



AGENDA REPORT

TO: Edward D. Reiskin
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: OFCY 2019-2020 Year End
Evaluation Report

DATE: February 1, 2021

City Administrator Approval 

Date: Mar 9, 2021

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Adopting The Oakland Fund For Children And Youth (OFCY) Final Evaluation Report For Fiscal Year (FY) 2019-2020.

EXECUTIVE SUMMARY

Adoption of the proposed resolution will fulfill the Oakland City Charter requirement for the Oakland Fund for Children and Youth (OFCY) Planning and Oversight Committee (POC) to submit annual independent evaluation reports to the Oakland City Council for adoption. The *OFCY Final Evaluation Report FY 2019-2020* was prepared by Social Policy Research Associates (SPR) and is included as **Attachment A**.

The comprehensive evaluation report includes an overall analysis of performance, outcomes achieved, and impact at the fund-level, summaries for each of the nine funding strategies, and individual program profiles to document program achievements and contributions towards city-wide goals and outcomes.

Programs funded by OFCY provided direct services to over 21,000 children and youth last year who predominately live in neighborhoods with high levels of community stress in East Oakland, West Oakland, Fruitvale, and San Antonio. In accordance with OFCY's Strategic Investment Plan 2019-2022, programs were funded to address OFCY's legislated goals and contribute to the elimination of disparities in outcomes for children, youth and their families. Programs reached a third of Oakland's African American children and youth and a quarter of the city's Latinx and Asian Pacific Islander children and youth. Overall, 96 percent of participants were children and youth of color.

The programs and agencies shifted in March 2020 to address basic health, economy, technology, food security and other primary needs facing vulnerable families due to the global pandemic and shelter-in-place orders. The evaluation report provides information on how programs were able to operate during the first nine months of the year and how they shifted to address the new needs due to the pandemic in the last three months of the fiscal year.

BACKGROUND / LEGISLATIVE HISTORY

The Kids First! Oakland Children’s Fund Amendment in the Oakland City Charter establishes the Fund for the purpose of addressing the well-being of Oakland children and youth from birth through age 21 for the period July 1, 2009 through June 30, 2021. Article XIII Section 1305.04 assigns the Planning and Oversight Committee (POC) the responsibility to adopt a Strategic Plan, solicit grants through an open and fair application process, send recommendations for grant awards to the City Council for approval, and submit an annual independent evaluation of OFCY to the Oakland City Council for adoption.

OFCY Fiscal Year (FY) 2019-2020 grants were approved for the first year of funding in the three-year grant cycle established under the OFCY Strategic Investment Plan 2019-2022 by City Council approval on October 30, 2018 (Resolution No. 87400 C.M.S.). The 153 grant awards totaled \$19,719,772.

SPR presented the year-end evaluation report to the POC Evaluation subcommittee on October 28, 2020 and to the full body of the POC on November 4, 2020. The POC reviewed and approved the final evaluation report for FY 2019-2020 at their meeting on November 4, 2020.

ANALYSIS AND POLICY ALTERNATIVES

OFCY provided grant awards to 153 programs for the first year of the three-year grant cycle (FY 2019-2022), with awards totaling over \$19.7 million as shown in **Table 1**. SPR evaluated the 153 programs across the nine distinct funding strategies.

Table 1: OFCY Grant Strategies in FY 2019-2020

OFCY Funding Strategy	# of Programs	OFCY Funding FY 2019-20
1. Socioemotional Well-Being in Preschool and Early Childhood Education Settings	3	\$999,999
2. Parent Engagement and Support	10	\$1,585,488
3. Family Resource Centers	6	\$1,196,906
4. Comprehensive Afterschool Programs	61	\$5,688,054
5. Engagement & Success in Elementary & Middle School	5	\$596,448
6. Summer Programming	10	\$1,250,610
7. Youth Development and Leadership	35	\$4,479,402
8. High School and Postsecondary Student Success	8	\$1,294,018
9. Career Awareness and Employment Support	15	\$2,628,847
Total	153	\$19,719,772

The evaluation report employs a Results-Based Accountability (RBA) framework in the assessment of the 153 programs across the nine strategy areas funded by OFCY. The report addresses the three main questions posed within an RBA framework: how much was accomplished, how well was it accomplished, and is anyone better off due to the programming. OFCY and SPR worked with programs throughout the year to establish logic models for each strategy to better articulate how programs and strategies are contributing towards city-wide

goals and objectives to 'move the needle' in concert with others for more positive child and youth outcomes.

