

Youth Commission Policy & Budget Priorities for Fiscal Years 2012~2013 & 2013~2014

**Pursuant to Charter Section 4.124,
“The purpose of the Commission is to
collect all information relevant to
advising the Board of Supervisors and
Mayor on the effects of legislative
policies, needs, assessments,
priorities, programs, and budgets
concerning the children and youth of
San Francisco.”**

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Introductory Letter from Youth Commission President Leah LaCroix

The budget reflects our core values...

I wholeheartedly agree with this adage. The budget is the most important policy document a government can produce. It is important for a number of reasons: it tracks how we spend our revenue and reveals how much we prioritize services to specific populations and communities. This is especially true in San Francisco.

We know tough decisions have to be made to develop a balanced budget for the next two fiscal years. San Francisco is facing a projected \$170 million deficit for the next fiscal year and a \$312 million deficit the following year.¹ As a City, we are faced with the challenge of balancing the budget while maintaining services to all our residents. The questions all of us have are: where will these cuts come from? And which populations or communities will be most affected?

Young people are equally as affected by budget decisions as any other demographic. By the same token, youth—at least those of us under the age of 18—have a limited voice in the decision making process. Historically, government institutions have made decisions for us without our input.

This is why inserting the voice of youth in the policy making and budget processes is important. After all, who knows what we need better than us?

The San Francisco Youth Commission is a group of 17 passionate young people who use our voice to represent the voices of youth throughout the city in order to improve San Francisco's legislative and policy decisions. Since the first term of Youth Commissioners was sworn into office in 1996, we have semi-regularly produced a set of *Policy and Budget Priorities* in the service of fulfilling our responsibility, set out in Section 4.124 of the City Charter, to advise the Mayor and Board of Supervisors on the unmet needs of youth.

As with any budget document, the Youth Commission's *Policy and Budget Priorities* reflects our core values. The priorities in this document have all evolved from the legislative work we've done throughout the current FY 2011-2012 term. A number of these priorities have already seen some kind of action by the Board of Supervisors or the Mayor. Some major policy and programmatic changes are underway in the City & County of San Francisco, and in a number of cases, the Youth Commission has been successful in shifting conversations towards the needs of youth.

We hope this document provides you with a better sense how to prioritize young people in the policy and budget decisions to come. If I can leave you with only one message it is: **Young people are the future. We are agents of social change. And the present is an incredible moment in San Francisco for change. Remember, big change can only happen when youth are involved!**

In Community,
Leah LaCroix
President, San Francisco Youth Commission
Appointee of Mayor Edwin M. Lee

¹ City & County of San Francisco, *Five Year Financial Plan Update for General Fund Supported Operations FY 2012-13 through FY 2015-16. Joint Report by the Controller's Office, Mayor's Office, and Board of Supervisors' Budget and Legislative Analyst*, March 7, 2012, <http://www.sfcontroller.org/modules/showdocument.aspx?documentid=2961>

Free MUNI for low-income & all Youth

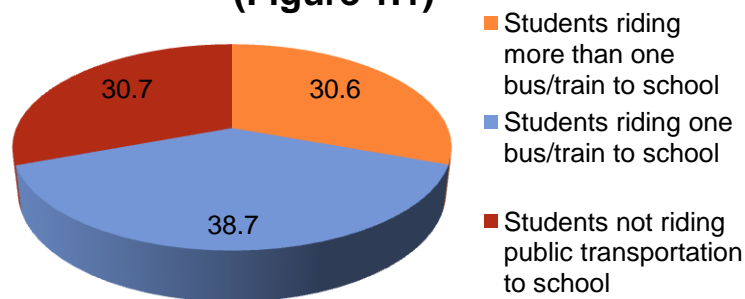
Priority #1: Free MUNI fares for all San Francisco young people currently enrolled in Kindergarten-through-12th grades (or high school equivalency), who use a Clipper card.

Background

This priority is the result of months of extensive community process, much data-driven deliberation, and over two years of legislative activity in which the Youth Commission has played a central role. What follows is a summary of this recent history.

San Francisco's young people are deeply dependent on the Municipal Railway (MUNI). In a recent survey of some 8,256 San Francisco Unified School District (SFUSD) high school students, nearly seventy percent of respondents (69.3%) said they use some form of public transportation to get to or from school, and over thirty percent (30.6%) reported that must take more than one train or bus to get to school (Figure 1.1).²

**SFUSD High School MUNI Riders
(Figure 1.1)**



In recent years, the price of the youth fast pass has increased dramatically, including a 100% increase in a single year period, rising from \$10 in May 2009 to \$15 in December 2009 to \$20 in May 2010 to \$21 in July of 2011 (Figure 1.2).³

In response to this manifest need on the part of young people for accessible public transportation, some two years ago the Youth Commission and subsequently the Board of Supervisors adopted resolutions that prompted action on the part of the Municipal Transportation Agency (MTA) Board of Directors.

² City & County of San Francisco, Department of Children, Youth and Their Families Youth Empowerment Fund, Fall 2008 Youth Vote Student Survey, page 66,

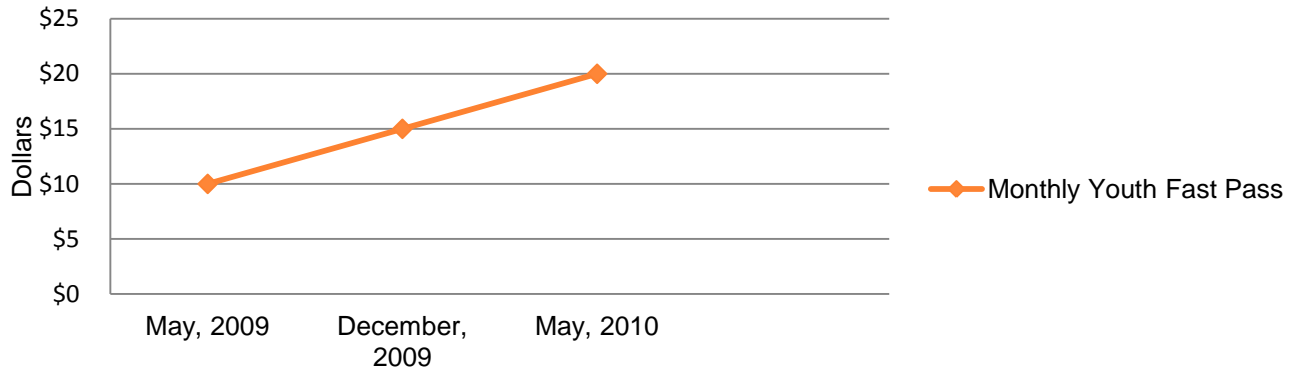
www.sfbos.org/Modules/ShowDocument.aspx?documentid=17354.

