

San Diego County Community Care Coordination (C3) Project: Local Evaluation Plan, January 15, 2023

Project Background

Introduction

In compliance with the Board of State and Community Corrections (BSCC) Proposition 47 (Prop 47) Grant requirements, this document outlines the local evaluation plan (LEP) for the San Diego County Community Care Coordination Reentry Support (C3RES) and San Diego Sheriff's Peer Reentry Leadership Academy (PRLA) project. The San Diego Association of Governments (SANDAG)'s Criminal Justice Research Division is the outside evaluator and is responsible for conducting a process and outcome evaluation. The local evaluation plan describes the project, provides a general implementation timeline, details the process and outcome evaluation methodology, and outlines a proposed analysis plan.

C3RES and PRLA Project Overview

The November 2014 passage of Prop 47, which reduced certain property and drug-related offenses from felonies to misdemeanors, had a substantial effect in San Diego County. In the years since the passage of Prop 47, there has been an increased focus on addressing the underlying needs of affected individuals through community-based services. Reducing access barriers to these services depends on a coordinated approach that can be facilitated by individuals with lived experience in the criminal justice system. This project serves Prop 47-impacted individuals who are exiting custody and who present with behavioral health diagnoses or other needs that may place them at higher risk of poor outcomes, such as chronic housing instability. This population's needs are important factors driving criminal behavior, and failing to address these needs can lead to increased engagement with the criminal justice system due to lack of stable housing, substance abuse, co-occurring disorders, and lack of job skills. Identifying and addressing these needs is paramount to ensuring successful community reentry for formerly incarcerated individuals and reducing the risk of recidivism.

The County of San Diego has received a three-year Prop 47 grant to implement programming that aims to connect incarcerated individuals reentering the community with significant needs to care-based services, such as emergency and permanent housing and substance use and mental health treatment. To address these aims, two programs will be implemented over the grant period. San Diego County's Health and Human Services Agency (HHSA) will implement the C3RES program and the San Diego County Sheriff's Department will implement the PRLA program. The C3RES program will implement a community care coordination (C3) approach for individuals reentering the community after incarceration, with an emphasis on the use of peer support specialists with lived experience, to provide jail in-reach and wraparound reentry services for individuals transitioning from detention to community reentry. The C3 approach seeks to address needs through a comprehensive service coordination and delivery system that lowers barriers to receiving needed services and places individuals on a path to successful community reentry.

Over the course of the grant period and based on assessed need, this project will connect 300-400 individuals to appropriate services, including behavioral health and/or substance use disorder treatment, stable and secure housing, and a range of other supportive services, including employment assistance. Direct services will be provided by community-based organizations (CBOs) and will provide services to individuals throughout San Diego County who have been identified and referred by partners as determined by the COR. The PRLA program will identify and train formerly incarcerated individuals who have reentered the community to serve as Peer Reentry Leaders. Leveraging their lived experience in the criminal justice system, Peer Reentry Leaders will provide education and information on connecting to services in the community upon reentry for incarcerated individuals in the San Diego Sheriff's Department (SDSD) detention and reentry facilities.

Program Goals and Objectives

Utilizing evidence-based best practices in the field, the project will apply coordinated case management services based on comprehensive needs assessments and care plans completed upon C3RES program enrollment. The PRLA program will identify and train Peer Reentry Leaders with lived experience in the criminal justice system to serve as peer support specialists for individuals making the transition from detention back to the community. Services provided through this project will support successful community reentry by addressing assessed needs, increasing connection to services in the community, and reducing recidivism. C3RES and PRLA clients shall enter the programs via referral. The goals and objectives of the project are as follows:

Goal 1: Support successful reentry for high-needs individuals representing underserved populations through comprehensive community care coordination, including connection to mental health and substance use treatment services, provided by the C3RES program.

Objective 1: Develop Community Care Coordination (C3) capacity for approximately 300-400 individuals over the grant period.

Objective 2: Ensure that 90% of enrolled individuals receive a comprehensive needs assessment completed within 10 calendar days of program enrollment, and a Comprehensive Care Plan completed within 14 calendar days of enrollment.

Objective 3: Ensure that 75% of enrolled individuals are connected to an appropriate mental health and/or substance use disorder treatment within 30 days of release from jail.

Goal 2: Reduce homelessness for high needs individuals leaving custody through a range of emergency, short term and permanent housing options with continuing care coordination to support success in accessing and maintaining housing.

Objective 4: Facilitate access to available housing through enrolling clients in the Coordinated Entry System when appropriate.

Objective 5: Provide an immediate housing option to 90% of clients the day they are released from jail.

