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BSCC - Proposition 47, Safe Neighborhoods and Schools Act Grant

Madera County Action Team (MCAT) for Community Safety Project

Funding Period: October 3, 2024 through March 31, 2028

Local Evaluation Plan

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Proposition 47, Safe Neighborhoods and Schools Act Grant
Madera County Action Team (MCAT) for Community Safety Project

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Proposition 47, Safe Neighborhoods and Schools Act Grant
Madera County Action Team (MCAT) for Community Safety Project

FOCUS OF THE PROGRAM

The Madera County Action Team (MCAT) is a multiagency and multidisciplinary team whose members are subject matter experts in their respective fields and who have an established history of previous collaboration and integration of services to achieve program goals. All aspects of the Project support positive behavior change to help members of the justice-involved target population to address their behavioral health issues, including mental health and substance use disorder, with an overall goal to divert from the criminal justice system and to prevent recidivism.

The MCAT will focus on coordinating activities between various local and public agencies to better connect justice-involved people who have a history of MH and/or SUD (including individuals experiencing homelessness) to appropriate housing, mental health crisis referral, and other community-based supportive services. This will include Madera County's Behavioral Health Court (BHC) and Adult Drug Court (ADC) programs, among others. The County will partner with the Community Action Partnership Madera County (CAPMC), a nonprofit community-based organization to provide staffing, housing placement and a variety of supportive services for the target population, particularly focused on individuals experiencing homelessness.

PROGRAM NEED AND DESCRIPTION

Madera County has demographic factors known to lead to increased risk for serious mental health issues, increased risk for substance use disorders, and an increased level of criminogenic factors—including high levels of poverty, high unemployment rates, large numbers of recent migrants, high concentrations of child poverty, and comparably high numbers of youth and adults experiencing homelessness. Despite a variety of positive efforts, appropriate funding and resources are needed to effectively treat this population and ensure positive outcomes, including reduced incidents of recidivism for justice-involved persons with mental health (MH) and substance use disorders (SUD).

The Madera County Department of Behavioral Health Services (BHS) is the primary county agency responsible for servicing people with MH and SUD. The BHS defines the overall mental health target population as the number of people within Madera County that qualify for Medi-Cal (approximately 70,876) and who are also at risk of serious mental illness/serious or emotional disturbance (5,670). BHS provides services to just over 6 percent of that population known to be at risk of MH. This means that the vast majority go largely unidentified, untreated, and unsupported.

The Community Action Partnership of Madera County (CAPMC) and the Fresno Madera Continuum of Care counted 681 total individuals experiencing homelessness, 345 of whom were unsheltered and 336 sheltered during the most recent (2023) Homelessness Point in Time Count (PIT) for Madera County (including the City of Madera). Approximately 31% of the sheltered individuals (104) reported having either MH, SUD, or physical disability, while 36% of unsheltered individuals (124) reported having a comparable disability.

Data from the Madera County Sheriff's Office indicates that over the last 2.5 years, its deputies responded to a total of 3,690 mental health-related calls, which resulted in 627 Welfare & Institutions Code section 5150 holds, 170 hospitalizations, and 194 arrests. The Madera County District Attorney's Office (MCDAO) handled 242 total behavioral health cases, 124 behavioral health defendants, and 691 behavioral health-related court hearings in 2023 alone.

This project comprises an innovative program in which MCDAO reviews target population contacts with local law enforcement as well as individuals who are either currently on probation or who have been identified by project partners in the wider community. MCDAO will immediately refer qualified individuals to the contracted CBO (CAPMC) or other relevant MCAT member agencies to receive screening, housing placement, and mental health service referrals. If the individual completes these requirements, MCDAO will decline to file charges, and the individual will have a clean criminal record. This strategy reduces court costs and recidivism while improving outcomes and public safety.

