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AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Sara Bedford
Director, Human Services

SUBJECT: OFCY 2018-2019 Year End
Evaluation Report

DATE: October 21, 2019

City Administrator Approval

Date:

11/26/19

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Adopting The Oakland Fund For Children And Youth (OFCY) Final Evaluation Report For Fiscal Year (FY) 2018-2019.

EXECUTIVE SUMMARY

Adoption of the proposed resolution will fulfill the Oakland City Charter requirement for the Oakland Fund for Children and Youth (OFCY) Planning and Oversight Committee (POC) to submit annual independent evaluation reports to the Oakland City Council for adoption. The *OFCY Final Evaluation Report FY 2018-2019* was prepared by Social Policy Research Associates (SPR) and is included as **Attachment A**.

The evaluation report provides an assessment of service performance and outcomes for children and youth in 146 programs across the seven strategy areas funded by OFCY. Section A includes the overall analysis of performance, outcomes achieved, and program quality across all programs. Section B includes summaries for each of the seven funding strategies, and addresses outcomes and impact by strategy. Section C includes individual program profiles to document program performance, outcomes and quality, show programs' year-to-year progress and provides comparisons to strategy-level outcomes.

OFCY programs served 25,504 children and youth who lived in the areas of Oakland where low income families with children live, predominately in East Oakland, West Oakland, Fruitvale, and San Antonio. Programs are achieving intended outcomes, address equity for children, youth and families, and are having an impact in the areas of family supports, youth development, academic success, and workforce readiness. The evaluation concludes that OFCY creates a "rich ecosystem of youth serving organizations that bring enriching programming to under-resourced communities at little or no cost, while also promoting continuous improvement and high quality programming."

Item: _____
Life Enrichment Committee
December 3, 2019

BACKGROUND / LEGISLATIVE HISTORY

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

OFCY grants in Fiscal Year (FY) 2018 -2019 were renewed for a final year of funding in the three year grant cycle established under the OFCY Strategic Investment Plan 2016 - 2019 by City Council approval on June 8, 2018 (Resolution No. 87222 C.M.S.). The 146 grant awards totaled \$15,091,866.

SPR presented the year-end evaluation report to the POC Evaluation subcommittee on October 16, 2019 and to the full body of the POC on November 6, 2019. The POC reviewed and approved the final evaluation report for FY 2018-2019 at their meeting on November 6, 2019.

ANALYSIS AND POLICY ALTERNATIVES

OFCY provided grant awards to 146 programs for the third and final year of the three-year grant cycle (FY 2016-2019), with awards totaling nearly \$15.1 million as shown in **Table 1**. Social Policy Research Associates evaluated the 146 programs across the seven distinct funding strategies.

Table 1: OFCY Grant Strategies in FY 2018-2019

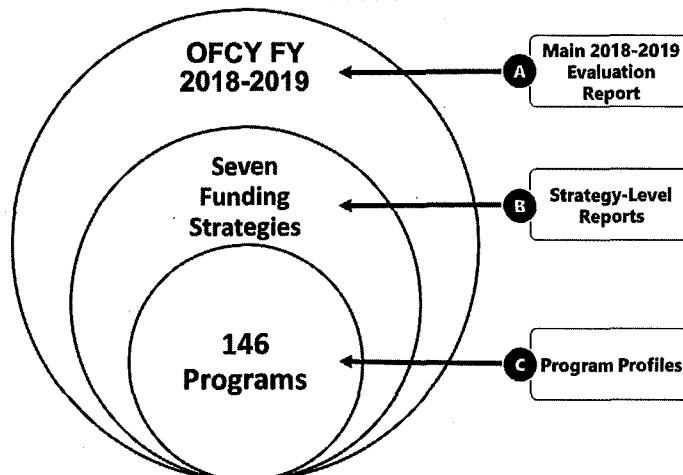
| OFCY Funding Strategy | # of Programs | OFCY Funding FY 2018-19 |
|---|----------------------|--------------------------------|
| Early Childhood Mental Health Consultations | 3 | \$772,500 |
| Parent Support and Education | 14 | \$1,788,272 |
| School-based After School | 59 | \$5,006,596 |
| Student Engagement in Learning | 9 | \$783,171 |
| Year-Round Youth Development and Empowerment | 36 | \$3,646,760 |
| Summer Youth Development and Empowerment | 12 | \$1,075,218 |
| Career Awareness & Academic Support for Older Youth | 13 | \$2,019,349 |
| TOTAL: | 146 | \$15,091,866 |

