

San Francisco Adult Probation Department



*Protecting the community,
serving justice,
and changing lives.*

Strategic Plan 2012–2017



Adult Probation Department

PROBATION

A Conversation with Chief Still



What is the primary focus of the department's work?

As Chief, I am leading the San Francisco Adult Probation Department (APD) in a direction that is focused on advancing the Department's mission of protecting the community, serving justice, and changing lives. We are doing this through collaboration with stakeholders and partners, and by improving our internal ability to successfully supervise clients and increase the safety of our community.

How does the Department work with members of the community?

The Department works hard to build strong relationships with stakeholders, community organizations, and public safety partners. The APD works closely with and receives policy and financial support from the Court, Mayor, Board of Supervisors, and private foundations. These collaborative efforts help us to more effectively use our limited resources to improve San Francisco's public safety system and make our communities safer.

What is your approach to using evidence to inform the work of the Department?

The APD strives to be a forward thinking and progressive department. We focus on implementing strategies that are supported by the research on what's effective in reducing reoffending and increasing public safety. These strategies, including the use of assessment tools and collaborative case management, are successfully implemented through gender-responsive, culturally competent, family-focused, and strength-based approaches. APD staff maintain the highest standards of professionalism and draw upon strong relationships with our diverse communities and partners. As Chief, I have confidence in and am consistently impressed by both. The Department's staff are strongly committed to enhancing the effectiveness of supervision through the implementation of evidence-based practices. Our relationships with our partners are strong and we continue to build collaborative initiatives that make the most effective use of resources and provide well-coordinated services to our clients.

How will the implementation of the Department's strategic initiatives safeguard community safety?

The APD is proud of our continued efforts to implement the strategic initiatives outlined in this document. The commitment of our staff, the collaborative efforts of the Department and its partners, the support of the community, and the use of evidence-based practices come together in these initiatives to create a service delivery environment that is cutting edge. Successful implementation will position the San Francisco Adult Probation Department as a national leader in delivering probation services that increase victim safety and enhance the lives of individuals on probation, their families, and their communities.

San Francisco Adult Probation Department Vision



Photo by Mathew Sumner

The San Francisco Adult Probation Department achieves excellence in community corrections, public safety, and public service through the integration of evidence-based practices, and a victim-centered approach into our supervision strategies. We collaborate with law enforcement, the Court, the Department of Public Health, victim organizations, and community-based organizations to provide a unique blend of enforcement, justice, and treatment. We are leaders in our profession, exemplifying the highest standards. We extend a continuum of integrated services to address clients' criminogenic needs and empower them to become productive law-abiding citizens.

PROBATION

P.R.O.T.E.C.T. Our Community

Protect: We value protection of the residents of the City and County of San Francisco.

Respect: We value respect and personal wellness for ourselves, each other, and all members of the community.

Opportunities: We value providing opportunities for offender rehabilitation, improved public safety, victim restoration, and maximizing officer and employee potential.

Teamwork: We value teamwork and cooperation through partnerships with all justice and community stakeholders.

Ethics: We value impartiality, accountability, diversity, professionalism, and a strong work ethic.

Commitment: We value our commitment to public safety and public service.

Trust: We value the trust placed in us by the public we serve, and perform our duties with integrity and possess the skill set unique to our profession through systemic integration of evidence-based principles.

PROBATION

Department Overview

The Adult Probation Department serves the City and County of San Francisco by supervising clients placed on probation, post release community supervision (PRCS) and mandatory supervision, providing reports to the Superior Court to inform sentencing decisions, and supporting victims of crimes by providing information about their rights. The APD is funded through City/County funds, state funds, grants, and probation fees.

