

North Dakota Juvenile Court Officers Weighted Workload Assessment Study

Final Report

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Conducting meaningful workload studies also requires the dedication and effort of an Advisory Committee that can help guide the project to meet the needs of the state. In this capacity, we worked with a very capable group of Juvenile Court representatives. This committee met in snowy and icy conditions as well as hot and humid conditions. They reviewed documents and provided useful and thoughtful feedback. The project team would like to thank our very capable committee, whose names are listed below.

Advisory Committee Members

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EXECUTIVE SUMMARY

Overview

Excessive caseloads for Juvenile Court Officers (JCOs) jeopardize both public safety and the quality of supervision officers can provide to the youth they supervise in the community. The quality of investigation and supervision services is directly related to the number of Juvenile Court Officers available to handle the probation supervision work in North Dakota.

Currently, the state of North Dakota uses workload standards that were developed in 2005 on which to base its need for Juvenile Court Officers. The State Court Administrator's Office (SCAO) has concerns that this previous study, conducted by the National Center for State Courts (NCSC), included staff not under the supervision of the SCAO, i.e., Drug Court Coordinators, but also incorporated secretarial work within the current workload model therefore misrepresenting the workload standards of the Juvenile Court Officers. Additionally, the previous study did not identify case types by supervision level, further limiting the precision of the model. In order to be more accurate in determining their staffing needs for Juvenile Court Officers, the North Dakota SCAO issued an RFP to develop workload standards for Juvenile Court Officers, taking into account all activities Juvenile Court Officers are statutorily required to perform. The NCSC was awarded the contract to conduct this work in August, 2009.

The NCSC has conducted workload assessment studies for many years. The weighted caseload method uses time as a measure for workload and is based on the assumption that the more time required to process, manage, or supervise a case, the more work is involved.

In this study, a case weight or workload values is defined as the average amount of time it takes to oversee or supervise a particular type of case. Workload values are computed based upon the average number of minutes it takes to complete tasks associated with juvenile court intake, referral and supervision cases. Using workload values, the number of *probationers* can be translated into *workload* for Juvenile Court Officers.

Methodology

The core of the workload assessment model is a time study wherein Juvenile Court Officers kept track of the amount of time they spent on the various case types by activity and on non-case-specific responsibilities such as work-related community

activities, committee work and meetings. The time study was conducted during two four-week periods: February 15 through March 12 and April 12 through May 7, 2010. Two data collection sessions were used to capture varying fieldwork/travel practices in the winter and non-winter months. All 56 Juvenile Court Officers (JCO 1, 2 and 3s) and Secretaries participated in the time study, providing for a perfect participation rate.

The combination of the case-specific time study data and the number of new cases on probation creates the workload standards or “individual case weights” for each case type category. The case weights represent the average annual amount of time a JCO is expected to work on each case (in minutes) for each case type category. By applying the case weights to current or projected new cases, a measure of case-specific workload can be computed. For cases that are supervised over a number of months, both annual and monthly case weights have been developed.

Case-specific workload divided by the amount of time available per Juvenile Court Officer for case-specific work provides an estimate of JCO resources required to manage the caseload. This approach, which involves few complicated procedures, is sufficiently rigorous to provide a model for measuring resource demands and evaluating resource allocations.

Juvenile Court Officers were also asked to participate in an adequacy of time survey to examine whether current staffing levels were sufficient to provide reasonable and satisfactory service to the public. This survey asked JCOs to evaluate whether current workload standards and working conditions provide for an adequate amount of time to attend to their specific job tasks in a satisfactory manner. Seventy five percent (42 of 56) of JCOs and secretaries responded to the survey, so the results are an indication of the views of a reasonable sample of JCOs regarding the adequacy of time for completing various work-related tasks.

Findings

The case weights for each case type were reviewed by the study’s Advisory Committee and focus groups of JCOs were held in each administrative unit throughout the state, to determine whether any qualitative adjustments were necessary. Based upon the Focus Group responses and the review of all data, the Advisory Committee discussed each case type and case weight, considering the work expectations and the adequacy of time survey data. Upon this lengthy review and discussion, no adjustments were made to the case weights. The committee *did* feel it was worthwhile to explore the

possibility of increasing the non-case specific time available to JCOs in an effort to address concerns regarding the limited time available to engage in community building activities. The committee looked at the impact of adding either ten or 20 minutes per day per JCO to allow for more community building activities. *Adding ten minutes per officer per day (50 minutes per week) results in an additional staffing need statewide of 1.53 JCOs; adding 20 minutes per day per officer results in an additional staffing need of 3.16 JCOs statewide.* The impact of the non-case related time change is provided in Appendix C.

Based on FY 2009 new cases, the JCO workload assessment model estimates that overall the state needs 6.68 additional JCO FTEs to manage the probation workload (see Figure ES 2). It is important to note that this needs assessment study focused only on JCO work, and as such only reflects JCO FTE needs. Additionally, we recommend using a staffing ratio of JCOs to secretaries at the rate of 2.5:1. With a current JCO staffing need of 6.68, there is a commensurate secretary need of 2.4.

The final case weights and the overall JCO resource needs model are presented in Figures ES 1 and ES 2.

Figure ES 1: Final North Dakota JCO Case Weights

Case Categories	Annual Case Weight (minutes)	Annual Case Weight (hours)
Referral Intake	260	4.33
Emergency Intake	756	12.60
Diversion	147	2.45
Formal Court Processing - JCO Activities	1,952	32.53
Informal Adjustment Hearings	876	14.60
Unsupervised Probation	197	3.28
TCO/Shelter Care/Detention	959	15.98
Pending YASI	1,911	31.85
Supervised Probation - High Risk	1,713	28.55
Supervised Probation - Moderate Risk	3,065	51.08
Supervised Probation - Low Risk	1,132	18.87
Supervised Probation - Waived Risk	632	10.53
Supervised Probation - ICJ	668	22.27
Drug Court	4,157	69.28

Figure ES 2: Juvenile Court Officer Resource Needs by Unit

CASE TYPE	JCO CASE WEIGHT	UNIT 1 ADA	UNIT 2 ADA	UNIT 3 ADA	UNIT 4 ADA	State ADA
Referral Intake	260	149	261	215	195	820
Emergency Intake	756	32	36	29	30	127
Diversion	147	28	85	107	45	264
Formal Court Processing - JCO Activities	1,952	30	75	66	30	201
Informal Adjustment Hearings	876	83	116	63	51	313
Unsupervised Probation	197	113	209	103	81	506
TCO/Shelter Care/Detention	959	23	37	24	31	115
Pending YASI	1,911	35	27	16	15	92
Supervised Probation - High Risk	1,713	28	69	63	7	168
Supervised Probation - Moderate Risk	3,065	58	103	100	23	283
Supervised Probation - Low Risk	1,132	101	82	64	51	298
Supervised Probation - Waived Risk	632	22	10	15	9	56
Supervised Probation - ICJ	668	11	51	2	3	67
Drug Court	4,157	9	7	6	5	27
Total Cases	18,425	721	1,167	872	576	3,336
Case Specific Work x Filings (w eights x filings)	3,083,177	705,791	1,079,243	872,547	425,596	3,083,177
JCO Annual Availability: 214 days		96,300	96,300	96,300	96,300	96,300
Work related travel per year		14,766	14,766	14,766	14,766	14,766
Non-case specific time		14,766	14,766	14,766	14,766	14,766
Availability for Case Specific Work		66,768	66,768	66,768	66,768	66,768
Juvenile Court Officer Demand		10.57	16.16	13.07	6.37	46.18

Unit ADA - figures represent Average Daily Attendance per Unit

Model Considerations

This report presents the findings from the workload analysis performed by the NCSC for North Dakota Juvenile Court Officers. In the absence of any significant changes in case management, organizational structure or legislation in the North Dakota Juvenile Courts, the case weights developed during the course of this study should be accurate for several years. However, periodic updating, like that conducted here, is necessary to ensure that the case weights continue to accurately represent JCO workload. Increased efficiency, statutory or procedural changes, or implementation of various case management initiatives over time may result in significant changes in case processing.

The workload assessment models are tools that can be used effectively in JCO resource management. The calendar year 2009 case data were used to validate the

model, and indicate the JCO resource needs for that year of new cases. The standards should be applied to new cases (or projected new cases) for successive years to determine JCO needs in the future. The real power of the models lies in their applicability in predicting future JCO resource needs with caseload projection analysis.

