

Youth/Street Outreach & Engagement

Cluster Level Evaluation Report

I. CLUSTER OVERVIEW

Evaluation Questions:

What are the goals and objectives of the cluster? What is the cluster trying to accomplish and how?

Goals and Objectives

The goal of this cluster is to engage youth and adults in Measure Y programming activities that will provide a supportive environment to help participants decrease justice involvement, improve school participation, and develop employment related skills.

Street outreach activities identify youth and adults at risk of violence or violent behaviors. Outreach workers develop relationships with youth or adults encountered through street outreach efforts. Through intensive outreach efforts they create positive and trusting relationships that encourage participation in more comprehensive Measure Y programming.

Youth outreach and engagement activities seek to identify youth participants through referrals from schools, juvenile justice department, or other community agencies. Case managers and program staff create positive environments for youth to engage with their peers, develop pro-social skills such as anger management, and develop trusting relationships with caring adult staff members. Group and one-on-one sessions are designed to help participants develop self-improvement goals and learn behavioral patterns that will help address goals.

All youth outreach and engagement programs focus on school participation and academic improvement, decreased juvenile justice involvement, and employment readiness skills.

Theory of Change

Research has shown that the presence of positive role models is a key protective factor against violence (National Resource Center 1999). The absence of such a role model—whether a teacher, parent or other individual—has been linked to increased risk for drug and alcohol use, sexual promiscuity, aggressive or violent behavior, and inability to maintain stable employment.

Mentoring—the pairing of a young person with a volunteer who acts as a supportive, nonjudgmental role model—has been touted by many as an excellent means of providing a child or adolescent with a positive adult influence when such an influence does not otherwise exist (Council 1996; Brewer et al. 1995). Evidence has shown that mentoring can significantly improve school attendance and performance, reduce violent behavior, decrease the likelihood of drug use, and improve relationships with friends and parents (Sipe, 1996).

Research suggest that incidences of violence are most likely to occur at school, on the way to or from school, and during after school hours. The Youth Outreach and Engagement component of the violence prevention programs seek to reduce opportunities to witness, engage in, or experience violence by providing safe alternative places for youth. A focus on recreation, tutoring, and youth support groups

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provides structured, adult led activities to a majority of the youth served by the outreach programs. Intensive outreach and case management can be used to develop the protective factors necessary to help youth change their behaviors and re-invest in working to attain positive outcomes related to school and the avoidance of juvenile justice involvement.

The Street Outreach Worker is an important component of the Violence Prevention Initiative. The Outreach workers are individuals who are familiar with “street” life, form relationships with youth at high risk for violent behavior, mediate conflicts and try to head off violence. Outreach workers are street-smart themselves and are challenged to build sufficient trust with high risk individuals in order to influence the ways they think and act. Outreach workers also redirect youth/adults to pro-social pursuits including jobs, job training, returning to school, entrepreneurial pursuits, etc. These workers will meet and work with participants in non-traditional settings and during non-traditional hours when violence is most likely to occur, particularly evenings and late night hours and weekends.

Approaches to street outreach have been adapted from public health, which has long used community-based outreach workers to identify and engage hard to reach populations including individuals who are homeless or drug addicted. Research has demonstrated that street outreach is an effective method of building trusting relationships and encouraging “reticent” populations

from engaging in regular and continued treatment activities (Farmer 2001).¹

II. INPUTS

Evaluation Questions:
How much was spent on services? What data collection methods were used? Who was served?

OMY Funding

The Outreach cluster provides a total of \$1,683,429 to seven violence prevention programs and three programs collectively making up the Street Outreach Team, including:

Youth Outreach Programs	
\$154,000	East Bay Agency for Children
\$206,000	East Bay Asian Youth Center
\$252,865	Leadership Excellence
\$65,000	Radial Roving Recreation
\$85,000	Youth Alive! Caught in the Crossfire
\$180,250	Youth Alive! Street Outreach
\$175,000	Youth Uprising Outreach
Street Outreach Team	
\$225,000	California Youth Outreach
\$158,359	Healthy Oakland
\$181,455	Youth Uprising

(Note: CCNI is not included in the cluster level analysis. See individual program report.)

