AGENDA

CONTRA COSTA COUNTY
JUVENILE JUSTICE COORDINATING COUNCIL
August 11, 2021

3:30 p.m. to 5:30 p.m.

To slow the spread of COVID-19, The Health Officer's Shelter in Place Order prevents public gatherings. In lieu of a public gathering, the JJCC meeting will be accessible via the Zoom platform. Details on how to join the meeting are listed on page 2.

1. Welcome, Introductions and General Announcements
2. Public Comment (speakers may be limited to two minutes)
3. Consider Approving the Record of Action
4. Budget Update (Danielle Fokkema)
5. Subcommittee Scope and Overview (RDA)
6. Subcommittee Report-Outs
    a. PICE
    b. Data & Services
    c. DJJ Realignment
7. Performance-Based Contracting Initiative (Denise Zabkiewicz)
8. RDA Updates
9. Adjourn

The Juvenile Justice Coordinating Council (JJCC) will provide reasonable accommodations for persons with disabilities planning to attend JJCC meetings. Contact the staff person listed below at least 48 hours before the meeting. Any disclosable public records related to an item on a regular meeting agenda and distributed by staff to a majority of the members of the JJCC less than 96 hours prior to that meeting are available for public inspection at 50 Douglas Drive, Suite 201, Martinez, CA during normal business hours, 8:00 a.m.-12:00 p.m. and 1:00-5:00 p.m. Materials are also available on line on the Probation Department's website. For additional information, contact: Deborah Caldwell, Executive Secretary, (925) 313-4188 Deborah.Caldwell@prob.cccounty.us

Join Zoom Meeting
https://us06web.zoom.us/j/84018152358?pwd=RTc4TFBqb25LYUlyWlRoY2s0WXBzZz09

Meeting ID: 840 1815 2358
Passcode: 365136
One tap mobile
+16699006833,,84018152358# US (San Jose)
+12532158782,,84018152358# US (Tacoma)

Dial by your location
+1 669 900 6833 US (San Jose)
+1 253 215 8782 US (Tacoma)
+1 346 248 7799 US (Houston)
+1 301 715 8592 US (Washington DC)
+1 312 626 6799 US (Chicago)
+1 929 205 6099 US (New York)
Meeting ID: 840 1815 2358
Find your local number: https://us06web.zoom.us/u/kdq4Bre2OJ

RECORD OF ACTION

JUVENILE JUSTICE COORDINATING COUNCIL (JJCC)
June 9, 2021
3:30 p.m. to 5:30 p.m.
ZOOM Virtual Meeting

Present:
Andrea Tavenier, District Attorney
Candace Andersen, Board of Supervisors
Denise Mills, CBO
Esa Ehmen-Krause, Probation
Brian Vanderlind, Sheriff
Jonathan Laba, Public Defender
Julius Van Hook, CBO
Lynn Mackey, Office of Education
Fatima Matal Sol, AODS
Ri Scott, JJC Chair
Trevor Schnitzius, Antioch PD
Tamisha Walker, Community Representative

Absent:
Steven Blum, Behavioral Health
Jonathan Bean, Community Representative
Roslyn Gentry, Children & Family Services
Stephanie Medley, Community Representative
Daniel Peddycord, Public Health

Meeting called to order by Chief of Probation Esa Ehmen-Krause at 3:32 p.m.

Item 3 – **Approve Record of Action from April 14, 2021 Meeting**

Approve as presented.

Candace Andersen (Board of Supervisors) Lynn Mackey (Office of Education)
AYE – 11 Councilmembers
Absent for vote: Denise Mills, CBO

Meeting adjourned at 4:11 p.m.

