



CORONA-NORCO  
UNIFIED SCHOOL DISTRICT

Proposition 47  
Local Evaluation Plan

Submitted: December 30, 2019

## PROJECT BACKGROUND

Proposition 47 was a voter-approved initiative on the November 2014 ballot that reduced specified low-level drug and property crimes from felonies to misdemeanors. Each year, the state savings generated by the implementation of Proposition 47 are deposited into the Safe Neighborhoods and Schools Fund. Sixty-five percent of these savings are set aside annually for the BSCC to administer a competitive grant program. Proposition 47 requires that these funds be awarded to public agencies to provide mental health services, substance use disorder treatment and/or diversion programs for those in the criminal justice system. Additional legislation (AB 1056, Chap. 438, Stats. of 2015) requires that the grants be awarded competitively, and specifies that funds may serve both adults and juveniles. It allows funds to be used for housing-related assistance and other community-based supportive services, including job skills training, case management or civil legal services. The BSCC further requires that at least 50 percent of the award made to grantees is passed through to community-based service providers.

In 2019, 43 public agencies responded to the Proposition 47 Cohort 2 Request for Proposals and more than \$194 million was requested for the \$96 million that was available. The Board of State and Community Corrections ultimately approved funding for 23 public agencies from August 2019 to May 2023, which included funding for Corona-Norco Unified School District (CNUSD).

CNUSD received \$1,000,000 in grant funds to support their Youth Diversion Program (YDP) that will support youth (ages 12 to 21) by providing mental health services, substance use disorder treatment, housing-related assistance, job skills and placement services, case management, mentoring, and legal consultations to our target population in the criminal justice system. Our Prop 47 grant program expands and enhances the existing diversion programs in our community by hiring a Youth Resource Officer, contracting with Community-Based Organizations, and providing evidence-based interventions to our target population.



CNUSD contracted an outside evaluator, SPSG, Inc., to perform an objective and impartial evaluation of the YDP project. In addition to the day-to-day data collection and analysis, and quarterly reports to the state, SPSG is responsible for the Local Evaluation Plan, a Two-Year Preliminary Evaluation Report, and a Final Local Evaluation Report. These documents will adhere to the formats and timelines prescribed by the BSCC.

### CNUSD's YDP Grant Program (YDP) Aligns with the Theory behind Proposition 47

The design and implementation plan of the YDP program, including service delivery, encourages community engagement, where members of the community participate in identifying, informing, and shaping policies, goals, services, and solutions. The process for community engagement extends beyond the LAC (Local Advisory Committee) as CNUSD hosts open forums with the community-at-large to provide an opportunity for individuals impacted by the system to share their experiences and ideas for improving service delivery to reach the overarching goal of reducing recidivism rates. YDP's service delivery approach is culturally competent, trauma-informed, and provides for accessibility. By basing services in the school setting, CNUSD eliminates barriers to access which are known to affect the target population. As a large school district with both a diverse student population and a diverse staff, CNUSD has adopted a set of congruent behaviors, attitudes, and policies that come together throughout the district and enable them to work effectively in cross-cultural situations. YDP provides ample opportunities to divert the target population from juvenile hall or camps, and away from peers who promote gang activity and a life of crime. YDP has a Strong Plan that is aligned with the Safe Neighborhoods and School Act to maximize alternatives for non-serious, non-violent juvenile offenders and ensure the most impacted by Prop 47 receive the proposed services.

### CNUSD's YDP Grant Program Interventions, Services and Activities

The Mental Health, Substance Use Disorder Treatment and Diversion Programs Funded by this Grant advance principles of restorative justice while demonstrating a capacity to reduce recidivism rates among the target population. CNUSD's is increasing their mental health capacity through a contract with Family Services Association who work exclusively with the target population in the school setting. Trauma-informed counselors provide



therapeutic mental health services to youth who are referred through probation, the juvenile courts or the Youth Diversion Team. Additionally, the contract with FSA includes substance use disorder treatment to the target population with known substance use, including individual and group counseling, case management, and recovery support services. Addressing mental health needs and associated behavior problems at school helps students stay in school and become more connected to their school and community. Providing this protective factor creates a positive competing pathway to the lure of delinquent behavior and gangs. Drug and alcohol treatment classes provided by FSA meet the requirements of the juvenile court. CNUSD's YDP enhances and expands existing diversion programs: Corona Police Department's YDT and Riverside County Sheriff Department's YAT. The following outlines expected participation rates in the program:

Activities/Programs	Number of participants served (over the life of the grant)
Hire a Community Resource Officer (1 FTE) to support the target population	Increase by 25 participants in the youth diversion program annually.
Contract with FSA to provide mental health and substance abuse counseling	A total of 4200 hours of mental health services will be provided to our target population, and a total of 1800 hours of substance abuse counseling.
Contract with Starting Over, Inc.	<p>A minimum of 27 participants will receive transitional housing or rapid rehousing services.</p> <p>250 individuals will receive job skills and readiness training and job placement services.</p> <p>500 individuals will receive legal consultations.</p> <p>Foster and homeless youth will receive 900 hours of case management services.</p>
Implement evidence-based curricula and programs (Why Try? and Check-in/Check-Out)	All YDT participant services will be enhanced by the adoption of evidence-based interventions.

Supplemental and supportive services include a partnership with Starting Over, Inc., who provide Rapid Rehousing, Transitional Housing, job readiness and placement services, and legal consultation to the target population. Housing services include: Standardized Assessment & Interventions for Rapid Re-Housing and/or Prevention; and Coordinated



Individual Service Plans for Supportive Housing. Homeless students (over 18 or emancipated) receive a rapid rehousing intervention designed to move participants from homelessness to permanent housing. Starting Over provides job skills and readiness training as well as placement through their Workplace Development program. Legal consultations will provide participants with an overview of how the juvenile justice system works, their rights, and how to find representation.

CNUSD's Prop 47 program recognizes the impact of trauma on the target population. Based on service logs they've identified that at least 80% of youth in the target population referred to school-based counseling have been impacted by trauma, including abuse, neglect, community and home violence, drug addiction, and incarceration of caretakers. CNUSD's YDP fully integrates knowledge about trauma into policies, procedures, and practices; and seeks to actively resist re-traumatization. Annual training by CNUSD's School Psychologist on the Trauma Resiliency Model, beginning in December 2019, will be provided to all adults working with our target population.

### Goals and Objectives

The three Goals and related Objectives for CNUSD's Prop 47 Grant identify the intended results of the YDP project and include:

#### **Goal #1: Reduce the number of Chronic Juvenile Offenders**

**Objective 1:** To decrease juvenile recidivism rates for the target population by 50% by December 31, 2022 as measured by citations, arrests and court records.

#### **Goal #2: Divert Non-violent Juvenile Offenders from Juvenile Correctional Institutions**

**Objective 2:** To increase the participation in diversion programs as an alternative to detention centers and camps for juvenile offenders by 100% by December 31, 2022, as measured by court records, status reports, and attendance logs.

#### **Goal #3: Improve Academic Performance and Employment Opportunities for Juvenile Offenders**



**Objective 3:** To increase the number of individuals in the target population who improve their school-based performance by 25%, by December 31, 2022, as measured by academic records, graduation and GED certificates.

**Objective 4:** To increase the number of individuals in the target population who secure employment by 60% by December 31, 2022, as measured by employment records.

## **EVALUATION METHODS AND DESIGN**

CNUSD and SPSG will use evaluations to maintain focus on mission, purpose, goals, and objectives; develop strategic plans; maintain program fidelity; measure progress; and promote sustainability. Our evaluation will include process, outcome and impact evaluation components to track overall project performance. The process evaluation will examine the extent to which Prop 47 programs, interventions, and services were implemented as intended. The outcome evaluation will examine the impact that Prop 47 program had on the target populations' outcomes and recidivism. The impact evaluation includes mixed methods and combines qualitative and quantitative techniques to triangulate multiple sources of data and significantly enhance the validity of the evaluation. Sources of quantitative data include: crime data; disposition data; service delivery logs; and school records. Sources of qualitative data include: open-ended surveys, interviews, focus groups, observations, meeting minutes, and pre- and post-surveys from evidence-based curriculum programs. Combining qualitative and quantitative methods will increase the depth of our information and provide feedback, enabling us to make critical mid-course corrections and program adjustments in a timely manner. The chart below summarizes the type of quantitative and qualitative measures to be used to answer our primary evaluation questions.