MCDAO, along with representatives from multiple county and city agencies / departments, representatives from community-based organizations, service providers, and individuals with lived experience will collaborate and create the Proposition 47 Local Advisory Committee (LAC). LAC will identify subject matter experts who will make up the Madera County Action Team (MCAT). MCAT will focus on serving the target population who have a history of arrest, being charged with, or convicted of a nonviolent, non-serious criminal offense, and who also have a history of MH and/or SUD issues that limit one or more life functions.

Grant funds will be used in part to fund MCDAO employees who will lead MCAT with a focus on the coordination of activities between the agencies who make up MCAT to better connect justice-involved people with a history of MH and/or SUD (including individuals experiencing homelessness) to appropriate housing, mental health crisis referral, and other community-based supportive services. This will include Madera County's Behavioral Health Court (BHC) and Adult Drug Court (ADC) programs, among others.

Additionally, 50 percent or more of the grant funds will go toward the work of the Community Action Partnership Madera County (CAPMC) nonprofit community-based organization in support of this project. CAPMC will specifically provide staffing to include a Homeless Outreach Worker and Housing Case Worker for the performance period specifically for this project. Additionally, CAPMC will provide

housing placement and connections with a variety of supportive services for justice-involved individuals with MH and SUD issues, particularly focused on individuals experiencing homelessness.

In line with Proposition 47 legislation, the overall goal of the project will be to use a collaborative, community-centered approach to reduce recidivism and divert the target population from the criminal justice system by maximizing alternatives to incarceration and providing connections to housing and supportive services.

Population

The Madera County Action Team Safety Project will serve those Madera County adults, aged 18 years and older, who have been arrested, charged with or convicted of a nonviolent, nonserious criminal offense, and who have a history of MH and/or SUD issues that limit one or more life functions. Individuals will be identified in the community and/or in jail. They will have a history of MH and/or SUD issues and will be at risk for recidivism due to a variety of factors, including homelessness. Individuals targeted by the project will have at least one of the following risk factors in addition to their criminal offense and history of MH and SUD: 1) experiencing homelessness, 2) school drop-out, 3) history of trauma, 4) out-of-home placement, and/or 5) unstable family supports.

Goals

The Madera County Action Team Safety Project intends to achieve four primary goals during the 2024-2028 funding period. Each of the four goals yields a number of measurable objectives for the grant period.

Goal 1. The hiring and placement of a District Attorney Behavioral Health Prosecutor and Analyst focused exclusively on the identification of justice-involved persons with behavioral health and substance use disorder issues

- | | |
|------------------------------|---|
| Process Objective 1.1 | Post job recruitment advertisements |
| Process Objective 1.2 | Conduct interviews for the two positions |
| Process Objective 1.3 | Select and hire personnel to fill the two positions |
| Outcome Objective 1.1 | Fulltime Behavioral Health prosecutor hired |
| Outcome Objective 1.2 | Fulltime Analyst hired |
| Outcome Objective 1.3 | Increase in the number of behavioral health cases vertically prosecuted |

Goal 2. Connecting justice-involved individuals with mental health and substance use issues to appropriate services

- Process Objective 2.1** Identification of 30 justice-involved individuals with mental health and/or substance use disorder issues in each year of the project
- Process Objective 2.2** Assessment of 30 identified individuals in each year of the project
- Process Objective 2.3** Placement of 30 identified and assessed individuals into appropriate treatment and diversionary programs in each year of the project
- Outcome Objective 2.1** 30 individuals receive treatment and participate in diversionary programs in each year of the project
- Outcome Objective 2.2** 15 individuals successfully complete diversionary programs in each year of the project. Successful completion is defined as a dismissal of criminal charges and achievement of the individual goals established by the program.

Goal 3. To reduce homelessness among justice-involved individuals with mental health and substance use issues

- Process Objective 3.1** Identification of 30 homeless, justice-involved individuals with mental health and/or substance use disorder issues who are homeless in each year of the project
- Process Objective 3.2** Assessment of 30 identified homeless individuals in each year of the project
- Process Objective 3.3** Placement of 30 identified and assessed homeless individuals into appropriate housing programs in each year of the project
- Outcome Objective 3.1** 15 homeless individuals with mental health and/or substance use disorder issues receive and maintain stable housing in each year of the project

Goal 4. To Improve outcomes, reduce recidivism, and improve safety among justice-involved individuals with mental health and substance use disorder issues.

