



# The Living Room Program Evaluation

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# Criminal Justice Ph.D. Program

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## Living Room Project Background

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- Pilot program using \$325,000 allocated by Louisville Metro Council
- Safe environment for individuals suffering from acute mental health and/or substance abuse issues
- Modeled after programs in Skokie, IL and Miami, FL
- Target Population
  - Low-Level offenders who are “in crisis” due to mental and/or emotional health needs
  - Option of being transferred to the Living Room instead of incarceration, hospitalization
- Goals
  - Reduce and redirect police resources
  - Reduce costs for Louisville Metro Department of Corrections (LMDC), jail overcrowding
  - Refer individuals to community-based services

# The Living Room

## What Works

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- Pre-booking Diversion programs:
  - Improve relationships between law enforcement and mental health professionals (Thompson et al., 2003)
  - Provide viable options for those with mental health issues (Thompson et al., 2003)
  - Provide the recovery model of care not accessible in jails or emergency rooms (Shattell et al., 2014)
- Have demonstrated success in:
  - Reducing involvement in the criminal justice system
  - Reducing criminal justice system costs
  - Freeing up valuable and limited police resources
  - Connecting individuals with mental health and substance abuse treatment services
  - Improving life skills (Steadman & Naples, 2005)
- Overall, these findings suggest that diversion programs reduce time spent in jail and lower criminal justice and treatment costs without increasing public safety risk

# The Living Room Formative Evaluation

## Methodology

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- Mixed Methods
- Qualitative data – Process Evaluation
  - Semi-structured interviews
    - Program Leadership
    - Patrol Officers in 1<sup>st</sup>, 4<sup>th</sup>, 5<sup>th</sup> Divisions
    - Living Room Client Survey
- Quantitative Data – Outcome Assessment
  - LMPD Citation/arrest data
  - Louisville Department of Corrections data
  - Living Room Data
- Cost Analysis

## Program Process Evaluation

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- Initial implementation: 1st, 4th, 5th Police Divisions
- February 22, 2018: expanded to all Police Divisions
- Call for service or self-initiated action by police
- Jail Transportation:
  - January 23, 2018: LMDC started transporting individuals from jail to Living Room

# User Perceptions: Police Findings

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# User Perceptions: Police Survey

## Overview

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- Interviews taken from the 1st, 4th, 5th Divisions
  - January and February
- 44 police officers were interviewed



## User Perceptions: Police Findings

### Use of Living Room

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- All officers interviewed had heard of the Living Room.
- All officers interviewed were willing to use the Living Room. All patrol officers interviewed had heard of the Living Room
- 43.2% (19 of 44) had used the Living Room
- 1st Division had the highest use rate at 83%.
- 4th Division had combined use rate of 38%.
- 5th Division had a combined use rate of 16%.

## User Perceptions: Police Findings

### Officer Satisfaction

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- The Living Room offers fast and easy admissions
- Overall, LMPD report high satisfaction with the program
- Officers report that aggressive guests could be issues for the Living Room
- Potential overcrowding at current use rates if service not expanded.
- Officers are unclear of exact demographic to take to the Living Room
- Concern with repeaters

## User Perceptions: Police Findings (Cont'd)

### Use of Living Room

- The building was accessible, one officer requested for a place to wait outside the building out of the rain
- There is a concern of displacement in the 1st Division.

## User Perceptions: Police Findings (Cont'd)

### Reasons Officers Use the Living Room

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- 34 referrals to the Living Room were reported during the interviews
- 41.2% (14 cases) of referrals were related to homelessness
- 35.2% (12 cases) of referrals were for being a danger to self or others.
- 14.7% (5 cases) of referrals were for being intoxicated with drugs/alcohol.





