

Monterey County Health Department

Behavioral Health Bureau

Prop 47 Cohort II Project

Local Evaluation Plan

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Project Background

Overview of Project

The Monterey County Prop 47 Cohort II project will continue to offer recently implemented culturally and linguistically competent Cohort I services including an outpatient and residential substance use disorder treatment program in King City; job training, civil legal, case management services, and social and employment supports in South Monterey County (South County); a centrally located Sobering Center in Salinas to divert people from jail and provide an opportunity for intervention. These programs serve 20% of the safety net population that had previously struggled to access care; in South County 89% of the safety-net population is Latino.

By expanding a newly developed network of services, Cohort II funding will allow us to continue to address regional inequity and assist people who are struggling with mental illness and substance use disorders avoid engagement with the criminal justice system. A baseline analysis of the reclassified population totaling 1,103 petitions since 2014 showed that 41% of those seeking reclassification did so based on charges related to possession of a controlled substance. Of those rearrested within two years of reclassification, 15% were arrested on charges associated with substance abuse, the highest-ranking cause of recidivism. Further, only 30% of the individuals reclassified have received substance use or mental health treatment. The complex nature of these disorders and their impacts on an individual's risks for repeat offences underscores the importance of building an integrated system of treatment and support services. Cohort II funding will allow us to expand substance use disorder treatment services in rural South County and add three new prevention and diversion program services including:

1. A Jail In-reach and Liaison program that will consist of a clinician who will provide individuals in Monterey County Jail with education on available services, engage them while still incarcerated, directly link clients as they are released to ensure they access needed treatment and reduce recidivism.
2. A Mental Health Diversion Program will offer a new collaboration with Monterey County Behavioral Health the Monterey County Public Defender's Office, the Monterey County District Attorney's Office, and the Superior Courts of Monterey County, meeting the needs of the newly implemented AB1810 Mental Health Diversion legislation by providing assessment, treatment planning, case management, and supportive services.
3. The Housing Resource Center (HRC) will provide reclassified and post recovery individuals with housing resources, i.e., rental assistance, rapid rehousing, and supportive case management to stabilize housing for clients and their families and to assist clients in maintaining their recovery.

Further integration will improve access to services aimed at helping individuals who are struggling with mental illness and/or substance use disorders to engage and remain in recovery and reduce recidivism. MCBH successfully utilized Prop 47 Cohort I funding to establish new collaboratively delivered services in the underserved, rural, mainly Latino region of South

County, as well as leverage resources to attract millions of new local dollars to help implement the “No Zip Code Left Behind” Project.

This second round of funding has allowed our community-based organizations to provide services in this region in a manner that would otherwise, have been impossible. Cohort II funding will help us to build upon long-standing collaborative relationships with our public and private non-profit community partners to help people struggling with mental illness and substance use disorders to remain in treatment, avoid engagement with the criminal justice system, reduce regional health inequities and ultimately, reduce recidivism in Monterey County. Figure 1 summarizes the Prop 47 Cohort 2 project theory described in this section in graphical form.

Figure 1. Cohort II: Project Theory

<p><u>Strategies (Implement new):</u></p> <ul style="list-style-type: none"> • Outreach efforts • SUD residential services • SUD outpatient services • Diversion programs: Sobering Center, Mental Health Diversion, Jail In-reach & Liaison • Re-entry vocational/employment support • Case management and therapy service • Housing supports • Legal Representation Supports 		<p><u>Assumptions (Program will work because):</u></p> <ul style="list-style-type: none"> • Target population is reached • Facilities/personnel are secured for new services • New clients (previously not served) can access MH and SUD treatment to reduce their recidivism • Local law enforcement will embrace diversion program that reduces jail overcrowding and holding of intoxicated individuals • Housing and employment are secured for participants 	
<p><u>Problem:</u> Recidivism rate for individuals with mental health and substance use disorders in Monterey County are too high.</p>			
<p><u>Influential Factors:</u></p> <p><u>Recidivism Risk Factors</u></p> <ul style="list-style-type: none"> • Substance Use Disorders (SUD) • Clinical history (MH disorders) • Criminal history • Barriers to stable employment • Barriers to stable housing <p><u>Recidivism Protective Factors</u></p> <ul style="list-style-type: none"> • Successful SUD & Mental Health (MH) treatment • Outpatient support programs • Diversion programs 		<p><u>Community Needs:</u></p> <ul style="list-style-type: none"> • Limited SUD treatment available in South County • No Jail diversion programs • Limited MH treatment available in South county • Medically underserved area (MH professionals) • Predominantly agricultural employment resulting in high seasonal employment and high poverty rates • Language spoken at home is mostly Spanish or (Central-American) indigenous languages • Large proportion of undocumented immigrants • Lack of affordable housing. 	
		<p><u>Desired Results:</u></p> <ul style="list-style-type: none"> • Increase access to SUD and MH services for target population • Increase number of individuals from target population who are able to manage SUD • Reduce frequency/severity of crimes committed by target population • Reduce participants’ recidivism by addressing SUD & MH needs 	

