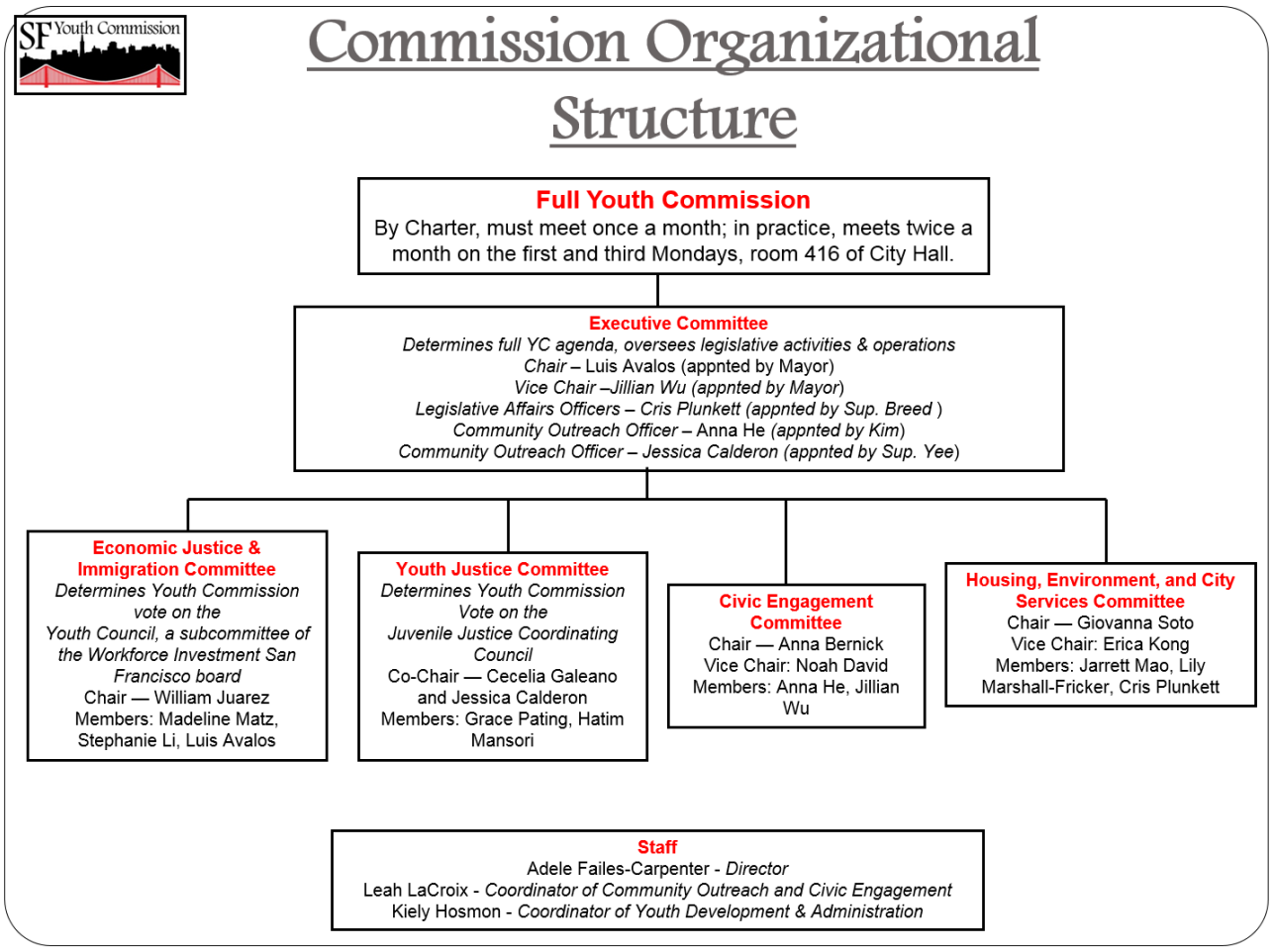
YOUTH COMMISSION ORGANIZATIONAL STRUCTURE



PRIORITY 1: INVEST IN EDUCATION AND ENGAGEMENT OF YOUNG VOTERS

Recognizing the San Francisco Board of Supervisors for investing in voter turnout and the civic and political development of young people by supporting a charter amendment lowering San Francisco's legal voting age to sixteen; and urging continued investment in efforts to increase voter pre-registrations among 16 and 17 year olds

BACKGROUND

Strong voter turnout is the cornerstone of a healthy democracy. There is a strong case that including 16 and 17 year olds in local elections will build lifelong voters and strengthen our democracy.[1] Educating and engaging more young people in the rights and responsibilities of voting is among the best ways to encourage and protect our vital right to vote. San Francisco has an opportunity to build on its reputation as an innovator and become the first major U.S. city to include 16 and 17 year olds in municipal elections, and in doing so, can give a voice to young San Franciscans who would like to participate in shaping our city's future.

Voter Registration and Turnout

We are witnessing an all-time high in levels of disenchantment and distrust in our political process, manifest in a highly polarizing 2016 presidential race and historic lows in voter turnout both nationally and locally. Robust voter participation is at the core of a healthy democracy, but the United States has far lower voter turnout rates than other established democracies; only 60% during presidential elections and 40% during midterm elections, as compared to 80% in Austria, Sweden, and Italy and 90% in Australia, Belgium, and Chile.[2] The 2014 elections showed the lowest voter turnout since World War II, with the lowest numbers of all amongst voters under age 30. San Francisco is no exception to these trends. The November 2015 ballot won turnout from only 45% of registered voters.[3]

Voters 18-29 have the lowest turnout of any age group nationally, and San Francisco itself has an aging electorate (currently age 45.8 and rising).[4] In San Francisco, voter turnout is lowest in the two neighborhoods with the highest number of youth and children: Bayview and Visitacion

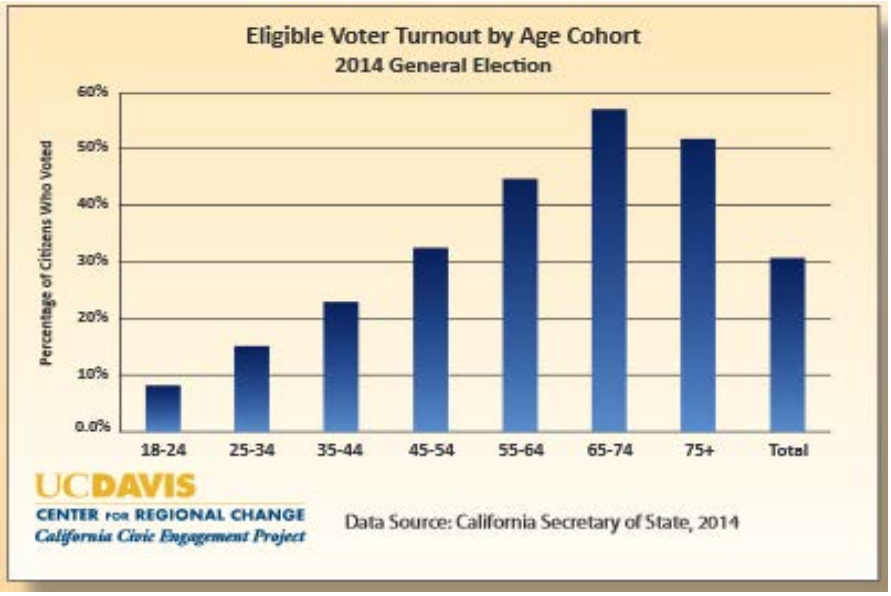
[1] Eric Plutzer, "Becoming a Habitual Voter: Inertia, Resources, and Growth," The American Political Science Review 96/1 (March 2002), pp. 41-56.

[2] Fair Vote, The Center for Voting and Democracy, Voter Turnout. (n.d.). Retrieved May 20, 2016, from http://www.fairvote.org/research-and-analysis/voter-turnout/

[3] San Francisco Department of Elections, Historical Voter Turnout. (n.d.). Retrieved May 20, 2016, from http://www.sfgov2.org/index.aspx?page=1670.

[4] Demographic Research Unit, California Department of Finance: Historical Population by Race/Hispanics, Age, and Gender — Data Files and Population Projections by Race/Ethnicity, Detailed Age, and Gender, 2010-2060

Valley.[5] Further, many children in San Francisco are living in households where parents cannot vote. 1 in 3 SFUSD students has an immigrant parent who may themselves be unable to vote.[6]



Early Voting Builds Lifelong Voters

Research shows that voting is habitual. Once someone casts their first vote, they will continue voting, and the earlier someone starts voting, the more likely they are to be a lifelong voter.[7] [8]

A Better Time to Begin Voting

Age 18 is a year of transitions for most young people, making it a challenging time to register and establish first-time voting habits. Currently, many young people delay beginning to vote until their late twenties or longer.[9] At age 16, young people are embedded in their communities of origin where they care about local issues, and have opportunities for discussions in their classrooms and families that support informed choices. Extending voting rights to 16- and 17-year-olds will mean more people can cast their first vote in a community where they have roots, are enrolled in school, where their parents are voters, and where they may be more interested in voting than those who are just two years older. 16 and 17 year olds also register and turn out at greater rates than older first-time voters. This has been seen in other countries that allow teens to vote (Norway, Germany, Argentina, the United Kingdom, Brazil, and Austria).[10] [11]

16 and 17 year old voting could increase turnout among older voters

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[5] SF Department of Elections 2010 voter turnout maps

[6] From San Francisco Unified School District, as cited in 2010 non-citizen parent voting legislation

[7] The Center for Information & Research on Civic Learning and Engagement (CIRCLE) at Tufts University. www.civicyouth.org

[8] Bhatti, Yosef, and Kasper Hansen. "Leaving the Nest and the Social Act of Voting: Turnout among First-Time Voters." Journal of Elections, Public Opinion and Parties 22, no. 4 (2012).

[9] The Center for Information & Research on Civic Learning and Engagement (CIRCLE) at Tufts University. www.civicyouth.org

[10] Bergh, Johannes, "Do voting rights affect the political maturity of 16- and 17-year-olds? Findings from the 2011 Norwegian voting-age trial," in *Electoral Studies* 32(1):90-100, February 2013.

[11] Zeglovits and Aichholzer, "Are People More Inclined to Vote at 16 than at 18? Evidence for the First-Time Voting Boost Among 16- to 25-Year Olds in Austria," *Journal of Elections, Public Opinion, and Parties,* January 2014.

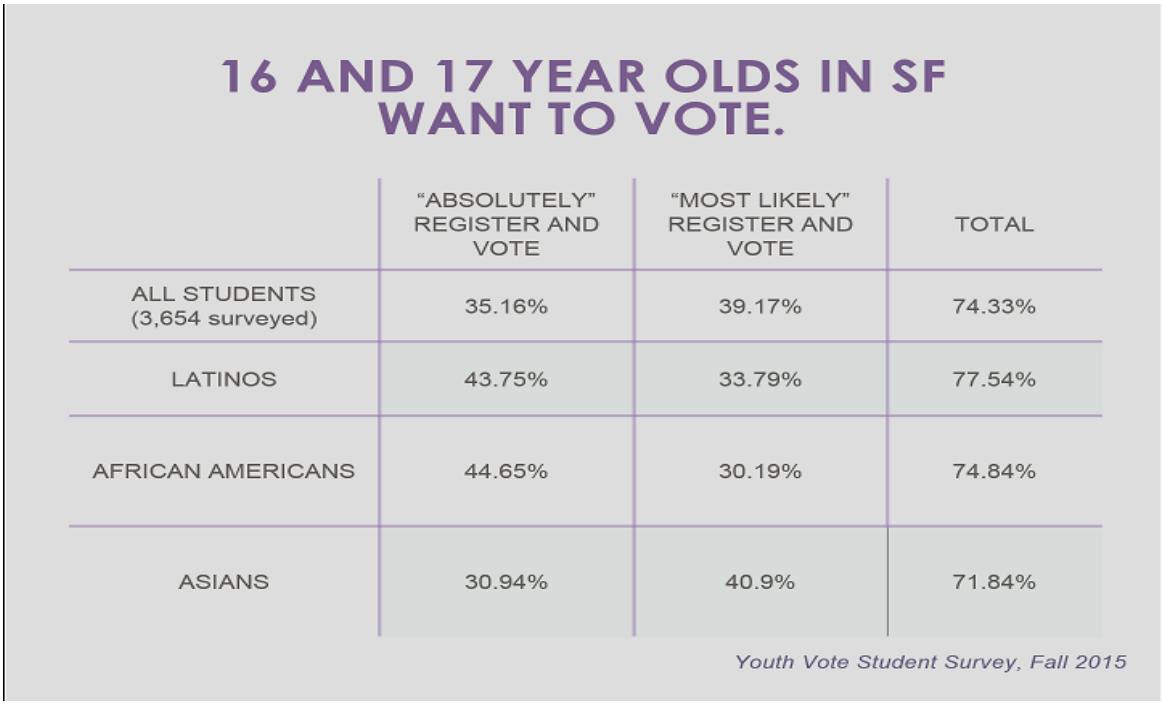
Research on the effects of civic education curriculum including mock-voting, found parent turnout increased 3-5% in the first year. 16-17 year old voting can have a "trickle up" effect on parent turnout and increase civic involvement of family members of all ages.[12]

16 and 17 year olds are prepared to vote

Teens today have more access to knowledge and information and more outlets for debating social and political issues than ever before. Research shows that 16-year-olds' political knowledge is the same as 21-year-olds' and quite close to the average for all adults.[13] Researchers assert that 16 and 17 year olds have developed the intellectual maturity for measured, non-rushed, decision-making "i.e., cold cognition," needed for making responsible voting choices.[14] Many civic responsibilities accrue at age 16 and 16-17 year olds can work without limitations on hours, pay taxes, drive cars, and other responsibilities.

