INFORMING CHANGE

Measure HH Pilot Workforce Development Program Evaluation Report

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Prepared for:
The City of East Palo Alto

Prepared by:
Informing Change

Acknowledgments

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Introduction

MEASURE HH & THE PILOT WORKFORCE DEVELOPMENT PROGRAM

The influx of large companies into Silicon Valley—primarily from the technology sector—has brought benefits and challenges to long-time East Palo Alto (**EPA**) residents. Concerned that new economic development would lead to rising rents and displacement without creating accessible employment opportunities for current residents, over 75% of EPA voters approved **Measure HH** in Fall 2018. Measure HH is a revenue source for the City of East Palo Alto (**the City**) funded through an annual parcel tax of $2.50 per square foot on commercial office spaces of 25,000 square feet or more. The funds can only be used to create or maintain programs that (a) provide affordable or supportive housing or (b) facilitate access to job opportunities in EPA in the science, technology, engineering, and mathematics (**STEM**) sectors and building trades, and strengthen the City's First Source Hiring Program.[1,2]

In 2020, the City engaged Brightline Defense Project (**Brightline**), a Bay Area consulting team, to identify strategies to maximize the use of Measure HH funds to facilitate access to job opportunities for EPA residents. Brightline's final 2021 report highlighted promising sectors with upwardly mobile jobs and identified potential initiatives to support EPA residents in obtaining those jobs. In the report, they recommended that the City support job training and career certification opportunities in the building trades, technology and STEM (science, technology, engineering, mathematics), life sciences and biotech, or entrepreneurship sectors in partnership with local organizations that currently administer such programs. Brightline proposed eight initiatives. Although they emphasized the importance of training opportunities such as pre-apprenticeships and internships, they acknowledged these typically cost more than less-intensive workforce development (**WFD**) models.

With these considerations, the City designed the Measure HH Pilot Workforce Development Program (**the pilot**) to provide job training to EPA residents in the STEM and building trades sectors. In early 2022, the City issued a Request for Proposals (**RFP**) to identify organizations to receive Measure HH funding and partner in the pilot. These organizations would provide training opportunities to residents and support their access to jobs that offer a living wage (defined by the City Council as a minimum of $28 an hour in 2022 for a single adult without children).

In March 2023, the City entered into 18-month contracts with three local organizations (**partners**) to execute the pilot program: **JobTrain**, **Live In Peace**, and **StreetCode Academy** **(StreetCode)**. These organizations met the recommendations put forth to the City Council and demonstrated a consistent track record of providing WFD services in EPA. In September 2024, the City Council extended the initial pilot program for six months to February 2025 (referred to as Phase I) and allocated additional Measure HH funds to the three organizations to continue the pilot program (referred to as Phase II) to May 2025. The Phase II allocation allowed the pilot program to continue while Informing Change was conducting its evaluation.

[1] https://www.ci.east-palo-alto.ca.us/econdev/page/workforce-development

[2] A maximum of 15% of Measure HH funds can also be used to pay for the cost to the City of administering and reporting on the ordinance.

THE EVALUATION

In Spring 2024, the City issued an RFP for a third-party, external organization to evaluate the pilot program and commissioned Informing Change in August 2024 as the independent, third-party evaluator. The evaluation has three key goals (see **Appendix A** for the questions that guided the evaluation):

1. Understand the pilot's initial, short-term outcomes (and progress toward outcomes), particularly related to supporting residents' access to jobs and career mobility in high-tech STEM sectors and building trades.
2. Inform improvements to the pilot.
3. Inform the East Palo Alto City Council about evaluating future wage outcomes and the potential for wage growth.

We intend this evaluation to inform the City Council on highlights, insights, and lessons about the Measure HH pilot program and its potential to meet the employment needs of East Palo Alto residents. We include recommendations to consider when refining the program and allocating Measure HH funds beyond the pilot period.

Methods

We conducted the evaluation activities from August 2024 through April 2025, and included the following methods and data:

Interviews & Focus Groups

We interviewed or facilitated focus groups with 14 EPA residents who participated in Measure HH-funded programs, nearly meeting our initial goal of 15 interviews: JobTrain (9), Live In Peace (2), and StreetCode (3). Eight of these residents attended trades programs, and six attended STEM programs.

We also interviewed four (4) employer partners in the trades and technology sectors. At least one of the employer partners' companies employed an EPA resident who had attended Measure HH-funded programs.

Site Visits

We visited each program partner's site to understand their context further and learn firsthand about the programs being offered. We also conducted an on-site participant focus group.

Field Research

We researched comparable WFD programs to understand their structures, outcomes, and processes. This learning helped us identify similarities and differences and understand benchmarks to make recommendations and contextualize evaluation results.

Background Documents & Program Data Analysis

We reviewed RFPs, council meeting notes, and the partners' quarterly performance reports on the Measure HH pilot program. We also aggregated and analyzed data from these quarterly reports and additional data from partners about residents participating in their Measure HH-funded programs.

Exploratory Interviews with City Staff & Partners

At the outset of the evaluation, we conducted six (6) exploratory interviews: three (3) with City staff and City Council Measure HH evaluation subcommittee members and three (3) with Measure HH partners.

Sensemaking Sessions

We held two (2) sensemaking sessions to contextualize and refine preliminary findings. One session included City staff and program partners, and the other included City staff and City Council evaluation subcommittee members.

Strengths & Limitations

We used a mixed-methods approach in our evaluation, examining qualitative and quantitative data to provide a holistic understanding of the pilot model and initial outcomes. We gathered multiple perspectives, including residents participating in Measure HH-funded programs, employers, city staff, and Measure HH partners.

There are a few key limitations to the evaluation:

1. JobTrain graduates are overrepresented in our interview data, as we interviewed nearly twice as many (9) compared to Live In Peace and StreetCode graduates combined (5).

2. Evaluation resources allowed for five interviews with employer partners. We fell one interview short of our intended goal, as few employers were responsive to interview requests. More employer partner interviews are needed to provide greater representation.

3. Background and wage data are not consistently available for all EPA residents receiving training via Measure HH funding. Partners collected pre-program employment data for most participating residents (81 of 97) and post-program employment data for about half (49 of 97). Given logistic and capacity constraints, partners did not consistently collect pre-program wage data prior to the evaluation. We are therefore unable to provide this information. Future attempts to track and collect pre-program wages will need to account for this task's labor- and time-intensive nature and the sensitivity required to prevent discouraging program participation while encouraging ongoing communication between participants and program staff.

4. Due to the evaluation's short time frame, we are unable to provide longitudinal data on employment attainment, job growth, and wage growth. Future data collection and analysis will be required to understand these long-term Measure HH outcomes for residents fully.

REPORT OVERVIEW

In this report, we share evaluation findings about the Measure HH Workforce Development Pilot Program and considerations for the program's evolution. We organize the report into the following sections:

1. **Pilot Findings:** Includes data and findings about the backgrounds and characteristics of EPA residents participating in Measure HH-funded programs, pilot outcomes about employment, wages, and other benefits, and factors that support or inhibit outcomes.

2. **Discussion & Recommendations:** Offers evaluation insights, reflections, and recommendations for city staff and the City Council to consider in the next phase of the pilot program.

3. **Appendices**: Includes Evaluation Questions (**Appendix A**), Measures of Interest (**Appendix B**), and Landscape Scan (**Appendix C**).

Pilot Findings

REACH & RESIDENTS

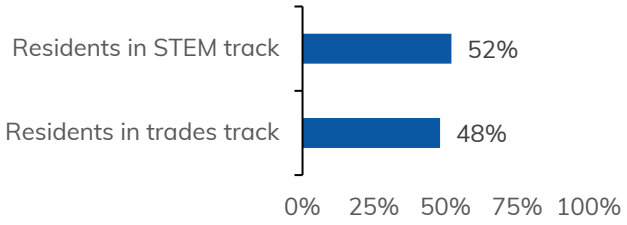
To ensure Measure HH-funded programs were reaching a diverse selection of residents in East Palo Alto, the City asked its partners to collect and report on select demographic and employment data about participating residents. While the pilot phase agreement terms set goals for program completion rates and post-program wages, there were no specific demographic targets for Measure HH-funded programs other than requiring that funding support EPA residents.[3] At the time of the evaluation, not all data points were available for all residents participating in Measure HH-funded programs. Throughout this report, we summarize the available data collected by partners and indicate the number of residents represented in each chart and table.

