

City of Oakland

MEASURE Y EVALUATION

2010-2011



Violence Prevention Programs Initiative Wide Report



Acknowledgements

We wish to express our appreciation for the contributions of all of the agencies, organizations and individuals who participated in the 2010-11 evaluation of the City of Oakland's Measure Y Violence Prevention programs. Thank you to the Violence Prevention Programs for your time and commitment to this evaluation. We have appreciated your thoughtful feedback and have benefited from your knowledge. Your cooperation and energy resulted in the collection of extensive data and allowed us to prepare this report. Moreover, our Evaluation Team has tremendous respect and admiration for your contribution to the health and wellbeing of the residents of Oakland, both young and old. We acknowledge the invaluable contribution of Mark Min and the staff of CitySpan for creating and operating the Youth Services and Information System used by the Violence Prevention Programs. Thank you to the Oakland Unified School District and the Alameda County Probation Department for providing the evaluation team with the data necessary to measure outcomes for Measure Y participants. Our gratitude also goes to the staff of the Oakland City Administrator's Office, and the City of Oakland Department of Human Services. A special thanks to Sara Bedford and Dyanna Christie at DHS who provided invaluable hands-on assistance to the VPP programs during this year.

Patricia Marrone Bennett, Ph.D serves as the evaluation team leader of the Measure Y Evaluation Team. Please address any questions or comments to pbennett@resourcedevelopment.net.

This report has been prepared by Resource Development Associates.

Evaluation Team
Resource Development Associates

Patricia Marrone Bennett, Ph.D.

Nishi Moonka, Ed.M.

Rebecca Brown, Ph.D.

Sarah Sullivant, M.A.

Mikaela Rabinowitz

Brightstar Ohlson, M.S., Bright Research Group

Jeremy Bennett, M.A.

Rima Spight

Measure Y 2010-11 Evaluation Report

Table of Contents

CONTENTS

Executive Summary	2
Overview of the Initiative & Evaluation	9
I. Introduction	9
II. The Problem of Violence in Oakland and How Measure Y Aims to Address It	10
III. Methods	13
Findings: Initiative – Level Results	18
Findings: Strategy – Level Results	29
I. Juvenile Justice Center/OUUSD Wrap Around Service Strategy	29
II. Young Adult Reentry and Employment Strategy	46
III. Street Outreach Strategy	54
Conclusions and Recommendations	64
Appendix	67
A. List of Programs by Strategy	67
B. Evaluation Logic Models	68
C. Matched Data Analysis Methodology and Sample Size	71
D. Pre/Post Tests	80
E. List of Measure Y Street Outreach Target Offenses	88

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

I. EXECUTIVE SUMMARY

Measure Y is a voter-approved initiative to prevent and reduce violence in Oakland. Five million dollars are allocated annually to Violence Prevention Programs, through grants to community-based organizations. The 2010-11 evaluation of the Measure Y Violence Prevention Program effort examined the services and impacts at the initiative and strategy level. The initiative evaluation reports on the services provided by programs, intermediate outcomes reported by clients through pre/post tests, and a matched data analysis with adult and juvenile probation records. Among the most important initiative findings:

1. *Measure Y served over 4,600 clients in 2010-11.* Violence Prevention Programs provided services to over 4,600 Oakland residents in 2010-11 and allocated over \$5.2 million dollars to community-based organizations to deliver prevention and interventions services to individuals at risk for perpetrating, falling victim to, or suffering from exposure to violence. The per client and per hour costs of providing services was in line with other similar violence prevention programs in other communities.
2. *Clients reported improvements on risk and resiliency indicators.* According to pre/post test results, most Measure Y clients experienced improvements on indicators of resiliency and protective factors, job readiness, and their ability to comply with the terms of their probation and parole. Fewer than half of clients reported improvements in relation to managing their emotions, avoiding association with negative peer groups, and feeling confident about searching for a job.
3. *Most adult and juvenile probationers served through Measure Y are managing to stay out of trouble and avoid further criminal justice involvement.* Adult probationers served through Measure Y for the most part managed to avoid further criminal justice involvement (only 9% of those served in 2009-10 were arrested after receiving services). 2010-11 rates are likely biased downwards due to a short post-period. Violation rates only include those with a sustained offense and exclude technical violations.

Recidivism of Measure Y Adult Probationers by Program, Service Year

		Served 2009-10			Served 2010-11		
		Arrested at any time after service start			Arrested at any time after service start		
		NO	YES	Total	NO	YES	Total
Total	Count	105	10	115	107	2	109
	% of Total	91.3%	8.7%	100.0%	98.2%	1.8%	100.0%

Most juvenile probationers are managing to avoid further criminal justice involvement after enrolling in Measure Y services. Among those served in 2009-10, only a third of

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

juvenile probationers served through Measure Y were arrested. Among those enrolled in 2010-11, a quarter were arrested for a new offense (non-technical violation).

Violation Rate Among Juvenile Probationers served through Violence Prevention Programs

	Served 2009-10			Served 2010-11		
	Arrested with sustained offense at any time after service start			Arrested with sustained offense at any time after service start		
	NO	YES	Total	NO	YES	Total
Count	242	121	363	405	132	537
% of Total	66.7%	33.3%	100.0%	75.4%	24.6%	100.0%

Strategy-Level Findings

The strategy level evaluation examined the services and client outcomes for clients who received services through the Juvenile Justice Center/OUSD Wrap Around Services, Young Adult Reentry & Employment, and Street Outreach strategies. Results for other strategy areas are reported in individual program reports available on the Measure Y website (measurey.org). Among the most important strategy level findings:

Juvenile Justice Center/OUSD Wrap Around Services

The evaluation of the Juvenile Justice/OUSD Wrap Around Strategy examined client level changes in school engagement, criminal justice involvement, and resiliency/protective factors. Among the most important findings:

1. ***Juvenile probationers who reside in Oakland are being re-enrolled within one day of release.*** The JJC strategy is focused on re-engaging reentry youth in school after their release from detention. The JJC strategy eliminates barriers to enrollment by co-locating educational placement services at Juvenile Hall. As a result, over 600 youth exiting Juvenile Hall were re-enrolled in OUSD upon release.
2. ***Juvenile Justice Center/OUSD Wrap Around Services (JJC) clients experienced statistically significant decreases in criminal justice involvement. At 18 months, about 60% of clients who had received services managed to avoid further criminal justice involvement.***

Oakland Youth Released from the Juvenile Justice Center

Source: OUSD Enrollment Specialist Records 8/1/2011

Total Releases	1174	
Enrolled in OUSD	603	51%
Enrolled in Measure Y	384	33%

After enrolling in the program a majority of clients managed to avoid re-arrest for a new offense (non-technical violation). Violation rates were analyzed for clients who received JJC case management services in 2010-11, as well as 2009-10.

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

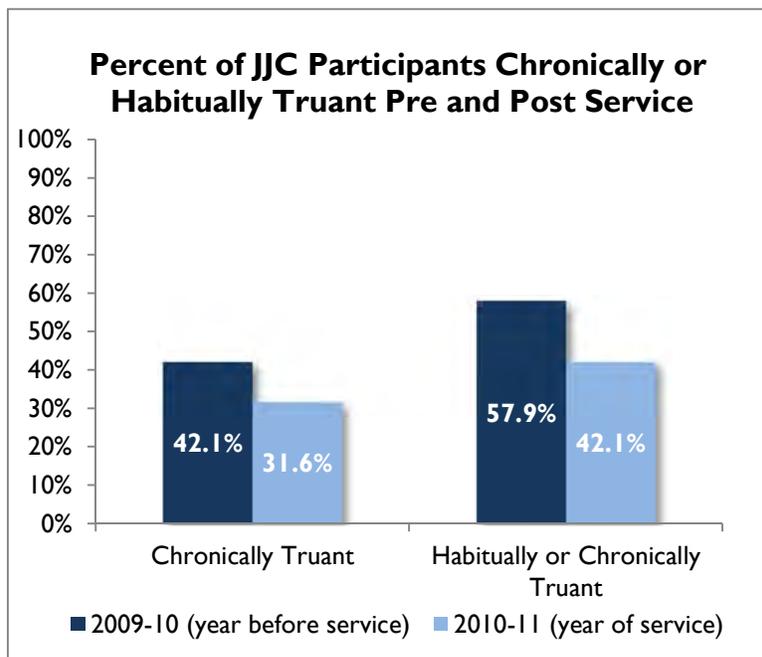
As depicted in the chart, about two-thirds of JJC clients in both 2010-11 and of 2009-10 managed to avoid re-arrest for a new offense. Arrest rates are for sustained offenses only.¹

Percentage of JJC Clients Arrested after Program Enrollment

		Served 2009-10			Served 2010-11		
		Arrested at any time after service start			Arrested at any time after service start		
		NO	YES	Total	NO	YES	Total
JJC Clients with Minimum Service	Count	94	65	159	148	67	215
	% of Total	59.1%	40.9%	100.0%	68.8%	31.2%	100.0%

For clients who were served in 2009-10, eighteen months after intake about 60% had no additional arrests that resulted in a sustained offense. The chart depicts the violation rate of JJC clients six quarters after intake (18 months). This suggests that participation in the JJC is positively associated with decreased criminal justice involvement.

- JJC clients came to school more regularly, but were suspended at slightly higher rates after program enrollment.** JJC clients attended school more regularly after receiving case management services. Almost 60% of students were chronically or habitually truant before enrolling in the program. Forty percent were chronically or habitually truant the



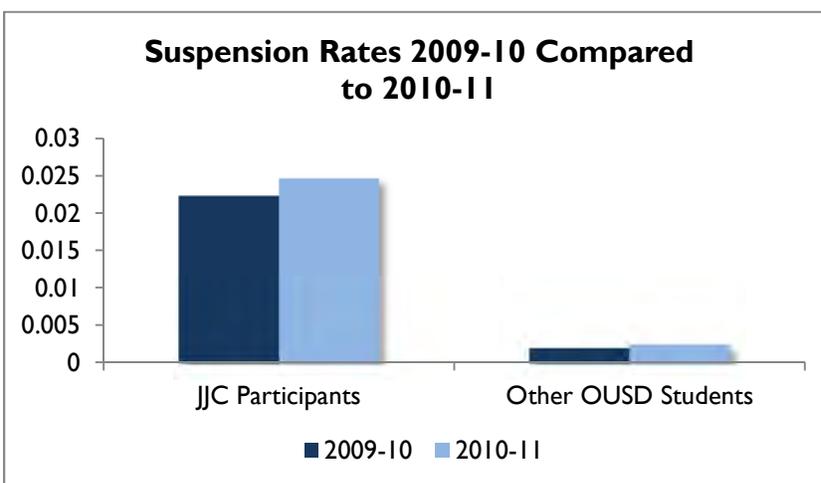
¹ Minimum threshold of service is 9.5 hours of service. Clients with fewer than 9.5 hours of service were not included in this analysis. Results were statistically significant at the 0.01 level.

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

year they participated in the JJC. These data suggest that participation in JJC contributes towards better attendance.

Suspensions: About half of JJC students were suspended before and after program participation from 58% of 2010-11 JJC students suspended in the year prior to enrollment to 53% suspended after enrollment.² However, those students who were suspended were suspended more frequently after program enrollment, and at higher rates than the general OUSD population.



It is important to note that few schools are equipped to address the needs of reentry youth. If a young person is known to be on probation by school staff, suspension may be used disproportionately to address behavior challenges. If students are attending school more regularly, they also have more opportunities to get into trouble at school, which may lead to more frequent suspensions. Further, because suspension rates are highly dependent on teacher and administrative action, external agencies working within the schools are often limited in their ability to impact them.

Young Adult Re-entry and Employment

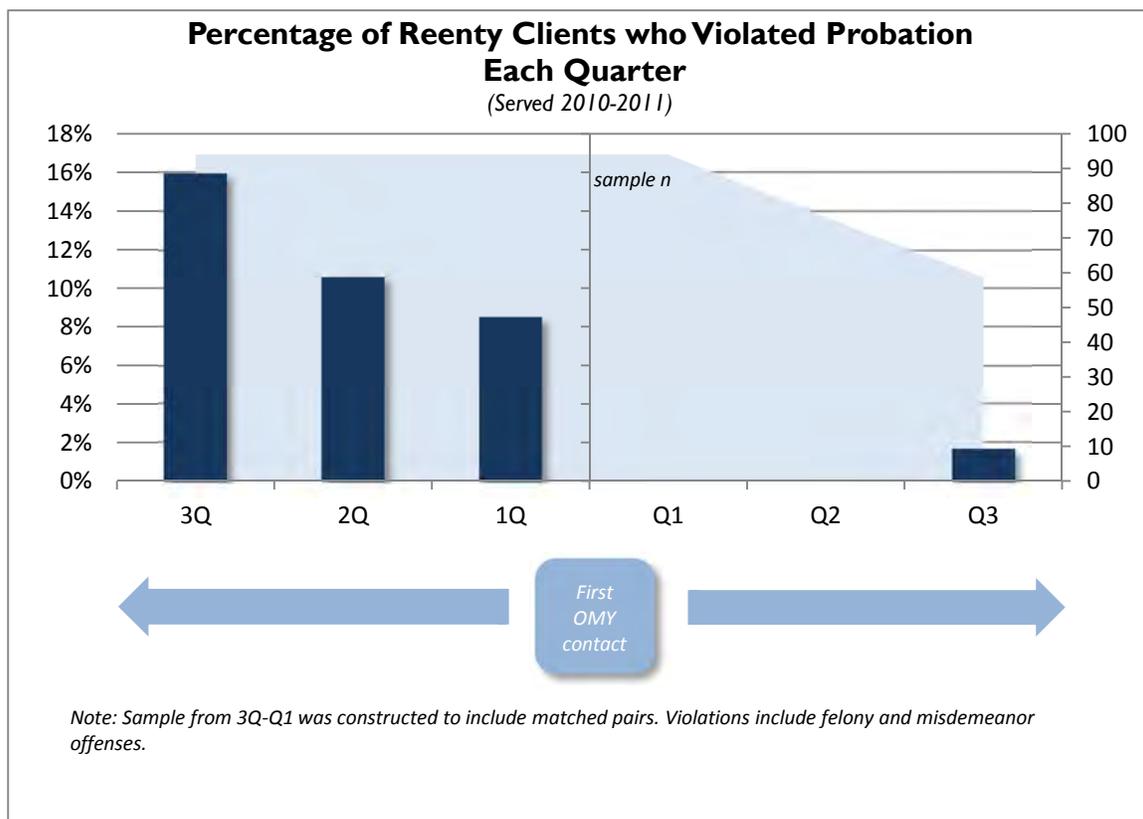
1. ***Nearly all Reentry Employment probationers managed to comply with the terms of their probation during the first six months after enrolling in Measure Y services.***

Reentry Employment probationers experienced decreased criminal justice involvement after program participation. During the first 6 months after intake, no probationers violated. The three-year average recidivism rate for Reentry Employment probationers was 5.5%. Participants experienced the greatest reductions in criminal justice involvement during the first six months after intake. This suggests that participation in Reentry Employment programs was protective against criminal justice involvement over the short term.

² The sample size for the suspension analysis was 92 for JJC clients. The sample was 8315 in 2009-10 and 8442 in 2010-11 for other OUSD students. It included all students in grades 9-12 who did not receive services. P= 0.001.

