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May 22, 2017

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Supervisor Kathryn Barger

From: Sachi A. Hamai  
Chief Executive Officer

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### PROBATION JUVENILE CAMPS AND STAFFING REPORT

On September 12, 2016, the Chief Executive Office (CEO) reported on the Los Angeles (LA) County Probation (Probation) Department's Juvenile Population and Average Daily Cost Per Youth (ADCPY). The report found that Probation's operating costs for Juvenile Halls were comparable to other counties, while the operating costs for Juvenile Camps (Camps) were higher. Increased costs were primarily due to higher mandated staffing ratios and maintaining Camp staffing levels amid declining populations. The CEO and Probation have continued working together to assess Camp staffing levels and identify the appropriate number of facilities needed to continue Probation's efforts of implementing the small group, therapeutic, positive reinforcement model that has become the LA Model. This report contains the results of the review.

### SCOPE

The CEO and Probation worked collaboratively to review Camps and the Dorothy Kirby Center (DKC) line staffing, and to identify the number of facilities required to treat the juvenile population ordered to Camp. We also identified "optimal" Camp populations, adjusted staffing ratios due to upcoming changes in federal law, and recalculated staffing needs with an updated relief factor (Attachment I).

### CONCLUSION

Our collaborative review has concluded that Probation is operating more Camps than needed to treat the existing juvenile population. We jointly developed a Juvenile Camps Needed Formula to use in quantifying the number of Camps required for specific

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populations. Probation has also agreed to review and modify the Camp placement algorithm to include fewer specialty Camps or broadening these Camps' eligibility criteria. Camp staffing models have been updated to include factors such as optimal Camp populations, new Prison Rape Elimination Act (PREA) staffing ratios, and an updated relief factor.

Our offices will continue these collaborative efforts and fully reconcile staffing records to the Enterprise Human Resources (eHR) system before beginning to re-allocate items/staff and juveniles based on the Juvenile Camps Needed and Staffing analysis. We will also conduct a similar review of the Department's Juvenile Halls. Probation will continue to issue periodic reports to the Board on the progress of these efforts.

If you have any questions, please contact Sheila Williams of my staff at (213) 974-1155, or Dean Aardema at (213) 220-2744.

SAH:JJ:FAD:MM:SW:DA  
TLM:SEM:DM:SP:cg

#### Attachments

c: Executive Office, Board of Supervisors  
County Counsel  
Auditor-Controller  
Probation

## CAMPS BACKGROUND

### Facility Status

Probation operated eighteen Camps and DKC through December 2016. Eleven Camps and DKC were operational, six Camps were closed, and one is currently being used by the Fire Department. Probation indicated that only three of the closed Camps could be quickly reopened if they were needed in an emergency. Probation will continue working with the CEO on options (repurposing, selling, etc.) for those Camps that could not re-open without significant investments.

In September 2016, Camp Mendenhall staff and juveniles were moved to the Challenger Memorial Youth Center (CMYC) due to a broken waterline (which has since been repaired) and will stay at CMYC into the Spring, as Camp Mendenhall is also subject to flooding risks. Campus Kilpatrick is under construction and is anticipated to re-open in July 2017. However, the re-opened Campus will be subject to a pilot project/study with 24 minors (one cottage) to assess staffing plans and Camp operations. Camp Scott's dormitory building is scheduled to be renovated into small-group living quarters consistent with the LA Model. Work is scheduled to begin in July 2017, with the project finishing in December 2018. Juveniles at Camp Scott will be moved to Camp Scudder for the duration of the project, while the future of Camp Scudder will be evaluated after Camp Scott's reopening.

In December 2018, Probation is expected to have three facilities (DKC, Campus Kilpatrick, and Camp Scott) capable of implementing all aspects of the LA Model, which focuses on small groups, positive reinforcement, teaching and building life skills in a therapeutic environment. The three facilities will have a maximum capacity of 268, but their operational capacity is likely to be less.

