

Employment and Training

Cluster Level Evaluation Report

I. CLUSTER OVERVIEW

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

Goals and Objectives

The goal of the Employment and Training Cluster is to prepare former adult offenders and at-risk youth with the appropriate skills and knowledge to obtain and retain a job that pays a living wage. Additionally, programs seek to reduce recidivism among adult and minor parolees and probationers through vocational training, preparation for employment, and job placement. Adult programs focus primarily on job readiness, placement and retention, whereas youth programs emphasize subsidized employment, career exposure, and youth development.

Theory of Change

Research has shown that employment and training interventions can be an effective prevention, as well as a reentry strategy. A fifteen year study examining re-arrest rates among prisoners found that 67% are re-arrested within three years. By providing adult and minor parolees and probationers with employment training and placement, participants will be more likely to successfully obtain employment that pays a living wage. Employment not only provides participants with a livelihood, but also serves to reintegrate former offenders into society. As participants become reintegrated and successful in the work-place, they will be less likely to engage in criminal activity, more likely to adhere to the

terms of their probation, and more likely to attain higher levels of education and/or training. Increasing employment and training opportunities can reduce violence in the community. The Alameda County Public Health Department and Violent Death Reporting System noted in a report entitled "Violence in Oakland, A Public Health Crisis" that over 86% of homicide suspects were not employed when the crime was committed and that 76% of victims were unemployed. This report indicated that there was a strong correlate between employment opportunities and homicides (2006).

II. INPUTS

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

OMY Funding

The employment and training cluster provides a total of \$1,519,427 to seven projects, including:

\$390,000	America Works (Transitional Jobs) ⁱ
\$77,250	Bay Area Video Coalition (Afterschool Job Training)
\$210,000	Goodwill Industries (Employment and Training)
\$281,954	Volunteers of America Crew Based Sheltered Employment
\$195,700	Youth Employment Partnership After School Jobs
\$212,023	Youth Employment Partnership Summer Jobs
\$152,500	Youth Radio

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Data Collection Methods

Overall, programs within the cluster did not report challenges with data collection or consent and reporting was adequate to capture program activities. Programs within the cluster aimed to address three or more of the following client outcomes:

- 1) Improve knowledge of the workforce
- 2) Improve job readiness skills (i.e. how to complete application, resume, etc.)
- 3) Increase employment
- 4) Increase job retention
- 5) Decrease recidivism
- 6) Increase educational attainment
- 7) Improve attendance; reduced suspensions

In general, the programs within this cluster collected adequate information to analyze outcomes related to recidivism, attendance, and educational attainment. However, few programs had data collection systems in place to measure intermediate outcomes such as job readiness and knowledge of the

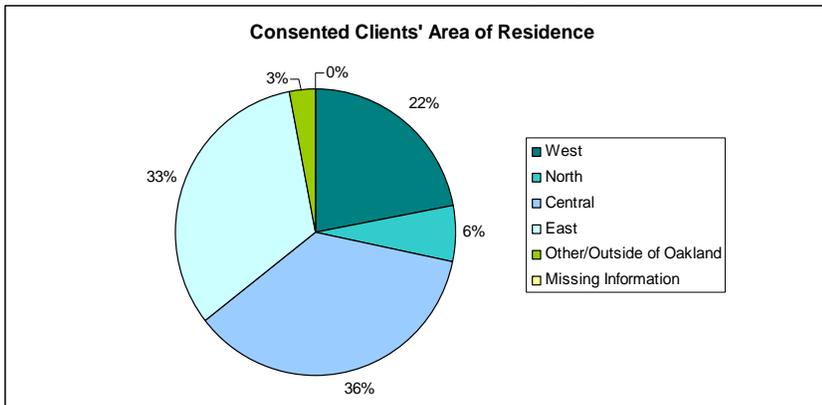
workforce. While a few programs used pre- tests, surveys or intake assessments, none had tools for measuring changes in attitude, belief, and knowledge related to these areas as a result of participation in the program.

Consent

Measure Y program participants were voluntarily asked to provide consent to share personal information for the purpose of evaluation. Of the 526 participants in Diversion and Reentry programs, 498 (95%) consented to sharing information. Four percent of participants withheld consent, and for 1% of participants, information pertaining to consent was not available. The demographic information presented below reflects only consenting participants.