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation



While positive gains were observed among Reentry Employment probationers, they should not be generalized to all clients because they do not include outcomes for 98 parolees who participated in the programs. Parolees are categorically higher risk and may have experienced outcomes that differed significantly from probationers.

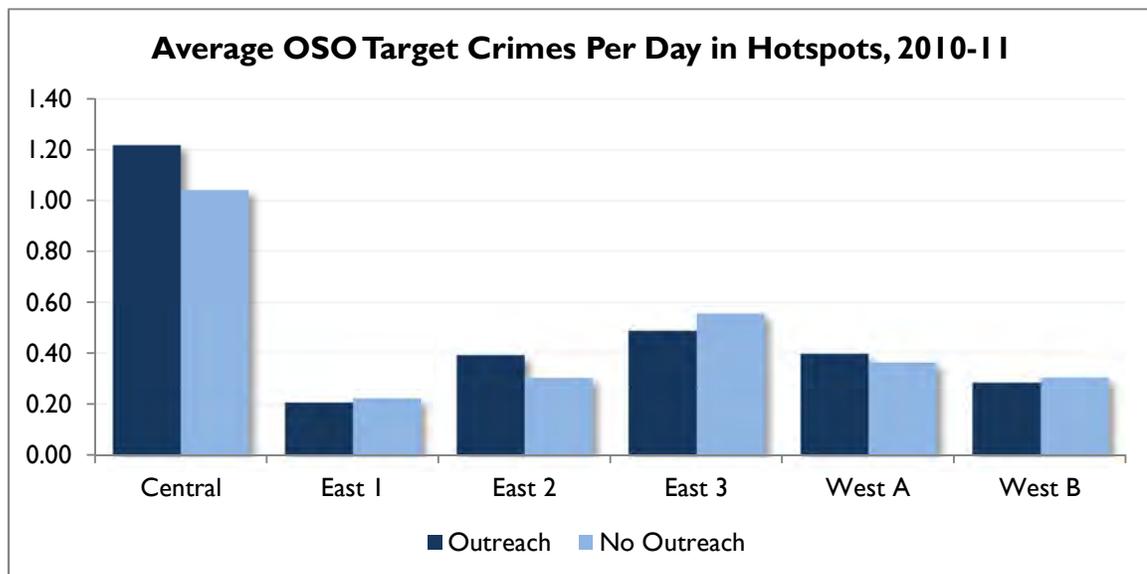
Street Outreach

1. **More than three quarters of Street Outreach clients reported receiving a referral to employment that resulted in an interview, which suggests that the strategy is effectively linking clients with employment resources.** A pre/post analysis found that more than three-quarters of street outreach clients received a referral for a job that they were qualified for, suggesting that programs are effectively working with clients to address their employment goals. Programs reported that finding a job was a top priority for many clients and outreach workers ability to link clients with jobs was critical to successful engagement.

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

- While the deployment of street outreach workers to hotspots did not appear to have an impact on crime, hotspots may be too large to achieve neighborhood level decreases in crime.* No significant relationship was observed between the deployment of street outreach workers to the seven hotspots and declines in crime. Given available outreach resources, the size of the hotspots may have been too large to detect significant reductions in crime. Decreases in crime may have resulted within more



concentrated locations within the hotspots that were not detected through existing methodologies.

Recommendations

Given these findings, the evaluation makes the following recommendations:

- Integrate evidence-based practices into the design and delivery of strategies targeting the adult and juvenile populations with prior criminal justice involvement that are tailored to different levels of risk (high, medium, or low).* Criminogenic risk assessments provide information regarding the client's level of risk for re-offense, which is critical to reaching Measure Y's target population, as well as ensuring that appropriate services are delivered to clients with different levels of risk. Measure Y should continue to integrate evidence based practices in the design of services for individuals on probation and parole that aim to deliver an appropriate amount and type of service based on results of risk and needs assessments. Defining what this looks like for case management programs is especially important, because it is a core Measure Y service. Building program capacity to deliver evidence-based practices should be prioritized.

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

2. ***Strengthen the referral process to build on the JJC/OUSD Wrap Around Services strategy's success with re-enrolling young people in school and decreasing their criminal justice involvement over the short term.*** The JJC/OUSD Wrap Around strategy is a system level solution for re-engaging reentry youth in school that relies on collaboration between Juvenile Probation, the school district, the City of Oakland, and community based organizations. As the strategy moves fully into implementation phase, it is a good time to examine which aspects of the model are working and areas for improvement. The referral process should be reviewed and institutionalized to ensure that programs have as much information as possible on their client's criminal history, level of risk and needs, and readiness for program participation. Clarify roles, responsibilities, and agreements between partners (OUSD, Juvenile Probation, DHS, and community based organizations). Guidelines on amount of service or length of time clients receive services should also be reviewed and calibrated based on level of risk.
3. ***Explore opportunities to expand employment opportunities for the Measure Y target population.*** Participation in employment programs was associated with decreased criminal justice involvement among adult probationers. Street Outreach clients also reported positive employment outcomes as a result of program participation. However, securing employment for individuals with criminal records during an economic downturn is particularly challenging. Given the positive benefits of employment, Measure Y should explore opportunities to integrate employment placement into more strategies.
4. ***Examine the size of hotspots targeted with Street Outreach and consider reducing their size given available resources.*** In some cases hotspots span multiple Community Policing beats, outreach workers cannot cover all locations plagued by shootings and homicides within the hotspot. While outreach workers may be significantly interrupting violence at locations within the seven hotspots, resources appear to be insufficient to impact violence across the hotspot. In a time of increasing crime and decreasing police resources, it is important to continue to clarify the role that street outreach can play in preventing and reducing violence by examining what has worked locally and nationally.
5. ***Continue to work to obtain information on parolees so that Measure Y's impact on this population can be examined.*** While adult probationers managed to avoid further criminal justice involvement for the most part, we do not know how parolees did after receiving services. The City of Oakland should continue its efforts to obtain California Department of Corrections and Rehabilitation data on parolees.

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

I. INTRODUCTION

About Measure Y

Measure Y is funded through a voter-approved parcel tax and provides over \$19 million annually in funding to Violence Prevention Programs, the Oakland Police Department's Community Policing Neighborhood Services program, and the Oakland Fire Department. The Department of Human Services manages grant awards amounting to \$5.2 million annually to community-based organizations who are responsible for implementing violence prevention strategies. The Measure Y legislation mandates an external annual evaluation of the effort. The 2010-11 evaluation includes a number of reports on the impact of funded components: two quarterly reports on community policing released in April and July 2011; individual program reports for each Violence Prevention Program grantee released in April 2011; and an initiative-level evaluation of Violence Prevention Program efforts reported here.

About the Evaluation

The 2010-11 initiative evaluation of Violence Prevention Programs examines outcomes achieved at the initiative and strategy-levels, with a focus on learning about client-level changes on indicators correlated to public safety. The report is organized as follows:

Overview of the Problem and How Measure Y Aims to Address it: The report begins with an overview of the scope and nature of the problem of violence in Oakland and how the Violence Prevention Program initiative aims to address it. It provides a visual logic model of the initiative.

Initiative Evaluation Results: The initiative evaluation describes the services provided to clients during 2010-11, as well as the self-reported outcomes achieved by clients and a matched data analysis to Juvenile and Adult Probation datasets. This section includes client service information, results of the pre/post test analysis and recidivism rates for juvenile and adult probationers who received services.

Strategy-level Evaluation Results: The strategy-level evaluation covers clusters of programs within the Juvenile Justice Center/OUSD Wrap Around Services, Young Adult Reentry & Employment, and Street Outreach providing similar services and working to achieve similar outcomes. The strategy-level evaluation is designed to examine the extent to which the strategy positively impacted factors correlated to community safety such as reductions in truancy, suspensions, and justice involvement, or increased employment. Strategy-level reports begin with a description of the services provided, followed by an examination of client outcomes in the areas of criminal justice, education, and intermediate changes in resiliency/protective factors.

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

Evaluation activities were designed to address the following evaluation questions:

Evaluation Questions:

1. What services were provided through the Violence Prevention Program Initiative and who was served?
2. What short-term outcomes were achieved at the initiative level?
3. What impact did strategies that provide clients with sustained and intensive services have on recidivism and crime, school engagement, employment, and resiliency/protective factors?

II. THE PROBLEM OF VIOLENCE IN OAKLAND & HOW MEASURE Y AIMS TO ADDRESS IT

The Problem of Violence in Oakland

Oakland's well-documented and persistent problem with crime and violence led voters to pass the Measure Y Violence Prevention parcel tax in 2004 to support prevention and intervention efforts. Oakland's violent crime rate in 2009 was almost three times higher (291%) than the national average, while the city property crime rate was two-thirds higher than the national average.³ Oakland has a higher crime rate than 94% of other urban areas in the United States.⁴ The city is third in the nation for firearm homicide rates for pre-teens and teens (0-19), according to a recently released Center for Disease Control report.⁵ Oakland's domestic violence rate is the highest in Alameda County or 9.8 per 1,000; children were present at over half of such incidences (55%).⁶ Crime and violence in Oakland are concentrated in the city's flatland neighborhoods, from West Oakland to the San Leandro border in East Oakland.⁷ Within this swath, there are specific hotspots that are plagued with shootings and homicides.⁸

Oakland is home to a large number of parolees and probationers who have re-entered the community after incarceration. Alameda County is among the top ten counties in California in concentration of probationers (number of probationers and parolees per hundred thousand.) Within the County, adults under supervision are disproportionately concentrated in Oakland.⁹ Approximately 3,800 parolees, 7,000 probationers and 1,800 juvenile probationers reside in

³FBI Report of Offenses Known to Law Enforcement, 2009. Cityrating.com.

⁴Ibid.

⁵"Violence-Related Firearm Deaths Among Residents of Metropolitan Areas and Cities — United States, 2006–2007." Center for Disease Control. Morbidity and Mortality Report. March 13, 2011.

⁶"A Profile in Family Violence." Alameda County Domestic Violence Collaborative, 2003.

⁷Oakland Police Department, Violent Crime Reports, 2011. Urban Strategies Council.

⁸Ibid.

⁹"Reentry Health Care in Alameda County." Urban Strategies Council, 2008.

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

Oakland.¹⁰ A fifteen-year study by the Bureau of Justice Statistics found that two thirds of individuals leaving prison are rearrested within three years.¹¹ Further, studies of homicide victims and suspects in Oakland have found a strong correlate between previous criminal justice involvement and homicides.¹² In this study, 48% of homicide suspects were under the jurisdiction of the criminal justice system (probation, parole or both) at the time of the homicide. Forty-five percent of victims were under the jurisdiction of the criminal justice system.

High Risk Populations in Oakland

Quelling violence requires a combination of policy or environment level interventions to strengthen community and system capacity, as well as intervention services designed to reach individuals in need of services, including those likely to perpetrate or fall victim to crime or violence, those with previous criminal justice involvement, victims or those exposed to violence, sexually exploited minors, truant youth, and gang-involved youth.

The statistics outlined above illustrate the challenges faced by providers, and public agencies in bringing to scale a violence prevention effort that delivers enough services to support lasting change among high-risk individuals, while also reaching a significant proportion of individuals in need of services to achieve long-term community level changes. Consider, for example, the adult reentry

High Risk Populations	# in Oakland
Adult Probationers	7,000
Adult Probationers 18-30	3579
Parolees	3,800
Parolees 18-30	1361
Juvenile Probationers	1101
Victims of Violence ¹³	233
Children Exposed to Family Violence ¹⁴	438
Sexually Exploited Minors ¹⁵	500
Truancy Rate ¹⁶	42%
Violent Suspensions ¹⁷	2584
Gang Involved Youth ¹⁸	532
Estimated Total Population	16,500
# Served through Measure Y Annually	4,000
Proportion Served	25%

¹⁰ Alameda County Probation Department, March, 2010.

¹¹ Bureau of Justice Statistics, 2002.

¹² "Violence in Oakland: A Public Health Crisis." Alameda County Public Health Department, 2006.

¹³ Victims aged 14-30 years treated for gun- shots, stab wounds or assaults treated at Highland Hospital. Alameda County Medical Center, 2006.

¹⁴ Measure Y Stressor Report: five year period for incidences of domestic violence, 2010. Number reflects average # of incidences per year multiplied by 55%. Alameda County Domestic Violence collaborative estimates that children were present at 55% of incidences.

¹⁵ Estimated number of sexually exploited minors in Oakland by DHS and providers serving SEMs.

¹⁶ California Department of Education, Oakland Unified School District, 2010-11. Truancy is defined as students with three or more unexcused absences.

¹⁷ Ibid.

¹⁸ "Youth in Gangs: Who is at Risk." National Council on Crime and Delinquency, 2009. Oakland's rate of gang involvement for youth is 13% according to responses on the California Healthy Kids Survey, 2007-08 based on a sample size of 4096. DHS and OPD estimate that number of gang involved youth may be significantly higher.

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

population. Two thirds of inmates have a substance use problem; more than half report a recent mental health challenge.¹⁹ Few communities have the provider capacity or financial resources to meet the depth and breadth of needs faced by individuals who would benefit from prevention and intervention services.

The Measure Y Violence Prevention Program Strategies for Preventing & Reducing Violence

Measure Y is one of Oakland's efforts to prevent and reduce violence that targets many of the high risk populations identified above. Through grants to community partners, the Department of Human Services oversees the implementation of the Measure Y Violence Prevention Program Initiative, which is designed to comprehensively address the risk factors associated with violence in Oakland. Funded programs fall broadly into six strategy areas. Oakland's effort is built on the premise that violence can be prevented through a combination of individual-level interventions designed to re-direct the highest risk populations and, through system wide activities that result in improved public safety at the school or community level, improved capacity to identify and engage high risk populations, or improved coordination across systems. Appendix B contains a visual depiction of Violence Prevention Program strategy areas, key activities, and expected intermediate and long-term outcomes.

- Violence Prevention Program strategy areas include a diversity of programs that share either a common target population (i.e. young adults on probation or parole), or a common intervention (school placement and case management).
- Violence Prevention Programs target special populations at risk for perpetrating, falling victim to or experiencing negative consequences from exposure to violence- from gang-involved youth, to sexually exploited minors, to those on probation or parole.
- Case management is a core intervention service across all strategies. While the Department of Human Services provides basic guidelines for case management, programs have considerable flexibility in their implementation of this service.

2010-11 Violence Prevention Program Strategies

Family Violence Intervention: includes programs that serve children, youth and families who have been exposed to violence, including domestic violence, child abuse and sexual exploitation.

Violent Incident/Crisis Response: includes programs that provide a direct and immediate response to violent incidents, through services to survivors and family members, and through street outreach to the youth and young adults who are most likely to be the perpetrators and victims of violence. This strategy is designed to interrupt violence before

¹⁹ "Assessing Parolees' Health Care Needs and Potential Access to Health Care Services in California." RAND, 2009.

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

it happens, mediate the impact of violence when it does happen, and change the culture of violence.

Young Adult Reentry and Employment Services: This strategy includes Reentry Employment programs and Project Choice, designed to assist youth and young adults who are on probation and parole reintegrate successfully into the Oakland community.

Youth Comprehensive Services: Youth Comprehensive services strategy includes programs serving youth who are most at risk for involvement in violence, including Oakland youth at the Alameda County Juvenile Justice Center youth on probation or parole, high-risk middle school youth and gang involved youth. Programs provide summer, after school and youth employment services, as well as school placement/case management for youth on probation through the Juvenile Justice Center/OUSD Wrap-Around Services model.

