

San Francisco Board of Supervisors

Juvenile Justice Advisory Committee

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History and Purpose of the JJAC

As the legislative branch of the City and County of San Francisco, the Board of Supervisors plays an essential role in establishing, implementing, reforming, and evaluating public policy; this responsibility extends to the policies and procedures of the juvenile justice system. As such, in the fall 2001, Supervisor Matt Gonzales sponsored legislation to create the Juvenile Justice Advisory Committee (JJAC), a one-year, three-person advisory committee to the Board of Supervisors on the city's juvenile justice system. The legislation adopted by the Board requires this three-person body of experts to analyze the current juvenile justice system, and make policy and budget recommendations to the Board of Supervisors during its term.

The establishment of this committee reflects the Board of Supervisors commitment to playing a stronger role in the City's juvenile justice policies. The JJAC provides the Board with a means of prudently responding to the disparaging state of the juvenile justice system by examining systemic reforms through a thorough analysis of data. The culminating work of the JJAC will equip the Board with the policy and budget analysis that it needs to make policy decisions that will address the failings of our current system so as to better serve the young people of San Francisco.

Perhaps most importantly, the JJAC represents a viable means of holding the juvenile justice system accountable to the public. In the past, community members—including some public officials have encountered great difficulty in obtaining data about the juvenile justice system. Well over \$50 million is spent each year in the system (JPD, mental health, juvenile court, community-based contracts, etc.), but the public remains in the dark regarding how effectively this money is actually being spent. Juvenile crime has been dramatically decreasing in the city – almost 50% decrease over the last 10 years—and yet, until very recently we have had no decrease in the juvenile hall population. Moreover, the system is plagued by the disproportionate representation of youth of color and an upsurge in the incarceration of girls of color. During this time of drastic fiscal deficits, the JJAC serves as a resource to both the Board of Supervisors and the community at large in determining how taxpayers money can be better allocated to respond to the needs of young people in the juvenile justice system.

The JJAC consulted with numerous experts and people in the field of juvenile justice in order to gain insight into the issues impacting youth in the juvenile system. Over the course of its one-year tenure, the Advisory Committee met with stakeholders who participated in meetings and guided the process, including:

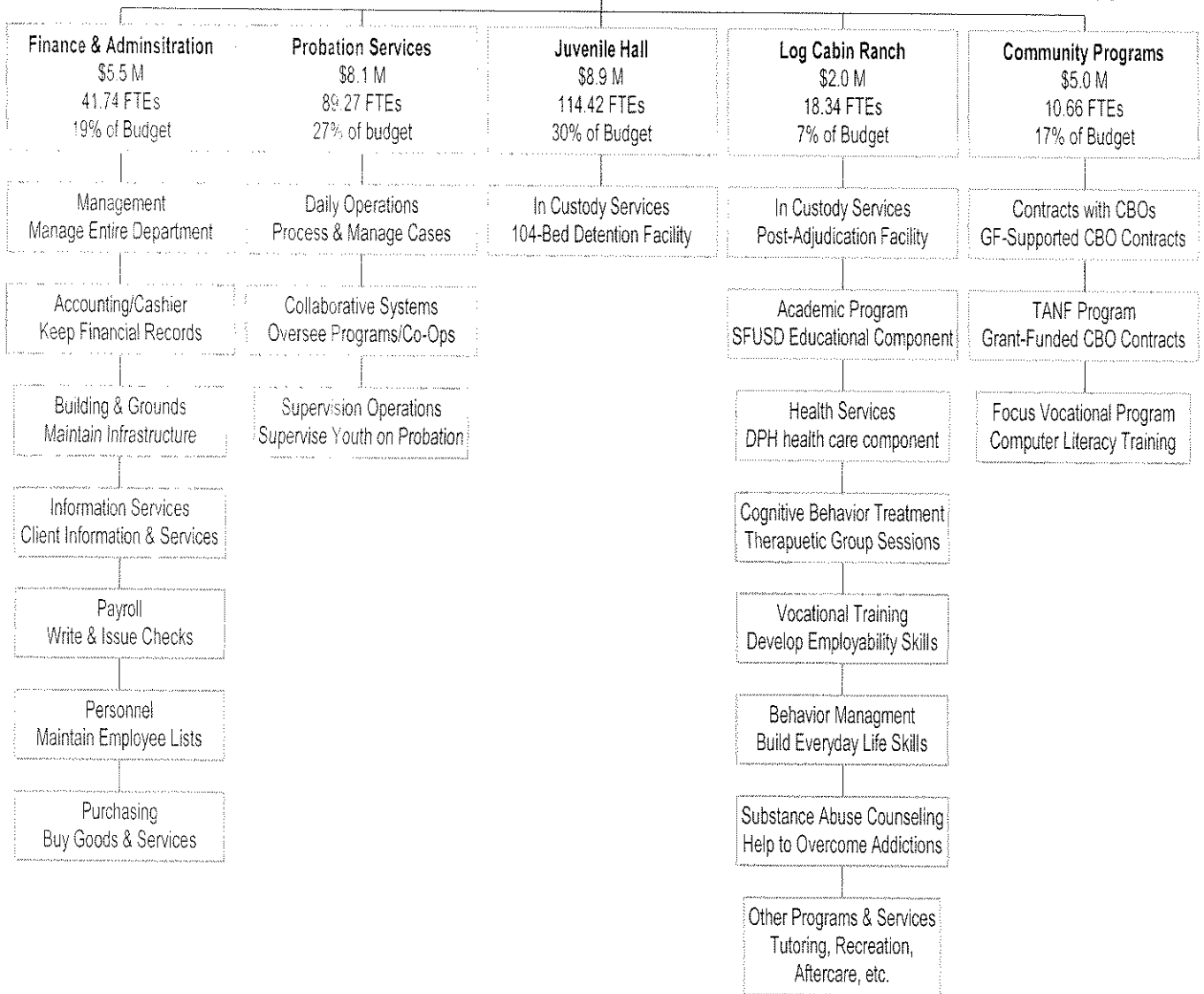
- Jesse Williams, Chief Probation Officer
- Cassie Coleman, Director of Public Information, Juvenile Probation Department
- Rob Eshelman, Aide to Supervisor Matt Gonzalez
- Supervisor Matt Gonzalez
- Katy Miller and Eugene Clendinen, Mayor's Office of Criminal Justice, in regards to funding for juvenile justice initiatives and juvenile hall
- Mari Villaluna, Joanna Gin and Karen Bugante, SF Youth Commission

- Nancy Yalon, Juvenile Probation Department, regarding grant-funded mental health services for juveniles available from the Robeson-Rivera Academy and Project Impact
- James Bell of Youth Law Center and the Burns Institute on model programs, JDAI system impact in other jurisdictions, disproportionate minority confinement, and monitoring the juvenile justice system
- Garry Bieringer, JDAI Coordinator, regarding the status of the Juvenile Detention Alternatives Initiative and the role of the Board of Supervisors in supporting reforms.
- Mary Nella Woods, Public Defenders Office
- Julie Posadas, Juvenile Probation Department Girls' Services, regarding gender-related issues at Youth Guidance Center
- Shiela Arcellona, Juvenile Probation Department, regarding the construction of the new juvenile hall
- Chori Feldman, National Lawyers Guild, regarding the juvenile justice system and reform measures in Multnomah County, Oregon
- Vylma Ortiz and Dan Macallair, Center for Juvenile and Criminal Justice, on best models of service provision for youth offenders
- Ernest Krause, National Lawyer's Guild
- Maureen DeBoer
- Kristen Atkinson, Coleman Advocates for Youth

JUVENILE PROBATION DEPARTMENT
FISCAL YEAR 2003-2004

The mission of the Juvenile Probation Department is to be an effective resource for positive change in the lives of youth and their families, to be accountable to victims, and to protect the public.

Total Budget of \$29.5 M
274.43 FTEs



Finance & Administration

What is Finance & Administration?

The purpose of this Division is to provide management of the Department's financial, human and technological resources in a customer service friendly environment.

The division is comprised of six (6) units:

- Accounting/Cashier
- Building & Grounds
- Informational Services
- Payroll
- Personnel
- Purchasing

The Division is also responsible for developing and implementing the Department's administrative and fiscal policies and procedures consistent with local, State and Federal government mandates.

Program Budget & Revenue FY 2003-2004

The Division budget is \$5.5 million or 19% of the total department budget.

All revenues are drawn from the City's General Fund.