Demographic Characteristics of Clients

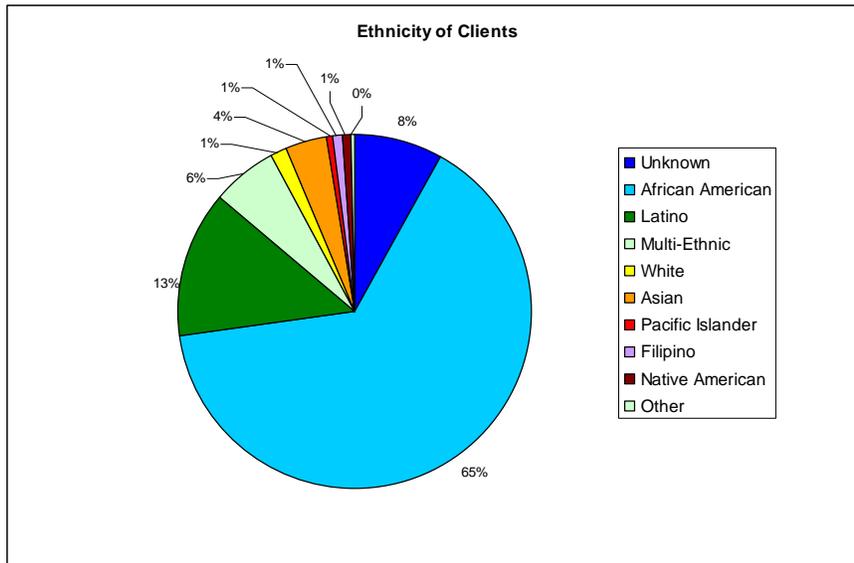
Program participants were majority male (60%) and approximately half (53%) below the age of 18. A high proportion of participants (>78%) spoke English in the home, and a small minority (4% reported) spoke Spanish. No language data was collected for 16% of participants.



The Evaluation team split East Oakland into two areas, Central and East, in order to analyze data by OPD command area. While Measure Y served participants from all parts of Oakland, the majority (69%) lived in East Oakland.

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The majority of participants (65%) identified as African American and a significant proportion identified as Latino (13%).

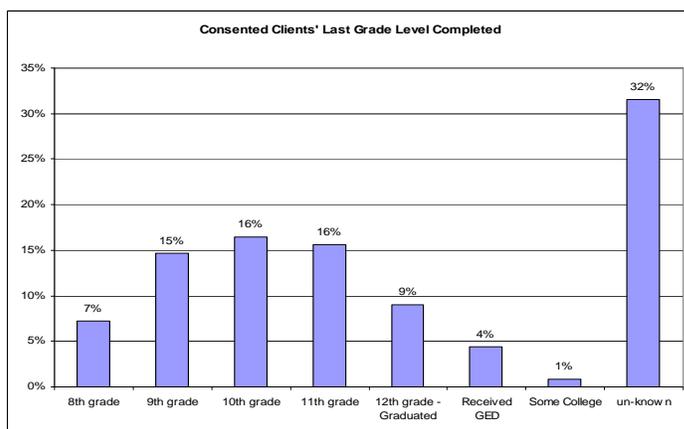
Risk and Protective Factors

Risk factors and highest grade completed illustrate the risk and protective factors present for clients. Risk factors for Measure Y participants are limited to those listed in the CitySpan youth services MIS for programs in this cluster. Participants may have other risk factors in addition to these listed below.

Participant Risk Factors

Risk Factor	Number of Clients	% of Consented Clients
Exposed to Violence	243	49%
Parole	106	21%
Truant	105	21%
None	27	5%
Probation	48	10%
Suspended	35	7%
Sexually Exploited	9	2%
Expelled	5	1%

Nearly half of the participants had risk factors associated with exposure to violence. Other common risk factors included parole status and truancy.



Educational attainment levels were not reported for a third of clients served. Only 14% reported having graduated from high school or having received a GED

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III. ACTIVITIES

Evaluation Questions

What service strategies were implemented? How much service was provided?