16 and 17 year old San Franciscans want to vote

According to the 2016 Youth Vote Student Survey, of 3,654 SFUSD high school students surveyed, 74.33% of students would either "absolutely" or "most likely" register and vote, if given the chance to do so at 16 or 17.[15]



[12] Michael McDevitt and Spiro Kiousis, "Experiments in Political Socialization: Kids Voting USA as a Model for Civic Education Reform," August 2006.
[13] Daniel Hart and Robert Atkins, "American Sixteen- and Seventeen-Year-Olds are Ready to Vote," Annals of the American Academy of Political and Social Science, vol. 63 (January 2011), pp. 201-221.
[14] Steinberg, Laurence, "A 16-year-old is as good as an 18-year-old – or a 40-year-old—at voting," Los Angeles Times, November 3, 2014. Retrieved from: http://www.latimes.com/opinion/op-ed/la-oe-steinberg-lower-voting-age-20141104-story.html
[15] 2015-16 Youth Vote Student Survey Results. Provided by SFUSD Peer Resources

16 and 17 year olds are already demonstrating civic leadership
The Youth Commission is now in its 20th year since it was first established by voters and seated in 1996. The City's Children and Youth fund includes a Youth Empowerment Fund for youth-led granting to dozens of youth-led and youth-initiated projects every year. The city makes investments in the leadership and civic engagement of young people through Department of Children, Youth, and their Families (DCYF) Youth Leadership and Organizing programs, the Youth Empowerment Fund, and the city's annual Youth Advocacy Day, among other initiatives. The Department of Elections plans to engage 1,000 high school students as volunteer poll workers at each of the June 2016 and November 2016 elections.[16]

SFUSD is Preparing Students to Vote
The Vote16 initiative received unanimous support from the SFUSD Board of Education in February 2016. On April 12, 2016, the SFUSD Board of Education passed a subsequent resolution (162-23A3 -- Encouraging Students to Exercise Their Voting Rights)[17] on enhancing voter registration and education in the district's required American Democracy curriculum. High school students volunteer with the Department of Elections as voter education ambassadors in 11 high schools each year.[18]

Joining Efforts to Protect and Expand Voting Rights
Since 2008, we have seen increased voter suppression efforts.[19] The 2014 Supreme Court Decision on Sec. 5 of the Voting Rights Act paved the way for increased discrimination against voters of color and young voters. California is enacting or considering ways to expand voter engagement through the New Motor Voter Act (AB 1461 – Gonzalez) and Pre-registration of 16 & 17 year olds (SB 113 – Jackson), both of which passed in 2015.[20] Former youth commissioner, Paul Monge, worked with Assemblymember David Chiu to introduce a bill creating automatic voter registration of public college students (AB2455 – Chiu). Another state constitutional amendment which would include 16-17 year olds in school board elections statewide (ACA 7 – Gonzalez) is also currently under consideration by the state legislature. Richmond, CA, Berkeley, CA, Washington D.C. and other cities are considering proposals to lower their voting ages to age 16 for local elections.

[16] High School Poll Worker Program http://sfgov.org/elections/high-school-poll-worker-program
[17] San Francisco Unified School District Board of Education Resolution 162-23A3 -- Encouraging Students to Exercise Their Voting Rights adopted April 12, 2016. Retrieved from http://www.sfusd.edu/en/assets/sfusd-staff/about-SFUSD/files/board-agendas/Agenda4122016-1.pdf
[18] High School Voter Education Weeks http://sfgov.org/elections/high-school-voter-education-weeks
[19] Mock, Brentin, "Voter Registration Has an Ugly History, and Some Want to Revive It," Colorlines, February 4, 2013. Retrieved from https://www.colorlines.com/articles/voter-registration-has-ugly-history-and-some-want-revive-it.
[20]Mason, Melanie, "Here's how California's new voter registration law will work," Los Angeles Times, October 16, 2015. Retrieved from http://www.latimes.com/politics/la-me-pol-ca-motor-voter-law-20151016-html-htmlstory.html

HISTORY OF THE VOTING AGE CHARTER AMENDMENT

Democratic participation and political enfranchisement strengthen our democracy. Indeed, voters demonstrated their commitment to the ideals of democratic representation and participation when they voted to create the San Francisco Youth Commission twenty years ago. Since that time, the San Francisco Youth Commission has advised the City on the unmet needs of youth. We are currently witnessing an ongoing diminishment of the share of our City's population made up of youth and families.[21] At the same time, we are staring down problems that were not of young people's making, but which we will be required to solve—from climate issues like water scarcity, to economic threats, like the rising costs of college tuition and housing. It is the Youth Commission's firm contention that we need all hands on deck to face these challenges—that means we need young people to begin developing their civic leadership and participation now—not later.

During the January 2014 election, over half of the issues on the ballot directly affected young people, including the Children & Youth fund, soda tax, minimum wage, and other issues. That year, the Youth Commission co-sponsored a Young Voters Forum at Balboa High School along with Peer Resources, the SFUSD Student Advisory Council, Coleman Advocates, and TAY SF. Over 100 students attended to discuss and learn about ballot issues, although most were too young to vote in the election that November. At the same time, youth commissioners witnessed high levels of turnout among 16 and 17 year olds in both the 2014 Scottish independence referendum[22] and the first elections in Takoma Park, Maryland that were inclusive of 16 and 17 year olds.[23] Youth commissioners began researching the issue of lowering the voting age for municipal elections in San Francisco.

In January 2015, the San Francisco Youth Commission passed a resolution urging for the extension of voting rights to 16 and 17 year olds in municipal and school district elections. The 2015 resolution followed upon previous resolutions adopted in 2005 by both the San Francisco Youth Commission[24] and the San Francisco Board of Supervisors[25] supporting the expansion of

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[21] Heather Knight, "Families' exodus leaves S.F. whiter, less diverse," The San Francisco Chronicle, June 10, 2013. Accessed December 12, 2014. Retrieved from http://www.sfgate.com/bayarea/article/Families-exodus-leaves-S-F-whiterless-diverse-3393637.php

[22]Eichhorn, Jan (2014). Will 16 and 17 year-olds make a difference in the referendum? Edinburgh: Scot Cen for Social Research. http://www.scotcen.org.uk/media/205540/131129_will-16-and-17-years-olds-make-a-difference.pdf

[23]Rick Pearson, "17-year-olds voted at higher rate than parents in primary," Chicago Tribune, May 17, 2014; And: J.B. Wogan, "Takoma Park sees high turnout among teens after election reform," Governing Magazine, Nov. 7, 2013

[24] San Francisco Youth Commission Resolution 0405—AL013. Resolution Urging the San Francisco Board of Supervisors to Recommend to State Legislators That They Allow Local Choice, For Which City or County Could Permit Persons 16 years of Age or Older to Vote In City or County Elections adopted June 6, 2005. Retrieved from http://www.sfbos.org/modules/showdocument.aspx?documentid=51216

[25] Board of Supervisor File No. 051215—Urging State Legislators to Permit Persons 16 Years of Age or Older to Vote in City and County Elections, Passed on July 21, 2005.

suffrage to citizens of 16 years and older in city and county elections. Supervisor John Avalos introduced a charter amendment in March 2015.

Discussions with the Director of the Department of Elections (DOE) confirmed that DOE is prepared to register 16 and 17 year old voters and prepare a special ballot with the department's current staff allocations. The estimated cost associated with each new voter is approximately $8.50 per election. A two-fifths estimate of the 2010 census figure on the number of 15-19 year olds in San Francisco amounts to approximately 13,000 16 and 17 year olds in the city and county. We do not yet have estimates of how many of these young people are citizens or how many would register to vote, if given the chance. However, initial cost projections provided by the Department of Elections indicate that preparing ballots for 5,000 new voters would cost $42,278.24 per election. Assuming a nearly 100% turnout rate, 10,000 ballots would cost $84,556.48 per election—indeed, a small price to pay for a big investment in our democracy.

Youth commissioners worked throughout 2015 and 2016 to engage hundreds of students around the idea of lowering the voting age. The idea won the support of dozens of community organizations, the local Democratic Party, and the unanimous support of both the SFUSD Board of Education and the City College Board of Trustees. The SFUSD Board of Education followed up with a subsequent resolution stating their intention to educate students on their rights and responsibilities as voters. Our state legislators were early endorsers of the effort, including Senator Mark Leno, Assemblymember David Chiu, and Assemblymember Phil Ting. The issue also won backing from House Minority Leader Nancy Pelosi and Congresswoman Jackie Speier, and was heavily covered in both the local and national press.[26] [27]

On May 3, 2016, the San Francisco Board of Supervisors sat as a Committee of the Whole and held its first-ever joint meeting with the Youth Commission in order to consider the research and public testimony on the voting age charter amendment. Hundreds of youth and community advocates joined the hearing. On May 10, 2016, the Board of Supervisors passed the charter amendment onto the November 2016 ballot with the support of nine of eleven members of the Board of Supervisors.

RECOMMENDATIONS

The Youth Commission wishes to thank the Board of Supervisors for their careful and thoughtful consideration of the voting age charter amendment, and for their generosity in sharing the chamber with youth commissioners in order to hear from young members of the public on this issue earlier this month.

[26] Kirbie, Carrie, "Why Students Want to Lower the Voting Age." The Atlantic, October 7, 2015. Retrieved from http://www.theatlantic.com/politics/archive/2015/10/why-teenagers-should-have-the-right-to-vote/409243/.

[27] Krasny, Michael (narrator). (2016, 11 May) Should 16-Year-Olds Be Allowed to Vote? [Radio Broadcast Episode]. In *Forum with Michael Krasny*. San Francisco, CA: KQED.

As we head into a presidential election year, we have opportunities before us to continue to highlight issues of young voter engagement, voter turnout, and how to best build faith in our democracy. The 2015 amendment to the state elections code allowing for the pre-registration of 16 and 17 year olds provides new opportunities for educating and engaging first time voters before they leave high school.

We urge Mayor Lee and the Board of Supervisors to continue to explore ways to increase participation and education of young voters, by continuing the already-successful student engagement programs led by the Department of Elections; by partnering with the school district to support its efforts to register students to vote; and by exploring opportunities for resourcing peer-led young voter pre-registration and engagement efforts targeting 16 and 17 year old San Franciscans.

PRIORITY 2: ENGAGE YOUTH IN COMMUNITY BENEFIT DISTRICTS AND COMMUNITY BENEFIT AGREEMENTS

Urging for youth representation on Citizen Advisory Committees

BACKGROUND

The Youth Commission has always championed youth voice. The creation of the body itself is an act in favor of youth involvement in politics, and its continued existence — and success — is testament to the power of youth to spearhead change. Furthermore, SEC 4.124.c of the City's Charter calls on the Youth Commission to elicit mutual cooperation of private groups (such as fraternal orders, service clubs, associations, churches, businesses, and youth organizations) and city-wide neighborhood planning collaborative efforts for children, youth and families. In accordance with this duty, the Youth Commission is represented on the Our Children, Our Families Council, and has also consistently recommended youth seats on relevant councils.

Last year, the predecessor committee to this year's Economic Justice and Immigration Committee researched Community Benefit Agreements, a binding contract any company residing in the Central Market Street and Tenderloin Area whose annual payroll expense exceeds one million dollars can enter into with the City Administrator in order to receive an exclusion from the 1.5% payroll tax. Community Benefit Agreements may include commitments to engage in community activities and participate in workforce development opportunities in the Central Market Street and Tenderloin Area. They are drawn up by the companies, in conjunction with the Citizen's Advisory Committee (CAC) for the Central Market & Tenderloin Area. Currently, there are six companies engaged in CBAs: Twitter, Zendesk, Spotify, Zoosk, Yammer, and One Kings Lane. In order to determine how these companies could further benefit their community, and especially youth, youth commissioners co-hosted a town hall with District 6 youth alongside technology companies. Multiple needs and asks were brought up by the youth, ranging from affordable housing for transitional aged youth, to youth workforce development.

RECENT UPDATES

This year youth commissioners met with the Office of Economic and Workforce Development and others, and came to the conclusion that it would be difficult to amend the legislation governing community benefit agreements. Instead, guided by the Youth Commission's emphasis on youth advocacy, youth commissioners looked into the logistics of adding a youth seat on the Citizen's Advisory Committee (CAC) for the Central Market & Tenderloin Area.

Youth commissioners now plan to begin meeting with the Citizen's Advisory Committees of every Community Benefit District and Community Benefit Agreements to bring to their

attention the importance of having youth voice to guide the decisions they make to benefit the whole community.

RECOMMENDATIONS

In light of the youth participation at the town hall, and the Youth Commission's devotion to increasing youth voice, **the Youth Commission recommends that at least one youth seat be added to each Citizen's Advisory Committee involved in Community Benefit Districts and Community Benefit Agreements.** Doing so will allow businesses involved in Community Benefit Districts and Community Benefit Agreements to better meet the needs of youth in their communities.

PRIORITY 3: PRIORITIZE YOUTH WORKFORCE DEVELOPMENT WITH TECHNOLOGY COMPANIES

Urging for the elevation of youth workforce development opportunities in Community Benefit District negotiations and within the technology sector at large

BACKGROUND

According to SEC. 4.124 of the City's Charter, the Youth Commission has the function of developing and proposing plans that support or improve the existing social, economic, educational and recreational programs for children and youth, and advising about available sources of governmental and private funding for youth. The Youth Commission has a history of advocating for the City to provide quality programs and employment opportunities for the city's youngest residents.

Priority #6 of the Youth Commission's Policy & Budget Priorities for Fiscal Years 2012-2013 & 2013-2014 stressed the "Promotion of job experience and employment opportunities for San Francisco's young people by including Youth Involvement Plans when negotiating contracts with new businesses." On March 12, 2012, the Youth Commission adopted a resolution (1112—AL 07) "Urging the Mayor and the Board of Supervisors to Prioritize Youth Employment During Business Negotiations" with the intent of encouraging youth involvement plans, to, at a minimum, increase the number of youth jobs and internships for the city's young people, so as to create a thriving workforce for the future of San Francisco. On March 27, 2012, the Board of Supervisors adopted a resolution (file no.120293) "Urging the Mayor and City Departments to Prioritize Youth Employment During Business Negotiations."

The Youth Commission has also supported Mayor Lee's efforts generate summer jobs for youth. The Mayor has focused on building partnerships between the City and private sector. Since the implementation of SummerJobs+ in 2012 (now YouthJobs+), the Mayor has held an annual Corporate Challenge in City Hall where he calls on San Francisco's business leaders to join him in his efforts to create jobs or sponsor summer internships for youth to boost the local economy, and create meaningful employment opportunities for the city's young people that will help set them up for success.