Objective 6: Develop a transitional housing plan for 75% of clients initially placed in emergency housing within 14 days.

Goal 3: Remove barriers to reduce justice system involvement and support the goal of reduced recidivism using multiple measures of desistance from criminal activity.

Objective 7: Deliver peer-supported C3 services during reentry and for up to 12 months in the community.

Objective 8: Deliver conviction relief services and employment support services.

Objective 9: Reduce recidivism using multiple measures of desistance from criminal activity, including the BSCC definition.

Evaluation Methodology

Research Design

To assess C3RES and PRLA project implementation and to evaluate the effect of programming on participants and on the criminal justice system, SANDAG will conduct a thorough process and outcome evaluation based on pre-defined data indicators and an approved research methodology. All required BSCC data and outcomes will be regularly collected and reported to ensure transparency, data quality, and sufficient progress toward achieving process and outcome success. In developing this plan, SANDAG research staff has communicated with project staff to refine the initial evaluation design, discuss data collection and reporting processes, and determine indicators of success. The following process and outcome measures have been identified with the input of project partners and have been aligned with implementation and program goals and objectives.

Process Measures

The process evaluation will document which program components were employed and if they were implemented as designed. Data will be gathered from multiple sources with the cooperation of project partners to describe the population served, referrals received and services connected to, attrition and completion rates, client satisfaction with services received and program implementation, lessons learned, and barriers to service provision faced by program providers. The process evaluation will use this data to address the following questions:

1. What was the level of service provider satisfaction with program design, implementation, and management? Were there barriers to effective service provision identified, and if so, what were those barriers? Were steps taken to overcome these barriers? (Measures Objective 1)
2. How many clients received comprehensive needs assessments and care plans prior to release? What were the number, type, and level of needs assessed? (Measures Objective 2)
3. What was the rate of client connection to services? What type of services were received (e.g. mental health or Substance Use Disorder treatment, housing services, employment support, conviction relief)? Were there any factors predictive of successful connection and continued engagement in these services? (Measures Objectives 3-8)
4. How many and what were the characteristics of individuals receiving treatment and services through C3RES? Did the population receiving services match the broader incarcerated population on key demographic variables? (Measures Objectives 3-8)
5. What was the level of participant and community satisfaction with services and program implementation? (Measures Objectives 3-8)
6. How many Peer Reentry Leaders were employed per cohort? Did they successfully complete the training program? Were speaking engagements completed? (Measures Goal 3)
7. What was the level of satisfaction with trainings provided for Peer Reentry Leaders, including usefulness, relevance, and delivery of information? (Measures Goal 3)

8. Was C3RES implemented as designed? Were there changes to the design, and if so, what were these changes and what were the reasons for these changes? (Measures Objectives 1-8)
9. What lessons were learned from these efforts? What challenges were faced, and how were they overcome? (Measures Goals 1-3)

To address these process research questions, data will be gathered from multiple sources. Table 1 summarizes the data sources that will address each process question. As the project progresses, it is possible that additional sources will be consulted for data collection purposes (e.g. SanWITS).

Table 1
Process Outcomes and Measurements

Process outcomes	Variables	Data Source
Goal 1, Objective 1: Develop Community Care Coordination (C3) capacity for approximately 300-400 individuals over the grant period.	Number of staff employed, extent to which participants match incarcerated population by demographic characteristics , staff training and satisfaction	<ul style="list-style-type: none"> ✓ CBO list with staff numbers and agency affiliation ✓ CBO client records ✓ Survey of contracted service providers ✓ Program screening form (partners, currently being developed)
Goal 1, Objective 2: Ensure that 90% of enrolled individuals receive a comprehensive needs assessment completed within 10 calendar days of program enrollment, and a Comprehensive Care Plan completed within 14 calendar days of enrollment.	Number of needs assessments conducted, date of assessment, number and type of assessed needs	<ul style="list-style-type: none"> ✓ Care plans ✓ Contractor database records
Goal 1, Objective 3: Ensure that 75% of enrolled individuals are connected to an appropriate mental health and/or substance use disorder treatment within 30 days of release from jail.	Number and characteristics of individuals receiving services (e.g. referrals made, connection to and completion of mental health and/or SUDS treatment for those referred, completion	<ul style="list-style-type: none"> ✓ Care plans ✓ Contractor database records