I. Introduction

Nationally, probation leaders face continual challenges of effectively managing rising caseloads, limited probation officer staff, and increasing supervision requirement expectations. The American Probation and Parole Association (APPA) has tried for years to develop national standards for caseload sizes; but has been unsuccessful because of the vast variation in state and local investigation and supervision practices. Even so, the APPA recognizes the need for developing national standards as guidelines, but strongly endorses the need for states to determine local workloads based on carefully conducted time studies (Burrell, 2006).

In response to these multiple and sometimes conflicting challenges and problems, state probation leaders are increasingly turning to more sophisticated techniques to provide quantitative documentation of probation resource needs. Two constant and recurring problems are inherent with these challenges: (1) objectively assessing the number of Probation Officers required to handle current and future caseloads, and (2) deciding whether probation resources are being allocated, geographically, according to need. Assessing the probation workload through the development of a weighted workload assessment model is a rational, credible, and practical method for meeting these objectives and determining the need for probation officers.

Currently, the state of North Dakota uses workload standards that were developed in 2005 on which to base its need for Juvenile Court Officers (JCO). The State Court Administrator's Office (SCAO) has concerns that this previous study, conducted by the National Center for State Courts (NCSC), included staff not under the supervision of the SCAO, i.e., Drug Court Coordinators, but also incorporated secretarial work within the current workload model therefore misrepresenting the workload standards of the JCOs. Additionally, the previous study did not identify case types by supervision level, further limiting the precision of the model. In order to be more accurate in determining their staffing needs for JCOs, the North Dakota SCAO issued an RFP to develop workload standards for JCOs, taking into account all activities JCOs are statutorily required to perform. The NCSC was awarded the contract to conduct this work in August, 2009.

The NCSC has conducted workload assessment studies for many years. The weighted caseload method uses time as a measure for workload and is based on the

assumption that the more time required to process, manage, or supervise a case, the more work is involved.

The JCO workload assessment study was designed to measure the workload of North Dakota's Juvenile Court Officers. At the time this study commenced, there were 39.5 JCOs, ranging in classification from JCO 1 to JCO 3. Juvenile Court Officers in North Dakota are officers of the court and, as such, are expected to deliver quality services and public protection in the course of their work.

In this study, a case weight or workload values is defined as the average amount of time it takes to investigate or supervise a particular type of case. Workload values are computed based upon the average number of minutes it takes to complete tasks associated with juvenile probation investigations and supervision. Using case weights, the number of *probationers* can be translated into *workload* for JCOs.

This report details the methodology of the North Dakota Juvenile Court Officer Workload Assessment Study. A workload assessment model containing differentiated case management processing times (referral or emergency intake and supervision activities) is presented for each of the major classification categories handled by the Juvenile Court Offices.¹ Specific objectives of the JCO Workload Assessment Study are as follow:

- To conduct a quantitative assessment of Juvenile Court Officers' work requirements on a statewide basis.
- To develop accurate and representative case weights for the appropriate case management and supervision levels.
- To provide an accurate and understandable model to assess the need for Juvenile Court Officers.

¹ A workload assessment model is a quantitative representation of the inter-related variables that work together to determine probation services resource needs. A change in one variable will affect other variables and the total determination of the Juvenile Court Officer resource needs. The term "model" is commonly used in the social sciences to denote this relationship of variables.

II. Overview of a Workload Assessment Model

Theory and National Context of Weighted Workload Assessment

The NCSC has conducted workload assessment studies for many years. These studies aim at assisting states in developing meaningful, easily understood criteria for determining overall resource needs, taking into account both case specific and non-case specific workload factors. In all, the NCSC has conducted more than 60 workload and staffing assessments in the last ten years. The studies have been performed in a variety of contexts – statewide and local efforts, and general and limited jurisdiction courts. These studies have involved judges, quasi-judicial officers, administrative and clerical staff, court clerks, public defenders and probation officers. All studies are anchored by a “weighted caseload” model that directly measures the variations in time required to manage different case types within the appropriate context.

The weighted caseload method uses time as a measure for workload and is based on the assumption that the more time required to process, manage, or supervise a case, the more work is involved. Assessing workload through the development of a weighted caseload model is being adopted by an increasing number of states,²

The NCSC workload studies are grounded in the principle that adequate resources are essential to the effective management of cases, delivering quality service to the public and maintaining public safety. Meeting these challenges in North Dakota involves the objective assessment of the number of JCOs needed to achieve their mission and objectives.

For Juvenile Court Officers, a case weight is defined as the average amount of time it takes to manage or supervise a particular type of case. Case weights are computed based upon the average number of minutes it takes to complete tasks associated with probation management and supervision. Case weights are disaggregated by case types. Using case weights, the number of *probationers* can be translated into *workload* for JCOs.

While case filings and new placements to probation can help determine the demands placed on Juvenile Court Offices, unadjusted filing or placement figures offer only minimal guidance regarding the amount of work generated by these cases.

² See Douglas, John. *Examination of NCSC Workload Assessment Projects and Methodology: 1996-2006*, March 2007 for a detailed description of weighted workload studies conducted by the NCSC between 1996 and 2006.

Juvenile Court Officers in North Dakota are officers of the court and, as such, are expected to deliver quality services and public protection in the course of their work. The inability to differentiate the work associated with each type of referral or level of supervision could create the misperception that an equal number of cases filed or placed on probation for two different types should result in equivalent workloads when it comes to investigation and supervision requirements. Rather, cases vary in complexity, and different types of cases require different levels of attention from JCOs. To account for this variation in case types, specific case weights are developed. By weighting these cases in a JCO needs model, a more accurate assessment can be made of the amount of time required to supervise and manage the caseload, and caseload *can* be translated into manageable workloads.

The overall goal of this study was to accurately determine the amount of time required by JCOs to supervise or investigate different types of cases in an efficient and effective manner. Juvenile Court Officer resource needs are defined in this study as all supervision, referral, and other related work that falls under the jurisdiction of JCOs in North Dakota.

Determining workload through the use of a weighted caseload model has become a well-accepted method for determining the need for resources, and as a result, the methodology used in this study has been adopted by an increasing number of states.³

This report details the North Dakota JCO Weighted Workload Assessment Study methodology and presents the workload assessment model for JCO need. The findings from the present study can be used to assist the SCAO and the General Assembly in determining the need for JCO resources as well as to determine where those resources could be located to effectively distribute the necessary JCO FTE (full time equivalent) positions.

³ During the past ten years, the National Center for State Courts has conducted weighted workload assessment studies for probation officers in North Dakota, South Dakota and Colorado; for judges in California, Colorado, Georgia, Guam, Florida, Hawaii, Iowa, Louisiana, Maryland, Maine, Minnesota, Missouri, Montana, Nebraska, New Hampshire, New Mexico, North Carolina, North Dakota, Oregon, Puerto Rico, Tennessee, West Virginia and Wyoming. The NCSC has also conducted numerous weighted workload studies for court clerks, public defenders and other attorneys, and local courts as well, and several such projects are currently under way.

III. Methodology

The NCSC worked with an Advisory Committee specifically created for this study, consisting of the four Unit Directors, one District Court Administrator and three representatives from the State Court Administrator's Office. The members of the Advisory Committee are listed on page i of this report.

The NCSC worked with the Advisory Committee to develop the critical components of the workload study. This committee provided guidance and oversight during the life of the workload assessment project. Specifically, the Advisory Committee provided advice and commentary on the overall study design, the identification of case types and activities, the duration of the time study, the approach, and reviewed the draft case weights prior to the completion of the project.

The core of the workload assessment model is a time study wherein JCOs keep track of the amount of time they spend on the various case types by activity and on non-case-specific responsibilities such as work-related community speaking, meetings and committee work. The combination of the case-specific time study data and the new cases placed with the probation departments creates the workload standards or "individual case weights" for each case type category. The case weights represent the average annual amount of time a JCO is expected to work on each case (in minutes) for each case type category. By applying the case weights to current or projected new cases, a measure of case-specific workload can be computed. Case-specific workload divided by the amount of time available per JCO for case-specific work provides an estimate of JCO resources required to manage the caseload. This approach, which involves few complicated procedures, is sufficiently rigorous to provide a model for measuring resource demands and evaluating resource allocations. The model is straightforward and the basic methodological steps are listed below. The remainder of this report section describes in detail the steps which were used to build the North Dakota Juvenile Court Officer Workload Assessment Model.

