

**First 5 Commission of San Diego**  
June 13, 2011  
**Contract Amendment for Evaluation Services**

**Request:**

The request before the Commission is to approve an amendment to the current contract with Harder+Company Community Research to adjust the budget and reduce the scope of work.

**Background:**

Since its inception, First 5 San Diego has worked to develop and execute a robust evaluation function that fulfills multiple purposes: measure the impact and effectiveness of funded programs, support contract oversight, provide data and findings that assist in improving funded projects, provide the Commission and staff with information for strategic planning and decision making, support accountability for public dollars spent, and inform the early childhood field of best and promising practices. (See Appendix 1.)

Evaluation is integrated into the planning and contracting functions of the Commission. The Strategic Plan identifies nine key objectives to be achieved. The evaluation framework contains indicators and targets that are tied to the Commission's projects. Each solicitation released to award contracts for projects contains an evaluation framework linked to the Strategic Plan. Through the implementation of the evaluation, contractors are required to report on specific measures through the Commission's CMEDS data system, a multi-method approach where program data, surveys, interviews and focus groups is used to gather, confirm and analyze data on Commission projects. Wherever possible, project outcomes are compared to other benchmarks to determine if children and families are doing better due to First 5 funding, allowing the Commission to assess the value of projects in an environment of limited resource and competing priorities. The impact of Commission funded projects is reported annually through the state and local annual reports. The data and results are used for project improvement, changes to contracts, and as source data for the Commission's strategic planning process.

At its meeting on May 9, 2011, the Commission addressed the impact of AB 99 and directed staff to examine the legal requirements for evaluation, make recommendations on what functions can be reduced or shifted to Commission staff, and to present the Commission with a reduced budget for evaluation. This will require adjusting the current scope of work for this contract. (See Appendix 2 for a summary of the current scope of work.)

**First 5 Requirements for Evaluation:**

Below are the evaluation requirements for First 5 San Diego as required by state law, First 5 California, County Contracting policies, and the Commission's Strategic Plan.

**1. State Requirements**

The California Health and Safety Code (HSC) contains evaluation requirements for both the State and County Commissions funded through Proposition 10. First 5 California and each county commission is mandated to have a strategic plan that defines the outcomes it will achieve with an evaluation framework that addresses how the Commission will collect and measure data to show its progress toward achieving these outcomes. The HSC also requires each County Commission to annually hire an independent auditor to examine data on its funded programs, the populations they serve and their progress toward achieving the outcomes identified in the Strategic Plan. In accordance with the California Health and Safety Code and the Revenue and Taxation Code, Prop 10 funds can be withheld from county commissions that fail to meet these requirements.

First 5 California is required by HSC to report annually in a public hearing on the outcomes achieved with Prop 10 funds. To meet this mandate, the State Commission requires each county commission to submit an annual report prior to November 1. Commissions are required to reporting on the numbers of clients served, demographics on populations served, and compelling outcomes compared to baseline data or other benchmarks with a description of the outcome measurement tools and methods of analysis. This

information is reported by 4 key results areas and subdivided into 35 defined service modalities. In addition, each County commission is required to submit a narrative report containing an overview of the local evaluation activities, a summary of results and a description of how evaluation results have been used to affect policy. This information is mandated to be presented locally in a public hearing and submitted to the State Commission by November 1 of each year. Prop 10 funds can be withheld from county commissions that fail to meet these requirements.

## 2. County Requirements

County Ordinance (10023) requires that the Commission “measure the outcomes of its funded programs through the use of applicable, reliable indicators and review the information on a periodic basis as part of the public review of its county strategic plan.”

The County of San Diego’s General Management System (GMS) requires departments to monitor and evaluate services, including those provided by contractors. All County staff serving as Contracting Officer Technical Representatives (COTR’s) are responsible for monitoring contracts for compliance with terms and conditions, as well as for the delivery of quality and cost-effective services and the achievement of process and outcome objectives as outlined in the contract. (ref: HHSA Policy G-4.6 Performance Monitoring Reviews). First 5 San Diego staff, as County COTR’s, are held accountable for performing monitoring activities, including reviewing: evaluation reporting, data demographic statistics, and any deliverables specific to the contracts they oversee.