Project Goals and Objectives

As part of the program theory, the strategies are grouped into three main components: 1) Reduce Recidivism by linking the reclassified and target population to services and supports, 2) Divert individuals with behavioral health needs from the criminal justice system, and 3) Reduce regional inequity by assuring access to substance use treatment. Table 1 summarizes the process and outcome measures for each project goal that will be used in the evaluation of the Cohort II implementation. Figure 2 outlines the project logic model including the inputs, activities, outputs and expected outcomes.

Table 1. Cohort II: Project Goals and Process and Outcome Measures

Process Measures	Outcome Measures
Goal 1: Reduce Recidivism by linking the reclassified and target population to services and supports.	
Provide a full array of services to help the reclassified and target population rebuild their lives and engage in needed treatment and recovery services and supports.	<ul style="list-style-type: none"> Reduce the 2-year recidivism rate from current baseline of 38% to 28% in the reclassified and target population. Successfully reclassify 100 individuals and/or successful petitions for dismissal per year Place 25+ individuals in housing
Goal 2: Divert individuals with behavioral health needs from the criminal justice system.	
<ul style="list-style-type: none"> Develop a Mental Health Diversion collaboration Develop Jail in-Reach & Liaison program Operate sobering center 	<ul style="list-style-type: none"> Divert 40 individuals per year from the criminal justice system into needed treatment. Educate 200 incarcerated individuals about services available. Link 40 individuals from the jail directly into services Divert 100+ individuals from jail by operating a Sobering Center.
Goal 3: Reduce regional inequity by assuring access to substance use treatment	
<ul style="list-style-type: none"> Provide residential services to at least 40/yr Provide outpatient treatment and recovery services to 75 individuals per year. 	<ul style="list-style-type: none"> 60% of individuals will complete treatment having met their goals. 75% of individuals served will be Latino/Hispanic and reside in South County.

Figure 2. Cohort II: Project Logic Model

Inputs	Activities	Outputs (per year)	Outcomes
<ul style="list-style-type: none"> Additional recruitment funds & strategies Additional SUD and treatment facilities & services Additional Sobering center Services New diversion programs Additional mental health treatment services 	<ul style="list-style-type: none"> Expand outreach efforts Expand residential services Implement new out-patient services Expand funding for (diversion) Sobering Center Expand re-entry vocational and employment support Implement new Mental Health Diversion program Implement new Jail In-reach program Implement new housing support services 	<ul style="list-style-type: none"> 100 clients/year are reclassified 25+ clients are placed in housing 30 clients gain stable employment Divert 40 clients/year from criminal justice system into treatment 200 incarcerated individuals learn about services available 40 individuals from jail are directly linked into services 100+ individuals diverted from jail by operating a Sobering Center 40+ clients provided residential SUD services 75 clients receive outpatient SUD treatment 	<ul style="list-style-type: none"> 60% of individuals will complete treatment having met their goals. 75% of individuals served will be Latino/Hispanic and reside in So. County (Outpatient and Residential SUD). 2-year recidivism rate (for reclassified) is reduced from current baseline of 38% to 28% in target population.

Evaluation Methods and Design

Process Evaluation

The process evaluation (second year evaluation report due August 15th 2021) will look at the extent to which all project activities are being implemented and whether the proposed outputs are being achieved as planned. Additionally, the process evaluation will assess the extent to which the data collection mechanisms, that will facilitate the outcome evaluation, are being implemented as required. The data collection, fidelity monitoring and research design for this evaluation are described in detail below.