### Populations

Coordination between law enforcement, Probation, and the juvenile courts, with the increased emphasis on community-based alternatives, has resulted in fewer minors being sentenced to juvenile confinement. Since judicial sentencing changes were made in fiscal year (FY) 2010-11, Camp populations have fallen each year and declined seven percent between FY 2014-15 and FY 2015-16. From July through December 2016 (6-month average), Camp populations averaged 516 juveniles. In December 2016, ten Camps had populations of 21 to 49 minors, while the other two Camps (including DKC) had populations of 57 and 63.

### Staffing

Camps, including DKC, fall under Probation's Residential Treatment Services Bureau (RTSB) and are often staffed with a Director, Assistant Director, and Supervising Deputy Probation Officers (SDPO), who are tasked with managing the facility and its



operations. Employees classified as Deputy Probation Officer (DPO) I, DPO II and Group Supervisor Nights (GSN), are those who work with and supervise the youth. Civilian personnel assist with office operations, food preparation, and facility/ground maintenance. The staffing analysis beginning on page three focuses on the DPO and GSN items needed at each Camp. SDPO positions appear to be largely based on the supervision ratios used by RTSB. It's important to note, that LA Model Camps require higher staffing levels than their dorm-style counterparts due to their small group/cottage configuration and a more intensive treatment/programmatic regimen.

### JUVENILE CAMP NEEDS ANALYSIS

The September 2016 ADCPY Report projected a continued population decline and indicated that some Probation personnel thought a Camp population size, given a dorm-style configuration of 50 to 60 juveniles, was optimal in light of the move towards the LA Model. Populations of this size in a dorm setting resulted in the juveniles receiving more individualized attention, allowed staff to become more familiar with the issues faced by each juvenile, and were at a level where Camp violence was minimized. Therefore, Probation and CEO staff believe a facility-needs formula using 55 juveniles per dorm-style Camp, to be a good fit for planning purposes and worked together to develop a Juvenile Camp Needs Formula.

The resulting formula takes into account the uniqueness of both types of Camps (cottage vs. dormitory models) used by Probation, addresses the three Camp population types (co-ed, male and female), and uses both Average Daily Population (ADP) and healthy population figures (55 juveniles per dorm-style Camp) in calculating the number of Camps required. Exhibit I includes a detailed breakdown of the formula as well as the computations using July through December 2016's population data. According to these figures, Probation would need to operate ten Camps (including DKC). Probation would also need to consider if a vacant camp were needed for use during emergencies or an unexpected population increase.

Probation uses an algorithm to assess juveniles entering the Camp system to determine the most suitable Camp placement. The algorithm, in its current form, includes Camp specialty features (i.e. the sports and fire programs) which focus on the type of juvenile the Courts now increasingly sentence to community-based alternatives. The sentencing shift combined with declining Camp populations, has resulted in the Department not being able to fill many of the specialty programs. Underutilized programs result in higher ADCPY costs and also impact the Department's ability to achieve the healthy population figures (55 juveniles per dorm-style Camp) central to the new Camp Needs Formula.

Probation acknowledges that since Camp populations have decreased substantially over the last five years, fewer Camps are needed and the algorithm used to determine Camp placements needs adjustment. However, the Department also indicated that changing Camp populations have shown an increased trend of youth having mental

health needs above what Camps, outside of DKC, are able to provide. The Department has started discussing the possibility of a collaborative effort with the Departments of Health Services (DHS), Mental Health (DMH) and Children and Family Services (DCFS), to help better identify this population and its needs, in hopes of improving services for this group. Probation has indicated that it will keep the Board apprised of these efforts.

### JUVENILE CAMP STAFFING ANALYSIS

The staffing analysis is based on the Juvenile Camp Needs Analysis and takes into account factors such as staffing ratios (State, federal, Department of Justice (DOJ) Settlement and the LA Model), LA Model operations, relief factors, and optimal Camp populations. The analysis specifically concentrates on those Probation positions (DPO and GSN) that work directly with the youth for the reasons identified under the staffing section on page five.

