

**California Leadership Academy Planning Grant
Agreement Number 560005443
Project Plan**

**Submitted by:
Campbell Consulting
September 2015**

Introduction

This Project Work Plan was prepared in accordance with Campbell Consulting contract to evaluate a proposal aimed at reducing recidivism among 18 to 25-year-old offenders within CDCR's jurisdiction. The first deliverable under that contract requires Campbell Consulting to provide a work plan containing the following elements:

- Detailed descriptions for each specific phase of the project;
- Completion dates for each phase;
- Costs associated with each phase; and
- A refined budget for each deliverable identified in the contract.

When the contract agreement was reached, CDCR and Campbell Consulting anticipated that initial cost estimates for the various phases would change as a natural consequence of project planning. The revised cost estimates are reflected in this work plan. (These revisions do not affect the total project budget.)

Background

As part of the 2014-15 State Budget, the Legislature agreed to fund an \$865,000 planning grant to evaluate new options for reducing recidivism among 18 to 25-year-old males within California's state prison system. A growing body of research from around the country suggests that this target population can benefit from some of the same approaches used to treat juvenile offenders, resulting in lower rates of recidivism and lower incarceration costs.

Using the one-time funding granted by the Legislature, CDCR entered into a contract with Campbell Consulting on June 30, 2015 to study the most feasible options to reduce recidivism among this young adult population, without jeopardizing institutional or public safety, and develop a plan to finance and implement the recommended treatment model.

Campbell Consulting must conclude its feasibility study by delivering a final report of its recommendations to CDCR by March 31, 2016. The report will, at a minimum, address the following key questions, as identified in the contract agreement:

1. What is the evidence-based treatment model that is appropriate to achieve a reduction in recidivism in the designated population?
2. What is the methodology to be used for measuring the recidivism reductions achieved by the recommended treatment model?
3. What kind of physical plant and operational protocols are necessary for the delivery of this treatment model for the designated population to achieve the desired goals?
4. What are estimated timelines and costs for the proposed design, construction/renovation, operation start-up, and annual operating costs thereafter of the facility to achieve the recommended treatment model?

5. What is the appropriate funding and delivery method for each phase of this venture, including the feasibility of public-private partnerships and private financing, pay-for-success models, and lease options; or, alternatively, could this treatment model be accomplished within CDCR's existing infrastructure?
6. What is the long-term sustainability of the facility in the event CDCR should take over operations, the estimated costs, and how would it be staffed by a State agency?

Project Components

I. Project Plan

Campbell Consulting will submit to CDCR a document describing the process for accomplishing its deliverables, including descriptions of the project's phases, revised budget for each phase, and timelines.

Budget: \$15,000 (\$10,000 for original plan plus \$5,000 for subsequent modifications)

Timeframe: September 2015 with subsequent modifications on an as-needed basis

Project Lead: Nancy Campbell and John Chen

II. Meetings of Expert Panel

Campbell Consulting anticipates convening three expert-panel meetings for this project. The meetings will:

- Solicit ideas, suggestions, and identify best practices in the design and development of the program.
- Generate suggestions and feedback on means to identify and assess innovative alternatives and approaches for the various program elements.
- Review progress and status of the project to determine what, if any, modification or refinement is needed.
- Review work products and draft reports and generate comments and suggestions for enhancement and improvement.

In addition, on an as-needed basis, Campbell Consulting will consult with the expert panel members, either individually or as a group, via email or telephone for input and suggestions on specific work products and project-related issues.

Budget: \$60,000 (\$20,000 per meeting event)

Timeframe: August 2015 (Completed), November 2015, and February 2016

Project Lead: Nancy Campbell and John Chen

III. Determine Appropriate Treatment Model

Based on feedback and suggestions from expert panel members, Campbell Consulting will enter into contracts with at least four subject matter experts as follows.

Two experts will design a developmentally appropriate evidence-based treatment model that is most suitable to achieve a reduction in recidivism for the targeted population. The model will use a cognitive-behavioral approach to assess, understand, and treat young adult offenders' problem behaviors. The model will provide a seamless, comprehensive set of interventions to young adult offenders and families, and maximize staff resources across a continuum of care. It combines treatment and case management, with the goal of preparing young adult offenders to avoid future arrest and incarceration upon return to the community. The model will address the criminogenic thinking patterns of young offenders and build their capacity to successfully interact with others in professional and social settings.

In designing the treatment model, the experts will consider the viability of incorporating elements of the CDCR Division of Juvenile of Justice's Integrated Behavior Treatment Model, the "Missouri Model," and any other evidence-based models deemed suitable to reduce recidivism for the targeted population.

The treatment model also will address re-entry planning (i.e., program elements that prepare the young adult for post-release life in the community), family engagement, recreation, and other structured activities as they relate to the treatment program. All young adult offenders with community parole time will have developed a structured community transition plan designed to maintain the skills gained while in the residential program.

