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**CITY OF OAKLAND**  
***AGENDA REPORT***

TO: Office of the City Administrator  
ATTN: Dan Lindheim, City Administrator  
FROM: Jeff Baker, Assistant to the City Administrator  
DATE: May 25, 2010

**RE: Receive A Mid-Year Evaluation of Measure Y Violence Prevention  
Programming: Street Outreach, Re-Entry, Juvenile Justice Center and  
Community Policing, FY 2009-2010**

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**SUMMARY**

The Violence Prevention and Public Safety Act of 2004 (Measure Y Initiative) mandates an independent evaluation of Measure Y funded violence prevention programs to ascertain the effectiveness of the programs, including the number of persons served and the rate of crime and violence reduction achieved. There are two major components of Measure Y programming, (1) community and neighborhood policing and (2) violence prevention services with an emphasis on at-risk youth. Resource Development Associates (RDA), an independent contractor selected through a competitive bid process, provided its first outcome evaluation of Measure Y Violence Prevention Programming in January 2010. During the January 19, 2010, City Council presentation, staff was directed to prepare a Mid-Year Report of unevaluated violence prevention programming, including an update on the OPD action regarding FY 2008-2009 evaluation recommendations on community policing. The report is attached and provided for your review and consideration.

The Measure Y Oversight Committee is scheduled to review the Mid-Year Evaluation at its Regular Meeting, scheduled for May 17, 2010. The recommendations of the M-Y Oversight Committee will be presented by the Chairperson, Jose Dorado, at the Public Safety Committee Meeting of May 25, 2010.

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An electronic version of the complete report may be found at the Measure Y website, [www.measurey.org](http://www.measurey.org) and a paper copy is on file with the Office of the City Clerk, 1<sup>st</sup> Floor, 1 Frank H. Ogawa Plaza, City of Oakland.

## **FISCAL IMPACT**

This is an information report with no fiscal implications.

## **BACKGROUND**

Passed by Oakland voters in November 2004, Measure Y provides approximately \$20 million every year for ten years to fund violence prevention programs, hire additional police officers, maintain staffing of firefighters, expand paramedic services and conduct an independent evaluation. Measure Y funds are generated through a parcel tax along with a parking surcharge on commercial lots. The Initiative mandates an "independent" evaluation of Measure Y Programming efforts, including the number of persons served and the rate of crime reduced. Resource Development Associates (RDA) contracted with the City of Oakland in July 2008 to evaluate all Measure Y Violence Prevention Programming pursuant to the Initiative mandate.

## **KEY ISSUES**

The evaluation goals of Resource Development Associates, set out in the evaluation Request for Proposal of May 2008 include:

- Use of evaluation data to improve program design.
- Identify staff that have been deployed and activities that are taking place as a result of the Violence Prevention and Public Safety Act (VPPSA).
- Identify problems/successes with the VPPSA policing initiatives during each reporting period.
- Identify whether the Police Services implemented through the VPPSA are contributing to (1) changes in feelings of public safety, (2) changes in crime levels, (3) changes in attendance at NCPC meetings, (4) changes in formation of Home Alert Block Groups, (5) changes in awareness of

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- police services and service delivery systems, (6) changes in satisfaction with police services related to this initiative, (7) changes in tolerance levels by neighborhood residents of problems such as graffiti, drug dealing, abandoned cars, truancy, etc., and (7) changes in ability of Oaklanders to tackle and resolve their own neighborhood problems.
- Identify whether and how the VPPSA police Services are collaborating/partnering with the VPPSA Violence Prevention Programs and if these partnerships are effective in dealing with neighborhood problems.
  - Identify whether the resources of OPD local government, private agencies, citizen groups, business community and neighborhoods involved in the VPPSA programs and services are being used effectively to solve problems.
  - Identify whether the VPPSA policing initiatives help provide equal access to police services by Oakland's residents and equal distribution of police services and resources among communities.

The attached Mid Year Evaluation Report, FY 2009-2010, is an addendum to the Measure Y Evaluation, FY 2008-2009 and includes an evaluation of violence prevention programming not included in the earlier report (Street Outreach, the Juvenile Justice Center/Oakland Unified School District (OUSD) Wrap Around Services and the Re-Entry and Employment Program). An update of the Oakland Police Department's implementation of RDA recommendations from FY 2008-2009 evaluation report is included in the Mid-Year Report.

The highlights of the Mid Year Evaluation include:

- (1) In general, the Juvenile Justice Center/OUSD Wrap Around Services, Re-Entry and Employment and Street Outreach programs align to best practices.
- (2) Of the over 300 individuals served by Re-Entry employment programs in the first 9 months of FY 09-10 program year, 113 obtained employment and 94 retained employment for at least 30 days. During this same period, street outreach workers placed 41 individuals in jobs.
- (3) Nearly all eligible Oakland youth exiting Juvenile Hall were re-enrolled in an OUSD school or education program. The average reenrollment time shrunk from over a week to just over one-day.

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- (4) Oakland Police Department usage of the problem solving database system (SARA) has increased significantly since January 2010.

**SUSTAINABLE OPPORTUNITIES**

There are no specific economic, environmental or social equity opportunities contained in this report.

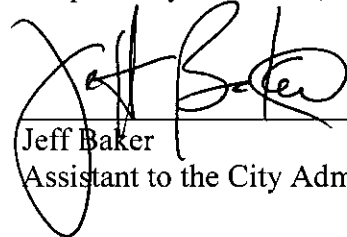
**DISABILITY AND SENIOR CITIZENS ACCESS**

All programs sponsored by Measure Y are in facilities accessible to persons with disabilities

**ACTION REQUESTED OF THE CITY COUNCIL**

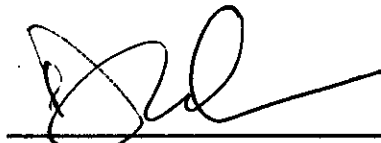
That City Council accept this Informational Report.

Respectfully submitted,



Jeff Baker  
Assistant to the City Administrator

**APPROVED AND FORWARDED TO THE  
PUBLIC SAFETY COMMITTEE:**



**OFFICE OF THE CITY ADMINISTRATOR**

**Attachment:** City of Oakland Measure Y Evaluation 2009-2010, Mid-Year Report

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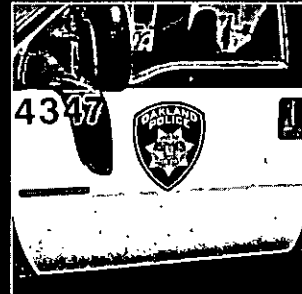
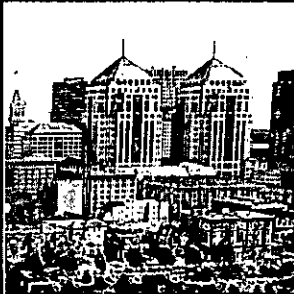
# City of Oakland

## MEASURE Y EVALUATION

### 2009-2010



## Mid-Year Report



# Measure Y Mid-Year Evaluation Report 2009-2010

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## Measure Y Mid-Year Evaluation Report 2009-2010

### Introduction and Overview

#### I. INTRODUCTION

The Measure Y initiative was passed by Oakland voters in 2004 and provides approximately \$19 million in funding for community policing efforts, violence prevention programs, and fire services each year over a ten year period. The initiative aims to reduce violence and its associated social problems through a multi-pronged approach that is informed by the principles of prevention, effective policing, and the targeting of resources to the most at-risk populations and neighborhoods. Measure Y serves Oakland youth and adults through a wide range of violence prevention strategies, including diversion and re-entry, case management for probationers, employment and training, family violence and mental health services, gang intervention and prevention, Street Outreach, and Violent Incident Response. Through contracts with community-based organizations, the violence prevention component expands preventive social services to the most at-risk children, youth and adults within Oakland. The police services component funds a range of community policing services and equipment.

The purpose of the evaluation is to assess the extent to which the Measure Y initiative is reducing and preventing violence in Oakland by tracking and measuring program and participant processes and outcomes. It is aimed at creating a system of continuous program improvement by sharing information on the results of the

evaluation to inform program development and policy level decision making. In addition, the mapping of Measure Y efforts against what has been found to work is a key component of the evaluation.

The 2009-10 Mid-Year Evaluation Report is designed to provide decision-makers with information about program impact so that their funding decisions may be informed by data. It is intended as an addendum to the 2008 – 2009 report delivered in November 2009, and provides updated and refined analysis. Starting in FY 2009 – 2010 two of the Violence Prevention strategies have changed or become more significant to the Measure Y programming efforts and were hence not included in the previously submitted report. In addition to providing a brief update on the SARA database used by problem solving officers, this report focuses on three Violence Prevention Program strategy areas. They include:

- Re-entry & Employment
- Juvenile Justice Center/OUSD Wrap Around Strategy
- Street Outreach

For each of these areas, we provide a best practice research analysis outlining key practices and elements of a system-wide intervention, a service and cost analysis, and an outcomes analysis detailing the impact of services in each of these strategies.<sup>1</sup>

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<sup>1</sup> The 2008-09 Report included an analysis of the strategy areas not examined in this report. The 2009-10 Annual Report will include an evaluation of all strategy areas.



## Measure Y Mid-Year Evaluation Report 2009-2010

### Introduction and Overview

#### II. METHODS

The 2009-10 Measure Y evaluation can be characterized as an outcome evaluation, aiming to answer several key questions about the impact of the initiative, including:

1. Have services provided by Violence Prevention Programs reduced recidivism, truancy, and suspension among clients?
2. Have communities experienced less violence and crime as a result of Measure Y interventions?
3. To what extent do Oakland's violence prevention and intervention programs conform with evidence-based practices in the field?
4. Are Violence Prevention Programs serving their intended target population and are they doing so efficiently?

#### III. LIMITATIONS

In order to answer these questions, evaluators conducted a literature review and best practice research analysis of the three strategy areas assessed in this report, examined service data in the CitySpan Management System, reviewed contract documents and quarterly reports, and conducted quantitative data analysis to measure intermediate and long term client outcomes.

It is important to note that conducting an analysis of program impact and efficiency *while* services are still being delivered has significant limitations. For many programs, a slow start up means that some clients had received a small

dosage of services at the time we conducted the analysis on program impact. Program impact is typically evaluated after clients have received the intended dosage of services. Despite these limitations, it is our hope that the findings and supporting data provided here prove useful to decision-makers.

The data analysis for this report includes the most current data available at the time the report was drafted. For some areas, data reflects the time period from 7/08 – 12/09, an eighteen month period that includes the 2008 – 2009 program year and the first half of the most recent program year. For select individual programs, data was available through the third quarter of the current fiscal year.

In terms of the Pre/Post Test surveys, we present results from the pre-tests only, as data collection of post-test is still in process. As of April 1<sup>st</sup>, 2010, 445 pre test surveys had been received from programs. A complete analysis of the pre-post tests will be included in the annual 2009-10 report.

#### IV. SUMMARY OF KEY FINDINGS

The key findings are outlined below:

##### For the 2009-10 Program Year

1. In general the JJC/OUUSD Wrap Around Services, Re-entry and Employment, and Street Outreach programs align to best practices.
2. Of the over 300 individuals served by Re-entry employment programs in the first 9 months of the 09/10 program

## Measure Y Mid-Year Evaluation Report 2009-2010

### Introduction and Overview

year, 113 obtained employment and 94 retained employment for at least 30 days. During this same time period, street outreach workers placed 41 individuals in jobs.

3. Through the efforts of the Measure Y funded Enrollment Specialist, nearly all eligible Oakland youth exiting Juvenile Hall were re-enrolled in an OUSD school or education program (N=334). The average re-enrollment time shrunk from over a week to just over one-day. Additionally 184 youth were referred to community-based organizations that provide case management through the JJC/OUSD Wrap Around Services Strategy.

4. Measure Y programs in the Re-entry & Employment, Juvenile Justice Center/OUSD Wrap Around Services, and Oakland Street Outreach strategies have served over a thousand clients during the first three quarters of the fiscal year.

#### Total Number of Clients Served 07/01/2010 – 3/31/2010

Strategy	Total Served
Re-entry and Employment	476
Juvenile Justice Center/OUSD Wrap Around Services	189
Oakland Street Outreach	395
<b>Total</b>	<b>1,060</b>

#### For the 2008-09 Program Year

5. Street outreach efforts appeared to have a positive impact on crime, as the crime rates in four hotspot areas studied were significantly lower on the days when street outreach were deployed in those locations during the 2008-2009 fiscal year.

6. Measure Y is serving parolees at-risk for recidivism. Those parolees served by Measure Y had more arrests in their history on average than non-Measure Y parolees.

7. Individuals on parole who received Measure Y services were less likely to recidivate after enrollment in the program.

#### *Community Policing Findings*

8. Usage of the problem solving database system (SARA database) has increased significantly since January 2010.

## **Re-entry and Employment**

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## Re-entry and Employment

### I. INTRODUCTION

This section of the report provides a best practice research analysis of the re-entry and employment strategy, a cost analysis of the strategy, and an analysis of the impact of Measure Y services on the parolee population. The key research questions are:

1. What are the key components of an effective system of re-entry services? What components need to be in place to achieve significant community-wide changes in crime, recidivism and violence (outcomes)?
2. To what extent does Oakland's effort mirror proven models?
3. Are services being delivered as intended and are they serving the target population?
4. What is the impact of Measure Y services on recidivism among parolees?

To answer these questions, evaluators reviewed literature on effective practices and models available from the Department of Justice, the Office of Juvenile Justice and Delinquency Prevention, and other public sources. Contract and funding documents made available from the Department of Human Services were also reviewed. Service data from the CitySpan Management System was also analyzed. Data from the California Department of Corrections and Rehabilitation was analyzed to assess the impact of Measure Y services on parolees. This analysis was conducted upon the

request of the City Administrator's office.

### II. OVERVIEW

For the 2009-10 fiscal year, Measure Y provides close to \$1,400,000 of funding for re-entry and employment services to seven programs. The system of services includes two primary components:

*Project Choice and Re-entry Employment.* The strategy also provides funding for the Mayor's Re-entry Employment Specialist, who facilitates workshops and provides counseling to individuals reentering Oakland from correctional facilities. Funded programs work with parolees and probationers to provide them with pre and post release support as they make their transition back to the community. The Re-entry & Employment strategy focuses on adults aged 18-35. Each component is described briefly below.<sup>2</sup>

**Project Choice:** Volunteers of America Bay Area and The Mentoring Center each provide intensive support to parolees and probationers returning to Oakland. Case managers begin working with clients during incarceration, providing case management, life skills coaching, peer support, and re-entry planning. Upon release, case managers continue to work with clients, helping them to access needed supports such as substance use treatment, mental health services, housing, employment and other services that will support a successful re-entry to the community.

<sup>2</sup> Sources: Measure Y FY 09-10 RFP Department of Human Services; CitySpan Management System Contract Documents.

## Re-entry and Employment

Clients receive cognitive behavioral group therapy, peer support, and ongoing case management.

**Re-entry Employment:** Five non-profits receive contracts to provide re-entry employment and training, which includes subsidized job training, transitional jobs, and job placement and retention support. Programming includes a job and life skills training component with the goal of building client's capacity to find and keep a job. Each non-profit is described briefly below:

Re-entry Employment Funded Programs	Key Activities
Leadership Excellence	Job training group mentoring, sheltered job placement, job search assistance and case management.
Youth Employment Partnership	Job training, subsidized work experience, vocational training, education, support services, and unsubsidized placement.
Volunteers of America, Bay Area	Crew-based employment offers subsidized employment to parolees as part of an 8 person crew.
Goodwill Industries of The Greater East Bay	Subsidized employment to parolees.
The Workfirst Foundation (America Works)	Job placement and retention support.

### III. BEST PRACTICES

**Evaluation Question 1: What are the key components of an effective system of young adult re-entry services? What components need to be in place to achieve significant community-wide changes in crime, recidivism and violence (outcomes)?**

The purpose of this section is to provide a best practice research analysis of the Re-entry & Employment strategy of the Measure Y initiative. The analysis includes an overview to re-entry services, as well as a comparison between Oakland's re-entry and employment model and those practices that have proven to be effective.

**Overview to the Model:** Re-entry refers to the process of leaving a correctional facility and reintegrating into the community. Re-entry programming includes supervision and supportive services designed to help individuals break the cycle of recidivism. Research has shown that the transition from prison to the community represents a particularly vulnerable time for ex-offenders. Because they leave prison with few resources, they can easily fall into the same social circles, habits, and behavior that led to their prior incarceration.<sup>3</sup> Research has shown that supervision coupled with intensive services that address barriers related to housing, family supports, employment, substance use, physical/mental health, and education can ease an offender's

<sup>3</sup> "Re-entry for Serious Violent Offenders." Listwan, S.J., 2009.

## Re-entry and Employment

transition into the community and reduce and prevent recidivism.

Re-entry services typically begin while the client is still incarcerated and continue for up to a year post-release. They generally involve a continuum of services such as intensive case management, cognitive behavioral therapy, referral and connection to services, and employment placement/training. They also include an assessment of client's level of risk using a validated assessment tool; targeted interventions designed to change anti-social thoughts, attitudes and values, and individualized service based on the level of risk.

Expanding employment opportunities and job readiness as individuals make their transition back to the community is seen as a critical component to successful re-entry. Employment not only provides participants with a livelihood, but also serves to reintegrate former ex-offenders into society. As participants become reintegrated and successful in the workplace, they will be less likely to engage in criminal activity, more likely to adhere to the terms of their probation, and more likely to attain higher levels of education and/or training. By providing a bridge of supports, services, and supervision as ex-offenders make the transition back into their communities, they will be more likely to develop alternative and pro-social behaviors and social networks and less likely to engage in criminal behavior.

**Target Population:** Re-entry and employment services target individuals leaving correctional facilities who are

returning to the community. Services typically target parolees and probationers between 18 and 35 years of age. Parolees and probationers are at high risk for perpetrating or falling victim to crime. A fifteen year study by the Bureau of Justice Statistics found that two thirds of individuals leaving prison are rearrested within three years.<sup>4</sup> Further, studies of homicide victims and suspects in Oakland have found a strong correlate between previous criminal justice involvement and homicides.<sup>5</sup> In this study, 48% of homicide suspects were under the jurisdiction of the criminal justice system (probation, parole or both) at the time of the homicide. Forty-five percent of victims were under the jurisdiction of the criminal justice system. Re-entry services designed to break the cycle of recidivism are a critical component of any effort to prevent and reduce crime.

**Key Components of Effective Re-entry Programming:** Individuals returning from prison and jail to their communities need a broad range of supports to address their needs and help them make a successful transition back to their community. The first six months post-release are the most vulnerable time period in terms of recidivism for parolees.<sup>6</sup> Services typically begin pre-release and continue for up to a year post-release, involving supervision and supportive services. A

<sup>4</sup> Bureau of Justice Statistics, 2002.

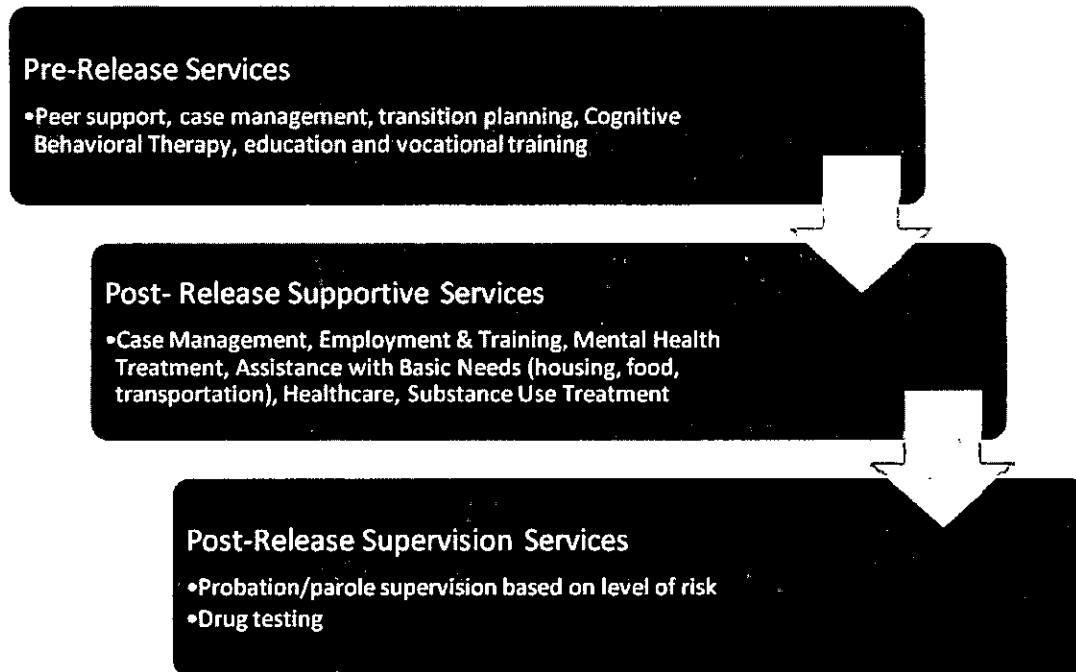
<sup>5</sup> "Violence in Oakland: A Public Health Crisis." Alameda County Public Health Department, 2006.

<sup>6</sup> "Re-entry." Office of Justice.

## Re-entry and Employment

review of prison re-entry programs found that those programs that took place in community, as opposed to institutional settings, lasted at least six months, focused on high-risk individuals with risk level determined by classification instruments rather than clinical judgments, and used cognitive-behavioral treatment techniques were most likely to demonstrate positive criminal justice outcomes.<sup>7</sup>

The chart below outlines the core elements of re-entry programming:



<sup>7</sup> "What Works in Prisoner Re-entry? Reviewing and Questioning the Evidence." Petersilia, J. *Federal Probation: A Journal of Correctional Philosophy and Practice*, September 2004.

