REPORTS & PAPERS

Youth Service Center Evaluation Research Volume II: A Report to the Twenty-Second Hawai`i State Legislature

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Volume II:
A Report to the Twenty-Second Hawai`i State Legislature

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Publication No. 414

February, 2003

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PREFACE AND ACKNOWLEDGMENTS

Hawaii's Youth Gang Response System (YGRS) was created in 1990 by Act 189 of the Hawaii State Legislature. In years that followed, the system, administered since 1993 by the State's Office of Youth Services (OYS), has functioned to provide a vast array of prevention and intervention services to address gangs and delinquency in Hawaii.

The two volumes of this report present data and studies also funded by OYS but authored by the University of Hawaii's Youth Gang Project (YGP). As an applied research and policy-oriented project at the Social Science Research Institute, the YGP performs research, completes evaluations, and serves as the technical consultants to the YGRS. YGP has showcased its research at numerous conferences both locally and nationally, and has also published twenty-three reports including a number of academic journal articles.

Although it would be impossible to identify all of the individuals who frequently assist the University of Hawaii's Youth Gang Project, a handful need to be recognized. We would first like to acknowledge the continued and excellent staff in he Office of Youth Services, most notably Carl Imakyure and Bert Matsuoka for their on-going enthusiasm and support of the project. Additionally, we would like to thank all of those who agreed to participate in the following research, either through interviews or data collection. Our appreciation is extended to everyone at Honolulu Police Department, especially Wayne Anno, who assisted in the Hawaii Gang Member Tracking System evaluation. For their invaluable assistance, we thank the staff members who lead youth services which were evaluated at Kaimuki-Waialae YMCA's Palolo Project, Hui Malama Ohana Youth Service Center, and Boys and Girls Club--Waianae's Power Hour: Kellet Hussey, Kim Capllonch, David Nakada, Robert Bajet, AJ Wheeler, Cheryl Johnson, Stan Inkyo, Jaque Kelly-Ueoka, and Kili Kono.

Finally, as with all external evaluation and research, the contents and analyses presented are those of the authors.

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Risk and Protective Factors: An Assessment Instrument

In order to develop effective programming for kids who are at risk for gang involvement, violence, and delinquency, youth service centers (YSCs) must have clear understanding of the "risk" and "protective" factors experienced by those they serve. Risk factors include individual characteristics (such as an aggressive personality), community, school, and family aspects (such as poverty or exposure to violence), and specific life experiences (such as the death of a parent). Protective factors counter the effects of risk factors and include such things as bonding to a supportive parent, developing positive peer relationships, exhibiting healthy beliefs, having an easy going personality, and following clear standards and rules. In addition, access to stable and continuous emotional support, non-domineering forms of structure and supervision in the youth's lives, development of independence, and development of a network of positive peer groups, competent schools, and supportive churches can be used as resources for protecting youth against risk factors.

Because it is essential for YSCs to recognize the multiple effects of risk factors and enhance protective factors that could lead youth toward a trajectory of crime and violence, the University of Hawaii Youth Gang Project constructed a brief and comprehensive intake instrument for YSCs to use that gathers demographic information and risk and protective factor assessment. Chapter One ends with an example of the assessment instrument.

Hui Malama Ohana Process Evaluation

Throughout 2002, the University of Hawaii Youth Gang Project conducted an evaluation of Hui Malama Ohana (HMO) Youth Service Center, a collaborative effort between Hale Kipa, Inc, Kualoa-Heeia Ecumenical Youth (KEY), Susannah Wesley Community Center (SWCC), and Parents and Children Together (PACT). Through collaboration, service providers are able to improve linkages between services, cut costs, share expertise in working with at-risk youth, expand needed services to youth and families, eliminate duplication, and maximize resources.

Overall, the strongest area of HMO programming (where they achieved most of their goals) is in recruitment of youth to complete community building projects. The most challenging area for HMO rests in reaching case management/counseling goals and in keeping active, on-going participants. Another challenging area was in high staff turnover. According to staff interviews and site observations, the greatest benefit of HMO is the sharing of resources and funding as well as peer support among the staff. The biggest limitation is burden of paperwork and the extra layer of bureaucracy.

Several key areas emerged during the evaluation that also underscored challenges other youth services centers faced: the burden of administrative paperwork, the lack of outside community support and volunteerism (predictable in programs serving economically marginalized communities with most adults over-employed and also carrying heavy childrearing responsibilities), and the need for more staff. As with the other Youth Service Centers examined, HMO is effective in recruiting large numbers of youth to their various programs. However, it is difficult to maintain the participants' consistent involvement, give individualized attention and case management, and help

youth achieve personal goals with a large population and a challenging staff-to-youth ratio that characterizes many of the services offered by HMO.

Power Hour Evaluation

Begun three years ago with a grant from the Hawaiian Electric Industries Foundation, PowerHour is the major focus of Boys and Girls' Club's (B&G) learning center initiative. The learning center, located in Waianae, services children in elementary through high school and is designed to promote interest in education and literacy. Specifically, it encourages youth to complete homework assignments as well as to engage in behavior conducive to learning (namely, creating interest in reading and generating confidence and respect for self and others). The program has four elements: homework assistance, a reading corner (to promote literacy), Dragonfly science program, and a computer literacy initiative.

A similar theme emerged in the PowerHour evaluation as with HMO: the program was effective in recruiting participants, but with few staff, no volunteers, and inadequate parental support, the ability to maintain active attendance and impact grades was limited. Essentially, running a volunteer program in an economically challenged community is extremely difficult, since most adults in the community are either over-employed or, if available, likely to present problems that keep them from being appropriate volunteers (such as inability to read, drug use, criminal record histories, etc). In addition, the ability to manage the special needs and behaviors of the participants (that result from them living with the challenges of a low income community) is also impeded by having too few staff available. Despite these limitations presented by understaffing and few

volunteers, PowerHour is a valuable program to the community. It gives youth an opportunity for a positive alternative space to be where they can receive homework attention, can be given supportive feedback and reinforcement of the importance of scholastics, and can build skills for successful adulthood (such as reading and computer skills).

Palolo Outreach Program

In response to community concerns surrounding the growth of delinquency and violence in Palolo Valley, the Palolo Project started over 12 years as an outreach effort of Kaimuki-Waialae YMCA. The overall goal of the project is to provide youth in Palolo Valley with recreational and scholastic activities that expose them to positive adult role models and help them to develop pride in their community. The project consists of two main programs: youth sports and remedial reading. The goals of the youth sports program are: 1) completion of the athletic season (softball, baseball, volleyball, and basketball); 2) maintenance of 2.0 GPA; and 3) achievement of one service project. The remedial reading programs' goals include improvement of students' reading grade by one level after three months in the program and a continuation of that improved grade level for one additional semester.

Overall, the Palolo project suffers from the same dilemma discovered in other programs. Significantly, the Palolo project services nearly 400 youth (exceeding their projected goal by almost 100%), with only one staff working the youth sports program and one staff working the remedial reading program. In a sense, the project can be said to be a victim of its own success in a community with few services to youth. In addition,

the project also struggles with the aforementioned problem of recruiting appropriate volunteers from the community. Despite the challenges and potential risks presented by too few staff and too few adequately trained volunteers, the site observations of the project and conversations had with staff, participants, and community members produced positive feedback about the program. The project gives youth in the community an opportunity to play sports in their community, offers assistance with developing reading skills, and gives them some opportunity to bond with dedicated and charismatic staff.

CHAPTER ONE
RISK AND PROTECTIVE FACTORS: AN ASSESSMENT INSTRUMENT

Risk and Protective Factors: An Introduction

In order to develop effective programming for youth who are at risk for gang

involvement, violence, and delinquency, youth service centers (YSCs) must have clear

understanding of the "risk" and "protective" factors experienced by those they serve.

Generally, a risk factor is a condition that tends to lead to at-risk behaviors. Risk factors

are categorized into areas involving the community, family, school, individual, and peer

group. They can be individually-oriented (being too aggressive, experiencing depression,

lacking conformity to rules, lacking scholastic aptitude, and engaging in risky sexual

behavior); can involve specific life experiences (death of a loved one or witnessing or

experiencing violence), and can be contextual (living in a disadvantaged community or in

a family with conflict). A combination of risk factors can interact and intensify each

other. For example, if a youth lives in a family with domestic violence, concurrent and

intensified risk factors may also occur: poverty, failure in school, difficulty making

friends, etc. Therefore, it is important for YSCs to recognize the multiple effects of risk

factors and enhance protective factors that could lead youth toward a trajectory of crime

and violence[1].

Protective factors can offset the effects of risk factors and include such things as

bonding to a supportive parent, developing positive peer relationships, exhibiting healthy

beliefs, having an easy going personality, and following clear standards and rules. In

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[1] For more information about risk and protective factors, please see Chesney-Lind et al (2001), US
Department of Health and Human Services (2001), and Nash and Brown (1999) referenced in this chapter.

addition, access to stable and continuous emotional support, non-domineering forms of

structure and supervision in the youth's lives, development of independence, and

development of a network of positive peer groups, competent schools, and supportive

churches can be used as resources for protecting youth against risk factors. Protective

factors buffer the negative consequences of risk factors, and social workers working with

at-risk youth need to be fully aware of these personal, family, and community resources

available to youth, as they face stressful and precarious conditions.

Using a Risk and Protective Factor Instrument

Throughout 2002, the University of Hawaii Youth Gang Project (YGP) developed

an assessment intake instrument used to gauge a youth's level of risk and protective

factors[2]. The instrument is designed with different sections, some of which can be

excluded if outreach and social workers feel the section is not applicable. The first

section gathers basic demographic information and family characteristics. In addition to

age, gender, and ethnicity, the first section of the intake assessment alerts social workers

to the level of surveillance, structure, and stability in the household.