The APD is responsible for supervising adults who are placed on probation or mandatory supervision by the Court, or assigned to PRCS. If a client violates a term or condition of their sentence, the APD returns the client to the Court with a recommendation on how to respond to the violation. If a client fails to meet treatment plan goals, APD has authority to impose intermediate sanctions. Supervision of each client is tailored to reflect their public safety risk and is informed by completion of a nationally validated assessment tool, Correctional Offender Management Profiling and Alternative Sanctions (COMPAS). COMPAS assesses both the client's risk of reoffending and their needs that relate to criminal activity, such a history of anti-social behavior, anti-social personality, anti-social cognition, and anti-social companions. The APD matches clients with appropriate treatment programs, housing, and other services, and assists them with developing the skills needed to live crime-free and productive lives. This strategy is shown by research to reduce additional law violations.

The APD's evidence-based supervision model emphasizes supervising clients where they live in the community, checking on compliance with probation conditions, cooperating closely with community

groups and services providers, and implementing investigative and case management practices that address client needs that relate to criminal behavior.

The dedicated and professional APD staff are committed to providing high quality and cost-effective services to adults on probation. The APD's collective efforts are greatly enhanced by the many partnerships established with system stakeholders and community providers. Together, with our partners, APD makes a positive difference in the lives of clients and victims, improves public safety, and breaks the intergenerational cycle of incarceration.

In 2011

- APD staff attended over 400 neighborhood and community-based meetings, discussing issues affecting community safety and gathering information about community-member concerns.
- Over 16,000 clients visited APD for services, including meeting with their probation officer.
- Over 2,200 clients were referred to treatment services. Research has shown that recidivism rates decrease when clients participate in appropriate treatment programs.
- APD collected over \$231,000 in fines and fees from clients.
- APD successfully implemented the Criminal Justice Realignment Act (AB109) and began supervising post-release community supervision and mandatory supervision cases.

PROBATION

Department Overview: Budget

Table 1. Fiscal Year 2012-13

Financial Sources

| Source | Amount |
|--|---------------------|
| Fees and Fines | \$230,000 |
| AB109 State Realignment | \$8,539,301 |
| SB678 Community Corrections Incentive Fund | \$1,356,567 |
| Grants | \$982,941 |
| General Fund | \$13,800,324 |
| TOTAL | \$24,909,133 |

Table 2. Fiscal Year 2012-13

Annual Budget

| Use | Amount |
|---------------------------------|---------------------|
| Labor | \$16,722,175 |
| Non Labor | \$4,142,729 |
| Services from other Departments | \$4,044,229 |
| TOTAL | \$24,909,133 |

Table 3. Fiscal Year 2012-13

Staffing

| Budgeted Positions | Number |
|---------------------------------|------------|
| Sworn staff | 114 |
| Reentry | 5 |
| Records & reception | 11 |
| Administration & finance | 10 |
| Information technology | 5 |
| Temporary staff | 7 |
| TOTAL BUDGETED POSITIONS | 152 |



APD staff bring diverse educational backgrounds to their work including degrees in criminal justice, psychology, law, creative writing, and public administration



It's been a blessing. Being an ex-con and a person in my position, it's been great to be treated with respect. My probation officer always listens to what I have to say, and has been very supportive.

— Current client



Photo by Mathew Sumner

PROBATION Clients

Table 4. Active Clients by Offense Type

| Offense Type | Number |
|--------------|-------------|
| Felonies | 4783 |
| Misdemeanors | 1219 |
| Wobblers | 2 |
| Infractions | 2 |
| TOTAL | 6006 |



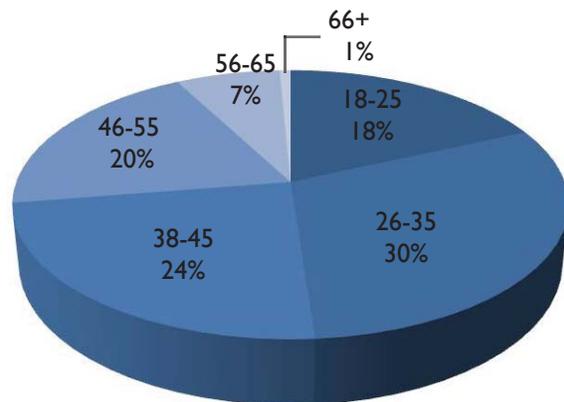
Chart 1. Active Clients by Felony Case Types