# Program Process Evaluation (Cont'd)

## Application of the H. J. Steadman Criteria





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- Steadman et al. (1995)
  - Integrated services
  - Regular meetings
  - Boundary spanners
  - Strong leadership
  - Early identification
  - Case management
  
- Steadman et al. (2001)
  - Identifiable, central drop-off
  - Police-friendly policies & procedures
  - Legal foundations
  - Innovative & intensive cross training
  - Linkages to community services




## Application of Steadman et al. (1995; 2001) Rubric *Program Implementation and Administration*

Element	Application	Status
Integrated Services	<ul style="list-style-type: none"> <li>• Unified and collaborative effort between Centerstone, LMPD, and LMDC</li> <li>• Serve as key players for the Living Room program</li> </ul>	
Regular Meetings	<ul style="list-style-type: none"> <li>• No formal/regular meetings (that we are aware of)</li> <li>• Key players in constant contact</li> <li>• Lack of meetings between LMPD patrol officers and the Living Room staff</li> </ul>	
Boundary Spanners	<ul style="list-style-type: none"> <li>• Key players serve dual purpose as boundary spanners</li> <li>• Manage own employees and interact with other key players and organizations</li> </ul>	
Strong Leadership	<ul style="list-style-type: none"> <li>• Key players provide 126 combined years of service in mental health, law enforcement, and corrections</li> <li>• Mayor and Metro Council support</li> </ul>	

## Application of Steadman et al. (1995; 2001) Rubric *Program Implementation and Administration*

Element	Application	Status
Early Identification	<ul style="list-style-type: none"> <li>LMPD patrol officers during calls for service and active patrol, who exercise discretion</li> <li>The Living Room staff initiated contacts</li> </ul>	
Case Management	<ul style="list-style-type: none"> <li>No case management post-visit to the Living Room</li> <li>Presently a short-term solution for deflection</li> <li>Consider long-term strategies using case management</li> </ul>	
Element	Application	Status
Identifiable, Central Drop-Off	<ul style="list-style-type: none"> <li>Central drop-off at facility located in 1<sup>st</sup> Division</li> <li>LMPD patrol officers indicate some initial difficulty finding facility; consider updated signage and lighting</li> </ul>	
Police-Friendly Policies and Procedures	<ul style="list-style-type: none"> <li>No-refusal policy and streamlined intake procedure</li> <li>Facility has not achieved proposed full staffing, which could cause potential problems with higher use</li> </ul>	

## Application of Steadman et al. (1995; 2001) Rubric *Program Implementation and Administration*

Element	Application	Status
Legal Foundations	<ul style="list-style-type: none"> <li>• LMPD patrol officers and LMDC are the only approved sources of referrals</li> <li>• Community and family referrals are a future goal</li> </ul>	
Innovative and Intensive Cross-Training	<ul style="list-style-type: none"> <li>• No official/formal training related to the Living Room</li> <li>• Roll call briefs and ride-alongs to provide mutual understanding and foster collaboration</li> </ul>	
Linkages to Community Services	<ul style="list-style-type: none"> <li>• The Living Room provides access to additional services</li> <li>• Consider case management to determine which services best address crisis reoccurrence and recidivism</li> </ul>	



# User Perceptions: Guest Findings

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# User Perceptions Guest Survey

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- 388 placements December 10, 2017 through April 30, 2018
- 189 complete client surveys
- Responses from guests very positive
  - 94.2% strongly agreed/agreed they felt comfortable upon arrival at the Living Room
  - 92.6% strongly agreed/agreed staff related to their personal experiences
  - 90.4% strongly agreed/agreed staff understood what the client was saying
  - 90.9% strongly agreed/agreed staff recovery coaching was helpful
  - 90.4% strongly agreed/agreed the Living Room helped them feel good about themselves
  - 90.8% strongly agreed/agreed Living Room staff helped the client understand themselves
- What could staff have done better?
  - Most frequent response was “nothing”
  - Smoke in the facility
  - Use phones
  - Hot meals

