

Advancing Employment Opportunities for California's Foster Care and Justice-Involved Youth

A report by the National Employment Law Project

Commissioned by Sierra Health Foundation as part of the Positive Youth Justice Initiative // September 2016



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Acknowledgements

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About NELP

The National Employment Law Project (NELP) is a nonprofit research and advocacy organization that partners with local communities to secure the promise of economic opportunity for today's workers.

About Sierra Health Foundation

Sierra Health Foundation is a private philanthropy with a mission to invest in and serve as a catalyst for ideas, partnerships and programs that improve health and quality of life in Northern California. The foundation is committed to improving health outcomes and reducing health disparities in the region through convening, educating and strategic grant making.

About the Positive Youth Justice Initiative

The Positive Youth Justice Initiative is an innovative approach to transform California's juvenile justice system. The initiative is redefining the purpose and approach of how the juvenile justice system operates to be better equipped to serve the state's most vulnerable youth and help them to have a healthy transition into adulthood.

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Executive Summary

Sierra Health Foundation commissioned this report for its Positive Youth Justice Initiative (PYJI), which is working to redefine the purpose and approach of how the juvenile justice system operates to be better equipped to serve California's most vulnerable youth and help them to have a healthy transition into adulthood. Part of this work involves making sure young people have the skills they need for employment and ensuring there are quality jobs available to them.

It is a difficult yet vital priority to ensure that young people enter the labor market to help them achieve their full potential. It is a challenge for young people who have experienced overwhelming trauma in their lives, but also for the workforce development system and the multiple stakeholders in law enforcement, social services and education who must coordinate and collaborate with the community in innovative ways to reach and successfully serve crossover youth – the population of young people who have had contact with both the foster care and juvenile justice systems.

As documented in this report, promising programs and strategies have been adopted in California, in the four PYJI targeted counties (Alameda, San Diego, San Joaquin and Solano), and across the nation that can offer hope and opportunity to young people who struggle against significant odds to access a career path and build a brighter future. Studies documenting the impact of employment on crossover youth have also concluded that access to employment, starting before age 18, can measurably improve their lives well after they have transitioned into adulthood, especially if their employment is consistent over time.

We cannot address these employment needs in isolation. Real solutions will require a genuine commitment of resources and support addressing the full range of social, emotional, physical and mental health, family and educational needs of young people. But viewing all youth as promising contributors to the local economy is a key component to shifting from a focus on their perceived deficits to instead embrace the premise of positive youth

development, which shifts the paradigm by focusing on the resilience of young people and the assets they provide to the community.

This report was commissioned to identify and promote youth employment strategies that target crossover youth to support the work of the collaborations in the PYJI counties. The authors surveyed the lead PYJI county partners, conducted a series of in-depth interviews in the targeted counties and with experts elsewhere in California and around the nation, and reviewed the literature on model youth employment programs. As summarized below, the report describes the diverse funding sources supporting youth employment programs in the different counties, the collaborations that have been formed with government and community partners, the strategies that have been employed by individual programs, and the range of challenges they face that can be addressed with the help of additional resources, policy reforms and other measures.

Key Findings

• Crossover Youth Face Significant Educational and Support Needs

All of our interviewees emphasized that crossover youth require intensive and sustained program supports in preparation for occupational skills training and job placements. For example, program leaders emphasized that their educational needs, transportation, child care and income support (i.e., paid positions) are critical components of successful programs, along with services to assist young people to reduce barriers to employment, including juvenile records and adult conviction histories.

• Programs Provide Youth Engagement and Structured Job Support

Consistently, the local workforce development programs serving crossover youth emphasized the significance of incorporating multiple strategies that actively engage youth, which include leadership development and arts programming, as well as on-the-job paid work experiences that provide structured supervision and strong mentors.

- **The Counties Have Diverse Funding and Stakeholder Collaborations**

There is no one model for designing a support program; there is significant variation by county on how employment programs serving crossover youth are funded and the government entities that coordinate in providing such services. For example, in some counties (Alameda and San Diego), both the social services and workforce development systems played a key role, while in other counties (San Joaquin and Solano), the local and county education systems were more directly involved, working in collaboration with the probation departments.

- **Employer Participation Remains a Challenge**

Many of the programs expressed challenges in linking young people with employers to provide internships and unsubsidized employment opportunities. With some notable exceptions described in the report, large employers were often less likely to hire the young people. Thus, the programs often rely instead on mid-sized and small companies that are especially invested in their community. There are also structural barriers to employment with many employers, including criminal background restrictions.

Recommendations

- **Expand Workforce Development Funding that Targets At-Risk Youth**

There is an opportunity through the federal Workforce Innovations and Opportunity Act (WIOA) to increase funding and advance both state and county policies to better serve at-risk and crossover youth, including the creation of youth councils and supplemental state funding to cover undocumented youth. In addition, as urged by federal officials, more counties should consider accessing Title IV-E waiver funding for foster care and probation youth to support employment and training activities.

- **Target Crossover Youth and Collaborate Across Programs**

Building on the successful PYJI efforts documented in this report and the planning provisions required by WIOA and other state and local mandates, local government agencies, law enforcement and community-based organizations should partner more consistently to advance employment and training opportunities for foster care and justice-involved youth, while also holding each other accountable to goals and measurable outcomes.

- **Expand Structured Employment, Robust Support Services and “Clean Slate” Legal Services**

More state and local funding and resources should be dedicated to providing robust support services, including transportation, child care, “clean slate” legal services and structured on-the job supervision, which are critical to the success of programs serving crossover youth.

- **Leverage Local Resources to Forge Stronger Employer Partnerships**

In California and across the country, new industry and regional partnerships with local educational systems and pre-apprenticeship programs provide opportunities for the private sector to employ crossover youth. In addition, local officials should consider leveraging their contracts for goods and services with private employers to target at-risk youth for subsidized internships and unsubsidized employment opportunities. Similarly, community benefit agreements should be negotiated on publicly financed projects to provide for local hiring and employment of crossover youth.

I. Introduction

Sierra Health Foundation commissioned this report for its Positive Youth Justice Initiative (PYJI), which is working to redefine the purpose and approach of how the juvenile justice system operates to be better equipped to serve California’s most vulnerable youth and help them to have a healthy transition into adulthood. Part of this work involves making sure young people have the skills they need for employment and ensuring there are quality jobs available to them.

It is a difficult yet vital priority to ensure that young people enter the labor market to help them achieve their full potential. It is a challenge for young people who have experienced overwhelming trauma in their lives, but also for the workforce development system and the multiple stakeholders in law enforcement, social services and education who must coordinate and collaborate with the community in innovative ways to reach and successfully serve crossover youth — the population of young people who have had contact with both the foster care and juvenile justice systems. However, as documented in this report, promising programs and strategies have been adopted in California, in the PYJI targeted communities and across

the nation that can offer hope and opportunity to young people who struggle against significant odds in accessing a career path and building a brighter future.

While PYJI initially targeted the needs of crossover youth, this report also features programs that serve young people who face a broad spectrum of challenges in making the transition to adulthood. They may be young people already involved with various public agencies, but also those who live in underserved communities or who have been identified by teachers or social workers as needing special attention to avoid contact with the juvenile justice system or other public agencies. Because of the potential stigmatizing effect of the label, we refrain from using the term “at-risk” youth. However, other terms are used to refer to these and other young people who face severe challenges in making the transition to adulthood, including “disconnected” youth (youth who are neither in school nor working), “out-of-school” youth (youth who are neither in school nor working), and “opportunity youth” (youth who are unconnected or insufficiently connected to education, job training or employment).

As employers seek to fill nearly 5.4 million available job openings, many find that turning to younger workers increases diversity and innovation, while also building a



pipeline of employees as older workers retire.¹ However, we must ensure that crossover youth are positioned to take advantage of these opportunities and achieve their full potential. As the U.S. Chamber of Commerce Foundation urged in a recent report, young workers are critical to business success, thus “the employer community must fully engage — for its own continued success — to close America’s talent gap.”²

A 2014 Brookings Institution study quantifies both the difficult economic conditions facing young people in the U.S. and the transformative role that employment can play in their lives.³ According to the report, which studied teens from the ages of 16 to 19 and young adults from 20 to 24, the employment rates of young people have fallen precipitously since 2000. For example, for teens, the official unemployment rate in the nation’s 100 largest metropolitan areas nearly doubled from 2000 to 2011, from 13 to 25 percent, and the unofficial rate (i.e., counting those who have stopped looking for work or are stuck in part-time jobs) rose from 25 to 43 percent.

Low-income youth, youth of color and youth who have dropped out of high school are most severely disadvantaged, with unemployment rates that far surpass the national averages. Moreover, the employment rates (i.e., the percent of people who have paid employment) in California’s major urban areas consistently rank among the very lowest in the nation.⁴ While these rates provide a sobering reminder of the barriers facing those communities hardest hit by youth unemployment, the study also contains some hopeful news of critical importance to PYJI. The study found that young people who were able to find work, even for relatively limited periods of time, were not only less likely to be unemployed in future years, but the disparities across income levels was largely wiped out for those young people who had some work history.⁵

Researchers studying the impact of employment on crossover youth have also concluded that access to employment, starting before age 18, can measurably improve their lives well after they have transitioned into adulthood, especially if their employment is consistent over time. In Los Angeles

County, for example, eight years after they aged out of the foster care and juvenile justice systems, crossover youth who had been employed earned roughly twice the poverty level.⁶ While the earnings could and should be higher for these young adults, these findings reflect a measure of economic well-being that far exceeds their counterparts who were not able to access the labor market. Another study of foster youth in California and several other states similarly found that employment prior to age 18 is clearly associated with stronger employment outcomes by age 24.⁷

Access to employment, starting before age 18, can measurably improve their lives well after they have transitioned into adulthood.

Policymakers must also keep in mind that addressing the multiple needs of youth and getting them attached to the labor market benefits everyone in the form of community safety and significant savings for publicly funded law enforcement, health and welfare programs. Ignoring young men and women clearly hurts their own development and limits their opportunities, and creates an economic lag on their communities, but this neglect also can come with a high price tag for public agencies.

For example, a Los Angeles County study documented that four years after exiting the foster care and juvenile justice systems, taxpayers expended nearly \$34,000 on jail stays for the average crossover youth, and these youth also had exceptionally high rates of hospital care and outpatient mental health treatment.⁸ In addition, half of all crossover youth experienced a period of extreme poverty during their young adult years, compelling them to rely on CalWorks and other forms of public assistance.⁹ Helping these young men and women to join the workforce is critical for their own resilience, to strengthen local economies and to redirect public dollars to other important needs.

Employment needs cannot be addressed in isolation. Real solutions will require a genuine and serious commitment of resources and support addressing the full range of social, emotional, physical and mental health, family and educational needs of young people. But seeing youth as promising contributors to local economies is a key component to shifting from a focus on their perceived deficits to instead embrace the premise of positive youth development, which shifts the paradigm by focusing on the resilience of young people and the assets they provide to the community. As described by some of the leading authorities that have studied these issues, the positive youth justice movement believes firmly that “even the most disadvantaged young person can develop positively when connected to the right mix of opportunities, supports, positive roles, and relationships.”¹⁰

Sierra Health Foundation’s PYJI seeks to reorient the juvenile justice system around this comprehensive and innovative approach toward youth development. During the first phase of PYJI, the initiative targeted four California counties specifically — Alameda, San Diego, San Joaquin and Solano — with funding and technical assistance provided to the leading stakeholders in the community. In particular, the initiative “combines **positive youth development** with an innovative behavioral health approach known as **trauma-informed care**, and delivers both approaches using a service model known as **wraparound**.”¹¹ In the end, it also seeks to “remove systemic deficiencies and bias that have for far too long exacerbated the over-representation of youth of color in county juvenile justice systems across the state.”¹²

This report was commissioned to identify and promote youth employment programs and strategies that can be integrated into the comprehensive mix of services targeting crossover youth to support the work of the PYJI collaborations in the targeted counties. The authors surveyed the lead PYJI county partners, conducted a series of in-depth interviews in the targeted counties and with experts elsewhere in California and around the nation (Appendix B), and reviewed the literature on model youth

employment programs. The goal is to help the PYJI counties benefit from the experience of their counterparts by documenting the diverse funding sources supporting youth employment programs in the different counties, the collaborations that have been formed with government and community partners, the strategies that have been employed by individual programs, and the range of challenges they face that can be addressed with the help of additional resources, policy reforms and other measures.

This report presents information in the following sections: Key Features of Promising Youth Employment Programs (Section II); Selected National and PYJI County Programs Serving Crossover Youth (Section III); Federal, State and Local Funding Opportunities (Section IV); and In-Depth PYJI County Profiles (Section V), featuring background on the crossover youth population and demand occupations in each county, in-depth profiles of selected programs, summaries of the broad range of youth employment programs in each county and highlights of major collaborations. The report also features opportunities for system and policy reforms (Section VI) to help advance stronger crossover and at-risk youth employment programs, such as mandates of the federal funding for at-risk youth provided by the Workforce Innovations and Opportunity Act (WIOA) and flexible funding available to counties under the federal foster care law (Title IV-E of the Social Security Act).

II. Key Features of Promising Youth Employment Programs

Nearly all workers in today's fluid job market, even those with extensive job experience, have to continuously improve their skills and regularly compete for quality jobs that offer living wages, benefits and opportunity for career advancement. In this climate, if programs seek to help youth who may be starting with fewer skills or formal connections to the workforce, they must emphasize innovation, cumulative skills development, and a culture of accountability and excellence.

The literature emphasizes that because most crossover youth must be self-sufficient when they reach age 18, there is a real need to prepare them, often in a limited period of time, for jobs that can provide adequate income support and advancement opportunities. Mathematica Policy Research¹³ sets forth the following components of promising occupations that connect vulnerable young people, including teenage parents, homeless or runaway youth, young people aging out of foster care and justice-involved youth, to jobs where they can support themselves and their families while continuing to advance in a career:

- The earnings of the position should be sufficient for the typical young person (age 15 to 24) who lives with an adult to contribute at least 60 percent to the household income, totaling at least \$25,000 in annual wages (which averages to about \$14 an hour for full-time, full-year work).
- Promising occupations serving youth facing severe employment challenges should require relatively limited education and training to get started, such as an apprenticeship or an associate's degree, and modest work experience requirements.
- Employment programs should target occupations that are projected to grow by at least 20 percent from 2010 to 2020. In addition to high-growth occupations, it is also important to focus on those jobs that are projected to have relatively large numbers of openings. An occupation should have both a fast rate of growth and a large absolute number of openings to ensure sufficient employment opportunities for crossover youth.
- Programs should focus on positions that provide for advancement opportunities with additional training, education or work experience.



Based on these factors, the study identified health care and construction jobs as especially suitable to the particular needs of youth struggling to make the transition to adulthood, although the factors identified above can apply to a broad range of other industries and occupations. The Mathematica study also promotes the value of work-based learning to prepare youth for work and to help make strong connections with the employer community, including apprenticeships, internships and career pathway programs.

Existing literature on youth employment programs also offers guidance in identifying the design components of successful programs.¹⁴ Specifically, the following factors have consistently been highlighted as helpful features of successful employment programs serving youth who face severe employment challenges:¹⁵

- In addition to receiving job skills training, participants learn workplace norms and communications skills, including soft skills ranging from learning to manage one's time to appropriate dress and interpersonal skills in a professional setting.
- The youth are also connected to post-secondary education, often receiving at least some college credit for the classes they take while engaged in occupational and skills training.
- The programs include wrap-around social services to address barriers to employment, including help with housing, child care, transportation, access to other benefits and mental health care.
- The employment programs typically pay a stipend or other kind of subsidized wage since young people cannot afford to perform unpaid work.
- The programs often allow participants to experience a larger sense of purpose, such as construction and recycling projects in low-income neighborhoods.
- The programs are often relatively small in size so that participants can be supported appropriately, which allows them to receive more individualized attention and concentrated job placement assistance.

- In addition to providing credentials, successful programs provide intensive job search assistance and match youth with employers.
- The programs include support and follow-up services during the transition from the program to the workforce.
- The programs include formal assessments of successes and challenges, and track participants over some period of time to establish that they remain connected to the workforce.

Finally, the Center on Law and Social Policy has produced helpful guidance profiling the key features of a successful youth employment delivery system, which include a strong convening entity that can help shape a community vision and hold systems accountable, strong partnerships across the systems that serve youth, and high quality work experience and career services.¹⁶



III. Selected National and PYJI County Programs for Crossover Youth

Nationwide and within the PYJI counties, many advocates have been putting some of these practices into operation, though it is important to note that each program takes a unique and individual path in order to serve the needs of their own participants. Just as the circumstances for each foster care or justice-involved youth are unique, so too are the challenges they face in local economies and communities. The program examples that follow are intended to be illustrative of possible strategies to embody recommended program elements and to trigger further conversation and investigation by those working to design successful programs in their own communities.

