



CITY OF OAKLAND

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2018 MAR 29 PM 4:59

AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: OFCY 2016-2017 Year End
Evaluation Reports

DATE: March 19, 2018

City Administrator Approval

Date:

[Handwritten signature]
[Handwritten date: 3/29/18]

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Adopting The Oakland Fund For Children And Youth (OFCY) Final Evaluation Reports For Fiscal Year 2016-2017.

EXECUTIVE SUMMARY

City Council adoption of the proposed resolution will fulfill the Oakland City Charter requirement for the OFCY Planning and Oversight Committee (POC) to submit annual independent evaluation reports to the Oakland City Council for its adoption. Attached are the two reports prepared by Social Policy Research Associates and Public Profit Inc., two Oakland-based, independent evaluation firms, evaluating OFCY funded strategies and programs in Fiscal Year (FY) 2016-2017:

- The OFCY Final Report for FY 2016-2017 (**Attachment A**) prepared by Social Policy Research Associates provides evaluation information on 90 OFCY funded children and youth programs across six funding strategies.
- The Oakland School-Based After School Programs Evaluation 2016-17 Findings Report (**Attachment B**) prepared by Public Profit provides an evaluation of 59 OFCY-funded after school programs operating at public and charter schools, as well as 22 programs supported through State and Federal funds managed by the Oakland Unified School District (OUSD).

The reports provide findings on the performance and outcomes achieved of the 149 programs supported by OFCY grants during FY 2016-2017. Programs funded by OFCY collectively served 33,259 children from birth to age 20. These programs reported nearly \$22 million additional matching funds through OFCY goal areas and strategies.

Item: _____
Life Enrichment Committee
April 10, 2018

BACKGROUND / LEGISLATIVE HISTORY

OFCY was established in 1996, after Oakland voters passed the Kids First! Initiative as an amendment to the City Charter. Oakland City Charter Article XIII Section 1305.04 requires that an annual independent evaluation of OFCY programs be submitted to the Oakland City Council for adoption. OFCY provides program grants through a three-year funding cycle. The City Council approved grant awards for programs on June 7, 2016 by Resolution No. 86226 C.M.S. for FY 2016-2017, with an option for one-year grant renewals in FY 2017-2018 and FY 2018-2019 with approval.

In September 2016, OFCY released a Request for Proposals (RFP) for an independent evaluation of the 90 programs funded across six funding strategies. These six strategies are Early Childhood Mental Health Consultations, Parent Support and Education, Student Engagement in Learning, Year-Round Youth Development and Empowerment, Summer Youth Development and Empowerment, and Career Awareness & Academic Support for Older Youth. Based on proposals received in response to the RFP, OFCY selected Social Policy Research Associates for evaluation services in FY 2016-2017. OFCY also released an informal bid for independent evaluation of the 59 programs funded in FY 2016-2017 through the School-Based After School funding strategy, and selected the firm Public Profit. Both contracts are renewable for two years.

Social Policy Research Associates and Public Profit presented separate year-end reports to the POC on February 7, 2018. The POC has reviewed and approved the final evaluation reports for FY 2016-2017.

ANALYSIS AND POLICY ALTERNATIVES

In FY 2016-2017, OFCY provided grant funding to 149 programs in the first year of the three-year OFCY grant cycle (FY 2016-2019). Social Policy Research Associates evaluated 90 programs across six funding strategies, while Public Profit evaluated 59 elementary and middle school after school programs funded by OFCY in the school-based after school funding strategy. Both independent firms provided an evaluation of programs and funding strategies that incorporated qualitative and quantitative analysis, examining the number of children and youth served, the length of service, types of activities, and demographics of children and youth by using program performance data entered in the Cityspan data management system. The evaluators also examined program impact and quality through youth surveys, site visits, staff interviews, focus groups, and staff surveys. The reports include executive summaries of overall findings; a detailed evaluation report on performance, outcomes achieved, and program quality; and appendices providing summaries of each individual program's performance and quality. The main reports are included as **Attachment A** and **Attachment B** of this report.

