

Project imPACT Local Evaluation Plan

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Preface

The Proposition 47 grant program, administered by the California Board of State and Community Corrections (BSCC), provides discretionary grant funding to localities to provide community-based supportive services to justice-involved individuals. In June 2017, the Los Angeles Mayor’s Office of Reentry was awarded Proposition 47 grant funding from the BSCC to implement Project imPACT. Project imPACT is a program designed to address the needs of individuals who have recent involvement with the criminal justice system. Designed specifically to serve those with a history of mental health and/or substance use concerns, this program provides employment, behavioral health, legal, and housing services in an effort to improve employment outcomes and reduce recidivism. Beginning in August 2019, Project imPACT was selected by BSCC to receive funding for a second cohort of participants, which will allow them to continue to provide services to a larger group of Fellows and explore the addition of a housing service component. To better understand the implementation and effectiveness of this program for Cohort 2, the Los Angeles Mayor’s Office of Reentry asked RAND Corporation and Harder+Company to conduct an evaluation of Project imPACT. This local evaluation plan documents the planned methodology for the evaluation.

The research plan documented here will be implemented under the RAND Justice Policy Program, which spans both criminal and civil justice system issues with such topics as public safety, effective policing, police–community relations, drug policy and enforcement, corrections policy, use of technology in law enforcement, tort reform, catastrophe and mass-injury compensation, court resourcing, and insurance regulation. Program research is supported by government agencies, foundations, and the private sector. The RAND Justice Policy Program is part of the RAND Social and Economic Well-Being division, which seeks to actively improve the health and social and economic well-being of populations and communities throughout the world.

Questions or comments about this report should be sent to the project leader, Stephanie Brooks Holliday (holliday@rand.org). For more information about RAND Justice Policy, see <https://www.rand.org/well-being/justice-policy.html> or contact justicepolicy@rand.org.

Project Background

In June 2017, the Los Angeles Mayor's Office of Reentry was awarded Proposition 47 grant funding from the California Board of State and Community Corrections (BSCC) to implement Project imPACT. Project imPACT is a program designed to address the needs of individuals who have recent involvement with the criminal justice system. The initial cohort of Fellows was recruited in Summer 2018, and a preliminary evaluation report was provided to BSCC in August 2019. This initial funding supports Project imPACT through August 2020, at which point a final evaluation report will document the results of a process and outcome evaluation. In August 2019, Project imPACT was selected by BSCC to receive funding for a second cohort of participants, allowing the Mayor's Office of Reentry (and the community-based organizations they contract with) to continue to provide services to a larger group of Fellows and explore a potential expansion to the services in the form of a housing component. In this section, we provide background about the Project imPACT model.

Program Overview

Project imPACT is designed to address barriers to obtaining employment and reduce future justice system contact among individuals recently involved in the criminal justice system. The program model includes provision of employment, behavioral health, legal, and housing services alongside evidence-based practices that address the unique needs of individuals involved in the justice system. Project imPACT services are provided in four areas of Los Angeles: Watts, South Los Angeles, Downtown, and San Fernando Valley. Each of these regions has a separate team of providers working to support Fellows (i.e., individuals who enroll in Project imPACT).

Fellows receive employment services from an employment agency and are assigned to work with a multidisciplinary "PACTeam." A PACTeam includes a Peer Navigator with lived experience of incarceration or involvement with the justice system; an Attorney to address the numerous legal challenges experienced after incarceration; a Counselor to address mental health and substance abuse concerns that may interfere with obtaining and retaining employment; and a Housing Navigation Specialist to work with Fellows receiving housing services to ensure he/she can secure and maintain stable housing. The employment agency serves as the lead for each region and is a key player in this multidisciplinary team. Fellows also participate in group-based cognitive behavioral therapy (CBT) curriculum, designed to address criminogenic needs and promote "cognitive, social, emotional, and coping skill development" (University of Cincinnati, 2018).

By utilizing the employment service providers and PACTeam to provide wrap-around, holistic support specific to the needs of individuals involved in the justice system, Project

imPACT aims to improve employment outcomes and job retention for Fellows, reduce recidivism, enable community-based partners to more effectively serve this population.

Project Goals and Objectives

Project imPACT was designed to achieve six goals:

- 1) To create a program experience perceived to be positive and valuable by Fellows;
- 2) Improve ability among project partners to service justice-involved individuals;
- 3) Adhere to the program's guiding principles, which include (a) community partnerships and collaboration; (b) trauma-informed care; (c) cultural competence; and (d) focus on the Fellow.
- 4) Improve employment outcomes;
- 5) Reduce recidivism.

These program goals were established by the Los Angeles Mayor's Office when developing Project imPACT. In addition to these goals, Project imPACT is exploring the addition of a housing component, with the goal of improving housing stability among Fellows.

