



AB 2060 Initiative: Supervised Population Workforce Training Grant Program Final Report to the California Legislature

In 2018, the California Workforce Development Board (CWDB) submitted a report to the Legislature that addressed all of the statutory reporting requirements outlined in AB 2060 (Chapter 383, Statutes of 2014, V.M. Pérez).¹ However, not all AB 2060 projects had fully closed out by the time the report was due to the Legislature. Therefore, the CWDB committed to providing an additional report that expanded upon the outcomes and conclusions outlined in the original report and, more importantly, addressed how the AB 2060 Initiative would be expanded and built upon using the additional funding appropriated by the Legislature. In accordance with that commitment, the CWDB submits this supplementary report on the outcomes and lessons learned from the AB 2060 Initiative.

Introduction

AB 2060 established the Supervised Population Workforce Training Grant Program to be administered by the CWDB. Aimed at supporting the Governor's public safety realignment efforts, the grant program was funded with Recidivism Reduction Fund monies appropriated in the 2014-15 and 2015-16 Budget Acts. In 2018, CWDB submitted an Interim Report to the Legislature on AB 2060's progress. AB 2060 projects closed in 2020, and we now submit this final report.

¹ The report is available at <https://cwdb.ca.gov/wp-content/uploads/sites/43/2018/04/AB-2060-Report-032018-FINAL-SAR-signed.pdf>.

This report presents an overview of the AB 2060 initiative, aggregate participation and outcome data, lessons learned and recommendations, and a dashboard that summarizes each of the 17 AB 2060 grantees' projects.

Overall, CWDB believes that AB 2060 was a success. It demonstrated that:

- Workforce services can effectively help individuals transition from prison to employment
- Close coordination between the justice and workforce systems leads to improved service delivery
- Effectively serving the supervised population requires a heavy emphasis on supportive services (e.g., bus passes, clothing, and food assistance)

In many ways, AB 2060 served as a trial run for the ongoing, statewide Prison to Employment Initiative (P2E). The lessons learned from AB 2060 helped shape CWDB's approach to implementing P2E, and CWDB expects those lessons to inform our implementation of other programs in the future.

Overview of the AB 2060 Initiative

Among those with barriers to employment, the supervised population—formerly incarcerated and justice-involved individuals—is one of the most difficult to serve. Returning to their communities and families, they not only need to find a job, but they also often struggle with substance abuse problems, insufficient education and job skills, few housing options, and mental health issues.

With the AB 2060 Initiative, CWDB piloted a program to improve employment outcomes for the supervised population by effectively aligning training, education, and intensive support services. CWDB also reached out to employers in growing industries receptive to hiring individuals with criminal backgrounds. The demonstration projects funded by AB 2060 sought to develop, test, and refine employment assistance strategies that research suggests can produce a statistically significant reduction in recidivism and provide cost benefits to the state and local communities.²

The CWDB distributed AB 2060 funds in three competitive rounds. In 2015, AB 2060 1.0 funded five projects across the state for a total grant award of \$825,000. In 2016, AB 2060 2.0 funded eight additional projects and added funding to the original five, totaling \$4,168,117 in funds awarded. In 2017, AB 2060 3.0 funded four projects, totaling

² The Effectiveness of Reentry Programs for Incarcerated Persons: Findings for the Washington State-wide Reentry Council. Washington State Institute for Public Policy. May 2017. http://www.wsipp.wa.gov/ReportFile/1667/Wsipp_The-Effectiveness-of-Reentry-Programs-for-Incarcerated-Persons-Findings-for-the-Washington-Statewide-Reentry-Council_Report.pdf

\$1,600,000. Funded projects spanned from 18 months to two years, with awards of up to \$400,000.

The AB 2060 approach focused on developing and expanding partnerships between service providers. Grantees were required to bring together service delivery partners, at minimum the local workforce development board and county probation, to coordinate services and test placement opportunities in growing industries. Additional *eligible* project partners included community colleges, adult schools, and community-based organizations (CBOs). The partners worked together to align education, training, case management, employer engagement, job placement, and job retention support services to ultimately improve the labor market outcomes of the supervised population. While the first two rounds focused on partnerships between county probation departments and local boards, the third round encouraged grantees to partner with the California Department of Corrections and Rehabilitation's (CDCR) parole office and *required* partnerships between local boards and CBOs.

