

Final Local Evaluation Report Fresh Lifelines for Youth

Executive Summary

Upon the culmination of this project, in consideration of both the qualitative and quantitative outcomes achieved, we believe that this project has worked as intended. As outlined below, the project had many accomplishments and was able to achieve the majority of the activities and goals determined at the onset of the project. More broadly, the project was successful at creating a coordinated prevention and intervention effort across Oakland's youth serving systems, and at-risk youth are able access collaborative programs tailored to their needs.

Project & Goal Accomplishments

CAFA Program

This grant allowed us to launch our two-year CAFA pilot, which was a direct response to a community need. In addition to establishing a full CAFA team, we were able to create a partnership with the Probation Department, a referral pipeline with Probation and the courts, a CAFA Coordination Council, and serve 30 matches as intended.

Our proposal and agreement stated our aim to create a coordinated effort of prevention and intervention. The CAFA Coordination Council allowed us to execute on this goal. We brought together the Public Defender's Office, the DA's Office, and the Presiding Juvenile Judge each quarter in partnership with Probation. The council enabled us to ensure we were collaborating effectively with system partners to provide the best services for youth on Probation. As a result of this council, we expanded our referral pipeline and improved our process of getting reports to the courts.

During the CAFA Coordination Council Meetings, system partners shared with us that CAFA's reports were extremely helpful for providing greater context on what the youth were experiencing, whether it was challenges, progress, or successes. Additionally, through court advocacy, youth were able to complete probation and work with their mentor to get engaged in school or to get a job.

Law Program

One of the accomplishments of this project was that it allowed us to have greater access to youth in facilities as well as a closer partnership with the facilities. This partnership led to the approval of field trips for youth at Camp Sweeney, which gave youth the opportunity to explore college campuses in the Bay Area. We were also able to create connections to programs that support incarcerated youth in college, such as Project Rebound. More broadly, we were able to meet (and exceed) our target of youth served as a result of this access and partnership. Furthermore, as

described in previous reports, we saw an increase in developmental assets in every Law cohort during the grant period.

Barriers Faced and How They Were Addressed

In the CAFA Program, we experienced challenges with youth moving out of the county and therefore having to exit the program early. This was a challenge in that it didn't allow youth the opportunity to create the same connection with their mentor that would've been made during a year-long period of time. Additionally, it frequently kept us from completing closure assessments with the youth due to the quick transitions, and therefore gave us less insights into the effects of the program. However, some of the youth who moved out of county ended up moving back, allowing us to re-match them and continue providing them with services and support. Additionally, we made sure that, while youth were in programming, we did as much as possible to support them in achieving their goals, connecting with their mentor, and completing probation. Due to the level of services provided during their time in the program, several of the youth who exited the program early had in fact successfully completed probation.

In the Law Program, COVID-19 prevented us from being able to finish out the project the way we intended in the facilities. However, we addressed this barrier by staying in constant communication with the facilities and offering creative ways to provide support and services. As a result of our efforts, we eventually were able to provide virtual Law sessions in one unit in Juvenile Hall.

Another challenge we faced was completing pre and post assessments in the facilities. One of the primary reasons this is challenging is due to the fact that youth come in and out of the facilities at different times and we are not in control of whether they will be present to complete the assessments. We addressed this barrier by doing the best we could to ensure we were serving all of the youth who we knew were going to be incarcerated for an extended period of time. Additionally, for all youth who were still in the facilities, we made efforts to get data from them when we were able to. Due to these barriers and the fluidity of the facilities, we may need to consider assessments in the facilities that do not require both pre and post surveys.

Unintended Outcomes

In the CAFA Program, as mentioned above, some of the youth were closed out early due to moving out of the county. If moving back to the county, youth would often reach out to FLY and ask if they could rejoin the program. These youth were re-matched either with the same mentor or a new mentor. While we did not expect to re-match youth who had previously moved, these have been successful matches and have enabled us to continue serving some of the youth that did not previously complete our program. Additionally, as stated above, several youth who closed out early still experienced many successes while in the program, such as completing probation. While we did not anticipate either outcome, we saw both as unintended positive outcomes for the CAFA Program.

