



Report on the
Evaluation of
The Bridge Foundation
Halfway House

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Table of Contents

Contents

Acknowledgement	3
Introduction	4
Background.....	6
Programme Justification	7
Evaluation Methodology and Terms of Reference	8
Terms of Reference for the Evaluation.....	9
Issues To Be Studied	9
Findings and Analysis of Key Evaluation Questions	11
Management Structure	11
Annual Demand for Treatment	12
Notable Achievements.....	14
Testimonials of Support for the Work of the Bridge Foundation.....	16
SWOT ANALYSIS	17
Evaluation Question -Relevance of the Services	18
Evaluation Question - Effectiveness of the Services.....	19
Evaluation Question - Efficiency of the Services.....	20
Evaluation Question - Sustainability of the Services	21
A Case for Continuity	22
Conclusion and Suggested Recommendations	24
General Comments	24
Conclusion	24
Suggested Recommendations.....	25
Appendices	27
Appendix 1 – Updated Policy and Procedures	27
The General Evaluative Criteria Areas for The Evaluation	35

Evaluation of The Bridge Foundation Halfway House Programme- 2023

Acknowledgement

It must be acknowledged that this evaluation would not have been possible without the cooperation and support of the Ministry of Home Affairs, the Bridge Foundation (its Board Members, Current Residents, Past Residents), and the National Drug Council.

Evaluations are essential in programming as they can demonstrate any impact the programme has had on current and past participants, ensure quality, prioritise resources by determining the most effective or essential programme components, and recommend improvements.

The NDC supports the need for transitional housing in our communities and this has been expressed in the National Anti-Drug Strategy. In so doing, it encourages a collaborative approach between both public and private entities. It is very important to note that during recovery, transitioning back to society (especially in small communities) is very difficult for those individuals who are struggling with addiction.

We would also like to thank Dr. Ken-Garfield Douglas for his assistance in this process and we hereby gratefully acknowledge the contributions made by all involved in this project.

Introduction

Varying definitions exist for Halfway Houses in the literature. To provide a suitable reference for the evaluation findings, conclusions, and suggestions or recommendations, a variety of these definitions are presented below.

Halfway Houses are transitional living places for those in recovery from drugs or alcohol. In some states, because of legal requirements, the term “sober living house” is used. Some people go to halfway houses from a treatment centre, prison, or a homeless situation, while others go there to be in a sober and clean environment to begin the recovery process. Some residents are in halfway houses due to court orders.

What is a Halfway House (also spelled halfway house)?

A halfway house¹ is a facility that accommodates individuals battling alcoholism, drug addiction, mental illness, and similar disorders. Some halfway houses may specialize in different areas, such as alcoholism, drug addiction, mental illness, or released prisoners. The court may order residency in a halfway house for individuals on parole, probation or those who are recently released. Some prisoners need to condition themselves in a supervised setting before going back to the normal world outside the prison.

A halfway house imposes strict regulations for its residents to mitigate the chances of relapse. Residents are required to sign the house rules contract that includes the policy against bringing alcoholic drinks and prohibited drugs and requires adherence to curfew and similar rules. Noncompliance with the house rules subjects a resident to removal from the halfway house.

¹ http://www.sober.com/facilities/halfway_houses

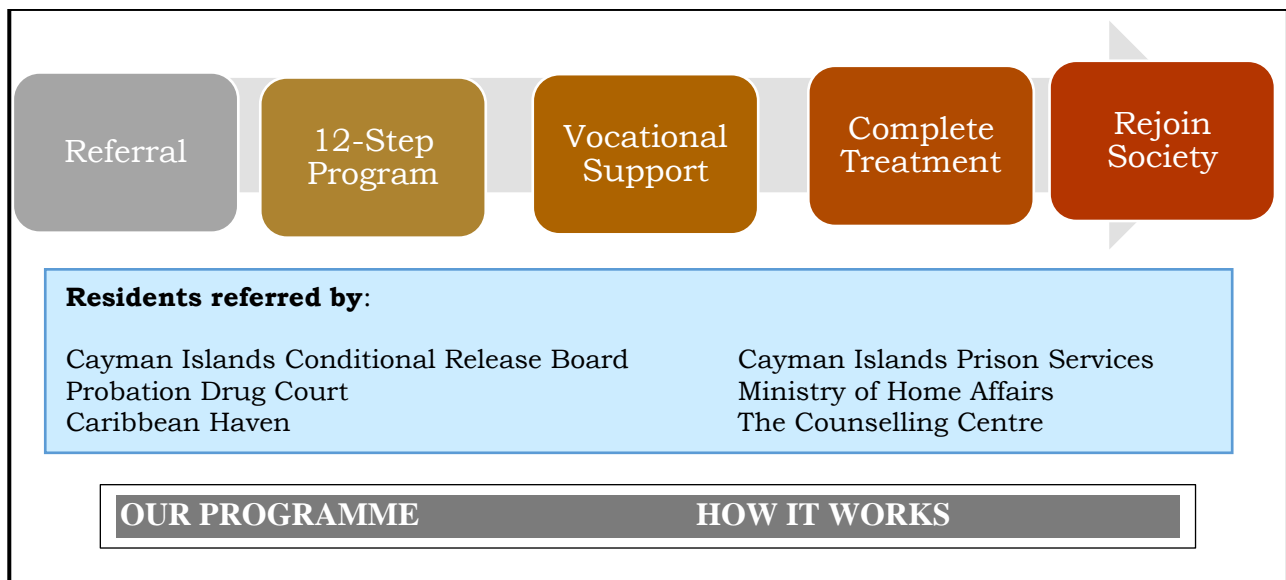
Evaluation of The Bridge Foundation Halfway House Programme- 2023

Halfway houses are transitional living spaces for those leaving a rehab center, or prison or looking for refuge from the streets. It provides a sober living situation for people recovering from drug addiction. Many halfway houses have a set of “house” rules, whether it is a set of chores, curfew, compliance for random drug tests, full-time employment, or school attendance. These sets of rules are designed to keep residents focused on sobriety and prevent any distractions from the recovery process.

Residents are also required to attend either Alcoholics Anonymous or Narcotics Anonymous, depending on the substance of choice. Residents should be aware of which support groups are near the house to easily attend meetings. Accessible public transport should also be taken into consideration when choosing a halfway house.

Creating friendships with other members in support groups is also integral in sustaining a long-lasting recovery. Residents who have people they can relate to, especially those who have been sober longer, often have a stronger support system to rely on along the recovery path.

The Bridge Foundation Halfway House Programme Model



Background

The Bridge Foundation

The Bridge Foundation is a non-profit organisation that provides sober-structured transitional housing for non-violent repeat offenders who are recovering from addiction to drugs and/or alcohol in the Cayman Islands. The organisation was established in 2012 and can support up to 12 residents at Anchor House in West Bay. The residents are typically referred after completing treatment at Caribbean Haven, s by Probation Services or the Drug courts and are required to attend 12-step meetings during their 6-month stay. Mr. Frank “Bud” Volinsky, a US citizen, is the Executive Director of The Bridge Foundation. He was recently awarded an Honorary British Empire Medal (BEM) for his outstanding contributions to the Cayman Islands. Mr. Volinsky has worked selflessly for eleven years to build The Bridge Foundation from just an idea to an essential stakeholder in the continuum of care for Caymanians released from either prison or treatment at Caribbean Haven Residential Centre. He established halfway houses that provide supervised transitional housing exclusively for those offenders with underlying substance abuse issues. It is here where addicts can learn the tools of recovery and begin their journey back into the community.