AB 2060 applicants were required to provide training in priority occupations and define outcomes related to enrollment in and completion of approved apprenticeships. In their proposals, applicants identified the industry sectors and occupations in which the targeted supervised population would be trained, including the current and projected openings (or demand) within the region for those jobs, salary ranges or wage rates, and the training and education requirements within those industry sectors. Applicants identified active job markets with employment opportunities in in-demand industries, including the construction trades, manufacturing, hospitality, and truck driving.

A distinguishing feature of the AB 2060 Initiative was using a “community of practice” approach among grantees for peer-to-peer learning and the identification of promising practices. Facilitated by the CWDB, grantees gathered periodically throughout the grant term to share strategies, challenges, best practices, and lessons learned related to implementing services for people transitioning from the justice system.

Evaluation Approach

Throughout their projects, AB 2060 grantees were required to track the progress of their participants. Grantees reported their progress to the CWDB through quarterly narratives and detailed close-out reports. In addition, the CWDB conducted interviews with project leads to gain insight into the elements of effective program models. This information was then combined with lessons learned through the communities of practice gatherings to present the findings and recommendations in this report.

It is important to clarify that this report focuses on the AB 2060 Initiative's efforts to improve employment outcomes for the supervised population by effectively aligning training, education, and intensive support services. This report does not evaluate the impacts of improved labor market outcomes for the formerly incarcerated on *recidivism*.

While there is a body of research that has shown job training and employment assistance to have a statistically significant impact on reducing recidivism, that is a separate area of inquiry—one that is neither required by AB 2060 nor an area of expertise of the CWDB.

Aggregate Participation and Outcome Data

The following tables present the participation and outcome data for the three rounds of the AB 2060 Initiative. Project summaries for each grantee are provided at the end of this report.

Table 1. AB 2060 Program Performance

AB 2060 Funding Round	Participants Served	Enrolled in Training	Completed Training	Placed in Employment
1.0	361	302 (84%)	253 (70%)	205 (57%)
2.0	608	397 (65%)	311 (51%)	308 (51%)
3.0	440	342 (78%)	302 (69%)	262 (60%)
Total	1409	1041 (74%)	866 (62%)	775 (55%)

Overall, 1409 Californians were served under AB 2060. Of those, 1041 enrolled in training, 866 completed training, and 775 were placed in employment. Given that virtually all AB 2060 participants entered the program without a job, it is encouraging that more than half were able to find one. And, the vast majority of participants gained industry-valued skills through enrollment in training.

Table 2 provides a closer look at training outcomes and employment placements. Across the three rounds of AB 2060 funding, 450 participants attained industry-valued credentials, 71 entered post-secondary education or apprenticeships, 303 found jobs outside the sector of their AB 2060-funded training, and 472 found employment in the sector of their AB 2060-funded training.

Table 2. AB 2060 Training Outcomes and Employment Placements

AB 2060 Funding Round	Participants Served	Attained Industry-Valued Credential	Placed in Post-Secondary Education or Apprenticeship	Placed in Non-Sector Employment	Placed in Sector Employment
1.0	361	91 (25%)	24 (7%)	113 (31%)	92 (25%)
2.0	608	150 (25%)	40 (7%)	112 (18%)	96 (16%)
3.0	440	209 (48%)	7 (2%)	78 (18%)	184 (42%)
Total	1409	450 (32%)	71 (5%)	303 (22%)	472 (33%)

CWDB considers all of these outcomes to be a success. As discussed earlier, workforce services—upskilling, apprenticeships, post-secondary education placements, and job placements—bolster California’s economy and reduce participants’ chances of recidivating. However, we achieve our greatest success when we place individuals in long-term, family-sustaining careers. For AB 2060, this generally translates to job placements within the sector an individual received their AB 2060-funded training. Among the three rounds of AB 2060 funding, AB 2060 3.0 grantees performed the best in this metric.

To get a better sense of how to think about grantees’ performance, let us examine the goals that they set for themselves in their applications.