This year, the Youth Commission was committed to addressing the need for youth employment opportunities, and chose to do so by looking at those companies currently receiving city tax breaks. Last year's committee began work looking at Community Benefit Agreements, a binding contract any company residing in the Central Market Street and Tenderloin Area whose annual payroll expense exceeds one million dollars can enter into with the City Administrator in order to receive an exclusion from the 1.5% payroll expense tax. Community Benefit Agreements may include commitments to engage in community activities and participate in workforce development opportunities in the Central Market Street and Tenderloin Area. In the past, some of the companies engaged in CBA's have worked with community organizations

such as Black Girls Code and Vietnamese Youth Development Center, contributing to small and large projects.

The Economic Justice and Immigration Committee researched CBA's, meeting with the Office of Economic and Workforce Development, among others. Youth commissioners found that companies outside of those enrolled in CBA's also receive tax breaks from the city, but are not subject to the same community service requirements. Following examples from companies like Twitter and Zoosk in providing job opportunities for youth, youth commissioners want to take advantage of the potential for other San Francisco businesses to provide youth workforce development — the main recommendation by youth attending the CBA town hall.

RECENT UPDATES

Youth commissioners have since met with the Office of Economic and Workforce Development to better understand how this priority fits into CBA's. The Office of Economic and Workforce Development counseled the committee that securing youth jobs and internships from tech companies was a reasonable goal. OEWD informed youth commissioners that they see a huge interest from technology companies in employing and training youth. Therefore, a reasonable goal is to connect these tech companies directly with youth, and encourage less interested technology companies to do the same.

From here, youth commissioners plan to meet more extensively with the Office of Economic and Workforce Development about their YouthJobs+ program to gain a greater understanding of how tech-related jobs for San Francisco's young people can use this platform. Youth commissioners then plan to present to the San Francisco Initiative for Technology and Innovation, or sf.citi, about involving their technology company members to add technology jobs and internships to SummerJobs+. Youth commissioners are committed to working to assure more access to youth workforce development and to fulfill our goal of creating more internship and job training opportunities for San Franciscan youth.

RECOMMENDATIONS

Youth commissioners want to see young people to have access to the opportunities accompanying the many technology companies present in San Francisco. As youth attending our CBA town hall highlighted the need for employment opportunities, **the Youth Commission recommends that the City work closely with technology companies in San Francisco to advance youth employment opportunities.**

PRIORITY 4: INVEST IN ALTERNATIVES TO A NEW JAIL AND TO INCARCERATION

Urging support for family unity and young adults by investing in open-door services and alternatives to jail construction

BACKGROUND

In late 2015, the Board of Supervisors considered, and ultimately rejected, amendments to the 10-year capital plan, authorization of certificates of participation, and acceptance of state monies that would have authorized the construction of a new rehabilitation detention facility to replace the county jails at 850 Bryant.

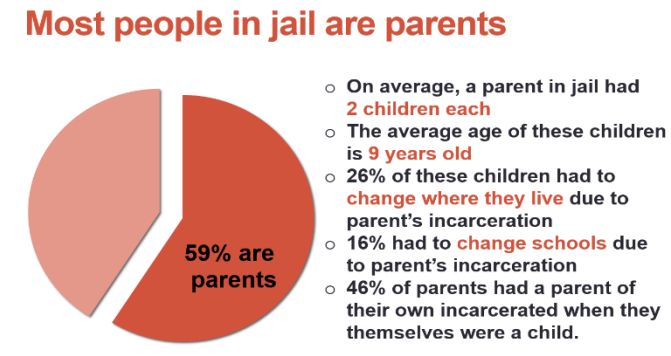
This issue was one that many young people in San Francisco had been mobilized and vocal about for years leading up to the Board of Supervisors' consideration. Due to the high level of interest from young San Franciscans on this issue, the Youth Commission initiated a request using board rule 2.12.1, calling for an afterschool hearing on the legislation. On December 7, 2015, the Youth Commission held its own after school hearing, at which dozens of young people who were directly affected by the criminal justice system testified, and youth commissioners ultimately voted to oppose the construction of a new jail.

In December 2015, President London Breed introduced a resolution (File No. 151286) which urged the director of the Department of Public Health and the Sheriff to create a working group to plan for the permanent closure of county jail Nos. 3 and 4. This working group's goal is to develop a plan that will provide effective and humane investments in mental health; identify what new facility or facilities are needed; and seek to maintain San Francisco's eligibility to use State Public Works Board financing for those facilities. The Youth Commission recommended a formerly-incarcerated youth community leader for appointment to this working group.

THE YOUTH COMMISSION'S POSITION ON JAIL CONSTRUCTION AND REPLACEMENT

Alternatives to incarceration support family unity

According to the Project What's *We're Here and Talking* 2016 report, there are currently more than 2.7 million children in the United States with a parent who



Source: Kramer, K. and the Children of Incarcerated Parents Jail Survey Teams. Descriptive Overview of Parents, Children and Incarceration in Alameda and San Francisco County Jails. Alameda County Children of Incarcerated Parents Partnership & San Francisco Children of Incarcerated Parents Partnership. Zellerbach Family Foundation, (June 2015).

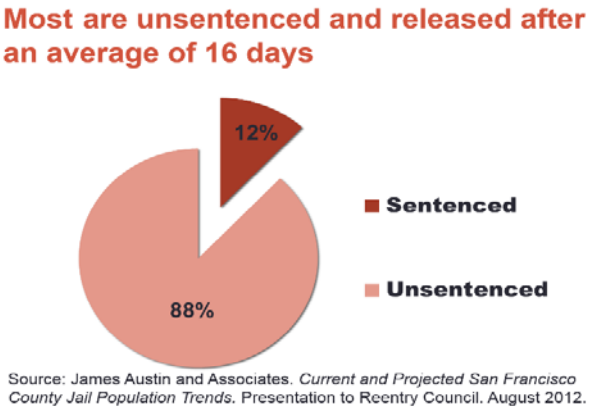
is incarcerated,[28] and San Francisco had an estimated 17,993 children with a parent incarcerated in 2010.[29] A 2015 survey of parents in our county jails found that 1,200 children had a parent in a San Francisco County jail on any single given day, and that 70% of those incarcerated in our county jails are parents.[30]

Supporting youth with incarcerated parents in maintaining contact with their incarcerated family members has been among the Youth Commission's top priorities since 2014. Youth commissioners carefully considered this issue for months, particularly and especially those elements of the detention facility proposal that included increased classroom and family visiting spaces.

"The Youth Commission ultimately determined that the single most important way the City can invest in family unity and the wellbeing of children with incarcerated parents is to invest in alternatives to incarceration broadly, and of parents in particular."

Youth commissioners reviewed the growing body of research on children of incarcerated parents in San Francisco, especially Project WHAT's 2016 report and the 2016 jail survey.[31] They met with and heard from dozens of young people on this issue, most of whom themselves have an incarcerated parent. While youth commissioners will continue to highlight opportunities for improving family visiting opportunities in our county jails, the commission ultimately determined that the single most important way the City can invest in family unity and the wellbeing of children with incarcerated parents is to invest in alternatives to incarceration broadly, and of parents in particular.

The work of supporting incarcerated parents is beginning with the Adult Probation Department's introduction of family impact statements. In the 2016-17 term, youth commissioners look forward to continuing to participate in growing discussions about bail reform and other strategies for reducing the number of people held in pretrial detention in our county jails.



Source: James Austin and Associates. *Current and Projected San Francisco County Jail Population Trends*. Presentation to Reentry Council. August 2012.

[28] The Pew Charitable Trusts. 2010. *Collateral Costs: Incarceration's Effect on Economic Mobility*. Washington, DC: The Pew Charitable Trusts (as cited in Project What's *We're Here and Talking* report, January 2016, p. 5)

[29] The San Francisco Department of Children, Youth & Their Families (DCYF). 2011. *Community Needs Assessment*. San Francisco, CA: DCYF (as cited in Project What's *We're Here and Talking* report, January 2016, p. 5)

[30] deVuono-powell, Saneta, Chris Schweidler, Alicia Walters, and Azadeh Zohrabi. 2015. *Who Pays? The True Cost of Incarceration on Families*. Oakland, CA: Ella Baker Center, Forward Together, Research Action Design (as cited in Project What's *We're Here and Talking* report, January 2016, p. 7).

[31] Project What 2016. *We're Here and Talking: Project What's Research Findings and Policy Recommendations Concerning Children of Incarcerated Parents in San Francisco*. San Francisco, CA

"We keep hearing that a jail is going to help families of incarcerated people, but we don't need better spaces to visit our families. We need our families home with us, and we need the will to reform a system that incarcerates too many of our loved ones. Children of incarcerated parents do not want a new jail built in our name."

-Cecilia Galeano, D10 commissioner and Jessica Calderon, D7 commissioner

Parental incarceration is considered an adverse childhood experience. Not only is it traumatizing, disorientating, alienating, and isolating for the individual young person, but it has material impacts on our entire community. According to Project WHAT's 2015 survey of San Francisco youth with incarcerated parents, 1 in 2 youth had to move due to their parents incarceration; 1 in 4 youth had to change schools; 1 in 7 youth had to quit a sport or stop a hobby; and 1 in 10 youth were unable to attend either high school or college.[32] In a city that is already experiencing displacement of families with children, we need to find alternatives to separating families through incarceration.

As District 7 and District 10 youth commissioners and Project WHAT youth advocates, Jessica Calderon and Cecilia Galeano noted in an op-ed from late 2015: "[We keep hearing that a] jail is going to help families of incarcerated people, but we don't need better spaces to visit our families. We need our families home with us, and we need the will to reform a system that incarcerates too many of our loved ones. Children of incarcerated parents do not want a new jail built in our name. As children of formerly and currently incarcerated parents, we know a new jail is not a solution, but more importantly as a city, we know we can do better than reproducing a pattern of separating families and communities through incarceration.."

Alternatives to incarceration support young adults

Working to expand services and supports for disconnected transitional age youth has been chief among the Youth Commission's priorities over the last decade. In San Francisco, 18-25 year olds make up a disproportionate number of those incarcerated in county jails, 25% of the overall jail population.[33] The District Attorney's office hired an alternative sentencing planner in February 2012, and hired transitional age youth sentencing planner in 2016.

Beginning in August 2015, partners in the District Attorney's office, Office of the Public Defender, the Department of Public Health, Adult Probation Department, Department of Children, Youth and their Families and FSA/Felton came together to begin a first-of-its kind young adult collaborative court model. The Youth Adult Court works with 18-25 year olds and handles serious offenses (except gang and gun cases). By the end of 2015, 75 young adults had

[32] deVuono-powell, et al. *Who Pays? The True Cost of Incarceration on Families* (as cited in Project What's *We're Here and Talking* report, January 2016, p. 12)
[33] District Attorney's office, presentation to Youth Commission, December 7, 2015.

already been through the process. The program uses a case management model that focuses on incentives like job training, education, drug rehabilitation and housing. The Young Adult Court provides a useful model of a way of investing in young people, as an alternative to incarceration.

Young people want the city's capital investments to reflect their values

According to Public Works, the new jail would have cost the city almost $240 million, mostly from the general fund, after debt service.[34] The Budget and Legislative Analyst put that number at closer $290 million.[35] It is fair to say that it is young San Franciscans who would have been the ones responsible for paying the long term costs of constructing a new detention facility.

Youth Commissioners acknowledge that the Hall of Justice is seismically unsound, and support the Board of Supervisors' creation of a working group aimed at permanently closing the county jails housed at 850 Bryant. The Youth Commission believes permanent closure of county jails 3 and 4 is both necessary and possible. 85% of people in SF county jails are pre-trial, and county jails 3 and 6 are already unused.

RECOMMENDATIONS

Youth Commissioners commend the Board of Supervisors' leadership on this issue, including the establishment of a working group to envision alternatives to constructing a detention facility.

1. **Invest in alternatives to incarceration, especially for TAY, parents, and people with mental illness.**
   The Youth Commission urges the Board of Supervisors and Mayor Lee to continue to invest in open-door alternatives to incarceration, especially for those who are mentally ill, transitional age youth, and/or parents and caretakers. Youth commissioners are especially heartened by the young adult court and alternative sentencing models, as we are by growing discussions about ways to reduce the number of people in pretrial detention.

2. **Provide needed services in open-door, non-detention settings.**
   We urge the Board and the Mayor to invest in providing people the quality mental health, job placement, and educational resources they need in non-deputized, non-detention facilities.

3. **Continue including impacted youth in the effort to envision alternatives to incarceration.**

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[34] Department of Public Works. *Rehabilitation Detention Facility Hall of Justice Jail Replacement Project [PDF document].* Retrieved from Hall of Justice Replacement Jail Project Online Web site: http://sfdpw.org/sites/default/files/FileCenter/Documents/4936-GCRUMPRDF_PlanningCommissionHearing%20PPR_062515.pdf

[35] City and County of San Francisco Board of Supervisors Budget and Legislative Analyst's Office. *Policy Analysis Report*. January 22, 2014. Retrieved from Board of Supervisors website: http://www.sfbos.org/Modules/ShowDocument.aspx?documentid=47664, page 7.

We urge that the effort to envision alternatives to incarceration and to constructing a new detention center continue to center the voices of youth with incarcerated parents, as well as young adults, who are over-represented in our county jails; and that the working group explore means of ensuring that there is no consistent over-classification of young adults as gang threats within our county jail system.

PRIORITY 5: IMPROVE SERVICES AND SUPPORTS FOR CHILDREN WITH INCARCERATED PARENTS

Urging support of families with incarcerated parents by supporting implementation of time-of-arrest protocols; supporting family-friendly visiting policies; and assisting the school district's commitment to supporting students with incarcerated parents

BACKGROUND

Over half of all U.S. prisoners in 2007 were parents of one or more children under the age of 18.[36] According to the Center for Youth Wellness, incarceration is one of the most adverse of childhood experiences and a DCYF Community Needs Assessment found that 17,993 children and youth were estimated to have had a parent who spent time in either county jail or state prison in 2010.[37] As this number does not include youth and children who had a parent that was incarcerated at any time during their childhood, and does not include transitional age youth, parental incarceration may affect an even greater number of San Francisco's young people.

Although there is no city or state department responsible for collecting data on youth and children with incarcerated parents (CIP), a recent survey of people in San Francisco county jails found that 536 (59%) reported being a parent or primary caregiver to a total of 1,110 children aged 25 years or younger. This report also states "...it can be conservatively estimated that, on any given day, there are more than 3,000 children aged 25 years or younger with parents in Alameda or San Francisco County jails,"[38] because there were a fair number of individuals not surveyed due to not being present in the housing units at time of the survey due to court appearances, medical appointments, and lawyer visits.

