

August 15, 2019

Solano County Health and Social Services, CA Proposition 47 Project Two-Year Preliminary Evaluation Report



Envisioning Justice Solutions
Inspiring Positive Change



Prepared by:
Nena Messina, PhD
Kira Jeter, MPH
Mari Senabandith

Solano County Health and Social Services, CA

Proposition 47 Project

Two-Year Preliminary Evaluation Report (PER)

8/15/19

Executive Summary

Project Description

This project is intended to deepen the capacity to provide residential drug treatment and the many services necessary throughout the continuum of recovery in order to sustain treatment gains. A significant concern is the lack of residential treatment beds in Solano County, which makes it difficult for someone engaged in treatment to also transition seamlessly to their community, support system, or even a job opportunity. Creating in-County resources will improve the ability for our residents to sustain the gains they make when they are in residential treatment. For others who do not need or opt-out of residential treatment, it is critical that they are in a safe and supportive living environment while engaged in outpatient services; for this reason, the project also emphasizes transitional housing and sober living environments. This continuum of services and housing is supported by a robust case management program that assists clients through the reentry phase and provides comprehensive services that help to address barriers toward their success. In addition, an attorney is dedicated to the program to assist with legal advocacy. The program operates with well-established collaborative relationships with jail-based programs, diversion partners, and other community outreach programs that serve the eligible population.

Solano County Health and Social Services (SCHSS) Organizational Progress

1. Is the project working as intended? Explain.
Yes, although there have been some delays.

SCHSS has encountered some delays launching the program and securing an additional detox and residential treatment facility in Solano County. However, the program is addressing the transition gap from jail to community for individuals who participated in jail-based programs, successfully engaging clients in their recovery, and witnessing significant and positive changes in our client's lives. Moreover, the system of care is stronger as a result of the Prop 47 program. Providers are working together to support clients, to improve care coordination, and to identify gaps, challenges, and develop strategies to address those.

2. What are the project accomplishments to date? (not outcome related)
 - Provider orientation and onboarding
 - Established a Prop 47 Provider Partnership
 - Building the capacity of providers through training and support
 - Strengthened the system of care
 - Created Prop 47 mission and vision

- Leveraged Prop 47 to acquire a technical assistance grant through the National Transitioning from jail to Community Initiative
- Established a Council on Reentry Solutions
- Held a highly successful Re-Entry Summit (standing room only)
- The Board of Supervisors proclaimed April 21-27, 2019 as Re-Entry Week in Solano County

3. What problems/barriers were faced and how were they addressed?

SCHSS most significant challenges related to:

- a. Project Launch: The contract with BSCC was not executed until October 10th, 2017. Until that time, SCHSS was unable to start the RFP process to secure vendors or for the Prop 47 Coordinator. Moreover, once the RFP was posted, qualified vendors did not apply to the RFP. A second release of the solicitation was necessary and caused further delays. The case management vendor was in place in April 2018, and SCHSS met the project goals for the clients served between April 2018 and April 2019.
- b. Securing a Detox/Residential Treatment Site: SCHSS did not launch full implementation efforts until the BSCC contract was in place (Contract Date: October 10th, 2017). Moreover, Solano County, as an east bay county, has been experiencing the effects of growth and migration in the Bay Area. Housing and building vacancy rates are extremely low limiting the available sites to house Detox/Residential Tx. There was also a lack of political will in some north county cities to support a Detox/Residential Tx facility even though the need is great. SCHSS found a vendor, Mission Solano, and began the contracting process in the spring of 2018. Mission Solano announced bankruptcy mid-way through the contracting process and nearly seven months later a new provider, Shelter Inc., took over the site. SCHSS advocated that Shelter, Inc. would honor our initial plans for a portion of the housing on the large complex. Unfortunately, after several discussions with them, they declined. SCHSS found a detox/residential treatment provider, Archway, and are in the contracting process now.

4. What information essential to understanding the grantee's project.

The SCHSS Prop 47 project has been to build and strengthen the system of care and address key transition gaps from jail to community. SCHSS has made significant progress in both areas. Prop 47 providers and partners work exceedingly well together. SCHSS recently completed a quality assurance process on the collaboration, and the recurring theme was that Prop 47 has improved communication, coordination, and collaboration among providers. This project is a team effort, not isolated parts, and as a result Prop 47 has created a web of support for our clients that has helped them transition through the levels of care and stay engaged with the program.

Prop 47 Project Goals and Objectives

The Solano County Prop 47 project has four main goals with associated objectives:

Goal 1. To strengthen the system of care

Objective 1: Detox/Residential Tx is provided in-County for at least 30% of users by project end.

Objective 2: Reduce wait time to Residential Treatment by 40% by the end of the second-year grant period.

Objective 3: Increase enrollment in outpatient care by 30% by project end.

Goal 2. To reduce recidivism.

Objective 1: Decrease re-arrest rates by 50% a year after enrollment.

Goal 3. To increase income and housing availability.

Objective 1: 75% of clients will have a stable income by project end.

Objective 2: 110 participants, over a 12-month period, will have treatment related housing/support.

Objective 3: 50% of clients who reported experiencing homelessness at intake will have stable housing by project end.

Objective 4: 90% of clients deemed to be SSI/SSDI eligible will apply for benefits or initiate appeals of denials of benefits.

Goal 4. To increase social connectedness. Each project goal has specific objectives to outlined to measure the outlined goals. These objectives are listed below with the progress to date (see Project Performance).

Objective 1a: Increase positive relationships by 30%.

Objective 1b: Decrease negative relationships/interactions by 30%

Objective 2: Increase prosocial leisure activities by 20%

Objective 3: Increase supportive services by 20%

Evaluation Plan

Envisioning Justice Solutions, Inc. (EJS) is conducting the project evaluation, under the direction of Dr. Nena Messina. Using mixed methodologies (arrest data, case manager client interviews, and data elements provided by program treatment agencies) the evaluation includes 1) process and outcome components; 2) re-arrest data for program participants; and 3) social network analysis.

