



**Presentation to  
Public Safety & Neighborhood Services Committee**

**Update on  
Log Cabin Ranch  
and  
Community Based Programs**

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Allen Nance, Chief Probation Officer  
City and County of San Francisco  
Juvenile Probation Department

December 10, 2018

# Background

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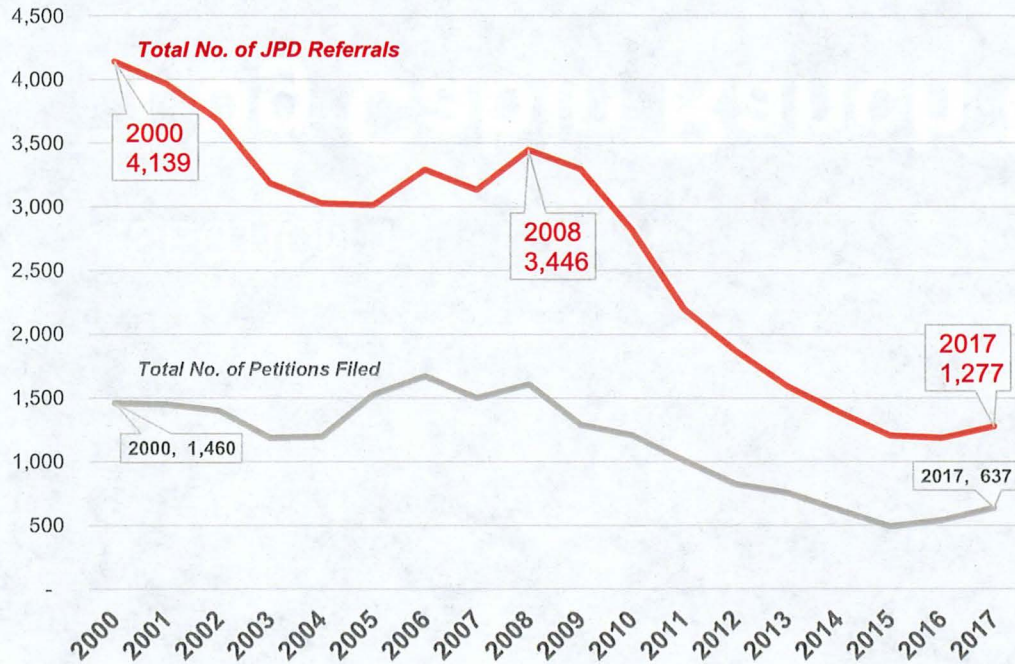
## Supervisor Fewer's Office requested responses to the following questions:

1. How many JPD funds have been work-ordered to DCYF for FY18-19 services? What are the specific amounts per DCYF funding strategy, i.e. how much JPD money was work-ordered for the multi-service agency strategy, and how much for the justice services strategy? How much JPD money, if any, has been work-ordered to DPH or DCYF for the Intensive Supervision and Clinical Services?
2. What is the number of JPD referrals made to the multi-service agencies and the justice services CBOs from 7/1/18 – 9/30/18, and through date if available? Please list the number of referrals made per CBO under the multi-service agencies and justice services strategies.
3. Please describe the entire JPD referral process so there is clarity on this new process.
4. What is the youth justice population (headcount) increase/ decrease post 7/1/18 in the Juvenile Hall and on juvenile probation? Include demographics of youth.
5. What is the number of youth between 7/1/18 and today that have had DJJ commitments?
6. What is the short-term plan for Log Cabin Ranch? Include the transition plan for youth, funding, and the planning process for use of the Log Cabin Ranch.

# Trends – Juvenile Justice Involved Youth

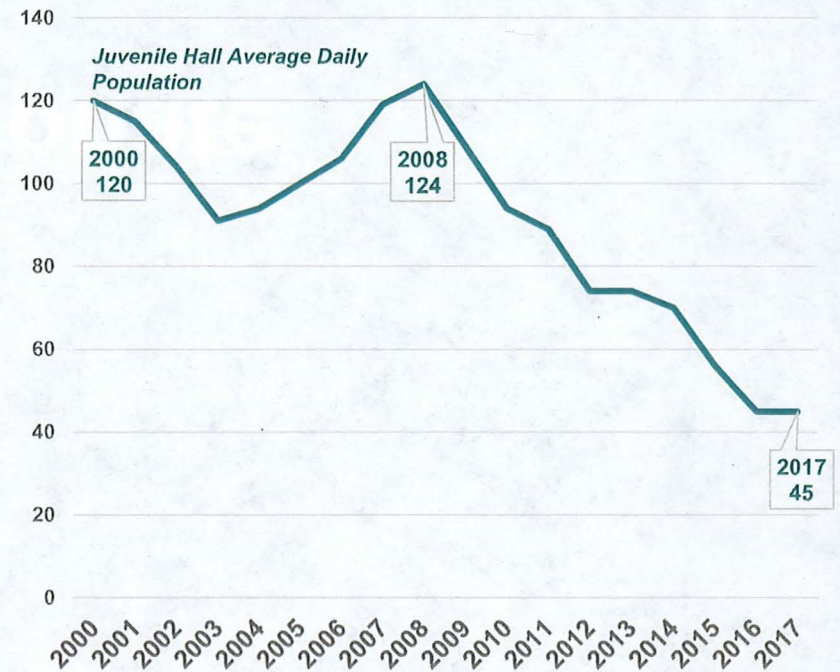
## Referrals to JPD have decreased by two thirds since 2008

Number of referrals to SF Juvenile Probation and number of subsequent petitions filed, 2000 - 2017



## Juvenile Hall Average Daily Population has decreased by approximately two-thirds since 2008

Average Daily Population at SF Juvenile Hall, 2000 - 2017



SOURCES: SFJPD Annual Reports: 2000-2017 (<https://sfgov.org/juvprobation/publications-documents>)

SECTION 1:

# Log Cabin Ranch Update

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## What is Log Cabin Ranch?

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**Log Cabin Ranch is JPD's residential program for serious male juvenile offenders and is based on the proven "Missouri Model".** The Ranch is located in La Honda, CA (San Mateo) about an hour from San Francisco. LCR has been in operation for more than 70 years but underwent a major reform in 2011.

### *Key components of the LCR Program Model:*

- **Staff Secure facility:** LCR is not a traditional "lock up" – there are no fences and youth live in communal dorms. Security and safety are maintained by 24/7 JPD staff surveillance.
- **Educational services:** SFUSD operated a high school program allowing youth to obtain their diploma and/or complete online college courses.
- **Vocational services:** JPD partnered with SF Conservation Corps to allow youth to gain vocational skills and qualifications.
- **Clinical services:** DPH provided on-site clinical and therapy services, including Anger Management, substance abuse treatment, and group therapy.
- **Re-entry coordination & parent involvement:** a dedicated Probation Unit was assigned to coordinate re-entry into the community. JPD also provided transportation for parents to visit and engage with youth.

## Status of Log Cabin Ranch

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**Operations at Log Cabin Ranch were temporarily suspended in June 2018. The decision to suspend operations was based on several key factors:**

- **Under-utilization** of LCR as a disposition option for youth removed from their homes
- **Low and continually decreasing average daily population** (2008-17 average was 14 youth)
- **Safety risks for LCR youth and the surrounding community** due to several AWOLs and youth failing to complete the program
- **Concerns about the sustainability** of the operation given the high cost and low population (total operating costs total around \$4m per year – mainly fixed costs)

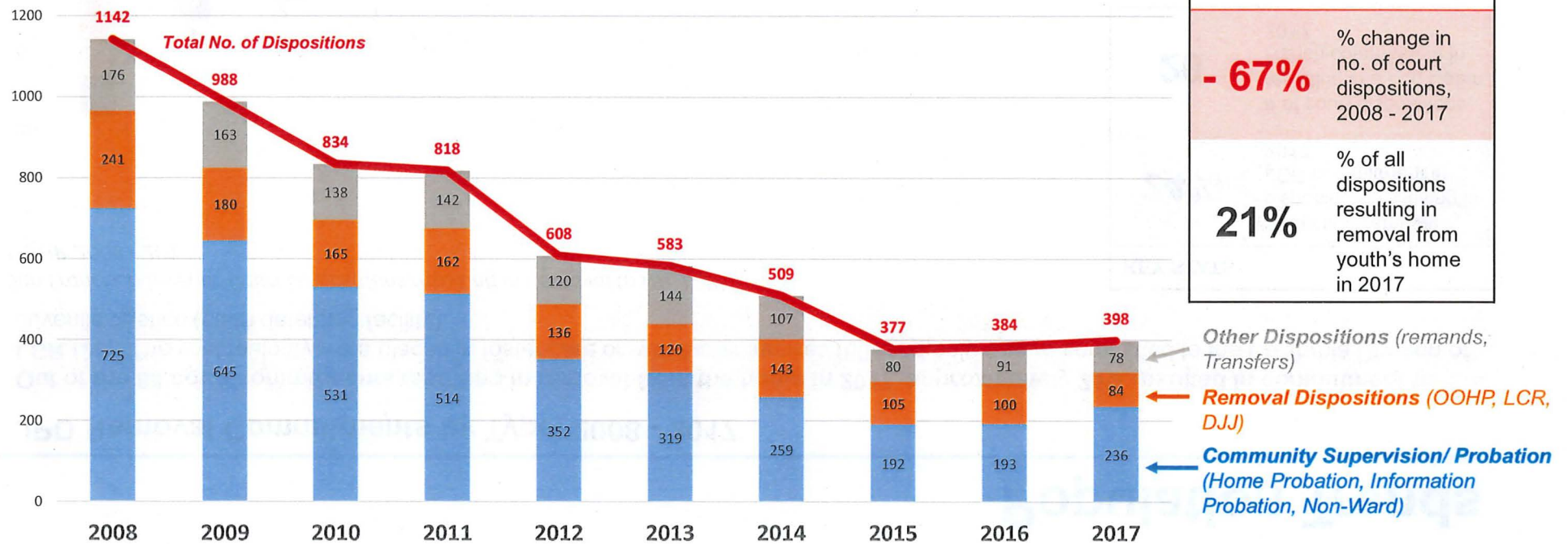
***The combination of these factors highlighted the need and opportunity to look at ways to better serve the youth LCR was intended to help.***

