

NEW FUNDS FOR WORK: CONNECTING SYSTEMS FOR JUSTICE-INVOLVED YOUNG PEOPLE



Edward DeJesus, Youth Advocate Programs
Shaena M. Fazal Esq., Youth Advocate Programs
Kristal Romero, National Youth Employment Coalition
Thomas Showalter, National Youth Employment Coalition

December 2017



Introduction

Today many evidence-informed models exist to connect justice-involved young people with education, job training, and employment opportunities.^{1,2,3,4} Collaboration between juvenile-justice and workforce-development agencies can ensure that young people have access to these opportunities. The quality of these linkages varies widely across jurisdictions, unfortunately, and years of recommendations have not significantly changed the equation.

Recent federal legislation has created a more promising climate for collaboration between these systems. In 2014 Congress passed, and President Obama signed into law, the Workforce Innovation and Opportunity Act (WIOA). The first update to the primary federal law related to job training since 1998's Workforce Investment Act (WIA), the law was meant to increase alignment among WIOA programs, and with other related programs. The most significant change related to young people was a shift that increased the amount of youth service dollars local workforce development boards must spend on out-of-school youth from 30 percent to 75 percent. This shift of the WIOA Youth program from a program directed mainly to in-school young people to disconnected youth created a new opportunity to direct services to young people facing a variety of barriers to employment.

Meanwhile, the movement to reduce or eliminate youth detention, incarceration and racial injustice in the youth justice system has gotten stronger and stronger.⁵ Today, 48,043 young people are incarcerated or in some type of residential placement on any given day, a big reduction from the 107,493 kids incarcerated on any given day in 1999⁶. States have closed youth prisons and reduced the number of young people incarcerated. Advocates have established coalitions in key states to empower young people, families and the community to advocate for more prison closures and redirecting dollars back to building continuum of care in the community⁷.

Both WIOA and the movement to close youth prisons are focused on improving outcomes for young people who are in-risk or at-risk - and both have a long way to go. Minority youth still comprise 69 percent of youth in residential placements according to the most recent OJJDP data, and both systems struggle to serve subpopulations such as LGBTQ youth and young people with disabilities. Both systems also have a lot to offer the other, yet in our practice the two systems rarely work together to achieve these shared outcomes. Workforce agencies struggle to reach or engage justice-involved young people, often focusing instead on young people who are easier to serve and staying away from the tougher kids, many of whom have had involvement with the justice system. Meanwhile, juvenile justice systems are often unaware that local workforce agencies have resources for their young people.

¹ Patrick, Deval. 2014. Pay for Success Contract Among the Commonwealth of Massachusetts, Roca, Inc., and Youth Services Inc. Available online at: www.thirdsectorcap.org/wp-content/uploads/2015/03/final-pay-for-success-contract-executed-1-7-2013.pdf. More information at <http://rocainc.org/work/pay-for-success/>

² American Institutes for Research. 2015. "Safe and Successful Youth Initiative in Massachusetts (SSYI)." Website: www.air.org/project/safe-and-successful-youth-initiative-massachusetts-ssyi

³ Jacobs, Erin, Melanie Skemer, and Mark Courtney. 2015. Becoming Adults: One-Year Impact Findings from the Youth Villages Transitional Living Evaluation. New York: MDRC.

⁴ MST. 2015. "MST Treatment Model." Website: <http://mstservices.com/what-is-mst/treatment-model>

⁵ Annie E. Casey Foundation's Juvenile Detention Alternative Initiative has contributed significantly to drops in average daily detention counts across 150 jurisdictions (<http://www.aecf.org/work/juvenile-justice/jdai/> and <http://www.aecf.org/m/resourcedoc/aecf-NoPlaceForKidsFullReport-2011.pdf>).

⁶ Census of Juveniles in Residential Placement 2015 Snapshot, https://www.ojjdp.gov/ojstatbb/snapshots/DataSnapshot_CJRP2015.pdf

⁷ See the Youth First Initiative, www.youthfirstinitiative.org

Many studies and sets of recommendations for bridging this divide have been published over the years. A prominent report by Linda Harris, formerly of the Center on Law and Social Policy, *Making the Juvenile Justice-Workforce System Connection for Re-Entering Young Offenders*⁸, released in 2006, contains recommendations still relevant today. Our project seeks to identify and facilitate change at a local level, taking into account the complexities of different court systems, workforce agencies, and political jurisdictions.

In November of 2016, the Youth Advocate Programs, Inc. (YAP) and the National Youth Employment Coalition (NYEC), with support from the Annie E. Casey Foundation, began a project to identify specific reasons that disconnects persist, and provide granular recommendations that will change agency cultures and incentives to improve services for justice-involved young people. Our work proceeded on two tracks, detailed in the sections that follow:

1. New data analyses have provided an up-to-date picture of state-by-state differences in workforce program exiters who are justice involved.
2. A dialogue conducted in March of 2017 with leaders of juvenile-justice and workforce-development agencies shed light on a path toward lasting change.

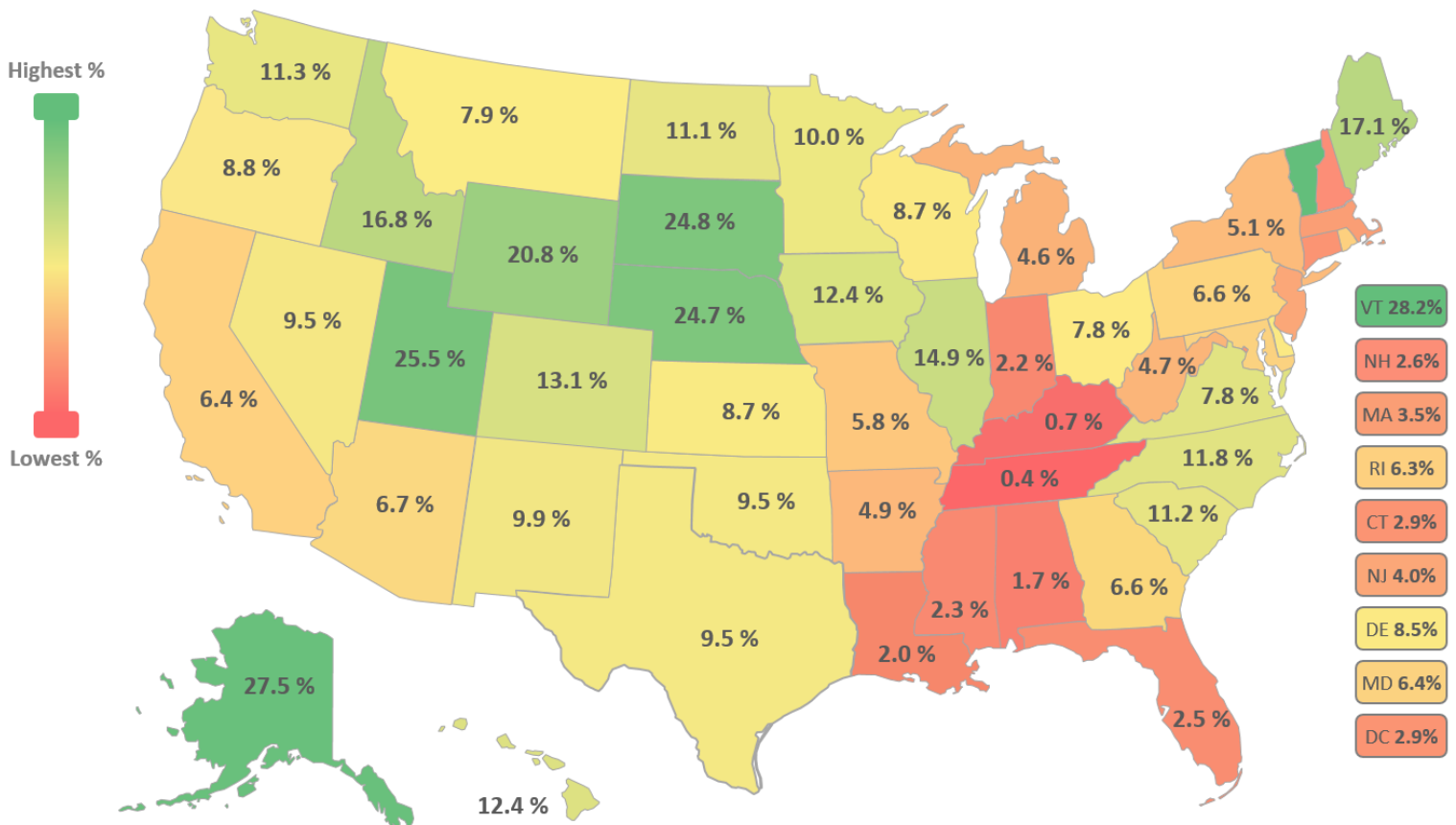
⁸ Available at <http://youth.gov/shared-resources/making-juvenile-justice-workforce-system-connection-re-entering-young-offenders>