The third expert will design an education model specifically tailored to the needs of the targeted population. The education model shall include both academic education and vocational education components.

The fourth expert will ensure the model builds cultural competence in both staff and young offenders. Many young adult offenders come into conflict with the law because of their affiliation with cultures that support a criminal lifestyle. Helping young adult offenders to understand their own culture and different cultures is a critical element of learning how to choose a crime free lifestyle.

Budget: \$200,000

Timeframe:

- By September 25, 2015, Campbell Consulting will identify and contract with at least four subject matter experts.
- By October 31, 2015, each expert will complete research (\$70,000).

- By November 15, 2015, each expert will develop a proposed treatment/education model. JSP will circulate the proposed models to panel members for review and comment (\$90,000).
- By December 1, 2015, experts will complete the treatment, education, and cultural competent models (\$40,000).

Project Lead: Nancy Campbell and Subject Matter Experts (to be determined)

IV. Design Eligibility Criteria and Selection of Program Participants

Based on feedback and suggestions from the expert panel members, Campbell Consulting will devise a methodology and criteria for determining who will be eligible for this treatment program, how to screen individuals for the program from the eligible population, and how to make the final selection of program participants.

The contract agreement stipulates that the study targets the male population. However, given that this program concept would likely benefit CDCR's female population as well, Campbell Consulting will devise a methodology for selecting female program participants in the future.

Budget: \$30,000

Timeframe:

- By September 30, 2015, complete research by surveying and analyzing relevant risk/need factors of the targeted population and evaluate suitability of various assessment tools/instruments (\$20,000).
- By October 15, 2015, prepare draft proposal of eligibility criteria and selection process and circulate it to the expert panel members for review and comment (\$5,000).
- By October 31, 2015, finalize the proposal (\$5,000).

Project Lead: Nancy Campbell and John Chen

V. Design Outcome Measures

In consultation with CDCR research staff, Campbell Consulting will design a model to measure project outcomes and possible cost benefits of the model. The model will ensure transparency, objectivity, and validity in measuring the effectiveness of the program in reducing recidivism. The model will contain interim outcome measures to assess progress of the program.

In addition, the model will include a strategy and methodology for data collection and data analysis of program participants as well as for individuals in control groups to ensure meaningful outcome measurement.

Moreover, Campbell Consulting will contract with an expert to develop a model to perform costs/benefits analysis of recidivism reduction for the targeted population to provide proper perspective on the potential impact of the program.

Budget: \$60,000

Timeframe:

- By September 30, 2015, complete research (\$20,000).
- By September 30, 2015, enter contract with an expert for the cost/benefit analysis model.
- By October 15, 2015, prepare draft proposal of outcome measurement model and circulate it to the expert panel members for review and comment (\$5,000).
- By November 30, 2015, complete design of the cost/benefit analysis model (\$30,000)
- By December 7, 2015, finalize the proposals for the outcome measurement model and the cost/benefit analysis model (\$5,000).

Project Lead: Nancy Campbell and John Chen

VI. Facilities Planning

Based on feedback and suggestions from the expert panel members, Campbell Consulting will prepare a facilities plan with the following elements:

- Two potential sites for proposed facilities (one each in Northern and Southern California) including, if necessary, locations of re-entry facilities.
- Potential sites for pilot projects in the interim.
- Conceptual design and configuration of proposed facilities and re-entry facilities. To the maximum extent possible, the facilities will have a look and feel of non-institutional campus-like settings rather than prison-like.
- In addition to daily living arrangements, the design and configuration will identify and address program needs as well as safety and security measures at the facility perimeter and within the facility to ensure public safety is not compromised.
- Medical and dental care, canteen services, food services, and other essential functions and activities to the extent their design contributes to operational needs of the program.
- Staffing needs, such as staff-to-program-participant ratio and education and training requirements for the various functions/units within the facility.

Budget: \$220,000 (including \$100,000 for possible architectural services)

Timeframe:

- By October 15, 2015, conduct site visits to potential sites (\$20,000).

- By October 30, 2015, complete analysis of each potential site's viability (\$10,000).
- By November 1, 2015, meet with interested architectural firms to discuss conceptual design of the facility (\$10,000).
- By November 15, 2015, identify and consider concerns of stakeholders and local jurisdiction where each potential site is located (\$15,000).
- By November 30, 2015, develop a staffing model for the proposed facility and, if appropriate, the re-entry facility; circulate it to expert panel members for review and comment (\$30,000).
- By December 15, 2015, complete rough design of the proposed facility and staffing model; circulate it to expert panel members for review and comment (\$115,000 including architectural fees).
- By December 31, 2015, finalize physical site selection, conceptual design, and staffing model (\$20,000).