Process Measures and Methodology

The process evaluation will describe how the project's activities were implemented and the level to which the outputs are being achieved. For this task the evaluation will use quantitative and qualitative data collected on an ongoing basis from each provider, with the measures for the process evaluation following directly from the activities and outputs described in the logic model. In addition to these measures, the evaluation will collect demographic information that will help describe, in detail, the population being served in terms of gender, age, ethnic background, location of residence, and housing situation among others. To track these measures the evaluation will rely on quantitative and qualitative data as described below:

Quantitative data: All providers involved in the collaborative that composes the Monterey County Prop 47 project are current contractors with the MCBH (many of whom are already providing services for the Cohort I project). As a result, privacy and data sharing agreements have already been established in each provider's contract with the majority already having received training in recording and reporting client data in AVATAR, the Electronic Medical Record (EMR) system managed by Monterey County Health Department (MCHD). As a part of the Cohort I project implementation process, MCBH created customized modules in AVATAR to collect information on all individuals served by each of the contractors. This will allow the evaluation to maintain information on project outputs for all of the Prop 47 Cohort II services including those listed in Table 2 on page 6.

Qualitative data: In addition to the administrative data used for quantitative analysis, the evaluation will collect qualitative data in two forms: (1) Interviews with representatives from each of the providers to assess fidelity in the implementation of their programs as established in their contractual agreements as well as their implementation barriers and successes and (2) additionally, the evaluation may use focus groups with participants in selected programs to gain client perspectives on quality of the services provided.

Outcome Evaluation

The outcome evaluation (final report due on May 15th 2023) will explore the extent to which the project had an impact on recidivism. The evaluation also assesses the impact of project services on other contributing factors to recidivism, such as clients' success in reducing or abstaining from alcohol and the extent to which participants from underserved areas were reached. The outcome measures follow directly from the logic model presented in Figure 2. The main outcome measure is client's recidivism. To measure programs' impact on recidivism, the evaluation will assess if participants are convicted of a (new) crime within a 2-year period after their initial intake into any of the Prop 47 grant funded programs.

The Cohort II project is composed of seven providers implementing about twelve different programs. Each of the programs serves individuals, according to their unique needs. Table 2 presents a description of the different agency providers and their services, as well as their specific eligibility criteria, and completion indicators.¹ Given that each program has a unique set of eligibility criteria and completion indicators, the evaluation will provide recidivism rates by program.

¹ Appendices A and B presents additional information on programs, services and providers by project goals.

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Table 2. Cohort II: Description of Providers, Services, Eligibility Criteria, and Completion Indicators

Providers	Services	Eligibility Criteria	Program Completion Indicator
MILPA	Recruit individuals eligible for Prop47 reclassification to misdemeanors. Identify individuals eligible for petitions for dismissal.	Individuals with felony charges eligible for re-classification under Prop 47 or petition for dismissal	Participant has successful reclassification/ dismissal outcome in court
Public Defenders Office	Process Prop47 reclassifications & petitions for dismissal	Individuals with felony charges eligible for re-classification under Prop47 or petition for dismissal	Participant has successful reclassification/ dismissal outcome in court
	Represent clients with Mental Health Diversion cases	Monterey County Judge will determine which cases are eligible and an assessment completed by Monterey County Behavioral Health will make recommendations	Cases are open for up to two years.
Sobering Center	Diversion for those arrested w/DUI or Public Intoxication	Individuals arrested by local police with 647(f) or 23152(a/b)	Participant leaves center on state of sobriety and receives information on available DUI and SUD services
Monterey County Behavioral Health	Integrated mental health and SUD assessment, referral, case management, and mental health treatment.	Individuals residing in South County with a diagnosed SUD or MH need and past contact with law enforcement.	Participant completes services as outlined in service plan.
	Collaborate with the court system on Mental Health Diversion Cases	Monterey County Judge will determine which cases are eligible and assessment completed by MCBH will make treatment recommendations.	Cases are open for two years.
	Monterey County Jail In-reach Program	Individuals that are incarcerated in Monterey County Jail	Individual receives knowledge about services and is successfully linked to an appropriate program.
Sun Street Centers	Substance Use Disorder treatment, outpatient and residential	Individuals residing (or history of) in South County with a diagnosed SUD or MH need and past contact with law enforcement.	Participant completes services as outlined in service plan.
	Sober Living Environment	Individuals residing in South County with a diagnosed SUD or MH need and past contact with law enforcement. Either a graduate from an SUD treatment program or currently in an SUD treatment program.	Individual successfully transitions to permanent housing. Services can be provided for up to six months.
Turning Point	Employment Services	Individuals residing in South County with a diagnosed SUD or MH need and past contact with law enforcement.	Individual obtains and maintains employment for 90 days
CRLA	Legal Assistance with housing, driving licenses, etc.	Individuals residing in South County with past contact with law enforcement.	Cases closed when case goal met.
Housing Resource Center	Rental assistance, rapid rehousing, and supportive case management to maintain housing	Individuals residing in South County with a diagnosed SUD or MH need and past contact with law enforcement. Must be currently open to Monterey County Behavioral Health for case management or a recent graduate from Sun Street Centers SUD programs.	When case goals are met. Services can be provided for up to six months.