SPR approached the evaluation with the intention of exploring and analyzing data at the individual level (children, youth and parent participants in programs), program level (each of the 146 programs), strategy level (across seven funding strategies), and fund level (OFCY's funding portfolio for 2018-2019 and its' overall impact).

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

- 1) **Section A:** Main Evaluation Report: Fund-level investment and impact for OFCY in 2018-2019
- 2) **Section B:** Funding Strategies: Seven strategy-level analyses
- 3) **Section C:** Program Level: 146 Program-level "Profiles" of performance and outcomes

**OFCY 2018-2019 Evaluation Report:
Three Sections**



The evaluation incorporates both quantitative and qualitative analysis to report on the individual level outcomes across the three areas of the report. The evaluation utilizes data captured in OFCY's data management system, Cityspan, to provide detail on the children, youth, parents and caregivers that participated in programming in 2018-2019 and levels of service. Programs fielded surveys and were able to receive youth feedback on the quality of programming and the outcomes they achieved from over 6,000 children and youth in grades 3 and above. Additional qualitative methods used by SPR include a program practice survey for each of the 146 programs, interviews with programs, select site visits, and focus groups with clients and educators. These methods provide additional context into the program challenges, impact, and achievements.

Children, Youth, Parents and Caregivers Served by Programs in 2018-2019

Programs funded by OFCY collectively served 25,404 children from birth through 21 years of age and 2,165 parents and caregivers last year. SPR undertook an analysis of over 27,000 Cityspan client records to identify the actual and unduplicated number of 25,404 children and youth served by OFCY programs in FY 2018-2019. SPR identified 2,600 children and youth, or about 10 percent of these records, and 28 adults that were counted twice in the Cityspan system. These individuals participated in more than one OFCY-funded program during 2018-2019.

In FY 2018-2019, OFCY programs provided services to 25,404 children comprising approximately 25 percent of the total youth population in Oakland. **Table 2** provides detail on the race and ethnicity of the unduplicated children and youth served by OFCY programs in 2018-2019. **Table 3** provides a comparison of OFCY program enrollment to the population of children and youth in Oakland ages 0-19 based on data from the US Census' American Community Survey 2013-2017 five year estimates. **Table 4** provides an overview of child participation by race/ ethnicity by funding strategy. The evaluation reports provide greater detail on race and ethnicity within each of the seven funding strategies and for each of the 146 programs.

