

# Social Impact Partnership to Pay for Success Act (SIPBRA)

## Independent Evaluator (IE) Biannual Evaluation Progress Report

---

**Grantee Name:** The City University of New York on behalf of John Jay College of Criminal Justice

**Reporting Period:** November 2021 - November 2023

**Independent Evaluator Name:** Jeffrey Butts, Director Research Professor and Director, Research and Evaluation Center, John Jay College of Criminal Justice

**Independent Evaluator Email:** jbutts@jjay.cuny.edu

**Independent Evaluator Phone:** 212.237.8486

Not later than two years after a project has been approved and biannually thereafter, the independent evaluator must submit a written report to the head of the relevant federal agency and the Interagency Council summarizing the progress that has been made in achieving each outcome specified in the award agreement. Data in evaluation progress reports and final reports will be made available to all federal agencies represented on the Interagency Council, and data content requirements will be specified in the agreement between the grantee and the head of the relevant federal agency.

---

1. *Provide an overview of the project including:*
  - a. *unique factors that contributed to achieving or failing to achieve the outcome in the context of the intervention, including but not limited to any major change in policy or law that may have affected the project intervention and whether or not the project was implemented with fidelity (e.g., randomization of treatment and control groups),*
  - b. *challenges faced in attempting to achieve the outcome, and 3) improved future delivery of this or similar intervention.*

### **Contractual and Project Management Progress**

On 12/13/21, an interagency agreement was executed between the New York City Mayor's Office of Criminal Justice (MOCJ) and the City University of New York (CUNY), on behalf of John Jay College for the Social Impact Partnership to Pay for Results Act (SIPBRA). The agreement includes funding to cover a seven-year project period, with an initial three-year contract and two 2-year built-in automatic extensions. The agreement was funded through a separate contract between the U.S. Department of Treasury and MOCJ to participate in the Treasury's SIPBRA initiative.

John Jay's Research and Evaluation Center agreed to conduct a cost analysis of the Crisis Management System, a gun violence prevention initiative that includes core components of the Cure Violence approach and is designed to reduce shootings at the community level. The research team will calculate how many shootings are avoided each year, within eight NYC Crisis Management System program catchment areas, and will then estimate the medical-cost related savings of averted shootings.

CUNY, on behalf of JohnJayREC, entered into an agreement and partnership with NORC at the University of Chicago on 3/23/22, for the role of lead analytic partner for the SIPBRA Grant Program Evaluation project. JohnJayREC intends to extend NORC's agreement yearly for the duration of the project.

During the reporting period, JohnJayREC and NORC submitted the project protocols to the respective institutional review boards, to ensure the protection of the rights and welfare of human research subjects. Both institutions provided a determination of not human subjects research. Also, a multi-way data sharing agreement (DSA) was executed between CUNY (on behalf of JohnJayREC), MOCJ, and NORC applying to project data moving in all directions between each organization. The DSA was executed on April 6, 2022, with a three-year term that will be extended to match the terms of the MOU between MOCJ and CUNY.

To establish project management goals, monitor project activities, and track the timeline and budget, JohnJayREC convened kick-off meetings and scheduled regular check-in meetings with NORC and MOCJ. JohnJayREC also established project roles and a thorough and detailed reporting timeline with MOCJ to ensure that all quarterly, biannual, financial, outcome payment, and final reports are in the correct format and on time. Federal financial reports will be submitted to MOCJ annually by January 30 (between 2023 and 2029), for MOCJ to submit to Treasury. The report covers spending between 1/1 and 12/31 of the prior year, based on the approved budget. RF CUNY, JohnJayREC's fiscal agent will generate these reports.

#### *Research Activities Progress*

Using NYPD shooting victimization data, JohnJayREC will conduct a quasi-experimental analysis to estimate the number of shooting victimizations averted in the Cure Violence sites. NORC will use SPARCS hospital admission data for victims of gun violence (emergency, ambulatory, and inpatient costs), and Centers for Medicare & Medicaid Services (CMS) data to estimate the federal costs (i.e., Medicaid dollars) saved from the reductions in gun violence across the Cure Violence sites. Based on this data, researchers will calculate the total cost of all procedures used in the treatment of a gun injury victim. The range of possible costs for a gunshot injury is expected to be wide.

JohnJayREC explored the SPARCS data and provided resources to NORC, including diagnostic code frequencies for gunshot wound hospitalizations. NORC continued exploring SPARCS data for 2020, while awaiting access to subsequent years data. The NORC team continue to identify key summary statistics from the SPARCS data about diagnosis code frequencies and distributions to inform the CMS data and help verify how well the CMS data matches what is observed in the SPARCS data.

The research team plans to create a matched comparison group for the eight Crisis Management System program sites included in the evaluation. To select the most appropriate comparison areas, the team will exclude any sites that have or had Crisis Management System programming in them. The research team will then select criteria to

match appropriate areas that have similar characteristics to the evaluation sites (e.g., demographics, population size, etc.).

