

# California Violence Intervention and Prevention (CalVIP) Grant Program: Final Local Evaluation Report

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Fresh Lifelines for Youth (FLY)

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# INTRODUCTION AND CONTEXT

## Project Need

The U.S. has the highest imprisonment rate of children in the world:<sup>1</sup> 1,900 of our nation's young people are arrested every day.<sup>2</sup> At 165 per 100,000 people, California's rate of incarceration is nearly three times the average U.S. rate found by the United Nations.<sup>1</sup> In 2019, juvenile detention and probation programs in California cost about \$200 million each year, with about \$300,000 spent to lock up each incarcerated youth.<sup>3</sup>

Although overall youth incarceration rates decreased during the pandemic, racial disparities are growing. Between May 1, 2020 and Feb. 1, 2021, "Black and Latino youth populations grew 14% and 2%, respectively. During the same period, the population of white non-Latino youth decreased by 6%."<sup>4</sup> Over-criminalization of youth, especially Black and Brown youth, contributes to the magnitude of laws enabling young people to be referred to the juvenile court system for relatively innocuous conduct.<sup>5</sup> In fact, most cases in the juvenile courts involve non-violent offenses.<sup>6</sup>

Recidivism data from across the country clearly shows that youth incarceration is not an effective means of steering youth away from crime.<sup>6</sup> Spending time in juvenile detention increases the likelihood that young people will be arrested and incarcerated in adulthood. A striking statistical analysis of more than 35,000 youth in Chicago found that youth incarceration resulted in a 22-26% increase in the likelihood of incarceration in an adult jail or prison by age 25, even when controlling for age, race, gender, poverty, and juvenile charges.<sup>7</sup> Another study found that Black youth who have an encounter with law enforcement by the eighth grade have eleven times greater odds of being arrested when they are 20 years old than their White counterparts.<sup>8</sup>

Systems involvement—as well as exposure to violence, poverty, and other systemic barriers—disrupts the protective factors that help youth develop the skills to make healthy choices. A study of the relative benefits of crime-reduction strategies across life stages noted that investments in programs for younger participants yielded the greatest positive impact, they

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<sup>1</sup> Nowak, M. (2020) The United Nations Global Study on Children Deprived of Liberty, Executive Summary.

<https://omnibook.com/view/19cb3959-3ab4-4320-acab-cae904f9f4d2/page/34>

<sup>2</sup> The Children's Defense Fund. (2021). The State of America's Children 2021.

<https://www.childrensdefense.org/state-of-americas-children/>

<sup>3</sup> Uyeda, R.L. (2020, May 15). *To save money, California will close its youth prison system.* Mic.com.

<https://www.mic.com/p/to-save-money-california-will-close-its-youth-prison-system-22907954>

<sup>4</sup> Onoa, C. (2021, March 30). *Racial Juvenile Detention Disparities Worsened During the Pandemic, Survey Finds.* NewsOne.

<https://newsone.com/4119273/youth-detention-racial-disparity-worsened/>

<sup>5</sup> Dennis, A.L. (2017). Decriminalizing Childhood. *Fordham Urban Law Journal.*

<https://ir.lawnet.fordham.edu/cgi/viewcontent.cgi?article=2718&context=ulj>

<sup>6</sup> The Annie E. Casey Foundation. (2011). No Place For Kids: The Case for Reducing Juvenile Incarceration.

<https://www.aecf.org/resources/no-place-for-kids-full-report>

<sup>7</sup> Aizer, A., & Doyle Jr, J. J. (2013). Juvenile Incarceration. Human Capital and Future Crime: Evidence from Randomly-Assigned Judges. NBER Working Paper No. 19102. As cited in The Sentencing Project's 2023 report, "[Why Youth Incarceration Fails: An Updated Review of the Evidence.](#)"

<sup>8</sup> Anne McGlynn-Wright, Robert D Crutchfield, Martie L Skinner, Kevin P Haggerty, *The Usual, Racialized, Suspects: The Consequence of Police Contacts with Black and White Youth on Adult Arrest*, Social Problems, Volume 69, Issue 2, May 2022, Pages 299–315, <https://doi.org/10.1093/socpro/spaa042>

“essentially help jump start those early in their life stages into active and contributing participation in society.”<sup>9</sup> Fresh Lifelines for Youth (FLY) is dedicated to breaking the cycle of juvenile violence, crime, and incarceration for Bay Area youth. With funding from CalVIP, FLY provided violence prevention and intervention strategies, including law-related education, life skills training, case management, and mentoring services, to youth in Oakland and San Jose.

The City of Oakland’s crime rates are significantly higher than those of other California cities of similar size. In 2023, the SF Chronicle compared Oakland’s violent crime rate with eight cities of similar size and found that Oakland had the highest violent crime rate of all of them in 2022, with 1,500 violent crimes for every 100,000 residents.<sup>10</sup> The city’s crime rate had reached a low point from 2017-19, but it has increased in recent years: as of July 2023, Oakland’s homicide count was up by 37% (compared with 2019) and reported robberies were up by ~30%.<sup>9</sup>

San Jose, the largest city in Santa Clara County (SCC), has also seen increased violent crime in recent years. The violent crime rate in San Jose increased from 400 in 2017 to 415.8 (per 100,000 residents) in 2022.<sup>11</sup>

FLY’s programs help fill system gaps through evidence-informed services that address the social and emotional needs of high-risk youth and enhance collaboration among the existing systems. As the juvenile justice system moves toward community-based solutions and away from detention, the need for responsive and coordinated tertiary violence prevention measures (those designed for individuals who are engaged in violence) will only continue to increase. A lack of coordination between youth services represents a gap in care that could effectively reduce violent crime through prevention and intervention, particularly those designed for marginalized youth who are most likely to be impacted by the intersectional factors that make them susceptible to violence. Furthermore, focus groups of FLY youth and other system-involved youth highlighted further gaps: inadequate knowledge of their rights and responsibilities under the law; lack of social-emotional skills necessary to make positive choices; and poor understanding of the systems themselves and successful system navigation.

## Project Description and Scope

FLY provided violence prevention and intervention services to youth, primarily ages 14-18, in Oakland and San Jose through: 1) **FLY’s Law Program** provided at alternative/continuation schools, schools in high-crime neighborhoods, and juvenile facilities such as Alameda County’s Butler Academic Center in Juvenile Hall, Academic Center at Camp Sweeney and Santa Clara County’s William F. James Ranch (“the Ranch”); and 2) **FLY’s CAFA (Court-Appointed Friend and Advocate) Program** for youth on probation who reside in Oakland and San Jose. The following provides a high-level overview of each of these programs funded through this CalVIP grant.

**The Law Program** is an innovative law-related education (LRE) and life skills training program, taught in weekly class sessions, or workshops, by FLY-trained volunteers and FLY staff. FLY’s nationally-recognized curriculum, sponsored by the Office of Juvenile Justice and Delinquency Prevention’s LRE research, is an interactive and evidence-informed program that uses role-plays,

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<sup>9</sup> Cornelius, Caitlin, et al. “Aging Out of Crime: Exploring the Relationship Between Age and Crime with Agent Based Modeling.” Society for Modeling & Simulation International (SCS), Spring Sim-ADS Conference 2017, April 23-26, Virginia Beach, VA, [http://scs.org/wp-content/uploads/2017/06/6\\_Final\\_Manuscript.pdf](http://scs.org/wp-content/uploads/2017/06/6_Final_Manuscript.pdf).

<sup>10</sup> <https://www.sfchronicle.com/bayarea/article/oakland-bay-area-rates-18259788.php>

<sup>11</sup> <https://www.sjpd.org/records/crime-stats-maps/crime-statistics-annual>

debates, and mock trials to capture youth interest to help them build knowledge about the law and consequences of crime. The program employs youth-informed facilitation techniques that inspire youth to choose alternatives to violence. Youth build Social-Emotional Learning (SEL) skills, prosocial behaviors, and life skills such as healthy decision-making, social- and self-awareness, personal agency, resisting negative peer pressure, drug refusal skills, and problem solving. Course topics include assault, theft, vandalism, hate crimes, drugs, gangs, and three strikes laws. Lawyers, judges, police, and probation officers are invited to class to share their perspective. Youth take a field trip to a local university for a campus tour, a lesson on the juvenile justice system, and a mock trial in the university's mock courtroom.

**The CAFA (Court-Appointed Friend and Advocate) Mentor Program** engages Oakland and San Jose youth in the juvenile courts in Alameda and Santa Clara County. The program model employs a tertiary prevention program model, or interventions designed for youth already system-involved, combined with systems coordination.<sup>12</sup> The program model includes individualized case management guided by risk and needs assessment and deep engagement of qualified volunteer CAFA Mentors. CAFA Mentors are legally court-appointed and trained to advocate for their mentees through oral and written court reports that document their mentees' progress. Additionally, the program model also includes coordination with system partners; the CAFA Coordinating Council meets regularly to discuss the impact of the program and review its strategies. The council is led by the presiding Juvenile Court Judge and includes leadership from the Probation Department and the Offices of the District Attorney and Public Defender.

CAFA Program activities include:

- 1) **a phased case management strategy** to support the mentor/mentee match and meet youths' needs;
- 2) **weekly one-on-one mentoring** between volunteer mentor and youth mentee for 12 months;
- 3) **family visits** between the CAFA Mentor, Case Manager, mentee, and parent/caregiver;
- 4) **court advocacy** (written and oral court reports); and
- 5) **prosocial group activities** for program engagement and match bonding.

