



Proposed Performance Measures FY 23 – 24

For Controller's Office *Annual Performance Results* and
Mayor's *Budget Book*

San Francisco Juvenile Probation Department

November 27, 2023

Agenda

- **Introduction**

- Purpose of performance measures
- Issues with current performance measures
- Proposed changes

- **Overview of Each Performance Measure**

- How it's measured
- Background & Context

Current Performance Measures

- **Used in:**
 - Controller’s Office Annual Performance Report
 - Mayor’s Budget Book
- **Purpose:**
 - Make transparent, data-driven decisions
 - Align programming with resources for greater efficiency and impact
 - Target may be a projection or goal, depending on whether department has control over results
- **Issues:**
 - Not updated in 5+ years
 - Not aligned with goals established by Juvenile Probation Commission in 2022
 - Not most effective measures of department performance

Controller’s Office Annual Performance Report (FY 22)

JUVENILE PROBATION						
Fiscal Year	2019-2020	2020-2021	2021-2022		2022-2023	2023-2024
Goal	Actual	Actual	Actual	Target	Target	Target
Provide a safe and secure environment for staff and detainees						
Juvenile hall population	20	13	14	24	30	30
Percent of Juvenile Justice Center youth grievances processed within two business days after filing	100%	100%	100%	100%	100%	100%
Reduce overtime expenditures in the entire department						
Annual overtime expenditures	\$921,422	\$770,018	\$942,037	\$500,000	\$1,000,000	\$1,000,000
Number of overtime hours incurred across the department	14,284	17,619	20,735	7,500	15,000	15,000
Reduce repeat offenders						
Percent of youth on wardship probation who incur a sustained finding for a new law violation	21%	9.0%	17%	15%	10%	10%
Successful Completion of Probation						
Average length of stay (in days) from disposition to placement of youth in juvenile hall awaiting out of home placement	23	22	26	7.0	7.0	7.0
Percent of youth on informal probation (WIC 654.2) who incur a sustained finding for a new law violation within 6 months of starting informal probation	0.0%	7.0%	6.0%	0.0%	N/A	N/A

Proposed Changes

Status	Performance Measure	Reason
Removed (4)	Overtime Expenditures	Not meaningful measure of performance and not understandable for the public
	Total Overtime Hours	
	JJC Youth Grievance Processing	Not useful, as it's always 100%
	Youth Probation Violations	Not best measure of program effectiveness
Kept (2)	Average Length of Stay	
	Juvenile Hall Population	
Added (5)	Percent of JJC population that is committed	Important to capture changing nature of JJC population
	Juvenile Misdemeanor Diversion	Tracking progress towards goal of 100% diversion
	Youth Connection to Programs	Connection to enriching and responsive programming is foundational to diverting youth away from system involvement
	Youth Recidivism	Important measure of program effectiveness
	Average Caseload per Case Carrying Staff	Important for right-sizing JPD

New Performance Measures

Operational Areas and Goals

#	Performance Measure	Type	JPC and JPD Goals	Operational Area
1	Average Daily Juvenile Justice Center Population	Projection	Reimagine how the City addresses juvenile crime and delinquency	Detention and Commitments
2	Commitments as a Percentage of the Average Daily Juvenile Justice Center Population	Projection	Advance the goals of the City and DJJ Realignment Subcommittee	
3	Length of Stay in Juvenile Hall	Goal	Reimagine how the City addresses juvenile crime and delinquency	
4	Juvenile Misdemeanor Diversion	Goal	Prioritize diversion and connection to appropriate services and responses at every stage of the youth's contact with JPD	Diversion
5	Youth Connection to Programs	Goal	Prioritize diversion and connection to appropriate services and responses at every stage of the youth's contact with JPD	Youth Engagement and Outcomes
6	Youth Recidivism	Goal	Reimagine how the City addresses juvenile crime and delinquency	
7	Average Caseload per Case Carrying Staff	Goal	Equitably right-size and operate the Juvenile Probation Department	Staffing

Performance Measures

Overview

Average Daily Juvenile Justice Center Population

- **Target: 26**
 - Projection that will be updated annually
- **Example:**
 - Mid-Year: 18 youth
 - Full-Year: 21 youth
- **Definition:**
 - Includes youth detained in Juvenile Hall
 - Includes youth committed to Juvenile Hall
 - Includes youth committed to SYTF
- **Background & Context:**
 - San Francisco has one of the lowest juvenile incarceration rates of any county in California

