MARIN COUNTY HEALTH AND HUMAN SERVICES
Proposition 47 Grant Program
Cohort 3
Local Evaluation Plan

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Project Background

Project Description

Our population of focus for the Marin County Prop 47 cohort 3 grant is county residents who are eligible for one of the collaborative court programs and in need of housing stability. 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.

Our data shows that Marin County 's collaborative justice courts, diversion programs, mental health treatment, and substance abuse treatment have reduced recidivism, which we believe will result in cost savings for residents and a safer community. Our current proposal for funding that focuses on supportive housing which will build on those successes by ensuring that sober living housing is available for collaborative justice court participants in behavioral health treatment.

The sober living environment will have 6 beds, allowing for a small and supportive community of individuals working towards their recovery goals. Services will include a live-in peer counselor and a case manager in the delivery model. The peer support and case management services will be tailored to the unique needs of individuals in the collaborative justice court, providing them with the resources and support necessary to successfully complete the program and maintain their sobriety. The goal of the project is to improve the outcomes of the collaborative court program by providing individuals with a safe and supportive living environment that promotes recovery and reintegration into society. Funding will also provide the cost of short-term emergency housing for clients who are waiting for a bed in a sober living environment, and funding to assist with the eventual transition to permanent housing, upon discharge from the house and may include financial assistance for security deposits, utilities, furniture, and transportation.

Goals & Objectives

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

(1) Goal:	To reduce housing instability in our population of focus.		
Objective:	To stabilize collaborative-court-involved individuals through supportive housing and case management support.		
Project activities that support the identified goal and objectives	Responsible staff/ partners	Timeline	
		Start Date	End Date
Clients who are eligible for one of the county's collaborative justice courts and are homeless or precariously housed are placed in beds and provided with wrap-around supportive case management services.	Project Manager and Designee work to secure 6 beds. Funding has been provided to provide case		

		management services and live in peer support.		
(2) Goal:		**To help participants 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), assist judges and attorneys with clients who need assessments, referral for services, appointment reminders, transportation, and a warm handoff to services in order to comply with court orders		Designee hires and supervises 1 case manager and 1 live-in peer support		
(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 manager 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 agencies to deliver integrated, whole person services.		

Project Performance
Project performance will be tracked 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 CM, program enrollment, case management indicators and program completion.

- Annual satisfaction assessments will provide information on program implementation from the perspective of participant. 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 will capture and report the number of individuals referred to the project, number enrolled, number placed in permanent housing, and referrals to treatment and other rehabilitative services. The database will record compliance with court requirements, and report the number of individuals completing the terms of conditional sentences. The CMs 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 CM 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 CM 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 CM 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 involvement during the program, the CM will enter that into the database. For post-program recidivism, the evaluation will work with the DA's office and Probation to extract that information from their data systems for justice involvement occurring in Marin County. We do not yet have data-sharing MOUs in place but expect to shortly after convening the Evaluation Working Group.

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.

- How many individuals were referred to the CM and what is their age, gender and racial/ethnic distribution?

- How many individuals met with the CM 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 CM (i.e., created a care plan and received assistance and/or referrals) and what is their age, gender and racial/ethnic distribution?

- 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)?
- What does case management look like for this group? What is the range of encounters and what type do CM provide (e.g., assessment, case planning, making and following up on referrals, providing transportation, etc.)?
- What impact are we having on service linkages?
- How long are individuals engaged in services and what does the pattern of that engagement look like (e.g., steady, intermittent)?
- What proportion of participants complete court orders and exit the program?

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 CM'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 misdemeanants in the Marin County court system. The evaluation will track how this model is 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 CM 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 CM 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.

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

Outcome Evaluation

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 CM 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 CM 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 CM 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?

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"

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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

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 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.

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 to improve the diversion program and determine whether the project "worked" to reduce recidivism and improve the quality of life for participants and stakeholders.

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.

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.

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.

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. Lessons 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.

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 housing instability, 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 reduce homelessness in our population of focus.

Goal 2: To help participants improve their lives and exit criminal justice system involvement.

Goal 3: To reduce criminal behavior in our population of focus.

INPUTS	ACTIVITIES	OUTPUTS	OUTCOMES

• Court system partners (Judge, PD, DA, Probation)
• Case Manager (CM)
• 6 beds at SLE
• Live-in peer support
• County contracted behavioral health services
• Other leveraged services: employment training, primary care services etc.
• Behavioral health co-pays
• Public Benefits enrollment specialist
	• Referrals to program:
	  o Assess suitability of offenders for program
	• Housing Support:
	  o Provide housing support to participants
	• Case Management:
	  o Describe services available to potential participant
	  o Enroll participant and assess with Self Sufficiency Matrix
	  o Jointly prioritize needs
	  o Provide referrals and follow-up
	  o Provide transportation as needed
	  o Check-in with participant as needed
		• Number of individuals referred to a CM
		• Number of individuals that attend an initial screening with a CM
		• Number of individuals that enroll and receive services from a CM
		• Referrals to needed and prioritized services in the community as appropriate
		• Enrollments in substance abuse and/or mental health treatment
			Short-term:
			• Participants receive housing for which they are eligible
			• Participants engage in behavioral health services as needed
			• 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

Data Points and Sources

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

VARIABLES	WHO COLLECTS	WHEN COLLECTED	METHOD/TOOL/STORAGE
o **Housing assistance** o **Other**			
Quality of life indicators **(housing, health, economics, medication management, etc.)**	CM 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 **Charges** o **Court orders** o **Date each order assigned & completed** o **Failure To Appear** o **Date completed all court requirements and case closed**	Obtain from Nathan LaForce, County IST	Run queries quarterly and create portal of CM	Send quarter data reports to Evaluator; Store court orders for which CM is providing support in Prop 47 database
Recidivism o **Past charges and history for comparison** o **Recidivism during and after program: detentions with arrests, arrest dates, charges, convictions and other outcomes during program and through end of project period**	Client or Probation obtain rap sheets; Jillian (SRPD & AB 109) provides data during program on a periodic basis	Rap sheets obtained at program entry and conclusion of project funding.	ROI signed by client. Evaluator will extract information from rap sheets and analyze. If possible enter into client tracker
Client satisfaction	Evaluator	annually	focus group, interviews and/or survey