Some programs serve exclusively crossover youth, some focus on a broader spectrum of youth, and some serve all youth or a mix of youth and adults. Some focus primarily on delivering specific job skills or credentials, while others emphasize soft skill development as a first step toward other training or apprenticeship programs. Few programs place equal importance on each of the best practices, and some do not implement them all. Further, many programs are new enough that they have not yet been able to collect significant data on outcomes or long-term effects for participants, making deep evaluations or comparative assessments difficult. Nevertheless, advocates and activists from coast to coast are applying themselves to the challenges that this population of young people faces in creative ways that can serve as promising models or catalysts for discussion.

Ensure that youth are training in fields that offer genuine employment opportunities

As emphasized in Section II, among the most important priorities for a successful crossover youth employment program is to train youth for industries or occupations that will offer actual job opportunities in their own community. Local and state labor agencies can help to identify not only

the rate of growth for particular jobs, but also the absolute number of opportunities within a local economy (see Appendix A). Nimble programs can assess this data and expand or change existing programs to train their participants for promising fields.

For example, *YouthBuild* was created around the idea of building strong communities by constructing affordable housing and simultaneously training young community members in the field of construction. However, in response to participant interest and changing opportunities in the job markets in which local *YouthBuild* chapters operate, the program has subsequently expanded its focus to take advantage of other growth industries. The national *YouthBuild* program now includes a “Construction Plus” component, allowing potential grantees to offer a broader range of training programs if they meet the goal of training young workers and serving local communities.¹⁷

In 2005, *YouthBuild Philadelphia* heard from its female students that they would like to be trained in health care, and the program realized that being able to provide health care services to underserved communities fulfilled *YouthBuild’s* mission of helping youth facing severe employment challenges give back to their communities. After designing its successful health care training program, the Philadelphia *YouthBuild* program partnered with the national *YouthBuild* organization and WalMart to publish a handbook to help other sites develop similar programs, which includes tools for selecting local growth industries with the potential for career pathways and portable credentials, identifying viable community and business partners, and developing a credentialing program.¹⁸

Similarly, after the Little Rock (Arkansas) Workforce Investment Board received its first Department of Labor grant to start a *Youthbuild* program in 2011, the *Little Rock Arkansas YouthBuild Program* is using its \$720,000 grant to continue its work with local businesses to train participants in construction trades and weatherization, but also to provide training in commercial truck driving, highway construction and certified nursing assistantship. Given the state’s projections for job growth by 2020, these expansions make sense: Construction employment

is projected to increase by 9.8 percent with an additional 4,741 jobs added, but transportation and warehousing may grow by 13.4 percent with almost 7,000 new jobs created, and health care and social assistance adding another 13,606 jobs for an 8.2 percent growth rate.¹⁹

In the PYJI County Profiles section of this report, we suggest strategies for advocates to use in identifying promising occupations for training programs. Specifically, we urge counties to consider educational requirements, advancement opportunities, the projected growth rate of the occupations or industries, and the absolute number of available jobs.

Bring local employers into the process to design targeted training to fit the local economy

Increasingly, local and national business leaders are recognizing the potential opportunity for youth to not only fill job openings, but also to strengthen the underlying business. The United States Chamber of Commerce Foundation has found that this population brings energy, new ideas, diversity and a commitment to their work that make tapping into this workforce an important goal for member businesses.²⁰ Some national businesses are launching their own youth employment programs, including a CVS program that provides “tryout dollars” to local store managers to cover hiring and training costs for young hires while they assess the fit of the worker for the store. Another program, established by Starbucks and other businesses, lowered the interview-to-hire ratio for young workers among their suppliers by providing training and candidate matching services.²¹

This population brings energy, new ideas, diversity and a commitment to their work that make tapping into this workforce an important goal for member businesses.

Year Up, a national program, sees itself as an “opportunity broker,”²² connecting low-income youth (ages 18 to 24) to its more than 200 corporate partners.²³ The companies sponsor the youth in the program, paying approximately \$29,000 to cover the costs of the five-month training program and a stipend for the participant. *Year Up* data states that 90 percent of employers would recommend hiring a *Year Up* graduate, and in a *60 Minutes* story about the program, Jamie Dimon of J.P. Morgan Chase explained, “One of the biggest expenses for a company is hiring people – in particular hiring the wrong people. So if you end up with great, talented people who end up being permanent, full-time here, it pays off as an investment.”²⁴

These efforts need not be isolated examples. A recent survey of 350 business leaders by the Rockefeller Fund found that 80 percent of respondents favored hiring youth even without an advanced degree, but identified a lack of soft skills as a challenge.²⁵ Advocates and program administrators can supply the expertise in a partnership with local employers to help fill this gap.

PYJI Program Spotlight

In Solano County, the *Sutter Health Youth Bridge Program* provides opportunities for youth in high schools with high Medicare and Medi-Cal use rates, and in the summer provides internship opportunities for youth referred by the Vallejo City Unified School District, the lead PYJI agency in that county, through its *Putting Our Youth to Work Program*. The program began in summer 2013. For the summer internships, youth receive \$10 per hour for 40 hours per week over the course of two months, and earn CPR and safe-lift training certification as well as letters of recommendation. Funded by The California Endowment, in 2013 and 2014 the program served 112 youth, including 28 from Solano County. In the beginning, program staff found that youth participants could be “rough around the edges,” but with additional coaching and mentorship, behavioral challenges were rectified and staff reported that participants “exceeded expectations.”

The youth themselves are necessary and key partners in designing successful programs

Many youth struggle with trying to prepare for gainful employment without the support of extended networks in their families or communities. Often, their peers are the most important group they have for support, sharing of information and holding themselves accountable. Because *Year Up* participants go through classroom training and internships as a cohort, many report that group dynamics and support from their peers were among the most important elements of their training. As one Puget Sound graduate stated, “The sense of a community we built as a cohort was amazing. We all grew to encourage, and hold each other accountable.”²⁶ Additionally, the program holds alumni summits and alumni leadership development programs to continue skills development and engagement with the program.²⁷

There are other positive models designed for foster youth, by foster and former-foster youth. While employment may not be at the center of their missions, they do address employment needs from the perspective and experiences of the youth themselves. For example, *California Youth Connection (CYC)* was established by foster youth to engage in policymaking and support systems for other foster youth, operating statewide in county-based chapters. *VOICES* was created by nine foster youth and a steering committee of supportive adults from social service agencies and foundations in Napa County, California. The program has since been replicated in Sonoma County. Working with the Napa County Workforce Investment Board, *VOICES* participants can get subsidized employment with local employers for up to three months and have worked in food service, child care, museums, construction and small business.²⁸

PYJI Program Spotlight

In Stockton, Fathers and Families of San Joaquin (FFSJ) emphasizes empowering crossover youth by giving them a voice and input in the PYJI planning process. Crossover youth in the FFSJ program collaborate with one another and program leadership to make recommendations regarding their own educational and job training priorities and needs. These young people have weighed in on policy design and priorities for the California Assembly Select Committee on the Status of Boys and Men of Color, and have helped shape FFSJ programs that led to more than 50 percent of the 98 probation reentry referrals it received to find jobs. In this way, FFSJ combines employment training with a whole person focus to also provide leadership training, enabling participants to become agents of change in their communities.

In addition, the work of *Youth Uprising (YU)* in Oakland is especially noteworthy. After racial tensions erupted in East Oakland in 1997, local youth helped convince Alameda County and the City of Oakland to invest in a one-stop health and human services center designed by and for youth, thus creating *YU*. *YU* opened in 2005 with eight staff, and now has expanded to more than 50 staff serving approximately 300 youth on a daily basis. In 2011, *YU* served 1,900 youth. Its membership exceeds 5,000 youth and young adults.

As one of the designated county providers funded by Title IV-E to advance employment opportunities of crossover youth, *YU*'s education and employment program consists of distinct program areas designed to meet youth where they are and support them through the process of entering the workforce. *YU Achieve*, which is designed to help youth complete high school, uses a combination of federal funding through Title IV-E and Workforce Investment Act and local funds, primarily the Measure Y local public safety ballot initiative and Oakland Housing

Authority funds, to serve approximately 150 to 200 foster youth. The youth are later able to participate in the *YU Excel* program, designed to support self-sufficiency skills, once they transition out of the foster care system because of their age or guardianship status. Justice-involved youth can encounter *YU* through an alternative sentencing program operating after school to help them achieve academic success, after which they may move into the *YU Achieve* program.

Both foster care and justice-involved youth have opportunities to learn work and entrepreneurship skills through the *YU Social Enterprise* program, which includes an on-site café, an information technology and data analysis business, a media studio producing videos and other arts-oriented services, and a green cleaning business. Youth also may find work with local small- or medium-sized firms or the local community college to learn medical or dental assistance skills, EMT skills or skills in other local growth industries. However, staff note that building relationships with larger employers has its challenges, notably the extensive on-line questionnaires and assessments required by large retail firms. The program is addressing these challenges by forming an employer advisory board for its social enterprise program, which can be a vehicle to further develop longer-term employment opportunities for local youth.

Give participants the chance to succeed by providing stipends and other concrete supports

Opportunity youth often play an important role in the financial stability of their families, but emancipated foster youth may have only their own earnings on which to depend. Months-long training programs are impossible for these participants if they cannot care for themselves and any dependents while learning.

YearUp participants receive a weekly stipend for both the training and internship portions of the program totaling approximately \$10,000 for the year,²⁹ although they sign a contract stipulating that infractions of rules regarding attendance, punctuality or behavior can lead to a cut in that stipend. An assessment of the program found that this stipend meant students in *YearUp* earned more during their year in the program than a control group of similar youth in the job market, but also that they earned approximately 22 percent more in hourly wages in the year following their participation than did the control group.³⁰ *Year Up's* own report states that in 2013, 86 percent of alumni found full-time employment or education within four months of graduation, and earned an average starting wage of \$15.86 per hour.³¹



EmployIndy's Youth Employment Services (YES) program in Indianapolis has used support from the Lilly Endowment to create what they call a “barrier busting” voucher system that can be used to help participants address emergency expenses (ranging from driving fines or court costs, to transportation, to temporary housing, to utility bills, to child care and dependent care) that might keep them from successfully completing programs in HVAC, certified nursing, welding or apartment maintenance. One facet is a system of vouchers that go to third parties — organizations within their network — to remove “barriers that would otherwise preclude or delay a participant’s progress in the program.”³² The other is a set of “conditional cash transfers” that participants can get as they fulfill the goals in their personalized achievement agreement. When they surveyed their participants, 50 percent said they could not have continued their training without the help of the voucher system, while 33 percent said that “maybe” they could have finished or that they “didn’t know.” Only 17 percent were confident that they could have completed the course without this support.³³ In 2013, *YES* invested \$653,194 in 328 participants, with 56 certifications, 73 GEDs and 203 job placements as a result.³⁴

PYJI County Program Spotlight

Numerous programs operating in the PYJI counties have worked to ensure that participants receive compensation for their time at work and in training. The Alameda County *Youth Uprising (YU)* program includes wages for participation in several programs and has benchmark goals for participants, many of which are accompanied by bonuses. Youth earn \$9–10 per hour for participation in the Social Enterprise and Excel programs, with an average of 10–15 hours per week. Bonuses can range from \$25 to \$50, depending on the benchmark and the level of success in meeting it. As a result, staff estimates that *YU* youth earn the equivalent of approximately \$15 per hour of work throughout the phases of the program, reasoning that it’s “hard to compete with their other options” if the program does not provide sufficient compensation.

A follow-up study of Solano County’s *Putting Our Youth to Work (POY2W)* summer youth program found that half of student participants said money earned at their internship would be used to assist with family finances, pay for gasoline or provide their parents with a loan. The study concludes that the internships, “provided students with an opportunity to help contribute and, in some cases, fill a void in the home/family finances. As a result, the internship not only affected the students, but for some of the students, it also provided some stability for the family.”³⁵

San Joaquin County’s *YouthBuild* program staff identified a shortage of public transit as a significant barrier to participants, prompting it to consider creating access to inexpensive vehicles for youth participants. One program partner, the San Joaquin County Office of Education, is working to create a childcare facility at one of its charter *YouthBuild* partner schools, noting that in 2015 they had 60 student parents on campus and the cost of child care can be too onerous to allow youth to stay on their educational course.

Assemble local partners to create training opportunities and remove barriers to employment

While by no means all-inclusive, this sampling of programs within the PYJI counties and throughout the country demonstrates how advocates are working to implement best practices in the design of their programs. As PYJI lead agencies continue to develop and refine their own programs to serve the employment needs of youth, further examination of the models could aid in incorporating some of these practices.

PYJI Program Spotlight

In 2012, a diverse group of San Diego's faith-based organizations and multiple city agencies collaborated to form the San Diego Youth Development Office (YDO) to guide vision and strategy, establish shared measurement practices, build public will, advance policy and mobilize funding on behalf of local opportunity youth. This coalition, formed six years earlier through the efforts of the San Diego Organizing Project, which was the local affiliate of the faith-based PICO organizing network, came to include the mayor's office, the chief of police, school board directors and the local Workforce Investment Board.

In 2013, the group was awarded a development grant from the Aspen Institute's Opportunity Youth Incentive Fund to create its *PATHWAYS* initiative to identify and support youth in danger of dropping out of school or failing to connect to the workforce. This partnership brings multiple strengths to the collaboration: the school district provides "check and connect" mentors to access

school records and facilitate school-related services, while also providing space and educational services; community-based organizations provide WIA-funded case management and all other services.

San Diego City College, the Probation Department, Department of Child Welfare and the Regional Economic Development Corporation have joined the collaboration, and *PATHWAYS* staff are reaching out to the local chamber of commerce, other community colleges and the County Department of Education to participate. A University of California San Diego researcher has been brought on to evaluate the initiative based on data provided by the schools and the WIA system. However, these partnerships can also bring unexpected restrictions. WIA restrictions on serving undocumented youth are a challenge for San Diego's advocates given the demographic composition of the county. Program staff estimates that serving undocumented youth could lead to a doubling of their recruitment results.



IV. Federal, State and Local Funding Opportunities

Identifying and securing adequate funding to meet employment and support service needs of young people is critically important to the work of the local stakeholders seeking to develop strong and sustainable programs.

In addition, because of the disparate sources of funding generated by the workforce development system, social services, criminal justice and educational systems, the challenge is often in braiding the various funding schemes together so that combined they fill the major program needs.

What follows is a summary of the major sources of funding that have been accessed in the PYJI counties and elsewhere in California to develop programs serving young people, including youth who have had contact with the foster care and juvenile justice systems. This list of funding sources is not intended to be exhaustive,³⁶ thus there may be additional funding and support worth exploring, especially at the local level, where unique funding opportunities may exist.

Because of the disparate sources of funding generated by the workforce development system, social services, criminal justice and educational systems, the challenge is often in braiding the various funding schemes together so that combined they fill the major program needs.

Funding Highlights

- With the passage of the Workforce Innovations and Opportunities Act (WIOA), local expenditures on out-of-school youth has increased substantially (from 30 to 75 percent), thus creating a special opportunity to expand funding for programs serving crossover youth.
- Federal foster care funding, authorized under Title IV-E of the Social Security Act, has been a major source of workforce development funding for crossover youth in selected counties.
- Both the local offices of education and probation departments have played leading roles in selected counties prioritizing education and training, and leveraging funding to support employment programming serving youth involved in the juvenile justice system.

Workforce Development Programs

The Workforce Innovations and Opportunities Act

The most important source of funding for youth employment programs in most communities was the federal Workforce Investment Act (WIA), which was replaced by the Workforce Innovations and Opportunities Act (WIOA).³⁷ In program year 2015-2016, California was eligible to receive \$120.7 million for youth employment activities, which includes \$108.6 million in local funding distributed to the Workforce Investment Boards (WIBs) that contract for services with local providers, and \$12 million in discretionary funding available to the governor.

PYJI Counties	WIOA Youth Funding (PY 2015-2016) ³⁸
Alameda County	\$1,816,257
San Diego County	\$7,684,498
San Joaquin County	\$2,775,777
Solano County	\$997,677

This law strongly endorses the development of apprenticeship and pre-apprenticeship programs,³⁹ career pathways, stronger connections with the community college systems, and more regional planning to support economic development and high-growth industries. In addition, the following changes to the WIOA program, which took effect in April 2015, significantly expand funding and services to youth facing significant barriers to employment, thus requiring the local WIBs to reform their current policies to better serve this population:

- WIOA increases the minimum state and local expenditures on out-of-school youth from 30 percent to 75 percent, which should result in a significant increase in funding in most communities.
- WIOA expands the age limit for out-of-school youth from 21 to 24, which allows local areas to more effectively target services to youth transitioning to adulthood.
- The law includes a broader definition of youth by targeting those who had contact with the juvenile or adult justice systems, foster youth and youth who have aged out of the foster care system.
- WIOA requires at least 20 percent of youth formula funds to be spent on paid and unpaid work experience programs, including summer jobs. These work experience positions must now include “academic and occupational education,” thus advancing the “earn and learn” model that has been increasingly embraced in California and nationally.
- Out-of-school youth in certain high-risk categories, including foster youth and youth who have had contact with the justice system, no longer have to provide documentation establishing their income eligibility for services. Instead, youth living in a high poverty area will now be considered income-eligible for services.
- While WIOA no longer requires local boards to have youth councils in place, it authorizes the creation of standing youth committees and permits existing youth councils to continue to function.