UPDATES

Time of Arrest

In May 2014, the Police Commission passed new protocols[39] for supporting children at the time of their parents' arrest. The Police Department committed to establishing a roll call training on the new protocols for its officers. The video training includes real-life arrest scenarios involving parents and children and includes the voices of youth who were present at the time of their parent's arrest. In January 2015, youth commissioners passed a resolution (1415-RC-02)

[36] Justice Strategies; "Children on the Outside: Voicing the Pain and Human Costs of Parental Incarceration," January 2011

[37] San Francisco Department of Children, Youth, and Their Families (DCYF). "Community Needs Assessment," published May 2011, Page 101.

[38] Kramer, K. and the Children of Incarcerated Parents Jail Survey Teams. *Descriptive Overview of Parents, Children and Incarceration in Alameda and San Francisco County Jails.* Alameda County Children of Incarcerated Parents Partnership & San Francisco Children of Incarcerated Parents Partnership. Zellerbach Family Foundation, (March 2016).

[39] SFPD Department General Order 7.04 "Children of Arrested Parents," Available at: http://sf-police.org/modules/showdocument.aspx?documentid=27381

commending SPFD and the Office of Citizen Complaints and their community partners on the establishment of DGO 7.04 officer training video.[40]

In 2016, the police department began including a new question in its incident reports, wherein officers ask people being arrested if they are responsible for a child under the age of 18. 'Yes' answers prompt the officer to confirm they complied with the provisions of the general order which require cuffing parents outside the presence of children when possible; reassuring the child they will be cared for; arranging for the child to be picked up by another adult whose background is verified with FCS; and arranging with school resource officers or school sites for children to be picked up from and cared for after school.

As of this year, two other arresting agencies are in the process of adopting or implementing similar protocols. The District Attorney's office has provided in-person training to DA Investigators on supporting children during a parent's arrest. The Sheriff's department is implementing protocols for deputies with arresting duties.

Visitation Policies

The transfer of incarcerated people from state to county supervision due to realignment means we now have the opportunity to improve visiting policies that help children to maintain strong bonds with their parents during incarceration, and to set an example for the rest of the state.

Visitation and contact are major mediating factors in the adverse effect of parental incarceration.[41] Strict administrative and steep financial barriers to parental visitation, as well as the cost of phone calls, were among the top issues and concerns voiced by youth with incarcerated parents, formerly incarcerated people, and service providers during a youth participatory action research effort undertaken by San Francisco Project WHAT, a leadership program for CIP, in 2013-2015.[42]

In March 2015, youth commissioners, working in partnership with Project WHAT, passed a resolution (1415-AL-08) urging for the promotion of family unity for youth with incarcerated parents by lowering the visiting age in county jails to age 16 and urging the establishment of an

[40] Youth Commission Resolution of Commendation 1415-RC-02: http://www.sfbos.org/modules/showdocument.aspx?documentid=51212
[41] Joseph Murray, David P. Farrington; "Effects of Parental Imprisonment on Child Antisocial Behavior and Mental Health: A Systemic Review"; September 2009
[42] Project What 2016. *We're Here and Talking: Project What's Research Findings and Policy Recommendations Concerning Children of Incarcerated Parents in San Francisco*. San Francisco, CA

online inmate locator tool.[43] In March 2015, the visiting policy was amended by then-Sheriff Mirkarimi and a RFP was issued for the creation of an online inmate locator.

Youth Commissioners met with Sheriff Vicki Hennessy in April 2016, and were pleased that Sheriff Hennessy expressed commitment to implementing the 16 and 17 year old visiting policy; working with the youth commission to outreach for the new policy; and evaluating whether the current application process for the visiting program presents any barriers for young people wishing to visit their parents and guardians.

On April 6, 2016, youth commissioners also passed a resolution in support of state senate bill 1157 (Mitchell) - Strengthening Family Connections, in order to ensure families continue to have access to in-person visits with loved ones incarcerated in county jails across the state, and to stem the replacement of in-person visiting opportunities with video-visiting. Sheriff Hennessy, the Reentry Council, and the state legislative committee also lent their support to the bill. Youth Commissioners also worked with President Breed to introduce a Board resolution in favor of SB 1157 on Tuesday, May 17, 2016. We thank the Board of Supervisors for their attention to this issue.

Courtesy of Project WHAT "We're Here and Talking," January 2016

School District Support

In June 2014, the Board of Supervisors Neighborhood Services and Safety committee held a hearing sponsored by Supervisor Malia Cohen on the unmet needs of children and youth in San Francisco with currently or previously incarcerated parents. As a result, additional funds were committed to the San Francisco Unified School district for training district staff on best practices for working with CIP and funding was extended for an after school performance program for CIP.

[43] Youth Commission resolution 1415-AL-08:
http://www.sfbos.org/modules/showdocument.aspx?documentid=51714

In March 2016, the SFUSD Board of Education unanimously passed a resolution "In Support of Staff Training, Curriculum and Services to Meet the Needs of SFUSD Students with Incarcerated Parents" introduced by Commissioners Matt Haney and Shamann Walton. The resolution commits to continued training for school counselors, social workers, nurses, wellness center staff, and school resource officers on an annual basis. It also commits the district to integrating awareness of the impacts of incarceration into curricula and school libraries; pursuing specific programming and services for students with incarcerated parents; assigning a district staff liaison to work with One Family, the organization providing parenting education and child visitation in San Francisco county jails, to allow for parent-teacher conferences in the jails and to support students in establishing visitation; and adding information about parental incarceration to student surveys.

RECOMMENDATIONS

1. **Expand training on DGO 7.04 time-of-arrest protocols and ensure regular evaluations of the policy.**

The Youth Commission commends the police department for developing a model policy for supporting children at the time of a parent's arrest. The Youth Commission also urges Mayor Lee and the Board of Supervisors to urge the Police department to implement regularized roll call trainings on the time-of-arrest protocols (DGO 7.04) and to establish the time-of-arrest training video as a regular part of the academy training for incoming police officers. The Youth Commission also urges the Mayor and Board to urge the Police Commission to commit to regular reviews of the time-of-arrest protocols, including reviewing the use of the new incident report question and compliance with the protocols.

2. **Continue, advertise, and evaluate family-positive visiting policies.**

The Youth Commission commends Sheriff Hennessy's commitment to ensuring youth with parents incarcerated in San Francisco county jails have the right to in-person visits with their parents and guardians. We look forward to working with the Sheriff and the school district to ensure that both parents and teenagers are aware of the new 16- and 17-year-old visiting policy, and to ensure that the application and enrollment process is accessible and youth-friendly; and that access to the non-contact visits does not preclude youth 16 and 17 years old from also participating in contact visits through existing established visiting programs.

3. **Assist the school district's efforts to support students with incarcerated parents by establishing a family-focused school-district liaison role inside the jails.**

Finally, youth commissioners commend the San Francisco Unified School District for undertaking a comprehensive approach to supporting students with incarcerated parents. The Youth Commission urges Mayor Lee and the Board of Supervisors to commit resources to establishing a staff role inside the county jails to provide family-focused support, liaison with school districts, and coordinate services with the Sheriff and parents inside.

PRIORITY 6: INCREASE SERVICES AND SUPPORTS FOR HOMELESS YOUTH AND DECLARE 2017 THE YEAR OF RECOGNIZING HOMELESS YOUTH IN SAN FRANCISCO

Urging declaration of 2017 as the Year of Recognizing Homeless Youth; dedicating staff to addressing issues faced by homeless TAY; and a revisit the homeless youth count

BACKGROUND

Congress and the Obama Administration set a federal goal of ending homelessness for youth, children, and families by 2020.[44] In the years of 2015-2016, Youth Commissioners collaborated with the Youth Advisory Board of Larkin Street to bring awareness to the City of the homeless youth population in San Francisco. Larkin Street is a service provider that caters to homeless youth in San Francisco, and provides varied types of assistance. Together, we then and continue to recognize despite the current investments in homeless youth in San Francisco, this growing population is often overlooked and underserved. With few services, youth have difficulty getting on the right track towards living a healthy life.

On any given day in the United States, there are between 353,000 - 503,000 youth ages 12- 24 who experience homelessness,[45] with only about 4,000 youth shelter beds available across the country.[46] In San Francisco alone there are approximately 3,200 homeless children under age nineteen live in San Francisco, a 94% increase over the homeless youth population in 2007.[47] Each year, approximately 5,000 young people die on the streets in the U.S. because of illness, assault, or suicide.[48] These youth are also susceptible to incarceration and the dangers accompanying living on the streets: One third of this population has been involved with the juvenile justice system, 75% have used illegal substances, 20% of San Francisco youth traded sex for a place to stay compared to 5% in 2013, and one in three are approached by a recruiting "pimp" within the first forty-eight hours of being on the street.[49]

LGBT youth also face homophobic and transphobic discrimination, and are disproportionately represented in the homeless youth population. As many as 40 percent of the nation's homeless youth identify as LGBT, while between 5-10 percent of the overall youth population is LGBT.[50]

The United States Department of Housing and Urban Development (HUD) has required public agencies and service providers to conduct a Point in Time count of the homeless population in their cities every odd-numbered year since 2005. Beginning in 2007, San Francisco was among

[44] The United States Interagency on Homelessness; http://usich.gov/opening_doors/
[45] Youth Homelessness in San Francisco: 2013 Report On Incidence and Needs, p. 1
[46] "National Campaign for Youth Shelter seeks Housing for homeless LGBT youth." GLAAD. http://www.glaad.org/blog/national-campaignyouth-shelter-seeks-housing-homeless-lgbt-youth
[47] Coalition on Homelessness, June 2015, The Roadmap: A 5 Five-Year Plan to End the Crisis of Family Homelessness in San Francisco
[48] "Streetwork: Homeless Youth Facts." Safe Horizon. http://www.safehorizon.org/index/what-we-do-2/helping-youth- 14/streetwork-homeless-youth-facts-220.html
[49] Applied Survey Research, January 2015, Homeless Unique Youth Count and Survey
[50] "National Campaign for Youth Shelter seeks Housing for homeless LGBT youth." GLAAD. http://www.glaad.org/blog/national-campaignyouth-shelter-seeks-housing-homeless-lgbt-youth

the first cities to count homeless youth as a distinct population from the adult homeless population.[51] In San Francisco's 2013 Point-in-Time count, 1,902 homeless children and transitional age youth (TAY) were counted, accounting for more than one-fourth of all homeless individuals counted.

The San Francisco homeless count had two primary components: a Point-in-Time enumeration of unsheltered homeless individuals and families (those sleeping outdoors, on the street, in parks, in vehicles, etc.) and a Point-in-Time enumeration of homeless individuals and families who have temporary shelter (those staying in an emergency shelter, transitional housing, or using stabilization rooms).[52]

While important in establishing a snapshot of some of the city's homeless individuals, the Point-in-Time Count is not a hard-and-fast number. The commission is concerned that the count methodology could rely too heavily on the assumption that all homeless people are visible on the street, or that they look and act a particular way, this may lead to undercounts particularly of youth. That said, youth commissioners recognize the incredible difficulty in administering such a large survey of individuals.

The homeless youth population is not homogenous, representing many different needs. However, all homeless youth need shelter, food, water, and clothing. Indeed, we have seen that when these needs are addressed, these youth take the lead and graduate from intensive training programs[53] and serve the City as policy advisors, youth commissioners and community advocates. When given the opportunity, many homeless and formerly homeless youth contribute meaningfully to San Francisco.

The Youth Commission thanks Mayor Lee for his leadership in creating a Department on Homelessness, and congratulates Jeff Kositsky on his appointment as the first director of the department. Additionally we would like to thank Supervisor Campos for addressing the needs of homeless TAY in his proposed Navigation Center legislation, and to supervisors for leading the conversation around declaring a State of Emergency for San Francisco's increase in homeless residents.

RECOMMENDATIONS

1. Declare 2017 the Year of Recognizing Homeless Youth.

As the nation aims to eradicate youth homelessness by 2020, the Youth Commission, along with the Youth Advisory Board of Larkin Street, urges the Mayor and the Board of Supervisors to declare 2017 the Year of Recognizing Homeless Youth.

2. Dedicate staff to addressing and reporting on youth and TAY homelessness.

Ending youth and TAY homelessness in San Francisco is a necessary step towards aiding the nation's goal of ending youth homelessness, as well as San Francisco's 10-Year Plan to Abolish Chronic Homelessness. As the City begins plans for the new department of homelessness, we

[51] IBID
[52] IBID
[53] Year Up; <http://www.yearup.org/>

urge the city to have multiple staff dedicated to addressing youth homelessness, as well as TAY homelessness. Additionally we ask that the department establish an annual report on Youth and TAY homelessness.

3. Revisit the youth homeless count methodology.

Lastly, we urge the City to conduct a more comprehensive and accurate homeless count so the City and the Greater Bay has an accurate idea of the size of the population and can therefore properly address it. Locally, we have multiple homeless counts conducted by different organizations, and which vary substantially, including: The 2015 Point-In-Time Count, Larkin Street Youth Services, and counts conducted by the Coalition on Homelessness. We recognize the effort and dedication it takes to conduct the homeless count, and are grateful to those who help plan and administer the count.

PRIORITY 7: FUND AND COMPLETE THE TRANSITIONAL AGE YOUTH HOUSING PLAN CONTIGUOUS WITH A TAY NAVIGATION CENTER

Urging for an increase the availability and accessibility of TAY Housing streamlined with a TAY-inclusive navigation center

BACKGROUND

In San Francisco, it is estimated that there are near 8,000 disconnected transitional-aged youth – youth between the ages of 16 and 24 who will not make a successful transition into adulthood;[54] 7,700 TAY lack a high school diploma, 6,000 are completely uninsured and 9,000 neither work nor go to school.[55] As a result, many TAY experience substantial periods of unemployment, homelessness, and a disproportionally high number of these young people have some degree of involvement with the criminal justice system. These numbers however are likely even higher as homeless individuals often shy away from self-reporting to government entities.[56]

In response to these numbers, the Youth Commission adopted a resolution in 2005 calling on then-Mayor Gavin Newsom to create at task force that would propose methods to better serve this population.[57] Mayor Newsom created a task force in 2006 and after a year of intensive, collaborative work between City officials, community-based service providers, and TAY, the Mayor's Transitional Youth Task Force (TYTF) released its report in October 2007, "Disconnected Youth in San Francisco: A Roadmap to Improve the Life Chances of San Francisco's Most Vulnerable Young Adults." This document contained 16 comprehensive recommendations for City agencies "to address the problem of the current fragmented policies and programs, with a comprehensive, integrated approach towards disconnected transitional age youth."[58] Among the report's 16 recommendations to the City's policy makers was "more accessible housing for disconnected TAY."

