Knowledge Management Economic Opportunity State of the Practice Report

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Value of **thought.** Value of **solution.**



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State of the Practice National Service Economic Opportunity Initiatives



Introduction

This brief highlights successful strategies identified in impact studies of national service programs with positive findings in the economic opportunity priority area. The aim of this brief is to provide program staff and funders with insights into successful programs and strategies for using national service participants to support economic opportunity outcomes. A systematic search to identify published academic and grey literature following a predetermined search and review protocol identified 114 documents pertaining to national service economic opportunity programs. Twelve documents in the identified literature described economic opportunity program impact studies and 44 documents described program outcomes. Of these, five documents describing impact studies and four describing outcome studies of successful economic opportunity programs were analyzed for this report. See Appendix A for overall eligibility criteria, Appendix B for inclusion criteria for this brief, Appendix C for level of evidence determinations, and Appendix D for a list of all included studies.

Housing

To facilitate the well-being and security of economically disadvantaged individuals, CNCS supports housing programs that enable economically disadvantaged individuals to transition into, or remain in, safe, healthy, and affordable housing. Measures of impacts for this focus area address: 1) social cohesion and sense of community; 2) housing stability; and 3) self-esteem and pride of skills.

State of the Practice for Housing

Positive impacts of CNCS programs on social cohesion were found in one quasi-experimental (QED) study with a non-equivalent comparison group. In addition, the review included three outcome studies: one demonstrating positive impacts on family strengths, perceptions of financial well-being, perceptions of community, and perceptions of family achievement; one demonstrating correlations between participation in various program components and outcomes, such as a positive correlation between participation in training and decreased perception of economic and racial segregation; and one demonstrating positive impacts on income levels and access to food and housing stability, with decreases in jail bookings and residential substance abuse treatment (see Table 1).

Habitat for Humanity

Habitat for Humanity provides new housing construction for economically disadvantaged households, requiring beneficiaries' participation in the form of "sweat equity," design participation, and engagement in public activities and training. One quasi-experimental study of the program that employed non-equivalent comparison groups revealed statistically significant improvements in social cohesion. A key to the program's success is the active participation of the partner families in the construction process, in the housing design, and in related training activities. *Habitat for Humanity* is the most-studied of the housing models, and the studies generally show positive impacts across a range of factors, such as use of resources and varying economic, social, and psychological attributes.

Program	Study Design Type	Positive Outcomes	Population	Program Components
Habitat for Humanity	QED – Non- equivalent groups Pre-Post	 Social cohesion Family strengths Perceptions of financial well- being Perceptions of community 	Homeowners in Habitat and non-Habitat neighborhoods Habitat homeowners	 Housing construction "Sweat equity" Public activities Training Design participation Clustered vs.
	Correlation- al	 Perceptions of family achievements Housing attachment Frequency of house maintenance Design – house satisfaction Pride of skills Sense of community Human and social resources Perception of economic and racial segregation Generalized sense of 	Habitat homeowners	scattered Habitat housing
Homeless Assistance Rental Program (HARP)	Pre-Post	 community Decrease in jail bookings Decrease in residential substance abuse treatment Income level Access to food Housing stability 	White (74%), Female (56%) HARP participants	 Rental assistance Case management services

Table 1: Housing Summary

The reviewed literature revealed that there does not appear to be a substantial body of rigorous research in the form of randomized control trials (RCT) or quasi-experimental designs (QED) that use statistical matching in this area. There is also a lack of coherence across the literature; the studies address a range of hypotheses with few common elements, and largely do not appear to build on one other. One correlational study indicates that clustered *Habitat* housing helped eliminate the perception of economic segregation as opposed to scattered housing development patterns and two studies indicated that "sweat equity," by which participants contribute in the form of labor, had positive effects on human and social resource development. The correlational study was of particular interest because it analyzed the relative impact of *Habitat* program components of construction, sweat equity, public activities, training, and design participation on partner family outcomes. Its findings include the following: the training and public activities components were associated with generalized sense of community, participation in the house construction was associated with frequency of house maintenance, and participation in the training component was associated with decreased perception of economic and racial segregation.

