

CITY AND COUNTY OF SAN FRANCISCO
BOARD OF SUPERVISORS
BUDGET AND LEGISLATIVE ANALYST

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TO: Government Audit and Oversight Committee
FROM: Budget and Legislative Analyst 
SUBJECT: March 28, 2013 Government Audit and Oversight Committee Meeting

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Item 1
File 13-0183

Department:
Juvenile Probation Department
Public Defender's Office

EXECUTIVE SUMMARY

Legislative Objectives

- The proposed resolution would authorize the Juvenile Probation Department to retroactively accept and expend a grant in the amount of \$461,166 from October 1, 2012 through September 30, 2013, from the United States Department of Justice under the FY 2012 Second Chance Act Juvenile Offender Reentry Program for the Juvenile Probation Department's Juvenile Collaborative Reentry Unit. The Federal grant requires the City to provide equal matching funds or \$461,166 for total grant and matching funds of \$922,332.
- The proposed resolution would amend the FY 2012-13 Annual Salary Ordinance to reflect the addition of one Class 2910 Social Worker (0.4 FTE in FY 2012-13) grant-funded position.

Key Points

- In 2009 San Francisco was awarded a three-year Department of Justice Second Chance Act grant in the amount of \$660,615 to implement the Juvenile Collaborative Reentry Team to provide coordinated and comprehensive reentry case planning and aftercare services for certain youth returning to the community from out-of-home placement.
- The Juvenile Collaborative Reentry Unit is an expansion of the Juvenile Collaborative Reentry Team pilot program to include services for all youth returning to reside in San Francisco from long-term commitments including placement in the Log Cabin Ranch and the California Division of Juvenile Justice.

Fiscal Analysis

- The Federal grant requires the City to provide 100 percent matching funds or \$461,166 for total grant and matching funds of \$922,332. Under the proposed ordinance for the Juvenile Collaborative Reentry Unit program, \$230,583 of the \$461,166 are in-kind services and \$230,583 are a cash match.
- The proposed Second Chance Act Grant will offset the costs of 2.5 existing positions including: (a) 1.5 FTE 8444 Deputy Juvenile Probation Officer in the Juvenile Probation Department; and (b) 1.0 FTE 2910 Social Worker in the Public Defender's Office.
- The proposed ordinance amends the Annual Salary Ordinance to add 0.4 FTE 2910 Social Worker in the Juvenile Probation Department in FY 2012-13. However, the proposed ordinance does not specify that the position will be terminated when the grant funds terminate.

Recommendations

- Amend the proposed ordinance to specify that the new 2910 Social Worker grant funded position terminates at the expiration of the grant funds.
- Approve the proposed ordinance as amended.

MANDATE STATEMENT / BACKGROUND**Mandate Statement**

In accordance with Administrative Code Section 10.170-1, the acceptance and expenditure of Federal, State, or other grant funds in the amount of \$100,000 or more is subject to approval by the Board of Supervisors.

Background

In 2009 San Francisco was awarded a three-year Department of Justice Second Chance Act¹ grant in the amount of \$660,615 to implement the Juvenile Collaborative Reentry Team. The Juvenile Collaborative Reentry Team was a collaboration between the Superior Court of California, the San Francisco Juvenile Probation Department, the Public Defender's Office, and the Center on Juvenile and Criminal Justice², a non-profit organization, to provide coordinated and comprehensive reentry case planning and aftercare services for youth represented by the Public Defender's Office returning to reside in San Francisco from out-of-home placement.³ According to Ms. Allison Magee, Deputy Director, Juvenile Probation Department, the Juvenile Collaborative Reentry Team model established a collaborative team approach in the development and implementation of reentry plans for youth. The team consists of a probation officer, public defender, social worker, and community case manager, and works with a dedicated judge of the Reentry Court to ensure that youth are assisted in a comprehensive and monitored transition and community reintegration process.

The coordinated and comprehensive reentry case planning and aftercare services for youth returning to the community from out of home placement includes the following process:

- (1) A Juvenile Collaborative Reentry Team representative makes initial contact with every participant at the time of disposition to introduce him or her to the program;
- (2) Mid-way through the commitment, the team formally begins the process of developing a release plan;
- (3) Three months prior to release, the plan, which may include housing, vocational training, education, therapy and/or drug treatment, and any other services needed to ensure that the child succeeds, is finalized;
- (4) When presented to the court, the entire Juvenile Collaborative Reentry Team signs the plan and works to advocate on behalf of the child and family; and

¹ Codified in 2008, the Second Chance Act was designed to improve outcomes for people returning to communities from prisons and jails. This first-of-its-kind legislation authorizes Federal grants to government agencies and nonprofit organizations to provide employment assistance, substance abuse treatment, housing, family programming, mentoring, victims support, and other services that can help reduce recidivism.

