MARIN COUNTY HEALTH AND HUMAN SERVICES

Proposition 47 Grant Program

Local Evaluation Plan

Prepared by: Bethany Dominik

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Project Background

Project Description

Our population of focus for the Marin County Prop 47 grant is County residents who have been arrested, charged, and/or detained by the criminal justice system and have a history of repeat, low level offenses due to homelessness, mental health disorders, and in some cases co-occurring substance use issues. Within our population of focus, Cohort 2 will aim to engage transitional aged youth and Spanish speakers. Homelessness, combined with behavioral health disorders, negatively impacts the ability to make and keep appointments or stay in treatment, even when required by the court. When these individuals are required to complete court ordered activities or provide some level of restitution, the Judges and Prosecutors do not have the resources to assist, supervise or to track progress and compliance. Repeat offenses put a strain on court resources, attorney hours, and law enforcement.

Many of the rehabilitative services this population needs do exist in the county's system of care, or are under development; the problem seems to be a need for assistance and guidance with enrollment, transportation, and navigating the system, combined with providing a motivation to comply, and housing stabilization. The Prop 47 planning team projected that a well-planned diversion program may be able to reach and engage an estimated 270 low level repeat offenders during the grant period with the goal of completing court requirements and avoiding future contact with the justice system.

Two (1.5 FTE) Justice Care Coordinators currently staff this project and we are adding two (1.5 FTE) additional Recovery Coaches for Cohort 2. At least one will be a bilingual Spanish speaker to meet the needs of our population. The RCs will provide similar case management services as the JCC with particular focus on substance use recovery. The RCs will provide assessment and case management services as required by the individual. Our goal is to be flexible and meet client identified needs first. For example, individuals will receive housing assistance and guidance to assess if they are eligible for some of the housing opportunities that exist. Individuals may continue to receive services from the RCs until they satisfy the requirements set by the court for which they were referred to the RC. However, they will likely continue to receive services from substance abuse treatment, mental health services, housing support and other providers to which they were referred by the RC. Clients may be disenrolled from RC services after six months of non-contact.

> **Successful completion of RC services:** 1) Completed an initial strengths and needs assessment interview leading to the creation of a case plan; and 2) Accepted referrals and engaged in or obtained services, which may include ongoing RC support and monitoring; and 3) Satisfied court requirement for which the individual was referred to the RC.

> **Unsuccessful disenrollment from RC services:** 1) Refused services/referrals or contact with RC after enrolling in services and signing consent form; or 2) Moved out of county prior to completing court required services for which RC was providing assistance; or 3) Acquired new felony criminal charges that preclude continued involvement with Proposition 47 services.

Goals & Objectives

Below are the goals, objectives and project activities of the project.

(1) Goal:	To help repeat offenders to improve their lives and exit criminal justice system involvement.		
Objective:	To improve court ordered compliance (i.e. showing up for hearings, appointments, services, and other court ordered activities) in our population of focus.		
Project activities that support the identified goal and objectives	Responsible staff/ partners	Timeline	
		Start Date	End Date
Case manager(s), assigned to the courthouse, assist judges and attorneys with clients who need assessments, referral for services, appointment reminders, transportation, and a warm hand off to services in order to comply with court orders	Project Manager (or designee) hires and supervises 2 independent contractors to work as Recovery Coaches	1/1/2020	12/31/2022*

*End date reflects no cost extension for Cohort 2 funding.

(2) Goal:	To reduce the impact of substance use in our population of focus.		
Objective:	To actively engage clients in substance use recovery services		
Project activities that support the identified goal and objectives	Responsible staff/ partners	Timeline	
		Start Date	End Date
Clients who have substance use disorder(s) receive substance use recovery counseling directly from the RCs and/or are referred and connected to substance use recovery program(s) in the community	Project Manager hires Recovery Coaches to provide and refer for substance use recovery services	1/1/2020	12/31/2022*

(3) Goal:	To reduce criminal behavior in our population of focus.		
Objective:	To use evidence supported programs and practices to reduce behaviors that lead to frequent contact with law enforcement, re-arrests and jail commitments, and which lead to long-term stability.		
Project activities that support the identified goal and objectives	Responsible staff/ partners	Timeline	
		Start Date	End Date
Case managers help clients to reduce criminal involvement through the use of recovery activities, enrollment in public benefits, life skills training, employment/education/ training, housing assistance, restorative justice, and civil legal assistance.	Project Manager works with providers and agencies to deliver integrated, whole person services.	1/1/2020	12/31/2022*

Project Performance

Project performance will be assessed through the following approaches:

- Key project staff will meet monthly to review program implementation progress and identify successes, challenges, and strategies for addressing challenges. This will be documented and included in the quarterly reports to BSCC. The Local Advisory Group will meet quarterly to review project progress.