# Population Trends

## JPD Commitments by Type, 2008 – 2017

The number of dispositions for SF juvenile justice youth has fallen by two thirds from 2008 to 2017. Most dispositions continue to be for community-based commitments, however, in 2017 approximately 21% of dispositions resulted in removal from the home (DJJ, LCR or OOHP) – similar to the 2008 share but lower than in recent years.

San Francisco Juvenile Court Dispositions by Type, 2008-2017



**KEY STATS**

**- 67%** % change in no. of court dispositions, 2008 - 2017

**21%** % of all dispositions resulting in removal from youth's home in 2017

Source: JPD Annual Report (2008 – 2017)

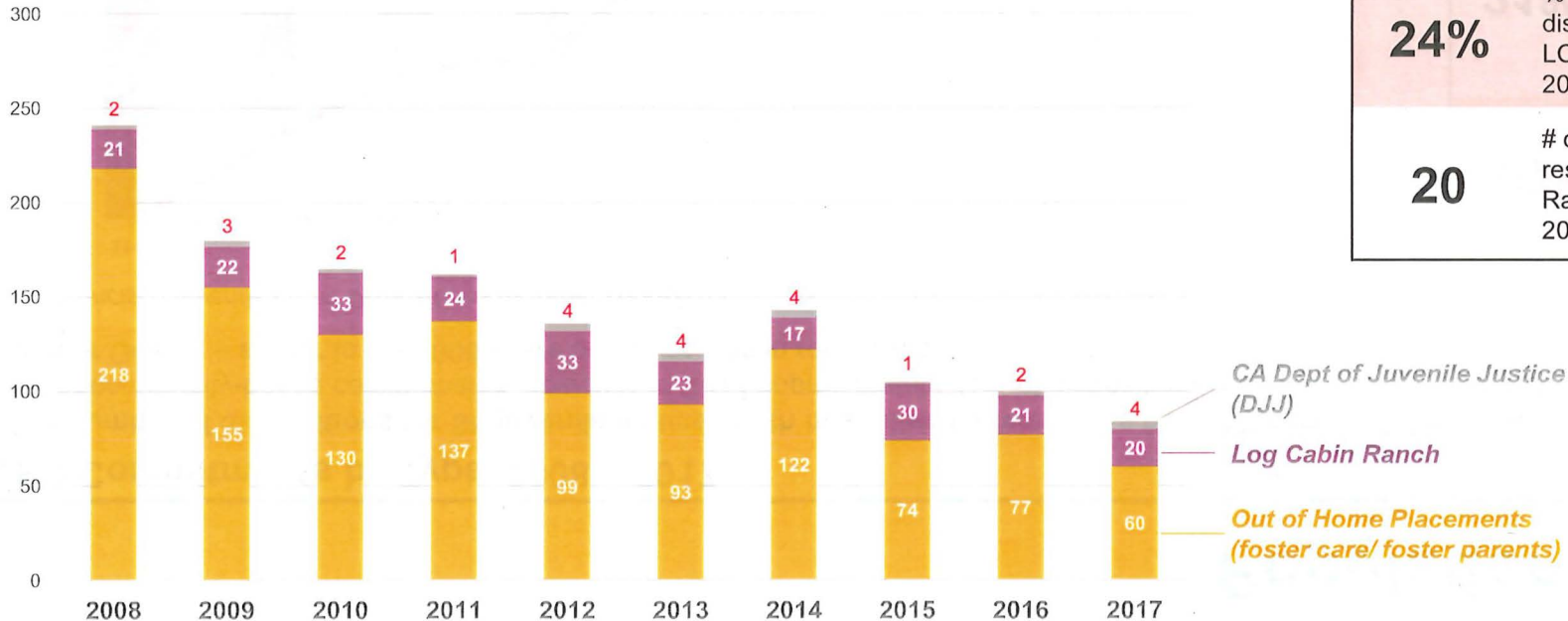
Notes: Includes youth who may have multiple dispositions in the same year.

# Population Trends

## JPD Removal Commitments by Type, 2008 - 2017

Out of the 84 court commitments resulting in removal from the home in 2017, approximately 25% resulted in commitment to LCR (20). The vast majority were placed in foster care or with foster families (60) and only 4 were committed to the California Division of Juvenile Justice (state detention facility).

San Francisco Juvenile Court Dispositions resulting in Removal to DJJ, LCR or OOHP, 2008 - 2017



### KEY STATS

24%

% of court removal dispositions resulting in LCR commitment in 2017

20

# of court dispositions resulting in a Log Cabin Ranch commitment in 2017

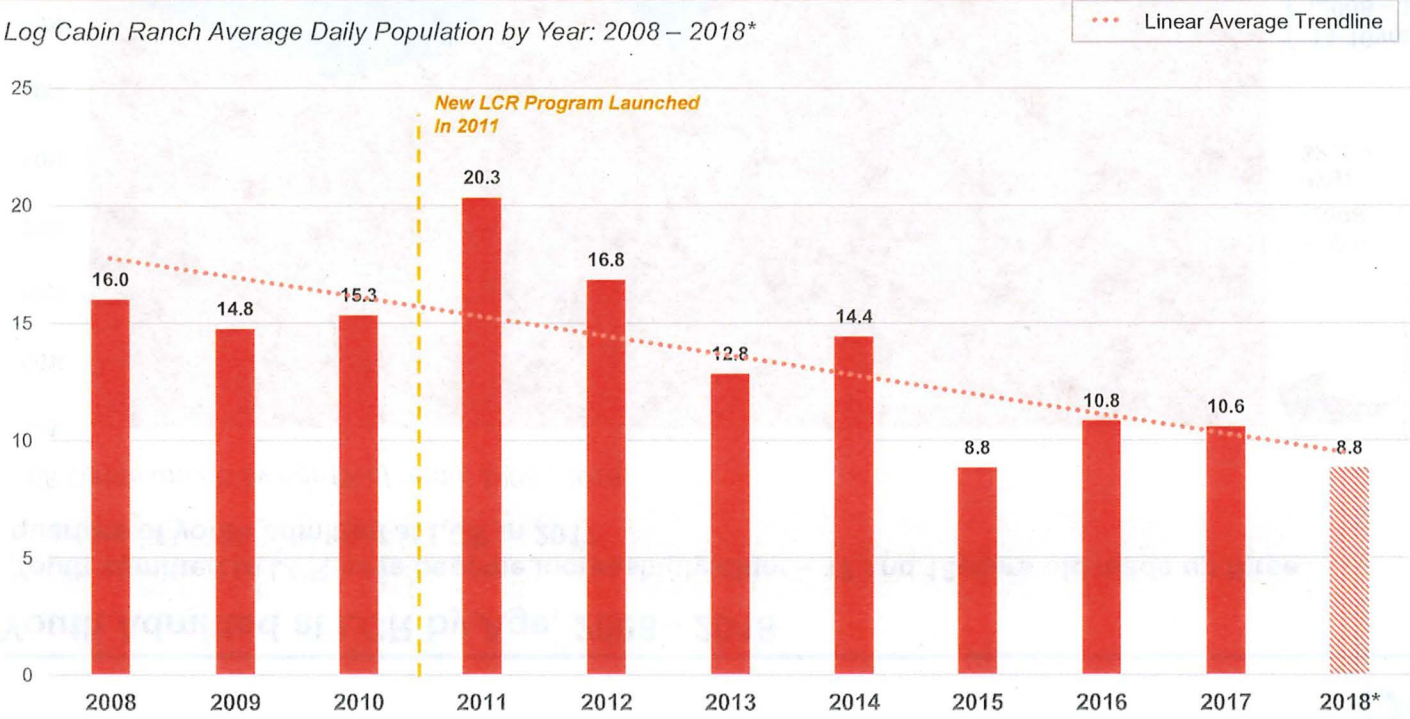


# Population Trends

## LCR Average Daily Population, 2008 - 2018

The annual average daily population of youth at Log Cabin Ranch fell by a third (34%) from 2008 to 2017 (last full year of data), representing an average annual reduction of around 4% over this period