Table 1 – OFCY Grant Strategies in FY2016-2017

OFCY Funding Strategy	No. of Programs	OFCY Funding FY 2016-17
Early Childhood Mental Health Consultations	3	\$700,000
Parent Support and Education	16	\$1,782,991
School-based After School	59	\$4,810,773
Student Engagement in Learning	10	\$835,360
Year-Round Youth Development and Empowerment	35	\$3,465,544
Summer Youth Development and Empowerment	12	\$1,043,901
Career Awareness & Academic Support for Older Youth	14	\$2,125,533
TOTAL:	149	\$14,764,101

Programs funded by OFCY collectively served 33,259 children from birth to age 20. Children and youth who enrolled in more than one program during the year, were likely counted more than once in the Cityspan data management system. The evaluators found that children and youth participated in higher numbers from Fruitvale and East Oakland neighborhoods. While the vast majority of children participating in OFCY programs are children of color, the ethnicity of children and youth varies by strategy. OFCY programs performed well across the program quality dimensions assessed in the evaluations. Children, youth and often their families are benefiting from these programs, with strong outcomes reported by youth, parents, and educators across all strategies, and better outcomes associated with more hours of participation.

In FY 2016-2017, programs reported \$21,059,165 in matching funds through individual/private donations, corporate donations, philanthropic grants, and contract/service agreements, and nearly \$22 million when including in-kind contributions and volunteer hours. In school-based after school programs, \$4.8 million served as a local match for state After School and Education and Safety (ASES) funds, leveraging over \$6.1 million in state funding support for elementary and middle school programs at OUSD sites.

OFCY tracks program performance based on two measures - program enrollment, and hours of service provided. Based on these two measures, 81 percent of OFCY programs (120 out of 149) met their performance benchmarks in 2016-2017, the first year of the new grant cycle. Overall, youth participated the most in programs supported through the School-Based After School funding strategy, with students in elementary school programs participating for an average of 478 hours annually, and students in middle school programs participating for an average of 362 hours annually. Youth participation was also high in programs supported through the Summer Youth Development and Empowerment funding strategy, with 91 percent of youth participating for 40 hours or more in summer programs.

The evaluation reports examined program quality by drawing from multiple data sources, including participant surveys, interviews with program staff, site visits and program observations, and through a program quality assessment completed by program staff. The Public Profit evaluation of school-based after school programs indicates that after school programs at elementary and middle school provide a high quality of programming, as shown through program observations and reflected in youth survey results. Visits to school-based after school programs were conducted using research-based observation tools for quality

assessment used by out-of-school time programs nationally that address the quality domains of *safe environment, supportive environment, peer interaction, and youth engagement*. Evaluator findings indicate that programs are delivering high quality programming. Student survey data largely supports these findings, with three-quarters of elementary students and two-thirds of middle school students reporting that their programs are safe and supportive.

The evaluation by Social Policy Research Associates indicates that both participants and program staff across the 90 programs examined perceive the programs to be high quality. Social Policy Research Associates aligned the participant surveys and program quality assessments across five dimensions of program quality that research has identified as important for ensuring high quality programs: 1) safe and healthy environment; 2) supportive environment; 3) interaction and leadership; 4) planning, choices, and reflection; and 5) diversity and inclusion.

Participants and staff from programs funded by OFCY in prior years tended to rate program quality higher than participants and staff from programs receiving OFCY funding for the first time. The evaluation report prepared by Social Policy Research Associates also found that youth in smaller programs rated program quality higher than youth in larger programs. For all dimensions of quality, youth in programs that enrolled fewer than 150 participants rated program quality significantly higher than youth in programs that enrolled 150 or more participants. Older youth rated program quality significantly higher than younger youth. And parents and caregivers in the Parent Support and Education funding strategy with participation of six months or longer had higher quality rankings than those with less participation, with the greatest difference in the areas of partnerships and providing diverse and inclusive programming.

Selected evaluation findings for each of the seven OFCY funding strategies are noted below.

