# THE YOUTH JUSTICE INITIATIVE:
## Improving Outcomes for High-Risk and In-Risk Youth in Contra Costa County

Submitted by Contra Costa County
to the Board of State and Community Corrections
in Response to the Request For Proposals CFDA#16.738
Edward Byrne Memorial Justice Assistance Grants

# Board of State and Community Corrections
# EDWARD BYRNE MEMORIAL JUSTICE ASSISTANCE GRANT (JAG) PROGRAM
# CFDA #16.738

## SECTION I: APPLICANT INFORMATION FORM

**1.1. UNIT OF LOCAL GOVERNMENT RESPONSIBLE FOR GRANT**

| COUNTY | ADMINISTRATIVE OFFICER | FEDERAL EMPLOYER ID NUMBER) | |
|---|---|---|---|
| Contra Costa | | | |
| MAILING ADDRESS | CITY | STATE | ZIP CODE |
| | | | |

| 1.2. PROJECT TITLE | 1.3. JAG PROGRAM PURPOSE AREA(S) | 1.4. AMOUNT OF FUNDS REQUESTED |
|---|---|---|
| Youth Justice Initiative | "Prevention & Education Programs" and "Courts, Prosecution, Defense, and Indigent Defense" | $1,045,625 (first year) |

**1.5.. SUMMARY OF PROPOSAL**

Contra Costa County will institute a Youth Justice Initiative (YJI), a new, public/private initiative devoted to advancing optimal outcomes for youth at highest risk for involvement in, or already involved in, the juvenile justice system in Contra Costa County. YJI will serve as a county-wide coordinating agency to develop policy; identify and disseminate best practices; coordinate, integrate, and leverage local resources; develop and test new approaches; and enhance capacity to reduce rates of youth-related violence, recidivism, and racial and ethnic disparities across the County. YJI will convene and test two pilot programs: A School Success Team will advance school-wide prevention and intervention efforts for some of the County's highest-risk students; and a Reentry Success Team will provide comprehensive post-disposition advocacy and reentry aftercare services to improve outcomes and reduce recidivism for juvenile probationers.

**1.6. APPLICANT AGENCY (MUST BE A COUNTY DEPARTMENT/AGENCY)**

| NAME OF DEPARTMENT/AGENCY | | NAME AND TITLE OF DEPARTMENT/AGENCY HEAD | | |
|---|---|---|---|---|
| Employment and Human Services Department | | | | |
| | | | | TELEPHONE NUMBER |
| STREET ADDRESS | CITY | STATE | ZIP CODE | FAX NUMBER |
| MAILING ADDRESS (if different) | CITY | STATE | ZIP CODE | E-MAIL ADDRESS |

**1.7. DAY-TO-DAY CONTACT PERSON**

| NAME AND TITLE | | | TELEPHONE NUMBER |
|---|---|---|---|
| STREET ADDRESS | | | FAX NUMBER |
| CITY | STATE | ZIP CODE | E-MAIL ADDRESS |

**1.8. DESIGNATED FINANCIAL OFFICER**

| NAME AND TITLE | | | | |
|---|---|---|---|---|
| STREET ADDRESS | CITY | STATE | ZIP CODE | FAX NUMBER |
| PAYMENT MAILING ADDRESS (if different) | CITY | STATE | ZIP CODE | E-MAIL ADDRESS |

| **1.9. APPLICANT AGREEMENT**<br>**By signing this application, I certify that I am vested by the Applicant's governing board with the authority to enter into contract with the BSCC. I certify that all funds received pursuant to this Grant Agreement will be spent exclusively on the purposes specified in this Application and Proposal. I further assure that the Applicant will administer the grant program in accordance with the Grant Agreement as well as any and all applicable state and federal laws, audit requirements, and state and/or federal program guidelines.** | |
|---|---|
| NAME AND TITLE OF AUTHORIZED OFFICER (PERSON WITH LEGAL AUTHORITY TO SIGN) | |
| APPLICANT'S SIGNATURE (blue ink only) | DATE |

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## SECTION II: PROJECT NEED

### 2.1. Project overview

With the support of the Edward Byrne Memorial Justice Assistance Grant (JAG), Contra Costa County will institute a Youth Justice Initiative (YJI), a new, public/private initiative devoted to advancing optimal outcomes for youth at highest risk for involvement in, or already involved in, the juvenile justice system in Contra Costa County.

Given the advent of the Board of State and Community Corrections' (BSCC) new Multi-Year State Strategy for the use of JAG funds, Contra Costa County (the County) seized the opportunity to chart a new strategic course for potential local use of funds and assembled a new, 14-member body to serve as the JAG Steering Committee, which developed this innovative Youth Justice Initiative.

As the hub of youth-focused, justice-related efforts throughout the County, YJI will serve as a county-wide think tank and coordinating agency to develop policy; identify and disseminate best practices; coordinate, integrate, and leverage local resources; pilot and test new approaches; and enhance capacity to reduce rates of youth-related violence, recidivism, and racial and ethnic disparities across Contra Costa.

The distinctions and circumstances that separate high-risk youth in school settings from in-risk youth in the juvenile justice system are porous and dynamic. Given the complex challenges faced by school districts across the nation, it is all too common for students to be suspended for violations of school policies. Further, both national and local data reveal that such suspension policies have strikingly disproportionate effects on students of color.[i] Coupled with the increased prevalence of on-campus and in-classroom police officers, young people can easily find themselves transitioning out of the school system and into the juvenile justice system.[ii] In turn, juvenile detention "puts students at greater risk on their return to school for academic problems that…in turn puts them at risk for another arrest. The lack of coordinated transition plans for students leaving juvenile confinement makes them vulnerable to loss of academic credit, placement problems, and enrollment barriers upon reentry to school that can also contribute to recidivism."[iii]

The Youth Justice Initiative is designed to address this continuum. In its first three years, YJI will spearhead integrated prevention, intervention, and recidivism reduction activities at several key points along the spectrum from school to detention and reentry. To begin, YJI will convene and test two multi-disciplinary, public/private pilot programs:

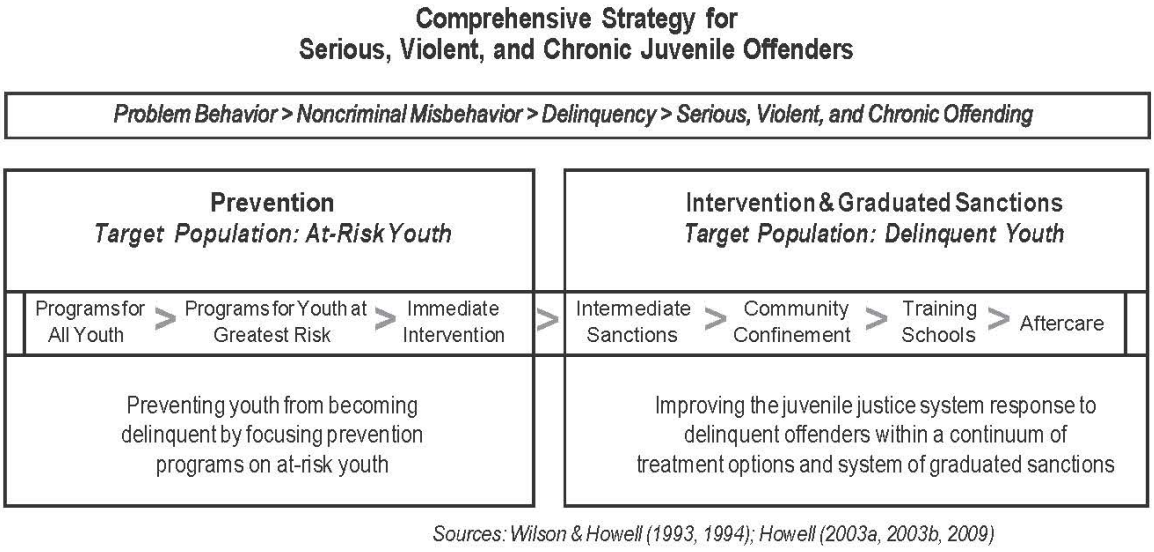
- The School Success Team (SST) will advance school-wide prevention and intervention efforts for some of the County's highest-risk students, beginning with a pilot middle-school in the Antioch School District (AUSD);
- The Reentry Success Team (RST) will provide comprehensive post-disposition advocacy, reentry, and aftercare services to improve outcomes and reduce recidivism for juvenile probationers throughout the County.

The SST and the RST will work closely together and with the YJI Director, staff, and partners to identify and respond to emergent issues, formulate policies and practices, and integrate efforts for youth who may move between school and the justice system.

**Justification for proposed approach**: The Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders, first presented by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in 1995, articulates opportunities for intervention,

redirection, and rehabilitation along the continuum from problematic school-based behaviors – often related to truancy, school-code violations, and suspensions – to delinquent youth charged with serious and violent crimes.[iv]

The Comprehensive Strategy outlines six levels of parallel program interventions, structured on a two-tiered system for proactively addressing problematic juvenile behavior. "In the first tier, delinquency prevention, youth development, and early intervention programs are relied on to prevent delinquency and reduce the likelihood of [moving on to the juvenile justice system]. If those efforts fail, then the juvenile justice system, the second tier, must make proactive responses by addressing the risk factors…and associated treatment needs."[v]




*Sources: Wilson & Howell (1993, 1994); Howell (2003a, 2003b, 2009)*

The Comprehensive Strategy urges school and juvenile justice systems to take greatest advantage of the "multiple points at which the police, court staff, probation officers, prosecutors, defense attorneys, and service providers can collaborate to steer students referred to the court for minor offenses to community-based programs that stress accountability and behavioral change."[vi] This model – in which systems intentionally work together to address the often recursive continuum between at-risk and in-risk – is supported by the Supportive School Discipline initiative jointly instituted in 2011 by Attorney General Eric Holder and Education Secretary Arne Duncan,[vii] designed specifically to interrupt disproportionate school discipline policies from funneling young people along the "school to prison pipeline."

**Identifying local need**: Informed by these recommendations, and working together to identify the County's most critical youth-justice needs, the JAG Steering Committee conducted a landscape analysis of the wide array of youth-related initiatives in Contra Costa. The problems revealed by local research were clear: High rates of youth violence, school-related problem behaviors, youth recidivism, behavioral health challenges, truancy and suspension, and disproportionate effects on young people of color. The Committee's landscape analysis also revealed that numerous and well-intended programs have been developed in the hope to mitigate these problems without collective effect. Gradually, the Committee's inquiry converged on a single question:

"Given all that everybody's doing, why aren't we as successful as we want to be?"

The Youth Justice Initiative, through the initial pilot programs, will provide a centralized, multi-disciplinary, inter-agency hub of learning, integration, innovation, and evaluation- *To increase efficacy of efforts to reduce justice involvement, violence, and gang involvement; increase prosocial behaviors; reduce justice-involved racial and ethnic disparities; and improve outcomes for high-risk and in-risk young people in the County*.

### 2.2. Need as related to Program Purpose Areas and Areas of Need

**Prevention & Education/School Violence & Juvenile Delinquency**: While the majority of the County's young people thrive both in school and the community, a comprehensive review of data across the County's school districts illuminates the stark contrast for low-income, high-need students in the County; at 30.9%, truancy rates in the County as a whole are among the highest in the state.[viii] Several of the County's districts reveal a multiplicity of particularly distressing statistics, including high rates of school-based bullying, violence, and fear; high rates of dating violence and gang involvement among school-aged youth; high rates of guns brought to school; and disproportionate rates of suspension and persistent underachievement for students of color, particularly African American youth.

