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May 22, 2008

Public Safety Committee
Oakland, California

Chairperson Reid and Members of the Public Safety Committee

SUBJECT: **The Measure Y (Violence Prevention and Public Safety Act of 2004)
Outcome Evaluation Report for Violence Prevention Programming,
2005-2008**

The attached report, ***Measure Y Evaluation, Interim Outcome Report on Violence Prevention
Programs***, is forwarded to the Public Safety Committee for review and consideration.

Respectfully submitted,

Jeff Baker
Assistant to the City Administrator

APPROVED AND FORWARDED TO
THE PUBLIC SAFETY COMMITTEE:

Office of the City Administrator

Item _____
Public Safety Committee
June 10, 2008

Memorandum

To: Readers of the Measure Y 2008 Interim Report

From: Hans Bos, CEO of Berkeley Policy Associates

Date: May 7, 2008

Re.   About the Interim Report: Purpose, Summary, Caveats, and Implications

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Purpose and Focus of the Report

Berkeley Policy Associates (BPA) is pleased to present you with this Interim Report. The purpose of this report is to present outcome data for the violence prevention programs funded by the Violence Prevention and Public Safety Act of 2004 (Measure Y). The report does not include any new program implementation data for these programs or any data on the implementation and outcomes of the community policing strategy, the overall management of the Measure Y initiative, or any other community outcomes that are not directly related to the funded violence prevention programs. A comprehensive Year 2 evaluation report that includes all these areas will be released later this year.

This is the second Measure Y evaluation report. The first report, released by the RAND Corporation in September 2007, described the first full year of Measure Y program implementation. That report detailed the Oakland Police Department's community policing strategy and the implementation of the violence prevention programs, including participation patterns, service benchmarks, implementation challenges and how they were addressed, and a profile of program participants. You can find the 2007 report at http://measurey.org/uploads/File/TR546_FINAL.pdf.

The current report is an Interim Report because it presents available outcome data without a great deal of analysis and interpretation. Most of the data presented here became available to BPA researchers during fall 2007 and winter 2008. Much of the data required significant processing to make them suitable for analysis. Given the time constraints, we did not conduct extensive statistical analyses and consequently do not make strong causal claims in this report.

The three primary data sources on which we report here are outcome data from the Oakland Unified School District (OUSD), the Alameda County Probation Department (Probation), and surveys of case managers in Measure Y-funded programs. We supplemented these data with findings from evaluation, surveys, and other research efforts administered by the individual programs.

Summary of the Findings

The Measure Y-funded violence prevention programs that serve students in the Oakland Unified School District appear to have a significant positive impact on the outcomes of these students. In our analyses we focused on three key outcomes for these students: repeat suspensions, repeat violent suspensions, and truancy. We found significant reductions in all three of these outcome areas across the full range of Measure Y programs. We also found that greater hours of participation were associated with better outcomes for participating students.

One caveat is that the number of students for whom we found suspension or truancy records was relatively small. The programs serve many students who either do not fall into these categories or for whom the program did not obtain informed consent, allowing no match to be made. The program impact on the outcomes of these unmatched students is unclear.

The probation outcomes were less positive. To estimate the impact of programs serving youth on probation, we examined 2007 arrest records for youth who were arrested in 2006. This analysis found relatively high re-arrest rates, for violent as well as non-violent offenses. We also found re-arrest rates to be higher for participants in Measure Y-funded programs than for non-participants. We think that these unfavorable results may reflect the fact that Measure Y programs serve more serious offenders than those in the probation data overall, but we need to conduct more extensive statistical analyses to test that assumption.

The case manager survey data show mixed results. Generally, the surveys (which individually cover clients served June-December 2007) confirm the findings from the OUSD and probation data, showing similar proportions of participants suspended or re-arrested. However, in many of the funded programs data were missing for a major proportion of participants. This may be because no informed consent was provided allowing programs to share these data or because case managers did not have the information needed to report on their participants' outcomes. This high rate of missing information is problematic, because a key objective of Measure Y funding is to foster programs that support strong adult engagement in participants' lives. Caseworkers' ability to report on their clients' progress is an important indicator of such engagement.

Contract management data provided by the Department of Human Services (DHS) show that the vast majority of funded programs met or exceeded their contractual benchmarks. This represents an improvement over our findings in the 2007 evaluation report, when a number of programs were falling short on these benchmarks.

Caveats

It is difficult to interpret the findings from the case manager survey because at this point we have only a single wave of these survey data. Without clear benchmarks or comparison groups it is difficult to assess whether the outcomes reported on this survey are encouraging, acceptable, or

lacking. As the survey is repeated in subsequent years it will be possible to assess whether programs improve or sustain their performance over time. In our final 2008 evaluation report we will also report comparison statistics for the outcome measures from other evaluations of similar programs, as available.

Another important caveat concerns the coverage of the data we report. To increase the reliability of the case manager survey we asked case managers to report on participants they served between June and December 2007. (Going back in time further would likely have caused too much recall error). This means that the surveys do not cover participants who received Measure Y-funded services in 2006 or earlier. To assess the programs' performance during the entire Measure Y funding period requires findings that are representative of prior years as well. Based on our 2007 implementation research we expect that programs have continued to iron out remaining start-up issues and are operating as effectively or better than they did in 2006. Thus, we believe that the 2007 data fairly capture the programs' potential to meet their service objectives and provide participants with effective services.

Conclusions and Implications

The outcome data presented in our Interim Report strongly suggest that the Measure Y-funded violence prevention programs have positive impacts on outcomes for OUSD students. There were no systematic differences in impacts across the programs and none of the program models produced significantly and consistently better outcomes than the others. It seems to matter relatively little how programs engage participants (street outreach, sports, employment, school-based services), as long as they do. What also appears to matter is the intensity of program participation (the number of hours students participate).

For some programs, the low match rate with probation data is a concern. If these rates are low because many participants in these programs do not have an arrest record, then these programs may be serving too many participants who do not meet one of their primary recruitment targets. If the issue is a lack of informed consent, the programs miss opportunities to demonstrate their effectiveness through probation data matches.

Preliminary comparisons of probation data for offenders who are Measure Y participants and other offenders do not show promising results. These results may improve when more extensive analyses are done, but thus far the criminal justice outcomes for system-involved youth served by Measure Y programs are discouraging.

The analyses presented in this Interim Report are too descriptive and preliminary to inform definitive policy implications. Those will be presented in our Year 2 evaluation report, which will be released later this year. However, some program-level implications do become apparent:

- First, it seems advisable to continue actively targeting OUSD students who are suspended or are truant. The programs appear to be making a difference for these students and the availability of linked OUSD outcome data makes it possible to continuously monitor the

programs' effectiveness in this regard. There is an extensive literature linking in-school suspension to later involvement with the criminal justice system. Thus, early success curbing school-based violence and suspensions can have significant long-term benefits (which this evaluation can document by following Measure Y participants and other suspended OUSD students for several years beyond their initial program participation).

- Second, the collection of outcome data using the Cityspan database should be improved. Missing and incomplete survey data on program participants are too common in too many of the funded programs, despite extensive efforts by DHS to improve the completeness of these data. Given that these data allow program managers as well as their counterparts at DHS to monitor the effectiveness of the Measure Y funding on an ongoing basis, their collection and analysis should remain a high priority.

Measure Y Evaluation
Interim Outcome Report on Violence Prevention Programs

April 29, 2008

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Summary

This report analyzes key outcome measures for participants in the violence prevention programs funded by the Violence Prevention and Public Safety Act of 2004 (Measure Y). The report has been prepared by Berkeley Policy Associates (BPA) and the RAND Corporation, under contract to the City of Oakland. Our analyses examine administrative data on suspensions and truancy provided by the Oakland Unified School District (OUSD). Data on arrests were provided by the Alameda County Probation Department (Probation).[1] In addition, case managers in Measure Y-funded programs were asked to provide information on key client outcomes via an online survey. This report also presents additional information provided by Measure Y grantees, including pre-existing outcome evaluations and client satisfaction surveys.

Summary of Key Findings

Overall, our analyses identified several key findings across the Measure Y-funded programs. We present these summary findings organized by the major data source on which they are based. In the body of the report, we present findings from all available data sources for each individual program.

Administrative Data: Oakland Unified School District

- **OUSD students who were suspended in the 2005-06 school year had significantly lower rates of re-suspension in the following year if they participated in Measure Y-funded programs.** Examining OUSD data for students who were suspended during the 2005-06 school year, we found that slightly more than one in four of these students were suspended again in the 2006-07 school year if they were not in a Measure Y-funded program. Among students in Measure Y programs, this proportion dropped from one in four to one in twelve, a difference that is both practically and statistically significant. These differences were statistically significant for both the number of suspensions and the rate of suspension.
- **Similarly, OUSD students in Measure Y-funded programs had much lower rates of suspension for violent offenses than those who were not in Measure Y-funded programs.** Overall, 8 percent of Measure Y service recipients were suspended in 2006-07, compared with 25 percent of their non-Measure Y peers. These differences were also statistically significant for both the number of violent suspensions and the rate at which students were suspended for violent offenses.
- **OUSD students in Measure Y-funded programs who were truant in the 2005-06 school year were less likely to be absent *for any reason* in 2006-07 than those who were not in Measure Y-funded programs.** We found that over two-thirds of students who were not in Measure Y programs and were truant in 2005-06 were absent in the 2006-07 school year as well. Fewer than one in six Measure Y students were. These differences were statistically significant both if we looked at the number of absences and at the rate of absences.

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[1] Participant service records were matched to the OUSD and Probation records by a third party encoder. At no time did the City of Oakland, or the evaluation team, have access to identifying information about program participants.

Administrative Data: Alameda County Probation Department

- **Participants in Measure Y-funded programs had fewer offenses in 2007 than in 2006.** Of those with recorded offenses in 2006, 62 percent offended again in 2007 and 29 percent had a violent offense in 2007.

- **Year-to-year reductions in the rate of offending were significantly greater for those *not* in Measure Y programs.** Of 2006 offenders not in Measure Y programs, only 29 percent re-offended and 15 percent recorded a violent offense in 2007. This suggests that Measure Y-funded programs serving youth offenders either served a more disadvantaged or challenging group of offenders, or that the programs were ineffective. Future analyses will explore these alternative hypotheses more closely.

Measure Y Grantee Case Manager Survey

- **Consistent with the analysis of the OUSD administrative data, grantee staff for the Youth Outreach and Comprehensives Services strategy, including the Outreach to Sexually Exploited Minors program, reported that very few of their clients had been suspended or expelled.** Looking only at school-age clients, grantee case managers reported that only 8 percent of Youth Outreach and Comprehensive Services clients (including Outreach to Sexually Exploited Minors program clients) had been suspended since program enrollment. Reported expulsion rates were 4 percent for Outreach to Sexually Exploited Minors clients and only 2 percent for Youth Outreach and Comprehensive Services clients.
- **Grantee staff for the Diversion and Reentry strategy reported that the majority of adult clients have been employed since entering a Measure Y-funded program.** Since program enrollment, 73 percent of clients have been employed at any time, either full-time, part-time, or in a job training program.
- **Case mangers across all programs reported that the majority of their clients receive support services.** The most frequent types of support for each strategy were: meeting with a counselor or therapist (for Outreach to Sexually Exploited Minors programs); meeting with a case manager (Youth Outreach and Comprehensive Services); and attending life skills classes (for Diversion and Reentry clients).

Next Steps

It is important to note that this is an interim report. While it discusses the key outcomes of clients of Measure Y services, it does not contain the "whole story" of Measure Y. We will produce a final report on the Measure Y Violence Prevention program in the fall of this year. That report will examine in more detail the statistical data contained herein, and will document program accomplishments and challenges in order to provide more context for the Measure Y client outcomes. Moreover, the final report will take a broader view of the violence prevention programs, exploring the collaboration between grantees, law enforcement, and other community stakeholders. The final report will contain a more complete picture of the violence prevention efforts mandated and funded by Measure Y. In addition, we will produce a separate report on the

Measure Y Problem-solving Officer (PSO) program administered by the Oakland Police Department. The evaluation subcontractor, the RAND Corporation, will take the lead on the PSO report.

Introduction

A key component of Measure Y, and of violence prevention in general, is the prevention of new crimes. Measure Y provides funds for a wide range of community programs designed to prevent teenagers and young adults from engaging in criminal activity. Some of these programs are aimed at youth who have never committed a crime, while others focus on individuals who are on probation or are returning from prison and at risk of committing further crimes. The City of Oakland's Department of Human Services (DHS) supervises all of the Measure Y violence prevention grants. Measure Y also provides funds for an ongoing independent evaluation of the program's efficacy. The evaluation team for the first two years has been lead by Berkeley Policy Associates (BPA), an Oakland-based social policy research firm, with the RAND Corporation as subcontractor.

The Measure Y-funded violence prevention programs are organized into seven *strategies,* each of which is intended to offer a set of integrated and coordinated services focusing on a specific aspect of youth violence prevention and using a shared logic model. The strategies, as defined for the purposes of this report, are: Diversion and Prison Reentry, Employment and Training, Family Violence and Mental Health Services, Gang Intervention and Prevention, School Based Prevention, Violent Incident Response, and Youth Outreach and Comprehensive Services. Within a given strategy, there are individual *programs,* which are the targeted interventions whose clients are served using a common program model. Across the seven strategies, there are 15 programs funded by Measure Y. The programs are administered by *grantees,* which are the community-based organizations and government agencies that implement and operate the Measure Y programs. In some cases, a single program is operated jointly by two or more grantees. In other cases, a single grantee may operate more than one program. Altogether, there are 22 unique Measure Y grantees. Figure 1 lists all strategies, programs and grantees.

Figure 1: Measure Y Violence Prevention Strategies, Programs and Grantees

Strategies and Programs	Grantees
Diversion and Prison Reentry	
Project Choice Provides intensive and comprehensive case management to ex-offenders **Pathways to Change** Provides intensive case management to youth on probation. **Restorative Justice** Trains community members to provide alternative conflict resolution	The Allen Temple Economic Development Corp. America Works The Mentoring Center Volunteers of America, Bay Area Attitudinal Healing Connection, Inc.
Employment and Training	
After-school Jobs and Summer Employment Provides at-risk youth with job readiness and employment skills training	Bay Area Video Coalition Youth Employment Partnership Youth Radio
Family Violence and Mental Health Services	

Strategies and Programs	Grantees
Family Violence Advocacy Intervenes to reduce the negative effects of domestic violence on children and youth **Mental Health Services** Provides mental health services to children and youth exposed to domestic violence **Youth Support Groups** Supports older youth exposed to violence, including sexual exploitation and domestic violence	Family Justice Center Family Violence Law Center

Gang Intervention and Prevention	

| **Gang Intervention and Prevention Projects**
Helps young people in, or at risk of attachment to, gangs, and teaches parents of school-age children how to keep their children out of gangs | Oakland Unified School District, Office of Alternative Education
Project Re-Connect |

Violent Incident Response	

| **Violent Incident Response**
Provides services to the victims of shootings and homicides, and their families | Alameda County Health Care Services Agency/Catholic Charities of the East Bay
Youth ALIVE! |

Youth Outreach and Comprehensive Services	

| **Street Outreach**
Intervenes with community-based mentoring, case management, and supportive services
City–County Neighborhood Initiative
Conducts community building and empowerment
Outreach to Sexually Exploited Minors
Connects these youth to supportive services and safe environments
Sports and Recreation
Intervenes with recreation activities | Alameda County Interagency Children's Policy (IPC)
Oakland City-County Neighborhood Initiative
East Bay Agency for Children
East Bay Asian Youth Center
Leadership Excellence
Office of Parks and Recreation
Sports4Kids
Youth ALIVE!
Youth UpRising |

School Based Prevention	

| **Safe Passages/OUR Kids Middle School Model**
Provides assessment, case management, and supportive services to Oakland middle school students
Second Step Violence Prevention Curriculum and Middle School Peer Conflict Resolution
Teaches skills to reduce conflict, behavioral problems, and suspensions in Oakland schools | Alameda County Health Care Services Agency
Oakland Unified School District |

Approach

The goal of the research presented in this report is to determine if the Measure Y-funded programs are having a positive and measurable impact on the outcomes of program participants. Outcome measures were defined in logic models developed by the Measure Y grantees, the City's Department of Human Services, and the evaluation team earlier in the Measure Y grant cycle. Although the intermediate and long-term outcomes vary from strategy to strategy, there are some common, short-term outcomes across many of the strategies. Depending on the age of participants these common outcome measures include suspension, truancy, and recidivism. With the former and the latter, the evaluation is particularly interested in suspensions and arrests that are the result of violent offenses. These common outcomes constitute the primary focus of this report. Data on longer-term outcomes will be gathered in future years of the evaluation.

Service Benchmarks

While this report is largely centered on suspension, truancy, and recidivism, the level of service provided by each grantee is also included. These service level data depict the "dosage" of the Measure Y funded interventions. Additionally, some service benchmarks are in themselves outcomes, such as the number of ex-offenders placed and retained in employment, or therapeutic hours of mental health care treatments. Not all of the contractual benchmarks for each Measure Y grantee are included, only those that pertain to the central mission of the grantee or demonstrate the outcomes of its clients.

Administrative Data Matching

In order to determine suspension, truancy, and recidivism rates, the records of Measure Y program participants were matched to records provided by OUSD and Probation. Sharing individual level data across public systems presents many challenges, as discussed in detail below. Protecting individuals' rights to privacy is imperative and requires significant precautions involving complicated procedures and assurances across data systems. Measure Y participant data for matching were extracted from the Measure Y Cityspan database for participants served from June 2006 through December 2007 (18 months). Matches were successfully made between Measure Y participants and OUSD student data and Probation data, with the following limitations:

- Only Measure Y service participants with a positive record in the database as having a consent form on file could participate in the match. Since both Measure Y programming and the Cityspan database had been operational for only 18 months at the time of the match extract, many participants were not yet registered in the database as having consented. This was due to a combination of some providers still acclimating to using the correct Measure Y consent form and to the difficulties of obtaining signed consent from the high-risk population that Measure Y serves. This is particularly true for youth participants, where the need to obtain signed consent from frequently absent or unavailable parents is an added barrier. Furthermore, there are individuals who refuse to consent to have their information shared for evaluation purposes. Efforts are being made currently to support all Measure Y grantees in both obtaining signed consent and ensuring that the database is current on the status of individual files.

- Only OUSD and Probation participated in the data sharing for this match. DHS is in the process of developing a data sharing agreement that will meet the specifications for obtaining adult parole and probation data. With the data matching available through the currently participating public agencies, we are only able to analyze youth program impacts at this time.
- Data matching across the different database systems is done using individuals' first names, last names, dates of birth and schools (where applicable). This match necessitates that individuals have the same name and birth date entered in each system, and that the names are spelled the same way. Use of alternate names, missing data, and data entry errors reduce the number of positive matches.
- OUSD student data do not include charter school enrollment. Additionally, the youth that Measure Y serves are highly likely to be transient and/or possibly not attending school. Many may not be attending school in Oakland public schools. These factors limit the number of possible student data matches.

Figure 2 provides the total number of program service participants available for attempted matching (consent recorded on file), the total number of data matches made (OUSD and Probation), and the corresponding match response rate.

For the OUSD data analysis we collected OUSD suspension data for the 2005-06 and 2006-07 school years and matched these data to Measure Y client identifiers (using a double-blind matching procedure that fully protects the privacy of OUSD students and the identifying participant data collected from Measure Y agencies). To create an appropriate comparison sample against which to compare outcomes for Measure Y participants, we limited the analysis to students who had been suspended in the 2005-06 school year. This sample included 401 Measure Y participants (across a wide range of programs) and 2,649 suspended OUSD students who did not participate in Measure Y-funded programs.

Similarly, we collected OUSD absence records for the 2005-06 and 2006-07 school years and again matched these records to Measure Y client identifiers. We then again narrowed the sample, this time to those with three or more unexcused absences in the 2005-06 school year. (The cutoff of three or more unexcused absences officially defines a student as "truant" in OUSD records). The resulting sample included 136 Measure Y participants who were truant in 2005-06 and 9,591 other OUSD students who also were truant but did not participate in Measure Y programs.

By selecting and matching samples of students who had been suspended or were truant in 2005-06, we sought to minimize many of the underlying differences between students who participate in Measure Y-funded programs and those who do not. All of these students share a common (and highly relevant) risk factor of suspension or truancy in 2005-06 before their participation in a Measure Y program during the 2006-07 program year.

Figure 2: OUSD and Probation Data Match Summary

Service Period: 7/1/06 - 12/31/07 (18 months)

Youth Services Program (match with OUSD data)	Number available for match	OUSD data matches	OUSD Match Rate (%)
Mentoring Center - Pathways to Change	132	50	38
Youth Employment Partnership	97	41	42
Youth ALIVE	124	44	35
Leadership Excellence	106	84	79
OUSD, Office of Alternative Education	100	43	43
Youth Radio	46	21	46
ACHCSA: ICPC: SEM	192	17	9
East Bay Agency for Children	53	23	43
East Bay Asian Youth Center	40	17	43
Sports4Kids	116	41	35
Youth UpRising	108	30	28

Youth Services Program (match with Probation data)	Number available for match	Probation data matches	Probation Match Rate (%)
Mentoring Center - Pathways to Change	132	121	92
YEP - Youth Employment	97	12	12
Youth ALIVE	124	35	28
Leadership Excellence	106	7	7
OUSD, Office of Alternative Education	100	24	24
Youth Radio	46	17	37
AC Interagency Children Policy Council	192	115	60
East Bay Agency for Children	53	n/a	n/a
East Bay Asian Youth Center	40	26	65
Sports4Kids	116	n/a	n/a
Youth UpRising	108	19	18

Youth Justice Initiative	Missing full names - did not utilize 3rd party encoder.
Oakland Parks and Recreation	No record of consent forms on file at time of match extract.
Bay Area Video Coalition	Too few records of consent on file (8) to participate in match.
City–County Neighborhood Initiative	n/a

Data matching and analysis of arrest/offense outcomes was more complicated. Our sample included 5,654 individuals who were arrested in 2006 but did not participate in Measure Y programs, and 146 who were also arrested in 2006 but did participate in Measure Y programs. For these two groups we analyzed whether and how often they offended again in 2007 and whether they had any violent offenses. We established the latter using an extensive codebook of possible offenses. Crimes determined to be violent range from threats with weapons to assaults and robberies. Because of the much wider range of possible offenses and the more narrow focus of Measure Y-funded programs on the most troubled young offenders, we are less confident that this analytical approach resulted in sufficiently comparable samples among youth offenders.

For all of the outcome analyses, we conducted t-tests and regression analyses to determine whether differences in outcomes between Measure Y participants and non-participants were statistically significant.

Case Manager Survey

During the month of February 2008, staff at Measure Y grantees were asked to complete a survey concerning the outcomes of each of the program participants they served between July 2007 and January 2008. The survey was incorporated into the Cityspan database, which grantees used to record enrollment and participation data for their clients.

Figure 3, below, provides the total number of surveys completed, the total number of program participants during the time period, and the corresponding survey response rate (referring to share of program participants in each program for whom outcomes were reported, not the number of case managers who responded to the survey).

Figure 3: Measure Y Grantee Case Manager Survey Response Rates

Grantee	Number of Surveys	Clients Served	Response Rate (%)
Bay Area Video Coalition	22	32	69
City-County Neighborhood Initiative	24	143	17
East Bay Asian Youth Center	41	108	38
Sports4Kids	43	161	27
Youth Radio	49	49	100
Family Justice Center	53	55	96
Youth UpRising	54	147	37
Alameda County IPC (Sexually Exploited Minors)	55	165	33
OUSD, Office of Alternative Education	67	68	99
Youth ALIVE!	80	109	73
Leadership Excellence	94	281	33
East Bay Agency for Children	103	112	92
Mentoring Center - Pathways to Change	125	131	79
Youth Employment Partnership	120	310	39
City of Oakland Parks and Recreation Department	191	211	91
Allen Temple	42	155	27
Mentoring Center - Project Choice	42	79	53
Youth Employment Partnership	36	55	65
America Works	82	230	36
Volunteers of America	145	168	86

The Family Violence Law Center completed an alternative survey targeting parents of children younger than five years of age who were exposed to violence and who received individual services.

Other Available Information

Where possible, we identified and collected additional information from the Measure Y grantees that further demonstrated the impact of their programs and services. Often this information was

in the form of data on participant satisfaction, which we have analyzed and included in this report. Other information included reports and evaluations performed by grantee staff or an outside agency. We have summarized and included the results of that research in this report.

Measure Y Grantees not Included in this Evaluation

Several Measure Y grantees were exempted from evaluation, including the Attitudinal Healing Connection, the Alameda County Health Care Services Agency (Violent Incident Response strategy), Oakland Parks and Recreation, and Project Re-Connect. For these grantees, data matching or a case manager survey would not be applicable or appropriate because these grantees are either pilot programs still in the process of initial implementation, or do not provide youth services. The Attitudinal Healing Connection, the Alameda County Health Care Services Agency, and Oakland Parks and Recreation are pilot programs in their implementation phase and outcome data are not yet available. Project Re-Connect is a parent education program, and thus it is not possible to match participant records with OUSD or Probation data.

Human Subject Protections

In 2006, DHS convened several meetings with BPA, Cityspan Inc. (the Measure Y database contractor), and the Measure Y grantees to develop the protocols, procedures, and tools necessary to protect the privacy of the Measure Y service recipients. The data protections are based on three principles:

- There are no personal identifiers in the Cityspan database, such as names or social security numbers, for programs that do not want to share identifiable data.
- The Cityspan database does not contain data from public partners, such as OUSD.
- BPA does not use personal identifiers for Measure Y clients when analyzing outcome data.

Based on these principles, the following eight steps are used to enter and encode data.

<u>Measure Y Grantee Data</u>
1. Measure Y grantees send identifying information to an independent third party encoder (Encoder).
2. The Encoder creates an ID and returns it to the Measure Y grantee.
3. The Measure Y grantee uses this ID to record participation data in the database, maintained by Cityspan.

<u>Public Partner Data</u>
4. The public partners send the Encoder a file with identifiers and public partner IDs for every person in their system.
5. The Encoder matches these data with the identifying information from the Measure Y grantee and creates a list of public partner IDs for Measure Y clients.

<u>Evaluation</u>
6. The encoder sends BPA a list of Measure Y grantee IDs and partner IDs and identifies which IDs are shared by the same person.
7. The public partners send BPA outcome data with their own Ids.
8. BPA matches all data and conducts the analysis.