Some City Departments responded to the TYTF report with great vigor. For example, the Mayor's Office of Housing (MOH) convened a TAY Housing Work Group with a variety of stakeholders to create a plan to meet the housing goals established by the Task Force. The goal of the TAY Housing Plan was to create 400 additional units for TAY by 2015, using a variety of housing models. This priority was re-affirmed by a recommendation in the TAYSF Policy Priorities for Transitional Age Youth 2014-16 document, released in Spring 2014, which called for plans to continue the pipeline of housing for TAY to meet or exceed the 400 unit goal by 2015.[59]

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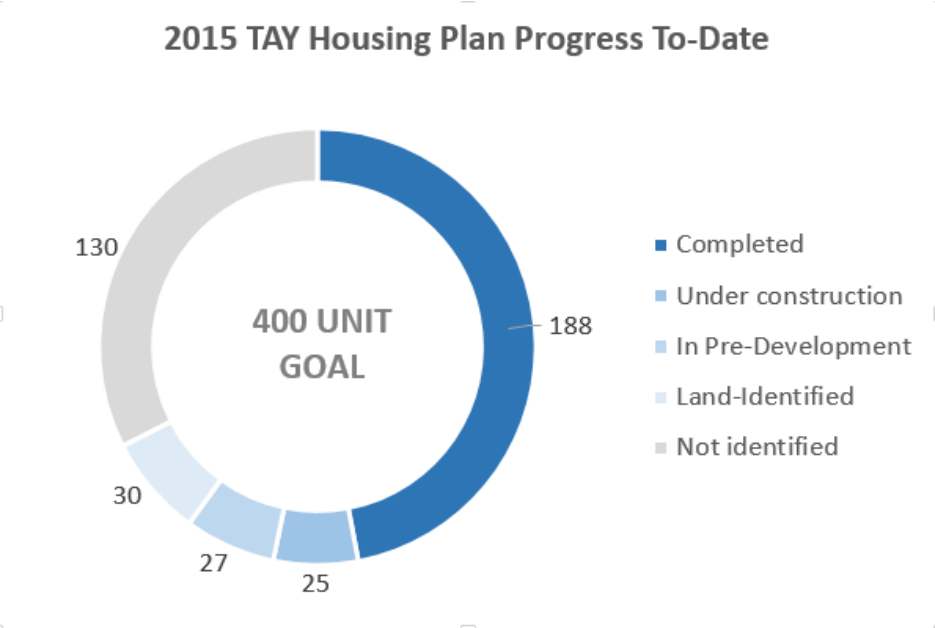
[54] Policy Priorities for Transitional Aged Youth, Vision and Goals 2014-2016
[55] IBID
[56] Coalition on Homelessness, June 2015, The Roadmap: A 5 Five-Year Plan to End the Crisis of Family Homelessness in San Francisco
[57] Youth Commission Resolution 0405—005, Resolution urging the Mayor to Ordain a Transitional Youth Task Force. (2005).
[58] Disconnected Youth in San Francisco, p. 50
[59] Transitional Age Youth—San Francisco (TAYSF) Initiative, TAYSF 2011 Progress Report, retrieved from

The TAY Housing Work Group concluded that there is no one "best model" of housing for youth, rather a wide range of models is needed for different populations. MOH went ahead and issued its first Notice of Funding Availability (NOFA) exclusively for projects serving TAY in 2009. Unfortunately, due to stigma against TAY and homeless youth, some proposed affordable TAY housing projects have faced considerable neighborhood opposition, as was the case of the Booker T. Washington project, which took years to be officially approved. The recession of 2010 also delayed the completion of many TAY housing units. Fortunately, the Booker T. Washington project is now underway with plans to have it built by 2017. Two other buildings with TAY housing also saw the completion of construction this past year, including 1100 Ocean and Edward the 2nd.



It is now 2016, one year past the year of the projected 400 unit deadline. While there has been progress, there continues to be 130 units that still need to be identified.[60] To date, 270 TAY units have been identified, and a total of 188 units have been completed. 25 units are presently under construction, while 27 units are in predevelopment, and 30 units have been land-identified.[61]

In 2014, youth commissioners hosted a youth town hall on housing and affordability which was attended by over sixty youth and advocates. Youth participants were joined by several City staff who came to share their insights. In the TAY breakout at this event, participants noted that in addition to limited slots in dedicated TAY housing programs, TAY also face other barriers when searching for housing, including age discrimination, a lack of credit history, and not being aware of their rights as tenants.

In 2013 and 2014, the Youth Commission recommended the development of an evaluation tool that measures the quality and effectiveness of TAY housing and its supportive services which

http://www.taysf.org/wp-content/uploads/2012/09/TAYSF-Progress-Report-2011.pdf.

[60] Personal communication with Anne Romero, Project Manager with the Mayor's Office of Housing and Community Development, May 15, 2014.

[61] Supportive Housing for Transition-Aged Youth, prepared by Mayor's Office of Housing, Updated May 2016.

includes direct feedback from TAY. The need for TAY housing is much bigger than what is available. Therefore, it is necessary to see that funds are invested wisely. The Mayor's Office of Housing decided in 2014 that it was vital to see how effective the TAY housing was at serving TAY and their diverse needs. They conducted a TAY housing assessment in conjunction with the Corporation for Supportive Housing (CHS). In late 2014, the Youth Commission met with The Corporation for Supportive Housing, Harder+Company, Human Services Agency, and the Mayor's Office of Housing to receive an update on the assessment. CHS conducted its assessment through focus groups, surveys and direct outreach to TAY, and in consultation with TAY ED network, TAYSF and the San Francisco Youth Commission.

It's evident that the severity of homelessness in San Francisco has increased; this is especially true for our Transitionally Aged Youth. San Francisco's youth homeless population is at an all-time high, and is comparable to the severity of youth homelessness during the great depression.[62] San Francisco Citizens were quick to voice their concerns about this ongoing epidemic, and in June of 2016, it was announced that homelessness was the number one concern of all citizens, and housing affordability a strong second in June of 2015.[63] In response to this, numerous Supervisors, including Supervisors Campos and Kim, announced a possibility of declaring of a state of emergency on homelessness allowing the city to seek additional state and federal funds for homeless services. Supervisor Campos also introduced legislation to increase the number of Navigation Centers in the City of San Francisco.

The Navigation Center model has been successful in getting long-term, disconnected homeless adults into permanent housing.[64] Unfortunately, the criteria used does not explicitly include TAY, nor does the current Navigation Center have designated areas for TAY, a population that would greatly benefit from the innovative model. San Francisco only has one TAY-designated housing facility, Lark Inn, which houses only 45 individuals. Adding to this, the unemployment rate of TAY ages 20-24 is double the rate of homeless adults[65] and 72% of homeless youth said they wish to attend school.[66] According to the 2015 TAY Housing Assessment: "Without housing, young people face significant challenges in achieving their education and employment goals. For many youth, having a stable place to live is also critical to reducing their involvement and exposure to street culture, including sex work using or selling drugs and violence."[67]

In April of 2016, Youth Commissioners met with Navigation Center Director, Julie Leadbetter, and Emily Cohen, Deputy Director at Mayor's Office of Housing Opportunity, Partnership & Engagement, to discuss the creation of TAY-designated areas within Navigation Centers. They

[62] IBID
[63] SF Chronicle: Homelessness Soars to No. 1 Concern in SF, New Poll Finds. 2016, March 16. <http://www.sfgate.com/bayarea/article/Most-see-SF-moving-in-wrong-direction-poll-finds-6892152.php>
[64] Emily Cohen and Julie Leadbetter, Presentation to the Housing Environment and City Services Committee, San Francisco Youth Commission, April 2016
[65] Larkin Street, June 2014, Youth Homelessness in San Francisco: 2014 Report on Incident and Needs
[66] IBID
[67] Corporation for Supportive Housing (CHS), November 2015, *Providing Stability and Support: An Assessment of San Francisco's Transitional Age Youth Housing and Services System.* Retrieved from http://www.csh.org/wp-content/uploads/2015/11/TAY-Housing-Svcs-System-Assmt-11.3.15.pdf

informed commissioners that in order for a Navigation Center to be successful, there must be a 2:1 ratio—meaning that for every one client in a Navigation Center, there must be at least two potential long-term housing units available. With a proposed designated TAY Navigation Center with a 75-person maximum capacity, the city still has a long way to go to satisfying both the housing and shelter needs for TAY. Again, according to the TAY housing assessment," the supply of affordable housing options for transitional aged youth is completely insufficient".[68]

The Youth Commission thanks Supervisor Campos for calling attention to the need for a TAY-designated Navigation Center, and the commission supports including TAY beds and services in the future Navigation Centers. Moreover, we also recognize the importance of creating long-term, permanent housing options for San Francisco's most disconnected young people.

RECOMMENDATIONS

1. Complete the 2015 TAY Housing Plan and establish a new TAY Housing goal.

The San Francisco Youth Commission urges the Board of Supervisors and the Mayor to urge the Mayor's Office of Housing, the Department of Public Health, and the Human Services Agency to implement the housing recommendations of the Transitional Youth Task Force and the TAYSF 2014-2016 priorities document,[69] including and especially the goal of identifying the remaining 158 housing units in the 2015 TAY Housing Plan. We also urge the City to establish a new TAY Housing goal for the years ahead.

2. Plan for the on-site supportive service needs of TAY in supportive housing and address TAY emergency housing needs in the interim.

The Youth Commission encourages the Mayor and Board of Supervisors to also begin planning for the commitment of applicable funds for on-site case management and other services associated with the construction of the remaining units; as well as to assess the outstanding interim needs for emergency shelter and residential treatment programs for transitional age youth. The Youth Commission is also interested in participating in conversations around TAY inclusion in the Navigation Center model.

3. Explore other ways to promote positive housing outcomes for TAY.

Finally, while we recognize the paramount importance of creating housing units for our City's most disconnected and extremely low-income young people, we recommend analyzing housing outcomes for TAY who would not normally be eligible for TAY housing programs, and consider additional less resource-intensive supports for them achieving positive housing outcomes, including financial education, move-in costs or rental subsidies, apartment-hunting support, and tenants' rights education.

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[68] IBID

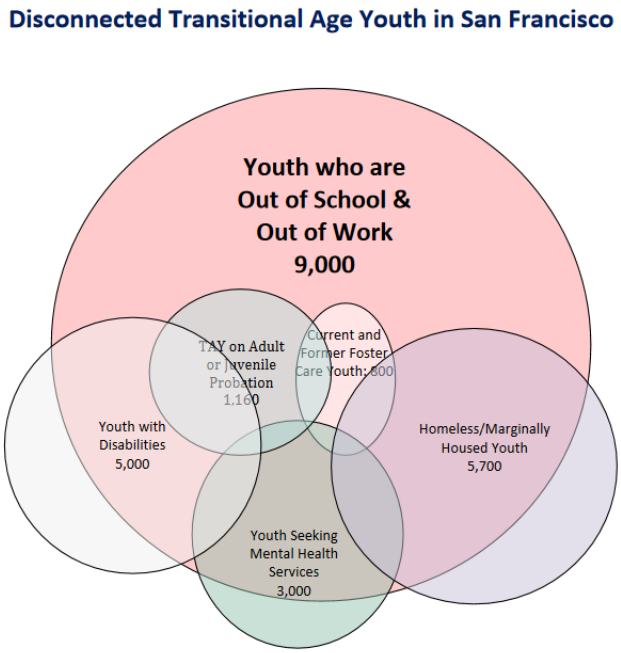
[69] TAYSF, Policy Priorities for Transitional Age Youth, Recommendations to Improve the Lives of TAY in San Francisco. Retrieved from http://www.sfbos.org/modules/showdocument.aspx?documentid=48565.

PRIORITY 8: INCREASE SUPPORTS FOR VITAL TAY SERVICES IN THE NEW CHILDREN AND YOUTH FUND

Urging for the dedication of increased support for TAY needs in light of CYF growth

BACKGROUND

For much of the Youth Commission's twenty year history, the youth commission has worked with others in City government to highlight the needs of the city's 8,000 disconnected TAY. Mayor Lee declared TAY a priority population under his administration in 2012, and the Mayor's Office and Dept. of Children, Youth, and Their Families collaborated to support TAYSF in releasing a set of policy priorities for Transitional Age Youth in Spring 2014.



Courtesy of TAYSF: Policy Priorities for Transitional Age Youth, 2014-2016

Prior to the passage of the 2014 Children and Youth fund, the Youth Commission passed a resolution (1314-04) urging for the funding of a two-year "bridge" for vital TAY services before the new Children's fund would take effect. The Youth Commission recommended funding for intensive case management and subsidized employment slots, eviction prevention and emergency housing funds, and residential mental health and substance abuse treatment.

One major challenge in meeting the needs of disconnected TAY is that until the November 2014 reauthorization of the Children's fund those youth ages 19-24 were excluded from services provided by the Fund. Previously called the Children's Fund, the Children and Youth Fund is a dedicated stream of earmarked dollars for children and youth services in San Francisco. It was first approved by San Francisco voters in 1991, reinstated by the electorate in 2001, and reauthorized once again in 2014. The Children's Fund had been the primary source of funding for programs and direct services for the more than 56,000 youth in San Francisco who are 18 years and younger. As the chartered advisory body charged with the responsibility for examining existing youth programs

and services, the Youth Commission sat on the Our Children, Our City stakeholder council and led the effort to engage San Francisco's young people in the crafting of the new legislation.

Throughout 2014, youth commissioners facilitated community conversations and discussions about the reauthorization of the Children's Fund. From these meetings, focus groups, and a Youth Town Hall in December 2013, youth commissioners heard the need for the inclusion of disconnected TAY in the services provided by the Fund. They presented these and other recommendations in the form of Resolution 1314-04 for consideration during the crafting of the legislation that later became Proposition C.

Proposition C passed with 74% voters' approval during the November 2014 elections. With the passing of the ballot measure, the Fund was extended for 25 years, received an additional $.01 per $100 of assessed valuation of the city's property tax (to be phased in in quarter-cent increases over four years), and could begin serving transitional-age youth between the ages of (18-24).