The Mayor's Office also established targets related to service provision (e.g., number of individuals served by the program); additionally, though increasing employment and reducing recidivism are the main focus of the program, there are additional short-term effects that are expected of the program and are being measured as part of the evaluation. We describe the relationship between those process and outcome targets and the overarching Project imPACT goals in the subsequent sections.

Program Eligibility and Services

Individuals are eligible for Project imPACT if they meet the following criteria:

- 1) Recent criminal justice involvement. This is broadly defined, and includes having been a) arrested or convicted of a crime in the past year, b) currently on community supervision (i.e., probation or parole), and/or c) released from incarceration in the past year.
- 2) History of mental health issues and/or substance use disorders. Fellows are not necessarily required to have a formally diagnosed mental health or substance use disorder at the time of enrollment. Rather, Fellows are considered to have met this criterion if they have a mental health issue or substance use disorder that limits one or more life activities; have ever received services for a mental health issue and/or substance use disorder; have self-reported a history of these concerns to a provider; or have been regarded as having a mental health issue or substance use disorder (e.g., by a provider or family member).
- 3) Willingness to obtain employment.
- 4) Determined to have a medium to high risk of reoffending, based on the Level of Service/Case Management Inventory (LS/CMI) (Andrews, Bonta, & Wormith, 2004), a well-validated risk/needs assessment, consistent with the risk-need-responsivity model.

Fellows are referred to the program through a number of sources. Some learn about the program when they are referred to a given employment agency (e.g., individuals referred to a

Worksource center in one of the regions may learn of the program). Other referrals come from local agencies (e.g., Probation) or other community-based organizations that serve justice-involved individuals. During Cohort 1, each region established collaborative relationships with public agencies and related non-profit organizations as sources of referrals. Regions also host and attend outreach events (e.g., job fairs) to recruit potential Fellows.

Potential Fellows referred to the program are first screened for eligibility with respect to criminal justice involvement and history of mental health and/or substance use concerns. This screening is conducted using a standard screening tool developed for this project, which includes self-reported questions regarding criminal justice contact, mental health, and substance use. Those who meet initial eligibility criteria are then assessed with the LS/CMI; potential Fellows who are determined to be medium risk or higher are then eligible to enroll in Project imPACT.¹ Participation in Project imPACT is voluntary. Individuals who are not eligible for Project imPACT or who decide not to participate are provided with other resources (e.g., referrals to other programs or a list of other organizations with relevant programs).

Upon enrollment, program Fellows participate in a more comprehensive intake assessment with the employment, legal, and behavioral health providers in their region to determine their specific needs within each domain. Enrolled Fellows must be willing to participate in each of these types of services. (Note that details of the housing component, including any intake assessment or required services, have not yet been established). Potential services include the following:

- **Employment:** Employment service providers offer services such as career readiness assessments, career readiness workshops, job coaching, job development, OSHA training, placement and retention services, and transitional jobs.
- **Behavioral health:** Behavioral health services may include crisis services, individual counseling, group counseling, engagement with key influencers (e.g., family members or close friends), and maintenance services. Services are intended to address behavioral health concerns that may interfere with obtaining and maintaining employment, including anger management, depression and substance use, mental health stigma, and low self-esteem.
- **Legal services:** Legal services may include counsel/advice, self-help, limited representation, and full representation. Services may be focused on issues such as correcting, removing, sealing, or expunging criminal records; driver's license reinstatement; eviction prevention; fines and fees; and family reunification.
- **Housing support:** Project imPACT anticipates adding two housing service elements to assist Fellows in obtaining housing. Housing Navigation Specialists will assist Fellows in acquiring, financing, and maintaining affordable and appropriate housing. This may include developing personalized housing plans, assistance in applying for housing

¹ Occasionally, service providers assess an individual whose LS/CMI score is in the low-risk range, but whose needs or unique circumstances they believe warrant additional consideration. In these circumstances, regions can bring individual cases to the Los Angeles Mayor's Office of Reentry to determine if it is possible to waive this requirement. At the time of the evaluation, this waiver had only been requested twice and was granted in both situations.

assistance, and educating Fellows about tenant rights and responsibilities. In addition, upon obtaining employment, Fellows will be eligible to participate in collaborative housing. Housing Navigation Specialists will provide additional support to Fellows in this component.

All providers receive funding through Project impACT to serve Fellows. It is generally expected that all enrolled Fellows will have service needs in employment, legal, and behavioral health assistance, which has largely been the case based on Cohort 1, and some will need housing support. However, the specific types of services provided to an individual depend on the needs identified by service providers and the services offered by the providers in a given region. For example, each of the four regions has a different employment service provider, and each provider has a distinct operating model and set of services that are available to Fellows. The shared goal across service providers is to address barriers to employment: legal, behavioral health, and housing.