Time Study

The NCSC staff utilized a time study to measure the time JCOs spent processing all phases of the ten case types identified for use in this workload assessment study. Training on the purpose of the workload study, how to record time and how to use the data collection instrument was provided to JCOs in person. Two training sessions were

provided in Bismarck on February 8 and two sessions were provided in Fargo on February 11. Additionally, written instructions were made available to all JCOs. Finally, the NCSC maintained a Help Desk that was available during working hours Monday through Friday of each week during the time study. JCOs could call or email the Help Desk with questions regarding how to record time or to report errors that needed to be fixed.

During the two four-week periods of February 15 through March 12 and April 12 through May 7, 2010, all 56 JCOs and secretaries fully participated in the time study (100% participation rate). The JCO staff recorded their time on a paper-based time tracking form, and then transferred this information to a web-based data entry program (see Figure 1). Once submitted, the data were automatically entered into NCSC's secure database. Collecting data from JCOs across the state ensures that sufficient data is collected to provide an accurate average of case processing times for all case types identified. There was a concern that full understanding of the project and full participation did not occur in the 2005 study, so knowing that 100% of the Juvenile Court Officers and secretaries participated in the current study improves the confidence in the present study.

Figure 1: Data Entry Screen for North Dakota Juvenile Court Officer Workload Assessment Study

North Dakota Juvenile Court Officers Workload Assessment Study - Windows Internet Explorer

http://www.ncscsurveys.org/ND_JCO/time.php?UserID=jctest1&User_location=1&Study_id=jco8&Data_dir=ND_JCO

File Edit View Favorites Tools Help

mywebsearch Search MyFunCards Smiley Central Screensavers Cursor Mania

bing News Entertainment Video Sports Money Autos Lifestyle 88°F Sign in

North Dakota Juvenile Court Officers Workload Assessment Study

NCSC Surveys

6/29/2010

North Dakota Juvenile Court Officers Workload Assessment Study

Participant: jctest1 [LOGOUT](#)

Unit: 1 [Click here for additional resources](#)

Entry Date: Monday 04/12/2010 [Click here for the current participant's stored entries](#)

Total Time Entered: 0 hr 0 min

0 hours 0 minutes Shelter Care or Detention Activities Activity Interpreter Used

Add this entry

Unit	Entry Date	Minutes	Shelter Care or Detention Activities	Activity	Interpreter
Delete selected entry					

[Submit Entries](#)

Participant's Stored Time Entries

No data stored for jctest1.

Please contact the [Help Desk](#) with any questions about this study.

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Done Internet 100%

Data Elements

NCSC project staff met with the Advisory Committee on October 1, 2009 to determine the case type categories, case-related, and non-case specific activities to be included in the study.

Case Types and Activities

Selecting the number of case types and case events to be used in a weighted workload study involves a trade-off between having enough information to ensure the accuracy of the workload standards and minimizing the data collection burden on the participating JCOs. The more case types and events that are included in a weighted workload study, the more burdensome it can be to the participants. However, determining the appropriate types of cases to be weighted is particularly important because the workload standards must eventually be attached to readily available case

data to determine workload. Case-related activities are the essential functions that JCOs engage in within a certain case type. As with the case types, the essential functions were categorized into manageable groups for the time survey. Figure 2 presents the case types and activities for which data were collected in this study (a full explanation of these can be found in Appendix A).

Figure 2: North Dakota JCO Case Types & Activities Categories

CASE CATEGORY		
Juvenile Court Officers	Activities	Activities apply to Shaded Categories <u>ONLY</u>
<ul style="list-style-type: none"> • Referral Intake • Emergency Intake • Diversion: Decision • Formal Process – JCO Activities • Formal Process – petitions & orders • Informal Adjustment • Diversion: Monitoring • Unsupervised Probation • TCO/ Shelter Care/ Detention 	All Activities	<ul style="list-style-type: none"> • In office case work • Group work • Court Time • Field work • Data entry/ administrative activities • Victim- related activities • Other
<ul style="list-style-type: none"> • Supervised Probation, High risk (YASI) • Supervised Probation, Moderate risk (YASI) • Supervised Probation, Low risk (YASI) • Supervised Probation, (YASI waived) • Supervised Probation, ICJ (interstate compact cases) 		
<ul style="list-style-type: none"> • Drug Courts 		
Secretarial Activities		
<p>Secretarial Activities</p>	<ul style="list-style-type: none"> • Data Entry- all computer based data entry includes researching/ looking up in other databases • Formal document preparation • Informal document preparation • Service preparation • Copy/ fax/ scan • Mail distribution • Reception duties (counter & Phone, customer service • General Administrative duties (email, voice mail, time sheets, etc.) • Juvenile Court Referee/ Courtroom support • Calendaring • Records management • Leave (Vacation, Sick, etc) • Meetings • Work -related travel • Other (including PROVIDING & going to training) • Time Study Project (filling out form and entry) 	

Non-Case Specific Activities

Activities that do not relate to a *specific* case but must be done by JCOs are defined as general administrative/other activities. The key distinction between case-related and non-case specific activities is whether the activity can be tied to a specific case. Figure 3 lists the general administrative/other activities measured in this study.

Figure 3: General Administrative/Other Activities

Non-Case Specific Activities	
Work-Related Meetings	Work-Related Travel
Community Outreach	Vacation/ Sick Leave
Group/ Class Preparation	Other (includes PROVIDING training)
Training (as a participant)	Time Study Project
Administrative Work (non-case specific)	

IV. Determining Juvenile Court Officer Availability

To determine the expected workload for a year, a determination of how much time is available to do the work must be made. The JCO year value is the average amount of work time a JCO has available to manage cases. Calculating the JCO year value is a two-step process. The first step is to determine how many days per year are available for JCOs to work (the JCO year); the second step is to determine how the business hours of each day are divided between case-specific and non-case-specific work (the JCO day). Multiplying the average business hours by the number of days worked in a year results in the JCO year value, which is an estimate of the amount of time the “average” JCO has to manage (supervise or investigate) cases during the year.

JCO Day and Year Value

In probation workload studies there are three factors that contribute to the calculation of JCO need: new cases, case weights and the JCO year value.

So that:

$$\text{Workload} = \text{New Cases} \times \text{Workload Standard (case weight)}^4$$

$$\text{Juvenile Court Officer Need} = \text{Workload} / \text{JCO Year Value}$$

The JCO Year

Many assumptions underlie the JCO year value. Weekends, state holidays, and time related to vacations, illness, attending statewide conferences and other professional development activities are subtracted from the calendar year to determine the number of days available to manage cases. While determining the number of weekend days and state holidays in a year is easy, determining the average time taken (or that is reasonable to take) for vacation, illness, conferences, and other professional development is more difficult. Because a state's study period may not be representative for all factors, the project team relied on the Advisory Committee to estimate the average time taken for vacation, illness, conferences, and professional development. Calculating the "average" JCO year requires determining the number of days JCOs have to attend to case-related matters.

Development of the JCO year value begins with a baseline of 365 days in the year and subtracts the 104 weekend days and 10.5 state holidays. Actual average leave figures were computed for all classes of probation officers, which amounts to 31.5 days per JCO per year. Training is based upon the need to engage in professional development training annually, including safety and other training; five days was the amount agreed upon by the Advisory Committee and is based on the state's requirement of 40 hours of training every three years. The number of days available, after subtracting weekends, holiday, leave and professional education, is 214 days per year. Figure 4 presents these calculations.

⁴ The average length of stay of youth under the supervision of juvenile probation in North Dakota is less than one year. For this reason, the annual case weights are applied to the total number of new cases. This methodology accounts for the time spent supervising youth already on probation at the beginning of the year, those whose supervision begins and ends in a year and those whose supervision begins but does not end in the specified year.

Figure 4: Calculating the JCO Year

PO Year	Days
Total Days per Year	365
Subtract Non-Working Days:	
Weekends	- 104
Holidays	- 10.5
Vacation, sick & other leave	- 31.5
Education/Training	- 5
Total Working Days per Year	214

The JCO Day

The JCO day is separated into three parts: the amount of JCO time devoted to (1) case-related matters, (2) non-case specific matters and (3) work-related travel. Making a distinction between case-related, non-case specific and travel time provides clear recognition that JCOs have many varied responsibilities during the course of a work-day.

