



City of Santa Rosa Guiding People Successfully (GPS) Program

Final Local Evaluation Report 2015-17

March 2018



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Acronyms

BSCC	Board of State and Community Corrections
BSFT	Brief Strategic Family Therapy
CaGRIP	California Gang Reduction, Intervention, and Prevention
CBO	Community Based Organization
CDC	Centers for Disease Control and Prevention
CI	Collective Impact
CYO	California Youth Outreach
EBP	Evidence Based Practice
GPS	Guiding People Successfully
IDP	Individual Development Plan
LW	LifeWorks of Sonoma County
MDART	Multi-Disciplinary Assessment and Referral Team
MI	Motivational interviewing
PYD	Positive Youth Development
PYJ	Positive Youth Justice
SAY	Social Advocates for Youth
TTS	Tackling Tough Skills
WC	Wraparound Coordinator

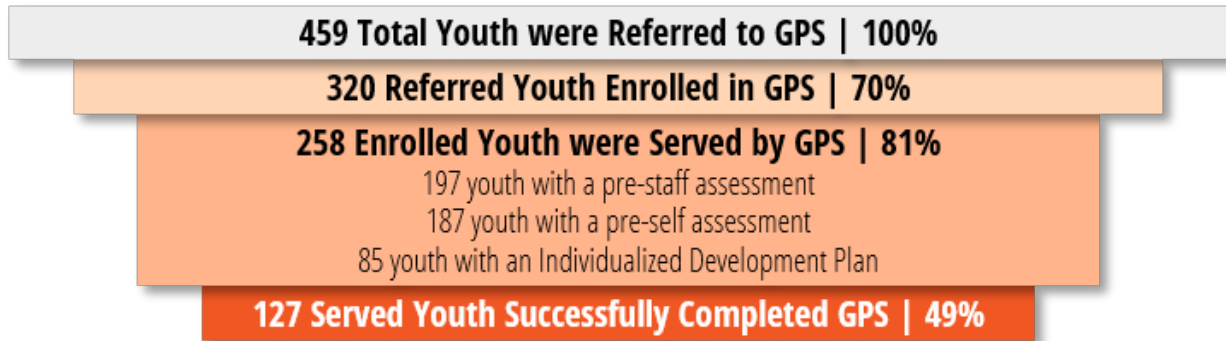
Executive Summary

This executive summary presents process and outcome findings from the evaluation of the Guiding People Successfully (GPS) program within The Santa Rosa Violence Prevention Partnership (The Partnership). The GPS summative evaluation study assesses the collaborative features of The Partnership, as well as how these features manifested in the implementation of the GPS Program, in a coalition of partner agencies and organizations from January 1, 2015 through December 31, 2017. From a total of 459 referrals received, 320 youth were enrolled and 258 youth received case management and/or supportive services, attended classes and workshops, and/or participated in pro-social activities. GPS services resulted in a reduction of risk factors for gang involvement and violence, an increase in protective factors, an improved capacity in six Positive Youth Justice domains, and a low level of recidivism in the Juvenile Justice System.

Project Description

In January 2015, the City of Santa Rosa received a three-year grant from the California Board of State and Community Corrections (BSCC) under the CalGRIP (California Gang Reduction, Intervention, and Prevention) Initiative. The purpose of the CalGRIP grant is to support a collaborative approach to prevent and intervene with youth and gang violence. Supported by the City of Santa Rosa's Violence Prevention Partnership (The Partnership), the 2015-2017 GPS (Guiding People Successfully) Program was administered by staff of the City of Santa Rosa's Office of Community Engagement, where direct services were provided by three community based organizations: (1) Social Advocates for Youth (SAY); (2) LifeWorks of Sonoma County (LW); and (3) California Youth Outreach (CYO). In addition, there were in-kind partnerships with a host of public agencies, including Sonoma County's Probation Department, Department of Human Services, District Attorney's Office, Public Defender's Office, and Santa Rosa Schools, whose representatives met monthly to coordinate services and resources for youth at low to medium risk for gang involvement. The GPS Program was based on the values of the Positive Youth Justice (PYJ) framework, which emphasizes the importance of education, work readiness, communication, relationships, community, health, and creativity. **The project worked as intended**, with participating youth showing statistically significant improvement in each of these six PYJ domains.

Project Accomplishments



Between January 1, 2015 and December 31, 2017, the GPS Program received referrals for 459 unduplicated youth from a variety of sources, including partnering agencies (44%), schools or other public agencies (40%), law enforcement (10%), and family members or other adults (6%). Of the 459 youth referred, staff completed Participant Profiles¹ to enroll 320 youth during the three years of GPS service delivery.

Over two-thirds of the 320 enrolled youth identified as male (69%). Collecting dates of birth and ages was an ongoing challenge, but the majority of the 159 participants whose age was listed on their Profile were between 14-17 years old (77%), with an average age of 15.5 years old. In addition, the majority of participants identified as Latino/Latino (81%), and primarily spoke Spanish (46%) or a combination of English and Spanish (17%) at home.

The youth entering the GPS Program reflected the youth prioritized by The Partnership for prevention and intervention services. Almost three quarters of youth enrolled (70%) lived within one of the nine Partnership Zones identified in Santa Rosa's Community Safety Scorecard, most heavily in the Zones identified as "High Need Areas." There has been a dramatic increase in juvenile crime arrests in recent years, and Latino youth are the most prominent in gang activity. According to Santa Rosa's 2014 CalGRIP grant application, there are 46 gangs in Santa Rosa, many of whom are members of the Norteños and Sureños gangs.

After referrals were assigned to specific GPS partners and programs, they either followed through and began services or did not respond to CBO outreach. In total, **258 unduplicated youth** (81% of the 320 youth enrolled) received **4,866 services** from GPS partners between January 2015 and December 2017. Over half of the services received (58%) involved case planning and ongoing case management activities and almost another quarter (23%) were classes, such as Tackling Tough Skills (TTS).

¹ Some form names changed with the transition into the Apricot system. For consistency, this report uses the form/screen names in Apricot.

Service Activity	Youth		Services	
	#	%	#	%
Total Activities	258	100%	4,866	100%
Case Planning/Ongoing Case Management (direct service)	187	72%	2,823	58%
Class/Curriculum	143	55%	1,109	23%
Pro-social Activities	87	34%	260	5%
Other	40	16%	196	4%
Case Coordination (indirect, MDART)	43	17%	150	3%
Transportation	31	12%	119	2%
In-Home Support Services (El Puente)	22	9%	80	2%
Paid Internships	40	16%	74	2%
Crisis Intervention	19	7%	55	1%

GPS youth varied widely in the extent of services delivered, from one service to 114 services each. On average, participants received 18.9 services. Each of the partner agencies provided services to GPS youth, and 59 youth received services from more than one provider.

Overall, an evaluation of program participant outcomes supports the underlying theory that services provided by *Guiding People Successfully* can help reduce risk factors and increase protective factors, improve youth capacity in Positive Youth Justice domains, and reduce recidivism in the Juvenile Justice System.

Outcome Area 1 | Program Participant

The first participant level outcome measured was a **reduction in risk factors and an increase in protective factors** between intake and closure. The evaluation team matched risk and protective factor measures from intake and closure forms for 180 GPS youth. Within this sample, youth decreased risk factors from an average of 2.53 risk factors at intake down to 2.51 risk factors at closure, and increased protective factors from an average of 4.4 protective factors at intake up to 6.5 protective factors at closure, which was a statistically significant increase.

Within specific risk factors, there was a statistically significant reduction in the percentage of GPS youth who were currently unemployed, had unsafe/unhealthy relationships, relied on violence to solve problems, and who had easy access to firearms. In addition, there was a reduction in the percentage of youth whose families were not meeting financial needs or who had experienced abrupt changes in the past six months; however, these changes were not statistically significant.

Finally, GPS youth showed statistically significant increases in all nine protective factors that could be matched between intake and closure. The largest improvements for youth were in having good and positive relationships (35.8% more youth), having access to pro-social activities (31.7% more youth), and relying on legitimate financial resources (26.9% more youth). All three of these improvements align directly with the work of the three GPS CBO partner agencies: LifeWorks, California Youth Outreach, and Social Advocates for Youth, respectively.

A second measure of individual participant level outcomes address changes in knowledge, attitudes, and behaviors in at least two **Positive Youth Justice** (PYJ) domain areas for youth who participate in the GPS Program. Youth showed improvement in each of the questions across the six domains of the PYJ framework including: 1) Work; 2) Education; 3) Relationships; 4) Community; 5) Health; and 6)

Creativity. Overall, 70% of youth (112/160) showed improvement in two or more domains on Staff Assessments, and 79% of youth (79/100) showed improvement in two or more domains on Self Assessments. Over two-thirds of youth (67%) showed improvement in their total score on the GPS staff assessment, and three quarters of youth (75%) showed positive change in their total score on the self-assessment. In all six domains, youth showed statistically significant improvement, and average scores were very similar between youth self-assessments and staff assessments.

As a program funded by the Board of State and Community Corrections, the final, long-term participant level outcome in GPS was **reduced recidivism in the Juvenile Justice System (JJS)**. At enrollment, 83 youth (26% of all enrollments) were reported to have been incarcerated in juvenile hall, jail, or prison and/or have been arrested or contact with law enforcement prior to GPS enrollment. At closure, 28 youth (15% of the 185 youth for whom Juvenile Justice System involvement at closure was known) had some type of JJS involvement, either probation, community based alternatives, or confinement at the time of closure. At least 45 youth were referred to GPS directly by Probation, Parole, or Law Enforcement, indicating that they had some Juvenile Justice System involvement at enrollment. However, much of the JJS involvement in GPS data collection relies on either youth disclosure or updates during MDART meetings.

In order to have a more methodical analysis of recidivism, the evaluation team worked with the Sonoma County Probation Department and MDART partners for the GPS Program to analyze Probation records of GPS youth before, during, and after their participation in the program. To allow enough time after program implementation to gather a large enough cohort of participating youth, recidivism data was collected only in year three (2017). Figure 18 in the main report presents the findings from an analysis of a sample of 95 GPS youth who had received services for at least three months, and whose cases were closed as of April 2017.

Based on this sample, GPS exceeded its stated goal that 75% (225/300) of participating youth will not have an additional offense during 3-year program; **82 percent of youth had no new or more severe offenses during or after their participation in GPS and 88 percent had no new offenses (of any severity) after leaving GPS**. Over half of the youth in the sample (57%) had no offenses reported in the Juvenile Justice System either before, during, or after GPS, and only 11 youth (12%) had a new offense after their participation in GPS.

Outcome Area 2 | Program Component

The time spent establishing relationships, systems, and protocols are evidenced by improvements and increases in City/County/CBO collaboration and collective impact during the GPS program. The level of effort invested in Collective Impact will not end even though CalGRIP funding has ended. The Partnership carries the torch of a *common agenda*, meeting regularly to engage in *continuous communication*, and Apricot has provided partners with the real-time *shared measurement system* and case management that is reflected in this final evaluation report. City of Santa Rosa staff will remain as the *backbone organization*, continuing the momentum and investment in Apricot, using the system for referrals made to other City and community programs providing *mutually reinforcing activities*. Finally, the relationships that have been built and trust that has been cultivated will continue beyond GPS. **The capacity that has been built within the City and among the three CBO partners is strong and will continue to prevent violence and develop positive youth outcomes.**

Project Goals and Objectives

The *proposed* goals and objectives (2014) are presented below, along with project accomplishments as of the grant funding's conclusion on December 31, 2017. Table 2 in the full report presents the final *grant* goals and objectives (2015-17). By the end of three years, **the original goals and objectives were largely accomplished**. Despite name changes, rebranding, or even moving offices within the City, this summative evaluation of the three years of Guiding People Successfully shows a collaborative effort that coalesced and made a collective impact to prevent youth gangs and violence. While any collaborative effort can be tenuous, especially when tied to a finite funding source, many of the early challenges during year one were mitigated and even resolved. Guiding People Successfully seemed to be hitting its stride during year three, and while CBO partners have received other funding from The Partnership, the youth with the most risk factors, living in the highest need areas, are not receiving the same level of intensive services that they did during the CalGRIP 2015-17 grant cycle. In addition, although the Wraparound Coordinator continues to use Apricot to track referrals to community programs administered through The Partnership, the end of CalGRIP funding means the end of tracking demographics, assessments, and services provided for these services.

Goal	Objective(s)	Accomplishments (as of December 31, 2017)
1) Create a Multi-Disciplinary Assessment & Referral Team (MDART) Multi-agency, regional team, responsible for referring targeted youth, reviewing initial comprehensive assessments and youth assets and strengths.	100% (300/300) of youth will receive a comprehensive assessment and referral(s) to critical support services	76% (197/258) of youth served received a comprehensive assessment.
	100% (300/300) will receive an Individual Development Plan (IDP) based on comprehensive assessment.	SAY staff completed IDPs with participating youth. 33% (85/258) of youth had an IDP entered into Apricot. ²
	100% of MDART partners and the Coordinating Council will demonstrate increased knowledge of the PYJ philosophy, the MDART system and the Santa Rosa GPS strategies to address the needs of underserved populations.	While not specifically measured, all MDART partners utilized the PYJ philosophy in youth assessments and service delivery. The Partnership adopted the PYJ as the foundation for its 2017-2022 Strategic Plan
	100% of MDART members will increase their understanding of community issues regarding linguistic diversity and underserved populations through R.E.D training.	MDART members participated in equity, diversity, and trauma-informed trainings at GPAW and elsewhere throughout the community.
2) Implement CTC Apricot Software™(Apricot) Data management system to track and coordinate referrals, assessments, case management activities and outcomes.	100% of the MDART will receive Apricot training by County Human Services.	100% of the MDART received Apricot training by County and/or City staff.
	100% of the MDART will actively use the Apricot system for inputting and tracking referrals.	100% of the MDART actively used the Apricot system for inputting and tracking referrals.

² More than 85 youth received an Individualized Development Plan (IDP) before Apricot was fully implemented. However, the IDPs were not retroactively entered into the data system. As originally proposed, staff with Social Advocates for Youth (SAY) completed paper IDPs with youth participating in Tackling Tough Schools workshops and work experience activities.

Goal	Objective(s)	Accomplishments (as of December 31, 2017)
3) Hire a 1.0 FTE Bi-lingual, Bi-cultural Wraparound Coordinator - Coordinate and implement MDART, Apricot, PYJ philosophy, and GPS activities.	Wraparound Coordinator will be trained and certified to incorporate Motivational Interviewing when conducting comprehensive assessments with referred youth.	The bi-lingual, bi-cultural Wraparound Coordinator was trained and used Motivational Interviewing when conducting intake interviews with/for referred youth and coordinated MDART, Apricot, PYJ philosophy, and GPS activities.
	75% (225/300) of participating youth will not have an additional offense during 3-year program.	Of 95 closed GPS youth served over 3 months as of 4/21/17: 88% (84) did not have a new or higher-level offense during or after GPS.
4) Serve 300 gang-impacted, underserved youth	50% (150/300) will receive intensive services, including case management, mental health counseling and evidence-based interventions.	100% of youth served by the CBOs (258) received one or more "Intensive service": Case planning, ongoing case management (Direct Service), Class/Curriculum (e.g., Tackling Tough Skills), Crisis Intervention, El Puente, or Pro-social activities.
	50% (150/300) will complete the Tackling the Tough Skills™ curriculum	55% (143/258) youth have participated in Tackling Tough Skills. 76% of those youth (109/143) are known to have completed the TTS curriculum.
4) Serve 300 gang-impacted, underserved youth	70% (105/150) of those receiving intensive services will show improvement in two or more of the PYJ domains.	70% of youth (112/160) showed improvement in two or more domains on Staff Assessments. 79% of youth (79/100) showed improvement in two or more domains on Self Assessments.

Problems/Barriers Identified and Addressed

One of the biggest challenges faced during the three years of Guiding People Successfully was related to data collection. Quantitative data was collected directly by the Wraparound Coordinator and GPS provider partners, initially on paper forms and later entered online directly into Apricot. Data collection forms and procedures were collaboratively developed during year one, in anticipation of the launch of an online shared data collection system (Apricot) early in year two. However, issues beyond the control of The Partnership and GPS resulted in delays in implementing Apricot until the end of year two. GPS staff and service providing partners diligently collected data via paper form and all partners, including the evaluation team, provided significant person-hours and emotional labor in data entry and clean up. All GPS partners should be commended for their patience, diligence, and empathy in getting Apricot up and running. Their almost Herculean effort in back-entering data from years one and two, and their willingness to adopt Apricot entirely in year three show in the robust data that the evaluation team was able to extract from Apricot to present in this evaluation report. However, despite this massive amount of work, and the high quality of data in Apricot, the data presented in this report comes with the caveat that it likely undercounts the level of service and impact of Guiding People Successfully. We know that valuable data was lost during those first two years of GPS. Even with that caveat, **GPS has served, and had a positive impact, on the most high-risk youth living in the highest need areas in Santa Rosa.**

While the organizational structure of the GPS program was executed largely as planned with referrals received and assigned by the City's Wraparound Coordinator, direct services provided by CBO partners, and monthly multi-disciplinary programmatic and case management meetings, HIPAA regulations prevented LifeWorks staff from discussing youth during the MDART meetings. Case review and management occurred one-one-one between the Wraparound Coordinator and LifeWorks staff, as needed.

Most heartbreakingly, a series of wildfires devastated areas within and around the City of Santa Rosa in the fall of 2017. City staff were seconded to disaster relief efforts, and the GPS program essentially went dark for several months during the initial recovery response. Even after City and CBO staff returned to work, focus was on addressing the massive trauma experienced by youth and families throughout the community, as well as the partners themselves. This resulted in the last months of the grant cycle ending somewhat abruptly and early.

Unintended Outcomes

The GPS operations were conceptually designed wherein the program included three phases: (1) referral and assignment to a community-based partner; (2) enrollment in the Tackling Tough Skills (TTS) curriculum; and (3) ongoing case management services and supports. The initial plan was that when youth completed the phases that pertain to their Individual Development Plan (IDP), the MDART would review the case and close it, which included a reassessment of gang involvement and other risk and protective factors (recorded on a Case Closure form). During the first year, program staff realized quickly that diverse youth needs required a more intensive case management than originally planned. Based on formative evaluation findings during years 1 and 2, programmatic changes occurred in response to various GPS youth needs and program capacity.

It became clear very early that not every youth needed and/or wanted to work with each provider in order. In addition, it became clear that **all participating youth benefited from ongoing case management**, not just youth participating in TTS and/or work experience. Staff from California Youth Outreach (CYO) - and LifeWorks to the extent possible within HIPAA regulations - partnered with staff from Social Advocates for Youth (SAY) to provide case management and problem solving for all participating youth. Over the three years, every participating youth received at least some "intensive services."

Rather than participating in Tackling Tough Skills (TTS) with SAY first, and some youth were better served by immediately receiving "support services" provided by CYO and/or LifeWorks. In addition, the timing and sequencing of TTS precluded all youth from participating. Youth completed the TTS workshops as a cohort, and only one series of workshops could occur at a time. So, whether Work was not the top priority PYJ domain and/or whether timing did not work out, some youth did not participate in TTS.

While these changes provided a deeper level of service for youth, an unintended consequence of changing the workflow was eliminating a **clear process for closing cases**. During the first two program years, cases were not closed in a timely manner, either because youth needed ongoing services, or because referral sources requested cases stay open. The case closure process was

clarified during the third year, but the challenging in following the proposed case closure procedures are evidenced by a limited number of post-program self-assessments.

Although the level of service delivery was just short of the proposed number (258 youth instead of 300 youth), the **depth of services youth received was greater than originally intended**. The level of need, as well as the level of demand by referral sources, was unanticipated. Often when the Wraparound Coordinator would contact referral sources to close referrals, the contact person would vehemently request that the program keep trying to serve the youth because they deemed the need to be so great. While there was less “churn” in youth served than expected, the services provided to youth had a demonstrated impact in terms of decreased risk, increased resilience, and improvement in all six Positive Youth Justice Domains.

In addition, while the initial intention may have been to work with youth already involved in the Juvenile Justice System, GPS received referrals from a variety of sources, including partnering agencies, schools, or other governmental agencies. Only ten percent of referrals came from law enforcement. Thus, GPS had a **strong prevention focus**, serving youth who were gang impacted and at risk for violence but perhaps who were not yet engaged in gang or violent activities, and a smaller *intervention* focus, working with youth already in the Juvenile Justice System.

Lessons Learned

Despite start-up and implementation challenges, especially during year one, GPS partners put in an incredible amount of work to complete – and collect data to demonstrate – the level of support, services, and impact on youth they planned to serve through GPS. By the end of year three, positive outcomes could be seen for participating youth, program service delivery, and the community as whole. The Collective Impact of GPS clearly changed policy, systems, and service delivery in the City of Santa Rosa and within the County of Sonoma is described in the next section. In the end, **the project did work as intended**.

The biggest lesson learned during Guiding People Successfully is that it takes at least three years for a multi-disciplinary, Collective Impact initiative of this size to get off the ground. It can take up to (and sometimes over) a full first year to develop relationships and infrastructure for a large prevention and intervention program. City and CBO staff really seemed to hit their stride in year three, particularly with the implementation of Apricot. As the findings in this evaluation report show, partners met all of their stated goals and objectives for the grant, and were positioned to continue that progress. Lessons learned included the following:

- **It takes time:** Developing protocols and systems takes time and patience, and a shared commitment to the cause. The GPS partners and systems stakeholders were united in their commitment to prevention and intervention of gang issues; the partners were especially patient as the data collection tools and strategies, and data collection system evolved and changed over time. A considerable number of person-hours and emotional labor went into developing, implementing, and populating Apricot, the fruits of which are reflected throughout this report.
- **It depends on collective action:** Collective Impact requires traction in at least one of the five core components, to kick-start a collaborative program with systems level change in mind. The

GPS Program has demonstrated strength in all five areas, which reinforced ongoing program development and expansion during the three years. There were many hard conversations that took place during the years, as well as many shared successes. The partnership between the City and the CBOs, as well as with The Partnership, provided the foundation and trust for Collective Impact to occur.