**Update: CAFA Program to Sunset in FY 2023-24<sup>13</sup>**

In June 2023, FLY announced that they will sunset the CAFA program over the next fiscal year in order to focus on other mentor-based program models. FLY made the difficult decision to phase out the CAFA Program after learning from several years of implementation challenges and programmatic underperformance which was exacerbated by the pandemic and subsequent reductions in volunteerism across the nonprofit sector nationwide. During the pandemic, recruiting volunteer mentors became increasingly difficult, particularly considering the lengthy (32-hour) training requirement and the year-long commitment with 2-3 hours per week of mentoring activities.

However, FLY's commitment to innovative and evidence-based mentoring to meet the needs of young people remains unchanged. FLY will continue to support and develop staff, youth, and volunteers to serve as important positive role models and mentors.

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<sup>12</sup> Abt, Thomas P. "Towards a Framework for Preventing Community Violence among Youth." *Psychology, Health & Medicine*, vol. 22, no. sup1, 2016, pp. 266–85. Crossref, doi:10.1080/13548506.2016.1257815.

<sup>13</sup> CAFA Mentor Program Memo: FLY Board Meeting June 2023

## Focal<sup>14</sup> Population and Participant Eligibility

FLY employs successful, program-specific strategies for accessing and identifying the focal population for each program through community partnerships and system collaboration. In the Law Program, high-risk youth are referred by school officials, probation officers, and other community members. The CAFA Mentor Program, designed for youth on probation, received referrals from probation officers as well as juvenile court judges and other providers. FLY staff in both programs conduct intentional outreach to youth ages 14-18 by making presentations to juvenile probation officers, community collaboratives, and other education and juvenile justice system agencies to inform them of the program's availability and to encourage them to refer youth.

FLY's referral pipelines and program models are designed to reach youth who are disconnected or otherwise challenging to reach and serve. For example, FLY's Law Program, when delivered in facilities, reaches youth who are often hardest to access. In the community, FLY often holds classes as an on-campus elective, during the school day. In the CAFA Mentor Program, FLY staff and CAFA Mentors meet youth "where they are," at school and where youth live and work using mentoring best practices. Finally, the CAFA Coordinating Council, facilitated by FLY, guides implementation of the CAFA Mentor Program. With this consistent avenue of communication, all potential referral sources are aware of current program status, challenges, and successes.

## Service/Intervention Selection

FLY utilizes customized and equitable approaches to selecting services for youth in each program. Youth are referred into FLY's Law Program by school officials, probation officers, and other system partners. Once in the program, youth complete a Baseline Assessment, a two-part risk and needs assessment that prioritizes needs for additional support and highlights a young person's risk factors. This tool is used to refer youth to more intensive case management programs, either at FLY or within the community, and connect them to other relevant resources. In the CAFA Mentor Program, once a youth on probation is referred to the program, they meet with a Case Manager who administers a Case Management Intake Assessment that informs the mentor-mentee match and guides the case management approach. The Case Manager gains vital information about how the youth views relationships with adults and peers or about a youth's home environment—important determinants in assessing risk level. Both program assessments utilize a self-sufficiency matrix, developed for use in strengths-based case management, which gathers information in seven domains: 1) education and employment, 2) community, 3) social relations, 4) family and housing, 5) legal history, 6) health and wellness, and 7) safety. These client-centered tools stoke active client engagement, encouraging youth to identify their strengths and goals.

## Commitments and Practices that Guide FLY's Work

FLY incorporates the following evidence-based and promising practices into all of its programming. Refer to FLY's [Theory of Change](#) to learn more about these practices.

- Strengths based approaches
- Healing centered engagement
- Transformative justice

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<sup>14</sup> We are substituting the word "target," which can have violent implications, with the word "focal."

- Social-emotional learning

Additionally, all of FLY's work is grounded within the following commitments (also described in FLY's [Theory of Change](#)):

- **Youth Voice:** FLY is guided by the voices of our youth and sees them as experts regarding their own experiences. By partnering with our youth, we are a more accountable and effective organization because their needs inform and influence our values, our model, and our vision for justice.
- **Community Responsiveness:** FLY's model allows for structured flexibility in how we support our youth to respond to the unique unmet needs of communities. Each intervention and program model is designed to provide core guidance for implementing the work while allowing for space to innovate and adapt based on the needs emerging from young people and their communities.
- **Anti-Oppressive Practice:** FLY engages strategies, theories, and practices that challenge systems of oppression at the individual, group, and institutional levels. We recognize that power imbalances exist in our communities and systems and in partnerships with youth, we seek to disrupt, dismantle, and reconstruct the policies and practices that perpetuate them.

## Summary of Local Evaluation Plan and Methods

The table on the following page summarizes our research questions and objectives for each program, with related process/implementation and outcomes. The table is followed by an overview of the data collection tools, approach to data analysis, and strengths and limitations of the local evaluation, which included as part of the Local Evaluation Plan submitted to BSCC a process evaluation and an outcomes evaluation. An impact evaluation was not included in the Local Evaluation Plan.

### Research Questions and Objectives

PROGRAM	PROCESS/IMPLEMENTATION		OUTCOMES	
	Questions	Objectives	Questions	Objectives
<b>Law Program</b>	<ul style="list-style-type: none"> <li>• Did the Law Program serve the number of youth they intended to serve during the grant period in both Santa Clara County’s William F. James Ranch and San Jose Schools?</li> <li>• Did the Law Program serve the number of youth it intended to serve during the grant period in both Alameda County facilities and Oakland schools?</li> </ul>	<ul style="list-style-type: none"> <li>• Serve at least 50 youth per year at Santa Clara County’s William F. James Ranch, prioritizing San Jose youth, and 50 youth per year in San Jose schools.</li> <li>• Serve at least 50 youth per year in Alameda County facilities, prioritizing Oakland youth, and 50 youth per year in Oakland schools.</li> </ul>	<ul style="list-style-type: none"> <li>• Does FLY’s Law Program increase the Social-Emotional Learning (SEL) skills of youth at school sites?</li> <li>• Does FLY’s Law Program increase youths’ understanding of the law and readiness for change in juvenile facilities?</li> </ul>	<ul style="list-style-type: none"> <li>• 70% or more of youth in the Law Program will show increases in one of the four SEL domains: self-awareness, social awareness, critical thinking, and self-advocacy.</li> <li>• 80% of youth who participate in FLY’s Law Program in the juvenile facilities will report that they are less likely to break the law, now have the desire to make positive changes, and are more likely to make healthier choices.</li> </ul>
<b>CAFA Program</b>	<ul style="list-style-type: none"> <li>• Did the CAFA Mentor Program serve the number of youth it intended to serve during the grant period in both San Jose and Oakland?</li> </ul>	<ul style="list-style-type: none"> <li>• Serve 30 youth per year in San Jose.</li> <li>• Expand to serve 30 youth per year in Oakland.</li> </ul>	<ul style="list-style-type: none"> <li>• Does FLY’s CAFA Mentor Program increase court-involved youths’ access to court advocacy, positive adult role models, and prosocial activities?</li> </ul>	<ul style="list-style-type: none"> <li>• Youth who complete one year of the CAFA Mentor Program will have positive caring adult role models, and engage in prosocial group activities in their communities, leading to violence prevention.</li> </ul>



### ***Data Collection Tools***

FLY used a Baseline Assessment to collect data from program participants at the start of the program and a program-specific, customized exit evaluation survey. This survey includes measures of self-awareness, social awareness, critical problem-solving, and self-advocacy, areas in which FLY expects to see a measurable difference in SEL skill-building by the end of the Law Program, in addition to a knowledge survey about participants' understanding of the law. FLY also tracked youths' access to court advocacy in order to understand in how often and in what ways mentors and Case Managers are supporting and advocating for them.

### ***Data Analysis***

FLY uses the Efforts to Outcomes (ETO) database to meet its contract reporting requirements and program evaluation needs. Data are aggregated into reports that show youth progress and areas of opportunity for providing additional support, enabling FLY to analyze the impacts of the work, as well as proactively manage program performance. In addition to running basic summary reports using ETO, we used Excel for further analysis of the Baseline Assessment and survey data.

To conduct the data analysis and prepare this final evaluation report, FLY engaged a third-party evaluator, [Head+Heart Advisory](#) (H+H). The H+H team has a long history of partnering with FLY in various evaluation and learning roles and thus have an intimate knowledge of FLY's programs and focal population. Thus, the evaluation benefited both from the integrity of having a third party work with the data as well as a trusted partner to engage in collaborative meaning-making.

# RESULTS OF THE PROCESS EVALUATION

## Law Program: Project Implementation

### *The Law Program Model*

The FLY Law Program is a 12-week program for youth who want to learn more about the law while building skills to help them navigate their lives. The program is held at schools, community centers, and juvenile facilities. Youth are referred by probation officers, judges, principals, teachers, counselors, and community members.

