



City and County of San Francisco Juvenile Probation Department

Katherine Weinstein Miller
Chief Probation Officer

375 Woodside Avenue
San Francisco, CA 94127
(415) 753-7800

Juvenile Probation Department - Additional Staffing Details

08/19/20

This document provides information in response to questions posed by the Board of Supervisors Budget & Appropriations Committee on August 14, 2020 and contains three sections: (1) Probation Officer Caseloads & Duties; and (2) Juvenile Hall Counselors Staffing Description; (3) Juvenile Hall Operating Costs.

I: Probation Officer Caseloads & Duties

Intake Units

- 9 case carrying POs across 2 units
- In addition, 3 On Duty POs provide 24/7 coverage - *further details below*
- Current average caseload: 19
 - Note this reflects the 67% decline in referrals from March-June as a result of COVID
- Serves youth who have pending cases or have been diverted from adjudication

Supervision Unit

- 4 case carrying POs
- In addition, 1 Electronic Monitoring PO - *further details below*
- Serves youth who have been placed on probation (post-adjudication) and are not ordered to out-of-home placement
- Current average caseload: 22

Placement Unit

- 3 case carrying POs
- In addition:
 - 1 PO serves as Child Family Team Meeting Coordinator - *further details below*
 - 2 HSA eligibility workers (mandated position, funded through workorder)
 - 1 social worker currently on leave
- Serves youth who have been court-ordered to out-of-home placement, either with relatives/foster homes, group homes, or transitional placements
- Current average caseload: 11
 - Note that this caseload has become lower during COVID as the Court has increased the use of home trials for detained youth.
 - Placement Unit caseloads are lower by necessity to meet the Federal requirement for monthly in-person travel to all placements, as well as frequent transport of youth to/from placements.

Reentry Unit

- 3 case carrying POs
- In addition:
 - 2 social workers who support relative/foster families and non-minor dependent youth (mandated duties for which we have decided to use social workers rather than POs)
 - 1 PO currently on leave
- Serves youth returning from court-ordered out-of-home placement, as well as “non-minor dependents” who receive extended foster care benefits
- Current average caseload, including social workers: 25

Court Officer Unit

- No case carrying POs in this unit. Unit includes the following PO positions:
 - 3 POs serving as Court Officers - *further details below*
 - 1 PO processing record sealing petitions
 - 1 PO currently on leave

Community Support Services Unit

- No case carrying POs in this unit. Unit includes the following PO position:
 - Training Officer
 - Title IVE Officer
 - 1 PO currently on leave (Community Programs Liaison)

Further Details - Non-Case Carrying PO Assignments:On Duty Probation Officers

- Field calls 24/7 from law enforcement who have youth in custody
- Conduct warrant searches and Detention Risk Instrument and advise law enforcement regarding whether to book, cite or take youth to CARC
- Coordinate with Juvenile Hall admissions on all youth brought to the facility, including youth detained on new charges, youth with active warrants, youth transferred from out-of-county, placement returns and youth booked in abstention (e.g. youth taken to SFGH)
- Mirandize detained youth and performing key admissions functions
- Communicate with stations to obtain police reports
- Conduct immediate investigation on all cases involving violence, victim-related offenses, domestic violence or weapons
- Coordinate with other counties for youth who do not reside in SF
- Ensure that probable cause findings are received from the court for youth detained when court is not in session
- Assign and distribute new cases to POs
- Create all required entries/records in management information system
- Field phone calls from the public
- Additional duties for evening/weekend ODs:
 - Review the coming weeks court list and call youth/families to remind of upcoming court hearing
 - Curfew checks
 - On Saturday mornings, assist with Probation Orientation Sessions
 - Process DNA samples
 - Run CLETS background requests
 - Obtain police reports of bookings/citations and forward to assigned PO
 - Prepare reports as assigned
 - Other duties deemed necessary by the department

Electronic Monitoring Officer

- Installs and removes EM equipment on youth
- Daily monitoring of youth once they are on EM
 - Responds immediately when youth are not at school (or in the current climate, at home)
- Enters case notes in probation's management information system.
- Drafts summary of EM compliance for PO to include in reports
- Communicates with minor and family regarding violations, low battery, etc.