The evaluation report provided as **Attachment A** is structured in three parts:

- 1) **Section A:** Main Evaluation Report: Fund-level investment and impact analysis using a Results-Based Accountability (RBA) framework for OFCY in 2019-2020.
- 2) **Section B:** Funding Strategies: Nine strategy-level analyses, each providing a short summary 'scorecard' of impact within an RBA framework specific for each strategy.
- 3) **Section C:** Program Level: 153 Program-level 'profiles' for each specific program funded by OFCY for details on grantee-level performance and outcomes.

The evaluation utilizes data captured in OFCY's data management system, Cityspan, to provide quantitative detail on the children, youth, parents and caregivers that participated in programming in 2019-2020 and levels of service.

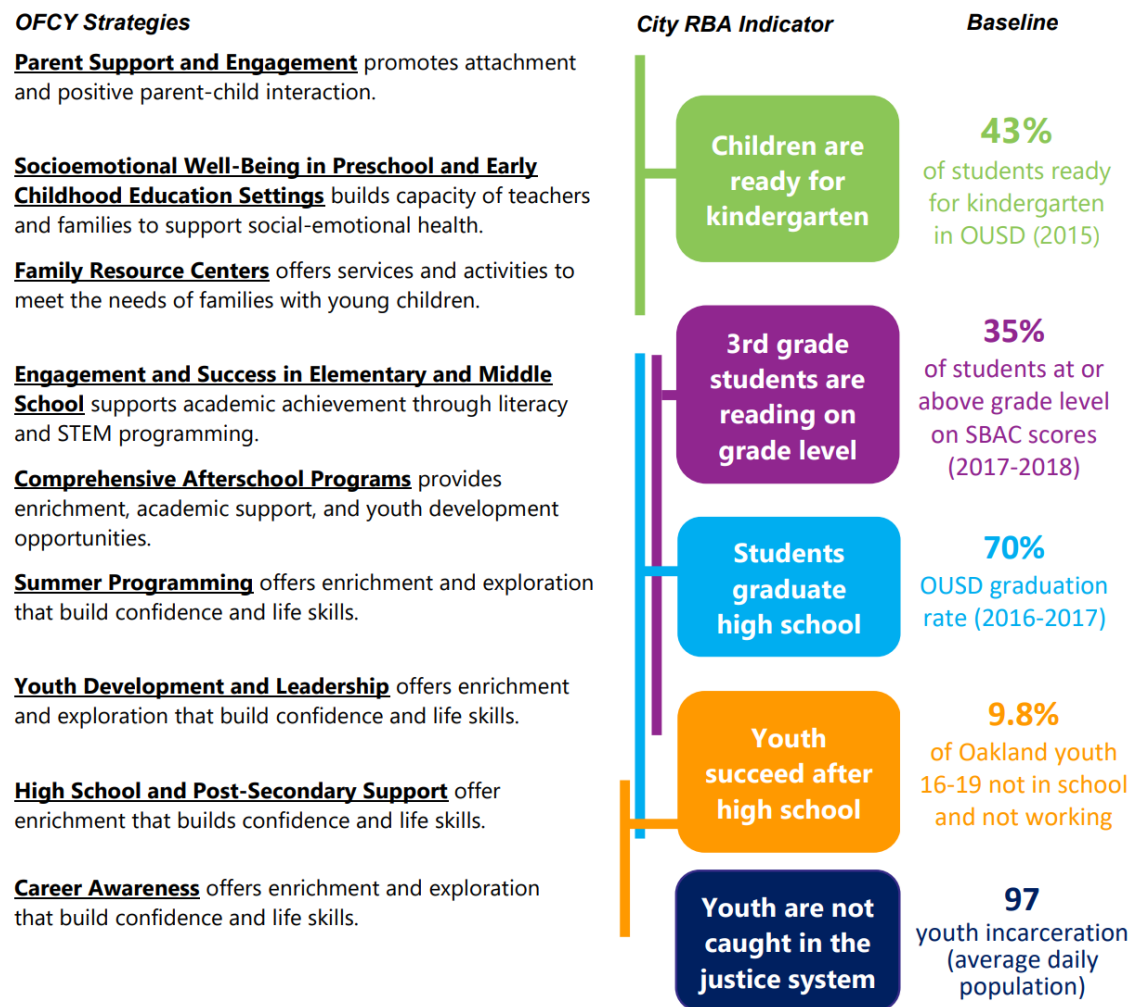
The annual evaluation also uses survey data from the people who directly participate in the programs – Oakland's children, youth and families – to hear directly from those receiving services on how well programs are doing, and if programs are helping them to be better off. These surveys were scheduled to be fielded in spring 2020, as programs and schools were wrapping-up. When the global Coronavirus Disease 2019 (COVID-19) led to school closures and shelter-in-place orders in mid-March 2020, it fully disrupted the collection of surveys. For that reason, the evaluation report is not able to include findings from participant surveys as planned in the RBA framework for the 2019-2020 year.