## Statistics – Living Room Guests

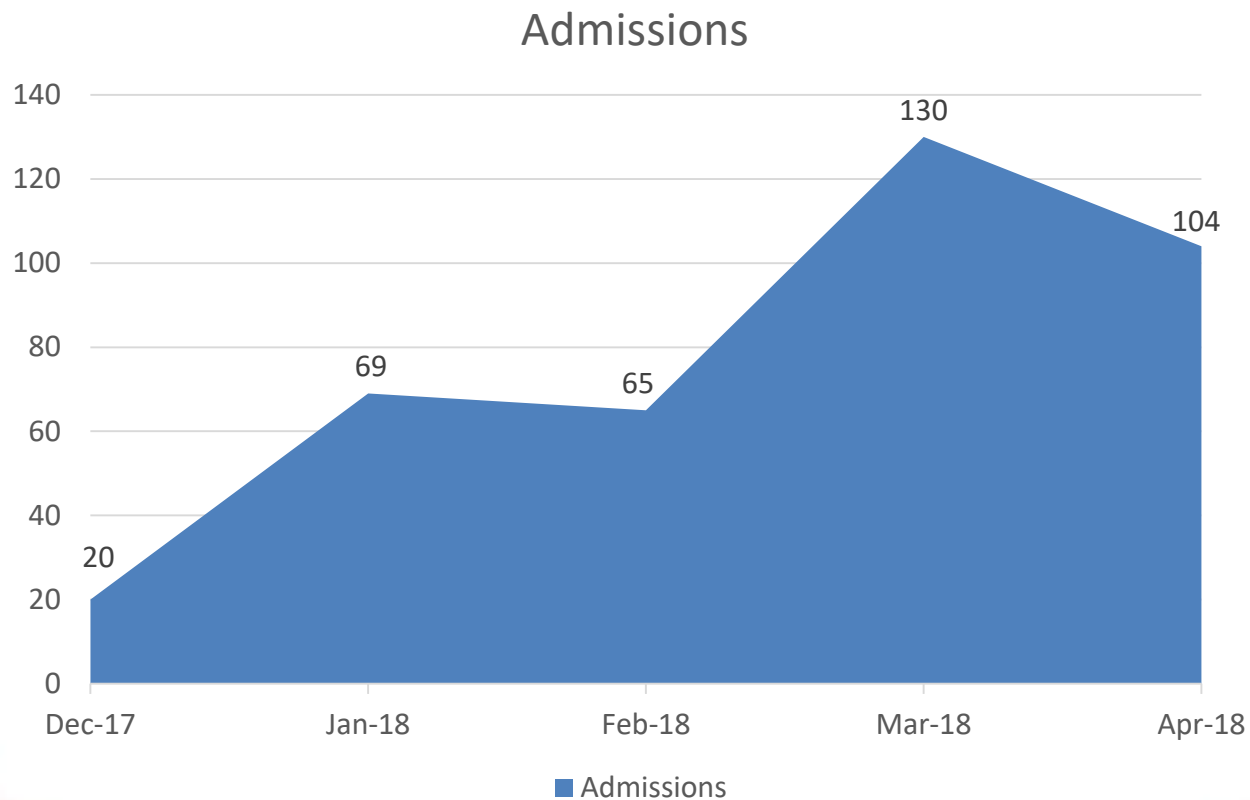
### Living Room Placement

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- Placements generally increased from December (20) to April (104). The month of March had the greatest number of placements, 130.
- The number of placements equal an average of approximately 2.75 per day or 83 per month.
- These 388 placements involved 284 different individuals
- 47 individuals were placed in the Living Room more than once.
- Number of multiple placements ranged from 2 to 18 with an average of 3.469 placements per “repeater”.
- 1st Division utilized the Living Room the most (46.8%) followed by the 4<sup>th</sup> Division (18.3%), LMDC (12.9%) and Emergency Protective Services (6.5%)