Supportive Housing

Research on CNCS-funded supportive housing approaches for the homeless is still nascent, but the pre-post study reviewed indicates this approach has promise and merits further research. The supportive housing model combines the provision of rental housing with ongoing case management services. Positive outcomes included a decrease in jail bookings and the use of residential substance abuse treatment, overall improvements in income level, and access to food and housing stability.

Financial Literacy

To improve financial literacy outcomes, programs engage beneficiaries in: 1) financial education classes; 2) debt reduction and financial management counseling; and/or 3) saving assistance programs.

State of the Practice for Financial Literacy

Reviewers found no completed impact or outcome studies that could indicate whether financial literacy programs were successful¹, or which program components may lead to success.

Employability

To improve employability outcomes, programs engage beneficiaries in: 1) sector-specific job training; 2) social enterprise employment; and 3) job search services. Priority measures of impact include: 1) earnings; 2) employment; and 3) job retention.

¹ Although some programs have a financial literacy component, no final study independently assessed the success of this component of their program.

State of the Practice for Employability

To facilitate the employability of beneficiaries of CNCS programs, the literature reflects several key strategies that have a bearing on employment outcomes: 1) an industry-sector focus on skills training; 2) training duration; 3) work experience components; 4) supportive services/life supports, such as financial education; and 5) job search services provision. There is little in the way of research that isolates the unique contributions of each of these program components.

Program	Study Design Type	Positive Outcomes	Population	Program Components
Year Up	RCT	• Earnings (including hourly wages)	Low-income young adults (ages 18-24)	 Sector-specific technical skills training (six-month duration) Internship (six-month duration) Business communication and professional skills classes Stipend Counseling Job search assistance Earning of college credits
Jobs for the Future	QED – Groups formed by matching	 Employment and job retention Earnings 	Unemployed individuals in Ohio	 Sector-specific skills training (all three programs) Job readiness training (two programs) Assistance in obtaining employability and training credentials (two programs) Job search assistance (two programs) Enrollment in college coursework and specialized apprenticeships (one program) Pre-apprenticeship program (one program)
REDF social enterprise	QED – Groups formed by matching	• Employment and job stability	Individuals with significant barriers to employment (e.g., parolees)	 Sector-specific social enterprise employment Skills training Job search assistance Life supports such as financial education and food support Post-employment counseling

Table 2: Employability Summary

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Program	Study Design Type	Positive Outcomes	Population	Program Components
WorkSource	QED –	 Employment 	Unemployment	• Job search services
	Groups	 Earnings 	claimants in	
	formed by		Washington	
	matching		State	

Industry Sector Skills Training and the Issue of Training Duration

Skills training that is closely tied to industry requirements seems to yield positive results, particularly when the industries selected are projected to have a growth in employment levels and where demand for workers exceeds the available supply. As shown in the QED impact study of three sector initiatives conducted by *Jobs for the Future (JFF)*, the students in the health care sector had a greater array of positive outcomes (e.g., finding and keeping a job, increased earnings) than those in construction, and, to a lesser extent, advanced manufacturing. The experience of the *Year Up* program, which offered six months of technical training in the growth occupations of financial operations and information technology with six-month internships indicates that further research may be helpful to determine whether the length of the training is also a factor related to positive outcomes.

Work Experience

The *REDF* social enterprise study (using a matched comparison group design) provided those with significant barriers to employment the opportunity to gain work experience and demonstrate work readiness skills. Program participants included opportunity youth, individuals with mental illness, homeless individuals, and those with criminal records. The *Year Up* program also offered work experience through the provision of internships, indicating that the provision of opportunities for "real life" experiences in the workplace may be a component of successful programs.

Supportive Services/Life support

The successful program models share a high-support approach that includes such services as financial education, food referrals, and life skills counseling. In the *REDF* study, two-thirds of participants received life stability supports, such as financial education. Future research on the extent to which these services, collectively and individually, are associated with positive life outcomes would provide a useful contribution to the field. Not surprisingly, offering stipends also positively impacts participant income.

Job Search Services

The *WorkSource* study conducted in Washington State used a QED with matched comparison groups to show that the provision of job search services to UI claimants positively affected employment outcomes and, for some segments, positively affected earnings as well. Nearly all

of the successful programs we studied incorporated job search services as a program component.

Conclusion

As revealed through a substantial literature review, programs in the economic opportunity priority area with positive outcomes for their participants share several characteristics, most notably an array of services that address the diverse and often extensive challenges economically disadvantaged individuals face.