Table 3. AB 2060 Grantee Performance Against Their Goals

AB 2060 Funding Round	Placed in Employment	Employment Goal	Awarded Funds	Unspent Funds
1.0	205	220	\$825,000	\$156,104
2.0	308	378	\$4,168,117	\$597,836
3.0	262	207	\$1,600,000	\$4,501

The numbers in Table 3 show that AB 2060 3.0 grantees had the most success against the goals they set for themselves. AB 2060 3.0 grantees far exceeded their employment goals, and there were hardly any unspent funds. On the other hand, AB 2060 1.0 and 2.0 grantees had less success. Both rounds of grantees fell short of meeting their employment targets and had sizeable amounts of unspent funds.

Adapt and Overcome

In general, unspent funds signal that grantees had trouble recruiting and serving participants. From AB 2060 1.0 and 2.0 grantees’ close-out reports, CWDB learned that the largest obstacles to their success were 1) a lack of referrals coming in, 2) trouble finding appropriate service providers, and 3) challenges addressing the uniquely large barriers to employment faced by the population.

In response, CWDB modified the grant process for AB 2060 3.0 in order to address these three obstacles. First, we encouraged grantees to partner with parole agencies in addition to probation. Second, we required partnerships between local boards and CBOs. Third, we made funding more flexible so that it could more easily go towards supportive services (e.g. bus passes, food, and clothing) in addition to direct services (e.g. tuition stipends). The relatively greater success achieved by AB 2060 3.0 grantees leads us to conclude that the modifications worked. We outline our lessons learned and recommendations in the next section.

Lessons Learned and Recommendations

AB 2060 taught us many important lessons about how to effectively provide workforce services to the supervised population, but four deserve special recognition. They are: cast a wide net to recruit participants, require partnerships between service providers, prioritize supportive services, and standardize the tracking of participants' progress.

Cast a Wide Net

While probationers make up a large percentage of the supervised population, there are thousands of parolees, diversion program participants, and other justice-involved individuals that are not necessarily served by probation departments. AB 2060 grantees all had positive experiences working with probation departments, but the grantees consistently reported trouble meeting their enrollment targets from probation referrals alone. In AB 2060 3.0, CWDB required grantees to partner with parole departments as well, and grantees enjoyed greater success. Learning from this experience, CWDB required applicants for the ongoing Prison to Employment Initiative (P2E) to partner with both probation and parole departments. We also encouraged grantees to recruit participants from many more justice-involved categories, including deferred prosecution and diversion programs.

Require Partnerships between Service Providers

Collaboration between service providers is an integral aspect of workforce services provision. Local boards, CBOs, and other agencies work together to recruit participants, assess their need, and provide supportive and direct services. The agencies mobilize their comparative advantages at a given service in order to best serve participants. For AB 2060 1.0 and 2.0, CWDB did not *require* formal partnership agreements (e.g. MOUs). The result was a lack of coordination among service providers, making it harder for grantees to meet their performance targets. In contrast, AB 2060 3.0 required formal partnership agreements and saw greater success. CWDB applied this lesson to the P2E Initiative, emphasizing the need to develop formalized partnerships between service providers.

Prioritize Supportive Services

Supportive services—things like bus passes, clothing, and food assistance—have long been a part of workforce services provision, but direct services—things like scholarships for truck driving school—took priority. After all, California's State Plan for workforce development prioritizes upskilling participants as a major goal.³ However, the supervised population faces extraordinarily high barriers to employment. What good is

³ California's 2020-2023 Unified Strategic Workforce Development Plan (State Plan) is available at https://cwdb.ca.gov/plans_policies/2020-2023-state-plan/.

free tuition when one has no food to eat? AB 2060 1.0 and 2.0 allowed funds to go towards supportive services, but AB 2060 3.0 placed special emphasis on them. Indeed, CWDB encouraged grantees to provide supportive services even in the absence of direct services. Once again, AB 2060 3.0 saw greater success than the first two rounds, and we believe that supportive services played an important role. In P2E, CWDB created two separate lines of funding for direct and supportive services, with the funds for supportive services outnumbering those for direct services. An increasingly popular type of supportive service allows participants to receive aid for living expenses while attending training classes—we call it “earn-and-learn.” Earn-and-learn services receive special priority in California’s State Plan for workforce development, and they also feature prominently in the P2E Initiative.