Table 5. Active Clients by Gender

| Gender | Number |
|--------------|-------------|
| Female | 963 |
| Male | 5041 |
| Transgender | 2 |
| TOTAL | 6006 |

Chart 2. Active Clients by Age (Years)



PROBATION

Key Strategies

1 *Implement innovative approaches that break the cycle of crime, are effective in achieving behavior change, and prevent reoffending and victimization.*

The APD is working to achieve this strategy by incorporating evidence-based practices throughout its operations. This includes implementing the COMPAS risk and needs assessment tool, and providing intensive treatment and rehabilitation for clients. The APD gathers and incorporates stakeholder input on these initiatives by communicating regularly with its partners.

2 *Use the APD's quality assurance system to ensure accountability to clients, partners, the community, and ourselves.*

The APD is developing a set of “dashboard” measures that can be used to monitor its performance in several key areas. This includes ensuring fidelity to policies and procedures by conducting and reporting the results of case reviews and file audits, and communicating regularly and clearly with staff about expectations. The APD has partnered with UC Berkeley to complete a revision of agency policies in line with evidence-based practices.

3 *Communicate in a timely and effective manner to partners, the community, and staff.*

Clear and regular communication is critical to achieving our goals. As the APD enhances its implementation of evidence-based practices, it is committed to timely and effective communication with staff and partners. Staff receive training on what evidence-based practices are and how they can be integrated into day-to-day operations. Managers are empowered to respond to staff feedback and concerns in order to support this work.

PROBATION

Key Strategies

4 Support victims, their families, community members, and community groups by maintaining accessibility and responding to their concerns.

The APD demonstrates its commitment to victims of crime and their safety by maintaining accessibility and being responsive to their needs and concerns. APD staff participate in relevant community groups, including victims' services organizations. APD has a dedicated intensive supervision unit designed to protect victims of domestic violence.

5 Develop tailored plans that support safe and successful rehabilitation and reentry of clients into the community.

The APD develops individualized case plans that are tailored to each client and support their ability to achieve success. Client feedback is gathered through surveys and used to measure the performance of the APD and its staff in delivering quality customer service and carrying out its public safety responsibilities.

6 Provide effective, family focused rehabilitative programs both internally and through partnerships with community-based organizations.

The APD develops alternatives to incarceration through an array of treatment and service interventions that are evidence-based and use family-focused models, when appropriate. Clients are matched with appropriate interventions using an array of community-based services, which will be centralized in early 2013 at the Community Assessment and Service Center (CASC).

The pre-sentence reports that the APD develops contribute to the overall goal of public safety.
— Public Safety Partner

PROBATION

Key Legislation

In response to increasing costs associated with the burgeoning prison population, the California legislature recently passed several new laws that shift offenders from prisons to local jails and probation. These laws include SB678, the Community Corrections Performance Incentive Act, and AB109, the Public Safety Alignment Act. According to the California Department of Corrections and Rehabilitation (CDCR) these laws resulted in a reduction of 16% in the state prison population (from 144,138 to 120,946) during the months of October 2011 and July 2012.

Community Corrections Performance Incentive Act (SB678)

Signed into law on October 11, 2009, SB 678 established a system of performance-based funding for county probation departments rewarding

counties that successfully decrease the rate at which they send probationers to state prison. The legislation appropriated seed funds from the American Recovery and Reinvestment Act of 2009 and implemented a system which allows counties to share 40-45 percent of the savings the state accrues from not housing revoked probationers. County probation departments are required to reinvest their share of the savings in evidence-based probation, defined as programs and practices that have been scientifically proven to reduce recidivism. As of July 2012, San Francisco reduced the number of individuals revoked to prison by 48%. (Table 7).

SB 678 established a Community Corrections Partnership (CCP) in each county, chaired by the Chief Adult Probation Officer, and charged with advising on the implementation of SB 678 funded initiatives.