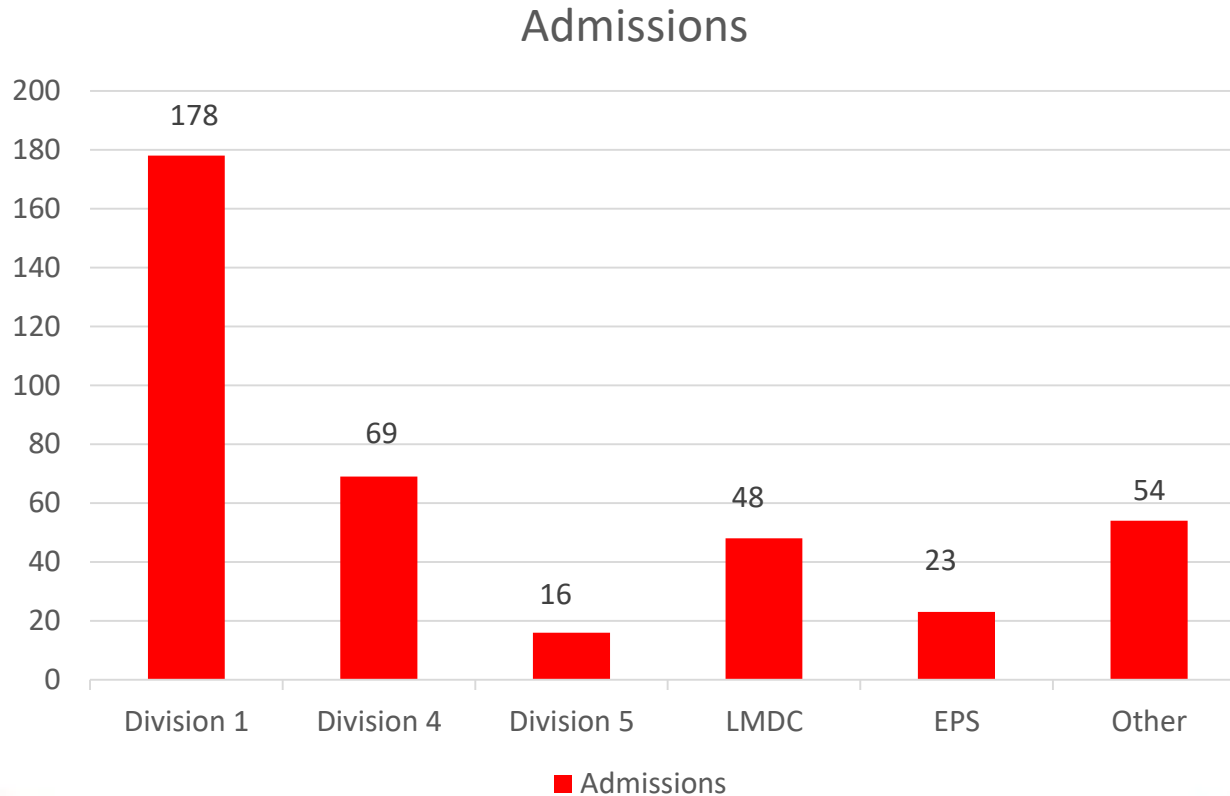
# Admissions December 17, 2017 through April 30, 2018





# Admissions by Division/Agency

December 17, 2017 through April 30, 2018



## Statistics – Living Room Guests

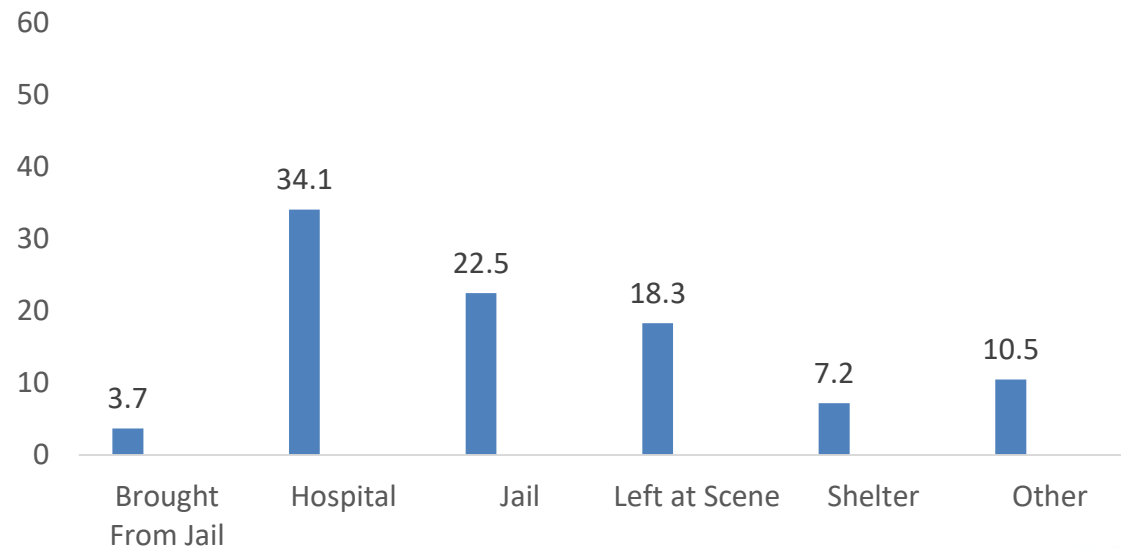
### Guest Profile based on Living Room data