<p>Box 1</p> <p>CBT Core Curriculum Modules</p> <ol style="list-style-type: none">1) Values Clarification2) Cost-Benefit Analysis3) Setting a Goal4) Understanding Life History, Lifestyle Factors, and Personality Characteristics5) Recording Thoughts and Exploring Core Beliefs6) Identifying and Changing Risky Thinking7) Cognitive Strategies: Thought Stopping8) Introduction to Emotional Regulation9) Recognizing Your Feelings10) Coping by Thinking – Managing Feelings Through Managing Thoughts11) Coping By Doing – More Strategies for Managing Feelings12) Thinking Before You Act – Managing Impulsivity13) Managing Risk Seeking and Pleasure Seeking Behaviors
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In addition to services in these four core areas, all Fellows are required to complete a group CBT curriculum. The core curriculum includes 13 modules (see Box 1.1) selected from the University of Cincinnati Cognitive-Behavioral Interventions – Core Curriculum (CBI-CC), which was designed to address criminogenic needs through a cognitive behavioral approach (University of Cincinnati Corrections Institute, 2018a). To select the required modules for Project impACT, representatives from the Mayor’s Office, employment providers, and behavioral health providers, along with peer navigators from across regions, met to review the complete

set of CBI-CC modules. The 13 core modules were selected based on their perceived ability to target behaviors, foster coping skills, promote self-awareness, and embody the core principles of CBT. Regions may also select other modules from this curriculum as needed to address the needs of a specific group of Fellows. Prior to the beginning of service delivery, peer navigators, behavioral health providers, and employment providers participated in a required training delivered by the University of Cincinnati Corrections Institute. A combination of staff members deliver the curriculum, though who specifically conducts CBT may vary across regions. The

curriculum is delivered as a closed group, as material builds across the modules, and Fellows who miss a module can make up sessions at a future date. At the beginning of the program, the curriculum was delivered in a variety of ways across regions, with some implementing the curriculum as an intensive two-week course and others offering it as a weekly or twice-weekly program. Currently, all regions have moved to delivering the curriculum as an intensive two-week course.

The caseload of active Fellows is limited so that each provider in each region (i.e., employment, behavioral health, and legal) is actively serving only 30 Fellows at a time, a limit that was set to ensure program participants receive individually tailored services (note that it is expected that Housing Navigation Specialist caseloads will be limited to 20 Fellows in the initial stages of launching this component of the program, including up to 15 in collaborative housing and 5 moving in or out of housing). Employment providers and other PACTeam members meet for regular case conferences to discuss and troubleshoot Fellows' progress towards employment, identify ongoing needs, and determine when a Fellow is ready to exit program services. Fellows are considered to have successfully completed services if they complete the following minimum targets:

- **Employment:** Completed at least one session in four of the five core service areas (career readiness assessment, career readiness workshop, job coaching, job development, training);
- **Behavioral health:** Completed a minimum of 3 individual behavioral health sessions;
- **Legal:** Completed a comprehensive legal needs assessment and had one or more of his/her legal needs addressed (note: this does not necessarily mean that the Fellow's desired outcome for that legal need was achieved, but rather that the need was addressed to the extent possible within the limits of the law).²

However, Fellows may take part in more services pending their level of need. Fellows are eligible to receive services for up to one year. This means that a Fellow who completes services prior to one year but needs to re-engage in services (e.g., due to losing a job or experiencing a significant legal challenge) is able to do so before their year of eligibility is complete. If a Fellow's needs have not been addressed within a one-year period, they may be referred for additional, longer-term services outside of Project imPACT. Additionally, it is expected that housing services do not terminate upon program completion, but rather can continue beyond a Fellow's involvement in Project imPACT.

