CSG Justice Center — THE COUNCIL OF STATE GOVERNMENTS

ON TRACK

How well are states preparing youth in the juvenile justice system for employment?

SEPTEMBER 2019

BJA — Bureau of Justice Assistance, U.S. Department of Justice

the **NATIONAL REENTRY RESOURCE CENTER**

CSG | **Justice Center**

The Council of State Governments Justice Center

Mission

We develop research-driven strategies to increase public safety and strengthen communities.

Who We Are

We combine the power of a membership association, representing state officials in all three branches of government, with the expertise of a policy and research team focused on assisting others to attain measurable results.

- Delivers technical assistance (TA) and training for Second Chance Act grantees

- Advances the knowledge base of the reentry field

- Promotes what works in reentry and successes of grantees

- Facilitates peer networks and information exchange

- Provides information for people returning to communities and their families

Agenda

- ❖ **Background**
- ❖ Key Findings
- ❖ Recommendations
- ❖ Discussions Questions

The CSG Justice Center published *Locked Out* in 2015.

- In 2015, the CSG Justice Center partnered with Council of Juvenile Correctional Administrators (CJCA) to conduct a 50-state survey on the provision of educational services in juvenile justice facilities

Workforce development services are increasingly important for incarcerated youth and youth under community supervision, but they have historically faced challenges.

- *Poor Outcomes:* Approximately 50% of youth on probation and 65% of youth returning from incarceration are re-arrested within one year.

- *Aging Population:* In 1997, 62% of youth in facilities were 16 and older; in 2015, it was 69%. In 2016, 310,000 youth were placed on probation—almost half were 16 or older.

- *Higher Needs:* Youth in facilities are now more likely to have a higher risk of reoffending, have fewer social supports, and be over-age and under-credited. As a result, the transition to independence and paid employment for these youth is increasingly important to their successful reentry.

Workforce development services are increasingly important for incarcerated youth and youth under community supervision, but they have historically faced challenges.

- *Economic Opportunity and Gaps*: States and locales are increasingly prioritizing college and career readiness; there is a low unemployment rate; growing need for high-skilled labor; but unemployment rates for young adults remain high (16-19 is 4 times the rate for 20>) .

- *Employment Program Challenges:* Despite the isolated success of some programs, employment programs targeted at opportunity youth have shown limited success at long-term job placement and retention.

In 2019, the CSG Justice Center partnered with CJCA to conduct a follow up 50-state survey on CTE and workforce development services for incarcerated youth.

Methodology:

- Disseminated to and received responses from all 50 state juvenile correctional administrators

Survey questions focused on:

- Delivery of CTE and workforce services in facilities and in the community

- Partnerships with businesses, postsecondary institutions, and workforce development agencies

- Reentry and employment connections

- Data collection and reporting

The survey was designed to answer three key questions:

- What workforce development services are provided to incarcerated youth in facilities and when they return to the community, and how are these services integrated into case and reentry planning?

- Are juvenile justice agencies partnering with workforce development agencies, educational entities, and employers to promote incarcerated youth's career readiness and help youth to obtain meaningful employment in the community?

- What data are collected and reported on workforce development service provision, employment, and related youth outcomes?

