



City of Bakersfield Proposition 47 Grant Program 2025-2028

Local Evaluation Plan

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Project Background

Needs Addressed by Project

The City of Bakersfield identified considerable needs among justice-impacted individuals in Kern County, particularly those experiencing homelessness compounded by mental health issues, substance use disorders or both. Individuals recently paroled often encounter barriers that elevate their risk of homelessness and recidivism. Additionally, due to unmet complex needs, chronically homeless, justice-impacted individuals frequently interact with emergency services, and place significant strain on non-emergency law enforcement functions, code enforcement efforts, and other public service systems. To address these challenges, there is a critical need for targeted, supportive interventions that provide stability and promote long-term self-sufficiency.

Services

Through this BSCC-funded Proposition 47 (Prop 47) Project, Bakersfield will implement comprehensive intensive case management services structured around three main objectives. First, warm handoff and reentry services will support reintegration of recently paroled individuals by integrating housing stability, mental health care, and employment assistance to reduce their likelihood of becoming homeless or reoffending. These services employ strengths-based case management strategies to immediately address post-release needs and foster ongoing stability, moving away from punitive measures.

Second, the City will enhance existing supportive services through intensive, personalized case management for chronically homeless individuals who frequently interact with both emergency and non-emergency public assistance. This intensive case management model will be multi-faceted, providing tailored support for housing stability, employment access, and mental health care, delivered via a highly personalized and interactive approach.

Finally, adhering to the Housing First model, Bakersfield will prioritize securing stable housing for justice-impacted individuals. This includes dedicated housing navigation services designed to assist individuals in transitioning to bridge, temporary or permanent housing arrangements. Additionally, the Project will increase temporary housing availability by leveraging 15 beds at the Brundage Lane Navigation Center, further supporting safe and stable transitions to permanent housing solutions.

Scope of the Project

The Prop 47 Homeless Services and Prevention Initiative (HSPI) will be funded from 2025 to 2028 with a total budget of \$1,999,374.00 during this period. The Project provides a comprehensive set of services aimed at addressing homelessness and supporting justice-impacted individuals in Kern County. These services encompass intensive case management inclusive of employment assistance, behavioral health and substance use treatment, housing navigation, and temporary housing solutions. The scope specifically includes tailored interventions to stabilize housing, facilitate employment readiness, and ensure continuity of care through coordinated partnerships with specialized service providers and local agencies.

The Project's structure involves active case management delivered in two distinct participant categories over a two-year period. During the first year, participants receive intensive, individualized case management services, transitioning to periodic care in the second year. Category 1 includes high-acuity, actively homeless individuals receiving intensive services and who frequently come into contact with law enforcement. Category 2 serves those at significant risk of homelessness upon their release from incarceration. Services for Category 2 participants are subcontracted to Garden Pathways, whereas Category 1 participants receive support from the Psychiatric Wellness Center. The Project also incorporates oversight and input from a Local Advisory Committee, comprised of members of the Bakersfield-Kern Regional Homeless Collaborative (BKRHC), the City's

Referral Network, and community representatives. This Committee reflects a broad cross-section of the community, including individuals with lived experience of homelessness and justice involvement, as well as representatives from faith-based organizations, education, behavioral health, law enforcement, code enforcement, and outreach services. Members of the BKRHC were actively consulted during the development of the Project to ensure alignment with regional priorities and best practices. Additionally, the Local Advisory Committee reviewed and formally approved this Local Evaluation Plan, ensuring that the evaluation framework reflects community priorities and programmatic goals.

Services will be provided to Category 2 clients by two full-time case managers, each managing up to 35 clients with active case management for 12 months, followed by another year of periodic after-care. Additionally, a half-time case manager will support lower-need individuals and manage after-care.

Three additional full-time case managers will provide intensive case management to Category 1 clients with smaller caseloads of around 15 each, for approximately 12 months based on client progress. Afterward, clients will have 12 months of after-care follow-up with periodic contact. Clients will have immediate initial contact and an in-person meeting within 48 hours.

In both cases, case managers will create Individualized Service Plans defining personal goals, outlining the individual's unique needs and identifying the appropriate supportive services to address those needs. Individualized Service Plans will be regularly updated based on client progress, with consistent communication throughout the service period.

Target Population

The Project specifically targets justice-impacted individuals in Kern County who are experiencing homelessness or are at imminent risk of becoming homeless. This population primarily includes individuals recently released from incarceration who have behavioral

health concerns, substance use disorders, or co-occurring disorders, and high-acuity individuals who are actively homeless and frequently engage emergency and community resources. By focusing on these groups, the Project seeks to reduce recidivism, promote stability, and enhance quality of life.