During the period from the last evaluation in 2021 to present, the Bridge Foundation has updated its Vision to read—***then vision is to restore the dignity and self-respect of the disenfranchised through a sober-structured transitional housing programme.*** Their Mission has also been updated to read— ***mission is to help curb recidivism by managing sober-structured transitional housing for non-violent repeat offenders who are recovering from addiction to drugs and or alcohol.*** The objectives of the Halfway House programme are accomplished by means of public and private donations which the Foundation actively solicit. They also monitor and report the effectiveness and progress of their programme, while promoting sober structured living, educational opportunities, life skills development,

Evaluation of The Bridge Foundation Halfway House Programme- 2023

self-determination, independence, physical and mental well-being, and spiritual development.

The Bridge Foundation has established a refuge for clients in need of transitional living through its Anchor House Halfway House Programme and more recently complemented by the Beacon Farmhouse programme. The programme uses a three-pronged approach to achieve its mission:

1. Provide a basic living area free of alcohol and drugs.
2. Offer support that educates and enriches the client through 12-step programme-based lifestyle.
3. Aid in the provision of life skills to facilitate independence and economic stability.

From an operational point of view, the main goal continues to be to secure a permanent home for the halfway house programmes for both males and females. To this end, the Foundation is presently actively expanding its housing to accommodate an additional five male clients. A new women's facility is also proposed with the capacity to accommodate four females. The total capacity will therefore be 23 beds.

Programme Justification

There is no disputing that there is a great need for transitional living solutions on the island. There are male and female residential drug treatment programmes, the prison operates a system of parole, and there is also an active drug court programme. For all these interventions there is a need for a transitioning period that is provided, in the case of the Cayman Islands, by the Bridge Foundation Halfway House programme.

The literature justifying the operation of halfway houses indicates that the absence of a rehabilitative structure leads to recidivism or "relapse", which tends to arise when someone is paroled or released after time is served. Findings also illustrate that relapse

Evaluation of The Bridge Foundation Halfway House Programme- 2023

often occurs when an individual returns, without proper support, to the surroundings where his or her addiction originated.

The fact that there is no active drug treatment intervention taking place at the prison makes it even harder for a newly released offender to enter transitional living successfully. Breaking the cycle of use and learning to be abstinent is a major hurdle to accomplish without conditioned rehabilitative approaches. If the prison is to benefit meaningfully from this available facility, efforts must be made to introduce some form of drug and alcohol treatment intervention in the prison—in particular, as part of a pre-release intervention for those known to be problematic drug users.

Evaluation Methodology and Terms of Reference

Rationale

The National Drug Council (NDC) through its Act (National Drug Council Law) is mandated to advise the Minister, and such persons, groups, organisations, or bodies as requested to do so, on policies and programmes related to the prevention of drug abuse, the treatment and rehabilitation of drug abusers, and the care of connected persons. Additionally, the National Anti-Drug Strategy has articulated the need to address treatment and rehabilitation in the following strategy:

Strategy III: To guarantee the delivery of treatment and rehabilitation services that meet the needs of individuals and their families... with the following objectives:

Ensuring a system of effective and varied treatment programmes

- Establishment of a transitional/ half-way house or low-threshold facility for homeless or dis-enfranchised persons
- Provide services as required to enhance Judicial process for drug related clients

Existence of a multi-level approach to treatment services which include:

- Short/long term treatment
- Transitional housing
- Judicial support services
- Male Treatment /Rehabilitation programmes

Evaluation of The Bridge Foundation Halfway House Programme- 2023

- Female Treatment /Rehabilitation programmes

In its continued effort to monitor and determine the effectiveness of transitional services on the island, the NDC is seeking to establish the outcomes of clients who use the available services offered by the Bridge Foundation. Evaluations such as this, provide evidence to determine the benefits of such a programme on our community as well as to determine the extent of impact and utilization of this service.

The Government has been assisting the Bridge Foundation with a quarterly subsistence based on their Mission, Vision, s Strategic Business Plan, and their previously established successful provision of this much-needed service to the Cayman Island community of problematic drug users.

Terms of Reference for the Evaluation

The following broad categorization will be used to make major assumptions about the Bridge Foundation Halfway House:

- The agency's strategic position within the conceptual framework of treatment and rehabilitation
- The programme management/coordination process
- Implementation issues
- Linkages to the continuum of care
- Service delivery issues
- Monitoring and reporting

Issues To Be Studied

As with previous evaluations of this facility, the main activities to be pursued during this evaluation are as follows:

- i. Based on all relevant background documents, technical and financial progress reports and other reports relating to The Agency operations:

Evaluation of The Bridge Foundation Halfway House Programme- 2023

- a. review the achievements of activities under each output,
 - b. analyse to what extent the overall outputs in the specific areas have been met.
- ii. Assess the present relevance of the agency's original concept of services as well as its contribution to the achievement of treatment and rehabilitation mandates; (i.e., assess whether the assumptions in the original conceptualisation of the agencies' mandates are still relevant.
 - iii. Review the processes of implementation in all essential areas, particularly concerning the coherence of acceptable standards of operation, and its efficiency and effectiveness.
 - iv. Assess the achievements derived from the Agency efforts to date within the framework of the strategy defined in the treatment continuum.
 - v. Assess the degree of effectiveness and efficiency of the various management structures, delivery structures, and coordination structures in achieving outcomes. It would be important to analyse the management capabilities in the programme implementation phases in relation to individuals. In particular, an accurate analysis on monitoring and follow up activities should be carried out as well as an assessment of the extent to which outputs can be reached based on these capabilities.
 - vi. Undertake an analysis of the Strengths, Weaknesses, Opportunities and Threats (SWOT) and the sustainability of the essential components of The Agency.
 - vii. Provide recommendations on any adjustments to the direction, management and operation of the agency that may be required to ensure the full achievement of objectives and outputs.

Format of the Evaluation

1. This was a process evaluation covering three years (July 2021- October 2023).
2. It was done using a mixed methodology, including:

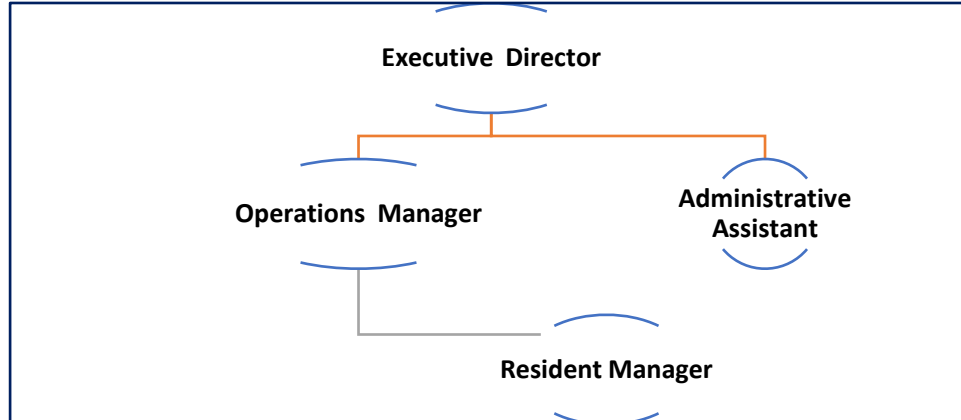
Evaluation of The Bridge Foundation Halfway House Programme- 2023

- a. Desk review of pertinent documents—policy and procedures, treatment statistics, financial statements, minutes of board meetings, current industry literature, and media reports
- b. Onsite interviews with key personnel at the Bridge Foundations
- c. Phone conversations with other key stakeholders in the continuum
- d. Analysis of service processes and utilization pattern

Findings and Analysis of Key Evaluation Questions

This report provides a formative assessment, cost assessment and process evaluation of the Bridge Foundation Halfway House Programme located at their Anchor House facility.