School safety is a substantial challenge in many school districts, as well. In the Antioch Unified School District (AUSD), 27.9% of 7th graders feared being beaten up at school in 2013; 32.4% of African American students reported being in at least one physical fight on school property during the school year; 6.4% of 7th graders reported carrying a gun at least once to school during the school year; and nearly 10% of all students (both male and female) reporting being members of a gang. All of these criteria are inversely correlated with students' low rates of "school connectedness," which itself is a predictor of both truancy and suspension.[ix]

AUSD's overall suspension rate of 11.8% is close to double the 6.4% average rate of suspension across all school districts in the County and more than double the state's average of 5.1%.[x,xi] Indeed, at Antioch Middle School, 36.6% of unduplicated students were suspended at least once in the previous school year,[xii] while at its associated high school, Antioch High, 1.1% of all students – 10 times the state average – have been expelled.[xiii,xiv] In 2012/2013, the number of suspensions in AUSD increased an astounding 1390%, from 237 in 2011/12 to 3317 in 2012/13; in the catch-all category known as "willful defiance," the number of suspensions increased to 1155, up from two in the prior year, while suspensions due to violence increased to 1459 from 127.[xv] Finally, further analysis reveals substantially disproportionate rates of suspension across ethnic groups within the AUSD. In 2011/2012, for example, the per capita suspension rates for willful defiance were four times higher for African American students than for Caucasian students.[xvi]

Of course, rates of suspension are highly correlated with juvenile delinquency, so it is no surprise that Contra Costa also has very high rates of juvenile felony arrest and violent crime. In 2013, 662 juvenile felony arrests were reported in Contra Costa County.[xvii] Of these, 37.3% of juvenile arrests were for violent crime, which is higher than those in any other of the state's "large" counties, including San Joaquin (33.6%), Alameda (33.5%), Sacramento (30.5%), LA (29.7%), Fresno (27.7%), San Diego (26.3%), San Francisco (26.1%), Ventura (23.8%), Kern (23.3%), Riverside (22.5%),

San Mateo (21.8%), Santa Clara (21.2%), and Orange (19.9%).[xviii] In addition, racial and ethnic disparities persist in the County's juvenile justice system. For example, in the detention-based programs discussed in greater detail below, youth of color constitute 80% to 95% of the population.[xix] It is clear, therefore, that throughout the County's continuum from school to suspension to juvenile arrest for violent crime to adjudication and detention, youth of color are persistently overrepresented.

**Courts, Prosecution, Defense and Indigent Defense/Innovations**: According to Probation's assessment tool (Juvenile Assessment and Intervention System [JAIS], developed by the project's evaluator, the National Center for Crime and Delinquency), 44% percent of the County's juvenile probation clients are assessed as either high or moderate risk of re-offense. Within the County's in-detention programs for sentenced youth, over 80% are assessed at high or moderate risk.[xx] And for youth exiting detention, a study currently underway indicates distressing rates of juvenile recidivism.

Following a young person's release from detention, they (and their families) need support to successfully complete probation. In California, the obligation to provide legal representation to juveniles extends through the end of the probation period,[xxi] but many juvenile probationers are subject to indeterminate probationary periods and find that services are intermittent and often not tailored to meet their individual needs. National standards of indigent defense for juveniles highlight the important role played by advocates – provided either through direct representation or through collaborations with community-based partners – to ensure that juvenile clients have access to appropriate educational curriculum to meet their individualized educational needs.[xxii] Successful, rapid re-connection to school, access to effective cognitive behavioral services, and support in negotiating other social services upon release requires significant advocacy.

Yet few Public Defenders are adequately staffed to provide continuous, robust post-disposition advocacy. In Contra Costa, the Public Defender's Office has had little capacity to offer post-dispositional services. In 2014, however, thanks to a grant support provided by a local foundation, the Public Defender was able to hire one Community Advocate to provide support and advocacy for juvenile probationers in West Contra Costa. However, this grant funding is insufficient to provide post-dispositional representation in other high-need areas of the County, including cities in East County such as Antioch and Pittsburg, which have a growing juvenile justice population and few culturally appropriate youth-focused services.

**Impact of Trauma**: Adverse Childhood Experiences (ACE) – which include physical, emotional, and sexual abuse; parental incarceration; substance abuse by a household member; mental illness in a household member; domestic violence; and parental separation or divorce – have a profound impact on a child's developing brain and body. Further, it is increasingly recognized that traumatic histories are strongly correlated with both difficulties in school and antisocial or destructive behaviors.

For example, a recent study released by the Center for Youth Wellness[xxiii] reports that a person with four or more ACEs is 12.2 times as likely to attempt suicide, 10.3 times as likely to use injection drugs, and 7.4 times as likely to be an alcoholic. The same study reports that 24% of Contra Costa County's children have endured two or three ACEs during their childhoods, and 15.4% have suffered four or more. If we are to change the outcomes for high-risk children in Contra Costa County, we must not only provide

individual support to help foster young people's recovery and resiliency; we must also transform the institutional attitudes and practices of the systems that surround them. Developing a countywide trauma-informed system of care is critical to reducing violence. In year one, YJI will lead efforts to develop trainings and protocols to address childhood trauma in all aspects of the pilot and current and future youth programs.

### 2.3. Justification for the grant funds

As discussed in detail in Section 2.2, above, Contra Costa County has high rates of trauma, unsafe school environments, high rates of truancy and suspension, high rates of juvenile felonies, violent crimes, and recidivism, and high rates of racial and ethnic disparities. These can be best addressed by creating a unifying hub with responsibility for coordinating efforts and increasing collective capacity and efficiency to improve youth outcomes that breaks through inter-agency silos.

### 2.4. Relationship between needs and grant goals

The County's commitment to a collaborative program design process reflects BSCC's direction to "embrace [the] change" presented by the reassessed funding priorities. Specifically, the proposed pilots will impact the high rates of youth involvement in violent crime and gangs and reduce racial and ethnic disparities, with the overarching goal of improving outcomes for high-risk and in-risk youth in the County.

### 2.5. Why current need is not met with existing resources

See Sections 2.2 (Need as it Relates to Purpose Area) and 2.3 (Justification of Funds).

## SECTION III: PROJECT DESCRIPTION, GOALS AND OBJECTIVES

### 3.1. Three-year project strategy

As detailed in the "Three-Year JAG Strategy" attached as Appendix B, the project will establish a county-wide hub to coordinate and elevate youth-justice concerns, while it also undertakes two pilot efforts (in need areas of Prevention and Indigent Defense) to test the benefits of increases coordination, all of which will be evaluated throughout.

### 3.2. How project will address project needs

**Project Needs: Coordinated Interventions:** YJI will spearhead innovations at both the "Prevention and Intervention" and "Graduated Sanctions" stages of the OJJDP's Comprehensive Strategy, by implementing pilot initiatives to develop a continuum of coordinated, evidence-based activities and interventions serving the highest-risk, most disproportionately involved youth, whether enrolled in school, on probation, held in juvenile detention, or returning from detention to community.

A) Prevention and Early Intervention: School Success Team

Drawing together a wide array of specialized resources – case worker/advocates, District Attorney, Probation, and school partners – into one comprehensive effort, the multi-disciplinary School Success Team (SST) will bring the youth-service system of care into the school yard. Piloting with the Antioch Unified School District (AUSD), the SST will partner with school-site staff and administration, community agencies, and justice partners to implement Safe Harbor,[xxiv] a multi-stakeholder anti-violence model developed by Safe Horizon[xxv] in New York.

Deemed a "promising practice" by the Department of Justice and successfully replicated

in ten school sites across the country, Safe Harbor is a manualized, evidence-based, trauma-informed, cognitive-behavioral, whole-school violence prevention approach designed to help students, their caregivers, and schools cope with and reduce violence and trauma as well as improve students' educational, emotional, and behavioral outcomes. The program has been validated for ages 12-21, with children of multiple ethnicities, in various school settings, and to address multiple trauma types, including exposure to community violence, gang violence, domestic violence, teen relationship abuse, homicide, child abuse, and bias crimes.

Safe Harbor's model draws upon *What Works in Reducing Adolescent Violence: An Empirical View of the Field* (Tolan and Guerra) and has demonstrated increased ability to use effective conflict-resolution and problem-solving strategies; reduced incidents of fighting, bullying, and victimization in the school; increased participants' opposition to gang involvement; attenuated gang presence; and increased safety at school.[xxvi]

Importantly, Safe Harbor cultivates the entire school community – administrators and teachers, parents and guardians, students, resource officers and service providers – to commit to creating a whole school, trauma-informed culture built on prosocial behaviors, effective communication, and positive problem solving at the school. A multi-disciplinary team is critical to achieving effective, long-lasting impacts. Specific modalities include:

- Trauma-informed trainings for parents/guardians and staff to enhance adults' capacity to foster positive relationships with students to improve youth connectedness and success both at school and at home;
- School-wide, trauma-informed anti-violence activities;
- Participatory skills-building for enrolled students, conducted in group settings, using a trauma education/violence prevention curriculum that addresses issues related to violence, self-regulation, and interpersonal interaction;
- Individual counseling, follow-up, and coordinated case plans to support participants' efforts to address violence and trauma in their lives;
- Group activities to reinforce curriculum and promote positive peer relationships.

Implementation activities: In the first year of the three-year pilot project to begin Fall 2015, the School Success Team (SST) will work with one AUSD middle school to spearhead the development and implementation of Safe Harbor in their school. The Youth Success Manager (YSM) will supervise development and implementation of the Safe Harbor program, advancing a whole-school approach to youth success. Working with school staff and partners, SST staff, and students and parents, the YSM will lead school-wide goal setting, training, and operations.

As part of this work, SST will provide multidisciplinary services to two student cohorts (one male, one female), each comprised of 20 students considered at highest risk of suspension, dropout, and juvenile justice involvement. In Year Two, we expect to add a second male cohort, serving a total of 60 students during the school year in either in-class or after-school settings. Each student cohort will be led by a Youth Success Counselor (YSC), who will work with the YSM, SST, and school-site personnel to develop individualized, multi-disciplinary plans to meet students' needs; these might include counseling, legal representation for families facing eviction, or interventions and engagement with Children & Family Services staff, as appropriate.

In addition, SST efforts will incorporate two evidence-based and gender-responsive cognitive behavioral methods validated for youth; these two curricula will also be employed in YJI's post-disposition services for juvenile probationers:

- **Aggression Replacement Training (ART)**[xxvii] concentrates on the development of individual competencies to address emotional and social contributors to aggressive behavior in youths. Program techniques are designed to teach youths how to control their angry impulses and take perspectives other than their own. The main goal is to reduce aggression and violence among youths by providing them with opportunities to learn prosocial skills in place of aggressive behavior. ART is validated for incarcerated juvenile offenders and youths with clinical behavioral disorders.
- **Voices** is designed to address the unique needs of adolescent girls and young women, 12-24 years old, with substance abuse and/or trauma histories.[xxviii] A group intervention, Voices is generally provided in one or two 90-minute sessions per week. It is appropriate for community settings, outpatient clinics, residential facilities, and school settings. Voices utilizes Interactive Journaling, recognized in SAMHSA's National Registry of Evidence-Based Programs and Practices; structured journaling provides an outlet for personal expression, exploration, and application of new skills.

Each cohort will meet for the entire school year; the school may also identify opportunities to continue the program during the summer, which can be a particularly challenging and dangerous time for high-risk students. Youth will participate in gender-specific group meetings two days per week, in addition to regular one-on-one meetings with their Youth Success Counselor (YSC) to address individual challenges. YSCs will also participate in SST, Individual Education Plans, and family conference meetings.

B. Post-Disposition Services and Advocacy: Reentry Success Team

YJI will convene a Reentry Success Team devoted to providing post-dispositional advocacy and services to juvenile probationers. Evidence-based practices in juvenile justice recognize the importance of accurately assessing each individual's needs and risks, in order to align services and supervision with appropriate levels of risk. Juvenile clients who are assessed as moderate to high risk have the highest rates of recidivism and are most likely to respond positively to coordinated case management that addresses co-occurring factors (e.g. family instability, school disengagement, behavioral health disorders) that increase risk of re-offense.

The YJI's Reentry Success Team will comprise of a Juvenile Justice Attorney, Juvenile Probation Reentry and Aftercare Specialist, an Education and Community Advocate (ECA) and a Reentry Success Counselor. Skilled in navigating the challenges and multiple systems involved in reentry, the RST will coordinate the efforts of multiple public and private partners to provide post-disposition services, including reentry planning, advocacy, and access to appropriate aftercare to help juvenile clients successfully transition out of detention and complete probation.