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- The majority of guests were White (55.6%) while Blacks represented 39.2% of the guests. All other races represented 5.2% of the total.
- Most of the guests were male (62.7%).
- Age of the guests ranged from 19 to 75. Most guests, 88.7%, were over 24 years of age with 19.4% being over the age of 50.
- The average age of the guests was 39 years of age.

# Deferment

Where would you have taken the guest if the Living Room was not available?



## Outcomes Assessment

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- Data Analyzed to Assess the Impact of the Living Room Program
  - Uniform Citation Data from three LMPD Divisions
    - Objective - Arrests Decrease
  - Deferred Hospitalization Data from LMDC
    - Objective - Deferred Hospitalizations Decrease
  - Cost Effectiveness – cost per guest LR and LMDC
  - Cost Benefits – Savings and/or Costs Deferred
  - Time Savings - Police



## Statistics – LMPD Uniform Citation Data

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- 3 time periods
  - Year 1 = December 1, 2015, to March 15, 2016
  - Year 2 = December 1, 2016, to March 15, 2017
  - Year 3 = December 1, 2017, to March 15, 2018\*
    - \*implementation of the Living Room
- 3 Divisions
  - 1st, 4th, 5th Divisions
  - Compare to overall Department rates

# Offenses Qualifying for Living Room Placement

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- Citation Data Included:
  - Alcohol Intoxication in a Public Place – 2nd and 3rd Degree
  - Public Intoxication Controlled Substances
  - Criminal Trespass – 1st, 2nd, 3rd Degree
  - Disorderly Conduct – 1st, 2nd Degree
  - Drinking in Public – 3rd in 12 Months
  - Drinking in Public – 1st and 2nd Offense
  - Drug Paraphernalia – Buy/Possess
  - Indecent Exposure – 1st Degree, 1st Offense; 1st Degree, 2nd Offense; 2nd Degree
  - Involuntary Commitment – Alleged Intellectual Disabilities
  - Involuntary Hospitalization – Mentally Ill
  - Mentally Ill, Danger to Self/Others

## Statistics – LMPD Arrest Data

Citation	Percent
Drug paraphernalia - buying/possessing	50.7
Public intoxication controlled substance (excludes alcohol)	1.1
Criminal trespassing	23.4
Alcohol intoxication/drinking alcohol in public place	10.2
Disorderly conduct	5.1
Indecent exposure	.2
Involvement commit of individuals with alleged intellectual disabilities	.1
Involuntary hospitalization of mentally ill	5.9
Mentally ill and a danger to self/others - arrest of person	3.3
Total	100.0

## Arrests

### 3-Year Total Arrests – 9316 LMPD

December 2015 – April 2016	3357	-7.8%
December 2016 – April 2017	3096	-7.5%
December 2017 – April 2018	2863	

	<u>Division 1</u>	<u>Division 4</u>	<u>Division 5</u>
2015-16	889	636	317
	-11.1%	-12.2%	-12.9%
2016-17	790	558	276
	-13.2	-7.7%	-30.8%
2017-18	686	515	191

# Medical Booking Deferrals

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Time Period	Hospital Drop-Offs
Dec 2015 to April 2016	452
Dec 2016 to April 2017	395
Dec 2017 to April 2018	381

# Cost Analysis

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## Cost Effectiveness

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- Cost Effectiveness
  - 388 Admissions
  - Expenses through April 30, 2018
    - \$255,742.64
    - Start-up costs were prorated over 9 months
  - Cost Per Admission
    - \$ 255,742.64/388 = \$659.13 per Admission
  - Cost Comparison
    - \$55.04 General Population LMDC
    - \$216.48 Mental Health/Medical Unit LMDC
    - \$1,233 ER (National Average)
  - Current Costs
    - More than jail but less than a hospital

