

PLUMAS COUNTY

PROPOSITION 47

GRANT PROJECT

Local Evaluation Report

2019 – 2023

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**PLUMAS
COUNTY
CALIFORNIA**



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Contents

Executive Summary	2
Project Description.....	2
Goals and Objectives.....	4
Process Evaluation	6
Process Measurement.....	6
Research Design	7
Implementation of Project	7
Outcomes.....	11
Research Design	11
Evaluation Goals	12
Evaluation Measures	12
Project Interventions / Independent Variables	14
Evaluation Recidivism Strategy	15
Logic Model	16

Executive Summary

The Plumas County District Attorney's Office Alternative Sentencing Program (ASP) serves as the public agency implementing the Plumas County Proposition 47 Project. The purpose of Prop 47 Cohort 2 is to continue and expand operations of the Plumas County Pretrial Release Program, Pretrial Diversion Program, and the ASP Bridges Housing Program, as implemented in the Prop 47 Cohort 1 Project. This project incorporates the principals of restorative justice, trauma-informed care, and recidivism reduction, while providing early identification and engagement through intensive wraparound case management, related to community-based supportive services. Project components include mental health and therapy services, alcohol and drug treatment, emergency and transitional housing, and life skills education and support through an array of individual and group options. Collaborative partners and community stakeholders collectively engaged in this model, which encourages strategic system changes to reduce recidivism and improve the lives of transitioning offenders, their families and community. This Local Evaluation Plan specifically documents the process in which Cohort 2 will be measured and evaluated.

Project Description

The Plumas County Proposition 47 Project encompasses three primary components, that, collectively, synchronize efforts to address reduced recidivism, while fostering increased collaboration among countywide partners, ultimately improving the outcomes of participating individuals.

Prop 47 Pretrial Diversion Program

The Prop 47 Pretrial Diversion Program assists participants in addressing a variety of treatment, housing, workforce and legal needs as individually identified for each participant. Services are provided through an array of collaborating agencies, including, the Plumas County District Attorney's Office – Alternative Sentencing Program, Plumas Crisis Intervention & Resource Center, and Rethink Industries, whose staff members participate in weekly multidisciplinary team meetings to review case plans and address intensive case

management services for each program participant. This team engages participants in regular treatment team meetings to adjust program schedules and check-in on client progress. Case plans and services may be increased, and sanctions levied when the program participant requires such an adjustment.

Prop 47 Pretrial Release Program

The Prop 47 Pretrial Release Program is an early intervention pretrial release initiative that provides a framework which guides offender release and detention recommendations to the criminal justice system in Plumas County. Capitalizing on the Ohio Risk Assessment System (ORAS) model – a known best practice program – the Pretrial Release Program effectively manages overall risk, based on a series of inputs and the seriousness of the criminal charge against an offender. The Pretrial Release Program framework further outlines the consistent application of release conditions, while minimizing dual-system entry errors, resulting in an improved criminal justice system and safer community. The Prop 47 Pretrial Release Program was designed and developed by several community partners, including, the Plumas County District Attorney’s Office, and Plumas County Sheriff, to name a few.

The Prop 47 Pretrial Release Program was developed to meet several objectives. Specifically, the Pretrial Release Program aims to:

- Ensure community safety
- Ensure released defendants appear for scheduled court date; avoid jail crowding
- Provide a guideline for consistent decision-making in cases involving similarly situated defendants
- Provide an effective risk assessment tool to identify defendants who appear to be at a greater risk of misconduct upon release and create a supervision plan that minimizes misconduct
- Implementation of a simple supervision regimen, with achievable conditions, accurate information, and vigilant monitoring by program staff
- Provide a rapid follow-up plan on instances of non-compliance, including use of a range of different types of consequences
- Assist defendants released prior to trial in securing employment and in obtaining any necessary medical services, drug or mental health treatment, or other social services that would increase the chances of successful compliance with conditions of pretrial release
- Improve initial and continuing recommendations and information to the court
- Improve defendant recidivism data collection

Prop 47 “Bridges” Housing Program

The third component of the Prop 47 funding initiative is the Prop 47 “Bridges” Housing Program. Pretrial Diversion and Pretrial Release Program participants who are homeless or unstably housed are offered an array of housing services to support successful program outcomes. The “Bridges” Housing Program is led by Plumas County Crisis Intervention and Resource Center (PCIRC) – Plumas County’s primary agency in a coordinated entry process which meets the goals of Opening Doors: Federal Strategic Plan to Prevent and End Homelessness. PCIRC has over 36 years of housing delivery experience with high outcome rates in achieving housing permanency for the county’s most vulnerable homeless populations (HUD-CA- HCD-PCHCD).