Agenda
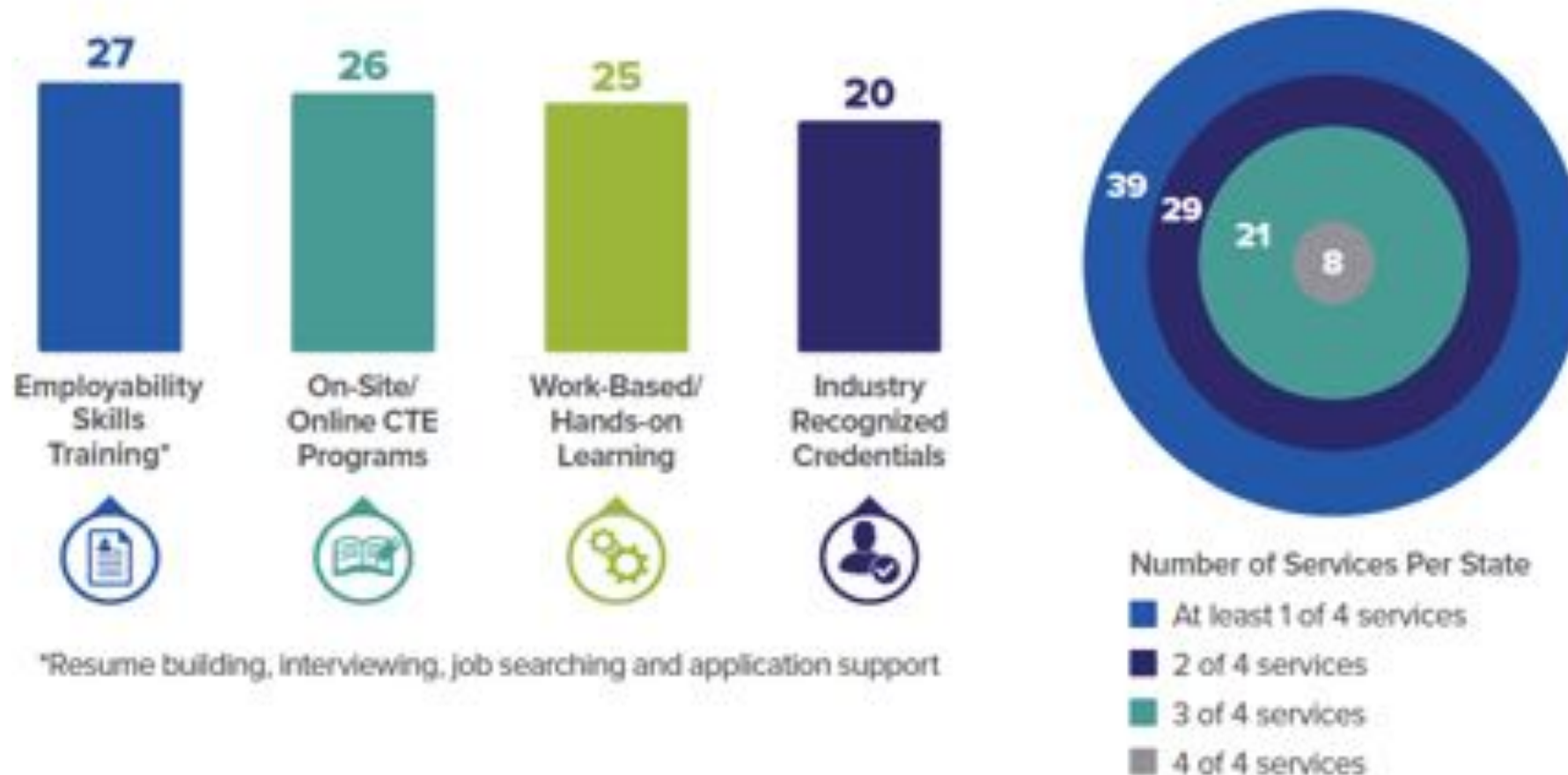
❖ Background

❖ **Key Findings**

❖ Recommendations

❖ Discussions Questions

Key Finding #1

❑ Most incarcerated youth are not provided the workforce development services necessary to obtain viable employment in the community after release.

States do not provide all youth in facilities with access to comprehensive CTE and workforce development services.

FIGURE 1 | Number of States Offering Core Workforce Development Services to All Incarcerated Youth

27 — Employability Skills Training*

26 — On-Site/Online CTE Programs

25 — Work-Based/Hands-on Learning

20 — Industry Recognized Credentials

*Resume building, interviewing, job searching and application support

39 / 29 / 21 / 8

Number of Services Per State
- At least 1 of 4 services
- 2 of 4 services
- 3 of 4 services
- 4 of 4 services

In most states, the types of workforce development services offered are not based on labor market trends or youth outcome data.