- The Evaluation Working Group will monitor program fidelity to ensure the intervention is implemented as intended. During meetings we will review learnings from the Prop 47 Database on key performance indicators including referrals to RCs, program enrollment, case management indicators and program completion.

- Annual satisfaction assessments will provide information on program implementation from the perspective of the participants. Methods may include interviews, focus groups, surveys or Journey Mapping.

Data Management

Prop 47 Participant Database - A Microsoft Access Database customized by BHRS staff for the project was created to track and report the number of individuals referred to the project, number enrolled, number placed in permanent housing, client contacts and services, referrals made and their outcomes, and the duration / retention in the program. The database will record compliance with court requirements and report the number of individuals completing the terms of conditional sentences. The RCs will enter client encounter data directly into the database ongoing. The evaluator will have access to the database or queries generated from it to analyze for evaluation reports and quarterly reporting to BSCC.

Self Sufficiency Matrix - Quality of life measures will be taken from the Self Sufficiency Matrix. The RCs will be trained in completing the assessment collaboratively with the client at baseline and follow up. This tool will also be helpful as the participant and RC work to prioritize issues and prepare a case plan. Qualitative changes in life functioning that can affect contact with the justice system will be captured by the Self Sufficiency Matrix, which is comprised of 25 outcome scales (mental health, substance use, access to food, safety, income, housing, life skills, etc.). The scoring at baseline and follow up will be used by the RCs as they work with individuals and document their progress along a continuum from in-crisis to thriving. Assessment results will be entered into the participant database. Analyses will examine the number and which measures are used for case plans and change from initial to final assessment. Each measure is assessed on 0-10 point scale with five benchmarks (In-Crisis, Vulnerable, Safe, Stable and Thriving) with a detailed rubric for each level. This will also provide a simple baseline status for each individual for the key background variables of housing and behavioral health needs.

Justice Involvement - Information on court compliance and criminal justice involvement during and after completing participation will be gathered in coordination with representatives from the Public Defender, District Attorney's office and Probation to measure recidivism as defined by the BSCC. For post program recidivism, the evaluation will work with the DA's office and Public Defender to extract that information from their data systems for justice involvement occurring in Marin County. In Cohort 1 we successfully worked with the District Attorney and Public Defender to justice related data on clients, and are looking to formalize this data sharing through a data sharing MOU.

Research Design

Process Evaluation

Participation – The Prop 47 Database will be a rich source of data on participants and participation. We anticipate generating reports from queries on a quarterly basis to answer the following questions.

- Prop 47 participation:
    - How many individuals were referred to the RCs and what is their age, gender and racial/ethnic distribution?
    - How many individuals met with RCs and what is their age, gender and racial/ethnic distribution?
    - What percent of clients are SMI vs. Mild-to-Moderate?
    - How many individuals engaged in services with the RCs (i.e., created a care plan and received assistance and/or referrals) and what is their age, gender and racial/ethnic distribution?
    - How long are individuals engaged in RC services and what does the pattern of that engagement look like (e.g., steady, intermittent)?
- Service Referral participation (note Prop 47 participation and Service Referral participation are not mutually exclusive):
    - To what services were program enrollees referred and what was the outcome of the referral (e.g., on waiting list, engaged in services, did not qualify)?
- How does case management look different or similar between those with active Prop 47 case management and those primarily receiving services as a result of a Prop 47 referral? What is the range of encounters and what type of services do RCs provide (e.g., assessment, case planning, making and following up on referrals, providing transportation, etc.)?
- What impact are we having on service linkages?
- What proportion of participants complete court orders and exit the program?
- What is the best implementation and process for this intervention and most effective in the court setting (e.g., specialized court vs. access to all misdemeanor court calendars)?