In the Law Program, we did not anticipate having to transition to completely virtual services at the end of the grant period due to COVID-19. This limited our ability to serve youth in both facilities and community-based sites. That said, this rapid transition enabled us to work alongside our system partners in new and innovative ways. It also pushed us to build out creative methods for connecting with and supporting youth, as well as for delivering programming virtually.

Lessons Learned

CAFA Program

In the beginning of the project, we were reporting in the progress reports on all youth who were referred, accepted, and put on the CAFA caseload. We were reporting on the time spent with their Case Manager, including court advocacy, assessments, and resource navigation. Some of these youth ended up not being matched with a mentor due to various reasons, usually related to moving out of the county. There is important and meaningful work that takes place during the time before a youth is matched that we wanted to capture in our reports; however, it was difficult to follow and track when these youth were not actually matched. While we internally continued to track the services provided for youth who have not yet been matched, we began reporting only on youth who were matched with a mentor for the purpose of clarity and streamlining the reports.

There is a lot of work that goes into getting a new program started. The initial reports focused on the program ramp up, which included getting the council developed, establishing the referral pipeline and referrals, and recruiting youth. Additionally, we spent time laying other groundwork, such as ensuring Probation understood that, in our partnership, we were not mandating youth to receive services from us. We believe that mentoring services need to be a choice in order to work successfully and wanted to establish that approach with Probation early on. When reflecting on the ramp up period, we recognize the importance of building out enough time in the project scope of work for the initial stages when piloting a new program. Further, it is important to ensure that the target activities and outcomes truly align with the ramp up and build out of the program.

Another learning from the CAFA Program was that we received a lot more referrals than we had the capacity to serve. Given the current scale and staff capacity of one Case Manager, we were limited in the number of youth we could serve, as we wanted to ensure we maintained caseloads that allowed the Case Manager to effectively support the matches. Overall, this highlighted a great opportunity to expand the program to serve youth in other areas of the county.

Law Program

As mentioned previously, through the challenges faced with completing assessments in the facilities, we learned that pre and post assessments may not always be feasible in those settings. Additionally, another learning was around the support we provided the youth at Camp Sweeney. The level of support we were able to provide allowed us to see the greater need for Reentry support. Not only did we observe this, but we also heard it directly from the youth. Because of our work at Camp Sweeney, we have been asked about our interest in and ability to provide Reentry

services. We would like to build on this opportunity and better understand the possibilities of doing this work in the county. While we do not yet have a Reentry Program in Alameda County, we were able to build on our work in the Law Program at Camp Sweeney to recruit for our CAFA and Leadership Programs. Due to this recruitment, some youth have continued on with us through those programs.

Project Description

CAFA Program

Since 2013, FLY has operated a pilot of our 18-year-old Mentor Program called CAFA (Court Appointed Friend and Advocate) in partnership with the Santa Clara County Juvenile Court in response to the disproportionate failure rate of African Americans in a specific court program. CAFA mentors are legally court appointed and trained to advocate for their mentees through oral and written court reports that document their mentees' progress. Because the CAFA model has been so successful in Santa Clara County, FLY piloted the CAFA Mentor Program as a violence intervention for youth in the juvenile courts in Alameda County, prioritizing Oakland youth.

Law Program

The Law program provides innovative law-related education (LRE) and life skills training (LST) program, taught in weekly class sessions by volunteers and FLY staff, conducted in alternative/continuation schools and in locked juvenile facilities. FLY's nationally recognized curriculum, sponsored by the OJJDP's LRE research, is an interactive and evidence-informed program that uses role-plays, debates, and mock trials to capture youth interest by educating them about the law and consequences of crime. The program employs evidence-based strategies to inspire youth to choose alternatives to violence and fosters pro-social behaviors and life skills such as healthy decision-making, empathy, anger management, non-violent conflict resolution, resisting negative peer pressure, drug refusal skills, problem solving, and positive leadership.

Course topics include assault, theft, vandalism, hate crimes, drugs, gangs, and the Three Strikes Laws. Lawyers, judges, police, and POs 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 moot courtroom. The program culminates in a recognition ceremony for youth, their families, and friends.

Project Goals and Objectives

Goal 1: Measure developmental assets of youth in FLY's Law Program at community-based high schools.

