



*Our Children. Learning Today. Leading Tomorrow.*

# Pasadena 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 Pasadena Unified School District (PUSD).

PUSD received \$999,528 in grant funds to support their Pasadena Intervention and Directional Alternatives (PIDA) grant program to expand capacity to effectively meet the needs of juveniles in the criminal justice system. PUSD will use grant funds to support mental health services; substance use disorder treatment; diversion programs that include mentoring, case management, and alternatives to adjudication through the juvenile court system; supportive services for foster and homeless youth, which include transitional housing; job skills training, certification and placement; and evidence-based curricula Why Try? and Aggression Replacement Training.



PUSD contracted an outside evaluator, SPSG, Inc., to perform an objective and impartial evaluation of the PIDA 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.

### **PUSD's PIDA Grant Program Aligns with the Theory behind Proposition 47**

PIDA meets both the spirit and intent behind the statute and embodies the Proposition 47 Guiding Principles. *Collective Impact: A Framework for Change* provided the roadmap for this grant program which includes: designing and adopting a common agenda; shared measurement through identified goals, objectives and outcomes; mutually-reinforcing activities; collaboration between the service providers and local government agencies supporting this initiative; and ongoing communication. PUSD values community partnerships and collaboration, as evidenced by the design and implementation plan of this project, as well as the selection of the strategic community partners, who offer services and programs advancing the principles of restorative justice while serving traditionally underserved populations. PIDA's service delivery plan ensures that services are tailored to meet each participant's individual holistic needs. Programs and services provided by PIDA cover a wide-range – ensuring that not only is the program meeting an array of needs, but casts a net wide enough to guarantee that traditionally underserved populations won't fall through the cracks on this program. The service delivery plan is culturally competent, trauma-informed, and focuses on resiliency and recovery skills rather than punishment and exclusion. PUSD has adopted a district-wide culture that reflects this service delivery plan with support from the implementation of PBIS and Response to Intervention in 2011. Providing many of PIDA's services cost-free in the school setting addresses accessibility of services, which is a relevant factor for the target population in seeking and receiving supportive services. Beginning in 2011, all partnering agencies in the LAC, including PUSD, have worked diligently to advance the principles of Restorative Justice, which will be continued throughout the Prop 47 project. PIDA interventions, such as the *Why Try?* and *Aggression Replacement Training* curricula



provide opportunities for participants to practice prosocial behaviors. The community-based organizations (CBOs) are culturally competent and reflective of the diversity within our community at large, as well as the target population. Based on the demographics of PUSD and juvenile crime statistics, it is estimated that a minimum of 60% of the target population speak both English and Spanish, with Spanish being the primary language spoken in the home. The Prop 47 grant program ensures that individuals employed through this program are fluent in Spanish and English. The mental health service providers employ trauma-informed counselors whose training and experience is specific to youth who are at-risk or have been involved with the criminal justice system. PIDA provides ample opportunities to divert the target population from juvenile hall or camps, and away from peers that promote gang activity and a life of crime. The PIDA project will improve the lives of our participants. As one example, upon release from juvenile detention or halls, individuals with behavioral and mental health issues face many barriers to successful re-entry into the community, such as lack of job skills, education, stable housing, and connection with community behavioral health providers, which may jeopardize their recovery and increase their probability of relapse and re-arrest. PUSD will work together with community partners to identify and address known barriers to reaching the target population, with the goal of positively impacting the lives of at-risk youth through holistic services tailored to each individual, ultimately reducing recidivism rates for juvenile offenders. By creating the conditions that will allow the participants to thrive, rather than remain problem focused without the skills to address their challenges, PIDA will support the target population to vastly improve their own lives through participation in this grant project.

### **PUSD's PIDA Grant Program Interventions, Services and Activities**

PIDA significantly expands Mental Health services, Substance Use Disorder Treatment and Diversion Programs to the target population. The project is aligned with OJJDP's Model Program Guide, where research found that diversion programs are moving more toward community-based settings because of the tendency of programs within institutional settings to 1) reflect formal incarceration and potentially dampen any positive effects of treatment