¹ *Infections and Inequalities: The Modern Plagues*, Berkeley: University of California Press, 1999, revised 2001 edition

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Data Collection Methods

Overall, programs within the cluster reported mixed results for gaining consent and collecting appropriate data. Collecting consents was particularly challenging for the Street Outreach Team members who reported some confusion about when to obtain consent and for what purpose. One program reported that consent was only required if they were planning on taking photos or using client information for promotional materials.

Many of the youth outreach programs reported ongoing challenges in gaining consent, particularly for youth 17 and under. Sending the consent home with the youth did not work. Case managers had to track down parents/guardians and obtain their signatures. One program now includes home visits and conversations with parents/guardians as part of their case management so they can get a signed consent form.

Programs within the cluster aimed to address five key client outcomes:

1. Improve school performance
2. Increase school engagement
3. Reduce violent/criminal behaviors
4. Improve engagement in productive activities
5. Decrease risk-factors

Street outreach teams collected minimal data. They documented the number of individuals they talked with and when a contact became more intensive, logged multiple contacts for the individual. In general, the youth outreach programs within this cluster collected adequate assessment data on the outcomes listed above.

Most programs conducted a comprehensive client assessment at intake, but few had a structured follow-up tool for measuring changes in attitudes, beliefs, or knowledge. Programs in this cluster rely heavily on cooperation from schools or probation departments to learn the status of their clients. Where these relationships are working well, the case managers have access to data on their clients. Where relationships are not working as well, case managers struggle to access data (i.e. attendance information) and rely on the client or what they are able to glean from their own on-site presence at schools.

Consent

Measure Y program participants were voluntarily asked to provide consent to share personal information for the purpose of evaluation. In general, consent is not requested of participants during intensive outreach.

Of the 1646 participants in Youth/Street Outreach and Engagement, 996 (61%) consented to sharing information. Thirty-five percent of participants withheld consent, and for 4% of participants, information pertaining to consent was not available. The demographic information presented below reflects only consenting participants.

Consent Rates	
Consented	61%
Withheld Consent	35%
Missing Consent	4%
Total	100%

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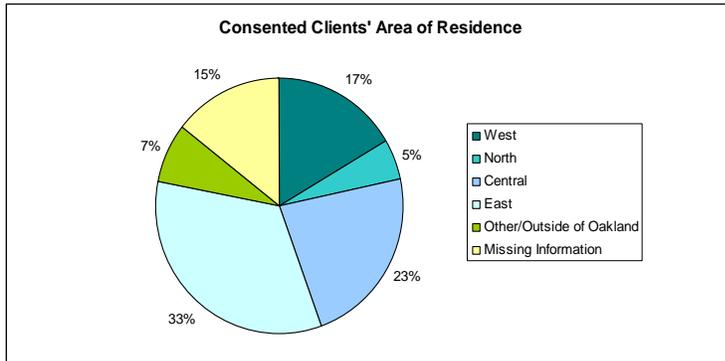
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Demographic Characteristics of Clients

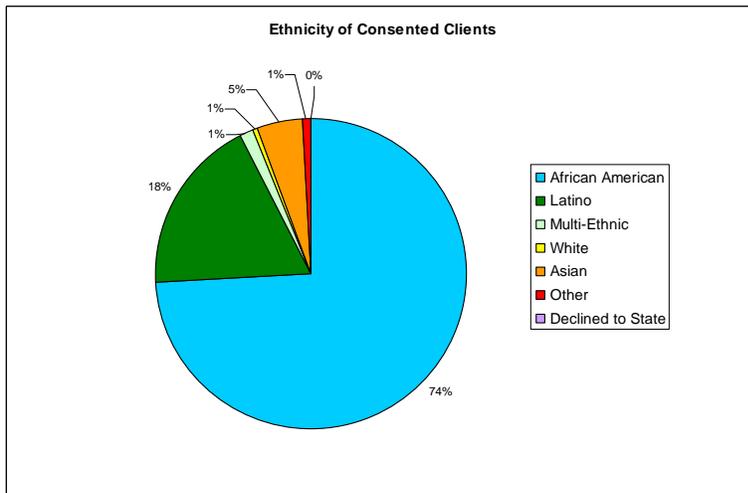
Consented clients served in this cluster are overwhelmingly male (63%), with some female (33%) participation. Thirty-one percent are 14-17 years, while 54% are transitional age youth 18-25 years. English (78%) is the most prevalent

language spoken in the home, then Spanish (13%), with threshold languages including Khmer/Cambodian, Vietnamese and Mien.