FIGURE 2 | Factors Influencing What Workforce Development Services Are Offered in Facilities (by Number of States)

- 41 — Staff Availability
- 29 — Labor Market Trends
- 14 — Employer Feedback
- 9 — Outcome Data
- 4 — None of the Above

Few states offer CTE courses to all youth in key areas of national labor market growth.

Given the lack of an intentional approach, it's unsurprising that few states offer CTE courses to all youth in key areas of national labor market growth. The survey found that only:

Fifteen states offer CTE courses to all incarcerated youth in information technology and computer programming. *Of the 35 states that do not offer these courses, nine states do not even provide youth in secure facilities with access to the internet.*

Nine states offer CTE courses to all youth in culinary arts.
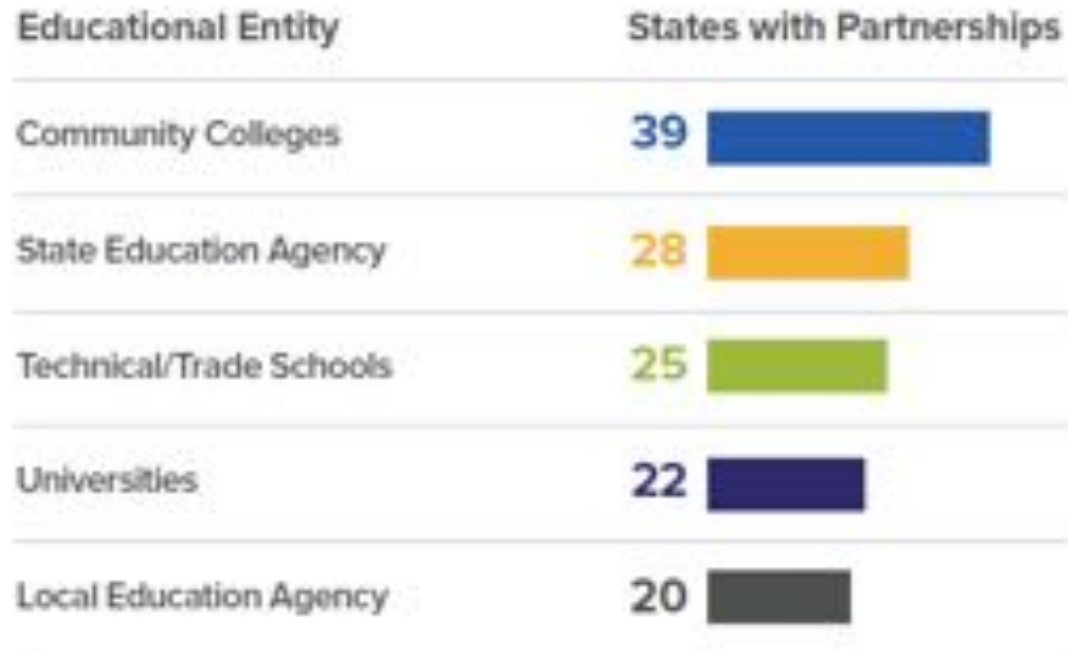
Six states offer CTE courses to all youth in building trades.

Key Finding #2

❑ Most state juvenile correctional agencies lack the partnerships needed to help incarcerated youth overcome barriers to obtaining viable employment in the community.

State juvenile correctional agencies lack diverse partnerships with key workforce development entities and educational partners.

Educational Entity	States with Partnerships
Community Colleges	39
State Education Agency	28
Technical/Trade Schools	25
Universities	22
Local Education Agency	20

Workforce Development Entity	States with Partnerships
Community-Based Organizations	32
Employers	27
State or Local WIOA Boards	17
State/Local Chambers of Commerce	5
State Business Roundtable	1

State juvenile correctional agencies lack diverse partnerships with key workforce development entities and educational partners (cont.)