Objectives: 80% of youth who participate in FLY's Law Program in schools will report that they: A. Have confidence to deal with negative peer pressure; B. Are more likely to make healthier choices; and C. Have hope for the future.

FLY's School-based and Community Law Program is a 12-14 week interactive CBT-based legal education curriculum, including weekly sessions and key experiential components (role plays, art projects, mock trials, etc.). Additionally, youth participate in a Law School field trip and a graduation ceremony. The Law Program provides:

- Knowledge on legal and social consequences of juvenile crime
- Safety that allows for trying new behaviors and identities
- Community for youth that supports positive actions and choices
- Empathy for victims of crime and juvenile justice system partners
- Cognitive dissonance that creates discord between present realities and future potential
- Self-efficacy that allows youth to see they have the potential that can be used in a positive way

Research shows that the higher level of developmental assets young people experience across the contexts of their lives, 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

Therefore, FLY measure whether our interventions increase developmental assets for youth participating in our Law Program.

Goal 2: Measure knowledge about the law and readiness for change for youth in facilities (Camp Sweeney and Juvenile Hall) through the Law Program.

Objectives: 80% of youth who participate in FLY's Law Program in facilities will report that they: A. Are less likely to break the law; B. Have desire to make positive changes; C. Are more likely to make healthier choices.

FLY's in-custody Law Program is a 12-14 week interactive CBT-based legal education curriculum (modified to comply with facilities' rules), including weekly sessions and key experiential components (role plays, art projects, mock trials, etc.). The program includes a graduation ceremony and referrals to community sites upon discharge for those youth who complete less than 4 classes while in custody.

Youth who are currently incarcerated or on probation are more likely to re-offend and find themselves in custody again. FLY believes that an increase in knowledge of the law will empower young people with the information they need to avoid continued involvement in the juvenile justice system. Specifically, FLY measured whether our interventions impact the likelihood that young people might break the law, have a desire to make positive changes, and make healthier choices.

Goal 3: Increase court-involved youth access to court advocacy, positive adult role models, and pro-social activities that build lasting relationships through the CAFA Mentor Program pilot.

Objectives: 80% of youth who participate in the CAFA Mentor Program will: A. Have a positive caring adult in their life as a result of being in the program; B. Engage in at least two pro-social activities in the community with a mentor or Case Manager.

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

FLY's CAFA Program aims to inspire new attitudes, behaviors, and ambitions in juvenile justice involved youth through providing advocacy and facilitating lasting connections with trained, caring, and committed mentors. The program includes: Pre-match support; Mentoring; Prosocial events; and Court advocacy.

Research confirms that quality mentoring relationships have powerful positive effects on young people in a variety of personal, academic, and professional situations. Mentoring connects a young person to personal growth and development, and social and economic opportunity. FLY believes that having a mentor along with participation in pro-social events can increase a young person's developmental assets.

Data Collection

CAFA Program

When mentors and mentees exited the CAFA Mentor Program, the following surveys were administered by CAFA's Case Managers: FLY's Match Characteristics Questionnaire, Youth Mentoring Survey, and Exit Evaluation. The surveys are intended to measure match quality, youth skill building, and overall program effectiveness.

To track youth progress and behavioral change in the CAFA Program, FLY utilized the same web-based database, Efforts to Outcomes (ETO). Data from our surveys were entered into ETO and reports were generated showing match quality and program success, enabling us to analyze the impact of our work as well as identify and proactively manage program performance. This process was led by the Director of Evaluation and Learning, with support from program staff.

Our CAFA Program admits young people on a rolling basis and therefore data collection was ongoing as youth completed programming. By May 2020 we began the process of analyzing the data for internal reporting as well as for this report.

The CAFA Program staff experienced some difficulties collecting the amount of data expected due to early exits from the program. During interviews with CAFA staff conducted by professional external evaluators, we found that one of the primary reasons for the early exits was youth moving out of the county and therefore unable to continue services. However, we found that several of the youth who closed out early were still successful in completing probation. Therefore, while we weren't able to collect end of program closure data for all of the youth in the cohort, we did glean program successes for those youth through accomplishments achieved during their time in programming, such as probation completion.

