

Community-Based Workforce Engagement Supports for Youth and Young Adults Involved in the Criminal Legal System

Technical Appendix

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This technical appendix provides the survey instrument and interview protocol used in Phase I of the Urban Institute’s scan of community-based programs supporting workforce engagement for youth and young adults (ages 16 to 24) who have been adjudicated for or convicted of serious offenses. This technical appendix accompanies the full report, *Community-Based Workforce Engagement Supports for Youth and Young Adults Involved in the Criminal Legal System: An Exploratory Scan*, which provides findings from the exploratory study.

Introduction

The Urban Institute engaged in a project to document the ways community-based workforce development programs are delivering services to youth and young adults who have been adjudicated for or convicted of serious offenses. Using information gathered from a national survey and a series of interviews with staff from 15 community-based service organizations, the study aimed to inform the field by answering the following five research questions:

1. Which community-based programs with workforce development components serve populations that include youth and young adults ages 16-24 who have been adjudicated for/convicted of serious offenses?
2. What are the goals of these programs?
3. How are these programs' service models structured? What interventions and strategies do they include?
4. How do programs measure achievement of their goals?
5. What promising or effective strategies and interventions are these programs employing to serve the population of interest? What challenges are they facing?

Data collection and analysis from this study offer a series of considerations for stakeholders seeking to improve community-based workforce supports for legal system-involved youth and young adults. The survey data, which include 128 respondents from 41 states and D.C., offer a national snapshot of the types of programs providing these services. The semi-structured interviews with providers from 15 programs allow for a more in-depth analysis of promising practices and strategies to overcome challenges.

This technical appendix provides the survey instrument and semi-structured interview protocol used for data collection in this study. Informed consent was obtained at the beginning of each survey response and interview.

Survey Instrument

The following survey instrument was distributed to 600+ individuals from outreach list. The survey was fielded for approximately two months, from March 4 to May 10, 2021.

[BEGIN SURVEY]

Organizational Information

1. Name of institution or organization:
2. How long have you been employed at this organization?
 - ☐ Less than a year
 - ☐ 1-5 years
 - ☐ 6-10 years
 - ☐ 11-14 years

- ☐ 15+ years
- 3. What type of organization do you work for?
 - ☐ Public agency
 - ☐ Nonprofit organization
 - ☐ For-profit organization
 - ☐ Other (Please describe)

Organization Programs

1. How many different programs does your organization administer that include workforce development components, such as career readiness or “soft skills” training, job training or technical skills, or employment services?
 - ☐ 0
 - ☐ 1
 - ☐ 2
 - ☐ 3
 - ☐ 4
 - ☐ 5
 - ☐ 6
 - ☐ 7
 - ☐ 8
 - ☐ 9
 - ☐ 10+
2. Does your workforce development programming include: [y] [n] [unsure]
 - ☐ Job search assistance (including resume development and interview preparation)
 - ☐ Career readiness/“soft skills” (nontechnical skills integral to success in the workplace, such as teamwork, critical thinking, professionalism, conflict resolution, digital literacy, and communication)
 - ☐ Professional development (networking events, career fairs, professional workshops, etc.)
 - ☐ Job training (technical/specialized/occupational skills)
 - ☐ Sector-based training
 - ☐ Customized or incumbent worker training
 - ☐ Transitional jobs/subsidized employment
 - ☐ Work-based learning (e.g., apprenticeships, internships)
 - ☐ Career exploration/career planning
 - ☐ Job development/connections to employers
 - ☐ Job placement
 - ☐ Job coaching or other job retention support
 - ☐ Vocational rehabilitation (for individuals with disabilities)
 - ☐ Other (please specify)
3. Do participants engage in the following types of subsidized employment? [y] [n] [unsure]
 - ☐ Your organization’s program work crews
 - ☐ Your organization’s social enterprise jobs
 - ☐ Placement with willing employers external to your organization’s programs
 - ☐ Other (please specify)