The Measure HH Pilot Workforce Development Program funded job training for 97 East Palo Alto residents in three local training programs (Exhibit 1). Residents were slightly more likely to choose STEM than trades training opportunities (**Exhibit 2**). Program partners noted that much of their recruitment happens through word of mouth, friends and family members, resources at school, and community reputation.

EXHIBIT 1
Participation by Partner Program (N=97)

PARTNER PROGRAM	EPA PARTICIPATING RESIDENTS
JobTrain	48
Live In Peace	30
StreetCode Academy	19
TOTAL	97

EXHIBIT 2
Program Track (N=97)



"I heard about [the training] through my family, sister, and brother. I think my mother also came through here doing different programs."[4]

STEM & TRADES WORKFORCE DEMOGRAPHIC DATA

Blue boxes throughout the Reach & Residents section include demographic data about the STEM and trades workforce to set additional context and comparisons to the pilot's reach.

Research shows the US STEM workforce gradually diversified between 2011-21, with increased representation of women and underrepresented racial/ethnic groups.[5] Even so, disparities persist. Construction industry statistics, where women, Black, and Asian workers are underrepresented, tell a different story about diversity in the trade.

[3] "Table 1. Pilot Phase I Agreement Terms," from East Palo Alto City Staff Report, by Karen Camacho, Housing and Economic Development Manager; Hanson Hom, Deputy Manager Special Projects; and Amy Chen, Community and Economic Development Director (September 3, 2024).
[4] All quotes in blue are from interviews conducted with EPA residents who participated in Measure HH-funding programs.
[5] National Center for Science and Engineering Statistics (NCSES), Directorate for Social, Behavioral and Economic Sciences, National Science Foundation. (2023). Diversity and STEM. Women, Minorities, People with Disabilities. Retrieved May 21, 2025 from https://www.luminafoundation.org/wp-content/uploads/2023/02/Diversity.and_.STEM_.2023.pdf

Race/Ethnicity

The racial/ethnic backgrounds of East Palo Alto residents participating in Measure HH-funded programs are similar to the overall EPA population (Exhibit 3).[6] The proportion of residents participating in Measure HH-funded programming compared to the general EPA population is slightly lower for those identifying as Hispanic/Latino, white, or multi-racial, and slightly higher for those identifying as Black or Pacific Islander.

EXHIBIT 3

Program Participant & EPA Census Data Race/Ethnicity

RACE / ETHNICITY	MEASURE HH RESIDENTS (N=97)	EAST PALO ALTO CENSUS DATA (N=30,034)
Hispanic or Latino	57%	66%
Black	20%	11%
Pacific Islander	17%	7%
Multi-Racial	8%	15%
White (non-Hispanic)	6%	12%
Decline to state	2%	-

EPA is majority Hispanic or Latino, and just over half its residents (52%) speak Spanish at home.[7] As such, program partners, City staff, and City councilmembers emphasized the importance of reaching Spanish-speaking residents via Measure HH-funded programs. JobTrain regularly offers English classes for Spanish speakers to increase their language proficiency and support their success in JobTrain's courses, which are currently offered only in English.[8] During the pilot, StreetCode added opportunities to meet Spanish-speaking residents' needs by translating their website into Spanish and adding a Spanish-language class in 2025 via Measure HH.[9]

RACE/ETHNICITY & THE STEM & TRADES WORKFORCE

- In 2021, **Hispanic** workers represented 15%, **Asian** workers 10%, and **Black** workers 9% of the total STEM workforce compared to 18%, 6%, and 11%, respectively, of the general workforce.[10]
- The proportion of **Hispanic** workers in the construction industry increased from 20% in 2003 to 30% in 2020, compared to 18% of the general workforce. **Black** (5%) and **Asian** (2%) workers are underrepresented in the construction industry, compared to 11% and 6% of the general workforce, respectively.[11]
- In 2020, Hispanic, Black, and American Indian or Alaska Native STEM workers had **lower median earnings** than white or Asian STEM workers.[12]
- In 2020, the median weekly earnings for unionized construction workers were $1,254, compared to $920 for non-union construction workers.[13] However, **union membership varies by race**, with white (15%) and Black (12.7%) workers more likely to be in unions compared to Hispanic (8.7%) and Asian (7.6%) workers.[14]

[6] East Palo Alto Census Data is drawn from: US Census Bureau. (2020). RACE. *Decennial Census, DEC Demographic and Housing Characteristics, Table P8*. Retrieved April 7, 2025, from https://data.census.gov/table/DECENNIALDHC2020.P8?g=160XX00US0620956. The US Census counts Hispanic or Latino identification separately from race. Due to this, the total percentage in the EPA Census Data column exceeds 100%.

[7] US Census Bureau, 2020 Decennial Data. (2020). Populations and People. Retrieved May 1, 2025, from https://data.census.gov/vizwidget?g=160XX00US0620956&infoSection=Language+Spoken+at+Home.

[8] The specific English classes offered for Spanish speakers include basic and intermediate English, as well as computer skills in Spanish: https://www.jobtrainworks.org/english-education-evening-classes/

[9] Interested residents can view StreetCode's website in Spanish (https://streetcode.org/es/), but there is no option to filter programming options by language of instruction (https://streetcode.org/es/classes/).

[10] National Center for Science and Engineering Statistics (**NCSES**), Directorate for Social, Behavioral and Economic Sciences, National Science Foundation. (2023). Diversity and STEM. Women, Minorities, People with Disabilities. Retrieved May 21, 2025 from https://www.luminafoundation.org/wp-content/uploads/2023/02/Diversity.and_.STEM_.2023.pdf

[11] US Bureau of Labor Statistics (2022).The Construction Industry: Characteristics of the Employed, 2003–20. Retrieved May 23, 2025 from https://www.bls.gov/spotlight/2022/the-construction-industry-labor-force-2003-to-2020/home.htm .

[12] *Supra*, note 10.

[13] *Supra*, note 11.

[14] *Ibid.*

Gender

The proportion of female-identifying residents participating in Measure HH-funded training is lower than the overall EPA population (Exhibit 4).[15]

EXHIBIT 4
Program Participant & EPA Census Data Sex

SEX	MEASURE HH RESIDENTS (N=97)	EAST PALO ALTO CENSUS DATA (N=29,143)
Female	30%	52%
Male	68%	48%
Decline to state	2%	-

Nearly all female residents whose training was funded through Measure HH chose the STEM track rather than the trades track. Program partners adopted a range of approaches to recruit and support women in their programs, including those in the trades. For example, JobTrain partners with organizations like Women in Construction to promote gender diversity in classes and on-site resources like daycare that help ease barriers for parents, especially women. StreetCode reported that their new Spanish-language programming attracted primarily female residents.

Regarding female participants' limited participation in trades programs, partners emphasized that they respect all participants' expressed interests and hope to assist them in choosing the right job or career pathway that suits them. While partners provide opportunities for career exploration, exposure, and education in STEM, trades, and other sectors, they intentionally avoid directing participants down a path that does not align with participants' preferences and choices.

GENDER & THE STEM & TRADES WORKFORCE

- In 2023, the **gender** gap in STEM remains significant, with women making up only 28% of the STEM workforce.[16]
- In 2020, women had **lower median earnings** than men in multiple STEM occupations, including those in science, engineering, science-related, engineering-related, and middle-skill occupations.[17]
- In 2020, about 11% of employees in the construction industry identified as **women**, similar to recent years.[18]

[15] US Census Bureau, US Department of Commerce. (2023). Age and Sex. *American Community Survey, ACS 5-Year Estimates Subject Tables, Table S0101*. Retrieved April 7, 2025, from https://data.census.gov/table/ACSST5Y2023.S0101?g=160XX00US0620956. Percentages do not add up to 100% due to rounding.
[16] Professional Education. The Gender Gap in STEM: Still Gaping in 2023. Retrieved May 21, 2025, from https://professionalprograms.mit.edu/blog/leadership/the-gender-gap-in-stem/.
[17] *Supra*, note 10..
[18] US Bureau of Labor Statistics (2022).The Construction Industry: Characteristics of the Employed, 2003–20. Retrieved May 23, 2025 from https://www.bls.gov/spotlight/2022/the-construction-industry-labor-force-2003-to-2020/home.htm .

Age

Participating residents skew slightly younger than the overall EPA population over 17 years of age (Exhibit 5).[19] Participant residents ranged from 17 to 57 years of age, with an average (mean) of 26.0 years.

