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SOCIAL POLICY RESEARCH ASSOCIATES

Reaching and Serving the Working Poor:

**Final Outcome Report of the Evaluation of
The William and Flora Hewlett Foundation's
Employment Development Program Component**

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EXECUTIVE SUMMARY

THE EMPLOYMENT DEVELOPMENT APPROACH

Through its employment development program component, the William and Flora Hewlett Foundation has joined several other major foundations investing in strategies to improve employment and earnings outcomes for the working poor. The sectoral employment development strategies promoted by these foundations—although they are used to support widely varying projects—tend to follow the strategic framework described below:

- *Targeting an occupation or cluster of occupations within an industry or sector of the economy* that offers opportunities for low-wage workers to achieve improved wages and/or advance to better jobs.
- *Targeting a pool of low-wage workers* who have the potential to succeed in the targeted occupation.
- *Building the organizational capacity of community-based organizations* that can act as intermediaries, brokers, and drivers of sectoral employment development within their local communities.
- *Developing collaborative partnerships with employers and relevant labor organizations in the targeted sector* by involving these key stakeholders early in the project and designing approaches that respond directly to their needs and interests.
- *Working to achieve systemic changes in existing labor markets*, so that low-income workers are no longer at a disadvantage in these markets.
- *Using a wide range of program activities to further the desired goals*, including training, business development, organizing, and research and policy analysis.
- *Remaining flexible enough to adapt the employment development strategy* to meet changing economic conditions and organizational opportunities.

Between July 1998 and October 2000, the Hewlett Foundation funded a total of 12 direct service projects under its employment development program component. The request for proposals (RFP) developed by the Foundation calls for proposals that include two key features: (1) the development of broad partnerships among representatives from industry, government, workforce development programs, educational institutions, and community-based organizations, and (2) a plan to combine

the resources of these partners to capture opportunities for low-wage workers to enter high-quality jobs with career advancement potential within expanding sectors of the local economy.

In March 2000, the Foundation selected Social Policy Research Associates (SPR) to conduct a process and outcome evaluation of the first nine employment development grantees and their accomplishments and to advise the Hewlett Foundation on how to strengthen its employment development program area. This *Final Outcome Report* presents information about the outcomes achieved by individual clients served by eight of the nine employment development grantees included in the process study.¹ It is intended to be a companion volume to the *Final Process Report* submitted to the Hewlett Foundation in final form on October 2, 2001.

The *Final Outcome Report* complements the process study by providing a critical assessment of the effectiveness and cost-effectiveness of the funded projects using information provided by the grantees on the clients they had served and the outcomes clients had achieved between project start-up and August 31, 2001. In this report, information on project outcomes is used to address five key questions:

1. What are the characteristics of the clients served by the employment development projects?
2. What services did clients receive from the projects?
3. To what extent did project participants achieve the following outcomes?
 - Placement into employment.
 - Employment in the targeted industry/occupation in a job related to the training provided by the project.
 - Placement into a high-quality job, as measured by “permanent” job status, a high placement wage, and/or availability of health benefits.
 - Retention of employment over time.

¹ The ninth grantee included in the process evaluation—Goodwill Industries of San Francisco, San Mateo, and Marin Counties serving as fiscal agent for the California Culinary Academy’s Education Foundation—terminated its project before participants had completed the anticipated training curriculum. This project was not able to track the outcomes of former participants.

- Increases in hourly wage levels at project completion and over time, compared to the wage received at the time of enrollment into the project.
 - Achievement of the self-sufficiency wage level established for the client's county of residence.
4. What are the costs associated with the achieved outcomes?
 5. How are client outcomes influenced by the following factors?
 - Client characteristics, such as variations in participant age, gender, previous earnings, and education levels.
 - Service experience, such as whether the client received and/or completed occupational training, whether the client participated in a paid internship, and how many weeks the client participated in project services.
 - Project organizational features, such as whether the grantee had a diversified funding base, whether the project had secured a high level of employer involvement, and what type of organization provided occupational training.
 - Service design features, such as whether the project offered training on a schedule that accommodated ongoing work during the training period and whether the project provided intensive case management services or post-placement services.

DATA COLLECTION AND REPORTING CHALLENGES

The evaluators depended on the individual projects to collect and report client-level data on participant characteristics, services provided, and client outcomes. An early assessment of project data collection and reporting capacity revealed that not all projects had the capacity to collect and report complete, accurate, and up-to-date client-level data. During the evaluation period, the project grantees were asked to (1) make improvements to their data collection systems to build their systems' capacity to support internal project management as well as external evaluation functions, and (2) retrospectively bring all client-level data up to these new standards, through a process of entering existing data into automated records and collecting new data to fill in data gaps, if needed.

Based on the weaknesses identified in the initial capacity of projects to document their accomplishments, SPR staff disseminated a list of "required data elements" in early 2001. The list of required data elements was organized into three categories, including (1) participant characteristics to be collected at the time of intake/enrollment;

(2) information on services provided and current client status, to be updated periodically; and (3) information on employment outcomes, to be collected at the time clients left project services, as well as 3-, 6-, and 12-months after the date of project completion. Each grantee was asked to submit client-level data on the required data elements for all clients served under the Hewlett Foundation employment development grants. Technical assistance on data collection and reporting issues was available from the evaluator as well as another technical assistance provider. Together these two organizations prepared a detailed data dictionary to guide the projects in preparing and submitting data to support the evaluation.

Projects invested substantial staff resources during the spring and summer of 2001 to fill in data gaps and improve data collection and data storage/retrieval systems. Projects generally indicated that it was extremely helpful to have explicit specifications for the data definitions and value codes to be used in submitting data to support the evaluation. After receiving the data dictionary, a number of projects adapted their intake forms to generate information on the requested measures. Greater consistency between the data collection and data reporting formats greatly simplified the reporting task for a number of projects. The use of a consistent and detailed data dictionary also enabled SPR to merge the outcome data provided by all the projects into a single research database and to carry out a unified cross-project analysis of client level outcomes.

Despite intensive efforts to reach previous clients to collect missing follow-up data, however, not all projects were successful in reconstructing missing outcome data. The large amounts of missing data have complicated our analysis task. Because we suspect that clients with missing data were less successful than clients reached for follow-up, reporting based only on the clients for whom outcome data were provided would have upwardly biased measured project success rates. To preserve the validity of the reported outcome data in the face of the high level of missing data, we have assessed project success conservatively. For each outcome measure, we have reported as successful outcomes the proportion of all targeted enrollees in the relevant outcome cohort for whom projects were able *to collect data and report successful participant outcomes*. This outcome measure can be thought of as the lower bound of the actual rate of success for projects (the success rate that would occur if all clients with missing outcomes were unsuccessful). To balance this conservative measure of project success, we have also provided—in Appendix B—tables that summarize project success rates

based only on participants for whom outcome data are available. These measures can be thought of as providing the upper bound of the actual rate of project success (the rate that would occur if all clients with missing outcomes were successful at the same rate as those with reported outcomes). The actual success rate lies somewhere between these two numbers.

CHARACTERISTICS OF CLIENTS SERVED AND SERVICES PROVIDED

Client Characteristics

The eight projects included in the outcome study reported that they had served a total of 611 clients from the time of project start-up through August 31, 2001. Different projects tended to serve different segments of the working poor population in the Bay Area, in terms of gender and the race/ethnicity of their participants, reflecting the characteristics of the different geographic areas they served. Across all projects, clients were nearly evenly divided between males and females. Across all projects, enrolled clients belonged to the following racial/ethnic groups in order of frequency: Hispanic/Latino (40%); black/African-American not Hispanic (24%); white not Hispanic (19%); Asian (11%); and Hawaiian/Pacific Islander (3%). Clients served represented a wide range of age groups and educational levels.

The Hewlett Foundation identified six criteria delineating its target group of interest, i.e., “the working poor.” Missing data prevent us from determining exactly how many of the reported enrollees met all six of the Hewlett Foundation’s eligibility criteria. Only 232 of the initial 611 clients were documented as meeting all six eligibility criteria. Nearly all the reported enrollees (90% or more) were described by the eight projects as having met three criteria related to education and work status (including *having worked at least half of the previous year, working at least 20 hours per week* at the time of project enrollment, and *having less than a two-year Associate’s degree*. Nearly 80% were documented as *earning less than the self-sufficiency wage* in their county at the time they enrolled in the project. Projects appeared to be less clearly focused on documenting and enforcing the two final criteria—*having dependent children in the home* and *being the primary wage earner in the household*.

In our detailed analysis of client services and outcomes, we have included 396 individuals that appear to adequately represent the target population of working poor with dependent children. This group, referred to as “targeted enrollees” excludes reported enrollees who were documented as (1) having no dependent children living in the home, or (2) earning more than the self-sufficiency wage level at the time of

enrollment. The operational definition of targeted enrollees is intended to preserve as many enrollees as possible in the analysis to maintain explanatory power, while limiting the analysis to individuals whose outcomes will inform the Foundation about how to serve effectively the population of working poor with dependent children.

Variations in Services Provided

Each project offered occupational training as one of its core services. All enrollees received occupational training in five of the eight projects. Across all projects, 88% of all targeted enrollees participated in occupational training. At one project, targeted enrollees who did not participate in occupational training received career counseling and direct placement assistance. Additional core services provided by projects included paid internships with local employers—offered by two projects—and placement into temporary or “temp-to-perm” jobs by a local staffing agency—offered by two other projects.

At most projects, core services were supplemented with pre-employment training, career counseling/mentoring, placement assistance, and pre- and post-placement case management services. However, we did not obtain information about how the receipt of these services varied from client to client. In addition to variations in the services received by individual clients, we identified the several project-level variations in services provided. These variations included (1) whether training was scheduled to accommodate full-time work during the training period; (2) whether the project offered a high or low level of case management services to participants during services and on a post-placement basis.

OUTCOMES ACHIEVED BY PROJECT PARTICIPANTS

The outcome analysis assessed the extent to which the targeted enrollees in the Hewlett employment development projects achieved the desired outcomes of:

- Placement into a new job.
- Placement into a job in the occupation targeted by the project.
- Retention of the same job over time.
- Employment at the follow-up checkpoints of three months, six months, and 12 months after completing project services.
- Status as a permanent employee.
- Employment in a job that offers health benefits.

- Achievement of an increased hourly wage, compared to the wage the individual had earned at the time of project enrollment.
- Achievement of the self-sufficiency wage level.

Summary of Project Accomplishments and Factors Affecting Client Outcomes

The funded employment development projects achieved the following outcomes during the study period:

- The funded projects enrolled a total of 396 individuals that they documented as meeting most of the six eligibility criteria for the working poor identified by the Hewlett Foundation.
- Over 180 targeted enrollees were placed into new jobs (out of 312 who completed services at projects that targeted new placements), for an overall initial placement success rate of 58% of all targeted enrollees.
- Of the 248 targeted enrollees in the 6-month follow-up cohort, 99 individuals (40%) were documented as employed six months after leaving the project.²
- Of the 179 targeted enrollees in the 12-month follow-up cohort, 54 individuals (30%) were documented as employed 12 months after leaving the project.
- Targeted enrollees entered jobs at project completion that paid, on average, \$12.21 per hour.
- Six out of every ten targeted enrollees documented as employed at project completion achieved substantial wage increases (increases of at least 20% over the wage paid at project enrollment).
- The typical project participant achieved an hourly wage rate increase of 31 percentage points between the time that he/she enrolled in the project and the time that he/she left project services.³
- The jobs obtained by project completers had a number of positive features:

² Incomplete follow-up data impeded the assessment of post-program outcomes. Of the 248 individuals in the 6-month follow-up cohort, 99 individuals were reported as employed, 13 were reported as not employed, and information on 6-month follow-up employment status was missing for 136.

³ The typical wage rate increase of 31% was computed for individuals for whom we had data on both enrollment wage and wage at project completion. Thus, it differs slightly from the rate that would be obtained by comparing the mean wage at enrollment for all enrollees with wage data (\$9.50) and the mean wage at project completion for all completers with wage data (\$12.21).

- Eighty-six percent of all clients who entered employment were placed into jobs that were described as being permanent jobs.
- Ninety-four percent of clients employed at project completion were in jobs that were described as offering health benefits.⁴
- Sixty percent of targeted enrollees achieved a substantial increase in hourly wage level (more than 20% above the hourly wage they had earned at project enrollment).
- The mean cost per targeted enrollee across all projects was \$4,864. The mean cost per targeted enrollee varied widely across projects from a low of \$2,300 to a high of \$11,000.
- Project outcomes were particularly disappointing in several areas.
 - Only 5% of targeted enrollees reached the self-sufficiency wage level during the study period.
 - Missing follow-up outcome data prevented the evaluation from reaching definitive findings about whether the projects helped clients retain employment over time.
 - Five of the projects had per participant costs that exceeded the guidelines suggested by Hewlett Foundation in its request for proposals (RFP).

Projects varied substantially in their success rates on the different outcome measures. Multivariate regression analyses of client outcomes reveal that the following factors are associated with one or more desired participant outcomes:

- Some client education beyond high school, as compared to high school completion only.
- Participation in occupational training, and, more importantly, completion of occupational training.
- Being served by a project that arranges its training schedule to be compatible with full-time work during the training period.
- Being served by a project that provides intensive post-placement services.

Factors that appear to influence desired outcomes negatively include the following:

⁴ This percentage is somewhat higher than the proportion of clients placed into permanent jobs. The reason is that Working Partnerships was able to offer health benefits under the Kaiser Permanente Steps Plan to project participants, even if they were working in a temporary job.

- Heavier family responsibilities (being a sole wage earner and having more dependent children in the household).

Factors that appeared to have little influence on desired client outcomes included:

- The basic demographics of clients—age, gender and race and ethnicity.
- Participating in an internship as part of the program experience.
- Participating in a project for a longer period of time.
- Being served by a grantee that had multiple funding sources.

CONCLUSIONS AND SUGGESTIONS FOR PROJECT IMPROVEMENT

Many of the accomplishments of the eight projects are encouraging. Projects provided services that resulted in the placement into new jobs of nearly 60% of the targeted enrollees who had completed project services. The jobs that project clients held at the conclusion of project services were generally high-quality jobs—they paid an average wage of over \$12.00 per hour, the great majority offered health benefits, and most jobs were considered permanent. The average hourly wage earned by a client employed at placement was 31 percent higher than the wage he/she had earned at the time of enrollment.

Although these employment outcomes represent clear improvements in the employment status of the project clients, client outcomes generally fell short of the ambitious goals set for the projects by the Hewlett Foundation, particularly in terms of earning a wage above the self-sufficiency wage level set by the California Budget Project. Furthermore, the large amounts of missing data on participant outcomes six and twelve months after clients left project services make it difficult to determine whether the Hewlett Foundation's employment development projects brought about long-term improvements in the employment status and earnings of the clients they served.

The inability of projects to document long-term positive outcomes for a majority of the clients they serve constitutes a serious barrier to demonstrating the effectiveness of the employment development model. We recommend that the Hewlett Foundation and its technical assistance providers continue to emphasize the importance of follow-up data collection and continue to support the projects in meeting this data collection challenge.

Implications of Outcome Findings for Project Improvement

The findings on how client characteristics influenced client outcomes suggest that projects should consider making the following improvements in project design and operations:

- Develop services that are effective for clients with family responsibilities.
- Develop services that are effective for clients with limited formal education.
- Clarify the potential benefits of participation for individuals with relatively high pre-program wage levels.

Findings on how client outcomes are influenced by service and project design factors suggest that projects should take advantage of the following effective service designs:

- Providing intensive case management and supportive services, particularly services that can help clients address problems that might otherwise lead to their dropping out of a project.
- Scheduling occupational skills training around the schedules of clients working full-time.
- Providing more intensive post-placement services to help clients retain jobs and negotiate better wages over time.

Most of the Hewlett Foundation’s employment development grantees brought to these projects a set of prior expectations and experiences based on their work with unemployed individuals seeking new jobs. These assumptions included the use of short-term intensive (full-time) training projects; a view of employers as the final “consumer” of the trained workers served by the project, rather than as an ongoing project partner; and a view of project participation that usually ended after an initial placement had been made.

To effectively serve low-wage workers, projects may need to turn some or all of these assumptions upside down. First, the multivariate outcome analyses we performed suggest that training schedules that are designed to accommodate full-time work result in higher placement rates than projects using the model of full-time training. Second, the outcome analyses suggest that efforts to continue skills enhancement and other services into the post-placement period have a particularly advantageous influence on follow-up employment rates and post-program wage gains.

Implications of Outcome Findings for Hewlett Foundation's Employment Development Program Area

The employment development projects supported by the William and Flora Hewlett Foundation have succeeded in helping several hundred low-wage workers in the San Francisco Bay Area achieve substantial wage increases by entering high quality jobs in demand occupations. The success of the funded projects in achieving their immediate placement goals is encouraging, although doubtless the credit needs to be shared with the booming local economy that was eager to absorb new entrants into rapidly growing construction, health, and high technology fields during much of the study period.

Initial placement results have been promising, particularly for several grantees that have begun to achieve economies of scale. However, the research findings suggest that the wage gains obtained as a result of entering the targeted occupations have not been sufficient to allow program graduates to reach self-sufficiency wage levels during the first year after they leave the project. This suggests that employment development projects may have to continue to work with training graduates over an extended post-placement period to help participants continue to ascend wage and career ladders.

The findings from the process and outcome evaluation of the Hewlett Foundation's employment development grantees suggest that targeting the working poor is a challenging and largely uncharted program direction whose early outcomes are somewhat modest. However, at a time when social safety nets have been reduced and national and local economies are beginning to falter, it is critically important that public policy-makers and the philanthropic community continue to promote access to quality jobs for primary wage earners heading low-income families with dependent children. A variety of studies have shown that investments in quality K-12 and post-secondary education offer clear payoffs for successful students in terms of increased earnings later in life. However, the Hewlett Foundation should not be trying to decide *between* investing in the education of youth *and* employment development for their low-wage working parents, but rather in how to combine investments in both areas in ways that strengthen the working poor in their dual roles as breadwinners and parents.

To help grantees improve the effectiveness and cost-effectiveness of projects targeting the working poor, the Hewlett Foundation should encourage projects to:

- Address the specific barriers experienced by low-wage workers who also have family responsibilities.

- Implement effective practices to recruit, screen and match applicants to training services and occupations suited to their skills and interests.
- Test new models for employer and union involvement in implementing career advancement opportunities for entry-level workers.
- Ensure that project services continue beyond initial placement into the targeted occupation or industry and focus on ongoing skills enhancement and wage advancement.

I. INTRODUCTION

INTRODUCTION

Between July 1998 and October 2000, the Hewlett Foundation funded a total of 12 direct service projects under its employment development program component. In March 2000, the Foundation selected Social Policy Research Associates (SPR) to conduct a process and outcome evaluation of the first nine employment development grantees and their accomplishments and to advise the Hewlett Foundation on how to strengthen its grantmaking in the employment development program area. This *Final Outcome Report* presents findings based on an analysis of the data collected by eight of the nine projects on the clients they have served, the services they have provided, and the outcomes participants have achieved through August 2001. This report is intended to serve as a companion volume to the *Final Process Report* completed in October 2001. Using information obtained from qualitative case studies of the grantees, the *Final Process Report* identified the strengths and weaknesses of the funded projects and suggested how the Hewlett Foundation might clarify its vision and expectations for future employment development projects. The information contained in the *Final Outcome Report* provides objective data on project accomplishments and allows us to assess whether project characteristics previously identified as desirable are, in fact, associated with higher levels of success on measurable project outcomes.

In the remainder of this chapter we (1) describe the employment development model that is guiding the efforts of Hewlett Foundation employment development grantees, (2) discuss the research questions and methods used in the outcome evaluation, and (3) introduce the eight projects included in the outcome evaluation.

THE EMPLOYMENT DEVELOPMENT MODEL

Poverty among the working poor has been acknowledged as a serious and persistent societal challenge over the last three decades. The implementation of temporary cash assistance under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 dramatically heightened the stakes for poverty reduction efforts. This national welfare reform legislation replaced the federally funded safety net that had been available on an ongoing basis with a program that set strict time limits for federally funded benefits. At the same time that welfare reform heightened the need to help workers find jobs and career paths that would lead to self-sufficiency, welfare

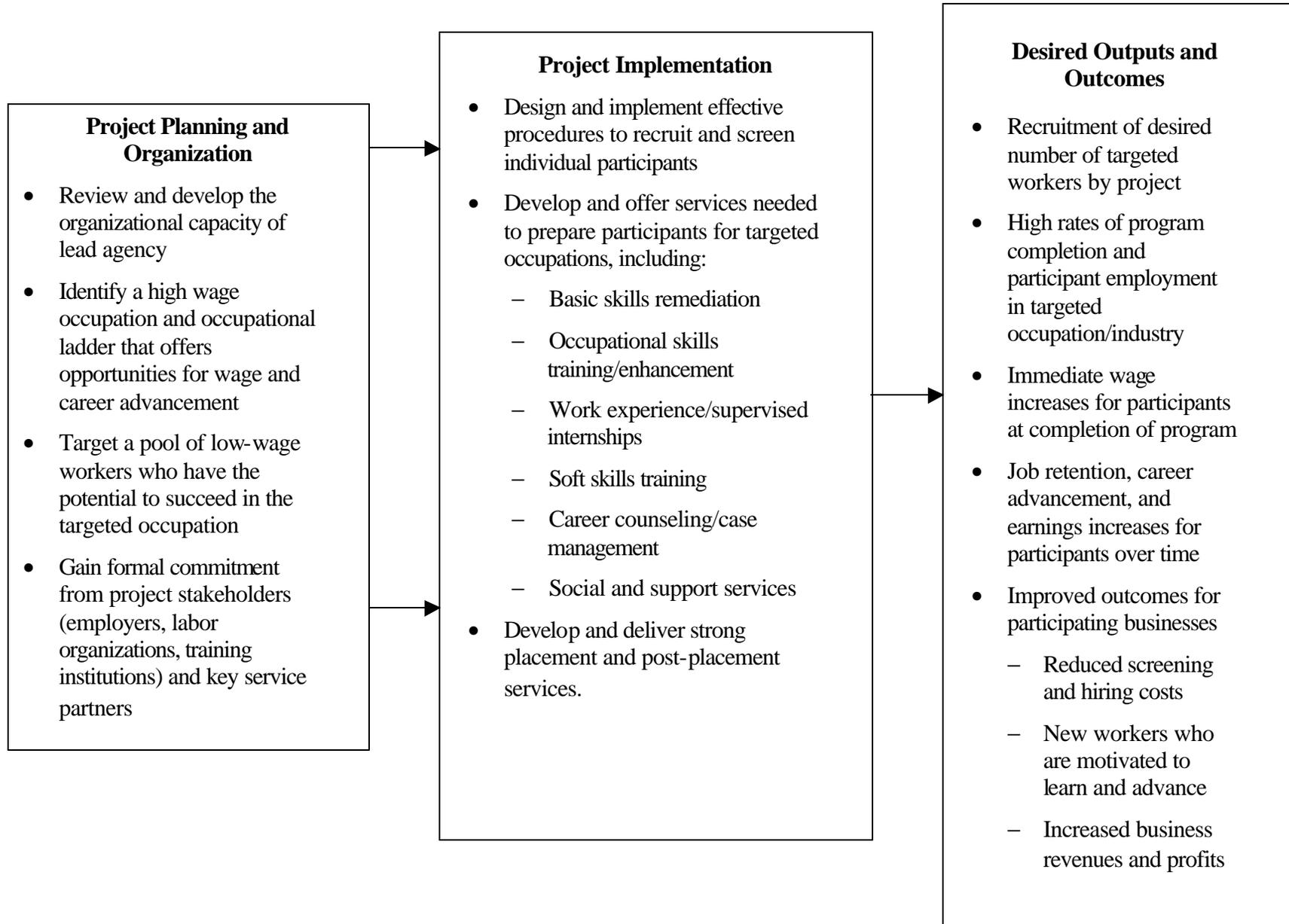
policies required “work first” strategies. The “work first” policy resulted in many individuals leaving welfare to go to work, at least initially, in the low-wage jobs that were plentiful in the then expanding economy, but had not proven successful in leading to self-sufficiency.