Management Structure



The programme has an acceptable management structure in place (indicated above). There is a named Executive Director who reports to the Board of Directors of the Foundation. The Board provides strategic direction, oversight, and accountability. The programme is managed by an Operations Manager and Resident Manager with administrative support from a Programme Administrator. This team is responsible for the overall day-to-day operations of the facility and on-the-ground oversight for the in-house clients.

Evaluation of The Bridge Foundation Halfway House Programme- 2023

The programme is part government and part donor funded. The main activities are:

- *Self-supporting/self-fulfilling environment including family support for re-integration.*
- *Provision of shelter/housing for clients as they transition back to society— “clean bed, sufficient food, and support to engage in work opportunities”.*
- *Employment—on site (at Beacon Farmhouse) or in the community.*
- *Finances—food vouchers, sufficient ‘seed money’ to maintain a bank account*
- *A guarantee of post-graduation contact—whether through opportunities to continue to participate in group sessions or being mentors to programme inmates who have not yet graduated.*
- *Operation of a clubhouse (group meeting and mentoring activities for inmates and past graduates).*

The review indicates that the operations are in conformity with acceptable standards of operation. There are set standard operating procedures—residency guidelines and expectations, as well as confidentiality requirements that conform to international standards. Other internationally accepted conformity standards are in place, such as: the clients must be drug and alcohol free; subjected to random drug and alcohol testing at any time, with or without cause; attendance at weekly house meetings; be employed or actively seeking employment, etc. See appendix 1 for residency guidelines and expectations.

Annual Demand for Treatment

The Halfway House facility operated at full capacity (7 or more clients) throughout the evaluation periods – July 2021 to October 2023). Table 1 shows the admission and disposition statistics for the period.

- For 2021, 11 clients were admitted. Of these 4/11 or 36% relapsed and two (2) successfully transitioned out of the facility. One client was dismissed and at the end 2021 there were four (4) clients still in residence.
- For 2022, 14 clients were admitted. Of these 8/14 or 57% relapsed and one (1) successfully transitioned out of the facility. There were no dismissals and at the end of 2022 there were five (5) clients still in residence.

Evaluation of The Bridge Foundation Halfway House Programme- 2023

- For 2023, 16 clients were admitted so far. Of these 6/16 or 38% relapsed and three (3) successfully transitioned out of the facility. There were no dismissals and at the end of 2023 there were seven (7) clients still in residence.

Although the transition rates year-on-year (18%, 7%, and 19% respectively) were lower than expected (four in ten or 40% is the expected rate), 44%, 36%, and 36% of clients were still resident at the facility in 2021, 2022, and 2023 respectively. More than four in ten clients (44%) on average over the evaluation period experienced a relapse. However, with regards to the clients' conduct, during the periods there was only one documented administrative discharge (this in 2021).

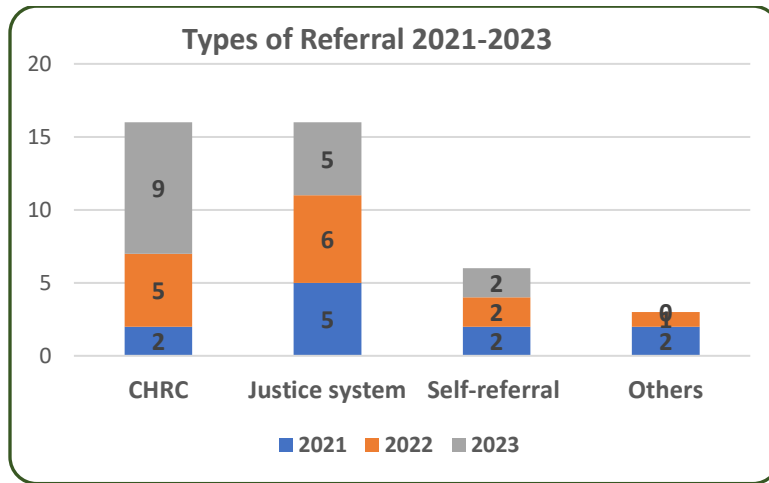
Table 1: Annual Statistics – Male Residential Treatment July 2021 – Oct 2023

House Statistics	Evaluation Periods		
	July to Dec 2021	Jan-Dec 2022	Jan – Oct 2023
Total admission for the period	11	14	16
Total of clients relapsed	4/11 (36%)	8/14 (57%)	6/16 (38%)
Number of clients transitioned	2	1	3
No of cents in residence	4	5	7
No of clients dismissed	1	0	0
Type of Referral			
CHRC	2	5	9
DCR	-	1	-
Justice system (prison/courts/bail)	5	6	5
Self-referred	2	2	2
Other (mental health court)	2	-	-

A notable high number of clients were referred to the facility through the justice system (an average of about five (5) clients per year). Self-referrals as well as referrals from CHRC accounted for the remaining referrals.

Evaluation of The Bridge Foundation Halfway House Programme- 2023

Figure 1: Types of Referrals



Notable Achievements

Testimony of building a sustainable programme. This is an account of major achievements for the programme attained during the evaluation period.

“The Bridge Foundation is pleased with our new implementations. We started by renovating our leased Clubhouse and adding to the structure, so we now have an office on site. The office is manned from Monday to Friday between 7:30 a.m. and 2:30 p.m. All client files and documentation are secured in said office, behind a locked door at a locked desk, mainly for the protection of personal information and anonymity. The clients are now able to access their mail and other required documents such as meeting sheets, citations, service request forms, etc. from wall units placed outside the office door.

Clients requiring assistance with paperwork can receive this assistance Monday, Wednesday, or Friday between the hours of 9 a.m. and 11 a.m. weekly, provided they have requested these services in advance unless there is a matter of urgency. We have recently started a mandatory step study meeting for our clients on Wednesday nights at 7 p.m. This is a mandatory meeting where we work through the first 3 steps as a group and suggest to our clients that they have a sponsor upon completion of the first 3 steps.

Evaluation of The Bridge Foundation Halfway House Programme- 2023

Our clients are also now required to access any required services, such as counselling from a psychologist, psychiatrist, and therapist and they must continue to sign ROIs as in the past, with these service providers so that we may have access to their information and to inform the staff of any prescribed medications they may be prescribed.

We now also have a conference room, where we can host meetings when necessary. We were quite pleased with the outcome of our visit with the past Governor, Mr. Martin Roper, and our most recent one with guests from throughout the recovery network of services.

The purchase of the property and the men's home has been one of our greatest and proudest accomplishments in recent times. Our men's residence is filled, and we have individuals on a waitlist to reside in our home consistently.