Goals and Objectives

The goals and objectives of the Proposition 47 Project program were developed with the overall intent of assisting rural Plumas County criminal justice partners to enhance public safety, foster collaboration and improve the outcomes of individuals under the supervision of community corrections. Leveraging the principals of restorative justice, the Plumas Proposition 47 Project program aims to accomplish the goals, objectives, and activities listed below:

<u>Goal 1:</u>	<i>Expand and Sustain Plumas County Pretrial Diversion Program.</i>
<i>Objectives:</i>	Increase the capacity of ASP by expanding and sustaining the Pretrial Diversion Program and associated services to meet local criminal justice system needs.
<i>Project Activities:</i>	<ul style="list-style-type: none">• <i>Sustain and expand pretrial diversion program</i>• <i>Sustain/expand partnerships</i>• <i>Contract with Evaluator</i>• <i>Sustain data collection/tracking/reporting</i>• <i>Develop ASP redesign of services</i>

Goal 2:

Identify and engage program participants in early services of Pretrial Diversion, Day Reporting Center, and Alternative Sentencing Bridges programming.

Objectives:

Create a system change in positive outcomes of program participants.

Project Activities:

- *Conduct Outreach, identify offenders, and assess for program participation*
- *Accept participants into program*
- *Develop individual case plans/services*
- *Develop RDC/Bridges housing redesign*
- *Engage in comprehensive direct services*

Goal 3:

Improve participant outcomes / reduce homelessness of criminal justice population, reduce recidivism, and increase the number of jails beds that are vacant in Plumas County.

Objectives:

Reduce recidivism and homelessness, increase jail bed space in Plumas County jail, and improve criminal justice system and positive outcomes for program participants.

Project Activities:

- *Engage in strategic planning and gap analysis*
- *Track participant outcomes and successes*
- *Monitor jail beds and homeless outcomes*
- *Track and analyze recidivism rates in Plumas County*
- *Share outcomes with community*

Process Evaluation

Process Measurement

To appropriately evaluate the process, implementation, and operations of Cohort 2, the evaluator will assess the following efforts:

- Interaction among Cohort 2 stakeholders (ASP, Rethink, PCIRC, law enforcement, etc.)
 - Does the process proceed smoothly, or are communications and relations difficult and strained?
 - Do participants work together to identify a range of potential strategies?
 - Do the status and hierarchy of involved personnel interfere with communications?
- Extent of participation (stakeholders accomplishing tasks)
- Interaction among participants and others in the community who were not involved in planning and implementing the strategy (not-for-profits entities, volunteers, new programs, etc.)
- What problems were encountered in implementing objectives? How were they resolved?
- Have all planned activities been implemented? If not, what remains to be done? Were they accomplished on schedule?
- If objectives, plans, or timetables were revised, why was this necessary?
- What new objectives were added and why?
- What changes occurred in leadership or personnel? What effect did these changes have?
- What costs were incurred? Did they exceed initial projections?
- What was the level of resident support in targeted neighborhoods? How did this affect the overall enforcement effort?
- What lessons have been learned that might be useful to other jurisdictions?

The Cohort 2 evaluator will work with project stakeholders to collect and consolidate project information each month. Specifically, the evaluator will collect process measurement information through monthly interviews with program stakeholders. Interview questions will align directly with questions identified above. Information will routinely quantify each partnering entity's performance throughout the cohort. Collected information will also provide project management and stakeholders improved transparency and fidelity of project impact, data collection gaps and/or redundancy, and areas for improvement. Further, this process will safeguard appropriate data collection efforts are being regularly accomplished – as identified as a challenge area in Cohort 1.