EXHIBIT 5

Program Participant & EPA Census Data Age

AGE RANGE	MEASURE HH RESIDENTS (N=73)	EAST PALO ALTO CENSUS DATA (N=29,143)
0-14	0%	17%
15-17	1%	5%
18-24	59%	10%
25-44	36%	32%
45-64	4%	25%
65+	0%	10%

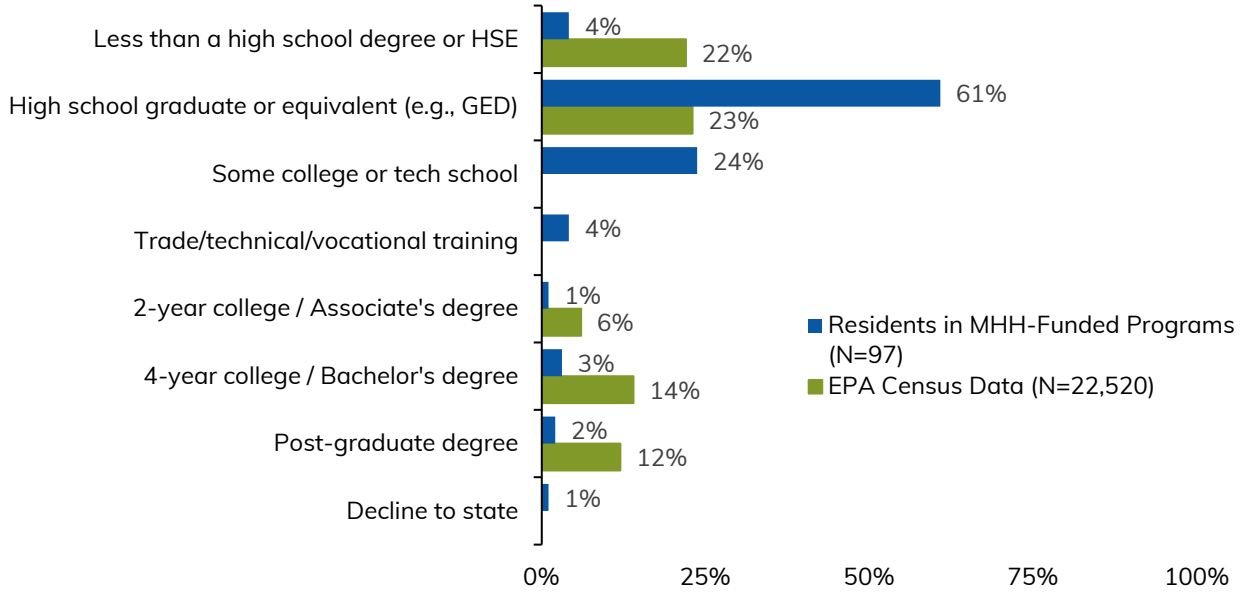
Over half (60%) of participating residents are under 25 years old compared to 32% of all EPA residents. Live In Peace specifically serves young people 24 years old and younger, which contributes to Measure HH partners serving a larger percentage of young people compared to the overall age distribution of the EPA population. JobTrain and StreetCode are not focused on serving specific ages.

Education Level

Participating residents are more likely to hold a high school diploma or equivalent and less likely to hold a 2-year, 4-year, or post-graduate degree than the overall EPA population (Exhibit 6).[20]

EXHIBIT 6

Program Participant & EPA Census Data Highest Education Level Completed



[19] Supra, note 15.

[20] Census data about residents in trade/technical/vocational educational opportunities is not available.

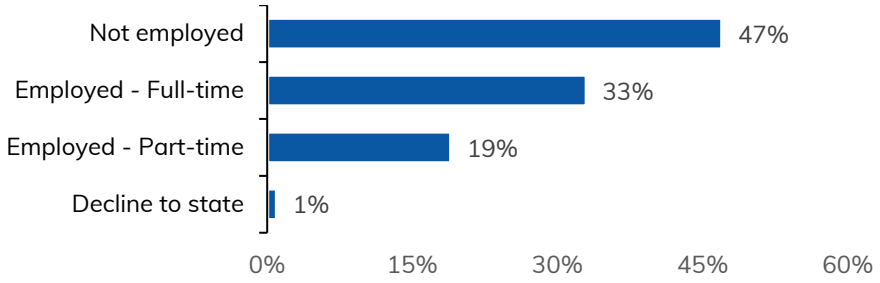
EDUCATIONAL ATTAINMENT & THE STEM & TRADES WORKFORCE

- A higher portion of STEM **workers with a high school diploma or less are employed in STEM occupations that require credentials** like certificates or an associate's degree (i.e., middle-skill occupations), while a larger portion of those with a **bachelor's degree or higher work in science- and engineering-related occupations**.[21]
- Construction workers have "the **lowest levels of education** among all industries except for agriculture."[22] About 40% of construction workers had some college attainment, compared to about 65% of the general workforce.[23] Educational attainment is likely higher for the one in five industry workers employed in management, business, and financial operations positions rather than in production.[24]
- The Center for Education and the Workforce projects that, by 2031, **over half (52%) of construction jobs will require a high school diploma or less**, 30% will require **additional middle-skill training**, and 18% will require a **bachelor's degree**.[25] The Center for Construction Research & Training notes that "most construction knowledge is learned on the job or from special courses, licensing, or certification requirements and apprenticeships" rather than through formal education, and that many construction jobs have historically had no formal education requirements.[26] However, this might change as more industry workers are encouraged to attend apprenticeship programs, trade or vocational schools, association training classes, or community college.[27]

Employment Status

Nearly half of the participating residents were not employed when they began their Measure HH-funded training (Exhibit 7). The proportion of participants unemployed at entry (47%) is overrepresented compared to the proportion in the overall EPA population (4%).[28]

EXHIBIT 7
Pre-Program Employment
(n=81)



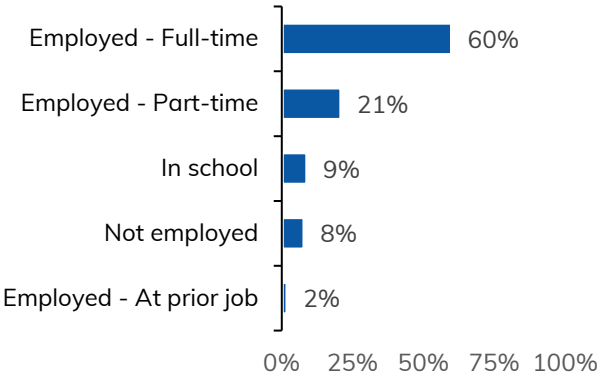
[21] National Science Board. (2024). The STEM Labor Force: Scientists, Engineers, and Skilled Technical Workers. Retrieved May 21, 2025 from https://ncses.nsf.gov/pubs/nsb20245.
[22] CPWR - The Center for Construction Research and Training. (2018). Chart Book (6th edition): Education and Training – Educational Attainment and Internet Usage in Construction and Other Industries. Retrieved May 21, 2025 https://www.cpwr.com/research/data-center/the-construction-chart-book/chart-book-6th-edition-education-and-training-educational-attainment-and-internet-usage-in-construction-and-other-industries/
[23] *Ibid.*
[24] *Supra*, note 18.
[25] Carnevale, A. P., Smith, N., Van Der Werf, M., & Quinn, M. C. (2023). National Report - After Everything: Projections of Jobs, Education, and Training Requirements through 2031. Retrieved May 21, 2025 https://cew.georgetown.edu/cew-reports/projections2031/
[26] *Supra*, note 22.
[27] *Supra*, note 22.
[28] East Palo Alto, CA Unemployment Rate (I:EPACAUR) 3.60% for March 2025: https://ycharts.com/indicators/east_palo_alto_ca_unemployment_rate#:~:text=East%20Palo%20Alto%2C%20CA%20Unemployment%20Rate%20is%20at%203.60%25%2C,long%20term%20average%20of%209.18%25.

EMPLOYMENT OUTCOMES

Partners shared post-program employment data for 53 of 97 (55%) participating residents. Of these 53, 81% were employed after completing a Measure HH-funded program (**Exhibit 8**), most in a field related to their training. Post-program employment rates were similar across the two tracks. Notably, **the group not employed fell from 47% pre-program to 8% post-program** in both STEM and trades sectors**.** All participating residents who were unemployed at the start of the program and for whom we have pre- and post-program employment data were employed at least part-time by the end of the program (13 residents).