Log Cabin Ranch Average Daily Population by Year: 2008 – 2018\*



KEY STATS	
<b>- 48%</b>	% change in ADP from 2011 to 2017
<b>- 4%</b>	% avg. annual ADP change from 2008 to 2017
<b>14</b>	Avg LCR ADP from 2008 to 2017
<b>9</b>	Avg LCR ADP for 2018 (Jan – June)
<b>~\$4m</b>	LCR annual operating budget

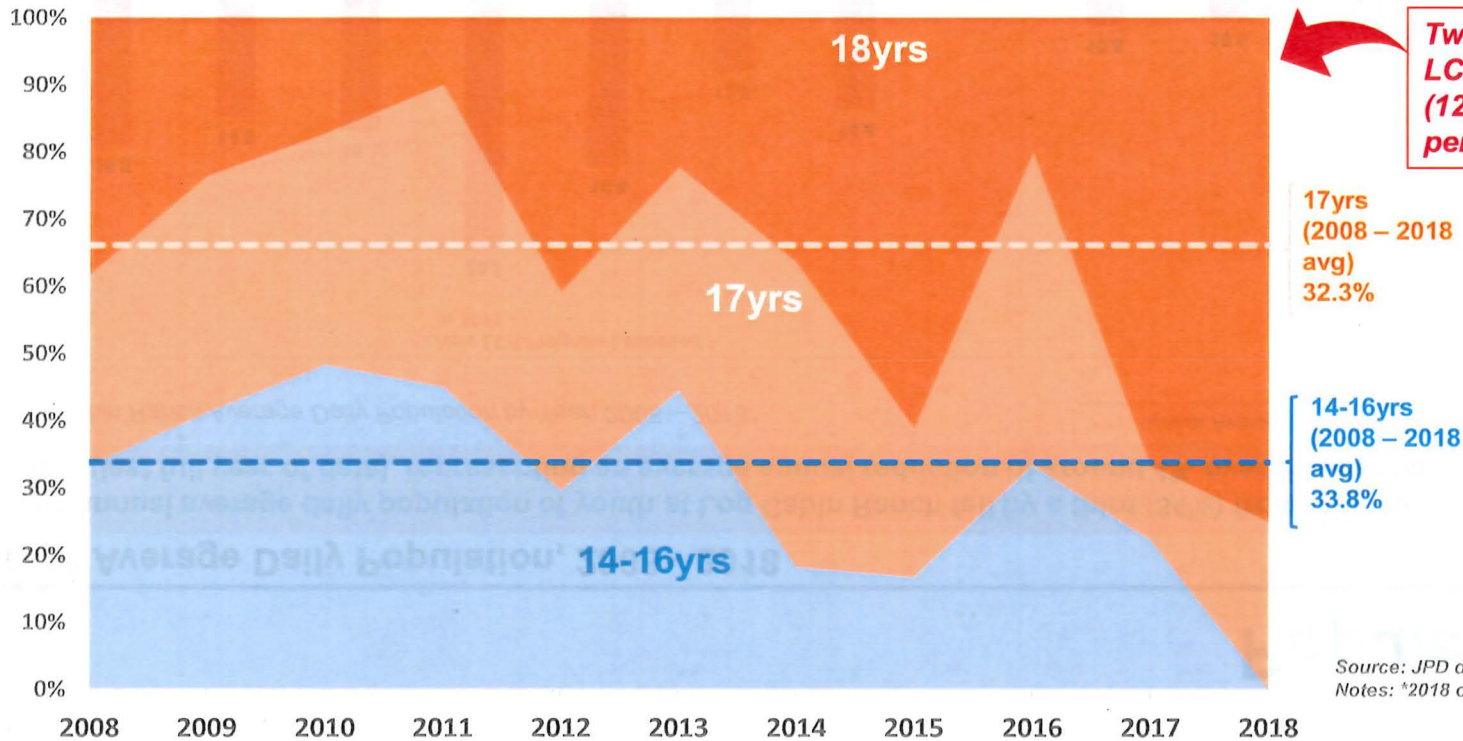
Source: JPD data extracted from JJIS  
 Notes: \*2018 only includes average daily population data from January to June.

# Demographics

## Youth Admitted at LCR by Age, 2008 - 2018

Youth admitted to LCR have become increasingly older – 17 and 18years old made up three quarters of youth admitted at LCR in 2017

LCR Commitments by Age (% of total), 2008 - 2018



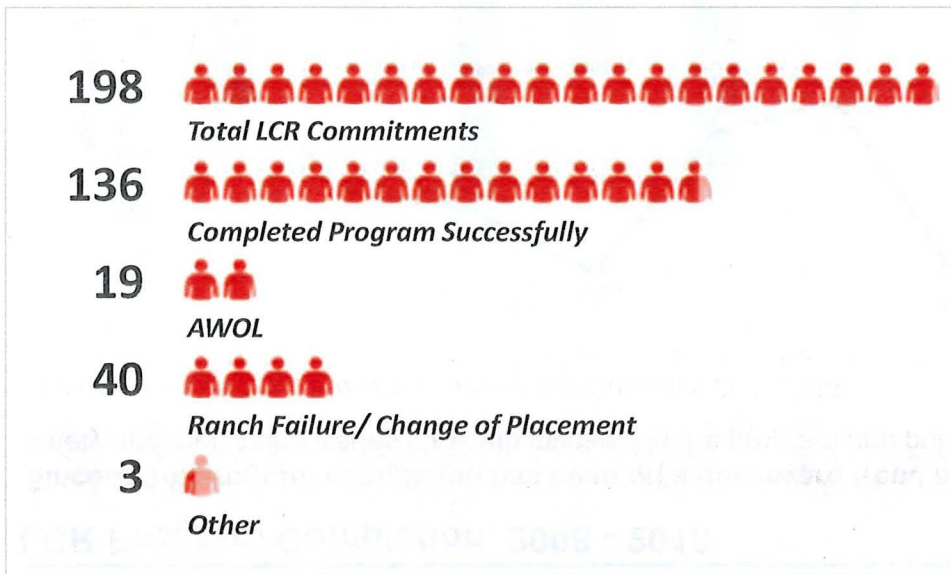
Source: JPD data extracted from JJIS  
Notes: \*2018 only includes data from January to May.

# Outcomes

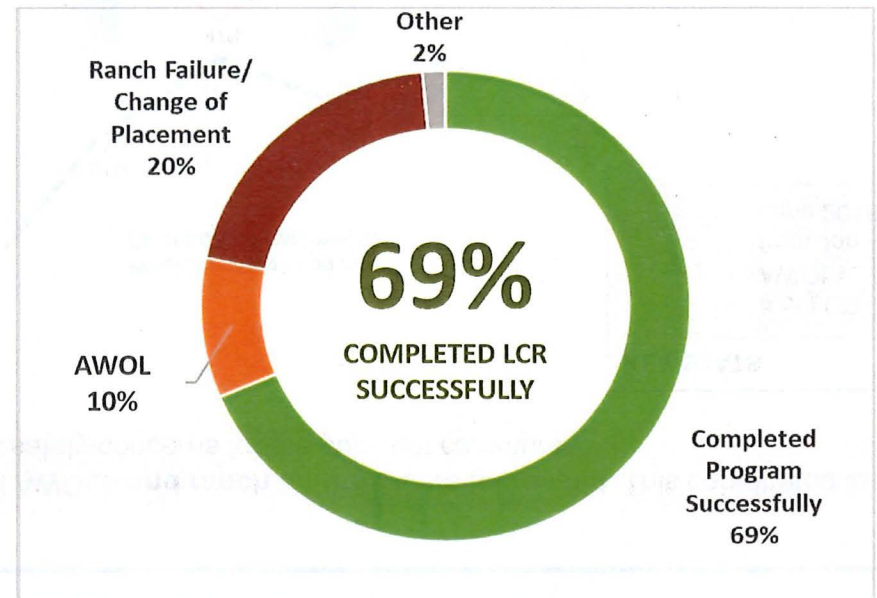
## LCR Program Completion, 2008 - 2018

Since 2008, there were 198 commitments to LCR – 69% of these resulted in successful completion of the LCR program (i.e. graduation or furlough). 61% (11 of 21) of youth committed to LCR in 2017 completed the program, down from the previous high of 91% for 2014 commitments.

LCR Commitments by Exit Outcome, 2008 - 2018



LCR Commitments by Exit Outcome (%), 2008 - 2018



Source: JPD data extracted from JJIS

Note: N = 198 youth from 1/1/2008 – 5/30/2018. Successful program completion is defined as youth "graduating" from LCR or being "furloughed" from LCR. "Other" includes 2 Juvenile Hall Holds and 1 Home Pass where the final exit outcome could not be determined (likely due to a data entry error).