² Established in 1985 as the Western Regional Office of the National Center on Institutions and Alternatives (NCIA), the Center on Juvenile and Criminal Justice is a nonprofit nonpartisan organization that provides direct services, technical assistance, and policy analysis.

³ According to Ms. Allison Magee, Deputy Director, Juvenile Probation Department, youth committed to out-of-placement are removed from their homes by the court and placed in non-secure facilities such as foster homes, group homes, and residential treatment programs, primarily located in California as well as Nevada, Colorado, and Pennsylvania.

- (5) Implementation of the reentry plan begins prior to the child's release from commitment to ensure a seamless transition back to the community.

According to Ms. Magee, since its implementation, the Juvenile Collaborative Reentry Team program has been shown to reduce recidivism and improve outcomes for youth. A recent Juvenile Probation Department report states that Federal Department of Justice (DOJ) Division of Juvenile Justice reports that 70 percent of youth paroled from its institutions are rearrested; however, Juvenile Collaborative Reentry Team's cumulative data analysis shows that only 23 percent of Juvenile Collaborative Reentry Team participants were re-booked into Juvenile Hall following arrests for new offences after enrolling in the Juvenile Collaborative Reentry Team program.⁴

DETAILS OF PROPOSED LEGISLATION

The proposed resolution would authorize the Juvenile Probation Department to retroactively accept and expend a grant in the amount of \$461,166 from October 1, 2012 through September 30, 2013, from the United States Department of Justice under the FY 2012 Second Chance Act Juvenile Offender Reentry Program for the Juvenile Probation Department's Juvenile Collaborative Reentry Unit. The Federal grant requires the City to provide 100 percent matching funds or \$461,166 for total grant and matching funds of \$922,332.

Additionally, the proposed resolution would amend Annual Salary Ordinance to reflect the addition of one Class 2910 Social Worker (0.4 FTE in FY 2012-13) grant-funded position.

The Juvenile Collaborative Reentry Unit is an expansion of the three-year Juvenile Collaborative Reentry Team pilot program implemented in 2009 to improve outcomes for youth represented by the Public Defender's Office who were committed to out-of-home placement. The Juvenile Collaborative Reentry Unit expands on the Juvenile Collaborative Reentry Team model to serve all youth returning to reside in San Francisco from long-term commitments including Log Cabin Ranch⁵ and the California Division of Juvenile Justice regardless of representation. As such the expanded collaborative team includes attorneys (Public Defenders, District Attorneys and private attorneys), social workers, social advocates, probation officers, and clinical case coordinators work with the child and family and the dedicated reentry court to ensure that youth are assisted in a comprehensive and monitored transition and community reintegration process.

FISCAL ANALYSIS

Under the proposed resolution the Juvenile Probation Department would be authorized to retroactively accept and expend a Federal grant in the amount of \$461,166 for the Juvenile Probation Department's Juvenile Collaborative Reentry Unit. According to Ms. Magee, no grant funds have been expended. The Federal grant requires the City to provide 100 percent matching funds or \$461,166 for total grant and matching funds of \$922,332.

⁴ San Francisco Juvenile Probation, Juvenile Collaborative Reentry Team, Final Narrative Report, January 15, 2013.

⁵ Log Cabin Ranch is the San Francisco Juvenile Probation Department's post adjudication facility for delinquent male juveniles. The purpose of the facility is to provide twenty-four hour residential treatment and rehabilitation programming for juveniles who have been adjudicated as delinquent by the San Francisco Juvenile Courts. This is a fifty-week program structured to address the needs of juvenile delinquents and prepare them to become productive members of society.

Table 1 below shows the sources of funds for the Juvenile Collaborative Reentry Unit. Of the \$461,166 required, \$412,893 are City funds, previously appropriated by the Board of Supervisors in the Juvenile Probation Department and the Public Defender’s Office FY 2012-13 budgets. The remaining \$48,273 are in-kind matching funds from the California Superior Court in San Francisco.

Table 1. Juvenile Probation Department’s Source of Funds for the Second Chance Act Grant for the Juvenile Collaborative Reentry Unit, FY 2012-13

	Amount	Percentage Share
Total Federal Grant	\$461,166	50%
<u>Required Match</u>		
In Kind	230,583	25%
Cash	230,583	25%
Total Required Match	461,166	50%
Total Juvenile Collaborative Reentry Unit	\$922,332	100%

Table 2 below shows the Second Chance Act Grant budget.