4. In what types of occupations are your clients *most commonly placed*?

- ☐ Office and administrative support occupations
- ☐ Sales and related occupations
- ☐ Food preparation and serving related occupations
- ☐ Transportation and material moving occupations
- ☐ Production occupations (e.g., factory work)
- ☐ Educational instruction and library occupations
- ☐ Healthcare practitioners and technical occupations
- ☐ Business and financial operations occupations
- ☐ Management occupations
- ☐ Healthcare support occupations
- ☐ Construction and extraction occupations
- ☐ Personal care occupations
- ☐ Installation, maintenance, and repair occupations
- ☐ Computer and mathematical occupations
- ☐ Building and grounds cleaning and maintenance occupations
- ☐ Security occupations
- ☐ Arts, design, entertainment, sports, and media occupations
- ☐ Other (please specify)

Block 3

1. Does your organization participate in any formal partnerships to support workforce development programming? (e.g., coordinate services, share funding...)

- ☐ Yes
- ☐ No
- ☐ Unsure

2. Does your organization formally partner (coordinate services, share funding, etc.) with: [y] [n] [unsure]

- ☐ Community-based organizations
- ☐ Government agencies/offices
- ☐ Schools or other education/job training providers
- ☐ Employers or industry groups
- ☐ Other (please specify)

3. Do you partner with the following **government agencies**? [y] [n] [unsure]

- ☐ Employment/career services
- ☐ Juvenile justice
- ☐ Child welfare
- ☐ Criminal justice
- ☐ Health and human services
- ☐ Other(s)

4. Which of the following non-workforce development services and supports are available to program participants? [y] [n] [unsure]

- ☐ Literacy/English language classes
- ☐ Educational support (e.g., tutoring, high school equivalency, assistance with foundational academic or digital skills, academic advising)
- ☐ Mental health supports
- ☐ Physical health supports/support for individuals with disabilities
- ☐ Substance use/abuse treatment
- ☐ Trauma-informed care or healing-centered approaches
- ☐ Domestic violence supports
- ☐ Support for individuals with challenging home/family situations
- ☐ Interventions for individuals with gang involvement
- ☐ Parenting classes or counseling
- ☐ Restorative justice practices
- ☐ Mentoring
- ☐ Other youth development components (e.g., positive peer support, leadership development, civic engagement)
- ☐ Legal advocacy/services
- ☐ Assistance with transportation
- ☐ Case management/individual advocacy/other personal supports (e.g., help with housing, bills, childcare, access to public benefits)
- ☐ Financial literacy/wealth-building
- ☐ Other (please specify)

5. In the past two years, has your workforce programming received support from the following funding sources? [y] [n] [unsure]

- ☐ Government programs, contracts, or grants
- ☐ Foundation/philanthropic grants or donations
- ☐ Fees from participants
- ☐ Payment from employers
- ☐ Profit/income from business/social enterprise operations
- ☐ Other (please specify)

Location and Population Served

1. What state is your program in? (hold down ctrl to select multiple)

- ☐ Alabama
- ☐ Alaska
- ☐ Arizona
- ☐ Arkansas
- ☐ California
- ☐ Colorado
- ☐ Connecticut
- ☐ Delaware
- ☐ Florida
- ☐ Georgia
- ☐ Hawaii
- ☐ Idaho

- ☐ Illinois
- ☐ Indiana
- ☐ Iowa
- ☐ Kansas
- ☐ Kentucky
- ☐ Louisiana
- ☐ Maine
- ☐ Maryland
- ☐ Massachusetts
- ☐ Michigan
- ☐ Minnesota
- ☐ Mississippi
- ☐ Missouri
- ☐ Montana
- ☐ Nebraska
- ☐ Nevada
- ☐ New Hampshire
- ☐ New Jersey
- ☐ New Mexico
- ☐ New York
- ☐ North Carolina
- ☐ North Dakota
- ☐ Ohio
- ☐ Oklahoma
- ☐ Oregon
- ☐ Pennsylvania
- ☐ Rhode Island
- ☐ South Carolina
- ☐ South Dakota
- ☐ Tennessee
- ☐ Texas
- ☐ Utah
- ☐ Vermont
- ☐ Virginia
- ☐ Washington
- ☐ West Virginia
- ☐ Wisconsin
- ☐ Wyoming

2. Geographic area(s) served (municipality, county, or metro region(s)) [*open ended*]
3. Approximately how many people participated in your workforce development programming in 2019? [*select one*]
 - ☐ Under 50
 - ☐ 50-100
 - ☐ 101-250
 - ☐ 251-500
 - ☐ 501-1,000
 - ☐ Other (please specify)