The following tables demonstrate the known demographics of consented cluster participants.



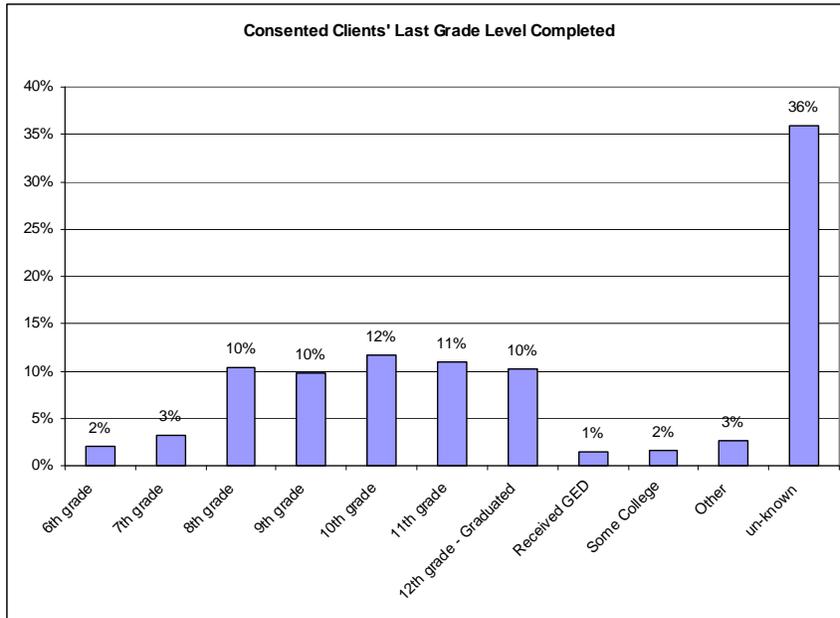
NOTE: The term 'Central Oakland' is an analytical tool for providing enriched geospatial analysis of the vast area conventionally known as East Oakland. Using Oakland Police Department Command Areas as a guide, Central Oakland corresponds to Command Area II, while East Oakland corresponds to Command Area III.



The majority of program participants are African American, followed by Latino and White.

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Risk and Protective Factors

Risk factors and highest grade completed illustrate the risk and protective factors present for clients. These are limited to those recorded, additional risk factors may apply.

65% of participants in the Youth/Street Outreach and Engagement cluster gave feedback on their last grade completed.

The graph above represents a normal distribution of individuals between 8th and 12th grade. Few individuals reported any college participation.

probation/parole may be higher for the youth without consent.

III. ACTIVITIES

Risk Factors of Consented Clients	
None	3%
Truant	30%
Violence Exposed	66%
Suspended	3%
Expelled	1%
Probation	2%
Parole	17%
Sexually Exploited	2%

Evaluation Questions:
What service strategies were implemented? How much service was provided?

Street Outreach

This strategy includes developing a street presence through community engagement to develop relationships with youth and adults and appropriately refer them to other Measure Y or community services. Key activities include:

- Attend events or conduct street engagement.

It is important to emphasize that youth and adults served through street outreach did not generally have a consent on file. The rate of

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- Develop street presence and credibility.
- Develop first name relationships with community members.
- Provide referrals and intensive outreach support where needed by client (food, papers, housing, group activities, etc).