Contra Costa County Probation Department

JJCPA Budget Update 08/11/2021

JJCPA FY 20-21 Year-End Budget Report

JJCPA FY 20-21 Expenditures

JJCPA Expenditures	FY 2020-2021				
Probation	**FTEs**	**Budget**	**Jul 2020 - Jun 2021**	**Percent YTD**	**Balance**
Deputy Probation Officer	9.00	1,675,799	1,364,538	81.43%	311,261
Probation Supervisor	1.00	235,155	227,547	96.76%	7,608
Planner/Evaluator	1.00	99,690	0	0.00%	99,690
Administrative Services Assistant III	2.00	150,741	49,574	32.89%	101,167
Support Costs		6,388	6,386	99.97%	2
SUBTOTAL	**13.00**	**2,167,773**	**1,648,045**	**76.02%**	**519,728**
Other County Agencies		**Budget**	**Jul 2020 - Jun 2021**	**Percent YTD**	**Balance**
HSD MH Case Manager Contract		139,000	0	0.00%	139,000
HSD AOD Contract		304,209	68,366	22.47%	235,843
Public Defender Reentry Attorney Contract		168,000	166,347	99.02%	1,653
SUBTOTAL		**611,209**	**234,714**	**38.40%**	**376,495**
Community Based Organizations		**Budget**	**Jul 2020 - Jun 2021**	**Percent YTD**	**Balance**
RYSE Contract		133,572	133,571	100.00%	1
CC Family Justice Alliance - Teen Dating Violence Awareness		3,300	3,300	100.00%	0
Love Never Fails - Human Trafficking Awareness		6,125	6,125	100.00%	0
RDA, Inc. Contract		108,000	57,727	53.45%	50,273
Seneca Contract		357,501	0	0.00%	357,501
Ceres Policy Research Contract		88,500	10,000	11.30%	78,500
Impact Justice Contract		202,575	144,205	71.19%	58,370
BACR Contract		248,688	241,151	96.97%	7,537
SUBTOTAL		**1,148,261**	**596,080**	**51.91%**	**552,181**
TOTAL BUDGET		**3,927,243**	**2,478,838**	**63.12%**	**1,448,405**

JJCPA FY 20-21 Revenue

JJCPA Revenue		Budget	Jul 2020 - Mar 2021	Percent YTD	Balance
BASE ALLOCATION		3,100,500	3,105,517	100.16%	(5,017)
GROWTH		1,699,500	1,758,808	103.49%	(59,308)
TOTAL JJCPA ALLOCATION		**4,800,000**	**4,864,325**	**101.34%**	**(64,325)**

JJCPA FY 20-21 Summary

Total Revenue	$4,864,325
Total Expenditures	$2,478,838
FY 20-21 Fund Balance	$2,385,486
Fund Balance as of 6/30/20	$6,904,199
New Fund Balance as of 6/30/21	$9,289,686

JJCPA FY 21-22 Budget Report

JJCPA Funding

- JJCPA is funded through the Enhancing Law Enforcement Activities Subaccount (ELEAS).
- ELEAS is guaranteed $489.9 million annually with $107.1 million in guaranteed funding to JJCPA.

JJCPA Funding

- ELEAS is funded with Vehicle License Fees (VLF).
- If VLF does not reach $489.9 million, State Sales Tax is transferred to cover the shortfall.

JJCPA Funding - Continued

- Contra Costa County's JJCPA allocation is determined as percent to total of counties total population and is calculated by the State Department of Finance.

2011 Realignment Estimate – May Revise

2011 Realignment Estimate at 2021 May Revision

($ millions)

	2019-20	2019-20 Growth	2020-21	2020-21 Growth	2021-22	2021-22 Growth
Law Enforcement Services	**$2,603.9**		**$2,633.8**		**$2,838.0**	
Trial Court Security Subaccount	559.1	0.0	567.0	$20.4	587.4	13.2
Enhancing Law Enforcement Activities Subaccount	489.9	$224.4	489.9	249.0	489.9	$239.3
Community Corrections Subaccount	1,346.9	0.0	1,366.0	153.1	1,519.1	98.8
District Attorney and Public Defender Subaccount	41.0	0.0	41.6	10.2	51.8	6.6
Juvenile Justice Subaccount	167.0	0.0	169.3	20.4	189.8	13.2
Youthful Offender Block Grant Special Account	*(157.8)*	-	*(160.0)*	*(19.3)*	*(179.3)*	*(12.4)*
Juvenile Reentry Grant Special Account	*(9.2)*	-	*(9.3)*	*(1.1)*	*(10.5)*	*(0.7)*
Growth, Law Enforcement Services		**224.4**		**453.2**		**371.1**