	rate of SUD treatment), type and duration of services received (e.g. mental health or Substance Use Disorder)	
Goal 2, Objective 4: Facilitate access to available housing through enrolling clients in the Coordinated Entry System when appropriate.	Number and characteristics of individuals enrolled in Coordinated Entry System, where applicable	<ul style="list-style-type: none"> ✓ CES case management logs/housing need screening form ✓ HMIS
Goal 2, Objective 5: Provide an immediate housing option to 90% of clients the day they are released from jail.	Number and characteristics of individuals provided immediate housing option, type of immediate housing placements, location of immediate housing solution/emergency shelters, number of beds filled and for how long	<ul style="list-style-type: none"> ✓ Contractor database ✓ HMIS
Goal 2, Objective 6: Develop a transitional housing plan for 75% of clients initially placed in emergency housing within 14 days.	Number of individuals placed into emergency housing situation, number of plans developed, rate of connection to a safe and secure housing situation (e.g. transitional housing, recovery residence, sober living, independent living facility, apartment, etc.)	<ul style="list-style-type: none"> ✓ Contractor database ✓ HMIS
Goal 3, Objective 7: Deliver peer-supported C3 services during reentry and for up to 12 months in the community.	Number, type, and timing of C3 services provided, number and characteristics of clients with sustained engagement, number	<ul style="list-style-type: none"> ✓ Contractor database records ✓ Client satisfaction surveys

	of peer support specialists employed, level of client satisfaction with services received	
Goal 3, Objective 8: Deliver conviction relief services and employment support services.	Number and type of conviction relief and employment support services provided, number and characteristics of clients receiving these services	✓ Contractor database records
Goal 3: Remove barriers to reduce justice system involvement to support the goal of reduced recidivism using multiple measures of desistance.	Number and characteristics of Peer Reentry Leaders employed per PRLA cohort, number of cohorts, training completion rates, number of speaking engagements	✓ Contractor-developed pre- and post-surveys measuring participant growth in understanding and application of training principles.

Impact Outcome Measures

The outcome measures will focus on how effective the program was and for whom in fostering successful community reentry, as measured primarily by recidivism and criminal desistance rates. The outcome evaluation will address the following questions:

1. Did individuals receiving services through C3RES show improvement in areas where they had assessed needs, as measured by successful engagement with mental health or substance use disorder treatment and/or employment outcomes? (Measures Goal 1)
2. Did individuals assessed as having a housing need show sustained reductions in homelessness, as measured by successful connection to safe, secure, and stable housing? (Measures Goal 2)
3. Did involvement with C3RES or PRLA improve criminal justice outcomes of individuals receiving services, as measured by arrests, bookings, and/or convictions for a new felony or misdemeanor 6, 12, 24, and 36 months following program completion? (Measures Objective 9)

To address these outcome research questions, data will be gathered from a variety of sources. Table 2 summarizes the data that will address the outcome question.

Table 2

Impact Outcomes and Measurements

Outcome measures	Variables	Data Source
<p>Goal 1: Support successful reentry for high-needs individuals representing underserved populations through comprehensive care coordination, including connection to mental health and substance use treatment services.</p>	<p>Number of individuals who successfully completed mental health or substance use treatment, number of individuals who gained and maintained employment, use of emergency services over time, percentage of individuals who passed away</p>	<ul style="list-style-type: none"> ✓ Contractor databases ✓ Care plans ✓ SanWITS
<p>Goal 2: Reduce homelessness for high-needs individuals leaving custody through a range of emergency, short-term and permanent housing options with continuing care coordination to support success in accessing and maintaining housing.</p>	<p>Number of days in safe and secure housing, number of individuals still in safe and secure housing at program end</p>	<ul style="list-style-type: none"> ✓ HMIS
<p>Goal 3, Objective 9: Reduce recidivism using multiple measures of desistance from criminal activity, including the BSCC definition.</p>	<p>Number, level, and type of new arrests, bookings, and convictions post- program enrollment</p>	<ul style="list-style-type: none"> ✓ Crime databases (e.g. ARJIS, MAI)

Data Collection Sources and Process

To ensure data are available to SANDAG for analysis, a Countywide collaborative agreement is in place. This agreement is the culmination of a rigorous process that has included the evaluation partner undergoing CORI/CLETS training, as well as extensive background checks by the San Diego County Sheriff's Department. The overall Memorandum of Understanding has been signed by representatives by the City of San Diego City Attorney's Office, San Diego County District Attorney's Office, San Diego County Probation Department, San Diego County Sheriff's Department, San Diego County Health and Human Services Agency, and SANDAG and includes, in part, how data will be compiled, how it will be retained and destroyed, and how confidentiality will be ensured. SANDAG also has an on-going data sharing agreement with the San Diego County Chiefs and Sheriff's Association for access to local crime and arrest information.

Below is a more detailed description of each of the data points and how data will be collected to address all the research goals. These are subject to change given ongoing development of screening forms and data collection instruments.