Staffing FY 2003-2004

- A total of 41.74 FTEs
- Includes three (3) management positions, i.e. Director of Finance and Administration, Assistant Chief Probation Officer and Chief Probation Officer

Major Performance Measures FY 2002-2003 (July – Dec)

- Percentage of report deadlines met to the Board of Corrections, Dept. of Justice, Foster Care Information System and Probation Commission - 100%
- Percentage of vacant counselor positions filled within two (2) months – 46%
- Number of candidates in the counselor work pool for Juvenile Hall and Log Cabin Ranch – 17 (the goal of this measure is to reduce overtime use)
- Percentage of all managers and payroll clerks requiring training that have had training within the past six (6) months – 0%

Probation Services

What is Probation Services?

Through a collaborative contract with a CBO, Probation Services provides services to youth that fall under Section 601 of the Welfare & Institutions Code. It works directly with youth that fall under Section 602 of the same code. The Division was recently restructured into three (3) sections, as follows:

- Daily Operations includes two (2) intake units, which process youth newly assigned to probation and manage these cases through the Court process.
- Collaborative Systems oversees interagency collaborations and three (3) programs: Project Impact, Robeson & Rivera Academy, and Prevention Diversion
- Supervision Operations consists of three (3) units: the Serious Offender Program, Probation Supervision, and Private Placement.

Program Budget & Revenue FY 2003-2004

The Division budget is \$8.1 million or 27% of the total department budget.

Revenue sources include:

- Federal Title IVE Foster Care reimbursements
- SB 933
- The City's General Fund.

The State Training Grant for Local Corrections (which was included in this division's budget for many years) will be discontinued in FY 03-04 due to State budget reductions.

Staffing FY 2003-2004

- A total of 89.27 FTEs
- Includes 75 Deputy Probation Officers, 8 Supervising Probation Officers, 2 Senior Supervising Probation Officers and Director of Probation Services

Major Performance Measures FY 2002-2003 (Jul – Dec)

- Average caseload per month of each probation officer – 29
- Percentage of days within the specified time period when the average daily population at Juvenile Hall was maintained at or below its rated capacity – 100%
- Percentage of youth referred to community-based resources – 90%
- Percentage of girls on probation assigned to gender specific programs – 95%
- Number of training hours each probation officer who supervises girls receive on girl specific issues – 16

Juvenile Hall

What is Juvenile Hall?

Juvenile Hall is a short-term youth detention facility for San Francisco. The facility has the capacity to provide residential services for 132 youth, in a secure setting, 24-hours a day, seven days a week.

Youth at the facility fall into three (3) "in-custody" categories:

- Awaiting investigative action immediately after admission
- Per court order pending further court hearings
- Awaiting placement as per court ordered disposition

While youth are in-custody, they receive educational, medical and mental health services. In addition, youth receive training in socialization skills and general counseling from staff.

Program Budget & Revenue FY 2003-2004

The Division budget is \$8.9 million or 30% of the total department budget.

Revenue sources include:

- Interdepartmental recoveries
- The City's General Fund

Staffing FY 2003-2004

- A total of 114.42 FTEs
- Includes 82.25 Counselors, 9.5 Senior Counselors, 5 Supervising Counselors, 2 Assistant Directors and Director of Juvenile Hall

Performance Measures FY 2002-2003 (Jul – Dec)

- Average daily percentage of staff out on assault pay – 10%
- Annual overtime expenditures - \$521,000 (projected for full year is \$700,000)
- Percentage reduction in the number of complaints filed by youth in Juvenile Hall – 0% (projected at 10% for full year)

Log Cabin Ranch

What is Log Cabin Ranch?

Log Cabin Ranch is the Department's post adjudication facility for delinquent male juveniles.

The facility houses a 24-hour a day, 12-month open-ended residential program.

While in Juvenile Hall, youth receive a range of educational, counseling, mental and physical health services.

Educational services are provided by the San Francisco Unified School District.

Mental health, dental and medical services are provided by the Department of Public Health.

Therapeutic group sessions, vocational training, behavior management and substance abuse counseling are also available.

Program Budget & Revenue FY 2003-2004

The Division budget is \$2 million or 7% of the total department budget.

All revenues are drawn from the City's General Fund.

The Department has agreed to operate the Ranch under a modified plan in FY 03-04.

Staffing FY 2003-2004

- A total of 18.34 FTEs
- Includes 15 Counselors, 3 Senior Counselors, Supervising Counselor and Director of Log Cabin Ranch

Major Performance Measures FY 2002-2003 (Jul – Dec)

- Recidivism rate for Log Cabin Ranch graduates – 33%
- New measure: Percentage of juveniles successfully receiving the core services of Log Cabin Ranch – 85%
- Percentage of complaints processed within three (3) business days after complaint is filed – 99%
- Percentage of cases in which a probation officer contacts juvenile's family during the prerelease phase of the program – 99%

Community Programs

What is Community Programs?

The Community Programs Division awards and monitors contracts with more than thirty (30) community-based organizations to provide services to youth in their communities and at Log Cabin Ranch.

Community Programs staff supervise programs, provide technical assistance, and monitor contracts to ensure the quality of the programs and services delivered to youth in the juvenile justice system.

The Division is also involved in on-going collaborations with other City departments and community agencies that serve at-risk youth.

Program Budget & Revenue FY 2003-2004

The Division budget is \$5 million or 17% of the total department budget.

Of this \$5 million, approximately \$1 million comes from the department's General Fund budget. This equals 4% of the department's total General Fund budget of approximately \$25 million.

Revenue sources include:

- Temporary Aide for Needy Families (TANF)
- The City's General Fund

Staffing FY 2003-2004

- A total of 17.63 FTEs
- Includes 3 Employment & Training Specialists, Contract Compliance Officer and Director of Community Programs

Performance Measures FY 2002-2003 (Jul – Dec)

- Percentage of authorized community-based organization program slots used by eligible youth – 72%
- Percentage of technical support and training provided to General Fund and TANF supported community-based organizations – 100%

Juvenile Justice Advisory Committee Recommendations

These recommendations are listed according to subject matter and do not reflect priority order for the Committee.

I. GENERAL

Recommendation No. 1: The Board of Supervisors should hold an annual hearing on the status of the City's juvenile justice system.

Recommendation No. 2: The Board of Supervisors should review the status of the recommendations in this report after 6-month and 12-month periods.

II. JUVENILE DETENTION ALTERNATIVE INITIATIVE (JDAI)

Recommendation No. 1: Institutionalize JDAI principles and policy reforms as the core of the City's juvenile justice policy.

In the fall of 2001, the San Francisco Juvenile Probation Department adopted the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative (JDAI) which is "aimed at eliminating the unnecessary use of secure detention and reducing the disproportionate representation of minority youth in the system, while maintaining or improving community safety and improving conditions of confinement for youth who do require detention" (Summary of JDAI Effort, 2002).

As in other jurisdictions, San Francisco's JDAI is a multi-year reform effort involves juvenile justice stakeholders, including the Juvenile Court, Juvenile Probation Department, Public Defender's Office, District Attorney, Police, service providers, and advocacy organizations, in creating a more responsive system by instituting policy changes and establishing community-based alternatives to detention. Other cities that have adopted JDAI include Chicago, Portland and Santa Cruz.

For a complete list of JDAI's principles and policy reforms, see **Attachment 1** to this report.

Recommendation No. 2: The Board of Supervisors should actively support and seek to fund services that are recommended by the JDAI Stakeholders process.

JDAI has made significant reforms since January 2002. After approval by the JDAI Executive Committee, a new Risk Assessment Instrument (RAI) was implemented at Juvenile Hall. The JJAC has learned that the RAI has been used successfully in other jurisdictions to ensure the objectivity of juvenile hall detention decisions.

In addition, the average daily population at juvenile hall decreased from approximately 120 in 2001 to 89 in 2003. The JDAI has been instrumental in this population decrease.

Recommendation No. 3: A member of the Board of Supervisors should actively participate on the JDAI Stakeholders Committee. Leadership from local elected officials has been a key to systemic change in every successful JDAI jurisdiction. The Board of Supervisors currently may appoint a representative to the Stakeholders Committee. However, that appointment has remained vacant to date.

Recommendation No. 4: The Board of Supervisors should hold an annual hearing on the status of JDAI reform efforts. The JDAI has and will most likely continue to have a major impact on the City's juvenile justice system. Currently, the Board of Supervisors has no means to learn about the JDAI and its reform efforts.

In addition, the JDAI Coordinator should supply quarterly reports to the Board of Supervisors on the status of JDAI efforts, including key data and a summary of new policies or procedures approved by the JDAI Executive Committee and overall institutional change efforts.