These steps are depicted in the diagram below. BPA has developed a boilerplate consent form (with significant input from the City and the Measure Y grantees) for use by the Measure Y grantees. The Measure Y grantees tailored the consent forms for their specific clientele. These consent forms allow the programs to record, and BPA to collect, the participation and outcome data necessary for the evaluation.

It is important to note that program participants are not required to provide any personal information to receive Measure Y-funded services. Moreover, a participant can decide to revoke his or her consent at any time, at which point his or her record will be expunged from the database.

Figure 4: Human Subjects Protection Diagram
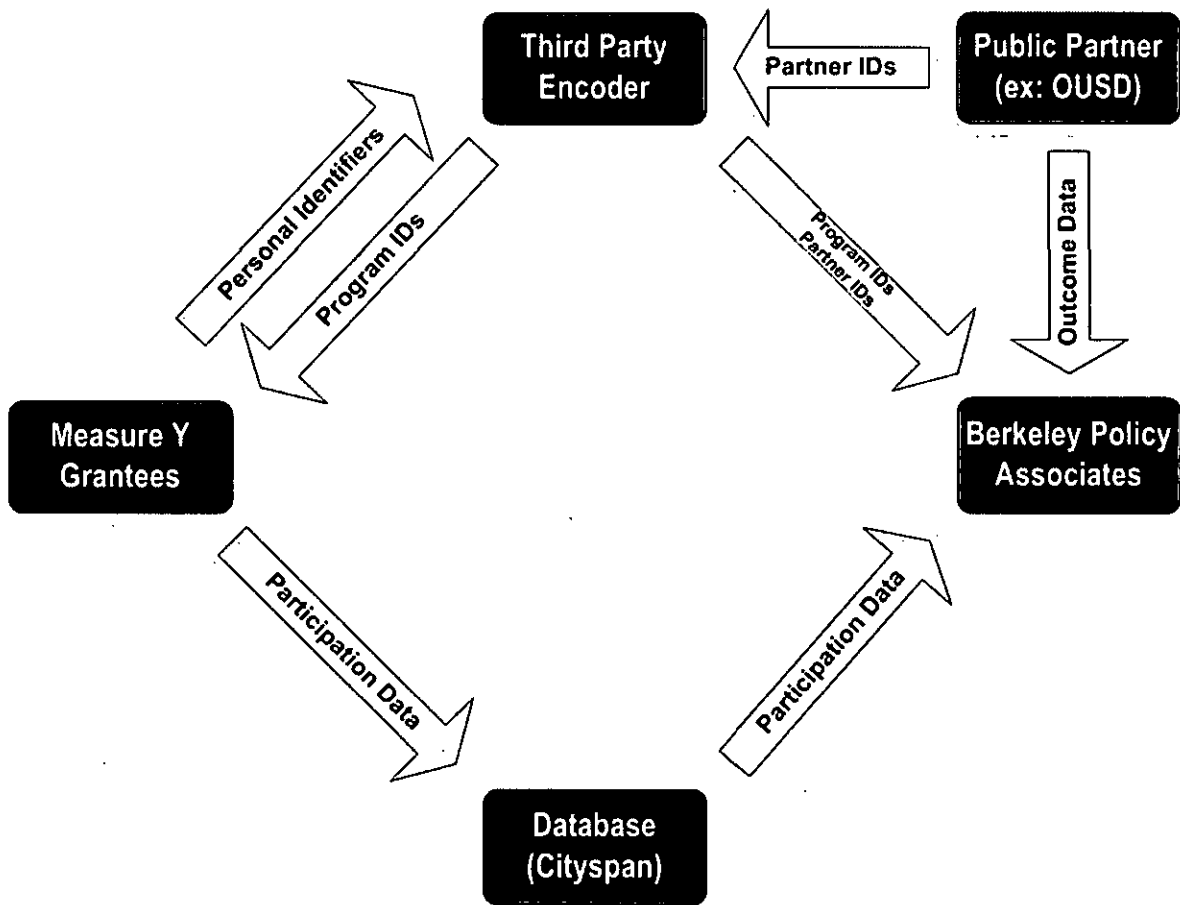
Measure Y Participant Risk Profile

Figure 5 shows the number of Measure Y participants directly impacted by each of the various risk categories targeted by Measure Y programs. The figure below represents both individual and group program participants. Most of the youth served in the after-school jobs and outreach,

sports, and recreation strategies had poor school attendance when they enrolled in the programs. Many were also suspended, expelled, and victims of violence. The concentration on students with such risk factors reflects the focus of the Measure Y programs to reach out to youth most in need of violence prevention services.

Figure 5: Number of Measure Y Participants, Key Risk Factors[2]

Risk Factor	Number of Clients
Probation	716
Parole	503
Chronic Truant	1259
Suspended	147
Expelled	44
Exposed to Violence	3271
Sexually Exploited	532
No data available	504
Total	**6976**

According to this table, it appears that the violence prevention services funded by Measure Y are generally reaching the targeted population of at-risk youth.

Organization of this Report

The balance of this document presents the analysis of the available outcome data for each grantee in the seven Measure Y strategies, obtained from OUSD records, Probation records, case manager survey results, and employment placement records. For individual grantees, summaries from other sources of research about the impact of their programs are included where available.

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[2] Some participants may be counted in more than one risk category.

Diversion and Prison Reentry

The Diversion and Reentry strategy includes the Project Choice, Pathways to Change, and Restorative Justice programs. The Project Choice program provides intensive and comprehensive case management to young adults returning from prison. The Pathways to Change program follows a similar strategy for court-referred youth on probation. Both programs involve an intensive case management model, which includes access and referrals to a wide range of services, including employment and training, mental health and substance abuse treatment, housing, and health care. The Mentoring Center's Measure Y-funded activities include both the Project Choice and Pathways to Change programs. Allen Temple and the Volunteers of America provide Project Choice services. The Attitudinal Healing Connection operates the Restorative Justice for Oakland Youth program, an alternative conflict management program based on the concept of restorative justice.

Project Choice

Three of the Measure Y grantees operate Project Choice programs. Each program is discussed individually below.

The Allen Temple Housing and Economic Development Corporation

Allen Temple serves young adults, 18 years of age through the early 30s, who are returning from San Quentin State Prison. The program components include an orientation, followed by a needs assessment, scheduled training to fill those needs, and ongoing intensive case management.

Service Benchmarks

A major component of Allen Temple's services is to assist ex-offenders in reintegrating into Oakland communities, including remaining off drugs and in gainful employment. Figure 6 below shows Allen Temple's achievements in reaching its benchmarks to assist ex-offenders. The primary outcomes of interest are the number of substance abuse and mental health referrals, the number of employment placements, and the number of clients who remain employed after 30 days, 90 days, and 180 days. For the period July 1, 2007 to March 31, 2008, Allen Temple was slightly behind expected levels of service to meet its annual benchmarks. Allen Temple has exceeded its expected annual caseload of 60 clients by serving 135 ex-offenders. This increased caseload could have an impact on the intensity of service reflected in the figure below.

Figure 6: Allen Temple Key Benchmarks from July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of clients enrolled in substance abuse treatment	10	7	70
Number of clients referred to mental health services	30	19	63
Number of clients placed in employment	36	26	72
Number of clients retained for 90 days in employment	21	8	38
Number of clients retained for 180 days in employment	15	9	60

Case Manager Survey

Allen Temple case managers completed 42 surveys[3] reporting client outcomes, representing 27 percent of all clients served during the study period. The primary outcomes of interest for the Project Choice program are employment and arrest outcomes. The surveys indicate that Allen Temple has been successful in finding employment and training opportunities for the majority of clients, and that those clients have not re-offended. But with the low response rate, these findings should be interpreted cautiously.

- Since program enrollment, case managers reported that 60 percent of clients have been employed or enrolled in job training at any time. Among employed clients with valid responses (n=26), 32 percent were employed full-time, 24 percent were employed part-time and 44 percent were enrolled in a job training program, and all of the job training recipients (n=11) were enrolled in a subsidized job training program.
- Since enrollment, 26 percent were reported as having been arrested (n=11); only one client had committed a violent offense, and the remaining arrests were for non-violent offenses or parole/probation violations.

Project Choice Evaluation

An evaluation conducted by Hatchuel Tabernik & Associates (HTA) studied the Project Choice programs operated by the Allen Temple and the Mentoring Center between 2002 and 2006. The evaluation research methodology included the following:[4]

1. Observation of Reentry Committee Steering Committee and other project management meetings.
2. Interviews with key stakeholders and with clients returned to custody.
3. Surveys of steering committee members every six months.
4. Reviews of case manager reported client data on intake, in-prison services, transition, and post-release every six months.
5. Client satisfaction surveys pre- and post-release.
6. Case manager satisfaction surveys.

The HTA evaluation also initially involved construction of a comparison group from data provided by the Juvenile and Adult Divisions of the Parole Board. The evaluators constructed a match between Project Choice clients and other formerly incarcerated persons of a similar demographic profile released in the same time period. They ultimately concluded, however, that analysis of comparison group data would not enhance their understanding of client outcomes. In the course of the evaluation, several other caveats emerged with respect to data collection activities, including that responses from the participant satisfaction survey and focus groups likely suffered from a selection bias towards highly motivated clients, and involved a small sample (n=15 on pre-release survey; n=23 on post-release survey).

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[3] All 42 of these clients had already been released from prison and are thus all included in the survey results.
[4] Corey Newhouse and Naneen Karraker. *Project Choice Final Evaluation Report: Findings from the Program Years 2002-2006*, City of Oakland Department of Human Services, Hatchuel Tabernik & Associates, 2006.

<u>Study Outcomes</u>

The HTA evaluation results discussed both participant and staff satisfaction, as well as client outcomes.

Participant and Staff Satisfaction

Participants reported high levels of satisfaction, especially with case managers whose "authentic and quality support" was crucial to any progress they made. They also indicated that their initially resistant attitudes toward the program shifted during the course of the program toward a much greater willingness to participate. They identified pre-release activities as initiating the motivation they needed to continue with the program post-release, and they appreciated the support, positive reinforcement, and ability to learn about themselves that the program offered. Fewer than half, however, regarded their reentry plans as realistic, and some 70 percent did not believe they could follow through with their plans upon returning to Oakland. At the same time, most felt they "got what they needed after returning to Oakland" and referred to post-release resources and support, counseling, group meetings, and one-on-one sessions as among the program's "best" aspects.

Case mangers had similarly positive views of the program, and placed particular value on the program's ability to assist clients with access to services and support post-release. Among these supports, they felt confident that clients would achieve substance abuse treatment and counseling goals, but less confident that clients could meet educational and vocational goals. They also identified the opportunity to work effectively with Parole Agents and community-based providers (in multi-disciplinary teams) as an important program accomplishment. They believed that program improvements should include the creation of a housing facility, increases in financial support to clients, and the expansion of substance abuse programs.

Reentry Steering Committee members echoed case managers with respect to their satisfaction with the overall collaborative structure of the multi-disciplinary teams, citing their belief that no single organization could have accomplished alone what Project Choice inter-agency collaboration had achieved. They felt confident that the project would foster new partnerships among agencies and, in so doing, reduce recidivism rates among clients, and improve employment and educational outcomes.

Client Outcomes

Among the evaluation authors' most important caveats was their warning that they were "unable to draw strong conclusions about client use of services and whether or not clients were able to remain in the community" (p 21). At the same time, they were able to report several important proximal outcomes for clients. These included an 83 percent stable housing rate and a 57 percent employment rate among clients (similar to the 60 percent rate reported in the current evaluation's survey). All clients who sought physical health services, and about half of those who reported needing substance abuse treatment, received them.

With regard to the program's central goal, reduced recidivism, the evaluators found a lower rate of recidivism among program participants compared to statewide and other comparable state rates. They defined recidivism as reincarceration for a violation of parole or following conviction for a new offense. The overall recidivism rate for Project Choice clients was 45.5 percent during

the three-year project period (52.2 percent for the adult division and 40.6 percent for the juvenile division). The statewide recidivism rate among adults was 70 percent, and among juveniles it was 75 percent. Thus, the evaluators found a significantly lower rate of recidivism among program participants. Importantly, and despite the fact that all participants had previously committed serious or violent crimes, most of their re-arrests involved substance abuse or absconding from supervision. (These figures are not directly comparable to the shorter-term re-arrest rate of 26 percent reported in the current evaluation, but are not inconsistent with our findings).

The evaluators found no statistically significant differences among clients who returned to custody and those who did not. They also found no significant differences between clients in the adult and juvenile divisions, although adults most often returned to prison for a new term while youth clients most often returned for a parole violation. However, differences in how the adult and juvenile divisions handled clients may have accounted for this pattern.

While the sample size was too small to draw conclusions regarding direct influence, it appeared that clients who received flex funds for basic quality of life and stability support (food, rent) were less likely to return to custody. At the same time, case managers explained that they tended to provide flex funds to clients whom they believed to be motivated. Not surprisingly then, clients who received rental assistance, food vouchers, general merchandise funds, and transportation funds were less likely to return to prison.

The Mentoring Center – Project Choice Program

The Mentoring Center works to provide support and opportunities for young people, especially. those on probation or parole who are at high risk of re-offending. They use model mentoring, training, advocacy, and technical assistance to help youth reach their full potential. Its Measure Y-funded programs include a Project Choice program.

Service Benchmarks

Key benchmarks for the Mentoring Center's Project Choice program are the number of clients in job training programs, life skills classes, and support groups. As shown in Figure 7, below, the Mentoring Center Project Choice program has already met or surpassed its annual goals in the third quarter of the fiscal year ending June 2008. Group session hours are lower than anticipated for the third quarter. So while more clients are being served, it appears there is less support group time spent per client.

Figure 7: The Mentoring Center Project Choice Program Key Benchmarks, July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of clients placed in employment training	15	15	100
Number of clients enrolled in life skills classes	35	36	103
Number of clients enrolled in support groups	35	42	120
Number of group session client hours	4000	2380	60

<u>Mentoring Center Project Choice Case Manager Survey</u>

Project Choice case managers at the Mentoring Center completed 42 surveys regarding the outcomes of their program participants, representing a 53 percent response rate; however, outcomes are reported only for the 36 clients who have already been released from prison. The results of these 36 surveys indicate that the Mentoring Center Project Choice program has found employment or training for a majority of its clients, and that none of the clients were recidivated for a violent offence.

- Since program enrollment, 64 percent of clients have been employed or enrolled in job training at any time. Among employed clients with valid responses (n=23), 17 percent were employed full-time, 39 percent were employed part-time, and 39 percent were enrolled in a job training program; of the job training recipients (n=10) all were either enrolled in an unsubsidized job training program (n=3) or did not respond to the question about subsidy status (n=7).
- Only 22 percent were recorded as having been arrested; of those arrested (n=8), none had committed a violent offense and all of the arrests were for non-violent offenses or parole/probation violations.

Volunteers of America, Bay Area – Project Choice Program

The Volunteers of America's Project Choice program is open to men aged 18 – 35 who are incarcerated in San Quentin State Prison and are returning to Oakland on parole. To be eligible for the program they may be violent or non-violent offenders, but they may not be sexual offenders. The program is designed to facilitate a successful (i.e., lawful, self-supporting, and satisfying) reentry into society through intensive case management in the first six months after release from prison.

<u>Service Benchmarks</u>

Figure 8 displays the level of services Volunteers of America Project Choice Program provided to ex-offenders from San Quentin, where the focus is on intensive case management and family support for up to a year before and after release. The services of note here are the number of clients receiving one-on-one case management, and the number of clients enrolled in supportive services. For the period July 1, 2007 to March 31, 2008, Volunteers of America has well exceeded the targeted numbers of clients served and support group services.

<u>Volunteers of America Project Choice Case Manager Survey</u>

The summary of Volunteers of America's Project Choice case manager survey is combined with the summary of their Crew-based Employment program, below.

Figure 8: Volunteers of America Project Choice Program Key Benchmarks, July 2007 to March 2008

Benchmark	Annual Goal	Number Served	Percent of Goal Reached
Number of case management clients	120	149	124
Number of clients enrolled in support groups	110	118	107
Number of client hours of support groups	1000	2312	231

Other Diversion and Prison Reentry Programs

Two of the Project Choice grantees, The Mentoring Center and Volunteers of America, operate additional diversion and prison reentry programs. These, along with the America Works supported employment program, are discussed below.

Volunteers of America, Bay Area – Crew-based Employment Program

Volunteers of America also operates a Measure Y-funded crew-based employment program that provides ex-offenders with subsidized, crew-based employment for three months while living in subsidized supportive housing in Fruitvale, San Antonio, Downtown, or West Oakland. Key benchmarks for the crew-based employment program are employment placements, job training enrollment, and work experience. By the third quarter of fiscal year 2007-08 it appears that Volunteers of America's crew-based employment program will meet or surpass its annual goals for placing clients in jobs, job training, and affording them valuable work experience.

Figure 9: Volunteers of America Crew-Based Employment Program Key Benchmarks from July 2007 to March 2008

Benchmark	Annual Goal	Number Served	Percent of Goal Reached
Number of clients placed in employment	28	21	75
Number of clients enrolled in job training	40	32	80
Number of client hours of work experience	9600	9088	95
Number of clients with 200 hours of work experience	40	25	63

Volunteers of America Case Manager Survey (Project Choice and Crew-based Employment Programs)

Volunteers of America's case managers completed 145 surveys about their clients, for an 86 percent response rate. However, the following results are reported only for the 98 clients who have already been released from prison. These results indicate that most of the Volunteers of America clients have not found employment or job training; however, these survey results are inconsistent with the service level data, which show largely positive outcomes for clients of the two Volunteers of America programs. In addition, there were high non-response rates for the education outcomes and job skill attainment portions of the surveys. The high non-response rates for these and several other items were unexpected: the intensive nature of one-on-one case

management services, and the close supervision inherent in crew-based employment, would lead us to expect that case managers would be well aware of their clients' progress and outcomes. This inconsistency will require further investigation for the final report.

- Since program enrollment, 30 percent of clients have been employed or enrolled in job training at any time (n=28). Among employed clients and those in training, 39 percent were employed full-time, 18 percent were employed part-time, and 43 percent were enrolled in a job training program. Among the job training recipients (n=12), 85 percent were enrolled in a subsidized job training program.
- Since enrollment, 6 percent were recorded as having been arrested; of those arrested (n=6), all of the arrests were for non-violent offenses. However, over half (58 percent) of the clients had no entry for this measure. It is unclear why case managers were unable to report on the arrest outcomes of their clients, particularly due to the intensive nature of the service provided.
- Most clients have not achieved any of the educational milestones specified in the survey: 9 percent had received a GED, 6 percent had received some type of post-secondary education credit, 3 percent had received a high school diploma and 1 percent had received a job skills certification; the remainder were either non-responses (47 percent) or indicated that the measures were not applicable (34 percent). Approximately one-third (66 percent) were engaged in some type of post-release support activity, with life skills training (19 percent) as the most common form of post-release support.
- Housing outcomes, another possible measure of post-release progress, are difficult to assess given high non-response rates for this item. With regard to a clients' housing situation since program enrollment, 40 percent lived with family, 13 percent lived in a shelter, 2 percent lived in rental housing, 3 percent lived in a hotel, or motel and 2 percent were homeless; the remaining 40 percent were non-responses. Grantee staff were also asked how many times each client had moved since program enrollment. Again, there was an extremely high non-response rate (62 percent). Among those for whom responses were entered, 22 percent had not moved, 7 percent had moved once, 4 percent had moved twice, and 4 percent had moved 3 or more times.

The Mentoring Center – Pathways to Change Program

The Mentoring Center's Pathways to Change program is for youth on probation who have been referred by the court for assistance in moving away from further crime.

Service Benchmarks

The Pathways to Change diversion program model is based on low caseloads per case manager to allow for frequent contact with clients and their families, and careful coordination of referrals and delivery of community services. The key service benchmarks here are the number of clients and the hours of client services. Figure 10 below shows that the Pathways to Change program is on track to exceed its target for the number of clients receiving case management; however, case management hours are slightly lower than anticipated. Group session hours are approaching year-end goals, and the number of group sessions has already surpassed the annual target.

Figure 10: The Mentoring Center Pathways to Change Program Key Benchmarks, July 2007 to March 2008

Benchmark	Annual Goal	Number Served	Percent of Goal Reached
Number of case managed clients	140	133	95%
Number of case management hours	7000	4448	64%
Number of group session client hours	2000	1901	95%
Number of group sessions	54	71	131%

Administrative Data Match

The records of 50 participants in the Pathways to Change program were matched with records from OUSD. As shown in the figures below, Pathways to Change students who were suspended in 2005-06 were less likely than other OUSD students to be suspended in 2006-07, for both violent and non-violent offenses. Pathways to Change students were also less likely than other OUSD students to be truant in 2006-07 after being truant in 2005-06, and on average had fewer unexcused absences in 2006-07 than other OUSD students.

Figure 11: Rate of Repeat Suspension and Suspension for Violent Offense in School Year 2006-07 for OUSD Students Suspended in the Previous School Year
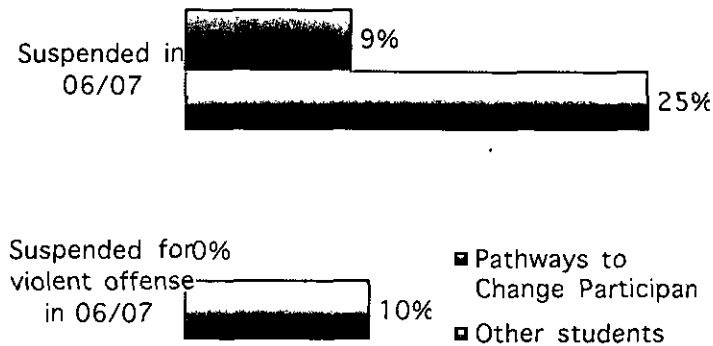
There were 54 Pathways to Change clients for whom we found a match in Probation records. Of these clients, 70 percent were arrested in 2006[5] and 39 percent had a violent offense in 2006. Of those arrested in 2006, 70 percent were again arrested in 2007, and almost 39 percent were arrested for violent offences. As discussed above, these figures compare unfavorably to the general population of 2006 juvenile offenders. However, due to the complexity of the process of matching given the wide range of potential offenses, we did not attempt to closely match Pathways to Change participants to similar juvenile offenders not enrolled in Measure Y-funded programs. Such analyses will be conducted in the future.

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[5] It is possible that some clients offended in 2005 or 2007 but not in 2006.

Figure 12: Pathways to Change Program Participant Truancy Rates from 2005-06 to 2006-07
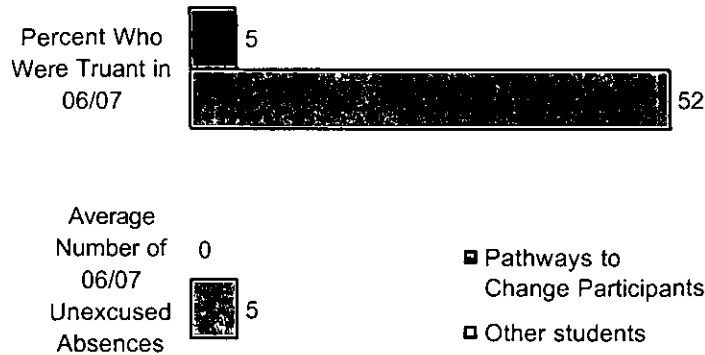
The Mentoring Center – Pathways to Change Case Manager Survey

Case managers completed surveys for 125 youth from the Mentoring Center's Pathways to Change program (out of 131 total clients). Outcomes of interest from this survey include rates of violent victimization, witnessing violence, suspension, expulsion, and arrest. Notably, Pathways to Change clients have a relatively low suspension rate, and very few clients have been expelled from school while participating in the program. While approximately a quarter of participants have been arrested since program enrollment, most of these arrests were for non-violent offenses or parole/probation violations.

?? Since program enrollment, 9 percent of clients were reported as having been victims of violence and 22 percent were reported as having witnessed violence.

?? For the 112 school-age clients, 12 percent of students had been suspended since program enrollment, and 1 percent had been expelled; however, approximately 20 percent of surveys had no response for the suspension and expulsion questions.

?? Case managers reported that since enrollment 64 percent of clients had not been arrested, 26 percent were recorded as having been arrested, and the remaining 10 percent did not have a response to this question. Of those recorded as arrested (n=32), only 10 percent of clients were arrested for a violent offense and the remaining arrests were all for non-violent offenses or parole/probation violations.

Pathways to Change Evaluation

Safe Passages evaluated the Mentoring Center's Pathways to Change program in 2005. The Safe Passages evaluation analyzed the following:[6]

1. The probation data for 160 Pathways to Change youth were tracked for five points in · time, where possible: prior to program enrollment, during program enrollment, and at six,

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[6] Safe Passages *Outcome Report 2005.* http://safepassages.org/reports/outcome_report_2005.pdf

twelve, and eighteen months following program enrollment.
2. A group of 160 youth comparable to the Pathways youth in offense, ethnicity, gender, age, and arrest history were identified, tracked over the five points in time, and compared to the Pathways youth.

The Safe Passages evaluation defined recidivism as a new referral to probation, not including probation violations. Probation violations can include not attending school, not meeting curfew, or missing a court date, but they do not include a new offense. Since the Pathways to Change program's focus is on reducing youth violence, the Safe Passages evaluation did not include probation violations in its analysis of recidivism data.

Comparison Group Study Recidivism Analysis

Safe Passages matched 161 non-program delinquent youth to the Pathways to Change youth based on age, gender, ethnicity, referral date, and number of prior offenses. Figures 13 and 14 show the results of data analyses comparing these two matched groups.