Clients maintain our grounds regularly and help provide a welcoming and pleasant environment.

With visions on the horizon to make our facilities able to maximize our services, we continue daily to ensure a safe, drug-free, and clean environment is maintained so each client is allowed to strive to be the best they can be and build a solid foundation for their future.

We continue our journey to change Cayman Island, one life at a time. 2023 has been a successful year for us and we look forward to many more of the same. We have recently purchased a computer for our clients to use in submitting applications, applying for necessary documents to process applications, learning to properly use the device, and other official purposes. This is available to clients as needed.

The Ministry of Home Affairs held a safety fair recently, which involved all entities affiliated with the ministry, and we were very honored to be invited to participate in this event. It's the first year but will be an annual event and we hope to be a continual part of it.

Testimonials of Support for the Work of the Bridge Foundation

The Bridge Foundation plays a pivotal role in the continuum of care for individuals grappling with substance addiction. Their unwavering commitment to providing essential services and support enhances the prospects of clients maintaining sobriety and successfully reintegrating into the community. This vital work contributes to the restoration of individuals, families, and communities, leading to improvements in our public health and public safety systems. At the Ministry of Home Affairs, we are deeply grateful for the partnership we share with The Bridge Foundation in building a safer Cayman Islands. Their steadfast dedication to raising standards and delivering critical services for vulnerable people has an invaluable impact on our society.

Ministry of Home Affairs

The Half-Way (Anchor) House and Beacon Farms institutions both play a crucial role in the rehabilitation of offenders and their reintegration back into the community. The services provided are an essential part of the release process in respect of the many prisoners who need additional support and oversight when attempting to transition back into living within the wider community. The Board is extremely grateful for the assistance and strong support these institutions afford those most vulnerable members of the society, in providing them with a new start by helping them to recover their lives and once again become fully functioning members of society in maintaining their sobriety. The program operates as a transitional unit, providing a bridge between custody/ inpatient residential treatment and the community. It is typically at this stage when the pressures upon a parolee are greatest, and the risk of failure without adequate support greatest. There is very limited public sector provision in this regard, and as such the Board is heavily dependent upon the Bridge Foundation's facilities, without which there would be limited prospect of structured release for many prisoners.

The Conditional Release Board

The Bridge Foundation halfway house changed my life. It was the best decision I ever made for myself since trying drugs for the first time. Because I made the choice to be a part of their awesome program, I was able to become the person I always wished to be. I hope that these services remain in place, especially when I see people from my past still active in addiction. I pray one day they will find the freedom I found through being a part of this wonderful establishment. I honestly am so grateful for the staff of the Bridge Foundation and the organization, as it gave me back life. It has saved me and given me the opportunity to be clean and sober through the passing of my mother, and one of the greatest things of all, was that she was able to see me clean for the last years of her life.

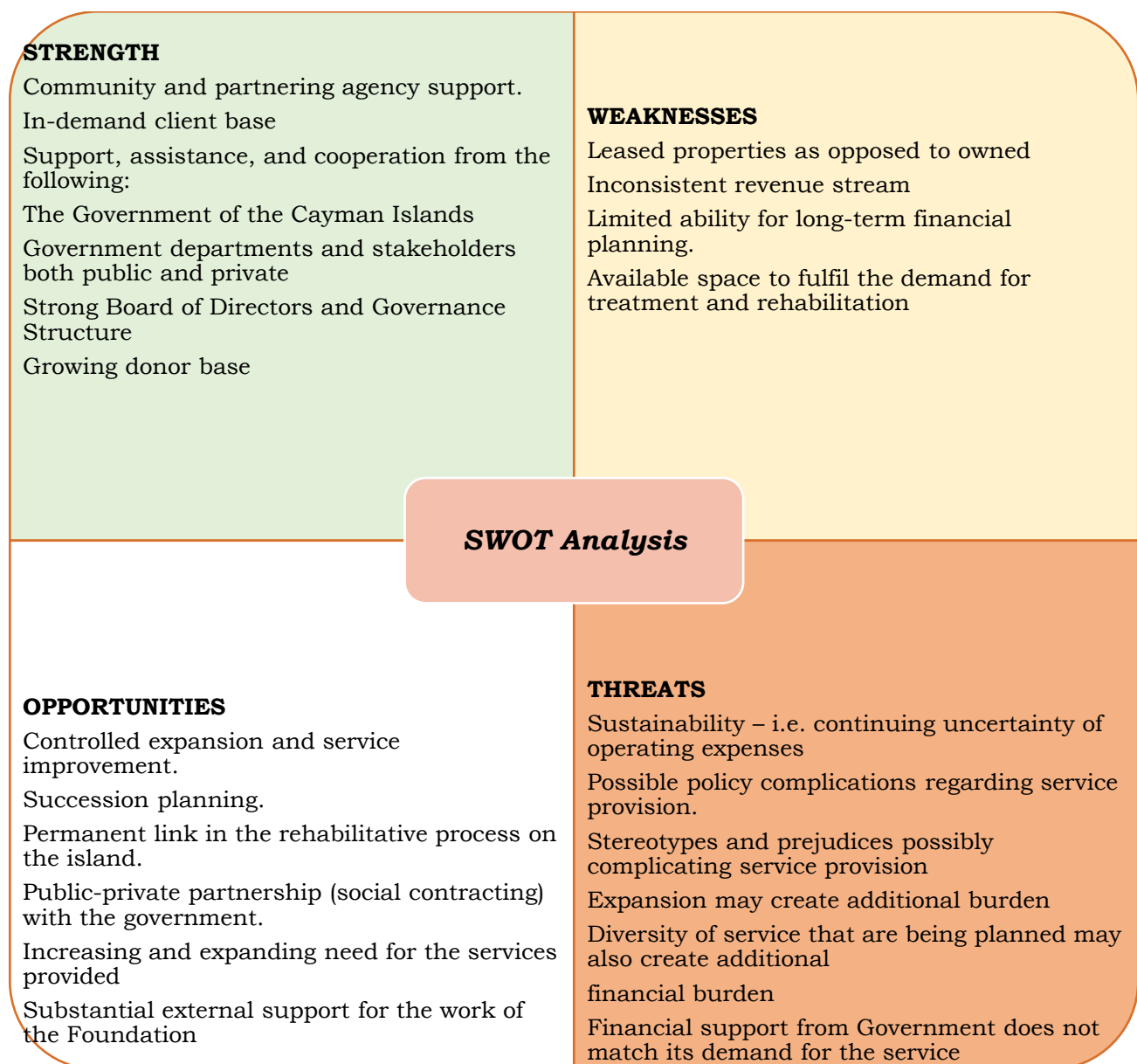
Beverly Pars

I passionately hope that, The Bridge Foundation. Will be able to provide continuous housing, and assistance to other women on this island. It is not always an easy transition for some clients, coming from the rehab centre. To go back into the districts where they previously lived. Their old friends, family members, drugs and alcohol are still present. They have changed but the environment hasn't. I am now four years and six months sober. I have put the pieces of my life back together. I have steady employment. The biggest blessing of my sober life. I got back the relationship with my son. I have a good life. In appreciation for the services provided to me, from The Bridge Foundation. I will donate the funds raised to them. They have provided an excellent service in my recovery from alcoholism.