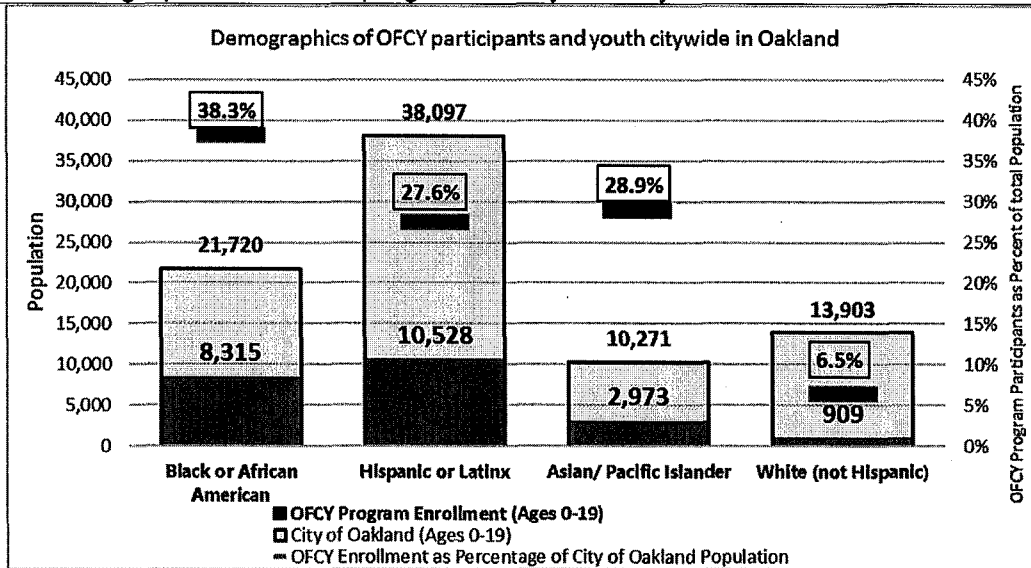
Table 2 indicates that over 40 percent of children served by OFCY were identified as Latinx, and almost 12 percent were identified as Asian/Pacific Islander. One out of three children and youth served by OFCY programs identified as African American. As shown in **Table 3**,

programs served a higher percentage of African American children and youth than any other racial/ ethnic group, representing approximately 38 percent of all African American children and youth in Oakland. OFCY programs reached over 10,000 Latinx children and youth (approximately 28 percent of Oakland population of Latinx children and youth), nearly 3,000 Asian/ Pacific Islander children and youth (approximately 29 percent of the Asian/ Pacific Island children and youth population), and over 900 white children and youth (approximately seven percent of the total white children and youth population).

Table 2: Race/ Ethnicity of Unduplicated Children and Youth in OFCY programs: 2018-19

| Race/ Ethnicity | Total | Percent |
|---|---------------|-------------|
| Hispanic/Latinx | 10,500 | 41.3% |
| African American/Black | 8,379 | 33.0% |
| Asian/Pacific Islander | 2,979 | 11.7% |
| Caucasian/White | 915 | 3.6% |
| Multiracial or Biracial | 802 | 3.2% |
| Unknown/Missing | 678 | 2.7% |
| Middle East/North Africa | 633 | 2.5% |
| Native Alaskan/American | 260 | 1.0% |
| Other | 258 | 1.0% |
| Total Children & Youth in OFCY Programs: | 25,404 | 100% |

Table 3: Demographics of OFCY programs and youth citywide in Oakland.