Where JDAI Executive Committee policy decisions require the institutional/legal support of the City's legislative branch, the Board of Supervisors should review those decisions and in certain cases pass them as Board legislation.

III. JUVENILE HALL POPULATION MONITORING

Recommendation No. 1: Through data collected by JDAI and evaluated with other projections about the number of beds needed at juvenile hall, the Board of Supervisors should urge the Juvenile Probation Department (JPD) to establish a "daily population limit" at juvenile hall. The JJAC estimates that this limit should be set at approximately 90, based on current juvenile hall population data.

The purpose of this recommendation is to ensure no unnecessary detainment of youth at juvenile hall and to maintain the juvenile hall population at the lowest possible and safe level. This limit would not be a legal cap. If the limit is exceeded, nothing will *prohibit* JPD staff from detaining appropriate youth. The limit would only be a benchmark against which system stakeholders can measure the success or failure of detention reform efforts over time.

For a survey of court imposed and self-initiated population limits in other jurisdictions, see **Attachment 2** to this report. It is important to keep in mind that the JJAC is proposing a self-initiated limit.

Recommendation No. 2: JPD/JDAI should provide quarterly reports to key stakeholders, including the Board of Supervisors, on the juvenile hall population. The report should contain the following data:

- Average daily population at juvenile hall
- Average score on the RAI for detained and non-detained youth
- Alternatives to Detention (ATD) program utilization
- Average lengths of stay at juvenile hall
- Percentage of youth who make their court date after release to an ATD program
- Recidivism rates for youth released from juvenile hall and those released from ATD programs
- Demographic data (i.e., race, gender, age, etc.)

Recommendation No. 3: If the juvenile hall population is below the limit for a quarter, the Board of Supervisors should reallocate cost-savings from reduced detention use to other divisions within the Department (i.e., Community Programs, Probation Services) to further JDAI efforts.

Recommendation No. 4: If the daily population exceeds the established population limit, JPD should declare a “Juvenile Hall Population Watch”. For each day of the Population Watch status, JPD should submit daily population briefs to the Board of Supervisors, the JDAI Stakeholder Monitoring Committee, Juvenile Probation Commission and the Mayor’s Office. These briefs should include key data on daily population, RAI scores, ATD utilization, and any other pertinent narrative information.

Recommendation No. 5: If the daily population exceeds the limit for two consecutive weeks, the Board of Supervisors should call an emergency hearing on the Juvenile Hall Population Watch. At this hearing, key city agencies (JPD, SFPD, DA, PD, etc.) should come forward to address why the population limit was surpassed and who is being detained and for what offenses. These agencies should also be prepared to develop an action plan to remedy the high incarceration rate and a timeline for implementation of the proposed solution.

IV. STAFFING LEVELS AT JUVENILE HALL

Recommendation No. 1: To ensure that staffing levels do not exceed the level needed for the size of the actual detention population, the Board of Supervisors should request a report, on an annual basis, from the Budget Analyst’s Office on juvenile hall staffing levels and detention population.

A recent Budget Analyst’s report concluded that while the juvenile hall population has declined 26% since 1997, the juvenile hall staff has only declined 4% during the same time period. The report estimates that for a juvenile hall population of 100, the Department needs significantly fewer juvenile hall counselor positions than are currently

budgeted. This type of analysis could be especially important when the City's new 150-bed juvenile hall comes online in 2005, as it may help to guide the Board of Supervisors' decisions on the Department's future budgets.

See **Attachment 3** for a copy of the subject Budget Analyst report on the current juvenile hall staffing levels and detention population.

V. ALTERNATIVE USES FOR EXCESS UNITS AT THE NEW JUVENILE HALL

Recommendation No. 1: The Board of Supervisors should urge the Juvenile Probation Department and Juvenile Probation Commission to adopt policies on the appropriate uses of excess units at the new juvenile hall.

Notably, the City is constructing an expanded juvenile hall at a time when the existing hall population is at its lowest in years. The City's agreement with the State, which is providing funding for the project, requires the City to maintain a 150-bed facility, as well as the appropriate staff to youth ratio (1:10). However, the agreement does not indicate that the City must fill the facility with youth or staff it for 150 beds at any given time.

The JJAC therefore believes that the City may use the excess units at the new juvenile hall to provide services for youth, in accordance with the following provisions.

- Excess units at the juvenile hall should be used only when the Department has demonstrated, but has not succeeded, at finding a community-based program for the subject services. In addition, these units should be physically transformed to the greatest degree possible to reduce the feel and function of a jail. Service providers, not juvenile hall staff, should provide services at juvenile hall.
- Youth assessed by staff to be "low-risk" (using the new Risk Assessment Instrument) should never be provided services at the new juvenile hall.
- Enrollment in services at juvenile hall should occur when a youth's only other option is secure confinement.

VI. COMMUNITY ASSESSMENT AND REFERRAL CENTER (CARC)

Recommendation No. 1: The Board of Supervisors should not move forward with the proposed CARC legislation (File No. 011164). This legislation would establish CARC as the City's central intake unit for all arrested youth in San Francisco, thereby replacing the current intake center at Juvenile Hall.

By way of background, CARC provides an alternative intake process to juvenile hall for youths arrested for a variety of low-level and mid-level criminal offenses. This program provides a single point of entry for crisis intervention, assessment, service integration, referral and mentoring.

The JJAC believes that significant cultural and procedural changes have taken place at the intake center at juvenile hall that is reducing the level of unnecessary incarceration. The JJAC therefore recommends that the Board of Supervisors not move forward with the proposed legislation. Instead CARC should be allowed to continue to function as an alternative to juvenile hall's central intake unit.

Recommendation No. 2: The Board of Supervisors should urge the Police Department to increase utilization of CARC, especially by police officers at the Bayview-Hunters Point and Mission stations.

In conjunction with JDAI, the Police and Juvenile Probation Departments should analyze relevant data to understand why significant numbers of Bayview-Hunters Point and Mission youth are not referred to CARC, and take steps to address inappropriate juvenile hall referrals. The JJAC has learned that inappropriate, subjective use of gang identification may be a barrier to Mission and Bayview-Hunters Point youth accessing CARC. Currently, alleged gang involvement may not be used to disqualify a youth from CARC.

Recommendation No. 3: The Board of Supervisors should urge CARC to increase or strengthen collaborations with community-based service providers in the Bayview-Hunters Point and the Mission in an effort to serve more arrested youth from these neighborhoods.

Recommendation No. 4: CARC should be open for additional hours.

Approximately 20% of arrested youth are unable to access CARC and are detained simply because it is closed at the time of their arrest (between 2 am and 10 am). However, the cost of expanding hours is significant, according to a recent report by the Mayor's Office of Criminal Justice (MOCJ). Due to this prohibitive cost and the City's current limited resources, expanding CARC hours should not be a priority over creating new alternatives to detention and intensive case-management/intervention services to medium and high-risk youth in the juvenile justice system.

Recommendation No. 5: The Police Department should train its police officers in the appropriate use of the City's detention facilities, and hold them accountable for detaining youth who would otherwise be eligible for CARC.

According to the latest CARC annual report, the percentage of youth who were arrested on an eligible charge but not taken to CARC or where the Police did not contact CARC totaled 3.7% between July 2001 and June 2002.

Recommendation No. 6: The Police Department should expand its “Cite and Release to CARC” option, as an alternative to referring youth to juvenile hall.

The JJAC has learned that the Police Department is currently considering expanding this option.

Recommendation No. 7: In conjunction with the Juvenile Court and JDAI, Juvenile Probation should incorporate CARC into its graduated sanctions policy for probation violators.

Probation violators make up 7.4% of the youth “not eligible” for CARC, according to CARC’s annual report. The JJAC believes that CARC should be available to probation violators whose original offense was CARC-eligible.

Recommendation No. 8: The City should establish a short-term shelter for pre-adjudicated low to medium-risk youth, which would prevent youth brought to CARC or juvenile hall from being detained simply because they have no safe home to return to.

VII. JUVENILE COURT BENCH WARRANTS

Recommendation No. 1: The Board of Supervisors should urge the Juvenile Court and Juvenile Probation Department to establish an alternative method for handling youth that are arrested for bench warrants, which automatically makes them ineligible for CARC. To this end, the JJAC specifically recommends the following reforms.