Each program was asked to complete a program practice survey on staff demographics, experience and training, and program characteristics. SPR additionally fielded surveys to Oakland Unified School District (OUSD) school principals related to comprehensive after school programming, conducted numerous interviews with programs, held select site visits, and held focus groups with clients and educators. These methods provide additional context into the program challenges, impact, and achievements.

OFCY Programs Directly Contribute to Impact Citywide Goals

Programs work towards OFCY's legislated goals to support the healthy development of young children, help children succeed in school and graduate high school, prevent and reduce youth crime, violence and gang involvement, and to support youth transition to productive adulthood. Programs contribute to 'move the needle' on Citywide priorities including improved kindergarten readiness, improved literacy rates, improved school attendance, improved graduation rates, increased employment opportunities for disconnected youth, and decreased rates of youth crime and victimization, as expressed in **Picture 1** below. OFCY's funding supports direct services that contribute towards improvements, in partnership and alignment with key partners including OUSD, First Five Alameda County, Department of Violence Prevention, Oakland Workforce Development Board, and others.

Picture 1: OFCY Funding Strategies Address Citywide Goals in an Results-Based Accountability (RBA) Framework



Children and Youth Served by Programs in 2019-2020

OFCY programs directly served 21,237 children and youth who predominately live in neighborhoods with high levels of community stress in East Oakland, West Oakland, Fruitvale, and San Antonio. **Picture 2** below shows where children and youth who participated in OFCY programs live by ZIP code compared with a map detailing Oakland community stressors by census tract that was recently developed by the Human Services Department (<https://www.oaklandca.gov/resources/oakland-community-stressors-index>).

Picture 3: OFCY program enrollment by race/ ethnicity compared to overall population of children and youth in Oakland.

OFCY participants were most likely to identify as African American/ Black, Asian/Pacific Islander, or Hispanic/Latinx.⁵

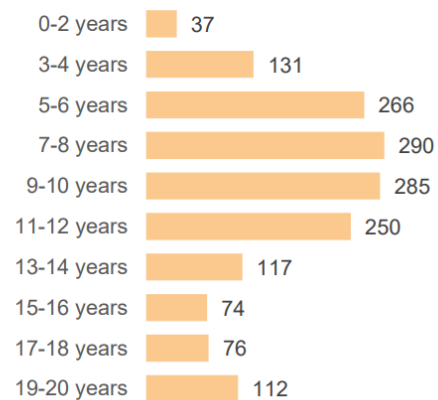
Race/ Ethnicity	OFCY Enrollment (Ages 0-19)	City of Oakland (Ages 0-19)	Percentage of Oakland Youth Served
African American/Black	6,725	20,429	33%
Asian/Pacific Islander	2,308	9,234	25%
Hispanic/Latinx	9,235	37,939	24%
Multiple Races	529	8,961	6%
White	735	17,226	4%

Program Participation and Impact

Over 21,000 children and youth, from birth through 21 years of age, directly participated in OFCY-funded programming in FY 2019-2020. Elementary school children and youth participated on average for the longest in services, primarily due to enrollment and consistent participation in Comprehensive Afterschool Programs. Overall hours of participation are lower in early childhood, as these programs also dually serve their parents and caregivers, numbers that are not reflected in the chart shown in **Picture 4**. Consistent, engaged participation in quality programs across all ages and funding strategies help children and youth grow and positively develop. Programs offer a wide spectrum of services and activities, spanning all ages.