Law Program

At the end of the semester, Law Program facilitators administered FLY's Exit Evaluation, a Likert-scale survey instrument, designed by FLY with support from professional evaluators. The survey is intended to measure FLY's impact on youth knowledge, the development of internal and external assets, and overall behavior. The Exit Evaluation was administered in paper form and in a group setting.

To track youth progress and behavioral change in the Law Program, FLY utilized a web-based database through Social Solutions, Efforts to Outcomes (ETO). Data from our Exit Evaluation was entered into ETO and a report was generated showing youth progress and where youth were in need of greater support, enabling us to analyze the impact of our work as well as identify and proactively manage program performance. This process was led by the Director of Evaluation and Learning, with support from program staff.

Our community-based Law Program is organized by semester in the fall and spring. Data was collected and entered into our database at the end of each semester: in January 2019, June 2019, and January 2020. By January 2020 we collected data on more than 50 young people and began the process of analyzing the data for internal reporting as well as for this report.

Our in-custody Law Program admits young people on a rolling basis and data therefore data collection was ongoing as youth completed programming. By January 2020 we collected data on 25 young people and began the process of analyzing the data for internal reporting as well as for this report.

Research Design

Process Evaluation

The key process measures for the Law Program were the following:

1. Implementing the Law Program in at least three alternative/continuation Oakland schools per year and in at least one locked juvenile facility, utilizing existing staff and program resources. This was achieved by serving the following sites:

- Alternative/continuation schools: Bunche High School, Rudsdale High School, and Street Academy
 - Juvenile Facilities: Juvenile Hall and Camp Sweeney
2. Serve at least 50 youth per year across three Oakland schools, and 25 youth in locked juvenile facilities. This was achieved and exceeded in 2018 and 2019:
- Oakland Schools:
- 2018: 105 youth served
 - 2019: 108 youth served
 - 2020: 34 youth served (since the grant period only lasted for four months of 2020, the program was on track to achieve the total number of youth served)
- Facilities:
- 2018: 50 youth served
 - 2019: 110 youth served
 - 2020: 37 youth served

The key process measures for the CAFA Program were the following:

1. Hiring the CAFA Case Manager within 60 days of the grant start.
 - This goal was not achieved, as it took 90 days to find the right fit for the Case Manager position. While we did not achieve this goal, we feel that it was essential to prioritize hiring the right person for the role in order for the program to be successful. The Case Manager hired, who is still with us today as CAFA's Lead Case Manager, has played an integral role in the successes and accomplishments of the program.
2. Two meetings per year of the CAFA Oversight Committee.
 - This goal was achieved, and exceeded, with six meetings taking place over the grant period. Exceeding this goal allowed us to build strong relationships and collaboration with our system partners. We also heard feedback from our partners that the committee was an effective and useful space for them.
3. Matching 15 youth with mentors within 60 days of referral per year
 - This goal was partially accomplished. While 15 youth were matched with mentors per grant year, some of these matches took longer than 60 days to match with mentors. The majority of youth were matched within 60 days; however, there were barriers to getting some youth matched within this window of time. Overall, we believe we made our best effort to match youth as soon as possible. Further, we provided substantial services and support to youth prior to their match, ensuring that youth were still getting the support they needed during the pre-match period.

In addition to the project activities described above, FLY has examined how well the project matches the theory behind its creation. We believe that the project implementation is in close alignment with the theory. Through our services in the CAFA and Law Programs we were able to accomplish our goal of filling a gap in services among government and community-based organizations. FLY's school-based law-related education and life skills curriculum and the expansion of our court advocacy and mentoring services have created a strong complement to

other violence intervention and prevention strategies. By addressing at-risk and system-involved youths' risk for violence, FLY strengthened youths' developmental assets, knowledge of the law, readiness for change, relationships with adult role models, and access to pro-social activities. We still firmly believe, as outlined in the original project theory, that these successes lead to a reduction in the endemic violence in Oakland communities.

Outcome Evaluation

Independent Variables

The key independent variables included organizational changes, staff trainings, and new assessment instruments, which are elaborated on below.