- At the initial interview, the Juvenile Probation Department should explain court procedures to juveniles especially the legal consequences of failing to appear.
- The Juvenile Probation Department or the Juvenile Court should call juveniles and/or their parents to remind them of their next court hearing. Ideally, this should be done 1 or 2 days prior to the next court hearing.
- The Juvenile Court should submit a return receipt requested notice with each copy of court proceedings mailed to the juvenile and his or her parents. This would have financial impact, albeit minimal, to the Court.

VIII. SAN FRANCISCO UNIFIED SCHOOL DISTRICT (SFUSD) AND THE POLICE DEPARTMENT

Recommendation No. 1: The Board of Supervisors should require the Police Department to develop a general order prohibiting the arrest of juveniles on school grounds for non-violent offenses and battery. In addition, the Board should urge the SFUSD school site administration to develop school-based alternatives to detention and violence prevention programs.

Recommendation No. 2: The Board of Supervisors should increase the City's annual allocation to SFUSD to support school-based student services, such as counselors, case managers, conflict mediation and violence prevention/programs.

Recommendation No. 3: In FY 04-05, the Board of Supervisors should end the School Resource Officer program and re-allocate its \$2 million in City funds to school-based support services that will prevent violence and respond in ways that are consistent with educational and youth development philosophies. The JJAC has learned that violence prevention programs are more cost-effective and better at reducing recidivism than enforcement strategies.

Recommendation No. 4: The Board should continue to fund and expand programs like the Beacon Case Managers, the Early Risk Program at Everett Middle School (lowest arrest rates among middle school), and Wellness Centers which have been proven to provide excellent school-based support to high-risk students.

IX. THE JUVENILE JUSTICE COORDINATING COUNCIL (JJCC)

Recommendation No. 1: The Board of Supervisors should formally designate the JJCC as the City's planning and coordinating body for the distribution of juvenile justice funds (local, State and Federal) to community-based organizations.

By way of background, to be eligible for certain State grant funds, each county must establish a Juvenile Justice Coordinating Council. San Francisco's JJCC is one of five City commissions that assist in the administration of the juvenile justice system. For a list of the other four commissions, see **Attachment 4** to this report.

The JJCC's primary purpose is to "develop a comprehensive, multi-agency plan that identifies the resources and strategies for providing an effective continuum of responses for the prevention, intervention, supervision, treatment and incarceration of juvenile offenders." As the City's planning and coordinating body, the JJCC should be urged to:

- Meet on a quarterly basis, not only when State grant funds are available
- Become familiar with the policy priorities and funding needs of all of the City's juvenile justice agencies
- Be staffed by the Mayors Office of Criminal Justice (MOCJ)
- Develop and annually update an assessment of community needs, services and policy priorities
- Make funding decisions based on the above assessment
- Convene one or more meetings annually of all community-based service providers, regardless of their sources of funds, to increase opportunities for communication, collaboration and information sharing

Recommendation No. 2: The Board of Supervisors should urge the JJCC to develop an annual plan for the distribution of juvenile justice funds (local, State and Federal) to community-based organizations. This plan should be approved annually by the Board of Supervisors.

Recommendation No. 3: The Board of Supervisors should authorize the JJCC to review and approve all of the City's contracts with community-based organizations serving youth involved in the juvenile justice system.

Currently, the Juvenile Probation Department and its Commission award General Fund-supported contracts, while JJCC and the Mayor's Office of Criminal Justice do the same for State-supported contracts. The Department of Children Youth and their Families (DCYF) makes awards of other General Fund supported contracts. Historically, there has been a lack of coordination between the Department, MOCJ or DCYF that has resulted in duplication and gaps in services. This structure also leads to ineffective monitoring of contracts.

Recommendation No. 4: The Board of Supervisors should require the Juvenile Probation Department in conjunction with the Mayor's Office of Criminal Justice to issue Requests for Proposals (RFPs) on General Fund supported-contracts every 2 years.

Recommendation No. 5: The Mayor's Office of Criminal Justice should maintain its core staff.

Currently, MOCJ serves as the City's interdepartmental office of juvenile justice. The equivalent of at least 4 FTEs are dedicated to juvenile justice programming, system planning, grant proposals, grant-making through the City's RFP process and contract monitoring. The Juvenile Probation Department's Community Programs divisions should also maintain its core staff.

X. JUVENILE PROBATION DEPARTMENT BUDGET

Recommendation No. 1: The Board of Supervisors should develop a sustainable source of General Fund support for community-based alternatives by a) maintaining the Juvenile Probation Department's annual baseline budget and b) reallocating any cost-savings generated as a result of reduced detention use to other Divisions (Probation Services, Community Programs) to further JDAI policy objectives.

Recommendation No. 2: The Board of Supervisors should develop a 3-year plan to reallocate cost-savings generated as a result of reduced detention use to community-based alternatives. Currently, approximately 4% of the Juvenile Probation Department's General Fund budget is allocated to community-based alternatives. The JJAC believes that that figure should be approximately 12% at the end of the proposed 3-year plan.

Recommendation No. 3: The Board of Supervisors should monitor the Department's progress in controlling staff Workers Compensation claims and overtime use.

Recommendation No. 4: As probation caseloads decrease, Probation Officer (PO) positions should be redesigned and re-deployed to field/community-based positions to support JDAI policy objectives.

XI. MENTAL HEALTH SERVICES

Recommendation No. 1: The Board of Supervisors should urge the Juvenile Probation Department to retain the services of a neuropsychologist.

Many youths that come into contact with the juvenile justice system suffer from organic brain damage, which may result from drug or alcohol exposure at birth, environmental hazards or other causes. The Department needs to be able to assess these conditions so that they can develop proper and effective treatment plans for such youths. However, the Department currently has no staff member qualified to identify organic brain damage. Because of the lack of trained personnel, juvenile justice service providers now pay between \$500 and \$1000 for psychological or neuropsychological evaluations that could be performed less expensively and more effectively by a staff member.

Recommendation No. 2: The Board of Supervisors should urge the Juvenile Probation Department to train all case-handling probation officers and Youth Guidance Center and Log Cabin Ranch counselors and staff to identify youths who may suffer from mental health problems and to obtain appropriate services for such youth. Probation officers should be trained to be effective case managers for youth that have special educational needs, and to ensure that appropriate testing and services are provided.

Recommendation No. 3: The Board of Supervisors should urge the Juvenile Probation Department to expand funding for day treatment and out of home mental health placement services.

Recommendation No. 4: The Board of Supervisors should urge the Juvenile Probation Department to create a crisis team, prepared to respond to mental health emergencies identified by probation officers.

Recommendation No. 5: The Board of Supervisors should urge the Juvenile Probation, Public Health, School District and other City service providers to improve coordination of placement services and resources.

Recommendation No. 6: The Board of Supervisors should urge the San Francisco Unified School District to train all teachers and staff assigned by the School District to work at the Woodside Learning Center and the Log Cabin School to instruct students with mental health or special education needs.

Recommendation No. 7: The Board of Supervisors should urge the School District to respond to special education requests made by youths housed at the Youth Guidance Center and Log Cabin in a timely manner.

Recommendation No. 8: The Board of Supervisors should urge the School District to make “Individual Education Program” (IEP) assessments for youths housed at the Youth Guidance Center and Log Cabin available on a year-round basis.

Recommendation No. 9: The Board of Supervisors should take steps to ensure that the School District actively participates in the JDAI process.

XII. GENDER-SPECIFIC SERVICES

Recommendation 1: The Juvenile Probation Department should create a definable link between the services provided to girls in juvenile hall and the community based organizations which provide gender specific services or are training to do so.

Specifically, the Department should create 1) a comprehensive strength based assessment model signed by the girl, her family and her probation officer with a plan which includes referrals to the appropriate community based services; 2) a common referral system for all probation and community based services; and 3) a database to track the girls through the juvenile justice system.

Recommendation No. 2: The Juvenile Probation Department should strengthen its capacity to better serve the girl population. To achieve this end, the Department should schedule training between probation department staff and the Girls Justice Initiative. This training should include but not be limited to:

- Female adolescent development
- Girls and sexual abuse
- Girls and substance abuse
- Gender specific case management
- Gender competency
- Prostitution and homeless issues

Recommendation No. 3: The Juvenile Probation Department should prioritize the funding, administrative, and procedural changes necessary to make the Juvenile Probation Department more sensitive and capable of responding to the gender-specific needs of girls. The Board of Supervisors should request reporting on a biannual basis from the Girls Services Unit to monitor whether the department is proceeding with these policy changes towards girls

Recommendation No. 4: The Board of Supervisors should require that the Juvenile Probation Department allocate additional funding for community-based programs for gender-specific prevention and intervention programs, both in the community and in juvenile hall.