Table 7. SB678 Implementation

| Fiscal Year | | Total Probation Population | Total Felony Probation Population | Number of Revocations Sent to State Prison | Annual Total | Percent Change Since 2009 |
|-------------|----|----------------------------|-----------------------------------|--|--------------|---------------------------|
| 2009 | | | | | 256 | |
| 2010 | Q1 | 6,801 | 6,182 | 62 | | |
| | Q2 | 6,667 | 5,992 | 46 | | |
| | Q3 | 6,461 | 5,775 | 42 | | |
| | Q4 | 6,388 | 5,663 | 49 | 199 | -22.3% |
| 2011 | Q1 | 6,389 | 5,532 | 43 | | |
| | Q2 | 6,270 | 5,420 | 35 | | |
| | Q3 | 6,223 | 5,388 | 37 | | |
| | Q4 | 6,113 | 5,149 | 18 | 133 | -48.0% |
| 2012 | Q1 | 6,105 | 5,039 | 14 | | |

PROBATION

Key Legislation

Public Safety Realignment Act (AB109)

In an effort to address overcrowding in California's prisons and assist in alleviating the State's financial crisis, the Public Safety Realignment Act (AB109) was signed into law on April 4, 2011. It was amended by AB 117 (June 28, 2011) and SB 1021 and 1023 (July 1, 2012). The Act transfers responsibility for supervising specified low-level felony inmates and parolees from the CDCR to the counties. Implementation of the Act began on October 1, 2011.

AB 109 and AB 117 established an Executive Committee of the Community Correction Partnership (CCP). Chaired by the Chief Adult Probation Officer, the CCP Executive Committee develops an annual realignment plan, which is submitted to the Board of Supervisors for consideration and approval (PC § 1230.1).

Major changes enacted by Public Safety Realignment include:

Post Release Community Supervision (PC § 3450-3465)

Individuals released from State Prison on or after October 1, 2011, who were serving sentences for non-serious, non-violent, non-sex offenses were released to Post Release Community Supervision (PRCS) which is administered by the APD. Previously, these individuals would have been on State Parole. In San Francisco, PRCS revocations are heard in San Francisco Superior Court, and revocation and violation sentences are served in San Francisco County Jail. PC § 3451-3455 encourages the use of evidence-based practices in supervision of PRCS clients, including the use of graduated sanctions and flash incarcerations (up to 10 days) in County Jail.

PRCS cannot exceed a three-year term and clients who are successful and remain violation-free for 12 consecutive months are automatically terminated.

Parole Violations (PC § 3000.08 – 2000.09)

Individuals released from CDCR on or after October 1, 2011, who were serving a sentence for a serious, violent, or sex offense continue to be released to State Parole. Parole violation hearings are still conducted by the Board of Parole Hearings. Parole violation sentences are no longer served in State Prison, but in San Francisco County Jail for up to 180 days. After July 1, 2013, the revocation process will work the same for parole as it does for PRCS.

Redefining Felonies (PC § 1170)