Figure 13: Recidivism Table: Pathways to Change Youth and Comparison Group

Time from Program Enrollment	Subsequent Referrals None	At Least One	Percent Recidivism
6 months			
PTC	103	57	36
Comparison	101	59	37
12 months			
PTC	88	72	45
Comparison	73	87	54
18 months			
PTC	83	77	48
Comparison	62	98	61

Source: Safe Passages *Outcome Report 2005*. http://safepassages.org/reports/outcome_report_2005.pdf

Figure 14: Recidivism Chart: Pathways to Change Youth and Comparison Group
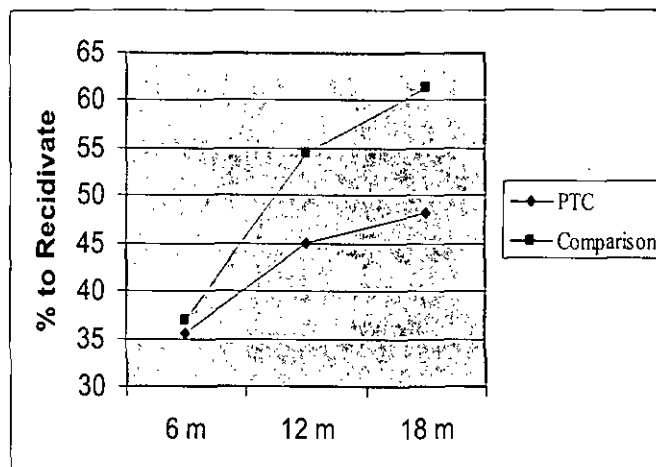
Source: Safe Passages *Outcome Report 2005*. http://safepassages.org/reports/outcome_report_2005.pdf

At six months after program participation, both groups were comparable, with a recidivism rate of around 36 percent. After 12 months of participation, Pathways to Change youth had a 45 percent recidivism rate compared to 54.3 percent for the comparison group. Finally, at 18 months, Pathways to Change youth had a 48 percent recidivism rate compared to a 61.3 percent recidivism rate for the comparison group.

Figure 15: Pathways to Change Percent Increase in Recidivism from 6 to 18 months
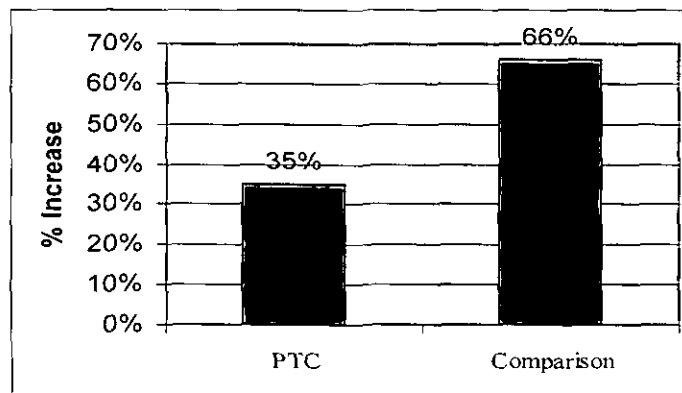
Source: Safe Passages *Outcome Report 2005*. http://safepassages.org/reports/outcome_report_2005.pdf

OUSD Attendance and Suspension Data

In 2003, OUSD attendance and suspension data for 13 Pathways to Change clients were examined for the 6-month period during which they were enrolled in the program. On average, these youth saw a 26 percent reduction in absenteeism and a 71 percent reduction in suspensions.

Participant Satisfaction Survey Data

Pathways to Change program youth and their parents who participated in the program from December 2004 through June 2005 were asked to rate the program in several areas. The percent of parents and youth who agreed with each survey question is listed in the table below.

Figure 16: Pathways to Change Participant Satisfaction Survey Results

	Percent Agree	
	Dec '04	Jun '05
My child benefited from this program some/a lot	92	100
I feel I benefited from this program some/a lot	100	100
My child's success at school/job training is better	77	71
My success at school/job training is better	89	91
My child's ability to communicate is better	46	71
My ability to communicate is better	22	73
My child's ability to connect with adults is better	38	64
My ability to connect with adults is better	44	73

Source: Safe Passages *Outcome Report 2005*. http://safepassages.org/reports/outcome_report_2005.pdf

Altogether, the results of this evaluation are consistent with the results of the OUSD and Probation data analyzed for the current evaluation. The absolute levels of recidivism in the Probation data on Pathways to Change participants are comparable, especially considering that

parole violations are included in the recidivism data in the current evaluation, while they were excluded in the Safe Passages evaluation.

America Works

America Works provides direct job placement to young adults (under age 35) on parole and probation, with follow-up services to guarantee a 60 percent retention rate after 180 days. America Works is a private company that places hard-to-serve clients, including ex-offenders. America Works clients are placed in "Supported Work" positions for up to a 180-day probationary period. During Supported Work, America Works case managers mentor clients on personal and professional issues, meet with their supervisors on the job, and meet with clients after working hours. The case managers' small caseloads of 20 clients allows for intensive one-on-one counseling and coordinated social services referrals, to support long-term employment.

Service Benchmarks

As an employment program, the key service benchmarks for America Works are the number of clients placed in employment, and their job retention at the 30-day, 90-day, and 180-day milestones. As the figure below shows, by the third quarter of fiscal year 2007-08, America Works had made substantial progress in placing clients in employment, but longer-term retention rates at this point were not as encouraging.

Figure 17: America Works Key Benchmarks, July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of clients placed in employment	101	86	85
Number of clients retained for 30 days in employment	92	66	72
Number of clients retained for 90 days in employment	77	35	45
Number of clients retained for 180 days in employment	61	11	18

Case Manager Survey

Case managers at America Works completed 82 surveys regarding the outcomes of their program participants, representing a 36 percent response rate; however, 42 of these surveys were for clients who had not yet been released from prison, so outcomes are reported only for the remaining 40 surveys. Case managers did not respond to questions about clients' arrest rates or educational milestones, so the only available outcome measures are post-release support activities and employment placement, on which America Works participants did quite well.
- Since program enrollment, 100 percent of clients have been employed or enrolled in job training at any time. Most clients (68 percent) were employed full-time, 18 percent were employed part-time, and the remainder had no entry for the question on work intensity.
- All clients had participated in life skills training since program enrollment.

Employment and Training: After-school Jobs and Summer Subsidized Employment

Programs in this strategy provide employment training for at-risk youth in a variety of occupations. Grantees include the Bay Area Video Coalition, Youth Radio, and the Youth Employment Partnership. These employment training programs seek to provide at-risk youth with specific marketable job skills and with intangible job-readiness qualities that are necessary to find and maintain gainful employment. By presenting enjoyable and exciting job opportunities, the programs also seek to reinforce the importance of completing high school as a gateway to similar job opportunities in the future.

Bay Area Video Coalition

Bay Area Video Coalition runs a program called Youth Sounds, which provides technology training, literacy intervention, professional development, and employment services on the McClymonds High School campus.

Bay Area Video Coalition has only seven participants in the Cityspan database who had completed consent forms, and only two of these had corresponding OUSD records (there were no matches in the Probation database). As such there was insufficient OUSD or Probation data available to compare participants' outcomes with the general population. Being a school-based program, it is notable that there was so little OUSD data available for program participants.

Service Benchmarks

Often youth employment programs impart not only technical skills, but also teach students job readiness skills to reinforce the habits of professionalism required for success in the workplace. The key benchmarks for the Bay Video Coalition include training in both "soft" and "hard" skills. By the third quarter of fiscal year 2007-08, the Bay Area Video Coalition had already well exceeded its annual targets for life skills training, job training enrollment, and job training hours.

Figure 18: Bay Area Video Coalition Key Benchmarks, July 2007 to March 2008

Benchmark	Annual Goal	Number Served	Percent of Goal Reached
Number of client hours of life skills	108	150	139%
Number of clients enrolled in job training	30	34	113%
Number of client hours of job training	300	2467	822%

Case Manager Survey

Case managers completed surveys for 22 youth, out of 32 total clients. Outcomes of interest from this survey include rates of violent victimization, witnessing violence, suspension, expulsion, and arrest. Notably, Bay Area Video Coalition clients have a relatively low suspension rate, and no clients have been expelled from school or arrested while participating.

- Since program enrollment, 5 percent of clients were reported as having been victims of violence and 50 percent were reported as having witnessed violence.
- For the 20 school-age clients, 15 percent of students had been suspended since program enrollment, and none had been expelled.
- Case managers reported that none of the 22 clients had been arrested since program enrollment.

Youth Employment Partnership

Youth Employment Partnership (YEP) runs the Career Try-Out program, which provides after-school training and paid internships for at-risk youth. It is operated in conjunction with the East Bay Asian Youth Center (in the Fruitvale/San Antonio neighborhoods), Youth UpRising (in East Oakland), and the George P. Scotlan Center (in West Oakland). Youth Employment Partnership also recruits youth for the Mayor's Summer Jobs Program, which provides paid summer internships and paid job readiness skills workshops. For young adults, the Intensive Reentry Training and Employment program provides paid training to young adults under age 25 who are on probation or parole, through an intensive, subsidized, on-the-job training program in the construction industry.

Service Benchmarks

Key benchmarks for YEP's after-school jobs program are work experience and life skills acquired by its clients. Progress made by the third quarter of fiscal year 2007-08 indicates that YEP will meet or exceed its targets for client work experience hours and life skills training hours.

Figure 19: Youth Employment Partnership After-School Jobs Key Benchmarks, July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of client hours of work experience	18000	14095	78%
Number of client hours of life skills	6000	4810	80%

Intensive Reentry service benchmarks of interest include client work experience, job training enrollment, and intensity of job training services. The Intensive Reentry program clients had neared annual work experience hours goals and exceeded annual targets for education and job training by the beginning of the third quarter.

Figure 20: Youth Employment Partnership Intensive Reentry Key Benchmarks, July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of client hours of work experience	4560	4028	88%
Number of client hours of education	2850	3792	133%
Number of clients enrolled in job training	21	50	238%
Number of client hours of job training	3040	3264	107%

Administrative Data Match

The records of 41 participants in the Youth Employment Partnership program were matched with records from OUSD.

As shown below, Youth Employment Partnership students who were suspended in 2005-06 were less likely than other OUSD students to be suspended in 2006-07, for both violent and non-violent offenses. Youth Employment Partnership students were also less likely than other OUSD students to be truant in 2006-07 after being truant in 2005-06, and had fewer average unexcused absences in 2006-07 than other OUSD students.

Figure 21: Youth Employment Partnership Participant Suspension Rates from 2005-06 to 2006-07

Suspended in 06/07   3%   25%

Suspended for violent offense in 06/07   0%   10%

■ Youth Employmen Partnership Participants
□ Other students
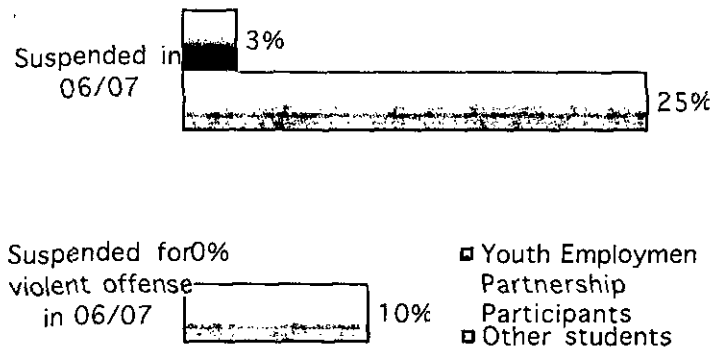
Figure 22: Youth Employment Partnership Program Participant Truancy Rates from 2005-06 to 2006-07

Percent Who Were Truant in 06/07   10   52

Average Number of 06/07 Unexcused Absences   0.3   5

■ Youth Employmen Partnership Participants
□ Other students
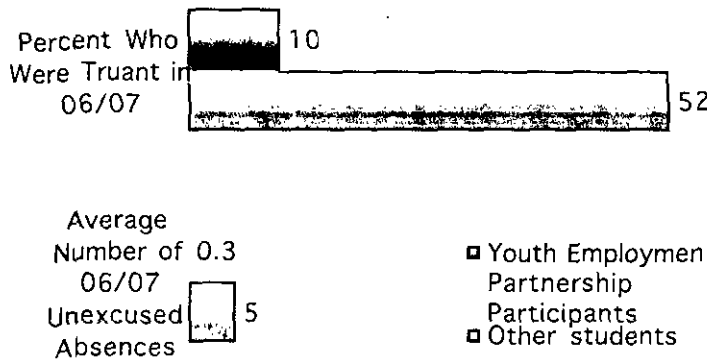
Case Manager Survey

YEP case managers completed surveys for 120 of their clients, representing a response rate of 39 percent. Outcomes of interest from this survey include rates of violent victimization, witnessing violence, suspension, expulsion, and arrest.

- Since program enrollment, 1 percent of clients were reported as having been victims of violence and 10 percent were reported as having witnessed violence.
- For the 111 school-age clients, case managers reported that one student was suspended and none had been expelled since program enrollment. (The OUSD data match confirmed these low suspension rates).
- Case managers reported that none of the 112 youth had been arrested since program enrollment.

Mayor's Summer Jobs Program Survey

YEP staff surveyed 403 participants in the Mayor's Summer Jobs Program. The survey found:

- **High Levels of Participant Satisfaction.** Respondents reported both higher levels of confidence and better preparation for employment and postsecondary education as a result of participating in the program.
- **Lower Post-program Frequency of Encounters with Police.** Most respondents reported that they had infrequent encounters with the police post-program, and there was a significant decrease in the percentage of respondents who reported monthly or weekly encounters with the police after program participation.
- **Nearly half of respondents obtained paid employment after program participation.** There was an overall post-program increase in paid employment. The majority of respondents who obtained paid work after participation, however, already had paid work experience prior to entering the program.

Program Satisfaction Measures

Overall, respondents reported high levels of satisfaction with the program's influence[7] on both their future and their self-confidence. As demonstrated below, over 70 percent of respondents strongly agreed and over 90 percent of respondents agreed or strongly agreed that, as a result of the program, they know how to apply for jobs, have stronger resumes, can reach their goals, have learned helpful skills for the future, and will have stronger college applications. Further, respondents also reported increased self-esteem: over 90 percent of respondents reported that the program "definitely" or "somewhat" improved their interview skills and confidence, confidence in dealing with others, and belief in their own influence, and over 70 percent reported that the program "definitely" or "somewhat" improved their feelings about themselves.

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[7] Note that the data only represent respondent's perceptions of themselves *after* completing the program rather than a comparison of their perceptions before and after completing the program.

Figure 23: Mayor's Summer Jobs Program Participant Satisfaction Measures: Future Perception
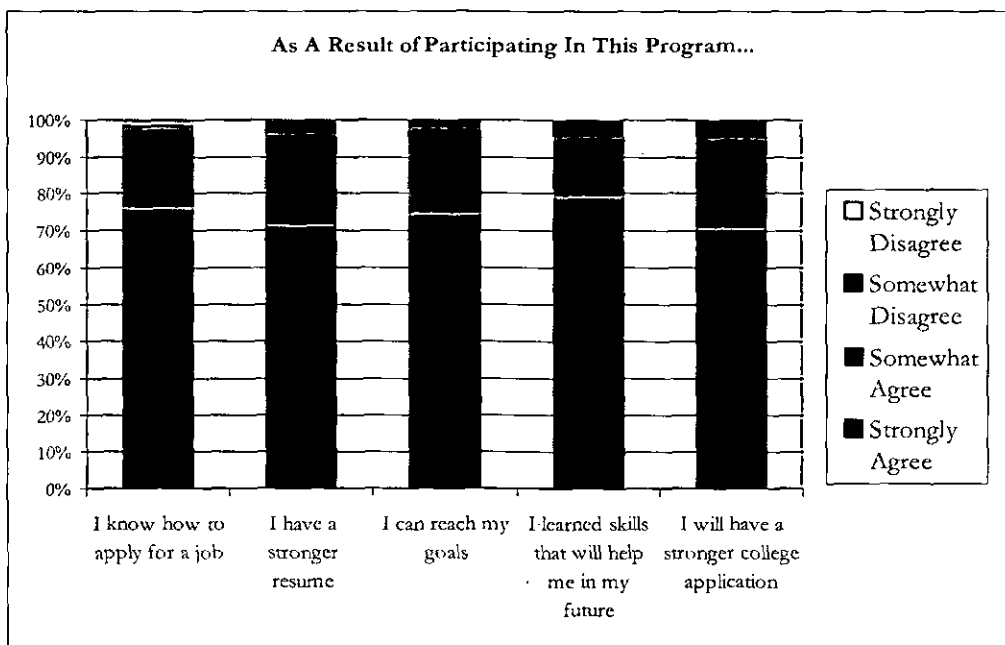
Figure 24: Mayor's Summer Jobs Program Participant Satisfaction Measures: Self-Confidence
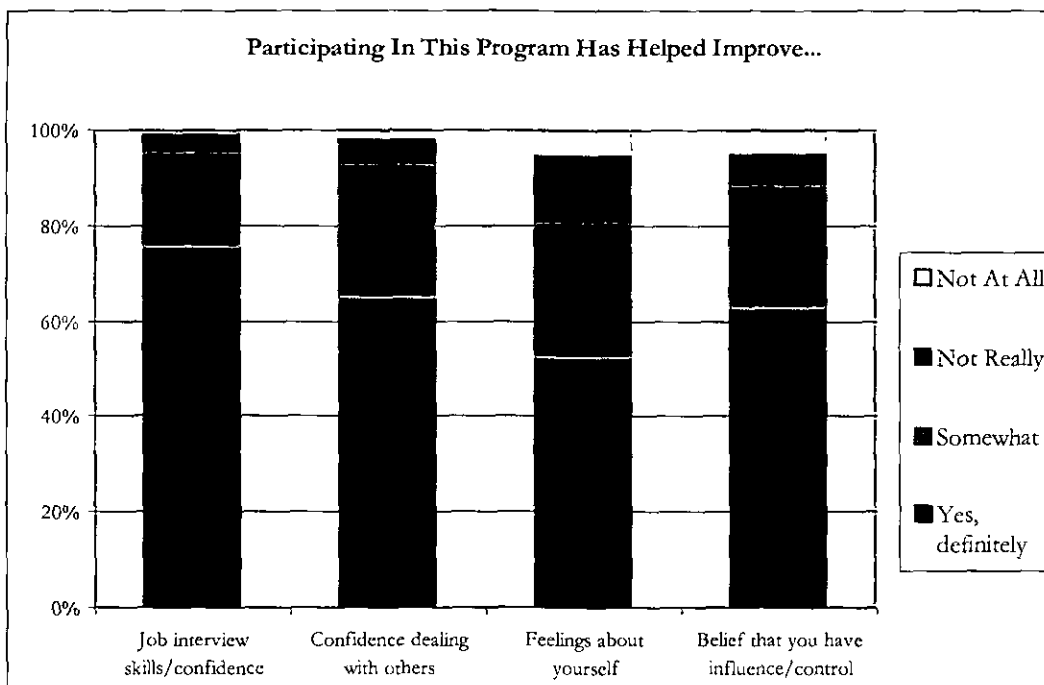
Outcome Measures

Three areas from this survey serve as outcome measures: paid employment, frequency of police encounters, and plans for postsecondary education. In general, the program did not seem to serve

youth who entered having regular police encounters or who did not have plans for postsecondary education when they joined the program. However, as discussed below, respondents reported (1) a significant overall increase in paid employment after program participation and (2) a significant decrease in police encounters.

As shown below, almost half (48 percent) of respondents reported obtaining paid work after program participation. A majority (62 percent) of these respondents had prior paid work experience, which translates into a significant overall increase in paid employment from 29 percent to 48 percent. (Those with paid work experience before entering the program were more likely to also have paid work afterward).

Figure 25: Mayor's Summer Jobs Program: Employment Outcomes

Paid Work

58%	40%	2%

Categories: yes, no, missing

Legend: ▣ Before Program ■ After Program
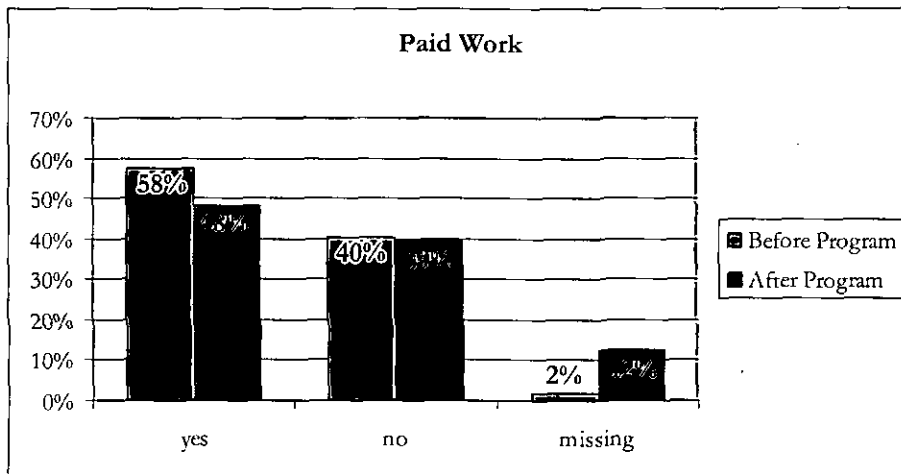
As demonstrated below, over 80 percent of respondents reported "never" or "rarely" having encounters with the police both before and after program participation. However, the number of participants reporting either "occasional" or "frequent" encounters with police declined by one-third after program participation, from 17 percent (11 percent occasionally, 6 percent frequent) to 12 percent (6 percent occasionally, 6 percent frequent), and this decline was statistically significant ($p<.01$). Overall, the program did not appear to serve youth who had regular encounters with the police, although it is also possible that program participation was a deterrent to criminal activity, especially in light of the fact that (1) studies show that lack of engagement leads to criminal behavior among youth, especially at-risk youth, and (2) the survey instrument shows that the "never/rarely" category encompasses anywhere from zero to five police encounters per year, so any reductions within that range are not represented in the data.

Figure 26: Mayor's Summer Jobs Program-Encounters with Police

Frequency of Encounters With Police

Before Program
After Program

never/rarely, <5 per yr   occasionally, at least one per month   frequently, at least once per week
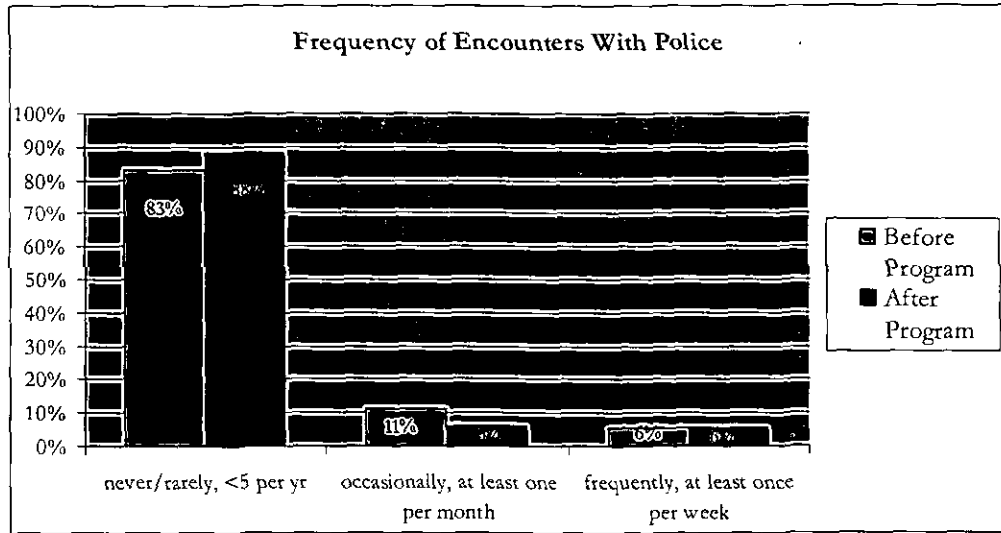
The majority of respondents also reported plans to go to college after the program, as shown below. Although there was no substantial change in college plans, the small differences between college plans before and after the program were statistically significant. (Fishers' exact test, p<.01).

Figure 27: Mayor's Summer Jobs Program-Plans to Attend College

Plans To Go To College

Before Program
After Program

yes   not sure   no   n/a in college
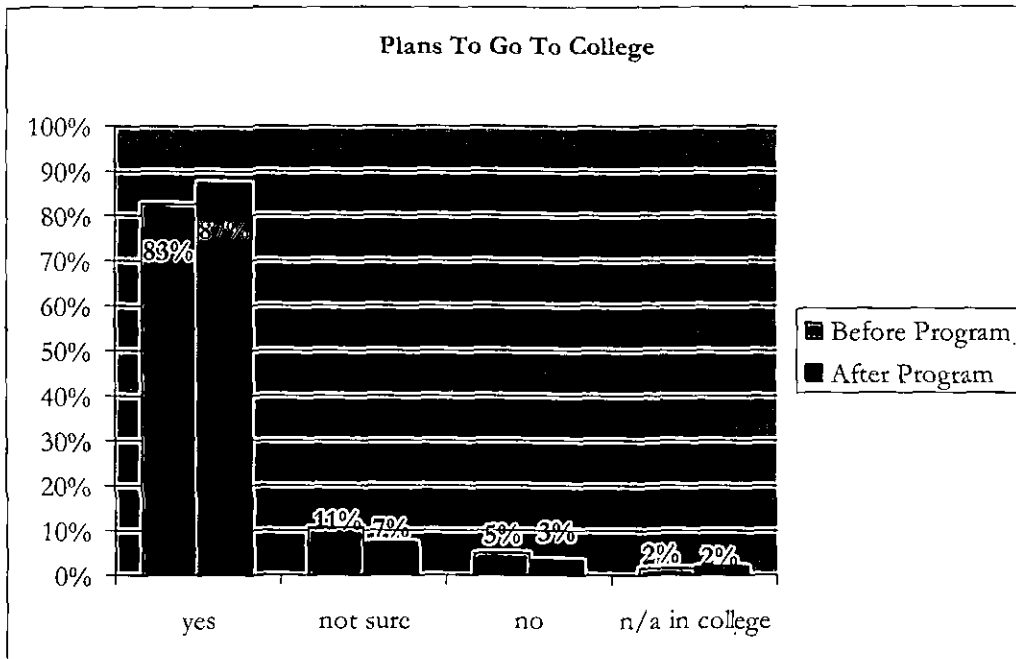
Youth Radio

Youth Radio's Community Action Project (CAP) provides job training and paid work experience, emphasizing skill building and responsibility for eligible high-risk youth through hands-on media production workshops.

Service Benchmarks

Key benchmarks for Youth Radio include job training enrollment, hours of work experience, and life skills training. The numbers in Figure 28 below are through the third quarter of fiscal year 2007-08. Youth Radio's program is semi-annual, with a new cohort of students every six months. Youth Radio has enrolled slightly more students this year, exceeding their target. The apparently low number of client work experience hours and life skills training reflect that the second cohort of students is still in training. We expect that at the end of the year, the second cohort will have completed their required work experience and life skills training.