## Re-entry and Employment

**Pre-Release Services:** The provision of services to individuals several months prior to their release from a correctional facility is an important strategy for engaging clients and laying the groundwork for a successful re-entry. Pre-release services typically include transition planning, peer support, life skill and vocational coaching, and cognitive behavioral therapy in a group setting. The key goals of pre-release services are to connect offenders with a community-based organization that can provide supportive treatment services in their community and to begin to develop attitudes, beliefs and skills that will aid their reintegration into the community. According to Miles Harer, pre-prison, prison, and post-prison characteristics all influence recidivism three years post-release. The arrangement of employment before release from prison was one of several characteristics identified that decreased the likelihood of recidivism.<sup>8</sup> While less common to many pre-release programs, researchers cite the need for employment training and planning while clients are still incarcerated.<sup>9</sup>

**Aftercare- Post Release Services:** Individuals leaving correctional facilities have a range of needs that can quickly become barriers to successful reintegration into society. Re-entry programming must have a plan to address:

- Basic needs such as housing, food, transportation
- Substance use
- Access to healthcare
- Serious mental illness
- Unemployment and/or lack of a legitimate income source
- Family and parenting relationships/obligations
- Attitudes and beliefs
- Risk of recidivism

**Case Management:** The nature of re-entry is one where the client goes from an existence in which their basic needs are provided for and their activities are closely monitored by the correctional facility to one where they are largely responsible for getting their basic needs met and structuring their own time. Typically, case managers begin planning for the transition to the community while clients are still incarcerated, identifying both formal and informal supports, resources to meet client's basic needs, and a plan for the client to remain connected to a community based organization. Once clients are released into the community, the case manager serves as a guide and support during the transition back to the community.

Case managers serve as brokers of services to address issues like basic needs related to housing, food, and transportation, as well as to secure more long term resources like employment and health care. Job-readiness training, group therapy, life skills, and cognitive behavioral treatments are also services offered through a case management program. Clients are linked with available

<sup>8</sup> "Recidivism Among Federal Prisoners Released in 1987." Washington, D.C., Federal Bureau of Prisons Office of Research and Evaluation, 1994.

<sup>9</sup> "Report of the Re-entry Policy Council." The Re-entry Policy Council, Council of State Governments, 2003.



## Re-entry and Employment

community resources, provided through the agency or through linkages within other programs.

However, gaps in services, particularly in relation to healthcare, mental health services, substance use treatment, and cognitive behavioral therapy often mean that former offenders are not able to access the services they need, despite the best intentions of case managers to link them with such services. In California, for example, two thirds of inmates have a substance use problem; more than half reported a recent mental health challenge.<sup>10</sup> Few communities have the provider capacity to meet the depth and breadth of needs facing the re-entry population.

### **Cognitive Behavioral Treatment:**

Successful reintegration into mainstream society requires a change in former offender's thoughts and beliefs about themselves. Offenders are more likely to have anti-social beliefs and psychological characteristics that contribute to their involvement in criminal activity.<sup>11</sup> Cognitive Behavioral Treatment (CBT) has been proven to be an effective and important intervention for shifting anti-social thoughts and beliefs. The Re-entry Council states:

*"A substantial body of scientific research has consistently found that participants in cognitive behavior*

*programs have recidivism rates that are 10 to 30 percent lower than rates for offenders who did not receive such services."<sup>12</sup>*

CBT is typically delivered by a trained therapist in one-on-one counseling sessions, but can also be delivered by case managers, coaches, and/or mentors trained in the techniques. CBT may also be delivered within a group setting.

**Employment & Training:** It is well established in the scientific literature that prison inmates are, in general, less well educated and have fewer marketable job skills than the general population. As a result, providing parolees and probationers with employment opportunities is a common strategy to discourage future delinquency and incarcerations. Access to legitimate employment is one of the critical needs facing offenders as they leave prison. Employment is the most commonly identified need among individuals reentering the community. Individuals returning from prison are eager to find a job that pays a living wage, though they frequently lack sufficient work experience, vocational skills, and/or job skills to find and maintain a job. In order to prepare individuals for full-time, long term employment that pays a living wage, programs must be prepared to deliver a range of related services, including job training, life skills, transitional employment, and supported employment.

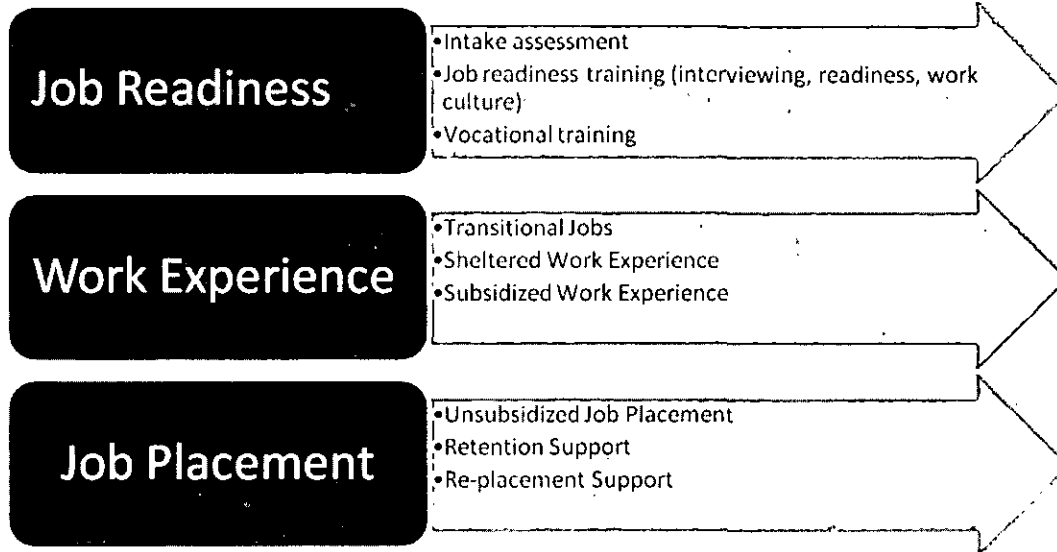
<sup>10</sup> "Assessing Parolees' Health Care Needs and Potential Access to Health Care Services in California." RAND, 2009.

<sup>11</sup> "Cognitive-Behavioral Programs for Juvenile and Adult Offenders: A Meta-Analysis of Randomized Controlled Intervention Studies." Lipsey and Landenberger, Vanderbilt University Institute for Public Policy Studies,

<sup>12</sup> "The Report of the Re-entry Policy Council." Re-entry Policy Council; Council of State Governments, 2003.

## Re-entry and Employment

### The Continuum of Re-entry Employment Services



Job readiness is the employment service that is the least challenging to secure and to deliver. Work experience and job placement represent an ongoing challenge for re-entry programs, as the barriers to finding employers willing to hire individuals with a criminal record are well-documented. During the economic downturn, those challenges have been exacerbated. However, the ability of former offenders to earn a legitimate income is essential to reintegration into mainstream society.

**Supervision:** While the number of individuals on probation and parole in California is overwhelming to the systems charged with providing community supervision, a well defined and strategic approach to supervising high-risk offenders is a critical component of successful re-entry programs. The purpose of supervision is to ensure that the probationer or parolee is complying with the conditions

and terms of release. Well developed supervision programs include: a comprehensive risk assessment administered pre-release and on an ongoing basis to determine the conditions of release and level of supervision required; drug testing; and close supervision for high risk offenders, with a sanctions and rewards-based system.<sup>13</sup> The supervising officer from parole or probation should be working in close collaboration with the case manager, family members, and employers to support successful re-entry.

#### Creating a System of Re-entry Services

Re-entry programs deliver important services to individuals leaving correctional facilities and returning to their communities. However, for

<sup>13</sup> "Key Strategies." Court Offender and Offender Supervision Agency, 2009.

## Re-entry and Employment

communities with significant re-entry populations, individual programs will not be enough to address the steady flow of probationers and parolees returning home. The creation of a coordinated and integrated re-entry plan is particularly critical to those communities disproportionately impacted by the re-entry population.<sup>14</sup> A community plan for re-entry services should be designed to target those communities with the highest concentrations of parolees and outline steps to create the capacity to serve a critical number of parolees in the target community.

This plan should include an assessment of the nature and extent of the re-entry issue, documentation of the types of offenders that are returning home, mapping of the neighborhoods they are returning to, and the needs that will be met through service providers and criminal justice systems upon return. Re-entry research indicates that it is important to use a validated risk assessment tool to determine what segments of the parolee population are at low, moderate, and high risk for recidivism.<sup>15</sup> Validated assessments focus on criminogenic factors, as opposed to offense type and should play a central role in defining services for the different parolee populations. Services should be individualized and responsive to different levels of risk.

*"Rule number one in EBP (evidence-based practice) is that high-risk*

*offenders should be placed into appropriate treatment services, and that low- and moderate-risk offenders should not receive the same intensity of services."<sup>16</sup>*

In short, a re-entry plan should serve as a blueprint for the community. By addressing the specific community conditions and resources, as well as the unique characteristics of the parolee population, a community re-entry plan helps to create a systemic and comprehensive approach.

The Re-entry Policy Council has developed a comprehensive report on developing a community re-entry plan. Key highlights are captured in the following table:

### Key Steps to Developing a Community Re-entry Plan

- × Bring together key stakeholders.
- × Assess needs and characteristics of re-entry population.
- × Map re-entry population by neighborhood.
- × Identify community assets, resources, and gaps in services.
- × Identify system organization and funding sources.
- × Identify housing systems resources
- × Identify workforce development systems resources
- × Identify substance abuse treatment systems
- × Identify mental health care systems
- × Identify children and family systems
- × Identify physical health care systems

<sup>14</sup> "Report of the Re-entry Policy Council." Re-entry Policy Council; Council of State Governments, 2003.

<sup>15</sup> Ibid.

<sup>16</sup> "Assessment with a Flair: Offender Accountability in Supervision Plans." F. Taxman, Journal of Federal Probation. Volume 70, Issue 2.

## Re-entry and Employment

### IV. FINDINGS

**Evaluation Question 2: To what extent does Oakland's effort mirror proven models? What are the strengths and gaps in Oakland's system of re-entry services for young adults?**

**Finding 2.1:** *The Re-entry & Employment programs funded by Measure Y include programmatic elements identified as effective re-entry practices in the literature, in particular pre and post release services, case management with Cognitive Behavioral Treatment, and re-entry employment.*

The services delivered by the funded programs are aligned with practices identified as effective in the re-entry literature and also represent important components of a system of re-entry services. Measure Y funds pre-release and post-release services through Project Choice, which are aimed at supporting individuals reentering the community. The re-entry employment services are designed to build parolees' and probationers' capacity to get and maintain a job. The table outlined below identifies the key elements and practices implemented by each funded program:

Funded Program	Key Elements/Practices
The Mentoring Center Project Choice	Pre-release services; case management; Cognitive Behavioral Treatment
Volunteers of America Bay Area	Pre-release services; case management;

Funded Program	Key Elements/Practices
Project Choice	Cognitive Behavioral Treatment
Leadership Excellence	After care: Job-readiness; subsidized employment
Youth Employment Partnership	After care: Job readiness, vocational training, subsidized employment
Volunteers of America, Bay Area	After care: Sheltered employment
Goodwill Industries of The Greater East Bay	After care: Job-readiness; transitional jobs
The Workfirst Foundation (America Works)	After care: Job-readiness; job placement and retention

Consistent with challenges faced by other communities, Oakland has difficulty finding permanent, unsubsidized jobs for individuals leaving correctional facilities. There is one program whose primary activity is unsubsidized job placement and retention support: America Works.

**Finding 2.2:** *Re-entry efforts that are designed to be responsive to different levels of criminogenic risk among the re-entry population are more likely to achieve reductions in recidivism. We do not have enough information to assess whether Oakland's re-entry efforts are designed to address different levels of criminogenic risk.*

Measure Y represents one pillar in Oakland's effort to support successful re-entry for the 3,800 parolees and

## Re-entry and Employment

close to 7,000 probationers that reside here.<sup>17</sup> Measure Y serves approximately 530 parolees or 15% of the parolee population. Measure Y provides programs designed to address the pre and post release needs of offenders returning to Oakland through Project Choice and Re-entry Employment strategies. We do not have enough information to assess whether or not the re-entry efforts in Oakland, including Measure Y, are designed to be responsive to different levels of criminogenic risk.

**Finding 2.3:** *The re-entry and employment services provided by Measure Y run at an average cost of \$5,108 per client and cost an average of \$18 per service hour. The wraparound re-entry services (Project-Choice) cost an average of \$4,163 per client and cost an average of \$57 per service hour.*<sup>18</sup>

The case management services provided by community providers target a high-need population. While industry standards in relation to the cost per client and cost per service hour have not been developed, research on re-entry programs with case management as the core component indicate that the average costs range from \$1,000-\$3,000 per client.<sup>19</sup> A key contributor to

the cost per client rates in Oakland is the cost of providing subsidized employment, which is not factored into the average cost of other similar programs. The re-entry and employment funded services also include a number of other interventions that contribute to the cost, such as rapid-attachment to work, stipends and subsidies, and assistance with basic needs such as transportation and GED enrollment costs. The cost of supportive re-entry services provided by Measure Y appears reasonable given these factors.

### **Evaluation Question 3: Were Re-entry & Employment services delivered as intended and are they reaching their target population?**

**Finding 3.1:** *The clients enrolled in re-entry services provided by Measure Y during the 2009-10 year were 18-35 year old probationers and parolees. Programs are targeting young people at risk for recidivism and in need of community-based services.*<sup>20</sup>

An analysis of service data on the CitySpan Management System database for the first two quarters of the fiscal year found that 97% percent of enrolled clients were on probation or parole. Other key client demographics are reported below:

<sup>17</sup> Alameda County Probation Department, March, 2010.

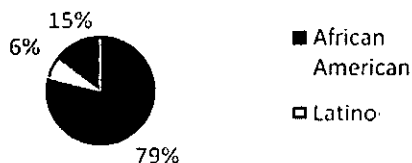
<sup>18</sup> Cost per hour was calculated by dividing the total Measure Y funds by the total number of group, individual, and other hours. Information on contract amounts and hours was pulled from the CitySpan Management System, Department of Human Services.

<sup>19</sup> "Exploring Government Partnerships to Improve Offender Re-entry." Bassford, B., 2008.

<sup>20</sup> Source: Department of Human Services CitySpan Management System, First and Second Quarter Report 2009-2010.

## Re-entry and Employment

### Measure Y Re-entry Strategy...



- The majority of clients served are African American, followed by Latino.
- Seventy-five percent are under thirty and a quarter of clients are over thirty.
- Clients are predominately male; 95% of clients are male.

As noted above, we do not have enough information to assess whether or not Measure Y or individual programs within the Re-entry & Employment strategy use a validated risk assessment to design programming and individual services.

**Finding 3.2:** *Re-entry and Employment Strategy programs are on track to meet annual deliverables.*

An analysis of individual re-entry and employment programs found programs are on track to meet or exceed most of the annual program deliverables in terms of clients served, hours and employment-related outcomes.<sup>21</sup>

<sup>21</sup> See Re-entry & Employment Individual Program Summaries in the Appendix for individual program results.

### Evaluation Question 4: What is the impact of Measure Y services on re-arrests among parolee clients served?

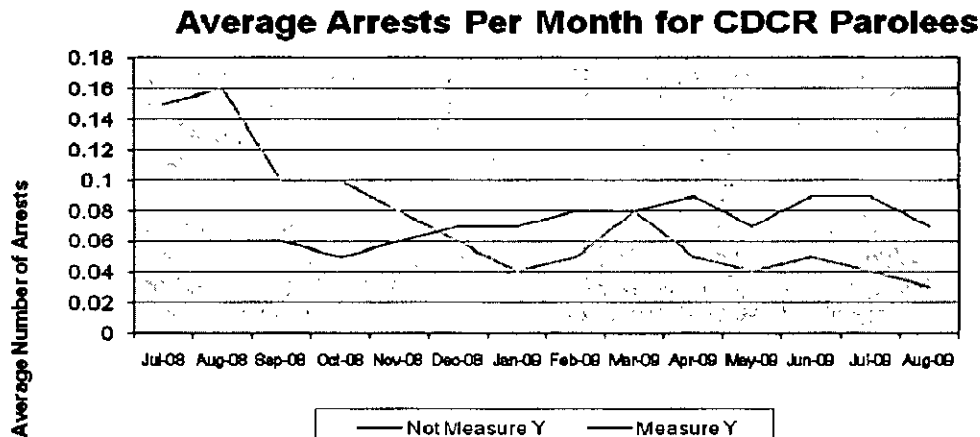
Evaluators analyzed 2008-09 parolee data to determine whether or not parolees receiving Measure Y services had fewer arrests after program intervention and to document key characteristics of Measure Y participants. The parolee data was supplied by California Department of Corrections and Rehabilitation (CDCR) and included information on the parole violations of individuals on parole. The data provided a comparison between all Oakland parolees and Measure Y individuals identified as parolees by program staff. Evaluators analyzed data using the following methods:

1. An analysis of data to present findings through August 2009 to demonstrate the program effects over time.
2. A comparison between the rate of parole violation before and after case management for Measure Y participants.
3. A description of the frequency of different types of violations for Measure Y participants.

**Finding 4.1:** *Individuals on parole who received Measure Y services were less likely to recidivate after enrollment in the program.*

Measure Y participants were less likely to be arrested after program intervention compared to before the average program start date (1<sup>st</sup> & 2<sup>nd</sup> quarters FY 08/09).

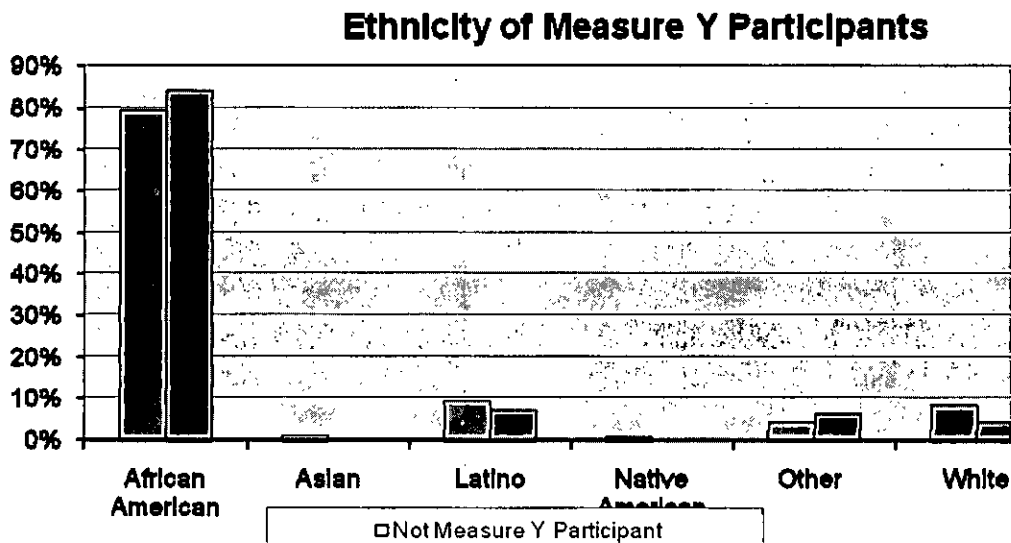
## Re-entry and Employment



**Finding 4.2:** Measure Y parolee participants were significantly more likely than non-Measure Y parolees to be arrested prior to program intervention.

The table above indicates that Measure Y parolee participants were more likely to be arrested before the average program start date.

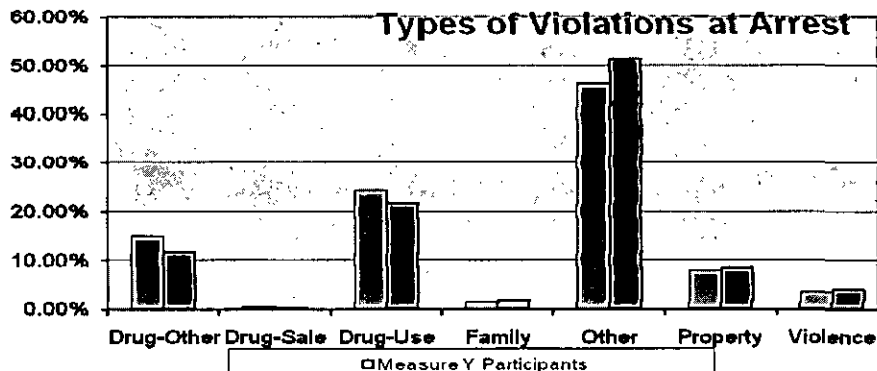
**Finding 4.3:** Measure Y parolee participants were more likely to be young, African-American, and male compared to the broader population of Oakland parolees. Those arrested during their parole period were less likely to be arrested for violent offenses than non-Measure Y parolees.



Measure Y participants arrested during their parole period were less likely to be arrested for violent offenses compared to non-Measure Y participants. They were more

## Re-entry and Employment

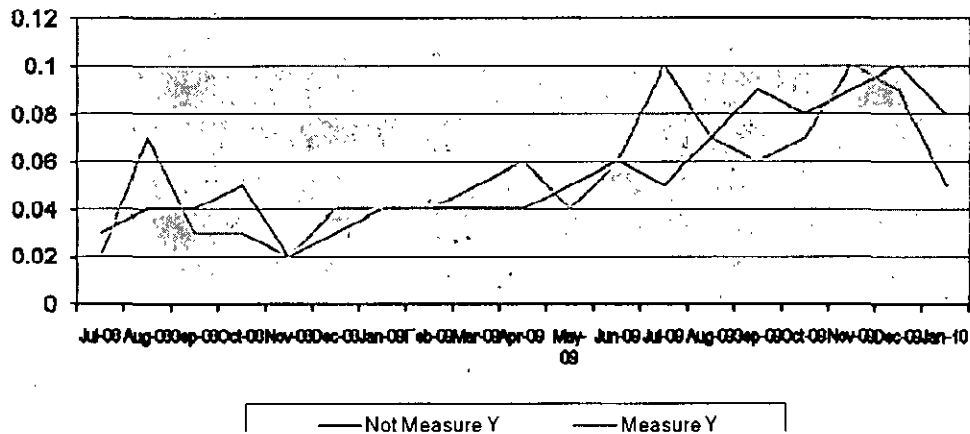
likely to be arrested for drug-related offenses compared to non-Measure Y participants.<sup>22</sup>



For all individual "other" violations, the most common reasons associated with the arrest related to not appearing as scheduled, using alcohol, or being present in a parole restricted environment.

**Finding 4.4:** The number of parole violations for all individuals (Measure Y and non-Measure Y participants) rose significantly starting January 2009.