Early in the evaluation protocol, EJS created the data collection forms for Solano County's Prop 47 Project. These forms encompass all data that is needed at intake and quarterly follow up for the outcome evaluation. The evaluation is intended to capture both service measures and client performance measures that includes:

- Program Completion
- Services Received
- Substance Use Treatment
- Criminal Justice Involvement/Status
- Housing Status/Family and Social Support
- Linkages to and Utilization of Community Services

Data Collection and Management: The database creation and data collection instructions were created based on variables necessary to accomplish the goals of the outcome evaluation. The database was created by the UCLA Data Management Center (DMC). Data management is continuous throughout this project to provide quality assurance and fidelity checks. In accordance with the project reporting requirements, the data is collected within the specified timeframes (intake, discharge, follow up) and entered online into the UCLA DMC secure web site. Dr. Messina examines all data files for errors, inconsistencies, omissions, and outlying data entries; ambiguous, missing, or incorrect data.

Data Analysis: Data runs consist of frequency distributions for all variables, and examination of standard descriptive statistics, including means, standard deviations, medians, and ranges. Dr. Messina performs quantitative analysis and interpretation of the data for the evaluation process, feasible evaluation outcomes, and program fidelity to the intake procedure. The evaluation assesses the outcomes of the program by using a one group, pre/post design. Examination of recruitment (screening), enrollment, participation, retention, the types and frequency of services provided, and linkages to ongoing services are reported quarterly.

Project Performance

- What modifications, if any, have been made to the project since its start; and problems or unexpected events that were encountered and how they were addressed.

As described above, securing a detox/residential treatment provider has a major impediment to the project. However, SCHSS has persisted and continued to think “outside the box” in approaching potential partners in that effort.

Moreover, the vendor, who was contracted to provide faith reintegration services, withdrew from their contract in the fall of 2018. Even though we gave them technical assistance, they struggled to meet County invoicing and documentation requirements, as well as, struggled to meet the contract scope of work. SCHSS has found another vendor, Catholic Social Charities, and that contract is anticipated to be finalized by September 2019.

- Describe factors that have affected the progress of project goals. This may include factors which resulted in achieving goals more quickly or impeded your progress.

Besides a delayed contract with BSCC, two major factors affected our ability to get our project launched according to the original timeline. The first factor relates to the time-consuming county procurement process. It can take up to three or four months from releasing an RFP to a signed contract. Then depending on the vendor, it can take a month or longer to secure staff and ramp up services. SCHSS’s project was to create services that did not previously exist. This is vastly different than funding an expansion of existing projects. The second factor relates to the tight housing market. A large portion of SCHSS’s project funds go towards step down levels of care. Very few buildings exist in zoning areas that can have a detox/residential treatment facility.

BSCC Performance Measures are predominantly service focused relying on quarterly reports outlining the number of participants who received, Financial/Income Services, Education/Employment Services, Substance Use Services, Housing Services and Wraparound Services. All data has been successfully reported to BSCC each quarter for 132 unduplicated participants and their continuous participation (duplicated participants). In addition, this program evaluation includes outcome measures which are participant focused. Specifically, Service Prioritization Decision Assistance Tool (SPDAT) scores in relation to performance measures, demographics, and criminal justice (arrests/re-arrests). Results to date are outlined below, with a detailed description of the population served and progress towards goals.

Table 1 shows characteristics of the 132 Prop. 47 participants at the time of intake (through quarter 8).

Demographics: Over half (51.2%) of participants are male, 48.1% are female, and one participant identified a non-binary or transgender. Ages ranged from 20-62 with an average age of 37.7 years (SD=9.67). Over half (52.3%) of participants are white, 17.7% black, 14.6% Latino, 12.3% multiracial, and 3.1% Asian/Pacific Islander. Less than half (42.6%) reported having received a high school diploma or GED. Fifty-seven percent of participants reported current unemployment, 24.2% were employed either full or part time, and 14.4% are receiving a public entitlement such as SSI, SSDI or Cal-Works.

Substance use: The most commonly endorsed substance was methamphetamine (69.7%) followed by alcohol (44.7%), marijuana (27.3%), heroin/opiates (15.2%), cocaine/crack (10.6%), and prescription drugs (2.3%).

Housing: At the time of intake, 44.9% of participants reported their prior housing status as homelessness followed by family or friends (18.1%), incarceration (14.2%), group home (11.0%), shelter (6.3%), significant other (3.9%), and alone (1.6%).

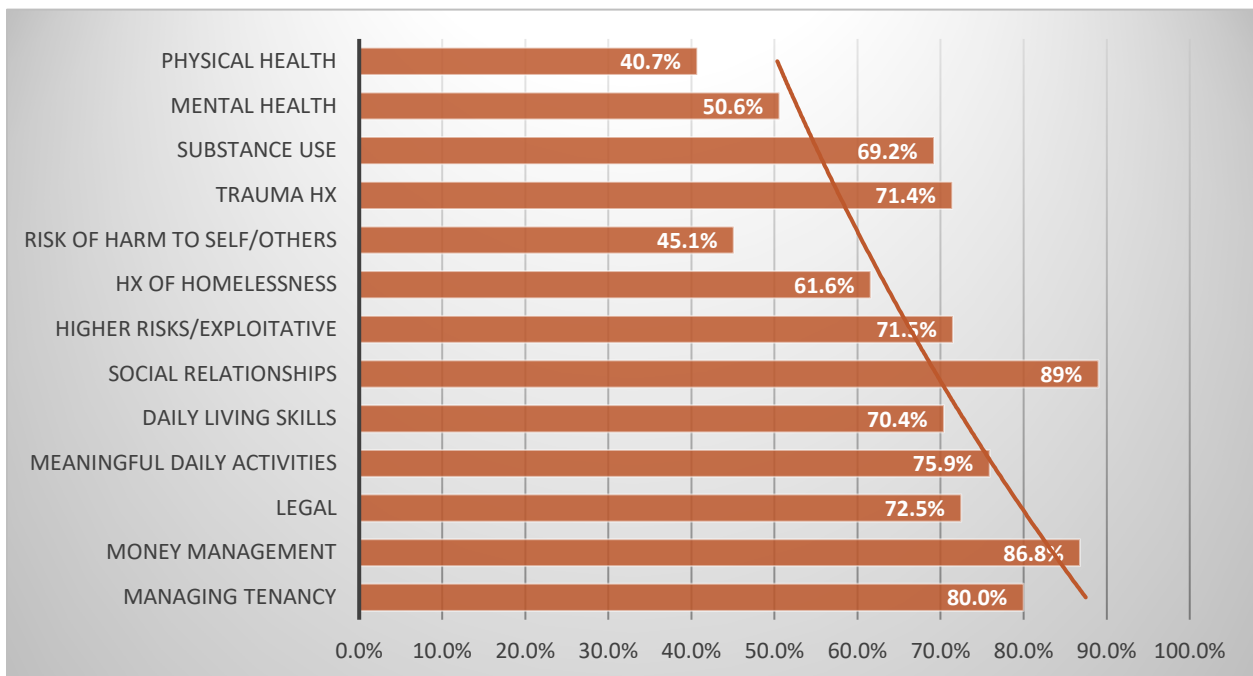
LSCMI Score: The majority (90.1%) of Prop. 47 participants had high LSCMI scores at intake.