Data Analysis: Low Levels of Service for Justice-Involved Young People

To get a sense for current levels of service for justice-involved young people by the workforce system, we analyzed Department of Labor administrative data from recent program years. These data showed that justice-involved youth (those who meet the definition of “offenders” in WIA and its successor, WIOA) made up a small percentage of WIA/WIOA Youth program exiters⁹ in recent years. There was little change in the first year of WIOA implementation.

Data from the Department of Labor, displayed in the below table, show relatively low levels of service for justice-involved youth across the states, with wide variance among states. The data in [Appendix C](#) capture the first year of the transition to WIOA. While regulations for the new law had not been finalized, states were writing state plans based on the new mandate to serve out-of-school youth, including justice-involved young people, at higher rates.

Percentage of WIOA Youth Exiters Identified as Offenders, By State, 2015



⁹ “Exiter” is a Department of Labor administrative term. Appendix B of this report contains a glossary of juvenile justice and workforce development terms to assist readers.

Discussion

Even given the limitations of the data, it is likely that justice-involved youth are being underserved by the workforce development system. On any given day, 48,042 young people, under 18, are in some type of residential placement in the juvenile justice system.¹⁰ In 2012, there were more than 3 million arrests for people aged 16-24.¹¹ And it is well documented that justice-involved youth make up a considerable portion of the nation's 4.9 million "opportunity youth" who are disconnected from work and school.¹² According to DOL, in 2015, 102,606 young people were served (exited) through WIOA, but only 7,874 (7.7%), were "youthful offenders". Among those, there is concern that that many of the youth counted as system-involved in the DOL state exiter data may be youth with minimal system penetration (arrest or diversion) and not necessarily adjudicated youth or youth who have experienced a period of confinement.

The data also demonstrate striking differences among states. Despite the transition to WIOA, Alabama, Kentucky, and Tennessee persist in exiting almost no youth offenders, while Alaska, Utah, and Vermont each report over 25 percent of exiters are offenders. Understanding the state contexts that lead to these differences is essential for developing recommendations that will lead to real changes.

Data Context and Limitations

WIOA uses a broad definition of "offender" (sec. 3(38)) to describe justice-involved individuals for eligibility purposes, encompassing any individual who:

- Is or has been subject to any stage of the criminal justice process, and for whom services under WIOA may be beneficial; or
- Requires assistance in overcoming artificial barriers to employment resulting from a record of arrest or conviction.

WIOA ELIGIBILITY FOR OUT-OF-SCHOOL YOUTH: A young person between the ages of 16 and 24 who is not attending school is eligible for WIOA Youth services as on out-of-school youth if the young person is one of the following (sec. 129(a)(1)(B)):

1. A school dropout.
2. A youth who is within the age of compulsory school attendance, but has not attended school for at least the most recent complete school year calendar quarter.
3. A recipient of a secondary school diploma who is a low-income individual and is:
 - a. Basic skills deficient; or
 - b. An English language learner.
4. Subject to the juvenile justice system.
5. Experiencing homelessness.
6. Pregnant or parenting.
7. Has a disability.
8. A low-income individual who requires additional assistance to enter or complete an educational program or to secure or hold employment.

During intake, staff of one-stop centers or providers may document only one of the barriers and thus not capture all justice-involved youth who are entering the system.

DATA ACCESS: Even if a youth reports being an offender during intake, staff may face barriers to accessing documentation needed for data-reporting purposes. Data systems used by workforce development agencies or providers rarely interface with those of juvenile justice agencies, and vice versa, so staff may have difficulty accessing records for youth who are not yet deemed eligible. These problems are only magnified if the offense was committed in another state.

YOUTH VERSUS ADULT PROGRAMS: Justice-involved young people age 18 and older are also eligible for services under the WIOA Adult program. These older youth may be systematically shunted to the adult program in some jurisdictions, and thus not appear in the data presented in Appendix C.

In addition to these consideration, these data may mask significant differences among different local areas in a state. Many states have a large number of local workforce areas, each with their own structure and culture. For example, Arkansas, a state with fewer than 3 million residents, has 10 local areas.

¹⁰ Census of Juveniles in Residential placement 2015 Snapshot https://www.ojjdp.gov/ojstatbb/snapshots/DataSnapshot_CJRP2015.pdf (OJJDP describes this one-day data this way: "One-day counts give a picture of the standing population in facilities. One-day counts are substantially different from annual admission and release data, which give a measure of facility population flow." Therefore, this data summarizes a daily population count and does not represent the actual number of young people in some type of residential placement throughout the year).

¹¹ See FBI Uniform Crime Report, 2016 Crime in The United States, Table 20. The total number of arrests for people 16-24 was 2,451,602, <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/topic-pages/tables/table-20>

¹² See <http://www.measureofamerica.org/disconnected-youth/>

Cross-System Convening: Culture Change Is Needed to Improve Outcomes

On March 29, 2017, NYEC and YAP convened a handful of workforce-development and juvenile-justice leaders in Washington, D.C. The day-long dialogue was intended to reveal ways to bridge the gap between the workforce-development and juvenile-justice systems that would increase service and outcomes for justice-involved youth. (See the agenda in [Appendix D](#).) Guiding questions included:

- How can workforce systems help?
- Which systems and nonprofit organizations are successfully accessing and leveraging federal dollars
- Workforce Innovation and Opportunity Act (WIOA) and Workforce Innovation Act (WIA) dollars to meaningfully engage young people who have penetrated the justice system and are in or are at risk of being in an out-of-home placement, in workforce and economic opportunity programs?
- Where they are not succeeding, what are the barriers?
- How do people who lead these respective systems see one another and opportunities for change or scaling success?

