

Shriver Civil Counsel Act Implementation Committee

As of January 1, 2024

Hon. Terry B. Friedman (Ret.), Chair

Mr. Kevin G. Baker

Attorney

Hon. Corie J. Caraway

Judge of the Superior Court of California,
County of Butte

Ms. Salena Copeland

Executive Director

Legal Aid Association of California

Ms. Mary Lavery Flynn

Consultant

Ms. Donna S. Hershkowitz

Chief of Programs/Legislative Director
The State Bar of California

Mr. Jack Londen

Executive Director

California Access to Justice Commission

Hon. Pahoua C. Lor

Judge of the Superior Court of California,
County of Fresno

Ms. Clare Pastore

Professor of the Practice of Law

University of Southern California,

Gould School of Law

Hon. Gary Slossberg

Judge of the Superior Court of California,
County of El Dorado

Hon. Laurie D. Zelon (Ret.)

JUDICIAL COUNCIL LEAD COMMITTEE STAFF

Ms. Melanie Snider

Supervising Attorney

Center for Families, Children & the Courts

Operations & Programs Division

Judicial Council of California

Ms. Laura Brown

Senior Analyst

Center for Families, Children & the Courts

Operations & Programs Division

Judicial Council of California



Judicial Council of California

Shriver Civil Counsel Act
Implementation Committee

www.courts.ca.gov/shrivercommittee.htm
shrivercommittee@jud.ca.gov

SHRIVER CIVIL COUNSEL ACT IMPLEMENTATION COMMITTEE

MINUTES OF CLOSED MEETING

March 27, 2023

9:00 a.m.

Advisory Body Members Present: Hon. Terry Friedman (Ret.), Chair, Mr. Kevin Baker, Hon. Corie J. Caraway, Ms. Salena Copeland, Ms. Mary Lavery Flynn, Ms. Donna Hershkowitz, Mr. Jack Londen, Ms. Clare Pastore, Hon. Laurie D. Zelon (Ret.)

Advisory Body Members Absent: None

Others Present: Ms. Laura Brown, Ms. Yolanda Leung, Ms. Melanie Snider, Ms. Kimberly Tyda

CLOSED SESSION

Call to Order and Roll Call

The chair called the meeting to order at 9:00 a.m. and took roll call.

Approval of Minutes

The advisory body reviewed and approved the minutes of the February 28, 2023, Shriver Civil Counsel Act Implementation Committee meeting.

Item 1

Evaluation of individual grant proposals under the Sargent Shriver Civil Counsel Act

Closed section under rule 10.75(D)(9), Evaluation of individual grant applications

Action: The Committee approved a recommendation to the Judicial Council for approval of 14 grants for the administration and implementation of pilot projects to provide legal representation and improved court services to low-income parties, regardless of their citizenship or immigration status, for a three-year period beginning October 1, 2023, and ending September 30, 2026.

ADJOURNMENT

There being no further business, the meeting was adjourned at 2:17 p.m.

Minutes approved by the advisory body on [insert date].



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Minutes of Action by E-mail Between Meetings for the Shriver Civil Counsel Act Implementation Committee

April 12, 2024

Email Proposal

The Shriver Civil Counsel Act Implementation Committee (Committee) was asked to vote on approval of a revised budget for the Justice & Diversity Center of the Bar Association of San Francisco for the 2023-2026 grant cycle. The revised budget exceeded the threshold for staff approval. The Committee needed to vote on the revised budget before its next meeting in April 2024.

Notice

A public comment period was not conducted as the Chair concluded that prompt action was required.

Action Taken

On December 8, 2023, the Committee was asked by email to submit their votes whether to approve the Justice & Diversity Center of the Bar Association of San Francisco's revised budget. The period for voting closed at 5pm on December 15, 2023. All Committee members voted to approve the revised budget.

Minutes approved by the Committee on [insert date].



**Notice of California Rural Legal Assistance Budget Modification for the
Shriver Civil Counsel Act Implementation Committee
April 12, 2024**

Budget Modification

The California Rural Legal Assistance requested a modification to their budget for the 2023-2026 grant cycle due to lower than estimated costs for a case-management database consultant. The budget modification did not change the amount of their 2023-2026 grant award, but adjusted funds for personnel costs between fiscal years.