1. Case-related time includes all time devoted to:
 - Attending to referral and intake duties
 - Attending to all in-office supervision duties
 - Attending to court-related work involving cases
 - Conducting field visits
 - Responding to violations
2. Non-case specific time includes time devoted to:
 - Activities associated with the operation of the office as well as attending local meetings and statewide committees
 - General paperwork not associated with a specific case
 - Professional meetings
 - Community activities and public education
3. Travel time includes time devoted to:
 - All travel conducted for official business purposes, including conducting school, home and other collateral visits and going to and from professional meetings.

Hours Available Per Day

To determine the number of average available hours per year, the model must first estimate a reasonable average of available work hours per day. Again, the NCSC

project team consulted the Advisory Committee to develop these estimates. The Advisory Committee concluded that a reasonable average of available working time is nine hours per day (representing a typical 8:00 - 5:00 work-day). This nine-hour day includes a one-hour lunch and 30 minutes for breaks and personal time, allowing for 7.5 hours of working time each day.

Data recorded by JCOs during the time study period indicated that, on average, approximately 5.2 hours (312.5 minutes) per day were dedicated to case-specific work, 69 (rounded from 68.9 minutes) minutes per day were recorded for work-related travel and 69 (rounded from 68.6) minutes was spent on non-case-specific (administrative) activities. Figure 5 presents the calculations for the JCO day.

Figure 5: Calculating the JCO Day

Time per Day	Hours Per Day	Minutes Per Day
Total Time Per Day	9	540
Lunch & Breaks	- 1.5	90
Total Travel	- 1.15	69
Total Non-case specific	- 1.14	69
Total Daily Case-Specific Time	= 5.20	312
Total Annual Case-Specific Time	= 1,112.80	66,768

JCO Year Value

Multiplying the JCO year value (214 days) by the number of hours in a day available for case-specific work (312.5 minutes per day) gives you the amount of time available per year for JCOs in North Dakota to work on cases. Thus, the JCO year value for North Dakota for those counties with travel time allocated is 66,768 minutes of case-specific time per JCO per year (214 days x 312 minutes per day).

The JCO year value estimates a reasonable amount of time a Juvenile Court Officer should work in a year. This value is used even though not all Juvenile Court Officers currently take this exact amount of leave.

V. Quality Assessment: Adequacy of Time Survey and Focus Groups

Time studies, by their nature, measure how much time it takes to process and supervise cases under current circumstances, but does not and cannot measure how work should be done. Additionally, a time study does not provide for qualitative data to help analysts make human sense of the data. For these reasons, two complementary processes were developed to obtain qualitative data. The first was an Adequacy of Time Survey in which JCOs and secretaries were invited to share their beliefs about the sufficiency of time currently available to do their work. The second was an opportunity to participate in one of eight regional focus group sessions in which feedback regarding the data collection period and preliminary findings was sought. This section of the report provides an overview of this work.

Adequacy of Time Survey

Juvenile Court Officers were also asked to participate in an adequacy of time survey to examine whether current staffing levels were sufficient to provide reasonable and satisfactory service to the public. This survey asked JCOs to evaluate how well specific tasks, covering pre-disposition reports, supervision, and general work activities, were actually being performed by the JCOs. The survey was administered via a web-based survey instrument which was made available to JCOs over an approximate four-week period. Overall, the participation rate for this survey was adequate at 75 percent (42 of 56 possible respondents). The results are an indication of the views of three quarters of the Juvenile Court staff regarding the adequacy of time for completing various work-related tasks.

For the adequacy of time survey, Juvenile Court Officers were asked to rate how much time they had for each of the case-related activities on a scale of 1 to 5, with 1 being “almost never” and 5 being “almost always.” An average rating of “3.0” or greater indicates that JCOs have adequate time to perform the specified tasks, indicating an adequate level of staffing to complete the listed tasks. Secretaries were asked to rate seven activities using the same scale.

Figure 6 presents the average scores for each question category. An average score of 3 or higher typically indicates that survey respondents feel they have an adequate amount of time to satisfactorily engage in the work represented by each question. Figure 6 indicates that, statewide, JCOs reported average scores just below the threshold of three in eight of the 14 case type categories, suggesting that the survey

respondents are slightly less than satisfied with the amount of time they have to do their work. Figure 7 provides the secretaries' average scores, showing that, overall, there appears to be an adequate amount of time to attend to their duties; however, there are some specific activities (document preparation and administrative duties) for which additional time may be needed. As noted under the Focus Group section Adequacy of Time Survey below, further consideration should be given for additional secretarial staff in the high volume units. High volume units consistently reported a higher level of stress and the need for additional time to adequately attend to their assigned duties.

Figure 6: Juvenile Court Officer Adequacy of Time Survey Scores

REFERRAL INTAKE	3.46
JCO paper work and prep	3.42
All other activities	3.50
EMERGENCY INTAKE	3.06
JCO paper work and prep	3.04
All other activities	3.08
DIVERSION	3.37
JCO paper work and prep	3.38
All other activities	3.37
FORMAL CASE PROCESSING - JCO ACTIVITIES	2.92
JCO paper work and prep	2.88
All other activities	2.96
INFORMAL ADJUSTMENT HEARINGS	3.28
JCO paper work and prep	3.24
All other activities	3.32
UNSUPERVISED PROBATION	3.18
JCO paper work and prep	3.05
All other activities	3.30
TCO/SHELTER CARE/DETENTION	3.08
JCO paper work and prep	3.04
All other activities	3.12
PENDING YASI	2.85
In-office case work (n=22)	3.05
Group work (n=12)	2.75
Court time (n=21)	3.05
Out of office case work (n=21)	2.76
Data entry/administrative work (n=20)	2.65
Victim-related activities (n=20)	2.80
JCO paper and prep work (n=21)	2.76
All other work/activities (n=22)	2.95
SUPERVISED PROBATION - HIGH RISK	2.83
In-office case work (n=22)	2.95
Group work (n=10)	2.70
Court time (n=21)	3.14

Out of office case work (n=22)	2.73
Data entry/administrative work (n=20)	2.75
Victim-related activities (n=21)	2.71
JCO paper and prep work (n=21)	2.67
All other work/activities (n=22)	3.00
SUPERVISED PROBATION - MODERATE RISK	2.73
In-office case work (n=22)	2.73
Group work (n=9)	2.56
Court time (n=21)	3.10
Out of office case work (n=21)	2.48
Data entry/administrative work (n=21)	2.67
Victim-related activities (n=20)	2.70
JCO paper and prep work (n=21)	2.71
All other work/activities (n=21)	2.90
SUPERVISED PROBATION - LOW RISK	2.97
In-office case work (n=22)	3.09
Group work (n=9)	2.44
Court time (n=21)	3.33
Out of office case work (n=21)	2.95
Data entry/administrative work (n=21)	2.90
Victim-related activities (n=20)	3.05
JCO paper and prep work (n=21)	2.81
All other work/activities (n=21)	3.14
SUPERVISED PROBATION - WAIVED	2.96
In-office case work (n=21)	3.05
Group work (n=8)	2.50
Court time (n=20)	3.20
Out of office case work (n=19)	2.89
Data entry/administrative work (n=20)	2.95
Victim-related activities (n=19)	3.05
JCO paper and prep work (n=20)	2.90
All other work/activities (n=21)	3.10
SUPERVISED PROBATION - ICJ CASES	2.71
In-office case work (n=21)	2.86
Group work (n=7)	2.29
Court time (n=19)	2.95
Out of office case work (n=17)	2.82
Data entry/administrative work (n=20)	2.55
Victim-related activities (n=19)	2.68
JCO paper and prep work (n=20)	2.60
All other work/activities (n=21)	2.90
DRUG COURT	2.11
JCO paper work and prep (n=7)	2.00
All other activities (n=9)	2.22
NON-CASE SPECIFIC ACTIVITIES	2.68
Work-related meetings/committees and related work (n=28)	2.71
Community outreach (n=26)	2.46
Group/class preparation (n=19)	2.53

Providing or attending training (n=28)	2.82
Administrative work (non-case specific) (n=26)	2.65
Work-related travel (n=28)	2.89

Figure 7: Juvenile Court Secretary Adequacy of Time Survey Scores⁵

SECRETARIAL ACTIVITIES	3.02
Data entry/research (CMS, UCIS, Odyssey)	3.00
Document preparation for SAO, Referee or Judge	2.82
Document preparation for JCO	2.93
Administrative duties	2.93
Judge/Referee support (recording and other support)	3.00
Attending or providing work related training	3.44

Focus Groups

Four focus groups were held with representatives from the each of the four probation unit's JCO and secretarial staff to gain further insight into the probation-related work in North Dakota. The purpose of the focus groups was to obtain feedback from participants regarding the draft findings from the time-in-motion study, discuss the findings of the Adequacy of Time Survey and to get general feedback about the individual probation offices. The focus group discussions also provided an opportunity for the JCO and secretary participants to present additional information to NCSC facilitators that might be helpful in finalizing the case weights. The focus group sessions were held between July 12 and July 15, 2010, and two sessions were held at each location – one in the morning and one in the afternoon – to allow for as many participants as possible. All JCOs and secretaries were invited to participate in one of the two focus groups in their geographical area, provided that coverage in their respective offices would be maintained. Each focus group session contained approximately six to eight participants. Each focus group session was scheduled to last two hours, but generally were completed within 90 minutes.