The JJAC believes that funding levels for girls services should reflect the level of the problem which the girl's population represents, in other words if they represent 30% of juvenile hall's population than at least 30% of the Department's budget should be allocated towards the girl's population.

Additionally, the JJAC is confident that all recommendations and requests from the Girls' Justice Initiative [www.girlsjustice@uwba.org], a collaboration between the United Way and the Girls' Services Unit of the San Francisco Juvenile Probation Department are made consistent with the policies of decreasing unnecessary detention, eliminating ineffective and expensive disposition plans and reducing recidivism in the criminal justice system and thus should be adhered to by the Juvenile Probation Department.

San Francisco's Juvenile Detention Alternatives Initiative (JDAI)

Values:

- The purpose of a juvenile justice system is to rehabilitate young people, to promote personal responsibility and to ensure public safety.
- Young people are best served in the least restrictive, community settings that allow them to contribute to society, make amends, and have their needs met.
- Young people involved in the system should have sanctions, support and supervision that meet their individual needs.
- Secure detention is intended for “high-risk” youth, and is only justified when there is the risk of flight or compromised public safety.
- All Stakeholders- including public agencies, non-profit service providers and community advocates- must be held accountable for their respective roles and responsibilities in working towards a just system.

Principles:

- JDAI is a collaborative process guided by the objective of improving efficiency in terms of how the system operates and its fiscal budget.
- JDAI is focused on creating a comprehensive plan that includes a continuum of detention options, such as home detention, evening reporting centers, electronic monitoring, shelter care, and secure detention.
- JDAI policy-making is data-driven. New policies and practices are monitored to ensure that the desired outcomes are achieved.

Goals:

- To reduce the use of unnecessary incarceration in juvenile hall.
- To reduce the disproportionate representation of youth of color in the juvenile justice system.
- To educate Stakeholders and the public concerning the value of detention reform in promoting public safety and in meeting the needs of our youth through community-based support.

Objectives:

- To implement a Risk Assessment Instrument (RAI) that promotes consistent, objective detention decisions for youth who are arrested.
- To create a graduated level of services appropriate to meet the needs of young people who are awaiting their adjudication hearing, as well as those who have been adjudicated or have special circumstances.
- To ensure that all youth are treated equally within the juvenile justice system, regardless of race, gender, ethnicity, religion or sexual orientation.
- To enhance the case processing systems so as to improve the efficiency and quality of the process.



MEMORANDUM

TO: Juvenile Justice Advisory Committee (JJAC)
FROM: Gabe Cabrera, Legislative Analyst
DATE: August 29, 2002
SUBJECT: A Self-Initiated Population Cap at San Francisco's Youth Guidance Center

Summary of Request

Request (sponsored by the Juvenile Justice Advisory Committee) requesting that the Office of the Legislative Analyst (OLA) to survey other jurisdictions for population caps at county juvenile halls.

Background

In 1996, the California Legislature transferred responsibility for county juvenile halls from the California Youth Authority to the Board of Corrections (BOC). There are approximately 125 juvenile halls throughout the State. When arrested, minors are booked into juvenile halls. The most serious offenders or those least likely to appear in court remain in juvenile hall awaiting disposition of their charges. A review of the literature shows that population caps are typically imposed by judges as a result of litigation related to overcrowding. However, some caps are self-initiated; that is, a county juvenile probation department may decide, as a matter of policy, to limit the number of detainees at its juvenile hall. Notably, San Francisco does not currently have an overcrowding problem at its juvenile hall. Therefore, whether the Juvenile Probation Department institutes a cap would be a policy decision.

Other Jurisdictions

Working in partnership with local agencies, BOC has developed a survey for collecting data on county juvenile halls. According to the latest survey, there are only 2 counties that have court-ordered population caps: El Dorado (40) and San Diego (537). The survey shows that 7 other counties have self-initiated population caps: Inyo (14), Marin (31), Mendocino (43), Mono (4), San Bernardino (373), Santa Cruz (42), Siskiyou (24) and Tahama (20). Population caps for these counties are set at their Board Rated Capacities (BRC). BRC is the maximum population a facility may have based on the assessment of the Board of Corrections.

Court-Ordered Caps

Population caps in San Diego and El Dorado were imposed by judges as a means to reduce overcrowding. In 1992, a San Diego Superior Court imposed a cap of 537 detainees which continues to be in place. According to

the latest data, the population at San Diego's Juvenile Hall did not exceed the court-imposed limit during 2000.¹ San Diego County officials note that one strategy for keeping the numbers lowered is a new program that has a probation officer working 16 hours per week to track detainees who have been sent to Juvenile Hall from youth camps for disciplinary reasons. The goal of this officer is to see that they are returned to their facility as soon as appropriate. By contrast, El Dorado County has not been able to keep its Juvenile Hall population below a 1996 Superior Court imposed cap of 40 detainees. According to El Dorado officials, in 2001, on average, there were 43 detainees per day despite having 1) strict intake criteria, 2) alternative programs, 3) expedited placements and 4) an early release program. As such, El Dorado's Probation Department intends to build a new 40-bed juvenile hall in the City of Placerville to ease crowding in the County.

Self-Initiated Caps

Our office surveyed 3 of the 7 counties with self-initiated caps, including San Bernardino, Santa Cruz and Mendocino. These counties have the largest of the self-initiated caps. In San Bernardino County, crowding problems in Juvenile Hall began in 1989 when there was a disproportionate growth in the at-risk youth population. Despite strict intake criteria and alternative programs, by 1999, the average daily population in detention was 403. As noted above, the County's BRC is 373. As a result, in 2000, the Board of Corrections notified the County that its main juvenile hall was at risk of being found unsuitable for the detention of minors. In response, San Bernardino intends to add 295 detention beds by October 2002 and will hire more staff to bring staffing in compliance with child supervision and support services standards, as set forth in Titles 15 and 24 of the California Code of Regulations.² Like in San Bernardino, population caps in Santa Cruz (42) and Mendocino (43) were designed to reduce overcrowding by prioritizing intake and release decisions when facilities exceed rated capacities. Santa Cruz has developed a "Screening Risk Assessment" tool to determine whether youth should be released or detained after the booking process. If released, youth may be subject to certain restrictions. In Mendocino, the Director of the Juvenile Probation Department has the authority to ease crowding by releasing individuals to the custody of their parents (typically accompanied by electronic monitoring). Self-initiated caps appear to be effective in both these latter counties, as their average daily populations are typically below their rated capacities.

Conclusion

Our research shows that population caps, either imposed by court order or agency policy, appear to have achieved mixed results. We found court-imposed caps that have helped to keep populations below rated capacities (San Diego), as well as others that have not (El Dorado). We found self-initiated caps that have achieved population reductions (Santa Cruz and Mendocino), while others that have not (San Bernardino). Whether a self-initiated cap is appropriate for San Francisco is an open question. Notably, San Francisco does not currently have an overcrowding problem. To create a cap would be a policy decision. If San Francisco chooses to establish a cap, it should do so in conjunction with other strategies, such as 1) a risk assessment tool to assure that youth are appropriately detained or released and 2) alternatives programs like intensive home supervision to provide juvenile justice officials with various detention options. Ultimately, this is a policy matter for the Board of Supervisors.

¹ San Diego Juvenile Justice Commission, Juvenile Hall Inspection Report 2001, Page 2.

² San Bernardino County Probation Department, Juvenile Hall Suitability Plan, August 8, 2000, Page 1.
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**RECOMMENDATIONS OF THE BUDGET ANALYST FOR
AMENDMENT OF BUDGET ITEMS
2003-2004**

DEPARTMENT: JUV – JUVENILE PROBATION

FINANCIAL DATA:

The Juvenile Probation Department's proposed \$29,524,220 budget for FY 2003-2004 is \$1,151,818 or 3.75 percent less than the original FY 2002-2003 budget of \$30,676,038. The net decrease from the revised FY 2002-2003 budget is \$1,163,818 or 3.79 percent.