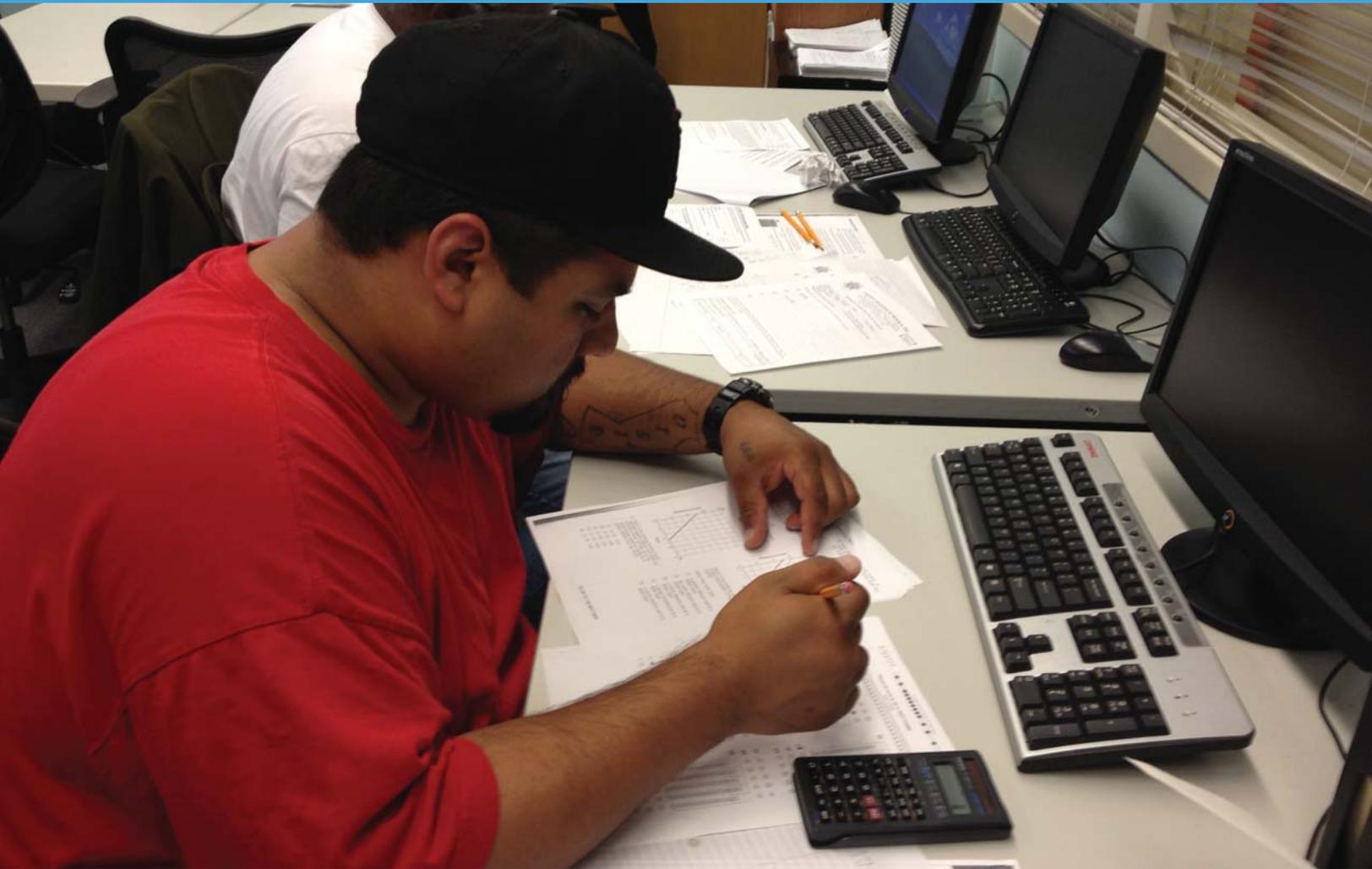
Individuals convicted of certain felonies on or after October 1st may be sentenced for more than 12 months to San Francisco County Jail, rather than State Prison. Per the sentencing judge's discretion, the sentences for eligible felonies can be served in County Jail (straight jail sentences), per § 1170(h)(5)(a), or split between time served in County Jail and time supervised by the APD under Mandatory Supervision (split sentences), per § 1170(h)(5)(b).

PRCS Clients in San Francisco

During the first six months of Realignment implementation, from October 1, 2011 through March 31, 2012, San Francisco County received a total of 388 PRCS and 1170(h) cases. Of these, 248 (64%) were PRCS clients, 79 (20%) were 1170(h) straight jail sentences, and 61 (16%) were 1170(h) split sentences. All PRCS clients were assessed using the COMPAS tool, resulting in 79% being assessed as high risk, 11% as medium risk, and 9% as low risk.

My probation officer has been helpful, thoughtful, serious, stern, and hopeful. She offered guidelines [and] all I had to do was accept it. I am grateful to be her client.