States are not utilizing all available funding streams to support workforce development services for this population.

FIGURE 4 | Funding Sources Used by Juvenile Correctional Agenices for Workforce Development Services (by Number of States)

States that Utilize Federal Perkins Grant: 26

States that Do Not Utilize Federal Perkins: 24

States that Utilize WIOA Funds: 11

States that Do Not Utilize WIOA Funds: 39

All of Perkins, WIOA, and Other Federal Grant Funds: 48 Do Not Utilize, 2 Utilize

Both Mandatory and Discretionary State Funds: 41 Do Not Utilize, 9 Utilize

Both Federal and State Funds: 28 Do Not Utilize, 22 Utilize

Legend: Utilize / Do Not Utilize

Key Finding #3

❑ Most states do not track key employment outcomes for incarcerated youth while they are in facilities and after their release.

States are not collecting key workforce development outcome data for youth in facilities.

Thirty-seven states collect data on industry-recognized credentials or certificates earned.

Seventeen states collect data on postsecondary degrees or diplomas earned.

Fourteen states collect data on job training diplomas earned.

Only eight states collect data on all three of these outcomes.

States are also not collecting key youth outcomes after release.

FIGURE 5 | Number of States Collecting Workforce Development Outcomes for Incarcerated Youth After Release

20	17	16	14	8	7
Enrollment in Post Secondary	Obtained Employment	Enrollment in Job Training Program	Maintained Employment	Training Certificate or Credential	Internship or Apprenticeship

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Examples of jurisdictional best practice

- Florida has legislation (the CAPE Act) which requires CTE services be provided to youth in secure facilities; then, completion of CTE programming is tracked in the community for up to one year.

- The list of industry recognized certifications offered under the CAPE Act is constructed in coordination with the state CareerSource board to ensure that youth are being offered the CTE and workforce development services that employers are looking for.

Examples of jurisdictional best practice

- Georgia has a robust partnership with the technical colleges to provide offsite, hands-on training and certifications, which greatly expands services offered.

- The partnership allows the students to utilize the resources of the school on weekends when other students are off-campus to protect safety concerns.

Identified Best Practices: Providing Robust Workforce Development Services

- Specific staff are designated to oversee the formulation and implementation of workforce development services for youth in facilities and in the community, including the formation of partnerships.

- Soft skills trainings are available, such as interviewing skills, resume building, job searching, standards of professionalism, conflict resolution, and teamwork, as well as guidance for completing financial aid and college applications.

- Access is provided to onsite and/or online CTE coursework that can lead to industry- or employer-recognized credentials and certifications.

- Paid training, apprenticeships, internships, and/or actual jobs in the community, which provide incentives for achieving key milestones or certifications, are offered.

- Ongoing training and support helps youth find employment, meet employer expectations, and overcome barriers to transitioning to independence (e.g., access to housing, transportation, etc.).

Identified Best Practices: Developing Partnerships and Leveraging Funding

❑ CTE course offerings and other workforce development services are focused on areas of local job growth and are informed by feedback from employers, chambers of commerce, and state/local workforce development agencies.

❑ Regular forums exist for agencies to solicit feedback from employers, and efforts are made to establish formal MOUs with employers to provide paid training, apprenticeships, and employment specifically for youth after they leave incarceration.

❑ A juvenile justice agency representative participates in state and local WIOA meetings, WDBs , and other workforce development collaboratives.

Identified Best Practices: Developing Partnerships and Leveraging Funding (cont.)

❑ A resource map, registry, or guide exists that details available workforce development services and programs—such as eligibility criteria, funding source, and key points of contact—that target opportunity youth and young adults, including those that are involved in the justice system.

❑ Efforts are made to partner with other agencies to eliminate or mitigate the collateral consequences of conviction (e.g., eliminating required questions related to criminal history on employment, college, financial aid, and housing applications).