**Below are key components of FLY's Law Program Model:**

- **Law-Related Education (LRE):** FLY's Law-Related Education builds agency and self-advocacy in youth through legal education workshops that cover topics such as knowing my rights, civic engagement, three strikes laws, property crimes, substance use & well-being, sex & consent, and gangs & community. These workshops are led by trained FLY facilitators who aim to create a co-learning experience with the support of media, activities, and discussion. FLY captures youth interest with valuable information about the deep and complicated history of the justice system and how it affects their lives. With this understanding, youth discover and discuss ways to navigate the system, while building their skills to make choices that align with their values and influence systemic change. Research shows that the higher level of SEL and life skills youth build, the more likely they are to do better in school, be prepared for post-high school education and careers, contribute more to their communities and society, and avoid high-risk behaviors.

#### *LRE Intervention Codification:*

- Delivery:
  - Standard: 1x a week, 24 hours total, 2 hours per session
  - Modifications: Slight; based on program or delivery setting and with guidance from the curriculum.
- Intention:
  - Activity: LRE curriculum, social-emotional skill-building activities (role plays, etc.)
  - Evaluation: Exit evaluation survey (measures youth satisfaction); pre/post assessments (measures increase in knowledge of the law); SEL assessment (measures increase in skills)
- Research:
  - Cognitive Behavioral Therapy (CBT)
  - Law-Related Education (LRE)
  - Critical Pedagogy
- **Group Mentoring:** Each site has a dedicated group of facilitators made up of FLY staff and volunteers. These facilitators create space for youth to explore and share their own identities and experiences in addition to supporting youth to identify ways they want to be in the world so that they can fully embrace their personal power.

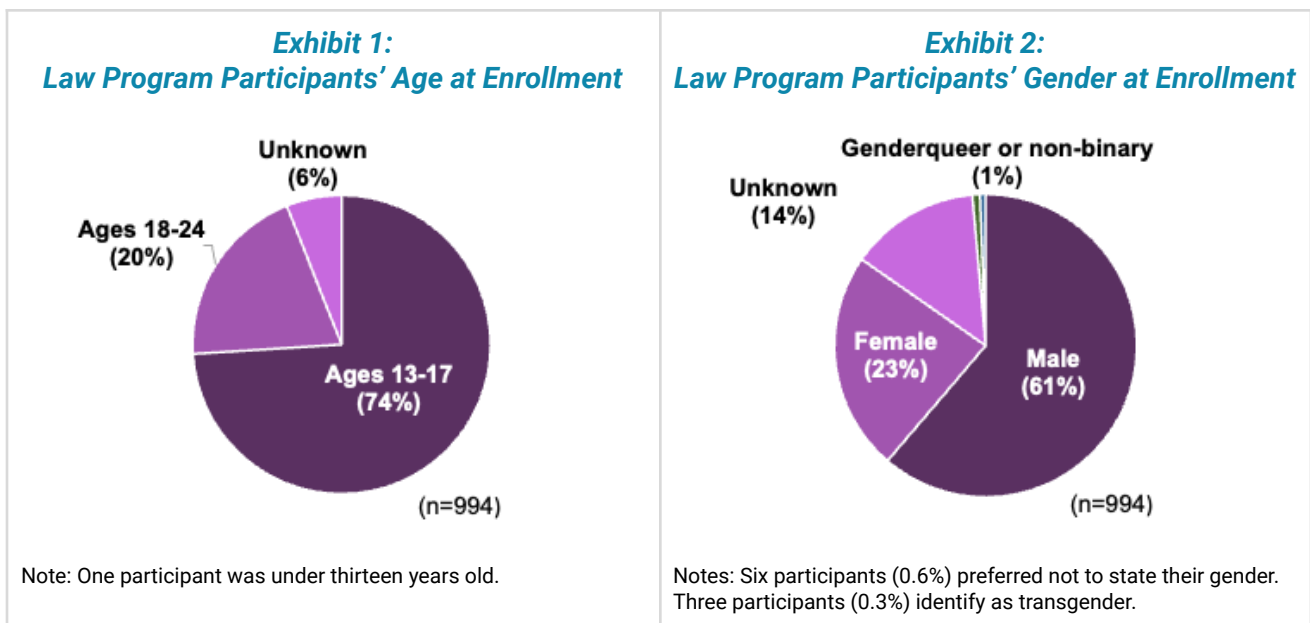
*Group Mentoring Intervention Codification:*

- Delivery:
    - Standard: 2-3 hours per week or 8-12 hours per month, weekly (face-to-face).
    - Relationship length: 3 months for group mentoring.
  - Intention:
    - Activities: Recruitment, screening, training, matching, monitoring and support, and closure.
    - Evaluation: Youth Mentoring Survey, Match Questionnaire, Mentee & Mentor Exit Evaluation.
  - Research:
    - Elements of Effective Practice for Mentoring
    - Credible Messenger Mentoring (CMM)
    - Motivational Interviewing (MI)
- **Field Trip & Recognition Ceremony:** Youth take a field trip to a local law school where they tour the campus and act out a mock trial. The final week is a recognition ceremony where youth receive certificates of completion and can reflect and celebrate their accomplishments and contributions.

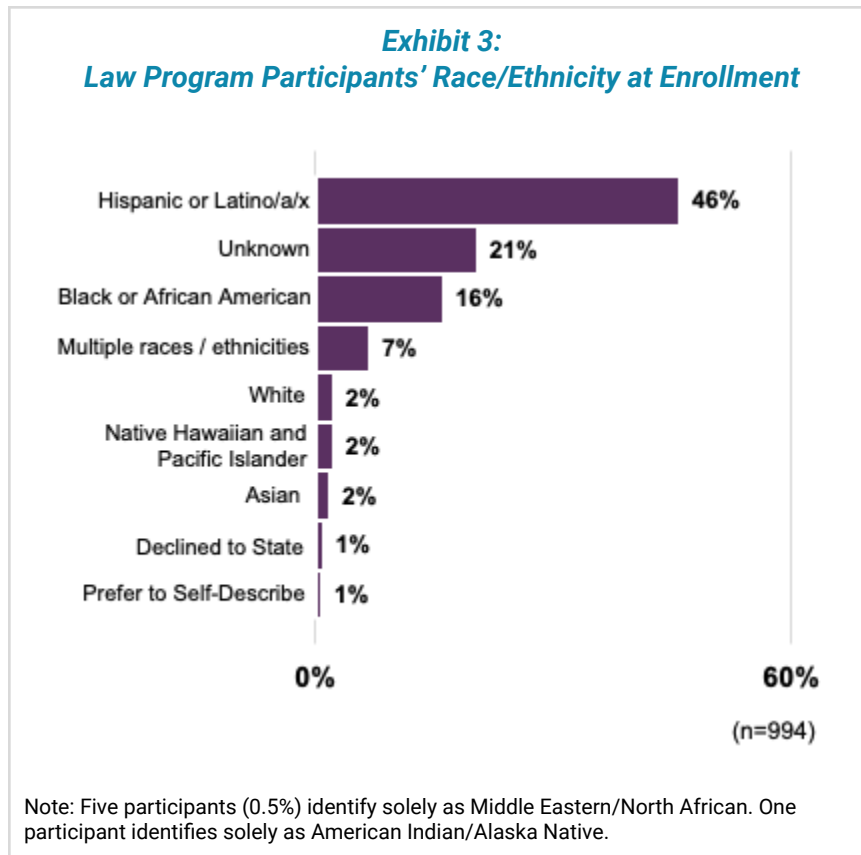
**Law Program Participation: By the Numbers**

**1) Demographic Information for Law Program Participants Served:**

A total of 994 youth participated in the Law Program between October 2020 and June 2023. According to FLY staff, most Law Program participants are in high school, likely not employed, and typically live with their families. The majority (74%) of participants were 13-17 years old (Exhibit 1). The majority of participants identify as male (Exhibit 2).



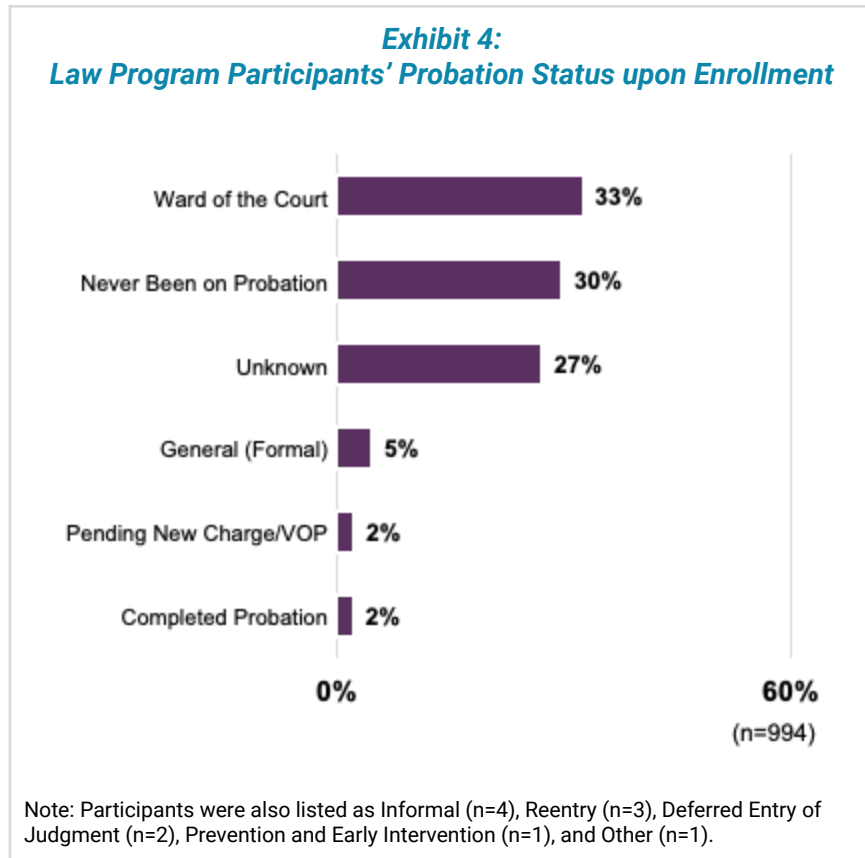
About half of Law Program participants identified as Hispanic or Latino/a/x (46%), followed by race/ethnicity unknown (21%) and Black or African American (16%).