During the three-year pilot, YJI's Reentry Success Team will annually serve 75 indigent juvenile probationers[xxix] sentenced to three in-custody programs- Youth Offender Treatment Program,[xxx] Girls in Motion,[xxxi] and Orin Allen Youth Rehabilitation Facility[xxxii] - with potential for expansion to youth sentenced to other out of home placements.[xxxiii]

Collectively, the Reentry Success Team (RST) will have the following responsibilities, in four critical phases:

- **In custody**: Meet with client and family to answer questions; identify needs, barriers, and goals; develop a reentry plan; identify and support connections with appropriate post-release systems (educational, vocational, behavioral and physical health, etc.)
- **Transition**: Under the supervision of the Juvenile Justice Attorney in the Public Defender's Office, the ECA will have primary responsibility for managing educational coordination (insuring proper enrollment, transferring credits, ensuring development and implementation of IEPs, etc.) as well as connecting youth and their families to community-based supports.
- **Out of custody**: Maintain regular contact to ensure that appropriate services are provided including connection to the County's Behavioral Health programs that address mental health and substance abuse; develop any additional plans to help clients achieve personal goals; preempt probation violations by identifying and addressing problem areas. In addition, the Reentry Success Counselor will provide cognitive behavioral programs in two locations (one in East County and one in West County) that complement the curricula (Thinking for A Change and ART) used in detention. The community-based intervention programs will operate on an open basis allowing juvenile probationers continuous access to the program.
- **Post-probation**: Provide services to clients who have completed probation and who would like to have their records sealed.[xxxiv]

In addition to providing these post-disposition services, RST will establish supported referrals to ensure clients' and their families' access to community-based, publicly funded Multi-Systemic Therapy (MST) services, as warranted. An intensive, evidence-based treatment approach that addresses multiple environmental systems,[xxxv] MST's blend of cognitive behavioral therapy, behavior management training, family therapies, and community psychology is proven effective to address anti-social juvenile behavior.

### 3.3. JAG Program Purpose Areas and Areas of Need

**School Success Team** – providing a multi-disciplinary team to work with local stakeholders to cultivate a whole-school approach to reducing trauma and violence – is consistent with the Prevention and Education Purpose Area, and is intended to address two Areas of Need (Juvenile Delinquency and School Violence), although it will likely also reduce both gang violence and substance abuse at the pilot school site(s).

**Reentry Success Team** – providing post-disposition engagement and advocacy and reentry support from a multi-disciplinary team led by the Public Defender's Juvenile Justice Attorney – is consistent with the with the Innovations in Indigent Defense Area of Need under the Courts, Prosecution, Defense and Indigent Defense Purpose Area.

In addition, as a central hub advancing multi-stakeholder coordination, integration, and evaluation across the County, YJI will foster commitment to employing evidence-based and best practices in juvenile justice and youth development.

### 3.4. Project partners

The Youth Justice Initiative will operate as a public/private partnership spearheaded by applicant agency the County's Employment and Human Services Department (EHSD).

- As described in detail in Section VII, Capabilities and Qualifications, below, YJI gathers multiple key agencies and resources into one coordinated effort. All project

partners have been chosen to ensure a comprehensive, multi-sector approach and for their subject-matter experience. The program will be administratively housed in EHSD, as a project of the Zero Tolerance for Domestic Violence Initiative (ZTDVI). Established by the Contra Costa County Board of Supervisors in 2000, ZTDVI is a multi-jurisdictional partnership designed to interrupt cycles of violence; it will provide programmatic and operational support needed to implement YJI.

- Additional funded public partners include Probation, working with the Reentry Success Team to provide transition and aftercare planning and support; the Public Defender, working with the Reentry Success Team to provide supervision for the Education and Community Advocate and post-disposition representation for indigent youth; and the District Attorney, to partner with the School Success Team to deliver school-based program services to support safety and justice in the school setting.
- A contracted community-based partner will be selected via a competitive process to deliver school-based services as well as the post-disposition family and education advocacy and CBT programming detailed in section 3.2.
- The project's evaluation partner, National Council on Crime and Delinquency, will provide process and outcomes evaluation. (See Section 3.6 for specific personnel).
- Unfunded partners essential to project success will include local law enforcement, the County Health Services Department (Behavioral Health Division), EHSD's Children's & Family Services, AUSD, and community agencies.
- All partners will participate in project implementation, assessment, and modification, and in YJI trainings, planning and capacity building efforts.

### 3.5. Project goals and measurable objectives

Baseline data for a comprehensive study of the effectiveness of the interventions is available. Baseline data for school outcomes including suspension rates, truancy rates, and fighting is available in aggregate. Currently, Probation is establishing baseline recidivism rates for detention programs that will be complete prior to program inception in March 2015. In addition, NCCD will measure school engagement and develop protocols for capturing individual, participant data from AUSD and Probation.

### 3.6. Staff allocations and assignments

YJI staff will be comprised of a multi-disciplinary, inter-agency team of 8.10 FTEs, lead by EHSD. Contra Costa will contribute substantial in-kind support in the form of project supervision, along with access to existing public services. The staffing plan includes:

- **ZTDVI Director** (0.1 FTE, EHSD, in-kind) will facilitate the hiring process for the YJI Director, involving all stakeholders, and provide support and guidance.
- **Youth Justice Initiative Director** (1.0 FTE, EHSD) will oversee implementation, contract & reporting, and management and coordination of all activities.
- **Juvenile Justice Attorney** (0.5 FTE, Deputy Public Defender) will supervise the Education and Community Advocate and provide post-disposition representation and advocacy to juvenile probationers.
- **School Safety Specialist** (0.5 FTE, Deputy District Attorney) will partner with the school-site team to deliver services that support safety and justice within the school.
- **Juvenile Probation Reentry and Aftercare Specialist** (0.5 FTE Deputy Probation

Officer) will act as liaison to connect the Education and Community Advocate to supervising probation officers and participate in collaborative design efforts.

- **Youth Success Manager** (1.0 FTE, CBO) will supervise all aspects of the clinical team, including managing Youth Advocate Counselors and working with the team to develop and coordinate activities for students, staff, and families at school sites and in community-based settings for youth returning from detention.
- **Youth Success Education and Community Advocate** (1.0 FTE, CBO) will coordinate services for juvenile probationers during the transition to and after reentry to the community with an emphasis on advocacy with local school districts to ensure appropriate placement and educational supports.
- **Youth Success Counselors** (3.0 FTE, CBO) two of the Youth Success Counselors (YSC) will work with the team to implement school-based activities, including group and individual sessions at school sites. The third YSC will conduct group and individual sessions for juvenile probationers during reentry and aftercare.
- **Administrative Analyst** (0.1 FTE, ESHD) will provide fiscal management and reporting for all YJI programs.
- **Clerical Temp** (0.5 FTE, EHSD) will provide the YJI Director with administrative support to convene the stakeholders and coordinate all YJI activities and programs.

### 3.7. Target population

During the 34-month period, YJI will serve the following populations, consistent with the project's focus on helping high-risk and at-risk youth avoid or exit the justice system:

- The School Success Team will provide and coordinate school-based prevention and early intervention services to 160 high-risk students in AUSD along with substantial support and on-site training and resources to advance whole-school safety efforts.
- The Reentry Success Team will support at least 225 JAIS-identified moderate- to high-risk indigent juvenile probationers, providing enhanced post-disposition representation to aid successful transition from detention to community settings.

### 3.8. Process to determine which services a participant will receive

*School Success Team clients:* In consultation with the school site, participants will be screened and selected according to multiple risk factors, such as: Two or more grades of F in a year; referral to the Student Attendance Review Board (SARB); suspension after alternative means were unsuccessful; inability to focus for a reasonable amount of time that contributes to poor school performance or classroom disruption.

*Reentry Success Team clients:* Probation's Reentry and Aftercare Specialist will identify sentenced youth within 30 to 60 days of release from a detention-based program who are JAIS identified as moderate- to high-risk to re-offend; participants will be referred to the ECA, who will coordinate with the assigned juvenile probation officer to develop an integrated transition plan with the youth and his or her caregiver.

### 3.9. Timeline of major project activities

| Key milestones | Year 1 | Year 2 | Year 3 |
|---|---|---|---|
| Establish Youth Justice Initiative, hire staff, convene Steering Committee | x | | |
| Convene multidisciplinary teams and partnerships to implement two pilot projects | x | | |
| Issue RFP for community-based partners to support pilot projects | x | | |

| Key milestones | Year 1 | Year 2 | Year 3 |
|---|---|---|---|
| Build evaluation plan, including logic model, Year 1 strategies and goals | x | | |
| Identify baseline data sets, build data-management plan and system | x | | |
| Conduct foundational trainings, collective policies, procedures, and agreements | x | | |
| Implement Prevention and Post-Disposition pilot projects | x | x | x |
| Conduct mid-year and year-end evaluations, conduct collective reviews with partners | x | x | x |
| Implement lessons learned to modify plans and activities for subsequent years' work | | x | x |
| Conduct pilot completion review of program activities and outcomes | | x | x |
| Develop policy and practice modifications | | x | x |
| Disseminate to larger circles of stakeholders to advance collective knowledge | | x | x |

More detail can be found in the "Three-Year JAG Strategy," attached as Appendix B.

### 3.10. Management structure and decision-making process for the project

EHSD's ZTDVI will provide leadership and administrative/fiscal management for the project. ZTDVI's Director, Devorah Levine, will provide in-kind supervision and support. ZTDVI has a 14-year track record of successful multi-stakeholder criminal justice initiatives focused on strengthening systems, building partnerships, and educating professionals and the community. Once hired, the YJI Director will oversee the Initiative's implementation, including coordination with the NCCD evaluation team, ensuring compliance with reporting requirements, and facilitation of collaborative activities (including both needs assessment tasks and work plan development). YJI Director will also coordinate training, organizational capacity building between the private and public sector partners, and integrate the Initiative with the numerous youth programs throughout the County. YJI Director will also elevate the Initiative to attract and develop additional funding, capitalizing upon the ongoing collaboration among the traditional and non-traditional juvenile justice partners. In addition, the JAG Steering Committee will meet no less than quarterly to provide oversight and direction.

### 3.11. Ensuring program components are monitored, assessed and adjusted

YJI Director will manage program evolution in response to emerging trends and issues identified, in partnership with both Success Teams. YJI Director will also coordinate with NCCD to review progress reports from both process and outcome evaluations for presentation to the JAG Program partners on a quarterly basis. Working groups, that include JAG Steering Committee members, will be established to address and modify program design to ensure outcomes are achieved and reported to all stakeholders.

### 3.12. Documentation of readiness to start:

The JAG Steering Committee includes key program partners necessary to YJI success, including Probation, Public Defender, District Attorney, and multiple in-kind community-based program partners. YJI has the support of the County's Board of Supervisors and leverages existing, established collaborative partnerships with the local school districts as well as staff experienced in program delivery. See Section VII for Capability and Qualifications; Appendices D and E for signed Letters of Agreement and Operational Agreement; and Attachment F, for the draft board order.[xxxvi]

## SECTION IV: COLLABORATION

### 4.1. Roster for the JAG Steering Committee is included in Appendix C.

### 4.2. Process used to identify, recruit and engage steering committee members

The project concept was developed through a collaborative, inclusive process undertaken by a newly formed, 14-member JAG Steering Committee, convened and authorized to develop a plan consistent with the intent of the new JAG criteria.

The process of recruiting and selecting the JAG Steering Committee members was initiated by the County Administrator's Office, which began by assembling an exploratory team of approximately 25 representatives of elected officials, public agencies, nonprofit organizations, and community initiatives. This exploratory team explored options for the composition and seating of the Steering Committee and proposed forming a new body to serve as the JAG Steering Committee, to be evenly balanced between "traditional" and "non-traditional" members, with seven seats for each. Six of the seven traditional members were selected by consensus, drawing upon County agencies with most immediate connection to the justice system: Superior Court, District Attorney, Probation, Public Defender, Sheriff, and Employment and Human Services. For the designated local law enforcement representative, the County Police Chief's Association appointed the Pittsburg Chief of Police.