Early Childhood Mental Health Consultations

The Early Childhood Mental Health Consultation programs provided support to early childhood educators and parents to promote healthy emotional and social development. OFCY provided \$700,000 in grant funding to three agencies, which provided services at 48 different program sites, reaching 2,071 children. Licensed mental health professionals consult weekly with educators around the mental health and developmental needs of children in their classroom, deliver parenting workshops, and provide individual consultations to children and parents. These programs support Head Start, OUSD Child Development Centers, and a handful of home-based preschools throughout Oakland. Eighty-eight percent of early childhood educators reported that the mental health consultation services increased their access to resources and support, and ninety-six percent of early childhood educators reported having a good relationship with their consultant.

Parent Support and Education

The Parent Support and Education programs build parenting skills and knowledge in order to meet the needs of young children and strengthen families. Programs provide parent and child playgroups, parent education workshops, parent support groups, case management, financial

literacy training, and community capacity building around early literacy in safe and accessible community locations.

OFCY provided \$1,782,991 in grant funding to 16 programs operating at 75 sites in Oakland, reaching 3,430 children and 4,084 caregivers. Children ranged in age from 0 to 6 years old, with 0 to 2 year olds making up the largest age group (48 percent). Parents and caregivers reported increased knowledge of child development (96 percent), increased confidence in managing children's behavior (95 percent), improved skills to support academic and socioemotional development (93 percent), and that the program helped them to increase access to resources and support (90 percent). Parents and caregivers who participated in programs for six months or longer reported even higher levels of agreement across all outcome areas.

Student Engagement in Learning

Programs funded through the Student Engagement in Learning strategy help children and youth feel connected to school and engaged in their own learning. Programs provided targeted academic support to meet the specific needs of the participants they serve, including youth at risk of dropping out of school, newcomers, boys of color, and students with chronic absences. In addition to academic support, participants may receive case management or participate in arts programming, restorative justice training, and socio-emotional learning activities.

OFCY provided \$835,360 in funding to 10 programs operating at schools across 28 sites, and reaching 4,151 students. Although children and youth participating resided in neighborhoods from across Oakland, more than one quarter came from the Fruitvale District. The racial composition of participants was similar to the OUSD student body, with 47 percent of participants identifying as Hispanic/Latino, and 29 percent identifying as Black/African American. Three-quarters of participants were between 13 and 18 years old.

Programs did not focus exclusively on academics. They also used art and youth leadership activities to engage youth in learning. Younger youth spent the most time in programming and were most likely to participate in art and culture activities. Older youth spent more time engaged in youth leadership and civic engagement. Youth reported strong progress in academic outcomes, reporting an increased ability to develop academic goals (75 percent), increased confidence in accessing educational opportunities (72 percent), and that they learned things that help with their school work due to their participation (77 percent).

School-Based After School

The Oakland School-Based After School Partnership is a collaboration between the Oakland Fund for Children and Youth and the Oakland Unified School District's After School Programs Office. OFCY provided over \$4.8 million annually to support 59 elementary and middle school program sites, reaching 9,151 students in the 2016-2017 school year. After school participants reflect OUSD student population. More than four in ten after school youth are Latino/a (44 percent), making up the highest proportion of participants. About one-third of participants are African-American (34 percent), followed by smaller proportions of Asian/Pacific Islander (14 percent) and white (7 percent) youth.

Youth in OFCY-supported after school programs report improvement in academic behaviors and school connectedness, noting improvement in homework completion and feeling more a part of their school. After school participation has a positive association with school day attendance. On average, after school participants attended 94 percent of all school days while non-participant peers attended 93 percent. Over the course of a full school year with 180 days of classes, this change represents approximately two additional days of school. Across the 9,150 participants in OFCY after school programs, this represents approximately 16,000 additional days of school attended. Increased school day attendance is connected to improved outcomes for individual students and directly connected to better revenue for the District.