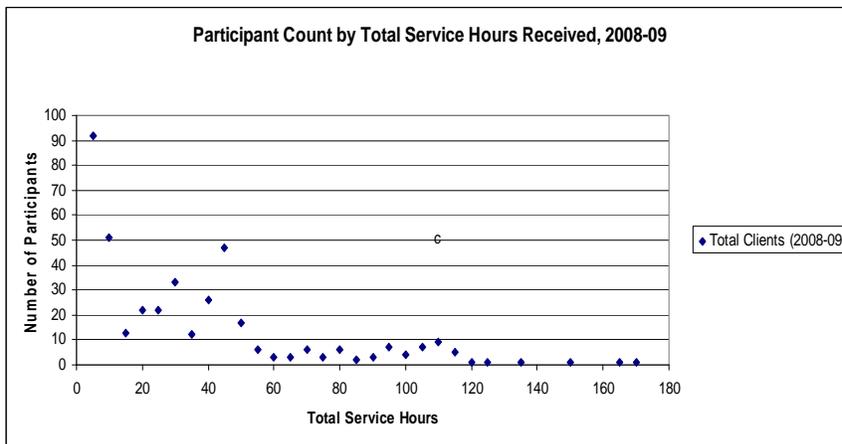
Youth Outreach

This strategy includes using intensive outreach strategies to develop relationships with youth participants and provide youth with case management as appropriate. Key activities include:

- Conduct “in-reach” with targeted population at events, schools, or other venues.
- Provide activities and intensive outreach support where needed by client (food, legal support, housing, recreation, group activities, etc).
- Complete an assessment and develop a case plan for all individuals receiving case management.
- Provide referrals to other Measure Y or community services.

The adjacent table illustrates the average individual service hours received by participants by service type:

Service Provided	Hours 2008 - 2009	Avg Hrs/ Participant	% of Total Hours
Group	60,362	44	74%
Street Outreach	12,133	54	15%
Job Skills/Voc. Train	8,106	82	10%
Peer Support / Counseling	6,641	54	8%
Social Outreach	3,977	39	5%
Life Skills and Pre-employment Skills	3,685	28	5%
Other	2,816	37	3%
Violence Prevention/ Anger Management/ Conflict Resolution	2,384	34	3%
Basic Education	1,934	30	2%
Community Training	688	22	1%
Mental Health	326	10	0%
Work Experience	313	22	0%
Family Involvement	58	3	0%
Individual	20,230	11	26%
Case Management	14,137	24	18%
Intensive Outreach	5,456	4	7%
Mental Health	624	12	1%
Work Experience	8	2	0%
Mentoring	5	3	0%
Total	80,592	25	



Between 2008-2009 participant service hours range from 1-2 hours to nearly 300 hours. Collectively, street outreach and youth engagement clients received an average of 25 service hours.

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III. ACTIVITIES

Evaluation Questions:
Were services effective in producing change for the better? Were clients satisfied with services?

Participant Survey

The evaluation team conducted a client survey of currently enrolled and active clients in the Youth Outreach Cluster. The survey was a convenience sample of currently enrolled clients and may not reflect information about clients who received services before or after the survey was administered. Participants reported strongly agreeing that they have at least one caring adult they can turn to for support.

	5	4	3	2	1	N/A
<i>I make better choices</i>	32%	51%	9%	<1%	<1%	7%
<i>I have at least one caring adult I can turn to for support</i>	45%	36%	5%	1%	<1%	12%
<i>I attend school more regularly</i>	40%	32%	18%	2%	1%	7%
<i>I am doing better in my classes</i>	36%	30%	19%	3%	2%	11%
<i>I have decreased my use of alcohol and drugs</i>	28%	31%	25%	3%	4%	9%
<i>I have learned skills that will help me in the future</i>	39%	39%	11%	<1%	<1%	11%
<i>I take better care of myself</i>	41%	37%	10%	1%	0%	11%
<i>I feel hopeful about the future</i>	40%	40%	7%	1%	0%	12%
<i>I am better at controlling my anger</i>	32%	37%	17%	4%	2%	9%
<i>I am better at solving problems</i>	36%	41%	10%	2%	<1%	12%

5 = strongly agree
 1 = strongly disagree
 N/A = No Answer

Demographics of Clients who responded to survey:

Number Responded: 294

Enrollment:

- 5% of clients have been in the program less than 1 week
- 7% have been enrolled for 1 to 4 weeks
- 17% of clients surveyed have been enrolled for 1-3 months
- 20% of clients have been enrolled for 4-6 months
- 48% of clients that have been enrolled for more than 6 months
- 4% of clients surveyed did not answer

Attendance:

- 1% of clients surveyed never attend cluster programming
- 5% rarely attend cluster programming
- 19% of clients attend cluster programming sometimes
- 35% of clients attend cluster programming often
- 31% of clients attend cluster programming all the time
- 9% of clients surveyed did not answer

Race/Ethnicity:

- 60% of clients surveyed identify as African American
- 16% identify as Latino/Hispanic
- 2% identify as white
- 12% identify as Asian/Pacific Islander
- 1% identify as Native American
- 24% of clients surveyed identify as multi-racial
- 5% did not respond

Residence:

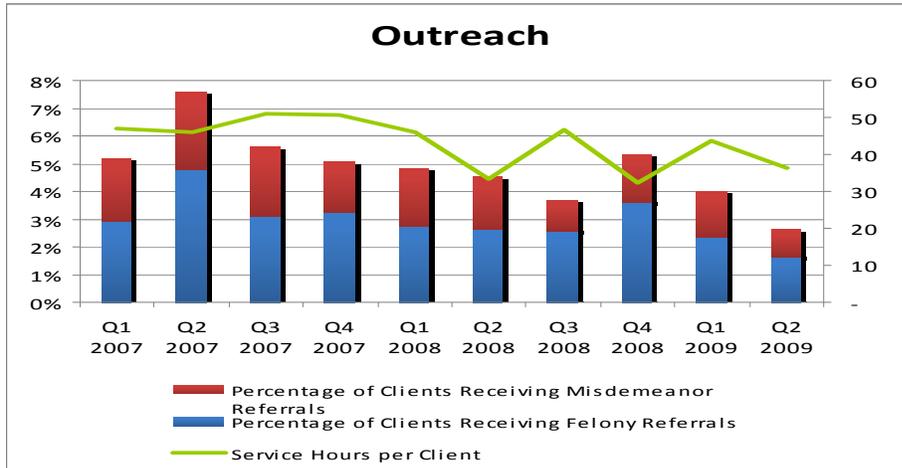
- 7% of clients surveyed live in North Oakland
- 17% of clients stated that they live in West Oakland
- 56% of clients surveyed stated that they live in East Oakland (East of High Street)
- 11% of clients stated that they live in Central Oakland (Flatlands west of High Street)
- 2% live in the Oakland Hills
- 4% do not live in Oakland
- 3% did not respond

Age:

- 15% of clients surveyed are under 15 years old
- 26% are 16 years old
- 27% are 17 years old
- 17% are 18 years old
- 12% are over 19 years old
- 3% did not answer
- 5% of clients have been in the program less than 1 week
- 7% have been enrolled for 1 to 4 weeks
- 17% of clients surveyed have been enrolled for 1-3 months

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In general participants in this cluster received more felony referrals than misdemeanors. Felony referral rates are generally declining. A slight upsurge in referrals occurred in 2008 as service hours decreased.

	All of the time	Most of the time	Some of the time	Rarely	Never	No Answer
<i>Staff treated me with courtesy and respect</i>	69%	17%	8%	1%	<1%	6%
<i>The Staff helped me to find other services I needed</i>	52%	30%	10%	1%	1%	6%
<i>Staff understood my situation and life experience</i>	55%	29%	9%	3%	0%	5%
<i>Staff was supportive</i>	65%	20%	8%	1%	<1%	6%
<i>I received services that were helpful</i>	53%	29%	9%	2%	<1%	6%
<i>Staff helped me to develop some useful and realistic goals</i>	48%	31%	9%	2%	1%	9%
<i>I can go to staff for help when I need it</i>	61%	23%	8%	1%	1%	7%
<i>I received services in my primary language</i>	67%	12%	7%	3%	3%	8%
<i>I received services when I needed them</i>	56%	27%	9%	1%	1%	6%
<i>Overall, I am satisfied with the services I received</i>	64%	19%	7%	<1%	<1%	10%

Overall participants reported a high level of client satisfaction, particularly in believing that staff treat them with courtesy and respect. Nearly 85% believe that staff understand their situation and life experiences.