³ Board of Supervisors' Budget & Legislative Analyst, *Cost-Benefit Analysis of Waiving the San Francisco Municipal Railway (MUNI) Fares Charged to Youth Ages 5-17*, September 19, 2011, page 1,

<http://www.sfbos.org/Modules/ShowDocument.aspx?documentid=39670>.

In April of 2010, the MTA Board approved budgeting revenue losses of \$1.4 million in FY 10-11 and \$1.5 million in FY 11-12, respectively, for the purpose of selling discounted fast passes to low-income youth through the SFUSD.⁴

Increasing Cost of MUNI Youth Fast Pass (Figure 1.2)



However, as a result of numerous administrative challenges identified by the SFUSD and the MTA, this so-called “Youth Lifeline” fast pass was never sold. These challenges included difficulties with *eligibility* (identifying eligible low-income students while complying with federal privacy laws); *personnel* (identifying personnel who could distribute the passes without adding duties outside of employee job descriptions); *payment* (taking payments in a secure manner) and *sales and distribution locations* (finding student-accessible and earthquake-safe sites to sell and distribute the transit passes).⁵

In the wake of these administrative costs and complications that prevented the successful implementation of the Youth Lifeline fast pass—and with San Francisco’s young people still struggling to access MUNI—the Youth Commission and subsequently the Board of Supervisors adopted resolutions in the winter of 2011 that once more prompted MTA Board action.⁶ On March 1, 2011, the MTA Board authorized providing up to 12,000 free MUNI youth fast passes for low-income youth for each month of April through June 2011.

Meanwhile, at the SFUSD, policy decisions in recent years have resulted in severe cuts to yellow school bus service for non-special education students. At present, 98% of high school students are without yellow school bus service, only five middle schools still get busing, and elementary schools are increasingly without service.⁷

These difficulties discussed above—to reiterate: the SFUSD’s radical reduction of yellow school bus service for non-special education students in the next two years; the administrative costs and complications associated with an income-based discounted MUNI youth fast pass as witnessed in the failure of the Youth Lifeline; the rising cost of the youth fast pass, and San Francisco young people’s dependence on MUNI—all have contributed to the Youth Commission’s development of this policy and

⁴ Memo from MTA Executive Director/CEO Nathaniel Ford to Youth Commission President Leah LaCroix, January 26, 2011. See also Youth Commission resolution 0910—AL08 *Youth Lifeline Pass and Fare Increases* and BOS resolution 01410 (file no.100408) *MUNI Youth Lifeline Discount Pass*.

⁵ SFMTA Finance and Information Technology Division staff report to MTA Board, April 3, 2010, page 3, <http://www.sfmta.com/cms/cmmta/documents/4-3-12Item14Youthtransitfares.pdf>

⁶ See Youth Commission resolution 1011—AL04 *Youth Lifeline Follow Up* and BOS resolution 0083-11 (file no. 110074) *MUNI Youth Lifeline Discount Fast Pass Program Changes*.

⁷ Kyungjin Lee, “In San Francisco, Funding Cuts Mean It’s Not Always Easy (Or Safe) to Get to School,” March 23, 2012, KALW, *Transportation Nation*, <http://transportationnation.org/2012/03/23/in-san-francisco-funding-cuts-mean-its-not-always-easy-or-safe-to-get-to-school/>.

budget priority, which was first articulated on September 19, 2012, with the adoption of resolution 1112—AL01 *Free Youth Transportation*.⁸

Recommendation

The Youth Commission calls on Mayor Lee, the Board of Supervisors, the San Francisco County Transportation Authority (SFCTA) and the Municipal Transportation Agency (MTA) Board of Directors to implement free MUNI fast passes for low-income young people who are enrolled in K-12th grades (or a high school equivalency program), beginning on August 1, 2012.

By working with a coalition comprised of community organizations and the office of Supervisor David Campos, staff at the MTA, the San Francisco County Transportation Authority (SFCTA), and the Metropolitan Transportation Commission (MTC), the Youth Commission has helped to identify funding (Figure 1.4) that would cover the cost (Figure 1.3) of making MUNI free for youth.⁹

Annual Cost of Free MUNI for Low-Income Youth (Figure 1.3)

Annual Figures	Revenue (Revenue Lost)
Youth Pass Fare	\$0 for low-income, \$22-\$23 for others
Youth Cash Fare	\$0.75
Annual Youth Pass Revenue	\$2.2 m
Annual Youth Cash Fare	\$1.7 m
Total Revenue	\$3.9 m
Total Revenue Loss	(\$4.0) million
Graffiti Clean up	\$0.5 m
Additional MTAP Staff	\$0.1 m
Incremental Clipper Card Fees	\$0.2 m
Clipper Marketing Costs	\$0.2 m
Incremental Administration Costs	\$0.1 m
Total Incremental Costs	\$1.1 million
Total Revenue Lost Plus Clipper Costs	(\$5.1 m) million
22-Month Figures	(Revenue Lost)
Total Revenue Loss	(\$9.4) million

Funds Identified for Free MUNI for Low-Income Youth (Figure 1.4)

Funding Source	22-Month Amount
Metropolitan Transportation Commission (MTC)	\$5 million
San Francisco Unified School District (SFUSD)	\$0.2 million
SFMTA Youth Lifeline Program Funds (i.e., operating dollars)	\$4.3 million
SF County Transportation Authority (MTC Lifeline Funds –County Allocation)	\$0.4 million
Total	\$9.9 million

On Tuesday, April 17, 2012, the MTA Board approved a resolution authorizing the Director of Transportation, Edward D. Reiskin, to institute a 22-month pilot program for low-income youth ages 5-17 who use a Clipper card, “assuming approval by all funding entities”—namely, the SFCTA Board of Commissioners and the and MTC Board.

⁸ This prompted BOS resolution 0445-11 (file no. 111032) *Free MUNI Fast Pass for Youth*.

⁹ Table in Figure 3 is drawn from SFMTA Finance and Information Technology Division staff report to MTA Board, April 3, 2010, page 5, <http://www.sfmta.com/cms/cmta/documents/4-3-12Item14Youthtransitfares.pdf>. The source of the data in Figure 4 is a May 15, 2012 staff report for the San Francisco County Transportation Authority Plans and Programs Committee, <http://www.sfcta.org/images/stories/Executive/Meetings/pnp/2012/05/Cycle%203%20LTP%20-%20SFMTA%20Prop%201B%20and%20youth%20pass.pdf>.