- Process Objective 4.1** Identification and placement of 30 individuals into treatment, housing, diversionary and/or workforce programs in each year of the project
- Process Objective 4.2** Monitoring the progress of program participants

Outcome Objective 4.1 50% of project recipients will experience improved outcomes, namely symptom reduction, job training and education, being housed, and/or fewer law enforcement contacts

Outcome Objective 4.2 Recidivism rate among project recipients will be 50% or less

IMPLEMENTATION & STRATEGIES FOR CHANGE

The project comprises a collaborative, coordinated, and responsive effort designed to meet the needs of individuals enrolled in the program as they are connected to services, undergo treatment and education, develop skills and achieve program goals. The project utilizes evidence-based practices, particularly concerning diversionary programs, and applies them in a collaborative, person-centered manner to engage individuals, families, and multiple Madera County agencies to support positive outcomes for those individuals accessing supportive services from project partners.

The Proposition 47 Local Advisory Committee builds on existing partnerships within the County which will assist with daily communication and create accountability between agencies that will be essential in building trust and a consistent support network for program participants. The project provides an enhanced opportunity to divert individuals from the justice system, increase timely access to treatment, and reduce recidivism. This project's success will help establish effective interventions for Madera County's diverse populations and identify outcomes that make lasting behavior changes, informing both policy and system changes across agencies.

The project implements a countywide collaborative team that will provide timely, individualized, and integrated case identification, planning, and services to meet the needs of each justice-involved member and their family in alignment with the intent of Proposition 47. The model of providing behavioral health treatment services combined with diversion activities has proven effective in other jurisdictions, as well as with Madera County's own Behavioral Health Court (BHC) and Adult Drug Court (ADC) programs for building trust between the County government, law enforcement, partner agencies, and program participants while providing them with essential services, teaching crucial life skills, and reducing recidivism. This project intends to expand the impact through new housing placement services, training, and screening; through not filing charges when possible; and through expediting access to needed services, including behavioral health treatment. This approach will improve outcomes for participants, keep individuals out of the judicial system, reduce court and correctional system costs, improve public safety, and reduce recidivism within Madera County.

The Madera County District Attorney's Office (MCDAO) will identify individuals with recent arrests who meet the initial criteria before their charges are filed. Other individuals meeting the criteria may also be identified by project partners on the MCAT and brought to the attention of MCDAO. These individuals will receive an assessment, including identification of mental / behavioral health needs.

Depending on the severity of their needs, individuals who need additional services will be linked to community resources from MCAT member agencies and connected to MH treatment, housing options, or other supportive services. Those individuals not initially requiring more intensive MH services will be provided with an opportunity to participate in diversionary programming through the County's BHC or ADC programs or be referred to more direct MH and/or SUD treatment options. MCDAO—supported by project partners on the MCAT—will work toward identifying factors that have contributed to participants' criminal conduct, developing improved treatment outcomes with the hope of expedited case resolution, reducing recidivism, keeping participants' records clean, and improving public safety.

Individuals with more complex needs will receive referrals for MH treatment services. The effectiveness of this approach is found in the collaboration across all partner agencies working together to support each member and to resolve barriers. Bringing all stakeholders together to holistically assess individuals' needs and share timely information and treatment strategies will allow for better informed decisions and better outcomes. This innovative vision of sharing information further integrates services across agencies and reduces barriers to meeting members' needs.

The project partners provide ongoing cultural responsiveness training to transform the system, promote understanding and sensitivity to cultural nuances, and build trust in diverse communities. Staff is hired to reflect the racial, ethnic, and cultural diversity of the target population (e.g., bilingual, bicultural, LGBTQ, and people with lived experience). Services are delivered by project partners in a participant's native language when appropriate. Individuals with lived experience are part of the MCAT and are already employed in the services provided by the Community Action Partnership of Madera County (CAPMC) and other partner agencies.