- Liaisons between JPD and the EM provider
- Monitors court-ordered drug tests
- School/Home/CBO visits (currently virtual)
- Monitors length of EM and reports to PO and Supervisor every 30 days to recommend continued participation or dismissal from program
- Flexes schedule to monitor both school attendance and curfew compliance
- Safely maintains extra equipment in order to be responsive to youth whose equipment is malfunctioning
- Assists in development of EM program and policy
- When time permits, also assists in a broad range of functions: transporting youth, home checks, relative home approvals, filling in as Officer of the Day, attending multidisciplinary meetings, contacting victims, serving notice on youth & families, administrative duties

Court Officers

- Transport youth who are detained to and from the Juvenile Hall to Court (ongoing throughout the morning so youth can return to school and are not maintained in the holding cells)
- At least one Court Officer must remain in court at all times to document the findings for each court hearing and report to the PO/Supervisor (frequently there are 2 courtrooms running concurrently)
- Review reports in preparation for the next day's hearings
- Review Mechanical Restraint Determination forms for transport
- Seek out additional information from case-carrying POs or supervisors when needed and respond to the needs of the court.
- When Court is not in session, conduct Step parent Adoptions; respond to record requests; assist with transports to and from other counties and probation placements in order to minimize the youth's time in detention
- With the recent legislation expanding record sealing, 1 PO is assigned full time to process the record sealings and calendars for such

Child & Family Team Coordinator

- Facilitates Child & Family Team meetings - these are mandated by the state, as well as a best practice for youth- and family-centered collaborative, individualized planning
 - Each youth has a CFT when committed to out-of-home placement and every 90 days thereafter; emergency CFTs may be scheduled when a youth is in crisis, is being considered for termination or requires placement change.
- Schedules and facilitates an average of 7 CFTs weekly
- Coordinates CFTs with multiple team members including but not limited to parents/guardians, attorneys, POs, placement agencies and community-based agencies.
- Participates in pre-meetings with assigned PO prior to any scheduled CFT to discuss highlights, issues or concerns.
- Maintains CFT calendar and tracking

Training Officer

- Develops annual training plan for department in collaboration with CPO and ACPO
- Procures and schedules all mandated and non-mandated training for JPD staff, including:
 - Working with vendors to offer established trainings and adapt them to local needs
 - Identifying new training opportunities to meet emerging needs and departmental vision/priorities and working with the Board of State & Community Corrections to certify sessions as eligible for STC hourly mandates
- Monitors completed hours for all sworn staff

- Reports departmental STC compliance to the Board of State & Community Corrections annually as required by law

Title IVE Compliance Officer

- Manages all programmatic aspects of the Title IVE Time Study - the mechanism by which both JPD and HSA are reimbursed by the Federal government for the time our staff spends on allowable Title IVE activities.
 - Title IVE requires quarterly time studies and claims. The claiming policy and instructions are highly complex, requiring staff to record their time in fifteen-minute increments for dozens of types of work. Title IVE is a major source of revenue for the department, offsetting general fund expenditures to serve foster care youth and resource families.
- Conducts all time study training for JPD POs and Social Workers
- Generates training materials and guides, including materials regarding new federal and state policies and claim instructions
- Performs ongoing quality assurance for each of the quarterly time studies for all staff performing the time study
- Coordinates with the Title IVE Administrative Analyst to support the quarterly claiming process
- In addition to Title VIE duties, develops internal policies & procedures on a variety of issues; trains internal staff on new policies & procedures and other related topics

II: Juvenile Hall Counselors Staffing Description

Juvenile Hall counselors are responsible for the care, custody, safety, and welfare of youth detained at Juvenile Hall. Counselors are supervised by Senior Counselors; these are supervisory positions requiring additional training and are separated out in state law from counselor staffing ratios (further details below).

At San Francisco Juvenile Hall, counselors are responsible for the following post assignments:

- Housing Units – Includes the direct supervision of youth. At the time of this writing, three housing units are open (further details below). Each unit varies in population size, youth classification, age, and gender.
- Administrative/Institutional – Includes various areas and assignments in the facility such as transportation, lobby kiosk, admissions/release, school liaison, court officer, medical, central control, and visiting. Some administrative/institutional post assignments, such as the lobby kiosk and central control, do not involve direct supervision of youth.

Not all counselors can be assigned to administrative posts, as these posts require additional specialized training. Housing unit and central control posts are staffed 24 hours per day, but all other posts are staffed for limited hours. Counselor schedules vary according to their post assignments. Housing units are staffed in three shifts: morning (7am-3pm), afternoon (3pm-11pm), and evening (11pm-7am).

Federal Title 15 Minimum Standards for Juvenile Facilities (Section 1321) require wide awake staff to youth ratio at 1:10 during waking hours, and 1:30 during non-waking hours when youth are confined to their rooms - but these ratios do not enable youth to be outside their rooms for programming. We must have at least one core trained staff per unit and one supervisory staff, regardless of the number of youth on the unit. Additionally, we must have at least two wide-awake staff facility wide and one staff who is the same gender as the youth housed.