Building on these requirements, a special opportunity exists for community organizations to work with local officials to increase funding and services to the most vulnerable young people in those communities most in need of support. Significantly, both the state and local WIBs must engage in a public planning process to implement WIOA and designate priorities for both youth and adult programs.⁴⁰

YouthBuild

Another common source of federal funding is the *YouthBuild* program. As previously mentioned, *YouthBuild* serves low-income youth between the ages of 16 and 24, providing education (General Educational Development or GED), skills training, leadership development and employment primarily in construction jobs that support the community. Federal funding, including direct grants from the U.S. Department of Labor, subsidizes independent *YouthBuild* affiliated programs around the state, including programs operating in San Diego and San Joaquin counties. From 2012 to 2014, California was awarded more than \$20 million in federal *YouthBuild* grants. Nationally, 95 percent of participants enter the program without a diploma, and 29 percent are court-involved youth. The California *YouthBuild* Coalition and other interested groups also have advocated for supplemental state funding to support *YouthBuild* programs and activities.

California’s Conservation Corps, Recycling and Energy Efficiency Programs

California has a number of youth employment programs that focus on conservation, recycling and energy efficiency projects. The national *Conservation Corps* program, which is implemented by the California Conservation Corps, supports crews of youth (ages 16 to 25) to perform community and conservation service projects in urban areas on public lands. Fourteen independent nonprofit organizations operate certified *Conservation Corps* programs in California, serving about 2,500 young people each year. They are also eligible for certification by the state’s recycling agency, CalRecycling. In addition, Proposition 39 (the Clean

Energy Jobs Act) transfers \$3 million to the California WIB to implement a competitive grant program to prepare disadvantaged youth and veterans in energy efficiency and clean energy careers, with occupational training, industry-recognized credentials and state-approved apprenticeship programs.

Job Corps

The *Job Corps* program, which is authorized by WIOA, operates through a nationwide network of campuses, including seven locations in Northern and Southern California.⁴¹ *Job Corps* offers a comprehensive array of career development services to at-risk youth, ages 16 to 24, serving more than 5,000 young people in California. It integrates the teaching of academic, vocational and employability skills through a combination of classroom and practical learning experiences to prepare youth for gainful and stable employment. *Job Corps* offers training in more than 100 technical careers, ranging from construction (including pre-apprenticeship programs), to automotive repair, to health care and information technology. The program offers GEDs, as well as partnerships with local colleges for youth who have a high school diploma.

California Workforce Training Grants Target Reentry

Although currently limited to \$1 million in funding appropriated by the California Legislature, AB 2060 was enacted in 2014 to create the new Post-Release *Community Supervision Population Workforce Training Grant Program* administered by the state WIB. The program funds best practices supporting employment and training of people with criminal records to reduce the risk of recidivism. In response to a request for proposals, the state WIB awarded \$165,000 to each of five county collaborations around the state, including a San Joaquin County collaborative involving the WIB, the economic development agency, Fathers and Families of San Joaquin and the county's Community Corrections Partnership that implements AB 109 "realignment."⁴²

Education and Career Development Programs⁴³

County Offices of Education

In California, the county offices of education not only supervise their individual school districts, they also provide a wide range of direct services, including special and vocational education and instruction in the detention camps housing juvenile offenders. As described in the PYJI county profiles in this report, the county offices of education are often a significant source of funding and programming for youth facing significant barriers to employment, as in the case of San Joaquin County, where the agency operates a successful *YouthBuild* program, and Los Angeles County, which is operating a grant-funded program to train students in a probation camp in a range of health care occupations.

Local School Districts

Many individual school districts are actively involved in developing programs, including support services and internships, specifically targeting foster youth and youth at risk of dropping out of school.

Under the state's 2013 school funding reform formula, called the Local Control Funding Formula (LCFF), school districts are required to create three-year plans devoting additional resources to foster youth specifically, and low-income youth. The LCFF also replaced categorical state funding for the *Regional Occupational Center Program (ROCP)*,⁴⁴ which operates 74 centers across the state with the school districts to provide technical career training and placement services enrolling more than 450,000 students (ages 16 and over) each year. The ROCPs may continue in operation under the expanded LCFF authority of the school districts to fund and implement the program.⁴⁵ As described in the PYJI county profiles in this report, the Vallejo and San Diego school districts in particular have prioritized programming for foster youth and youth who have had contact with the juvenile criminal justice system, including a strong focus on workforce development.

California's Special Career Pathways and Community College Collaborations

California's community colleges play a critical role in helping to connect vulnerable youth and young adults to basic skills and career opportunities. In recent years, the state has put in place two initiatives that fund collaborations with the community colleges, the K-12 system, and the workforce development systems that have the potential to increase education and career opportunities for many crossover youth.

Child Welfare and Social Services Programs

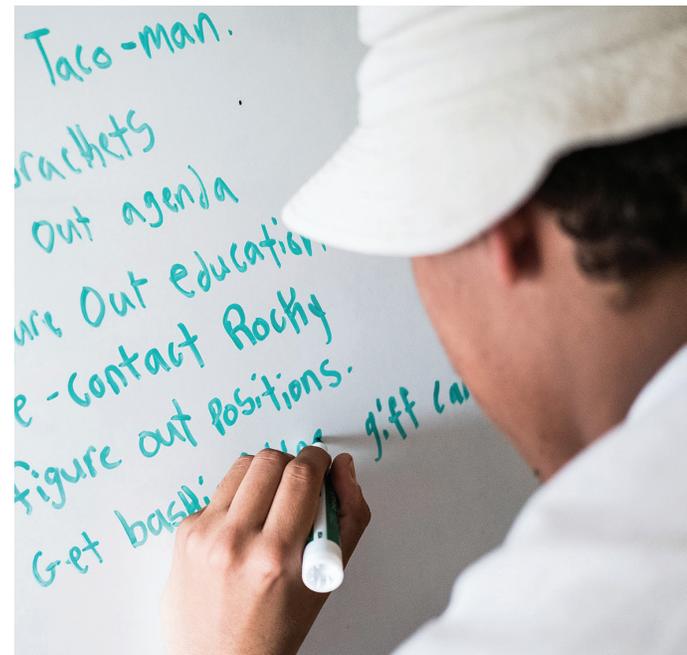
Counties Apply Flexible Federal Foster Care Funding Toward Employment and Training

The federal foster care program funds California counties to provide stable, out-of-home care for children until they are safely returned home, placed permanently with adoptive parents or placed in other planned arrangements for permanency. The program is authorized by Title IV-E of the Social Security Act, which funds county child welfare services, foster care and juvenile probation youth who are at risk of entering foster care. Under a federal option adopted by California law, the age limit to receive Title IV-E funding and services was extended from 18 to 21. As a result, between 2012 and 2014, the number of foster youth exiting

care without a permanent placement declined by nearly 50 percent, from about 4,500 to about 2,400.⁴⁶

California has taken advantage of a waiver available under federal law to expand innovative prevention and early intervention services in the counties in return for receiving a capped allocation of county funding.⁴⁷ California's IV-E waiver was first authorized in 2007, with Alameda and Los Angeles as the two participating counties. The waiver was extended by five years (from 2014 to 2019) and now also covers Butte, Lake, Sacramento, San Diego, San Francisco, Santa Clara and Sonoma counties. The stated goals of the waiver are not only to improve permanency outcomes and child safety, but also to "decrease recidivism and delinquency for youth on probation." The target populations for the Title IV-E waiver are child welfare-involved children ages 0 to 17 and probation youth who are at risk of entering or re-entering foster care.⁴⁸

The approved extension, called the Title IV-E California Well-Being Project,⁴⁹ reflects a distinct shift in federal policy beginning in 2012. The lead federal agency, the Administration on Children, Youth and Families (ACYF), developed a new framework defining "well-being" that includes preparing youth for the workforce.⁵⁰



Significantly, ACYF identifies job training as a critical service to address the well-being of older youth in particular: “For older youth, job readiness and independent living skills are markers of well-being during the transition to adulthood.”⁵¹ ACYF also promoted evidence-based interventions intended to improve outcomes related to youth skill development, education and employment. As described in more detail below, in Alameda County, a collaboration between the Social Services Agency and the Probation Department capitalized on these Title IV-E waiver opportunities to fund an expansive summer youth employment and training initiative, serving 2,500 eligible youth funded at more than \$7.5 million during a one-year period (from May 2013 to June 2014).⁵² Thus, under the *Title IV-E Well-Being Project*, the counties have the flexibility to fund employment and training activities that support the well-being of foster youth, supported as well by the guidance of the ACYF.

Chafee Foster Youth Individual Grants

Individual foster youth up to the age of 23 who are income eligible may qualify for up to \$5,000 per academic year for career and technical training or college under the federal- and state-funded *Chafee Education and Training Vouchers Program*. The funding can also be applied toward child care, transportation, housing and other education support needs.

Juvenile Justice and Criminal Justice Programs

County Probation Departments

The probation departments in many California counties have played an active role collaborating with the education and workforce systems to help advance the career opportunities of justice-involved teens and young adults. Indeed, the county probation departments are often the lead agencies developing and coordinating reentry planning and services in their counties. In addition, reentry councils, which include stakeholders from law enforcement and across government and the community, exist in all four PYJI counties.⁵³ The probation departments also have developed strong partnerships with providers of education,

training and job placement services, and they often provide a major source of referrals for these community-based programs.

Probation Department “Camps”

Although complete information is limited, about half the counties across the state operate “camps” that house young people who have been sentenced by the courts to serve detention. County probation camps and ranches operate primarily through local funding from property taxes, penalties, fines and forfeitures, which are supplemented by the state’s *Juvenile Probation and Camps Funding Program*, which allocated almost \$30 million in FY 2013-2014.

The camps often contract with local nonprofit partners, the county offices of education, the *Regional Occupational Center Programs (ROCP)*, labor unions and other organizations to provide a range of education, GED and vocational training opportunities. For example, in Camp Barrett in San Diego County, which houses about 135 boys, the youth are provided job readiness training, and vocational training in culinary arts, fire science, building maintenance, horticulture and various programs offered by the ROCP. The county office of education also helps young people develop career plans for when they are released, provides assistance in enrolling in community college, and subsidizes paid internships in hospitality and other fields.

AB 109 Realignment

In 2011, Governor Jerry Brown signed Assembly Bill 109, which gave counties responsibility for individuals sentenced to non-serious, non-violent, non-sex offenses in exchange for increased state funding. In 2013-2014, counties received \$1 billion and local sheriff departments were assigned the responsibility of convening the Community Corrections Partnerships (CCP), composed of community stakeholders, to develop their local AB 109 plans.

Several counties have taken advantage of the significant opportunity presented by AB 109 to reduce recidivism by supporting education and employment opportunities. For example, the Alameda County Board of Supervisors authorized additional funding for a 90-day transitional jobs program serving the formerly incarcerated, called the *Partners In Reentry Employment Program (PREP)*, which placed the first class of graduates with several Bay Area employers, including Tesla and Adult Educational Technologies.⁵⁴ In Contra Costa County, the CCP realignment plan includes \$2 million to support employment and job placement programs.

Federal Funding Opportunities

The federal government has established several grant programs that support workforce development activities targeting justice-involved youth and adults.

Edward Byrne Memorial Justice Assistance Grants (Byrne-JAG)

California's Board of State and Community Corrections is a leading state justice agency that oversees millions in federal and state grants to county criminal and juvenile justice stakeholders. This includes \$2.5 billion in facility construction grants and tens of millions for programming. Byrne-JAG funding is one such set of program grants, which are allocated to county programs based on specified priority areas. San Joaquin County received a Byrne-JAG grant to support 30 new *YouthBuild* slots through a partnership of the County Sheriff, Probation Department, Office of Education, District Attorney, Behavior and Health Services, and the Public Defender. The new program, *Navigate Construction Change*, serves as an alternative to incarceration program targeting young people with minor offenses.

Second Chance Act Grants

Signed into law in 2008, the Second Chance Act (Pub.L. 110-199) was designed to improve outcomes for people returning to their communities after incarceration by

supporting reentry strategies and services that help reduce recidivism. The Department of Justice Bureau of Justice Assistance and Office of Juvenile Justice and Delinquency Prevention awards grants serving individuals returning from detention and incarceration.⁵⁵ In 2014, the San Diego County Department of Education was awarded \$750,000 to provide occupational training services in the juvenile detention facilities, and other California cities and counties have been awarded Second Chance grants to support workforce development activities.

Face Forward Youth Grants

Since 2013, the U.S. Department of Labor (DOL) began a competitive grant program to provide employment and training services to youth between the ages of 14 to 24 who have been involved in the juvenile justice system.⁵⁶ The grants support diversion and expungement strategies, training in demand occupations that leads to recognized credentials, support services and a range of employment opportunities. In March 2015, DOL released a solicitation for \$30.5 million in funding. Several nonprofit organizations in the PYJI counties have been grantees of the program, including Metro United Methodist Urban Ministry in San Diego, which received a \$1 million grant, and Safe Passages in Oakland, which received an \$896,000 grant.

Special State Funding

Governor's Gang Reduction Intervention and Prevention (CalGRIP)

The goal of the CalGRIP initiative is to implement intervention and prevention strategies, including job training, supportive services, education and placement for youth ages 14 to 24 who are either at-risk of gang involvement, gang involved or current gang members. Several youth programs, including the *Soulciety Youth Employment Program* in Alameda County, have received CalGRIP funding to support employment and training activities.

Youthful Offender Block Grant and Juvenile Justice Crime Prevention Act Funding

The Board of State and Community Corrections (BSCC) annually administers approximately \$90 million to counties through the Youthful Offender Block Grant (YOBG) and \$100 million for the Juvenile Justice Crime Prevention Act (JJCPA). Both grants are used to support juvenile justice programs, with county probation departments receiving the large majority of funding. That said, some counties could use funding in partnership with community-based service providers and organizations to provide a broader range of services. For example, San Diego County Probation used \$114,870 for contracts with the County Office of Education to implement work readiness projects and \$470,358 for vocational training.⁵⁷

BSCC Grant and Program Awards (March 2015) ⁵⁸			
	JJCPA	YOBG	CalGRIP 2014
Alameda	\$4,368,690	\$3,651,676	\$500,000
San Diego	\$8,886,369	\$5,381,804	\$1,000,000
San Joaquin	\$1,970,163	\$2,193,033	NA
Solano	\$1,180,232	\$1,290,984	NA

Prop 47 Implementation

Nearly 60 percent of California voters passed Proposition 47 in November 2014. The initiative changed specific offenses to misdemeanors, including drug possession. Moreover, it created the Safe Neighborhoods and Schools Fund, into which cost savings would annually accrue from implementation of the initiative. Sixty-five percent of these cost savings would be administered by the BSCC for grant programs to public agencies for diversion programs that address mental health and substance abuse for justice-involved individuals. This funding will first be made available to the state controller as of August 2016.

V. Positive Youth Justice Initiative County Profiles

Selected community-based programs in the PYJI counties were highlighted earlier in this report, but in each county these programs depend on the deep collaboration with and support of the PYJI lead agency and partners. These coalitions vary considerably from county to county, and as a result the programs developed in each include unique characteristics and program elements. To foster ongoing learning from one another, this report includes brief overviews of the demographic and employment landscape of each county, the nature of the program developed there, and more detailed information on some of the community-based partners that help to design and deliver workforce training to crossover youth. We also suggest strategies for PYJI partners to identify promising occupations for youth in their counties, based on prevalent industries and projections for growth.

Alameda County

Highlights

- Dynamic youth-focused organizations connect crossover youth to employment while providing an array of additional support.
- Alameda County's probation and social services agencies collaborate to secure Title IV-E waiver funds to support employment and education services for crossover youth.
- Alameda County girls involved in the child welfare system are at particularly high risk for involvement in the juvenile justice system.

Alameda County encompasses 13 cities in the eastern region of the San Francisco Bay Area, including Berkeley, Oakland, Hayward and Fremont. This profile provides an overview of Alameda County's youth demographics; a discussion of the top high-growth occupations; in-depth profiles of several outstanding organizations providing

employment services and other support to at-risk and crossover youth; highlights of promising funding sources and collaboration among county agencies and organizations; and a list of resources and programs serving at-risk youth across the county.