SUMMARY OF PROGRAM EXPENDITURES:

<u>Program Expenditures</u>	<u>Fiscal Year 2002-2003</u>		<u>Mayor's Budget</u>	<u>Proposed</u>
	<u>Original</u>	<u>Revised</u>	<u>Fiscal Year 2003-2004</u>	<u>Increase (Decrease) 2002-2003 Original Budget</u>
PROBATION SERVICES	\$ 11,190,105	\$ 11,190,105	\$ 11,724,936	\$ 534,831
JUVENILE HALL	9,328,596	9,328,596	8,946,196	(382,400)
LOG CABIN RANCH	2,330,457	2,330,457	1,659,046	(671,411)
ADMINISTRATION	5,305,342	5,305,342	5,289,681	(15,661)
CHILDREN'S SVCS - NON-CHILDREN'S FUND	194,000	194,000	194,000	-
CHILDREN'S BASELINE	1,731,923	1,743,923	974,266	(757,657)
Net Expenditures	\$ 30,080,423	\$ 30,092,423	\$ 28,788,125	\$ (1,292,298)
Work Order Recoveries	595,615	595,615	736,095	140,480
Total Expenditures	\$ 30,676,038	\$ 30,688,038	\$ 29,524,220	\$ (1,151,818)
Less: Capital and Facilities Maint.	330,000	330,000	330,000	-
Total Operating Budget	\$ 30,346,038	\$ 30,358,038	\$ 29,194,220	\$ (1,151,818)

**RECOMMENDATIONS OF THE BUDGET ANALYST FOR
AMENDMENT OF BUDGET ITEMS
2003-2004**

DEPARTMENT: JUV – JUVENILE PROBATION

DEPARTMENT PERSONNEL SUMMARY:

The number of full-time equivalent positions budgeted for FY 2003-2004 is 274.43 FTEs, which is 19.44 FTE less than the 293.87 FTEs in the original FY 2002-2003 budget. The Department reports the lay-off of twelve employees, effective June 30, 2003. The FTE allocations by program are as follows:

Program	Fiscal Year 2002-2003	Mayor's Budget	Proposed
Full Time Equivalents	Original	Fiscal Year	Increase (Decrease)
		2003-2004	From 2002-2003
			Original Budget
PROBATION SERVICES	98.40	93.74	(4.66)
JUVENILE HALL	118.09	114.42	(3.67)
LOG CABIN RANCH	28.02	18.34	(9.68)
ADMINISTRATION	42.85	41.74	(1.11)
CHILDREN'S BASELINE	6.51	6.19	(0.32)
Totals	293.87	274.43	(19.44)

The Department's FY 2003-2004 budget contains one new 1053 Senior Business Analyst position at a salary cost of \$85,835, which the Budget Analyst is recommending for approval. The position would provide programmer services, which are currently provided by an outside contractor, Owens Information System, at an annual cost of \$161,000.

DEPARTMENT REVENUES

Department revenues have increased by \$631,690 or 8.36 percent and General Fund support has decreased by \$1,923,988 or 8.54 percent.

**RECOMMENDATIONS OF THE BUDGET ANALYST FOR
AMENDMENT OF BUDGET ITEMS
2003-2004**

DEPARTMENT: JUV – JUVENILE PROBATION

DESCRIPTION

In the FY 2003-2004, the Juvenile Probation Department's proposed budget expenditures of \$29,524,220 are \$1,151,818 less than the original FY 2002-2003 budget of \$30,676,038. Major changes in expenditures include the following:

- A \$1,274,497 reduction in Permanent Salaries and Mandatory Fringe Benefits;
- A \$486,323 net increase resulting from an increase in City Grant Programs offset by a decrease in Professional and Specialized Services;
- A \$451,039 net decrease in other expenditures, such as Overhead, Other Current Expenses, Materials and Supplies, Equipment, and Equipment Lease/Purchase; and
- A \$87,395 increase in Services of Other Departments, which includes \$71,840 in increased Workers Compensation expenditures.

Log Cabin Ranch

Log Cabin Ranch is an alternative to the California Youth Authority for San Francisco youth who have received a criminal conviction. In FY 2003-2004, the Log Cabin Ranch is reorganizing, with the goal of reducing the time served by each youth at the Ranch, from the current average time served of approximately nine to twelve months, to a projected average time served of approximately six months. The Log Cabin Ranch is reducing approximately ten positions, from 28 positions to 18 positions, of which five have been deleted from the budget and five have been reassigned to other Juvenile Probation divisions.

Overtime, Workers Compensation, and Other Long Term Leave

In FY 2002-2003, the Probation Department projects approximately \$1,421,259 in overtime expenditures, which is \$910,520 or 178 percent greater than budgeted overtime of \$510,739. According to the Department, the overtime has resulted from back-filling positions for Juvenile Hall Counselors who are on long term leave. The Department reports that 18 employees are currently on long term leave, including Workers Compensation, extended sick leave, Family Medical Leave, and personal leave. Although FY 2002-2003 overtime expenditures exceeded budgeted expenditures, the Probation Department has not increased the amount of funds budgeted for overtime in FY 2003-2004.

Juvenile Hall Staffing

The Juvenile Hall is a 24-hour detention facility for youth awaiting court hearings. The Juvenile Probation Department reports that the average daily population of Juvenile Hall has decreased from 122 in FY 1997-1998 to approximately 90 in FY 2002-2003, a 26.2 percent reduction. However, budgeted Juvenile Hall counselor staff has not decreased proportionately, as noted in the table below.

**RECOMMENDATIONS OF THE BUDGET ANALYST FOR
AMENDMENT OF BUDGET ITEMS
2003-2004**

DEPARTMENT: JUV – JUVENILE PROBATION

	<u>FY 1997-1998</u>	<u>FY 2002-2003</u>
8320 – Juvenile Hall Counselor	83.00	80.25
8322 – Senior Juvenile Hall Counselor	10.00	9.50
8324 – Supervising Counselor	<u>5.00</u>	<u>4.00</u>
Total Counselor Staff	98.00	93.75
Average Daily Population, Juvenile Hall	122	90

Although Juvenile Hall average daily population has reduced by approximately 26.2 percent, from 122 in FY 1997-1998 to 90 in FY 2002-2003, Juvenile Hall staffing has only reduced by approximately 4.3 percent, from 98.00 FTE in FY 1997-1998 to 93.75 FTE in FY 2002-2003. The Budget Analyst conservatively estimates that the Juvenile Probation Department could meet staffing needs with 66.00 FTE 8320 Juvenile Hall Counselors, for an average daily population of 100, which is 10 more than the FY 2002-2003 average daily population of 90. Our estimate would still provide for (a) expected paid time off and training for counselor staff, (b) State mandated staffing ratios, and (c) the Juvenile Probation Department's current additional staffing for youth who present a high level of security risk, to provide detainees opportunities to use the rest room which are outside of their rooms, and to provide transport to medical appointments and other transportation needs.

The Juvenile Probation Department has proposed FY 2003-2004 Juvenile Hall staffing 82.25 FTE 8320 Juvenile Hall Counselors, 9.50 FTE 8322 Senior Juvenile Hall Counselors, and 5.0 FTE 8324 Supervising Counselors, totaling 96.75 FTE, which is 3.0 FTE, or 3.2 percent more, than the 93.75 budgeted FTEs in FY 2002-2003. The three additional positions were transferred from the Log Cabin Ranch, due to reductions in Log Cabin Ranch staffing, as noted above. The Budget Analyst recommends deletion of 0.5 FTE 8322 Senior Juvenile Hall Counselor and 5.0 FTE 8320 Juvenile Hall Counselor vacant positions in the FY 2003-2004 budget.



MEMORANDUM

TO: Juvenile Justice Advisory Committee
FROM: Gabe Cabrera, Office of the Legislative Analyst
DATE: January 25, 2003
SUBJECT: **Boards and Commissions**

The following is a brief comparison of the five commissions that assist in the administration of the juvenile justice system in San Francisco.

Three of the five commissions reviewed are not within the direct powers of the Board of Supervisors. The enabling authorities for the **Juvenile Probation Commission** and the **Youth Commission** are located in the City's Charter. Any amendments to these commissions would require prior approval from San Francisco voters. However, according to provisions within the City Charter, the Board of Supervisors can prescribe by ordinance additional duties to these two commissions. Moreover, State law mandates that juvenile justice commissions exist in each county. Barring a repeal of this mandate, the City and County of San Francisco must maintain the **Juvenile Justice Commission**. However, the two remaining commissions are discretionary. The **Juvenile Justice Coordinating Council**, for instance, is assembled on a voluntary basis, in part, to be eligible for grant funds under the State's Juvenile Crime Enforcement and Accountability Grant Program. The **Delinquency Prevention Commission** is also assembled on a voluntary basis. Its enabling authority lies in the State's Welfare and Institutions Code, which allows the Board of Supervisors to establish by ordinance a delinquency prevention commission.