- **Collective Impact comes before Collective Outcomes:** It took time for participant outcomes to become available as the program was implemented, youth enrolled, received services, and closed their cases. The Recidivism study prepared in collaboration with the County of Sonoma Department of Probation provides an important glimpse into the Juvenile Justice System outcomes that are possible from a program like this.
- **Learning as you go:** The GPS Program had a culture of learning, trial and error, and immediate response to new challenges along the way. The highly cooperative and mutually respectful relationships among the GPS partners and systems stakeholders provided a working collaborative that shares a commitment to change. MDART meetings were well attended by the CBOs providing GPS services, and all attendees were present, engaged, and interested in improving and sustaining the programs. The partners and stakeholders were all vested in using this grant to learn and apply lessons for the improvement of high risk communities and the youth who are at risk of gang involvement. These lessons will continue to inform policy and practice throughout the Santa Rosa area.

Fortunately for the youth and families of Santa Rosa, the relationships developed and commitment to violence prevention and Positive Youth Justice will continue after the end of Guiding People Successfully. Leadership with The Violence Prevention Partnership have already embraced much of the work of Guiding People Successfully CBO partners, and will continue to provide limited funding to keep their services going to reduce juvenile violence and reduce recidivism in the Juvenile Justice System.

Regardless of whether, or from where, future funding for gang and violence prevention comes, or what the services look like, it is clear that youth received needed services through GPS, and that they benefitted from them. From the partner interviews and participant observations, the evaluation found that a strong foundation of public/private cross-agency collaboration and trust was developed over the three years of the 2015-17 CalGRIP initiative in Santa Rosa. The grant funding reinforced and accelerated the creation of systems that are ready for seamless transition to continue, possibly under the BSCC's California Violence Intervention and Prevention (CalVIP) grant funding.

Section 1

Project Description: Background & Introduction

The Santa Rosa Violence Prevention Partnership (The Partnership) is a collaborative initiative designed to coordinate existing resources and community programs to prevent and intervene with gang violence. In January 2015, the City of Santa Rosa received three years of funding support from the California Board of State and Community Corrections (BSCC) under its CalGRIP (Gang Reduction, Intervention, and Prevention) Program initiative. The Guiding People Successfully³ (GPS) Program combines the Positive Youth Justice (PYJ) framework and evidence-based programming focusing on prevention and early intervention with youth at risk for gang involvement. This innovative strategy represents a collaborative wraparound approach to mitigate factors that put youth at risk for violence and gang involvement, as well as enhance protective factors that mitigate gang violence. The City contracted with LPC Consulting Associates, Inc. to design and implement a formative and summative evaluation study to assess the collaborative features of The Partnership, as well as how these features manifested in the implementation of the GPS Program, in a coalition of partner agencies and organizations from January 1, 2015 through December 31, 2017.

As part of a developmental evaluation process, LPC prepared formative evaluation updates at the end of program years 1 and 2 to inform program staff of progress towards GPS goals and objectives, as well as make suggestions for program functioning. This cumulative report represents a deliverable of summative evaluation, with the aim of answering evaluation research questions posed in the 2015 Evaluation Design and presenting an overall analysis of the project's design and performance over three years (2015-2017). **Each evaluation research question is presented in a call out box next to the corresponding evaluation finding.**

Quantitative program data collected in Apricot from January 1, 2015 through December 31, 2017 is presented in Section 3: GPS Participant Process and Section 4: GPS Participant Outcomes. A summary of the GPS program evaluation is presented in Section 2: Research Design/Evaluation Overview. A qualitative summary of interviews and focus groups conducted in 2016 and 2017 with key staff and partners exploring the Collective Impact of GPS is presented in Section 5: Collective Impact for Gang Reduction and Intervention, with quotations from the interviews in italics. The report concludes with Section 6: Lessons Learned and Recommendations, a summary of findings and recommendations from the evaluation team for future multi-disciplinary endeavors working to make a collective impact to prevent and intervene in gang involvement and violence.

³ Through most of the first year (2015), the program was known as the Gang Prevention Strategies (GPS) Program. At the November 2015 meeting with the partners, the program was renamed "Guiding People Successfully" based on input and suggestions from a youth focus group.

1.1 Community Conditions Related to Risk for Gang Involvement

Evaluation Research Question:

What community conditions will the GPS address?

How was the need for this project defined?

Santa Rosa is located approximately 60 miles north of San Francisco and serves as the county seat of Sonoma County. The largest city on California's northern coast, Santa Rosa has grown to a population of approximately 175,000 in 2016, a 4.4 percent increase since 2010. While the City of Santa Rosa and Sonoma County are relatively well-educated and affluent communities, there are "two very different realities occurring in Santa Rosa." Between 2000 and 2010, a dramatic shift in the demographic characteristics occurred: the Latino population in Santa Rosa doubled to nearly 29 percent; further, 41 percent of the children enrolled in Sonoma County public schools are Latino. The Asian population has increased to 5.1 percent, and although still the majority, Santa Rosa residents who identify as white make up slightly less than 60 percent of the population.⁴ According to the American Community Survey, about 12 percent of the population in the City of Santa Rosa lives below the federal poverty level and nearly one-third of residents over age five (31%) speak languages other than English at home.⁵ The growing Latino population is concentrated in neighborhoods where multiple risk factors for gang involvement exist, including poverty, low educational attainment, and crime. The confluence of these factors has given rise to an emergent problem with Latino youth gangs in specific neighborhoods throughout Santa Rosa. To address this growing need, the City of Santa Rosa was the most northern jurisdiction to receive 2015-2017 CalGRIP funding from the Board of State and Community Corrections (BSCC).

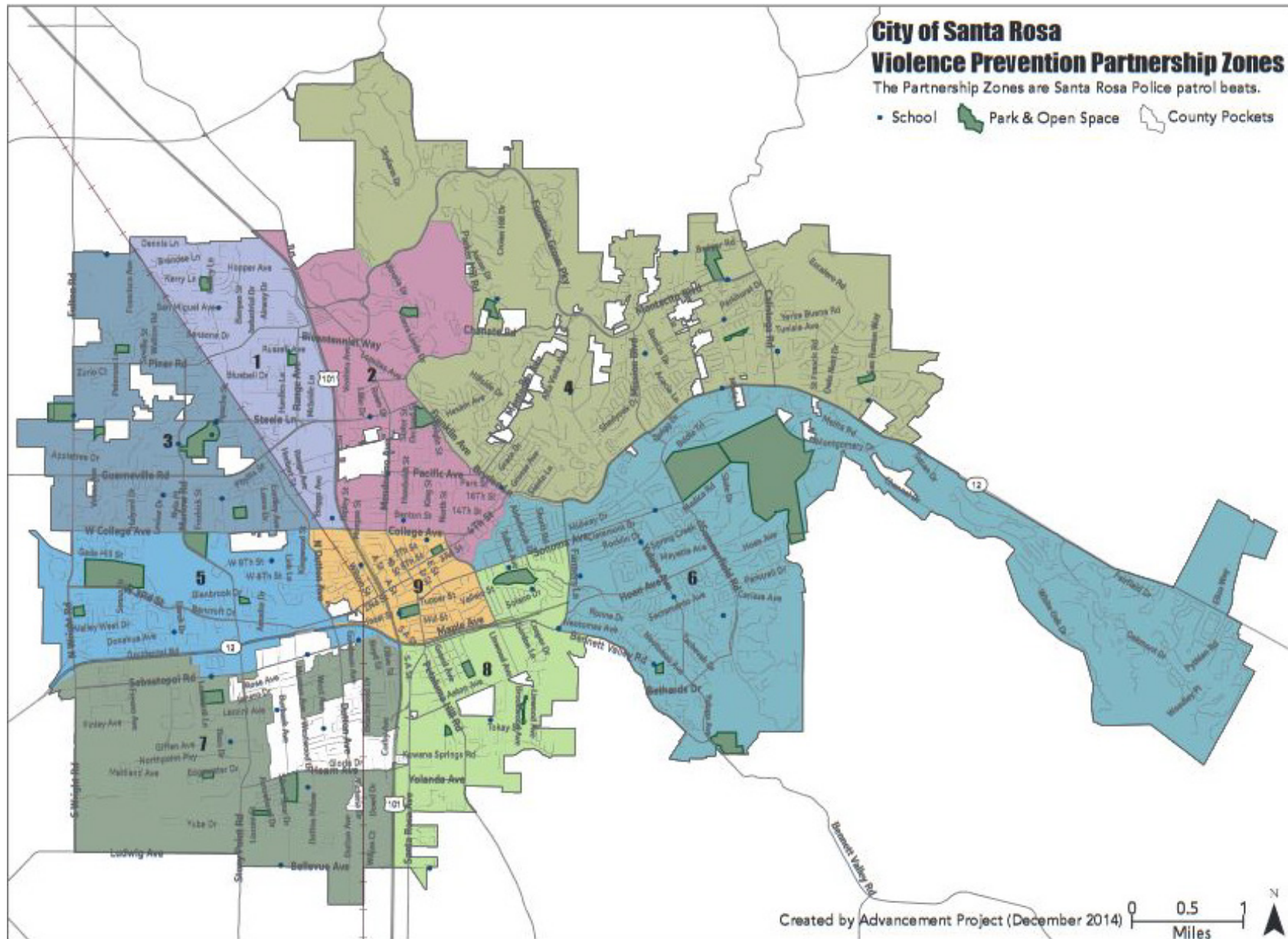
The City of Santa Rosa is split into approximately 30 neighborhoods and further condensed into nine 'Partnership Zones'⁶ with varying levels of diversity with factors such as social economic status, race, ethnicity, educational levels, and community engagement and investment (refer to the map in Figure 1). The Centers for Disease Control and Prevention (CDC) identified these factors as potential risk factors for gang affiliation and the involvement of youth. The Guiding People Successfully (GPS) Program in Santa Rosa aims to address both the risk factors for youth gang involvement and the protective factors that may stem the gang violence among youth ages 12-24.

⁴ Based the 2010 US Census: State and County QuickFacts. Data derived from 2017 Population Estimates, American Community Survey, last revised 2/14/2018. <https://www.census.gov/quickfacts/fact/table/santarosacitycalifornia,CA/PST045217>.

⁵ Santa Rosa Violence Prevention Partnership (The Partnership). Santa Rosa Safety Scorecard, 2016, p. 12.

⁶ Santa Rosa Violence Prevention Partnership (The Partnership). Santa Rosa Safety Scorecard, 2016, p. 16-19

Figure 1. City of Santa Rosa Violence Prevention Partnership Zones



Violence is symptomatic of larger community concerns such as the inequalities of several risk factors. Figure 2 below presents an overview how each zone in Santa Rosa ranks by key risk factor identified by The Partnership.⁷ Zones 1, 2, 7, 8, and 9, have among the highest rates of rent-burdened households and unemployment, arrests, gang involvement, youth violent crime, family trauma, and student suspensions. These zones also represent the lowest rates of home ownership and school attendance.

Figure 2. Santa Rosa Community Safety Scorecard: Summary



Note: N/A means no applicable schools in the zone.

The defined “Zones” in Santa Rosa identify where these co-occurring factors are concentrated, where youth are most at risk, and where to direct resources strategically. The GPS Program fosters coordination among a multi-disciplinary team to approach these high-need, underserved youth who are at risk for involvement in the juvenile justice system or gang violence because of their exposure to multiple risk factors.

⁷ The Scorecard colors indicate where measures represent a greater or lesser opportunity for partnership and targeted resource provision. Santa Rosa Community Safety Scorecard, 2016, p. 23

1.1.1 Incidence & Prevalence of Youth-Involved Crime in Santa Rosa

The 2016 Scorecard included a collaborative analysis exploring where youth-involved violent crime concentrates to identify High Need Areas.⁸ The analysis conducted by Advancement Project staff and reviewed and contributed to by City of Santa Rosa staff, Partnership Goals Team and Steering Committee, and Partnership Executive Team identified six high-need areas, which have the highest densities of crime in Santa Rosa:

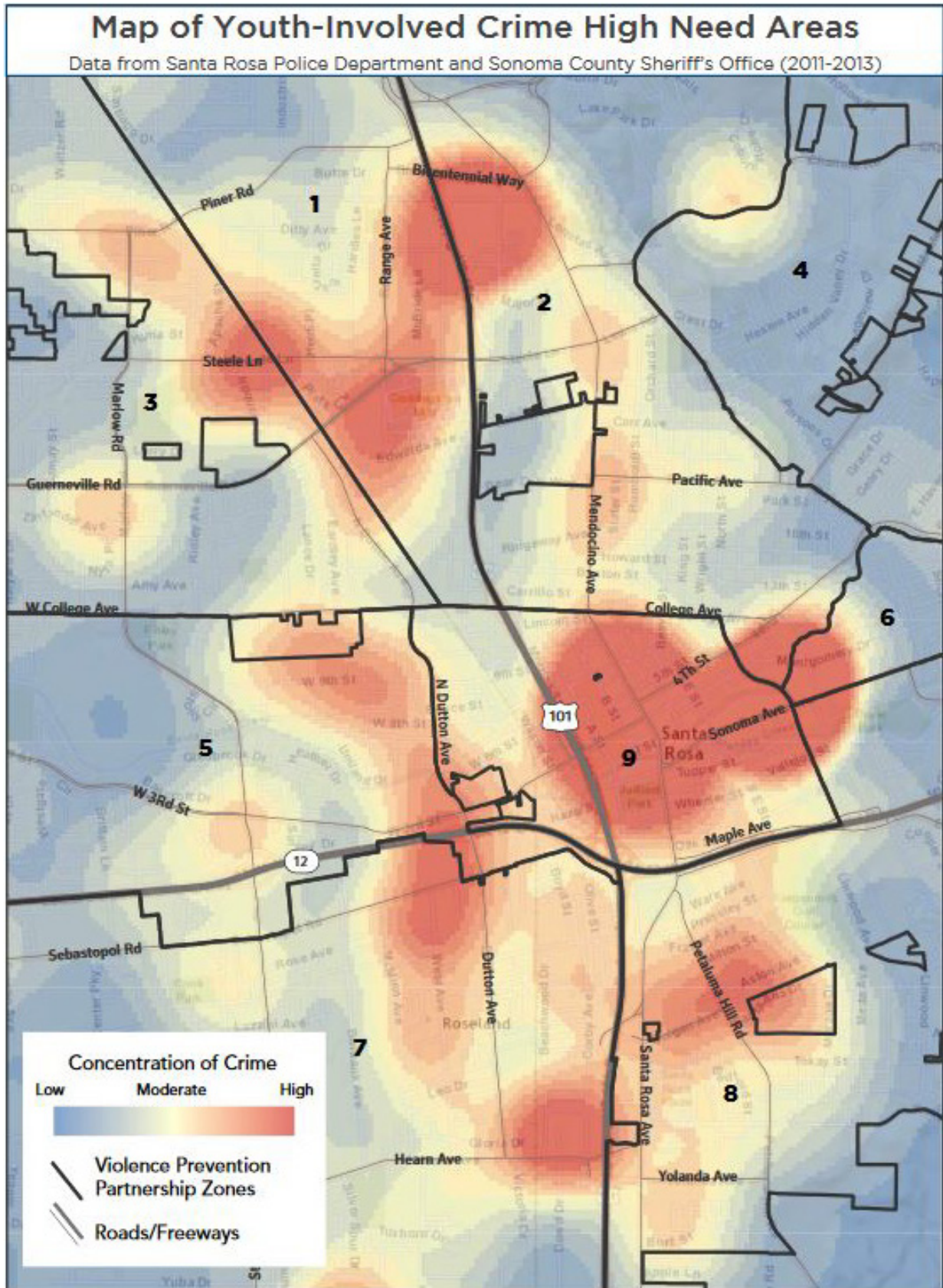
- Corby/Hearn Ave Area
- Downtown
- Roseland Area
- South Park Area
- West Steele Area
- West 9th Area

The map in Figure 3 uses the Kernel Density calculation method⁹ to measure the density of youth-involved violent crime incidents reported by the Santa Rosa Police Department and Sonoma County Sheriff's Office. The deep red areas have the highest relative concentrations of youth-involved violent crime and are identified as High Need Areas.

⁸ 2016 Community Safety Scorecard, p. 66-67

⁹ The method calculates the frequency that incidents (in this case) in relation to their location and produces an output that can be visualized using divergent colors.

Figure 3. Map of Youth-Involved Crime High Need Areas



The Guiding People Successfully program serves youth across Santa Rosa, focusing their efforts in the zones most impacted by gang violence and youth crime, in alignment with data compiled by the Santa Rosa Police Department and Sonoma County Sheriff's Office. The GPS Referral and Enrollment forms collected home address information, which the evaluation team has plotted in the following two maps. Youth who were referred to GPS (Figure 4) and who were enrolled in GPS (Figure 5) live in the highest need areas.

Figure 4. Map of GPS Program Referrals (2015-2017)

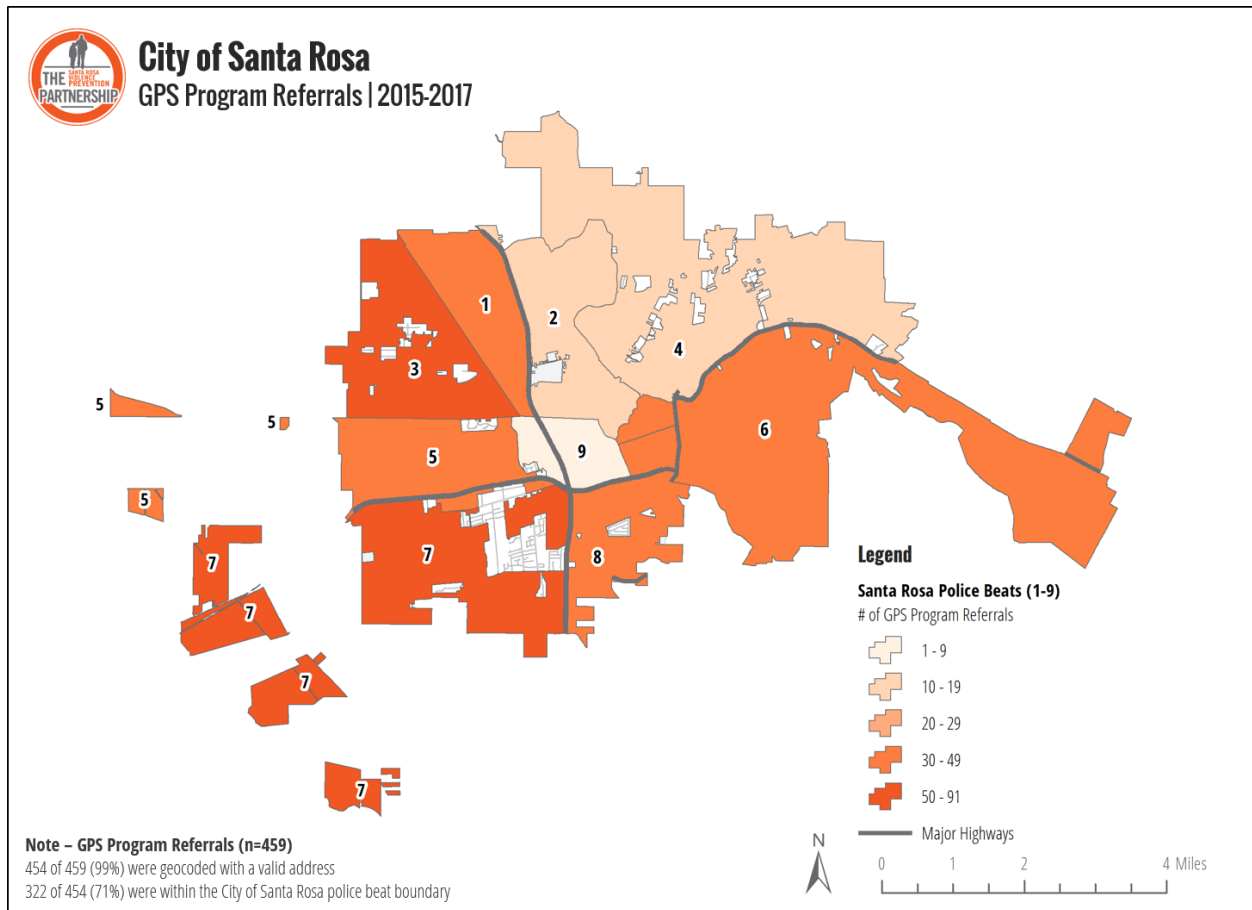
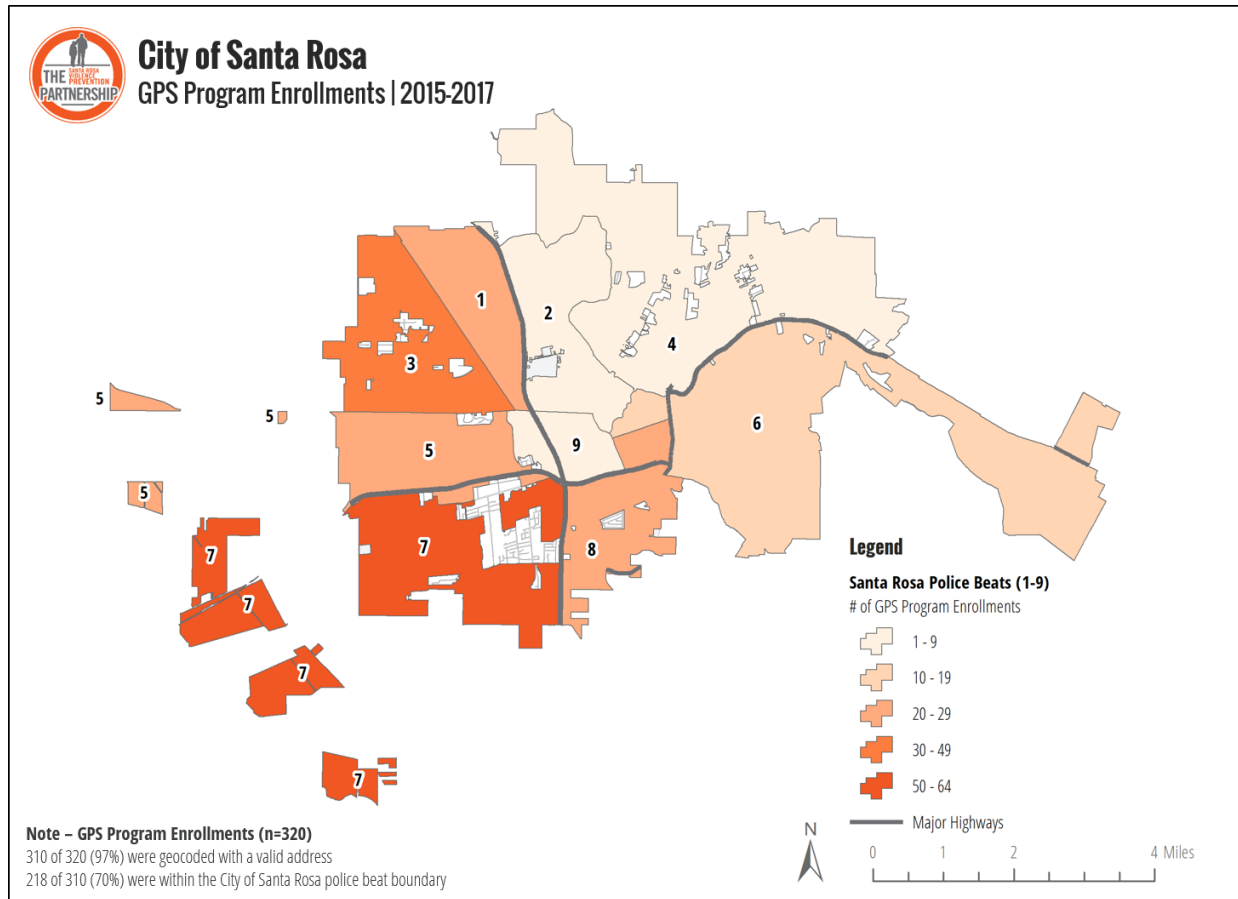


Figure 5. Map of GPS Enrollments (2015-2017)



While the map in Figure 3. Map of Youth-Involved Crime High Need Areas plots where crimes actually occur, Figures 4 and 5 plot where youth live, with the highest number youth referred to and enrolled in GPS living in Zones 1, 3, 5, and 7. It is important to note that while a high concentration of youth-involved crime occurs in Zone 9 (Downtown), few GPS youth actually live in that zone. This is likely because many of the youth-involved crimes in Zone 9 take place in “high interest public places” in zone such as the Downtown Core including Transit Mall, Courthouse Square, Santa Rosa Plaza Mall, Railroad Square, and the Prince Memorial Greenway. Sections 3 and 4 present detailed data regarding individual risk factors, but these maps indicate that over all three years, GPS has served the youth living in the highest need areas identified by the Partnership.