Youth Demographics

In 2013, there were 146,839 youth ages 10 to 17 in Alameda County.⁵⁹ Approximately 31 percent of these youth were identified as Latino, 26 percent as Asian/Pacific Islander, 23 percent as white, 13 percent as African American, and 7 percent as another race or ethnicity. There were approximately 2,500 youth in the county in 2013 who were child welfare-involved, probation-involved, parents aged 14 to 19, and/or "head of household" youth aged 18 to 19.⁶⁰

Crossover Youth Definition⁶¹

- Crossover youth comprised 11 percent (145) of all youth adjudicated delinquent in 2013 (1,345 total)
- Crossover youth comprised 12 percent (189) of all youth admitted to juvenile hall in 2013 (1,645 total)⁶²
- Crossover youth comprised 16 percent (124) of all youth placed out-of-home in 2013 (772 total)
- Crossover youth comprised 17 percent (10) of all youth placed in wraparound services in 2013 (58 total)⁶³

Race, Ethnic and Gender Crossover Demographics

Youth of color were disproportionately represented at each key decision-making point in the justice and child welfare systems in Alameda County. Notably, girls placed out-of-home are at higher risk for involvement in the juvenile justice system than boys placed out-of-home.

- African American youth were 10 times more likely to be adjudicated than white youth, and Latino boys were three times more likely to be adjudicated than white boys.

- African American boys were 17 times more likely and Latino boys were three times more likely to be placed out-of-home than white youth.
- Seventeen percent of adjudicated girls were crossover compared to 9 percent of adjudicated boys.
- Nineteen percent of girls admitted to juvenile hall were crossover compared to 10 percent of admitted boys.

Growth Industries and Occupations

Alameda County maintains a diversified economy with growth occupations in a wide array of industries. Many of these growth occupations require no more than a high school diploma and are in the construction field. For youth with a high school diploma or GED, several construction-related occupations offer growth potential, including hazardous materials removal, plumber and pipefitters, and electricians. These occupations also offer access to apprenticeships or moderate term on-the-job training, indicating that young workers could enjoy robust career pathways, advancement and union membership. The Bay Area is also a hub for computer programming and offers numerous lucrative and growing occupations in the technology field for individuals with bachelor's degrees. Software development, computer programming and computer systems analysis each promise more than 5,000 jobs locally by 2020 and wages roughly twice the new minimum wage. We have included a table of the top high growth occupations for Alameda County in Appendix A.

There will not be a foolproof formula for determining the best occupations for which to train crossover youth in every market. The Mathematica study suggested some concrete criteria against which to judge potential jobs for training programs, including a significant absolute number of jobs, a promising projected rate of growth, the potential for career advancement and a decent living wage. However, program officers will need to also consider which local industries have willing and engaged employer

participants who will offer jobs, the possibility of taking advantage of existing training or credentialing programs at local community colleges and the interests of youth themselves. Nevertheless, government data detailing high-growth occupations is a critical tool and one that can at least suggest promising industries and occupations.

Youth Employment Programs

Alameda County's dynamic youth programs offer employment and educational support to low-income, foster, adjudicated and parenting youth. In addition to offering supplemental opportunities in the areas of art, music, health and leadership development, many of the programs include a focus on environmental stewardship.

These programs range from urban gardening opportunities, to internships within start-up businesses, to long-standing occupational training in green industries. Alameda County also houses several programs teaching coding skills to youth of color and at-risk youth as a means of bridging the digital divide and providing connections to high-paying career pathways in the tech industry.

This section includes in-depth profiles of two of the many innovative and well-regarded programs serving youth. The information in the profiles is derived from site visits and interviews with program staff, and highlights the services offered and lessons learned from assisting crossover youth, in particular, to find stability and economic self-sufficiency. A sampling of the major at-risk youth-focused programs in Alameda County is provided on the following page.

Alameda County Youth Employment Resources

Bay Area Youth EMT Program

<http://www.bayemt.org/index.html>

Berkeley Youth Alternatives

<http://www.byaonline.org/>

Beyond Emancipation

<http://beyondemancipation.org/>

Black Girls Code

<http://www.blackgirlscodes.com/>

Civicorps

<http://www.cvicorps.org/>

Communities United for Restorative Youth Justice

<http://www.curyj.org/>

Cypress Mandela

<http://www.cypressmandela.org/>

East Bay Community Services

<http://lafamiliacounseling.org/index.php/east-bay-community-services/>

East Bay Asian Youth Center

<http://www.ebayc.org/>

FACES for the Future

<http://facesforthefuture.org/programs/summer-medical-academy.html>

First Place for Youth

<http://www.firstplaceforyouth.org/>

Hack the Hood

<http://www.hackthehood.org/>

Hayward Center for Education and Careers/ Youth Enrichment Services

<http://yeseastbay.org/>

Oakland PIC

<http://oaklandpic.org/>

Oakland Unite/Project Choice

<http://oaklandunite.org/blog/young-adult/>

Soulciety

<http://soulciety.org/>

Yes We Code

<http://www.yeswecode.org/>

The Youth Employment Partnership, Inc.

<http://www.yep.org/>

Youth UpRising

<http://www.youthuprising.org/>

Spotlight on Environmental Programs

Camp Wilmot Sweeney partners with the Alameda County Office of Education, the Alameda County Health Care Services Agency, and community groups (including the Youth Employment Partnership, Soulciety, the Oakland PIC and Berkeley Youth Alternatives) to provide a variety of services including vocational programming and job readiness activities.

In 2010, the UC Master Gardeners program partnered with the Alameda County UCCE 4-H advisor to run *Project GROW (Gardening Rejuvenates Our Wellness)* at Camp Sweeney. The vision was to teach youth through experiential learning in the areas of food growing and nutrition.⁶⁴ In this eight-week program, each Master Gardener volunteer works with two youth under the supervision of Probation and Behavioral Health Staff. The produce they grow helps feed other youth in the camp, giving participants a way to give back to their community as they learn. The program helps to develop soft skills such as following directions, completing tasks and working together. It also encourages embracing new experiences, such as growing, cooking and eating new foods.

The concept for this program was developed in 2007, when a Camp Sweeney staff person contacted 4-H to contract goats to eat weeds and grasses on the grounds. The 4-H staff conducted a broader assessment with Camp Sweeney staff, finding a lack of nutrition or food-based education and a need for therapeutic, hands-on activities. The program was partially funded through a grant from the City of Livermore, Education Advisory Board, using money from the Altamont Landfill Settlement Agreement (the project included constructing compost sites).

In addition to *YouthUprising (YU)*, which was highlighted earlier in this report, Alameda County's PYJI leaders work with other partner organizations to deliver quality workforce preparation and training for local crossover youth, especially to address environmental needs of the community.

Established in 1983, *Civicorps* is one of 14 Conservation Corps programs in California providing education, employment and training services to young adults. Since 1996, *Civicorps* has operated a charter school authorized by the Oakland Unified School District using the portfolio assessment system. *Civicorps* is also certified by CalRecycle, California's Department of Resources, Recycling and Recovery. In addition to State Department of Education funding, *Civicorps* is funded by WIA, Oakland Unite Measure Z (the local public safety ballot initiative), the Community Action Project program and fee-for-service contracts with government agencies.

Civicorps serves youth ages 18 to 26 who reside in Oakland and the surrounding areas. In 2014, 20 youth participated in each orientation; 36.4 percent were involved in the juvenile justice system, and staff estimated that approximately 26 percent were former foster youth. Participants are tracked at three, six and 12 months after graduation from *Civicorps*. An average of 35 youth graduate per year. In 2013/2014, 74 percent of participants considered "graduation ready" graduated from the program. In 2012/2013, 82 percent of graduates were in college and/or employed at the 12-month post-graduation check-in.

The program consists of an educational component for those without a high school diploma, followed by subsidized job training and internships. Job training, which is compensated at Oakland's minimum wage of \$12.25 per hour, is done primarily in partnership with public agencies, including CalTrans and Alameda County Flood Control. The group's primary internship is with a recycling company, although *Civicorps* is looking to expand its partnerships in this regard to include other public entities. After graduation, the program continues

to support alumni with tutoring, education support, assistance with job applications, and one-on-one support from a career and college counselor.

Civicorps staff assist program graduates in finding unsubsidized work, but report difficulties in identifying and engaging private employers. *Civicorps* has successfully developed relationships with certain employers by inviting them to attend their Friday community meetings and other events. Staff finds that once an employer takes part in *Civicorps'* services and community first hand, they are more engaged. *Civicorps* also provides financial incentives to employers providing youth internships.

Civicorps staff also work to help youth navigate the criminal background requirements to obtain their California driver's licenses and work with public agencies to show mitigating circumstances necessary to comply with the employment background checks requirements. They report particular difficulties for youth stemming from the fines they have accrued through criminal justice involvement. Many *Civicorps* participants have had their wages garnished to pay these fines, which can become a significant issue when the fines accumulate.

San Diego County

Highlights

- San Diego's WIB has played a significant role in funding at-risk and crossover youth employment programs, in collaboration with both the social services agency and the school district.
- Faith-based groups actively organize and advocate for educational and employment-related support for at-risk youth.
- San Diego is one of seven communities selected to implement the nationally recognized STRIVE model specifically for youth.
- WIOA restrictions on service-provision to undocumented youth hamper the reach of youth education and employment programs.

San Diego County is the southern-most county in California, sitting on the U.S.-Mexico border. It encompasses the cities of San Diego, Chula Vista, Oceanside and San Clemente. Nearly half of the county's approximately three million residents live in the city of San Diego, the second largest city in California after Los Angeles.

This profile provides an overview of San Diego County's youth demographics, a chart detailing the top high-growth occupations, in-depth profiles of several outstanding organizations providing employment services and additional support to at-risk and crossover youth, highlights of promising funding sources and collaboration among county agencies and organizations, and a list of resources and programs serving at-risk youth across the county.

Youth Demographics

There were a total of 333,217 youth ages 10 to 17 in San Diego County in 2013. Of these, approximately 47 percent were identified as Latino, 34 percent as white, 10 percent as Asian/Pacific Islander, 6 percent as another race or ethnicity and 4 percent as African American.

Crossover Youth Definition⁶⁵

- Crossover youth comprised 1 percent (17) of all youth adjudicated delinquent in 2013 (1550 total)
- Crossover youth comprised 4 percent (97) of all youth admitted to juvenile hall in 2013 (2740 total)⁶⁶
- Crossover youth comprised 4 percent (18) of all youth placed out-of-home in 2013 (432 total)

Race, Ethnic and Gender Crossover Demographics

African American youth form a small minority of the total youth population in San Diego County, but are highly over-represented in the juvenile justice and child welfare systems. This is particularly true for African American boys.

- African American youth were more likely to be adjudicated delinquent than any other group.
- African American and Latino youth were disproportionately admitted to juvenile hall compared to white youth:
 - African American boys were 7.2 times more likely to be admitted than white boys, and African American girls were 7.8 times more likely to be admitted than white girls.
 - Latino boys were 2.4 times more likely than white youth to be admitted, and Latino girls were 1.8 times as likely.
- African American boys were 5.6 times more likely to be placed out-of-home than white boys — the highest rate of placement of any group.
- While the rates of out-of-home placement were lower for girls than for boys in general, African American girls were more than seven times more likely than white girls to be placed out-of-home.

Growth Industries and Occupations

San Diego is projected to need more workers with computer and STEM skills by 2020 than any of the other counties featured in this report. The county is also projected to maintain a higher proportion of growth jobs that require credentials beyond a high school diploma, especially bachelor's degrees. For those with a high school diploma, construction occupations remain promising, with relatively high wages and either short- or moderate-term on-the-job training required. Several growth occupations require certification, heating and air conditioning work or telecommunications installation for example, but are predicted to have several thousand positions in the county by 2020 and offer current wages of more than \$25 per hour. As we noted previously, program officers will need to consider which local industries have willing and engaged employer participants who will offer jobs, the availability of credentialing programs at local colleges or through

apprenticeship programs, and the interests of the youth themselves when choosing target occupations for crossover youth. A list of the growth occupations for San Diego County is available in Appendix A.

Agencies and Community Organizations Broadly Serve At-Risk Youth

Community-based and faith-based organizations bring decades-long experience to serving vulnerable populations in San Diego County and have benefited recently from increased coordination and financial support from county agencies. County and community organization partnerships have employed innovative strategies for connecting youth to educational and employment opportunities, including the implementation of nationally recognized models and the use of data mapping to more effectively target services.

This section includes in-depth profiles of two of the many innovative and well-regarded programs serving youth. The information in the profiles is derived from site visits and interviews with program staff, and highlights the services offered and lessons learned from assisting crossover youth, in particular, to find stability and economic self-sufficiency. A sampling of key at-risk youth-focused programs in San Diego County is provided in the sidebar.

San Diego County Youth Employment Resources

Access, Inc

www.access2jobs.org

Connect2Careers San Diego

<http://www.connect2careerssd.org/>

Escondido Education COMPACT

www.educationcompact.org

Grossmont Union High School District/ East County Career Center

www.eccc.guhsd.net

Job Corps

<http://sandiego.jobcorps.gov/home.aspx>

Life Sciences Summer Institute

<http://workforce.org/life-sciences-summer-institute>

Metro United Urban Ministries

<http://www.metro-sandiego.org/>

Pillars of the Community

<http://potcsd.org/>

San Diego County Office of Education/ Juvenile Court and Community Schools

<http://www.sdcoe-net>

San Diego Youth Services

<http://www.sdyouthservices.org/>

Social Advocates for Youth San Diego

<http://www.saysandiego.org/>

South Bay Community Services

www.southbaycommunityservices.org

Second Chance Program

<http://www.secondchanceprogram.org/>

Turning the Hearts Center

www.turningtheheartscenter.org

Urban Corps

<http://www.urbancorpssd.org/>

YouthBuild San Diego

<http://urbancorpssd.org/youthbuild.html>

In-Depth Program Profiles

In addition to San Diego's *Youth Development Office (YDO)* described earlier in this report, several community-based organizations work with PYJI program officers to deliver services to that county's crossover youth.

Access, Inc.

Founded in 1967, Access, Inc. is a community-based organization dedicated to addressing the needs of the most vulnerable and under-served populations in San Diego County, especially transition-age youth; recent or unassimilated immigrants; and victims of domestic violence, trafficking or other forms of exploitation. Access Inc.'s 20- to 40-person staff provides counseling, education, case management, legal assistance, career exploration and placement services to assist individuals to achieve self-sufficiency and economic independence.

In 2013, Access, Inc. was one of two organizations awarded funding from San Diego County's Workforce Partnership and Health and Human Services Agency to provide workforce development, educational and independent living services (ILS) for current and former foster youth. The funding targets youth ages 18 to 21 who have dropped out of school, with an emphasis on those with learning and physical disabilities, and the program is divided into two tiers. The first tier is focused on independent living skills and is funded with ILS dollars, but the second, which is funded with WIA monies, emphasizes education and employment outcomes. Access, Inc. serves approximately 80 youth through these employment programs and roughly 75 percent of participants complete the work-readiness training and work opportunities to attend Access, Inc.'s *Career Academy* courses focused on on-demand occupations in health care, retail, graphic design, conservation and green technology. Access, Inc. partners with both the local school district and San Diego City College to provide education and training services, and work opportunities for participants may be provided through California Conservation Corps, Urban Corps and Job Corps partners.

As mentioned previously, participants earn incentive bonuses for successfully achieving benchmarks within the multi-tier system.

Access, Inc.'s staff was supportive of the WIOA provision that eliminates the literacy/numeracy outcome standard because it enabled them to focus more on employment and post-secondary services. They also expressed concern regarding the new state GED exam (initiated in 2014), which is more difficult and administered exclusively on-line. Although Access, Inc. has had challenges placing participants in jobs with large employers, the program has had success with small business owners. Access, Inc. places most youth in seasonal employment, including SeaWorld, retail and hospitality. They have had some success placing youth in positions with Foot Locker in individual stores, and they connect youth enrolled in college to a limited number of slots with county agencies.

Second Chance Program

Second Chance is dedicated to creating opportunities for self-sufficiency through job readiness training programs and comprehensive wrap-around services. For more than 20 years, *Second Chance* has served the homeless and hard-to-employ populations. It began serving youth in 2010.

Second Chance is one of seven organizations across several states funded by a U.S. Department of Labor grant to implement the STRIVE model specifically for youth. STRIVE is a national model developed in New York City focused on employment certification, restorative justice and case management. *Second Chance* received \$975,000 for two years of service provision ending in February 2015; it is seeking new funding to continue the program.

The *Job Readiness Program* serves court-involved youth ages 14 to 20 who reside in certain high-crime areas in San Diego County. The majority of participating youth are referred to the program by the County Probation Department, including the Del Campo Juvenile Ranch Facility and Probation Camp Barrett. The program begins with one week of job readiness training focused on soft

skills and resume building, followed by a six-week structured, paid internship in urban agriculture on-site at the *Second Chance* facility. During the course of the internship, youth learn additional soft skills and engage in team-building exercises.