Picture 4: Average total hours of participation by age.

On average, elementary-aged youth spent more time than other youth in programming.

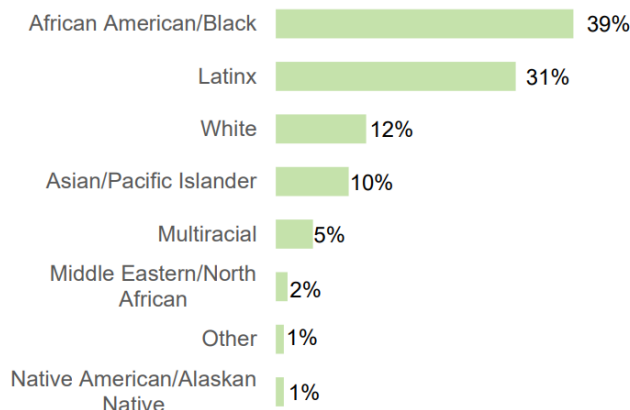


Highlights from the evaluation report include:

- **Parents and Caregivers:** OFCY directly supports parents and caregivers with young children through three distinct funding strategies. The Socioemotional Well-Being in Preschool and Early Childhood Education Settings strategy provides mental health professionals at over 50 Oakland Head Starts, Child Development Centers, and other pre-schools to assist teachers, parents and children. Nearly 2,000 parents and caregivers (1,981) received direct social, academic, family, and basic needs support through the Parent Engagement and Support and Family Resource Center strategies.
- **Comprehensive Afterschool Programs** served 8,839 students in Kindergarten-8th grade in Oakland public schools: students participated in programs for an average of over 350 hours last school year. One out of three students (34 percent) at the 61 host school sites participated in a comprehensive afterschool program.
- **Youth Development and Leadership Strategy** funded programs that help older youth positively develop, advocate, address community safety and violence, participate in arts, sports and recreation, and receive targeted support. Last year programs served 5,144 youth last year – over half (54 percent) between the ages of 13 and 18 – and provided quality programming for vulnerable populations including LGBTQ youth, foster youth, homeless youth, immigrants, newcomers, refugees, commercially sexually exploited minors, and youth directly impacted by violence and the prison system.
- **Career Awareness & Employment Support** programs helped over 1,500 older youth gain workplace skills and experience, get re-engaged in education, and earn money. Last year the programs collectively placed nearly 1,200 youth in internships and employment, where the youth collectively earned over \$1.45 million, with youth earning over \$1,200 on average. OFCY funding in the strategy is also directly aligned with the Oakland Workforce Development Board (OWDB) in supporting a coordinated Oakland summer employment program, with summer workforce programs helping hundreds of high-school age youth gain first-time work experience.
- **OFCY Programs responded quickly to address community needs in the early days of the Corona Virus Disease (COVID)-19 pandemic.** When the shelter-in-place order was announced in March 2020, programs helped families with crisis response support, providing food, financial assistance, health and sanitation equipment, and case management services to families with children that lost jobs and income. Programs also helped families with technology needs in the first months and continued to support children and families when the need for connection and support was critical.
- **Programs are staffed by Oaklanders that reflect their communities and the children, youth and families they serve.** 70 percent of staff identify as African American or Latinx, as seen in the chart in **Picture 5**.

Picture 5: Race/ Ethnicity of Program Staff

About 70% of staff identified as African American/ Black or Hispanic/Latinx.