1.1.2 Who is Eligible & Qualifies for GPS?

The GPS Program was designed to serve youth who are at risk for gang involvement or have already displayed any one of several risk factors associated with gang involvement. Youth served include:

- **Probationary** – any youth referred by Probation regardless of status or risk level;
- **Gang-impacted** – any youth experiencing risk behaviors, having friends or family in a gang, living in a neighborhood impacted gangs; and
- **Underserved** – youth for whom access to GPS services may prevent them from the gang lifestyle.

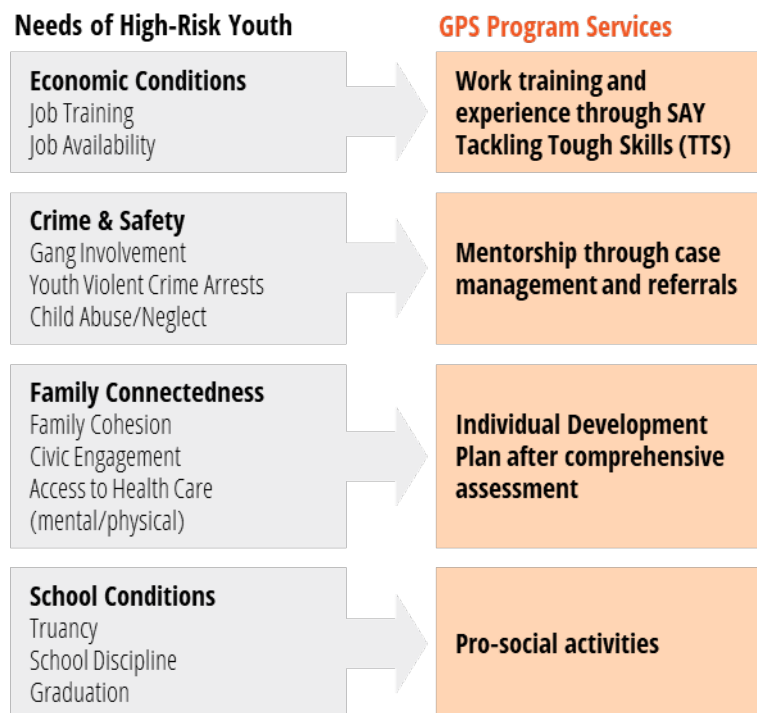
During the startup of the GPS Program, partners and stakeholders engaged in many meetings and discussions to ascertain what delineate more specific criteria associated with high, medium, or low risk youth. The program focused on low and medium risk youth, since its goals align with primary prevention and early intervention. However, Probation and District Attorney offices were a potential source for referrals, which may include some referrals who are higher risk youth already known to be involved in gang related criminal behavior. The question of which risk factors define high, medium, or low risk was never definitively integrated into the program. While the program ultimately defined level, need and risk were more subjectively and holistically determined by the Wraparound Coordinator and CBO provider staff.

1.2 The GPS Program Components for Gang Prevention & Intervention

Evaluation Research Question:
What are the program components of the GPS?

The GPS Program consists of a collaborative approach, recognizing the complexity of issues and root causes of gang involvement, as well as the needs and gaps to address for gang prevention. The GPS approach includes components to address work readiness (including education), life skills, family and individual support services to address trauma or mental health issues, and the promotion of and access to pro-social activities to serve as alternatives to “the life” of gang membership. While the program does not aim to “end gang involvement,” it is strategically focusing on youth at risk, who may or may not already be involved with the juvenile justice system, with resources to mitigate risk and criminal activity with positive alternatives.

Figure 6. Link Between Risk Areas for Youth & GPS Program Services



The GPS Program addressed multiple issues and needs, as shown in Figure 6. Because youth at risk are often at a disadvantage for employment, there was an emphasis on getting GPS youth ready for the workplace, which may have included attention to completing high school, learning job readiness skills, and/or gaining on-the-job internship experience. GPS also addressed a host of crime and safety issues and delinquent or criminal behavior via mentorships and case management services. Family and community connections were addressed through the Individual Development Plan (IDP), and referrals to other services in the community. Work readiness was addressed through the Tackling Tough Skills (TTS) curriculum, and a host of pro-social activities support school success and expand the horizons of participating youth. GPS-funded stipends support activities that required resources GPS youth may not have had access to (e.g., school supplies, work clothes, travel, equipment, and/or league dues).

Using the values and domains of a Positive Youth Justice (PYJ) Model, the GPS partners' network focused on promoting school involvement, pro-social activities community engagement, job training and stability, access to opportunities that were alternatives to the attraction of gang involvement:

Work | work readiness skills, life skills

Education | problem solving skills, communication skills

Relationships | family and individual therapy

Community | community outreach

Health | drug and alcohol diversion/prevention programs, anger management skills

Creativity | pro-social activities, structured support groups

Attachment A presents a narrative literature review¹⁰ detailing research that supported the GPS programmatic approaches that focused on younger youth because early interventions that address risk and protective factors before the age of 14 can be more effective in diverting a youth's time and attention from the gang lifestyle. The research identified numerous constructs/objectives embedded in the PYJ model, and implemented within the GPS program that promote and/or foster positive youth outcomes (e.g., bonding, social competence, and self-efficacy). Figure 7 presents an overview of the findings from the literature review with a focus on the service approaches that comprised the GPS Program.

¹⁰ The literature review was originally included in the GPS Evaluation Design (2015) and Year One Evaluation Report prepared by LPC.

Figure 7. Overview of Literature Review Findings

CITY OF SANTA ROSA

GUIDING PEOPLE SUCCESSFULLY (GPS) PROGRAM

A POSITIVE YOUTH JUSTICE (PYJ)/POSITIVE YOUTH DEVELOPMENT (PYD) APPROACH

The Foundations of GPS

Evidence Based Practices
Brief Strategic Family Therapy, Motivational Interviewing, Tackling the Tough Skills

Case Management

Work Readiness

Multi-disciplinary Assessment and Referral Team

What the literature says...

GPS Program Element	Outcome/ Effectiveness
PYD	<p>Increases</p> <ul style="list-style-type: none"> Youth resilience Indicators of wellbeing
Brief Strategic Family Therapy	<p>Reduces</p> <ul style="list-style-type: none"> Conduct problems Substance use and abuse Association with antisocial peers Impaired family functioning
Motivational Interviewing	<p>Reduces</p> <ul style="list-style-type: none"> Alcohol-related problems in adolescents Fighting behavior and marijuana use, providing support for reduced involvement in risky behaviors <p>Increases</p> <ul style="list-style-type: none"> Clients' engagement in treatment and intent to change significantly Youth confidence in ability to perform behaviors needed to reach academic and career goals <p>Effective for</p> <ul style="list-style-type: none"> Not only substance abuse but enhancing general health-promoting behaviors Individuals with high and low levels of distress <p>MI is as successful as other interventions, and may require less time to achieve results similar to other specific treatments. May work best as a prelude to further treatment, and based on cognitive development issues.</p> <p><i>Note: May not be as helpful prior to age 12 when some degree of abstract reasoning is present.</i></p>
Workforce Readiness	<p>Addresses key challenges and needs with mixed results from research to date.</p>

Evidence Based Practices Promising approaches which require a lot of strategic planning on the part of partners in the early phases of program development.

Promising Program Element:

PYD Through Sports

- Youth with higher self-determined motivation toward running reported higher general self-efficacy, more positive attitudes toward a healthy lifestyle, and lower engagement in threatening behavior
- Youth who participated longer showed more sustained improvements

Six key features of effective PYD physical activity programs:

1. Match individuals' specific needs with program objectives
2. Locate project activities outside of the normal school context
3. Work closely with youth to choose activities, set targets, and review progress
4. Establish positive relationships between leaders, mentors, and youth
5. Offer youth the opportunity to work with and for other young people
6. Make available structured pathways to enable youth have sustained involvement in related activities

FIDELITY It has been concluded that if many communities employed these effective interventions, and implemented them with fidelity, the outcome is likely to be substantially reduced youth violence.

In order to create a **youth employment** service delivery system, a community must leverage both public and private resources strategically. Vocational and job training programs are critical because they focus their activities on minimizing risk factors and enhancing protective factors by providing a pathway for youth to transition to a healthy adult lifestyle.

The **motivational interviewing** (MI) technique has shown to be an effective intervention for promoting adolescent substance abuse behavior change, while more research is needed in order to document its effectiveness in terms of general adolescent behavior changes.

It is important to **strengthen core social institutions**, such as schools and families, and provide interventions for youth at high risk for delinquency and gang involvement early in life, specifically targeting neighborhoods and schools where gang problems are serious and more permanent when developing gang-prevention and intervention-type programs.

Using sports as the **pro-social** context for PYJ is showing great promise in terms of improving self-efficacy, more positive attitudes toward a healthy lifestyle, and lower involvement in risk behaviors.

The three years of the Guiding People Successfully program have demonstrated that youth violence prevention and intervention strategies require a diverse catalog of services, opportunities, and supports provided by a diverse group of stakeholders.

1.3 GPS Partner Agencies, Roles & Responsibilities

Evaluation Research Question:

What public agencies, community based organizations, and community stakeholders are partners in GPS?

What are their respective roles and responsibilities?

The GPS Program consists of a variety of partners who share a commitment to reducing youth violence or gang involvement, and an affinity for working with youth effectively. The key components of the GPS are: (1) a Multi-Disciplinary Assessment and Referral Team (MDART); (2) wraparound service delivery coordination; (3) case management services; (4) specific services such as motivational interviewing, life skills, and work experience; and (5) community outreach.

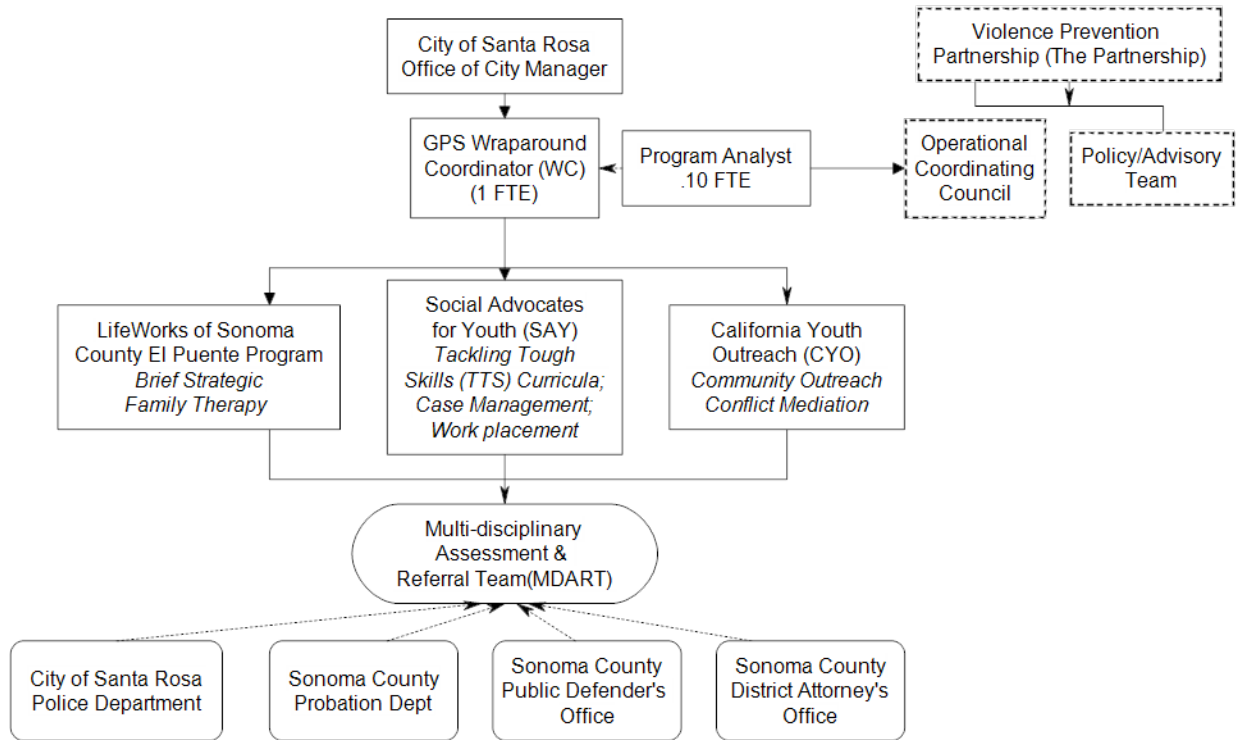
While many GPS youth were served by more than one GPS community provider, each CBO partner focused on providing specific support services. Table 1 provides an overview of the partners in the GPS Program, the sectors represented, and their respective roles.

Table 1. Overview of GPS Partners

Organization	Sector	Roles/Responsibilities
City of Santa Rosa – Backbone Organization	Local Government	- Project coordination - Grant management and contracting - Facilitate MDART triage and referral process
California Youth Outreach (CYO)	Youth Development	- Pro-social activities, community service, mediation, and outreach and awareness
LifeWorks of Sonoma County (LW)	Family & Youth Services	- El Puente Program with Brief Strategic Family Therapy (BSFT)
Social Advocates for Youth (SAY)	Youth Development	- Case management - Tackling the Tough Skills (TTS) preparation for workplace - Placement into paid work projects
Sonoma County Probation Department	Criminal Justice	- Intake and assessment - Probation supervision
Sonoma County Department of Human Services	Human Assistance	- Support for Apricot data sharing program
LPC Consulting Associates, Inc.	Private	- Evaluation design and implementation; data technical assistance
Board of State and Community Corrections (BSCC)	State Government	- Funding through California Gang Reduction, Intervention, and Prevention (CalGRIP) initiative.

The GPS Program represents a public-private partnership, a programmatic extension of the Violence Prevention Partnership of Sonoma County. As shown below, the GPS program was originally staffed within the City Manager’s Office, but shifted into the new Office of Community Engagement in 2016. Despite turnover among individual City staff members, the overall GPS staffing structure has remained relatively stable: a Program Manager, a Program Analyst, and the GPS Wraparound Coordinator, a position created and funded specifically to support GPS. Other public partners come from Santa Rosa Police Department, Sonoma County Probation Department, the Sonoma County District Attorney’s office, the Sonoma County Public Defender’s office, and the Santa Rosa Unified School District. Direct services were provided by four community-based organizations, all of which have experience working with high-risk youth and their families in community and school settings: three GPS-funded agencies (Social Advocates for Youth (SAY), California Youth Outreach (CYO), and LifeWorks of Sonoma County (LW)), as well as partner agency, the Boys and Girls Clubs of Greater Santa Rosa.

Figure 8. Collaborative Structure of the GPS Program



Service delivery by City and CBO staff was relatively consistent throughout the three years of GPS. However, after a series of wildfires devastated areas within and around the City of Santa Rosa in late October 2017, City staff were seconded to disaster relief efforts, and the GPS program essentially went dark for several weeks during the initial recovery response. Even after City and CBO staff returned to work, focus was on addressing the massive trauma experienced by youth and families throughout the community. The fires affected the entire community, with several GPS providers and clients either losing their own homes or taking in friends and family members who had lost their homes.

Service providers reported observing the impact of the trauma on youth almost immediately after the fires, and it remains to be seen how this significant community trauma impacts the health and wellness of youth, families, and residents around Santa Rosa. Unfortunately, GPS services were already winding down with the impending end of BSCC funding. However, one hope is that the structure and supports GPS has built to enhance collaborative working relationships between and among these partners will continue to serve youth who are at risk for violence, gang involvement, or affiliation. GPS partner agencies continued to address youth needs after the fires, and intended to continue serving youth through other programs and funding streams after BSCC funding ended on December 31, 2017.

The GPS Program provided a coordinated approach to identifying youth who are at imminent risk of gang involvement, assessing the needs of the youth and family, and linking the youth to service strategies designed to provide opportunities and alternatives to the gang lifestyle. The core elements of the GPS Program were: (1) centralized intake through the GPS Wraparound Coordinator; (2) preliminary identification of risk and protective factors; (3) referrals to one to three main community-

based organizations who provide a variety of interventions and services, and other organizations as needed; and (4) employment readiness and job placement opportunities for selected youth; (5) case management through a monthly meeting of the Multi-Disciplinary Assessment and Referral Team (MDART) for a subset of the youth; and (6) promotion of a variety of pro-social activities to present alternatives to the gang lifestyle. The program philosophy derived from the Positive Youth Justice model, and aimed to optimize protective factors while minimizing risk factors.

1.4 GPS Goals & Objectives

The GPS goals and objectives represented a combination of systemic change by virtue of implementing a community-based collaboration and a public-private partnership. In addition to City staff and the community-based organization (CBO) partners, the Santa Rosa Police Department, Sonoma County Probation, Sonoma County District Attorney's office, and Sonoma County Public Defender's office were also key stakeholders and regularly participated in the monthly MDART meetings. The MDART was the venue where individual cases are reviewed and discussed, as all or most of the participating members are either working with or know the youth participants whose cases are reviewed. The GPS and its MDART are extensions of the Violence Prevention Partnership, which has both policy and operational subcommittees. The GPS Program takes this model for systems change to direct services with a specific population with specific strategies. Table 2 provides an overview of the Guiding People Successfully program's achievement of its stated goals and objectives.

Table 2. Achievement of GPS Goals & Objectives

GPS Program Goals	Status as of December 31, 2017
1. Create a Multi-Disciplinary Assessment & Referral Team	Complete
2. Implement CTC Apricot Software™(Apricot)	Complete
3. Assign Wraparound Coordinator as responsible for coordination and implementation of MDART, Apricot, PYJ philosophy, and GPS activities	Complete
4. Serve 300 gang-impacted, probationary, and/or underserved youth 12-24	320 youth have been enrolled in GPS/received services from City and/or at least one of the three CBOs 258 youth have received at least one service activity from at least one of the three CBOs.
GPS Program Objectives	Status as of December 31, 2017
1. 50% (150/300) will complete the Tackling the Tough Skills™ curriculum (<i>offered to all 300 youth</i>)	55% (143/258) youth have participated in Tackling Tough Skills ¹¹ 76% of those youth (109/143) are known to have completed the TTS curriculum.

¹¹ The last TTS session entered into Apricot ended June 2017

GPS Program Objectives

Status as of December 31, 2017

2. 75% (225/300) of participating youth will not have an additional offense during 3-year program	<p>Of 95 closed GPS youth served over 3 months as of 4/21/17:</p> <p>88% (84) did not have a new or higher-level offense during or after GPS.</p> <p>82% (78) did not have a new or more <u>severe</u> offense during or after GPS.</p> <p>58% (55/95) had NO offenses before, during, or after GPS.</p> <p>67% (64) closed youth did not have <u>any</u> new or additional offense during or after GPS.</p> <p>18% (17) had a new or more severe offense during (14) or after (3) GPS.</p> <p>50% of the youth with <i>prior</i> offenses (10/20) did not have any offenses during or after GPS.</p>
3. 50% (150/300) will receive intensive services, including case management with an Individual Development Plan, mental health counseling and evidence-based interventions	100% of youth served by the CBOs (258) received one or more "Intensive service": Case planning, ongoing case management (Direct Service), Class/Curriculum (e.g., Tackling Tough Skills), Crisis Intervention, El Puente, or Pro-social activities
4. 70% (105/150) of those receiving intensive services will show improvement in two or more PYJ domains: work, education, relationships, community, health, creativity.	<p>70% of youth (112/160) showed improvement in two or more domains on <u>Staff</u> Assessments.</p> <p>79% of youth (79/100) showed improvement in two or more domains on <u>Self</u> Assessments.</p>

1.5 Systems Change: Collaborative Organizational Structure of the GPS Program

Evaluation Research Question:

What changes in policy/practice result from GPS implementation?