Time-series models will test for changes before and after program implementation in both Crisis Management System sites and comparison groups. Results will allow the team to draw conclusions about the treatment effect of the eight expansion Cure Violence sites. Administrative data sets are being procured for the 2022 annual report due in December 2024.

#### *Deliverables Progress*

Outcome Payment reports will be submitted by JohnJayREC and NORC annually, starting December 2024 through the end of the project. Outcome Payment reports will include yearly preliminary findings and results of the evaluation for MOCJ to submit to the Treasury. The five outcome payment reports will look at periodic outcomes to see if there is a demonstrated reduction in costs associated with shootings in eight Crisis Management System program expansion sites in NYC.

2. *Has the evaluation study encountered any challenges, such as those identified in the evaluation design plan's theory of change? If so, how has the evaluation team and/or grantee addressed these challenges?*

#### *Evaluation Site Catchment Areas Review*

The research teams began exploring the Crisis Management System expansion program locations (i.e., catchment area boundaries) and intervention timelines (i.e., program start dates) to confirm which programs MOCJ included in this SIPPRa evaluation. The catchment area boundaries and intervention start dates were shared by the Office for Neighborhood Safety (ONS), which oversees the Crisis Management System. JohnJayREC shared with MOCJ the relevant NYPD shooting data counts from the catchment areas.

MOCJ met with the research team to revisit the identification of Crisis Management System sites with qualifying program dates. On August 15, 2022, MOCJ confirmed the approval of the updated site list based on shooting analysis data shared by JohnJayREC and confirmation that the programs met Treasury criteria for inclusion in this evaluation (i.e., having at least 75 people engaged in the program in Year 1 of site implementation and having more than 10 participants in consecutive years).

#### *Revised Outcome Payment Methodology*

JohnJayREC and NORC proposed revised outcome payment calculation methodology to provide a more accurate picture of federal cost savings than the initial proposal, including a focus on precise site catchment areas within the police precincts, which are smaller than the general police precincts. JohnJayREC adjusted the savings estimates accordingly, reflecting the specific locations where the Crisis Management System expansions were planned.

JohnJayREC and NORC also updated the estimate for the cost of treating shooting victims to \$164,000 per incident. This includes \$150,000 for immediate post-shooting hospital treatment and long-term follow-up care, with ongoing expenses that can accumulate significantly over time, particularly for severe injuries requiring extended follow-up treatment. Additionally, hospitals serving a high volume of Medicaid and Medicaid-eligible patients incur Disproportionate Share Hospital (DSH) payments, amounting to an estimated average of \$14,000 per shooting incident.

#### *Updated Work Plan*

After the MOU was executed and the project was started, the JohnJayREC and NORC research teams submitted a memo to MOCJ with an updated work plan for the project including the details described above. This work plan also included an updated timeline for all deliverables. The goal of this document was to confirm the design and scope of work for the evaluation.

3. *Has there been any alterations to the study's research questions or planned design on account of these challenges? If so, what changes were made?*

#### *Evaluation Site Catchment Areas to Review*

As described above, MOCJ revised the Crisis Management System study site selection based on the shooting analysis data and made sure site intervention dates and participant criteria met the guidelines requested by Treasury.

#### *Exploring Available Data*

With the updated Crisis Management System expansion site list for the SIPPRA evaluation study, NORC and JohnJayREC explored all available data needed to consider the best measures for the project. The original design included just the use of SPARCS data to estimate costs for gun injuries. The teams needed another data source to estimate nursing home and long-term care costs that often result from gun injuries. NORC had an existing data use agreement to access Centers for Medicare & Medicaid Services (CMS) data which can provide short and long-term care variables. NORC will continue exploring which variables will be most appropriate for this analysis and continue to work towards a finalized analysis plan.

NORC added staff with access and expertise to CMS data. NORC will continue working with the CMS Medicaid data, creating cost estimates to determine the cost impact of gun injuries.

4. *Assess the degree to which the project was delivered as intended, including a discussion of how closely the projects theory and intended procedures aligned with actual project implementation.*

The evaluation project is proceeding as intended. JohnJayREC and NORC lead staff on the project have not changed. The variables to be measured (e.g., gun injuries and cost of the care related to those injuries) have not changed. The team has updated the data sets being used to measure them (i.e., the addition of CMS data) and the Crisis Management System sites were revised by MOCJ, as discussed above.

5. *Have any of the intervention model's key components changed? If so, how? For example, describe any changes in the following areas, 1) staffing, 2) recruitment/identification and maintenance of training providers and other key partners, 3) recruitment/identification, screening, and enrollment of participants, recruitments/identification, screening, selection of investors, and 4) intervention features and strategies across participating providers.*

During the reporting period, the research team did not work directly with the Crisis Management System program providers being evaluated to measure any variables related to implementation, but will begin working with the program providers starting in July 2024.

6. *Include an assessment of the value to the federal government as discussed and defined in Section 4.f.ii, Outcome: Outcomes Valuation. If outcomes were not evaluated during this reporting period, enter N/A.*

N/A – the first outcome payment report is due on December 31, 2024.

7. *Are there additional topics or information not discussed above that the independent evaluator would like to highlight regarding this project and/or other areas?*

N/A