Stephanie

SWOT ANALYSIS

SWOT analysis is a strategic planning and management technique used to identify the **Strengths, Weaknesses, Opportunities,** and **Threats** of an individual, organization, company, product, or industry. It is used here as a framework for evaluating the Bridge Foundation's competitive position and strategic planning. The analysis looks at four key characteristics: Strengths, Weaknesses, Opportunities, and Threats. Strengths and Weaknesses focus internally on the organisation being evaluated, while Opportunities and Threats look at things going on externally.



Evaluation Question -Relevance of the Services

- **In respect of the real need related to the strengthening of the capacity of The Agency to respond to the drug treatment demand**
- **Complementarities between The Agency mandate and other national initiatives in the continuum of care**

The BF has documentation to support that it has been offering this type of modality to clients in need of its service since 2010 and has been doing it with a notable high degree of success. It continues to carry a high demand, it is one of only two transitional living facilities on the island. A review of its demand statistics showed that it continues to operate at full capacity while sharing the burden with the other nonprofit agencies that together try as best they can, to meet the demand for treatment on the island.

The BF presently credits their service as being able to guarantee clients:

- *Self-supporting/self-fulfilling environment including family support for re-integration*
- *Provides shelter/housing for clients as they transition back to society— “clean bed and sufficient food”*
- *Employment—on-site or in the community*
- *Finances—food vouchers, sufficient ‘seed money’ to maintain a bank account*
- *A guarantee of post-graduation contact—whether through opportunities to continue to participate in group sessions or being mentors to programme inmates who have not yet graduated*

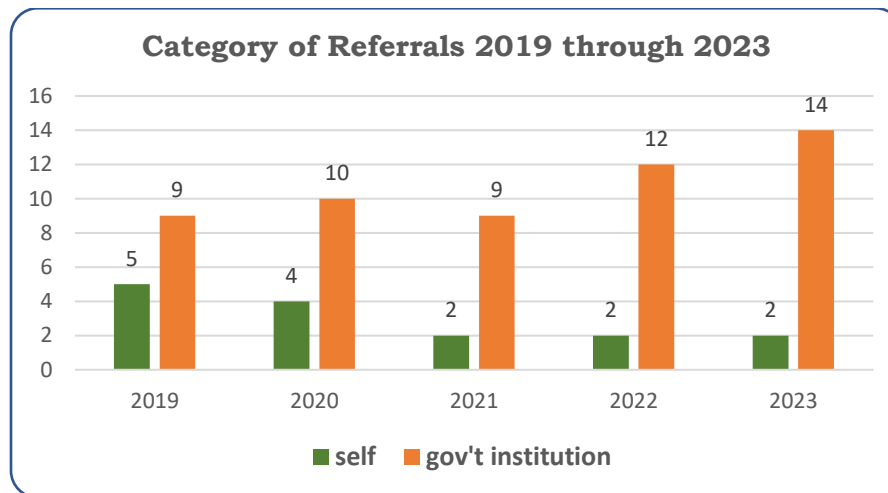
Continuous dialogue and a good working relationship with the Partnering Agencies listed below are essential to the continued success of the BF mission. Not only is the client base derived these agencies, but the client’s welfare with respect to employment opportunities, medical needs, and financial support, are met or can be influenced by several of these agencies.

- *Caribbean Haven*
- *Dept. of Children & Family Services*
- *Dept. of Counseling Services*
- *Dept. of Community Rehabilitation (Probation)*
- *Dept. of Employment Relations*
- *Dept. of Prisons (Parole Board)*
- *Drug Rehabilitation Court*
- *National Drug Council*

Evaluation of The Bridge Foundation Halfway House Programme- 2023

Presently the staff complement is made up entirely of recovering addicts who are devoting their time to 'giving back' to society through the provision of this service to the addicted population. This model is common throughout the jurisdictions and can lend itself to being a best practice for this transitional living approach.

Over the last four years (2019-2022) and into 2023, the BF continue to get the vast majority of its clients directly referred from one or more of the government institutions listed above (64-88% of clients). During the period stated only 2-5 clients were self-referred to the programme. See the figure below.



Evaluation Question - Effectiveness of the Services

- **What direct results have been achieved by The Agency under each of the areas of output and regarding the support to other stakeholder agencies**
- **What indirect benefits or unplanned results have been achieved because of the implementation of activities by The Agency**
- **Have the planned benefits been delivered and received from the standpoint of the beneficiaries and relevant stakeholders**
- **Have the activities undertaken over time enhanced the capacity of individual clients (beneficiaries) to effect behaviour change in response to their drug abuse**

Evaluation of The Bridge Foundation Halfway House Programme- 2023

Complementary to the findings with regards the non-reoffending, transitioning, and low level of administrative discharge among clients reported earlier, the testimonial of the Director/ administrator/ programme manager/ and resident manager during the evaluation interviews serve to highlight the benefits derived by clients who have participated or are presently participating in the halfway house transitional living programme.

Successful clients maintain contact with both the BF and CH where they are provided support for holding groups and mentoring clients. The recovering community as a whole view these successes as important in providing hope to other addicted individuals who are struggling with maintaining abstinence and or re-offending. The opportunity to enrol in and participate in transitional housing either by self-referral or by mandate is a tremendous plus for prospective clients given the high degree of social disconnectedness associated with drug abuse and criminal offending.

Of concern though is the notable high number of clients who continue to relapse and must be shunted in and out of the programme. During the evaluation period, 18 of 44 admissions reported a relapse. The programme needs to pay attention to this and develop strategies early in the case management process to address relapse. It is suggested that stronger emphasis be placed on relapse prevention for incoming clients.

Evaluation Question - Efficiency of the Services

- **How has The Agency implemented activities for the management, financial accounting, reporting, and responding to problems and challenges encountered in achieving its stated mandate**
- **What has been the absorptive capacity for funds made available and what has been the value for money spent**
- **What indicators, systems and practices are in place (and planned) to measure management performance and the outputs, outcomes, and impact of The Agency**

The BF has demonstrated good fiscal prudence concerning implementing activities

Evaluation of The Bridge Foundation Halfway House Programme- 2023

managing the affairs of the Foundation and utilizing the funding provided through the donor community and the government grant. The absorptive capacity for funds made available was very satisfactory. The management, financial accounting and reporting were also satisfactory and can be seen in the financial records provided (Monthly Management Reports).

Note -

No audit reports of the financials were available for review during the evaluation interviews. It is also important to note that significant community support is given by a professional accounting firm for the management of the finances including the annual audit.

Evaluation Question - Sustainability of the Services

- **To what extent is there support at the policy-making level for the objectives of The Agency to ensure that it remains a priority resource for treatment and rehabilitation?**
- **What organizational arrangements exist or are being devised to ensure that the implementation of relevant programmes will be sustained technically, financially, and managerially**
- **What is the present policy environment at The Agency that will enhance the achievement of long-term benefits?**

A subvention has been provided to the BF by the Government as well as continuing monetary and material support by the donor community for activities and infrastructural development of the BF. Following on what can be viewed as a successful period (2019-2021) it stands within reason to expect that future commitment would be easier to justify and as such prospects for sustainability is more positive than negative.