While we were hopeful that the MTA Board would have voted to make MUNI free for all youth regardless of income,¹⁰ we are also exceedingly excited and grateful for the fact that the Board voted for the low-income option. Moreover, we wish to note that during the discussion prior to the vote MTA Board members directed staff to come back to the MTA Board within 6 months with information about expanding the program to all youth.

Now that the City Family has agreed on the scope of the program, the Youth Commission is concerned that the program be administered in such a way that both (1) provides access to as many deserving youth as possible (we suggest the threshold be 120% of Area Median Income as opposed to free/reduced lunch status) and (2) is not overly burdensome for our most vulnerable populations, including immigrant and undocumented young families.

SF Summer Jobs+

Priority #2: Robust oversight and monitoring of SF Summer Jobs+ Campaign, including prioritization of disconnected Transitional Age Youth

Our nation's greatest untapped natural resource is our next generation. These young men and women represent homegrown talent, ready, willing, and able to be a part of the future; they simply need the outlook, the outlet, and the opportunity.¹¹

—Jon Bon Jovi & Michael W. Kempner, January 31, 2012
On the launch of President Barack Obama's Summer Jobs+ campaign

Background

It is clear that a young person's first job brings them more than a paycheck. This experience teaches skills that serve them through work and life, long after the job is over. However, young people in the United States are currently facing record unemployment.

Locally, San Francisco's youth job rate is at its lowest in more than 60 years, with 33% of the city's job seeking youth officially unemployed according to the American Community Survey.¹² Last summer alone, over 2,000 youth were turned away by the City's two largest paid internship programs, the Mayor's Youth Employment and Education Program (MYEEP) and San Francisco Youth Works.

¹⁰ According to MTA staff, the option of free MUNI for low-income youth would cost the agency \$6.6 million less than free MUNI for all youth. The Youth Commission would like to note we appreciate the MTA staff's recommendation of free for low-income youth: from a policy perspective, as the originators of the Youth Lifeline fast pass, we think prioritizing the most low-income members of our communities is laudable; from a fiscal perspective, we can appreciate the MTA's desire to generate as much revenue as possible. However, given the funding that has been identified, the Youth Commission was hopeful about the approval of the free for all option for a number of reasons, including the fact the policy would cost less than 1% of SFMTA's overall budget; children of all income backgrounds are being impacted by the School District's yellow school bus cuts; and getting young people out of cars helps the City make our "Transit First" policy more of a reality and contributes to improving the environment and quality of life of San Franciscans.

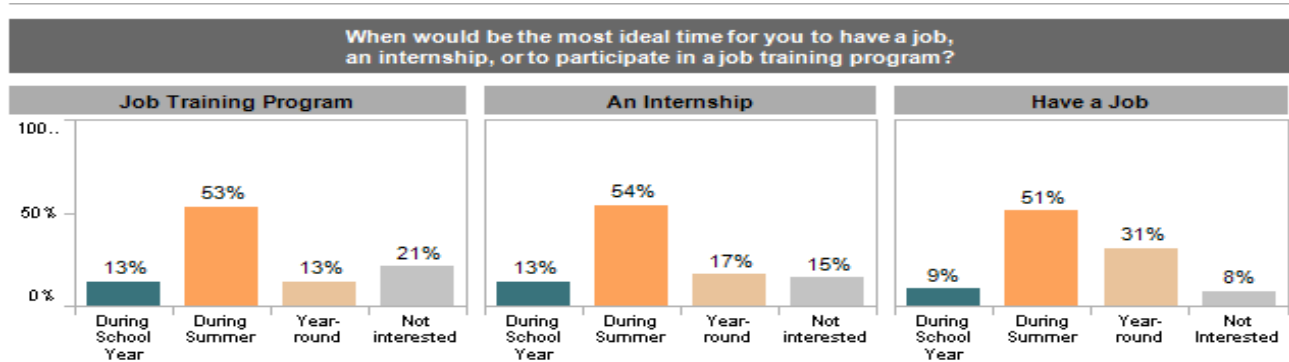
¹¹ Jovi, Jon Bon. "Going All in For All Youth." *The Huffington Post*. Jan 31, 2012.

http://www.huffingtonpost.com/jon-bon-jovi/youth-unemployment_b_1244699.html

¹² Amy Crawford. "San Francisco Youth Unemployment Picture Dire as Economy Flails." *San Francisco Examiner*. Sep 7, 2011. <http://www.sfexaminer.com/local/2011/09/sf-youth-unemployment-picture-dire-economy-flails>.

According to the Fall 2011 Youth Vote Student Survey of over 9,500 San Francisco Unified School District high school students, young people consistently prioritize employment over any other potential activity, program, club or lesson.¹³ From this same survey, we also see that SFUSD students consistently choose the summer as the most ideal time for them to be employed (Figure 2.1).

SF Young People’s Desire for Summer Jobs (Figure 2.1)



The national picture is also bleak. Last year, summer youth unemployment was at its highest rate since 1948, with only 49% of youth 16-24 years old employed in July—the busiest youth job month of the year. According to a 2012 report from Civic Enterprises and America’s Promise Alliance, in association with the White House Council for Community Solutions, young people have identified the following as the top three obstacles to connecting to work: don’t have enough work experience for job I want; don’t have enough education for job I want; not good at interviews/don’t know how to do resume (Figure 2.2).¹⁴

Nationwide, there are 6.7 million transitionally aged youth disconnected from education and work,¹⁵ with many disconnected youth ages 16-24 not represented in employment statistics because the competitive current job market had dissuaded them from even searching for work.

In response to this crisis, President Obama launched the Summer Jobs+ campaign, an initiative that challenges business leaders and communities to help provide hundreds of thousands of summer jobs for America’s youth. The President proposed \$1.5 billion for youth employment. The Youth Commission believes commends President Obama for using his position to highlight record high youth unemployment through the Summer Jobs+ campaign, and we are excited that this campaign has garnered commitments from big corporations and companies to employ youth.

The Youth Commission is also ecstatic that on Thursday, April 12, Mayor Lee announced the launch of San Francisco Summer Jobs+, which will bring together City departments, the private sector, United Way of the Bay Area’s MatchBridge, and other nonprofits to create some 5,000 jobs for 16-24 year olds this summer (see www.hiresforyouth.com)!