— Former client



PROBATION

Key Initiatives

Evidence-based Practices

The APD continues to expand its knowledge and application of evidence-based practices in community corrections. Implementation of the Correctional Client Management Profiling and Alternative Sanctions (COMPAS) assessment tool is under way with full development of a robust case management system anticipated in FY 2012-13. An evidence-based presentence report, including COMPAS assessment data, was introduced in FY 2010-11

and provides analysis and recommendations to inform the Court's dispositional decisions. Use of assessment information is broadening to include all high and medium risk clients

under the APD's supervision. A key element of this strategy involves development of a comprehensive case management plan (the Individual Treatment and Rehabilitation Plan) which serves to focus supervision activities by targeting risk factors and needs associated with criminal behavior. These risks and needs are matched with interventions proven to reduce recidivism. To build the APD's capacity to implement these innovations, staff receive training in assessments, motivational interviewing and cognitive behavioral interventions, and the use of incentives and sanctions to promote behavioral change and increase intrinsic motivation.

Reentry Council

The Reentry Council works closely with and regularly shares information with the Executive Committee of the Community Corrections Partnership and focuses on facilitating the transition of inmates from prison back to their communities. The Council supports broad engagement of all stakeholders interested in reentry and uses a model of shared leadership, engages formerly incarcerated individuals, and encourages strong participation of

safety net and health partners. It is co-chaired by the Chief of Adult Probation, District Attorney Mayor, Public Defender, and Sheriff. The Public Defender's Office initially provided primary staffing

of the Council, after which the Adult Probation Department assumed responsibility for staffing. The Council reports to the Mayor and Board of Supervisor and has three subcommittees: Policy and Operational Practice, Support and Opportunities, and Assessments and Connections. The Rosenberg Foundation has supported the Reentry Council in launching the California Reentry Council Network which brings local collaborations together to support successful reentry.

In 2009, the state estimated that 40% of new prison admissions were revocations from probation.

Between 2009 and July 2012, San Francisco has successfully reduced its revocations and commitments to state prison by 48%.

PROBATION

Key Initiatives

Reentry Jail Pod

The APD is working closely with the Sheriff's Department and CDCR to provide reentry planning for inmates who are transferred to the San Francisco jail 60 days prior to their official release date from state prison. The reentry jail pod has 56 beds and will open in early 2013. The program provides focused services to prisoners and easier access to their probation officers as they prepare to either be moved from the jail to other incarceration alternatives or to be released directly to the community. Reentry services include planning for housing, employment, and other transitional needs.

Collaborative Courts

The APD works closely with the Court to support the San Francisco Probation Alternative Court, Community Justice Center, Drug Court, Proposition 36 Court, and Drug Diversion Court. These collaborative Court models are designed to increase success on probation and reduce prison commitments. The Alternative Court manages domestic violence clients through a single Court docket allowing more intensive supervision and mandated treatment emphasizing victim safety and client accountability. The Community Justice Court offers a multi-disciplinary approach that uses a problem-solving justice model to focus primarily on the needs and risk of nonviolent clients in the Tenderloin, South of Market, Union Square, and the Civic Center neighborhoods. The Behavioral Health Court addresses a targeted population of higher risk clients with diagnosed mental disorders requiring a mix of behavioral health services and pro-active supervision. Finally, clients with substance abuse issues may be involved in Drug Court and drug

diversion programs focusing on accountability and behavior change through engagement in treatment and supervision.

Learning Center

The Learning Center is built as a partnership between the Adult Probation Department, the Sheriff's Department and the 5 Keys Charter School. The program offers high school diploma, GED, adult basic education and access to post-secondary education and vocational training; all designed to improve success on probation and reduce recidivism. The Transitional Age Youth Project focuses efforts on 18-25 year olds involved in the probation system to address specific needs of and intervene effectively with this population at high risk of re-offense.



Community Assessment and Service Center (CASC)

The CASC will be launched in early 2013 by the Adult Probation Department with the goal of improving outcomes for the post-release community supervision population. The program emphasizes collaborative case management and provides men, women, and transgender clients, ages 18 and up, on post-release community supervision, 1170(h) sentences, and probation with comprehensive supervision, mental health, substance abuse, personal development, education, employment, parenting, and other services. The program is designed to provide clients with transformative and motivational opportunities that keep them from returning to the criminal justice system.