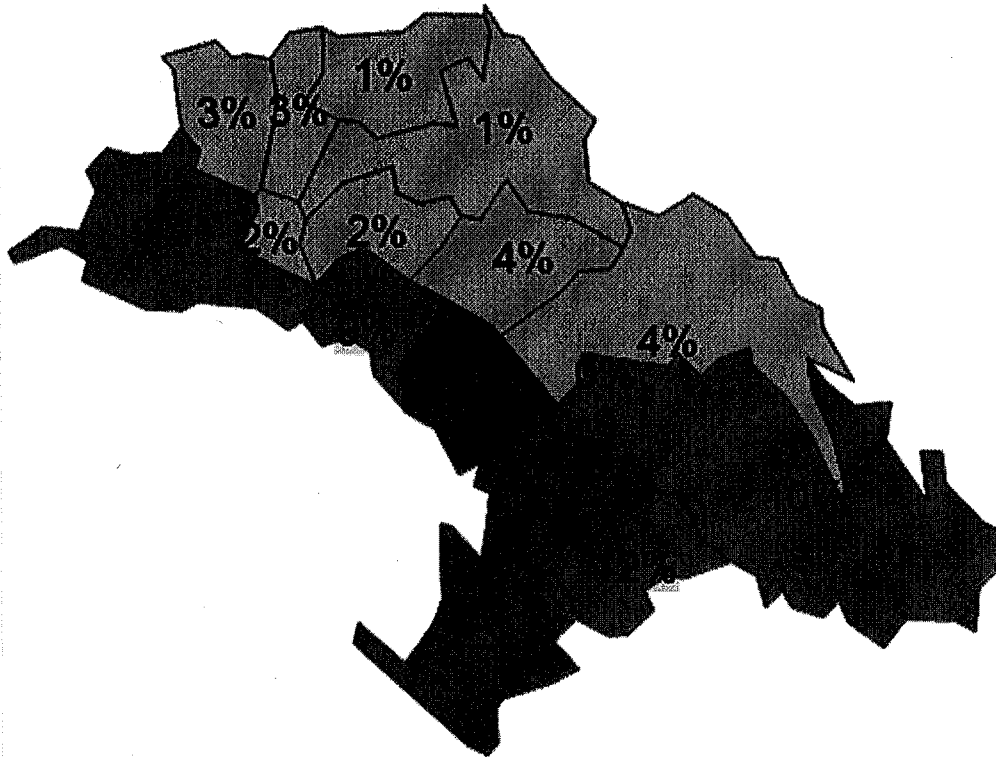
| Race/ Ethnicity | OFCY Enrollment (Ages 0-19) | City of Oakland (Ages 0-19) | Enrollment as Percentage of Total Population |
|------------------------|-----------------------------|-----------------------------|--|
| African American/Black | 8,315 | 21,720 | 38.3% |
| Hispanic/Latinx | 10,528 | 38,097 | 27.6% |
| Asian/Pacific Islander | 2,973 | 10,271 | 28.9% |
| Caucasian/White | 909 | 13,903 | 6.5% |

Table 4: Child/ Youth Enrollment by Race/ Ethnicity by Funding Strategy

| Funding Strategies | Hispanic or Latino | Black or African American | Asian/ Pacific Islander | White | Two or More Races | Middle East/North Africa | Some Other Race | American Indian and Alaska Native | Unknown | Total |
|---|--------------------|---------------------------|-------------------------|------------|-------------------|--------------------------|-----------------|-----------------------------------|------------|---------------|
| Early Childhood Mental Health Consultations | 787 | 552 | 466 | 78 | 87 | 17 | 30 | 5 | 26 | 2048 |
| % by strategy | 38.4% | 27.0% | 22.8% | 3.8% | 4.2% | 0.8% | 1.5% | 0.2% | 1.3% | 100% |
| Parent Support and Education | 823 | 503 | 180 | 173 | 168 | 192 | 61 | 12 | 59 | 2171 |
| % by strategy | 37.9% | 23.2% | 8.3% | 8.0% | 7.7% | 8.8% | 2.8% | 0.6% | 2.7% | 100% |
| School-based After School | 3975 | 2769 | 1076 | 212 | 21 | 7 | 9 | 29 | 235 | 8333 |
| % by strategy | 47.7% | 33.2% | 12.9% | 2.5% | 0.3% | 0.1% | 0.1% | 0.3% | 2.8% | 100% |
| Student Engagement in Learning | 1356 | 1061 | 330 | 208 | 12 | 61 | 14 | 19 | 173 | 3234 |
| % by strategy | 41.9% | 32.8% | 10.2% | 6.4% | 0.4% | 1.9% | 0.4% | 0.6% | 5.3% | 100% |
| Year-Round Youth Development & Empowerment | 2928 | 2801 | 540 | 164 | 329 | 330 | 115 | 182 | 261 | 7650 |
| % by strategy | 38.3% | 36.6% | 7.1% | 2.1% | 4.3% | 4.3% | 1.5% | 2.4% | 3.4% | 100% |
| Summer Youth Development & Empowerment | 698 | 871 | 414 | 46 | 130 | 26 | 20 | 20 | 95 | 2320 |
| % by strategy | 30.1% | 37.5% | 17.8% | 2.0% | 5.6% | 1.1% | 0.9% | 0.9% | 4.1% | 100.0% |
| Career Awareness and Academic Support | 732 | 823 | 250 | 53 | 61 | 23 | 15 | 2 | 63 | 2022 |
| % by strategy | 36.2% | 40.7% | 12.4% | 2.6% | 3.0% | 1.1% | 0.7% | 0.1% | 3.1% | 100.0% |
| Total | 11299 | 9380 | 3256 | 934 | 808 | 656 | 264 | 269 | 912 | 27,778 |
| % by strategy | 40.7% | 33.8% | 11.7% | 3.4% | 2.9% | 2.4% | 1.0% | 1.0% | 3.3% | 100.0% |