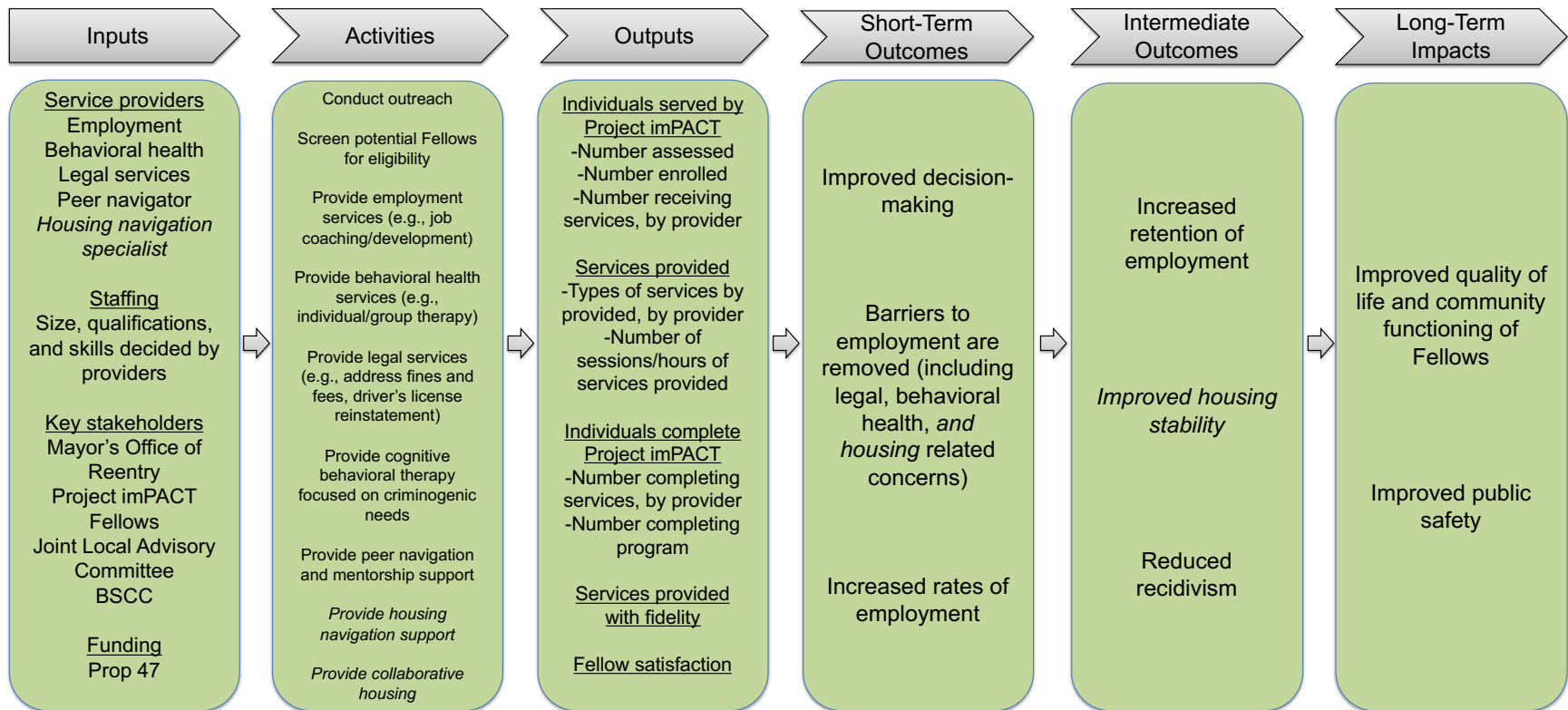
Ultimately, Project imPACT is designed to reduce recidivism. However, there are also more proximal effects that the program is expected to achieve. In the short-term, Project imPACT aims to improve participant decision-making, via the CBT curriculum, and address barriers to employment, through the employment, legal, behavioral health, and housing services. It is

² Because the housing component of the program is still in development, minimum requirements (if any) for services received from the Housing Navigation Specialist and for Fellows participating in collaborative housing are currently under consideration.

expected that addressing these short-term outcomes will improve rates of employment and employment retention, ultimately reducing future contact with the criminal justice system.

Figure 1.1 is the logic model describing Project imPACT. This includes the inputs and resource needed to operate the program; intended activities and outputs of those activities; and expected short-term, intermediate, and long-term outcomes associated with the program. Elements associated with the housing component of the program are represented in italics, as they are still being finalized.

Figure 1. Project imPACT Logic Model



Evaluation of Project imPACT

To track performance of Project imPACT over time, the evaluation team will conduct a process and outcome evaluation. The process evaluation will examine the implementation of Project imPACT. This will include a focus on factors such as individuals assessed, enrolled, and served; the nature and quantity of services being provided; and fidelity of services to the intended care models, including trauma-informed and culturally competent care. The outcome evaluation will determine whether Project imPACT is meeting its intended effects, including reduced recidivism and increased employment attainment and retention. This will include measurement of changes in program Fellows over time, as well as a comparison to benchmarks when appropriate. More detail about the evaluation method is provided in the subsequent sections.

Process Evaluation

We will conduct a process evaluation to assess the implementation of Project imPACT. This evaluation will assess the following questions:

- How many Fellows were served by Project imPACT?
- What types of services did participants receive? How many sessions or hours of services were received?
- Were services provided with fidelity, and consistent with the guiding principles (community partnerships and collaboration, trauma-informed care, culturally competent care, focus on the Fellow)?
- Were Fellows satisfied with their experience in Project imPACT?
- What implementation challenges and successes were observed?

The process evaluation is important to understanding how Project imPACT is implemented; determine whether program activities are implemented with fidelity; and identifying and addressing any challenges. Because the program is implemented in four different regions, the process evaluation is also an opportunity to examine any cross-regional differences in the ways that services are provided. Our implementation evaluation efforts under Cohort 1 have started to reveal interesting variability in types of services and program models used by the employment agencies in each of the four regions, and continuing to evaluate implementation of the program will allow us to explore these variations – and their ultimate impact on outcomes – in more detail. In addition, there have been certain implementation challenges during Cohort 1, including turnover in certain key roles and discontinuity in the lead employment agency in one region. Therefore, by continuing our process evaluation efforts into Cohort 2, we expect to continue

learning important information about the implementation of Project imPACT. Moreover, these detailed process evaluation data are important for interpreting results of the outcome evaluation; for example, if no effect of the program is found, it may be due to challenges implementing the program (e.g., meeting the target population, offering needed services).