4. Which genders are represented in your workforce development service population? [y] [n]
[unsure]

Definitions:

- *Cisgender*: individuals whose gender identities correspond with the sex they were assigned at birth.
- *Transgender*: individuals whose gender identities do not correspond with the sex they were assigned at birth.
- *Gender-nonconforming/genderqueer/nonbinary*: individuals that do not identify strictly as a boy/man or strictly as a girl/woman
 - ☐ Cisgender boys/men
 - ☐ Cisgender girls/women
 - ☐ Transgender boys/men
 - ☐ Transgender girls/women
 - ☐ Gender-nonconforming/genderqueer/nonbinary
 - ☐ Other(s) (please specify)

5. Which ages are represented in your workforce development service population? (please select all that apply)

- ☐ Younger than 13
- ☐ 13-15
- ☐ 16-17
- ☐ 18-21
- ☐ 22-24
- ☐ 25-39
- ☐ 40 and older

6. Approximately what percentage (0-100) of your workforce development service population is:

- Black [%]
- Latinx [%]
- Native American [%]
- Asian American, Native Hawaiian, and Pacific Islander (AANHPI) [%]
- White [%]
- Bi-or multi-racial [%]
- Other race/ethnicity (please specify) [%]

7. Do you serve people with *past* involvement in the justice system (people who have experienced arrest, been convicted of a crime or adjudicated for an offense, been on community supervision, or been detained, confined, or imprisoned)? [y] [n] [unsure] *[if unsure, skip to question 8]*

7a) *[If yes]* Based on your best estimation, what percentage of your participants have *past* involvement in the justice system? (0-100) [%]

7b) *[If yes]* Based on your best estimation, of the program participants with ***past involvement*** in the justice system, what percentage...

- ...were convicted of or adjudicated for a felony?
 - ☐ [%]
 - ☐ Unsure
- ...were convicted of or adjudicated for a violent (e.g., person-to-person) offense?
 - ☐ [%]
 - ☐ Unsure
- ...have been detained or incarcerated in a prison, jail, detention facility or other out of home placement?
 - ☐ [%]
 - ☐ Unsure
- ...have been on probation, aftercare, parole, or another type of community supervision?
 - ☐ [%]
 - ☐ Unsure
- ...have been involved in the juvenile justice system in the past, but are not currently?
 - ☐ [%]
 - ☐ Unsure
- ...have been involved in the adult justice system in the past, but are not currently?
 - ☐ [%]
 - ☐ Unsure

7c) *[If no]* Please explain the major reasons why you do not serve individuals with **prior** involvement in the justice system

8. Do you serve people ***currently*** involved in the justice system (people who are facing charges and have an open court case, who have recently been convicted of a crime or adjudicated for an offense, who are participating in a diversion or alternative of incarceration program, and/or who are on community supervision)? [y] [n] [unsure] *[if unsure, skip to end of survey]*

8a) *[If yes]* Based on your best estimation, what percentage of your participants are *currently* involved in the justice system? (0-100)

8b) *[If yes]* Based on your best estimation, of the program participants *currently* involved in the justice system, what percentage...

- ...have been convicted of or adjudicated for a felony?
☐ [%]
☐ Unsure
- ...have been convicted of or adjudicated for a violent (e.g., person-to-person) offense?
☐ [%]
☐ Unsure
- ...have recently been released from placement, confinement, or a prison or jail?
☐ [%]
☐ Unsure
- ...are on probation, aftercare, parole, or another type of community supervision?
☐ [%]
☐ Unsure
- ...were referred to the program as an alternative to confinement or detention, or as part of a diversion program?
☐ [%]
☐ Unsure
- ...are participating in the program as part of community supervision conditions?
☐ [%]
☐ Unsure

[CONTINUE TO QUESTION 9]

8c) *[If no]* Please explain the major reasons why you do not serve individuals with **current** involvement in the justice system.