School-Based Prevention: The school-based prevention strategy includes programs that deliver services within Oakland public schools to improve school climate, re-direct gang-involved youth, and implement conflict resolution and alternatives to suspension. School-based prevention strategy includes Restorative Justice for Oakland Youth, Second Step Violence Prevention curriculum and Alternative Education for Gang-Involved youth.

Oakland Street Outreach: The street outreach/community organizing strategy provides funding to support the deployment of street outreach workers to hotspots in areas plagued by violence and case management services to young people likely to be involved in street violence. The strategy also includes funding for community organizing efforts.

III. METHODS

Evaluation activities were designed to measure individual client-level changes as a result of participating in programming. Evaluation methods include: CitySpan service analysis; pre/post test surveys; matched data analysis with adult and juvenile probation and Oakland Unified School District data sets; and a crime trend analysis of neighborhoods targeted with street outreach. Each methodology and sample is described below.

CitySpan Service Data

Client service data stored in CitySpan were analyzed to understand the characteristics of program participants who received services through the VPP initiative during 2010-11, to report on service dosage, clients served, and client retention/program completion.

Analysis of Matched Data

A matched data analysis was conducted for the strategy-level evaluation of Juvenile Justice Center/OUSD Wrap Around Services, Young Adult Reentry & Employment, and Street

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

Outreach.²⁰ The purpose of the matched data analysis is to examine whether participants experienced decreased criminal justice involvement (recidivism) and/or improvement in school engagement, as measured by enrollment, attendance, and suspension indicators. Client-level information stored in CitySpan was matched to client records provided by Oakland Unified School District, Alameda County Adult Probation Department and Alameda County Juvenile Probation Department. Where possible, changes observed in Measure Y participants were compared to those changes observed in non-participants. Statistical tests were conducted to determine whether or not Measure Y services had a significant impact on school-related and criminal justice outcomes.

The match rates between client-level data stored in the CitySpan database and the school and criminal justice agency database were as expected and varied by strategy area. Over the past three years, the match rate has increased significantly. Appendix C provides a detailed description of the match rate for the analyses contained in this report.

Pre/Post Tests

Pre/post test results are reported at both the initiative level and for the strategy-level analysis of the Juvenile Justice Center/OUSD Wrap Around Services, Young Adult Reentry & Employment, and Street Outreach outcome clusters. Pre/post test surveys measure intermediate client changes, harm reduction, and resiliency/protective factors. Clients enrolled in programs within each strategy area completed the survey upon program enrollment and three to six months after the first administration. Surveys were designed using questions from validated instruments to measure outcomes specific to each strategy area, based on a five-point scale. An increased score after program participation points to improvement on the item addressed in the survey. The proportion of clients experiencing a positive result or an improvement in their score on the post-test is reported here.

Statistical tests were conducted to understand whether or not changes in attitudes, beliefs and behaviors were significant. A comparison between the demographic characteristics of consented clients who completed the pre/post tests and those who did not was conducted to see if there were any significant differences between these two groups. Female and African-American respondents were slightly over-represented, while males and Latino clients were slightly under-represented.

Street Outreach Crime Trend Analysis

A crime trend analysis was conducted to learn about neighborhood level impacts of Street Outreach efforts. Starting in July 2009, Measure Y- funded street outreach teams were deployed to “hotspot” locations in West, Central, and East Oakland. Hotspots are specific areas that have experienced a disproportionately high level of street violence- such as shooting or

²⁰ The evaluation of street outreach also examines neighborhood level changes in crime.

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

homicides. For the 2010-11 evaluation, crime data from the seven hotspots were examined to see whether crime went down over the year compared to the top 15 beats with the highest levels of crime that were not targeted with street outreach. Statistical tests were conducted to determine whether there was a relationship between crime trends and the number of hours of outreach in that particular hotspot on a monthly basis.

Sample

This report includes two levels of analysis: initiative results and strategy-level results. The sample for initiative level findings includes all consented clients with service information entered in the CitySpan database. The sample for the strategy-level analysis includes clients who received intensive and sustained services through participation in Juvenile Justice Center, Young Adult Reentry & Employment, and/or Street Outreach clusters.

Sample for the Initiative Level Evaluation: Measure Y provides funding for a continuum of interventions designed to reduce individual and community risk factors associated with violence. Interventions range from conducting outreach and education at community venues and events to providing employment training and placement.

While Measure Y touches about 4,600 individuals annually, the sample for the initiative and strategy-level analyses only includes those individuals with a signed consent to participate in evaluation activities, an individual client-id stored in the CitySpan and recorded service hours. It is important to note that many programs are not expected to collect consents either because the nature of services is brief or targeted towards groups, neighborhoods or entire school sites, or because requesting consent could compromise a program's ability to engage clients.

Sample for the Strategy-level Evaluation: The strategy evaluation examines client outcomes for clients who participated in programs in the Juvenile Justice Center/OUSD Wrap Around, Young Adult Reentry Employment, and Street Outreach strategies. The purpose of this analysis is to understand whether those strategies that provided sustained and intensive service designed to achieve client or neighborhood changes were successful. The sample for each included those clients who participated in programs within the strategy that provided similar services designed to achieve specific outcomes. This means that not all programs assigned to each strategy were included in the sample for the strategy-level analysis.²¹ Programs that provided a significantly different type of service or were working towards other community or system level changes were not included in the analysis. More specifically:

- In the case of Young Adult Reentry Employment, recidivism rates were not calculated for about half of Reentry Employment clients on parole and all Project Choice clients

²¹ The following programs were not included in the outcome cluster analysis: Our Kids, RJOY, OUSD Alt Ed, Second Step, Catholic Charities, FVIU, ICPC, Safe Passages 0-5, Youth Alive, All Summer Programs, CCNI, and all Project Choice programs (VOABA and The Mentoring Center).

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

because California Department of Corrections & Rehabilitation data were not available, despite attempts by the City Administrator's Office and Department of Human Services to obtain them.

- For several programs within Young Adult Reentry and Employment, their outcomes are best captured at the individual program level because their interventions and intended outcomes vary significantly from the outcomes examined here (such as summer employment programs). This was also the case with City County Neighborhood Initiative (CCNI), within the Street Outreach strategy.
- The Juvenile Justice Center/OUSD Wrap Around Services is a strategy within the Youth Comprehensive Services strategy. All programs within the JJC/OUSD Wrap Around Services were included in the sample.

Programs Included in Sample by Strategy Area 2010-11

JJC/OUSD Wrap Around Services	Young Adult Reentry & Employment	Street Outreach and Community Organizing
California Youth Outreach (CYO)	Goodwill Industries	California Youth Outreach (CYO)
East Bay Agency for Children (EBAC)	Volunteers of America Bay Area (VOABA) Reentry Employment	Healthy Oakland
East Bay Asian Youth Center (EBAYC)	Workfirst Foundation	
The Mentoring Center (TMC)	Youth Employment Partnership (YEP) Reentry Employment	
Youth UpRising (YU)		

Sample Size by Type of Analysis: The sample size varies by type of analysis for the OUSD, Adult Probation, and Juvenile Probation datasets, particularly when examining pre/post changes in client outcomes. A pre/post analysis requires a valid record for clients for both the year preceding enrollment and the year the client was enrolled. Because many clients are missing two years of records in the dataset, the overall sample is significantly reduced. The sample size is provided for each analysis throughout the report. Appendix C also includes a detailed description on the sample for Adult and Juvenile Probation analyses.

Strengths and Limitations of the Evaluation

There are several important limitations to make note of. This evaluation only includes data on those clients who consented to participate in the evaluation. It is not possible to know whether or not the clients for whom consent was not obtained differed in significant ways from consented clients. As noted above, the evaluation was not able to measure client-level outcomes for parolees who received Measure Y services. Despite these limitations, the evaluation has made significant progress over the past three years to strengthen the overall quality of data collection activities and to ensure that a range of tools are in place to fairly evaluate the impact of Violence Prevention Programs. Specifically:

Measure Y 2010-11 Evaluation Report

Overview of the Initiative & Evaluation

- *Tools have been developed to measure intermediate changes and harm reduction among Measure Y clients.* At the beginning of the three-year evaluation contract, no tools were in place to measure short-term changes in client attitudes, beliefs, and behaviors that are critical to achieving goals of decreased criminal justice involvement. Pre/post test surveys were developed for each strategy area to capture these program impacts. In addition, CitySpan exit criteria and milestones tabs were developed in collaboration with DHS to capture client successes and challenges observed while the client was enrolled in services. These tabs ensure that outcomes like employment, which are not tracked elsewhere, are available to the evaluation.
- *Issues with low consent and match rates have been resolved, which has allowed the evaluation to better capture the impact of Violence Prevention Program efforts.* For a number of reasons, many clients did not have consents on file when the current evaluation began more than three years ago, which meant that the evaluation could not examine outcomes for those clients. Further, data entry errors also prevented the evaluation from matching Violence Prevention clients with other datasets. The evaluation has worked with DHS and programs to resolve these issues. This year the evaluation has enjoyed high match rates and an adequate sample size, enabling a fair analysis of program impact.
- *The evaluation incorporates a plan for analyzing the Violence Prevention Program's diverse service types and strategies.* The evaluation design includes the creation of evaluation logic models linking the problem programs are trying to address to interventions and expected outcomes. For those programs that provide unique interventions, special evaluation strategies have been developed.

Measure Y 2010-11 Evaluation Report

Findings: Initiative Level Results

This section of the report includes results of the initiative evaluation of the Measure Y Violence Preventions Program and includes information on how funding was allocated, who was served, and short term outcomes achieved by clients who received services.

Evaluation Question 1: What services were provided and who was served through the VPP initiative in 2010-11?

Finding 1.1 Measure Y allocated \$5.2 million in funding to support violence prevention programming in six strategy areas. Close to 4,600 clients received services.

During 2010-11, the Department of Human Services distributed close to five million dollars in funding to 30 community-based organizations and in support of three positions.²² Funds were allocated across six strategy areas, outlined in the table below.

Clients Served: Violence Prevention Programs served 4,592 clients during 2010-11 in six strategy areas. Family Violence Intervention enrolled the most clients, though many of these were participants at group events.

Measure Y Violence Prevention Funds by Strategy, 2010-11

Strategy	Funding
Family Violence Intervention	\$825,831
Street Outreach	\$940,200
School-Based Prevention Projects	\$528,831
Violent Incident/Crisis Response	\$395,800
Young Adult Reentry Services	\$1,300,920
Youth Comprehensive Services	\$1,281,736

Finding 1.2: The average cost per client of violence prevention programs was \$1,538; the average cost per hour was \$126, slightly higher than last year. In general, these costs are comparable to the costs of similar prevention and intervention programs.

The table below outlines the average cost per client and per hour by strategy area. Cost per hour and cost per client calculations include the costs associated with programs that record individual client information in the CitySpan database.²⁴

Measure Y Participants by Strategy

Strategy	Clients
Family Violence Intervention	1574
Street Outreach	788
School-Based Services ²³	N/A
Violent Incident/Crisis Response	625
Youth Comprehensive Services	949
Young Adult Reentry Services	501
Total	4592

- School-based prevention programs had the lowest cost per client, as expected because many programs within this strategy provide group services or interventions targeting the entire school

²²A list of programs by strategy is included in the Appendix A. Funds support three positions: a Reentry Employment Specialist; a Street Outreach/Violence Prevention Coordinator; the OUSD Enrollment Specialist.

²³ School based prevention programs provide services to entire school sites, in addition to individual clients.

²⁴ School based prevention programs cost calculations also include individuals receiving violence prevention curriculum.

Measure Y 2010-11 Evaluation Report

Findings: Initiative Level Results

site. Young Adult and Reentry had the highest cost per client, also as expected given the costs associated with subsidized work experience.

- The costs per client and per hour were not calculated for Street Outreach because programs provide a combination of street outreach work (termed “events”) and individual case management to clients. A cost per client analysis would not account for the many hours spent on street outreach events.

Cost Summary of Measure Y Funded Services

Strategy	Average Cost per Client	Average Cost per Hour
Family Violence Intervention	\$765	\$149
Street Outreach	Not applicable	Not applicable
School-Based Prevention ²⁵	Not applicable	\$48
Violent Incident/Crisis Response	\$588	\$95
Young Adult and Reentry Services	\$3,751	\$22
Youth Comprehensive Services	\$3,296	\$147
Total	\$1,538	\$126

The cost of providing violence prevention programming is similar to last year’s (2009-10) figures. While standards for reasonable costs for such efforts have not been well established, a 2009-10 comparison with programs that serve a similar population found that Measure Y expenditures are in line with those programs.²⁷

Finding 1.3 According to data entered into the CitySpan database, Violence Prevention Programs provided slightly more

than 71,000 hours of individual services and 542,000 hours of group hours during 2010-11. Clients were retained on average for 3 months.

Service hours were delivered by 30 community-based organizations contracted to provide interventions in six strategy areas. The total number of individual hours in 2010-11 was: 71,383, while the total number of group hours was 542,056.

Client Retention: Clients were engaged on average for three months. The average length of engagement varied

Average Months of Client Engagement by Strategy²⁶

Strategy	Average # of Months
Family Violence Intervention	2.7
Street Outreach	2.6
Violent Incident/Crisis Response	2.1
Youth Comprehensive Services	3.7
Young Adult Reentry Services	4.1
Average	3.2

Ethnicity of Consented 2010-11 Measure Y Clients (n=2382)

Ethnicity	% of Clients
African American	68%
Hispanic/Latino	24%
Asian/Pacific Islander	5%
White	3%
Native American	1%
Mixed/Other	1%

²⁵ School based prevention programs provide services to entire school sites, as well as individual clients.

²⁶ Averages include all clients with individual or group service hours entered into CitySpan.

²⁷ “Measure Y 2009-10 Violence Prevention Initiative Report.” Resource Development Associates, 2010.

Measure Y 2010-11 Evaluation Report

Findings: Initiative Level Results

by strategy area from slightly more than two months for Family Violence Intervention to four months for the Young Adult Reentry Services strategy.

Client Demographics: The majority (two-thirds) of clients served were African American male youth and young adults. About a quarter of clients were Hispanic/Latino.

The average age of consented clients was 22, though average age of clients varied significantly across strategy areas. Because programs in the Violent Incident/Crisis Response Strategy serve family members of victims of violence, clients were on average older- (33 years old), while Family Violence Intervention clients were on average 16.

Demographics of Consented 2010-11 Measure Y Clients (n=2382)

Strategy	Average Age	% Male	% Female
Family Violence Intervention	16	17%	83%
Street Outreach	22	75%	25%
School-Based Prevention Projects ²⁸	N/A	N/A	N/A
Violent Incident/Crisis Response	33	35%	65%
Young Adult and Reentry Services	27	87%	13%
Youth Comprehensive Services	17	71%	29%
Total	22	68%	32%

Risk Factors of Measure Y Clients

The Measure Y initiative prioritizes services to high-risk individuals and outlines a specific set of characteristics that clients must meet in order to qualify for services. Programs target youth and young adults on probation or parole, individuals who have been exposed to violence, victims of violence, sexually exploited minors, and at-risk young people.