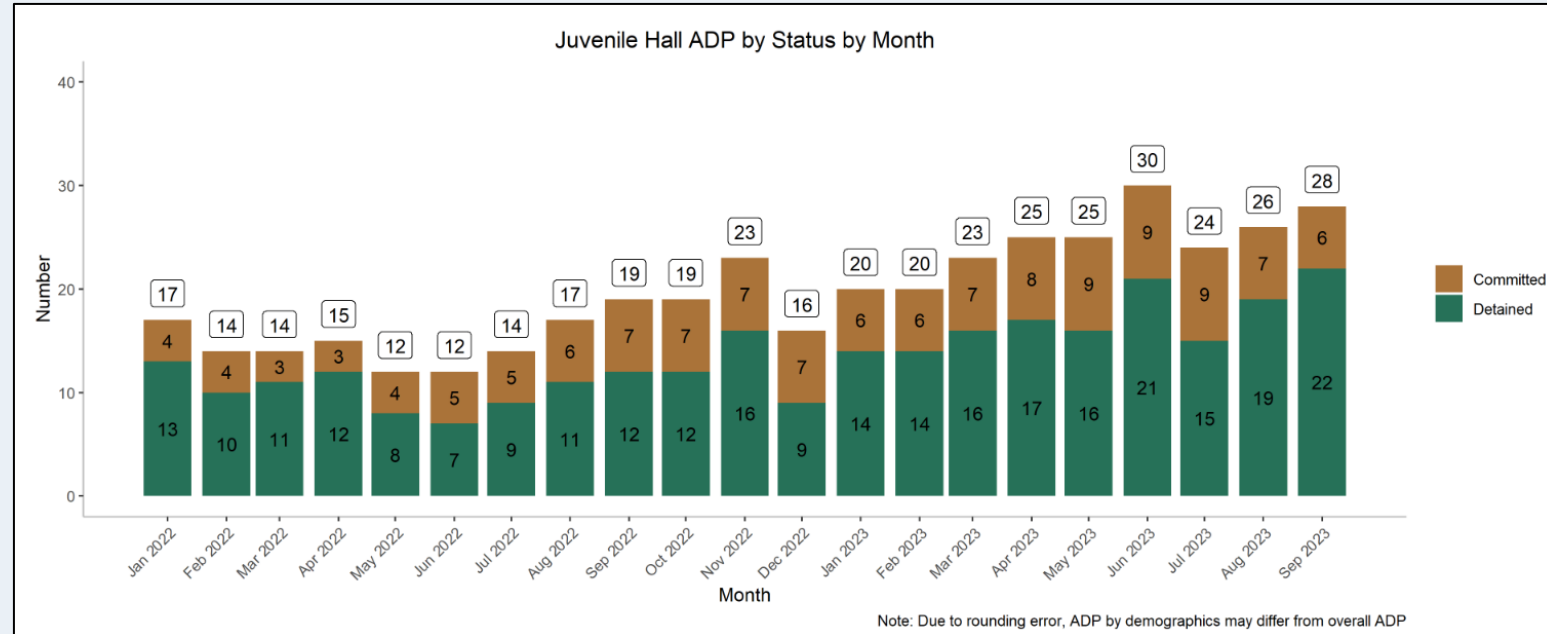
Juvenile Incarceration Rates by California County

County	ADP (2022)	Total Youth Population (2022)	Incarceration Rate (X per 100,000)
San Bernardino	94	16,895	558
Tuolumne	14	9,379	149
Yuba	18	22,679	79
Shasta	28	38,900	72
Tulare	53	141,353	38
Stanislaus	54	146,088	37
Ventura	65	179,843	36
San Luis Obispo	15	47,942	31
Santa Barbara	29	97,200	30
Santa Cruz	13	47,851	27
San Joaquin	56	207,033	27
Tehama	4	15,463	26
Solano	25	97,378	26
San Diego	163	678,175	24
Contra Costa	59	251,062	24
Los Angeles	445	1,983,112	22
Santa Clara	81	379,802	21
Alameda	67	317,654	21
Sonoma	18	90,256	20
San Francisco	18	110,756	16
San Mateo	21	140,732	15
Yolo	6	43,312	14