For the purposes of inclusion in the Children and Youth Fund, Charter Section 16.108 defines disconnected TAY as young people ages 18-24 who:

- Are homeless or in danger of homelessness;
- Have dropped out of high school;
- Have a disability or other special needs, including substance abuse;
- Are low-income parents;
- Are undocumented;
- Are new immigrants and/or English learners;
- Are lesbian, gay, bisexual, transgender, queer, and questioning ("LGBTQQ"); and/or
- Are transitioning from the foster care, juvenile justice, criminal justice or special education system.

UPDATES

In 2016, the Children and Youth Fund increased with the second of four scheduled quarter-cent increases. In the graph below, it shows the phased in increase for 2016. The projected revenue for 2016-17 is $69,190,000.

DCYF
Excludes SFUSD
Revenues Only

2/3/16 Draft Budget By Revenue Character

	FY 15-16 Budget	FY 16-17 Budget	Change	FY 17-18 Budget	Change from 16-17
Recoveries from Other Departments	2,500,397	2,582,072	81,675	2,582,072	-
Children and Youth Fund Revenues	59,920,000	69,190,000	9,270,000	77,506,000	8,316,000
Interest	108,000	50,000	(58,000)	50,000	-
Federal Direct Grants	1,461,108	1,465,442	4,334	1,465,442	-
State Grants	3,174,864	3,479,982	305,118	3,479,982	-
Private Grants	204,468	550,000	345,532	550,000	-
Fund Balance	1,398,626	2,940,000	1,541,374	-	(2,940,000)
General Fund Support	31,113,707	30,731,464	(382,243)	30,063,898	(667,566)
Grand Total	**99,881,170**	**110,988,960**	**11,107,790**	**115,697,394**	**4,708,434**

From DCYF Oversight and Advisory Committee, February 3, 2016

In May 2015, Mayor Lee announced several major new investments in the City's youth: $1.8 Million in additional funding to eliminate wait lists for summer programming; $2.5 million to fund 820 slots in after school programs; creating 860 new Pre-school For All slots; and $700,000 for employment training and educational support for TAY. The Board of Supervisors allocated another $675,000 for TAY later in 2015-16 budget process.

In November 2015, DCYF issued a Request for Proposals to fund TAY services through two strategies: collaborative models seeking to improve education and employment outcomes; and an innovation fund designed to address gaps and barriers in TAY services. After initial awards were made and the department heard community feedback, DCYF reopened its RFP and awarded an additional collaborative grant (for a total of three awards), and four additional innovation grants (for a total of nine awards). The funding from the two RFP rounds funding TAY services for 15/16 through 17/18 totaled $2.7 million.

In addition to the CYF base fund of over $50 million, the fund has grown with the phased-in increases at the rate of $8-10 million each year. In its February 11, 2016 presentation to its Oversight Advisory Committee, DCYF reported on its anticipated growth in the fund of $18.4 million in additional granting capacity in FY 16-17 and FY 17-18.[70]

RECOMMENDATIONS

When youth commissioners supported the inclusion of Transitional Age Youth in the reauthorization of the Children and Youth Fund in 2014, they also supported an increase of the fund in order to fund vital TAY services without reducing the investments in services for early childhood or school-age youth services. Voters themselves recognized the importance of including disconnected TAY when they voted to approve the TAY inclusive and increased Children and Youth Fund in November 2014 with 74% of the vote.[71] However, the resulting

[70] FY 2016-17 and 2017-18 Draft Proposed Budget, DCYF Oversight & Advisory Committee, February 11, 2016: http://dcyf.org/modules/showdocument.aspx?documentid=4192
[71] http://fundingthenextgeneration.org/nextgenwp/wp-content/uploads/2015/01/Revised-fact-sheet-on-SF-Childrens-Fund.pdf

investments in disconnected Transitional Age Youth represent an overall small percentage of the resulting growth in the Children and Youth Fund for both 2015-16 and 2016-17.

DCYF is currently conducting a Community Needs Assessment to guide its five-year investments beginning in FY 2018-2019. Yet, there is still an outstanding need for funding those vital services for disconnected TAY that existed when youth commissioners lent their support with (Resolution 1314-04) for a bridge fund in advance of the 2014 CYF reauthorization.

Youth commissioners recommend that Mayor Lee and the Board of Supervisors support the development of an interim allocation plan for vital TAY services for 2016-17 that accounts for those CYF-eligible needs outlined in the report "Policy Priorities for Transitional Age Youth 2014-2016: Recommendations to Improve the Lives of TAY in San Francisco;" and that this plan reflect TAY-eligibility for the CYF growth funds in an amount proportional to those other age groups that are currently funded by both the CYF growth and base funds.

PRIORITY 9: ENSURE POLICE OFFICERS ARE TRAINED ON EFFECTIVELY INTERACTING WITH YOUTH, INCLUDING SCHOOL RESOURCE OFFICERS

Urging for assurance that the Police Department follow-through on its commitment to provide its officers comprehensive training on interacting with youth that is skill-based, scenario-based, and focused on de-escalation; that school resource officers are effectively trained; and that students are given a role in regular oversight of the SFPD-SFUSD MOU

BACKGROUND

Since 2014, we have seen increased national attention on the issues of racial profiling, police-community relations, and indeed, youth-police relations with the death of Michael Brown in Ferguson, MO and subsequent attention on officer-involved shootings in San Francisco and throughout the country. More than once during the 2015-16 school year, SFUSD students from multiple high school campuses have walked out to protest the death of Mario Woods, Alex Nieto, and others. What was made clear through these discussions in San Francisco and beyond, is that tensions between community members and police departments across the country are strained to the breaking point and are in dire need of dedicated efforts to enhance mutual understanding, trust, transparency, and accountability. When we talk about trust between police and members of the community, it is our contention that young people should be at the center of the discussion.

For much of its 17 year history, the Youth Commission has focused its attention on the arena of youth-police interactions--from sponsoring two Citywide hearings in June of 2000 regarding the later-adopted state Constitutional Amendment and statute on Juvenile Crime known as Proposition 21; to putting on a town hall in December 2002 that drew over 200 youth, many of whom spoke about their experiences with police in schools; to working with the Police Department (SFPD) and the Office of Citizen Complaints staff to develop revisions adopted by the Police Commission in September 2008 to the SFPD's protocol on youth detention, arrest, and interrogation codified in Department General Order (DGO) 7.01; to holding the first ever joint Youth and Police Commission meeting on March 7, 2012 where over 70 speakers shared their testimony.

At many points in its history, the public--including youth, service providers, teachers, and parents--have offered Youth Commissioners their riveting testimony of personal experiences with police officers. At the March 2012 joint hearing, community members discussed the positive youth engagement work SFPD is involved in each day. There were also numerous stories of miscommunication and unnecessary escalations between police officers and youth. Gathering all of the input and research provided, Youth Commissioners shared a formal memo with then-Chief Suhr and the Police Commission on March 19, 2012 recommending policy changes to improve relations with youth.

These recommendations included: 1) providing a new training for all police officers addressing topics and policing tactics unique to juveniles; 2) ensure widespread and regular distribution of

SFPD Juvenile Know Your Rights pamphlets through all City agencies, the school district, and social media; and 3) establish an active Memorandum of Understanding (MOU) between SFPD and SFUSD.

Youth Commissioners recommended and still believe that this training should:

1. Include de-escalation skills and strategies for asserting authority effectively with youth.
2. Incorporate scenarios of real life police-youth interactions and include youth in training components.
3. Offer officers an opportunity to practice and apply their skills.
4. Address the issue of racial profiling and disproportionate police contact with youth of color.
5. Offer practical communication skills and best practices for working with youth that are grounded in developmental psychology. Topics that should be included are: adolescent cognitive development, mental health issues among youth, and recognizing and interacting with traumatized youth.
6. Focus on policing tactics unique to juveniles, and offer a comprehensive overview of the department's policies surrounding juvenile policing outlined in the Department General Order 7.01.
7. Be prioritized for sergeants and patrol officers.

We believed and still believe that efforts to increase police training on youth development, adolescent cognitive development, de-escalation, and positively interacting with youth will help to create a productive and consistent dialogue between youth and police.

At the April 4, 2012 meeting of the Police Commission, then-Chief Suhr indicated his desire to implement all three of these recommendations, and to stay in communication with the Youth Commission about implementation. Then-Chief Suhr articulated the following timelines: SFPD would prepare a draft of its new training module with the characteristics described above in 90 days (i.e., July , 2012) and roll out the training for incoming Police Academy classes and Advanced Officer training within six months (i.e., September 2012).

In 2014, there were a number of strides towards the ends of improving youth-police relations in San Francisco. The Police Commission and SFUSD Board of Education mutually passed a memorandum of understanding outlining the role of police on school campuses. The MOU is one of the strongest of its type in the nation, and provides clear guidelines to assist SFUSD administrators in distinguishing between school discipline issues and criminal issues which warrant a call to the police; for police, the MOU clearly defines when and how arrests should be made on school campuses and outlines several of the key provisions of DGO 7.01, the juvenile policing code, in the context of school campuses.

The initial report to the Board of Education in February 2015 indicated that the SFPD-SFUSD MOU has resulted in a sharp decline of on-campus arrests (from 195 arrests in 2010-2011 to 133 in 2012-2013 to 37 in 2014-2015),[72] but data for subsequent semesters was not as readily

[72] Powerpoint presentation "Memorandum of Understanding between SFUSD & SFPD," Presented to the SFUSD Board of Education, February 2015

available. Publicly-reported data was not disaggregated by school site. The police department, SFUSD, students, and community advocates were set to form a MOU implementation and oversight committee which was meant to include seats for students, but we are not aware of any meetings that took place during the 2015-16 school term.

In 2015, SFPD announced they were working with the Center for Youth Wellness to develop a training pilot on adverse childhood experiences and toxic stress. As of May 2016, the training pilot was still under development and CYW was working with the SFPD Crisis Intervention Training to see if the curriculum could fit within the Crisis Intervention Team training, with a tentative plan to pilot the training with the team's first level II training in late 2016.

Alongside these gains, comprehensive police training on youth-police interactions that focuses on adolescent development and de-escalation, and is consistent with how police officers are trained (i.e. is skill-based and scenario-based) remains an important outstanding need in avoiding unnecessary escalations between police and youth, and is a strong priority for the San Francisco Youth Commission. Such training has already been implemented successfully in other police departments, including Sacramento, Portland, Oregon and with school resource officers in San Diego.

RECOMMENDATIONS

1. Train both new and advanced officers on effectively interacting with youth.

The Youth Commission is calling upon the Mayor, Board of Supervisors, incoming police chief and the Police Commission to follow through on the youth-police training recommendations. This effort has been a long time in the making and we believe now is a critical time to make this change. The Youth Commission is calling upon the Mayor and Board of Supervisors to support and urge the police department to implement this new training for all police officers, with a priority for sergeants and patrol officers, that address topics and policing tactics unique to juveniles. This training should offer practical communication skills and best practices for working with youth that are grounded in developmental psychology. The training should include de-escalation skills and strategies for asserting authority effectively with youth; incorporate scenarios of real life police-youth interactions which include youth in those training components; and offer officers an opportunity to practice and apply their new skills.

2. Ensure successful implementation of the SFUSD-SFPD MOU, ongoing monitoring of on-campus arrests, and comprehensive training of school resource officers.

We look forward to working with SFPD and SFUSD to ensure positive and meaningful collaboration between police and schools to support students in their educational goals and avoid the unnecessary criminalization of student behavior. The Youth Commission recommends a clear appointment process for student seats to the implementation and oversight committee and the calendaring of regular, afterschool meetings of the committee for the 2016-17 school year.

PRIORITY 10: IMPLEMENT EFFORTS TO TRACK LGBTQIQ YOUTH IN CITY SERVICES AND FUND CULTURAL COMPETENCY TRAINING EFFORTS

Urging for dedicated support to ensure that youth-serving City Departments are undertaking efforts to identify the needs of LGBTQIQ youth, use inclusive intakes, assume best practices, and train staff in accordance with section 12(N) of the admin code

BACKGROUND

Adopted in June of 1999, Chapter 12N of the San Francisco Administrative Code—entitled *Lesbian, Gay, Bisexual, Transgender, Queer, and Questioning Youth: Youth Services Sensitivity Training*—mandates training with very specific criteria regarding Lesbian, Gay, Bisexual, Transgender and Questioning (LGBTQIQ) youth sensitivity of all City employees who work with youth and all City contractors who receive $50,000 or more in City (or City-administered) funds.

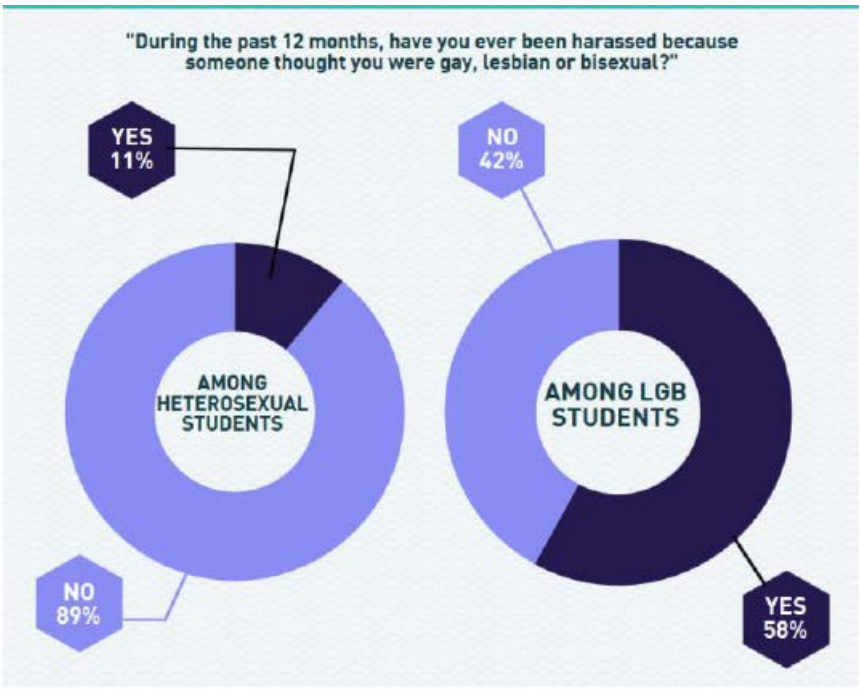


Figure 4.School-Based Harassment Due to Sexual Orientation

For the past seventeen years, this well-intentioned mandate that was designed to help queer youth access culturally competent services has been an unfunded mandate. In 2012, the Department of Public Health (DPH), the Human Rights Commission (HRC), and the Youth Commission prepared a pilot training tool being used by DPH. However, there are few resources to support other departments in developing relevant staff trainings, developing capacity to make appropriate referrals for LGBTQIQ youth, or identifying administrative barriers that keep queer and trans youth from equally accessing their services. Notably, most city departments and contractors do not currently collect information regarding the sexual orientation or gender identity of youth they serve. As a result, there are few means of determining how and whether queer and trans youth are accessing services, let alone determining what outcomes they experience.