Referral Source: More than half (54.2%) of participants were referred from providers in the community followed by jail (34.3%) and collaborative courts/probation (11.5%).

<i>TABLE 1: Prop. 47 Participant Characteristics at Intake</i>		% YES TOTAL N=132
<i>Gender</i>		
<i>Male</i>		51.2
<i>Female</i>		48.1
<i>Non-Binary/Transgender</i>		0.7
<i>Race/Ethnicity</i>		
<i>White</i>		52.3
<i>Black</i>		17.7
<i>Latino</i>		14.6
<i>Multiracial/Not Specified</i>		12.3
<i>Asian/Pacific Islander</i>		3.1
<i>Age</i>		Range 20-62; Mean 37.7 (SD=9.67)
<i>Education</i>		
<i>Less than HS</i>		34.9
<i>HS diploma/GED</i>		42.6
<i>Vocational certificate</i>		2.3
<i>Some college/AA/Bachelor's degree</i>		20.2
<i>Employment</i>		
<i>Unemployed (no income)</i>		57.0
<i>Part/Full-time</i>		24.3
<i>SSI/SSDI/CalWorks</i>		14.4
<i>Other</i>		2.3
<i>Substance Use</i>		
<i>Methamphetamine</i>		69.7
<i>Alcohol</i>		44.7
<i>Marijuana</i>		27.3
<i>Heroin/Opiates</i>		15.2
<i>Cocaine/Crack</i>		10.6
<i>Rx drugs</i>		2.3
<i>Housing</i>		
<i>Homeless</i>		44.9
<i>Family/Friends</i>		18.1
<i>Incarcerated</i>		14.2
<i>Group home/Treatment facility</i>		11.0
<i>Shelter/Unstable</i>		6.3
<i>Significant other</i>		3.9
<i>Alone</i>		1.6
<i>LSCMI Score</i>		
<i>Low</i>		1.8
<i>Medium</i>		8.1
<i>High</i>		90.1
<i>Referral Source</i>		
<i>Community</i>		54.2
<i>Jail</i>		34.3
<i>Collaborative Courts/Probation</i>		11.5

SPDAT scores at intake (% of participants who were rated either a 3 or 4); N=91 show the percentage of Prop. 47 participants who were classified as high priority or high need in each domain. These data are based on participants who received a score of '3' and '4' in each domain on the SPDAT assessment. As shown in **Figure 1**, case managers rated more than two-thirds of the participants as high priority for **substance abuse** (69.2%) and 71.4% **trauma services**. Over 50% received a high priority score for **mental health** services and 40% rated **physical health** priorities. Eighty-nine percent of participants were rated as high priority for services pertaining to **social relationships**. Over 70% were rated as needing services due to being high risk due to an **exploitative situation**. Over sixty-one percent had a **history of homelessness**. Forty-five percent were classified as needing services due to be a **harm to themselves or others**. The majority (80%) of participants were highly in need of services to help **maintain housing, money management** (86.8%), and **legal assistance** (72.5%). The SPDAT findings indicate that Prop. 47 participants are in high need of treatment and supportive services.

Figure 1



Tables 2-5 provide tallies of the substance abuse treatment, housing, and wraparound services received by participants.

Services Received to Date

TABLE 2: Detox/Residential/Outpatient Substance Abuse Treatment	
Number of individuals that received treatment:	119
Number of individuals that entered detox:	11
Number of individuals that entered residential treatment:	1
Number of individuals that entered outpatient treatment:	84
Number of individuals that completed their substance abuse treatment requirements:	57
Number of individuals that exited substance abuse treatment requirements without completing:	16

TABLE 3: Housing	
Number of individuals placed into housing:	173
Number of individuals placed into sober living:	119
Number of individuals placed in transitional housing:	34
Number of individuals placed into stable housing:	28
Number of individuals that exited sober living without transitional or stable housing:	51

TABLE 4: Stable Income	
Number of individuals with stable income:	161
Number of individuals with full time employment:	51
Number of individuals with part time employment:	41
Number of individuals with government income (SSI/SSDI/VA/CALWORKS):	106

TABLE 5: Wraparound Services	
Number of individuals who received wrap around services:	249
Number of individuals that received lite case management:	109
Number of individuals that received intensive case management:	120
Number of individuals that received employment assistance:	82
Number of individuals that received education assistance:	47
Number of individuals that received transportation assistance:	164
Number of individuals that received legal assistance (e.g. SSI/SSDI advocacy):	120
Number of individuals that engaged in prosocial activities (clubs, associations, etc.)	157
Number of individuals that were linked to supportive services for basic needs:	177

Project Goals and Outcomes to Date

All data presented below is for all 132 of the enrolled participants from 4/1/2018 through 6/30/2019. Of the 132 enrolled with complete data, 119 are continuing in the program (89%).