[Research Design](#)

The process evaluation includes a continuous improvement model to program implementation by addressing fidelity to the program plan and monitoring specific program goals (e.g. participant enrollment, recidivism rates, mental health services, substance abuse treatments, housing, legal, food service, etc.). Process data will include various service utilization records including case management records, case logs, assessments, treatment/care plans, services, referrals, and exit forms. Data will be pulled through coordinated efforts from multiple sources, including Caseload Pro (Plumas County Criminal Justice Data System), mental health / substance abuse services and treatment information, legal, housing, and other service data. Additionally, to monitor fidelity to the program model, the evaluator will regularly participate in project implementation team meetings and conduct periodic check-ins and interviews with program leadership and partners (ASP, Rethink, PCIRC) to discuss program developments. Topics of discussion will include successes/challenges, client progress, service gaps, evidence-based best practices utilized, and lessons learned from the collaboration between agencies.

[Implementation of Project](#)

Through the successful solicitation of BSCC Prop 47 Cohort 1 grant funds, the Plumas County Prop 47 Project was initiated in June 2016. The Cohort 2 project is a continuation and expansion of Cohort 1.

Entry into the Prop 47 Pretrial Diversion Program requires participants to sign a Release of Information allowing the sharing of information between all parties including the Plumas

County Superior Court, Plumas County District Attorney, Attorney of Record, Alternative Sentencing Program, Rethink Industries and any other program or agency identified as needing a referral and having a need to share information.

Program eligibility is determined on a case-by-case basis with an emphasis on addiction-driven crimes. Legal criteria for entry into the Prop 47 Pretrial Diversion Program is approved by the Plumas County District Attorney's Office. Prosecutors examine the offender's criminal history and the incident offense report and may solicit additional information as needed from local law enforcement agencies and community supervision officers regarding the offender's proclivity toward criminal/drug related activity, such as violent offenses and prior offenses. Legal criteria further include:

- Must be at least 18 years of age;
- Must reside in Plumas County;
- Should not have holds or warrants from other jurisdictions or have other pending cases, although these offenders may be considered for placement in the program on a case-by-case basis;
- Must be physically and mentally capable of participating in the program and meeting its requirements. This requirement will not preclude participation by most dually diagnosed offenders, rather, those conditions will be accommodated if the participant can participate in program requirements, and;
- Been arrested and/or convicted of the following:
 - "Diversion" and PC1210 failures (e.g. deferred entry of judgment failures): allowable
 - Arrested for violations of Health and Safety (H & S) Code §11350, §11364, §11365, §11377 or §11550
 - Arrested for violations of §647(f) of the Penal Code (PC)
 - Arrested for violations of theft-related offenses as follows:
 - § 484/666 PC, provided that the priors are misdemeanors and do not exceed two prior offenses

- Other drug-related theft/fraud cases, including but not limited to violation of PC §496, §470 or §484, where the criminal history is insignificant and/or non-violent
 - Qualified for a court-ordered diversion program under Penal Code §1000 but failed to comply, will be considered on a case-by-case basis with the approval of the sentencing judge
- Violent offenders. Violent offenders are defined as individuals who are (1) charged with or convicted of an offense during the course of which the person carried, possessed, or used a firearm or another dangerous weapon, there occurred the use of force against the person of another, or there occurred the death of, or serious bodily injury to, any person, without regard to whether any of the circumstances described above is an element of the offense or conduct of which or for which the person is charged or convicted; and/or (2) has one or more prior convictions of a felony crime of violence involving the use or attempted use of force against a person with the intent to cause death or serious bodily harm. In addition, offenders committing sexually-based offenses, whether overtly violent or not will not be considered for entry;
- Offenders with a prior history of stalking or violation of a protective order charge, although exceptions may be made on a case-by-case basis;
- Offenders with a significant history of drug dealing, as determined by prosecutors;
- Offenders whose offenses involved the possession of large amounts of drugs that appear to have been possessed with the intent to deliver;
- Offenders with a history of committing multiple burglaries of a habitation offenses which potentially could have led to the harm of residents;
- Offenders who are considered to have poor potential to complete the program due to contributing factors that make them a high risk to re-offend or relapse, such as proximity to ongoing criminal behavior by family members, or suspected drug trafficking.