Some responses to these questions are laid out here. The purpose of memorializing what we have learned is to inform AECF, advocacy groups, and the field of bright spots and challenges faced by systems and by service providers, provide recommendations to improve access for young people. We hope this approach will serve as the basis for informed advocacy to improve access to and use of federal WIOA/WIA resources designated for young people in or at-risk of out-of-home placements to be engaged in workforce programs.

Through large group discussion and breakout sessions, participants identified how they see the other system, challenges and barriers to serving justice-involved young people through workforce programs and highlights of what works well. Many opportunities for better system collaboration jumped out at the meeting, among them the value of embedding staff and cross-training Workforce and Juvenile Justice systems, the power of judicial leadership, and the importance of supporting our young people even when they “fail.” As one participant put it, “our kids don't need second chances, sometimes they need six or seven chances to make it.” Since the meeting, one participant has already engaged her local workforce agency in a new initiative that is highlighted in the Bright Spots section later in this report.

Participants included leaders of workforce and juvenile-justice agencies, as well as leading nonprofit organizations with experience either in direct service or advocacy. A few participants provided context to frame the day, including Lorenzo D. Harrison, former National Director, Office of Youth Services, U.S. Department of Labor, Dr. Jeffrey Butts of the John Jay College of Criminal Justice and Christine Judd of Roca, Inc.

Other participants included:

- **David Brown**, Annie E. Casey Foundation
- **Ernest Dorsey**, Mayor’s Office of Employment Development, Baltimore, MD
- **Delmonica Hawkins**, Maryland Department of Juvenile Services, Baltimore, MD

- **Deborah Hodges**, Juvenile Court, Lucas County, Ohio (Ret.)
- **Deborah Howell**, WorkforceCentral, Tacoma, WA
- **Clinton Lacey**, Department of Youth Rehabilitation Services, Washington, DC
- **Greg Martinez**, Cook County Partnership, Chicago, IL
- **Jan McKeel**, South Central Tennessee Workforce Alliance, Columbia, TN
- **Liane Rozell**, Annie E. Casey Foundation
- **Marc Schindler**, Justice Policy Institute
- **Lee Sherman**, National Human Services Assembly
- **Brooke Valle**, San Diego Workforce Partnership

We also spoke with leaders who were unable to attend the meeting, including Nancy Dietz, Angela Porter and Barbara Riles of Delaware DYRS and Scott Anglemeyer of Kansas Community Action Programs and former executive director of Workforce Partnership in Kansas City, Kansas.

VISIONING VALUES

The conversations at the convening and in follow-up conversations set a vision for how we can better serve justice-involved young people in a way that prepares them to develop and grow their future economic opportunity. The introductory speakers at the convening identified key frames for approaching justice-involved young people in the workforce system.

Emotional Intelligence

Lorenzo Harrison of the Department of Labor opened that day with his vision for what a more intentional approach for justice-involved youth would look like, stating, “We need to approach our kids thinking about more than ‘outcomes’ but also about emotional intelligence and attitudinal development.”

His comments are supported by extensive research that supports emotional intelligence, and socioemotional learning, as key to positive outcomes for young people. With young people in the juvenile justice system though, efforts to integrate social emotional learning have to be balanced against a trauma-informed approach. It is not enough to ask young people to be resilient without understanding where they are coming from and what they have been through. We know that toxic stress has a significant impact on young people’s ability to moderate their responses and feelings, and therefore needs to be addressed as an integral part of any intervention for young people who have been exposed to it.¹³

“We need to approach our kids thinking about more than ‘outcomes’ but also about emotional intelligence and attitudinal development.”

¹³ How Kids Learn Resilience, <https://www.theatlantic.com/magazine/archive/2016/06/how-kids-really-succeed/480744/>; ACE Study CDC and Kaiser Permanente, <https://www.cdc.gov/violenceprevention/acestudy/about.html>

A Sense of Belonging

Dr. Jeff Butts spoke to the group about positive youth development (PYD) and positive youth justice (PYJ) and how it should drive services for justice-involved young people and workforce systems. In a post about the positive youth justice model, Dr. Butts distinguishes PYD from PYJ this way:

[Positive youth justice] blends lessons from the science of adolescent development with practices suggested by positive youth development to provide an effective framework for designing interventions. The model encourages justice systems to focus on protective factors as well as risk factors, strengths as well as problems, positive outcomes as well as negative outcomes, and generally to focus on facilitating successful transitions to adulthood for justice-involved youth.

We designed the PYJ model specifically for justice-involved youth. Positive youth development concepts are obviously compatible with many youth programs, but they have to be narrowly focused in justice settings. The most common approaches to positive youth development presume that young people possess conventional attitudes and a ready willingness to cooperate with pro-social peers and adults. These are not qualities that one finds in abundance among youth involved with the juvenile court and the larger youth justice system. Almost by definition, justice-involved youth have a greater inclination than other youth to violate rules, to disregard convention, and to defy authority.¹⁴

In our practice at YAP and our experience at NYEC, we would even take this one step further. Many young people have complex challenges in their home lives that interfere with even the best program and these challenges often leave young people socially isolated. This is why the PYJ model is a better approach for justice-involved youth than PYD on its own, and why achieving a sense of belonging is critical to success.

In an article for *The Atlantic* magazine¹⁵, author and journalist Paul Tough wrote about young people and self-determination theory, arguing that what helps young people the most is triggering a young person's intrinsic motivation, which can only be achieved if three needs are met: the need for autonomy, the need for competence and the need for a sense of relatedness (belonging). Yet, most system responses to young people in need do the opposite. For young people who get in trouble, systems strip their autonomy and assert control. As young people fall behind, they lose a sense of competency. And as they get literally isolated and labeled as delinquent or a juvenile, or have contentious relationships with adults in their lives, they lack any sense of belonging or relatedness to their communities, peers and sometimes even their families.

So as we think about marrying youth justice systems with workforce systems, we might consider that these programs espouse these values and create environments where young people “feel a sense of belonging, independence, and growth—or...relatedness, autonomy, and competence.”

¹⁴ Positive Youth Justice, A Model to Support Youth, April 2014, <http://www.nccdglobal.org/blog/positive-youth-justice-model-support-youth>

¹⁵ How Kids Really Succeed, <https://www.theatlantic.com/magazine/archive/2016/06/how-kids-really-succeed/480744/>

Unconditional Caring, Relentless Advocacy and Experiential Learning

Christine Judd explained how Roca has an expectation that the people in their programs will fail, and they capitalize on the experiential learning of getting fired. As Christine put it, “we fire them and rehire them; get fired for language, decorum, being late, getting in a fight, cell phone use, etc.” She also discussed respect for participants and distinguished between the types of jobs (and therefore work skills) people get in prisons - picking up trash, for example - versus an approach that develops a skill set and other qualities, such as autonomy, competency and a sense of belonging. In this approach, young people may pick up trash in a park, but they will then build benches and picnic tables. Christine illustrated it through the voice of one of their participants: “I brought my family to the state park and said, ‘I made that table.’”