Year-round Youth Development and Empowerment

The Year-Round Youth Development and Empowerment programs funded by OFCY help youth develop leadership skills, contribute to their community, and build friendships while engaging in the arts, technology, entrepreneurship, and sports. In addition to providing enrichment activities, programs allow youth to build relationships with adults and mentors. Many of these programs also support specific populations, including foster youth, youth exposed to violence, homeless youth and LGBTQ youth.

OFCY provided \$3,465,544 in grant funding to 35 agencies operating programs at 120 sites in Oakland, reaching 9,336 children and youth. African American/Black children and youth were the largest racial group participating in year-round youth development programs (39 percent), followed by Hispanic/Latino youth (34 percent), Asian/Pacific Islander (10 percent) and multiracial youth (five percent).

Youth participated in a wide range of activities, spending the most time in academic and youth leadership activities. Elementary-aged children spent the most time in programming and were more likely to participate in academic activities. High-school aged youth were more likely to participate in youth leadership and civic engagement.

Summer Youth Development and Empowerment

The Summer Youth Development and Empowerment programs receive academic support and participate in opportunities such as field trips, arts programming, project-based learning, and community activism. Programs operated in community-based summer camps throughout the city and provided enrichment activities for students enrolled at OUSD summer school programs.

OFCY provided grants totaling \$1,043,901 to 12 programs operating at 31 school and community sites during the summer, with 2,457 children and youth from across Oakland participating in programming. The majority were from zip codes in East Oakland. Thirty-seven percent of children and youth were African American/Black, 36 percent Hispanic/Latino, 15 percent Asian/Pacific Islander, and five percent multiracial or biracial. The majority (51 percent) were between the ages of 7 and 10 years old.

Youth spent the most time engaged in academics, youth leadership and civic engagement, and arts and culture. Children and youth averaged 108 hour of participation, and over half participated for 120 hours or more.

Youth reported strong progress in general youth development outcomes, especially in the development and mastery of skills. Most notably, 85 percent of participants reported that they try new things in their program, suggesting that these programs provide experiences to which children and youth may not otherwise have access. High school age youth reported strong progress in youth empowerment outcomes encompassing higher-level developmental tasks, such as community engagement, leadership, and conflict resolution.

Career Awareness and Academic Support for Older Youth

Programs funded through the Career Awareness and Academic Support for Older Youth strategy help youth explore career opportunities in in-demand industries and prepare for college and career success. Participants receive job readiness training, learn from worksite visits and guest speakers, receive academic support and college/career advising, and work in subsidized and unsubsidized employment. Programs give youth the tools they need for a smooth transition to college and their future career.

OFCY supported 14 programs at 28 sites, providing \$2,125,533 in grant funding that supported 2,663 youth in FY 2016-2017. Youth from across Oakland participated in the programs, with approximately one-third residing in East Oakland, and one-quarter in the Fruitvale neighborhood. Compared to student enrollment in Oakland Unified School District and other OFCY strategies, these programs served a larger proportion of African American youth (44 percent), followed by Hispanic/Latino youth (33 percent), Asian/Pacific Islander (13 percent) and multiracial/biracial youth (four percent). Programs served youth ages 11 to 20, with three-quarter of participants (75 percent) being between the ages of 15 to 18.

Youth participated in Career Awareness and Academic Support programs for an average of 108 hours. Average hours varied greatly across programs, with 28 percent of youth participating less than 10 hours and 20 percent participating for over 120 hours. Over 1,100 youth participated in internships, subsidized employment, or gained employment in unsubsidized jobs last year. Programs paid youth almost \$900,000 in wages, not including wages earned from unsubsidized placements. Youth completed over 100,000 hours of work experience and on average earned \$819 in pay through internships or subsidized work experience through OFCY Career Awareness and Academic Support programs last year. Based on their experience, youth reported learning what is expected of them in a work setting (91 percent), and that they gained an understanding of the importance of an education for getting the job they want (90 percent) due to their program participation.

FISCAL IMPACT

OFCY's evaluation costs for FY 2016-2017 included \$180,000 for Social Policy Research Associates' services, and \$35,000 for Public Profit's services, funded through the OFCY – Kids First Oakland Children's Fund (1780), FY 2016-2017 OFCY Evaluation Project. There is no impact on the General Fund. The recommendation forwarded by the POC is in accordance with the Oakland City Charter requirement to present the independent evaluation reports to the Oakland City Council for adoption.