After the youth complete the internship, those selected by case managers are connected to subsidized internships. To be selected, the youth must be clean, sober and attending school. Youth are placed mostly in restaurant and hospitality positions with local employers supportive of *Second Chance's* mission. *Second Chance* has placed 15 young people with a large local plumbing company in pre-apprenticeship positions. *Second Chance* covers all insurance costs and pays youth minimum wage for 100 hours of work over six weeks. About 50 percent of the youth are hired after the internship. Youth who are not linked to internships may instead attend *Second Chance's* on-site school.

Second Chance employs innovative strategies for tracking outcomes and meeting benchmarks, including diploma/GED attainment, job placement/retention, school retention, number of youth matched with a mentor, number enrolled in school or *Second Chance* programs prior to release from detention, number who receive certification, and the number rearrested (though staff report this can be quite difficult to track). For foster-care youth, *Second Chance* also measures if the youth are maintaining full-time housing, working, accessing health care and attending college or GED programs. *Second Chance* is working to develop means of tracking and measuring other forms of harm reduction, as well.

Staff report that some of the federally funded WIA benchmarks, such as earning a high school diploma within six months, are difficult to meet when serving this difficult population. For the court-involved youth, in particular, staff finds the emphasis on in-demand industry placements is not always realistic. For example, the youth are often not able to meet the entrance test requirements for union apprenticeship programs. Instead, local businesses are more easily engaged to provide employment opportunities.

They are encouraged, however, by the federal benchmarks focused on restorative justice outcomes because they provide opportunities to focus on mentoring rather than strict job readiness.

San Joaquin County

Highlights

- County efforts to serve crossover youth benefit from strong input and engagement from community-based organizations and youth.
- The San Joaquin County Office of Education develops and operates numerous large and high-quality youth employment programs.
- San Joaquin County's chief of probation has demonstrated a strong commitment to serving crossover and other at-risk youth.
- Collaborations between rigorous youth employment training programs and local unions create strong career paths.
- Access to housing, and reliable childcare and transportation are critical needs of the county's crossover youth.

San Joaquin County is located east of the Bay Area in California's Central Valley, and is comprised of seven cities including Stockton and Lodi. About 20 percent of the county population resides in unincorporated, rural areas and nearly 50 percent live in the city of Stockton. Although by 2011 youth crime across California reached historic lows,⁶⁷ San Joaquin County had the highest homicide rate among youth ages 10 to 24 of all counties in California.⁶⁸

This profile provides an overview of San Joaquin County's youth demographics, a brief description of local high-growth occupations, in-depth profiles of several outstanding organizations providing employment services and additional support to at-risk and crossover youth, highlights of promising funding sources and collaboration among county agencies and organizations, and a list of resources and programs serving at-risk youth across the county.

Youth Demographics

In 2013, there were 133,435 youth ages 10 to 17 in San Joaquin County. Of these, approximately 46 percent were identified as white, 32 as Latino, 13 percent as Asian or Pacific Islander, 7 percent as African American, and 2 percent as another race or ethnicity.

Crossover Youth Definition⁶⁹

- Crossover youth comprised 73 percent (322) of all youth adjudicated delinquent in 2013 (444 total).
- Crossover youth comprised 44 percent (362) of all youth admitted to juvenile hall in 2013 (824 total).⁷⁰
- Crossover youth comprised 27 percent (29) of all youth placed in group homes by probation in 2013 (109 total).⁷¹
- Crossover youth comprised 25 percent (33) of all youth placed in wraparound services in 2013 (133 total).

Race, Ethnic and Gender Crossover Demographics

Youth of color are disproportionately represented in the juvenile justice and child welfare systems in San Joaquin

County, and African American youth are the group most disproportionately represented in both systems. Girls were disproportionately likely to be placed in Level 10+ group homes compared to boys.

- African American boys were 13 times more likely to be admitted to juvenile hall than white boys, and African American girls were 11 times more likely to be admitted than white girls.
- Latino boys were almost four times more likely to be admitted to juvenile hall than white boys, and Latino girls were three times as likely to be admitted as white girls.
- African American boys were nine times more likely to be placed by probation into group homes than white boys. African American girls were three times more likely than white girls to be placed.
- Girls formed 62 percent of the total youth placed in group homes by probation.

Growth Industries and Occupations

San Joaquin County's fastest growing occupations are within the logistics and medical fields. The single largest occupation (in 2015 and projected for 2020) is heavy and tractor-trailer truck drivers with light truck and delivery services drivers also projected to grow. The medical industry encompasses half of the 10 fastest growing occupations projected to offer the greatest number of job openings in the county by 2020, with opportunities both for youth with a high school diploma (medical secretaries and pharmacy technicians) and youth with associate degrees (registered nurses) and bachelor's degrees (medical and health services managers). All of these occupations promise wages above the minimum wage and some career pathway, but few of them are predicted to offer more than 2,000 job openings by 2020. A table showing a variety of high growth occupations for the Stockton Metropolitan Area is included in Appendix A.

Broad Collaborations Support At-Risk Youth Employment

Through collaboration facilitated by San Joaquin County's PYJI taskforce, the county's community organizations are employing trauma- and healing-informed care to support crossover youth as they participate in job training and employment opportunities. Local employers and labor unions have also been engaged by providing employment opportunities based on rigorous pre-employment and on-the-job training that helps prepare youth for success.

This section includes in-depth profiles of two of the many innovative and well-regarded programs connecting at-risk and crossover youth to employment opportunities in San Joaquin County. The information in the profiles is derived from site visits and interviews with program staff, and highlights the services offered and lessons learned from assisting crossover youth, in particular, to find stability and economic self-sufficiency. A sampling of the major at-risk youth-focused programs in San Joaquin County is provided in the sidebar.

San Joaquin County Youth Employment Resources

Fathers and Families of San Joaquin

<http://www.ffsj.org/>

Hire Me First Internship Program

<http://www.hiremefirst.org/>

San Joaquin Building Futures Academy

<http://www.buildingfuturesacademy.org/>

San Joaquin Regional Conservation Corps

<http://www.sanjoaquinrcc.org/>

Sow a Seed Community Foundation

<http://www.sowaseedcf.org/>

Teen WorkNet

<http://www.sjcoworknet.org/teen/index.html>

WorkStartYes

<http://www.sjcoe.org/workstartyes/>

YouthBuild San Joaquin

<http://www.sjcoe.org/youthbuild/#.VYCO2ufDGM>

Youth Empowerment Strategies for Success Program

<https://www.deltacollege.edu/dept/fostercare/ilp.html>

In-Depth Program Profiles

We briefly mentioned Fathers and Families of San Joaquin (FFSJ) earlier in this report in conjunction with its policies engaging youth in advocacy and program design. Here, we go into some more detail on its employment programs.

Fathers and Families of San Joaquin

FFSJ staff are critical partners in San Joaquin County's PYJI, and work as advocates, mentors and community organizers to support their core constituents — low-income fathers and men of color.

Through the Positive Youth Justice Initiative in San Joaquin County, agencies collaborate to identify crossover youth admitted to juvenile hall. FFSJ operates a program to serve these youth, who are primarily ages 14 to 18, to develop self-confidence and soft skills. In 2015, FFSJ

received 98 new probation re-entry referrals, and they led the county with the highest number of participant requested referrals. Significantly, more than 50 percent of participants obtained employment through the *Straight-A-Guide* job training program. The FFSJ program participants also had one of the lowest recidivism rates, which was only 11.3 percent. To keep the incarceration rates low, FFSJ focused on prosocial activities and positive peer relationships. FFSJ participants engaged in an impressive 1,424 prosocial activity hours and every participant who accepted the services received a mentor. FFSJ works closely with several county agencies to serve local crossover youth. An FFSJ program graduate has been hired to speak publicly about the program in the community, and a program run by the Probation Department has significantly increased the number of referrals to the program. At the same time, FFSJ staff work with the San Joaquin County Office of Education to implement programs to help young parents among its participants and improve health outcomes, which can also contribute to success in employment.

FFSJ staff, who are deeply engaged with the PYJI collaborative, noted that while the PYJI maintains clear performance standards for the placement of crossover youth in programs, the standards for measuring the success of the collaboration are not as clear. In particular, FFSJ staff advocated for stronger linkages among their crossover youth service providers, the San Joaquin County Office of Education-operated employment programs and the school district, arguing that some of the county-run employment programs maintain admissions criteria that are exclusionary for the most at-risk youth in the county. San Joaquin County Office of Education staff also noted that stronger linkages among programs would help minimize the duplication of services and be more cost-efficient.

YouthBuild San Joaquin

The San Joaquin County Office of Education oversees *YouthBuild San Joaquin*, funded by the U.S. Department of Labor since 2006. The program serves 40 students per year

who are ages 17 to 24, 90 percent of whom dropped out of high school and are from low-income families. A significant number of *YouthBuild* participants are involved with the juvenile justice system. In 2013, 12 participants (15 percent) were involved with the criminal justice system, five of whom participated while incarcerated at the Probation Department's Cruikshank Camp.

Enrollment in the *YouthBuild* program occurs mostly by word of mouth, through friends, the Probation Department and the county's gang units. One hundred eighty young people compete for 40 slots. Upon completion of the program, staff narrow the group from approximately 150 to 40 youth. Twenty are selected to begin in the fall and 20 begin in a later cohort. *YouthBuild* increasingly assesses high school credit attainment in its selection process to encourage high school graduation and college enrollment.

Program participants alternate between weeks of academic and work placements for a period of six to nine months. As part of the construction training, youth build homes with Habitat for Humanity and can receive multiple state-recognized certifications⁷² at the end of the year. For academic placements, *YouthBuild* partners with the San Joaquin Building Futures Academy, an alternative charter school also operated by the San Joaquin County Office of Education. Sixty-four percent of *YouthBuild* participants are placed in jobs and 70 percent of those placed are retained in the same placement for at least nine months.

Because *YouthBuild* participants receive safety training and certifications in various industry-recognized skills, graduates are often prepared for the union entry requirements, and some *YouthBuild* graduates have gained direct entry into laborers and carpenter unions.⁷³ Over the last two years, 46 *YouthBuild* participants became union apprentices, two of whom were incarcerated at Camp Cruikshank. Union membership requires workers to be drug free and to have a high school diploma, driver's license and personal transportation. (Employment as a union laborer does not require a high school diploma, although it is recommended.)

The San Joaquin Office of Education helped forge collaborations with a number of law enforcement and government agencies, which has produced additional funding for *YouthBuild* and other youth development programs. Representatives from San Joaquin County’s District Attorney’s Office, Sheriff’s Office, Probation Department, Behavioral Health Department, Office of Education and Public Defender’s Office collaborated to submit a proposal for the federal Edward Byrne Memorial Justice Assistance Grant, administered by the Board of State and Community Corrections. A portion of the \$1 million award supports 30 *YouthBuild* slots in a new program called Navigate Construction Change, an alternative to incarceration targeting young people with minor offenses. Funding will also support two positions at local high schools and one position within the District Attorney’s office, specifically dedicated to connecting at-risk youth and their families to the resources and services available in the county.⁷⁴

Additional Office of Education Programs

In addition to operating the *YouthBuild* program, the San Joaquin County Office of Education has played a key role designing, implementing and funding a number of other youth employment programs. The *Building Futures Academy* is an alternative charter school providing educational support to youth participating in the following youth employment programs.

- *WorkStartYES* (Youth Education and Employment Services), operated in partnership with San Joaquin County *WorkNet* and funded by WIA, currently serves 240 youth ages 16 to 21 per year. Youth are assigned a career developer who helps them set goals and attain employment experience while they finish high school. *WorkNet*, which operates five centers throughout the county, provides public sector subsidized employment 10 hours per week during the school year and 20 hours per week during the summer. Once youth graduate, *WorkNet* assists them in finding temporary subsidized or unsubsidized employment.
- *Teen WorkNet* offers workshops and information on resume writing, job interviews and available employment in conjunction with Office of Education staff who assist them with college counseling, enrollment and support services. Under the new WIOA guidelines, *WorkStartYES* is moving to serve 75 percent out-of-school youth up to age 24.
- *San Joaquin Regional Conservation Corps*, funded by CalRecycle, provides training and experience in recycling and natural resource management for approximately 60 youth ages 18 to 25 per year. Projects focus on recycling electronic and other waste and environmental stewardship. A project in partnership with River Partners focuses on returning the river to its natural habitat. The program does not require youth to have a high school diploma, but it prohibits certain people with criminal records from participation due to San Joaquin County Office of Education background check requirements.

Solano County

Highlights

- Vallejo City Unified School District has played a leadership role in addressing at-risk youth’s educational and employment needs.
- Private and nonprofit employers have developed deep roots in the community and offer mentorships and internships to at-risk and crossover youth.
- Crossover youth compose more than half of all justice-involved youth in the county.
- Girls involved with the child welfare system were at greater risk of involvement with the justice system.

Solano County is located in the northeast region of the San Francisco Bay Area, midway between San Francisco and Sacramento. It encompasses a

mix of urban, suburban and rural communities, with approximately 80 percent of its land reserved for agriculture and open spaces, and more than 75 percent of its population residing in the cities of Vallejo, Fairfield and Vacaville.

This profile provides an overview of Solano County's youth demographics, a discussion of local top high-growth occupations, in-depth profiles of several outstanding organizations providing employment services and additional support to at-risk and crossover youth, highlights of promising funding sources and collaboration among county agencies and organizations, and a list of resources and programs serving at-risk youth across the county.

Youth Demographics

There were 45,182 youth ages 10 to 17 in Solano County in 2013. Of these, approximately 35 percent were identified as Latino, 31 percent as white, 17 percent as African American, 16 percent as Asian/Pacific Islander and less than one percent as another race or ethnicity.

Crossover Youth Definition⁷⁵

- Crossover youth formed 62 percent (229) of all youth adjudicated delinquent in 2013 (367 total).
- Crossover youth composed 59 percent (622) of all youth admitted to juvenile hall in 2013 (1055 total).⁷⁶
- Crossover youth formed 83 percent (33) of all youth placed out-of-home by probation in 2013 (40 total).

Race, Ethnic and Gender Crossover Demographics

- African American youth in Solano County are disproportionately impacted by the juvenile and child welfare systems. Girls placed out-of-home were at higher risk of justice involvement than boys.

- African American youth were more than three times more likely to be adjudicated than white youth.
- African American boys were four times more likely to be admitted to juvenile hall than white boys, and African American girls were more than four times more likely to be admitted than white girls.
- African American boys were more than two times more likely to be placed out-of-home than white youth.
- 73 percent of adjudicated girls were crossover youth compared to 60 percent of adjudicated boys.
- 71 percent of girls admitted to juvenile hall were crossover youth compared to 56 percent of admitted boys.

Growth Industries and Occupations

Occupations in the healthcare industry compose a substantial portion of Solano County's fastest growing occupations. While the credentials necessary for these occupations vary from a high school diploma to a four-year degree, there are a wide variety of options for workforce training including home health aides, medical and dental assistants, medical records and health information technicians, emergency medical technicians, paramedics and registered nurses. We have included a chart listing the top high-growth occupations in the Vallejo and Fairfield Metropolitan Areas in Appendix A.

Employers Partner with the School District to Provide Internships to At-Risk Youth

Through coordination by the Vallejo City Unified School District (VCUSD), several Solano County businesses and faith-based organizations are engaged in providing employment opportunities and other support services to high school-aged at-risk youth. This section includes in-depth profiles of two of the local businesses engaged with the local school district to serve these youth. The information in the profiles is derived from site visits and interviews with program staff, and highlights the services

offered and lessons learned from assisting crossover youth, in particular, to find stability and economic self-sufficiency. A sampling of the major at-risk youth-focused programs in Solano County is provided in the sidebar.

Solano County Youth Employment Resources

Alternative Family Services Transition Age Youth Program

<http://www.alternativefamilyservices.org/transition-aged-youth>

DreamCatchers Empowerment Network

<http://www.dreamcatch.us/>

Fighting Back Partnership

<http://www.fight-back.org/>

Green Technical Education Employment Workshops

<http://greentechedu.org/>

Solano County Office of Education Transition Partnership Program

http://www.solanocoe.net/apps/pages/index.jsp?uREC_ID=56354&type=d&pREC_ID=80725

Solano County Office of Education WorkAbility II Program

<http://oldsite.solanocoe.net/apps/pubs.asp?Q=1&T=Workability+II&P=289>

Sutter Health Youth Bridge

<http://www.altabatessummit.org/youthbridge/>

Youth Initiating Professional Preparedness in Employment Foundation

<http://www.yippieyogurt.org/>

In-Depth Program Profiles

Earlier in this report, we shared information about Sutter Health's efforts to provide work for crossover youth. Here we detail how the PYJI program prepares these young workers for their internships and the broader programmatic context in which the internships operate.

Vallejo City Unified School District (VCUSD)

"Probation departments can't do this work well without school districts. Who has a monopoly on the kids in the city? The school district. If you could penetrate that system and change how the system works, you can affect the lives of children by the masses. This is preventative so that they never reach the juvenile justice system."