Project Lead: Nancy Campbell and Jim Tilton

VII. Estimated Timelines and Costs

In consultation with CDCR construction personnel and selected private vendors, Campbell Consulting will provide estimates of timelines and costs to construct or renovate facilities based on the conceptual design and configuration of the selected facility model. Based on the treatment program design and the staffing model for security, treatment, and support functions, Campbell Consulting will prepare an estimate of one-time start-up costs as well as ongoing annual costs to operate the proposed facilities.

In addition, if it is determined that a pilot project is necessary and appropriate to assess program viability and efficacy and to identify possible operational issues, Campbell Consulting will prepare a cost estimate based on the size and scope of the proposed pilot project.

To ascertain the reasonableness of these cost estimates, Campbell Consulting will solicit rough estimates from prospective private providers.

Budget: \$30,000

Timeframe:

- By December 15, 2015, complete cost estimates of facility construction/renovation (\$10,000).
- By December 15, 2015, complete estimates of one-time costs and annual operating costs (\$10,000).
- By December 15, 2015, complete cost estimate of pilot project (\$30,000).

Project Lead: John Chen and Jim Tilton

VIII. Financing Options

Campbell Consulting will explore available options for financing the construction and renovation of the facilities and for one-time and ongoing operational costs for the facilities. To the maximum extent possible, Campbell Consulting will explore private financing and innovative financing options to reduce the state General Fund's share of additional costs above the current funding level to house adult inmates in state prisons.

Budget: \$30,000

Timeframe:

- By October 31, 2015, explore with CDCR officials the feasibility of using design, build-to-suit, and lease-back options to finance construction or renovation of the facilities (\$10,000).
- By November 30, 2015, identify available resources within CDCR's budget and/or other state funding sources to support and supplement the one-time and ongoing costs of operating the program. Discuss with officials from CDCR, Department of Finance, and the Legislature the viability and possible extent of available state funding (\$5,000).
- By November 30, 2015, meet with foundations and private investors to explore viability of public-private partnerships to finance the cost of ongoing operations (\$5,000).
- By December 31, 2015, prepare a proposal or concept paper to identify and assess the financing options or make a recommendation for project financing (\$10,000).

Project Lead: Jim Tilton

IX. Assessing Long-Term Potential

Based on the premise that the state will initially contract with a non-profit provider to operate the program, Campbell Consulting will develop a comparable state structure and staffing pattern in the event the state assumes operational responsibility for the program. Campbell Consulting will prepare a cost estimate for state operation of the program.

Budget: \$30,000

Timeframe:

- By November 30, 2015, review and identify state staffing levels, classifications, and job requirements and qualifications (\$10,000).
- By December 15, 2015, prepare a cost estimate based on analysis of staffing levels and operational costs (\$10,000).
- By December 31, 2015, prepare a cost-benefit analysis for state operation of the program (\$10,000).

Project Lead: Jim Tilton

X. Stakeholders Outreach

Campbell Consulting will continue to meet with various stakeholders, individually or in group settings, to discuss issues of mutual concern throughout its work on this project. Such meetings can be conducted in person, by telephone, and through computer media. Campbell Consulting may also identify additional stakeholder groups that may offer advice and consultation concerning specific issues. At the minimum, four regional meetings, two north and two south, will be held to solicit ideas and input from stakeholders.

Budget: \$40,000

Timeframe: Ongoing

Project Lead: Nancy Campbell

XI. Deliver Final Report

JSP will prepare a draft report for review and comment by the expert panel members before formalizing the draft for review by external stakeholders. Campbell Consulting will prepare the final report after gathering input from the external stakeholders.

Budget: \$40,000

Timeframe:

- By September 15, 2015, develop report structure and outline (\$5,000).
- By September 30, 2015, draft introductory sections of the report (\$5,000).
- By January 15, 2016, complete initial draft of the report for review and comment by expert panel members (\$15,000).
- By February 7, 2016, complete draft report for review by external stakeholders (\$10,000).
- By March 31, 2016, deliver final report (\$5,000).

Project Lead: Nancy Campbell and John Chen

Reserve for Contingencies: \$115,000

As the project evolves, the cost estimates listed in this initial work plan likely will require further modification as Campbell Consulting continues to refine the scope and tasks to be performed under the various project components. It is likely that more subject matter experts will be added to the project. This project plan will be revised periodically to reflect the needed changes.

Budget Display

Project Component	Budget
Project Plan	\$ 15,000
Meetings of Expert Panel	\$ 60,000
Determine Appropriate Treatment Model	\$200,000
Design Eligibility Criteria and Selection of Program Participants	\$ 30,000
Design Outcome Measures	\$ 60,000
Facilities Planning	\$220,000
Estimated Timelines and Costs	\$ 30,000
Financing Options	\$ 30,000
Assessing Long-Term Potential	\$ 30,000
Stakeholders Outreach	\$ 40,000
Deliver Final Report	\$ 40,000
Reserve for Contingencies	\$110,000
Total	\$865,000