Goals and Objectives

The overall purpose of the Project is to significantly reduce homelessness and recidivism among justice-impacted individuals in Kern County. The program aims to offer structured, intensive, and personalized support through comprehensive case management, targeted employment and housing assistance, and coordinated behavioral health and substance use care. By addressing immediate needs and fostering sustained stability and independence, the Project strives to improve the well-being and quality of life for this vulnerable population. As detailed in the Project Workplan (Attachment I), there are three main goals for HSPI.

Each goal is achieved by meeting the specific objectives listed under each goal:

Table 1. Program Goals

Goal 1. Reduce the number of justice-impacted individuals that enter the homeless system of care.

Objective A. Provide warm handoff and reentry services for 600 unduplicated individuals over the three-year service period for parolees being released to Kern County that have history of mental health, substance use, or co-occurring issues, with 210 receiving active case management services.

Goal 2. Strengthen supportive services for justice-impacted individuals that suffer from homelessness.

Objective A. Provide intensive case management services to 135 unduplicated individuals over the three-year service period for homeless individuals who history of mental health, substance use, or co-occurring issues.

Goal 3. Reduce the number of justice-impacted individuals who are homeless.

Objective A. For clients who need housing and are willing to accept a shelter placement, 100% will be placed into a shelter bed.

Objective B. Maintain at least 95% of capacity for 15 set aside beds at the Brundage Lane Navigation Center.

Objective C. Make at least 27 successful permanent housing placements for individuals receiving intensive case management.