The Employment and Training cluster is comprised of two primary strategies: adult programs addressing job readiness, placement and retention; and youth programs emphasizing subsidized employment, career exposure and youth development.

Training and Employment for Adults

This strategy includes subsidized training and employment or rapid attachment to work in order to build clients' job readiness, employment experience, job skills, and reintegration. Key activities include:

- 8) Comprehensive intake assessment to identify goals, strengths, and supports;
- 9) Job readiness classes;
- 10) Job placement with transitional employer and/or subsidized employment; and
- 11) Job retention support to ensure sustained employment.

Youth Training and Employment

This strategy includes summer job training, subsidized after-school employment and training opportunities for at-risk youth in Oakland. Clients may include criminal-justice involved youth and/or those who are truant. Key activities include:

- 12) Weekly classes focused on building technical and vocational skill, as well as career exposure;
- 13) Referrals to training and employment;
- 14) Supportive services, such as case management, health care services, and other academic counseling; and

- 15) Placement and retention support in after-school or summer employment.

Services Provided

The chart below illustrates the total number of group and individual service hours participants within this cluster received and the average number of hours participants received by service type. Findings suggest that the majority of service hours were spent on group activities such as basic education, vocational training and life skills.

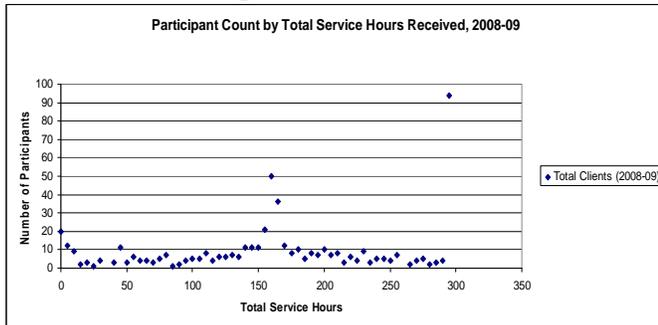
Units of service by Type of Service

Service Provided	Hours 2008 - 2009	Average Hours per Participant	% of Total Hours
Group	65,933	62	74%
Job Skills/ Vocational Training	14,227	108	16%
Life Skills and Pre-employment Skills	13,316	56	15%
Basic Education Training	11,598	97	13%
Peer Counseling	7,224	33	8%
Community Training	6,799	94	7%
Work Experience	6,084	107	7%
Social	1,796	45	2%
Other	1,592	28	2%
Violence Prevention/ Anger Management/ Conflict Resolution	1,471	36	2%
Mental Health	1,015	26	1%
Substance Abuse	665	33	1%
Outreach	122	4	0%
Street Outreach	24	6	0%
Individual	24,827	28	26%
Case Management	12,075	28	13%
Work Experience	10,722	97	11%
Mentoring	1,466	10	2%
Intensive Outreach	404	3	0%
Mental Health	160	3	0%
Total	90,760	47	

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Average Hours Served



Between 2008 and 2009, over 90 participants received 300 hours of service, and approximately 185 received between 150-200 hours of service. Otherwise participants received a wide range of service hours from 0 hours to 300 hours. The remaining participants received a range of service hours in between, with a relatively large proportion receiving less than 50 hours.

IV. OUTCOMES

Research Questions

Are clients satisfied with services received? Were services effective in impacting clients? Do service hours correlate to any positive outcomes?

Service Impact

Participant surveys were administered to clients receiving ongoing services from a provider. Since some participants received services for a brief period of time, they were not likely included in this survey. The survey was a convenience sample of currently enrolled participants and may not reflect information about participants who received services before or after the survey was administered. The following chart provides summary data on the clients who completed the survey:

Demographics of Clients who responded to survey:

Number Responded: 140

Enrollment:

- 3% of clients surveyed have been in the program less than 1 week
- 7% have been enrolled for 1 to 4 weeks
- 33% have been enrolled for 1-3 months
- 27% have been enrolled for 4-6 months
- 24% have been enrolled for more than 6 months
- 6% of clients surveyed did not answer

Attendance:

- 1% of clients surveyed never attend the program
- 2% attend cluster programming rarely
- 14% attend cluster programming sometimes
- 31% attend cluster programming often
- 44% attend programming all of the time.
- 8% of clients did not answer