	Original Budget	Modified Budget	Difference	% Difference
Year 1 2023-2024	\$824,783	\$628,953	\$195,830	23.7%
Year 2 2024-2025	\$802,079	\$873,561	-\$71,482	-8.9%
Year 3 2025-2026	\$829,749	\$954,097	-\$124,348	-15%
Total 2023-2026 Grant Cycle	\$2,456,611	\$2,456,611	\$0	0%

	Original FTEs	Modified FTEs	Difference
Attorneys	7.95	7.86	-0.09
Paralegals	6.00	8.33	2.33
Other Personnel	3.00	1.69	-1.31
TOTAL 2023-2026 Grant Cycle	16.95	17.89	0.94

Notice

A public comment period was not conducted as the Chair approved that the budget modification may be approved by staff.

Action Taken

On January 8, 2024, staff approved the budget modification.

Item 1: Pilot Project Data & 2025 Legislative Report Update



NPC Research has 10 years of experience evaluating the Shriver Civil Counsel Act and working with the pilot projects, and has conducted evaluation, research, and technical assistance nationally for over 30 years. Key staff to the Shriver evaluation project are Dr. Colin Holloway, PhD, and Dr. Kelly Jarvis, PhD, who lead a team of research associates and data analysts. Bios for Dr. Holloway and Dr. Jarvis, who will present an update to the Shriver Committee, are below.

Dr. Colin Holloway, PhD, Project Director / Research Associate

Dr. Holloway has conducted evaluations of juvenile justice and treatment court programs and has studied social and policy decision-making in areas of criminal law, jury behavior, and rehabilitative justice. He joined NPC Research in June 2021 and stepped into projection direction responsibilities for the Shriver Civil Counsel Act evaluation, as well as several treatment court evaluations. Prior to joining NPC, Dr. Holloway's legal experience included work as a certified landlord / tenant dispute mediator, and work as an attorney in Maryland, representing clients in criminal defense cases, contract disputes, and Equal Employment Opportunity Commission claims.

Kate Mackey, Research Associate

Kate Mackey joined NPC Research in November 2022 as a Research Associate. Prior to joining NPC, Ms. Mackey was the lead research analyst at the Fairfax County, Virginia, Juvenile and Domestic Relations District Court. In this role, she helped advance juvenile justice transformation efforts by monitoring trends across multiple programs and implementing real-time data dashboards to inform leadership, members of the Judiciary, and the public.

David Reinitz, Researcher & Analyst

David Reinitz joined NPC Research in June 2019 as a researcher and analyst. He leads analysis in the evaluations of several Civil Legal Counsel programs, including the evaluations of the DC Bar Foundation's Civil Legal Counsel Projects Program and California's Sargent Shriver Civil Counsel Act. In addition, he has been a part of numerous treatment court evaluations, including single site, statewide, and nationwide studies.

Mr. Reinitz has experience with various types of research techniques and methods, including data manipulation, cleaning, and analysis using statistical packages and languages including SPSS, Excel, Stata, Python, and SQL. In addition, he has significant experience with survey research methods and analysis, including systems such as Qualtrics and Alchemer.

Item 1: Pilot Project Data & 2025 Legislative Report Update

Sarah Rowse, Researcher & Data Analyst

Sarah Rowse joined NPC Research in May of 2022 as a Researcher and Data Analyst. With a background in civil legal aid, specifically eviction defense advocacy, Ms. Rowse works on several Civil Legal Counsel evaluation projects at NPC. Her extensive qualitative analysis experience stems from database management, including building, updating, and maintaining client data across various platforms. Additional skills include identifying data sources, gathering and entering data, conducting thorough interviews, and summarizing findings. Ms. Rowse's legal case management and qualitative analysis skills contribute to NPC's diverse work in court-based social services programs. Her emerging statistical analysis and data visualization skills also contribute to NPC's commitment to high-quality and informative deliverables to provide programs with data-driven feedback and recommendations.