Source: BSCC Juvenile Detention Profile Survey

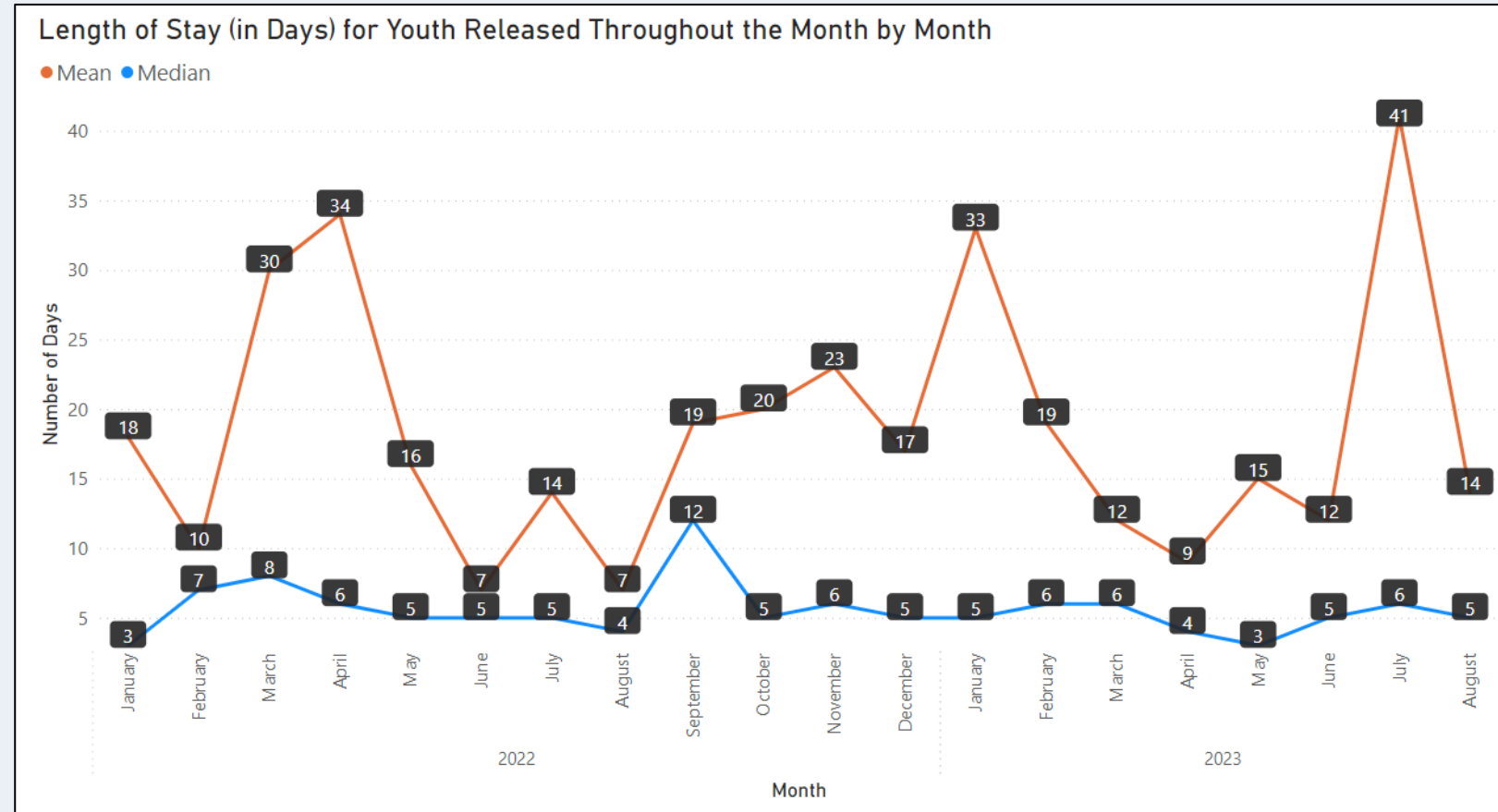
Commitments as a Percentage of the Average Daily Juvenile Justice Center Population

- **Target: 33%**
 - Projection based on historical data
- **Example:**
 - Mid-Year: 35%
 - Full-Year: 32%
- **Definition:**
 - Percent of the Juvenile Justice Center's Average Daily Population that are committed to Juvenile Hall or the Secure Youth Treatment Facility
- **Background & Context:**
 - Important to distinguish between detained and committed youth