Primary Evaluation Questions for YDP			
To what degree and in what manner has/have:	Implementation aligned with the program model?	Key elements & approach have been described?	Participants made & maintained gains in proposed outcomes?
<b>Quantitative Measures</b>			
YDP Prop 47 Fidelity Index	√	√	
Case Management Records	√	√	
Mental Health Referrals and Treatment Logs	√	√	√
Juvenile Court/Crime Data (law enforcement, probation, courts)			√
Employment Records: interviews, placement, job skills training			√
Intervention and service records (housing, legal consultations, evidence-based interventions, etc.)			√
Surveys: Close-ended Questions			√
Student Academic and Graduation Records			√
Student Conduct Records: attendance, referrals, suspensions/expulsions			√
Attendance Logs: training and professional development			√
Personnel Records: new hires and performance reviews	√	√	√
<b>Qualitative Measures</b>			
CNUSD Administrative Records	√	√	
On-Site Observations	√	√	
Focus Groups	√	√	
Key Informant Interviews	√	√	
Surveys: Open-ended questions	√	√	

Figure 1: Quantitative and Qualitative Measures



The impact evaluation will determine the impact of the project on juvenile offenders across project performance indicators (goals and objectives). Results of our evaluation will be presented in interim and final reports, in accordance with grant requirements. Project performance, including both implementation and impacts, will be tracked over time using data on program implementation, program service receipts, and student outcomes.

## Process Measures

### Goal 1

- The number of project staff who have been recruited, hired and trained
- The number of contracts with CBOs that have been executed and protocols for service delivery are in place
- Number and type of referrals made to the target population
- The type and amount (duration and dosage) of services received by each participant in the program
- The number of individuals receiving the Why Try? And Check-in/Check-Out intervention
- The number of LAC meetings including duration and participation, and the number of MOUs created

### Goal 2

- The number of students from the target population referred to diversion programs, including success/failure rates
- Type and duration of dispensation awarded by diversion programs
- The number and type of outreach and communication activities conducted, including target audience and method of delivery

### Goal 3

- The number of participants from the target population who receive job skills training, including duration and dosage



- The number of participants who interview for employment and who receive employment, including length of employment

### Evaluation Instruments

SPSG worked closely with program staff and community partners to design the following forms and evaluation instruments: universal mental health/substance use disorder referral form, treatment log, and termination form; criteria for evaluating student progress in meeting treatment goals, fidelity checklists for all evidence-based programs; attendance forms; tracking sheets for each community partner providing service; questions and metric for focus groups; and interview protocols.

### Process Variables

Independent variables will be identified and tracked in an effort to measure their impact on outcomes, which include:

- Staffing changes (turnover, recruitment and hiring process);
- Staff training (professional learning, trauma-informed care, on-the-job training);
- Curriculum (evidence-based practices, assessments);
- Peer navigation (motivational interviewing, case management, facilitation);
- Employment services (pipelines to employment opportunities);
- Legal and housing services; and
- Behavioral health services (experience with CBT, trauma-informed services, assessment, collateral).

### Fidelity

SPSG will utilize existing fidelity surveys for evidence-based interventions included in the YDP. SPSG will monitor fidelity by compiling monthly data into a quantified Fidelity Implementation Index that will allow us to periodically assess the extent and quality of each component, serve as a guide to implement our project as intended and allow supervising staff to monitor quality. Immediate concerns identified through monitoring fidelity will be reported to program staff and the LAC within 24 hours of discovering to



ensure all obstacles to implementation are addressed immediately and do not impact service delivery or anticipated outcomes.

### Research Design

To assess the implementation and impact of CNUSD's Prop 47 grant program, SPSG will conduct a mixed-method process and outcome evaluation. The mixed-method approach incorporates quantitative and qualitative data collection and analysis to provide a comprehensive assessment of grant funded efforts. This research design was selected to maximize validity and provides different perspectives on complex, multi-dimensional issues. The quantitative data analysis will include individual and system level measures to examine service referral and receipt as well as outcomes of treatment and interventions on recidivism. Qualitative data analysis will explore experiences with implementation from the target population, service providers, and management to identify successes, challenges, and areas for improvement. The descriptive study will comprise two key components, a process evaluation and an outcome evaluation, to measure program implementation and effectiveness.

### Participant Eligibility

Eligibility to receive services under the YDP project is juvenile offenders (ages 12 to 17 1/2) who have been arrested, charged with, or convicted of a criminal offense *and* have a history of mental health issues or substance use disorders. Individuals (ages 18 through 21) who have either dropped out of CNUSD or are enrolled in an Adult or Alternative Education program and also meet the above criteria will also be served. Comparisons will be made to all CNUSD students and all juveniles within CNUSD's attendance zone, but this is not a research study and we don't have the funding to identify a viable control and experimental group.