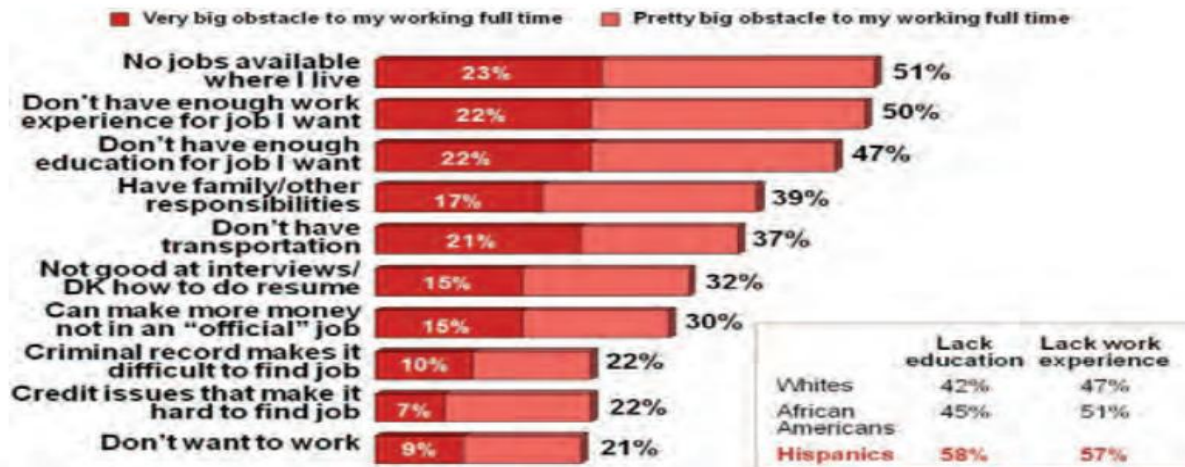
¹³ Fall 2011 Youth Vote Student Survey. http://yefsf.org/F11survey_youthemployment.html.

¹⁴ Civic Enterprises & America’s Promise Alliance, *Opportunity Road: The Promise and Challenge of America’s Forgotten Youth*, page 19, http://www.serve.gov/new-images/council/pdf/opportunity_road_the_promise.pdf.

¹⁵ Clive R. Belfield, Henry M. Levin, and Rachel Rosen. *The Economic Value of Opportunity Youth*. Jan. 2012. http://www.serve.gov/new-images/council/pdf/econ_value_opportunity_youth.pdf

We know that SF Summer Jobs+ can be successful, because the City has done this before. The previous two Mayoral administrations have seen San Francisco successfully create public-private partnerships to provide summer youth workforce development programs. In May of 2000, former Mayor Willie Brown raised over \$1 million for subsidized youth employment opportunities through local corporations that partnered with the City through the Say Youth Employment for the Summer (Say YES) campaign,¹⁶ and in 2004 former Mayor Gavin Newsom secured funding for over 120 youth jobs in his Mayor’s Vocational Program by making personal phone calls to local businesses.¹⁷

Youth Barriers to Employment Nationally (Figure 2.2)



Recommendation

Working very closely with youth advocates and youth employment service providers—especially the youth employment provider consortium the San Francisco Youth Employment Coalition—the Youth Commission developed Youth Commission resolution 1112—AL10 *Calling on the Mayor and the Board of Supervisors to Launch a Local SF Summer Jobs+ Campaign*, adopted March 19, 2012.¹⁸

This in turn resulted in Board of Supervisors resolution file no. 120305 *Calling on the City to Launch a San Francisco Summer Jobs+ Campaign* (Olague, Campos, Avalos, Kim), introduced March 27, 2012, and forwarded with positive recommendation to the full Board from the Budget and Finance Committee on April 11 with Supervisor Chu as an additional cosponsor.

This resolution calls on the Board of Supervisors to do three things in the rollout of Summer Jobs+: to help reach out to the private sector for *contributions in lieu of jobs*; to urge Mayor Lee to emphasize that the private sector can *provide contributions in lieu of jobs themselves*; and to help assure that that SF Summer Jobs+ *prioritizes the young people who need these jobs the most*.

¹⁶ Ilene Lelchuk. "Teen Summer Jobs Need \$1.2 Million." *San Francisco Chronicle*, May 19, 2000.

<http://www.sfgate.com/cgi-bin/article.cgi?f=/e/a/2000/05/19/BUSINESS4540.dtl>.

¹⁷ Mayor Newsom’s Press Office, “Summer Jobs Program for Young People,” April 13, 2004.

http://sfmayor.org/ftp/archive/209.126.225.7/archives/PressRoom_NewsReleases_2004_24086/index.html.

¹⁸ This followed on the heels of Youth Commission resolution 1112—AL-05 *Urging the Mayor and the Board to Commend President Obama’s Summer Jobs+ Plan* (adopted January 9, 2012), which was carried at the Board of Supervisors by Supervisor Elsbernd as resolution 0036-12 *Supporting President Barack Obama’s Summer Jobs+ Plan and Recommending Similar Plan*, adopted by the full Board on January 31, 2012.

In particular, the Youth Commission calls on the City Family to prioritize the more than 7,000 San Francisco youth and young adults, ages 16-24, who are: involved in public systems, dropped out of high school, homeless, living with a disability or special need and/or are pregnant or parenting. These are the “disconnected” youth who San Francisco City government calls “TAY” (transitional age youth), and these are the young people with the most barriers to employment.¹⁹

The Youth Commission is grateful that the Board of Supervisors adopted this resolution. We also call on Mayor Lee to help make sure disconnected transitional age youth are prioritized in SF Summer Jobs+.

Recreation Access at Juvenile Hall

Priority #3: Juvenile Probation Department must prioritize capital improvements to recreation area in order to provide full access for detainees

Background

On December 31, 2006, the San Francisco Juvenile Probation Department (JPD) opened a newly constructed juvenile hall (officially the “Juvenile Justice Center” (JJC) previously the “Youth Guidance Center” (YGC)). This newly renovated structure was a result of a \$47.4 million capital investment on the part of the City.²⁰

The remodeled JJC includes an expansive outdoor recreation area replete with a natural grass soccer pitch, an amphitheater, and tetherball, volleyball and basketball courts. However, as the Youth Commission has documented in resolution 1112—AL06 *Urging Access to the Juvenile Justice Center's Outdoor Recreation Areas* (adopted on March 6, 2012), and as was reported by the *Bay Citizen* in the February 25 Bay Area edition of the *New York Times*,²¹ this recreation area has been tremendously underutilized for the past five years.

