

Con



BOARD OF SUPERVISORS
AGENDA LETTER

Agenda Number:

Clerk of the Board of Supervisors
105 E. Anapamu Street, Suite 407
Santa Barbara, CA 93101
(805) 568-2240

Department Name: Probation Department
Department No.: 022
For Agenda Of: June 18, 2024
Placement: Administrative
Estimated Time: N/A
Continued Item: No
If Yes, date from: N/A
Vote Required: Majority

TO: Board of Supervisors

FROM: Department Holly L. Benton, Chief Probation Officer, (805) 803-8537
Director(s)

Contact Info: Melinda Barrera, Deputy Chief Probation Officer, (805) 882-3715

SUBJECT: **Agreements with Council on Alcohol and Drug Abuse for Fiscal Years (FY) 2024-26 and with Fighting Back Santa Maria Valley for FY 2024-25 to Provide Juvenile Probation Services**

County Counsel Concurrence

As to form: Yes

Other Concurrence: Risk Management

As to form: Yes

Auditor-Controller Concurrence

As to form: Yes

Recommended Actions:

That the Board of Supervisors:

- A. Approve and authorize the Chair to execute the Agreement for Services of Independent Contractor (“Agreement”) with the Council on Alcohol and Drug Abuse (CADA, a local vendor) to provide preventative diversion services through the Youth Empowerment Services (YES) program to youth referred to the Probation Department by local law enforcement agencies for specified offenses, with a total contract amount not to exceed \$425,706, from July 1, 2024 to June 30, 2026; and
- B. Approve and authorize the Chair to execute the Agreement for Services of Independent Contractor (“Agreement”) with Fighting Back Santa Maria Valley (FBSMV, a local vendor) to provide a program of targeted interventions for youth in the Santa Maria area, Cannabis Education classes and related services to youth with a qualifying citation in the Santa Barbara, Lompoc, and Santa Maria regions, conflict mediation services utilizing a restorative approach at the Juvenile Justice Center (JJC), Restorative Justice Mediation services to youth in Lompoc, Santa Maria, Buellton, Santa Ynez, Orcutt, and Guadalupe, and re-entry services to youth housed at the JJC, with a total contract amount not to exceed \$819,755, from July 1, 2024 to June 30, 2025; and

- C. Authorize the Chief Probation Officer or designee to approve subsequent immaterial changes to the agreements including authorizing additional services, amending program staffing requirements, amending service locations, and adding programs goals, outcomes, and measures, and reallocation of funds between funding sources. Authorize the Chief Probation Officer or designee to approve line-item budget changes to Attachment B-1 of the Agreement in an amount not to exceed 10% of the stated line-item budgeted amounts for each service. Immaterial changes can be made as long as the total contract amount of the Agreement is not increased, and subject to the Board's ability to rescind this delegated authority at any time, and provided that in no event shall any such amendment extend the term of the agreement; and
- D. Determine that the above actions are government fiscal activities of funding mechanisms which do not involve any commitment to any specific project which may result in a potentially significant physical impact on the environment, and are therefore not a project under the California Environmental Quality Act (CEQA) pursuant to Section 15378(b)(4) of the CEQA guidelines.

Summary Text:

This item is before your Board to approve agreements with CADA and FBSMV to provide diversion services and targeted intervention programming to youth. Through funding provided by the Juvenile Justice Crime Prevention Act (JJCPA), the Youthful Offender Block Grant (YOBG), and Juvenile Justice Realignment Block Grant (JJRBG), the attached Agreements with local community-based organizations provide a variety of evidence-based services, programs, treatment interventions, and curriculums to the continuum of youth served by the Probation Department. Youth served range from those with low-level first offenses who will benefit from diversion, to those serving long-term commitments at the JJC.

Background:

The Juvenile Justice Crime Prevention Act (JJCPA), enacted in 2000 as Assembly Bill (AB) 1913 and codified in Government Code Section 30061, provides counties with a reliable funding source for local programs and services aimed at reducing juvenile crime and delinquency. It mandates a local Juvenile Justice Coordinating Council (JJCC) whose multidisciplinary membership collaborates on identifying local needs, supports the development of relevant programs, and considers budget priorities. Additionally, it requires the development of a Comprehensive Multiagency Juvenile Justice Plan (CMJJP), which is updated annually and submitted to the Board of State and Community Corrections (BSCC), the State agency that oversees the JJCPA.

In 2007, the Youth Offender Block Grant (YOBG) program, also referred to as Juvenile Realignment, was established under Senate Bill (SB) 81 and provided counties funding to supervise local youth released from the state Department of Juvenile Justice (DJJ), a population new to county probation departments. YOBG supports the concept that public safety is enhanced by keeping youth closer to their families and communities. In recognition of the increased county responsibility for supervising and rehabilitating these youth, the State provides annual funding through the YOBG program. The California Department of Finance calculates each county's allocation amount annually using its own demographic information for the juvenile population and California Department of Justice data for juvenile felony dispositions. As provided by statute, allocation from the YOBG fund may be used to enhance the capacity of county probation and to deliver appropriate rehabilitative and supervision services to youth.