Program exclusions include:

- Crimes of violence;
- Sales and manufacturing especially in the area of a school;
- Sex offenses.

A critical component of the Plumas County Proposition 47 Project is drug testing. Drug tests are frequent, random, and follow a legal chain of custody. The Prop 47 Pretrial Diversion Program Team uses urine analysis tests to measure a participant's progress in the program and hold that person accountable to the requirements of the program. The Team utilizes the most current and accurate drug testing methods possible, given budget constraints.

Project data is regularly collected and maintained by the Alternative Sentencing program office, Rethink Industries, and the Plumas Crisis Intervention & Resource Center. At a minimum, data collection includes:

- Number of project participants assessed/enrolled
- Participant:
 - Demographics
 - Criminal Data / Prior convictions
 - Education level and goals
 - Employment status and goals
 - Housing status and goals
- Number of mental health assessments
 - Number of participants enrolled in mental health programs
 - Types of mental health services received
 - Number of treatments
- Number of project participants who receive substance abuse assessments
 - Number of substance abuse services/treatments received
- Number of project participants who enroll in diversion programs
 - Number of diversion services/treatments received
- Number of participants who receive:
 - Food assistance
 - Basic necessity assistance
 - Case Management
 - Legal services

- Education services
- Employment services
- Housing support
- Social services
- Transportation services

The evaluator will include any additional data collection points, as applicable.

Outcomes

Research Design

The evaluator will utilize a utilization-focused approach, coalescing program data, interviews, and surveys to address the impact of Prop 47 grant funding. A utilization-based evaluation is an approach that leverages evaluation activities from start to finish, and measures impact to intended users (project participants). Additionally, the process evaluation will aim to provide regular, continuous, information to update and improve the project – as applicable – over time. The outcome evaluation will be focused on describing the program’s aggregate outcomes over the performance period.

The specific questions to evaluate the effectiveness (outcomes) of the project include the following:

- 1) To what extent does the Pretrial Diversion, Pretrial Release, and the “Bridges” housing program reduce recidivism?
 - Levels of recidivism effectiveness based on percentage of participant inclusion per program.
- 2) Did the Project succeed in implementing collaborative strategies to effectively employ early identification, targeting of services, appropriate supervision, and positive treatment of offenders in the community?
 - Increased collaboration between stakeholders – pretrial, law enforcement, mental health, housing, and other not-for-profit services focused on recidivism.
- 3) How effective was the project in realizing the combine goal to improve the local justice system and increase positive outcomes for offenders?

- Criminal justice system change – tangible increase in positive outcomes for project participants.
- Stable and effective supervision, access to services, and accountability
- Increase in jail bed availability

The Prop 47 project will be considered a success when all elements of the project outcomes have been positively satisfied – a true system of change in the local criminal justice system, reduced rates of recidivism, and positive outcomes for the community have been achieved.

Evaluation Goals

The outcome evaluation goal is to identify the extent to which the project had an impact on participants’ recidivism. Additionally, the evaluation goal is to also assess the impact of project services from other contributing factors, such as participants’ success in reducing or abstaining from alcohol and drug use and improvements. Further, identifying the impact to recidivism rates when project participants attain (as applicable) stable housing, regular employment, and access to training and education programs/classes. A comprehensive data collection methodology will aid in analyzing specific impact points, associated services (interventions) and their individual effect on participant outcomes.

Evaluation Measures

At a minimum, outcome measurements will include:^{1,2}

- Recidivism rate (tracked and measured by project management staff)
- Mental health barriers associated to substance/alcohol abuse addressed and removed (depression, anxiety, aggressive/agitated behavior, cognitive issues, and other psychiatric issues)
- Client outcomes of mental health services received (improved mental health – reduced depression, anxiety; crisis avoidance; reduced mental health impact on family, friends, finances, and the community)
- Employment attainment rates (increase in stable employment)
- Stable housing attainment rates (increase in stable housing)

¹ Definition of “stable” - permanent; not changing or fluctuating.