and services<sup>i</sup>; and 2) have more adverse effects through greater associations with antisocial peers. PIDA increases the amount of therapeutic services available by contracting with the agencies already in PUSD schools to provide additional staff to work exclusively with the target population. As individuals are identified in meeting the eligibility requirements to receive services under Prop 47, they will be referred to the agency that supports their specific school/geographic area. Grant funds will provide an additional 3,000 hours of therapeutic mental health services to the target population throughout the duration of the grant. Additionally, the contract with IMPACT will be expanded to provide substance use disorder treatment for an additional 180 youth over the course of the grant using the Seeking Safety program. Drug and alcohol treatment classes provided by IMPACT meet the requirements of the juvenile court. The Case Manager hired for PIDA will work closely with the target population and community partners to enroll PUSD students in existing diversion programs in the county: VIDA and JOIN. The Vital Intervention and Directional Alternatives (VIDA) program for non-violent, at-risk youth between the ages of 11 and 17 1/2 is a collaboration between the LA County Sheriff's Department and the community. VIDA staff members conduct home and school visits during the week to monitor social behaviors, reduce truancy and improve academic performance. Students spend 8 hours each Saturday at the VIDA site, which focuses on students' perceptions of themselves in relation to the community and authority figures and tackles topics such as life responsibilities, substance abuse, negative peer groups, and gender-sensitive issues. Additionally, students spend one night per week participating, along with their parents or guardians, in a 2-hour group class that targets family issues. The LA County District Attorney's JOIN (Juvenile Offender Intervention Network) program offers a one-time alternative to juvenile court prosecution for qualifying minors. It is available only to first-time nonviolent juvenile offenders between the ages of 10 and 17. Referrals to the program come from deputy district attorneys. Supplemental and Supportive Services include: contracting with Homeboy Industries to provide job skills training as well as job placement through their Workplace Development program, *Jobs not Jails*, to 24 youth from the target population. Career training will include Homeboy Industry's highly successful solar-panel installation training and certification program that has a 65% to 70% success rate, compared to 40% success rate for other



programs in LA County. The Case Manager hired under this grant program works closely with Pasadena Partnership (PP) and Pasadena City College's Foster Kinship Program to refer individuals from the target population who are homeless or living in homes with domestic violence or substance abuse. PP provides coordination among the numerous local organizations and initiatives that serve the homeless population, and manages the Continuum of Care from HUD and State Emergency Solutions (ESG) funds. Evidence-based curricula and interventions (*Why Try?*, and *Aggression Replacement Training*) will be provided to the target population by existing PUSD staff members and the mental health providers contracted with Prop 47 grant funds. The activities of the PIDA program advance principles of restorative justice while demonstrating a capacity to reduce recidivism and leverage other federal, state, and local funds.

The PIDA diversion program is predicated on the belief that formal system processing and/or incarceration has criminogenic effects and that alternatives such as decriminalization, deinstitutionalization, and diversion are better for long-term youth development. PUSD's program creates channels to navigate youth from the target population away from traditional processing in the justice system, and provides an opportunity to correct youths' antisocial behaviors through community programs. PIDA is designed to reduce stigma, reduce coercive entry into the system and unnecessary social control, reduce recidivism, provide the target population with services they would not have otherwise received, and connect them to broader community service alternatives. PIDA reduces the risk of criminal socialization by providing role models and positive peers, instilling discipline, improving school engagement, and increasing levels of overall youth functioning. All of the programs and interventions are supported by data and research, proving efficacy and alignment with the goals and objectives. PUSD's overarching strategy for delivering a continuum of evidence-based programs and practices is built upon PBIS (Positive Behavioral Interventions and Supports), implemented in 2011. All the programs (curricula and interventions) provided through PIDA are evidence-based, reflect current research and effective practice, and are appropriate for the age, developmental levels and cultural diversity of PUSD's student population.



PUSD's Prop 47 program uses the Trauma-Informed Care method in providing all services and programs to the target population. Across the country, youth who become involved in the juvenile justice system are more likely than their peers to have been exposed to not just one or two traumatic stressors, but multiple types of traumatic victimization. These are not just incidents, but types of adverse stressors (e.g., physical abuse, sexual abuse, domestic violence, community violence, life-threatening neglect) that impact youth before they first come to the attention of law enforcement. PUSD students are no different, and this project seeks to address trauma when it is a factor in the target population.

### Goals and Objectives

The three Goals and related Objectives for our Prop 47 Grant identify the intended results of the PIDA project and include:

#### **Goal #1: Increase Systems Capacity and Infrastructure to Address Juvenile Delinquency**

**Objective 1:** To increase the number of agreements, Memorandums of Understanding, policies, procedures and practices that address restorative practices and juvenile diversion by 6, by December 31, 2022, as measured by source documents (executed agreements/MOU and approved policies, procedures and practices).