In 2020, Senate Bill (SB) 823 established Section 1995 of the Welfare and Institutions Code (WIC), which required each county to create a subcommittee of the JJCC, locally operated as the Juvenile Justice Realignment Subcommittee, in order to receive Juvenile Justice Realignment Block Grant (JJRBG) funding. JJRBG was established for the purpose of providing county-based care, custody and supervision of youth who were realigned from the state DJJ, or who were otherwise eligible for commitment to DJJ prior to its closure. Programs funded by JJRBG may include rehabilitative treatment services, housing, and community supervision and supports.

Execution of the CADA Agreement provides preventative diversion services through the Youth Empowerment Service (YES) program to youth with low-level offenses. Youth undergo an initial screening to assess for needed services with one of three case managers assigned regionally to Santa Barbara, Lompoc, and Santa Maria. These services may include: Moral Reconciliation Therapy (MRT); Aggression Replacement Training (ART); Substance Abuse Treatment; Seeking Safety; Motivational Interviewing Techniques, Multi-Dimensional Family Therapy (MDFT); mental health counseling services or referral to appropriate services; Girls Circle Groups; Boys Council Groups; Restorative Practices; and Educational Classes healthy connections and social relationships, substance use education, stress management and healthy coping skills, and academic support services such as tutoring, mentoring, and community-based after-school programs. This program was previously funded through a grant from the BSCC, and an evaluation of youth successfully completing the program and not having a sustained petition in juvenile court under that grant averaged 97%. This demonstrates not only the effectiveness of this program, but also the importance of offering interventions outside of the Probation Department and in the community to avoid moving youth further into the juvenile justice system. A meta-analysis of diversion programs has demonstrated programs that target low-risk youth are most effective, even more so if the programs minimize justice system interaction by serving low-risk youth prior to charging (Wilson & Hoge, 2013)¹.

Execution of the FBSMV Agreement will continue to provide a program of targeted interventions to youth under probation supervision in Santa Maria. Services include school-based mentoring and support, employment readiness, and coaching to youth to learn to advocate for their needs in the school setting. Cannabis Education classes and related services in accordance with Section 11357 of the Health and Safety Code will also continue to be offered, which includes assigning and ensuring the completion of community service for youth cited for qualifying cannabis offenses throughout the county. Both the program of targeted interventions and the Cannabis Education classes and related services provide for case management, with the latter offering a case manager in Santa Barbara, Lompoc and Santa Maria to serve referred youth from across the county. This Agreement also provides conflict mediation services to youth detained at the JJC. These youth may have histories of substance use and abuse, family and community violence, trauma, victimization, mental health diagnoses, gang involvement, and/or sexual exploitation, in addition to other risk factors and criminogenic needs. The youth may have high Adverse Childhood Experience scores, leaving youth with limited conflict mediation skills, coping skills, and abilities to self-regulate emotions that can be amplified in a detention setting. FBSMV utilizes evidence-based programming and promising practices including the Community Resiliency Model and Social and Emotional Learning, during individual and group interactions with youth, as well as during Restorative Justice Circles. Youth are provided services when they are in immediate need of resolving a conflict, and there is opportunity for ongoing skill building for those referred for longer term services.

¹ Wilson, H. A., & Hoge, R. D. (2013). The Effect of Youth Diversion Programs on Recidivism: A Meta-Analytic Review. *Criminal Justice and Behavior*, 40(5), 497-518.

Newly added to this Agreement are Restorative Justice Mediation services. FBSMV will offer these services to youth referred by Probation in Lompoc, Santa Maria, Buellton, Santa Ynez, Orcutt, and Guadalupe. Youth will participate in Restorative Justice Mediation services to make survivors (victims) of their crimes whole. This will be offered to youth who are not on probation, but rather as an additional diversion service that will include the fulfillment of any outstanding restitution claims while teaching youth empathy and accountability. Also added to this Agreement are re-entry services for youth housed at the JJC, specifically to youth who are serving long term commitments at a Secure Youth Treatment Facility (SYTF), a program within the JJC. Through re-entry services, FBSMV will work with youth, families, other identified support, and community agencies to help youth and families prepare for the youth's release. Once released, FBSMV will continue to work with youth and families to help them achieve and maintain stability during this transition period.

Performance Measure:

The CADA and FBSMV Agreements contain both standardized and program-specific performance measures. These measures enable the Probation Department to better assess individual program effectiveness. The Probation Department utilizes Department Business Specialists who provide periodic quality assurance reviews of each agreement, which include observations of facilitation of services, programs, treatment interventions, and curriculums, as well as review of monthly invoices that include information on service delivery and youth response to services.