² Definition of “improved” - to enhance in value or quality; make better

- Outcomes of legal services provided (improved legal status; improved criminal records; improved knowledge/understanding of legal system)

Leveraging project data, the evaluator will compare recidivism rates, and other project outcome information, with criminal offenders not enrolled in the Prop 47 program. Historically, not all prospective Prop 47 participants meet eligibility requirements and/or choose not to participate.

Project data is regularly collected and maintained by the Alternative Sentencing program office, Rethink Industries, and the Plumas Crisis Intervention & Resource Center. At a minimum, data collection includes:

- Number of project participants assessed/enrolled
- Participant:
 - Demographics
 - Criminal Data / Prior convictions
 - Education level and goals
 - Employment status and goals
 - Housing status and goals
- Number of mental health assessments
 - *(Definition: Complete mental health assessment within 30 days of referral from ASP. Evaluation and report to ASP within 72 hours of evaluating. Individualized on-going mental health treatment based on criteria and need for mental health. Will meet a minimum of 3 individualized treatment goals prior to completion when applicable.)*
 - Number of participants enrolled in mental health programs
 - Types of mental health services received
 - Number of treatments
- Number of project participants who receive substance abuse assessments
 - *(Definition: Complete ASI-lite assessment within 30 days of referral from ASP. Evaluation and report to ASP within 72 hours of evaluating. Individualized on-going substance abuse treatment based on criteria and need for recovery. Will meet a minimum of 3 individualized treatment goals prior to completion when applicable and will prove through negative testing for a minimum of 90 days.)*

- Number of substance abuse services/treatments received
- Number of project participants who enroll in diversion programs
 - *(Definition: Participants will attend process groups 1-3x weekly for the duration of their program. Participants will attend 3 12-week skills groups throughout the entirety of the program. All groups will address mental health, substance abuse, trauma, life skills, and other such relatable topics. Participants will attend individual, couple, family sessions as needed and indicated per initial assessment and evaluation. They must attend their therapy sessions as directed by the clinician and be looking for employment or have employment, have a transition plan in place for long term permanent housing (can be completed during aftercare) or be in long term permanent housing. The participant will also have made all court appearances and successfully have had their case dismissed or adjudicated. Participant will have completed plan for 3 months of aftercare and continued arrangement for on-going mental health and substance abuse prevention and recovery plan.*
 - Number of diversion services/treatments received
- Number of participants who receive:
 - Food assistance
 - Basic necessity assistance
 - Case Management
 - Legal services
 - Education services
 - Employment services
 - Housing support
 - Social services
 - Transportation services

The evaluator will include any additional data collection points, as applicable.

Project Interventions / Independent Variables

Independent variables for the Prop 47 project include, but are not limited to:

- Prop 47 project eligibility criteria
- Mental health services provided (trauma-informed services, assessments, services planning)
- Support services provided (housing, food, employment, etc.)

Data will be collected at initial assessment and enrollment, as well as at the subprogram level as project participants navigate through the appropriate programs. Collected data will at a minimum include demographic information, enrollment information, services received, outcome data, completion/exit data, and necessary follow-up information. Collected data will be finalized by project partners.

Evaluation Recidivism Strategy

The evaluator will measure recidivism rates of Prop 47 project participants who were enrolled throughout the life of the project. The evaluator will compare Prop 47 data with non-Prop 47 criminal justice information – available through the Plumas County Sheriff's Office – to determine project rates with local recidivism rates. Recidivism analysis will be conducted utilizing rational and appropriate comparisons to ensure an apples-to-apples methodology. As an example, a Prop 47 participant will be compared to a non-Prop 47 offender, both of which commit the same or similar drug-related crime of the same legal threshold. The evaluator will analyze all collected program data, recidivism statistics, commonalities of Prop 47 services and their impact to program participation, and identify recurring factors associated to recidivism.

Further, Prop 47 recidivism data will be compared to historical recidivism data to aid in determining impact in relationship to short-term and long-term trends.

From the perspective of identifying and managing external factors, which may play an unanticipated role in reducing recidivism, Plumas County enjoys a very stable population base, steady economy, and limited growth, all of which aid in maintaining comprehensive knowledge of the community and criminal justice environment. The likelihood of another factor reducing recidivism, without stakeholder awareness, is very low.

Logic Model