FY 21-22 BUDGETED EXPENDITURES

JJCPA Expenditures	FY 2021-2022	
Probation	**FTEs**	**Budget**
Deputy Probation Officer	9.00	1,699,833
Probation Supervisor	1.00	254,395
Planner/Evaluator	1.00	99,690
Administrative Services Assistant III	2.00	312,440
Support Costs		6,334
SUBTOTAL	**13.00**	**2,372,692**
Other County Agencies		**Budget**
HSD AOD Contract		304,209
HSD BHS Medi-Cal Match		178,750
HSD HHH Trans Living		87,622
Public Defender Reentry Attorney Contract		192,000
SUBTOTAL		**762,581**
Community Based Organizations		**Budget**
BACR Contract		250,000
Bay Area Legal Aid		95,000
Ceres Policy Research Contract		44,250
Contra Costa County Office of Education		413,618
Fly Leadership Program		50,000
Impact Justice Contract		240,341
RDA, Inc. Contract		219,550
RYSE Contract		125,337
Seneca Contract		357,501
SUBTOTAL		**1,795,597**
TOTAL BUDGET		**4,930,870**

FY 21-22 BUDGETED REVENUE

JJCPA Revenue		Budget
BASE ALLOCATION		3,105,517
GROWTH		1,783,635
TOTAL JJCPA ALLOCATION		**4,889,152**

Performance Based Contracting

Juvenile Justice Coordinating Council

August 11, 2021

Denise Zabkiewicz

CSAC Strategic Framework

- Funded by the Arnold Foundation
- Strategic Framework:
  - Supports counties in their efforts to move toward data driven and evidence-based practice
  - Conducted a series of seminars
  - Offers tools that provide a broad, system wide view of how to use evidence in the contracting process
    1. RFP Process: Use data to inform contract planning and development
       - Operationalize and embed evidence into program design and RFP process
       - Connect the evidence to contract development and data-based outcomes
    2. Implementation Process
       - Contracted data outcomes used for monitoring of program fidelity and accountability
       - Can further apply concepts of cost efficiency to program design and assessment

Challenges to Traditional Contracting Practices

- Focus on compliance rather than performance
- Limited collaboration and capacity building
- Lack collection of use of meaningful data to improve outcomes

Why Conduct Performance Based Contracting?

- Allows for outcome metrics to be standardized and thus performance compared across similar programs
- Improves innovation and increases competition
- Improves transparency about the goals and ultimate results of a procurement
  - A useful feedback loop that fosters support for results driven contracting and reinforces trust in the County's capacity to govern effectively
- Educating the community and raising their expectations of what well-executed contracting can accomplish is critical for the sustainability and broader application of results-driving contracting strategies in the long run
- Signals to contractors that their focus should be on inputs and impacts rather than compliance
- Many others…

How to Use Evidence in the RFP Process

The RFP Process will:

1. Operationalize and embed evidence into program design and RFP criteria
   - Draw on data and research to identify and document the programmatic needs of the population
   - Define specific criteria for what an "evidence-based" program/practice (EBP) is
     - A nationally recognized clearinghouse where providers can locate information on a wide range of programs that meet a given standard will be referenced in the RFP
   - Formal definitions of evidence will be embedded in the RFP as well as in contracts to help clarify expectations
   - Mechanisms will be built into the RFP that will allow for monitoring of program fidelity and outcomes
     - Well-designed programs that are implemented without fidelity to the EBP model are unlikely to achieve the outcomes expected.