### Average Violations Per Arrest



<sup>22</sup> Data on the initial offense that led to incarceration was not available from the Department of Parole or Alameda County Probation in time for inclusion in this report. Further, in order to analyze data related to original offenses and types of parole violation, modifications to the CitySpan Management System would need to be made to accommodate criminal justice agency identifiers.



**Juvenile Justice Center/OSD Wrap Around Services**

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## Juvenile Justice Center/OUUSD Wrap Around Services

### I. INTRODUCTION

This section of the report provides a best practice research analysis of the Juvenile Justice Center/OUUSD Wrap Around Services strategy, a cost analysis of the strategy, and an analysis of the impact of strategy efforts on educational re-enrollment of juvenile offenders. The key research questions are:

1. What are the key components of an effective juvenile re-entry intervention? What components need to be in place to achieve significant community-wide changes in educational attainment, levels of crime, recidivism, and violence (outcomes)?
2. To what extent does Oakland's effort mirror proven models?
3. Have services been delivered as intended and are they reaching their target population?
4. What is the impact of JJC/OUUSD strategy services on educational re-enrollment among juvenile offenders?

To answer these questions, evaluators reviewed literature on effective practices and models available from the Department of Justice, the Office of Juvenile Justice and Delinquency Prevention, and other public sources. Contract and funding documents made available from the Department of Human Services were also reviewed. An analysis of data on educational placement and justice involvement provided by the Juvenile Justice Center

was conducted. This analysis was conducted upon the request of the City Administrator's office. The Juvenile Justice Center/OUUSD Wrap Around Strategy is a new strategy and its evaluation is ongoing.

### II. OVERVIEW

The Juvenile Justice Center/OUUSD Wrap Around Services (JJC/OUUSD) strategy provides approximately \$786,000 in funding to five non-profit organizations and a program specialist. The JJC/OUUSD strategy formalizes collaboration between Oakland Unified School District (OUSD), Alameda County Juvenile Probation, and Alameda County Behavioral Health Care. Young people leaving the Alameda County Juvenile Justice Center are provided with wrap-around case management services and connected with OUSD or other appropriate educational institutions. They also receive supervision from a probation officer and educational planning and placement from the Measure Y funded OUSD enrollment specialist.<sup>23</sup> The key goals of this strategy are to insure that youth are re-engaged and admitted to school immediately after release, increase school attendance and improve academic progress of justice involved youth.

While Measure Y has funded intensive case management for justice involved youth in previous years, the 2009-10 fiscal year is the first year that the initiative has formalized collaboration

<sup>23</sup> "Comprehensive Youth Services." Measurey.org, 2009.

## Juvenile Justice Center/OUUSD Wrap Around Services

between the schools, juvenile probation, and mental health, combining two previously funded strategies: Pathways to Change for youth on probation and school-based case management. This strategy creates a direct referral process from Juvenile Hall, which helps to ensure that the highest need young people are being served. Engagement begins pre-release where young people are connected to a community based organization. Each young person is assigned an advocate or case manager who works with available partners to connect young people with supportive services and an appropriate educational institution post-release. As the young person makes their transition back to the community, the advocate monitors attendance and academic progress.<sup>24</sup> Each non-profit organization is contracted to provide case management services with a focus primarily on appropriate school/vocational placement and retention, and successful probation compliance and completion, including completion of ordered community service, restitution/fines, and probation programs of counseling.<sup>25</sup> The strategy includes probation supervision and educational re-engagement services as well. The probation officer's role is to enforce supervision, while the OUSD enrollment specialist works with the youth and family to identify an appropriate educational setting and

garners academic and social support services.<sup>26</sup>

**Evaluation Question 1: What are the key components of an effective young adult re-entry intervention? What components need to be in place to achieve significant community-wide changes in crime, recidivism and violence (outcomes)?**

### III. BEST PRACTICES

The purpose of this section is to provide a best practice research analysis of juvenile re-entry services. The analysis includes an overview to the juvenile re-entry services for youth coming back into the community from correctional facilities, as well as a comparison between Oakland's Juvenile Justice Center/OUUSD Wrap Around Services strategy and those practices that have proven to be effective.

**Overview:** Juvenile re-entry refers to the process an individual 18 and under undergoes when he/she leaves a juvenile correctional facility and returns to his/her community. The number of juvenile justice involved youth has grown exponentially over the past ten years, as a result of a shift towards more punitive criminal justice policies. Nationwide, there are more than 200,000 juveniles and young adults re-entering their communities annually.<sup>27</sup> While the literature on adult re-entry services is extensive and nuanced, the study of juvenile re-entry, including its challenges, effective strategies, and the

<sup>24</sup> "Measure Y FY 09-10 RFP." Department of Human Services, 2009.

<sup>25</sup> Source: Contract Documents; CitySpan Management System, 2010.

<sup>26</sup> "Measure Y FY 09-10 RFP." Department of Human Services, 2009.

<sup>27</sup> "Youth Re-entry." The Urban Institute, 2009.

## Juvenile Justice Center/OUUSD Wrap Around Services

specific needs and characteristics of the juvenile offender population, is still an emerging field.<sup>28</sup> That said, the need for additional research on effective strategies for re-integrating youth offenders and creating trajectories that will allow them to participate productively in society is crucial.

The experience of incarceration has unique implications on minors that differ from those experienced by adults. Re-entry services targeting juvenile justice involved youth must develop programming that is responsive to the developmental, educational, and psycho-social needs of youth offenders.

### **1. Developmental Characteristics:**

Juvenile justice involved youth enter a correctional facility when they are in early, mid or late adolescence, a time of intense emotional growth and transformation. The experience of incarceration can interfere with normal maturation, creating trauma and/or coping mechanisms that allow them to survive during incarceration, but create barriers to reintegration when they return to their communities. Further, the experiences needed to help young people develop a sense of competence as they move towards adult independence, is often stymied in an institutional setting. Juvenile re-entry services must be designed to support healthy adolescent development in youth offenders.<sup>29</sup>

### **2. Educational and Employment**

**Characteristics:** Young people who

commit crimes that lead to their incarceration are also more likely to have problems with attending school regularly and making appropriate academic progress. They are more likely to have been truant, behind in school, and/or completely disengaged from an educational institution. Further, youth offenders are more likely to be behind in school, experience learning disabilities, have mental disabilities and lower than average I.Q's, and/or a mental illness.<sup>30</sup> Traditional educational settings struggle to meet the needs of these sub-populations in general and have typically not been designed to meet the educational needs of young people with these characteristics who have also experienced incarceration. Some educational systems are not prepared to meet the educational needs of youth offenders, while others may actively seek to prevent them from re-enrolling.<sup>31</sup> Few systems have an explicit plan to re-engage young people in school as they leave a juvenile correctional facility. Despite these obstacles, re-engagement with school can serve as a protective factor in terms of promoting pro-social behavior, increasing future earning potential, and decreasing the likelihood of recidivism. The Youth Re-entry Task Force states,

*"Attendance at school is a strong protective factor against delinquency; youth who attend school are much less likely to commit*

<sup>28</sup> "Youth Re-entry: Youth Development, Theory, Research, and Recommended Best Practices." Youth Re-entry Task Force, 2009.

<sup>29</sup> Ibid.

<sup>30</sup> "Youth Re-entry." The Urban Institute, 2004.

<sup>31</sup> "Youth Re-entry: Youth Development, Theory, Research and Recommended Best Practices." Youth Re-entry Task Force, 2009.

## Juvenile Justice Center/OUSD Wrap Around Services

crime in the short-term and also in the long-term."<sup>32</sup>

Though many young offenders leave institutional settings at an age when they are expected to become increasingly independent, few have the job-readiness skills or work experience necessary to find and keep a job. Employment can serve as a protective factor against future recidivism and help young people develop a greater sense of competency.<sup>33</sup>

### 3. Family and Community

**Characteristics:** Similar to the adult re-entry population, youth offenders often come from and return to families and communities characterized by poverty, domestic violence, chemical dependency, homelessness, and abuse. Two studies found that a quarter of young people reentering their communities spent their first night on the street or in a shelter.<sup>34</sup> Young people leaving correctional facilities need access to a stable living situation and opportunities to form healthy relationships with peers and adults who are engaged in a pro-social lifestyle. Spending time in a juvenile correctional facility can increase identification with anti-social peer groups and lead to greater recidivism down the road. Re-entry programs must create strategies to maximize youth offenders'

opportunities to interact with pro-social peer groups.<sup>35</sup>

**Target Population:** The juvenile re-entry population may refer more narrowly to minors who have spent time in a correctional facility or more broadly to youth and young adults under the age of 24 who have spent time in a juvenile facility. In general, youth offenders tend to be youth of color, primarily Latino and African American, who have spent time incarcerated for a first time offense, and come from low income families and communities. They are more likely to come from families with significant dysfunction and problems and have a history of overlap interaction with the Foster Care and Child Protection system. A study of the California Youth Authority notes that 51% of young parolees exiting the authority are Hispanic, while 24% are African American. Of particular importance to violence prevention and reduction efforts, 91% of youth authority parolees recidivate within three years.<sup>36</sup> The correlate between early juvenile justice involvement and further involvement in criminal activity later in life is clear. Re-entry services that target youth offenders at the earliest point possible are crucial to a long term plan to decrease violence and crime.

<sup>32</sup> "Back on Track: Supporting Youth Re-entry from Out-of-Home Placement to the Community." Youth Re-entry Task Force, 2009.

<sup>33</sup> "Youth Re-entry: Youth Development, Theory, Research and Recommended Best Practices." Youth Re-entry Task Force, 2009.

<sup>34</sup> "Back on Track: Supporting Youth Re-entry from Out-of-Home Placement to the Community." Youth Re-entry Task Force, 2009.

<sup>35</sup> "Aftercare as Afterthought: Youth Re-entry and the California Youth Authority." Center on Juvenile and Criminal Justice, 2002.

<sup>36</sup> Ibid.

## Juvenile Justice Center/OUSSD Wrap Around Services

**Key Interventions:** Researchers concur that data on best practices in youth re-entry is somewhat limited, mostly because the study of young adult re-entry is still an emerging field. Recent federal initiatives have resulted in greater study of the topic and several important reports on key elements to a system of juvenile re-entry services and promising practices within those interventions.<sup>37</sup>

Juvenile re-entry services are similar in some ways to re-entry services provided for adults in that they ideally begin while an individual is still in custody, continue through the transition back to the community and are sustained up to a year in the community. Case management typically plays a key role in securing services that will support the young offender in re-integrating successfully into the community. Supervision also plays an important role. Juvenile re-entry differs from adult re-entry in the specific focus of interventions, with a greater focus on school re-engagement and academic progress, strengthened family and peer relationships, and development of healthy coping mechanisms and life skills. They must also be designed to successfully address the specific characteristics of youth offenders outlined above in relation to youth development, education and employment needs, and family and community characteristics.

The chart below outlines the core elements of a juvenile re-entry programming:



<sup>37</sup> "Youth Re-entry." The Urban Institute, 2004.

## Juvenile Justice Center/OUSD Wrap Around Services

**Pre-Release Services:** The provision of pre-release services for young offenders should begin as early as possible, with a focus on transition planning. The key goals of pre-release services are to connect youth with a community-based organization that can develop a plan for re-entry and continue to provide supportive services in the community. Research on best practices in pre-release services for juveniles is limited. However, policy makers concur that planning and relationship building should ideally take place pre-release, which requires a collaborative relationship between the correctional facility and community-based providers.<sup>38</sup>

**Aftercare-Post Release Services:** Policy makers concur that juvenile re-entry services have been woefully inadequate, given the recent increases in number of juvenile offenders. Unlike adult re-entry, data on the specific re-entry interventions for minors that result in a decreased likelihood of recidivism down the road are not readily available. A study on youth re-entry by the Urban Institute posits that community interventions tend to be more successful than individual interventions, but still notes the importance of supportive treatment and supervision services for juvenile offenders.<sup>39</sup> Case management is at the core of most re-entry services, with the case manager

serving as the broker of key services and supports. Ongoing criminal justice supervision is another often parallel component, but should ideally be implemented in coordination with case management.

In terms of specific post-release interventions that have proven to reduce recidivism, the Youth Re-entry Task Force states:

*"The rigorous research that has been completed has not conclusively identified best practices or identified which essential service components are necessary to reduce recidivism and enhance positive youth development."<sup>40</sup>*

They note that the broader re-entry research on factors that have led to reduced recidivism can be used as a proxy when designing the core components of a youth re-entry intervention. Juveniles leaving correctional facilities have a range of needs that can quickly become barriers to successful reintegration into society. Juvenile re-entry programming must have a plan to address:

- School re-engagement and academic progress
- Family reunification, including housing
- Youth development and mastery of life skills
- Pro-social peer relationships
- Reintegration into systems of care (health-care, mental health treatment, substance use treatment)

<sup>38</sup> "Youth Re-entry: Youth Development, Theory, Research and Recommended Best Practices." Youth Re-entry Task Force, 2009.

<sup>39</sup> "The Dimensions, Pathways and Consequences of Youth Re-entry." The Urban Institute, 2004.

<sup>40</sup> "Youth Re-entry: Youth Development, Theory, Research and Recommended Best Practices." The Youth Re-entry Task Force, 2009.

## Juvenile Justice Center/OUSD Wrap Around Services

- Employment training and placement
- Risk of recidivism<sup>41</sup>

**Case Management:** Typically, case managers begin planning for the transition to the community while clients are still incarcerated. For juvenile offenders, the primary goal of pre-release services is to connect clients with a community based provider of case management and develop a transition plan. It is critical that youth and the various systems and agencies that will provide services participate in the creation and implementation of the service plan. Young people who have plans developed for them are less likely to implement whatever action steps are laid out for them. Further, the probation, education and other public systems that provide services and resources that are critical to successful reintegration are often bureaucratic and fragmented. Programs that have developed systems to increase collaboration and coordination between these systems have experienced greater success in implementing their transition plans.<sup>42</sup>

Once clients are released into the community, the case manager serves as a broker of services to address needs related to housing, education, family reintegration, employment and vocational training, and mental health treatment. Community resources may be provided through the community based provider or accessed through

other organizations. However, gaps in services, particularly in relation to mental health services and reengagement with school means that offenders are not able to access the services that would be most helpful to their reintegration into the community. Coordination of services is further limited by a lack of coordination and collaboration between the various systems, agencies and provider organizations working to support the youth offender's re-entry into the community.

**Group Versus Individual Services:** Two key goals of youth re-entry services are the development of healthy relationships with pro-social peers and the development of a sense of mastery and competency among juvenile offenders. These goals can be met through a range of services such as mentoring, multi-systemic therapy, counseling, life skill development, and coaching services. In an effort to contain costs, programs frequently provide supportive services designed to address mental health and youth development needs in a group setting, despite the research showing that group services among delinquents can have unintended negative consequences. A study of the California Youth Authority maintains that group services serve to reinforce identification with negative, anti-social peer groups and that interventions that minimize interaction with delinquent peers will likely have better outcomes:

*"Youth who participated heavily in the group activities not only had higher recidivism than those who took part in more*

<sup>41</sup> Ibid.

<sup>42</sup> "Tools for Promoting Educational Success and Reducing Delinquency." National Center on Education, Disability, and Juvenile Justice, 2007.



## Juvenile Justice Center/OUSD Wrap Around Services

*individualized and family treatments, but they also had higher recidivism than control group youth receiving no intervention...The evidence suggests that many or most of these [delinquent] youth would be better served in programs that minimize rather than mandate interaction among delinquent peers.*<sup>43</sup>

Given the research, therapeutic, counseling and mentoring services are most likely to achieve reductions in recidivism when they are provided individually or when they maximize interaction with pro-social peer groups.

**Supervision:** The primary goal of supervision is to enforce the terms of probation. The probation officer can also play a critical role in helping juvenile offenders engage in activities and services that support reintegration and reduce recidivism. Supervision should ideally be coordinated with the other organizations and systems involved in reintegrating the youth probationer. Several successful efforts place probation officers at the school site to support attendance and re-engagement goals.<sup>44</sup>

### Creating a System of Juvenile Re-entry Services

As in adult re-entry, community interventions focused on decreasing the environmental and community factors that lead to recidivism are likely to have longer term decreases in recidivism

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<sup>43</sup> Steiner et.al. cited in "Aftercare as Afterthought: Youth Re-entry and the California Youth Authority." Center on Juvenile and Criminal Justice, 2002.

<sup>44</sup> "School Re-entry for Juvenile Offenders." Center for School Mental Health Analysis and Action, 2006.

among juvenile offenders. There are also opportunities to strengthen the existing systems that are responsible for reintegrating juvenile offenders back into their communities. The Urban Institute's Roundtable on Youth Re-entry emphasizes the importance of creating a network of supports, involving the criminal justice system and agencies, schools, health and mental health providers, faith based organizations, community-based organizations, juveniles and their families.<sup>45</sup> The key strategies to creating a community response include:

- a. **Assess the characteristics of the re-entry population:** create an assessment of the specific characteristics, including age, offense type, gender, ethnicity, and academic attainment of the juvenile re-entry population. Map the juvenile re-entry population and create a plan to deliver services in the neighborhoods where the need is highest.
- b. **Strengthen collaboration** between systems, agencies, and stakeholders responsible for juvenile re-entry to reduce bureaucracy and improve services. Create agreements that delineate roles and responsibilities.
- c. **Create a system wide plan to re-engage youth in school and prepare them for employment,** using supportive services and supervision components.

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<sup>45</sup> "The Dimensions, Pathways and Consequences of Youth Re-entry." The Urban Institute, 2004.

## Juvenile Justice Center/OUUSD Wrap Around Services

- d. Create a system wide plan to address developmental, social, and emotional needs of youth offenders, based on evidence based practices in the field.<sup>46</sup>

### IV. FINDINGS

#### **Evaluation Question 2: To what extent does Oakland's effort mirror proven models? What are the strengths and gaps in Oakland's Juvenile Justice Center/OUUSD Wrap Around Services strategy?**

***Finding 2.1:** Oakland's JJC/OUUSD strategy mirrors effective practices outlined in the literature on juvenile re-entry. In particular, the strategy provides comprehensive case management with a focus on school re-engagement and academic progress coupled with supervision. It also formalizes collaboration between the school district, juvenile probation, health services and the mental health services agency.*

Consistent with established programs on juvenile re-entry, case management represents the core component of the JJC/OUUSD strategy, with a specific emphasis on re-engaging young people in school and connecting them with workforce training experiences. The JJC/OUUSD strategy represents an important step to creating a city-wide effort to strengthen re-entry for youth offenders by enhancing cross-system collaboration. Programs funded through

<sup>46</sup> Ibid. "Youth Re-entry: Youth Development, Theory, Research, and Recommended Best Practices." Youth Re-entry Task Force, 2009.

this strategy plan to serve 264 juvenile probationers this year.<sup>47</sup> If implemented as planned, the strategy should result in increased school engagement, decreased absences, and reduced recidivism among probationers.

***Finding 2.2:** The services funded through the JJC/OUUSD strategy run at an average cost of \$2,723 per client and a cost of \$76 per service hour.<sup>48</sup> The cost per client is within the range of comparable programs with a core case management component.*

The case management services provided by community providers target a high-need population. While industry standards in relation to the cost per client and cost per service hour have not been developed, research on re-entry programs with case management as the core component indicate that the average costs range from \$1000- \$3000 per client.<sup>49</sup> The cost per client is within the range of comparable programs.

<sup>47</sup> Alameda County Probation Department reports that there are approximately 900 juveniles on probation that currently reside in Oakland. "Concentration of Juvenile Offenders in Alameda County, 4/1/10"

<sup>48</sup> Cost per hour was calculated by dividing the total Measure Y funds by the total number of group, individual, and other hours. Information on contract amounts and hours was pulled from the CitySpan Management System, Department of Human Services.

<sup>49</sup> "Exploring Government Partnerships to Improve Offender Re-entry." Bassford, B., 2008.

## Juvenile Justice Center/OUSD Wrap Around Services

### **Evaluation Question 3: Are Juvenile Justice Center/OUSD Wrap Around services delivered as intended and are they reaching their target population?**

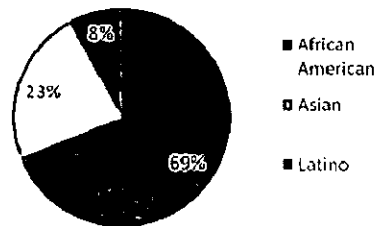
**Finding 3.1:** *The community based organizations contracted to provide JJC/OUSD strategy services served their target population, minors leaving the Alameda County Juvenile Justice Center.*

The JJC/OUSD strategy is contracted to serve 264 juvenile probationers for the 2009-10 year. An analysis of service data on the CitySpan Management System database for the first two quarters of the fiscal year found that 98% of clients were referred through juvenile probation, which was also identified as the key risk factor. Other key client demographics are reported below:

- The majority of clients served are African American, followed by Latino and Asian.
- Seventy-eight percent of clients are male, 22% are female.
- Eighty-five percent of clients are 13-17 years of age.
- Thirty-three percent of clients have special education needs.<sup>50</sup>

<sup>50</sup> Source: communication 4/15/2010 with Oakland Unified School District.

Measure Y JJC/OUSD Strategy  
Demographics of Participants  
7/1/09 - 12/31/09



**Finding 3.2:** *The deliverables for several programs within the JJC/OUSD strategy have been modified to address unexpected delays in start-up. DHS has addressed these barriers and anticipates that all contract deliverables will be met by the end of the fiscal year.*

The OUSD enrollment specialist is on track to meet or exceed annual deliverables. For community based organizations within the JJC/OUSD strategy, unexpected institutional barriers related to extensive background checks for case managers working within Alameda County Juvenile Justice Center caused delays in enrolling clients in case management. In addition, the amount of time spent identifying and enrolling clients was greater than expected. These barriers have been addressed by granting a contract extension to one program and modifying deliverables for several. DHS has added an intensive outreach deliverable to account for program staff time. Given that the JJC/OUSD strategy involves cross-system collaboration and the effort is in its first year of implementation, these types of delays are reasonable.

## Juvenile Justice Center/OUSD Wrap Around Services

### **Evaluation Question 4: Are services delivered by the Juvenile Justice Center/OUSD Wrap Around Services Strategy effectively re-engaging juvenile offenders in school?**

In order to determine whether or not JJC/OUSD strategy services were achieving educational placement and engagement outcomes, evaluators isolated those referred to a Measure Y-funded JJC/OUSD program for the dates 7/09 – 3/10 from the general Juvenile Hall release population for the same period. Evaluators then conducted an analysis to examine the average time between release and re-enrollment in school, differences across programs, differences across length of incarceration and reasons for non-enrollment.