Standardize Participant Progress Tracking

As stated above, this evaluation report relies on progress and close-out reports that grantees submitted to CWDB. These reports contain a wealth of qualitative information, but their quantitative information is limited. For this reason, CWDB transitioned participant progress tracking to the CalJOBS online case management system.⁴ CalJOBS, managed by the Employment Development Department, allows CWDB to easily track participant progress along with a wealth of other information on participants (e.g., demographics, barriers to employment, employment histories, etc.) that enables more refined statistical analysis. CWDB began this transition during the AB 2060 program. This means that many AB 2060 participants were not tracked with CalJOBS, limiting its usefulness for this report. However, future CWDB reports, including those on the P2E Initiative, will benefit from the more rigorous statistical analysis that CalJOBS enables.

⁴ CalJOBS is available at <http://www.caljobs.ca.gov>.

Forward Focus Grantee Dashboard

Forward Focus Grantee		Partnerships	Main Employment Sectors	Learning Experiences and Project Successes	Project Goals	Project Goal Success
1.0	California Human Development	San Joaquin County Workforce Development Board / Fathers & Families of San Joaquin / San Joaquin County Department of Probation / Mary Magdalene Community Services	Construction	Saw great success with the earn-and-learn model, emphasizing job coaching and both hard and soft skills development	35 participants, 31 enroll in training, 27 complete training, 30 placed in employment	 Mostly Achieved
	Center for Employment Opportunities, San Bernardino	San Bernardino County Workforce Development Board and Department of Workforce Development / San Bernardino Community College District (SBCCD) / San Bernardino County Probation Department	Construction, Logistics, Maintenance	Focused on developing partnerships with employers in order to create a pipeline for job seekers	100 participants, 80 enroll in training, 80 complete training, 40 placed in employment	 Exceeded

Friends Outside in LA	Coalition for Responsible Community Development / Los Angeles County Probation Department / Los Angeles Trade Technical College (LATTC) / LATTC WorkSource Center / Five Keys Charter School / Office of the Attorney General / City of Los Angeles Workforce Development Board / Chrysalis	Construction, Hospitality, Logistics	Benefited from co-locating at AJCCs and community college campuses	100 participants, 100 enroll in training, 80 complete training, 50 placed in employment	 Mostly Achieved
Sacramento Employment and Training Agency	Sacramento County Probation Department / Sacramento County Sheriff's Department / Sacramento County District Attorney's Office / The Los Rios Community College District / Sacramento County Department of Child Support Services	Construction	Focused on education and training, providing accelerated courses where possible	80 participants, 60 enroll in training, 48 complete training, 56 placed in employment	 Mostly Achieved
Ventura County WDB	County of Ventura Human Services Agency / Ventura County Probation / Ventura Community College District / Goodwill of Ventura	Logistics, Manufacturing	Was able to build off the success of previous advancements from its Workforce Accelerator Fund project	45 participants, 45 enroll in training, 32 complete training, 44 placed in employment	 Mostly Achieved

2.0	WDB of Contra Costa	Probation Department / Reentry Success Center / EASTBAY Works American Job Center of California / Laborers Local 324 / SparkPoint Contra Costa / Contra Costa County Community College District / Small Business Development Center	Construction, Information technology, Logistics, Transportation	Focused on developing sustainable partnerships with area employers in order to create a pipeline for job seekers	50 participants, 41 enroll in training, 29 complete training, 47 placed in employment	 Mostly Achieved
	Golden Sierra Job Training Agency	Placer County Re-entry Program / North State Building Industry Foundation / Northern California Construction Training	Agriculture, Construction, Hospitality, Manufacturing	Benefited from strong partnerships between the Local Board and CBOs in the region	25 participants, 25 enroll in training, 20 complete training, 20 placed in employment	 Exceeded
	Co. of Humboldt Economic Development Department	Employment Training Division / Probation Department / College of the Redwoods / Dave's Killer Bread Foundation	Construction, Maintenance, Office Work	Saw great success with the earn-and-learn model, helping to create new employer partnerships	132 participants, 73 enroll in training, 55 complete training, 30 placed in employment	 Exceeded
	Monterey Co. WDB	Monterey County Probation Department / Monterey County Office for Employment Training / Rancho Cielo / Turning Point of Central California	Construction, Culinary, Transportation	Benefited from comparative advantages between the Local Board and CBOs in the region	60 participants, 40 enroll in training, 35 complete training, 31 placed in employment	 Mostly Achieved