Both before and after the passage of welfare reform, a variety of public and private partners (including state and local workforce development agencies, educational institutions, faith-based organizations, and community economic development programs, among others) have worked to improve outcomes for the working poor. Starting in 1997, the staff of The William and Flora Hewlett Foundation’s Family and Community Development Program began to examine ways to address the situation of the working poor in the San Francisco Bay Area. Through its employment development program component, the William and Flora Hewlett Foundation has joined several other major foundations in investing in the development and refinement of sectoral strategies that work to help low-wage workers access industries and occupations that pay higher wages and offer career advancement potential.

The Foundation began making grants under its employment development program component in July 1998. The request for proposals (RFP) developed by the Foundation called for proposals for projects that include two key features: (1) the development of broad partnerships among representatives from industry, government, workforce development programs, educational institutions, and community-based organizations, and (2) a plan to combine the resources of these partners to capture opportunities for low-wage workers to enter high-quality jobs with career advancement potential within expanding sectors of the local economy. Each of the Hewlett Foundation’s employment development program grantees has implemented a sequence of activities designed to prepare a targeted group of low-wage workers for career advancement in a specific occupation or industry that has a documented labor shortage. Exhibit I-1 provides a graphic illustration of the different steps in a typical employment development project. Essential steps include the following:

- *Review the organizational capacity of the project lead organization to ensure that it has the experience and capacity needed to guide the project.*
- *Identify a high wage occupation or occupational ladder within a given industry that offers clear opportunities for wage and career advancement for low-wage workers.*

Exhibit I-1
Model of Employment Development Project



- *Target a pool of low-wage workers who have the potential to succeed in the targeted occupation.*
- *Gain the formal commitment and active involvement of project stakeholders (employers, labor organizations, and training institutions) as well as any additional partners needed to coordinate the recruitment, service planning/case management, training, placement, and post-placement supports required for participant success.*
- *Initiate a sequence of outreach, recruitment, and screening procedures to secure a commitment from low-wage workers who are interested in and appropriate for the project.¹*
- *Develop and offer a comprehensive package of services that will enable project participants to obtain employment in the targeted field and/or progress up the identified career ladder, including attention to basic skills preparation, occupational skills enhancement, soft skills building, work experience, social services, counseling/case management, and supportive services.*
- *Develop strong placement and post-placement services that enable program participants to continue advancement up the targeted career ladder.*

The employment development model has not only guided the development of the designs for the funded projects, it also provides a useful framework for the evaluation of these projects. As described below, the outcome evaluation is designed to assess the extent to which funded projects have helped participants achieve the desired outcomes, which include entering employment in the targeted occupations, achieving increased wages and benefits, and experiencing employment stability and career and wage advancement over time. The evaluation is also designed to identify the client-level and project-level factors that influence success on these key outcomes.

The employment development model presented in Exhibit I-1 notes that desired project outcomes include not only wage increases and career advancement for participating workers but also savings in the costs of recruitment and staff turnover and

¹ Screening procedures may address several aspects of appropriateness (i.e., whether there is a good match between client characteristics, program goals, and the qualities required for successful project completion. First, projects may screen participants to ensure that they meet project eligibility criteria, such as requirements for family composition, previous work history, or current wage level. Second, projects may screen participants for interest in the targeted occupation and possession of prerequisite academic skills needed to complete the training. Third, projects may screen for client readiness, in terms of the stability of the client's personal and family situation (e.g., stable housing and health status, and ability of the family to meet basic living needs during the training period).

resulting increases in the profitability of the participating firms. Collecting outcome data for participating employers turned out to be beyond the capacity of the employment development projects included in this evaluation. In most cases, individual employer linkages to the projects were not strong enough for employers to agree to provide this information.

EVALUATION ISSUES AND METHODS

The process evaluation conducted by Social Policy Research Associates was built around the preparation of detailed case studies of the design and implementation of each funded project. The *Final Process Report* was based on qualitative data collected during two detailed on-site reviews of each project's progress by individual SPR field liaisons in the summer of 2000 and the spring of 2001. The *Final Process Report* drew on this detailed qualitative information on project implementation to identify promising examples of the employment development model described in Exhibit I-1.

The *Final Outcome Report* complements the process study with a critical assessment of the effectiveness and cost-effectiveness of the funded projects to date. Findings in the *Final Outcome Report* are based on client-level information provided by eight projects documenting participant characteristics, services provided, and outcomes achieved between project start-up and August 2001. Based on these data, we have conducted a series of descriptive and explanatory analyses.

Key questions that have been addressed using simple descriptive statistics as part of the outcome evaluation include the following:

- What are the characteristics of the clients served by the employment development projects?
 - Have the projects served the anticipated numbers of clients?
 - To what extent do project clients meet the various criteria set forth by the Hewlett Foundation to define the target population of “the working poor?”
 - What are the similarities and differences in the characteristics of the clients served by different projects?
- What services have clients received from the employment development projects?
 - To what extent have clients participated in and completed the training curricula that are a core service for each project?

- To what extent have clients participated in other key service components, such as internships or transitional placements with temporary staffing agencies?
- For how long, on average, do clients participate in project services?
- What are the similarities and differences in participation patterns for clients served by different projects?
- What is the current status of project enrollees included in the evaluation?
 - How many enrollees are still actively receiving project services prior to placement?
 - How many enrollees have terminated project services?
 - Of project completers, how many have reached the 3-month follow-up point? The 6-month follow-up point? The 12-month follow-up point?
- To what extent have project participants achieved the desired outcomes?
 - How many enrollees have been reported as “placed into employment” after participating in the projects?
 - How many enrollees have been placed into the targeted occupations after participating in the projects?
 - To what extent have enrollees achieved increases in hourly wage levels after participating in the projects?
 - To what extent have enrollees reached the self-sufficiency wage level after participating in the projects?
 - To what extent have enrollees secured stable employment after participating in the projects?
 - To what extent have enrollees secured jobs that offer health benefits after participating in the projects?
 - How do projects vary in the outcomes achieved by their clients?
- What are the costs associated with the achieved outcomes?
 - What is the average cost per participant and how does this vary across projects?
 - What are the average costs per successful outcomes and how do these vary across projects?

In addition to generating descriptive statistics, we have conducted multivariate analyses that include, as explanatory variables, client-level data and descriptors of key

project-level variations. Because we do not have information on client outcomes for a comparison group—i.e. a sample of similar low-wage workers who did not participate in project services—the explanatory analysis cannot address the question of what *net impact* projects had on the clients they served. Rather, the multivariate explanatory analysis has been designed to identify how different project design features and service characteristics have influenced client outcomes, based on a comparison of outcomes across the clients served by the eight projects included in the evaluation.

Detailed questions addressed by the multivariate analyses include the following:

- How are client outcomes influenced by variations in the age, gender, previous earnings, and education levels of participants?
- How are client outcomes influenced by the duration or types of services received? Specific factors included in the analysis included the following:
 - Whether the client received occupational training from the project.
 - Whether the client completed occupational training.
 - How many weeks the client participated in the project.
- How are client outcomes influenced by variations in project organizational features? Specific factors included in the analysis were:
 - Whether the organization that received the Hewlett grant had multiple funding sources (for the funded project as well as for other projects).
 - Whether the project had secured a high level of involvement from employers or employer associations.
 - What type of organization provided the occupational training offered by the project (e.g., community college, for-profit training provider, or other type of organization).
- How are client outcomes influenced by variations in project service designs? Examples of factors included in the analysis are:
 - Whether the project offered training on a part-time schedule to accommodate ongoing work during the training period.
 - Whether the project emphasized the delivery of individualized case management or mentoring services to clients before and after placement.

INTRODUCING THE EMPLOYMENT DEVELOPMENT GRANTEES

Below we introduce the eight employment development grantees included in the outcome evaluation.² Project grants awarded under the employment development program component last for 24 months. As of July 2001, four of the nine grantees had completed their initial grant and applied for and received renewal grants for an additional 24 months. Following each grantee is the acronym that we have used to refer to each project in the descriptive tables in the remainder of this report.

- **The Bay Area Industry Education Council (BAIEC)** was funded in July 1998 to encourage vocational training and career advancement for individuals already working in precision machine tools occupations in Alameda County. After finding that limited English skills prevented some workers from attending vocational training, the project also worked to establish pre-vocational English-language training classes targeted to working machinists. In October 2000, the project received a 24-month renewal grant.
- **Treasure Island Homeless Development Initiative (TIHDI)** inherited a grant that was made to the San Francisco Council on Homelessness in July 1998. The project administered by this grantee provided short-term vocational training to low-wage workers interested in entering the high-demand high-wage field of telecommunications cable installation. This project completed operations under its first grant in August 2000. The grantee did not apply for continuation funding, because the grant activities no longer fit the changing program focus of this grantee.
- **Mission Hiring Hall (MHH)** was funded in July 1998 to recruit and prepare low-wage workers in the Mission and South of Market neighborhoods of San Francisco for clerical jobs in the construction industry. The project provides training in general clerical skills as well as background information, technical skills, and work experience relevant to work in the construction industry. This project received a 24-month continuation grant in October 2000.
- **Catholic Charities of Santa Clara County (CCSC)** was funded in October of 1998 to recruit and train low-wage workers interested in getting higher-paying jobs as electrician's helpers. The project also wanted to help graduates access further training over time (e.g., through

² A ninth grantee included in the process evaluation—**Goodwill Industries of San Francisco, San Mateo, and Marin Counties** serving as fiscal agent for the **California Culinary Academy's Educational Foundation**—terminated its project before participants had completed the anticipated training curriculum. This project was not able to track outcomes for former participants to support the evaluation.

entry into apprenticeship positions) and advance into more skilled and higher paid positions as electricians. In October 2000, the project was funded for a second 24-month period.

- **Working Partnerships USA (WPUSA)** was funded in October 1998 and began operations in April 1999 to improve the status of temporary and contract workers in Silicon Valley using three distinct strategies. These strategies include: (1) developing a membership organization that offers benefits, information about training opportunities, and peer support to any interested “temp” industry workers; (2) operating a temporary staffing agency designed to help individuals gain experience and training that will help them move into better jobs; and (3) supporting an advocacy campaign to encourage the adoption of a “code of fair conduct” by temporary employment agencies. The project received renewal funding from Hewlett Foundation in October 2000.
- **Local Economic Assistance Program** received Hewlett Foundation funding in July 1999 as the fiscal sponsor of an organization called **OpNet**. The Hewlett grant was awarded to help OpNet expand a project already serving low-income minority youth so that this project would also serve low-income workers with dependent children. OpNet prepares participants to enter the rapidly expanding multimedia industry using short-term training in both occupational and interpersonal skills. When the funded project approached the completion of its initial grant period in the fall of 2001, OpNet decided not to apply for a continuation grant from the Hewlett Foundation. This grantee has decided to focus more narrowly on its original core target population of minority youth.
- **Community Action Marin (CAM)** received a grant in October 1999 as the fiscal agent for **Marin Jobs and Career Services** to prepare individuals in Marin County for career advancement in the clerical field. The project provides services to participants using a partnership among several community-based social service agencies and three private staffing companies. The social service agencies provide vocational training and employment preparation services to participants, and the staffing services employ participants in temporary work assignments with local employers and help them transition to full-time permanent jobs. The project will complete its first grant period in September 2001.
- **Rubicon Programs, Inc. (RUB)** was funded in January 2000 to develop a training program that would help certified nurses assistants who had previously been working at low wages in home health positions and skilled nursing facilities to enter higher-paying jobs in acute care nursing in a local hospital. After long and involved negotiations with the hospital workers’ union about whether union members would have

priority access to available training slots, the first cohort of participants entered training in April of 2001.

OVERVIEW OF THE REMAINDER OF THE REPORT

In Chapter II of the *Final Outcome Report*, we describe the client-level data collected for the evaluation and discuss the efforts undertaken by SPR and CompuMentor, Inc. to increase the data collection and reporting capacity of the individual projects participating in the evaluation. Chapter III of this report describes the characteristics of the clients served by the employment development projects and the project services they received. Chapter IV describes the outcomes achieved by project participants and presents the explanatory findings from the multivariate analyses on how client-level and project-level factors influence outcomes. Chapter V summarizes these findings and discusses how the Hewlett Foundation can use the outcome evaluation findings to clarify its vision, goals, and performance expectations for its employment development grantees.

II. OUTCOME DATA AND DATA COLLECTION/REPORTING CHALLENGES

INTRODUCTION

In this chapter, we describe the initial capacity of projects to collect and report information on their clients, services, and outcomes, as well as efforts that have been underway since the spring of 2001 to increase the capacity of projects to provide client-level outcome data to inform the Final Outcome Report. We also comment on several remaining gaps in the data.

INITIAL DATA COLLECTION CAPACITY OF GRANTEES

During initial case study visits to the employment development projects conducted during the summer of 2000, SPR evaluation staff reviewed the data collection practices that projects were using to support internal project management functions as well as to generate reports requested by project funders. The grantees varied considerably with respect to the types and levels of data they collected, how relevant data elements were defined, how the collected information was stored, and the extent to which these data were retrievable to generate periodic or ad-hoc reports.

Although projects generally collected a wide range of client-level information, at the time of the initial site visits, most projects had only limited capacity to retrieve or manipulate data to address ongoing data needs. For example, not all projects could retrieve information about the current status of a particular client (e.g., whether an individual participant had dropped out of the project or was still an active participant; whether a particular current or former participant was currently employed or looking for work) or prepare a summary list of the current status of all enrolled participants. It was difficult for a number of projects to tell us which of the participants they had enrolled met all the criteria for “working poor” described in the Hewlett Foundation’s request for proposals (RFP), what participants had received what services, or what outcomes had been achieved by different participants. Thus, even when these projects collected a wide range of information on all participants, it was not evident that they could make good use of these data to support either management or evaluation functions.

Grantees varied widely in the sophistication of their data collection procedures and the quality of their management information systems. Six of the nine projects

included in the process evaluation had computerized databases containing individual-level data. One project in particular had a very sophisticated agency-wide database that it had developed with the help of an outside consultant over an extended period of time. Agency administrators at this project knew how to use this system effectively to generate periodic and ad hoc reports to support key management decisions. However, several projects with automated information systems did not have in-house staff members who had a good understanding of the system and who were comfortable using the database to retrieve information or generate reports. Several other projects were in the middle of transitioning from one automated information system to another and were not well versed in how to transfer information from one system to the other or patch together reports drawing on information retrieved from both systems.

Three of the projects included in the evaluation relied on non-computerized forms or notes for keeping track of participants. While the projects with non-computerized data systems were able to prepare summaries of some of this information for the purposes of the evaluation, they did not have this kind of data stored in a way that would facilitate its use as part of an ongoing internal assessment of their program's effectiveness. For example, to provide an updated report on the extent to which participants were retaining their initial jobs, they would have had to go through all the hard copy participant files, take notes, and summarize client outcomes.

The grantees that had more sophisticated management information systems had typically either developed them because they felt that such systems would help them to be more effective program managers, or because of requests from outside funders. Usually a funder other than the Hewlett Foundation had either pushed them to improve their information systems or responded to a funding request made by the project for assistance in developing its management capability. One project that had had no prior experience operating direct service programs said that the RFP issued by Hewlett Foundation had not included any requirement to establish a project database, and that it did not occur to them in preparing their proposal that setting up a client database would be necessary.¹

On the basis of the initial review of grantees' data collection capacity, the evaluation team identified six features that characterized projects that possessed the

¹ The RFP stated that grantees must define measurable and realistic outcomes for participants and participate in a formal evaluation to be sponsored by the Hewlett Foundation.

capacity to use their data systems to track participants' status, monitor the success of their project, and provide data for use in an outside evaluation. These included:

- The existence of a computerized information system with data on individual clients.
- The ability to permanently document and retrieve a timeline of key events related to client participation (e.g., dates of participant enrollment, services, and employment outcomes).
- The ability to track changing participant status over time—both during and after participation in project services—such as changes in employment and earnings.
- The ability of project managers to review interim progress and accomplishments by generating summary reports of various types on an ad hoc or periodic basis.
- The existence of a “tickler” system to trigger follow-up contacts with former participants at various points in time—both to track the need for additional client services and to document participant outcomes over time.
- The ability of the project to generate either a hard copy “dump” of each participant’s demographic data and service records/outcomes or provide an electronic copy of the client level database for use by an outside evaluator.

In the fall of 2000, SPR requested all projects to submit interim client-level data for analysis and inclusion in the evaluation’s interim report. Most projects were able to provide “data dumps” of the information available in their information systems, including information on client characteristics and immediate placement outcomes. However, two of the projects that had automated client-level information systems indicated that they did not have the capacity to extract information on the relevant clients from their agency-wide database to generate the requested reports. Only a few projects included information from follow-up contacts with clients in the data they provided to the evaluators in the fall of 2000.

EFFORTS TO BUILD THE DATA COLLECTION CAPACITY OF GRANTEES

Based on the limited capacity of the grantees to document their accomplishments, SPR recommended in its interim evaluation report that the Hewlett Foundation:

- Be more explicit regarding the types of measures it would like projects to track and at what points in time these outcomes should be measured.

- Develop a simplified operational definition of the desired outcomes for participants in each project, e.g., a targeted wage level or a targeted percentage wage increase.
- Require that projects use a computerized database to document participant characteristics and services received and to track outcomes over time.
- Develop a clear expectation about the length of time projects should be able to track participant progress after program completion, and work with grantees to create the ability to conduct periodic follow-ups with project participants for an extended period after they leave project services (e.g., 12 months).

Staff at the Hewlett Foundation was disappointed by the limited capacity of the employment development grantees to provide client-level data on project outcomes to support the interim evaluation report submitted to the Foundation. In early 2001, the Foundation announced its commitment to two goals: (1) to generate information retrospectively to fill in the data gaps on project accomplishments from grant start-up to the present to support the evaluation, and (2) to improve the ongoing data collection and reporting capacity of grantees. Projects were put on notice that the Foundation considered them responsible for providing the requested data to the evaluator.

To help grantees respond to these priorities, the Hewlett Foundation asked SPR to develop a list of “required data elements” that each grantee would be expected to supply to the evaluators by the end of the evaluation period. The resulting list of required data elements was organized into three categories:

- Participant characteristics, to be collected at the time of intake/enrollment, including summary data elements needed to verify whether a participant fits the Hewlett Foundation’s definition of working poor.
- Information on services provided and current client status, to be updated periodically by projects and provided to the evaluators with data current as of August 2001.
- Information on employment outcomes, to be collected at project completion as well as 3, 6, and 12 months after a client completes project services or is placed into employment and provided to the evaluators with data current as of August 2001.

In the spring of 2001, Hewlett Foundation also retained CompuMentor, Inc.—a non-profit organization that provides technical assistance on information technology issues to organizations serving low-income communities—to assist the employment

development grantees in meeting their newly specified data collection and reporting responsibilities. Together, SPR and CompuMentor staff developed a Data Dictionary and Frequently Asked Questions based on the required data elements to guide the employment development grantees in collecting and reporting client-level data to support the outcome evaluation. (The Final Data Dictionary and Frequently Asked Questions are included as Appendix A to this report.) CompuMentor also developed a formatted Excel spreadsheet for grantees to use in submitting the data to SPR. Together, SPR and CompuMentor asked projects to submit a “trial data submission” during early July of 2001, with a final data submission due in early September of 2001.

After assessing the strengths and weaknesses of each project in terms of collecting, manipulating, and reporting data for the outcome evaluation, we allocated the technical assistance efforts of SPR and CompuMentor as follows.

- Both SPR and CompuMentor were available to projects to explain any questions about the Data Dictionary, including questions about the definitions of data elements or data value codes.
- SPR provided assistance to grantees in developing data collection tools (e.g., mail or telephone surveys) and procedures (e.g., incentive payments) to help secure retrospective data on clients, services, and outcomes that had not been collected initially.
- CompuMentor provided assistance to grantees on how to extract relevant outcome data from existing automated databases other than Excel and transferring these data to the Excel spreadsheet for submission to SPR.
- Both SPR and CompuMentor conducted reviews of the trial data submitted in July 2001 to identify data completeness and data quality problems and provided grantees with written descriptions of potential data quality problems.

IMPROVEMENTS IN OUTCOME DATA AND PROJECT DATA COLLECTION CAPACITY

As a result of the emphasis on the importance of documenting project accomplishments in a format that could be shared with the evaluators, the employment development projects invested substantial staff resources during the spring and summer of 2001 to fill in data gaps and improve data collection and data storage/retrieval systems.

Projects generally indicated that it was extremely helpful to have explicit specifications for the data definitions and value codes to be used in submitting the data to support the evaluation. After receiving the data dictionary, projects began adapting their intake forms to generate the data requested by the dictionary. Greater consistency between data collection and data reporting formats greatly simplified the reporting process for projects. Most projects have indicated that they are now “on track” to provide the information the Foundation wants for all clients enrolled in the future.

Reconstructing data missing for clients previously enrolled has proved to be a greater challenge. In some cases, projects have been able to find and enter missing data into their automated systems by reviewing hard-copy client application and enrollment forms. However, in other cases, they have had to try to contact the client or the initial employer to attempt to reconstruct data about employment outcomes that occurred as much as 24 months previously. Some projects mailed out questionnaires to previous clients at the last known address. Others tried to reach previous clients by telephone. One project attempted to reach friends and neighbors of previous clients and, in some cases, drove over 100 miles to try to find them in communities to which they had moved after receiving project services. Several projects offered incentive payments of cash or merchandise gifts to encourage previous clients to respond to requests for follow-up information. The results, in terms of filling in data gaps, have been modest. While some past clients have been located and post-program employment histories have been reconstructed; projects have not been able to locate many of their previous clients.

The existence of significant amounts of missing data on client outcomes has created a dilemma for the evaluation. It seems clear that projects have had an easier time re-establishing contact with successful clients than with clients who dropped out of project services or those who were not successful in obtaining a job in the targeted occupation immediately after completing project services. Because we suspected that clients with missing data were less successful than clients reached for follow-up, reporting based only on the clients for whom outcome data were provided would have upwardly biased measured project success rates.