Length of Stay in Juvenile Hall

- **Target:** $\geq 50\%$
 - Goal
- **Example:**
 - Mid-Year: 50%
 - Full-Year: 51%
- **Definition:**
 - Percent of detained youth released from Juvenile Hall within 5 days of admission
 - Excludes committed youth
- **Context/Background:**
 - JPD is developing new strategies for reducing time in detention for youth awaiting placement
 - Intensive services foster care pilot program
 - Boys' Home



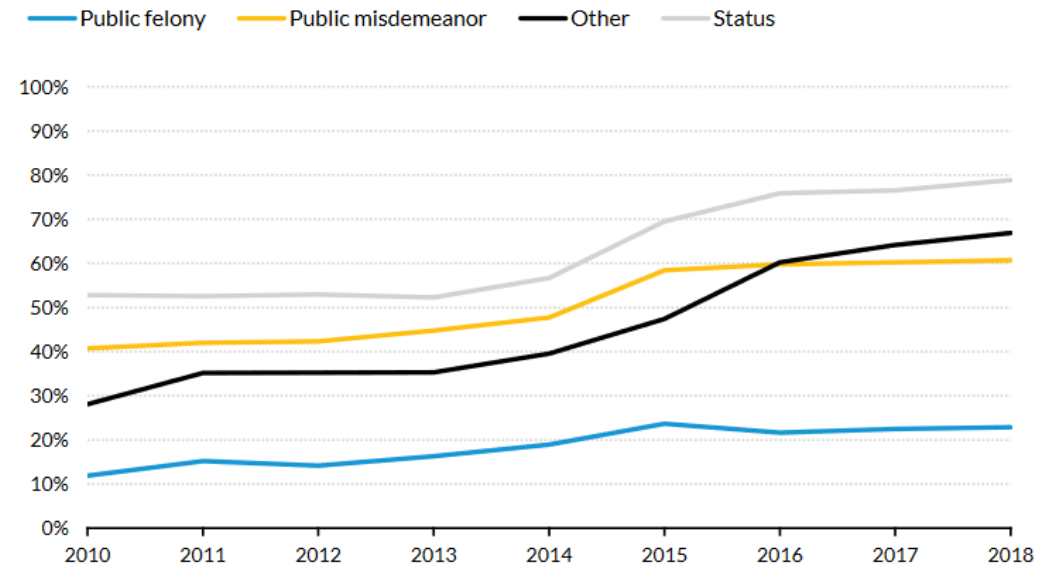
Juvenile Misdemeanor Diversion

- **Target:** 100%
 - Goal
- **Example:**
 - Full-Year: 85%
 - Data only available as of March 2023
- **Definition:**
 - Percent of **eligible** juvenile misdemeanor citations diverted from prosecution
 - Only includes referrals **eligible** for diversion
 - Excludes out of county citations
 - Excludes all traffic offenses, as they are referred to traffic court; WIC 707(b)/youth 14 or older
 - In the future, counsel and close will be counted as diversion
- **Background & Context:**
 - Kentucky, a leader in diversion, has a misdemeanor diversion rate of 60%

FIGURE 7

Diversion Agreements Increased for all Nondismissed Complaint Types, Particularly Status Complaints