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V. QUALITY

Evaluation Questions:
What were the overall strengths of programs in this cluster? What were the typical challenges shared by programs in this cluster?

Strengths

Staff were consistently described by clients, stakeholders and managers as highly committed to working with Measure Y clients. Additionally, program managers described staff as having cultural competency including “experience with the community” either through prior work experiences and/or their own personal experience. Program staff understood the importance of being able to relate to youth, by knowing about popular culture and experiences such as living in poverty, family or neighborhood violence, drug use, and low expectations around academic achievement. Site visit observations, interviews and focus groups confirmed these reports.

Several programs had strong relationships with relevant program partners. Effective programs were integrated into the operations of a school or justice division. For example, collaboration between school administration and one program helped identify students who needed a referral to the program and ensured that staff had access to student data to aid in case planning. Getting consent was easier for staff at this program because it happened in conjunction with school enrollment activities. In another example, the program had a working

relationship with the juvenile court and probation system. A number of referrals were made by judges and were part of the mandatory terms of probation, enabling the program to serve a very high-risk population that may have otherwise refused services or interventions voluntarily. Case managers and probation officers worked jointly at times on case planning and case managers stayed informed on how well clients were meeting the terms of their probation.

Nearly all programs within this cluster reported having additional funding which enhanced or expanded their efforts. One program secured a matching grant allowing them to hire two additional case managers. Another program provided matching funds from their own operating fund. Several reported that they also get funding from OFCY.

Challenges

Staff turnover was challenging for several of the programs in the cluster and several program directors talked about the difficulty in finding the “right fit” for the organization - a balance of youth savvy, education, and experience. The work is difficult, intense, requires long hours and a high level of personal commitment, without a commensurately high level of compensation. Burnout occurs and programs struggle to help their case managers and outreach workers retain balance in their work.

Helping youth find employment is one of the “hooks” that programs use to engage youth voluntarily. However, many of the programs struggle with finding jobs for high risk youth, especially in the current economy.

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Partnerships: Programs seem to do better work when they have a strong institutional partner as described above but many programs struggle to develop these relationships.

Stakeholders interviewed consistently praised collaboration efforts but identified a need to spend more time following up and communicating with both internal and external partners. Staff also identified a fear of burn-out and indicated that they often “fell behind,” or were “overwhelmed” with data entry, charting, and communication tasks.

Several programs reported challenges with data entry and obtaining consent for youth under 18. Little pre/post testing is done to track potential client level outcomes. Progress notes are entered into CMS sporadically.

VI. RECOMMENDATIONS

1. Youth Outreach and Engagement programs should develop stronger relationships with institutional partners and schools. Memorandums of understanding should exist between programs and the County Probation Department and local schools in order for case managers to get on-going and up-to-date information on the status of the client participants regarding any referrals made to probation, any unexcused absences, or suspensions.
2. Street outreach programs should have more opportunities to connect with each other, to share experiences and practices, and with other Measure Y programs, to ensure that there is a “warm welcome” for the individuals referred by street outreach workers as they walk into a new program. Measure Y programs may want to create a brief referral form for case managers and employment specialists to use when talking to an outreach worker about individuals referred.
3. Managers of both street outreach and youth outreach and engagement programs should develop staff scheduling that builds in more time for administrative tasks and partner feedback.