PUBLIC OUTREACH / INTEREST

The POC Evaluation Subcommittee met on October 18, 2017, in a public meeting at 150 Frank Ogawa Plaza, 4th Floor, Human Services Department, to review and provide feedback to both evaluation firms on the draft 2016-2017 evaluation reports. The OFCY POC met on February 7, 2018, in a public meeting at Oakland City Hall to review and accept the 2016-2017 final evaluation reports and receive public comments prior to forwarding them to the City Council for adoption.

COORDINATION

This report and legislation have been reviewed by the Office of the City Attorney, Controller's Bureau, and Contracts and Compliance Division of the City Administrator's Office.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

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

SUSTAINABLE OPPORTUNITIES

Economic: Social Policy Research Associates and Public Profit are both Oakland-based organizations that employ Oakland residents.

Environmental: The independent evaluation results in programmatic improvements that better serve children and youth. Programs build youth leadership and engage youth in the physical environment through environmental justice and restoration projects, neighborhood arts, and through community building projects that improve the overall quality of life and community safety in Oakland neighborhoods.

Social Equity: The OFCY evaluation system results in direct social benefits by building organizational capacity and promoting best practices in child and youth development. It also monitors the quality and performance of all OFCY programs, which are funded to serve children and youth in areas of high need.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Adopting The Oakland Fund For Children And Youth (OFCY) Final Evaluation Reports For Fiscal Year 2016-2017.

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

Respectfully submitted,



SARA BEDFORD, Director
Human Services Department

Reviewed by:
Sandra Taylor, Manager

Prepared by:
Mike Wetzel, HHS Planner
Children and Youth Services Division

Attachments (2):

- A: OFCY Final Report FY 2016-2017
- B: Oakland School-Based After School Programs Evaluation 2016-2017 Findings Report

OAKLAND CITY COUNCIL


City Attorney

RESOLUTION No. _____ C.M.S.

Introduced by Councilmember _____

RESOLUTION ADOPTING THE OAKLAND FUND FOR CHILDREN AND YOUTH (OFCY) FINAL EVALUATION REPORTS FOR FISCAL YEAR 2016-2017

WHEREAS, the Kids First! Oakland Fund for Children and Youth (OFCY) was established by voter approved ballot Measure K in 1996 to set money aside for programs and services benefiting children and youth; and

WHEREAS, the Kids First! Legislation (Oakland City Charter Article XIII, Section 1305.4) requires the Planning and Oversight Committee (POC) of the Oakland Fund for Children and Youth annually to present the independent evaluation reports to the Oakland City Council for adoption; and

WHEREAS, the City contracted with the firms Social Policy Research Associates and Public Profit, Inc. to conduct the independent evaluation for Fiscal Year (FY) 2016-2017 and report their findings; and

WHEREAS, for FY 2016-2017 OFCY awarded \$14,764,101 in grant funds and monitored 149 grant agreements with qualified organizations for direct services to children and youth; and

WHEREAS, the firms Social Policy Research Associates and Public Profit, Inc. have presented their findings to the OFCY Planning and Oversight Committee in the evaluation reports titled OFCY Final Report FY 2016-2017 and Oakland School-Based After School Programs Evaluation 2016-2017 Findings Report, and the POC submits these reports to the City Council for adoption; now therefore, be it

RESOLVED, That the City Council hereby accepts and adopts the Oakland Fund for Children and Youth final evaluation reports for Fiscal Year 2016-2017 as completed by the independent evaluation firms Social Policy Research Associates and Public Profit, Inc. and submitted by the Oakland Fund for Children and Youth Planning and Oversight Committee, pursuant to Charter Section 1305.4.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLEN, KALB, KAPLAN, AND PRESIDENT REID

NOES-

ABSENT-

ABSTENTION-

ATTEST: _____
LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California