A common trait of the housing-related programs is the provision not just of housing, but of services such as training or case management designed to support housing success. Such support is beneficial for participant outcomes because it assists participants in anticipating and resolving issues that may interfere with housing stability.

Four employment-related programs demonstrated positive outcomes. Common among these programs was the provision of job search assistance services. Training duration appears to be associated with positive outcomes, as does an industry-specific focus in skills training for high-demand industries, the provision of work experience opportunities, and the provision of other employment supports such as counseling or training related to employability development.

Appendix A: Eligibility Criteria for National Service Review

- **1.** The document is factual (versus opinion²).
 - The document is referring first-hand to research findings, using original or secondary data collection, a synthesis of the literature, or a systematic review/meta-analysis.
 - The document is not an Op-Ed, testimonial, or marketing material.

2. The study is relevant to CNCS-sponsored National Service or CNCS.

- The study is conducted on a program that, at the time of the study, engaged AmeriCorps State/National, NCCC or VISTA Members, Senior Corps Volunteers, or was funded by SIF or a SIF Grantee. A program refers to an ongoing service and does not include short term special initiative projects.
- The study is conducted on a program model that *currently engages* AmeriCorps members or Senior Corps volunteers, even if the study itself does not identify or include specific program sites with AmeriCorps members or Senior Corps volunteers (e.g., studies of *Reading Partners, City Year*).³
- The program's outcomes are applicable to CNCS. The study investigates the effectiveness of volunteers or national service programs in the focus areas of Education, Economic Opportunity, Healthy Futures, Environment, or Disaster Services and Response.
- 3. The document is in English.
- **4.** The document is a final report for the program, project or evaluation rather than an interim or progress report.⁴

² Factual documents report data or other information in a manner that is subject to empirical verification. Opinion documents pass judgment on the value or merit of a set of facts or circumstances based on a set of evaluative criteria that are not strictly subject to empirical verification (e.g., based on moral or political considerations).

³ It is anticipated that the review would not include any study of a program that, although it could be adapted for national service, is not currently funded by CNCS, with the exception of evidence based practices that could be applied in a national service context found in online clearinghouses.

⁴ Final reports summarize information about a program or intervention at the end of the program or intervention's life or at the end of a major cycle in the program or intervention's life (e.g., at the end of a funding period). By contrast, an interim report provides information on the status of a program or intervention at an intermediate juncture in its lifecycle. Information provided in an interim report does not contain complete information on results, as the program or intervention is still underway at the time when the report was written.

- **5.** The document was published after 1990 but before the search kickoff date (February 1st 2015), is a seminal document as indicated by citations in post-1990 literature, or was recommended for inclusion by a key stakeholder.
- 6. The document does not duplicate information from a previously screened source. Where duplicate information is identified, two sources will be listed as a single citation and only the latest source will be reviewed.

Appendix B: Inclusion Criteria for the State of the Practice Brief

The documents in this report represent a subset of documents chosen for complete review in the Economic Opportunity State of the Science Brief. Documents were selected for inclusion in this Economic Opportunity State of the Practice brief if they:

- 1. Reported positive outcomes related to one of the three key areas of economic opportunity addressed by CNCS⁵:
 - a. Transition into, or ability to remain in, safe, healthy, affordable housing.
 - b. Improved access to services and benefits aimed at contributing to enhanced financial literacy.
 - c. Improved employability leading to increased success in becoming employed.
- 2. Were among the most rigorous studies that demonstrated positive outcomes within one of the three key areas.

⁵ Corporation for National and Community Service (CNCS). (2011). *The Corporation for National and Community Service Strategic Plan 2011-2015*. Washington, DC.

Appendix C: Levels of Evidence

Levels of Evidence for Individual Studies

Strong evidence means the study incorporates a design that can support causal conclusions for the specific program with the highest level of confidence (i.e., very high internal validity). This would include well-designed and well-implemented experimental studies conducted on the proposed program.

Moderate evidence means the study can support causal conclusions for the program studied with moderate confidence (i.e., those that take steps to increase internal validity). This would include well designed and conducted quasi-experimental studies or correlational research with strong statistical controls for selection bias and for discerning the influence of internal factors. An example of research that meets the standards would be a well-designed and well-implemented quasi-experimental study that compares outcomes between the group receiving the intervention and a matched comparison group (i.e., a similar population that does not receive the intervention).