Sargent Shriver Civil Counsel Act Implementation Committee
Annual Agenda¹—2024
Approved by Executive and Planning Committee: March 14, 2024

I. COMMITTEE INFORMATION

Chair:	Hon. Terry B. Friedman, (Ret.)
Lead Staff:	Ms. Laura Brown, Senior Analyst, Center for Families, Children & the Courts
<p>Committee’s Charge/Membership:</p> <p>The Sargent Shriver Civil Counsel Act Implementation Committee is required by Government Code section 68651(b)(5) to implement the Sargent Shriver Civil Counsel Act (Assem. Bill 590 [Feuer]; Stats. 2009, ch. 457), which was amended by the Appointed Legal Counsel in Civil Cases Act (Assem. Bill 330 [Gabriel]; Stats 2019, ch. 217). The statute requires the Judicial Council to develop one or more model pilot projects in selected courts for three-year periods. The projects will provide legal representation to low-income parties on critical legal issues affecting basic human needs. At the direction of the Judicial Council, the implementation committee will make recommendations on which pilot projects will be selected from a competitive grant application process and provide input into the design of the pilot projects’ evaluations. With the adoption of AB 330, evaluations of the pilot projects must be submitted to the Governor and the Legislature every five years, commencing June 1, 2020.</p> <p>The Sargent Shriver Civil Counsel Act Implementation Committee currently has 11 members. These include:</p> <ul style="list-style-type: none">• 1 retired appellate justice• 1 retired judge• 3 active judges• 1 law professor• 4 individuals with experience in legal aid programs• 1 representative of the State Bar of California <p>The current committee roster is available on the committee’s web page.</p>	

¹ The annual agenda outlines the work a committee will focus on in the coming year and identifies areas of collaboration with other advisory bodies and the Judicial Council staff resources.

Item 2: 2024 Annual Agenda

Subcommittees/Working Groups²:

None.

Meetings Planned for 2024³ (Advisory body and all subcommittees and working groups)

1. Spring 2024: Full committee videoconference.
2. Fall 2024: Full committee videoconference.

Check here if exception to policy is granted by Executive Office or rule of court.

² California Rules of Court, [rule 10.30 \(c\)](#) allows an advisory body to form subgroups, composed entirely of current members of the advisory body, to carry out the body's duties, subject to available resources, with the approval of its oversight committee.

³ Refer to [Operating Standards for Judicial Council Advisory Bodies](#) for governance on in-person meetings.

II. COMMITTEE PROJECTS

#	New or One-Time Projects ⁴	
1.	Project Title: 2025 Report to the Legislature	Priority⁵ 1 Strategic Plan Goal⁶ II, III
<p>Project Summary⁷: Government Code section 68651 requires the Judicial Council to conduct an evaluation of the pilot projects and submit a report to Legislature every five years, commencing January 31, 2020. The next report will be due in June 2025. The committee will review project data and provide input on the evaluation design. The report will be submitted to the Judicial Council at its business meeting in May 2025 and to the Legislature in June 2025.</p> <p>Status/Timeline: Ongoing.</p> <p>Fiscal Impact/Resources: Expenses are covered by an administrative allocation to the program. The work will be conducted using existing resources and staffing from the Center for Families, Children & the Courts (CFCC).</p> <p><input type="checkbox"/> <i>This project may result in an allocation or distribution of funds to the courts. We will coordinate with Budget Services to ensure their review of relevant materials.</i></p> <p>Internal/External Stakeholders: Pilot project lead legal services agencies, trial court partners.</p> <p>AC Collaboration: None.</p>		

⁴ All proposed projects for the year must be included on the Annual Agenda. If a project implements policy or is a program, identify it as *implementation* or a *program* in the project description and attach the Judicial Council authorization/assignment or prior approved Annual Agenda to this Annual Agenda.

⁵ For non-rules and forms projects, select priority level 1 (must be done) or 2 (should be done). For rules and forms proposals, select one of the following priority levels: 1(a) Urgently needed to conform to or accurately reflect the law; 1(b) Council or an internal committee has directed the committee to consider new or amended rules and forms; 1(c) Change is urgently needed to remedy a problem that is causing significant cost or inconvenience to the courts or the public; 1(d) Proposal is otherwise urgent and necessary, such as a proposal that would mitigate exposure to immediate or severe financial or legal risk. 2(a) Useful, but not necessary, to implement changes in law; 2(b) Responsive to identified concerns or problems; 2(c) Helpful in otherwise advancing Judicial Council goals and objectives.