The vision that emerged is a system that values the humanity, dignity and potential in every person and helps them achieve future economic opportunity. For justice-involved young people, this means workforce programs that build emotional intelligence, promote positive youth justice, practice unconditional caring, improve a young person’s sense of belonging, and lead with strengths, not deficits.

RECOMMENDATIONS OF ATTENDEES

During the day’s conversations many recommendations emerged. The preliminary list below is organized by those meant to improve interagency collaboration and those directed at better serving justice-involved young people.

For Improving Interagency Collaboration

- **Leverage the Role of Judges:** Judges are an underappreciated lever for collaboration. Their autonomy and power - to send youth to specific diversion programs rather than detention, to order schools to provide services, even to order parties to meet - can overcome barriers and entrenched cultures. However, most judges, especially those that rotate among the divisions of a court, lack knowledge of alternatives to incarceration. Limited in-service trainings and an aging judicial workforce also serve as bottlenecks to increased awareness of newer, evidence-based options.
- **Use Positive Metrics:** Attendees felt that using recidivism rates as a primary indicator was a limitation. Specifically, recidivism is used frequently to measure success (or failure) because it is an easy metric, but it is far from adequate. For one thing, recidivism measures are inconsistent, and they also fail to take into consideration institutional and societal biases. Instead, they suggested measuring skill development, program participation, and other metrics that encourage long-term service provision. These are tougher to develop, but more important to gauge success and therefore where resources should be invested.
- **Improve Communications Between Agencies:** Organizing regular (monthly or quarterly) meetings of workforce and juvenile justice agency administrators to maintain open lines of communication, build trust, and create space for innovation was cited as a key lever for sustainable change. Similarly, some attendees have embedding staff in counterpart agencies has deepened trust and understanding.
- **Address Barriers:** One lesson learned was that workforce and juvenile justice leaders both felt that the other system had barriers to working together effectively, such as risk aversion and

antiquated policies. Yet leaders from all agencies expressed a deep desire to discover new paths forward in serving more justice-involved young people. Regarding laws, regulations, and policies that are barriers to collaboration, participants identified several examples related to school attendance:

- Compulsory school attendance laws, which may prevent young people from entering the training or education programs that are the best fit for them.
 - Court-mandated school attendance for minors, which may produce “in-school dropouts.” These young adults, who are legally required to attend school (and can be arrested in many jurisdictions for not attending), cannot be engaged or served by many kinds of training or education programs.
 - WIOA’s definition of dropout, which only applies to young adults over the age of compulsory school attendance. For young adults within the age of compulsory attendance, they must not have attended school within the most recent calendar quarter to be eligible as an out-of-school youth under WIOA. This forces providers to “wait for young people to drop out” before service can begin.
- **Write Better Contracts:** Most participants felt that multi-year contracts (or even one-year contracts that automatically renew for five years) could promote more transformational change to systems. They felt one-year contracts could not achieve the same transformational change.
 - **Cultivate or Identify Providers with Capacity to Serve Young People with Complex Needs:** In addition, systems should do more to find providers with more understanding of and willingness to serve the hardest-to-serve young people and their families.
 - **Develop Effective Messaging:** Craft and commit to sharing common messages that address the scope of the challenge with policymakers and employers. “All kids need is a job” or “A job stops a bullet” are effective slogans, but the truth is that jobs only stop a bullet if young people have additional support, a point that often is lost in conversations with policymakers.

For Serving Justice-Involved Youth

- **Allow for “Multiple Awakenings”:** Youth with barriers to employment in general, and justice-involved youth in particular, rarely will achieve full success on the first try. Each opportunity provides a lesson to build upon.
- **Don’t “Hide Failure”:** Participants reflected on the extent to which justice-involved youth need not just second chances, but “sixth or seventh chances.” Models like Roca’s build in opportunities for young adults to succeed, even if they make mistakes: Roca acts as the employer of record and, while they have strict rules for behavior at worksites, will rehire young adults as often as needed. At the same time, Roca is able to contain that experience within their model. Young people also need to be supported in work in uncontained environments, where they may get fired or struggle to adhere to a job’s requirements.
- **Assume the Risk:** A corollary to not hiding failure is assuming the risk of serving young people. For providers, this may mean serving as the employer of record for job placements, allowing young people to use a provider’s address as their legal residence, or obtaining and retaining important documents and identification cards for young people. These important roles are usually

outside the scope of contracts with public-sector agencies; providers must see these as part of their responsibility to the young people they serve.

- **Create a Safety Plan:** When young people make mistakes or are exposed to threats, youth-serving agencies need plans for ensuring the safety of young people and their community. Part of this safety planning is avoiding the kneejerk reaction to expel a young person, give up or close a program due to a youth's "failures". A safety plan can be a powerful way to acknowledge a commitment to unconditional caring, recognize that the road towards achieving success may be bumpy (set expectations), and that involved agencies and organizations support one another and the investment made to engage young people in their care.
- **Balancing the Narrative about our Young People:** When young people's behavior lands them in juvenile court, the narrative is often controlled by law enforcement. For example, after a crime has been committed TV news coverage often centers on a press conference with a police official. How can youth-serving organizations disrupt this trope? What is a strategy that would ensure the media also spoke to a community leader who would describe positive programs in the neighborhood, or a young person who could describe positive steps they were taking in their own life? How can youth-serving organizations become go-to experts on the young people they serve?

Department of Labor Reaction: Beginning of an Ongoing Dialogue

On April 25, YAP and NYEC presented interim findings from the data analysis and the March convening to career staff at the federal Department of Labor (DOL) who work on the WIOA Youth and Reentry Employment Opportunities programs.

Staff strongly agreed with the challenges facing justice-involved youth in obtaining and retaining employment. They acknowledged the historical problems of the workforce development system in serving these young people, though they disagreed that the administrative data NYEC and YAP presented were fully comparable across states, or that states should serve similar percentages of justice-involved youth. Staff were even open to the idea of creating more incentives to serve justice-involved young people using waivers. DOL staff remain enthusiastic about ongoing dialogue with YAP and NYEC, and are willing to contribute to any future projects.

Bright Spots

Since our convening and interviews with leaders, at least two leaders have begun new efforts to improve system collaboration. We are interested in exploring where other systems may be working well together.

PARTNERSHIP LED BY JUVENILE COURT: LUCAS COUNTY, OHIO (TOLEDO)

After our convening, Deborah Hodges, Lucas County Court Administrator, returned to Toledo and scheduled a meeting with the Lucas County Office of Planning and Development (OPD). Through the Comprehensive Case Management and Employment Program (CCMEP), this workforce board provides year round funding for 16-21 year olds, including innovative paid apprenticeship-like programs for students exploring nursing or manufacturing jobs. The OPD and Deborah had multiple meetings and in June, OPD said it could provide additional summer funding to the Lucas County Juvenile Court. Deborah rejected this because it expired in September, which would give the court only one month to use it.