How to Use Evidence in the RFP Process

2. Connect the evidence to contract development and data-based outcomes:
   - Respondents will be expected to:
     - Identify an evidence-based program that addresses the needs of the population AND has been shown to be effective in achieving the desired outcomes
       - Any variations in an EBP must be disclosed and rationalized within the RFP response
     - Develop a *logic model* that clearly shows the process through which the program is expected to achieve its intended objectives
       - Highlights the data elements that will need to be collected by the provider/contractor
         - Used to assess general outcomes as well as fidelity

Example Logic Model: County Intimate Partner Violence (IPV) Pilot Project

Situation: Reduce recidivism among persons convicted of IPV charges. By using risk-based decision making to determine the dosage of DV treatment, county is developing more cost-effective solutions that should increase client success, reduce IPV and show difference in low-risk client outcomes compared to previous dosage, as well as to higher risk IPV clients. This approach is designed to be risk-need responsive in that those deemed low risk receive lower dosage BIP as well as lower dosage supervision.

Target Population	Inputs/Resources	Activities	Outputs	Outcomes
• Those convicted of 1203.098 charges • Low static Risk LS-CMI/ ODARA Clients • Medium/HR IPV Clients	---- County---- • Investigating Officers to assess and write reports • Probation officer's supervision of offender post-disposition • Victim services and engagement by supervising DPOs • Funding for provider training on curriculum • Probation Staff certification and BIP oversight ---Providers---- • Open Group with trained facilitators • Standardized curriculum used	• # of probationers assessed using LS-CMI (by score) by INV officer • # of probationers assessed using ODARA (by score) • # of pre-sentence/pre-plea reports • # of probationers ordered to 26-week program • # of victims contacted for feedback via victim survey • # of program reviews completed with IPV stakeholders • # of referrals to other programs as determined by criminogenic need • # of probationers referred to BIP • # of probationers who complete a post-program evaluation	• # of probationers attending orientation within 14 days of referral • # of Probationers attending Intake Assessment [including pre-test & Readiness to Change] with Provider • # of Probationers successfully completing IPV program in allocated timeframe • # of victims reporting improvement in sense of peacefulness • # of program reviews completed with a passing grade for credential • # of ancillary program completions for criminogenic needs	-- SAFETY – •New conviction, any charge AND new IPV charge, at end of BIP program regardless of program outcome •New conviction, any charge AND new IPV charge, year from end of BIP program •Restraining Order violations per a new Probation violation filed during program •Restraining Order violations per a new Probation violation filed within 1 year of program completion -- HEALTH AND WELLNESS -- -Reduction in criminogenic needs around drug or substance abuse -Completion of referred substance abuse program

How to Use Evidence in the Implementation Process

The Implementation Process

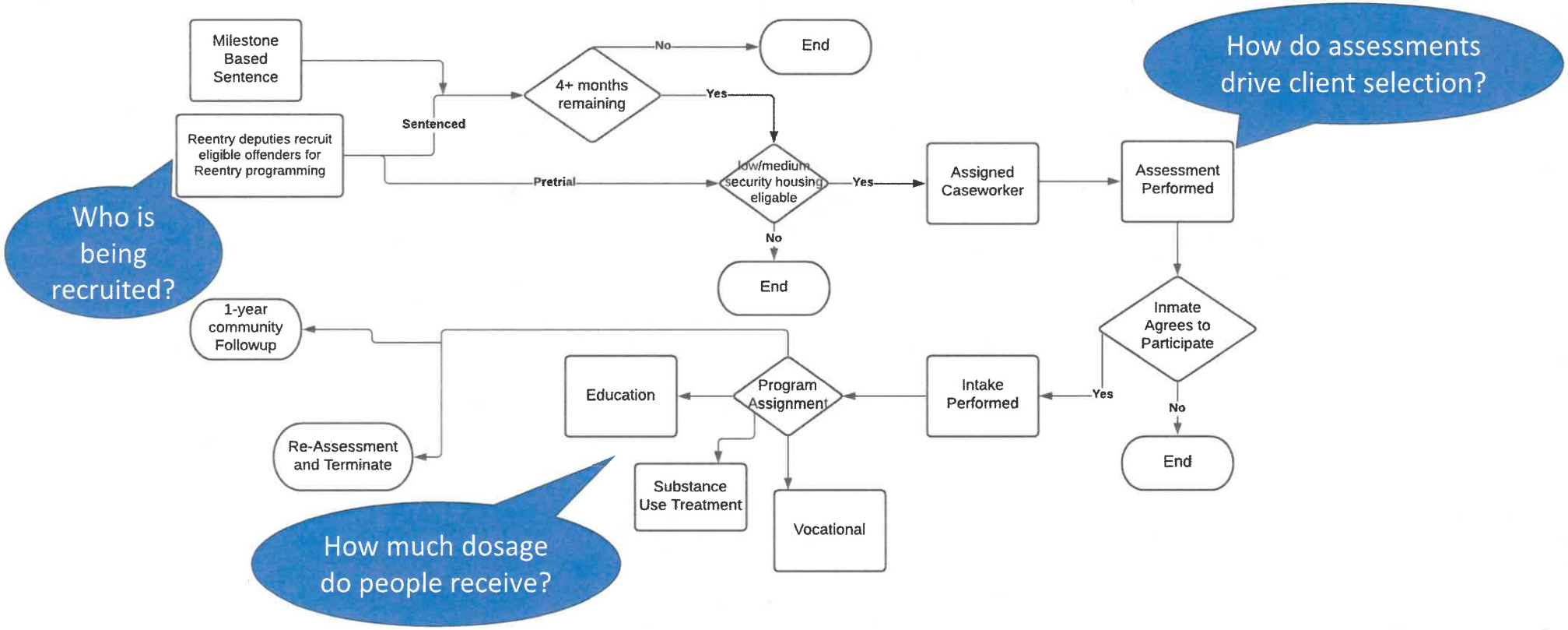
When programs operate in systems, program fidelity can be a challenge