-Dr. Alana Shackelford, Chief Partnerships and Community Engagement Officer, VCUSD

The VCUSD leads the Solano County PYJI taskforce and has pioneered innovative "whole youth" programs at its 23 school sites. These efforts promote positive cultures through interventions including restorative justice, integrative support and PYJI trauma-informed care. Tier 1 students (composing 80 to 90 percent of the student population) receive universal interventions and positive behavioral supports from every teacher and adult, Tier 2 students (5 to 15 percent) require additional interventions including restorative justice work, and Tier 3 students (1 to 5 percent) form the most vulnerable population and are provided trauma-informed care in addition to the other forms of support.

The VCUSD supplements these tiered services by providing 11 "wall-to-wall" academies for high school students focused on distinct employment industries including health and fitness, biotech, hospitality, engineering, visual and performing arts, biomedical, international finance, multi-media, culinary arts and green business. In December of each year, 8th grade students and their parents choose an industry the student will engage with for the next four years. The academies offer a work-based learning continuum in which 8th and 9th grade students focus on career awareness, 10th and

11th grade students engage in career exploration and 12th grade students are linked to internships.

After experiencing a 50 percent dropout rate from the academies, the school district adopted a student-driven approach to identifying industries of interest and other missing services, which has resulted in higher retention rates. In 2015, the district developed its first cohort of transformative coaches from the faith-based community. Faith-based groups and local businesses, such as Sutter Health and Michael's Transportation Services, have also adopted school sites to offer assistance with the school's specific needs on an ongoing basis.

Putting Our Youth to Work Program

The VCUSD and PYJI partners created the *Putting Our Youth to Work (POY2W) Program* to provide summer internships and address youth violence. In focus groups held by the VCUSD and PYJI taskforce partners in 2013, young people and adults expressed concern regarding the lack of youth employment opportunities in the area. Youth urged the taskforce to create employment opportunities in Vallejo specifically dedicated to young people. The taskforce also recognized the distinct challenges the summer months represent for at-risk youth, particularly those who have been involved in the juvenile justice system and are at greater risk of recidivism during this season.

In response, the City of Vallejo mayor's office — in collaboration with VCUSD and with the support of local businesses — established *POY2W*, a summer youth employment program providing job skills, mentoring and six-week paid internships to vulnerable VCUSD youth ages 16 to 18. Although *POY2W* has a separate admissions process, it is incorporated into VCUSD's academy system. Students must demonstrate a grasp of the soft skills they are introduced to in the 9th to 11th grades prior to being connected to internships for the summer before they enter the 12th grade.

In summer 2013, the first year of *POY2W*'s operation, three employers offered internships to youth: KW Properties, Michael's Transportation Services and Sutter

Solano Hospital. The VCUSD is working to increase the number of internship opportunities available to youth entering the 12th grade in order to reach the 200 internships that are needed each year. At-risk youth are granted top priority for internship opportunities as they arise. So far, more than 80 justice-involved youth have received job training and/or placement annually.

Spotlight on Los Angeles County

While it was beyond the scope of this project to survey all the employment programs serving at-risk and crossover youth statewide, several California communities beyond the PYJI target counties, including Los Angeles County, have made positive strides in targeting comprehensive services and funding for young people.

The Alliance for Children's Rights (ACR) advances the rights of foster care and probation youth.

ACR is a leading organization in Los Angeles that works to protect the rights of impoverished and abused children and youth so they have safe, stable homes, healthcare and the education they need to thrive. ACR serves and advocates for transition-age youth (foster and probation youth ages 16 to 24) (TAY). Of special significance to this project, ACR specializes in sealing juvenile criminal records if the charges qualify for sealment. The program has developed resource materials tailored to young people and their advocates (including the fact sheet, "Sealing Your Juvenile Records"), while also providing direct legal services to remove other barriers to education and employment, such as identity theft, student loan defaults and consumer fraud. They also conduct workshops on legal and transition issues, as well as connect youth to a wide range of transition services. ACR also serves as the lead agency spearheading the Los Angeles Opportunity Youth Collaborative ("OYC"), an initiative out of the Aspen Institute to improve education and employment outcomes for TAY foster and crossover probation youth, ages 16 to 24. The OYC convenes a cross-section of key stakeholders including educators,

employers, civic and business leaders, child welfare providers, policy makers and philanthropists to work better together to improve education, employment and life outcomes for TAY. With an initial pilot in South and East Los Angeles, the OYC seeks to improve outcomes for 1,200 TAY by 2017.

The Los Angeles WIBs collaborate with key stakeholders to target at-risk youth.

Local Los Angeles County WIBs have collaborated in significant ways with key stakeholders to better serve at-risk youth. For example, the Child Welfare Initiative's Youth Employment Initiative is a collaboration of the Probation Department, the Department of Child and Family Services and three of the largest WIBs in Los Angeles County to assess and evaluate the employment and training programs serving foster and crossover youth. Mayor Eric Garcetti has introduced a major initiative to serve at-risk youth through 24 Youth Source Centers operated by the WIB located in high impact areas. In partnership with the Los Angeles Chamber of Commerce and several area employers, Los Angeles also expanded its 2014 summer youth employment program — *Hire LA's Youth* — to provide job readiness training, on the job experience and paid positions to more than 10,000 city youth, including more than 500 foster youth. In 2015, the mayor partnered with county officials to create 20,000 summer jobs, including 3,000 located in city agencies. Los Angeles County also has invested \$1 million in workforce programs serving foster youth.

The Los Angeles County Office of Education (LACOE) prioritizes services to more than 5,000 at-risk youth.

LACOE has developed a number of employment and training programs that now serve more than 5,000 at-risk students each year in juvenile halls, probation camps and community schools. To further student success and improve the quality of education programs in probation camp schools, LACOE introduced *Road to Success*

Academies (RTSA). RTSA features a thematic, interdisciplinary, project-based framework on themes that address the academic and mental health needs of students. Career technical education, community partnerships and pathways to higher education are required for RTSA schools. The RTSA school programs align with LACOE's state-funded California Career Pathways Trust Plan, which targets design, visual and media arts; residential and commercial construction trades; fashion design and merchandising; health science and medical technology; and hospitality, tourism and recreation.

VI. Recommendations

This report has taken a detailed look at employment programs serving at-risk and crossover youth in several California counties, together with strategies that have been adopted across California and nationally. In the process, this report has highlighted some strengths of youth employment programs and several of the barriers that limit the ability of programs to more effectively serve the special needs of crossover youth. What follows are several recommendations that respond to the promising opportunities for reform and that maximize the funding, collaboration and support needs to better serve at-risk youth.

Expand Funding for Youth Employment and Training Programs

WIOA Implementation

At the state and local levels, ensure that the Workforce Investment Boards (WIB) aggressively implement the mandates of the Workforce Innovations and Opportunity Act (WIOA), requiring that 75 percent of youth funds serve out-of-school youth, while specifically targeting foster youth and juvenile justice youth as authorized by the law. In addition, both the state WIB and the local WIBs should form WIOA youth councils, including membership of directly impacted youth and community organizations, to develop the requisite WIOA youth employment plans and coordinate youth employment policy and funding opportunities with other key stakeholders. The state WIB should also promote model workforce development programs serving crossover youth (and incorporating principals of positive youth development) in coordination with other state stakeholder agencies. Finally, the legislature should supplement WIOA funding to serve undocumented youth, taking the lead from SB 4 to extend Covered California benefits to undocumented youth.

Title IV-E Waiver Funding

Seven California counties have been granted waiver authority under Title IV-E to fund a range of local activities

that promote the well-being of foster youth and probation youth. The federal government expressly recognized, “job readiness and independent living skills are markers of well-being during the transition to adulthood.”⁷⁷ Thus, building on the Alameda County summer youth employment program targeting foster youth and probation youth, which was designed in collaboration with the probation department, additional PYJI counties should seek Title IV-E waivers and take advantage of the waiver authority to develop employment programs specifically targeting crossover youth.

Expand Additional Funding Sources

There are a number of state-financed workforce development programs that, if expanded, could provide more sustained support for programs serving foster care and justice-involved youth. Of special significance, the state should supplement federal *YouthBuild* funding, and reauthorize a significant increase in funding for the post-release training grant program (AB 2060). As authorized under the proposed WIOA regulations, these programs and other state-funded workforce development programs (e.g., the *Career Pathway Trust*) should also expand their coverage to expressly include funding for employment and training programs serving crossover youth. Similarly, at the state and county levels, opportunities exist to direct juvenile justice and criminal justice funding, including AB 109 realignment funds and Byrne-JAG funding, to employment programs tailored to crossover youth.

Targeting Crossover Youth and Collaborating Across Programs

Targeting Crossover Youth

The greatest challenge, especially at the local level where various federal and state funding streams are ultimately targeted, is to ensure that all available resources are directed to programs serving foster care youth, justice-involved youth, and the specific population of young people who have had contact with both the foster care and law enforcement systems. Several PYJI counties have made notable strides in taking the critical first step of

identifying the crossover youth in their communities — often working across the social services, probation, education, workforce development and school systems. In Alameda County, the social services and probation departments have also joined forces to drive resources to education, employment and training providers that have experience serving the specific needs of crossover youth. Building on the PYJI collaborations, these joint efforts should be expanded and formalized in more California counties. In addition, further resources should be devoted to tracking, data collection and follow-up services to ensure that the young people continue to receive dedicated support as they navigate the transition to adulthood.

Strengthen and Enforce Planning and Collaboration Mandates

PYJI has made significant strides in creating the necessary stakeholder engagement and collaboration to identify and respond comprehensively to the needs of crossover youth in their communities. As described above, in Alameda, San Diego, San Joaquin and Solano counties, local officials have increasingly collaborated to advance employment and training opportunities for at-risk youth, including partnerships involving probation departments, county education departments, school districts, WIBs, schools and social services agencies. The local planning provisions mandated by WIOA, the Local Control Funding Formula, AB 86, AB 109 and other programs also provide valuable opportunities to coordinate and collaborate more effectively to direct needed services and funding to employment of at-risk youth.

Expand Structured Employment and Robust Support Services

As reinforced by the interviews of youth employment programs in the PYJI counties and the literature review, structured employment and robust support services are critical to the success of programs serving crossover youth. A significant proportion of those participating in the PYJI programs are young parents in need of on-site and reliable child care and transportation to arrive on time to school, work and their workforce training programs. Thus, dedicated resources for these services from state sources and in-kind contributions provided by municipal governments should be directed to employment programs serving foster youth and justice-involved youth. Often referred to as sheltered employment, structured employment opportunities, such as Oakland's *Civicorps* crews that incorporate on-site supervision, can be effective with youth and especially the most vulnerable youth population. Accordingly, more funding and resources could be devoted to expanding this model in serving crossover youth specifically.

Expand “Clean Slate” and Other Legal Services

While nearly all the youth employment organizations interviewed for this report expressed a significant need to help the young people in their programs to remove and navigate legal barriers to employment (including the accumulation of fines, juvenile records and adult criminal records that can be expunged or sealed, and criminal background check mandates imposed by employers and occupational licensing laws), very few youth programs were positioned to systematically provide such services in-house or to partner with legal services organizations that specialize in these legal issues.

At the federal level, several reentry grant programs have inspired employment and training providers to include “clean slate” services in their funding proposals.⁷⁸

Similarly, at the state and local levels, these legal services should be incorporated into grant funding for the full range of employment and training programs serving at-risk youth. For example, the Children’s Rights Alliance in Los Angeles (previously profiled) offers a national model for the delivery of legal services specifically tailored to the needs of foster care youth and youth who have had contact with the juvenile justice system.⁷⁹ In addition, there is a special need for material tailored to both young people and their advocates documenting the employment rights of young people with juvenile and adult records.

The California State Legislature should also take affirmative steps to remove unfair barriers to employment based on an individual’s contact with the juvenile justice or criminal justice systems. As a first step, the legislature should reduce the legal barriers to employment in healthcare and other promising demand occupations where the state occupational licensing laws impose especially onerous criminal background check requirements without adequate appeal protections.⁸⁰ For example, in 2012, SB 1378 was introduced to remove blanket felony restrictions in California that deny certification to those seeking employment as EMTs, including a number of youth who have successfully completed the EMS Corps training program in Alameda County.

Leverage Local Resources to Forge Stronger Employer Partnerships

Without minimizing the multiple challenges in preparing crossover youth for the world of work, connecting young people to paid internships, “earn and learn” placements, and unsubsidized part-time and full-time jobs is ultimately critical to ensuring their successful transition to adulthood. As described earlier, studies documenting the impact of employment on crossover youth have concluded that access to employment, starting before age 18, can measurably improve their lives well after they have transitioned into adulthood, especially if their employment is consistent over time.

nizations still face challenges engaging employers (especially larger private sector employers) to hire the young people who participate in their programs. Several organizations are exploring steps to address this issue, such as forming employer advisory committees, creating self-sustaining businesses that directly employ the youth, and aggressively marketing subsidized employment opportunities to the employer community. In California, and under WIOA mandates, the increased emphasis on industry and regional partnerships with the local educational systems and pre-apprenticeships also holds promise to forge new opportunities with the private sector to employ at-risk youth.

In addition, local officials should consider leveraging their contracts for goods and services with private employers to obtain commitments to hire locally and target at-risk youth for subsidized internships and unsubsidized employment opportunities. Similarly, community benefit agreements should be negotiated on publicly financed development projects to provide for local hiring and employment of at-risk youth. Another innovative approach, which is being studied by the Los Angeles Board of Supervisors, is to provide a contractor preference to community-based organizations and social enterprises that have a history of hiring people with conviction records and other barriers to employment.⁸¹

APPENDICES and ENDNOTES

Appendix A

Top 25 Growth Occupations in Alameda County (by Percent Growth, as of 2015)						
Occupation	2010 Number of Jobs	2020 Projected Number of Jobs	Percent growth (2010-2020)	Median Hourly Wage	Entry-Level Education Requirement	On-the-job training (OJT)
Software Developers, Applications	7,180	9,560	33.1	\$49.15	Bachelor's degree	None
Environmental Engineers	640	830	29.7	\$49.20	Bachelor's degree	None
Plasterers and Stucco Masons	520	670	28.8	\$29.05	Less than HS	Long Term OJT
Urban and Regional Planners	1,000	1,280	28.0	\$40.77	Master's degree	None
Software Developers, Systems Software	3,940	5,040	27.9	\$52.03	Bachelor's degree	None
Environmental Science and Protection Technicians, Including Health	400	510	27.5	\$25.82	Associate's degree	Medium Term OJT
Merchandise Displayers and Window Trimmers	1,300	1,650	26.9	\$12.79	HS diploma or equivalent	Medium Term OJT
Food Service Managers	3,370	4,270	26.7	\$24.57	HS diploma or equivalent	None
Environmental Scientists and Specialists, Including Health	1,130	1,430	26.5	\$37.39	Bachelor's degree	None
Dental Laboratory Technicians	490	620	26.5	\$18.95	HS diploma or equivalent	Medium Term OJT
Sheet Metal Workers	1,210	1,520	25.6	\$28.67	HS diploma or equivalent	Apprenticeship
Computer Programmers	3,710	4,660	25.6	\$43.65	Bachelor's degree	None
Structural Iron and Steel Workers	560	700	25.0	\$33.79	HS diploma or equivalent	Apprenticeship
Hazardous Materials Removal Workers	960	1,200	25.0	\$20.45	HS diploma or equivalent	Medium Term OJT
Management Analysts	5,510	6,850	24.3	\$45.18	Bachelor's degree	None
Occupational Health and Safety Specialists	580	720	24.1	\$46.61	Bachelor's degree	Medium Term OJT
Plumbers, Pipefitters and Steamfitters	2,460	3,050	24.0	\$29.31	HS diploma or equivalent	Apprenticeship
Market Research Analysts and Marketing Specialists	4,280	5,300	23.8	\$38.35	Bachelor's degree	None
Operating Engineers and Other Construction Equipment Operators	2,290	2,830	23.6	\$34.60	HS diploma or equivalent	Medium Term OJT
First-Line Supervisors of Construction Trades and Extraction Workers	3,810	4,690	23.1	\$39.88	HS diploma or equivalent	None
Cement Masons and Concrete Finishers	650	800	23.1	\$28.52	Less than HS	Medium Term OJT
Construction and Building Inspectors	910	1,120	23.1	\$36.99	HS diploma or equivalent	Medium Term OJT
Architectural and Civil Drafters	1,090	1,340	22.9	\$30.22	Associate's degree	None
Cooks, Fast Food	5,080	6,240	22.8	\$9.10	Less than HS	Short Term OJT
Food Batchmakers	570	700	22.8	\$13.58	HS diploma or equivalent	Short Term OJT

Top 25 Growth Occupations in San Diego County (by Percent Growth, as of 2015)