9. Do you offer support to participants in understanding their juvenile or criminal records? [y] [n] [unsure]
10. Do you offer support with clearing/expunging juvenile or criminal records? [y] [n] [unsure]
11. Do you offer support with discussing gaps in employment related to justice system involvement, or employment history that took place in a prison, jail, or other correctional facility? [y] [n] [unsure]

12. Does your program determine that any justice-involved individuals are ineligible to participate due to the nature of their justice involvement, conviction, or adjudication history? [y] [n] [unsure]

12a) *[If yes]* Do the following criteria make someone ineligible to participate due to their justice involvement? [y] [n] [unsure]

- ☐ Arrest history
- ☐ Type of charge offense
- ☐ Type of conviction or adjudication offense
- ☐ Type of community supervision
- ☐ Other (please specify)

Workforce Development Service Delivery Model

1. Do people enter your workforce development program(s) in the following ways? [y] [n] [unknown]

- ☐ Referral from community- or faith-based organization(s)
- ☐ Referral from public benefit/government-based social service agency or agencies
- ☐ Direct outreach recruitment by program staff in the community
- ☐ Referral from educational institution(s)
- ☐ Referral from court, probation agency or correctional agency
- ☐ Required participation related to justice system involvement
- ☐ Referral from community supervision agency
- ☐ Referral from the public workforce system (e.g., job centers)
- ☐ Referral from employers
- ☐ Word of mouth from peers
- ☐ Referral from mental health provider
- ☐ Referral from substance use treatment agency
- ☐ Other (please specify)

2. On average, about how long are participants enrolled or engaged in workforce development programming? (If this varies for different programs, select all that apply)

- ☐ 1–6 months
- ☐ 6 months to a year
- ☐ 1–2 years
- ☐ 2–3 years
- ☐ More than 3 years

3. Do you use the following criteria to determine workforce development programming completion? [y] [n] [unknown]

- ☐ Complete a certain number of hours of training
- ☐ Obtain a formal certificate, certification, degree, license, or other credential
- ☐ Complete an apprenticeship or internship
- ☐ Secure formal employment
- ☐ Retain employment for a certain amount of time
- ☐ Secure housing or other self-sustainability measure

- ☐ Complete all program requirements, or graduate from the program
- ☐ Other (please specify)

Program Goals and Measurement

1. What is (are) the mission(s) of your workforce development program(s)?
2. What are the most important workforce development outcomes your organization seeks to achieve? (Please select all that apply)
 - ☐ Attainment of job search skills
 - ☐ Attainment of career readiness/“soft skills”
 - ☐ Completion of job training/attainment of technical skills
 - ☐ Participation in transitional jobs/subsidized employment
 - ☐ Participation in work-based learning
 - ☐ Job placement
 - ☐ Job retention
 - ☐ Successful vocational rehabilitation
 - ☐ Admission in the military, an apprenticeship, or college
 - ☐ College retention
 - ☐ Obtaining a high school diploma or equivalency
 - ☐ Completing a college certificate or degree program
 - ☐ Other (please specify)
3. Does your organization seek to advance any goals for the broader community? [y] [n] [unsure]

3a) [If yes] What are those goals? (Please select all that apply)

 - ☐ Increase employment
 - ☐ Increase wages and job benefits
 - ☐ Increase entrepreneurship
 - ☐ Increase employment opportunities
 - ☐ Increase high school completion rates
 - ☐ Improve youth development outcomes
 - ☐ Strengthen connections to community resources
 - ☐ Improve community safety
 - ☐ Reduce criminal or juvenile justice system involvement
 - ☐ Other (please specify)
4. Do you collect the following data about program participants? [y] [n] [unsure]
 - ☐ Age
 - ☐ Gender
 - ☐ Race and ethnicity
 - ☐ Sexual orientation
 - ☐ Disability status
 - ☐ Level of educational attainment
 - ☐ Reading level
 - ☐ Employment and/or income history
 - ☐ Justice system involvement (prior or current)
 - ☐ Type of justice involvement
 - ☐ Housing status