Preliminary evidence includes non-experimental studies such as those that seek to demonstrate improvement in program participants over time on one or more intended outcomes or an implementation (process evaluation) study used to learn and improve program operations. Examples of these include: 1) outcome studies that track program participants through a service pipeline and measure participants' responses at the end of the program; and 2) pre- and posttest research that determines whether participants have improved on an intended outcome. This level also includes RCTs and QEDs with significant threats to validity, such as evidence of selection bias.

Pre-preliminary evidence would include studies reporting quantitative or qualitative data from program staff, program participants, or beneficiaries that have been used for program improvement, performance measurement reporting, and/or tracking. An example could be gathering feedback from program participants following their service year.

Overall Levels of Evidence Determinations for Focus Areas

In determining the overall level of evidence for specific focus areas (e.g., housing), we selected the highest level at which there were multiple studies supporting positive outcomes.

Appendix D: Included Studies

Housing

2144 Lattimore, J. D. (2014). *Rebuilding social organization in low-income neighborhoods: The influence of Habitat for Humanity* (Doctoral dissertation, Clemson University).

Intervention name	Operating program/ organization name	Relationship to national service/CNCS	Evaluator or evaluating organization name	Location(s) of the study
Habitat for Humanity	Habitat for	ASN	John Daniel Lattimore	Des Moines,
	Humanity			Indianapolis,
				Louisville,
				Providence, San
				Antonio

This quasi-experimental study assesses the impact of the presence of *Habitat for Humanity* homes on neighborhood social organization in lowincome neighborhood. This study focuses on five large U.S. cities spread across the country. This investigation hypothesizes that *Habitat for Humanity* families are more motivated to better their lives than their neighbors because of *Habitat's* selection criteria and because they have completed the process of becoming a *Habitat* homeowner. The theory also suggests that *Habitat* homeowners have a positive effect on their neighbors, and their neighborhood. This effect is measured through components of social organization. The dissertation takes advantage of the Making Connections survey sponsored by the Annie E. Casey Foundation as well as qualitative interviews, neighborhood observations and GIS analysis in order to determine the effect Habitat homeowners have on their neighborhoods.

The data collected were used to estimate the effect of the presence of *Habitat for Humanity's* homes, either scattered or in clusters, on several variables that are indicators for sense of community, positive identification with the neighborhood, and explicit norms against aberrant behavior. Six variables related to social organization were analyzed with ANOVA procedures, and significant differences were found between people living in blocks with a *Habitat for Humanity* house and those living in blocks without a *Habitat for Humanity* house in measures of Cohesion. Additional outcome measures determined that *Habitat* homeowners feel much better about raising their children in their neighborhoods and generally have a more positive outlook on the future of their neighborhoods. Overall this study provides preliminary evidence for these findings.

2166 Phillips, I., Opatrny, M., Bennett, S., & Ordner, D. (2009). Homeownership Impact on *Habitat for Humanity* Partner Families. *Social Development Issues*, *31*(3), 48-65.

Intervention name	Operating program/ organization name	Relationship to national service/CNCS	Evaluator or evaluating organization name	Location(s) of the study
Habitat for Humanity	Habitat for Humanity	AmeriCorps	Iris Philliips, Marie Opatrny, Stephanie Bennett, and Debra Ordner	Evansville, Indiana

This outcome study employed pre-post measures to assess the economic, social, and psychological benefits of *Habitat for Humanity* homeownership, based on participant self-reports. Data were collected from 107 *Habitat* homeowners using quantitative and qualitative tools.

The study examined outcomes in four subgroups: (1) family strengths I (esteem and communication), (2) family strengths II (mastery and health), (3) extended family social support, and (4) financial well-being. This data was triangulated by surveying family members of the recipients, specifically their perceptions of behaviors, achievements, attitudes, and public assistance needs before and after owning their *Habitat* home, as well as follow up interviews conducted by MSW students with the recipients themselves. All of the outcomes returned statistically significant results which indicated a positive social impact on partners after taking ownership of their house. Overall this study provides preliminary evidence for these findings.