Occupation	2010 Number of Jobs	2020 Projected Number of Jobs	Percent growth (2010-2020)	Median Hourly Wage	Entry-Level Education Requirement	On-the-job training (OJT)
Biomedical Engineers	470	820	74.5	\$43.34	Bachelor's degree	None
Veterinary Technologists and Technicians	750	1,240	65.3	\$17.16	Associate's degree	None
Veterinarians	630	1,000	58.7	\$35.09	Doctoral or professional degree	None
Home Health Aides	4,290	6,620	54.3	\$10.77	Less than HS	Short Term OJT
Meeting, Convention and Event Planners	1,060	1,600	50.9	\$22.81	Bachelor's degree	None
Tour Guides and Escorts	640	960	50.0	\$11.73	HS diploma or equivalent	Medium Term OJT
Market Research Analysts and Marketing Specialists	4,840	7,250	49.8	\$30.21	Bachelor's degree	None
Medical Scientists, Except Epidemiologists	5,600	7,970	42.3	\$37.74	Doctoral or professional degree	None
Biochemists and Biophysicists	1,840	2,590	40.8	\$40.30	Doctoral or professional degree	None
Software Developers, Systems Software	5,950	8,230	38.3	\$49.00	Bachelor's degree	None
Logisticians	1,960	2,700	37.8	\$37.93	Bachelor's degree	None
Meat, Poultry and Fish Cutters and Trimmers	400	550	37.5	\$9.92	Less than HS	Short Term OJT
Fitness Trainers and Aerobics Instructors	2,590	3,560	37.5	\$18.41	HS diploma or equivalent	Short Term OJT
Coin, Vending and Amusement Machine Servicers and Repairers	750	1,030	37.3	\$16.43	HS diploma or equivalent	Short Term OJT
Insurance Sales Agents	2,480	3,370	35.9	\$31.66	HS diploma or equivalent	Medium Term OJT
Loan Officers	2,540	3,430	35.0	\$27.77	HS diploma or equivalent	Medium Term OJT
Database Administrators	1,060	1,430	34.9	\$36.70	Bachelor's degree	None
Physical Therapist Aides	430	580	34.9	\$11.04	HS diploma or equivalent	Medium Term OJT
Heating, Air Conditioning and Refrigeration Mechanics and Installers	1,640	2,210	34.8	\$25.72	Postsecondary non-degree award	Long Term OJT
Credit Analysts	490	660	34.7	\$30.71	Bachelor's degree	None
Environmental Engineers	840	1,130	34.5	\$36.90	Bachelor's degree	None
Cost Estimators	2,180	2,930	34.4	\$31.68	Bachelor's degree	None
Geoscientists, Except Hydrologists and Geographers	730	980	34.2	\$31.33	Bachelor's degree	None
Nonfarm Animal Caretakers	2,580	3,460	34.1	\$10.31	Less than HS	Short Term OJT
Training and Development Specialists	1,730	2,310	33.5	\$30.43	Bachelor's degree	None

Top 25 Growth Occupations in San Joaquin County (by Percent Growth, as of 2015)

Occupation	2010 Number of Jobs	2020 Projected Number of Jobs	Percent growth (2010-2020)	Median Hourly Wage	Entry-Level Education Requirement	On-the-job training (OJT)
Home Health Aides	970	1,520	56.7	\$10.36	Less than HS	Short Term OJT
Transportation Inspectors	210	310	47.6	\$18.09	Some college, no degree	Short Term OJT
Nonfarm Animal Caretakers	330	480	45.5	\$9.24	Less than HS	Short Term OJT
Personal Care Aides	4,520	6,510	44.0	\$9.25	Less than HS	Short Term OJT
Physical Therapists	220	310	40.9	\$42.42	Doctoral or professional degree	None
First-Line Supervisors of Helpers, Laborers and Material Movers	500	700	40.0	\$23.35	HS diploma or equivalent	None
Driver/Sales Workers	590	820	39.0	\$12.99	HS diploma or equivalent	Short Term OJT
Cost Estimators	310	430	38.7	\$31.08	Bachelor's degree	None
Conveyor Operators and Tenders	260	360	38.5	N/A	Less than HS	Short Term OJT
Medical and Clinical Laboratory Technologists	220	300	36.4	\$43.75	Bachelor's degree	None
Medical Secretaries	910	1,240	36.3	\$16.64	HS diploma or equivalent	Medium Term OJT
Manicurists and Pedicurists	340	460	35.3	\$8.94	Postsecondary non-degree award	None
Registered Nurses	4,080	5,510	35.0	\$46.77	Associate's degree	None
Respiratory Therapists	260	350	34.6	\$34.06	Associate's degree	None
Hairdressers, Hairstylists and Cosmetologists	610	820	34.4	\$10.09	Postsecondary non-degree award	None
Food Service Managers	580	770	32.8	\$23.95	HS diploma or equivalent	None
First-Line Supervisors of Transportation and Material-Moving Machine and Vehicle Operators	520	690	32.7	\$25.18	HS diploma or equivalent	None
Heavy and Tractor-Trailer Truck Drivers	5,820	7,680	32.0	\$20.13	HS diploma or equivalent	Short Term OJT
Heating, Air Conditioning and Refrigeration Mechanics and Installers	220	290	31.8	\$28.27	Postsecondary non-degree award	Long Term OJT
Pharmacy Technicians	570	750	31.6	\$18.60	HS diploma or equivalent	Medium Term OJT
Bill and Account Collectors	760	1,000	31.6	\$13.35	HS diploma or equivalent	Medium Term OJT
Licensed Practical and Licensed Vocational Nurses	1,350	1,770	31.1	\$25.89	Postsecondary non-degree award	None
Sales Representatives, Wholesale and Manufacturing, Technical and Scientific Products	550	720	30.9	\$30.51	Bachelor's degree	Medium Term OJT
Radiologic Technologists and Technicians	260	340	30.8	\$33.76	Associate's degree	None
Social and Human Service Assistants	490	640	30.6	\$13.98	HS diploma or equivalent	Short Term OJT

Top 25 Growth Occupations in Solano County (by Percent Growth, as of 2015)

Occupation	2010 Number of Jobs	2020 Projected Number of Jobs	Percent growth (2010-2020)	Median Hourly Wage	Entry-Level Education Requirement	On-the-job training (OJT)
Home Health Aides	1,380	2,120	53.6	\$10.19	Less than HS	Short Term OJT
Automotive and Watercraft Service Attendants	170	220	29.4	\$11.11	Less than HS	Short Term OJT
Bakers	130	160	23.1	\$12.36	Less than HS	Long Term OJT
Structural Metal Fabricators and Fitters	120	150	25.0	\$22.88	HS diploma	Medium Term OJT
Electrical Power-Line Installers and Repairers	300	400	33.3	\$34.05	HS diploma	Long Term OJT
Industrial Machinery Mechanics	400	500	25.0	\$28.32	HS diploma	Long Term OJT
Heating, Air Conditioning and Refrigeration Mechanics and Installers	270	370	37.0	\$23.91	Postsecondary non-degree award	Long Term OJT
Telecommunications Equipment Installers and Repairers, Except Line Installers	230	310	34.8	\$23.70	Postsecondary non-degree award	Medium Term OJT
Hazardous Materials Removal Workers	160	200	25.0	\$20.51	HS diploma	Medium Term OJT
Drywall and Ceiling Tile Installers	410	530	29.3	\$22.46	Less than HS	Medium Term OJT
Operating Engineers and Other Construction Equipment Operators	230	290	26.1	\$31.41	HS diploma	Medium Term OJT
Construction Laborers	820	1,040	26.8	\$19.11	Less than HS	Short Term OJT
Carpenters	1,630	2,110	29.4	\$25.94	HS diploma	Apprenticeship
First-Line Supervisors of Construction Trades and Extraction Workers	560	720	28.6	\$37.95	HS diploma	None
Receptionists and Information Clerks	810	1,020	25.9	\$15.44	HS diploma	Short Term OJT
Order Clerks	260	320	23.1	\$14.07	HS diploma	Short Term OJT
Bill and Account Collectors	170	210	23.5	\$17.66	HS diploma	Medium Term OJT
Demonstrators and Product Promoters	150	190	26.7	\$10.86	HS diploma	Short Term OJT
Sales Representatives, Wholesale and Manufacturing, Technical and Scientific Products	190	240	26.3	\$38.32	Bachelor's degree	Medium Term OJT
Advertising Sales Agents	120	150	25.0	\$21.64	HS diploma	Medium Term OJT
Fitness Trainers and Aerobics Instructors	370	480	29.7	\$25.46	HS diploma	Short Term OJT
Hosts and Hostesses, Restaurant, Lounge and Coffee Shop	220	280	27.3	\$9.16	Less than HS	None
Dishwashers	430	540	25.6	\$8.96	Less than HS	Short Term OJT
Dining Room and Cafeteria Attendants and Bartender Helpers	660	850	28.8	\$9.30	Less than HS	Short Term OJT
Waiters and Waitresses	1,700	2,200	29.4	\$9.08	Less than HS	Short Term OJT

Data sources: U.S. Bureau of Labor Statistics' Current Employment Statistics and Quarterly Census of Employment and Wages industry employment, and Occupational Employment Statistics data.

Occupational employment projections include self-employed, unpaid family workers, private household workers, farm and nonfarm employment.

N/A - Information is not available.

Occupations with employment below 400 in 2010 are excluded.

Excludes "All Other" categories.

The use of occupational employment projections as a time series is not encouraged due to changes in the occupational, industrial and geographical classification systems; changes in the way data are collected; and changes in the OES survey reference period.

*Most occupations are published according to the 2010 Standard Occupational Classification (SOC) system. Occupations denoted with an asterisk may have the same title as a 2010 SOC code, but not the same content; these occupations are assigned a temporary code for OES data collection.

[1] Median hourly and annual wages are the estimated 50th percentile of the distribution of wages; 50 percent of workers in an occupation earn wages below, and 50 percent earn wages above the median wage. The wages are from 2012 first quarter and do not include self-employed or unpaid family workers.

[2] The Bureau of Labor Statistics develops and assigns education and training categories to each occupation.

For more information on these categories, please see: http://www.bls.gov/emp/ep_education_training_system.htm

Appendix B

Individuals Interviewed and Surveyed for the Report

Location	Individual/Title	Organization
Alameda County		
	Ryan McCreary, Unit Supervisor	Alameda County Probation Department
	Lauren Baranco, Youth Employment Coordinator	Alameda County Social Services Agency
	Rosario Flores, Program Specialist	Alameda County Workforce Investment Board
	Patti Castro, Executive Director	Alameda County Workforce Investment Board
	Nikki Beasley, Business Development Director	Youth Uprising
	Leah Jones, Eligibility Coordinator	Youth Uprising
	Joseph Billingsley, Support Services Manager	Civicorps
	John Bailey, Executive Director	Oakland Workforce Investment Board
San Diego County		
	Michel Adkins, Probation Director	San Diego County Probation Department
	Ricky Valdez, Director of Youth Programs	Second Chance
	Peter Callstrom, President and CEO	San Diego Workforce Partnership
	Ian Gordon, Director	San Diego Youth Development Office
	Jessica Mosier, Director of Youth Program	SD Workforce Partnership
	Nona Courter, Vice President	Access
San Joaquin County		
	Rick Aguilera, Deputy Director	San Joaquin County WorkNet
	Sammy Nunez, Executive Director	Fathers and Families of San Joaquin
	Alejandra Gutierrez, Program Manager	Fathers and Families of San Joaquin
	Jose Flores, Youth Organizer	Fathers and Families of San Joaquin
	Andrew Lucero, AB109 Resource Specialist	Fathers and Families of San Joaquin
	Sheilah Goulart, Director	San Joaquin County Office of Education
	Justin Paperny, Executive Director	Michael G. Santos Foundation
Solano County		
	Dr. Alana Shackelford, Chief Partnerships and Community Engagement Officer	Vallejo City Unified School District
	Robert Bloom, Executive Director	Solano County Workforce Investment Board
	Anette Smith-Dohring, Workforce Development Manager	Sutter Health
	April Brown, Chief Operating Officer	Michael's Transportation Service

Individuals Interviewed and Surveyed for the Report

Location	Individual/Title	Organization
California	Deborah Cromer, Program Director	Alliance for Children's Rights
	Carol Chodroff, Director	Los Angeles Opportunity Youth Collaborative
	Mike Jones, Executive Director	Courageous Connection
	David Muhammad	Impact Justice
	Tim Rainey, Executive Director	California Workforce Investment Board
	National	Steve Trippe, President and CEO
Jesse Hanel, Director FosterEd		National Youth Law Center
Michael Harris, Senior Attorney		National Youth Law Center
Patricia Garcia		U.S. Department of Labor, Office of Apprenticeship
Vickie Choitz, Associate Director, Economic Opportunities Program		Aspen Institute
Ranita Jain, Senior Evaluation Manager, Workforce Strategies Initiative		Aspen Institute
Kisha Bird, Director of Youth Policy		Center for Law and Social Policy
Blair Forlaw, Consultant		BForlaw, LLC

Endnotes

¹“Job Openings and Labor Turnover Summary,” U.S. Department of Labor, Bureau of Labor Statistics, Economic News Release, October 16, 2015, available online at <http://www.bls.gov/news.release/jolts.nr0.htm>; U.S. Chamber of Commerce Foundation, “Making Youth Employment WORK: Essential Elements for a Successful Strategy” (2015), available online at http://www.uschamberfoundation.org/sites/default/files/media-uploads/021927_Youth_Employment_FIN.pdf

²Id., at p. 4.

³Andrew Sum, et al., “The Plummeting Labor Market Fortunes of Teens and Young Adults” (Metropolitan Policy Program at the Brookings Institution: March 2014), at p. 10.

⁴The highest employment rates for teens in the 100 largest metropolitan areas in the U.S. were over 40 percent. By comparison, six of the 10 urban areas with the lowest employment rates in the U.S. were located in California, including San Francisco-Oakland-Fremont area (19.4 percent), San Jose-Santa Clara-Sunnyvale (19.2 percent), Fresno (18.3 percent), Riverside-San Bernardino-Ontario (17.7 percent), Modesto (17.4 percent), and Los Angeles-Long Beach-Santa Ana (16.9 percent).

⁵Those who worked even for one to 13 weeks in one year had a 33 percent higher chance of employment in the next year compared to those without any work history, and the rate increases to 86 percent for those who worked more than 40 weeks in a year.

⁶Dennis Culhane, Stephen Metraux, et al., “Young Adult Outcomes of Youth Exiting Dependent or Delinquent Care in Los Angeles County” (Conrad N. Hilton Foundation, November 2011), at p. 26.

⁷U.S. Department of Health and Human Services, “Coming of Age: Employment Outcomes for Youth Who Age Out of Foster Care Through Their Middle Twenties” (2008), at p. ii, available online at <http://aspe.hhs.gov/hsp/08/fosteremp/>

⁸Id. at pp. iv-vii.

⁹Id.

¹⁰Jeffrey A. Butts, Gordon Bazemore, Audra Sae Meroe, “Positive Youth Justice: Framing Justice Interventions Using the Concepts of Positive Youth Development” (Coalition for Juvenile Justice: April 2010), at p. 9.

¹¹Sierra Health Foundation, “Sierra Health Foundation’s Positive Youth Justice Initiative” (Briefing Paper, April 2012), at p. 2 (Emphasis in original).

¹²Id. (Emphasis in original).

¹³M.C. Bradley, Jiffy Lansing, Mathew Stagner, “Connecting At-Risk Youth to Promising Occupations” (Mathematica Policy Research, March 2013).

¹⁴Researchers have long found that youth aging out of the foster system face numerous hurdles to connecting to the workplace. One U.S. Department of Health and Human Services study found that half to two-thirds of these youth had working patterns with poorer

outcomes than their peer cohort, including those who came from low-income families, including finding employment later (and hence starting behind their peers for income and wealth generation), being connected to work during their teens but then dropping out of the job market in their 20s, or never being connected to work at all. (See Urban Institute, “Coming of Age: Employment Outcomes for Youth Who Age Out of Foster Care Through Their Middle Twenties,” Prepared for the US Department of Health and Human Services, 2008.) Similarly, the New York-based Center for an Urban Future found that approximately half of former foster youth in that city were unemployed at any given time, a situation they noted made them “more likely to slide into homelessness, welfare dependence or incarceration.” (See Center for an Urban Future, “Foster Youth and the Workforce: Next Steps,” New York, 2013.) Unfortunately, it is difficult to determine effective models for connecting these youth to employment due to a lack of data. While the Foster Care Independence Act requires program evaluations, few in-depth studies allow for comparing outcomes between programs to identify the most promising ones. The Urban Institute has continued to conduct its Multi-Site Evaluation of Foster Youth Programs and provides some starting points for analysis (Urban Institute, “Supporting Youth Transitioning out of Foster Care, Issue Brief 3: Employment Programs,” OPRE Report No. 2014-70, December 2014) and a 2010 Chapin Hall assessment of an Illinois program could provide a model for how to collect data and conduct analysis of an individual program (Amy Dworsky and Judy Havlicek, “An Employment Training and Job Placement Program for Foster Youth Making the Transition to Adulthood in Cook County, Illinois,” Chapin Hall at the University of Chicago, 2010).