Proportion of nondismissed complaints with diversion agreements



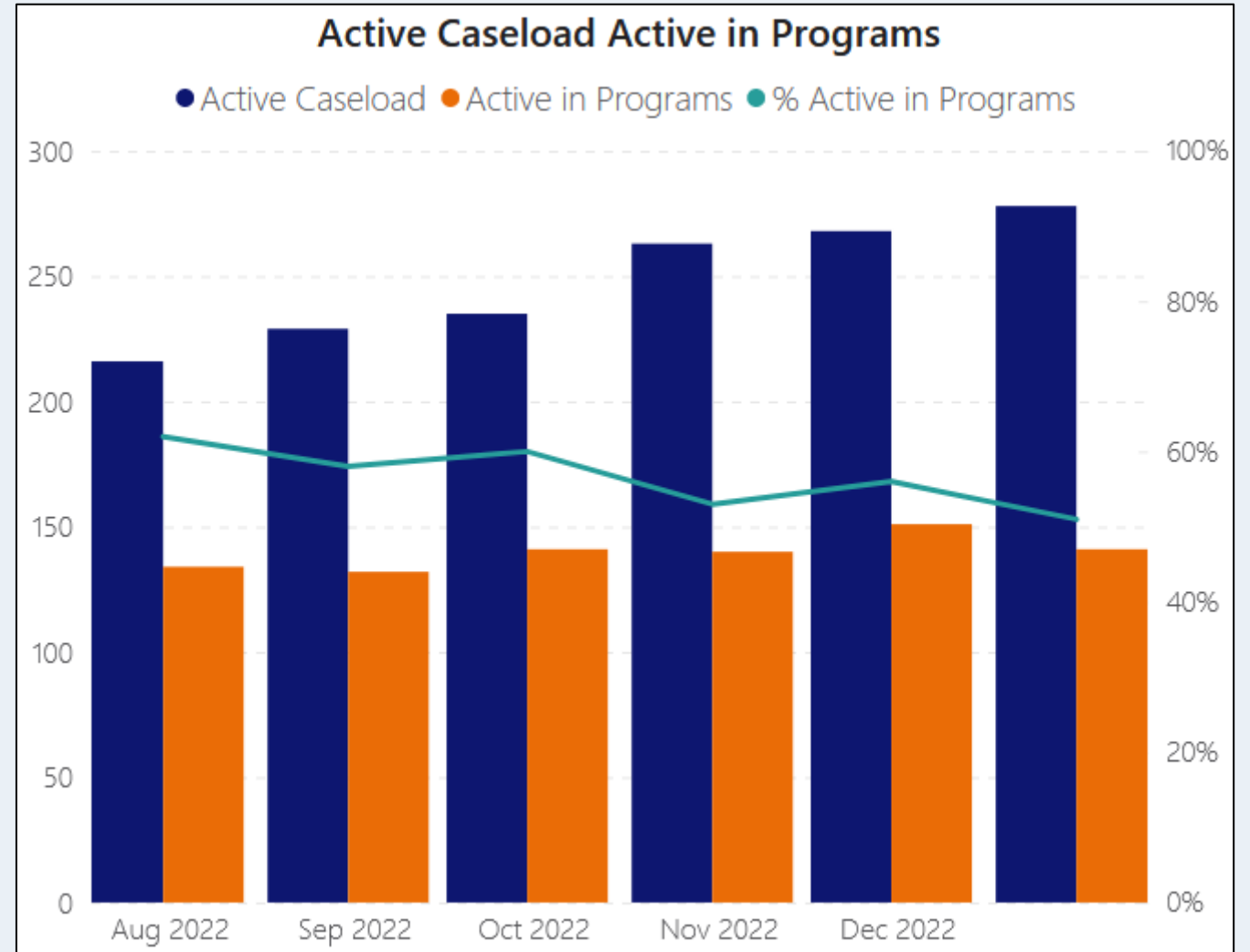
URBAN INSTITUTE

Source: Urban analysis of Administrative Office of the Courts data.

Note: "Other" includes public violations, violations of local ordinances, and "unknown."

Youth Connection to Programs

- **Target: 100%**
 - Goal
- **Example:**
 - Mid-Year: 57%
 - Full-Year: 62%
- **Definition:**
 - Percent of youth on the JPD caseload who are in community-based and/or public programs
- **Context/Background:**
 - According to DCYF, access to enriching and responsive programming, positive activities, and training is foundational in diverting youth and TAY/A away from system-involvement