2225 Zhu, Y. (2006). *Comparing human and social resources accumulated through participation with Habitat for Humanity in scattered sites and Habitat neighborhoods* (Doctoral dissertation, University of Florida).

Intervention name	Operating program/ organization name	Relationship to national service/CNCS	Evaluator or evaluating organization name	Location(s) of the study
Habitat for Humanity	Habitat for Humanity	SIF	Yun Zhu	Florida

This correlational study explored the sweat equity process of Habitat for Humanity as participation, learning-by-doing, and sharing with African-American female heads of *Habitat* households. It was hypothesized that 1) sweat equity contributed to human and social resource development; 2) *Habitat* neighborhoods contributed to the maintenance of resources; and 3) design participation was associated with house satisfaction. The principal study was conducted in three Southeast United States *Habitat* affiliates.

Convenience sampling and volunteerism identified 49 respondents. Results suggested that sweat equity and design participation are associated with positive effects on human and social resource development. Also, *Habitat* neighborhoods helped eliminate the perception of economic segregation, compared to *Habitat* houses in scattered sites. These findings suggest that the learning-by-doing and sharing—sweat equity—are practical and efficient processes to create human and social resources with low-income families. Overall this study provides pre-preliminary evidence for these findings.

2518 Hickert, A. O., & Taylor, M. J. (2011). Supportive housing for addicted, incarcerated homeless adults. *Journal of Social Service Research*, 37(2), 136-151.

Intervention name	Operating program/ organization name	Relationship to national service/CNCS	Evaluator or evaluating organization name	Location(s) of the study
Homeless Assistance	Homeless	ASN	Audrey O. Hickert & Mary Jane Taylor, Utah Criminal	Metropolitan Area
Rental Program	Assistance		Justice Center	in the Western
	Rental Program			United States
				(anonymous)

This pre-post study on the *Homeless Assistance Rental Program (HARP)* examined outcomes for clients of a new supportive housing intervention in use of formal treatment, jail contact, and community stability. The aim of the study was to determine the effectiveness of supportive housing for homeless, addicted and incarcerated adults, where supportive housing was defined as housing with case and medication management, or clinical services. The study took place in the Western United States between December 2005 and October 2007. One hundred participants took part in *HARP*, 74% of whom were white, 56% of whom were female, and 70 of whom successfully completed the program.

The study utilized a pre-post test to determine the relationship between supporting housing and instances of jail and/or residential treatment, as well as the success of reintegration into the community following the completion of a supportive housing project. For those who completed the program, jail and residential treatment involvement decreased significantly, and for those with jail involvement, time in jail decreased significantly as well. Overall, this study provides preliminary evidence for these findings.

Employability

2293 Roder, A., & Elliott, M. (2014). *Sustained gains: Year Up's continued impact on young adults' earnings*. New York: Economic Mobility Corporation.

Intervention name	Operating program/ organization name	Relationship to national service/CNCS	Evaluator or evaluating organization name	Location(s) of the study
Year Up	Year Up	ASN & SIF	Economic Mobility Corporation	Providence, RI; New York, NY; and Washington, DC

This randomized controlled trial assessed the effectiveness of *Year Up*, a nonprofit workforce development organization based in Boston, to effect employment and earnings outcomes. *Year Up* aims to provide training and preparation for positions with good wages and career advancement opportunities in the information technology and financial operations fields. The goal of the program is to help young people obtain well-paying jobs that they would not have been able to access on their own. The program serves low-income adults ages 18 to 24.

The evaluation asked whether *Year Up* demonstrated an impact in terms of hours worked, earnings, and college attendance. The evaluation followed participants during the year-long program and for three post-program years. Of 195 people enrolled in the program, 135 were randomly selected for the treatment group with 60 in the control group. Three quarters of participants were ages 18 to 21. Participants were 54 percent male and 46 percent female; 32 percent Black, 34 percent Latino, and 14 percent other; and 11 percent had earned a GED while 89 percent had a high school diploma.

The study found that program completion was crucial to participants' success. Wages earned showed the greatest impact. The annual earnings of *Year Up* participants were 30 percent greater on average than those of control group members and four years after study enrollment, young adults who participated in *Year Up* continued to earn substantially more. Overall the study provides strong evidence for these findings.