Logic Model

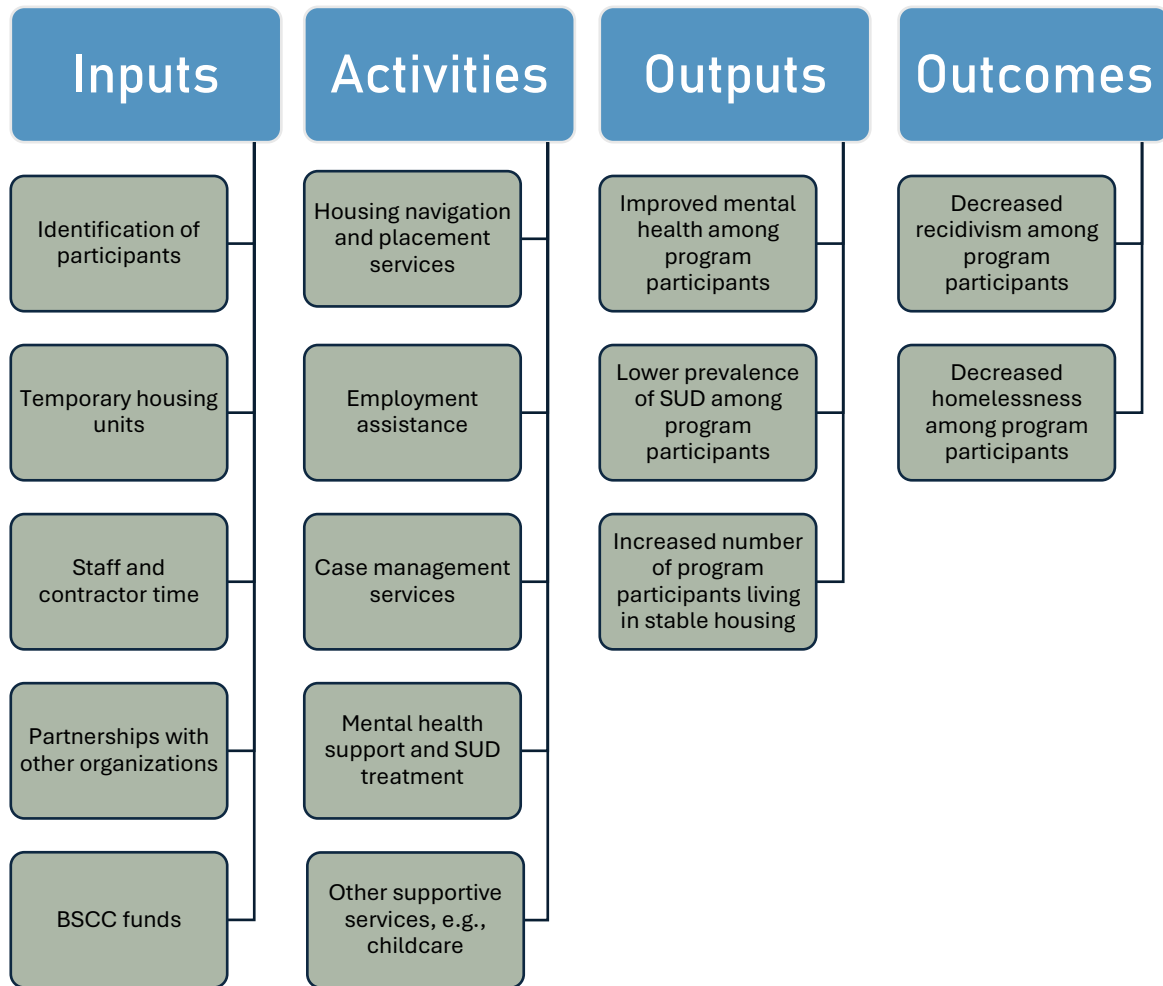


Figure 1: Logic Model for HSPI

Process Evaluation Method and Design

The process evaluation will determine whether the Project was implemented as intended and will assess the progression of the Project according to the established projections. The process evaluation will employ a statistical approach to answer the following questions:

1. How many individuals enrolled in Prop 47-funded services?
2. How many participants were successfully referred to supportive services?
3. How many individuals received behavioral health treatment?
4. How many individuals received substance use treatment?
5. How many individuals completed the program?
6. How many individuals exited without completing the program?
7. How many individuals were placed in permanent housing?
8. What was the average length of time from enrollment to placement into temporary housing?
9. What was the average length of time from enrollment to placement into permanent housing?

Methods

The Logic Model in Figure 1 depicts the overall relationship between inputs, activities, process goals, and outputs, all of which are assessed as part of the process evaluation. The process evaluation will rely on data collected by program staff and providers. To document the characteristics of participants and the nature and extent of services received through the Project, the evaluation team will rely on service data collected and maintained in the case management systems of Garden Pathways and Psychiatric Wellness Center. Additional data collection instruments may be designed to ensure all components of the process evaluation are addressed. Staff and contracted providers will be trained and provided with technical assistance to ensure data are collected according to established procedures.

Measures

Process measures listed in Table 1 will be assessed on a quarterly basis to determine the fidelity of program implementation and provide timely identification of areas that require attention.

Table 2: Process Measures

| Goal | Metric | Tool | Collection Method | Timeframe |
|---|--|--|---|--------------------------------------|
| 1. Reduce the number of justice-impacted individuals that enter the homeless system of care. | Number of individuals exiting an institution that were served by reentry case management | Provider master logs: roster | Project staff enter information into master logs | Data entry daily, Analyzed quarterly |
| 1. Reduce the number of justice-impacted individuals that enter the homeless system of care. | Number of individuals that completed their participation in the program. | Provider master logs: participant goals and services | Project staff enter information into master logs | Data entry daily, Analyzed quarterly |
| 2. Strengthen supportive services for justice-impacted individuals that suffer from homelessness. | Number of justice-impacted homeless individuals that received intensive case management. | Provider master logs: services | Project staff enter information into master logs | Data entry daily, Analyzed quarterly |
| 2. Strengthen supportive services for justice-impacted individuals that suffer from homelessness. | Percentage of individuals that received behavioral health treatment. | Provider master logs: services | Project staff enter information into master logs | Data entry daily, Analyzed quarterly |
| 2. Strengthen supportive services for justice-impacted individuals that suffer from homelessness. | Length of engagement with individuals before they were placed into temporary housing. | Provider master logs: services | Project staff enter date of initial engagement and date of temporary housing into master logs | Data entry daily, Analyzed quarterly |
| 3. Reduce the number of justice-impacted individuals who are homeless. | Number of individuals that were placed into permanent supportive housing. | Provider master logs: services | Project staff enter information into master logs | Data entry daily, Analyzed quarterly |

Analysis

All datasets will first be merged and checked for accuracy. Then, comprehensive statistical analyses will be conducted.

A key aspect of analyses is the determination of whether each participant succeeded in terms of program activities. This is a process measure, rather than an outcomes measure, since it is related to the extent to which participants engaged in Project activities, rather than to any particular outcome. For HSPI, success is defined as completion of 80% or more of the activities indicated in each participant's Individualized Service Plan. This definition of success permits variation in treatment objectives between participants. EVALCORP will provide a tool that allows for the calculation of individualized completion scores given participant goals.

Outcome Evaluation Method and Design

The outcome evaluation will determine whether the Project achieved the intended results and assess any changes after participants received services. The outcome evaluation will utilize a quantitative research approach to assess the following constructs:

- Housing stability (i.e., in permanent housing at 6 months or one year).
- Recidivism, using the BSCC (AB 1056) definition.