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MEASURE CLUSTER-LEVEL LOGIC MODEL: STREET AND TARGETED YOUTH OUTREACH	
Cluster Purpose:	To reach out to and engage youth and adult at risk of violence or violent behaviors and to engage them in programming designed to build stronger relationships, enhance pro-social skills, and modify behaviors to encourage successful outcomes.
Cluster Goals:	Improve academic outcomes, interpersonal skills and awareness, and decrease juvenile justice involvement
Impact:	Enrolled clients will improve outcomes including decreases in truancy, suspensions, expulsion; academic advancement or engagement with education; reduced juvenile justice involvement; and appropriate retention/progression in program.
Theory of Change:	<p>Approaches to violence prevention include the creation of 1) opportunities to engage positively with other youths through group work or recreation activities; 2) opportunities to connect with a caring adult who acts as a case manager and mentor; and 3) a safe and friendly environment for youth to study, receive services, and engage in recreation services. The theory of change implicit in these programs is heavily dependent on social cognitive theory which posits that children learn social skills by observing and interacting with teachers, adults, peers and others within their environment. Programs are heavily geared towards providing youth with supervised, positive opportunities to engage with their peers. Through carefully planned interactions, program staff is able to improve the emotional self awareness and control of the youth participants, as well as augment their social problem solving, conflict resolution and team-work. Some programs also include an environmental or social knowledge framework to discuss the importance of youth's heritage, culture and environment.</p> <p>All programs rely heavily on the personal connection that is established between the youth and the mentor/case manager assigned to the program. Research has shown that the presence of a positive adult role model who supervises and guides a child's behavior is a key protective factor against violence (National Resource Center 1999). The absence of such a role model—whether a parent or other individual—has been linked to a child's increased risk for drug and alcohol use, sexual promiscuity, aggressive or violent behavior, and inability to maintain stable employment later in life. Evidence has shown that mentoring can significantly improve school attendance and performance, reduce violent behavior, decrease the likelihood of drug use, and improve relationships with friends and parents (Sipe, 1996).</p> <p>Statistics on youth violence indicate that incidences of violence are most likely to occur at school, on the way to or from school, and during after school hours. The Youth Outreach violence prevention programs seek to reduce opportunities to witness, engage in, or experience violence by providing safe alternative places for youth. A focus on recreation, tutoring, and youth support groups provides structured, adult led activities to a majority of the youth served by the outreach programs. Intensive outreach and case management can be used to develop the protective factors necessary to help youth change their behaviors and re-invest in working to attain positive outcomes related to school and the avoidance of juvenile justice involvement.</p>
Assumptions:	Protective factors support positive academic engagement and positive academic engagement decreases opportunities to perpetuate or be a victim of violence.

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Key Strategies/Activities	Resources	Process Measures	Short-Term/Intermediate Outcomes (< 1 year) Sources of Data	Long-Term Outcomes (1-3 years) Sources of Data
<p>Street Outreach: Develop a street presence through community engagement to develop relationships with youth and adults and appropriately refer them to other Measure Y or community services.</p> <ol style="list-style-type: none"> 1. Attend events or conduct street engagement 2. Develop street presence and credibility. 3. Develop first name relationships with community members. 4. Provide referrals and intensive outreach support where needed by client (food, papers, housing, group activities, etc). 	<p>Healthy Oakland CA Youth Outreach Youth Uprising</p>	<p>Events attended with estimate of 5,000 event hours 300 individuals receive referrals 150 clients receive 700 hrs of intensive outreach support Cost per unit of service Number of units of services per client (dosage) Demographics of clients</p>	<p>Clients are employed Clients are enrolled in vocational training. Clients access services through another agency.</p>	<p>Clients experience a 25% reduction in truancy. Clients are not re-arrested.</p>
<p>Youth Outreach: Using intensive outreach strategies develop relationships with youth participants and provide youth with case management as appropriate.</p> <ol style="list-style-type: none"> 1. Conduct “in-reach” with targeted population at events, schools, or other venues. 2. Provide activities and intensive outreach support where needed by client (food, papers, housing, group activities, etc). 3. Complete an assessment and develop a case plan for all individuals receiving case management. 4. Provide referrals to other Measure Y or community services. 	<p>Leadership Excellence Youth Uprising Radical Roving East Bay Agency for Children East Bay Asian Youth Center Youth Alive (both</p> <p>Total Funded for Youth Outreach- \$1,683,429</p>	<p>Outreach at events and activities to nearly 3000 youth Intensive outreach, recreation or group work with 650 youth Case management for 350 youth Cost per unit of service Number of units of services per client Demographics of clients</p>	<p>65% of students reduce truancy by 25%. 65% of students promoted to next grade level. 70% of students not suspended from school.</p>	<p>students graduate from high school clients are employed or enrolled in vocational training clients are not re-arrested.</p>