***Finding 4.1:** The OUSD Enrollment Specialist targets all juvenile offenders for re-enrollment in a school or other educational setting, regardless of their enrollment in Measure Y. As a result, the average number of days to re-enroll in OUSD has decreased from 8 days to 1.3 days for all juvenile offenders returning to Oakland.*

Prior to the Measure Y investment in the JJC/OUSD wrap-around services, the average length of time for a juvenile offender to re-enroll in school was nearly 8 days. Now the average number of days from release to re-enrollment is 1.3 days for both Measure Y clients and non-Measure Y juvenile offenders. The OUSD Enrollment Specialist funded through Measure Y targets all youth released from custody in Oakland, regardless of whether they will receive

case management from a Measure Y funded community-based organization. In addition to the 184 served by Measure Y funded JJC programs, an additional 150 youth were re-enrolled in school.

***Finding 4.2:** Nearly 100% of juvenile offenders released in Oakland were re-enrolled in an OUSD school or GED program.*

The OUSD enrollment specialist's efforts to place juvenile offenders in educational settings have resulted in educational placement for both Measure Y and non-Measure Y young people. The primary reasons for non-enrollment reasons were that youth were placed outside of Oakland or that individuals remained justice-involved (i.e., enrolled out of district, returned to juvenile hall, moved to Camp Sweeney).<sup>51</sup>

***Finding 4.3:** Within the population referred to JJC programs, there was very little variation across programs, gender or length of incarceration.*

For the general Juvenile Hall population, the average length of custody was 33.3 days and 14% experienced recidivism. For the Measure Y population, the average length of custody was 19.5 days, and 23% of referred clients experienced recidivism prior to being referred to a JJC program.

<sup>51</sup> Young people who remain justice-involved and are transferred to other facilities upon leaving the Alameda County Juvenile Justice Center are not served by the JJC/OUSD strategy due to their placement outside of Oakland. Juvenile offenders placed outside of Oakland may display characteristics that differ significantly from those released in Oakland.

## **Juvenile Justice Center/OSD Wrap Around Services**

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## Oakland Street Outreach

### I. INTRODUCTION

This section of the report provides a best practice research analysis of the Street Outreach strategy, a cost analysis of the strategy, and an analysis of the impact of street outreach activities on crime in the locations targeted by street outreach. The key research questions are:

1. What are the key components of an effective street outreach program? What components need to be in place to achieve significant community-wide changes in crime, recidivism and violence (outcomes)?
2. To what extent does Oakland's effort mirror proven models and practices?
3. Are services being delivered as intended and reaching the target population?
4. What is the impact of Street Outreach activities on crime in the locations targeted by outreach workers?

To answer these questions, evaluators reviewed literature on effective practices and models available from the Department of Justice, the Office of Juvenile Justice and Delinquency Prevention, and other public sources. The best practice research analysis includes an overview to the street outreach model, as well as a comparison between Oakland's model and those practices that have proven to be effective. Additionally, evaluators attended street outreach meetings and conducted focus groups and in-depth interviews with program staff. Contract

and funding documents made available from the Department of Human Services were also reviewed to determine whether or not services were delivered as intended. The impact analysis was conducted using incident data from the Oakland Police Department. This analysis was conducted upon the request of the City Administrator's office. Street outreach has not undergone a comprehensive evaluation since the effort began.

### II. OVERVIEW

For the 2009-10 fiscal year, the Measure Y Initiative provides close to \$685,000 in funding for the street outreach strategy to three non-profit organizations: California Youth Outreach, Healthy Oakland, and Youth Uprising. Street based outreach workers maintain a presence in area "hot spots" or in response to a violent incident. Outreach workers work evenings and weekends and connect clients to case management and other resources. Street outreach programs offer case management and intensive outreach to individuals who express interest in receiving additional services. One program provides case management and healing retreats to help strengthen relationships between police and Oakland youth. Measure Y also funds a Violence Prevention Coordinator, who provides ongoing technical assistance to the street outreach program.<sup>52</sup> Each of the programs is described briefly below:

<sup>52</sup> "Measure Y Violence Prevention Programs funded for Fiscal Year 2009-2010." Department of Human Services, 2009.

## Oakland Street Outreach

**California Youth Outreach:** Outreach workers are deployed in high crime neighborhoods five nights a week, with a specific focus on Latino-specific gang outreach. Workers also provide crisis intervention, mediation, and case management for clients.

**Healthy Oakland:** Outreach workers are deployed in high crime neighborhoods four nights a week. Workers provide individual and group mediation, case management, and special events for the community.

**Youth Uprising:** Mentors provide conflict mediation and healing centers to enhance police/youth relationships, through retreats, workshops, and one-on-one coaching. Mentors work with young people impacted by street violence, with a focus on leaders of Oakland "cliques," to enhance their life skills and to connect them with employment opportunities.<sup>53</sup>

### III. BEST PRACTICES

**Evaluation Question 1: What are the key components of an effective street outreach program? What components need to be in place to achieve significant community-wide changes in crime, recidivism and violence (outcomes)?**

The best practice analysis includes an overview to the street outreach model as a violence prevention and intervention strategy. Street outreach is a strategy where outreach workers with familiarity or primary knowledge of the target community work to engage

<sup>53</sup> Source: 2009-10 Contract documents: CitySpan Management System.

marginalized and at-risk youth with positive alternatives. Street outreach has been used as a means of achieving a range of public safety and public health outcomes over the past fifty years.<sup>54</sup> In many communities, street outreach has proven to be a key component of a comprehensive effort to reduce street violence. Current research on street violence among young people views involvement in street violence as the result of community dysfunction and social disorganization.<sup>55</sup> Effective prevention and intervention efforts must be multi-pronged, involve the community, and reach out to those who are most impacted by the community dysfunction. Street outreach represents one prong of that multi-faceted effort; its primary goals are to reduce street violence and to re-engage young people in school, work and pro-social peer groups.

Street outreach can be viewed as a harm reduction strategy, as it acknowledges that street violence is an entrenched community problem with no easy solutions. Street outreach does not propose to eliminate street violence, rather reduce the individual and community harms caused by it. Street outreach tempers the negative impact of street violence by stemming involvement in gangs or other anti-social peer groups and reducing retaliatory violence. Furthermore, street outreach is framed by its advocates and practitioners as one

<sup>54</sup> "Developing a Successful Street Outreach Program: Recommendations and Lessons Learned." National Council on Crime and Delinquency, 2009.

<sup>55</sup> Ibid.

## Oakland Street Outreach

important strategy within a broader, community-wide intervention, as opposed to an isolated violence prevention strategy. Communities that have successfully tackled the problems of street violence have done so over many years through a strategic, coordinated, and sustained effort involving a diverse group of community stakeholders.

**Target Population:** Street outreach efforts typically target young people who are disengaged from services, likely to perpetuate or become a victim of violence, and either involved in a gang or at-risk for becoming involved in a gang or other group of peers likely to perpetuate street violence. It is important to note that the target population is young people who are not being reached by traditional service programs; they are young people who are resistant to institutions and programs either because of their previous involvement in the criminal justice system or because they have disengaged from school, work and other mainstream institutions. The target youth display many criminogenic risk factors such as gang involvement, anti-social peer groups, truancy, poverty, and/or a fragmented family environment. They are among the hardest to reach and the least likely to be successfully engaged through more traditional youth programs.

An effective street outreach program is clear about who they are targeting in terms of level of involvement in gangs or other anti-social peer groups, as intervention activities vary based on this factor. Those aiming to reduce gang involvement usually work with young

people under the age of 14 years, while those focused on decreasing street violence target young people aged 15 to 30 years old.

**Key Interventions:** Street outreach interventions are delivered in the community and emphasize a “meeting the client where they are at” approach. The key interventions of street outreach programs include relationship building, linkages to services, case management and interruption of violence. The specific goals of the outreach program define the mix of activities and interventions that are delivered. For example, a program focused on decreasing street violence will most likely have outreach workers fulfilling the role of de-escalating violence or retaliation after a homicide (also known as violence interruption), while a program focused on reducing gang or “click” involvement among middle school students will focus on creating pro-social peer and adult relationships.

**1. Relationship Building:** Outreach workers begin to develop relationships with youth who are either gang involved or at risk for involvement in community settings, where the young people are hanging out. For disengaged youth, going to them is critical to beginning the process of engagement; street outreach workers are deployed to the street corners where homicides have recently occurred or other known corners and locations that the target group is known to congregate. Outreach workers are typically of the community and may be have participated in street violence themselves, which provides an opening for them to begin to form relationships with youth who are skeptical of more



## Oakland Street Outreach

traditional services. The relationship building phase can go on for several months and may never result in engagement and referral to services for individuals with whom the outreach worker has had contact. However, the very presence of a worker on the street can change dynamics on the corner, lead to connection with services for some young people, and can result in the de-escalation of violence.

### 2. Linkages with Services/Case

**Management:** Once an outreach worker begins to develop rapport with a potential client, they begin to identify the young person's needs and interests and begin to link them with services to meet those needs. The outreach worker may have many contacts with young people on the street; of those many contacts, a much smaller number become clients either through case management services provided through the program or through referral to another program. The goal of referral/case management services is to provide the client with resources that help them to re-engage in education, work, and pro-social peer groups.

**3. Interruption of Violence:** Outreach workers also play the role of violence interrupters, in particular those that work with young people between 15 and 30 years of age. Workers are deployed to hot spots after a violent incident or on an ongoing basis for those areas with repeat incidents of violence to de-escalate violence in the moment. Violence is interrupted through conflict mediation and re-direction. Workers may engage young people in a pro-social recreational activity outside of their community to

allow tempers to cool, offer alternative less violent options, and/or mediate between two groups.<sup>56</sup>

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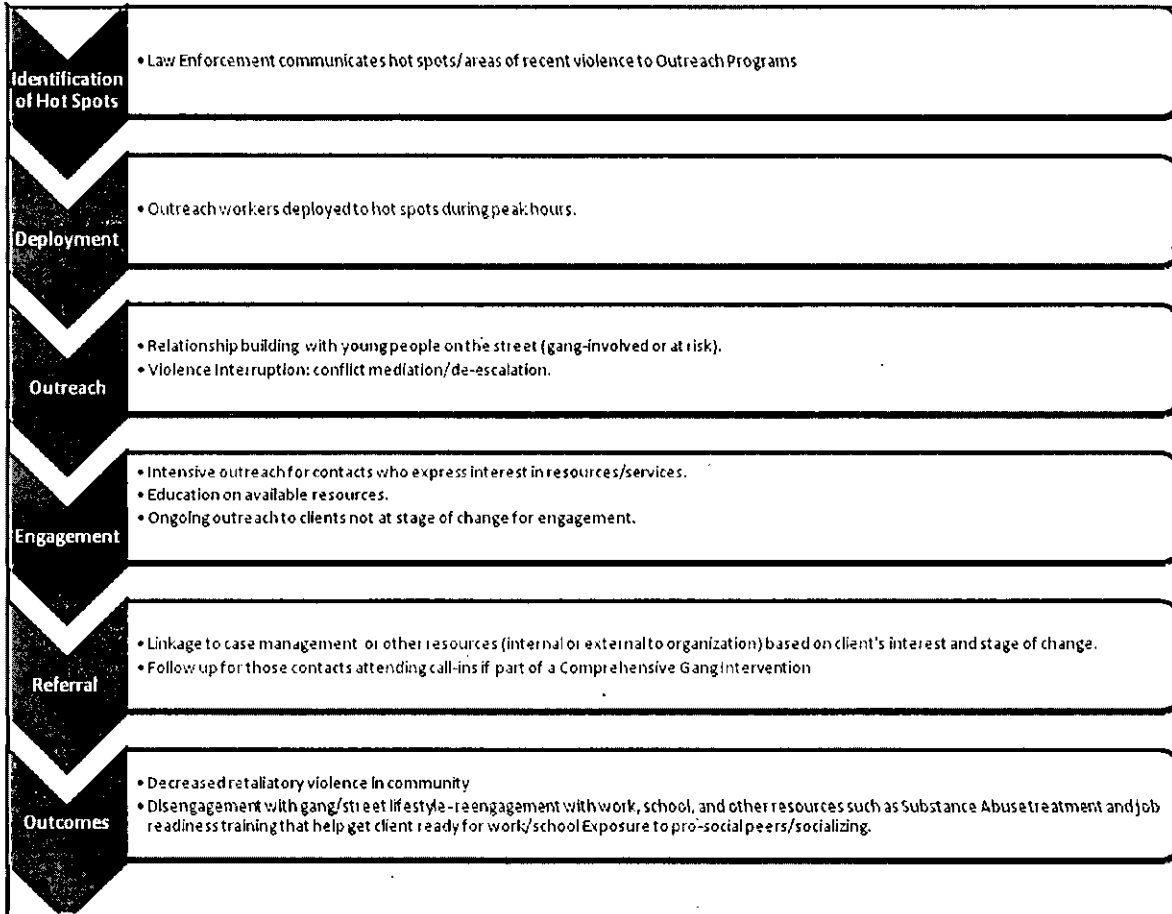
<sup>56</sup> "Street Outreach Workers: Best Practices & Lessons Learned." Northeastern University, 2008.

# Oakland Street Outreach

## Street Outreach Logic Model

The logic model below depicts how street outreach is designed to achieve reductions in violence and gang involvement:

### Street Outreach



## Oakland Street Outreach

### **Evaluating Street Outreach:**

Street outreach programs are working to achieve both individual and community outcomes. Because of the nature of the work, tracking the impact of outreach efforts on the individuals with whom workers have had contact is difficult. Client outcomes for those that receive case management can be measured, if the program has a client data system in place. The community level outcomes can be significant and are more easily measured. Programs in Boston and Chicago have measured changes in violent crime in areas where street outreach workers are deployed over time.

Analyses of the cost per unit of service or annual average cost per client are common methods for measuring the efficiency of street outreach programs. Because street outreach includes individual and community level interventions (i.e. the time that outreach workers spend on the street building relationships with potential clients or interrupting violence), measurements on program efficiency must assess both these types of programming.

### **Street Outreach within the Comprehensive Gang Intervention Model**

Street outreach is a key strategy within the Comprehensive Gang Intervention Model and its most compelling outcomes in terms of violence prevention and reduction have been achieved within this broader context. The National Council on Crime and Delinquency's report on developing a

successful street outreach program states,

*"Historically, street work as a singular intervention has not had a consistent impact on curbing delinquency. . . More recently, street outreach has reemerged as an important component of comprehensive gang control strategies."<sup>57</sup>*

Significant reductions in street violence have been achieved in a number of communities, where street outreach is one strategy within a broader, coordinated effort.

The Comprehensive Gang Model was developed by the Office of Juvenile Justice and Delinquency Prevention, which was the culmination of a multi-year research effort assessing effective practices in stemming gang membership and associated violence in communities across the country. The Comprehensive Gang Model is built on the premise that street violence is the result of community dysfunction; interventions must be designed to change the community environment. The key strategies included in the model include:

#### **1. Community Mobilization:**

Engagement of key stakeholders, including impacted community members, former gang-involved youth, non-profit and faith based organizations, police, and other agencies with a vested interest in solving the problems related to gangs.

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<sup>57</sup> "Developing a Successful Street Outreach Program: Recommendations & Lessons Learned." National Council on Crime and Delinquency, 2009.

## Oakland Street Outreach

**2. Opportunities Provision:** Provision of education, training and employment services to gang-involved youth.

**3. Social Intervention:** Provision of outreach services to gang involved youth, their families and at risk youth by schools, community based organizations, and other stakeholder groups to reintegrate gang involved youth with mainstream/conventional society.

**4. Suppression:** Formal and informal control procedures, including supervision and monitoring of gang-involved youth by criminal justice agencies and systems.

**5. Organizational change and development:** Creation of policies within and across agencies to maximize available resources to address street violence.<sup>58</sup>

Each of the core components may be implemented through a number of different programs and interventions. Street outreach is a strategy under the social intervention component; several other strategies may exist in a given effort within this component. Key to the Comprehensive Gang Model is a coordinated and targeted community effort to address street violence that involves collaboration between public agencies, non-profits, and residents themselves. Individual programs are integrated and in collaboration with the broader effort.

<sup>58</sup> "Best Practices to Address Community Gang Problems." Office of Juvenile Justice and Delinquency Prevention, 2007.

## IV. FINDINGS

### **Evaluation Question 2: To what extent does Oakland's effort mirror proven models?**

***Finding 2.1** Two programs of the Oakland Street Outreach strategy are well aligned with proven practices in street outreach. One program does not align with commonly accepted elements of a street outreach program; it is a mentoring program, with street outreach as one of several engagement strategies.*

California Youth Outreach (CYO) and Healthy Oakland are implementing a model of street outreach that largely conforms with the model outlined in the literature. The services provided by Youth Uprising fall within the category of community organizing or social intervention; they do not, however, conform to the street outreach model. Youth Uprising provides a case management component and relationship building between the police and Oakland youth to the Street Outreach component. The table below outlines the key elements of the street outreach program and whether or not they are delivered by the programs contracted to deliver the services.

## Oakland Street Outreach

Key Element: Street Outreach	Part of OSO	Implementing Agency
Collaboration with Law Enforcement	Yes	CYO, Healthy Oakland, Youth Uprising
Deployment to hot spots or areas of recent violent activity on a scheduled basis	Yes	CYO, Healthy Oakland
Outreach: relationship building on the street	Yes	CYO, Healthy Oakland
Outreach: violence interruption on the street	Yes	CYO, Healthy Oakland
Engagement: intensive outreach with receptive clients	Yes	CYO, Healthy Oakland
Referral: linkages with services internal or external to organization	Yes	CYO, Healthy Oakland, Youth Uprising.

The model of outreach implemented by CYO and Healthy Oakland includes street outreach workers deployed on evenings and weekends or after a violent incident to hot spots or areas where a violent incident has occurred. Workers make contacts with potential clients, engage young people who are on the street, and educate residents about outreach worker's role in reducing gang involvement and violence in Oakland. Among those young people who they make contact with, a smaller subset are identified for "Intensive Outreach." Intensive outreach lasts approximately a week; during this time workers get to know the potential client better, educate them about available resources, and determine whether or not they are at the "stage of change" to begin to receive case management. Healthy Oakland and CYO both have case managers internal to their organization. If a potential client is interested, they are referred to the case manager to receive services. The case manager links them with services such as substance use treatment, employment training and placement,

counseling, and housing resources. Healthy Oakland and CYO may also refer clients to Youth Uprising if they are not able to serve them internally.

Because Measure Y is intended to serve those young people who are most at risk, all funded programs serve this population in a prevention or intervention capacity. Youth Uprising represents an intervention service targeting young people at-risk or currently impacted by street violence. Youth Uprising's key activities and program deliverables include: mentoring and life coaching services, healing retreats, and life skills/employment linkages. Though street outreach is listed as one of several engagement strategies, specific deliverables related to street outreach are not identified.

***Finding 2.2** The Oakland Street Outreach programming integrates collaboration with the Oakland Police Department and other Measure Y funded programs into program operations.*

## Oakland Street Outreach

The Oakland Street Outreach programs currently collaborate with law enforcement by receiving ongoing information about area hot spots, recent incidents, and/or upcoming call-ins. Youth Uprising is also contracted to provide workshops between young people and police to strengthen community-police relationships. These practices are consistent with the research on effective street outreach programs.

**Finding 2.3:** *The average cost per client for Oakland's Street Outreach effort is \$262 per client. The cost per service hour is 146 \$.*<sup>59</sup>

Industry standards do not exist on street outreach efforts in terms of cost per client or cost per service hour. Street outreach interventions target communities and individual clients. The cost per hour and cost per client calculations include the number of hours outreach workers spend conducting outreach in specific locations, as well as the number of individuals that outreach workers make contact with during outreach events. Including these significantly reduces the cost calculation, but also incorporates the community level activities of outreach workers.

<sup>59</sup> Cost per hour was calculated by dividing the total Measure Y funds by the total number of group, individual, and other hours. Information on contract amounts and hours was pulled from the CitySpan Management System, Department of Human Services. Street Outreach calculation includes contacts with young people who do not become case managed or intensive outreach clients and hours spent conducting street outreach.

The table below outlines the breakdown of cost per hour and cost per client by each of the street outreach programs.

### Cost Summary of Street Outreach

Agency	Cost Per Hour	Cost per Client
Youth Uprising	\$ 333	\$666
California Youth Outreach	\$69	\$62
Healthy Oakland	\$35	\$ 58

The key activities of Youth Uprising differ from those of Healthy Oakland and California Youth Outreach. The latter two have similar cost structures. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.

### Evaluation Question 3: Were Street Outreach services delivered as intended and are they reaching the target population?

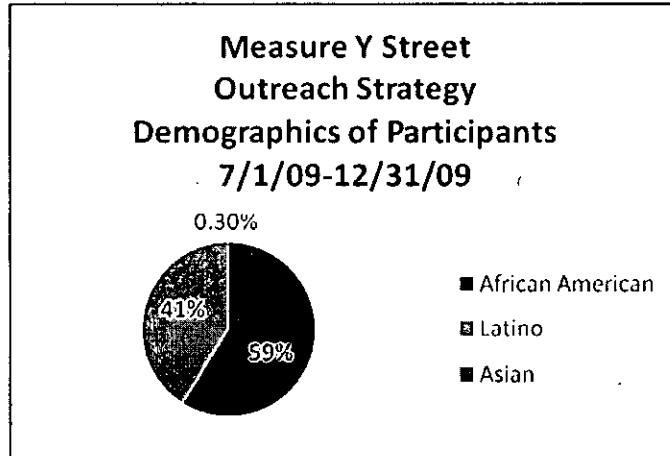
**Finding 3.1:** *Oakland Street Outreach efforts are targeting neighborhoods impacted by violence, as well as young people most at risk of perpetrating or becoming a victim of street violence.*

Because street outreach workers' deployment location comes at the direction of the Oakland Police Department, workers are targeting locations where a recent incident of violence has occurred, as well as areas with historically high rates of violent crime, consistent with the literature on effective practices. An analysis of 2009-10 service data from the first two quarters indicates that Oakland Street

## Oakland Street Outreach

Outreach efforts appropriately target at-risk young people aged 13-30, who are most at risk for involvement in street violence.

