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November 17, 2006

To: Mayor Michael D. Antonovich
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From: David E. Janssen
Chief Administrative Officer

ADDITIONAL INFORMATION ON SOLE SOURCE CONTRACT WITH MR. SHAY BELCHIK TO COORDINATE AND DEVELOP A REFORM AGENDA FOR THE LOS ANGELES COUNTY JUVENILE JUSTICE SYSTEM – (RELATES TO AGENDA ITEM NO. 15 -- NOVEMBER 21, 2006)

On November 14, 2006, on motion of Supervisor Knabe, your Board instructed the Chief Administrative Officer, to report back with additional information regarding the proposed engagement of Mr. Belchik to coordinate and develop a countywide blueprint for reformation of the County's Juvenile Justice System.

Mr. Bilchik intends to deliver to the County a blueprint for the redesign of the juvenile justice system, a plan for implementation that will likely be three years in length, and a suggested governance model for its implementation.

Project Staff Team

Mr. Bilchik will lead this project and devote 1,126 hours to this effort and will make twelve trips to Los Angeles to accomplish the deliverables delineated in the proposal.

Mr. Bilchik will utilize Janet Wiig as the primary consultant working with him on this project. He has a long work history with Ms. Wiig, one that precedes his time at the Child Welfare League of America (CWLA) and has complete faith in her skills and in their ability to work together on this challenging project. She brings to the project tremendous knowledge around child and youth development, preventing delinquency, and intervening early when delinquency or the precursors to delinquent behavior first appear. She also brings significant experience around a multi-systems approach to fighting delinquency and Mr. Bilchik considers her an indispensable member of his team. This is based both upon her skills and her current and past knowledge of Los Angeles County, gained recently through the Probation Department audit, and her

work on AB 129. She is based in Phoenix, Arizona and will devote 1,038 hours to this project, making twelve trips into Los Angeles. The work on this project is in addition to the work she is performing under a separate contract between CWLA and Los Angeles County on AB 129.

Mr. Bilchik will reduce John Tuell's involvement as part of the consulting team, but still utilize him in the areas to which he brings the most expertise. This will reduce his hours, but not eliminate his role. Mr. Tuell is one of the nation's preeminent experts on system's integration issues and knows Los Angeles County well from his work on the Probation Department audit and the current work on AB 129. Mr. Tuell would still be involved in each of the four retreats. The revised plan would be to utilize him for 120 hours, reduced from 176. These 56 hours would be shifted to another consultant, locally based.

Sue Steib, based in Baton Rouge, Louisiana, will contribute 120 hours to this project. Ms. Steib is an expert in evidence based strategies and will assist in linking the issues/deficits identified in the Los Angeles County juvenile justice system with alternative proven strategies. She will not be doing any of her work in Los Angeles. Her work on this project will be done from her base in Louisiana.

There are now 892 hours of consultation time spread throughout the project without specific individuals identified in the proposal (this includes the 56 hours shifted above from John Tuell). This work will be contracted to consultants from either Los Angeles or elsewhere in California, preferably southern California. While Mr. Bilchik's original intent was to draw these consultants from a broader pool of candidates, he believes he can use his network of contacts in California to identify these members of the team and incorporate them into the work in a way that will not compromise the quality of the work or his ability to fulfill the contract's deliverables.

Mr. Bilchik will also utilize 226 hours of administrative support from a local provider based in Los Angeles. Lastly, the contract contemplates the use of outside subject matter experts to be identified once the development of the blueprint begins and the need for additional expertise in certain areas is determined. The estimated contract cost, including travel expenses is approximately $83,000.

These changes will result in approximately one third of the team (including administrative support) coming from Los Angeles, or at least within California; another significant portion coming from a consultant based in Arizona; and the last third through Mr. Bilchik's leadership and personal direction of the project. This combination, along with the small separate category of national subject matter experts (to be determined based on the key elements of the plan as it unfolds), will allow Mr. Bilchik to take on the project without compromising the expertise and trust in his team that he needs to succeed in what is a significant and difficult project.

The following is a breakdown of the charges for consulting time for each identified consultant and for consultants (local) not yet identified.