**Note on Race/Ethnicity in San Jose and Oakland Law Programs:**

- Of the 521 youth who enrolled in the San Jose Law Program, the majority (63%) identify solely as Hispanic/Latino/a/x. (15% of participants' race/ethnicity is unknown.)
- Of the 473 youth who enrolled in the Oakland Law Program, participants most frequently identified as solely Black/African American (28%) and solely Hispanic/Latino/a/x (28%). (27% of participants' race/ethnicity is unknown.)

As an early intervention, the Law Program serves young people in communities with high rates of violence, crime, and poverty. Participants include a mix of young people who may or may not have had legal system contact. See Exhibit 4 for young people’s probation status upon enrollment.



## CAFA Program: Project Implementation

### The CAFA Program Model<sup>15</sup>

FLY’s CAFA Program prides itself on being innovative, evidence based/informed, and responsive to community. FLY blends evidence-based mentors (volunteers) with evidence-informed case management (staff), and leverages its 15+ year track record for justice systems partnership and systems reform to develop a model that further leverages the collective power of Santa Clara and Alameda Counties’ systems leadership and commitment to community impact. In short, the CAFA model is a year-long program that provides support for persistently court-involved youth both in the community and in the courtroom through a combination of case management, mentoring, and court advocacy. Youth who complete the CAFA program not only successfully complete their probation or court conditions, they have a positive adult role model who supports them for the long term.

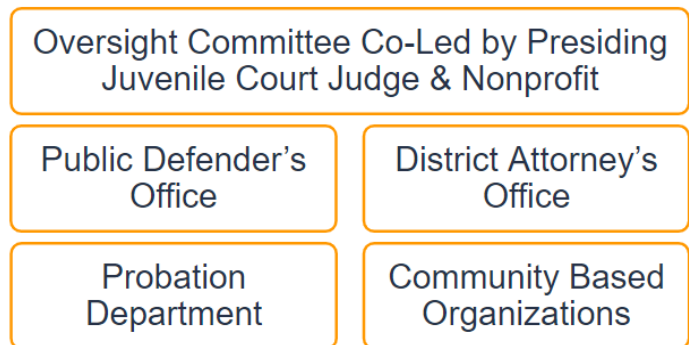
**Below are key components of CAFA’s program model.** This model is unique in that its history is rooted within an equity framework and was designed to be responsive to community needs.

- **Evidence-Based Mentoring:** FLY grounds the CAFA Program in an evidence-based approach to mentoring that closely follows six principles outlined in MENTOR’s *Elements of Effective Practice for Mentoring*. This guides how FLY does 1) mentor/mentee recruitment, 2) mentor/mentee screening, 3) mentor training, 4) mentor/mentee

<sup>15</sup> This section is drawn from “A Case for CAFA: Innovation Meets Impact.” (June 2017)

matching, 5) monitoring and support of the relationship, and 6) closure of cases. CAFA mentors are asked to spend 2-3 hours per week with their mentees, with the first 12 months of the relationship monitored and supported by a FLY staff (a case manager). Mentors spend time one on one with their mentees and in group settings, participating in prosocial activities facilitated by FLY and at no cost to the mentor or mentee. Each month, FLY plans an event to help facilitate the relationship between the mentor and mentee by creating lasting memories.

- Evidence-informed Case Management:** FLY uses Critical Time Intervention (CTI), which is a case management model geared toward helping individuals transition out of institutions into the community. FLY uses this approach to help transition support from the FLY Case Manager and off probation to a positive adult role model in the community who serves as an advocate and friend, hopefully for life. All youth receive intensive case management at the beginning of the program before being matched with a mentor. Case managers assess for compatibility before facilitating a match between a youth and a volunteer. Once the match is made, the case managers support the relationship as it moves through three phases to ensure the bond established between the mentor and mentee is authentic and lasting. Once a case manager has determined that the relationship is solid independent of the case manager’s role (and usually well after all court or probation conditions are met), the case manager closes the case and the mentor and mentee continue to enjoy a positive relationship. The combination of case management and mentoring ensures that youth receive academic, behavioral, probation, employment, and family support.
- Court Advocacy:** CAFA Mentors go through extended training to understand the juvenile justice system and develop skills around court advocacy. CAFA Mentors write court reports for mentee court dates, appear in court and sit alongside their mentees, and often speak on their mentee’s behalf. This component is vital to ensuring that some of our community’s most vulnerable youth receive support outside of the courtroom through mentoring and have an advocate inside of the courtroom who is able to offer a strengths-based perspective of the youth’s successes and challenges in the community for the judge.
- Cross-systems and community collaboration:** FLY uses a cross-systems, community based approach to ensure that the program is responsive to community needs. The CAFA Program was developed under the supervision of a CAFA Oversight Committee made up of juvenile justice system and community partners. Juvenile Justice Court judges, representatives from the District Attorney’s Office, the Public Defender’s Office, the Alternate Defender’s Office, the Independent Defender’s Office, the Probation Department, as well as FLY leadership and other Community Based Organizations met regularly to evaluate the program’s performance and discuss strategies to institutionalize findings into systems practice. The graphic above depicts



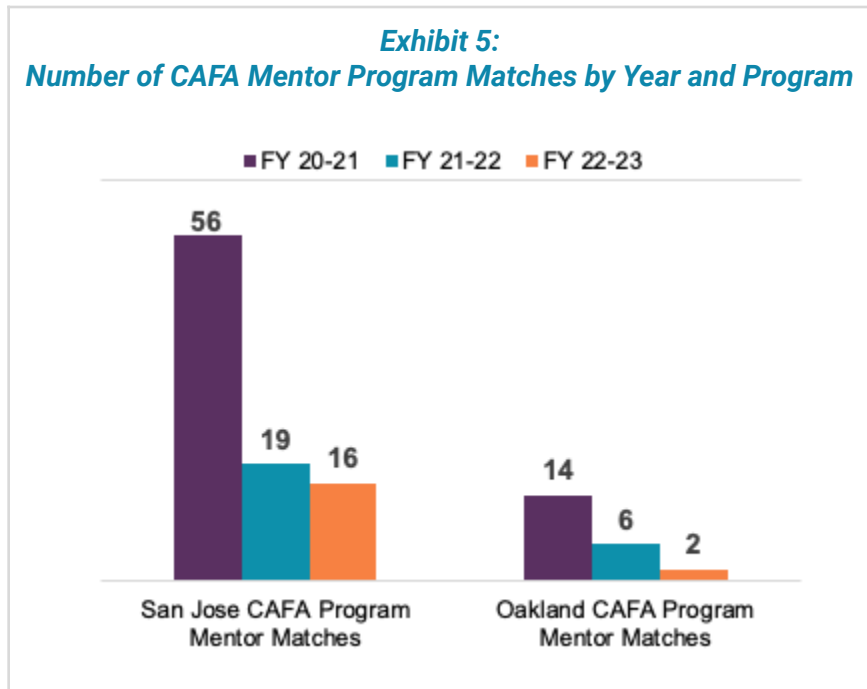
some of the key partners whose collaboration is critical for the CAFA Program's success.

Further, the program aims to increase family engagement and support, through visits between the CAFA Mentor, Case Manager, mentee, and parent/caregiver.

**CAFA Program Participation: By the Numbers**

**1) CAFA Mentor Program Matches: The number of youth with CAFA mentor matches decreased between FY 2020-21 and FY 2022-23 and fell below the process objective (of serving 30 youth per year in San Jose and 30 youth per year in Oakland).**

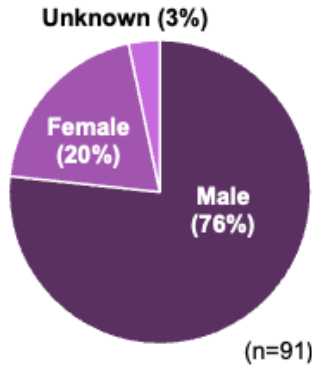
As previously described (page 4), the CAFA Program experienced a number of challenges that led to FLY's decision to sunset the program. During the pandemic, FLY had severe challenges with volunteer recruitment and did not have enough volunteers to enroll more youth into the program.



## 2) Demographic Information for CAFA Program Participants Served:

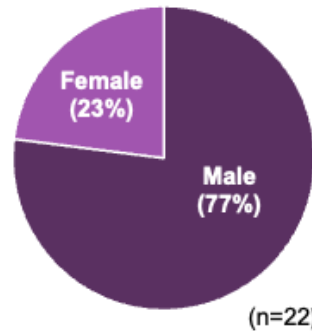
The majority of CAFA participants identify as male, in both San Jose and Oakland (Exhibits 6 and 7 below). The vast majority (80%) of CAFA participants were ages 13-17 at the time of enrollment; 19% were 18-24 years old at the time of enrollment.