In JPD's discussions with the Youth Commission during the development of this resolution in February of 2012, the Department agreed to begin providing detainees with access to two of the basketball courts in the outdoor recreation area—but not, however, access the full recreation area. Indeed, Chief Juvenile Probation Officer William P. Siffermann has made clear that providing detainees with safe and secure access to the full recreation area cannot happen without additional capital funds (and, subsequently, staffing increases).

¹⁹ See Transitional Age Youth San Francisco initiative (www.taysf.org) and *Disconnected Youth in San Francisco: A Roadmap to Improve the Life Chances of San Francisco's Most Vulnerable Young Adults* (2007), Mayor's Transitional Youth Task Force, City & County of San Francisco, <http://www.heysf.org/download/TYTF%20final%20report.pdf>.

²⁰ John Coté. “S.F. sues architects of over-budget juvenile hall.” *San Francisco Chronicle*, March 30, 2009, <http://www.sfgate.com/cgi-bin/article.cgi?f=/c/a/2009/03/29/BAN716O7E5.DTL>.

²¹ “Giving detainees access to outdoor recreation,” Trey Bundy, February 26, 2012, *Bay Citizen/New York Times*, <http://www.nytimes.com/2012/02/26/us/san-francisco-youth-panel-calls-for-detainee-use-of-outdoor-space.html>.

However, after five years of almost total disuse—and given the fact that JPD has not included the capital improvements necessary for full access to the recreation areas in the Department’s 10 Year Capital Plan (Figure 3.1)—the Youth Commission is worried about detainees ever having access to the full recreation area. Will San Francisco’s young people really have to wait another decade-plus to use this recreation area at the JJC?

JPD’s 10 Year Capital Plan – No Budget for Recreation Area Improvements (Figure 3.1)

Juvenile Probation								
Program / Project	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017 - FY 2021	Plan Total	Backlog
State of good repair renewal - Need	480	504	529	556	584	3,386	6,040	22,559
SPENDING PLAN								DEFERRED
State of good repair renewal - Proposed Uses	645	779	971	1,118	1,259	9,417	14,188	
Consolidation of Family Court Services at YGC Campus						99,628	99,628	
Replacement of the Youth Guidance Center Administrative Building								76,400
Log Cabin Ranch Improvements and Master Plan Implementation								91,004
Hidden Valley Ranch Reactivation								82,135
TOTAL	645	779	971	1,118	1,259	109,045	113,816	249,539
REVENUES								
General Fund	645	779	971	1,118	1,259	9,417	14,188	
State						99,628	99,628	
TOTAL	645	779	971	1,118	1,259	109,045	113,816	
<i>Total San Francisco Jobs/Year</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>7</i>	<i>8</i>	<i>713</i>	<i>744</i>	

Moreover, it is troublingly unclear how or whether JPD is complying with the state provisions regarding daily required physical education. Title 15 of the California Code of Regulations declares, “The exercise program [of juvenile detention facilities] shall include the opportunity for at least one hour of outdoor physical activity each day, weather permitting.”²²

On the one hand, as quoted in the February 25th *Bay Citizen* article, the Department maintains that YGC’s physical education program is in compliance with state regulations; however, in that same article, the Chief also concedes that he “can’t say with certainty that every kid has had his or her opportunities’ to go outside.” Public testimony from young people at a recent Youth Commission meeting—not to mention the personal experience of a sitting Youth Commissioner—corroborates that, contrary to the provisions of Title 15, detainees at YGC do not have the opportunity to go outside for one hour a day.

In addition to the state regulation, the psychological²³ and physiological²⁴ benefits of physical education—especially for incarcerated young people—are abundantly clear. President Chiu and Supervisors Avalos and Olague have calendared a hearing on this issue for May 17; the Youth Commission hopes we will learn more then.

Recommendation

²² Cal. Admin. Code tit. 15, § 1371(e).

²³ JR MacMahon, “The psychological benefits of exercise and the treatment of delinquent adolescents,” *Sports Med.* 1990 Jun;9(6):344-51. Review.

²⁴ Mike Adams, “Vitamin D myths, facts, and statistics,” <http://www.naturalnews.com/003069.html#ixzz1kd1eHAhJ>.

The Youth Commission recommends that Mayor Lee and the Board of Supervisors provide JPD with the necessary resources to make the recreation area at Juvenile Hall fully accessible as soon as possible. We ask that JPD develop and propose a timeline for full accessibility no later than July 1, 2012.

Finally, we want to remind the City Family of statewide changes to the juvenile justice system that might contribute an added sense of urgency to this priority—that is, on top of the fact that the recreation areas have already been dormant for five years—namely, Governor Brown’s contemplation of completely shuttering the state Department of Juvenile Justice.²⁵

Jobs for Undocumented Youth & TAY

Priority #4: Increase access to City-funded employment programs for undocumented youth and TAY

Background

There are 11.3 million young people of “immigrant-origin” (i.e., first- or second- generation) between the ages of 16 to 26 living in the United States.²⁶ However, it is very difficult to gather data on the undocumented youth population. This is true even in the Sanctuary City of San Francisco. Nonetheless, we do know that undocumented youth face many challenges and barriers. So too do we know—and here the data is plentiful—that disconnected Transitional Age Youth (TAY) who have been or are currently involved in public systems face significant barriers to employment

Over the course of the current fiscal year, the Youth Commission Youth Immigration Committee has been poring through three sets of recently collected data, and we have come to the conclusion that undocumented young San Franciscans and disconnected TAY face an especially acute need for employment opportunities.

In March of 2011, the Transitional Age Youth San Francisco initiative’s Young Adult Advisory Board’s (TAYSF-YAA), in conjunction with the Workforce Investment San Francisco (WISF) Community Advisory Committee (WICAC), organized a *Youth Employment Forum* at City College of San Francisco. The forum included focus groups that involved over 80 youth and young adults in conversations regarding barriers and solutions to finding employment. Participants consistently identified one of the top barriers to be the requirement of U.S. citizenship.

In turn, the May 2011 *Community Needs Assessment*—produced in accordance with the Charter mandates of the Children’s Fund by the Department of Children, Youth, and their Families (DCYF)—reports that participants in DCYF’s community input sessions consistently articulated the need for young people who are immigrants, have disabilities, or have been involved in the juvenile justice or

²⁵ Trey Bundy, “Report: State Should Shut Down Youth Prison System.” *Bay Citizen*, February 17, 2012. <http://www.baycitizen.org/prisons/story/report-state-should-shut-down-youth>.