Figure 28: Youth Radio Key Benchmarks, July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of clients enrolled in job training	51	54	106%
Number of clients with 100 hours of work experience	44	22	50%
Number of client hours of life skills	7924	4289	54%

Administrative Data Match

The records of 21 participants in Youth Radio's CAP program were matched with records from OUSD. As shown below, Youth Radio students who had been suspended in 2005-06 were less likely than other OUSD students to be suspended again in 2006-07 for non-violent offenses. The picture is somewhat less positive for those who had been suspended for violent offenses. Of six Youth Radio participants in this category, one was again suspended for a violent offense in 2006-07, representing a 17 percent re-suspension rate, higher than the 10 percent average for other OUSD students. Youth Radio students were less likely than other OUSD students to be truant in 2006-07 after being truant in 2005-06, and on average had fewer unexcused absences in 2006-07 than other OUSD students.

Figure 29: Youth Radio Participant Suspension Rates from 2005-06 to 2006-07

Suspended in
06/07
10%
25%

Suspended for
violent offense
in 06/07
17%
10%

■ Youth Radio
Participants

■ Other students
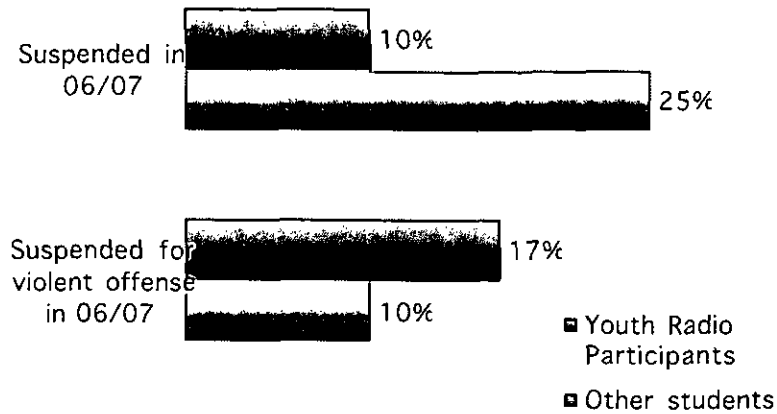
Figure 30: Youth Radio Program Participant Truancy Rates from 2005-06 to 2006-07

Percent Who
Were Truant in
06/07
14
52

Average
Number of
06/07
Unexcused
Absences
1
5

■ Youth Radio
Participants

■ Other students
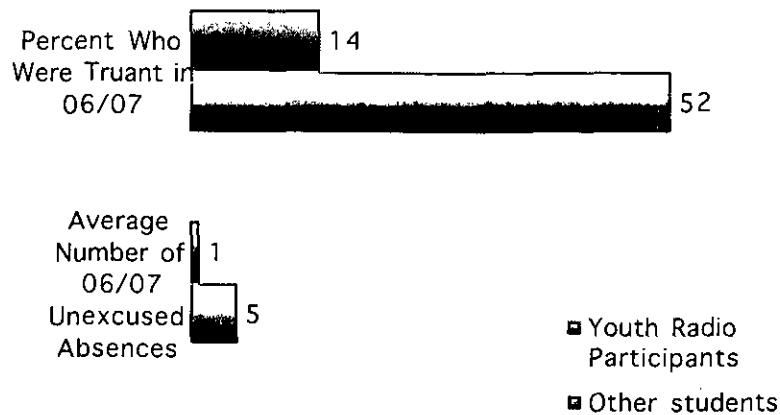
Case Manager Survey

Case managers from Youth Radio completed surveys for all 49 of their clients.

- Since program enrollment, 14 percent of clients were reported as having been victims of
violence and 47 percent were reported as having witnessed violence.
- For the 41 school-age clients, very few students had been suspended (10 percent) or expelled
(2 percent). These low suspension rates are consistent with the administrative analysis of
OUSD data for these program participants. Unfortunately, approximately 25 percent of
surveys had no response for both suspension and expulsion.

- Since enrollment, most clients (69 percent) had not been arrested. Of those reported as arrested (n=6), all were for non-violent offenses or parole/probation violations.

Youth Radio Community Action Project Satisfaction Surveys

An analysis of post-program surveys, administered by Youth Radio staff, from 25 youth in three sessions of the Community Action Project (CAP)revealed high levels of participant satisfaction. Most notably, all respondents reported that their overall experience at Youth Radio was "good" or "excellent."

<u>Sample</u>

As shown below, approximately half of all program participants completed the survey. The survey was distributed to each CAP session, and there was a much higher response rate for the first session than for subsequent sessions. The instrument changed slightly between the first session and the subsequent two sessions; satisfaction data are reported only where they are available across sessions.

Figure 31: Youth Radio CAP Participant Survey Summary

CAP Session	Total Participants	Date Survey Data Collected	Survey Respondents	Response Rate	Percent of Survey Sample
Session 1	15	Jan-07	10	67%	40%
Session 2	17	Jul-07	7	41%	28%
Session 3	20	Jan-08	8	40%	32%
Total	52		25	48%	100%

<u>Participant Satisfaction</u>

Survey respondents were asked to rate five aspects of their Youth Radio training experience using a five-point scale (Poor, Needs Improvement, Average, Good, Excellent). As shown below, nearly 90 percent of respondents checked "good" or "excellent" for the first three measures (quality of training, opportunities to learn and use new skills, safe and supportive work environment). All respondents rated their overall experience at Youth Radio and the opportunities to work in a team as "good" or "excellent."

Figure 32: Youth Radio CAP Participant Ratings

Participant Ratings of YR Training Experience
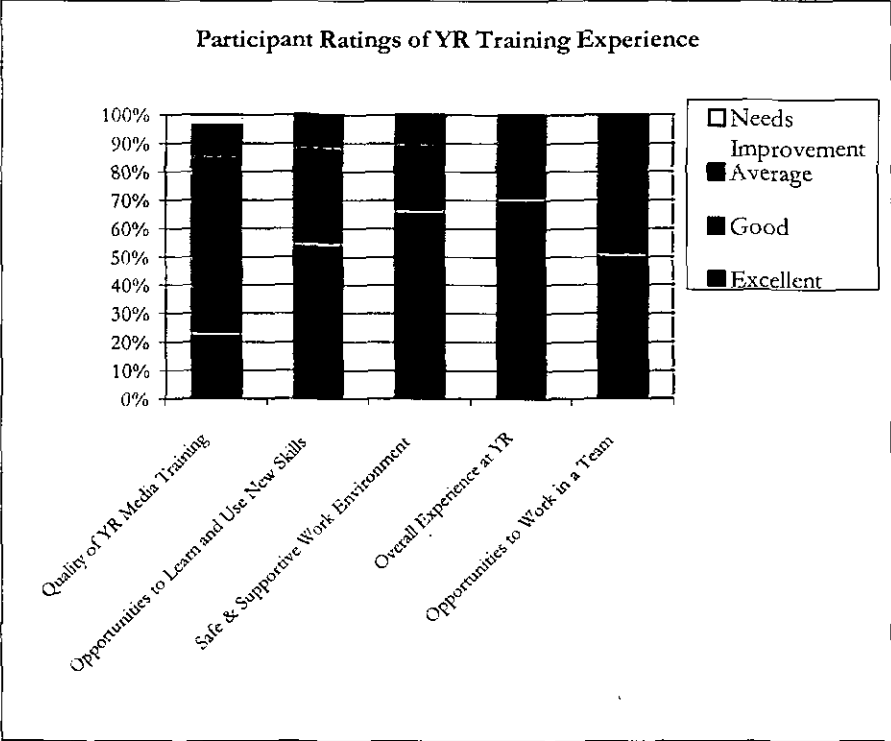
Family Violence and Mental Health Services

Through the Family Violence and Mental Health Services strategy, Measure Y funds organizations that serve young children and older youth who have been exposed to domestic and other forms of violence. These programs attempt to identify children at the earliest point of exposure to violence so that intervention services may be rendered and the children can be placed in environments where reoccurrence is prevented. The interventions connect survivors with supportive services and legal advocacy. The associated mental health services target children younger than five who have witnessed or been victimized by violence in the home. Grantees under this strategy are the Family Justice Center and the Family Violence Law Center.

Family Justice Center

The Family Justice Center houses the Youth Justice Initiative, which provides support to the older children of families receiving domestic violence services and to sexually exploited minors. The Youth Justice Initiative works with girls between the ages of 15 and 18 who are Oakland residents and at risk or under the supervision of the juvenile justice or foster care system. The Youth Justice Initiative provides support groups and therapy that focus on critical thinking, skills for healthy relationships, job readiness, and other life skills. In partnership with the Alameda County Interagency Policy Council's Sexually Exploited Minors Network, it also provides cognitive behavioral intervention for sexually exploited girls, linking them with resources, education, and support to increase their self-sufficiency and reduce the risk of continued abuse and possible incarceration. The Youth Justice Initiative, with its partner Safe Passages, also works to teach anger management, skill building, and problem-solving techniques to boys 6 through 17 years of age.

Service Benchmarks

The Youth Justice Initiative's focus on support groups and therapy to promote healthy relationships and other life skills means that benchmarks regarding these issues are central elements of this program. As depicted in the figure below, the Youth Justice Initiative has more than doubled the expected number of mental health clients served, but for fewer targeted hours. The program has already exceeded annual targets for group therapy enrollment and treatment hours, as well as for the number of enrollees for its life skills services. It is on target to meet its annual service level goal.

Figure 33: Family Justice Center-Youth Justice Initiative Key Benchmarks, July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of mental health service clients	9	19	211
Number of mental health service hours	225	134	60
Number of clients enrolled in mental health groups	18	20	111
Number of client hours of mental health groups	450	504	112
Number of clients enrolled in life skills	15	18	120
Number of client hours of life skills	150	116	77

Case Manager Survey

Case managers from the Family Justice Center completed 53 surveys, representing 96 percent of their clients. The primary outcomes of interest are rates of victimization, rates of witnessing violence, suspension, expulsion, and arrest. Questions on victimization and witnessing violence both had high non-response rates (55 percent and 56 percent, respectively), indicating that case managers often do not know these outcomes for their clients. Case managers reported that none of their clients have been suspended or expelled from school, and that one client had been arrested for a non-violent offence. Yet there are also very low response rates for these questions.

- Since program enrollment, 2 percent of clients were reported as having been victims of violence and 6 percent were reported as having witnessed violence.
- For the 43 school-age clients, no students were reported as having been suspended or expelled. For both suspension and expulsion, approximately 47 percent of surveys had no response.
- When asked about arrests, 55 percent of clients had no entry for this measure, and only one client was reported as having been arrested (for a non-violent offense).

Family Violence Law Center

The Family Violence Law Center (FVLC) provides families experiencing domestic violence with comprehensive services, including crisis intervention, legal assistance, medical and mental health care, employment and social services referrals, and law enforcement. Together with sub-grantees Safe Passages, Center for Child Protection/The DOVES Project, Jewish Family and Children's Services, Parental Stress Services, Inc., and Through the Looking Glass, FVLC operates a coordinated program called the Family Violence Intervention and Prevention project. Family violence intervention and prevention staff and police investigators work together to conduct domestic violence case review and follow-up. This close partnership ensures that program staff can locate and assist children who are exposed to domestic violence, thereby possibly breaking the intergenerational cycle of violence that often results from such exposure.

Service Benchmarks

Central to the mission of the Family Violence Law Center's Measure Y-funded programs is "to reduce recidivism for family violence and child maltreatment by providing 1) crisis intervention for families with children throughout Oakland experiencing domestic violence, and 2) early identification and treatment for developmental/behavioral pathology to young children exposed to family violence."[8] As such, the key benchmarks examined below center on crisis intervention activities and mental health services, including Head Start classrooms targeting young children. The Family Violence Law Center has exceeded project client numbers across the board in referrals to supportive services, emergency housing, and mental health services. The increased client load may be a contributing factor to the lower than expected mental health service hours.

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[8] http://measurey.org/index.php?page=family-violence-law-center

Figure 34: Family Violence Law Center Key Benchmarks, July 2007 to March 2008

Benchmark	Annual Goal	Number Served	Percent of Goal Reached
Number of clients provided with referral to supportive services	100	169	169%
Number of clients placed into shelter/emergency housing	40	31	78%
Number of contacts within 48 hours of receiving police report	2500	3037	121%
Number of mental health service hours	1450	991	68%
Number of mental health service clients	100	179	179%
Number of mental health event hours (Head Start classrooms)	1845	1164	63%
Number of mental health event participants (Head Start children)	325	325	100%

Clinician/Case Manager Survey

Case managers, specifically mental health service providers, from the Family Violence Law Center completed an alternative survey targeting parents of children younger than five who had been exposed to violence and who received individual services. Each Clinician/Case Manager chose up to 10 clients they had served *most* within the past six months, for a total of 38. The findings from that survey are presented below.

For each client, both the parent/client and the clinician/case manager were asked to rank whether, over the past three to six months, the client had gained a better understanding of (1) their child's feelings, (2) their child's expression of feelings, and (3) how to engage in supportive parenting behaviors. The survey used a four-point scale: "very much," "somewhat," "a little" and "no, same." As shown below, over 80 percent of parents/clients and 75 percent of clinicians/case managers agreed that the client had gained a "very much" or "somewhat" better understanding of the three specified areas.

Figure 35: FVLC Clinician /Case Manager Survey: Awareness of Supportive Parenting Behaviors
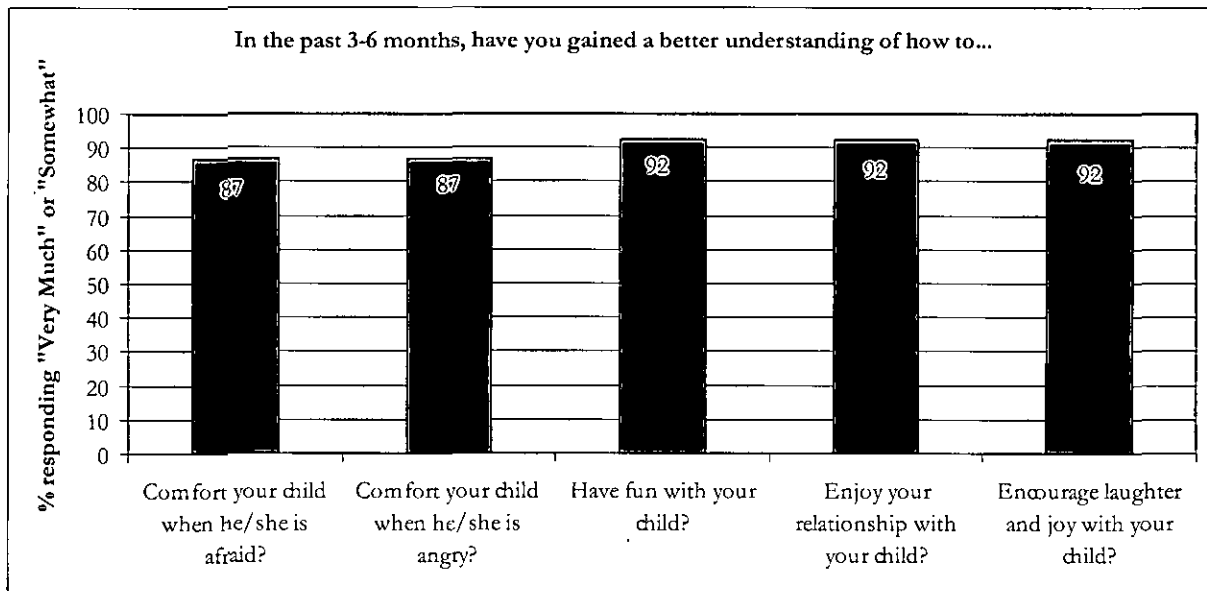
Police Department Domestic Violence Training Survey

The Family Violence Law Center surveyed123 trainees at the conclusion of three different types of training sessions held by FVLC for the Oakland Police Department: police academy training (for cadets), advanced officer training (for ongoing professional development), and dispatch training (a brief roll call training before beat officers' shift). The largest group of respondents attended police academy trainings (42 percent), followed by advanced officer trainings (31 percent) and dispatch trainings (27 percent). Breakdowns by date of training are shown below.

Figure 36: Family Violence Law Center Police Department Domestic Violence Training Session

Date	Type	n =	Percent of total
07/10/07	Police Academy Training	24	20
10/02/07	Advanced Officer Training	11	9
10/16/07	Advanced Officer Training	10	8
10/23/07	Advanced Officer Training/Dispatch Training	16	13
11/06/07	Dispatch Training	13	11
11/27/07	Police Academy Training	28	23
02/14/08	Dispatch Training	12	10
10/09/08	Advanced Officer Training	9	7
	Total	123	100

Respondents were asked to rank the change in their awareness of key workshop themes on a four-point scale: much greater (4), greater (3), a little greater (2), the same (1). As shown below, the majority of respondents felt that they had a "much greater" or "greater" awareness after attending the training of four key workshop themes: infants' awareness of what goes on around them (72 percent), the impact of early life experiences on child development (70 percent), the impact on children of witnessing domestic violence (68 percent), and how to interact with infants and young children while in the line of duty (65 percent). On all four workshop themes, about 90 percent of respondents reported having "much greater," "greater, or "a little greater" awareness after the workshop. Mean scores for all respondents on those four key workshop themes hovered around "a little greater"; mean scores for police academy trainees were generally lower than average, mean scores for advanced officer trainees were generally higher than average, and mean scores for dispatch trainees were around the average. These differences in the level of understanding before and after training are highly statistically significant for infants' awareness of what goes on around them (one-way ANOVA, $F_{2,120}=4.682$, p=.01) and how to interact with infants and young children while in the line of duty (one-way ANOVA, $F_{2,120}=6.504$, p=.002).

Figure 37: Family Violence Law Center Domestic Violence Workshop Training Awareness
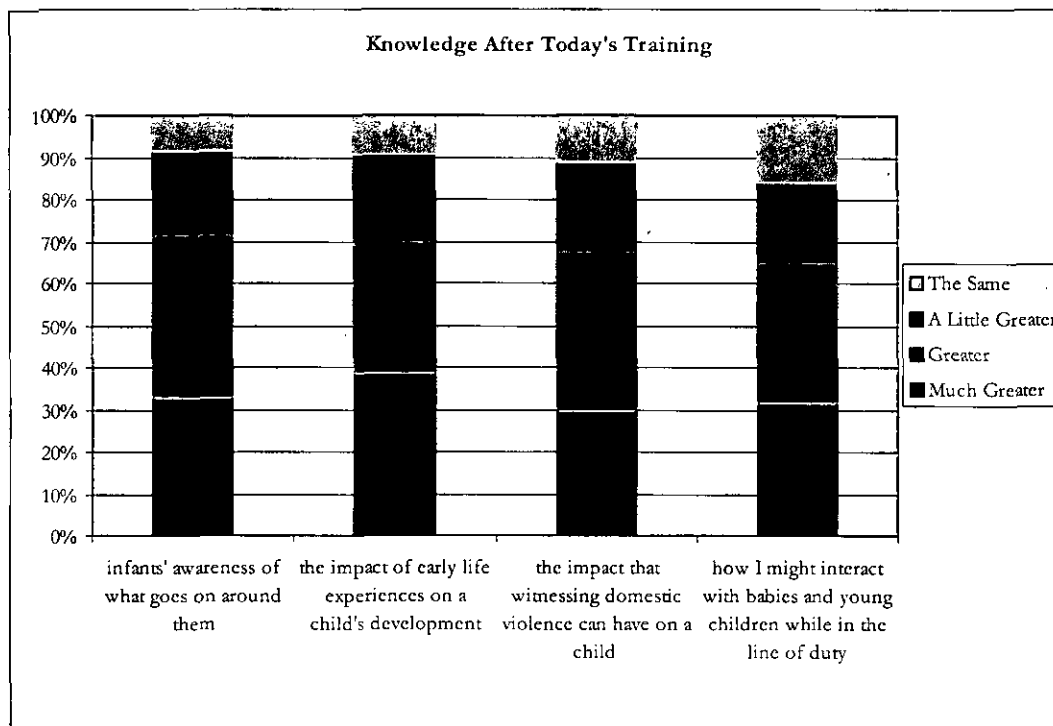
Respondents were also asked whether they had learned, from the training, about specific techniques that police officers could use to communicate and/or interact with young children exposed to domestic violence (i.e., they had not been aware of these techniques before). Unsurprisingly, due to differences in experience, police academy trainees were more likely than the total sample to have learned the techniques for the first time at the training, and advanced officer trainees were much less likely than the total sample to have learned the techniques for the first time at the training. Again, the differences in the degree of knowledge gained from the training sessions were highly statistically significant for all three techniques[9]; however, the items are very broad and somewhat confusingly worded, so these results should be interpreted cautiously.

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[9] Get down to children's level/ allow children to bring a comfort item if they need to leave home/ speak softly (one-way ANOVA, $F_{2,120}=13.498$, p>.01); be honest with children/ don't make false promises (one-way ANOVA, $F_{2,120}=17.547$, p>.01); be sensitive to children's needs/ interview them away from parents/ don't use them as a translator (one-way ANOVA, $F_{2,119}=7.468$, p>.01).

Figure 38: Family Violence Law Center Domestic Violence Training Awareness

Knowledge Before and After Training

Legend:
- Police Academy Training
- Advanced Officer Training
- Dispatch Training
- Total Respondents

Categories:
- infants' awareness of what goes on around them
- the impact of early life experiences on a child's development
- the impact that witnessing domestic violence can have on a child
- how I might interact with babies and young children while in the line of duty
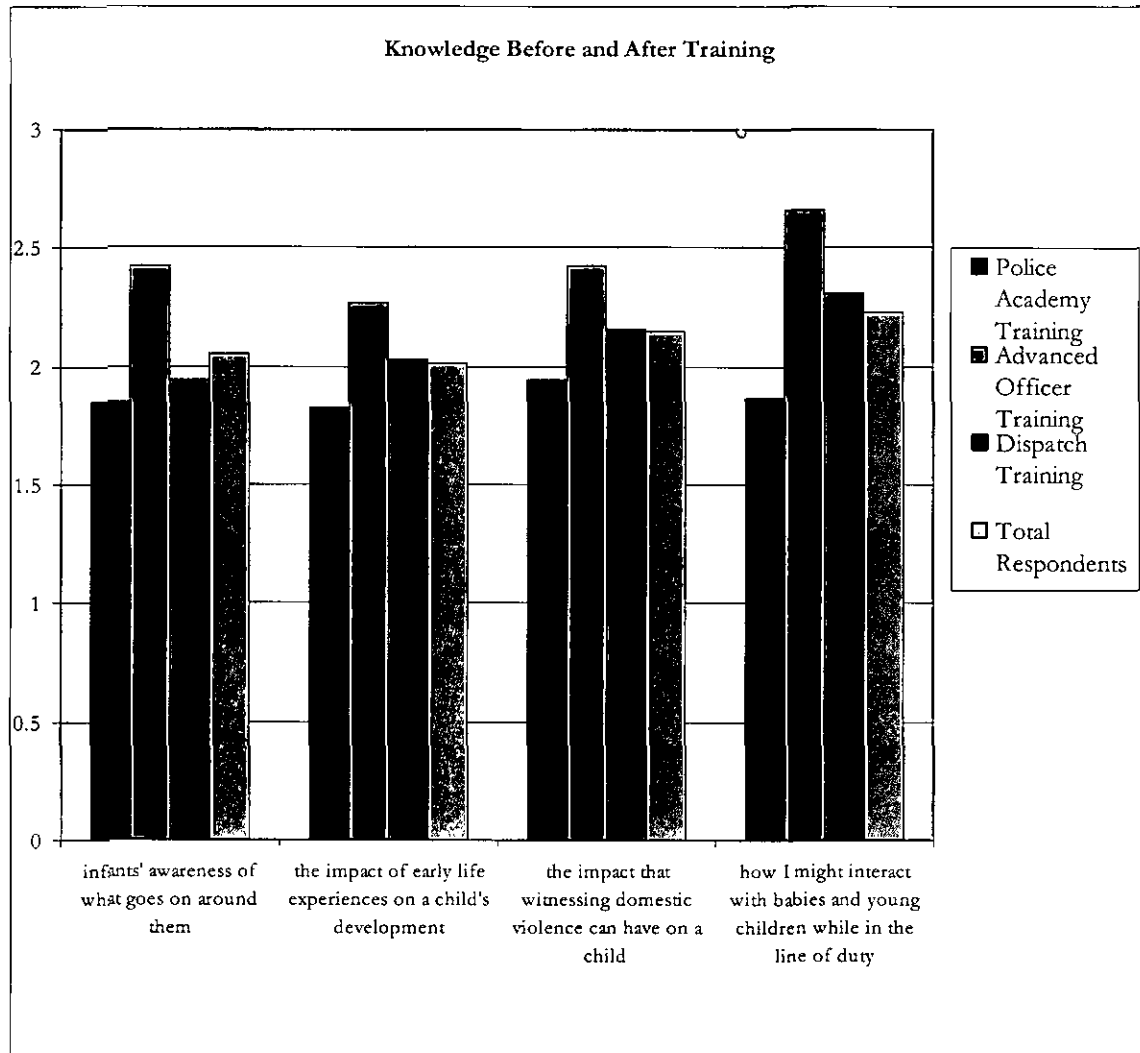
Figure 39: Family Violence Law Center Domestic Violence Training Awareness: Communicating with Young Children
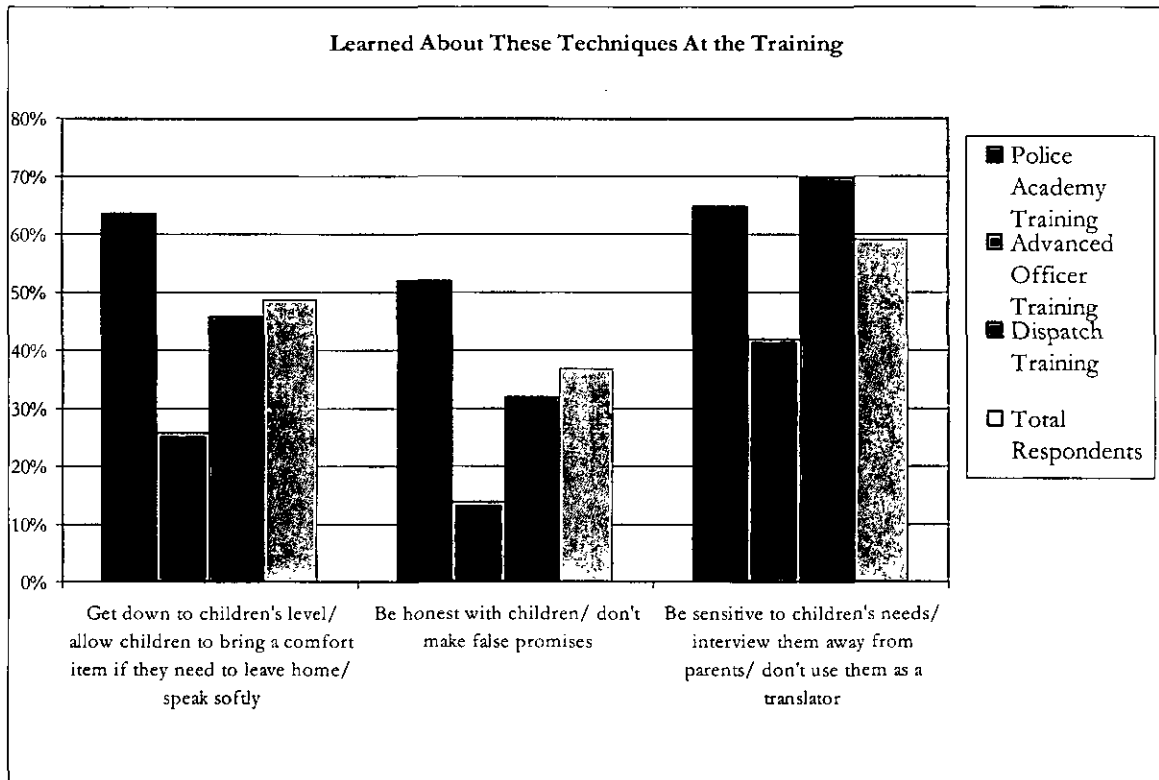
Most respondents (71 percent) said they had not previously been aware of the services available in the community for children and youth exposed to violence. Respondents were also eager to apply their new knowledge: 96 percent said they would "use some of the recommendations given during today's training to better communicate and handle young children exposed to violence."