Recidivism Outcomes Data

The measure of recidivism used in the evaluation will be based on participant's bookings and convictions in Monterey County. The evaluation will use data provided by the Monterey County Jail and data from the Superior Court of Monterey County to assess convictions associated with jail bookings. The jail bookings data will be supplemented with information on the offense type (violations, property, drug, person, traffic, etc.), offense severity (felony vs. misdemeanor), length of stay, and Court case number associated with the booking. Recidivism rates will be measured using county jail booking data from the Monterey County Sheriff's Office (SO) provided to MCBH quarterly. The jail bookings data will be matched to program participants by name and date of birth. MCBH already has historical jail booking data dating back to January 1998. Once a participant enters the program, their name and date of birth will be run against the jail bookings database to record all jail bookings and charges since 1998 until the date of the last report. The jail bookings data includes court case numbers, which will be matched with the Monterey County Court database to assess if the bookings resulted in actual convictions.

Research Design Used to Evaluate the Effectiveness of the Project

To assess the programs' impact on recidivism, the evaluation will conduct 2 types of analysis:

Pre-Post effect analysis: To assess the project's impact on recidivism, the evaluation will compare participant's jail bookings/convictions over a period of three years before access to Prop 47 project services to participant's jail bookings/convictions 2 years immediately following program intake. The evaluation will also compare the types of bookings and convictions in the pre- and post-project admission periods to determine aggregate effects on project clients.

Program vs. comparison group effects analysis: Client participation is voluntary in all of the Prop 47 project-related programs. For this reason, an experimental design that could assess the causal impacts of program participation will not be feasible for this evaluation. However, the evaluation will still attempt to approximate program impacts by comparing the recidivism of clients served by the Prop 47 project related programs to the recidivism of clients with "similar" gender, age, and past jail booking history who did not receive such services. This comparison group will be obtained from the jail bookings data described in the last section using a nearest neighbor matching procedure that matches each program participant with other individuals of the same gender, age, number of past jail bookings, and date of last jail booking.

Data Sharing/Collection Agreements

To ensure consistent data reporting, data collection/sharing agreements have been included in each of the project's service provider's contracts. Providers enter client information directly into AVATAR or submit individual-level data from their own internal information systems to MCBH. To ensure anonymity and confidentiality of medical records, data matches have been performed by MCHD personnel and then submitted to the ICCS evaluation team for analysis.

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Beyond contractual agreements with agency providers, the most important agreements for the evaluation are additional data sharing agreements with the Monterey County Sheriff's Office which provide the evaluation with periodic (quarterly) reports on all jail bookings in the local jail, and with the Monterey County Superior Court which will involve periodic data matches of case numbers with case outcomes (specifically convictions). To date, the MCBH does not have a data sharing agreement in place with the Sheriff's Office. However, we are in the process of obtaining such an agreement which will be expanded to include quarterly reports for this evaluation effort. The agreement with the Superior Court is in process and expected to be established in early 2020.

Participants with Multiple Interventions

One of the project's main intentions is that clients are able to get all the services they need regardless of their entry point into the project. In some cases, clients will receive only one service while others may receive multiple services. For example, a client entering the project through its Jail Inreach & Liaison program may end up obtaining SUD treatment, employment services, legal services, and housing assistance. It is impossible to forecast at this point which combination of programs and services clients will need due to their individual circumstances, which they will seek out and receive, and which they will make progress in and complete. Regardless, it is important to assess if different services and combinations of services had different impacts on recidivism outcomes. For this purpose the evaluation will use multivariate models to predict probabilities of recidivism as a function of different services and combinations of services.

Conclusion

The evaluator will provide MCBH with quarterly and annual reports. These reports will be written at a moderate literacy level using graphics as appropriate for greater understandability. All reports will be shared with the Prop 47 Local Advisory Committee as well as the Collaborative Justice Committee headed by our County Therapeutic Court Judge; these two committees will provide a venue for learning and collaboration. Additionally, annual reports will be presented to the Monterey County Board of Supervisors. To the extent approved by the BSCC, MCBH and its evaluator will present the program design, research methodology, and outcomes at annual conferences, such as the American Public Health Association or the American Evaluation Association, to support the respective communities of practice.