⁶ Indicate which goal number of [The Strategic Plan for California’s Judicial Branch](#) the project most closely aligns.

⁷ A key objective is a strategic aim, purpose, or “end of action” to be achieved for the coming year.

Item 2: 2024 Annual Agenda

#	New or One-Time Projects ⁴	
2.	Project Title: Policies on Program Reserve Funds and Grant Application Recusal	Priority⁵ 2 Strategic Plan Goal⁶ II
<p>Project Summary⁷: The committee will develop policies on the use of the program’s reserve funds and when members should recuse themselves from grant application discussions to guide future funding decisions. Committee staff will develop policy recommendations for the committee to consider for adoption.</p> <p>Status/Timeline: Staff will report recommendations to the committee at its meeting to be held in Spring 2024.</p> <p>Fiscal Impact/Resources: Expenses are covered by an administrative allocation to the program. The work will be conducted using existing resources and committee staffing from CFCC.</p> <p><input type="checkbox"/> <i>This project may result in an allocation or distribution of funds to the courts. We will coordinate with Budget Services to ensure their review of relevant materials.</i></p> <p>Internal/External Stakeholders: Pilot project lead legal services agencies and trial court partners.</p> <p>AC Collaboration: None.</p>		
3.	Project Title: Identify and Replicate Effective Service Delivery and Best Practices	Priority⁵ 2 Strategic Plan Goal⁶ I, IV
<p>Project Summary⁷: The committee will develop approaches to identify effective service delivery models and best practices implemented by Shriver pilot projects with the goal of replicating successful strategies among legal aid providers and court partners.</p> <p>Status/Timeline: TBD.</p> <p>Fiscal Impact/Resources: Expenses are covered by an administrative allocation to the program. The work will be conducted using existing resources and committee staffing from CFCC.</p> <p><input type="checkbox"/> <i>This project may result in an allocation or distribution of funds to the courts. We will coordinate with Budget Services to ensure their review of relevant materials.</i></p> <p>Internal/External Stakeholders: Pilot project lead legal services agencies and trial court partners.</p> <p>AC Collaboration: None.</p>		

Item 2: 2024 Annual Agenda

#	Ongoing Projects and Activities ⁴	
1.	Project Title: Oversight of Pilot Projects	Priority⁵ 1 Strategic Plan Goal⁶ I, II, IV
<p>Project Summary⁷: As required by Government Code section 68651, the committee will provide oversight of the program’s 14 pilot projects that were approved for the 2023-2026 grant cycle by the Judicial Council at its July 2023 business meeting. The committee will monitor the projects’ outcomes and expenditures. If reallocations are needed, the committee will make recommendations to the Judicial Council.</p> <p>Status/Timeline: Ongoing.</p> <p>Fiscal Impact/Resources: Expenses are covered by an administrative allocation to the program. The work will be conducted using existing resources and committee staffing from CFCC.</p> <p><input type="checkbox"/> <i>This project may result in an allocation or distribution of funds to the courts. We will coordinate with Budget Services to ensure their review of relevant materials.</i></p> <p>Internal/External Stakeholders: Pilot projects lead legal services agencies, trial court partners, and research firm contractor.</p> <p>AC Collaboration: None.</p>		
2.	Project Title: Pilot Project Data Collection and Analysis	Priority⁵ 1 Strategic Plan Goal⁶ I, II, IV
<p>Project Summary⁷: Committee staff will continue to work with the program’s research firm contractor on the collection and analysis of service data provided by lead legal agencies and court partners and report outcomes to the committee. This work is performed as part of the evaluation required under Government Code section 68651 and AB 330.</p> <p>Status/Timeline: Ongoing.</p> <p>Fiscal Impact/Resources: Expenses are covered by an administrative allocation for the program. The work will be conducted using existing resources and committee staffing from CFCC.</p> <p><input type="checkbox"/> <i>This project may result in an allocation or distribution of funds to the courts. We will coordinate with Budget Services to ensure their review of relevant materials.</i></p>		