Gang Intervention and Prevention

The Gang Intervention and Prevention strategy helps young people in or at risk of joining gangs, and teaches parents of school-age children how to keep their children out of gangs.

OUSD Office of Alternative Education

A collaborative led by the Oakland Unified School District, Office of Alternative Education and sub-grantee, California Youth Outreach, uses Youth Intervention Specialists working in five of Oakland's alternative schools to provide gang-involved youth with Gang Redirect classes, personal and family interventions, case management, leadership opportunities, and connections to community support services. California Youth Outreach also provides gang prevention and awareness workshops for parents and technical assistance to Oakland organizations providing services to gang-involved youth.

Service Benchmarks

There are two components of the OUSD Office of Alternative Education's program: intervention with gang-involved youth and prevention workshops with parents. This program's initial funding cycle was from January to December 2007. The OUSD Office of Alternative Education provided case management for 111 clients, which was 148 percent of its 2007 target level, and held 97 violence prevention groups, which was 108 percent of the service target.

The OUSD Office of Alternative Education projected holding three community trainings and six family events in 2007. They actually held four community events, with more that double the projected participation, and 28 family events, as depicted in the figure below.

Figure 40: OUSD Office of Alternative Education Key Benchmarks, January 2007 to December 2007

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of community trainings	3	4	133%
Number of community members trained	60	133	222%
Number of family involvement events	6	28	467%
Number of family involvement event participants	100	102	102%

Administrative Data Match

The records of 47 participants in the OUSD Office of Alternative Education program were matched with records from OUSD. Participants in OUSD Office of Alternative Education programs who were suspended in 2005-06 were less likely than other OUSD students to be suspended again in 2006-07, for either violent or non-violent offenses. Similarly, participants in OUSD Office of Alternative Education programs who were truant in 2005-06 were less likely than other OUSD students to be truant again in 2006-07, and also had fewer average unexcused absences during the 2006-07 school year. The results of this program are very impressive given the higher-risk nature of these participants.

Figure 41: OUSD Office of Alternative Education Participant Suspension Rates from 2005-06 to 2006-07

Suspended in 06/07
- 5%
- 25%

Suspended for violent offense in 06/07
- 0%
- 10%

■ OUSD Gang Prevention Participants
■ Other students
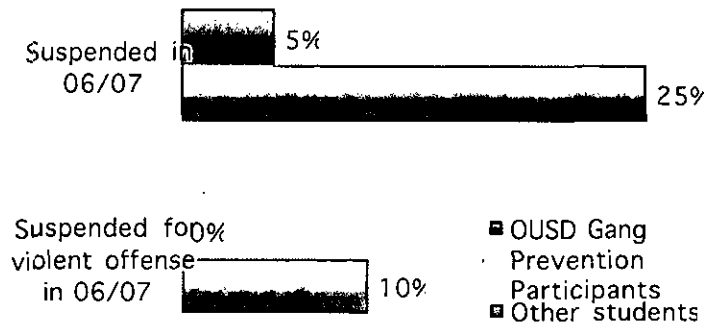
Figure 42: OUSD Office of Alternative Education Participant Truancy Rates from 2005-06 to 2006-07

Percent Who Were Truant in 06/07
- 20
- 52

Average Number of 06/07 Unexcused Absences
- 1
- 5

■ OUSD Gang Prevention Participants
■ Other students
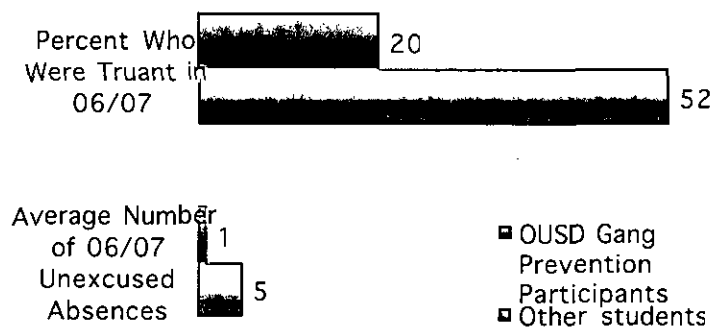
Case Manager Survey

Case managers from the OUSD Office of Alternative Education completed 67 surveys (representing a response rate of 99 percent). The primary outcomes of interest for these clients are rates of victimization, rates of witnessing violence, suspension, expulsion, and arrest.

- Since program enrollment, 37 percent of clients were reported as having been victims of violence and 82 percent were reported as having witnessed violence.
- Among the 55 school-age clients, approximately one third (31 percent) of students were reported as having been suspended, and another 7 percent had been expelled. These reported percentages are higher than in other strategies; however these students are higher-risk than the overall Measure Y service population. Interestingly, these reported rates are also significantly higher than the re-suspension rates found in the administrative OUSD data for 2006-07. It is possible that most of these survey-reported suspensions are first-time

suspensions (which are not included in the above analysis of OUSD data) or that case managers are inadvertently including 2005-06 suspensions in their reports.

- Since enrollment, 6 percent of participants in this strategy were reported as having been arrested (n=4); of these, all were for non-violent offenses or parole/probation violations.

Participant Awareness Training Survey

The OUSD Office of Alternative Education provided surveys from 38 parents and concerned community members in a two-day gang awareness training held January 30-31, 2008. The first half of the survey comprised satisfaction items on a five-point scale. As shown below, over 90 percent of participants "strongly agree" or "agree" that they have gained valuable knowledge and skills from the training, and no participants "strongly disagreed" with any of the satisfaction statements.

Figure 43: OUSD Office of Alternative Education Gang Awareness Training Survey
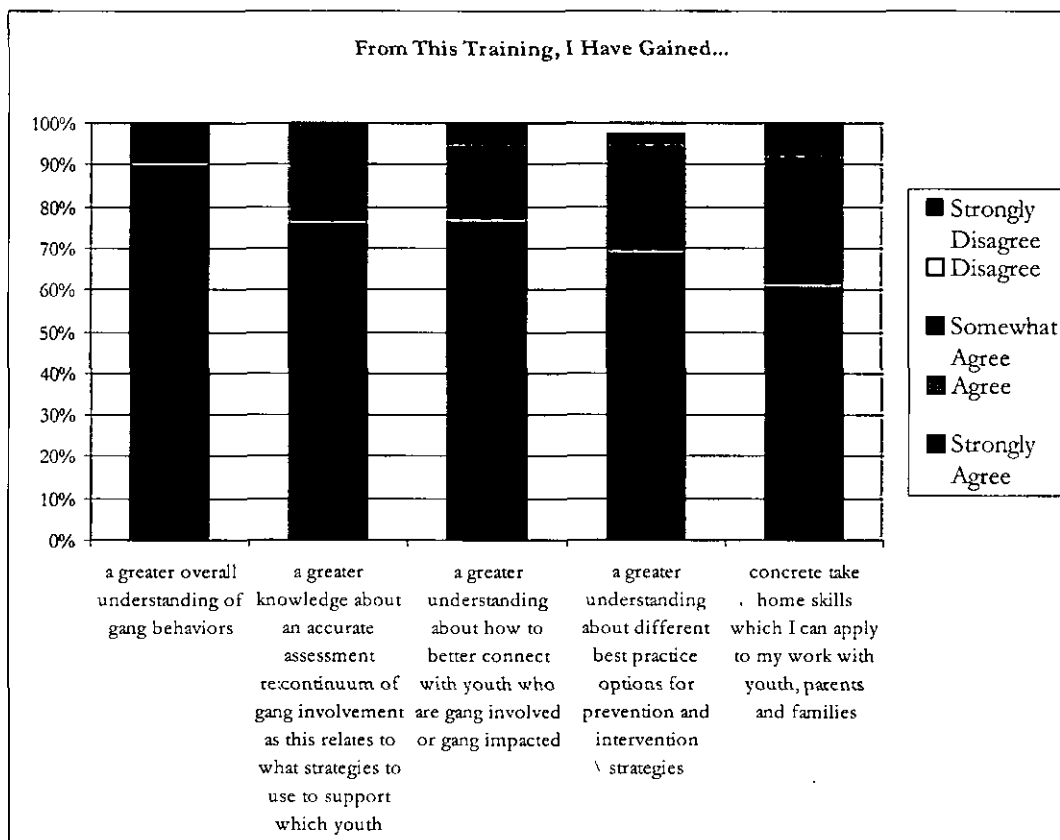
Violent Incident Response

The Violent Incident Response strategy provides aid to the families of victims of shootings and homicides.

Youth ALIVE!

Youth ALIVE!'s *Caught in the Crossfire* intervention program works with youth who are hospitalized due to violent injuries, to reduce retaliation, re-injury, and arrest. When a young person is admitted to the hospital with a violence-related injury, hospital staff contact Youth ALIVE!'s Intervention Specialists (case managers). At these initial bedside visits, the Intervention Specialist works to build a relationship with the client. In order to prevent future retaliation, the Intervention Specialist works with the client to develop conflict resolution strategies. Upon the client's release from the hospital, the Intervention Specialist continues to assist the client and his or her family by coordinating social services to support physical and emotional rehabilitation.

In Youth ALIVE!'s Highland Hospital program, there are fewer than five youth matched to OUSD data for both suspension and truancy. A similarly small number of participants were found in the Probation data, precluding meaningful analysis of administrative records data for this program.

Service Benchmarks

Intensive case management is the crux of Youth ALIVE!'s services at Highland Hospital. The key benchmarks of interest are the number of case managed clients and the hours of supportive services they receive. Note that the funding cycle for this program were April 1, 2007 to March 31, 2008, so the service levels in Figure 44 below are for a complete program year. In that program year, Youth ALIVE! served 15 more clients than expected, and exceeded case management services by more that 400 hours.

Figure 44: Youth ALIVE! Highland Hospital Key Benchmarks, April 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of Case Management Clients	30	45	150%
Number of Case Management Client Hours	600	1038	173%

Case Manager Survey

Youth ALIVE! staff completed 80 surveys for a 73 percent response rate across all programs. Of those 80 surveys, 31 were from the Youth ALIVE! Highland Hospital program. However, these surveys had extremely high non-response rates for items of interest, including whether a client had been a victim of violence (74 percent non-response), witnessed violence (90 percent), suspended (94 percent), expelled (94 percent) or arrested (90 percent).

Caught in the Crossfire **Evaluations**

There are two previous evaluations of the Youth ALIVE! *Caught in the Crossfire* program. The first study, *Caught in the Crossfire: The Effects of a Peer Based Intervention Program for Violently Injured Youth* was conducted in conjunction with the University of California San Francisco, East Bay, Department of Surgery, and results were published in the Journal of Adolescent Health (2004; 34: 177-183). This evaluation, conducted from 1998 to 2001, examined three primary outcomes: "(1) rate of entry/reentry into the criminal justice system; (2) rate of re-hospitalization for violent injuries; and (3) rate of violence-related deaths." A total of 112 youth, ages 12 to 20, who were hospitalized in Oakland were included in a retrospective case-control study that followed both the treatment and control youth for six months after their injuries. The treatment and control groups were compared in terms of the three primary outcomes listed above. The study found that youth who participated in the *Caught in the Crossfire* program were 70 percent less likely to be arrested for any offense, and 60 percent less likely to have any criminal involvement, compared to the youth who did not. There were no statistically significant differences found for rates of re-injury or death. The results showed that the program reduced future involvement in the criminal justice system.[10]

A second evaluation, published in May 2007, expanded the follow-up period to 18 months after the initial hospitalization. Patients were youth 12 to 20 years of age who were hospitalized for intentional violent trauma. The "enrolled" group had a minimum of five interactions with an intervention specialist. A comparison group was selected from the hospital database by matching age, gender, race or ethnicity, type of injury, and year of admission. All patients came from socio-economically disadvantaged areas. The total sample size was 154 patients. This study again showed that participation in the program lowered the risk of criminal justice involvement but also found no effect on risks of re-injury and death.[11]

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[10] Marla G. Becker, M.P.H., Jeffery S. Hall, M.A., Caesar M. Ursic, M.D., Sonia Jain, M.P.H., And Deane Calhoun, M.A. "Caught in the Crossfire: The Effects of a Peer-based Intervention Program for Violently Injured Youth." *Journal of Adolescent Health* 2004;34:177–183.

[11] Daniel Shibru, M.D., MPH, Elaine Zahnd, Ph.D., Marla Becker, M.P.H., Nic Bekaert, M.S.W., Deane Calhoun, M.A., Gregory P Victorino, M.D., "Benefits of a Hospital-Based Peer Intervention Program for Violently Injured Youth". *Journal of the American College of Surgeons* 2007;205:684–689.

Youth Outreach and Comprehensive Services

Youth Outreach and Comprehensive Services is one of the largest Measure Y strategies and encompasses four different programs and nine grantees. These programs target disengaged youth to provide them role models and supportive services to foster resiliency in the face of multiple risk factors.

The Sexually Exploited Minors program offers a formalized network to provide specialized services such as outreach to those in the "street" economy; provision of basic needs (food, a safe place to stay); after-hours specialized intake services; emergency medical care; emergency mental health services; transportation; safe houses where girls, especially, cannot be accessed by pimps; specialized case management, specialized placement, and transitional housing; long-term psychological counseling; life skills training; education; parenting classes; and mentoring. The City-County Neighborhood Initiative (CCNI) operates in two neighborhoods, the Hoover Corridor in West Oakland and Sobrante Park in East Oakland. CCNI's community builders work closely with teams of service agencies including the Service Delivery System (SDS) Teams, Neighborhood Services Coordinators, county agencies, schools, and local nonprofit agencies. In the neighborhoods currently participating in the initiative, youth have become a key focus for neighborhood organizing. The Street Outreach and Sports and Recreation programs include school and community-based programs that provide outreach and case management, mentoring, one-on-one counseling, referrals to services, activities, and advocacy.

Alameda County Interagency Children's Policy Council

The Interagency Children's Policy Council is located in San Leandro, in an Alameda County facility. The subgrantees that form the Sexually Exploited Minors Network are located throughout Oakland: Asian Health Services is located in Oakland's Chinatown; CAL-PEP and the George P. Scotlan Youth Center provide services in West Oakland; the Covenant House provides services in North Oakland; and Dream Catcher operates in downtown Oakland. The Sexually Exploited Minors program seeks to meet the needs of commercially sexually exploited minors by providing them with physical and mental health services, case management, outreach, and education. The Sexually Exploited Minors program is fundamentally distinct from the other programs in the Youth Outreach and Services strategy. This program targets specific risk factors for a specific population.

Service Benchmarks

Listed in the figure below are all of the benchmarks of the Alameda County Interagency Policy Council's Sexually Exploited Minors Program. The figure shows that significant efforts have been made in reaching out to this particularly vulnerable population through outreach and case management contacts. It also shows a greater than anticipated case management load, yet lower than expected case management hours. Conversely, there is a lower than expected outreach caseload but outreach hours are close to expected levels. These service levels, and the outcome findings discussed below, indicate that more research is needed to understand the full impact of this program.

Figure 45: Alameda County Interagency Children's Policy Council Benchmarks, July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of intensive outreach clients	240	131	55%
Number of intensive outreach contacts	400	278	70%
Number of intensive outreach hours	1500	2262	151%
Number of case management clients	75	73	97%
Number of case management hours	1500	884	59%
Number of case management contacts	160	596	373%
Number of general outreach events	15	109	727%
Number of general outreach event participants	150	1837	1225%
Number of general outreach event hours	480	353	74%

Administrative Data Match

The records of 17 clients of the Alameda County Interagency Children's Policy Council were matched with records from OUSD. Clients of the Sexually Exploited Minors program were less likely than other OUSD students to be re-suspended in 2006-07 following suspension in 2005-06. Although they were slightly more likely than other OUSD students to be re-suspended for a violent offense, this difference is not statistically significant.

Only four clients of the Sexually Exploited Minors services were truant in 2005-06; none were truant again or absent for any reason in 2006-07.

Figure 46: Sexually Exploited Minors Program Participant Suspension Rates from 2005-06 to 2006-07
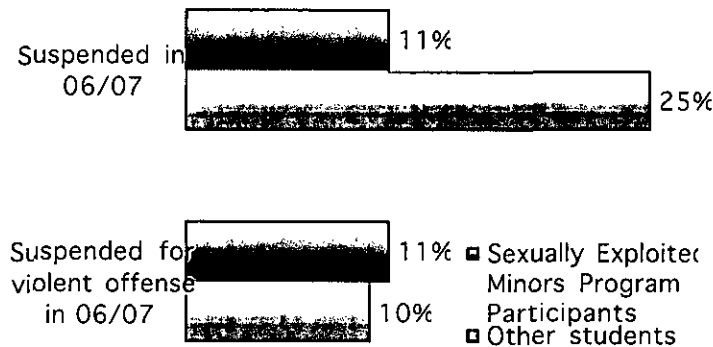
Figure 47: Sexually Exploited Minors Program Participant Truancy Rates from 2005-06 to 2006-07
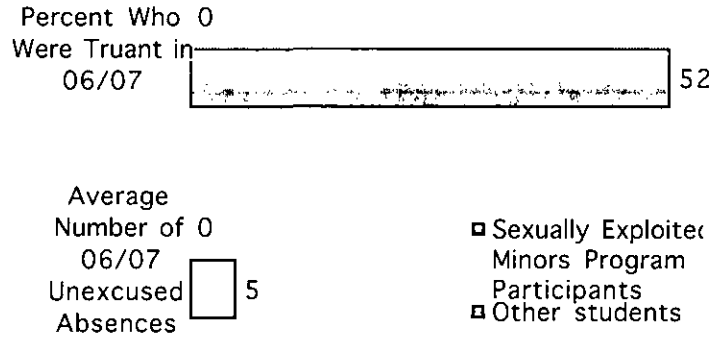
Of the 45 clients with Probation records, almost 56 percent re-offended in 2007 with 20 percent recidivism rate for violent offences. These re-offense rates are higher than those for the general population of youth offenders, possibly reflecting the greater disadvantage of the youth being served by this program.

Case Manager Survey

Case managers in the Sexually Exploited Minors program completed 55 surveys, for a response rate of 33 percent. The primary outcomes of interest for the Sexually Exploited Minors program are rates of victimization, rates of witnessing violence, suspension, expulsion, and arrest.

- Approximately one-quarter (27 percent) of surveys indicated that the client had been a victim of violence since program enrollment; the remaining 73 percent had not. However, program staff clarified that many of the clients who were recorded as experiencing violence after program enrollment are still experiencing intimate partner violence within the same relationship that led them to the program in the first place.
- Most participants (64 percent) had not witnessed violence since program enrollment; however, it may have been more difficult for grantee staff to assess whether the client had witnessed violence, since 22 percent of the surveys did not have responses for this question.
- Among the 53 school-age clients, few students had been suspended (8 percent) or expelled (4 percent). For both suspension and expulsion, 23 percent of surveys had no response.
- Regarding arrests since enrollment, over three-quarters (80 percent) of clients had no response for this measure, 5 percent were recorded as not having been arrested, and 15 percent were recorded as having been arrested. Of those recorded as arrested (n=8), only one client had committed a violent offense, and the remaining arrests were all for non-violent offenses. Program staff noted in the survey comments that many of these "arrests" are actually incidents in which a client was victimized and then brought in to the criminal justice system for referral. This finding will warrant closer examination in the final evaluation report, because these clients appear in the database as having been arrested, not referred.

Oakland City-County Neighborhood Initiative

Unlike other programs in the Youth Outreach and Services strategy, the CCNI does not provide counseling, case management, or recreational activities for youth. Instead this program addresses the environmental factors that put youth at risk, by strengthening community awareness, activism, and accountability. Therefore, it was not possible to match CCNI records with OUSD or Probation records.

Service Benchmarks

As a program focused on neighborhood services, most of the benchmarks for CCNI concern outreach events and community training. Yet there are two benchmarks directly related to client outcomes, specifically employment training and employment placement. The rate of placements in training or actual employments is lower than expected.

Figure 48: City-County Neighborhood Initiative Key Benchmarks, July 2007 to March 2008

Service	Annual Goal	Number Served	Percent of Goal Reached
Number of clients placed in employment training	30	9	30
Number of clients placed in employment	20	13	65

Case Manager Survey

Case managers from CCNI completed 25 surveys for 143 individuals served, representing a response rate of 17 percent. The primary outcomes of interest for the Youth Outreach and Comprehensive Services strategy in general are rates of victimization, rates of witnessing violence, suspension, expulsion, and arrest. However, given that CCNI is a neighborhood capacity-building program, it is understandable that case managers may not have access to such detailed information about individual service recipients. The results below should be interpreted with this caveat in mind.

- Since program enrollment, 24 percent of clients were reported as having been victims of violence, and 52 percent were reported as having witnessed violence.
- Of the eight school-age clients, none had been suspended or expelled.
- Since enrollment, one client was recorded as having been arrested, for a violent offense, and 20 percent of clients had no entry for this measure.

Sobrante Park Resident Survey

In June 2007, CCNI conducted a survey of the residents of Sobrante Park to determine the impact of recent community activities. This was a follow-up to a 2004 survey. Over 200 residents responded to the survey, which was made available in either English or Spanish. Survey respondents received a fanny pack, water bottle, and pedometer as thank-you gifts.

The survey results show that neighbors are more involved, are better prepared for emergencies, and feel the neighborhood is getting cleaner. Residents continue to be concerned about drugs, violence, and access to the neighborhood.[12]

East Bay Agency for Children

The East Bay Agency for Children is located in a residential area near Lake Merritt, but program services are provided at Dewey and Rudsdale High Schools. These are continuation schools that allow students who do not attend the regular high schools, because of truancy, behavioral problems, or low academic achievement, the chance to earn sufficient academic credits to graduate. The School to Success program provides outreach, case management, and mental health services to increase school attendance and decrease involvement in violence.

Service Benchmarks

The figure below displays the outreach, case management, and mental health services benchmarks of the School to Success program. By the third quarter of fiscal year 2007-08, the East Bay Agency for Children had already surpassed its annual goal for outreach and case management clients, and will likely surpass the target for mental health services clients for the year. However, outreach, case management, and mental health service hours are lower than expected. This, coupled with the very positive client outcomes discussed below, indicates that the East Bay Agency for Children has demonstrated an ability to do more with less.

Figure 49: East Bay Agency for Children Key Benchmarks, July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of intensive outreach clients	100	126	126
Number of intense outreach hours	160	106	66
Number of case management clients	85	101	119
Number of case management hours	759	306	40
Number of mental health service clients	30	29	97
Number of mental health service hours	300	146	49

Administrative Data Match

The records of 23 clients of the East Bay Agency for Children were matched with records from OUSD. The results were remarkable, given that this service population in made up of students who could not attend their regular high school. As shown below, none of the East Bay Agency for Children students who were suspended in 2005-06 were suspended again in 2006-07 for either non-violent or violent offenses. None of the East Bay Agency for Children students who were truant in 2005-06 were truant again or absent for any reason in 2006-07.

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[12] City-County Neighborhood Initiative. *Sobrante Park House Calls, 2007 Survey Results.* City of Oakland, Division of Neighborhood Services.

Figure 50: East Bay Agency for Children Participant Suspension Rates from 2005-06 to 2006-07

Suspended in 0%
06/07
25%

Suspended for 0%
violent offense
in 06/07
10%

■ East Bay Agency
For Children
Participants
□ Other students
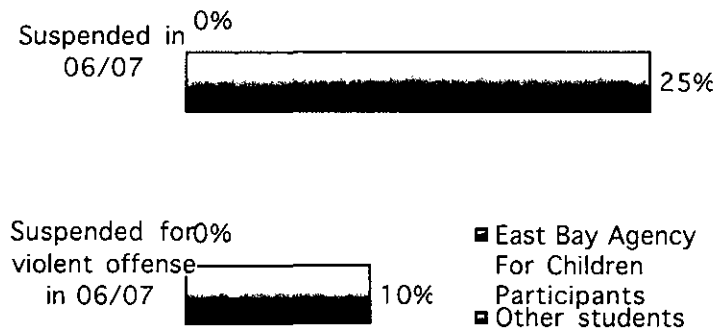
Figure 51: East Bay Agency for Children Program Participant Truancy Rates from 2005-06 to 2006-07

Percent Who 0
Were Truant in
06/07
52

Average
Number of 0
06/07
Unexcused
Absences
5

■ East Bay Agency
For Children
Participants
□ Other students
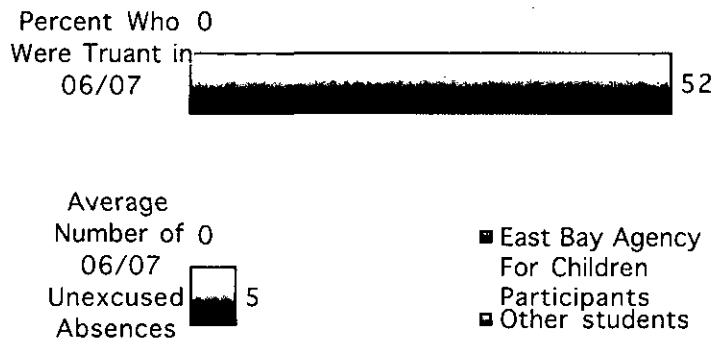
Case Manager Survey

Case managers from the East Bay Agency for Children completed 103 surveys, a 92 percent response rate. The primary outcomes of interest for the School to Success clients are rates of victimization, rates of witnessing violence, suspension, expulsion, and arrest. These survey results also show remarkably positive outcomes for this program.