The MCAT will meet weekly to discuss each project participant and their identified needs and issues in order to coordinate services and identify service providers. The Probation Department and BHS will work with the MCDAO to link program participants with the BHC and ADC programs. BHS will link program participants to appropriate behavioral health treatment services, peer and family support, and referral to SUD residential treatment, when needed. MCDAO will collaborate with CAPMC to coordinate services, offer vocational and life skills support, and help participants obtain employment. CAPMC will perform a critical service in that it will connect program participants to safe and stable housing through housing coordination services to identify housing units and vouchers. CAPMC and other partners will work closely with the individual's family and support system, will work to keep the member housed, and will work to identify roommates. CAPMC and various project partners will also provide access to transportation services for program participants so they can reach appointments, court dates, and other activities related to the project.

EVALUATION & PROGRAM MONITORING

The Madera County Action Team for Community Safety Project will be evaluated both formatively and for overall effectiveness. It will also be regularly monitored for advancement toward its goals and objectives.

Evaluation will generally make use of quantitative data, although some qualitative information that lends itself to collection and interpretation may emerge.

Formative Evaluation

The process evaluation will report aggregated raw data, frequencies—as appropriate, and changes over time. The formative evaluation process will seek to answer the overarching question:

Did the program achieve its process objectives?

Performance monitoring will likely serve three purposes related to this question:

- 1) Monitoring and regular feedback will serve to help the program correct course as need dictates, ensuring achievement of the process objectives
- 2) Monitoring will help to identify obstacles and challenges contemporaneous to their occurrence, providing the program an opportunity to overcome them
- 3) Should one or more of the program's process objectives not be met, performance monitoring will provide insight into reasons for that, providing a clearer roadmap for change.

In order to achieve its goals, the Madera County Action Team for Community Safety Project will engage in a variety of activities that will be tracked on an ongoing basis by the Project partners. Data on these activities will be transmitted at least quarterly to the Project coordinator and the contracted evaluator for performance monitoring and evaluation purposes.

The activities, the data gathering methods and frequencies, and the specific indicators or manners of measurement are as follows.

Goal 1. To hire a District Attorney Behavioral Health Prosecutor and an Analyst focused exclusively on the identification of justice-involved persons with behavioral health and substance use disorder issues.

Activity	Source of Data & Collection Method	Type of Data	Frequency	Utility
Post job recruitment advertisement for Behavioral Health Prosecutor and Analyst	Madera County District Attorney's Office	Dichotomous; yes or no	Once or as needed	Process Evaluation
Conduct Interviews for the two positions	Madera County District Attorney's Office	Dichotomous; yes or no	Once or as needed	Process Evaluation
Select and hire two individuals for the fulltime positions	Madera County District Attorney's Office	Dichotomous; yes or no	Once or as needed	Process Evaluation

Goal 2. To connect justice-involved individuals exhibiting mental health and/or substance use disorder issues to appropriate services

Activity	Source of Data & Collection Method	Type of Data	Collected By & Frequency	Utility
Identification of justice-involved individuals with mental health and/or substance use disorder issues	MCD AO; CAPMC; MCAT & Prop 47 LAC partner agencies; case specific information will be entered into database	Number of Individuals Identified	Madera County District Attorney's Office (MCD AO); Senior Administrative Analyst - Quarterly	Monitoring & Feedback; Process Evaluation
Assessment of identified justice-involved individuals	MCD AO; CAPMC; MCAT & Prop 47 LAC partner agencies; case specific information will be entered into database	Number of individuals assessed	Madera County District Attorney's Office (MCD AO); Senior Administrative Analyst - Quarterly	Monitoring & Feedback; Process Evaluation
Placement of identified and assessed individuals into appropriate treatment and diversionary programs	MCD AO; CAPMC; MCAT & Prop 47 LAC partner agencies; BHC and ADC; BHS; BSCC; HMIS system	Number of placements	Madera County District Attorney's Office (MCD AO); Senior Administrative Analyst - Quarterly	Monitoring & Feedback; Process Evaluation