Instead, she developed a plan to move the two agencies forward together. Under the direction of Judge Denise Navarre Cubbon, they developed a job description for a workforce development Coordinator¹⁶ to be housed at the Juvenile Court. She asked the OPD Director if this Coordinator could serve as an ad hoc member on the local Workforce Development Board, and they agreed. ODP and the Court began meeting regularly. As a result, the plan is to build a Court/ODP team that would work together to develop a strong working partnership and use CCMEP dollars to fund services and programs for young people in Lucas County Juvenile Court, perhaps as part of the re-entry program which could potentially also be funded by Reclaim or Targeted Reclaim dollars.

Prior to this convening in DC, Lucas County Juvenile Court was using Reclaim and Targeted Reclaim¹⁷ dollars (intended to provide community-based alternatives to institutional placement) to pay for summer jobs for young people under the Court's supervision.

EXISTING EXPERTISE & WORKING TOWARDS PARTNERSHIP: DELAWARE

We invited Nancy Dietz, Director of Delaware's Department of Youth Rehabilitative Services (DYRS) to our convening, but due to a state-imposed travel ban, she and her staff were not able to attend. Nancy connected us with a staff person who had previously worked at the Department of Labor, Barbara Riley¹⁸.


¹⁶ As of the writing of this report on September 15, 2017, Lucas County has hired its new Workforce Development Coordinator, who, it turns out is a former YAP Advocate.

¹⁷ Reclaim is defined by Ohio DYS "a funding initiative which encourages juvenile courts to develop or purchase a range of community-based options to meet the needs of each juvenile offender or youth at risk of offending. By diverting youth from Ohio Department of Youth Services (DYS) institutions, courts have the opportunity to increase the funds available locally through RECLAIM." Targeted Reclaim is defined as "a funding initiative of the Ohio Department of Youth Services that is designed to promote the use of model and evidence-based programs to divert appropriate felony youth from DYS commitment and into effective community-based alternatives. Through this initiative, participating county juvenile courts select and implement programming in order to meet a goal of reduced admissions to DYS. Funds are awarded, budgeted and expended in conjunction with the courts' RECLAIM Ohio programs and services." See <http://dys.ohio.gov/Community-Programs/RECLAIM/RECLAIM-Ohio> and <http://dys.ohio.gov/Community-Programs/RECLAIM/Targeted-RECLAIM>.


¹⁸ Ms. Riley has since retired from DYRS.

Ms. Riley serves as DYRS’s Education Liaison and previously worked at DOL for 17 years as the Director of Rehabilitation and Vocational Services and Transition Coordinator.

On a call in May, Ms. Riley noted that in her experience, almost all of the young people in the justice system have serious exposure to trauma and many come from families living in extreme poverty. They rarely see people working regular jobs in their own communities, putting them at a deep deficit. She noted that young people are “decent decoders”: they can read but cannot comprehend. She also noted that young people need parental support that was often hard to come by because the families themselves are in crisis.



“If they trust you, they will try and try and try again.”



After painting this bleak picture, Ms. Riley described the strengths she saw in the young people at the Ferris School, Delaware’s youth prison for boys. She found that the young men at Ferris had strong entrepreneurial skill and were charismatic and intelligent; many were very talented in the arts and had a level of resilience that could be off the charts if you engaged with them effectively. As she put it: “if they trust you, they will try and try and try again.”

DYRS and the Delaware Workforce Development Board (DEWDB) do not have a formal partnership, but DEWDB has a Youth Council that meets every few months. Ms. Riley expressed interest in attending to build a collaboration between the two agencies. DEWDB is not actively pursuing justice-involved youth; staff are concerned justice-involved youth would not succeed in current workforce programs because they might have challenges showing up every day and on time. Ms. Riley noted that many young people at Ferris School are there for gun charges, which makes them ineligible to participate in workforce programs. Many of these same young people also may not be permitted to return to school based on their gun charges, subject to discretion at the local level. Nonetheless, DYRS continues to be very motivated advocates for the young men at Ferris School.

A HISTORY OF EFFECTIVE PARTNERSHIP LED BY A WORKFORCE AGENCY: KANSAS CITY, KANSAS

We had a brief conversation with Scott Anglemeyer, currently the Executive Director of the Kansas Association of Community Action Programs and formerly the CEO of Workforce Partnership¹⁹, which oversaw services in three counties in Kansas. He remembers working well with the juvenile court in the state. Workforce Partnership’s board independently set goals for serving out-of-school youth consistent with the new WIOA requirements before WIOA was enacted.

In an email, Scott described their effort this way:

“Several years ago we [Workforce Partnerships] made the decision to contract out both the One-Stop Operator and (then) WIA Youth Operator roles. They were separate contracts with separate RFPs, but we selected the same entity: Kaiser Group, Inc. (which has since changed its

¹⁹ More information on Workforce Partnership can be found here <http://www.workforcepartnership.com/>

name to Dynamic Workforce Solutions, or DWFS). The most important thing we did is that we set performance measures in the contract, and tied performance incentives to exceeding those goals. Initially, we set the goal for out-of-school Youth expenditure percentage at 50%, but ramped it up in successive years until it was at 70% in the final year before WIOA. DWFS consistently exceeded this percentage.”

When he was CEO of the Workforce Board, the board and staff recognized he knew that they weren't reaching the right kids. So they implemented a recruitment strategy to build relationships with administrators from school districts with low-income youth and local community centers. In recruiting the youth director, they made sure she had relationships in Wyandotte County, the county in Kansas with the highest poverty level in the state and in Leavenworth, a largely rural area not far from Kansas City. Once the relationship was established, word of mouth traveled fast. Juvenile court even started sending referrals their way.

They also largely abandoned the one-stop center concept prioritized by WIA. As Scott put it, the idea that everything had to happen in that one location was a huge disservice. It may have made sense in 1998 when WIA was passed but as time went on it became clear that he and his team need to get back into the community, not expect the community to come to them. Scott noted, “We need to be Starbucks, not Best Buy, and engage young people closer to their homes. We abandoned the arrogance of you must come to us and said ‘we must go to you’.” In addition to getting physically closer to community members, the decentralized approach that the Workforce Partnership pursued made organizational partnerships easier and even reduced costs: community-based organizations often offered free space to the workforce agency.

“We abandoned the arrogance of you must come to us and said ‘we must go to you’.”

Conclusion

THEMES

Our analysis of data and the March convening opens a clear path to more significant changes for more jurisdictions. Our recommendations proceed from the local to state and federal levels.

First, **significant culture changes are needed**, for workforce-development and juvenile-justice agencies. Unfortunately, we don't have a clear sense yet of common levers for these transformations: the parties that must be engaged, tables or working groups that need to be in place, or performance measures that facilitate real collaboration. We need a detailed understanding of how such changes have occurred, where they have occurred. More dialogues like the one in March are needed, focused on 1) local areas where progress has been made, and 2) where progress is possible.