1. Contracted data outcomes allow for monitoring of program fidelity and accountability
   - *Process maps* are a key element in the transition from program design to implementation
     - Describe the flow of the work and provide definitions surrounding ownership, responsibilities, process metrics and time standards or statutory requirements

Process Maps

- Support program implementation by providing:
  - A clear sense of program design, theory of change, and operations
  - Improved opportunities for dialogue and collaborative program creation
  - Development of referral pathways and information exchanges
- Provide definitions for:
  - Ownership
  - Responsibilities
  - Process metrics
  - Time standards or statutory requirement
- Allow the County to:
  - Brainstorm ideas for process improvement
  - Improve communication
  - Identify bottlenecks, repetition and delays

Example Process Map, Jail Reentry Program



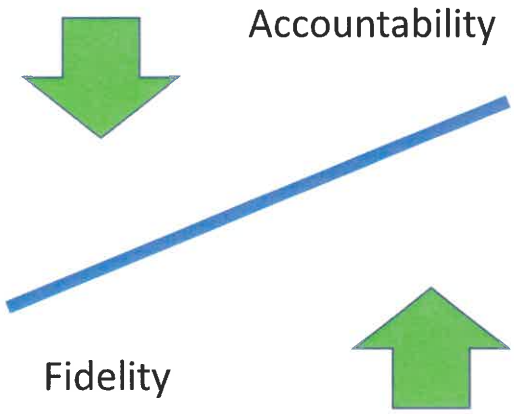
How to Ensure Contracts and Process Follow Design

Contracting is a partnership with providers:

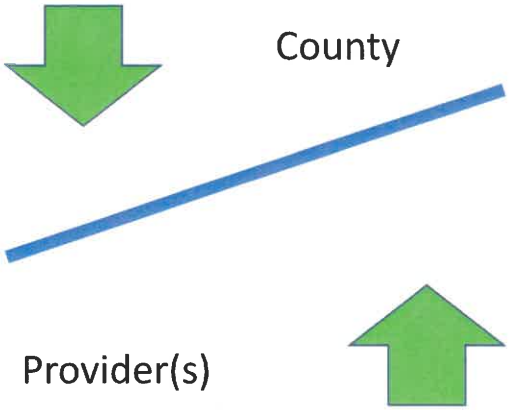
- What are we trying to achieve for our clients?
- Community based organizations are part of an ecosystem
- The formal system needs to have clear operational ties to providers
- Contracting can bring new services and connections not possible through the formal system