Item 2: 2024 Annual Agenda

#	Ongoing Projects and Activities ⁴	
	<p>Internal/External Stakeholders: Pilot projects lead legal services agencies, trial court partners, and research firm contractor to assist in data collection and analysis.</p> <p>AC Collaboration: None.</p>	
3.	Project Title: Serve as a Resource	Priority⁵ 2
	<p>Strategic Plan Goal⁶ I, IV</p> <p>Project Summary⁷: Serve as a subject matter resource to other Judicial Council advisory bodies and staff with subjects under the committee's charge.</p> <p>Status/Timeline: Ongoing.</p> <p>Fiscal Impact/Resources: Expenses are covered by an administrative allocation to the program. The work will be conducted using existing resources and committee staffing from CFCC.</p> <p><input type="checkbox"/> <i>This project may result in an allocation or distribution of funds to the courts. We will coordinate with Budget Services to ensure their review of relevant materials.</i></p> <p>Internal/External Stakeholders: Trial courts impacted by work of the advisory committees that collaborate on shared interests with the Shriver Committee.</p> <p>AC Collaboration: Advisory Committee on Providing Access and Fairness, Civil and Small Claims Advisory Committee, Probate and Mental Health Advisory Committee, and Family and Juvenile Law Advisory Committee.</p>	

III. LIST OF 2023 PROJECT ACCOMPLISHMENTS

#	Project Highlights and Achievements
1.	From January through March 2023, the committee carried out the Request for Applications for pilot project grants for the 2023–2026 grant cycle.
2.	On March 27, 2023, the committee determined its recommendations for allocations to fund 14 pilot projects for the 2023–2026 grant cycle after thorough review and analysis of applications.
3.	From March through May 2023, a Request for Proposals was executed, and the program entered into a new two-year agreement with research firm contractor NPC for ongoing evaluation of the program.
4.	On July 21, 2023, the Judicial Council approved the committee’s recommendations to fund 14 pilot projects for the 2023–2026 grant cycle.
5.	On October 1, 2023, the program began its fifth grant cycle with 2 new pilot projects and 12 continuing pilot projects.



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FACT SHEET

September 2023

Sargent Shriver Civil Counsel Program

The Sargent Shriver Civil Counsel Act (Assem. Bill 590 [Feuer]; Stats. 2009, ch. 457) provides that commencing in fiscal year 2011-2012, one or more pilot projects selected by the Judicial Council will be funded to provide legal representation to low-income Californians on critical legal issues affecting basic human needs. The pilot projects are operated by qualified legal services providers working in collaboration with their local superior courts.

Pilot Project Overview

The purpose of the pilot projects is to improve timely and effective access to justice in civil cases and thereby avoid undue risk of erroneous court decisions resulting from the nature and complexity of the law or the disparities between parties in legal representation, education, sophistication, and language proficiency, and access to self-help or alternative dispute resolution services.

Pilot projects are partnerships between lead legal services agencies and local superior courts and offer a variety of legal representation and assistance to low-income Californians, regardless of their citizenship status, who are at or below 200 percent of the federal poverty level, in one or more of the following areas:

- Housing-related matters;
- Domestic violence and civil harassment restraining orders;
- Elder abuse;
- Guardianship of the person;
- Probate conservatorship; or
- Child custody actions by a parent seeking sole legal or physical custody of a child, particularly where the opposing side is represented.

The purpose of these services is to ensure that unrepresented parties have meaningful legal access, to guard against the involuntary waiver of rights or the disposition of cases by default, and to encourage fair and expeditious voluntary

Sargent Shriver Civil Counsel Program

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dispute resolution, consistent with principles of judicial neutrality. Due to limited funding, not all eligible low-income parties with meritorious cases can be provided with legal representation. Thus, the court partners provide improved court procedures, personnel, training, case management and administration methods, and best practices for serving those parties who remain unrepresented.

Funding

Total available funding for all projects is over \$12 million per year, funded by a special \$25 supplemental filing fee on certain post-judgment motions. New projects may be added by competitive grants in subsequent years as funding allows.