To preserve the validity of the reported outcome data in the face of the high level of missing data, we have assessed project success conservatively in our outcome analysis. For each outcome measure, we have reported as successful outcomes the proportion of all targeted enrollees in the relevant outcome cohort for whom projects were able *to collect data and report successful participant outcomes*. In other words, to

compute project success rates, we have divided the number of documented successful outcomes by the total number of enrolled clients for whom each outcome is applicable, including individuals for whom outcome data were missing.² This outcome measure can be thought of as the lower bound of the actual rate of success for projects (the success rate that would occur if all clients with missing outcomes were unsuccessful). The clear message going out to projects as a result of this practice is that the Hewlett Foundation wants projects to be able to track and document client outcomes for 12 months after a client enters project services if it wants to claim that it was successful with that client.

To balance this conservative measure of project success, we have also provided—in Appendix B—tables that summarize project success rates based only on participants for whom outcome data are available. These measures can be thought of as providing the upper bound of the actual rate of project success (the rate that would occur if all clients with missing outcomes were successful at the same rate as those with reported outcomes). The actual success rate lies somewhere between these two numbers.

Despite the continued problem of missing data, the use of a consistent and detailed data dictionary greatly simplified the data cleaning and recoding task facing SPR as the evaluator. Because SPR has received data based on a standardized data set with consistent definitions and variable values, we have been able to merge outcome data into a single research database and carry out a unified cross-project analysis of client-level data from all projects, as described in the following chapters.

² For example, to compute the percentage of project enrollees who were earning wages at or above the local self-sufficiency wage at 12 months after the completion of services, we divided the number of individuals for whom successful 12-month outcomes were documented by the total number of enrollees who had left project services 12 or more months before August 2001 (the latest date outcome data could have been collected).

III. CHARACTERISTICS OF CLIENTS SERVED AND SERVICES PROVIDED

In this chapter, we review the information provided by the Hewlett employment development projects on the volume and characteristics of the clients they enrolled during the study period and the extent to which enrolled participants met the eligibility criteria specified by the Hewlett Foundation. Because not all of the client data submitted by the projects reflect services to low-wage workers with dependent children, we have identified a more restricted pool of “targeted clients” for inclusion in the analysis of client outcomes described in Chapter IV. In the final section of this chapter, we describe the services received by the group of targeted clients.

INFORMATION ON CLIENTS SERVED

As discussed in the *Final Process Report*, some of the Hewlett employment development grantees used their project grants to initiate or expand activities that actually reached a broader group than the working poor as defined by the William and Flora Hewlett Foundation. For example, Bay Area Industry Education Council (BAIEC) and Working Partnerships USA (WPUSA) each operated projects that served working individuals without any wage restrictions; OpNet enrolled young people in its multimedia training project whether or not they had a work history or were working at the time they applied to the project. In most cases, projects had multiple funding sources that covered the costs of services to clients that did not meet the Hewlett Foundation’s definition of working poor.

When it came time to submit the outcome data for the Hewlett evaluation, projects asked which clients they should include in their data submissions. We invited them to submit information on the following groups:

- Individuals whose services were supported using funds from the Hewlett Foundation grant.
- Individuals that were served as part of the project’s effort to target the working poor.

We told projects that our analysis (1) would assess the extent to which reported participants met each of the six criteria established by the Hewlett Foundation, and (2) would focus on analyzing outcomes for individuals who met the Foundation’s definition of working poor.

Characteristics of All Clients Served

Table III-1 reviews the characteristics of all clients for whom the projects submitted the required data elements. These characteristics include number of clients enrolled, gender, age of clients, race/ethnicity, and education level. To assess the Hewlett eligibility criteria, projects also collected information on the number of dependent children in the household, whether the client was the primary wage earner in the household, and data on the individual's income/wage at the time of enrollment.

As shown in Table III-1, the eight projects included in the outcome study reported that they had served a total of 611 clients from the time of project start-up through August 31, 2001. Three projects reported serving 35 or fewer clients during the study period. Another two projects reported serving between 50 and 100 clients during the study period. The remaining three projects served between 100 and 140 clients. When the total number of enrolled clients is prorated by the number of months each project had been in operation, only four projects—Community Action Marin (CAM), Mission Hiring Hall (MHH), Catholic Charities of Santa Clara County (CCSC), and Working Partnerships USA (WPUSA) reached the target established by the Hewlett Foundation of serving at least 70 clients over a 24-month grant period. As discussed later in this report, the relatively low volume of clients served caused the average cost per participant across all projects to exceed the anticipated cost per participant by a substantial margin.

Across all projects, the gender of the clients served under the Hewlett employment development grants was nearly evenly divided between males and females. Within individual projects, however, clients tended to be either males or females. Three projects served predominantly male clients and five projects served predominantly female clients. The projects that enrolled a majority of male clients had targeted occupations that were related to the then booming construction industry (electricians' helpers and cable installers) or to the skilled trades (precision machining). The projects in which female participants outnumbered male participants covered a range of occupations from high technology (multimedia/web design) to office occupations to health occupations.

As shown in Table III-1, most projects served clients from a broad range of age groups. OpNet was a notable exception to the general pattern in terms of the age of clients served. This project specialized in serving youth; it did not serve any individuals over 30 years of age. Projects varied in the extent to which they served

**TABLE III-1
CLIENT CHARACTERISTICS*
(ALL REPORTED CLIENTS)**

	All	BAIEC	CAM	CCSC	MHH	OpNet	RUB	TIHDI	WPUSA
Total enrolled	611	82	68	138	135	26	21	35	106
Months of active grant, as of end of study period		38	23	35	38	25	19	24	35
Age									
< 21	6%	0%	7%	2%	8%	16%	14%	0%	8%
21-30	39%	35%	40%	30%	31%	84%	29%	57%	45%
31-40	27%	35%	38%	34%	24%	0%	29%	23%	21%
41-50	19%	29%	13%	26%	22%	0%	19%	11%	17%
> 50	9%	0%	2%	9%	15%	0%	10%	9%	8%
Education Level									
Less than high school completion	8%	0%	13%	0%	15%	0%	0%	26%	3%
High school diploma or GED	63%	85%	31%	99%	73%	100%	43%	43%	23%
Some formal training beyond HS	21%	15%	56%	0%	4%	0%	52%	20%	48%
Two years of college (AA degree)	5%	0%	0%	0%	0%	0%	5%	9%	20%
Four-year college degree	3%	0%	0%	1%	7%	0%	0%	3%	5%
Additional education/degrees beyond four-year college degree	0%	0%	0%	0%	0%	0%	0%	0%	1%
Gender									
Female	51%	9%	97%	9%	78%	73%	100%	14%	72%
Male	49%	92%	3%	91%	22%	27%	0%	86%	28%

* In computing the percentages for each variable below, we have excluded cases with missing data on that particular variable. Thus, the percentages reflect the distribution of characteristics among enrollees for whom information was available on that variable. Items for which more than half of data are missing are indicated in *italics*.

**TABLE III-1
CLIENT CHARACTERISTICS (ALL REPORTED CLIENTS)
Continued**

	<u>All</u>	<u>BAIEC</u>	<u>CAM</u>	<u>CCSC</u>	<u>MHH</u>	<u>OpNet</u>	<u>RUB</u>	<u>TIHDI</u>	<u>WPUSA</u>
Race or Ethnicity									
White, not Hispanic	19%	50%	24%	44%	6%	4%	0%	6%	2%
Black/African-American, not Hispanic	24%	0%	24%	14%	11%	73%	76%	59%	27%
American Indian/Alaskan Native, not Hispanic	0%	0%	0%	1%	0%	0%	0%	0%	0%
Asian, not Hispanic	11%	20%	2%	19%	10%	4%	5%	0%	13%
Hawaiian Native/Pacific Islander, not Hispanic	3%	0%	2%	2%	5%	8%	0%	9%	0%
Hispanic/Latino	40%	25%	47%	21%	64%	12%	10%	27%	55%
Other (E.g., multiple ethnicities)	2%	0%	3%	1%	3%	0%	10%	0%	4%
Decline to state	0%	5%	0%	0%	0%	0%	0%	0%	0%
No. of Dependent Children in Household									
None	30%	5%	0%	59%	4%	0%	29%	35%	64%
One	34%	45%	60%	14%	37%	77%	48%	35%	21%
Two	26%	45%	22%	22%	46%	19%	24%	10%	9%
Three or more	10%	5%	18%	6%	13%	4%	0%	20%	6%
Is Client the Only Adult Wage Earner in Household?									
No	15%	35%	9%	30%	0%	--	0%	--	25%
Yes	85%	65%	91%	70%	100%	--	100%	--	75%

TABLE III-1
CLIENT CHARACTERISTICS (ALL REPORTED CLIENTS)
Continued

	<u>All</u>	<u>BAIEC</u>	<u>CAM</u>	<u>CCSC</u>	<u>MHH</u>	<u>OpNet</u>	<u>RUB</u>	<u>TIHDI</u>	<u>WPUSA</u>
Hourly Wage at Start of Program									
Less than \$8.00 per hour	26%	0%	14%	16%	70%	50%	6%	25%	8%
\$8.01 to \$10.00 per hour	22%	14%	45%	18%	25%	6%	28%	25%	13%
\$10.01 to \$12.00 per hour	19%	21%	39%	20%	3%	19%	39%	25%	19%
\$12.01 to \$14.00 per hour	11%	15%	2%	18%	1%	13%	11%	13%	19%
\$14.01 to \$17.00 per hour	13%	20%	0%	23%	1%	13%	17%	13%	20%
More than \$17.00 per hour	10%	30%	0%	6%	1%	0%	0%	0%	23%

older workers. In five of the eight projects, workers over 50 made up a significant segment—between 8% and 15%—of the client population.

Projects served different segments of the Bay Area working poor population in terms of race and ethnicity, depending on their geographic location and the characteristics of the clients previously served by the grantee organization. Across all projects, the clients served belonged to the following groups, in order of frequency: Hispanic/Latino (40% of all clients served); black/African-American not-Hispanic (24%); white not-Hispanic (19%); Asian (11%); Hawaiian/Pacific Islander (3%).

Projects also varied in terms of the formal education levels of the clients they enrolled. In five projects, the largest group of participants consisted of individuals who had completed high school but had not attended any post-high-school education or training. This was also the largest group among the 611 enrollees overall. In three projects, a majority of enrollees had at least some post-high school education/training. These projects included Community Action Marin (CAM), Rubicon (RUB), and Working Partnerships USA (WPUSA). Three projects—Community Action Marin (CAM), Mission Hiring Hall (MHH) and Treasure Island Homeless Development Initiative (TIHDI)—enrolled significant proportions of clients with very limited formal education (i.e., those who had not completed high school).¹

Extent to Which Enrolled Clients Met the Hewlett Eligibility Criteria

As described in the *Final Process Report*, the Hewlett Foundation's request for proposals (RFP) for employment development demonstration projects has gone through several different iterations over time, as the Foundation elaborated the employment development model based on its experience working with early prospective grantees. Depending on which version of the RFP project grantees responded to, the required target population was defined more broadly or more narrowly. Early grantees were required to develop projects that responded to the needs of low-wage workers from low-income households earning below the self-sufficiency wage level. Subsequent clarifications to the RFP have specified that grantees should use the following criteria to determine whether an applicant qualifies as a member of the "the working poor."

¹ Community Action Marin served an extremely wide variety of clients, including a significant segment of individuals who had not completed high school, even though the largest group of clients in this project had some post high-school training.

- Is the individual a primary wage earner with dependents?
- Is the applicant between the ages of 18 and 55?
- Does the applicant possess less than an Associate of Arts degree?
- Is the applicant currently working at least 20 hours a week?
- Was she/he in the labor market for a minimum of 27 weeks during the prior year.
- Is the applicant earning less than the self-sufficiency income for the county in which she/he lives or works, as identified by the California Budget Project.²

The Hewlett Foundation has updated the self-sufficiency wage standard for the project periodically, to keep pace with increased living costs in the Bay Area. Exhibit III-1 presents the wage standards against which outcomes for each grantee are to be compared. Grantees that have received a continuation grant are usually subject to two different self-sufficiency wage standards, one for their first grants and an updated standard for their continuation funding.

Table III-2 summarizes the extent to which the enrolled clients were documented as having met each of the six criteria established by the Hewlett Foundation for defining the working poor. Table III-1 includes some more detailed information on household composition and wage levels at the time individuals enrolled in the projects, for individuals with data on these measures. Below we describe participant characteristics on each of the dimensions included in the Hewlett Foundation's definition of working poor.

Presence of Dependent Children in the Household

All the projects were aware that the Hewlett Foundation was interested in supporting service models to serve working parents with dependent children and tried to recruit households that fit this criterion. However, not all projects actively screened out applicants who did not have dependent children. Some projects did not feel that it was appropriate to collect information on family composition, particularly when they had an employer relationship to project participants, as in the case of Working

² In 1997, the California Budget Project published county-level data that presented "bare bones" monthly and annual costs for a three-person household. The Hewlett Foundation used these data to calculate the hourly wage that would be needed in each county to meet a household's basic self-sufficiency needs.

Exhibit III-1
Hourly Self Sufficiency Wage Levels Referenced in
Hewlett Employment Development Requests for Proposals

County/Grant Period	3/98 - 5/99	6/99 - 2/01	3/01 and after
Alameda	\$13.81	\$14.25	\$16.00
Contra Costa	\$13.03	\$13.45	\$15.00
Marin	\$14.83	\$15.30	\$17.00
Napa	\$12.40	\$12.79	\$14.00
San Francisco	\$13.61	\$14.04	\$15.00
San Mateo	\$13.64	\$14.07	\$15.00
Santa Clara	\$14.64	\$15.11	\$16.00
Solano	\$12.17	\$12.56	\$14.00
Sonoma	\$11.82	\$12.19	\$13.00

Notes:

Column I applies to grantees funded between March 1998 and May 1999.

This includes: Bay Area Industry Education Council—1st grant; Mission Hiring Hall—1st grant; Treasure Island Homeless Development Initiative; Working Partnerships USA—1st grant; Catholic Charities of Santa Clara County—1st grant; Goodwill Industries/California Culinary Institute Educational Foundation.

Column II applies to grantees funded between June 1999 and February 2001.

This includes: LEAP/OpNet; Community Action Marin/Marin Jobs and Career Services; Rubicon Programs, Inc; Bay Area Industry Education Council—2nd grant; Mission Hiring Hall—2nd grant; Working Partnerships USA—2nd grant; Catholic Charities of Santa Clara County—2nd grant.

Column III applies to applies to grantees funded after March 2001 (future grantees].

TABLE III-2
NUMBERS OF ENROLLEES WHO MET ELIGIBILITY CRITERIA SET BY HEWLETT FOUNDATION

	<u>All</u>	<u>BAIEC</u>	<u>CAM</u>	<u>CCSC</u>	<u>MHH</u>	<u>OpNet</u>	<u>RUB</u>	<u>TIHDI</u>	<u>WPUSA</u>
Total enrolled	611	82	68	138	135	26	21	35	106
Dependent Children									
Yes	356	19	68	49	129	26	15	13	37
No	154	1	0	69	5	0	6	7	66
Missing	101	62	0	20	1	0	0	15	3
Primary wage earner									
Yes	392	20	67	58	135	15	21	2	74
No	64	0	1	23	0	11	0	0	29
Missing	155	62	0	57	0	0	0	33	3
Education Less than AA Degree									
Yes	568	82	68	137	125	26	20	31	79
No	43	0	0	1	10	0	1	4	27
Missing	0	0	0	0	0	0	0	0	0
Work history at least 6 months									
Yes	550	82	68	116	132	0	21	35	96
No	11	0	0	1	2	0	0	0	8
Missing	50	0	0	21	1	26	0	0	2
Working at least 20 hours per week									
Yes	551	82	66	115	123	16	16	35	98
No	37	0	2	3	11	10	5	0	6
Missing	23	0	0	20	1	0	0	0	2
Wage at enrollment below self-sufficiency wage									
Yes	482	41	68	111	132	13	21	32	69
No	92	41	0	11	2	3	0	3	32
Missing	32	0	0	16	1	10	0	0	5
Documented as Meeting All Criteria	232	18	65	9	108	0	11	2	19

Partnerships USA (WPUSA) or were dependent on employers to collect client data, as in the case of Bay Area Industry Education Council (BAIEC). Others found it difficult to recruit individuals who headed households with dependent children.

As shown in Table III-2, information on the presence of dependent children was missing for over 100 enrollees, although across all projects, a majority of the enrollees reported by the employment development grantees were documented as having dependent children in the home. As shown in Table III-1, among enrollees for whom the information was available, 70% of enrollees lived in homes in which dependent children were present. Among the 354 participants who were noted as having dependent children, most had only one or two children.

Projects that were particularly successful in recruiting and enrolling participants with dependent children, as well as in documenting their family status, included Community Action Marin (CAM) and Mission Hiring Hall (MHH). OpNet also reported serving a high proportion of enrollees with dependent children.³ Projects that were less narrowly focused on serving participants who were working parents included Bay Area Industry Education Council (BAIEC), Catholic Charities of Santa Clara County (CCSC), Working Partnerships USA (WPUSA), Rubicon Programs Inc. (RUB), and Treasure Island Homeless Development Initiative (TIHDI). As noted in the *Final Process Report*, Catholic Charities reported that it was extremely difficult for low-income families with dependent children to find affordable housing that would enable them to remain in the Bay Area.

Whether Enrollees were Primary Wage Earners

Several projects did not collect information on whether participants were primary wage earners. Like other information about household composition, this was not always viewed as a relevant or appropriate screening criterion by the projects. Across all projects, information on this variable was missing for one-quarter of all enrollees, as shown in Table III-2. Among enrollees for whom this information was available, most clients (392 individuals or 86%) were categorized as being primary wage earners. (In the majority of these cases, the client was also the only adult wage earner in the household.) Projects for whom significant segments of their participant pool were

³ This project served a large number of participants who did not meet the Hewlett criteria, but selected only individuals with dependent children to report to the Hewlett Foundation as enrollees under this grant.

reported as not being primary wage earners included Catholic Charities (CCSC), Working Partnerships (WPUSA), and OpNet. Since most of these clients were described as having one or more dependent children in the household, we presume that there was a second adult wage earner in these households, who was providing the majority of household earnings while the client participated in the employment development project.

Education Level of Enrollees

Above, we have described how client education levels varied within and across projects. The Hewlett Foundation's eligibility criteria targeted individuals with less than an Associate of Arts (AA) degree. As shown in Tables III-1 and III-2, the criterion of limited post-high-school training was met by 568 individuals, or 92% of all enrollees for whom this information was available. The projects that accounted for most of the individuals who had completed AA degrees or had attended college were Working Partnerships USA and Mission Hiring Hall. However, the individuals with higher education levels accounted for relatively small proportions of the total clients served in these projects.

Work Status and Recent Work History at Enrollment

According to the information provided by the eight grantees included in the outcome assessment and summarized in Table III-2, nearly all of the project enrollees met the criterion of having worked at least six months out of the past year. The same general pattern is true for the criterion of working twenty hours or more a week at the time of enrollment. However, several projects appeared to have been somewhat less stringent in enforcing the criterion of working twenty hours or more a week at the time of enrollment—most notably OpNet and Rubicon (RUB).

Wage Levels at Enrollment

For some enrollees, we were provided with information on the previous year's wages, for others, we were given information on the hourly wage or monthly earnings at the time they entered the project. To the extent that any individual worked continuously at a full-time job during the year prior to project enrollment, these different measures of earnings would be related in a predictable way. That is, an individual who worked the entire year at a full-time job with a wage of \$10.00 per hour would have earned about \$20,000 in annual income, or about \$1,700 per month. However, we know that low-wage workers do not all work full-time and do experience frequent periods of unemployment. For this reason, we have not tried to convert all

measures of income to a common metric. In Table III-1, we have summarized the information that projects provided on the hourly wages reported by project enrollees at enrollment.

Across these different measures, Table III-1 confirms that the projects as a group succeeded in targeting low-wage workers. Across all projects, the largest group of participants—among those for whom information was available on the hourly wage at the time of enrollment—consisted of individuals with wages less than or equal to \$8.00 per hour (26% of all enrollees). The second largest income grouping consisted of individuals with wages between \$8.01 and \$10.00 per hour (22% of all enrollees). Projects that had a particularly sharp focus on serving workers making less than \$14.00 per hour included Mission Hiring Hall (MHH) and Community Action Marin (CAM). Projects less narrowly focused on low-wage workers included Working Partnerships USA (WPUSA) and Bay Area Industry Education Council (BAIEC). These two projects reported significant segments of enrollees earning more than \$17.00 per hour at the time they enrolled in the project. The four remaining projects served some individuals earning between \$14.00 and \$17.00 per hour; most enrollees in these projects, however, were earning less than \$14.00 per hour in wages.

As shown in Table III-2, 482 individuals, or 84% of all enrollees for whom information on wage at enrollment is available, were making less than the self-sufficiency wage at the time of project enrollment.

Summary of Fit Between the Hewlett Eligibility Criteria and Enrollee Characteristics

Nearly all the enrollees described by the eight projects (90% or more) were documented as meeting the three Hewlett Foundation's eligibility criteria regarding employment during the previous year, 20 hours per week of work at the time of project enrollment, and limited post-high-school education (less than an AA degree). Nearly 80% were documented as earning less than the self-sufficiency wage in their county at the time of enrollment. However, projects appeared to be less clearly focused on enforcing and/or documenting the final two criteria: presence of dependent children in the home and whether the client was the primary wage earner in their household.

As shown in Table III-2, if we apply a strict test of whether eligibility on all six Hewlett eligibility criteria was documented, only 232 of the initial 611 enrollees survive the test. Failure to provide information on all six eligibility criteria was as much of a barrier to documentation of eligibility as failure to meet a criterion for which

information was available. We cannot disentangle these two factors, because we expect that failure to provide information on an eligibility criterion is not completely independent of whether that criterion was met by the enrollee. However, including only the individuals with complete documentation of eligibility on all six Hewlett Foundation eligibility criteria would severely limit the analysis.

Selection of a Subset of Enrollees for Analysis

Because of the lack of a perfect fit between the clients targeted by the Hewlett Foundation and the enrollees reported by the projects, we have limited the analyses of services and outcomes in the remaining sections of this report to a subgroup of project enrollees that meet the spirit, if not the precise Hewlett Foundation definition, of the working poor. Our operational definition of the “targeted group” has attempted to preserve as many enrollees as possible in the analysis, to preserve explanatory power, while limiting the analysis to individuals whose inclusion will inform the Foundation about how to serve the target population of the working poor with dependent children.

In the analyses that follow, we have excluded project enrollees who are documented as (1) having no dependent children living in the home, or (2) earning more than the self-sufficiency wage level for their county at the time of enrollment. As shown in Table III-3, this compromise definition of the working poor results in an analysis pool of 396 individuals most of whom met most of the Hewlett eligibility criteria. Table III-4 summarizes the characteristics of the targeted group of enrollees included in the analyses of participant services and outcomes. As can be seen from a comparison of the characteristics of all enrollees (shown in Table III-1) and the characteristics of the individuals in the targeted group (shown in Table III-4), the targeted group includes a greater proportion of females and those with lower incomes than all enrollees. This is consistent with the fact that we excluded individuals with wages above the self-sufficiency level from the targeted group.