Juvenile and Adult Probation data were analyzed to determine whether Measure Y participants served from 2007-11 differed significantly in their risk levels or criminal history. It is important to note that these data represent only those clients who were matched to these datasets and are not necessarily representative of the overall Measure Y client population. For example, parolees represent over half of the Young Adult Reentry & Employment strategy, but were not included in this analysis.

Risk Factors of Adult Probationer Population: CitySpan service data were matched to Alameda County Adult Probation records to determine whether Measure Y probationers (across all strategies) were higher risk than the general probationer population. A comparison of Measure Y adult probationers to non-participant probationers found no statistically significant differences in terms of crime typology. However, an analysis of risk factors based on results of a validated risk assessment administered by the Alameda County Department of Adult Probation found that Measure Y clients had lower levels of risk than the general probationer

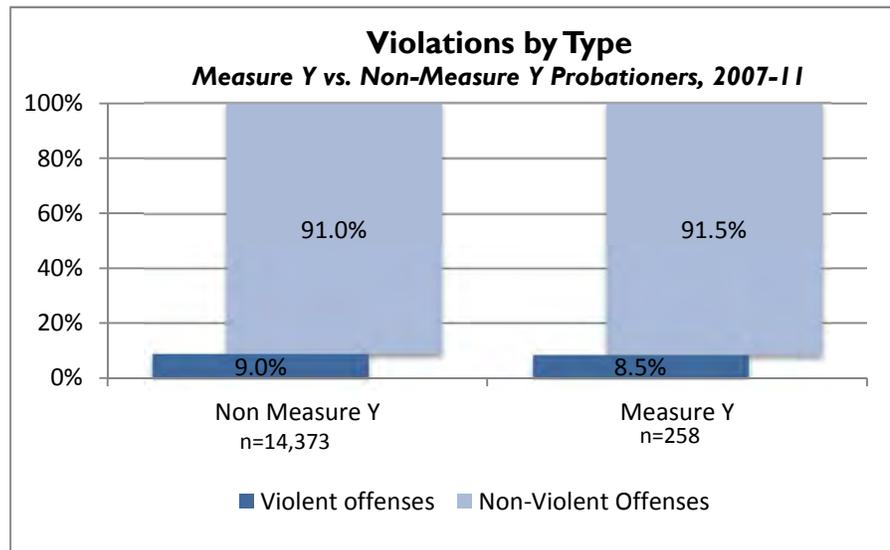
²⁸ Not applicable because school sites are frequently subject of School Based Prevention program interventions.

Measure Y 2010-11 Evaluation Report

Findings: Initiative Level Results

population. The chart below provides a comparison of violation type between non-Measure Y and Measure Y adult probationers served since 2007.

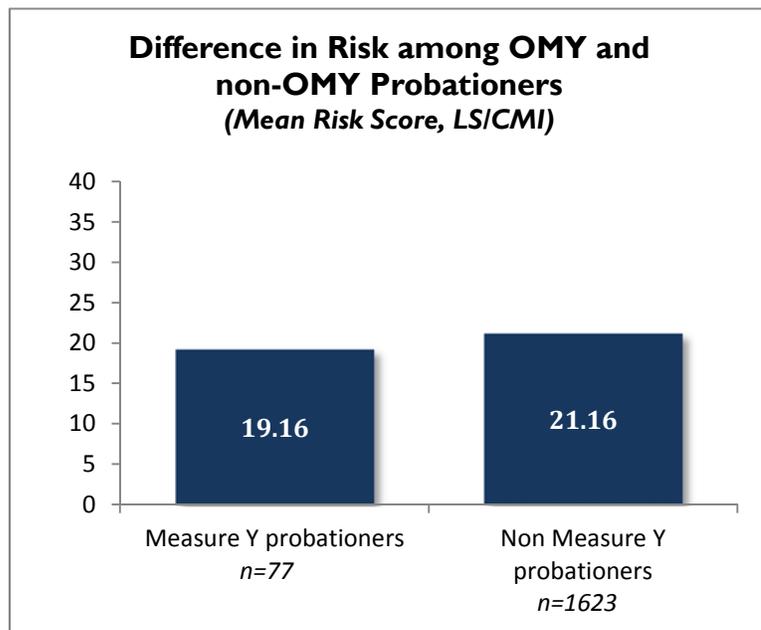
- Similar to the general probationer population almost all Measure Y clients matched to the dataset who were on adult probation had non-violent violations.



An analysis of results of the LS/CMI risk assessment administered by Alameda County Adult Probation Department also found that Measure Y adult probationers in the sample were slightly lower risk than the overall probationer population based on their risk assessment scores.

These differences were found to be statistically significant.²⁹ It is also important to note that risk assessment scores were not available for parolees, who are categorically higher risk and represent a significant proportion of adult Measure Y clients.³⁰

- The risk assessment (LS/CMI) is a validated tool, with scores ranging from 0-40. Risk assessments were administered before or shortly after enrollment in Measure Y.



²⁹ A two-tailed t-test found statistically significant differences (p=.034).

³⁰ In 2010-11, 98 clients were identified in the CitySpan database as being on parole.

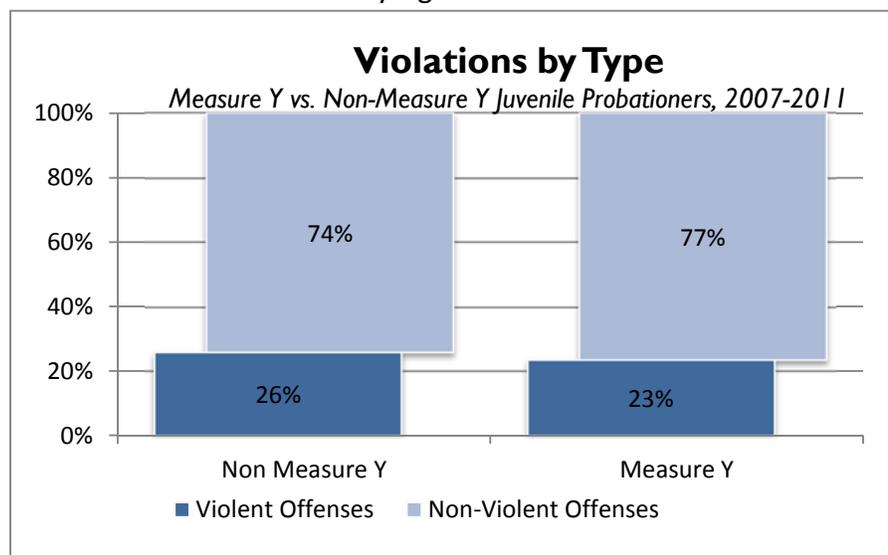
Measure Y 2010-11 Evaluation Report

Findings: Initiative Level Results

- The risk scores of Measure Y participants were similarly distributed across the scale as non-participants, but slightly lower overall.
- Risk scores were not available for all Measure Y probationers. It is possible that those for whom scores were not available had risk factors that differed from those reported here.

Risk Factors of Juvenile Probationer Population: CitySpan service records were also matched to Alameda County Juvenile Probation records from 2007-2011 to determine whether there were significant differences between Measure Y participants and non-participants in terms of offense types. The analysis found that there were no statistically significant differences between those that received services and those that did not.³¹

The Youth Level of Service/Case Management Inventory (YLS/CMI) is a validated assessment of risk and need and is currently administered to juvenile probationers in Alameda County. Results were analyzed to determine the overall level of risk of Measure Y clients.



Evaluation Question 2: What impact did Violence Prevention Programs have on clients that received services?

This section of the report includes findings on the outcomes reported by clients who participated in Violence Prevention Programs. Initiative level impacts were examined through surveys administered to clients and a matched data analysis to Adult and Juvenile Probation data sets. Pre/post test surveys measure intermediate client changes in relation to criminal justice involvement, employment, and risk and resiliency. Violence Prevention Program clients completed the survey upon program enrollment and three to six months after the first administration. Surveys were designed for each strategy area, using questions from validated instruments. They include a five point scale. Results are reported for the past two years of programming (2009-11) for all clients that completed a pre and a post-test survey. The

³¹ Outreach target offenses include the following penal code sections: 187(A), 211(A), 211(S), 212.5(B), 215(A), 245(A)(2), 245(A)(3), 245(B), 245(C), 245(D)(1), 245(D)(2), 246, 247(A), 261(A)(1), 261(A)(2), 261(A)(3), 261(A)(4)

Measure Y 2010-11 Evaluation Report

Findings: Initiative Level Results

proportion of clients experiencing a positive outcome, or a self-reported improvement on each item is reported.

Finding 2.1 *Most Measure Y adult probationers served through Violence Prevention Programs complied with the terms of their probation, with 8.7% being re-arrested after beginning service in 2009-10 and less than 2% re-arrested in 2010-11. About a third of juvenile probationers served through Measure Y were arrested in 2009-10 after receiving service, while a quarter were arrested in 2010-11. 2010-11 rates are likely biased downwards due to a short post-period.*

Adult Probationers: CitySpan service data were matched to Adult Probation records to determine how many clients served through Violence Prevention Programs were re-arrested after receiving services. This analysis found that most adult probationers who received services managed to avoid further criminal justice involvement in both 2009-10 and 2010-11. It is important to note that because 2010-11 clients may not have more than a few months of data since starting the program, the rate is likely biased downwards. Similarly, recidivism rates shown here reflect no more than 24 months of data for any individual client, and often less. While promising, without information on parolees it is difficult to generalize about the impact of Measure Y on recidivism among adults. The chart below shows the number and percent of clients who were re-arrested for a new offense (non-technical violation).

Recidivism of Adult Probationers by Program, Service Year

		Served 2009-10			Served 2010-11		
		Arrested at any time after service start			Arrested at any time after service start		
		NO	YES	Total	NO	YES	Total
Total	Count	105	10	115	107	2	109
	% of Total	91.3%	8.7%	100.0%	98.2%	1.8%	100.0%

Juvenile Probationers: CitySpan service data were matched to Juvenile Probation records to determine how many clients served through Violence Prevention Programs were re-arrested with a sustained offense after receiving services. A sustained law offense means that the individual was charged with an offense that was not later dismissed and designated an adjudicated delinquent.³² About a third of clients were re-arrested after intake in 2009-10 and a quarter after intake in 2010-11. As with Adult Probation, because 2010-11 clients may not have more than a few months of data since starting the program, those numbers are likely to be biased downward. Similarly, re-arrest rates reflect no more than 24 months of data for any individual client, and often less.

³² Sustained law offenses exclude technical violations.

Measure Y 2010-11 Evaluation Report

Findings: Initiative Level Results

Violation Rate Among Juvenile Probationers served through Violence Prevention Programs

	Served 2009-10			Served 2010-11		
	Arrested with sustained offense at any time after service start			Arrested with sustained offense at any time after service start		
	NO	YES	Total	NO	YES	Total
Count	242	121	363	405	132	537
% of Total	66.7%	33.3%	100.0%	75.4%	24.6%	100.0%

Finding 2.2 Most Measure Y clients experienced improvements on indicators of resiliency and protective factors, job readiness, and their ability to comply with the terms of their probation and parole. Fewer than half of clients reported improvements in relation to managing their emotions, avoiding association with negative peer groups, and feeling confident about searching for a job.

Factors such as relationships with caring adults, ability to manage anger and emotions effectively, and level of risk taking behavior can prevent, protect, and reduce the harm associated with violence. Violence Prevention Programs incorporate the principles and approaches of youth development into services, focusing on meeting young people where they are at and supporting the development of trusting relationships with caring adults and pro-social peer groups. Pre-post tests were administered upon intake and again after clients received 3-6 months of service. The charts below show the proportion of clients that either reported strength on each item to begin with and sustained strength in this area after participating in the program, or showed improvement on the item under question after receiving services.

- For example, three quarters of clients experienced a positive outcome in relation to being able to resist the influences of peers and associates. That is, those clients that reported weakness in this area upon intake, improved after receiving services. Those clients that were strong on this item reported continued strength or improvement after receiving services.

Measure Y 2010-11 Evaluation Report

Findings: Initiative Level Results

Anger

Management: The chart shows the proportion of clients who experienced improvements on indicators of anger management and conflict resolution. While a majority of clients reported improved ability to resist negative peer influences, fewer than half of clients experienced improvements in their ability to stay calm or think before reacting.

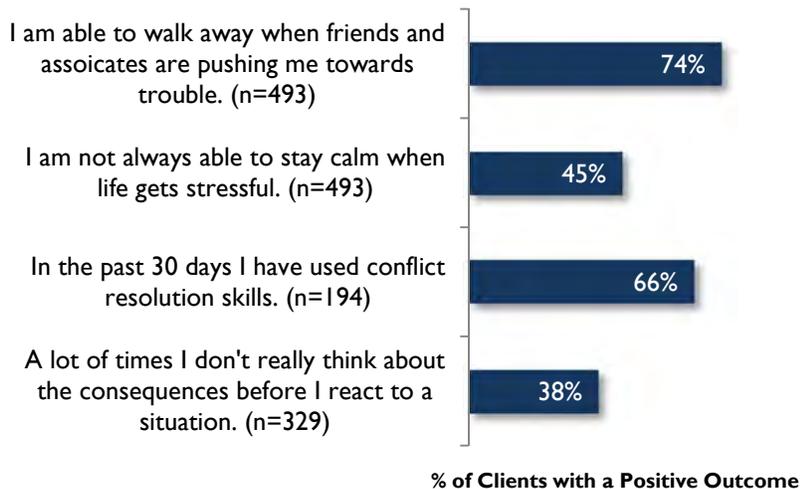
Relationships with Peers & Supportive Adults

Adults: As noted in the chart, Measure Y participants experienced positive outcomes in terms of their relationships with supportive adults. Nearly all clients reported improvements in terms of their relationships with a caring adult. However, a majority of clients were still

associating with negative peer groups. Pro-social peer groups are important to re-engaging in school and work and avoiding further involvement with the law. This finding suggests that the

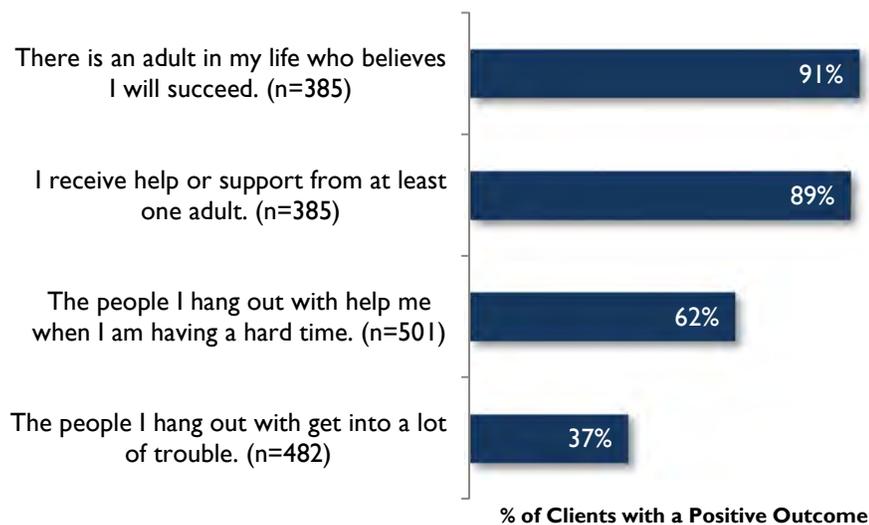
Anger Management, Conflict Resolution & Resiliency Outcomes

Source: Pre/Post Test, All Measure Y Clients 2009-10 & 2010-11



Relationship with Peers and Supportive Adults

Source: Pre/Post Test, All Measure Y Clients 2009-10 & 2010-11



Measure Y 2010-11 Evaluation Report

Findings: Initiative Level Results

initiative is making good progress connecting young people with caring adults, but experiences less success re-directing young people to pro-social peer groups.