Client characteristics include:



- The majority of clients are African American, followed by Latino. Less than 1% is Asian.
- Eighty-nine percent of clients are male and 90% are under 30 years of age.
- Healthy Oakland and California Youth Outreach are targeting at-risk individuals. The table below outlines the percentage of each program's clients that reported each risk factor.<sup>60</sup>

Risk Factors	Healthy Oakland	California Youth Outreach
Parole or probation	57%	31%
Gang or clique involvement	45%	59%
Victim of gun violence	59%	51%
Identified by OSO at hotspot	72%	85%

<sup>60</sup> CitySpan Management System, Department of Human Services 7/1/09-12/31/09. Note: Risk Factors were not entered by Youth Uprising.

## Oakland Street Outreach

***Finding 3.2** Oakland Street Outreach Programs are on track to meet their deliverables for this year. Clients have been engaged in case management, placed in employment or an educational setting, and referred to additional services.*

The Oakland Street Outreach programs will likely meet or exceed their deliverables in most areas. The table below depicts the percent of total annual deliverables achieved thus far. Services have been provided for three quarters; in general, programs should be about three quarters of the way towards meeting their total annual deliverables (depicted in the percent achieved column).

Oakland Street Outreach Client Service Data Summary 12/31/09 – 3/31/10			
Clients	Actual	Annual Goal	% of Annual Achieved
Total Clients	337	---	---
Case Managed	110	135	81%
Intensive Outreach	245	240	102%
Placed in Employment	41	57	72%
Placed in Educational Setting	63	90	70%
Street Outreach Events <sup>61</sup>	1303	1400	93%

Youth Uprising has met its case management deliverables and will

<sup>61</sup> Each time an outreach team is deployed to an area hotspot constitutes an event.

address its Code 33 activities during the fourth quarter.

### **Evaluation Question 4: What is the impact of Street Outreach activities on crime in the locations targeted by street outreach workers?**

In order to determine the impact of street outreach activities on crime in the communities where street outreach workers were deployed, evaluators conducted a statistical analysis using incident data provided by the Oakland Police Department. Evaluators consulted with street outreach to identify neighborhoods most heavily targeted by outreach and consulted with community activists to define natural neighborhood boundaries. The target areas ultimately included in this analysis were those areas that had greater than 50 outreach events over the 2008-09 year.

Evaluators selected two areas targeted by Healthy Oakland and two areas targeted by California Youth Outreach, then matched data with crime in target areas to outreach in the area (including streets on outreach path and 1 block from them). Crimes that were not deemed to be impacted by street outreach activities were excluded from the analysis.<sup>62</sup> Statistical tests were conducted to determine whether the crime rate was lower on

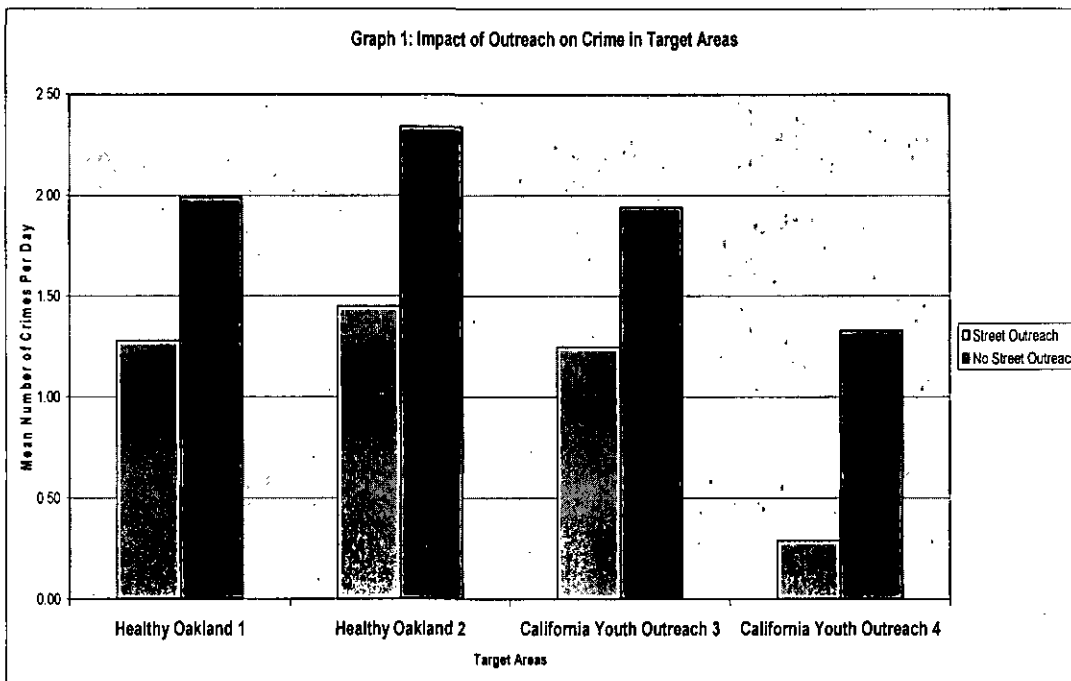
<sup>62</sup> Crimes included in the analysis fell broadly into the following categories: Arson, Assault, Burglary, Homicide, Loitering and trespassing, Disorderly conduct, Drug abuse violations, Theft and Motor vehicle theft.



## Oakland Street Outreach

days when outreach events were held (street outreach teams deployed to area hot spots) compared to days when no outreach events were held. A statistical analysis was also conducted to see if crime in the target areas declined overall during the time period.

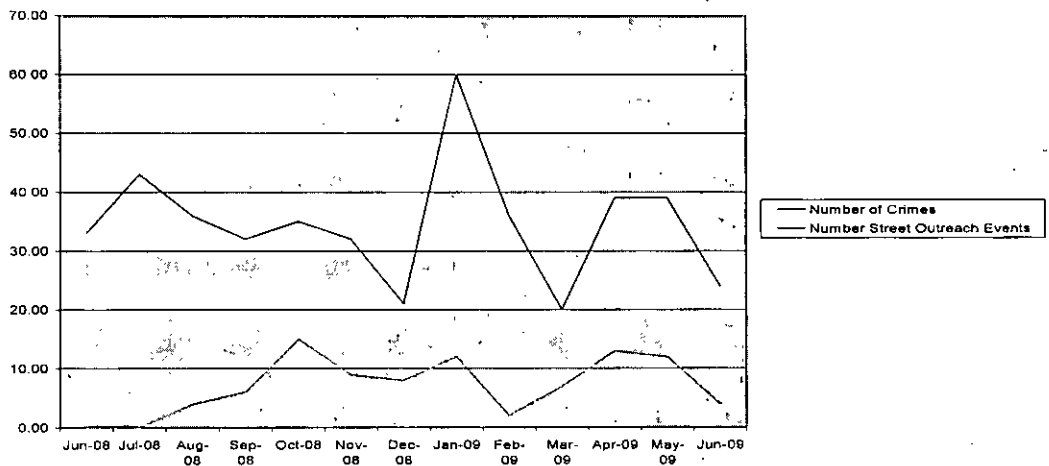
**Finding 4.1:** Street Outreach worker presence appeared to reduce crime in the areas targeted for outreach. The crime rate in all four targeted areas was significantly lower on days when street outreach events were held. (see Graph 1; statistical confidence = 99%).



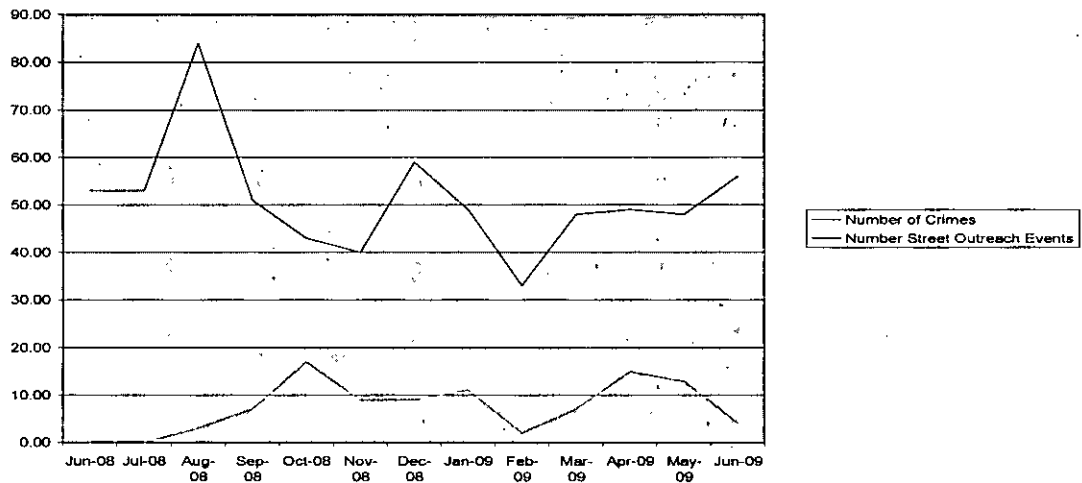
# Oakland Street Outreach

The tables below show the total number of crimes each month compared to the total number of street outreach events for the four specific areas served most intensely by street outreach workers. There appears to be a loose correlation between street outreach activities and the number of crimes committed in an area. Increases in street outreach activities appear to be followed by dips in crime rates. Decreases in street outreach activities appear to be followed by increases in crime rates. These patterns are slightly more noticeable in the West Oakland targeted areas served by Healthy Oakland.

**Healthy Oakland  
Area 1: West Oakland**

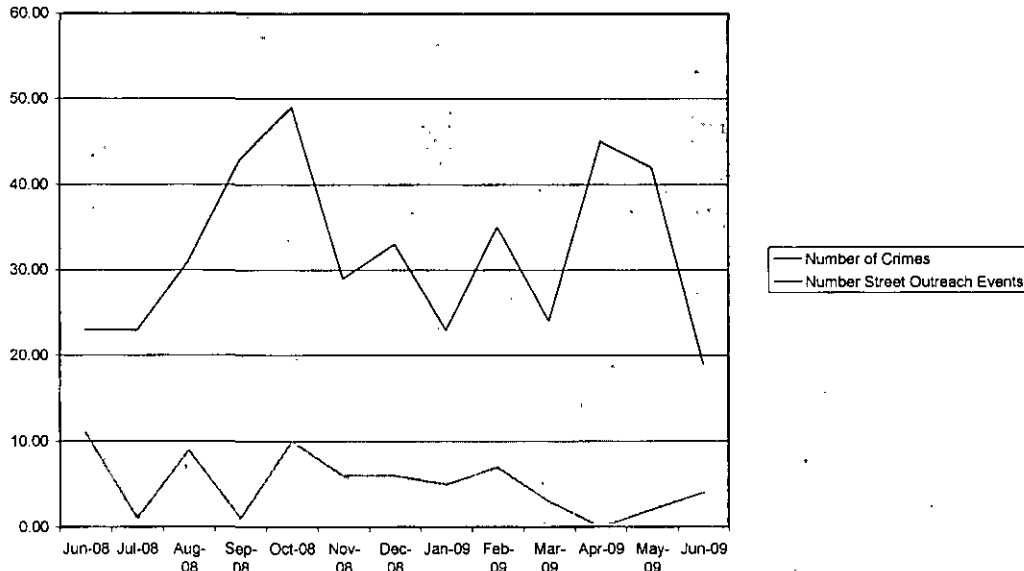


**Healthy Oakland  
Area 2: Hoover Historic District**

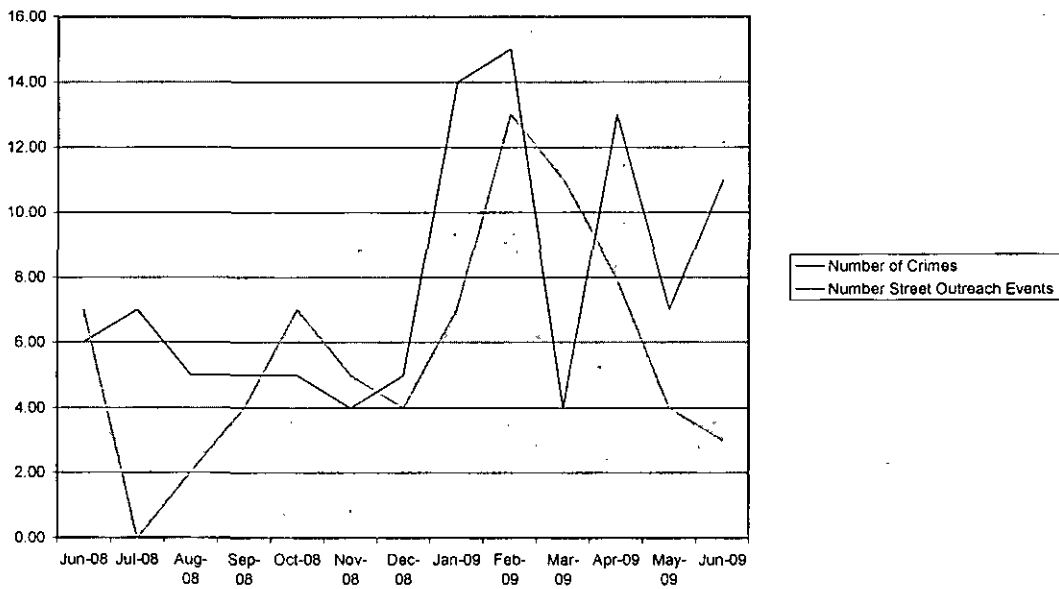


# Oakland Street Outreach

**California Youth Outreach  
Area 3: Fruitvale at International**



**California Youth Outreach  
Area 4: San Antonio at Foothill**



## Oakland Street Outreach

It is important to note the limitations of this analysis. This analysis compares days and locations of crimes to days and locations of street outreach activity. The analysis does not factor in the extent to which known crime rates are lower because the police are not patrolling or "sweeping" areas in which street outreach events are occurring. At the same time, the evaluation team remains confident at the immediate impact of the street outreach presence; we assume that if a violent situation occurred it would likely result in a call for police response unless otherwise effectively mitigated.

***Finding 4.2:*** *Despite the impact of street outreach in the short term, there was no significant decline in the overall crime rate in those hot spot areas over the year that outreach took place.*

The analysis found no significant long term change in crime in the areas targeted by outreach workers during the year in which they were deployed there. There are a variety of factors that may lead to long term increases or decreases in crime. In order to see significant changes in community level outcomes related to crime, an intervention must be appropriate in terms of dosage and last long enough to achieve an effect. The Oakland Street Outreach strategy in its current form began in 2008. The data suggest that outreach efforts are having a short term impact, at a minimum. Additional analysis of the impact should be conducted as the program continues to develop. Should the program continue to be implemented with fidelity to the model, longer term, community level

reductions in crime may be within reach.

## **Employment Related Services**

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## Measure Y Employment Related Services

### I. OVERVIEW

The Measure Y Initiative has several different approaches to developing employment readiness and job placement. Services are designed to meet the needs of high risk youth and adults who are either currently or previously incarcerated or at-risk of justice involvement. Most, but not all, of the programs are under the re-entry and employment strategy. The purpose of this section is to demonstrate the relationship between the various employment related programs and to share employment related findings. Individual program evaluations for employment related programs will be included in the annual 2009-10 report. The logic model presented here incorporates all Measure Y strategies and programs that facilitate employment.

Referrals to the employment programs are made (1) by case managers working with juvenile offenders through the JJC strategy; (2) by street outreach workers while informing at-risk individuals on the street about the services and opportunities available through Measure Y; and (3) through Project Choice, which provides intensive case management and life skills training to incarcerated men before and after they are released.

Clients who are engaged in Employment programs (I, II, III below) are offered a spectrum of services to respond to the various job-readiness levels of different individuals. Employment training programs are available to adults and youth (after school and summer) and

include pre-employment and employment training, life skills, subsidized work experience and structured job placements. Employment programs do not provide individual case management.

Successful employment placements are tracked according to 30, 60, and 90 day retention by two programs: Goodwill Industries and America Works. A listing of the associated programs and a description of the employment related services provided in each Measure Y strategy area follows.

#### JJC Strategy

- The Mentoring Center
- California Youth Outreach
- East Bay Agency for Children
- East Bay Asian Youth Center
- Youth Uprising

*Employment training referrals to juvenile probationers.*

#### Street Outreach and Community Engagement Strategy

- California Youth Outreach
- Healthy Oakland
- Youth Uprising

*Employment training referrals to at-risk youth and adults in the community.*

#### Re-entry and Employment Strategy: Project Choice

- The Mentoring Center
- Volunteers of America

*Employment readiness and life skills for incarcerated men.*

## Measure Y Employment Related Services

### Re-entry and Employment Strategy: Employment I, II & III

- Leadership Excellence: Employment I
- Youth Employment Partnership: Employment I
- Volunteers of America Crew Based Employment: Employment II
- Goodwill Industries: Employment II
- Workfirst Foundation (America Works) Employment III

*Employment training and life skills with a range of employment opportunities including structured work experiences, subsidized employment and non-subsidized, paid employment.*

### Youth Employment Strategy

- Youth Employment Partnership: Summer Jobs
- Youth Employment Partnership: Afterschool Jobs
- Youth Radio: Afterschool Jobs

*Employment training and life skills for at-risk youth with some structured work experiences.*

The logic model on the following page provides an illustration of how the different programs work together to provide a spectrum of employment related services.

## II. FINDINGS

*Finding 1: Employment programs are on target to meet their client deliverables for this year.*

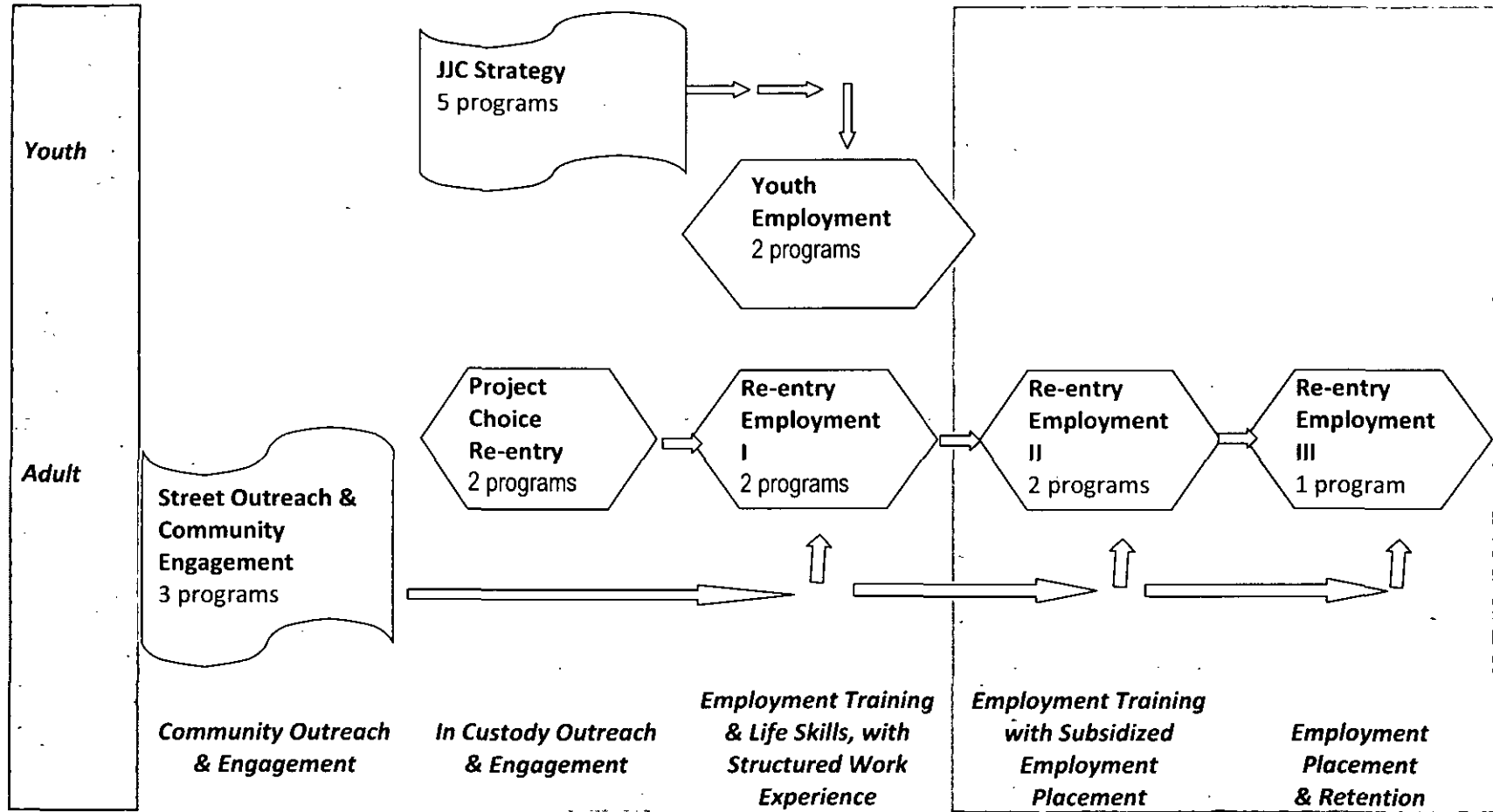
- As of 3/31/2010, 307 individuals had been enrolled in programs providing employment training, life skills, or other group-related structured work experience.
- As of 3/31/2010, 117 (38%) individuals had been placed in a non-subsidized work experience.
- 95 (31%) are confirmed to have retained employment for at least 30 days as of 3/31/10.

*Finding 2: The primary deliverables for employment-related services are job training, job readiness, and work experience.*

- Paid, unsubsidized employment is a primary deliverable for one of the programs that provides employment related services.

# Employment Related Services

## Logic Model





## **Community Policing**

I.