As written, many of the performance measures define successful completion of program as attendance of a minimum number of sessions in addition to completion of a post-test. In the FY 2024-25, and FY 2025-26 contract cycles, the expansion of Conflict Mediation necessitated enhanced performance measures. As such, a satisfaction survey measure has been added to Conflict Mediation. Additionally, the introduction of Restorative Justice and Reentry Services resulted in the addition of performance measures designed to capture youth participation as well as goal attainment towards re-entry and restorative action plans.

Contract Renewals and Performance Outcomes:

The CADA FY 2024-26 and FBSMV FY 2024-25 Agreements are renewals, as both CADA and FBSMV had one-year agreements in FY 2023-24. The Probation Department had similar agreements with FBSMV for the last five years for Cannabis Education and four years for Targeted Interventions. Historically, Cannabis Education has met all performance measures; Targeted Interventions has had mixed success, with improvement seen in GPA and credits earned across all years, but program completions have been challenging with the high-needs population referred. While this is the first agreement renewal for YES without the Youth Reinvestment Grant in place, similar agreements with CADA have been in place for five years. Historically, YES has met all performance measures aside from timely initial contact, which has been largely due to difficulties securing the correct contact information for youth. As such, in the FY 2024-26 renewal, the time for initial contact has been extended.

While data pertaining to performance outcomes exists for the first half of FY 2023-24 for CADA's YES, and FBSMV's Targeted Interventions, Cannabis Education, and Conflict Mediation, data is incomplete for the second half of the FY. The data available does not provide a full overview of all performance measures; however, at this time vendors are meeting or exceeding their referral to enrollment measures and fidelity assessments have been completed for all operating programs. A few measures were updated to better reflect what could be measured for the FY 2024-25 and FY 2025-26 cycles, including the addition of a satisfaction survey for Conflict Mediation, the modification of survey scoring for Cannabis Education

to be in line with the intent of the program designer, and extending the time allowed for initial contact for YES.

To support programs in meeting outcome measures in the upcoming fiscal years, the Probation Department is committed to holding Child Family Team Meetings (CFTMs) for all youth identified as at risk of out-of-home placement or at high risk of recidivism, moving toward implementing these meetings at periodic intervals. This fiscal year several juvenile officers were trained in CFTM facilitation, and the goal is to train remaining juvenile officers during FY 2024-25. These meetings allow an opportunity to establish a support network to include these identified programs as part of the youth and families team. CFTMs can support increased enrollment, participation, and completion of these programs, moving toward higher outcome measures. In terms of the new restorative justice diversionary programs, evaluation of the effectiveness of these programs will require substantive time to monitor recidivism over a year after completion of referrals. Thus, performance measures will initially be evaluated based on timeliness of serving youth and completion of the program.

Fiscal and Facilities Impacts:

Budgeted: Yes, funds for the upcoming year are included in the Probation Department’s FY 2024-25 Recommended Budget.

Fiscal Analysis:

<u>Funding Sources</u>	<u>Current FY Cost:</u>	<u>Annualized On-going Cost:</u>	<u>Total Contracts Amount</u>
General Fund			
State		\$1,030,013.00	\$1,245,461.00
Federal			
Fees			
Other:			
Total	\$ -	\$ 1,030,013.00	\$ 1,245,461.00

Narrative: The attached two (2) Agreements offer a range of services tailored to youth in the Probation Department’s juvenile programs. The Agreements are financed by State funding sources, comprised of \$197,477 from JJRBG, \$210,258 from JJCPA, and \$622,278 from YOBG, totaling \$1,030,013 for FY 2024-25, and an additional \$215,448 from JJCPA for FY 2025-26. The total value of the contracts is capped at \$1,245,461. Funds for the FY 2024-25 portion of the Agreements have been accounted for in the Probation Department’s FY 2024-25 proposed budget, and the funds for the FY 2025-26 portion of the Agreement will be included in the Probation Department’s proposed budget for FY 2025-26.

Execution of the Agreements for Services of Independent Contractors with CADA and FBSMV will not increase the General Fund contribution to the Probation Department.

Key Contract Risks:

Funding from JJCPA, YOBG, and JJRBG is utilized to support these contracts. These funds have statutory requirements and there is a risk of audit finding if the requirements are not followed. Contracts related to the Combined Plan include the statutory requirements in their Scope of Work and Payment Agreement sections. The Probation Fiscal Unit monitors monthly invoices and support documentation to ensure compliance.

Staffing Impacts:

Legal Positions:

No Effect

FTEs:

No Effect

Special Instructions:

Please return one (1) fully signed original of each of the two (2) Agreements to:

Probation Department

Attn: Fiscal Services Unit

117 E. Carrillo St., Santa Barbara CA 93101

Attachments:

Attachment A: Council on Alcohol Drug Abuse FY 2024-26 Agreement

Attachment B: Fighting Back Santa Maria Valley FY 2024-25 Agreement

Authored by:

Erin Cross, Probation Manager