Goal 3. *To reduce homelessness among justice-involved individuals with mental health and substance use disorder issues*

Activity	Source of Data & Collection Method	Type of Data	Collected By & Frequency	Utility
Identification of homeless, justice-involved individuals with mental health and/or substance use disorder issues	MCDAO; CAPMC; MCAT & Prop 47 LAC partner agencies; case specific information will be entered into database	Number of Individuals Identified	Madera County District Attorney's Office (MCDAO); Senior Administrative Analyst - Quarterly	Monitoring & Feedback; Process Evaluation
Assessment of homeless, identified justice-involved individuals	MCDAO; CAPMC; MCAT & Prop 47 LAC partner agencies; case specific information will be entered into database	Number of individuals assessed	Madera County District Attorney's Office (MCDAO); Senior Administrative Analyst - Quarterly	Monitoring & Feedback; Process Evaluation
Placement of identified and assessed homeless individuals into appropriate housing programs	MCDAO; CAPMC; MCAT & Prop 47 LAC partner agencies; BHC and ADC; BHS; BSCC; HMIS system	Number of placements	Madera County District Attorney's Office (MCDAO); Senior Administrative Analyst - Quarterly	Monitoring & Feedback; Process Evaluation

Goal 4. *To improve outcomes, reduce recidivism, and improve safety among justice-involved individuals with mental health and/or substance use disorder issues*

Activity	Source of Data & Collection Method	Type of Data	Collected By & Frequency	Utility
Mental health and substance use treatment	MCDAO and BHS; case specific information will be entered into database	Number of Individuals who receive treatment	Madera County District Attorney's Office (MCDAO); Senior Administrative Analyst - Quarterly	Monitoring & Feedback; Process Evaluation
Housing Assistance	MCDAO and HMIS; case specific information will be entered into database	Number of individuals who receive housing support / assistance	Madera County District Attorney's Office (MCDAO); Senior Administrative Analyst - Quarterly	Monitoring & Feedback; Process Evaluation
Education and vocational training	MCDAO; CAPMC; MCAT & Prop 47 LAC partner agencies; case specific information will be entered into database	Number of individuals who receive education / vocational training	Madera County District Attorney's Office (MCDAO); Senior Administrative Analyst - Quarterly	Monitoring & Feedback; Process Evaluation
Participant outcome monitoring	MCDAO; CAPMC; MCAT & Prop 47 LAC partner agencies; case specific information will be entered into database	Number of individuals monitored	Madera County District Attorney's Office (MCDAO); Senior Administrative Analyst - Quarterly	Monitoring & Feedback; Process Evaluation
Diversion to Behavioral Health Court / Adult Drug Court	MCDAO, BHC and ADC data; case specific information will be entered into database	Number of individuals who participate in BHC / ADC programs	Madera County District Attorney's Office (MCDAO); Senior Administrative Analyst - Quarterly	Monitoring & Feedback; Process Evaluation

Effectiveness Evaluation

The summative evaluation will seek to use raw data and frequencies to answer the overarching questions:

Did the program meet its outcome objectives?

And

In doing so, did it achieve its goals?

Performance monitoring will provide a clearer picture of the factors that might influence these results as well.

Consistent with the formative process, data will be collected by the Madera County District Attorney's Office or the partner agency /service provider. Data on outcomes will be transmitted at least quarterly to the Project coordinator and the contracted evaluator for summative evaluation purposes.

The projected outcomes, the data gathering methods and frequencies, and the specific indicators or manners of measurement, and what type of information will be reported are as follows:

Goal 1. To hire a District Attorney Behavioral Health Prosecutor and Analyst focused exclusively on the identification of justice-involved persons with behavioral health and substance use disorder issues.