Organizational Changes

Organizational changes were most prevalent in the CAFA Program. At the beginning of the pilot, it took some time to find the right Case Manager for the role, create a delay in the Case Manager starting. This delay was a challenge in that it did not allow the program to ramp up as quickly as planned. Additionally, the program started off with having a manager that was overseeing several programs. Over time, FLY was able to hire a dedicated Program Manager, as well as a part-time Program Coordinator. These hires made a difference in the quality of CAFA's services and, we believe, enabled us to have a greater impact on the youth we serve.

Another huge organizational change that occurred towards the end of the contract was the switch to virtual services that was required due to COVID-19. As discussed in the final progress report, FLY made a quick shift to virtual programming and therefore we were able to continue providing services to youth in both programs. While there were many successes experienced during this time, particularly given the circumstances, we also believe it created some barriers to collecting data and therefore understanding the effectiveness of our programs.

Staff Trainings

Staff trainings were also a significant factor during the contract period. FLY recognizes the importance of staff training in order to equip staff with the skills and supports needed to provide the best possible services to FLY's youth. The trainings attended by CAFA and/or Law Program staff included, but were not limited to:

- Motivational Interviewing
- Best Practices in Youth Development
- Cultural Competence Part 1: Identity Diversity and Engagement
- Cultural Competence Part 2: Privilege, Power and the Ladder of Oppression
- Facilitation Skills: Creating Inclusive Spaces
- Classroom Management
- Coaching Staff

- Data Collection, Entry & Reporting
- Project Management
- Managing Your Time and Energy: A Path to Personal Sustainability
- Legal First Aid for Providers

Assessment Changes

Another significant variable during the contract period was a change in one of FLY's assessments. Specifically, we made the decision to transition away from a deficit-based risk assessment and, with the support of professional evaluators, built a customized strengths-based, evidence-informed needs assessment. This assessment enables FLY staff to gain a better understanding of the needs of the youth in both the CAFA and Law Programs and support youth with services, as well as resources and referrals, that are customized to their needs. In particular, CAFA Case Managers now utilize the needs assessment to build out a Development Plan with the youth at the beginning of the program year. This plan allows the Case Managers to tailor case management to the youth, as well as support the youth in reaching their goals.

The total number of participants who received first-time services funded by this grant was 358, with 334 unduplicated youth being served by the Law Program and 24 unduplicated youth being served by the CAFA Program. For the Law Program, 95 youth had individual closure data collected and entered into FLY's database. For the CAFA Program, 5 youth had individual closure data collected and entered into FLY's database. The variables in a participant's record included, but were not limited to: demographics, contact information, probation information (if applicable), program history, participation information and notes, and assessment data.

Eligibility Criteria

The CAFA Program's eligibility criteria include youth on juvenile probation who are court-involved and are between the ages of 13 and 19.

The Law Program's eligibility criteria include:

- School-based Sites:
 - High School aged youth (9th-12th grade)
 - Alternative Education High Schools
 - Court and Community Schools
 - High Schools with 60% or higher free/reduced meal rate and with students from zip codes in top 20% of county for youth arrests and citations
- Community Sites:
 - Youth ages 14-19
 - After school setting in communities located in zip codes in top 20% of county for youth arrests and citations
- In-Custody Program Sites:
 - Incarcerated youth
 - Juvenile Halls

- Long-term detention facilities

Criteria for Successful Program Completion

The CAFA Program determines whether youth successfully completed the program by whether they stayed active in the program for the full program year. The closure assessment data collected during the contract period was primarily for youth who successfully completed the program. While we do make attempts to collect data for youth who close out early, it is often difficult to collect closure data for these youth due to the nature of their closures.

The Law Program completion is less clear cut, as youth can begin the program at different times throughout the semester/their time in facilities and the number of classes available can also vary. However, for school-based sites we have evidence that developmental assets are achieved when youth attend eight or more classes. Therefore, this is the threshold we utilize when determining whether youth completed the program. However, we collect data for all youth, regardless of whether or not they attended eight or more classes. We believe it is important to gain an understanding of the effectiveness of our program on all youth in the Law Program, even if they attended less classes. Therefore, data from all youth were included in the results.