Evaluation of Program Principles - The primary anticipated barrier to engaging the target population is that many do not trust the system, and/or do not believe they need behavioral health care. This is where the relationship developed between the RC's and the client can help the client resolve any ambivalence. Clients will take a primary role in prioritizing their needs and we seek to meet the client where they are at with this process. We believe that these principles are so critical to our success in this effort that they qualify as an evaluand.[1] Project principles will be assessed through project staff interviews and client satisfaction assessments.

Fidelity – The Prop 47 project presents an innovative and new model for working and supporting people with misdemeanors in the Marin County court system. The evaluation will track how this model is

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[1] Patton, M.Q. *Principles-Focused Evaluation: The GUIDE*. (2017). Guilford Press.

working for participants, project staff and justice system partners (DA, PD, probation, bench officer). It is possible and perhaps likely that adjustments may need to be made to the model. The evaluation will document the intentional changes to the model to meet the needs of participants and also monitor that program implementation adjustments are not incidental or unintended. The scope of this fidelity assessment does not extend to the programs to which we refer our participants, as there are other mechanisms in place in the county for this purpose. However, if our clients are facing access or retention issues with services to which they were referred, the RCs will support them in this respect including communicating with program staff.

Participant Satisfaction – Annual satisfaction assessments will inform the model's development. Issues may arise that negatively mediate outcomes and these may be addressed. Methods of satisfaction assessment will be adapted to fit the questions to be answered and characteristic of our participants. The evaluator will consult with the Project Director and RCs when planning the satisfaction assessment. Data collection can take the form of individual interviews, surveys, focus groups, Journey Mapping or a combination of these. Journey Mapping is an approach used by the technology sector to map the experience of users of online applications. More recently, it is being used to map the experiences of participants of health and human services programs and identify areas of improvement. One potential use of this approach is for our project staff and justice partners to map their perception of the program and compare that to a journey map created by participants. RCs and Case Managers at other community services may collect surveys and participant stories and share these with the evaluator.

Outcome Evaluation

Participant Eligibility and Comparison Group

Our expectation is that all qualifying individuals in this court calendar will be referred to program services and that we can accommodate all of those individuals. Thus, there is no existing concurrent comparison group. Using a quasi-experimental design we will compare individual level justice involvement and court involvement measures before and after engaging in program services.

Design

A pre-post analysis will look for a change (decrease) in the number of arrests, convictions, and jail commitments in Marin County (comparing the prior 12 months to the subsequent 12 months), and a decrease in the number of missed court appearances. Findings of the evaluation (data analysis, qualitative and quantitative measures) will be used determine whether the project "worked" to reduce recidivism and improve the quality of life for participants and stakeholders.

Outcome Measurement

Quality of Life - Quality of life measures are seen to be the mediating factors to completing court requirements and avoiding future justice involvement. The Self Sufficiency Matrix assesses 25 client-oriented outcome scales including: Access to Services, Career Resiliency/Training, Childcare, Clothing, Education, Employment, English Language Skills, Food, Functional Ability, Housing, Income (Self-Sufficiency Standard), Income (Area Median Income), Income (Federal Poverty Level), Legal, Life Skills (Household Management), Life Skills (Human Resources), Life Skills (Financial Matters), Life Skills (Setting

Goals & Resourcefulness), Mental Health, Parenting, Physical Health, Safety, Substance Use, Support Systems and Transportation.[2]

We will not be working on all measures for all clients, only on those that the RC and participant mutually agree to address. It is likely that early on they will select those few critical to basic survival (e.g., food and shelter) and later add items as they make progress on their plan. The RC will conduct an assessment with the Self Sufficiency Matrix when a client enters services. It will be re-administered at six-month intervals thereafter. The evaluation will look at which items are being selected to work on as well as progress made on these as well and their relationship to justice outcomes. Questions to be addressed include:

- For how many individuals who meet with a RC is a Self-Sufficiency Matrix completed?
- Which items are selected to rate for the first assessment/case planning episode? Which ones at subsequent assessments?
- What is the change in sufficiency level from first to last assessment?
- Does sobriety and services for mental health issues create real change?

Court Ordered Compliance – During their involvement in the program we will measure court ordered compliance and completion.

- Were there reductions in missed court dates?
- Was there better compliance with court-ordered activities (e.g., enroll in drug treatment, attend job training etc.)?
- What percent of clients completed their conditional sentence?
- Was there a reduction in months to complete conditional sentences for this high need population?