The preliminary case weights derived from the time study represent “what is,” not “what ought to be.” Accordingly, the preliminary weights may not capture the time that may be necessary for JCOs and secretaries to perform essential tasks and functions *effectively*. The focus groups examined current practices as measured by the time

⁵ Work related travel was a category originally included in the Adequacy of Time Survey for secretaries. Focus group participants indicated that such travel is rarely done by secretaries and that the score of 3.67 for this subcategory erroneously inflates the overall AOT score (of 3.11 when travel is included). That score has been removed from the table in this final report, showing the overall AOT score for secretaries as 3.02.

study, areas of concern raised by the Adequacy of Time Survey and focus group participants, and personal experiences to make recommendations on the final workload standards.

Participants were asked to discuss four topics related to the time study, the questions are presented below.⁶ A summary of each of the four discussion areas' highlights is presented below.

1. Were the two data collection periods representative of typical four-week periods of your work?
2. Do the draft case weights (presented in order from highest to lowest) seem appropriate, given your experience?
3. Are the results of the Adequacy of Time Survey reflective of your experience regarding time availability to do your work efficiently and effectively?
4. Are there any ways in which your county is unique, or has distinguishing features which you believe should be taken into account in the case weights or staff needs assessment?

Data Collection Period -- Focus group participants agreed that the two data collection periods were normal, with slight regional variations. The first data collection period represented the slower work and travel times, the second represented the busier work and travel periods. The two data collection periods were selected to generate exactly these seasonal variations in work and travel. Participants also reported variations in the cyclical pattern of the work volume by unit depending upon the school year. Participants in Unit 4 reported when school was in session their volume of work diminished which was in direct contrast to Units 1, 2, and 3 which reported that work volume increased during the school year. Regardless of these variations, the data collection periods still represented normal work volumes.

Case Weights – Participants agreed that the relative order of the case weights were accurate, noting specifically that the *supervised probation high cases* actually have less time spent compared to the *moderate supervision level cases*. JCOs explained that most of the high risk juveniles spend more time in structured programs or are under the temporary care and/or supervision of other providers, thereby reducing the time JCOs spend on supervision.

Data collection abnormalities in both ICJ and Drug Court cases may have resulted in slightly reduced case weights for these two categories. Since the incorrect data cannot be isolated, the Advisory Committee determined that no adjustments should be made to these two case types. The Committee took a conservative approach and reasoned

⁶ Appendix B contains the agenda and material provided to the focus group participants.

that even though these two categories may be slightly understated that all time was, in fact, captured within the model therefore the model still maintains its overall integrity.⁷

Adequacy of Time Survey – The AOT adequately reflects the perception of sufficient time available for JCOs and unit secretaries to attend to their work. In the Focus groups some clerical staff indicated that one category, “work related travel,” did not apply to them, which resulted in a recalculated average score of a 3.02 sufficient time rating. Although the overall statewide score indicated that secretaries have ample time to perform their assigned tasks and activities, secretarial staff reported great variations in their attitudes and disagreement with the 3.02 rating regarding their available time to perform their work. Many secretaries reported that they, in fact, do not have sufficient time to perform their assigned tasks. Discussion revealed that these variations were dependent upon the type of duties secretaries were assigned. In some units secretaries were responsible for prosecutorial (Executive Branch) support in preparing petitions for the State’s Attorneys and/or providing courtroom support for judges/referees. Further, in almost every unit secretaries provided various levels and types of clerical support to JCOs which greatly impact their perceptions and attitudes regarding their available time.

The JCOs generally agreed with their statewide ratings slighted under “3” in most case related categories. Most agreed, however, that the current level of service provided is at the expense of the non case specific category items. More specifically, the JCOs universally felt they did not have enough time to attend work related meetings, perform community outreach, and complete the routine administrative duties to their professional and personal satisfaction. Discussions revealed that by reducing the time spent on the non case specific activities, JCOs felt their individual and organizational effectiveness was diminished. Variations in job tasks were also noted during focus group discussions regarding available time. It is noteworthy to report in some units JCOs are testifying in court in place of the affiant, law enforcement officer, to substantiate grounds for probable cause.

Distinguishing Features – Focus group participants noted differences between the units in terms of operations, staffing, travel time, resource availability and philosophical approach to supervision. Those differences are not necessarily portrayed in the Adequacy of Time Survey, and given the size of the state and the relatively low number of JCOs and cases, it is not possible to determine these differences in the time study data.

The adequacy of time data and draft workload values for each case type were reviewed by the Focus Group Participants and the Advisory Committee to determine if any qualitative adjustments were necessary. Based upon the Focus Group responses and the review of all data, the Advisory Committee discussed each case type and case

⁷One individual failed to correctly record all time in the drug court category and instead recorded some of the time supervising drug court probationers under “supervised probation.” It is likely that one person’s time did not impact the case weight enough on either case type to justify making a change. Similarly, one person reported incorrectly recording some time on the interstate compact cases. Since this population makes up such a small portion of the caseload, it was determined that this one error would not impact the case weight enough to justify making a change.

weight, considering the work expectations and the adequacy of time survey data. Upon this lengthy review and discussion, no adjustments were made to the case weights. The committee *did* feel it was worthwhile to explore the possibility of increasing the non-case specific time available to JCOs in an effort to address concerns regarding the limited time available to engage in community building activities. The committee looked at the impact of adding either ten or 20 minutes per day per JCO to allow for more community building activities. *Adding ten minutes per officer per day (50 minutes per week) results in an additional staffing need statewide of 1.53 JCOs; adding 20 minutes per day per officer results in an additional staffing need of 3.16 JCOs statewide.* The impact of the non-case related time change is provided in Appendix C.

Committee members noted some examples of successful community building activities that officers have engaged in, but cannot do so on a sustained level due to the lack of time. Such activities could be done more often if staff resources could be dedicated, at least in part to do so. Examples include making presentations to local groups about gang behavior in the community; participation in community service activities by officers and supervised youth; participation in habitat for humanity; law day activities. In the end, the Advisory Committee decided not to make any changes to the non-case related time, but wanted the relatively small staff need impact of making such changes presented in this report.

VI. North Dakota Juvenile Court Officer Time Study and Case Weights

A time study measures case complexity in terms of the average amount of JCO time actually spent managing different types of cases, from the initial referral or placement to termination. The essential element in a time study is collecting time data on *all* JCO activities. For this study, JCOs in North Dakota recorded all time spent on various case types on a daily time log and then entered their time on a web-based data collection instrument. Juvenile Court Officers' activities included time spent on case-specific work, non-case specific work, and travel time.

Case Weights

As discussed earlier, time study data was collected from all JCOs statewide during two four-week periods spanning time in February through May, 2010. To calculate preliminary case weights, the average amount of JCO time required to handle a particular case for a year, the eight-week time data was extrapolated to 12 months and divided by the number of new cases for each case type in calendar year 2009.

The case weights by case type provide a picture of current JCO practice in North Dakota. For example, as shown in Figure 8, JCOs in North Dakota recorded the annual value of 213,166 minutes associated with Referral Intakes. To develop the case weight, we divided the annual time recorded in minutes by the number of new Referral Intakes across the state cases in calendar year 2009 (3213,166 minutes/820 cases). The resultant case weight of 259.95 minutes means that, on average, it takes a JCO 259.95 minutes to fully process a Referral Intake in North Dakota. By aggregating all of the time recorded for each case type and dividing that time by the total number of new cases for a year, we are able to smooth the anomalies across the case type to incorporate both the unusually long cases and the unusually short cases into the average.