• Since program enrollment, 1 percent of clients were reported as having been victims of violence and 1 percent were reported as having witnessed violence.

- Of the 102 school-age clients, case managers reported that none had been suspended or expelled since program enrollment.
- One client was reported as having been arrested. This client was not arrested for a violent offense.

East Bay Asian Youth Center

The East Bay Asian Youth Center is a community-based agency located near the 880 freeway southeast of downtown Oakland. The center's Street Team program provides street outreach, case management services, and support groups for chronic truants, school dropouts, suspended/expelled students, and juvenile offenders residing in the San Antonio and Fruitvale neighborhoods. The East Bay Asian Youth Center also operates the Streetside Production program, which provides activities such as silk screening, graphic arts, photography, and video production.

Service Benchmarks

The primary benchmarks of interest for the East Bay Asian Youth Center focus on employment training, outreach, case management, and support groups. As depicted in Figure 52 below, the East Bay Asian Youth Center has made significant progress in employment training placements, client outreach, and case management, and has already well surpassed its annual targets for client enrollment in support groups and support group hours.

Figure 52: East Bay Asian Youth Center Key Benchmarks, July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of clients placed in employment training	20	16	80
Number of intense outreach clients	125	104	83
Number of case management hours	3000	2815	94
Number of clients enrolled in support groups	40	49	123
Number of client hours of support groups	1500	2035	136

Administrative Data Match

The records of 17 clients of the East Bay Asian Youth Center were matched with records from OUSD. As shown below, East Bay Asian Youth Center students who were suspended in 2005-06 were less likely than other OUSD students to be suspended again in 2006-07; however, one of the six youth who were suspended for a violent offense in 2005-06 was also suspended for a violent offense in 2006-07; although the number is small, as a percentage (17 percent re-suspended for a violent offense) it is higher than that of the overall OUSD population. East Bay Asian Youth Center students who were truant in 2005-06 were less likely than other OUSD students to be truant again in 2006-07, and also had fewer average absences during the 2006-07 school year.

Figure 53: East Bay Asian Youth Center Participant Suspension Rates from 2005-06 to 2006-07
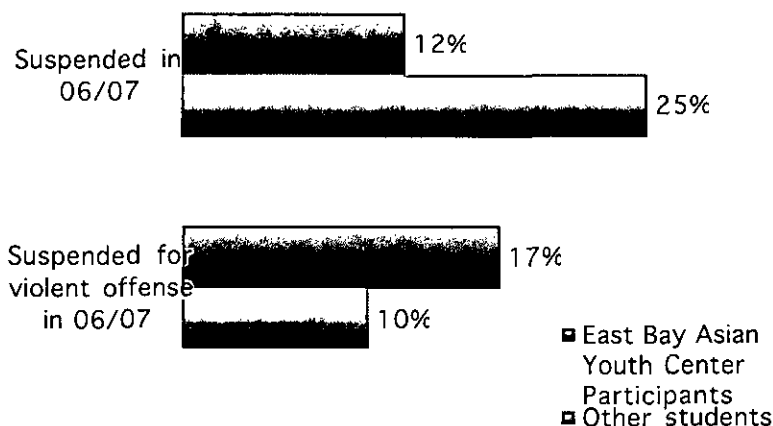
Figure 54: East Bay Asian Youth Center Participant Truancy Rates from 2005-06 to 2006-07

Case Manager Survey

Case managers from East Bay Asian Youth Center completed 41 surveys, representing a 38 percent response rate. The primary outcomes of interest for the East Bay Asian Youth Center clients are rates of victimization, rates of witnessing violence, suspension, expulsion, and arrest.

- Since program enrollment, 17 percent of clients were reported as having been victims of violence and 46 percent were reported as having witnessed violence.
- Of the 34 school-age clients, few students had been suspended (12 percent) or expelled (3 percent). Analysis of the OUSD data also revealed a 12 percent suspension rate in 2006-07, although this included repeat suspensions. For both suspension and expulsion, approximately 15 percent of surveys had no response.

- Since enrollment, 22 percent were recorded as having been arrested; of those (n=9), only one client was reported as having committed a violent offense; the remaining arrests were all reported as being for non-violent offenses or parole/probation violations. These reported arrest rates are significantly lower than those indicated by analysis of the Probation data.

Leadership Excellence

Leadership Excellence, in downtown Oakland's business district, operates the Bridge Street outreach program, which provides intensive case management services. It also operates RISE, a semester-long peer support program available to students at McClymonds High School in West Oakland. The case management services provide one-on-one guidance to youth, referred by outreach workers, who are identified as being most in need of personal mentorship. RISE provides continued guidance and leadership-development skills at McClymonds High School for youth who have already participated in Leadership Excellence's intensive five-day leadership camp, Camp Akili.

Service Benchmarks

Outreach and case management are two key benchmarks examined in the figure below. Note, these services levels are for a complete year. Leadership Excellence exceeded its annual goal for outreach clients and came very close to delivering the target number of outreach hours. Leadership Excellence served more than three times the targeted number of case management clients.

Figure 55: Leadership Excellence Key Benchmarks, January 2007 to December 2007

Benchmark	Annual Goal	Number Served	Percent of Goal Reached
Number of intensive outreach clients	300	305	102
Number of intensive outreach hours	1200	1169	97
Number of case managed clients	20	73	365

Administrative Data Match

The records of 84 clients of Leadership Excellence were matched with records from OUSD. As shown below, Leadership Excellence students who were suspended in 2005-06 were less likely than other OUSD students to be suspended again in 2006-07 for both violent and non-violent offenses. Leadership Excellence students who were truant in 2005-06 were less likely than other OUSD students to be truant again in 2006-07 and also had fewer average absences during the 2006-07 school year.

Figure 56: Leadership Excellence Participant Suspension Rates from 2005-06 to 2006-07

Suspended in 06/07
- 9%
- 25%

Suspended for violent offense in 06/07
- 6%
- 10%

■ Leadership Excellence Participants
□ Other students
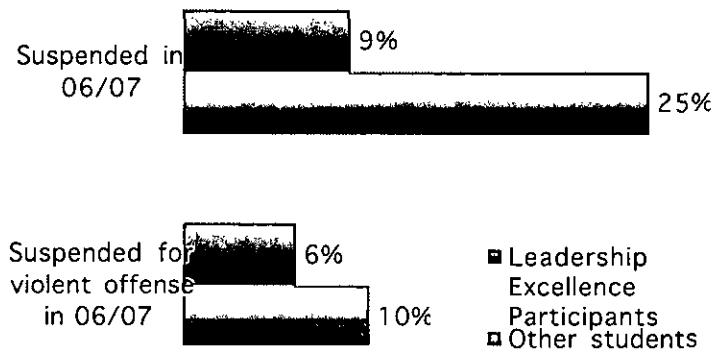
Figure 57: Leadership Excellence Participant Truancy Rates from 2005-06 to 2006-07

Percent Who Were Truant in 06/07
- 16
- 52

Average Number of 06/07 Unexcused Absences
- 1
- 5

■ Leadership Excellence Participants
□ Other students
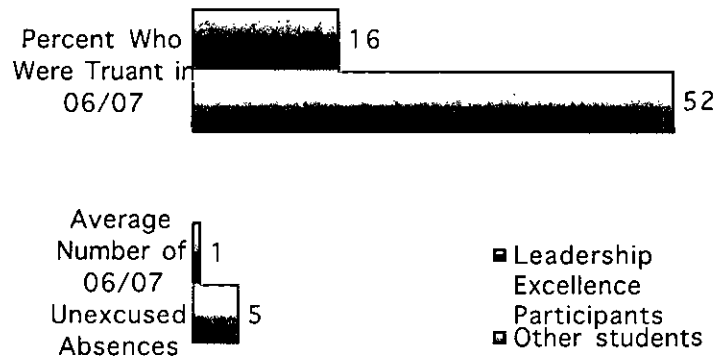
Case Manager Survey

Case managers from Leadership Excellence completed 94 surveys, for a 33 percent response rate. As with other programs in this strategy, the primary outcomes of interest measured with this survey are rates of victimization, rates of witnessing violence, suspension, expulsion, and arrest.

- Since program enrollment, no clients were reported as having been victims of violence, but 67 percent were reported as having witnessed violence.

- Of the 74 school-age clients, only 3 percent were reported as having been suspended, and none had been expelled. The reported suspension numbers are lower than those found in the OUSD data.
- Since enrollment, two clients were recorded as having been arrested, both for non-violent offenses or parole/probation violations.

Sports4Kids

Sports4Kids runs the Sports Opportunities for Understanding, Leadership, and Education program, which provides recreational activities in conjunction with mental health support, adult mentors, and the teaching and practice of non-violent behavior at Community Day School and Rudsdale High School. The program provides structured class time game sessions, as well as sports and youth development activities during lunch and at other times throughout the week.

Service Benchmarks

As a sports and recreation program, Sports4Kids benchmarks concern the number of clients enrolled in sports programming and the sports programming hours. By the third quarter of fiscal year 2007-08 Sports4Kids had almost doubled the number of clients served, but the program hours were below expectations.

Figure 58: Sports4Kids Key Benchmarks, July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of clients enrolled in sports	100	173	173
Number of sport client hours	10470	6260	60

Administrative Data Match

The records of 41 clients of Sports4Kids were matched with records from OUSD. As shown below, Sports4Kids students who were suspended in 2005-06 were less likely than other OUSD students to be suspended again in 2006-07 for both violent and non-violent offenses. This is a very notable finding, since Sports4Kids programs are operated in continuation high schools which students often attend because of behavior problems that are keeping them out of their normal schools. Sports4Kids students who were truant in 2005-06 were also less likely than other OUSD students to be truant again in 2006-07 and had slightly fewer average absences during the 2006-07 school year.

Figure 59: Sports4Kids Participant Suspension Rates from 2005-06 to 2006-07

Suspended in 06/07
- Sports4Kids Participants: 9%
- Other students: 25%

Suspended for violent offense in 06/07
- Sports4Kids Participants: 0%
- Other students: 10%

□ Sports4Kids Participants
□ Other students
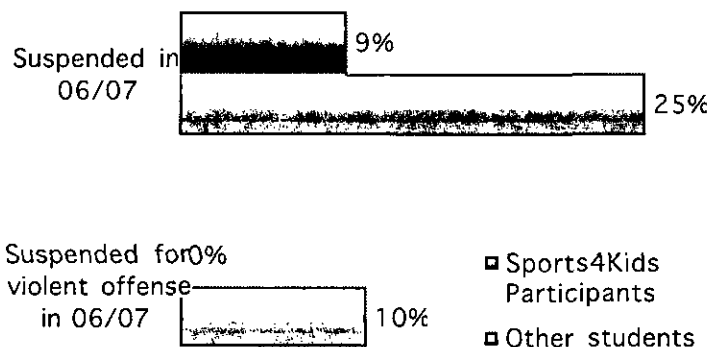
Figure 60: Sports4Kids Participant Truancy Rates from 2005-06 to 2006-07

Percent Who Were Truant in 06/07
- Sports4Kids Participants: 24
- Other students: 52

Average Number of 06/07 Unexcused Absences
- Sports4Kids Participants: 4.5
- Other students: 5

□ Sports4Kids Participants
□ Other students
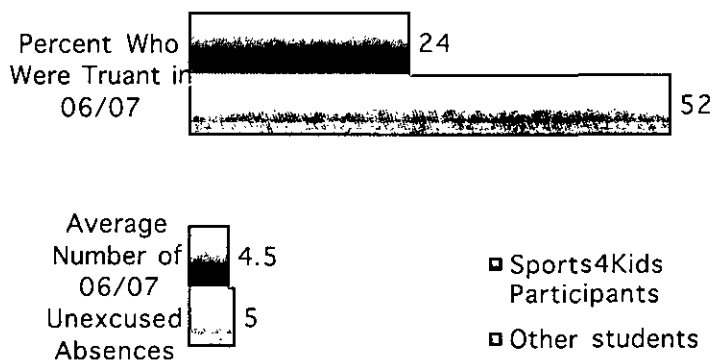
Case Manager Survey

Case managers from Sports4Kids completed 43 surveys, representing 27 percent of all participants served. Sports4Kids is not a case management program and does not have a formal intake process. Therefore the low response rate was expected.

- Since program enrollment, 44 percent of clients were reported as having been victims of violence and 88 percent were reported as having witnessed violence.

- Of the 34 school-age clients, 29 percent were reported as having been suspended, and 3 percent had been expelled. These reported rates are higher than those in the OUSD data, possibly because the analysis focused exclusively on repeat suspensions.
- Since enrollment, 14 percent had been arrested; of those recorded as arrested (n=6), only one had committed a violent offense and the remaining arrests were all for non-violent offenses or parole/probation violations.

Sports4Kids Principal and Teacher Survey

For the 2006-07 school year, Sports4Kids conducted an opinion survey of principals and teachers served by Sports4Kids, including schools in their first year of sports and recreational programming. The survey probed principals' and teachers' perceptions of student engagement, playground behavior, and overall satisfaction. By and large, principals and teachers both appreciated the Sports4Kids program and felt that it positively impacted the school environment. The results of the surveys are included in the tables below.

Figure 61: Sports4Kids Principal Survey Results 2006-07

Sports4Kids Principal Survey Results 2006-07	Yes-All Schools (104 respondents)	Yes-1st Year Schools (46 respondents)
Since having Sports4Kids, the percentage of students on the playground during recess who play in games or sports is at least 60%.	90%	91%
Since having Sports4Kids, the number of students sitting or standing at the edge of the playground during recess has decreased.	86%	96%
Since having Sports4Kids, the number of opportunities for physical activity for students has increased.	92%	96%
With Sports4Kids at your school, the number of fights on the playground has decreased.	71%	73%
Sports4Kids has improved your teachers' ability to facilitate physical activities in your classes.	76%	76%
Since having Sports4Kids, students are more engaged in school.	79%	85%
Since having Sports4Kids, students are more physically active.	95%	100%
Since having Sports4Kids, students are more likely to cooperate with others.	86%	91%
Since having Sports4Kids, students are more able to resolve conflicts with others.	79%	85%
You would like Sports4Kids to return to your school next year.	94%	98%

Source: Sports4Kids

Figure 62: Sports4Kids Teacher Survey Results 2006-07

Sports4Kids Teacher Survey Results 2006-07	Yes-All Schools (957 respondents)	Yes-1st Year Schools (428 respondents)
Since having Sports4Kids, the percentage of students on the playground during recess who play in games or sports is at least 60%.	82%	85%
Since having Sports4Kids, the number of students sitting or standing at the edge of the playground during recess has decreased.	72%	78%
Since having Sports4Kids, the number of opportunities for physical activity for students has increased.	87%	94%
With Sports4Kids at your school, the number of fights on the playground has decreased.	64%	69%
With Sports4Kids at your school, playground conflicts during recess are less likely to continue into the classroom.	62%	68%
Sports4Kids has improved your ability to facilitate physical activities in your classroom.	73%	73%
Students participate more in physical activities in your classroom.	84%	87%
Students are more likely to cooperate with others in your classroom.	75%	78%
Students are more able to resolve conflicts in your classroom.	69%	72%
You would like Sports4Kids to return to your school next year.	89%	91%

Source: Sports4Kids

Youth ALIVE!

Youth ALIVE! is headquartered just north of downtown Oakland. The agency's *Castlemont Caught in the Crossfire* program targets at-risk youth at the Castlemont Community of Small Schools complex in East Oakland. The complex includes the Leadership Preparatory High School, the Castlemont Business and Information Technology School, and the East Oakland School of the Arts. *Castlemont Caught in the Crossfire* is an extension of Youth ALIVE!'s program in Alameda County's Highland Hospital in Oakland, discussed above.

Service Benchmarks

Key benchmarks of interest for the Youth ALIVE! *Castlemont Caught in the Crossfire* program include the number of outreach clients, the number of case management clients, and case management hours. The program has already exceeded annual goals for number of outreach and case management clients served.

Figure 63: Youth ALIVE! *Castlemont Caught in the Crossfire* Key Benchmarks, July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Intensive Outreach Clients	50	50	100%
Case Management Clients	50	68	136%
Case Management Client Hours	1400	1034	74%

Administrative Data Match

The records of 44 clients of the Youth ALIVE! *Castlemont Caught in the Crossfire* program were matched with records from OUSD. Participants in the Castlemont program who were suspended in 2005-06 were less likely than other OUSD students to be suspended again in 2006-07 for non-violent offenses, and none of the 20 students suspended in 2005-06 for violent offenses were suspended for violent offenses again in 2006-07. Similarly, participants in the program who were truant in 2005-06 were less likely than other OUSD students to be truant again in 2006-07 and were not absent in the 2006-07 school year for any reason.

Figure 64: Youth ALIVE! *Castlemont Caught in the Crossfire* Participant Suspension Rates from 2005-06 to 2006-07
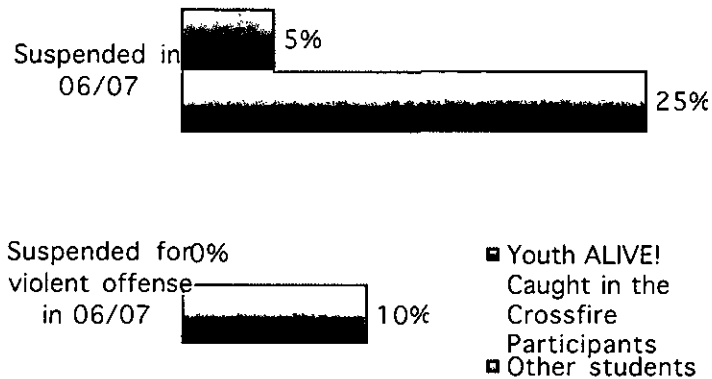
Figure 65: Youth ALIVE! *Castlemont Caught in the Crossfire* **Participant Truancy Rates from 2005-06 to 2006-07**
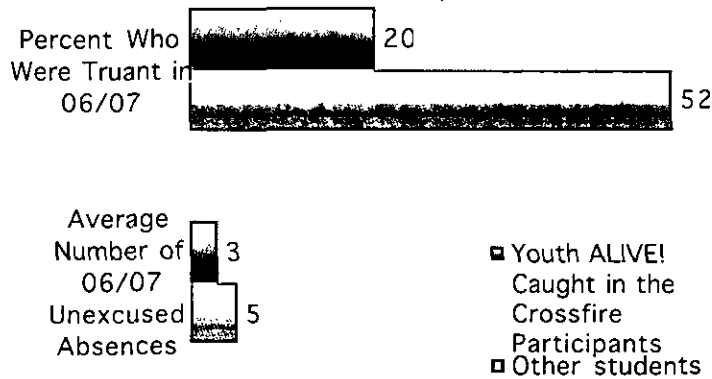
Case Manager Survey

Case managers from Youth ALIVE! completed 80 surveys, representing 73 percent of their clients. The primary outcomes of interest for this program, as with most of the other programs within this strategy, are rates of victimization, rates of witnessing violence, suspension, expulsion, and arrest.

- Since program enrollment, 4 percent of clients were reported as having been victims of violence and 16 percent were reported as having witnessed violence.
- Among the 29 school-age clients, 21 percent had reportedly been suspended and 3 percent had been expelled, rates that are higher than those found in the OUSD records.
- Since enrollment, 8 percent of participants had been arrested (n=4), one of whom was arrested for a violent offense.

Youth UpRising

Youth UpRising is located in a 25,000-square-foot building in East Oakland that was once a supermarket. The building is owned by Alameda County, and was converted with funding from Alameda County and the City of Oakland. It contains media production space, classrooms, dance studios, lounge areas, and a café operated by young people from the community. Youth UpRising offers a range of activities, including job training, college application preparation, media production, one-on-one case management, dance and basketball instruction, and violence reduction and conflict-resolution training.

Service Benchmarks

YouthUpRising provides outreach, case management, and sports programs, and the key benchmarks include number of outreach, case management, and sports clients, as well as case management and sports hours. Youth UpRising has met the expected number of outreach clients and exceeded the number of case management clients and case management hours. As of the third quarter, YouthUpRising had already almost doubled its annual target for clients enrolled in sports programming, and exceeded its targeted number of sports programming hours.

Figure 66: Youth UpRising Key Benchmarks, July 2007 to March 2008

Service	Annual Goal	Numbers Served	Percent of Goal Reached
Number of intensive outreach clients	80	60	75%
Number of case management clients	40	58	145%
Number of case management hours	750	701	93%
Number of clients enrolled in sports	45	80	178%
Number of sports client hours	6000	6518	109%

Administrative Data Match

The records of 30 clients of the Youth UpRising program were matched with records from OUSD. Participants in the Youth UpRising program who were suspended in 2005-06 were less likely than other OUSD students to be suspended in 2006-07 for non-violent offenses; however, of the six students suspended in 2005-06 for violent offenses, one was also suspended in 2006-07 for a violent offense. Participants in the Youth UpRising program who were truant in 2005-06 were less likely than other OUSD students to be truant again in 2006-07, and had fewer absences for any reason.

Figure 67: Youth UpRising Participant Suspension Rates from 2005-06 to 2006-07

77
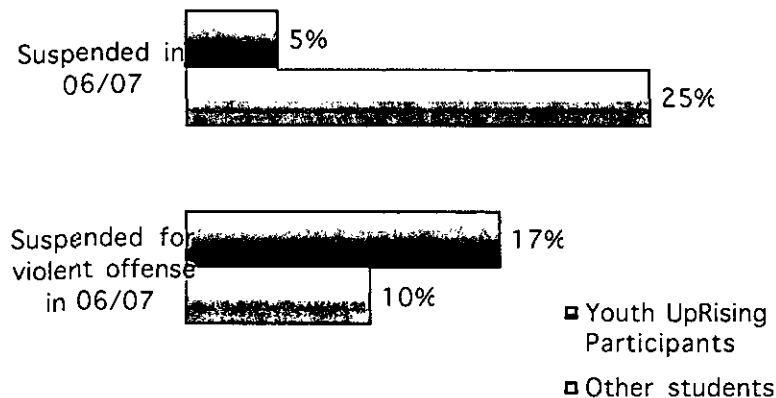
Figure 68: Youth UpRising Participant Truancy Rates from 2005-06 to 2006-07
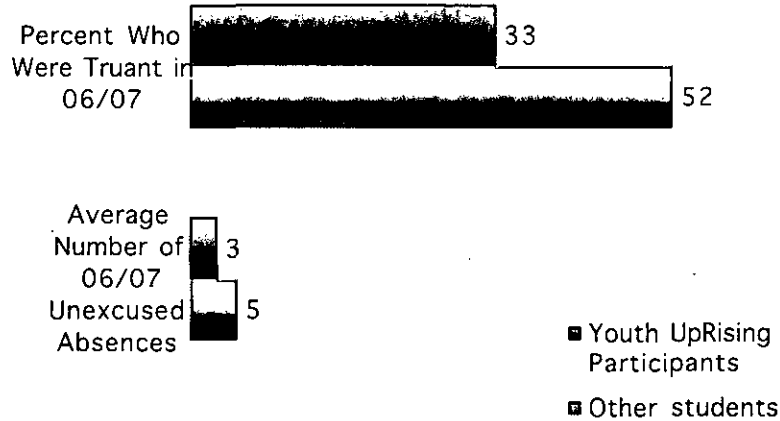
Case Manager Survey

Case managers from Youth UpRising completed 54 surveys, which represents a 37 percent response rate.

- Since program enrollment, 37 percent of clients were reported as having been victims of violence and 59 percent were reported as having witnessed violence.
- Among the 36 school-age clients, 20 percent had reportedly been suspended and 11 percent had been expelled.
- Since enrollment, 13 percent were reported as having been arrested (n=7); three were arrested for a violent offense, and the remaining arrests were all for non-violent offenses or parole/probation violations.

YouthUpRising 2007 Youth Survey

Youth UpRising contracted with Social Policy Research Associates (SPR), an independent evaluator, to implement a survey focusing on three areas of youth development outcomes: civic activism, identity development, and coping. SPR administered this survey in 2006 and again in 2007. Youth UpRising youth leaders administered the 2007 survey to a total of 226 youth, both in hard copy and online, from May to June 2007.[13] Some of the results of this survey are included below.

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13 Adefuin, Jo-Ann, Gambone, Michelle and Hanh Cao Yu. *Summary of 2007 Youth Survey Results*, Youth UpRising. Social Policy Research Associates and Youth Development Strategies, Inc. August 16, 2007

Figure 69:Youth UpRising 2007 Youth Survey: Consciousness Raising

Youth UpRising staff have helped me to understand...	Strongly Disagree or Disagree	Strongly Agree or Agree
How I feel about myself comes from respecting myself & others.	15%	85%
How my individual well being is related to my neighborhood well being.	19%	81%
There are lifestyles, preferences, and cultural practices that are different from mine and that's ok.	19%	81%
How I can call attention to injustices around me.	21%	79%
How opportunities, or lack of opportunities, in my local school affect my health.	19%	81%
The stereotypes and prejudices I have of other groups.	31%	69%
How living in neighborhoods with poverty, unemployment, and racism can affect the choices I make now.	18%	82%

Source: *Summary of 2007 Youth Survey Results*, Youth UpRising. Prepared by Social Policy Research Associates and Youth Development Strategies, Inc

Figure 70: Youth UpRising 2007 Youth Survey: Personal Transformation

Because of Youth UpRising	Strongly Disagree or Disagree	Strongly Agree or Agree
I feel more hopeful about my life.	12%	88%
I have long-term plans related to my career.	13%	87%
I have long-term plans related to my education.	17%	83%
I've learned about using non-violent ways to resolve conflicts & disagreements.	19%	81%
I have changed the way that I resolve conflicts and disagreements (such as using non-violent ways.)	21%	79%
I've learned about the negative effects of using derogatory language when talking to others.	24%	76%
I have avoided using derogatory language when talking to others.	22%	79%
I've learned about safer sex practices.	21%	79%
I use safer sex practices.	21%	79%
I've learned about healthy eating habits.	28%	72%
I have changed my eating habits (such as eating more healthy foods).	35%	65%

Source: *Summary of 2007 Youth Survey Results*, Youth UpRising. Prepared by Social Policy Research Associates and Youth Development Strategies, Inc

Figure 71: Youth UpRising 2007 Youth Survey: Hard Skill Development

Because of Youth UpRising	Strongly Disagree or Disagree	Strongly Agree or Agree
I've learned skills at YU that will help me get a job.	13%	87%
I've learned skills at YU that will help me keep a job.	15%	85%
I have better access to job opportunities.	14%	86%
Because of YU, I got a job.	47%	53%

Source: *Summary of 2007 Youth Survey Results*, Youth UpRising. Prepared by Social Policy Research Associates and Youth Development Strategies, Inc

School Based Prevention

This Measure Y strategy targets youth within the school environment. These school programs include teaching coping skills for loss, impulse control, anger management, problem solving, conflict resolution, and depression management. They also feature strong linkages between the schools and community mental health services.