Referred Program Completion – During their involvement in the Prop 47 program we will measure the status of referrals to mental health programs, substance use disorder programs and diversion program in the community. The definition of completion in these programs will be determined by the referred program but at minimum will be determined in the client was connected to and received services from the program

Recidivism – The first goal of this project is to help repeat offenders to improve their lives and exit criminal justice system involvement. We will track any new criminal justice involvement during the program and following their involvement for as long as funding is maintained.

The state mandated definition of recidivism is conviction of a new felony or misdemeanor committed within three years of release from custody or committed within three years of placement on supervision for a previous criminal conviction (PC Sec. 6046.2(d)). "Committed" refers to the date of the offense, not the date of conviction. For purposes of this project, we will measure recidivism starting at program completion, which is defined as satisfying all requirements of the court orders. This will be measured at

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[2] Self-Sufficiency Matrix: An Assessment and Measurement Tool Created Through a Collaborative Partnership of the Human Services Community in Snohomish County, revised August 1, 2010

6 months, 12 months, 24 months and 36 months after program completion or until the end of grant funding.

Additional Participant and Organizational Outcomes – In order to capture those outcomes that may not be reflected in the quantitative data collection approaches or for which there is additional exploration of findings require, we will use Ripple Effect Mapping (REM).[3] This qualitative methodology is based on open-ended group interviewing and participatory engagement of participants. REM is a form of mind mapping, a diagramming process that represents connections hierarchically (Kollock, et al., 2012). Stakeholders are convened and interview each other on the impact of the program using Appreciative Inquiry based questions. The group then collectively maps (using free Mind Mapping software or papers and tape on a wall) the effects or ripples of the intervention. This process engages the entire group and provides opportunities for participants to make connections among program effects. After the session, the evaluator may need to reorganize the mind map and collect additional detail by interviewing other stakeholders. The data produced in the mapping process can be coded in a variety of ways. For example, the "ripples" can be coded as short-term knowledge, skill, or attitude changes; medium-term behavior changes; and long-term changes in conditions. Outcomes may include those experienced and reported by the participants themselves and as observed from program staff. We will also seek to identify impacts on the court system.

Human Subjects Protection

BHRS has budgeted to have the evaluation plan (design, methodology, tools, consent forms, and treatment of human subjects) submitted to an Institutional Review Board (IRB). This will allow outcomes and evaluation findings to be shared publicly, not only with project staff, but also with governing bodies, stakeholders and constituents. Local IRBs the County has worked with include Marin General Hospital and Dominical University.

Participant's personal identifying data will be maintained on a password protected databases on a server behind a county firewall. Evaluation data will be presented in aggregate form and not identify individuals. Clients sign a consent form to participate in services and the evaluation activities.

Reporting Results

Dissemination will include sharing the final evaluation report on the Marin County website, with permission from the BSCC, and submitting the report to the Board of Supervisors and Division Heads. Final report for Cohort 2 funding is due to the BSCC May 15, 2023. Lessons learned along the way will be shared with the court system using a data-to-action framework. This is a team-based process that employs rapid feedback cycles to produce real-time information which stakeholders can act upon during a project's implementation phase. The evaluator will work to provide timely, relevant and actionable evaluation data to provide the necessary feedback on approaches. The Evaluation Working Group and LAP represent a variety of stakeholders who may find the data valuable.