Two of the five commissions perform duties that can be considered unique. The **Juvenile Probation Commission** is responsible for administering the Juvenile Probation Department. It is in essence a policy-making body with authority over the Department's annual budget. The **Juvenile Justice Commission**, on the other hand, oversees juvenile hall compliance issues (as set forth in the State Welfare and Institutions Code). It may inspect any juvenile detention facility (jail or group home) and hold hearings, if necessary. This commission reports the results of its inspections and hearings, together with its recommendations, in writing, to the Juvenile Court and the Board of Corrections. The duties of the **Youth Commission** are quite general. Before the Board of Supervisors takes action on any matter that primarily affects children and youth in San Francisco, the Clerk of the Board refers the matter to the Commission for comment and recommendation. Moreover, the **Juvenile Justice Coordinating Council** and the **Delinquency Prevention Commission** appear to share a common purpose and goals. Both strive to coordinate City agencies and community-based organizations aimed at the prevention, intervention, supervision, treatment, and incarceration of juvenile offenders. Also, both are concerned with allocation of local, State, and Federal funding for the prevention of juvenile delinquency.

The Board of Supervisors has control over appointments on only two of the five commissions. All members of the **Delinquency Prevention Commission** and eleven of the fifteen members of the **Youth Commission** are appointed by the Board. The Mayor appoints the remaining five youth commissioners. The Mayor is also responsible for appointing all seven members of the **Juvenile Probation Commission**. Two of these seven members are names given to the Mayor by the presiding judge of the Juvenile Court. Notably, these appointments may be rejected by a two-thirds vote of the Board of Supervisors within 30 days. Moreover, State law prescribes the members of the **Juvenile Justice Coordinating Council** (see attachment for a list of required members), while the members of the **Juvenile Justice Commission** are appointed by a judge of the Superior Court with the concurrence of a judge of the Juvenile Court.

Recommendations

1. Consider consolidating the Delinquency Prevention Commission with the Juvenile Justice Coordinating Council. They appear to have a common purpose and goals. Notably, two FTE City employees staff the Delinquency Prevention Commission. In addition, the City's Department of Children, Youth and Their Families provides staff, administrative support, and other services to the Commission as needed.
2. Require the existing Boards and Commissions to communicate more effectively with one another. Determining how well these bodies share information was beyond the scope of this analysis, but better communication among them could presumably reduce duplication and inefficiency. Consider designating one of the five commissions to coordinate this effort. It is important to remember this coordination may be subject to the requirements of the City's Sunshine and Brown Acts.
3. Establish a link to commissions that do not report directly to the Board. These include the Juvenile Justice Coordinating Council and the Juvenile Justice Commission. Notably, a representative from the Board of Supervisors already holds a seat on the Juvenile Justice Coordinating Council.

Membership

Major Duties

Mandate

Authority

Body

<p><u>Juvenile Probation Commission</u></p>	<p>City Charter, Article VII, Section 7.102</p>	<p>Voter mandate.</p>	<p>Administer the Juvenile Probation Department, including the Youth Guidance Center.</p>	<p>7 members appointed by the Mayor for 4-year terms. Appointments may be rejected by a two-thirds vote of the Board of Supervisors within 30 days.</p>
<p><u>Juvenile Justice Coordinating Council</u></p>	<p>State Welfare and Institutions Code, Section 749.2 – 749.27</p>	<p>To be eligible for grant funds under a certain State program, each county must establish a juvenile justice coordinating council.</p>	<p>Develop a comprehensive, multi-agency plan that identifies the resources and strategies for providing an effective continuum of responses for the prevention, intervention, supervision, treatment, and incarceration of juvenile offenders, including strategies to develop and implement locally or regionally based out-of-home placement options. Develops recommendations regarding the allocation of City, state and federal funding for the prevention of juvenile delinquency.</p>	<p>Chief Probation Officer (chair) and one representative from the District Attorney, Public Defender, Sheriff, Board of Supervisors, Social Services (DHS), Mental Health (DPH), a community-based drug and alcohol program, Police, County Office of Education (or) School District, and an at-large community representative. Also, an unspecified number of representatives from non-profit community-based organizations providing services to minors. Also, a representative from each of the other four commissions.</p>
<p><u>Delinquency Prevention Commission</u></p>	<p>Welfare and Institutions Code, Section 233 (and) City Administrative Code, Chapter 20, Section 20.50 - 20.52</p>	<p>State law advises that the Board of Supervisors may by ordinance establish a delinquency prevention commission.</p>	<p>Make recommendations to the Board of Supervisors on: (1) the coordination of City agencies and community-based organizations aimed at the prevention of juvenile delinquency, (2) the allocation of City, state and federal funding for the prevention of juvenile delinquency, (3) programmatic changes to improve the cost-effectiveness and quality of care programs and services, and (4) any other matters pertaining to the prevention of juvenile delinquency referred to it by the Board.</p>	<p>11 citizens nominated by individual members of the Board of Supervisors and appointed by the Board for 4-year terms. The Commission must have at least 5 members who have advanced degrees or five-years experience in: law enforcement or criminal justice, social services, mental health, education, and physical health. At least 2 of the remaining members must be between 14 and 21 years of age.</p>

<p><u>Juvenile Justice Commission</u></p>	<p>State Welfare and Institutions Code, Section 225-236</p>	<p>State law mandates that in each county there must be a juvenile justice commission.</p>	<p>Inspect any jail or lockup within the county which in the preceding calendar year was used for the confinement for more than 24 hours of any minor. Inquire into the operation of any group home that serves wards or dependent children of the juvenile court and review the safety and well-being of wards or dependent children placed in the group home.</p>	<p>Not less than 7 and no more than 15 citizens appointed by a judge of the Superior Court, with the concurrence of a judge of the Juvenile Court, for 4-year terms. Two or more of the members must be between 14 and 21 years of age.</p>
<p><u>Youth Commission</u></p>	<p>City Charter, Article IV, Section 4.122 – 4.125</p>	<p>Voter mandate.</p>	<p>Make recommendations to the Board of Supervisors on the effects of legislative policies, needs, assessments, priorities, programs, and budgets concerning the children and youth of San Francisco.</p>	<p>11 members between 12 and 23 years of age appointed by the Board of Supervisors and the Mayor for a 1-year term. Each member of the Board and the Mayor appoint one member to the Commission. The Mayor appoints another 5 members from underrepresented communities. The Commission must consist of individuals who have any understanding of the needs of young people in San Francisco, or experience with children and youth programs or organizations, or involvement with school or community activities.</p>

**THE BOARD OF SUPERVISORS
 JUVENILE JUSTICE ADVISORY COMMITTEE STATEMENT
 ON THE JUVENILE PROBATION DEPARTMENT BUDGET**

May 12, 2003

1. Funding for Juvenile Justice Reform: Lessons Learned

Between 1998 and 2001, juvenile crime plummeted in San Francisco – a 45% decline (RDA Associates, 2003). During that same time, Mayor Brown led a landmark juvenile justice reform process that created a network of community-based prevention and intervention services designed keep young people out of the juvenile justice system. This effort created our alternative intake system, CARC, a model school for high-risk youth, Life Learning Academy, and a number of new neighborhood programs like the Safe Havens.

In 2001, advocates began calling attention to a classic contradiction in the city's newly 'reformed' system – crime was down, reform efforts were underway, but the number of youth in the city's juvenile hall was remarkably constant. Not only was the city's incarceration rate increasing, but the length of time non-violent youth were being detained was also significantly increasing. (CJCJ 2001; RDA Associates, 2003) At the same time, the percentage of incarcerated youth who are girls, and who are African American, has been going up, causing great alarm in the community.

Three factors contributed to this: 1) A lack of city leadership and commitment to acknowledge and tackle the problem of over-incarceration directly; 2) New community services made a positive impact on youth but were not targeted specifically to reduce over-incarceration at juvenile hall; and 3) The network of new community-based services were grant-funded and did not require any major policy or resource shift within the Probation Department.

Essentially a new system grew along side the old one, allowing the old system to continue focusing resources on incarcerating youth at juvenile hall. About 30% of the Department's budget is spent on staff salaries to incarcerate youth at juvenile hall.

While state grant funds increased significantly, the percentage of the department's general funds allocated for community-based programs remained around 4% for at least five years.