The map of Oakland in **Picture 1** shows the home residence by ZIP code of the 25,404 children and youth who participated in programs in 2018-2019. Nearly four out of five children (78 percent) reside in six ZIP codes in East Oakland, West Oakland, Fruitvale, and San Antonio. OFCY programs intentionally work with children, youth and families in the neighborhoods that have disproportionately high rates of families with children, families with children in poverty, schools with high environmental stress and lower academic performance, and higher rates of crime and violence. **Picture 1** and the map showing program locations (**Picture 2**) are from the evaluation report, and color versions can be accessed online at www.ofcy.org/evaluation/.

Picture 1: Map of Children and Youth Served by ZIP of home residence – FY 2018-2019



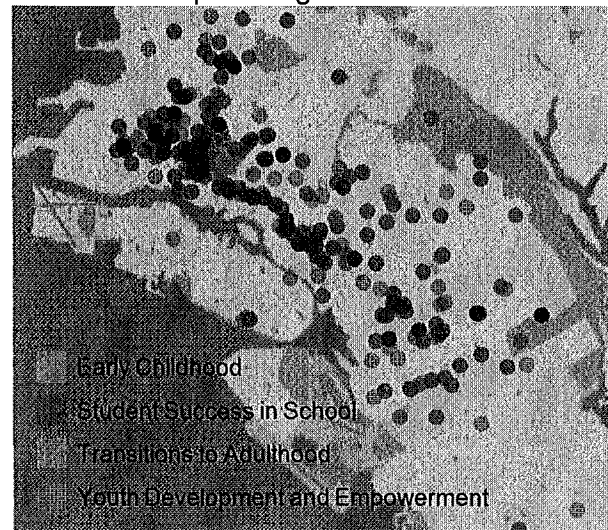
Home Zip Code and Neighborhood

| | |
|--|-----|
| 94601: Fruitvale | 22% |
| 94621: Webster Track, East of Coliseum | 16% |
| 94603: Sobrante Park, Elmhurst, E 14th St | 12% |
| 94605: Eastmont, Seminary, Havenscourt | 10% |
| 94606: Highland Park, San Antonio, East Lake | 9% |
| 94607: West Oakland, Chinatown | 9% |
| Outside Oakland | 4% |
| 94602: Glenview, Lincoln, Oakmore | 4% |
| 94619: Maxwell park, Lenoa Hgts, Redwood Hgts | 4% |
| 94609: Temescal, Pill Hill, Bushrod Park | 3% |
| 94612: Downtown | 2% |
| 94610: Adams Point, Lakeshore, Crocker Highlands | 2% |
| 94611: Piedmont Ave and Montclair | 1% |
| Homeless/Transitioning | 1% |
| 94618: Rockridge and Hiller Highlands | 1% |
| 94613: Mills College and MacArthur Blvd | 0% |