Risk Taking

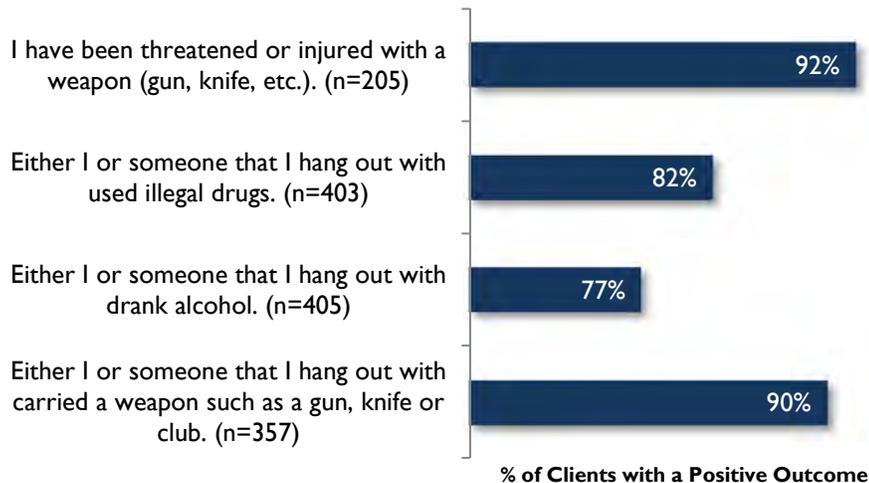
Behavior: Nearly all clients reported less risk taking behavior, such as carrying a weapon, being threatened with a weapon, and substance use during the previous 30 days after receiving services. These decreases suggest that clients are avoiding situations that increase the likelihood of further criminal justice involvement after enrolling in Measure Y programs.

Through funding for case management, Measure Y Violence Prevention Programs aim to help clients access other community resources and secure stable housing, in particular those that serve the adult and youth reentry population. As outlined in the following chart, about three-quarters of clients experienced improvements in their level of access to stable housing and other community resources after enrolling in Measure Y services.

Compliance with Terms of Probation/Parole: Measure Y clients were more confident about their ability to comply with the terms of their probation and parole after receiving services, as outlined in the chart.

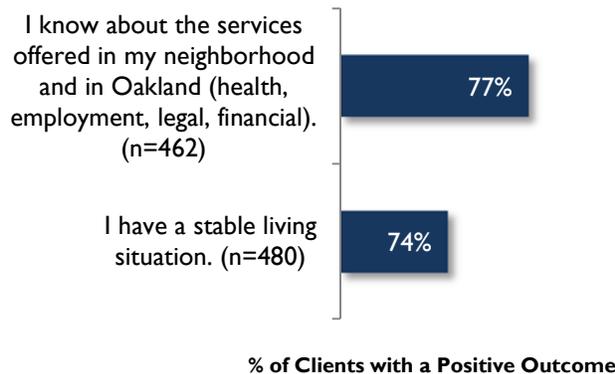
Risk Taking Behavior In the Past 30 Days...

Source: Pre/Post Test, All Measure Y Clients 2009-10 & 2010-11



Housing and Community Resources

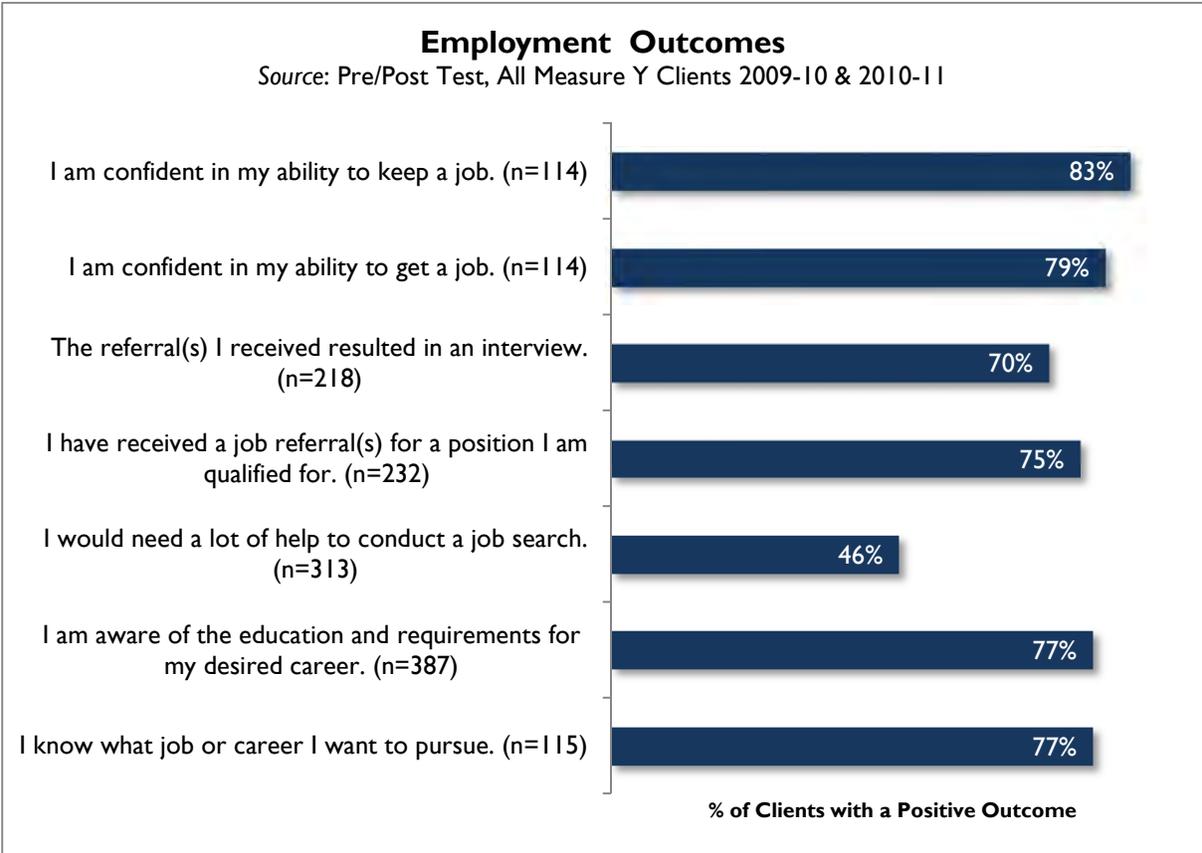
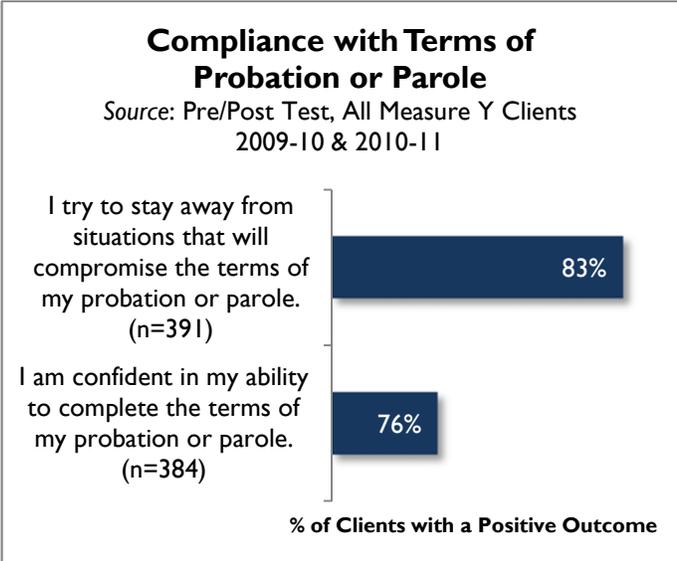
Source: Pre/Post Test, All Measure Y Clients 2009-10 & 2010-11



Measure Y 2010-11 Evaluation Report

Findings: Initiative Level Results

Employment: Measure Y supports funding to employment training, work experience, and direct job placement through several strategies, including Young Adult Reentry & Employment, Youth Comprehensive Services, and Street Outreach. As demonstrated in the chart below, clients were more confident about their ability to get and keep a job. Three quarters of clients received a job referral for which they were qualified. However, fewer than half of clients felt prepared to conduct a job search independently.

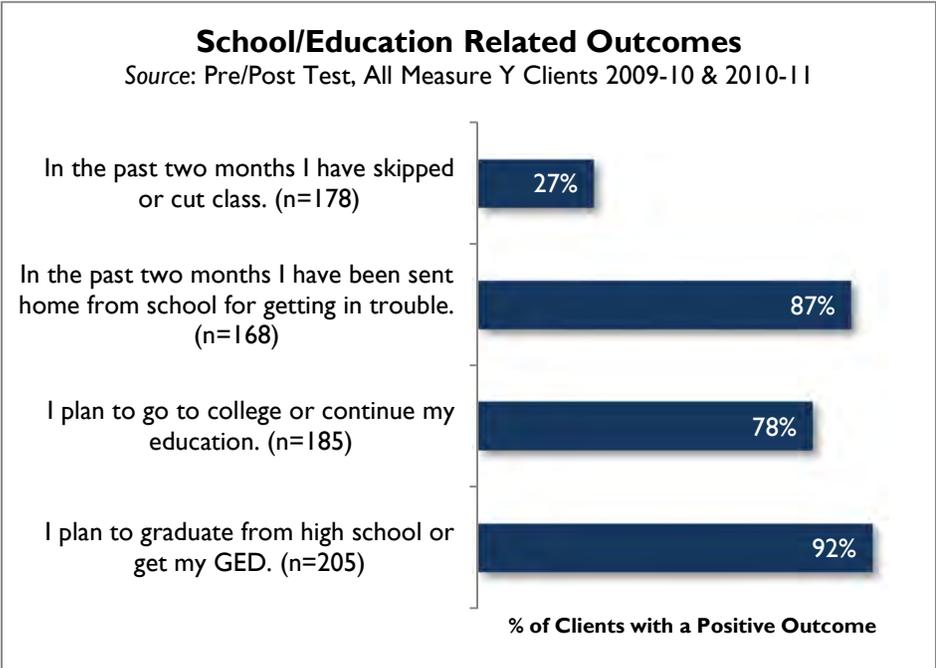


Measure Y 2010-11 Evaluation Report

Findings: Initiative Level Results

School/Education

Outcomes: Measure Y youth reported improvements on their attitudes towards education, including plans for future educational attainment, as well as better behavior during school. However, only a quarter of clients reported improved attendance.



Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

This section of the report includes strategy-level analyses of the Juvenile Justice Center/OUSD Wrap Around Services programs, Young Adult Reentry & Employment programs (Reentry Employment only), and the Street Outreach programs.

I. JUVENILE JUSTICE CENTER/OUSD WRAP AROUND SERVICES STRATEGY

Introduction

The Juvenile Justice Center/OUSD Wrap Around Services (JJC/OUSD) strategy provided approximately \$786,000 in funding to five non-profit organizations and a program specialist during 2010-11. The Juvenile Justice Center/OUSD Wrap Around Services (JJC) strategy aims to re-engage juvenile probationers in school through placement services and wrap-around case management. The JJC/OUSD strategy formalizes collaboration between Oakland Unified School District (OUSD), Alameda County Juvenile Probation, and Alameda County Behavioral Health Care Services. Young people leaving the Alameda County Juvenile Justice Center receive educational planning and placement services from the Measure Y funded OUSD enrollment specialist prior to their release from juvenile hall. When they return to the community, they receive wrap-around case management services to support ongoing school engagement through contracts with community-based organizations and ongoing supervision from a probation officer. The key goals of this strategy are to insure that youth are re-engaged and admitted to school immediately after release, to improve school engagement, and over time, to decrease criminal justice involvement.

The Problem and Juvenile Justice Center/OUSD Wrap Around Theory of Change

Annually over 1,000 youth are detained and released back to Oakland from Alameda County Juvenile Hall. Young people who have spent time in detention tend to have challenges with staying in school, attending school regularly and making appropriate academic progress. In the past when youth offenders were released, months or weeks passed before they were re-enrolled in an educational setting; many dropped out all together. The barriers to getting youth offenders re-engaged in school are significant. Some dropped out prior to their detention; others may not feel safe returning to their previous school; others may not have an adult in their life who can support them through the administrative process of getting back in school. When they do return, schools are not necessarily focused on preparing them for success, often viewing them as a problem. There is also a clear need to strengthen system capacity to re-engage young people who have spent time in detention in school and support their academic progress when they do return. Re-engagement with school can serve as a protective factor in terms of promoting pro-social behavior, increasing future earning potential, and decreasing future involvement with the criminal justice system. The Youth Reentry Task Force states,

Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

“Attendance at school is a strong protective factor against delinquency; youth who attend school are much less likely to commit crime in the short-term and also in the long-term.”³³

Reentry youth also tend to return to neighborhoods plagued with poverty, crime and poor access to high quality educational settings.³⁴ Reentry youth may face problems with housing, negative peer groups or re-connecting with their family. Further, youth offenders are more likely to have learning disabilities or mental health challenges.³⁵ Because of these factors, once a young person has had contact with the criminal justice system, he/she is much more likely to have additional involvement with the system. Without supportive services that help young people grapple with many of these challenges, comply with the terms of their probation, and stay engaged in school, youth offenders are likely to remain in a cycle of criminal justice involvement.

The JJC strategy is built on the premise that placing juvenile probationers back in school or another appropriate educational setting as soon as they leave juvenile hall and linking them with supportive wrap-around services can help them stay out of trouble and successfully reintegrate into their communities.

Evaluation Question 3: What services were provided to JJC/OUSD Wrap Around Services clients and were they delivered as planned?

***Finding 3.1** The Juvenile Justice Center/OUSD Wrap Around Services (JJC) model creates a system level solution to school disengagement and high drop out rates among juvenile probationers in Oakland. Oakland youth leaving juvenile hall are now re-enrolled in OUSD within a day of release. During 2010-11, the enrollment specialist re-enrolled 603 Oakland juvenile probationers in school. Over half of youth (51%) returning to OUSD schools were enrolled in Measure Y community-based case management programs.*

Measure Y funding in 2010-11 supported the placement of an Oakland Unified School District Enrollment Specialist housed at Juvenile Hall and contracts with five community-based organizations to provide case management to juvenile probationers, including California Youth Outreach, East Bay Agency for Children, East Bay Asian Youth Center, The Mentoring Center, and Youth UpRising.

School Placement & Re-Enrollment in OUSD

The JJC model offers an effective solution to school disengagement among the juvenile reentry population in Oakland through the placement of an enrollment specialist at Juvenile Hall’s

³³ “Back on Track: Supporting Youth Reentry from Out-of-Home Placement to the Community.” Youth Reentry Task Force, 2009.

³⁴ “Youth Reentry: Youth Development, Theory, Research and Recommended Best Practices.” Youth Reentry Task Force, 2009.

³⁵ “Youth Reentry.” The Urban Institute, 2004.

Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

Transition Center, who is responsible for finding an appropriate school placement for young people returning to Oakland. In the past there was no mechanism to ensure that youth re-enrolled in school upon their release, which meant that young people either missed days or weeks of school before re-enrolling, or dropped out of school altogether. *The school placement component of the strategy is achieving its intended goal- to re-enroll young people in school and decrease the gap between release and re-enrollment.* The OUSD Enrollment specialist placed over six hundred Oakland youth in district schools during 2010-11 upon their release from Juvenile Hall.

- On average, juvenile probationers were re-enrolled in OUSD within one day of release.
- The enrollment specialist attempts to place all Oakland youth exiting Juvenile Hall in an appropriate educational setting, about half do not re-enroll in OUSD for a variety of reasons, including: enrollment in a charter school, GED completion, transfer to Camp Sweeney, enrollment in another district, or family moved out of Oakland.

Oakland Youth Released from the Juvenile Justice Center

Source: OUSD Enrollment Specialist Records 8/1/2011

Total Releases	1174	
Enrolled in OUSD	603	51%
Enrolled in Measure Y Case Management	384	33%

384 juvenile probationers were enrolled in Measure Y services during 2010-11, or about a third of those released to Oakland.

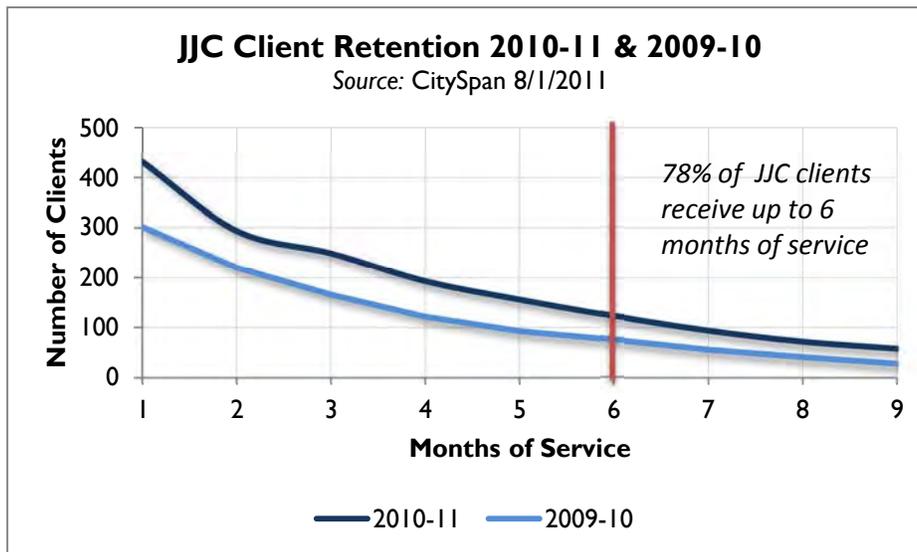
Case Management: Client Engagement & Retention

Once a student has been placed in an appropriate educational setting, the enrollment specialist is responsible for referring eligible clients to community-based organizations who then provide ongoing case management to support school re-engagement and compliance with the terms of probation. When students have received 40 hours of case management or six months of services, they are encouraged to transition out of the program.

Clients were engaged and retained as expected. In general, the JJC case management enrolled and engaged juvenile reentry youth as expected. Consistent with program guidelines, almost 80% of clients received up to six months of service. Programs do have discretion to continue serving clients who are in need of additional services and support. The level of client retention among JJC programs was consistent with other programs serving the juvenile re-entry population. JJC enrolled 126% or 81 more clients than they were contracted to serve, which means clients who dropped out were replaced with new clients.

Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results



The referral process between Juvenile Probation and community-based organizations was identified as a challenge. The referral process from Juvenile Probation to community-based organizations requires a hand-off between systems and was identified as challenge with the model. Clear guidelines regarding target population, eligibility criteria, information sharing, roles and responsibilities, and referral protocols and timelines are in various stages of implementation and development. Further, the Transition Center at Juvenile Probation experienced turnover in staff. As a result, clients who are ready, eligible, and likely to benefit from services are not consistently being referred for case management. Incomplete referral information means that programs spend a considerable amount of time tracking down contact information, criminal history, and needs and risk factors, as well as determining whether clients are interested and ready for services. In 2010-11, about a third of clients who were referred for case management did not go on to participate in ongoing services, either because they were not interested, eligible, ready, or reachable. There are opportunities to strengthen the referral process to ensure that programs receive clients most likely to benefit from program participation.

Breakdown of Clients by Number of Hours and Type of Service Received

Source: CitySpan Download 8/1/2011

Case Management Dosage

The five community based organizations enrolled 384 clients in case management services during 2010-11. On average, clients

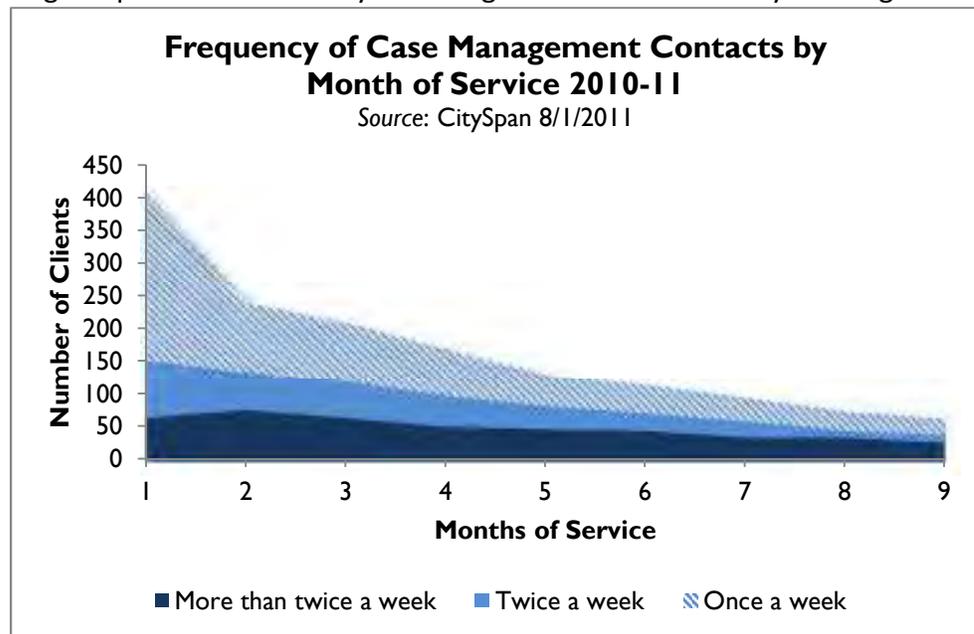
	1 – 9.5 Hours	9.5 – 19 Hours	19 – 39 Hours	40+ Hours	Total Hours
Case Management	122	77	87	132	11006
Group Activities	13	11	13	20	2561
Intensive Outreach	116	3	0	0	261
	Number of Clients Receiving each Service Threshold				Hours per Service Type

Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

received 29 hours of case management.³⁶ A third (35%) of clients received 40 hours of case management.

JJC clients had an average of seven case management contacts per month. Case managers carried an average caseload of 18 clients. The chart below depicts the frequency of case management contacts by month of service and points to a high level of service upon intake and an expected decrease in the number and frequency of contacts over time. Youth receive more intensive services during the period immediately following their release. As they re-integrate into their schools and communities, services begin to taper off. While some students remain engaged for longer periods, based on individual needs, the model anticipates that for most clients services will end at around six months.



Evaluation Question 4: What impact did the Juvenile Justice Center/OUSD Wrap-around Services have on the clients they served?

Criminal justice and resiliency outcomes were examined for Juvenile Justice Center/OUSD Wrap-around Services clients through a pre/post analysis of client outcomes and a matched data analysis with Alameda County Juvenile Probation records.

Matched Data Analysis: A matched data analysis between CitySpan service records for Juvenile Justice Center/OUSD Wrap Around Services programs and Alameda County juvenile probation records was conducted, examining violation rates before and after program participation. It is important to note several limitations in interpreting these data.

- The sample for this analysis includes all clients with valid records matched to juvenile probation records. Clients who had no service hours were excluded from the analysis. In addition, outcomes for clients who received the bottom quartile of service dosage

³⁶ Includes all JJC clients enrolled in 2010-11 with non-zero service hours.

Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

(fewer than 9.5 hours of group or individual services) were calculated separately than those that received 9.5 or more hours of service.

- Further, the 2010-11 violation rates were calculated post-program enrollment. Because JJC programs use a rolling enrollment model, for clients enrolled in the spring, the post period was fewer than three months. Violation rates shown here reflect no more than 24 months of data for any individual client, and often less. To address these limitations, recidivism rates were also calculated for 2009-10 clients, because it allows for a larger sample and a longer period of analysis after clients received services.
- JJC programs target the juvenile reentry population. Recent criminal justice involvement is a requirement for program participation. As a result, arrest/violation rates are 100% prior to program enrollment. Immediate declines in violation rates post-release should be interpreted as descriptive, rather than indicators of program impact.

Pre/post Tests: Pre/post tests were administered upon enrollment and again after 3-6 months of service. Among JJC participants, 160 completed both a pre and a post-test. Pre/post tests measure intermediate client changes after program participation. More favorable responses after program participation point to short-term improvements in a range of areas, including: criminal justice involvement, education, resiliency and protective factors, and risk-taking behavior. The percentage of clients experiencing an increase in their score or a sustained positive response (or a positive outcome) on relevant indicators is reported here.

Criminal Justice Outcomes

Finding 4.1. *About two-thirds of JJC case managed clients managed to avoid further criminal justice involvement after enrolling in the program in 2010-11, while a third of clients were re-arrested for a sustained non-technical violation. Violation rates for 2010-11 were similar to those for 2009-10 clients. A sustained offense means the individual was charged with a crime that was not later dismissed or thrown out upon review and does not include technical violations of probation.*

After enrolling in the program a majority of clients managed to avoid re-arrest for a new offense (non-technical violation). Violation rates were analyzed for clients who received JJC case management services in 2010-11, as well as 2009-10. Because of rolling enrollment, many clients served in 2010-11 only have a one to two month post period. For example, a client who enrolled in April 2011 would only have a two-month period to examine his/her violation rate after receiving services. Looking back at 2009-10 clients allows an examination of violation rates for a longer post period (up to 18 months) and provides for a more valid analysis.

Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

Re-Arrest for a New Offense: As depicted in the chart, about two thirds of JJC clients in both 2010-11 and of 2009-10 managed to avoid re-arrest for a new offense. Information on technical violations is not included here. Arrest rates are for sustained offenses only.³⁷

Percentage of JJC Clients Arrested after Program Enrollment

		Served 2009-10			Served 2010-11		
		Arrested at any time after service start			Arrested at any time after service start		
		NO	YES	Total	NO	YES	Total
JJC Clients with Minimum Service	Count	94	65	159	148	67	215
	% of Total	59.1%	40.9%	100.0%	68.8%	31.2%	100.0%

Violation Rate Before and After Enrollment: The chart on the following page depicts the quarterly violation rate of JJC clients before and after program enrollment. As expected, nearly half (46%) violated in the quarter preceding their enrollment in the program and nearly all violated in the preceding three quarters.³⁸ Violation rates decreased significantly after enrollment.³⁹ A nine-month pre/post analysis found that in the nine months preceding enrollment two-thirds (or, 66% of clients violated), compared to a third nine months after program enrollment.⁴⁰

³⁷ Minimum threshold of service is 9.5 hours of service. Clients with fewer than 9.5 hours of service were not included in this analysis. Results were statistically significant at the 0.01 level.

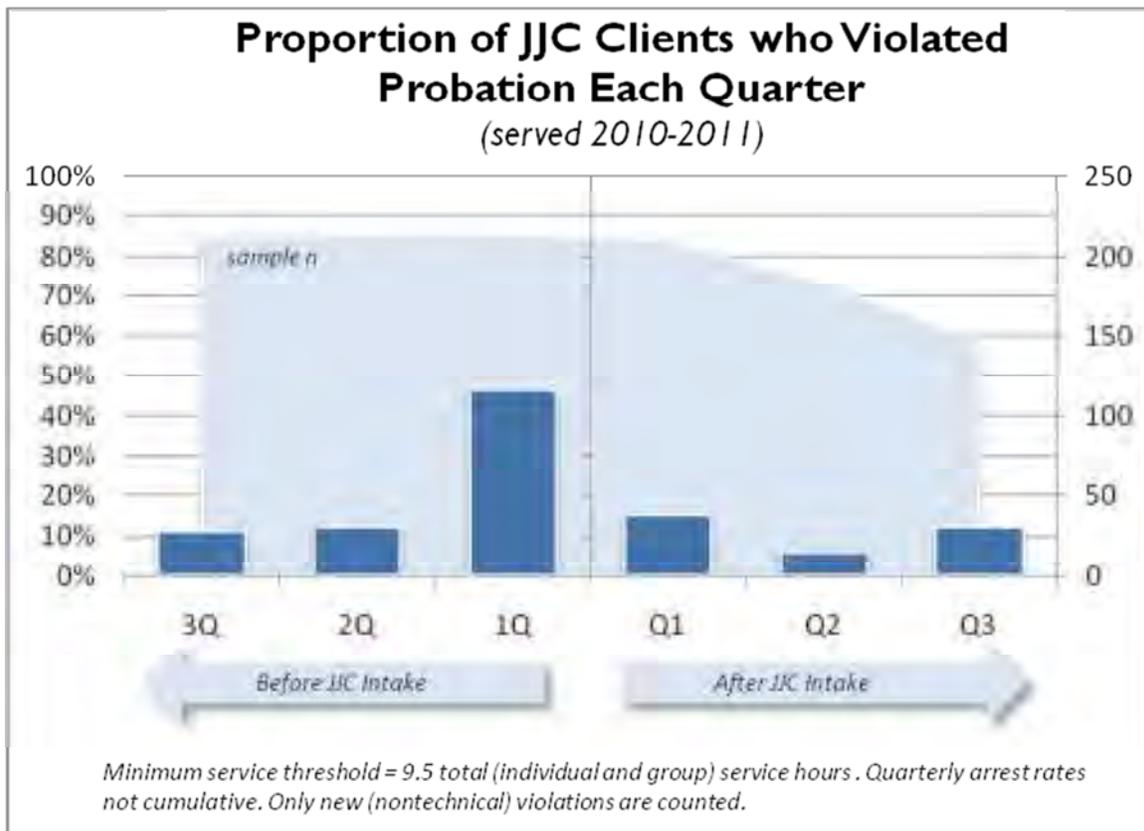
³⁸ 79% of clients violated in the nine months preceding enrollment in the program. The remaining 21% of clients likely violated more than 9 months prior to enrollment and/or experienced a delay between arrest and processing of the charge. The sample is matched for the first five quarters (from nine months before to six months after the first date of service). Technical violations are excluded from this analysis.

³⁹ This chart shows changes in quarterly violation rates for new offenses (non-technical violations) for JJC clients who received at least 9.5 hours of service in 2010-11. Sample n is shown on the right axis. Appendix C provides a description of the matching process and sample size for each analysis.

⁴⁰ Analysis of 2010-11 clients who received minimum threshold of services (9.5 hours). Statistically significant at p=0.001. N= 145.

Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results



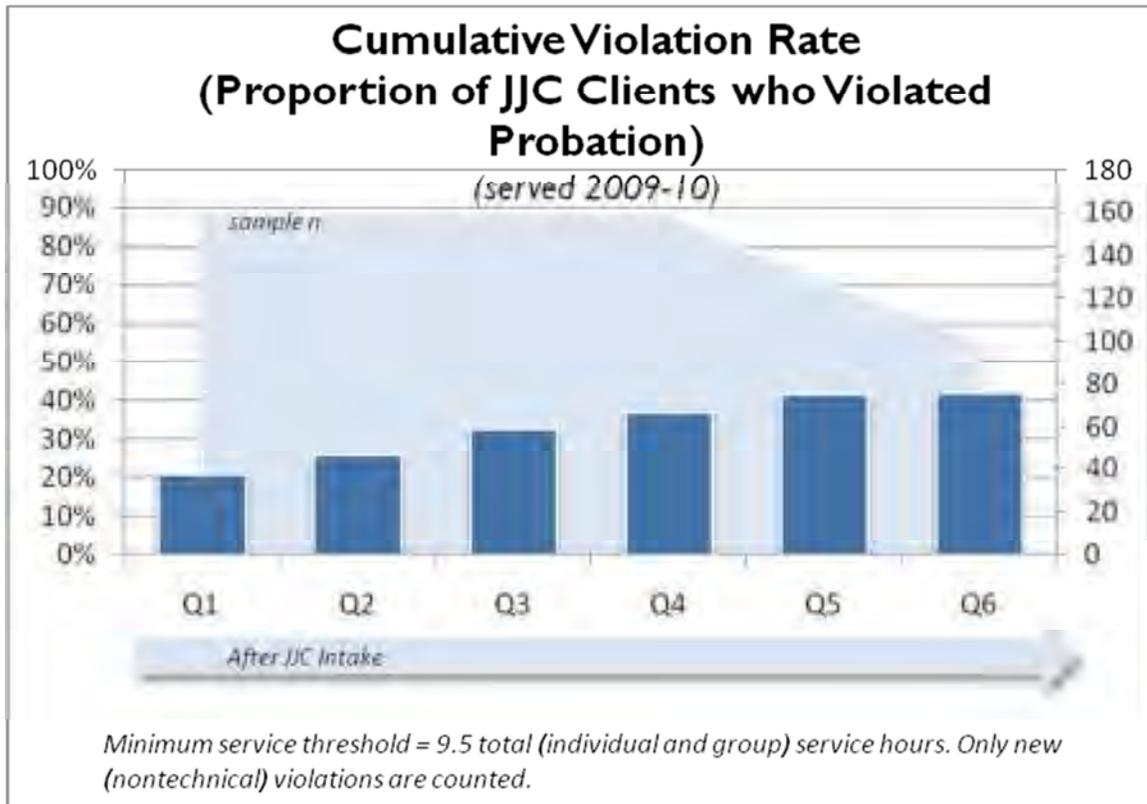
Finding 4.2, At 18 months almost 60% of 2009-10 clients managed to avoid violating suggesting that participation in the program is associated with decreased criminal justice involvement.

Cumulative violation rates were examined for JJC clients who received services in 2009-10 in order to determine whether decreases observed immediately after program enrollment were sustained. The analysis found that statistically significant decreases in recidivism were sustained among JJC clients, though violation rates appear to steadily creep back up over time. *Eighteen months after enrolling in the program, about 60% of clients had managed to avoid a re-arrest that resulted in a sustained offense.*

It is important to note that at some point prior to program enrollment all JJC clients were arrested with a sustained offense at least once. Among juvenile probationers serving time in detention is associated with further criminal justice involvement. Taken together, these data suggest that participation in JJC programs is protective against further criminal justice involvement.

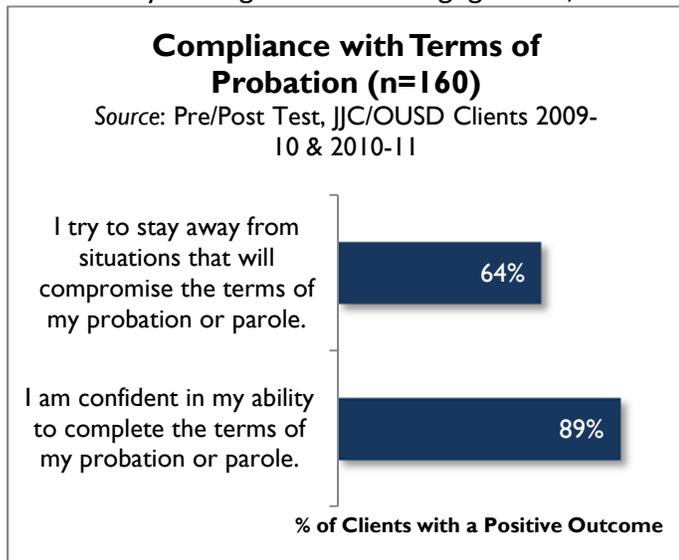
Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results



Intermediate Criminal Justice Outcomes: The Juvenile Justice Center/OUSD Wrap-Around Services strategy aims to support successful reentry through school re-engagement, case management, and supervision provided through Alameda County Division of Juvenile Probation. Pre/post tests measured student’s perceptions regarding their ability to comply with the terms of their probation. *JJC clients were, in general, optimistic about their ability to comply with probation, as noted in the following chart.*

Finding 4.2: *Though information on client risk and needs is still being integrated into the JJC model, clients served by the JJC were of moderate risk, slightly higher than the overall juvenile probationer population in Alameda County. There were significant differences in amount of service based on risk level. Clients who violated received more services on average*



Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

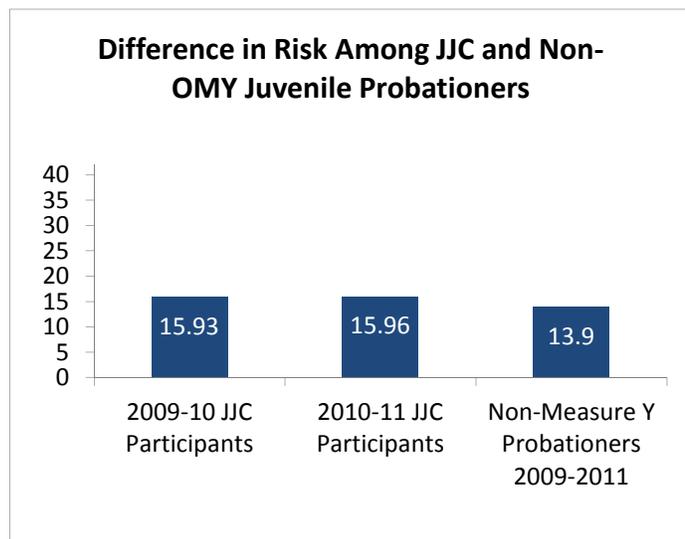
than those that did not. Clients who received fewer than the minimum threshold of services (9.5 hours) violated less.

Risk assessment scores provide information about a client's level of criminogenic risk, as well as an assessment of needs. An evidence-based practice in reentry programming is to use risk assessment information to identify the appropriate amount and type of services for clients. A client with a relatively low level of risk, will benefit from less intensive services, while a client with a high level of risk may need a more intensive level of support.⁴¹

The JJC is still working on incorporating risk assessment into the referral process and model for service delivery. During 2010-11 risk assessment scores were not part of routine information provided by Probation to community-based organizations during referral. There were several reasons for this- the Probation Department is exploring the adoption of a different risk assessment tool to better evaluate juvenile probationers. Procedures for referral and information transfer are still being modified by different system partners (DHS, Probation, OUSD, and community based organizations). Finally, turnover within Transition Center staff caused a decrease in the amount of information provided to programs. In terms of service delivery, DHS is still working to integrate the tailoring of services based on levels of risk and need into its service delivery model. The analysis below lends support to the need to articulate how services should be calibrated for clients with different risk levels as part of the JJC model.

Risk Factors of JJC Clients: Overall, JJC clients were slightly higher risk than the average juvenile probationer in Alameda County, based on the results of a validated risk and needs assessment, but still well within the moderate risk range. The analysis found that JJC participants had average risk assessment scores in both 2009-10 and 2010-11 that were 2 points higher than non-OMY juvenile probationers during the same time period.

- The risk assessment includes a scale of 0-42, which is used to determine whether a client is low risk, moderate risk, high risk, or very high risk.
- JJC participants' mean risk assessment scores were within the "Moderate Risk" range.



⁴¹ The Youth Level of Service/Case Management Inventory (YLS/CMI) Scores youth from 0-42 to determine their Total Risk/Need Level. Youth scoring 0-8 are considered Low Risk, youth scoring 9-22 are considered Moderate Risk, youth scoring 23-34 are considered High Risk, and youth scoring 35-42 are considered Very High Risk.

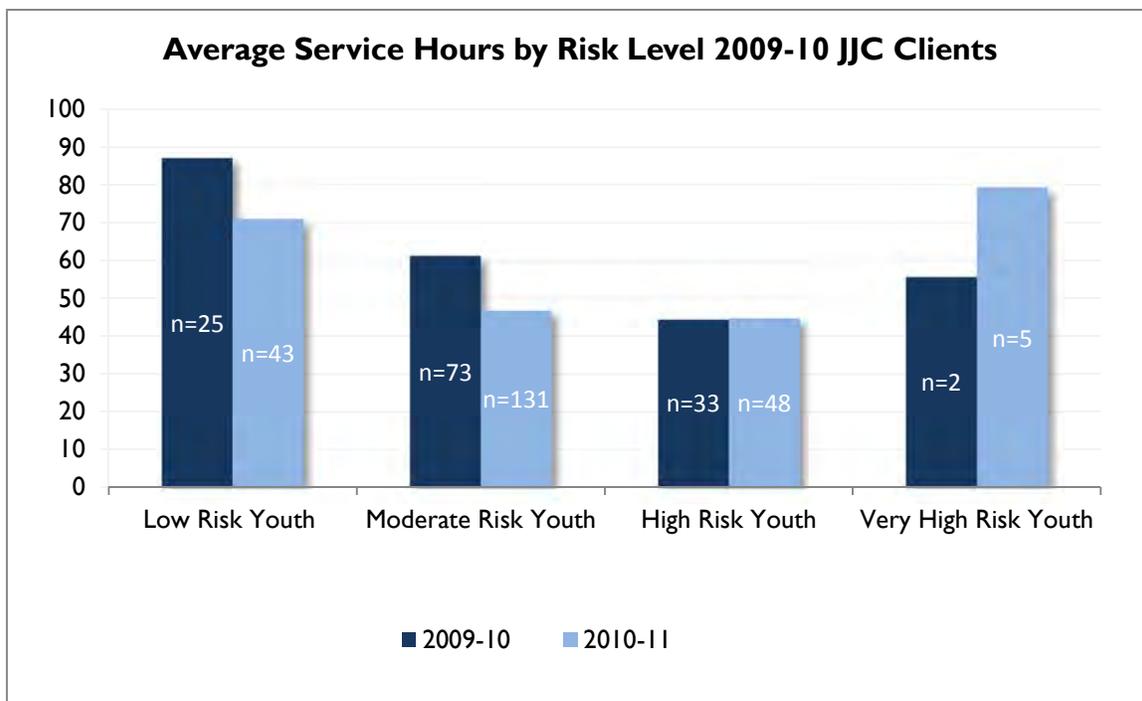
Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

- The highest risk clients are typically referred to other Probation Department programs.

Service Dosage by Risk Level: An analysis of service levels by risk assessment score found that different service levels were associated with different levels of risk. While high-risk youth are appropriately targeted with higher levels of service, low-risk youth receive similarly high levels.

- Although low risk youth received less service in 2010-11 than in 2009-10, they did receive more service hours than either moderate or high risk youth.
- This analysis also demonstrates the need for greater integration of risk assessment information into the service model. Programs provided services based on informal assessments of risk and need and were not privy to formal risk assessment scores.
- There are a number of possible reasons for these differences. Lower risk clients may be more amenable to services, while higher risk clients may, for the reasons they are deemed moderate or high risk, be more difficult to engage or serve. This is an area of future study, especially as the JJC moves towards greater integration of risk assessments into the program model.



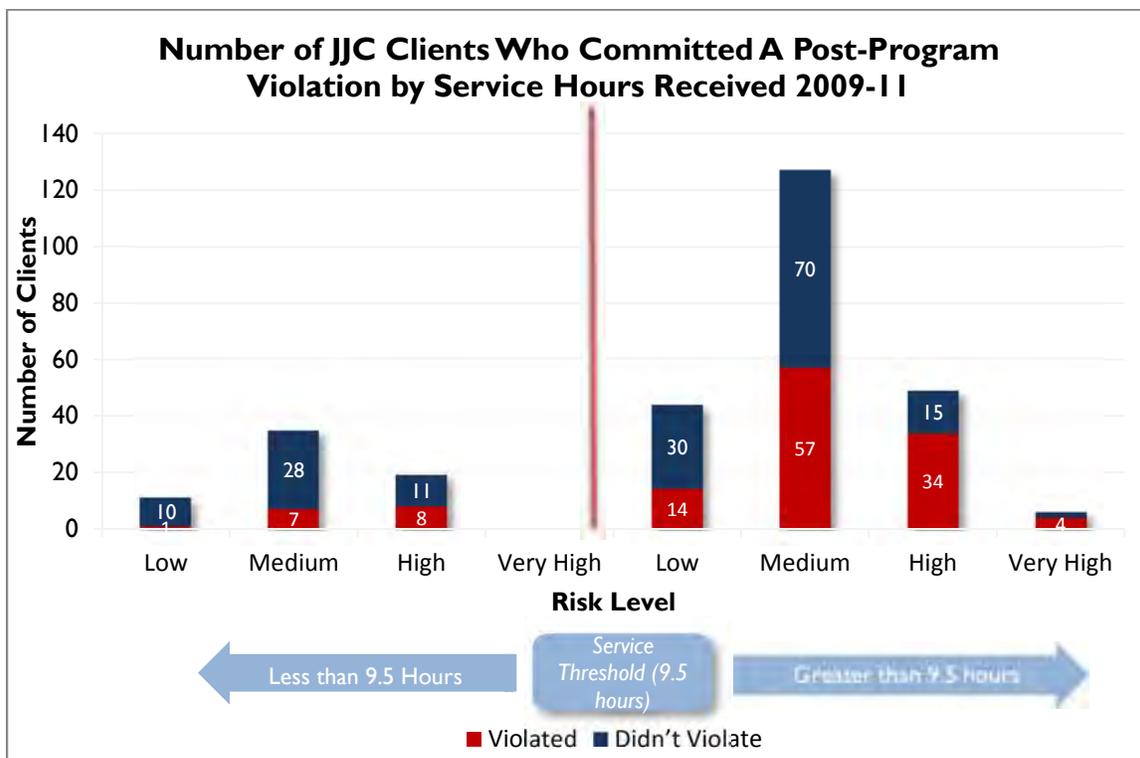
Service Dosage, Violations and Risk: The evaluation also examined the amount of service juvenile probationers received to understand whether there was a relationship between the amount of service clients received and violation rates based on levels of risk. This analysis also shows that the higher the risk score, the more likely clients were to recidivate especially among youth who received 9.5 or more hours of service. It should be noted that because the sample

Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

sizes for each risk category of youth who received fewer than 9.5 hours were relatively small, statistical tests were not conducted. In addition, there may be statistically significant differences between clients who participate for fewer than 9.5 hours, compared to those that participated for more that the evaluation was not able to detect given available data. A final limitation for this analysis is that violation rates for 2010-11 are likely biased downwards due to a short post period. Given these limitations, these results should be interpreted with caution and point to the need for further examination of the relationship between risk level, service dosage, and violation rates in future evaluations.