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## Community Policing

### INTRODUCTION

Measure Y provides funding for a Problem Solving Officer in each of Oakland's beats. This year's Community Policing evaluation focuses on problem solving. The question that the Community Policing Evaluation aims to answer is:

*Are problem solving officers solving problems of concern to residents and of high priority to their beat?*

The annual 2009-10 evaluation will include an assessment of the nature of problem solving in Oakland and will aim to provide quantitative information about the types of problems being solved by Problem Solving Officers. The purpose of this section is to provide an overview to Measure Y funded Community Policing efforts and an update on the use of the SARA data system evaluators developed to capture data on problem solving.

collaboratively with Neighborhood Crime Prevention Councils (NCPCs) to address community-identified problems, challenges and needs. Problems may include those associated with criminal activity (such as burglary, theft, assault, or homicides), as well as quality of life problems, such as graffiti, traffic, blight, or illegal dumping. In Oakland, problem solving is driven primarily by resident concerns and aims to strengthen community-police relationships, improve perceptions of public safety, and reduce and prevent crime. Once residents have identified priority problems at their NCPC, the PSO garners city and community resources to resolve the concern.

## II. COMMUNITY POLICING IN OAKLAND

### Problem Solving in Oakland

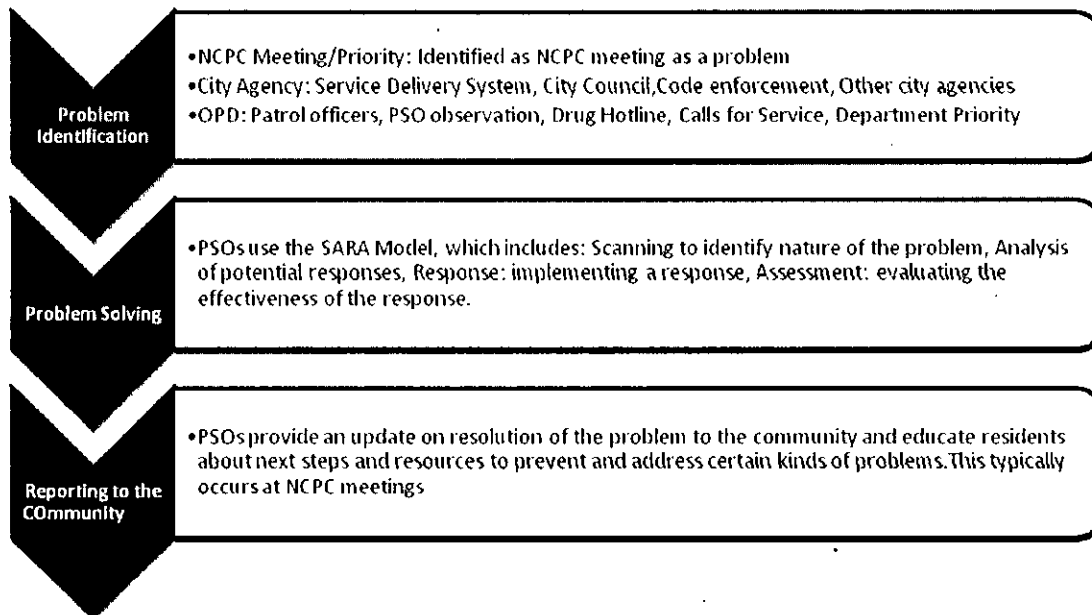
In Oakland, problem solving is the primary strategy used to implement community-oriented policing.<sup>63</sup>

Problem solving officers (PSOs) are each assigned to a beat and work

<sup>63</sup> Problem solving is frequently used interchangeably with community policing. Community policing is an orientation or approach, whereas problem solving is a strategy that is frequently a key element to successful implementation, but can be implemented independently from community oriented policing.

## Community Policing

The chart below outlines the steps involved in problem solving:



OPD uses the SARA model, which is a multi-step problem solving process used in communities across the country once a problem has been identified. The SARA model includes the following steps.

- 1. Scanning:** Identification and investigation of the nature of the problem.
- 2. Analysis:** Analysis of potential options and strategies for resolving the problem; identification of measures to assess effectiveness of response
- 3. Response:** Implementation of a response strategy
- 4. Assessment:** Evaluation of the effectiveness of response and identification of steps for maintaining successful resolution.

### Community Mobilization

Community policing is built on the premise that in order to create safe neighborhoods, residents must come together with police, city and community stakeholders to collaboratively and creatively solve neighborhood problems. In Oakland, the Neighborhood Crime Prevention Councils are viewed as the primary vehicle for stakeholders to make their communities safer and more livable, though neighborhood watch programs, resident involvement in reporting and identification of sources of criminal activity, and community education programs are additional avenues for residents to get involved.

## Community Policing

### Linkages/Collaboration with Other City Services

Effective community policing connects communities with needed city resources (i.e. Public Works, Planning, etc.), and also results in stronger partnerships with local government leadership (i.e. city council representatives), neighborhood schools, small businesses, and churches, and other agencies or initiatives working towards common goals. In Oakland, the collaboration occurs at the NCPC meetings, through the Neighborhood Services Department staff and programs (in particular, the Neighborhood Services Coordinators), through the Service Delivery Systems, and offices of City Council members. PSOs also provide resident education about other city services, agencies and resources. PSOs work closely with Neighborhood Services Coordinators to bring together the resources or response required to solve community problems.

Measure Y funding covers the cost of problems solving officers (PSOs) and sergeants to implement the community policing program. Their roles are described below.

### Geographic Organization of Services

Oakland's current force is organized geographically at the command area, district and beat level. Organizing the force by geography is considered a best practice in community policing and ensures that areas throughout the city receive service, facilitates police-community relationships, and strengthens accountability.

## III. BACKGROUND ON THE SARA DATABASE

The SARA Database was developed during the 2008-09 evaluation year in order to capture problem solving activities. A key finding of the 2008-09 evaluation report was:

*"OPD's information systems limit the Department's capacity to capture data on the nature of its expenditures, operations, and Measure Y activities."*<sup>64</sup>

Because no integrated system existed, evaluators had limited capacity to report on the number of problems solved, the types of problems solved, or variations in the problem solving activities by beat, relying on qualitative data instead. RDA developed the database last year to address these shortcomings. RDA worked with PSOs and their supervisors to design the system, then trained officers in its use. PSOs can access the SARA database on their laptops and enter information about their priority projects into the database. A supervisor reviews the project and approves it once the problem is solved. PSOs and supervisors can view active and closed projects and activities related to them. They can also add different categories of projects.

The database enables the evaluation to provide decision-makers with information about problem solving based on different criteria such as: how problems were identified, nature of

<sup>64</sup> "Community Policing Neighborhood Services Evaluation Report." Resource Development Associates. October, 2009.

## Community Policing

problems, comparisons across beats, and level of overall PSO efficiency in relation to problem solving. The SARA database is the primary source of information about problem solving.

<i>Highlights of the SARA Database</i>	
<b>Evaluation Purposes</b>	<b>Management Purposes</b>
Primary source of data on problem solving activities.	Tracks project origin, problem solving activities, collaboration, and effort by officer and by beat.
Measures PSO efficiency and effectiveness.	
Measures consistency of implementation across Dept.	Allows supervisors to track individual PSO activities and types of problems.
	Allows PSOs to track progress.

### IV. USAGE OF THE SARA DATABASE BY PSOS

RDA has conducted monthly audits of the SARA database since January 2010 to determine the extent to which PSOs are still using the database and to document trends in problem solving. Evaluators have shared the results of the audits with the Department and discussed strategies to increase usage among PSOs.

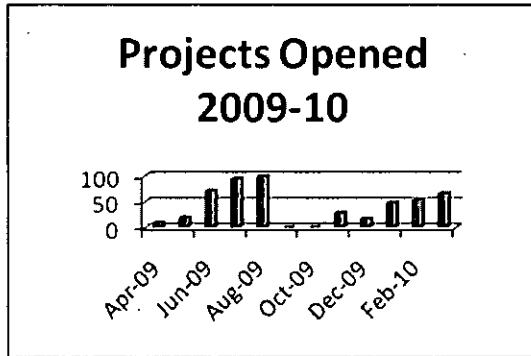
**Key findings include:**

*Finding 1: Usage of the SARA database has increased significantly since January 2010, indicating that recent efforts to increase use among PSOs have been successful.*

In 2009, usage peaked in August and declined significantly for the remainder of the year. In September and October, there were no entries.<sup>65</sup> After sharing the results of the audit with the Department in January, usage has increased. The average number of entries for new projects opened during the last three months of 2009 was 17. The average for the first three months of 2010 was 56.

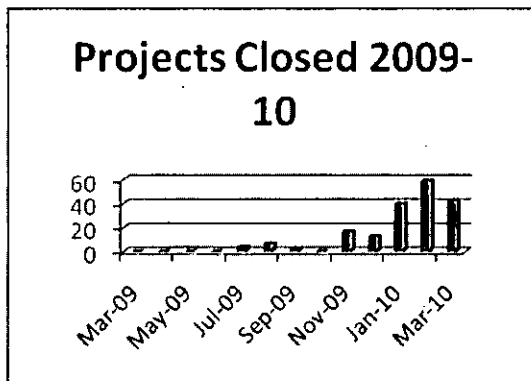
<sup>65</sup> We do not have specific information about the reason for the absence of entries during these two months.

## Community Policing



**Finding 2:** There has been an increase in the number of problems solved over the past three months.

During 2009, very few cases were "closed." When projects are closed, it indicates that they have been solved. Over the past several months, there has been an increase in the number of projects solved. The average number of problems solved for the first three months of 2010 was 47.



**Finding 3:** The variation in terms of number of entries per officer has evened out over the past three months, with an average of 6 entries per officer.

The first audit conducted in January 2010 indicated significant variation in terms of the number of entries per problem solving officer. Over the first

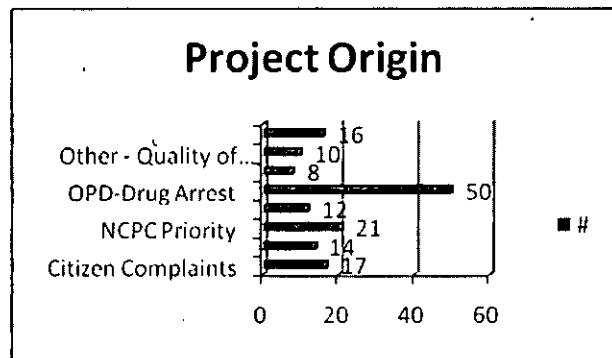
quarter of 2010, 47 officers had at least one entry.

**Finding 4:** The variation in terms of number of entries per beat has evened out with an average of 3 entries per beat.

The first audit conducted in January 2010 indicated significant variation in terms of number of entries per beat. Over the first quarter of 2010, 44 beats had projects opened.

**Finding 5:** In terms of the source of problems, the most frequently identified source was "Drug Arrest," followed by NCPC priority.

More information is needed on why "drug arrest" is being used so frequently by PSOs.



Narcotics was the most common type of problem opened by PSOs followed by "other," and "suspicious persons." More information is needed on whether or not these activities qualify as projects.

## **Mid-Year Evaluation Report**

### **Recommendations**

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## Mid-Year Evaluation Report

### Recommendations

#### I. RECOMMENDATIONS:

We recommend the following to continue to strengthen the services being delivered by Measure Y.

##### **1. Continue to refine and strengthen inter-agency collaboration for the JJC/OUUSD Wrap Around Services Strategy**

The new JJC strategy had a slow start-up period due to complications in rolling out a new program and difficulties in establishing protocols with some of the institutional partners. As a result, nearly all of the JJC/OUUSD Wrap Around Strategy program partners are behind on their expected deliverables. Ongoing engagement by DHS and the City of Oakland to continue to refine and strengthen the JJC/OUUSD Wrap Around Strategy is critical.

##### **2. Identify Opportunities to Better Articulate the Relationship between Employment Related Services**

The articulation between and amongst the different Re-entry and Employment related programs could be strengthened. There are weak linkages and referral rates from one stage of the employment programs to the next: only 40 individuals were referred to the "next" level of employment training or placement. Currently the model focuses most heavily on job readiness skills, employment training, and work experience. If there are different expectations around "getting jobs," such outcomes should be better integrated into the model.

##### **3. Integrate Criminogenic Risk Assessment of the Parolee and Probationer Population into Measure Y Re-entry Planning and Programming**

While we could not determine whether or not Oakland or Measure Y's programming includes the use of a validated risk assessment tool, we believe that a more comprehensive assessment of the nature of the re-entry population in Oakland would strengthen the quality of programming, as well as re-entry outcomes. While we found that Measure Y parolee participants had more arrests before entering programming, without a validated risk assessment, we do not know whether or not Measure Y is serving those most likely to benefit from its services.

##### **4. Identify Opportunities for Street Outreach Workers to Continue to Support Oakland Police Department's Crime Prevention Efforts**

While the efforts of street outreach workers demonstrate a point in time impact on crime this is not sustained over time. Literature reviews suggest that a long term impact on crime is best realized through a comprehensive articulation between street outreach and other crime/violence prevention activities. Ongoing dialogue between OPD and the two organizations conducting Street Outreach activities is recommended to determine how street outreach efforts can continue to support the suppression and prevention strategies developed by the police.

##### **5. Develop multi-year grants for each strategy area to reduce costs spent on**



## Mid-Year Evaluation Report

### Recommendations

#### program start up and to better evaluate program impact.

Significant costs are incurred when strategy areas change from a year to year and when Measure Y grants to community based organizations last only a year. Across the non-profit sector, a three to six month start up phase is common for a newly funded organization or an organization that is implementing different programming. During this time period, programs must pay their staff and other costs, train their staff, and work out kinks in their recruitment and enrollment process. When programming changes from year to year, the proportion of the year spent actually delivering client services is significantly less than when programs receive multi-year grants.

From an evaluation perspective, we are able to provide more meaningful information on the client, program and community outcomes when clients have received the intended dosage of services. As stated in the limitations section, evaluating program outcomes *while* services are being delivered is not considered a valid evaluation practice. Evaluators capture a more accurate picture of program impact when programs are given enough time to deliver the appropriate dosage, type, and length of service before they are evaluated.

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## II. CONCLUSION

The 2009-10 Mid-Year Evaluation Report is designed to provide decision-makers with information about program impact so that their funding decisions

may be informed by data on the Re-entry & Employment, Juvenile Justice/OUSD Wrap Around Services, and Street Outreach strategies. As noted in the limitations section, evaluating program impact while services are still being delivered is not a commonly accepted evaluation practice. In the 2009-10 Annual Evaluation Report, we will report on program impact for all strategy areas. Our next steps include the following:

- Continue to assess and review street outreach efforts, in particular new data collection procedures implemented in 2009-10 will demonstrate where violence has been suppressed or averted through the efforts of the street outreach workers.
- Post-test surveys, exit reasons, and milestones achieved are beginning to be reported. Over 500 surveys have been received to date. More comprehensive findings from the pre-post test analysis will be reported in the next report.
- Conduct the match data analysis for youth and adults on probation, and youth enrolled in OUSD to determine the positive impacts that program engagement has had on participants in this program year. Matched data analysis begins following the end of the 4<sup>th</sup> quarter.

**Appendix A**

**Reentry and Employment Individual Programs**

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## Appendix A

### Reentry and Employment: Project Choice

#### I. THE MENTORING CENTER

**Program:** The Mentoring Center

**Measure Y Strategy:** Reentry and Employment: Project Choice

**Program Activities:** Provides pre-release services, life skills training, and case management for pre-adjudicated young adults 18-25.

#### Clients Service Data Summary<sup>66</sup>

	Actual	Annual Goal	% of Annual Achieved
Total Clients Served	42	---	---
Case Managed	42	24	175%
Mental Health Assessments	18	24	75%
Clients Enrolled in Pre-Release Groups	19	24	79%
Clients Enrolled in Post-Release Groups	25	24	104%
Co-Enrolled with Youth Employment Partnership	0	14	0%

<sup>66</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

- The Mentoring Center Project Choice met or exceeded all client deliverables for the third quarter.

#### Employment Analysis

The following table describes the employment related services provided. Bullets following the table describe findings.<sup>67</sup>

	FY 08/09	FY 09/10 as of 3/31/10
Case Managed	53	42
% Received Group/Life Skills	128%	136%
% Referred	58%/66 <sup>68</sup> %	0%

- During FY 08/09, 68 in-custody individuals participated in group services.
- As of 3/31/10, 57 incarcerated individuals participated in group services.
- Fifty-eight percent of Case Managed clients received referrals to Youth Employment Partnership's Reentry Employment program in 2008-09, and 66% were referred to mental health services.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. Match and leveraged

<sup>67</sup> We have included information on services provided in both 2008-09 and the current fiscal year because this information was not included in the 2008-09 annual report due to questions about how employment data was recorded. These questions have been resolved and the data is presented here.

<sup>68</sup> Individuals may have received more than one referral. Numbers may be duplicate.

## Appendix A

### Reentry and Employment: Project Choice

funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.<sup>69</sup>

Clients Served (Contracted)	
Measure Y Funds	\$111,000
# of Clients	24
Total Client Hours	3,585
Average Cost Per Client	\$4,625
Average Cost Per Hour	\$31

#### Pre-Test Baseline Data

The Mentoring Center is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>70</sup>

<sup>69</sup>In some cases, programs are serving a much greater numbers of clients because they have leveraged Measure Y funds; in this case, their cost per client is actually lower. In other cases, programs are only serving Measure Y clients and their match was not included in the calculation. In this case, their cost per client is actually higher.

<sup>70</sup>The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

#### The Mentoring Center Pre-Test Findings N=25

Topic	Score
Education Enrollment	4.17
Job Retention	4.15
Workforce Knowledge	3.67
Peer Support	3.32
Stable Housing	3.19
Resiliency	3.11
Community Services	3.06
Conflict Management	2.92
Employment Referral	2.79
Job Readiness	2.75
Employment	1.59
Justice Involvement	---
Risk Activities	---

- The Mentoring Center clients did not complete survey questions regarding justice involvement and engagement in risk-activities.\*

*\*Note: Pre-Test surveys were completed while clients were incarcerated.*

## Appendix A

### Reentry and Employment: Project Choice

#### II. VOLUNTEERS OF AMERICA BAY AREA

**Program:** Volunteers of America Bay Area (VOABA)

**Measure Y Strategy:** Reentry and Employment: Project Choice

**Program Activities:** Provides pre-release services, life skills training, and case management for pre-adjudicated young adults 18-25.

#### Clients Service Data Summary<sup>71</sup>

	Actual	Annual Goal	% of Annual Achieved
Total Clients Served	127	---	---
Case Managed	127	60	212%
Mental Health Assessments	49	60	82%
Co-enrolled with America Works	16	20	80%

- Volunteers of America Project Choice met or exceeded all client deliverables for the third quarter.

#### Employment Analysis

The following table describes the employment related services provided.

<sup>71</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

Bullets following the table describe findings.

	FY 08/09	FY 09/10 as of 3/31/10
Case Managed	203	127
% Received Group/Life Skills	110%	81%
% Referred	10%	13%

- As of 3/31/2010, 13% of all case managed individuals were referred to other Measure Y employment programs

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. The actual number of individuals served by year end may or may not meet contract expectations. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.<sup>72</sup>

<sup>72</sup>In some cases, programs are serving a much greater numbers of clients because they have leveraged Measure Y funds; in this case, their cost per client is actually lower. In other cases, programs are only serving Measure Y clients and their match was not included in the calculation. In this case, their cost per client is actually higher.

## Appendix A

### Reentry and Employment: Project Choice

Clients Served (Contracted)	
Measure Y Funds	\$222,000
# of Clients	60
Total Client Hours	2,679
Average Cost Per Client	\$3,700
Average Cost Per Hour	\$83

#### Pre-Test Baseline Data

The VOABA Project Choice is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>73</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

<sup>73</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.

#### VOA Pre-Test Findings

N=44

Topic	Score
Risk Activities	4.8
Justice Involvement	4.74
Education Enrollment	4.29
Job Retention	4.29
Workforce Knowledge	4.13
Stable Housing	3.5
Peer Support	3.34
Resiliency	3.22
Community Services	3.2
Employment Referral	3.2
Conflict Management	3.03
Job Readiness	2.75
Employment	2.05

*\*Note: Pre-Test surveys were completed while incarcerated.*

# Appendix A

## Reentry and Employment

### III. LEADERSHIP EXCELLENCE

**Program:** Leadership Excellence

**Measure Y Strategy:** Reentry and Employment: Employment I

**Program Activities:** Provides job training and paid internships for young adults on probation and parole age 16-25.

#### Clients Service Data Summary<sup>74</sup>

	Actual	Annual Goal	% of Annual Achieved
Total Clients Served	15	20	75%
Clients with 180 Hours Work Experience	4	20	20%
Placed in Employment or Enrolled in Education	4	7	57%

- While Leadership Excellence has met third quarter client enrollment expectations, the number of clients meeting employment benchmarks is lower than anticipated.

#### Employment Analysis

The following table describes the employment related services provided.

<sup>74</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

Bullets following the table describe findings.

	FY 08/09	FY 09/10 as of 3/31/10
Enrolled	---	15
% Received Employment Training	---	87%
% Received Work Experience	---	80%
% Placed in Employment	---	27%

- Of the 15 individuals enrolled in Leadership Excellence, all were receiving employment training as of 3/31/2010.
- As of 3/31/2010, 12 individuals were participating in sheltered work experience.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. The actual number of individuals served by year end may or may not meet contract expectations. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.<sup>75</sup>

<sup>75</sup>In some cases, programs are serving a much greater numbers of clients because they have leveraged Measure Y funds; in this case, their cost per client is actually lower. In other cases, programs are only serving Measure Y clients and their match was not included in the calculation.

## Appendix A

### Reentry and Employment

Clients Served (Contracted)	
Measure Y Funds	\$88,800
# of Clients	20
Total Client Hours	5,200
Average Cost Per Client	\$4,440
Average Cost Per Hour	\$17

Leadership Excellence Pre-Test Findings N=9	
Topic	Score
Justice Involvement	4.5
Risk Activities	4.3
Employment	3.67
Job Retention	3.66
Resiliency	3.19
Stable Housing	2.94
Education Enrollment	2.89
Conflict Management	2.67
Peer Support	2.63
Workforce Knowledge	2.611
Community Services	2.4
Employment Referral	2.38
Job Readiness	2.37

#### Pre-Test Baseline Data

Leadership Excellence is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>76</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

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In this case, their cost per client is actually higher.

<sup>76</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.



# Appendix A

## Reentry and Employment

### IV. YOUTH EMPLOYMENT PARTNERSHIP

**Program:** Youth Employment Partnership (YEP)

**Measure Y Strategy:** Reentry and Employment

**Program Activities:** Provides intensive job training, leadership development, education and mentoring support to young adults on probation or parole ages 18-24.