Goal: Strengthen the system of care

Objective 1: Detox/Residential Tx is provided in-County for at least 30% of users by project end.

To date, the project has successfully placed nearly 100% of the participants (e.g., 119 of the 132) into some form of substance use treatment (i.e., detoxification, outpatient, or residential). Fifty-six percent of participants (n=74) enter substance use treatment within their enrollment "calendar quarter". As participants continue in the project, nearly 100% have received some form of substance use treatment as continuing participants (n=119)¹. Approximately half of the 119 participants who have entered treatment have successfully completed their substance use programs (48%).

To date, 11 participants have received detoxification services and one participant has been placed into residential treatment. This low number is attributed to the fact that Solano County has very few residential treatment facilities into which Prop. 47 participants can enroll.

Objective 2: Reduce wait time to Residential Treatment by 40% by the end of the second-year grant period. We have not met our objective here due to the challenge of securing a detox/residential treatment provider.

Objective 3: Increase enrollment in outpatient care by 30% by project end.

The project has exceeded their target of enrolling 30% of participants into outpatient treatment by project end. Currently, 84 (64%) of participants have been provided outpatient treatment either as new or continuing clients.

Goal: Reduce recidivism

Objective 1: Decrease re-arrest rates by 50% a year after enrollment.

Of the nine participants enrolled in Prop. 47 services for at least one-year (April 2018 through June 2019), none have been rearrested.²

¹ Some of the data reported is not mutually exclusive. For example, participants placed into services upon enrollment are also potentially included in the number of participants continuing in services (duplicated). However, data reported at intake and results within the participant calendar quarter are reported as unduplicated results.

² "Recidivism" is defined as 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.

Goal: Increase income and housing stability

Objective 1: 75% of clients will have a stable income by project end.

During the enrollment calendar quarter, 79 (60%) new enrollments report having stable income upon enrollment (e.g., either part/full time employment, or entitlement benefit such as SSI, SSDI, or CalWORKs). To date, stable income appears to be maintained across calendar reporting periods.

Objective 2: 110 participants, over a 12-month period, will have treatment related housing/support.

To date, 118 (89%) of participants received treatment-related housing support during the enrollment calendar quarter. Sober living is the most common type of supported housing upon enrollment followed by transitional housing, and stable housing. The County is on target with this objective.

Objective 3: 50% of clients who reported experiencing homelessness at intake will have stable housing by project end.

To date, of the 57 participants who reported experiencing homelessness within the three months prior to enrollment (e.g., on the street), 7 (12%) were placed in stable housing within their enrollment calendar quarter. Four additional were placed into stable housing upon continuation in the program. Although 11 of the 57 who reported some homelessness prior to enrollment have been placed into stable housing, it is likely that some of them no longer needed housing assistance. To date, there have been 173 housing placements in any form of housing (e.g., initial placement or repeated placements within sober living, transitional housing, or stable housing).

Objective 4: 90% of clients deemed to be SSI/SSDI eligible will apply for benefits or initiate appeals of denials of benefits.

Eighteen participants indicated they already had SSI/SSDI benefits upon enrollment. Twenty-eight reported being employed either full or part time upon enrollment and 71 reported being unemployed. Of those, 31 (43.6%) received services to obtain SSI/SSDI benefits within their enrollment calendar quarter. Benefits services continue throughout the project period.

Goal: Increase positive social support

Objective 1a: Increase positive relationships by 30%.

Table 6 below illustrates the percent change in SPDAT participant 'social relationships and networks' scores over 6-month period. There was nearly a 1000% increase in the participants who were rated as needing minimal support in this domain 3-months after enrollment and an additional 27% increase at 6-month.

Table 6: Social relationships & networks; N=28

Time Point	Percent with MINIMAL service needs	Percent change
Intake	3.60%	--
3-month	39.30%	+991.7%
6-month	50.00%	+27.2%

Objective 1b: Decrease negative relationships/interactions by 30%

Below, Table 7 indicates the percent change in SPDAT ‘risk of harm to self or others’ domain across three time periods³. At intake, 43% of participants were rated as having high service needs in this domain. The percentage of participants with high service needs decreased by more than 50% by month three and an additional 28% by month six.

Table 7: Risk of harm to self or others; N=28

Time Point	Percent with HIGH service needs	Percent change
Intake	42.9%	--
3-month	21.4%	-50.12%
6-month	15.4%	-28.04%

Objective 2: Increase prosocial leisure activities by 20%

At intake, less than 10% of Prop. 47 participants were scored as having minimal service needs in the ‘meaningful daily activities’ domain but by month three the rate jumped to about 40% and then to 61.5% by month six (Table 8).

Table 8: Meaningful daily activities; N=28

Time Points	Percent with MINIMAL service needs	Percent change
Intake	7.1%	--
3-month	39.30%	+453.5%
6-month	61.5%	+56.5%

Objective 3: Increase supportive services by 20%

Below, Table 9 shows the percent change over time in the ‘self-care and daily activities’ domain. The percentage of participants who needed minimal help with engaging in self-care and daily activities increased by nearly 50% at month three compared to intake and nearly doubled at month six. The project is exceeding their goal of increasing supportive services by 20%.

Table 9: Self-care & daily activities; N=28

	Percent with MINIMAL service needs	Percent change
Intake	14.3%	--
3-month	21.4%	+49.7%
6-month	42.3%	+97.7%

³ The SPDAT is administered quarterly, however, the intervals between each assessment may be less than three-months.

Service Prioritization Decision Assistance Tool (SPDAT)

The SPDAT is a survey administered to individuals to determine risk and prioritization when providing assistance to homeless and at-risk of homelessness persons. This project administers the SPDAT each calendar quarter.