Source: JPD data extracted from JJIS

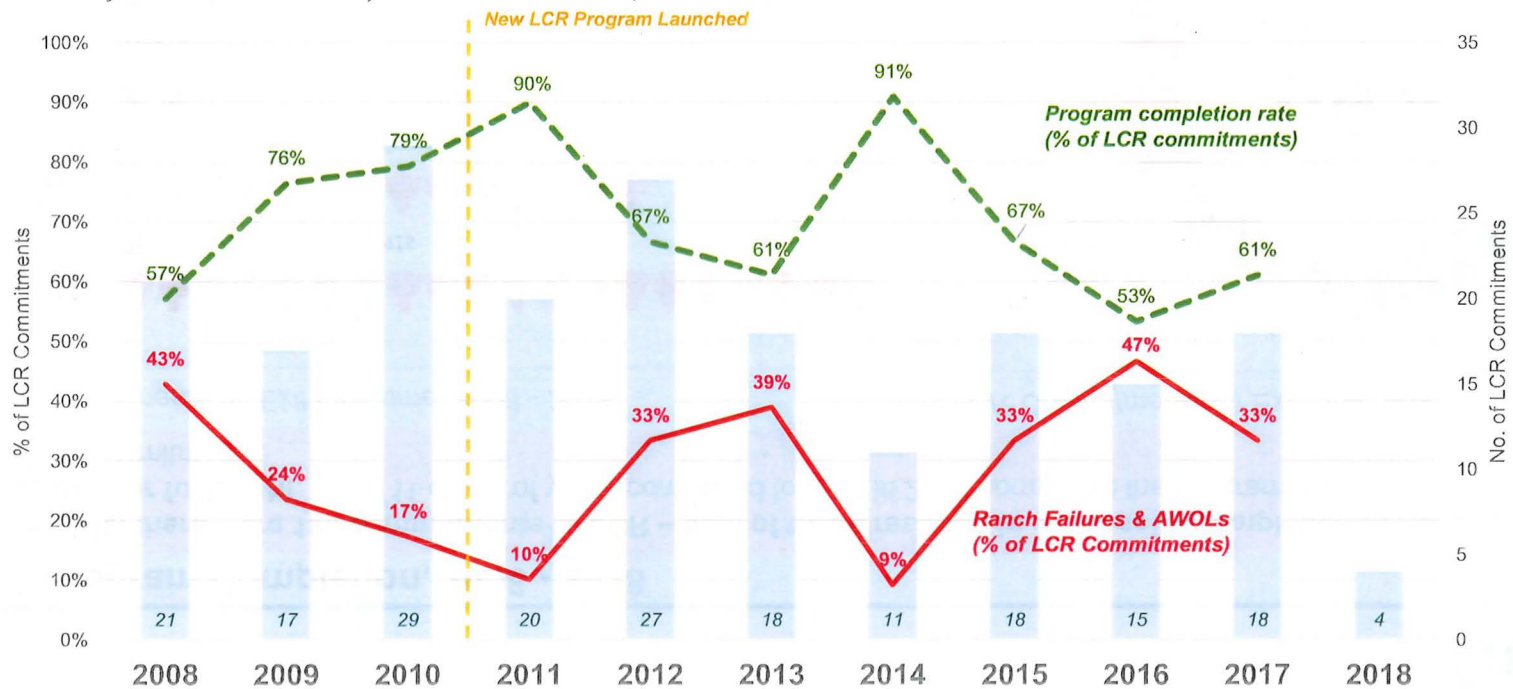
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# Outcomes

## LCR Program Completion, 2008 - 2018

Since 2014, program completion has been on a downward trend and AWOLs and ranch failures have increased. This contributed to safety and motivation issues for youth involved in the program and public safety concerns for the adjacent community.

Total and % of LCR Commitments by Year & Exit Outcome, 2008-2018



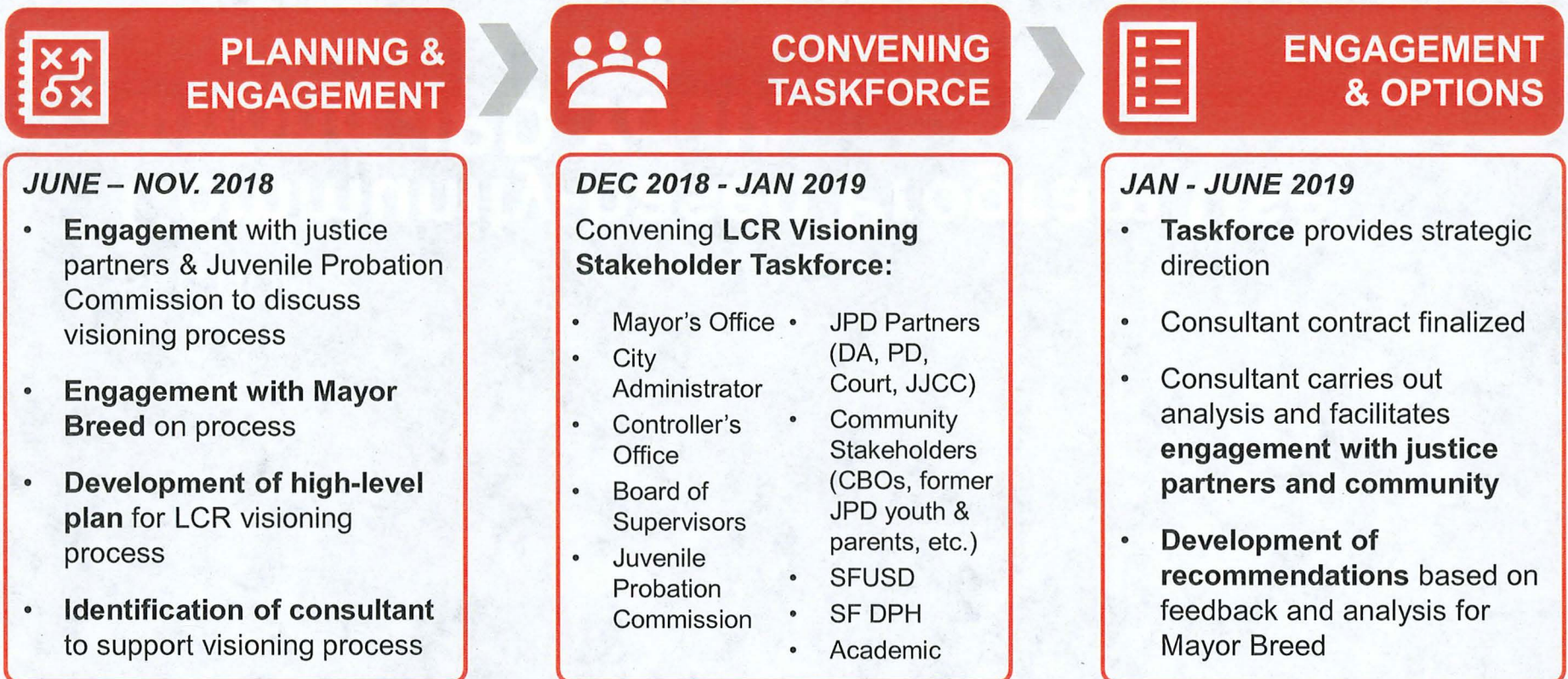
KEY STATS	
7	# of LCR AWOLs from Jan – June 2018

Source: JPD data extracted from JJIS

Note: N = 198 youth from 1/1/2008 – 5/30/2018. Successful program completion is defined as youth "graduating" from LCR or being "furloughed" from LCR.

# Next Steps for Log Cabin Ranch

JPD is leading an inclusive and comprehensive visioning process to develop recommendations for Mayor Breed on the best use of Log Cabin Ranch for probation youth by the end of the fiscal year



SECTION 2:

# Community-based Program Use among JPD Youth

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# Analyzing the Use of Community Services

In order to provide a comprehensive understanding of service use, JPD completed a snapshot analysis of program use among all youth with “active” cases on 10/4/18. Analyzing the use of service provision is complex due to a rich landscape of services with multiple referral pathways and tracking systems. Additionally, not all juvenile justice involved youth may be in the community and available for services.

Overview of Services Available for Different Types of Juvenile Justice Involved Youth

Case Type/ Phase		CARC	JUSTICE SERVICES	JPD-RUN PROGRAMS	PRIVATE/VOLUNTARY	DPH	SFUSD	JPD IV-E PROGRAMS	FOSTER CARE (IV-E)	OTHER
PRE-ADJUDICATION	Diversion	X								
	In the Community		X	X	X	X	X	X		
	In Detention		X	X						
POST-ADJUDICATION	Community Supervision		X	X	X	X	X	X		
	Out of Home Placement							X	X	
	Log Cabin Ranch			X						
	DJJ									X
	Non-Minor Dependents (AB12)		X		X	X			X	X

**Question:** What is the number of JPD referrals made to the multi-service agencies and the justice services CBOs from 7/1/18 – 9/30/18, and through date if available? Please list the number of referrals made per CBO under the multi-service agencies and justice services strategies.