Second, **judicial education** emerged as a theme in the March dialogue. As Deborah Hodges said, "When a judge gets involved, people listen." Judges have the power and discretion to remand young people to job-training programs rather than detention. Many judges desire to take a less punitive approach to youthful offenders, especially with the rise of separate juvenile and family courts. But judges often don't know the options available in their community, and the places they go for new information - continuing legal education classes or bar association meetings, for example - are unlikely to provide this information. A stronger understanding of how to reach and educate judges is needed.

Third, as youth prisons close and fewer youth are subjected to incarceration, states must **redirect resources** to workforce development and community-based programs that integrate the concepts laid out above. In most states the dollars spent on juvenile justice systems far outstrip WIOA formula funds: these dollars formerly spent to lock up young people can inject new life and scale into programs to support young people in comprehensive ways – if these savings are properly captured and not simply sent back to state general funds. Some organizations are working in states to advance these efforts, but more research is needed to understand what works in these state-level campaigns.

Fourth, states and the federal Department of Labor can work to **improve data** collected on youthful offenders, to ensure it is of high quality and comparable across states. Similarly, DOL can do more to use the new **statistical adjustment model** mandated by WIOA as a lever for encouraging local workforce boards and providers to serve more youthful offenders. For example, DOL needs to continue educating the field about the SAM, including its purpose and history, the timeline of its rollout, how services to different populations may be affected, and tools that will help frontline and supervisory staff understand the implications of the SAM on service delivery. As program directors and advocates argue for more services for justice-involved young people, they must ensure that local workforce board leaders understand the SAM and its role in performance negotiations: they need not be "dinged" for serving more justice-involved young people.

Appendix A: Major Changes to Youth Services in the Workforce Innovation and Opportunity Act

ELIGIBILITY CHANGES

Out-of-school youth must be aged 16-24, not attending any school, and meet one or more additional conditions, which could include (WIOA sec. 129(a)(1)(B)):

- School dropout (within age of compulsory attendance but has not attended for at least the most recent complete school year calendar quarter);
- Holds a secondary school diploma or recognized equivalent and is low-income and is basic skills deficient or an English language learner;
- Subject to the juvenile or adult justice system;
- Homeless, runaway, in foster care or aged out of the foster care system, eligible for assistance under Section 477, Social Security Act, or in out-of-home placement;
- Pregnant or parenting;
- An individual with a disability; or
- A low-income person who requires additional assistance to enter or complete an educational program or to secure and hold employment.

In-school youth must be aged 14-21, attending school, low income, and meet one or more additional conditions, which could include (WIOA sec. 129(a)(1)(C)):

- Basic skills deficient;
- English language learner;
- An offender;
- Homeless, runaway, in foster care or aged out of the foster care system;
- Pregnant or parenting;
- An individual with a disability; or
- A person who requires additional assistance to enter or complete an educational program or to secure and hold employment.

NEW PROGRAM ELEMENTS

WIOA added several new program elements that each local area must ensure are provided:

- Financial Literacy;
- Entrepreneurial skills training;
- Services that provide labor market and employment information in the local area;
- Activities that help youth transition to postsecondary education and training; and
- Education offered concurrently with and in the same context as workforce preparation activities and training for a specific occupation or occupational cluster.

These new elements are supplemented by a new emphasis on work experience: At least 20 percent of local WIOA Youth formula funds must be used for work experiences, such as summer and year-round employment, pre-apprenticeship, on-the-job training, or internships and job shadowing.

Appendix B: Glossary of Terms for the Juvenile Justice and Workforce Development Systems

In preparation for our March convening, we developed a glossary of common terms common to the juvenile-justice and workforce-development worlds. Participants reported this was a helpful resource and one they would continue to use.

JUVENILE JUSTICE TERMS (SOURCE: OJJDP)

- **Adjudication:** Adjudication is the court process that determines (judges) if the juvenile committed the act for which he or she is charged. The term "adjudicated" is analogous to "convicted" and indicates that the court concluded the juvenile committed the act.
- **Delinquent act:** An act committed by a juvenile for which an adult could be prosecuted in a criminal court, but when committed by a juvenile is within the jurisdiction of the juvenile court. Delinquent acts include crimes against persons, crimes against property, drug offenses, and crimes against public order, when juveniles commit such acts.
- **Judicial disposition** - Definite action taken or treatment plan decided on or initiated regarding a particular case after the judicial decision is made. For the Juvenile Court Statistics report series, case dispositions are coded into the following categories:
 - **Waived to criminal court** - Cases that were transferred to criminal court as the result of a waiver hearing in juvenile court.
 - **Placement** - Cases in which youth were placed in a residential facility for delinquents or were otherwise removed from their homes and placed elsewhere.
 - **Probation** - Cases in which youth were placed on informal/voluntary or formal/court-ordered probation or supervision.
 - **Dismissed** - Cases dismissed (including those warned, counseled, and released) with no further action anticipated. Among cases handled informally, some cases may be dismissed by the juvenile court because the matter is being handled in another court.
 - **Miscellaneous** - A variety of actions not included above. This category includes fines, restitution and community services, referrals outside the court for services with minimal or no further court involvement anticipated, and dispositions coded as "Other" by the reporting courts.
- **Placement status** - Identifies categories of young people held in residential placement facilities.
 - **Committed** - Includes young persons in placement in the facility as part of a court-ordered disposition. Committed young people include those whose cases have been adjudicated and disposed in juvenile court and those who have been convicted and sentenced in criminal court.
 - **Detained** - Includes young people held prior to adjudication while awaiting an adjudication hearing in juvenile court, as well as young people held after adjudication while awaiting disposition or awaiting placement elsewhere. Also includes young people

awaiting transfer to adult criminal court, or awaiting a hearing or trial in adult criminal court.

- **Diversion** - Includes young people sent to the facility in lieu of adjudication as part of a diversion agreement.
- **Status Offense:** A non-delinquent/noncriminal offense; an offense that is illegal for underage persons, but not for adults.
 - Curfew violation - Violation of an ordinance forbidding persons below a certain age from being in public places during set hours.
 - Incurable, ungovernable - Being beyond the control of parents, guardians, or custodians.
 - Running away - Leaving the custody and home of parents or guardians without permission and failing to return within a reasonable length of time.
 - Truancy - Violation of a compulsory school attendance law.
 - Underage drinking - Possession, use, or consumption of alcohol by a minor.
- **Re-entry / Aftercare:** the term or period when a young person is transitioning home from an institutional setting, and receives additional supports through probation, parole and / or community-based alternatives

