

**EVALUATION PLAN**  
for the

Contra Costa County

# **Zero Tolerance Initiative**

*2006 Performance and Results Indicators*

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## Background

Since its inception, the Zero Tolerance Initiative has shown a steadfast commitment to tracking the performance of its funded partners, as well as monitoring broader outcomes for clients and the system that supports them. Partners have reported their assigned performance or results indicators to the Initiative's manager, who then summarized those data into a comprehensive report for the Board of Supervisors each year.

In 2004, Applied Survey Research was hired to conduct a thorough evaluation of the Zero Tolerance-enhanced system of supports. ASR's services included:

- Creating a logic model of the initiative
- Creating four broad evaluation questions
- Launching an evaluation to answer the four questions
- Writing a final report of findings

The evaluation of clients revealed a general level of satisfaction with their experience in the system, though the number of clients that could be successfully reached to participate in the study was low (n=16). The evaluation underscored the need to have a broader, more feasible mechanism for client feedback about the primary agency with whom they worked, as well as the other agencies to which they were referred.

In 2005, ASR was asked to provide evaluation technical assistance to the Initiative and its funded partners. That technical assistance culminated in a refined evaluation plan which specified the indicators and data collection systems to be used by each partners. In 2005, ASR also completed a research project for the Initiative to assess compliance and recidivism of batterers served by the County's Domestic Violence Court, compared to batterers not served by the Court. The research effort revealed some important data 'holes' within the Initiative's measurement system, namely the frequency of police responses to the scene, number of police reports created vs the number sent to the DA's office for filing, the number of batterers order to attend BIP, and the number of those individuals who complete BIP.

In 2006, ASR again provided support to the Initiative by helping it apply for re-authorization by the California legislature (April 2006). ASR began by asking collaborative members about what they felt were the strongest areas of impact over the past five years. From this discussion, ASR created a simplified logic model and evaluation plan, as a basis for ASR's collection of data for the re-application effort. The data collection effort revealed again some areas where the data infrastructure supporting the Initiative needed to be strengthened. For instance:

- there were a few instances where the partners' perception of impact was not borne out by the available data, pointing to data quality issues rather than misperceptions of impact.
- a major challenge was that the multiple 'suppliers' or sources of data, such as the Sheriff's Domestic Violence Tracking System, the DA's office, the Law and Justice Information Systems database, were not set up to measure within common parameters, such as the same penal codes for DV, misdemeanor and felony level of offense, or the same geographic jurisdictions.

- Several suppliers of data (DA, Probation) did not appear to have the data required for the Legislative analysis in an electronic format. For instance, Probation manually counted the number of perpetrators ordered to attend a 52 week Batterers Intervention program.

In 2006, ASR also attended a meeting with agencies coordinating the County's Domestic Violence Court, in which participants again expressed an interest in knowing the extent to which the effort is increasing supervision and compliance of participating batterers, and ultimately, whether those batterers are less likely to re-offend than non-participants.

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In sum, the experience of quantifying and qualifying the value of the Zero Tolerance over the past years has helped the Initiative and ASR become clearer about the a) purposes of measuring the Initiative and b) the data and data systems needed to do so. This evaluation plan articulates this clarity, beginning with an agreed-upon statement of purpose, and a simplified menu and system for data collection going forward.

## **Purpose of the Zero Tolerance Evaluation**

In the spirit of empowerment evaluation, in which stakeholders identify the purpose of the evaluation, the measures to be assessed, and the current status of those measures, partners at a recent Zero Tolerance meeting in November 2006 defined what the purposes of measuring the Initiative are. These purposes fall into three general categories:

### **1. To demonstrate accountability:**

- Justify the money received: did we do what we said we would do?
- Measure our success

### **2. To test our theory of change:**

- Examine our underlying assumptions
- Evaluate the ZT program design; Measure our success

### **3. To make course corrections if needed:**

- To understand when and where changes are needed:
- To set future goals

ASR adds a fourth purpose of the evaluation, and that is to act as a **comprehensive surveillance system** of the incidence and prevalence of domestic violence, child witnessing, and elder abuse.

In terms of how the evaluation findings can be **used**, partners mentioned that the data collected can be used for attract additional funding, if it shows that the Initiative has a value add, and/ or that there are still gaps in the system.