Outcome	Source of Data & Collection Method	Type of Data/Indicator	Collected By & Frequency	Reporting	Utility
Behavioral Health Prosecutor hired	Madera County District Attorney's Office	Dichotomous; yes or no	MCD AO Senior Administrative Analyst; Once or as needed	Raw data	Effectiveness Evaluation
Analyst hired	Madera County District Attorney's Office	Dichotomous; yes or no	MCD AO Senior Administrative Analyst; Once or as needed	Raw data	Effectiveness Evaluation
Increase in behavioral health related cases that are vertically prosecuted.	Madera County District Attorney's Office	Number of cases vertically prosecuted	MCD AO Senior Administrative Analyst; Quarterly	Raw numbers; frequencies and time-series comparisons	Annual Monitoring and reporting; Effectiveness Evaluation

Goal 2. *To connect justice-involved individuals exhibiting mental health and/or substance use disorder issues to appropriate services*

Outcome	Source of Data / Collection Method	Indicator	Collected By & Frequency	Reporting	Utility
90 Individuals will receive appropriate outpatient mental health and/or substance abuse services by the end of the funding cycle	BHS client data; BSCC data	Number of service recipients	MCD AO Senior Administrative Analyst; Quarterly	Raw numbers; frequencies and time-series comparisons	Annual Monitoring and reporting; Effectiveness Evaluation
45 Individuals will complete BHC and ADC diversion programs by the end of the funding cycle	BHC and ADC enrollment and completion	Number of individuals have their criminal charges dismissed and meet the personal goals established by the program	MCD AO Senior Administrative Analyst; Quarterly	Raw numbers; frequencies and time-series comparisons	Annual Monitoring and reporting; Effectiveness Evaluation

Goal 3. *To reduce homelessness among justice-involved individuals with mental health and substance use disorder issues*

Outcome	Source of Data / Collection Method	Indicator	Collected By & Frequency	Reporting	Utility
45 homeless individuals with mental health and/or substance use disorder will maintain stable housing by the end of the funding cycle	HMIS system; program enrollment	Number of program participants who attain stable housing	MCD AO Senior Administrative Analyst; Quarterly	Raw numbers; frequencies and time-series comparisons	Annual Monitoring and reporting; Effectiveness Evaluation

Goal 4. *To improve outcomes, reduce recidivism, and improve safety among justice-involved individuals with mental health and/or substance use disorder issues*

Outcome	Source of Data & Collection Method	Indicator(s)	Collected By & Frequency	Reporting	Utility
50% of project recipients will experience improved outcomes, namely symptom reduction, successful diversion, job training and education, being housed, and/or fewer law enforcement contacts	HMIS data; BSCC & County Corrections Data; Program data; BHS data; MCDAO workforce data	Number individuals in each of the following domains: Reduced mental health symptoms; Reduced substance abuse behaviors; Achievement of academic / employment goals; charges not filed	MCDAO Senior Administrative Analyst; Quarterly	Raw numbers; frequencies and time-series comparisons	Annual Monitoring and reporting; Effectiveness Evaluation
Recidivism rate among project recipients will be 50% or less	MCDAO	Number of program participants who are re-arrested	MCDAO Senior Administrative Analyst; Quarterly	Raw numbers; frequencies and time-series comparisons; sample comparison	Annual Monitoring and reporting; Effectiveness Evaluation