**RESPONSE: JPD PROGRAM USE SNAPSHOT ANALYSIS**

SFJPD’s Probation Services division identified youth with active cases on October 4th, 2018 to review. 415 youth cases were reviewed, representing more than two-thirds (69%) of all 598 JPD cases that were active on 10/4/18.

As part of this review, Probation Officers were asked to identify what services or programs each youth on their caseload was receiving. If the youth wasn’t receiving any services, the PO was asked to explain why the youth wasn’t receiving services. These responses were then standardized and analyzed.

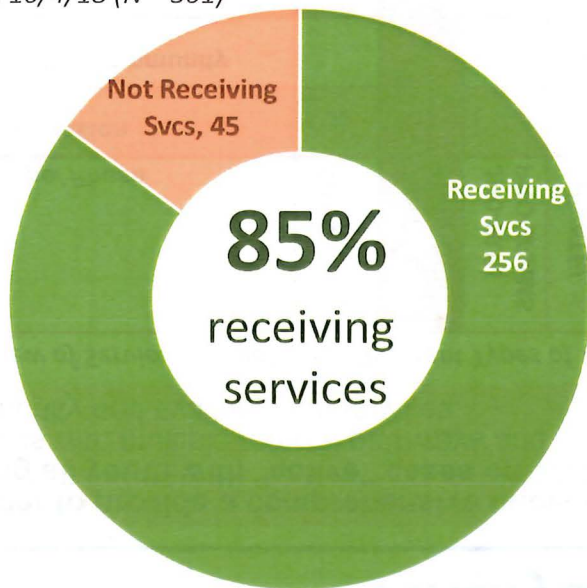
The cases reviewed included youth with “active” cases except those diverted from the formal juvenile justice system and those committed to an out of home placement by the court. Each youth was only counted once even if they had multiple cases.

Around 21% (179) of all 598 active youth were identified as being “unavailable” for some type of service. Of these “unavailable” youths, over a third (38% or 43 youth) were living outside of San Francisco, and just over one quarter (28% or 32 youth) were at large on an active warrant.

# Services Received in the Community

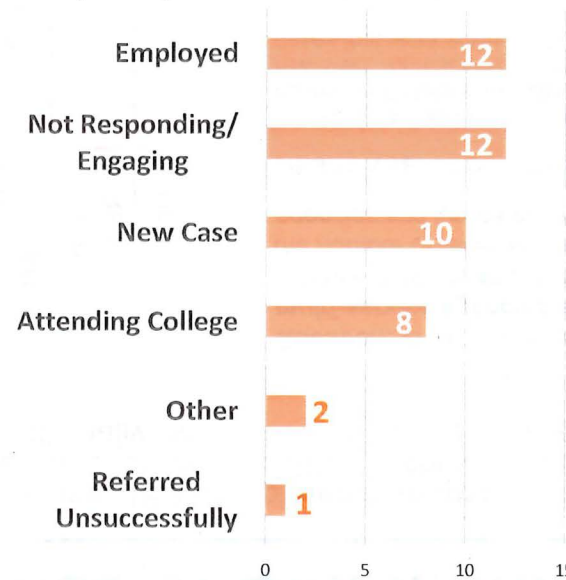
**85% of JPD youth who were available were receiving a community-based service.** Being available for services was defined as being able to receive service in the county (i.e. an SF resident, not on a warrant or in county jail).

*% of 'available' SFJPD Youth receiving vs not receiving a service, 10/4/18 (N = 301)*



**Of those not receiving services, almost half were employed or attending college.** Around a quarter had been referred to services but did not engage or follow up.

*# of youth not receiving services by reason (N = 45)*



KEY STATS (10/4/18)	
<b>598</b>	active JPD youth
<b>419</b>	active JPD youth available for services
<b>85%</b>	% of available JPD youth receiving services
<b>45</b>	JPD youth not receiving services

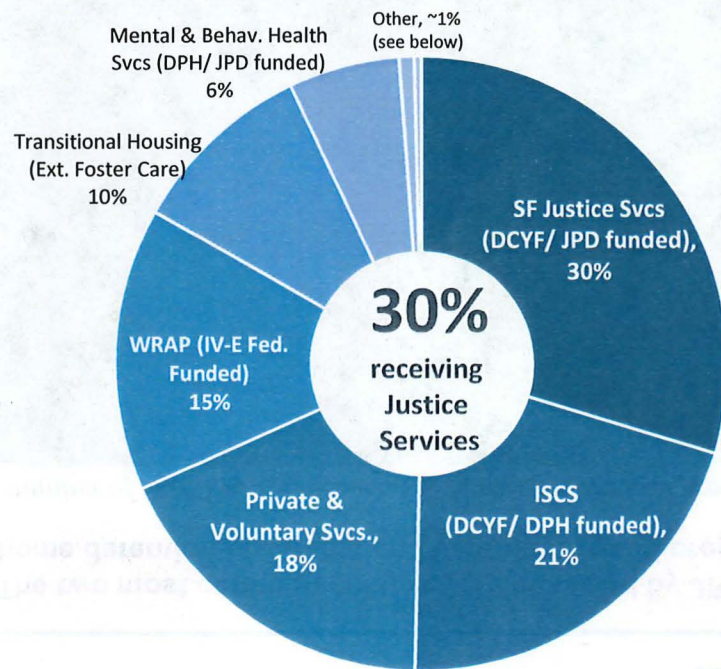
*SOURCE: Internal JPD review based on caseload data extracted on 10/4/18. NOTES: Excludes youth in the Placement unit and in CARC. Youth "available" for services is defined as any youth who is an SF resident, does not have an active warrant, is not a closed case, is not committed to DJJ and is not in a child welfare/dependency placement.*



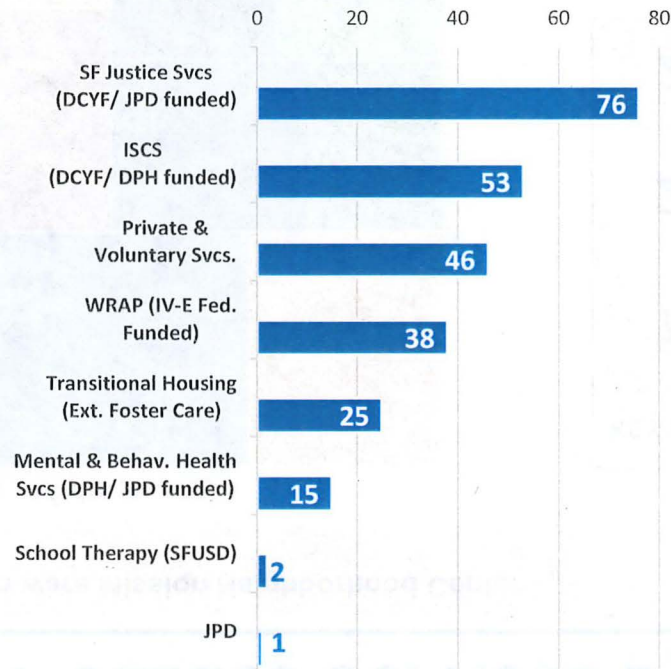
# Sources of Community and Clinical Services

**70% of JPD youth were receiving services and programming outside of DCYF's Justice Services.**

% of youth receiving services by program type as of 10/4/18 (N = 256)