The second section contains questions relating to protective factors, and the third

section includes questions relating to risk factors. The questions measure such areas as

bonds with school, family, peers, and church, as well as other areas, such as personal

risk-taking behaviors (i.e., drug or alcohol use, speeding or not wearing seat belts in

automobiles, carrying weapons, etc). Youth workers can easily add the two sections

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[2] Taken from other studies as well as previous YGP research, the intake instrument is a compilation of
questions and variables determined as key factors used to assess risk and protection. Please see Jessor,
Turbin, and Costa (1998), Loeber and Farrington (1998), Nagin and Tremblay (1999), and US Department
of Health and Human Services (2001) referenced in this chapter for other information.

together to estimate the level of risk experienced by the youth. The lower the total of both sections indicates a lower level of risk. The fourth section of the instrument pertains specifically to sexual behavior and measures a youth's risk level in this particular area. These questions were purposely grouped together on the instrument, in case a youth worker feels such questions are inappropriate to be asked and should be excluded. The conclusion to the assessment allows for comments by social workers or youth on any issues not addressed during the intake.

YGP designed the instrument to be brief while comprehensive. The average total time it takes to administer the intake is 15 minutes. What should be noted is that because of the sensitive nature of some of these questions, all files on youth should be maintained in a secure area (such as a locked file cabinet) and kept confidential.   In addition, youth should be reassured of two important items: 1) confidentiality is important and strictly upheld in the youth service center administering the intake and 2) it is permissible for them to refuse to answer questions that make them feel uncomfortable. The following pages contain the proposed instrument.

References

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Youth Service Center Intake Assessment

Name of youth_____

Address _____

Age:_____ Date of birth _____

What is your gender?

a) Male
b) Female

How do you describe yourself? Choose one that BEST describes your ethnicity/race.

   a. Native Hawaiian/Part Hawaiian
   b. Filipino (a)
   c. Samoan
   d. Other Pacific Islander
   e. Japanese
   f. Chinese
   g. Vietnamese
   h. Korean
   i. Other Asian
   j. Hispanic or Latino (a)
   k. African American
   l. White

Household dynamics:

How many adults live in your home?_____

What is their relationship to you?

_____
_____

Including yourself, how many kids live in your home?_____

What is their relation to you? (e.g. are they brothers, sisters, cousins, etc).

_____
_____

Have you moved during the past year?_____

If yes, how many times have you moved?_____

Risk Assessment

Now I am going to read you a few statements. Please tell me how often these things happen or how often you do or think the following way:

Part A, Protective Factors

**(if needed, some guidance can be given by the following explanation of terms)

Always/frequently (more than once a week I feel this way or do this activity)
sometimes (once a week to once a month I feel this way or do this activity)
Rarely (less than once a month to ever feeling this way or doing this activity)
Never (never felt/thought/did this)

	Always/Frequently	Sometimes	Rarely	Never
My parents help me with my homework.	1	2	3	4
I enjoy talking with my parents.	1	2	3	4
I go to church.	1	2	3	4
I get good grades (A's, B's) in school.	1	2	3	4
I play sports and/or join other school activities.	1	2	3	4
I attend school everyday, unless I am very sick	1	2	3	4
I like school.	1	2	3	4
I wear a helmet when I ride a bike or skateboard.	1	2	3	4
I wear a seatbelt when I am riding in a car.	1	2	3	4
I feel bad after fighting with someone.	1	2	3	4
I feel that joining a gang will get me into trouble.	1	2	3	4

I feel drugs are harmful.	1	2	3	4
I feel police officers are my friends.	1	2	3	4

Subtotal from all questions on Part A:_____

Low risk total: **13;** *high risk total:* **52.**

Part B, Risk Factors

Always/frequently (more than once a week I feel this way or do this activity)
sometimes (once a week to once a month I feel this way or do this activity)
Rarely (less than once a month to ever feeling this way or doing this activity)
Never (never felt/thought/did this)

	Always/frequently	sometimes	rarely	never
It is okay to gossip about someone you don't like.	4	3	2	1
It is okay to insult someone who gives you stink eye.	4	3	2	1
It is okay to hit someone who gives you stink eye.	4	3	2	1
I feel scared when I go to school.	4	3	2	1
I feel people do not like me.	4	3	2	1
I feel lonely.	4	3	2	1
It is okay to carry a weapon, like a knife, to school.	4	3	2	1
It is okay to join a gang if you feel you need protection.	4	3	2	1
It is okay to join a gang if you need money.	4	3	2	1
I hang out with kids who are in a gang.	4	3	2	1

	Always/frequently	sometimes	rarely	never
I want to be (am) in a gang.	4	3	2	1
I skip school to hang out in gang.	4	3	2	1
I carry a weapon to school.	4	3	2	1
I hit things when I am angry.	4	3	2	1
I take things from people that do not belong to me.	4	3	2	1
I lie.	4	3	2	1
I take risks for the fun of it.	4	3	2	1
I smoke cigarettes.	4	3	2	1
I drink alcohol.	4	3	2	1
I smoke marijuana (pakalolo).	4	3	2	1
I do other drugs, like batu.	4	3	2	1

Subtotal from all questions on Part B:_____
Low risk total: **21** *High risk total:* **84**

Part C, Sexual Activity

The following statements all pertain to sexual activity and are only yes/no.

	Yes	No
I have been taught about AIDS, HIV infection, and other sexually transmitted diseases (STDs) in school.	0	2
I have had sexual intercourse (this includes oral sex).	2	0

If no, skip the rest and go to conclusion.

	Yes	No
I have had more than one sexual partner in my life.	2	0

	Yes	No
During the past three months, I have had more than one sexual partner (this includes oral sex).	2	0
I have used alcohol and/or other drugs before having sex.	2	0
I use condoms every time I have vaginal sexual intercourse.	2	0
I use condoms every time I have/give oral sex.	2	0
I have feared I am pregnant (or have gotten someone pregnant).	2	0
I have been pregnant (or gotten someone pregnant).	2	0
I have feared I got an STD.	2	0
I have had an STD before.	2	0

Subtotal from all questions on Part C, sexually risky behavior. _____
Low risk total: **0** *high risk total:* **22**

Conclusion:

Additional information:

Besides any of the issues we just covered, have there been any significant events that happened this past year to you? Anything in your family or in school?

Total from Part A, B, and C: _____.*

*Combined with demographics and family dynamics information, the higher the score, the more at risk the youth is. The range of scores: *lowest total score from Parts A, B and C is* **34**. *Highest score:* **158.**

CHAPTER TWO
HUI MALAMA OHANA YOUTH SERVICE CENTER:
PROCESS EVALUATION

Program Description

Hui Malama Ohana Youth Service Center (HMO) is a collaborative effort

between Hale Kipa, Inc, Kualoa-Heeia Ecumenical Youth (KEY), Susannah Wesley

Community Center (SWCC), and Parents and Children Together (PACT). With the

collaboration, service providers hoped to achieve the following goals: improve linkages

between services, cut costs, share expertise in working with at-risk youth, expand needed

services to youth and families, eliminate duplication, and maximize resources. Using a

client-centered approach, HMO sets out to make available island-wide flexible and

organized programming that address many risk and protective factors encountered by

youth. Because of their partnership, HMO's proposed design aims to takes full

advantage of available resources and incorporates activities that improve youth's physical

health, self esteem and self image, and athletic and academic aptitude.

HMO's objective is to provide a safe environment where youth, especially those

over-represented in the juvenile justice system, can develop resiliency skills in order to

achieve a successful transition to adulthood. HMO's goal is to help youth identify the

positive resources in their lives, appreciate their background, culture and heritage, and be

aware of and manage their needs/challenges.

HMO offers services that are designed to attend to many areas of the youths' lives

and behaviors: community, family, peer relationships, and school. Youth who participate

in HMO are encouraged to complete community building activities (such as volunteer

work, service learning, and youth service corps participation), receive school

performance enhancement services (such as peer tutoring services and after-school homework assistance), receive sex education and sexual assault prevention information, and learn better family communication skills. Involvement of youth's family members, caregivers, and significant others is highly encouraged. In addition to drug free social and recreational activities, HMO offers teen drop-in centers and 24-hour crisis intervention, information, and referral, through the partnership with Hale Kipa.

Individualized conflict resolution and problem solving are also important features of HMO's programming. Learning environments are enhanced through drama, storytelling, poetry writing, music, and visual arts. Part of the successful transition to adulthood also includes information on finding employment. Therefore, HMO also offers job seeking skills and information on finding apprenticeships and entrepreneurial programs. Mentoring programs are offered and high levels of contact between adults and youth are promoted, in order for the youth to witness job skills and receive assistance in homework.

HMO targets both male and female youth who are at-risk for violence, substance abuse, and/or criminal activity due to geographic, ethnic, or socioeconomic factors. HMO offers services for youth ages 5 to 21, who have been arrested, have had contact with the police, and/or experiencing social, emotional, or psychological problems in school, the community, and/or the family. This includes youth who are status offenders (truant or runaways), are involved in gangs, and/or are experiencing abuse and neglect at home. This also includes youth who are in need of shelter, food, clothing, medical treatment, and may be at risk for out of home placement. Youth of Samoan, Hawaiian, Filipino, and African American descent—those over-represented in the juvenile justice

system—are targeted. HMO provides services at eight different sites on the Central and Windward sides of Oahu.

Previous Evaluation

Throughout 2002, the University of Hawaii Youth Gang Project continued an evaluation of HMO's program. One previous evaluation research project conducted by the University of Hawaii School of Public Administration assessed HMO's benefits, limitations, and challenges working the collaboration. The following is a brief summary of their findings[3].