To recruit and select the seven "non-traditional" representatives, the exploratory team sought direction from the Public Protection Committee (PPC) of the County's Board of Supervisors, which in turn authorized the Chair of the Community Advisory Board to the Community Corrections Partnership (CCP), Susun Kim, to recruit community-based leaders with subject-matter expertise and experience in multi-stakeholder planning and implementation. Since 2012, Ms. Kim, Executive Director of the County's Family Justice Center Network, has served as Chair of the County's AB109 Community Advisory Board and played a critical role in fostering community inclusion. Ms. Kim developed key criteria for member selection: knowledge of the identified JAG priorities; experience in program design and grant development; diversity (geographic, substantive expertise, race, gender, experience); and ability to work collaboratively to identify community needs. After consultation with multiple stakeholders, Ms. Kim forwarded a slate of seven candidates to the County Administrator's Office, which provided staff coordination to seat the full committee.

### 4.3. JAG Steering Committee Members

- **Brian Addington**, Chief of Police, Pittsburg Police Department: With over twenty years of experience, Chief Addington directs the Police Department in Pittsburg, a city heavily impacted by crime. Chief Addington is also a member Board Member of STS Academy, a youth-focused nonprofit organization located in Pittsburg.
- **Rebecca Brown**, Founder and President, Further The Work: Ms. Brown has extensive experience in designing multi-stakeholder programs to meet the needs of populations with complex challenges, including justice-involved youth and adults.
- **Harlan Grossman**, Member of the Community Advisory Board (CAB): Judge Grossman (retired) has more than 35 years of criminal justice experience as a FBI Agent, prosecutor, and judge. During his 21-years on the bench, Judge Grossman established Contra Costa County's Adult Drug Court.

- **Philip Kader**, Chief of Probation, Probation Department: The County's Chief Probation Officer since 2011, Chief Kader has over 30 years of experience in both Fresno and Contra Costa Counties. During his tenure in Fresno, Chief Kader developed Focus Forward, a public/private partnership serving at-risk youth.
- **Devorah Levine**, Employment and Human Services Department: At EHSD, Ms. Levine is Director of ZTDVI, which takes a holistic, multi-systems approach to address violence in Contra Costa County. In this role, Ms. Levine has created numerous innovative cross-sector, multi-agency strategies throughout the County.
- **Robin Lipetzky**, Public Defender, Office of the Public Defender: Public Defender since 2009, Ms. Lipetzky has 24 years of experience with the Public Defender's Office including representing juvenile clients and supervising the juvenile unit.
- **Charles Mead**, Executive Director, Court Appointed Special Advocates (CASA): Mr. Mead has directed community-based organizations for over 30 years, the last 14 years with CASA. Mr. Mead worked on the development of the Justice Center in San Rafael, CA, which involved multiple legal and public entities.
- **Stephanie Medley**, Youth Justice Director, RYSE Center: Ms. Medley's work focuses on building diversion and reentry programs that address the specific needs of youth and young adults in our community.
- **Patrick Mims**, Central County Field Coordinator for the County Reentry Network: Former Director of the Sexually Exploited Minors Program at Bay Area Women Against Rape, for which he received the National FBI Directors award.
- **Mark Peterson**, District Attorney, Office of the District Attorney: Mark Peterson is the elected District Attorney of Contra Costa County and leads an office of approximately 180 employees with a budget of $30 million.
- **Adam Poe**, Staff Attorney, Bay Area Legal Aid: Mr. Poe is a housing attorney working to increase employment and housing opportunities for the formerly incarcerated. Mr. Poe helped to develop the County's Reentry Strategic Plan.
- **Matthew Schuler**, Assistant Sheriff, Sheriff's Office: Assistant Sheriff Schuler has worked for the Sheriff's Office for 19 years; his current oversight of the Detention Facilities includes responsibility for the reentry and rehabilitation programs. Previously, he worked as a DARE Officer and School Resource Officer.
- **Rebekah Truemper**, Director of Development and Marketing, STAND! for Families Free of Domestic Violence: She brings 20 years' experience in fund development, cross-sector collaboration, and family violence, youth development, and education.
- **Mimi Zemmelman**, Director of Business Planning, Information and Programs, Superior Court: Ms. Zemmelman oversees the implementation of collaborative justice for the Court, including the Intensive Support Drug Court Program and serves as the Court's voting member of the Community Corrections Partnership.

### 4.4. Full and balanced representation of traditional and non-traditional members

As indicated in Section 4.3, the Steering Committee was selected to reflect a balance of authority, expertise, and responsibilities among traditional and non-traditional members. The Steering Committee offers broad representation of the many stakeholders, offices, and efforts essential to developing and implementing an effective partnership to

advance youth- and justice-related efforts throughout the County.

### 4.5. Prior working relationships with members

Over the past decade, the traditional and nontraditional partners have worked together in innovative partnerships to reduce violent crime and recidivism. In one of the earliest such efforts, the County's ZTDVI pioneered multi-jurisdictional public/ private partnerships to reduce violence and increase safety. More recently, the County's CCP ushered in an era of innovation and collaboration among county agencies and community partners. In January 2012, community stakeholders successfully formed an AB109 Community Advisory Board (CAB), the first in the State of California. Next, in fall 2012, stakeholders from all sectors came together to create a public/private AB109 Operational Plan. The CCP and CAB have worked cooperatively to share resources and address local barriers to implementation. Through the YJI, the County's many stakeholders will build on this investment in cross-sector planning and implementation.

### 4.6. Process used to identify the problem area and develop the strategy

Once seated, the JAG Steering Committee met to outline the group's scope and responsibilities and develop a process plan and timeline. All decisions were made by consensus (using gradients of agreement) with an explicit goal to ensure that all committee members concurred with the approach. At the first meeting, the Steering Committee defined the responsibilities of the Chair and Co-Chair and solicited nominations. Judge Grossman, as representative of the Community Advisory Board, was selected as Chair, and Rebecca Brown, was selected as Co-Chair; both are "non-traditional" members with substantial experience in collaborative courts and community-driven initiatives. Thereafter, and over the course of several meetings, the Chair and Co-Chair led the group through an initial problem analysis and a population priority analysis; together, the group identified as the highest priority the need to improve integration of systems and efforts, and increase service capacity and consistency, county-wide, for high-risk and in-risk youth.

### 4.7. Description of how participation and voting rights were ensured

As described in Section 4.6, above, the JAG Steering Committee meetings were facilitated to ensure all members actively participated in Committee discussions and all decisions were made by consensus, using gradients of agreement.

### 4.8. Description of applicant's history of collaboration

EHSD's mission is to partner with the community to deliver quality services to ensure access to resources that support, protect, and empower individuals and families to achieve self-sufficiency. Seated on the County's CCP, EHSD's Director has informed the County's AB 109 efforts to implement public/private reentry services. EHSD and key YJI partners were some of the over 70 county and community stakeholders that participated in development of the County's Reentry Strategic Plan, which was adopted by the Board in 2011. In addition, the County's AB 109 efforts to build more comprehensive, aligned service delivery have strengthened collaborative efforts among the traditional criminal justice and human services agencies and established successful partnerships with community-based providers.

As described in Section 3.10, above, ZTDVI has had substantial success in building an integrated violence-prevention coalition among justice, human service, and health

agencies and programs. ZTDVI has also played a significant role in the success of the West County Family Justice Center, a public/private initiative established in 2011.

### 4.9. Steps to establish and maintain collaboration to support this project

The creation of a multidisciplinary YJI provides an institutional mechanism to ensure ongoing collaboration and integration. In addition, the simultaneous creation of the Steering Committee provides a built-in advisory board that will contribute to the YJI.

### 4.10. Steering committee's ongoing role

As described in Section 4.9, above, the JAG Steering Committee will serve as advisors to the Youth Justice Initiative, meeting no less than quarterly throughout the first three years of the project. In addition, the YJI staffing plan includes paid positions staffed by several departments represented on the Steering Committee; in these roles, they will provide project services and serve on YJI's multidisciplinary team.

## SECTION V: EVIDENCE-BASED, PROMISING AND INNOVATIVE STRATEGIES

### 5.1. Description of the proposed interventions

For details of proposed interventions, see Sections 3.2 and 5.2. Additionally, in this ethnically and racially diverse County, Contra Costa's agencies and service systems are well versed in meeting the needs of its residents. Services are commonly available in both English and Spanish and designed to ensure cultural competency.

### 5.2. Description of promising or innovative interventions

**Aggression Replacement Training** *(*ART) is rated as "effective" in the OJJDP Model Programs guide and has been implemented and evaluated as by the Washington State Institute for Public Policy with measurable beneficial effects on recidivism, social skills, and problem behavior.[xxxvii]

As discussed in more detail in Section 3.2, above, **Safe Harbor** is deemed a "promising practice" by the Department of Justice, and it is included on the list of the National Child Traumatic Stress Network Empirically Supported Treatments and Promising Practices.[xxxviii] A Centers for Disease Control evaluation demonstrated positive impacts on conflict-resolution and problem-solving strategies, and reduced incidents of fighting along with increased opposition to gang involvement.[xxxix]

**Voices** is the girls' version *Helping Women Recover and Beyond Trauma* curricula, which is highlighted on SAMHSA's National Registry of Evidence-based Programs and Practices.[xl] Voices' curriculum for adult women, Helping Women Recover, has been implemented in more than 1,100 criminal justice programs with over 29,000 women and in more than 2,200 community-based programs with over 24,000 women.[xli]

As described in Section 3.2, the project will also use two other validated methods: **Multi-Systemic Therapy,** recognized by OJJDP as an effective tool to decrease delinquent behavior and **JAIS**, an evidence-based risk/needs/responsivity tool.

### 5.3. Support for use of the proposed practices

Based on well-regarded research and evaluation, and as described in Sections 3.2, 5.2, and 5.4, all primary interventions proposed were selected as most appropriate to meet the needs of Contra Costa's high-risk and in-risk youth and achieve the project's prevention, early intervention, and recidivism reduction goals.

### 5.4. Population for which intervention has been shown to be effective

**ART** is a validated for use with serious/violent offenders, including young offenders, both male and female, ages 11-17. It is appropriate for individual, group, and community-based settings, including urban settings. **Safe Harbor** is designed for school settings, serving children and adolescents 6–20 years who are exposed to trauma and violence and who may present with a range of problems and symptoms. It has been replicated and evaluated in school settings serving students from multiple ethnic/racial groups, recent immigrants, and refugees. **Voices** is designed for females 12-24 years old with substance abuse and/or trauma histories, Voices is a group intervention that consists of modules on self, connecting with others, healthy living, and the journey ahead. It is appropriate for community settings, outpatient clinics, residential facilities, and school settings. In a ten-jurisdiction study.[xlii] **JAIS** was found to be effective for assessing risk/needs/responsivity of juvenile offenders. **MST** targets youths between the ages of 12 and 17 who present with serious antisocial and problem behavior and with serious criminal offenses

### 5.5. Support factors for rapid mobilization

YJI will maximize the local capacity and support, evidenced in the attached in-kind Letters of Agreement with the school districts and other key agencies, along with the multi-agency Operating Agreement found in Appendices D and E.

## SECTION VI: DATA COLLECTION AND EVALUATION

### Local Evaluation Plan

### 6.1 Project goals

YJI's goals are to improve outcomes for high-risk and in-risk youth by interrupting youth crime and reducing recidivism through robust school-based programming and interventions and post-disposition representation and aftercare.

### 6.2. Project objectives

YJI's objectives are to prevent juvenile justice system involvement for high-risk youth, reduce recidivism for in-risk youth, and increase school engagement for both high- and in-risk youth. YJI will incorporate cognitive behavioral therapy for youth at every phase of programming: at school sites, while in custody, and after youth have reentered their communities. NCCD will work closely with the project stakeholders to conduct the evaluation of all YJI activities.

### 6.3. Plan to assess the effectiveness of the overall JAG Strategy

NCCD will measure youth outcomes using mixed methods. The evaluation will consist of 1) a process evaluation to track the progress of the program development and to assess implementation fidelity; and 2) a quasi-experimental outcome evaluation using system and pre/post-survey data to measure the program's impact- use of cognitive behavioral therapy and other interventions in combination with YJI's strategic approach.