Method and Measures

The process evaluation will assess the activities and outputs of Project imPACT, as outlined on the logic model in Figure 1. To assess the implementation of Project imPACT, we will rely on three main sources of data:

- **Data from service providers:** Each quarter, service providers will submit quantitative data related to services provided. These data will be collected at the individual Fellow level, which will allow us to understand an individual's trajectory through Project imPACT and to aggregate these numbers at the program level. Data will include sociodemographic characteristics; LS/CMI results; and specific types of services received from each provider, including number of sessions and/or hours of service. Providers will also submit a narrative describing trainings attended, program accomplishments, and program challenges in the past three months.
- **Participation in Project imPACT meetings and discussions with providers:** The Evaluation Team attends monthly meetings hosted by the Mayor's Office for all program partners. These meetings allow us to learn about staff and program development events, such as trainings or events taking place in each region; learn about issues related to the implementation of the program (e.g., how providers navigate caseload limits); and learn how the program is addressing barriers (e.g., difficulty identifying employers willing to work with individuals with a criminal record).
- **Regional site visits:** At least once during each year of the evaluation, we will conduct a site visit of each region. The site visit will include observations of the space in which services are provided; discussions with staff members from each type of provider (i.e., employment, behavioral health, legal and housing); and attending a case conference to gain a better understanding of how providers collaborate to provide individualized care. To supplement these regional site visits, we will have providers complete a pre-site visit survey providing some basic information about the specific services provided under Project imPACT (e.g., among the employment providers, what are the specific employment services?). We will also consider whether a site visit to the housing site may be appropriate as well.
- **Focus groups with Fellows:** The Evaluation team will conduct focus groups with Project imPACT Fellows. These qualitative discussions will allow us to gather data regarding Fellows' subjective experience in Project imPACT. They will also allow us to assess the extent to which services are consistent with the guiding principles of the program.

Table 1 summarizes the measures we will use to evaluate the implementation of Project imPACT; the definition of each measure (i.e., how it will be operationalized); data source(s) that will be used to assess each measure; and the timeline for collection of the data.

Table 1. Process Evaluation Measures

Measure	Definition	Data Source(s)	Timeframe
Individuals served by Project imPACT	Number of individuals assessed for Project imPACT Number of individuals enrolled in Project imPACT Number of individuals assessed, by service provider Number of individuals receiving services, by service provider	Quantitative data from service providers	Quarterly
Services provided by Project imPACT	Types of services provided, by service provider Number of sessions and/or hours of each service provided, by service provider	Quantitative data from service providers	Quarterly
Individuals completing Project imPACT	Number of individuals completing services, by service provider Number of individuals exiting without completing services, by service provider Number of individuals completing Project imPACT Number of individuals exiting without completing Project imPACT	Quantitative data from service providers	Quarterly
Services provided with fidelity	CBT group delivered according to curriculum Services provided are consistent with goals of each provider	Site visits	Annually
		Provider narratives	Quarterly
		Attendance at All Partner Meetings	Monthly
		Focus groups with Fellows	Throughout program (~1-2 times per region per year)
Services consistent with principles of trauma-informed care	Providers are trained on principles of trauma-informed care Services are perceived as trauma-informed by Fellows	Site visits	Annually during program
		Provider narratives	Quarterly
		Attendance at All Partner Meetings	Monthly
		Focus groups with Fellows	Throughout program
Fellows are satisfied with service delivery	Fellows perceive Project imPACT as meeting their needs and providing relevant services	Focus groups with Fellows	Throughout program

Analytic Considerations

Regarding quantitative service utilization data, we anticipate aggregating data on a quarterly basis to quantify the volume of services used across each service type. These data will be shared with the Mayor's Office and service providers.

Data from site visits, attendance at All Partner Meetings, and provider narratives will be descriptively summarized by members of the project team. Our focus will be twofold: describing the program model in each of the regions and detailing services available; and understanding implementation facilitators, challenges, and lessons learned.

Data from Fellow focus groups will also be descriptively summarized by members of the project team. We anticipate sharing interim summaries with the Mayor's Office based on these focus groups. For example, for Cohort 1, we are preparing an interim summary of findings from the first focus group in each region to share with the Mayor's Office and service providers. Later in the evaluation, we anticipate hosting focus group(s) with Fellows who have completed Project imPACT, which will have some different questions, and could summarize interim results from these groups as well.

Outcome Evaluation

We will conduct an outcome evaluation to determine if Project imPACT has met its goals. Project imPACT aims to achieve the following outcomes:

- Improve decision-making (short-term, from enrollment to exit);
- Address barriers to employment, including behavioral, legal, and, potentially, housing barriers (short-term, from enrollment to exit);
- Increase rates of employment, including full-time and part-time employment (short-term, from enrollment to exit);
- Increase retention of employment (intermediate, assessed at 6, 9, and 12 months following program completion);
- Increase housing stability (intermediate, likely assessed at 6, 12, and 18 months following program completion); and
- Reduce recidivism (intermediate, assessed at 6, 12, and 18 months following program completion).