> "I learned from working—hands on, helping my family [with] construction … But I need to know safety basics, how to use the tools, apply to the city code, and stuff like that … I learned a lot from [the training] about mathematics and how to properly use the tools."

EXHIBIT 8
Post-Program Employment (n=53)



Residents who completed Measure HH-funded training were hired for jobs in fields related to their training. For example, residents have been hired as certified nursing assistants, sheet metal workers, electricians, plumbers, property managers, and drywallers, and some within union trades and others non-union. One resident pursued entrepreneurship and started their own photography business. Other residents are working in construction, IT, or tech companies. Data on specific jobs and responsibilities was unavailable.[29] Partners support younger residents who may be building skills for their first job and older adults looking to start a second career or upskill in their current job or industry.[30]

WAGE OUTCOMES

At the time of the evaluation, partners reported wage data for all but two residents from whom post-program data were collected (51 of 53). **The average (mean) hourly wage of participating residents employed full-time after completing their respective programs was $26.68.**

Exhibit 9 on the following page shows the hourly wage outcomes for participating residents working full- and part-time in the STEM and trades industries after their Measure HH-funded training. Additionally, residents not employed before receiving Measure HH-funded training now earn an average hourly wage of $24.16 in STEM and $23.33 in trades.[31]

[29] These examples are not exhaustive. Measure HH partners collect residents' employment data individually and in various ways. The pilot program does not require partners to collect or report the data consistently so that data can be cleanly aggregated and reported.
[30] Some examples of participants in more mature age categories are featured on JobTrain's website: https://www.jobtrainworks.org/meet-our-clients/. Similarly, StreetCode's Work Innovation Program is open both to people new to work in the technology sector, and to those aiming to "Upgrade [their] Tech Skills in [their] Current Line of Work" in order to "Land a Higher-Payer Job": https://streetcode.org/wip/
[31] Partners collected pre-program employment data for 81 of 97 participating residents (84%). Pre-program wage data is not available for all participants for whom we have pre-program employment data. However, we know that almost half of these residents were not employed when they started a Measure HH-funded program (**Exhibit 7**). The available data shows that the post-program average hourly wage of all those previously unemployed is $23.68.

EXHIBIT 9
Post-Program Average Hourly Wages
(n=49)

EMPLOYMENT STATUS AFTER MEASURE HH TRAINING	AVERAGE HOURLY (MEAN) WAGE		
	STEM	Trades	Overall
Employed – Full-time	$28.29	$25.87	$26.68
Employed – Part-time	$21.25	$21.93	$21.68
Employed – At prior job	N/A	$17.00	$17.00
Overall Average	**$26.13**	**$24.47**	**$25.02**

For the Measure HH Pilot Workforce Development Program, the City set a target post-program minimum hourly wage using MIT's Living Wage Calculator.[32] In 2021, the living wage estimate in San Mateo County **for a single adult without children** was $28 per hour. For 2025, the estimate for the same household type is $34.76. Living wage estimates are calculated based on household size, as discussed later in this report. Measure HH also defines program success as residents earning this target wage no longer than 36 months after completing their training program.

Using the 2021 target of $28 per hour:

- The average hourly wage for participating residents employed full-time after completing their respective programs is 95% of the City's target wage ($26.68, unadjusted for household size and number of wage earners).
- The average hourly wage for participating residents working full-time in the STEM sector ($28.29) exceeds the City's unadjusted target wage.
- The average hourly wage for participating residents working full-time in the trades sector is 92% of the City's unadjusted target wage ($25.80).

Compared to the updated 2025 living wage estimate of $34.26 for a single adult without children, the average hourly wage for participating residents employed full-time after completing their respective programs is 81% of the City's unadjusted target wage, 77% for those working in STEM, and 74% for those working in the trades.

Employment and wage outcomes are intertwined. Participating residents credit their newly acquired skills and knowledge for supporting their access to new jobs and increased wages. They are optimistic about their future earning potential. Among the participating residents we interviewed, many shared that their hourly wages increased after their training and that they expect to earn even higher wages after they complete more training and obtain additional certifications.

One interviewee, now a union apprentice, is very optimistic about her future earning potential now that she is a union member and on a clear career path. She credits her Measure HH-funded training for supporting her in reaching this point. While involved in this program, she learned about and applied to the union pre-apprenticeship program. After her first application attempt was unsuccessful, she practiced her interview skills with the leaders of the Measure HH-funded program and was accepted on her second attempt.

[32] Living Wage Calculation for San Mateo County, California: https://livingwage.mit.edu/counties/06081.

> "[The Measure HH-funded program] knew I needed a little push, so that's what they did. It helped that they brought in people from [the union] to speak to us … [Measure HH-funded program leaders] don't let go of your hand until you've made it. Even then […] they'll try to make sure that you're okay."

A second interviewee went from earning $18-$19 to $25 an hour after their training, saying the training "helped a lot to get me to that level" by providing construction experience. This participant plans to pursue an HVAC certificate to increase their earning potential further.

A third interviewee working in the trades shared that his experience finding a job required initiative and early morning drives to dozens of construction sites to job hunt. Thanks to his Measure HH-funded experience, construction portfolio from the program, and received certifications, he secured employment, making an initial $22 an hour with growth potential, $2 more than he was previously making in a field with limited growth potential. Still, he feels the pressure regarding the seasonal nature of non-union construction jobs that aren't readily available. On the other hand, union jobs are more challenging to secure and have long wait times or require years of apprenticeship and experience.

None of these three interviewees had formal experience in or knowledge of the trades before receiving Measure HH-funded training. These interviewees now earn a higher hourly wage than in their prior jobs, with potential for longer-term stability and growth opportunities.

OTHER BENEFITS FOR PARTICIPATING RESIDENTS

Residents completing Measure HH-funded training experience many benefits beyond employment, including skill and knowledge gains, exposure to different career paths, and increased confidence and motivation to continue growing.

> "Reflecting on how my participation in [the Measure HH-funded program] has impacted my outlook: it's been instrumental in shaping my confidence regarding career growth and income potential. [The program] has provided me with valuable resources, skills, and networking opportunities that expanded my understanding of what's possible. Learning from peers and mentors in the program has not only improved my technical abilities but reinforced the importance of pursuing sustainable career paths that align with my passions."

Interviewees named **industry-specific skills, knowledge, and certifications** gained through training as immediately useful for helping their resumes stand out to potential employers. Participating residents experienced **career exploration** and found career paths that meet their skills, interests, and needs. Interviewees also reported developing the **skills they needed for job application processes**, such as creating their resumes, and interviewing practice that helped residents present themselves in a polished and professional manner. Interviewees reported increased confidence and said they now have marketable experience to employers. Going through a Measure HH-funded program inspired some interviewees to pursue certificates to **build additional skills** and **increase wages.**

FACTORS SUPPORTING & INHIBITING OUTCOMES

> "[The Measure HH-funded program] offers students or people like me the opportunity to see that there is other work. We just have to know where it is or where to look."

Five key factors supporting resident success in Measure HH-funded programs emerged through our evaluation:

1. The pilot effectively **removes financial barriers to access**. When asked if they would consider other job-training programs or why they were attracted to those funded by Measure HH, many interviewees noted that the free nature of these programs was a significant factor in their decision.

2. Partners **foster welcoming and encouraging environments with high-quality staff and educators** who promote learning, community connection, and confidence-building. Interviewees described how the trainers and teachers, whom they characterized as knowledgeable and compassionate, created nurturing learning environments where residents feel safe and encouraged to explore career paths. Interviewees also appreciated the programs' efforts to connect residents with trainers, such as offering meals, checking in regularly, and providing open office hours.

3. Partners **offer multiple program modalities** to appeal to different needs and learning styles. During our interviews, we heard two distinct perspectives: one interviewee preferred self-guided programming with only occasional in-person meetings, while another preferred a more structured environment where all participating residents attended the same course and received instruction simultaneously. Providing a variety of program formats can help meet the preferences and scheduling needs of EPA's diverse community members.