In 2018, the California Department of Justice required all county juvenile institutions in California to abide by supervision standards under the Prison Rape Elimination Act (PREA). These standards reduce the ratio to 1:8 during waking hours, and 1:16 during non-waking hours. We must have sufficient administrative, clerical, recreational, medical, dental, mental health, building maintenance, transportation, control room, facility

security, and other support staff for efficient management of the facility. As long as we are responsible for children, we must not only maintain state and federal standards but ensure our children are safe, cared for, respected, and provided with every opportunity for successful return to their homes in the community or their county of residence.

Currently, we have a total of 53 active Counselors/Counselor IIs and 7 Senior Counselors. We also have a pool of 16 On-call Counselors who are not included in the department's FTEs and are minimally utilized; we have accepted the BLA's recommendation that we significantly reduce our funding for On-call Counselors based on prior year expenditures. Additionally, the department has 6 Counselors and 2 Senior Counselors who are on leave. A 2016 analysis of San Francisco Juvenile Hall counselor staffing by the Controller's Office City Services Auditor found that operating four units under PREA standards would require 62.31 Counselors (note that this does not include requirements for Senior Counselors), inclusive of a relief factor.

There are eight living units in juvenile hall, and as of this writing three units are operating. COVID 19 has significantly reduced our population - but also has necessitated our current housing classification, based on medical standards. We must operate one unit for medical isolation when we have COVID positive/symptomatic youth, one "intake" unit for quarantine (newly admitted asymptomatic youth), and at least one general population unit for youth who have been in the facility longer than 14 days. Other than COVID 19 impacts, unit classification is based on gender and gender identity, age, maturity, sophistication, emotional stability, program needs, legal status, safety considerations, and medical/mental health considerations of the youth.

Regarding the question raised on the Cooks and Food Service Workers: currently we have 6 Cooks and 6 Food Service Workers on staff. We require 3 Cooks and 3 Food Service Workers on-site to provide required services. Throughout the duration of the City's COVID 19 response we consistently have had members of our kitchen staff deployed as Disaster Service Workers; currently, we have 2 Cooks and 2 Food Service Workers deployed to Laguna Honda and an additional Cook deployed to SFGH.

III: Juvenile Hall Operating Costs

According to the Board of State & Community Corrections (BSCC) April 2019 report, "Average Daily Cost to House Youth in Detention Facilities," San Francisco's average daily cost per youth in Juvenile Hall was \$1,025 in fiscal year 2017/2018, when the average daily population was 44.7. At this time, San Francisco's per youth cost was just above average for the nine Bay Area Counties, and lower than Napa, Alameda, and Santa Clara counties.

Table 1: Average Daily Cost to House Youth in Detention Facilities, Bay Area Counties, FY17/18 ([BSCC April 2019](#))

County	ADP	Average Daily Cost
Alameda	70.3	\$1,343
Contra Costa	84.9	\$612
Marin	12.8	\$970
Napa	14.5	\$1,177
San Francisco	44.7	\$1,025
San Mateo	63.4	\$877
Santa Clara	98.2	\$1,456
Solano	35.4	\$710
Sonoma	39.6	\$923
Average	51.5	\$1,010

To determine the average daily cost, BSCC used the following methodology:

$$(\text{Sum of Annual Direct \& Indirect Costs for the Fiscal Year} / 365 \text{ Days}) = \text{Total Daily Costs}$$

$$\text{Daily Costs} / \text{Average Daily Population for the Fiscal Year} = \text{Average Daily Cost per Youth}$$

Using this methodology, the JPD Research & Planning Unit and Accounting & Business Office has updated the cost analysis for San Francisco's Juvenile Hall for fiscal year 2019/2020. We did not include the annual debt service on San Francisco's Juvenile Hall (approximately \$2.5M).

COVID-19 has caused lower crime rates across the United States, including San Francisco, resulting in historically low jail and juvenile hall populations. For this reason, we have broken down costs for the eight months of the fiscal year prior to COVID-19 (Pre-COVID: July 2019-February 2020), and after the pandemic began (COVID: March 2020-June 2020). Due to the exceptional circumstances of the pandemic, the average daily Juvenile Hall population and associated costs for the COVID period are not representative of "normal" rates.

Table 2: San Francisco Average Daily Costs per Youth in Juvenile Hall, FY 2019/2020, Pre/Post COVID Periods (Sources: JPD Monthly Reports; JPD Accounting & Business Office)

Time Period	Average Daily Population	Total Cost Over Time Period	Total Daily Cost	Average Daily Cost Per Youth
Fiscal Year 2019/2020 (365 Days)	26.8	\$15,440,951	\$42,304	\$1,581
Pre-COVID 7/1/19-2/29/20 (243 Days)	33.4	\$10,260,004	\$42,222	\$1,265
COVID 3/1/2020-6/30/2020 (121 Days)	13.5	\$5,180,947	\$42,818	\$3,172