The figures below show the percentage of Prop. 47 participants who were classified as minimal, moderate and high priority need in each domain across three timepoints (intake, 3- and 6-months) (N=28). These data are based on participants who received a score of '0 or 1 (low), '2' (moderate) and '3' and '4' (high) in each domain on the SPDAT assessment. Findings reveal that participant needs are significantly improving over time in each domain.

Figure 2

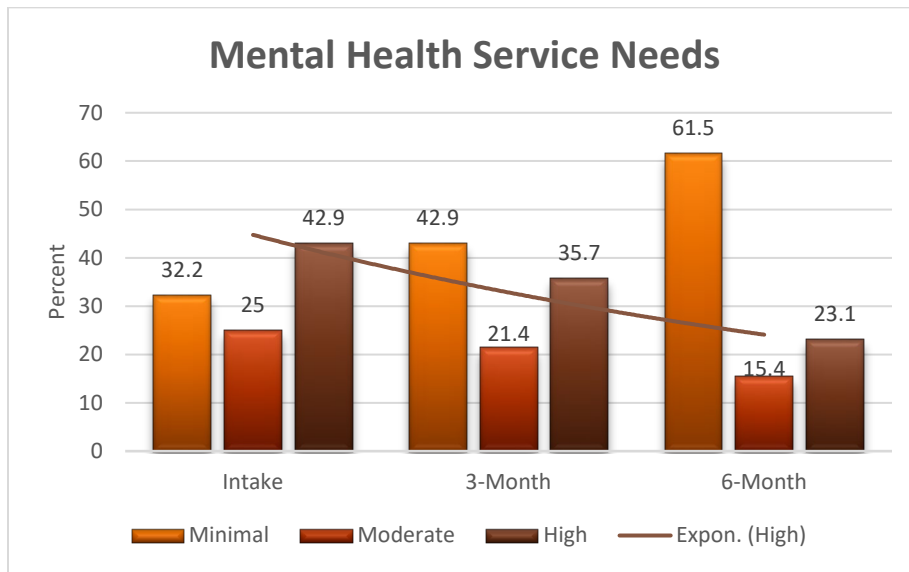


Figure 3

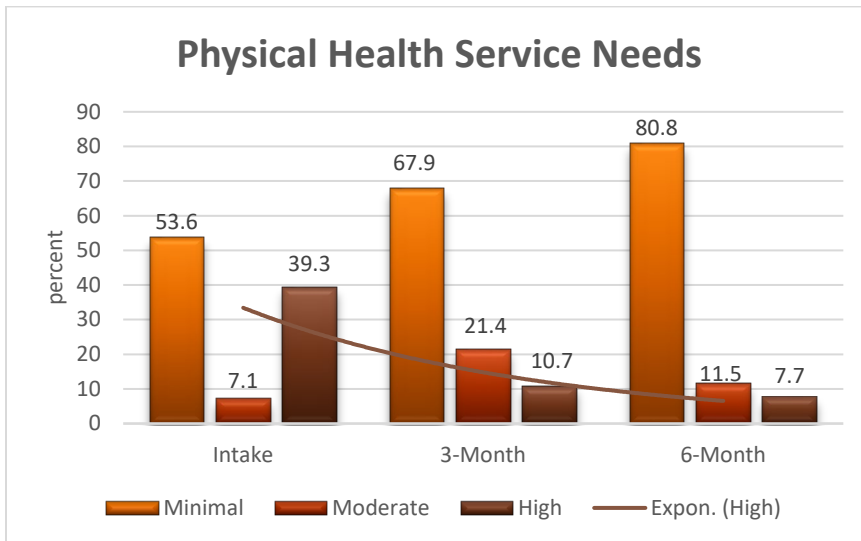


Figure 4

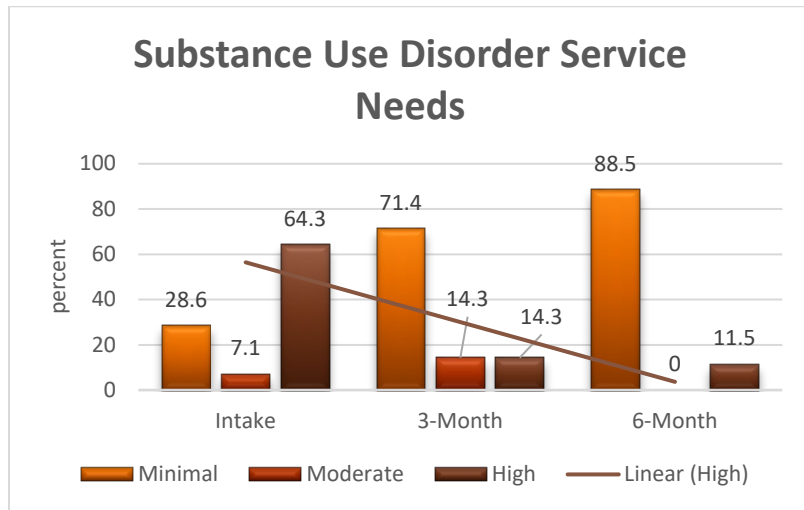


Figure 5

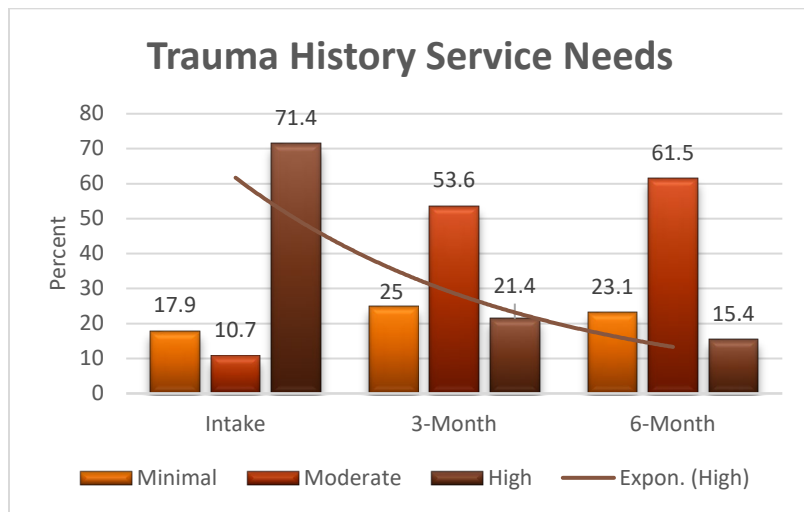


Figure 6

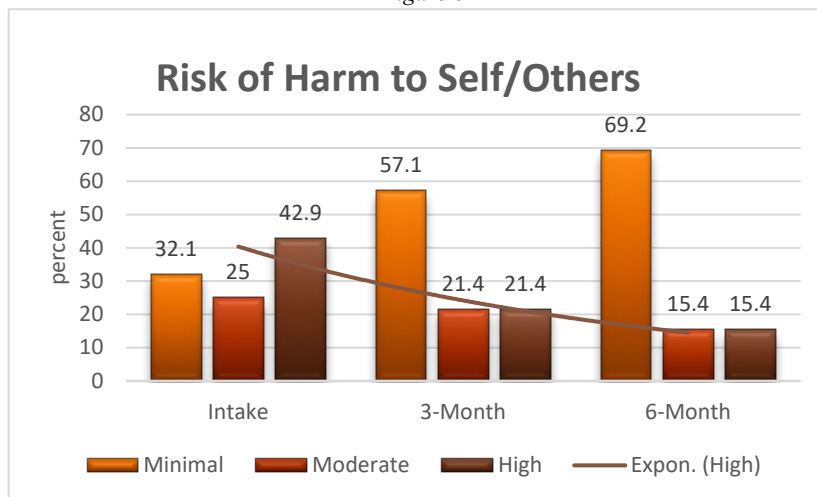