4. All three Measure HH partners **offer different career counseling approaches to help participating residents determine a pathway** aligned with their interests and goals. Interviewees learned about potential pathways to start and grow their careers (e.g., union and non-union options in construction, plumbing, electrical, other trades, property management, cybersecurity, entrepreneurship, and pursuing additional certifications to increase income). StreetCode offers "exposureships" during which tech company representatives meet participating residents to give them a sense of whether they might like to work in a specific job, field, or profession. At JobTrain's Project Build, the program instructor provides insight into different trades pathways, the pros and cons of joining unions, and entrepreneurship. Live In Peace emphasizes helping youth find the right career path rather than rushing them into a particular trajectory, reporting, "We are working with individuals as they figure out their career paths, which is what Live In Peace does best." They acknowledge that from the outside, "this can look like a slow process" and that one common challenge of working with youth is that "they aren't sure what career path they want to follow yet."[33]

5. Besides job training services, Measure HH partners **offer wraparound supports and services** to address residents' holistic needs and encourage program completion. Interviewees were often aware of the available services and resources. Several discussed utilizing services to facilitate travel to and from job training programs, access necessary technology for learning, connect with other residents and community members during meals, and address their most pressing needs. For instance, legal services were critical to one interviewee who received assistance resolving a legal issue during a background

[33] From "Measure HH Grant - Quarterly Report, Q3, January 31, 2024" by Live In Peace, Inc: https://www.cityofepa.org/sites/default/files/fileattachments/community_amp_economic_development/page/22178/live_in_peace_quarterly_report_january_2024_redacted.pdf

check. In their quarterly reports, partners reported that they provide the wraparound supports to EPA residents (**Exhibit 10**) and all of their job-training participants to address barriers to program outcomes and completion, including navigating legal issues and the legal system, experiencing divorce, addressing mental health challenges, being flagged during a background check, etc. Interviewees expressed a desire for more legal services and mental health support.

EXHIBIT 10
Wraparound Supports Provided by Measure HH Partners

JOBTRAIN	LIVE IN PEACE	STREETCODE ACADEMY
• Help with government benefits applications (e.g., CalFresh, Medi-Cal, WIC, disability insurance) • Legal services • Onsite preschool for children ages 3-5 (sliding scale based on income) • A job center and student lounge • Transportation assistance • Tutoring and academic assistance (e.g., GED support) • Access to an alumni network • Beginning and Intermediate English classes for non-native speakers • Spanish-language basic computer skills courses	• Necessary prerequisites for training programs, such as driver's licenses, stable housing, and transportation, and tutoring for exams/tests • Tutoring, life coaching, career counseling • Scholarships and stipends • Daycare • Mental health support • Supplies	• Connecting local innovators-in-residence with dedicated career coaches • Shadowship opportunities in diverse corporate environments • Transportation assistance • Childcare assistance • Free loaned tech devices • Community building opportunities

> "Participating in [the training] has opened my eyes to community. There are actually people and programs that actually care for and provide opportunities for people in the community … I believe [the training] provides the tools and opportunities to achieve greater income and greater opportunities to achieve more income."

The residents we spoke to acknowledged that many factors influence their ability to secure jobs with a living wage. While they are generally hopeful that their experience in the Measure HH-funded programs—including training, certifications, and career exposure—will help them in the long run, they observe a competitive job market that requires a lot of individual initiative. For some, personal challenges, sometimes sensitive in nature, can introduce challenges to employment.

Residents build important skills and gain necessary experience to apply for STEM and trades jobs. However, the pilot does not guarantee employment or paid internships following program completion, which can create an earnings gap that is difficult for participating residents to navigate. Interviewees identified a handful of additional contextual factors that impeded prompt access to employment opportunities. Interviewees described:

- **A general economic downturn during interviews in winter 2025**, which City Council also discussed in fall 2024, affected both the STEM and trades sectors. Tech company **layoffs** around a similar timeframe mean more workers compete for fewer opportunities.

- Trades jobs follow a **seasonal calendar**. Residents may complete their training during a time with fewer job opportunities.
- STEM jobs with fixed wages and predictable career paths may be declining, as interviewees, partners, and subcommittee members see the sector **shifting toward freelancing and gig work and increasing its reliance on artificial intelligence** (**AI**).
- Applicants interested in trade unions face **long waits to join a union**.

Residents described challenges landing their first entry-level job, especially in STEM fields. One interviewee working in STEM described challenges securing good IT jobs because they often require prior experience, which is difficult to obtain for entry-level positions. Residents saw the most success related to employment when the Measure HH program partner directly connected them to a potential employer.

> "It's that Catch-22 problem. [Employers] won't take you because you don't have experience, and you can't get experience because they won't take you."

> "I looked into getting into the trades. A lot of the places that hire for the trades require you to have experience right off the bat …. They said that the easiest way to get experience would be a pre-apprenticeship, which was [the Measure HH-funded program]."

Discussion & Recommendations

Although the Measure HH Pilot Workforce Development Program is achieving many of its desired outcomes, there is room for growth as it moves into its next pilot phase. We offer the following recommendations for the program's ongoing evolution based on the evaluation data and findings.

> "Before the [training], my feelings towards IT were, 'Oh, that could never be me.' You have to grow up playing with or loving tech, and that wasn't my experience. I was always told, 'Don't touch the computer.' That was my feeling towards technology. 'Don't break that, don't touch that.' When I went the IT route, I still struggled with those feelings because … it's burned into my memory. It's very empowering to be in this field, and that's ultimately what I want to do and where I want to be."

1. IMPROVING ACCESS TO EMPLOYMENT OPPORTUNITIES

A key goal of the voter-approved Measure HH is to facilitate access to job opportunities for city residents, particularly considering the recent influx of large employers. Our findings and discussions with partners, City staff, and local employers highlighted the need to strengthen employer engagement to achieve this goal. Multiple ways exist for Measure HH funds and resources to expand EPA residents' access to job opportunities.

Recommendation 1.1: The City of East Palo Alto can do more to boost the visibility of this program among local employers and increase employer buy-in.

Interviewees, partners, and City Council subcommittee members discussed how finding employment is often heavily relational, based on connections, familiarity, and having the necessary skills and qualifications. Measure HH partners have relationships with local employers and regularly connect their training participants and employers, and at least one partner convenes a local employer advisory group that offers insights into the local employment landscape and collaborates with employers to create and update curricula to ensure programs promote industry standards. Another partner collaborates with local employers to provide participants with exposureships. Employers we interviewed were often unaware of the Measure HH pilot, indicating a potential opportunity for the City to raise the program's profile and connect partner organizations and residents to local employers.

Partners frequently expressed their desire for the City to support connections and networking with employers. One partner expressed that the City Council can send a powerful message to employers by elevating EPA's local talent. Our field research suggests employer engagement is critical to supporting positive outcomes via job training programs. The City has the opportunity to engage employers directly via the pilot and through Measure HH-funded partners. **Appendix C** includes practices for partnering with employers that support positive outcomes via job training programs.

The City could also explore convening potential employers and residents for peer connection and networking opportunities. City staff could facilitate these networks or provide funding to partners via a revised RFP to propose how they could support coordination with employers.

Recommendation 1.2: Support an apprenticeship model or paid internships with local employers to expand access to job opportunities.

Our research of other WFD programs showed that many successful programs offer direct access to apprenticeship and internship opportunities as a benefit of completing the training. Both apprenticeships and internships can lead to long-term employment. Apprenti[34] offers paid tech apprenticeships that allow participants to learn while working and earning an income. Employers are asked to have a job ready for apprentices, as long as the apprentice demonstrates growth and can perform the job duties after completing the apprenticeship. Year Up United guarantees an internship with a corporate partner for its participants as part of their programming; relatedly, 80% of Year Up United graduates are employed within four months of completing the program.[35] The City or county could leverage relationships to offer internships and forge new relationships with private companies' talent acquisition specialists to effectively build potential inroads. Directly supporting apprenticeships and internships, in addition to sector-specific technical skills, can expand the potential to support EPA residents. Entrepreneurial training would also provide a new avenue, and could be enhanced by mentorship and networking with other entrepreneurs. Any of these approaches would require the City to consider new approaches to funding training (e.g., how to fund internships and apprenticeships with business or organizations).

Recommendation 1.3: Maximize first-source hiring practices for city-funded projects and make direct connections for residents pursuing Measure HH-funded training.

The City adopted a first-source hiring ordinance alongside the Measure HH parcel tax to expand employment opportunities for residents.[36] However, there have been fewer opportunities than hoped to implement the policy. The City might consider improving the implementation of the first-source hiring policy for City-funded projects by actively facilitating partnerships between residents and contractors. Partners believe the City Council can be instrumental in connecting residents to these job opportunities by promoting residents' talent.

Recommendation 1.4: Maximize relationships between unions and programs funded through Measure HH.