# General Evaluation Design

To respond to the data enhancement needs identified over the past few years, and to fulfill the desired purposes of the Initiative’s partners, the evaluation plan proposed allows for evaluation on multiple levels (table below).

Purpose of the evaluation	Design
To demonstrate accountability	Partners will submit reports to the Initiative’s manager on <b>individual indicators</b> that are directly influenced by their work for the Initiative.
To make course corrections	<p>In their reports, partners will discuss any <b>practices or policies that positively or negatively influenced their work</b> in the current reporting period.</p> <p>Partners will also <b>report their results to each other</b> at collaborative meetings. Previously, partners only submitted their data to the Initiative’s manager; thus the data were not stimulating discussions amongst the collaborative partners about where improvements might be needed.</p>
To test Initiative’s theory of change	<p>There are two databases, ARIES and LJIS, that capture data on nearly all of the indicators related to perpetrator accountability. These two databases can “talk to each other” in that the records of individuals can be linked by their AFIS ID number. Further, the two databases use the same parameters in terms of penal codes and jurisdictions.</p> <p>With the <b>composite data set</b> now made possible by these two databases, the Initiative manager, ASR or other interested party can request queries to test the Initiative’s theory of change, using innumerable combinations of numerators and denominators. For instance, one may want to know <b>what happened to all of the batterers arrested in Walnut Creek in 2004</b>, in terms of:</p> <ul style="list-style-type: none"> <li>• How many/ what percent of them were processed by the DA’s office?</li> <li>• How many were convicted?</li> <li>• How many of them were sent to DV court?</li> <li>• How many of them completed their BIP?</li> <li>• How many/ what percent of those initially arrested had a subsequent arrest?</li> </ul>
To have a comprehensive surveillance system	<p>Incidence and prevalence numbers of domestic violence and elder abuse have been previously unavailable, largely due to the collection of those data in multiple systems. The joint ARIES-LJIS data system will effectively respond to this challenge.</p> <p>For instance, at any time, the Initiative manager can request a report of DV responses to the home of “<b>first timers</b>” by Law Enforcement (incidence) in a given jurisdiction, or county wide. Similarly, a report can be requested of <b>all</b> responses to the home (prevalence). To assess presence of children, the reports in the above example can also be run with a filter for “children present”, the output of which includes a count of children in the home present when police responded to “first timers” (incidence) or for any police response to the home (prevalence).</p>

# Overarching Evaluation Questions

Given the purposes above and the Initiative's theory of change, the current evaluation plan has been crafted to answer several overarching evaluation questions. For each question, several indicators and a collection system have been defined (see attachment 1). These overarching questions are:

*As a result of their experience in the Zero Tolerance-enhanced system:*

1. **Are abusers being held more accountable?**
  - Number of batterers cycling through each juncture of the system, and transitioning to the next expected juncture (e.g. number of abusers for whom there is a police response to the home, number of abusers for whom a law enforcement report is a) prepared and b) sent to DA's office.
2. **Are abusers less likely to recidivate?**
  - Subsequent offenses (911 calls, responses to the home, arrests, prosecutions, convictions)
3. **Are the abused safer?**
  - Application for and receipt of restraining orders
  - Victim/ abused self report
4. **Do abusers and abused have greater access to services?**
  - Referrals to and from critical services within the system
  - Usage of critical services
5. **Is the system responsive to the needs of the abused and their abusers?**
  - Analysis of needs vs services/ referrals received by abused/ abusers
  - Victim/ abused self report
  - Abuser self report?
6. **What is the prevalence and incidence of DV, child witnessing and Elder Abuse?**
7. **Is there improved efficiency and cost effectiveness within the system?**

## Frequency of Data Collection and Reporting

Because we are building a system or infrastructure for data collection, all of the data in the attached indicator menu are collected on an ongoing basis; there are no point in time counts, or periods of data collection.