### 6.4. Research design

NCCD will use Probation Department case management system data to measure recidivism of the in-risk post-dispositional youth. Outcomes will include criminal offenses (convictions/disposition) and probation violations. NCCD will use data from the school

district to measure school engagement of the high-risk school-based population. Truancy, expulsions, and suspensions, among other factors, will be used as school engagement outcomes. Systems data will be complemented by the YJI Youth Survey, which will capture youth outcomes from a youth perspective. The survey will be developed based on logic model outcomes and designed for all project participants. It will be constructed collaboratively and designed to measure how participant outcomes change over time. To measure program impact, surveys will be given to participants (high- and in-risk) at Time 1 before programming is received and again at project completion- Time 2. The survey will measure outcomes such as attitudes towards school, school participation/engagement, ability to effectively regulate emotions, academic performance, and attitudes towards adults and peers, among others.

NCCD will use ANOVAs and Regression tests for both systems' data analyses and to analyze the YJI pre-post Youth Survey. These tests will be used to measure changes in recidivism or school engagement as a result of project participation. These tests will also show any differences in Racial and Ethnic Disparities (RED) and other statistically significant subgroups. In addition, baseline recidivism rates from pre- and post-implementation of the project will be examined. T-tests will be used on survey data to measure if change occurs over time after project participation. The outcome evaluation will comprehensively demonstrate the project's effects on participants' outcomes.

**Process Evaluation**

NCCD's approach to process evaluation uses multiple data collection techniques and a versatile, multi-method framework to collect and organize data to identify operational strengths and challenges of complex projects and initiatives. In this project, NCCD will work with YJI partners to develop methods to track participant information and program progress and to examine the comprehensive elements within the program model. NCCD will work with partners to examine program goals, identify current engagement with youth, and assess ways in which current goals, engagement, and strategies align with program expectations and outcomes. The process evaluation will also measure the partnership success of the YJI agency and community-based partners based on measures such as cohesiveness and willingness to collaborate.

### 6.5. Estimated number of participants: in each individual program component

Data for the process evaluation will be collected through site visits, interviews with up to 10 key staff and service providers, and document review to measure success of the partnership. The project will serve an estimated number of 385 participants during the three-year grant cycle; approximately 160 youth will participate in the school-based program and another 225 who are in-custody or post-dispositional.

### 6.6. Project tracking

Participant data will be tracked with tools developed collaboratively to collect participant information such as gender, age, and race/ethnicity; the number of program hours completed by each participant; and participant completion or graduation.

### 6.7. Documentation plan

The process evaluation will document the project's processes, procedures, and practices in relationship to original plans for the project; track and assess the number of youth entering and successfully completing the project (with tools mentioned above);

identify demographics such as participants' gender, race/ethnicity, age, school level, juvenile justice system involvement, and participation criteria applied; document the program staff and the activities they implement, including dosage (e.g. number of classes completed by each participant); and identify the program's linkages with other agencies. Data collection methods and agreements will be developed with NCCD, YJI and project partners in Project Year 1.

### 6.8. Plan to document the activities performed by staff

NCCD's process evaluation will document the YJI partnership and the activities of pilot program staff during initial implementation and ongoing as the pilots progress.

Outcome Evaluation

### 6.9. Evaluating project success

NCCD will use mixed methods to conduct the outcome evaluation, which will begin with the construction of a logic model to map the process inputs and program outcomes of YJI. We will conduct a quasi-experimental study of system data – education and probation – in addition to a youth survey study to measure project outcomes. A nonparticipant control group will also be used in the analysis of probation data to show the impact of project participation for the post-dispositional youth. The control group will be selected using propensity score matching. Matched variables will include race, age, gender, criminal history, and risk level. If data is available, a nonparticipant control group will be used in the analysis of education data to show the impact of project participation of the high-risk youth.

### 6.10. Outcome variables that will be tracked

NCCD will measure school engagement and recidivism rates for project participants. NCCD will also investigate whether the prevention population has become juvenile justice system-involved, or exited justice involvement, while participating in the project.

### 6.11. Outcomes that will be tracked

Please see outcome variables in Section 6.10, above.

### 6.12. Criteria for determining participant success/failure in the project

The outcome evaluation will demonstrate if the YJI program had a positive effect on program participants' outcomes such as recidivism reduction and increased school engagement. The statistical tests that will be run on program participant data will comprehensively show the effects of the treatment and if the program strategies were successful for youth. The program participant findings will demonstrate areas for program refinement as well as highlight its strengths.

## SECTION VII: CAPABILITY AND QUALIFICATIONS TO PROVIDE SERVICES

### 7.1. Applicant's ability to conduct the proposed project

In 2012, the County implemented two Department of Justice Bureau of Justice Assistance (BJA) grants to improve outcomes for justice-involved juveniles and adults through public/private collaboratives. The Juvenile Behavioral Health Collaborative provides coordinated substance abuse and mental health services for youth in West Contra Costa County. The Second Chance Act Adult Demonstration grant provides pre-release and provides coordinated substance abuse, mental health, benefits,

employment and legal support services to moderate to high risk adult probationers returning to East and West Contra Costa. This successful project was subsequently funded by BJA.

### 7.2. Applicant's/partners' experience and capability to conduct the project

As described throughout this proposal, this project will be administratively housed in the County's Employment & Human Services Department; supervised by a director with substantial experience and success in managing a multi-sector initiative; supported by the many subject-matter experts of the JAG Steering Committee, and implemented by leading agencies, institutions, and organizations.

### 7.3. Experience and qualifications of key project staff

As Director of the ZTDVI, **Devorah Levine** is responsible for managing a partnership of over 40 agencies (county departments, criminal justice agencies, advocacy and community non-profits); she will oversee the work of the YJI. With more than 20 years' experience in public interest, social justice and interpersonal violence, Ms. Levine has created numerous innovative cross-sector strategies. She serves as the appointed victim representative on the County's CCP and Chairs the Family Justice Center.

**Juvenile Justice Attorney Deputy Public Defender Ji Seon Song** has over ten years of juvenile justice experience, including direct representation of juveniles in Washington D.C. and California. Ms. Song has submitted amicus briefs to the California Supreme Court on key juvenile justice issues. As Senior Policy Advocate at the National Juvenile Defender Center, Ms. Song conducted trainings throughout the country on the juvenile justice system, and has participated in the development of national juvenile justice standards and a model-training curriculum.

**School Safety Specialist Deputy District Attorney Laura Delehunt** has presented a variety of programs to youth including Kops for Kids and Gun Information for Teens (GIFT). Trained in Positive Mental Attitude (PMA), Ms. Delehunt has also participated in Student Attendance Review Board (SARB) panel sessions and is part of a multidisciplinary team starting a Parent Truancy Court in Contra Costa County.

**Research Director, Dr. Angela Irvine, PhD; Senior Research Associate Valerie Okelola, MS; Senior Research Associate Jessica Roa, MS.** With more than 20 years' experience in research and social policy, Dr. Irvine oversees all of the research and policy projects in NCCD's Oakland office. Her project work focuses on systems change in juvenile probation and juvenile deincarceration. Ms. Okelola has a wealth of experience managing and analyzing data associated with student achievement, attitudes, and school discipline. Recently, she contributed to a research study that uncovered racial disparate patterns of school discipline for schools and districts throughout the country. Ms. Roa has 10 years' experience with interview methods, survey development, data collection, and data analyses of hard-to-reach populations, including adult probationers, parolees and incarcerated youth, along with experience partnering with juvenile probation departments to evaluate youth programs. Currently, she is evaluating a three-county program for youth involved in the juvenile system.

Following comprehensive evaluation, Contra Costa County's Youth Justice Initiative will demonstrate increased efficacy to reduce justice involvement, violence, and gang involvement and improve outcomes for high-risk and in-risk youth in the County.

i Mt. Diablo Unified School District, Equity and Disproportionality Plan, PowerPoint Presentation dated 1/15/14.
ii *Education Under Arrest: The Case Against Police in Schools*, Justice Policy Institute, November 2011, found at http://www.justicepolicy.org/research/3177
iii Ibid
iv Mark A. Matese and John A. Tuell, *Update on the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders*, Office of Juvenile Justice and Delinquency Programs, 1998, found at https://www.ncjrs.gov/pdffiles/fs-9883.pdf
v Mark E. Lipsey, et al., *Improving the Effectiveness of Juvenile Justice Programs: A New Perspective on Evidence-Based Practice*, Georgetown University, Center for Juvenile Justice Reform, December 2010, page 37
vi Emily Morgan, et al., *The School Discipline Consensus Report, Executive Summary*, Council of State Governments, 10/2014, p 6.
vii *Attorney General Holder, Secretary Duncan Announce Effort to Respond to School-to-Prison Pipeline*, Department of Justice Office of Public Affairs, July 21, 2011, found at http://www.justice.gov/opa/pr/attorney-general-holder-secretary-duncan-announce-effort-respond-school-prison-pipeline
viii Kidsdata.org: Child and Youth Safety in Contra Costa County, 2013
ix Kidsdata.org: Antioch Unified School District: Child and Youth Safety, 2013
x Kidsdata.org: Suspensions from School in Contra Costa County, 2013
xi Kidsdata.org: Suspensions from School in Contra Costa County, 2013
xii CA Department of Education Data Reporting Office, Suspension and Expulsion Report, Antioch Unified School District, 2012-2013, http://dq.cde.ca.gov/dataquest/SuspExp/suspexplrate.aspx?cYear=2012-13&cType=ALL&cCDS=07616480000000&cName=Antioch+Unified&cLevel=District&cChoice=dSusExpRt
xiii Kidsdata.org: Antioch Unified School District: Child and Youth Safety, 2013
xiv CA Department of Education Data Reporting Office, Suspension and Expulsion Report
xv Analysis of data reported in *Keeping California's Kids in School*, Daniel J. Losen, et al., June 10, 2014, found at http://civilrightsproject.ucla.edu/resources/projects/center-for-civil-rights-remedies/school-to-prison-folder/summary-reports/keeping-californias-kids-in-school
xvi Ibid.
xvii Kidsdata.org: Juvenile Felony Arrests in California, 2013
xviii Kidsdata.org: Juvenile Felony Arrests by Type of Arrest in California, 2013
xix Probation Data reported on November 17, 2014
xx JAIS Data reported by County Probation on November 17, 2014.
xxi California Rule of Court 5.663(c).
xxii National Juvenile Defender Center, *Ten Core Principles For Providing Quality Delinquency Representation Through Public Defense Delivery Systems*, 2nd Edition, July 2008 available at http://njdc.info/wp-content/uploads/2013/11/10-Core-Principles.pdf
xxiii A Hidden Crisis: Findings on Adverse Childhood Experiences in California, Center for Youth Wellness, Nov. 2014.
xxiv Training requires anywhere from six hours to three days, depending on experience level and sophistication of clinician-in-training.
xxv http://www.safehorizon.org
xxvi Safe Harbor Fact Sheet, National Child Traumatic Stress Network, available at http://www.nctsnet.org/sites/default/files/assets/pdfs/SafeHarbor_fact_sheet_3-20-07.pdf
xxvii ART has been utilized by County Probation in detention programs since 2008.
xxviii Voices was developed by Stephanie Covington, PhD, LCSW
xxix While the JAG Program will primarily focus on youth exiting detention facilities, ECAs will also work with the Juvenile Justice Attorney to develop presentencing plans responsive to identified youth needs, if resources allow.
xxx Youth Offender Treatment Program is a phased, behavioral treatment unit in Juvenile Hall for 30 male residents.
xxxi Girls in Motion, phased behavioral treatment unit in Juvenile Hall for 12 to 15 female residents; 40% are assessed as high risk and 44% at medium risk. GIM provides individualized treatment plans, individual counseling, and group programming focused to strengthen prosocial values/attitudes and restructure anti-social behaviors. Groups address trauma issues, relationship development, anger management/conflict resolution, and substance abuse.
xxxii Orin Allen Youth Rehabilitation Facility (OAYRF) provides individualized treatment programs for up to 100 male youth, of whom 27% are assessed as high risk and 56% as moderate risk. The four main program modalities include school, work experience, recreation and social awareness programming. Additional programming includes individual and group counseling conducted by staff, including drug/alcohol treatment, Impact of Crime on Victims, gang diversion and cognitive behavior classes.
xxxiii On average, Probation supervises 12-15 young men returning from DJJ. This population may also be served.
xxxiv An increase in the number of youth who seek sealing of their juvenile records is expected as the community advocate conducts outreach and aids youth in the sealing process. The County's Probation Department recently adopted a policy to waive the $250 processing fee for indigent youth applying to seal their juvenile records.
xxxv General information about MST is available at MST Services Inc. http://mstservices.com/index.php. OJJDP recognizes MST as an effective model to decrease delinquent behavior. See OJJDP Model Programs Guide at http://www.crimesolutions.gov/ProgramDetails.aspx?ID=192
xxxvi The board resolution will be presented at the Tuesday, December 9, 2014 Board Meeting.
xxxvii http://www.crimesolutions.gov/ProgramDetails.aspx?ID=254
xxxviii http://www.nctsnet.org/resources/topics/treatments-that-work/promising-practices
xxxix Safe Harbor Fact Sheet, National Child Traumatic Stress Network, available at http://www.nctsnet.org/sites/default/files/assets/pdfs/SafeHarbor_fact_sheet_3-20-07.pdf
xl http://www.nrepp.samhsa.gov/SearchResultsNew.aspx?s=b&q=Helping%20Women%20Recover
xli xli http://www.nrepp.samhsa.gov/ViewIntervention.aspx?id=181
xlii See the 10-jurisdiction study funded by OJJDP, https://www.ncjrs.gov/pdffiles1/ojjdp/grants/244477.pdf