SERVICES RECEIVED BY THE TARGETED GROUP

In the analyses described in the following chapter, we have included information on variations in project services obtained from two sources: (1) client-level data on the specific services received by individuals, as reported by the projects and (2) project-level data on the key service design features of each project, as described in the Final Process Report. Below we describe these key variations.

TABLE III-3
SELECTION OF TARGETED CLIENTS TO INCLUDE IN ANALYSIS

	<u>All</u>	<u>BAIEC</u>	<u>CAM</u>	<u>CCSC</u>	<u>MHH</u>	<u>OpNet</u>	<u>RUB</u>	<u>TIHDI</u>	<u>WPUSA</u>
Clients Served by Hewlett Employment Development Projects									
Total number of reported enrollees	611	82	68	138	135	26	21	35	106
Total number of enrollees documented as meeting all 6 Hewlett eligibility criteria	232	18	65	9	108	0	11	2	19
Targeted clients selected for analysis	396	40	68	62	128	23	15	27	33

TABLE III-4
CLIENT CHARACTERISTICS*
(TARGETED CLIENTS: LOW-WAGE WORKERS WITH DEPENDENT CHILDREN)**

	All	BAIEC	CAM	CCSC	MHH	OpNet	RUB	TIHDI	WPUSA
Total enrolled	396	40	68	62	128	23	15	27	33
Age									
Number on which distribution based	356	16	68	53	128	23	15	27	29
< 21	7%	<i>0%</i>	7%	0	7%	18%	13%	0	10%
21-30	36%	<i>38%</i>	40%	13%	31%	82%	13%	67%	35%
31-40	28%	<i>31%</i>	38%	36%	24%	0	33%	19%	35%
41-50	20%	<i>31%</i>	13%	36%	22%	0	27%	11%	14%
> 50	10%	<i>0</i>	2%	15%	16%	0	13%	4%	7%
Education Level									
Number on which distribution based	367	18	68	59	128	20	15	27	32
Less than high school completion	10%	<i>0</i>	13%	0%	14%	0	0	26%	6%
High school diploma or GED	66%	<i>83%</i>	31%	100%	73%	100%	47%	44%	41%
Some formal training beyond HS	20%	<i>17%</i>	56%	0	5%	0	47%	22%	47%
Two years of college (AA degree)	1%	<i>0</i>	0	0	0	0	7%	7%	6%
Four-year college degree	3%	<i>0</i>	0	0	8%	0	0	0	0
Additional education/degrees beyond four-year college degree	0	<i>0</i>	0	0	0	0	0	0	0

* In computing the percentages for each variable below, we have excluded cases with missing data on that particular variable. Thus, the percentages reflect the distribution of characteristics among enrollees for whom information was available on that variable. Items for which more than half of data are missing are indicated in italics.

** In this analysis, we have excluded participants who were reported as earning more than the self-sufficiency wage at enrollment or who were documented as not having dependent children. In order to preserve as large a pool of clients as possible for inclusion in the analysis, we did not exclude participants for whom pre-program wage or family composition data were missing.

**TABLE III-4
CLIENT CHARACTERISTICS (TARGETED CLIENTS)
Continued**

	<u>All</u>	<u>BAIEC</u>	<u>CAM</u>	<u>CCSC</u>	<u>MHH</u>	<u>OpNet</u>	<u>RUB</u>	<u>TIHDI</u>	<u>WPUSA</u>
Gender									
Number on which distribution based	394	40	68	60	128	23	15	27	33
Female	61%	18%	97%	10%	78%	74%	100%	15%	82%
Male	39%	83%	3%	90%	22%	26%	0	85%	18%
Race or Ethnicity									
Number on which distribution based	358	18	68	56	128	23	15	27	23
White, not Hispanic	17%	50%	24%	45%	5%	4%	0	0	4%
Black/African-American, not Hispanic	25%	0	24%	7%	11%	74%	73%	63%	43%
American Indian/Alaskan Native, not Hispanic	0	0	0	2%	0	0	0	0	0
Asian, not Hispanic	9%	17%	2%	18%	10%	4%	7%	0	9%
Hawaiian Native/Pacific Islander, not Hispanic	4%	0	2%	4%	5%	4%	0	11%	0
Hispanic/Latino	43%	28%	47%	25%	65%	13%	13%	26%	39%
Other	2%	0	3%	0	3%	0	7%	0	4%
Decline to state	0	6%	0	0	0	0	0	0	0
No. of Dependent Children in Household									
Number on which distribution based	337	18	68	42	127	23	15	13	31
None	0	0	0	0	0	0	0	0	0
One	48%	44%	60%	29%	38%	74%	67%	54%	55%
Two	38%	50%	22%	55%	48%	22%	33%	15%	29%
Three or more	14%	6%	18%	17%	14%	4%	0	31%	16%

**TABLE III-4
CLIENT CHARACTERISTICS (TARGETED CLIENTS)
Continued**

	<u>All</u>	<u>BAIEC</u>	<u>CAM</u>	<u>CCSC</u>	<u>MHH</u>	<u>OpNet</u>	<u>RUB</u>	<u>TIHDI</u>	<u>WPUSA</u>
Is Client the Only Adult Wage Earner in Household?									
Number on which distribution based	284	18	68	24	126	0	15	1	32
No	13%	39%	9%	63%	0	--	0	--	28%
Yes	87%	61%	91%	38%	100%	--	100%	--	72%
Hourly Wage at Start of Program									
Number on which distribution based	321	38	64	36	111	13	14	17	28
Less than \$8.00 per hour	35%	0	14%	17%	72%	62%	7%	24%	18%
\$8.01 to \$10.00 per hour	27%	29%	45%	19%	24%	8%	21%	29%	14%
\$10.01 to \$12.00 per hour	24%	42%	39%	25%	3%	23%	43%	35%	32%
\$12.01 to \$14.00 per hour	9%	29%	2%	17%	1%	8%	14%	12%	18%
\$14.01 to \$17.00 per hour	5%	0	0	22%	0	0	14%	0	18%
More than \$17.00 per hour	0	0	0	0	0	0	0	0	0

Client-Level Variations in Services Received

Table III-5 summarizes the client-level participation data provided by the projects. As shown in Table III-5, projects provided information on whether an enrollee participated in each of three types of services: occupational training, a paid internship with a local employer in an occupation related to training, and placement into a temporary or “temp to perm” job as part of the services provided by a local staffing agency.⁴ In addition, Table III-5 summarizes the information provided by projects on the number of weeks each client was considered an active client in the project.

Participation in Occupational Training

Each of the projects offered occupational training as one of the core services available to all enrolled clients. Occupational training was received by 88% of all clients in the targeted client group and by all clients in five of the eight projects.

The three projects in which not all enrollees participated in training were Bay Area Industry Education Council (BAIEC), Community Action Marin (CAM), and Working Partnerships USA (WPUSA). In the case of Bay Area Industry Education Council (BAIEC), 10% of the clients reported as enrollees were still waiting for training to start at the end of the study period, and had thus not yet begun training services. In the case of Community Action Marin, one-third of the enrollees did not participate in the available training. Instead, these enrollees received counseling and direct placement assistance and/or placement into a temporary job by a staffing agency. In the case of Working Partnerships USA, enrollees who did not participate in occupational training received temporary or “temp-to-perm” placements offered by the Working Partnerships staffing agency.

Participation in Additional Services

Internships were a core service available to all enrolled clients in two projects—Mission Hiring Hall (MHH) and OpNet. In the case of Mission Hiring Hall, internships were scheduled during the 17-week classroom training period. All enrollees in this project participated in internships. In the case of OpNet, internships were envisioned as a core part of the curriculum, but they were scheduled after the

⁴ Internships were expected to occur as part of the services provided by Mission Hiring Hall (MHH) and OpNet. Placements into temporary or “temp-to-perm” placements were arranged for some of the participants in Working Partnerships USA (WPUSA) and Community Action Marin (CAM).

**TABLE III-5
PARTICIPATION IN PROJECT SERVICES
(TARGETED CLIENTS: LOW-WAGE WORKERS WITH DEPENDENT CHILDREN)****

	All	BAIEC	CAM	CCSC	MHH	OpNet	RUB	TIHDI	WPUSA
Number of Targeted Clients Included in Analysis	396	40	68	62	128	23	15	27	33
Percent waiting for training to start	2%	10%	7%	0	0	0	0	0	0
Percent who participated in training	88%	90%	68%	100%	100%	100%	100%	100%	39%
Percent still in training	10%	15%	29%	0	12%	0	0	0	0
Percent who completed training	62%	60%	24%	52%	88%	83%	80%	100%	6%
Percent who left without completing training	14%	15%	13%	40%	0	17%	20%	0	30%
Training status missing	2%	0	2%	8%	0	0	0	0	3%
Percent who participated in internship	34%	0	0	0	100%	30%	0	0	0
Percent who participated in staffing agency services	5%	0	20%	0	0	0	0	0	100%
Average weeks in program, for clients who have completed services	18.7	18.1	12.0	10.9	31.3	9.1	6.0	27.5	7.1

** In this and the remaining analyses, we have excluded participants who were reported as earning more than the self-sufficiency wage at enrollment or who were documented as not having dependent children. In order to preserve as large a pool of clients as possible for inclusion in the analysis, we did not exclude participants for whom pre-program wage or family composition data were missing.

completion of five weeks of classroom training. Only 30% of the enrollees in the OpNet target group participated in internships.

Participation as an employee of a staffing agency was an option available to enrolled clients in Working Partnerships USA (WPUSA) and Community Action Marin (CAM). Eighteen percent of the CAM enrollee's participated in staffing agency placements; 100% of the WPUSA enrollees in the target group worked for this agency's non-profit staffing service.

In most projects, occupational training was supplemented with pre-employment training, career counseling, placement assistance, and pre- and post-placement case management supports, which were provided to some or all participants, as needed. However we did not ask projects to provide detailed information on whether these services were provided to specific clients.

Project Level Variations in Services Received

In addition to the variations in services received on a client-by-client basis within individual projects, the process evaluation suggested that some variations in services were determined at the project level. In the explanatory analyses in Chapter 4, we have used the description of the project from which the client received services to assign a value to each client on the following variables:

- *Whether the training schedule for the project was designed to accommodate full-time work during the training period.* OpNet and Mission Hiring Hall developed intensive training schedules based on an assumption that participants would not be working full-time while they were in training. In the remaining projects, training was scheduled part-time on nights and/or weekends so as to accommodate participants who were working full-time.
- *Whether the project offered a high level of case management services during the period of active project participation and a high level of post-placement services to support job retention and career advancement.* We ranked the following four projects as having a high level of case management and post-placement services: Rubicon Industries, Inc. (RUB), Community Action Marin (CAM), OpNet, and Mission Hiring Hall (MHH). The remaining projects placed a lower emphasis on both case management and post-placement services.
- *Whether the project used a community college, a for-profit training provider, or another non-profit training provider for the delivery of occupational training.* Projects that used a community college as the

occupational training provider included Rubicon Programs, Inc. (RUB), Mission Hiring Hall (MHH), and the enrollees served during the first grant period of Working Partnerships USA. (WPUSA). For-profit training providers were used by Treasure Island Homeless Development Initiative (TIHDI) and Working Partnerships USA (WPUSA) for enrollees served during its second grant period. The remaining projects used other non-profit organizations to provide training or provided training in-house.

SUMMARY

Although not all projects focused narrowly on the working poor as defined by the Hewlett Foundation, a majority of the participants served by the employment development grantees met most of the eligibility criteria established by the Foundation. After reviewing the extent to which enrollees met the strict eligibility criteria set by Hewlett Foundation, the evaluator identified a target group for inclusion in the explanatory analysis that is a compromise. This target group excludes all individuals who were documented as not having dependent children as well as all individuals who were documented as earning more than the self-sufficiency wage level for their county at the time they enrolled in the program. A total of 396 individuals of the 611 reported by the grantees met this test and are included in the outcome analysis.

The individuals in this group thus represent the targeted group of low-wage workers with dependent children. They represent a broad range of ethnic and racial groups and belong to a wide range of age groups. Most have one or two children. The largest group of individuals in the target group completed high school but did not attend any post-high-school education or training.

Most enrollees included in the target group analysis received occupational training as a core service. A minority of enrollees included in the analysis participated in internships or received temporary or “temp-to-perm” placements from staffing agencies either in addition to training or as a stand-alone service. Additional variations in services were determined at the project level.

In the next chapter we review the outcomes achieved by the targeted clients and assess how different client, service, and project-level factors influenced client outcomes.

IV. ANALYSIS OF CLIENT OUTCOMES

INTRODUCTION

In this chapter, we describe the extent to which the targeted enrollees in the Hewlett employment development projects¹ achieved the desired outcomes of (1) placement into a new job; (2) placement into a new job in the occupation targeted by the project; (3) employment at the follow-up check points of three months, six months, and 12 months after completing project services; (4) retention of the same job over time; (5) employment in a job that offered health benefits; (6) achievement of an increased hourly wage, compared to the wage the individual had earned at the time of project enrollment; and (7) achievement of the self-sufficiency wage level. We also compare the cost per placement achieved by each of the projects included in the outcome analysis. As described earlier in the report, the outcomes reported by the projects covered all participants served from the beginning of their Hewlett Foundation employment development grant through August 31, 2001. This study period allowed us to track individual projects for a total period ranging from 19 months to 37 months from the initial grant award date.

After describing the unadjusted outcomes achieved by the employment development projects, we report the findings from multivariate regression analyses that explore how individual client outcomes are influenced by a series of factors. These explanatory variables include *differences among clients* (e.g., variations in age, education level, or race/ethnicity), *differences in services received* (e.g., whether participants received training, whether they completed training, whether clients participated in internships), and *variations in project organization and design* (e.g., whether the grantee had funding from multiple sources, whether employers were actively involved in the project).

¹ As described in the previous chapter, we have included information on 396 targeted enrollees in the analysis of client outcomes. In selecting the enrollees to include in the explanatory analyses, we excluded information on 215 project enrollees who were documented either as (1) not having dependent children or as (2) making more than the self-sufficiency wage level for their county at the time they enrolled in the project. Most of the remaining individuals included in the outcome analysis met most of the Hewlett Foundation's eligibility criteria for the working poor, although data on one or more eligibility criteria were sometimes missing.

OUTCOMES ACHIEVED BY PROJECT PARTICIPANTS

For each of the desired participant outcomes, we first report the total number of targeted clients who achieved the desired outcome, according to the data provided by the projects. We then report this number as a percentage of the total number of targeted enrollees *who could have achieved this outcome*. For example, for the outcome “employed at six months after leaving the project” we have divided the number of clients reported as employed at the six-month follow-up point by the total number of clients who had completed project services at least six months prior to August 31, 2001. We refer to this group of clients who could have achieved the six-month outcome as the “six-month follow-up cohort.” Throughout this report, we have computed rates of success as proportions of the full outcome cohort for whom a particular outcome could have been measured, including individuals for whom the outcome is recorded as “missing.”

Availability of Outcome Data

Table IV-1 presents information about the size of the four different outcome cohorts across all projects and for each individual employment development project.

- The project completion cohort consists of 342 individuals who had already entered a new job or completed project services by the end of the study period (August 31, 2001).²
- The three-month follow-up cohort consists of 311 individuals who had left project services at least three months prior to the end of the study period.
- The six-month follow-up cohort consists of 248 individuals who had left project services at least six months prior to the end of the study period.
- The 12-month follow-up cohort consists of 179 individuals who had left project services at least 12 months prior to the end of the study period.

Each of these follow-up cohorts reflects the entire pool of targeted clients for whom each outcome can be computed. The diminishing size of the follow-up cohorts does not, by itself, constrain our ability to accurately describe project outcomes. However, for projects that were still serving clients during 2001, the individuals for

² In reporting the percentage of this cohort that was actually placed into employment at the completion of project services, we further delimited the sample to exclude the clients served by Bay Area Industry Education Council, since this project worked with clients who were expected to advance up the wage and career ladder by remaining with the same employer rather than changing employers. After excluding BAIEC clients, a total of 312 clients were eligible to enter a new job at project completion.

TABLE IV-1
SIZE OF OUTCOME COHORTS AND EXTENT OF MISSING OUTCOME DATA
(TARGETED ENROLLEES)

Project/Total Number of Targeted Enrollees*		Size of Outcome Cohort							
		At Completion of Training or Services		At Three-Month Follow-up		At Six-Month Follow-up		At Twelve-Month Follow-up	
		N	% Missing	N	% Missing	N	% Missing	N	% Missing
All Projects	396	342	14%	311	49%	248	55%	179	67%
BAIEC	40	30	10%	27	7%	27	7%	25	40%
CAM	68	47	2%	41	20%	28	25%	5	20%
CCSC	62	56	57%	51	63%	34	65%	23	96%
MHH	128	112	1%	109	63%	97	70%	78	68%
OpNet	23	23	35%	23	35%	22	41%	17	53%
RUB	15	15	0%	15	7%	0	--	0	--
TIHDI	27	27	4%	27	78%	27	78%	27	85%
WPUSA	33	32	6%	18	56%	13	62%	4	25%

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* In this and subsequent analyses, we have excluded enrollees who were reported as earning more than the self-sufficiency wage at enrollment or who were documented as not having dependent children. In order to preserve as large a pool of clients as possible for inclusion in the analysis, we did not exclude participants for whom pre-program wage or family composition data were missing.

whom a given six or twelve month follow-up outcome can be computed are limited to the subset of clients who completed project services earlier in the project's history. (In these cases, clients served more recently had not yet completed the designated follow-up period.)

A more important problem in terms of our ability to accurately report project outcomes arises from the large numbers of cases with missing outcome data. Table IV-1 reports the percentage of missing outcome data for each outcome cohort (as measured by whether information was missing on the client's employment status at each follow-up point in time). Overall, outcome data are missing for a high proportion of targeted enrollees for each of the follow-up time periods—49% of all targeted clients in the three-month follow-up cohort, 55% of all targeted clients in the six-month follow-up cohort, and 67% of all targeted clients in the 12-month follow-up cohort. Because we suspect that the clients with missing data have a lower proportion of successful outcomes than do clients reached for follow-up, reporting based only on the clients for whom outcome data were provided would give an upward bias to measured project success rates.

To preserve the validity of the reported outcome data in the face of the high level of missing data, we have selected a strict interpretation of project success described in Chapter I. That is, for each outcome measure discussed in this chapter, we have reported the proportion of all targeted enrollees in the relevant outcome cohort for whom projects were able *to collect data and report successful participant outcomes*. According to this interpretation, a project's success rate depends on both its ability to document participant outcomes (since missing data on an outcome is counted as a non-positive outcome) and on its success in helping participants achieve the desired outcomes.³

Based on a perusal of Table IV-1, we can observe several other interesting facts about the available outcome data. First, three projects—Mission Hiring Hall (MHH), Community Action Marin (CAM), and Catholic Charities of Santa Clara County (CCSC)—account for a disproportionately high share of all targeted enrollees who

³ In Tables B-1 through B-9 in Appendix B, we also present the number of successful outcomes as a percentage of all targeted enrollees with *non-missing* outcome data at the appropriate point in time. As described in Chapter II, this outcome measure can be thought of as the “upper bound” of project performance—the success rate that would be achieved if all clients with missing outcome data were successful at the same rate as those with reported outcomes.

completed project services and who are in the three-month follow-up cohort. These three projects account for 63% of all targeted enrollees who completed project services during the study period. By itself, Mission Hiring Hall (MHH) accounts for 38% of all targeted enrollees who completed project services. The high volume of targeted clients served by these projects did not automatically lead to a high rate of success in serving the targeted clients. However, it is notable that that these three projects accounted for nearly two-thirds of all the targeted clients included in the outcome analysis.⁴

Second, Table IV-1 reveals that projects varied in the extent to which they were able to report on participant outcomes at various points in time. Although most projects were able to report participant outcomes at the time clients left project services, Catholic Charities of Santa Clara County (CCSC) and OpNet had significant gaps in the outcome data they provided for this initial point in time. These data gaps lowered the rate of successful outcomes achieved by these projects, as measured by the evaluation. The ability of projects to provide data on outcomes at three, six, and 12 months after project completion varied significantly project by project. Among the projects included in the evaluation, Community Action Marin (CAM), Rubicon Programs Inc. (RUB)⁵, and OpNet were able to provide the most complete data on follow-up outcomes.

Description of Participant Outcomes

Employment in a New Job at Project Completion

Table IV-2 presents the outcome data reported by projects on whether the targeted enrollees were employed in a new job after leaving project services. Seven of the eight projects were designed to help low-wage workers obtain a new job with a new employer. The exception—Bay Area Industry Education Council (BAIEC)—enrolled individuals who were already working in the precision machining industry and encouraged them to participate in pre-vocational and occupational training as a way to move up the machinist career ladder without changing employers. Placement into a new job was not an intended outcome of this project.

⁴ In fact, two of the projects that served disproportionately large shares of the targeted enrollees also accounted for a large proportion of all enrollees who were placed into employment, as described below.

⁵ Rubicon Programs Inc. experienced a delayed project start-up and had no clients in either the six-month or 12-month follow-up cohorts. They had complete data on outcomes three months after the completion of training for participants who had completed training.

TABLE IV-2
EMPLOYMENT OUTCOMES ACHIEVED BY TARGETED ENROLLEES

Project/Total Number of Targeted Enrollees		Number and % Employed in New Job At Completion of Training or Services		Number and % Employed in Any Job					
				At Three-Month Follow-up		At Six-Month Follow-up		At Twelve-Month Follow-up	
		N	(%)*	N	(%)**	N	(%)#	N	(%)##
All Projects	396	181	58%	143	46%	99	40%	54	30%
BAIEC	40	— [§]	— [§]	25	93%	25	93%	15	60%
CAM	68	39	83%	31	76%	20	71%	4	80%
CCSC	62	22	39%	18	35%	12	35%	1	4%
MHH	128	51	46%	39	36%	29	30%	25	32%
OpNet	23	7	30%	8	35%	8	36%	4	24%
RUB	15	15	100%	14	93%	0	—	0	—
TIHDI	27	22	82%	1	4%	2	7%	3	11%
WPUSA	33	25	78%	7	39%	3	23%	2	50%

* This percentage is the ratio of the number of targeted enrollees documented as employed in a new job at project completion to the number of all targeted enrollees who completed training or left project services by the end of the study period. Clients with missing data are included in the denominator.

** This percentage is the ratio of the number of targeted enrollees documented as employed in a new job at the 3-month follow-up point to the number of all targeted enrollees who had reached the 3-month follow-up point by the end of the study period. Clients with missing data are included in the denominator.

This percentage is the ratio of the number of targeted enrollees documented as employed in a new job at the 6-month follow-up point to the number of all targeted enrollees who had reached the 6-month follow-up point by the end of the study period. Clients with missing data are included in the denominator.