From March to May 2001, the UH team performed several evaluation techniques: HMO meeting observations, interviews with project directors, an employee satisfaction survey, and a youth interest survey used to gauge what services HMO's clients prefer and what services they feel are absent from HMO's programming. Using these various areas of data, the evaluation concluded:

1)   HMO is effective in gaining commitment from all of its members to participate in the collaboration. By creating standardized milestones and goals and specifying tasks and ground rules of each participating agency, HMO is able to share resources equally and with limited competition, share information among the members effectively, and create fluid and open communication.

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[3] For the entire report, please see N. Itauso, K. Lee, L. Lipton, D. Mendoza, and L. Memea. 2001. "Serving Hawaii's Youth: The Collaborative Process of Hui Malama Ohana." Honolulu: UH School of Public Administration.

2)   Overall, employees generally felt satisfaction with HMO operations (activities, workload, work conditions) and also felt they had an equal voice in the organization. All of them expressed that they can openly discuss problems with fellow colleagues, and 85.7% said they are able to communicate their ideas and concerns with the administration.

3)   Paperwork responsibilities were the primary challenge cited by staff. All of the employees interviewed (17) felt that too much time was spent on completing paperwork and not enough time was given to actual client services. Other challenges employees noticed were high staff turnover, lack of job stability, and inability to hold rapport with clients.

4)   The youth surveys showed that males (69%) had a higher degree of satisfaction with HMO services than did females (50%) (total n=48). One explanation given in the report may be that programming tends to focus on sports activities. Girls showed more interest in doing "relational" activities, such as birthday bashes and movie events, while boys reported preference in sports (although 28% of girls did report they like sports as well). Both boys and girls shared enthusiasm for video games, gang and drug/alcohol education, and job searches. Few showed interest in doing educational activities.

The recommendations from this report included: 1) continuing forums for open communication between agencies and among staff and administrators; 2) standardizing forms in order to cut down on the in time needed to complete paperwork; 3) creating

gender-specific programming; and 4) giving youth a voice in what services they need from the providers.

Evaluation

Throughout 2002, YGP continued an examination of HMO, using an analysis of HMO's ability to meet their performance target goals throughout the past three quarters (7/01 to 4/02) and completing site observations and interviews of administrators and service workers; in total eight individuals were interviewed representing all key officials the recipient agencies. The milestone examination investigated HMO's capacity to recruit and maintain enrollment in their community-building programming, educational assistance, Youth Outreach Project (YO!) services, and individualized case management and counseling for the youth and their families. Using data reported by the HMO programs, this analysis compares the actual attendance and participation of youth in HMO services to HMO's intended and projected goals: Did HMO accomplish their milestones?

Community Building

By connecting 1,377 youths with at least one YSC community/prevention activity (such as leadership and social skills building groups), HMO exceeded their target goal of recruiting 1125 youths by the end of third quarter, HMO registered 815 participants (surpassing their annual goal of 684) for their prevention activities. They registered 259 youth for community building projects, which exceed their projected goal of 252.

Additionally, 186 youths completed one community-building project; this participation did not meet their goal of 210 youths having completed one project by third quarter's end.

HMO did not meet their target goals of completing a second community building project—sign-in attendance logs, registration form completion, and youth stating they learned two objectives related to community building projects were down 7% to 28% from summer 2001 to spring 2002. While youth regularly attended second activities more often in the second quarter, regular participation began to fall during the rest of the quarters. While youth registered for and completed a second community building project in the first quarter, registration fell below target goals later in the year, especially during third quarter, where youth's completion of a second community building project fell 66% below their projected goal. Note: Fourth quarter results were not available in time for this report.

Chart 1: HMO's Projected Goal of Youth Participation in Community Building Projects
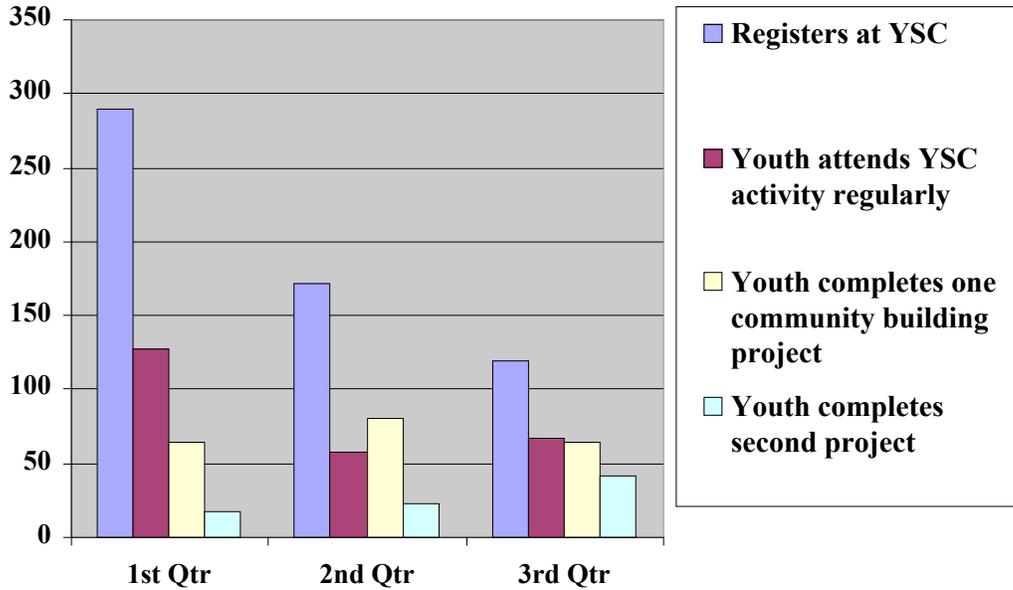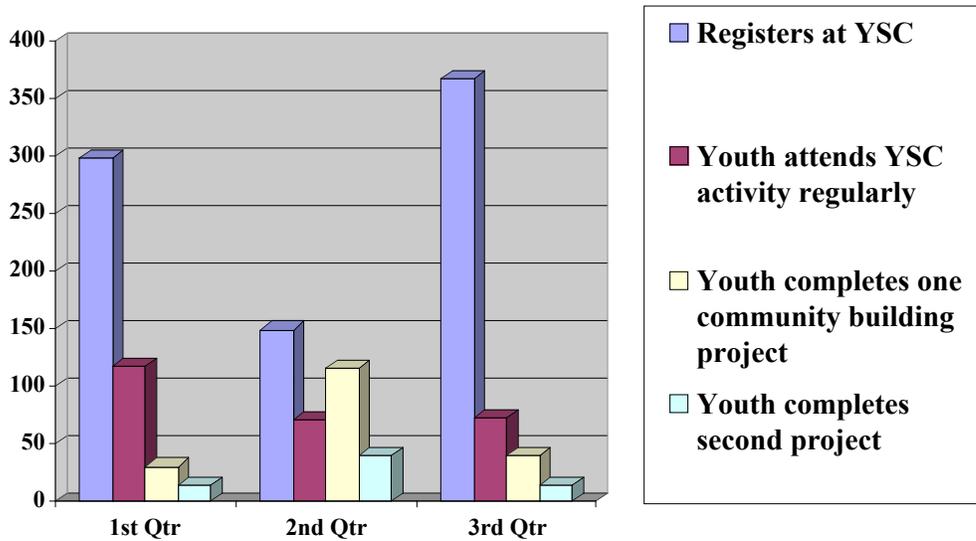

Chart 2: HMO's Actual Number of Youth Participating in Community Building Projects

On the whole, this examination shows that HMO has been effective in recruiting and connecting youth with prevention activities and community building projects. However, maintaining attendance for a second community project appears more

challenging for HMO. Even though maintaining regular participation in prevention

activities and registering/completing a second community building project are

challenging areas, HMO was still able to achieve 72% to 93 % of these respective goals

throughout the three quarters.

Education

Nearly twice as many youth as HMO had stated as their intended goal attended a

first session of the learning center or study hall. Of these, 65 youth participated in at least

30 percent of the available learning center days during first quarter, which exceeded

HMO's projected goal by 10%. A goal of HMO is to improve the scholastic performance

of these regular participants. With their initial entrance into study hall and the learning

center, students turn in their report cards to HMO staff, and a baseline of the students'

scholastic performances is taken. However, how much study hall and the learning center

affected the youth's overall improvement in grades throughout 2002 was difficult to

measure: Only half of the goal of attendance in study hall/learning center was met, and

students did not regularly turn in their report cards.