Methods

The outcomes evaluation will employ quantitative external data from partner stakeholders and assessment data received from service providers and contractors. Outcome data will be collected using a pre- and post-assessment method to identify changes since receipt of services. The outcomes evaluation will rely on the following data sources:

- **Housing Stability:** Participants will self-report their housing stability at program entry and housing stability will be reported as the number of participants with stable residences at the 6-month and 12-month time points.
- **Recidivism:** Recidivism will be measured using the BSCC (AB 1056) definition, namely, conviction of a new felony or misdemeanor committed within three years of release from custody or placement on supervision for a previous criminal conviction. The outcomes reporting will distinguish between participants who are placed in housing and those who are not.

Table 3: Outcome Measures

| Objective | Metric | Tool | Collection Method | Timeframe |
|--|--|--------------------------------|--|--------------------------------------|
| 1. Reduce the number of justice-impacted individuals that enter the homeless system of care. | Percentage of individuals that did not reoffend. | Provider master logs: outcomes | Project staff enter information into master logs | Data entry daily, Analyzed quarterly |
| 2. Strengthen supportive services for justice-impacted individuals that suffer from homelessness. | Percentage of individuals that did not reoffend after being placed into temporary housing. | Provider master logs: outcomes | Project staff enter information into master logs | Data entry daily, Analyzed quarterly |
| 3. Reduce the number of justice-impacted individuals who are homeless. | Percentage of individuals that successfully stayed in their housing placement. | Provider master logs: outcomes | Project staff enter information into master logs | Data entry daily, Analyzed quarterly |

Analysis

Univariate statistical methods will be applied in the analyses of quantitative outcomes data. All major outcomes indicators will be compared to baseline data. Using the AB 1065 definition, Prop 47 recidivism will be compared to non-Prop 47 parole recidivism

for the same year, Prop 47 recidivism for California, and historical recidivism rates for Kern County as calculated by the California Department of Corrections and Rehabilitation (CDCR).

As with any evaluation methodology, our approach has certain limitations. Primarily, directly attributing observed changes in participant behaviors and mental states specifically to the program is difficult without a tailored research design. Unlike randomized controlled trials, which randomly assign participants into treatment and control groups to ensure strong internal and external validity, our current evaluation lacks this randomization. This absence reduces our ability to make definitive causal inferences and limits the broader applicability of our findings. Although some advanced research designs can approximate causal effects, these typically rely on comparison groups from the same population of interest. Presently, it remains unknown whether an adequate comparison group from eligible participants can be formed. If available, this group will be used to create a matched comparison group to help adjust for potential confounding factors, employing several established methodologies.

Second, voluntary programs lasting extended periods are susceptible to attrition bias, where results can become skewed if participants leave before the program concludes. Those who remain involved throughout may systematically differ from those who drop out. For instance, individuals who discontinue participation might have more severe substance use or behavioral health issues, potentially inflating the perceived success rate of the program.

Finally, the sample size for participants in HSPI is relatively small, which restricts the types of statistical analyses that can be reliably conducted. Specifically, it may be challenging to confidently estimate program effects on smaller subgroups (such as those with unique demographic features) or to compare these groups effectively against larger segments. To mitigate potential misinterpretations or overgeneralizations, results presented in the final report will include appropriate context and caution.

Due to these limitations, findings from this evaluation should not be generalized to the broader Prop 47 offender population, nor can we definitively isolate the treatment effects of the intervention. This evaluation design primarily supports comparisons between large groups within the sample and against known baseline population values, such as general parole recidivism rates. Statistical analyses will focus on identifying potential differences between study subgroups and comparing overall sample results with known population parameters. Both Bayesian and frequentist approaches may be applied to these analyses. To ensure methodological rigor and accurate interpretation, the City of Bakersfield has partnered with EVALCORP, an evaluation and research firm with specialized expertise, to perform these analyses.

Appendix A: Work Plan

| (1) Goal: | Reduce the number of justice-impacted individuals that enter the homeless system of care. | | |
|--|---|-----------------|----------------|
| Objectives (A., B., etc.) | Provide warm handoff and reentry services for 600 unduplicated individuals over the three-year service period for parolees being released to Kern County that have history of mental health, substance use, or co-occurring issues, with 210 receiving active case management services. | | |
| Process Measures and Outcome Measures: | <ol style="list-style-type: none"> 1. Number of individuals exiting an institution that were served by reentry case management 2. Number of individuals that completed their participation in the program. 3. Percentage of individuals that did not reoffend. | | |
| Project activities that support the identified goal and objectives: | Responsible staff/partners: | Timeline | |
| | | Start Date | End Date |
| <p>Partner with a non-governmental organization (NGO) to provide reentry case management services to ensure a warm hand off and support reintegration into the community for parolees released into Kern County.</p> <p>The NGO will hire 2 FTE Case Manager positions to work with the target population, with caseloads of 35 active individuals with case management services. An additional 0.5 FTE Case Manager position will be dedicated to focusing on individuals with low needs and providing after-care support. Active case management service will be provided for a period of 12 months, and an additional 12 months of after-care follow-up with periodic contact. Case Managers will develop individualized Service Plans for each client, defining personal goals and outlining the individual's unique needs and appropriate supportive services to address those needs.</p> | <p>NGO selected (TBD)</p> <p>Administrative Analyst II</p> | January 1, 2025 | March 31, 2028 |