Contra Costa County Edward Byrne Memorial Justice Assistance Grant (JAG) Proposal
Project Budget

## A. Budget Line Item Totals

### Year One

| LINE ITEM | GRANT FUNDS |
|---|---|
| 1. Salaries and Benefits | $259,932 |
| 2. Services and Supplies | $10,000 |
| 3. Professional Services (Sub-Contractors/Consultants) | $258,543 |
| 4. Community-Based Organization (CBO) Contracts | $462,500 |
| 5. Data Collection, Reporting and Evaluation Efforts | $52,250 |
| 6. Fixed Assets/Equipment | $0 |
| 7. Other (Including Training, Travel, etc.) | $2,400 |
| **TOTAL** | $ 1,045,625 |

### Year Two

| LINE ITEM | GRANT FUNDS |
|---|---|
| 1. Salaries and Benefits | $479,276 |
| 2. Services and Supplies | $10,000 |
| 3. Professional Services (Sub-Contractors/Consultants) | $6,099 |
| 4. Community-Based Organization (CBO) Contracts | $498,000 |
| 5. Data Collection, Reporting and Evaluation Efforts | $52,250 |
| 6. Fixed Assets/Equipment | $0 |
| 7. Other (Including Training, Travel, etc.) | $0 |
| **TOTAL** | $ 1,045,625 |

Contra Costa County Edward Byrne Memorial Justice Assistance Grant (JAG) Proposal
Project Budget

**Year Three**

| LINE ITEM | GRANT FUNDS |
|---|---|
| 1. Salaries and Benefits | $493,110 |
| 2. Services and Supplies | $12,265 |
| 3. Professional Services (Sub-Contractors/Consultants) | $0 |
| 4. Community-Based Organization (CBO) Contracts | $488,000 |
| 5. Data Collection, Reporting and Evaluation Efforts | $52,250 |
| 6. Fixed Assets/Equipment | $0 |
| 7. Other (Including Training, Travel, etc.) | $0 |
| **TOTAL** | $ 1,045,625 |

## SECTION VIII: PROPOSAL BUDGET

## B. Budget Line Item Detail

### 8.1. Factors and reasons behind budget allocations

Contra Costa County's proposal budget delineates a public/private partnership to maximize effectiveness of JAG funding and ensure effective program delivery over the three-year grant period. Actual salary and benefits of key county agency staff are included along with estimated salaries for a community-based partner to deliver the school-based curriculum and provide case management and program delivery for juvenile probationers. Staff based at a community-based organization will provide culturally appropriate program delivery and also maximizes funding.

Start-up costs in Year One allow for an initial investment in expert consultants to design training modules for the grant-funded partners as well as the in kind partners including local law enforcement, school staff and administration, and other youth serving organizations.

Additional funds are budgeted in the CBO contract to engage expert consultants to design curriculum for the School and Reentry Success Teams and purchase of computers and other equipment, which accounts for the higher contract amount in Year One. Funds for a web-based data-sharing tool are also included in Year One.

### 8.2. Cost per each project component

Youth Justice Initiative staff and operating costs vary slightly in each grant year to account for salary increases as well as additional costs in Year One to develop trauma-informed curriculum and other start-up costs.

Year One: $300,116 Year Two: $210,156 Year Three: $211,849

School Success Team's reduced staff and operating costs in year one (to account for the 10-month program period) is offset in part by start-up costs.

Year One: $387,307 Year Two: $399,548 Year Three: $392,2661

Reentry Success Team has reduced staff and operating costs in year one (to account for the 10-month program period) are offset in part by start-up costs.

Year One: $305,953 Year Two: $360,337 Year Three: $358,532

### 8.3. Each staff person assigned to the program

A detailed description of county and contracted staff dedicated to the program is provided in section 8.8 below.

### 8.4. Number of individuals to receive services

The County's YJI JAG Program intends to serve 160 youth (40 in year 1, 60 in year 2 and 60 in year 3) in the school-based program including 2 cohorts of 20 in year 1 and 3 cohorts of 20 in years 2 and 3. In addition, 225 juvenile probationers will be provided with transition planning, education advocacy and family stability interventions, 75 youth in each program year.

### 8.5. Cost per participant in the project (per capita)

Cost per participant for the School Success Participants is $2,457.

Cost per participant for the Reentry Success Participants is $1,518.

### 8.6. Direct and indirect costs

As per the Request for Proposal instructions on page 6 regarding *Prohibited Uses*, The County's proposal does not include indirect costs. The community-based contractor that is selected via a competitive process will also be instructed of this budget restriction. See Section 8.8 for a detailed description of direct costs requested in the County's proposal.

### 8.7. Description of the project's cost effectiveness

As discussed in section 8.1 above, a public-private partnership allows the County to address youth violence and juvenile delinquency most cost effectively. In addition, increased coordination spearheaded by YJI staff will allow the County to leverage JAG funding to foster additional investment in youth success. These provide substantial opportunity for cost effectiveness.

### 8.8. Complete and detailed budget information in each section

8.8.1 Salaries and Benefits

Youth Justice Initiative staff includes a multi-disciplinary, inter-agency team lead by the County's Employment and Human Services Department (EHSD). Contra Costa will contribute substantial in-kind support in the form of project supervision, along with access to existing public services. All county positions included below include a three percent cost of living increase in years 2 and 3.

a) ZTDVI Director, 0.1 FTE (in-kind) will facilitate a hiring process for the Youth Justice Initiative Director, foster stakeholder involvement, and provide support and guidance for the YJI Director.

b) Youth Justice Initiative Director, 1.0 FTE, will oversee implementation, contract & reporting, and management and coordination of all activities. ($100,000 + 58% benefits) = $158,000 in year 2, $162,740 in year 3.

c) Administrative and Data Manager, 0.1 FTE, will support YJI Director with fiscal management and reporting. ($50,630 +73.5% benefits)/10 = $7,320 in year 1, $9,048 in years 2 & 3.

d) Clerical Temp, 0.5 FTE, will provide the YJI Director with administrative support to convene the stakeholders and coordinate all YJI activities and

programs. ($45,605 + 15% worker's compensation)/2 = $21,852 in year 1, $27,010 in year 2, $27,796 in year 3.

e) School Safety Specialist, 0.5 FTE Deputy District Attorney, will partner with the SST to deliver services that support safety and justice within the school. ($131,352 + 58% benefits)/2 = $86,473 in year 1, $106,881 in year 2, $109,994 in year 3.

f) Juvenile Justice Attorney, 0.5 FTE Deputy Public Defender, will supervise the Education and Community Advocate and provide post-disposition representation and advocacy to juvenile probationers. ($131,352 + 58% benefits)/2 = $86,473 in year 1, $106,881 in year 2, $109,994 in year 3.

g) Juvenile Probation Reentry and Aftercare Specialist, 0.5 FTE Deputy Probation Officer, will act as liaison to connect the Education and Community Advocate to supervising probation officers and will participate in collaborative efforts. ($75,000 + 85% benefits)/2 = $57,813 in year 1, $71,456 in year, $73,538 in year 3.

8.8.2. Services and Supplies

Operating costs for YJI including coordination of trainings, stakeholder meetings and communications: $15,043 in year 1, $10,000 in year 2, $7,265 in year 3.

8.8.3. Professional Services

In year 1, the Youth Justice Director will be a contract position to accommodate potential delays created by the county hiring process. In years 2 and 3, this contract will convert to the staff position detailed above: $125,000 in year 1.

Expert consultant to design training modules for the grant-funded county agency partners as well as in-kind partners including local law enforcement, school staff and administration, and other youth serving organizations: $50,000 in year 1, $6,099 in year 2.

Expert consultant to develop a web-based sharing database to track all program participants and provide cross-platform data sharing for case management and reporting: $78,500 in year 1, $5,000 in year 2.

8.8.4. Community-Based Organizations (CBO) Contracts

**CBO Staffing**

1) Youth Success Coordinator, 1.0 FTE, will supervise all aspects of the School and Reentry Success teams, including managing Youth Advocate Counselors and working with the team to develop and coordinate activities for students, staff, and families at school sites and in community-based settings for youth returning from detention. $85,000 + 40% benefits/year- $99,167 in year 1, $119,000 in years 2 & 3.

2) Youth Success Education and Community Advocate, 1.0 FTE, will coordinate services for juvenile probationers during the transition to and after reentry to the community with an emphasis on advocacy with local

school districts to ensure appropriate placement and educational supports. $50,000 + 40% benefits/year- $58,333 in year 1, $70,000 in years 2 & 3.

3) Youth Success Counselors (YSC), 3.0 FTE, two (2) YSCs will work with the School Success team to implement school-based activities, including group and individual sessions at school sites. One (1) YSC will join the Reentry Success Team to conduct group and individual sessions for juvenile probationers during reentry and aftercare. $50,000 + 40% benefits/YSC/year- $175,000 in year 1, $210,000 in years 2 & 3.

**CBO Operating Costs**

Allowance for pro-rated rent, postage, mileage reimbursement, printing and copying, phone service and other administrative costs included at $7,000/month=$70,000 in year 1, $84,000 in years 2 & 3

Allowance for curriculum development and staff training

$40,000 in year 1, $15,000 in year 2 and $5,000 in year 3

Allowance for purchase of fixtures and equipment including computers, projectors, desks, and cell phones

$20,000 in year 1

8.8.5. Collection, Reporting, and Evaluation Efforts

YJI will contract with National Council on Crime and Delinquency (NCCD) to complete process and outcome evaluations of the Youth Justice Initiative and the initial pilot programs at a cost of $52,250 each year. Total Cost: $156,750

8.8.6. Fixed Assets/Equipment

Start-up equipment costs to purchase computers, projectors, desks, etc. for use in classroom and post-disposition programs are allocated in the CBO contract amount.

8.8.7. Other

Travel expenses estimated at $300 for eight (8) staff to attend meetings held in Sacramento including mileage reimbursement, one night of lodging and per diem for 2 days. Total Cost: $2,400

This includes three (3) administrative staff to attend the mandatory grantee briefing and five (5) program staff to attend the Reducing Racial and Ethnic Disparity (R.E.D.) training. No out of state travel is anticipated.

**8.9. Letters of Agreement; draft Operational Agreements.**

Please see Appendices D and E for the signed Letters of Agreement and Operational Agreement. All funded partners have signed the Operational Agreement.