Race/Ethnicity:

- 66% of clients surveyed identify as African American
- 10% identify as Latino/Hispanic
- 8% identify as White
- 5% identify as Asian/Pacific Islander
- 2% identify as Native American
- 3% identify as Other
- 26% identified as multi-racial
- 4% of clients surveyed did not answer

Residence:

- 8% live in North Oakland
- 15% live in West Oakland
- 48% live in East Oakland (East of High Street)
- 11% live in Central Oakland (Flatlands west of High Street)
- 5% live in the Oakland Hills
- 9% do not live in Oakland
- 4% of clients did not answer

Age:

- 32% of clients are under 18
- 15% are 18-22 years old
- 16% are 23-27
- 24% are 28-32
- 6% are 33-36
- 7% are older than 37
- 4% did not answer

Gender:

- 16% of clients surveyed are Female
- 81% of clients surveyed are Male
- 3% did not answer

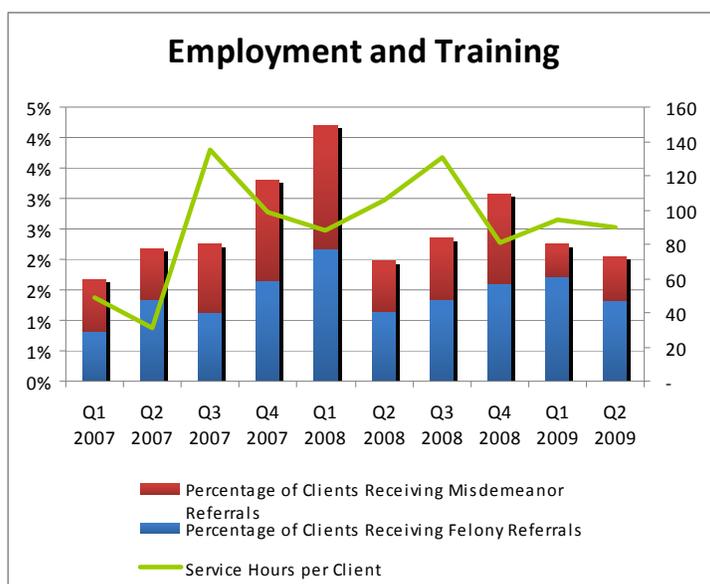
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Survey Results

	Strongly Agree	Agree	Neither Agree Nor Disagree	Dis-agree	Strongly Disagree	No Answer
<i>I make better choices</i>	37%	49%	7%	2%	0%	4%
<i>I have at least one friend or family member I can turn to for supportⁱⁱ</i>	55%	36%	1%	1%	1%	4%
<i>I attend school more regularlyⁱⁱⁱ</i>	44%	20%	15%	11%	0%	10%
<i>I am doing better in my classes^{iv}</i>	35%	27%	16%	7%	0%	15%
<i>I have decreased my use of alcohol and drugs</i>	49%	24%	11%	3%	6%	4%
<i>I have learned skills that will help me in the future</i>	55%	30%	2%	1%	0%	5%
<i>I take better care of myself</i>	52%	29%	11%	1%	1%	4%
<i>I feel hopeful about the future</i>	62%	27%	5%	1%	1%	4%
<i>I am better at controlling my anger</i>	44%	33%	16%	1%	1%	4%
<i>I am better at solving problems</i>	41%	39%	10%	2%	0%	4%

The table to the left describes the results of the client satisfaction survey. School related questions were only asked of youth. Survey outcomes suggest that participants tended to feel hopeful about the future; confident that they had at least one friend or family member that they could turn to for support; and that they had learned skills that would help them in the future.



The graph to the left describes the correlation between service hours and clients receiving misdemeanor and felony referrals.

In general, increases in service hours correlate to decreases in referrals.

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Client Satisfaction

Survey respondents were largely satisfied with the services provided by the programs in the cluster. According to the data, 81% of the clients noted that staff treated them with courtesy and respect.