# of youth receiving services by program type as of 10/4/18 (N= 256)



## KEY STATS

**256** JPD youth receiving services

**70%** receiving services outside Justice Services

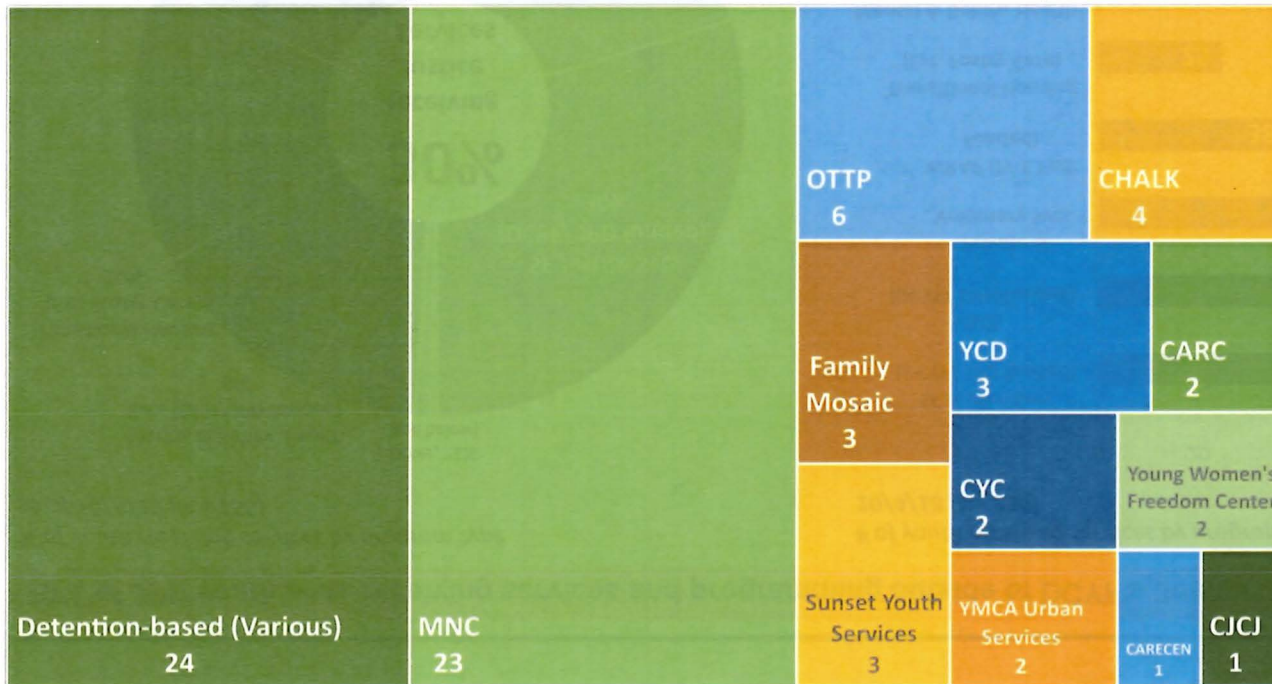
**18%** using private or voluntary services

**SOURCE:** Internal JPD review based on caseload data extracted on 10/4/18. **NOTES:** Excludes youth in the Placement unit and in CARC. Labels indicate number of youth and % of all youth receiving services. Categories in "Other" include: School Therapy (SFUSD) (2, 1%) and JPD-provided services (1, <0%). MNC is Mission Neighborhood Center which administers the Home Detention program.

# DCYF Justice Services by Provider

The two most common Justice Services used by JPD youth were Mission Neighborhood Center home detention programs and detention-based programs

Number of SFJPD youth receiving SF Justice Services by provider, on 10/4/18 (N = 76)



KEY STATS	
<b>76</b>	JPD youth receiving DCYF Justice Services
<b>24</b>	using detention-based programs
<b>23</b>	youth using Mission Neighborhood Center Programs

SOURCE: Internal JPD review based on caseload data extracted on 10/4/18.

NOTES: Excludes youth in the Placement unit and in CARC. Labels indicate number of youth and % of all youth receiving services. Categories in "Other" include: School Therapy (SFUSD) (2, 1%) and JPD-provided services (1, <0%). MNC is Mission Neighborhood Center which administers the Home Detention program.

# Funding for DCYF Justice Services

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## QUESTIONS:

*How many JPD funds have been work-ordered to DCYF for FY18-19 services? What are the specific amounts per DCYF funding strategy, i.e. how JPD money was work-ordered for the multi-service agency strategy, and how much for the justice services strategy?\**

➤ **FY 2019 JPD Work Order to DCYF for Justice Services = \$977,169**

*\*Note: The Multi-Service Agency strategy is a subset of the DCYF Justice Services program area. JPD does not track or provide work orders for specific strategies.*

*How much JPD money, if any, has been work-ordered to DPH or DCYF for the Intensive Supervision and Clinical Services?*

➤ **Intensive Supervision & Clinical Services (ISCS) administered by DCYF are not funded by JPD**

# JPD Funding & Staffing

## JPD Funding

Category	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18	FY 18-19
Original Approved Budget <sup>1</sup>	36,815,789	38,619,911	42,159,630	41,866,035	41,683,918	41,104,372
Total Expenditures	34,566,480	36,470,064	36,160,651	36,938,026	38,315,709	tbd
<b>Fund Balance <sup>2</sup> (uncommitted)</b>	<b>1,205,113</b>	<b>221,219</b>	<b>1,347,539</b>	<b>2,332,330</b>	<b>1,447,497</b>	<b>tbd</b>

## JPD Positions

Category	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18	FY 18-19
Full Time Equivalent (FTE) Positions	315.41	316.5	319.07	317.06	314.19	307.18
FTE Attrition Savings Target	(37.49)	(38.69)	(38.56)	(38.73)	(38.59)	(41.97)
<b>Net FTE Positions <sup>3</sup></b>	<b>277.92</b>	<b>277.81</b>	<b>280.51</b>	<b>278.33</b>	<b>275.60</b>	<b>265.21</b>

1. Annual Approved Budget increases attributed to non-JPD controlled categories:

- \* Labor negotiated salary increases
- \* City-wide annual health/dental cost increases
- \* City-wide fixed and variable cost increases (i.e. utilities, Central Shops vehicles/fleet, Dept of Technology, Intra-Departmental, etc.)
- \* Vendor cost increases (i.e. CBOs, petroleum based products, fresh produce, detainee clothing, institution staff uniforms, etc.)

2. Uncommitted Fund Balance excludes remaining balance for restricted grant funds and capital project funds

3. Includes institution "as needed" ftes (decrease from 10.23 ftes to 7.46)

# Juvenile Justice Providers Association

Dawn Stueckle, JJPA Co-chair  
Dinky Manek Enty, JJPA Co-chair

**Juvenile Justice Providers Association (JJPA)**

## Overview

- Juvenile justice system in San Francisco can be a national model
  - Community-based organizations (CBOs) provide point of arrest intervention and comprehensive alternatives to detention, in the community
  - Juvenile Hall (the Juvenile Justice Center or JJC)
  - Log Cabin Ranch (LCR)

**Juvenile Justice Providers Association (JJPA)**

## What is the Juvenile Justice Providers Association?

- Volunteer association of San Francisco community-based nonprofits supporting youth and families involved in the juvenile justice system
- Comprised of over 20 local community-based agencies committed to work together to provide quality services to youth
- Founded in 2004 as a system of neighborhood and community-based interventions to embrace, respect, guide and support youth involved in the juvenile justice system, to be successful in their lives
- Mission is to serve as a collective voice, for service providers of youth and families involved in the juvenile justice system, bringing their perspectives to advocacy for systems change
- Working in collaborative partnership with the Juvenile Probation Department, we promote a strength-based, culturally relevant system that promotes individual and community empowerment

**Juvenile Justice Providers Association (JJPA)**

## San Francisco's Juvenile Justice System can be an Innovative Model

- With the creation of the Children's Fund and the expansion of community-based services, juvenile justice in San Francisco has undergone a major transformation over the past 20 years
- Our city's nonprofit sector now delivers the vast majority of specialized services to our youth
- Staff are often drawn from the communities they serve and represent San Francisco's diverse cultural, linguistic, and lifestyle choices
- CBOs are not only good partners with comprehensive expertise, but have expansive resources to serve San Francisco's neediest youth:
  - We offer mental health services, homeless services, employment support, education, healthy recreational options, and mentoring just to name a few
- **We celebrate fewer kids in the system**