This percentage is the ratio of the number of targeted enrollees documented as employed in a new job at the 12-month follow-up point to the number of all targeted enrollees who had reached the 12-month follow-up point by the end of the study period. Clients with missing data are included in the denominator.

§ We have excluded clients served by Bay Area Industry Education Council (BAIEC) from the computation of the rate at which clients entered new jobs at project completion, because this project served incumbent workers who were not expected to change employers.

During the study period, the employment development projects placed a total of 181 targeted enrollees into new jobs, for an overall placement success rate of 58% of all targeted enrollees. Two of the eight projects, in particular, accounted for a disproportionately large share of clients who obtained new jobs. Mission Hiring Hall (MHH)—with 51 placed clients—and Community Action Marin (CAM)—with 39 placed clients—accounted for half of all clients placed.

As shown in Table IV-2, projects varied in the rates at which they reported placing targeted enrollees into new jobs. Four projects reported placement success for over 75% of their targeted enrollees. The remaining three projects were able to document success for a substantially smaller proportion—ranging from 30% to 46% of all targeted enrollees. Table IV-2 reveals that there is not a clear relationship between the total number of participants placed by a project and that project's rate of success in placing enrolled clients. That is, the highest success rates were often obtained by the projects that served and placed relatively small numbers of clients.

Placement into a Job in the Targeted Occupation

Table IV-3 reviews whether the employment development projects were successful in helping targeted enrollees gain employment in the particular occupation or industry that was targeted by the project. Overall, about two-fifths of all targeted enrollees and two-thirds of all enrollees who were employed after leaving project services were employed in jobs that were in the targeted occupation or directly related to the training that they had received from the project.

Across projects, clients varied in the extent to which they entered the occupation that was targeted by their project. Because of the employer-focused design for the machinist training project operated by Bay Area Industry Education Council (BAIEC), all clients whose employment outcomes were documented by this project continued to work in the precision machining field for the same employer as they had at the time of project enrollment. Other projects that were highly focused on placing clients into the targeted occupation included Rubicon Programs Inc. (RUB) and Treasure Island Homeless Development Initiative (TIHDI).

Several projects placed a slightly lower proportion of targeted clients—but still a high proportion of those placed—into jobs in the targeted occupation. These projects include Community Action Marin (CAM), Mission Hiring Hall (MHH), and Catholic Charities of Santa Clara County (CCSC). Several of these projects offered job search

**TABLE IV-3
EMPLOYMENT IN THE TARGETED OCCUPATION
(TARGETED ENROLLEES)**

Project/Total Number of Targeted Enrollees		Employed in Job in Targeted Occupation at Training/Service Completion		
		N	% of All Targeted Enrollees*	% of Enrollees Placed at Project Completion
All Projects	396	138	40%	67%
BAIEC	40	26	87%	100%
CAM	68	35	75%	90%
CCSC	62	19	34%	86%
MHH	128	43	38%	84%
OpNet	23	3	13%	43%
RUB	15	15	100%	100%
TIHDI	27	22	82%	100%
WPUSA	33	1	3%	4%

* This percentage is the ratio of the number of targeted enrollees employed in a new job in the targeted occupation at the time they completed training or left project services to the number of all targeted enrollees who completed training or left project services by the end of the study period.

training and assistance to participants, which helped clients to search for employment in a range of occupations that was sometimes broader than the specific occupation targeted by the training project.

Of the projects studied, OpNet and Working Partnerships USA (WPUSA) were apparently less successful than the rest in placing participants into the targeted occupations. OpNet reported that only three of the 23 targeted enrollees they served had been placed into jobs in the targeted multimedia industry. Working Partnerships USA reported that only one individual had been placed into a job related to the classroom training that she/he had received.⁶

Employment Status Over Time

We have used the information collected by projects at three, six, and 12 months after project completion to assess several aspects of clients' employment status over time, including:

- The proportion of all clients who had completed project services who were employed at each of these points in time.
- What proportion of the individuals employed at project completion were still employed in the same job at each of these points in time.

Employment at Three, Six, and 12 months after Project Completion. Table IV-2 summarizes the post-program employment rates achieved by the employment development projects. Increasing amounts of missing data resulted in lower success rates posted by projects on the employment status of clients at the three-month, six-month, and one-year follow-up points. Although 58% of the 312 targeted enrollees who completed project services were documented as employed in a new job at project completion,⁷ by three months after project completion, projects could document only 46% of the three-month follow-up cohort of 311 individuals as being employed. By six months, the percentage of the six-month follow-up cohort of 248 individuals who were documented as employed had fallen to 40%. Only 30% of the 12-month follow-up

⁶ In reporting these outcomes, Working Partnerships may have been using a much narrower definition of whether a placement was related to training than the other projects. Otherwise it is difficult to understand why clerical training would not be related to placements achieved by participants, since most of clients in this project were placed into temporary or "temp-to-perm" jobs in the clerical field.

⁷ The denominator for the placement rate is the 312 targeted enrollees who completed project services at the seven projects that were designed to place clients into new jobs. Both the numerator and the denominator exclude the clients served by Bay Area Industry Education Council (BAIEC).

cohort of 179 individuals was documented as employed one year after these clients had enrolled in an employment development project.

Across the eight projects included in the outcome analysis, Community Action Marin (CAM) and Bay Area Industry Education Council (BAIEC) documented the highest levels of post-program employment for clients at three-, six-, and 12 months after project completion. Rubicon Programs, Inc. (RUB) also reported a high level of post-program employment at the three-month point for individuals who had completed its first round of training. (This program did not yet have any clients in the six- or 12-month follow-up cohorts.) These three projects also had the lowest rates of missing follow-up data.

Retention of the Job Obtained at Project Completion. Table IV-4 summarizes the extent to which targeted enrollees who were employed at project completion retained the jobs into which they were placed. As a result of the increasing amounts of missing data for three-, six-, and 12-month employment outcomes, the reported job retention rates declined sharply over time. For example, although 87% of all enrollees placed at the end of project services were reported as retaining those jobs for at least 30 days, only 60% of the three-month follow-up cohort were reported as having retained the same job for at least three months; only 38% of the six-month follow-up cohort were reported as having retained the same job for at least six months; and only 20% of the 12-month follow-up cohort were reported as having retained the initial job for at least 12 months. Given such high levels of uncertainty about whether clients retained employment in the “high-wage” jobs reported at project completion, it is difficult to assess whether projects achieved the goal of improving longer-term employment outcomes for the clients they served.

As shown in Table IV-4, there is substantial variation across projects in the rate at which targeted enrollees retained the jobs they achieved at the end of project services. Even short-term job retention appears to have been particularly problematic for three projects—Treasure Island Homeless Development Initiative (TIHDI), Working Partnerships USA (WPUSA), and OpNet. In each of these projects, fewer than half the enrollees who were placed into employment were still documented as employed at the same job three months after they completed the project.

TABLE IV-4
RETENTION OF THE JOB HELD AT PROJECT COMPLETION
(TARGETED ENROLLEES EMPLOYED AT PROJECT COMPLETION)

Project/ Number Employed At Completion of Services/Training		Percentage of Targeted Enrollees Employed at Project Completion Who Were Still Employed in the Same Job			
		30 days after Placement	At 3-Month Follow-up	At 6-Month Follow-up	At 12-Month Follow-up
		N= 181	N= 126	N= 80	N= 43
All Projects	207	87%	60%	38%	20%
BAIEC	26	100%	85%	85%	46%
CAM	39	95%	64%	39%	10%
CCSC	22	86%	77%	50%	5%
MHH	51	92%	77%	53%	41%
OpNet	7	43%	29%	29%	29%
RUB	15	93%	80%	--	--
TIHDI	22	100%	5%	0	0
WPUSA	25	52%	24%	4%	4%

Outcomes on Indicators of Improved Job Quality

We have used the outcome data projects collected on jobs held at project completion, and at three-, six-, and 12-months after project completion to construct the following indicators of job quality for each project:

- The mean hourly wage of new jobs obtained by project participants.
- The average percent increase in the hourly wage earned by clients between project enrollment and project completion.
- The proportion of jobs that were expected to be permanent.
- The proportion of jobs that offered health benefits.

In addition, we have looked at whether these indicators of job quality—hourly wage levels, the proportions of jobs that were permanent, the proportions of jobs that offered health benefits—continued to improve over time.

Mean Hourly Wage at Project Completion. The first three columns in Table IV-5 summarize the mean hourly wage levels achieved by targeted enrollees at the time they enrolled in the projects, at project completion, and at the time of the six-month follow-up contact. Across all projects, the targeted enrollees entered jobs at project completion that paid, on average, \$12.21 per hour (a substantial increase over the \$9.50 mean wage they had earned at the time of enrollment). The mean wage achieved by participants varied somewhat across projects. The highest mean wages at project completion were earned by clients from OpNet—\$14.14 per hour—and Working Partnership USA (WPUSA)—13.48 per hour. The lowest mean wage at project completion—\$10.92 per hour—was earned by clients served by Treasure Island Homeless Development Initiative (TIHDI).

Average Wage Increase Achieved at Project Completion. The fourth column in Table IV-5 summarizes the percentage wage increases achieved by targeted enrollees with wage data both at enrollment and project completion at the time they left project services. Across all projects, clients' wage rates had increased an average of 31% by the time they left project services.⁸ All projects achieved increases in the mean hourly wages of the clients they served. The amount of the average wage increase achieved by

⁸ Because the typical wage rate increase was computed only for individuals for whom we had data on both enrollment wage and wage at project completion, it differs slightly from the rate that would be obtained by comparing the mean wage at enrollment for all enrollees with wage data (\$9.50) and the mean wage at project completion for all completers with wage data (\$12.21).

TABLE IV-5
AVERAGE CHANGE IN HOURLY WAGE BETWEEN ENROLLMENT AND OUTCOME
(TARGETED ENROLLEES WITH HOURLY WAGE DATA)

Project/Total Number of Targeted Enrollees		Mean Hourly Wage			Average % Wage Change Enrollment to Completion	Average % Wage Change Enrollment to 6-month follow-up
		At Project Enrollment	At Project Completion	At Six-Month Follow-up		
		N= 321	N= 198	N= 83	N= 167	N= 67
All Projects	396	\$ 9.50	\$ 12.21	\$ 12.64	31%	44%
BAIEC	40	\$ 11.33	\$ 12.44	\$ 13.43	9%	12%
CAM	68	\$ 9.90	\$ 12.71	\$ 13.04	31%	27%
CCSC	62	\$ 11.26	\$ 12.47	\$ 12.88	11%	21%
MHH	128	\$ 7.50	\$ 11.13	\$ 11.34	54%	63%
OpNet	23	\$ 8.18	\$ 14.14	\$ 15.57	106%	107%
RUB	15	\$ 11.11	\$ 12.56	--	19%	--
TIHDI	27	\$ 10.08	\$ 10.92	\$ 10.50	29%	45%
WPUSA	33	\$ 11.20	\$ 13.48	\$ 12.81	24%	21%

clients was influenced both by clients' mean wage level at the time of enrollment and the average wage achieved after program participation.

As shown in Table IV-5, the wage that targeted enrollees had been earning prior to entering the employment development projects averaged \$9.50. This mean entry wage varied substantially across projects. The lowest mean pre-program wages were earned by the clients enrolled by Mission Hiring Hall (MHH)—\$7.50 per hour—and OpNet—\$8.18 per hour. As a result of the fact that they enrolled individuals who were making low wages at program entry and helped them find jobs at relatively high wages, these two projects helped clients achieve substantial wage increases. The wage increases achieved by OpNet clients between project entry and project completion averaged 106%; the wage increases achieved by Mission Hiring Hall clients between project entry and project completion averaged 54%. For the remaining projects, mean client wage increases ranged from 9% to 31% between the time of project enrollment and project completion.

Another measure of success in terms of wage outcomes is whether an individual client's wages had increased at least 20% by the time of project completion. To create this measure, we divided the pool of targeted enrollees into two groups—those who experienced high wage increases (wage increases of more than 20%) and those who experienced lower increases or wage decreases. Table IV-6 provides information on the number and percentage of targeted enrollees whose hourly wage levels increased by at least 20% between project enrollment and project completion. Across all projects, 60% of the targeted enrollees employed at the completion of training increased their hourly wage rate by at least 20%. Mission Hiring Hall (MHH) and OpNet were particularly successful in bringing about substantial wage increases for a high percentage of the clients they placed. Bay Area Industry Education Council (BAIEC) and Catholic Charities of Santa Clara County (CCSC)—whose enrollees tended to already have relatively high wages at program entry—were least successful on this measure.

Proportion of Jobs Expected to be Permanent. The first column in Table IV-6 displays the percentage of clients employed at the completion of project services whose jobs were expected to be permanent. Across all projects, a high proportion of all clients who entered jobs (86%) were placed into jobs that were described as being permanent jobs. However, temporary employment appeared to be prevalent in the occupations targeted by Working Partnerships USA (WPUSA) and OpNet, where only

TABLE IV-6
QUALITY OF EMPLOYMENT OBTAINED BY TARGETED CLIENTS
WHO WERE EMPLOYED AT COMPLETION OF SERVICES

Project/ Number Employed At Completion of Services/Training		Percent of Those Employed at Completion of Training Who		
		Achieved Permanent Employment	Obtained a Job with Health Benefits	Realized a Wage Increase of at Least 20%
All Projects	207	86%	94%	60%
BAIEC	26	100%	100%	15%
CAM	39	90%	95%	64%
CCSC	22	91%	96%	23%
MHH	51	90%	98%	89%
OpNet	7	43%	43%	100%
RUB	15	100%	100%	50%
TIHDI	22	100%	100%	40%
WPUSA	25	40%	84%	43%

43% of all clients employed at completion expected their jobs to be permanent. For Working Partnerships USA, the use of temporary and “temp-to-perm” placements was part of the conscious design of the project that was intended to lead, over time, to high-quality permanent jobs. Employment conditions in the multimedia field targeted by OpNet were particularly volatile. Early in this project, although job mobility in the multimedia industry may have been high, the common perception was that workers with the right skills could advance rapidly to higher wages and higher levels of responsibility. As the “dot.com” economy cooled, however, the number of high-quality, stable, job opportunities in the field began to shrink rapidly, leading to smaller numbers of permanent jobs and widespread layoffs

Proportion of Jobs Offering Health Benefits. As shown by the second column in Table IV-6, a high proportion (94%) of all clients placed by the employment development projects entered jobs that offered health benefits. The availability of health benefits was somewhat lower for clients in the two projects referenced above—Working Partnerships USA (WPUSA) and OpNet—because they placed more clients into temporary jobs.

Improvements in Job Quality Over Time. We expected to observe continuing improvements in the quality of employment outcomes achieved by targeted enrollees during the 12-month follow-up period. Two factors make it difficult to determine whether employment outcomes continued to improve during the first year after project completion: (1) the high rate of missing data for follow-up outcomes in general; and (2) the generally high quality of employment achieved at project completion, which left little room for improvement.

To assess whether hourly wages increased between project completion and the six-month follow-up point, we compared the mean hourly wage levels and wage increases achieved at the time of project completion and six months after project completion for a group of 55 individuals for whom we had information from both time periods. For this client cohort, mean hourly wages continued to increase during the first six months after clients completed project services, but only slightly, from a mean of \$12.00 to a mean of \$12.52. For this cohort, the average hourly wage increase achieved between enrollment and project completion was 30%; by the end of the six-month follow-up period, the average wage for this cohort was 36% higher than the enrollment wage.

Employment At or Above the Self-Sufficiency Wage

As shown in Table IV-7, only five percent of the targeted enrollees served by the employment development projects reached the wage designated by the California Budget Project as a self-sufficiency wage during the first 12 months after completing project services. Given such low rates of success on this measure, it is difficult to talk about high performing projects. In terms of the total number of clients who reached self-sufficiency wages, Mission Hiring Hall (MHH) was the high performer, having helped five clients out of its 128 targeted enrollees achieve self-sufficiency wages. In terms of the total proportion of enrolled clients who reached self-sufficiency wages, OpNet was the high performer, with two out of 23 enrollees (12%) having achieved wages at the self-sufficiency level.

AVERAGE COSTS PER PARTICIPANT

Tables IV-8 and IV-9 summarize the average costs incurred by the employment development projects per participant served and per client placed into employment, respectively. In computing per participant costs achieved by the projects, we pro-rated the grant award to each project by the portion of the total grant period that had elapsed by August 31, 2001. This computation may have disadvantaged some projects that were in the middle of their grant period, if client placements were expected to be concentrated toward the end of the grant period, rather than spread evenly over the period.

Cost per targeted participant divides the pro-rated grant amounts by the total number of targeted enrollees⁹ for whom the project submitted client-level data. When it issued its request for proposals (RFP) for employment development projects, the Hewlett Foundation informed applicants that it would give priority to projects with per participant costs ranging between \$3,000 and \$7,000 per client, exclusive of internship stipends or trainee wages.¹⁰

⁹ As described in Chapter III, *targeted enrollees* comprise a subset of each project's reported enrollees. In selecting the targeted enrollees to include in the analysis, we attempted to maximize the number of cases included while focusing on the target population of interest to the Hewlett Foundation—low-wage workers with dependent children. Thus, we excluded individuals only if they were documented as earning a wage at enrollment that exceeded the self-sufficiency wage identified for their county of residence or if they were documented as not having dependent children in their household.

¹⁰ Across the eight projects included in the outcome analysis, only Mission Hiring Hall used grant funds to pay for participant stipends.

**TABLE IV-7
TARGETED ENROLLEES WHO REACHED SELF-SUFFICIENCY WAGE**

Project/Total Number of Targeted Enrollees	Employed At or Above Self-Sufficiency Wage								
	At Completion of Training or Services		At Three-Month Follow-up		At Six-Month Follow-up		At Twelve-Month Follow-up		
	N	(%)*	N	(%)**	N	(%)#	N	(%)##	
All Projects	396	16	5%	11	4%	9	4%	8	5%
BAIEC	40	1	3%	1	4%	1	4%	0	0
CAM	68	2	4%	1	2%	0	0	0	0
CCSC	62	0	0	1	2%	1	3%	0	0
MHH	128	4	4%	3	3%	3	3%	5	6%
OpNet	23	2	9%	2	9%	4	18%	2	12%
RUB	15	0	0	1	7%	--	--	--	--
TIHDI	27	3	11%	0	0	0	0	0	0
WPUSA	33	4	13%	2	11%	0	0	1	25%

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* This percentage is the ratio of the number of targeted enrollees employed at or above the self-sufficiency wage at the time they completed training or left project services to the number of all targeted enrollees who completed training or left project services by the end of the study period.

** This percentage is the ratio of the number of targeted enrollees who were employed at or above the self-sufficiency wage at the 3-month follow-up point to the number of all targeted enrollees who had reached the 3-month follow-up point by the end of the study period.

This percentage is the ratio of the number of targeted enrollees who were employed at or above the self-sufficiency wage at the 6-month follow-up point to the number of all targeted enrollees who had reached the 6-month follow-up point by the end of the study period.

This percentage is the ratio of the number of targeted enrollees who were employed at or above the self-sufficiency wage at the 12-month follow-up point to the number of all targeted enrollees who had reached the 12-month follow-up point by the end of the study period.

TABLE IV-8
COST PER PARTICIPANT
(TARGETED ENROLLEES)

Project	Targeted Enrollees*	Pro-Rated Grant Amount**		Cost Per Targeted Enrollee
		1 st Grant	2 nd Grant	
All Projects	396	\$1.558 million	\$368,000	\$ 4,864
BAIEC	40	\$200,000	\$ 92,000	\$ 7,300
CAM	68	\$192,000	--	\$ 2,824
CCSC	62	\$200,000	\$ 92,000	\$ 4,710
MHH	128	\$200,000	\$ 92,000	\$ 2,281
OpNet	23	\$200,000	--	\$ 8,696
RUB	15	\$166,000	--	\$11,067
TIHDI	27	\$200,000	--	\$ 7,407
WPUSA	33	\$200,000	\$ 92,000	\$ 8,848

* In this and subsequent analyses, targeted enrollees excludes clients who were reported as earning more than the self-sufficiency wage at enrollment or who were documented as not having dependent children. In order to preserve as large a pool of clients as possible for inclusion in the analysis, we did not exclude participants for whom pre-program wage or family composition data were missing.

** In computing the cost per participant and cost per placement, we have pro-rated the grant awarded to each project by the number of months of the grant period that had elapsed as of August 31, 2001.

As shown in Table IV-8, when pro-rated project costs are distributed across the number of targeted enrollees who approximated the Hewlett Foundation's eligibility criteria, the mean cost per targeted enrollee computed across all projects is \$4,864. The computed mean cost per targeted enrollee varies widely by project, from a low of \$2,281 for Mission Hiring Hall (MHH) to a high of \$11,067 for Rubicon Programs, Inc. (RUB). Five of the projects had per participant costs that exceeded the guidelines suggested by Hewlett Foundation in its request for proposals (RFP). Generally, projects that focused closely on serving the working poor as defined by the Hewlett Foundation's eligibility criteria were more likely to remain within the cost guidelines than projects that served a broader clientele.

Table IV-9 presents the average cost per targeted enrollee placed into employment. Because not all participants were documented as having achieved employment outcomes after leaving project services, the average cost per placement is significantly higher than the average cost per targeted enrollee. Across all projects, the mean cost per placement for targeted enrollees is \$7,894, which is above the cost range suggested by the Hewlett Foundation. Only two projects had mean costs per placement under \$7,000. OpNet experienced particularly high costs per placement (over \$28,000), as a result of its low rate of documented placements for the targeted enrollees it served.

FACTORS INFLUENCING CLIENT OUTCOMES

In this section, we report the results of multivariate regression analyses that assess the extent to which client outcomes were influenced by variations in three groups of factors: client characteristics, the program experiences of individual clients, and key project features. We conducted regression analyses of six different outcome measures.

- Whether a client was employed at the end of project services.
- Whether a client was still employed in the same job three months after leaving project services.
- Whether a client was employed in any job three months after leaving project services.
- The percentage difference between a client's wage at the completion of project services and his/her wage at project enrollment, for clients employed at the end of project services.
- Whether a client was placed into a job at or above the self-sufficiency wage level at the end of project services.

**TABLE IV-9
COST PER PLACEMENT
(TARGETED ENROLLEES)**

Project	Targeted Enrollees* Placed	Pro-Rated Grant Amount**		Cost Per Placement
		1 st Grant	2 nd Grant	
All Projects	207	\$1.358 million	\$276,000	\$ 7,894
BAIEC	0 [#]	N/A	N/A	N/A
CAM	39	\$192,000	--	\$ 4,923
CCSC	22	\$200,000	\$ 92,000	\$13,272
MHH	51	\$200,000	\$ 92,000	\$ 5,725
OpNet	7	\$200,000	--	\$28,571
RUB	15	\$166,000	--	\$11,067
TIHDI	22	\$200,000	--	\$ 9,091
WPUSA	25	\$200,000	\$ 92,000	\$11,680

* In this and subsequent analyses, targeted enrollees excludes enrollees who were reported as earning more than the self-sufficiency wage at enrollment or who were documented as not having dependent children. In order to preserve as large a pool of clients as possible for inclusion in the analysis, we did not exclude participants for whom pre-program wage or family composition data were missing.