Location of Services

Programs funded by OFCY operate at over 200 different locations in Oakland (**Picture 2**), with approximately half of the program sites located at schools and half located at neighborhood locations including recreation centers, public housing, and community-based organizations. Program sites are located throughout Oakland but are greatly concentrated in the 'flatland' neighborhoods in West Oakland, along the International Boulevard corridor, and in East Oakland. Many programs provide services at multiple locations. For example, programs that provide internship opportunities place students at a wide variety of locations, including hospitals, schools, and community-based organizations. Other

Picture 2: Map of Program Locations 2018-19



programs operate out of multiple locations to ensure that OFCY programming is accessible across communities. The evaluation noted that the highest concentration of program sites were in the West Oakland/ Chinatown zip code of 94607, followed by East Oakland/ East of the Coliseum zip code 94621, and clustered along International Boulevard in Fruitvale in 94601.

Additional \$23 Million in Match Funds Were Leveraged

OFCY verifies that programs are able to raise and match outside funding equivalent to at least 25 percent of the OFCY grant award. Programs use OFCY funding as leverage to bring additional government and private funding into Oakland for children and youth. Last year, OFCY programs reported successful leveraging of OFCY funds to bring in nearly \$23 million in matching funds. The largest source of program match was state After School Education and Safety (ASES) funds received through Oakland Unified School District (OUSD) contracts. OFCY's \$5 million in annual grant funding for school based afterschool education provided the required local match for ASES funding, approximately \$7.5 million in state funding support leveraged for programs at Oakland public elementary and middle school sites.

Program Performance

In 2018-2019, 90 percent of programs met enrollment benchmarks and 86 percent met benchmarks for hours of service, indicating that overall, programs are providing services as expected based on their performance targets. Each program projects the annual number of children, youth, parents and caregivers that will participate in its activities during the year. OFCY expects programs to meet at least 80 percent of this target. Similarly, programs project the

activities they will provide, and the expected average enrollment per session over the course of the grant period. This establishes quarterly and annual benchmarks regarding expected hours of service to be provided. OFCY expects programs to meet at least 80 percent of this target.

SPR additionally found that 56 percent of all children and youth last year participated in programs for 40 hours or longer, indicating sustained engagement in programming.

Program Outcomes, Impact, and Quality

Section A of the annual evaluation report provides detail on outcomes, impact, and quality across all programs. Parents and caregivers in early childhood programs and children and youth in youth programming were surveyed on key dimensions that research identifies as central to program quality. Youth consistently reported that they felt safe and supported and developed strong connections to staff and peers, have opportunities for belonging, peer interaction and leadership, and have opportunities for planning, choice and reflection. Parents and caregivers in early childhood programs strongly associated their program participation with providing critical support and connections through a supportive and caring staff.

Some key findings that are highlighted in **Section A** of the evaluation report include:

- ***Programs are supportive:*** 79 percent of children and youth report that there is an adult at this program who cares about them, and 94 percent of parents and caregivers report that they and their child have made new friends as a result of this program.
- ***Programs provide youth with a sense of belonging:*** 77 percent of children and youth report feeling that they belong in their program.
- ***Programs engage youth:*** 84 percent of children and youth report that they try new things in their program and 79 percent report that they are interested in what they do in the program.
- ***Programs support diversity and inclusion:*** 76 percent of children and youth report that because of their program, they feel more comfortable being around people who look or sound different than they do, and 97 percent of parents and caregivers report that the program staff works well with families from different backgrounds.
- ***African American and Latinx children benefit the most from programs:*** African American children and youth were most likely to report that the programs helped them to achieve positive outcomes, followed by Latinx children and youth. African American children and youth were also most likely to participate the longest in programs (48 percent of African American children and youth participated for 120 hours or more in programs), and most likely to participate in more than one OFCY program (40 percent of children and youth that were in two or more OFCY-funded programs were African American).

Select strategy-specific findings highlighted in **Section B** of the evaluation report include:

- ***Parent Support and Education programs were successful meeting the needs of parents and caregivers:*** 96 percent report that they know more about how to keep their

child safe and healthy because of the program, and 92 percent reported that their program connected them with other programs and resources to help be a better parent.