The School Based Prevention strategy programs differ from other Measure Y-funded programs in that they are operated by public agencies: the Alameda County Health Care Services Agency and the Oakland Unified School District. These programs operate solely in the school environment and target specific behaviors that manifest themselves in the school environment. These programs do not use the Cityspan database, as do other Measure Y grantees. Therefore this section will differ for the previous sections of this report in both content and format. The findings discussed below are from analysis of administrative data provided by OUSD for the two grantees in this strategy.

Alameda County Health Care Services Agency

The Safe Passages Middle School Strategy targets adolescent youth and is a multi-component framework based on best practices in violence prevention. Co-funded jointly by the City of Oakland, OUSD, and the Alameda County Health Care Services Agency (ACHCSA), the goal of the Middle School Strategy is to reduce the incidence of violence among youth and to improve overall school climate. The six components of this model include alternatives to suspension, a violence prevention curriculum, increased parental involvement, after-school activities, targeted case management, and mental health services. The OUR KIDS program is the behavioral health or targeted intervention component of the Safe Passages Middle School Strategy, and is funded jointly by Measure Y, OUSD, and ACHCSA.

Service Benchmarks

There are three benchmarks for the OUR KIDS program: case management hours, mental health service hours, and group session hours. In all three categories, the OUR KIDS program had exceeded its annual goals by the end of the third quarter of fiscal year 2007-08.

Figure 72: OUR KIDS Program Key Benchmarks, July 2007 to March 2008

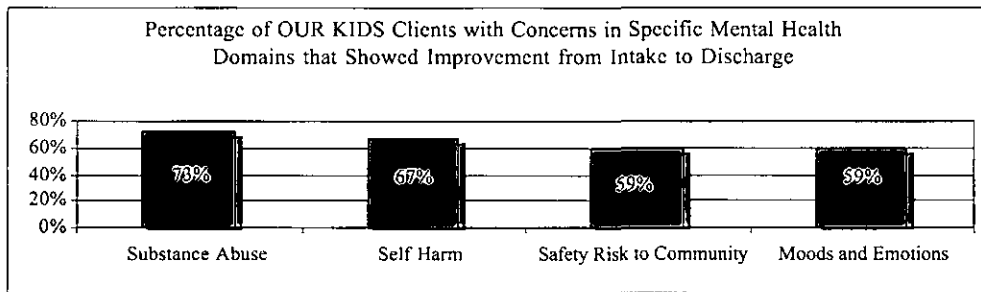| Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of case management hours	1500	1821	121
Number of mental health service hours	5000	5662	113
Number of group session client hours	500	626	125

OUR KIDS Process and Outcome Evaluation

The OUR KIDS program is currently conducting a process and outcome evaluation to measure the breadth of the program and its specific impacts on clients who receive services. Nationally, growing evidence has shown that school mental health programs improve educational outcomes by decreasing absences, decreasing discipline referrals, and improving test scores[14]. By identifying and addressing mental health concerns early and providing appropriate support services or links to services as needed, the OUR KIDS program aims to improve academic achievement and reduce the potential for school failure and other negative outcomes.

During the 2006-07 school year, the OUR KIDS evaluation illustrated that the program is working well to improve student outcomes through the provision of behavioral health care services in schools. In 2006-07, the OUR KIDS program provided nearly 9,000 service hours to 442 Oakland middle school students. For those clients who were assessed for mental health impairments at intake, nearly two-thirds showed improvement in various mental health domains after receiving services, as demonstrated in the chart below. It is important to note that many OUR KIDS clients continued receiving services in subsequent school years, thus additional changes could be observed over time[15].

Figure 73: OUR KIDS Mental Health Services Outcomes

Percentage of OUR KIDS Clients with Concerns in Specific Mental Health Domains that Showed Improvement from Intake to Discharge

	Substance Abuse	Self Harm	Safety Risk to Community	Moods and Emotions
	73%	67%	59%	59%

Source: Philip R. Lee Institute For Health Policy Studies, University Of California, San Francisco
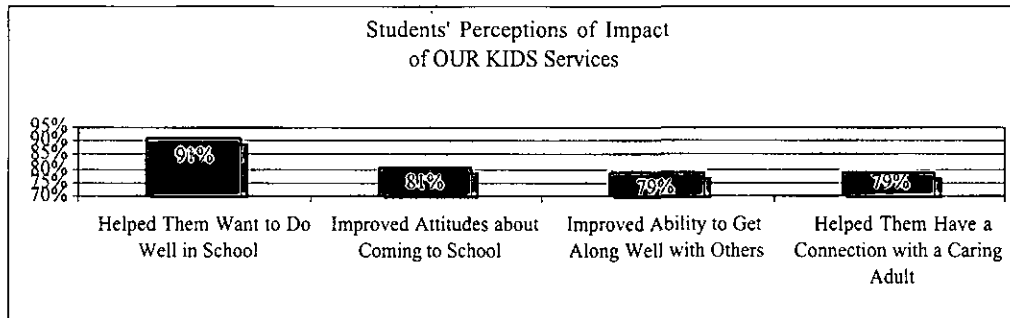
OUSD middle school staff and administration reported high satisfaction with the OUR KIDS services, with the majority rating the Clinical Case Manager (CCM) (87 percent) and mental health counseling (81 percent) services as excellent/good. The majority of students who had spent time with the CCM and/or Mental Health Therapist at their schools also indicated that it helped them to improve many aspects of their behavior, as shown in the chart below[16].

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[14] Jennings, J., Pearson, G., & Harris, M. (2000). Implementing and maintaining school-based mental health services in a large, urban school district. Journal of School Health, 70, 201-205.

[15] Data presented are for all clients receiving OUR KIDS services in Oakland and Hayward Unified, but is generally representative of changes in sub-categories of clients as well, such as youth in Oakland middle schools.

[16] School staff and student satisfaction survey data were compiled by Safe Passages.

Figure 74: Student Perception of OUR KIDS Services

Students' Perceptions of Impact
of OUR KIDS Services

95%
90%
85%
80%
75%
70%

95% — Helped Them Want to Do Well in School
81% — Improved Attitudes about Coming to School
79% — Improved Ability to Get Along Well with Others
79% — Helped Them Have a Connection with a Caring Adult

Source: Philip R. Lee Institute for Health Policy Studies, University of California, San Francisco

Since the beginning of the 2007-08 school year, OUR KIDS CCMs and Mental Health Therapists have provided 491 Oakland middle school students with nearly 6,000 hours of services. The most common reasons for referral to OUR KIDS included academic performance (42 percent), classroom behavior (40 percent), anger management (34 percent), peers/relationships (30 percent), and anxiety (19 percent). Over half of the current OUR KIDS CCM clients had reportedly been exposed to violence (58 percent) prior to intake. Of those who had been exposed, most were witnesses to street violence (61 percent) and school violence (50 percent). Furthermore, nearly one-third (32 percent) had been suspended in the past. These data demonstrate that OUR KIDS is reaching students who are in need of interventions that can assist them in decreasing their potential for negative health and social outcomes in the future.

At the current point in the school year, data on the impact of these services on students' health and educational outcomes are not readily available. This is primarily because outcome data are collected and analyzed at the end of the school year, due to the nature of the OUR KIDS services. Specifically, outcome data from the clinician's perspective are derived by comparing intake assessments, completed when the youth are enrolled in services, of the status of clients' protective and risk factors, to discharge assessments gauging the same factors that are completed when the clients' cases are closed at the end of the school year. Similarly, OUR KIDS clients are asked to complete "pre-surveys" on their strengths and difficulties upon enrollment, which are then compared to "post-surveys" that they complete when they are discharged from services for the school year. Post-surveys have yet to be administered for the current school year.

At the end of the 2007-08 school year, the OUR KIDS evaluation team will analyze outcome data on changes in students' protective and risk indicators, from both the client and the clinician perspectives. Additionally, the evaluation team will examine changes in individual OUR KIDS clients' academic indicators (i.e., suspensions, grades, attendance) from the 2006-07 to the 2007-08 school year, and compare these changes to those of the general school population. The results from the OUR KIDS outcome data analyses will be summarized in a report, which will be available in summer 2008.

Summary Of Suspension Analysis

An overall analysis of suspension data for all OUSD middle schools revealed that, compared with non-Safe Passages/OUR KIDS (non-SP/OK) middle schools, Safe Passages/OUR KIDS (SP/OK) middle schools had[17]:

- **Fewer incidences of violent suspension.** SP/OK schools' violent suspension incidences decreased from 2005-06 to 2006-07, while non-SP/OK schools' violent suspension incidences increased during the same time period.
- **Lower rates of increase in suspension incidence.** While all OUSD middle schools had an increase in their overall suspension incidences between the 2005-06 and 2006-07 school years, SP/OK schools had a lower *rate* of increase in their suspension incidence than non-SP/OK schools.
- **Fewer days lost to suspension.** SP/OK schools lost fewer days to suspension in 2006-07 than in 2005-06, while non-SP/OK schools lost *more* days to suspension in 2006-07 than in 2005-06. However, this difference was not statistically significant.
- **Sharper rates of decrease in the percentage of high-need and highest-need students** (i.e., students who had high levels of negative academic indicators). SP/OK schools and non-SP/OK schools both showed declines in their percentages of high-need and highest-need students between 2005-06 and 2006-07; however, SP/OK schools showed a higher rate of decrease than non-SP/OK schools for both types of students.
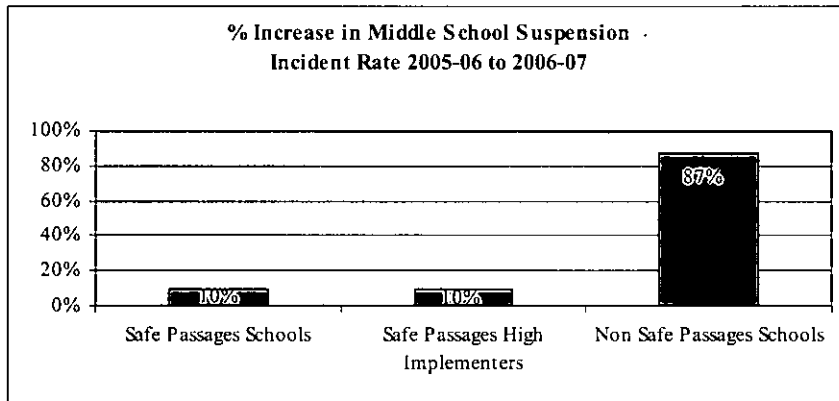
Suspensions

Overall, the OUSD middle school suspension incidence rate increased between 2005-06 and 2006-07. But for SP/OK schools, the percent increase was only 10 percent compared to an 87 percent increase for non-SP/OK schools. While the non-SP/OK schools' incidence rate was below that of SP/OK schools' (including those rated by the program to be "high implementers," i.e., schools that implemented the Safe Passages/Our Kids model with high fidelity) in 2005-06, in 2006-07 non-SP/OK schools had a higher suspension incidence rate than SP/OK schools overall. However, the difference in suspension incidence rates between SP/OK schools and non-SP/OK schools was not statistically significant, and the non-SP/OK schools' 2006-07 incidence rate was equal to that of SP/OK high implementers.
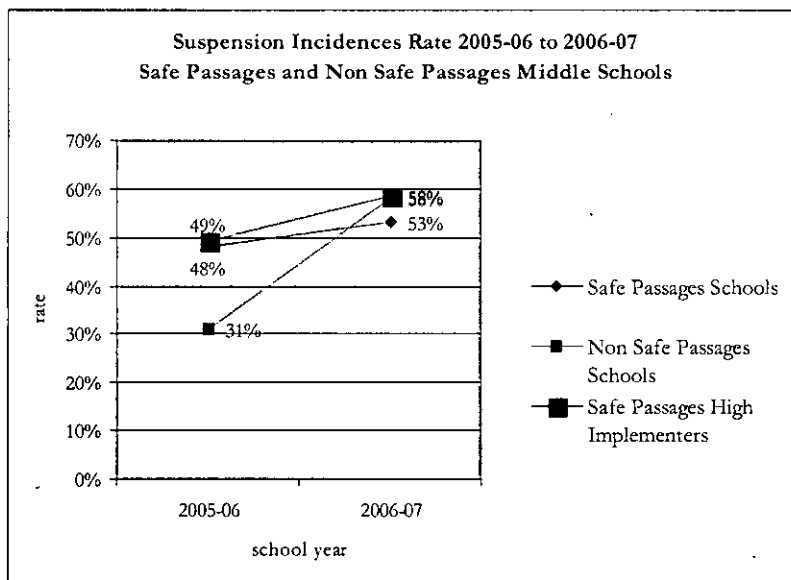
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[17] It is important to note that these differences cannot be directly correlated to the Safe Passages/OUR KIDS programs since there may be other interventions or factors that could also contribute to these outcomes.

Figure 75: Percent Increase in Middle School Suspension Incidence Rate 2005-06 to 2006-07

% Increase in Middle School Suspension · Incident Rate 2005-06 to 2006-07

	Safe Passages Schools	Safe Passages High Implementers	Non Safe Passages Schools
	10%	10%	87%

Figure 76: Suspension Incidence Rate 2005-06 to 2006-07

Suspension Incidences Rate 2005-06 to 2006-07
Safe Passages and Non Safe Passages Middle Schools

school year	Safe Passages Schools	Non Safe Passages Schools	Safe Passages High Implementers
2005-06	48%	49%	31%
2006-07	53%	58%	58%

While total enrollment decreased for both SP/OK and non-SP/OK schools between 2005-06 and 2006-07, the total days lost to suspension decreased by 16 percent for SP/OK schools and 18 percent for SP/OK high implementers, while it increased by 15 percent for non-SP/OK schools.

Figure 77: Percent Change in Total Days Lost to Suspension from 2005-06 to 2006-07
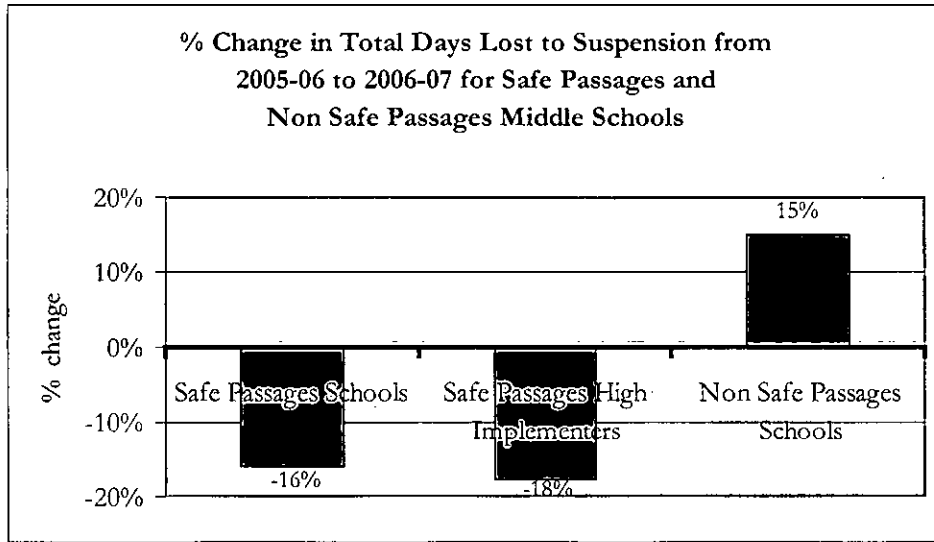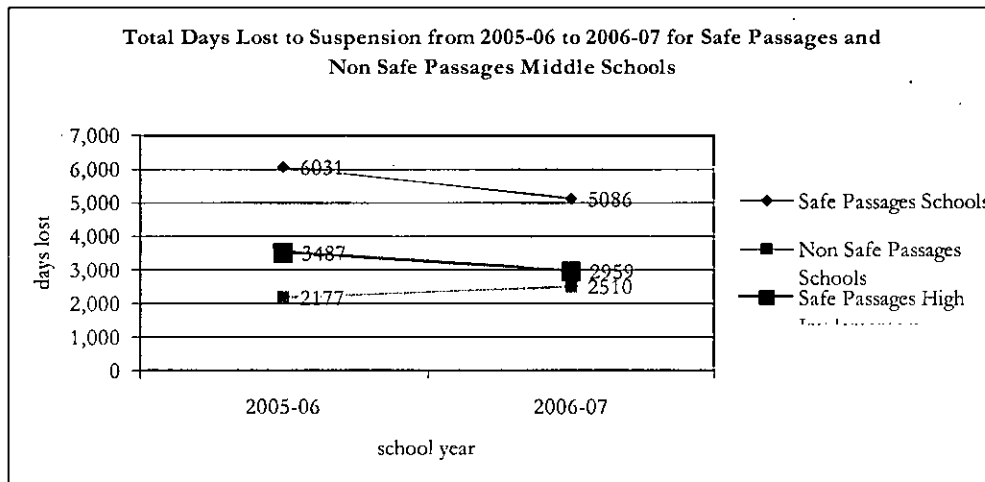

% Change in Total Days Lost to Suspension from
2005-06 to 2006-07 for Safe Passages and
Non Safe Passages Middle Schools

Figure 78: Total Days Lost to Suspension from 2005-06 to 2006-07

Total Days Lost to Suspension from 2005-06 to 2006-07 for Safe Passages and
Non Safe Passages Middle Schools

Violent Suspensions

In 2006-07, SP/OK schools not only had a lower violent incident suspension rate than non-SP/OK schools, they also had a slight decrease from the previous year, while non-SP/OK schools showed a slight increase. (There was no difference on this measure between high implementers and SP/OK schools overall, so suspension incident rates are only reported for SP/OK schools overall on the second chart).

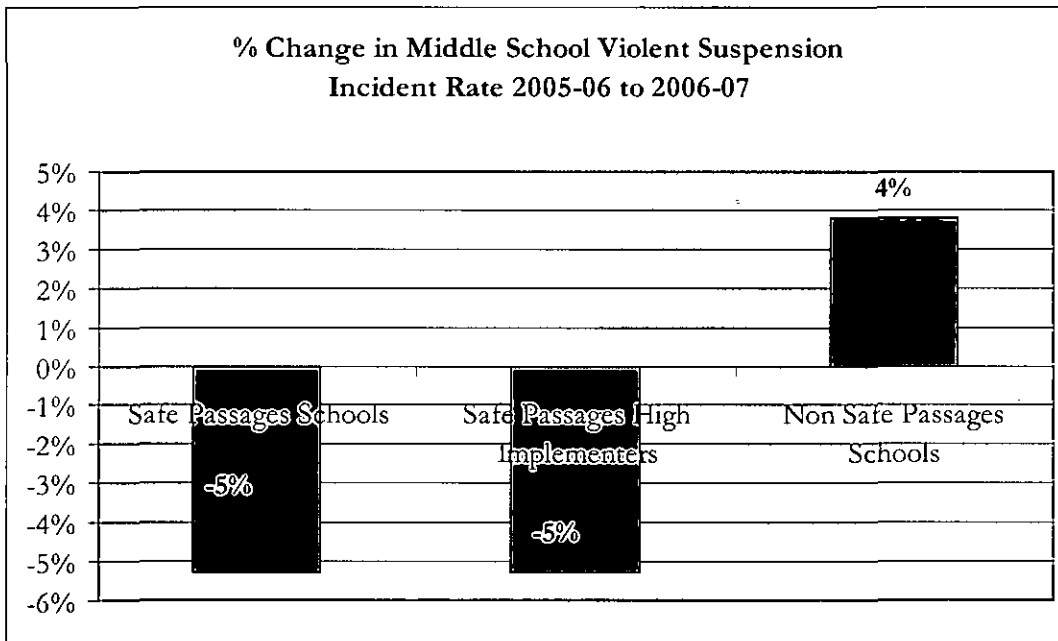**Figure 79: Percent Change in Middle School Violent Suspension Incident Rate 2005-06 to 2006-07**
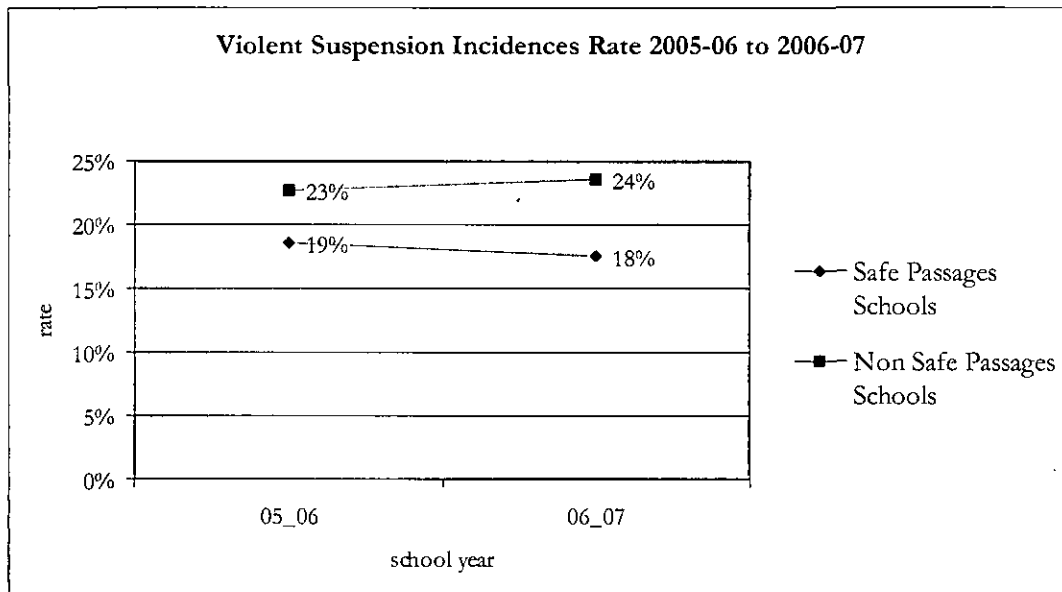

% Change in Middle School Violent Suspension
Incident Rate 2005-06 to 2006-07

Figure 80: Violent Suspension Incidence Rate 2005-06 to 2006-07

Violent Suspension Incidences Rate 2005-06 to 2006-07

Data on violent suspensions is available for all middle schools going back to the 2002-03 school year, when the high implementers adopted the SP/OK model. As shown below, the SP/OK schools initially had higher violent suspension incidence rates, but dropped below non-SP/OK schools in 2004-05 and have remained there since. Between 2002-03 and 2006-07, violent incident suspension rates declined by 12 percent in SP/OK schools while violent incident

suspension rates increased by 36 percent in non-SP/OK schools. (Please note that high implementer comparisons are inappropriate for this period, since all SP/OK schools were high implementers prior to 2006-07).

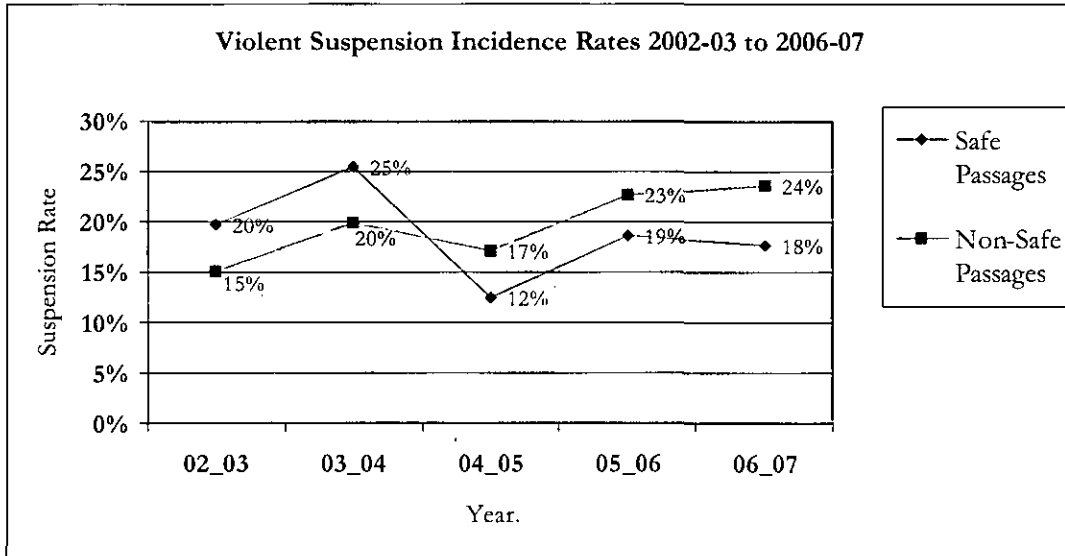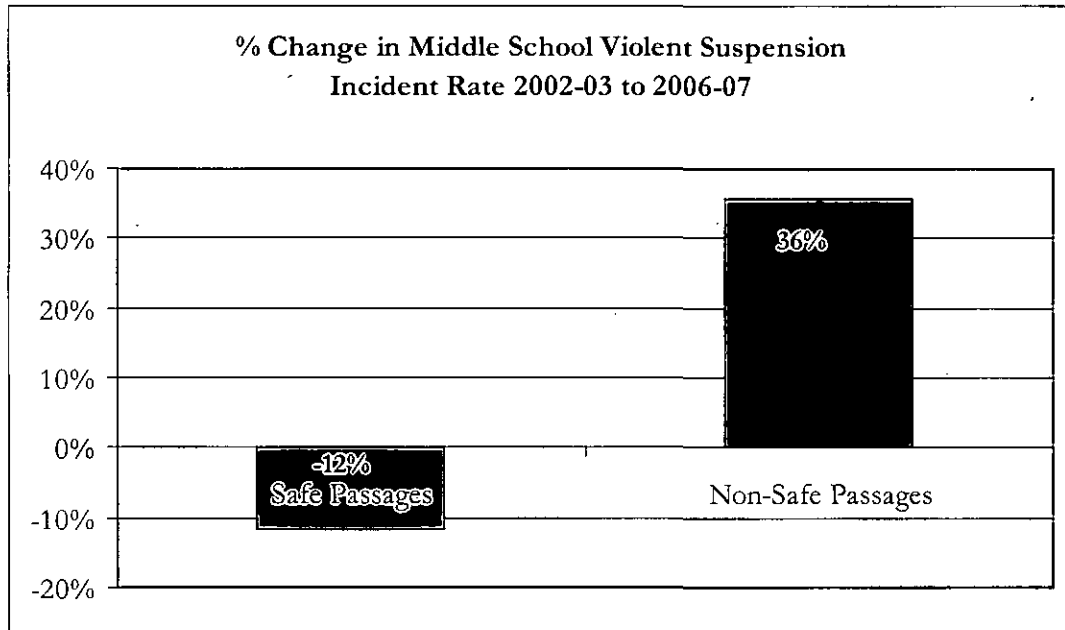**Figure 81: Violent Suspension Incidence Rate 2002-03 to 2006-07**


Figure 82: Percent Change in Middle School Violent Suspension Incident Rate 2002-03 to 2006-07

High- and Highest-Need Students

From the 2005-06 to the 2006-07 school year, SP/OK middle schools had a sharper decrease in their population of both high-need[18] and highest-need[19] students than non-SP/OK schools. As shown below, the high-need student rate decreased by 35 percent between 2005-06 and 2006-07 for SP/OK schools overall, and by 42 percent for SP/OK high implementers, while non-SP/OK schools had only a 3 percent decrease during the same period. However, this difference is not statistically significant (p=.07).