The GPS Program model introduced change at two levels. First, the program represented an extension of the Violence Prevention Partnership in that it operationalized the principles and goals of that collaborative body of both policy makers and practitioners into direct service with the highest need youth. GPS was a manifestation of The

Partnership with representation from many of the same public agencies and community-based organizations (CBO). The backbone infrastructure was represented by the City Manager's Office where the fulltime, dedicated GPS Wraparound Coordinator provided day to day support for and administration of program operations and coordination. The City also provided all fiscal management and was responsible for reporting to the grant funder (the BSCC).

Secondly, the GPS Program aimed to implement systems change among practitioners and organizations that work with youth, to work collectively toward the same ends and to demonstrate a multi-disciplinary and case management approach to change for individual youth, with strategic alliances and program activities designed to reduce risk and increase protective factors.

The GPS Wraparound Coordinator was the primary point of contact for the GPS Program, and maintained ongoing formal and informal communication with all three GPS partner organizations, as well as the public agencies with representatives who participate on the MDART. The monthly MDART meetings provided the formal mechanism for developing program processes and procedures, for integrating a uniform system of data collection, and for framing guidelines for the program. The

Wraparound Coordinator was instrumental in the implementation of the Apricot data sharing system and the massive data entry and clean-up process.

In response to findings from the year one formative evaluation report, the MDART split into two agendas during year two; the first half as a forum for programmatic and policy discussions and updates, the second half as the venue for case management discussions related to specific youth and service providers.

1.6 GPS Operations & Workflow

Evaluation Research Question:

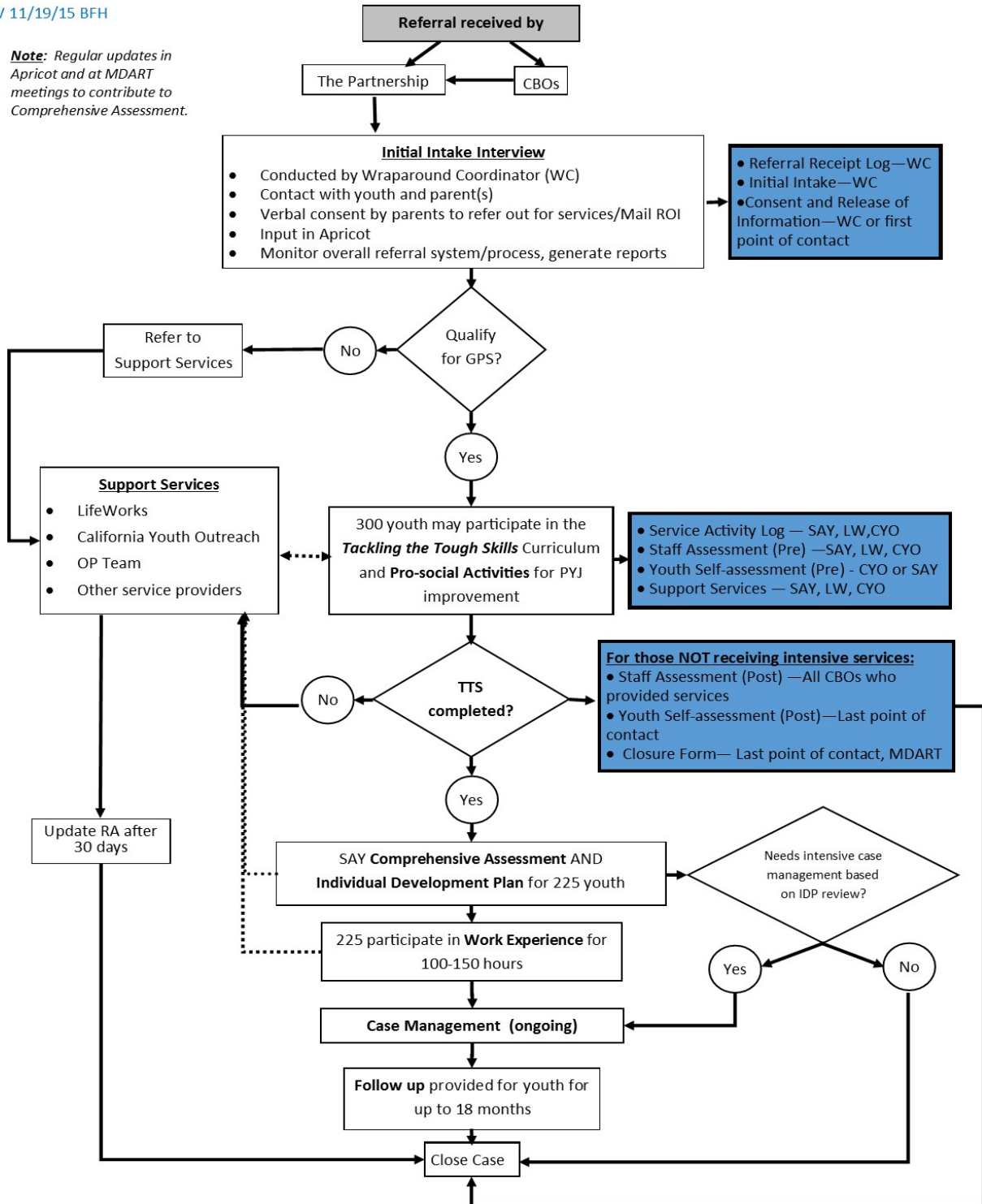
To what extent are evidence-based programs implemented with fidelity?

The GPS operations were conceptually designed as illustrated in Figure 9 below, wherein the program included three phases: (1) referral and assignment to a community-based partner; (2) enrollment in the Tackling Tough Skills (TTS) curriculum; and (3) ongoing case management services and supports. The initial plan was that when youth completed the phases that pertain to their Individual Development Plan (IDP), the MDART would review the case and close it, which included a reassessment of gang involvement and other risk and protective factors (recorded on a Case Closure form). During the first year, program staff realized quickly that the diversity of youth needs required a more intensive case management than originally planned. The next section describes programmatic changes that occurred in response to various GPS youth needs and program capacity.

Figure 9. GPS Program Referral Flow Diagram, 2015

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Note: Regular updates in Apricot and at MDART meetings to contribute to Comprehensive Assessment.



1.6.1 Fidelity to the GPS Program Model

The GPS Program Model included the following stages of involvement, starting with a referral to GPS from schools, community organizations, law enforcement, probation, or on occasion, concerned family members, received by the Wraparound Coordinator. The stages of the program¹² were:

- **Referral Receipt and Assignment to GPS Partner:** The Wraparound Coordinator received referrals, often via fax or email. She recorded all incoming referrals in Apricot to monitor the time to interview and intake, and assigned the youth to one or more of the three GPS partners. She then contacted the parents of the youth (unless the youth was not a minor) and explained the GPS Program. If the youth was eligible and the GPS program best served the youth's needs, she received verbal consent from parents and completed the Initial Intake Form, sending the Release of Information (ROI) form for signature with a GPS Program brochure by mail. Based on the specific needs of the youth, the assigned GPS partner(s) were alerted in Apricot of the newly enrolled youth in GPS.
- **Enrollment in the Tackling Tough Skills (TTS) Curriculum:** Youth who qualified for TTS (by age, need, and availability) were enrolled in the TTS with GPS partner Social Advocates for Youth (SAY). For youth who did not qualify for TTS, or for whom TTS was not appropriate, the Wraparound Coordinator and GPS partners determined other services for that youth, based on needs. Youth referred to all GPS partners were expected to complete a baseline GPS Self-Assessment on the six domains of Positive Youth Justice Model, and staff were expected to complete a baseline GPS Staff Assessment, as well.
- **Ongoing Case Management:** All youth ended up receiving case management services, so a Service Activity Log recorded each service by date and provider to maintain a chronology of services and a means of measuring service dosage between intake and closure. In addition, a Support Services Provided form was intended to provide a standardized way to record referrals outside the GPS partnership to other services in the community. This form was also meant to document services in which the youth may already be enrolled prior to GPS, to inform case management, although this form was not widely used. Youth who demonstrated commitment to the GPS program are eligible for a stipend, subject to completion and approval of the Stipend Request Form.
- **Follow Up and Case Closure:** When youth completed a service component of the GPS Program, the GPS partner staff conferred with the MDART and completed the Case Closure and Status Report in Apricot. In addition, the youth was expected to complete a second GPS Self-Assessment as well the staff who worked with the youth last, who was expected to complete a second GPS Staff-Assessment. The indicators in the self-assessment forms completed at enrollment and closure were intended for comparison on selected measures over the duration of the youth's participation in the GPS Program. However, the collection of closure data and post-GPS assessment was limited, as explained below.

¹² Initially, all tracking was completed on paper forms, but all GPS tracking and data entry moved to the shared measurement system, Apricot, at the end of year two.

Evaluation Research Question:

What are the barriers to implementation and how have they been addressed?

As a developmental evaluation, GPS did not undergo an intentional assessment of fidelity to the model. However, the project unfolded largely according to plan. The only significant deviation was that as the program was implemented, it became clear that not every youth needed and/or wanted to work with each provider in order. In addition, it became clear that all participating youth could benefit from ongoing case management, not just youth participating in TTS and/or work experience. Staff from CYO - and LifeWorks to the extent possible within HIPAA regulations - partnered with staff from SAY to provide case management and problem solving for all participating youth. Over the three years, every participating youth received at least some “intensive services.”

Rather than participating in Tackling Tough Skills (TTS) with SAY first, and some youth were better served by immediately receiving “support services” provided by CYO and/or LifeWorks. In addition, the timing and sequencing of TTS precluded all youth from participating. Youth completed the TTS workshops as a cohort, and only one series of workshops could occur at a time. So, whether Work was not the top priority PYJ domain and/or whether timing did not work out, some youth did not participate in TTS.

While these changes provided a deeper level of service for youth, an unintended consequence of changing the workflow was eliminating a clear process for closing cases. During the first two program years, cases were not closed in a timely manner, either because youth needed ongoing services, or because referral sources requested cases stay open. The case closure process was clarified during the third year, but the challenging in following the proposed case closure procedures are evidenced by the lack of post-program self-assessments presented in Section 4.

Another significant deviation from the intended Referral Flow was that an 18-month follow-up timeframe was largely unrealistic given the transient and unstable lives of many of the youth participating in GPS. While anecdotally some youth remained in contact with CBO staff, communication with many youth ended with the completion of GPS.

This final three-year cumulative evaluation report revisits the comprehensive Evaluation Design that LPC and the City finalized in November 2015 and utilizes qualitative data collected by the evaluation team and quantitative data entered by City and CBO partner staff in Apricot to present cumulative performance in completing GPS process goals (Section 3), reaching participant outcome objectives (Section 4) by developing a multi-disciplinary partnership and program founded in the Collective Impact framework (Section 5).

Section 2

Research Design/Evaluation Overview

Evaluation Research Question:

To what extent are evidence-based programs implemented with fidelity?

The evaluation of the Santa Rosa Violence Prevention Partnership was conducted in tandem with the GPS Program implementation, over 36 months from January 1, 2015 through December 31, 2017. Over the three years of GPS, LPC staff worked closely with the GPS Wraparound Coordinator and the GPS partners to implement measures and data collection tools for program implementation (See Attachment B). The goal was to balance the need for information with the burden of data collection to elicit data that could inform practice and the evaluation. While the evaluation did not explicitly evaluate evidence-based programs (Tackling Tough Skills, Brief Strategic Family Therapy), the evaluation measured service delivery, systems change, and data collection across GPS. In addition, LPC staff were active participants in the evolution of the Apricot online data support system from the start, having provided input related to the content and formatting of Apricot-generated data reports, troubleshooting data clean-up, and analyzing program data exported from Apricot.

This report is a summative evaluation report submitted by LPC Consulting Associates, Inc. to the City of Santa Rosa and its partners in the implementation of the GPS Program between January 1, 2015 through December 31, 2017. The extensive amount of work by City staff, County partners, and CBO providers to enter and clean data in Apricot is evidenced by the robust analysis included in this report. At the end of three years, GPS has collected strong data to describe the extensive services delivered to youth living in the highest need neighborhoods throughout Santa Rosa, and to demonstrate the collective impact that GPS has had in their lives. The data collected and analyzed through GPS seeks to answer process and outcome evaluation research questions proposed by LPC in the GPS Evaluation Design in 2015, presented in Table 3 and in each section of this report.

Table 3. GPS Program Evaluation Research Questions

Research Questions	Process	Outcome
What community conditions will the GPS address? How was the need for this project defined?	●	
What are the program components of the GPS?	●	
To what extent are evidence-based programs implemented with fidelity?	●	
What public agencies, community based organizations, and community stakeholders are partners in the GPS? What are their respective roles and responsibilities?	●	
To what extent and in what ways are the partners of The Partnership collaborating for collective impact in terms of having a common agenda, mutually reinforcing activities, continuous communication, and shared measurement?	●	
How many youth are referred, screened and assessed, and have Individualized Development Plans (IDPs)?	●	
What is the rate of completion for each of these steps (% of referrals who receive screening and assessments, who have IDPs) up to and including completion?	●	

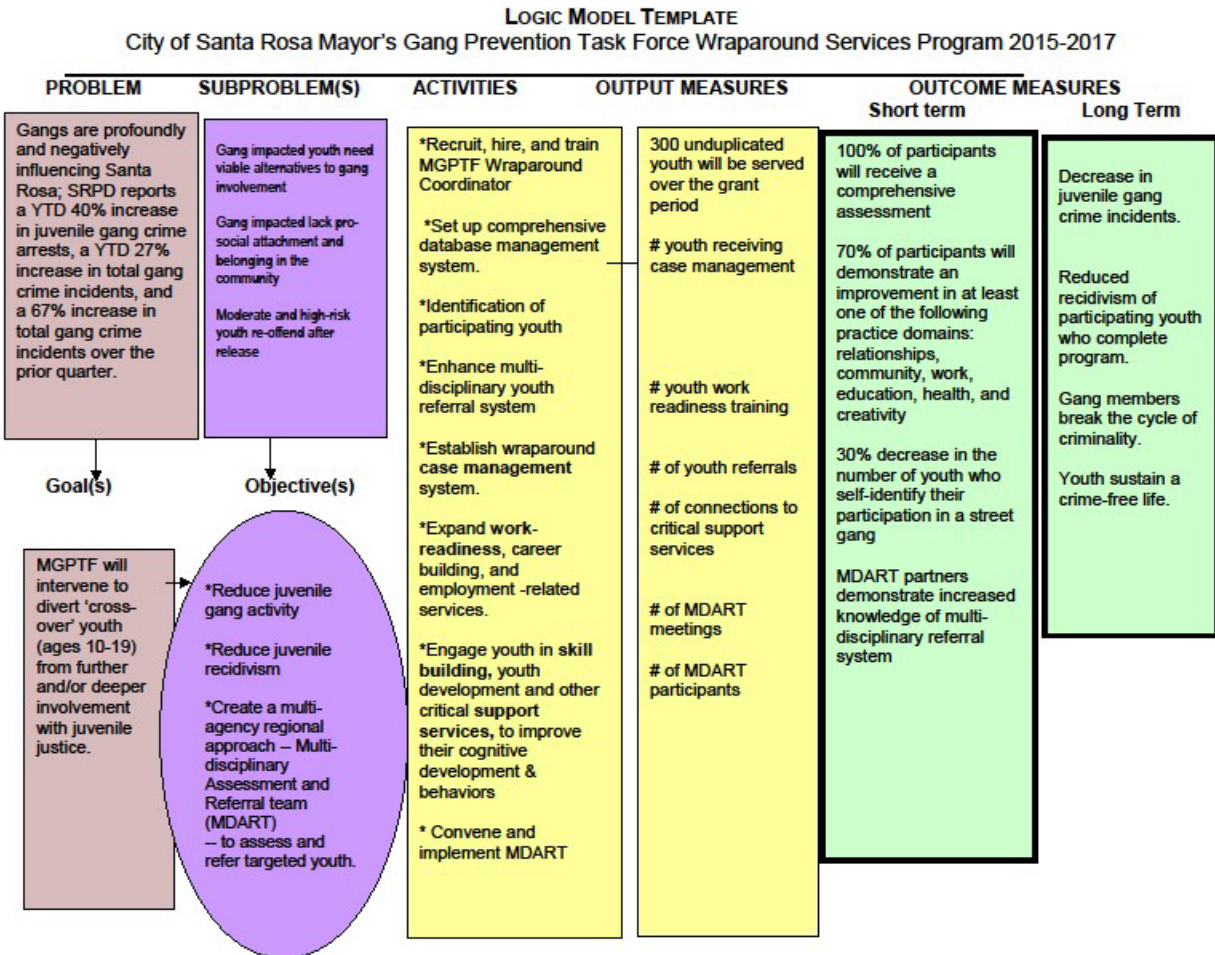
Research Questions	Process	Outcome
Who are the youth participants in the GPS? What are their demographic characteristics? What are the risk factors for gang involvement? What assets, protective factors?	●	
What is the “dosage of services” or level of participation for youth reached via the GPS, by program component?	●	
What is the rate of participant retention and completion? By program component?		●
How many youth are in Case Management Services and how many receive individualized referrals only? What are their respective rates of participation and completion?	●	
Where are youth referred and to what extent do they receive services beyond the program GPS program components?	●	
Among the various domains of the Positive Youth Justice (PYJ) framework (e.g., work, education, relationships, community, health, and creativity) how much positive change do GPS participants experience?		●
What is the impact on the program participants? (a) to what extent are identified risk factors reduced; (b) to what extent is resiliency to violence increased; and (c) how do knowledge, attitudes and beliefs change pre- to post-program? What changes are reflected from baseline to closing assessment?		●
How does gang-related criminal activity change over time?		●
What are the barriers to implementation and how have they been addressed?	●	●
How will lessons learned be applied to sustaining The Partnership’s GPS initiative?	●	●
What changes in policy/practice result from GPS implementation?	●	●

2.1 Logic Model

The logic model presented below was initially submitted with the City of Santa Rosa’s application for CalGRIP funding in 2014. As the program was implemented largely as planned, the final reality of the program result in very few changes to this logic model.

- 1) The “City of Santa Rosa Mayor’s Gang Prevention Task Force (MGPTF)” was rebranded in 2015 as “The Violence Prevention Partnership (“The Partnership”).
- 2) The “Wraparound Services Program” was initially named the “Gang Prevention Program,” but was also rebranded in 2015 as the “Guiding People Successfully” program in response to focus group feedback from youth for a more supportive name.
- 3) While the long-term outcome measures continue to inform the theory of change for the Guiding People Successfully program, the specific output and outcome measures detailed in the 2014 logic model were refined early in the GPS program.

Figure 10. GPS Logic Model (2014)



2.2 Collective Impact Evaluation

The GPS program design and corresponding evaluation design reflected elements of Collective Impact (CI) evaluation,¹³ which is a structured approach to problem solving in initiatives that include multiple partners in efforts to achieve large-scale, sustainable change. Five core conditions were addressed to achieve collective impact:

- **Common Agenda:** GPS partners had a shared agenda based on a common understanding of the community problem and needs that they addressed individually and collectively;
- **Continuous Communication:** Structures and approaches ensured ongoing communication to build and nurture trust, to reinforce mutual objectives, and to instill motivation among all partners;

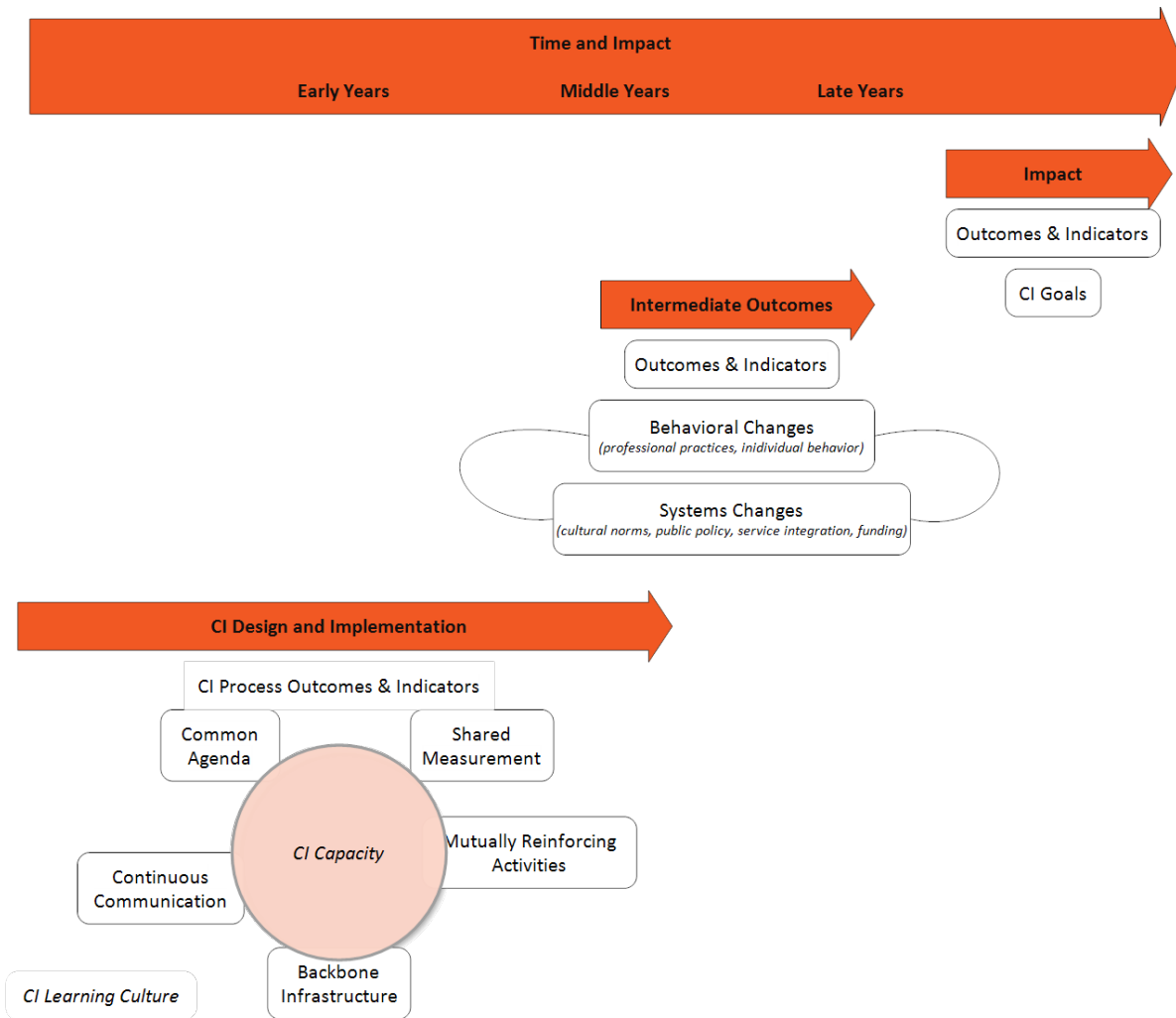
¹³ *Collective Impact Forum*, an initiative of FSG and the Aspen Institute Forum for Community Solutions, www.collectiveimpactforum.org.