Pilot Projects

The selected pilot projects for the 2023-2026 cycle are:

California Rural Legal Assistance
Superior Court of San Joaquin County
Housing Pilot Project

Central California Legal Services
Superior Court of Fresno County
Housing Pilot Project

Centro Legal de la Raza
Superior Court of Alameda County
Housing Pilot Project

Greater Bakersfield Legal Assistance
Superior Court of Kern County
Housing Pilot Project

Justice and Diversity Center of the Bar Association of
San Francisco Superior Court of San Francisco County
Child Custody Pilot Project

Legal Access Alameda
Superior Court of Alameda County
Child Custody Pilot Project

Legal Aid Society of San Diego

Sargent Shriver Civil Counsel Program

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Superior Court of San Diego County
Housing Pilot Project

Legal Aid Society of Santa Barbara County
Superior Court of Santa Barbara County
Housing, Probate Conservatorship, and Guardianship Pilot Project

Legal Services of Northern California
Superior Court of Yolo County
Housing Pilot Project

Los Angeles Center for Law and Justice
Superior Court of Los Angeles County
Child Custody/Domestic Violence Project

Neighborhood Legal Services of Los Angeles County
Superior Court of Los Angeles County
Housing Pilot Project

Public Law Center
Superior Court of Orange County
Custody Pilot Project

San Diego Volunteer Lawyer Program
Superior Court of San Diego County
Child Custody/Domestic Violence Program

San Luis Obispo Legal Assistance Foundation
Superior Court of San Luis Obispo County
Housing, Elder Abuse, Probate Conservatorship, and Guardianship Pilot Project

Judicial Council Oversight and Evaluation

The Judicial Council appointed the Shriver Civil Counsel Act Implementation Committee to review applications and make recommendations about funding. Chaired by Judge Terry Friedman (Ret.), the committee includes representatives from the judiciary, legal aid organizations, the California State Bar, and others.

The Judicial Council has conducted studies to demonstrate the effectiveness and continued need for the program and reported its findings and recommendations to the Governor and the Legislature. The studies have reported on the percentage of funding utilized by case type and included data on the impact of counsel on equal access to justice, the effect on court administration and efficiency, and the level of enhanced coordination between courts and other government service providers and community resources. The reports describe the benefits of providing representation to those who were previously not represented, both for the clients and the courts, as well as strategies and recommendations for maximizing the benefit of that representation in the future. The reports and summaries of their findings are available at www.courts.ca.gov/shrivercommittee.htm#panel42516.

Project Roles and Responsibilities

Each pilot project is led by a selected qualified legal services provider that serves as the lead agency for case assessment and direction. The lead agency is the central point of contact for referrals from their court partner and other agencies and make determinations of individuals' eligibility for services based on uniform criteria.

The lead legal service agency provides representation to clients or refers matters to organizations or individual providers with whom the lead legal services agency contracts to provide services. To the extent practical, the lead legal services agency shall identify and make use of pro bono services to maximize services efficiently and economically.

Case Assessment Factors

The lead legal services agency determines the relative need for representation for potential clients, including all the following factors:

- The complexity of the case;
- Whether the other party is represented;
- The availability and effectiveness of other means to resolve issues, such as self-help;
- Language, literacy, and disability access issues;
- The possibility that providing legal services might help reduce social services costs;
- The merits of the case; and
- The nature and severity of potential consequences for the prospective client if representation is not provided.

Record, evaluation, and local oversight

Each pilot project is responsible for keeping appropriate records on the referrals accepted and not accepted, tracking case information for each referral as well as information on the effect of the representation on the clients, and collecting data about the outcomes associated with the provision of legal services and court services. Local advisory committees have been formed for each pilot project to facilitate project administration and to ensure that each project is fulfilling its objectives.

Contacts:

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Laura Brown, Senior Analyst, Center for Families, Children & the Courts, laura.brown@jud.ca.gov

Additional resources:

Shriver Civil Counsel Act Implementation Committee,
<https://www.courts.ca.gov/shrivercommittee.htm>
Sargent Shriver Civil Counsel Program Overview,
<https://www.courts.ca.gov/48099.htm>