Figure 8: Example of Case Weight Calculation for Referral Intakes

Minutes Recorded for Referral Intakes (extrapolated to 12 months)		New Referral Intakes Annually		Case Weight
213,166	÷	820	=	259.95 minutes/case

The utility of a weighted caseload system is now easy to illustrate. For example, while the *number* of new cases placed on diversion (n=264) and the *number* of formal court processing cases (n=201) are similar, the case weights are significantly different (formal court processing takes 1,952 minutes per case compared to diversion, which takes 147 minutes per case). Therefore, the workload associated with diversion cases (264 cases * 145.49 minutes = 38,409 minutes) is slightly more than one-tenth of the workload associated with formal court processing (201 cases * 1,714.33 minutes = 344,580 minutes). Because of the difference in the workload values, more time is required for the formal court processing activities than for diversion cases. Clearly, caseload is not the same thing as workload. The case weights for North Dakota JCO case types are shown in Figure 9.

It may be easier to think of the time associated with supervision cases⁸ as a monthly case weight. Because supervision is generally thought of in terms of monthly activity, case weights can be looked at as monthly values. Since most cases are based on a one-year term, generating a monthly workload value simply requires the annual case weight to be divided by the average length of stay for that level of supervision. Figure 10 provides the monthly statewide length of stay and monthly case weights for the supervision cases.

⁸ Those cases that do not have ongoing supervision, such as referral intakes, emergency intakes, etc. do not lend themselves to monthly case weights, since the work associated with these cases is not ongoing as is the case with supervised probation.

Figure 9: Final North Dakota JCO Case Weights

Case Categories	Annual Case Weight (minutes)	Annual Case Weight (hours)
Referral Intake	260	4.33
Emergency Intake	756	12.60
Diversion	147	2.45
Formal Court Processing - JCO Activities	1,952	32.53
Informal Adjustment Hearings	876	14.60
Unsupervised Probation	197	3.28
TCO/Shelter Care/Detention	959	15.98
Pending YASI	1,911	31.85
Supervised Probation - High Risk	1,713	28.55
Supervised Probation - Moderate Risk	3,065	51.08
Supervised Probation - Low Risk	1,132	18.87
Supervised Probation - Waived Risk	632	10.53
Supervised Probation - ICJ	668	22.27
Drug Court	4,157	69.28

Figure 10: Statewide Average Length of Stay on Supervision and Monthly Case Weights⁹

Case Categories	Average Length of Stay (months)	Monthly Case Weight (minutes per month)
Supervised Probation - High Risk	6	286
Supervised Probation - Moderate Risk	6	511
Supervised Probation - Low Risk	6	189
Supervised Probation - Waived Risk	8	79
Supervised Probation - ICJ	Not available	668
Drug Court	6 ¹⁰	693

⁹ Average lengths stay and month case weights are rounded to whole numbers.

¹⁰ The actually length of stay for drug court is unknown; for youth who graduate from the program, the length of stay is between 9 and 12 months, but many youth are terminated unsuccessfully before they can graduate. The estimated average of 6 months was used as a proxy to generate an average monthly workload value.

VII. Juvenile Court Officer Workload Calculation and Resource Needs

Once the JCO year value and the case weights have been established, the calculation of JCOs needed to manage the workload of the North Dakota probation system is completed. Juvenile Court Officer case related demand is calculated by dividing the JCO workload value (the annual number of minutes of work required based on caseload and case weights) by the JCO year value. The resulting number represents the JCO case-related full time equivalents (FTE) needed to manage the work of the probation system in North Dakota. Figure 11 displays the steps taken to compute JCO demand.

Figure 11: Calculation of Total Needs

Step 1	For Each Case Type: <i>Case Weight x New Cases = Workload</i>
Step 2	For Each Case Type: <i>Sum individual case type workloads to obtain the total workload for each Unit (total minutes of work expected)</i>
Step 3	For Each Unit: <i>Divide the total workload by the JCO year value (case related minutes) to obtain JCO resource needs</i>

Applying the case weights to the expected number of new cases in each category produces the overall JCO case-related workload for each county. This model represents the workload needs to maintain the current level of service provided. The case-related workload value for the state is 3,083,177 minutes, based on calendar year 2009 new cases. The number of JCO resources needed to process the workload in each unit is calculated by multiplying the number of new cases by each case weight. The result is the number of JCOs required to process the workload of each county.

JCO FTE Needs Estimated by the Model

Based on calendar year 2009 new cases, the JCO workload assessment model estimates that overall the state needs 46.18 JCO FTE to manage the probation workload (see Figure 11). There are currently 39.5 JCO FTE, so the model indicates a total addition need for 6.68 JCO FTE.

Figure 12: North Dakota Statewide JCO Resource Needs Model

CASE TYPE	2009 Cases All JCOs	JCO CASE WEIGHT (minutes)
Referral Intake	820	260
Emergency Intake	127	756
Diversion	264	147
Formal Court Processing - JCO Activities	201	1,952
Informal Adjustment Hearings	313	876
Unsupervised Probation	506	197
TCO/Shelter Care/Detention	115	959
Pending YASI	92	1,911
Supervised Probation - High Risk	168	1,713
Supervised Probation - Moderate Risk	283	3,065
Supervised Probation - Low Risk	298	1,132
Supervised Probation - Waived Risk	56	632
Supervised Probation - ICJ	67	668
Drug Court	27	4,157
Secretarial Activities		
Total Cases	3,336	
Case Specific Work x Filings (weights x filings)		3,083,177
JCO Annual Availability (214 days * 7.5 hours)		96,300
Work related travel per year (69 minutes per day)		14,766
Non-case specific time (69 minutes per day)		14,766
Availability for Case Specific Work		66,768
Juvenile Court Officer Demand		46.18

Secretarial Staff Needs

While a time study was conducted with the secretarial staff, case type data could not be determined. Secretarial staff are not authorized to work or report work outside the normal work hours and as a consequence the data did not capture a reported need to work additional minutes or hours to attend to work. The adequacy of time survey data did indicate some perceived deficiency in time related to document preparation and administrative work; however, the participation in that survey by secretaries was somewhat limited. Information derived from Focus Groups held in each administrative Unit proved to be the most informative source. As stated earlier in the Focus Group Adequacy of Time Survey section in this report, there is variation in the duties in which secretaries provide. In the high volume courts secretaries suffer the greatest level of stress and by this accounting may very well be understaffed. Mistakes are reportedly

being made due to the high volume in these units; whereas, in the more rural areas secretaries report ample time to perform their assigned duties. In consideration of all the data obtained, the utilization of staffing ratios for secretaries is recommended.¹¹ On a statewide basis the current level of secretarial staffing appears to be appropriate although the distribution of secretarial staff should be examined. We recommend the current staffing ratio should be maintained statewide, and each Unit should be staffed according to this ratio with due consideration of the caseload per JCO in each Unit. The current staffing level is 39.5 JCOs and 15.5 secretaries, which is a 1:2.5 ratio ($39.5/15.5=2.5$). In other words, we recommend that for every 2.5 JCOs there should be one secretary. The current staffing need shows a deficit of 6.68 FTE JCOs, which would indicate a need for an additional 2.4 secretaries.

Qualitative Factors Affecting the Determination of Resources

Qualitative factors also can affect JCO resource needs, and these should be considered when determining a state's resource needs. There can be *local* differences that result in some case types taking longer in some counties within a single state; and this is especially true in a state like North Dakota, where statewide standard for investigation and supervision do not exist. The size of a county can also have an impact on case management responsibilities. Additionally, when satellite offices must be staffed, it might be necessary to maintain a full time JCO and/or secretary in one office even if the caseload demands do not require it. Another qualitative factor to consider is that larger counties might have the benefit of specialization within case types, allowing some economies of scale.¹²

This model should be only one factor in the consideration of resource needs. The issues identified above and any other issues that are particularly relevant to North Dakota should be considered when using this model to determine resource needs.

¹¹ The weakness of a statewide staffing ratio to JCO model is it does not consider the work volume associated with the JCOs. JCO's have variations in the caseloads they carry, therefore; the volume of work should be considered when appropriating secretarial staff.