- **Backbone Infrastructure:** This was the role of the lead agency, along with the Violence Prevention Partnership, focusing on coordination among all the GPS partners;
- **Mutually Reinforcing Activities:** These were the individual and collective activities of the GPS partners, recognizing that they were unique (to each partner) and culminated in a plan of action that was shared and reinforced the rationale for these partners and this partnership; and
- **Shared Measurement System:** Together the GPS partners identified the data elements needed to reflect both the individual and systems level measures for the evaluation. As a result of many hours of training, data entry, and troubleshooting, the Apricot system facilitated the creation and maintenance of a shared measurement system, based on the identified results and outcomes identified by the GPS partners. While delayed from its initial planned implementation, by the end of year three, the structure of this system permitted data sharing among the partners to reinforce the other four conditions of collective impact.

These five conditions guided the evaluation design, methods and approaches to collect and analyze both *process* and *outcome* measures, as well as a combination of quantitative and qualitative data. Figure 11 presents a framework for performance measurement and evaluation of collective impact initiatives.¹⁴

¹⁴ Adaptation of Figure 1 in *Guide to Evaluating Collective Impact: Learning and Evaluation in the Collective Impact Context*, page 12. www.collectiveimpactforum.org.

Figure 11. Collective Impact Framework for GPS Program Evaluation



The GPS Program has illustrated the Collective Impact framework whereby the City staff represented the *backbone infrastructure*; email and telephone exchanges with the GPS Wraparound Coordinator and the monthly MDART (Multi-disciplinary Assessment and Referral Team) are the primary examples of *continuous communication*; the *common agenda* is reinforced in the MDART as well as the shared goal to address violence and gang related crime; the partners demonstrated the *mutually reinforcing activities*, as they participated in a centralized system for screening and intake, and then cross-referring among their respective program services; the *shared measurement system* consisted of a body of data collection tools used by all partners, which framed the structure of the countywide Apricot data system component that was designed and implemented specifically for the GPS Program.

2.3 Evaluation Approach, Methods, & Data Collection

The evaluation included both process and outcome components, in recognition of the importance of documenting and describing the GPS Program as a “new way of doing business” among the partner agencies and organizations, and to track measures that align with the Theory of Change for this

program. Data collection included both qualitative interviews and focus groups, along with quantitative data collected by GPS staff and partners (See Attachment B for a list of data collection forms.) The process and outcome components are described briefly below.

2.3.1 Process Evaluation

Process evaluation provided the general description of the GPS Program as it evolved over the grant cycle. In addition, process data contributed to understanding program implementation, refining programmatic strategies, as well as monitoring progress towards achieving outcomes. Without process findings it is difficult to understand or explain the outcomes, for better or for worse. Process evaluation findings have informed program development as the GPS Program developed over the three years of implementation.

The GPS Program description (see Section 1) includes the following: (1) organizational structure; (2) features of each program service component; (3) roles and responsibilities of partners; and (4) staffing. The process outputs included: (1) participant case flow; (2) description of participants; (3) units and types of services provided to each participant; and (4) inter-organizational communication, collaboration, and referral activity. The process evaluation is based on a combination of quantitative measures from participant referrals and intake (See Section 3), and qualitative measures from interviews with GPS partners and key stakeholders. The process evaluation included annual interviews with GPS Partners and stakeholders to understand program development and implementation, as well as the Collective Impact context for this collaborative effort (see Section 5).

While the organizational structure of the GPS program was executed largely as planned with referrals received and assigned by the City's Wraparound Coordinator, direct services provided by CBO partners, and monthly multi-disciplinary programmatic and case management meetings, HIPAA regulations prevented LifeWorks staff from discussing youth during the MDART meetings. Case review and management occurred one-one-one between the Wraparound Coordinator and LifeWorks staff, as needed.

2.3.2 Outcome Evaluation

The outcome measures examined: (1) change among project participants, as a function of the needs identified and services received; and (2) program level changes that reflected systems change. Immediate outcomes were represented by the status of each GPS Program participant when their case is closed; intermediate outcomes included changes as measured on a comparison of risk and protective factors at intake and closure, plus changes on the PYJ assessment tool from baseline to post-test; and long term outcomes will be based on measures of involvement with the criminal justice system, like recidivism, no arrests with more severe charges for any participants, and no involvement with the criminal justice system.

The outcome evaluation of the Violence Prevention Partnership was designed to document and describe the extent to which the desired changes occur, at three levels:

- 1) **Program Participant:** In addition to retention and completion, individual participant level outcomes address changes in knowledge, attitudes, and behaviors in at least two PYJ domain areas for youth who participate in the GPS Program;

- 2) **Program Component:** Changes in the way public agencies and community-based organizations collaborate, coordinate, communicate and share information to enhance an approach to prevent or intervene with gang violence; and
- 3) **Neighborhood, Community, or City:** Shifts in community indicator trends related to gang violence in specific geographic locations, neighborhoods, or other high need areas. To the extent possible, neighborhood and community level outcomes can include multi-year trends for indicators deemed to be directly or indirectly related to gang activity. This measure provides trends and patterns of change reflecting the context in which the Violence Prevention Partnership and the GPS operate.

Key outcomes from data collected in Apricot compared rates of specific indicators of gang and youth violence involvement pre-program and post-program implementation. However, with only three program years, many of the program participant outcome findings (presented in Section 4), although positive, are limited and concentrated in the final (third) year. The time spent establishing relationships, systems, and protocols are evidenced by improvements and increases in City/County/CBO collaboration and collective impact during the GPS program, presented in Section 5. Neighborhood, Community, or City outcomes are the most difficult to measure in three years, particularly given the difficulty in measuring crime data. However, although the overall trends of violent crime are decreasing, the need for a continuum of violence prevention and intervention services remains.

2.3.3 Developmental Evaluation

The evaluation approaches and methods supported a *developmental* evaluation to foster the learning community features of the Violence Prevention Partnership (The Partnership) and the GPS Program, particularly in the early years of implementation. The evaluation was also *formative*, designed to inform continuous quality improvement and ongoing evaluation reflection as The Partnership and its GPS Program mature and evolve over time. This approach corresponded with the developmental nature of the new GPS initiative, reinforcing the opportunity for frequent reflection in a learning community (developmental), and establishing the foundation for assessing systems change over time (formative). The data collection addressed measures at the systems change level (e.g., collaborative partnership, shared data, leveraging funding opportunities) and at the level of the individual (e.g., the youth participants).

The Year One (2015) Evaluation Report provided details of the evaluation framework, specific design, and preliminary findings during the start-up of the GPS program, designed to inform continuous quality improvement and ongoing evaluation reflection as The Partnership and its GPS Program mature and evolve over time. The interim Year Two (2016) Update provided a *formative* snapshot assessment of implementation and service delivery.

Table 4. Interim Year 2 (2016) Update

Recommendations	Status at End of Year Three
1) Expand outreach to potential referrals sources, including schools and other GPS partners/stakeholders	After an extensive formal outreach process in year one, explicit outreach paused during years 2 and 3 to ensure that service delivery could keep up with demand. GPS received referrals from partner agencies and schools consistently throughout the program's three years. CBO caseloads became more manageable in later program years as referral and intake systems became more established.
2) Clarify GPS Program eligibility criteria for participants, focusing on "low, moderate, and high" risk for gang involvement. (Years 1 & 2)	This is an on-going question that was not fully resolved, and remains a recommendation from the evaluators for future collaborative programs.
3) The MDART should address operational issues separate from participant case management discussions.	This procedural change was made in year two. The MDART meeting agenda was split to discuss cases at the end, allowing people not part of individual case reviews to be excused from confidential discussions.

Formative evaluation findings were acknowledged and addressed, to the extent possible, by GPS staff and partners, as the program developed and coalesced over the three years.

2.4 Data Collection Caveat

One of the biggest challenges faced during the three years of Guiding People Successfully was related to data collection for the evaluation. Data collection forms and procedures were collaboratively developed during year one, in anticipation of the launch of an online shared data collection system (Apricot) early in year two. However, issues beyond the control of The Partnership and GPS resulted in delays in implementing Apricot until the end of year two. GPS staff and partners diligently collected data via paper form and all partners, including the evaluation team, provided significant person-hours and emotional labor in data entry and clean up. Partners should be commended for their patience, diligence, and empathy in getting Apricot up and running. Their almost Herculean effort in back-entering data from years one and two, and their willingness to adopt Apricot entirely in year three show in the robust data presented in this evaluation report. However, despite this massive amount of work, and the high quality of data in Apricot, the data presented in this report comes with the caveat that it likely undercounts the level of service and impact of Guiding People Successfully. We know that valuable data was lost during those first two years of GPS. Even with that caveat, **GPS has served and had a positive impact on the most high-risk youth living in the highest need areas in Santa Rosa.**

Section 3

Program Results: GPS Participant Process

This section provides a summary of GPS process data collected and analyzed from January 1, 2015 through December 31, 2017. Data elements are for all youth referred to the GPS Program, and for whom services were provided. The data collected in the referral and intake process provides considerable information that describe the population served by the GPS Program. The information included demographic characteristics, a host of risk and protective factors known at intake, and an optional set of information specific to alcohol and drug use, if applicable. The gang and violence-related risk factors were reassessed upon closure, and the protective factors provided GPS partners with some options upon which to build a more gang-resilient youth through program services and community resources. A baseline assessment of factors associated with the Positive Youth Justice approach was also part of the intake and enrollment process - both the youth and the GPS partner staff were to complete one of the GPS Assessments soon after program services began. These assessments were to be repeated at closure, when possible, providing yet another basis for comparing youth risk and protective factors as they relate to education, relationships, health, communications, community, and creativity. Participant outcomes, including changes in risk and resilience factors, along with PYJ assessments, are presented in Section 4.

3.1 Youth Referred into GPS

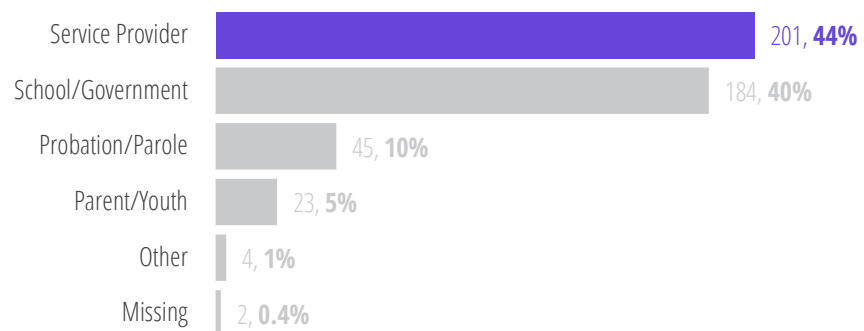
Evaluation Research Question:

How many youth are referred, screened and assessed, and have Individualized Development Plans (IDPs)?

What is the rate of completion for each of these steps (% of referrals who receive screening and assessments, who have IDPs) up to and including completion?

Figure 12 shows that between January 1, 2015 and December 31, 2017, the GPS Program received referrals for 459 unduplicated youth from a variety of sources, including partnering agencies (44%), schools or other public agencies (40%), law enforcement (10%), and family members or other adults (6%).

Figure 12. Referral Sources into GPS (n=459), 2015-2017



Most referrals originated from local Community Based Organizations, including 38 percent from either of two GPS partners (SAY and CYO). Specific school sites, the Santa Rosa City School District, and other governmental agencies were also key referral sources. A fair number of GPS youth were referred by law enforcement (Probation, Santa Rosa Police Department) and/or family members.

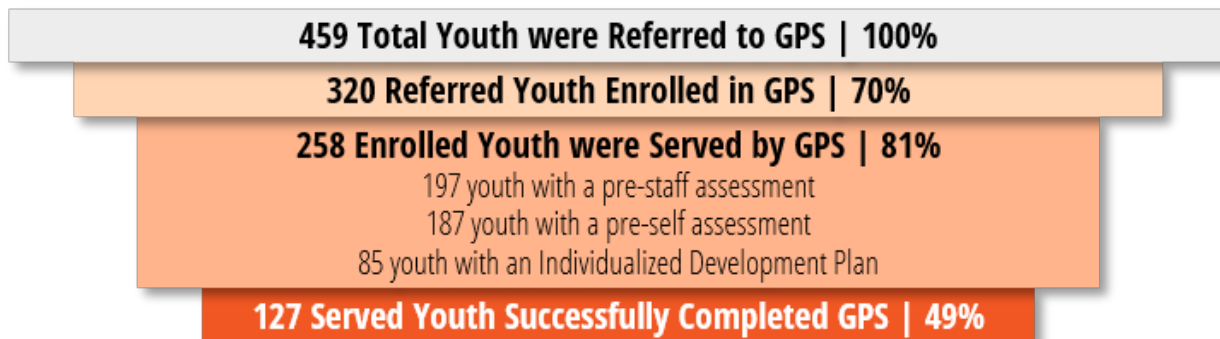
Table 5. Enrollments Assigned to GPS Partners (n=293)

GPS Partners	Assigned Enrollments	
	#	%
Total	293	100%
Social Advocates for Youth (SAY)	187	64%
California Youth Outreach (CYO)	89	30%
LifeWorks of Sonoma County	84	29%
City of Santa Rosa	5	2%
Missing assignment	27	-

Although the GPS Program received 459 unduplicated referrals, not all youth/families completed an interview with the Wraparound Coordinator (WC). The GPS Wraparound Coordinator completed 320 enrollments (70% of referrals) between 2015 and 2017. CBO assignments (sometimes more than one per participant) as shown in Table 5. Between 2015 and 2017, 258 youth (81% of all youth enrolled) received at least one direct service activity.

A total of 85 unduplicated youth had an Individualized Development Plan (IDP) recorded in Apricot.¹⁵ Plans identified areas for youth to practice in the Positive Youth Justice domains of Work (100%), Education (52%), Creativity (40%), Community (39%), Relationships (32%), and Health (31%). In addition, IDPs included narrative descriptions of aspirations, strengths, and areas for growth.

Figure 13. Case Flow for GPS Participants (n=459)



¹⁵ This only reflects IDPs completed during year three, after the Apricot system went live. It is likely that IDPs were prepared with additional GPS youth.

3.2 GPS Program Participant Profile

Evaluation Research Question:

Who are the youth participants in the GPS?

What are their demographic characteristics?

As often happens with new program initiatives, it took several months for systems to be put into place, relationships to be built, and recruitment efforts to begin. While referrals began coming in during January 2015, the provision of GPS services by the three Community Based Organizations began in earnest in March 2015, and continued through December 2017.¹⁶

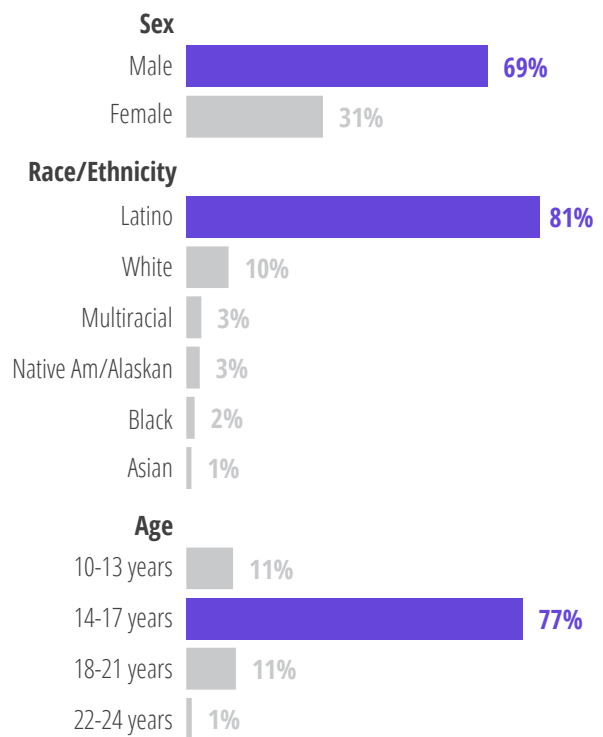
Completion of specific data elements varied, but during the three years of GPS service delivery, staff completed Participant Profiles¹⁷ for 320 youth.

Demographic characteristics for enrolled GPS youth are presented in Figure 14. Over two-thirds of participants identified as male (69%). Collecting dates of birth and ages was an ongoing challenge, but the majority of the 159 participants whose age was listed on their Profile were between 14-17 years old (77%), with an average age of 15.5 years old. In addition, the majority of participants identified as Latino/Latino (81%), and primarily spoke Spanish (46%) or a combination of English and Spanish (17%) at home.

The population entering the GPS Program reflects the youth prioritized for prevention and intervention services. There has been a dramatic increase in juvenile crime arrests in recent years, and Latino youth are the most prominent in gang activity. According to Santa Rosa's CalGRIP 2014 grant application, there are 46 gangs in Santa Rosa, many of whom are members of the Norteños and Sureños gangs.

In addition to demographic information, GPS Program staff documented **educational information** on the Enrollment Form. In terms of school status, almost all participants had a high school or middle school listed at the time of referral and/or program enrollment, consistent with the age profile. However, at least 64 youth were reported at enrollment as being truant during the school year, suggesting that school engagement is an ongoing area of focus of the program for many participants.

Figure 14. GPS Participant Demographics

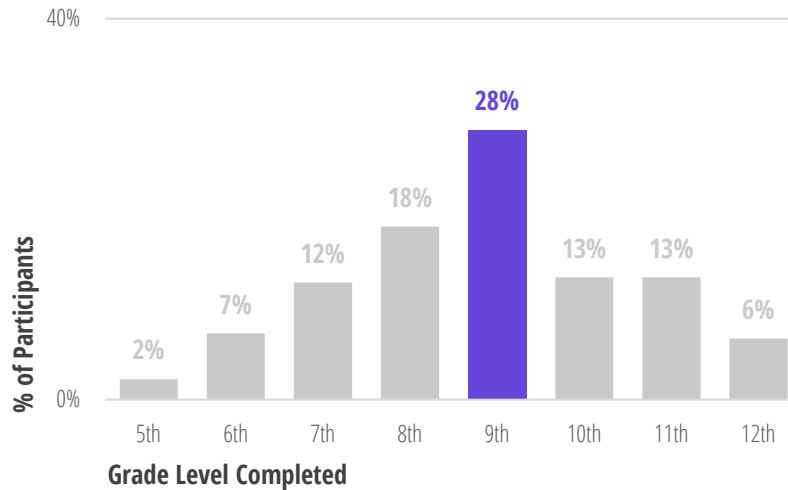


¹⁶ The GPS program paused during late October/November 2017 during the initial recovery response after a series of wildfires devastated areas within and around the City of Santa Rosa. When City and CBO staff returned to wrap up the project, attention was on addressing the massive trauma experienced by youth and families throughout the community.

¹⁷ Some data collection form names changed with the transition into the Apricot system. For consistency, this report uses the form/screen names in Apricot.

Further, participants represented many levels of education. Figure 15 shows the distribution of highest grade completed by the youth participants at the time of enrollment.

Figure 15. Highest Grade Level Completed by Participants (n=187)



For the 275 GPS youth with a school listed at enrollment, the most commonly attended schools included Elsie Allen High School (23%), Piner High School (11%), Roseland University Prep (9%), Cook Middle School (7%), Santa Rosa High School (6%), Montgomery High School (6%), Comstock Middle School (5%), or Ridgeway High School (4%). The concentration of GPS youth at these specific schools may be an indication of good relationships with school staff that result in higher levels of referrals to GPS than at other schools. Relationships with specific schools have been expanded and enhanced over the years of GPS, with Santa Rosa City Schools and the Sonoma County Office of Education acting as strong partners and advocates for the GPS program on campus and as members of the larger Partnership.

Evaluation Research Question:

What are the risk factors for gang involvement?

What are the assets, protective factors?