**Exhibit 6:**  
**CAFA San Jose: Gender at Enrollment**



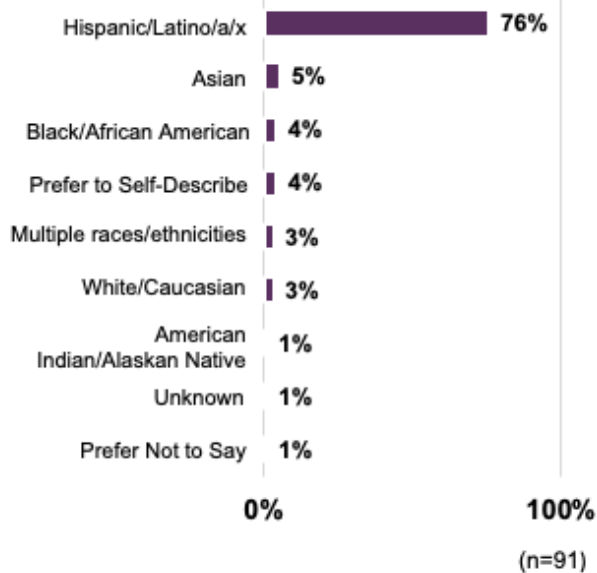
Note: One person identifies as "genderqueer or non-binary."

**Exhibit 7:**  
**CAFA Oakland: Gender at Enrollment**

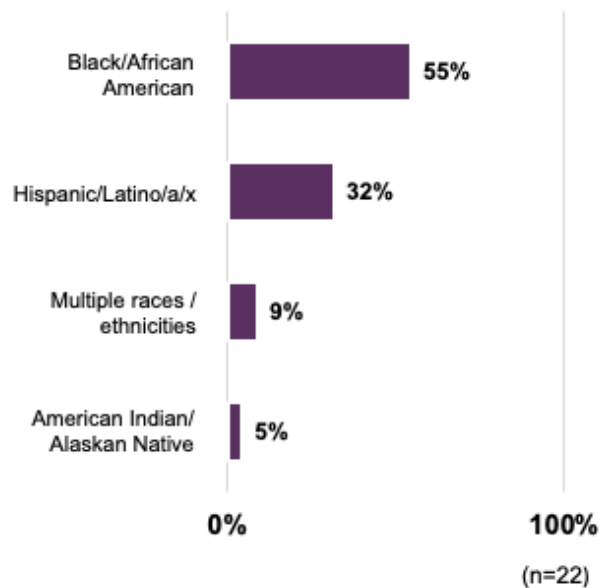


In San Jose, the majority of CAFA participants identify as Hispanic/Latino/a/x. In Oakland, the majority of CAFA participants identify as Black/African American.

**Exhibit 8:**  
**CAFA San Jose: Race/Ethnicity at Enrollment**



**Exhibit 9:**  
**CAFA Oakland: Race/Ethnicity at Enrollment**



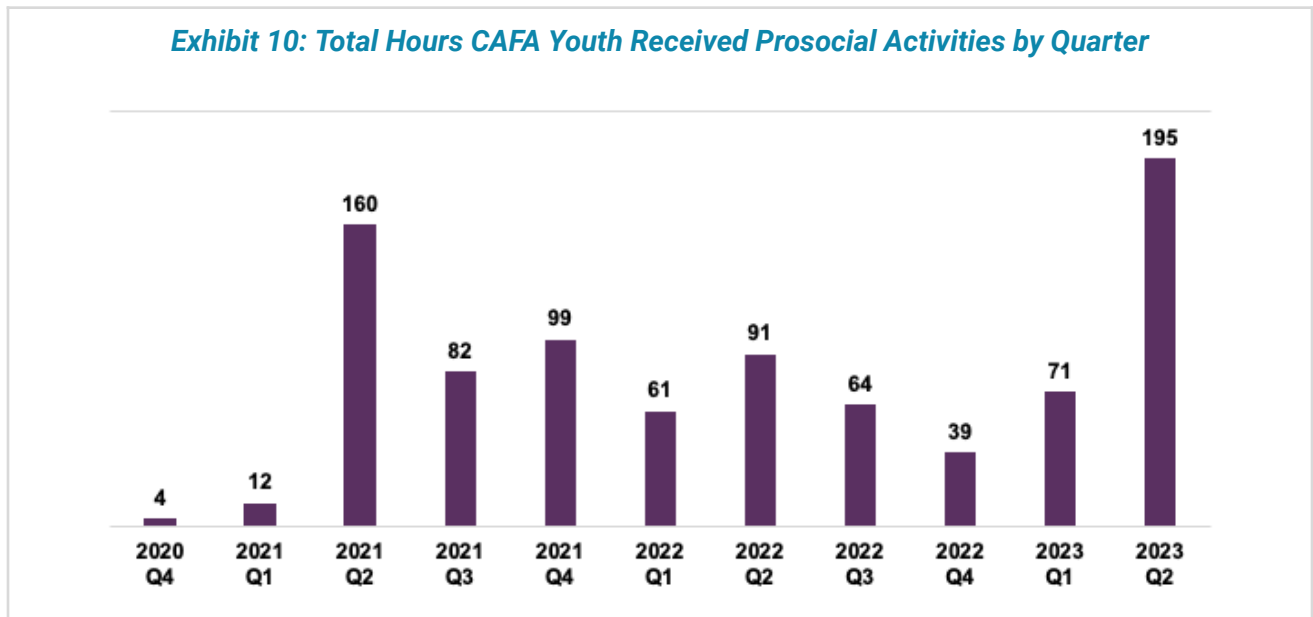


### 3) CAFA Participation in Prosocial Activities:

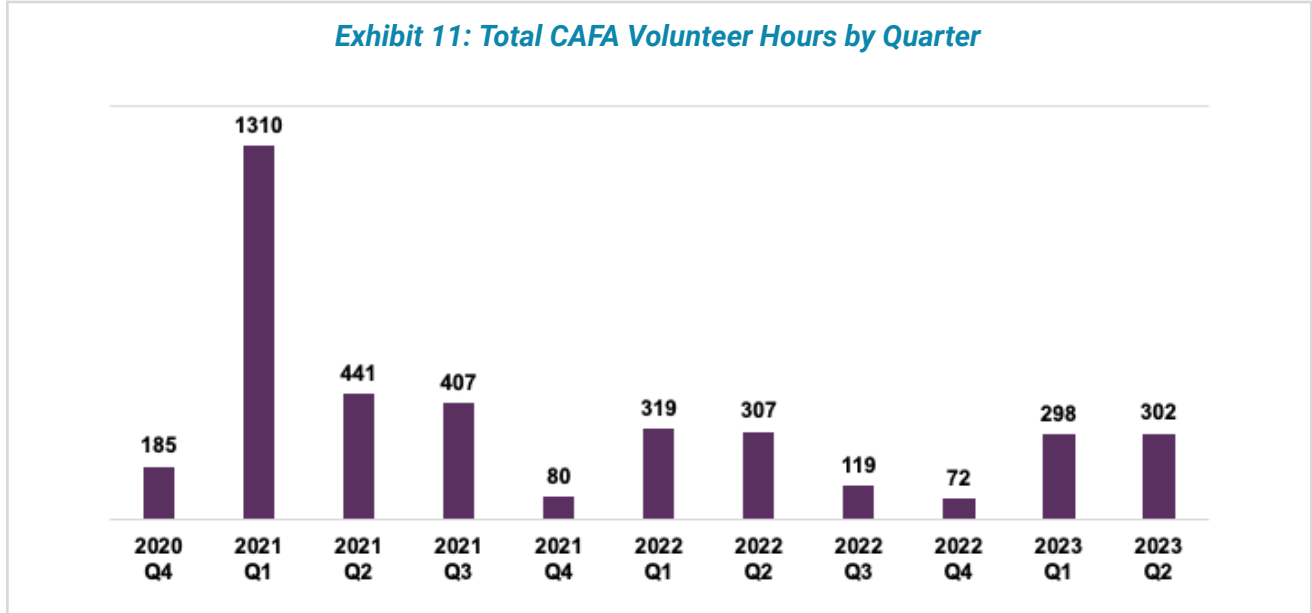
FLY co-creates positive, safe, and nurturing environments with youth where they can have fun while also practicing prosocial skill building with the support of peers, mentors, and staff. Prosocial events aim to connect youth to new experiences both in and outside of their communities and create the context for young folks to try on behaviors through relationships with others.

CAFA participants in Santa Clara and Alameda Counties received a **total of 878 hours of prosocial activities between 10/26/20 and 6/29/23**. These prosocial activities included a wide range of events, such as miniature golf, rock climbing, drive-in movies, kayaking, horseback riding, sporting events, white water rafting, go kart racing, and a smash room. (The total duration of the prosocial events offered during this period was 265 hours.)

The chart below shows the sum of hours that youth received prosocial activities by quarter (duplicated based on the number of youth who attended each activity).



**4) CAFA Volunteer Hours:** Between October 2020 and June 2023, a total of 172 CAFA volunteers volunteered for a total of 3,838.5 hours. The 172 CAFA volunteers volunteered for an average of 22.3 hours (with a range of 1.5hrs - 90 hrs). As shown below, Q1 of 2021 had the highest number of volunteer hours (1310 hours) – 56 volunteers completed these hours, many of which were devoted to 32- and 36-hour trainings that quarter (January-March 2021).