#### Staffing Ratios

California requires a staffing ratio of 1:15 (one staff to 15 youth) during waking hours and 1:30 during sleeping hours. However, Probation's post DOJ Settlement staffing ratios increased waking-hour staffing ratios at all Camps and DKC. Seven Camps currently operate at a 1:10 ratio, while an additional four Camps are staffed at ratios ranging between 1:6 and 1:8. DKC's staffing ratio is 1:5. Post Settlement, sleeping-hour ratios technically remain at the State minimum with the exception of DKC. However, Probation has used the population decreases to bring their dorm-style Camp ratio closer to 1:15. DKC's sleeping-hour ratio is 1½ GSNs per cottage, while a cottage can sleep up to ten juveniles. The PREA, a federal law set to take effect on October 1, 2017, will increase the minimum waking-hour staffing ratio to 1:8 and the minimum sleeping-hour ratio to 1:16.

Campus Kilpatrick and the soon-to-be remodeled Camp Scott, are based on groups of 12 juveniles per housing unit, with each housing unit having two sleeping areas with six beds each. This equates to a waking-hour staffing ratio of 1:6 and a sleeping-hour ratio of 1½ or 2 staff per housing unit. The difference of opinion on sleeping-hour staffing ratios, centers on staff being alone with youth and whether or not staff watching active camera feeds from two housing units, meets the condition of staff not being alone with minors. This issue and potentially others, will be resolved during Campus Kilpatrick's pilot phase. The staffing analysis below will include PREA's ratios as the minimum requirement, but adopt any DOJ Settlement or LA Model ratios (whichever is higher), when appropriate.

#### Relief Factor

Minors sentenced to Camp are there 24 hours a day, 7 days a week. Therefore, Probation personnel working with and supervising the juveniles are often working a



mandated post. A mandated post specifies that someone meeting the qualifications of the assignment must work the post regardless of the day or time. To help identify the number of personnel needed to staff a mandatory shift (AM, PM, or EM) five or seven days a week, organizations often develop a relief factor. The number of personnel needed for a particular post and shift is then multiplied by the appropriate relief factor to determine the number of items/employees needed to cover the post for a full year.

Probation's Human Resources Division identified the number of filled RTSB DPO and GSN positions, as well as the time off (paid and non-paid) taken during FY 2014-15 and FY 2015-16. This data was then used to develop relief factors for each item and shift. The relief factors connected to FY 2015-16's data were used in this analysis, as they best reflect the Department's priority of working with injured employees and their physicians to get them back to work. The FY 2015-16 relief factors are below:

- Deputy Probation Officer (a blended rate for DPO I and DPO IIs)
  - Mandatory 40-hour (per week) shifts: 1.27
  - Mandatory 56-hour shifts: 1.77
- Group Supervisor Nights
  - Mandatory 40-hour (per week) shifts: 1.28
  - Mandatory 56-hour (per week) shifts: 1.80

#### Camp Populations (ceilings)

For purposes of this analysis, it is proposed that each dormitory-style Camp, excluding the girls' Camps, be staffed as if 60 juveniles, not the 55 juveniles per Camp figure used in the Juvenile Camps Needs Analysis, were assigned there. Staffing Camps at slightly above the projected population will provide some flexibility for Camps that often operate with populations very near to a population of 60, due to specific services or programs offered there. This proposal calls for staffing the combined girls' Camp (due to the upcoming renovation at Camp Scott) as if 65 juveniles were present. December 2016's ADP figures for the girls' Camps is 44, however, the population has swung between 44 and 61 during the preceding six months.

In addition, it is proposed that DKC be staffed for 90 juveniles or 9 of the 10 cottages versus the estimate of 75 used in the Camps Needed Analysis (Exhibit I). DKC is a co-ed facility with each cottage housing a maximum of 10 juveniles, and much of the mandatory staffing is based on the number of cottages occupied. A population of 75 juveniles could be easily split into male and female populations (e.g. 23 girls and 52 boys) requiring nine operational cottages. The remaining unstaffed cottage would be reserved for relocations due to facility issues. DKC management indicated that they can accommodate the larger population.