Shay Bilchik	1,126 hours @ $252	$283,752
Janet Wiig	1,038 hours @ $202.50	$210,195
John Tuell	120 hours @ $202.50	$24,300
Sue Steib	120 hours @ $202.50	$24,300
Local Core Team	892 hours @ $180	$160,560
Administrative Staff	226 hours @ $67.50	$15,255
Travel & Expert Expenses	--	$146,638
Total Contract Amount		**$865,000**

Child Welfare Juvenile Justice System Integration Initiative – AB 129

The question about the potential overlap with this new project and the ongoing work to implement the recommendations made in the Probation Department audit, specifically the work relating to AB 129 being conducted under that separate contract, deals with a set of issues pertinent to the juvenile justice redesign, but only to a limited degree. That work is progressing well. It will utilize 287 hours of Ms. Wiig's time for the duration of that work scheduled to occur between November 1, 2006 and June 30, 2007 (assuming a contract extension is approved). The outcomes of that work will be incorporated into the overall juvenile justice redesign. There will be no duplication of effort and during the four month overlap of the two projects it might be possible to combine one or two of the trips to Los Angeles that Ms. Wiig will be making.

In addition, Mr. Bilchik is intimately familiar with those recommendations and has already taken preliminary steps to ensure the coordination of this work if he is engaged in this new project. He has had communications with The Carey Group, the consulting firm retained to assist the Probation Department in implementing the recommendations and has committed to a follow up meeting with them and ongoing coordination if his contract is approved. Mr. Bilchik sees the work being done by The Carey Group as a key piece to be incorporated into an overarching redesign of the county's juvenile justice system, but he will not duplicate any of that effort. He will, however, make himself available to support The Carey Group if they wish to avail themselves of his expertise.

Implementation and Oversight

The length of this contract is for one year, however, implementation may require an additional two years. Mr. Bilchik has indicated that second and third year budgets should be substantially less and open to negotiation based on the planning and progress achieved in the first year.

Mr. Bilchik's intent is to deliver to the county a blueprint for the redesign of the juvenile justice system, a plan for implementation that will likely initially be three years in length, and a suggested governance model for its implementation. Although he will consider making himself available to support the implementation of the blueprint, he understands that this is not an expectation of any party going into this project. In fact, with the establishment of a strong governance model for its implementation, he believes that, at most, a greatly reduced outside consultation role would be needed to move the blueprint forward.

As part of the blueprint, local providers will be responsible for performing data retrieval and synthesis, and surveying of key players to be done as a means of bench marking the progress made during the one year of planning activity leading to the development of the blueprint and implementation plan. While these 480 hours of work are not covered by the current proposal, the work contemplated to be done by these local providers is essential to the project. Mr. Bilchik was approached earlier in the negotiation process and asked to find ways to reduce the cost of the proposal. He believed and we agreed that using local providers, under contract with the County, to perform these functions under his oversight will reduce the costs associated with the project. It is his expectation after conversations with this office and other local officials that the County has existing contracts with local universities (or would establish a new one) that would provide these deliverables. In particular, he is interested in working with the Research Consortium on this part of the project.

Attached is a brief summary of the possible framework and content of the blueprint for your Board's review.

DEJ:DL:GP
RMG:yf

Attachment

c: Executive Officer, Clerk of the Board
County Counsel
Presiding Judge, Juvenile Court
Probation Department
Department of Children and Family Services

Los Angeles County Blueprint for Juvenile Justice System Reform

The development of a reform agenda for juvenile justice in Los Angeles County will result in a blueprint for change, an implementation plan, and a suggested governance structure for the implementation of the blueprint. The blueprint will be structured consistently with the key elements of the model juvenile justice system proposal submitted for consideration by the Los Angeles Board of Supervisors in September, 2006:

- A stronger and more effective balance of prevention and intervention services
- A strong individualized system of justice for youth
- Proven and effective practices
- A stronger link to the community
- Greater public engagement, public and political will

The blueprint will present a framework for the improved operation of a more holistic and coherent system of justice for children and youth. This more comprehensive system includes delinquency prevention, the operation of law enforcement and the courts (including representation of counsel issues), community based diversion and treatment programs, and external activities that link to but are not controlled by probation (e.g. alternatives to detention, efforts to reduce the over-representation of minorities, aftercare, transitional living programs, and other systems of care supports that relate to issues such as substance abuse, mental health, education, job training and placement, housing, and family strengthening).

Utilizing a data driven, evidence based methodology, a plan will be developed that in each of the aforementioned areas will establish base lines of current performance and outcomes -- and goals and strategies to achieve better outcomes. Benchmarks will be set with periodic reviews of performance and the plan fine tuned as needed to reflect the learning that is taking place as the blueprint is implemented. The blueprint will be implemented with the full involvement and collective oversight of the stakeholder group established in the planning phase. While not yet established, this group is likely to include the presiding judge of the juvenile court, representatives of the CAO and BOS, and leaders from probation, law enforcement, prosecution, the public defender, related systems of care such as health, education, and housing, the provider community, grassroots community members, consumer youth and their families, the faith based community, and corporate and other community leaders. The stature of this group is also likely to create greater public discourse concerning how the entire juvenile justice system, both its prevention and intervention components, should operate and the support needed to accomplish the goals set out in the blueprint.