# RESULTS OF THE OUTCOMES EVALUATION

## Law Program Outcomes

The Law Program’s innovative curriculum aims to build youths’ social-emotional learning (SEL) skills, life skills, and knowledge that help youth experience self-efficacy, respect, healthy decision-making, and non-violent solutions, all driving toward violence prevention.

### Youths’ Social-Emotional Learning (SEL) Skills

In San Jose, **68% of youth participants (23 of 34) had an increase in at least one of the four SEL domains** (self-awareness, social awareness, critical thinking, and self-advocacy); this is very close to the objective of 70%. Exhibit 12 to the right shows the extent to which San Jose Law Program participants increased, decreased, or did not change their scores in each of 4 SEL domains. Nearly half of participants showed increases in Self-Awareness (from Pre to Post). Over a third of participants increased their Social Awareness and Critical Thinking domain scores.

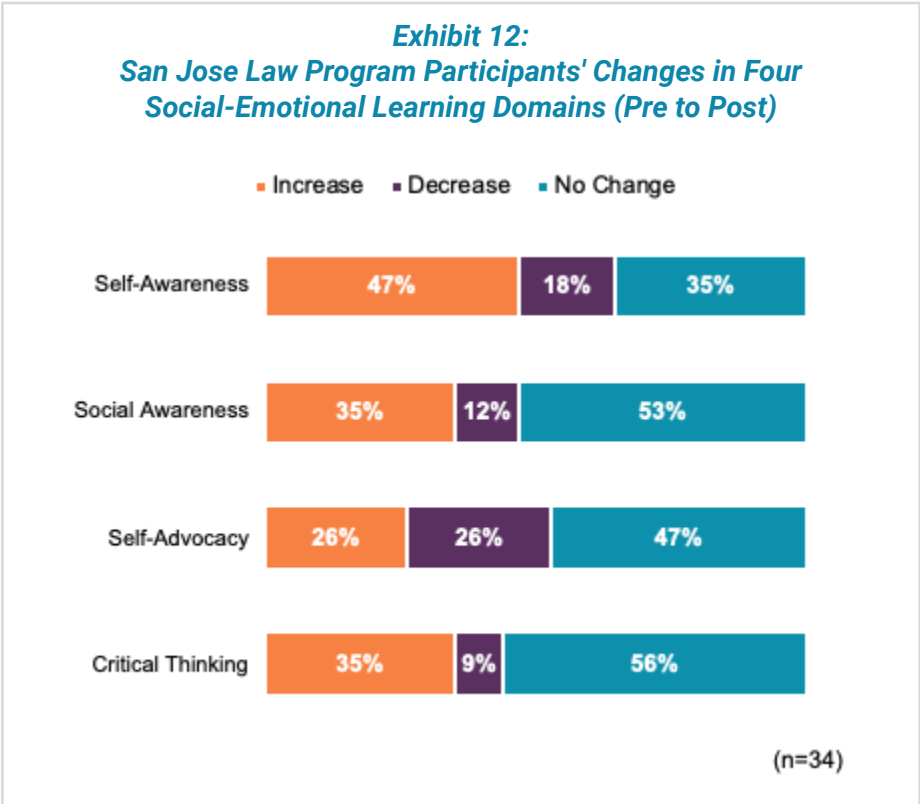
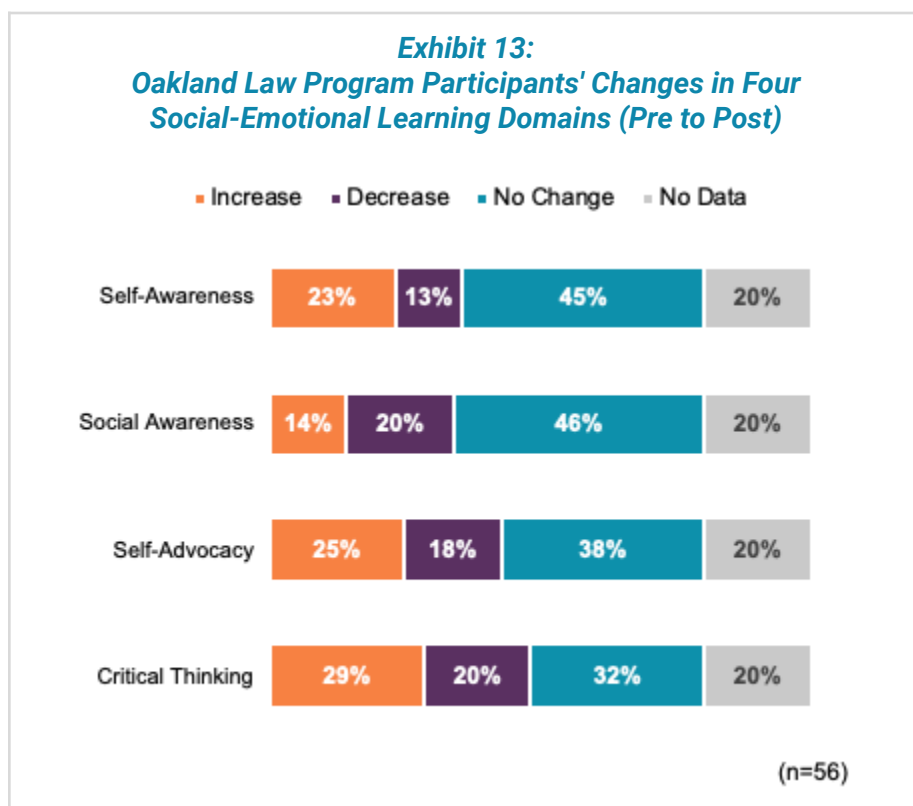


Exhibit 13 below shows the extent to which Oakland Law Program participants increased, decreased, or did not change their scores in each of four SEL domains. Critical Thinking and Self-Advocacy were the domains in which participants showed the highest rates of improvement (29% and 25% of participants increased their scores in these domains, respectively).

In Oakland, **52% of youth participants (29 of 56) had an increase in at least one of the four SEL domains.** This falls below the objective of 70%.

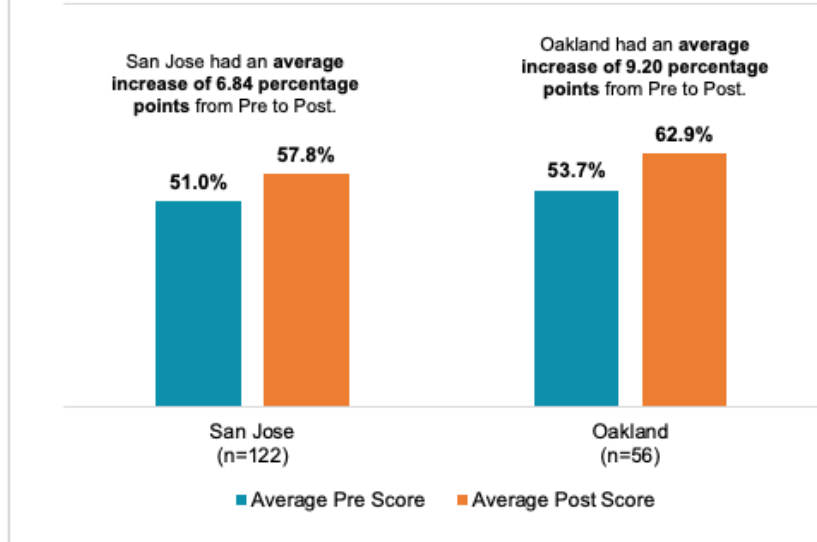


### ***Youths' Knowledge of the Legal System***

During the Law Program, youth increase their understanding of the law through engaging activities, such as learning the history of the three-strikes law and participating in a mock trial to learn how criminal trials are conducted. In these roles, youth practice advocating for others, critical thinking, and assessing the impact of their decisions on others and their communities.

As shown in Exhibit 14 below, participants in the San Jose and Oakland Law Programs both increased their understanding of the law (as measured by a pre-post knowledge test). In Oakland, on average, participants increased their scores by over 9 percentage points from pre to post.

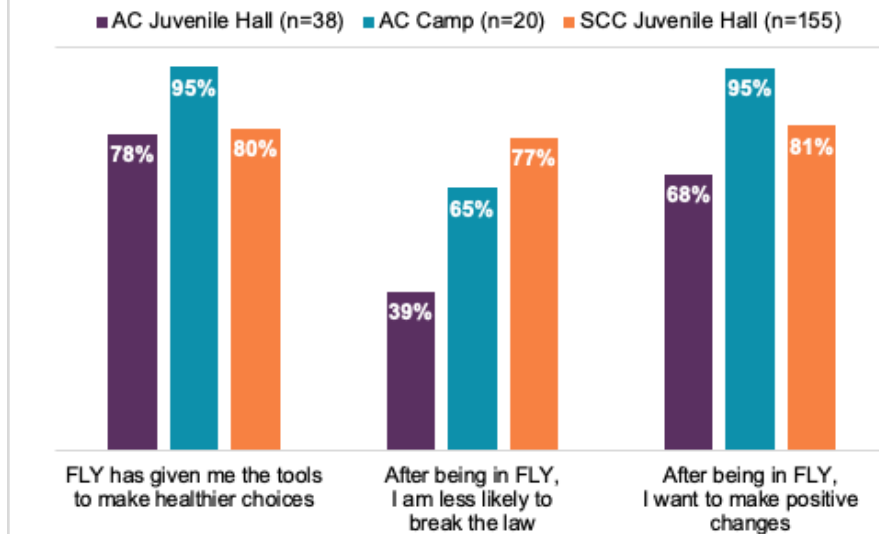
**Exhibit 14:**  
**Law Program Participants' Law Knowledge Scores**  
**(Pre to Post)**



**Readiness for Change among Youth in Juvenile Facilities**

The majority of FLY's Law Program participants in juvenile facilities reported that they are less likely to break the law, now have the desire to make positive changes, and are more likely to make healthier choices. Exhibit 15 to the right shows youth's readiness for change, by facility. While some of these percentages fall below the outcome objective of 80%, these results still speak to the strong influence the program has on young people's lives.