- ☐ Relationship status (e.g., married, dating)
 - ☐ Parental status (e.g., do they have minor children)
 - ☐ Citizen/immigration status
 - ☐ Information about their parents/caregivers
 - ☐ Other (please specify)
5. Do you collect the following data points about program participation? [y] [n] [unsure]
- ☐ Job characteristics (e.g., wage, hours, benefits)
 - ☐ Job retention/length of time in employment
 - ☐ Number of participants obtaining of a certificate, certification, degree, license, or other credential
 - ☐ Number of participants securing housing or other self-sustainability measure
 - ☐ Number of participants receiving educational credentials (GED, high school diploma, college certificate or degree, etc.)
 - ☐ Improvement in soft skills/career readiness
 - ☐ Participation in career exploration/career planning
 - ☐ Improvement in literacy/English language skills
 - ☐ Recidivism (e.g., re-arrest or new conviction/adjudication)
 - ☐ Receipt of services your program referred client to
 - ☐ Other (please specify)
6. Do you track the following metrics? [y] [n] [unsure]
- ☐ Number of participants enrolled in program
 - ☐ Number of participants who complete the whole program
 - ☐ Number of participants completing individual program components
 - ☐ Average of length of participation for people who complete the program
 - ☐ Average of length of participation for people who do not complete the program
 - ☐ Number of participants securing employment
 - ☐ Other
7. Do you collect any data on program participants after completion? [y] [n] [unsure]
- 7a) [If yes] After program completion, do you collect data on the following? [y] [n] [unsure]
- ☐ Job retention/advancement
 - ☐ Satisfaction with employment
 - ☐ Educational attainment
 - ☐ Involvement with the justice system
 - ☐ Other (please specify)
8. Has the COVID-19 pandemic impacted your workforce program operations? [y] [n]
- 8a) [If yes] Please indicate how the COVID-19 pandemic has impacted your program operations: [y] [n] [unsure]
- ☐ Shifted regular programming/services to be remote/virtual
 - ☐ Reduced program hours or limited access to program offerings
 - ☐ Interrupted program offerings
 - ☐ Interrupted program funding
 - ☐ Led to additional virtual programming/service offerings
 - ☐ Led to additional support for virtual access (e.g., broadband, laptops or tablets) and/or digital skills training

- ☐ Reduced employment opportunities
- ☐ Increased employment opportunities
- ☐ Shifted types of employment opportunities
- ☐ Other (please specify)

Conclusion

1. Optional: Please share anything else you would like us to know about your workforce development program offerings, especially with regard to serving people with justice system involvement.

Thank you very much for your time!

[END SURVEY]

Interview Protocol

The following protocol was used to guide the semi-structured interviews with staff from 15 programs:

A. Context and Organizational Overview

1. What is your title and role within the organization? How long have you been at the organization? Has your position within the organization changed over time?
2. How long has your organization been around?
3. What is the primary mission of your organization?

B. Program and Service Delivery Model

1. Please describe the workforce development services you offer that include clients with justice system involvement.
 - a. Do you have a single program or multiple programs? What are they called and how are they different? What is the typical duration of each program (a few months, one year, multi-year)?
 - b. What is the primary focus or focuses of your services? What are the characteristics or criteria for the successful completion of your program/services? Are there points at which you consider clients to have completed or graduated from your program?
2. Please generally describe the population your workforce development programs serve, including geographic area.

- a. Who does your program prioritize serving based on specific demographics (age, gender, sexual orientation, race/ethnicity, primary language, disability status, etc.)?
 - b. What is the catchment area that your program/s serve/s?
 - c. How does your program identify and recruit clients? How do they enter the program? For justice-involved clients specifically?
3. What specific federal, state, local and private funding sources support your workforce program(s)?
 - a. Which funding sources are the most accessible and/or helpful?
 - b. In what ways might some of the funding sources be challenging to access, or more restrictive?
 - c. Does your program receive any funding/support from the state or local juvenile or criminal justice system or the public workforce development system? If so, in what way (a grant, a contract, a line item in their budget, etc.)?
 - d. Is there a cost to participants? Or are they compensated for participating?
4. Please describe your staff that work most closely with clients with justice system involvement.
 - a. General demographics and experience (race, ethnicity, gender, age, education level, prior work experience, experience with criminal justice, etc.)?
 - b. Can you describe key staff roles?
 - c. What training do these staff receive?
 - d. Do you utilize a credible messenger approach?