Program Screening Forms: The referral process for C3RES will be generated by Sheriff correctional counselors and discharge planners, who will identify potential program participants based on screening criteria that are currently being developed. PRLA participants in each cohort will be identified by the Sheriff's Reentry Services Division in collaboration with the contractor.

Program Databases: C3RES participants will be referred to the program from referring parties including, but not limited to, the Sheriff's Department Reentry Services Division and the Public Defender's Office's Defense Transition Unit. All referrals will be entered into a program database by contractors and/or partners. SANDAG will receive updates from databases on a regular basis. Additionally, all demographic, program intake and exit dates, needs (e.g., substance use, mental health, housing), and mental health and substance use disorder assessment data, as well as treatment and C3RES and PRLA completion status will be entered into these databases. PRLA participants will be identified by the Sheriff's Department Reentry Services Division.

C3RES Care Plans: Comprehensive care plans will be completed for each C3RES participant and will serve as a central source of data for evaluation. Conducted by the contractor upon program enrollment, these plans will include an assessment of participant needs and a roadmap for coordinated care services. Progress toward goals outlined in the care plan will be measurable through continued updates to these plans.

Homeless Management Information System (HMIS): For clients connected to housing services, participant information will be entered into the Homeless Management Information System (HMIS). HMIS is the system used by the Continuum of Care and managed by RTFH to capture and report on client, project, and system-level information regarding homeless services and outcomes.

Crime Databases: Individual-level criminal history data will be collected by research staff 36-months prior to and up to 36-months post program participation. Level and type of instant offense, as well as prior criminal history will also be collected by research staff. Data collection will include level and type of crimes, as measured by data gathered from the Automated Regional Justice Information System (ARJIS) database. These data will be the primary source for the impact evaluation assessing recidivism and criminal desistance outcomes.

Client Satisfaction Questionnaires: To gather information on how useful, accessible, and effective participants found the programs to be, the C3RES contractor will administer a one-page client satisfaction survey every 90 days upon update of the comprehensive care plan. A longer version of the survey will be administered upon program completion.

Survey of Key Program Partners: To solicit information about how well C3RES and PRLA were implemented, and if they were implemented as designed, an electronic survey (hardcopy will be available if needed) will be administered to key program staff and partners at the end of each year. Survey instruments will be designed with input from contracting partners and will include,

among other things, questions measuring perceptions of program effectiveness, challenges to effective implementation, and barriers faced in providing service. The results will be shared immediately to address any need for corrections or midcourse changes to the program.

Pre- and Post-Surveys for Peer Reentry Leaders: To measure PRLA participant growth in understanding Peer Reentry Leader training principles and confidence in application of these principles, the Contractor will administer pre- and post-program surveys. Survey instruments are under development.

Community Forums: A key component of the C3RES and PRLA programs in particular, and of the Community Care Coordination (C3) framework in general, is an emphasis on connecting high-risk individuals returning from custody to community-based support. Rooted in evidence-based best practices, this approach aims to improve outcomes for these individuals, foster community connection and care networks, and ultimately improve public safety by reducing recidivism. Due to the central nature of the community in this programming, community feedback regarding program implementation and perceived impact on public safety and the community will be solicited through annual community forums. These will be open to the public and will allow for information sharing on program activities, progress to date, challenges faced and successes seen in program implementation.

Analysis Plan

The analysis conducted will involve a mixed-methods research design that employs both qualitative and quantitative research methods. To evaluate program effectiveness and impact, this design employs a single group, pre-test/post-test design that will compare measures before and after C3RES and PRLA program participation. This quasi-experimental approach will allow researchers to measure the progress of each program participant, which will be measured against their pre-program baseline; observed changes in key measures can be compared against the baseline to determine the individual impact of program participation. As a part of this analysis, SANDAG researchers will identify factors associated with success using a variety of statistical tools (e.g. chi square tests for categorical data, regression analysis, and difference of means tests). Additionally, tests will be performed to determine whether certain subpopulations tend to face greater challenges in terms of assessed need, connection to care, continued engagement, or successful outcomes. The results of these analyses will be used to assess the bivariate relationship between these variables (for example, demographic characteristics, risk and need, or criminal history, depending on the program) and recidivism outcomes. In addition, multivariate regression analyses will be conducted to isolate factors related to success, measured primarily by reduced recidivism. The evaluator will meet regularly with program staff to help inform the process and allow for any mid-course adjustments. In addition to brief quarterly reports submitted to the partner and BSCC, a two-year preliminary evaluation report and a final local evaluation report will be completed. The latter will include data-driven recommendations and lessons learned based on the final evaluation.