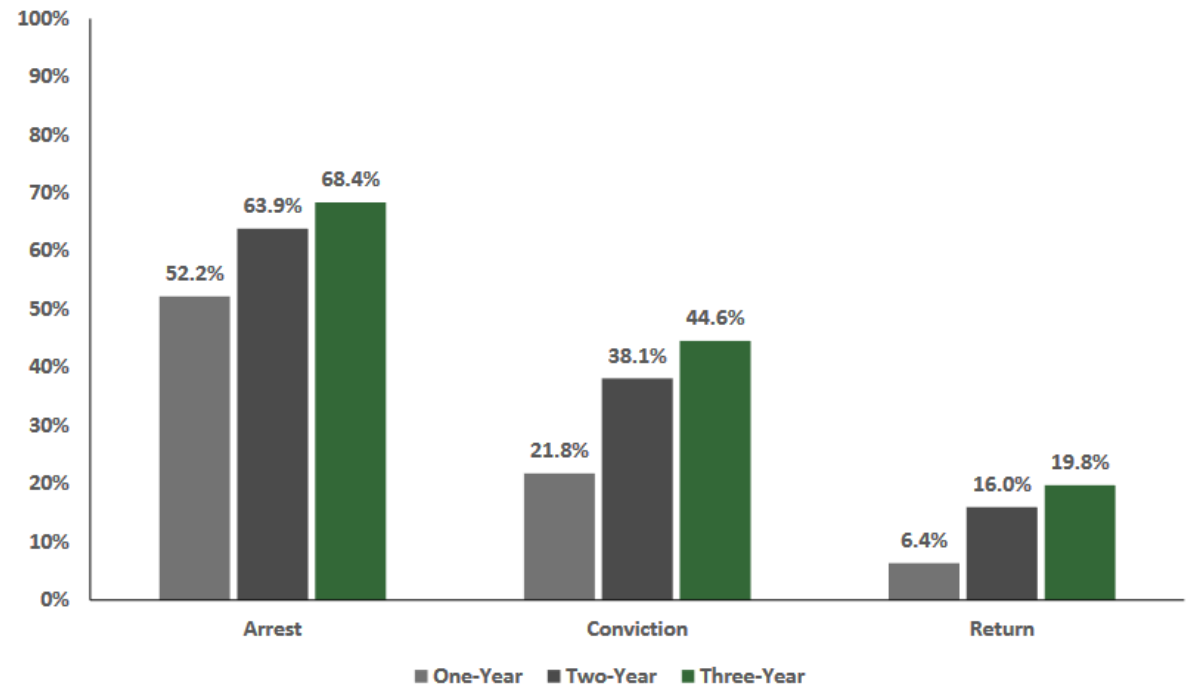
Youth Recidivism

- **Target:** ≤ 20%
 - Goal
- **Example:**
 - Mid-Year: 20%
 - Full-Year: 19%
- **Definition:**
 - Percent of youth who recidivate (youth with a sustained petition who have a subsequent sustained petition in a 2-year period)
 - Does not include involvement in the adult system
 - Does not include other counties
- **Background & Context:**
 - Each jurisdiction measures recidivism differently
 - Some define as re-arrest, return to custody, re-conviction, or re-incarceration
 - Some use 1-, 2-, or 3-year follow-up periods
 - Significant data limitations prevent meaningful comparison to other counties

2 Statewide Recidivism Rates and Rates by Post-Release Supervision

2.1 Recidivism Rates for the Fiscal Year 2017-18 Release Cohort

Figure 1. One-, Two-, and Three-Year Recidivism Rates for Offenders Released in Fiscal Year 2017-18



Average Caseload per Case Carrying Staff

- **Target:** ≤ 20 youth per staff caseload
 - Goal that will be updated as needed
- **Example:**
 - Mid-Year: 20 youth per staff caseload
 - Full-Year: 21 youth per staff caseload
- **Definition:**
 - Includes Deputy Probation Officers and Social Workers
 - Excludes cases diverted to CARC at arrest
- **Context/Background:**
 - Limited data on ideal juvenile probation officer caseloads
 - 1992 survey indicates ideal caseload/staff of 35
 - Doesn't reflect increased scope of responsibility for modern POs
 - Depends on level of supervision

Survey of POs Current and Optimal Caseloads

Caseload	Urban	Suburban	Rural	Overall
Current	47	40	30	41
Optimal	35	35	25	30

Source: Thomas, D. (1993). The State of Juvenile Probation 1992: Results of a Nationwide Survey. NCJ 159536

APPA Recommended Probation Caseloads

Level of Supervision	Recommended Ratio of Cases per PO
Youth in intensive supervision category	15:1
Youth in moderate to high-risk category	30:1
Youth in low-risk category	100:1

Source: American Probation and Parole Association (APPA), 2006

New Performance Measures

Summary of Targets & Examples

#	Performance Measure	Example (FY 22 – 23)			
		Target	Type	Mid-Year	Full-Year
1	Average Daily Juvenile Justice Center Population	26	Projection	18	21
2	Commitments as a Percentage of the Average Daily Juvenile Justice Center Population	33%	Projection	35%	32%
3	Length of Stay in Juvenil Hall (% of youth released from JH within 5 days)	≥ 50%	Goal	50%	51%
4	Juvenile Misdemeanor Diversion	100%	Goal	N/A*	85%*
5	Youth Connection to Programs	100%	Goal	57%	62%
6	Youth Recidivism	≤ 20%	Goal	20%	19%
7	Average Caseload per Case Carrying Staff	≤ 20	Goal	20	21