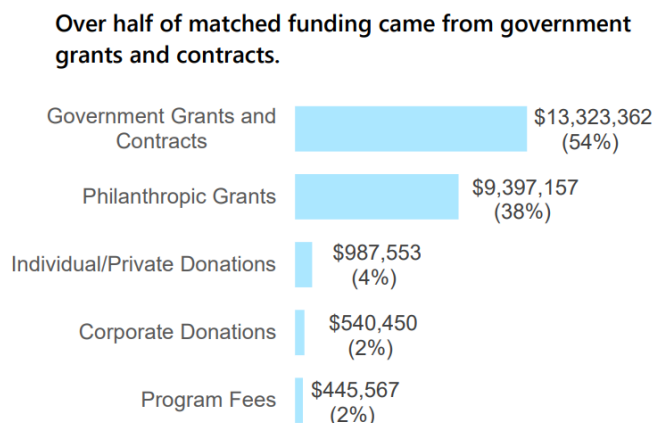


OFCY Funds Leverage Over \$24 Million in Matching Funds for Oakland Programs

OFCY verifies that programs are able to raise and match outside funding equivalent to at least 25 percent of the OFCY grant award.

Programs use OFCY funding as leverage to bring additional government and private funding into Oakland for children and youth. Last year, OFCY programs reported successful leveraging of OFCY funds to bring in nearly \$24 million in matching funds. The largest source of program match was state After School Education and Safety (ASES) funds received through Oakland Unified School District (OUSD) contracts. Nearly \$10 million in philanthropic grants were raised as match to support programming. The chart in **Picture 6** shows the sources of matching funds by category.

Picture 6: Sources of Leveraged Funding



This report also contains a separate OFCY Summer 2020 Report for the independent evaluation of the thirteen programs that provided direct service during the past summer. The report is provided as **Attachment B**.

There are no policy alternatives for consideration.

FISCAL IMPACT

OFCY's evaluation costs for FY 2019-2020 totaled \$240,000 for Social Policy Research Associates' services and were funded through the OFCY – Kids First Oakland Children's Fund (1780), as an administrative cost of OFCY. There was no impact on the General Fund.

PUBLIC OUTREACH / INTEREST

The POC Evaluation Subcommittee met on October 28, 2020 in a public meeting hosted virtually via Zoom to review and provide feedback to the evaluation firm regarding the draft 2019-2020 evaluation report. The OFCY Planning and Oversight Committee met on November 4, 2020 in a virtual public meeting via Zoom to review and accept the 2019-2020 final evaluation report and receive public comments prior to forwarding to the City Council for adoption.

COORDINATION

This report and legislation have been reviewed by the Office of the City Attorney, Budget Bureau, and Department of Workplace and Employment Standards.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

The OFCY evaluation supports a continuous improvement process with annual evaluation and follow-up through program improvement planning. Past performance as cited in the third-party evaluation reports is used in part in the determination of funding renewals.

SUSTAINABLE OPPORTUNITIES

Economic: Social Policy Research Associates is an Oakland-based organization that employs Oakland residents. OFCY programs provide free and low-cost programming that supports thousands of Oakland's low-income children and families that would otherwise be inaccessible for families in poverty.

Environmental: Programs build youth leadership and engage youth in the physical environment through environmental justice and restoration projects, neighborhood arts, and through community building projects that improve the overall quality of life and community safety in Oakland neighborhoods.

Race & Equity: The independent evaluation details how from planning through implementation, OFCY prioritizes services and programming for children, youth and families with a specific intentionality and focus to address race and equity. As a proportion of the overall youth population in Oakland, OFCY programs serve African American children and youth more than any other population, and staff are most likely to be African American. OFCY programs support low-income families with near exclusivity, and programming is intended to support children, youth, and families with the greatest needs.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Adopting The Oakland Fund For Children And Youth (OFCY) Final Evaluation Report For Fiscal Year 2019-2020.

For questions regarding this report, please contact Sandra Taylor, Human Services Manager, Children and Youth Services Division, at 238-7163.

Respectfully submitted,



SARA BEDFORD
Director, Human Services Department

Reviewed by:
Sandra Taylor, Children & Youth Services
Manager

Prepared by:
Mike Wetzal, HHS Planner Children & Youth
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Attachments (2):

- A: OFCY Final Evaluation Report FY 2019-2020
- B: OFCY 2020 Summer Report