Outcome Measures

As described in the data collection section, the primary outcome variables collected were the following:

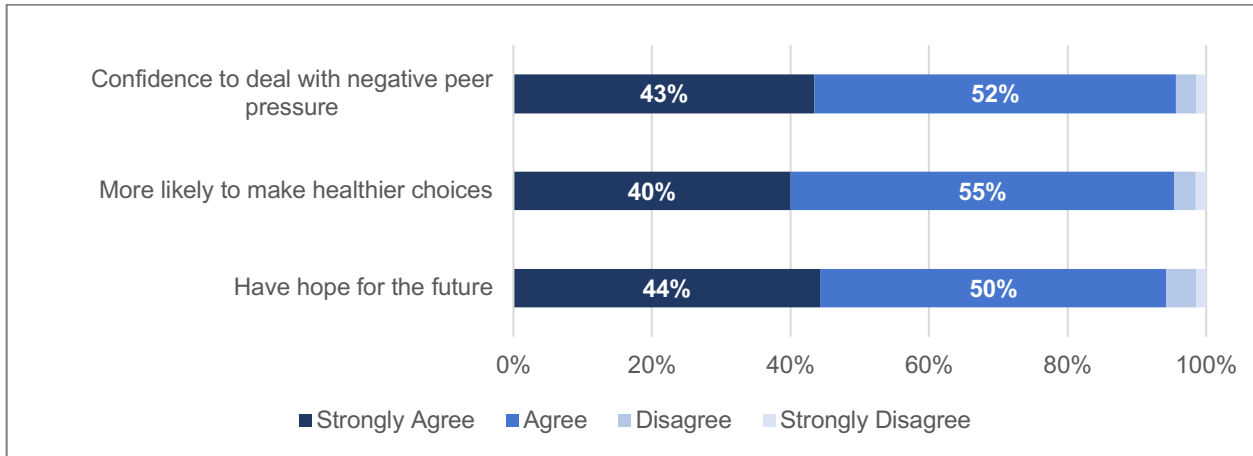
Law Program (Community-Based High Schools)

Measure of developmental assets of youth in FLY's Law Program at community-based high schools, as assessed by the following metrics:

- Youth who participate in FLY's Law Program in schools report that they: A. Have confidence to deal with negative peer pressure; B. Are more likely to make healthier choices; and C. Have hope for the future.

The results for youth in the Law Program in community-based sites are illustrated below (n = 70):

- 96% of youth reported that they have confidence to deal with negative peer pressure
- 95% of youth reported that they are more likely to make healthier choice
- 94% of youth reported that they have hope for the future.



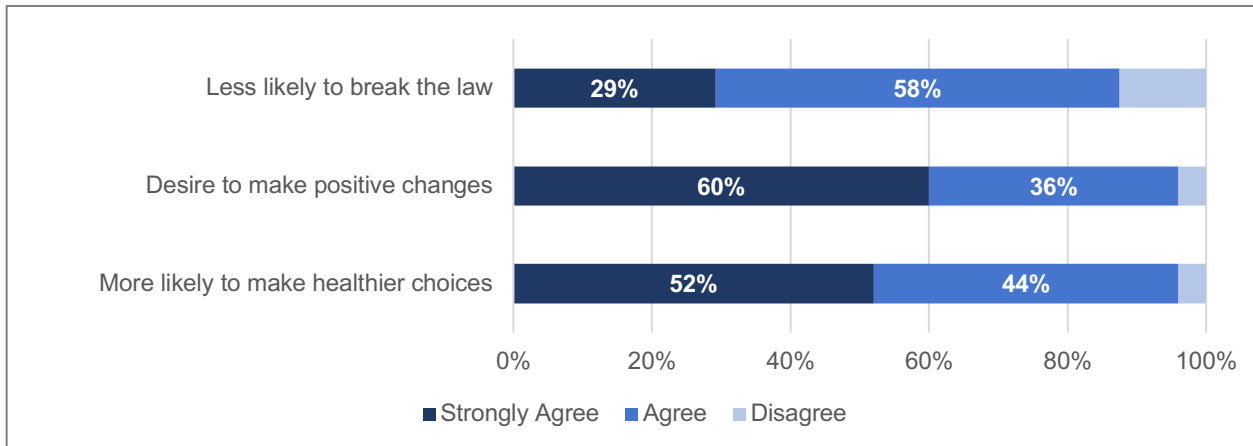
Law Program (Camp Sweeney and Juvenile Hall)

Knowledge about the law and readiness for change for youth in facilities (Camp Sweeney and Juvenile Hall) through the Law Program, as assessed by the following metrics:

- Youth who participate in FLY’s Law Program in facilities report that they: A. Are less likely to break the law; B. Have desire to make positive changes; C. Are more likely to make healthier choices.