| List of data and sources to be used to measure outcomes: | | | |
|--|---|-----------------|----------------|
| <ol style="list-style-type: none"> 1. Intake surveys conducted by Case Managers at the time of program enrollment. 2. CJIS/Local county arrest records/RAP sheets. 3. Participant service and outcome data collected by Administrative Analyst II. | | | |
| (2) Goal: | Strengthen supportive services for justice-impacted individuals that suffer from homelessness. | | |
| Objectives (A., B., etc.) | Provide intensive case management services to 135 unduplicated individuals over the three-year service period for homeless individuals who history of mental health, substance use, or co-occurring issues | | |
| Process Measures and Outcome Measures: | <ol style="list-style-type: none"> 1. Number of justice-impacted homeless individuals that received intensive case management. 2. Percentage of individuals that received behavioral health treatment. 3. Length of engagement with individuals before they were placed into temporary housing. 4. Percentage of individuals that did not reoffend after being placed into temporary housing. | | |
| Project activities that support the identified goal and objectives: | Responsible staff/partners: | Timeline | |
| | | Start Date | End Date |
| <p>Partner with a non-governmental organization (NGO) to provide intensive case management to justice involved homeless individuals</p> <p>The NGO will hire 3 FTE Case Manager positions to work with the target population, with caseloads of 15 active individuals receiving intensive case management services for an estimated period of 12 months depending on the rate of progress towards developing self-sufficiency. After completion of the intensive case management phase, there will be an additional 12 months of after-care with periodic check-ins. Immediate contact will be made with the client once assigned and the Case Manager will have an in-person connection with each new client within 48 hours. Case Managers will develop individualized Service Plans for each client, which will be a living document that is updated as goals</p> | <p>NGO Selected (TBD)</p> <p>Administrative Analyst II</p> | January 1, 2025 | March 31, 2028 |

| are met and service connections are made. The Case Managers will maintain consistent contact with each client during the active phase of the intensive case management model. | | | |
|--|--|-----------------|----------------|
| List data and sources to be used to measure outcomes: | | | |
| <ol style="list-style-type: none"> 1. Intake surveys conducted by Case Managers at the time of program enrollment 2. Kern County Behavioral Health Services 3. CJIS/local arrest records/RAP sheets. 4. Participant service and outcome data collected by Administrative Analyst II. | | | |
| (3) Goal: | Reduce the number of justice-impacted individuals who are homeless. | | |
| Objectives (A., B., etc.) | <ol style="list-style-type: none"> 4. For clients who need housing and are willing to accept a shelter placement, 100% will be placed into a shelter bed. 5. Maintain at least 95% of capacity for 15 set aside beds at the Brundage Lane Navigation Center. 6. Make at least 27 successful permanent housing placements for individuals receiving intensive case management. | | |
| Process Measures and Outcome Measures: | <ol style="list-style-type: none"> 1. Number of justice-impacted homeless individuals that were placed into permanent supportive housing. 2. Percentage of individuals that successfully stayed in their housing placement. | | |
| Project activities that support the identified goal and objectives: | Responsible staff/partners: | Timeline | |
| | | Start Date | End Date |
| Partner with a non-governmental organization (NGO) to provide housing navigation services. The Housing Navigator will work with clients being served through the intensive case management and reentry programs to facilitate successful placement into bridge housing, transitional housing, and permanent housing. The City will leverage fifteen (15) set aside beds at the Brundage Lane Navigation Center to serve as bridge housing. | NGO selected (TBD) Administrative Analyst II | January 1, 2025 | March 31, 2028 |
| List data and sources to be used to measure outcomes: | | | |
| <ol style="list-style-type: none"> 1. Intake surveys conducted by Case Managers at the time of program enrollment. 2. Participant service and outcome data collected by Administrative Analyst II. | | | |



This evaluation plan was created
by the City of Bakersfield and the
EVALCORP team.