** In computing the cost per participant and cost per placement, we have pro-rated the grant awarded to each project by the number of months of the grant period that had elapsed as of August 31, 2001.

- The percentage difference between a client’s wage at the three-month follow-up point and his/her wage at project enrollment, for clients employed at the three-month follow-up point.

In combination, these outcome measures assess the likelihood that a client enrolled in an employment development project would be employed at the end of the service period, the likelihood that a client would retain employment for three months after the end of the project services, and the typical wage increase that a client would have achieved after enrolling in a project, immediately after leaving project services and three months later. The large amounts of data missing on six-month and 12-month employment and earnings measures and on measures of job quality have prevented us from conducting explanatory analyses of these outcomes.

To estimate the influence of different explanatory variables, we constructed ordinary least squares (OLS) regression models.¹¹ We included, as explanatory variables, measures of client characteristics, clients’ program experiences, and program design and organizational features that we expected to influence the outcomes noted above. Because we included all explanatory variables in each regression model, the measured effect of each variable represents the marginal influence of that variable, after controlling for the influences of the other explanatory variables. However, because we did not collect outcome data for a comparison group—that is, similar individuals who did not participate in the employment development projects—we cannot estimate the “net impacts” on employment and earnings outcomes of participation in these projects. Instead, the multivariate analyses of outcomes are limited to comparing the relative success achieved by different individuals served by the funded projects. These analyses have identified how specific client, service, and program features influence participant outcomes.¹²

¹¹ In the case of dependent variables that are dichotomous—such as whether or not clients were employed at project completion or at three months after project completion, and whether clients retained the same job—OLS lacks desirable statistical properties and therefore nonlinear maximum likelihood models (e.g., probit or logit analysis) are preferable. However, in general, OLS yields substantive conclusions that are quite close to the logit/probit results, and the coefficients are more easily interpretable. To test the validity of the findings obtained from the regression models, we also constructed nonlinear maximum likelihood models for the three dichotomous outcomes listed above. Findings were substantially similar to the regression results presented in this report.

¹² The regression models presented in this report include all targeted enrollees who belong to the appropriate outcome cohorts, including clients with missing data on outcomes (who were treated as having non-positive outcomes). We also constructed models that included only the smaller number of clients with non-missing data. Findings from these alternate regression models were substantially similar

The overall level of project accomplishments on each of the selected outcome measures has already been described in the previous section. In this section, we review the factors that appear to influence variations in client outcomes. Some of these factors—like client characteristics—are “givens” once a client is enrolled by a project.¹³ Other factors—like the types and intensity of services received by an individual client, and the overall design and organizational features of the project—can be influenced or controlled by the project. As we discuss the influence of different factors, we also comment on what the implications of the regression findings are for policy makers interested in improving the effectiveness and cost-effectiveness of the employment development projects.

Detailed regression findings are included in Appendix C. Table IV-10, which follows, summarizes whether each factor has a statistically significant influence on a particular outcome measure. For each factor that has a statistically significant influence, Table IV-10 notes whether the effect on the outcome variable is positive or negative. The tables in Appendix C provide more information on the actual magnitude of the effect that each factor has on each of the outcome variables.

Influence of Client Characteristics

The individual client characteristics used in the regression models, as shown in Table IV-10 and Table C-1 in Appendix C, include age, indicators for several different levels of education, ethnicity or race, gender, whether a client was the only wage earner in his/her household, the number of dependent children in the household, and the pre-program hourly wage.

Surprisingly, a client’s age seems to have little impact on outcome measures. The regression findings detailed in Table C-1 in Appendix C and summarized in Table IV-10 reveal that the marginal effects were close to zero and were not statistically significant. However, the measured effect of age on all outcomes except whether a client earns the self-sufficiency wage has a negative sign—consistent with the a priori

to the regression results presented in this report. However, because of the problem of large amounts of missing outcome data, we recommend that the regression findings presented in this report be applied with caution.

¹³ However, to the extent that outcomes are influenced by client characteristics, projects might decide to adjust their client targeting policies and their recruitment and screening practices, or revise project services to meet the needs of types of clients who have less successful outcomes.

TABLE IV-10
HOW CLIENT CHARACTERISTICS, PROGRAM EXPERIENCE, AND PROJECT FEATURES
AFFECT OUTCOMES:
FINDINGS FROM OLS REGRESSION MODELS

Explanatory Variables	Effect of Explanatory Variable on Outcome Variable[#]					
	Outcome Variables					
	Whether Employed at End of Program	Whether Employed at Same Job at 3 Mo. Follow-up	Whether Employed at 3-Mo. Follow-up	Percent Wage Increase at Placement	Whether at Self-Sufficiency Wage at Placement	Percent Wage Increase at 3-Mo. Follow-up
Client Characteristics						
Age						
Education:						
Less than High School						
More than High School						
AA Degree				+		
BS Degree	—		—			

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[#] + denotes a positive effect on the outcome variable that is statistically significant at the 90% confidence level or higher.
 — denotes a negative effect on the outcome variable that is statistically significant at the 90% confidence level or higher.

**TABLE IV-10
HOW CLIENT CHARACTERISTICS, PROGRAM EXPERIENCE, AND PROJECT FEATURES
AFFECT OUTCOMES, CONTINUED**

Explanatory Variables	Effect of Explanatory Variable on Outcome Variable[#]					
	Outcome Variables					
	Whether Employed at End of Program	Whether Employed at Same Job at 3 Mo. Follow-up	Whether Employed at 3-Mo. Follow-up	Percent Wage Increase at Placement	Whether at Self-Sufficiency Wage at Placement	Percent Wage Increase at 3-Mo. Follow-up
Female						
Race/Ethnicity						
Latino						
African American		—	—			
Other						
Only Household Wage Earner				—		
No. of Dependents	—					
Pre-program Hourly Wage				—		—
Program Experience						
Participated in Training	+	+	+			
Did Not Complete Training	—	—	—			

TABLE IV-10
HOW CLIENT CHARACTERISTICS, PROGRAM EXPERIENCE, AND PROJECT FEATURES
AFFECT OUTCOMES, CONTINUED

Explanatory Variables	Effect of Explanatory Variable on Outcome Variable[#]					
	Outcome Variables					
	Whether Employed at End of Program	Whether Employed at Same Job at 3 Mo. Follow-up	Whether Employed at 3-Mo. Follow-up	Percent Wage Increase at Placement	Whether at Self-Sufficiency Wage at Placement	Percent Wage Increase at 3-Mo. Follow-up
Participated in Internship						
Weeks in Program						
Project Features						
Grantee Funding from Multiple Streams		—	—			
Strong Employer Involvement	+	—	—			
Community College Used as Training Provider	—	+	+			
Training Schedule Expects Full Time Training	—	—	—		+	
Intensive Case Management and Post Placement Services	—	+	+			

hypothesis that age discrimination in the labor market results in slightly less likelihood of employment for older workers.

The regression findings confirmed the expectation that higher education is an advantage to clients, but only up to a certain point. Clients holding Associate Degrees were almost half again as likely to be employed at the end of the program, and were likely to enjoy increases in hourly wage rates that are over 40 percentage points higher than the wage increase rates achieved by high school graduates. However, clients holding bachelors degrees did not seem to benefit from project participation. Possession of a higher education degree had a relatively large negative impact on whether the client was employed immediately after leaving the project as well as on whether he/she was employed three months after leaving the project.

Neither gender nor race/ethnicity seemed to significantly affect client outcomes, with the exception that African Americans were less likely to retain the job they entered at project completion or to be employed at the three-month follow-up point.

Not surprisingly, family responsibilities tended to have a negative impact on whether clients were employed at the end of the program. A client who was the only wage earner in the household was likely to have a lower wage at placement than a client from a two-wage-earner household. Furthermore, each dependent child living in the home reduced the likelihood that a client would be reported as placed at the end of the program by about 9%.

While clients' pre-program wage seemed to have little impact on employment and retention measures, it appears that those with higher pre-program wages achieved significantly lower wage increases at project completion, compared to the time of enrollment, than clients with lower pre-program wages. As we can see from the models of percentage wage increases in Appendix C, for every higher dollar of pre-program wage, a client tended to receive wage increases at rates that were about 12 percentage points lower. In addition, higher pre-program wages did not appear to increase the likelihood that a client would be placed into a job at or above the self-sufficiency wage at the end of the program.

Influence of Service Experience

We can see from Table IV-10 and the detailed regression findings in Table C-2 in Appendix C that participation in occupational training is a highly influential factor for all outcome measures of outcomes measures that influence outcomes relate to

participation in occupational training. Clients who participated in occupational training were about 22% more likely to be employed in a new job at the end of the program than those who only participated in staffing agency services or other non-training services, such as career counseling and job search assistance. And training participants who were placed were about 40% more likely than clients who did not receive training to be still employed at the same job three months later. The positive influence of training participation on employment outcomes was even more pronounced at the three month follow-up point. However, no statistically significant impact was measured for the influence of training participation on wage-related outcomes.

In addition to training participation, completion of training had a strongly positive influence on client outcomes. Individuals who did not complete training were over 40% less likely to be employed both immediately after leaving the program and three months later, or to be employed at the same job if they were placed at program completion.

There is little evidence from the multivariate analysis that either participation in internships or the length of program participation influences the outcome measures studied.

Influence of Project Features

The process study of the Hewlett Foundation's employment development projects—summarized in the *Final Process Report*—yielded detailed information about how the different projects were organized, as well as details about their service designs and operations. Because program design features are generally grantee-level measures and overlap to a large degree, the number of program features we could evaluate, and the accuracy with which we can distinguish their influences are limited. For example, we included in the models an indicator for “intensive case management *and* an emphasis on post placement services,” rather than separate indicators for these two service features, because we could not distinguish between these two program features—programs that provided intensive case management services also provided intensive post placement services.

In addition, some project-level indicators are very highly correlated with each other, making it difficult to parse out the influences of each separately. For example, the indicators for “schedule of training program” and “employer involvement” were not very different from each other—two of the three grantees with high employer

TABLE IV-11. REVIEW OF PROJECT FEATURES

	Number of Grantee Funding Streams	Extent of Employer Involvement	Type of Training Provider	Whether Training is Compatible with Full-Time Work	Intensive Case Management and Post Placement Services
BAIEC	Single	Medium	Other provider	Training hours accommodate full-time work schedules	Low
CAM	Multiple	Medium	Other provider	Training hours accommodate full-time work schedules	High
CCSC	Multiple	Low	Other provider	Training hours accommodate full-time work schedules	Low
MHH	Multiple	High	Community college	Training hours not compatible with full-time work	High
OpNet	Single	High	Other provider	Full time training not compatible with full-time work.	High
RUB	Multiple	High	Community college	Classroom training integrated into supervised work schedule with full-time pay check.	High
TIHDI	Multiple	Medium	Other provider	Training hours accommodate full-time work schedules	Low
WPUSA	Multiple	Medium	Initially community college, then other provider	Training hours accommodate full-time work schedules	Low

involvement were the only two projects in which training schedules were not compatible with full-time work.

In response to these methodological challenges, we were very selective in choosing which program characteristics to include in the model. Table IV-11 reviews the key program features included in these models and how they were measured for each of the grantees. As measures of the organizational features of the grantee and its employment development project, we included the following project features:

- Whether the grantee received funding from multiple funding streams or was dependent on the Hewlett Foundation grant as the major source of agency and project revenue.
- Whether the project had succeeded in obtaining strong employer involvement in program design and operations or had a medium or low level of employer involvement.¹⁴
- Whether the project used a community college, for-profit institution, or another non-profit organization (including the grantee itself) as the provider of occupational training.

In addition to these organizational indicators, we included indicators of two key service design features that we anticipated might influence participant outcomes:

- Whether the project used a training schedule that expected full-time participation in training during the training period, or had arranged training hours during non-work hours (e.g., nights and weekends) to facilitate full-time work during training.
- Whether the project offered intensive case management and post-placement services as part of its service package.¹⁵

¹⁴ We rated projects as having a *high* level of employer involvement if the project had active ongoing employer participation in a project planning group/project advisory committee or received employer contributions of equipment, money, or staff time to support project operations. Two projects in which socially conscious staffing businesses employed clients as part of a transition to permanent high-quality jobs were rated as having *medium* levels of employer involvement. Two other projects were rated as having medium levels of employer involvement because they consulted with employers in designing the project and developing the training curriculum. The remaining project tried very hard to develop strong employer partnerships, but was not successful in this effort.

¹⁵ Projects were rated as having strong case management/post-placement services if they provided individualized counseling and supportive services to participants, had designated case management staff who developed personal relationships with clients and helped them solve a wide range of problems during program participation, provided individualized job search and placement supports at appropriate times during the project, and maintained supportive communication with the client after project services ended. We found that the same projects emphasized both case management and post-placement services.

Table IV-10 summarizes the marginal impacts of these key project features on the outcome measures. These effects are described in more detail in Table C-3 in Appendix C. We can see that some of the program organizational features affected outcomes in the opposite direction than we expected, or were mixed in their effects.

In particular, the regression findings on how the level of employer involvement affected client outcomes are somewhat difficult to interpret. Clients served by projects with a high level of employer involvement were about 28% more likely to be employed at the time of project completion. However, these same clients were about 25% *less* likely to retain the job in which they were placed at program's end, or to be employed at the three-month follow-up point. This suggests that participating employers need to pay more attention to strategies that will help clients retain employment in the targeted field.

Utilizing community colleges as occupational training providers (as opposed to using other non-profit or for-profit providers, or providing training in-house) also appears to have had a mixed influence on employment outcomes. The influence on the initial placement rate of using a community college as a training partner was negative—individuals who received training from a community college were 25% less likely to be placed at the conclusion of project services. However, clients who were served by projects that used community colleges as occupational training providers were more likely to retain their initial post placement job and to be employed at the three month follow-up point. One possible hypothesis that would explain this mixed result is that projects using community colleges did less screening of participants prior to training and thus had a higher initial drop-out rate; another possible hypothesis is that these projects provided less effective placement services to clients than other projects.

A third project-level feature that appears to have a mixed effect on client outcomes is whether the grantee had multiple funding sources. While clients served by grantees with multiple funding sources were over 40% more likely to be employed at the end of the program, they were over 30% less likely to retain that job or to be employed at the three-month mark. One hypothesis based on these findings might be that these grantees are not focused on helping clients retain their jobs as much as other projects.

Other project design features have clear positive effects that promote the desired outcomes, as noted in Table IV-10. For example, training schedules that are

compatible with full-time work during the training period appear to result in more positive employment outcomes than training schedules that require full-time participation in training. As described in Table C-3 in Appendix C, clients served by projects that expected full-time participation in training were more than 50% less likely to be placed, to retain the same job they had at project completion for three months, and to be employed three months after leaving project services. It appears that scheduling part-time training around clients' full time work schedules is more effective for the working poor than designing full-time training programs.

A strong positive influence on outcomes also results from the provision of intensive case management and post-placement services. Although strong case management appears to impede initial placement rates, the availability of strong post-placement services substantially increases the likelihood (by 60%) that a client who is placed will retain that job and be employed at the three-month follow-up point.

SUMMARY OF CLIENT OUTCOMES

One of the most serious challenges for the outcome evaluation was how to deal with the large amount of missing outcome data. Because we suspected that clients with missing data were less successful than clients reached for follow-up, reporting based only on the clients for whom outcome data were provided would have upwardly biased measured project success rates. To preserve the validity of the reported outcome data in the face of the high level of missing data, we implemented a strict interpretation of project success for most of the analyses performed. For each outcome measure, we have reported as successful outcomes the proportion of all targeted enrollees in the relevant outcome cohort for whom projects were able *to collect data and report successful participant outcomes*.

During the study period, the employment development projects reported that they had placed a total of 181 targeted enrollees into new jobs, for an overall placement success rate of 58% of all project completers from the seven projects that attempted to place clients into new jobs. Projects varied substantially in their success rates in placing targeted enrollees into new jobs. Four projects reported placement success for over 75% of their targeted enrollees. The remaining three projects were able to document success for a substantially smaller proportion of clients—ranging from 30% to 46% of all targeted enrollees. The projects with the highest rates of placement success tended to serve relatively smaller numbers of clients overall.

A review of several outcome indicators suggests that projects are succeeding in placing participants into relatively high-quality jobs. Across all projects, the targeted enrollees entered jobs at project completion that paid, on average, \$12.21 per hour (substantially higher than the \$9.50 mean wage documented at project enrollment). The typical client for whom projects had wage data both at enrollment and at project completion had achieved a wage increase of 31 percent by the time he/she left project services. Sixty percent of all targeted enrollees who were employed at the completion of training increased their hourly wage rate by at least 20%.¹⁶ Eighty-six percent of all clients who entered employment were placed into jobs that were described as being permanent jobs. Ninety-four percent of clients employed at project completion were in jobs that were described as offering health benefits.¹⁷

Although clients achieved higher wages after participating in the employment development projects, project grantees were not successful in having their participants reach or exceed the self-sufficiency wage rates set by the California Budget Project within a year of project enrollment. In fact, only five percent of the targeted enrollees served by the employment development projects reached the self-sufficiency wage level at any point during the first 12 months after they completed project services.

The available data describing clients' employment status over time cannot substantiate whether or not documented positive outcomes were sustained during the first year after project completion, due to large amounts of missing data on follow-up outcomes. Although 58% of the 312 targeted enrollees who completed project services at the seven projects that were designed to place clients into new jobs were documented as employed in a new job at project completion, the documented rates of successful outcomes declined over time. By three months after project completion, projects could only document that 46% of the three-month follow-up cohort of 311 individuals was employed. By six months, only 40% of the six-month follow-up cohort of 248 individuals was documented as employed. Only 30% of the 12-month follow-up cohort

¹⁶ The remaining 40% of targeted enrollees employed at project completion had wage increases of less than 20%. A small number actually had wage reductions.

¹⁷ This percentage is somewhat higher than the proportion of clients placed into permanent jobs. The reason is that Working Partnerships was able to offer health benefits under the Kaiser Step Plan to project participants, even if they were working in a temporary job.

of 179 former clients was documented as employed one year after these clients had enrolled in an employment development project.

The inability of the projects to substantiate high rates of success for project participants at three, six, and 12-months after project completion leaves unanswered the question of whether the majority of participants were still employed in high-quality jobs a year after they enrolled in the projects. Much of the erosion of measured success rates over time certainly results from increased levels of missing data. However, given our uncertainty about whether clients retained employment in the “high-wage” jobs reported at project completion, it is difficult to assess whether projects achieved their goals of improving longer-term employment outcomes for the clients they served.

When it issued its request for proposals (RFP) for employment development projects, the Hewlett Foundation informed applicants that it would give priority to projects with per participant costs ranging between \$3,000 and \$7,000 per client, exclusive of internship stipends or trainee wages. Across all projects, the average cost of serving targeted enrollees during the evaluation period was just over \$4,800. Costs varied widely across individual projects. Five projects had average costs per targeted participant in excess of \$7,000. Two projects had average per participant costs below \$3,000. Only one project fell within the cost range suggested by the Hewlett Foundation.

Our review of the factors that influence client outcomes reveals that factors that enhance participant outcomes include the following:

- Some client education beyond high school, as compared to high school completion.
- Participation in occupational training, and, more importantly, completion of occupational training.
- Being served by a project that arranges its training schedule to be compatible with full-time work during the training period.
- Being served by a project that provides intensive post-placement services.

Factors that appear to influence outcomes negatively include the following:

- Heavier family responsibilities (being a sole wage earner and having more dependent children in the household).

Factors that appeared to have little influence on client outcomes included:

- The basic demographics of clients—age, gender and race and ethnicity.
- Participating in an internship as part of the program experience.
- Participating in a project for a longer period of time.
- Being served by a grantee that had multiple funding sources.

Factors that appear to have mixed influence on client outcomes included:

- Being served by a project that achieved a high level of employer involvement.
- Being served by a project that uses a community college as its provider of occupational training.

V. CONCLUSIONS AND SUGGESTIONS FOR IMPROVEMENT

SUMMARY OF ACCOMPLISHMENTS AND REMAINING QUESTIONS ABOUT PROJECT EFFECTIVENESS

The Hewlett Foundation's employment development projects have taken on the difficult challenge of improving employment outcomes for low-wage workers with dependent children. In taking on this challenge, they are pioneers in a largely undeveloped program area. Established guidelines suggesting what level of outcomes and program costs should be expected do not yet exist in this field. Neither do program guidelines exist about how to recruit and screen potential project participants, how to design project services, how to involve the business and labor communities in project design and operations, nor how to organize the delivery of client services. The information contained in this report about what the employment development grantees accomplished will help shape cost and outcome expectations for future projects. The findings about which factors appear to enhance desired outcomes will be influential in shaping the design of future projects that target the working poor.

Many of the findings about the accomplishments of the eight projects are encouraging. During the study period, these eight projects succeeded in recruiting and enrolling 396 individuals who met the Hewlett Foundation's criteria for the target population of working poor. Projects provided services that resulted in the placement into new jobs of 58% of enrollees who had completed project services. The jobs that project clients held at the conclusion of project services were generally high-quality jobs—they paid an average wage of over \$12.00 per hour, the great majority offered health benefits, and most jobs were considered permanent. The wage earned by the typical client employed at the completion of project services was 31 percent higher than the wage he/she had earned at the time of enrollment.

Although the project clients who were placed generally achieved dramatic improvements in their hourly wages, client outcomes usually fell short of the ambitious goal set for the projects by the Hewlett Foundation—that of achieving participant wages above the self-sufficiency wage level. Only 5% of all participants reached or exceeded the self-sufficiency wage goal within the first 12 months of completing project services.

Furthermore, the large amounts of missing data on participant outcomes six and 12 months after clients left project services make it difficult to determine whether the Hewlett Foundation's employment development projects brought about long-term improvements in the employment status and earnings of the clients they served. Although 58% of all targeted enrollees were documented as employed in a new job at project completion, projects could only substantiate that 46% of the three-month follow-up cohort were employed at three months after project completion. By six months, the percentage of the six-month follow-up cohort documented as employed had fallen to 40%. Only 30% of the 12-month follow-up cohort was documented as employed one year after these clients had left an employment development project.

The inability of projects to document long-term positive outcomes for a majority of the clients they served constitutes a serious barrier to demonstrating the effectiveness of the employment development model. We hope that the improved data collection practices put into place by projects during the spring of 2001 will help them capture accurate information about longer-term outcomes for a higher proportion of the clients who have completed services since that point in time. We recommend that the Hewlett Foundation and its technical assistance providers continue to emphasize the importance of follow-up data collection and continue to support the projects in meeting their data collection challenges.

IMPLICATIONS OF OUTCOME FINDINGS FOR PROJECT IMPROVEMENT

In this section, we discuss the lessons that can be learned from the findings about how different factors influenced client outcomes.