The results for youth in the Law Program in facilities are illustrated below (n = 25):

- 88% of youth reported that they are less likely to break the law
- 96% of youth reported that they have a desire to make positive changes
- 96% of youth reported that they are more likely to make healthier choices



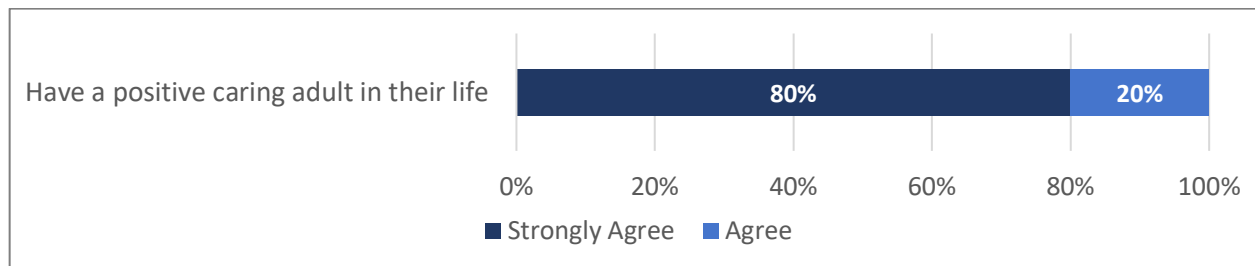
CAFA Program

Increased court-involved youth access to court advocacy, positive adult role models, and pro-social activities that build lasting relationships through the CAFA Mentor Program pilot, as assessed by the following measures:

- Youth who participate in the CAFA Mentor Program: A. Have a positive caring adult in their life as a result of being in the program; B. Engage in at least two pro-social activities in the community with a mentor or Case Manager.

The results for youth in the CAFA Program are illustrated below (n = 5):

- 100% of youth reported that they have a positive caring adult in their life as a result of being in the program



- 8 youth engaged in at least two pro-social activities in the community with a mentor or Case Manager
- 16 youth engaged in at least one pro-social activities in the community with a mentor or Case Manager

Results

The results of the outcomes measures outlined above were overall very positive, indicating that the interventions had the effects on the program participants that we expected to see. Specifically, for the community-based sites of the Law Program, the data provides evidence that participants built developmental assets as a result of the program, with 94% or more of survey respondents indicating agreement with each outcome metric.

For the Law Program in facilities, the data provides evidence that youth gained knowledge about the law and a readiness for change as a result of the program, with 88% or more of survey respondents indicating agreement with each outcome metric.

The primary metric for the CAFA Program also showed promising results, with 100% of the respondents indicating agreement that they have a positive caring adult in their life as a result of the program. However, due to program attrition, the rolling program model, and the transition to a virtual setting, only eight youth engaged in at least two pro-social activities. Additionally, only 5