Camp Staffing (DPO and GSN Items)

In December 2016, twelve Camps were operational (which includes two girl Camps and DKC) with ADPs ranging between 21 and 63. In March 2017, Probation combined the two girls' Camps and is now in the process of researching what other Camp could be closed. The DOJ-mandated staffing ratios at the girls' Camps, prior to the consolidation, were 1:6 (Camp Scott) and 1:8 (Camp Scudder). It is proposed to continue using the higher staffing ratio at the combined Camp, so as not to impact any provisions of the DOJ Settlement. Applying the Juvenile Camps Needed Formula to December 2016's data indicates that Probation should be operating ten Camps.

Camp DPO and GSN staffing can largely be broken down into two groups, direct supervision and office personnel. Those directly supervising the youth account for approximately 80 percent of the DPO and GSN staff assigned to a typical dormitory-style Camp. Calculating the number of direct supervisory staff needed at each facility is directly linked to maximum populations, staffing ratios, coverage staff (additional help in the afternoons and break/paperwork coverage), Hope Center operation (if applicable), and a relief factor. Responsibilities of office personnel at a typical dormitory-style Camp, include participation in multidisciplinary team meetings, security, movement control, orientations, and programming. Probation and CEO staff worked closely to identify the number of staff needed for each task on each shift at various Camps (including DKC). This data was combined with staffing ratios, relief factors, and maximum Camp population figures to identify the DPO and GSN resources needed at each of the ten operational Camps. The results of the analysis, as well as the number of budgeted DPO and GSN positions assigned to Camp operations are illustrated in Table 1 below.

Camp supervision is led by the Camp Director and Assistant Director. Each Camp has a Director, but only eight Camps have an Assistant Director. SDPOs are responsible for the day-to-day supervision of the DPOs and GSNs, and RTSB tries to adhere to a 1:12 ratio (1 SDPO for every 12 DPOs and GSNs). The static SDPO ratio is used for all Camps, as those serving higher-needs youth, have increased DPO staffing ratios that equates to more SDPO items.

On January 1, 2017, Camps were staffed at SDPO ratios between 1:8 and 1:16. However, it's important to note that these ratios include loan/borrows, vacancies, personnel on leave and those working a modified assignment due to a work restriction. We included these factors as the result that best reflects the Department's position allocations. Probation would like to lower supervision ratios in an attempt to reduce Camp discipline and/or Use of Force incidents. The Department hopes to begin reassigning Assistant Director and SDPO items/staff during the upcoming camp consolidation process. For this reason, we left Assistant Director and SDPO items off of the Staffing Needs in Table 1 below.



## ATTACHMENT I

Campus Kilpatrick is not represented in the table below, as the Camp remains under construction. However, Probation has started the process of recruiting staff and has taken steps to ensure those who are interested take additional training courses. Campus Kilpatrick is expected to open to a pilot project in July 2017, and once fully operational, we expect Kilpatrick's staffing numbers to be similar to DKC. Staffing Kilpatrick for the pilot project is projected to take approximately 40 DPOs and 9 GSNs. However, exact staffing figures are not known at this time, as the pilot project is intended to help answer outstanding staffing questions. Campus Kilpatrick's re-opening (pilot project and full operation) will impact the Juvenile Camp Needs Analysis, but we will not know the extent of the pilot project's impact until juvenile population data through June 2017 is available. A preliminary analysis using December 2016's population data suggests that Campus Kilpatrick's pilot project (24 juveniles) will result in the Juvenile Camps Needs Formula recommending the closure of another dorm-style camp.

Probation is looking to use the camp consolidation process as a mechanism to fund Campus Kilpatrick's staffing costs, lower Camp supervision ratios, as well as create new teams to help address ongoing operational issues. Probation will report to the Board separately on these efforts.

**Table 1: RTSB JUVENILE CAMP STAFFING NEEDS (December 2016)**

Camp / Treatment Center / Auxiliary	Staffing Ratio			Staffing Needs (W Relief Factor)		Camps	
	Day	Night	Source	DPO (I&II)	GSN	DPO (I&II)	GSN
1 Dorothy Kirby Center	1:5	>1:10	DOJ	131	29	795	155
2 CMYC Onizuka	1:6	1:16	DOJ	49	9		
3 Scott / Scudder Combined	1:6	1:16	DOJ	60	9		
4 Rocky	1:7	1:16	DOJ	60	13		
5 Afflerbaugh	1:8	1:16	PREA	45	9		
6 Gonzales	1:8	1:16	PREA	52	13		
7 Paige	1:8	1:16	PREA	47	9		
8 CMYC Jarvis	1:8	1:16	PREA	42	9		
9 CMYC McNair	1:8	1:16	PREA	42	9		
10 CMYC Smith	1:8	1:16	PREA	42	9		
aux CMYC Security & Movement Ctrl.	n/a	n/a	n/a	20	9		
aux CMYC Hope Center	1:8	1:16	PREA	23	4		
<b>Totals</b>				<b>613</b>	<b>131</b>		