It should be noted that two of these outcomes (those related to employment and recidivism) overlap with the overarching project goals established by the Mayor's Office.

Method

To evaluate the effectiveness of Project imPACT, we will largely use pre-post techniques to examine changes in the study population over time. To the extent possible, we will collect baseline data on the outcome measures of interest. This will allow us to make comparisons before and after participation in Project imPACT within the sample of participants who are served by the program. In addition, we will make comparisons to target numbers when relevant. For example, the Mayor's Office established a benchmark for the employment providers to connect 55% of Fellows enrolled in Project imPACT with employment. As we complete the evaluation for Cohort 1, we will also be working with the Mayor's Office to determine if there are other benchmarks for outcomes that might be appropriate based on the data or the literature (e.g., for employment retention). Therefore, we will be able to examine increases in the overall employment rate of Fellows after participation in Project imPACT, and compare the employment rate to this target goal. As possible, we will also explore the factors that contribute to program outcomes, such as whether individuals who received a greater intensity of services experienced a better outcome.

Ideally, to demonstrate the effectiveness of a program, performance of the intervention group is compared to a control or comparison group (e.g., individuals with similar characteristics who did not participate in Project imPACT). However, given the individualized nature of certain outcomes (e.g., addressing barriers to employment) and challenges to identifying an appropriate comparison group, we will likely focus on tracking changes from baseline on the outcomes of interest. That said, whenever possible, we will identify any additional benchmarks with which to

compare outcome data from Project imPACT (e.g., comparing rates of recidivism among Fellows to rates of recidivism for the Los Angeles region more broadly based on sources such as the reference data compiled by BSCC, rates reported in the literature for employment-focused programs for justice-involved individuals). In addition, comparing outcomes of Fellows who successfully complete Project imPACT to those who leave the program before completion, if possible, may provide insight into the effectiveness of program services.

Measures

Data for the outcome evaluation will largely be reported by service providers as part of their quantitative reporting requirements. As with the process evaluation, these data will be collected at the individual Fellow level, which will also allow us to aggregate these numbers at the program level. Table 2 summarizes the measures we will use to evaluate the implementation of Project imPACT, the definition of each measure (i.e., how it will be operationalized), and considerations for measurement. Each is then described in more detail below.

Table 2. Outcome Evaluation Measures

Measure	Definition	Notes for Measurement/ Timeline
Improved decision-making	Assessed with the Decision-Making subscale of the TCU Psychological Functioning Assessment, part of the Client Evaluation of Self and Treatment (Institute of Behavioral Research, 2007)	To be measured at baseline, completion of the CBT core curriculum, and completion of program
Addressed barriers to employment	Each type of provider (employment, behavioral health, legal) identified specific barriers to employment, and will report on barriers removed for each individual	To be submitted quarterly by service providers
Increased rates of employment	Percentage of Fellows employed, by full-time and part-time employment	To be submitted by employment providers; can be measured over time and compared to benchmark
Increased retention of employment	Percentage of Fellows retaining employment at 6, 9, and 12 months after placement, by full-time and part-time employment	To be submitted by employment providers
Reduced recidivism	Percentage of Fellows arrested for a new crime, committing technical violations, and/or convicted of a new crime, 6, 12, and 18 months following program completion	Potential benchmark for comparison to be identified
<i>Housing retention (possible addition)</i>	Percentage of Fellows housed during enrollment who retain stable housing for 6, 12, and 18 months after program exit; and Percentage of Fellows who select collaborative housing services that retain stable housing for 6, 12, and 18 months following program completion	To be submitted by service providers

Improved decision-making. Multiple aspects of Project imPACT have the potential to impact decision-making skills. First, the CBT curriculum is designed to address criminogenic

thinking, which is a risk factor for future recidivism (Bonta & Andrews, 2017), and improve decision-making skills. Modules include topics such as identifying risk thinking patterns, improving emotional regulation, and managing impulsivity. In addition, it is possible that behavioral health services may also contribute to improvements in decision-making (e.g., by helping Fellows address anger management problems or navigate difficult situations). To determine whether program participation results in improved decision-making, Fellows will complete the Decision-Making scale of the TCU Psychological Functioning Assessment, part of the Client Evaluation of Self and Treatment (Institute of Behavioral Research, 2007) at three time points: upon enrollment to Project imPACT, upon completion of the core CBT curriculum modules, and again at program completion at minimum. By administering it immediately after the CBT curriculum, we hope to be able to detect whether that component of services is affecting decision-making as an outcome, especially because only a subset of the full CBI-CC modules are being used. Administering it again upon completion of the program, we hope to be able to detect how other program services may contribute to decision-making. We will examine changes over time on this measure to determine whether decision-making significantly improved.