C. Promising Strategies, Successes and Challenges

1. Would you say that youth and young adults with serious offenses on their records make up a significant portion of your client population?
 - a. If yes, about what proportion?
 - b. If yes, what services or programs do you offer that are specifically designed for this population?
2. What workforce program strategies and interventions have you found to work well, or be particularly promising, to support youth or young adults who have been adjudicated for/convicted of serious offenses?
 - a. For youth or young adults of color, specifically?

- b. What about other specific subpopulations who are often overrepresented among justice-involved populations (such as LGBTQ young adults, specifically transgender individuals, or young adults with disabilities)?
 - c. In what ways do you connect with these clients?
 - d. What do you do to sustain engagement?
- 3. How does your programming align with best or promising practices in the workforce development field?
 - a. Are there particular models or practices that you've incorporated based on research and evidence? If so, which ones? What informed your thinking?
 - b. How did you have to adapt these programs or strategies to your context?
- 4. What are the primary challenges to serving youth and young adults that have been adjudicated/convicted of serious offenses?
 - a. How do you address them?
 - b. Are any particularly important for specific subgroups in your client population? If so, which?
- 5. Does your program prepare participants for specific occupations, or offer job placements in specific sectors? If so, are there any unique considerations for clients with justice involvement?
 - a. Please describe the most common types of occupations your program places youth and young adults in. Why and how are these occupations chosen?
 - i. Does your program offer support in careers with technology and computers?
 - ii. Does your program offer support in healthcare-related fields?
 - iii. Does your program focus on preparing clients for evolving fields and development of entrepreneurial skills?
- 6. What types of partnerships do you have with other organizations or agencies that are helpful for achieving desired outcomes for clients with justice involvement?
 - a. In what ways do you coordinate other entities that clients may be engaging (such as juvenile justice agencies, or child welfare agencies)?
 - i. Are these relationships formal partnerships?
 - ii. Do you track referrals and outcomes with partners?
 - b. In what ways do you coordinate with community-based organizations or nonprofits?
 - i. Are these relationships formal partnerships?
 - ii. Do you track referrals and outcomes with partners?

7. How does your program work with employers?
 - a. Do you just work with employers to place people in open jobs?
 - b. Do you provide retention services after someone is placed in a job?
 - c. Do you engage employers in the design of your programs?
 - d. Do you engage employers in offering subsidized work?
 - e. Do you try to influence or change employer hiring practices to facilitate or improve hiring and retention? Specifically, of people with criminal records?
8. Are there specific federal, state, or local public policies that are helpful for achieving your organization's desired outcomes? If so, what are they?
 - a. In what ways do policies or funding practices facilitate this work, especially when it comes to serving youth and young adults that have been adjudicated/convicted of serious offenses?
9. In what ways do policies or funding practices create barriers that hinder this work, especially when it comes to serving youth and young adults that have been adjudicated/convicted of serious offenses?
 - a. What strategies have you put in place to mitigate these challenges?
 - b. What solutions would you like to see enacted?
10. How has the COVID-19 pandemic impacted your workforce development programming for youth and young adults with serious convictions?
 - a. What challenges and opportunities did it create?
 - b. What are the lasting changes you anticipate to your service model beyond the pandemic (e.g., engaging clients on tech fluency, how programs are funded, or how you conduct outreach about your programs to recruit participants)?
11. Please describe your approach to data collection to measure program success
 - a. Are there individual metrics of success that are particularly critical for young people with justice involvement?
 - b. Do you disaggregate your outcome data by race and ethnicity? Are there other subpopulations you look at for outcomes measurement (LGBTQ, English language learners, parents, etc.)?
 - c. Do you measure dosage/amount of engagement in workforce programming?
 - d. Do you measure any community-level impacts as well?

- e. Are there additional data, outcomes, or impacts programs would like to collect or measure but aren't? If so, why not? What would be the benefit of the additional analyses?
- f. In what ways do you share information on your outcomes? How often? To the public? To funders or other agencies?

Conclusion

1. Before we wrap up, is there anything you'd like to mention that we haven't talked about that is important for us to understand in how your program operates, who you serve, and addressing the challenges for youth?
2. Do you have any additional questions for us?

Thank you so much for your time! Please don't hesitate to contact us at any point if you have additional thoughts or questions about the project.

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