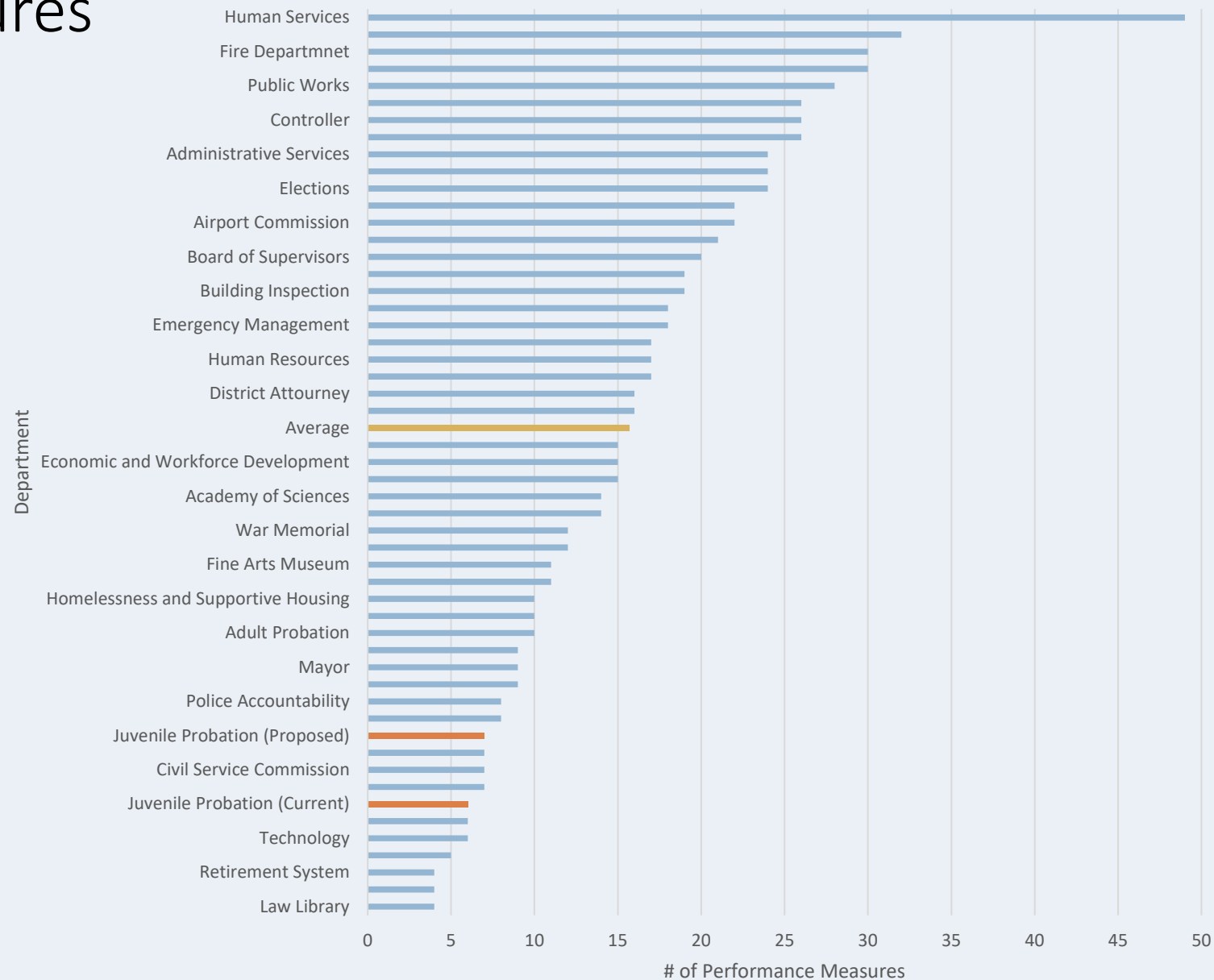
Backup Slides

of Performance Measures

Comparison to Other Departments

	# of Performance Measures
Highest	49
Average	16
Lowest	4
JUV (Current)	6
JUV (Proposed)	7

of Performance Measures by Department

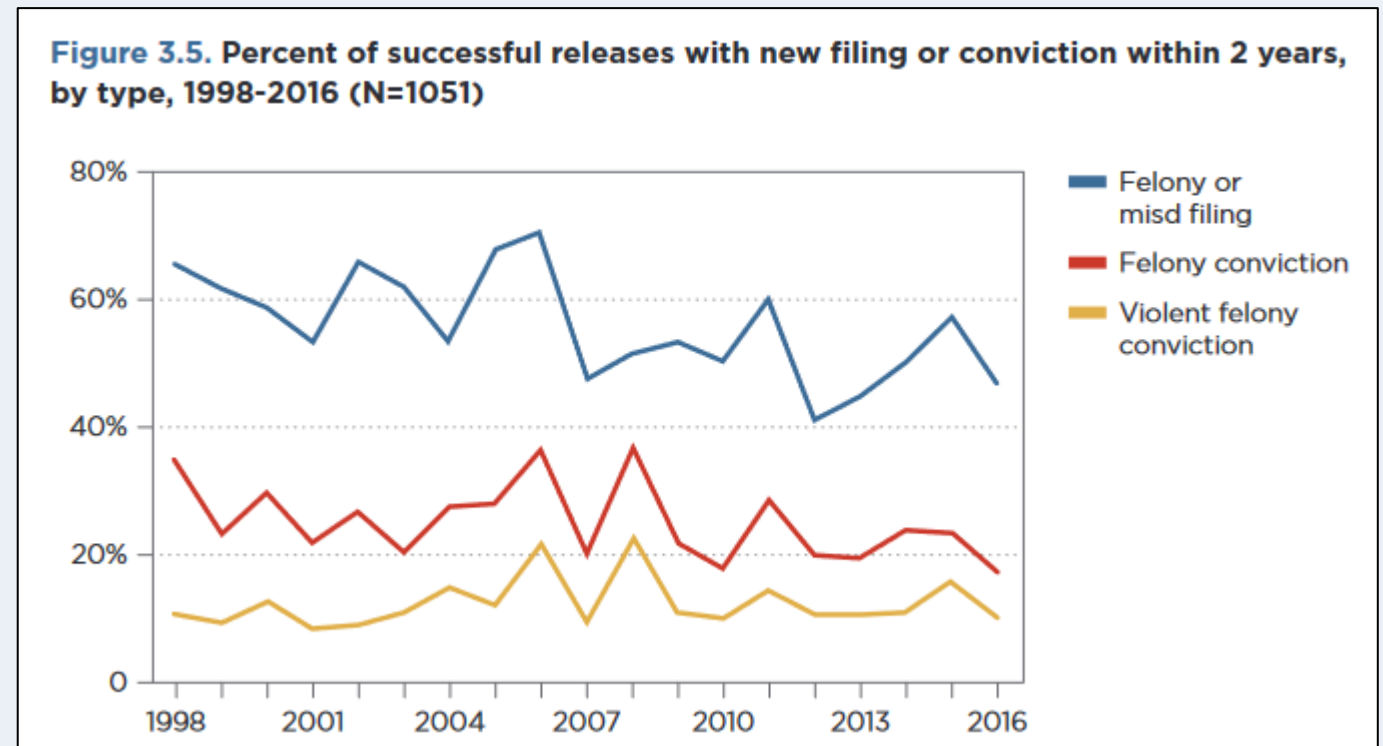


Recidivism Comparison

Recidivism Rate during 2-year Follow-up

Type	%
New Felony Conviction	24.8%
New Violent Felony Conviction	11.6%

- Study from 2018:
 - Evaluation of the Youthful Offender System (YOS) in Colorado
 - 435 high-risk youth
 - 12-month follow-up period



Recidivism Comparison

- Study from 2005:
 - 5-year, multisite evaluation of the implementation and outcomes of the Intensive Aftercare Program
 - 435 high-risk youth
 - 12-month follow-up period

Recidivism Rate during 12-month Follow-up

State	% Re-convicted of felony	% Re-convicted of criminal offense
Colorado	28%	38%
Nevada	45%	60%
Virginia	32%	49%