Identified Best Practices: Collecting and Using Outcome Data

❑ A minimum set of key workforce development performance measures are tracked within state juvenile justice and/or education case management systems, including:

→ Attendance/participation in workforce development programs and services

→ CTE credits and industry credentials/certifications earned

→ Whether employment was obtained and maintained.

To assist with tracking these outcomes in the community, MOUs with education and workforce development entities include data sharing/collection agreements and protocols.

Identified Best Practices: Collecting and Using Outcome Data (cont.)

❑ Workforce development data is disaggregated and analyzed by youth demographics, facility, and program/provider to identify trends and disparities. This data is shared internally and with partners to evaluate system performance and identify improvement opportunities.

❑ Workforce development service participation and youth outcome data is included in annual reports that state agencies provide to the legislature and other key stakeholders.

❑ Youth outcome data is routinely shared at WDB meetings and other collaborative multisystem forums and is used by all parties to direct resources to only those programs/providers that have demonstrated effectiveness.
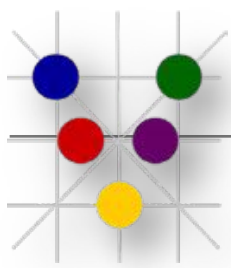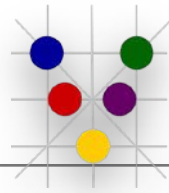
PERKINS VISION

Expand opportunities for *every student* to explore, choose, and follow vertically-integrated *career pathways* to *earn credentials* of value.

How is Career and Technical Education funded?

- The principal federal funding source is Perkins V

  - Requires states to set aside funds to recruit and serve special populations, including individuals with disabilities, individuals from economically disadvantaged populations, single parents, out-of-workforce individuals, English learners, homeless individuals, and youth who are in or have aged out of the foster care system

  - Allows states to use 2% of their funds to support CTE in a correctional setting

- Additional funding sources for CTE include other federal grant programs and dedicated state funding

Federal Context: Legislation

Carl D. Perkins Career and Technical Education Act (Perkins)

- Increased the state expenditure cap for correctional education programs to 2%
- Added individuals confined to juvenile justice facilities as allowable recipients of career and technical education (CTE) funds
- Indicates that state plans should include assurances that funds will be provided to implement CTE programs and programs of study in state correctional institutions, including juvenile facilities

OCTAE-funded grant programs: Juvenile Justice Reentry Education Program

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Period of Performance	• September 2016 – 2020
Purpose	• Provide four programs with TA to improve outcomes for justice-involved youth by providing CTE programs in juvenile justice facilities as well as intensive wraparound reentry supports and services, along with post-release CTE and employment and training opportunities
Resources	• Project abstracts for each grantee: https://cte.ed.gov/initiatives/juvenile-justice-reentry-education-program