Unions may be able to prioritize membership opportunities for graduates of local training programs. Exploring this avenue could provide several program graduates with access to union membership and guaranteed wages. Foothill College also offers a trades apprenticeship program connected to California unions, which could serve as another pathway to skill-building and employment.[37]

2. SUSTAINING & STRENGTHENING MEASURE HH PILOT WORKFORCE DEVELOPMENT PROGRAM APPROACHES

Although many residents may have the requisite skills for entry-level and higher-level job openings with EPA employers, others will benefit from access to job training, career readiness, and career exposure opportunities. Successful career readiness and job training programs are grounded in relationship building, community building, career counseling, and career exploration. Multiple ways exist for Measure HH funds and resources to sustain and strengthen WFD approaches and outcomes for EPA residents.

[34] https://apprenticareers.org/
[35] Year Up United. Student FAQs. Retrieved May 1, 2025 from https://www.yearup.org/students/student-faqs#module-6
[36] City of East Palo Alto California. First Source Hiring Ordinance. Retrieved May 1, 2025 from https://www.ci.east-palo-alto.ca.us/econdev/page/first-source-hiring-ordinance.
[37] https://foothill.edu/apprenticeships/

Recommendation 2.1: Continue funding programs that provide work-ready skill development and wraparound supports, and expand funding to account for recruitment costs and costs associated with matching residents to programs and opportunities best aligned with their skills and interests.

EPA residents in Measure HH-funded programs have various needs and face challenges in their daily lives, affecting their ability to complete training and access jobs. Wraparound supports, including (but not limited to) legal resources, resume building, and interview practice, help residents address these needs and their overall well-being, and support their ability to complete job training, build confidence, and access jobs. Wraparound supports and work-ready skill development are common among workforce development programs, and something Measure HH should continue to help residents achieve employment goals.

Partners also discussed the administrative efforts needed to recruit and match participants to the program and pathway that would best support participant goals. Upfront funding could help partners cover these administrative and marketing costs to reach residents and employers alike.

Recommendation 2.2: Fund more Spanish-language and multilingual training to reach East Palo Alto's majority Spanish-speaking population.

Partners currently offer a few opportunities for Spanish-speakers in Spanish (e.g., JobTrain hosts Spanish-language computing classes, and StreetCode expanded its offerings to include a Spanish-language course) or for residents to improve their English literacy (e.g., JobTrain). Consider how Measure HH can further support this population by funding Spanish-language classes and training.

Councilmembers and program staff discussed the importance of offering programming in multiple languages with us. They reflected that multilingualism is a marketable skill in fields relevant to the Measure HH pilot and may open access to additional employment and advancement opportunities.

Our research provides insight into multiple options for English Language Learners (**ELLs**). For example, organizations and community colleges provide bilingual training or training for ELLs geared toward specific learning or career pathways.

- **GOAL (Growing Opportunities in America for Latinos)** (Indianapolis, IN)[38] is a bilingual English/Spanish manufacturing bridge program for adults. Run by the Labor Institute for Training, which secured $3.2 million in Department of Labor funding through the TechHire Grant in 2016, the program aims to grow advanced manufacturing technical skills for residents with limited English proficiency. It offers free credentialling in Safety, Quality Practices and Measurement, Manufacturing Processes and Production, and Maintenance Awareness.

- The **Spanish American Committee for a Better Community** (Cleveland, OH) offers bilingual job-readiness and soft skills training through their workforce development program. The organization hosts a 6-week bilingual (English-Spanish) construction course, the Latino Construction Program, which provides bilingual training for Spanish speakers to help them overcome language barriers and earn a free Occupational Safety and Health Administration (**OSHA**) certification.

- **Foothill College** (Los Altos Hills, CA) offers multiple ESL pathways, including bridges to college and mathematics, and advanced offerings[39] which can help ELLs advance through Foothill's STEM and other career pathways. [40]

[38] Joy, L, Toglia, J. 2020. Growing Opportunities in Manufacturing through Bilingual Upskilling. Jobs for the Future. Retrieved June 1, 2025 from https://www.jff.org/idea/growing-opportunities-manufacturing-through-bilingual-upskilling/.
[39] https://www.foothill.edu/esl/
[40] https://foothill.programmapper.com/academics/interest-clusters/1caa9223-79ad-4e43-817c-6d06e629a41f

California-based organizations and community colleges also offer ESL classes emphasizing general English language acquisition, computer skills, and workforce preparation:

- **City College of San Francisco** offers a one-year SL Vocational Office Training Program[41] to help students develop computer skills, build skills needed to start and boost careers, and enhance English skills. While not specific to STEM or trades, it helps ELLs learn current technology and prepare for jobs.
- **North Orange Continuing Education** (Anaheim) provides an example of offering language development and workforce preparation that provides English Language Learners with the skills to get a job and move into higher-wage jobs faster.[42]

Recommendation 2.3: Apply an expansive definition of STEM training and jobs to the Measure HH Pilot Workforce Development Program and fund multiple pathways to access STEM training.

We heard from partners and participating residents that their successes are expansive and include entrepreneurship within STEM or jobs requiring STEM knowledge, even if they do not work directly in a STEM field. The US Bureau of Labor Statistics notes many definitions of what can be considered a STEM occupation.[43] Job search website Indeed notes that STEM fields continue evolving and expanding.[44] Applying a broad definition of STEM to Measure HH will allow EPA residents to pursue a pathway to STEM-related employment that best fits their skills and interests.

Sensemaking session participants suggested shifting Measure HH funding to support community college scholarships for intensive tech training would offer an additional avenue for residents to develop and expand their skills for tech-based jobs.

Recommendation 2.4: Support collaboration across partners.

Partners shared that while they coordinate informally, Measure HH could support their formal collaboration to ensure residents are paired with a best-fit job training program. Collaboration across the three pilot contractors could also help connect residents to wraparound supports, increasing eligibility for services from any Measure HH-funded programs that meet individual residents' needs.

3. MONITORING WAGES & OTHER OUTCOMES

The final evaluation goal is to inform the East Palo Alto City Council about evaluating future wage outcomes and the potential for wage growth.[45] Leveraging our experience and drawing on field research and partner reflections, we compiled promising practices supporting data collection and analysis related to wages among multiple organizations. We provide reflections on how the Measure HH Pilot Workforce Development Program can enhance practices that City staff have already implemented.

[41] https://www.ccsf.edu/degrees-certificates/esl-vocational-office-training-program
[42] https://www.noce.edu/programs/english-citizenship/english/
[43] The US Bureau of Labor Statistics (**BLS**) uses varying definitions of STEM across publications. One source defines STEM occupations as "computer and mathematical, architecture and engineering, and life and physical science occupations, as well as managerial and postsecondary teaching occupations related to these functional areas and sales occupations requiring scientific or technical knowledge at the postsecondary level." A second report separates STEM occupations into two major domains, each with two sub-domains.
[44] Indeed. (2024) What Are Stem Fields? Retrieved June 1 2025, from https://www.indeed.com/career-advice/career-development/stem-fields.
[45] Forecasting expected or potential wages by sector or individual was not an expectation of the current contract or Evaluation plan. Should City Council be interested in this type of forecast, we recommend issuing an RFP and contracting with a firm specialized in that.

Recommendation 3.1: Enhance the City's already established data reporting requirements by accounting for varied data capacity amongst partners and the need for standardized data reporting.

The City could improve the data process by providing partners with an easy-to-use reporting template/database (e.g., via Excel, Microsoft Forms). A shared tool will provide partners with greater clarity about how information should be reported, yielding clearer information and analysis via consistent reporting. While the City currently lacks a centralized grants reporting database, it may wish to consider implementing one as part of its ongoing technological improvements.

Recommendation 3.2: Prepare for and fund longitudinal assessments that clearly define a process and align with analysis goals.

Exploring long-term wage growth requires gathering wage data at multiple periods and over time (e.g., 6, 12, 24, and 36 months after training). Setting these goals in advance and informing partners about the frequency is important for defining expectations and collecting consistent data. In one evaluation, WFD programs provided employment services to participants for up to 12 months following program completion or job placement, allowing for regular data updates.[46] One study determined that three years post-program are needed for impact to materialize.[47] Measure HH partners are not funded to support participant residents over time or track outcomes long-term, though they are expected to do so as part of their Measure HH funding agreements. Our experience evaluating similar WFD programs and alumni networks shows that it takes considerable time to maintain connections with alumni; the longer alumni have been out of a program, the harder it is to reach them. Measure HH funding could be directed to support these long-term efforts.