## 3. Requirements of the First 5 San Diego Strategic Plan 2010-2015

The Commission’s Strategic Plan states that one of the Commission’s core values is a commitment “to achieving real and sustainable results, demonstrating accountability, and attaining measurable outcomes.” The Strategic Plan includes an Evaluation Logic Model comprised of specific indicators and targets are to be regularly monitored to measure progress toward reaching nine separate objectives. It also calls for a longitudinal study to identify the long-term impact of the Commission’s investments.

### Revised Evaluation Budget Proposal:

There are two components to the services provided by Harder+Company that have been budgeted separately – evaluation services, and support for the CMEDS database. The CMEDS database support is an item that is budgeted at an amount to provide user support five days a week and to perform quality controls on contractor data submissions. Staff recommends that funding for this service remain at the same level. Therefore, cuts will need to come from evaluation services.

Proposed Budget for Harder+Company *	FY 11-12	FY 12-13	FY 13-14	FY 14-15	Total 4-Year Budget
Evaluation Services	930,000	799,512	639,836	638,502	<b>3,007,850</b>
CMEDS Database Management	106,250	106,250	106,250	106,250	<b>425,000</b>
Total Harder+Company budget	1,036,250	905,762	746,086	744,752	<b>3,432,850</b>

\*Proposed budget is base on the assumptions and project timelines contained in the “Evaluation Workload” table. Adjustments to those tables may change funding required.

The Harder evaluation services budget will be reduced to \$3 million over 4 years from its original budget of \$4.4M (a 32% reduction). This is an *additional* 20% cut from the proposed budget under Scenario C. Evaluation services are retained at levels needed to monitor contract compliance. Preschool for All / Quality Preschool, Healthy Development Services, KidSTART and Oral Health were selected for more comprehensive evaluations, as these projects extend through the full term of the Strategic Plan and comprise the major investments in the areas of health and learning. Evaluations for these projects would report on process numbers, outcomes and systems changes efforts. Projects that will sunset prior to the end of the Strategic Plan or that are single contracts were selected for reduced evaluations focused on process numbers. (Home Visiting is included in this table, as the Commission expressed the desire to initiate this project, should funds become available. Budget projections are for a process-focused evaluation.)

<b>Evaluation Workload: 4-year projection</b>				
	<b>FY 11-12</b>	<b>FY 12-13</b>	<b>FY 13-14</b>	<b>FY 14-15</b>
<b>Evaluation &amp; Technical Assistance levels maintained</b>	Preschool for All, Healthy Development Services, KidSTART, Oral Health	Healthy Development Services, KidSTART, Oral Health	Quality Preschool, Healthy Development Services, KidSTART, Oral Health	Quality Preschool, Healthy Development Services, KidSTART, Oral Health
<b>New evaluation efforts increased</b> (projects under development or initiated)	Quality Preschool	Quality Preschool	None	None
<b>Evaluation levels reduced</b> (report process numbers only, no outcomes reporting; learning communities discontinued)	HealthCare Access, CWS-DSEP, CWS-Early Childhood Services	HealthCare Access		
<b>Evaluation responsibilities of single contracts transferred to First 5 staff</b> (First 5 staff are responsible for ensuring data collection, technical support, quality control and reporting.)	Kit for New Parents, 211, SANDAPP, Black Infant Health, Preschool Learning Foundations, Mi Escuelita, Horn of Africa, Text4Baby, CalSAFE	Kit for New Parents, 211, Black Infant Health	Kit for New Parents, 211	Kit for New Parents, 211
<b>Evaluation costs eliminated</b> (projects not initiated)	Smoking Cessation, CARES Plus	Smoking Cessation, CARES Plus	Smoking Cessation, CARES Plus	Smoking Cessation, CARES Plus
<b>Projects Discontinued</b>	School Readiness	Preschool for All, CWS-DSEP, CWS-Early Childhood Services, SANDAPP, Preschool Learning Foundations, Mi Escuelita, Horn of Africa, Text4Baby, CalSAFE	HealthCare Access, Black Infant Health	None
<b>Longitudinal study</b> (in Strategic Plan, not initiated)	Eliminated	Eliminated	Eliminated	N/A
<b>Family Survey and Status of Children in San Diego Report</b> (performed every 3 years since 2005)	N/A	N/A	Eliminated	N/A