²⁶ Jeanne Batalova and Michael Fix. *Up For Grabs: The Gains and Prospects of First- and Second-Generation Young Adults*. Migration Policy Institute, November 2011. <http://www.migrationpolicy.org/pubs/youngadults-upforgrabs.pdf>

child welfare systems to have access to top-tier youth workforce development programming.²⁷ These community input sessions also heard the repeated refrain that access to internships, career mentoring/shadowing programs, and meaningful, year-round employment opportunities all reduce youth violence.

Finally, in October of 2011 the Youth Commission conducted an *Immigrant Youth Summit*, where surveys and focus groups conducted with 99 students—almost all of whom were first- or second-generation—from seven San Francisco Unified School District (SFUSD) and County high schools all pointed to citizenship status as one of the main barriers to attaining meaningful employment.

All three of these data sets articulate the need for jobs as critical for San Francisco’s undocumented young people and disconnected TAY.

Recommendation

The Youth Commission recommends that the Mayor, the Board of Supervisors and DCYF prioritize employment opportunities for undocumented youth and disconnected TAY.

We suggest the City explore increasing stipend-based youth internship programs, work opportunities that provide “educational scholarships” as opposed to wages, and any and all other creative methods—all in the service of helping undocumented young people and disconnected TAY get jobs.

Three Changes at Police Department

Priority #5: Assist and assure that the Police Department follow-through on the three policy recommendations to which Chief Suhr and the Police Commission have agreed

Background

Among the policy areas named in the Youth Commission’s Charter language on which the Commission should focus is “juvenile crime prevention.” And, indeed, for much of its 15 year history, the Commission has turned its attention to the arena of youth-police interactions—from sponsoring two Citywide hearings in June of 2000 regarding the recently 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 Police Department (SFPD) and Office of Citizen Complaints staff to develop revisions adopted by the Police Commission in September 2008 to the SFPD’s protocol on youth detention and arrest and interrogation codified in Department General Order (DFO) 7.01.

On March 7th, 2012, the Youth Commission furthered its focus on improving youth-police relations by initiating and holding the first ever joint hearing with the Police Commission. This successful hearing, held in the Legislative Chamber of the Board of Supervisors, included presentations from experts in youth and criminal justice and staff from the San Francisco Police Department (SFPD) and Office of

²⁷ City & County of San Francisco, Department of Children, Youth and Their Families, *2011 Community Needs Assessment*, May 2011, page 68, <http://www.dcyf.org/assets/cae3b065a3fa461c9a08ccd34d51d410.pdf>.

Citizen Complaints (OCC). There was also lengthy public comment testimony from over seventy speakers (the meeting itself lasted for over four hours). At least forty of these speakers were youth—a great many of whom offered passionate, compelling stories—and the balance was mostly youth service providers, principals, teachers, and parents.

At our joint hearing, we heard inspiring stories as well of heart-felt suggestions for improving youth/police relations. Many community members and department staff discussed the positive and positively life changing work in which SFPD is involved each day. There were also numerous stories of miscommunication and seemingly unnecessary escalation between police officers and youth.

Synthesizing both the information gathered during the March 7 hearing and months of earlier research, on March 19, 2012, the Youth Commission's Youth Justice Committee provided the Police Commission and Chief Suhr with a formal memo that requested the Police Department implement three policy changes to improve youth. These were:

- 1) To provide a 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 include topics such as adolescent cognitive development, mental health issues for youth, asserting authority effectively with juveniles, recognizing and interacting with traumatized youth and responding to accusations of racial profiling. The Youth Commission Youth Justice Committee strongly suggests that the training incorporate scenarios of real life police-youth interactions and emphasize effective communication and de-escalation tactics during police interactions with youth;
- 2) To ensure there is widespread and regular distribution of SFPD Juvenile *Know Your Rights* pamphlets through other City agencies, the school district and social media, including delivery of pamphlets at the beginning of each fiscal year to the Department of Children Youth and Their Families (DCYF) for distribution to nonprofit contractors and at the beginning of each school year to the San Francisco Unified School District (SFUSD); and
- 3) To establish an active Memorandum of Understanding (MOU) between SFPD and SFUSD, which states, at minimum, the procedures for arresting and interrogating students on campus, the manner in which police will notify parents or guardians when a student has been taken into custody by the police, and how the student will be informed of her or his rights and responsibilities.

At the April 4, 2012 meeting of the Police Commission, Chief Suhr indicated his desire to implement all three of these recommendations, and to stay in communication with the Youth Commission about implementation. We are very grateful and excited about this!

Recommendation

The Youth Commission calls on Mayor Lee, the Board of Supervisors and Chief Suhr and the Police Commission to follow through on the implementation of these three recommendations.

On April 4, Chief Suhr articulated the following timelines: SFPD will 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); SFPD will begin annual distribution of Juvenile *Know Your Rights* pamphlets to DCYF and SFUSD at the beginning of the next fiscal and school years (i.e., July 2012 and August 2012, respectively) and SFPD will consider making a video similar to it's the viral sensation *It Gets Better*

video, but aimed at a more at-risk audience; and SFPD will work with the SFUSD to develop an active MOU (the timeline here is not clear).

Youth Involvement Plans in Future Development Deals

Priority #6: Promotion of job experience and employment opportunities for San Francisco's young people by including Youth Involvement Plans when negotiating contracts with new businesses and logistical agreements for large San Francisco events

Background

San Francisco has unique benefits in the national struggle against unemployment, among them its attraction and retention of new technology companies. As the *San Francisco Chronicle* reported in the March 27th, 2012 article "S.F. tech jobs climb near level of dot-com peak," tech companies large and small are ramping up their hiring efforts, and San Francisco-based companies like Twitter and Zynga have plans to expand their businesses.²⁸

Under Mayor Lee's "Roadmap to Good Jobs and Opportunity" plan, the Mayor promises to "continue working hard to attract and retain a record number of jobs in high technology, new media, clean technology and biotechnology" for the city, and recognizes that "San Francisco must build a stronger bridge between the growing number of new economy companies creating jobs in San Francisco and students existing the City's high schools and local colleges."²⁹