Need to Develop Services That Are Effective for Clients with Family Responsibilities

As described in the previous chapter, projects were less successful, on average, in placing clients with more family responsibilities—single wage earners and individuals with larger numbers of children—than they were with clients who had fewer family responsibilities. This is a particularly serious challenge, given that the intent of the Hewlett Foundation was to target low-wage workers with dependent children. This finding suggests that projects need to more carefully assess the service needs/barriers to success for clients with family responsibilities and design service enhancements to address these needs. The resulting project refinements might include more intensive case management and/or more well-developed supportive services designed to help clients balance training/work responsibilities with their existing family responsibilities.

Need to Develop Services That Are Effective for Clients with Less Formal Education

Projects were also less successful in achieving positive outcomes for clients with only a high-school diploma or GED than they were for clients who had some post-high-school education or training. It is not clear how projects should redesign their services to offset the apparent disadvantage faced by clients without education beyond high school. One possibility is to provide more remedial or basic-skills training to clients with limited formal education as they go through the project. Another possibility is to offer an additional preparatory course or phase of training to strengthen the preparatory skills that clients will need to have to succeed in occupational training in the targeted field.

Need to Clarify Potential Benefits of Participation for Individuals with Higher Pre-Program Wage Levels

Individuals with low pre-program wages enjoyed the greatest hourly wage increases after participating in the employment development projects. It is not as clear whether or how individuals benefited if they were already making at or close to the self-sufficiency wage at project enrollment.¹ We recommend that projects carefully discuss with applicants whether they will benefit from participation in the project and make sure that applicants are aware of the wage that they are likely to earn after completing the project.

Opportunity to Build on Effective Services to Improve Outcomes

Findings on how client outcomes are influenced by service and project design factors suggest that projects should take advantage of the following effective service designs:

- Providing intensive case-management and supportive services, particularly services that can help clients address problems that might otherwise lead to their dropping out of a project.

¹ When questioned about this, one project that trained certified nursing assistants for work in an acute care setting in a hospital indicated that several participants who had already been making relatively high wages prior to enrollment wanted access to the higher job quality that went with the targeted occupation. The targeted hospital jobs offered clear quality improvements when compared to the clients' previous nursing home jobs, including a lower patient-to-worker ratio and less work involving heavy lifting.

- Scheduling occupational-skills training around the schedules of clients working full-time.
- Providing more intensive post-placement services to help clients retain jobs and negotiate better wages over time.

Most of the Hewlett Foundation's employment development grantees brought to these projects a set of prior expectations and experiences based on their work with unemployed individuals seeking new jobs. These assumptions included the use of short-term intensive (full-time) training projects; a view of employers as the final "consumer" of the trained workers served by the project, rather than as an ongoing project partner; and a schedule for the delivery of project services that usually ended after an initial placement had been made. To effectively serve low-wage workers with dependent children, projects may need to turn some or all of these assumptions upside down, as suggested below.

Some of the employment development grantees began to develop less intensive training schedules designed to be compatible with full-time work over longer periods of time. The multivariate outcome analyses we performed suggest that training schedules that are designed to accommodate full-time work during the training period may result in higher placement rates than projects using the model of full-time training.

The employment development projects struggled to develop models for effective involvement of employer partners. The evaluation suggests that, by and large, the projects studied have not resolved this design challenge. In fact, in our analyses, clients served by projects with higher levels of employer involvement actually experienced lower rates of employment at the 3-month follow-up period than clients served by other projects.

Several of the employment development projects developed services that continued after the client was placed into employment. The range of post-placement services offered by these projects included peer support groups, post-placement training for skills enhancement, and support services to help clients and their new job supervisors solve problems that may arise in the work setting. The outcome analysis suggests that these efforts to continue skills enhancement and other services into the post-placement period can have a particularly advantageous influence on follow-up employment rates and post-program wage gains.

IMPLICATIONS OF EVALUATION FINDINGS FOR THE HEWLETT FOUNDATION

The employment development projects supported by the William and Flora Hewlett Foundation have succeeded in helping several hundred low-wage workers in the San Francisco Bay Area achieve substantial wage increases by entering high quality jobs in demand occupations. The success of the funded projects in achieving their immediate placement goals is encouraging, although doubtless the credit needs to be shared with the booming local economy that was eager to absorb new entrants into rapidly growing construction, health, and high technology fields during much of the study period.

Although initial placement results have been promising, particularly for several grantees that have begun to achieve economies of scale, the evaluation has not been able to provide clear information about whether the Hewlett Foundation's investment in the employment development project model can help participants achieve long-term employment in high quality jobs with wage and career advancement over time. To provide outcome information relevant to this question, it will be necessary for projects to accurately track participant progress over at least one year after participants complete project services.² Grantee data collection and reporting systems have now improved to the point that tracking participant outcomes over time is now a realistic, though time-consuming, goal.

For participants for whom post-program wage data are available, the research findings suggest that the wage gains obtained as a result of entering the targeted occupations were not large enough for most program graduates to reach self-sufficiency wage levels, at least during the first year after leaving the project. This suggests that employment development projects may have to continue to work with training graduates over an extended post-placement period to help participating families access additional supports—such as training and child care subsidies—while participants continue to ascend wage and career ladders.

² To decisively answer the question about whether project participation actually brings about long-term earnings increases and career advancement would require a carefully structured experimental research design with random assignment of individuals to a control group. This would require a far more ambitious evaluation than the current process and outcome study.

The per participant cost of initiating the employment development projects has been somewhat higher than anticipated by the Hewlett Foundation, as a result of the relatively small scale of most projects. Projects have generally served and placed lower numbers of participants than they originally anticipated, due to difficulties in recruiting low-wage workers with dependent children and challenges in helping members of this target group balance their work, family, and training commitments.

Only two-thirds of the employment development grantees have decided to continue projects serving the working poor. After developing their projects, several grantees found that serving the target population of the working poor did not fit as well with their overall agency mission or was not as compatible with their existing clientele and service designs as they had anticipated. Across the nine grantees included in this study, only six projects successfully completed their first 24-month grant and applied for a continuation grant to continue to operate programs serving the working poor.

The findings from the process and outcome evaluation of the Hewlett Foundation's employment development grantees suggest that targeting the working poor is a challenging and largely uncharted program direction whose results to date have been somewhat modest. One possible reaction to these findings would be to decide that employment development was not a promising area for continued Foundation involvement. We believe this reaction would be too hasty.

At a time when social safety nets are being reduced and national and local economies are beginning to falter, it is critically important that both the public and philanthropic sectors continue to invest in strategies that increase access to quality jobs for primary wage earners in low-income families with dependent children. A variety of studies have shown that investments in quality K-12 and post-secondary education offer clear payoffs for successful students in terms of increased earnings later in life. However, given the large number of low-wage adult workers with dependent children in American society, the choice is not whether to invest in the education of our youth *or* employment development for their low-wage working parents, but how to combine these investments in ways that strengthen the working poor in their dual roles as parents and breadwinners.

As described earlier in this chapter, the evaluation has pointed out that the Hewlett Foundation may be able to help employment development grantees improve the effectiveness and cost-effectiveness of projects targeting the working poor if they:

- Encourage projects to assess and address the specific barriers experienced by low-wage workers who also have family responsibilities.
- Implement effective practices to recruit, screen and match applicants to training services and occupations suited to their skills and interests.
- Continue to support projects that test new models for employer and union involvement in implementing career advancement opportunities for entry-level workers.
- Ensure that project services continue beyond initial placement into the targeted occupation or industry.
- Encourage grantees to develop coordinated approaches that either
 - Link together programs that prepare workers for several consecutive rungs on a career ladder, as Rubicon Programs Inc. has done for nursing assistant occupations in the health care field; or
 - Concentrate on specific ways to link on-going skills enhancement for incumbent workers to opportunities for continued wage and career advancement.

**APPENDIX A:
DATA ELEMENTS FOR TRACKING
EMPLOYMENT DEVELOPMENT
PROJECT ACCOMPLISHMENTS**

**Data Dictionary
Answers to Questions about
Required Data Elements**

Data Elements for Tracking Employment Development Project Accomplishments

(Note: All data elements identified under column headed Data Element must be captured and tracked by the project. Data elements highlighted with **bold-faced type** are needed for evaluation by SPR)

Data Element	Length (Type)	Data Format & Values	Comments
SECTION I - TO BE COLLECTED AT TIME OF INTAKE OR ENROLLMENT			
I-a. Grantee Identifier	5 (Text)	RUB, CAM, MHH, WPUSA, OPNET, SFCUL, TIHDI, CCSC, BAIEC	
I-b. Grant Under Which Participant was Served	1 (Num)	1 = first 24 month Hewlett grant 2 = second 24 month Hewlett grant 9 – missing data	A participant's post-program earnings will be compared to the self-sufficiency wage schedule that applies to the RFP in effect at the time the project was awarded the grant under which the participant was served. Each of the three self-sufficiency wage schedules and time periods are appended below.
I-c. Last name	20 (Text)		May be replaced with a project-assigned number to ensure client confidentiality. (If so, project must keep key to identity.)
I-d. First name	30 (Text)		May be replaced with a project-assigned number to ensure client confidentiality. (If so, project must keep key to identity.)
I-e. Client identifier (e.g. case number)	10 (Text)	This is your unique internal agency case identifier for this client. SPR will use this as reference if there are followup questions about a particular client record	May be useful for tracking client in project database
I-f. Address	30 (Text)		
I-g. Phone	17 (Num)	(nnn) nnn-nnnn xnnn 9999999999999999 – missing data	

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
I-h. Alternate Phone/Contact	17 (Num)	(nnn) nnn-nnnn xnnn 999999999999999999 – missing data	
I-j. County of residence at intake	15 (Text)	Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, Sonoma Z – missing data	
I-k. Birth date	10 (Num)	MM/DD/YYYY 99/99/9999 = missing data	
I-l. Education level at entry into program= enter highest grade completed	2 (Num)	1 through 16 (13-16 = post secondary education or training); code 1-9 as 01-09 99 – missing data	Must complete either I-l or I-m (or both)
I-m. Education level at entry into program = enter highest level completed	1 (Num)	1 = less than H.S. completion 2 = H.S. diploma or GED 3 = some formal education/trainingbeyond H.S. 4 = two years of college (AA degree) completed 5 = 4-year college degree 6 = additional education or degree beyond four years of college 9 – missing data	Must complete either I-l or I-m (or both)

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
I-n. Gender	1 (Text)	M/F Z - missing data	
I-o. Race	1 (Num)	Self-identified race 1 = White 2 = Black, African American, or Negro 3 = American Indian or Alaskan Native 4 = Asian 5 = Hawaiian Native or other Pacific Islander 6 = Decline to state 7 = Other 9 - missing data	
I-p. Whether of Hispanic origin	1 (Num)	Hispanic/Latino 1 = Yes 2 = No 3 = Decline to state 9 - missing data	
I-q. No. of dependent children in household	2 (Num)	00 99 - missing data	Include dependent children living in household on a full-time or shared-custody basis
I-r. Is client the only adult wage earner in his/her household?	1 (Text)	Y/N Z = missing data	

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
I-s. Monthly income at time of intake	4 (Num)	0000 9999 – missing data	
I-t. Annual income 12 months prior to intake	5 (Num)	00000 99999 – missing data	Annual income is pre-tax
I-u. Hourly wage immediately prior to starting the program	5 (Num)	00.00 99.99 - missing data	
I-v. Date of enrollment in program	10 (Num)	MM/DD/YYYY 88/88/8888 = not applicable 99/99/9999 = missing data	Date on which client services began
I-w. How long had client worked for employer at the time project training began?	1 (Num)	1 = less than 6 months 2 = between 6 months and 1 year 3 = 1 to 2 years 4 = more than 2 years	This Data Element is applicable only if I-a = 'BAIEC' NEW QUESTION SPECIFIC TO INCUMENT WORKER PROJECT; Will provide useful information about how long the individual had worked for the employer at the time they began training.
SECTION II – WHETHER PARTICIPANT FITS WFHF DEFINITION OF WORKING POOR			
II-a. Is client the primary wage earner in his/her household?	1 (Text)	Y/N Z = missing data	Indicate the participant is a primary wage earner if he/she is the sole adult earner in the household OR works at least 30 hours per week.

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
II-b. Are there dependent children in the client's household?	1 (Text)	Y/N Z - missing data	Include dependent children (under 18) living in household on a full-time or shared-custody basis.
II-c. Does the client have education level less than completion of an Associate of Arts degree?	1 (Text)	Y/N Z - missing data	(Y/N)
II-d. Was the client working at least 20 hours a week at point of enrollment into project?	1 (Text)	Y/N Z - missing data	(Y/N)
II-e. Did the client work at least 27 weeks (more than half the year) during year prior to enrollment?	1 (Text)	Y/N Z - missing data	(Y/N)
II-f. Was the client earning less than a self-sufficiency wage for county of residence?	1 (Text)	Y/N Z - missing data	(Y/N) Must be answered by referring to charts below.

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
SECTION III – CLIENT STATUS AT TIME OF DATA DUMP			
III-a. Current program status	1 (Num)	1 = still actively participating in program services 2= no longer active in program, still in contact with client through periodic follow-ups 3= no longer active in program, no longer in contact with client. 9 – missing data	
III-b. Training status at time of data dump	1 (Num)	1 = waiting for training to start 2= still in training other than internship 3= still in internship 4 = dropped out or failed to complete training 5= completed training 8 = not applicable 9 = missing data	This question is not applicable if III-a = 3

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
III-c. Date completed or left training	10 (Num)	MM/DD/YYYY 88/88/8888 = not applicable 99/99/9999 = missing data	This question is not applicable if III-b “Training status at outcome report” is 1, 2, or 3
III-d. Other services received/completed	40 (Text)	Optional; Enter each service name separated by comas	E.g. whether client participated in internship, received training stipend, ESL, post-placement supports or other discrete program services
III-e. Did participant enroll in internship program?	1 (Text)	Y/N X = not applicable Z - missing data	This applies only to Mission Hiring Hall and OpNet, which offer paid internships as a second program component after the completion of classroom training.
III-f. Date participant completed internship or left the internship	10 (Num)	MM/DD/YYYY 88/88/8888 = not applicable 99/99/9999 = missing data	This applies only to Mission Hiring Hall and OpNet, which offer paid internships as a second program component after the completion of classroom training. This question is not applicable if the response to III-e. is ‘N’
III-g. PROJECT COMPLETION DATE: Date participant became inactive, was placed into employment, or stopped receiving services without obtaining a job.	10 (Num)	MM/DD/YYYY 88/88/8888 = not applicable 99/99/9999 = missing data	N/A or date THIS IS THE TRIGGER DATE FOR THE FOLLOW-UP CONTACTS in Sections IV – VI.

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
			<p>Note: For Working Partnerships, we have agreed that the project completion date will be defined as the earliest date that any of the following occur after project entry: a) the client obtains a permanent job with an outside employer; b) the client completes training without entering employment with either the staffing agency or another employer; c) the client reaches the 3 month anniversary of the date they started working for the WP staffing agency. This means that a client can still be active with the project (e.g., in training or working for the staffing agency) and be scheduled for a followup.</p> <p>Note: For clients who participated in internship, this should be at or after the end of the internship. This question is not applicable if the response to III-a. is 'N'</p>
<p>Question from earlier version has been deleted.</p>			
<p>Question from earlier version has been deleted.</p>			
<p>Question from earlier version has been deleted.</p>			

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
III-h. Did the client ever participate in the project's skills training component	1 (Text)	Y/N X = not applicable Z - missing data	This Data Element is applicable only if I-a = 'WPUSA' or I-a = 'CAM' Note: Check as many services (III-h, III-i, III-j) as apply.
III-i. Did the client work as an employee of a staffing agency as part of the project?	1 (Text)	Y/N X = not applicable Z - missing data	This Data Element is applicable only if I-a = 'WPUSA' or I-a = 'CAM' Note: Check as many services (III-h, III-i, III-j) as apply.
III-j. Did the client receive a direct placement into a permanent job from a staffing agency, either on a fee or no-fee basis?	1 (Text)	Y/N X = not applicable Z - missing data	This Data Element is applicable only if I-a = 'WPUSA' or I-a = 'CAM' Note: Check as many services (III-h, III-i, III-j) as apply.
III-k. If client worked as an employee of the staffing agency, total number of paid hours as a staffing agency employee to date	4 (Num)	0000 8888 = Not Applicable (III-h = N)) 9999 = Missing Data	This Data Element is applicable only if I-a = 'WPUSA' or I-a = 'CAM'

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
SECTION IV - CLIENT OUTCOME AT COMPLETION OF TRAINING OR WHEN CLIENT LEFT PROJECT -			
IV-a. At the time he/she left project services, was the client employed in a new job (either a job with a new employer or a new job with their previous employer)?	1 (Text)	N = No Y = Yes, client began job with new employer after entering the project or received a new job title/responsibilities with the same employer after entering the project. X - not applicable Z - missing data	
IV-b. Did client enter a new job that uses the skills provided during training or is in the industry/occupation targeted by the project?	1 (Text)	Y/N X - not applicable Z - missing data	Applicable only if IV-a = 'Y'
IV-c. Date of employment	10 (Num)	MM/DD/YYYY 88/88/8888 = not applicable 99/99/9999 = missing data	Applicable only if IV-a = 'Y'

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
IV-d. Employer	20 (Text)		Optional, for project use SPR doesn't need to receive this, but wants to make sure project collects it. If I-a = 'BAIEC', this is the employer for whom they were working when they began project
IV-e. Contact information for job supervisor	30 (Text)		Optional, for project use. SPR doesn't need to receive this, but wants to make sure project collects it.
IV-f. Placement hourly wage	5 (Num)	99.99	Applicable only if IV-a = 'Y' If I-a = 'BAIEC', this is the hourly wage at the conclusion of the training period.
IV-g. Planned hours per week of work	2 (Num)	99	Applicable only if IV-a = 'Y' If I-a = 'BAIEC', this is the planned hours per week at the conclusion of the training period.
IV-h. Is job considered temporary (intended to last less than 90 days) or permanent?	1 (Text)	T/P X = not applicable Z = missing data	Applicable only if IV-a = 'Y'

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
IV-i. Does job offer health benefits, either immediately or after a probation period of up to 90 days?	1 (Text)	Y/N X = not applicable Z = missing data	Applicable only if IV-a = 'Y'
IV-j. Did client retain the first new job at least 30 days?	1 (Text)	Y/N X = not applicable Z = missing data	Applicable only if IV-a = 'Y' If I-a = 'BAIEC', this question asks whether the client retained the job that they had had since the beginning of training at least 30 days after training ended.
SECTION V - 3 MONTH FOLLOWUP			
V-a Date 3-Month Followup Completed	10 (Num)	MM/DD/YYYY 88/88/8888 = not applicable, scheduled follow-up contact not due yet or not completed 99/99/9999 = missing data	
V-b. Employment status at 3 months	1 (Num)	1= employed at same job as reported at program completion 2= employed at new job 3 = unemployed, looking for work 4 = not employed, not looking for work 9 - missing data	Employed at same job as first job, employed at new job, not employed Project probably wants to collect name of employer and contact information for work supervisor, if different job than at initial placement.

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
V-c. Total weeks unemployed, if any, during 3 months after program completion/placement	2 (Num)	00-13 99 = missing data	
V-d. Current hourly wage	5 (Num)	00.00 88.88 - not applicable 99.99 - missing data	Not applicable if Section V-b. Employment status is "3."
V-e. Hours per week of work	2 (Num)	00-40 99= missing 88 = not applicable	Not applicable if Section V-b. Employment status at 3 months is "3"
V-f. Is job considered temporary (intended to last less than 90 days) or permanent?	1 (Text)	T/P X = not applicable Z = missing data	Not applicable if Section V-b. Employment status at 3 months is "3"
V-g. Does job offer health benefits?	1 (Text)	Y/N X = not applicable Z = missing data	Not applicable if Section V-b. Employment status at 3 months is "3"

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
SECTION VI - 6 MONTH FOLLOWUP DATA ELEMENT			
VI-a. Date 6-month Followup Completed	10 (Num)	MM/DD/YYYY 88/88/8888 = not applicable, scheduled follow-up contact not due yet or not completed 99/99/9999 = missing data	
VI-b. Employment status at 6 months	1 (Num)	1= employed at same job as reported at 3-month followup 2= employed at new job 3 = unemployed 9 – missing data	Project will probably want to collect name of employer and contact information for work supervisor, if different job than at 3-month follow-up.
VI-c. Total weeks unemployed, if any, during last three months (e.g., between month 3 and month 6 after leaving project)	2 (Num)	0-13 99 = missing data	
VI-d. Current hourly wage	5 (Num)	99.99 99 = missing data 88 = not applicable	Not applicable if Section VI-b. Employment status at 6 months is “3”
VI-e. Hours per week of work	2 (Num)	00-40 99 = missing data 88 = not applicable	Not applicable if Section VI-b. Employment status at 6 months is “3”

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
VI-f. Is job considered temporary or permanent?	1 (Text)	T/P X = not applicable Z = missing data	Not applicable if Section VI-b. Employment status at 6 months is "3"
VI-g. Does job offer health benefits?	1 (Text)	Y/N X = not applicable Z = missing data	Not applicable if Section VI-b. Employment status at 6 months is "3"
SECTION VII - 12 MONTH FOLLOWUP			
VII-a. Date 12-month Followup Completed	10 (Num)	MM/DD/YYYY 88/88/8888 = not applicable, scheduled follow-up contact not due yet or not completed 99/99/9999 = missing data	
VII-b. Employment status at 12 months	1 (Num)	1= employed at same job as held at 6 month followup 2= employed at new job 3 = unemployed, looking for work 4 = not employed, not looking for work 9 - missing data	Employed at same job as 6 month followup, employed at new job, not employed Project probably wants to collect name of employer and contact information for work supervisor, if different job than at 6-month follow-up.

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Data Element	Length (Type)	Data Format & Values	Comments
VII-c. Total weeks unemployed, if any, during last six months	2 (Num)	0 – 13 88 – not applicable 99 = missing data	
VII-c. Current hourly wage	5 (Num)	00.00 88.88 = not applicable 99.99 = missing data	Not applicable if Section VII-b. Employment status at 12 months is “3”
VII-e. Hours per week of work	2 (Num)	00 88 = not applicable 99 = missing data	Not applicable if Section VII-b. Employment status at 12 months is “3”
VII-f. Is job considered temporary or permanent?	1 (Text)	T/P X = not applicable Z = missing data	Not applicable if Section VII-b. Employment status at 12 months is “3”
VII-g. Does job offer health benefits?	1 (Text)	Y/N X = not applicable Z = missing data	Not applicable if Section VII-b. Employment status at 12 months is “3”

Data Elements for Tracking Employment Development Project Accomplishments, Continued

Hourly Self Sufficiency Wage Levels Referenced in Hewlett Employment Development RFPs			
	I	II	III
County/Grant Period	3/98 - 5/99	6/99 - 2/01	3/01 and after
Alameda	\$13.81	\$14.25	\$16.00
Contra Costa	\$13.03	\$13.45	\$15.00
Marin	\$14.83	\$15.30	\$17.00
Napa	\$12.40	\$12.79	\$14.00
San Francisco	\$13.61	\$14.04	\$15.00
San Mateo	\$13.64	\$14.07	\$15.00
Santa Clara	\$14.64	\$15.11	\$16.00
Solano	\$12.17	\$12.56	\$14.00
Sonoma	\$11.82	\$12.19	\$13.00

NOTES

Column I applies to grantees funded between March 1998 and May 1999. This includes: BAIEC - 1st grant, MHH - 1st grant, TIHDI, WPUSA - 1st grant, CCSCC - 1st grant, SFCUL]

Column II applies to grantees funded between June 1999 and February 2001. This includes: OPNET, CAM, Rubicon, BAIEC - 2nd grant, MHH - 2nd grant, WPUSA - 2nd grant, CCSCC - 2nd grant]

Column III applies to applies to grantees funded after March 2001 (Future grantees].