Fifteen years after the passage of 12N, San Francisco's LGBTQIQ youth are still very in need of excellent services. Nationally, 20-40% of homeless youth identify as LGBTQIQ.[73] LGBTQIQ youth in San Francisco are harassed more than their heterosexual peers. There is a lack of research on how suicide risk affects transgender youth, but one study among adults and young adults found that 30.1 percent of transgender individuals surveyed reported having ever attempted suicide; this is 6-7 times higher than the general young adult population.[74]

In June 2013, Supervisor Avalos, along with co-sponsoring Supervisors Campos and Wiener, sponsored a hearing in Neighborhood Services and Safety regarding various city departments' efforts to implement 12N. DPH, HRC, DCYF, DHR, JPD, and HSA were all in attendance. Several departments had initiated notable efforts to create supportive environments for LGBTQIQ youth. However, no departments had means of tracking service outcomes for LGBTQIQ youth. Save for DPH's pilot training, none of these efforts were specifically aligned with the scope of the ordinance.

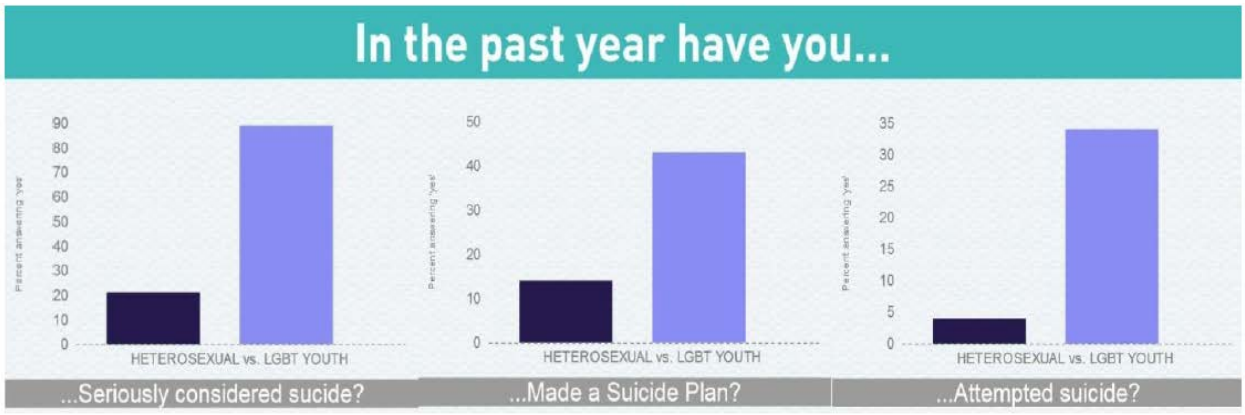


Figure 3.Suicide Risk

This hearing made clear both the willingness and enthusiasm of the City family to address the needs of LGBTQIQ youth, as well as the need for a well-supported implementation plan for the ordinance. In January 2014, Youth Commissioners, Supervisor Avalos' office, and staff from the Human Rights Commission, DPH, and DCYF teamed up to begin hosting working group meetings with members of key youth-serving city departments. To date, staff from the Juvenile Probation Department, Department of Children, Youth and Their Families, Department of Public Health, Human Services Agency, Recreation and Parks Department, San Francisco Public Library, the Human Rights Commission, TAY SF, the Youth Commission, and Supervisor Avalos' office have participated in these meetings to discuss their respective efforts to implement best practices for serving LGBTQIQ youth as well as to share insights about what types of competency trainings would be most supportive of staff in their departments.

[73] Gay and Transgender Youth Homelessness by the numbers. <http://www.americanprogress.org/issues/lgbt/news/2010/06/21/7980/gay-and-transgender-youth-homelessness-by-the-numbers/ >

[74] San Francisco Unified School District, Student Support Services for LGBTQ Youth. <http://www.healthiersf.org/LGBTQ/index.php >

Several departments submitted questionnaires detailing the nature, scope, and setting of youth services they provide, including providing key insights regarding gender-segregated, residential, detention, and contracted services. These insights will be critical in ensuring that efforts to implement the ordinance are carried out in ways that substantively impacts the lives of LGBTQIQ youth. We commend all participating departments for their effort and look forward to our continued work together.

In January 2015, youth commissioners passed a resolution (1415-RC-01) commending the Department of Public Health for its leadership in implementing a training on Chapter 12N of the city's administrative code, and recognizing the department's commitment to providing excellent services to LGBTQIQ youth.

UPDATES

In October 2015, Assemblymember David Chiu's legislation AB 959 "Lesbian, Gay, Bisexual, and Transgender Disparities Reduction Act" was passed. The bill requires four state departments in the course of collecting demographic data, to collect voluntary self-identification information pertaining to sexual orientation and gender identity. The bill pertains to the State Department of Health Care Services, the State Department of Public Health, the State Department of Social Services, and the State Department of Aging.

In April 2016, Supervisor Wiener introduced a similar local ordinance (File No. 160362) that would require city departments and contractors that provide health care and social services to seek to collect and analyze data concerning the sexual orientation and gender identity of the clients they serve. The legislation would pertain to the Department of Public Health, the Department of Human Services, the Department of Aging and Adult Services, the Department of Children, Youth, and their Families, and the Mayor's Office of Housing and Community Development.

RECOMMENDATIONS

The Youth Commission would like to thank members of the Board of Supervisors for attention to this matter, as well as key youth-serving city departments for participating in working group meetings, especially the Department of Public Health.

1. Dedicate funds to Chapter 12N implementation.

The Youth Commission respectfully urges Mayor Lee, the Board of Supervisors, and City Departments to identify and dedicate funding sources to support implementation of 12N competency trainings and to support planning and coordination of 12N implementation efforts.

2. **Urge youth-serving city departments to collect data on sexual orientation and gender identity.**

The Commission additionally requests that the Board of Supervisors, in its ongoing considerations of data collection requirements for city departments, consider including those city departments which have the heaviest impact on the lives of youth and young adults, including those youth involved in the juvenile justice and/or foster care systems.

3. **Commit to providing the staff training needed to successfully implement the data collection efforts.**

Youth Commissioners also recommend dedicating support to departments to ensure a successful and comprehensive roll out of the sexual orientation and gender identity data collection efforts, including the institution of professional development training for city staff and contractors to prepare to ask clients, especially youth, sensitive questions about their sexual orientation and gender identity, in order to ensure city staff and contractors are properly trained to address or refer out for support needs that arise through such discussions.

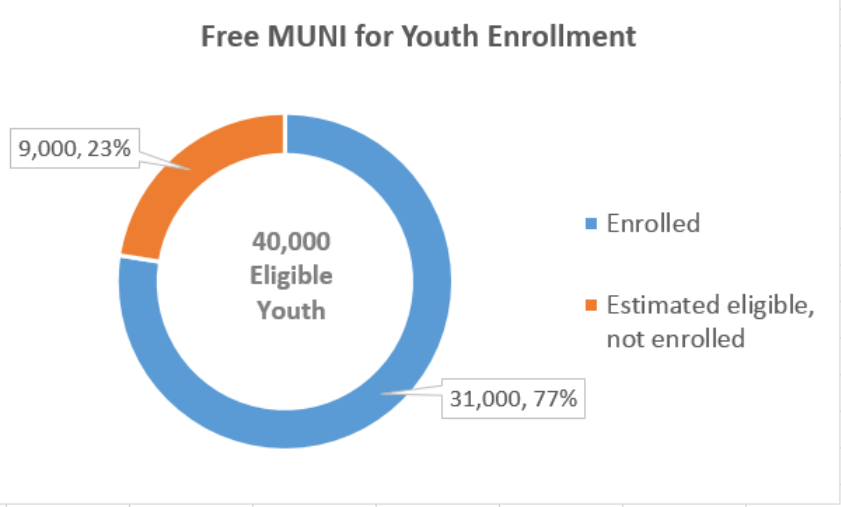
PRIORITY 11: CONTINUE SUPPORT FOR THE FREE MUNI FOR YOUTH PROGRAM

Urging for a permanent commitment to the Free Muni for Youth program

BACKGROUND

Working on Free Muni for Youth has been the result of a multiyear effort and committed policy priority of the Youth Commission. It involved a long and extensive community process, plenty of data deliberation and hours of poring over student surveys and reports, and youth driven advocacy. The following is a summary of this recent history and updates.

Youth in San Francisco are among the most loyal and consistent riders of public transportation. They are deeply dependent on the City's municipal railway (MUNI), taking it to and from school, after school jobs, and leadership and recreational programs and activities throughout the City. As fares started increasing, Youth Commissioners became distressingly concerned starting in 2009 with the increased cost of San Francisco's public transit fare for young people and its effects in all aspects of a young person's life.



The price for youth fast pass rose from $10 in May 2009 to $15 in December 2009 to $20 in May 2010 to $21 in July of 2011.[75] While this was going on budget cuts within the SFUSD resulted in severe cuts to yellow school bus services for non-special education students. As a response, the Youth Commission passed several resolutions urging the City and County of San Francisco to take action.[76] Youth Commissioners raised awareness amongst their peers and joined with other youth leaders in multiple organizations such as POWER, Chinatown Community Development Center's Adopt-an-Alleyway program, Jamestown Community Center, Urban Habitat, the Student Advisory Council and many others to form a coalition to advocate for free Muni for youth.

[75] SFMTA Board of Director's Supplemental Document for April 3, 2012; Refer to Youth Transit Fares: <http://archives.sfmta.com/cms/cmta/documents/4-3-12Item14Youthtransitfares.pdf>

[76] San Francisco Youth Commission Resolution 0910—AL08 "Youth Lifeline Pass and Fare Increases," adopted February 1, 2010; San Francisco Youth Commission Resolution No. 1011—AL04 "Youth Lifeline Follow Up," adopted January 3, 2011 San Francisco Youth Commission Resolution No. 1112—AL01 "Free Youth Transportation," adopted September 19, 2011; San Francisco Youth Commission Resolution 1213-01 "Following Through on Free Youth Transportation," adopted October 1, 2012. <http://www.sfbos.org/modules/showdocument.aspx?documentid=43134>

FM4Y Total Participants	
Youth – 5-17 Year Olds	26,700
Youth – 18 Year Olds	3850
Youth – SFUSD English Learners Program	537
Youth – SFUSD Special Education Services Program	128
TOTAL	~31,000

Resolutions in support of a free Muni for youth program were then passed by the Board of Supervisors[77] and the Board of Education.[78] A coalition of community based organizations and youth continuously wrote, called, and spoke about the issue eventually prompted action from the SF Municipal Transportation Agency to address the needs of San Francisco's youth for accessible public transportation. Youth Commissioners joined their counterparts in Berkeley, San Mateo, and Marin County to convince the regional MTC body to approve funds for San Francisco which would be allowed use for such a pilot program as free muni for youth.

Finally, on December 4th, 2012, the SFMTA approved the free Muni for youth pilot program with additional funds from the Metropolitan Transportation Commission. The free MUNI for low to moderate income youth program kicked off on March 1, 2013, set to pilot for 16 months until June 2014 where the program would be revisited for consideration of extending the program.

Since the pilot program launched, youth have signed up in droves! As of February 2014, over 31,000 youth were registered for the free Muni for youth program, or 78.2% of the estimated 40,000 eligible youth in San Francisco.[79] Free Muni for youth was further strengthened when in February 2014 Google agreed to donate $6.8 million to support the continuation of the program over the next two fiscal years.[80]

The Youth Commission and free MUNI for youth coalition members continue to push for an institutional commitment from the SFMTA. In a unanimous vote on April 15, 2014, the SFMTA approved a budget for 2015-2016 that prioritized the needs of low and moderate income youth.[81]

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[77] BOS file no.100408 in resolution 141-10, adopted on April 6, 2010; BOS file no. 110074 in resolution 83-11, adopted on February 15, 2011; BOS file no. 111032 adopted on October 18, 2011.
[78] Board of Education file no. 104-13A2, adopted on April 13, 2011 <http://www.sfusd.edu/assets/sfusd-staff/board-archive/minutes/April%2013%202010%20(2).pdf>.
[79] City & County of SF Budget and Legislative Policy Analysis Report "Follow-Up Analysis of the Impact of Waiving Muni Fares for Qualified San Francisco Youth" February 18, 2014 <http://www.sfbos.org/Modules/ShowDocument.aspx?documentid=47980>
[80] Cote, John and Marisa Lago. (2014 February 28). Google says $6.8 million for youth Muni passes just a start. *SF Chronicle*. Retrieved from http://www.sfgate.com/news/article/Google-says-6-8-million-for-youth-Muni-passes-5273937.php
[81] SFMTA Press Release "SFMTA Board Approves Two-year Budget to Invest in Current and Future

The new budget ratifies the continuation of the Free Muni for Youth program, and expands the program to include 18 year olds. The MTA Board also removed all "pilot" language from the youth pass program, and passed a resolution that expresses the MTA's commitment to continuing free Muni for youth as an on-going program far into the future.

The Youth Commission is extremely grateful for the implementation of the pilot program after we addressed the issue with our peers in 2009. With a growing economic divide in San Francisco, access to public transportation has increasingly risen as a key issue throughout the city, particularly for transit dependent communities. Youth in San Francisco are among the transit dependent communities, especially youth in the low to moderate income range. We will continue to be involved in the ongoing discussion and work around free Muni for youth, as we are committed to our transit first city of San Francisco.