# APPENDIX B
## Three-Year JAG Strategy for County of Contra Costa

## Year One: March 1, 2015 – December 31, 2015

**JAG Program Purpose Area** (1) Prevention and Education Programs
Area of Need (1) Juvenile delinquency (1) School violence

| Project Component / Activity | Agency / Organization Responsible | Expected Outcome (Measurable) | How Progress will be Tracked (i.e. data collection) | Timeline / Benchmarks |
|---|---|---|---|---|
| Establish Youth Justice Initiative (assign/hire project staff, establish administrative policies and procedures, set up office and communication systems, execute contracts) | Employment and Human Services Department (EHSD) | YJI has an established office, Director, and primary administrative/ operational infrastructure | Operational functionality | March-April 2015 |
| Design and begin implementation of ongoing activities to cultivate cross-sector partnerships, learning, and capacity-building for youth-serving entities county-wide, with particular focus on intervention, diversion, and reentry success | YJI Director and NCCD, with support and participation of JAG Steering Committee | Increased coordination, integration, efficiency, and effectiveness among multiple partners focused on youth success | # and variety of trainings provided; # of participants and agencies trained; changes in knowledge, attitudes, and practices as measured by pre-post surveys and interviews, among other tools | April-December 2015 |
| Competitive Process to Select CBO Partner | EHSD | Establishment of community-based partner to implement school and community-based programs | Completed Contract | May 2015 |
| Develop school partnership (select school site, develop participant selection criteria, convene School Success Team [SST] and school partners, develop project policies, practices, and agreements) | YJI Director and Antioch Unified School District (AUSD) primary point of contact (POC) | YJI and AUSD have an identified school site, operating agreements with core program partners, develop participant criteria and selection processes, SST work-plan | School-site implementation plan | April-May 2015 |
| Develop evaluation plan, tools, and shared metrics; establish information-management system; provide training to appropriate staff | YJI Director and NCCD | YJI and NCCD have developed an implementation plan, metrics and tools, and appropriate infrastructure and training | Program partners are trained to implement school-site data collection and evaluation plan | April-June 2015 |
| Conduct foundational trainings (Safe Harbor model, trauma and its implications, adolescent development, cultural competency, multi-disciplinary framework) for SST and school partners | YJI SST, led by Youth Success Manager; YJI Director working with expert consultant to develop trauma-informed practices trainings | SST and key school-site partners can articulate and implement core premises, practices, and strategies of the Safe Harbor approach | Trainings provided, pre-/post surveys, school-site policies and practices agreements | May-July 2015 |
| Gather and review school-site data to identify existing resources, develop insight into school culture and challenges, conduct early identification of students for likely participation in the first school | YJI SST, led by YJI Director with support of school-site staff and partners | Pre-identification of candidates for initial cohorts is complete (for implementation beginning school year 2015/2016), school-wide Year | Participants are identified, Year 1 plan of implementation strategies and agreements is complete | April-August 2015 |

# APPENDIX B
## Three-Year JAG Strategy for County of Contra Costa

| | | | | |
|---|---|---|---|---|
| year (9/15-6/16) | | 1 implementation plan is developed | | |
| Begin School Year 1 school-site program implementation, convening two cohorts of 20 students (one male, one female) | YJI SST, led by Youth Success Manager with support of school-site staff and partners | Two cohorts totaling 40 students will participate in Safe Harbor program; school site will implement Year 1 implementation plan | Student participation data, work plan progress chart (timeline and milestones) | August-December 2015 |
| Conduct year-end review of program activities and outcomes, suggest policy and practice modification | JAG Steering Committee | Year-end process analysis, develop policy recommendations, program modifications for 2016 | Evaluation review (comparing anticipated progress versus actual) developed with NCCD | November-January 2016 |

## Year One: March 1, 2015 – December 31, 2015

**JAG Program Purpose Area** (3) Prosecution, Courts, Defense and Indigent Defense
Area of Need (3) Innovations in Indigent Defense

| Project Component / Activity | Agency / Organization Responsible | Expected Outcome (Measurable) | How Progress will be Tracked (i.e. data collection) | Timeline / Benchmarks |
|---|---|---|---|---|
| As with Program Purpose Area 1, above: Establish Youth Justice Initiative (assign or hire project staff, establish administrative policies and procedures, set up office and communication systems, execute contracts) | Employment and Human Services Department (EHSD) | YJI has an established office, Director, and primary administrative/ operational infrastructure | Operational functionality | March-April 2015 |
| As above, design and begin implementation of ongoing activities to cultivate cross-sector partnerships, learning, and capacity-building for youth-serving entities county-wide, with particular focus on intervention, diversion, and reentry success | YJI Director with NCCD, with support and participation of JAG Steering Committee | Increased coordination, integration, efficiency, and effectiveness among multiple partners focused on youth success | # and variety of trainings provided; # of participants and agencies trained; changes in knowledge, attitudes, and practices as measured by pre-post surveys and interviews, among other tools | April-December 2015 |
| Establish Reentry Success Team, develop project policies, practices, and start-up implementation plan, including integration with work of grant-funded Education Advocate in West County | YJI Director and RST staff, juvenile detention and probation partners | RST has staff, operating policies, start-up implementation plan | Implementation plan, with milestones, strategies, primary activities | March-May 2015 |
| Identify and establish agreements with primary juvenile post-disposition and reentry partners, including CBOs | YJI Director and RST staff | RST has MOUs with key partners necessary to start-up plan | MOUs, milestones | April-May 2015 |
| Develop criteria and referral processes for juvenile clients into program | YJI Director and RST staff, juvenile detention and probation partners | RST and partners will have protocols for referral and information management | Referral flow chart and commencement of services | April-May 2015 |
| Develop evaluation plan, tools, and shared | YJI Director and NCCD | YJI and NCCD have developed an | Program partners are trained to | May-July 2015 |

| | | | | |
|---|---|---|---|---|
| metrics; establish information-management system; provide training to appropriate staff | | implementation plan, metrics and tools, and appropriate infrastructure and training | implement RST data collection and evaluation plan | |
| Begin providing post-disposition services to juvenile clients, including advocacy | RST | RST enrolls first juvenile clients | Client numbers, demographic criteria, levels of risk | May-December 2015 |
| Conduct year-end review of program activities and outcomes, suggest policy and practice modification | YJI Director, NCCD, JAG Steering Committee | Year-end process analysis, develop policy recommendations, program modifications for 2016 | Evaluation review (comparing anticipated progress versus actual) developed with NCCD | November-January 2016 |

## Year Two: January 1, 2016 – December 31, 2016

**JAG Program Purpose Area** (1) Prevention and Education Programs
Area of Need (1) Juvenile delinquency (1) School violence

| Project Component / Activity | Agency / Organization Responsible | Expected Outcome (Measurable) | How Progress will be Tracked (i.e. data collection) | Timeline / Benchmarks |
|---|---|---|---|---|
| Informed by learning of Year 1 evaluation and JAG Steering Committee feedback, review and continue implementation of ongoing activities to cultivate cross-sector partnerships, learning, and capacity-building for youth-serving entities county-wide, with particular focus on intervention, diversion, and reentry success | YJI Director and NCCD, with support and participation of JAG Steering Committee | Increased coordination, integration, efficiency, and effectiveness among multiple partners focused on youth success | # and variety of trainings provided; # of participants and agencies trained; changes in knowledge, attitudes, and practices as measured by pre-post surveys and interviews, among other tools | January-December 2016 |
| Continue and complete School Year 1 school-site program implementation, supporting two cohorts | YJI SST, led by YSM with support of school-site staff and partners | Program will conduct two cohorts of Safe Harbor activities; whole-school site will continue implementation of Year 1 plan | Student participation data, work plan progress chart (timeline and milestones) | January-June 2016 |
| Implement evaluation plan, gather data for year-one completion evaluations | YJI Director and NCCD | YJI and NCCD conduct School Year 1 evaluation activities | Participant data, whole-school activities (outputs) | January-June 2016 |
| Review School Year 1 mid-year program evaluation data, develop modifications for School Year 2 (fall 2016) | YJI Director and NCCD | YJI and NCCD modify evaluation activities for School Year 2 | Participant data, whole-school activities (outputs) | June-September 2016 |
| Gather and review school-site data to conduct early identification of students for likely participation in the School Year 2 (9/16-6/17) | YJI SST, led by YJI Director with support of school-site staff and partners | Pre-identification of candidates for cohorts is complete (for implementation school year 2016/2017), school-wide Year 2 implementation plan is developed | Participants are identified, Year 2 plan of implementation strategies and agreements is complete | April-August 2016 |
| Develop and train partners in School Year 2 plan | YJI SST, led by Youth Success | SST and key school-site partners | Trainings provided, pre-/post | July-October 2016 |

# APPENDIX B
## Three-Year JAG Strategy for County of Contra Costa

| | | | | |
|---|---|---|---|---|
| | Manager (YSM) | understand and begin implementation of School Year 2 plans | surveys, school-site policies and practices modifications | |
| Begin School Year 2 school-site program implementation, convening three cohorts of 20 students (two male, one female) | YJI SST, led by YSM with support of school-site staff and partners | Three cohorts totaling 60 students will participate in Safe Harbor program; school site will implement School Year 2 implementation plan | Student participation data, work plan progress chart (timeline and milestones) | September-December 2016 |
| Conduct year-end review of program activities and outcomes, suggest policy and practice modification | YJI Director, NCCD, JAG Steering Committee | Year-end process analysis, develop policy recommendations, program modifications for calendar 2016 | Evaluation review (comparing anticipated progress versus actual) developed with NCCD | November-January 2017 |

## Year Two: January 1, 2016 – December 31, 2016

**JAG Program Purpose Area** (3) Prosecution, Courts, Defense and Indigent Defense
Area of Need (3) Innovations in Indigent Defense

| **Project Component / Activity** | **Agency / Organization Responsible** | **Expected Outcome (Measurable)** | **How Progress will be Tracked (i.e. data collection)** | **Timeline / Benchmarks** |
|---|---|---|---|---|
| Continue program implementation providing post-disposition services to juvenile clients, including advocacy | YJI RST, led by Juvenile Justice Attorney | Program will serve 75 moderate- to high-risk juvenile clients | Client data, work plan progress chart (timeline and milestones); Client numbers, demographic criteria, levels of risk | January-December 2016 |
| Implement evaluation plan, gather data for year-one completion evaluations | YJI Director and NCCD | YJI and NCCD conduct Year 2 evaluation activities | Participant data, whole-school activities (outputs) | January-June 2016 |
| Review Year 2 mid-year program evaluation data, develop modifications | YJI Director and NCCD | YJI and NCCD review mid-year process evaluation | Participant data and outcomes | June-September 2016 |
| Conduct year-end review of program activities and outcomes, suggest policy and practice modification | YJI Director, NCCD, JAG Steering Committee | Year 2 process analysis, develop policy recommendations, program modifications for Year 3 | Evaluation review (comparing anticipated progress versus actual) developed with NCCD | November-January 2017 |

# APPENDIX B
## Three-Year JAG Strategy for County of Contra Costa

## Year Three: January 1, 2017 – December 31, 2017

**JAG Program Purpose Area** (1) Prevention and Education Programs
Area of Need (1) Juvenile delinquency, (1) School violence

| Project Component / Activity | Agency / Organization Responsible | Expected Outcome (Measurable) | How Progress will be Tracked (i.e. data collection) | Timeline / Benchmarks |
|---|---|---|---|---|
| Informed by learning of Year 2 evaluation and JAG Steering Committee feedback, review and continue implementation of ongoing activities to cultivate cross-sector partnerships, learning, and capacity-building for youth-serving entities county-wide, with particular focus on intervention, diversion, and reentry success | YJI Director and NCCD, with support and participation of JAG Steering Committee | Increased coordination, integration, efficiency, and effectiveness among multiple partners focused on youth success | # and variety of trainings provided; # of participants and agencies trained; changes in knowledge, attitudes, and practices as measured by pre-post surveys and interviews, among other tools | January-December 2017 |
| Continue and complete School Year 2 school-site program implementation, supporting two cohorts | YJI SST, led by YSM with support of school-site staff and partners | Program will conduct three cohorts of Safe Harbor activities; whole-school site will continue implementation of Year 1 plan | Student participation data, work plan progress chart (timeline and milestones) | January-June 2017 |
| Gather and review School Year 2-end data, conduct outcomes evaluation, develop modifications for School Year 3 (fall 2017) | YJI Director and NCCD | YJI and NCCD modify evaluation activities for School Year 3 | Participant data, whole-school activities (outputs) | June-September 2017 |
| Develop and train partners in School Year 3 plan | YJI SST, led by Youth Success Manager | SST and key school-site partners understand and begin implementation of Year 3 plans | Trainings provided, pre-/post surveys, school-site policies and practices modifications | July-October 2017 |
| Gather and review school-site data to conduct early identification of students for likely participation in the School Year 3 (9/17-6/18) | YJI SST, led by YJI Director with support of school-site staff and partners | Pre-identification of candidates for cohorts is complete (for implementation school year 2017/2018), school-wide Year 3 implementation plan is developed | Participants are identified, Year 3 plan of implementation strategies and agreements is complete | April-August 2017 |
| Begin school-site program implementation, convening three cohorts | YJI SST, led by YSM with support of school-site staff and partners | Three cohorts totaling 60 students will participate in Safe Harbor program; school site will implement School Year 3 implementation plan | Student participation data, work plan progress chart (timeline and milestones) | September-December 2017 |
| Conduct pilot completion evaluation, identify policy and practice recommendations | YJI Director, NCCD, JAG Steering Committee | Pilot evaluation is complete, including policy recommendations and lessons learned | Evaluation review (comparing anticipated progress versus actual) developed with NCCD | October-December 2017 |