Client Satisfaction

	All of the time	Most of the time	Some of the time	Rarely	Never	No Answer
<i>Staff treated me with courtesy and respect</i>	81%	12%	3%	0%	0%	4%
<i>The Staff helped me to find other services I needed</i>	61%	21%	8%	1%	4%	5%
<i>Staff understood my situation and life experience</i>	57%	29%	6%	4%	1%	3%
<i>Staff was supportive</i>	69%	16%	5%	3%	1%	6%
<i>I received services that were helpful</i>	63%	21%	10%	1%	1%	4%
<i>Staff helped me to develop some useful and realistic goals</i>	57%	26%	11%	0%	1%	5%
<i>I can go to staff for help when I need it</i>	60%	21%	4%	6%	0%	9%
<i>I received services in my primary language</i>	76%	10%	6%	2%	2%	4%
<i>I received services when I needed them</i>	53%	29%	11%	1%	1%	5%
<i>Overall, I am satisfied with the services I received</i>	64%	20%	8%	1%	1%	6%

V. QUALITY

Research Questions

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

Strengths

A primary strength of programs in the cluster is their dedicated and qualified staff. Staff were consistently described by clients, stakeholders and managers as highly committed to working with Measure Y clients. Site visit observations, interviews and focus groups confirmed these reports.

In general, most employment and training programs have clearly articulated objectives, activities and program components; have successfully met their contract deliverables; and have experienced few challenges with data collection and consent. The demand for programs targeting adults appears to exceed program capacity, suggesting that the prospect of employment may be a particularly effective strategy for engaging former offenders in services. Programs serving youth, however, employ strategies to incentivize participation, including digital media classes and subsidized employment.

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Challenges

Finding employers in the community who are willing to place clients with a record is a particular challenge, which has worsened with the economic crisis. With increasing unemployment, offenders have less education and work experience, which makes them even less competitive in this kind of labor market.

For adult clients, the transition to reentering the community from prison is often a very precarious. Staff reported that clients have few family supports as they may have burned many of those bridges, lack food, housing and other basic necessities, and may turn to their old ways to get their needs met. Staff from several programs noted the need for additional resources to support clients during the first couple of weeks out of jail.

For young people, some programs have experienced challenges related to serving a high-need, at-risk population. Programs had a hard time meeting the client's need for supportive services related to housing, family, education, and health care with the limited resources available. They also reported a lack of training on how to best provide instruction to and management of at-risk youth in the classroom.

Finally, program staff reported that in order for clients to break the cycle of criminal justice involvement, a shift in the way they think about themselves, and their relationship to society, their peer group, and earning a living is required. Programs reported wanting more training and information about how to best support this shift, as well as to know whether or not their activities are contributing to such a shift.

VI. RECOMMENDATIONS

1. Programs within the cluster should look to best practices and other local successes in job readiness instruction, securing employers for community placements to strengthen these two program components and shifting beliefs and attitudes among at-risk youth and former offenders.
2. Programs in this cluster should expand their survey instruments and intake assessments to create pre/post tests that identify changes in clients' job readiness, their ability to maintain a job, and their attitudes, beliefs and behaviors. This information could be used to strengthen interventions and could show the positive short term outcomes achieved by programs.
3. Programs that provide instruction should invest in staff trainings on classroom management, adult learning theory and instructional approach.

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MEASURE CLUSTER-LEVEL LOGIC MODEL: EMPLOYMENT AND TRAINING	
Measure Y Purpose:	Taken from the Initiative Logic Model
Cluster Purpose:	To reduce recidivism among adult and minor parolees and probationers through vocational training, preparation for employment, and job placement.
Cluster Goals:	To prepare clients with the appropriate skills and knowledge to obtain and retain a job that pays a living wage.
Impact:	Sixty-five percent of enrolled clients will demonstrate improved outcomes, evidenced by a decreased incidence of arrests, violations of parole or probation, and truancy, as well as increased employment and educational attainment levels.
Theory of Change:	Research has shown that employment and training interventions can be an effective prevention, as well as a reentry strategy. A fifteen year study examining recidivism rates among prisoners found that 67% are rearrested within three years. By providing adult and minor parolees and probationers with employment training and placement, participants will be more likely to successfully obtain employment that pays a living wage. Employment not only provides participants with a livelihood, but also serves to reintegrate former offenders into society. As participants become reintegrated and successful in the workplace, they will be less likely to engage in criminal activity, more likely to adhere to the terms of their probation, and more likely to attain higher levels of education and/or training. Increasing employment and training opportunities can reduce violence in the community. The Alameda County Public Health Department and Violence Death Reporting System reported in a report entitled “Violence in Oakland, A Public Health Crisis” that over 86% of homicide suspects were not employed when the crime was committed and that 76% of victims were unemployed. This report indicated that there was a strong correlate between employment opportunities and homicides (2006).
Assumptions:	That interventions such as job readiness and vocational training and placement provide an individual with protective factors against recidivism and truancy.