In terms of when the data are reported by partners to Zero Tolerance and its other partners, it is anticipated that there will be two **reporting periods** within a standard fiscal (not calendar year): end of December and end of June. What this means is that in the beginning in January, for example, a ZT partner will request data in the indicators for which they are responsible, through the period of July 1 to end of December. They will request these data from their own IT departments (e.g STAND), or from ARIES or LJIS, whomever is the 'holder' of the data for their indicators. **The report of these data shall be submitted to Zero Tolerance by the end of the month following the close of the reporting period (e.g. end of January, end of July).**

# Attachment I — 2006 Performance and Results Indicators

Outcome	#	Base Indicator	Denominators for analysis/ reporting	Performance Target	Additional variables	Universe	Data reported to ZT by:	Data requested from:
1. Increased accountability of abusers <sup>1</sup>	1 – A1	Number of 911 calls for DV-related assistance and elder abuse, including 911 'hang-ups'			By M or F; By DV or Elder abuse	DV codes: 273.5, 273.6, 243(e)1, 166.4  EA codes: EA codes: 368 (b)1 thru (f); 243.25; 15656 (a thru c)	LE	ARIES (DH)
	1 – A2	Number of 911 calls for DV-related assistance, involving weapon			By M or F; By DV or Elder abuse	Same as above	LE	ARIES (DH)
	1 – A3	Number of incident reports completed by LE for DV and elder abuse <sup>2</sup>	Number of 911 calls		By M or F; By DV or Elder abuse	Same as above	LE	ARIES (DH)
	1 – A4	Number of EPROs issued	Number of incident reports		By M or F; By DV or Elder abuse	Same as above	LE	ARIES (DH)
	1 – A5	Number of arrests for DV and elder abuse	Number of incident reports		By M or F; By DV or Elder abuse	Same as above	LE	ARIES (DH)
	1 – L1	Number of incident reports sent to/received by DA's office for DV and elder abuse	Number of incident reports completed (1-A3 above)		By M or F; By DV or Elder abuse	Same as above	DA	LJIS (BW)
	1 – L2	Number of cases filed on by DA for DV and elder abuse	Number of incident reports received by DA		By M or F; By DV or Elder abuse	Same as above	DA	LJIS (BW)
	1 – L3	Number of DV and elder abuse cases dismissed, convicted by plea bargain, convicted by trial, and acquitted	Number of abusers whose cases are filed on (not number of charges)		By M or F; By DV or Elder abuse	Same as above	DA and/ OR Public Defender?	LJIS (BW)
	1 – L4	Number of DV misdemeanants supervised by DV court vs non <sup>3</sup>	Number of DV Misdemeanants			DV codes: 273.5, 273.6, 243(e)1, 166.4	Probation	LJIS (BW)
	1 – L5	Number of batterers <b>ordered</b> to attend BIP	Number of convicted batterers		By M or F; By DV court part. vs non	DV codes: 273.5, 273.6, 243(e)1, 166.4	Probation	LJIS (BW)
	1 – L6	Number of batterers who <b>enroll / don't enroll</b> in BIP	Number of batterers ordered to attend BIP		By M or F; By DV court part. vs non	DV codes: 273.5, 273.6, 243(e)1, 166.4	Probation	LJIS (BW)
	1 – L7	Number of batterers who <b>complete / don't complete</b> BIP	Number of batterers who enroll in BIP		By M or F; By DV court part. vs non	DV codes: 273.5, 273.6, 243(e)1, 166.4	Probation	LJIS (BW)
	1 – L8	Number of batterers who don't enroll, don't complete	Number of batterers who enroll in BIP		By M or F; By DV court part. vs non	DV codes: 273.5, 273.6, 243(e)1, 166.4	Probation	LJIS (BW)
1 – L9	Number of batterers who have probation revoked <sup>4</sup>			DV court participants vs non; average number of violations/individual	DV codes: 273.5, 273.6, 243(e)1, 166.4	Probation	LJIS	

<sup>1</sup> Data elements required to derive various combinations of numerators/ denominators, across any specified period of time:

1) all batterer records include a name, birthdate and an **AFIS ID** (reduces error due to aliases); both LJIS and ARIES have **AFIS IDs** associated with all individuals in the dbs;

2) **PENAL CODE violation, and level of that violation (M or F)**; *Partners may continue to collect data or more or fewer Penal Codes than one another, but ZT must agree on the core set of penal codes for which data should be reported/ abstracted for ZT evaluation purposes* (currently 273.5, 273.6, 243(e)1, 166.4)

3) The **DATE** that case appeared at each juncture in the "ZT system" (e.g. date of report, date of filing, date of conviction, etc.)