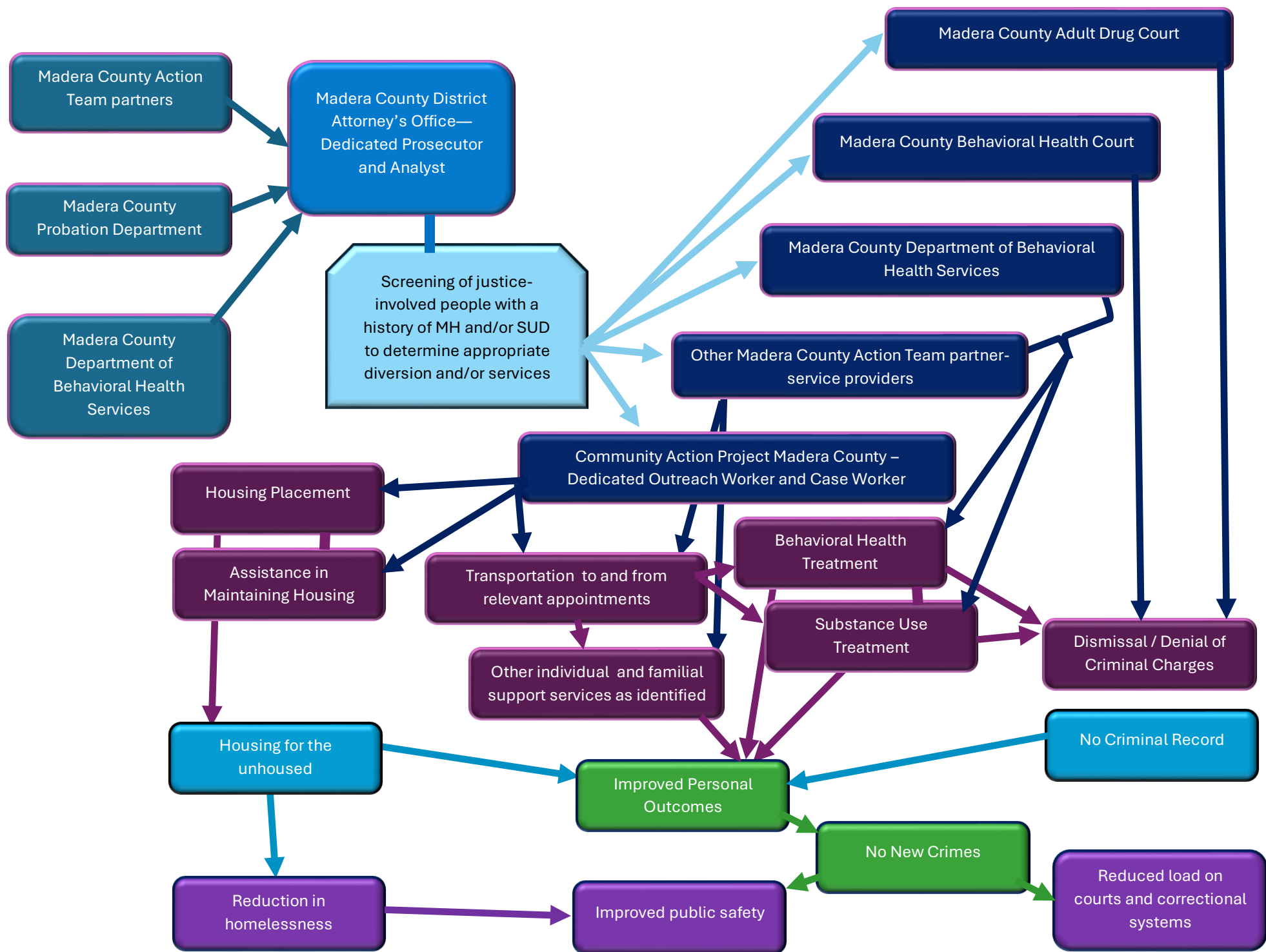
EVIDENCE OF SUCCESS

Formally, the Madera County Action Team for Community Safety Project will be considered “successful” if its outcome objectives are met at the end of the funding period. Namely, if individuals experiencing mental illness, substance use disorder, and / or homelessness are successfully diverted through Adult Drug Court and Behavioral Health Court programs, attain stable housing, experience a reduction in mental illness or substance use disorder symptoms, obtain education and/or employment and refrain from engaging in behaviors that are grounds for arrest.

Lasting community impacts in the forms of a reduced crime rate, lower recidivism, economic improvement, and a reduction in the rate of individuals experiencing homelessness could ultimately be attributed to this Project should it meet or exceed its objectives.

APPENDIX A

Madera County Action Team (MCAT) for Community Safety Project
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