The Prop 47 Local Advisory Committee has been highly engaged in advising both Cohort I and Cohort II project implementation, witnessing transformation in South County individuals, and sharing in program outcomes. All of our collaborative partners, including those providing ongoing services under this second grant, will continue to build capacity through strengthening existing and establishing new relationships, addressing barriers and improving services and outcomes through their participation in this evaluation process.

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Appendix A. Cohort II: Project Work Plan

(1) Goal: Reduce recidivism by linking the reclassified population to services			
Objective: Within 6 months of reclassification engage population in the network of care that includes treatment and housing supports to reduce recidivism			
Project activities that support the identified goal and objectives	Responsible staff/partners	Timeline	
		Start Date	End Date
<ol style="list-style-type: none"> 1. Provide community education about opportunities to reclassify 2. Complete 100+ reclassifications and petitions for dismissal per year 3. Provide legal services to address fair housing and employment issues (75 individuals per year) 4. Provide housing support to 25+ of target population per year 	<ol style="list-style-type: none"> 1. MILPA 2. Public Defender 3. CRLA 4. Sun Street Centers/Housing Resource Center 	<ul style="list-style-type: none"> • Continuation of current service from Cohort I • Immediately upon signed agreement 	<ul style="list-style-type: none"> • Ongoing • Continuously through duration of program
(2) Goal: Divert individuals with behavioral health needs from the criminal justice system			
Objective: Begin operation of a mental health diversion program in collaboration with the legal system. Develop a Jail In-reach program that will engage this high-risk population by directly linking individuals from jail to treatment.			
Project activities that support the identified goal and objectives	Responsible staff/partners	Timeline	
		Start Date	End Date
<ol style="list-style-type: none"> 1. The Mental Health Diversion program will divert 40+ individuals with mental health disorders and/or addictive disorders from the criminal justice system 2. Operate a Sobering Center that diverts individuals from jail and links them to treatment 3. The Jail Inreach program will educate 200 individuals in jail and complete 50 warm hand-offs taking individuals from jail directly to treatment 	<ol style="list-style-type: none"> 1. Public Defender/Behavioral Health 2. Sun Street Centers 3. Behavioral Health/Turning Point 	<ol style="list-style-type: none"> 1. January 1, 2020 2. Continuation of current service from Round 1 3. January 1, 2020 	<ol style="list-style-type: none"> 1. Ongoing 2. Ongoing 3. Ongoing
(3) Goal: Reduce regional inequity by assuring access to substance use treatment			
Objective: Operate residential and outpatient substance use services in the South County region, including use of trauma informed evidence-based practices			
Project activities that support the identified goal and objectives	Responsible staff/partners	Timeline	
		Start Date	End Date
<ol style="list-style-type: none"> 1. Operate 10 bed residential facility serving a minimum of 40 individuals per year 2. Operate outpatient services serving at least 60 individuals per year 	Sun Street Centers	Continuation of current service from Cohort I	Ongoing

Appendix B. Cohort II: Agencies/Organizations and Services

	Agency/Organization	Services Provided
1	Monterey County Public Defenders' Office	Sentencing reclassification for target population and petitions for dismissal. Legal representation for mental health diversion collaboration.
2	Sun Street Centers	Diversion programs: All gender sober living environments, Sobering Center services where individuals can recover from intoxication in a supervised setting. All gender residential facilities, outpatient, intensive outpatient and recovery services.
3	Turning Point	Employment education, direct job placement, and job retention supports. An Outreach Coordinator to increase population engagement and referrals.
4	Motivating Individual Leadership for Public Advancement (MILPA)	Linkage to the Public Defender's office and work with them to reclassify clients from a non-violent felony to a misdemeanor and submit petitions for dismissal; as well as cultural healing groups.
5	California Rural Legal Assistance (CRLA)	Driver's license reinstatement, counseling regarding discriminatory housing and employment practices
6	Housing Resource Center (HRC):	Reclassified and post recovery individuals with rental assistance, rapid rehousing, and supportive case management to maintain housing
7	MCHD Behavioral Health	Integrated mental health and substance use assessment that addresses trauma and determines needed services.