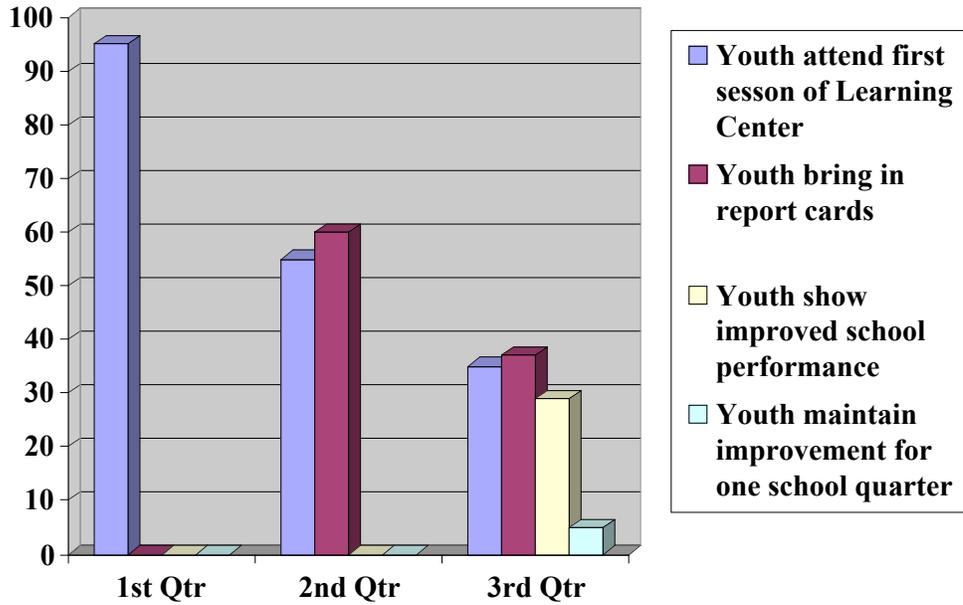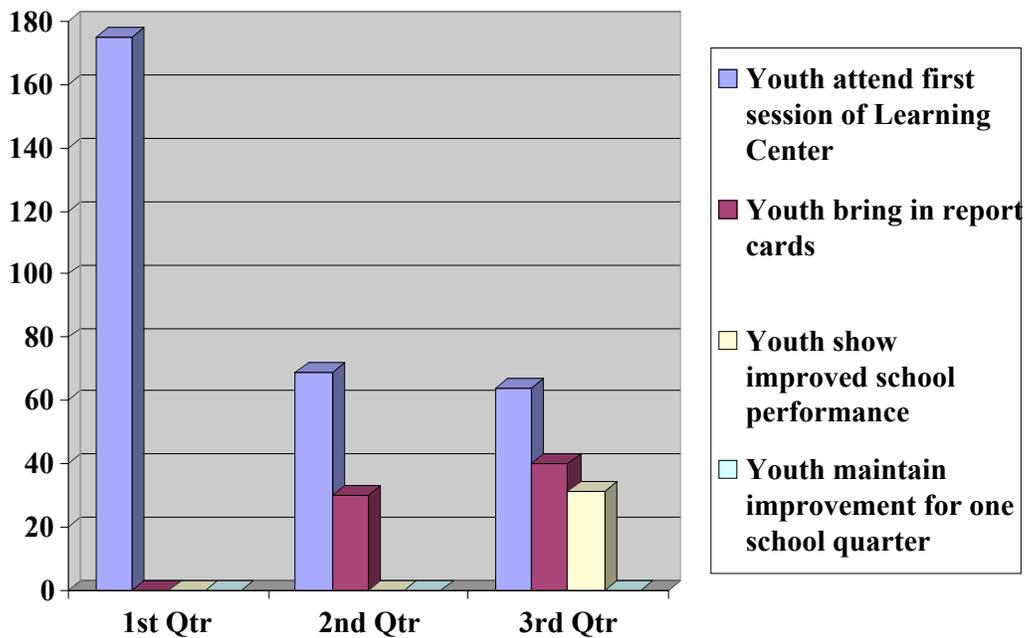Chart 3: Projected Goal of Youth Participating in Education Building Activity

Chart 4: Actual Number of Youth Participating in Education Building Activities

In general, HMO performs well in getting students to attend their learning center programs. More than their projected goal of youth attended the first session of study hall/learning center. During second and third quarter, students' participation in regular study hall and continuing improved school performance appear more difficult milestones for HMO to achieve. What should be noted is that report cards were the only way to measure improved scholastic performance, and reasons for not turning in report cards could be due to other factors. In addition, other variables not yet examined (such as onset of illness, crises in participants' families and households, or changes in school curriculum) could be impeding scholastic improvement in second and third quarter for these students, despite a positive effect of study hall/learning center programs.

YO! Services

YO! (Youth Outreach) is a collaborative effort of Waikiki Health Center (nonprofit provider of health and medical services) and Hale Kipa (non-profit provider of shelter and support for runaway youth). YO! provides a wide range of services, including laundry and shower facilities, interdisciplinary case management, basic health care services, sex education, employment counseling, and substance abuse counseling and referrals for treatment. Because of the collaboration among agencies, these services are also offered as part of HMO. During the past three quarters, 844 youth contacted YO! and learned about its services. While YO! met their first quarter goals of youth completing case management services and utilizing drop-in services, subsequent quarters appeared more difficult for the center. YO! also had difficulty in getting youth to attend their sexual assault education and prevention programs; they achieved 16% of their goal.

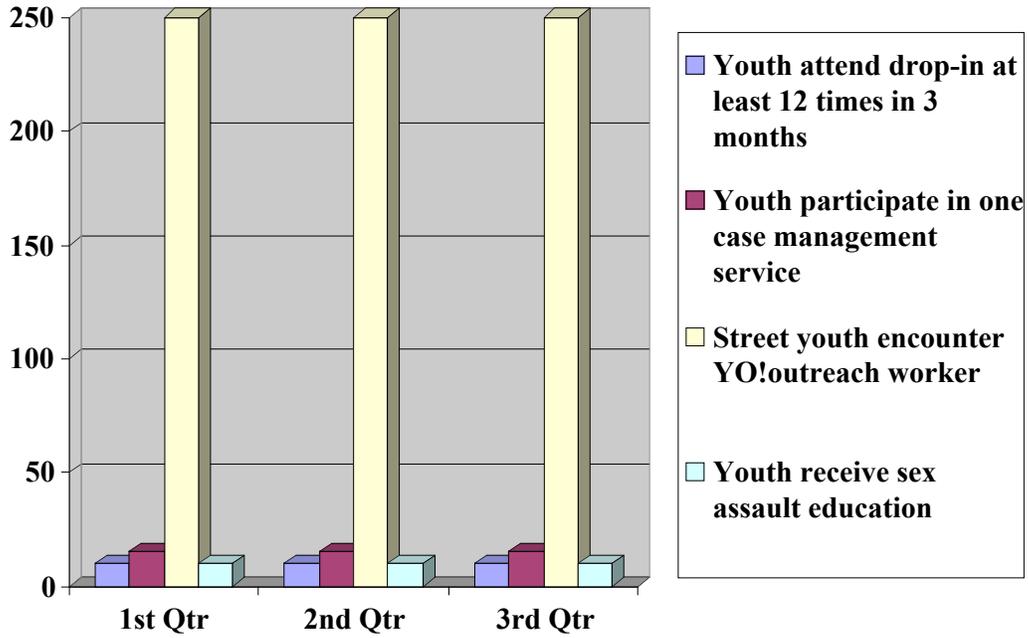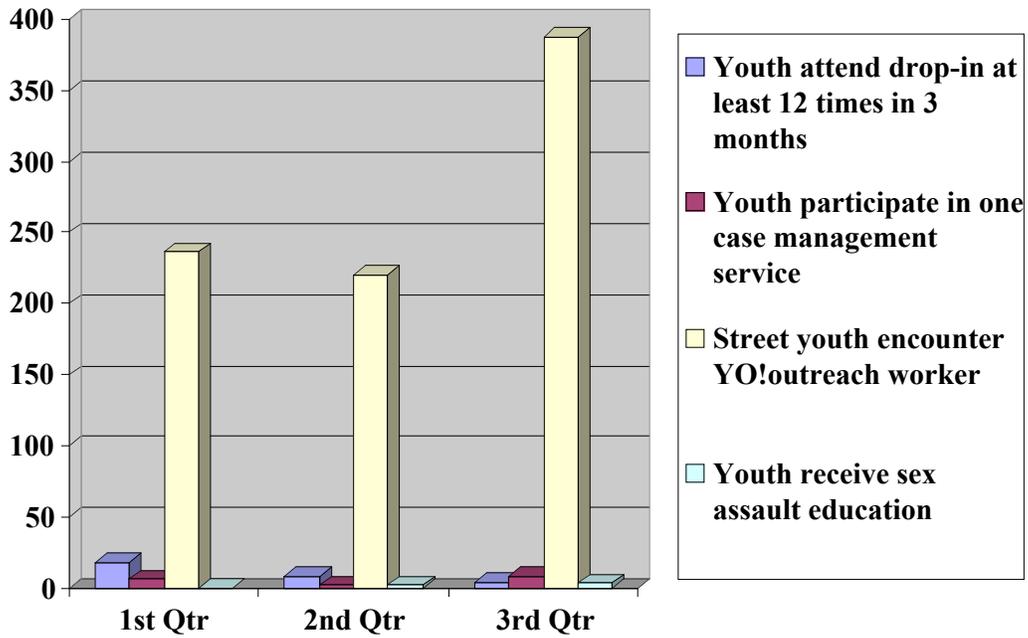Chart 5: Projected Goal of Youth Participating in YO! Services

Chart 6: Actual Number of Youth Participating in YO! Services

Overall, YO! appears effective in initially reaching youth about their services and doing case management and referrals. Getting youth to utilize YO! services on a regular basis is more difficult to achieve.

Case Management

In addition to these services, HMO also provides individualized case management and counseling services. These services offer youth assistance in improving family communication, increasing contributions to community, improving grades, and reducing absences and incidents at school. During the previous fiscal year first three quarters (7/01-4/02), HMO fell short of meeting many of their milestones in case management and counseling. Predicting 155 referrals to counseling, HMO received 98. While anticipating 82 youth to attend assessment sessions, HMO completed intake on 39. With this lower number of referrals and intakes completed, the other goals were also harder to achieve. Only 31 of their projected 60 youth established steps to meet their self-identified goals within three weeks.