¹² Specialization could also *increase* the amount of time an officer spends on certain kinds of cases. For example, if a county designated an officer to supervise a specialty court caseload, the special demands of this case type could be greater than the case weight indicated for regular probation supervision.

Additional Observations Regarding Probation Supervision

Through the course of the workload assessment study, the NCSC consultants noted a handful of supervision processes that could improve the quality and consistency of supervision if staffing levels were adjusted to allow for these improvements. It is clearly understood that this assessment was in no way an evaluation of the Juvenile Court System, these items are provided as informational. It must be understood that most of the suggestions could be implemented only if additional staffing were made available.

1. **Development of statewide supervision standards** – the focus group discussions highlighted the fact that supervision practices vary across and within districts. To minimize these differences, thereby providing a standard level of care for probationers across the state of North Dakota, supervision standards, based on risk and need level could be developed. Standards could include a targeted number of contacts to be made based on supervision level and the kinds of intervention that could be used based on the presenting needs of the youth. Standards might also include a requirement that case plans be established and followed, and could dictate what basic case plans should entail and how they should be used and updated. Use of case plans hold JCOs accountable for a certain standard of supervision and help to maintain consistency in supervision across units.
2. **Make use of the YASI as a fully utilized supervision tool** – currently, the YASI is used to make an incoming assessment of risk and needs of youth entering the juvenile court system on probation. The use of the tool could be expanded to include re-assessments at certain intervals which would likely result in changes in supervision levels (generally to lower supervision levels, indicating that a probationer is presenting a lower level of risk to the community). Ideally, the YASI would be the basis of all case planning.

VIII. Keeping the Workload Assessment Model Current and Future Use of the Model

This report presents the findings from the workload analysis performed by the NCSC for North Dakota Juvenile Court Officers. In the absence of any significant changes in case management, organizational structure or legislation in the North Dakota Juvenile Courts, the case weights developed during the course of this study should be accurate for several years. However, periodic updating, like that conducted here, is necessary to ensure that the case weights continue to accurately represent JCO workload. Increased efficiency, statutory or procedural changes, or implementation of various case management initiatives over time may result in significant changes in case processing.

The workload assessment models are tools that can be used effectively in Juvenile Court Officer resource management. The calendar year 2009 case data were used to validate the model, and indicate the JCO resource needs for that year of new cases. The standards should be applied to new cases (or projected new cases) for successive years to determine JCO needs in the future. The real power of the models lies in their applicability in predicting future JCO resource needs with caseload projection analysis.

APPENDICES

APPENDIX A: NORTH DAKOTA JCO & SECRETARIAL CASE TYPES AND ACTIVITY CATEGORIES

Referral Intake	All activity from the point of receiving the referral up to the intake decision. Include all phone calls leading up to the referral, reading the referral, any further requests for information on the referral, phone or written contact regarding the referral.
Emergency Intake	All activity regarding actual or requested taking into custody, shelter care or detention of a child up to the point of release and just prior to any emergency court hearing.
Diversion: Decision	Activity after the intake decision to divert the case. This could include contacts (written, phone, in person) with the youth, parents or diversion agency to arrange the diversion.
Formal Process – JCO Activities	All JCO activity preparing for a formal court process, attending court, contact regarding the formal hearing from youth, families, attorneys, agencies.
Formal Process – Petitions and Orders	Cases in the formal, petitioned process prior to disposition or post and <u>not</u> regarding a probation youth (i.e., services only or custodial cases to agencies)
Informal Adjustment	The IA process itself, conducting or attending, and post documentation or discussion with the assigned JCO.
Diversion – Monitoring	All post diversion decision activity involving monitoring the diversion, receiving confirmation of diversion completion or failure.
Unsupervised probation	Cases involving unsupervised probation youth or their family
TCO/Shelter Care/Detention	Attending or testifying at the emergency hearings based on arrest, TCO, request for shelter care.
Supervised Probation, High Risk (YASI)	Cases involving a youth currently on probation and scored a YASI High (excluding drug court youth)
Supervised Probation, Moderate Risk (YASI)	Cases involving a youth currently on probation and scored a moderate on the YASI (excluding drug court youth)
Supervised Probation, Low Risk (YASI)	Cases involving a youth currently on probation and scored a YASI Low (excluding drug court youth)
Supervised Probation, YASI Waived	Cases involving a youth currently on probation whose YASI has been waived by a supervisor due to young age, comprehension or language barrier issues.
Supervised Probation, YASI Pending	Cases involving a youth currently on supervised probation and for which the YASI prescreen has yet to be completed.
Supervised Probation, ICJ	Cases involving a youth currently on a courtesy probation supervision status from another state
Drug Court	Cases currently assigned to Drug Court regardless of YASI score.

CASE-SPECIFIC ACTIVITIES

Juvenile Court Officers

Case Related Activities ONLY apply to the categories below:

- Supervised Probation, High Risk (YASI)
- Supervised Probation, Moderate Risk (YASI)
- Supervised Probation, Low Risk (YASI)
- Supervised Probation, (YASI Waived)
- Supervised Probation, ICJ (interstate compact cases)

Case related Activities:

- In-office case work
- Group work
- Court time
- Field work
- Data entry/administrative activities
- Victim-related activities
- Other

Juvenile Court Secretaries

All Activities – Case Specific and Non-Case Specific

- Data Entry – all computer based data entry includes researching/ Looking up in other databases
- Formal Document Preparation
- Informal Document Preparation
- Service Preparation
- Copy/ Fax/ Scan
- Mail Distribution
- Reception Duties (counter & phone, customer service)
- General Administrative Duties (email, voice mail time sheets, etc)
- Juvenile Court Referee/ Courtroom Support
- Calendaring
- Records Management
- Leave (vacation, sick, etc)
- Meetings
- Work-Related Travel
- Other (including PROVIDING & going to training)
- Time Study Project (filling out form and entry)

NON CASE-SPECIFIC ACTIVITIES: JCOs

Activities that do not relate to the processing of an active case but must be done by probation officers are defined as non case-related activities. The key distinction between case-related and the non case-related activities is whether the activity can be tied to a specific case.

Non-Case Specific Activities	Definition
Work- related meetings	All committee-related work, work-related meetings and any work that stems from either.
Community Outreach	Any work done under this category that is conducted in the official capacity of a JCO.
Group/ Class preparation	All preparation for Group or Class
Training (as a participant)	Includes client related, meeting related, training related
Administrative Work	Includes contacts with referral agencies, completing time sheets, and other paper-work type job requirements.
Work – related travel	Any reimbursable travel
Vacation/Illness/Unpaid Leave	This time will be accounted for in the “probation year value,” but we ask participants to enter time dedicated to this activity during the time study so it does not get double counted in the analysis.
Other	Includes PROVIDING training
Time Study Project	Time spent recording and entering time study data.

APPENDIX B: FOCUS GROUP AGENDA AND MATERIALS

North Dakota Juvenile Courts' Staffing Study Focus Group Meetings

July 12-15, 2010
Agenda

1. **Introductions**
2. **Brief Review of Project to Date**
 - **Data Collection Period (2/15 -2/12 & 4/12- 5/7)**
 - **Participation Rates**
3. **Focus Group Discussion**
 - **Data Collection Period**
 - **Comparison of Case Weights**
 - **Adequacy of Time Survey Discussion**
 - **Distinguishing Features**
4. **Wrap Up**

Court Management Consultants:

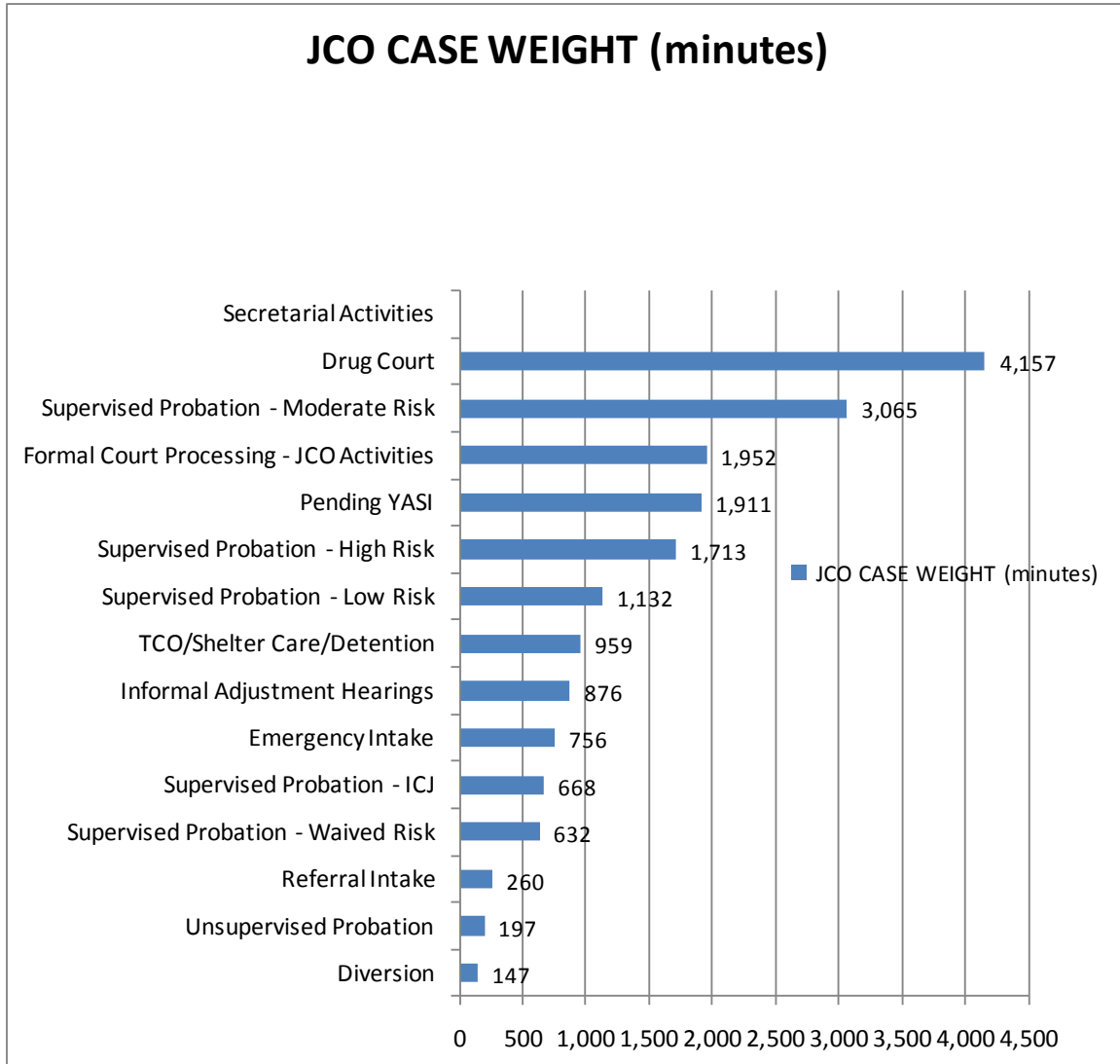
John Douglas
Vern Fogg
Alisa Kim



Study Participation Rates

Time Study Participation			
	Number of Expected Participants	Number of Participants	Participation Rate
JCO 1 - 2*	29	29	100.00%
JCO 3	11	11	100.00%
Secretaries	16	16	100.00%
Total	56	56	100.00%
*Intern participation is not included.			
Adequacy of Time Survey Participation			
	Number of Expected Participants	Number of Participants	Participation Rate
JCO 1 - 2*	29	19	65.52%
JCO 3	11	9	81.82%
Secretaries	16	14	87.50%
Total	56	42	75.00%

Relative Case Weights: Highest to Lowest



APPENDIX C: CASE WEIGHT ADJUSTMENTS

No case weight adjustments were made; however, the Advisory Committee did assess the impact of making more time available to JCOs to engage in community building/ community outreach work. The tables in this Appendix show the impact of increasing the non-case related time available to JCOs by either ten or twenty minutes per day. Adding 10 minutes per day per JCO will result in an *additional* statewide need of 1.53 FTE JCOs over the base model of 46.18.FTEs. When 20 minutes per day are added for Community Outreach the model indicates an *additional* need of 3.16 FTEs statewide over the base model need of 46.18.

JCO Need – Base Model: 46.18 FTE

JCO Need - + 10 minutes per day for Community Outreach: 47.71 FTE statewide need or (+ 1.53 FTE over the Base Model need)

JCO Need - + 20 minutes per day for Community Outreach: 49.34 FTE statewide need or (+3.16 FTE over the Base Model need)

JCO Statewide FTE Need with Ten Minutes of Time Added Per Day for Community Outreach

CASE TYPE	2009 Cases All JCOs	JCO CASE WEIGHT (minutes)
Referral Intake	820	260
Emergency Intake	127	756
Diversion	264	147
Formal Court Processing - JCO Activities	201	1,952
Informal Adjustment Hearings	313	876
Unsupervised Probation	506	197
TCO/Shelter Care/Detention	115	959
Pending YASI	92	1,911
Supervised Probation - High Risk	168	1,713
Supervised Probation - Moderate Risk	283	3,065
Supervised Probation - Low Risk	298	1,132
Supervised Probation - Waived Risk	56	632
Supervised Probation - ICJ	67	668
Drug Court	27	4,157
Total Cases	3,336	
Case Specific Work x Filings (w eights x filings)		3,083,177
JCO Annual Availability (214 days * 7.5 hours)		96,300
Work related travel per year (79 minutes per day)		16,906
Non-case specific time (69 minutes per day)		14,766
Availability for Case Specific Work		64,628
Juvenile Court Officer Demand		47.71

**JCO Statewide FTE Need with Twenty Minutes of
Time Added Per Day for Community Outreach**

CASE TYPE	2009 Cases All JCOs	JCO CASE WEIGHT (minutes)
Referral Intake	820	260
Emergency Intake	127	756
Diversion	264	147
Formal Court Processing - JCO Activities	201	1,952
Informal Adjustment Hearings	313	876
Unsupervised Probation	506	197
TCO/Shelter Care/Detention	115	959
Pending YASI	92	1,911
Supervised Probation - High Risk	168	1,713
Supervised Probation - Moderate Risk	283	3,065
Supervised Probation - Low Risk	298	1,132
Supervised Probation - Waived Risk	56	632
Supervised Probation - ICJ	67	668
Drug Court	27	4,157
Total Cases	3,336	
Case Specific Work x Filings (w eights x filings)		3,083,177
JCO Annual Availability (214 days * 7.5 hours)		96,300
Work related travel per year (89 minutes per day)		19,046
Non-case specific time (69 minutes per day)		14,766
Availability for Case Specific Work		62,488
Juvenile Court Officer Demand		49.34

APPENDIX D: JCO RESOURCE NEED MODEL BY UNIT

CASE TYPE	JCO CASE WEIGHT	UNIT 1 ADA	UNIT 2 ADA	UNIT 3 ADA	UNIT 4 ADA	State ADA
Referral Intake	260	149	261	215	195	820
Emergency Intake	756	32	36	29	30	127
Diversion	147	28	85	107	45	264
Formal Court Processing - JCO Activities	1,952	30	75	66	30	201
Informal Adjustment Hearings	876	83	116	63	51	313
Unsupervised Probation	197	113	209	103	81	506
TCO/Shelter Care/Detention	959	23	37	24	31	115
Pending YASI	1,911	35	27	16	15	92
Supervised Probation - High Risk	1,713	28	69	63	7	168
Supervised Probation - Moderate Risk	3,065	58	103	100	23	283
Supervised Probation - Low Risk	1,132	101	82	64	51	298
Supervised Probation - Waived Risk	632	22	10	15	9	56
Supervised Probation - ICJ	668	11	51	2	3	67
Drug Court	4,157	9	7	6	5	27
Total Cases	18,425	721	1,167	872	576	3,336
Case Specific Work x Filings (weights x filings)	3,083,177	705,791	1,079,243	872,547	425,596	3,083,177
JCO Annual Availability: 214 days		96,300	96,300	96,300	96,300	96,300
Work related travel per year		14,766	14,766	14,766	14,766	14,766
Non-case specific time		14,766	14,766	14,766	14,766	14,766
Availability for Case Specific Work		66,768	66,768	66,768	66,768	66,768
Juvenile Court Officer Demand		10.57	16.16	13.07	6.37	46.18

Unit ADA - figures represent **Average Daily Attendance per Unit**

Bibliography

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