Recommendation 3.3: The City can enhance established data measures to align with Measure HH's goals and partners' program objectives.

One study suggested program completion, job placement, employment retention, and starting wages as "standard measures of workforce development success."[48] These measures are included in Measure HH reporting. However, the program's approach could improve by including data about confounding factors, covariates, and correlates to wages, and allowing for variation among partners that wished for additional data collection measures to show interim progress toward employment goals (i.e., partners differentiated progress based on a client's barriers to employment). Measure HH partners currently provide select personal background information—employment and wage histories, racial/ethnic and language backgrounds, and highest level of education—that can have differential impacts on estimates of wages and wage growth, thus informing the analysis. Additional measures—prior employment sector, occupation, and position—must be gathered and stored alongside wage information for the most robust analysis.

Recommendation 3.4: Fund a staff position to coordinate data sharing and analysis, including establishing formal data-sharing agreements.

Data collection, reporting, and analysis are time-intensive and require a specific skill set. A role dedicated to this process can help ensure data accuracy and integrity and a smooth process for contractors.

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[46] Juniper, C., Boswell, T., & Cumpton, G. (2023). An Evaluation of the City of Austin Investments in Workforce Development. The University of Texas at Austin Lyndon B. Johnson School of Public Affairs. Retrieved from https://sites.utexas.edu/raymarshallcenter/files/2024/07/FINAL_City-of-Austin-Rpt_12-15-2023.pdf.

[47] Rothstein, J., Santillano, R., Von Wachter, T., Khan, W., & Yang, M. (2022). CAAL-Skills: Study of Workforce Training Programs in California. California Policy Lab. Retrieved from https://cwdb.ca.gov/wp-content/uploads/sites/43/2022/08/FINAL-CAAL-Skills_report_ACCESSIBLE.pdf.

[48] Weigensberg, E., Schlecht, C., Laken, F., Goerge, R., Stagner, M., Ballard, P., & DeCoursey, J. (2012). *Inside the Black Box: What Makes Workforce Development Programs Successful?* Chicago: Chapin Hall at the University of Chicago. https://www.researchgate.net/publication/265083339

Contracts between the lead organization (the City of East Palo Alto, in the case of the pilot) and program partners should include formal data-sharing commitments to ensure data safety. Data collection should reflect data that organizations already collect and use for meaning-making or to demonstrate impact, which can increase partner buy-in. It should also reflect sensitivity to residents participating in Measure HH programs and respect their privacy by allowing them to opt out of data collection partially or entirely.

Recommendation 3.5: Be attentive to the increasing cost of living and living wage standards. Consider that it may take longer than initially hoped to earn at the increasing rate.

San Mateo County's living wage has increased since residents voted on Measure HH; the figure also varies by household makeup, considering the number of children and working adults in a household (**Exhibit 11**). Sensemaking participants highlighted that the cost of living will only continue increasing and emphasized that residents who access new jobs after Measure HH-funded training may not immediately earn at the City's target. Long-term tracking is necessary to understand growth toward earning a wage aligned with the City's target.

EXHIBIT 11

2025 San Mateo County Hourly Living Wave based on Household Makeup[49]

	NO CHILDREN	1 CHILD	2 CHILDREN	3 CHILDREN
1 adult	$34.76	$67.89	$89.18	$114.70
2 adults (1 working)	$47.81	$58.01	$62.66	$73.98
2 adults (2 working)	$23.90	$36.16	$46.95	$59.28

CONCLUSION & LOOKING FORWARD

In its initial pilot phase, the Measure HH Pilot Workforce Development Program's partners improved access to employment opportunities, including those in STEM and trades, via training, wraparound support, and attending to well-being for East Palo Alto residents. There is an opportunity for the City to continue offering funding within this current structure and simultaneously expand its approach to include different strategies to achieve similar goals (e.g., connecting with employers, pre-apprentice programs, scholarships).

As we conclude this evaluation, we encourage City staff and Councilmembers to answer the following questions as they coordinate the pilot's next phase:

- How can City Council and City staff elevate Measure HH's profile amongst potential employers and champion EPA residents?
- What types of jobs in STEM and trades align with City Councilmembers' expectations of programmatic outcomes? How do those expectations align with or diverge from the job landscape and the jobs residents are seeking and securing after attending Measure HH-funded training?
- What measures or metrics are most helpful to City staff and City Councilmembers as they assess program results and make decisions for the future? What measures or metrics are important to partners? What needs to shift to collect and synthesize these measures or metrics regularly?

[49] *Supra*, note 32.

We greatly appreciate the City Council's commitment to building the Measure HH Workforce Development Program to meet the needs and aspirations of East Palo Alto residents, and their openness to adapting the program based on evaluation and learning.

Appendix A: Evaluation Questions

This report addresses the following four evaluation questions we developed with input from the City Council evaluation subcommittee and City staff to address the evaluation goals. In some instances, findings relate to multiple evaluation questions or goals.

1. **Outcomes**: What are the initial outcomes of the Measure HH Pilot Workforce Development Program? What supports and barriers drive and impede progress toward achieving programmatic outcomes? *(Goals 1, 2, 3)*

2. **Resources & Implementation**: How are Measure HH resources being used to support local workforce development? What are we learning about what it takes to implement and expand this work? *(Goals 1, 2)*

3. **Field Learning**: What can be learned from other programs similar to the Measure HH Pilot Workforce Development Program? *(Goal 2)*

4. **Wage Mobility**: What is important to consider in understanding the potential for longer-term career and wage growth related to the Measure HH Pilot Workforce Development Program? *(Goal 3)*

Appendix B: Measures of Interest

The East Palo Alto City Council asked Informing Change to report on 40 measures of interest, listed here by evaluation question for reference. We used the measures as a guide while developing data collection tools. The measures are not exhaustive, and we did not expect to collect consistent data about each measure. Instead, the measures organized the learning priorities discussed during background interviews and planning conversations and uplifted key Measure HH staff, partners, and City councilmembers' perspectives. These measures also reflect the spheres of influence closest to Measure HH and the Pilot Workforce Development Program (primarily participating residents and Measure HH partners).

EVALUATION QUESTION 1 (OUTCOMES)

Specific interest in the following measures for individuals:

- Skill and knowledge acquisition; trade/field competency/proficiency
- Certificates or other formal training completed
- Preparedness for available jobs
- Awareness of and access to employment opportunities in tech or trades (such as related fields following program completion)
- Number and type of jobs, internships, and apprenticeships obtained
- Sustainability of employment opportunities (jobs with a living wage, defined as a minimum of $28/hour for a single individual)
- Wages after program completion
- Wages at 6, 12, 18, and 24 months after program completion
- Area of residence (such as within the City of East Palo Alto, outside the City of East Palo Alto but within California, outside California)
- Feeling of belonging in tech or trades
- Feeling of belonging in East Palo Alto and Silicon Valley
- Improved overall well-being
- Conditions that drive or inhibit outcomes

Specific interest in the following measures for contractors:

- Diversity of and increase in student enrollment
- Access to funding and contribution to organizational stability
- Staff capacity and responsiveness to serve East Palo Alto residents (such as for multi-lingual service provision)
- Employer-trainer engagement and collaboration
- Partnerships with employers
- Conditions that drive or inhibit outcomes
- Others identified during the evaluation

EVALUATION QUESTION 2 (RESOURCES & IMPLEMENTATION)

- Number of student placements funded through Measure HH
- Program completion rates
- Characteristics and prior experiences of students (e.g., gender, age, race/ethnicity, level of education, prior employment experience, involvement in the foster system or justice system, language situation/languages spoken)
- Supports contractors provide to students
- Program cost
- Type and benefit of referrals or references contractors provide for students
- Measure HH funding structure, related strengths, and limitations

EVALUATION QUESTION 3 (FIELD LEARNING)

- Program costs
- Funding sources
- Range of supports and approaches provided, from workforce development programs or employers
- Challenges and how they are addressed
- Program results and outcomes
- Conditions that support or inhibit participant success or employee success once hired (such as competition in the tech field)
- Market conditions that support or inhibit participant success
- Forecast of future job landscape and required skills to access those jobs, including market strength and opportunities in STEM compared to building trades
- Current/projected wage levels for different jobs in tech and trades sectors

EVALUATION QUESTION 4 (WAGE MOBILITY)

- Wages prior to program participation (if employed)
- What compels or inhibits employers from providing a living wage
- Skills, roles, etc., associated with wage growth and mobility
- Conditions within the tech and trades sector that support or inhibit wage or career growth

Appendix C: Landscape Scan

PROMISING PRACTICES

Through our field research and experience, we offer promising practices for implementing workforce development programs. Other findings related to collecting data from a portfolio of organizations are incorporated throughout the report.