The Balancing Act

Accountability vs. Fidelity



County vs. Providers



Contract Accountability vs. Fidelity to the Program

There is often a tension between fidelity to the EBP and contract accountability

- Dimensions of *contract accountability*:
  - Program staff:
    - Training, certifications, vacancies
  - Orientation, assessment, planning:
    - Initial and secondary assessments, programmatic or treatment case plans
  - Treatment:
    - Approach
    - Curriculum
    - Dosage
    - Caseload sizes
    - Progress notes and completed cases
  - Discharge planning:
    - Exit interviews and assessments
    - Placement into downstream programs, post-exit supports and communication
  - Data tracking/reporting:
    - Often duplicative of above;
    - Ensures contract compliance on data submissions, data tracking, and data reporting (i.e, contractors should get a score for how well they report the information that the program is asking for).

Contract Accountability vs. Fidelity to the Program

Fidelity is defined as the extent to which an intervention or program is delivered consist with program theory and design, that is, as it was intended.

- Dimensions of *fidelity to the EBP*:
  - Exposure or dose:
    - Amount of program content received (i.e., frequency and duration of intervention as prescribed)
  - Quality of delivery/dose:
    - The manner in which a staff member delivers a program; whether the program delivery approaches a theoretical ideal
  - Participant responsiveness:
    - Measures how participants respond to, or are engaged by, an intervention (i.e., participant "buy in")
  - Program differentiation:
    - Identifying or unique features of components or programs that differentiate it
  - Reach and scope:
    - The rate of involvement and representativeness of participants, as well as program retention, completion; rate of participants needs met.

Both are Important!

Accountability:

- Measuring thoughtful accountability helps an organization ensure that contractors are following the requirements in the contract
- Creates a top-down approach to ensuring that the most relevant and important information is requested from providers and connects how it will be used by providers
- Evaluating contract compliance using quantifiable scores will allow an organization to identify areas that need improvement, observe trends over time, and put into effect corrective action plans to resolve those problems more efficiently

Fidelity:

- Measuring fidelity helps an organization link the outcomes of a program or treatment to the intervention
- Can help determine the true effect of the program to address if an outcome of an intervention is attributable to the intervention itself
- Once fidelity is measured, programs can be adapted to improve validity and reliability
- Program outcomes can then be attributed to the program being delivered as intended

Contract Planning and Development

Informed by data!

- Use needs assessments and other existing data sources to identify service priorities
- Use program inventory data to identify service needs and areas of excess capacity
- Use research clearinghouses to find effective programming
- Use benefit-cost analyses to understand program return on investment

Specify evidence requirements in RFPs

- Provide key information on requested evidence-based services
- Define evidence criteria and specify requirements through a logic model
- Clarify how programs will be assessed and monitored
- Specify implementation and outcome reporting requirements

Contract Planning and Development

- Engage stakeholders to build long term capacity
  - Builds community capacity and knowledge
  - Allows for further development of collaborations
- Engagement includes:
  1. Educate providers on evidence-based programs
  2. Solicit provider input on RFP development
  3. Provide training on creating a competitive proposal
  4. Provide technical assistance on identifying and selecting EBPs
  5. Identify training needs for delivering EBPs

Summary of Inputs to Performance Measures

Logic model outputs
(based on specific EBP)

- RFP process
- Clearinghouse identified EBP

Process map metrics
(likely system wide)

- May include evidence-based principles (i.e., risk principle)
- May be negotiated with contractor

Inform **contract performance measures**

- Contract development and management processes

Additional Considerations

- Active contract management
  - Program officer regularly reviews key outcome and process data provided by the contractor to monitor progress, discuss opportunities to improve systems, detect performance issues in real-time and swiftly troubleshoot and implement course corrections
- Incorporate incentives for better, more cost-effective performance
  - A portion of payment to the contractor is conditioned on outcomes
  - Connecting past performance to future contracting decisions helps establish a mechanism for allocating limited resources to the most effective contractors over time.
- Contract services
  - Administrative structures that include the contract officer, program officer, and the contractor can enable better management of ongoing contracts and support performance incentives.