**Exhibit 15:**  
**Readiness for Change Reported by Youth in Juvenile Facilities**



Note: The SCC Juvenile Hall Law Program chose to reword the questions (from left-to-right) as follows in the exit evaluation: 1) Knowing about the law helps me make better decisions; 2) Knowing about the law makes me less likely to do things that are risky, illegal or unhealthy; and 3) As of today, I want to make positive changes.

**In their own words:** In the Exit Survey, many youth wrote about how they learned and benefitted from the Law Program.

- "I felt that FLY has helped me in knowing how to deal with the police and in being able to make better choices earn I come home I am also confident that being in FLY will step me from coming back to the hall." – AC Juvenile Hall Youth
- "I was able to be taught about skills and laws I didn't know that I can use in the future." – AC Camp Youth
- "I learned that we have more rights than I thought." –SCC Juvenile Hall Youth

## CAFA Program: Juvenile Justice Outcomes

### CAFA San Jose:

Eighty-three youth exited the CAFA San Jose Program between October 2020 and June 2023. Of these youth (n=83):

- **76% successfully completed the CAFA Program** (n=63).
- 12% were AWOL for 2 months or more (n=10).
- 12% were not interested / suitable for the program (n=10).

**Of the 63 youth who successfully completed the CAFA San Jose program:**

**78%**

**either completed formal probation (n=41), completed informal probation (n=1), or are on track to complete probation (n=7).**

[Note: 3% have unknown probation status.]

**92%**

**did not receive a new charge or Violation of Probation (n=58).**

### CAFA Oakland:

Twenty youth exited the CAFA Oakland Program between October 2020 and June 2023. Of these youth (n=20):

- **Half (50%) successfully completed the CAFA Program** (n=10).
- 25% were AWOL for 2 months or more (n=5).
- 15% moved (n=3).
- 10% were not interested / suitable for the program (n=2).

***Of the 10 youth who successfully completed the CAFA Oakland program:***

**70%**

**either completed formal probation (n=6), or are on track to complete probation (n=1).**

**90%**

**did not receive a new charge or Violation of Probation (n=9).**

Note: We have very small numbers overall and cannot draw any definitive conclusions based on subgroup analysis. However, **it appears that participants who identify as female may be more likely to complete the Oakland CAFA program than participants who identify as male.**

- 75% (3 of 4) female participants successfully completed the program.
- 44% male participants successfully completed the program. Of 16 male participants, seven successfully completed the program, while three moved, four were AWOL for 2 months or more, and two were not interested/suitable for the program.

# DISCUSSION OF RESULTS

In this section, we describe FLY's Law and CAFA Programs' progress towards their process/implementation and outcome objectives, and we reflect upon FLY staff's learnings about what FLY might do differently in the future. While our overall sample sizes are likely too low for FLY to make conclusive generalizations, these local evaluation results – along with FLY staff's insights – can be informative and instructive for other organizations considering similar types of program interventions.

Cross-program observations:

- CalVIP was a critically important funding stream that supported FLY's ability to bring quality, responsive programming to youth during the COVID-19 pandemic. During a time when many young people felt isolated and alone, FLY staff and volunteers checked in with and supported FLY youth.
- Community engagement is an overarching strength of FLY's approach: FLY understands that engaging young people is critical for preventing violence and supporting young people to have a positive impact within their communities.
- The COVID-19 pandemic created major challenges for implementing programs, recruiting volunteers, and collecting participant data. Both programs halted in-person service delivery, then switched to virtual programming, and then resumed in-person activities.

## Law Program: Reflections and Discussion

FLY's Law Program served nearly 1,000 youth between October 2020 and June 2023; these youth included a mix of people who may or may not have had contact with the legal system.

**Local evaluation data collection by the numbers:**

- **Oakland Law Program:** FLY collected matched Pre-Post data from 56 youth on both their social-emotional learning (SEL) skills and their law knowledge.
- **San Jose Law Program:** FLY collected matched Pre-Post data from 34 youth on their social-emotional learning (SEL) skills and from 122 youth on their law knowledge.
- **Juvenile Facilities:** FLY collected data from a total of 213 youth observations about the extent to which they are ready for change (e.g., making healthier choices, making positive changes, being less likely to break the law). The facilities included are SCC Juvenile Hall (n=155), AC Juvenile Hall (n=38), and AC Camp (n=20).

### *Law Program Process/Implementation Results*

Below is a summary of the extent to which FLY's Law Program met its Process/Implementation Objectives:



Process/ Implementation Questions	Process/ Implementation Objectives	Results
<ul style="list-style-type: none"> <li>Did the Law Program serve the number of youth they intended to serve during the grant period in both Santa Clara County's William F. James Ranch and San Jose Schools?</li> </ul>	<ul style="list-style-type: none"> <li>Serve at least 50 youth per year at Santa Clara County's William F. James Ranch, prioritizing San Jose youth, and 50 youth per year in San Jose schools.</li> </ul>	<p><b>FLY met its objective to serve at least 50 youth per year at Santa Clara County's William F. James Ranch, as shown below, during all three years.</b></p> <ul style="list-style-type: none"> <li>Year 1 (10/1/20-6/30/21) = 70 youth</li> <li>Year 2 (7/1/21-6/30/22) = 61 youth</li> <li>Year 3 (7/1/22-6/30/23) = 95 youth</li> </ul> <p><b>FLY met its objective to serve 50 youth per year in San Jose schools during Years 2-3.</b></p> <ul style="list-style-type: none"> <li>Year 1 (10/1/20-6/30/21) = 18 youth</li> <li>Year 2 (7/1/21-6/30/22) = 113 youth</li> <li>Year 3 (7/1/22-6/30/23) = 164 youth</li> </ul>
<ul style="list-style-type: none"> <li>Did the Law Program serve the number of youth it intended to serve during the grant period in both Alameda County facilities and Oakland schools?</li> </ul>	<ul style="list-style-type: none"> <li>Serve at least 50 youth per year in Alameda County facilities, prioritizing Oakland youth, and 50 youth per year in Oakland schools.</li> </ul>	<p><b>FLY met its objective to serve 50 youth per year in Alameda County facilities during Years 2-3.</b></p> <ul style="list-style-type: none"> <li>Year 1 (10/1/20-6/30/21) = 7 youth</li> <li>Year 2 (7/1/21-6/30/22) = 82 youth</li> <li>Year 3 (7/1/22-6/30/23) = 100 youth</li> </ul> <p><b>FLY met its objective to serve 50 youth per year in Oakland schools during all three years.</b></p> <ul style="list-style-type: none"> <li>Year 1 (10/1/20-6/30/21) = 89 youth</li> <li>Year 2 (7/1/21-6/30/22) = 83 youth</li> <li>Year 3 (7/1/22-6/30/23) = 112 youth</li> </ul>

**Reflections on Progress Above:**

Multiple factors contributed to the Law Program's somewhat lower-than-expected participation numbers. FLY staff have observed smaller class sizes at school-based and after-school sites since returning to in-person programming during the pandemic; this trend has persisted at many alternative school-based sites in the Bay Area. To address challenges related to Law Program attendance, FLY staff continue to implement multiple strategies to engage youth, such as calling youth weekly, remaining in constant communication with school partners, and distributing post-surveys before the last session.

Youth's attendance in juvenile hall facilities has also been inconsistent, in large part due to the transient nature of these facilities. With the exception of the long term units, youth are averaging a stay of 1-2 weeks, and youth can be pulled out of programming to meet with other service providers, their attorneys, mental health, or probation officers. As a result, youth may not have been able to fully experience the entirety of the FLY Law Program or complete their exit survey. To address this challenge, FLY staff have been checking in with facility staff to learn when youth are being transferred, so that FLY can collect evaluation data earlier if needed.