For Supporting Workforce Development Outcomes

- **Clearly define the participant audience to match individuals** with opportunities aligned with their skill levels and interests.
- **Conduct intake assessments to identify** participant knowledge, skill, commitment level, and any support services needed.
- **Focus training on industry-relevant certifications and skills**, including those in demand by target industries in the region.
- **Provide soft skills and job readiness skill development.**
- **Provide financial compensation** for program participation and completion to encourage participants to stay in training and help reduce financial burden.
- **Offer wraparound services** to address multifaceted needs.
- **Support career navigation to bridge the gap between skill-building and job placement,** such as, but not limited to, apprenticeships, guaranteed internships, and other connections to employers.
- **Build alumni networks** that create formalized ways for peers to connect during the program and after.

For Partnering with Employers

- **Seek committed partners** willing to be involved in different stages of the program, such as participating in advisory boards or giving feedback on the curriculum.
- **Work with employers to identify pre- and post-program participant attributes or skill sets.** Communicate these attributes with partners for effective outreach. Employers in other programs have expressed concerns about participant preparedness for on-site activities. A comprehensive intake assessment and communication of participant backgrounds can prevent unmet expectations.
- **Create a clear definition of employers' responsibilities** and encourage upfront hiring commitments.
- **Advocate and communicate with employers** on the benefits of WFD programs. A 2021 economic policy proposal by the Hamilton Project emphasized that WFD focusing on disadvantaged groups, especially after the COVID-19 pandemic, is cost-effective for employers in building a stronger worker

base.[50] Another article noted the benefit of regional workforce partnerships and local collaboration, in which local employers could recognize they face the same hiring issues and focus on strengthening regional talent pools and pathways.[51]

SOURCES

We reviewed the following sources to conduct the landscape scan for this evaluation.

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LANDSCAPE SCAN PROGRAMS FOR REFERENCE

Evaluation resources allowed for a preliminary field scan of workforce development programs inside and outside the Bay Area. We sought examples in two main categories:

1. Programs with a **similar focus** to Measure HH, primarily related to the population reached or technical field (i.e., STEM and trades).

2. Programs that offer **pathways different from Measure HH** (e.g., apprenticeships).

Our scope was limited to desk research, including publicly available information found online. Few organizations we researched provide outcome or evaluation-related information on their websites (e.g., completion rates, placement rates, wages). We provide what little data organizations have made available publicly.

Ultimately, these organizations share numerous promising practices for workforce development programs:

- Paid training opportunities
- Connecting trainees to employers via networking, internship, or apprenticeship opportunities
- Wraparound support to address basic needs and overall wellbeing
- Matching trainees to trainings, programs, or apprenticeships aligned with their skills and interests
- No cost to trainees
- Tailored job training and career readiness training (e.g., resume building, interview practice), and career exploration/coaching

Examples of General Workforce Development Programs Outside the Bay Area

We offer brief summaries of a selection of WFD programs **outside the Bay Area** that provide free, hands-on training to adults. Select trainings provide payment to trainees. Wraparound supports provide trainees with resources to meet their basic needs and enhance their overall well-being.

- **Inspiration Kitchens** (Chicago, IL) provides free hands-on culinary and food service training for low-income adults. The program provides additional services to help participants overcome barriers such as resume assistance, job search and placement support, and paid training.

- **Instituto del Progreso Latino** (Chicago, IL) provides career pathways training for Chicago's Latino community. Training focus ranges, with opportunity for vocational ESL instruction, college prerequisites, digital literacy, and general support to advance their careers and increase pay. Instituto offers a specific healthcare career pathway, enabling students to become Basic Nursing Assistants and supporting tuition and other support to earn additional credentials to advance their careers. The program provides additional wraparound support to help students and their families meet their basic needs and support their overall well-being (e.g., applying for Medicaid/Medicare, SNAP, unemployment, childcare services).

- **JARC** (Chicago, Baltimore, Philadelphia, Providence) provides free manufacturing-related training for low-income adults. Participants can be trained in CNC Machinist, Welding, Mechanical Assembly, and 3D printing. Trainees in Chicago receive a monthly stipend. JARC also offers bilingual training in Spanish and English, a bridge program to help trainees complete coursework to prepare them for manufacturing jobs, financial coaching, public benefits registration, transportation stipends, and resources for food, childcare, and housing. JARC shares that 80% of trainees found a job after or while in training, and 64% of JARC grads double their salary in their first year of employment after graduating.

Examples of Apprenticeship Programs

- **Apprenti** (based in Issaquah, WA, with national reach) is a free tech apprenticeship for adults across the US. Applicants must pass a competency test and receive 40 hours of weekly training once accepted. After completing their technical training, apprentices transition into their on-the-job apprentice positions with a hiring partner. Apprenti asks that hiring partners have full-time positions available for each apprentice they take on, but do not require employers to retain graduated apprentices. Apprenti offers training and opportunities in a range of tech occupations, including software and web development, IT infrastructure and support, business operations and support, cybersecurity, business and data analysis, and other specialized roles. Apprenti shares that they have placed 4,500+ apprentices in living wage jobs across the US and 89% of graduates are retained by their employer.

- **Foothill College** (Los Altos Hills, CA) offers a trade apprenticeship program through local union training offices. Foothill offerings are free to apprenticeship students. Apprentices earn income while learning from a master journeyman and attend Foothill courses up to two nights a week. Apprentices must be over 18 and hold a high school diploma or GED and valid CA driver's license.

Examples of Workforce Development Programs Run or Supported by City/County Workforce Development Offices & Boards

- **Work2Future** (with locations in San José, North San José, and Gilroy and also serving Campbell, Morgan Hill, Saratoga, Los Gatos, Los Altos Hills, Monte Sereno and unincorporated areas of Santa Clara County) is part of the America's Job Centers of California network of federally funded job centers and supported by the Silicon Valley Workforce Development Board. Work2Future provides free job training, workshops, and apprenticeships, as well as offerings in digital literacy, resume development, job search support, interview support, and other job training skills. Currently, Work2Future offers a trades program, through which 80% of graduates go on to employment or admission into an apprenticeship program, and a PG&E PowerPathway entry to an Electrical Operations program, after which 87% of graduates are employed in the construction-utility industry. Paid apprenticeships are available with select partner companies such as **Applied Materials**, **Enablence**, **Infinera**, and **Western Digital.**

- **East Bay Works** is also part of the America's Job Centers of California network and is supported by city and county WFD boards for employers and job seekers. It offers a range of self-directed (e.g., job search workshops and computer classes) and staff-assisted services (e.g., 1-1 career counseling, skills assessment, job training, on-the-job training, job placement, workshops, networking, and skills certification). Offerings are available at no cost to job seekers. Job readiness training includes digital literacy, typing certification, drop-in support, resume review, interview workshop, and more. Training opportunities are available for office career training, certified nursing assistant training, and medical assistant training.

- The **San Francisco Office of Economic and Workforce Development** (**OEWD**) funds the **TECH SF Program,** which offers free tech training through eight local tech organizations. Each organization has its own key audience (e.g., all adults, youth ages 17-24, formerly incarcerated adults, immigrants and refugees with a bachelor's degree). Training focus varies by program (e.g., digital marketing, producing/editing, Google IT certificate training, career exploration and readiness, web design and coding), as does post-program access to career pathways (e.g., mentorship, apprenticeships). OEWD also supports the **TechSF apprenticeship** opportunity, connecting employers to pre-screened, trained candidates. Tech training providers for the 2024-2025 grant year include **BAVC Media**, **Dev/Mission**, **Five Keys**, **Goodwill Comprehensive Job Center**, **Jewish Vocational Services**, **MEDA**, **MissionBit**, and **Upwardly Global**.

- **Regional Occupation Programs**, such as Eden Area ROP (Hayward, CA) and Mission Valley ROP (Fremont, CA), offer career preparation courses for adults. Eden Area ROP offers multiple career-preparation courses for adults. Current offerings include dental assisting and apprenticeship, direct support professionals, electrical training, medical assisting, and welding. Mission Valley offers a pharmacy technician program. Students pay to attend the courses of their choosing. Some ROPs have scholarship opportunities. ROPs do not offer job placement services.

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