#### **Goal #2: Decrease Drug and Alcohol Abuse**

**Objective 2.a:** To decrease the number of juvenile offenses related to or involving drug and alcohol use by 75%, by December 31, 2022, as measured by citations, arrests, and court records.

**Objective 2.b:** To increase the number of participants who complete substance abuse treatment and avoid relapse by 50%, by December 31, 2022, as measured by activity logs.



### **Goal #3: Decrease Juvenile Recidivism Rates**

**Objective 3.a:** To decrease juvenile recidivism rates for the target population by 25%, by December 31, 2022, as measured by citations, arrests and court records.

**Objective 3.b:** To increase the number of juvenile offenders who complete a diversion program and have not reoffended by 50%, by December 31, 2022, as measured by JOIN and VIDA records.

**Objective 3.c:** To increase the number of individuals from the target population who are placed in transitional housing by 10%, by December 31, 2022, as measured by contracts and leases.

**Objective 3.d:** To increase the number of juvenile offenders who receive Prop 47 supportive services and improve their behavior in school by 35%, by December 31, 2022, as measured by academic, attendance and behavioral reports.

### **EVALUATION METHODS AND DESIGN**

PUSD 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 the 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 PIDA Project			
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>			
PIDA 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, 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>			
PUSD 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 LAC meetings conducted
- The number of new partnerships made
- The number of policies written and adopted

### Goal 2

- The number and type of referrals made (individual treatment, group therapy, inpatient, etc.)
- The type and amount of services received by each participant
- The number of participants who relapse
- The number of youth who receive the Seeking Safety curriculum

### Goal 3

- The number and type of referrals made
- The type and amount of services received by each participant
- The successful completion of each intervention, by participant
- The number of PUSD and community partner employees who receive training in the Why Try? And Aggression Replacement Training curriculum

## 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).

### Fidelity

SPSG will utilize existing fidelity surveys for evidence-based interventions included in the PIDA program. 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 the 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 PUSD'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 our 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

The services provided under the PIDA project will aid juvenile offenders (ages 12 to 18) who have been arrested, charged with, or convicted of a criminal offense *and* have a history of mental health issues or substance use disorders. The needs of traditionally underserved populations are central to the design of the PIDA Grant Program. PUSD's Hispanic population comprises 61% with a large contingent of English learners. To meet this need 75% of PIDA program staff, including CBOs, are fluent in Spanish. The selected CBOs employ individuals who have previously been impacted by the criminal justice system, which supports PUSD's commitment to culturally competent care. Activities chosen for the program were based on the needs of our underserved populations, such as transitional housing for foster and homeless youth offenders.



## 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>			
Execute agreements and Memorandums of Understanding between local agencies that support juvenile diversion programs	PUSD, Pasadena Police Department, LA County Departments of Sheriff, Mental Health, and Probation		Executed agreements
Review existing policies, practices and protocols, including relevant research and promising practices. Analyze discipline data and crime data to identify and/or prevent implicit bias. Adopt enhanced and/or new policies, practices, and protocols related to restorative justice and juvenile diversion programs.			Adopted policies, practices and protocols
<b>Goal 2</b>			
Refer juvenile offenders with alcohol or drug related issues to mental health and substance use disorder treatment	PUSD and community partners will refer target population to IMPACT services	Seeking Safety	Referrals, treatment logs and discharge forms
Provide Seeking Safety curriculum to participants with a substance use disorder	IMPACT will provide substance use disorder treatment Mental Health providers will provide therapeutic mental health services	Seeking Safety Cognitive Behavioral Therapy	Attendance logs Fidelity audits



Activity	Responsible staff/partner	Intervention, including Evidence-based	Measurement Instrument
<b>Goal 3</b>			
Refer juvenile offenders that meet participation criteria to community-based diversion and supportive services	District Attorney's Office (J.O.I.N.) diversion program for non-violent, first-time offenders. Sheriff's Department (VIDA) diversion program for non-violent offenders, includes mentoring and case management Homeboys Industries for job skills training and placement Pasadena City College for transitional housing		Attendance logs Activity Logs Training logs Employment records Housing records

*NOTE: measurement instruments for outcome data is 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 rates are decreased by the end of the grant period.

Progress in achieving our 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 PUSD serves (Pasadena, Altadena, Sierra Madre) as well as Los Angeles 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 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 SPSG, allowing PUSD 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 SPSG 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. SPSG's analysis will include duration and dosage of individual



interventions and activities, as well as analysis of participants who participate in more than one program. Trends will be identified and reported.

---





## Logic Model