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[3] Kollock, D.H. et al. (2012). Ripple Effect Mapping: A "Radiant" Way to Capture Program Impacts. *Journal of Extension* [On-Line]. Volume 50 Number 5 Article Number: 5TOT6
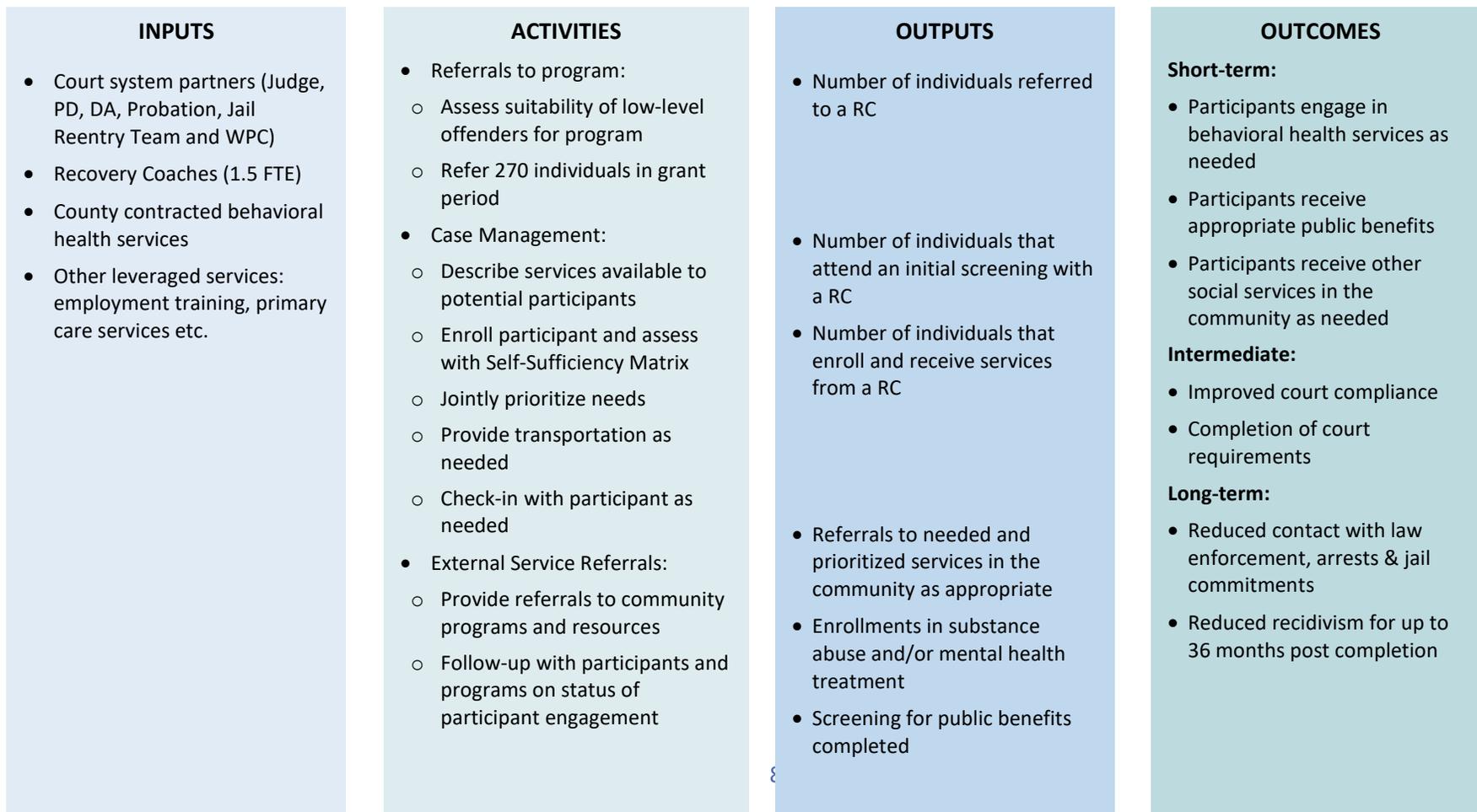
Marin County Prop 47 Logic Model

Problem Statement: County residents who have been arrested, charged, and/or detained by the criminal justice system and who have a history of repeat, low level offenses due to homelessness, mental health disorders, and in some cases co-occurring substance use issues struggle to make and keep appointments or stay in treatment, even when required by the court. When these individuals are required to complete court ordered activities or provide some level of restitution, the Judges and Prosecutors do not have the resources to assist, supervise or to track progress and compliance.

Goal 1: To help repeat offenders to improve their lives and exit criminal justice system involvement.
Goal 2: To reduce the impact of substance use in our population of focus.
Goal 3: To reduce criminal behavior in our population of focus.

INPUTS	ACTIVITIES	OUTPUTS	OUTCOMES

• Court system partners (Judge, PD, DA, Probation, Jail Reentry Team and WPC)
 	
• Recovery Coaches (1.5 FTE)
 	
• County contracted behavioral health services
 	
• Other leveraged services: employment training, primary care services etc.
	• Referrals to program:
	  o Assess suitability of low-level offenders for program
	  o Refer 270 individuals in grant period
	• Case Management:
	  o Describe services available to potential participants
	  o Enroll participant and assess with Self-Sufficiency Matrix
	  o Jointly prioritize needs
	  o Provide transportation as needed
	  o Check-in with participant as needed
	• External Service Referrals:
	  o Provide referrals to community programs and resources
	  o Follow-up with participants and programs on status of participant engagement
		• Number of individuals referred to a RC
		