Figure 7

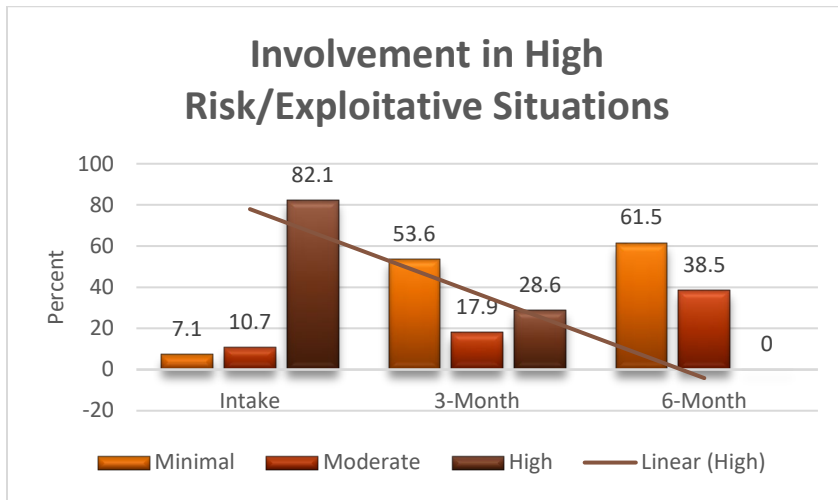


Figure 8

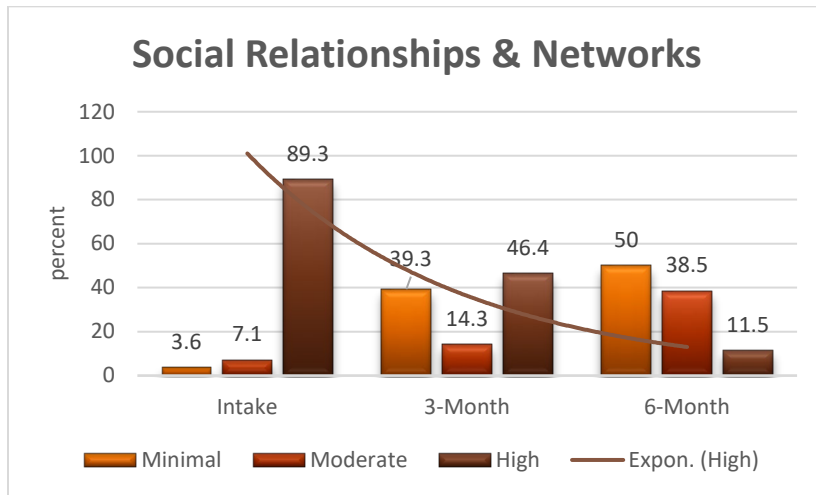


Figure 9

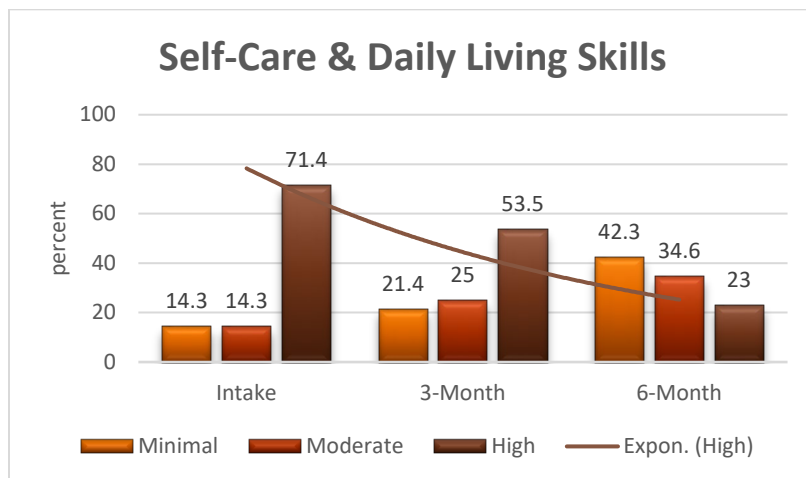


Figure 10

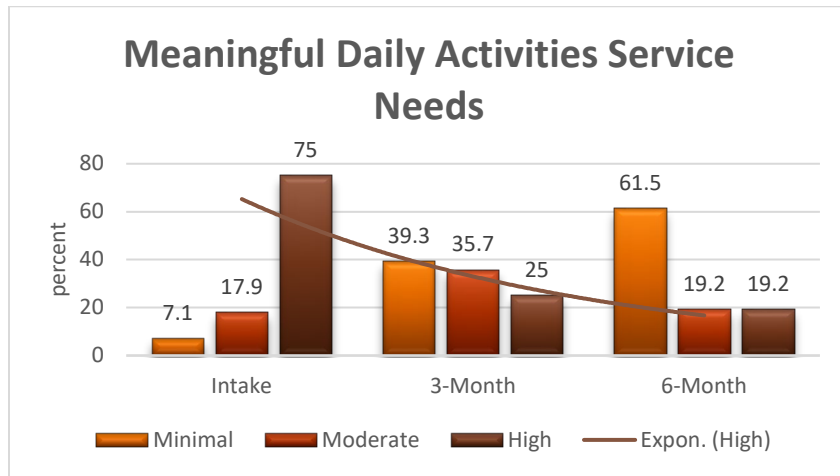


Figure 11

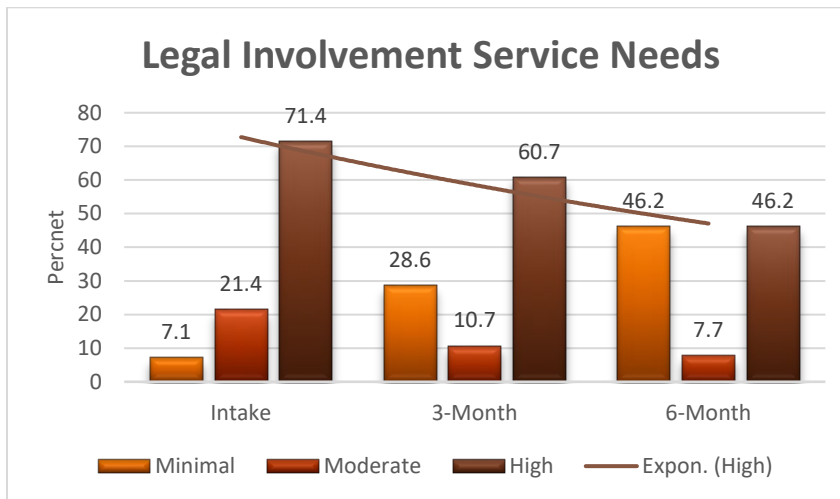


Figure 12

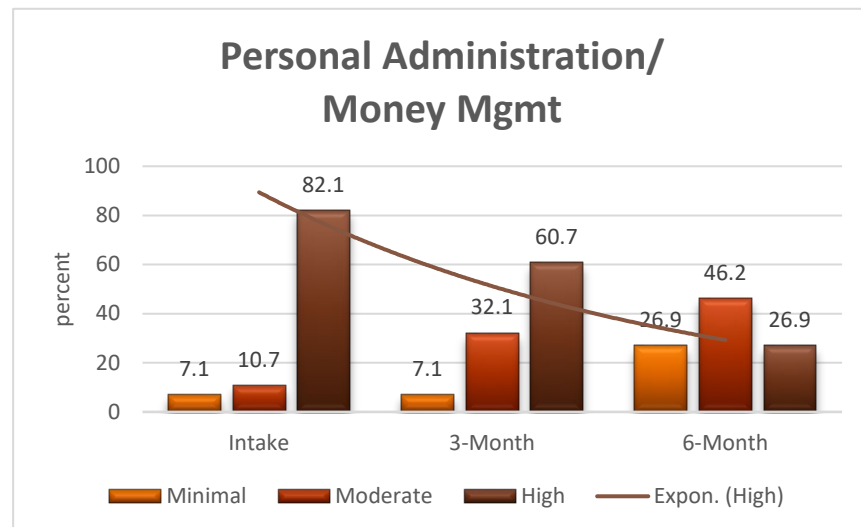
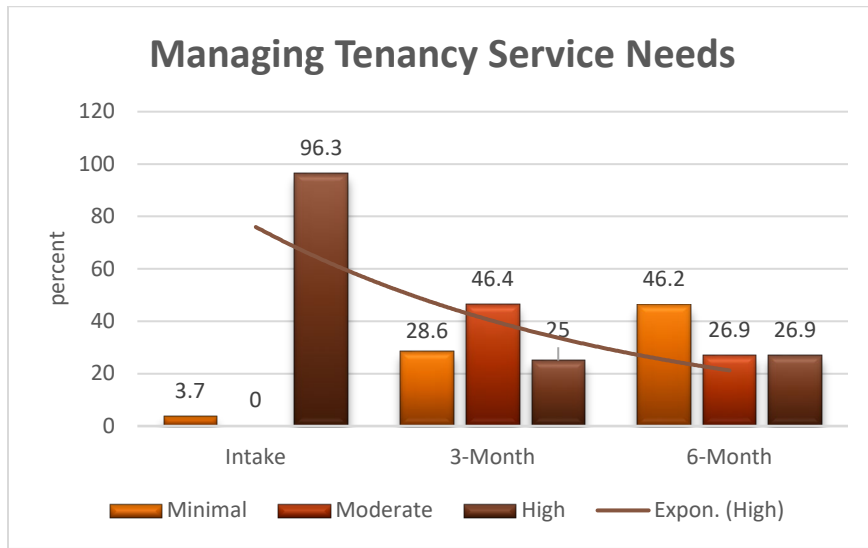