Juvenile Justice Reentry Education Program (cont.)
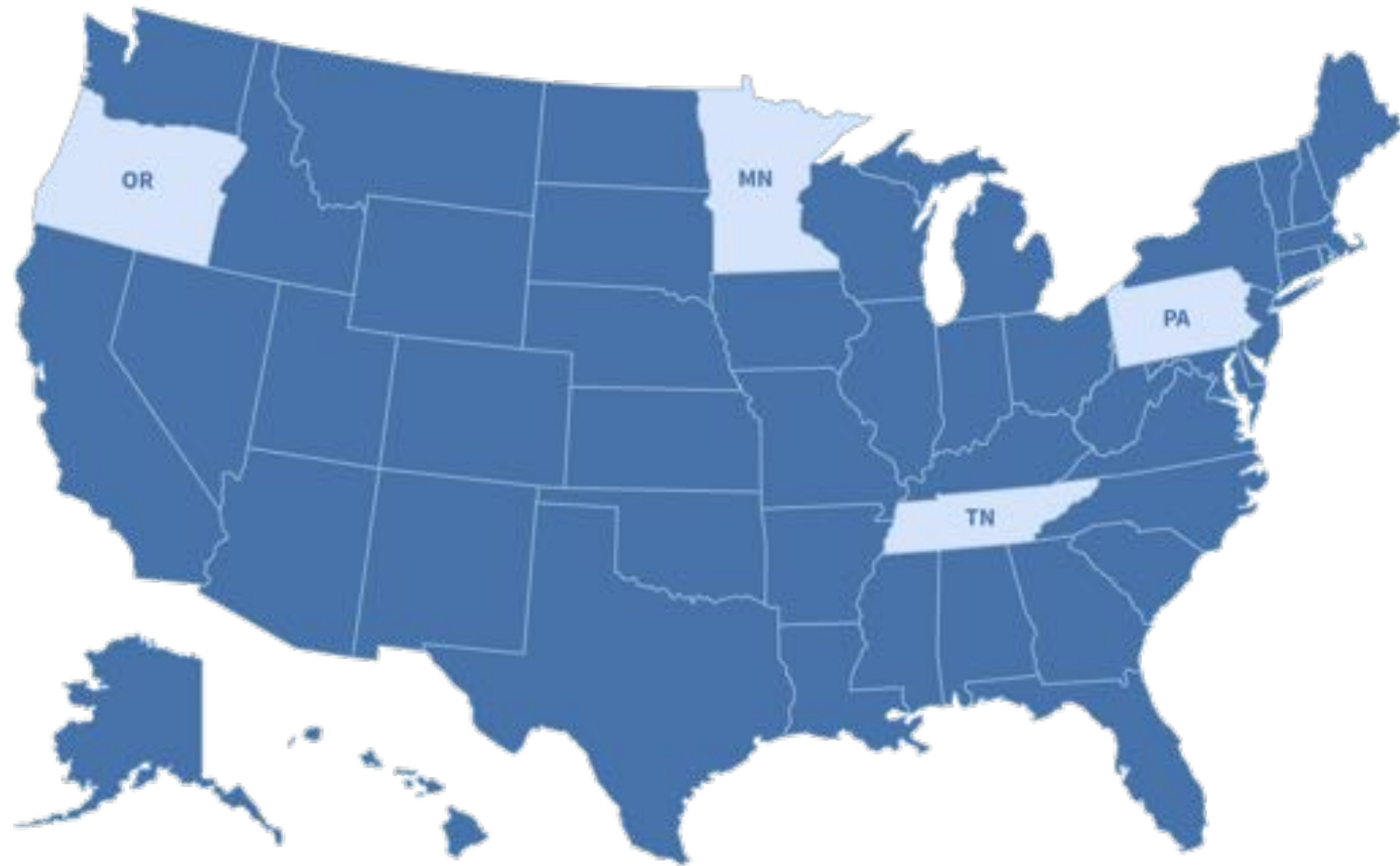
OCTAE-funded Technical Assistance: Young Adult Diversion Project

Period of Performance
- September 2017-2020

Purpose
- Provide 16 state and local partnerships with technical assistance (TA) to develop and strengthen diversion programs that include CTE, special education, and workforce training

Resources
- Young Adult Diversion Tool Kit (forthcoming)