Addressed barriers to employment. In collaboration with each service provider, a set of potential barriers to employment that may be addressed by services received through Project imPACT were identified. These included:

- **Employment:** childcare; clothing (interview and work); credential/certificate attainment; driver's license; housing; interview prepared; current resume; scheduling conflict; transportation; workplace behavior
- **Behavioral health:** anger management/emotion regulation; depression; substance use; time management; mental health stigma; motivation; family relations; self-esteem
- **Legal:** correct/remove/seal/expunge criminal records; Proposition 47 reclassification; occupational licenses; family reunification; eviction prevention; fines and fees; DMV license reinstatement; other reclassifications

We will work with providers to develop a similar list of housing-related barriers. We expect that this may include barriers such as difficulty acquiring, financing, and maintaining appropriate housing, need for education on tenant rights and responsibilities, or conflict resolution/communication and life skills (e.g., budgeting).

On a quarterly basis, providers will submit data about which barriers were addressed for each Fellow currently enrolled. This will allow us to determine which barriers are being effectively addressed by program services. Of note, the determination as to whether a barrier is currently being addressed or has been resolved will be based on provider judgment.

Increased rates of employment. Project imPACT is designed first and foremost as an employment program. Though many Fellows may be unemployed at the time of program entry, others may be underemployed (i.e., working fewer hours than they want or need) or need assistance finding a new job for some other reason. To the extent that data about employment at baseline is available, we will use this as a point of comparison. Successful achievement of

employment by Fellows will also be reported by employment service providers. This will allow us to compare employment rates from baseline to post-Project imPACT. In addition, per the Mayor's Office, each employment provider has a goal of at least 55% of enrolled Fellows obtaining employment. Therefore, employment rates will also be compared to this benchmark. Finally, we will review the literature related to employment programs serving similar populations to determine what rates of employment are achieved after completion of those programs, which will serve as another point of comparison. Both full-time and part-time employment will be tracked.

Increased retention of employment. Project imPACT aims not only to connect individuals with employment, but to help them retain employment. After initial employment placement, employment providers will report on whether Fellows are still employed 6 months, 9 months, and 12 months later. This will allow us to determine what percentage remain employed, even once they are no longer actively receiving employment services. As with rates of employment attainment, we will compare these outcomes to those of similar programs reported in the literature.

Increased housing retention. We anticipate measuring the Fellows' housing stability at several points throughout the program. We will obtain baseline measures of housing at enrollment, and obtain information from providers about any changes in housing status while Fellows are enrolled in the program. We will work with providers to develop a set timeline for reporting any updates if needed. We will then collect data on housing status at 6, 12, and 18 months after program completion. Such an approach would allow for detecting the links between different types of housing challenges and the program outcomes, as well as to compare the outcomes of Project imPACT participants who received or did not receive the housing support services.

Reduced recidivism. Project imPACT addresses many criminogenic needs, including criminogenic thinking, via the CBT curriculum and behavioral health services; key influencers (e.g., family and peers), through behavioral health services; substance use, through behavioral health services; and education/employment, through employment, behavioral health, and legal services. Services are also designed to address legal barriers that Fellows may be experiencing. In these ways, it is expected that Project imPACT will ultimately result in reduced recidivism.

Service providers do not have access to criminal justice records. Therefore, recidivism will be measured largely based on self-report of Fellows (and/or key contacts of the Fellows, such as family members). More specifically, following program completion, employment providers will follow-up with graduated Fellows every 6 months: at 6 months, 12 months, and 18 months. They will ask Fellows the following questions:

- Have you been arrested for any new crimes in the last 6 months?
 - (If yes) Was it for a misdemeanor or felony?
- Have you committed any technical violations in the last 6 months?
- Have you been convicted for any new crimes in the last 6 months?

- (If yes) Was if for a misdemeanor or felony?

Note that it will not possible to obtain follow-up data at all three outcome periods for all Project imPACT Fellows. We will collect as many follow-up points as we can for each Fellow before the end of the evaluation.

We will use these data to report on recidivism in two ways. First, we will use information about convictions along with information about the last release from incarceration or placement on community supervision to report on the BSCC definition of recidivism. We will also report on a Project imPACT-specific definition of recidivism, which focuses on justice-system involvement following program completion. This Project imPACT-specific definition of recidivism is relevant because not all participants enroll in the program immediately after being released from incarceration or placed on probation or parole. Therefore, this definition allows us to more directly assess the influence of the program itself.

We acknowledge that there are limitations to relying on self-report as a measure of recidivism, and to including rearrest or technical violation data as part of the measurement of recidivism. That said, given the brief follow-up period after program completion, it may be difficult to detect convictions for new crimes. By tracking arrests and technical violations, we will have some information about future contact with the criminal justice system. Though we will not have a comparison group with which to compare these data, we will work to identify an appropriate benchmark to which recidivism rates among Fellows can be compared. This will allow us to have more confidence that results are due to program participation, and not reflective of broader trends in criminal justice involvement in the Los Angeles region. We are also collaborating with the Mayor's Office to identify a potential source of more objective recidivism outcome data, perhaps through collaboration with other City or County agencies.