Evaluation Workload: 4-year projection				
	FY 11-12	FY 12-13	FY 13-14	FY 14-15
<b>GIS Mapping</b> (scheduled to begin FY 11-12: project not initiated)	Eliminated	Eliminated	Eliminated	Eliminated
<b>State Annual Report</b>	Some duties shift to First 5 staff	Some duties shift to First 5 staff	Some duties shift to First 5 staff	Some duties shift to First 5 staff
<b>Local Evaluation Report</b> Content: 7 scorecards and reduced narrative	Reduced in scope and scale	Reduced in scope and scale	Reduced in scope and scale	Reduced in scope and scale

Outcomes and Data No Longer Collected and Reported			
Initiative – evaluation changes	Outcomes no longer collected and reported	Other data no longer collected and reported	Risks
<b>Healthcare Access</b> Will not track outcomes on retention and utilization. Discontinue Learning Community facilitated by Harder+Company where draft results are discussed with contractors and areas for improvement are identified. Past data support quality and impact of program.	Percent of children maintaining health insurance coverage for 1 year. Percent of children who went to the doctor in the past year. Percent of children who visited the ER in the past year Percent of children who went to the dentist in the past year.	Reasons families did not retain insurance. Reasons children visited the doctor. Reasons children visited the Emergency Room. Reasons children visited the dentist. Successes and challenges in outreach, enrollment, retention and utilization. Progress on recommendations from previous year. Recommendations for improvement based upon data.	Loss of current outcomes data that demonstrate results of a comprehensive approach: outreach, enrollment, retention & utilization (OERU). Data not easily available elsewhere: i.e., reasons for loss of insurance, why families seek preventative care or go to the ER. Less data for monitoring and targeting improvements
<b>Preschool for All</b> (for FY 11-12 only)	No teachers surveys or directors surveys for FY11-12.	Data are being collected for 5-year retrospective study. Some results to be included in the annual report.	Minor impact.
<b>CWS</b> Discontinue Learning Community facilitated by Harder+Company where draft results are discussed with contractors and area for improvement are identified.	Change in social worker knowledge due to trainings. Change in quality of interactions between Polinsky staff and children.	Value and benefit of the DSEP trainings. Value of implementing the Individual Care Plan for children in foster care.	Would have baseline only measures for most elements of this project. Will not have year 2 analysis to measure impact, e.g., staff/child interactions at Polinsky Center.

**Additional Actions Needed:**

Changes in the scope and scale of the evaluation will require First 5 San Diego staff to amend contracts and remove outcomes from Statements of Work for HCA, the two contracts with CWS (early childhood services and DSEP services), and the single contracts. The Strategic Plan for FY 2010-2015 will need to be updated to remove any indicators that will no longer be collected and to remove reference to performing a longitudinal study.

**Support of the Commission’s Strategic Plan 2010-2015:**

Evaluation is central to the Commission’s Strategic Plan. It states that one of the Commission’s core values is a commitment “to achieving real and sustainable results, demonstrating accountability, and attaining measurable outcomes.” The Strategic Plan includes an Evaluation Logic Model comprised of specific indicators and targets that will be regularly monitored to measure progress toward reaching nine separate objectives. It also calls for a longitudinal study to identify the long-term impact of the Commission’s investments.

**Commission History:**

- May 9, 2011 (Item 1). The Commission directed staff to reduce costs for evaluation and communications to address cuts due to AB99.
- December 13, 2010 (Item 4) The Commission approved a one-year contract extension with three option years with Harder+Company Community Research for up to \$1,000,000 per year for FY 2011-12, FY 2012-13, FY 2013-14, and FY 2014-15.
- December 17, 2008 (Item 7) The Commission approved amending the contract for evaluation services to add \$277,584 over 2.5 years to fund management of the CMEDS system.
- December 4, 2006 (Item 5) – The Commission awarded a contract for evaluation services through FY 2010-11 to Harder+Company Community Research for up to \$4,926,861.
- June 19, 2006 (Item 13) – The Commission approved release of an RFSQ for evaluation services.
- July 7, 2003 (Item 10) – The Commission awarded a contract for evaluation services to Harder+Company Community Research through January, 2007.
- March 4, 2002 (Item 11) – The Commission approved its first evaluation plan.
- December 3, 2001 (Item 11) – The Commission approved release of a Request for a Statement for Qualifications (RFSQ) for evaluation consultant services.