- ***School Based Afterschool Programs served 8,333 students in grades K-8 in Oakland public schools:*** students participated in programs for an average of 400 hours over the school year, and 75 percent of youth participating reported that their program helps them feel more like a part of their school. The evaluation shows that students in afterschool programs are less likely to be chronically absent compared to students who do not attend afterschool programs.
- ***Summer Programs provided safe, enriching, and academically supportive programs for children:*** nearly 2,500 children and youth – 86 percent between 5 and 12 years of age – participated in summer programs. The average participant spent over 100 hours in their program over a four- to eight-week period.
- ***Youth Development and Leadership programs help older youth develop leadership skills and promote community safety:*** programs served 7,650 youth last year – half between the ages of 13 and 18 – and provided safe spaces for hard-to-serve populations including lesbian, gay, bisexual, transgender and queer (LGBTQ) youth, foster youth, homeless youth, immigrants, newcomers, refugees, and youth exposed to violence. Seventy-five percent of youth report that they are more of a leader since coming to their program.
- ***Career Awareness & Academic Support programs helped older youth gain work experience:*** last year, over 1,000 youth worked in jobs and internships because of OFCY programs. In total, these youth earned over \$1.3 million, with youth on average earning \$1,200 through employment. Youth in this strategy and older youth showed the greatest progress toward outcomes including increased awareness of educational requirements of specific careers, increased connections to working professionals, increased professionalism, and knowledge of career paths.

The evaluator found overall that OFCY programs in the third year of the grant cycle continued to achieve intended outcomes and make an impact in the areas of youth development, academic success, workforce readiness and caregiver support. **Attachment B** summarizes the outcomes and impact of the seven OFCY strategy areas.

There are no policy alternatives for consideration.

FISCAL IMPACT

OFCY's evaluation costs for FY 2018-2019 totaled \$225,000 for Social Policy Research Associates' services, funded through the OFCY – Kids First Oakland Children's Fund (1780), FY 2018-2019 OFCY Evaluation Project. There was no impact on the General Fund.

PUBLIC OUTREACH / INTEREST

The POC Evaluation Subcommittee met on October 16, 2019 in a public meeting at Oakland City Hall to review and provide feedback to the evaluation firm regarding the draft 2018-2019

evaluation report. The OFCY Planning and Oversight Committee met on November 6, 2019 in a public meeting at Oakland City Hall to review and accept the 2018-2019 final evaluation report and receive public comments prior to forwarding to the City Council for adoption.

COORDINATION

This report and legislation have been reviewed by the Office of the City Attorney, Budget Bureau, and 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 is an Oakland-based organization that employs Oakland residents. OFCY programs provide free and low-cost programming that supports thousands of Oakland's low-income children and families. Thousands of children and youth benefit every day from high-quality programming that would otherwise be inaccessible for families in poverty without OFCY subsidizing direct services for children and youth.

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

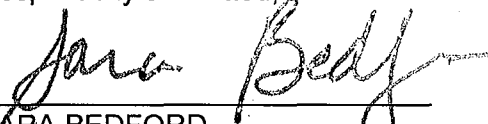
Race & Equity: The independent evaluation details how programs funded by OFCY serve African American children and youth at a high level, and that African American children and youth gain the most from participation in programs. OFCY programs support over 25,000 children and youth in Oakland, approximately one quarter of all children and youth. Programs serve low-income families with near exclusivity, and programming is intended to support children, youth, and families with the greatest needs.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Adopting The Oakland Fund For Children And Youth (OFCY) Final Evaluation Report For Fiscal Year 2018-2019.

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 Wetzal, HHS Planner
Children & Youth Services Division

Attachments (2):

- A: OFCY Final Evaluation Report FY 2018-2019
- B: OFCY Strategy Overview and Impact FY 2018-2019