- Lower and moderate risk youth who received fewer than 9.5 hours of service violated less than those who received more than 9.5 hours of service.
- High-risk youth violated more across both groups. This suggests that youth who are identified as high or very high risk are more likely to violate than those in lower risk categories.
- When looking across risk types, clients who received 9.5 or fewer hours of service violated less than those that received more than the minimum service threshold. Clients with fewer service hours had lower violation rates. As noted above, the rates for 2010-11 are likely biased downwards.



Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

This finding points to important differences in terms of client outcomes related to service dosage and risk level. Since there are notable difference in likelihood to violate based on risk type, it is important that risk assessment information be routinely made available to case management programs. It also suggests that more services do not necessarily equal better outcomes when it comes to recidivism, especially for clients with low or moderate levels of risk. There is a clear need to more formerly account for differences in risk levels in the overall design of the JJC strategy. These results should be viewed within the larger context of the positive impact the JJC strategy has on recidivism overall; these results point to opportunities to continue to refine the model and should not be interpreted as adverse strategy impacts. Finally, it will be important for the evaluation to continue to examine the relationship between risk levels, service dosage, and recidivism to better understand the impact of the JJC strategy.

Education Outcomes

***Finding 4.3** Participation in the Juvenile Justice Center/OUSD Wrap-Around Services programs was associated with significant decreases in truancy and small, but statistically significant, increases in suspension rates. JJC clients also reported improved behavior, attendance, and plans for educational attainment after program participation.*

An important goal of the Juvenile Justice Center/OUSD Wrap-Around Services is to strengthen school engagement and increase educational attainment among juvenile probationers. Finding the appropriate school placement and decreasing the length of time between release and re-enrollment are the first step to re-engaging juvenile probationers in school. Ongoing case management focused on school engagement upon reentry also supports this goal.

Truancy: JJC participants experienced statistically significant improvements in truancy after enrolling in the program.⁴² The proportion of 2010-11 JJC students who were either chronically or habitually truant declined after program participation. More than 60% were chronically or habitually truant before enrolling in the program, while less 40% were after. These data suggest that participation in JJC contributes towards better attendance.⁴³

⁴² Sample size for JJC Clients was 98. Not all students served in 2010-11 matched to the 2009-10 OUSD data set. The sample size for OUSD students was 8423 in 2009-10 and 8481 in 2010-11. JJC sample for truancy and suspension analyses includes students who received a minimum of 2.5 hours of group service or 7.5 hours of individual service. OUSD sample included all OUSD students in grades 9-12 who did not receive MY services. Changes were significant at a 95% confidence level; $p=0.001$. Appendix C provides additional detail on the sample size for the OUSD analyses.

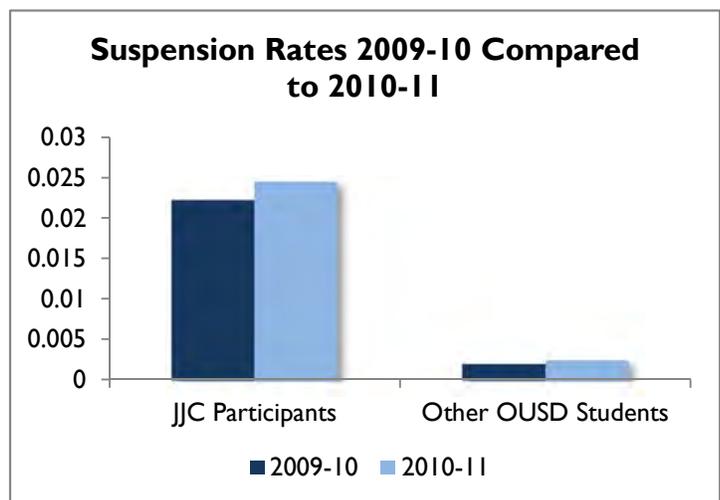
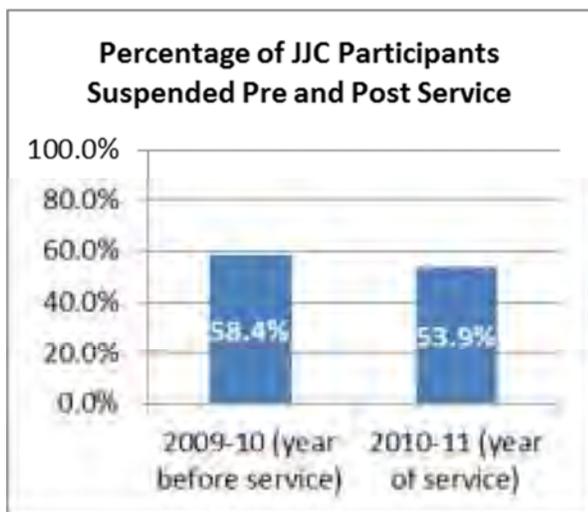
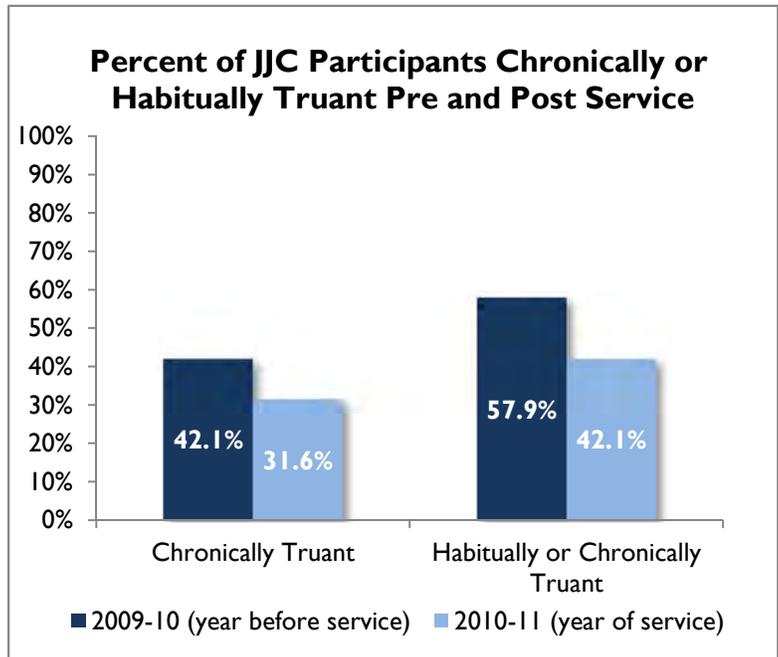
⁴³ Habitual truancy is described as 5-9 unexcused absences in a given school year. Chronic truancy is described as 10+ unexcused absences in a given school year. The total $n=95$.

Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

Suspension: Slightly more than half of JJC students were suspended before and after program participation from 58% of 2010-11 JJC students suspended in the year prior to enrollment to 53% suspended in the year they were enrolled. However, those students who were suspended were suspended more frequently after program participation.⁴⁴ Suspension rates increased across OUSD as well.

It is important to note that few schools have focused on developing the capacity to address the needs of reentry youth. If a young person is known to be on probation by school staff, suspension may be used disproportionately to address behavior challenges. If re-entry youth are coming to school more regularly (as noted in the truancy analysis), they are more likely to be suspended because of the factors noted above. Finally, because suspension rates are highly dependent on teacher and administrative action, external agencies working within the schools are often limited in their ability to impact them.



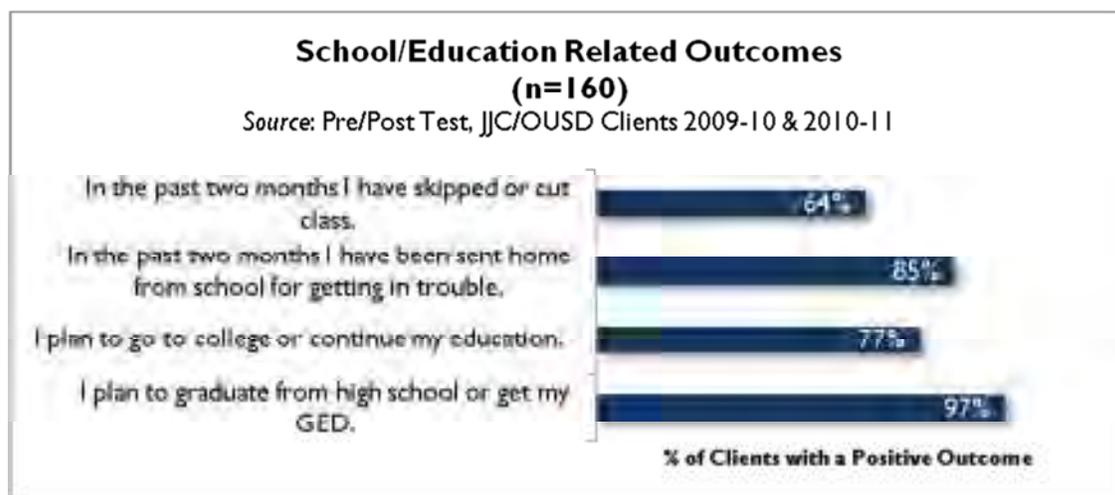
⁴⁴ The sample size for the suspension analysis was 92 for JJC clients. The sample was 8315 in 2009-10 and 8442 in 2010-11 for other OUSD students. It included all students in grades 9-12 who did not receive services. P= 0.001.

Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

Intermediate Education-Related Outcomes: Pre/post tests also measured short-term changes in attendance, behavior, and attitudes towards educational attainment after program participation, depicted in the following chart. The chart below shows the percent of clients who either maintained a positive outcome or reported an improvement on the indicator after program participation. *JJC clients reported fewer problems with attendance and suspensions, and improved attitudes towards plans for future educational attainment.*

- Almost all students had improved aspirations in relation to graduating from high school or getting a GED after enrolling in the program.
- 85% reported a decrease in behavior problems leading to suspension, while two-thirds reported decreased truancy.



Resiliency & Protective Factors

Finding 4.4 *Juvenile Justice Center/OUSD Wrap-Around Services clients reported an increase in protective factors after participation in programming.*

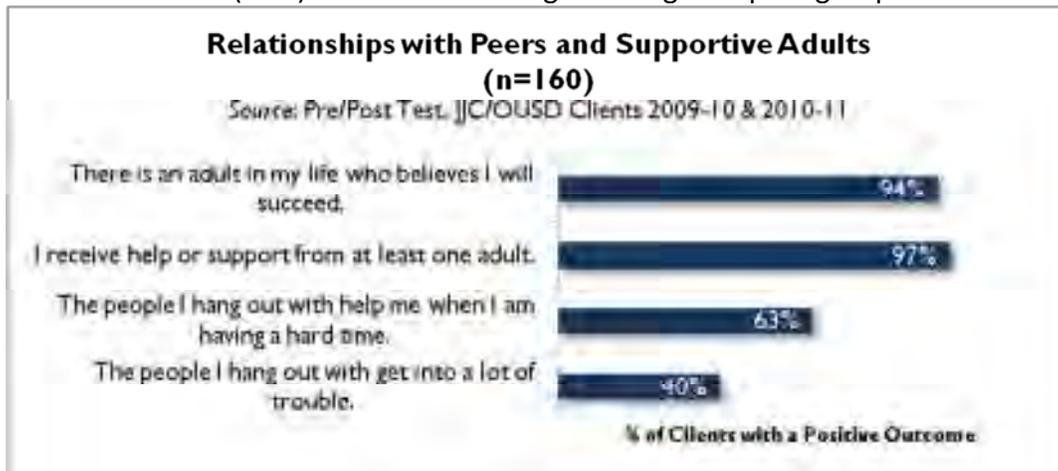
Factors such as relationships with caring adults, ability to manage anger and emotions effectively, and risk taking behavior can prevent, protect, and reduce the harm associated with violence. The JJC/OUSD Wrap-Around Services strategy incorporates the principles and approaches of youth development into placement and case management services, focusing on meeting young people where they are at and developing trusting relationships with caring adults and pro-social peer groups. The charts below shows the percent of clients who either maintained a positive outcome or reported an improvement on the indicator after program participation.

Relationships with Peers and Adults: The following chart depicts the proportion of clients who experienced positive changes on items addressing relationships with peers and caring adults, as reported on pre/post tests.

Measure Y 2010-11 Evaluation Report

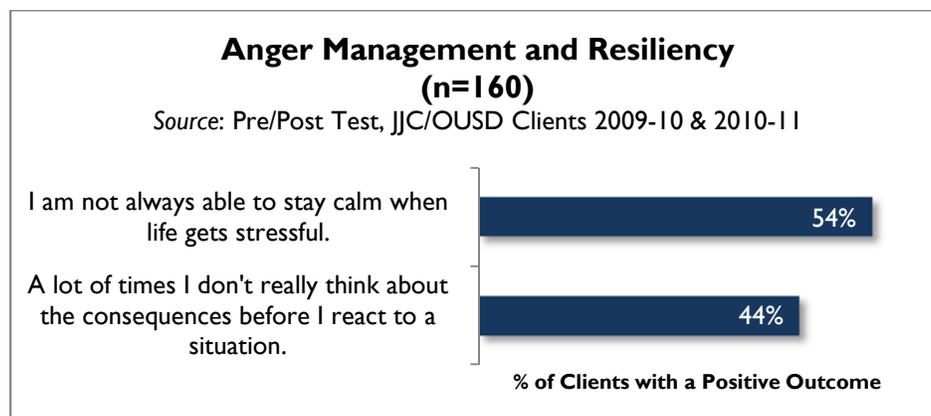
Findings: Strategy – Level Results

- Participation in JJC programs was associated with improved relationships with a caring adult. Almost all clients experienced a positive outcome on this item after participation.
- While about two-thirds of clients reported relationships more supportive peer groups, about two-thirds (60%) are still associating with negative peer groups.



Anger Management: A key indicator of resiliency is the ability to manage stress, conflict, and anger, which can help young people stay in school and avoid violence and/or future criminal justice involvement. While about half of clients reported improvements on anger management indicators, the other half experienced neutral or negative outcomes on these indicators, suggesting that participation in the JJC programs was not associated with improvements on this indicator. The chart below depicts the proportion of clients who experienced positive outcomes after program participation.

- About half of clients served by the JJC reported improvements in their ability to maintain calm and manage stress.
- Fewer than half of clients reported an improvement in their ability to think before they react to a situation.



Measure Y 2010-11 Evaluation Report

Findings: Strategy – Level Results

Discussion

The evaluation of the Juvenile Justice/OUUSD Wrap Around Strategy examined client-level changes in school engagement, criminal justice involvement, and resiliency/protective factors. Among the most important findings:

- Juvenile probationers who reside in Oakland are being re-enrolled within one day of release. The JJC strategy eliminates barriers to enrollment by co-locating educational placement services at Juvenile Hall.
- JJC clients who received case management experienced significant decreases in criminal justice involvement after enrolling in the program, suggesting that program participation can protect against recidivism..
- There were important differences in violation rates based on risk type and amount of service, pointing to the need to continue to modify the JJC service model so that it takes differences in student risk level into account.
- JJC clients attended school more regularly, but were suspended at slightly higher rates after program participation.
- Clients reported positive changes in relation to school engagement, resiliency, and criminal justice involvement after receiving services.