Notwithstanding the uncertainty of financing the operations, notably other threats were identified that can impinge on sustainability. Threats such as possible policy complications regarding service provision (in this sense, a possible complication would be if the government decides that the BF is not as essential to the treatment continuum as we are declaring), Stereotypes and prejudices possibly complicating service provision (continuing negative public opinion about drug users), additional

Evaluation of The Bridge Foundation Halfway House Programme- 2023

hardship to operate if the facility is expanded, diversifying the service (to include a women treatment facility) may also create additional financial burden.

The Ministry of Home Affairs is a key stakeholder in this evaluation. The evaluation findings conclusively demonstrate support for the programme and indicates a reasonable sustainable associated cost for the programme. The programme can be generally seen as having additive value to the continuum of care in that this type of programme is identified as a key component of any recovery initiative among offenders and addicted individuals.

The literature supports this intervention and its success for the Cayman Islands can only be enhanced if the agency (BF) is recognized as a key participating agency in the continuum of care for the treatment and rehabilitation of addicts.

A Case for Continuity

Notwithstanding that the Bridge Foundation is a charity; its services are a testament to the value it brings to the Cayman Islands population in that it helps to fulfil a key mandate of the National Drug Council as it relates to treatment services. Noting that up to 88% of the clients whom the Bridge Foundation house and provide transitional living support to are referred from Government agencies, it is worthwhile to emphasise the need for support in the context of a minimum package of additional support outside of the quarterly subventions. This is essential to make sure the client's needs are properly met.

Clients from time to time must attend court, medical appointments, job interviews, and purchase commodities for daily living that they are not able to provide for themselves. When this occurs, it is incumbent on the Bridge Foundation to provide the same. Discussions within the context of this evaluation have provided information to suggest that the costs of a minimal package of additional support for clients would amount to approximately \$41,000 per year operating at full capacity.

Evaluation of The Bridge Foundation Halfway House Programme- 2023

<i>Food</i>	<i>10,000</i>
<i>Transport</i>	<i>5,000</i>
<i>Healthcare</i>	<i>5,000</i>
<i>Office services</i>	<i>6,000</i>
<i>Casual labour</i>	<i>15,000</i>
<i>Total</i>	<i>41.000</i>

Alternatively, this cost can be discussed at the government level and a determination made as to what would be a reasonable cost of an additional minimum package per client referred. This would therefore provide a window for the BF to accept clients knowing that their variable cost would be supported by the referral agency or become part of a lump sum payment additional to the subvention.

In this context the evaluation supports the provision of additional funds in the context of a minimum package of care per person that is referred from any of the government agencies. This minimum package must be treated as additional support outside of the quarterly subvention.

Conclusion and Suggested Recommendations

General Comments

1. Although the Bridge Foundation is a non-governmental charity, it can be viewed as a key component of the continuum of care. As such, an assessment at the policy level should be done to determine its placement within this continuum and how its services might be or can be integrated for the sustainability of service delivery in the long term. In other words, if it is determined on assessment to be important in the continuum, how can it be adequately funded, and its services be used effectively to improve outcomes within the continuum of care?
2. I would strongly suggest that the findings of this evaluation be used by the government to determine the context of Service Level Agreement (SLA) with agencies needing funding for Halfway Houses or other client-centered services. This would provide information as to the level of expected results for efficiency, effectiveness, and sustainability. It will also provide guidance on minimum standards to adhere to.
3. Agencies must be subjected to ongoing monitoring and formalized evaluation. This provides for a culture of oversight and accountability.

Conclusion

This is a process evaluation that is conducted based on whether or not the programme is achieving what it has stated in its objectives (based on the Mission, Vision, business/strategic plan, etc.). It can be concluded from the evaluation findings that the BF's efforts at providing transitional living have produced an acceptable level of success within the population it serves and during the evaluation period of 2021-2023.

Individuals have remained clean for extended periods and can speak to their now successful reintegration into mainstream society (having a bank account, full or part-time employment, national identification, and considering themselves as “equal citizens”). The programme management is working hard at making the programme successful and has a keen interest in progressively moving towards offering more

Evaluation of The Bridge Foundation Halfway House Programme- 2023

opportunities to potential clients given that funding becomes available to sustain those efforts.

In addition, the author thinks that this programme can be considered the best-practice intervention for transitional living and community rehabilitation on the island. Evaluation after evaluation points to the fact that transitional living support, as provided by the BF, is a key component of the continuum, and the level of uncertainty surrounding the sustainability of operational activities due to lack of funding is concerning. This is also viewed because on average, seven or eight of every ten clients are referred from the government sector to this charity service.

Suggested Recommendations

Recommendations for what can be improved to meet regional and internationally accepted standards are contained in the suggestions following.

1. Financial support should be tied to a Memorandum of Understanding (MOU) and Service Level Agreement (SLA) with the NDC or some other responsible agency (RA). This will:
 - o Have the RA provide oversight to the programme implementation through the RA's own capacity or agency capacity identified by the RA. In this regard, it is my suggestion that the governance mandate of the National Drug Council be broadened to provide monitoring and oversight for all treatment services and to include periodic evaluation of these services.
2. The sustainability and success of the BF programme can be significantly improved if the Foundation is provided with interagency support (as aforementioned) concerning the provision of needed goods and services for the clients. In this context the evaluation supports the provision of additional funds in the context of a minimum package of care per person that is referred

Evaluation of The Bridge Foundation Halfway House Programme- 2023

from any of the government agencies. This minimum package must be treated as additional support outside of the quarterly subvention.

3. To garner community support (fund raising) and overall understanding of the benefits of providing transitional living as a modality in the continuum of care for recovering addicts and released offenders, an awareness campaign supported by town-hall meetings can be implemented. In addition, the testimonials that were given in support of the BF and scripted in this evaluation can serve a valuable role in “selling” the organization. The media can also play a role in this.

Appendices

Appendix 1 – Updated Policy and Procedures

The Bridge Foundation- Anchor House and Beacon House Guidelines and Expectations

Beacon House is committed to the following core values: Sobriety, Honesty, Openness, and Willingness. Residents at the house must be dedicated to living an alcohol and drug free life, actively participating in a self-directed 12 step program, and striving to obtain the skills necessary for independence and economic stability.

If you find any section unclear, please contact the House manager or other staff. This includes any questions about the starting package that you can receive from the house manager or other staff.

Moving Into Premises & Duration of Stay

All residents who are deemed to be suitable candidates will have a maximum stay of one year, provided that no corrective action is taken during their stay. There are no exceptions to this policy. All milestones as set forth by the Beacon House and Anchor House Program to develop life skills and independence should be completed during the 12-month period. Residents will be required to participate in a mandatory orientation session with the House Manager immediately after contract and any other necessary intake paperwork has been completed upon arrival to home.

Every resident must also carry a meeting sheet that needs to be signed by any staff at the weekly house meetings or by the meetings chairperson. The meeting sheet is provided and located at the house. ALL residents must attend to at least 5 meetings concerning recovery such as Alcoholics Anonymous (AA) and/or Narcotics Anonymous (NA) meetings, while unemployed, (usually new arrivals). Once employed they must attend a minimum of 3 meetings per week. Attending church is not considered to be a recovery meeting and will therefore, not be included as meetings for recovery. Please mind this issue when the meeting sheets are handed in at the weekly house meetings.