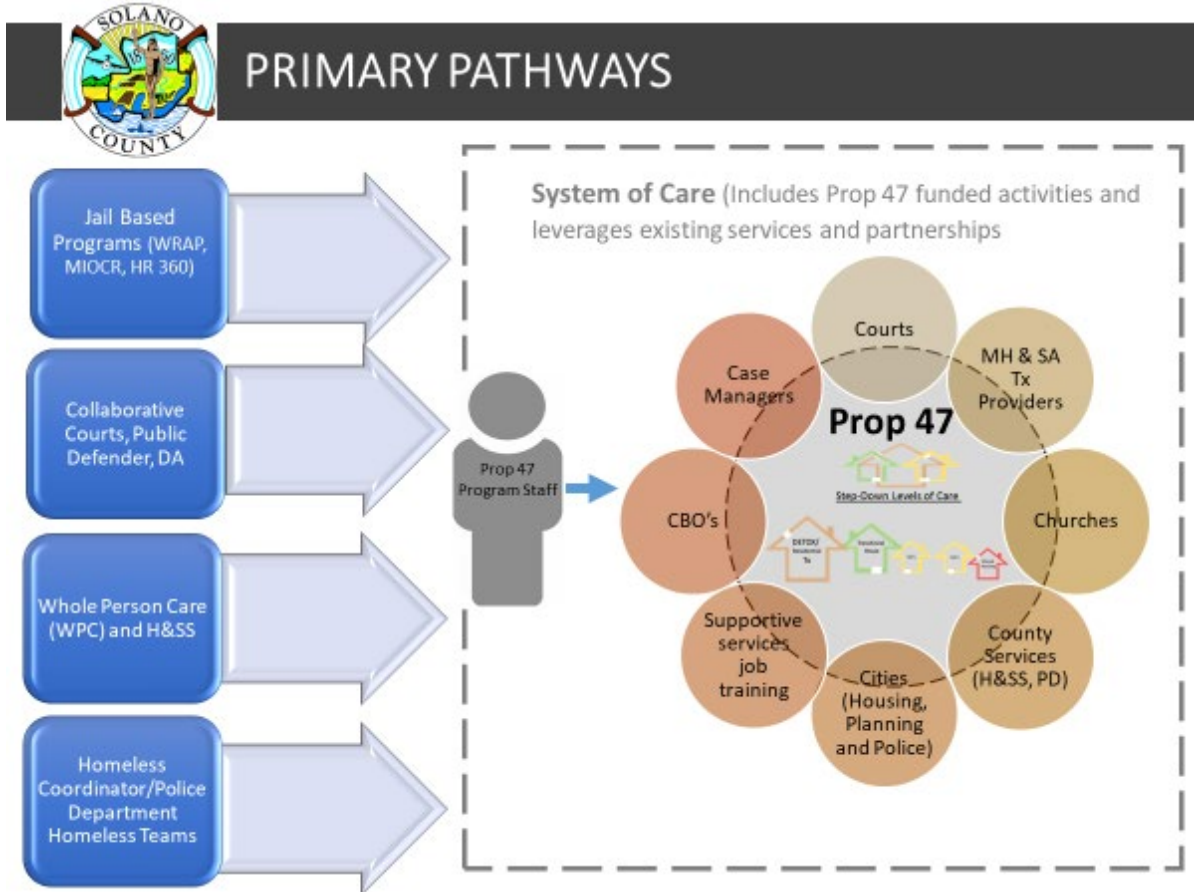
Figure 13



Summary

Prop. 47 participants enter the project in high need of intensive case management services. Demographic data from intake indicates that participants need assistance in multiple domains specifically, substance use treatment, treatment-oriented housing as well as permanent housing, linkages to employment services, and obtaining educational degrees or certificates. Case managers report providing a plethora of reentry-oriented services all planned to support the client recovery process. These services also help create a system of care that fosters the stabilization of participants. Case managers have also reported significant improvements in the client's level of need for services (SPDAT). Overall, the project is on track of enrolling the appropriate population and providing treatment, housing, behavioral health, wraparound services to participants. The project is also on track to meeting or exceeding most of their objectives.

Logic Model



Proposition 47 Grant Program Grantee Highlights

Client 1 is a 25-year old female with a history of chronic methamphetamine use and multiple periods of incarceration. Since enrolling in Prop. 47 services, Client 1's case manager assisted her with enrolling in outpatient substance use treatment and securing housing via a sober living facility. In addition to the substance use treatment and housing services, Client 1's services include weekly motivational interviewing-based case management meetings that provide transportation assistance, referrals to employment services, relapse prevention strategies, legal assistance, and crisis counseling surrounding grief, loss, and family issues. Taken together, the services provided under the Prop. 47 contract have created a comprehensive system of care that supports the recovery and community reentry for Client 1. As a result, Client 1 participates in weekly outpatient substance use treatment groups that provide addiction health-related education as well as coping skills; weekly behavioral health sessions, positive social support opportunities such as 12-step meetings, and recovery sponsorship. Furthermore, the sober living housing provides stability, structure, and responsibility to ensure the client can maintain her recovery and provides the protected time she needs to secure employment, generate savings, and become self-sufficient.

Client 2 is a 44-year-old, single, white, female with five children. She does not have custody of any of her children but is active in their lives. Client 2 has struggled with addiction since she was 19-years old and during that time has been in and out of substance use treatment. Since enrolling in Prop. 47, the client has successfully completed outpatient treatment and has remained sober for 9-months. Client 2 is working towards obtaining her high school diploma and is employed full-time (with benefits). She has also obtained her driver's license and purchased a car. Client 2's case manager has worked with her weekly and assisted her in the entire reentry process. Some of the services provided include locating community resources, assistance with the preparation of legal documents, advocacy for reduced fines through filling declarations through Solano County courts, guidance with the creation of a personal budget and resume, and assistance with obtaining and attending mental health services.

Client 3 recently completed outpatient treatment and Prop. 47 services. She has 8-months clean and maintains her recovery by attending 12-step meetings regularly and working with her sponsor. Client 3 is on track to finish her Solano probation requirements with an early termination as well as paying off her fines. Furthermore, Client 3 has moved from a sober living facility into her own housing, has secured a full-time job and is fully self-sufficient. Prop. 47 case management services has also assisted Client 3 with the development of financial literacy and a budget. As a result, the client is regularly budgeting her income and has a savings. She has reunified with her family after several years and spends time with them on a regular basis.