**Juvenile Justice Providers Association (JJPA)**

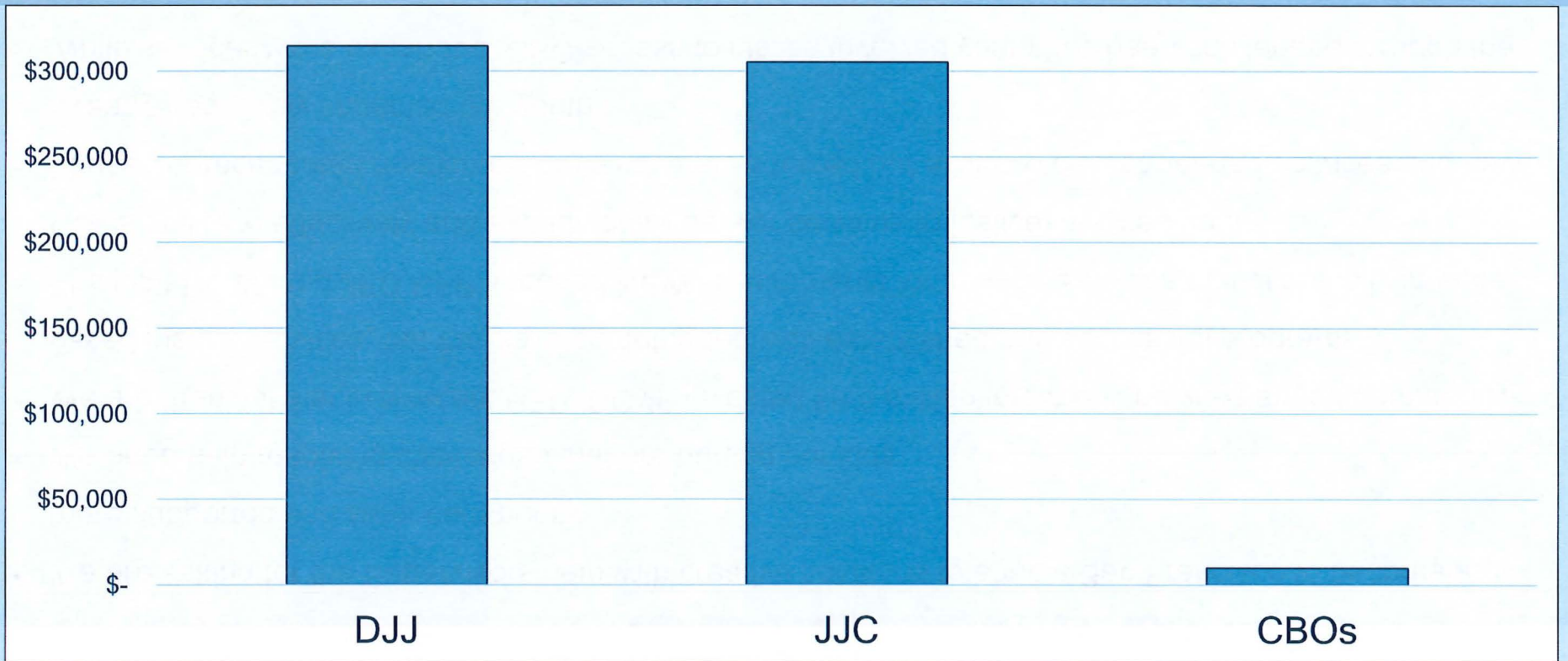


## We Need Your Support

- We are asking for the Supervisors help with creative solutions to enable San Francisco to become a more supported and safer community
- We need help resolving challenges that are hurting our kids
- We are thankful that in a recent RFP, DCYF invested \$9.6 million into many new/expanded community-based justice services, but the city also defunded well-established and successful programs
- The joint DCYF and JPD RFP imposed **NEW** requirements for Justice Services that drastically impede CBOs ability to effectively and expeditiously deliver services to justice-involved youth
- These unprecedented restrictions have severely affected our ability to deliver needed services and have already negatively impacted our youth
- While services were expanded, CBO access to justice involved youth has been challenged through the near elimination of referrals from the juvenile probation department

**Juvenile Justice Providers Association (JJPA)**

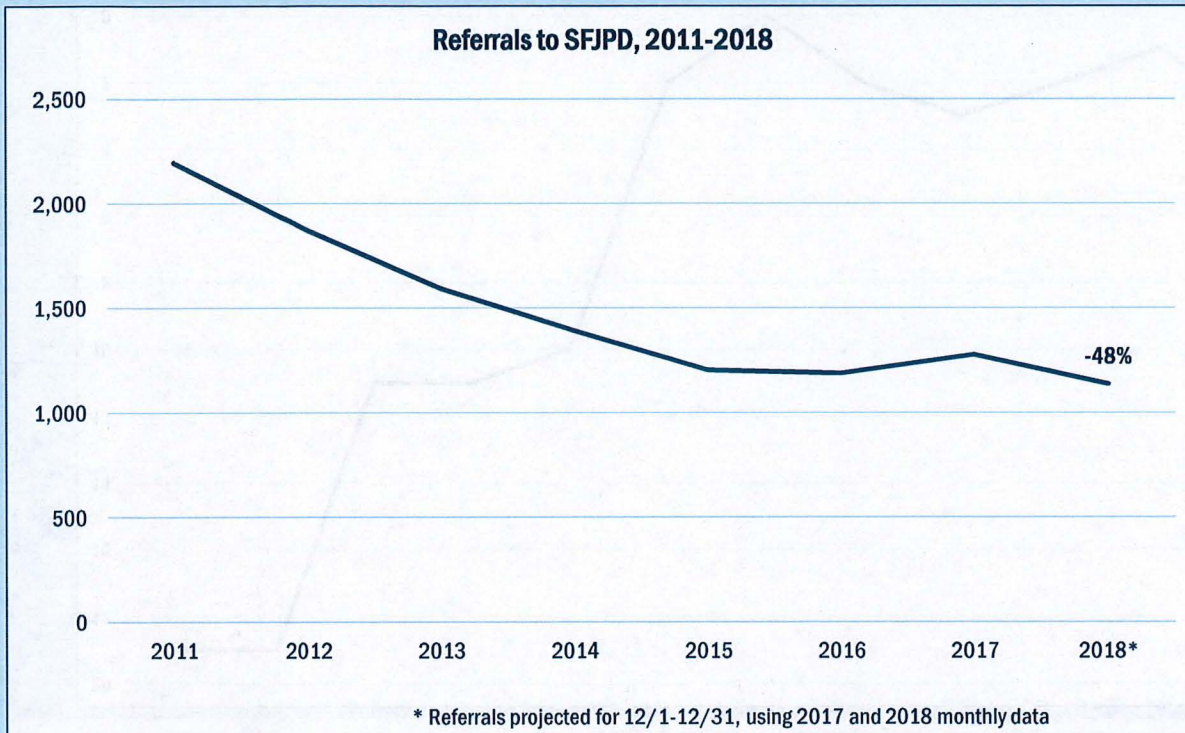
## Costs per Youth per Year (FY 17-18)



Juvenile Justice Providers Association (JJPA)

## Since 2011 Referrals to Probation have Fallen by Nearly Half While the Budget has Increased 16%

**Referrals to SFJPD, 2011-2018**

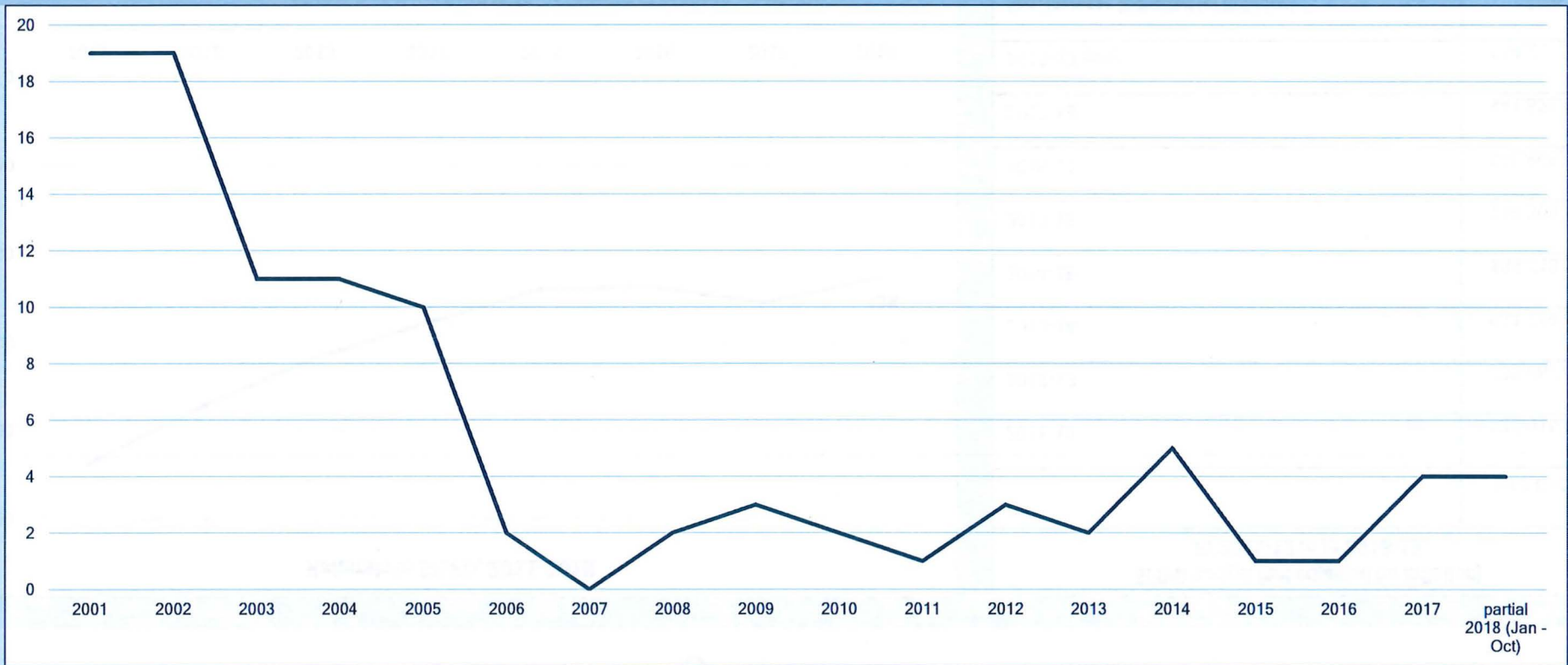


**SFJPD budget (not adjusted for inflation)  
FY 2011-12 to FY 2018-19**

	Total Budget
2011-12	\$33,815,012
2012-13	\$35,687,837
2013-14	\$34,719,848
2014-15	\$38,619,911
2015-16	\$36,303,520
2016-17	\$41,866,035
2017-18	\$41,521,926
2018-19 (proj)	\$44,217,722
<b>Real increase (adjusted for inflation)</b>	<b>16%</b>