## Costs Deferred

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- Costs of Living Room Placement versus Jail and/or Hospital



## Costs Deferred

### Average Time Served

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- Median – 1.5583
- LMDC Cost Per Day
  - \$55.04 for General Population
  - \$ 216.48 for J2 (Mental Health/Medical Housing)
- Assumption 50% in each - Average the two costs
- Cost Per Day for incarceration in jail
  - \$135.76
- Cost Per ER Admission – national average
  - \$1,233.00

## Cost Savings – Jail Avoidance

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- Cost Savings (cost per day x average time served)
  - $\$135.76 \times 1.5583 = \$211.55$  for each placement in the Living Room in lieu of jail
  - 87 reported jail deferrals
  - $87 \times \$211.55 = \$18,404.85$

## Cost Savings ER Avoidance

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- 132 reported hospital deferrals
  - $132 \times \$1,233 = \$162,756.00$

## Deferred Costs

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- Jail Deferral Savings = \$18,404.85
- ER Admit Deferrals = -\$162,756.00
- TOTAL Minimum Costs Deferred = -\$181,160.85
- TOTAL Costs to Defer = +\$255,742.64
- BALANCE = **+\$74,581.79**

## Transfers from LMDC to the Living Room

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- December 1, 2017 through April 30, 2018 a total of 62 individuals were transferred from LMDC to the Living Room.
- 45 or 72.5% were court ordered (most at the time of arraignment) thereby saving approximately 1.5 jail days per individual.
  - Savings –  $(45 \times 1.5) \times \$135.76 = \$9,163.80$
- Additional 6 or 9.6% were released a total of 20 bed days early.
  - Savings of  $20 \times \$135.76 = \$2,715.20$
- **TOTAL SAVINGS - \$11,879**

## Deferred Costs – Police Resources and Reallocation

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- Asked Each Division Commander to estimate:
  - Time to Placement in Jail
  - Time to Placement in Hospital
  - Time to Placement in Living Room

## Deferred Costs - Police Resource Reallocation

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- Hospital Deferrals = (134) 13,534 minutes
- Jail Deferrals = (87) 3,306 minutes
- Living Room Placement = (221) 3,315 minutes
- Total Time Saved – 13,525 minutes or 225.4 hours  
Patrol Officer Hourly Rate = \$40.81 with benefits
- Total value of time saved for reallocation -  
\$9,199.25

## Cost Tally

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- Program Costs = +\$255,742.64
  - Costs Deferred = -\$181,160.85
  - Bed Days Saved = -\$11,879.00
  - Police Resources for Reallocation = -\$9,199.25
  - Balance = + \$53,503.54
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- Program has covered 79% of costs
  - Remove the start-up costs (approximately \$80,000)
  - Costs not included: court pay for police, costs of court processing, costs incurred for hospital stays following ER admission



# Summary and Conclusions

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## Findings

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- Living Room is reaching its target population.
- Strong leadership and support among the agencies involved.
- Users report general satisfaction with the program.
- Tentatively say it is covering most costs through cost avoidance and costs released for reallocation.
- Issues related to data collection. (in process)
- Issues concerning case management. (in process)

## Recommendations

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- Program shows potential
  - Recommend program continuation
  - Insufficient to determine program benefits with any certainty
    - 9 months of program funding
    - 6.5 of operational programming
  - Summative evaluation following 18 months of full operational programming
  
- Officer Training: More training is needed to educate officers on how to pinpoint an appropriate Living Room guest should increase utilization without widening the net

## Recommendations (Cont'd)

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- Consider ways to increase utilization by Police Divisions outside of the 1<sup>st</sup>, 4<sup>th</sup> and 5<sup>th</sup>
  - Cautionary note – don't want to expand too quickly
  - Always be an issue of proximity related to use
  
- Volunteer Staffing/Help: We recommend partnering with appropriate university programs to recruit volunteers who would help staff The Living Room.
  - This would reduce staffing costs and provide meaningful experiences.

## Recommendations

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- Evaluation: Continuation of program evaluation for the purposes of monitoring program performance
  - Formative Evaluation
  - Summative Evaluation