2422 Michaelides, M., Mueser, P., & Mbwana K. (2013). *Quasi-experimental impact study of NFWS/SIF Workforce partnership programs*. Columbia, MD: Impaq International, LLC.

Intervention name	Operating program/ organization name	Relationship to national service/CNCS	Evaluator or evaluating organization name	Location(s) of the study
Jobs for the Future	National Fund for Workforce Solutions	SIF	Impaq International	Ohio

This quasi-experimental study estimates the impacts of three *National Fund for Workforce Solutions* programs on the labor market outcomes of participants who were unemployed at program entry. The research utilized a quasi-experimental design in which *NFWS/SIF* impacts were estimated by comparing the outcomes of 2,055 program participants with outcomes of non-participants who were observationally equivalent to program participants. This report focuses on three partnerships in Ohio: the Healthcare Careers Collaborative, the Advanced Manufacturing Partnership, and the Construction Sector Partnership.

The results of the study show that the health program was by far the most successful, increasing participant earnings and assisting unemployed participants to find and retain work for at least a year after the programs. The construction program was quite the opposite: while it helped the participants during the program, it had no impact on job retention or earnings. The results of the manufacturing partnership fell in between, as they raised job retention and earnings higher than would have been without the program, but not as significantly as the health program. Overall, the study provides moderate evidence for these findings.

2445 Rotz, D., Maxwell, N., & Dunn, A. (2014). *Economic self-sufficiency and life stability one year after starting a social enterprise job*. Oakland, CA: Mathematica Policy Research.

Intervention name	Operating program/ organization name	Relationship to national service/CNCS	Evaluator or evaluating organization name	Location(s) of the study
REDF	REDF	SIF	Mathematica Policy Research	Location(s) of the study

The purpose of this 2013 study was to evaluate the economic self-sufficiency and life stability of social enterprise employees with significant barriers to employment hired through *REDF* programs. The study contained four components: an implementation study, an outcomes study, a quasi-experimental impact study (pre-post), and a cost benefit analysis. A combined total of 282 workers from eight programs responded to the surveys. Measures of self-sufficiency include employment, income, and how much government support the participant is receiving. The measures of life stability include housing, recidivism, physical health, mental health, and substance abuse.

The evidence suggests that Social Enterprise employment is responsible for a 19 percentage point increase in employment after one year, in comparison to non-SE work. The stable housing of SE employees increased from 15% to 53%, although the same number of participants reported an episode of homelessness as did non-SE participants. Two-thirds of the participants reported receiving post-employment support, which is associated with increases in other indicators for life stability. Finally, the CBA indicated that for every dollar spent by SEs on participants, they realized a return to society of \$2.23. Overall, the study provides moderate evidence for these findings.

2298 Washington State Employment Security Department (2009). Assessment of the impact of WorkSource job search services: UI Claimants receiving WorkSource job search services compared to UI claimants receiving no WorkSource services of any kind. Seattle, WA.

Intervention name	Operating program/ organization name	Relationship to national service/CNCS	Evaluator or evaluating organization name	Location(s) of the study
WorkSource	WorkSource	ASN	Washington State Employment Security Department, Labor Market and	Washington State
			Economic Analysis	

This 2009 study employs a quasi-experimental design with matched comparison groups to assess the impact of Washington State *WorkSource* job search services on the probability of employment and before-tax quarterly earnings of Unemployment Insurance (UI) claimants in Washington State. *WorkSource* aims to provide a more effective, consistent, and efficient approach to delivering employer and job seeker services to low-income, low-skilled populations. The program serves customers jointly through the integration of services delivered by Workforce Development Councils and the Employment Security Department labor exchange. These services include those delivered under the auspices of the *Worker Profiling and Reemployment Services* (*WPRS*) program for those Unemployment Insurance (UI) claimants, who are required to search for work as a condition for continuing to receive UI benefits.

Between 2005 and 2008, three waves of administrative data were collected from 1,920 UI claimants: pre-program, treatment, and post-program. The study found that both male and female UI claimants who had either intermittent employment history or continuous employment had an increased probability of being employed if they received job search services. UI claimants with intermittent employment also had increased earnings as a result of receiving such services, while UI claimants with continuous employment showed no statistically significant results of receiving job search services. Overall the study provides moderate evidence for these findings.