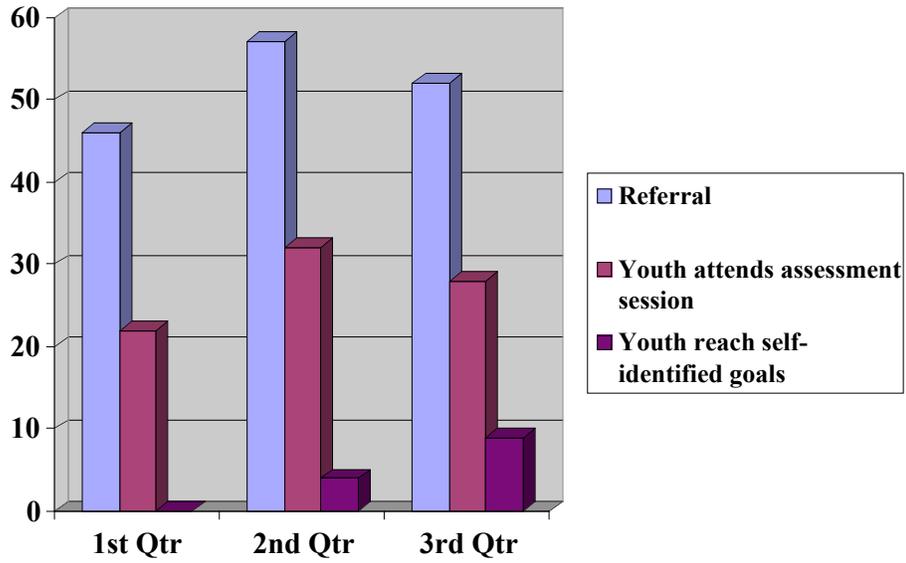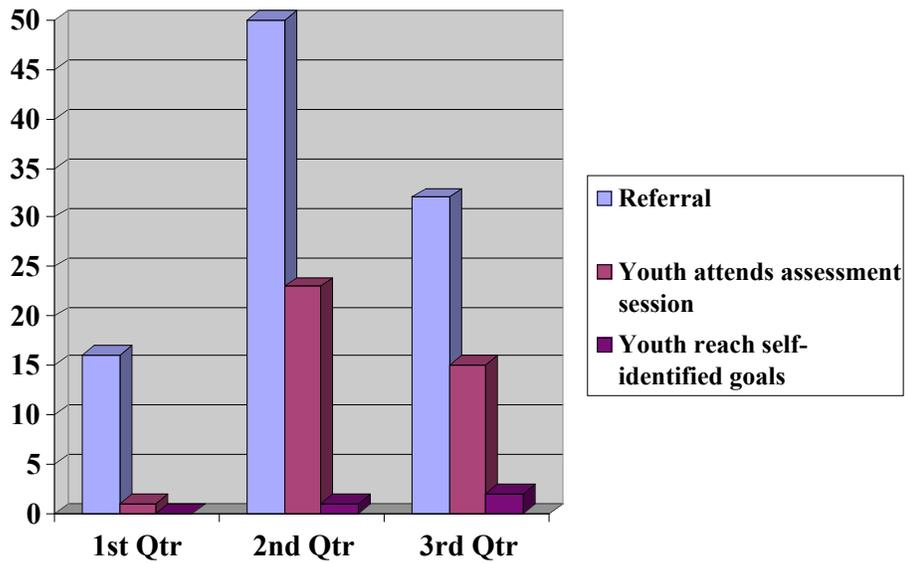Chart 7: Predicted Number of Youth Participating in Case Management Services

Chart 8: Actual Number of Youth Participating in Case Management and Counseling

Qualitative Analysis

From this initial outcome evaluation, HMO's programming seems effective in reaching and recruiting at-risk youth to participate in their activities. Maintaining regular case management and attendance of the youth appears as the problematic area for the collaborative inter-agency program. To understand the benefits and barriers to the collaboration and services offered, YGP researchers completed eight interviews of staff and administrators in HMO and conducted site observations of a collaborative community activity.

Interviews and Site Observation Data Analysis

Benefits. The main benefits to HMO cited by staff and administrators were resource sharing and peer support. One respondent claimed, "You can't go it alone. The main benefit is finding funding and finding people to work with." The collaboration allows for the sharing of resources that are needed to independently run each YSC in the HMO collaboration. This was cited by all those interviewed as the biggest benefit of HMO—the extra funding it brings.

Another positive aspect was the fostered ability of staff from different agencies to build peer networks and support with each other. Through monthly meetings and coordinated events, staff members from one agency develop relationships with those from other agencies, and this is beneficial in sharing information and expertise. One interviewee stated that she felt this support would not be possible without the collaboration. Another felt that her staff would not get certain services—such as CPR

training—if not for collaboration. Another respondent felt HMO's monthly meetings were valuable ways for staff to learn from each other's experiences and mistakes and, consequently, improve their own delivery of services. This respondent stated, "It contributes to quality improvement through peer review. HMO performs peer review quarterly, and quality improvement becomes a group effort and this is a definite benefit from the collaboration." The respondent continued to explain that it is mostly due to the cooperative attitude of all the "team players" in HMO—everyone takes equal responsibility and shares burdens and benefits.

A final benefit cited by two of the staff is the ability to expand services. For example, the collaboration could provide youth in YO! with employment skills training that Susannah Wesley Community Center (SWCC) incorporates into their programming. This was cited as a positive example of sharing for both funding and actual services to the youth. In addition, information about a specific youth can more easily be shared because of the collaboration. One respondent gave this example: If a youth in KEY runs away to Waikiki, then due to the networking provided by HMO, the information sharing on that youth can more easily be facilitated with YO! outreach workers.

Limitations. "Line staff is somewhat reluctant to be collaborative and coordinate services because this means more meetings and paperwork." Some programs have two sets of milestones to follow and two sets of paperwork to complete for the same youth and activities. This was cited from all those interviewed as the primary complaint of the collaboration. One interviewee commented, "It is time-consuming to be collaborative. There is a lot more administration." Another interviewee said, ""This can be a hidden stress for some of the agencies. That you have to collaborate and do more administration

to get the funding you need for your own agency." And another resonated that theme, "There is no real bonus for being in the collaboration except the funding. It would be better if HMO wasn't funded but each part funded separately and the collaboration was volunteer. It would work better. It wouldn't seem so heavy." And still yet a different interviewee felt the same: "Collaboration gets us the funding for services we couldn't get individually, but…. it is another layer of bureaucracy on top of the agency bureaucracy."

Additionally, this respondent said that while HMO improves training and funding resources and increases employee emotional support, the peer review of case files can add stress to case managers. If case managers in the various agencies feel they are being compared to each other, this could lead to job dissatisfaction and loss of feelings of empowerment and autonomy among staff. This respondent felt there was a negative side to peer review.

A second limitation cited by administrators in all agencies is high turnover of staff. This disrupts services and contributes to agencies' failure to meet milestones. One interviewee claimed, "No program has had consistent staffing. If we all worked at full capacity, we could probably make our milestones." As previously stated, one administrator felt that the amount of time completing paperwork leads to job burnout and employees leaving agencies. Another respondent felt that staff may not be given enough empowerment. "If staff have been given some empowerment, own their work, they are less likely to complain about their job then."

Another problematic area for HMO cited by half of those interviewed was the ability for the independent agencies to keep active, frequent participants in their programs; however, recruitment was not cited as a problem. These respondents felt

HMO did not help in dealing with this burden. Additionally, three respondents felt that the collaboration did not help in improving efficiency or ease in delivering services. One interviewee said, "HMO has not made things easier. It has not increased efficiency or improved it."

Finally, five of those interviewed, who were all senior staff, felt HMO was more of a "virtual youth service center" than an active collaboration. HMO infrequently shares the same population of youth and has only limited opportunities to deliver coordinated programming to all the youth serviced by the independent agencies. Additionally, it is difficult for some agencies to benefit from quarterly community events or activities because of the dramatic differences in the populations they serve (and that they felt that the youth should not necessarily interact with each other). Disparate populations served also made it difficult to do peer review because of the dissimilar cases the agencies serve. For example, one interviewee commented that youth in one program collaborating in HMO—YO!—may be unsuitable to attend a collaborative event with kids that would be much younger and not as at-risk.

Added to the challenges faced by working with different populations, are the additional challenges introduced by agencies being spread out geographically and youth being from different neighborhoods. The agencies included in this collaborative model are housed in separate facilities that serve, in some instances, very different geographic regions. While many agencies work in Kalihi, others work in quite different communities whose youth have very different problems. Added to this, youth in these programs tend to be inexperienced in socializing with youth from other neighborhoods,

and tend to be quite loyal to the specific program they routinely attend (as opposed to HMO).

Overall, while those interviewed felt overwhelmed at times with extra responsibilities from the HMO collaboration and felt that the main bonus of the collaboration was funding, respondents generally agreed the collaboration was valuable. One interviewee explained, "At times we felt isolated but now we are constantly out there. Now we are involved with others and not as isolated." Another respondent felt that HMO provides mentoring and support that would be unavailable without the collaboration—that agencies would have to cut expectations or decreases services if it weren't for the resources HMO provides.

The site observations of HMO's community events and services yielded the same conclusions as raised by the interviews. Staff delivered services in an organized, respectful, and friendly manner, with an attitude of teamwork and cooperation among the agency workers and youth participants. One troublesome area, as previously noted by interviewees, is the recruitment and participation of youth from all the agencies in the quarterly community events. During one community event, youth in PACT and SWCC represented 78% (14 youth) of all the participants. Interaction among youth from the varying agencies was limited. Conflict in the form of teasing between some of the participants was also observed. During another community event, two of the agencies were not aware one had been planned. Despite this, youth from the various agencies reported they liked doing the activities (which ranged from cleaning hiking trails to cleaning the USS Missouri).