YA Diversion Partnerships
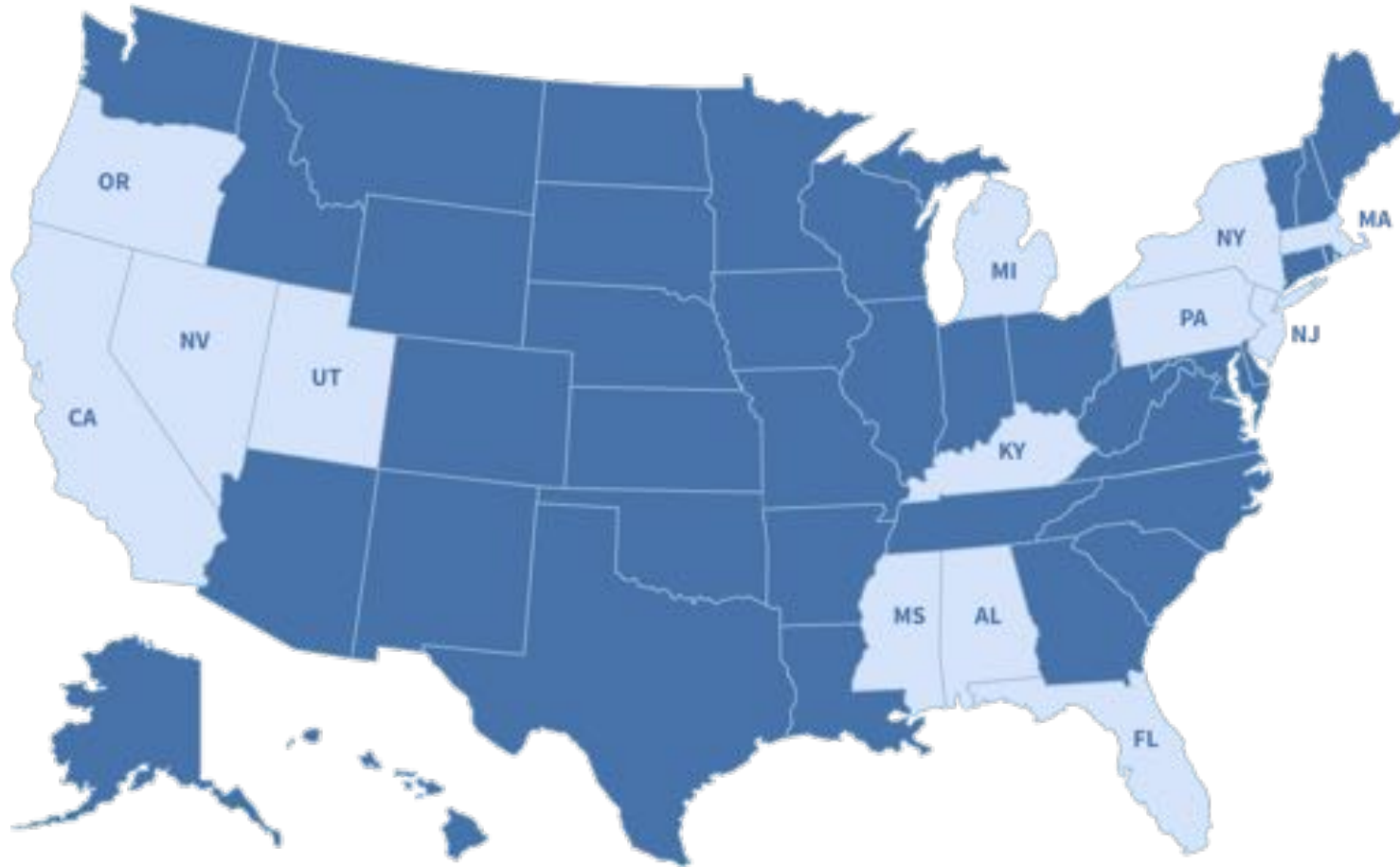
Second Chance Pell Experimental Sites Initiative

Period of Performance	• August 2015-present

Purpose	• Provides need-based Pell grants to people in state and Federal prisons through partnerships with 65 colleges in 27 states • Testing the effectiveness of providing more flexibility with student aid to increase postsecondary access and outcomes for incarcerated individuals

Resources	• Spotlight: Bringing College Back to Prison: https://www.vera.org/spotlights/bringing-college-back-to-prison • Experimental Sites Map: https://storage.googleapis.com/vera-web-assets/inline-downloads/Vera-sidebar-map.pdf • Project Factsheet: https://www.vera.org/publications/second-chance-pell-experimental-sites-initiative-update

Dive into the data

Find *On Track* at:

https://csgjusticecenter.org/youth/publications/on-track-how-well-are-states-preparing-youth-in-the-juvenile-justice-system-for-employment/

Thank you!

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