PROBATION

Key Initiatives

Gender Responsive Working Group

The Adult Probation Department and the Sheriff's Department have launched a gender responsive working group to assess needs, gaps, and strategies to meet needs of women and transgendered people in San Francisco's criminal justice system. With support from the Zellerbach Family Foundation, San Francisco partners are working to develop a gender-responsive plan, which will include recommended changes to policies, programs, and practices to enhance San Francisco's ability to meet the needs of women and transgendered people involved in jail or probation. Both the Zellerbach Family Foundation and the van Löben Sels/Rembe Rock Foundation have supported gender responsive and family-focused reform work within the APD.

Cal-RAPP (California Risk Assessment Pilot Project)

The Adult Probation Department is working with the Administrative Office of the Courts, along with three other California counties to implement evidence-based sentencing practices. Cal-RAPP is specifically focused on integrating risk/needs assessment information from the COMPAS tool into the Pre-Sentence Investigation report. This report provides judges with critical information about an individuals' risk to reoffend and specific needs that relate to criminal behavior, and is factored into sentencing decisions.

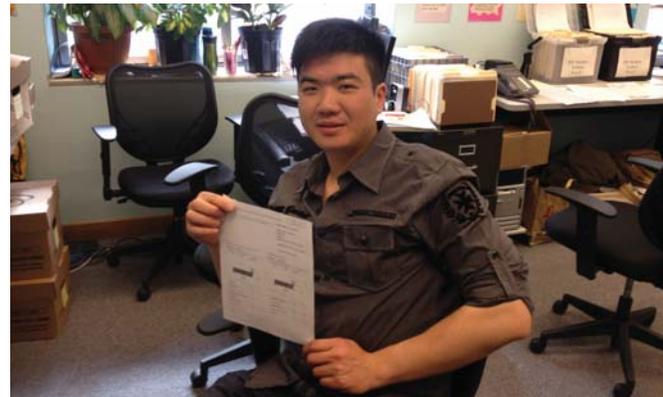
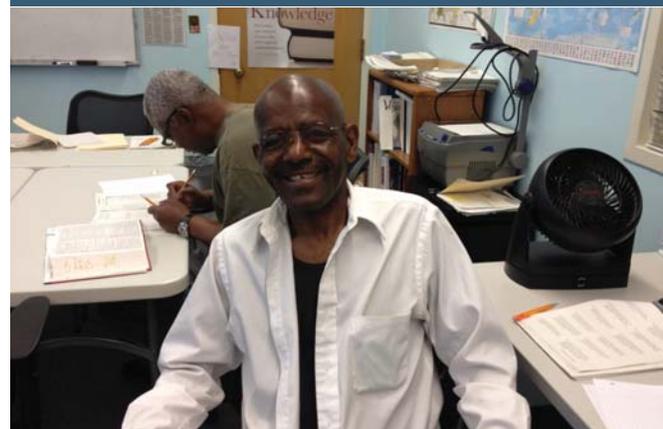


Photo by Mathew Sumner

CASC will serve an estimated 250 clients per day





For more information:

San Francisco Adult Probation website at sfgov.org/adultprobation

San Francisco Adult Probation Department Annual Report

The Impact of Public Safety Realignment: The First Six Months October 2011 through March 2012

City & County of San Francisco's Public Safety Realignment & Post Release Community Supervision 2012 Implementation Plan

Special thanks to:

Superior Court of San Francisco

Mayor of San Francisco

San Francisco Board of Supervisors

San Francisco District Attorney's Office

San Francisco Juvenile Probation Department

San Francisco Police Department

San Francisco Public Defender's Office

San Francisco Sheriff's Department

San Francisco Department of Child Support Services

San Francisco Department of Public Health

San Francisco Human Services Agency

Rosenberg Foundation

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Zellerbach Family Foundation