Table 2. Juvenile Probation Department’s Proposed Second Chance Act Grant Budget for the Juvenile Collaborative Reentry Unit

Funded by Second Chance Act Grant	
<u>Department Positions (Salaries and Fringe Benefits)</u>	
8444 Deputy Juvenile Probation Officer (1.5 FTE)	\$183,068
2910 Social Worker (2 FTE)	<u>177,042</u>
Subtotal Department Positions (3.5 FTEs)	360,110
Center for Juvenile and Criminal Justice Case Manager	62,500
Second Chance Act Conference Travel	18,556
Travel to OHP Sites	10,000
Client Support	10,000
Total Second Chance Act Grant	\$461,166
Funded by City Match	
<u>In Kind Match</u>	
Public Defender Attorney	\$123,488
California Superior Court Judge	48,273
Lead Attorney - Public Defender	27,033
Deputy Director - Juvenile Probation	21,600
Juvenile Probation Accountant	<u>10,189</u>
Subtotal, In Kind Match	\$230,583
<u>Cash Match</u>	
Local Travel	\$25,397
Materials and Supplies	4,999
Consultants/Contractors	<u>200,187</u>
Subtotal, Cash Match	\$230,583
Total Match	\$461,166
Total Source of Funds	\$922,332

The proposed Second Chance Act Grant will pay for the salaries of existing positions:

- 1.5 FTE 8444 Deputy Juvenile Probation Officer in the Juvenile Probation Department;
and
- 1.0 FTE 2910 Social Worker in the Public Defender's Office.

The proposed Second Chance Act Grant will pay for the salary of one new 2910 Social Worker position in the Juvenile Probation Department. The ordinance would amend the Annual Salary Ordinance to add 0.4 FTE 2910 Social Worker in FY 2012-13, with a hire date of January 22, 2013. According to Ms. Magee, the 2910 Social Worker was hired on January 22, 2013 as a temporary position, which will be exchanged for a permanent position when the Annual Salary Ordinance is amended to add 0.4 FTE in FY 2012-13.

Ms. Magee reports that the current Federal grant does not have an automatic renewal option; however, if the funding source for the Second Chance Act is approved by Congress, the Juvenile Probation Department anticipates future Second Chance Act grant funds to fund the new Juvenile Probation Department's Social Worker and to support the program. If the Juvenile Probation Department does not receive future grant funding, the grant funded position will be terminated.

As shown in Table 2 above, the \$230,583 in-kind match includes:

- (1) The Public Defender's Office will allocate the time of Public Defender Attorneys to the Juvenile Collaborative Reentry Unit;
- (2) The California Superior Court will allocate the time of a judge for the Reentry Court; and
- (3) The Juvenile Probation Department will allocate management and administrative time to the Juvenile Collaborative Reentry Unit.

According to Ms. Magee, all of the in kind positions will be allocated for the duration of the Juvenile Collaborative Reentry Unit program with the associated costs absorbed by the respective departments.

As shown in Table 2 above, the \$230,583 cash match includes \$200,187 for consultants/contractors that include:

- (1) \$159,187 for services provided by the Center on Juvenile and Criminal Justice, a non-profit organization, that has two existing city contracts to perform detention diversion and Intensive Home Based Supervision programming;
- (2) Approximately \$21,000 for dedicated training for the Juvenile Collaborative Reentry Unit and for enhanced training opportunities for Probation Officers working with youth in long term commitments;
- (3) Approximately \$20,000 for a comprehensive evaluation of the Juvenile Collaborative Reentry Unit;

As shown in Table 2 above, in addition to the \$200,187 for contractual services, the \$230,583 cash match also includes:

- (4) \$25,397 for local travel including out-of-home placement site visits; and
- (5) \$4,999 for Materials and Supplies.

The proposed ordinance amends the Annual Salary Ordinance to add 0.4 FTE 2910 Social Worker in the Juvenile Probation Department in FY 2012-13. However, the proposed ordinance does not specify that the position will be terminated when the grant funds terminate.

Indirect Costs

Pursuant to Section 10.170-1 of the City's Administrative Code, if indirect costs incurred by the grantee for grant administration are not included in the budget, the reason must be stated in the authorizing resolution. Approval of the proposed resolution would waive the indirect costs in order to maximize the use of available grant funds on direct program expenditures.

According to Ms. Magee, the indirect costs associated with accepting this grant are minimal administrative costs that would be absorbed by existing funds which were approved in Juvenile Probation Department's FY 2012-13 budget.

RECOMMENDATIONS

1. Amend the proposed ordinance to specify that the new 2910 Social Worker grant funded position terminates at the expiration of the grant funds.
2. Approve the proposed ordinance as amended.