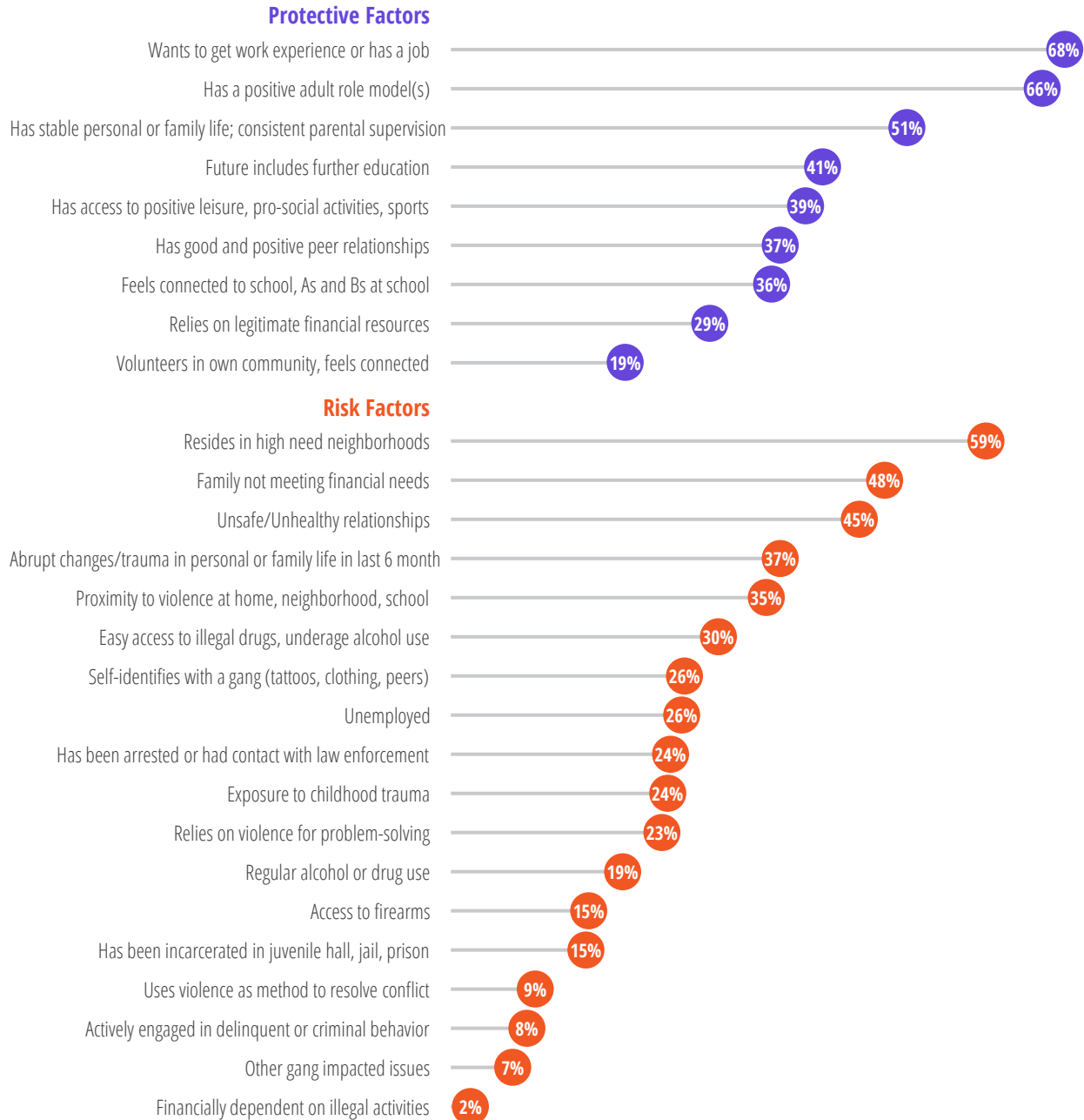
The enrollment process in GPS identified **key risk and protective factors** that youth are experiencing. These factors helped identify youth who are more likely to become involved in gang activity (risk), the enrollment forms also collected information to identify opportunities for intervention (protective) factors. These forms provided a profile of risk and protective factors for the 320 participants who enrolled in GPS

between 2015 and 2017 (Figure 16).

The most common **risk factors for GPS youth** are environmental and financial. Youth residing in high need neighborhoods (e.g. the High-Risk Areas identified by the Partnership) and whose families are not meeting their needs financially proved to be the most common risk factors among enrolled youth, with almost three-quarters (72%) of GPS youth experiencing one or both of those issues. Further, almost half of participants had unsafe or unhealthy relationships (45%), over one-third (37%) had abrupt changes or trauma in their personal or family life in the last six months, 30 percent had easy access to illegal drugs or underage alcohol use, and 26 percent self-identified with a gang.

The most common **protective factors for GPS youth** are aspirational and relational. Over two-thirds of youth (68%) want to get work experience or have a job, and 41 percent include further education in their future goals. Almost three-quarters of youth (74%) have either a positive adult role model (66%) and/or a stable personal or family life with consistent parental supervision (51%). Over one-third of youth (36%) feel connected to school. These strong protective factors align with the Positive Youth Justice domains of Work, Education, and Relationships to provide a strong foundation for interventions to gang and violence prevention and intervention.

Figure 16. Program Participant Protective & Risk Factors at Enrollment (n=320)



On average, participants had 4.5 risk factors (out of 18) and 3.9 protective factors (out of 9) at enrollment. The constellation of risk and protective factors aligns with the GPS services: workforce readiness through training and paid internships from SAY, in-home support by LifeWorks, and pro-social services with CYO can help reinforce the protective factors and mitigate the risk factors.

Evaluation Research Question:
What is the “dosage of services” or level of participation for youth reached via the GPS, by program component?

After referrals were assigned to specific GPS partners and programs, they either followed through and began services or did not respond to CBO outreach. In total, **258 unduplicated youth** (81% of the 320 youth enrolled) received **4,866 services** from GPS partners between January 2015 and December 2017. As shown in Table 6, over half of the services received (58%) involved case planning and ongoing case management activities and almost another quarter (23%) were classes, such as Tackling Tough Skills (TTS).

Table 6. Percent of GPS Services Provided by Activity Type

Service Activity	GPS Youth		GPS Services	
	#	%	#	%
Total Activities	258	100%	4,866	100%
Case Planning/Ongoing Case Management (direct service)	187	72%	2,823	58%
Class/Curriculum	143	55%	1,109	23%
Pro-social Activities	87	34%	260	5%
Other	40	16%	196	4%
Case Coordination (indirect, MDART)	43	17%	150	3%
Transportation	31	12%	119	2%
In-Home Support Services (El Puente)	22	9%	80	2%
Paid Internships	40	16%	74	2%
Crisis Intervention	19	7%	55	1%

Just as GPS youth have different needs and desires, they varied widely in the extent of services received, from one service to 114 services each. On average, participants received 18.9 services. Each of the partner agencies provided services to GPS youth, and 59 youth received services from more than one provider. Table 7 presents the percent of youth served by each of the GPS providers, along with the percent of all services provided.

Table 7. Percent of GPS Services Provided by Agency

Agency	GPS Youth		GPS Services	
	#	%	#	%
Total	258	100%	4,866	100%
Social Advocates for Youth (SAY)		55%		41%
LifeWorks of Sonoma County (LW)		37%		31%
California Youth Outreach (CYO)		34%		28%

For the most part, youth were engaged in the services that they received: overall, participants failed to show up for scheduled appointments only 12 percent of the time (580 services).

Evaluation Research Question:

How many youth are in Case Management Services and how many receive individualized referrals only?

A total of 187 youth received “Case Management Services,” as defined on the Service Activity Log. However, as the GPS was implemented, the use of “intensive services” to describe the full constellation of services provided by GPS partners became a more salient definition. This more inclusive definition of service included Case planning, ongoing case management (Direct Service), Class/Curriculum (e.g., Tackling Tough Skills), Crisis Intervention, El Puente, or Pro-social activities and is reflected in the official GPS goals presented in the next section. **All 258 youth who received at least one service received one or more of these “intensive services.”** No youth with a GPS intake received only individualized referrals. Almost half of the participating youth (49%, or 127 out of 258) were considered to have completed the GPS program upon case closure.

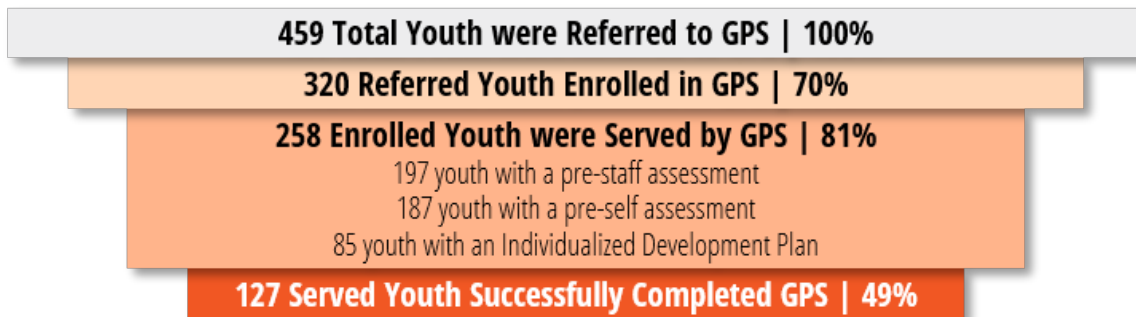
Section 4

Program Results: GPS Participant Outcomes

Evaluation Research Question:
What is the rate of participant retention and completion? By program component?

This section presents a summary of the programmatic results outcome data collected during all three years of GPS. It is important to note that the strongest outcome data is available for youth whose cases closed during year three, after the Apricot data collection system was implemented.

Figure 17. Case Flow of GPS Participants



4.1 GPS Participant Outcomes

All cases were closed to GPS by the end of the program period (December 31, 2017), and 254 youth (98%) had a completed Closure Form recorded in Apricot. This section contains missing data because some fields on the Closure Forms were left blank. Table 8 presents the status of GPS reflected on Closure Forms completed by CBO staff between 2015 and 2017.

Table 8. Status of GPS Participants at Program Closure (n=254)

Closure Status	GPS Youth	
	#	%
Total	254	100%
Successfully completed program	127	50%
Failed to complete program	38	15%
Left the program for other reasons	25	10%
Declined services	22	9%
Left program, status unknown	18	7%
Client not a high-risk gang youth	13	5%
Unknown	5	2%
Never Enrolled	3	1%
Client moved out of town	2	1%
Youth was in custody	1	0%

Of those 254 youth, half (50%) are recorded as having “successfully completed the program.” Fifteen percent (38 youth) “failed to complete the program,” and another 26 percent “closed for another reason,” either leaving the program or declining services. Of the 126 youth who were noted at closure as having received Tackling Tough Skills curriculum, 109 (87%) completed the curriculum. Of the 91 youth who were noted to have received an employment placement, 81 (84%) were reported as completing their placement. As discussed elsewhere in this update, the closure process and tracking closure data was challenging throughout the project. However, from the data that is available in Apricot, it is clear that for youth who were known to participate in specific programs addressing the Work PYJ domain, the majority of youth completed those programs.

4.1.1 Changes in Risk & Resiliency Factors

Evaluation Research Question:

What is the impact on the program participants? (a) to what extent are identified risk factors reduced; (b) to what extent is resiliency to violence increased; and (c) how do knowledge, attitudes and beliefs change pre- to post-program?

What changes are reflected from baseline to closing assessment?

Due to limitations in completing Closure Forms, risk and protective (resiliency) factors at closure were reported for 190 youth. While Figure 16 in Section 3.2 presented all risk and protective factors for all 320 youth enrolled in GPS, this section presents an analysis of changes in risk and protective factors for a sample of 180 youth who received GPS services and had risk and protective factors indicated on their enrollment and closure forms. The evaluation team conducted a paired samples t-test for the 180 youth for whom risk and protective factors at enrollment and at closure could be matched and compared.

Table 9. Risk & Protective Factors at Enrollment & Closure (n=180)

Risk Factors	Enrollment	Closure	Change
Unemployed	24.4%	4.0%	-20.4%***
Unsafe/Unhealthy relationships	37.8%	23.6%	-14.2%***
Relies on violence for problem-solving	19.4%	7.9%	-11.5%**
Access to firearms	12.8%	2.2%	-10.6%***
Family not meeting financial needs	38.9%	30.9%	-8.0%
Abrupt changes/trauma in personal or family life in last 6 months	32.2%	26.3%	-5.9%
Proximity to violence at home, neighborhood, school	32.8%	80.8%	48.0%***
Exposure to childhood trauma	20.6%	31.6%	11.0%*
Easy access to illegal drugs, underage alcohol use	25.0%	35.6%	10.6%*
Actively engaged in delinquent or criminal behavior	7.2%	8.5%	1.3%
Financially dependent on illegal activities	2.2%	2.2%	0.0%
Protective Factors			
Has good and positive peer relationships	48.9%	84.7%	35.8%***
Has access to positive leisure, pro-social activities, sports, etc.	47.8%	79.5%	31.7%***
Relies on legitimate financial resources	36.7%	63.6%	26.9%***
Feels connected to school, As and Bs at school	38.3%	63.1%	24.8%***
Has stable personal or family life; consistent parental supervision	55.6%	76.6%	21.0%***
Future includes further education	48.3%	68.2%	19.9%***
Has a positive adult role model(s)	71.1%	86.4%	15.3%***
Wants to get work experience or has a job	71.1%	86.3%	15.2%***
Volunteers in own community, feels connected	26.7%	39.3%	12.6%**

Statistically significant difference at: p<.05*, p<.01**, p<.000***

For the most part, youth participating in GPS showed a reduction in risk factors and an increase in protective factors between intake and closure. Youth decreased from an average of 2.53 risk factors at intake down to 2.51 risk factors at closure, and increased from an average of 4.4 protective factors at intake up to 6.5 protective factors at closure, which was a statistically significant increase.

Within specific factors, there was a statistically significant reduction in the percentage of GPS youth who were currently unemployed, had unsafe/unhealthy relationships, relied on violence to solve problems, and who had easy access to firearms. In addition, there was a reduction in the percentage of youth whose families were not meeting financial needs or who had experienced abrupt changes in the past six months; however, these changes were not statistically significant.

The five risk factors in which GPS youth showed an increase between intake and closure could all be considered highly sensitive factors, where answering in the affirmative could be stigmatizing or traumatic for youth. It is possible that any increase in the percent of youth living in close proximity to violence, having experienced childhood trauma, having easy access to illegal drugs/using alcohol,

being actively engaged in criminal behavior and/or being financially dependent of criminal activities is simply due to an increased level of trust and openness with staff. Youth may be more likely to disclose these factors over time, after a relationship has been built with staff, than parents might disclose (or even know about) during an intake interview with the Wraparound Coordinator.

Finally, GPS youth showed statistically significant increases in all nine protective factors that could be matched between intake and closure. The largest improvements for youth were in having good and positive relationships (35.8% more youth), having access to pro-social activities (31.7% more youth), and relying on legitimate financial resources (26.9% more youth). All three of these improvements align directly with the work of the three GPS CBO partner agencies, LifeWorks, California Youth Outreach, and Social Advocates for Youth, respectively.

Overall, changes in the profiles of participating youth supports the underlying theory that services provided by Guiding People Successfully can help reduce risk factors and increase protective factors.

4.2 Recidivism & Juvenile Justice System Involvement

At enrollment, 83 youth (26% of all enrollments) were reported to have been incarcerated in juvenile hall, jail, or prison and/or have been arrested or contact with law enforcement. At closure, 28 youth (15% of the 185 youth for whom Juvenile Justice System involvement at closure was known) had some type of involvement, either probation, community based alternatives, or confinement at the time of closure. At least 45 youth were referred to GPS directly by Probation, Parole, or Law Enforcement, also indicating that they had some Juvenile Justice System involvement at enrollment. However, much of the JJS involvement in GPS data collection relies on either youth disclosure or updates during MDART meetings.

Evaluation Research Question:
How does gang-related criminal activity change over time?

In order to have a more methodical analysis of recidivism, the evaluation team worked with the Sonoma County Probation Department and MDART partners to analyze Probation records of GPS youth before, during, and after their participation in the program. To allow enough time after GPS program implementation to gather a large enough cohort of participating youth, recidivism data was collected in year three. Figure 18 presents the findings from an analysis of a sample of 95 GPS youth who had received services for at least three months, and whose cases were closed as of April 2017.

Based on this sample, GPS exceeded its stated goal that 75% (225/300) of participating youth will not have an additional offense during 3-year program; **82 percent of youth had no new or more severe offenses during or after their participation in GPS** and **88 percent had no new offenses (of any severity) after leaving GPS**. Over half of the youth in the sample (57%) had no offenses reported in the Juvenile Justice System either before, during, or after GPS, and only 11 youth (12%) had a new offense after their participation in GPS.

Figure 18. GPS Participant Recidivism Findings

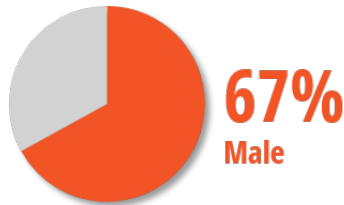


Guiding People Successfully Participant Recidivism Study

August 2017

In July 2017, the Sonoma County Department of Probation provided de-identified information for a sample of **95 GPS youth** who had received services for at least 3 months, and whose GPS cases were closed. Probation staff reported the *level, severity,* and *number* of offenses for each of the 95 youth before, during, and after their participation in GPS.

Sample Demographics (95 Youth)



91% Hispanic/Latino



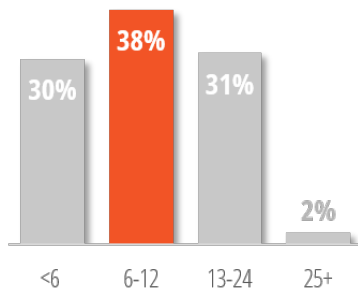
GPS Services Received

2,672 Services Received

Almost half (41%) of sample youth received between 20-39 services each.

Length of Enrollment in GPS

38%
of sample youth participated in GPS for 6-12 months.



GPS Program Objective

75% of youth participating in GPS will not have an additional offense during the 3-year program.

Probation Findings

58% (55 youth)

No offenses before, during, or after GPS

82% (78 youth)

No new or more severe offense during or after GPS

88% (84 youth)

No new offenses after GPS

12% (11 youth)

New offenses after GPS

90% were male

88% were Hispanic/Latino

64% received fewer than 20 services

46% were enrolled for <6 months



4.3 Positive Youth Justice Framework Assessments

Evaluation Research Question:

Among the various domains of the Positive Youth Justice (PYJ) framework (e.g., work, education, relationships, community, health, and creativity) how much positive change do GPS participants experience?

Shortly after intake, GPS Program participants completed a self-assessment to identify areas within the Positive Youth Justice (PYJ) framework to address for improvement. In addition, GPS program staff also completed assessments of the participants. Youth showed improvement in all six domains of the PYJ framework including: 1) Work; 2) Education; 3) Relationships; 4) Community; 5) Health; and 6) Creativity. Overall, **70%** of youth (112/160) showed improvement in two or more domains on Staff Assessments, and **79%** of youth (79/100) showed improvement in two or more domains on Self Assessments.

Table 10 presents the percentage of youth who showed positive change in the areas and domains of Positive Youth Justice between enrollment and closure. It is important to note that youth may have already been “doing well” in any given area, and therefore may not show an improved score in an individual question. However, youth showed statistically significant improvement in all six of the broad PYJ domains, as well as in many specific areas.

Table 10. Percent of Youth Showing Positive Improvement in PYJ Scores

PYJ Domain	Youth Showing Positive Change	
	Self-Assessment (n=100)	Staff Assessment (n=160)
Total	75%***	67%**
Work	66%***	60%***
1. Does (s)he have or has (s)he ever had paid work experience?	50%***	49%***
2. Has (s)he received job training as an apprentice or an intern?	51%***	46%***
3. Is (s)he prepared to get and/or keep a job? (examples: has a resume, new skills, prepared for an interview)	30%	42%***
4. Is (s)he able to make her/his money to support herself/himself and/or her/his family?	44%*	34%***
Education	52%***	48%***
1. Is (s)he on track with school? (examples: graduated or expects to graduate; enrolled in school; completed a credential)	33%**	29%***
2. Is (s)he planning to or currently attending continued education? (examples: trade school, junior college, 4-year college)	36%**	31%***
3. Is (s)he able to set goals and make plans? (examples: can solve problems, understands the steps of planning)	34%***	37%**
Relationships	45%**	44%**
1. Do her/his family and friends support what (s)he is doing and/or what (s)he wants to do in the near future?	19%*	23%*
2. Does (s)he have at least one positive person to turn to when (s)he is in trouble or when (s)he needs help?	12%*	11%
3. Can (s)he carry on a conversation with others? Does (s)he listen while others speak? (examples: they exchange ideas, talk things out)	31%**	25%**
4. Is (s)he able to handle conflict without verbal or physical violence?	29%*	32%*

Community		59%***	49%*
1.	Is (s)he a leader or role model to others?	29%	37%**
2.	Does (s)he know where to find help in her/his community when (s)he needs it? (examples: health services, tutoring, counseling services)	25%**	31%***
3.	Does (s)he know when and how to ask for support?	36%***	39%
4.	Does (s)he volunteer in her/his community or attend community events/meetings? (examples: at school, church, in her/his neighborhood)	38%**	28%
Health		44%***	34%*
1.	Is (s)he in good health? (examples: not sick often, feels happy, physically active, eats healthy)	25%**	17%**
2.	Is (s)he able to recover from difficult times/experiences? Is (s)he able to handle challenges? (examples: has a positive attitude, believes challenges are opportunities for change)	28%	24%*
3.	Is (s)he taking positive steps to improve her/his health, her/his attitude, and stress in her/his life?	38%***	26%*
Creativity		42%***	41%***
1.	Does (s)he have ways to express herself/himself creatively? (examples: building things with her/his hands, writing or playing music, dancing, singing, writing poetry, arts and crafts)	38%***	34%***
2.	Does (s)he have positive activities to do in her/his free time that help her/him express herself/himself?	33%**	37%***

Statistically significant improvement at: *p<.05, **p<.01, ***p<.000***

While the detailed questions are helpful to understand the elements of Positive Youth Justice, it is also helpful to look at the six PYJ domains overall. A higher proportion of youth improved when looking at each domain, as well as the assessment overall. Over two-thirds of youth (**67%**) showed improvement in their total score on the GPS staff assessment, and three quarters of youth (**75%**) showed positive change in their total score on the self-assessment.

Table 11. Average Pre/Post- Self- & Staff PYJ Domain Scores

PYJ Domain	Max Score	Average Score			
		Self-Assessment (n=100)		Staff Assessment (n=160)	
		Pre	Post	Pre	Post
Total	60	44.6	50.8	44.0	49.4
Work	12	6.6	8.5	7.0	9.0
Education	9	7.0	8.0	6.5	7.1
Relationships	12	10.6	11.4	10.5	11.0
Community	12	8.5	9.4	8.1	9.1
Health	9	7.4	8.2	7.6	8.3
Creativity	6	4.5	5.3	4.4	4.9

In all six domains, average scores were very similar between youth self-assessments and staff assessments. On average, both participants and staff rated **Relationship** skills as the highest capability (11 out of 12) at both intake and closure, and **Work** as the lowest capability (7 out of 12) at intake among the six domains.

4.4 Connection to Other Services

Evaluation Research Question:

Where are youth referred and to what extent do they receive services beyond the GPS program components?