Residents will also have to put up their schedule on the whiteboard, which is located at the house. This will facilitate the coordination of transport for appointments, meetings, and such. If the transport coordination doesn't fall into place at any given point, residents must manage transport themselves, taking the bus or bike for example.

All new residents will also receive a "starting package". The starting package is meant to

Evaluation of The Bridge Foundation Halfway House Programme- 2023

facilitate and guide the new residents through the first period of their stay, and contains essential application forms and information about various requirements that the residents need to fulfill. The starting package has a system where the documents are named and stacked in different plastic folders, and the applications will be available for the residents at any time at the house.

Confidentiality

All residents must keep in mind that the Bridge Homes are SAFE houses and that the locations of the premises (the Beacon House, the Clubhouse, and the Anchor house) are strictly confidential and private. It is acceptable to tell your sponsor, probation officer and your closest family where you are staying, but it is strictly prohibited to spread the location to others. This is implemented to keep the safe houses SAFE.

The confidentiality does also concern the house meetings; all that is said at the meetings will stay at the meetings and to those who were attending. The secrecy includes all residents and staff members; no information should ever leave the meetings or the rooms.

Curfew

Curfew is the time by which all residents must be present on the property. The general curfew time is 10 p.m., Sunday through Thursday, and 11 p.m. Friday and Saturdays. All lights must be out by 12 midnight every day.

Weekly & Monthly House Meetings

Weekly House meetings and monthly individual one-on-one meetings with the House Managers are mandatory. Attendance is required for all residents with failure to participate being grounds for corrective action. The residents can also voice their concerns during their weekly meetings so any issues or problems can be addressed with the house manager and the residents together, also any encouragement or acknowledgement may be voiced amongst clients or staff at this time. Checkups with each resident will also be made to make sure that the residents are keeping up with their requirements and expectations.

Dress Code

All residents must dress properly outside the premises during day/nighttime, even when you take walks with the dog/dogs. No nightclothes/pajamas within the fence area, outside the fence and throughout. The residents must be presentable at all times, practicing proper hygiene. Remember that we are not the only residents at the area!

General Conduct & Behavior

Evaluation of The Bridge Foundation Halfway House Programme- 2023

It's a privilege, to become and remain a resident of the Beacon House and Anchor House. Residents must always be aware of how their behavior can impact other residents who are in the program. All residents must behave themselves at all times in a manner reflective of the highest standards of personal care, consideration of others, and ethical living. Residents should be mindful of their role, at home and in the public with regards to the reputation of The Bridge Foundation.

Every resident must also respect the personal space of other residents, not going through or using each other's things without permission. Respect, tolerance, consideration of others and ethical living are essential parts for a collective accommodation to function. Paying respect towards neighbors is another matter that is important for the residents to keep in mind. Keeping the yard clean, assuring the outside and surrounding areas of the home are properly maintained such as garbage bins are in the right place, the grounds are never littered and care to any horticulture requirements

Residents are encouraged to assist each other during their stay. The Beacon House and The Anchor House do not tolerate lying, disrespect, threats or acts of violence, and/or abuse towards other residents. Any resident found, as determined by the House or Operations Manager, to be participating in this sort of behavior will be subject to corrective action as appropriate.

The Beacon House, The Anchor House, its volunteers, and staff will not tolerate vandalism, theft, or any other action constituting breaking the laws of the Cayman Islands. Any resident caught breaking the law, will not only be subject to corrective action, but may be turned over to the Cayman Islands Police for legal action.

Care of the Property & Chores

The Beacon House and the Anchor House must always have a well maintained, clean, and orderly environment. This requires cooperation and awareness on the part of all residents. Furniture and other household items provided by Beacon House, its donors, and sponsors should be well taken care of and maintained. A cleaning schedule is also implemented by the Operations Manager where the residents decide, amongst themselves which day best accommodates their schedule so that the house is always kept tidy.

All residents are also expected to perform one or more chores each day to maintain a healthy and livable environment. Common areas should be always maintained clean and tidy. It is residents' responsibility to clean up after themselves when using the bathroom, dining room, kitchen, or porch.

Evaluation of The Bridge Foundation Halfway House Programme- 2023

This includes but not limited to cleaning showers, sinks, toilets, stove tops, oven, refrigerator, microwave, counters, table-tops, and any other appliance or surface used as well as emptying the dishwasher and garbage as necessary. Floors must be swept, mopped, and kept clean including corners and edges. Magazines and books are expected to be stored on shelves. The residents do also have a mutual responsibility keeping the yard in the best condition. This means for example mowing the lawn when necessary and keeping the yard clean from clutter. Residents are expected to make their beds each day, keep their rooms free of clutter and litter at all times, and maintain personal care products in some form of container out of the way. Clothing should be stored properly and be kept clean. There are laundry facilities provided on the grounds.

The House or Operating Manager will be performing random room checks to ensure that properties are being maintained in good condition. Failure to maintain the premises in a tidy and clean manner and/or perform an assigned or agreed upon chore will result in corrective action being taken.

Smoking

Smoking is not allowed in the house at any time. It may be allowed on the outside patio provided the residents are not advised otherwise.

Food Voucher Program

All residents are eligible to participate in the Food Voucher Program. Food vouchers are distributed every week at the house meeting. Residents must attend this meeting to receive food vouchers. Individual food vouchers are purchased by the house on a weekly basis at Fosters Food Fair in the amount of KYD 50. Residents are required to contribute half of that amount, KYD 25, which is due at time of receipt. The House manager or staff will NOT provide you with any extra money. Make sure that you create and stick with a budget. If residents have not found employment and cannot contribute the amount required, they will need to speak with the House Manager for an alternative. All residents are to have access to food while residing at the House.

Rent, supplies, utilities and other house services

Eligibility to reside in Beacon House is a privilege. Residents are not required to pay rent for the first 6 months of residency. Other utilities such as water and electricity, supplies, and

Evaluation of The Bridge Foundation Halfway House Programme- 2023

additional services such as cable and Internet are for free. Residents are asked to be conscientious of their water and electricity usage. All lights and air conditioners should be shut off if not in use. The house will conduct shopping of cleaning and household supplies every two weeks. Residents are asked to make a list of all missing items on the shared clipboard in the kitchen.

Transportation

All residents are responsible for their transportation needs. The House manager or staff will NOT provide you with transportation money.

Passport and Valid ID

Obtain a Valid ID As Soon As Possible!

There is a 100 CI fee for obtaining a passport. The Bridge Foundation will provide the residents with this fee.

Please notice that a valid photo ID is required before you can apply any other services in the community. For more information about how to obtain a valid passport, please read the starting package.

How to obtain a bank account

For you to get a bank account, you will need a valid photo ID, such as passport, driver's license or a voters registration card. When you have that, you will need a detailed letter from the Bridge Foundation, meeting the banks requirements This will have to be signed by Executive Director or the Operations manager. When you have the letter and the passport, you are ready to take the steps to obtain a bank account with Butterfield Bank. Clients are assisted with applications should this be required.

Drugs and Alcohol Testing

There is a **ZERO TOLERANCE POLICY** relating to the use of drugs and/or alcohol. Absolutely NO drugs or alcohol are allowed on or around the house premises. Residents are expected and required to respect that this is a sober transitional living facility. The intent and obligation of the Bridge Foundation is to provide a drug-free, healthy, and safe living environment that promotes wellbeing and solidarity among the residents.