The Youth Commission's Youth Employment Committee feels that despite the recent financial downturn, San Francisco's economic landscape—in particular, our incubation, attraction and retention of technology companies—potentially offers unique employment opportunities to young people. While, San Francisco has a commitment to retaining vital new companies, as demonstrated in the Central Market/Tenderloin Payroll Tax Exclusion (CMTPE),³⁰ we feel that San Francisco also has a commitment to considering opportunities for young people, as evidenced in the Youth Involvement Plan required by the 34th America's Cup Host City Agreement, which calls on the City and County of San Francisco, the America's Cup Event Authority and the America's Cup Organizing Committee to develop a "comprehensive strategy for achieving" youth involvement in the America's Cup, including through employment opportunities.³¹

²⁸ Casey Newton, "S.F. Tech Jobs Climb near Level of Dot-com Peak." *San Francisco Chronicle*. 27 Mar. 2011. Web. 16 Apr. 2012. <http://www.sfgate.com/cgi-bin/article.cgi?f=c/a/2011/03/26/BUG41IHABH.DTL>

²⁹ Mayor Lee's Roadmap to Good Jobs and Opportunities." *Mayor Ed Lee*. <http://mayoredlee.info/JobsPlan.pdf>.

³⁰ City and County of San Francisco, Office of Economic and Workforce Development (OEWD), OEWD website, http://www.oewd.org/Central_Market_Tax_Credit.aspx; Rachel Gordon, "Twitter Will Get Payroll Tax Break to Stay in S.F." *San Francisco Chronicle*, May 12, 2011. <http://www.sfgate.com/cgi-bin/article.cgi?f=c/a/2011/04/05/BA7R1IQM9D.DTL>

³¹ America's Cup Event Authority, 34th America's Cup: Youth Involvement Plan (DRAFT), December 2011, <http://www.oewd.org/media/docs/AC34/12-19-11%20Draft%20Youth%20Involvement%20Plan.pdf>

The Youth Commission thinks it's wonderful that San Francisco is becoming a hub for new technology companies. We believe that when a new company moves into our city to start their business ventures, they have the ability to make a positive contribution and impact to our youth community. Youth Involvement plans like the one required by the 34th America's Cup Host City Agreement can help provide and increase youth employment opportunities and allow San Francisco's young people to acquire relevant skills, knowledge, and educational experiences.

Youth employment offers multifaceted benefits, including lowering dropout rates, earning higher wages in life, providing job skills, and saving money. Given that young people continue to identify employment as one of their most important needs in San Francisco, specific plans are necessary to ensure youth of all backgrounds have opportunities to reap the benefits from new companies coming to San Francisco. We believe that including a Youth Involvement Plan to any new payroll tax exemptions or real estate development deals could significantly benefit businesses, the City, and San Francisco's youth.

Recommendations

The Youth Commission developed a Youth Commission resolution 1112—AL 07 *Urging the Mayor and the Board of Supervisors to Prioritize Youth Employment During Business Negotiations*, adopted March 5, 2012, 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.

This resolution resulted in the Board of Supervisors resolution file no.120293 *Urging the Mayor and City Departments to Prioritize Youth Employment During Business Negotiations* (Supervisor Olague), which the Board adopted on March 27, 2012.

In brief, this resolution encourages the Mayor and City departments, including the Office of Economic and Workforce Development, to include Youth Involvement Plans—which would, at minimum, increase the number of work experiences for San Francisco's youth either through the provision of unpaid internships and apprenticeships or by an in lieu contribution of funds to San Francisco's youth employment programs, and which would be coordinated and developed through the City's Department of Children, Youth and Their Families and the San Francisco Unified School District's Career Technical Education department—in future business, event, and real estate negotiations. We are hopeful this can happen!

Implement 2007 TAY Recommendations

Priority #7: Support internal systems-building that is currently underway; follow through on 2007 Citywide goals and subsequent Department-specific targets

Background

There are approximately 5,700 homeless and marginally housed youth between the ages of 12-24 in San Francisco, the majority of whom are transitional aged youth (TAY) between the ages of 18 and 24.³² 6,000 TAY lack a high school diploma, 5,500 are completely uninsured and 7,000 neither work

³² Larkin Street Youth Services, March 12, 2012, *Youth Homelessness in San Francisco: 2011 Report on Incidence and Needs*, page 2.

nor go to school.³³ A disproportionately high number of these young people have some degree of involvement with the criminal justice system.³⁴

In response to these facts, the Youth Commission adopted a resolution in 2005 calling on then-Mayor Gavin Newsom to create a task force that would propose methods to better serve this population,³⁵ and in 2006 Mayor Newsom did just that. After a year of intensive, collaborative work between City officials, community-based service providers, and TAY themselves, in October 2007 the Mayor's Transitional Youth Task Force (TYTF) released its report, *Disconnected Youth in San Francisco: A Roadmap to Improve the Life Chances of San Francisco's Most Vulnerable Young Adults*, which 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."³⁶

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 is to create 400 additional units for TAY by 2015, using a variety of housing models. The Housing Work Group concluded that there is no one "best model" of housing for youth, but 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, and the Department is financing 3 developments which will create 88 additional TAY supportive housing units over the next several years.³⁷

However, to continue with the case of housing, the City must do better. For example, a recent Budget and Legislative Analyst report found that San Francisco is falling short of the City's regionally assigned goals, particularly for moderate and low-income housing. While the City is on pace to meet 67 percent of its overall housing goal, at the current rate of production it will only achieve 16 percent of its goal for low-income housing and 25 percent of its goal for moderate-income housing by 2014 (Figure 7.1).³⁸

Housing Production Goals and Actual Housing Production, 1999-2006 (Figure 7.1)

Households' Income as a Percent of Average Median Income (AMI)	ABAG Regional Housing Needs Production Goals		Actual New Housing Production and Acquisition/ Rehabilitation		
	Number of Units	Percent of Total	Number of Units	Percent of Total	Percent of Goals Met
Very Low Income (< 50% AMI)	5,244	25.7%	4,342	24.8%	82.8%
Low Income (50% to 79% AMI)	2,126	10.4%	1,113	6.4%	52.4%
Moderate Income (80% to 120% AMI)	5,639	27.7%	725	4.1%	12.9%
Market (> 120% AMI)	7,363	36.1%	11,293	64.6%	153.4%
Total	20,372	100.0%	17,473	100.0%	85.8%

³³ Transitional Age Youth—San Francisco (TAYSF) initiative, *TAYSF 2011 Progress Report*, page 2 http://www.heysf.org/download/taysfpublications/TAYSF_Progress_Report.pdf.