Summary

The C3RES and PRLA programs are intended to improve outcomes for formerly incarcerated individuals impacted by Prop 47 who are identified as having significant needs, as well as to impact public safety by reducing recidivism of these individuals by applying a community care coordination (C3) framework that includes jail in-reach and wraparound reentry services. More specifically, the project aims to connect individuals with underlying behavioral health, substance use, housing, or other needs with care coordination beginning prior to release from custody and continuing in the community for at least 12 months post-release. The project will facilitate the implementation of the C3RES and PRLA programs. The C3RES program will employ care coordination teams, each consisting of a minimum of one Case Manager and two Peer Support Specialists, to connect 300-400 individuals to mental health and substance use disorder treatment, housing, employment, transportation, and/or other supportive services in the community, as needed. The PRLA program will foster a peer navigator training framework that can be expanded upon to increase the number of individuals with lived experience providing reentry support to peers leaving detention. To assess whether the project is implemented as planned and to determine the extent to which stated objectives were achieved, SANDAG will conduct a rigorous process and outcome evaluation. Quarterly reports will be provided to project partners to track progress and identify any adjustments needed, and a final evaluation report will be submitted at the end of the grant period.

Program: C3RES/PRLA Logic Model

Situation: C3RES/PRLA aims to facilitate successful community reentry and reduce recidivism through providing coordinated community-based care and wraparound reentry services, with an emphasis on utilizing peer support specialists with lived experience in the criminal justice system.

Inputs	Outputs		Outcomes		
	Activities	Participation	Short-Term	Medium-Term	Long-Term
<ul style="list-style-type: none"> ✓ Project Coordinating Council (PCC) with diverse stakeholders and expert staff representing different agencies and departments across the criminal justice, public health, and administration ✓ Cross-agency collaboration with a commitment to successful implementation of C3RES and PRLA programming ✓ County funding and resources ✓ State grant funding and support ✓ Community interest, participation, and feedback ✓ Experienced evaluation partner 	<ul style="list-style-type: none"> ✓ Convene quarterly PCC meetings to foster cross-agency collaboration and regular input from partners ✓ Collaborate on design and implementation of C3RES and PRLA programs, including executing contracts with diverse CBOs, implementing procedures for ensuring adherence to data security and evidence-based best practices, coordination between partners and service providers ✓ Gather input from program participants, stakeholders, and community members to monitor, inform, and improve programming ✓ Develop a local evaluation plan to monitor program implementation and measure success 	<ul style="list-style-type: none"> ✓ Key stakeholders including staff from San Diego County Sheriff, Health and Human Services (HHS) and its constituent agencies, Public Safety Group, SANDAG, and CBOs ✓ Identify and engage in programming 300-400 formerly incarcerated individuals with behavioral health, substance use, and other needs ✓ Employ eight peer support specialists to assist in connection to C3RES services ✓ Identify and train up to twenty Peer Reentry Leaders per cohort to facilitate peer-led connections to community-based services upon reentry ✓ Deliver services through a diverse network of providers that reflect the population of interest and emphasize peer-to-peer service navigation ✓ Solicit regular feedback from program participants and service providers through surveys and focus groups ✓ Convene annual community forums to solicit feedback from community stakeholders 	<ul style="list-style-type: none"> ✓ Implement program and project procedures, including contract execution and data protection, referral processes, connection to services, and data collection and reporting methods ✓ Provide services to approximately 100 C3RES clients annually and up to 20 PRLA participants per cohort ✓ Create an expanded and diversified network of community providers throughout the County ✓ Provide comprehensive reentry services to justice-involved individuals with behavioral health and other needs, including mental health and SUDs treatment, housing services, employment support, and transportation services ✓ Increase service providers' and stakeholders' knowledge of the C3 framework and facility with associated EBP ✓ Use data to inform implementation based on survey and focus group results 	<ul style="list-style-type: none"> ✓ Develop a well-coordinated, interagency and community-based approach to meet the needs of the population of interest ✓ Increase access to services within the population of interest's communities ✓ Increase engagement of population of interest in behavioral health and SUDs treatment, employment support, housing, and other needed services in the community ✓ Use data and rigorous research to better understand population of interest, program impact, and lessons learned ✓ Assess C3RES clients for Supported Employment Services and place eligible individuals in competitive, supported employment or link individuals to vocational programs within 60 days of engaging the Employment Specialist. 	<ul style="list-style-type: none"> ✓ Increase capacity of County to accurately identify and effectively respond to needs of the population of interest ✓ Reduce recidivism and further involvement in the criminal justice system by population of interest ✓ Improve understanding of population of interest's needs and risks ✓ Identify factors associated with successful criminal desistance and treatment outcomes