**Staff Recommendation:**

- 1) Find that the proposed contract amendment for the evaluation services contract is consistent with the Commission’s Strategic Plan, furthers the support and improvement of early childhood education within the County and provides a public benefit.
- 2) Amend the contract with Harder+Company Community Research for evaluation and database management services for FY 2011-12 with three option years to adjust the budget for up to \$1,036,250 for FY 2011-12, up to \$ 905,762 for FY 2012-13, up to \$ 746,086 for FY 2013-14, and up to \$ 744,752 for FY 2014-15. Each amount will come from that year’s approved budget as a project length budget.
- 3) Authorize the Executive Director or her designee to negotiate and execute a contract amendment with Harder+Company Community Research.

**Fiscal Impact:**

Up to \$1,036,250 for FY 2011-12, up to \$905,762 for FY 2012-13, up to \$ 746,086 for FY 2013-14, and up to \$ 744,752 for FY 2014-15 for a total of \$3,432,850 over the 4 year period for evaluation costs as scheduled in the Commission’s approved 10-Year Financial Spending Plan.

## Appendix 1

### Purpose of the Commission’s Evaluation Function

This is a summary of the multiple purposes to the Commission’s evaluation function:

Evaluation Function	Purpose
Impact and Effectiveness	Measure the scope of programs – numbers served, numbers of services provided (outputs) Report on who was served (demographics) Measure the benefits to clients and the community (outcomes) Measure long term impact (longitudinal results, systems level impact)
Contract Oversight	Contract requirements are being met Contractors are focusing on the priorities of the Commission Programs are run effectively and efficiently Identify areas for contract mitigation
Program/Project Improvement	Identify practices that are working well Identify areas for improvement Determine what adjustments should be made and how to measure if they are effective
Strategic Planning and Decision Making	Provide the Commission with strategic information: program successes, program impacts on local service delivery systems, comparing results to local/state/national benchmarks, gaps in services, best practices, programs that did not achieve anticipated results
Accountability	Determine whether First 5 programs make a difference for children and families and show the importance of investing in prevention for the 0-5 population Identify key areas for the Commission investments Communicate results Public accountability – First 5 San Diego as a good steward of public funds
Identify Best or Promising Practices	Inform other contractors, providers, public agencies, funders, and researchers in the fields of early education, health and family functioning.

## Appendix 2

### Key Activities of the Commission's Evaluation Contractor

These are the primary evaluation activities performed by the Commission's evaluation contractor under the current Scope of Work.

**Analysis and Reporting:** Conducts analyses of all initiative level data, produces and presents an Annual Evaluation Report to the Commission and produces other evaluation reports and products as requested by Commission staff. Ensures evaluation and reporting meets requirements for continued Prop 10 funding.

**Support to Commission Contractors:** Assists with the design and implementation of a results-based evaluation for each of the Commission's initiatives. Oversees data collection methods and reporting by Commission contractors. Performs qualitative data collection and analysis. Ensures that evaluation designs and data collection methods are consistent with the reporting requirements of First 5 California. Facilitates learning with contractors and provides data-driven recommendations for improving projects.

**Support of the CMEDS System:** Since 2008, the responsibilities of the Commission's evaluator have expanded to include providing primary user support for CMEDS – the Commission's Contract Management and Evaluation Data System. The Harder CMEDS team establishes core data components for each initiative, and creates data fields to reflect each contractor's Statement of Work. The Harder CMEDS Team staffs the Help Desk during business hours 5 days per week; designs data templates for each of the Commission's contracts; produces data dictionaries for each initiative; provides CMEDS training for individual users; creates user training videos, and manages user access levels. In addition, the CMEDS Team works with Persimmony and Commission staff to process work orders, troubleshoot any system issues, and plan and implement system changes requested and approved by Commission staff.

**Technical Support to Commission Staff:** Provides overall project direction for each component of the evaluation. Supports First 5 Commission staff by identifying and resolving implementation challenges. Assists in planning the evaluation component of new procurements and contracts.

**Special Projects:** Each fiscal year, special projects are identified which involve retrospective analysis, data collection not suitable on an annual basis, or response to new developments. Projects identified for FY 2011-12 through FY 2014-15 include: implementing the evaluation logic model in the new Strategic Plan, supporting new emerging critical needs projects, directing the Family Survey Project in FY 2011-12<sup>1</sup>, and designing a longitudinal study to determine if First 5 projects are increasing the percentage of children succeeding in school at kindergarten through third grade.

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<sup>1</sup> *The Family Survey* is a random digit dial survey of 1,200 County households that include a child age birth to five. The Survey helps provide baseline data, community context indicators and data for planning that is not otherwise available. This is performed every 3 years.