¹⁵For example, the following sources identify helpful at-risk youth employment guidelines: Child Welfare Initiative’s Youth Employment Initiative Report, available online at http://cwinitiative.org/wp-content/uploads/2014/03/Employment-Brief-6.11.14_FINAL-2.4.3.pdf.

¹⁶Center on Law and Social Policy, “Building a Comprehensive Youth Employment Delivery System” (February 2010), available at <http://www.clasp.org/resources-and-publications/files/Youth-Employment-Systems-1.pdf>.

¹⁷YouthBuild 2014 Solicitation for Grant Applications, p. 13.

¹⁸YouthBuild Health-Care Service and Career Training Manual, available here: https://youthbuild.org/sites/youthbuild.org/files/kb_item/2011/11/478/Youthbuild%20Healthcare.pdf

¹⁹State of Arkansas Department of Workforce Services, “Long-term Industry and Occupational Projections, 2010-2020,” available here: http://www.discoverarkansas.net/admin/uploadedPublications/2113_LT_State_10-20.pdf

²⁰Supra note 1, “Making Youth Employment Work.”

²¹In Central Ohio, this program—LeadersUp—worked with a

company providing Starbucks with sandwiches and other food offerings to increase the hiring of local unemployed youth. The supplier, SK Food Group, hired 100 of these workers with an 80 percent retention rate (significantly higher than the typical 50 percent retention rate in the industry). See <http://www.bizjournals.com/columus/blog/2015/03/starbucks-backed-program-helping-sk-food-group.html>

²²Year Up Annual Report, 2013, p. 7, available here: http://www.yearup.org/wp-content/uploads/2014/01/YearUp_2013AnnualReport.pdf

²³An outside assessment of the program found that 8 percent of participants had contact with the juvenile justice system, though self-reporting on its NYC program stated that in one program cohort they had 13 percent justice involved participants and 20 percent aging out of the foster care system. (<http://www.givewell.org/united-states/charities/Year-Up>)

²⁴CBS, “Jobs Program Aids Fortune 500 and Underprivileged Youth.” See transcript available here: <http://www.cbsnews.com/news/jobs-program-aids-fortune-500-underprivileged-youth/>

²⁵“Youth Hold the Key to U.S. Competitiveness,” available online at <https://www.rockefellerfoundation.org/blog/youth-hold-key-us-competitiveness/>.

²⁶Manualii Misa, quoted in “Year Up: How This Program Transforms Low-Income Young Adults into Rising Tech Stars,” available online at <http://www.geekwire.com/2014/year-up/>.

²⁷Year Up Annual Report, 2013, p. 12, available online at http://www.yearup.org/wp-content/uploads/2014/01/YearUp_2013AnnualReport.pdf.

²⁸<http://voicesyouthcenter.org/program-profile-workforce-investment-act>

²⁹Seattle program rates, as stated here: <http://www.geekwire.com/2014/year-up/>. It’s not yet clear if this is a steady rate at programs in all of Year Up’s cities.

³⁰Carolyn Heinrich, “How Does Year Up Measure Up?” Focus vol. 29, no. 2, Fall/Winter 2012-2013: 13-17. Available at: <http://www.irp.wisc.edu/publications/focus/pdfs/foc292d.pdf>.

³¹Year Up Annual Report, 2013, p. 7, available online at http://www.yearup.org/wp-content/uploads/2014/01/YearUp_2013AnnualReport.pdf

³²<https://www.employindy.org/oneflow/Documents/RFP2014003Y-ESCBOProcurement.pdf>, p. 5.

³³See presentation “The Ripple Effect,” available here: <http://www.doleta.gov/regions/reg02/documents/ETA-ASTD-Forum-2011/The%20Ripple%20Effect%20-%20Engaging%20Youth%20in%20Leadership%20Strategies.pdf>

³⁴For more information, see the Workforce Investment Act Annual Report for Program Year 2013, p. 30, available online at http://www.in.gov/dwd/files/WIA_AnnualReport_PY2013.pdf.

³⁵Reyes et al. “Creating a Juvenile Justice Reform Movement: The Vallejo City Unified School District’s Story of Summer Jobs and Hire Education.” September 2013. UC Davis School of Education,

Center for Community School Partnerships.

³⁶In researching this report, the authors were not able to identify an up-to-date exhaustive list of funding to support workforce development programs serving at-risk youth. The most comprehensive resource was prepared by the California State Workforce Investment Board’s State Youth Vision Team (SYVT), which is the state agency charged with serving “as a bridge to linking public, private, for profit and nonprofit resources to connect youth most in need, ages 14 – 24, with youth-serving agencies and high-growth employment opportunities.” (More information on the SYVT is available online at http://www.cwib.ca.gov/sc_syvt.htm). In 2010, the SYVT prepared a matrix of over 20 federal, state and local programs targeting employment, educational and support services to teens and young adults. (The SYVT matrix is available online at http://www.cwib.ca.gov/res/docs/special_committees/syvt/CA_Govt_Youth_Services_Matrix_May10.pdf) Certain counties have developed helpful guides as well listing the main providers of youth services. (For an example, see the matrix prepared by Alameda County, available online at <http://www.acphd.org/media/378505/2015%20youth%20matrix%20pdf.pdf>).

³⁷Proposed regulations implementing the Workforce Innovation and Opportunity Act of 2104 (Pub.L. 113-128, signed on July 22, 2014) were issued on April 16, 2015 (80 Fed.Reg. 20689), and the public comment period was closed on June 15, 2015.

³⁸For more detail on WIOA funding allotments by county, see Employment Development Department, Workforce Services Information Notice Number WSIN14-53 (dated May 13, 2015).

³⁹Under California law (AB 554), the local WIBs must ensure that programs and services funded by the Workforce Investment Act of 1998 are conducted in coordination with apprenticeship programs approved by the Division of Apprenticeship Standards for the occupation and geographic area. The bill requires each Local Board to develop a policy of fostering collaboration between community colleges and approved apprenticeship programs in the geographic area to provide pre-apprenticeship training, apprenticeship training, and continuing education through the approved apprenticeship programs.

⁴⁰The current WIOA state youth plan and implementation guidance can be found at http://www.edd.ca.gov/Jobs_and_Training/Workforce_Innovation_and_Opportunity_Act.htm.

⁴¹The Job Corps centers in California are located in: Inland Empire, Long Beach, Los Angeles, Sacramento, San Diego, San Jose, and Treasure Island (San Francisco area). (<http://www.jobcorps.gov/centers/ca.aspx>).

⁴²For more details, see the information posted on the State Workforce Investment Board’s website at <http://www.cwib.ca.gov/res/docs/AB2060/AB%202060%20Awardees%20Posting.pdf>.

⁴³Additionally PYJI counties may want to examine recipients of previous state and federal grant opportunities both to learn about successful elements of their programs, but also in the event that these grant opportunities are renewed in the future. These grant programs include: the California Career Pathways Trust, the

California Budgets Act, 2013 state funds to establish regional consortia of K-12 and community college educations, and Federal Youth Career Connect Grants.

⁴⁴For more background on the ROCP, see the information provided on the California Department of Education's website at <http://www.cde.ca.gov/ci/ct/rp/>.

⁴⁵For more information on the transition process for the ROCP under LCFF, see the information posted on the State Department of Education website at <http://www.cde.ca.gov/fg/fr/eb/rocropsfaq.asp>.

⁴⁶"Number of California Foster Youth Aging Out Cut Nearly in Half, for Now," *Chronicle of Social Change* (April 16, 2014).

⁴⁷U.S. Department of Health and Human Services, "Synthesis of Findings: Title IV-E Flexible Funding, Child Welfare Demonstrations" (2011).

⁴⁸Albin, Lori. June 12, 2012. "Using Title IV-E Funds to Benefit Youth." National Juvenile Justice Network: <http://www.njjn.org/article/using-title-iv-e-funds-to-benefit-youth>; City and County of San Francisco Health and Human Services Agency Memorandum: "Title IV-E Waiver Proposal" (Sept. 14, 2014).

⁴⁹For more detail on the California Title IV-E waiver, see the description of the Title IV-E California Well-Being Project online at <http://www.childsworld.ca.gov/pg1333.htm>.

⁵⁰When the waiver projects began, the federal government evaluated them on seven outcome states based on safety, permanency, and well-being. ACYF cited an increasing body of evidence that showed focusing on safety and permanency alone was not enough to ensure well-being because most of the harmful effects of maltreatment had lasting behavioral, social and emotional ramifications that could limit children's chances to succeed in school, work and relationships. They also noted emerging research in support of interventions that integrate the focus on safety and permanency with a focus on well-being that address the behavioral, social and emotional effects of maltreatment. ACYF noted, "Policies, programs and practices can improve children's social and emotional functioning while concurrently working towards goals of reunification, guardianship, or adoption." (Administration for Children and Families Information Memorandum, p. 2, available online at <https://www.acf.hhs.gov/sites/default/files/cb/im1204.pdf>).

⁵¹United States Department of Health and Human Services Administration on Children, Youth and Families, Information Memorandum, ACYF-CB-IM-12-04, April 7, 2012. <http://www.acf.hhs.gov/sites/default/files/cb/im1204.pdf>

⁵²Alameda County Social Services Agency, Memorandum to the Board of Supervisors Regarding FY 2013-2104 Request for Proposals for SASYEP" (April 23, 2013).

⁵³For more information on the county Reentry Councils, see the website of the California Reentry Council Network at <http://cal-reentry.com/>.

⁵⁴"Alameda County Programs Break Cycle of Incarceration Through

Employment," *Contra Costa Times* (April 1, 2015).

⁵⁵For updates on Second Chance Act funding and legislative development, see the website of the Council on State Governments Justice Center at <http://csgjusticecenter.org/nrrc/projects/second-chance-act/>.

⁵⁶For more information, see <http://www.doleta.gov/grants/pdf/FOA-ETA-15-04.pdf>.

⁵⁷More information is available online at http://www.bscc.ca.gov/downloads/YOYG_Program_Descriptions_for_Posting_on_the_Web_7_18_2013.pdf.

⁵⁸For more information on YOYG funding, see http://www.bscc.ca.gov/s_cppyobg.php. For more information on JJCPA funding, see http://www.bscc.ca.gov/BqXtv20/s_cppjjcpa.php.

⁵⁹The data available from the counties is limited to information on youth ages 10 to 17.

⁶⁰Alameda County Social Services Agency communication to the Alameda County Board of Supervisors, dated March 20, 2013 (on file with author).

⁶¹In Alameda County, crossover youth are defined as: "A youth served by Probation who has an active probation case, including formal and informal probation in Juvenile Court, or has contact with law enforcement through a Notice to Appear (NTA); and, b) has had an active child welfare case within the last 5 years, experienced a substantiation allegation of abuse or neglect within the last 5 years, or becomes child welfare involved through a new substantiated referral or case opening. Or a youth served by Child Welfare Services who has an active child welfare case and comes into contact with law enforcement through a Notice to Appear (NTA), or becomes Juvenile Probation involved through an admission to Juvenile Hall or Juvenile Probation supervision." [PYJI Data Collection Summary: Alameda County (on file with the National Employment Law Project). To identify each county's crossover youth population we rely on data from 2013 describing the extent to which youth were involved in the juvenile justice and child welfare systems at four key decision-making points: (1) Delinquency adjudications (when youth are found guilty of committing a delinquent act by a judge and sentenced to probation or juvenile hall); (2) Admissions to juvenile hall; (3) Out-of-home placement (e.g., in foster care or group homes); and (4) Placement in Wraparound Services.

⁶²The top five reasons crossover youth were admitted to juvenile hall in 2013 were: warrant and violation of probation (30); violation of probation (28); robbery (19); misdemeanor assault (13); and burglary (13).

⁶³"Wraparound services" are described in more detail in Sierra Health Foundation's Positive Youth Justice Initiative Briefing Paper (April 2012), at page 6-7.

⁶⁴LesicaBay, Sue. "Master Gardener: Building Gardening Communities." March 24, 2011. San Jose Mercury News. Accessed at: http://www.mercurynews.com/ci_17672843

⁶⁵In San Diego County, crossover youth are defined as: “Those youth placed on Dual Jurisdiction pursuant to Welfare & Institutions Code (WIC) 241.1e (active to both dependency and delinquency) and those youth active to dependency who were admitted to Juvenile Hall but returned to dependency.” [PYJI Data Collection Summary: San Diego County]

⁶⁶The top five reasons crossover youth were admitted to juvenile hall in 2013 were battery (23); assault with a deadly weapon (13); burglary (11); assault by means likely to cause great bodily injury (9); and vandalism over \$400 (8).

⁶⁷Males, Mike. “California Youth Crime Plunges to All-Time Low.” Center on Juvenile and Criminal Justice Research Brief. October 2012.

⁶⁸M. Langley & J. Sugarmann. “Lost Youth: A County-By-County Analysis of 2011 California Homicide Victims Ages 10 to 24.” Violence Policy Center (March 2013) available at <http://prevention-institute.org/unity-cities-in-action/reports-from-the-field/1000-lost-youth-a-county-by-county-analysis-of-2011-california-homicide-victims-ages-10-to-24-posted-on-3222013.html>

⁶⁹In San Joaquin County, as of 2013, crossover youth are defined as: “Youth who have experienced documented neglect, abuse and/or trauma, have a history in the child welfare and/or foster care system, and who are currently engaged in the juvenile justice system.” [PYJI Data Collection Summary: San Joaquin County]

⁷⁰The top five reasons crossover youth were admitted to juvenile hall in 2013 were: violation of probation or court order (79); resisting arrest (36); warrant (35); burglary (29); and battery (28).

⁷¹Data on placement in out-of-home care (beyond Level 10+ Group Homes) was not available for San Joaquin County. Group homes provide the most restrictive out-of-home placement option for children in foster care, and are classified into one of 14 Rate Classification Levels according to the level of care and services they provide. Level 10+ Group Homes provide the highest level or intensity of care and supervision of any group home providers as measured in the areas of childcare and supervision, social work activities, and mental health treatment services. [California Department of Social Services (CDSS) Foster Care Rates Bureau (FCRB) Overview of the Group Home Rate Classification Levels (RCLs) available at <http://www.childsworld.ca.gov/pg1349.htm>.]

⁷²YouthBuild participants can earn the following certificates: Regional Occupational Program certificate in Construction Technology (state-recognized); OSHA 10; CPR/First Aid; Confined Space; Flagger; Traffic Control; and HazWoper 40. Beginning in 2016, YouthBuild participants who successfully complete the 120 hours of curriculum will receive a nationally recognized Multi-Craft Core Curriculum (MC3) certification issued by the National Building Trades Council.

⁷³YouthBuild San Joaquin is considered a pre-apprenticeship partner by the Carpenters Training Committee for Northern California Local 152 and Northern California Laborers Joint Apprenticeship Training Council Local 73.

⁷⁴Rodriguez-Moore, Jennie. “\$1M Dollar Boost for S.J. County Gang Prevention.” Recordnet.Com. February 18, 2015. Accessed at <http://www.recordnet.com/article/20150218/NEWS/150219659>.

⁷⁵In Solano County, cross over youth are defined as: “Identified in CASE by the Special Condition ‘Current or Prior 300 WI’ or ‘CWS Referral.’” [PYJI Data Collection Summary: Solano County]

⁷⁶The top five reasons crossover youth were admitted to juvenile hall in 2013 were: burglary (53); robbery (19); battery (15); assault with force likely to cause great bodily injury (13); and receiving stolen property (9).

⁷⁷United States Department of Health and Human Services Administration on Children, Youth and Families, Information Memorandum, ACYF-CB-IM-12-04, April 7, 2012. <http://www.acf.hhs.gov/sites/default/files/cb/im1204.pdf>

⁷⁸For example, the recent U.S. Department of Labor “Training to Work 3 –Adult Reentry” grant solicitation (which closed on May 2, 2015) calls for legal services documented in an MOU between the grantee and the legal services provider that involves “securing driver’s licenses, expunging criminal records, creating and/or modifying child support orders, helping parents in obtaining custody of their children, and helping victims of domestic violence by obtaining protective and restraining orders.”

⁷⁹See “Sealing Your Juvenile Records” fact sheet, available online at http://kids-alliance.org/wp-content/uploads/2013/01/Sealing-Juvenile-Records_rev-Updated-5-11-2014.pdf.

⁸⁰See Neighly, Emsellem, “A Healthy Balance: Expanding Health Care Job Opportunities for Californians with a Criminal Record” (National Employment Law Project, May 2014), at p. 34, available online at <http://www.nelp.org/publication/a-healthy-balance-expanding-health-care-job-opportunities-for-californians-with-a-criminal-record/>.

⁸¹“L.A. County Considers Giving Edge to Contractors Hiring Ex-Offenders,” Los Angeles Times (May 12, 2015).



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