The planning process being contemplated will result in a shared understanding of the identified problems and issues. Most importantly, however, the joint involvement of these participants in working sessions will help to ensure that they have a commitment to the blueprint and its implementation. What is key to this project's success is the buy-in and ownership of the blueprint being developed – Los Angeles County's blueprint for a more holistic, individualized, balanced and community-based juvenile justice system. The plan would contain annual benchmarks as to the systems/operational improvement contemplated, measuring progress in its implementation and providing accountability as to the achievement of significant incremental gains. It is hoped that this undertaking will

be approached as a three year effort, but characterized by a sense of urgency for needed reforms, careful planning and identification of sought outcomes, and a system of measurement that will ultimately show the public what is needed and what has been achieved through an aggressive communications strategy that will also be part of the blueprint.

Substantively, it can be expected that the blueprint will address each of the key elements of a strong juvenile justice system by:

- presenting the current data around the outcomes related to that element
- exploring the current level of resources being applied in that area and what is being accomplished through the use of those resources
- presenting the evidence based approach the blueprint is recommending to improve the outcomes being sought related to that element

What follows are examples of how this structure would be applied to two of the key elements.

A Stronger and More Effective Balance of Prevention and Intervention Services

One area for exploration and development will be the pathway young people follow into the juvenile justice system. Research tells us that on average there is a seven year window between the first signs of delinquent or pre-delinquent behavior and the first serious offense. That same research informs us of the factors that could be put into play to interrupt that delinquent path. Once the data is "mined" from L.A. County as to this issue, we will identify the points of intersection between various systems of care and how working in a more integrated fashion could prevent delinquent behavior. This could lead to a portion of the blueprint calling for a more coordinated effort between the departments of public health, children and family services, behavioral health, and parks and recreation, along with various school systems and the Probation Department, in order to enhance the opportunities for positive youth development for these "high risk" young people.

This analysis might lead to very early preventive approaches that will achieve better short and long term outcomes for the children and youth of Los Angeles, including reductions in delinquency. We might find in our initial scan of ongoing programs that some of this activity is currently in place, but not reaching a large enough target population. The blueprint, through the data driven approach used to create it, will also allow a laser like application of the resources needed to improve the outcomes in this area of work, thereby ultimately reducing the flow of young people into the juvenile court. A popular methodology utilized by law enforcement to map out crime in a community could be created and used to map areas of high need for preventive services, blending data bases providing information about child welfare, mental health, substance abuse, school failure and delinquency.

The blueprint will likely call for a gradual shift in investments, with new, additional investments in prevention being made (stemming the flow of young people into the juvenile justice system), while maintaining institutional supports. This rebalancing will allow a steadily increasing level of investments in the front end of the system, thereby driving down the number of youth entering the system and the probation camps, resulting in better outcomes for youth across a spectrum of measures while maintaining public safety.

A Strong Individualized System of Justice for Youth

The blueprint will also present a plan to ensure that L.A. County's juvenile justice system will provide individualized justice that recognizes the age, developmental stage and uniqueness of the youth with whom it comes in contact, and protects the interests of public safety. This will likely include, in part, an assessment of the current method to evaluate risk and treatment need (already being taken on by the probation department) and issues surrounding representation of counsel and court operations. The purpose of this focus will be to enhance the performance of the juvenile justice system in this area so as to achieve better outcomes for all youth who come into the system. In addition and very importantly, it will help to address the overrepresentation of children of color and disparity in outcomes.

A review of any studies that have previously assessed the representation of youth in the juvenile court, and operations of the court and the prosecutor's office, will be complemented by additional analysis as needed during the planning phase. This "mining" of data will include performance indicators related to the functioning of these key aspects of the juvenile justice system, identifying both strengths and weaknesses. Based upon this review alternative approaches will be considered and adopted as part of the blueprint. This will likely involve revisiting how these offices are structured and operate; recruit, train, assign, compensate and support their attorneys, judges and staff in carrying out their responsibilities, as well as the possible adoption of proven practices that further professionalize the legal practice within the juvenile court. This is a core element of any fully functioning and just system of care within our society.

These are but two examples of the dozens of areas that will constitute the blueprint. When fully developed, the blueprint will provide L.A. County with a vision of a juvenile justice system that is multifaceted in nature. It will be one not dominated by functions surrounding probation, but instead involve a full continuum of services.