Conclusion and Future Directions

According to their own milestones, the strongest area of HMO programming (where they achieved most goals) was in recruitment for community building projects. The most challenging area for HMO rests in case management/counseling and in keeping active, on-going participants. According to staff interviews and site observations, the greatest benefit of HMO is the sharing of resources and funding as well as peer support. The biggest limitation is burden of paperwork and the extra layer of bureaucracy. Based on this information, the following are recommendations for future directions:

1) **Develop strategic planning that draws equally from all the agencies**. This will facilitate better communication among staff and administrators as to coordinated community events and can also include further advertisement of HMO in the communities. More awareness of HMO's programs in the community can help to address the problem of keeping consistent participation. Strategic planning can also aid in developing coordinated youth leadership programs that may be appropriate for all agencies to offer to the populations they serve.

2) **Hire enhancement coordinator**. An enhancement coordinator can alleviate some of the bureaucratic responsibilities of the administrators—such as meeting planning, community event planning, duplicate paperwork, etc.

3) **Develop consistent training**. With different staff turnover, a consistency in HMO policies and uniform staff training guidelines would aid in alleviating confusion or apprehension about the collaboration.

4) **Streamline and reduce amount of paperwork that needs to be completed.**

   Matching milestones and completing only one set of forms or paperwork would

   address this primary complaint of staff. Another recommendation to alleviate this

   would be to have all forms computerized and have all case managers given

   computers and computer training to aid in the ease of completing paperwork.

5) **Develop more active peer support and job fulfillment and satisfaction.**

   Diminishing the role of a potentially "intimidating" peer review and enhancing

   the supportive network of line staff can help the agency workers with job

   satisfaction, create a forum to for open discussion of challenges and experiences,

   and limit job dissatisfaction (and potentially turnover).

CHAPTER THREE
BOYS AND GIRLS' CLUB OF HAWAII—WAIANAE CLUBHOUSE
POWER HOUR EVALUATION

Program Description

Begun in 1999 with a grant from the Hawaiian Electric Industries Foundation,

PowerHour is the major focus of Boys and Girls' Club's (B&G) learning center initiative.

The learning center, located in Waianae, services children in elementary through high

school and is designed to promote interest in education and literacy. Specifically, it

encourages youth to complete homework assignments as well as to engage in behavior

conducive to learning (namely, creating interest in reading and generating confidence and

respect for self and others). The program lasts for two hours, Monday through Friday,

and begins immediately after school. During the first hour, the participants complete

homework; during the second hour, they complete educational activities. If the student

has no homework for the day, the PowerHour director gives them some form of reading

assignment or exercises that teach the students to use the dictionary or encyclopedia.

Upon homework completion, contribution in other projects, and good grades or marked

grade improvements, participants earn PowerPoints. These points serve as the main

incentive for participation and can be redeemed for a variety of gifts, ranging from

slippers to movie excursions to computer games. B&G has set standards for achieving

PowerPoints and, in the interest of fairness, they support these standards without

deviation:

There are four key elements to PowerHour program in which participants can

earn their incentive:

1) Homework Assistance—Tutors (B&G volunteers, older B&G members, staff) work with participants to finish homework assignments. Five PowerPoints are given for a day's homework verified as complete, and participants earn 50 points for having perfect attendance in the PowerHour program for the quarter. Participants also turn in their report cards after each quarter. They receive 150 points for perfect attendance in school, 50 points for each B or S+, 75 points for each A or E, 75 points for no tardiness, and five to 30 points for any improvement in grades.

2) Reading Corner—PowerHour staff read to youth, and for each reading attended, the participant receives 20 points. Participants also have the opportunity to write a book report independent of their school homework. This activity earns them 80 points. In addition to reading and doing book reports, students have the opportunity to belong to a cultural project. The goal of this project is to sponsor awareness and appreciation of the many cultural and ethnic heritages the participants bring to the program. Such projects include doing arts and crafts, dancing, visiting historical spots, and performing ceremonies.

3) Dragonfly Quest Science Program—PowerHour participants conduct group projects that advance their interest and knowledge in a range of scientific areas, such as ocean science, biology, and geology. Twenty PowerPoints are given for session of participation in the project.

4) Computer literacy—Formal computer classes are offered as part of the standard program. Once participants finish their homework assignments, they then have the opportunity to play educational computer games that enhance and further their computer skills. They are awarded twenty points for each day they take part in computer lab. Currently, PowerHour staff is designing formal computer training classes for the youth.

In addition to earning points, youth can also have points taken away from them for poor behavior. If students are expelled from PowerHour for the day or from school for the day, they lose 50 points. If they are caught cheating in PowerHour, they lose 25 points. Students are given three warnings about the following behavior before being expelled from PowerHour: not doing task at hand, disruptive behavior, and chronic lateness. To promote education in managing money and banking, PowerPoints are disbursed to the youth in the form of "paychecks" that they then deposit in their personal checking accounts. During selected times of the school year, students can complete 'withdrawal slips' to redeem their points for awards. The awards range in value, such movie passes or surfboards.

Site Observations and Interviews with Staff

During 2001, YGP began its evaluation of PowerHour. Since the program is relatively newand is in a continuous state of improvement and development, YGP is assisting in evaluating B&G's strengths, needs, and challenging areas in their

programming. YGP's evaluation has three parts: interviews with B&G staff, site observations, and analysis of the program's milestones and goals.

Needs/Challenging areas. B&G staff listed several areas that impede continuous involvement of youth enrolled in their program. Most importantly, this is a community that is economically marginalized which sometimes means that parental support for academics is not readily available. Parents sometimes would like their children home after school to complete chores, have difficulty finding time to get their children to PowerHour, or encourage their children to play sports instead of participating in educational activities. One staff member explained that older students lose interest in study hall and prefer to find jobs instead—again a predictable problem in a low income community. According to staff interviews, the communities in which these children live have many risk factors and stressors, including poverty, crime, violence, drug addiction, and alcohol abuse. As many families are single-parent families, lack of supervision in the home can become a problem as well as the ability to find transportation to pick up the child from PowerHour. Additionally, some of the youth come to the program without snacks or money and are left hungry, which can impede their ability to concentrate in the program. As one B&G staff member said, "Children come here with emotional baggage."

Difference in the schools' educational expectations for students and PowerHour's educational expectations for its participants is another challenging area. Students come to PowerHour without some basic study skills to complete homework, such as using a dictionary, a map, or initially attempting to answer questions on their own. One staff member stated that in her experience, sometimes teachers "readily give answers to children. They do not teach them to seek the answers themselves or to challenge answers

given." Additionally, teachers occasionally will give children unclear homework assignments, and B&G staff members have some difficulty interpreting the homework assignment. One B&G staff member illustrated another problem with homework and the school, "Teachers want homework done and don't care what it is—if it's sloppy, incorrect—just get it done. There is also not enough books for the students to use, so even if they get homework, they can't do it or bring it home. They don't have homework then."

Another problematic dimension to PowerHour is addressing the requirements of special needs children. Several PowerHour participants have special needs, most commonly: Fetal Alcohol Syndrome (FAS), Attention Deficit Disorder, and hearing impairment. Moreover, 60-70% of the participants are in foster care and come from disrupted families. One staff member stated that these physical and emotional problems can create tension in the program. "These kids are not as affectionate and are antagonistic at times." With many special needs children in the program and with the size of the program growing, the need for more staff and space availability are also issues to be addressed. Space availability was somewhat resolved during 2002, however. With a private donation used for air conditioning, B&G was able to expand their PowerHour room space and provide a more comfortable environment for the youth.

In 2002, PowerHour staff elaborated on the challenge of having too few staff and few trained volunteers. Significantly, PowerHour services 50-80 youth, with only one staff working the program; in a sense, the program can be said to be a victim of its own success in a community with few services to youth. This can be problematic, as one staff member elaborated, because "the children range so widely in age and psychological

levels that one person cannot adequately attend to all the different educational and emotional needs in the group." Stating volunteer challenges, one staff member mentioned that "previous problems arose when volunteers who were in adult criminal justice diversion programs completed community service in the PowerHour program". These volunteers appeared ill-equipped to work with young children, and a "potential bad influence" was cited as a problem. Although these volunteers were eventually terminated from involvement in the program, finding suitable volunteers remained a problem: "There is a resistance to filling out forms and giving information, so a lot of moms don't volunteer." Additionally, teenagers who are in other B&G programs also volunteered, but one staff member claimed, "We had a problem with them doing the kids' homework not assisting in it, so now we have no volunteers." Essentially, running a volunteer program in an economically challenged community is extremely difficult, since most adults in the community are either over-employed or, if available, likely to present the problems of the sort described above.

Strengths. Although PowerHour is understaffed, the biggest asset to the program is the consistent and dedicated staff work for the program. Staff turnover has traditionally been low in B&G; many have worked for the organization for the past three to ten years. In summer 2002, however, B&G began to experience some problems with staff turnover: their computer lab remained closed throughout much of Fall semester due to no staff available to conduct the lab. Despite this, B&G staff members strive to create and apply standards and rules for behavior uniformly. The one area of discretion in applying standards is the deduction of PowerPoints for bad behavior. However, rules for behavior are outlined and understood by B&G staff and participants as well. Another

asset and strong area to B&G programming is their emphasis on cultural awareness and appreciation.