### Activities, Interventions and Measurement Instruments

The following table provides an overview of activities that support the identified goals and objectives and how each will be measured:



Activity	Responsible staff/partner	Intervention, including Evidence-based	Measurement Instrument
<b>Goal 1</b>			
Refer target population to therapeutic mental health services and provide treatment	CNUUSD will refer students from the target population to Family Services Association for therapeutic mental health services.	Cognitive Behavioral Therapy Why Try?	Mental health referrals, treatment logs, and discharge forms  Strength and Difficulties Questionnaire (pre/post) to measure progress
Refer and provide treatment to target population with substance use disorders	CNUUSD will refer students from the target population to Family Services Association for substance use disorder treatment.		Mental health referrals, treatment logs, and discharge forms  Strength and Difficulties Questionnaire (pre/post) to measure progress
Refer target population who are homeless or aging out of the foster system to transitional and/or reentry housing	CNUUSD will refer students from the target population and Starting Over will provide housing.		Treatment logs, Housing Placement logs
Refer and provide treatment to target population with mentoring programs	CNUUSD will refer students from the target population and Community Resource Officer will provide mentoring services	Check-in/Check-out	Activity logs, Attendance logs
Refer target population to legal consultations	CNUUSD will refer students from the target population and Starting Over will provide legal consultations		Attendance and activity logs



Activity	Responsible staff/partner	Intervention, including Evidence-based	Measurement Instrument
<b>Goal 2</b>			
Refer eligible students to diversion programs through the juvenile courts	Individuals will be referred by CNUSD, law enforcement, juvenile courts, probation and self-referrals		Referrals, Activity logs
Conduct education and outreach for YDP	LAC will work together to create and disseminate materials for the YDP		The number and type of outreach and communication activities conducted
<b>Goal 3</b>			
Refer target population to Workplace Development Program for job skills training and placement	CNUSD will refer and Starting Over will provide services		Attendance logs, Training logs, Interviews completed, Employment obtained, Length of employment sustained

*NOTE: measurement instruments for outcome data are included in the goals and objectives listed above.*

### Outcome Measures

Outcome measures for our YDP grant include:

- Number of juvenile offenders who complete a diversion program and have not reoffended;
- Number of individuals placed in transitional and permanent housing;
- Number of individuals who complete alcohol and addiction treatment and avoided relapse;
- Number of juvenile offenders who receive jobs skills training and secure employment;
- Number of juvenile offenders who receive Prop 47 support services and improve their attendance, academics, and behavior; and
- the juvenile crime and recidivism rate decreases by the end of the grant period.



Progress in achieving the expected outcomes uses a pre/post format.

### Outcome Measure - Recidivism

SPSG will measure recidivism for each individual served from the target population. Recidivism rates will be calculated for each individual from the time they enter the Prop 47 program until the time that the grant ends. Participant recidivism rates will be compared to recidivism rates for the cities that CNUSD serves (Corona, Norco and Eastvale) as well as Riverside county, to the extent that is possible based on data provided by law enforcement, probation and the juvenile courts. SPSG will analyze data to identify trends and the impact of the Prop 47 grant program. This analysis will include identifying correlating factors that impact recidivism rates. As this is not a research grant, it is not possible to identify valid and scientifically sound causation conclusions.

### Meeting Individual Goals

Each program, activity and intervention will determine their own definition for successfully completing the program. As an example, successful completion of mental health services will be determined by the clinician providing service with the aid of the Strengths and Difficulties Questionnaire. Status on individuals completing programs will be submitted to SPSG on a quarterly basis. SPSG will work closely with each provider to review caseload, demographics, and completion data on a quarterly basis.

### Data Management

Process data (attendance, treatment logs, mental health referrals, discharge reports; housing placement records; and employment records) will be collected, analyzed and distributed monthly by the Local Evaluator, allowing CNUSD and the LAC to make changes when necessary to ensure maximum impact. Outcome data (data from law enforcement, probation, juvenile courts, and diversion programs including adjudication, offenses, and success rates; academic data, including grades, attendance, discipline, and graduation) will be collected and distributed by the evaluator quarterly and annually. The annual outcome data and progress towards each objective will also include the 12-month aggregate of all process data. Qualitative data (focus groups, site visits and interviews)



will be collected and analyzed in real time, and the results will be incorporated into the annual performance reports. SPSPG's analysis will include duration and dosage of individual interventions and activities, and account for participants who participate in more than one program. Trends will be identified and reported.



## Logic Model