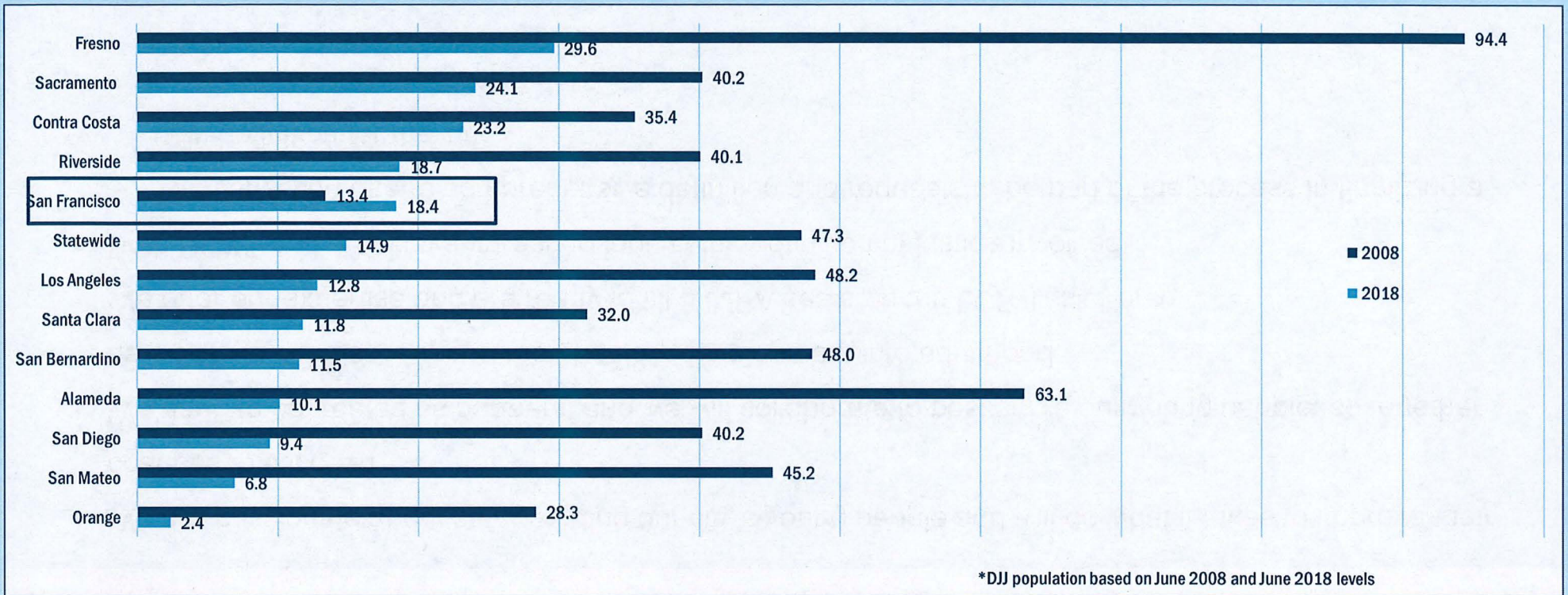
**Juvenile Justice Providers Association (JJPA)**

## San Francisco's Commitments to DJJ



Juvenile Justice Providers Association (JJPA)

## San Francisco is Now the Only Major California County with a Higher Rate of Youth Confined in DJJ Today than in 2008



Juvenile Justice Providers Association (JJPA)

## Solutions and Support

- We are passionate about safeguarding our city's young people and will do what it takes to improve their chances to succeed
- We need to be treated as partners, and we will collaborate to best serve our young people, so together as a city we can best support their healthy development into adulthood
- We offer our expertise and are ready to fill 3 JJPA seats on the LCR Task Force
- Both DCYF and JPD have agreed to look at the definition of justice involved
  - The JJPA can offer a comprehensive definition and requests to be part of the process in finalizing a new definition for the city

**Juvenile Justice Providers Association (JJPA)**

## The Referral Process

- The joint RFP imposed new stringent requirements for justice providers around the referral process: all referrals must come from a sole probation liaison
- Among our members, to date only 1 referral was made using this new JPD imposed referral process
- Restricting referrals prevents youth from receiving necessary treatment and interventions in the community, by community-based partners
- What's worse, is some POs have actively blocked referrals preventing youth from receiving critical individualized services
- We have led the way in moving our system to an innovative CBO treatment and intervention oriented model, away from the punitive system of the past
- Recent changes threaten our city's progress and hurt our young people

**Juvenile Justice Providers Association (JJPA)**

## DCYF's Supportive Response

- DCYF has responded to this crisis and partnered with us to create work-arounds to the referral process
- As of 11/27/18 DCYF offered some immediate changes for youth 10-21 years old
  - Agencies no longer have to seek JPD approval to move a youth from one program to another. This applies to program movement within our own agency or to another agency
  - Agencies can now serve at-risk and in-risk youth
  - Agencies can now accept referrals from Wellness Centers, the Public Defender's office, the Court systems, and other partners outside of JPD
- We ask this style of partnership continue, and as the JJCC updates its bylaws (about to begin) we request the council's leadership be co chaired with community

**Juvenile Justice Providers Association (JJPA)**



## Summary of Solutions

- We need to be treated as an equal partner
- DCYF and JPD agree that we need a new definition for justice involvement
  - The JJPA can craft this definition
  - The JJPA requests to be part of the process in finalizing the new definition for the community it impacts
- The city celebrates fewer kids in the system, but we need to maintain this downward trend
  - The JJPA requests an analysis of the JJC
- While DCYF has invested in varying services, the city also defunded well-established successful programs
  - Reinstate funding to the full ISCS collaborative
  - Reinstate funding from detention to diversion
- The JJPA will fill 3 LCR Task Force seats, and will support filling 2 seats for young people, and 2 seats for parents/family members of former wards
  - We ask for a clear timeline and expectations of LCR Task Force members

**Juvenile Justice Providers Association (JJPA)**

My name is Jodi Schwartz and I am the Executive Director of LYRIC. LYRIC is a grassroots advocacy and community services nonprofit whose mission is to build community and inspire positive social change through education enhancement, career trainings, health promotion, and leadership development with lesbian, gay, bisexual, transgender, queer and questioning (LGBTQQ) youth (24 years old and younger), their families, and allies of all races, classes, genders, and abilities.

With new funding from DCYF, LYRIC is collaborating with Young Women's Freedom Center to provide community connections for queer and trans youth and young adults in-custody at the Juvenile Justice Center and the County Jail. As part of these efforts, LYRIC has been working in partnership with the Juvenile Justice Provider Association to ensure that these young people get the supports they need and deserve.

During the most recent two years, 92 LYRIC participants have disclosed contact with the justice system, including contact with police in the six months prior to intake, arrest in the last year prior to intake, ever on probation or parole or ever in-custody in juvenile hall, state youth corrections, jail or prison. This represents almost one-third (31%) of LYRIC participants who received a new participant orientation ("intake") during this two-year period.

Over half (54%) of these young people are trans/gender non-conforming and over two-thirds (69%) are youth of color [28%-Multiracial; 25%-Latinx; 12% AA; 9% API; 1% Native American].

Over half (54%) are in urgent need of mental health services and approximately 8 out of 10 (78%) are homeless/marginally housed.

**Primarily trans and gender-conforming youth of color who are experiencing unstable housing and who are in urgent need of mental health services are the youth who are facing our justice system. And approximately two out of 10 (17%) are immigrant youth – youth who have come to this country, to our city, seeking a safe place to be who they are.**

69% of the youth with justice system contact are disconnected transition age youth (18-24 years of age). 54% are not in school, 73% are unemployed.

The vast majority of youth LYRIC works with continue to share with us their experiences of a lack of access to the supports they need due to the interacting forms of oppression they encounter – from family and community, and failures experienced in our school system, our child welfare and public health systems – that leave these young people disconnected and marginalized.

To thrive, these young people need peers and adults to champion them as integral members of our community - worthy of a safe home, access to behavioral health supports and opportunities to develop their leadership and achieve economic self-sufficiency.

Let us put our city resources, not to put our young people behind bars, but behind the success of our young people – especially trans youth of color - to thrive in community with the support of the dedicated network of community organizations standing before this committee today.

Thank you.

**LYRIC**  
CENTER FOR LGBTQ YOUTH

**Jodi L. Schwartz**  
Executive Director

*Pronouns: she/her/hers*

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Dimensions Clinic  
415-934-7789

Larkin Street Youth Services  
415-522-1377

24hr Crisis Hotline  
415-781-0500

24hr Domestic Violence Line  
415-864-4722

**Date:** \_\_\_\_\_

**Time:** \_\_\_\_\_

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