# APPENDIX B
## Three-Year JAG Strategy for County of Contra Costa

## Year Three: January 1, 2017 – December 31, 2017

**JAG Program Purpose Area** (3) Prosecution, Courts, Defense and Indigent Defense
Area of Need (3) Innovations in Indigent Defense

| Project Component / Activity | Agency / Organization Responsible | Expected Outcome (Measurable) | How Progress will be Tracked (i.e. data collection) | Timeline / Benchmarks |
|---|---|---|---|---|
| Continue program implementation and providing post-disposition services to juvenile clients, including advocacy | YJI RST, led by YJI Director with Juvenile Justice Attorney | Program will serve 75 moderate- to high-risk juvenile clients | Client data, work plan progress chart (timeline and milestones); Client numbers, demographic criteria, levels of risk | January-December 2017 |
| Implement evaluation plan, gather data for year-one completion evaluations | YJI Director and NCCD | YJI and NCCD conduct Year 3 evaluation activities | Participant data, whole-school activities (outputs) | January-June 2017 |
| Review Year 3 mid-year program evaluation data, develop modifications | YJI Director and NCCD | YJI and NCCD review mid-year process evaluation | Participant data and outcomes | June-September 2017 |
| Conduct pilot completion review of program activities and outcomes, suggest policy and practice modifications, disseminate findings | YJI Director, NCCD, JAG Steering Committee | Pilot evaluation is complete, including policy recommendations and lessons learned | Evaluation review (comparing anticipated progress versus actual) developed with NCCD | November-December 2017 |

# THE YOUTH JUSTICE INITIATIVE:
## Improving Outcomes for High-Risk and In-Risk Youth in Contra Costa County

Appendix D
Letters of Agreement for JAG Steering Committee Members
and Other Partners Listed in the Grant

Submitted by Contra Costa County
to the Board of State and Community Corrections
in Response to the Request For Proposals CFDA#16.738
Edward Byrne Memorial Justice Assistance Grants

November 24, 2014

# THE YOUTH JUSTICE INITIATIVE:
## Improving Outcomes for High-Risk and In-Risk Youth in Contra Costa County

Appendix E
Operational Agreement for Partners
Receiving Grant Funds

Submitted by Contra Costa County
to the Board of State and Community Corrections
in Response to the Request For Proposals CFDA#16.738
Edward Byrne Memorial Justice Assistance Grants

November 24, 2014

**Operating Agreement**
**Contra Costa County Edward Byrne Memorial Justice Assistance Grant Program**
**(2015 – 2017)**

This Operating Agreement (OA) sets forth the relationship between the following partner agencies to deliver Contra Costa County's Edward Byrne Memorial Justice Assistance Grant (JAG) Program: **Employment and Human Services Department (EHSD),** as lead agency, and **Contra Costa County Probation Department (Probation), Contra Costa County District Attorney (DA), Contra Costa County Public Defender (PD), Community-based Service Provider (to be determined)** and **National Council on Crime and Delinquency (NCCD)** hereinafter known as the Youth Justice Initiative Team "YJI Team." Each agency agrees to participate in the JAG Program, if selected for funding, as outlined herein.

## Background and Purpose

The YJI team commits to ongoing collaboration to strengthen and develop a multi-disciplinary approach to serve:

- Up to 160 high-risk students through school-based prevention and early intervention services, selected based upon risk factors including two or more grades of F in a year, poor school attendance, and past suspension.
- Up to 225 indigent, juvenile probationers (75 per year) returning from county detention facilities to the disproportionately impacted communities of Antioch and Richmond.

The overall goals of the YJI include:

1. Coordination, capacity, and evaluation to reduce youth-related violence, recidivism, and racial and ethnic disparities in Contra Costa at multiple points along the spectrum from school to juvenile reentry.
2. Using a holistic, systemic, and inclusive collaborative approach that involves federal, state and local government stakeholders, school districts, community organizations, advocates, as well as family and community members.
3. Adopting strategies that draw on evidenced-based approaches and practices.
4. Targeting high to moderate risk probationers by using validated assessment tools including Juvenile Assessment and Intervention System (JAIS).
5. Active participation in process and outcome evaluation of YJI in partnership with the National Council on Crime and Delinquency.

This OA covers the period of March 1, 2015 through December 31, 2017.

## General Partner Roles and Responsibilities

The project will be carried out in an inclusive manner designed to promote meaningful and productive collaboration. This OA also delineates the specific role of the partner agencies. In addition to providing overall strategic direction, the partners will be

responsible for supervising and advising staff consistent with agency role and responsibility. In addition**, all partners agree to**:

- Monitor project implementation.
- Timely report all project-related activities based upon available data and ensure appropriate tracking and expenditures of project funds.
- Participate in data collection and evaluation required for the project and share data as allowable to comply with privacy policies.
- Collaborate with all members of the JAG Steering Committee to review and refine the pilot to increase effectiveness.
- Draw upon existing relationships in the community and local and statewide government to enhance available services and support for project sustainability.
- Provide all services in accordance with all applicable state and federal laws, regulations, guidelines and policies.
- Develop and support innovations that increase the likelihood of successful reentry into the community after detention.

**Partner Agency Roles**

**Employment and Human Services Department, Zero Tolerance for Domestic Violence Initiative Bureau** as the lead agency and project manager of YJI, will receive $209,808 and commits to the following:

- Provide overall project leadership, including administrative and fiscal management and project oversight, coordinating evaluation and reporting systems, convening regular meetings of the YJI team, and seeking funding to ensure project sustainability;
- Hire, with input from steering committee, and supervise the YJI Director to successfully implement JAG Program pilot including participating in curriculum and resource development, developing trainings with experts in the field and establishing partnerships with additional public and private partner delivering services to youth and their families; and
- Submit all required documents and reports to the Bureau of State and Community Corrections (BSCC) including reimbursement requests, local evaluation plan, quarterly progress reports and final local evaluation.

**Contra Costa Probation Department** will receive $69,375 per year and commits to the following:

- Employ one half-time Juvenile Probation Reentry and Aftercare Specialist-Deputy Probation Officer- who will facilitate referral of JAIS- assessed high to moderate juvenile probationers who are 30 to 60 days from release to the East

and Central County to the Education and Community Advocate (ECA)- Juvenile Justice Attorney supervised- and connection to supervising Juvenile Probation Officers;

- After meeting clearance requirements provide the ECA access to juvenile hall and Orin Allen Youth Rehabilitation Facility (OAYRF) interview rooms and classrooms to meet with youth pre-release, as appropriate within facility operational procedures, policy and availability;

- Assist with referrals to housing, mental health and substance abuse services provided through Contra Costa Health Services- Behavioral Health Division and community-based organizations; and

- Operate current detention-based programs, including Youth Offender Treatment Program (YOTP), Girls in Motion (GIM), and OAYRF, that provide cognitive behavioral interventions (Aggression Replacement Therapy/Thinking for A Change), school, counseling and content delivered by community-based providers such as One Day at a Time, Community Violence Solutions, and the Juvenile Hall Auxiliary.

**Contra Costa Public Defender** will receive $103,768 per year and commits to the following:

- Employ one half-time Juvenile Justice Attorney- Deputy Public Defender- to supervise the Education and Community Advocate and provide post-disposition representation and advocacy to juvenile probationers.

**Contra Costa County District Attorney** will receive $103,768 per year and commits to the following:

- Employ one half-time School Safety Specialist- Deputy District Attorney- to partner with the school-site team to provide input and support programs that promote safety and justice with the school.

**Community-based Provider (TBD)** will receive $498,000 per year and commits to the following:

- Employ one full-time Youth Advocate Manager to supervise all aspects of the clinical team, including managing Youth Advocate Counselors and working with the team to develop curriculum and coordinate activities for students, staff, and families at school sites and in community-based settings for youth returning from detention;

- Employ two full-time Youth Advocate Counselors to deliver the school-site cognitive behavioral curriculum to cohorts of 20 students and provide case management to assist the students and their families;

- Employ one full-time Youth Advocate Counselor to deliver cognitive behavioral curriculum to two cohorts of juvenile probationers- one in the east region and one in the west region; and

- Employ one full-time Education and Community Advocate to work closely with the Juvenile Justice Attorney to coordinate services for juvenile probationers during the transition to and after reentry to the community with an emphasis on advocacy with local school districts to ensure appropriate placement and educational supports.

**National Council on Crime and Delinquency** will receive $52,250 per year and commits to the following:

- Develop and conduct research and evaluation of YJI's JAG program;
- Coordinate with YJI Team and other agency staff to acquire data needed for evaluation;
- Participate in quarterly YJI team meetings and present progress reports on process and outcome evaluation findings, as they become available, for team consideration; and
- Disseminate study findings, as they become available, to all partners and Bureau of State and Community Corrections staff as requested.

We the undersigned, as authorized representatives of the Applicant and Partner Agencies, do hereby approve this document.

**Employment and Human Services Dept.**

11/20/14
Signature Date

Kathy Gallagher, Director
Name & Title

**Contra Costa County Public Defender**

11/21/14
Signature Date

Robin Lipetzky, Public Defender
Name & Title

**Contra Costa County District Attorney**

11/21/14
Signature Date

Mark Peterson, District Attorney
Name & Title

**Community-based Provider (TBD)**

Signature Date

Name & Title

**Contra Costa County Probation Dept.**

11/21/14
Signature Date

Philip Kader, Chief of Probation
Name & Title

**National Council on Crime and Delinquency**

11/21/14
Signature Date

Angela Irvine, Research Director
Name & Title

# THE YOUTH JUSTICE INITIATIVE:
## Improving Outcomes for High-Risk and In-Risk Youth in Contra Costa County

Appendix F
Draft Governing Board Resolution

Submitted by Contra Costa County
to the Board of State and Community Corrections
in Response to the Request For Proposals CFDA#16.738
Edward Byrne Memorial Justice Assistance Grants

November 24, 2014

# APPENDIX G
# List of Other Grant Funding Sources

Please complete this form, listing all other criminal justice grant funds (state and/or federal) that the applicant agency will receive during the 2015 calendar year.

| State or Federal Administering Agency | Name of Grant Program | Funding Amount | Brief Project Description |
|---|---|---|---|
| Department of Justice, Office on Violence Against Women | Grants to Encourage Arrest | $300,000 | Coordination of criminal justice system and community based victim service organizations to address sexual assault, domestic violence, and stalking. Activities include law enforcement training, victim support and advocacy, intensive monitoring of offenders. |
| Department of Justice, Office on Violence Against Women | Domestic Violence Homicide Prevention Demonstration | $325,000 | Implement the Lethality Assessment Program, a promising domestic violence homicide prevention model, and document and disseminate solutions for replication across the country. |
| Department of Justice, Office for Victims of Crime | Services for Victims of Human Trafficking | $200,000 | Develop and deliver coordinated trauma-informed services for victims of all forms of human trafficking. |