From qualitative data collected by the evaluation team during participant observation of MDART, we know that youth were connected to services outside GPS on a regular basis. For example, GPS partners would share contacts for culturally and linguistically appropriate services (i.e., Drug and Alcohol education in Spanish to address a court mandate), as well as share information about upcoming events in the community. Although the Closure Form included a place to record referrals made to outside agencies, this data is scarce: less than 10 percent of GPS youth are recorded as receiving a referral for any given service (e.g., Health and Social Services, Treatment Services, Housing, Education and Employment, Financial Assistance, Legal/Safety, and/or to other GPS partners.)

Although direct referral data to external partners is limited, the Apricot data system includes records for at least 40 stipends¹⁸ to meet needs of 32 youth beyond services provided by GPS partners. All of the stipends provided aligned with one or more of the PYJ domains. Half of the stipend requests recorded in Apricot (50%) were for supplies or equipment for Education or Work, and the other half (50%) were for Relationships/Community (e.g., Scouts), Pro-social/Health (e.g., sports equipment or fees), or Creativity (e.g., arts and crafts supplies).

4.5 Summary of Program Participant Outcomes

Despite start-up and implementation challenges during year one, GPS partners put in an incredible amount of work to complete – and collect data to demonstrate – the level of support, services, and impact on youth they planned to serve through GPS. By the end of year three, positive outcomes could be seen for participating youth. The collective impact of GPS in policy/systems change in the City of Santa Rosa and within the County of Sonoma is described in the next section.

¹⁸ Additional data regarding stipends can be provided by the City of Santa Rosa. The majority of stipends distributed were tracked outside of Apricot; this section only includes limited stipend details submitted in Apricot during year three.

Section 5

Program Results: Collective Impact for Gang Reduction & Intervention

Evaluation Research Question:

To what extent and in what ways are the partners of *The Partnership* collaborating for collective impact in terms of having a common agenda, mutually reinforcing activities, continuous communication, and shared measurement?

The level of effort invested in Collective Impact will not end with the end of CalGRIP grant funding. The Violence Prevention Partnership carries the torch of a common agenda and regularly meets to engage in *continuous communication*. The Apricot system has built capacity for partners with the real-time *shared measurement system* and case management that is reflected throughout this final evaluation report. City of Santa Rosa staff will remain as the *backbone organization*, continuing the momentum and investment in Apricot, using the system for referrals made to other City and community programs providing *mutually reinforcing activities*. Finally, as described in this section, the

relationships that have been built and trust that has been cultivated will continue beyond GPS. The capacity that has been built within the City and among the three CBO partners is strong and will be able to continue to prevent violence and develop positive youth outcomes.

Annual interviews with the key partners and stakeholders allowed for periodic reflection on how things were progressing from year to year, over the life of the three-year grant period. As part of the formative evaluation conducted by LPC, the evaluation team conducted key informant interviews and focus groups in 2015, 2016, and 2017. Interviews with leaders and staff from GPS providers and systems stakeholders to focused specifically on GPS processes, policies, and procedures. Interviews with key representatives from programs funded by Measure O sought to understand the partnerships and relationships between the two funding sources within the larger Partnership context. The interviews served as an opportunity to reflect on the challenges of lessons learned from implementation of this collaborative effort. This process often helps to identify process issues and accomplishments that are not otherwise documented in quantitative data collection about the youth participants. These interviews are a qualitative component of the evaluation, designed to complement the quantitative findings and provide an important source of information for the development of future programs. Interviews also provide an opportunity to assess the level of collaboration using a collective impact framework, which reflects systemic level changes that may be sustained beyond the funding of GPS. The evaluation team conducted interviews and focus groups with the following members of the GPS coalition:

- City of Santa Rosa, Office of Community Engagement Staff
- Social Advocates for Youth (SAY) staff
- California Youth Outreach (CYO) staff
- LifeWorks of Sonoma County staff
- Santa Rosa Police Department representative

- Sonoma County Probation Department representative
- Sonoma County District Attorney's representative

In addition, representatives from community partners, Measure O funded programs, and local elected offices participated in individual in-depth interviews conducted with the evaluation team. Semi-structured interview protocols sought to elicit thoughtful input about each of the five components of the Collective Impact framework, as well as about challenges associated with implementation. In addition to sharing lessons learned during the implementation of the GPS Program, respondents were also asked to envision the future beyond GPS. Formative findings from the 2015, 2016, and 2017 interviews were presented in the annual evaluation reports for years 1 and 2. This section is a summative compilation of highlights from interviews and insights conducted during both years, and direct quotations from interviews are included in the narrative in italics.

5.1 Common Agenda

The Collective Impact Framework starts with recognition of a common agenda among the organizations and agencies that are working collaboratively.

Violence Prevention Partnership | The common agenda for the GPS Program has its roots in the Santa Rosa Violence Prevention Partnership (The Partnership), which has been fostering coordination of services and a public-private collaboration. The Partnership has a Policy/Advisory Team and an Operational Team, which align with the policy and practice levels of collaboration, aimed at the prevention of violence in Santa Rosa. **The Partnership has a common agenda to “connect the dots” and look for opportunities to collaborate, to leverage relationships, and to mobilize for funding to support violence prevention.** The Policy/Advisory Team addresses “systems level” partnerships and opportunities. The Operational Team has been advancing a multi-disciplinary approach to delivering services.

The Partnership Operational Team is responsible for the coordination and implementation of gang prevention and intervention programs funded through Measure O revenue. The GPS Program represents the culmination of The Partnership work in the form of a pilot program funded by the BSCC, through its CalGRIP (Gang Reduction, Intervention, and Prevention) Initiative. The Partnership applied for funding to support the GPS Program, in an effort to enhance the coordination of services for the highest “at-risk youth” in Santa Rosa. The GPS was a natural extension of the collaborative work of The Partnership.

Throughout the three years, there was some underlying tension between Measure O funded programs participating in The Partnership and GPS-funded programs. GPS was a separate program, even though almost all GPS partners were also involved in The Partnership. There were clear differences in the level of Wraparound coordination, case management, and funding. While City staff played a key role in case management and wraparound coordination for youth participating in GPS, at that time, the City served mostly just as a referral source for Measure O funded programs.

Guiding People Successfully | Within GPS, during years 2 and 3, there was a clear understanding of the role of the City and the GPS Wraparound Coordinator as the central clearinghouse for referrals to each of the partners of the GPS Program. Within the larger Partnership Operational Team, however,

there was less clarity about GPS. Although staffed by the same City of Santa Rosa Office of Community Engagement, the two programs operated separately. This may simply be a function of dedicated staffing: the GPS Wraparound Coordinator is supported by CalGRIP funding, while this position/work was less visible within the Measure O funding stream.

Shared Definitions of Risk | GPS discontinued active recruitment after the first year, but continued to receive referrals on a regular basis as partnerships developed and expanded. Several interviewees (both GPS and The Partnership), regarded the limited pool of referral sources, and slow number of referrals as an issue, because of limited capacity to respond to expanding potential for referrals. All of the GPS CBOs operated mostly at capacity, even without targeted outreach. Program staff felt that they could not, in all good conscience, actively recruit youth whom they could not serve.

The question of who should be referred to and served by GPS was a challenge from the start. Specifically, the program was challenged to classify the level of risk along the prevention spectrum that they can best address. Definitions of high, medium, and low risk were drafted later in the program, but never fully implemented in practice. Some partners felt that there could be a stronger initial assessment to ensure that youth with the highest need received services. While SAY provided many hours of workforce development and skills building through their Tackling Tough Skills curriculum in a group setting, CYO often worked mostly with higher at-risk youth doing one-on-one intervention work, *reaching a young person on the verge and deterring* them, and LifeWorks supported youth and families individually in the home. Even among these partners their programming and staff were geared toward different levels and manifestations of youth at risk. Their distinct strengths and the lens through which they work with youth had a direct impact on their contributions to discussions of risk levels and criteria.

Without a specific recruitment strategy, referrals came in from a variety of sources, sometimes for youth who are truant, not “at risk” in the traditional sense. The Wraparound Coordinator reviewed every referral and decided if the youth would be best served by a GPS partner or by a Measure O partner. GPS youth received much more intensive case management and services from multiple agencies, and some referral sources expected this level of service for all referrals. Managing expectations while maintaining relationships was one of the key responsibilities of the Wraparound Coordinator.

The earliest idea was for GPS was to serve youth who were involved in the Juvenile Justice System (JJS), to provide seamless services to support re-entry when youth returned home. However, over time, the definition of “at-risk” expanded to include youth who may not be involved in the JJS, but may have a home or school situation that makes them more likely to engage in violent or gang activity. Despite diverse risk levels, most youth received the same basic program, albeit tailored for their specific need. Several people commented that they wished there was a wider variety of services available, possibly tiered so that *the higher at-risk, the higher service you receive*. A few people still wanted to see GPS return to its focus on JJS youth, as a *smooth transition from Court and Probation services and being handed off from Probation to GPS, as an extended aftercare component for counseling or family dynamics and all of those time-consuming distractions from crime – to positively occupy their time. [GPS can be] something they can sink their teeth into that will lead to other positive outcomes*.

5.2 Continuous Communication

Continuous communication is one of the main pillars of Collective Impact and leads to collaboration among the invested parties. Community-based organizations (CBOs) that were involved in the GPS program were selected because of their unique contributions and services to the community they represent. They communicated with the GPS Wraparound Coordinator regularly while the GPS partner organizations continued to communicate more infrequently among one another. The GPS Program relied heavily on ongoing communication, both formal and informal, among the collaborative partners. The monthly MDART meetings provided a regular opportunity for communication about program implementation and updates, as well as individual youth in a case review format.

While communication during year one was largely vertical, from the City to the CBOs, during year two communication occurred more regularly across the GPS program, a trend that continued in year three. As the backbone organization, the City communicated with partner CBOs regarding program issues such as caseloads and budgets. The City and partners also communicated about individual cases. For example, if one partner agency had challenges finding a participating youth, they may have reached out to the others to see if they had heard anything or asked the others to relay a message to a youth or family. Different agencies may have learned different information that they could share to better serve youth. In another example, after agencies had been working face-to-face with a youth for a while and had developed a rapport, they might have found that youth's circumstances were very different than what was shared over the telephone during GPS enrollment. One CBO commented that they *did some intakes [after several weeks] and youth would say, 'I told you this because I know you.' ...we found out that some intakes look like two different kids.* Despite turnover in City and partner organization staff, **the culture of frequent informal communication, particularly between the GPS Wraparound Coordinator and the three GPS partner organizations, created during the first year of GPS increased and continued through the second and third years.** Often, contact via email and telephone occurred daily, while formal communication occurred in the monthly MDART meetings.

MDART as the Venue for Communication | The GPS partners convened monthly at the “Multi-Disciplinary Assessment & Referral Team” (MDART) meeting held in the Sonoma County Probation training room or in a City Hall conference room. The meeting began with program-related updates and concluded with a review of specific GPS cases identified by the Wraparound Coordinator. Several partners expressed confusion about this process, expressing that the same cases were brought to MDART over and over. The selection of cases was time-consuming for the Wraparound Coordinator, and required a balancing act of who is in the room during MDART to prevent any conflicts of interest. She requested names of youth whom the CBO partners wish to discuss and then sent a list of youth who would be reviewed prior to the meeting, allowing them time to research and provide the latest update. However, some partners continued to be confused about how the list was developed. One hope was that the implementation of Apricot will help streamline the updating process and allow the youth who would most benefit from a cross-agency collaborative case review will be brought to MDART rather than youth who may be served by only one CBO.

The diverse services provided by each of the three CBOs provided youth with a variety of options, depending on what they need, but it could also be difficult to understand the different challenges each

CBO faced, even among the partners themselves. Each partner agency had its own unique challenges in delivering their specific services, and sharing those challenges required a willingness to be vulnerable and open with each other, as well as with the City as the contract monitor. The monthly MDART meetings provided an opportunity for the group *to talk program and build relationships*. During meeting observations for the evaluation, LPC staff observed several instances where the partners were willing and open to engage in difficult conversations for the benefit of the program overall. This level of trust and collaboration was a testament to the investment of all of the partners in making GPS successful. As one partner put it, *the partners are there and they are committed and still coming when are trudging through the mud*. Although monthly meetings were time consuming, the MDART is widely seen within GPS as *an effective use of time*.

5.3 Backbone Infrastructure

After starting in the City of Santa Rosa Manager's office and then moving into to Parks and Recreation, backbone infrastructure for the GPS Program now resides in the City's Office of Community Engagement. This office included the GPS Wraparound Coordinator, who was the primary point of direct contact for GPS Partners, for the GPS stakeholders, and for the parents (or young adults) for the initial introduction to the program. The Wraparound Coordinator also organized and hosted the monthly meetings of the MDART, and was in frequent email and telephone communication with the GPS partners. While she was the immediate point of access for all partners and stakeholders, she received support from the Program Manager, and the long-time Program Analyst (formerly the Interim GPS Program Manager). While there was almost an entirely new team of City staff, operating in a brand-new office within the City bureaucracy, the team worked to be open and supportive of the partners delivering GPS services. Many interviewed partners commented on the challenges of turnover and new staff in the City, but agreed that it just might take time for everyone to understand their roles and the value of their participation in ensuring the program runs smoothly.

As the recipient of the CalGRIP grant, **the City of Santa Rosa was the fiscal and administrative backbone of the GPS Program, and the central point of contact for all of the GPS Program partners, holding each under contract with scopes of work for specific performance measures**. Similarly, the City engaged a third-party evaluation consultant (LPC Consulting Associates, Inc.) to design and implement an evaluation for the duration of the grant. The backbone infrastructure included all performance expectations and measures, the power to convene decision makers and partners in meetings, and the ability to affect systems level change while introducing standards for operations that will optimize program success. Finally, the City team was the primary point of contact for the design and roll out of the County's Apricot data system. After several months of delays, Apricot became operational for the City GPS initiative on December 31, 2016.

While the City could be seen as a neutral party in allocating resources and referrals since it did not provide direct services to the target clientele, the City could also be perceived as an extension of law enforcement, which may have made families feel either resistant and/or pressured into participating in GPS. A few partners shared that their clients sometimes felt intimidated and/or that they cannot say no to services when they received a call from *"Señorita from The City."* Along the same lines, some partners expressed that families were concerned or afraid when they saw City of Santa Rosa displayed

on their CallerID. Because the City was admittedly not a service provider, the engagement process by a City employee does cause some confusion within the program, as well. One interviewee commented, “*I don’t know how a government entity became a service delivery provider*” and another described the City’s role as a service as *a brain stumper*.

In contrast, some saw the City as a good backbone because the City provided political capital to the project. While some saw the movement of GPS to different offices around the City infrastructure and staff turnover as *instability*, others saw the City as the backbone as positive because the City, as an entity, is *consistent; it will always be there*. The City’s involvement provided a level of importance to the project, and that when the *Mayor gives a call to action, it makes it a priority in the City Council*. Many partners acknowledged that violence and gang prevention is a *political minefield; at every meeting people have their sights on this thing and come out of the woodwork*. Despite operating within a politically contentious environment where *every time staff makes a presentation there is a challenge*, updates to the City Council provided opportunities for participating youth to tell their stories and to share firsthand the value of the services *out in the trenches*.

The City is a smaller bureaucracy than the County, which allowed its staff to balance the need for oversight and accountability with leveraging resources via linkages among all public agencies, both City and County jurisdictions. For example, the City team had access to legal counsel regarding the need for informed consent, release of information, and client confidentiality assurances. Similarly, the City team’s participation on The Partnership and with Measure O provided immediate access to other systems level stakeholders such as law enforcement, probation, the office of the district attorney, the public defender, and schools. The *relationships, legitimacy, and accountability* of the City opened doors for CBOs to develop new and enhanced partnerships, including with the Santa Rosa City School District and individual school sites. However, partners acknowledged that *the challenges [of the City as backbone] are the same things that make it great*. While the City *helps with funding and getting into schools, it is not so good with referrals*. Interviewees overall acknowledged the complexity of GPS and the difficulty the City faced as the backbone. Several people mentioned the need for a broad vision of GPS within The Partnership, along with hands-on leadership to focus on the details of everyday project administration. Staying on top of all program elements, from recruitment and intake to contractor agreements and funding sustainability, was an ongoing challenge for the City.

5.4 Mutually Reinforcing Activities

Over many years, the larger Partnership has established an important precedent for working collaboratively both at the policy or systems level, and at the operations level, including both public agencies and community-based service providers. There is a very clear understanding that gang issues are not the sole province of the criminal justice system, nor do they adhere to jurisdictional boundaries. GPS was one piece of a larger puzzle addressing violence prevention. The GPS Partners were united in their commitment to creating a prevention and early intervention alternative to more traditional criminal justice responses. If anything, the GPS Program represented a front end for the continuum of responses to gang involvement and gang crime. **By identifying youth at risk for gang involvement before they are deeply entrenched in “the life,” it was possible to redirect GPS youth to productive employment, in-home supports, and more positive pro-social options.**

It took time within GPS, but partners and stakeholders saw how all the GPS program components connect and interact, for better or for worse. While most of the participating youth were served by only one partner agency, many received services from more than one GPS partner. There was a common feeling that many of GPS youth participate in so many services, on top of any Juvenile Justice System requirements (i.e., probation, counseling, etc.), it can be overwhelming for youth and their parents. *The GPS referral may need to pause while the family is in crisis, or just back off for a month.* Being intentional and strategic in assigning referrals helped to not set youth up for failure with too many activities and requirements. When youth and families *need help and are afraid and scared, [they] want to trust one person. They have to go over and over the whole story with another person again and again, which is hard, especially if it is a mental health issue.*

In order to be responsive to individual needs, the pacing and sequence of GPS services were not formalized or ordered as originally proposed. Across the board, partners affirmed that the jobs component in GPS was critical. One partner suggested asking families what they need first; many thought the promise of jobs was key to engaging families and youth. Programmatically, it was proposed for youth to engage in the job training with SAY first since it was a seasonal fixed length of time and *getting them connected to employment is huge to get them away from the lifestyle.* Then after Tackling Tough Skills is completed, start the in-home supports with LifeWorks and/or pro-social activities with CYO. However, in reality, timing and youth-driven needs dictated program delivery.

Another challenge was that there was sometimes overlap between services provided. One provider relayed that they went to do a resume workshop in Juvenile Hall, only to find that another CBO had already worked with the youth on resumes. There was a common hope that the implementation of Apricot would have helped identify some of this service delivery overlaps and over-scheduling before youth feel overwhelmed. However, with the delays of Apricot implementation, software utilization did not get to this level of collaboration by the end of year three.

5.5 Shared Measurement System

The GPS Program sought shared measures early on, which was a byproduct of three immediate needs: (1) to be certain that the measures required for reporting to BSCC were articulated with and collected from the GPS partners by the City of Santa Rosa; (2) to define measures of success at the participant level, for the program objectives, and for advancing a collaborative approach to reaching high-risk youth; and (3) to prepare for and establish the core measures to track in the Apricot database. The evaluation team worked in cooperation with the GPS Wraparound Coordinator, other City staff, and each of the GPS providers to solicit input related to process and outcome measures for the evaluation, all of which were designed to meet the three needs identified above. In addition, the evaluation team designed data collection forms and tools with sensitivity to the value of integrating the use of data in both case management and continuous program improvement. As GPS moved from hard copy to electronic data collection in Apricot, the evaluation team worked with City and CBO staff to transfer as much historic data as possible.

The GPS data collection was described as *painful, hard, and constantly changing* from the start. While the process to launch Apricot (live as of December 31, 2016) was described using many of those same words, most partners were hopeful that Apricot would streamline the data collection and reporting

requirements. The Wraparound Coordinator conducted a training for all CBO partners in January 2017, and provided countless hours of coordination, troubleshooting, and technical assistance bringing Apricot into day-to-day services delivery. Despite the ongoing challenges with Apricot's implementation, partners were hopeful that sharing case information will help avoid duplication of services and increase communication among CBO partners. From the evaluation team's perspective, although the launch and clean-up of Apricot delayed analysis of GPS participant data in the early years, **Apricot streamlined the data collection and reporting process** for this final evaluation report.

5.6 Summary of Partner Interviews

City-wide collaboration has been enhanced by GPS, but collaboration is not magical. At the foundation of GPS are the relationships that have been built over the years. Many of the unclear expectations and drama that occurred during the startup and year one have been resolved, but only due to the commitment and effort by partners to stick with GPS and the unique and critical role the partner CBOs play in GPS. CBO partner staff are trusted by youth, community members, and partner agencies.

Youth are tricky because they can smell BS right away. They've been hustled all their lives...It's a compliment to our organization that youth see us as real. The youths' cognitive skills are amazing – they've been through trauma – but they can read and see people. They can tell when someone is sincere versus [just] a job.

Families, for the most part, were receptive to GPS, especially to the CBOs. However, sometimes families were confused because they hear from different agencies at different times. Parents may just have wanted job training from SAY and did not understand when LifeWorks contacted them for in-home support services. In addition, families sometimes expressed confusion about receiving the first introductory call from the City of Santa Rosa. *They hear "City" and think that they are obligated to participate, or that their kid was in trouble. CBO partners sometimes needed to explain the program afterwards to the families, often in Spanish, that the people contacting them from the City are cool like us because they think the City means law enforcement.* This seemed to make families more willing to accept GPS services for their youth and mitigated some of the caution some families felt in dealing with the City.

Kids who are not gang-involved absolutely could benefit [from GPS]. We know that the Tackling Tough Skills curriculum and linkages to employment are good ways to provide these youth with a combination of stability and direction.

The GPS-partner CBOs were at full caseload capacity for most of year two and three. This was a function of both the level of intensive services that youth need and the challenges of closing cases. While a process was established early on to close cases after three failed attempts to contact, that process was not always been followed. Because cases had to go to MDART before closure, many

seemingly dormant cases lingered in the data system. One challenge the Wraparound Coordinator had in closing cases is that when she notified the referral source that the case is to be closed, they requested the case to stay open because the youth still needed services. This may have been a reflection of GPS's reputation in the community: referral sources and other city-wide partners saw the value in GPS services and wanted to ensure their youths continued to receive services.