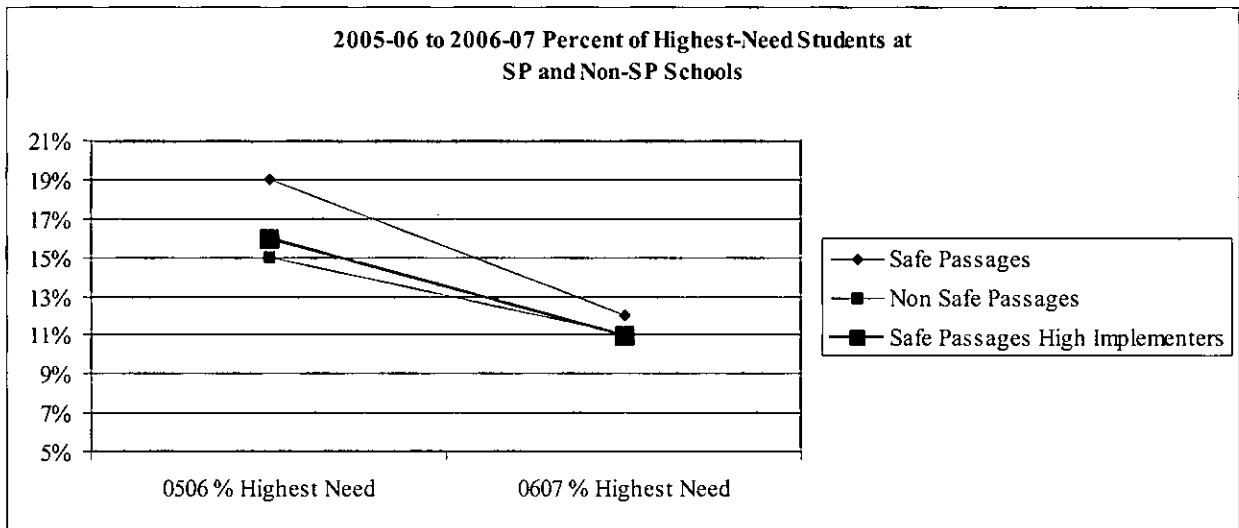**Figure 83: Percent of High Need Students 2005-06 to 2006-07**
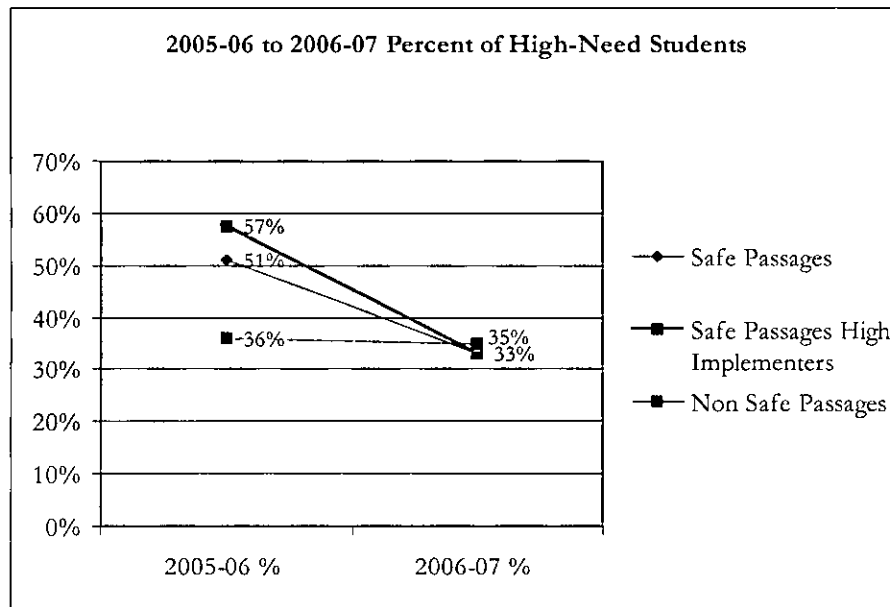
A similar (albeit less dramatic) pattern emerges for highest-need students. The highest need student rate (total number of highest need students divided by total enrollment) decreased by 37 percent between 2005-06 and 2006-07 for SP/OK schools overall, and by 32 percent for SP/OK high implementers, while non-SP/OK schools only had a 27 percent decrease during the same period. However, this difference is not statistically significant (p>.1)

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[18] Student had two or more of the following during the 2005-06 school year: Two or more suspension incidences, DHP hearing, five or more unexcused absences, scored far below or below basic in math, scored far below or below basic in ELA.

[19] Student had two or more of the following during the 2005-06 school year: Two or more suspension incidences, DHP hearing, ten or more unexcused absences, scored far below basic in Math, scored far below basic in ELA.

Figure 84: Percent of Highest Need Students 2005-06 to 2006-07

2005-06 to 2006-07 Percent of Highest-Need Students at
SP and Non-SP Schools

Legend:
- Safe Passages
- Non Safe Passages
- Safe Passages High Implementers

X-axis: 0506 % Highest Need, 0607 % Highest Need
Y-axis: 5% to 21%

Oakland Unified School District

OUSD implements the Second Step Violence Prevention Curriculum in all Oakland Head Start sites, Family Day Care Centers, and K–8 schools. It also implements a peer conflict resolution program at 21 middle schools with high rates of truancy. The Committee for Children, a Seattle-based nonprofit, developed the Second Step Curriculum. This nationally renowned, research-based curriculum teaches children empathy, problem-solving, and anger management through role-playing and teacher coaching.

Service Benchmarks

There are five key benchmarks for the OUSD program, including: the number of violence prevention participants in pre-school, elementary school, and middle school, conflict mediation training, and mediation sessions. By the end of the third quarter of fiscal year 2007-08, OUSD had exceeded anticipated participation at all three levels of the Second Step Violence Prevention Curriculum. OUSD has trained slightly fewer than expected conflict mediators, but has already surpassed its annual target for holding conflict mediation sessions.

Figure 85: Oakland Unified Schools District Key Benchmarks, July 2007 to March 2008

Benchmarks	Annual Goal	Number Served	Percent of Goal Reached
Number of Pre-School Violence Prevention Participants	2025	2293	113
Number of Elementary Violence Prevention Participants	12800	12905	101
Number of Middle Violence Prevention Participants	3750	3406	91
Number of family involvement events	40	37	93
Number of conflict mediators trained	450	288	· 64
Number of conflict mediations held	1200	1307	109

Summary Analysis

Records for 141 OUSD students who received mediation from Second Step during 2006-07, along with overall suspension data from OUSD show that:

- The majority (61.7 percent) of mediation recipients were suspended at least once more during the 2006-07 school year after receiving mediation. However, of these students, nearly half (46 percent) were re-suspended for a lesser (i.e. non-violent) offense.
- Mediation recipients were suspended an average of three times during the 2006-07 school year, while overall suspension data from OUSD show an average of only 1.84 suspensions per student for the 2006-07 school year. However, this difference is not statistically significant (p>.1), and is more likely due to the fact that Second Step tends to serve repeatedly suspended students rather than to the effectiveness of the mediation program.

Analysis of suspension records for all OUSD elementary schools and satisfaction surveys for elementary schools teaching the Second Step curriculum ("Second Step" schools) reveals that:

- **Students report satisfaction with the Second Step curriculum.** Over half of elementary school survey respondents report liking Second Step and agree that Second Step is a good way to learn about problem solving, and teaches new and useful ways to handle conflicts. /
- **The majority of teachers report that they are implementing the Second Step curriculum, although not necessarily within their regular core curriculum.** Nearly 90 percent of teachers surveyed report teaching the weekly Second Step lesson, over 80 percent report following the lesson outline, and over 70 percent leave at least 50 percent of the [class] time for role-play practice. However, fewer than half of teachers report integrating Second Step into the core curriculum "weekly" or "daily."
- **Most teachers report that Second Step has an impact on their classroom environment.** Most notably, over 90 percent of teachers surveyed report using Second Step behavior themselves and encouraging students to use Second Step skills in classroom conflicts, and over 70 percent report that Second Step has contributed to improved student behavior. Further, nearly 60 percent of teachers agreed that "Second Step helps [them] have more time for teaching," presumably due to decreased time spent on discipline.
- **Teachers are using Second Step to teach students lessons about behavior.** Over half of teachers surveyed report that, on a daily or weekly basis, they "discuss with students

times or situations when they might use Second Step behavior" and "comment and help students reflect on the benefits of positive behavior."

- **Intensity of implementation is correlated with higher program satisfaction.** At the time of the survey, four schools were considered "high" implementers of Second Step. Students in these schools had higher mean satisfaction scores, and these differences were statistically significant. Teachers at high-implementing schools were more likely to agree that Second Step has some impact on the classroom environment by leaving them more time for teaching and improving student behavior, and these differences are also statistically significant.

- **There are no significant differences in suspensions between Second Step schools and other schools, or between Second Step high implementers and other Second Step schools.**
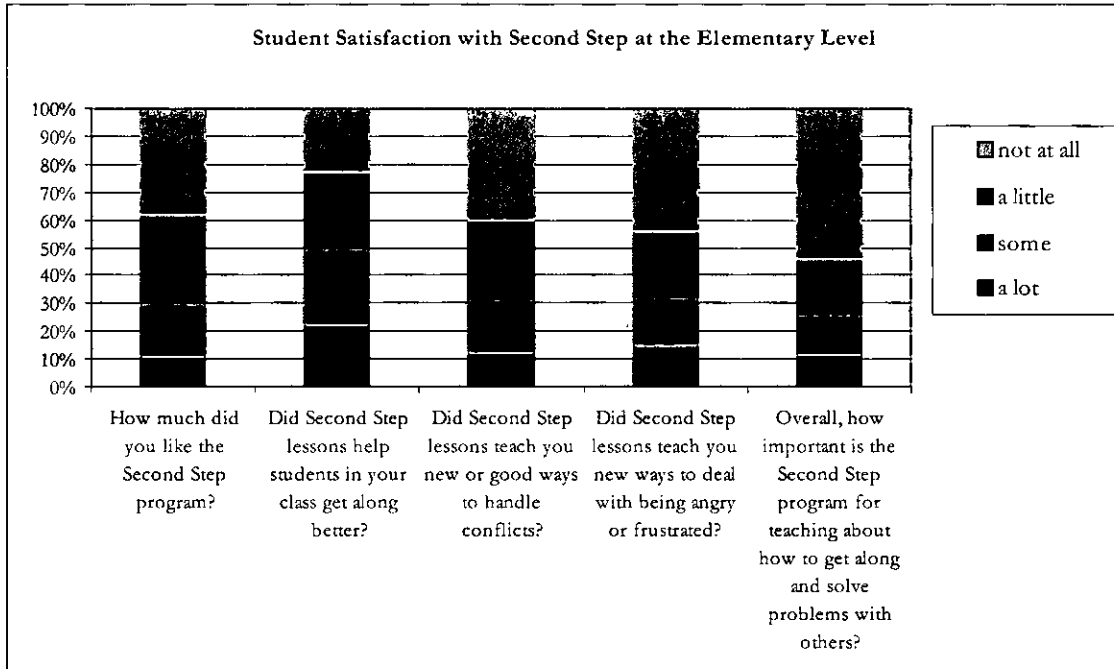
Data

This analysis is based on three data sources: OUSD elementary school suspension records, satisfaction survey data from the spring of 2006 for 120 elementary school teachers in Second Step schools, and satisfaction survey data from the spring of 2006 for 652 elementary school students in Second Step schools. Second Step has designated each school's level of implementation on a five-point scale (no, low, some, yes, and more) for the 2005-06, 2006-07, and 2007-08 school years. "High" implementers, for the purposes of this report, are schools that are designated "some," "more" or "yes" in the school year studied. Because suspension data are only available through January 31st for 2007-08, suspension analyses in this report will cover August 28th through January 31st for each of the three school years. Additionally, because Second Step is implemented throughout Oakland, this analysis compares suspensions while controlling for each school's Academic Performance Index (API) score.

Student Satisfaction

Students were asked to rank their satisfaction with the program on a four-point scale: 1-not at all, 2-a little, 3-some, 4-a lot. The majority of students surveyed liked Second Step at least "a little" (61 percent) and found Second Step at least "a little" effective in helping students get along better (76.5 percent). The majority also felt that the program taught new or good ways to handle conflict (59 percent), and new ways to deal with being angry or frustrated (55 percent).

Figure 86: Student Satisfaction with Second Step at the Elementary Level

At the time of the survey, ten elementary schools were high implementers; however, survey data are only available for four of these ten: Montclair (more), Hoover (some), Marshall (some) and Bella Vista (some). As shown below, the mean satisfaction scores were slightly higher for these students than for low-implementing Second Step schools, and these differences are all statistically significant at the 99 percent confidence level.

Figure 87: Second Step Mean Student Satisfaction Scores by Intensity of Implementation

Mean Student Satisfaction Scores, By Intensity of Implementation
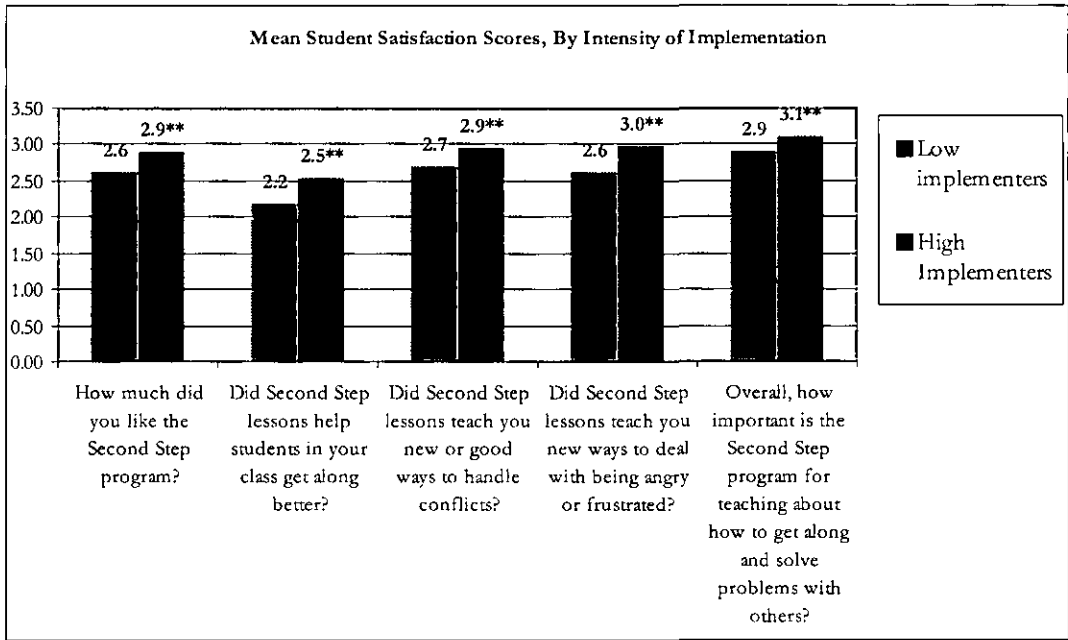
Teacher Satisfaction

Teachers were asked to rank their implementation of Second Step and the program's impact on their classroom environment on a four-point scale: "yes," "sometimes," "never/have not," and "no." (Because there is no clear difference on the instrument between "never/have not" and "no," these results will focus on the percentage of teachers who answered "yes" or "sometimes"). As shown below, over three-quarters of teachers were at least "sometimes" teaching the weekly Second Step lesson (88 percent), following the lesson outline completely (86 percent), and leaving 50 percent of the time for role-play practice (75 percent). Similar numbers of teachers reported that Second Step at least "sometimes" improved their classroom environment on five measures: modeling Second Step behavior themselves (96 percent), intervening in conflicts using Second Step (93 percent), having more time for teaching (69 percent), and improving student behavior (85 percent). Further, 93 percent reported that Second Step is at least sometimes "an effective tool for teaching students important social-emotional behavioral skills."

**Figure 88: Second Step Implementation at the Elementary Level**

Second Step Implementation at the Elementary Level
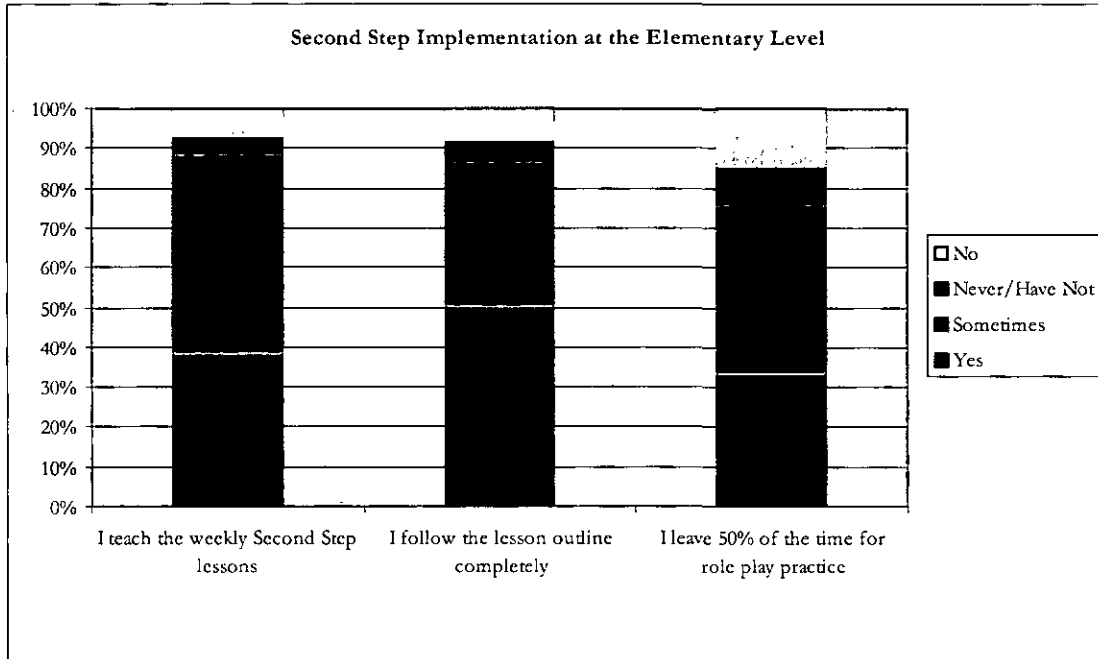
Figure 89: Second Step Impact on Classroom Environment

Second Step Impact on Classroom Environment
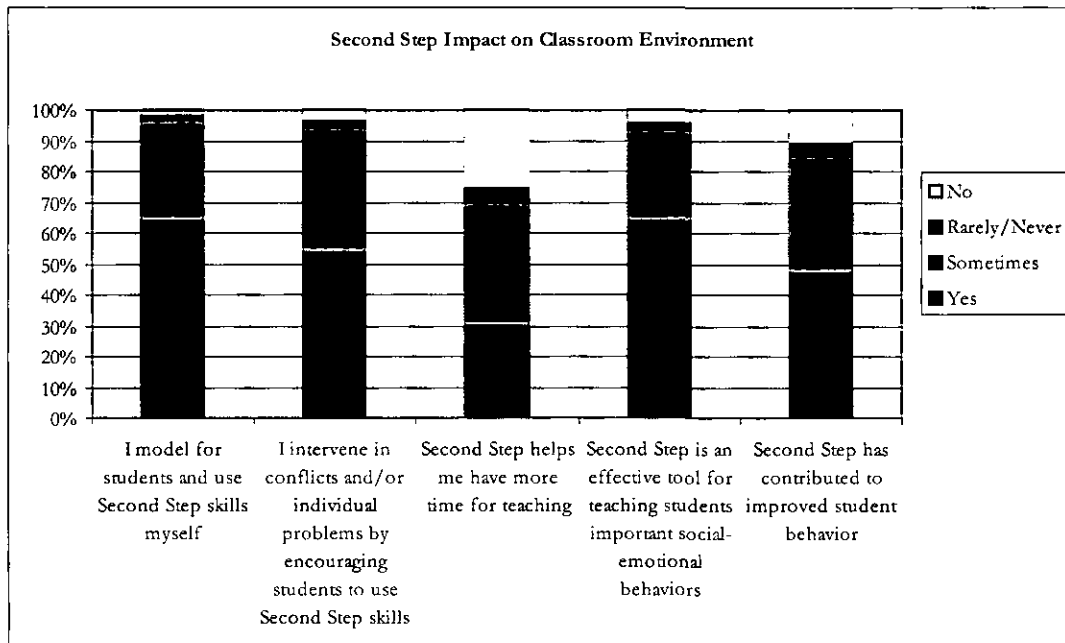
Teachers were also asked to rank the frequency of their Second Step implementation on a different four-point scale: "daily," "weekly," "occasion/rare" and "never/have not." Most teachers, as illustrated below, have at least occasionally implemented four key Second Step

techniques: discussing with students opportunities to use Second Step behavior (91 percent), commenting on and helping students reflect on the benefit of positive behavior (97 percent), reviewing student use of Second Step behaviors at the end of the day (83 percent), and integrating Second Step into the core curriculum (87 percent).

Figure 90: Frequency of Second Step Implementation
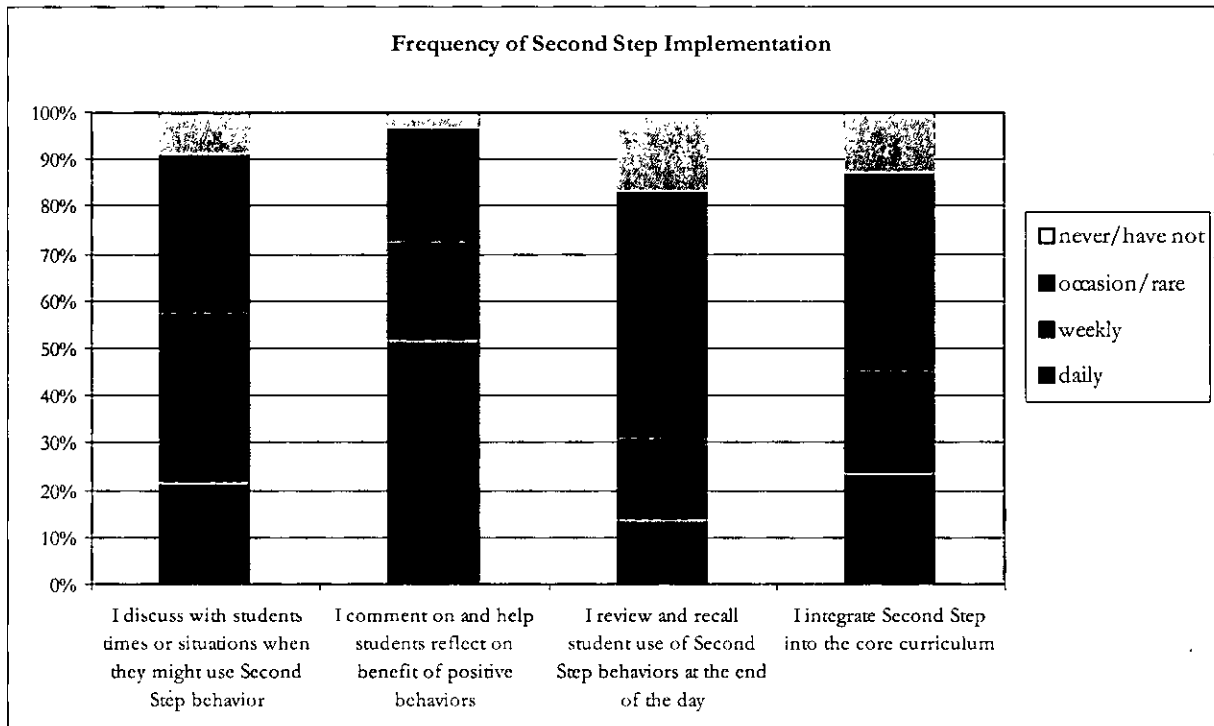
Again, as with student surveys, data were only available for four of the ten high implementers at the time of survey completion: Montclair (more), Hoover (some), Marshall (some) and Bella Vista (some). Teachers at high-implementing schools are more likely to agree that Second Step at least "sometimes" improves classroom environment by leaving them more time for teaching (p<.05) and improving student behavior (p<.05). In terms of frequency of implementation, high-implementing teachers integrated Second Step into the core curriculum more often than low-implementing teachers (p<.05).

Suspension Analysis

Comparing suspensions from Second Step schools and non-Second Step schools, there were no significant differences in suspension rates for either 2006-07 or 2007-08, both before and after controlling for the schools' 2006 base API scores. Looking just at Second Step schools, there were also no significant differences in suspensions during 2006-07 or 2007-08 between high-implementing schools and low-implementing schools, both before and after controlling for the schools' 2006 base API.