#### Clients Service Data Summary<sup>77</sup>

	Actual	Annual Goal	% of Annual Achieved
Total Clients Served	44	38	116%
Placed in Employment	6	18	33%
Clients Retained for 30 Days Employment	0	11	0%
Clients Retained for 90 Days Employment	0	7	0%

- YEP Reentry Employment has exceeded annual client enrollment expectations; however the number of clients meeting employment

<sup>77</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

benchmarks is lower than anticipated.

#### Employment Analysis

The following table describes the employment related services provided.

	FY 08/09	FY 09/10 as of 3/31/10
Enrolled	43	44
% Received Employment Training	98%	100%
% Received Work Experience	79%	91%
% Placed in Employment	40%/40% <sup>78</sup>	14%
% Referred to Placement	77%	---
% Retained Placement for At Least 30 Days	9%	0%

- All enrolled clients received employment training and 40 received work experience as of 3/31/2010.
- During FY 08-09, 17 individuals, or 40% of enrolled clients obtained a GED.
- As of 3/31/2010, six individuals were placed in employment.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost

<sup>78</sup> Individuals may have achieved more than one benchmark. Numbers may be duplicate.

## Appendix A

### Reentry and Employment

per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.<sup>79</sup>

Clients Served (Contracted)	
Measure Y Funds	\$222,000
# of Clients	38
Total Client Hours	12,116
Average Cost Per Client	\$5,842
Average Cost Per Hour	\$18

#### Pre- Pre-Test Baseline Data

Youth Employment Partnership is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>80</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For

<sup>79</sup>In some cases, programs are serving a much greater numbers of clients because they have leveraged Measure Y funds; in this case, their cost per client is actually lower. In other cases, programs are only serving Measure Y clients and their match was not included in the calculation. In this case, their cost per client is actually higher.

<sup>80</sup>The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.

example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

YEP Reentry Employment Pre-Test Findings N=25	
Topic	Score
Risk Activities	4.68
Justice Involvement	4.67
Job Retention	4.3
Workforce Knowledge	4.04
Stable Housing	3.96
Enrollment	3.86
Peer Support	3.54
Conflict Management	3.37
Resiliency	3.35
Service Referrals	3.28
Employment Referral	3.16
Job Readiness	3.11
Employment	1.79

# Appendix A

## Reentry and Employment

### V. VOLUNTEERS OF AMERICA CREW-BASED EMPLOYMENT

**Program:** Volunteers of America Bay Area (VOABA): Crew-Based Employment

**Measure Y Strategy:** Reentry and Employment: Employment II

**Program Activities:** Provides crew-based transitional jobs, pre-employment education, stress management, and substance abuse and housing services to young adults on probation or parole ages 18-35.

#### Clients Service Data Summary<sup>81</sup>

	Actual	Annual Goal	% of Annual Achieved
Total Clients Served	29	---	---
Clients with 220 Hours Work Experience	21	32	66%
Clients Co-Enrolled with America Works	15	20	75%

- VOA Crew-Based Employment is meeting client enrollment and

<sup>81</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

referral benchmarks for the third quarter.

#### Employment Analysis

The following table describes the employment related services provided. Bullets following the table describe findings.

	FY 08/09	FY 09/10 as of 3/31/10
Enrolled	32	29
% Received Employment Training	100%	100%
% Received Work Experience	88%	90%
% Placed in Employment	66%	24%
% Referred to Placement	31%	52%

- As of 3/31/10, 91% of anticipated clients for the year were enrolled in VOA Crew Based Employment.
- As of 3/31/10, 6 individuals were placed in employment.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. The actual number of individuals served by year end may or may not meet contract expectations. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency

## Appendix A

### Reentry and Employment

Clients Served (Contracted)	
Measure Y Funds	\$222,000
# of Clients	32
Total Client Hours	8,976
Average Cost Per Client	\$6,938
Average Cost Per Hour	\$25

budget, amount of leveraged funds, and type of services provided.<sup>82</sup>

#### Pre-Test Baseline Data

The VOABA Crew Based Employment is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>83</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency

<sup>82</sup>In some cases, programs are serving a much greater numbers of clients because they have leveraged Measure Y funds; in this case, their cost per client is actually lower. In other cases, programs are only serving Measure Y clients and their match was not included in the calculation. In this case, their cost per client is actually higher.

<sup>83</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.

would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

VOABA Re-entry Pre-Test Findings	
N=6	
Topic	Score
Job Retention	4.42
Justice Involvement	4.4
Risk Activities	4.33
Stable Housing	3.67
Workforce Knowledge	3.42
Peer Support	3.2
Resiliency	3.1
Employment	3
Community Services	2.97
Employment Referral	2.93
Job Readiness	2.44
Conflict Management	2.4

## Appendix A

### Reentry and Employment

#### VI. GOODWILL INDUSTRIES OF THE GREATER EAST BAY

**Program:** Goodwill Industries of the Greater East Bay

**Measure Y Strategy:** Reentry and Employment: Employment II

**Program Activities:** Provides transitional, subsidized employment, to young adults on probation or parole ages 18-24. Additionally Goodwill provides case management and referrals to education support services, to life skills groups and to America Works for direct job placement.

#### Clients Service Data Summary<sup>84</sup>

	Actual	Annual Goal	% of Annual Achieved
Total Clients served	34	20	170%
Clients with 360 Hours of Paid Work Experience	6	20	30%
Clients Placed in Employment	25	6	417%
Clients Co-Enrolled with America Works	9	10	90%

- Goodwill Industries is exceeding most employment benchmarks,

<sup>84</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

except for its work experience deliverable.

#### Employment Analysis

The following table describes the employment related services provided. Bullets following the table describe findings.

	FY 08/09	FY 09/10 as of 3/31/10
# Enrolled	51	34
% Received Employment Training	0%	94%
% Received Work Experience	73%	74%
% Placed in Employment	71%	74%
% Referred to Placement	---	26%
% Retained Placement for At Least 30 Days	71%	62%

- A total of 21 individuals or 62% of those originally enrolled, retained a job for at least 30 days as of 3/31/10.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.

## Appendix A

### Reentry and Employment

Clients Served (Contracted)	
Measure Y Funds	\$93,240
# of Clients	20
Total Client Hours	7,420
Average Cost Per Client	\$4,662
Average Cost Per Hour	\$13

#### Pre-Test Baseline Data

Goodwill Industries is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>85</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

Goodwill Pre-Test Findings N=34=	
Topic	Score
Justice Involvement	4.9
Risk Activities	4.78
Job Retention	4.73
Education Enrollment	4.39
Peer Support	4.19
Employment Referral	4.1
Workforce Knowledge	4.075
Stable Housing	3.78
Conflict Management	3.75
Resiliency	3.52
Job Readiness	3.44
Community Services	2.09
Employment	1.91

<sup>85</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.

# Appendix A

## Reentry and Employment

### VII. WORKFIRST FOUNDATION (AMERICA WORKS)

**Program:** Workfirst Foundation (America Works)

**Measure Y Strategy:** Reentry and Employment

**Program Activities:** Provides direct job placement to young adults on parole or probation up to age 35.

#### Clients Service Data Summary<sup>86</sup>

	Actual	Annual Goal	% of Annual Achieved
Total Clients Served	185 <sup>87</sup>	---	---
Placed in Employment	77	85	91%
Clients Retained for 30 Days Employment	77	78	99%
Clients Retained for 90 Days Employment	46	62	74%
Clients Retained for 180 Days Employment	7	50	14%
% of Clients Participating in Employment and Education	0	25%	0%

<sup>86</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

<sup>87</sup> Number may be artificially high

- Overall, Workfirst Foundation is meeting or exceeding employment benchmarks.

#### Employment Analysis

The following table describes the employment related services provided. Bullets following the table describe findings.

	FY 08/09	FY 09/10 as of 3/31/10
# Enrolled	221 <sup>88</sup>	185 <sup>89</sup>
% Placed in Employment	47%	40%
% Retained Placement for At Least 30 Days	32%	39%

- As of 3/31/10, 74 individuals found work through America Works.
- During the first three quarters of FY 09/10, 73 individuals retained their job for at least 30 days.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.

<sup>88</sup> Number may be artificially high

<sup>89</sup> Number may be artificially high

## Appendix A

### Reentry and Employment

Clients Served (Contracted)	
Measure Y Funds	\$310,800
# of Clients	85
Average Cost Per Client	\$3,656
Average Cost Per Hour <sup>90</sup>	---

#### Pre-Test Baseline Data

America Works is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>91</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings.

Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

America Works Pre-Test Findings N=64	
Topic	Score
Justice Involvement	4.86
Risk Activities	4.81
Job Retention	4.62
Education Enrollment	4.35
Workforce Knowledge	4.09
Peer Support	3.95
Stable Housing	3.9
Resiliency	3.62
Conflict Management	3.57
Community Services	3.3
Job Readiness	2.89
Employment Referrals	2.87
Employment	1.5

<sup>90</sup> America Works deliverables are related to employment placement, not hours of service. Cost per hour was not available.

<sup>91</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.



## Appendix A

### Reentry and Employment

#### VIII. MAYOR'S REENTRY SPECIALIST

The Mayor's Reentry Employment Specialist, based in the Mayors Office, assists formerly incarcerated Oakland residents through the City employment process and provides employment support to formerly incarcerated residents.

**Summary of Deliverables**  
Numbers Served 7/1/09 – 3/31/10 (Quarter 3)

Service	Annual Goal	# Served by Third Quarter	% of Goal Reached	% of Year
# of Applications Reviewed	36	0	---	---
# Assisted thru City Employment Process	16	0	---	---
# Placed in City Employment or eligibility list	16	0	---	---
# of intensive outreach clients	220	0	---	---
# of community training event sessions	22	0	---	---
Development of Employer Guide	1	0	---	---
Development of Resource Guide	1	0	---	---
# of networking/collaboration meeting event sessions	1	0	---	---
# NCPD meetings attended	4	0	---	---

- No information was available on the CitySpan Information System on this position.

**Appendix B**

**Juvenile Justice Center/OSD Wrap Around Services  
Individual Programs**

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## Appendix B

### Juvenile Justice Center/OSD Wrap Around Services

#### I. CALIFORNIA YOUTH OUTREACH

**Program:** California Youth Outreach

**Measure Y Strategy:** Juvenile Justice Center/OSD Wrap Around Services

**Program Activities:** Provides a multi-disciplinary team approach to promoting school attendance and achievement in youth involved in the juvenile justice system. Services include case management, assessments and individual development plans.

- California Youth Outreach achieved between 65 - 70% of all deliverables.
- In general, JJC/OSD Wrap Around Services Programs have received a modification to their deliverables due to unforeseen barriers that have since been resolved (See Appendix A). DHS anticipates that they will meet their annual deliverables.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.

#### Client Service Data Summary<sup>92</sup>

Clients	Actual	Annual Goal	% of Annual Achieved
Total Clients Served	27	--	--
Case Managed	27	40	68%
Clients enrolled in groups	13	20	65%
With Supportive Adult Identified	27	40	68%
Referred to MY Employment	7	10	70%
Placed in Educational Setting	27	40	68%

Clients Served (Contracted)	
Measure Y Funds	\$100,000
# of Clients	40
Total Client Hours	1,730
Average Cost Per Client	\$2,500
Average Cost Per Hour	\$58

<sup>92</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

## Appendix B

### Juvenile Justice Center/OUSD Wrap Around Services

#### Pre-Test Baseline Data

California Youth Outreach is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>93</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

CYO Pre-Test Findings N=19	
Topic	Score
Risk of Victimization	4.91
Risk Activities	4.57
Suspensions	4.38
Adult Support	4.11
Community Services	4
Attitude towards Education	3.93
Education Attainment	3.92
Enrollment	3.84
Stable Housing	3.42
Truancy	3.25
Academic Performance	3.22
Peer Support	2.81
Resiliency	2.72
Improved Job Readiness	2.49
Conflict Management	2.14
Justice Involvement	---

<sup>93</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.

## Appendix B

### Juvenile Justice Center/OSD Wrap Around Services

#### II. EAST BAY AGENCY FOR CHILDREN

**Program:** East Bay Agency for Children

**Measure Y Strategy:** Juvenile Justice Center/OSD Wrap Around Services

**Program Activities:** Provides a multi-disciplinary team approach to promoting school attendance and achievement in youth involved in the juvenile justice system. Services include case management, assessments and individual development plans.

- Most of EBAC's client deliverables for the third quarter were met or exceeded.
- In general, JJC/OSD Wrap Around Services Programs have received a modification to their deliverables due to unforeseen barriers that have since been resolved (See Appendix A). DHS anticipates that they will meet their annual deliverables.

#### Clients Service Data Summary<sup>94</sup>

	Actual	Annual Goal	% of Annual Achieved
Total Clients Served	28	--	--
Case Managed	24	30	60%
With Supportive Adult Identified	24	30	80%
Referred to MY Employment	4	5	80%
Mental Health Services	13	14	93%
Placed in Educational Setting	18	30	60%

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.

Clients Served (Contracted)	
Measure Y Funds	\$86,136
# of Clients	30
Total Client Hours	1,128
Average Cost Per Client	\$2,871
Average Cost Per Hour	\$76

<sup>94</sup> Source: CitySpan Management System, Department of Human Services: All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

## Appendix B

### Juvenile Justice Center/USD Wrap Around Services

#### Pre-Test Baseline Data

East Bay Agency for Children is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>95</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

EBAC Pre-Test Findings N=20	
Topic	Score
Risk of Victimization	4.98
Risk Activities	4.72
Adult Support	4.23
Suspension	4.18
Education Attainment	3.98
Education Enrollment	3.9
Truancy	3.75
Attitude towards Education	3.68
Stable Housing	3.4
Academic Achievement	3.03
Community Services	2.91
Peer Support	2.85
Resiliency	2.73
Conflict Management	2.6
Job Readiness	2.5
Justice Involvement	0

<sup>95</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.

## Appendix B

### Juvenile Justice Center/OU SD Wrap Around Services

#### III. EAST BAY ASIAN YOUTH CENTER

**Program:** East Bay Asian Youth Center

**Measure Y Strategy:** Juvenile Justice Center/OU SD Wrap Around Services

**Program Activities:** Provides a multi-disciplinary team approach to promoting school attendance and achievement in youth involved in the juvenile justice system. Services include case management, assessments and individual development plans.

- The East Bay Asian Youth Center achieved less than half of its client benchmarks for the year.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.<sup>97</sup>

#### Clients Service Data Summary<sup>96</sup>

Clients	Actual	Annual Goal	% of Annual Achieved
Total Clients Served	45	--	--
Case Managed	37	85	44%
With Supportive Adult Identified	37	85	44%
Referred to MY Employment	8	20	40%
Placed in Educational Setting	36	85	42%

Clients Served (Contracted)	
Measure Y Funds	\$220,000
# of Clients	84
Total Client Hours	3,170
Average Cost Per Client	\$2,619
Average Cost Per Hour	\$69

<sup>96</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

<sup>97</sup> In some cases, programs are serving a much greater numbers of clients because they have leveraged Measure Y funds; in this case, their cost per client is actually lower. In other cases, programs are only serving Measure Y clients and their match was not included in the calculation. In this case, their cost per client is actually higher.

## Appendix B

### Juvenile Justice Center/OSD Wrap Around Services

#### Pre-Test Baseline Data

East Bay Asian Youth Center is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>98</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

EBAYC Pre-Test Findings N=29	
Topic	Score
Risk of Victimization	4.8
Suspension	4.59
Risk Activities	4.37
Adult Support	4.33
Justice Involvement	4.33
Education Attainment	4.18
Truancy	4.14
Education Enrollment	4.11
Attitude towards Education	4.04
Stable Housing	3.82
Community Services	3.27
Peer Support	3.27
Academic Performance	3.04
Resiliency	3
Conflict Management	2.4
Job Readiness	2.35

<sup>98</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.



## Appendix B

### Juvenile Justice Center/OSD Wrap Around Services

#### IV. THE MENTORING CENTER

**Program:** The Mentoring Center

**Measure Y Strategy:** Juvenile Justice Center/OSD Wrap Around Services

**Program Activities:** Provides a multi-disciplinary team approach to promoting school attendance and achievement in out-of-school youth involved in the juvenile justice system. Services include case management, assessments and individual development plans.

#### Clients Service Data Summary<sup>99</sup>

Clients	Actual	Annual Goal	% of Annual Achieved
Total Clients Served	27	--	--
Case Managed	24	40	60%
With Supportive Adult Identified	24	40	60%
Referred to MY Employment	5	6	83%
Placed in Educational Setting	24	40	60%

- The Mentoring Center has met its benchmark for referrals to

<sup>99</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

Measure Y employment programs.

- In general, JJC/OSD Wrap Around Services Programs have received a modification to their deliverables due to unforeseen barriers that have since been resolved (See Appendix A). DHS anticipates that they will meet their annual deliverables.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.<sup>100</sup>

#### Clients Served (Contracted)

Measure Y Funds	\$125,000
# of Clients	40
Total Client Hours	1,280
Average Cost Per Client	\$3,125
Average Cost Per Hour	\$98

#### Pre-Test Baseline Data

The Mentoring Center is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking

<sup>100</sup>In some cases, programs are serving a much greater numbers of clients because they have leveraged Measure Y funds; in this case, their cost per client is actually lower. In other cases, programs are only serving Measure Y clients and their match was not included in the calculation. In this case, their cost per client is actually higher.

## Appendix B

### Juvenile Justice Center/OUSD Wrap Around Services

behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>101</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

The Mentoring Center Pre-Test Findings N=8	
Topic	Score
Education Enrollment	4.13
Community Services	3.28
Resiliency	3.14
Conflict Management	3.07
Peer Support	2.79
Stable Housing	2.69
Job Readiness	2.29
Academic Performance	---
Adult Support	---
Attitude towards Education	---
Education Attainment	---
Justice Involvement	---
Risk Activities	---
Risk of Victimization	---
Suspension	---
Truancy	---

Mentoring Center clients completed the Young Adult and Reentry Survey instead of the Youth Comprehensive Survey. Therefore, most of the themes included in the analysis for other JJC programs, are not available for The Mentoring Center's analysis. Conversations have been initiated to ensure that each of the mentoring Center's Measure Y funded programs have distributed the correct pre/post surveys to their program participants.

<sup>101</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.

## Appendix B

### Juvenile Justice Center/OSD Wrap Around Services

#### V. YOUTH UPRISING

**Program:** Youth Uprising

**Measure Y Strategy:** Juvenile Justice Center/OSD Wrap Around Services

**Program Activities:** Provides a multi-disciplinary team approach to promoting school attendance and achievement in youth involved in the juvenile justice system. Services include case management, assessments and individual development plans. YU also runs Man Up and Women's Circle.

#### Clients Service Data Summary<sup>102</sup>

Clients	Actual	Annual Goal	% of Annual Achieved
Total Clients Served	62	--	--
Case Managed	61	70	87%
With Supportive Adult Identified	55	70	79%
Referred to MY Employment	15	18	83%
Placed in Educational Setting	55	70	79%

<sup>102</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

- Youth Uprising met or surpassed its benchmarks for all client services.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.<sup>103</sup>

Clients Served (Contracted)	
Measure Y Funds	\$175,000
# of Clients	70
Total Client Hours	2,240
Average Cost Per Client	\$2,500
Average Cost Per Hour	\$78

#### Pre-Test Baseline Data

Youth Uprising is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program

<sup>103</sup>In some cases, programs are serving a much greater numbers of clients because they have leveraged Measure Y funds; in this case, their cost per client is actually lower. In other cases, programs are only serving Measure Y clients and their match was not included in the calculation. In this case, their cost per client is actually higher.

## Appendix B

### Juvenile Justice Center/OSD Wrap Around Services

clients' answers to a series of survey questions as part of a pre/post test.<sup>104</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

Youth Uprising Pre-Test Findings N=28	
Topic	Score
Risk of Victimization	4.86
Suspension	4.48
Risk Activities	4.4
Justice Involvement	4.27
Adult Support	4.04
Education Attainment	3.91
Education Enrollment	3.86
Truancy	3.83
Stable Housing	3.44
Attitude Towards Education	3.36
Grades	3.14
Peer Support	3.04
Community Services	3.03
Resiliency	2.93
Job Readiness	2.61
Conflict Management	2.19

<sup>104</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.

## **Appendix B**

### **Juvenile Justice Center/OSD Wrap Around Services**

#### **VI. OSU ENROLLMENT SPECIALIST**

The OSU Enrollment Specialist assists all youth exiting the juvenile detention center to re-enroll in school. The Enrollment Specialist also conducts a screening on all youth to determine which youth are eligible for referral to a Measure Y program and helps facilitate the referral with the five JJC program partners.

##### ***Key Accomplishments***

Of the 628 youth who were released to Oakland from the Alameda County Juvenile Justice Center between July 1, 2009 and February 28, 2010:

- 184 juveniles referred to Measure Y case management
- 334 youth enrolled in OSU schools.

**Appendix C**

**Oakland Street Outreach Individual Programs**

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## Appendix C

### Oakland Street Outreach

#### I. CALIFORNIA YOUTH OUTREACH

**Program:** California Youth Outreach

**Measure Y Strategy:** Oakland Street Outreach

**Program Activities:** Provides incident and Latino-specific gang outreach, builds relationships with high-risk youth and connect them to needed services, and also provides individual and group mediation, emergency/crisis intervention and case management.

#### Clients Service Data Summary<sup>105</sup>

Clients	Actual	Annual Goal	% of Annual Achieved
Total Clients	156	--	--
Case Managed	46	45	102%
Intensive Outreach	115	120	96%
Placed in Employment	20	14	74%
Placed in Educational Setting	43	60	72%
Street Outreach Events	667	504	132%

- In general, California Youth Outreach met or surpassed all client service deliverables. Each time an

<sup>105</sup> Source: CitySpan Management System, Department of Human Services. All service hours and deliverables are pulled from Progress Reports and stats. They include services and benchmarks for programs through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the expected clients or hours for each deliverable.

outreach team is deployed to a hotspot constitutes an event.