		• Number of individuals that attend an initial screening with a RC
		
		• Number of individuals that enroll and receive services from a RC
		
		• Referrals to needed and prioritized services in the community as appropriate
		
		• Enrollments in substance abuse and/or mental health treatment
		
		• Screening for public benefits completed
			Short-term:
			• Participants engage in behavioral health services as needed
			
			• Participants receive appropriate public benefits
			
			• Participants receive other social services in the community as needed
			
			Intermediate:
			• Improved court compliance
			
			• Completion of court requirements
			
			Long-term:
			• Reduced contact with law enforcement, arrests & jail commitments
			
			• Reduced recidivism for up to 36 months post completion

Prop 47 Data Points and Sources

VARIABLES	WHO COLLECTS	WHEN COLLECTED	METHOD/TOOL/STORAGE
Identifying/Contact information o Name o DOB o Phone, address, o Alternative contact	RC obtains from client & PD	Initial contact with RC	Prop 47 Database
Demographics o Gender of record & Gender preference o Age o Race/ethnicity o Marital/partner status o Children & custody status o Current housing status o Level of education o Current employment status	RC obtains from client	Initial or first follow-up contact with RC	Prop 47 Database
Client Flow through program o Date referred to RC o Date of initial screening with RC o Date completed first case management assessment o Dates of contact with RC and type (call, in-person visit, coordination, etc.) o Exit date and completion status	RC	Ongoing	Prop 47 Database
Behavioral Health Status o Substance abuse disorder o Mental Health disorder: mild/mod or severe	RC clinical interview with client	Assessed at initial contact with RC. Updated as needed	Clinical case notes; referrals for services in Prop 47 Database
Referrals to services (housing, MH, AOD, substance use disorder services, eligibility worker, county case management programs, other) o Date referred o Service o Provider o Outcome (enrolled, waiting list, refused, not eligible etc.)	RC	Ongoing	Prop 47 Database

VARIABLES	WHO COLLECTS	WHEN COLLECTED	METHOD/TOOL/STORAGE
Public Benefits (if receiving, date, notes) o Cal Fresh o GA o Medi-Cal o Housing assistance o SSI o Other	RC obtains from client and/or eligibility worker	After client meets with eligibility worker	Prop 47 Database
Support Services (note if received from Prop 47 RC or through external community referral) o Assistance with Food o Basic Necessities o Case Management o Civil Legal Services o Education Services o Employment Services o Housing Support o Social Services o Transportation Assistance o Other Support Services	RC	Data will be collected when known by RC (e.g. client self-referral, correspondence with external agency)	Prop 47 Database
Quality of life indicators (housing, health, economics, medication management, education, employment, etc.)	RC and client complete together	First follow-up contact and every six months or sooner if needed	Self-Sufficiency Matrix; results stored in Prop 47 Database
Court requirements & compliance o Case #s & date? o CII# o IDIP o Failure to Appear (or percentage of court dates successfully appeared) o Court requirements for which they were referred to RC	Obtain appearance data from Public Defender County IST, Dongfen Gao	Run queries quarterly and create portal of RCs	Send quarter data reports to Evaluator; Store court orders for which RC is providing support in Prop 47 database
Recidivism o Probation, Parole, PRCS Status o Prior Arrest o Prior Convictions o Past charges and history for comparison	Jillian (SRPD & AB 109) provides data during program on a periodic basis OR		Evaluator will send PD Brian Morris list of clients. PD will identify Case#. IT will look up data in Gideon. May need confirmation of date of offense (recidivism) from DA.

VARIABLES	WHO COLLECTS	WHEN COLLECTED	METHOD/TOOL/STORAGE
o Recidivism during and after program: detentions with arrests, arrest dates, charges, convictions and other outcomes during program and through end of project period	PD IT dept with DA confirmation Brian Morris (PD) working with Dongfen Gao		
o Jail days	Michelle Funez, Jail MH Supervisor	At time of two year and final report	Evaluator sent Michelle a spreadsheet with names and date ranges 6 mo before and after entry to RC services. Dan Kling, IT manager for the sheriff filled in the total days in jail for each client.
Client satisfaction	Evaluator	Annually	Focus group, interviews and/or survey