Analytic Considerations

Project imPACT is a collaborative service delivery model that involves services provided by multiple agencies. Our goal with the evaluation is not to tease apart the individual impact of each type of service, but rather to determine whether the holistic Project imPACT model leads to the intended outcomes.

As noted above, our evaluation efforts under Cohort 1 have revealed variability in types of services and program models used by the employment agencies in each of the four regions, though all regions provide services that are consistent with those required by Project imPACT. For example, one employment agency uses subsidized transitional employment, whereas another has a strong emphasis on vocational training. As we explore outcomes, we will take these regional differences into consideration and explore how different types of services may contribute to outcomes.

In addition, we acknowledge that not all Fellows will successfully complete services. To the extent possible depending on sample sizes, we will examine differences in outcomes for those who fail to complete services versus those who successfully complete the program, and explore

factors that may contribute to outcomes regardless of program completion (e.g., length of time in program, completion of a particular type of service [legal, behavioral health, employment]).

Finally, to the extent possible based on sample size and variability in outcomes, we will explore factors associated with positive outcomes among program participants. This may include individual characteristics (e.g., risk level) and aspects of program participation (e.g., intensity or “dosage” of services).

Assessing Progress Toward Project imPACT Goals

Together, our process and outcome evaluation methods will allow us to measure progress toward each of the Project imPACT goals described above. Table 2.3 summarizes each goal, how it will be operationalized for the purposes of the evaluation, and whether it will be addressed by the process or outcome evaluation.

Table 3. Assessing Progress Toward Project imPACT Goals

Goal	Proposed Method of Measurement	Evaluation Component
1) Program experience perceived to be positive and valuable by Fellows	Assessment of Fellow satisfaction and perceptions of needs being met	Process evaluation
2) Improvement of project partners' ability to serve justice-involved individuals	Description of training provided to staff at provider organizations; examination of enrollment rates and trends in service delivery over time	Process evaluation
3) Adherence to the program's guiding principles	Description of training provided to staff at provider organizations; observation of communication and collaboration across organizations during planning and implementation phases; observation of case conferences	Process evaluation
4) Improved employment attainment and retention	Assessment of percentage of Fellows achieving and retaining full-time and part-time employment; to be compared to goal set by employment providers (55%)	Outcome evaluation
5) Recidivism reduction	Assessment of new arrests, technical violations, and/or new convictions following completion of Project imPACT	Outcome evaluation
6) Improve housing stability	Assessment of fellows retaining stable housing following completion of Project imPACT	Outcome evaluation

Data Management

The data sources, tools, timelines, and procedures for data collection were described in detail above. As described, certain quantitative data will be collected by service providers on a quarterly basis and submitted to the Evaluation Team. Each of the Project imPACT providers is

required as part of their contract to share the described data with the Evaluation Team for research purposes. Upon enrollment to Project imPACT, individual Fellows will be asked to complete two forms. The first form is a consent to participate in Project imPACT, and will solely be designed to capture Fellows' agreement to participate in the program. The second form is an Authorization to Release/Share Information. When Fellows sign this agreement, they will be providing their authorization for de-identified data to be shared by project partners with the evaluation team. Of note, program participation will not be contingent on signing this waiver; participants who opt not to share their information for research purposes will still be able to participate in Project imPACT.

This quantitative data will be supplemented by data collection activities conducted by the Evaluation Team, including observation of trainings and case conferences conducted by service providers, as well as focus groups and/or interviews with Fellows. For the focus groups and/or interviews with Fellows, we will obtain Fellow consent, and ensure that no identifying information about the Fellows are stored with data from the focus groups or interviews.

To further protect the confidentiality of program participants, all results will be reported in the aggregate in the Two Year Preliminary Evaluation Report and Final Local Evaluation Report.

Reporting

The results of the Project imPACT evaluation will be documents in several ways. First, the Evaluation Team will assist the Mayor's Office in completing quarterly reports for BSCC. These reports will track basic information regarding usage and outcomes associated with Project imPACT. To supplement these reports, the Evaluation Team will also develop quarterly reports that will be provided to the Mayor's Office, which will include a regional breakdown of services and outcomes.

Second, the Evaluation Team will document initial evaluation results in a Two Year Preliminary Evaluation Report. This report will describe interim findings from the process and outcome evaluation; any difficulties in data collection; progress made toward project goals; and any factors that impeded the progress and how they were addressed. This report will be submitted in August 2021.

Finally, the Evaluation Team will document complete results of the Cohort 2 evaluation in a Final Local Evaluation report. This will be submitted at the end of the program, in May 2023.

References

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