³⁴ Larkin Street Youth Services, *Youth Homelessness*, page 3.

³⁵ Youth Commission Resolution 0405—005, *Resolution urging the Mayor to Ordain a Transitional Youth Task Force*.

³⁶ *Disconnected Youth in San Francisco* (2007), page 5.

³⁷ Mayor's Office of Housing (MOH), Transitional Age Youth Housing, MOH website, <http://sf-moh.org/index.aspx?page=771>.

³⁸ Board of Supervisors' Budget and Legislative Analyst, *Performance Audit of San Francisco's Affordable Housing Policies and Programs*, January 18, 2012, page i.

In 2007, the City left the responsibility of monitoring the implementation of the TYTF recommendations to a nonprofit, the Transitional Age Youth San Francisco (TAYSF) initiative. However, on April 12, 2012, Mayor Lee sent a “Policy Directive: prioritizing disconnected TAY services across the City” to the heads of the departments of Public Health, Housing, Office of Economic and Workforce Development, Human Services, Juvenile Probation, Adult Probation and Children, Youth and Their Families. This memo notes that DCYF will become the Citywide home of coordinating TAY services, it names the Mayor’s three TAY staff leads (Bevan Dufty, Hydra Mendoza, and Renee Willette) and it also directs each Department to identifying a Deputy Director to be the “Designated TAY-Lead.” This is fantastic news!

Recommendation

The Youth Commission recommends that Mayor Lee and the Board of Supervisors provide energetic oversight to assure that City departments comply with Mayor Lee’s April 12 memo.

The Commission also urges the Mayor and the Board to consider the status of the 16 TYTF recommendations³⁹ when considering the budgets and policy priorities of TAY&-serving City Departments.

In particular, we ask the Mayor and the Board to assure that there is sufficient funding for the youth- and provider-friendly resource website that TAYSF has been working to produce the past 9 months or so; both TAYSF and the Youth Commission constantly hear from young people and service providers who say that they want a central web location to access services.

Expand Implementation of 12N Sensitivity Training

Priority #8: Assure that youth-serving City Departments follow the lead of the Department of Public Health

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 (LGBTQ) 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.⁴⁰

For the past thirteen years, this well-intentioned mandate that was designed to help queer youth access culturally competent services has been an unfunded mandate. However, for the last few months a working group staffed by the Department of Public Health (DPH) and the Youth Commission has been preparing a tool that City departments and nonprofit contractors can use; the working group plans to

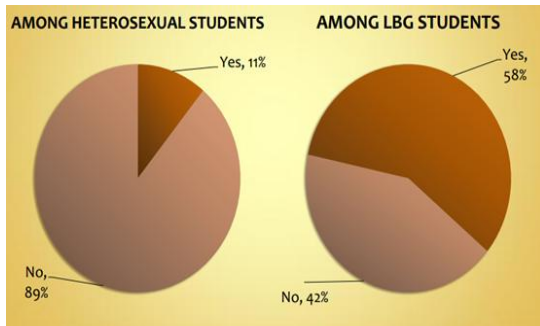
³⁹For quick reference, they are available here: <http://www.heysf.org/download/TYTF%20final%20report.pdf>.

⁴⁰ San Francisco Administrative Code, Chapter 12N: *Lesbian, Gay, Bisexual, Transgender, Queer, and Questioning Youth: Youth Services Sensitivity Training*, [http://www.amlegal.com/nxt/gateway.dll/California/administrative/chapter12nlesbiangaybisexualtransgenderq?f=templates\\$fn=default.htm\\$3.0\\$vid=amlegal:sanfrancisco_ca](http://www.amlegal.com/nxt/gateway.dll/California/administrative/chapter12nlesbiangaybisexualtransgenderq?f=templates$fn=default.htm$3.0$vid=amlegal:sanfrancisco_ca)

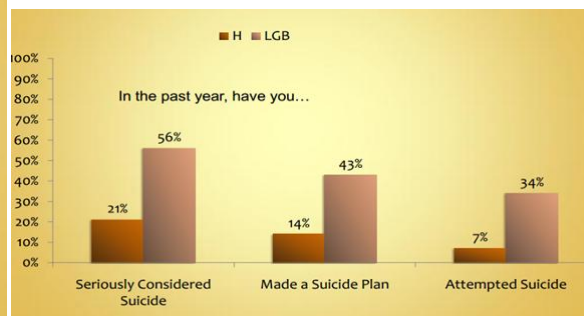
finish a training module that can be rolled out at DPH starting July 1, 2012. This is fantastic news, because as we see in the recent data below, San Francisco’s LGBTQ youth are still very in need of excellent services. Queer youth are harassed more (Figure 8.1)⁴¹ and are more likely to consider suicide (Figure 8.2)⁴² than their heterosexual peers.

School-Based Harassment Due to Sexual Orientation (Figure 8.1)

During the past 12 months, have you ever been harassed because someone thought you were gay, lesbian or bisexual?



Suicide Risk (Figure 8.2)



Recommendation

The Youth Commission urges Mayor Lee, the Board of Supervisors and youth-serving City departments, to develop a timeline for implementing Chapter 12N—either through utilizing the training module developed by DPH or in another fashion—as soon as possible.

⁴¹ San Francisco Unified School District, Student Support Services for LGBTQ Youth, <http://www.healthiersf.org/LGBTQ/index.php>.

⁴² Ibid.

Appendix: Youth Commission Overview

Purpose & Duties

The Youth Commission is a body of 17 San Franciscans between the ages of 12 and 23. Created by the voters under a 1995 amendment to the City Charter (Sec. IV.122-IV.125), the commission is responsible for advising the Board of Supervisors and the Mayor on "the effects of legislative policies, needs, assessments, priorities, programs, and budgets concerning the children and youth of San Francisco." The Youth Commission also has the duty to provide the Board and the Mayor with "comment and recommendation" on all proposed laws "that primarily affect the children and youth" of San Francisco.

In particular, the Youth Commission is charged with "identifying the unmet needs" of San Francisco's children and youth through a variety of methods. These include researching existing government and private programs and sources of funding for such programming, holding public forums and cooperating with existing advocacy organizations.

Following the Charter, each year the Youth Commission provides the Board of Supervisors and the Mayor with the following: comments and recommendations on pieces of proposed legislation that would affect San Francisco's young people; resolutions that formally articulate the Youth Commission's positions on various youth-related issues; and a set of policy priorities to guide the City's annual budget process as it relates to young people.

Structure