WORKFORCE DEVELOPMENT TERMS

- **Customized training:** WIOA defines (sec. 3(14)) customized training as training designed to meet a specific employers' needs, that comes with a commitment to hire a successful completer of the training, and for which the employer pays a significant portion of the cost.
- **DOLETA:** The Department of Labor Employment and Training Administration implements most WIOA programs, including WIOA Adult/Dislocated, WIOA Youth, Job Corps, REO, and YouthBuild. ETA is the only major component of DOL focused on grantmaking, rather than enforcement or policy development. The Department of Education implements the vocational rehabilitation and adult education funding streams authorized under WIOA.
- **Individual training account:** Once determined eligible, WIOA participants may access an individual training account (similar to a voucher or grant) to pay for training programs.
- **On-the-job training:** WIOA defines (sec. 3(44)) on-the-job training as training by an employer that provides knowledge or skills, provides reimbursement to the employer of up to 50 percent of the wage rate of the participant, and is limited in duration.
- **Performance measures:** The Workforce Innovation and Opportunity Act (WIOA) requires grantees under each of the major programs to report on several performance measures. The performance measures for the WIOA Youth program include:
 - The percentage of young people who are in employment, education, or training two quarters after exit;

- The percentage of young people who are in employment, education, or training four quarters after exit;
- Median earnings of participants in unsubsidized employment during second quarter after exit;
- Obtainment of a recognized credential or secondary diploma during participation or within one year after program exit; and
- Measurable skill gains during program.

To address disincentives to serve the hardest-to-serve populations, such as justice-involved youth, WIOA directed the Department of Labor to develop a statistical adjustment model that would give local areas more credit for serving young people with more significant or multiple barriers to employment. A somewhat similar regression model was used under the predecessor law to WIA, the Job Training Partnership Act.

- **Prior learning assessment:** A prior learning assessment (PLA) is a tool to “measure an individual’s prior knowledge, skills, competencies, and experiences, and [to] evaluate such skills and competencies for adaptability, to support efficient placement into employment or career pathways” (WIOA sec. 101(d)(5)(C)). The Test of Adult Basic Education (TABE) is of the most popular PLAs.
- **REXO/REO:** The Reentry Employment Opportunities program (REO), formerly called the Reentering Ex-Offenders program (RExO) provides funding, authorized as Research and Evaluation under Section 169 of WIOA, for serving justice-involved youth and young adults and adults who were formerly incarcerated. Funding recently has been around \$80 million annually; the fiscal-year 2017 House appropriations bill would provide \$88 million.
- **Stackable credentials:** As defined by DOL in a guidance letter, stackable credentials are “part of a sequence of credentials that can be accumulated over time to build up an individual’s qualifications and help them to move along a career pathway or up a career ladder to different and potentially higher-paying jobs.”
- **Upskill/backfill:** A strategy of training incumbent workers to advance along a career pathway, then training unemployed job seekers for the newly opened entry-level position. A study of this strategy with American Recovery and Reinvestment Act (ARRA) funding [is here](#).
- **Waiver:** Federal grantees may request that agencies waive statutory or regulatory requirements. Most federal authorizing statutes give agencies wide latitude to determine how to implement laws under their purview. For example, the Obama administration awarded waivers of requirements under the Elementary and Secondary Education Act to dozens of states to facilitate K-12 education reform (see [here](#) for a summary). The Performance Partnership Pilot (P3) initiative solicited requests for waivers across several federal laws, including WIA/WIOA, from states and localities to better serve disconnected youth.
- **WIA/WIOA:** President Obama signed the Workforce Innovation and Opportunity Act (WIOA; PL 113-128) on July 22, 2014. WIOA replaced the Workforce Investment Act (WIA) of 1998. Major youth- and justice-related changes in WIOA include:

- A major redirection of WIOA Youth funding toward out-of-school youth (OSY), from 30 percent going to OSY under WIA to 75 percent under WIOA;
- A new requirement that 20 percent of WIOA Youth funding support work experience;
- Changes in WIOA's performance measures to emphasize longer-term outcomes;
- Simplification of the membership of the workforce development boards that govern the workforce-development system;
- A new requirement that 15 percent of the large vocational rehabilitation funding stream go to "pre-employment transition services" for in-school youth; and
- An increase in the "ceiling" on adult-education funding that may be spent on correctional education, from 10 percent to 20 percent.

Appendix C: Table: WIOA Youth Offender (YO) Exiters by State



State	WIA						WIOA		
	2013			2014			2015		
	Exiters	YO Exiters	% YO Exiters	Exiters	YO Exiters	% YO Exiters	Exiters	YO Exiters	% YO Exiters
AL	1909	44	2.3%	1380	23	1.7%	1324	23	1.7%
AK	308	63	20.5%	393	92	23.4%	211	58	27.5%
AZ	1299	82	6.3%	1249	95	7.6%	1055	71	6.7%
AR	621	15	2.4%	770	28	3.6%	695	34	4.9%
CA	14399	1109	7.7%	18312	1172	6.4%	14744	944	6.4%
CO	1388	226	16.3%	1568	230	14.7%	1725	226	13.1%
CT	475	20	4.2%	606	23	3.8%	618	18	2.9%
DE	195	16	8.2%	216	15	6.9%	199	17	8.5%
DC	193	7	3.6%	97	4	4.1%	69	2	2.9%
FL	5228	134	2.6%	6530	215	3.3%	6519	163	2.5%
GA	3465	315	9.1%	3621	243	6.7%	3022	199	6.6%
HI	216	30	13.9%	156	4	2.6%	153	19	12.4%
ID	601	134	22.3%	483	102	21.1%	440	74	16.8%
IL	2899	510	17.6%	3525	543	15.4%	3690	550	14.9%
IN	2853	94	3.3%	3569	29	0.8%	3242	71	2.2%
IA	546	95	17.4%	322	39	12.1%	330	41	12.4%
KS	870	107	12.3%	709	73	10.3%	516	45	8.7%
KY	1771	20	1.1%	2378	26	1.1%	1675	12	0.7%
LA	832	25	3.0%	693	19	2.7%	641	13	2.0%
ME	400	48	12.0%	510	82	16.1%	415	71	17.1%
MD	1053	78	7.4%	1156	74	6.4%	1068	68	6.4%
MA	1335	25	1.9%	1190	41	3.4%	1179	41	3.5%
MI	4676	276	5.9%	3992	212	5.3%	2888	133	4.6%
MN	1492	161	10.8%	1904	206	10.8%	1590	159	10.0%
MS	1875	34	1.8%	1755	46	2.6%	1594	37	2.3%
MO	2031	95	4.7%	2034	146	7.2%	1519	88	5.8%
MT	160	21	13.1%	179	14	7.8%	216	17	7.9%
NE	269	49	18.2%	231	35	15.2%	251	62	24.7%
NV	2475	253	10.2%	2032	177	8.7%	2252	214	9.5%
NH	178	9	5.1%	263	12	4.6%	229	6	2.6%
NJ	2288	126	5.5%	2689	113	4.2%	3029	121	4.0%
NM	592	28	4.7%	530	52	9.8%	597	59	9.9%
NY	5017	308	6.1%	4793	243	5.1%	4535	231	5.1%
NC	2797	393	14.1%	2666	324	12.2%	2381	281	11.8%