The elements of Collective Impact established and reinforced during the three years of GPS are strong and can be maintained beyond the CalGRIP funding. The City and CBO partners intend to continue working together within a broader collective impact framework to serve all youth in the City of Santa Rosa through the Measure O CHOICE grants. Shared measures will continue to be collected in Apricot by City staff, and communication will continue when monthly MDART meetings begin again in Spring 2018. The relationships and practices established through GPS will continue to impact youth in the City of Santa Rosa in the years to come.

Section 6

Conclusions: Lessons Learned & Recommendations

Evaluation Research Question:

How will lessons learned be applied to sustaining The Partnership's GPS initiative?

During the three years of its implementation, **the Guiding People Successfully program made a positive impact in the City of Santa Rosa in terms prevention and early intervention.** However, many people do not know about the good work GPS is doing. One issue is that the GPS intentionally focused efforts on gang and violence prevention, which creates both opportunities and challenges. While GPS was seen as the go-to program for early intervention of gang activity, the value of prevention activities for at-risk youth may not be as well known, particularly if agencies, families, and/or communities are hesitant to link prevention directly to violence or gangs. This could be seen with all three GPS providers, but there can be a particular challenge, regardless of what the Positive Youth Justice literature says, of understanding the value of pro-social activities as not just *rewarding bad kids with fun trips*. While field trips expand horizons, and encourage youth from rival neighborhoods to co-exist while traveling, some argue that *pro-social is at the bottom of needs if [youth] have so much trauma that they can't function*.

Overall, youth seemed to be more accepting of the City and CBO partners in GPS than parents, who fear their child was being labeled and will have future problems with police. Beyond parents of referred youth, the challenges of demonstrating the impact of prevention activities carries over into broader community awareness. Violent incidents, when they do occur, get more press than ongoing prevention services. Thus, the community is not aware that positive changes are occurring. GPS needs to *celebrate success so the community knows the impact*. A common desire across the service providers and community partners interviewed was to see more community awareness about GPS. With the ending of CalGRIP funding and program service delivery, it will be imperative for Measure O funding to support the needs of the most-high need youth.

The biggest venue for community awareness about both GPS and The Partnership – especially with parents – is through Gang Prevention Awareness Week (GPAW), which highlights the programs and partners in the Violence Prevention Partnership. GPAW is seen as being the highlight of the year, and the program expanded into a second month in 2017. While the general consensus is that *the City does a good job hitting most of the City*, some geographic areas want more events, and some different areas want to be included.

6.1 Lessons Learned from Collective Impact for Violence Prevention

The biggest lesson learned during Guiding People Successfully is that it takes at least three years for a multi-disciplinary, Collective Impact initiative of this size to get off the ground. It can take up to (and sometimes over) a full first year to develop relationships and infrastructure for a large prevention and intervention program. City and CBO staff really seemed to hit their stride in year three, particularly with the implementation of Apricot. As the findings in this evaluation report show, partners met all of

their stated goals and objectives for the grant, and were positioned to continue that progress. Lessons learned included the following:

- **It takes time:** Developing protocols and systems takes time and patience, and a shared commitment to the cause. The GPS partners and systems stakeholders were united in their commitment to prevention and intervention of gang issues; the partners were especially patient as the data collection tools and strategies, and data collection system evolved and changed over time. A considerable number of person-hours and emotional labor went into developing, implementing, and populating Apricot, the fruits of which are reflected throughout this report.
- **It depends on collective action:** Collective Impact requires traction in at least one of the five core components, to kick-start a collaborative program with systems level change in mind. The GPS Program has demonstrated strength in all five areas, which reinforced ongoing program development and expansion during the three years. There were many hard conversations that took place during the years, as well as many shared successes. The partnership between the City and the CBOs, as well as with The Partnership, provided the foundation and trust for Collective Impact to occur.
- **Collective Impact comes before Collective Outcomes:** It took time for participant outcomes to become available as the program was implemented, youth enrolled, received services, and closed their cases. The Recidivism study prepared in collaboration with the County of Sonoma Department of Probation provides an important glimpse into the Juvenile Justice System outcomes that are possible from a program like this.
- **Learning as you go:** The GPS Program had a culture of learning, trial and error, and immediate response to new challenges along the way. The highly cooperative and mutually respectful relationships among the GPS partners and systems stakeholders provided a working collaborative that shares a commitment to change. MDART meetings were well attended by the CBOs providing GPS services, and all attendees were present, engaged, and interested in improving and sustaining the programs. The partners and stakeholders were all vested in using this grant to learn and apply lessons for the improvement of high risk communities and the youth who are at risk of gang involvement. These lessons will continue to inform policy and practice throughout the Santa Rosa area.

Fortunately for the youth and families of Santa Rosa, the relationships developed and commitment to violence prevention and Positive Youth Justice will continue after the end of Guiding People Successfully. Leadership with The Violence Prevention Partnership have already embraced much of the work of Guiding People Successfully CBO partners and will continue to provide limited funding to keep their services going.

6.2 Recommendations for Improving Collective Impact

While it is always easier to see possibilities for improvement with the benefit of hindsight, it is important to keep in mind that the GPS program represented the best thinking and available resources when it was designed in 2014. While it is not feasible to expect the next iteration of Guiding People Successfully to address all of these issues, the following recommendations represent the best

ideas from partners and the evaluation team, organized by element of the Collective Impact Framework.

Common Agenda | Expand community outreach and education about GPS

- Develop a **targeted outreach** strategy and plan.
- **Enhance branding** for The Partnership and use social media to inform that community where to get resources in a user-friendly way.
- Develop GPS vs The Partnership **recruitment guidelines** to share with referral sources.
- Tell more of the **individual heart-warming stories** of GPS youth.
- Increase awareness of former gang members (beyond annual GPAW presentations) to emphasize that **people can and will change**.
- Share reports presented to City Council into the community.
- **Encourage community ownership** of The Partnership and GPS. The City may be the convener, but sustainability and community perception will be enhanced if the community identifies GPS as their own program and resource.

Continuous Communication | Clarify case review processes

- Re-assess the process by which cases are selected for review at MDART.
- Define high, medium, and low risk categories and **integrate into program decisions**.
- Review/follow the case closure process/procedure.

Backbone Organization | Re-assess the City's role in the intake process

- Re-evaluate the GPS referral/intake process, considering a possible shifting to a CBO, to ensure accurate information to identify appropriate needed services, as well as improve evaluation data quality.
- Continue to **refine the case management** process, focusing on youth co-served by multiple CBOs.

Mutually Reinforcing Activities | Draw a greater distinction between The Partnership and GPS services

- **Clarify relationship** between The Partnership and GPS
- Consider establishing follow-up process for The Partnership referrals.
- Establish a **preferred sequence/timing** for GPS services.
- Develop a **mentoring** component, especially for young men who lack a strong and positive male role model.
- Partner with a **housing** provider, especially affordable housing for families and transition housing for youth trying to relocate away from negative influences
- Consider ways to **support re-entry** at the same level as prevention, especially for older youth (18-19 years old). Supporting people as they come back into the community after leaving probation camp is an important way to prevent further involvement with the Juvenile Justice System and entry into the adult system.

- Establish more city **internships** as a “foot in the door,” which could provide motivation to participate in GPS.
- Expand services to parents as a **wraparound for the family** to provide parent education and support, including an increase of the parent workshops as part of
- Expand services **regionally** because local communities are linked. Gang-related crime and violence does not stop at the City of Santa Rosa borders. This may take the shape of a County-wide referral system or a train-the-trainer model by which other jurisdictions replicate the City of Santa Rosa’s model with modifications for their own unique circumstances.
- Expand services to the newly annexed area of **Roseland**.

Shared Measurement System | Continue ongoing implementation Apricot

- Continue to support training and utilization of a shared, cloud-based data system (**Apricot**).
- Measure **Juvenile Justice System involvement** at intake (only done at closure).
- Conduct additional **recidivism studies** as additional youth are served by the program to demonstrate Juvenile Justice System outcomes.
- Establish **clear procedures** for case closure, including conducting post-assessments and closure outcomes.
- Provide **real-time data** updates to GPS partners to identify gaps in the data.
- Develop a formal **model fidelity** evaluation.

These recommendations reflect both the commitment to prevention and early intervention, as well as a desire to build up the continuum of services and a coordinated system for referring and case management. The CalGRIP grant funding and Measure O have both made inroads for The Partnership to further operationalize its goals to reduced youth and gang violence by adopting a public health approach. With the end of CalGRIP funding during the 2015-17 period, the burden will fall on The Partnership and Measure O-funded programs to support youth and families previously served by GPS.

6.3 Final Summary

In summary, this summative evaluation of the three years of Guiding People Successfully shows a collaborative effort that coalesced and made a Collective Impact. While any collaborative effort can be tenuous, especially when tied to a finite funding source, many of the early challenges during year one were mitigated and even resolved. And while it was *huge that the funding has been three years because it takes that long to figure things out*, no one knows what will happen to the program now that December 31, 2017 has passed. While CBO partners have received some program funding from The Partnership, the youth with the most risk factors, living in the most high need areas, are not receiving the same level of intensive services as they did while GPS was running. In addition, although the Wraparound Coordinator continues to use Apricot to track referrals to community programs administered through The Partnership, the end of CalGRIP funding means the end of tracking demographics, assessments, and services provided for these services.

Regardless of whether, or from where, future funding for gang and violence prevention comes, or what the services look like, it is clear that youth received needed services in GPS, and that they

benefitted from them. From the partner interviews and participant observations, the evaluation recognized a strong foundation of public/private cross-agency collaboration and trust that was developed over the three years of the CalGRIP initiative. The grant funding reinforced and accelerated the creation of systems that are ready for seamless transition to continue under the BSCC's California Violence Intervention and Prevention (CalVIP) Grant Program funding.

Attachment A

Literature on Gang Prevention & Intervention

The City of Santa Rosa's Guiding People Successfully (GPS) Program aimed to reduce youth violence and repeat offenses by aligning prevention, intervention, and enforcement resources while increasing the delivery of evidence-based practices (i.e., *Tackling the Tough Skills*, Motivational Interviewing, and El Puente). The program blended funding sources to meet youth needs through inter-agency collaboration, case management, work readiness, and a multi-disciplinary assessment and referral team. The City also adopted the use of a Positive Youth Justice (PYJ) framework that focuses on protective factors and customized support services to meet the needs of youth. This literature review presents the rationale and foundation behind the Guiding People Successfully Program.

Evidence-Based Practices

The use of evidence-based practices (EBP), especially in the area of delinquency prevention, has emerged in recent years as a basic standard for some funding agencies. As Greenwood, et al. (2012) note, while the arguments in favor of shifting resources to evidence-based practice may sound compelling, there are obstacles that stakeholders should address early in the process of program development. The four potential obstacles include: coordinated local investment and action involving multiple social service and criminal justice stakeholders; funding streams may support non-evidence-based programs that have political or local community support; complexity of the coordination and the adherence to program fidelity that is required, and staff resistance to change.

The City of Santa Rosa has also adopted therapeutic approaches such as the Brief Strategic Family Therapy (BSFT). Howell et al. (2014: p.67) argue that in order to optimize the effects on recidivism and related outcomes, program from therapeutic category (counseling, mentoring) are favored over those from the control category (zero tolerance policy in schools). Howell et al., also emphasize that the fidelity of implementation and the quality of service delivery is as important as the treatment type.

The main goal of BSFT is to improve adolescent behavior by improving family relationships and to improve relationships between the family and other groups that may influence youth behavior. Szapocznik, et al. (2012) identify many benefits of the BSFT approach, and believe the approach has demonstrated its effectiveness in reducing conduct problems, substance use and abuse, associations with antisocial peers, and impaired family functioning. In their conclusion, they again emphasize that fidelity is essential because delivery of prescribed therapist behaviors is directly related to improvements in all target outcomes (p.142).

Positive Youth Justice & Positive Youth Development

The Positive Youth Justice (PYJ) model was designed to frame justice interventions using the concepts of Positive Youth Development (PYD) as the organizing principle, and to the prevention and early intervention efforts of justice-involved youth (Butts, Bazemore, & Meroe, 2010). The basic premise of PYJ is that focusing exclusively on punitive alternatives (e.g., probation, supervision) to address adolescent misbehavior is ineffective, and that intervention should focus on providing assistance and

support to adolescent caught up in negative behavior. The PYJ model incorporates six practice domains: work; education; relationships; community; health; and creativity. The PYJ model provides a framework for communities to design PYD-compatible interventions and focus on a finite set of activities and outcomes for individual youth. Ideally, a program would employ multiple interventions within each of the six practice domains, and each intervention would address both of the two core assets in the model (Butts, et al., 2010, p.31).

Catalano, Berglund, Ryan, Lonczak, and Hawkins (2004) reviewed rigorous evaluations of youth development programs. Their analyses of 25 programs concluded that there were many strategies that contributed to positive outcomes: methods to strengthen social, emotional, behavioral, cognitive, and moral competences; build self-efficacy; shape messages from family and community about clear standards for youth behavior; increase healthy bonding with adults, peers, and younger children; expand opportunities and recognition for youth; provide structure and consistency in program delivery; and intervene with youth for at least nine months or longer.

In a New Zealand study of 605 adolescents (ages 12-17) who were concurrent clients of two or more service systems (i.e., child welfare, juvenile justice, education, mental health), the authors found that based on the youth's self-administered questionnaire, PYD approaches were significantly related to higher levels of youth resilience and increased indicators of well-being (Sanders et al., 2015). They also found that quality of service delivery, rather than the number of services provided, may be more important in building resilience, leading to better outcomes for youth with complex needs.

The issues about program fidelity (i.e., integrity of treatment implementation) and dosage (i.e., duration or length of intervention and intensity in terms of hours of program per week) are considered by researchers to be critical elements of evaluations designed to effectively measure outcomes. Fagan and Catalano (2012) conducted a comprehensive review of program evaluations and identified seventeen interventions that produced a significant reduction in youth-perpetrated physical or sexual abuse. These programs varied in terms of age groups, content, strategies, and length of program, among other differences. Fagan et al. (2012) concluded that if many communities employed these effective interventions and implemented them with fidelity, the outcome is likely to be substantially reduced youth violence.

Positive Youth Development through Sports

Researchers have suggested sport and physical activity to promote PYD. They believe that skill acquisition in one domain (i.e., sport) is beneficial in other domains (e.g., school, home, family) and leads to healthy and positive outcomes.

Inoue, Wegner, Jordan, and Funk (2015) conducted a study to examine the relationship between self-determined motivation toward sport participation and developmental outcomes (e.g., academic performance, engagement in healthy lifestyle, and decrease in threatening behavior) in a sport-based PYD. Youth with higher self-determined motivation toward running reported higher general self-efficacy, more positive attitudes toward a healthy lifestyle, and lower engagement in threatening behavior. There was no relationship between motivation and self-reported academic performance.

Armour, Sandford, and Duncombe (2013) focused their research on two programs in England designed to address youth disaffection and disengagement among 5,200 participants during a four-

year period. According to the authors, the data indicate that there are six key features that should be embedded in the design of physical activity/PYD programs: match individual's specific needs with program objectives; locate project activities outside of the normal school context; work closely with the youth to choose activities, set targets and review progress; establish positive relationships between leaders, mentors, and youth; offer them the opportunity to work with and for other young people; and make available structured pathways to enable the youth to have sustained involvement in related activities.

Jones, Dunn, Holt, Sullivan and Bloom (2011) had 258 youth (average age 14) attending summer sports camps in Canada complete a 30-item instrument to address the five indicators of PYD known as the 5Cs: competence, confidence, connection, character, and caring. They concluded that in a sporting context, PYD might best be represented by pro-social values and confidence/competence rather than the 5Cs.

Armour and Sandford (2013) conducted a four-year evaluation of one corporate-sponsored physical activity intervention in the UK. The youth who participated longer showed more sustained improvements. These findings support most PYD literature reporting that the structure of the environment should be examined in order to understand how participation is experienced by young people (Hansen & Larson, 2007).

Motivational Interviewing

Motivational interviewing (MI) is a brief therapeutic intervention that uses a counseling approach that combines characteristics of client-centered therapy with cognitive-behavioral strategies designed to produce behavior change. It is designed to manage resistance, express empathy, and build motivation to change while addressing the client's ambivalence about change.

Tevyaw and Monti (2004) reviewed the then-existing evidence on the effectiveness of MI in reducing adolescent substance abuse problems and found that alcohol-related problems, and to a lesser extent, alcohol use, were decreased following MI and other brief interventions.

Lundahl, Kunz, Brownell, Tollefson, & Burke (2010) conducted a meta-analysis of 119 studies on MI and concluded MI: effective for not only substance abuse but enhancing general health-promoting behaviors; significantly increased clients' engagement in treatment and their intention to change; effective for individuals with high levels of distress as well as those with low levels of distress; is as successful as other interventions and may require less time to achieve results similar to other specific treatments; effects may be durable over time (e.g., six months) but are somewhat mixed after that and further research needs to be conducted to determine the exact period (e.g., one or two years); may work best as a prelude to further treatment; and based on cognitive developmental issues, may not be as helpful prior to age 12 when some degree of abstract reasoning is present.

Jensen, Cushing, Aylward, Craig, Sorrell, and Steele (2011) conducted a meta-analytic review of twenty-one peer reviewed studies to gauge the effectiveness of MI interventions for adolescent substance use behavior change. Although Jensen et al. (2011) believe the results indicate MI is effective for promoting adolescent substance abuse behavior change, they acknowledge some limitations in the existing studies, and encourage more clinical trials of MI to document adolescent behavior change.

A randomized controlled trial of 200 primarily African-American youth ages 14-21 was conducted to determine whether urban youth's career readiness activities facilitated through MI reduced involvement in risk behaviors (Johnson, Jones, & Cheng, 2015). After six months, and acknowledging several limitations in the research, the authors found that the youth showed increased confidence in their ability to perform behaviors needed to reach their academic/career goals, decreased fighting behavior and marijuana use, thereby providing support for MI as to reduce involvement in risky behaviors.

Workforce Readiness

Spergel, Curry, Chance, Kane, Ross, Alexander, Simmons & Oh (1994) found that while many believe that part-time and full-time jobs would be effective in pulling youth away from gangs and socializing them to conventional careers, most youth lack the vocational skills and appropriate social attitudes and habits to retain jobs.

The Office of Juvenile Justice and Delinquency Prevention (2015) indicate that a program that coordinates services to support youth to improve their employment outcomes and quality of life can be accomplished through person-centered planning, job development and placement, and intensive service coordination. The OJJDP (2015) concludes that the available evidence regarding the success of vocational skills training and employment programs are mixed, in part due to the weaknesses in evaluation designs, and that while some positive outcomes were documented, they are often not large in magnitude and may be greatest for a small percentage of participants, typically those at highest risk.

The Center for Law and Social Policy (CLASP) state that a significant proportion of youth, especially those from high poverty and high youth distress neighborhoods, experience academic failure and detachment from school, resulting in high dropout rates in high school (2010, p.3). These conditions create few options in the labor force, so many youth get involved in gang or criminal activity and drug use. CLASP is promoting and encouraging communities to create a comprehensive youth employment delivery system that pulls together the resources, funding streams, and community partners to create pathways that provide youth with the education, skills, and access to good jobs and successful careers. One example of an effective practice is the San Diego Youth Council, a collaborative community partnership that connects out-of-school youth and youth involved in the juvenile justice and foster care system with services, work readiness training, paid internships, and after school activities.

Summary

The research supports programmatic approaches that focus on younger youth because early interventions that address risk and protective factors before the age of 14 can be more effective in diverting a youth's time and attention from the gang lifestyle. The research identified numerous constructs/objectives embedded in the PYD model that promote and/or foster positive youth outcomes (e.g., bonding, social competence, and self-efficacy). Using sports as the context for PYD is showing great promise in terms of improving self-efficacy, more positive attitudes toward a healthy lifestyle, and lower involvement in risk behaviors.

The motivational interviewing (MI) technique has shown to be an effective intervention for promoting adolescent substance abuse behavior change, while more research is needed in order to document its effectiveness in terms of general adolescent behavior changes.

CLASP (2010) argues that in order to create a youth employment service delivery system, a community must leverage both public and private resources strategically. Vocational and job training programs are critical because they focus their activities on minimizing risk factors and enhancing protective factors by providing a pathway for youth to transition to a healthy adult lifestyle.

Howell (2010) argues that it is important to strengthen core social institutions, such as schools and families, and provide interventions for youth at high risk for delinquency and gang involvement early in life, specifically targeting areas where gang problems are serious and more permanent when developing gang-prevention and intervention-type programs. Youth violence prevention and intervention strategies require a diverse catalog of services, opportunities, and supports provided by a diverse group of stakeholders.

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Attachment B

GPS Data Collection Forms Entered into Apricot

The Partnership Referral Form

Represents initial referral from probation, schools, or community resources to GPS. This form opened a record for each participant where GPS Partners may add information. GPS Wraparound Coordinator logged every referral received, dates of all phone calls, date of referrals to a specific GPS Partner, and date a GPS Partner initiated services.

GPS Initial Intake Form

Included detailed information about each participant consisting of: contact information, demographic characteristics, education, gang/violence risk factors, other risk and protective factors, and substance abuse specific items (optional). The GPS Wraparound Coordinator completed the information during a phone call or interview to mark “intake,” and referral to GPS partner(s) to best address youth needs.

GPS Participant Self-Assessment Tool (youth, self-administered)

Designed to assess Positive Youth Justice (PYJ) areas of change for each participant, with self-assessment at entry and closure. Was to be used as “post-test with retrospective pre-test” to optimize perspective from two points in time, and to minimize artificially high or low ratings at baseline (when “they may not know what they don’t know” about a specific domain).

GPS Program Staff Assessment (instructor, observer-administered)

Designed to assess Positive Youth Justice (PYJ) areas of change as observed by staff, for each participant at entry and closure for GPS services. Was used as “post-test with retrospective pre-test” to optimize perspective from two points in time, and to minimize misleading high or low ratings - when staff may not know participant well enough to rate on all domains.

GPS Service Provider Activity Log

Each GPS Partner maintained a log of the services they provided to each participant referred from Wraparound Coordinator.

GPS Participant Closure Assessment

For the GPS Partner providers and/or WC to complete at case closure. Assessed program status at the time of closure and milestones of change from the Initial Intake. Closure information was entered in Apricot by GPS Wraparound Coordinator or GPS Partner who had last contact with the participant, with input from MDART.