Participants in the program come from a variety of ethnic backgrounds. In general, B&G participants are 65% are Hawaiian and part-Hawaiian, 5% are Filipino(a), 4% are Samoan, 4% are White, 3% are other Asian, and 2% are Portuguese[4]. Boys make up 55% and girls 45% of the participants. The participants range in age, from age 5 to 18, with the majority of participants age 8-12. Cooperation among B&G members is promoted, and little tension exists (according to interviews and site observation, this is mostly due to consistent rule application by staff). Their cultural projects promote an education of the activities and customs the different ethnic groups who reside in Hawaii have. In addition to PowerHour's educational/literacy culture projects, youth also get a chance to engage in dancing, to make crafts, to visit historical spots, and to perform ceremonies in other B&G programs. With no one excluded, the projects help build positive understandings and reception of cultural difference.

Another strength of PowerHour is their "trust development" and honor system used with the kids. The program developer and assistants trust the youth in their commitments, with the understanding that if they are caught lying, points will be deducted. One staff member said this trust is important because this may be their first experiences of an adult believing them. Another asset of PowerHour is that it provides a positive alternative place for the students after school. With few options in a community that contains several risk features (see Volume I of this report for a Waianae profile), PowerHour provides positive adult role models and a connection to scholastics, while it

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[4] The remaining 17% are either unknown or mixed ethnicity with no primary identification.

also impresses to students the importance of not only school, but of trust, respect, proper behavior, and the benefits from following the values and rules in the program.

A final strength of PowerHour is their emphasis on reading and writing. Believing these skills are essential for joining the adult work force, PowerHour concentrates on these efforts through extra projects, like book reports, word finds, dictionary exercises, geography exercises, sentence structure assignments, and reading corner hour.

Milestone Analysis

Attendance. PowerHour exceeded all of their attendance goals for 2002. They exceeded their general educational enhancement enrollment by 18%, their PowerHour enrollment by 19%, and their regular PowerHour participation goal by 12%. While recruitment appears to be a stronger ability, regular participation (at least 70 sessions a quarter) is still a strong feature of the program.

Chart 9: Projected versus Actual, Attendance in PowerHour
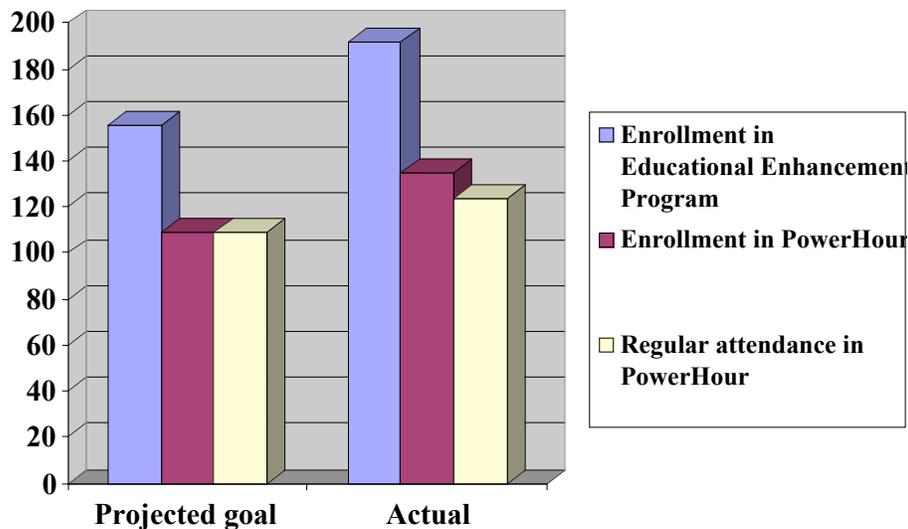
Special programs. Literacy programs continue to be a strong aspect of PowerHour. Exceeding their goal by 12%, 124 students enrolled in the Reading corner program in PowerHour and each of them reached their individual goal of finishing three books. Computer lab is also another area in which PowerHour performs well. Surpassing their goal by 24%, 105 youth enrolled in computer training and learned fundamental computer skills. Two areas appear weak for PowerHour: the Dragonfly science program and the overall GPA improvement of its participants. The Dragonfly science program did perform as well, only meeting 84% of its goal. While 100 of the goal of 116 did improve their GPA by 1.0, less than half of their goal were able to maintain an increase in for one additional quarter. One explanation for this given by staff was that students sometimes fail to turn in their report cards, the source of verification used to measure improvement.

Chart 10: Projected versus Actual, Special Programs Participation
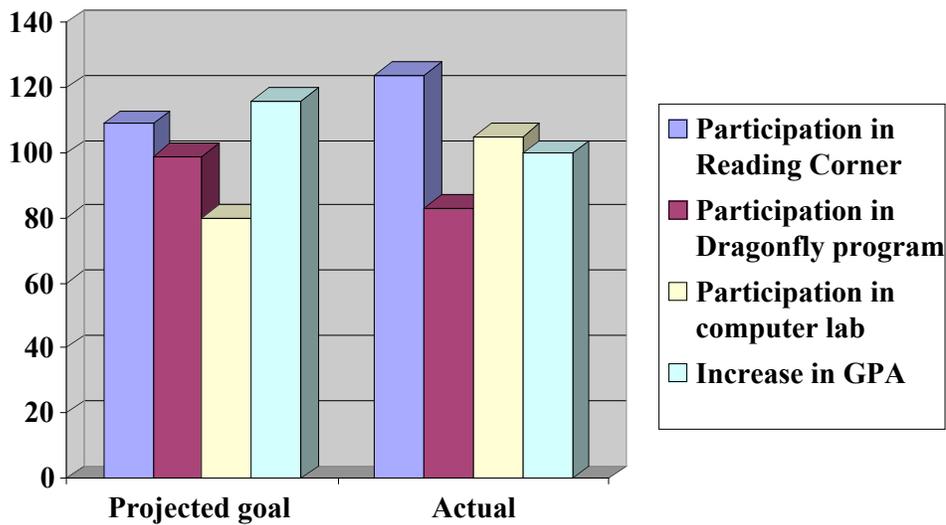
Conclusion

Overall, PowerHour appears effective in recruiting and keeping youth in their literacy, homework, and computer programs. It appears less effective in recruiting and maintaining participation in their Dragonfly science program or in estimating continuous GPA improvement. One recommendation to alleviate this would be additional staff to promote the science programs. With additional staff concentrating on the science programs, participation could increase as well as consequent grades (because students would be receiving both reading and science enhancement). The youth to staff ratio for PowerHour can be overwhelming for staff at times and encumber the overall effectiveness of the program. With more staff, the challenges the program must overcome can be alleviated. In addition, another recommendation is for added focus on educating and recruiting parents and other community volunteers. While PowerHour does promote its programs in schools, it is recommended that further promotion for volunteers should be generated—for example at community churches, community board meetings, and parent-teacher association meetings, where the importance and benefits of B&G and PowerHour can be clarified to the community. In addition, standardized training of all B&G volunteers is highly recommended.

CHAPTER FOUR
KAIMUKI-WAIALAE YMCA
PALOLO PROJECT EVALUATION

Program Introduction

In response to community concerns surrounding the growth of delinquency and
violence in the valley, the Palolo Project started over 12 years as an outreach effort of
Kaimuki-Waialae YMCA. The overall goal of the project is to provide the youth in
Palolo Valley with recreational and scholastic activities that expose them to positive adult
role models and help them to develop pride in their community. The project offers
services to youth from a variety of ethnic backgrounds: Samoan (35% of participants),
Hawaiian/Part-Hawaiian (32%), other Pacific Islanders (12%), Laotian (8%), Japanese
(4%), Vietnamese (3%), and Tongan (3%). Almost 60% of the participants are girls, and
over three-fourth of the youth served are under the age of 14. Most of the students in the
program attend Jarrett William Paul Intermediate School or Palolo Elementary.

The project consists of two main programs: a youth sports program and a
remedial reading program. The goals of the youth sports program are: 1) completion of
the athletic season (softball, baseball, volleyball, and basketball); 2) maintenance of 2.0
GPA; and 3) achievement of one service project. All of the sports activities have
tournaments once a year to serve as motivation for the youth to continue in the program.
There are 20 seasonal volunteers who assist in the sports program, and all of the
volunteers come from the Palolo community. The remedial reading programs' goals
include improvement of students' reading grade by one level after three months in the
program and a continuation of that improved grade level for one additional semester. In
order to achieve this goal, the students participate in the program for about an hour after

school and receive phonics exercises, 20 minute one-on-one tutoring, poetry

memorization exercises, and additional reading assignments. The Palolo Project hopes to

impact the community by recruiting at least 200 youth into their sports program and 25
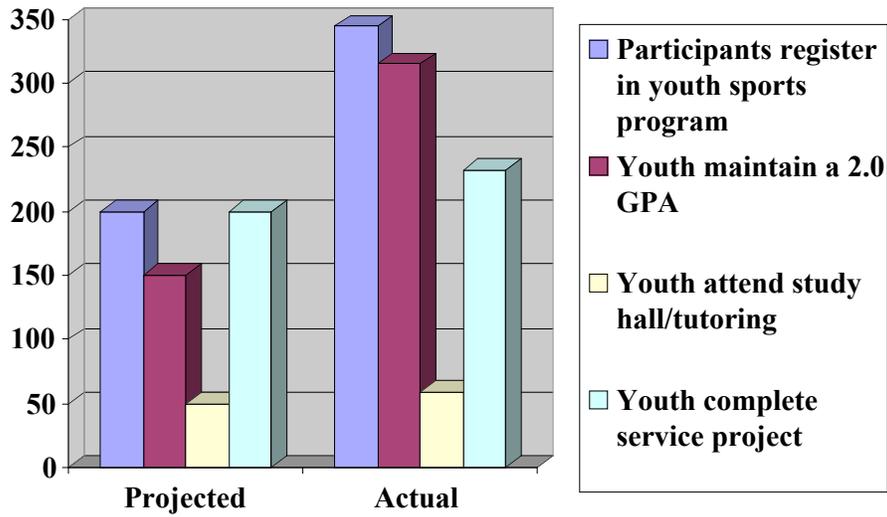
into their remedial reading.