<sup>2</sup> Multiple jurisdictions may respond to one 911 call for assistance, but just jurisdiction will end up preparing incident report

<sup>3</sup> DV Ct participants are flagged as "FORMAL" probation, non DV Court as "Court" probation in LJIS

<sup>4</sup> Short term outcome, reflects increased supervision

Outcome	#	Base Indicator	Denominators for analysis/ reporting	Performance Target	Additional variables	Universe	Data reported to ZT by:	Data requested from:
2. Reduced recidivism	2 – A	Number of abusers (M or F) who have a 'formal' prior or subsequent incident of DV (M or F)			<i>We can define <b>subsequent incidents</b> as needed, in multiple ways: Incident Reports, Arrests, Convictions</i>	All batterers with a Misd-level report / arrest / conviction in a given base year	DA	LJIS / ARIES
3. Increased victim safety	3 – A	Number of ROs, by type: - applied for - granted - entered by SO into CLETS - served	Possible - Number of LE incident reports <sup>5</sup>		Filby type (e.g. TRO, Civil, Criminal (order after hearing)...ARIES has 15 types of ROs	For DV cases only; use DH and BW penal codes (currently 273.5, 273.6, 243(e)1, 166.4)	Bay Legal	ARIES (via CLETS)
	3 - B	Number of RO violations: - 911 calls for - filings for - probation revoked for - prosecuted					Bay Legal	ARIES LJIS
4. Increased access to resources	4 – A	Number of victim or batterer referrals <b>RECEIVED</b> from agencies within ZT 'network' (LE, DA, Victim Witness Probation, STAND, Bay Legal, APS)			—	—	Bay Legal STAND Victim Witness APS	—
	4 – B	Number of victim or batterers <b>referred TO</b> agencies within ZT 'network' (DA, Probation, STAND, Bay Legal, etc)	Number of victim referrals received Number of batterers served		—	—	Bay Legal STAND Victim Witness APS	—
	4-C	Type of critical services provided, including - Victim witness claims - <b>DV waivers</b>	Number of abusers and abused served				Bay Legal STAND Victim Witness APS  CalWORKS	
5. Improved responsiveness of system to clients' needs	5 - A	Range of needs reported by individuals served, compared to range of services and referrals received from ZT partners					Analysis prepared by ASR	
	5 – B	Number of victim / batterer clients who provide feedback on how system worked for them (needs met, barriers encountered, opportunities for positive change, etc)	Number of victims served Number of batterers served		—	—	Each partner	—
	5 – C	Number / percentage of victim/ batterer clients who report satisfaction with services received within ZT network of partners, feel safer (outcomes)	Number of victims/ batterers who provided feedback (via survey)		—	—	Each partner	Sent to ASR or ZT for entry
6. Improved surveillance of incidence/ prevalence of	6 – A	Number of children present at the scene of LE response	Number of incident reports completed by LE (1-C1 above)		By prior history of responses to the home, indicated by incident report	Same as above	LE	ARIES (from DV Face Sheet)

<sup>5</sup> LE report may be the primary doorway into the system, but it is possible victims find other ways to get RO without going through LE.

Outcome	#	Base Indicator	Denominators for analysis/ reporting	Performance Target	Additional variables	Universe	Data reported to ZT by:	Data requested from:
prevalence of child witnessing	6 - B	<b>Desired, but not available:</b> Number of child welfare referrals (or substantiated cases) that involve DV	Number of CW referrals (or substantiated cases)					CW
	6 - C	<b>PENDING:</b> Number of a) suspected and b) confirmed child witnesses being served on a specified day	—	—	—	—	Requires a one – day count...reporters <b>PENDING</b>	
7. Improved efficiency/ cost effectiveness of system	7 – A	Number/ type of policies or practices changed or influenced since last reporting period that improve capacity (e.g number of trainings), or other facets of victim safety/ batterer accountability	—	—	—	—	Each partner	—
	7 - B	<b>PENDING:</b> Cost of providing unit of service at various junctures of ZT system <ul style="list-style-type: none"> <li>▪ Respond to DV scene (LE)</li> <li>▪ Prepare incident report, including submission to DA (LE)</li> <li>▪ File on a DV case (DA)</li> <li>▪ Prosecute/convict a DV case (DA)</li> <li>▪ Defend a case (Public Defender)</li> <li>▪ Provide supervision for a year (Probation)</li> <li>▪ Provide 52 weeks of BIP program to a batterer (Probation)</li> <li>▪ Prepare an RO for victim (Bay Legal)</li> <li>▪ Provide units of advocacy support for victim, such as crisis response/counseling, intake, referrals, follow up (STAND)</li> </ul>	—	—	By M and F level case By M and F level case By M and F level case	—	<b>PENDING</b>	—