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Key Approach/Activities	Resources	Process Measures	Short-Term/Intermediate Outcomes (< 1 year) Sources of Data	Long-Term Outcomes (1-3 years) Sources of Data
<p>Youth Training and Employment: Provide summer job training and subsidized employment opportunities to at-risk youth in Oakland. Provide after-school training and job opportunities for young people throughout the school year. Key activities include:</p> <ol style="list-style-type: none"> 1. Weekly classes focused on building technical and vocational skill, as well as career exposure. 2. Referrals to training and employment opportunities. 3. Placement in after school or summer employment, with ongoing support to problem solve and improve retention. 	<p>Provides funding for three agencies:</p> <ol style="list-style-type: none"> 1. Youth Employment Partnership After School Job Training \$195,700 2. Youth Employment Subsidized Summer Employment Youth \$212,023 3. Youth Radio After School Job Training- \$152,500 3. Bay Area Video Coalition After School Job Training- \$77,250 <p>Total Funds Allocated: \$637,473</p>	<p>Number of unduplicated clients served by each type of service (vocational classes, job placement) Cost per unit of service Number of units of services per client (dosage) Demographics of clients</p>	<ol style="list-style-type: none"> 1. Youth served will remain in school. 2. Youth served will maintain regular attendance at school (be classified as non-truant) 3. Youth served will complete the Measure Y funded program. 4. Youth served will be employed. 	<p>Of those served through Measure Y</p> <ol style="list-style-type: none"> 1. Youth served will be employed 2. Youth served will remain arrest free 3. Youth served will have no violations of parole or probation 4. Youth served will receive a high school diploma.

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Key Strategies/Activities	Resources	Process Measures	Short-Term/Intermediate Outcomes (< 1 year) Sources of Data	Long-Term Outcomes (1-3 years) Sources of Data
<p>Training and Employment for Adults: Provide subsidized training and employment or rapid attachment to work to parolees and probationers in order to build clients' job readiness, employment experience and job skills.</p> <ol style="list-style-type: none"> 1. Comprehensive intake assessment to identify goals, strengths, and supports. 2. Job readiness classes. 3. Job placement with transitional employer and/or subsidized employment. 4. Job retention support to ensure sustained employment. 	<p>Provides funding for four agencies:</p> <ol style="list-style-type: none"> 1. Goodwill Industries Intensive Reentry Training & Employment \$210,000 2. Volunteers of America Bay Area Crew Based Sheltered Employment \$281,954 3. America Works Transitional Jobs-\$390,000 <p>Total Funds Allocated: \$881,954</p>	<p>Number of unduplicated clients served by each type of service (vocational classes, job placement) Cost per unit of service Number of units of services per client (dosage) Demographics of clients</p>	<p>Of those served through Measure Y</p> <ol style="list-style-type: none"> 1. Adults served will complete the program. 2. Adults served will be placed in a subsidized, temporary, or permanent job. 3. Adults served will maintain a job for 4-6 months. 	<p>Of those served through Measure Y</p> <ol style="list-style-type: none"> 1. Adults are employed. 2. Adults remain arrest free 3. Adults have no violations of parole or probation 4. Adults have been reunited with their family or other natural support systems.

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ⁱ America Works participant information was excluded from analysis at the cluster level due to a lack of the corresponding service data in the CMS system. Please see the America Works program report for information on the demographics of participants for that program.

ⁱⁱ Surveys administered to adult participants asked the question as stated above, surveys administered to youth participants stated "I have at least caring adult I can turn to for support."

ⁱⁱⁱ Question was only asked to youth participants, n=54.

^{iv} Question was only asked to youth participants, n=54.