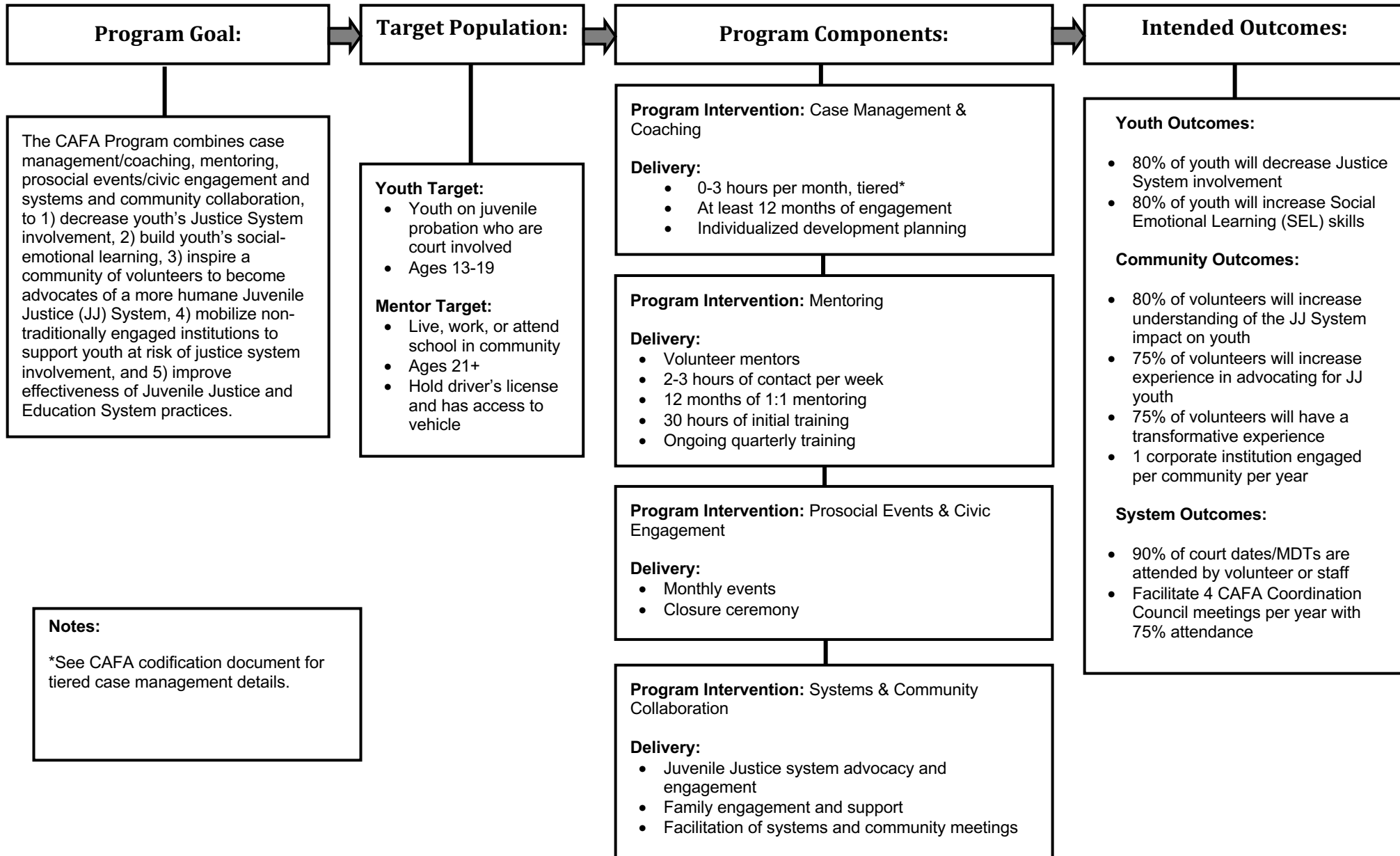
youth responded to the exit survey, therefore only providing us with a preliminary understanding of the CAFA Program's outcomes.

Conclusions

The results overall indicate that the Law Program and the CAFA Program have had positive effects on the youth served by those programs. As outlined in FLY's Local Evaluation Plan, research shows that the higher level of developmental assets young people experience across the contexts of their lives, 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. FLY believes that ultimately an increase in developmental assets, knowledge of the law, and readiness for change will empower young people with the information they need to avoid continued involvement in the juvenile justice system. Therefore, the results outlined above show evidence that FLY youth are building skills and self-sufficiency that will, in turn, lower the likelihood of future involvement in the juvenile justice system.

Research also confirms that quality mentoring relationships have powerful positive effects on young people in a variety of personal, academic, and professional situations. Mentoring connects a young person to personal growth and development, as well as social and economic opportunity. FLY believes that having a mentor, along with participation in pro-social events, can increase a young person's developmental assets. While not all youth in programming attended an event and the sample size for the closure survey was relatively low, the initial findings still point towards the achievement of the program's outcome goals, and therefore a decrease in the youths' chances of participating in high risk behaviors and future justice system involvement.

Court Appointed Friend & Advocate (CAFA) Program Logic Model



Law Program Logic Model