- California Youth Outreach placed 20 clients in employment or employment-related programs.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.<sup>106</sup>

Clients Served (Contracted)	
Measure Y Funds	\$288,600
# of Clients	120
Total Client Hours	4,200
Average Cost Per Client	\$2,405
Average Cost Per Hour	\$69

#### Pre-Test Baseline Data

California Youth Outreach is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period,

<sup>106</sup> In some cases, programs are serving a much greater numbers of clients because they have leveraged Measure Y funds; in this case, their cost per client is actually lower. In other cases, programs are only serving Measure Y clients and their match was not included in the calculation. In this case, their cost per client is actually higher.

## Appendix C

### Oakland Street Outreach

post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>107</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

CYO Pre-Test Findings N= 24	
Topic	Score
Justice Involvement	4.13
Education Enrollment	4.07
Risk-Taking Activities	4.07
Adult Support	3.94
Stable Housing	3.63
Resiliency	3.21
Employment Referrals	3.18
Community Services	3.07
Peer Support	2.46

<sup>107</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.



## Appendix C

### Oakland Street Outreach

#### II. HEALTHY OAKLAND

**Program:** Healthy Oakland

**Measure Y Strategy:** Oakland Street Outreach

**Program Activities:** Provides incident and "hot spot" specific outreach in collaboration with faith-based partners, builds relationships with high-risk youth, provides case management, group mediation and intensive outreach

#### Clients Service Data Summary<sup>108</sup>

Clients	Actual	Annual Goal	% of Annual Achieved
Total Clients	181	--	--
Case Managed	95	90	106%
Intensive Outreach	130	120	108%
Placed in Employment	21	30	71%
Placed in Educational Setting	20	30	67%
Street Outreach Events	596	504	118%

- Healthy Oakland met or exceeded its deliverables for intensive outreach clients and street outreach event sessions. Each time an

<sup>108</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

outreach team is deployed to a hot spot constitutes an event.

- Healthy Oakland placed 21 clients in employment or employment-related programs.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of service that are expected to be provided in FY 2009-10. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.<sup>109</sup>

Clients Served (Contracted)	
Measure Y Funds	\$272,000
# of Clients	210
Total Client Hours	5,550
Average Cost Per Client	\$1,295
Average Cost Per Hour	\$49

#### Pre-Test Baseline Data

Healthy Oakland is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The

<sup>109</sup> In some cases, programs are serving a much greater numbers of clients because they have leveraged Measure Y funds; in this case, their cost per client is actually lower. In other cases, programs are only serving Measure Y clients and their match was not included in the calculation. In this case, their cost per client is actually higher.

## Appendix C

### Oakland Street Outreach

following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>110</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

Healthy Oakland Pre-Test Findings N=17	
Topic	Score
Justice Involvement	4.71
Risk-Taking Activities	4.71
Adult Support	4.41
Education Enrollment	4.31
Employment Referrals	3.62
Peer Support	3.6
Community Services	3.22
Resiliency	3.17
Stable Housing	3.03

<sup>110</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.

# Appendix C

## Oakland Street Outreach

### III. YOUTH UPRISING

**Program:** Youth Uprising

**Measure Y Strategy:** Oakland Street Outreach

**Program Activities:** Provides conflict mediation and special community events related to violence prevention

#### Clients Service Data Summary<sup>111</sup>

Clients	Actual	Annual Goal	% of Annual Achieved
Total Clients	58	--	--
Case Managed	58	40	145%
Code 33 Youth	0	80	0%
Code 33 Police Officer	0	80	0%
Referred to Employment	33	20	165%

- Youth Uprising exceeded its case managed client and employment referral deliverables.
- Code 33 deliverables will be met during the 4th quarter.
- Youth Uprising referred 33 clients to employment programs.

#### Cost Analysis of Measure Y Funded Services

The following analysis is based on the total number of clients and hours of

<sup>111</sup> Source: CitySpan Management System, Department of Human Services. All deliverables are pulled from Progress Reports, Stats Reports, and DHS reports. They include services provided through the third quarter, from 7/1/09 through 3/31/10. The "percent of deliverable achieved" is calculated as the actual divided by the annual goal for each deliverable. In general, programs should have achieved 75% of deliverables.

service that are expected to be provided in FY 2009-10. The actual number of individuals served by year end may or may not meet contract expectations. Match and leveraged funds are not included in this analysis because Measure Y does not require a match. We would caution against comparing programs in terms of cost per hour because of differences in total agency budget, amount of leveraged funds, and type of services provided.<sup>112</sup>

Clients Served (Contracted)	
Measure Y Funds	\$133,201
# of Clients	40
Total Client Hours	400
Average Cost Per Client	\$3,330
Average Cost Per Hour	\$333

<sup>112</sup> In some cases, programs are serving a much greater numbers of clients because they have leveraged Measure Y funds; in this case, their cost per client is actually lower. In other cases, programs are only serving Measure Y clients and their match was not included in the calculation. In this case, their cost per client is actually higher.

## Appendix C

### Oakland Street Outreach

#### Pre-Test Baseline Findings

Youth Uprising is administering pre/post test surveys to their clients to measure intermediate changes in attitudes, beliefs, and risk-taking behavior. Pre-test surveys are administered to clients upon enrollment. After clients have received services for a minimum time period, post tests are administered. The following table depicts program clients' answers to a series of survey questions as part of a pre/post test.<sup>113</sup>

In general, the closer the score is to 5, the more positive the answer, and thus the more likely the respondents reported that they positively experience the attribute under question. For example, a score of 1.5 on resiliency would show that the clients are not resilient in their outlook on life. The findings reported here are pre-test findings. Programs are currently administering post tests, which will be reported in the 2009-10 Annual Report.

As the majority of Youth Uprising clients were not referred from Street Outreach programs, they completed the Youth Comprehensive Services survey.

Youth Uprising Pre-Test Findings N=29	
Topic	Score
Education Enrollment	4.72
Risk of Victimization	4.68
Suspension	4.66
Education Attainment	4.54
Justice Involvement	4.51
Truancy	4.44
Adult Support	4.37
Attitude towards Education	4.37
Risk-Taking Activities	4.11
Stable Housing	3.69
Community Services	3.57
Peer Support	3.49
Resiliency	3.4
Academic Performance	3.11
Job Readiness	2.93
Conflict Management	2.61

<sup>113</sup> The variables listed for the following program are composite variables, meaning they are an accumulation of questions that paint a picture of the clients' behavior and attitude regarding a specific theme. For further explanation, see the Pre-Test Analysis Methodology included in Appendix B.

**Appendix C**  
**Oakland Street Outreach**

**IV. STREET OUTREACH COORDINATOR**

The Street Outreach Coordinator is contracted to coordinate street outreach services and provide technical assistance to programs implementing services.

**Summary of Deliverables**  
 7/1/09 – 3/31/10 (Quarter 3)

	Actual	Expected	% Achieved
Street outreach event sessions	44	15	293%
General outreach event sessions	8	9	90%
Community training event sessions	24	30	80%
Collaboration meeting sessions	30	30	100%

- The street outreach specialist has achieved or surpassed deliverables for street outreach event sessions and collaboration meeting sessions.
- The street outreach specialist has achieved 80% -90% of deliverables for community training and general street outreach.

## Appendix D

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### INTEROFFICE MEMORANDUM

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**TO:** KACEY RANE  
**FROM:** MARK HENDERSON  
**SUBJECT:** DELIVERABLES FOR JJC AND YEP AFTER SCHOOL JOBS SERVICE PROVIDERS  
**DATE:** 5/10/2010  
**CC:** PRIYA JAGANNATHAN, SARA BEDFORD

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As program evaluations continue of current Measure Y Service Providers, it is important to note significant changes to original scopes of all service providers serving in the Juvenile Justice Strategy and agencies serving After-School Jobs, specifically The Youth Employment Partnership Inc.

For The following agencies The Mentoring Center, East Bay Asian Youth Center, East Bay Agency for Children, Youth Uprising, California Youth Outreach all serving in the Juvenile Justice Strategy deliverables had to be revised/adjusted due to an unforeseen slow start for the agency receiving referrals from the Juvenile Justice Center. Another reason for the prolonged start up was the prolonged background check that had to be completed before Case Managers could have access to youth at the Juvenile Justice Center. Both factors have since been addressed and we currently have adequate procedures in place to deal with both obstacles. The last revision that was made, addressed the issue of the time Service Providers were spending trying to track down youth participants to complete intakes forms (the process of enrolling participants) prior to case management hours beginning. An intensive outreach deliverable has been added to all the above mentioned agencies deliverables to capture outreach efforts. The following are changes made to JJC Service Providers Deliverables

# of case management hours (revised/reduced hours)

# of intensive outreach hours (newly added deliverable, took a percentage of case management hours and moved to outreach hours)

The Youth Employment Partnership Inc, (YEP) has been granted an extension in time to meet the original contracted deliverables for their After School contract. The revised contract period will be July 1 to Sep. 30th. This extension is primarily due to the lack of referrals provided by case management agencies in the Juvenile Justice strategy. Initially more than half of the participants to be served by YEP were to come from the service providers mentioned above during the school year. However due to the delay in referrals and the fact many current clients are not yet ready for employment these deliverables needed to be amended. As of February 2010 while JJC clients will continue to receive priority for these slots, YEP will be allowed to take referrals directly from Probation for

## **Appendix D**

the other job slots. In addition, the time extension will allow for job opportunities in the summer when JJC clients whose top priority is school are more able to manage work opportunities.

With these adjustments made to both JJC service providers and The Youth Employments Partnership Inc. contract we expect all agencies to be able to fulfill all contractual obligations. We would like to make sure that the delay in achieving performance benchmarks does not reflect poorly on the providers in the evaluation process as these delays were the result of the institutional partners' planning process.

## Appendix E

### Pre-Test Analysis Methodology

#### Introduction

##### Survey Scoring

Most of the survey items instructed clients to respond to a statement by circling their level of agreement with that statement. In example, for one question, participants responded to a statement which reads: My friends help me out when I am in trouble. Survey respondents had 5 answers to choose from: 1) Strongly Agree, 2) Agree, 3) Neither Agree or Disagree, 4) Disagree, and 5) Strongly Disagree. We assigned each answer with a score; in this case, Strongly Agree would be a 5, Agree a 4, and so forth until Strongly Disagree is given a score of 1. By giving the survey answers scores, we are able to examine client answers through a variety of lenses including mean comparisons and other forms of statistical analysis.

#### Method for Analyzing the Data

We took 4 steps in analyzing the survey data.

- 1) We constructed a database with each client id, program, and Measure Y Initiative cluster information, along with each clients' response to the questions they answered are held.
- 2) We assigned each answer a numerical value, and coded all the answers to the survey questions from 1 to 5 (for questions with 5 possible answers) or 1 to 4 (for questions with 4 possible answers). We coded all variables so that the higher the score, the more positive the answer, meaning that if someone strongly agreed to a positive answer, they received a 5, and if they strongly disagreed to a negative statement they received a 5. Conversely, is a client strongly disagreed to a positive answer, they received a 1, and if they strongly agreed to a negative statement, they received a 1. The following table presents this concept in visual form.

Question Category	Question	Strongly Agree	Agree	Neither Agree or Disagree	Disagree	Strongly Disagree
Positive	I plan to graduate from high school or get my GED.	5	4	3	2	1
Negative	When I am upset, it is very difficult for me to relax and calm myself down.	1	2	3	4	5



## Appendix E

### Pre-Test Analysis Methodology

We utilized the clients' selections to score the surveys, input the answers in our database, and run a preliminary analysis to create baseline data.

- 3) We created composite variables. Questions juxtaposed with one another create themes through which we view a clients' progress in increasing protective factors, and decreasing risk factors. For example, questions about the number of parole violations and likelihood of violating parole when examined together reveal a clients' risk for justice involvement. The Composite Variable table details all questions that were compiled to create composite variables.
- 4) We looked at the composite variables and averaged the scores to retrieve baseline data on Measure Y participants as a total group, for particular clusters, and by individual programs.

#### Composite Variables

The following table depicts information about composite variables used in the pre-test analysis. The statements or questions are made manifest in the composite variables.

Composite Variables	Statements or Questions
Employment	I have been Employed for__
Job retention	I am confident in my ability to get a job
	I am confident in my ability to keep a job
	When I am at work I am confident that I will act in a way that does not upset or offend anyone
	I am confident in my ability to dress appropriately for a job
Referral to Employment	I have received a job referral(s) for a position(s) I am qualified for
	I have received a job referral(s) for a position(s) I am- interested in
	The referral(s) I received resulted in an interview
Job Readiness	I would need a lot of help to prepare a competitive resume
	I would need a lot of help to conduct a job search
	I have practiced answering questions on an application or in a job interview
Knowledge of the workforce.	I am aware of the education and skills required for my desired career
	I know what job or career I might want to pursue
Resiliency	I don't always feel optimistic about my future
	I'm not always able to stay calm when life gets stressful
	I am able to walk away when friends and associates are pushing me toward trouble
	I know how to get myself out of dangerous situations without violence
Peer and Social Supports	The people I hang out with get into a lot of trouble
	Most of the people I hang out with aren't very responsible about school or their jobs
	The people I hang out with help me when I'm having a hard time

## Appendix E

### Pre-Test Analysis Methodology

<b>Relationships with Supportive Adults</b>	I receive help or support from at least one adult.
	There is an adult in my life who believes I will be a success.
	In my home there is a parent/guardian or other adult figure who expects me to follow the rules. (if you are over 18 and do not live with a parent or guardian, please circle Not Applicable)
<b>Anger Management and Conflict Resolution Skills</b>	A lot of times I don't really think about the consequences before I react to a situation
	When I am upset, it is very difficult for me to relax and calm myself down
<b>Referral Awareness and Access to Services</b>	I know about the services that are offered in my neighborhood and in Oakland: Health
	I know about the services that are offered in my neighborhood and in Oakland: Employment
	I know about the services that are offered in my neighborhood and in Oakland: Financial
	I know about the services that are offered in my neighborhood and in Oakland: Legal
	Costs prevent me from accessing these services, even when I need them.
<b>Decreased involvement in the criminal justice systems</b>	I am confident in my ability to complete the terms of my parole/probation
	I try to stay away from situations that will compromise the terms of my parole/probation
	During the last two months, how many times have you been arrested or detained?
	During the last two months, how many times have you been arrested or detained for a violent offense?
	During the last two months, how many times have you been arrested or detained for a probation violation?
<b>Social-Emotional Functioning and Coping</b>	When I experience a dangerous or threatening situation I know who to talk to, where to go or what to do to make sure things don't get violent.
	When actions of others make me angry or scared, I might sometimes resort to violence
<b>Decrease in Risk-taking Activities</b>	During the past 30 days, on how many days did you or your friend carry a weapon such as a gun, knife or club?
	How many times have you or your friends used alcohol in the last 30 days?
	How many times have you or your friends used illegal drugs in the last 30 days?
<b>Decreased Risk for Victimization</b>	During the past 30 days, how many times have you: Been threatened or injured with a weapon (gun, knife, club, etc)?
	During the past 30 days, how many times have you: Been pushed, shoved, slapped, hit, or kicked by someone who wasn't just kidding?
	During the past 30 days, how many times have you: Had your property stolen or

## Appendix E

### Pre-Test Analysis Methodology

	deliberately damaged, such as your car, clothing or books?
<b>Decreased Suspensions</b>	During the past two months, how many times have you been: Sent home from school for getting into trouble?
	During the past two months, how many times have you been: Sent to the office or received detention for getting into trouble at school?
<b>Decrease in Home-based Violence</b>	In the past 30 days I have witnessed someone in my family or household being hurt or threatened.
	In the past 30 days I have been hurt or threatened by someone in my household or family.
	In the past 30 days I have hurt or threatened someone in my household or family.
<b>Stable Housing Situation</b>	I have a stable living situation.
	I don't always feel safe living in my own home.
<b>Academic Performance</b>	My grades on average are mostly (check one) ...a's ,b's ,c's ,d's ,f's
	During the past month I always completed my homework.
<b>Educational Attainment</b>	I plan to graduate from high school or get my GED.
	I plan to go to college or continue my education.
<b>Attitude towards School</b>	I think education is important.
	In general I like school.
	Getting good grades is important to me.
<b>Attendance</b>	During the past 30 days, how many times have you: Skipped school or cut classes?
<b>Re-enrollment in school and or GED equivalent program</b>	I am aware of the requirements needed to complete school or obtain my GED.

#### Pre test surveys received from VPP Programs

The table on the following page is a comparison of the total number of Pre Test received for each program to the number of clients the program was anticipated to administer the survey to. Because the surveys were not introduced until after the beginning of the 09-10 FY, this number is based on the total number of clients expected to be served in quarters 2 – 3 only.

## Appendix E

### Pre-Test Analysis Methodology

#### Summary of Pre/Post Test Surveys Received\*

445 = Total # of Pre Surveys received

60 = Total # of Post Surveys received

Strategy Name	Program Name	Total # of Pre Surveys received	Expected # of Pre Surveys Q2&Q3	% of Expected Pre Surveys received
Re-entry and Employment	The Mentoring Center Project Choice	25	15	167%
	VOA: Project Choice	44	25	176%
	Leadership Excellence	9	10	90%
	Youth Employment Partnership	25	14	179%
	VOA: Crew-Based Employment	6	32	19%
	Goodwill Industries of the Greater East Bay	34	10	340%
	The Workfirst Foundation (America Works)	64	85	75%
Juvenile Justice Center/OUUSD Wrap Around Services	California Youth Outreach	19	25	76%
	East Bay Agency for Children	20	20	100%
	East Bay Asian Youth Center	29	45	64%
	The Mentoring Center Youth Uprising	8	23	35%
Oakland Street Outreach	California Youth Outreach	24	22	109%
	Healthy Oakland	17	44	39%
	Youth Uprising	29	20	145%
School-Based Services	OUUSD Alt. Ed. Gang Intervention	44	40	110%
Family Violence Intervention	Alameda County Interagency Children's Policy Council (MISSEY)	6	20	30%
Violent Incidence Response	Youth Alive: Highland Hospital**	14	20	70%

*Note: The two other Special Evaluation Strategies (one of which RDA does data entry for) have no contract requirements for Pre/Posts tests and were excluded from this analysis.*

*\*Surveys received by Youth Employment programs have not been included in this analysis*

*\*\*Due to the nature of services provided by Youth Alive, this program administers Post Tests only.*

## Appendix F: Sample Pre/Post Test

Client Name:	
CitySpan Client ID Number:	
Agency/Program Name:	

Date:	
-------	--

*Enter date: mm/dd/yy*

*Remove portion above and retain in your client records*

*Please mark your selection in space provided*

	In school	Graduated from high school	GED	Quit or dropped out
1. What is your status is school?				

2. My grades on average are mostly (circle one):	A's	B's	C's	D's
--	-----	-----	-----	-----

*For questions 3 – 31, please mark whether or not you agree to the following statements. If the statement does not apply to you, mark "Not Applicable."*

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Not Applicable
3. I know about the services that are offered in my neighborhood and in Oakland:						
a. Health						
b. Employment						
c. Financial						
d. Legal						
4. Costs prevent me from accessing these services, even when I need them.						

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Not Applicable
5. I receive help or support from at least one adult.						
6. There is an adult in my life who believes I will be a success.						
7. In my home there is a parent/guardian or other adult figure who expects me to follow the rules. <i>(if you are over 18 and do not live with a parent or guardian, please mark "Not Applicable")</i>						

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Not Applicable
8. I am aware of the requirements needed to complete school or obtain my GED.						
9. I think education is important.						
10. In general I like school.						
11. Getting good grades is important to me.						
12. During the past month I always completed my homework.						
13. I plan to graduate from high school or get my GED.						

CitySpan Client ID Number:	
Agency/Program Name:	

Date:	
-------	--

## Appendix F: Sample Pre/Post Test

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Not Applicable
14. I plan to go to college or continue my education.						
15. I would need a lot of help to prepare a <u>competitive resume</u> .						
16. I would need a lot of help to conduct a <u>job search</u> .						
17. I have practiced answering questions on an application or in a job interview.						

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Not Applicable
18. I don't always feel optimistic about my future.						
19. I have a stable living situation.						
20. I don't always feel safe living in my home.						
21. A lot of times I don't really think about the consequences before I react to a situation.						
22. I'm not always able to stay calm when life gets stressful.						

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Not Applicable
23. I am able to walk away when friends and associates are pushing me toward trouble.						
24. I know how to get myself out of dangerous situations without violence.						
25. The people I hang out with get into a lot of trouble.						
26. Most of the people I hang out with aren't very responsible about school or their jobs.						
27. The people I hang out with help me when I'm having a hard time.						

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree	Not Applicable
28. When I am upset, it is very difficult for me to relax and calm myself down.						
29. <i>(Post Test only):</i> In the past 30 days I have used conflict resolution skills.						
30. I am confident in my ability to complete the terms of my parole/probation.						
31. I try to stay away from situations that will compromise the terms of my parole/probation.						

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## Appendix F: Sample Pre/Post Test

*The next few questions are about what you and your friends and associates have been doing over the past month or so. They are meant to give us an idea of your safety. We do not assume that you are responsible for the actions of the people you hang out with.*

	0 times	1-2 times	A few times	Once a week	More than once a week	Not Applicable
<b>32. During the past 30 days, how many times did you or someone you were hanging out with...?</b>						
a. Carry a weapon such as a gun, knife or club?						
b. Drink alcohol?						
c. Use illegal drugs?						

*For questions 33 – 38, please mark the number of times each of the following has happened. If the question does not apply to you mark "Not Applicable."*

	0 times	1-2 times	A few times	Once a week	More than once a week	Not Applicable
<b>33. During the past 30 days, how many times have you ...?</b>						
a. Been threatened or injured with a weapon (gun, knife, club, etc)?						
b. Been pushed shoved, slapped, hit, or kicked by someone who wasn't just kidding around?						
c. Had your property stolen or deliberately damaged, such as your car, clothing, or books?						
<b>34. During the past two months, how many times have you been...?</b>						
a. Sent home from school for getting into trouble?						
b. Sent to the office or received detention for getting into trouble at school?						

	0 times	1 time	2 times	3 times	More than 3 times	Not Applicable
<b>35. During the past 30 days, how many times have you skipped school or cut classes?</b>						
<b>36. During the last two months, how many times have you been arrested or detained?</b>						
<b>37. During the last two months, how many times have you been arrested or detained for a violent offense?</b>						
<b>38. During the last two months, how many times have you been arrested or detained for a probation violation?</b>						

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