Mandatory random alcohol and drug testing can be conducted on any of the residents, at any time, with

Evaluation of The Bridge Foundation Halfway House Programme- 2023

or without cause. If upon testing, the 1st test reads “invalid” then a second test will be administered. If the 2nd test reads “invalid” the resident will be deemed positive and subject to immediate dismissal. If the resident disputes the results of a test, they may, at their own expense, go to George Town Hospital for a U.A. which should return negative results the same day.

The House or Operations Manager reserves the right to conduct searches of Residents personal belongings if there is a reasonable suspicion or cause to suspect the possession of drugs or alcohol. Such searches may be conducted at any time and without warning. If it is found that a resident is in possession of drugs, alcohol or has been deemed to test positive for either, this will result in immediate dismissal. The resident will be given 24 hours to return their key and vacate the premises with all their personal belongings.

Working

Every resident is expected to be “working”. This can mean obtaining full or part-time employment, attending school, or actively seeking work and making use of all Cayman Islands government services available to them. At a minimum, all residents will be required to register for the National Job Link Program sponsored by the Cayman Islands National Workforce Development Agency.

When not working or attending school, all residents are required to volunteer for various activities and perform community service while seeking employment. Residents are encouraged to participate in any paid projects as available under the Bridge Foundation. The residents that are unemployed or does not have an active community service should be seeking employment at every opportunity.

Overnight Leave

The House or Operations Manager must approve all overnight leave. These leaves will be allowed under special circumstances and provided to those individuals who have demonstrated their adherence and dedication to the program. The Beacon House and the Anchor House reserves the right to deny a pass if they feel it is in the best interests of the resident.

Visitors

Visitors must have been approved at all times, by the House or Operations Manager. Overnight guests are strictly prohibited and there will be no male visitors allowed inside the women’s facility Beacon House, unless it is approved by the House or Operations Manager, and it is for maintenance or

Evaluation of The Bridge Foundation Halfway House Programme- 2023

repairs needed by the house. All visitors must remain in the common areas of the house. Common areas are designated to be the living room, the kitchen, the dining area, and the outside porch.

Personal Property

Residents are discouraged from bringing any high valued items on to the property. Each individual has very limited space for storage of personal belongings and residents should only bring what is strictly necessary for their stay. The House or Operations Manager reserves the right to instruct the removal of any possessions if they take up too much space and/or clutter an area in a manner which is deemed to be unfair or hazardous to other residents.

Legal Proceedings and Actions - Pending or otherwise

All relevant court dates and outside appointments with Parole officer, probation meetings, and any other appointment schedule through a court order must be attended. The residents must fulfill this requirement to remain residents at the Beacon House or the Anchor House.

Health Insurance

The residents need to apply for health insurance on their own. Staff will assist with paperwork or instructions, but the client must carry out the necessary work required to obtain it. Presently the only means to do this is through NAU (Needs Assessment Unit)

Prescriptions & Other Medical Needs

Talk to staff regarding extensive needs and prescriptions. All prescriptions must be recorded on the clients file if necessary, upon acceptance and updated as needed.

Individual Program Plan

Will be discussed in general at the weekly house meetings and discussed in detail at the monthly one on one meeting with the House Manager. Daily, Weekly and Monthly Goals should be logged in the journal and discussed during the meetings with the House Manager.

Self -Directed 12 Step Recovery Program:

All residents must participate in a 12-step recovery program by attending required meetings, obtaining a sponsor, finding a home group, and keeping a sobriety date is suggested by staff but cannot be mandated as we are not a treatment facility.

Evaluation of The Bridge Foundation Halfway House Programme- 2023

Counseling and Therapy:

All residents are encouraged to get themselves a counsellor, to further understand themselves and what the underlying factors are of their addiction.

Corrective Action

All residents are expected to behave appropriately and to follow the guidelines and expectations along with the house rules. The goal is to guide the residents to correct and proper behavior by identifying the problems, causes and solutions, not to punish the residents. If there is no improvement or if there are repeat occurrences, remedial action may be required. The first strike is notice to the resident by oral warning where the House Manger or other staff should schedule a meeting with the resident to ensure privacy. The House Manger or other staff should also clearly state that he/she is issuing an oral warning. A record of such warning is noted in the client's file.

If the previously notified resident continues to display unacceptable behaviors, the House Manager or other staff will schedule another meeting with the resident, where a written warning (letter) will be handed out. The warning should clearly state at the outset of the letter that it is a written warning and cite the appropriate personnel policy. It should also describe previous steps taken to acquaint the resident with the issue along with the impact of the problem.

The last step of the corrective action system is disciplinary action, where the resident receives a "strikeout". The strikeout implicates that the resident leaves the house immediately. These corrective actions are not punishments for the residents but implemented to keep the residents on the path of sobriety.

Vacating the Premises

To vacate the premises means to give up possession of the property, so when you leave, please make sure that you only take your personal belongings with you. A staff member or roommate if applicable should be present while the client packs his/her belongings. Make sure that the manager is notified if you for some reason decide to leave the premises earlier than expected.

I _____ fully understand the guidelines and expectations of the Beacon House and the Anchor House and what is required from me in order to move into the halfway house and become a resident. I promise I will follow the rules and fulfill what is expected from me and keep the confidentiality.

Evaluation of The Bridge Foundation Halfway House Programme- 2023

The General Evaluative Criteria Areas for The Evaluation

Relevance

- ❑ In respect of the real need related to the strengthening of the capacity of The Agency to respond to the drug treatment demand
- ❑ Degree of flexibility and adaptability of The Agency program to facilitate new developments and emerging priorities around institutional strengthening in response to the changes in drug policy direction or activities
- ❑ Complementarities between The Agency mandate and other national initiatives in the continuum of care

Efficiency

- ❑ How has The Agency implemented activities with respect to the management, financial accounting, reporting and responding to problems and challenges encountered in relation to achieving its stated mandate
- ❑ What has been the absorptive capacity for funds made available and what has been the value for money spent
- ❑ What indicators, systems and practices are in place (and planned) to measure management performance and the outputs, outcomes and impact of The Agency

Effectiveness

- ❑ What direct results have been achieved by The Agency under each of the areas of output and regarding the support to other stakeholder agencies
- ❑ What indirect benefits or unplanned results have been achieved because of the implementation of activities by The Agency
- ❑ To what extent were problems and challenges encountered at the management and implementation levels responded to in a prompt and effective manner
- ❑ To what extent has the adoption of work plans within the Agency stimulated more effective implementation
- ❑ Have the planned benefits been delivered and received from the stand-point of the beneficiaries and relevant stakeholders

Outcome

- ❑ To what extent has The Agency activities influenced broad policy decisions and programs in reducing the impact of drug abuse on the island

Evaluation of The Bridge Foundation Halfway House Programme- 2023

- ❑ Have the activities undertaken over time enhanced the capacity of individual clients (beneficiaries) to effect behaviour change in response to their drug abuse

Sustainability

- ❑ To what extent is there support at the policy-making level for the objectives of The Agency to ensure that it remains a priority resource for treatment and rehabilitation
- ❑ What organizational arrangements exist or are being devised to ensure that the implementation of relevant programs will be sustained technically, financially, and managerially
- ❑ What is the present policy environment at The Agency that will enhance the achievement of long-term benefits?