## Law Program Outcomes

Below is a summary of the extent to which FLY’s Law Program met its Outcomes-Related Objectives:

Outcomes-Related Questions	Outcomes-Related Objectives	Results
<ul style="list-style-type: none"> <li>Does FLY’s Law Program increase the Social-Emotional Learning (SEL) skills of youth at school sites?</li> </ul>	<ul style="list-style-type: none"> <li>70% or more of youth in the Law Program will show increases in one of the four SEL domains: self-awareness, social awareness, critical thinking, and self-advocacy.</li> </ul>	<p><b>San Jose: Nearly reached the objective of 70%.</b></p> <ul style="list-style-type: none"> <li><b>68%</b> (23 of 34) of San Jose Law Program participants had an increase in one of four SEL domains.</li> </ul> <p><b>Oakland: Did not meet the objective of 70%.</b></p> <ul style="list-style-type: none"> <li><b>52%</b> (29 of 56) of Oakland Law Program participants had an increase in one of four SEL domains.</li> </ul>
<ul style="list-style-type: none"> <li>Does FLY’s Law Program increase youths’ understanding of the law and readiness for change in juvenile facilities?</li> </ul>	<ul style="list-style-type: none"> <li>80% of youth who participate in FLY’s Law Program in the juvenile facilities will report that they are less likely to break the law, now have the desire to make positive changes, and are more likely to make healthier choices.</li> </ul>	<p><b>“FLY has given me the tools to make healthy choices” – All three sites met or nearly met the objective of 80%. Results:</b> AC Juvenile Hall (78%), AC Camp (95%), SCC Juvenile Hall (80%).</p> <p><b>“After being in FLY, I am less likely to break the law” – No sites met the objective of 80%, although SCC was close. Results:</b> AC Juvenile Hall (39%), AC Camp (65%), SCC Juvenile Hall (77%).</p> <p><b>“After being in FLY, I want to make positive changes” – Two sites exceeded the objective of 80%. Results:</b> AC Juvenile Hall (68%), AC Camp (95%), SCC Juvenile Hall (81%).</p>

### Reflections on Progress Above:

FLY is continuing to reflect upon and refine its methods for tracking youth’s SEL skills. Staff have observed that youth tend to self-assess high at baseline and then rate themselves low at follow-up, as a result of increasing their self-awareness. This may be one reason that FLY did not reach their outcome objective (that 70% of youth would show increases in at least one SEL domain). FLY has considered using a retrospective baseline survey to address this limitation.

The Law Program has helped youth to increase their knowledge of and understanding of the law. In San Jose, participants increased their law knowledge scores by an average of 6.8 percentage points from Pre to Post (n=122), while Oakland participants increased their scores by 9.2 percentage points from Pre to Post (n=56).

The majority of FLY’s Law Program participants in juvenile facilities reported that they are less

likely to break the law, now have the desire to make positive changes, and are more likely to make healthier choices. As a note: some youth commented to FLY staff that they did *not* agree to the statement “I am less likely to break the law” because they did not view themselves as likely to break the law in the first place; this may be one reason that FLY did not meet the objective of 80% for this question.

As the laws and legal context change, FLY will continue to revise the Law Program curriculum and the tools that measure youth’s knowledge.

## CAFA Program: Reflections and Discussion

### CAFA Program Process/Implementation Results

Below is a summary of the extent to which FLY’s CAFA Program met its Process/Implementation Objectives:

Process/Implementation Questions	Process/Implementation Objectives	Results
Did the CAFA Mentor Program serve the number of youth it intended to serve during the grant period in both San Jose and Oakland?	<ul style="list-style-type: none"> <li>• Serve 30 youth per year in San Jose.</li> <li>• Expand to serve 30 youth per year in Oakland.</li> </ul>	<p><b>Below objective.</b> The CAFA Program did not reach its objective; the number of CAFA mentor program matches decreased overall between FY 20-21 and FY 22-23, as shown below.</p> <p>San Jose</p> <ul style="list-style-type: none"> <li>• Year 1 (10/1/20-6/30/21) = 56 youth</li> <li>• Year 2 (7/1/21-6/30/22) = 19 youth</li> <li>• Year 3 (7/1/22-6/30/23) = 16 youth</li> </ul> <p>Oakland</p> <ul style="list-style-type: none"> <li>• Year 1 (10/1/20-6/30/21) = 14 youth</li> <li>• Year 2 (7/1/21-6/30/22) = 6 youth</li> <li>• Year 3 (7/1/22-6/30/23) = 2 youth</li> </ul>

### Reflections on Progress Above:

As previously described, FLY has decided to sunset the CAFA Program due to severe challenges with volunteer recruitment which were exacerbated by the pandemic. FLY did not have enough volunteers to enroll more youth into the CAFA program.

## CAFA Program Outcomes

Below is a summary of the extent to which FLY's CAFA Program met its Outcomes-Related Objectives:

Outcomes-Related Questions	Outcomes-Related Objectives	Results
<ul style="list-style-type: none"> <li>Does FLY's CAFA Mentor Program increase court-involved youths' access to court advocacy, positive adult role models, and prosocial activities?</li> </ul>	<ul style="list-style-type: none"> <li>Youth who complete one year of the CAFA Mentor Program will have positive caring adult role models, and engage in prosocial group activities in their communities, leading to violence prevention.</li> </ul>	<p><b>FLY's CAFA Program met this objective, although not at the scale that FLY initially desired.</b></p> <p><b>San Jose:</b> 76% of youth successfully completed the CAFA Program (63 of 83 youth). Among the 63 youth who successfully completed the program:</p> <ul style="list-style-type: none"> <li><b>78%</b> either completed formal probation (n=41), completed informal probation (n=1), or are on track to complete probation (n=7).</li> <li><b>92%</b> did not receive a new charge or VOP (n=58).</li> </ul> <p><b>Oakland:</b> 50% of youth successfully completed the CAFA Program (10 of 20 youth). Among the 10 youth who successfully completed the program:</p> <ul style="list-style-type: none"> <li><b>70%</b> either completed formal probation (n=6), or are on track to complete probation (n=1).</li> <li><b>90%</b> did not receive a new charge or VOP (n=9).</li> </ul>

### Reflections on Progress Above:

FLY's CAFA mentoring model has contributed to significant shifts in the court experience for youth involved in the justice system and the response to youth needs. Successful program completion indicates that youth regularly engaged with their mentors and completed prosocial activities in the community. Furthermore, the vast majority of youth who successfully completed the CAFA program did not receive a new charge or VOP, and completed formal probation, completed informal probation, or are on track to complete probation. Oftentimes, the length of probation extends beyond the length of the program intervention. In these cases, we focus on supporting youth to stay on track for completing probation and create a post-program plan to ensure that the positive efforts made during the program extend beyond completion.

# GRANTEE HIGHLIGHTS

## *Oakland CAFA Program:*

When Carlos first joined the AC CAFA program, he was very eager to connect with FLY and other youth. At the time, he was living in transitional housing and looking for work. Through the CAFA program, he was able to build up his resume and practice his interview skills. A few months after joining the program, he started working at a job, which he still has today. Once stable with his new job, with the support of his case manager, he found new housing and moved out to his very first independent apartment. Since then, he has begun thinking seriously about his career, and after connecting with FLY staff, decided he wants to be a lawyer. This semester, he began taking classes at a local community college and is starting to work towards law school.

## *Oakland Law Program:*

In Fall 2022, a youth was referred to our community site in Oakland from her school. She immediately engaged with the content and our facilitators. She was excited to learn about the law and interact with the facilitators every week. She wanted others to learn about their rights so she invited her three cousins also to join. This site became a safe place for her and her cousins to gather and connect. This youth loved participating in the program so much that she continued the program the following semester. In addition to attending school and working, this youth is currently participating in FLY's Leadership Program and is a Content Creator Fellow. She has also helped interview candidates for FLY staff positions. She has expressed interest in becoming a Law Volunteer when she's old enough, and there is no doubt that she will be a strong facilitator when the time comes.

## *San Jose CAFA Program:*

Pablo joined the CAFA program in early 2023. As an immigrant to this country and predominantly Spanish-speaking, Pablo shared that there were many times when he didn't understand his rights, the processes, and the things going on around him, not only in court, but at school as well. Pablo is an extremely charismatic and resilient young person with a work ethic beyond his years. His joy and appreciation for everything is almost infectious, and he quickly established a relationship with his mentor. Slowly, though, we began to learn about several of the challenges Pablo faced: food insecurity, housing insecurity, and discrimination at school. Now, coming to the end of his twelve months, Pablo is still the same outgoing youth we know him to be, but he is more equipped with resources to help meet his and his family's needs. He is more vocal about injustices and regularly speaks at match panels, has been dismissed from formal supervision, will be graduating as part of the class of 2024, and, once he completes our program, will go on to join the Youth Advisory Council (YAC).

## *San Jose Law Program:*

During the past three years, the Law Program has celebrated many youth successes ranging from completing all 12 workshops, youth transferring back to their home high school, youth sharing they had passed an exam, to youth graduating high school. However, there is one particular youth that stands out. The youth joined our program in Spring 2023 as a first-year student at our Willow Glen High School site. At first, the youth and his group of friends were hesitant to participate in many of the activities or share their thoughts during various

discussions. Then, halfway through the semester, the site joined our field trip, where youth participated in a mock trial and visited a local university. On the field trip, he played the role of a lawyer during the mock trial, and we saw many of his leadership, advocacy, and critical thinking skills shine through. He seemed to have had a lot of fun playing the lawyer and enjoyed the rest of the field trip. Afterward, the youth started to come to the workshops more frequently, participated in our activities, and shared fruitful insights in the class discussions. Not only did we notice a change in his participation, but we also noticed that he encouraged his friends to attend and participate in programming. He also started opening up more to the FLY facilitators. Toward the end of the semester, the facilitators could count on the youth to participate and hold his classmates accountable. At our recognition ceremony, the youth shared that he enjoyed the program and felt that he had people in the program who cared about him. When summer came around, the youth joined the Leadership Training Program retreat and shared with his law site facilitator that he had so much fun and was happy that our law facilitator encouraged him to join the program and step out of his comfort zone.