State	WIA						WIOA		
	2013			2014			2015		
	Exiters	YO Exiters	% YO Exiters	Exiters	YO Exiters	% YO Exiters	Exiters	YO Exiters	% YO Exiters
ND	171	28	16.4%	153	22	14.4%	162	18	11.1%
OH	3389	322	9.5%	3614	316	8.7%	3161	245	7.8%
OK	845	82	9.7%	673	75	11.1%	672	64	9.5%
OR	1366	155	11.3%	1384	112	8.1%	1221	107	8.8%
PA	4753	329	6.9%	4855	338	7.0%	4418	293	6.6%
RI	428	21	4.9%	457	15	3.3%	380	24	6.3%
SC	1927	258	13.4%	1982	246	12.4%	1736	195	11.2%
SD	280	54	19.3%	275	71	25.8%	234	58	24.8%
TN	2711	0	0.0%	2247	1	0.0%	2221	8	0.4%
TX	5126	583	11.4%	6181	526	8.5%	5272	501	9.5%
UT	103	45	43.7%	509	161	31.6%	693	177	25.5%
VT	307	81	26.4%	293	72	24.6%	149	42	28.2%
VA	1525	137	9.0%	1569	109	6.9%	1337	104	7.8%
WA	2237	354	15.1%	1860	244	13.1%	1518	172	11.3%
WV	497	27	5.4%	437	32	7.3%	402	19	4.7%
WI	1032	85	8.2%	1175	131	11.1%	1040	90	8.7%
WY	291	50	17.2%	247	43	17.4%	207	43	20.8%

Appendix D: Cross-System Convening Agenda

FOSTERING COLLABORATION BETWEEN JUVENILE- JUSTICE & WORKFORCE-DEVELOPMENT AGENCIES

March 29, 2017, 9:00 a.m. – 2:30 p.m.

Youth Advocate Programs, Inc., 1101 14th St. NW, Suite 600, Washington, DC

PURPOSE:

- Ascertain whether and to what extent workforce-development and juvenile-justice agencies are presently working together to serve justice-involved youth
- Identify and discuss barriers to collaboration
- Begin to describe changes to agency cultures, practices, training, or performance measures that could increase collaboration

MODERATORS:

- **Ed DeJesus**, National Director of Workforce Development Programs and Policy, Youth Advocate Programs, Inc. (YAP)
- **Shaena Fazal**, National Policy Director, YAP
- **Thomas Showalter**, Director, National Youth Employment Coalition (NYEC)

ATTENDEES:

- **David Brown**, Annie E. Casey Foundation
- **Jeffrey Butts**, John Jay College, CUNY, New York, NY
- **Ernest Dorsey**, Mayor's Office of Employment Development, Baltimore, MD
- **Lorenzo Harrison**, USDOL
- **Delmonica Hawkins**, Maryland Department of Juvenile Services, Baltimore, MD
- **Deborah Hodges**, Juvenile Court, Lucas County, Ohio (Ret)
- **Deborah Howell**, WorkforceCentral, Tacoma, WA
- **Christine Judd**, Roca Inc., Chelsea, MA
- **Clinton Lacey**, Department of Youth Rehabilitation Services, Washington, DC
- **Greg Martinez**, Cook County Partnership, Chicago, IL
- **Jan McKeel**, South Central Tennessee Workforce Alliance, Columbia, TN
- **Liane Rozell**, Annie E. Casey Foundation
- **Marc Schindler**, Justice Policy Institute
- **Lee Sherman**, National Human Services Assembly
- **Brooke Valle**, San Diego Workforce Partnership

BACKGROUND READING:

- [Workforce and Youth Development: Barriers and Promising Approaches to Workforce and Youth Development for Young Offenders](#), David Brown, Sarah Maxwell, Edward DeJesus, and Vincent Schiraldi
- [Beyond Bars: Keeping Young People Safe at Home and Out of Youth Prisons](#), National Collaboration for Youth
- [Making the Juvenile Justice – Workforce System Connection for Re-Entering Young Offenders](#), Linda Harris, CLASP
- [Positive Youth Justice](#), Dr. Jeffrey Butts

AGENDA:

- 9:00 – 9:30 **Continental breakfast available**
- 9:30 – 9:50 **Welcome and Introductions**
Ed DeJesus (YAP), Thomas Showalter (NYEC), and Lee Sherman (NHSA)
- 9:50 – 10:00 **The Youth Opportunity Program: Historical context**
Lorenzo Harrison, Former Youth Administrator, U.S. Department of Labor
- 10:00 – 10:30 Promoting justice-involved youth success in the workforce development system:
Positive Youth Justice and alternative measures
Dr. Jeffrey Butts, John Jay College of Criminal Justice, Christine Judd, Roca, Inc.
- 10:30 – 11:30 **Workforce and juvenile justice breakouts**
Workforce directors breakout moderated by Ed;
Juvenile justice administrators breakout moderated by Thomas and Shaena
Guiding questions:
- What do you wish your counterparts knew about your agency’s culture, performance measures, or other characteristics?
 - What are you currently doing to improve employment outcomes for justice-involved youth in your area?
 - In what ways do you partner with your counterparts in workforce development or the juvenile-justice system?
 - What are common barriers to collaboration? Performance measures? Agency cultures? Language or terms?
 - What would address these barriers?
 - What does your ideal state of workforce and juvenile justice collaboration look like?
- 11:30 – 11:45 Break

11:45 – 12:15 **Report outs and agency feedback (be creative!)**

Moderated by Shaena, Ed, and Thomas

Guiding questions:

- What do you wish your counterparts knew about your agency's culture, performance measures, or other characteristics?
- What are you currently doing to improve employment outcomes for justice-involved youth in your area?
- In what ways do you partner with your counterparts in workforce development or the juvenile-justice system?
- What are common barriers to collaboration? Performance measures? Agency cultures? Language or terms?
- What would address these barriers?
- What does your ideal state of workforce and juvenile justice collaboration look like?

12:15 – 1:00 **Networking lunch**

1:00 – 2:00 **Leverage points for collaboration**

Moderated by Shaena, Ed, and Thomas

Guiding questions:

- What changes to your performance measures would make collaboration more possible? Labor force participation? Others?
- Based on what you've heard today, what do you think are the most likely avenues for driving change locally/system wide?

2:00 – 2:30 **Summarizing, crystallizing lessons, and next steps**

2:30 – 3:30 **Optional networking coffee break**

All participants are invited to stay and continue the conversation



The **National Youth Employment Coalition** is a membership organization that improves the lives of the 5 million young people who are out of school and out of work. We do this by improving the effectiveness of the organizations and systems that serve these "opportunity youth." We collect, study, and support the implementation of best practices, and conduct federal policy advocacy, all with a strong equity focus.



Youth Advocate Programs, Inc. (YAP) is a nationally recognized, nonprofit organization exclusively committed to the provision of community-based alternatives to out-of-home care through direct service, advocacy and policy change. We provide safe, cost-effective services to youth and families involved in numerous systems, including the Child Welfare, Juvenile Justice, Behavioral Health, Developmental Disabilities, Education and Adult Systems.

This report was funded through a grant of the Annie E. Casey Foundation.