Evaluation

Throughout 2002, YGP completed a process evaluation of the Palolo Project. Site

observations over a period of five months were performed, 24 participants were asked

their opinion of the program and their community, and interviews with two staff members

and informal discussions with volunteers and community members were made. In

addition, an analysis of the project's milestones and internal recordkeeping was also

done.

Milestone Analysis

The Palolo Project reached all of their goals in 2002. They registered 344

participants (exceeding their goal of 200), with 92% of them maintaining a 2.0 GPA. In

addition, 232 students completed a service project and 59 students attended study hall.

Chart 11: Students in Youth Sports Program, Projected Versus Actual

In addition to successfully meeting milestones in the youth sports program, the Palolo project also met their goals in their remedial reading program. With 35 youth registered, they exceeded their goal by 40%. In the areas of phonics exercises, poetry memorization exercises, and improvement in reading levels, the remedial reading program exceeded their goals by 33-70%. In addition to these results, the Palolo project also reported that they maintained case management of four youth and were able to decrease absenteeism and tardiness in school.

Chart 12: Youth in Remedial Reading Program, Projected Versus Actual
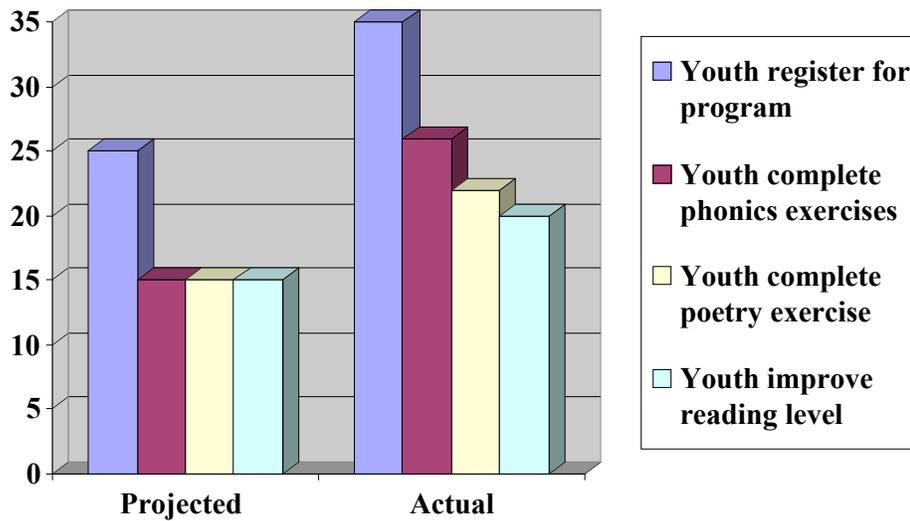
Participant Response

All of the students (n=24) except one said they felt would rather go to the program after school than to home or other activities with friends. The top five common responses why the youth continued in the sports and remedial reading programs were: 1) "I am able to be around friends"; 2) "I get to play sports"; 3) "my parents want me to"; 4) "I get my homework done here."; and 5) "because I like being here than at home; home is boring." One student explained, "It helps me with school because we get to do our school work here and there is always someone to help me with it." Another student said, "I like it here because I am getting better at basketball and softball."

Overall, the participants said they like coming to the program because they feel it is fun, that they are around "friends" who care about them and help them with their homework, and they feel safe and comfortable. A few of the youth said that they feel they

cannot complete school assignments at home. One student explained that she has to leave her house in the evening because it needs to be cleaned. The Palolo project gives her somewhere to go where she can have fun, be around friends, and get homework done. Another youth responded that there are no tables to use at home for homework and he needs to go to the gym in order to work. Two community members (during site observations) also agreed that these are obstacles youth face and the Palolo project can help them overcome.

Staff/Volunteer Discussions and Site Observations

Overall, staff members of the youth sports program and remedial reading program felt pride in their work in Palolo and expressed that they genuinely feel they are helping the youth to become not only better athletes and readers but "upstanding citizens as well." One staff member explained, "(we help) to break the mold about housing kids being stupid and lazy and prove that all those stereotypes are wrong." Both staff members explained they feel they are providing the youth with positive and trustworthy adult role models, and the program itself has continued to have a good reputation in the community. In addition, they feel the popularity of their programs may be growing, as youth from other communities outside Palolo join the program.

Through discussions with volunteers and through site observations, several limitations and challenging areas were discovered. One such area is the staff to youth ratio the program must continually negotiate. With only one staff to work the remedial reading and offer one-on-one tutoring, the impact of the intervention may be limited and the ability to offer well-organized services restricted. Nearly 400 youth are enrolled in the

youth sports program and because of this large number of participants, the program will –be difficult to manage in the best of circumstances and chaotic and disordered at other times. With these large numbers, there is also the possibility that youth might be unsupervised by either professional or volunteer staff occasionally. Additionally, some participants expressed two other problems associated with understaffing (and hence heavy reliance on volunteers): 1) youth of the same ethnicity tended to congregate together and some kids felt isolated; and 2) that occasionally staff or volunteers may appear to see certain kids as favorites and give them more opportunity to play. With so few staff, the ability to offer equal attention to all participants and to develop a program that fosters positive interactions with youth of different ethnicities is diminished. With only two paid staff to direct these very popular programs and while also attempting to train and supervise a large number of unpaid volunteers, the program's very success can be a challenge under the best of circumstances. More significantly, the small professional staff means that a large burden is placed on volunteers. .

Hence, a second challenging area for the Palolo outreach program is the recruitment of a sufficient number of adult volunteers to staff such a large program Palolo is an economically challenged area; and this is clearly true of the public housing project. Like other marginalized communities, adult volunteers are difficult to find; the program staff are, in fact, to be commended for the large number of volunteers they have currently recruited. However, given the number of youth involved, and the potential safety risks of youth being unsupervised, more volunteers are probably advisable. According to discussions with community members who did attend the softball practices, some families are burdened by having to take care of younger children or they are then too

busy and occupied to volunteer support. Another possible and understandable

explanation is that parents feel the program offers their children a safe alternative space

to be and that their volunteerism is not needed. Another explanation is that volunteers

who wish to be coaches feel that training is too cumbersome and are unwilling to go

through training in order to be a volunteer coach. Finally, the reason most often stated by

staff (and reinforced by discussions with community members) is that parents are

ashamed to show up to meetings and games because they feel they cannot afford to bring

money or food to support the program. This shame deters them from attending or

volunteering. Again, all of this points to the difficult and even agonizing choices

presented by providing a much-needed program to an economically marginalized

community.

Overall, while the Palolo project faces challenges as a result of under-funding

which results in too few professional staff and too few adult-volunteers for the number of

youth who want the program, the observations of the project and conversations with staff,

participants, and community members produced positive feedback about the program.

The project gives youth in the community an alternative space to be, offers assistance

with developing reading skills and/or sports skills, and gives them the opportunity to

bond with positive adult role models.

Future Directions

The following are future directions and suggestions for improvement:

1) **More funding for more staff.** Problems arising from too few staff, such as unsupervised volunteers and youth and potential disorganization of services, can be alleviated with more staff. Specifically, paid and well-trained assistants to the directors of the youth sports program and remedial reading program can aid in keeping services organized and in giving the youth equal attention. Additionally, a part-time project coordinator who can serve to complete administrative duties, promote the program in the community, and recruit and train volunteers would help secure positive outcomes and minimize any risks due to understaffing.

2) **Standardized and rigorous training of volunteers**. The Palolo Project is to be commended for the number of adult volunteers is has recruited (N=20). However, with this success also comes challenges. Essentially, standardized and rigorous training of volunteers is essential in eliminating the use of inappropriate discretion in handling conflicts that arise with children. Such conflicts can be particularly acute in youth sports programs Training sessions should include mock scenarios and examples of situations that potentially arise in the program (such as participants fighting with each other or teasing one another, youth feeling like they are failing at the sports activity, and youth unwilling to follow orders) and be informed of acceptable responses to such circumstances. Volunteers, who after training, are found to be inappropriately or inadequately supervising youth, or worse –failing to address youth violence in an appropriate manner should be immediately -removed from the program. These guidelines of working with youth should be continually reinforced among staff and volunteers. While training can be seen as a burden to the volunteers, this can be assuaged through educating

them on the importance of understanding OYS principles, missions, and

expectations and by condensing this criteria into a succinct all-day workshop.

3) **Concentration exclusively on Palolo community.** Currently, the size of the

program almost doubles the project's goals and milestones. While this is

indicative of a popular program with dedicated staff, the dim prospect of any

dramatic increase in state support of this important work means that the Palolo

Project faces a very bleak Hobson's choice. Essentially, if funds are not available

to increase the staffing of this program, another regrettable suggestion is to reduce

the number of youth served by the program. One suggestion might be to return to

a focus on the youth in the Palolo community solely. The Palolo outreach project

began as a response to crime, violence, and delinquency in the Palolo community.

These concerns still remain in this neighborhood and giving the youth in the

community more concentrated, well-organized services that offer them adequate

individual attention can be beneficial in helping them overcome the obstacles

posed by living in public housing. Finally, this solution might lessen the work

load on existing staff (who occasionally drive youth from other neighborhoods to

the program), and it will also remove any liability issues associated with that task.

Finally, for the youth, it will resolve issues of nonattendance due to inability to

get to Palolo gym. Again, this recommendation must be taken as a sign of a tragic

dilemma faced by dedicated and charismatic youth workers, and it must be

understood in that context. If the program were a poor one, the youth would not

be coming in such great numbers.