North Central Counties Consortium	County Departments of Probation in Colusa, Glenn, Sutter, and Yuba Counties / North Central Counties Workforce Development Board / WIOA Title I Program Operators and Service Providers	Agriculture, Construction	Tailored their service provision to meet participants where they are, focusing on either immediate employment or training opportunities	36 participants, 20 enroll in training, 16 complete training, 26 placed in employment	 Exceeded
Orange County WDB	Orange County Probation Department / Orange County Sheriff's Department / Orange County Re-Entry Partnership	Construction, Hospitality, Manufacturing	Focused on empowering clients to achieve their career goals through a novel, purpose-built services delivery model	60 participants, 60 enroll in training, 45 complete training, 45 placed in employment	 Achieved
Santa Barbara Co. WDB	Santa Barbara County Probation / Community Solutions, Inc. / Santa Barbara City College / Santa Barbara Contractor's Association / Santa Marla Contractor's Association / Academy Education Services, Inc.	Construction	Saw greater employment retention by providing cognitive-behavioral intervention services	150 participants, 45 enroll in training, 35 complete training, 125 placed in employment	 Mostly Achieved
Tulare Co. WIB	Tulare County Probation / Tulare County Sheriff / Communication Services Employment Training, Inc.	Agriculture, Construction, Hospitality, Logistics, Maintenance	Benefited from the use of incentives, a type of supportive service, for participants who maintain regular attendance	119 participants, 119 enroll in training, 119 complete training, 54 placed in employment	 Exceeded

3.0	Center for Employment Opportunities, San Bernardino	San Bernardino County Workforce Development Board and Department of Workforce Development / San Bernardino Community College District (SBCCD) / San Bernardino County Probation Department / California Department of Corrections & Rehabilitation (CDCR)	Construction, Logistics, Maintenance, Manufacturing	Focused on developing partnerships with employers in order to create a pipeline for job seekers	140 participants, 125 enroll in training, 110 complete training, 60 placed in employment	 Achieved
	Friends Outside in LA	Coalition for Responsible Community Development / Los Angeles County Probation Department / Los Angeles Trade Technical College (LATTC) / LATTC WorkSource Center / Five Keys Charter School / Office of the Attorney General / City of Los Angeles Workforce Development Board / Chrysalis / California Department of Corrections & Rehabilitation (CDCR) / South Bay Workforce Investment Board	Construction, Hospitality, Logistics	Benefited from co-locating at AJCCs and community college campuses	135 participants, 100 enroll in training, 90 complete training, 81 placed in employment	 Exceeded

<p>North Central Counties Consortium</p>	<p>County Departments of Probation in Colusa, Glenn, Sutter, and Yuba Counties / North Central Counties Workforce Development Board / WIOA Title I Program Operators and Service Providers / California Department of Corrections & Rehabilitation (CDCR) / Hands of Hope</p>	<p>Agriculture, Construction</p>	<p>Tailored their service provision to meet participants where they are, focusing on either immediate employment or training opportunities</p>	<p>50 participants, 28 enroll in training, 17 complete training, 36 placed in employment</p>	<p style="text-align: center;">  Exceeded </p>
<p>Tulare Co. WIB</p>	<p>Tulare County Probation / Tulare County Sheriff / Communication Services Employment Training, Inc. / California Department of Corrections & Rehabilitation (CDCR)</p>	<p>Agriculture, Construction, Hospitality, Logistics, Maintenance</p>	<p>Benefited from the use of incentives, a type of supportive service, for participants who maintain regular attendance</p>	<p>53 participants, 34 enroll in training, 30 complete training, 30 placed in employment</p>	<p style="text-align: center;">  Exceeded </p>