	FY 99-00	FY00-01	FY01-02	FY02-03	FY03-04 proposed
JPD general fund operating bud.TOTAL	24,996,348	25,579,359	26,580,014	25,947,642	25,330,481
cbo general funded	1,089,269	1,171,220	1,171,220	1,171,220	800,000*
% of budget for community services	4.4%	4.6%	4.4%	4.5%	3%

source: Juvenile Probation Department

**Approximately \$900,000 is being paid for by anticipated TANF grant funds, \$450,000 more than usual. The total CBO contract commitment is \$1.7million; approximately \$500,000/yr is taken from TANF to subsidize COLAs for these contracts.*

II. Juvenile Detention Alternatives Initiative (JDAI) Marks Historic Step Forward in City Commitment to Alternatives to Incarceration

In late fall of 2001, Chief Jesse Williams brought the Annie E Casey Foundation's Juvenile Detention Alternatives Initiative (JDAI) to San Francisco. Through the JDAI process, there is now a historic consensus among stakeholders that 1) unnecessary incarceration of youth, and particularly youth of color, in San Francisco is a significant problem and 2) that resources for community-based alternatives are essential to the addressing the problem.

Due to strong community-based services and the JDAI reform process, there has been a recent, significant reduction in the juvenile hall population. Two units have been closed, and the population is at a level now that some city officials thought impossible just a short year ago.

	1997	1998	1999	2000	2001	2002	Jan '03
Juvenile hall Average Daily Population	122	120	119	120	115	104	86

source: Juvenile Probation Department annual & monthly reports

New policies and procedures have been implemented, and efforts are underway to identify funding for a network of JDAI-approved alternatives to detention (home detention, evening reporting centers, short-term shelter, girl's services, electronic monitoring, etc.)

Given the unreliable nature of state grants, the Juvenile Probation Department has acknowledged the urgent need for increased resources to fund these efforts. For the last two years, the Juvenile Probation Department's own budget narrative has addressed this need and the potential for a reallocation strategy:

"Securing an ongoing funding source for community-based programs is as important as ever in light of their critical role in reducing the population in Juvenile Hall...Fewer youth in detention may translate into cost savings."

III. Maintaining parallel old general-funded and new grant-funded systems is a perilous, expensive route that the city can no longer afford to continue.

- 1) *The city wastes literally millions of dollars a day in unnecessary incarceration.* At \$220/day per youth, the city wastes *at least* \$2.5million annually incarcerating non-violent youth who are detained because they are waiting for to be placed in a community group home, because they do not have a safe home to go to, or because they missed a court date.

- 2) *City funds spent on unnecessary incarceration are better invested in community alternatives,* which are proven to be more effective in keeping young people out of trouble, in school and on a path to a productive future, for a fraction of the cost of incarceration. If appropriately targeted, community alternatives have a direct impact on reducing the number of youth incarcerated, which saves the city money.

For example, approximately 10% of youth detained at the hall are low-level offenders (misdemeanors, first-timers) who are detained solely because a parent is unwilling or unavailable to come take them home. A short-term, non-secure shelter is a more cost-effective and ethical response to this situation than incarceration.

- 3) *State grant funds are unreliable.* Millions of state grant dollars that initially funded reform efforts (the Challenge grants) have disappeared and the city is left scrambling for new dollars to sustain critical community services. State grants like JJCPA/ AB1913, TANF, and the Challenge Grants are too unreliable to sustain systemic change. In addition, these grants have guidelines that may or may not mesh with city policy priorities.

- 4) *Without a sustainable source of funding for community alternatives, the recent progress of JDAI reforms will be threatened.*

IV. A New Strategy to Fund Community Alternatives, Promote Systemic Reform, and Save City Dollars: Reallocate Departmental Cost-savings to Community Programs

The conditions are now right to take a historic step in the long, difficult history of juvenile justice reform in San Francisco: to significantly reallocate resources *within* the Juvenile Probation Department away from incarceration to community-based alternatives.

The long-term goal: to enhance public safety & create positive pathways for youth through a Department-funded network of cost-effective and accountable community-based services, with incarceration used as the last resort.

RECOMMENDATION:

Specifically, the city can now begin to develop a sustainable source of general fund dollars for community-based alternative services by **1) maintaining the Juvenile Probation Department's baseline budget; and 2) reallocating \$2 million in identified cost-savings to its Community Programs Division.**

This reallocation will increase percentage of the Department's general fund that supports community-based services, from 4% to 12%.

To state the obvious, the need for an increase suggests that *there should be no cuts to juvenile justice services*

- a. no \$250,000 cut to JPD-funded Community-based contracts (\$120,000 cut to the city's flagship runaway shelter; and a 10% across the board cut to already small (\$65,000) CBO contracts.)
- b. no cuts to DPH's Special Programs for Youth, which provides critical mental health services to high-risk youth in the juvenile justice system.

How is this possible?

1) The Mayor and the Board of Supervisors must have the courage to plan for the long-term financial health of the city: investing in alternatives now will mean millions in cost-savings in the future. This has been the experience of every major city that has embarked on juvenile justice reform (JDAI sites Chicago and Portland, for example.)

2) Cost-savings are possible now. While the Department's identified cuts are significant, they are bearable precisely because there are fewer youth in the system, with further declines expected by the Department leadership. (Note that many of the justifications of the Department's cuts state that the reductions are possible due to the "declining population at juvenile hall.")

Example: Juvenile Hall Workers Comp & Overtime Crisis Costs over \$3 million annually.

Despite declining crime and recently declining hall population, the number of staff at juvenile hall has not changed. (Last year a few positions were held vacant, but there have been no staff reductions until this proposed budget.) Not only is the hall richly staffed in terms of budgeted positions but the Department spends at least \$700,000 annually on juvenile hall *overtime*.

A significant problem is that about 20 juvenile hall counselors (about 25% of the staff) are out on Workers Compensation; a crisis the Department has acknowledged and is working to address. The legitimacy of the nature and length of these claims is under investigation. The cost to the city is tremendous:

\$1 million to Workers Comp annually

\$1,320,000 in salaries to workers not on the job:

(20 FTE salaries @avg \$66,000 (8320 counselor)
\$500,000 est overtime to cover scheduled posts for staff out on workers comp
total: \$3,000,000

The Department could save at least \$1million annually by intensifying management's efforts to address this problem (with the 3rd party vendor Cambridge Assoc).

3) The city's fiscal crisis means it makes less sense than ever to waste money on incarcerating low-risk youth. Detaining a youth in juvenile hall who is not a public safety threat is the single most expensive and ineffective approach to juvenile crime.

The chart below identifies

- 1) Department-identified expense reductions, and proposed reductions from the JJAC.
- 2) Department-identified expense increased, and proposed increases from the JJAC.
- 3) The difference is just over \$2.5 million dollars, which can be reallocated to the Community Programs Division. With guidance from the Juvenile Justice Coordinating Committee and JDAI, these funds should be RFP'd for targeted policy needs.

JPD EXPENSE SAVINGS		
jpd proposed round 1:	Change JPD-operated Ranch to Nonprofit-operated or contract to intensive community-based placements	\$2,345,959
	increase attrition	\$502,000
	dec. fringe, other salary savings	\$88,015
	cost efficiencies	\$175,000
jpd proposed round 2 contingency cuts:	reduce 20 staff positions	\$1,146,000
	salary savings	\$58,600
	admin efficiencies	\$104,400
<i>JJAC proposed savings</i>	increase juvenile hall salary savings thru attrition (1 position)	\$75,000
	reduce juvenile hall overtime 25%	\$175,000
	reduce workers comp 25%	\$250,000
	reduce Admin management staff salaries over 90,000 by 10%	\$50,000
TOTAL		\$4,969,974
JPD NEW SPENDING		
	new nonprofit program for Log Cabin Ranch youth	\$1,390,000
	Absorb TANF-funded POs & admin overhead	\$600,000
	increased training, utilities, etc.	\$340,000
	Electronic Monitoring contract	\$60,000
TOTAL		\$2,390,000
TOTAL SAVING	\$4,969,974	
TOTAL NEW SPENDING	<u>-\$2,390,000</u>	
TOTAL REALLOCATION FUND POTENTIAL:	\$2,579,974	

PROPOSED BUDGET FOR REALLOCATION/COMMUNITY PROGRAMS FUND	
reject proposed cuts to community programs	250,000
reject Community Programs furlough	15,000
fully fund Community programs baseline (amount cut from general fund and paid for thru TANF)	800,000
JDAI-approved community based alternatives/services, i.e. >short-term shelter >intensive case management w/ wrap around services >home detention >day and evening reporting center	1,250,000
JPD share cost of 10 nonpublic school designations=	150,000
TOTAL	2,465,000