NOTE: Table includes the staffing for 10 operational camps as identified by the Juvenile Camp Needs formula.

### eHR System Records

The numbers included in Table 1 above include all full-time budgeted DPO I, DPO II and GSN items assigned to Camp operations, which includes grant funded items working at CMYC. Approximately 150 of these items are vacant and another 160 or so



## ATTACHMENT I

items have been internally borrowed (within RTSB). In the past few months, RTSB Management has made significant progress in documenting internal movement (loan/borrows), analyzing monthly eHR reports, and working towards a full reconciliation to eHR. Once complete, Probation will begin re-aligning staff to Camps based on the Juvenile Camps Needed and Staffing Analysis. Positions will also be earmarked for Campus Kilpatrick's pilot project. Probation will continue to periodically report on these projects.

### CONCLUSION

The joint review determined that Probation needed nine camps and the DKC to treat and care for the juveniles ordered to Camp through December 2016. The updated staffing analysis, which concentrated on Probation positions working directly with youth, found that 613 DPO and 131 GSN positions would be needed for current Camp operations (figures exclude Campus Kilpatrick's pilot project). Probation has agreed to use the newly developed Juvenile Camps Needs Formula in ongoing planning efforts and to modifying the algorithm used to identify camp placements.

Our offices will continue these collaborative efforts and fully reconcile staffing records before beginning to re-allocate items/staff and juveniles based on the Juvenile Camps Needed and Staffing Analysis. Probation will continue to issue periodic reports to the Board on the progress of these and other efforts.

**PROBATION DEPARTMENT – JUVENILE CAMP NEEDS ANALYSIS**  
**Computations using July through December 2016 Data**

The instructions below detail each step of the Juvenile Camp Needs Formula and uses July through December 2016's population data to identify the need. Probation should use the formula on a monthly basis to assist with ongoing planning efforts connected to falling populations and Campus Kilpatrick's re-opening.

**Step 1:** Identify a healthy and achievable population for all functioning LA Model Camps.

- Current – Probation and CEO personnel believe that a healthy and reasonable population for the co-ed DKC is 75 juveniles.
- April 2017 – Campus Kilpatrick's population would be 24 (1 cottage) during the pilot phase.
- December 2018 - The renovated Camp Scott's population is likely to be close to 48.

**Step 2:** Determine the prior month's ADP and the six-month ADP for the Girls' Camps and the other Camps (which includes DKC).

- Girls' Camps: December ADP 44; 6-month ADP 54
- Other Camps (including DKC): December ADP 442; 6-month ADP 462

**Step 3:** Select the higher of the ADP numbers (previous month or 6-month ADP) for each group. Selecting the higher number will allow Probation to react more quickly to population increases.

- Girls' Camps: 54
- Other Camps (including DKC): 462

**Step 4:** Subtract operational LA Model Camp populations (see Step 1) from their respective ADP figures located in Step 3.

- Girls' Camps: 54 (54-0)
- Other Camps: 387 (462 - 75)

**Step 5:** Divide the ADP figures identified in Step 4 by 55 (juveniles per dorm-style Camp).

- Girls' Camps: 0.98 (54 / 55)
- Other Camps: 7.04 (387 / 55)

**Step 6:** Round each of the numbers identified in Step 5 up to the nearest whole number.

- Girls' Camps needed: 1
- Other Camps needed: 8

**Step 7:** Combine the figures in Step 6 and add in any operational LA Model Camps backed out in Step 4 to determine the total Camps needed=10 (1+8+1 {DKC}).