ANSWERS TO QUESTIONS ABOUT REQUIRED DATA ELEMENTS

1. Not all our clients fit the Hewlett Foundation's criteria for working poor. For which clients does Hewlett Foundation want us to submit the required data elements?

- Individuals whose services were supported using funds from the Hewlett Foundation grant
- Individuals that were served as part of the project's effort to target the working poor.
- In our analysis of the data provided by the projects, SPR will be
 - Assessing the extent to which reported participants met each of the six criteria established by Hewlett
 - Focusing on analyzing outcomes for individuals who meet the definition of working poor.

2. If we provide a participant with a paid internship, should that be counted as placement into paid employment?

- We consider an internship as part of the training provided by the program, rather than as an employment outcome, particularly if the internship stipend is subsidized by the program.
- If an individual is hired on a permanent basis by the same employer for which she/he completed an internship, the date of hire should be recorded as the date the individual began working as a regular employee, and the placement wage should be the wage negotiated for regular employment, rather than the previous internship stipend.

3. What time frame does the evaluation data collection cover?

- We would like to receive data on all participants who have been **enrolled** in projects under the Hewlett Foundation grants during the period up to and including June 30, 2001. (For projects that have already been renewed for a second 24-month period, this includes both the first and second grant periods.)
- For participants who were enrolled during this study window, we would like to receive data that includes **information on the current status of participants** for each of the variables in section III as well as **information on post-program outcomes** for the variables in Sections V, VI, and VII **for the period up to and including August 31, 2001**. This includes information from all follow-up contacts scheduled to take place prior to August 31, 2001.
- We suggest an initial "practice" data transfer in early July 2001 that will include final data on participant characteristics and eligibility (data collected at the time of enrollment). We will use this initial transfer to make sure data record formats and value ranges are as expected.
- We would like to receive final evaluation data in early September 2001.

Answers to Questions About Required Data Elements, Continued

- 4. The required data list includes two variables describing education level at the time of program entry, one that asks for the highest grade completed, and one that asks whether several specific levels of education have been reached (e.g., high school completion, two years of college). Why have you included these two very similar questions?**
- We offer grantees the option of completing either or both of these questions. If you have collected data that enables you to answer the question about highest grade completed, that's great. If you can only answer whether major levels of education have been completed, that's fine, too.
- 5. In the data dictionary, you have separated the questions and responses for race and whether of Hispanic ethnicity. How should we report data on race, if we collected this data using as a combined question, with Hispanic/Latino/Spanish as one of the response codes under race?**
- We do not expect you to collect new data to answer this question if you have already collected race/ethnicity data using a consolidated set of response codes.
 - For individuals who have indicated on a combined race/ethnicity question that they identify themselves as Hispanic/Latino/Spanish, you may enter "missing" as the response code for race.
 - If you separate the data collection questions for race and Hispanic ethnicity at some point in the future, individuals who identify themselves as of Hispanic ethnicity would be able to select any of the available response codes under race, including "other" or "decline to state."
- 6. How often do we need to update the data items reporting current participant status (e.g., whether the participant is currently receiving training, whether he/she is still actively receiving program services)?**
- We recommend that programs update the data items in Section III on a regular basis as a good management practice.
 - However, we only need to collect this information once for the evaluation—**as of August 31, 2001**. It will meet our evaluation needs if you make sure these data items are current as of this date
 - The variables on current status in Section III should be updated each time thereafter that you submit outcome data to the Hewlett Foundation.
- 7. How will the self-sufficiency wages listed in the Hewlett Foundation's Employment Development RFPs be applied to the evaluation of specific projects?**
- In addition to analyzing the actual post-program wages and wage increases achieved by the participants in each project, we will compare outcomes to the self-sufficiency wage listed in the Hewlett Foundation's RFP under which each of your grants was funded.
 - Thus, if you were awarded an initial grant between March 1998 and May 1999, the self-sufficiency wage level that will be applied to participants served under that grant is shown in the left-hand column in the chart below.

Answers to Questions About Required Data Elements, Continued

- If you were awarded an initial or a continuation grant between June 1999 and February 2001, the self-sufficiency wage level that will be applied to participants served under that grant is shown in the middle column in the chart below.
- For grants awarded after March 2001, the self-sufficiency wage shown in the right-hand column will be applied to participant outcomes.

Hourly Self Sufficiency Wage Levels Referenced in Hewlett Employment Development RFPs			
Date of Grant Awarded by Hewlett Foundation			
County	3/98 - 5/99	6/99 - 2/01	3/01 and after
Alameda	\$13.81	\$14.25	\$16.00
Contra Costa	\$13.03	\$13.45	\$15.00
Marin	\$14.83	\$15.30	\$17.00
Napa	\$12.40	\$12.79	\$14.00
San Francisco	\$13.61	\$14.04	\$15.00
San Mateo	\$13.64	\$14.07	\$15.00
Santa Clara	\$14.64	\$15.11	\$16.00
Solano	\$12.17	\$12.56	\$14.00
Sonoma	\$11.82	\$12.19	\$13.00

8. Will we be expected to continue to collect and report the required data elements for participants served under the Hewlett Foundation grant beyond the period of the SPR evaluation?

- Hewlett Foundation has adopted the required data elements as the basis for its ongoing accountability and reporting requirements for all Employment Development grantees.
- However, there will be a transition period as Hewlett works with projects to build their capacity to address these reporting requirements on an ongoing basis.
- Initial data collection efforts should focus on meeting the needs of the evaluation.
- Where possible, these efforts should support the ability of the projects to collect and report the required data elements on an ongoing basis.

Answers to Questions About Required Data Elements, Continued

9. What is the difference between the support role being played by SPR and that being played by CompuMentor?

- SPR role includes:
 - Completion of final site visit to document project implementation, accomplishments, and lessons learned
 - Review of data availability vis a vis required data elements
 - Assistance collecting data to fill data gaps (helping to design survey forms, design and implement data collection strategies)
 - Pass-through for limited funding for incentive payments to increase response rate for delayed follow-up contacts with previous participants
 - Coordination with CompuMentor and projects in developing record layouts for data extracts to be provided to SPR
 - After data collection and data transfer is complete, analyzing outcomes and preparing Final Evaluation Report.
- CompuMentor role includes tailored assistance to each project focusing on challenges related to MIS design and building automated files to share with SPR.
- SPR and CompuMentor will be coordinating closely with each other on these tasks

APPENDIX B:
Employment of Targeted Enrollees
Including and Excluding Clients with
Missing Outcome Data

TABLE B-1
EMPLOYMENT OF TARGETED ENROLLEES
INCLUDING AND EXCLUDING CLIENTS WITH MISSING OUTCOME DATA
(ALL GRANTEES)

Project/Total Number of Targeted Enrollees	Number and % Employed in New Job At Completion of Training or Services		Number and % Employed in Any Job					
			At Three-Month Follow-up		At Six-Month Follow-up		At Twelve-Month Follow-up	
	N	(%)	N	(%)	N	(%)	N	(%)
All Data								
Employed	181	58%	143	46%	99	40%	54	30%
Not Employed	86	28%	17	6%	12	5%	6	3%
Missing	45	14%	151	49%	137	55%	119	67%
Total	312	100%	311	100%	248	100%	179	100%
Excluding Missing Data								
Employed	181	68%	143	89%	99	89%	54	90%
Not Employed	86	32%	17	11%	12	11%	6	10%
Total	267	100%	160	100%	111	100%	60	100%

TABLE B-2
EMPLOYMENT OF TARGETED ENROLLEES
INCLUDING AND EXCLUDING CLIENTS WITH MISSING OUTCOME DATA
BAY AREA INDUSTRY EDUCATION COUNCIL (BAIEC)

Project/Total Number of Targeted Enrollees	Number and % Employed in New Job At Completion of Training or Services [§]		Number and % Employed in Any Job					
			At Three-Month Follow-up		At Six-Month Follow-up		At Twelve-Month Follow-up	
	N	(%)	N	(%)	N	(%)	N	(%)
All Data								
Employed	—	—	25	93%	25	93%	15	60%
Not Employed	—	—	0	0%	0	0%	0	0%
Missing	—	—	2	7%	2	7%	10	40%
Total	—	—	27	100%	27	100%	25	100%
Excluding Missing Data								
Employed	—	—	25	100%	25	100%	15	100%
Not Employed	—	—	0	0%	0	0%	0	0%
Total	—	—	25	100%	25	100%	15	100%

[§] We have excluded clients served by Bay Area Industry Education Council (BAIEC) from the computation of the rate at which clients entered new jobs at project completion, because this project served incumbent workers who were not expected to change employers.

TABLE B-3
EMPLOYMENT OF TARGETED ENROLLEES
INCLUDING AND EXCLUDING CLIENTS WITH MISSING OUTCOME DATA
COMMUNITY ACTION MARIN (CAM)

Project/Total Number of Targeted Enrollees	Number and % Employed in New Job At Completion of Training or Services		Number and % Employed in Any Job					
			At Three-Month Follow-up		At Six-Month Follow-up		At Twelve-Month Follow-up	
	N	(%)	N	(%)	N	(%)	N	(%)
All Data								
Employed	39	83%	31	76%	20	71%	4	80%
Not Employed	7	15%	2	5%	1	4%	0	0%
Missing	1	2%	8	20%	7	25%	1	20%
Total	47	100%	41	100%	27	100%	5	100%
Excluding Missing Data								
Employed	39	85%	31	94%	20	95%	4	100%
Not Employed	7	15%	2	6%	1	5%	0	0%
Total	46	100%	33	100%	21	100%	4	100%

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TABLE B-4
EMPLOYMENT OF TARGETED ENROLLEES
INCLUDING AND EXCLUDING CLIENTS WITH MISSING OUTCOME DATA
CATHOLIC CHARITIES OF SANTA CLARA COUNTY (CCSC)

Project/Total Number of Targeted Enrollees	Number and % Employed in New Job At Completion of Training or Services		Number and % Employed in Any Job					
			At Three-Month Follow-up		At Six-Month Follow-up		At Twelve-Month Follow-up	
	N	(%)	N	(%)	N	(%)	N	(%)
All Data								
Employed	22	39%	18	35%	12	35%	1	4%
Not Employed	2	4%	1	2%	0	0%	0	0%
Missing	32	57%	32	63%	22	65%	22	96%
Total	56	100%	51	100%	34	100%	23	100%
Excluding Missing Data								
Employed	22	92%	18	95%	12	100%	1	100%
Not Employed	2	8%	1	5%	0	0%	0	0%
Total	24	100%	19	100%	12	100%	1	100%

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TABLE B-5
EMPLOYMENT OF TARGETED ENROLLEES
INCLUDING AND EXCLUDING CLIENTS WITH MISSING OUTCOME DATA
MISSION HIRING HALL (MHH)

Project/Total Number of Targeted Enrollees	Number and % Employed in New Job At Completion of Training or Services		Number and % Employed in Any Job					
			At Three-Month Follow-up		At Six-Month Follow-up		At Twelve-Month Follow-up	
	N	(%)	N	(%)	N	(%)	N	(%)
All Data								
Employed	51	46%	39	36%	29	30%	25	32%
Not Employed	60	54%	1	1%	0	0%	0	0%
Missing	1	1%	69	63%	68	70%	53	68%
Total	112	100%	109	100%	97	100%	78	100%
Excluding Missing Data								
Employed	51	46%	39	98%	29	100%	25	100%
Not Employed	60	54%	1	3%	0	0%	0	0%
Total	111	100%	40	100%	29	100%	25	100%

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TABLE B-6
EMPLOYMENT OF TARGETED ENROLLEES
INCLUDING AND EXCLUDING CLIENTS WITH MISSING OUTCOME DATA
OPNET

Project/Total Number of Targeted Enrollees	Number and % Employed in New Job At Completion of Training or Services		Number and % Employed in Any Job					
			At Three-Month Follow-up		At Six-Month Follow-up		At Twelve-Month Follow-up	
	N	(%)	N	(%)	N	(%)	N	(%)
All Data								
Employed	7	30%	8	35%	8	36%	4	24%
Not Employed	8	35%	7	30%	5	23%	4	24%
Missing	8	35%	8	35%	9	41%	9	53%
Total	23	100%	23	100%	22	100%	17	100%
Excluding Missing Data								
Employed	7	47%	8	53%	8	62%	4	50%
Not Employed	8	53%	7	47%	5	39%	4	50%
Total	15	100%	15	100%	13	100%	8	100%

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TABLE B-7
EMPLOYMENT OF TARGETED ENROLLEES
INCLUDING AND EXCLUDING CLIENTS WITH MISSING OUTCOME DATA
RUBICON PROGRAMS, INC. (RUB)

Project/Total Number of Targeted Enrollees	Number and % Employed in New Job At Completion of Training or Services		Number and % Employed in Any Job					
			At Three-Month Follow-up		At Six-Month Follow-up		At Twelve-Month Follow-up	
	N	(%)	N	(%)	N	(%)	N	(%)
All Data								
Employed	15	100%	14	93%	—	—	—	—
Not Employed	0	0%	0	0%	—	—	—	—
Missing	0	0%	1	7%	—	—	—	—
Total	15	100%	15	100%	—	—	—	—
Excluding Missing Data								
Employed	15	100%	14	100%	—	—	—	—
Not Employed	0	0%	0	0%	—	—	—	—
Total	15	100%	14	100%	—	—	—	—

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TABLE B-8
EMPLOYMENT OF TARGETED ENROLLEES
INCLUDING AND EXCLUDING CLIENTS WITH MISSING OUTCOME DATA
TREASURE ISLAND HOMELESS DEVELOPMENT INITIATIVE (TIHDI)

Project/Total Number of Targeted Enrollees	Number and % Employed in New Job At Completion of Training or Services		Number and % Employed in Any Job					
			At Three-Month Follow-up		At Six-Month Follow-up		At Twelve-Month Follow-up	
	N	(%)	N	(%)	N	(%)	N	(%)
All Data								
Employed	22	82%	1	4%	2	7%	3	11%
Not Employed	4	15%	5	19%	4	15%	1	4%
Missing	1	4%	21	78%	21	78%	23	85%
Total	27	100%	27	100%	27	100%	27	100%
Excluding Missing Data								
Employed	22	85%	1	17%	2	33%	3	75%
Not Employed	4	15%	5	83%	4	67%	1	25%
Total	26	100%	6	100%	6	100%	4	100%

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TABLE B-9
EMPLOYMENT OF TARGETED ENROLLEES
INCLUDING AND EXCLUDING CLIENTS WITH MISSING OUTCOME DATA
WORKING PARTNERSHIPS USA (WPUSA)

Project/Total Number of Targeted Enrollees	Number and % Employed in New Job At Completion of Training or Services		Number and % Employed in Any Job					
			At Three-Month Follow-up		At Six-Month Follow-up		At Twelve-Month Follow-up	
	N	(%)	N	(%)	N	(%)	N	(%)
All Data								
Employed	25	78%	7	39%	3	23%	2	50%
Not Employed	5	16%	1	6%	2	15%	1	25%
Missing	2	6%	10	56%	8	62%	1	25%
Total	32	100%	18	100%	13	100%	4	100%
Excluding Missing Data								
Employed	25	83%	7	88%	3	60%	2	67%
Not Employed	5	17%	1	13%	2	40%	1	33%
Total	30	100%	8	100%	5	100%	3	100%

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**APPENDIX C:
DETAILED FINDINGS
FROM OLS REGRESSION ANALYSIS**

Table C-1. Influence of Client Characteristics

Table C-2. Influence of Services Received

Table C-3. Influence of Project Features

**TABLE C-1. HOW CLIENT CHARACTERISTICS AFFECT OUTCOMES:
FINDINGS FROM OLS REGRESSION MODELS**

Explanatory Variables Used in Model	Regression Coefficient (Standard Error) for Explanatory Variable					
	Outcome Variable Used in Model					
	Whether Employed at End of Program	Whether Employed at Same Job at 3 Mo. Follow-up	Whether Employed at 3-Mo. Follow-up	Percent Wage Increase at Placement	Whether at Self-Sufficiency Wage at Placement	Percent Wage Increase at 3-Mo. Follow-up
Age	-0.00 (0.00)	-0.00 (0.00)	-0.00 (0.00)	-0.11 (0.27)	0.00 (0.00)	-0.05 (0.35)
Education:						
Less than High School	0.02 (0.09)	0.00 (0.09)	-0.08 (0.09)	-11.68 (8.97)	-0.01 (0.08)	-6.44 (12.47)
More than High School	0.15* (0.08)	0.05 (0.08)	0.05 (0.08)	5.65 (6.81)	0.07 (0.06)	9.63 (9.01)
AA Degree	0.49** (0.21)	-0.08 (0.21)	0.17 (0.22)	38.21** (16.25)	0.12 (0.14)	2.25 (25.18)
BS Degree	-0.35** (0.15)	-0.23 (0.15)	-0.26* (0.15)	--	-0.06 (0.29)	--
Female	0.11 (0.07)	-0.01 (0.07)	-0.01 (0.07)	3.69 (6.99)	-0.01 (0.06)	-2.11 (9.97)

* Statistically significant at the 90 percent confidence level in a two-tailed test.

** Statistically significant at the 95 percent confidence level in a two-tailed test.

*** Statistically significant at the 99 percent confidence level in a two-tailed test.

TABLE C-1. HOW CLIENT CHARACTERISTICS AFFECT OUTCOMES
Continued

Explanatory Variables Used in Model	Regression Coefficient (Standard Error) for Explanatory Variable					
	Outcome Variable Used in Model					
	Whether Employed at End of Program	Whether Employed at Same Job at 3 Mo. Follow-up	Whether Employed at 3-Mo. Follow-up	Amount of Wage Increase at Placement	Whether at Self-Sufficiency Wage at Placement	Amt. of Wage Increase at 3-Mo. Follow-up
Race/Ethnicity						
Latino	0.03 (0.08)	-0.07 (0.08)	-0.08 (0.08)	4.58 (7.63)	-0.00 (0.07)	5.01 (9.70)
African American	0.07 (0.09)	-0.15* (0.09)	-0.23** (0.09)	5.12 (7.90)	0.05 (0.07)	2.93 (10.53)
Other	0.06 (0.10)	-0.09 (0.10)	-0.13 (0.10)	-10.89 (9.55)	-0.00 (0.09)	2.76 (13.34)
Only Household Wage Earner	-0.22** (0.11)	-0.10 (0.10)	-0.07 (0.12)	-14.38 (8.90)	-0.04 (0.08)	1.38 (15.68)
No. of Dependents	-0.11*** (0.03)	-0.03 (0.03)	-0.05 (0.04)	1.11 (3.32)	0.01 (0.03)	5.28 (4.57)
Pre-program Hourly Wage	0.01 (0.01)	0.00 (0.01)	-0.01 (0.01)	-12.74*** (1.16)	-0.01 (0.01)	-12.49*** (1.66)

* Statistically significant at the 90 percent confidence level in a two-tailed test.

** Statistically significant at the 95 percent confidence level in a two-tailed test.

*** Statistically significant at the 99 percent confidence level in a two-tailed test.

**TABLE C-2. HOW PROGRAM EXPERIENCE AFFECTS OUTCOMES:
FINDINGS FROM OLS REGRESSION MODELS**

Explanatory Variables Used in Models	Regression Coefficient (Standard Error) for Explanatory Variable					
	Outcome Variable Used in Model					
	Whether Employed at End of Program	Whether Employed at Same Job at 3 Mo. Follow-up	Whether Employed at 3- Mo. Follow-up	Percent Wage Increase at Placement	Whether at Self- Sufficiency Wage at Placement	Percent Wage Increase at 3-Mo. Follow-up
Participated in Training	0.22** (0.10)	0.44*** (0.10)	0.60*** (0.11)	-6.56 (8.70)	-0.09 (0.08)	6.57 (13.01)
Did Not Complete Training	-0.42*** (0.08)	-0.43*** (0.08)	-0.46*** (0.08)	-9.74 (9.47)	-0.02 (0.09)	-14.91 (13.52)
Participated in Internship	-0.09 (0.20)	0.19 (0.17)	0.00 (0.18)	-33.18 (27.42)	-0.47 (0.24)	-12.36 (37.61)
Weeks in Program	0.00 (0.00)	0.00 (0.00)	-0.00 (0.00)	0.07 (0.15)	0.00 (0.00)	-0.01 (0.22)

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* Statistically significant at the 90 percent confidence level in a two-tailed test.
 ** Statistically significant at the 95 percent confidence level in a two-tailed test.
 *** Statistically significant at the 99 percent confidence level in a two-tailed test.

**TABLE C-3. HOW PROJECT FEATURES AFFECT OUTCOMES:
FINDINGS FROM OLS REGRESSION MODELS**

Explanatory Variables Used in Model	Regression Coefficient (Standard Error) for Explanatory Variable					
	Outcome Variable Used in Model					
	Whether Employed at End of Program	Whether Employed at Same Job at 3 Mo. Follow-up	Whether Employed at 3- Mo. Follow-up	Percent Wage Increase at Placement	Whether at Self-Sufficiency Wage at Placement	Percent Wage Increase at 3- Mo. Follow-up
Grantee Funding from Multiple Streams	0.13 (0.21)	-0.49*** (0.15)	-0.59*** (0.16)	-10.58 (14.25)	0.02 (0.13)	-52.72 (38.32)
Strong Employer Involvement	0.28** (0.11)	-0.28** (0.11)	-0.26** (0.12)	3.64 (11.98)	0.06 (0.11)	-24.88 (29.32)
Community College Used as Training Provider	-0.24* (0.14)	0.52*** (0.14)	0.40*** (0.16)	0.91 (13.16)	0.09 (0.12)	24.09 (29.79)
Training Schedule Expects Full Time Training	-0.52*** (0.14)	-0.58*** (0.12)	-0.65*** (0.13)	-4.72 (11.64)	0.19* (0.10)	-18.04 (15.12)
Intensive Case Management and Post Placement Services	-0.20* (0.12)	0.43*** (0.11)	0.61*** (0.13)	2.86 (9.37)	-0.01 (0.08)	42.79 (30.05)

* Statistically significant at the 90 percent confidence level in a two-tailed test.

** Statistically significant at the 95 percent confidence level in a two-tailed test.

*** Statistically significant at the 99 percent confidence level in a two-tailed test.