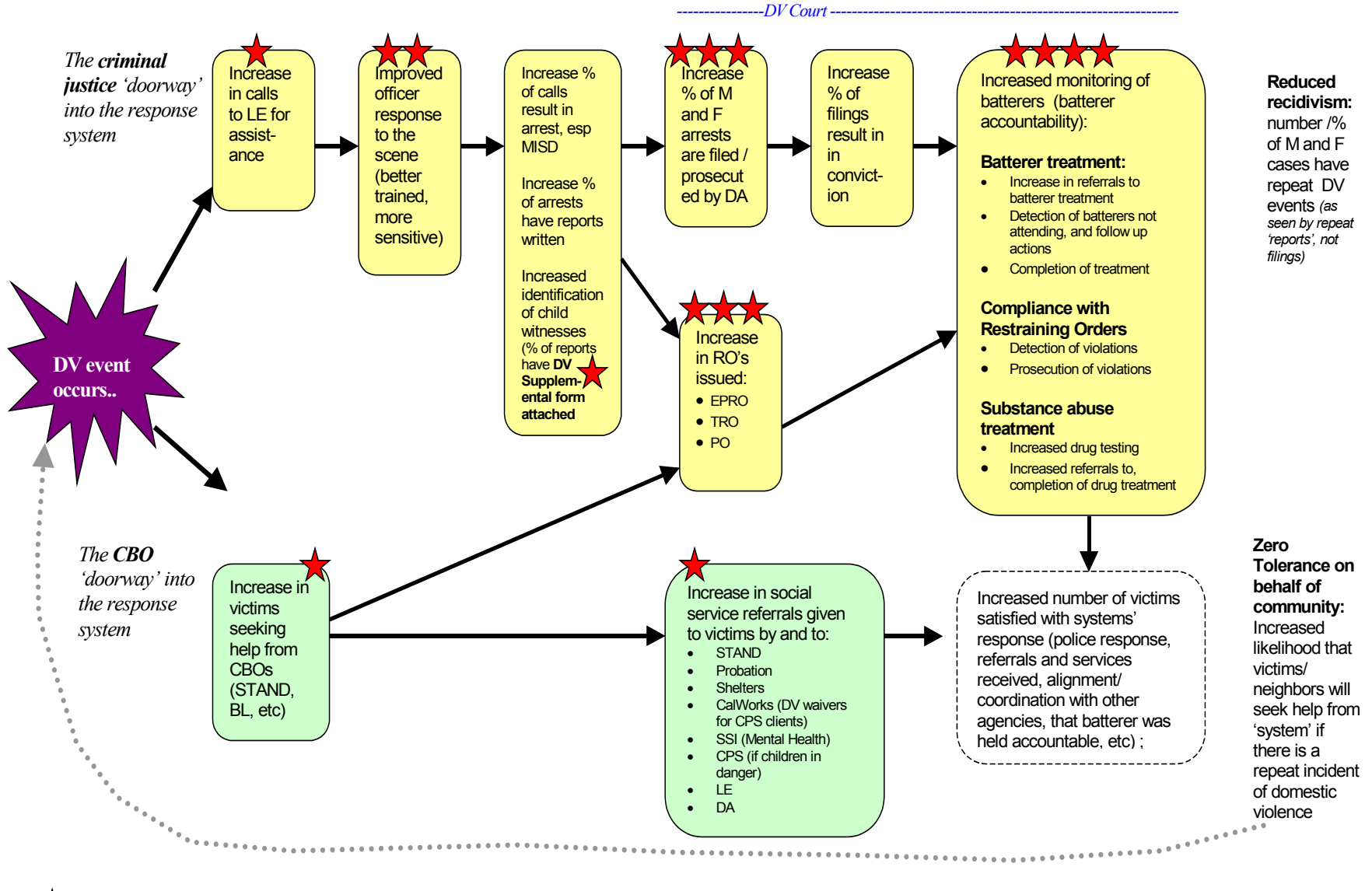
# Attachment 2 — Logic Model

EFFORTS

EFFECTS/ OUTCOMES

Improvements to capacity/ climate

Improvements to system and client services



★ = Number of votes each indicator received by ZT partners for being a priority area of ZT impact

# Attachment 3 — Overview of System to Track (DV) Batterer Accountability