The Youth Commission commends the SFMTA, the City and County of San Francisco, and support of the SFUSD for the amazing success of the free Muni for youth pilot program. We are thankful for the SFMTA leadership in initiating the program over the years. With over 31,000 youth now enrolled, the need for this program could not be clearer. The program stands out for making an impactful and immediate difference in the lives of many San Francisco families.

UPDATES

The Free Muni for Youth (FMFY) program has successfully assisted youth with their transit needs, has increased transit ridership among youth, and has enrolled a large number of qualified youth into the program. As of February 13, 2014, 78.2% of eligible youth in San Francisco were registered for the FMFY programs (31,262 registered of an estimated 40,000 eligible), which is a 13.9% increase in registered participants from the previous year.[82] Of the 31,262 registered participants, 85% are youths age from five to seventeen, 12.4% are youths age 18 years old, 2% are SFUSD English Learners Program, and 0.6% are SFUSD Special Education Services Program.[83]

As of October 1, 2015, over seventeen million unique rides have been taken by FMFY Program pass holders, proving the enormous participation from youth riding the City's municipal system.[84] Furthermore, Clipper card data indicates that there were 266,025 more Clipper card tags by youth riders in May 2013, an increase of 41.1% from previous year. Clipper card tags by youth represented 9.2% of all Clipper card tags in May 2013, compared to 7.1% of all Clipper card tags in May 2012.[85]

Transportation Needs" : <http://www.sfmta.com/sites/default/files/pressreleases/Press%20Release--SFMTA%20Board%20Approves%20Two-year%20Budget%20to%20Invest%20%204.15.14.pdf >

[82] City and County of San Francisco Board of Supervisors: Budget and Legislative Analysis- Policy Analyst Report. Budget and Legislative Analyst's Office. 2014. February. <http://www.sfbos.org/Modules/ShowDocument.aspx?documentid=47980>

[83] Youth Commission Presentation: Free MUNI for Youth. <http://www.sfbos.org/modules/showdocument.aspx?documentid=54301>

[84] IBID

[85] IBID

Lastly, a 2014 Budget and Legislative Analyst's report indicated that 45% of FMFY program riders plan to ride public transportation regularly as adults, and 70% of respondents would recommend SFMTA to their friends.[9]

RECOMMENDATIONS

The Youth Commission is extremely grateful for the continued support from the Mayor, the Board of Supervisors, San Francisco Municipal Transportation Agency, and Google in previous years that has made it possible for youths to enjoy free MUNI today. The Youth Commission recommends that Mayor Lee, the Board of Supervisors, and San Francisco Municipal Transportation Agency continue their commitment to support of the permanent Free MUNI for Youth program.

PRIORITY 12: SUPPORT A DEMOCRATIC AND ACCESSIBLE CITY COLLEGE OF SAN FRANCISCO

Urging support for a diverse, democratically-run, affordable, accessible, and financially stable City College that serves all students well

BACKGROUND

California students have faced rising tuition costs and reductions to in-state enrollment within the California State University and University of California systems over the last several years, leaving many young people in San Francisco and throughout the state increasingly dependent on the educational opportunities provided by community colleges.[86]

Since opening its doors in 1935, CCSF has played an active role in the lives and educational achievements of Bay Area residents of all ages, ethnic, academic, and socio-economic backgrounds, and plays a particularly vital role in providing high-quality, affordable instruction to San Francisco's working class and immigrant communities of color through its open-access mission.

City College boasts a progress rate for ELL students that is double that of California community colleges in general, a high student completion rate, and stronger-than-average outcomes for students transferring to CSU's.[87] City College of San Francisco is known for providing model programs supporting students who did not complete high school or who are veterans, former prisoners, working parents, and/or English language-learners. Additionally, CCSF educates a large number of students from the San Francisco Unified School District.

In early July 2012, the Accrediting Commission for Community and Junior Colleges (ACCJC) released a devastating report calling into question the future financial viability of CCSF.[88] The ACCJC placed CCSF's academic accreditation under threat despite the fact that City College maintained a consistently high level of instructional quality.[89] The ACCJC's recommendations focused on building the college's financial reserves, restructuring its governance, and hiring more administrators, with resulting cuts to faculty and staff wages and benefits, cuts to classes, and the consolidation of academic departments and streamlining of course offerings in such a

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[86] Asimov, Nanette. "Cal State to Close Door on Spring 2013 Enrollment." *SFGate*. SF Gate, 20 Mar. 2012. Web. 15 Mar. 2013.

[87] City Attorney Dennis Herrera News Release, August 22, 2013; Retrieved at: http://www.sfcityattorney.org/modules/showdocument.aspx?documentid=1335

[88] Koskey, Andrea. (10 July 2012). City College of San Francisco Working to Keep Accreditation, Avoid Closure. *San Francisco Examiner*. Retrieved from http://www.sfexaminer.com/local/education/2012/07/city-college-san-francisco-working-keep-accreditation-avoid-closure.

[89] By the accrediting commission's own account, CCSF's instructional quality and commitment to its mission were high. See the accrediting commission's report: *CCSF Evaluation Team Report May 2012*. ACCJC, n.d. Web.

way as to potentially reduce the diversity of programs at the college. This is especially concerning for those courses like ethnic, women's, and LGBT studies, as well as course offerings for non-traditional students and English Language Learners.[90] Despite the college's efforts to

"The college has lost over 10,000 full-time students since 2012, costing $4,700 in funding each. State funds dedicated to stabilizing the college ($44 million this year and $25 million next year) are set to sunset in 2017."

comply with recommendations, the commission ruled to revoke the College's accreditation, effective July 2014.

California's for-profit post-secondary institutions with much lower graduation and career success rates have not been sanctioned by the Western Association of Schools and Colleges, ACCJC's parent organization, at a rate nearly commensurate with the accelerated sanctioning of California's public colleges.[91] Meanwhile, ACCJC placed 37% of California community colleges on sanctions during a period of intense state budget cuts,[92] and the commission maintained its sanctioning of City College of San Francisco following the passage of Proposition A, inhibiting the democratic allocation of voter-approved supplemental funds for the college. Indeed, in a suit later filed by the city attorney against the accrediting commission substantiated that the ACCJC's had aggressively advocated for a junior-college, degree-focused community-college model in such a way as would limit broad educational offerings and remedial courses that benefit underserved communities and ELL students, and would limit fee-waivers for non-traditional students.[93] The City Attorney also found that members of the ACCJC maintain significant ties to for-profit educational ventures and student lender interests that have a stake in narrowing the open-access mission of California Community colleges.[94]

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[90] "CCSF Activists Demand City Hall's Aid." *SFGate*. SF Gate, 15 Mar. 2003. Web. 15 Mar. 2013

[91] "CSAC to Examine Impact of "Wild West" Online Degrees on Cal Grants." Press Release. *California Student Aid Commission Press Advisory*. 14 Mar. 2012.

[92] The level of sanctioning was incongruent with national levels. Since 2011, ACCJC sanctions of California community colleges represented 64% of college sanctions nationwide. See: Hittelman, Marty. "ACCJC Gone Wild." (n.d.): 3. Web. <http://www.saveccsf.org/wp-content/uploads/2013/02/ACCJC-Gone-Wild.pdf>.

[93] City Attorney Dennis Herrera News Release, August 22, 2013; Retrieved at: http://www.sfcityattorney.org/modules/showdocument.aspx?documentid=1335

[94] Ibid. See Also: According to an article by Josh Keller, "Accreditor of California Colleges Lacks Conflict of Interest Protections, Federal Review Says," originally published in the *Chronicle of Higher Education,* August 31, 2010

In Spring and Summer 2013, AFT 2121 and California Federation of Teachers filed a series of complaints against the ACCJC, resulting in an investigation by the U.S. Dept. of Education. In August 2013, the federal DOE found that the ACCJC had violated standards required of accreditation bodies throughout the course of the commission's review.[95]

In August 2013, City Attorney, Dennis Herrera, filed suit against the accrediting commission to prevent the closure of CCSF and to compel "the state governing board charged with evaluating college standards and eligibility for public funding to resume its legal duties."[96] Mr. Herrera asserted conflicts of interest and unfair political bias had affected accreditation evaluations; that the ACCJC had engaged in political retaliation against the college; and that the State Board of Governors had unlawfully delegated public duties to an unaccountable private agency.[97] State legislators approved an audit of the commission and introduced several pieces of legislation to aid the college, including establishing more just and transparent accrediting processes, reestablishing the elected Board of Trustees, and stabilizing funding amidst enrollment drops that have occurred throughout the accreditation crisis.[98]

Following the disempowerment of the democratically elected Board of Trustees and the installation of the special trustee with extraordinary powers, decisions as to the college's educational future became less transparent and student and faculty leadership and voice were undermined. Student trustees were barred from the chancellor search committee and in March 2014, student protesters were pepper-sprayed and arrested while protesting a new student payment policy and a proposed 19% raise for top administrators.

Seeing that the lack of democratic governance had neither appeased the demands of the accrediting commission, nor sustained the unique abilities of the college to serve the needs of San Francisco's diverse communities, the Youth Commission supported a resolution by Supervisor Campos, later unanimously passed by the Board of Supervisors in March 2014, calling for the re-instatement of City College's duly elected Board of Trustees (File No. 140123). Since the Youth Commission initially passed a resolution (1213-14) on these issues in March 2013, a number of City leaders have continued to mobilize around this issue. The Board of Supervisors unanimously passed a resolution (File No. 130303) in April 2013 in support of the utilization of Prop A funds in accordance with the language of the proposition; in support of preserving the quality and diversity of education at the college; and considering in-kind and other support of the college. City Attorney, Dennis Herrera, also demonstrated courageous leadership by taking action to halt the impending closure of the college. Mayor Lee and other

[95] For a full text version of the Dept. of Ed. decision letter, See: http://www.saveccsf.org/wp-content/uploads/2013/08/WASC-jr-decision-letter-081313-FINAL.pdf
[96] Attorney Dennis Herrera News Release, August 22, 2013; Retrieved at: http://www.sfcityattorney.org/modules/showdocument.aspx?documentid=1335
[97] Ibid.
[98] AB1942 by Assembly member Rob Bonta, D-Alameda, secures transparent, fair accrediting practices for all community colleges. AB2087 by Assemblyman Tom Ammiano, D-San Francisco, defends local, democratic accountability and passed the state assembly by 74-0. State Sen. Mark Leno, D-San Francisco, authored SB965, would stabilize City College's funding while its enrollment recovers from the damage caused by the accreditation commission's decision.

elected leaders[99] called on the accrediting commission to grant an extension on the deadline for revoking the college's accreditation.[100]

In January 2014, Superior Court Judge Karnow granted an injunction blocking the commission's decision to revoke the college's accreditation. In January 2015, the ACCJC announced it would grant City College two more years to come into compliance, two days before Judge Karnow let the commission's accrediting decision stand, but ruled that the commission had illegally withheld explanations of some findings and failed to let the college defend itself, and ordered the commission to provide the explanations and hear the college's defense.

"There are few issues that have such an impact of young San Franciscans' ability to develop as engaged and critical citizens; achieve equal access to the economic opportunities San Francisco has to offer; or remain and work in the city they call home as the presence of a affordable, accessible City College that is dedicated to serving the needs of its diverse students."

In early 2015, current state Assemblyman David Chiu introduced legislation aiming to increase accountability for community college accrediting agencies by enabling community colleges to provide feedback on an accrediting agency's performance without fear of retribution. In February 2015, California Community Colleges Chancellor Brice Harris appointed Guy Lease as the new special trustee with extraordinary powers amid student calls for the reinstatement of the elected Board of Trustees. The elected trustees resumed full authority in July 2015.

The Accrediting Commission has been thoroughly discredited. It has been placed under sanctions by the federal Department of Education and in Spring 2016, the California Community Colleges Board of Governors voted to select a new model for accrediting state community colleges. For the time being, the ACCJC developed a new "restoration status" policy that gives City College until January 2017 to come into compliance.

[99] Elected leaders who have spoken out in support of the college include, but are not limited to: The SF Board of Supervisors, Tom Ammiano, Jackie Speier, Anna Eshoo, Mark Leno, David Chiu, and Nancy Pelosi, among many others.

[100] Nanette, Asimov, May 16, 2014, SF Chronicle, "Accreditors firm on deadline for closing City College of S.F," Retrieved at: http://www.sfgate.com/education/article/Accreditors-firm-on-deadline-for-closing-City-5482174.php

Accrediting concerns aside, the school has hemorrhaged at least 10,000 full-time students since 2012, costing $4,700 each. Although California has given City College millions of dollars in "stabilization" funding, the law authorizing that cash sunsets in 2017 and is not expected to be renewed. This year, City College got an extra $44 million. Next year it will get $25 million. Then nothing.

Recommendations

There are few issues that have such an impact of young San Franciscans' ability to develop as engaged and critical citizens; achieve equal access to the economic opportunities San Francisco has to offer; or remain and work in the city they call home as the presence of a affordable, accessible City College that is dedicated to serving the needs of its diverse students.

1. Ensure democratic and student-inclusive governance and maintain the open access mission of the college.

Because of this, for the last several years, youth commissioners have called on the City to restore democratic governance of the college, expand student voice and governance, maintain the open access mission of the college, and explore ways to reduce drops in student enrollment. We urge the maintenance of quality student services, and we urge the City's ongoing support to ensure that students, especially non-traditional students including undocumented, immigrant, and disabled students, as well as students at the College's satellite campuses, are well-served and their academic futures secure.

2. Explore innovative ways to restore enrollment rates at the college.

In April 2016, Supervisor Jane Kim proposed the idea of establishing a luxury real estate transfer tax to fund free City College courses for San Francisco residents and workers, effective Fall 2017. CCSF's 2015-16 Student Expense Budget or Cost of Attendance report found that students spend approximately $3,033 per year for education-related costs, not including childcare or room and board. While the legislation has yet to be formally introduced, youth commissioners wish to state our support for the spirit of the legislation, as one that supports robust civic life of San Francisco, lifelong learning, low-income students, the college's open access mission, and the college itself by restoring enrollment.

3. Defend the college against future attacks on its accreditation or open access mission

Finally, nothing has proved to be out of the bounds of the ACCJC's determination to discredit City College of San Francisco. As a City, we must 'sleep with one eye open' on this issue. We encourage members of the Board of Supervisors and the Mayor to begin considering a plan for the College's and City's response in the case of another decision by the ACCJC to either revoke the college's accreditation or to recommend changes that would diminish the College's open access mission after the restoration period is up.

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